Clark County

20 YEAR COMPREHENSIVE GROWTH MANAGEMENT PLAN 2003 – 2023

Revised SEPTEMBER 2004

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INTRODUCTION

THE BACKGROUND

Clark County adopted its first comprehensive plan on May 10, 1979. The plan included a map that identified appropriate levels of development on all lands in Clark County. In rural areas, the plan designated and conserved forest, agricultural and mining land and set varying levels of housing densities for rural residential areas. The Plan also identified areas appropriate for urban intensity housing, commercial and industrial development.

Urban growth areas were adopted around each city along with adopted policies which limited the types of services permitted outside of urban areas. These policies were intended to help protect the rural character of rural lands and focus urban development within urban areas. The plan also included chapters related to transportation planning (including adopting an arterial road plan as a part of the county-wide plan map), identifying Heritage areas and creating policies on improving community appearance.

In 1980, county-wide zoning was applied that helped implement the adopted Comprehensive Plan. Newly established zoning districts included Forest, Agriculture, Rural Estate, Rural Farm and Suburban Residential for rural areas. Urban zoning districts were adopted and applied on the county-wide zoning map that provided a broad range of housing densities and distinguished between different intensities of commercial uses.

In 1990, the Washington State Legislature passed the State Growth Management Act or GMA (RCW 36.70A.010). The passage of GMA significantly changed the requirements for local planning. Under the GMA, each county is required to adopt a comprehensive plan. The law requires that each county required to plan under GMA do so 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.

In 1991 the legislature amended the GMA to require adoption of "county-wide" 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 county-wide planning policies in the summer of 1991. In August 1992, the Board of County Commissioners adopted the policies.

THE GOALS

Prior to 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 Growth Management Act demonstrated the Legislature's understanding that greater regulation of property use is necessary to accomplish the goals set out in the GMA and an awareness that land is scarce, land use decisions are largely permanent, and, particularly in urban areas, land use decisions affect not only the individual property owner or developer, but entire communities.

The GMA established thirteen planning goals (RCW 36.70A.020) 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:

Urban Growth: Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Reduce Sprawl: Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Transportation: Encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

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.

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.

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.

Permits: Applications for both state and local permits should be processed in a timely and fair manner to ensure predictability.

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.

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.

Environment: Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Citizen Participation and Coordination: Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

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.

Historic Preservation: Identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance.

The GMA in Washington has been amended numerous times since its original adoption in 1990. A list summarizing the amendments made by the Legislature, between 1995–2002, to Chapter 36.70A of the Revised Code of Washington is included in Appendix C. All applicable Revised Code changes are included in Clark County's Comprehensive Plan 2003-2023.

THE VISION

Clark County is in the midst of continual 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 lead 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 challenges was to develop a vision of a desirable future. The Community Framework Plan was adopted in April 1993, as Clark County's long-term vision of what the county could become. Conceptual in nature, it proposes changing

past 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 growth 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 continues to 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 serve as natural resources, the amount of open space we will enjoy, and how we will travel from place to place. The Framework Plan continues to be the foundation for Clark County's Comprehensive Plan 2003-2023 (20-Year 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 534,191 people) and jobs (to an estimated 200,000). As a result, the character of the county will continue to 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, ethnicity and cultures;
- a variety of housing options;
- a county where sustainable populations of salmon and other native species are a testimony to a healthy ecosystem; where our well-being is supported by the integrity of the ecosystem we share with other living species; and where, by ensuring healthy habitat for all inhabitants of Clark County, we ensure the quality of life we value.
- 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 FRAMEWORK PLANNING PROCESS

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 no 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:

- preservation of resource lands;
- strict design and appearance standards in high density developments;
- directing of rural development to towns;
- requiring larger lots in rural areas; and,
- 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 PROCESS

The county's 20-Year Comprehensive Plan 2003-2023 builds upon the efforts undertaken during the process of developing the Community Framework Plan and the 20-Year Plan revised in 1997. 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.

THE COMMUNITY INVOLVEMENT PROCESS

Over the past four years, the growth management update process, has involved the people of Clark County (both interest groups and individuals) in an early and continuous way in planning to comply with the review and update requirements of the Growth Management Act. This community involvement program included the processes that led to the updated 20-Year Comprehensive Growth Management Plan.

The planning process for the Framework Plan began in October 1991 and culminated in the adopted 1994 Comprehensive Growth Management Plan. 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. The 20-Year Plan has had a similar process of outreach and input and involved many of the same parties.

Most major planning programs involve a citizen involvement component, but it is rarely the central focus of the effort. In the case, of the 1994 Plan adoption, and again in the 2003 Plan update, 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 comprehensive plan update public involvement 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 1999-2003 comprehensive growth management plan update 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.
- **A newsletter** were sent to every household in the county (over 100,000 households) reporting on the 20-Year Plan's update purpose, policy decisions, next steps and informing residents of upcoming opportunities for involvement. The newsletter was sent in March 2001.
- A county-wide letter from the Board of Commissioners was sent to all households and property owners in March 2002. The letter explained the update process, developing criteria and an invitation to attend five public meetings.
- A mailing list was established for **mailing to those with specific** interest in the GMA update process. Information was mailed to those residents who indicated

an interest in more specific information on growth management topics (over 2,555 people).

- A **speaker's bureau** of staff planners who went to every organization or group requesting a presentation on the growth management planning update program. They talked to several hundred people at public and private organization meetings.
- Joint sponsorship of seven **cable television segments** on growth management issues aired 126 times over the course of the planning update effort.
- **News releases** to all media to explain the issues and process to them. The county also bought advertising in local newspapers to announce public meetings and to announce the 5 possible land use alternatives.
- A statistically valid, random-sample **telephone survey** of residents' opinions to examine what type of jobs Clark County residents were traveling to Oregon to take.
- The **urban** areas were reviewed by each city with the assistance of county staff liaisons.
- Joint sponsorship and staffing of the **Youth Town Hall** 1999, 2000, 2001, 2002 and 2003 annual program focusing on growth management, environmental and transportation planning.
- **Thirteen Planning Open Houses** were held throughout the county to explain key issues and get public input on alternative long-term approaches to the Comprehensive Growth Management Plan. Planning open houses were staffed by the cities and county staff.
- 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. The county Planning Commission and Board of Commissioners met jointly twice to help select a preferred alternative land use scenario.
- An **Open House** at the planning offices on six Tuesday nights between March and April, 2003 to explain the draft alternative land use plans and the results of the draft environmental impact statement.
- Two **Open Houses** were held in 2004 to explain key issues and get public input on the Capital Facilities Plan analysis.
- An ongoing effort to have **with concerned citizens** regarding their specific requests and other growth management related issues.
- Three **Open Houses** were held in August 2004 to explain the August 2004 land use plan map.
- A **website** that was updated weekly with "what's new", policies, notice of meetings, copies of staff reports, agendas, minutes, maps, a glossary, timelines, contact info, data and complete documents.
- A series of **public hearings** before the County Planning Commission and Board of County Commissioners prior to adoption of the 20-year Plan update were held. The public hearing were televised on CVTV and aired 8-10 times each.

- **Major information materials** such as the DEIS and FEIS were distributed through the Community Development Department, Vancouver; North Clark County Resource Center, Battle Ground; Sheriff's Office precincts and branch libraries. Hard copies and CD-ROMs were provided. Materials could also be downloaded from the county's web site.
- In December 1998, the Clark County Board of Commissioners appointed an 18-member Endangered Species Act Citizen Advisory Committee to assist the county in developing a local salmon recovery plan. The members represent conservationists, rural landowners, development interests, fish recovery groups, and the Washington Department of Fish and Wildlife. The plan is targeted for development within three to five years and will respond to the National Marine Fisheries Service's 4(d) rule and Washington State's Statewide Salmon Recovery Strategy. This local recovery plan will also be consistent with the Lower Columbian Fish Recovery Board's goals and objectives.
- In 1995 Clark County appointed a twelve member citizens based Fish and Wildlife Focus Group. Its mission was to develop recommendations for a Wildlife Habitat Conservation Ordinance. Based largely on the recommendations from the group, a Habitat Conservation Ordinance was developed and adopted by the county in 1997.
- There have also been several other task forces and advisory committees that have addressed ESA issues, including the Stormwater Task Force and the Clean Water Commission.

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 twelve (12) 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 Community Framework Plan 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

Chapter 1: 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.

Chapter 2: 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.

Chapter 3: The **Rural and Natural Resource Element** describes the designation and proposed level of development for rural and natural resource lands in the county.

Chapter 4: The **Environmental Element** describes specific environmental goals and requirements as the basis for development regulations and general goals for land use planning and parks acquisition. Additionally, the element describes critical areas including wetlands, water recharge areas and wildlife habitat that are to be protected throughout the county.

Chapter 5: 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 20-Year 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.

Chapter 6: 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.

Chapter 7: 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.

Chapter 8: The **Historic Preservation Element** describes directions and strategies to recognize and finance protection of historical and archaeological sites in the county.

Chapter 9: 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.

Chapter 10: 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.

Chapter 11: 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.

Chapter 12: 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 twelve (12) elements are presented.

COMMUNITY FRAMEWORK PLAN

THE COMMUNITY VISION

The Community Framework Plan encourages growth in urban growth areas and rural centers, with each area 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 each of the urban growth areas would have a higher average density than currently exists. In parts of the urbanizing area, densities will range from approximately 4, 6, and 8 units per net residential acre (3 to 6 gross units per acre) depending on the specific urban area, with more housing being single family on smaller lots (5,000 sf) and multi-family. No more than 75 percent of the new housing stock would be of a single product type (e.g., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to sewer wastewater management issues. Approximately 25 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 urban growth area 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 as rural centers with community commercial areas, and the Mount Vista area will be a center of research and education. 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 growth 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 based industries or rural use protecting, conserving and enhancing critical stream and riparian habitat essential to supporting and recovering salmonid populations throughout the county.

To implement the Community Framework Plan, the county, towns and cities would are amending certain land use and development policies in their 20-year comprehensive plans. The framework policies to guide future detailed policies are discussed in the next section.

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, and amended in 2000 and 2003 are found in each applicable plan element. The framework policies 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) 20-Year Plan 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

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-related issues such as protection of groundwater resources, stormwater run-off, flooding, and drainage problems are discussed in detail in the Environmental element, Chapter 4 of this document.

The following framework policies are to guide 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.

1.1 Framework Plan Policies

1.1.0 Establish a hierarchy of urban growth areas activity centers and rural centers. Hierarchy of Urban Growth Areas and Rural 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.

1.1.1 Urban Growth Area Centers (UGA) have a full range of urban levels of services and can be divided into three main categories in the following density tiers:

- **Vancouver Urban Growth Area** is now or will be a major urban area activity centers with a full range of residential, commercial, and industrial uses, high-capacity transit (HCT) corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least 8 units per net residential acre (6 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 while 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.

- **Urban Growth Areas of Battle Ground, Camas, Ridgefield and Washougal** will have a full range of residential, commercial, and industrial uses, schools, neighborhood, community, and regional parks, within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than a major urban area centers, averaging at least 6 units per net residential acre. (4.5 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. These urban growth areas centers should have a center focus that combines commercial, civic, cultural and recreational uses.

- **La Center Urban Growth Area** is located in predominantly a residential area with at least 4 housing units per net residential acre (3 gross units per acre), and include pedestrian-oriented commercial uses, schools and small

parks. There are no standards for the Yacolt urban growth area due to lack of public sewer. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

1.1.2 Rural Centers are outside of urban growth area centers and urban reserve areas and 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.

1.2 Urban Areas

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

- utilize a market factor (25% for business park and commercial, 50% for industrial, and 0% for residential);
- include a household size of 2.69 people per household and 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.

1.2.1 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;
- location of designated natural resource lands and critical areas; and,
- minimize split designations of parcels.

1.3 Urban Reserves

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

1.3.1 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.

1.3.2 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,
- retain 75% development "trigger" on buildable residential and commercial land, 50% of prime industrial land and other established criteria for determining the need and procedures for amending the urban growth area boundary.

1.3.3 Develop criteria for uses within urban reserve areas to allow a reasonable use without preempting future transition to urban growth.

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

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

2.0 HOUSING

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 Framework Plan Policies

2.1.0 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).

2.1.1 Establish density targets with jurisdictions in the county for different types of communities, consistent with the definitions of Urban Growth Areas and Rural Centers.

2.1.2 Provide housing opportunities close to places of employment.

2.1.3 Establish maximum as well as minimum lot sizes and densities in urban areas.

2.1.4 All cities, towns, and the county share the responsibility for achieving a rational and equitable distribution of affordable housing.

2.1.5 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.

2.1.6 Encourage infill development that enhances the existing community character and provide a mix of housing types 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.

2.1.7 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.

2.1.8 Housing strategies are to be coordinated with availability of public facilities and services, including human services.

2.1.9 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.

2.1.10 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.

2.1.11 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.

2.1.12 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.

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

3.0 RURAL AND NATURAL RESOURCE ELEMENT

These policies are to ensure the conservation of agricultural, forest, and mineral resource lands, and protect these lands from interference by adjacent uses which affect 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 Framework Plan Policies

3.1.0 The county and its jurisdictions at a minimum are to consider agricultural land based on Washington Administrative Code (WAC) 365-190-050.

3.1.1 The county and its jurisdictions at a minimum are to consider forest land based on WAC 365-190-060.

3.1.2 The county and its jurisdictions at a minimum are to consider mineral resource lands based on WAC 365-190-070.

3.1.3 Identify agricultural land on parcels currently used or designated for agricultural use and provide these parcels special protection.

3.1.4 Identify forest land on parcels currently used or designated for forest use and provide these parcels special protection.

3.1.5 Encourage the conservation of large parcels which have prime agricultural soils for agricultural use and provide these parcels special protection.

3.1.6 Establish standards for compatible land uses on land designated for agriculture, forest, and mineral resource uses.

3.1.7 Develop a range of programs (such as purchase of development rights, easements, preferential tax programs, etc.) to provide property owners incentives to maintain their land in natural resource uses.

3.1.8 Mineral, forestry, and agricultural operations are to implement best management practices to minimize impacts on adjacent property.

3.1.9 Public facility and/or utility availability are not to be used as justification to convert agriculture or forest land.

These policies govern the use of rural 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.

3.2 Framework Plan Policies

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

- 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.

3.2.1 Recreational uses in rural areas should preserve open space and be environmentally sensitive.

3.2.2 Commercial development of appropriate scale for rural areas is encouraged within rural centers.

3.2.3 Establish large lot minimums for residential development appropriate to maintain the character of the rural area.

3.2.5 New master planned resorts are to meet the following criteria:

- provide self-contained sanitary sewer systems approved by the Clark County Department of Health;
- be served by public water systems with urban levels of fire flow;
- 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;
- 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.

3.2.6 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.

3.2.7 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.

4.0 ENVIRONMENTAL CRITICAL AREAS

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.

4.1 Framework Plan Policies

4.1.0 New developments are to protect and enhance sensitive areas and respect natural constraints.

4.1.1 Protect and improve the county's environmental quality while minimizing public and private costs.

4.1.2 In the long-term, all jurisdictions should work towards compatible classification systems for wetlands.

4.1.3 Vulnerable aquifer recharge areas are to be regulated to protect the quality and quantity of groundwater in the county.

4.1.4 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.).

4.1.5 Wetlands and watersheds are to be managed to protect surface and groundwater quality, and meet salmon recovery objectives.

4.1.6 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.

5.0 TRANSPORTATION

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 Framework Plan Policies

5.1.0 The regional land use planning structure is to be integrated within a larger public transportation network (e.g., transit corridors, commercial nodes, etc.).

5.1.1 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.

5.1.2 Streets, 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.

5.1.3 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.

5.1.4 Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools, and public transit).

5.1.5 Establish residential, commercial and industrial development standards including road and parking standards, to support the use of alternative transportation modes.

5.1.6 Establish connections between Urban and Rural Centers through a variety of transportation options.

5.1.7 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.

5.1.8 Encourage a balanced transportation system and can be maintained at acceptable levels of service.

5.1.9 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).

5.1.10 Coordinate with C-TRAN, WSDOT, and SWRTC to allow park-and-ride facilities along regional transportation corridors.

5.1.11 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 AND UTILITIES

The Capital Facilities and Utilities 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 and to provide for the extension of public utilities to new development in a timely manner. The following policies are to coordinate and be consistent

with the work of the cities and towns and special districts.

6.1 Framework Plan Policies

6.1.0 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.

6.1.1 Establish level of service standards for capital facilities in urban and rural areas.

6.1.2 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.

6.1.3 Establish standards for location of public facilities and services in urban growth areas, urban reserve areas, and rural areas.

6.2 Framework Plan Policies

6.2.0 Public sanitary sewer service will be permitted only within urban areas, except to serve areas where imminent health hazards exist.

6.2.1 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.

6.2.2 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.)

6.2.3 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.

6.2.4 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.

6.2.5 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.

6.2.6 Support the Clark County Health Department'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 Department.

6.2.7 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.

6.2.8 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.

6.2.9 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.

6.2.10 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 20-Year 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.

7.0 PARKS, RECREATION AND OPEN SPACE

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.

7.1 Framework Plan Policies

7.1.0 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.

7.1.1 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.

7.1.2 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 Greenspace Program.

7.1.3 Coordinate with jurisdictions to establish consistent definitions of park types and level of service standards for parks within urban areas.

7.1.4 Coordinate the planning and development of parks and recreation facilities with jurisdictions within the urban areas.

7.1.5 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.

8.0 HISTORIC PRESERVATION

Clark County has a long and varied history, with 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 historical record of our community should detail its abundant natural resources and wildlife. The following policies are to ensure a coordinated approach to their preservation.

8.1 Framework Plan Policies

8.1.0 The county, cities and towns are to identify federal, state and local historic and archaeological lands, sites or structures of significance within their jurisdictions.

8.1.1 Encourage owners of historic sites or structures to preserve and maintain them in good condition, consistent with their historic character.

8.1.2 Develop financial and other incentive programs for owners of historic properties to maintain their properties and make them available periodically for public education.

8.1.3 Establish county-wide programs to identify archaeological and historic resources, protect them, and educate the public about the history of the region.

8.1.4 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.

9.0 ECONOMIC DEVELOPMENT

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.

9.1 Framework Plan Policies

9.1.0 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.

9.1.1 Encourage industrial uses in major urban centers, small towns and community centers.

9.1.2 Revise commercial and industrial development standards to allow for mixed use developments and ensure compatibility with nearby residential and public land uses.

9.1.3 Encourage businesses which pay a family wage to locate in Clark County.

9.1.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community.

9.1.5 Develop transit-friendly design standards for commercial and industrial areas. Encourage businesses to take responsibility for travel demand management for their employees.

9.1.6 Establish incentives for the long-term holding of prime industrial land. Encourage local jurisdictions and special districts to hold prime industrial land for future development.

10.0 COMMUNITY DESIGN

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.

10.1 Framework Plan Policies

10.1.0 Develop high quality design and site planning standards for publicly funded projects (e.g., civic buildings, parks, etc.).

10.1.1 Encourage the establishment of open space between or around urban centers. These areas could be public greenways, resource lands, wildlife habitats, etc.

10.1.2 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.

10.1.3 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.

10.1.4 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.

10.1.5 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.

10.1.6 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.

10.1.7 Establish new development standards and retrofit existing developments to minimize environmental conflicts and support salmon recovery.

11.0 ANNEXATION AND INCORPORATION

The intention of the Growth Management Act is that urban development occurs 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, primarily in the Vancouver Urban Growth Area Boundary. 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.

CHAPTER 1

LAND USE ELEMENT

INTRODUCTION

The Land Use Element of the Clark County Comprehensive Growth Management Plan 2003-2023 (20-Year Plan) provides policy guidance for the uses of land throughout Clark 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 Clark 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 as 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

The Land Use Element addresses land development throughout the entire unincorporated area. However, because of its unique conditions and policy issues, analysis and policies for the unincorporated rural area of Clark County are contained in a separate Rural and Natural Resource Lands Element, Chapter 3 and Environmental Element, Chapter 4 of this document.

The Land Use Element is 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

Clark County 20-Year Plan, including the Land Use Element, is part of a hierarchy including GMA, the Clark County county-wide Planning Policies, Community Framework Plan, and the Clark County zoning ordinance and related implementation measures. The GMA contains general and specific requirements for participating jurisdictions. Clark County's Community Framework Plan provides an overall community vision and general policies for future development in accordance with the GMA. Clark 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 regulations. 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 CLARK COUNTY LAND USE ELEMENT TO CITY COMPREHENSIVE PLANS

The Land Use Element, and other 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

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 Clark County was primarily agriculturally based, but small residential concentrations within compact grid networks emerged in the Vancouver, Camas and Washougal areas, and later in Battle Ground, 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, the post-war construction of Highway 99, and later Interstate 5 and 205.

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 1990 through 2000, county population grew from 238,053 to 345,238. In the past decade, Clark County grew by 107,185 residents or by 45 percent. The majority of this increase has occurred in cities, unincorporated urban growth areas 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 420,085 acres, including areas covered by water. The overall existing distribution of various land uses within Clark County is illustrated in Table 1.1. This table illustrates how the areas are designated by the Comprehensive Plan or Zoning Maps.

Table 1.1 2003 Generalized Land Uses (Values in Acres)

JURISDICTION AREA	FOREST	AGRIC.	COMM'L	INDUSTRY	PUBLIC FACILITIES	PARKS OPEN SPACE	SINGLE FAMILY RESIDENTS	MULTI-FAMILY RESIDENTS
CLARK COUNTY	158,041	37,808	284	329	34	9,136	105,119	
VANCOUVER UGA			4,445	7,412	2,445	4,340	29,834	5,512
CAMAS UGA			226	2,446	259	893	1,886	2,091
WASHOUGAL UGA			181	511	72	415	2,419	179
BATTLE GROUND UGA			247	642	178	334	4,150	317
LA CENTER UGA			30		76	112	593	
RIDGEFIELD UGA		9	109	759	188	172	1,719	205
YACOLT UGA			38	9	30	59	229	
TOTAL	**158,041**	**37,817**	**5,560**	**12,108**	**3,282***	**15,461**	**145,949***	**8,304**

* *Includes 120 acres of Single Family and 24 acres of Public Facility in portions of Woodland in Clark County*

\- *Includes 18,428 acres of bodies of water;3,981 acres of Urban Reserve; 1,762 acres of Industrial Urban Reserve; 4,044 acres of Office/Business Park; 2,035 acres of Mixed Use; Battle Ground 259 acres of Mixed Use Employment and 895 acres of Mixed Use Residential; 1,519 acres in Other Category (e.g., Airport, Bonneville Power Administration, etc, and 640 acres of Mining Lands).*

Table 1.2 presents recent historic population growth and projected increases in Clark County and its cities. It should be noted that city limits listed have not remained static over time, and will not do so in the future. Growth within urban growth areas reflects an expansion of city limits as well as births, over deaths, and net migration.

The projected 2023 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 2023 based on a 1.69% growth rate or a projected population of 517,741 (90% to the urban area and 10% to the rural area). 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 projection for 2020 ranging from a low of 453,280 to a high of 571,061. Although the county can exercise discretion over how the projected total is distributed among the urban growth areas and the unincorporated rural area, the comprehensive growth plans of Clark County and its cities must be consistent with the official total allocation. The 2023 population projections listed in Table 1.2 are actual goals, not merely future estimates or guidelines, which must be reflected in the respective 20-year plans of the jurisdictions.

Table 1.2 Historic and Projected Population by Jurisdiction

	1980 POPULATION	1990 POPULATION	2000 POPULATION	ABSOLUTE AND PERCENTAGE CHANGE 1980-2000	2023 PROJECTED POPULATION
CLARK COUNTY OVERALL AREA	192,227	238,053	345,238	153,011 79.6%	517.741
UNINCORPORATED RURAL AREA	134,978	173,844	166,279	31,300 23.2%	79,545
UNINCORPORATED URBAN AREA	57,248*	64,209*	178,959*	121,711 212.6%	0
BATTLE GROUND CITY LIMITS	2,774	3,758	9,322	6,548 236.0%	25,747
CAMAS CITY LIMITS	5,681	6,798	12,534	6,853 120.6%	23,970
LA CENTER CITY LIMITS	439	483**	1,654	1,215 276.8%	3,803
RIDGEFIELD CITY LIMITS	1,062	1,332	2,147	1,0856 102.2%	11,218
VANCOUVER CITY LIMITS	42,834	46,380	143,560	100,726 235.2%	353,388
WASHOUGAL CITY LIMITS	3,334	4,764	8,595	4,761 124.2%	18,780
YACOLT CITY LIMITS	544	600	1,055	511 93.9%	1,290

Sources: Washington State Office of Financial Management, April 1 Intercensal and Postcensal Estimates of the Total Resident Population by Year 1968-2002. Projected 2023 population based on OFM allocation and 1.83% growth rate.

** Includes a portion of the City of Woodland that is located in Clark County. ** State Certified Special Census.*

Approximately 90 percent of population growth over the 20-year planning horizon is expected to occur in designated urban growth areas, with 10 percent of 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 the 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 2000, Clark County and its cities contained a total of 134,030 residential units, housing a total population of 345,238. Residential uses consume more acreage than any other type of land use except agricultural and forest resource lands, which also usually serve as home sites. About 82% 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 71% of the total housing units in Clark County and multi-family units account for the remaining 29%, according to the 2000 US Census. Within the urban growth areas, the percentage of single family units is about 73%, and the multi-family percentage is approximately 27%. 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 detached 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 that no more than 75% of new housing stock shall be of a single product (e.g., single-family detached residential). A more complete analysis of residential development issues is contained in the Housing Element, Chapter 2 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 2003 Comprehensive Plan Map for the county and its cities contains an adequate amount of land designated for urban residential use, which is sufficient to accommodate the projected population increase of 147,278 persons in Clark County area. The methodology used to determine the amount of land needed to accommodate the projected population increases is based on the policy directives of the Board of County Commissioners.

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 an area near 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 32 percent of Clark County workers commute to workplaces in Oregon. The importance of resource-based industries (agriculture, timber, and mining) has declined since 1950, as heavy manufacturing activities (aluminum, paper mills, etc.) have increased. Over the last 10 years, heavy manufacturing has declined in importance as research and high technology industries began to locate in the area.

Commercial activities in Clark 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.

Currently, 12,108 gross acres are designated for industrial uses, of which 4,900 gross acres are in current industrial use. This acreage includes lands with an outright industrial designation. Most of the land in current industrial use is located in the southern portion of Clark County, primarily at the Port of Vancouver, Columbia Business Center, Cascade Business Park and the Port of Camas-Washougal.

Approximately 3,900 gross acres of industrial and business development designated land are needed to accommodate the expected 20-year growth in industrial and business employment. Additionally, resource based industry is encouraged in rural areas. More detailed information is provided in the Economic Development Element, Chapter 9, of this document.

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 5,007 acres. The Vancouver-Clark Parks and Recreation Department oversees the administration, acquisition, development and maintenance of parks, sports facilities (e.g., soccer fields, rifle range), greenways and trails. The Parks and Recreation Department has identified two facilities categories: urban and regional parks. Additionally, through the Vancouver-Clark Comprehensive Parks and Recreation Plan, the Department has established ten urban parks districts in the Vancouver urban area and adopted an urban parks acquisition standard of 6.25 to 10.5 acres per 1,000 people of urban park land.

Clark County owns and manages 5,007 acres of urban 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 7, provides further background and level of service on these facilities in Clark County.

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.

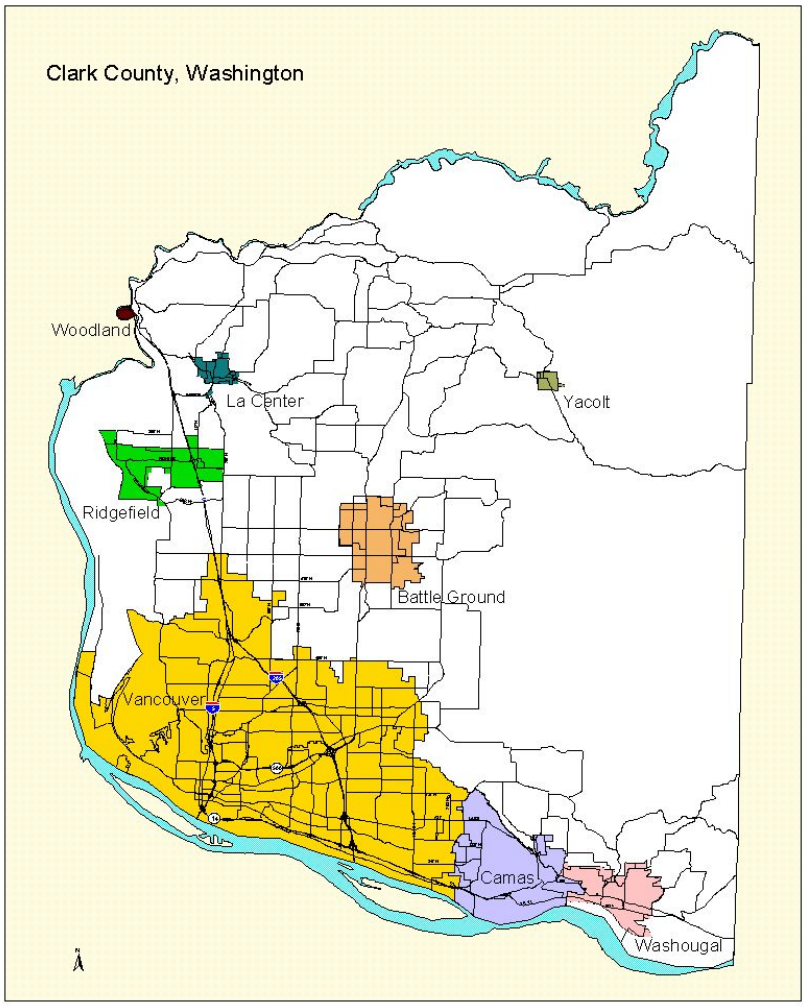
URBAN GROWTH AREAS

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, leap frog 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).



Focused Public Investment Areas

Although development will occur throughout the urban areas, the 20-Year Plan encourages more focused capital improvements for a variety of services in specific areas in order to provide "fully served" land where all public facilities meet or exceed standards. Clark County has identified potential investment areas and developed conceptual plans and cost estimates for making these areas ready to build. Encouraging development in the focused public investment areas will allow mixed use, industrial and professional business activities to locate where they can be served most easily and efficiently by public services, particularly transportation. These centers and nodes have better automobile and transit accessibility than most other urban areas. Encouraging commercial activities in close proximity to 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 the 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

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 1.3, 1.4, and 1.5).

Table 1.3 Rural Lands Plan Designation to Zone Consistency Chart

PLAN / ZONE	RURAL (R)	RURAL INDUSTRIAL (RI)	RURAL CENTER (RC)		URBAN RESERVE (UR)	INDUSTRIAL URBAN RESERVE (IUR)	PUBLIC FACILITY
			RESIDENTIAL	COMMMERCIAL			
R-5							
R-10							
R-20							
CR-2							
RC-1							
RC-2.5							
CR-1							
MH							
A							
UR–10							
UR-20							
UR–40							

Table 1.4 Urban Plan Designation to Zone Consistency Chart

PLAN / ZONE	UL	UM	UH	NC	CC	CG	MU	EC	ML	MH	A	PF
R1-20												
R1-10												
R1-7.5												
R1-6												
R1-5												
R-12												
R-18												
R-22												
R-30												
R-43												
OR-15												
OR-18												
OR-22												
OR-30												
OR-43												
C-2												
C-3												
CL												
CH												
MX												
OC\BP												
ML												
MH												
U												
A												

Shaded areas indicate allowed zones in each designation. Properties in the UGB's that are designated Mixed Use on the Comprehensive Plan, but have zoning other than Mixed Use (MX), can develop under the zoning district applied to the property. If a rezone is requested, the only zone consistent with the Mixed Use plan designation is MX.

Table 1.5 Resource Lands Plan Designation to Zone Consistency Chart

PLAN / ZONE	AGRICULTURE	AGRICULTURE / WILDLIFE	FOREST TIER I	FOREST TIER II	PUBLIC FACILITY	AIRPORT
AG-20						
AG/WL						
FR-80						
FR-40						
A						

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 LANDS

Urban Low Density Residential (UL)

This designation provides for predominantly single-family residential development with densities of between five and ten 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 (UM)

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 and assisted living facilities 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. Where Offices are determined to be appropriate, the Office Residential OR-15, OR-18 and OR-22 zones can be applied in this designation.

Urban High Density Residential (UH)

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 including assisted living facilities. 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. Where Offices are determined to be appropriate, Office Residential OR-30 and OR-43 zones can be applied in this designation.

Neighborhood Commercial (NC)

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 (CC)

Commercial center areas provide services to several neighborhoods in urban areas of Clark 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 (CG)

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

- 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.
- Provide a market analysis which identifies the need for the new commercial area/center.

- 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 (MU)

Areas within this designation are implemented with the list of uses allowed in the mixed use (MX) zone and are intended to provide the community with a mix of compatible urban retail service, office, 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.

Employment Center (EC)

Areas within this designation are implemented with Office Campus (OC) and Business Park (BP) base zones and are intended to provide the community with a compatible office and attractive new non-polluting industries. Office and Business Park areas are designated for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries located in a campus like setting. Business Park areas may also be targeted by special public and/or private incentive programs that provide up front public service improvements or other inducements to attract family wage employment where higher job densities are encouraged. These areas are specifically targeted by local government and private sector job development organizations to consider special incentives to attract large scale businesses with public improvements, tax incentives, expedited development review or other considerations

- The Office Campus (OC) base zone 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 at major intersections.

- The Business Park (BP) base zone provides for uses permitted in the business park and is intended to provide for campus like development with higher job densities and family wage jobs than in traditional industrial areas.

Light Industrial (ML)

Areas within this designation provide for light manufacturing, warehousing and other land intensive uses. Services and uses which support industrial uses are 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. Light Industrial, implements this plan designation.

Heavy Industrial (MH)

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 (PF)

This designation is applied to land uses that have facilities or are for public use. 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 (A)

This designation is applied to airports that allow public use. 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 (UR)

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 UR-20 and UR-40 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.

RURAL LANDS

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. The Rural 5, 10 and 20 base zones implement this designation. A Rural 10 designation are applied within the rural area to prevent premature subdivision of future urban areas where the lands are adjacent to designated Urban Reserves, the predominant size are equal or greater than 10 acres, act as a buffer to Natural Resource lands, and protects environmentally critical areas consistent with applicable county ordinance and related regulations. This allows for efficient urban development when land is added to the urban growth areas. Rural 20 map designation applies to rural areas where the lands act as a buffer to Natural Resource designated lands, are used for small scale forest or farm production, and contain significant environmentally constrained areas as defined by applicable county code and related regulations.

Rural Center Residential

The rural center residential zones are to provide lands for residential living in the Rural Centers at densities consistent with the comprehensive plan. These districts are only permitted in the designated Rural Centers and are implemented with the RC-1 and RC-2.5 base zones.

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.

RESOURCE LANDS

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 (AG/WL) 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. The Forest-80 (FR-80) base zone, implements this designation.

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. The Forest-40 (FR-40) base zone implements this designation.

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 been entitled to four five-acre lots. Since the 20-acre parcel has already been divided into six lots, no further divisions are permitted.

OVERLAY DISTRICTS

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

Urban Holding District Overlay

This district overlays urban 20-Year Plan Map and zoning map. The Urban Holding district overlay is implemented by UH-10, UH-20 and UH-40 zones. Removal of the urban holding overlay shall be consistent with the special implementation procedures provided for in Chapter 12, Procedure Guidelines.

Industrial Urban Reserve Overlay

Areas designated as Industrial Urban Reserve Overlay are intended for future urban industrial development and are implemented by the UR-20 and UR-40 base zone.

Interchange Area Overlay District

The Interchange Area Overlay district is applied around existing and planned freeway and grade separated interchanges. Proposed changes to the comprehensive plan map within the interchange area overlay district shall comply with applicable plan amendment criteria. Future development in this district shall comply with applicable Clark County code.

Surface Mining Overlay

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.

Existing Historic Resort Overlay

This designation is implemented with an overlay zone and recognizes the following existing historic resort: Alderbrook. Criteria for approving additional existing historic resorts through the Annual Review or period plan updates are set forth in RCW 36.70A.362.

CONCURRENCY

A critical aspect of land development is the availability and delivery of public services needed to serve that development. The GMA reinforces and formalizes this concept, known as concurrency, to require that necessary public services be available as part of the concurrency management program with new development. GMA requires that at 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 in the applicable element chapters. The establishment of level of service standards has significant impact on future land use development patterns as well as service delivery. Table 6.1 (Capital Facilities and Utilities Element) summarizes generalized service provision anticipated in the urban and rural areas of Clark County. The descriptions are not precise standards to be used for regulatory purposes.

GOALS AND POLICIES

The 20-Year Plan policies listed in this element directly follow the mandates of the GMA and the Clark County Community Framework Plan, adopted by Clark 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 Clark County consistent with the GMA, and to articulate basic policies related to land use to implement that overall vision. The Framework Plan also contains county-wide planning policies, which were adopted to establish a procedure for bridging the gap between the Community Framework Plan, which is very general in nature, and the actual 20-Year Plan policies, which are more specific.

Buildable Lands Review and Evaluation Program

Buildable Lands Review and Evaluation Program Amendments to the GMA in 1997 require Clark County and its cities to collect data on buildable lands and analyze how planning goals are being achieved. The amendments, often referred to as the Buildable Lands Program, require local governments to monitor the amount and density of residential, commercial and industrial development that has occurred since adoption of a jurisdiction's Growth Management comprehensive plan. If the results of the seven-year buildable land evaluation reveal deficiencies in buildable land supply within UGA's, Clark County and the cities are required first to adopt and implement reasonable measures that will remedy the buildable land supply shortfall before adjusting UGA boundaries.

The Buildable Lands Program, at minimum should answer the following questions:

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

planning policies and comprehensive plans and the goals and requirements of the GMA?

- What measures can be taken that are reasonably likely to increase consistency during the subsequent seven-year period, if the comparison above shows inconsistency?

Land Use Element

The Land Use Element for 20-year comprehensive plans determines 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 Clark County and cities in designating land uses, densities, and intensities to achieve the pattern described above in their respective Comprehensive Growth Management Plans.

1.1 County-wide Planning Policies

1.1.1 Clark 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 Clark 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.

1.1.2 Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in Clark County for the succeeding 20-year period.

1.1.3 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 or special districts, 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.

1.1.4 An urban growth area may include more than a single city.

1.1.5 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.

1.1.6 Clark County and cities shall review, at least every seven (7) years, their designated urban growth area or areas in compliance with RCW 36.70A.215. The purpose of the review and evaluation program shall be to determine whether Clark County and its cities are achieving urban densities within Urban Growth Areas. This shall be accomplished by comparing the growth and development assumptions, targets and objectives contained in these policies (and in county and city comprehensive plans) with actual growth and development that has occurred.

1.1.7 Each municipality within Clark County shall annually provide to Clark County parcel specific information on land developed or permitted for building and development in three categories: residential, commercial, and industrial. Clark County and municipalities shall follow the guidelines specified in the Plan Monitoring Procedures Report for the collection, monitoring, and analysis of development activity and potential residential/employment capacity.

1.1.8 Clark County, in cooperation with the municipalities, shall prepare a Buildable Lands Capacity Report every seven years, with the first report completed by September 2002. The report will detail growth, development, capacity, needs, and consistency between comprehensive plan goals and actual densities for Clark County and the municipalities within it.

1.1.9 Clark County and municipalities shall use the results of the Buildable Lands Capacity Report to determine the most appropriate means to address inconsistencies between land capacity and needs. In addressing these inconsistencies, Clark County and municipalities shall identify reasonable measures, other than adjusting urban growth areas, that will be taken to comply with the requirements of RCW 36.70A.215.

1.1.10 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.

1.1.11 Interagency Cooperation. Clark County and each municipality will work together to:

- establish a Technical Advisory Committee to develop an ongoing coordination program within the urban growth area;
- provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;
- coordinate activities as they relate to the urban growth area;
- coordinate activities with all special districts;
- seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision; and,
- conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans.

1.1.12 Coordination of land use planning and development:

- Clark County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.

- 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 Clark County or city has, in part, common borders or related regional issues. The city and Clark County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
- The conversion of industrial or employment center lands to non-industrial or non-employment center districts shall occur only during the 10-year update provided for in (RCW 36.70A.130(3)) unless equivalent acreage within an existing UGA is re-designated industrial or employment center.
- Urban development shall be limited to areas designated by the urban growth boundary. Clark County and each local jurisdiction urban areas would have a higher average density than currently exists, approximately 4, 6 to 8, units per net residential acre depending on the specific urban area. No more than 75 percent of the new housing stock would be of a single product type (e.g., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to wastewater management issues.

1.1.13 Urban Growth Area Centers (UGA) have a full range of urban levels of services and can be divided into three main categories in the following density tiers:

- **Vancouver Urban Growth Area** is now or will be a major urban area activity centers with a full range of residential, commercial, and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least 8 units per net residential acre (6 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 while 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.
- **Urban Growth Areas of Battle Ground, Camas, Ridgefield and Washougal** will 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 a major urban area centers, averaging at least 6 units per net residential acre (4.5 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. These urban growth areas centers should have a center focus that combines commercial, civic, cultural and recreational uses.
- **La Center Urban Growth Area is** located in predominantly a residential area with at least 4 housing units per net residential acre (3 gross units per acre), and include pedestrian-oriented commercial uses, schools, and small parks. There are no standards for the Yacolt urban growth area due to lack of public sewer. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

1.1.14 Rural Centers are outside of urban growth areas centers and urban reserve areas and 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

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

- utilize a market factor (25% for business park and commercial, 50% for industrial, and 0% for Residential);
- include a household size of 2.69 and 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.

1.1.16 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;
- location of designated natural resource lands and critical areas; and,
- minimize split designations of parcels.

