

CHAPTER 1

LAND USE ELEMENT

INTRODUCTION

The Land Use Element of the Clark County Comprehensive Growth Management Plan 2004-2024 (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 13 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 of Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, Woodland, and Yacolt; unincorporated urban growth areas and in rural areas, particularly those closer to the 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 2007 Generalized Land Uses – Plan Map (Values in Acres)

JURISDICTION AREA	FOREST	AGRIC	COMM'L	INDUSTRY	EMPLOYMENT CENTER	PUBLIC FACILITIES	PARKS OPEN SPACE	SINGLE FAMILY RESIDENTS	MULTI-FAMILY RESIDENTS	URBAN RESERVE
CLARK COUNTY	158,068	35,760	320	307		10	8,968	101,704		3,006
VANCOUVER UGA			3,732	7,965	1,115	1,971	4,445	21,164	4,119	
THREE CREEKS PLANNING AREA			1,227	712	765	936	864	10,933	1,522	
CAMAS UGA			369	973	2,101		739	5,121	783	
WASHOUGAL UGA			240	456	542	142	438	2,581	295	
BATTLE GROUND UGA			907	287	303		277	2,550	1,434	
LA CENTER UGA			180	607		75	109	1,145	183	
RIDGEFIELD UGA			242	823	1,000	187	164	2,976	471	
YACOLT UGA			38	10		31	45	246		
WOODLAND						20		132		
TOTAL*	158,068	35,760	7,255	12,140	5,826	3,372	16,049	148,552	8,807	3,006

* The total does not include 560 acres of Mixed Use in Vancouver, 525 acres in Three Creeks Planning Area, 141 acres in Camas, 965 acres in Battle Ground, 59 acres in La Center, and 49 acres in Ridgefield. The total above does not include 18,306 acres of bodies of water; 163 acres of Airport, and 40 acres of Mining Lands. in Vancouver, 350 acres of BPA.

Table 1.2 presents 2004 base population 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 2024 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 2024 based on a 2%_growth rate or a projected population of 584,310 (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 2025 ranging from a low of 473,984 to a high of 621,763. 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 2024 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 2024 Population Estimates by Jurisdiction

UGA	2004 POPULATION	2004 – 2024 CHANGE	2024 POPULATION
CLARK COUNTY	391,674	192,636	584,310
BATTLE GROUND UGA	15,152	37,822	52,974
CAMAS UGA	18,205	16,604	34,809
LA CENTER UGA	2,363	5,645	8,008
RIDGEFIELD UGA	2,651	23,381	26,032
VANCOUVER UGA	213,452	54,476	267,928
WASHOUGAL UGA	11,248	11,900	23,148
YACOLT UGA	1,262	544	1,806

Sources: Clark County GIS. Clark County Community Planning. Projected 2024 population based on OFM allocation and 2% growth rate. 2004 population is based on incorporation of UGA area.

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. To accommodate the population growth over the 20-year planning horizon the following UGA's new total acreage (Table 1.3) is

expected to expand to Battle Ground 1,503, Camas 2,394, La Center 1,427, Ridgefield 1,683, Vancouver 4,008, Washougal 1,007 acres.

Table 1.3 Total Acreage Added by UGA

LANDUSE	Battle Ground	Camas	La Center	Ridgefield	Three Creeks Special Planning Area	Vancouver	Washougal	LANDUSE Total (acres)
Single Family Residential	629.54	775.35	545.25	1,210.02	1,667.92	588.72	248.64	5,665.43
Multi Family Residential	282.84	392.83	183.04	262.86	214.44	53.78	119.93	1,509.71
Commercial	169.82	0.51	87.98	34.35	8.85	35.60	74.79	411.90
Employment Center	71.19	320.26	0.00	176.00	252.02	0.00	542.60	1,362.07
Industrial	0.00	0.00	607.02	0.00	0.00	1,053.12	21.21	1,681.35
Mixed Use	350.15	141.09	3.96	0.00	57.59	0.00	0.00	552.78
Parks/Open space	0.00	764.34	0.00	0.00	36.91	0.00	0.00	801.25
Public Facilities	0.00	0.00	0.00	0.00	39.22	0.00	0.00	39.22
UGA totals (acres)	1,503.54	2,394.37	1,427.25	1,683.22	2,276.95	1,731.21	1,007.17	12,023.72

Mixed Use includes Mixed Use-Employment (237.33ac) and Mixed Use Residential (112.81ac)
 Approx. 322 acres of P/OS in Camas is Lacamas Lake

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 is working with all the cities to provide an appropriate land base and

policy guidance through the comprehensive planning process to influence these factors in a positive direction.

The 2006 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 190,709 persons in Clark County urban areas. 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. According to the 2000 census, 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.

