



Clark County

20-YEAR COMPREHENSIVE GROWTH MANAGEMENT PLAN 2004 – 2024

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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 while setting 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 understands that greater regulation of property use is necessary to accomplish the goals set out in the GMA and 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 1995-2006 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 2004-2024.

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 2004-2024 (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 584,310 people) and jobs (to an estimated 230,000). 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 not have high densities; and,
- reimburse residents for down-zoning.

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

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

- 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 2004-2024 builds upon the efforts undertaken during the process of developing the Community Framework Plan and the 20-Year Plan revised in 1997 and 2004.

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 three 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 involved staff from the eight cities and Clark County; individuals and interest groups; and representatives from the special districts, other agencies and utility providers in a broad-based, public driven effort

Most major planning programs involve a citizen involvement component, but it is rarely the central focus of the effort. In the case, of the 2007 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 2004-2024 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 May2007.

- 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.
- **Cable television broadcast** of growth management worksessions and hearings.
- **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.
- The **urban** areas were reviewed by each city with the assistance of county staff liaisons.
- Joint sponsorship and staffing of the **Youth Town Hall** 2004, 2005, and 2006 annual program focusing on growth management, environmental and transportation 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.
- An ongoing effort to have **with concerned citizens** regarding their specific requests and other growth management related issues.
- 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 CTV and aired 8-10 times each.
- **Major information materials** such as the DEIS and FEIS were distributed through the Community Planning 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 May 2005, the Clark County Board of Commissioners adopted a **Public Outreach Plan** as a continuation of the outreach process that supported the adoption of the September 2004 plan. The outreach plan was intended to ensure opportunities for citizens to find out about activities related to the plan and to provide opportunities for citizen input.
- A series of public **workshops** before the Board of County Commissions in order to give the public and other elected 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.

- A major exhibit at the **Clark County Fair** to reach as many residents as possible with information about growth management and the comprehensive plan update.

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 thirteen (13) 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 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 **School Element** describes the policy direction and goals to provide full consideration to the importance of school facilities and encourage the development of sustainable learning environments.

Chapter 11: 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 12: 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 13: The **Shoreline Element** contains Clark County's Shoreline Master Program Goals and Policies. These goals and policies are implemented by Chapter 40.460 of the Clark County Code. These goals and policies, along with Chapter 40.460 and the Official Shoreline Map are adopted as the Clark County Shoreline Master Program.

Chapter 14: 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 thirteen (13) 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. A minimum of 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 level-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 be 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, 2004 and 2007 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 level-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 a growing 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:

- Assume the need for a 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.

1.2.1 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; (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.

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,

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

The policies below 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.

The policies below 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 level-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 Fish and 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 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 (high capacity transit, 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 level-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 Clark County Public Health'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 Clark County Public Health.
- 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 goal of the Growth Management Act is that urban development generally 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. 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 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

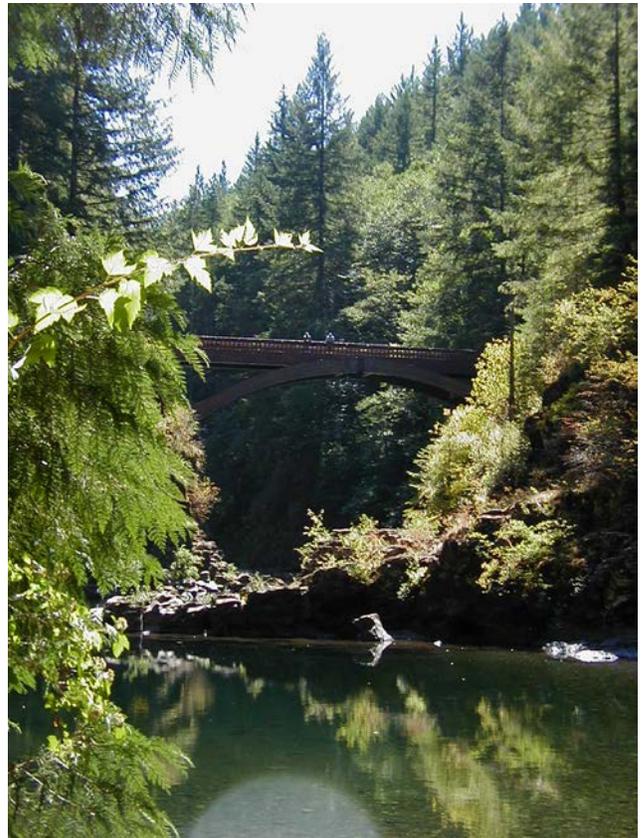
Plain Boulevard. The proposed plan designated 396 gross acres for commercial uses.

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	I	IH	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											
IL											
IH											
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.

Industrial (I)

Areas within this designation are implemented with Light Industrial (IL), Business Park (BP), and Industrial Railroad (IR) base zones and are intended to provide the community with employment opportunities such as compatible office and attractive new non-polluting industries. Areas designated Industrial also provides for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries.

- Light Industrial (IL) base zones are intended to provide 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 industrial area.



- 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.
- The Industrial Railroad (IR) base zone 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 (IH)

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.

Equestrian Overlay Zone

This district is intended to ensure continued equestrian activities, encourage safe circulation within equestrian neighborhoods, access to regional/community trails or equestrian facilities, signage to alert residents, newcomers, and encourage travelers to the equestrian community, encourage environmentally sound horse keeping, and sustain the area's rich equestrian tradition.

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.

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/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 recently completed a five-year 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-percent 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 specify 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 192,635 people or 73,376 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 has increased 80 percent in population since 1980, with a 45 percent increase since 1990.

Table 2.1 Population Trends in Clark County, 1980-2005

Area	1980	1990	2000	2004	2005
Clark County	192,227	238,053	345,238	383,300	391,500
Unincorporated	134,978	173,844	166,305	184,650	188,955
Incorporated	57,248	64,209	178,933	198,650	202,545
Battle Ground	2,774	3,758	9,322	14,220	14,960
Camas	5,681	6,798	12,534	15,360	15,810
La Center	439	483	1,654	1,990	2,095
Ridgefield	1,062	1,332	2,147	2,195	2,630
Vancouver	42,834	46,380	143,560	152,900	154,800
Washougal	3,834	4,764	8,595	10,770	11,350
Woodland*	-	94	92	80	90
Yacolt	544	600	1,055	1,135	1,220

Sources: OFM Forecasting, State of Washington web site, November 2004. The 2004 and 2005 population numbers are based on April estimates.

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 decrease 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 2024, the county anticipates a population increase of 192,635 or a 55.8 percent increase over the 2000 census count of 345,238 with a total population of 584,310.

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, 1980-2024

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
2024	225,602	2.59	67,681*	157,921*

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

*2024 projected age distribution are 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

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 a variety of housing types that lend themselves to 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 74,376 additional households who will be seeking housing in Clark County by the year 2024. 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 2 percent per year. The characteristics of these households are likely to change over the period covered by the 20-Year Plan as the population of the county, the state and the United States as 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, 1950-2024 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
2024	584,310	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 to 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 United 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 seven 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) examine 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, influences 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 was "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 an important windfall profit opportunity. In the 1980s and 1990s, homeowners have become increasingly protective of the value, both real and perceived, of their homes. This is often exhibited as NIMBYism (**Not In My Back Yard**) where property owners strenuously object to the introduction of new housing that differs from existing housing in type or value. Many of these objections are based in the fear of people of differing incomes, race, age, or ethnicity and their perceived impacts on the value of property. NIMBYism influences housing affordability and it results in excessive delays in permit review processes or effectively excludes legitimate housing types or income groups from neighborhoods. In the planning process, this intolerance must not be underestimated but must be recognized and planned for in education programs, public hearing processes and in programs that attempt to create a sense of community that extends beyond the financial commitment of a house purchase.

Just as supply and demand interact to influence cost, housing price and local wages interact to influence affordability. A dual effort to increase local wages while also retaining moderately priced housing, will keep housing affordable to more of the population. Housing affordability is a relationship between an individual's income and the price of housing.

From the perspective of community planning, it is desirable to provide both jobs and housing within a community, for the benefit of individuals and the community tax base. The relationship of jobs and housing is described in two ways:

- the wage/housing balance is the relationship between the wages earned by people in the community and the housing price. Ideally, there is a sufficient number of housing units affordable to all levels of wage earners, 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 public agencies, can also provide affordable rental opportunities in new subdivisions.

Several other tools are available to the public sector to help influence the availability of affordable housing such as publicly subsidized rental housing and community lands trusts to foster a permanent inventory of affordable home ownership housing. Clark County has invested in the Southwest Washington Community Land Trust.

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 offsite 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 1 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 combinations 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-modal 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.

County 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 in residential and mixed-use zones__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.*

2.5 Policies

- 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/public 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.
- Provision for diversified housing types allowed as part of a mixed use development.
- Recognition of Senior Housing 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 such as elderly housing, smaller cottage one-story housing 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.
- Develop affordable housing program to address the impacts of mobile home park conversion on residents.

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 19,263 people or 10 percent of the new growth will be accommodated in the rural area. The total county population projection (including urban and rural areas) over the next 20 years is approximately 584,310 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 2004 zoning categories throughout the rural and resource lands.

Table 3.1 Acreage Totals Based on 1994 and 2007 Zoning Categories

ZONING	ACRES - 1994	ACRES - 2007
R-5, R-10, R-20	105,102	100,117
Ag, Ag/WL	39,802	35,760
FR-40, FR-80	157,516	158,068

RURAL COMMERCIAL / INDUSTRIAL USES

Existing commercial and industrial uses are located within the rural and resource areas of Clark County. The majority of existing commercial uses can be found within Rural Centers (160 acres), although there is some commercial use outside these centers (30 acres). 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 Prairie, 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 and MH are the zoning designations applied to rural commercial and industrial parcels.

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. These centers are often at the crossroads where historical development has allowed for both smaller lots and commercial uses within these nodes of development. 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 opportunity for job growth, tax base to support schools, 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.

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, 2007

RURAL CENTERS	LAND USES in ACRES				
	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	PUBLIC	TOTAL
AMBOY	327	22	38	13	400
BRUSH PRAIRIE	210	57	36		301
CHELATCHIE	220	15	163		397
DOLLARS CORNER	216	115			330
MEADOW GLADE ¹	482	8			490
FARGHER LAKE ²	66	24			90
HOCKINSON	234	29			263

Assessor's Data Base

¹Meadow Glade is within the proposed Battle Ground UGA expansion.

²Fargher 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 pre-dominate types of uses be it resource-based or more residential in nature.

The policies (pages 3-14 through 3-23) 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 21), 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 22). 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 23). Specific sites were designated for mining on the 20-Year Rural and Natural Resources Map (Figure 24-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)
- Reeb's / 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 Overlay District, which is an overlay zone that can be combined with any other zoning district. Extraction of mineral deposits in the Surface Mining Overlay 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 adopted Vancouver UGA and has been designated as Business Park. A Section 30 sub-area planning process was completed in 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).

	NOT SUITABLE	CONSIDER FOR PROTECTION	PROTECTION DESIRABLE	PROTECTION HIGHLY DESIRABLE	PROTECTION CRITICAL
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 Vancouver-Clark Parks owns and operates approximately 7,335 acres of park and open space lands. These lands are divided into three categories: urban, regional and special facilities. This includes 12 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.

Equestrian Element

Clark County recognizes the contributions of equestrian livestock husbandry, training, competition, and recreation activities to the overall rural quality of life in Clark County. These activities provide a lifestyle value to numerous county residents and visitors and economic revenue for rural residents and business owners. There are numerous organizations

that support the equestrian industry by providing education and promoting equine husbandry, including the Clark County Extension Service, Future Farmers of America, 4H, the Clark County Executive Horse Council, the Mt. St. Helens Chapter of the Backcountry Horsemen, and numerous other special interest equestrian-related groups.

As growth continues to occur throughout the county, open land to sustain livestock and existing or potential trail segments may be lost to uncoordinated land development and road improvements. Also, requirements of the Endangered Species Act may limit livestock management choices and the location of new equestrian facilities on land constrained by large riparian corridors. Additionally, with the county's emphasis on preserving agricultural and forestry lands within the Resource and Rural Districts, the development of large equestrian facilities of a size and scale that would be incompatible with agricultural and forestry practices within these districts should be discouraged.

The Equestrian Community plays a vital role in Clark County's economy and rural character. Clark County is unique in the Portland metropolitan area for having many one- to ten-acre exurban parcels. These properties, many of which host equine uses, are a premium attraction for some. According to the Clark County Equine Impact report (Clark County Executive Horse Council, 2009), 4.8% of Clark County households own equines. The estimated number of equines in Clark County is approximately 28,902.

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 Policies

- 3.0.1 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.
- 3.0.2 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.

County 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 (parcels of 5-20 acres in size) 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 businesses.
- 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 than 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 and industrial lands for job growth opportunity and developments to serve adjoining rural areas and for tax base to support schools districts;
 - 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 include 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.
- 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.
- 3.2.6 Schools and related facilities are strongly encouraged to locate within the urban growth areas. Schools may be located in the urban reserve areas (URA) or rural areas where necessary to serve population growth within and outside of the urban growth boundary (for specific schools policies see Chapter 10).
- 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 annual review under CCC 40.560 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.

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 minimize incompatibilities with adjacent uses.*

3.4 Policies

- 3.4.1 The county shall encourage the conservation of the county's designated agricultural lands for long-term commercial and non-commercial agricultural uses and shall 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:
 - maintaining public roads in capital improvement plans to accommodate the transport of agricultural commodities;

- encourage 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;
 - encouraging the continuation of commercial agriculture by: 1) supporting land trades that result in consolidated agricultural ownership, 2) encouraging the maintenance of agricultural lands in current use property tax classifications, including those classifications as provided for in RCW 84.34 and CCC Chapter 3.08, and 3) working with agricultural landowners and managers to identify and develop other incentives for continued farming; and,
 - encouraging agricultural land use as a clean industry incorporating tax breaks, right to farm, purchase of development rights, transfer of development rights and other economic means and develop strategies to support farming practices.
- 3.4.2 Minimum parcel size should be adequate to allow reasonable and economic agricultural use.
- 3.4.3 The primary land use activities in agricultural areas shall be commercial or non-commercial agriculture, forest management, mineral extraction, ancillary uses and other non-agricultural related economic activities relying on agricultural lands.
- 3.4.4 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.
- 3.4.5 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.
- 3.4.6 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.
- 3.4.7 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.
- 3.4.8 Residential development adjacent to agricultural land shall be appropriately buffered from agricultural activities.
- 3.4.9 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.
- 3.4.10 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.
- 3.4.11 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.
- 3.4.12 Within the Agriculture land designation, one principal dwelling unit per 20 acres shall be allowed with the provision for an additional temporary dwelling.
- 3.4.13 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.

Equestrian Element

Goal: *To protect, preserve, and enhance the rural and equestrian character of Clark County, through sustainable ecological development practices.*

3.6 Policies

- 3.6.1 Complete the acquisition, development, funding, and construction of the equestrian portion of Vancouver-Clarks Parks' Regional Trail and Bikeway Systems Plan.

- 3.6.2 Create and adopt a Clark County Park Code to implement these trail systems.
- 3.6.3 Include the trail systems in the Arterial Atlas Road Standards.
- 3.6.4 Integrate trail systems and open space within rural centers and urban areas, thus enhancing the overall character of existing development, providing additional economic opportunities, and providing additional opportunities for the reduction of motorized transportation.
- 3.6.5 Educate the general public regarding the benefits to all citizens of equestrian based communities. These may include but are not limited to:
 - a) The preservation of open space through the use of shared habitats
 - b) Improved water quality due to open space and multi-use trail system buffers
 - c) Wildlife corridors
 - d) Improved air quality due to the use of expanded/interlinked non-motorized trail systems
 - e) Positive impacts to the local economy not only by equestrians, both local and at large, but also local and visiting non-equestrians utilizing trails and open space
 - f) Increased values and faster sales for all properties adjacent to or nearby trail systems or other open space
 - g) Open space and multi-use trail systems provide recreational opportunities for non-equestrians, resulting in significant health/fitness benefits and therefore an overall reduction in healthcare costs
 - h) Unique social and educational opportunities
 - i) Business opportunities which meet equestrian and recreational needs.
- 3.6.6 Provide historical information to the public regarding the significance of equines in the county's cultural heritage, as well as historical information about specific trails and open space.
- 3.6.7 Educate the general public about the myths and facts surrounding the equine's use on trail systems, conservation lands, etc.
- 3.6.8 To encourage safe interactions between equestrians, non-equestrians, and motorized vehicles; educate the general public regarding proper equine etiquette.
- 3.6.9 Encourage new equestrian residential development to adopt residential cluster design concepts with shared use facilities, and permanently designated open spaces, thereby reducing the overall environmental impact and protecting sensitive or otherwise high quality habitat. They must be compatible with surrounding land uses and should be located adjacent to or in proximity to other open space, multi-use trails, and/or rural centers or urban areas. These new developments should include appropriate internal trails, as well as trails allowing linkage to rural centers or urban areas, multi-use trail systems, open space,

regional parks, etc., as well as natural buffers to screen facilities, primary roadways and structures from adjacent properties.

- 3.6.10 Encourage all new construction and development to meet or exceed LEED certification standards, or equal.
- 3.6.11 Encourage equestrian owners to employ best management practices for animal health, to protect the environment, and be sensitive to surrounding neighbors and land uses.
- 3.6.12 Preserve quality agricultural lands to ensure adequate and sustainable local feed production.
- 3.6.13 Develop an identity program. The County will encourage the appropriate organizations and public agencies to promote Clark County as a regional, state, and national equestrian and recreational destination. This could include the following: marketing materials, signs, websites, parks, trails, facilities, events, services, equestrian and/or ecological tourism (eco-tourism) tourism.
- 3.6.14 Encourage economic growth by promoting commercial opportunities that provide viable equestrian based services along major travel corridors, multi-use trail systems, parks, or other facilities as appropriate.
- 3.6.15 The County should investigate providing incentives to promote equestrian businesses by lowering any applicable fees.
- 3.6.16 Expand existing public facilities, add facilities, and/or develop a new equestrian park, which address the needs of the County's equestrian community and will provide the appropriate venue and services required to attract large regional or national equine events and thereby further enhance economic development.
- 3.6.17 The County should partner with an organization (i.e. The Executive Horse Council) to develop a regional equestrian events center.
- 3.6.18 The County, in conjunction with cities, should consider adopting a countywide planning policy that allows for equestrian uses in urban areas.