20-Year Planning Policies

GOAL: Adopt Urban Growth Area (UGA) boundaries to accommodate residential and employment increases projected within the boundaries over the next 20-years.

1.2 Policies

1.2.1 The UGAs shall be consistent with the following general goals:

- reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- provide for the efficient provision of public services;
- protect natural resource, environmentally sensitive and rural areas;
- encourage a clear distinction between urban and rural areas;
- maintain densities which support a multi-modal transportation system;
- support variety, choice and balance in living and working environments;
- promote a variety of residential densities; and,
- include sufficient vacant and buildable land.

1.2.2 The UGAs shall be consistent with the following more specific criteria:

- Each UGA shall provide sufficient urban land to accommodate future population/employment projections through the designated planning period.
- 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.)
- Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands.
- Existing urban land uses and densities should be included within UGAs.
- Land within the UGA shall not contain areas designated for long-term agriculture or forestry resource use.
- UGAs shall provide a balance of industrial, commercial and residential lands.
- The UGAs should utilize natural features (such as drainage ways, steep slopes, open space and riparian corridors) to define the boundaries.
- 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

1.2.3 The unplatted areas of the Cedars development shall be developed under the following guidelines:

- 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;
- all lots developed adjacent to existing Cedars plats shall be at least 20,000 square feet; and
- all lots north of Salmon Creek may be developed at densities of 15,000 square feet; and, all new plats shall contain CC & R's substantially similar to those currently in effect for existing Cedars plats.

1.2.4 Clark 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.

Vancouver Urban Growth Area

1.2.5 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.

1.2.6 Ensure coordination of environmental protection, preservation, and enhancement programs and regulations.

1.2.7 Coordinate and cooperate with other governmental agencies, districts, and private and commercial interests throughout the Vancouver/Portland Metropolitan area in open space, park and recreation planning and development.

1.2.8 Restrict amendments to the urban growth boundary to encourage infill development.

1.2.9 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.

1.2.10 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.

1.2.11 Encourage retrofitting areas with sewer and prohibit new development on septic tanks in the urban growth area.

Washougal Urban Growth Area

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

Yacolt Urban Growth Area

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

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

1.3 Policies

1.3.1 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 routes 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.

1.3.2 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.

1.3.3 Encourage and provide incentives for infill development throughout urban areas.

1.3.4 Zoning ordinances and other implementing measures shall specify maximum and minimum residential densities with the residential zoning districts.

1.3.5 Zoning measures and other implementing measures shall require that development proposals throughout Clark County comply with applicable policies and standards of the Capital Facilities and Utilities Element, Chapter 6 and associated ordinances.

1.3.6 Property rights of landowners should be protected from arbitrary and discriminatory actions.

GOAL: 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.

1.4 Policies

1.4.1 Interrelated uses should generally be encouraged to locate in close proximity of each other:

- Frequently used commercial activities and the residential areas they serve should be allowed and encouraged to locate near to one another.
- Schools or other frequently used public facilities and the residential areas they serve should be allowed and encouraged to locate near to one another.
- Commercial, industrial or other employers and the residential areas they serve should be allowed and encouraged to locate near to one another, as long as negative impacts from non-residential uses on the residential areas are mitigated.

1.4.2 Encourage mixed-use developments, which provide opportunities to combine residential, commercial or other uses within individual structures, or within adjacent structures or developments.

1.4.3 Promote the development of identifiable residential neighborhoods and shopping districts through the encouragement of more compact development patterns, and the use of shared design and landscaping characteristics and the development of landmarks.

1.4.4 Compact nodal commercial development shall be encouraged. Strip-type commercial development shall be discouraged.

1.4.5 Commercial developments should utilize shared facilities and infrastructure, including but not limited to common wall structures, shared parking lots, access points, sidewalks, signs or innovative design features.

1.4.6 Commercial development should be designed and located as follows:

- Features to both allow for and encourage pedestrian access to and between commercial developments and roadways shall be provided.
- Storefront design with zero or minimal front setbacks should be used. Frontal parking should be minimized. Side or rear lot parking should be encouraged.

1.4.7 Higher intensity uses should be located on or near streets served by transit.

1.4.8 Streets, pedestrian paths and bike paths should contribute to a system of fully connected routes to all destinations.

1.4.9 Access to the transit system should be provided.

- Transit stations should be located at major activity centers and along transit streets and nodes.

- Neighborhoods and commercial nodes should have access to the public transportation system.
- Transit stops should be located within convenient walking distance of residential and employment populations.
- Transit shelters should be provided where appropriate.
- Bicycle parking should be included in commercial, industrial and public facility sites.

GOAL: 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.

1.5 Policies

1.5.1 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.

1.5.2 URA's shall abut the established urban growth areas, in all cases except for the La Center Junction. While the junction provides a reasonable future opportunity for urban growth (and should be designated appropriately), it has not been determined that extending the UGA to the junction is necessary.

1.5.3 Consideration shall be given to the following in the establishment and location of URAs:

- the efficiency with which the proposed reserve can be provided with urban services in the future;
- the unique land needs of specific urban activities assessed from a regional perspective;
- the provision of green spaces between communities;
- the efficiencies with which the proposed reserve can be urbanized;
- the proximity of jobs and housing to each other;
- the balance of growth opportunities throughout the region so that costs and benefits can be shared;
- the impact on the regional transportation system; and,
- the protection of designated agricultural and forest resource lands from nearby urbanization.

1.5.4 All divisions of land in the URA shall be subject to the land division review process.

1.5.5 All new divisions of land shall create lots of 10 or more acres in size.

1.5.6 Devise standards to protect future land use designations (e.g., industrial and commercial uses requiring large parcels).

1.5.7 Devise standards in the URA to facilitate, if needed, future urbanization of the land through land divisions.

1.5.8 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 1.5.9.

1.5.9 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:

- facility or school sites shall be located as close to the urban growth boundary as possible, preferably within 1/4 mile;
- 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;
- the facility or school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses; and,
- 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.

1.5.10 Prior to the future comprehensive evaluation of the urban growth area by Clark County, create implementation measures which will effect the following:

- 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,
- cooperate with cities, Special Districts and school districts to prepare and adopt plans for the siting of public facilities and schools.

GOAL: ***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.***

1.6 Policies

1.6.1 The IRA overlay 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 overlay is for light industrial and related uses, although environmentally sensitive heavy industrial uses may be considered in select circumstances.

1.6.2 The Industrial Reserve Area overlay 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.

1.6.3 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:

- All divisions of land within the IRA overlay shall be subject to the land division review process.
- 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 Resource shall be subject to 40-acre minimum lot sizes.

1.6.4. Clark County shall assist local cities and ports, and the Columbia River Economic Development Council in marketing IRA overlay properties to prospective users.

1.6.5 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.

1.6.6 Clark County in addition to the rural industrial land bank legislation 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:

- 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;
- infrastructure requirements and costs are such that the IRA proposed for inclusion in the UGA can be supported for industrial and related uses envisioned;
- the IRA overlay is replaced with a more specific industrial zoning designation containing requirements and standards necessary to implement the development goals of the original IRA;
- 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 Clark County prior to annexation by the local city, and issues of the future annexation itself; and,
- the master planning of these areas to protect and minimize the impacts to neighboring land uses.

1.6.7 It is the policy of Clark County, consistent with the Growth Management Act, that Development of designated Industrial Reserve Overlay 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 IRA sites, which have regional access, are ultimately developed in a manner consistent with their potential for regional benefit, particularly employment.

1.6.8 The inclusion of land for industrial purposes within the urban growth area requires retention of industrial zoning for a period of not less than ten (10) years.

1.6.9 Lands with the Industrial Urban Reserve Overlay which also have designated Priority Habitat areas shall only convert to industrial after the wildlife issues have been resolved.

1.6.10 Expansion of the UGA shall be consistent with the applicable Urban Reserve and other Comprehensive Plan Policies.

1.6.11 For the area known as Fisher's Swale, utility service provision shall be coordinated between the Cities of Camas and Vancouver to ensure that service boundaries are consistent with the Comprehensive Plan.

1.6.12 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 ten years (consistent with County Policy 1.6.8).

- Special consideration should be given to the provision of open space/greenbelt along Fisher Swale.

STRATEGIES

- Review proposals for UGA expansions for consistency with the above policies and the requirements of RCW 36.70A.215.
- 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 proposals.
- 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.
- Update the Habitat Conservation Ordinance and other ordinances to meet salmon recovery goals.

Vancouver Urban Growth Area

- Coordinate a business revitalization plan for the Hazel Dell/Highway 99 commercial corridors reflecting incentives for (1) reconfiguration of commercial uses from strips to larger centers, (2) transit orientation of both commercial and residential developments, 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 affordable housing which consider parking requirements, vehicle trip generation, levels-of-service, neighborhood character and overall livability.

CHAPTER 2

HOUSING ELEMENT

INTRODUCTION

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

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 County-wide 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.

Clark County/City of Vancouver Consolidated Housing and Community Development Plan

The Housing Element of the 20-Year Plan has a relationship to the Clark County/City of Vancouver Consolidated Housing and Community Development Plan (HCD). Each jurisdiction that receives assistance from the US Department of Housing and Urban Development (HUD) is required to prepare a plan that addresses the needs for low-income people. Clark County and the City of Vancouver prepare a five-year plan and are currently in the process of creating a new plan for 2005-2010. The Housing and Community Development plan is designed to:

- provide an assessment of housing and community development needs in Clark County,
- identify resources and key players,
- develop strategies and goals to ensure affordable housing and decent living environments for person who earn 80-percen or less of the area's median income ($50,300 for a family of four – HUD 2004 data), including homeowners, renters,

the elderly, families, people with special housing needs and people who are homeless,

- develop strategies and goals to ensure support for programs and facilities that promote viable communities and address community development, infrastructure, and human service needs of urban and rural areas, and
- report the annual use of HUD entitlement funds.

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

Special needs populations such as people who are homeless, people at risk for homelessness, the frail/elderly, single parents, physically disabled, victims of domestic abuse, veterans, chronically mentally ill, developmentally disabled, migrant farm workers, and persons living with HIV/AIDS or chemical addictions are addressed in both the Housing Element and the HCD.

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, Transportation Impact Fee (TIF) and Parks Impact Fee (PIF) 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

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

- Recognizes the vitality and character of established residential neighborhoods;
- Includes an inventory and analysis of existing and projected housing needs;
- Includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing;
- 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; and
- 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 specifies that the Housing Element of the 20-Year Plan (WAC 365-195-310) shall, at a minimum, contain:

- An inventory and analysis of existing and projected housing needs;

- A statement of the goals, policies and objectives for the improvement, preservation, and development of housing;
- 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; and
- 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

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. The Goals and Policies 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 HCD for additional information on county housing issues.

BACKGROUND AND EXISTING CONDITIONS

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 147,278 people or 54,750 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 1980, and 1990, and 2000 census and the HCD prepared by Clark County Department of Community Services. The HCD 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 2.1 shows the population trends of the cities and unincorporated areas of Clark County from 1980 to 2000. 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 80 percent in population since 1980 with a 45 percent increase since 1990.

Table 2.1 Population Trends in Clark County, 1980-2003

Area	1980	1990	2000	2003
Clark County	192,227	238,053	345,238	372,300
Unincorporated	134,978	173,844	166,305	179,825
Incorporated	57,248	64,209	178,933	192,475
Battle Ground	2,774	3,758	9,322	12,560
Camas	5,681	6,798	12,534	14,200
La Center	439	483	1,654	1,855
Ridgefield	1,062	1,332	2,147	2,185
Vancouver	42,834	46,380	143,560	150,700
Washougal	3,834	4,764	8,595	9,775
Woodland*	-	94	92	85
Yacolt	544	600	1,055	1,115

Sources: OFM Forecasting, State of Washington web site, November 2003.
*Notes: * The portion of the City of Woodland population that resides in Clark County.*

This growth has occurred in both unincorporated areas and in cities. The unincorporated areas had a 23 percent increase in population since 1980 and a 4.4 percent decrease between 1990 and 2000. This negative increase is in large part due to a large annexation of previously developed unincorporated Clark County into Vancouver in 1997. Incorporated areas of the county grew substantially in the past twenty years 213 percent since 1980 and 179 percent since 1990. The slowest growth in the county's municipalities was in Ridgefield, with a still substantial growth rate of 61% since 1990. By 2023, the county anticipates a population increase of 147,278 or a 42 percent increase over the 2000 end of year count of 351,211 with a total population of 517,741.

Age

Table 2.2 shows the changes in the distribution of the age of the county's population since 1980. The data show the largest population group for 2000 are children aged 0-19 (108,037). Persons aged 20-39 were the next largest group (97,649) followed closely by persons aged 40 - 59 (95,130). 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 2.2 Age Distribution of Clark County Residents, 1980-2000

AGE	1980	1990	2000	% CHANGE 1990-2000	% CHANGE 1980-1990
0-19	66,882	74,164	108,037	46%	9%
20-39	65,473	75,080	97,649	30%	12%
40-59	35,079	54,623	95,130	74%	35%
60-85+	24,793	34,186	44,422	30%	27%
TOTAL	192,227	238,053	345,238	45%	19%

Source: U.S. Bureau of the Census; Office of Program Planning and Fiscal Management, Corrected 1990 Population by County by 5-Year Age Groups, State of Washington. April, 2000.

Comparing percentage change data provides insight into future growth trends. The growth for persons aged 20-39 slowed, however, from 1990 - 2000, possibly due to the increase in housing prices during that time. Young adults may find themselves increasingly pushed out of Clark County's market, compared to persons aged 40 - 59 who may have more financial ability to pay for housing.

Race and Ethnicity

According to the 2000 U.S. Census, the total minority population represents 11 percent (38,590) of the county's population, up from 7 percent in 1990. The HCD contains information on special populations and their housing needs in 2000. 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 2.3 shows the distribution of population by race in Clark County in 1990 and 2000. From 1990 to 2000 the Hispanic population in Clark County also substantially increased from 1.5 percent (3, 640) to 4.7 percent (16,248).

Table 2.3 Clark County Population by Race and Ethnicity

RACE AND ETHNICITY	TOTAL PERSONS 1990	% OF COUNTY POPULATION 1990	TOTAL PERSONS 2000	% OF COUNTY POPULATION 2000
WHITE	221,552	93%	306,648	89%
BLACK	2,976	1.3%	5,813	1.7%
NATIVE AMERICAN	2,296	1.0%	2,910	0.8%
ASIAN/PACIFIC ISLANDER	5,670	2.4%	12,369	3.6%
TWO OR MORE RACES	N/A	N/A	10,641	3.1%
HISPANIC	3,640	1.5%	16,248	4.7%
OTHER RACE	1,919	.8%	6,857	2%
TOTAL	238,053	100%	345,238	100%

Source: U.S. Bureau of the Census.

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 2.4 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 incorporated communities over the past 20 years.

Table 2.4 Number of Households in Clark County, 1980-2000

JURISDICTION/AREA	1980	1990	2000	CHANGE 1990-2000	CHANGE 1980-1990
TOTAL CLARK COUNTY	68,750	88,571	127,208	+38,637	+19,821
TOTAL INCORPORATED CLARK COUNTY	24,248	26,630	69,129	+42,499	+2,382
TOTAL UNINCORPORATED CLARK COUNTY	44,502	61,941	58,079	-3,862	+17,439
BATTLE GROUND	972	1,341	3,071	+1,730	+369
CAMAS	2,096	2,438	4,480	+2,042	+342
LA CENTER	156	129	552	+423	-27
RIDGEFIELD	382	441	739	+298	+59
VANCOUVER	18,844	20,135	56,638	+36,493	+1,291
WASHOUGAL	1,544	1,898	3,294	+1,396	+354
WOODLAND (PART)	49	49	46	-3	0
YACOLT	205	199	319	+120	-6

Source: U.S. Bureau of the Census.

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 2.5 shows the county's household growth patterns since 1980.

Table 2.5 Household Characteristics in Clark County, 1980-2023

YEAR	TOTAL HOUSEHOLDS	PERSONS PER HOUSEHOLD	SENIOR HOUSEHOLDS	NON-SENIOR HOUSEHOLDS
1980	68,750	2.76	11,086	57,664
1990	88,571	2.66	15,243	73,328
2000	127,208	2.69	23,131	104,077
2023	198,584	2.69	84,597*	113,987*

Source: U.S. Bureau of the Census and Washington Office of Financial Management.

**2023 projected age distribution is based on OFM population projections and Clark County estimates.*

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 2.6 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 2.6 Median Household Incomes in Clark County, 1990-2000

JURISDICTION/AREA	1990	2000	CHANGE 1990-2000
TOTAL CLARK COUNTY	$31,800	$48,376	52%
BATTLE GROUND	$24,256	$45,070	85%
CAMAS	$28,576	$60,187	111%
LA CENTER	$24,750	$55,333	123%
RIDGEFIELD	$26,992	$46,012	71%
VANCOUVER	$21,552	$41,618	93%
WASHOUGAL	$25,463	$38,719	52%
YACOLT	$18,194	$39,444	117%
WASHINGTON STATE	$31,183	$45,776	32%

Source: U.S. Bureau of the Census NA: not available

The definitions of extremely low, 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 2.7 shows the numbers of households in each income category for 1990 and 2000.

Table 2.7 Households by Income Group in Clark County, 1990 - 2000

INCOME GROUP	1990		2000	
	# HOUSEHOLDS	PERCENT OF TOTAL	# HOUSEHOLDS	PERCENT OF TOTAL
VERY LOW INCOME (LESS THAN 50% OF MEDIAN)	18,852	21%	26,902	23%
LOW INCOME (50% TO 80% OF MEDIAN)	14,881	17%	21,970	16%
MODERATE INCOME (81% TO 95% OF MEDIAN)	8,238	9%	10,966	8%
MIDDLE AND UPPER INCOME (MORE THAN 95% OF MEDIAN)	47,233	53%	67,422	53%
MEDIAN INCOME	$31,800		$48,376	

Source: U.S. Bureau of the Census

** Figure represents median income for families and unrelated individuals.*

Extremely low-income households include households whose incomes are 30% of median and below. Very low-income households are those whose incomes are less than 50 percent of the area's median family income. In 1990, a family of four making between $9,480 and $18,852 fell into this category for a total of 18,852 households or 21 percent. For 2000, a family of four making less than $26,902 fell into this category. This represents a two percent decrease in the number of families with very low incomes between 1990 and 2000 but constitutes more than one-fifth of the county's households.

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 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. In 2000, a family of four making between $25,400 and $30,000 fell into this category for a total of 21,970 households, or 16 percent. This represents a one percent decrease in the number of families with low incomes between 1990 and 2000. Together, in 2000 low income and very low-income households constituted 10 percent of the 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 $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. In 2000, a family of four making between $31,800 and $48,376 fell into this category. There were 10,966 households (8 percent of the total) that were defined as moderate income in 2000. This represents a 1 percent decrease in the number of moderate-income families between 1990 and 2000. Together, in 2000 moderate, low and very low-income households constituted 10.1 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 HCD notes that between 1994 and 1998, the cost of a newly constructed single family home in Clark County rose from $124,900 to $146,038, an increase of 17 percent. The cost of an existing single family home went from $111,000 in 1994 to $137,500 in 1998, an increase of 24 percent. New and existing home prices are increasing at a substantial rate. However, the trend has slowed down from the early 1990's. From 1989 to 1993, newly constructed single family home prices in Clark County had increased 30 percent, and existing single family home prices had increased 53 percent. The median sale prices are still increasing faster than wages in the county. This means that more and more people are being priced out of the market. Based on the projected increases in housing costs, new housing could be unaffordable to extremely low, very low, low income and moderate-income 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 HCD identified these special housing needs in Clark County and made recommendations for serving those needs:

Physically Challenged Persons

- **Physically Challenged:** The US Census reports that there are approximately that 41,350 people under the age of 64 have a disability, mobility and/or self-care limitations.
- **Frail Elderly:** The US Census reports that there are approximately 14,251 frail elderly people residing in Clark County.
- **Developmentally Disabled:** The Clark County Department of Community Services estimates that there are approximately 6,178 persons (.01 percent of the county population) with developmental disabilities in the county. The State Division of Developmental Disabilities serves 1,646 of these persons.

The majority of the housing need for physically challenged persons is among the elderly. 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 require 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.

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.

Senior Citizens

Senior citizens are defined as people over age 62. 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 2000, there were 32,808 senior citizens living in Clark County. Of which 63 percent (20,578) of senior citizens live in family households headed by people over age 65 - Table 2.8. Another 27 percent (8,695) live alone. At least 4 percent (1,332) of the senior citizens live in-group quarters (e.g. nursing or retirement homes) and 7 percent (2,203) live with family or friends.

Table 2.8 Senior Citizens Housing Arrangements in Clark County, 2000

HOUSEHOLD TYPE	TOTAL NUMBER OF PERSONS	PERCENT OF TOTAL
FAMILY HOUSEHOLD (HEAD OF HOUSEHOLD OVER 65)	20,578	63
LIVING ALONE	8,695	27
GROUP QUARTERS	1,332	4
OTHER SITUATIONS	2,203	7
TOTAL	**32,808**	**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 decade. In addition, people are living longer and the number of people over 75 is increasing, currently the 2000 census reports that they 15,780 over the age of 75 living in Clark County. The majority of the elderly populations 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.

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.

In 2003, the Clark County Council for the Homeless, reported that approximately 4000 different individuals asked for shelter in one of the county's 272 beds. The Council for the Homeless notes that the fastest growing groups of homeless persons in Clark County are two parent families with children, single women with children, single persons and older adults

The Emergency Shelter Clearinghouse operates a referral hotline from 9:00 am until 8:00 pm seven days a week to refer homeless persons to available shelter.

- **Families with Children:** This is Clark County's largest un-housed 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:** A minimal number of homeless youth are being served in the county. There are three different programs with 29 slots available for kids who meet Washington's states definition of homeless. Janus Youth estimates that annually they see 1,000 homeless youth at the Portland shelters. Out of this 1,000 or 11% are from Clark County. 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 HCD 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 383 people providing over 10,550 bed-nights in 2003. The shelter turned away 3,448 people. This means 90 percent of the women and children who sought shelter from domestic violence could not be served in Clark County.

Based on this information, homeless persons have a significant need for housing in Clark County. Housing policies should address the needs of this population, as well as the needs of persons at 30 percent of area median income and below. Since some homeless families and individuals have disabilities or require a period of extra support, a strategy should include permanent supportive housing.

PROJECTED HOUSEHOLD GROWTH

The population growth forecast of OFM is translated into approximately 54,000 additional households who will be seeking housing in Clark County by the year 2023. Table 2.9 highlights the percent change of 10 years and the average annual change within the county. Based on growth projections from the Washington Office of Financial Management, the county will grow at a rate of 1.69 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 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 2.9 Population Trends, 1950-2023 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	2.0
1990	238,053	45,826	23.8	2.4
2000	345,238	107,185	45	4.7
2010	432,479	87,241	25.2	1.8
2023	517,741	N/A	N/A	N/A

Sources: Washington State Office of Financial Management, April 1 Intercensal and Postcensal Estimates of the Total Resident Population by Year 1968-2002.

Housing Resources in Clark County

Table 2.10 shows the number and type of housing units in Clark County for the period 1980-2000. The total number of housing units in Clark County in 2000 was 134,030. Single family homes make up 71 percent (94,664) of this stock. Multi-family homes constitute 22.5 percent (30,217) of this stock. Manufactured homes make up 6.5 percent (8,833) of the housing stock of Clark County.

Table 2.10 Number of Housing Types in Clark County, 1980-2000

HOUSING TYPES	1980	1990	2000
SINGLE FAMILY UNITS*	54,900	63,681	94,664
MULTI-FAMILY UNITS	13,758	21,033	30,217
MANUFACTURED UNITS	3,994	7,520	8,833
UNKNOWN	NA	615	316
TOTAL UNITS	**72,652**	**92,849**	**134,030**

*Source: U.S. Bureau of the Census * Includes attached and detached units*

Using 1980-2000 figures, the total number of housing units in the county has risen by 31 percent since 1990 and 46 percent since 1980. The number of single family units has risen 33 percent since 1990 and 42 percent since 1980. Multi-family units have increased in number by 30 percent since 1990 and 54 percent since 1980. Manufactured housing has shown the smallest increase of 15 percent over 1990 figures and 55 percent since 1980.

County Funding for Affordable Housing

In the spring of 2003, the Clark County memorialized the recommendations do dedicate document recording fees to affordable housing as presented by community stakeholders. This funding source was developed as a result of House Bill 2060, which was passed by the Washington State Legislature during the 2002 session. SB 2060 established a dedicated source of revenue for affordable housing, a $10 recording fee. The fees are collected by County Auditor who may retain up to 5 percent for administration. The remaining funds are split into two categories. Sixty percent of the funds are to go to local jurisdictions for the sole use of housing for people between 0 - 50% of the area median income. The remaining 40 percent goes to the Department of Community Trade and Economic Development for allocation of operational support to state funded projects that service households from 0 – 30% of the area median income.

The CDBG and HOME Program staff hosted two community meetings to solicit recommendations for the use of the local funding. The total is estimated to be $750,000 annually. The community group developed the following recommendations regarding the distribution of funds:

- **Capital funds for transitional and permanent housing:** Thirty percent (30%) of the funds are would be used for development of transitional and permanent housing, including acquisition and rehab or new construction costs. New construction is only an eligible use if vacancy rates are under 10%. The document recording fee revenues can leverage other capital resources such as HOME and CDBG.

- **Operating funds for shelters, transitional, and permanent housing:** Forty percent (40%) of the funds would be used to maintain the current level of shelter services, provide operating subsidies to transitional or permanent housing providers, or rental assistance vouchers to private for-profit and non-profit housing providers.

- **Creation of a Local Housing Bond:** Approximately 1/3 (a flat $250,000) per year of the available revenue, would be used to purchase a 10-year low-income housing bond. Bond proceeds, estimated at approximately $2,000,000, will be deposited in an interest bearing account for the purpose of land or housing acquisition. The land banking approach, made possible with the bond, would allow Clark County to secure property while costs and interest rates are as low as they are likely to be in the foreseeable future. This bonding mechanism will would also assist Clark County, and the cities within the county, to meet their housing goals as contemplated outlined in the Growth Management Act, including goals for affordable housing.

The Clark County Housing Review Board, a local group of citizens appointed by the county was given responsibility for oversight of the Clark County funds associated with SB 2060. The county approved the plan, goals, and designated of the Clark Housing Review Board (CHRB). In response to the approved plan, staff worked with stakeholders to implement the following goals. As of January 1, 2004, there was approximately $1.2 million in the fund.

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 2.11 shows housing units by type of occupancy over time. In 2000, five percent (6,822) of the total units were vacant. This is considered a normal or healthy vacancy rate. The remaining 95 percent (127,208) were occupied. Of these, 67 percent (85,550) of the units in Clark County were owner-occupied. The remaining 33 percent (41,658) were occupied by renters.

Table 2.11 Number of Housing Units by Occupancy Type in Clark County, 1980-2000

HOUSING OCCUPANCY TYPE	1980	1990	2000
TOTAL HOUSING UNITS	72,652	92,849	134,030
VACANT UNITS	3,902	4,409	6,822
OCCUPIED UNITS	68,750	88,440	127,208
OWNER-OCCUPIED UNITS	46,350	56,872	85,550
RENTER OCCUPIED UNITS	22,400	31,568	41,658

Source: U.S. Bureau of the Census

Housing Costs

The HCD report notes that affordable housing is generally associated with an adequate supply of older housing. The 2000 Census indicated that Clark County has over 7,481 housing units that were built in 1939 or earlier. This is 2.9 percent of the current housing stock. There are 5,063 owner-occupied units and 2,418 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 2.12 shows the average rental costs for the Vancouver area for the period of 2000-2004. A one-bedroom unit in the Vancouver area rented for an average of $569 per month in 2000. The average rent for a one-bedroom apartment increased about 14 percent between 2000 and 2004, which was an average increase of 3.5 percent per year.

Table 2.12 Annual Average Rents in the Vancouver Area, 2000-2004

YEAR	ONE BEDROOM	TWO BEDROOM	THREE BEDROOM
2000	$569	$702	$976
2001	$592	$730	$1,015
2002	$606	$747	$1,038
2003	$625	$771	$1073
2004	$644	$795	$1,106

Source: US Department of Housing and Urban Development

Renters in Clark County are diverse. For some moderate and upper income households, renting is a choice despite the fact that they have the financial means to buy a home. For some young households, renting is a stepping stone to future homeownership. For many low and moderate-income households, however, renting is the only financially feasible choice due to the high cost of ownership. The rising cost of renting has the greatest effect on the most vulnerable of Clark County's population. Once rents get too high low-income households are forced to double up with family members, live in an apartment that is far away from their job, school, or social networks, or sometimes are even forced into homelessness.

SUBSIDIZED HOUSING

According to HCD, 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.

The Vancouver Housing Authority serves a total of 3,163 Clark County households with rental assistance and subsidized housing. The VHA owns 719 units of federally subsidized Low Rent Public Housing and Section 8 New Construction. This program includes

150 units at Skyline Crest, (a development that is also home to the RISE & STARS Community Center), two downtown Vancouver high-rises for elderly, frail elderly, and disabled people, 30 units at Fruit Valley, 14 in Camas, 12 in Ridgefield, and 269 units scattered throughout Clark County.

In 2003, the VHA contracted with U.S. Department of Housing and Urban Development to administer 2,235 Housing Choice and Mod Rehab rental vouchers. Both the low-rent public housing and the voucher program are designed to allow low-income families, elderly and disabled residents to pay 30 percent of their income for rent.

The VHA also contracts with several nonprofit corporations to manage two properties for disabled people, two group homes, three properties that provide transitional housing, and five properties for low-income seniors. In addition the VHA owns 100 units of Medicaid assisted living for low-income frail elderly people and 1,707. Workforce housing is defined as housing that is closer to market rate and is used as an investment to provide local funding for deeply subsidized housing.

MARKET AND INSTITUTIONAL INFLUENCES ON HOUSING PRODUCTION

Typical of most communities in the Unites States, the primary influences on housing price in the 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;
- tax limitations measures that limit the public sector's ability to subsidize housing development;
- materials and construction costs; and,
- in migration and mismatches in housing supply and demand.

Most notably, the construction costs and home purchase prices rise with interest rates. Since the large number 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

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, government officials, and ordinary citizens in different ways. Lenders generally claim that affordable housing is housing expenditure at or below 30 percent of household income. A household earning $48,376 (the county median in 1999) should spend no more than $14,512 per year or $1209 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:

- availability of properly zoned and buildable land;
- cost of borrowing money;
- regulatory restrictions, in all their forms, influence affordability;
- consumer expectations;
- wage/housing balance which is the relationship between the wages earned by people in the community and the housing price; and
- 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 time's 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, noting that most households have standing financial commitments that decrease their loan to value ratios.

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.

The two fastest growing age groups in the county over the last ten years have been people aged 40 to 59 and children 0 to 19. The growth of people aged 20 to 39 and the elderly has slowed down dramatically since the growth in the 1980's. Considering the rising cost of rents and ownership this trend is not surprising. It is no longer as affordable for young families and the elderly to live in Clark County as in the past. These are the first groups to be effected by rising housing costs because in general, their income is lower than those aged 40 to 59.

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.

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 and updated in 2002, low-income persons are not considered a group protected under fair housing laws. If applied, income tests must be applied to all groups (e.g., 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 caregiver. It is important that planners have 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 Consolidated Housing and Community Development Plan (HCD) 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 now 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 goals of 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 developed because they continued in rural uses such as horse lots, orchards, etc.. In some cases, there was insufficient demand for the land or people chose not to develop right away. The physical development constraints of some parcels, such as drainage ways, steep slopes, etc. may also lead to them 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 achieving target densities and to reducing sprawl. Targeted infill development sites can also serve to focus public investment in areas, which have existing urban development but need additional infrastructure to support increased densities. This type of infill development could include co-locating employment centers with housing, thereby reducing vehicle miles traveled, lessening congestion and reducing the overall costs for infrastructure.

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 lot. 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. Freestanding 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 homeowners as advantages. They must be carefully planned so that negative impacts on neighborhood character (such as architectural incompatibility, traffic and parking are avoided. Clark County has had an Accessory Dwelling Unit ordinance in effect since 1992.

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. Currently there is a low-income home owner rehabilitation program funded with CDBG in Clark County

Affordability

The concern for housing affordability is a nationwide issue. Much of Clark County's growth in the last 20 years can be attributed to its affordability compared to the surrounding region. 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 and 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 (**N**ot **I**n **M**y **B**ack **Y**ard) 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, and
- 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, Chapter 9 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.

Inclusionary Zoning

An innovative tool to provide affordable housing is a voluntary inclusionary zoning program. A voluntary inclusionary program would be based on incentives for developers to build a percentage (usually 10 - 15%) of housing in their subdivision as affordable. The units would be smaller, simpler homes in a compatible design with the rest of the subdivision. In exchange for the affordable units, developers would be given incentives that would make it profitable for them, such as density incentives, expedited review, or impact fee waivers.

Inclusionary zoning does several things. It can integrate low and moderate income housing units into market rate subdivisions and avoid concentrations of low-income housing into one neighborhood. Increased density in some neighborhoods can encourage the viability of transit. Employers located in suburban communities benefit as well by having an accessible low and moderate-income workforce.

Neighborhood character is important to preserve, and inclusionary zoning allows this to happen by giving the design control to the developer. Unlike infill, the affordable units are part of the subdivision plan and can be designed to be similar to their surrounding homes. This allows a community to retain its character while accommodating affordable housing.

Inclusionary zoning can be an important tool to provide affordable housing to the growing number of households in Clark County that are priced out of the market. Homeownership prices have been escalating in the county, which has priced out many working families out of homeownership. Inclusionary zoning can provide homeownership

opportunities for those families by making it profitable for developers to build homes that those families can afford. Inclusionary zoning, through partnerships with non-profits and pubic agencies, can also provide affordable rental opportunities in new subdivisions.

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 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. Working with private sector partners, the nonprofit sector can access public funds in order to meet a public purpose while the private sector partner can offer the deep financial backing required to develop housing. The Vancouver Housing Authority has partnered in this way to develop eleven properties that use bond financing to develop affordable housing for households at or below 80% of area median income. Two of the developments include tax credit equity, allowing the rents to be affordable to households at or below 60% of area median income. These properties will remain a community asset to be used for future affordable housing needs.

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, Chapter 2 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

Clark County has developed general goals and policies it will use to direct housing development. The Clark County Housing policies are as follows:

2.1 County-wide Planning Policies

2.1.0 The county and each municipality shall prepare an inventory and analysis of existing and projected housing.

2.1.1 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.

2.1.2 Link economic development and housing strategies to achieve parity between job development and housing affordability.

2.1.3 Link transportation and housing strategies to assure reasonable access to multi-model transportation systems and to encourage housing opportunities in locations that will support the development of public transportation.

2.1.4 Link housing strategies with the locations of work sites and jobs.

2.1.5 Link housing strategies with the availability of public facilities and public services.

2.1.6 Encourage infill housing within cities and towns and urban growth areas.

2.1.7 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.

20-Year Planning Policies

GOAL: ***Provide for a diversity in the type, density, location, and affordability of housing throughout the county and its cities. Encourage and support equal access to housing for rental and homeowners and protect public health and safety.***

2.2 Policies:

2.2.1 Ensure that implementation measures recognize variety of family structure.

2.2.2 Encourage a variety of housing types and densities, including mixed-use centers, services and amenities.

2.2.3 Clark County shall create a voluntary inclusionary zoning program with bonus incentives strategies. A demonstration project should be created to illustrate profitability to finance institutions and developers and to illustrate the effectiveness of the policy to the public.

2.2.4 Develop a fair share housing allocation that provides low and moderate income housing targets for cities and urban growth areas. The program should include a housing inventory, incentives, and financing mechanisms.

2.2.5 Preserve the character of stable residential neighborhoods through selective and innovative zoning techniques.

2.2.6 Encourage a variety of housing types and densities in residential neighborhoods.

2.2.7 Encourage infill as a development and redevelopment concept. Appropriate development regulations that accomplish infill should consider:

- impact on older/existing neighborhoods;
- development that is appropriate to surrounding residential density, housing type, affordability or use characteristics;
- encouragement of affordable units;
- maintenance of neighborhood integrity and compatibility; and,
- provision of development standards and processes for infill regardless of the sector (public, not for profit, or private sectors) creating it.

2.2.8 Assure that policies, codes and ordinances promote neighborhood designs that are pedestrian and transit friendly and discourage reliance upon the automobile.

2.2.9 The county should take appropriate action to encourage the preservation and expansion of the current stock of federally subsidized affordable housing.

Washougal Urban Growth Area

2.2.10 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.

2.2.11 The Development Code will encourage innovative housing design for efficient, low cost, high-density housing.

2.2.12 The Development Code will provide for group homes and other institutional housing for special needs persons.

2.2.13 The City will encourage individual and neighborhood beautification programs using garden clubs, schools and other local groups.

GOAL: Plan for increasing housing needs of low-income and special needs households.

2.3 Policies

2.3.1 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.

2.3.2 Clark County or local jurisdictions shall plan for low-income and special needs housing that is well served by public transit.

2.3.3 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.

2.3.4 Building and site plan codes shall encourage the development, rehabilitation and adaptation of housing that responds to the physical needs of special populations.

2.3.5 Encourage both the public and private sector (including financial institutions) to invest in the creation of special needs housing.

2.3.6 Continue to coordinate the development of special needs housing with social service providers and with public agencies that provide services and capital.

2.3.7 Encourage provision of very low and low income housing through the use of document recording fees dedicated to affordable housing.

GOAL: Provide assistance for maintenance and rehabilitation of housing for Clark County residents.

2.4 Policies

2.4.1 Encourage programs in deteriorating older neighborhoods that address structural, demographic and economic issues.

2.4.2 Work with building officials to encourage rehabilitation that provide for safe and sanitary housing.

2.4.3 Encourage voluntary housing rehabilitation programs.

2.4.4 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.

2.4.5 Maintain the housing stock by rehabilitation homes rated as fair or below by the local assessor.

2.4.6 Enhance the safety of housing by reducing the lead based paint hazard.

GOAL: Promote an active role in affordable housing using a combination of regulatory, partnership and finance techniques.

2.5Policies

2.5.1 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.

2.5.2 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/pubic partnerships which focus on this affordability range.

2.5.3 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: 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.

2.6 Policies

2.6.1 Assess the impacts of fee waivers, exemptions and other deductions or exclusions on the housing needs continuum.

2.6.2 Target the work of housing partnerships (private, not for profit or profit) to various income levels, to encourage rental and home ownership opportunities.

2.6.3 Encourage and stimulate financing for affordable housing including innovative, single room occupancy.

GOAL: Support diversity in the mix of housing types in the community, while improving home ownership tenure.

2.7 Policies

2.7.1 Provide opportunities for new development to occur. There shall be no more than 75 percent of any single product type of housing in any jurisdiction. (e.g., single-family detached residential.)

Strategies to achieve these opportunities include but are not limited to:

- Minimum density for single family. These should average: eight dwelling units per acre within the Vancouver urban growth area, six units per acre with the Battle Ground, Camas, Ridgefield, and Washougal urban growth area, and four units per acre within the La Center urban growth area.
- Minimum density for multi-family.
- Provisions for Accessory Dwelling Units.
- Provision for duplexes in single family.
- Provisions for townhouses/rowhouses.
- Allowance of manufactured home parks.
- Provision for diversified housing types allowed as part of a Planned Unit Development.
- Recognition of the flexibility allowed in housing types as part of a Mixed Use Development (e.g., example: living units above commercial areas).
- Recognition of Assisted Living Units as a housing type.

2.7.2 Consider the dislocation impacts of programs that promote conversion of units from rentals to owner occupied.

STRATEGIES

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.

- Develop a program to assist municipalities in accommodating diverse households.
- Maintain a tenant/landlord handbook to focus on tenant/landlord rights and responsibilities as well as fair housing legislation.
- Provide targeted information regarding fair housing such as booths at public events, web site and a more active role in support of fair housing regulations.
- 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.
- The county supports the extension of contracts for federally subsidized affordable housing that are up for renewal.
- The county supports the purchase of expired federally subsidized affordable housing by non-profits or the Vancouver Housing Authority in order to preserve the affordability of the housing.
- Maintain an outreach/education program to explain all aspects of home ownership and tenancy including maintenance, repair, landscaping, credit, prevention of discrimination and predatory lending.
- Continue to enhance partnerships between public and private sector interests to work with Home Investment Partnership, state agencies, financial institutions, builders, etc., to develop housing appropriate for all groups along the housing continuum.
- 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.
- Promote employer sponsored homeowner programs.
- Provide information to the lending community regarding the planning process and its impact on the development process.
- Encourage the use of low income tax credits and bond financing for equity in construction financing.
- Encourage the development of custom lending targeted for difficult to finance projects.
- Develop finance mechanisms to preserve and rehabilitate small apartment complexes (8-20 units).
- Enhance the local (nonfederal) renewable housing fund, such as 2060, for people with low incomes and special needs. Resources for the fund might be the result of bond issues, mileage, existing revenue or reallocation of the real estate excise tax (REET).
- Promote the facilitation of low-income housing projects through the use of the Development Coordinator. Provide guidance for these projects on process, available options and compliance with state and local codes.
- Develop a voluntary inclusionary zoning program.

CHAPTER 3

RURAL AND NATURAL RESOURCE ELEMENT

INTRODUCTION

Clark County's rural and resource areas are characterized by forests, large and small scale farms, rivers and streams that provide quality habitat for fish and wildlife, and a wide variety of homes found in Rural Centers and scattered on lots in a broad range of sizes. Many rural residential communities are focused in areas with historic roots of large-scale commercial forestry, farming, and mining. Also, rural residential communities are focused on scenic resources such as rivers and views or to lifestyle activities such as the keeping of horses.

The soils and terrain in the rural and resource areas create significant environmentally sensitive areas, such as steep, erodable slopes, wetlands and ground water recharge areas. Maintenance of tree cover, natural vegetation and wetlands are critical to prevention of erosion, flooding, property and habitat damage, the continued functioning of the ecosystem and preservation of rural character.