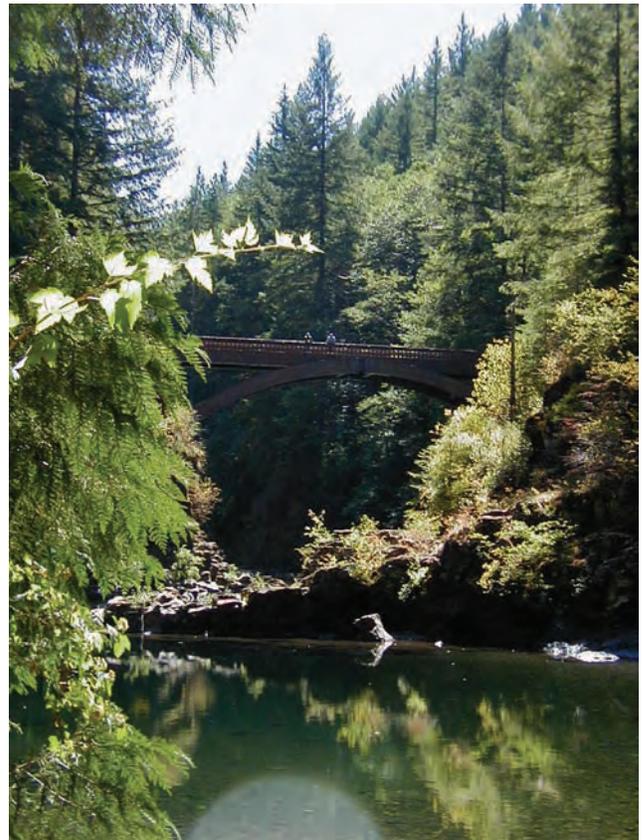
Commercial activities in Clark County to date have typically been developed as free standing structures on relatively large lots, with extensive parking areas. Much of the commercial development within the unincorporated urban areas of the county has occurred in continuous strips along arterials. Large tracts of commercial land are located in Three_Creeks along Highway 99 and 78th Street, in Orchards along 117th Avenue and in Cascade Park along Mill Plain Boulevard. The proposed plan designated 396 gross acres for commercial uses.

There are 1,885 gross acres designated for industrial uses. This number does not include additional 871 gross acres designated for employment center. The 1,885 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.

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. Vancouver Clark Parks and Recreation owns and manages approximately 7,335 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.



Vancouver-Clark Parks and Recreation owns and manages approximately 7,335 acres of urban parks and open space within the ten parks districts. The county is also working regionally to provide adequate recreational opportunities for county residents. 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. Developing in an integrated fashion to include but not limited to working closely with school districts to ensure that new school facilities are within close proximity to neighborhoods they are intended to serve.

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 active-ties 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.

Community Sub-area Plans

The Land Use Element of the Comprehensive Plan provides policy guidance for the uses of land throughout Clark County. The comprehensive plan is a generalized document that meets the mandates of the Growth Management Act and Countywide Planning Policies. The 20-year plan also encourages more detailed sub-area planning. In identifying areas for urban growth and rural development, the Comprehensive Plan establishes patterns for future land use, transportation and other infrastructure needs that will require more detailed planning on a geographic basis. These sub-area plans may be needed from time to time as initiated by the county to address planning issues. These sub-area plans include plans for neighborhoods, corridors, Urban Reserve areas, special districts and joint planning areas. The adoption and incorporation of sub-area plans into the Comprehensive Plan adds greater detail, guidance and predictability to the Plan.

Sub-area planning provides the community with a greater opportunity to be involved in a planning process that is more identifiable and predictable. Neighborhoods, corridors, Urban Reserve areas, and special districts may be defined and plans will be tailored to address the issues of the community. Sub-area planning will afford local residents and the development community a more defined understanding of the potential changes that may affect their neighborhoods. Upon adoption by the Board of County Commissioners they amend and become part of the comprehensive plan. Any sub-area specific plan so adopted supersedes and replaces any conflicting previous plans whether general or specific.

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 1.4, 1.5, and 1.6).

Table 1.4 Rural Lands Plan Designation to Zone Consistency Chart

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

Table 1.5 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						

Table 1.6 Urban Plan Designation to Zone Consistency Chart

PLAN ZONE	UL	UM	UH	NC	CC	GC	MU	EC	ML	MH	RI	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													
GC													
MX													
BP													
OC													
ML													
MH													
IR													
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.

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 infill 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 and serving a primary trade area within a 1.5 mile radius. In addition, all new commercial applications should address the criteria for zone changes 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 zone. 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, locate at minor or major arterial crossroads, serving a primary trade area between 2 to 4 miles. In addition, all new commercial applications should address the criteria for zone changes, below.

General Commercial (GC)

General Commercial areas provide a full range of goods and services necessary to serve large areas of the county, and traveling public. This designation is implemented with the General Commercial base zone. These areas are generally located at interchanges, along state highways and interstates, and adjacent to major and minor arterial roadways. New general commercial areas should generally be more than 20 acres in size, spaced more than four miles from similar uses or zones, serve a population of more than 20,000, and serving a primary trade area between 3 to 6 miles. In addition, all new commercial applications should address the criteria for zone changes, below.

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 achieve the goals and objectives of the community framework plan and the comprehensive plan:

- enhance livability, environmental quality and economic vitality;
- accommodate and respect surrounding land uses by providing a gradual transition into lower density neighborhoods that may encircle a potential mixed-use site;
- maximize efficient use of public facilities and services; provide a variety of housing types and densities;
- reduce the number of automobile trips and encourage alternative modes of transportation;
- and create a safe, attractive and convenient environment for living, working, recreating and traveling; and,
- shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping, and parking as contained in the Mixed Use Design Standards.