STRATEGIES FOR RESOURCE LANDS

- 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.
- Develop a preliminary Purchase of Development Rights (PDR) or Transfer of Development Rights (TDR) Program for Clark County.

The primary strategy being:

Appoint a Clark County TDR Task Force to produce a recommendation or set of recommendations to the Clark County Board of Commissioners to consider regarding the potential for adopting TDR ordinance.

The Task Force's composition could include:

1. a representative of the Clark County Farm Bureau;
2. a representative of Clark County Farm Forestry Association;
3. a private developer;
4. a private sector property appraiser;
5. a private sector Real Estate agent;
6. a representative from the Columbia Land Trust;
7. a representative at-large from the environmental sector of the community;
8. a neighborhood association representative;
9. two city receiver representatives; and
10. a Planning Commission member.

The Task Force's work could include any or all of the following:

- 1 solicit and retain a private sector property appraiser to assess the economic viability for a TDR program in Clark County;
- 2 identify potential sending and receiving sites (receiving sites could include city centers and those lots zoned urban reserve and/or those sites on the fringe of the city limits.);
- 3 design a pilot or hypothetical TDR project;
- 4 assess farmers and foresters interest in selling development rights;
- 5 assess developers interest in purchasing such developments rights;
- 6 determine if the sending parcel's sold off development rights run with the land or the duration of the sender's tenure on the property;
- 7 determine how development rights (density) should be applied to a receiving site (up-zoning);
- 8 determine what entity should administer the TDR program; and
- 9 evaluate the feasibility of placing on the ballot to the voters a Purchase of Development Rights (PDR) Program to preserve farm and forestry lands in Clark County.

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” for which local governments must designate and develop protection and enhancement programs. These five are fish and wildlife habitat, wetlands, aquifer recharge areas, flood hazard areas, and geological hazard 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 lowland area within the county. 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 (Figure 1). Many types of critical areas geographically overlap.

The benefits that these critical areas yield range from providing wildlife or vegetative ecosystem habitat, to limiting or mitigating human concerns over water pollution and 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 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.

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; flood hazard, wetlands protection 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 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, Lacomas 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 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 (HCO; 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. Extensive work has been done by the Lower Columbia Fish Recovery Board and in watershed programs. The HCO was updated in 2006 to reflect best available information as required by the GMA.

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. Most recently, coho were also listed 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. Regionally, the National Marine Fisheries Service has adopted a salmon and steelhead recovery plan for the Washington side of the lower Columbia River. This plan will help guide the Lower Columbia Fish Recovery Board and Clark County 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 be protected and restored 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 (February 2005) 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 where it replenished 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 alters stream habitats. Pesticides washed off landscaped areas can do great harm to aquatic insects that feed fish. Stormwater runoff from roads, business, industrial facilities, and residences degrades streams by flushing pollutants that harm fish and other aquatic life. The volumes of water running off paved areas also wash away streambed sediments and the creatures that live there. If sediment is allowed to wash off construction projects and agricultural land it can smother aquatic creatures in the streambed. 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 program for development and pollution control;
- operation and maintenance of storm sewers and roads to reduce polluted runoff;
- monitoring, data management and evaluation to provide information to manage stormwater;
- public involvement and education about untreated stormwater runoff and pollutant reduction; and
- stormwater capital improvements to reduce the potential harm caused to streams by stormwater runoff.

The regulatory program largely consists of implementing development regulations (CCC Chapter 40.380) requiring stormwater control facilities such as ponds and swales for development projects. Chapter 40.380 also requires construction projects to minimize erosion and sediment washed into streams from land development and land-disturbing activities. The water quality ordinance (CCC Chapter 13.26A) addresses everyday activities such as disposal of used motor oil and vehicle wash water. In February 2005, the Department of Ecology published the Stormwater Management Manual for Western Washington, which provides best available science for stormwater requirements relating to development and re-development, stormwater maintenance standards, and pollution control standards for existing businesses. Renewal of the county's existing NPDES permit in late

2006 will require the county to update its stormwater and erosion control ordinance (CCC Chapter 40.380) to be substantially equivalent with the new manual.

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 the stormwater control facilities that prevent pollution and excessive amounts of runoff from harming streams. The stormwater program is expected to build stormwater control facilities and stream restoration projects to address stormwater problems created before the program began in 1999. The program is mapping all existing storm sewer systems and beginning to plan and build projects using stormwater fees from each home, business and government property in unincorporated Clark County.

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 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 (WPO; 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 updated the WPO in 2006 to reflect the best available information as required by the GMA. The county's classification system rates wetlands from Category 1 to Category 4 based on their characteristics, and the county regulates based on a combination of the type of wetland and the intensity of the use around it. 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. Clark County has an application for mitigation banks. 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 most of the lowland area of the county is covered with permeable alluvial, or sand, gravel, and silt deposits, there is no one identifiable point of recharge. Virtually the entire county pervious area functions as an aquifer recharge area to some extent. The most critical aquifer recharge areas are those located near production wells (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 (CARA)_ordinance (CCC Chapter 40.410) identifies critical areas and places special requirements on higher risk development projects in those areas. The CARA ordinance was updated in 2005 to reflect best available information as required by the GMA.

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.

Flood Hazard Areas

Flood hazardous areas are another category of critical area, and are often associated with riparian corridors. Flood hazard areas are defined and delineated by the Federal Emergency Management Agency (FEMA) to include all areas subject to flooding during 100-year flood events. This definition encompasses areas along most rivers in the county. These areas provide wildlife habitat and hydraulic functions. Building limitations in these areas limit damage to persons and property from the periodic floods (Figure 5).

Flood Protection Programs

It is recognized that approximately 90% of all disasters in the US are flood-related. The avoidance of damage from flooding is accomplished by the application of zoning regulations and building ordinances. 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 hazard ordinance (CCC Chapter 40.420). 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 by mid-2007 on federal funding availability. Recent changes were made to the flood hazard ordinance at the suggestion of DOE to bring the ordinance into compliance with federal requirements, and to comply with the best available information requirement of the GMA.

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.

Geohazard Protection Programs

The county's geologic hazard areas (geohazards) 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 (Figures 7, 8, and 9). The geohazards ordinance was updated in 2005 to reflect better seismic hazard vulnerability information throughout the county. The county adopted the International Residential Code in 2005.

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 and 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 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 Program was prepared in 1974. The Department of Ecology has developed new shoreline rules, and the county has applied twice for shoreline program and will need to update its master program by 2011.

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 1996, 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.



The gorge management plan was updated in 2004 and an implementing ordinance adopted by the Gorge Commission in 2005. As a result, the county updated its scenic area ordinance (CCC Chapter 40.240) in 2006. 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.

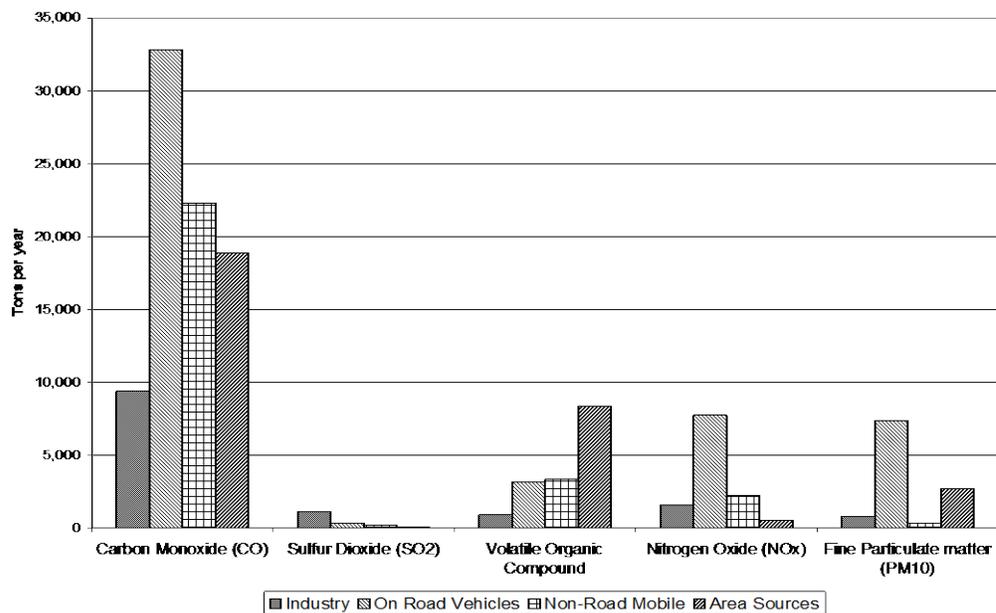
Conservation and greenway systems may be managed for a variety of uses, depending on the attributes of the site. Potential uses include wildlife habitat, low impact access for wildlife viewing and environmental education, regional trails, and where appropriate, picnic areas, boat ramps, fishing areas 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 seven 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 34 percent 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 percent of the ground level VOCs and NOx, and were also responsible for 74 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 4.1.

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 (O₃) 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,

geologic hazard areas, wetlands, shoreline and surface waters, habitat conservation areas, aquifer recharge areas and scenic areas. Mapped critical areas can be found in Figures 1-11. 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.

County 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 restore 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 and promotion of on-site infiltration 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 reduce on-site run-off that 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 including moving toward regional storm water facilities.
- 4.6.6 Promote on-site infiltration to minimize off-site run-off.

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 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.
- Develop regional detention and on-site disposal system.

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;
- 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. 2005), 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 (currently being revised) provides guidance on the planned improvements and funding available for those identified projects. Policies from other planning documents 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 provides 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 identified in this section.

Financial Analysis: A multi-year analysis of funding capability balancing the needs identified in this chapter against likely resources.

ROADS

The GMA requires an inventory of existing conditions for specific modes of transportation (Figure 20). 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. There are several functional classification schemes. Table 5.1 shows the Federal Functional Classification inventory of mileage for each classified roadway type and its proportional share of the entire roadway system in Clark County.

**Table 5.1 Federal Functional Mileage Classification
Clark County's Classified and Local Roads, 2006**

FACILITY TYPE	URBAN AREA	TOTAL CLARK COUNTY	PERCENT OF TOTAL
INTERSTATES	22.12	31.35	1.1%
EXPRESSWAYS & PRINCIPALS	99.51	108.74	3.9%
MINOR ARTERIALS	139.27	164.18	5.9%
URBAN COLLECTORS & RURAL MAJOR COLLECTORS	148.90	321.95	11.6%
RURAL MINOR COLLECTORS	0.0	115.58	4.1%
LOCAL ROADS	985.88	2020.76	73.1%
TOTAL	1395.68	2762.54	100.0%

Source: WSDOT, 2006

State transportation facilities in Clark County can be classified as either interstate highways or state routes:

- Interstate Highways:** Interstate highways 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. Clark County has a 20.78 mile section of Interstate-5 providing for north-south travel from Mexico to Canada. Within Clark County, I-5 has three primary lanes of travel in each direction from the Interstate Bridge north to NE 134th Street. North of the I-5/I-205 interchange there are three travel lanes in each direction.

Interstate-205 was constructed in the early 1980's as an alternative route to I-5. As a by-pass facility through the Portland/Vancouver metropolitan area, I-205 parallels I-5 from approximately Wilsonville, OR to NE 134th Street in Washington. I-205 crosses the Columbia River over the Glenn Jackson Bridge that was opened in 1982. The Glenn Jackson Bridge has four travel lanes in each direction. North of the bridge the facility has three lanes in each direction to a point just north of the interchange with Washington State Route-500. I-205 continues as a two lane facility in each direction until it joins I-5, just north of 134th Street.

- **Washington State Routes:** State Routes (SR) serve large volumes of traffic between counties or regions.

SR-14 provides the main east-west access from the City of Vancouver east to Idaho running along the north bank of the Columbia River. The facility extends through Clark County to the Skamania County line with two lanes in each direction up to milepost 12 and one lane in each direction thereafter.

SR-500 is entirely within Clark County and allows for east-west cross-county travel. It crosses I-205, provides access to the Orchards area, then traverses rural Clark County until it reaches the Camas urban area. SR-500 intersects with SR-14 in Camas. The facility carries traffic to and from the Clark County regional shopping mall. The segment of SR-500 between I-5 and I-205 was first opened as a limited access facility in 1984. The segment of SR-500 / Fourth Plain Blvd between SR-503 and NE 162nd Avenue was transferred to local jurisdiction in 2006. It was replaced by designating Padden Parkway between SR-503 and NE 162nd Avenue at Ward Rd as the new SR-500 alignment.

SR-501 is comprised of two unconnected segments. The south segment extends from the interchange with I-5 westward with three lanes in each direction along the Mill Plain/15th Street couplet to Columbia Street. West of Columbia the facility is two lanes in each direction. This segment of SR-501 carries traffic to and from the Port of Vancouver. The facility reduces to two lanes, one in each direction, and branches into two in the Vancouver Lake lowlands area with both branches terminating in the lowlands. The northern segment of SR-501 extends as a two-lane facility from I-5 westward to the City of Ridgefield where it terminates. Originally it was intended that the two segments be joined to complete a circumferential route around the west side of the Vancouver urban area and to carry traffic to and from the lowlands industrial area. However, the facility was never completed.

SR-502 extends from the I-5/N.E. 179th Street interchange northward to N.E. 219th Street where it turns eastbound toward Battle Ground. SR-503 extends northward from its intersection with SR-500. It carries traffic between the Vancouver urban area and North County through Battle Ground. SR-503 extends into Cowlitz County.

Table 5.2 State Route Mileage in Clark County

Facility	Beginning Mile Post	Begins at: (Description)	Ending Mile Post	Ends at: (Description)	Route Mileage
I-5	0	Oregon State Line on Interstate Bridge	20.78	Cowlitz Co. Line	20.78
I-205	0	Oregon State Line on Glenn Jackson Bridge	10.57	Interchange with I-5	10.57
SR-14	0	Interchange with I-5, Vancouver	21.77	Skamania Co. Line	21.77
SR-500	0	Interchange with I-5	20.37	Intersection with SR-14, Camas	20.37
SR-501 S. Section	0	Interchange with I-5	12.72	Terminus of south segment	12.72
SR-501 Couplet	0.61	Interchange with I-5	1.16	Franklin Street City of Vancouver	0.55
SR-501 N. Section	16.91	City of Ridgefield	19.88	Interchange with I-5/N.E. 269 th St.	2.97
SR-502	0	Intersection with I-5, at N.E. 179 th St.	7.56	Intersection with SR-503	7.56
SR-503	0	Intersection with SR-500	27.87	Cowlitz Co. line	27.87

Source: WSDOT, 2006

The county's arterial functional classification system and the cross-sections for non-local roadways in the county's jurisdiction are 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.

- **Principal Arterial Parkways** 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.
- **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.
- **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.

- **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.
- **Local Streets:** Urban local streets emphasize access to land uses versus mobility and usually do not contain bus routes.
- **Rural Arterials:** Rural arterials are a classification which provides for the future extension of urban principal arterials and some urban minor arterials into rural areas. There also may be portions of rural major collectors that warrant re-designation along sections of the roadway where there are congested intersections 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 NE 72nd Avenue fit this designation.
- **Rural Major Collectors:** Rural major collectors provide mobility within rural areas and connect rural areas to state routes and larger communities. (e.g. NW Hillhurst Rd) Rural major collectors are sometimes extensions of urban arterials and collectors 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. They connect rural areas to major collectors and state routes.

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 5.3 shows the change in traffic volume on state and some regional facilities.

Table 5.3 Changes in Traffic Volume 1985 – 2005

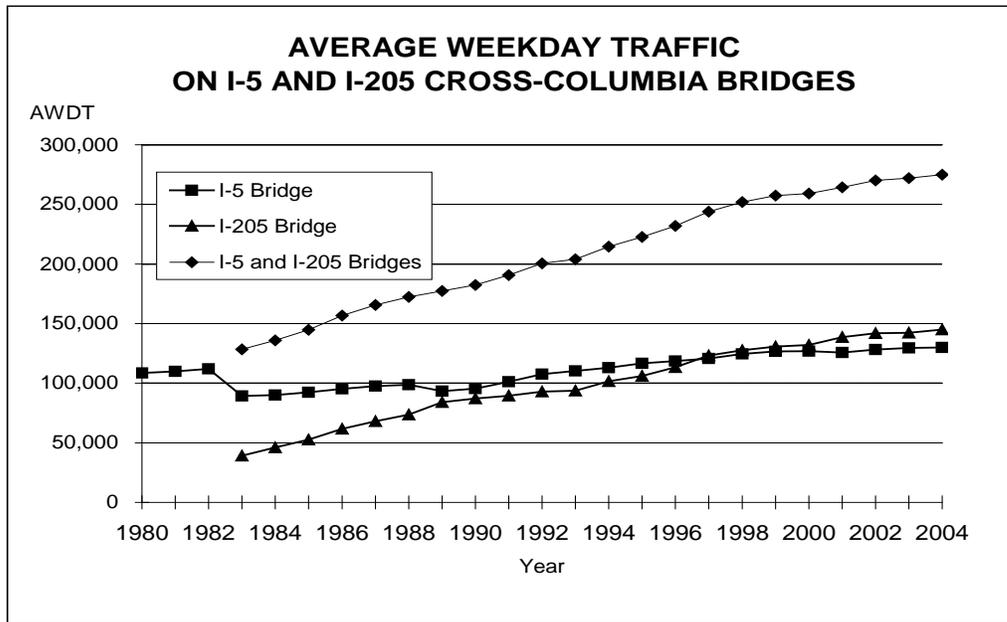
Location	1985 Volumes	Current Volumes	Year of Current Volumes	% Increase	Annual % Increase
I-5 Bridge	92,301	132,603	2005	44%	2.1%
I-5, South of SR-500	54,400	127,000	2005	133%	6.7%
I-5, South of NE 78th St	52,784	98,060	2004	86%	4.5%
I-5, South of Woodland	33,748	63,542	2004	88%	4.6%
I-205 Bridge	52,568	145,927	2005	176%	8.8%
I-205, South of SR-500	40,440	115,025	2004	184%	9.7%
78th St, West of Hwy 99	23,646	33,067	2006	40%	1.8%
164th Ave, South of SE 34th St	7,052	40,675	2006	477%	22.7%
Fourth Plain, West of NE Andresen	16,060	21,743	2006	35%	1.6%
Hwy 99, South of NE 99th St	19,653	17,360	2006	-12%	-0.5%
Mill Plain, East of NE Andresen	21,021	26,604	2004	27%	1.3%
Mill Plain, East of NE Chkalov	18,220	40,679	2006	123%	5.8%
SR-14, West of SE 164th Ave	22,600	82,794	2004	266%	14.0%
SR-14, West of NW 6th Ave	17,600	40,298	2006	129%	6.1%
SR-500, West of NE Andresen	20,054	53,608	2006	167%	7.9%
SR-500, West of 137th Ave	14,671	29,570	2005	102%	5.0%
SR-503, South of NE 76th St	17,460	36,853	2006	111%	5.2%
SR-503, South of SR-502	7,360	22,506	2005	206%	10.2%

Source: RTC, Metropolitan Transportation Plan, 2005

The highest daily traffic ever recorded on the I-5 Interstate Bridge was on Friday July 2, 2004 when 157,301 bridge crossings were made. The highest evening peak hour traffic ever recorded on the I-5 Bridge was on Tuesday May 28, 1996 when 10,838 bridge crossing were made; of these 5,520 were northbound and 5,318 were southbound. For the northbound direction, the highest evening peak hour traffic was recorded on Thursday June 11, 1998 when 5,987 bridge crossings were made. For the southbound direction, the highest morning peak hour traffic was recorded on Wednesday March 31, 2004 when 6,119 bridge crossings were made.