GROWTH MANAGEMENT ACT

Statewide planning goals were adopted in 1990 as part of the Growth Management Act (GMA) to guide development and adoption of comprehensive plans and development regulations. 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. This Chapter satisfies the GMA's mandatory Rural Element (RCW 36.70A.070 (5)) by:

- designating rural lands "lands that are not designated for urban growth, agriculture, forest or mineral resources";
- providing a 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.

This Chapter also satisfies the GMA's Goal 8 to maintain and enhance natural resource-based industries and designated resource lands (RCW36.70A.020 (8)).

CLARK COUNTY'S RURAL COMMUNITIES

Clark County's rural area contains predominately low-density residential development, farms, forests, watersheds crucial to fisheries and flood control, mining areas, small rural commercial centers, historic sites and buildings, archaeological sites and regionally important recreation areas. Designation and conservation of a rural area maintains rural community character as a valued part of the county's diversity. It also provides choices in living environments, maintains a link to Clark County's heritage, allows small-scale farming and forestry and helps protect environmental quality and sensitive resources.

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). In Clark County the rural area represents a lifestyle based on historical development patterns and resource-based industries such as commercial forestry, Christmas trees, dairies, berry farming, orchards and mining. Today much of the county's rural lands include a mix of resource, small commercial, recreational and residential uses.

No single attribute describes the rural landscape. Instead combinations of characteristics which are found in rural settings impart the sense of what we commonly describe as rural. These factors are cumulative in nature 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; and
- rural commercial supporting rural area population.

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;
- to provide for the planned future expansion of urban uses, if necessary or needed, in the rural lands that border designated urban areas; and,
- to protect and enhance streams and riparian habitat necessary for sustaining healthy populations of salmonids.

The Rural and Natural Resource Element is an integral part of the county's 20-Year Plan. This element concentrates on how future land use needs within rural and resource lands will be met, and the methodology used to designate resource lands. 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. Together, this element in concert with the rest of the 20-Year Plan supports the long-range vision for Clark County.

RURAL POPULATION GROWTH

The Rural Area is not expected to accommodate large amounts of growth, but allows for low-density residential development and other traditional rural uses. The GMA requires that rural development be contained and controlled to ensure the protection of rural character, assure the visual compatibility of rural development with the surrounding rural area, protect environmentally sensitive areas and habitat and protect against conflicts with natural resource uses such as farming, forestry and mining. As of April 2002, approximately 64,536 people resided within the rural and resource lands, or those areas outside of the urban growth areas.

It is anticipated that 15,009 people or 10 percent of the new growth will be accommodated in the rural area. The rural area population will increase to approximately 79,545 people by the year 2023. This rural population projection is based in part on an allocation received from the Washington Sate Office of Financial Management. The total county population projection (including urban and rural areas) over the next 20 years is approximately 517,741 persons.

RURAL LAND DISTRIBUTION

Clark County is approximately 420,000 acres in size, of which approximately 340,000 acres are outside the Urban Growth Area. The predominate land uses outside the Urban Growth Area include forest, agriculture and single family residential development. Table 3.1 illustrates the distribution of land uses based on 1994 and 2003 zoning categories throughout the rural and resource lands.

Table 3.1 Acreage Totals Based on 1994 and 2003 Zoning Categories

ZONING	ACRES - 1994	ACRES - 2003
R-5, R-10, R-20	105,102	103,264
AG, AG/WL	39,802	37,044
FR-40, FR-80	157,516	157,516

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. Within these centers rural residential development is based on historical patterns. Commercial activities located at crossroads provide rural residents with an opportunity to meet many of their daily needs without going into one of the cities.

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 past comprehensive plan maps 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.

Commercial uses to be encouraged in Rural Centers 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. The Rural Centers of Clark County are as follows: Brush Prairie, Meadow Glade, Hockinson, Dollars Corner, Farger Lake, Amboy, and Chelatchie Prairie.

Rural 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 1, Land Use and Chapter 9, Economic Development. CR-1, CR-2, and MH are the zoning designations applied to rural commercial and industrial parcels.

Also, within the county are Rural 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 3.2 and 3.3 provides acreage information on existing land uses within these Rural Centers.

Table 3.2 Acreage of Land Uses in Clark County's Rural Centers, 1994

RURAL CENTERS	LAND USES in ACRES				
	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	PUBLIC	TOTAL
AMBOY	364	23	NA	13	400
BRUSH PRAIRIE	242	49	36		327
CHELATCHIE	279	15	229		523
DOLLARS CORNER	223	106	NA		329
MEADOW GLADE	1284	15	9		1,308
HOCKINSON	236	28	NA		264

Source: Assessor's Data Base

Table 3.3 Acreage of Land Uses in Clark County's Rural Centers, 2003

RURAL CENTERS	LAND USES in ACRES				
	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	PUBLIC	TOTAL
AMBOY	327	22	38	13	400
BRUSH PRAIRIE	242	49	37		327
CHELATCHIE	220	15	163		397
DOLLARS CORNER	216	115			330
MEADOW GLADE[1]	1074	14	8		1,308
FARGHER LAKE[2]	65	24			89
HOCKINSON	234	29			263

Assessor's Data Base

[1]Meadow Glade is within the proposed Battle Ground UGA expansion.
[2]Fargher Lake was created in 2000.

DESIGNATION CRITERIA

A variety of different attributes were assessed to determine the future land uses within the rural and resource lands of the county. As required by the Growth Management Act legislation, the conservation of resource lands (agriculture, forestry and mineral) was analyzed and based on the criteria provided, resource lands were designated. After identifying resource lands, the rural lands were analyzed with regard to lot patterns and sizes and current uses, including the commercial activity within the Rural Centers. Furthermore, rural lot sizes providing for primarily residential development were considered in light of the county's ability to properly serve such sites. The GMA 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 predominate types of uses be it resource-based or more residential in nature.

The policies (pages 3-14 through 3-18) for the rural area govern 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. A minimum lot size of one dwelling per five, ten, or twenty acres has been designated throughout the rural area based on existing lot patterns; buffers to adjacent resource lands; preservation of rural character, and continued small scale farming and forestry.

The policies for the resource areas govern the use of lands, which are reserved for agriculture, forest, and mineral resources. More specific designation criteria for these three resource land categories are found under the following three headings: Forest Lands, Agricultural Lands, and Mineral Lands.

RESOURCE LANDS

Clark County is fortunate to have a variety of lands 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. 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 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 forestland 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 forestlands generally have a predominance of higher private forestland 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 forestlands. DCTED provides seven indicators as guidelines for local governments to use in classifying forestlands:

- the availability of public services and facilities conducive to the conversion of forest lands;
- the proximity of forestland to urban and suburban areas and rural settlements: forestlands of long-term commercial significance are located outside the urban and suburban areas and rural settlements;
- forestlands consist of predominantly large parcels;
- the compatibility and intensity of adjacent and nearby land use and settlement patterns with forestlands of long-term commercial significance;
- property tax classification: property is assessed as open space or forestland pursuant to RCW 84.33 or 84.34;
- local economic conditions which affect the ability to manage timberlands for long-term commercial production and significance; and,
- 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 GMA 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 are 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 forestlands, 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:

- the availability of public facilities,
- tax status,
- the availability of public services,
- relationship or proximity to urban growth areas,
- predominant parcel size,
- land use settlement patterns and their compatibility with agricultural practices,
- intensity of nearby land uses,
- history of land development permits issued nearby,
- land values under alternative uses, and
- 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 lowland 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 identified 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. Reconsideration of the land use designations in these areas was done by a task force in 1998. Through that review, much of the 35,000 acres of land designated as Agri-Forest under the 1994 Comprehensive Plan was redesignated to Rural 20, 10 or 5, representing 20, 10 or 5 acre minimum lot sizes. Approximately 3,500 acres of the land was disputed by an alternative task force contingent. Consideration was remanded back to the county by the courts. The Clark County Board of Commissioners voted to retain the rural designation rather than a resource designation.

MINERAL LANDS

The Growth Management Act (RCW 36.70A.040(3)(b)) requires Clark County and each city within it to designate mineral resource lands and to adopt development regulations conserving those resource lands from which the extraction of minerals occurs or can be anticipated. The Act specifically requires the designation of “mineral resource lands that are not already characterized by urban growth and that have long-term significance for the extraction of minerals."

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.

The mineral resources identified and mined in Clark County consist of two aggregate types: sand and gravel (round rock) and quarry rock.

The primary uses of sand and gravel deposits are aggregate for Portland cement “ready mix” concrete and asphalt concrete, drain rock, base rock and fill. There are four principle sand and gravel mining areas in Clark County: the North County-Woodland Area, East Fork of the Lewis River, Orchards and East Mill Plain. The deposits in the northern half

of the county are primarily recent alluvium and Pleistocene terrace deposits. The thickness of the alluvial deposits ranges from a few feet to tens of feet, while the terrace deposits are approximately 30-60 feet thick. The rocks have not been weathered and are fairly hard.

The most abundant gravel deposits lie in the southern portion of the county (Orchards, East Mill Plain). These are primarily recent alluvium and Pleistocene flood deposits. The gravel here is uniform in size, un-weathered, and contains a high percentage of hard, non-reactive rocks. This area also has little overburden and a close proximity to markets. Deposits range from 60 to 100 feet thick, with thickness generally decreasing with distance north from the Columbia River. The expansion of the Vancouver and Camas urban areas has made a major portion of this resource permanently inaccessible.

The second type of aggregate, quarry rock, is typically used as base rock for roads, riprap, jetty rock or as crushed aggregate. In southwest Washington, most quarry rock is of marine volcanic origin, characterized by poor strength and durability due to contact with sea water during extrusion of lavas. However, there are several locations in Clark County where high-quality basalt bedrock is found capable of producing substantial amounts of durable aggregate. Currently seven rock quarries are in active operation in the county. With the exception of Fisher Quarry, most rock quarries are located in the north and east portions of the county a considerable distance from the market.

Mineral resource lands of long-term commercial significance were designated as part of the 1994 Comprehensive Plan. Mineral resource lands consist of areas that appear to contain the resource, based on the best available geological information; are primarily not within environmentally sensitive areas (e.g., 100-year floodplain, high quality wetland areas); and are at least 80 acres in size, or include at least one 40-acre parcel or two 20-acre parcels which are currently vacant. Parcel size is not a requirement if the land is adjacent to an existing mining site.

The 1994 Plan included a generalized map identifying potential mineral resource areas and existing permit activity (Figure 21). Specific sites were designated for mining on the 20-Year Rural and Natural Resources Map (Figure 22-A) based on DCTED criteria (WAC 369-190). 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.

Estimates of statewide aggregate demand are based on surveys of producers. Because the survey response rates are typically low, use of these estimates for planning purposes requires considerable caution. A 1991 Washington Division of Geology and Earth Resources survey, which had an exceptionally high response rate of 24% from sand and gravel producers, suggests that the per capita annual demand for sand and gravel in Washington was 12 tons or 9 cubic yards. Demand for quarry rock products was 4 tons or 3 cubic yards per capita based on data from the same DGER survey. Data from a 1991 US Bureau of Mines survey suggest that the per-capita annual demand for sand and gravel in Washington is 8 tons or 6 cubic yards. USGS statewide production data for 2001 indicate a per capita demand of 7 tons for sand and gravel and 3 tons for quarry rock

A 1992 survey of Clark County aggregate producers found that total production rates were 16.5 tons per capita in 1991 and 14.5 tons in 1992. Net exports of aggregate out of the county comprised 33% of the 1991 production. Therefore, the combined per capita consumption of aggregate in Clark County was 11.3 tons in 1991 and somewhat lower in 1992.

The Resource Document of the 1994 Comprehensive Plan included forecasts of aggregate supply and demand. Supply estimates were based on a survey of aggregate producers and a range of demand estimates was provided. Based on this forecast, the

supply of good quality sand and gravel on designated mineral lands in the county was projected to be exhausted by 2006 unless new sites were permitted. There have been six permits issued for new or expanded sand and gravel mining since the 1993 analysis was done:

- SE 1st Street Facility (10.54 acres, 70' depth, east Mill Plain area)
- Columbia Tech Center (148 acres, 35' depth, east Mill Plain area)
- Frost Pit (40 acres, 50' depth. east Mill Plain area)
- Columbia/English Pit (3 acres, unknown depth, east Mill Plain area)
- Reebs / Parr (40 acres, 60' depth, east Mill Plain area)
- Tebo Pit expansion (58 acres, unknown depth, east Fork Lewis River)

One additional quarry site and two expansions were also permitted:

- Chelatchie Rock (13 acres)
- Maple Pit (37 acres)
- Livingston Mt. (40 acres)

While additional sites extend the timeframe slightly, it remains likely that the supply of available sand and gravel in the southern portion of the county will be basically mined out over the next five years. There are permit applications pending for extraction of terrace gravel deposits along the East Fork of the Lewis River. Mining near river channels comes at a higher cost to the environment and is more expensive and difficult to mitigate as compared with surface mines in the E. Mill Plain area. As local gravel supplies decrease, an increasing percentage of aggregates will be brought in by barge from up the Columbia River. A transition to greater use of crushed quarry rock, which produces a much greater return of aggregate per acre of surface area disturbed, is likely to occur over the next 10 to 20 years despite the market preference for round rock in some products such as Portland cement concrete.

Development standards were adopted in Clark County Code Chapter 40 to help maintain a balance between surface mining and adjacent land uses. Identified mining areas are designated with the Surface Mining District, which is an overlay zone that can be combined with any other zoning district. Extraction of mineral deposits in the Surface Mining District is a permitted use outright, while rock crushing, asphalt plants and concrete batch plants can be approved as conditional uses. Special standards include maximum permissible noise levels, hours of operation, drainage provisions and land restoration requirements. The provisions of this district also apply to surface mining operations that were active prior to the adoption of these standards.

Two areas within or adjacent to the Vancouver UGA (Fisher Quarry and Section 30/31) were designated in 1994 as "Mining Lands" with future land use designations to be determined at the time of reclamation. Fisher Quarry is now within the area proposed for expansion of the Vancouver UGA and has been designated as Business Park. Section 30 is the subject of a sub-area planning process which is expected to be completed in early 2004. Active mining continues in portions of the area designated "Mining Lands" in Section 31. This area is within the Vancouver Urban Growth Area, and is expected to transition to urban development over the next ten years. The "Mining Lands" plan designation (MG) and the Mining zoning designation will be phased out of use as soon as practical. The Surface Mining overlay will then be the sole means of designating current and future mining areas. Eliminating these multiple ways of designating mining land is the only change to the

county's mineral resource land designations and development regulations resulting from their review required with this Plan update under (RCW 36.70A.131).

Because of limited geological information regarding mineral resources within the county, the Comprehensive Plan also includes a means for designating new mineral resource areas in the future. The criteria matrix below (Table 3.4) is used to assess the feasibility of designating and protecting potential 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.

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 (e.g., 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.

Table 3.4 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 deposits (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.
Impact of Blasting	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.
Impact of Truck Traffic	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 sued past residential streets).		Adjacent to freeway with access to site.
Visual Impact	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.
Wetlands Impact	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 sit.	No or minimal wetlands on site and of low quality.
Slopes	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.
Biological Impact	Negatively impacts rare, threatened or endangered plants or animals	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.
Impact of Flooding	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.

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 4, Environmental Element. 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.

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, three 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 7, Parks and Open Space.

MASTER PLANNED RESORTS

The Growth Management 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).

CAPITAL FACILITIES AND UTILITIES

Capital facilities are the basic services that 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.

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 5, Transportation.

COMMUNITY FRAMEWORK PLAN

Clark County adopted the Community Framework Plan in April 1993. The Framework Plan 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. The Framework Plan policies are discussed

in Chapter 1, Land Use. Policies that relate to rural lands can be found in most elements of the plan including Land Use, Rural and Resource Lands, Transportation, Public Facilities, Utilities, Parks and Open Space, Economic Development and Community Design.

GOALS AND POLICIES

3.0 County-wide Planning Policy

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.

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

20-Year Plan Policies

RURAL LANDS

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

3.1 Policies

3.1.1 Clark County shall maintain and protect the character of its designated Rural Area. Therefore, the county's land use regulations and development standards should protect and enhance the following components of the Rural Area:

- environmental quality, particularly as evidenced by the health of wildlife and fisheries (especially salmon and trout), aquifers used for potable water, surface water bodies and natural drainage systems;
- commercial and non-commercial farming, forestry, fisheries, and mining;
- community Rural Center atmosphere, safety, and locally-owned small businesses;
- regionally significant parks, trails and open space;
- large lot residential development compatible with adjacent farming, forestry and mining and not needing urban facilities and services; and,
- historic character and resources including archaeological and cultural sites important to the local community.

3.1.2 The Rural Area designations shown on the Clark County Comprehensive Plan Land Use Map include areas that are rural in character and meet one or more of the following criteria:

- opportunities exist for significant commercial or non-commercial farming and forestry (large-scale farms and forest lands are designated as Natural Resource lands);

- the area is contiguous to other lands in the Rural Area, Natural Resource Lands or large, predominantly environmentally sensitive areas;
- the area will help buffer nearby Natural Resource Lands from conflicting urban uses;
- there are major physical barriers to providing urban services at reasonable cost, or such areas will help foster more logical boundaries for urban public services and infrastructure;
- the area is not needed for the foreseeable future that is, beyond the 20-year forecast period to provide capacity for population or employment growth;
- the area has outstanding scenic, historic, environmental, resource or aesthetic values that can best be protected by a Rural Area designation; or,
- significant environmental constraints make the area generally unsuitable for intensive urban development.

3.1.3 Clark County's Rural Area is considered to be permanent and shall not be redesignated to an Urban Growth Area until reviewed pursuant to the Growth Management Act (RCW 36.70A.130(3), and County-wide Planning Policy 3.0.

3.1.4 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:

- small scale forest and farm management;
- large lot residential development;
- open space, parks, trails /recreation;
- mining; and,
- home business occupations.

3.1.5 Encourage and support public recreation, education and interpretive activities and facilities which complement the rural character and resource activities located throughout the rural area.

3.1.6 Master Planned Resorts (MPR) may be approved in an area outside of established Urban Growth Boundaries providing they meet the following criteria:

- the land proposed is better suited and has more long-term importance for a Master Planned Resort that the commercial harvesting of timber or agricultural production, if located on land that otherwise would be designated as a forest or agricultural resource;
- 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;
- the proposed site includes unique natural amenities, such as views, streams, lakes or other features that provides a natural attraction for public use;

- the proposed development provides urban level public services that are strictly contained within the boundaries of the resort property by design and construction;
- 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;
- residential uses are designed primarily for short-term or seasonal use, full time residential uses should be limited;
- 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;
- each proposal should include a full inventory of critical wildlife habitat, significant wetlands, shorelines and floodplains, and cultural resources;
- significant natural and cultural features of the site should be preserved and enhanced to the greatest degree possible;
- 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,
- adequate emergency services must be available to the area to insure the health and safety of people using or likely to use the facility.

3.1.7 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.

3.1.8 Establish programs for the rural area, which notify and educate residents of ongoing small-scale resource activities.

3.1.9 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 forestlands and public resources.

3.1.10 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 up-grading levels of service (LOS), and open space areas.

3.1.11 Those areas with a Comprehensive Plan designation of Rural shall have a residential density of one dwelling unit per 5, 10, and 20 acres.

3.1.12 Rural development shall not be allowed unless appropriate facilities and services (water, storm drainage, roads and approved sanitary treatment) are in place or planned.

3.1.13 Rural lands generally shall be served by septic tanks and individual wells (when public water is not available).

3.1.14 Standards and plans for utility service should be consistent with long-term low-density development and resource industries and should be coordinated in a

manner to maintain public health and safety at efficient and cost effective levels in areas of rural and natural resource designated lands.

3.1.15 Wastewater treatment shall be provided by individual on-site treatment systems or approved alternative sewage treatment technologies. Sewer lines shall 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.

3.1.16 Rural and Resource land designations within the 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 ***Maintain the character of the designated Rural Centers within the surrounding rural area that is appropriate in character and scale in the rural environment.***

3.2 Policies

3.2.1 Rural Centers designated on the Comprehensive Plan Land Use Map are distinct areas of smaller lot patterns with residential development, small-scale business that provides convenience shopping and services to nearby rural residents, have access to arterial roadways, and are surrounded by protected rural landscapes of generally open land used for agriculture, forestry, large lot residential, recreational and environmental protection purposes. The Rural Centers identified on the Comprehensive Plan map are: Amboy, Brush Prairie, Chelatchie Prairie, Dollars Corner, Fargher Lake, Hockinson, and Meadow Glade.

3.2.2 Rural Centers should serve the following purposes:

- provide a focus for the surrounding rural area that is appropriate in character and scale in the rural environment;
- provide appropriate commercial developments to serve adjoining rural areas;
- provide services to tourists and other visitors recreating in the area; and,
- 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.

3.2.3 Designation criteria for Rural Centers includes identification of pre-existing small lot development patterns, natural features as boundaries, and access to arterials.

3.2.4 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.

3.2.5 If schools serving predominantly rural populations cannot be located in UGAs or within ¼ mile of a UGA, preference shall be to locate the schools in Rural Centers and as a last resort, rural areas, subject to policy 3.2.6.

3.2.6 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:

- 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.
- The school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses.
- 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.
- The school district shall agree to connect to public sewer when it becomes available within 1,000 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. Such sewer extension shall be tight-lined and have access restrictions precluding service to the Rural Areas.

3.2.7 Encourage resource based industrial development to locate within Rural Centers, consistent with rural character and levels of service.

3.2.8 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.

3.2.9 Rural Centers shall have a density of between one unit per acre and one unit per five acres based on the historical lot pattern in the area, in no case shall density exceed one unit per acre.

3.2.10 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.

3.2.11 A new Rural Center or a boundary expansion of an existing Rural Center shall be considered and evaluated by the county through the docket process under CCC18.620 and pursuant to RCW36.70A.070 (5)(d).

3.2.12 Before the county considers a new Rural Center the proponent(s) shall submit to the county a petition signed by at least 60 percent of the property owners of the land within the boundaries of the proposed new Rural Center.

3.2.13 Before the county considers an expansion of an existing Rural Center the proponent(s) shall submit to the county a petition signed by at least 60 percent of the property owners within the boundaries of the existing center.

RESOURCE LANDS

Commercial Forest Tier I and II

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

3.3 Policies

3.3.1 Encourage the conservation of long-term commercial significant forestlands for productive economic use.

3.3.2 Capital improvement plans should take into consideration maintaining public roads adequate to accommodate the transport of forest commodities.

3.3.3 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.

3.3.4 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 forestlands.

3.3.5 Encourage the multiple economic use of forestland for a variety of natural resource and activities particularly suited for and compatible with forestlands.

3.3.6 Commercial forestland, 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.

3.3.7 Encourage the maintenance of forestlands 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).

3.3.8 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.

3.3.9 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.

3.3.10 Land use activities within or adjacent to forest land shall be located and designed to minimize conflicts with forest management and other activities on forestland.

3.3.11 Residential development on lands adjacent to designated forestland shall be located away from the forestland and should provide for a buffer between residential and forest activity.

3.3.12 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.

3.3.13 Encourage the continuation of commercial forest management by:

- supporting land trades that result in consolidated forest ownership; and,
- working with forest landowners and managers to identify and develop other incentives for continued forestry.

3.3.14 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.

3.3.15 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.

3.3.16 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.

3.3.17 Within the Forest Tier II category, one principal dwelling unit per 40 acres shall be allowed with the provision for an additional temporary dwelling.

Agriculture Policies

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

3.4 Policies

3.4.1 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.

3.4.2 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.

3.4.3 Minimum parcel size should be adequate to allow reasonable and economic agricultural use and to discourage the conversion of agricultural lands to residential use.

3.4.4 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.

3.4.5 Land uses on commercial agricultural lands shall include all standard agricultural practices and supporting activities, including farm worker housing and use of water resources for irrigation.

3.4.6 Capital improvement plans should take into consideration maintaining public roads adequately to accommodate the transport of agricultural commodities.

3.4.7 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.

3.4.8 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).

3.4.9 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.

3.4.10 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.

3.4.11 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.

3.4.12 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.

3.4.13 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.

3.4.14 Encourage the continuation of commercial agricultural management by:

- supporting land trades that result in consolidated agricultural ownership; and,
- working with agricultural landowners and managers to identify and develop other incentives for continued farming.

3.4.15 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

3.4.16 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.

3.4.17 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.

3.4.18 Within the Agriculture land designation, one principal dwelling unit per 20 acres shall be allowed with the provision for an additional temporary dwelling.

3.4.19 Within the Agriculture/Wildlife category, one principal dwelling unit per 160 acres shall be allowed.

Mineral Lands

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

3.5 Policies

3.5.1 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.

3.5.2 Capital improvement plans should take into consideration maintaining and upgrading public roads adequate to accommodate transport of mineral commodities.

3.5.3 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.

3.5.5 Encourage recycling of concrete, aggregate and other materials.

3.5.6 Encourage restoration of mineral extraction sites, as the site is mined, consistent with requirements identified in RCW 78.44.

3.5.7 Land shall not be used for any activity other than surface mining or uses compatible with mining until the gravel or mineral resource is commercially depleted, reasons for not mining the site are clearly demonstrated, or the site has been reclaimed.

3.5.8 Surface mining other than Columbia River dredging shall not occur within 100-year Floodplain.

3.5.9 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.

3.5.10 Land use activities adjacent to mineral lands should be located and designed to minimize conflicts with mineral activities on such lands.

3.5.11 Designated mineral operations of long-term commercial significance are not exempt from the normal environmental review process of the county or state agencies.

3.5.12 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.

3.5.13 Prior to removal of the surface mining designation, the landowner needs to show that the extraction of the mineral resource is not commercially feasible.

3.5.14 The county shall allow continued mining at existing active sites.

3.5.15 Potential aggregate sites or expansion shall not be designated within rural zoning categories.

3.5.16 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.

3.5.17 Future land use designations for those areas designated Mineral Lands (Fisher Quarry and Section 30/31) should be made consistent with city land use and at the time of annexation.

3.5.18 Some level of processing should be associated with mineral extraction.

3.5.19 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:

- 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);
- 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,
- 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.

3.5.20 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

- Develop and implement a Right to Farm/Log ordinance.
- Update the Habitat Conservation Ordinance and other ordinances to meet salmon recovery goals.
- 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 and to comply with regional salmon recovery goals and objectives.
- Maintain an inventory of gravel and mineral resource sites. The inventory should comprise of:
    - a list of designated sites;
    - 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;
    - a list of current sites; and,
    - a list of active sites.
- 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.
- Develop a best management plan for agriculture resources.
- Develop a best management plan for mineral resources.
- Develop a best management plan for forestry resources.

CHAPTER 4
ENVIRONMENTAL ELEMENT

INTRODUCTION

Clark County contains a diverse mixture of natural resources, parklands, and open spaces. Of the county's 656 square miles, almost half is in forest and agricultural lands, and surface water. Air, water and land resources are essential to the very existence of human development. They influence every aspect of quality of life, from the local climate to the availability of safe drinking water to flood control and drainage patterns to recreational opportunities and to the habitat that we share with plants and animals.

The Environmental Element provides specific environmental goals and requirements as the basis for development regulations and general goals for land use planning and parks acquisition. The Environmental Element addresses land development throughout the entire unincorporated area of the county, and includes various environmental policies that apply to the entire county.

RELATIONSHIP OF THE ENVIRONMENTAL ELEMENT TO OTHER ELEMENTS AND PLANS

The Growth Management Act (GMA) recognizes that environmental protection is important to the citizens of the State of Washington. The GMA contains three goals that relate to the natural environment:

- **Environment** This goal requires protection of the environment and enhancement of the state's high quality of life, including air and water quality, and the availability of water.

- **Open Space and Recreation** This goal encourages the retention of open space, the development of recreational opportunities, the conservation of fish and wildlife habitat, increasing access to natural resource lands and water and the development of parks. (See Chapter 7 for a more complete discussion of county parks, recreation and open space.

- **Natural Resource Industries.** This goal requires the maintenance and enhancement of natural resource-based industries, including productive timber, agricultural, and fisheries industries. The conservation of productive forest lands and productive agricultural lands is encouraged, while incompatible uses are discouraged. (See Chapter 3 for a more complete discussion of the county's natural resource industries).

All development activities create some level of impact on the air, water and land resources of the county. The benefits of development activities are easily measured in terms of economic benefits to the county or its cities. However, there are often unintended consequences of development that are not included in the environmental balance sheet. It is these consequences that are addressed through the programs and policies in the Environmental Element.

The ultimate goal is to recognize the functions and values of the natural environment around us and to maintain or improve those functions and values, independent of the type of development that is proposed. The Environmental Element of the 20-Year Plan is important because protection and enhancement of our environment has the potential to conflict with other 20-Year Plan elements.

ENVIRONMENTAL CONDITIONS AND CONSERVATION PROGRAMS

Critical Areas

The GMA specifically lists five "critical areas" that counties must designate and develop protection and enhancement programs for. These five are fish and wildlife habitat, wetlands, aquifer recharge areas, floodplains, and geologically hazardous areas. Protection of critical areas and resource lands is a key goal and purpose of the GMA, and is a longstanding goal of the Clark County community. The 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 soils and terrain in the rural and resource areas create significant environmentally sensitive areas, such as steep, erodable slopes, wetlands and ground water recharge areas.

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. Vegetation retention is critical to protecting streams and riparian habitat necessary for sustaining healthy fish and wildlife populations. Critical areas also provide the benefits of recreation, aesthetic enjoyment and water supplies. Maintenance of tree cover, natural vegetation and wetlands are critical to prevention of erosion, flooding, property and habitat damage, the continued functioning of the ecosystem and preservation of rural character.

Unlike residential, commercial, industrial, or other uses, critical areas do not typically constitute a separate 20-Year Plan or zoning designation, unless they are under public ownership. Policies and programs used to protect and conserve these areas involve a range of federal, state, and local programs and standards. Most policies used to address critical areas are therefore regulatory or incentive-based and are applied to privately held lands (Figure 1).

One effective way of protecting 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 and maintenance of the land.

Prohibitions or limitations on structural development also provide critical lands protection. Such programs currently in place in Clark County include the Shoreline Master Program; floodplain, wetlands and habitat conservation 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 mitigation measures to protect environmentally sensitive areas.

Fish and Wildlife Habitat

Most of the land and water area of Clark County provides some form of potential fish or wildlife habitat. Much of this area is in park land, resource production, or open space. Clark County has several hundred miles of streams and rivers. Under state and federal law, these streams are designated to support a wide range of "beneficial uses" that include water supplies, fish and wildlife habitat, and recreation. The ability of these streams to meet these beneficial uses is more generally considered stream health. Stream health has not been comprehensively measured for all streams in the county, and much of this work is underway but not yet complete. Available data on stream health shows that streams range from near pristine conditions in remote areas of the Cascade Foothills to fair to poor health in urban areas. Most rural streams could be categorized as being in fair to good health.

There are few lakes in Clark County. Aside from small manmade ponds and seasonal wetland ponds, the only significant lakes within or bordering the county are Vancouver Lake, Battle Ground Lake, Lacamas Lake, Shillapoo Lake, Mud Lake, Lake Merwin and Yale Lake. These areas provide essential habitat for a variety of fish, wildlife and plant species.

Clark County has critical habitat for several species listed under the federal Endangered Species Act. Those listed as endangered include upper Columbia River Chinook salmon and steelhead, Snake River sockeye salmon, the Northern spotted owl, and the Aleutian Canada goose. Species listed as threatened include several salmon runs, bull trout, and the bald eagle. In addition, Clark County is habitat for several state listed species, including the western pond turtle and sandhill crane.

Fish of the lower Columbia River are either resident or migratory species. Most migratory species, such as salmon, shad, smelt, and steelhead, are anadromous, meaning that they hatch in freshwater, migrate to the ocean as fry, mature in the ocean and then return to freshwater streams to spawn. In addition to critical areas, the GMA requires that local jurisdictions address the requirements of anadromous fish species. There are some resident species, such as sturgeon, whitefish, and resident trout, that migrate long distances within freshwater streams to feed or spawn.

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 water birds, 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 in the Refuge.

Steigerwald Lake National Wildlife Refuge, located in the southeast corner of the county, includes 627 acres of Columbia River bottomland, consisting of reed 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 State Department of Fish and Wildlife, which has prepared a management plan to determine how the land will be used.

Wildlife habitat is not restricted to those areas already under public ownership. Riparian corridors and other areas adjacent to or including surface water bodies clearly provide the most wide ranging and significant wildlife habitat. The Washington 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).

Fish and Wildlife Habitat Conservation Programs

The county's habitat conservation ordinance (CCC Chapter 40.440) was adopted in 1997 and was the result of an effort to strengthen the protective measures contained in the old vegetation clearing regulations. The stated purpose of the ordinance is to protect environmentally distinct, fragile and valuable fish and wildlife habitat areas for present and future generations while also allowing for reasonable use of private property.

Endangered Species Act

Congress passed the Endangered Species Act (ESA) in 1973. It requires the recovery of species that are listed as threatened or endangered. Clark County currently has populations of salmonids that are listed as threatened with extinction under the ESA.

Steelhead were listed in March 1998; Chinook and chum in March 1999. Coastal cutthroat are also currently proposed for listing as threatened. Protecting, conserving and enhancing critical stream and riparian habitat are essential to supporting and recovering salmonid populations throughout the county.

States, counties, and other jurisdictions must comply with the federal Endangered Species Act when species are listed by avoiding harm to any member of the species or the habitat upon which they depend. County policies and regulations must support recovery of those species. The goal is to make Clark County a county where sustainable populations of salmon and other native species are a testimony to a healthy ecosystem; where our well-being is supported by the integrity of the ecosystem we share with other living species; and where, by ensuring healthy habitat for all inhabitants of Clark County, we ensure the quality of life we value. The state has adopted the "Statewide Strategy to Recover Salmon, Extinction is not an Option" document as a guide to statewide salmon recovery efforts.

Subject to federal review and approval, an assessment protocol will be developed to predict when the individual or cumulative effects of land uses might cause a significant negative impact on the environment. The protocol will identify natural watershed-wide processes, their inter-relationships reach by reach, and how they might be degraded by human activities. The protocol will be designed to associate the watershed processes with the various environmental mandates imposed by the state and federal governments on Clark County and the jurisdictions within it. The use of a standardized assessment protocol may streamline permitting, promote efficient monitoring and focus restoration and mitigation projects.

In addition, land use planning will also accommodate state and federally listed wildlife species. Protecting and enhancing critical upland habitat is essential to supporting and recovering terrestrial wildlife populations throughout the county.

Water Quality

Clark County has an abundance of streams and groundwater supplies. Groundwater aquifers are capable of providing huge amounts of water to industry, business, residences and agriculture. The federal Clean Water Act lists the "beneficial uses" of the United States' rivers, streams and lakes. Many beneficial uses are features valued in Clark County and are required to protect and restore under the National Pollutant Discharge Elimination System (NPDES) municipal stormwater permit. These are:

- Surface water supply for industrial water supply, agricultural water supply, domestic water supply, and stock watering;
- fish and wildlife production and habitat, including spawning, rearing, migration, and harvesting;
- recreation and enjoyment, including contact recreation (swimming, wading, etc.), non-contact recreation (boating and sport fishing), and aesthetic enjoyment; and
- commerce and navigation.

Urbanization influences stream biological health. The Washington Department of Ecology Stormwater Management Manual for Western Washington (August 2001) describes the effects urbanization has on water bodies. It states that before forests were cleared for farms and towns, rainfall was largely absorbed into the ground, later replenishing streams

as springs and seeps. As settlement occurs, trees are removed and replaced by fields, buildings and roads. Instead of soaking into the ground and returning to streams as springs, rainwater runs off rapidly and greatly increases stream channel erosion and degrades stream habitat. During the summer, stream flow may be reduced to low levels because less water is available to springs and seeps that feed the stream. The manual also states that along with changing stream flows, urbanization adds various pollutants to surface water and groundwater.

The combination of increased runoff and pollutants in stormwater runoff drastically alter stream habitats. Pesticides washed off landscaped areas can do great harm to aquatic insects that feed fish. In recent years, some areas have identified methods to reduce the harm to streams caused by urbanization. One tool is engineered stormwater controls such as large detention ponds to slowly meter out storm runoff and grassy swales to trap pollutants. More recently, research has focused on protecting streams by not removing forest and soils during development and retaining a relatively high proportion of the stream drainage are in forest. Other techniques involve designing projects so that runoff is drained into vegetated areas where it can infiltrate to groundwater.

It has also been recognized in recent years that stormwater (non-point) runoff degrades streams by flushing pollutants from roads, businesses, industrial facilities, and residences. The volumes of water running off paved area also wash away streambed sediments and the creatures that live there. In order to begin to address this problem, a set of regulations was added to the Clean Water Act in 1987 to decrease problems caused by stormwater runoff. The Clark County Stormwater Management Program is a direct response to that mandate.

Clark County performs many activities to meet requirements of a Washington Department of Ecology permit to discharge stormwater to county water bodies and groundwater. The program is broken into five program elements:

- regulatory,
- operation and maintenance of storm sewers and roads,
- monitoring, data management and evaluation,
- public involvement and education, and
- stormwater capital improvements.

The regulatory program element is largely implementing development regulations requiring stormwater control facilities such as ponds and swales for development projects. It also includes enforcement of other water quality ordinances that address everyday activities such as proper disposal of used motor oil and vehicle wash water.

The operation and maintenance program involves maintenance and repair of county stormwater controls such as ponds and grassy swales, cleaning of catch basins, and sweeping of roads. The purpose is to reduce the amount of pollutants from discharged from the system and to make sure it operates as designed. The program also includes a program to inspect and ensure that privately operated stormwater facilities are properly cleaned and maintained.

The NPDES stormwater program also monitors stream health and works to characterize stream health for the entire county. This information helps target projects to

improve water quality and inform the public about stream health. The program also gathers and manages data describing the storm sewer system and its outfall points.

Reducing stormwater pollution requires that individuals prevent their homes and businesses from becoming pollution sources. For that reason, information and education is a major part of the stormwater program.

Much of the county was developed without stormwater control facilities to prevent pollution and excessive amounts of runoff from harming streams. Ultimately, the stormwater program is expected to build stormwater control facilities and stream restoration projects to address the short fall in stormwater control facilities. The program is beginning to plan and build projects using stormwater fees from each home, business and government property in unincorporated Clark County.

Erosion and sediment from land-disturbing activities affect public health, safety, and general welfare. Whereas erosion and sediment are not always related to steep slopes and landslide potential, they can be detrimental in the following ways:

- Increase the risk of flooding because streams and stormwater facilities that receive excessive sediment have a reduced capacity to convey water;
- Damage fisheries when siltation clogs spawning gravel and when excessive turbidity impairs the feeding ability of aquatic animals;
- Increase public expenditures for maintenance of stormwater facilities that receive excessive amounts of sediment;
- Damage adjacent properties, including public right-of-ways, when sediment is deposited on these properties; and
- Promote transport of nutrients to lakes causing algal blooms and oxygen depletion.

To minimize erosion from land development and land-disturbing activities, the county adopted an erosion control ordinance (CCC Chapter 40.380) in July 1993. In July of 1999, the Washington Department of Ecology issued Clark County an NPDES and State Waste Discharge permit. This permit required the county to adopt more stringent erosion control regulations (CCC Chapter 40.380).

In August 2001, the Department of Ecology published its Stormwater Management Manual for Western Washington. Renewal of the county's existing NPDES permit will require an update to the county's Stormwater and Erosion Control Ordinance for substantial equivalence with the new manual.

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. County-wide 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).

Wetlands Conservation Programs

The county's wetland protection ordinance (CCC Chapter 40.450) was adopted in 1992 and significantly updated in 2000. The stated purpose of the ordinance is to:

- further the goal of no net loss of wetland acreage and functions;
- encourage restoration and enhancement of degraded and low quality wetlands;
- provide a greater level of protection for higher-quality wetlands;
- maintain consistency with federal wetland protective measures;
- avoid over-regulation by limiting regulatory applicability to those development proposals which significantly impact important wetlands; and,
- minimize impacts of wetland regulation on private property rights.

The county has a classification system that rates wetlands from Category 1 to Category 5 based on their characteristics. Development proposals involving wetlands often need review by the Army Corps of Engineers (under Section 404 of the Clean Water Act) and the State Department of Ecology.

Wetlands Mitigation Banking

Wetlands mitigation banking is a method of mitigating a decrease in or loss of wetland function by providing wetland functions and values (e.g. creating, restoring, enhancing and/or protecting wetlands) away from the site of a proposed development project. A wetland mitigation bank generates credits that can be used for wetland mitigation for individual projects with wetland impacts. Mitigation banking has a number of benefits over other mitigation strategies including:

- consolidation of small isolated mitigation projects into larger, more ecologically significant sites;
- higher likelihood of long-term mitigation success; and,
- efficiency in permit review for projects using bank credits.

Wetland Mitigation Banking is not a means of reducing the protection and conservation of wetlands in the urban area. It is only a method to improve mitigation success at a regional scale and streamline permit review for projects that have wetland impacts. The criteria used to evaluate and permit wetland impacts are independent of the type of mitigation proposed and, instead, focus on the benefits and design of the project. A key element to developing an effective wetland mitigation banking program is to maintain a good inventory of existing and historic wetlands in order to allow mitigation bank developers to locate sites that are well suited to bank development. Another key element is to ensure

that the wetland permitting process gives due consideration to the use of mitigation bank credits when they are available. State regulations have been proposed for the program, and the county will pursue a program when the regulations are finalized.