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 employment opportunities such as 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 provides for light manufacturing, warehousing, transportation 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.

Industrial Railroad (IR)

This designation is implemented with industrial railroad base zone and provides land uses that require and take advantage of rail access. This designation is appropriate for industrial and manufacturing uses including manufacturing, assembly, fabrication, processing, and bulk handling and storage (warehousing).

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.

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 commercial district 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. Existing commercial 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 through a market and land use analysis.

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, cannot further divide until brought into the urban growth area.

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.

Highway 99 Overlay District

This overlay district implements the Highway 99 Sub-Area Plan. Underlying zoning districts remain unchanged, however there are additional or alternative permitted uses and design standards. The overlay district provides for the use of a hybrid form-based code which establishes minimum setback standards, minimum and maximum height standards, different parking requirements and modifies other regulations for the underlying zoning districts within the sub-area.

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 13, 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.

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.

Railroad Industrial Overlay

This district is implemented with an overlay zone and recognizes the importance of the County railroad as an economic development asset. The development standards in the overlay closely match those of the County's industrial zoning districts.

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.

- Conversion of industrial or employment lands to non-industrial or non-employment center districts may occur within the following parameter:
 - Protect and preserve lands zoned heavy industrial for heavy industrial uses.
 - Protect employment center lands from conversion to residential.
 - Consider rezoning of employment center lands to non-retail commercial, office campus, or business park if the proponent can show that (a) the zone change would accommodate unforeseen and rapidly changing commercial development needs, and (b) the proposed designation is more suitable than the current designation given the land's site-specific characteristics, and (c) the proposed zone change will generate jobs at a higher density than the current comprehensive plan zone allocation.

 - 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:
 - Assume the need for residential market factor lands added to the amount called for in the population forecast to build in flexibility.
 - include a household size of 2.59 people per household
 - 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, man-made and natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
 - 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.

La Center UGA

- 1.1.17 There shall be no net material increase in cardroom capacity within the La Center Urban Growth Area.
- 1.1.18 The City of La Center shall be the primary agent for planning, permitting, funding, constructing and maintaining a new bridge crossing the East Fork Lewis River outside the La Center Urban Growth Area. The new bridge shall meet or exceed county and city public works and environmental standards. Prior to the next county comprehensive plan update, Clark County shall incorporate the new bridge and necessary arterials into the *Clark County Arterial atlas* and may provide technical assistance.
- 1.1.19 An additional 120 acres +/- of industrial land –located west of Interstate 5 and east of 41st Avenue, and south of 309th Street and north of 299th Street – shall be added to the La Center Urban Area as an out-of-cycle subarea

amendment if the United States government recognizes a new tribal reservation within the La Center Urban Area.

County 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.

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.
- 1.2.12 Three Creeks Special Planning Area.

With adoption of the 2007 Comprehensive Plan the County Board of Commissioners will designate the Three Creeks Special Planning Area. Three Creeks is an urbanized area of unincorporated Clark County located between the cities of Vancouver and Ridgefield with a unique character rich in local lore and tied to the earliest settlements in the Pacific Northwest. The unincorporated areas commonly recognized as Hazel Dell, Felida, Lake Shore, Salmon Creek and Fairgrounds lie within the boundaries comprising 27.54 square miles and extending from the Chelatchie Prairie Railroad Bridge near 63rd Street to the south, the Green Lake to the west, NE 209th Street to the north and NE 72nd Area to the east as shown in Figure 16, appendix B. The area was originally included in the Vancouver Urban Growth Boundary in the county's 1994 Comprehensive Plan.

Urban services in this area historically have been provided by special purpose districts including Clark Public Utilities (water), Clark Regional Wastewater District (sewer); Vancouver, Ridgefield and Battle Ground school districts; Fire Districts 5, 6, 11 and 12;

Fort Vancouver Regional Library; Greater Metropolitan Parks District; C-Tran (transit); WSDOT; and Clark County (general services, sheriff and roads).

The purpose for creating the special planning area is to give residents living there a larger and more direct voice in planning for their own future. To further that goal, the Board of Commissioners will appoint a Three Creeks Advisory Council to assist with sub-area transportation plans, land use plans and such other matters as the Board may deem appropriate. The Council shall consist of not more than 11 voting members appointed by the Board and be chosen as representatives from business and neighborhood associations, special purpose districts, other service providers and citizens at large. A member of the Board shall serve as chair in an ex-officio capacity. The Board shall also appoint ex-officio members from cities.

Washougal Urban Growth Area

- 1.2.13 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

- 1.2.14 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.

- 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 URAs 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 Prior to the future comprehensive evaluation of the urban growth area by Clark County, create implementation measures that will affect 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.
- Develop and adopt plan and Industrial Railroad zoning district with use provisions consistent with land use objectives.
- 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

- Review, revise and implement the Shoreline Management Master Program and ordinances for wetland, wellhead and aquifer recharge protection.
- 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.
- 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.