The highest number of daily crossings ever recorded for the I-205 Glenn Jackson Bridge occurred on Friday July 16, 2004 with 168,491 crossings. The highest evening peak hour traffic recorded on the I-205 Glenn Jackson Bridge was on Friday August 9, 2002 when 13,196 bridge crossings were made. The highest northbound evening peak hour traffic recorded on the Bridge were 8,426 crossings made on Wednesday Friday May 24, 1996. For the southbound direction, the highest morning peak hour traffic was recorded on Tuesday October 7, 2003 when 8,247 bridge crossings were made.

Table 5.4 I-5 and I-205 Average Weekday Bridge Crossings



Source: RTC, Metropolitan Transportation Plan, 2005

Existing Deficiencies

Some roadways and intersections do not meet the adopted LOS standards described elsewhere in this element. Where those deficiencies exist on the county's system, the county is committed to eventually correcting them. Failing concurrency corridors have resulted in development moratoria until solutions are identified and funding is assured.

- **Corridors**

The only deficient concurrency corridor in the County road system is the Salmon Creek corridor east of Interstate-5. There is a major interchange project planned in two phases to remedy this congested corridor. There is ongoing work to secure the final funding component, in part by increasing Traffic Impact Fees for areas that contribute significant traffic to this corridor. Other road segments in the regional system on which the PM peak hour volume is at or approaching the available roadway capacity (as identified in the 2005 Congestion Monitoring Report) include the following:

Table 5.5 Existing Congested Corridors

Corridor	Segment	Identified Improvement	Estimated Completion
112th Avenue	49th Street - SR-500	TIP: NE 49th St. Intersection Improvements	2007
Hazel Dell Ave.	63rd Street - 78th Street	Stripe for center turn lane	2007
138th Avenue	18th Street - 28th Street	TIP: Widen to 5 lanes	2007
72nd Avenue	St. Johns to NE 88th St.	TIP: Widen to 5 lanes	2007
SR-502	179th St. - 219th St.	TIP: 219th Street Interchange	2007
18th Street	137th Av. - 162nd Av.	MTP: 18th Street Corridor	5-10 Years
SR-14	6th Avenue - 32nd Street	MTP: Widen to 4 lanes with Interchanges	2010/10+
SR-500	54th Avenue - Andresen Rd.	MTP: Interchanges and Auxiliary Lanes	2012/10+ Years
I-205	Airport Way - SR-500	TIP: Mill Plain-28th St./MTP: Collector/Distributor System	2013/10+ Years
I-205	SR-500 - 83rd Street	MTP: Widen to 6 lanes	10-20 Years
SR-14	I-205 - 164th Avenue	MTP: Widen to 6 lanes	10-20 Years
SR-503	Fourth Plain - 99th St.	MTP: Intersection Improvements and Access Control	10-20 Years
Fourth Plain	SR-503 - 137th Av.	Strategic MTP: SR-503/Fourth Plain Under Study	20+ Years
I-5	Jantzen Beach - Main Street	Strategic MTP: Columbia River Crossing	20+ Years
Andresen Rd.	Fourth Plain - SR-500	None	

Source: RTC Congestion Monitoring Report, 2005

- **Signalized Intersections**

Several key intersections experienced poor levels of service in 2005, 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 failing levels of service (greater than 60 seconds average delay for through movements).

- NE 134th St @ NE 20th Ave
- Hwy 99 @ NE 117th St
- Hwy 99 @ NE 78th St
- St. Johns @ SR-500
- Andresen Rd @ Padden Parkway
- SR-503 @ Padden parkway
- Fourth Plain @ NE 137th Ave
- NE 112th Ave @ NE 28th St
- NE 164th Ave @ SE 34th St

Most of these intersections are included in the City of Vancouver or the county traffic impact fee (TIF) program which is designed to ensure that new development does not cause an intersection to exceed LOS standards or aggravate existing traffic problems.

Travel Demand Forecasting

RTC used a computerized model to project future traffic volumes based on the proposed land use patterns. The study year for analysis of future conditions is 2024. Base conditions for the 2024 analysis scenarios consist of funded or committed transportation projects, 2024 population and employment forecasts. Details of the land use assumptions and the allocation of jobs and households are provided in Appendix A.

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 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, WSDOT, and Clark County, identified future deficiencies in the regional transportation system based on the Preferred Alternative urban growth boundary map. The assumed transportation network included the existing network plus improvements identified in the Metropolitan Transportation Plan. The MTP includes 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).

Table 5.6 Future LOS Deficiencies and Mitigation Measures

Corridor Segment	Proposed Mitigation
Highways of Statewide and Regional Significance	
I-5, Columbia River to NE 99 th St.	CRC EIS preferred alt. and modify LOS measure
I-205, Columbia River to SR-500	HCT preferred alternative and modify LOS measure
I-5, NE 219 th to Ridgefield (or alternate route)	Add 219 th west extension to CFP
SR-500, NE 162 nd to 182 nd Aves	Frontage improvements w/ development
SR-503, Fourth Plain to NE 119 th St	Draft WA Transportation Plan tiered solutions
SR-503, NE 119 th St to 269 th St, N. of Battle Ground	Draft WA Transportation Plan tiered solutions
Rural and Inter-urban Corridors	
Ward Rd, SR-500 to UGA	Complete corridor improvements to Pr4-cb
Ward Rd /NE 182 nd Ave, UGB to NE 159 th St	Designate and construct as rural arterial
NE 72 nd Ave, NE 119 th to 219 th St	Designate and construct as rural arterial
NW Timmen Rd / NW Spencer Rd / NW 11 th Ave	Frontage improvements identified as mitigation in La Center DEIS
Daybreak Bridge / NE 259 th St	Not a concurrency corridor; accept peak hour congestion
Multimodal	
Bike/pedestrian improvements particularly in FPIAs, around schools and in mixed use areas	Included in CFP projects and on-going programs
High Capacity Transit	To be determined by HCT study
Reduce peak hour home-to-work trips	Extended transit service to outlying employment centers; Commute Trip Reduction program
Vancouver UGA	
Burton Road, Andresen to 86 th Ave	Constrained corridor; ITS proposed in City CFP
NE 18 th St, I-205 to NE 138 th Ave	Construct 5 lane arterial; in City CFP
Andresen/Padden/NE 88 th Street area	Constrained corridor; over-capacity even with build out and new interchange; identify and evaluate new corridor options in 50-Year Trans. Visioning Process
Mill Plain Blvd, I-205 to NE 136 th Ave	Parallel street circulation improvements; in City CFP
NE 137 th Ave, Fourth Plain to NE 99 th St	Constrained corridor; not a concurrency corridor; accept peak hour congestion
Fourth Plain Blvd, SR503 to NE 137 th Ave	Constrained corridor; ITS proposed in City CFP
162 nd Avenue, SR-14 to Mill Plain	Constrained corridor; ITS proposed in City CFP
NE 162 nd Avenue, Mill Plain to Ward	Constrained corridor; ITS proposed in City CFP
NW Lakeshore Ave, RR Bridge to NE 119 th St	Not a concurrency corridor north of 78 th St; accept some peak hour congestion; among various
Salmon Creek Ave, NE 134 th St to NE 50 th Ave	Constrained corridor; make safety improvements as needed and evaluate new corridor options in 50-

Corridor Segment	Proposed Mitigation
NE 219 th St. extension to NW 31 st /Hillhurst	Evaluate benefit and add to CFP if warranted
Hazel Dell Ave, NE 63 rd to 78 th St.	Re-stripe to 3 lanes; intersection improvements with development
NE 50 th Ave, Salmon Ck to NE 179 th St	Add 119 th to 179 th segment to County CFP
NE 87 th Ave, Mill Plain to Fourth Plain	City Transportation Plan includes parallel route improvements to 92 nd and 97 th corridors
Main St /Hwy 99, McLoughlin to NE 78 th St	Expand Hwy 99 project to 78 th St; Main St improvements and ITS project are in City CFP
NE 152 nd Ave, Ward Rd to NE 99 th St	Add to County CFP
NE 142 nd Ave, NE 159 th St. to 199 th St	Add rural section to County CFP; urban section to be frontage improvements or City CFP project
SR-500 crossings at St. Johns, 54 th Ave & Andresen	Arterial improvements and ITS projects are in City CFP that address all three corridors
Vancouver Plaza Dr & local routes near mall	Arterial improvements and ITS projects are in City CFP that address mall area. Vancouver Plaza Dr. is
Battle Ground UGA	
NE 112 nd Ave, NE 179 th to 244 th St	Identified in City TSP as a County project; add to City projects
Main St, SR-503 to Grace Ave	Constrained corridor; City TSP projects add capacity to several parallel routes
NE 199 th St, NE 112 th Ave to Parkway Ave	Intersection improvements included in City TSP
Ridgefield UGA	
NE 239 th St extension, NE 10 th Ave to 29 th Ave.	Frontage improvements w/ development
La Center UGA	
La Center Rd, I-5 to La Center,	City DEIS includes planning level estimates for widening and for a second bridge alternative
E 4 th St, La Center Rd to Highland St	Continuous left turn lane identified in City DEIS; City preferred alternative would divert through traffic to
Camas	
NE 13 th St / Goodwin Rd	City should add project to their CFP

Source: Comprehensive Plan Update Final EIS, 2007

TRANSIT

Clark County Transit Benefit Area known as C-TRAN, is a publicly funded transit 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 January 2010, C-TRAN operated approximately 160 vehicles on a total of 29 routes including 18 local urban, four limited commuter and seven express commuter routes. Services hours are generally from 5:00 AM to 10:15 PM weekdays, 6:00 AM to 8:15 PM on Saturdays, and 6:00 AM to 6:00 PM on Sundays and holidays. Three of the highest ridership routes operate late night service until approximately 12:30 AM seven days a week. In addition to serving key destinations throughout its service area, C-TRAN connects directly to Tri-Met's downtown Portland transit mall and the MAX light rail system at the Delta Park/Vanport Station on I-5 and the Parkrose/Sumner Transit Center on I-205. These access points allow C-TRAN passengers to reach destinations in the Portland metropolitan area, including Portland International Airport. Over 6.4 million fixed route passenger trips were provided in 2009, with passengers traveling nearly 37 million miles. All C-TRAN routes meet Americans with Disabilities Act (ADA) accessibility requirements.



Other Transit Services

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

Connectors: C-TRAN operates 3 Connector zones providing equally accessible service via general purpose dial-a-ride and deviated fixed route service. The Connector operates in and to three of the smaller cities in the service area: Camas, La Center, Ridgefield.

Transit Centers and Park and Ride Facilities: C-TRAN operates three transit centers: 99th Street at Stockford Village, Fisher's Landing and Vancouver Mall in addition to 7 park-and-ride lots providing over 2,200 parking spaces with 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. In addition, the agency is working with local and state jurisdictions to relocate the Salmon Creek Park & Ride near NE 134th Street as future interchange improvements displace the existing 495-space facility.



Paratransit: C-TRAN's paratransit service, known as C-VAN, meets ADA requirements for complementary paratransit service. C-VAN provides wheelchair accessible, curb-to-curb services for elderly and disabled persons who cannot use fixed route services. C-VAN currently operates within the Vancouver urban growth area (UGA) and within 3/4 mile of fixed routes operating outside the Vancouver UGA.

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.

Additionally, C-TRAN participates as a partner agency in regional high capacity transit studies.

Future Conditions

The adoption of the 20 year transit development plan provides the framework on which to build public transportation for the future of Clark County. If funded by a public vote, the plan proposes to preserve existing levels and meet growing demand for service over the next two decades. System improvements outlined in the 20 year plan include new bus routes in east Vancouver; increased frequencies on many existing bus routes; meeting the growing demand of C-TRAN's paratransit service for people with disabilities (C-VAN); construction and operation of two new park and rides with increased commuter service to downtown Vancouver and Portland; construction of C-TRAN's first bus rapid transit line with service along Fourth Plain Boulevard; and funding the operations and maintenance cost of light rail in downtown Vancouver as part of the Columbia River Crossing Project. This plan will incorporate local jurisdictional standards with transit related improvements and is the first step in working toward the 50-year vision adopted by CTRAN's Board of Directors.

As part of the GMA implementation, a joint development review process has institutionalized 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)

Background

High capacity transit is a term used to describe many types of transit that move large numbers of people quickly and efficiently. High capacity transit includes heavy rail rapid transit, bus rapid transit, streetcars, light rail, monorail, commuter rail, and other types of transit. In Clark County, high capacity transit would help create a network of transit options that let residents travel easily throughout the county while avoiding crowded roads and highways.

Heavy rail rapid transit: Heavy rail transit systems typically have complete separation from surrounding roadways and land uses except at stations. These systems tend to have higher speeds and higher capacity compared to other transit systems and are typically electrically operated with completely separated trackway, such as subways or elevated trains. Examples of heavy rail rapid transit include: BART in the San Francisco Bay Area, the New York Subway System, and the Washington D.C. Metro.

Bus rapid transit (BRT): Bus rapid transit can include a range of bus improvements from providing bus priority at traffic signals, exclusive bus lanes on arterials such as Fourth Plain or Highway 99 to providing a completely separated roadway for buses on the Interstate system. BRT systems are relatively common in Europe and are beginning to be developed in the U.S. Examples of BRT include EMX in Eugene, OR, Seattle METRO (pictured), and numerous systems in Europe.



Light rail transit: Light rail systems are electrically powered urban rail systems that operate with separated trackway similar to heavy rail, but can also operate in mixed traffic operation in city streets. Because they include some portions of mixed traffic operation, light rail is typically slower with lower capacity than heavy rail. Examples of light rail systems include Portland's MAX system (pictured), Tacoma's LINK system, and the San Diego Trolley.



Streetcar: Streetcars typically operate as single cars on tracks embedded in city streets. Auto traffic usually shares a lane with streetcar operations and the operation is subject to vehicle congestion on the roadway. Some streetcar systems have been in operation since early in the 20th century while some cities are building modern streetcar systems with new vehicles. Examples of streetcars include the Portland Streetcar, Seattle's Eastlake Streetcar, Toronto Streetcars (pictured) and the San Francisco MUNI trains.



Monorail: A monorail is a rail transit system in which a car moves on a single rail line. Monorail systems are typically elevated above surrounding roadways and land uses. Examples of monorail transit are found in several cities in Japan. U.S. examples include the Seattle Center Monorail (pictured), and the Las Vegas Monorail. Discussions are underway to expand the Seattle Center Monorail to outlying areas including the University of Washington.



Trams: Sometimes called a cable car or ropeway, an arrangement of overhead cables suspended from towers and supports traveling buckets used for transporting people, usually over rough terrain. Examples of trams are found in several sites throughout Europe. U.S. example includes the Portland Aerial Tram in Portland, Oregon. It connects the city's South Waterfront area with Oregon Health and Science University (OHSU) and the Marquam Hill neighborhood surrounding the university.



Commuter rail: Commuter rail is rail transit service that uses an existing rail line to connect outer areas with a downtown area or other major attractor. Compared to other urban rail systems, commuter rail serves longer distance trips and stations are relatively far apart (5+ miles between stations). Examples of commuter rail systems include the Seattle-Tacoma Sounder service, the Long Island Railway (pictured), and Chicago's Metro system.



History of HCT in Clark County

The Portland/Vancouver metropolitan region had the first interurban electric rail service in the nation. As early as 1889, electric streetcars began replacing horse-drawn, cable and steam-powered lines. The Vancouver Electric Line began regular service around downtown in 1908. By 1910, interurban railway services extended from Vancouver south to Eugene and Corvallis and from Estacada to Forest Grove and McMinnville. In 1917, streetcar service



opened over the new Interstate Bridge, which continued until 1940 when the tracks were paved over.

In more recent times, the increased roadway congestion and travel delay accompanying growth has prompted the study of new travel options between major centers that would support economic prosperity. 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 would be needed to adequately address expected future travel demand in the Clark County-Portland region. The study also identified land use scenarios supportive of high capacity transit systems, and 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.

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 SR-500 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.

More recently, an examination of this issue of high capacity transit and high capacity transit mode selection (LRT, buses, commuter rail) was conducted by an official task force appointed jointly by the Governors of Washington (Gary Locke) and Oregon (then John Kitzhaber) and comprised of citizens, business representatives and elected officials. 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 task force issued its recommendations for a strategic plan for this corridor in June 2002. In that list of recommendations was consideration of an LRT loop that would

serve Clark County via the I-5, I-205 and either the Fourth Plain Boulevard or SR-500 corridors. For the most part, this proposed LRT loop is entirely within the existing city limits of Vancouver.

At the end of 2006, the Southwest Washington Regional Transportation Council (RTC) began working in partnership with local jurisdictions and agencies to take a fresh look at potential HCT modes and travel corridors within and through Clark County. Adopted in December 2008, RTC's High Capacity Transit System Study provides a framework for long-term investments in the region's transit system. The study identified Bus Rapid Transit as a recommended HCT mode along with four corridor recommendations for future HCT consideration including Highway 99, Fourth Plain, I-205 and Mill Plain. The study also outlined policy recommendations for land use and to guide the development of high capacity transit in Clark County.

C-TRAN's 20 year transit development plan adopted in June 2010, identified Fourth Plain Blvd. between downtown Vancouver and Vancouver Mall as the priority corridor for the system's first Bus Rapid Transit line.

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.