Aquifer Recharge Areas

An aquifer is a body of rock (generally sand, gravel, or fractured basalt in Clark County) 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. Water infiltrates the soil and percolates through surface rocks into the water table, and then travels deeper downward into aquifers, which are water sources in most parts of the county. Recharge of aquifers is often greatly reduced in urban areas because most surfaces are impervious, preventing rainfall from entering the soil. Some aquifer recharge occurs in urban areas through dry wells and septic system drain fields, but these methods may decrease groundwater quality by allowing 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. In the county, entire aquifers may function as an aquifer recharge area. The most critical aquifer recharge areas are those located near production wells. (Figure 5 and Figure 6)

Aquifer Protection Programs

Clark County residents and commerce are almost totally dependent on water pumped from relatively shallow aquifers. Both the quantity and quality of this water is critical. The county has several programs to protect aquifer recharge amounts and water quality.

The Stormwater and Erosion Control Ordinance (CCC Chapter 40.380) for development projects require stormwater infiltration wherever soil conditions make it feasible. This preserves recharge when sites are covered with buildings and pavement. Stormwater regulations also require that this infiltrated stormwater be treated to remove pollutants.

The Water Quality Ordinance (CCC Chapter 13.26A) prohibits discharging pollutants to surface water and groundwater. The county implements the ordinance by actively educating businesses and the public on acceptable ways to manage everyday pollutants such used oil, paint and dirty wash water.

The Critical Aquifer Recharge Area Ordinance (CCC Chapter 40.410) identifies critical areas and places special requirements on higher risk development projects in those areas.

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 uses, are administered by the Clark County Department of Health, 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.

Floodplains

Another 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 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 5).

Floodplain Protection Programs

Flood and erosion control is an integral part of land zone changes and building ordinance updates in the most recent urban boundary update areas, which are incorporating many vulnerable environmentally critical areas. It is recognized that approximately 90% of all disasters in the US are flood related. The National Flood Insurance Program (NFIP) was created by Congress in 1968, and significantly amended in 1973 to:

- reduce loss of life and property caused by flooding;
- reduce rising disaster relief costs caused by flooding; and
- make federally-backed flood insurance coverage available to property owners.

The program was designed to achieve these goals by:

- requiring that new and substantially improved buildings be constructed to resist flood damages;
- guiding future development away from flood hazard areas;
- transferring the costs of flood losses from the American taxpayers to floodplain property owners through flood insurance premiums; and
- prohibiting new development in designated floodways that would aggravate flooding.

The National Flood Insurance Program is a voluntary program based on mutual agreement between the federal government and the local community. In exchange for adopting and enforcing a flood plain management ordinance, federally-backed flood insurance is made available to property owners throughout the community.

The National Flood Insurance Act of 1968 created the Federal Insurance Administration and directed it to conduct Flood Insurance Studies (FIS) that identify flood-prone areas within the US, and establish and map flood risk zones within those areas. The studies provide technical data for the adoption of floodplain management measures required for NFIP participation by a community and for development of flood-risk information needed to establish flood insurance premiums.

In March of 1977, the county adopted a flood plain management ordinance (CCC Chapter 18.327). Of the county's 86 Flood Rate Insurance Maps (FIRM), more than half were prepared in 1982. Nearly 90% of the maps are dated prior to 1986. Clark County, in partnership with FEMA is currently working on updating these flood maps and expects to

complete this work within the next 2 to 5 years depending on federal funding availability. Recent changes were made to (CCC Chapter 40.420) at the suggestion of DOE to bring the ordinance into compliance with federal requirements.

Geologically Hazardous Areas

Geologically hazardous areas are not environmentally-valued critical areas such as wetlands or wildlife habitat, even though many contain critical fish and wildlife habitat protected by other ordinances. 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 stream corridors. (Figure 7 and Figure 8).

Geohazard Protection Programs

The county's Geologic Hazard Areas Ordinance was enacted in 1997 (CCC Chapter 40.430). Maps have been produced showing earthquake potential and steep slopes with the susceptibility to landslides and erosion. Seismic hazard vulnerabilities throughout the county are to be mapped and updated, utilizing new science technology in the identification of specific types of seismic activity, and the damages that could occur. New, more stringent and relevant seismic codes will be incorporated into the permitting and building ordinances as necessary.

Other Hazard Mitigation Programs

Natural hazards (such as floods & landslides, earthquakes, winter storms and wildfires) to Clark County's natural resources, parklands and other environmentally critical areas cause millions of dollars of damage every year. The Federal Emergency Management Agency (FEMA), working collaboratively with the State of Washington Emergency Management Division, the county, and its jurisdictions have been designated a Project Impact Community with grant initiative monies coming from Congress. The Project Impact initiative is a comprehensive natural hazard mitigation program aimed at Building Disaster Resistant Communities throughout the nation. This initial public education/awareness program is short term, but the principals and lessons are of such value they are to be incorporated into the ordinances and codes of the county in order to make natural hazard mitigation a sustainable part of everyday life.

The inclusion of lessons and methods of natural hazard mitigation that have been identified in order to safeguard the county's natural resources, are an important part of the 20-Year Plan. The county and its incorporated jurisdictions will include proven mitigation steps as one of the primary methods of alleviating damages from future natural disaster hazards. The programs and techniques for hazard mitigation are to be enforceable, sustainable and maintainable for the protection of the land and its residents.

Other Designated Areas

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 greater than 20 acres in size. This definition encompasses the majority of shorelines for most of the rivers and lakes within Clark County, although shorelines of smaller water bodies also provide many of the same functions.

Clark County's Shoreline Master Plan was prepared in 1974. The Department of Ecology is in the process of developing new shoreline rules, and when they are issued the county will update its master plan.

Columbia River Gorge National Scenic Area

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 the City of Washougal was designated by Congress as part of the Columbia River Gorge National Scenic Area (NSA) in 1986. From 1988 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 and an appointed Columbia River Gorge Commission and staff. In 2002, Clark County adopted an implementing ordinance, which was deemed consistent with the management plan for the NSA by the Gorge Commission and the Secretary of Agriculture. This approval allows for county administration and jurisdiction over these lands.

Gorge Commission staff are in the process of updating the gorge management plan, and this may result in changes to the Clark County implementing ordinance, (CCC Chapter 40.240). An additional effort underway in the NSA is a program to improve air quality in the gorge.

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). The Open Space Commission identified 17 functions for open space that were divided into economic, resource, urban-based and other categories, and subsequently 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, shore-lines, 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.

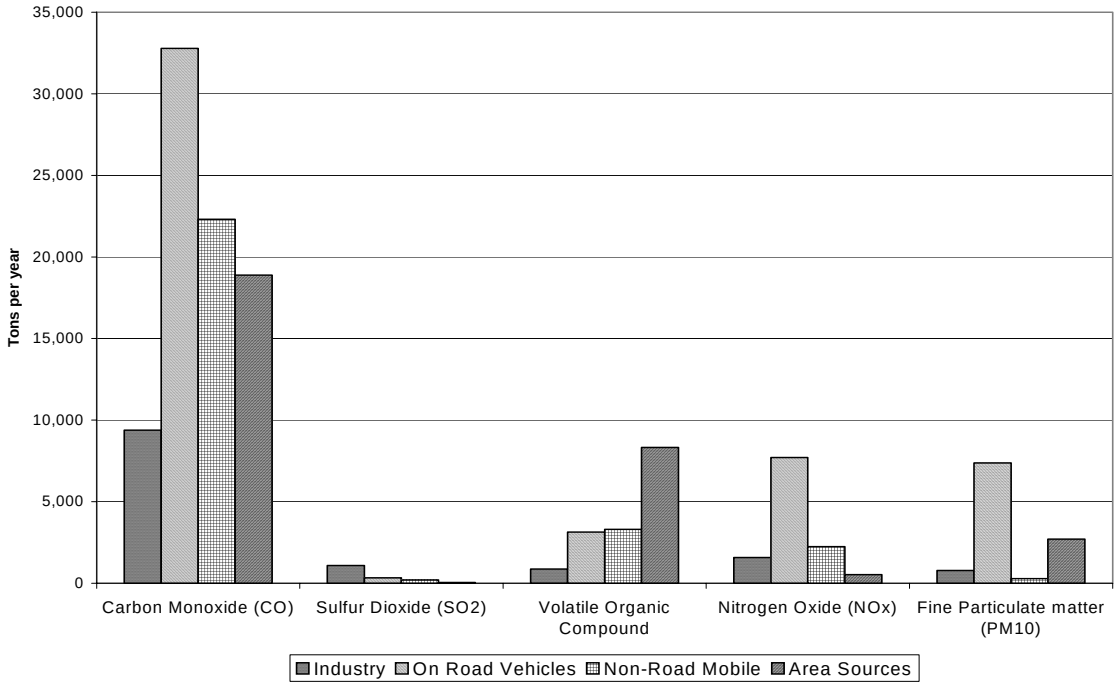
Conservation and greenway systems may be managed for a variety of uses, depending on the attributes of the site. Potential uses include wildlife habitat, low impact access for wildlife viewing and environmental education, regional trails, and where appropriate, picnic areas, boat ramps, fishing areas and regional parks. The County Parks and Recreation Division coordinates development of management scenarios with the state and federal wildlife agencies. 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. (See Chapter 7 for more details.)

Air Resources

Clark County is located in an air shed that is bounded on the south by West Linn, Oregon, on the north by Woodland, Washington, on the west first by the west Portland hills and then further west by the Coast Range, and on the east by the Cascade Mountains. The area experiences mild-wet winters and warm-dry summers. This region is susceptible to concentrations of air pollution near human activity centers. The Vancouver/Portland metropolitan area is considered to be a single interstate air shed by the U.S. Environmental Protection Agency. In topographic terms, the area is located within a bowl fully surrounded by mountains. The region also experiences strong atmospheric summertime inversions that can result in stagnant air conditions and the risk of incurring high air pollution levels. Air pollutants come from a wide variety of sources. Pollutants are often placed into specific source categories:

- Point sources, which are traditionally stationary facilities like rock quarries, lumber mills, and other manufacturing plants and processes. These emit relatively large volumes of air pollutants from a single location. Clark County's industry contributes about nine percent of the county's total summertime ozone air pollutants (e.g., volatile organic compounds (VOCs) and nitrogen oxides (NOx)).
- Area sources, such as gasoline-powered lawnmowers, household paints, 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, about 32% of the county's total summertime VOCs and NOx.
- Mobile sources include trucks, cars, and other vehicles. In Clark County, transportation generated pollutants in 2000 produced 59% of the ground level VOCs and NOx, and ~~are~~ were also responsible for 67 percent of the carbon monoxide problem. In addition, mobile sources emit significant quantities of fine particulate matter and other toxic compounds. Motor vehicles are Clark County's largest producer of air pollution as shown in Table 13.1.

Table 4.1. SWCAA 2000 Clark County Criteria Pollutants



Air Quality Conservation Programs

Clark County in the past has exceeded federally defined threshold pollution levels more frequently than allowed by federal air quality standards (e.g., 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_3) and carbon monoxide (CO).

The Southwest Clean Air Agency (SWCAA) developed an air quality maintenance plan to address CO and ozone problems and submitted it to the state in 1995. The maintenance plan, with the identification and implementation of transportation control measures based on the land use assumptions of the 20-Year Plans, had to demonstrate that there would be no violations of national ambient air quality standards. Within the non-attainment area, state and federal regulations require limitations on outdoor burning of brush and using wood stoves or fireplaces for heating. All new woodstoves purchased in Clark County are required to be certified as meeting stringent statewide emission standards. Also, nearly all vehicles are subject to regular emission inspection and maintenance tests. These mitigation measures have helped to keep air pollution levels below federal thresholds in recent years.

Summertime ozone air quality was good during the summers of 1999, 2000 and 2001 primarily because cooler than normal temperatures were being recorded. The last summer in which hot temperatures were recorded was 1998. During the summer of 1998, the Vancouver/Portland region experienced three exceedances of the air quality health standard for ground level ozone. This 1998 circumstance nearly caused the region to fall into a dirty air status. Clark County's continued population growth from 1998 through 2001 suggests a negligible buffer for maintaining clean, healthy air within the metropolitan area once the region experiences hot summers. Scenic panoramas of Mount St. Helens and Mount Hood also degrade when high ground level ozone readings are measured. For the

other pollutants being monitored in Clark County such as carbon monoxide and fine particulate matter ($PM_{2.5}$), the county appears to have a reasonably adequate buffer for maintaining clean, healthy air with these air pollutants.

Transportation sources continue to be the major source of Clark County's air quality problem. The next closest category involves the air pollution activities of individual citizens carrying out their daily activities. Air pollution from individual citizens are collectively lumped into a category called "area sources" because they are individually small sources of air pollution. However, because there are so many citizens the emissions are collectively significant. Examples of these sources of air pollution include gasoline lawnmowers and household paint usage. Industry's air pollution emissions follow behind the transportation and area source categories. 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.

Land use planning decisions need to incorporate air quality impacts as one of the decision making tools when making land use designations. Computer software exists to perform this activity (e.g., quantify and incorporate air quality impacts into land use planning decisions). Ensuring clean, healthy air for Clark County and preserving our scenic panoramas on hot summer days means it needs to be possible for citizens to perform their daily activities without ever turning on their gasoline powered motor vehicle. Once the citizen has made the decision to turn on their motor vehicle, a high percentage of the vehicle's air pollution emissions are emitted in those first few minutes of vehicle usage. Designing land use so that it is possible for residents to not have to turn on their motor vehicle needs to be a goal. A combination of walking, using a bicycle or riding a bus needs to be a convenient possibility for performing short shopping trips and getting from home to work. Similarly, integrating bus stops and schedules with the needs of major employers in the Downtown, east Clark County and eventually north Clark County areas is a key to minimizing air pollution emissions from the transportation sector. Ultimately, planning for a transportation system where bus stops also connect to light rail for transportation throughout the region is the single most important means to improve air quality in the county.

GOALS 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 area, such as a building limitation within a floodplain, may often offer some additional protection for other critical areas, such as wildlife habitat or wetland functions.

The following goals and policies reflect the county's interest in protecting the environmental quality of life in the county. Many, if not most, of the goals and policies stem from and are intended to complement federal and state mandates. The critical areas ordinances found in Title 40 of the Clark County Code derive from the goals and policies listed below.

Washington State Goals and Mandates

As noted earlier, the GMA requires the identification and protection of critical areas (RCW 36.70A.170 and 172). 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, habitat conservation areas, aquifer recharge areas and scenic areas. Mapped critical areas can be found in Figures 1-8. In addition, the GMA requires that jurisdictions give special attention to the preservation and enhancement of anadromous fisheries. Policies outlined below are designed to meet the requirements of the GMA.

4.1 County-wide Planning Policies

4.1.1 Urban growth areas shall be established consistent with the protection of the environment and the enhancement of the county'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.

4.1.2 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. These policies and regulations shall provide for the long-term viability of terrestrial habitat functions and natural watershed processes identified by scientifically-based assessment.

20-year Planning Policies

GOAL: Protect and conserve environmentally critical areas.

4.2 Policies

4.2.1 Clearly define and update maps of environmentally critical areas throughout the county and its cities, using federal, state or other accepted definitions where appropriate. Identify watershed processes on the maps and describe the reach-by-reach relationships among them. In particular, update Priority Habitat Species data as it becomes available from the Department of Wildlife or other sources.

4.2.2 Incorporate ways to respond to watershed processes and Priority Habitat Species data in local planning processes, such as SEPA review and the Habitat Conservation Ordinance.

4.2.3 Update regulatory and incentive programs for the protection and conservation of environmentally critical areas, including wildlife habitat areas, wetlands and shorelines, and the underlying watershed processes. Emphasis should be given to policies and standards to protect and conserve critical areas as larger blocks, corridors or interconnected areas rather than in isolated parcels.

4.2.4 Encourage consistency among Clark County and its cities regarding methods of critical area definition, mapping, mitigation strategies, and policy treatment.

4.2.5 Coordinate with other jurisdictions and agencies to protect environmentally critical lands, particularly ecosystems and watershed processes that span jurisdictional boundaries.

4.2.6 Facilitate public education and outreach programs explaining the variety of critical area and habitat resources that exist in Clark County and the benefits and opportunities for conservation, protection, and hazard mitigation.

4.2.7 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).

4.2.8 Protect groundwater and surface water as a resource for drinking water, commerce, recreation and for wildlife based on the following:

- minimize the amount of impervious area created by developments;
- promote the use of non-toxic pesticides and fertilizers;
- 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;
- provide stormwater management service as specified in the Capital Facilities and Utilities Element (Chapter 6) of the 20-Year Plan; and
- provide stream bank erosion control using biological engineering methods.

4.2.9 Reduce risk to life and property from hazards associated with development in geologically hazardous and floodplain areas by:

- prohibiting, discouraging, or mitigating development in areas of steep slopes or other areas with high potential for geological hazards;
- limiting the removal of vegetation during development in order to reduce storm runoff and erosion;
- requiring 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; and,
- continuing 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. Floodplain functions will be protected to the extent possible.

4.2.10 Encourage habitat protection that will provide a diverse and sustainable population of fish and wildlife.

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

4.2.12 Limit clearing of vegetation from stream banks, and restores the integrity of stream banks where degraded by development.

GOAL: Protect and recover endangered species within Clark County.

4.3 Policies

4.3.1 The county will update and implement the Habitat Conservation Ordinance (HCO) with regard to the preservation of state and federally listed fish and wildlife species and their habitats.

4.3.2 Consult with the WDFW when future land uses have a probable impact on listed species and their habitat.

4.3.3 In cooperation with WDFW, establish appropriate avoidance, minimization, and mitigation measures that functionally replace or improve affected species habitat.

GOAL: Protect, conserve, and recover salmonids within Clark County.

4.4 Policies

4.4.1 Salmonids cannot distinguish between urban and rural boundaries. Resource protections in both areas should be applied using scientifically based recovery strategies.

4.4.2 The county shall consider salmonids and their needs as defined by Best Available Science when siting and modifying county or municipal capital facilities.

4.4.3 Restore and maintain properly functioning ecosystem conditions for salmonids in all county waters. Embrace and implement recovery plans adopted by the National Marine Fisheries Service (NMFS) and the Lower Columbia Fish Recovery Board.

4.4.4 Consolidate regulations and the permitting process to achieve the salmon-friendly vision for the county, incorporating adaptive management principles.

4.4.5 Provide incentives for salmon-friendly development and land use activities, including the installation of culverts in rural sub-basins.

4.4.6 Restore streams and fish passageways in urban sub-basins and other appropriate watershed basins.

GOAL: Require sewer service within urban growth areas and discourage septic use.

4.5 Policies

4.5.1 Require regular inspections of existing on-site sewage disposal systems in wellhead protection areas.

4.5.2 Establish mandatory subsurface sewage disposal septic inspection/ maintenance programs for existing septic systems, particularly areas needing environmental health guarantees.

4.5.3 Wastewater treatment, in rural areas, shall be provided by individual on-site treatment systems or approved alternative sewage treatment technologies. Sewer lines shall not be extended except to correct existing health hazards and provided that other means for treatment, such as state approved alternative technologies, have been assessed and determined not to be feasible due to environmental constraints.

GOAL: Provide a long-range stormwater management program to minimize impacts from stormwater discharge from existing and new development.

4.6 Policies

4.6.1 Implement stormwater basin planning to effectively address stormwater management in developed and urbanizing areas.

4.6.2 Adopt stormwater standards substantially equivalent to those in the Washington DOE Stormwater Management Manual, and continue to monitor and update the stormwater control ordinance and related policies and standards to implement and enhance stormwater management.

4.6.3 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 streams, rivers, wetlands, and lakes.

4.6.4 Limit the removal of vegetation during development in order to reduce storm water run off and erosion.

4.6.5 Establish a coordinated approach with local jurisdictions to solve both surface water and groundwater issues.

GOAL: Protect and enhance the shorelines of Clark County.

4.7 Policies

4.7.1 Clark County's Shoreline Master Program shall be reevaluated for consistency with the Growth Management legislation and the county's 20-Year 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.

GOAL: Manage the parks and open space of Clark County consistent with protecting water quality and critical areas, and with enhancing the recovery of listed species.

4.8 Policies

4.8.1 County Parks will be managed to meet the compliance and recovery objectives as identified through the ESA process and the regional recovery plan.

GOAL: It is important for Clark County citizens' health and the community's economic development prospects to have the region achieve and maintain clean healthy air.

4.9 Policies

4.9.1 Clark County's air resource is to be managed to preserve and enhance air quality.

4.9.2 Land use planning needs to incorporate air quality impacts as an additional land use planning decision criteria.

GOAL: Minimize property damage from geological hazards and flooding.

4.10 Policies

4.10.1 Develop and implement a comprehensive Hazard Mitigation Plan as required by FEMA in order to meet the federal and state Disaster Recovery Act 2000.

4.10.2 Establish and coordinate a sustainable approach to natural hazard mitigation with all local jurisdictions on identified critical areas, open space and recreational lands to lessen or eliminate hazards before an emergency happens.

4.10.3 Provide incentives for hazard reduction development and land use techniques. Develop methods for leveraging state and federal competitive mitigation funds with local development fees.

GOAL: Clark County will conduct its operations in a manner that meets all NPDES and ESA requirements.

4.11 Policies

4.11.1 County operations shall be conducted to meet the requirements outlined in the National Pollutant Discharge Elimination System permit.

4.11.2 Clark County will adopt and comply with the Regional BMP manual.

GOAL: Clark County shall carry out its activities in a manner that can serve as an example of environmentally sustainable practices.

4.12 Policies

4.12.1 County resources and purchasing power will be used to the extent practicable to support environmentally sustainable business practices.

4.12.2 County activities shall be periodically reviewed and updated to reflect best management practices.

STRATEGIES

The following strategies are proposed as a means to achieve the goals and policies of the Environmental Element. These are a range of strategies that the county is considering and some of these should be implemented over time.

- Incentives should be developed that encourage open space, recreation, and protection of the natural environment.
- Evaluate a variety of funding sources and their feasibility for acquisition of land and other programs to implement the policies within the Environmental, Rural and Natural Resource Elements and to comply with regional salmon recovery goals and objectives.
- Develop and implement comprehensive stormwater management plans, including funding provisions, for all watersheds in the county that comply with recovery objectives.
- Develop a watershed protection implementation program that is salmon-friendly with the goals of resolving and preventing deterioration of all local water resources within identified watersheds. Develop watershed plans that recognize watershed processes and that address impacts to wildlife habitat. The program shall:
    - protect groundwater;
    - 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.
- Develop a protocol to identify natural watershed-wide processes, their inter-relationships reach by reach, and how they might be degraded by human activities. The protocol will be designed to associate the watershed processes with the various environmental mandates imposed by the state and federal governments on Clark County and the jurisdictions within it. The use of a standardized assessment protocol should streamline permitting, promote efficient monitoring and focus restoration and mitigation projects.
- Clearly articulate a long-term salmon-friendly vision for the future of the county. Update the Habitat Conservation Ordinance and other ordinances to meet salmon recovery goals. Update other regulations to encourage innovative solutions to achieve a salmon-friendly vision.
- Investigate the use of a Public Benefit Rating System of property taxation to encourage development, recording and implementation of Stewardship Plans on parcels essential to salmon recovery or other watershed processes.
- Develop measures county-wide to ensure erosion and sediment control for new development, re-development, and excavation projects.
- Adopt the use of land use planning software that analyzes air quality impacts of proposed land use actions.

CHAPTER 5

TRANSPORTATION ELEMENT

INTRODUCTION

The Transportation Element must balance the needs of businesses, neighborhoods, schools, freight, industry, retailers, property owners, parks, subdivisions, airports, and the environment. No single sector of the community should dominate 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 people and goods, instead of automobiles;
- limit roadway widening (especially in neighborhoods that are bisected by the arterial network);
- improve the pedestrian and bicycle non-motorized network;
- improve pedestrian and bike safety and mobility;
- establish funding priorities with respect to preservation, maintenance, mobility, and safety of transportation facilities;
- enhance access controls on the arterial system in order to improve mobility and safety;
- improve the coordination and working partnerships with other jurisdictions; and,
- enhance circulation and cross-circulation opportunities to reduce congestion on the arterial system.

By law, the Transportation Element must implement and be consistent with other elements of the 20-Year Plan. The policies and level-of-service (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 2) and Economic Development (Chapter 9) Elements as well as minimizing the environmental impact of transportation systems.

GMA REQUIREMENTS

The State of Washington's 1990 Growth Management Act (GMA) and amendments mandate 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);

- recognition of RCW 47.06.140 which defines transportation features and services of statewide significance, and state-adopted levels of service on roadway facilities;
- recognition and inclusion of highways of regional significance with a regionally designated level-of-service;
- adoption of level-of-service 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 three years of) development; and,
- internal consistency of all elements in the Comprehensive Plan, and particularly the Land Use and Transportation Elements.

PROCESS

The Transportation Element was developed from a number of cooperative transportation planning efforts in the county. The Community Framework Plan provides county-wide transportation policies to guide the county and its municipalities with the development of their comprehensive plans and transportation elements. The Metropolitan Transportation Plan for Clark County (Dec. 2002), prepared by the Southwest Washington Regional Transportation Council (RTC), provides the regional framework consistent with transportation planning in the Portland metropolitan region. RTC conducts transportation modeling for Clark County. The State Highway System Plan 2003-2022 (Feb. 2002) provides guidance on the planned improvements and funding available for those identified projects. Policies from other planning documents such as the Clark County Trails and Bikeway System Plan, December 1992, have been incorporated into this element. In addition, the county has 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.
- 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 level-of-service 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:

Transportation Facilities

This section contains an overall review of transportation facilities such as roads, transit, bikeway, aviation, etc. The review included the existing condition of the facilities, future expectations, and implementing/financial strategies to accommodate future growth. The final analysis, most importantly, outlines how the transportation element will be implemented once adopted and provide a system for ensuring concurrency.

Level-of-Service

Level-of-Service (LOS) standards for arterials set goals for the maximum amount of congestion tolerated on the roadway. LOS standards are used to identify existing and future deficiencies.

Concurrency

This section outlines the process the county will use to ensure sufficient infrastructure is in place within six years of development as required by the GMA. The county has opted to use a three-year standard

Policies and Strategies

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.

TRANSPORATION FACILITIES: ROADS

The GMA requires an inventory of existing conditions for specific modes of transportation (Figure 16). A description of transportation infrastructure, LOS standards, and concurrency are addressed in this section and in greater detail in Appendix A.

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 5.1 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 and the expected 20-year roadway cross-sections for each roadway in the county's jurisdiction is provided in the adopted Arterial Atlas. 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.[1]

[1] The county's Arterial Atlas classification system differs from the Federal Functional Classification system.

Table 5.1 Federal Functional Classification of Mileage of Clark County's Classified and Local Roads, 1993

TO BE UPDATED, 2004

- **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, SR-500, SR501- SR-502, and SR-503) serve large volumes of traffic between counties or regions.
- **Urban Principal Parkway Arterials** such as the Padden Parkway are the highest classification within the county's functional system. They carry high volumes of traffic through the urban area and between major activity centers of regional impact. Access is normally limited to intersections with other arterials. Direct land access is prohibited.
- **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 or NE 99th Street) 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 88th 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 do not contain bus routes.

- **Rural Major Arterials:** Rural major arterials consist of a connected rural network of continuous routes. They provide the highest degree of mobility, serve major centers of activity, and are the highest traffic volume corridors between suburban centers and larger communities. They may be portions of rural major collectors that warrant redesignation along sections of the roadway where there are conditions such as congested intersections with state highways or urban principal arterials or where safety conditions would be mitigated by additional roadway width or other design features. Land access should be limited to the lower classification roadway only. Portions of La Center Road and NE 72nd Avenue fit this designation.
- **Rural Major Collectors:** Rural major collectors (e.g. NW Hillhurst Road or NE 179th Street) are extensions of urban principal arterials and some urban minor arterials into rural areas.
- **Rural Minor Collectors:** Rural minor collectors (e.g. NE Kelly Road) are rural extensions of urban collectors and some urban minor arterials.

EXISTING TRAFFIC VOLUMES

Clark County has seen significant growth in traffic volumes in recent years as a result of socio-economic and demographic changes. Congestion at most intersections reflects the increases in traffic volumes on the roadway segments. Table 5.2 shows the change in traffic volume on state facilities.

Table 5.2 Changes in Traffic Volume 2000- 2023

	TO BE UPDATED, 2004		

EXISTING DEFICIENCIES

Some roadways and intersections do not meet the proposed LOS standards contained in this element. Where those deficiencies exist on the county's system, the county is committed to eventually correcting them.

County deficiencies are located on the following roadways:

- Salmon Creek area at NE 134th street and
- NE Andresen Road north of SR500 in the vicinity of Westfield Shopping Center at Vancouver.

Existing deficiencies are found predominantly on the major state highways in the Vancouver urban area on the following existing roadways:

- SR-500 in the vicinity of the Westfield Shopping Center at Vancouver and I-205 and
- East Mill Plain Boulevard near I-205.

The I-5 crossing over the Columbia River is currently operating at LOS E/F. 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 and I-205 bridges without expanding or replacing them (Figure 17).

Signalized Intersections

Several key intersections experienced poor levels of service in 2002, 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 that is designed to ensure that new development does not cause an intersection to exceed LOS standards or aggravate existing traffic problems.

TRAVEL DEMAND FORECASTING

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 2023. Base conditions for the 2023 analysis scenarios consist of; funded or committed transportation projects, 2023 population, and 2023 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 1990 and 2000, there was a 268 percent increase in population in Clark County while during the same time there was a 67.2 percent increase in both registered passenger cars and light trucks (which includes SUVs).

FUTURE DEFICIENCIES

Using capacity analysis and the adopted LOS standards, planning staff from RTC, Clark County, WSDOT, and cities identified future deficiencies in the regional transportation system based on the urban growth concept and an assumed roadway network for 2023. The assumed network is the existing network with improvements identified 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 Transportation Improvement Plan (TIP) is updated and adopted on an annual basis (Appendix A).

The Washington State Department of Transportation (WSDOT) is responsible for determining level-of-service on Highways of Statewide Significance. Analyses of the impacts of the Comprehensive Land Use Plan map indicate a significant increase in traffic volumes on Interstate 5, 205 and SR-14. An increase in northbound peak hour trips on Interstate 5 between Battle Ground and Ridgefield is the result of increased land designated for employment in the Ridgefield Junction area These impacts are identified to assist WSDOT in the preparation of the Washington State Multi-modal Transportation Plan, consistent with the requirements of applicable state law. Some of these impacts could be addressed with transportation system improvements that would be in excess of those currently identified in the state's plan. Table 5.3 below shows levels-of-service on Highways of Statewide Significance. Several assumptions are inherent in the data and are listed below.

Table 5.3 Levels of Service on State Highways and Highways of Statewide Significance in Clark County during PM Peak Hours in 2023

Table 5.3 Levels of Service 2023 Cont.

TO BE UPDATED, 2004

TRANSIT

C-TRAN is a publicly funded transportation system that serves the transportation needs 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 August 2003, C-TRAN operated approximately 160 vehicles on two rural, sixteen urban, and eight commuter bus routes as well as in its paratransit and vanpool programs. Services hours are generally from 5:30 AM to 9:30 PM on weekdays and 6:45 AM to 8:00 PM on Saturdays, and 8:00 AM to 7:00 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 Parkrose/Sumner Transit Center. These access points allow C-TRAN passengers to reach destinations in the Portland metropolitan area, including Portland International Airport. Almost 6.4 million fixed route passengers were served in 2002, traveling over 30 million passenger miles.

Alternative Transportation Services

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

- Paratransit: C-TRAN's paratransit bus service exceeds publication Americans with Disabilities Act requirements for Paratransit Service. C-VAN provides wheelchair accessible, curb-to-curb services in much of Clark County for elderly and disabled persons who cannot use fixed-route services.

- Vanpools: C-TRAN administers and promotes vanpools 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, Seventh Street in downtown Vancouver, and Fisher's Landing Transit Center in east county. C-TRAN also operates five park-and-ride lots providing over 1,000 parking spaces and direct access to express commuter services and local routes. A 1995 analysis projected demand for 3,000 park-and-ride spaces in the I-5 corridor and 2,300 spaces in the I-205 corridor by the year 2015. A new transit center on NE 99th Street and I-5 is scheduled to open in Fall 2004 providing 600 additional park-and-ride spaces. In addition, the agency is working with local and state jurisdictions to preserve or replace existing park and ride capacity near NE 134th Street given the possibility of future interchange improvements that could displace the existing 436-space Salmon Creek Park & Ride.

- Commute Trip Reduction (CTR): In cooperation with local jurisdictions, C-TRAN is providing a variety of support services to local employers required to meet state-legislated Commute Trip Reduction goals.

- Ridematching: C-TRAN has partnered with the City of Portland, Tri-Met, SMART and other public agencies in promoting the bi-state interactive carpool matching website, www.CarpoolMatchNW.org.

- Planning: C-TRAN continues to partner with regional jurisdictions and agencies in order to respond to projected travel demand in an efficient and cost-effective manner.

Future Conditions

In response to revenue reductions prompted by the passage of Initiative 695, substantial reductions of services were implemented in July 2000. These reductions included the elimination of some services, major reorganization of most of the urban service base, and a severe reduction in weekday service. Based on C-TRAN's 2003-2009 Transit Development Plan (TDP), it is anticipated that annual fixed route service hours will decrease more than 35 percent from 280,084 hours in 2003 to 183,576 hours in 2006 without additional funding revenues to make up for the loss of the Motor Vehicle Excise tax funding.

Future transit service will be shaped by funding capability and community demand. In order to identify the level of transit services the public is willing to support, C-TRAN is developing a 20-year Strategic Plan that will address transit resources, system efficiencies and the desired mix of services to meet the growing community demand for public transportation. This plan will incorporate local jurisdictional standards with transit-related

improvements. The final plan will contain both a six-year implementation program and a 20-year vision plan.

As part of the GMA implementation, a joint development review process has institutionalize C-TRAN's participation in the development review process for SEPA, land use, zoning, development permitting, and site plan review. The program applies to transportation corridors, major centers, secondary centers and other significant transportation linkages.

HIGH CAPACITY TRANSIT (HCT)

Starting prior to the adoption of the 1994 Comprehensive Plan and continuing until shortly after its adoption, regional and local jurisdictions from Oregon and Clark County, participated 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. That study was entitled, “South/North Corridor Study’. At the end of the Tier I, South/ North Alternatives Analysis Study, a light rail transit (LRT) system was identified as the high capacity transit mode of choice.

Light rail was chosen at that time 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.

Light rail service in the county would provide more convenient, reliable service for people traveling inside the 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.

A joint environmental review was conducted of the preferred alternative for an LRT alignment that would serve the Clark College area near Downtown Vancouver as its minimum operating segment. Extensions of the line either along the SR500 or the I-5 corridors were considered. The preferred alternative from that environmental analysis was packaged as a project and presented to the voters of the transit benefit district for consideration as an increase in the sales tax funding, in February 1995. That request for funding was defeated by the voters.

The most recent examination of this issue of high capacity transit and high capacity transit mode selection (LRT, buses, commuter rail) has been conducted through the

establishment of a citizen-elected official task force appointed jointly by the Governors of Washington (Gary Locke) and Oregon (then John Kitzhaber). The Task Force was appointed to examine options for addressing trade and transportation issues in the bi-state I-5 corridor from the Rose Garden area of Portland to the I-5/I-205 confluence in the Salmon Creek area of Clark County.

This citizen-business-elected official task force issued its recommendations for a strategic plan for this corridor in June 2002. In that list of recommendations is consideration for an LRT loop that would serve Clark County via the I-5, I-205 and either the Fourth Plain Boulevard/SR-500 corridors. For the most part, this proposed LRT loop is entirely within the existing city limits of Vancouver. 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.

HIGH SPEED RAIL

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 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:

- incrementally construct and modify a system between Everett and Portland, Oregon with a 150 mph or greater top speed by the year 2020;
- construct a system between Everett and Vancouver, BC; and,
- 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

Truck freight movement is essential to the continued economic vitality of Clark County. However, some of the by-products of increased truck traffic include, noise, vibration, pollution, etc., which may 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. WSDOT has designated all of its state roadways as truck routes and has few weight or height restrictions on these facilities. Freight mobility on Interstate 5 and Interstate 205 is especially important for through freight movements and are a critical link in north-south freight movements on the entire West Coast between Canada and Mexico. In addition, I-5 provides truck access to the Port of Vancouver and nearby industrial facilities. I-205 provides access for the high tech industries in east county for air shipments from Portland International Airport. 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 metropolitan region and the States of Washington and Oregon. 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. In addition, the long queues of traffic resulting from congestion on I-5 could block truck access to downtown Vancouver and the Port of Vancouver. 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 of a burden on the remaining truck route system.

The movement of goods by truck and rail was a significant area of interest in the technical work supporting the I-5 Transportation and Trade Partnership Strategic Plan. An examination of the I-5 corridor under projected 2020 peak traffic conditions with known, funded transportation improvements indicates that the value of truck delay will increase by 140% from $14.1 million in 2000 to $34 million in 2020. Assuming that all of the known, but unfunded, improvements could be in place by 2020, only reduces that increase in delay by 52%. The Strategic Plan calls for improvements to the transportation system to preserve the capacity of the corridor for freight movement.

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 and the I-5 Trade and Transportation Partnership Strategic Plan.

RAIL

Rail service in Clark County is operated by the Burlington Northern Santa Fe Railroad (BNSF), AMTRAK, the Union Pacific Railroad (UP), the Lewis and Clark Railway Company (LINC), and the Battle Ground, Yacolt, and Chelatchie Prairie Railroad Association (BYCX). These operators provide either passenger or freight service as described below.

- **Burlington Northern and Santa Fe Railroad (BNSF)** operates freight service 365 days a year in Clark County. All BNSF trains in Clark County are dispatched from Seattle. BNSF maintains and operates the Vancouver rail yard, 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 BNSF tracks can be accommodated by the Port of Vancouver, which maintains supplementary holding tracks. The BNSF Seattle/Vancouver line has two tracks, both in excellent condition, operating 75-80 trains daily in the corridor, consisting of BNSF, UPRR and Amtrak. The Vancouver to Spokane line is single track in excellent condition operating between 35 to 42 trains per day in the corridor. The Rye Branch is a short segment that diverges from the main line just north of 78th Street and runs from the mainline to Rye Yard off St John's Road. The track is in fair condition with tri-weekly service. This line was given to Clark County after the floods of 1996. The overall condition of BNSF's Clark County trackage is excellent. The speed limits on the BNSF mainline are not due to track condition, rather, at-grade crossings with arterial streets.
- **Clark County Railroad** is owned by the county but leased to two different outside operators; the Chelatchie Prairie Railroad (BYCX) and the Lewis and Clark Railroad (LINC). The 30-mile line extends from the BNSF mainline in north Vancouver, diagonally through the county 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. LINC serves freight customers on the "South Line" which is the line segment south of Battle Ground. Freight cargo deliveries of plasterboard, plastics, chemicals, and machinery are made to local industries. BYCX operates a passenger excursion program on the "North Line" which is north of Battle Ground. Special trips are made during the holiday season for Christmas trees.

- **AMTRAK** has an agreement with BNSF to operate passenger service on the freight carrier's rail lines. AMTRAK operates passenger and parcel service 365 days a year throughout Clark County. Twelve daily AMTRAK trains serve Vancouver. The Empire Builder travels between Seattle and Chicago via Portland, Oregon; the Coast Starlight travels between Seattle and Los Angeles, via Portland, Oregon; and the Cascades travels between Vancouver, BC and Eugene, OR. An average of 5,274 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 BNSF'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

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.

- **Port of Vancouver, USA**, created by Clark County taxpayers in 1912, is one of the major ports on the Pacific Coast. Located in the convenient hub of marine, rail, highway and air cargo transportation network, the Port of Vancouver currently has over 40 companies on port property. The port has over 1,000 acres of land available for expansion and development for heavy and light industry, manufacturing, distribution warehousing, research and business park uses.

- **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 34 industries, each of which employs between one and 170 people. The marina has moorage to accommodate 330 boats plus 25 additional slips for guests, two yacht clubs, and a boat launch. South of the industrial park is Capt. William Clark Park at Cottonwood Beach. The Port district also operates Grove Field Airport (described in the following section).
- **Port of Ridgefield** was incorporated in 1940 to provide economic development to the greater Ridgefield area. The district covers 110 square miles with boundaries the same as those of the Ridgefield School District. The Port operates the Lake River Industrial Site adjacent to downtown Ridgefield. This property covers 40 acres and includes a public boat launch as well as canoe and kayak launch. The Port owns parcels of land at the I-5/Pioneer Street interchange that are available for development. Parcels; 5.7, 3, and 2 acres are zoned light industrial and fully served with utilities and sewer. The Port also owns 30 acres within the Ridgefield UGA northeast of the I-5/Pioneer Street interchange that is available for development of industrial/office flex buildings.

AVIATION

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 (city, county, or port district) influence land use and usually are the airport operating authorities.

There are three publicly-owned and seventeen privately-owned airfields operating in Clark County. The publicly owned fields are Pearson, Grove, and Woodland. The privately-owned fields which are available for public use are Goheen and Fly for Fun.

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. 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 (cargo) service. Passenger airlines serving PDX include Air Canada, Alaska Airlines, America West, American, Continental, Delta, Frontier Hawaiian, Horizon, Lufthansa, Mexicana, Northwest, Skywest, Southwest, Sun Country, United and United Express. Cargo carriers serving PDX include Airborne, Air China, Kitty Hawk, AmeriFlight, BAX Global, Cargolux Airlines International, DHL Worldwide Express, Emery, Empire, Evergreen, Federal Express, and Korean Air.

An important example of an economic benefit that can be derived from airports is the ability to attract compatible land use developments (e.g., 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.

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 (county-wide) and in 1987 (Ridgefield Subarea Plan) and 1988 (South County Subarea Plan). The February 2000 Clark County Airport Advisory Task Force Report concluded that there are inadequate general aviation capacity in the county and protection and preservation of existing facilities is needed. They report also stresses the need for two-way dialog with the Port of Portland and Oregon Department of Transportation as Clark County depends economically on proximity to Oregon airports.

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, county ordinances were specifically amended to address

some of the identified concerns of the Task Force. Applicable federal and state laws affecting land use around airports have been followed.

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 20-Year Plan to include the general aviation airports when planning long-term transportation improvements.

BICYCLE AND PEDESTRIAN SYSTEM

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 is being placed on the design of roadways for bicycles. Clark County and other local jurisdictions have included bicycle and pedestrian elements in other plans 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. Bicycling is allowed on all state routes in the 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. On some facilities pedestrians and bicyclists must use the same paths creating potential conflicts.

C-TRAN began a Bike and Bus program in May of 1994. Easy-to-use bike racks are located on the front of all C-TRAN fixed route buses, accommodating up to two bicycles. In addition, bike racks or lockers are located at most park and ride facilities and transit centers.

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. The Task Force done this by giving priority to those projects that to meet the Americans with Disabilities Act (ADA) requirements, 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)

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 2005; 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 TDM programs and implementation measures. Typical TDM 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 2000s 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.

I-5 Transportation and Trade Partnership

This study examined the critical Interstate 5 corridor from the Rose Quarter area of Portland, Oregon to the junction of I-5 and I-205 in Clark County with a particular emphasis on the areas most influenced by the Columbia River crossing ("bridge influence area"). Among the recommendations from the bi-state citizen, business and elected official task force were several seeking greater system efficiency through demand and system management, including:

- Set final, acceptable, attainable and measurable targets for TDM/TSM in the I-5 corridor;
- As an interim measure, seek to increase the non-single occupant vehicle (non-SOV) share of cross-Columbian travel in the peak periods to 43 percent by 2020 from an existing estimate of 38 percent in 2000;
- As an interim measure, maintain mid-day average travel speeds in the I-5 corridor at 70% maximum posted limits to avoid peak spreading into the hours common to heavy truck movement;
- As an interim measure, reduce daily vehicle-miles-traveled (VMT) per capita for the urban areas of Clark, Multnomah, Clackamas and Washington Counties by 10 percent by 2020;
- As an interim measure, increase peak period travel reliability through the I-5 Corridor and major arterials by maintaining travel times for all vehicles;
- Increase commitment in the four-county region to TDM/TSM services by providing more funding to a range of TDM/TSM programs and projects;
- Increase support for transit services since additional transit service is the single most important investment necessary to achieve the TDM/TSM targets identified; and,
- Fund and conduct a regional TDM/TSM study and plan.

TRANSPORTATION SYSTEM MANAGEMENT

The term Transportation System Management (TSM) is applied to a wide range of transportation system improvements that tend to have low or no capital cost but address impediments to efficient operation of the transportation system. TSM measures can be applied on a spot or corridor basis. Clark County currently employs TSM measures to gain additional operational capacity on major arterial corridors. Active TSM measures in place include:

- corridor access management;
- channelization of traffic at intersections;
- traffic signal coordination; and,
- Intelligent Transportation System (ITS).

One of the most effective TSM measures is a program to address inappropriate land use access to arterial roadways. While new development is required to comply with the county transportation standards (CCC Chapter 40.350), existing land use on county arterials may have been permitted inappropriate access to those arterial roadways. The most efficacious approach to corridor-level access management is to address access issues when arterial capacity is expanded.

Another approach to TSM involves the identification of small capital improvements that can be demonstrated to add significantly to the capacity of an arterial. For example, at

an intersection having a shared through and left-turn lane the traffic signal must be timed to separate that approach from the approach facing it (to allow for free flow of the left-turning traffic). The necessity of splitting that phase of the traffic signal timing creates an inefficiency, which could be removed if a separate left-turn lane is constructed.

A third approach, which is most applicable to high-volume roadways (e.g., Interstates and parkway arterials), is to provide incident management services in a single or series of corridors to address traffic management during incidents (e.g., vehicle collisions, breakdowns) so that such incidents are cleared quickly. Washington State Department of Transportation has a program to provide incident management patrols for the higher-volume state highways (I-5, I-205, SR-14).

Clark County uses traffic signal coordination systems to improve the operational efficiency of the regional transportation system in the following corridors:

- NE 134th Street (I-205 NB off-ramp to approximately NW 11thAvenue)
- NE 99th Street (NE Hazel Dell Avenue to Highway 99)
- NE 78th Street (NW 9th Avenue to NE St. Johns Road)
- Padden Parkway (NE Ward Road/NE 162nd intersection to NE 137th Avenue)
- NE Ward Road (NE 78th Street to NE 76th Street)[2]
- NE Fourth Plain Road (NE 102nd Avenue to the shopping center entrance signal at approximately NE 114th Avenue)
- NE Highway 99 (several separate systems – NE 129th Street to NE 134th Street, NE 117th Street to NE 88th Street, NE 78th Street to NE Ross Road in the City of Vancouver)
- NE 20th Avenue (NE 134th Street to NE 139th Street)
- NE Andresen Road (NR 58th Street to NE 88th Street)[3]

The unsignalized intersection LOS methodology is not used as criteria to install signals. Underutilized intersections must meet legal signal warrants (volume, safety, and operating criteria) before a signal can be installed. Indiscriminate installations of traffic signals can actually increase accidents as well as add unnecessary expense.

Traffic signal coordination is part of a broader regionally coordinated ITS program called Vancouver Area Smart Trek (VAST). The VAST program was initiated in 1999 through a partnership of transportation agencies including the Southwest Washington Regional Transportation Council, Clark County, the cities of Vancouver and Camas, ODOT, WSDOT and C-TRAN to coordinate, plan and fund ITS projects. ITS uses real time information to integrate and manage road traffic, transit, ramp meters, traffic signals and to manage incidents for more efficient performance. The components of the VAST Program include communications infrastructure, traveler information, incident management, transportation management, transit priority, transit operation and management. The VAST Implementation Plan is a twenty-year prioritized project list. The short term projects include interconnected and adaptive signal control, freeway cameras and roadway detection, variable message signs, a traveler information system, and a traffic management center.

Clark County does not program transportation funds explicitly for TSM projects but is called upon annually by citizens to address perceived transportation deficiencies (e.g.,

[2] The NE Ward Road system hardware exists but the system in not operational as of July 2002. This signal coordination system could be extended along NE 76th Street to the west to NE 137th Avenue and along NE 162nd Avenue).
[3] This system will eventually extend along the Padden Parkway from the SB I-205 off-ramp signal to the west end of the parkway at NE 53rd Avenue/NE 78th Street).

requests for traffic control). Public Works staff is also called upon to submit suggestions for operational improvements to the roadway system based on their experiences on those roads. Many of the projects and actions that result from these suggestions and requests fall into the category of TSM.

LEVEL-OF-SERVICE

Level-of-service standards represents 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, travel speeds, 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 for local arterials and for highways of regional significance. The standards are used to identify deficient facilities and services in the existing transportation system. Highways of statewide significance (RCW 47.06.140) have a level-of-service set by the state.

LOS Definitions

Level-of-service standards can be based on a segment of a roadway or an intersection. The following tables describe level-of-service standards as defined by the Highway Capacity Manual: Special Report 209, Third Edition (Transportation Research Board, 1998). Clark County does not use this level-of-service definition, but it is shown here for reference. The Average travel speeds are shown with their corresponding level-of-service designation, (e.g. LOS A, B, C, etc) in Table 5.4 – Table 5.7.

Table 5.4 Type I Urban Arterials, roadway segment average travel speed

LOS CLASS	A	B	C	D	E	F
AVG TRAVEL SPEED (MPH)	≥42	≥34	≥27	≥21	≥16	< 16

Table 5.5 Type II Urban Arterials, roadway segment average travel speed

LOS CLASS	A	B	C	D	E	F
AVG TRAVEL SPEED (MPH)	≥35	≥28	≥22	≥17	≥13	< 13

Table 5.6 Level-of-Service Criteria for Signalized Intersections

LOS CLASS	A	B	C	D	E	F
CONTROL DELAY PER VEHICLE (SECONDS)	≤10	> 10 & ≤ 20	> 20 & ≤ 35	> 35 & ≤ 55	> 55 & ≤ 80	> 80

Table 5.7 Level-of-Service Criteria for Unsignalized Intersections

LOS CLASS	A	B	C	D	E	F
CONTROL DELAY PER VEHICLE (SECONDS)	≤10	> 10 & ≤ 15	> 15 & ≤ 25	> 25 & ≤ 35	> 35 & ≤ 50	> 50

Level-of-service standards for transit are also required as part of the GMA planning process. The recommended LOS indicators for transit service are shown in Table 5.8.

Table 5.8 C-TRAN LOS Indicators

SERVICE CLASSIFICATION	PLANNING INDICATORS							SUPPORTING FACTORS	
	PERSONS PER SQUARE MILE (POP. + EMP.)	PEAK/ NON-PEAK HEADWAYS	BUS STOP SPACING	ACCESSIBILITY	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	Not applicable	NA	1.0	1.15	M-F, peak	Specialized employer needs	Commute trip reduction; parking mgmt.
C-VAN (DISABLED)	Policy	As needed	Not applicable	NA	1.0	NA	7 days, 12-16 hours/day	Elderly and handicapped	NA

[1] *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

Clark County Level-of-Service Standards

Clark County level-of-service standards are applied at both the corridor and intersection level of analysis. The concurrency ordinance identifies specific, designated arterial corridors. Level-of-service on these corridors are defined in the concurrency ordinance according to roadway type, location and function.

In addition, intersections within designated corridors will be subject to additional level-of-service standards. Intersections which exceed these standards may fail independent of an entire corridor. The level-of-service on highways of statewide significance (HSS) is set by the Washington State Department of Transportation. Level-of-service for regional HSS are determined by RTC.

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 county-wide system allows consistency throughout the region, and also permits a smoother transition during annexations.

The GMA requires that each jurisdiction demonstrate that they can pay for proposed improvement projects from reasonably available funding sources. 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 capital facilities plan is comprised of projects necessary to maintain the defined standards through 20-years of growth.

CONCURRENCY

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 certain transportation facilities to decline below the standards adopted under the 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 adopted concurrency ordinance. The county has adopted a higher three-year funding standard for concurrency.

Concurrency policies are applied to local arterials identified in the capital facilities plan and to highways of regional significance (state-owned facilities not designated as HSS). Highways of statewide significance are exempt from local policies. 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 designated corridors along identified arterials and their intersections on the regional system, except for facilities of statewide significance or intersections with facilities of statewide significance. In addition, all intersections of regional significance will also be subject to concurrency testing. Implementation of concurrency monitoring in the county and with local jurisdictions consists of the following strategies:

- LOS is monitored in an established database that includes all intersections within the concurrency management system. Traffic counts will be updated at least every three years. Estimates will be prepared for other years;
- The regional model and other traffic simulation models are used to estimate LOS for roadway segments. A traffic data collection program has been established for roadway segments;
- A tracking system is in place to monitor development applications for "used capacity." Reserved capacity for new development is based on approved applications; and.
- Incorporate the use of the proactive concurrency tools identified in the TCSP study.

Balancing Concurrency and Growth Management Study and the Transportation Concurrency and Growth Management Study (TCSP) was funded by a Federal Highway Administration grant. The study determined how the transportation concurrency regulations are helping the county meet growth management goals, and to identify appropriate changes to the program. The study focused on two areas of improvements; 1) programmatic improvements to assure that short term transportation system development leads to long term transportation and land use goals of the fifty-year vision; and, 2) policy options to be implemented through the concurrency ordinance to encourage appropriate development patterns.

Relationship to the Comprehensive Plan

The TCSP study is already providing guidance on how transportation modeling, funding, and planning can be improved. This will provide better data and tools with which to proceed in updating the Comprehensive Plan. There may also be new policy directions exploring increased transit use or allocating road capacity to job-creating land uses. These may be implemented in an update to the Concurrency Ordinance.

GOALS AND POLICIES

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 county-wide. Urban policies only apply to areas within adopted urban growth areas (UGAs) and are supplemental to any city policies. Rural policies apply to all areas outside adopted UGAs.

5.0 County-wide Planning Policies

5.0.1 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:

- 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 transportation demand management;
- encourages energy efficiency;
- recognizes financial constraints; and,
- minimizes environmental impacts of the transportation systems development, operation and maintenance.

5.0.2 Regional and bi-state transportation facilities shall be planned for within the context of county-wide and bi-state air, land and water resources.

5.0.3 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.

5.0.4 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.

5.0.5 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.

5.0.6 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.

5.0.7 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.

5.0.8 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.

5.0.9 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; theses agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility of goods and people.

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

Regional Implementation Policies

GOAL: Develop a regionally-coordinated transportation system that supports and is consistent with the adopted land use plan.

5.1 Policies

System Development

5.1.1 The capital facilities plans, concurrency strategies, and impact fee programs within each UGA should be jointly undertaken with the city and reviewed for regional consistency by the Southwest Washington Regional Transportation Council.

5.1.2 Long range land use and transportation plans shall be coordinated with high capacity transit plans.

5.1.3 When county Road Projects are designed or transportation improvements are proposed through the development review process, the design of those transportation facilities should be consistent with the current adopted Arterial Atlas, Concurrency Management System and Metropolitan Transportation Plan.

5.1.4 LOS standards for the regional arterial system and transit routes should direct growth to urban centers.

5.1.5 The county shall provide opportunity for full and fair participation by all communities in the transportation decision-making process.

Implementation Strategies

- Prepare interagency agreements that allow for intergovernmental development review.
- Prepare interagency agreements that provide for the transfer of transportation project management and funding during annexation.
- 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.
- Establish and promote scenic highway corridors.

GOAL: Develop a multi-modal transportation system.

5.2 Policies

5.2.1 Roadway improvements which provide for additional capacity for the automobile shall also include design accommodations for alternative travel modes.

5.2.2 Transit related options, including high capacity transit, shall be encouraged in order to reduce congestion and to improve and maintain air quality.

5.2.3 The regional public transportation system shall serve the needs of those with transportation disadvantages in accordance with adopted service standards. The county, C-TRAN and local agencies shall maintain specialized transportation services and facilities to meet the requirements of the Americans with Disabilities Act.

5.2.4 The county will support new and 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.

5.2.5 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.

5.2.6 Priority will be given to right-of-way acquisition for the non-motorized routes recommended in the adopted Clark County Trails and Bikeway System Plan. Developer contributions will be required where appropriate.

5.2.7 A safe and secure walkway network shall be established within urban areas and rural centers.

Implementation Strategies

- Integrate the regional public transit system with other modes of transportation including auto, rideshare, bicycle, and pedestrian travel.
- Develop infrastructure to interface with inter-city bus, rail, and airline facilities.
- 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.

- Provide rural collector level connections from rural centers to major multimodal transportation corridors and park-and-ride facilities.
- Support public transportation connections to the rural centers and encourage efficient service between rural cities, towns and centers and urban centers.
- Ensure that alternative transportation modes such as pathways, sidewalks, bus stops, and bike lanes are provided for in subdivisions and other land developments.
- Incorporate adequate checklists into the development and project review process to ensure that accessibility for the elderly and physically challenged is provided, through the construction of curb cuts and ramps, designation of parking spaces, etc.
- Participate in any new airport site selection process led by the Ports, Washington State Department of Transportation Aviation Division or other governmental entity.

GOAL: Optimize and preserve the investment in the transportation system.

5.3 Policies

5.3.1 Development projects shall adhere to minimum access spacing standards along arterial and collector streets to preserve the capacity of the transportation system. The county shall also work with the state to ensure that minimum access spacing standards for state highways are maintained.

5.3.2 The efficiency of the county's transportation system shall be optimized through the use of Transportation System Management strategies such as signal interconnection systems, signal coordination and synchronization, and other signal improvements where appropriate.

5.3.3 The county shall extend the life of existing roadways through a timely maintenance and preservation program.

5.3.4 The county will support and promote a Transportation Demand Management program to reduce the peak hour travel demand from single occupant motor vehicles.

5.3.5 The local street system shall be interconnected to eliminate the need to use collector or arterial streets for internal local trips.

5.3.6 The county will protect the public's investments in existing and planned freeway and separated grade interchanges.

Implementation Strategies

- Install medians where feasible on arterial roadways that have inappropriate levels of land access as defined in the County Transportation Standards.
- Discourage the construction of cul-de-sacs and other forms of dead-end streets especially those without pedestrian and bicycle linkages. Require new development to provide for street/pedestrian connectivity where practicable considering environmental and other constraints. Existing unconnected streets should be retrofitted to provide bicycle and pedestrian linkages.
- Preservation program priorities will be established using the Pavement Management System.
- Truck access shall be restricted where gross weight will adversely impact the structural integrity of streets.
- Incorporate ITS where possible within urban growth areas when it is cost-efficient and will result in achieving county transportation goals.
- Require private developments to access collector and local access streets, versus direct access to the arterials. Encourage consolidation of access in developing commercial and high density residential areas through shared use driveways, interconnected parking lots and local access streets that intersect with arterials.
- Use transportation, land use and other measures to maintain or reduce vehicle miles traveled and peak hour trips by single occupant vehicles.
- Maintain the county railroad right-of-way as an industrial-commercial-tourist-recreational resource.
- Identify and map interchange areas of influence and adopt an Interchange Area Overlay District that includes design standards specific to these areas.
- Adopt additional criteria for plan map amendments in the Interchange Area Overlay District that require proponents to replace all of the capacity used by an increase in peak hour trips through the interchange.
- Provide consideration for the provision of family-wage employment in review of proposed plan map amendments within the Interchange Area Overlay District.

GOAL: Ensure mobility throughout the transportation system.

5.4 Policies

5.4.1 The county arterial system shall be planned in general conformance with nationally-accepted arterial spacing standards.

5.4.2 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.

5.4.3 The Concurrency Management System shall be structured to support growth in areas where transit and alternative travel modes are available and to support the county's economic development strategy.

5.4.4 Transportation System Management strategies should be analyzed and employed before adding a general purpose lane to any regional roadway.

Implementation Strategies

- Complete regional corridors and address corridor bottlenecks.
- Allocate or reserve corridor capacity for land uses likely to produce family wage jobs.
- Reduce corridor speed and intersection delay standards where transit is available at 15 minute headways during peak hours.
- Provide for reduced trip rate calculations for transit supportive development.
- Emphasize transit and ridesharing in the design and construction of all transportation facilities through the implementation of transportation system management techniques (signal timing, signal prioritization) and transit-only and high occupancy vehicle lanes.
- Continually test for changes in concurrency due to major development projects.
- Incorporate a "no-build" analysis into the design process for all transportation projects that would add general purpose lanes.

GOAL: Provide a safe transportation system

5.5 Policies

5.5.1 High safety standards will be maintained for motorists, pedestrians and bicyclists through the development, design and capital improvement process.

5.5.2 Pedestrian safety shall be given priority in the design and capital facilities planning process.

5.5.3 Interim safety improvements should be implemented where a significant safety problem has been identified and the financing is not yet available for full improvements in conformance with adopted design standards.

5.5.4 Intersections between rail and other transportation modes should be grade separated where possible, except at intermodal transfer points.

Implementation Strategies

- A street maintenance program shall be developed by the county for non-motorized transportation.
- Develop interagency agreements on sharing services to ensure that all shoulders and/or designated bike lanes are maintained in a safe condition.
- Priority shall be given to sidewalk construction projects in transit corridors, near school facilities and major activity centers.

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

5.6 Policies

5.6.1 Priorities for programming and financing transportation improvements that reflect adopted transportation policies shall be adopted in coordination with other jurisdictions and agencies.

5.6.2 The prioritization process should be flexible to allow staff to maximize use of outside funding sources.

5.6.3 A high priority shall be given to transportation improvements supporting economic development, particularly in high-ranking Focused Public Investment Areas.

5.6.4 A portion of road funds shall be dedicated to sidewalk and bicycle facilities consistent with state law.

Implementation Strategies

- 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.
- Consider implementation of a rural traffic impact fee to offset impacts to urban corridors.
- Cooperatively work with local municipalities and the Regional Transportation Council to develop an integrated Transportation Improvement Program process to maximize the resources for the region.
- Establish funding guidelines and priorities for distribution of transportation funding among competing needs (e.g. economic development, Focused Public Investment Areas, maintenance, preservation, pedestrian safety, mobility, etc.).
- Pursue acquiring advance right-of-way for planned transportation improvements.
- Leverage local funding with innovative and aggressive finance strategies including public/private partnerships, grant development, efficient debt and fee-based funding sources including tolls, congestion pricing and other local options.

STRATEGIES

Financial Analysis

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 the imposition of 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 and has amended that program in 1994 and 2001 to address increasing improvement costs. The financial analysis consists of four parts:

- Review existing transportation funding sources and forecast revenues through 2009 (six-year horizon), based on existing trends;
- Review annual expenditures for streets and project expenditures through 2009, based on existing trends;
- Prepare estimated costs for transportation improvement projects; and,
- Compare revenue and expenditure projections, estimated capital improvement costs and identify potential shortfalls 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 five general sources:

- general county revenue (e.g., property tax);
- Public Works Trust Fund loans;
- local improvement district bonds;
- impact Fees adopted by the BOCC in August 2001; and,
- distribution 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 and subject to return to the developer if not spent within 6 years. 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 federal funding sources now allows 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. Loans from the Public Works Trust Fund can be used to balance or buffer variations in grant funding.

Revenue Perspective

The revenue estimates for road capital facilities is based on historic trends for several revenue sources including road fund property tax, road fund gas tax, TIF revenues, and annual grant funding. The Revenue Perspective document, which outlines the assumptions used to develop the forecast, is included as a supporting document to this Plan. Table 5.9 presents the 20-year revenue and expenditure forecasts.

Projected Expenditures

Long-range capital improvements to the county's transportation system and their estimated costs are included in the Capital Facilities Plan. 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.

Comparison of Need and Revenues

The summary presented above addresses the revenues required to maintain level-of-service on local facilities. Improvements to highways of regional significance are addressed in the Metropolitan Transportation Improvement Program reviewed biannually by the Regional Transportation Council and are financially constrained. Improvements to highways of statewide significance are detailed in the Washington State Department of Transportation Highway System Plan which includes a description of both financially constrained and unconstrained planned improvements. Both documents, the regional MTP and the State Highway System Plan are incorporated herein by reference. The needs identified on the local system are consistent with the financially constrained portions of both the state and regional plans, as identified in the Capital Facilities Plan.

Table 5.9 Capital Revenues and Expenditures
20-Year Projection

	Year 2003 Dollars
REVENUE	$467,000,000
EXPENDITURE	$459,000,000
BALANCE*	**$8,000,000**

**The identified balance should be considered essentially zero.*

CHAPTER 6

CAPITAL FACILITIES AND UTILITIES ELEMENT

INTRODUCTION

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 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:

- 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,
- policies regarding the provision of these services. The policies provide direction in three areas:
    - ensuring the overall provision of needed facilities and services by public or private agencies;
    - 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,
    - 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 Battle Ground, 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

- 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 each 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

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.

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, Camas, Evergreen S.D.	Washougal, Camas 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	City	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, 2003-2009

SERVICE OR UTILITY	MAJOR CAPITAL PROJECTS	ESTIMATED COST	FUNDING SOURCES
WATER	Well source and conservation projects	$ 51million	• Systems charges • Contributed capital
SEWER	Treatment plant and interceptor system expansions	$ 59.3 million	• Revenue bond sale
STORM DRAINAGE	Develop regional drainage facilities, complete drainage basin studies	$ 9.3 million	• Future Drainage Utility (or similar mechanism) and systems development charges • Existing drainage fund
SCHOOLS	Land acquisition and construction of new schools, expansion of existing facilities, remodeled and replaced facilities	$ 474.6 million	• Bond levies • Impact fees, where applicable
FIRE PROTECTION[1]	Land acquisition, construction, remodel of stations, and purchase of vehicles	$ 7.1 million	• Bonds • Dedicated tax revenue
LAW ENFORCEMENT/ CORRECTIONS	Expansion of detention facilities, construction of new administrative bldg.	$ 83.8 million	• General Obligation Bonds • REET • Grants
SOLID WASTE AND RECYCLING	Land acquisition and construction of new compost facility		• User fees • State grants
GOVERNMENT BUILDINGS	Completed administrative space and expanded facilities	$ 41 million	• Bonds financed through REET

1= Includes all Fire Districts except the cities of Vancouver, Camas and Yacolt

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. 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. Water supply development must consider the needs of threatened and endangered species. The majority of water users in the county are served by public water suppliers. The county does not own or operate public water systems. In the urban areas of Clark County, public water is provided by the cities of Battle Ground, Camas, Ridgefield, Vancouver, Washougal, and Clark Public Utilities (CPU), a publicly owned utility which serves unincorporated areas of the county and the City of La Center's and town of Yacolt water systems. The city water districts tend to be larger than current city boundaries, with the exception of 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 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 1999 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 Water System Comprehensive Plans.

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 aquifers. 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 33 production wells throughout the county, with an average total pumping capacity of approximately 22,000 gallons per minute. To ensure readily available water supplies, CPU also maintains 26 reservoirs comprising a total storage capacity of 11.6 million gallons. Water is distributed to the CPU system users through approximately 600 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 42 booster pump stations and 31 pressure reduction valves. CPU currently has 3 emergency interconnections or interties; 2 with the City of Battle Ground and 1 with the City of Vancouver.

Clark Public Utilities projected future needs and funding sources are summarized in Table 6.3.

Table 6.3 Clark Public Utilities Capital Facilities Plan, 2003-2009

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCE
PROJECT TYPE : 21 - GENERAL PLAN	$4,054,275	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 53 - RES & BOOSTERS	8,858,800	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 54 - MAIN EXT/UPGRADES	22,405,603	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 56 - SOURCE OF SUPPLY	14,621,310	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE: : 58 – MTRS/MTR INSTALLATION	1,134,486	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
TOTAL	$51,072,474		

Source: Clark Public Utilities Water System Plan

Clark Public Utilities is funded by users fees and system development charges. 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 2023 are estimated at $149,080,374. 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 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 county-wide population target of 517,741 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 Clark County Department of Health. 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 each water provider's Water System Comprehensive Plans and 20-Year Capital Facility Plans.)

The collective water provisions of the individual city and outside agency capital facilities plans are consistent with the Land Use Element of the 20-Year 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 20-Year Plan. Rural water provision is provided by individual or group private wells, subject to the review of the Clark County Department of Health.

Within unincorporated Urban Growth Areas other than Vancouver UGA the 20-Year 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 service ability is made. Provision for lands within corporate limits is 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. The City Department of Public Works reviewed the proposed county land use designations and the 2023 county-wide population projection of 517,741 and concluded that projected population in the Vancouver service area can be served by the central facilities listed within the city's 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, 202nd Avenue to the east and NE 99th 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 more than 36 square miles and serves approximately 20,000 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. 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. The district contracts 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 Comprehensive General Sewer Plan, March 2001. 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 Comprehensive General Sewer Plan, March 2001. The Hazel Dell Sewer District has reviewed the adopted county land use designations 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, 2003-2009

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCE
EXISTING SERVICE AREA: TRIBUTARY TO SALMON CREEK TREATMENT PLANT	$7,000,000	Line extensions to serve new and existing development	Contributed capital, ULID, and capital improvement fund
BASIN TRIBUTARY TO VANCOUVER WESTSIDE TREATMENT PLANT	$100,000	Minor line extensions	Contributed capital and capital improvement fund
TOTAL	$7,100,000		

Source: Hazel Dell District Comprehensive General Sewer Plan, March 2001.

The Salmon Creek facility processes sewage in six basic stages. Incoming wastewater is screened to remove large debris and then de-gritted to remove sand particles. The wastewater is then directed to large settling basins called primary clarifiers where solids are removed by gravity. The flow is then sent through aeration basins where air and microbes are added to consume the remaining pollutants. Following aeration, flow is sent to secondary clarifiers where the microbes are removed by gravity. The wastewater is then disinfected with an ultraviolet light process and discharged to the Columbia River.

The operation and discharge from the plant is regulated by the Washington Department of Ecology (DOE). DOE is currently in the process of updating the discharge permit for the plant to recognize capacity constructed in the most recent plant expansion. This permit update will authorize the facility to process an average of 10.3 MGD of sewage during the peak month of the year.

Sustained growth patterns and expansion of the service area tributary to the Salmon Creek facility dictated by current county growth management planning efforts has increased demands on the Salmon Creek Facility and related infrastructure, necessitating further capacity expansion and upgrades in order to meet GMA concurrency requirements and public health and safety needs. The county is currently planning for the next expansion of the facility to be completed by 2008 and providing a peak month capacity of 16.0 MGD. These improvements will be primarily financed by the sale of revenue bonds, with payment on the bond 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 and pump stations leading to the treatment plant as part of the next expansion program. These improvements to the regional wastewater conveyance system are also required to serve existing and future demand from growth. Table 6.5 lists the projected 6 year capital improvements required for the county treatment plant and regional conveyance system.

Table 6.5 Clark County Capital Facilities Plan for Sewage Treatment System, 2003-2009

PROJECT	ESTIMATED COST	REASON FOR NEED	FUNDING SOURCE
EXPANSION OF SALMON CREEK TREATMENT PLANT: EXPANSION OF SALMON CREEK FACILITY TO 16.0 MGD	$29.1 Million	Concurrency item; maintain adequate treatment capacity for additional growth	Revenue Bond sale
REGIONAL CONVEYANCE SYSTEM IMPROVEMENTS -GRAVITY INTERCEPTOR -PUMP STATION -PRESSURE MAIN -OUTFALL LINE	 $9.6 million $7.4 million $6.7 million $6.5 million	Concurrency item; maintain adequate conveyance capacity for additional growth	Revenue Bond sale
TOTAL	$59.3 million		

Source: Clark County Environmental Services Division

Unincorporated rural Clark County is served by individual private septic systems. Since 1974 the installation of on-site septics has been regulated by the Clark County Department of Health. The Health Department 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 20-Year 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 20-Year Plan. Rural sewer provision is provided by individual private septic systems, subject to the review of the Clark County Department of Health.

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.

INDIRECT CONCURRENCY SERVICES

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 the have not been identified by the GMA as critical facilities to be applied using direct concurrency standards as is the case with roads, sewer and water facilities.

Storm Drainage

Unmanaged stormwater 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.

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 the county or individual cities. The U.S. government and the State of Washington, through legislation or administrative actions, greatly influence how the county and its cities are required to regulate and manage storm drainage.

In 1999 Clark County received a Municipal Storm Sewer System permit through the National Pollutant Discharge Elimination System (NPDES). This is issued by the State of Washington Department of Ecology under the authority of the Clean Water Act. This requires the county to take certain actions to preserve and protect the beneficial uses of the water bodies of Clark County. These include planning and constructing capital improvements such as stormwater treatment facilities to remove pollutants from the storm runoff from impervious surfaces such as streets, parking lots and roofs. It also requires the county to require developers to construct stormwater management facilities to reduce and treat runoff from the developed sites.

In order to fund these activities, Clark County has established a stormwater user fee of $33.00/year per housing unit or equivalent. This produces roughly $1,000,000/year for stormwater capital construction as well as funding for such activities as education, enhanced maintenance, and water quality monitoring. The Clean Water Program (CWP) of Public works has initiated construction of capital facilities to meet the NPDES requirements. Due to legal challenges to the fee, it may not be possible to use bonding and other forms of funding leverage to extend the impact of the available funds. As a result, it is anticipated that funded construction activities will be roughly $1,000,000/year in the near future.

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 currently owns and operates an estimated 35 regional water quality collection facilities which serve more than one development each and owns or maintains about 440 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 2000 Clark 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.

It is anticipated that the stormwater mitigation for private development will continue to be financed by the development community, though opportunities will be sought to achieve private-public partnerships where feasible. Public construction will mitigate its stormwater impacts as part of the project funding, such as the road fund. The remaining need is for retrofit where there is need for mitigation of cumulative impacts that result from prior urbanization that may not have been fully controlled through onsite measures.

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.

Clark County plans, designs, and constructs storm water drainage and water quality facilities through a capital program funded by the county's clean water fee. Several parties have challenged the county's clean water fee as to its legality. If the fee survives the legal challenges, the county could mount a more aggressive capital facilities plan by either bonding the fee revenue or by obtaining low-interest loans. (Readers interested in storm water provisions for individual cities within Clark County should refer to the respective city's comprehensive plan.)

Table 6.6 Summary of Clark County's Six-Year Storm water Capital Needs

PROJECTS	EXPECTED EXPENDITURES	EXPECTED REVENUE
ON-GOING CAPITAL PROGRAMS	$2,400,000	
CAPITAL PROJECTS	$6,200,000	
JOINT WSDOT PROJECTS	$600,000	
SUPPORT EXPENDITURES	$600,000	
CLEAN WATER FEE AVAILABLE FOR CAPITAL PROJECTS		$9,300,000
TOTAL		$9,300,000

Source: Clark County Water quality Division

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.

Educational services to elementary, junior and high school students in Clark County are provided by nine different schools districts, which are operated and funded independently of county or municipal government. Depending on district eligibility, some districts pay for a portion of the costs of capital facilities with funds 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. 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. School districts also are cautious not to overbuild permanent buildings since the average lifespan of a school is fifty years and growth may significantly increase and decline during that time. For these reasons, "portable" or "temporary" classrooms are common 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.

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 - Vancouver campus (WSU). Pursuant to an adopted Master Plan, WSU continues to develop the Salmon Creek area campus. 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	21 K-5	9,886	6[1] 6-8	5,191	6[2] 9-12	6,792	9
EVERGREEN GRADE LEVEL	20 K-5	11,118	6 6-8	5,560	4 9-12	7,049	7
BATTLE GROUND GRADE LEVEL	6 K-4	4,102	5 5-8	3,390	5[3] 9-12	4,406	6
CAMAS GRADE LEVEL	5 K-6	2,333	1 7-9	1,041	1[4] 10-12	925	3
RIDGEFIELD GRADE LEVEL	2 K-6	902	1 7-8	309	1 9-12	602	4
WASHOUGAL GRADE LEVEL	3 K-5	1,124	2 6-8	654	2 9-12	867	2
HOCKINSON GRADE LEVEL	2 K-2, 3-5	940	1 6-9	613	1[5]	77	2
LA CENTER GRADE LEVEL *6TH GRADE MISSING*	2 K-1, 2-5	520	1 6-8	313	1 9-12	502	3
GREEN MOUNTAIN GRADE LEVEL	1 K-8						

[1] *Includes 5 standard middle schools, and Fir Grove Children's Center, a combined elementary/middle/high special educational school (actual student enrollments are counted in their respective categories).*

[2] *Includes 5 standard high schools, and Vancouver School of Arts and Academics, a combined middle/high school (actual student enrollments are counted in their respective categories).*

[3] *Includes one alternative high schools, one high school magnate, and one K-12 alternative program (actual student enrollments are counted in their respective categories).*

[4] *Camas School District is finishing construction on a new high school that will be open in the fall of 2003. Students at the existing high school and ninth graders that are attending classes at the middle school will attend the new high school in the fall. The existing high school will become a second middle school.*

[5] *Hockinson School District is finishing construction on its first high school. Ninth and tenth graders in the district will be attending classes in the new high school in the fall of 2003.*

Table 6.8 Combined School Districts Capital Facilities Plan, 2003-2009

SCHOOL DISTRICT	NUMBER OF ADDITIONS OR EXPANSIONS/REMODELS			ESTIMATED COSTS IN MILLIONS	FUND SOURCE	
	ELEMENTARY	MIDDLE/ JUNIOR	SENIOR	6-YEAR EXPANSION	SECURED	UNSECURED
VANCOUVER	7 exp 2 exp 2 new	1 new	1 rem[6]	$116.9	Bond and State Match $87.5m	State Match, Bonds, Impact Fees $29.4m
EVERGREEN	3 new and two property	1 new and one property	1 new and one property	$123.8m	Bond, State Match, and Impact Fees$97.6m	State Match, Bond and Impact Fees $26.2m
BATTLE GROUND	2 new	2 new	1 exp[7] 1 new[8]	$89.3[9]	Impact Fees $.2m	Bond $51.2m, State Match $33.8[4], Imp. Fees $.2[5]
CAMAS	1 new[10]	1 rem[11]	1 new[12]	$55.5m	Bond $43m;State Match $8.3m; Impact Fees $.1m	State Match, Bonds, Impact Fees $4.1m
RIDGEFIELD		1 rem	1 new	$31.2m	Impact Fees $.3m	Bond $26.0, State Match $4.9[4] Impact Fees $.6[5]
WASHOUGAL	1 new			$12.8m	Impact Fees $1.1m	State Match, Bond, and Impact Fees $11.7m
HOCKINSON	1 exp	1 exp	1 new [13]	$22.2	Bond and State Match $22m	State Match, Bond, Impact Fees $.2m
LA CENTER	2 exp	1 exp	1 exp	$22.5m[14]	Bond $12.8m State Match $6.8m Impact Fees $.1m	Impact Fees, grants or donations $2.8m
GREEN MT.	1 exp			.4m		

Source: Preston/Gates/Ellis, Clark County School Districts Capital Facilities Plan
Exp= Expansions, Rem =Remodel, Rep=Replaced, M=Million, For more specific information, see each School District's Individual Capital Facilities Plan.

[4] *The State's release of matching funds will not exceed the actual need.*
[5] *Projection based on development pattern assumptions; may decline if the number of new building permits decreases.*
[6] *The Vancouver School of Arts & Academics, a combined middle/high school.*
[7] *Battle Ground School District may add a new high school auditorium.*
[8] *Alternative high school.*
[9] *Includes $4.8m for the cost of portables.*
[10] *If grades are not reconfigured, Camas School District will build an elementary school. If grades are reconfigured, the District will expand the high school.*
[11] *Camas High School converted to middle school.*
[12] *Camas School District is finishing construction on a new high school that will be open in the fall of 2003. Students at the existing high school and ninth graders that are attending classes at the middle school, will attend the new high school in the fall. The existing high school will become a second middle school.*
[13] *Hockinson School District is finishing construction on its first high school. Ninth and tenth graders in the district will be attending classes in the new high school in the fall of 2003*
[14] *Includes other District – wide improvements, such as modernization of the K-8 Multipurpose Building, and relocation of the maintenance and bus facility.*

Parks

Chapter 7, Parks, Recreation, and Open Space provides a complete overview of the Clark County system. Additional information representing the priority capital projects for the Clark County Parks and Recreation Division are presented in the Clark County Parks Master Plan, 2000.

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, all 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 were once the more rural sections of the county. Virtually every fire district has experienced some urban type growth without adequate increases in funding to compensate for increasing customer demands. Annexation by cities further erodes Fire District revenues. This impacts the districts' ability to deliver basis services. Fire districts within or adjacent to urban areas have changed their service delivery to reflect the need to protect a growth community whose residents desire urban levels of service.

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 Clark 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 2008 are listed in Table 6.9.

Table 6.9 Fire Protection Estimated Capital Expenditures by Fire District, 2003-2008

FIRE DISTRICT	PROJECTS	COST	PROJECTED FINANCING SOURCES
F #1 *(WASHOUGAL AREA)*	1 new vehicle and related equipment	$375,000	General bonds and/or dedicated tax revenues
F #3 *(BRUSH PRAIRIE AREA)*	2 remodel; 4 new vehicles	$1,300,000	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 and SEPA Fees
FD #12* (RIDGEFIELD AREA)	1 new building	$3,200,000	Same as above
FD #13 *(YACOLT AREA)*			Same as above

*Source: Clark County Fire Districts and Fire Departments, August 2003. * Fire District #14 merged into District #12.*

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. The primary law enforcement facilities used by the 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 (CRESA and a leased facility for the Child Abuse Intervention Center (CAIC). These last three (3) agencies (Task Force, CRESA 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. Table 6.10 provides the Sheriff's summary capital facilities plan.

Table 6.10 Summary of Sheriff's Capital Facilities Plan

CAPITAL FACILITY	DESCRIPTION	COST (millions,2004 dollars)	FUNDING
Jail Expansion	500 bed maximum security facility with administrative offices, office for Property and Evidence and parking	$80.0	Bonds, levy
Central Precinct Replacement	8,600 sq. ft. building, space for public meetings and parking. Joint project with Public Works	$1.8	Bonds, road fund
Marine Patrol Facilities Replacement	1,300 sq. ft. boathouse and 720 sq. ft boat storage garage	$0.09	General fund
Jail/Records Management Replacement	Building remodel/expansion to house inmate and criminal records, related information	$2.0	Information Technology Reserve Funds
Total		$83.89	

Demand for law enforcement services is directly related to the population and employment for the area. Most of the growth in the 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.

Solid Waste Disposal

Solid waste collection and recycling operations in the county and its associated cities are conducted almost entirely by private contractors. Within the unincorporated portions of the county these services are conducted by one private company 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, 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 West Van Materials Recovery Center (West Van) 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.

Currently, curbside collection of a variety of recyclable materials is provided to residents at varying service levels within all of the cities and the urban and non-urban areas of unincorporated Clark County. Recyclable materials collected through county/city curbside collection programs are delivered and processed at the West Van facility.

Residential curbside collection of yard debris is also provided at varying service levels in the cities of Vancouver, Battle Ground, Camas, Washougal and the urban areas of unincorporated Clark County. Yard debris collected in the county is currently either composted in relatively low cost open windrows at one of several yard debris composters in the Clark County/Portland Metro area or used as a source of fuel in industrial burners.

Two fixed household hazardous waste collection facilities are located at the CTR and West Van facilities. Another facility is at Burlington Environmental Services in Washougal. These facilities are open to the public and accept household hazardous waste from county residents at no charge.

The county has recently updated the Clark County Comprehensive Solid Waste Management Plan. This plan is used to establish management strategies for the handling, utilization and disposal of solid waste. It identifies waste reduction, source-separated recycling, and waste separation programs as priority management tools. The updated Plan includes recommendations to: 1) expand the solid waste system to include an east county transfer station for transportation and cost efficiencies; 2) focus on the diversion and recovery of food waste and composting of this waste; 3) continue to rely on the private sector to fund and finance such capital improvement projects; and 4) discourage local (in-county) landfills.