The adopted Washington Transportation Plan for 2007-2026 does not include a specific high speed rail investment component. The Plan identifies \$2.9 billion in total statewide needs for intercity passenger rail, 65% of which is unfunded. WSDOT has also prepared a Draft Long Range Plan for the Amtrak Cascades service that identifies a step-by-step approach that links specific sets of construction projects to service improvements. In 2003, WSDOT and BNSF Railway Company reached agreement on a legal framework that

will govern the construction of Amtrak Cascades capital projects within the Washington segment of the Pacific Northwest Rail Corridor. This twenty year agreement outlines how each of the individual projects will be constructed, what operational benefits they will produce and under what conditions cost will be shared. This is the only legal agreement of its kind between a railroad and state government.

FREIGHT

Truck Movement

Truck freight movement is essential to the continued economic vitality of Clark County. In the Vancouver metro region, 57,861 jobs depend on the freight system: 27,950 in manufacturing, 6,476 wholesale/trade, 12,226 construction, 8,178 in the transportation/utilities sector and 3,031 in agriculture. The majority of freight moving in the Portland/Vancouver metro area - 64 percent - is carried by truck. The remainder moves by pipeline (10.8 percent), ocean (9.7 percent), rail (5.6 percent), barge (5.4 percent), intermodal (4.5 percent) and air (0.1 percent).

Freight Issues

RTC completed study in September 1993 to identify regional freight transportation issues and to investigate data availability and needs regarding freight transportation. The results of the study are documented in *Southwest Washington Regional Freight Transportation Study, Final Report* (December, 1993; RTC/JHK & Associates). The Study noted the shortage of data relating to freight transportation. The report also noted the need for improved access to the Port of Vancouver via the Mill Plain Extension. The Mill Plain Extension project was subsequently completed in 2000.

Thirty-seven percent of Vancouver/Portland metro trucking firms said that on-time delivery is their single most important performance requirement, 30 percent said cost per move, and 17 percent predictable travel time. As an example of the need for reliable on-time delivery, during the peak summer season the Vancouver Frito-Lay plant receives up to 50 truckloads of fresh potatoes each week from growers in the Columbia Basin. Potatoes begin to lose quality after just eight hours at room temperature, and the plant keeps just enough potatoes on hand for one eight-hour shift. If the potatoes don't arrive on time, the plant can't run. Corn and oil also come by rail from the Midwest, while packaging and seasoning is trucked in from the southeastern U.S. Frito-Lay products are sent to Central Puget Sound in trucks that must leave the plant between 2:00 and 4:00 am to avoid congestion on I-5 and arrive at distributors on time.



State Initiatives

The WSDOT-developed Intermodal Management System (IMS) provides input on regional intermodal needs. The community has noted a concern about the transportation of hazardous materials on the transportation system. WSDOT adopted a Statewide Freight and Goods Transportation System (FGTS) in 1995 that categorizes highways and local roads according to the tonnage of freight they carry. The FGTS is updated periodically. Washington State also created the Freight Mobility Strategic Investment Board (FMSIB) with a mission to create a comprehensive and coordinated state program to facilitate freight

movement between and among local, national and international markets in order to enhance trade opportunities. The Board is also charged with finding solutions that lessen the impact of the movement of freight on local communities. The Board proposes policies, projects, corridors and funding to the legislature to promote strategic investments in a statewide freight mobility transportation system.

Truck Routes

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 and SeaTac.

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 and 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 track is excellent. The speed limits on the BNSF mainline are not due to track condition, but rather the many at-grade crossings with arterial streets.

- **Clark County Railroad** is owned by the county but leased to two different outside operators; the Battle Ground, Yacolt and Chelatchie Prairie Railroad Association and the Columbia Basin Railroad (CBRR). The 33-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. CBRR serves freight customers on the "South Line" which is the line segment south of Battle Ground. Freight cargo deliveries of pipe, plastics, industrial sands, rail ties and other products 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 and almost 350,000 riders travel between Portland and Seattle each year. The overall condition of AMTRAK facilities is good. If funded, the incremental improvements identified in the Draft Long Range Plan for Amtrak Cascade service would increase speeds, ridership and service levels over the next twenty years.

- **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 94 acres available for immediate development within the current operating facility. The future Columbia Gateway project expansion will provide 1,106 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.

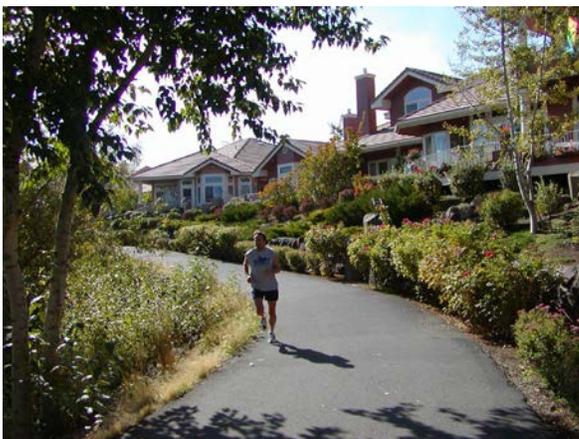
The local planning authority and the airport sponsor should work together to ensure that the needs of both the local and aviation communities are met and compatible land uses are planned for the future. It is important for the 20-Year Plan to include the general aviation airports when planning long-term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

State Senate Bill 5186, adopted in 2005 states that local comprehensive transportation programs "...shall include any new or enhanced bicycle or pedestrian facilities identified pursuant to RCW 36.70A.070(6) or other applicable changes that promote non-motorized transit." One reason for including pedestrian and bicycle elements in Senate Bill 5186 was to encourage active communities and, thus, lower health costs due to inactivity. In 2004, a local group of diverse agencies was formed called "the Active Community Environments (ACE) Intervention Team. It is a diverse group that includes health groups such as Kaiser Permanent, transportation agencies such as Southwest Washington Regional Transportation Council, and elderly groups such as the Human Services Council on Aging. ACE's purpose is to encourage an active community through community design and how to plan, design and manage communities to ensure that people of all ages and abilities can walk and bike easily, safely, and regularly.

Clark County and other local jurisdictions have included bicycle and pedestrian elements in their comprehensive plans or other plans. In 2010, the Board of County Commissioners adopted the Bicycle and Pedestrian Master Plan. This document guides the development and design of bicycle and pedestrian facilities for the County.



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 Bicycle Advisory Committee to provide advise on bicycle facilities, mobility and safety issues.

In 2005 the Growth Management Act (GMA) was amended through SB 5186 to include requirements that additional components be addressed in growth management plans: (1) a pedestrian and bicycle component and (2) utilize new land use policies that will promote greater physical activity. The Active Community Environments (ACE) Intervention Team was established in 2004. The ACE Team completed community assessments for both unincorporated Clark County and the City of Vancouver. The Board of Directors for the Regional Transportation Commission adopted an update to the Metropolitan Transportation Plan for Clark County in 2005. The updated MTP includes a description of how a balanced transportation system with improvement of walking and bicycling opportunities can contribute to having an "active community" and thereby contribute to its health. Potential funding sources to help the community become more active include the federal Surface Transportation Program (STP) Transportation enhancement funding and the state and federal Safe Routes to School programs.

TRANSPORTATION DEMAND MANAGEMENT (TDM)

Commute Trip Reduction (CTR)

The CTR law was first passed by the state legislature in 1991. The CTR program uses partnerships among employers, local jurisdictions, planning organizations, transit systems, and the state to encourage employees to ride the bus, vanpool, carpool, walk, bike, work from home, or compress their workweek. The major goals for the CTR program are to improve transportation system efficiency, conserve energy and improve air quality.

In 2006, the Legislature unanimously adopted changes to the CTR law to make the program more effective, efficient, and targeted. The modified CTR program will officially start on January 1, 2008. To implement the CTR Efficiency Act, the Washington State Department of Transportation (WSDOT) is working with cities, counties, planning organizations, and transit systems to develop the rules and create new plans.

The 2006 CTR Efficiency Act (RCW 70.94.527) was designed to ensure that CTR plans and employer goals are coordinated with transportation and growth plans. The implementation process requires that local jurisdictions, Regional Transportation Planning Organizations (RTPOs), major employers, transit agencies, WSDOT, and the CTR Board work collaboratively. In summary, the 2006 Commute Trip Reduction Efficiency Act:

- Modifies the scope of the Commute Trip Reduction (CTR) program to focus on urban growth areas with the most congested state highways; those areas with greatest need and potential benefit. Within Clark County, these Urban Growth Areas are Vancouver, Camas and Washougal.
- Creates a CTR Board to replace the CTR Task Force. The Governor appointed Board establishes policy, provides guidance and allocates funding for the CTR program. The CTR Board includes employer, city, county and transit representatives.

- Allows local jurisdictions to create Growth and Transportation Efficiency Centers (GTECs) to allow flexibility in implementing programs.
- Expands the role of the Department of Transportation and Regional Transportation Planning Organizations (RTPOs) in CTR planning.
- Requires affected local jurisdictions to develop local CTR plans and requires the MPO/RTPO to develop a regional CTR plan.

The CTR program requires that local jurisdictions and RTPOs develop CTR plans in a collaborative process. Regional CTR plans are expected to be a roll-up of the local plans. Within Clark County, the affected jurisdictions of Vancouver, Camas, Washougal and Clark County, as well as RTC, are working together on CTR implementation. Currently, state CTR funds are disbursed to Clark County who contracts with City of Vancouver to manage the CTR program. In order to develop the Vancouver UGA, Camas UGA and Washougal UGA local CTR plans and the RTC regional CTR Plan the CTR planning funds that come to the jurisdictions and RTC have been pooled and a consultant has been hired to help develop the required Plans.

CTR is a program that assists employers in promoting and facilitating the use of alternative modes to and from work. The CTR law focuses on work-related trips. 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 do not occur overnight or in a vacuum. 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 key to successfully reaching CTR goals is the development of site specific TDM programs and implementation measures. Typical TDM measures to reduce congestion include:

- TDM and transit information centers at worksites;
- preferential high occupancy vehicle parking;
- transit subsidies;
- parking charge;
- ride match service; and,
- the 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 11th Avenue)
- 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)
- 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)

The unsignalized intersection LOS methodology is not used as a 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., 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 represent the minimum performance level desired for transportation facilities and services within the region. They are used as a gauge for evaluating the quality of service on the transportation system. 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 performance along a segment of a roadway or at an intersection. The Highway Capacity Manual includes different level of service definitions and descriptions of operating characteristics for freeways, highways, urban streets and signalized intersections, because driver expectations and the measures of effective performance are different for each type of facility.

For freeways and highways, LOS is described in terms of the relationship of actual travel speeds to free flow speeds, the freedom to maneuver within the traffic stream and the effects of minor incidents or breakdowns on the traffic stream.

The descriptions of each level of service for highways are listed below for illustrative purposes

- **Level-of-Service A:** describes completely free flow conditions. The operation of vehicles is virtually unaffected by the presence of other vehicles, and operations are constrained only by the geometric features of the highway and by driver preferences. Maneuverability within the traffic stream is good. Minor disruptions to flow are easily absorbed without a change in travel speed.
- **Level-of-Service B:** also indicates free flow, although the presence of other vehicles becomes noticeable. Average travel speeds are the same as in LOS A, but drivers have slightly less freedom to maneuver. Minor disruptions are still easily absorbed, although local deterioration in LOS will be more obvious.

- **Level-of-Service C:** the influence of traffic density on operations becomes marked. The ability to maneuver within the traffic stream is clearly affected by other vehicles. On multilane highways with a free flow speed above 50 miles per hour, the travel speeds reduce somewhat. Minor disruptions can cause serious local deterioration in service, and queues will form behind any significant traffic disruption.
- **Level-of-Service D:** the ability to maneuver is severely restricted due to traffic congestion. Travel speed is reduced by the increasing volume. Only minor disruptions can be absorbed without extensive queues forming and the service deteriorating.
- **Level-of-Service E:** represents operations at or near capacity, an unstable level. The densities vary, depending on the FFS. Vehicles are operating with the minimum spacing for maintaining uniform flow. Disruptions cannot be dissipated readily, often causing queues to form and service to deteriorate to LOS F. For the majority of multilane highways with free flow speeds between 45 and 60 miles per hour, passenger-car mean speeds at capacity range from 42 to 55 miles per hour, but are highly variable and unpredictable.
- **Level-of-Service F:** represents forced or breakdown flow. It occurs either when vehicles arrive at a rate greater than the rate at which they are discharged or when the forecast demand exceeds the computed capacity of a planned facility. Although operations at these points – and on sections immediately downstream – appear to be at capacity, queues form behind these breakdowns. Operations within queues are highly unstable, with vehicles experiencing brief periods followed by stoppages. Travel speeds within queues are generally less than 30 miles per hour.

The table below shows Level of Service definitions for urban arterials and signalized intersections as defined by the Highway Capacity Manual 2000 edition. Clark County does not use this level-of-service definition, but it is shown here for reference.

Table 5.7 Level of Service Definitions (HCM)

Level of Service						
Classification	A	B	C	D	E	F
Type I Urban Arterials Roadway Segment: Avg. Travel Speed (mph)	>42	>34 - 42	>27 - 34	≥21 - 27	≥16 - 21	< 16
Type II Urban Arterials Roadway Segment: Avg. Travel Speed (mph)	≥35	≥28 - 35	≥22 - 28	≥17 - 22	≥13 - 17	< 13
Signalized Intersections Delay per Vehicle (seconds)	≤10	> 10 - 20	> 20 - 35	> 35 - 55	> 55 - 80	> 80
Unsignalized Intersections Delay per Vehicle (seconds)	0 - 10	> 10 - 15	> 15 - 25	> 25 - 35	> 35 - 50	> 50

Source: Highway Capacity Manual, Transportation Research Board, 2000

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 standards on these corridors are defined in the concurrency ordinance in terms of minimum travel speed during the PM peak hour.

In addition, intersections are subject to level-of-service standards similar to those in Table 5.5. Within designated corridors, individual movements at signalized intersections must not exceed two cycle lengths or 240 seconds, whichever is less. Outside of designated corridors, signalized intersections (with two exceptions) must meet LOS D or better. Unsignalized intersections of regional significance must meet LOS E or better.

The level-of-service on highways of statewide significance (HSS) has been set by the Washington State Department of Transportation at LOS C for rural facilities and D for urban facilities in Clark County. Levels-of-service for Highways of Regional Significance have been set by RTC at LOS C for rural facilities and LOS E for urban facilities in Clark County.

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.

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. These indicators, based on draft service standards, will be updated in 2007 as C-TRAN adopts new service standards.

Table 5.8 C-TRAN LOS Indicators

PLANNING INDICATORS							SUPPORTING FACTORS	
SERVICE CLASSIFICATION	PASSENGERS PER REVENUE HOUR TARGET	PEAK/ NON-PEAK HEADWAYS	BUS STOP SPACING	ACCESSIBILITY (within service boundary)	MAXIMUM LOAD FACTOR	SERVICE SPAN (hours/day, days/week)	DENSITY	SUPPORTING FACTORS
COMMUTER EXPRESS SERVICE	27	10–15, peak only	Park & ride locations	Within 5 miles of 80% of pop+emp	1.25	M–F, peak only	High density employment district as destination	Near full cost recovery, parking mgmt, sufficient park & ride spaces/transit connections
LOCAL URBAN AND LIMITED SERVICE	22-28	15-30/30-60	1/8 – 1/4 mile	Within 1/4 mile of 70% of households where fixed route operates	1.5	7 days, 17 hours	8–15 residential dwelling units per acre, 80 or more employees per acre	Land use/zoning and development that supports transit use, trip generators/ destinations along corridor, pedestrian and bicycle facilities
INNOVATIVE TRANSIT SERVICE	6	Varies	Designated locations	Accessible to all households within Connector service area	1.25	M–F, 9 hours	4 dwelling units per acre, lower density areas not supportive of fixed route	Pedestrian and bicycle facilities, connection to fixed route network
PARATRANSIT	3	N/A	N/A	Vancouver UGA and within 3/4 mile of fixed routes outside the Vancouver UGA	1.0	7 days, 17 hours	N/A	Clear eligibility criteria for service, coordination with human services transportation providers, travel training
VANPOOL	6-12	N/A	N/A	Service available for commute trips that begin, end or pass through Clark County	1.0	As needed for work schedule	N/A	Parking mgmt., employer subsidies/tax credits, CTR program

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: 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.

The TCSP study provided guidance on how transportation modeling, funding, and planning could be modified to better meet policy goals. There may also be new policy directions exploring increased transit use or allocating road capacity to job-creating land uses. These policies may be implemented in a future update to the concurrency program.

FINANCIAL ANALYSIS

A financial analysis was prepared for the Transportation Element to demonstrate the ability of the county to fund planned roadway 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. A substantial traffic impact fee program update is expected to be completed in 2007-8.

The financial analysis consists of four parts:

- Review existing transportation funding sources and forecast revenues through 2012 (six-year horizon), based on existing trends;
- Review annual expenditures for streets and project expenditures through 2012, 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:

- County Road Fund revenue from property tax;
- Public Works Trust Fund loans;
- local improvement district bonds;

- Traffic Impact Fees adopted by the BOCC; and,
- Distribution of funds 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 estimate 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 and capital projects required to maintain level-of-service on local facilities except where noted above under Table 5.6. 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 the regional MTP and the Washington State Highway System Plan are incorporated 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**

REVENUE	\$788,560,798
EXPENDITURE	\$952,254,000
BALANCE*	-\$163,693,202

STRATEGIES TO BALANCE THE CFP

The Growth Management Act requires the 6-year transportation improvement plan to be financially constrained and balanced. The 20-year transportation capital facilities plan is more speculative and is not required to be balanced. The projected revenue shortfall of \$163.7 million represents about 17% of the total projected capital cost, which could be considered significant in the absence of any strategies to close the gap.

There are a variety of strategies and policy actions available to the Board of County Commissioners to balance the 20-Year CFP. Options for increasing revenues include updating Traffic Impact Fees, adopting a motor vehicle excise tax of up to \$20 per vehicle and increasing the local option fuel tax to the statutory limit. The *Revenue Perspective* projected that Traffic Impact Fee revenue would be \$43 million over the 20-year period. Based on recent policy decisions and preliminary work on the Traffic Impact Fee update, it is realistic to assume that an additional \$40 to 50 million will be raised from these fees. Grant revenue estimates are also very conservative.

On the cost side, the public share of many of the capital projects could be substantially reduced if policy changes were adopted that limited traffic impact fee reimbursements to only the extra width of the roadway. Current policy provides reimbursement for construction of even that portion of the frontage improvements that would normally be required with development.