The Clark County Comprehensive Solid Waste Management Plan states that "population centers in the eastern part of the county are located at least 18 miles from the two existing transfer station" and that an objective of establishing a third transfer station in the area of Washougal-Camas is contemplated. The existing long-term contract with CRC includes a provision for them to develop a new transfer station in eastern Clark County. It is anticipated that the new station would improve convenience for some residents and businesses and that diversion of east county wastes to a new facility would free up some capacity at the two existing facilities. In 2003, discussions are underway between Clark County, east county host communities, and CRC about the new facility.

Public Safety Communications

The county, through CRESA, researched a public safety communications upgrade county-wide for many years. 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 system. Over a two-year period, an 800 MHz trunked radio system, purchased from Motorola Communications and Electronics was installed. The system is a Clark County owned proprietary system that is compatible with the Portland, Washington County, and future Clackamas County, Oregon systems.

General Government Buildings

Clark County presently owns or rents 3 buildings comprising almost 28,021 square feet of total floor space, as indicated in Table 6.11. All but 2,670 square feet is used for various types of storage and warehousing. The rest of the space used by Clark County is county owned as outlined in Table 6.11.

Population growth projected through 2023 may require additional space for office, court rooms, detention, maintenance and storage uses. The three (3) highest priority needs are for detention space through expansion and remodel of the Juvenile Detention Center and special detention needs.

Table 6.11 Existing County Buildings

COUNTY OWNED - COUNTY OCCUPIED		OTHER OWNED - COUNTY OCCUPIED	
BUILDING	SQUARE FT	BUILDING	SQUARE FT
1408 FRANKLIN	24,953		
911 EMERGENCY SERVICES CENTER	18,000		
78TH STREET OFFICES	48,464		
CENTER FOR DEATH INVESTIGATION	6,100	MULLIGAN BUILDING	11,351
CLARK COUNTY COURTHOUSE	82,022		
CORRECTION CENTER	165,970		
FRANKLIN COURT	25,000		
GENERAL SERVICES BUILDING	16,000		
JUVENILE	47,350	EAST PRECINCT	2,670
MABRY	3,360	FACILITIES WAREHOUSE	4,000
TASK FORCE HEADQUARTERS	4,100		
TRIPLEX	2,460		
PSC BLD	158,000	SHERIFF'S EVIDENCE	10,000
149TH STREET / CENTRAL PRECINCT	2,200		
TOTAL	603,979	TOTAL	28,021

Juvenile Detention

Clark County has recently completed construction of 80 new beds in a $10 million addition to the existing Juvenile Facility. The current facility is located on a block in downtown Vancouver bordered by 12th street, Franklin street, Esther street and 11th street.

Adult Detention

Clark County has recently completed construction of 400 new work release beds in an $11 million dollar work release center located on Lower River Road.

Administration Space

Clark County has recently completed construction of 158,560 square feet of new administration space. The new Public Services Building and adjoining 510 space parking garage were completed in December of 2002. The $41 million dollar campus improvement project is still currently underway with the remodel of the Clark County Courthouse located south of the PSC and the Franklin Center.

Clark County Exposition Center

The "Clark County Exposition Center" is a facility that the county is constructing. The projected cost of the facility, including soft costs, is estimated to be $18.9 million. It will be paid for, on temporary basis, by the issuance of a BAN (bond anticipation note) scheduled for March, 2004. Permanent financing will be accomplished through the issuance of bonds in 6 to 18 months thereafter. Identified sources of revenue to pay the debt service related to the project include:

- Amphitheater rent
- Leasehold excise tax from the amphitheater lease
- Lodging tax revenue
- PFD (public facilities district) sales tax revenue
- Net operating income from the exposition center
- Revenue repaid to the County PFD from the City PFD on the downtown conference center project.

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

Electric service throughout Clark County is provided by Clark Public Utilities (CPU), a customer-owned public utility district. About half of the power the utility sells its customers is generated at the River Road Generating Plant, a combined-cycle combustion turbine that uses natural gas to produce electricity. The remaining power supply is purchased, mainly from the Bonneville Power Administration, a federal agency that markets power generated at federal dams in the Pacific Northwest.

Clark Public Utilities has invested about $500 million in its electric system. The system consists of more than 100 miles of high-voltage transmission lines (69,000 and 115,000 volts), 47 substations, three switching stations and about 6,000 miles of overhead and underground distribution lines. The facilities serve about 162,000 customers. The utility

has administrative offices in its Electric Center, 1200 Fort Vancouver Way, Vancouver. Engineering and operations functions are located at the Ed Fischer Operations Center, 8600 N.E. 117 Avenue. These facilities are located primarily in the urban area of the county. Most of the rural area is served with minor facilities.

The utility routinely reviews the county's growth plans and coordinate the construction of new electrical facilities with those plans. Major electrical facilities are in place to serve existing utility customers, however additional substations, transmission lines and distribution facilities will be required to meet the needs of new customers. It should be noted that state law requires utilities to provide electricity to all who request it.

The utility believes it has adequate supplies of electricity to meet anticipated customer demands. Utility officials routinely prepare projections of future demand for electricity, and review available supplies. When projections show that demand for electricity will exceed the available supply, the utility will conduct extensive evaluations of the available options. The major options are to build additional electrical generating capacity, purchase additional supplies of electricity, or expand electricity conservation programs to reduce demand for power. Any one or a combination of the options could be selected.

Natural Gas

Granted its service territory by the Washington Utilities and Transportation Commission, Northwest Natural Gas is the sole purveyor of natural gas in Clark County. The company serves about 50,000 residential, commercial and industrial gas customers in the county. Its customer base has grown rapidly over the past 10 years, reflecting a strong preference by builders for natural gas heating in new homes as the county's residential population increases.

Northwest Natural Gas receives its supply from Northwest Pipeline, which owns and operates more than 7,000 miles of interstate pipelines, including lines in the county. Northwest Pipeline's current and future need is to keep its pipeline corridors accessible for maintenance.

Despite recent fluctuations in energy prices, as the local distribution company of natural gas, Northwest Natural anticipates continued strong growth in customer additions in Clark County and is planning for future infrastructure construction and maintenance to serve the expected need. Additional distribution lines will be constructed on an as-needed basis in accordance with local, state and federal regulations and codes covering land use and safety issues.

Public safety has been the number-one consideration in the siting and construction of new pipelines, as reflected by natural gas' superior safety record in the pipeline industry. The growth of new development and housing subdivisions in the county to be served by natural gas will only increase the need for stringent adherence to safety and maintenance standards for the building and operation of transmission and distribution lines

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 and have fostered a competitive industry. Three local telecommunication companies provide service to Clark County residents.

The three telephone companies serving the Clark County area are Qwest Communications (Qwest), General Telephone (GTE), and Lewis River Telephone Company and are rapidly integrating fiber optic cable into their current systems. All major cities in the Qwest service area 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 Qwest 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 Qwest 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 District (FVRLD) serves an area of approximately 4,200 square miles and nearly 383,000 people in four counties. The district is diverse in its service requirements, ranging from rural bookmobile service to the depth and breath of services provided at Vancouver Community Library, the district's main library.

Currently, the district provides a total of 69,400 square feet of library space in eight branches serving Clark County, which translates into a ratio of .2 square feet per capita. FVRLD also coordinates with the City of Camas Library. There are various measurements used to establish library service standards. One of the key indicators of service is based on the ratio of public library space per capita. In 1996, FVRL had a capital plan study completed by The BJSS Group (study was updated in 1999) that used an existing desired standard of .5 square feet per capita for the district. The following Table 6.12 is a list of existing FVRL library space serving Clark County.

Table 6.12 Ft. Vancouver Libraries

Ft. Vancouver Community Library	Square Footage
Vancouver	36,000
Vancouver Mall	7,200
Cascade Park Community Library	2,500
Three Creeks Community Library	13,000
Ridgefield	2,055
Washougal Community	2,400
Battle Ground Community	3,870
Woodland Community	2,375
Total	69,400 sf

Source: FVRL Capital Facilities Plan

The 20-year capital facilities plan for library services in Clark County defines an urban service model and a rural service model. If funded, this plan would increase the current 69,400 total square feet to a projected 215,500 square feet by the year 2020, to serve about 465,000 residents and result in a service area ratio of approximately .46 square feet per capita, slightly less than the .5 square foot previous benchmark. The implementation of a comprehensive 20-year capital plan designed to meet anticipated growth for the county would include the development of the following new or expanded facilities shown in Table 6.13.

Table 6.13 Ft. Vancouver Library 20-Year Capital Plan

Library Expansion	Increased Square Footage	Estimated Cost
Expanded Vancouver Main Library	92,000	$34,500,000
New Evergreen Community	25,000	$9,000,000
New Vancouver Mall/Orchards Community	25,000	$8,750,000
New Hazel Dell Community	15,000	$5,250,000
New NE Community	25,000	$8,750,000
Complete La Center Community	2,500	$875,000
New Battle Ground Community	15,000	$5,250,000
Expanded Ridgefield Community	5,000	$1,750,000
Expanded Washougal Community	5,000	$1,750,000
New Woodland Community	6,000	$2,100,000
Total Branch	215,000	$77,975,000
District Operations Center	50,000	5,000,000
Total FVRL	265,500	$82,975,000

Source: FVRL Capital Facilities Plan

GOALS AND POLICIES

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 County-wide 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.

6.0 County-wide Planning Policies

6.0.1 The county, State, municipalities and special districts shall work together to develop realistic levels of service for urban governmental services.

6.0.2 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.

6.0.3 Public facilities and services shall be planned so that service provision maximizes efficiency and cost effectiveness and ensures concurrency.

6.0.4 The county, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.

6.0.5 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.

6.0.6 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.

6.0.7 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.

6.0.8 General and special purpose districts should consider the establishment of impact fees as a method of financing public facilities required to support new development.

6.0.9 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.

6.0.10 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.

6.0.11 When siting state and regional public facilities, the county and each municipality shall consider land use compatibility, economic and environmental impacts and public need.

6.0.12 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.

6.0.13 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.

6.0.14 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.

6.0.15 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.

6.0.16 Public utility services shall be planned so that service provision maximizes efficiency and cost effectiveness and ensures concurrency.

6.0.17 The county, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.

6.0.18 Establish a stormwater treatment plan for existing and future developments that complies with salmon recovery objectives.

20 Year Plan Policies

GOAL: 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.

6.1 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 ongoing basis to ensure that consistency with county capital facility and land use plans is maintained.

GOAL: Provide water service to all households minimizing environmental impacts and, at least, long-term public cost.

6.2 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 Clark County Department of Health.

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):

- Direct or satellite service by the water utility designated by the CWSP to serve the area.
- Interim or permanent service by an adjacent water utility. CWSP service area designations shall be adjusted if permanent service is arranged.
- Satellite service on an interim basis by CPU, if the development to be served is located outside CPUs service territory.
- 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: Provide sewer service within urban growth areas efficiently and at least public cost.

6.3 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 Clark County Health Department (CCHD). Installation approvals for new septic systems shall include agreements for mandatory future monitoring unless waived by the CCHD.

6.3.5 Require regular inspections of existing on-site sewage disposal systems in wellhead protection areas.

6.3.6 Work with the CCHD to support efforts to establish mandatory subsurface 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: Provide a long-range stormwater management program to minimize impacts from stormwater discharge from existing and new development.

6.4 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 county-wide 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 Establish a coordinated approach with local jurisdictions to solve both surface water and groundwater.

6.4.7 Clark County shall monitor and update the stormwater control ordinance and related policies and standards to implement and enhance stormwater management.

GOAL: Coordinate with individual school districts to ensure that school sites and facilities are constructed to meet the educational needs of county residents.

6.5 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:

- School sites within the urban reserve area shall be located as close to the urban growth boundary as possible, preferably within 1/4 mile.
- 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.
- The school district shall demonstrate that transportation facilities serving the site are adequate to support site generated traffic, including buses.
- 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 Work cooperatively with school districts to facilitate permitting of new facilities and modernization of older facilities through clear regulations, effective on-site and off-site improvements, team approaches, and information on county processes.

6.5.5 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.

6.5.6 Provide for the use of School Impact Fees as a funding source for school capital facilities.

6.5.7 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: Provide police, fire and emergency medical services efficiently and cost effectively to residents of Clark County.

6.6 Policies

6.6.1 Encourage interjurisdictional cooperation among law enforcement and corrections agencies to continue to further develop, where practicable, shared service and facility use.

6.6.2 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.

6.6.3 Encourage development of community benchmarks and program performance measures to monitor outcomes from public safety efforts.

6.6.4 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.

6.6.5 Provide for regular fire and building inspections.

6.6.6 Continue to provide for animal control services.

6.6.7 Encourage resource allocation decisions based on achievement of outcomes rather than simply workload or output measures.

6.6.8 Provide for comprehensive origin and cause and complete incendiary and arson fire investigation across jurisdictional and regional boundaries.

6.6.9 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.

6.6.10 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.

6.6.11 Identify funding mechanisms with inter jurisdictional participation and cooperation to support regionally delivered programs.

6.6.12 Identify and implement comprehensive emergency management plans for all service providers consistent with the elements of the Comprehensive Plan.

GOAL: Provide solid waste services efficiently and cost-effectively to residents of Clark County.

6.7 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: Facilitate the provision of electricity, natural gas and other services to the residents of Clark County.

6.8 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: 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.

6.9 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 6.13.

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: 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.

6.10 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.

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:

- it is necessary to remedy threats to public health or safety; or,
- 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,
- there is a need to permit urban service extension to a non-residential development that conforms to the 20-Year Plan, and serves the public health, safety, and welfare.

Table 6.14 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.

STRATEGIES

- 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

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 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

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.

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 (e.g., 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.

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.

System Development Charges: May be used for storm water control and treatment facilities. Authorized under RCW 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."
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

PARKS, RECREATION AND OPEN SPACE ELEMENT

"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

Overview

Clark County adopted its first Comprehensive Parks and Recreation Plan in 1965, with updates in 1975, 1981, 1987 and 2000. Now, the plan is being updated again, in coordination with the Growth Management Act (GMA).

The Comprehensive Regional Park, Recreation, and Open Space Plan (Regional Parks Plan) and the Vancouver Urban Parks, Recreation, and Open Space Plan (Urban Parks Plan) are the county's blueprints for acquiring, developing and maintaining parks, trails, recreation facilities and open space, and to guide the provision of recreation services and programs. The Regional Parks Plan and the Urban Parks Plan are separately adopted plans required as part of the criteria for funding through the Washington State Interagency Committee for Outdoor Recreation. The goals and policies from each plan have been consolidated and incorporated into this plan. The Regional Parks Plan and the Urban Parks Plan are incorporated herein by reference.

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. The Regional Parks Plan and Urban Parks Plan lay 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;
- Identifying funding sources 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 Parks & Recreation Advisory Commission and Board of County Commissioners to establish specific policies for the Parks and Recreation Department.

While the 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 creates transportation impacts from regional, national and international travelers.

This plan addresses issues related to other elements of the 20-Year 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

As discussed below several methods were used to solicit public comment concerning the update of the Park, Recreation and Open Space Element of the plan.

Parks and Recreation Surveys

Random-sample, telephone surveys were conducted for the Regional Parks Plan and the Urban Parks Plan; 400 and 600 residents, respectively, were surveyed. Ninety-two percent of those surveyed indicated that park and recreational services are either important or 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. Purchasing land now to be set-aside for future park and recreation development was supported by eighty-five percent. With regard to urban park development, seventy-nine percent favored developing sites within five years of acquisition.

Parks & Recreation Advisory Commission

The Parks & Recreation Advisory Commission, 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 & Recreation Advisory Commission reviews all major policy issues faced by the Parks and Recreation Department.

Past Planning Efforts

1992 Clark County Trails & Bikeway System Plan

The county-wide trails and bikeway plan was prepared under the guidance of and with input from a 15-member task force of private and public agencies and interested citizens. Task force membership included representatives from bicycle, walking, and equestrian clubs, and providers of trails on public lands, including the US Fish & Wildlife Service, US Forest Service, and Washington Departments of Fisheries, Wildlife, Transportation, and Natural Resources. Additional information was gathered during two series of public workshops.

1992 Clark County Open Space Commission Final Report

The 14-member Clark County Open Space Commission was organized in November 1989 to prepare an open space plan for the county. Following three years of work, which included a citizen survey in June 1991, the commission issued its final report in August 1992. The commission's report has served as the primary guide in planning and acquiring the growing system of open space, greenways, and habitat areas throughout Clark County. The Clark County Open Space Commission Final Report is incorporated by reference.

1998 Clark County Sports Field Master Plan

The Clark County Sports Field Master Plan was published in January 1997. It was developed under the guidance of two community-based committees. A 16-member citizen task force represented user groups. It was composed of representatives of baseball, softball, soccer, and football at the adult, teen, and youth levels. Invitations to participate were sent to 42 leagues. A 13-member administrative task force represented sport field providers. It included members from cities, schools, and the county.

Other Public Meetings

Public meetings were held to address park, open space and recreation issues. The Parks and Recreation Department hosted five community meetings during spring 2000 to elicit input for the Regional Parks Plan. Additionally, fourteen meetings and a live, call-in CVTV discussion were hosted to gather input for the Urban Parks Plan in summer 2001.

2001 Open Space Commission

In September 2001, an 18-member citizen advisory committee was formed to prepare an acquisition plan and consider the feasibility of utilizing the conservation REET as a funding source. The plan identifies a series of high priority areas throughout the county for expending conservation area funds should such funds become available.

EXISTING PARK AND OPEN SPACE FACILITIES IN CLARK COUNTY

The Vancouver-Clark Parks and Recreation Department owns and manages approximately 6,875 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.

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 Department.)

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. Clark County owns and manages the following park system within the urban area (Table 7.1).

Table 7.1 Clark County Urban Park System (Unincorporated area of VUGA only)

TYPE OF PARK FACILITY	NUMBER OF FACILITIES	ACREAGE TOTAL
NEIGHBORHOOD	29	186.6 acres for neighborhood
COMMUNITY	12	315.7 acres for community
URBAN OPEN SPACE	10	81.6 acres
JOINT SCHOOL/PARK	18	103 acres

Neighborhood Parks

Neighborhood parks are intended to serve residential areas within walking distance (1/3- to ½-mile radius) of the park site. The minimum 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. 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 necessary 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 an 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.

Urban Park Standards

The 20-Year Plan identifies a combined acquisition 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

- All neighborhood and community parks to Level II development[1]

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 1,000 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.

County-wide Regional Facilities

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 5,007 acres of park and open space land that provide service to all county residents and these parks and open space lands include 8 regional parks totaling 1,640 acres, 7 special facilities totaling 416 acres, over 2,900 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).

[1] Neighborhood park development in the unincorporated urban area will occur with annexation, incorporation, or establishment of special park district.

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 one 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) that the Open Space Commission Report identifies four categories of conservation, greenway, and open space lands. Each category includes lands that provide multiple benefits and high functional value.

- River systems and associated flood plains, which provide low-intensity recreation, natural vegetation, shore-lines, 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 Department 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 county-wide 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:

- 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.
- Local trails, whose function is to provide access from neighborhoods to regional multi-use trails or bike lanes.
- 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.
- Semi-primitive trails, which are intended for rural or forest settings, where a more dispersed level of use provides for a more natural experience.
- Bike lanes and pedestrian walkways, which are located on city, county, and state road rights-of-way.

Wildlife Habitat

Wildlife habitat is composed of land, water, vegetation, and other natural resources necessary to support fish and wildlife populations. Clark County has used several methods to map and/or designate its highest priority habitat and critical/sensitive lands (e.g., high-quality wetlands). These include the Clark County Open Space Commission Report, GMA critical lands designations, Washington State Priority Habitat and Species Program, Washington Conservation Commission Fish Distribution Maps and Limiting Factors Analyses, and Lower Columbia Steelhead Conservation Initiative. While these programs utilized different methodologies to identify high-priority wildlife habitat, the results produce similar or complementary findings and lead to consistent preservation priorities.

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 however, the site must be large enough to accommodate the specific use.

Regional Park Standards

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

- 18% 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 trailheads with provisions for auto parking, consistent signage and interpretive markers and educational information. Public need and available funding shall guide acquisition and development (see Table 7.2). 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

Table 7.2 Clark County Regional Park System

Regional Parks	Current Acres	Current Deficit	Relative to Standard
Acquisition	2,300	1,070	7.75ac/1000
Development	417	190	12.4% developed

***Based on 2000 park inventory*

OTHER AGENCY FACILITIES

Federal, state, and other local agencies own and manage park, recreation and open space lands as well. Table 7.3 provides a summary of these lands and ownership. (A more detailed description is provided in the Regional Park, Recreation, and Open Space Plan.)

Table 7.3 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	209
US FISH AND WILDLIFE SERVICE	6,123
WASHINGTON DEPT. OF FISH AND WILDLIFE	2,815
WASHINGTON DEPT. OF NATIONAL RESOURCES	60,000
WASHINGTON STATE PARKS AND RECREATION COMMISSION	1,044
VANCOUVER-CLARK PARKS & RECREATION	5,007
CITY OF CAMAS	192
CITY OF WASHOUGAL	78
CITY OF BATTLE GROUND	18
CITY OF RIDGEFIELD	38
TOWN OF LA CENTER	12
TOWN OF YACOLT	1
TOTAL	76,717

Source: Vancouver/Clark County Parks and Recreation Department

School Districts

There are eleven public school districts in Clark County. These schools provide a variety of recreational facilities, including tennis courts, soccer, baseball and football fields, tracks, basketball courts, and children's play equipment. Residents frequently use school facilities. 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 Regional 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 Regional Parks Plan and the Urban Parks Plan provide the inventory, needs assessment, and project lists for the Vancouver urban area park 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 demands 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. Park properties and facilities managed by other agencies, where appropriate, 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 6-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. District acquisition priorities were prepared based on public input, and draft maps were prepared showing district priorities. The Urban Parks Plan and Section VI of this plan describe the 20-year and 6-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 are 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 access 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 Regional Parks Plan. Using the 10 acre per 1,000 people standard, an existing deficit of approximately 190 acres of regional parks was identified. Next, potential park sites were selected through a public process of evaluating 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. The Regional Parks 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 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 conducted a special trails study in 1992, which included an assessment of the need for trails. With input from the County Open Space Commission Report and with additional work sessions with the Parks & Recreation Advisory Commission 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 Regional Parks 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

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 compiled from the Regional Parks Plan and the Urban Parks 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 county will continue to plan for urban parks, in cooperation with cities, in unincorporated urban areas. As a provider of county-wide 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.

7.0 County-wide Planning Policies

7.0.1 The county and each municipality shall identify open space corridors, riparian areas, 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.

Urban Parks

GOAL: ***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.***

7.1 Policies

Acquisition

7.1.1 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.

7.1.2 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 urban park standard.

7.1.3 The county shall identify open space corridors and areas, which 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 and water quality. Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with high quality examples contained within parks or greenbelts.

7.1.4 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.

7.1.5 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.

7.1.6 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:

- Encourage the acquisition of neighborhood parks; and,
- 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.

7.1.7 The Vancouver-Clark Parks and Recreation Department 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.

7.1.8 The county will assist citizens to meet their urban park need through Local Park Improvement Districts established and managed by citizens.

Development and Maintenance

7.1.9 The county will improve undeveloped neighborhood 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 develop community parks with a youth sports component. Further urban park development will rely on future annexations, incorporation, or the establishment of special park districts.

7.1.10 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 and approved jointly by county, city and park district.

7.1.11 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.

Regional Parks and Special Facilities

GOAL: ***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.***

7.2 Policies

Acquisition

7.2.1 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.

7.2.2 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.

7.2.3 Evaluate whether the a donation is identified as a priority in the Regional Parks, Recreation, and Open Space Plan, the Trail and Bikeway System Plan, the Open Space Commission Report, drainage and/or water quality plans, or other public plans, and if the proposed donation would further the goals of these plans.

7.2.4 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 by conducting an assessment of overall costs and benefits of the proposed donation.

7.2.5 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.

7.2.6 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.

7.2.7 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 Regional Park, Recreation, and Open Space Plan.

7.2.8 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

7.2.9 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.

7.2.10 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.

7.2.11 Overall planning and assessment of sports field needs in Clark County shall be provided, which will include an update of field inventories and evaluations every five years and a listing of priority improvements needed at each field site.

7.2.12 The county should join with cities, school districts, and local sports organizations in Clark County to develop a county-wide system of sports fields and sports field complexes to serve the baseball, softball, soccer, and football needs of youth and adults.

7.2.13 Clark County should assume primary responsibility for organizing a sports field council, provide county representation, and fund a one-year staff position of sports council coordinator.

7.2.14 Provide land and establish development standards and operating conditions for local sports groups to build, maintain, and operate their own fields.

7.2.15 Vancouver-Clark Parks & Recreation Department shall provide design and technical support for athletic field development by cities, school districts, and local sports organizations.

7.2.16 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.

7.2.17 Establish and implement effective management practices for:

- Resource protection (wildlife, fisheries, habitat);
- Quality recreational experience;
- Public safety; and,
- Cost efficiency.

Regional Conservation and Greenway Systems

GOAL: 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.

7.3 Policies

7.3.1 The Clark County Open Space Commission Report should guide the county in meeting the county's goals for regional conservation and greenway systems.

7.3.2 The Open Space Commission's 13 general planning objectives should guide the Planning Division in evaluating development proposals and the Parks and Recreation Department 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.
- 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.
- Where appropriate, Clark County should attempt to link open space lands into an interconnected system.
- 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.
- Clark County should attempt to preserve the natural character of areas containing threatened or endangered plant or animal habitat.
- 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.
- 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.
- 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.
- Clark County should consider relevant state policies and guidelines including those set forth in the Growth Management Act.
- Clark County, in implementing its open space program, should take into consideration the economic impact and future well-being of the community.
- Clark County should fully implement the parks and recreation element of the county's 20-Year Plan.

7.3.3 The Open Space Commission's additional category-specific planning objectives should guide the Planning Division in evaluating development proposals and the Parks and Recreation Department in evaluating the need and application of the open space categories identified.

7.3.4 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: ***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.***

7.4 Policies

7.4.1 The policies of the 1993 county-wide Trails and Bikeways System Plan shall guide the county in establishing the network of regional trails and bikeways.

Wildlife Habitat

GOAL: ***Preserve, conserve, restore, and enhance fish and wildlife conservation areas and open space lands and raise public awareness about the importance of these resources.***

7.5 Policies

7.5.1 The preservation of large contiguous blocks of fish and wildlife habitat shall be emphasized. In certain circumstances, however, it may be appropriate and desirable to acquire smaller disconnected areas that provide habitat needs in an urbanizing area, where opportunities are not available to connect habitat sites, or where a disconnected property serves an important habitat need.

7.5.2 Habitat lands should be acquired where there is a high probability of loss or conversion before acquiring habitat 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.

7.5.3 A full range of implementation mechanisms should be considered to preserve and protect fish and wildlife conservation areas, including transfer of development rights, conservation easements, and current use taxation programs.

7.5.4 Added consideration should be given to habitat lands that enhance the value of other protected abutting or neighboring parks, forests, wildlife preserves, natural areas, or other open spaces.

7.5.5 Recreation facilities should be located and designed in a manner that minimizes impacts to riparian areas and other sensitive habitats.

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 Regional Parks Plan and the Urban Parks Plan.

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
- Community Development Block Grants
- Salmon Habitat Recovery Grants

Other County Strategies

- Donations, Gifts, and Private Grants
- 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
- Parks Foundation
- 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

The Parks and Recreation Department 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 Vancouver-Clark Parks and Recreation Department are presented in the Supporting Documentation to the Comprehensive Plan.

ALTERNATIVE FUNDING SOURCES

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 Plans 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 the Parks, Recreation, and Open Space Plans 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 Vancouver-Clark Parks and Recreation Department 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 8

HISTORIC, ARCHAEOLOGICAL AND CULTURAL PRESERVATION ELEMENT

INTRODUCTION

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.

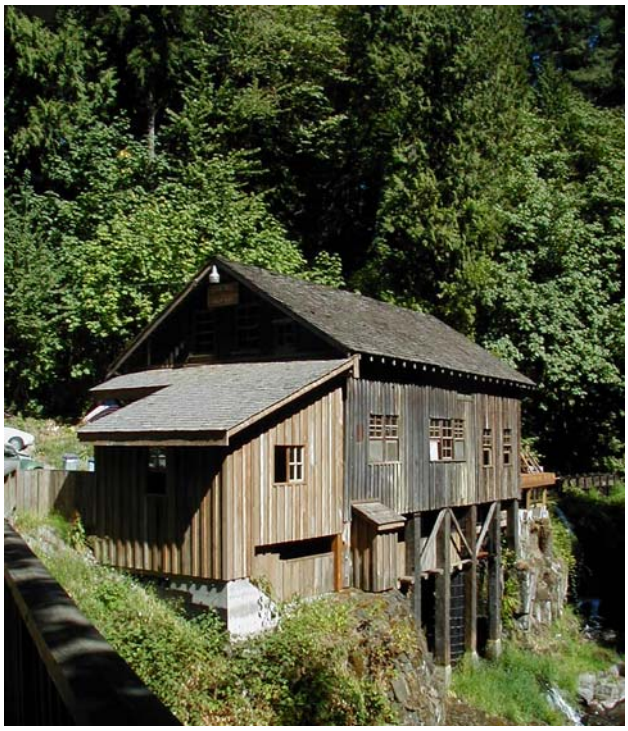
This element of the 20-Year Plan includes:

- 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.

BACKGROUND AND EXISTING CONDITIONS

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 2003, thirty-five (35) 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.

8.0 County-Wide Planning Policy

The county and each municipality should identify cultural resources within urban growth areas and the county.

GOAL: Improve identification and evaluation of historic, archaeological and cultural resources.

8.1 Policies

8.1.1 Working with Clark County Historic Preservation Commission and other interested agencies and organizations, the county shall maintain and update the current inventory of historic, archaeological and cultural resources in Clark County.

8.1.2 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.

8.1.3 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.

8.1.4 Inventory and evaluate non-structural resources, including districts and landscapes that provide unique insights into the history and development of the county.

8.1.5 Coordinate county inventory efforts with Native American groups, neighborhood associations, and university or other governmental inventory efforts.

8.1.6 Identify grants available for contracting inventory work.

GOAL: Increase recognition of historic, archaeological, and cultural resources.

8.2 Policies

8.2.1 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.

8.2.2 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: Protect historic, archaeological and cultural resources through a comprehensive planning approach.

8.3 Policies

8.3.1 Review the county's and its cities' policies for consistency regarding preservation of cultural and historic resources.

8.3.2 Integrate historic districts (those identified now and in the future), cultural resource areas and specific historic sites and structures into zoning and planning maps.

8.3.3 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.

8.3.4 Establish a process for the resolution of land use conflicts relating to the preservation of historic, archaeological and cultural resources.

8.3.5 Provide assistance to developers, landowners, and the construction trade regarding appropriate re-use and rehabilitation of identified historic sites and buildings.

8.3.6 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.

STRATEGIES

- 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 9

ECONOMIC DEVELOPMENT ELEMENT

INTRODUCTION

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 residents 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.*

In 1994, Clark County adopted a 20-Year Comprehensive Growth Management Plan. The Plan included an economic development chapter and many elements that help promote and sustain business and industry county-wide.

Among other things, the economic development element establishes an economic vision for the community and expressed support for the core goal of the local and state planning principles. The county's 1994 Plan establishes a path for development. However, local land use plans are required to be updated periodically, through a "periodic review process".

Clark County, representative business organizations, the Youth Commission, the Columbia River Economic Development Council, and other stakeholders contributed significantly in development of the proposed improvements to the local economic development strategies. Cyclical economic conditions underscore the need to continuously evaluate local economic development opportunities.

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:

> *Clark County's community and its future will take advantage of opportunities created by dynamic markets and competitive forces. Its unique position will be defined as much by style and process as it is by substance. The area will benefit from leveraging existing strengths into new economic power. The focus of Clark County's Economic Development strategy is to grow a high-wage, knowledge-based economy that creates jobs at a rate in excess of population growth while maintaining and enhancing community identity and our quality of life.*
>
> *Industrial recruitment and other economic development activities will support existing and emerging industrial clusters that have a significant knowledge-based component. Clusters targeted to drive the future economy are semiconductor and electronic manufacturing, telecommunications, knowledge-based service industries, life sciences, healthcare, and expansion*

of locally owned businesses. There will also be an emphasis on the retention and expansion of existing businesses as the baseline for additional job creation.

To grow targeted industries and support the desired pattern of growth, Clark County and its municipalities must increase the inventory of prime commercial and industrial lands. The inventory will include an increase in the number of larger parcels that individually and collectively accommodate knowledge-based campus development and the clustering of targeted industries.

Economic development will be increasingly supported by master-planned and mixed- use developments in select areas that incorporate both traditionally defined manufacturing uses office commercial uses, and in some cases residential. The focus on a knowledge-based economy will increase the demand for campus-style development.

The development and marketing of a designated area containing high- technology and knowledge-based industries (conceptually referred to as the "Discovery Corridor") will support the continued growth of existing high-technology firms and encourage more knowledge-based industries.

To be competitive for economic growth and investment, the development process must be redesigned to support shorter timelines, more predictability, and cost effectiveness.

Local and state governments must focus infrastructure investments in areas designated as nodes of growth to support economic development. These investments can be supported by new public sector finance mechanisms sufficient to allow for infrastructure investment in advance of development and to direct growth to identified nodes.

The future economy of Clark County will be characterized by an increasing percentage of individuals who both live and work in Clark County. Expanded opportunities and partnerships between education and business will provide an engaged citizenry and an educated workforce for existing and start-up companies. Our community will continue to recognize the expanding importance of our region and the significant economic benefit to be gained through regional cooperation and diversity.

RELATIONSHIP TO OTHER ELEMENTS OF THE COMPREHENSIVE PLAN

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 strategic 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 20-Year 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 (e.g., Land Use, Transportation, and Capital Facilities Elements). They support other goals expressed in the plan and the long-range vision for the region.

Clark County and the other local jurisdictions promote economic development as a way to stabilize the tax base. The emphasis is to create wealth for individuals and the community through aggressive job creation and diversified tax base opportunities.

BACKGROUND AND EXISTING CONDITIONS

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 dynamic and diversified local economy is important for a community's identity and its tax base. This section summarizes the existing information on 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 Local and Regional Economy

Clark County has had one of the most vibrant economies in Washington State and the nation during the past two decades. The decade of the 1990's was a period of remarkable economic and population growth. While the community's location, competitive strengths, and location of new industry have supported growth, the county's competitive advantages provide the basis for continued growth and prosperity. Competitive weaknesses and lost opportunities must be addressed to assure continued improvements to our economic health and quality of life.

Clark County is located in southwest Washington State, at the head of the navigable portion of the Columbia River, approximately 70 miles from the Pacific Ocean. The Columbia River forms the western and southern boundaries of the county. Clark County's incorporated communities include Vancouver the county seat, Camas, Battle Ground, Ridgefield, La Center, Washougal, and Yacolt.

Clark County's history, economy, and future are inextricably linked to its regional location. Clark County comprises a portion of the U.S. Census Bureau's Portland, OR/Vancouver, WA. - Primary Metropolitan Statistical Area (PMSA). The PMSA is a six-county region encompassing Clark County in Washington and five Oregon counties: Multnomah, Clackamas, Washington, Yamhill, and Columbia.

The county's economy mirrors that of the PMSA as a whole. It is broadly diversified and has strong components in high-technology manufacturing, financial and business services, and international trade. While this diversification has made Clark County resilient to national economic downturns (e.g. 1991), it did not make it immune to the 2001 national recession that severely affected the technology and broader manufacturing sector.

The decade of the 90's ended with Clark County being the fastest growing county in the state of Washington and in the PMSA, as well as one of the fastest growing in the nation. The county population increased 45% from 1990 to 2000. Over 353,000 residents called Clark County home in 2000. Vancouver, with a population of 143,600 is the fourth largest city in Washington behind Seattle, Spokane, and Tacoma. The Washington Office of Financial Management estimates that the county will continue to grow during the next twenty years with population estimates ranging from 453,280 to 571,061.

There are two drivers of local population growth. First is regional economic and employment growth from the location of new high-technology firms and expansion of existing industries both in Clark County and the greater metropolitan area.

The second driver is the availability of affordable housing. During the 90s, Clark County was able to provide affordable housing alternatives for individuals priced out of housing market in Multnomah, Clackamas, and Washington counties.

While the median age in Clark County is essentially the same as Multnomah County, it is higher than Yamhill and Washington counties. The overall population of Clark County is relatively young due to the large immigration of individuals in their working years.

The growth of the economic base is demonstrated by the growth in employment. The labor force grew to 178,000 in 2000, a 40% increase from 1990. In concert with the national experience, unemployment remained low during the 1990s, dipping to 3.5% in 1997. Starting in 2001, the national recession resulted in significant layoffs in Clark County and throughout the PMSA resulting in unemployment rates increasing to more than 7% in February 2003. This represented over 14,000 Clark County residents.

A Riley Research Associate's study on workforce travel (April 2002) placed the percent of employed workers working in Oregon at 25%, or about 41,000 people. The survey shows that the commuting work force travel to Oregon to work in various industries, but primarily: transportation services (13%), health care (13%), low- and high-tech manufacturing (11% and 8%), professional/business services (10%), and construction (9%).

The availability of employment opportunities allows the county to attract and retain working-age residents. There are several large employers in Clark County. Table 9.1 below shows the largest employers by location, product/service, and estimated employment.

Table 9.1 Largest Employers Clark County, Washington

Sector	Company	Location		Product/Service	Function		Estimated Employment
		City	County			2 digit	May, 2002
All Sectors							
	Vancouver School District	Vancouver	Clark	Public Education	School	61	3,050
	Bonneville Power	Vancouver	Clark	Utilities	HQ/Admin. Office		3,000
	Southwest Washington Medical Center	Vancouver	Clark	Medical Center	Hospital	62	2,900
	Evergreen School District	Vancouver	Clark	Public Education	School	61	2,600
	Hewlett-Packard	Vancouver	Clark	Inkjet Printers	R&D/Marketing Dept.	33	1,700
	Fred Meyer	County-wide	Clark	Retail	Retail	44	1,500
	Clark County	Vancouver	Clark	Government	County Government	92	1,300
	SEH America	Vancouver	Clark	Silicon Wafers	Branch manufacturing plant	33	1,260
	Safeway	Vancouver	Clark	Retail	Retail	45	1,223
	Georgia-Pacific	Camas	Clark	Pulp, Paper	Branch manufacturing plant	32	1,160
	City of Vancouver	Vancouver	Clark	Government	Government		950
	WaferTech	Camas	Clark	Silicon Wafers	HQ/Admin. Office	33	950
Manufacturing							
	Hewlett-Packard	Vancouver	Clark	Inkjet Printers	Marketing Dept.	33	1,700
	SEH America	Vancouver	Clark	Silicon Wafers	Branch manufacturing plant	33	1,260
	Georgia-Pacific	Camas	Clark	Pulp, Paper	Branch manufacturing plant	32	1,160
	WaferTech	Camas	Clark	Silicon Wafers	HQ/Admin. Office	33	950
	Frito Lay	Vancouver	WA	Food Products	Branch manufacturing plant	31	620
	Columbia Machine	Vancouver	Clark	Concrete Block Machines & Palletizers	HQ/Admin. Office	33	406
	Sharp Microelectronics & Sharp Labs	Camas	Clark	Electronics/R&D	Branch manufacturing plant	33	362
	Columbian Publishing Co	Vancouver	Clark	Newspaper	HQ/Admin. Office		260
	Linear Technologies	Camas	Clark	Linear & analog circuits	Branch manufacturing plant	33	260
	Matsushita Kotobuki Electronics	Vancouver	Clark	TV/DVD/VCR	Branch manufacturing plant	33	25
	Pendleton Woolen Mills	Washougal	Clark	Clothing	Branch manufacturing plant		250
	C-Tech Industries	Vancouver	Clark	Pressure washers	HQ/Admin. Office	33	240

Table 9.1 Largest Employers Clark County, Washington

Sector	Company	Location		Product/Service	Function		Estimated Employment
		City	County			2 digit	May, 2002
	Bemis	Vancouver	Clark	Multiwall and small paper bags	HQ/Admin. Office	32	150
Distribution							
	US Foodservice	Ridgefield	Clark	Warehouse/Distribution	HQ/Distribution center	48	120
	Corwin Bottling	Vancouver	Clark	Warehouse/Distribution	HQ/Admin. Office	48	55
	Food Express	Vancouver	Clark	Warehouse/Distribution	HQ/Distribution center	48	50
	Blue Bird Transfer	Vancouver	Clark	Warehouse/Distribution	HQ/Distribution center	48	55
	Vancouver Warehouse & Distribution	Vancouver	Clark	Warehouse/Distribution	HQ/Distribution center	48	50
Call Centers							
	Electric Lightwave	Vancouver	Clark	Full service integrated telecommunication services	Inbound	51	508*
	New Edge Networks	Vancouver	Clark	DSL Internet Network Provider	Inbound	51	275*
	CenturyTel	Vancouver	Clark	Telephone Provider	Inbound/Western Regional HQ	51	180*
	Nautilus Group	Vancouver	Clark	Exercise Equipment	Inbound	42	300
	Charter Communications	Vancouver	Clark	Call Center	Inbound	56	300
	Cascade Callworks	Vancouver	Clark	Call Center	Inbound/Outbound	56	140

* Total Employment Number. Only a portion of this total includes employees involved in inbound customer call center operations.

Source: Columbia River Economic Development Council. May 2002.

Although 25% of the labor force commutes to Oregon, 75% are employed in an economic cluster or other Southwest Washington employment center. There are several large employers in Clark County. These firms are located throughout the county, with the majority of industries concentrating in the Vancouver/Clark County urban area. The top five major employers are Vancouver School District with 3,050 persons employed in 2002, Bonneville Power Administration with 3,000 persons, Southwest Washington Medical Center with 2,900, Evergreen School District, 2,600, and Hewlett-Packard with 1,700 persons employed in 2002. Existing firms have created both a skilled work force as well as network of suppliers and business relationships that will attract and foster the growth of these sectors.