A second round of reductions in the capital projects list is also likely. Several projects on the list would not contribute substantially to mobility on the transportation network in proportion to their estimated cost. Other listed projects are in areas that are likely to be annexed before county financing is available and would then become the responsibility of the annexing city.

The Transportation Capital Facilities Plan will be reviewed on a regular basis, not to exceed every five years, to ensure that the projected gap between costs and revenues is declining. If the potential shortfall increases and becomes critical, the potential courses of action in addition to those identified above would include reduction in the level of service standards and reassessment of the land use plan.

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 primarily based on private, single-occupant vehicles to one based increasingly on alternative, higher-occupancy travel modes such as ridesharing, public transit, and non-polluting alternatives such as walking, bicycling, and telecommuting. This shift is due to changes in funding constraints at the federal and state level as well as consideration of the thirteen GMA planning goals contained in RCW 36.70A.020.

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; these 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.

County Transportation Goals and Policies

In addition to the policies adopted by all local jurisdictions, the County has adopted transportation goals policies specific to areas within County jurisdiction.

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

5.1 System Development Policies

- 5.1.1 The capital facilities plans, 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 Multi-modal System 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.
- Implement the 2010 Clark County Bicycle and Pedestrian Master Plan to expand travel opportunities for transportation and recreation.
- Increase bicycle and pedestrian safety through education, and enforcement activities.
- Increase the number of people walking and cycling through education, and promotional events.
- Coordinate with local jurisdictions to ensure a seamless bicycle and pedestrian transportation system between the unincorporated County and neighboring cities.
- Establish an East Clark County Scenic Bicycle Route.

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

5.3 System Preservation 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.
- Evaluate the impacts of significant land use changes on existing or planned freeway and separated grade interchanges. Coordinate with the state on mitigating impacts.

GOAL: *Ensure mobility throughout the transportation system.*

5.4 System Mobility 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 System Safety 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 System Finance 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.

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 financial plan. The GMA defines public facilities to include water, sewer, stormwater, schools, parks and recreational facilities, law enforcement, and fire protection. 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 Schools, 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, sewage treatment 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 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 AND INDIRECT 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. Indirect services include schools, fire protection, law enforcement, parks and open space, solid waste, libraries, electricity, gas, and government facilities.

Table 6.1 Providers of Public Services and Utilities in Clark County

SERVICE	BATTLE GROUND	CAMAS	LA CENTER	RIDGEFIELD	VANCOUVER	WASHOUGAL	YACOLT	COUNTY
DIRECT								
WATER SUPPLY SYSTEM	City	City	CPU	City	City	City	CPU	CPU, Vancouver
SANITARY SEWER SERVICES	City	City	City	City	City	City	NA	CPU, Clark Regional Wastewater District, Vancouver
SEWAGE TREATMENT FACILITIES	County	City	City	City	City	City	NA	County
INDIRECT								
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 6-Year Capital Facilities Expenditures in Clark County

SERVICE OR UTILITY	MAJOR CAPITAL PROJECTS	ESTIMATED COST	FUNDING SOURCES
WATER	Well source and conservation projects	\$151,249,000	<ul style="list-style-type: none"> • Systems charges • Contributed capital
SEWER	Treatment plant and interceptor system expansions	267,460,278	<ul style="list-style-type: none"> • Revenue bond sale
STORM DRAINAGE	Develop regional drainage facilities, complete drainage basin studies	26,396,000	<ul style="list-style-type: none"> • Future Drainage Utility (or similar mechanism) and systems development charges • Existing drainage fund
FIRE PROTECTION ¹	Land acquisition, construction, remodel of stations, and purchase of vehicles	55,730,000	<ul style="list-style-type: none"> • Bonds • Dedicated tax revenue
LAW ENFORCEMENT/ CORRECTIONS	Expansion of detention facilities, construction of new administrative bldg.	132,875,000	<ul style="list-style-type: none"> • General Obligation Bonds • REET • Grants
SOLID WASTE AND RECYCLING	Land acquisition and construction of new compost facility	9,296,000	<ul style="list-style-type: none"> • User fees • State grants
GOVERNMENT BUILDINGS	Completed administrative space and expanded facilities including 78 th Street/WSU Extension Service property	167,000,000	<ul style="list-style-type: none"> • Bonds financed through REET

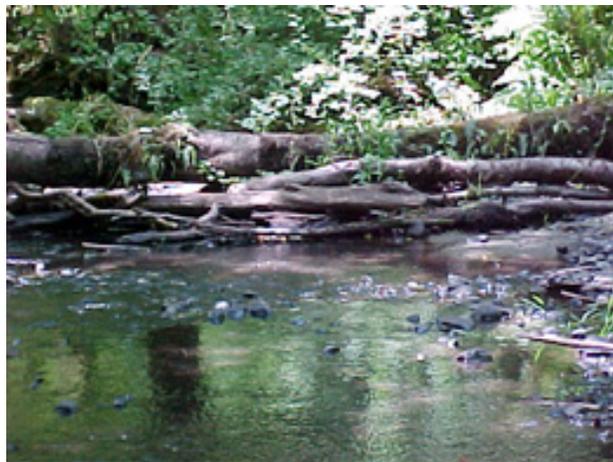
1= Includes all Fire Districts except the cities of Vancouver, Camas and Yacolt

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 5, 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.



Extensive water service in the central portion of the county, including both the rural area and urban lands in the Three Creeks Urban Growth 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 Coordinated Water System 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 42 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 28 reservoirs comprising a total storage capacity of 16.4 million gallons. CPU currently has 4 emergency interconnections or interties; 2 with the City of Battle Ground, 1 with the City of Ridgefield, 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, 2006-2012

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCE
PROJECT TYPE : 21 - GENERAL PLAN	\$2,700,000	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 53 - RES & BOOSTERS	6,000,000	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 54 - MAIN EXT/UPGRADES	19,000,000	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 56 - SOURCE OF SUPPLY	10,500,000	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PROJECT TYPE : 58 - MTRS/MTR INSTALLATION	1,400,000	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
TOTAL	\$39,600,000		

Source: Clark Public Utilities Water System Plan

Clark Public Utilities is funded by user 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 2024 are estimated at \$149,080,374.

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 584,310 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 Public 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 2024 county-wide population projection of 584,310 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, La Center and Ridgefield, as well as Clark Regional Wastewater District (CRWWD). In general, the city sewer districts tend to be slightly larger than current city boundaries and each has its own sewage treatment facilities. 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 Clark Regional Wastewater District. The Vancouver service area encompasses over 55 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 Clark Regional Wastewater District (formally Hazel Dell Sewer District) in 1993. The county provides regional transmission of wastewater and treatment services for two wholesale customers, the Clark Regional Wastewater 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 Clark Regional Wastewater District encompasses more than 46 square miles and serves approximately 106,000 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 80 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 Clark Regional Wastewater District are illustrated in Table 6.4. This information and related details are included in expanded form in the Clark Regional Wastewater Capital Facilities Plan (CFP) Amendment, June 2006. The CFP Plan has the necessary contents required by RCW 36.70A.070 (3), including inventories, forecasts and analyses of future plans and financing mechanisms. Clark Regional Wastewater District has reviewed the proposed county land use designations and determined that the CFP Plan is fully consistent with these provisions and the additional service demands which they entail. Future changes made to the CFP Plan should be reviewed for consistency with county plans on an annual basis.

Table 6.4 Clark Regional Wastewater District Capital Facilities Plan, 2006-2012

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCE
EXISTING SERVICE AREA: TRIBUTARY TO SALMON CREEK TREATMENT PLANT	\$54,927,318	Line extensions to serve new and existing development, new pump stations, and replace existing lines	Revenue bonds, contributed capital, ULID, connection charges, developer contributions/extensions, grants and loans.
TOTAL	\$54,927,318		

Source: Clark Regional Wastewater District Capital Facilities Plan, June 2006.

The Salmon Creek facility processes sewage for CRWWD 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.

Operation and discharge from the plant is regulated by the Washington Department of Ecology (DOE). The permit authorizes the facility to process an average of 14.95 MGD of sewage during the peak month of the year.

Sustained growth patterns and expansion of the service area along the tributary to the Salmon Creek facility dictated by current county growth management planning efforts has increased demands on the Salmon Creek Wastewater Treatment Plant 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 (Phase 4) to be completed by 2009 and providing a peak wet weather month capacity of 14.95 MGD and 28.3 MGD peak hour flow. These improvements will be primarily financed by the sale of revenue bonds, with payment on the bond to be backed by Clark Regional Wastewater 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. This information and related details are included in expanded form in the Salmon Creek Wastewater Management System Wastewater Facilities Plan/General Sewer Plan, July 2004. The General Sewer Plan has the necessary contents required by RCW 36.70A.070 (3), including inventories, forecasts and analyses of future plans and financing mechanisms. Clark Regional Wastewater District has reviewed the proposed county land use designations and determined that the General Sewer Plan is fully consistent with these provisions and the additional service demands that they entail. Future changes made to the General Sewer Plan should be reviewed for consistency with county plans on an annual basis.

Table 6.5 Clark County Capital Facilities Plan for Sewage Treatment System, 2006-2012

PROJECT	ESTIMATED COST	REASON FOR NEED	FUNDING SOURCE
EXPANSION OF SALMON CREEK TREATMENT PLANT: (PHASE 4)	\$13,700,000	Concurrency item; maintain adequate treatment capacity for additional growth	Revenue Bonds and Public Works Trust Fund
REGIONAL CONVEYANCE SYSTEM IMPROVEMENTS -PUMP STATION -FORCE MAIN	\$14,000,000 \$17,900,000	Concurrency item; maintain adequate conveyance capacity for additional growth	Revenue Bonds and Public Works Trust Fund
TOTAL	\$45,600,000		

Source: Salmon Creek Wastewater Management System Wastewater Facilities Plan/General Sewer Plan, July 2004; www.cleanwaterpartners.net, accessed March 27, 2007.

Given the anticipated growth in the County, several studies have been completed to examine the potential economic and environmental benefits of regionalization of various aspects of sewer service. A Sewer Coalition Planning Study was completed in November 2009 with the participation of all sewer utilities in the County. This Study resulted in the development of a RGSP outlining a long-term vision for sewer service in the County, and the recommendation that four agencies (Battle Ground, Ridgefield, Clark County, and Clark Regional Wastewater District) form a partnership to provide treatment and major conveyance for sewage for each agencies service area. As part of the regional partnership, a new pipeline and pump station would be constructed to allow sewage generated within the Ridgefield Urban Growth Area (UGA) to be treated at the Salmon Creek Treatment Plant.

Unincorporated rural Clark County is served by individual private septic systems. Since 1974 the installation of on-site septic systems has been regulated by the 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 they 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 stormwater facilities, as required by the GMA, are as follows in Table 6.6.

Clark County plans, designs, and constructs stormwater 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 stormwater 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 Stormwater Capital Needs

PROJECTS	EXPECTED EXPENDITURES	EXPECTED REVENUE
ON-GOING CAPITAL PROGRAMS	\$4,500,000	
CAPITAL PROJECTS	3,940,000	
JOINT WSDOT PROJECTS	196,000	
SUPPORT EXPENDITURES	660,000	
CLEAN WATER FEE AVAILABLE FOR CAPITAL PROJECTS		\$9,500,000
TOTAL		\$9,296,000

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.



Chapter 10, School Element provides a complete overview of the school districts serving Clark County. Additional information representing the priority capital projects for school districts are presented in each school district's Capital Facility Plans.

Parks

Chapter 7, Parks, Recreation, and Open Space provides a complete overview of the Clark County system. Vancouver-Clark Parks and Recreation is currently working on a DRAFT 2006 Parks Recreation and Open Space Plan. Several components of the DRAFT have been reviewed in conjunction with the 2004-2024 Comprehensive Plan.

Fire Protection/Suppression

Fire protection in Clark County is provided by a combination of sources. Urban area service has been historically provided by city fire departments, while various fire protection districts serve the unincorporated areas. The Washington Department of Natural Resources (DNR) provides protection for all state trust lands located in the forested portions of in the eastern and northern ends of the county. The USDA Forest Service provides protection for the small portion of the Gifford Pinchot National Forest located in the far eastern area of the county.

In addition to providing fire protection, 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 affects the districts' ability to deliver basic 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 of stations or other facilities, or even merging 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 as fire restrictive materials in all areas, or land use restrictions in fire-prone areas, as well as on-site sprinklers to suppress those fires that do occur. Estimated capital facility six-year needs are listed in Table 6.7.

Table 6.7 Fire Protection Estimated Six-year Capital Expenditures by Fire District

FIRE DISTRICT	PROJECTS	COST	PROJECTED FINANCING SOURCES
F #1 (WASHOUGAL AREA)	1 new facility; 5 new vehicles; purchase land	\$2,840,000	Fire impact fees
FD #2 (WOODLAND AREA)	5 new vehicles; 3 equipment	\$1,640,000	Same as above
F #3 (BRUSH PRAIRIE AREA)	2 new facilities; 1 addition; 1 expansion; 1 new vehicle	\$1,950,000	Existing reserve fund, bond sale
FD#5 AND VANCOUVER FD (VANCOUVER AREA)	20 fire station maintenance; 2 new facilities; 2 remodels; purchase land	\$5,988,257	General fund, property tax revenue
F #6 (HAZEL DELL AREA)	1 new facility; 1 addition; 1 expansion; 1 new vehicle	\$1,525,000	Property tax revenue
F #9 (EAST COUNTY AREA)	5 new facilities; 7 new vehicles	\$19,700,000	Dedicated tax revenue, Bonds or levy
CAMAS FD	1 new facility; 2 new vehicles	\$2,400,000	Bonds, REET, general fund, emergency rescue fund
F #10 (AMBOY AREA)	Add 1 living space; 1 new living	TBD	TBD
FD #11 AND BATTLE GROUND FD (BATTLE GROUND AREA)	2 new facilities; 3 additions/remodels; 5 new vehicles; purchase land	\$6,760,000	Fire impact fee, general obligation and revenue bonds, reserve fund
FD #12* (RIDGEFIELD AND LA CENTER AREA)	5 new vehicles and related equipment	\$390,000	Equipment replacement fund, bond
FD #13 (YACOLT AREA)	2 remodels	\$400,000	Bond, excess levy

Source: Clark County Fire District 3, 6, 9, 10, 11, 12, and 13, 2006 Capital Facility Plan; Washougal Fire & Rescue, Amended Capital Facilities Plan & Fire Impact Fees, December 2005; Woodland Urban Area Capital Facilities Plan Update, 2005; City of Vancouver Recommended 2007-08 Biennial Budget; City of Battle Ground, Fire Capital Facilities Plan, Revised April 2005.

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 Jail Work Center, the Juvenile Detention Center, and the West and Central Precincts.

Regional or shared Law enforcement and correction facilities including the main jail, the Jail Work Center, the Juvenile Detention Center, the Clark-Skamania Drug Task Force (Task Force) leased facility 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 6.8 provides the Sheriff's summary capital facilities plan.

Table 6.8 Summary of Sheriff's Capital Facilities Plan

CAPITAL FACILITY	DESCRIPTION	COST (millions,2006 dollars)	Year of Capital Outlay	FUNDING
Jail Expansion	600 to 700 maximum security facility with administrative offices, office for Property and Evidence and parking	\$90 to 100 million (est.)	2008 and 2009	Construction: Bonds Operating: Levy or Sales Tax
Central Precinct Replacement	8,600 sq. ft. building, space for public meetings and parking. Joint project with Public Works	\$2.0 million (est.)	2007	Construction: Bonds Operating: road fund Diversion or General Fund Allocation
Marine Patrol Facilities Replacement	1,300 sq. ft. boathouse and 720 sq. ft boat storage garage	\$100,000	2007	Construction: General fund
Jail/Records Management Replacement	Building remodel/expansion to house inmate and criminal records, related information	\$2.1 million (est.)	2007	Information Technology Reserve Funds
East Precinct	8,000 to 9,000 s.f. Precinct including space for public meetings and parking	\$3 million (est.)	2011	Construction: Bonds Operating: General Fund or Levy
Shooting Range	Replacement, Classrooms, 40 lanes, tactical training facilities (includes EIS for new site and decommissioning of old site)	\$1 million (est.)	2011	Construction: Bonds Operating: General Fund or Levy
Total		\$98.2 to 108.2 million		

The major cost of the Jail Expansion will likely necessitate Bond financing, combined with a dedicated levy or sales tax increase to fund debt service and the additional Jail operating costs that would result. A portion of the additional operating costs may be recovered from other jurisdictions for housing misdemeanants.

Demand for law enforcement services is directly related to the population (number of households) and the amount of developed commercial/industrial acreage 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 workload and performance measures have become more sophisticated. 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, but calls from workplaces and commercial areas are becoming more significant.

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. Some processing of mixed loads is conducted at the transfer stations to recover 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 Clark County Comprehensive Solid Waste Management 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 has been amended and includes terms for the development of a new transfer station within the City of Washougal. It is anticipated that this new station would improve convenience for some

residents and businesses and that diversion of east county wastes to this new facility will free up some capacity at the two existing facilities.

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 over 100 buildings and structures comprising 1,805,004 square feet of total floor space, as indicated in Table 6.9. We also rent 5,000 square feet in East County.

Population growth projected through 2024 will require additional space for offices, court rooms, detention, maintenance and storage uses. The county will continue planning efforts for an expanded law and justice capability. We expect adding this capacity could cost as much as \$150 million. We are also looking at constructing a \$10 million building on Public Works' 149th Street Complex to house a number of county agencies in an effort to improve service delivery to areas of the county further north. Finally, we are investigating an small expansion of county facilities on the Veterans' Administration campus. This expansion would include a maintenance, service, receiving, and storage building, additional parking, and park space.

Table 6.9 Existing County Buildings

COUNTY OWNED - COUNTY OCCUPIED	
BUILDING	SQUARE FT
Fairgrounds	358,526
Center for Community Health	176,404
Public Service Center	175,000
Corrections Center	165,970
PSC Parking Structure	150,159
Jail Work Center	90,000
Courthouse	84,422
Juvenile	62,840
Pepsi Warehouse	58,596
Dolle Building	40,000
Lewisville Park	31,490
Social Service Center	30,725
Health Center	27,886
Franklin Center	25,000
CRESA	23,624
1408 Franklin- License/Elections/Print Shop	22,976
800 Mhz Tower Sites	22,320
Public Safety Complex	20,000
Building C - Shops	19,760

COUNTY OWNED - COUNTY OCCUPIED	
BUILDING	SQUARE FT
Vancouver Lake	18,480
General Services Building	16,000
149th Street Bldg A1 Main WH	16,000
Camp Lewisville	11,060
Whatley Decant Facility	10,800
English Transfer Station	10,000
Death Investigations	9,300
Frenchman's Bar	9,112
Tri Mountain Golf Course	7,114
Hazel Dell	6,864
Klineline (Salmon Creek)	6,753
English Site and Shed	6,000
78th St. Swale Maint F & G	5,270
North County Social Service Center	4,563
Orchards	4,480
149th Street Building B West WH	3,900
Daybreak	3,732
Mabry Complex	3,696
Moulton Falls	3,601
78th Street North Shed Bldg J	3,264
Haapa Park	3,163
149th Street Building A (Sheriff's)	3,000
Washougal Site and Shed	3,000
Lucia Falls	2,956
Modular 78th St. - Bldg N	2,772
149th Building C Fuel Island	2,625
78th Street Building A	2,400
Daybreak Site and Shed	2,400
Finn Hill Site and Shed	2,400
Maple Site and Shed	2,400
Salmon Creek Site	2,400
78th Street Signals Bldg H	2,210
Amphitheatre Pump Station	2,000
Livingston Radio Site & Shed	2,000
78th Street Building B	1,800
78th Street Rock Storage A	1,800
Drug Task Force	1,800
78th St Conference Ctr Bld B1	1,680
Felida Park	1,500
78th St Special Storage Bldg L	1,496
149th St Bldg D (Sign Shop)	1,496
78th Street Fuel Island	1,496
English Pit Rifle Range (Park)	1,456
78th Street Wash Rack	1,200
Lacamas Lake	1,040
Portable 78th St. - Bldg M	1,040
78th Street Building A1	1,008
HB Fuller 134th St. (Park)	1,000
Downtown Fuel Island	880
78th Street West Shed	864

COUNTY OWNED - COUNTY OCCUPIED	
BUILDING	SQUARE FT
78th Street Central Bldg E	700
78th Street Building D	650
Lewisville Fuel Island	600
Wolfe Creek Pump Station/99th Str.	25
Mountain View Pump Station	25
88th Street Pump Station	25
Harmony Sports Complex	10
TOTAL	1,805,004

Center for Community Health

Clark County has recently completed construction of the 176,000 square foot Center for Community Health on the Veteran's Administration campus on Fourth Plain Boulevard. The new building consolidates a number of community health organizations in one convenient location. The facility provide new in patient capabilities which will be a significant benefit to the community.



Clark County Exposition Center

Clark County recently completed the "Clark County Exposition Center." This is a state of the art year round multi-purpose facility located on the Fairgrounds. It is suitable for shows and events of almost every type and contributes to the goal of making the Fairgrounds less reliant of the annual County Fair for revenues.

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. 117th 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 56,325 residential, 4,715 commercial and 51 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 about 20 percent of its supply from British Columbia, 60% from Alberta, and 20% from the Rocky Mountain States. 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. There are several local and national telecommunication companies provide service to Clark County residents. As detailed in the Transportation Element, Chapter 5, 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 410,000 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 70,405 square feet of library space in eight branches serving Clark County.

Planning is underway to enhance library facilities in two Clark County communities;

- 1) Vancouver voters approved a bond measure in September 2006 to improve Vancouver Mall Community Library within its current square footage by the end of 2007; to build a new 25,000 square foot eastside library adjacent to the city's Firstenburg Community Center on NE 136th Avenue, expected to open in 2009. The library would replace the 2,500 square foot Cascade Park Community Library; and to build a new 90,000 square foot new main library at the corner of C Street and Evergreen Blvd. to replace the existing 36,000 square foot main library on Mill Plain. The new main library is scheduled to open in 2010.
- 2) Friends of Battle Ground Community Library are spearheading a capital campaign for construction of a new 13,000 square foot library at Battle Ground Village, with ground-breaking tentatively in the Fall of 2007.

FVRL will be updating its 20-year facilities plan in 2008. Table 6.10 shows the current FVRL system square footage as of March 2007. In addition FVRL shares a Catalog with Camas Public Library and Southwest Washington Medial Center.

Table 6.10 Ft. Vancouver Libraries Update

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
La Center Community	3,380
Total	70,405 sf

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 utility 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 Public Health 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 The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.
- 6.0.17 Establish a stormwater treatment plan for existing and future developments that complies with salmon recovery objectives.

County 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, and 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 or special service districts 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, regional parks, and regional stormwater facilities.
- 6.1.7 Clark County incorporates by reference the sewer and water Capital Facilities Plans of the Clark Regional Wastewater 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 Public 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 to public water systems 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 Public Health (CCP). Installation approvals for new septic systems shall include agreements for mandatory future monitoring unless waived by the CCP.

- 6.3.5 Require regular inspections of existing on-site sewage disposal systems in wellhead protection areas.
- 6.3.6 Work with the CCP 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 response to documented health hazards; or to provide public sewer to regional park facilities, K-12 public schools, in designated rural centers; or where the county has contractually committed to permit public sewer connection. 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 Provide public education about the potential for groundwater contamination from on-site sewage disposal systems.
- 6.3.12 Encourage and work with sewer service providers in the development of a regional sewer system.

GOAL: Provide a long-range stormwater management program to minimize impacts from stormwater discharge from existing and new development (for additional policies see Chapter 4 – Environmental Element),

6.4 Policies

- 6.4.1 Maintain clear development review standards for the control of the quantity and quality of stormwater 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 stormwater run off and erosion.
- 6.4.3 Develop and implement comprehensive stormwater 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 regional stormwater facility.
- 6.4.6 Establish a coordinated approach with local jurisdictions to address both surface water and groundwater issue.
- 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. (See Chapter 10 School Element)

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 and educate about fire safety.
- 6.6.6 Continue to provide for animal control services and educate about animal safety.
- 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 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 and update on a regular basis.
- 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 underground 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 stormwater facilities and services into the normal development process.
- 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 centers 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 6.11 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 stormwater 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.
- Encourage the development of a North county or county-wide sewer Regional System.

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.

Stormwater 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 stormwater 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, 2000 and 2002. Now, the plan is being updated again, in coordination with the Growth Management Act (GMA).

The Vancouver - Clark Comprehensive, Recreation, and Open Space Plan is 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. An adopted Parks Plan is required as part of the criteria for funding through the Washington State Interagency Committee for Outdoor Recreation.

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 Vancouver City Council 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

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

A random-sample, telephone surveys were conducted for the Parks Plan; 614 were surveyed. The survey was designed to elicit information regarding park and recreation preferences and usage patterns. It included questions which focused on satisfaction levels, familiarity, recreation interests, participation, and project preferences, among others. Ninety-three percent of those surveyed indicated that park and recreational services are important to the quality of life in Clark County. The majority of Clark County residents visit a neighborhood, community, or regional park or trail at least a few times a year. In general, respondents supported expanding park and recreation services and facilities. When asked what should be the highest priority for service expansion, the largest number of respondents answered "building or expanding community centers and recreation programs", followed by purchasing open space and natural areas, building trails and walking paths, and acquiring and developing new parks.

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.

Regional Meetings

Five workshop-style meetings were held with community members in locations throughout the region to gather input on current park and recreation needs and priorities in the service area.

Focus Groups

Four focus group meetings were held with park and maintenance staff, recreation providers, youth, and individuals with special needs to identify recreation needs.

Stakeholder Interviews

Telephone interviews were conducted with community leaders to collect data regarding current community park and recreation priorities, needs, and opportunities.

Past Planning Efforts

2006 Regional Trails & Bikeway System Plan

The countywide 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 and 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.

The plan covers incorporated and unincorporated areas and identifies five trail types: regional multi-use trails, local trails, rustic trails, semi-primitive trails and bike lanes/pedestrian walkways. Published in April 2006 and adopted by the Board of County Commissioners, the Clark County Trails & Bikeway System Plan is incorporated by reference.

2003 Conservation Areas Acquisition Plan

The Conservation Areas Acquisition Plan, adopted in 2003, assesses landscape and natural resource protection needs and opportunities within Clark County and identifies priority acquisitions for the expenditure of conservation area funds. The planning process involved a range of public involvement opportunities, including public meetings and surveys, as well as technical assistance provided by various advisory committees and working groups.

EXISTING PARK AND OPEN SPACE FACILITIES IN CLARK COUNTY

The Vancouver-Clark Parks and Recreation Department owns and manages approximately 7,335 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	36	187 acres
COMMUNITY	13	458 acres
URBAN OPEN SPACE	9	72 acres
JOINT SCHOOL/PARK	18	117 acres

Neighborhood Parks

Neighborhood parks provide access to basic recreation opportunities for nearby residents, enhance neighborhood identity, and preserve neighborhood open space. These parks are designed primarily for non-organized recreation. Located within walking and bicycling distance of most users, these parks are generally three to five acres in size and primarily serve residents within a half-mile radius. Since access is mostly pedestrian and 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. Neighborhood parks often include amenities such as playgrounds, turf areas, pathways and trails, picnic tables, sports courts, and benches.

Park services at the neighborhood level are provided in several ways. Schools meet an important part of the neighborhood recreational need, and some elementary school sites have been included under the neighborhood/school classification if they have neighborhood park elements. 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.

Community Parks

Community parks provide a focal point and gathering place for broad groups of users. Usually 20 to 100 acres in size, community parks are used by all segments of the population and generally serve residents within a one- to three mile radius of the park site.

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. Community parks often include recreation facilities for organized activities, such as sports fields, skate parks, and play courts. Community parks may also incorporate passive recreation space and community facilities, such as community or senior centers. Because of their large service areas, community parks require more support facilities, such as parking and restrooms. Some middle and high school sites are included in the school/park category, since these facilities can serve some of the community park needs.

Urban Open Space

Urban open spaces are primarily undeveloped spaces, which are managed for both their natural, ecological value and for light-impact recreational use. These areas can provide relief from urban density and may also preserve or protect environmentally sensitive areas, such as endangered animal habitat and native plant communities. Public access to these areas can provide passive recreational opportunities, where compatible with resource protection.



Where these greenspaces can be connected along stream corridors they 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 linking to 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.

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 12 regional parks totaling 2,334 acres, 12 special facilities totaling 721 acres, over 2,54 acres of conservation and greenway systems, and the 27-mile Lewis and Clark Railroad right-of-way. In addition, the county owns and manages the 333-acre Clark County Fairgrounds/Recreational campus (Figure 25).

Regional Parks

A regional park is an area with natural or man-made qualities for outdoor recreation, such as picnicking, boating, fishing, swimming, camping and trail uses. Play areas may also be included. It will typically serve several communities within 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 (April 2006) 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.

Camp Bonneville

Camp Bonneville is located in southeastern Clark County, Washington, about 12 miles east of Vancouver and seven miles north of the Columbia River. It was established in 1909 as a drill field and rifle range for Vancouver Barracks and has been used primarily as a training camp for various branches of the military. The property is largely undeveloped; more than half of its six square miles is forested.

Since the U.S. Army closed Camp Bonneville in 1995, the 3,840-acre property has captured the imagination of hikers, equestrians, parks planners, wildlife enthusiasts, campers, Native American groups, and many others. After the Army closed the facility along with several others nationwide, the property was selected for transfer and reuse by the Base Realignment and Closure Commission (BRAC). On October 3, 2006, after ten years of dialog and negotiation with the Army and the state Department of Ecology, the Board of Clark County Commissioners accepted transfer of property ownership from the Army to the county.



The county and its contractor will now continue the process of cleaning up the site, which includes hazardous waste contamination and unexploded military ordnance, to specifications set by the Washington State Department of Ecology. The Army will provide \$27 million over the next several years to pay for the cleanup and related insurance.

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	2,334	1,580	5.96_ac/1000
Development	286	419	7.34% 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
US FOREST SERVICE	1,239
NATIONAL PARK SERVICE	209
US FISH AND WILDLIFE SERVICE	6,243
WASHINGTON DEPT. OF FISH AND WILDLIFE	3,075
WASHINGTON DEPT. OF NATIONAL RESOURCES	60,000
WASHINGTON STATE PARKS AND RECREATION COMMISSION	884
PORT OF CAMAS-WASHOUGAL	75
WASHINGTON DEPARTMENT OF TRANSPORTATION	16
VANCOUVER-CLARK PARKS & RECREATION	7,335
CITY OF CAMAS	192
CITY OF WASHOUGAL	78
CITY OF BATTLE GROUND	18
CITY OF RIDGEFIELD	38
CITY OF LA CENTER	12
TOWN OF YACOLT	1
TOTAL	79,415

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. The school will use the park during the school day, while the community will have access to it at other times. The cooperation saved money for both the city/county and the school district.

Private Facilities

Private recreational facilities exist throughout 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, two of the largest private landholders in Clark County are Pacific Power and Light (PP&L) and the Columbia Land Trust.

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 Comprehensive Parks Plan provides 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

Urban Parks, Recreation, and Open Space

Urban park, recreation, and open space planning distinguishes between urban park needs in the Vancouver and Three Creeks urban area as well as the needs of the other cities in the county. The county currently owns and manages urban parks in the Vancouver urban unincorporated area and the Three Creeks UGA.

Vancouver and Three Creeks Urban Area

For planning purposes, the Vancouver urban area has been divided into seven 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 assess the county's regional park needs. First, an inventory of existing regional parks and other agency facilities was conducted. This inventory is shown in the Comprehensive Parks Plan. Using the 10 acre per 1,000 people standard, an existing deficit of approximately 1,580 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 Comprehensive 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 Commission 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 2006, which included an assessment of the need for trails. With input from the County Open Space Commission Report and previous trail planning efforts, and with additional work sessions with the Parks & Recreation Advisory Commission, a Citizen Advisory Committee, county and city 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 Comprehensive 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.

County 20-Year Planning Policies

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 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 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, including dog parks 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 will continue to work 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 Provide land and establish development standards and operating conditions for local sports groups to build, maintain, and operate their own fields.

- 7.2.14 Vancouver-Clark Parks & Recreation Department shall provide design and technical support for athletic field development by cities, school districts, and local sports organizations.
- 7.2.15 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.
- 7.2.16 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.

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.

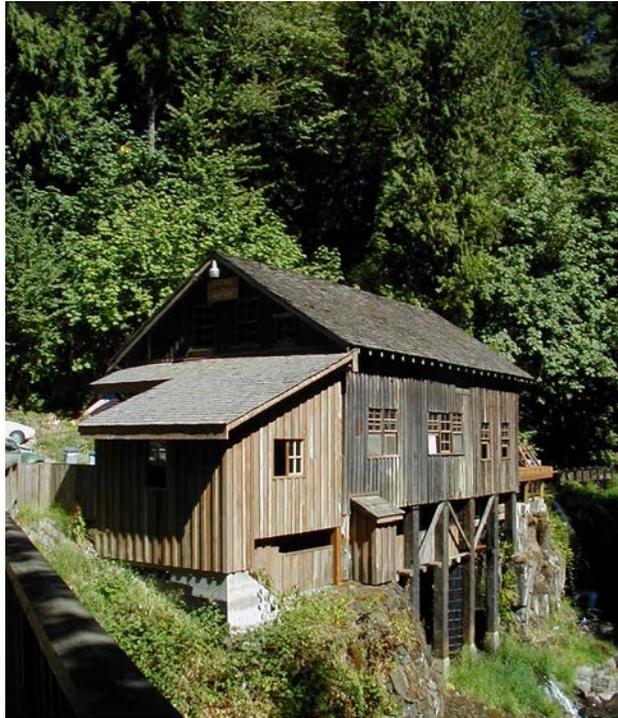
Other elements contain goals and policies which may also affect preservation efforts. For example, the Community Design Element (Chapter 10) identifies historic architectural and development patterns as a key design element which should be recognized and enhanced when new development is proposed in areas with historic resources. Chapter 2, Housing, contains policies relating to the re-use and renovation of existing structures. Chapter 1, 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.*

County 20-Year Planning Policies

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.
- Promote historic preservation and programs through the Historic Preservation Grant Commission.

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 which was updated in 2004 and 2007. The Plan includes an economic development chapter and many elements that help promote and sustain local businesses and industries.

Among other things, the economic development element establishes an economic vision for the community and expressed support for the core goal of local and state planning principles. The county’s 1994 Plan established 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 statements reflect the course set by the Growth Management Act and consolidates and summarizes the perspectives of the county and CREDC on economic development:

Clark County will take advantage of opportunities created by dynamic markets and competitive forces. The focus of Clark County’s Economic Development Strategy is to grow a family-wage, knowledge-based economy (KBE) that creates jobs at a rate in excess of population growth while maintaining and enhancing community identity and our quality of life. A KBE increases economic value through knowledge, creativity, and innovation as opposed to production or attainment of physical components and assets.

Economic development activities will support existing and emerging clusters that have a significant KBE component. Clusters targeted to drive the future economy include telecommunications, semiconductor and electronic manufacturing, 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 will protect the inventory of commercial and industrial lands. Focus will be placed on parcels that may be aggregated to accommodate KBE 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 KBE focus is expected to increase demand for campus-style development.

The development and marketing of land in the vicinity of I-5 between Salmon Creek and Ridgefield (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 continually competitive for economic growth and investment, the county's development process must support shorter timelines, more predictability, greater and more timely data access, and competitive cost structures.

Local and state governments must focus infrastructure investments in areas designated as nodes of growth to maximize economic development, infrastructure investment in advance of development.

Growth in the future economy of Clark County will be further amplified by an increasing percentage of individuals who take advantage of jobs growth by both living and working in Clark County. Higher education will be the platform upon which Clark County's future economic success will be built, and that success will be seen in greater regional economic reach and impact.

PURPOSE

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.

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, and transitioning into the 2000's, was a period of remarkable economic and population growth. While the community's location, workforce advantages, and industry recruitments have supported historical growth, a full complement of competitive strengths must be emphasized to assure continued improvements to our future economic health and quality of life.

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.

Clark County's economy mirrors that of the collective PMSA. 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 somewhat resilient to national economic downturns (e.g. 1991), it did not provide economic immunity during the 2001-03 national recession when technology and broader manufacturing sectors crashed.

Clark County continues to be one of the fastest growing counties in the state of Washington and in the PMSA. The county population increased 45% from 1990 to 2000, grew 17% between 2000 and 2005, and by the close of 2006 it was estimated that 414,278 residents

called Clark County home. Vancouver, with a population of 157,493 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 projections ranging from 437,984 to 621,763.