The growth and development of significant industry clusters will serve as the basis to attract similar firms and investment as well as the basis for growth of existing businesses. There are many industry clusters in Camas in the Cascade Business Park area such as Sharp Microelectronics, Sharp Labs of America, WaferTech, C-Tech, Body Cote-IMT, Linear Technology, Heraeus-Shin Etsu, Furuno, and Underwriters Laboratory (UL). Table 9.2 below provides a profile of existing industrial clusters in Clark County.

Table 9.2 Clark County Industrial Clusters

Company	Product	2002 Employment	Cluster/Sub Cluster	Location
Blue Bird Transfer	Distribution	55	Distribution	Vancouver
Corwin Bottling	Distribution	55	Distribution	Vancouver
Food Express	Distribution	50	Distribution	Vancouver
US Foodservice	Warehouse/ Distribution	95	Distribution	Ridgefield
Vancouver Warehouse & Distribution	Distribution	50	Distribution	Vancouver
Control Tek	Electronics	71	Electronics	Vancouver
Furuno	Marine Electronics	62	Electronics	Camas
Matsushita Kotobuki Electronics Industries of America	TV/VCR's	258	Electronics	Vancouver
Radiall/Larsen Antenna Technologies	Electronics	107	Electronics	Vancouver
Wacom Technology Corporation	Electronics	62	Electronics	Vancouver
Southwest Washington Medical Center	Healthcare	2,900	Healthcare	Vancouver
Bonneville Power Administration	HQ/Admin. Office	3,000	Knowledge Based	Vancouver
Columbia Ultimate	Software	157	Knowledge Based	Vancouver
Hewlett-Packard	Marketing Dept.	1,700	Manufacturing	Vancouver
RS Medical	HQ/Admin. Office	275	Health Service	Vancouver
Nutrition Now	Nutritional supplements	140	Life Sciences	Vancouver
Alpha Tec	InVitro Diagnosis	20	Life Sciences	Vancouver
Christensen Shipyards	Yacht Mfg.	180	Locally Owned	Vancouver
DeWils	Cabinet Mfg.	180	Locally Owned	Vancouver
BOC Gases	Chemicals	58	Manufacturing	Vancouver
Hereaus Shin Etsu	Quartz glass crucibles	37	Semiconductor	Camas
Linear Technologies	Linear/Analog circuits	260	Semiconductor	Camas

Company	Product	2002 Employment	Cluster/Sub Cluster	Location
nLight Photonics	Pump Lasers	21	Semiconductor	Vancouver
Saint-Gobain Crystals & Detectors	Crystal Mfg.	75	Semiconductor	Washougal
Sharp Labs	R&D	185	Semiconductor	Camas
Sharp Microelectronics Technology	Electronics	177	Semiconductor	Camas
Shin Etsu - SEH America	Semiconductor	1,260	Semiconductor	Vancouver
Shell Solar	Solar Cells	NA	Semiconductor	Vancouver
Silicon 2000	OEM's	70	Semiconductor	Vancouver
Underwriters Laboratories	Testing	200	Semiconductor	Camas
WaferTech	Semiconductor	950	Semiconductor	Camas
Sekidenko	Gauges for Hi Tech	50	Semiconductor	Vancouver
Silicon Forest Electronics	OEM's	75	Semiconductor	Vancouver
Cascade Callworks	Call Center	140	Telecommunications	Vancouver
CenturyTel	Telecommunication	180	Telecommunications	Vancouver
Charter Communications	Call Center	350	Telecommunications	Vancouver
Electric Lightwave	Telecommunication	508	Telecommunications	Vancouver
Hilton/Red Lion Reservation Center	Call Center	160	Telecommunications	Vancouver
Nautilus Group	Call Center	300	Telecommunications	Vancouver
New Edge Networks	Telecommunication	275	Telecommunications	Vancouver

Source: Columbia River Economic Development Council. May 2002.

Income Profile

Personal and household incomes are closely related to employment opportunities. Industries that tend to pay low wages (e.g., restaurants and retail stores) result in lower annual incomes. Income in turn affects the type of commercial businesses 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.

Household income is 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. In August 1996, a Family Wage Jobs Project Committee appointed by the Clark County Board of Commissioners defined a threshold family wage as one that will allow a family of up to three members to function with a single wage earner and without supplemental public assistance. In 1996, the threshold family wage was $33,796 and $42,245 in 2002. A benefit package also must be present in addition to the cash income. A job that provides a cash wage that meets the threshold, but does not include benefits does not meet the definition. The benefit package may include a variety of benefits, such as basic health and dental care, vacation, personal leave, paid holidays, child care, elder care, and pension/retirement. Employees should have options within this spectrum.

The threshold family wage is measured by calculating the county's average covered wage, plus 25 percent. The Average Annual Wage data is available from the Washington Employment Securities Commission. The Threshold Family wage is a policy guideline created by the Board of County Commissioners to assist in development of economic development

strategies. It is not a “requirement” for employers; although it does constitute an incentive for industrial development applicants (see Goals 9. 1 and 9. 5)

Industrial and Commercial Land Analysis

The industrial and commercial land demand and supply has a direct impact on employment. Estimates are that Clark County’s population will continue to increase over the next twenty years. Improving the present jobs/population ratios will require a proportionate amount of usable industrial property to maintain a strong tax base.

The 2002 industrial land inventory revealed that the county's total industrial land base is approximately 12,000 acres. The categorizing of industrial lands based on the recommended criteria revealed that the county has approximately 705 acres of prime industrial land available for development within a total vacant inventory of over 5,186 acres. Prime is defined as immediately available industrial land of 10 acres or more in size that is vacant, properly zoned, served with adequate infrastructure, and free of land use and environmental conflicts.

Focused Public Investment Planning

Since Clark County adopted its Growth Management Plan in 1994, county leaders have made a commitment to focus on economic development and balancing jobs and housing in the county. County leadership is committed to encouraging economic development and particularly the creation of high-wage jobs.

It is clear that existing revenue streams are not sufficient to keep up with demands for public services and facilities. Transportation concurrency policy has led to the delay of projects in some corridors. Park acquisition and improvements are not keeping up with population and employment growth. Schools rely heavily on portable facilities.

In the past, Clark County dispersed its capital improvements expenditure throughout the county providing partial solutions to many areas, but not complete solutions to priority areas. Given the limited resources available for infrastructure, the county needs a more strategic approach to investment of public funds. The county can focus capital improvements in some select areas rather than spreading capital improvements throughout the region. A particular geographical area will produce acceptable levels of service for development in that area. Such areas can be said to contain “fully-served” land because all public facilities meet or exceed future development standards. If these areas are planned for employment development, then the county will also be achieving one of its economic development goals.

The Focused Public Investment Plan (FPIP) would allow the county to target infrastructure improvements in areas that require the least cost to provide fully served land that is ready for industrial development by businesses providing family wage jobs. The FPIP does not dilute public investment by spreading it thinly in every part of the county at the same time. The FPIP also avoids public investments in areas that promote undesirable development.

Clark County has identified several Public Investment Areas (PIAs) that will be the industrial land geographical targets of the FPIP. PIAs are areas that concentrate the location of public facility capacity in order to produce fully served land suitable for economic development. Urban Growth Areas have been designated based on the availability of essential public facilities (such as roads, utilities, fire protection) and the amount of public investment required to bring these public facilities and services up to the level needed to support development. The county’s priority for development is urban in character; therefore PIAs are within urban growth areas.

Focused Public Investment Plans are different than traditional capital facilities plans because they (1) use level of services standards as the basis for determining the need for capital facilities, (2) target capital improvement expenditures in PIAs to produce "fully-served land" for industrial development, and (3) represent a commitment of resources to fully fund the needed infrastructure in designated areas to support economic development.

The FPIP approach concentrates available funds in the most efficient and effective manner to upgrade PIAs to a "ready-to-develop" status. Experience shows that the market responds well to "shovel ready" sites at which development can begin as soon as plans and approvals are completed.

In order for land to be readily available for industrial development, it must be designated for industrial use and served by adequately sized public facilities for industrial development. Road, sewer, water, and storm drainage systems are among the important public facilities, which need to be in place for provision of urban levels of service to support industrial development.

Revenue Sharing Roundtable

The Revenue Roundtable is an outgrowth of legislation passed in 2002 that allows industrial land banks outside of urban growth area boundaries. One of the important elements of this legislation concerned interlocal agreements on sharing any additional revenues. Whereas normally those additional revenues would only come to the county, under an interlocal agreement they would be shared with other jurisdictions.

The Revenue Roundtable expanded from its initial formation by exploring multi-jurisdictional opportunities for economic growth through regional funding mechanisms, infrastructure investment, and new revenue strategies. The context of those initiatives was to share the cost of targeted regional investments in economic development capital projects and for participating jurisdictions to thus share in the profits, which accrue from those capital investments. The Revenue Roundtable is currently inactive, but may be revived in the future.

Market Factors Influencing Economic Growth

Regional

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 successful achievement of economic viability. For instance, the county has a high-tech manufacturing base that exceeds the state urban county average and has a concentration of business services in the form of corporate offices and technical support services, yet the county still exports workers to Oregon and develops more than its share of regional housing. In addition, 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, albeit slower, economic growth in 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.

Societal

The Portland-Vancouver metropolitan area may not regain the number of heavy industry 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 that 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 that will work are now in the labor force and the age cohort coming behind is significantly smaller. Labor force participation rates tend to be highest where age is concentrated between 20 and 55 years and education levels are higher than average.

Local

Another factor affecting the economic viability of the county is the ability to develop the industrial lands that have been identified. Clark County has the largest inventory of industrial lands in the PMSA. If managed appropriately, industrial lands can develop with high-wage jobs at a rapid pace and propel the county's economy. 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 most significant 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.

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 encourage a better balance of job opportunities to surpass statewide and national economic conditions. Achieving this better balance will require emphasis on encouraging a greater proportion of family wage jobs than are currently represented in the local economy. Increasing the average wage or income level also requires a local workforce of sufficient quality to attract family wage employers to locate in Clark County, and encourage existing family wage employers to stay and expand. Linking the economic development objective of family wage jobs to growth management and comprehensive planning represents a significant, but achievable challenge for public agencies, businesses, and residents.

GOALS AND POLICIES

The Community Framework Plan contained a series of 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.

9.0 Clark County Economic Development Vision Statement:

"Clark County will grow as a high-wage economy that creates jobs at a rate in excess of population growth, and an increasing percentage of the population will both live and work in Clark County. There will be an emphasis on emerging industrial clusters that have a significant knowledge-based component, while continuing an emphasis on retention and expansion of existing businesses. Economic growth will be supported by master-planned and mixed-use developments in nodes of growth, which will also be the primary focus for infrastructure investments that support economic development."

9.1 County-Wide Planning Policies

9.1.1 The county and cities will demonstrate their commitment to long-term economic growth by promoting a diverse economic base, providing opportunity for all residents, including unemployed and disadvantaged persons. Growth which helps to measurably raise the average annual wage rate of community residents and preserves the environmental quality and livability of our community, is viable growth and will improve the lifestyle of Clark County residents.

9.1.2 The county and cities 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.

9.1.3 The county and cities will encourage long-term growth of businesses of all sizes, because economic diversification and stratification are important factors in overall job growth for the county and cities.

9.1.4 The county and cities will promote productivity and quality among its businesses to meet world and market standards for their products and services.

9.1.5 The county and cities will encourage higher educational levels for residents, and improvements in the measurable performance of high school graduates compared with other counties in the state.

9.1.6 The county and cities may give priority assistance to employers who will increase the standard of living in the community.

9.1.7 The county and cities will plan for long-term economic growth, which enhances the capacity of existing air shed for job-generating activities.

9.1.8 The county and cities will provide for orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible commercial and industrial development.

9.1.9 The county and cities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply long-term employment opportunities for county's residents who are currently employed outside of the State.

9.1.10 The county and cities will work together to establish specific common benchmarks that will measure the region's overall economic viability. These benchmarks will be included in the county's Comprehensive Plan and are encouraged to be included in each jurisdictions comprehensive plan.

9.1.11 The conversion of industrial or employment center lands to non-industrial or non-employment center districts shall occur only during the 10-year update provided for in (RCW 36.70A.130(3)) unless equivalent acreage within an existing UGA is re-designated industrial or employment center.

9.1.12 Encourage use of a multi-modal transportation system that facilitates the reduction of travel times and reduces the need for additional road construction within the region.

9.1.13 Following consultation with interested cities, the county may, consistent with state requirements, designate Major industrial developments (RCW 36.70A.365) and /or Master planned developments – Master planned locations (RCW 36.70A.367) outside urban growth areas. Appropriate or required Intergovernmental Agreements consistent with the provisions of the state law shall accompany such designation

Rural

The following goals and policies are not county-wide and applies only to the unincorporated areas.

GOAL: Continue to identify targeted industries to guide public policy, infrastructure development, workforce training, and other economic development initiatives.

9.2 Policies

9.2.1 Encourage long-term business investments that generate net fiscal benefits to the region, protect environmental quality, and are consistent with the objective of higher wage jobs for Clark County residents.

9.2.2 Encourage public and not-for-profit partnerships with private business interests in generating economic development projects that would not otherwise occur without the cooperation of all sectors.

9.2.3 Promote a diverse economic base, providing economic opportunity for all residents, including unemployed, under-employed, and special needs populations.

9.2.4 Provide priority assistance to employers who pay a family wage and thereby improve the region's standard of living.

GOAL: Assure an adequate supply of prime industrial sites to meet market demands for industrial development over the planning horizon to create an environment conducive for the startup, growth, and expansion of "targeted" industries.

9.3 Policies

9.3.1 In cooperation with local jurisdictions, maintain a minimum ten-year supply of prime industrial land based on average absorption rates over the last five years.

- Designate the necessary acreage of vacant prime industrial land for the 20-year planning period.
- Discourage removal of land from the inventory that results in a less than 10-year supply of prime industrial sites.
- Update inventories of industrial lands at least every ten years to reestablish the 20- year supply of industrial lands.
- Encourage industrial land banking of large sites and "future urban reserve areas" to preserve large parcels at key locations for future industrial sites (per RCW 36.70A.367).
- New industrial sites that are part of a major industrial land bank shall be required to have a minimum of 75 acres or more and shall not be subdivided less than 50 acres.

9.3.2 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, archaeological sites, and wetlands. Program Focused Public Investment Areas and Capital Facilities Planning expenditures to assure development of these lands.

9.3.3 Maintain an adequate inventory 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.

9.3.4 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).

9.3.5 Consider amending the Comprehensive Plan Map and rezoning of prime, secondary and tertiary industrial or employment center lands to non-industrial or non-employment center uses, only after the Board of County Commissioners (BOCC) determines 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 or non-employment center designation and zoning is more appropriate in light of new circumstances and applicable planning policies, or (3) after other replacement sites within 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 business park, office campus, and industrial lands.

GOAL: Provide commercial sites adequate to meet a diversity of needs for retail, service, and institutional development in Clark County.

9.4 Policies

9.4.1 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.

- Designate sufficient commercial land for the 20-year planning period, preferably located within designated urban growth areas.
- Discourage removal of commercial land from the inventory that results in a less than 10-year supply of commercial sites.
- Update inventories of commercial lands at least every ten years.
- Encourage infill and redevelopment of underutilized commercial sites.

9.4.2 Locate convenience-oriented retail and service developments adjacent to residential neighborhoods; encourage small-scale neighborhood commercial uses directly within residential areas.

9.4.3 Encourage commercial and mixed-use developments located on current or planned transit corridors; encourage transit-oriented site planning and design.

9.4.4 Maintain design guidelines 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.

9.4.5 Permit home occupations that are consistent with the character of adjoining residential properties and neighborhoods.

9.4.6 Encourage responsible waterfront development for commercial uses where environmentally and economically feasible.

GOAL: Provide a continuum of educational opportunities responsive to the changing needs of the work place locally and regionally.

9.5 Policies

9.5.1 Encourage continuing education, skills upgrading, mentoring, and lifelong learning programs suitable for large and small employers.

9.5.2 Consider incentives to link proposed industrial development projects with job training, education, and housing programs.

9.5.3 Encourage improvement of the region's educational network, including K-12 and higher education.

9.5.4 Support conversion of Washington State University – Vancouver Campus (WSU) into a premier 4-year institution of higher education.

GOAL: Promote long-term economic development that will improve air quality to attainment status and preserve air shed capacity to accommodate job generating activities.

9.6 Policies

9.6.1 Give priority to industries and businesses creating family-wage jobs that operate within the available air shed capacity.

9.6.2 Encourage existing industries to reduce air pollution emissions in compliance with state and federal standards.

GOAL: Encourage infrastructure development and services necessary to serve new industrial development.

9.7 Policies

9.7.1 Coordinate the Capital Facilities Elements of local jurisdiction's plans so that infrastructure funding and construction is consistent with county-wide policies for industrial development.

9.7.2 Prioritize infrastructure development in advance of need to areas that are suitable for industrial development:

- when siting a regional/corporate office development, land use compatibility, effectiveness, and family-wage jobs created shall be considered; and,
- emphasis on infrastructure for development should be placed to serve major industrial areas with proximity to the I-5 corridor.

9.7.3 Encourage channel dredging/deepening of the Columbia River in order to expand support for deep-water vessels and industries dependent upon regional import-export trade.

GOAL: Maintain and enhance opportunities for resource-based industries located on rural lands in Clark County.

9.8 Policies

9.8.1 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).

9.8.2 Implement programs to encourage agricultural and forestry management of smaller rural tracts consistent with sound environmental practices.

GOAL: Provide incentives for "targeted" industries to guide public policy, infrastructure development, work force training, and other economic development initiatives. Incentives for targeted industries should focus on identified clusters for which the region has a strategic advantage and those supported by existing infrastructure and workforce base.

9.9 Policies

9.9.1 Undertake county sponsored planning efforts in targeted areas to address industrial development and related commercial, open space, recreation, and critical land issues.

9.9.2 Conduct pertinent wetland delineation studies and master plans to identify areas for industrial, commercial, open space, recreation, and environmental uses, to include wetland banking.

STRATEGIES

The following is the preferred set of strategies needed to implement the identified economic development goals and policies. The strategies fall into four areas: (1) industrial clusters, (2) industrial nodes, (3) projects of regional significance, and (4) economic development infrastructure. The Clark County Strategy and Action Plan is included in Appendix D.

- Focus on existing clusters where the region has a strategic advantage, are supported by existing infrastructure, and for which the county can provide a ready labor force.
- Identify existing new and emerging industrial clusters that offer the potential for growth within the local and regional economy. Refine the locational and supportive requirements for each cluster and recommend programs and public sector actions necessary to support sector growth.
- Fund regional targeted industry recruitment programs to attract new business investments and locations in Clark County.
- The Columbia River Economic Development Council (CREDC) shall create a Targeted Industry Advisory Committee to advise Washington State University Vancouver and Clark College on the creation of strategies and programs to support targeted industries.
- Support the expansion of technical and professional training capabilities of Clark College and regional partners in those areas supporting targeted industries. In cooperation with WSUV, support establishment of a regional training center that offers career progression for those seeking advanced training in high-technology fields. Continue to support vocational skills training through the Clark County Skills Center and the Workforce Development Council.
- Increase the industrial land base to allow for large-acreage sites (greater than 75 acres) and support aggregation of land for large master-planned, mixed-use development on industrial lands.
- Support retail commercial development and residential development in order to create employment centers within nodes of growth.
- Allow for the development of a broader scope of non-retail office commercial uses on designated industrial lands to allow for the location of targeted industries. Routinely update development code to reflect the emerging market and economic demand for industrial development.
- Designate additional industrial land inventory in areas designated as nodes of growth sufficient to accommodate industrial clusters.
- Make targeted infrastructure investment in advance of business growth to guide development and to facilitate the development process.
- Create larger sites (greater than 75 acres) for industrial and corporate park development by using public sector mechanisms (e.g., ports and public development authorities) to aggregate smaller parcels.
- Establish industrial land banks in areas that have the capability and potential to support the development of targeted industrial clusters.

- Create and designate an area to be called the "Discovery Corridor" to further the growth of high technology and knowledge-based industries. Create a sub-area and infrastructure development plan in cooperation with the private sector to promote desired development and business within the corridor.
- Support the development of new broad-based funding mechanisms to finance infrastructure investments in support of focused industrial development and recoup investments as development occurs.
- Encourage inter-jurisdictional revenue sharing to support targeted investment.
- Support the improvement of the efficiency of the permit review process and a 60- to 90-day permit review for all priority projects.
- Regularly benchmark local development review processes against competitor regions with similar targeted industries with the intent to match or beat benchmarks for regions competing for like investments.
- Encourage all municipal jurisdictions to designate those commercial and industrial development proposals that result in significant economic benefits (including job creation, high-wage jobs, investment, and public revenue generation) as Projects of county-wide Significance. For such projects:
  - Develop expedited permitting processes and coordination mechanisms to facilitate economic development;
  - Create project advocates or permit teams within municipal permit authorities that provide individualized support and coordination; and
  - Establish a 60- to 90-day development review process benchmark.
- Conduct training sessions for public officials and staff on economic development to educate individuals regarding private sector perspectives of land development.
- Encourage and support public efforts that empower efficient development:
- Create and fund a publicly owned and operated wetland mitigation bank to provide a convenient and efficient mechanism to convert low-value wetlands that impinge upon the development of industrial and commercial properties; and
- Create sub-area plans for each node of growth to the level that developmental and environmental permits are available in a timely and efficient manner.
- Create processes that allow pre-qualification of individual sites so development and environmental permits are available in a timely manner.
- Support transportation improvements in the interstate corridors to increase freight mobility and movement of the regional labor pool.
- Support the creation of the Clark County HCT system as proposed by the Portland/Vancouver I-5 Transportation and Trade Partnership.
- Support continued cooperation between regional port authorities to increase investment that improves the transportation of goods and services to export markets.

- Encourage the recruitment and location of compatible targeted industries, especially knowledge-based, high-wage businesses to Clark County.

- Support the economic transition and revitalization of downtown's through planning, targeted public investment, and business recruitment.

- Encourage the location and expansion of public administration facilities in core downtown areas.

CHAPTER 10

COMMUNITY DESIGN ELEMENT

INTRODUCTION

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 transportation alternatives.

BACKGROUND

Through the Perspectives Program which began in October 1991, 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 are 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 air shed 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 social and 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.

County-wide 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, bike 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.

High 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 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

10.0 County-wide Planning Policies

10.0.1 The community design element shall help conserve resources and minimize waste.

10.0.2 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 development of local character and community identity.

10.0.3 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: Natural features of Clark County should be incorporated into design and development.

10.1 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: 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.

10.2 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 infill, 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, e.g., 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.

10.2.9 Establish locational and design criteria for commercial and industrial properties fronting on railroad lines.

GOAL: Housing in Clark County should provide for a variety of styles, be oriented to the street, and be supportive of pedestrian and transportation alternatives.

10.3 Policies

10.3.1 Incorporate zoning standards that allow housing units to front on and relate to streets by encouraging elements such as balconies, porches, bay windows or decks that promote 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 or improve the existing neighborhood character.

10.3.4 Establish an adequate side yard setback in residential areas for nonresidential uses including buildings, storage and parking.

GOAL: Transportation and parking requirements shall use land efficiently and be oriented to pedestrian and transit uses and minimize dependence on the automobile.

10.4 Policies

10.4.1 Develop design standards that create pedestrian friendly streets and public spaces.

10.4.2 Study parking supply and demand in the county. 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.

- Reduce road widths wherever feasible.
- Require street lighting with appropriate cut-off to limit glare.
- Require street trees and landscaping in medians and rights-of-way.
- Require sidewalk and design elements for pedestrian activity along major arterials including items such as benches, pedestrian-scale street lighting, trash containers, landscaping, paving textures, public art, 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 and transportation ordinance standards that:

- require similar uses provide cross-access between properties and joint access to arterials and collectors;
- provide for separate vehicular and pedestrian circulation in the site development plan of new projects and substantial remodels;
- provide for pedestrian walkways along roads with landscape buffers as separation between roads and walkways;
- provide for dedicated internal pedestrian circulation within the development;
- provide opportunities for surface parking lots to develop transit-oriented uses; and,
- provide standards for adequate buffering between incompatible industrial, commercial and residential uses.

CHAPTER 11

ANNEXATION/INCORPORATION ELEMENT

INTRODUCTION

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 County-wide Planning Policies (CWPP) adopted by the Board of County Commissioners provides 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

In 1967, the State of Washington recognized and addressed the issue of coordinating jurisdictional changes in unincorporated areas by creating Boundary Review Boards (BRB's). BRB's 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.

BRB's 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 BRB's 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 County-wide 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. 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.

Table 11.1 Annexation Methods and Procedures

ANNEXATION METHOD	PROCEDURE
Election RCW 35.13.015	The City passes a resolution identifying the annexation area and an election is held. Passage requires a simple majority.
Election Petition RCW 35.13.020	A petition for an election is signed by a minimum of 20 percent of the voters who voted in the last election. The petition is certified by the county. A date is established for an election. A simple majority of the voters determines the outcome.
Direct Petition RCW 35.13.125	A notice of intent to annex petition must be signed by not less than 10 percent of the residents of the area, or the owners of not less than 10 percent of the property values. The NOI is submitted to the city. The city decides whether or not to pursue the annexation. If the city pursues, an annexation petition signed by the owners of 75 percent of property value is necessary. The city holds a hearing and the annexation request is approved
Petition RCW 35.13.130	The petition must be signed by the owners of not less than 75 percent in value according to the assessed valuation for general taxation of the property for which annexation is petitioned.
Alternate Direct Petition 35.13.410	A notice of intent to annex petition must be signed by not less than 10 percent of the residents of the area, or the owners of not less than 10 percent of the property values. The NOI is submitted to the city. The city decides whether or not to pursue the annexation. If the city pursues, an annexation petition signed by a majority of the owners of the acreage and a majority of the registered voters must be submitted. School district properties are exempted. If no residents are in the area, the petition must be signed by the owners of the majority of the acreage. The petition is filed with the city and a hearing is held.
Municipal Purposes RCW 35.13.180	This is available to second class cities only. It allows annexation of parcels, both contiguous and non-contiguous to the city, when the parcel is owned by the city or town or used for municipal purposes, or all the property owners give their written consent. A simple majority is required.
Unincorporated Islands RCW 35.13.182	This is available to cities or towns planning under GMA when unincorporated islands of residential property exist in the same county and the same UGA as the city. The island must be less than 100 acres and 80 percent of the boundary must be contiguous to the city. The city must pass a resolution describing the boundaries and must hold a public hearing. The decision is subject to a referendum.
UGA Subject to Interlocal Agreement RCW 35.13.470	Cities or counties planning under GMA may initiate annexation of lands within UGA's where at least 60 percent is contiguous to the city boundary. The city and county will negotiate an agreement, both will adopt ordinances, and both will conduct hearings. The action is subject to referendum.
Federal Properties RCW 35.13.185	Annexation of gifted federal properties occurs via an ordinance passed by the city. Second class cities may not annex properties more than 4 miles distant from their boundaries.

ANNEXATION AND INCORPORATION

The intention of the Growth Management Act is that urban developments 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.

11.0 County-wide Planning Policies

11.0.1 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.

11.0.2 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.

11.0.3 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.

11.0.4 No city or town located in a county in which Urban Growth Areas have been designated may annex territory beyond an urban growth area.

11.0.5 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.

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: Establish the orderly transition of unincorporated area within the urban growth boundary from county jurisdiction to the appropriate municipality, either through annexation or incorporation.

11.1 Policies

11.1.0 Establish agreements regarding land use regulations and provision of services in the urban growth areas outside existing cities or towns addressing:

- proposed land use designations;
- levels of service expected to be provided by each affected jurisdiction;
- resolution of any differences in regulations relative to development proposals;
- review of development proposals;
- definition of urban and regional roles prior to and after annexation of an area;
- determination of sewer and water extension policies, especially as they relate to special districts or purveyors;
- determination of the effect of annexation on any interlocal agreement between the county and municipality; and,
- determination of methods for resolving annexation disputes.

11.1.2 Establish agreements for appropriate allocation of financial burdens resulting from the transition of land from county to city jurisdiction.

11.1.3 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:

- financial impacts to both the city or town and the county;
- transition of services such as public safety, parks and recreation, transportation and utility services;
- adequacy of government services including social services; and,
- preservation of logical service areas.

11.1.4 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.

11.1.5 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

INTRODUCTION

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

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

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 at least every ten years. Amendments to the plan shall not be considered more

frequently than once every year, except in cases of emergency. All proposed amendments in any year shall be considered concurrently so that the cumulative effect of the various proposals can be ascertained.

The county shall review, at least every ten years, its designated urban growth areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. 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 consider urban reserve areas first.
- 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 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

- The Comprehensive Plan Policies and Text shall be considered for update by the county a minimum of once every seven years. The Comprehensive Plan Policies and Text maybe considered through the annual review process, once a year.
- The Comprehensive plan update shall be initiated by the county. Annual review requests will be initiated by interested person(s).
- Policy and text amendments may be approved only when it is shown by the proponent (county is the proponent for comprehensive plan 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.
- All Comprehensive Policy and Text changes shall be reviewed by the Planning Commission and the Board of Commissioners as described in the review and notification section below.

20-Year Plan Map Amendment

- The 20-Year Plan Map Amendment shall be considered by the county a minimum of once every seven years.
- Map amendments will be considered by application through the annual review process, once a year.
- The Comprehensive plan update shall be initiated by county. Annual review requests shall be initiated by property owner or interested person(s).
- Map amendments may be approved only when it is shown by the proponent (county is the proponent for the Comprehensive Plan 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. 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.

  d. 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.

  e. Unless otherwise required by the county, applications for map amendments shall be accompanied by parallel rezone applications.

  f. Reviewed by Planning Commission and Board of Commissioners as described in the review and notification.

OTHER PLANNING DOCUMENTS

Capital Facilities Plans

Capital Facilities Plan Updates are reviewed annually in public hearings by the Clark County Planning Commission and Board of Commissioners for those facilities subject to county jurisdiction.

Arterial Atlas

The Arterial Atlas is a supporting document to the comprehensive plan, which defines the future roadway system in terms of role, function and cross-section. Amendments to the Arterial Atlas are considered as part of the annual review process. Arterial Atlas amendments are considered as plan map amendments and judged using the following criteria:

1. Is there a need for a change and why?
2. Is the proposed change compliant with the Growth Management Act (e.g. level of service standards)
3. Is the change consistent with the adopted comprehensive plan?
   - Is it consistent with the land use plan?
   - Is it consistent with the rest of the Arterial Atlas?

     Fit with system: Does it connect to the right facilities?

     Do predicted volumes match the classification?

     Benefit: Does it improve link volume-to-capacity?

     Does it address arterial access conflicts?
4. Is the change consistent with applicable interlocal agreements?
5. Is the change consistent with the adopted Metropolitan Transportation Plan?

County Road Improvement Plans

County Road Improvement Plans updates are reviewed annually in public hearings by the Clark County Planning Commission and Board of Commissioners.

Parks, Recreation and Open Space Plan

Park, Recreation, and Open Space Plan updates are reviewed annually 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 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 county-wide 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:
  - Considered once a year.
  - Limited to correcting an error.

Special Implementation Procedures

The comprehensive plan map contemplates one land use method to assure the adequacy of public facilities needed to support urban development within urban growth areas. That method is to apply an Urban Holding District combined with urban zoning.

Urban Holding

The county applies the Urban Holding Plan and Zoning Overlay with an underlying urban zone when development polices require a legislative action prior to urban development occurring. In these cases, identified criteria are established that must be met in order to remove the urban holding zoning and 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.

Battle Ground Urban Growth Area

Areas designated Urban Residential and Mixed Use (City Mixed Use Residential) on the Comprehensive Plan Map are zoned Urban Holding-10 (Urban Holding-20 in the expanded urban area) and those designated Industrial, Commercial, Office Campus, Mixed Use (City Mixed Use Employment) or Business Park are zoned Urban Holding-20 (Urban Holding-40 in the expanded urban areas). 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 an adopted Intergovernmental Agreement, and the city's land use plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties, through a Type IV process initiated by the county;

3. urban holding designations cannot be removed unless the city demonstrates that public services will be provided prior to, or in conjunction with development; and,

4. open space corridors will be identified and maintained between urban areas.

Interlocal agreements may be initiated by either the city or the county by resolution of the legislative body.

Camas Urban Growth Area

Areas designated Urban Low Density Residential on the Comprehensive Plan Map are zoned Urban Holding-10 (Urban Holding–20 in the expanded urban area) and those designated Industrial, Commercial, Office Campus or Business Park are zoned Urban Holding-20 (Urban Holding-40 in expanded urban area). These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Camas or consistent with an adopted Intergovernmental Agreement, and the city's land use plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties, through a Type IV process initiated by the county;

3. urban holding designations cannot be removed unless the city demonstrates that public services will be provided prior to, or in conjunction with development; and,

4. an open space corridor will be identified and maintained between the Vancouver and Camas Urban Growth Areas.

Intergovernmental agreements may be initiated by either the city or the county by resolution of the legislative body.

La Center Urban Growth Area

Areas designated Urban Residential on the Comprehensive Plan Map is zoned Urban Holding-10 (Urban Holding-20 in the expanded urban area). 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 an adopted Intergovernmental Agreement, and the city's land use plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties, through a Type IV process initiated by the county;

3. urban holding designations cannot be removed unless the city demonstrates that public services will be provided prior to, or in conjunction with development; and,
4. open space corridors will be identified and maintained between urban areas.

Intergovernmental agreements may be initiated by either the city or the county by resolution of the legislative body.

Ridgefield Urban Growth Area

Areas designated Urban Low Density Residential on the Comprehensive Plan Map are zoned Urban Holding-10 (Urban Holding–20 in the expanded urban area) and those designated Industrial, Commercial, Office Campus or Business Park are zoned Urban Holding-20 (Urban Holding-40 in expanded urban area). These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Ridgefield or consistent with an adopted Intergovernmental Agreement, and the city's land use plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties, through a Type IV process initiated by the county;

3. urban holding designations cannot be removed unless the city demonstrates that public services will be provided prior to, or in conjunction with development; and,
4. open space corridors will be initiated and maintained between urban areas.

Intergovernmental agreements may be initiated by either the city or the county by resolution of the legislative body.

Vancouver Urban Growth Area

Urban Area –

- North of NE 99th Street, west of NE 152nd Avenue, east of NE 87th Avenue, south of NE 119th Street, and northwest corner of the intersection of NE 119th and SR-503.
- North of NE 119th Street, east and west-side of NE 72nd Avenue, south of NE 134th Street.
- North of NE 154th Street, east of NW 11th Avenue, south of NE 199th Street, west of NE 29th Avenue.

These areas designated Urban Residential on the Comprehensive Plan Map are zoned Urban Holding-10 (Urban Holding–20 in the expanded urban area) and those designated Industrial, Commercial, Office Campus or Business Park are zoned Urban Holding-20 (Urban Holding-40 in expanded urban area). These areas may develop for more intensive uses through a change in zoning enacted by the County with the completion of a traffic circulation plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the county and applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) in conjunction with development and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties, through a Type IV process initiated by the county; and

3. open space corridors will be identified and maintained between urban areas.

Urban Area -

- The area between the City of Camas and Vancouver including but not limited to the Fisher Swale area.
- Area east of NE 162nd Avenue, between SR-500 and Lacamas Creek Basin.

These areas designated Urban Residential on the Comprehensive Plan Map are zoned Urban Holding-10 (Urban Holding–20 in the expanded urban area) and those designated Industrial, Commercial, Office Campus or Business Park are zoned Urban Holding-20 (Urban Holding-40 in expanded urban area). These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Vancouver or consistent with an adopted Intergovernmental Agreement and the completion of a traffic circulation plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the county and applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) in conjunction with development and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties through a Type IV process initiated by the county; and,

4. open space corridors will be identified and maintained between urban areas.

Intergovernmental agreements may be initiated by either the city or the county by resolution of the legislative body. If the county initiates a request and the city rejects the request or if more than 180 days elapse without a signed agreement, the county may proceed to remove urban holding without city input or annexation. The 180 days may be extended by mutual agreement of the city and the county.

The following improvements and conditions must be met prior to, or in conjunction with removal of the Urban Holding zone for the following specific geographical area.

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. Completion of a master plan;

b. Demonstrate that the level-of-service standard will be maintained at the Interstate-5 and NE 179th Street interchange by financing short-term improvements;

c. Demonstrate that appropriate public services support the development of the area, including sewer, water, transportation, and fire service; and,

d. Completion and a positive result to a feasibility analysis by WSU and Columbia River Economic Development Council relating to the potential of the area for research park development.

Washougal Urban Growth Area

Areas designated Urban Low Density Residential on the Comprehensive Plan Map are zoned Urban Holding-10 (Urban Holding–20 in the expanded urban area) and those designated Industrial, Commercial, Office Campus or Business Park are zoned Urban Holding-20 (Urban Holding-40 in expanded urban area). These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Washougal or consistent with an adopted Intergovernmental Agreement, and the city's land use plan, if it can be demonstrated that the following conditions are met:

1. full urban services can be provided by the applicable city and other special districts (including schools, fire protection, police protection as well as water, sewer, roads and drainage) and provision for future annexation is executed if immediate annexation is not geographically feasible;

2. removal of urban holding shall be by sub-area appropriate for consideration of affected capital facilities, and not by individual site specific properties, through a Type IV process initiated by the county; and,

3. urban holding designations cannot be removed unless the city demonstrates that public services will be provided prior to, or in conjunction with development.

Intergovernmental agreements may be initiated by either the city or the county by resolution of the legislative body.

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 demonstrates 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
BATTLE GROUND										
R1-15										
R1-10										
R1-7.5										
R1-6										
R-22										
R-16										
R--10										
CAMAS										
R1-12.5										
R1-10										
WASHOUGAL										
R1-15										
R1-10										
R1-7.5										
R1-5										
R-16										
R-22										
RIDGEFIELD										
RI-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.

- after November 30, distribute copies of pre-application forms submitted by applicant to affected city and agencies;
- between October 15 and January 1, complete pre-application meetings with county staff, applicants and affected city and agencies in attendance;
- between January 1 and February 15, distribute fully completed applications with any additional information to affected jurisdictions to facilitate their review process;
- in coordinating with the county, the cities shall submit written recommendations or additional information to the county;
- the county shall circulate initial review including SEPA determination and other pertinent information to the affected city and agencies; and
- 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 county-wide 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 the county during the following year.

PLAN AMENDMENT, PUBLIC NOTIFICATION AND PUBLIC HEARING PROCESSES

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 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

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

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 coordinating program 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, Clark County Department of Health, 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 ten 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

- 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

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 county-wide median income.
- ***Low income*** = households earning between 51 and 80 percent of the county-wide median income.
- ***Moderate income*** = households earning between 81 and 95 percent of the county-wide median income.
- ***Middle income =*** households earning between 96 and 120 percent of the county-wide median income.
- ***Upper income*** = households earning over 120 percent of the county-wide 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 land use 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

ADT	Average Daily Traffic
CCC	Clark County Code
CFP	Capital Facilities Plan
CMSA	Consolidated Metropolitan Statistical Area
CTR	Commute Trip Reduction
DEIS	Draft Environmental Impact Statement
EIS	Environmental Impact Statement
FEIS	Final Environmental Impact Statement
GMA	Growth Management Act
HOV	High Occupancy Vehicle
LOS	Level-of-Service
OFM	Office of Financial Management
PMSA	Portland Metropolitan Statistical Area
RCW	Revised Code of Washington
SEPA	State Environment Policy Act
TDM	Transportation Demand Management
TDR	Transfer of Development Rights
UGA	Urban Growth Areas
UGB	Urban Growth Boundaries
VMT	Vehicle Miles Traveled
WAC	Washington Administrative Code

APPENDIX A

TRANSPORTATION ISSUES

SUMMARY

Transportation issues have been central to the public discussion regarding the preparation of an updated Comprehensive Plan for Clark County. This appendix represents a summary of the policy actions taken by the Board of County Commissioners:

1. Adoption of a new 20-year transportation capital facilities plan constrained to the revenue identified in the *Revenue Perspective*.
2. Confirmation of the 6-year Transportation Improvement Program as the first 6 years of the transportation capital facilities plan.
3. Amendments to the transportation concurrency standards contained both in the transportation element of the comprehensive plan and in Clark County Code.

The balance of this report describes the analysis conducted.

ANALYSIS

The analysis of the Comprehensive Plan map followed the approach used with the prior plan alternatives examined in this process. The plan map was converted to households and employment projections based on the yields from the vacant buildable lands model and the application of the expected zoning. As much as possible, the allocation of households and employment was reviewed with local jurisdictions and adjustments were made as needed to reflect local knowledge of development potential. Table A.1 summarizes the land use assumptions used for the transportation analysis.

Table A.1 Land Use Assumptions Used in Transportation Analysis

(TO BE UPADTED, 2004)

The land use assumptions were input into the regional transportation demand model maintained by RTC to prepare an assessment of the likely demand on the county's roadway system (assuming the list of improvements identified in the current Metropolitan Transportation Plan). The county's transportation capital facilities plan project list was prepared by identifying projects that would address identified capacity deficiencies in the system given the likely transportation demand. The initial 20-year listing of transportation capital projects was supplemented by including those projects that are considered essential to the maintaining corridor level-of-service as identified by the county's transportation concurrency program staff. Many of these projects are not typically identified by the regional transportation model (e.g., intersection improvements). The household and employment demand was tested by County staff on the combined transportation network consisting of the existing roadway network, improvements included in the Metropolitan Transportation Plan, and additional projects listed in the new Clark County Capital Facilities Plan.