There are three primary drivers of local population growth, most of it stemming from Oregon residents relocating to Clark County. First is the lower state and local tax burden on families compared to the experience across the river in Oregon. The state and local tax burden difference is primarily explained by Oregon taxing close to all of the income families earn, while in Washington there is no income tax and the sales tax burden only falls on discretionary retail sales.

The second driver is a perception that Clark County generally provides higher quality K-12 schools than those found in the rest of the PMSA. There is no factual way to directly compare and validate school quality between states, and measures of school quality can elicit vastly divergent views, but the popular perception is still strong enough to convince families that relocating school age children from Oregon to Clark County is personally positive.

The third driver is the perception that Clark County provides more affordable housing than the Oregon side of the PMSA. During the 1990s, Clark County provided affordable housing alternatives for individuals gradually priced out of housing markets in Multnomah, Clackamas, and Washington counties. However, the cost of housing in Clark County has attained equity with the rest of the PMSA and so this historical driver is reducing in importance. There may, however, be better space (building and land) opportunities for the same amount of money in Clark County compared to the rest of the urbanized PMSA.

While the median age in Clark County (around 35.7 years) 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.

Growth in Clark County's economic base is especially demonstrated by employment growth. The workforce grew to 190,078 in 2005, a healthy 31% increase during the ten year period since 1995 (that number includes commuters working in Oregon). In concert with the national experience, unemployment remained low during the 1990s, dipping to 3.5% in 1997. The 2001 recession resulted in significant layoffs in Clark County and throughout the PMSA; unemployment increased to more than 7% in February 2003 representing more than 14,000 Clark County residents.

A Riley Research Associate's study on workforce travel (April 2002) placed the percentage of Clark County workers employed in Oregon at about 1/3 of its workforce, which matches closely with the Census Bureau estimates at 32.7%. The Riley survey shows that interstate commuters are employed in a variety of Oregon industries, but primarily: transportation services (13%), health care (13%), low- and high-tech manufacturing (11% and 8%), professional/business services (10%), and construction (9%).

To reverse this commute, growth and development of significant industry clusters must serve as the basis to attract jobs-producing firms and investment on this side of the river, as well as the basis for growth and expansion of existing businesses.

Table 9.1 Largest Employers Clark County, Washington

Clark County has strong industry clusters in semiconductors, high technology and professional services.

Sector	Company	Location		Product/Service	Function	NAICS 2 digit	Employment August 2006
		City	County				
All Sectors							
	Vancouver School District	Vancouver	Clark	Public Education	School	61	3,380
	Southwest Washington Medical Center	Vancouver	Clark	Healthcare	Hospital	62	3,229
	Evergreen School District	Vancouver	Clark	Public Education	School	61	3,052
	Hewlett Packard	Vancouver	Clark	Inkjet Printers	R&D/Marketing	33	1,800
	Clark County	Vancouver	Clark	Government	Government	92	1,703
	City of Vancouver	Vancouver	Clark	Government	Government	92	1,438
	Clark College	Vancouver	Clark	Public Education	School	61	1,297
	Fred Meyer	Vancouver	Clark	Retail	Retail	44	1,295
	Safeway	Countywide	Clark	Retail	Retail	44	1,205
	Bonneville Power Administration	Vancouver	Clark	Public Utility	Utilities	22	1,139
	Battle Ground School District	Vancouver	Clark	Public Education	School	61	1,125
	WaferTech	Camas	Clark	Silicon Wafers	HQ	33	1,000
	Georgia Pacific	Camas	Clark	Pulp and Paper	Branch Manufacturing Plant	32	950
	Kaiser Permanente	Vancouver	Clark	Healthcare	Healthcare	62	758
	Washington State University	Vancouver	Clark	Public Education	School	61	750
	SEH America	Vancouver	Clark	Silicon Wafers	Branch Manufacturing Plant	33	750
	The Vancouver Clinic	Vancouver	Clark	Healthcare	Healthcare	62	735
	Legacy - Salmon Creek	Vancouver	Clark	Healthcare	Hospital	62	728
	Camas School District	Camas	Clark	Public Education	School	61	596
	The Holland, Inc.	Countywide	Clark	Restaurants	Retail	44	435
	First Independent Bank	Countywide	Clark	Banking Services	Banking	52	355
	Clark Public Utilities	Countywide	Clark	Electric, Water, Waste Water	Utilities	22	337
Manufacturing							
	Hewlett Packard	Vancouver	Clark	Inkjet Printers	R&D/Marketing	33	1,800
	WaferTech	Camas	Clark	Silicon Wafers	HQ	33	1,000
	Georgia Pacific	Camas	Clark	Pulp and Paper	Branch Manufacturing Plant	32	950
	SEH America	Vancouver	Clark	Silicon Wafers	Branch Manufacturing Plant	33	750
	Columbia Machine	Vancouver	Clark	Concrete Block Machines and Palletizers	HQ	33	602
	Frito Lay	Vancouver	Clark	Food Products	Branch Manufacturing Plant	33	580
	Sharp Labs and Microelectronics	Camas	Clark	Electronics and R&D	Research	54	380
	The Columbian Publishing	Vancouver	Clark	Newspaper	HQ	33	352
	Christensen Shipyards	Vancouver	Clark	Custom yachts	HQ	33	350
	Linear Technologies	Camas	Clark	Linear and analog circuits	Branch Manufacturing Plant	31	285
	C-Tech (Landa)	Camas	Clark	Pressure Washers	HQ	33	257
	Matsushita Kotobuki	Vancouver	Clark	TV/DVD/VCR	Branch Manufacturing Plant	33	228
	Pendleton Woolen Mills	Washougal	Clark	Clothing	Branch Manufacturing Plant	31	204
	Bemis	Vancouver	Clark	Multiwall and paper bags	HQ	32	154
Distribution							
	Dollar Tree	Ridgefield	Clark	Warehouse/Distribution	Regional Distribution Center	48	159
	U.S. Food Service	Ridgefield	Clark	Warehouse/Distribution	Distribution Center	48	130
	Corwin Bottling	Ridgefield	Clark	Warehouse/Distribution	HQ/Distribution Center	48	105

Clark County has strong industry clusters in semiconductors, high technology and professional services.

Sector	Company	Location		Product/Service	Function	NAICS	Employment
	Vancouver Warehouse and Distribution	Vancouver	Clark	Warehouse/Distribution	HQ/Distribution Center	48	49
	Food Express	Vancouver	Clark	Warehouse/Distribution	HQ/Distribution Center	48	24
	Blue Bird Transfer	Vancouver	Clark	Warehouse/Distribution	HQ/Distribution Center	48	15
Call Centers							
	The Nautilus Group	Vancouver	Clark	Exercise Equipment	In/Outbound	42	525
	Charter Communications	Vancouver	Clark	Call Center	Inbound	56	300
	Wells Fargo Financial	Vancouver	Clark	Total Customer Service Center	Inbound	51	300
	New Edge Networks	Vancouver	Clark	DSL Internet Network Provider	Inbound	44	288
	Cascade Call Works	Vancouver	Clark	Call Center	In/Outbound	56	100
	Electric Lightwave	Vancouver	Clark	Telecommunications Services	Inbound/ Regional HQ	51	50

Source: Columbia River Economic Development Council. May 2006.

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
nLight Photonics	Pump Lasers	21	Semiconductor	Vancouver
Saint-Gobain Crystals & Detectors	Crystal Mfg.	75	Semiconductor	Washougal

Company	Product	2002 Employment	Cluster/Sub Cluster	Location
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

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. 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 local income levels.

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 Board of Clark County 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. Preliminary data for 2005 shows that Clark County's average annual wage was \$36,525 (roughly \$17.56 per hour). That means the County considers \$45,656 (which includes benefits valued at \$9,131) to be a minimum family-wage job. A job that provides a family wage (including income and benefits) valued at less than \$45,656 would fail to meet the definition, even though the income alone may meet or exceed \$36,525. Likewise, a job which only paid income of \$45,656 without any benefits would successfully meet the definition. This \$45,656 value is, for 2005 at least, called the "threshold" family-wage amount. (Note: Benefits typically include such things as basic health and dental care, vacation, personal leave, paid holidays, child care, elder care, and pension/retirement.)

The threshold family wage is measured by calculating the county's average "covered" wage, plus 25 percent. Covered wage refers to jobs covered by state unemployment insurance – roughly 90 percent of all jobs. Jobs that aren't covered include self-employed, casual labor, work-study students, and railroad workers. Average Annual Wage data is available from the Washington Employment Securities Commission.

Industrial and Commercial Land

The Focused Public Investment Plan (FPIP) allows 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 as plans and approvals are completed.

Clark County has identified several Public Investment Areas (PIAs) that will be the industrial land geographical targets of the FPIP. FPIA's are areas that concentrate the location of public facility capacity in order to produce fully served land suitable for economic development. PIA's are generally located in Urban Growth Areas due to the availability of essential public facilities (roads, utilities).

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 PIA's 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 PIA's 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 fire protection, etc., are juxtaposed against the amount of public investment required to bring these public facilities and services up to the level needed to support development.

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 clusters that have a significant knowledge-based component."

9.1 County-Wide Planning Policies

The following policies are county-wide and apply to both incorporated and unincorporated areas.

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 Conversion of industrial or employment center lands to non-industrial or non-employment center districts may occur within the following parameters:
 - a. Protect and preserve lands zoned heavy industrial for heavy industrial uses.
 - b. Protect employment center lands from conversion to residential.
 - c. 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.
- 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

County 20-Year Planning Policies

Unincorporated County

The following goals and policies are not county-wide and apply 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 industrial sites to meet market demands for industrial development over the planning horizon to create an environment conducive to 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 industrial land based on average absorption rates over the last five years.
- Designate the necessary acreage of vacant 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 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 Conversion of industrial or employment center lands to non-industrial or non-employment center districts may occur within the following parameters:
- a. Protect and preserve lands zoned heavy industrial for heavy industrial uses.
 - b. Protect employment lands from conversion to residential.
 - c. Consider rezoning of employment 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.

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 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 environmental quality and 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 Conduct pertinent wetland delineation studies and master plans to identify areas for industrial, commercial, open space, recreation, and environmental uses, to include wetland banking.
- 9.6.3 Encourage sustainable development and programs.
- 9.6.4 Develop compatible land uses that promote the long-term economic viability of the County Railroad.

GOAL: *Encourage infrastructure development and services necessary to serve new industrial development.*

9.7 Policies

- 9.7.1 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.

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 3, 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.
- 9.8.3 Encourage home businesses that allow for economic development compatible with the use of neighboring properties and protects the integrity of zoning districts of Clark County.

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) knowledge-based 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 clusters that offer the potential for growth within the local and regional economy.
- 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.
- Ensure maximum family-wage jobs generation and support aggregation of land for large master-planned, mixed-use development on employment 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.
- Make targeted infrastructure investment in advance of business growth to guide development and to facilitate the development process.
- Establish industrial land banks in areas that have the capability and potential to support the development of targeted industrial clusters.

- Create and designate a pre-planned area to be called the "Discovery Corridor" as employment reserve land 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.
- 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.
- 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.
- 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 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.

CHAPTER 10

SCHOOL ELEMENT

"Our Schools, in partnership with our community, are resolved to provide quality education for all children in Clark County regardless of income, ethnicity or ability."

Clark County School Districts

INTRODUCTION AND BACKGROUND

Current land use planning and capital facilities funding mechanisms for schools present unique challenges under the Growth Management Act (GMA). Schools are not required as a mandatory concurrency item under the GMA, but are included along with other public services in Capital Facilities Planning and are required to be adequately provided for. Clark County and its school districts have found that there is much synergy between land use planning and quality schools and it is best for all stakeholders to be at the table when the growth management plan is updated. In order to assure full consideration of school capital facilities and to encourage a sustainable learning community in the development and implementation of city and county comprehensive plans, this chapter dedicated specifically to schools has been added to the updated plan.

School districts in Clark County are as diverse as the communities they serve. District boundary lines do not correspond to city or urban growth boundaries, but have a logic all their own. Schools are located in urban, suburban and rural areas. Districts vary in size from serving fewer than 1,000 students to over 25,000 students. For example, Green Mountain School District, the smallest district in the county, is entirely rural. In contrast, Vancouver School District lies almost entirely within the Vancouver urban growth area, and is comprised of a mix of urban and suburban development. Several districts contain land in more than one urban growth area, and most districts include all three environments.

The county's school districts are facing the challenge of providing a quality education given the rapid growth and development of Clark County. School capacity in the county has not kept pace with enrollment growth. For example, several school districts are serving or will be serving over 30% of their enrolled students in portable classrooms. The dilemma of serving students in portables (or having "unhoused students") is exacerbated by the continued growth projections for our region. Capital facilities demands are increased by aging infrastructure, the need for better instructional technology and facilities to support high quality teaching and learning (such as computers, presentation equipment, and science labs), the desire for equity among facilities, and the move toward smaller class sizes and special programs. School capacity, siting, and funding new facilities are discussed further under the School Capacity and Enrollment Growth section.

School districts are experiencing increased enrollment of students from families that do not speak English at home. Increased enrollment of students from immigrant families (most noticeably from Russian and Spanish speaking countries) requires the development of programs that are aimed at meeting the needs of these students and their families. School districts must plan facility needs to accommodate programs for English language learners.

School districts are also noticing a significant demographic shift of increased poverty and student mobility. The negative impact of poverty and especially, student mobility on quality education is well documented. Growth management and land use policy decisions will play an increasing role in strategies to create sustainable, vital communities that help ensure that all children can succeed. The distribution of affordable housing, living wage jobs, public transportation, and other public services across the county are key to the stability and quality of life of our residents.

School Capacity and Enrollment Growth

The community goal is to provide proper educational facilities for students at the time they enroll. There are several factors involved in the timely provision of these facilities. School facility and student capacity needs are dictated by the types and amounts of space required to accommodate each district's educational program. The educational program components which drive facility space needs include grade configuration, optimum facility size, class size, educational program offerings, classroom utilization and scheduling requirements, and use of portable classrooms.

In addition to student population, other factors such as collective bargaining agreements, government mandates, adequacy of state funding, and community expectations also affect classroom space requirements. Traditional education programs are often supplemented by programs such as special education; bilingual education; pre-school, full-day kindergarten, and childcare; and art and music. These programs can also have a significant impact on the available student capacity of school facilities.

School Siting

A new or remodeled school is an asset to a neighborhood and is often viewed as a community center. Siting a new school requires several considerations. Districts review the buildable lands inventory to identify land use categories where schools are allowed in the areas where residential growth is occurring. Schools typically require a full range of urban services, including public sewer, water, fire and police service. The number of acres needed for a school site varies by type of school and age group. A typical elementary school is sited on approximately 10 acres, a middle school site is about 20 acres, and a high school site can take up to 50 acres. These large parcels are hard to find, especially within an urban growth area. Districts must also compete with private developers for the land. Under the current growth conditions, land speculation drives the cost of land above its appraised value, putting the districts at a distinct disadvantage in land negotiations. The cost of land is also higher within the urban growth area and in areas that are predicted to be soon included in the urban growth area. However, districts must balance the potential capital cost savings of purchasing land on the outskirts of the urban growth area with the operational benefits of locating schools proximate to existing residential areas (i.e., maximizing community support and participation and minimizing student transportation costs).

School districts strive to avoid, if possible, the pattern of siting future schools on the outer ring of the urban growth boundary, which may encourage additional residential growth, and in turn require additional services. It takes a concerted effort by school districts, local government, and the development community to provide affordable sites for schools in more central locations. Innovative school siting can also include co-location with other public and private entities, constructing multi-story school buildings with smaller building footprints, partnerships with other

public/private entities for education related services, the renovation of existing office buildings, and shared park and open space.

School Funding

Depending on district eligibility, districts pay for a portion of the costs of capital facilities with funds provided by the State of Washington through the Common School 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). School operating funds are secured from state and federal education sources, and from local operating levies. Voter approved operating levies raise the property taxes of all residential, commercial, and industrial property owners in a district. In a district with a high industrial and commercial tax base, residents carry a lower proportionate share of the educational operating costs.

There is currently a significant gap between the total education infrastructure cost and the funds available. While impact fees are a tool provided under GMA to deal with growth, historically the fees have accounted for less than 10% of the dollars spent on capital improvements and are limited in use. Local bond measures require a 60% super-majority vote. Several districts have a history of failed bond measures, due in part to the super-majority requirement, but also to high residential tax rates for operating levies because of an imbalance between the mix of residential, commercial, and industrial lands. The Common School Construction Fund requires that the district pass a local bond measure to match the state funds, and the match does not cover all development or site acquisition costs. State funding regulations result in new facilities being constructed after growth has occurred and a need can be demonstrated, due to the concern of overbuilding permanent facilities. 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 have become common in fast growing districts.

Schools as Community Centers

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. School day education programs are also supplemented by extended day programs, community education, recreation, early childhood programs and childcare. There is increasing community use of ball fields and gymnasiums, meeting rooms, computer labs, performing arts facilities, and media centers. Many school sites also serve as neighborhood parks. New or refurbished schools can also encourage neighborhood stability and revitalization.

In order to make the most efficient use of schools and school sites, policies in this element encourage co-location of schools with other community activities and facilities. Some examples of organizations that could co-locate with schools are parks & recreation, public libraries, community colleges, parking lots, regional transportation, performing arts facilities, health clinics, hospitals, YMCAs, church groups, eldercare facilities (kitchen, classrooms, arts/activities, meals-on-wheels), daycare providers, and senior centers. Schools could also be a component of mixed use developments.

Schools and Transportation

Traffic can get congested around schools at the beginning and end of the school day and during large community events. Significantly less students walk and ride bikes to school than in the past. In 2001, less than 15 percent of students between the ages of five and 15 walked to or from school, and 1 percent biked. In comparison, in 1969, 48 percent of students walked or biked to school. More parents are driving their children to school, more high school students are driving themselves to school, and more students who live within 1 mile of the school must ride the school bus due to an inadequate “safe walking” environment.

Walking and bike riding for transportation are part of an active lifestyle that is associated with increased health benefits. Recent trends in travel to school have raised concerns of increased juvenile obesity and associated diseases. In addition, less cars on the road produce less pollution and congestion. Studies performed by the Environmental Protection Agency indicate that school proximity to students matters, especially at the elementary level. Schools which are located at the center of communities and which are co-located with other community activities are supportive of students walking and biking to school.

The built environment also influences travel choices. Students traveling through higher-quality environments (reduced traffic-related danger such as sidewalks, crossing signals, and better enforcement of speed limits, combined with classroom education of pedestrian and bike skills) are more likely to bike and walk to and from school. In response, governments at every level have launched a variety of policy initiatives. The “Safe Routes to Schools Program” is providing funding to improve the education, enforcement, and built environment for students.