REVENUE PERSPECTIVE

The 20-year transportation capital facilities project list is constrained to the revenue expected by the county for transportation capital investment over the next 20-years, as identified by the *Revenue Perspective*. The revenue analysis estimates property tax dedicated to transportation ("road fund"), expected gasoline tax distributions to the county, expected miscellaneous revenue streams that accrue for transportation purposes and expected grants (as a function of local revenue generation based on historic trend). The analysis accounts for expenses not directly accounted for in the capital costs but needed in order for those capital facilities to be provided. The estimated available revenue for county transportation improvements over the 20-years of the land use plan is $459 Million (in 2003 dollars). The proposed project list totals $467 Million of expenditures. Many of the projects have pre-engineering estimated costs.

20-YEAR TRANSPORTATION CAPITAL FACILITIES PLAN

Table A.2 presents the proposed 20-year list of transportation capital projects. This list, as amended, should be adopted with the comprehensive plan. It will form the basis of the county's portion of a future update to the joint City of Vancouver – Clark County traffic impact fee program. In constraining the 20-year transportation capital project list to the available revenue, the existing (2004-2009) transportation improvement program was considered "protected." Areas of *Focused Public Investment* are identified in table 2 next to projects that were identified in an assessment of regional transportation needs. In order to further provide for maximized mobility in these areas of economic development potential, a small reserve fund has been identified to assist with minor projects, cross circulation, and intersection needs.

The first portion of the list includes projects already included in the 6-year Transportation Improvement Project (TIP). The second portion, "priority A", includes projects that have not previously ranked high enough to be included in the TIP. The third and last portion has new projects that have not been reviewed in previous TIP processes.

Table A.2 Clark County 20-Year Transportation CFP List

LEVEL-OF-SERVICE STANDARDS

Even with the capacity provided by the improvements in the transportation CFP and the Metropolitan Transportation Plan, it is not possible to maintain the previously adopted corridor level-of-service standards. The county population will increase by 150,000 residents. The number of jobs will also grow. With the assistance of economic development efforts by the County and others the number of new jobs is expected to also increase in proportion to the number of residents. These two major factors, along with the projected increases in vehicle miles traveled per person, will result in levels of congestion and delay that will require a lowering of standards. Table A.3 provides a comparison of the existing level-of-service standards and those proposed for amendment. In some cases, no comparison is possible because a new transportation concurrency corridor is being proposed for addition to the system with the adoption of this comprehensive plan.

Level-of-service standards serve both as a standard of measure in administration of the County's transportation concurrency program and as a general indicator of congestion levels. Goals of Transportation Concurrency and the Growth Management Act require a balance between land development and the transportation facilities serving that development. The variables in this balancing include the growth rate, transportation investments, and level-of-service (LOS) standards. Transportation improvement investments are projected into the future based on a "constant" of current revenue streams. The growth rate was chosen from a range provided by the State Office of Financial Management. The LOS standards are dependent on the first two variables (improvements and growth rate). Maintaining current LOS standards; e.g. congestion levels; would require

either increasing transportation investments through higher taxes, or a reduction in the chosen growth rate and the subsequent supply of buildable lands.

The following table A.3 indicates those corridors where level-of-service is being proposed for reduction. Highlighted text simply refers to new corridor endpoints or segments. Changing LOS standards are in bold. These standards have been analyzed and set based on 20 year projections in volumes and estimated changes in signalization. However, these standards do not guarantee there to be no concurrency testing failures during the 20 year period. One purpose of the concurrency program is to prevent land development from greatly outpacing transportation services. If specific areas of the County rapidly develop before the public and private investments are made in surrounding corridors, moratoria may occur.

Table A.3 Proposed Level-of-Service Reduction Areas

CORRIDORS	Corridor Limits Description	Minimum Travel Speeds (mph) CURRENT	Minimum Travel Speeds (mph) PROPOSED
North-South Roadways			
Lakeshore Avenue	Bliss Road to NE 78th Street	22	22
Hazel Dell Avenue	Highway 99 to NE 63rd Street	**22**	**17**
Highway 99 & NE 20th Avenue			
NE 20th Avenue (North)	NE 179th Street to south of NE 134th Street	17	17
Central	north of NE 134th Street to NE 99th Street	13	13
South	NE 99th Street to NE 63rd Street	**17**	**13**
St. Johns Road	NE 119th Street to NE 68th Street	22	22
NE 72nd Avenue	SR-502 to NE 119th Street	27	27
Andresen Road	NE 119th Street to NE 58th Street	13	13
Gher / Covington Road	Padden to SR-500	17	17
SR-503			
North	NE 199th St to NE 119th Street	27	27
South	NE 119th Street to Fourth Plain	13	13
Ward Road	Davis Road to SR-500	13	13
NE 162nd Avenue	Ward Road to NE 39th Street	**22**	**13**
NE 182nd Avenue	Risto Road to Davis Road	27	27
East-West Roadways			
SR-502	NW 30th Ave (BG) to NE 179th Street	27	27
179th Street			
West	NW 41st Avenue to I-5	22	22
West Central	I-5 to NE 72nd Avenue	22	22
139th Street & Salmon Creek Avenue			
139th Street (West)	Seward Road to I-5	**22**	**17**
Salmon Creek Avenue (West Central)	I-5 to NE 50th Avenue	13	13
119th Street			
West	Lakeshore to Hazel Dell	22	22
West Central	Highway 99 to NE 72nd Avenue	17	17
East Central	NE 72nd Avenue to SR-503	22	22
99th Street			
West	Lakeshore to I-5	**22**	**17**

West Central	I-5 to St. Johns Road	22	22
East	SR-503 to NE 172nd Avenue	22	22
Padden Parkway			
East	SR-503 to Ward Road	NA	22
East Central	I-205 to SR-503	22	17
78th / 76th Street			
West	Lakeshore to I-5	17	17
West Central	I-5 to Andresen (on Padden)	17	17
East Central	Andresen to SR-503	17	17
East	SR-503 to Ward Road	17	17
Fourth Plain Boulevard			
East Central	I-205 to SR-503	13	13
East	SR-503 to 162nd Avenue	13	13
63rd Street			
West Central	Hazel Dell to Andresen	22	22
East Central	Andresen to NE 94th Avenue	17	17

Transportation Concurrency Ordinance Adoption List

Ordinance No.	Content
2000-10-03	Amended the Transportation Concurrency Management System (CCC 12.41); amended Chapt 3 and Appendix A of the Comprehensive Plan and adopted a revised CFP.
2001-08-01A	Modified traffic impact fee (CCC 18.65.080); modified transportation CFP; dissolved TIF overlay areas
2003-4-9	Emergency Salmon Creek moratorium
2003-4-9	Adopted Salmon Creek moratorium
2003-4-9	Confirmed expansion of the Salmon Creek moratorium area
2003-4-9	Re-adoption of the transportation standards.
2003-4-9	Modifed Salmon Creek moratorium to permit filing of hospital development application
2003-4-9	Extended Salmon Creek moratorium
2003-04-02	Extended Salmon Creek moratorium
2003-4-9	Modified transportation concurrency and CFP; amended Arterial Atlas; Salmon Creek “fix”.
2003-04-16	Corrected 2003-04-09
2003-06-02	Reserves capacity in Salmon Creek area for preferred land uses.

APPENDIX B

FIGURES

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
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Figure 13A	Woodland Urban Growth Area
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Figure 16	Existing Transportation Facilities
Figure 17	Existing LOS Deficiencies And Safety Concerns
Figure 19	Forest Capabilities
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Figure 21	Mineral Resources
Figure 22-A	Rural And Natural Resources
Figure 22-B	Columbia River Gorge National Scenic Area
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)

APPENDIX C

OTHER RELATED STATUTES AND RULES

OTHER RELATED STATUTUES

Planning Enabling Act, Chapter 36.70 RCW

Salmon Recovery, Chapter 75.46 RCW; RCW 90.71.005, 020, and 050

Shoreline Management Act of 1971, Chapter 90.58 RCW

State Environmental Policy Act (SEPA), Chapter 43.21C RCW

Steelhead Recovery Pilot Program, RCW 75.56.050

Watershed Planning, Chapter 90.82 RCW

RELATED WASHINGTON ADMINISTRATIVE CODES

Growth Management Act:

- Procedural criteria for adopting comprehensive plans and development regulations, Chapter 365-190 WAC
- Minimum guidelines to classify agriculture, forest, mineral lands, and critical areas, Chapter 365-195 WAC
- Procedures for management of growth management planning and environmental review fund, Chapter 365-185 WAC

Growth Management Hearings Boards, Chapter 242-02 WAC

Shoreline Management Act:

- Guidelines for Development of Master Program, Chapter 173-16 WAC
- State Master Program Approval/Amendment Procedures, Chapter 173-27 WAC
- Shoreline Management Permit and Enforcement Procedures, Chapter 173-27 WAC

State Environmental Police Act Rules, Chapter 197-11 WAC

SEPA Handbook

Washington State

Office of
Community Development

Note: OCD released this document September 4, 2001. It is updated here to include legislation adopted by the 2002 Legislature.

Growth Management Act Amendments 1995-2002

The Growth Management Act (GMA) in Washington has been amended numerous times since its original adoption in 1990. To help local governments in evaluating whether their adopted plans and development regulations "are complying with" the GMA, the Growth Management Program at the Office of Community Development has developed the following list of recent amendments. This list summarizes amendments made by the Legislature, between 1995 and 2002, to Chapter 36.70A of the Revised Code of Washington. The chapter is commonly known as the Growth Management Act (GMA).

Each amendment is listed below, by code number and title, according to the year of adoption, and includes a brief description.

Please note: This list has been prepared as a technical assistance tool to assist local governments in their update process under RCW 36.70A.130(1) and is not intended to provide a definitive explanation or interpretation of GMA amendments. While other related statutes also help implement the GMA, amendments to them are not included in this document.

1995

RCW 36.70A.030 Definitions

- A definition of "wetlands" added to the Shoreline Management Act (SMA) that is identical to the definition under the Growth Management Act (GMA). Excluded from the wetlands definitions under both acts are wetlands created after July 1, 1990, that were unintentionally created as the result of road construction.

RCW 36.70A.040 Who must plan—Summary of requirements—Development regulations must implement comprehensive plans

- Changed the percentage of population increase required to trigger planning under the GMA from 10 percent to 17 percent for a ten-year period for counties with a population of 50,000 or more.

RCW 36.70A.070 Comprehensive Plans—Mandatory elements

- Added the following underlined text in subsection (5): The rural element shall permit <u>appropriate</u> land uses that are compatible with the rural character of such lands and provide for a variety of rural densities <u>and uses and may also provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate rural uses not characterized by urban growth.</u>

- Changed the word "recognizing" to "ensuring" for what the housing element must do as noted in the act "...ensuring the vitality and character of established residential neighborhoods." Added "mandatory provisions" and "single-family residences" to the following: "...include a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences.

RCW 36.70A.110 Comprehensive Plans—Urban growth areas

- Changed to allow counties to designate urban growth areas (UGAs) outside of cities. A UGA determination may include a reasonable land market supply factor and shall permit a range of urban densities. The term "in general" was added to the GMA statement that indicates urban services are to be provided by cities.

RCW 36.70A.130 Comprehensive Plans—Review

- Added language that directs cities and counties to broadly disseminate to the public, a public participation program.
- Added the provision that amendments may be considered more than once a year under the following circumstances: (1) emergency compliance with a growth management hearings board order, (2) the initial adoption of a subarea plan, and (3) the adoption or amendment of a Shoreline Master Program according to chapter 90.58 RCW.
- Added the requirement of public participation to the emergency amendment process already permitted by the GMA and added resolution of a growth management hearings board (board) or court order as an amendment permitted outside of the comprehensive plan amendment cycle. (ESHB 1724 amendments.)

RCW 36.70A.140 Comprehensive Plans—Ensure public participation

- Added the requirement of a public participation program that identifies procedures. Local governments must also provide public participation that is effective when responding to a board order of invalidity. (ESHB 1724 amendments.)

RCW 36.70A.172 Critical areas—Designation and protection—Best available science to be used

- New section added to the GMA that clarified the state's goals and policies for protecting critical areas functions and values. Local governments are required to include the "best available science" in developing policies and development regulations to protect the functions and values of critical areas as defined in the GMA and must give special consideration to preserving or enhancing anadromous fisheries. (ESHB 1724 amendments.)

RCW 36.70A.175 Wetlands to be delineated in accordance with manual

- Washington Department of Ecology (Ecology) directed to adopt by a rule a manual for the delineation of wetlands regulated under the SMA and GMA. The manual is based on the 1987 U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency manual as amended through January 1, 1995.

RCW 36.70A.280 Matters subject to board review

- Added shoreline master programs or amendments adopted under chapter 90.58 RCW, as subjects for board review. (ESHB 1724 amendments.)

RCW 36.70A.290 Petitions to growth management hearings boards—Evidence

- Established the publication date for a shoreline master program or amendment to be the date when the shoreline master program or amendment is approved/disapproved by Ecology.

RCW 36.70A.300 Final orders

- Added shoreline master program and amendments to final order procedures.
- Determined that a finding of non-compliance will not affect the validity of comprehensive plans/development regulations. Indicated the parameters of an invalidity determination by the boards, including vesting issues.

RCW 36.70A.320 Presumption of validity

- Added that the shoreline element of a comprehensive plan and applicable development regulations adopted by a city or county are governed by Chapter 90.58 RCW and not presumed valid upon adoption in the same manner as comprehensive plan/development regulations in general. (ESHB 1724 amendments.)

RCW 36.70A.330 Noncompliance

- Added invalidity text. The board is allowed to reconsider its final order and decide: (a) if a determination of invalidity has been made whether to rescind or modify its determination as provided by RCW 36.70A.300(2), or (b) if no invalidity determination has been made whether to issue a determination as provided by RCW 36.70A.300(2).
- Added language that a person with standing may participate in a hearing of compliance/noncompliance (ESHB 1724 amendments.)

RCW 36.70A.365 Major industrial developments

- Counties planning under the GMA allowed to establish, in consultation with cities, a process for authorizing the siting of major industrial developments outside UGAs. Such a development may be approved if certain criteria are met.

RCW 36.70A.385 Environmental planning pilot projects

- Changed references from the "Department of Community Development" to "department."

RCW 36.70A.450 Family day-care provider's home facility—City may not prohibit in residential or commercial area

- Changed the agency responsible for certifying that a family day-care provider's facility provides a safe passenger loading area, from the Washington State Department of Licensing to the Office of Child Care Policy of the state, Department of Social and Health Services.

RCW 36.70A.280 Matters subject to board review

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RCW 36.70A.450 Family day-care provider's home facility—City may not prohibit in residential or commercial area

- Changed the agency responsible for certifying that a family day-care provider's facility provides a safe passenger loading area, from the Washington State Department of Licensing to the Office of Child Care Policy of the state, Department of Social and Health Services.

RCW 36.70A.460 Watershed restoration projects—Permit processing—Fish habitat enhancement project

- Directed the Washington Conservation Commission to develop a single application process by which all permits for watershed restoration projects may be obtained by a sponsoring agency for its project, to be completed by January 1, 1996. Each agency is required to name an office or official as a designated recipient of project applications and inform the commission of the designation. All agencies of state and local government are required to accept the single application developed by the commission.

RCW 36.70A.470 Project review—Amendment suggestion procedure—Definitions

- Added a new section to the GMA that integrated project and environmental review to be conducted under the newly created provisions of Chapter 36.70B RCW.

RCW 36.70A.480 Shorelines of the state

- Added a new section to the GMA, which states that: (1) the goals and policies of the SMA become one of the goals of the GMA under 36.70A.020, and (2) the goals and policies of a Shoreline Master Program for a county/city are required to become an element of the jurisdiction's comprehensive plan. All other portions of the Shoreline Master Program including regulations are required to become part of the county's or city's development regulations. Additionally, Shoreline Master Programs are to continue to be amended/adopted under the procedures of the SMA (Chapter 90.58 RCW).

RCW 36.70A.481 Construction—Chapter 347, Laws of 1995

- Added the above new section to the GMA, which states that nothing in RCW 36.70A.480 (shorelines of the state) shall be construed to authorize a county or city to adopt regulations applicable to shorelands as defined in RCW 90.58.030 that are inconsistent with the provisions of Chapter 90.58 RCW. (ESHB 1724 amendments.)

RCW 36.70A.490 Growth management planning and environmental review fund—Established

- Added the above new section to the GMA. Moneys in the fund are required to be used to make grants to local governments for the purposes set forth in RCW 43.21C.031. (ESHB 1724 amendments.)

RCW 36.70A.500 Growth management planning and environmental review fund—Awarding of grants - Procedures

- Added the above new section to the GMA. Established procedures for dispersing funds. (ESHB 1724 amendments.)

Chapter 36.70B RCW

- Regulatory reform bill to streamline permitting procedures in the state. (ESHB 1724 amendments.)

1996

RCW 36.70A.070 Comprehensive plans—Mandatory elements

- Added "general aviation airports" to subsection (6)(i) relating to required sub-elements of a transportation element as defined by this section.

RCW 36.70A.270 Growth management hearings boards—Conduct, procedure, and compensation

- Boards are required to publish their decisions and arrange for reasonable distribution of them. The Administrative Procedures Act (APA) is to be used for the boards' procedures, unless it conflicts with RCW 36.70A. The APA also is to be used to determine whether a board member or hearing examiner will be disqualified.

RCW 36.70A.280 Matters subject to board review

- Clarified who may file petitions with the boards (i.e., standing).

RCW 36.70A.305 Expedited review

- New section added from SSB 6637. Courts are to expedite reviews on invalidity determinations made by the boards. Hearings on the issues are to be scheduled within 60 days of the date set for submitting the board's record.

RCW 36.70A.367 Major industrial developments—Master planned locations

- The GMA was amended to allow a pilot project to designate an urban industrial bank outside UGAs. A county is allowed to establish the pilot project if it has a population of more than 250,000 and if it is part of a metropolitan area that includes a city in another state with a population of more than 250,000 (Clark County). The urban industrial land banks are to consist of no more than two master planned locations. Priority is to be given to locations that are adjacent to or in close proximity to a UGA. The same criteria are to be met that are required under the existing major industrial development process in the GMA, except that specific businesses to locate on the site(s) need not be identified ahead of the designation. The pilot project terminates on December 31, 1998.

RCW 36.70A.510 General aviation airports.

- General aviation airports were added to the list of items that all local governments must include in the land use elements of their comprehensive plans. General aviation airports include all airports in the state (i.e., public use facilities). There are currently a total of 129 airports that are classified as "general aviation." Adoption and amendment of comprehensive plan provisions and development regulations under this chapter affecting general aviation airports are subject to RCW 36.70.547.

1997

RCW 36.70A.030 Definitions

- Definition of "urban growth" was amended to expand listed incompatible primary uses of land to include the following: rural uses, rural development, and natural resource lands

designated pursuant to RCW 36.70A.170. Additionally, the following was added: A pattern of more intense rural development, as provided in RCW 36.70A.070(5)(d), is not urban growth.

- The following terms "rural character," "rural development," and "rural governmental services" are defined.
- The following: or "urban services" is added to the definition of "urban governmental services." (ESB 6094 amendments.)

RCW 36.70A.035 Public participation—Notice provisions

- Added the requirement for GMA counties and cities to adopt procedures for notifying property owners and other affected or interested parties of proposed amendments to comprehensive plans and development regulations. The procedures generally follow the notice requirements currently in the State Environmental Policy Act (SEPA). (ESB 6094 amendments.)
- Added the requirement that a county or city considering an amendment to a comprehensive plan or a development regulation needs to allow for public comment on the proposed change before adoption. (ESB 6094 amendments.)

RCW 36.70A.070 Comprehensive plans—Mandatory elements

- Provisions that shall apply to the rural element are specified. (ESB 6094 amendments.)

RCW 36.70A.110 Comprehensive plans—Urban growth areas

- Deleted the following text from subsection (2): "urban growth areas" and added "and each city within the county" to the following: based on OFM projections, "…the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected…" (ESB 6094 amendments.)

RCW 36.70A.130 Comprehensive plans—Review—Amendments

- Added 2002 review requirement language to the GMA: No later than September 1, 2002, and at least every five years thereafter, a county or city shall take action to review and, if needed, revise its comprehensive land use plan and development regulations to ensure that the plan and regulations are complying with the requirements of this chapter. The review and evaluation required by this subsection may be combined with the review required by subsection (3) of this section. (ESB 6094 amendments.)
- Changed to allow for the amendment of the capital facilities element of the comprehensive plan if it occurs concurrent with the adoption/amendment of a county/city budget.

RCW 36.70A.165 Property designated as greenbelt or open space—Not subject to adverse possession

- Added a new section to the GMA. Adverse possession is prohibited on property designated as open space to a public agency or homeowner's association. (ESB 6094 amendments.)

RCW 36.70A.177 Agricultural lands—Innovative zoning techniques

- Added a new section to the GMA. It allows a variety of innovative zoning techniques in designated agriculture lands of long-term commercial significance. (ESB 6094 amendments.)

RCW 36.70A.215 Review and evaluation program

- Created the Buildable Lands Program. Six Western Washington counties and the cities located within their boundaries are to establish a monitoring and evaluation program to determine if the actual growth and development is consistent with what was planned for in the county-wide planning policies and comprehensive plans. Measures, other than expanding UGAs, must be taken to correct any inconsistencies. (ESB 6094 amendments.)

RCW 36.70A.270 Growth management hearings boards—Conduct, procedure, and compensation

- Amended subsection (7). It amends the boards' procedures for distribution of rules and decisions to follow the Administrative Procedures Act, Chapter 34.05 RCW, specifically including the provisions of RCW 34.05.455 governing ex parte communications. (ESB 6094 amendments.)

RCW 36.70A.290 Petitions to the growth management hearings boards—Evidence

- Amended this section as follows: The board shall render written decisions articulating the basis for its holdings. The board shall not issue advisory opinions on issues not presented to the board in the statement of issues, as modified by any prehearing order. (ESB 6094 amendments.)

RCW 36.70A.295 Direct judicial review

- Added a new section to the GMA. The superior court is allowed to directly review a petition for review, if all parties to a case before a board agreed to direct review in the superior court. (ESB 6094 amendments.)

RCW 36.70A.300 Final orders

- Changed to allow the board to extend the time for issuing a decision beyond the 180-day period currently provided by the GMA to allow settlement negotiations to proceed if the parties agree to the extension. The boards may: (1) allow up to 90-day extensions that may be renewed; (2) establish a compliance schedule that goes beyond 180 days for a plan or development regulation that does not comply with the GMA if the complexity of the case justifies it; and (3) require periodic updates on progress towards compliance as part of the compliance order. (ESB 6094 amendments.)

RCW 36.70A.302 Determination of invalidity—Vesting of development permits—Interim controls

- Clarified which permits invalidity orders apply to. (ESB 6094 amendments.)

RCW 36.70A.320 Presumption of validity—Burden of proof—plans and regulations

- Burden shifted to the petitioner to demonstrate that any action by a respondent is not in compliance with the requirements of the GMA. The board is required to find compliance unless it determines that the action by the state agency, county, or city is clearly erroneous in view of the entire record before the board and in light of the goals and requirements of the GMA. (ESB 6094 amendments.)

RCW 36.70A.3201 Intent—Finding—1997 c 429~20(3)

- Added a new section to the GMA. Local comprehensive plans and development regulations require counties and cities to balance priorities and consider local circumstances. The ultimate responsibility for planning and implementing a county's or city's future rests with that community. The boards are to apply a more deferential standard of review to actions of counties and cities than the previous "preponderance of the evidence" standard. (ESB 6094 amendments.)

RCW 36.70A.330 Noncompliance

- Changed to enable board to modify a compliance order and allow additional time for compliance in appropriate circumstances. The board is directed to take into account a county's or city's progress toward compliance in making its decision as to whether to recommend the imposition of sanctions by the Governor. (ESB 6094 amendments.)

RCW 36.70A.335 Order of invalidity issued before July 27, 1997

- Added a new section to the GMA. A county or city subject to an order of invalidity issued prior to the effective date of the act may request the board to review its order in light of the changes to the invalidity provisions. If requested, the board is required to rescind or modify an order to make it consistent with the act's changes. (ESB 6094 amendments.)

RCW 36.70A.362 Master planned resorts—Existing resort may be included

- Added a new section to the GMA. Counties planning under the GMA may include some existing resorts as master planned resorts under a GMA provision that allows counties to permit master planned resorts as urban growth outside of UGAs. An "existing resort" is defined as a resort that was in existence on July 1, 1990, and developed as a significantly self-contained and integrated development that includes various types of accommodations and facilities.

RCW 36.70A.367 Major industrial developments—Master planned locations

- Authorized an additional county (Whatcom), in consultation with its cities, to establish a process for designating land to be in an industrial land bank, according to certain conditions.

RCW 36.70A.500 Growth management planning and environmental review fund—Awarding of grants—Procedures

- The Department of Community, Trade, and Economic Development (CTED) is directed to encourage participation in the grant program by other public agencies through the provision of grant funds. CTED is required to develop the grant criteria, monitor the grant program, and select grant recipients in consultation with state agencies participating in the grant

program. Grants from the planning and environmental review fund are to be provided for proposals designed to improve the project review process and which encourage the use of GMA plans to meet the requirements of other state programs. (ESB 6094 amendments.)

1998

RCW 36.70A.040 Who must plan—Summary of requirements—Development regulations must implement comprehensive plans

- Added the requirement for cities or counties to amend the transportation element to be in compliance with Chapter 47.80 RCW no later than December 31, 2000.

RCW 36.70A.060 Natural resource lands and critical areas—Development regulations

- The requirement for notice on plats and permits issued for development activities near designated resource lands expanded to activities within 500 feet, instead of 300 feet, of the resource lands. The notice for mineral lands is required to include information that an application might be made for mining-relating activities. (From the Land Use Study Commission recommendations bill.)

RCW 36.70A.070 Comprehensive plans—Mandatory elements

- Required cities or counties to include level of service standards for state highways in local comprehensive plans, in order to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the Washington State Department of Transportation's (WSDOT) six-year investment program. Inventories of transportation are required to include state-owned transportation facilities.

RCW 36.70A.131 Mineral resource lands—Review of related designations and development regulations

- Added a new section to the GMA. A county or city is required to take into consideration new information available since the adoption of its designations/development regulations, including new or modified model development regulations for mineral resource lands prepared by the Washington Department of Natural Resources (DNR), CTED, or the Washington Association of Counties.

RCW 36.70A.200 Siting of essential public facilities

- Added state or regional facilities and services of state-wide significance as defined in subsection (7) of HB 1487 (definition located in Chapter 47.06 RCW per this amendment). Includes among others, are high speed rail, inter-city high speed ground transportation, the Columbia/Snake navigable river system, etc.

RCW 36.70A.210 County-wide planning policies

- Added "transportation facilities of state-wide significance" to the minimums that county-wide planning policies shall address.

RCW 36.70A.360 Master planned resorts

- Master planned resorts expressly authorized to use capital facilities, utilities, and services (including sewer, water, stormwater, security, fire suppression, and emergency medical) from outside service providers. Any capital facilities, utilities, and services provided on-site are limited to those meeting the needs of master planned resorts. Master planned resorts are required to bear the full costs related to service extensions and capacity increases directly attributable to the resorts.

RCW 36.70A.367 Major industrial developments

- Authorized additional counties (Lewis, Grant, and Clallam) to establish industrial land banks for two master planned locations by December 31, 1999. Extended sunset date for Clark and Whatcom counties to December 31, 1999.

RCW 36.70A.395 Environmental planning pilot projects

- Technical corrections to eliminate references concerning reports to the Legislature that are no longer necessary or have expired.

RCW 36.70A.460 Watershed restoration projects—Permit processing—Fish habitat enhancement project

- A fish habitat enhancement project meeting the criteria of this law not subject to local government permits, inspections, or fees. Such projects, when approved and a hydraulic permit has been issued, are not required to complete a substantial development permit under the SMA. Fish habitat enhancement projects that meet the criteria of this act are considered to be consistent with local shoreline master programs.

1999

RCW 36.70A.035 Public participation—Notice provisions

- Added "school districts" to list of entities and affected individuals to be provided with notice of comprehensive plan/development regulation amendment.

2000

RCW 36.70A.520 National historic towns—Designation.

- Allows counties planning under RCW 36.70A.040 to authorize and designate national historic towns that may constitute urban growth outside UGAs, if specified conditions are satisfied. A GMA county may allocate a portion of its 20-year population projection to the national historic town to correspond to the projected number of permanent town residents.

RCW 36.70A.040 Who must plan—Summary of requirements—Development regulations must implement comprehensive plans

- Added language stating that for the purposes of being required to conform to the requirements of the GMA, no county is required to include in its population count those persons confined in a correctional facility under the jurisdiction of the state Department of Corrections that is located in the county.

2001

RCW 36.70A.103 State agencies required to comply with comprehensive plans

- Authorized DSHS to site and operate a Special Commitment Center and a secure community transition facility to house persons conditionally released to a less restrictive alternative on McNeil Island. The state's authority to site an essential public facility under RCW 36.70A.200, in conformance with comprehensive plans and development regulations, is not affected, and with the exception of these two facilities, state agencies must comply with those plans and regulations.

RCW 36.70A.200 Siting of essential public facilities

- Added "secure community transition facilities" (as defined in RCW 71.09.020) to the list of essential public facilities typically difficult to site. Each city and county planning under RCW 36.70A.040 is required to establish a process, or amend its existing process, for identifying and siting essential public facilities, and to adopt and amend its development regulations as necessary to provide for the siting of secure community transition facilities. Local governments are required to complete this no later than the deadline set in RCW 36.70A.130. Any city or county not planning under RCW 36.70A.040 is required to establish a process for siting secure community transition facilities and amend or adopt development regulations necessary to provide the siting of these facilities.

RCW 36.70A.367 Major industrial developments—Master planned locations

- Extended deadline for counties eligible to use the industrial land bank authority. Currently, Grant County and Lewis County satisfy all three criteria. Until December 2002 eligible counties may establish a process for designating a bank of no more than two master planned locations for major industrial activity outside a UGA. Eligible counties must meet statutory criteria initially specified for the authority terminating on December 1999.

2002

RCW 36.70A.011 Findings—Rural lands

- Added a new section containing legislative findings to support the amendment to the rural element requirements in RCW 36.70A.070.

RCW 36.70A.020 Planning goals

- Amended the economic development goal to add the underlined words:

> Encourage economic development throughout the state that is consistent with adopted comprehensive plans, <u>promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities,</u> and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

- Amended the open space goal to simplify the language add a reference to recreational facilities. It formerly read as follows:

  > 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.

- It now reads as follows:

  > Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

RCW 36.70A.070 Comprehensive plans—Mandatory elements

- Amended the requirements for the rural element of comprehensive plans to (1) authorize limited expansion of small-scale businesses in the rural area, and (2) authorize new businesses in the rural area to use sites previously occupied by rural businesses.
- Amended the housing element to require the inventory of housing needs to include the number of housing units necessary to manage projected population growth.
- Amended the capital facilities element to require the inclusion of parks and recreation facilities.
- Required comprehensive plans to include an economic development element and a parks and recreation facilities element, if money to implement these requirements is appropriated by the Legislature.

RCW 36.70A.103 State agencies required to comply with comprehensive plans

- Amended to cross-reference new provisions for siting secure community transition facilities for sex offenders.

RCW 36.70A.130 Comprehensive plans—Review—Amendments

- Amended the deadlines for reviewing and updating comprehensive plans and development regulations adopted under the GMA and clarified the requirements relating to the reviews and updates.

RCW 36.70A.200 Siting of essential public facilities—Limitation on liability

- Clarified that the deadline for adopting a process for siting secure community transition facilities for sex offenders must be adopted by September 1, 2002, even though deadlines for GMA reviews and updates were changed in amendments to RCW 36.70A.130.
- Exempted noncompliance with the September 1, 2002, deadline from challenge before the Growth Management Hearings Boards and from economic sanctions under the GMA's enforcement provisions.

RCW 36.70A.367 Major industrial developments—Master planned locations

- Established a pilot program authorizing the designation of industrial land banks outside urban growth areas if specified requirements are satisfied.

2003 growth management legislation

Growth Management Services' Staff

Changes to annexation, shoreline, watershed management, and rural economic development laws are among the growth management related laws passed by the Washington State Legislature and signed by the Governor. A summary of some of the new laws is provided below:

Annexation

SSB 5409 reviews the direct petition method of annexation in relation to a recent Washington State Supreme Court decision. To annex contiguous inhabited territory, a petition must be signed by: (1) owners of a majority of the acreage in the area to be annexed and (2) a majority of registered voters in the area to be annexed. To annex contiguous uninhabited territory, a petition must be signed by owners of a majority of the acreage in the area to be annexed. If property is owned by multiple owners, the signature of an owner designated by the multiple owners is sufficient for the petition.

The law states the direct petition method remains an alternative method and does not supersede any other method of annexation.

SHB 1755 creates alternative means for annexation of unincorporated islands of territory for GMA Buildable Lands Program jurisdictions. Interlocal agreements can be developed to annex qualifying territory meeting specific contiguity requirements and to conduct annexation elections for qualifying territory contiguous to more than one city or town.

Shoreline and growth management integration

SHB 1933 states that the integration of the goals and policies of the Shoreline Management Act (SMA) into GMA does not create an order of priority among GMA planning goals. The law:

- The goals of the GMA, including the goals and policies of the SMA set forth, continue to be listed without priority.
- Shorelines of statewide significance may include critical areas as designated by the GMA, but shorelines of statewide significance are not critical areas simply because they are shorelines of statewide significance.
- Within shoreline jurisdiction, critical areas will be protected by the Shoreline Master Program (SMP) and regulations will be reviewed for compliance with the SMA. However, SMP regulations must provide a level of protection of critical areas at least equal to that provided by the county or city's adopted or thereafter amended critical areas ordinances.

Shoreline management

SSB 6012 establishes a staggered schedule, from 2005 to 2014 and every seven years after the initial deadline, for the development, amendment, and review of local shoreline master programs.

- State funding must be provided to local governments at least two years prior to the deadline. Local governments that do not receive state funding may postpone the deadline until the following biennium. They must be given first priority for funding, and the deadline for their update will be two years after receiving the funds. With the exception of counties and cities scheduled to complete their updates in either 2005 or 2009, updates must be completed within two years after the Department of Ecology (Ecology) approves the grant.
- Local governments must develop or amend their shoreline master programs by December 1, 2014, at the latest to comply with the new Ecology guidelines, regardless of available state funding. Local governments may update their master programs earlier than the timelines provided and are eligible for grants, if funding is available.

Watershed management

ESB 5073 provides statutory and fiscal authority so that local entities offering water-related services can more fully cooperate and coordinate efforts as watershed plans are adopted and implemented. In addition to cities and counties, special purpose districts are authorized to expend water-related revenues, raise water-related funds, and participate in cooperative watershed management activities.

Public agencies may form separate legal entities, called watershed management partnerships, under the Interlocal Cooperation Act (Chapter 39.34 RCW).

Rural development

SSB 5786 clarifies that industrial uses within specified "limited areas of more intensive rural development" are not required to be principally designed to serve the existing and projected rural population in order to be lawfully zoned.

Environmental review

SHB 1707 allows GMA jurisdictions to establish additional categorical exemptions under the State Environmental Policy Act (SEPA) within urban growth areas to accommodate infill development consistent with comprehensive plans. These exemptions apply only to GMA jurisdiction actions on residential or mixed-use development proposed where current density is lower than provided in the plan, if the comprehensive plan was previously analyzed through an environmental impact statement under SEPA.

Growth management hearings boards

SB 5507 adds an additional requirement for "participation standing" – a board can consider only issues "reasonably related" to issues that the aggrieved person previously raised at the local level.

Residential day-care facilities

HB 1170 limits restrictions on residential day-care facilities. A county cannot zone against or otherwise prohibit the use of a residential dwelling as a family day-care facility in a residential or commercial zone. The county can require the family day-care facility to comply with safety and licensing regulations and zoning conditions that are imposed on other dwellings in the same zone.

Secure community transition facilities

SSB 5550 prohibits secure community transition facilities from being sited near public and private youth camps.

Industrial projects

SSB 5761 modifies requirements for industrial projects of statewide significance so projects with projected employment positions of 50 or greater in rural counties or 100 or greater in urban counties are eligible.

Construction aggregates

SSB 5305 creates a nine-person committee to study whether the supply of aggregate in the state is sufficient to fulfill GMA comprehensive plan requirements and evaluate permit efficiencies and the regulation of aggregate and affiliated industries.

Ecology wetlands update

Wetlands best available science document – The Washington departments of Ecology and Fish and Wildlife will be distributing a draft of *Freshwater Wetlands in Washington State – Volume 1 – A synthesis of the science* for review in July.

This document, and a second (Volume 2) containing management options and recommendations, is being developed to assist local governments meet GMA requirements and provide information on wetlands science and management. Work on Volume 2 will begin while Volume 1 is being reviewed.

To obtain a copy of the Volume 1 draft (1) download it from Ecology's Web site or (2) request it from Richard Gropp at rgro461@ecy.wa.gov. If you would like more information, e-mail Grangeron@wsu.edu (www.ecy.wa.gov/programs/sea/wetlands/index.html).

Wetland rating system for Western and Eastern Washington – Ecology has revised the Washington State Wetland Rating System for Eastern Washington. A final draft will be available this summer. Revisions to the Western Washington rating system are underway and a final draft is expected by fall.

To receive copy of the latest draft, download the files from Ecology's Web site at (www.ecy.wa.gov/biblio/4602060.html). Send comments to: Morris Uhlmann at muhl461@ecy.wa.gov or 360-407-7274.

Wetland policy and technical mitigation guidance – Ecology is updating its existing guidance documents on mitigation. The two documents are:

- *How Ecology Regulates Wetlands*, January 1997, Publication #97-112 (www.ecy.wa.gov/biblio/97112.html). For information, call Andy McMillan at 360-407-7272 or e-mail ammc461@ecy.wa.gov.
- *Guidelines for Developing Freshwater Wetlands Mitigation Plans and Proposals*, March 1994, Publication #94-29 (www.ecy.wa.gov/programs/sea/pubs/94-029/94-029.html).

Comments can be submitted to Dana Mock via at dmoc461@ecy.wa.gov or P.O. Box 47600, Olympia, WA 98504-7600.

To obtain copies of any of these publications, call at 360-407-7472 or e-mail jewi461@ecy.wa.gov.

Appendix D

CLARK COUNTY ECONOMIC STRATEGY AND ACTION PLAN

The Economic Development Element of the comprehensive plan presents a broad brush view of the county's policies and goals for economic development. The plan chapter is based on the input of citizens and economic development interests. The county government needs to focus on actions that are achievable, affordable, provide meaningful and measurable results, and build upon efforts by other jurisdictions and the private sector.

Clark County identified three primary economic development strategies for the next 5 to 10 years. The strategies are:

1. Prepare identified nodes of growth for economic development;
2. Reduce regulatory barriers;
3. Increase the county's capacity to support and participate in economic development.

Other strategies are important and useful, however the county concluded that the three identified strategies are essential to moving the county's job growth forward and are achievable.

Each strategy is supported by action items. In some cases the action items support more than one strategy. Action items that support more than one Strategy are identified with a **. The action items will require procedural change, code changes, legislative advocacy and community partnerships.

Prepare specific nodes (Focus Public Investment Areas (FPIA)) for enhanced economic development.

Focusing on nodes of growth and supporting these with focused public investment is a new policy objective in the comprehensive plan. While structuring its focus public investment areas for industrial land enhancement, Clark County should evaluate all relevant factors, including preferred funding option(s), timing of proposal, funding amount, and term of the enhancement program to maximize opportunities for successful implementation.

Clark County in December 2003 or as soon thereafter as is feasible should take one or a combination of the following steps to enhance high priority focus public investment areas identified through the Plan Update Process:

a) Create zoning designations, developer agreements, or other tools that protect designated areas of focused public invested from fragmented growth or unplanned residential and commercial growth. (Yr 1-5)
b) Develop a wetlands mitigation bank. (Yr 1-5)**
c) Develop a process for prequalification of sites, and a process for encouraging landowners to use the pre-qualification process to address environmental issues. (Yr 5-10)**
d) Develop a 60 to 90-day review process for major economic developments. (Yr 1-5)**
e) Look for revisions to the concurrency program that protect trips for industrial and office uses. (Yr 1-5)**
f) Establish a discretionary fund for the county's use in economic development. (Yr 1-5)**

Reduce regulatory barriers.

The importance of this action is differentiation. Like businesses, Clark County should translate ideas into action and make trade-offs that have a good fit among other activities. The following actions taken together would constitute a differentiated position in the marketplace.

a) Develop a 90-day review process for projects of economic significance. (Yr. 1-5)**
b) Develop e-permitting focused on assisting commercial and industrial growth. (Yr. 1-5)
c) Amend the development code to assist small business in renovating, expanding or relocating businesses. (Yr.1-5)
d) Rezone parcels out of industrial use if they are severely constrained by environment, adjacent land use, or transportation. (Yr. 5-10)
e) Look for revisions to the concurrency program that protect trips for industrial and office uses. (Yr. 1-5)**
f) Develop a process for prequalification of sites, and a process for encouraging land owners to use the pre-qualification process. (Yr. 5-10)**

Increase the capacity of county government to support and participate in economic development.

The following actions address having the resources to undertake economic development. Other capacity issues not included in the action items but cited in the *Economic Development* element are people-based concerns dealing with education and workforce development and placed-based in terms of the supply of developable lands.

a) Establish a discretionary loan fund for the county's use in economic development. (Yr 1-5)**
b) Grow the discretionary fund to a meaningful amount. (Yr 5-10)

c) Provide dedicated professional staff for economic development to implement the action plan. (Yr. 1-5)
d) Develop land aggregation strategies and protect new large industrial land sites from being subdivided into less than parcels of 50 acres in size. (Yr5-10)
e) Work with ports to expand port properties to include sites suitable for targeted industries and high-tech firms including lease and ownership options. (Yr 1-5)
f) Support the ports in joint county-wide marketing efforts.
g) Investigate tools for meaningful Tax Increment Financing, B and O tax, revenue sharing and revenue pooling, etc, which may require new state legislation.

proud past, promising future

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