A robust public transportation system is also necessary to support schools as community centers. Some students don’t have another means to get to and from school for before- and after-school activities.

The Transportation Element of this plan contains policies encouraging walking and biking through the built environment, and connectivity between school facilities and other community facilities. It also contains a transit section that is supportive of public transportation.

Schools and Housing

As Clark County accommodates additional growth, the quality of the developed landscape becomes more and more critical to providing sustainable, quality education. Education literature suggests that where a child lives largely determines that child’s educational opportunities and success. Studies show that providing a variety of housing prices and types within a school attendance area to allow economically disadvantaged children into mainstream middle-class communities improves learning success for all. The land use policies in the GMA and in the Housing Element of this plan are supportive of the provision and equitable distribution of affordable housing.

Schools and the Economy

The role that quality education plays in growing a strong local economy is vital. Our community expects us to prepare students for world competition in an increasingly challenging global economy. In addition, having well-educated, involved citizens is a priority if we are to have high-performance local governments, solve our community’s other pressing problems, and create and enhance a livable community.

The land use policies in the Economic Development Element of this plan are supportive of schools by focusing on providing an increased number of family wage jobs, which improves family stability and learning success. The Economic Development Element also includes goals for the education community to be supportive of growing our economy. As a major employer within a community, schools contribute to those goals by providing numerous job opportunities.

Schools and Parks

School districts frequently enter into partnerships with the county or cities for the co-location of parks with school recreational facilities. Many schools are co-located with a park and/or share athletic fields and exercise programs.

Prune Hill Elementary School is an example of such a partnership. In this case the Camas School District partnered with the City of Camas in the use of Prune Hill Park, which is adjacent to and being developed concurrently with the school. The school will use the park during the school day, while the community will have access to it at other times. The cooperation saved money for both the city and the school district. The park and school are located in a suburban residential area.



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Intergovernmental Coordination

The quality of public schools is crucial to the overall quality of life in Clark County and cities in Clark County. Land use policies, and the development regulations that implement the land use policies, have a direct effect on school districts, public school facilities and the provision of quality education. Similarly, school district decisions regarding the location of school facilities, educational programs that are offered and the way in which our children are educated has a direct effect on the county and cities in the county. It is critical to the future of our community that the county, cities in the county and the school districts work in partnership to coordinate facilities and the provision of services. There is great value in integrating public school facility planning with the county's and cities' comprehensive land use plans.

Community Involvement and Public Participation

In August of 2006, the Clark County Quality Schools Task Force began meeting. The task force was established to address the impacts of growth on K-12 capital facilities and make recommendations regarding tools that would improve the provision of quality education county-wide. The task force is comprised of representatives from all of the county's school districts (except Green Mountain), the development community, the real estate sales community, Clark County and city governments.

The group has worked together to understand the possibilities and limits of education funding, and to understand the sometimes conflicting, sometimes complementary needs of educators, governing bodies, and developers. The task force proposed, and this chapter contains, a new County-Wide Comprehensive Plan policy that formalizes a collaborative approach and the integration of school facility needs with county and city comprehensive plans.

In addition to the focused collaboration of the Quality Schools Task Force, each school district engages in a public process when their capital facilities plans are prepared. School districts often engage the work of a facility advisory committee that is comprised of district patrons and stakeholders. The school district capital facilities plans are adopted by each district's board of directors at public meetings.

EXISTING FACILITIES

Public K-12 Facilities

Educational services to elementary, middle and high school students in Clark County are provided by nine different school districts, which are operated and funded independently of county or municipal government. 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 required by GMA is 6 years for capital facilities, including the intended funding source, updated at least every 2 years. Many districts also plan at a more conceptual level for the 20 year horizon.



State funding regulations result in new facilities 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.

A summary of current school district facilities, the number of new school facilities that are projected for the next six years, as well as the number of additional schools that are projected to serve students from housing that is forecast at build-out (or twenty years) is located in Appendix E CFP.

Higher Education Facilities

Higher education facilities within Clark County include Clark College, a 2-year institution, and the Washington State University - Vancouver campus (WSUV), a 4-year institution. Clark College and WSUV have arranged co-admissions agreements to streamline the process for students to transfer from Clark to receive a degree from WSUV. In addition, 2006 was the first year that WSUV

accepted lower division students. WSUV offers three dozen fields of study and several master's and doctorate degrees, and continues to develop the Salmon Creek area campus according to an adopted Master Plan. Clark College offers several programs that provide open access to degree programs at WSUV, Eastern Washington University, Portland State University, Marylhurst University and Concordia University. In early 2006, the Clark Center, which houses its nursing studies program, classrooms, and faculty offices, opened on the WSUV campus. Clark also has plans to construct a new classroom building for allied health programs on property just west of Gaiser Hall. Clark will further increase its facilities when it constructs an east Vancouver branch campus in the Columbia Tech Center in 2009 to capitalize on high-tech industry growth.

GOALS AND POLICIES

The Growth Management Act requires the county and cities to plan for the location and provision of public schools. Schools are one of the public facilities that are addressed in the capital facilities element of the county's and cities' comprehensive plans. This 20-year Plan contains the goals and policies for schools. The goals and policies were prepared in cooperation with the school districts that are responsible for the school facilities and provision of public education. The goals and policies are intended to implement a coordinated approach that integrates the provision of quality education into overall planning for the communities that depend on quality schools and education. The goals and policies also are intended to provide guidance to the county, cities, school district, and developers regarding the acquisition and development of school facilities. The policies and implementing regulations are intended to assure the provision of proper education facilities at the time the students enroll.

School planning cannot be in isolation. The relationship between school, land-use, economic development, housing and transportation policies must be in concert and directly tied to each other throughout the comprehensive plan.

10.1 County-Wide Planning Policies

10.1.1 The county and each city shall give full consideration to the importance of school facilities and encourage development of sustainable learning environments through the adoption and implementation of county and city comprehensive land use plan policies and development regulations.

10.1.2 The county and the cities shall jointly establish a school advisory body that is comprised of representatives from the county, cities, school districts, and special purpose districts and other interest groups. The advisory body may undertake the following, but shall in no way compromise or complicate an individual district's authority to take actions on its own in its best interest:

- Uniform data collection. Identify, monitor, and report to the community, at least annually, on the key performance indicators related to quality schools, capital facilities plans, and community development (Note: one of the points is to be able to relate schools data to other annual planning data provided by the cities and the county);
- State and federal law issues. Develop issue papers and consensus recommendations regarding provisions of state and federal law which impact the adequacy and/or timely provision of school capital facilities.

- Policy development and implementation. Actively participate in the development or amendment of city and county comprehensive plans and development regulations relating to or impacting schools including:
 - Location of Urban Growth Areas;
 - Location and mix of residential land use designations;
 - Commercial/industrial tax base within each school district;
 - Potential location of future school sites;
 - Potential co-location of school facilities with other public facilities (i.e. parks);
 - Phasing of residential development;
 - Private/public partnerships;
 - School facility permitting processes;
 - School impact fees; and
 - Last resort safety net considerations.

10.1.3 The county and each city shall include sufficient vacant land at adequate sizes in the future land use categories to meet projected demand for new schools.

10.1.4 Large residential development should confer with school districts on school impacts.

10.1.5 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 shared information regarding county processes.

10.1.6 Encourage jurisdictions to cooperate in planning and permitting school facilities through land use policies and regulations that minimize the financial burden associated with developing school facilities.

County-Only 20-Year Planning Policies

GOAL: Encourage the location of new school facilities in areas where they can best serve students and the community.

10.2 Policies

10.2.1 School facilities serving predominantly urban populations should be preferably located in urban growth areas then in rural areas adjacent to the urban growth boundary, subject to Policy 10.2.2.

10.2.2 School facilities may be located in the rural areas where necessary to serve population growth within the urban growth area, subject to the following:

- School facilities shall be located as close to the urban growth boundary as possible, preferably within ¼ mile
- Before siting a school facility outside the urban growth area, 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 the transportation facilities serving the site are adequate to support site generated traffic, including buses.
- upon locating any school facility in the urban reserve 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.

10.2.3 School facilities may be located in rural areas where necessary to serve population growth and attendance areas principally lying outside of the UGA or Rural Centers, subject to the following:

- Before siting school facilities in the rural area, the district shall demonstrate that the proposed site is more suitable than alternative sites within a UGA, urban reserve area or Rural Center. 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 facility in a rural area, the school district shall agree to connect to public water when it becomes available within 300 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 300 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.

10.2.4 To encourage efficient and effective planning and to support neighborhood and community redevelopment, school facilities shall be allowed as either a conditional use or a permitted use in all urban zoning districts. Elementary (K-5) are natural elements of residential neighborhoods. They shall be permitted and not subject to conditional use permits.

GOAL: Support co-locating facilities where co-location is feasible and provides more efficient use of public facilities.

10.3 Policies

10.3.1 The county, each city and school districts should explore the possibility of siting new facilities jointly with private, non-profit, or other local government owned facilities on sites that are in locations that best serve the growth projected by the comprehensive plan.

10.3.2 Where it is feasible (future school location is reasonably known), coordinate school facility plans with transportation facility plans so that roads, bicycle routes, and pedestrian routes are planned to serve future schools.

10.3.3 Develop pedestrian and bicycle corridors between schools and housing, within neighborhoods and rural centers.

10.3.4 Include school master planning in sub-area planning and/or neighborhood or community redevelopment plans.

GOAL: Adopt policies and implementing regulations that expedite the review and approval of school facilities to reduce costs without compromising the opportunity for public participation.

GOAL: Require new development that places added demands on school facilities to pay a portion of the cost for school facilities through impact fees or other alternative mechanisms authorized by State Law.

10.5 Policies

10.5.1 Provide for the use of School Impact Fees as a funding source for school capital facilities.

10.5.2 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 a continuum of educational opportunities responsive to the changing needs of the work place locally and regionally.

10.6 Policies

10.6.1 Encourage continuing education, skills upgrading, mentoring, and lifelong learning programs suitable for large and small employers.

10.6.2 Consider incentives to link proposed industrial development projects with job training, education, and housing programs.

10.6.3 Encourage improvement of the region's educational network, including pre-K-12 and higher education.

CHAPTER 11

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

11.0 County-wide Planning Policies

- 11.0.1 The community design element shall help conserve resources and minimize waste.
- 11.0.2 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.
- 11.0.3 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.

County 20-Year Planning Policies

GOAL: *Natural features of Clark County should be incorporated into design and development.*

11.1 Policies

- 11.1.1 Develop a system of formal and informal open spaces throughout the urban areas that includes parks, trails and green spaces.
- 11.1.2 In the urban area, waterfront development should be environmentally sensitive and allow maximum public access.
- 11.1.3 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.
- 11.1.4 The siting of buildings should take advantage of river, mountain, lake and agricultural/pastoral views.
- 11.1.5 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.
- 11.1.6 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.*

11.2 Policies

- 11.2.1 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.
- 11.2.2 Develop design criteria for infill, multi-story, mixed uses and other commercial uses that utilize regional architectural styles and are at a human scale.
- 11.2.3 Revise the zoning ordinance to allow and encourage mixed use development in high density and commercial areas.
- 11.2.4 Encourage infill and conversion of existing single uses to mixed use centers in the urban centers and transit corridors.
- 11.2.5 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.
- 11.2.6 Develop pedestrian and bicycle corridors between schools, housing, within neighborhoods and rural centers.
- 11.2.7 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.
- 11.2.8 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.*

11.3 Policies

- 11.3.1 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.
- 11.3.2 Create incentives for developments which provide pedestrian access, public commons, maintain existing vegetation and are integrated with existing development.
- 11.3.3 Encourage the design of residential infill developments that reflect or improve the existing neighborhood character.
- 11.3.4 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.*

11.4 Policies

- 11.4.1 Develop design standards that create pedestrian friendly streets and public spaces.
- 11.4.2 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.
- 11.4.3 Revise road standards to respect human scale rather than highway scale by:
 - Reducing road widths wherever feasible.
 - Reducing street lighting with appropriate cut-off to limit glare.
 - 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.
- 11.4.4 Coordinate zoning code and road standards to develop pedestrian friendly streets that encourage minimal front yard setbacks, rear yard parking, alleys and mixed uses.
- 11.4.5 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.
- 11.4.6 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.
- 11.4.7 Develop design standards for transit facilities.
- 11.4.8 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.

GOAL: *Development in urban areas and rural centers should incorporate design standards and aesthetically visually attractive developments.*

CHAPTER 12

ANNEXATION/INCORPORATION ELEMENT

INTRODUCTION

The Growth Management Act may encourage but it does not require annexation of urbanized areas to cities. The act's major focus is on preservation of resource lands, containment of urban sprawl within urban growth boundaries, and provision of urban services within those urban growth boundaries.

With most cities in Clark County, the UGA's surrounding them are not typically developed at urban densities. Unlike the smaller cities, Vancouver is surrounded by large unincorporated areas that are highly developed at urban densities.

Until early 2006, annexation proposals were reviewed by the Boundary Review Board for Clark County, which was required to make decisions consistent with its statutory objectives (RCW 36.93.180). Under the provisions of the GMA, the Board of Clark County Commissioners disbanded the Boundary Review Board (BRB).

The following County-wide Planning Policies (CWPP), adopted by the Board of Clark County Commissioners, provides a framework for addressing regional issues for both the county and the cities. Additional policies set the framework for discussion of the details that will be included in the 20-Year Growth Management Plans for these jurisdictions.

12.0 County-wide Planning Policies

12.0.1 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.

12.0.2 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 that provides the 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.

12.0.3 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.

12.0.4 No city or town located in a county in which Urban Growth Areas have been designated may annex territory beyond an urban growth area.

- 12.0.5 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 proposal.

GOALS AND POLICIES

GOAL: *The county supports annexations that are in compliance with the annexation statutes of RCW 35.13 and hopes to establish the orderly transition of unincorporated area within the urban growth boundary from county jurisdiction to the appropriate municipality, either through annexation or incorporation, if and when either should occur.*

12.1 Procedures

12.1.1 Develop, in cooperation with the cities, a standard system or process to assess each proposed annexation. At a minimum, the following issues should be addressed:

- preservation of natural neighborhoods and communities;
- use of physical boundaries, including but not limited to bodies of water, highways, and land contours;
- creation and preservation of logical service areas;
- prevention of abnormally irregular boundaries; and
- transition of services such as public safety, parks and recreation, transportation and utility services.

12.1.2 Each city or town shall provide the county with its plan and timeline for annexations and, if applicable, any triggering mechanisms or thresholds which would initiate annexation.

12.1.3 Public information shall be provided jointly or individually by both the county and the annexing jurisdiction so that residents have adequate information.

12.2 Policies. Policies regarding the interface between urban development and annexation vary based upon two factors: (1) whether sewer and water services are provided by a city and (2) whether the urban growth area at issue is characterized or adjacent to an area characterized by unincorporated urban growth.

12.2.1 Properties not within or adjacent to areas characterized by significant unincorporated urban development that are or will be served by city provided urban services including but not limited to sewer and/or water should annex to the city providing such service(s) prior to urban development. These properties include areas around the smaller cities and towns and the Fisher Swale area between Camas and Vancouver and the Fifth Plain Creek area of the east Vancouver UGA. In the event that annexation petitions are not processed and approved within the statutory timeframes by the petitioned city, properties within these areas may undergo urban development while unincorporated.

- 12.2.2 Properties within or adjacent to areas characterized by significant unincorporated urban development that are served by urban services including but not limited to sewer and water may undergo urban development while unincorporated. It is contemplated that annexation to the city, if the city is providing such service(s), will occur over time and will be supported by utility extension annexation covenants. These properties include the areas such as Orchards and Barberton.
- 12.2.3 Properties within or adjacent to areas characterized by significant unincorporated urban growth that are not and are not likely to be provided by a city, may undergo urban development while unincorporated as long as adequate urban services including but not limited to, sewer and water are provided by special purpose districts. Whether or not these areas are ultimately annexed or incorporated is a decision for the property owners and the electorate of such an area. These properties include those located in the Three Creeks Special Planning Area.
- 12.2.4 The county will actively support balanced annexation of areas (a mix of residential and non-residential uses) to a city which directly or indirectly provides urban services; including but not limited to, water and sewer but excluding parks.

CHAPTER 13

SHORELINE MASTER PROGRAM GOALS AND POLICIES

INTRODUCTION

This chapter contains Clark County's Shoreline Master Program Goals and Policies. These goals and policies are implemented by Chapter 40.460 of the Clark County Code. These goals and policies, along with Chapter 40.460 and the Official Shoreline Map are adopted as the Clark County Shoreline Master Program (Program).

The Shoreline Management Act (SMA) (RCW 90.58) was adopted in 1971. The SMA requires local governments to plan for the use of shorelines within their jurisdictions. The SMA and WAC 173-26 establish a broad policy giving preference to shoreline uses that:

1. Depend on proximity to the shoreline ("water-dependent uses");
2. Protect biological and ecological resources, water quality and the natural environment; and
3. Preserve and enhance public access or increase recreational opportunities for the public along shorelines.

Clark County's first shoreline master program was adopted in 1974. The Program had not been updated since then. Using a grant from the Department of Ecology, the county partnered with its seven cities (the Clark County Shoreline Coalition) to develop a uniform set of goals, policies, and shoreline designations for shorelines across the county.

GENERAL SHORELINE GOALS

The general goals of this Program are to:

1. Use the full potential of shorelines in accordance with the opportunities presented by their relationship to the surrounding area, their natural resource values, and their unique aesthetic qualities offered by water, topography, and views; and
2. Develop a physical environment that is both ordered and diversified and which integrates water and shoreline uses while achieving a net gain of ecological function.

SHORELINES OF STATEWIDE SIGNIFICANCE

Within the County, the Columbia and Lewis Rivers, portions of the East Fork Lewis and Washougal Rivers, Lakes Merwin, Vancouver and Yale are designated shorelines of statewide significance (SSWS). Shorelines of statewide significance are of value to the entire state. In accordance with RCW 90.58.020, SSWS will be managed as follows:

1. Preference shall be given to the uses that are consistent with the statewide interest in such shorelines. These are uses that:
 - Recognize and protect the statewide interest over local interest;
 - Preserve the natural character of the shoreline;
 - Result in long-term over short-term benefit;
 - Protect the resources and ecological function of the shoreline;
 - Increase public access to publicly-owned areas of the shorelines;
 - Increase recreational opportunities for the public in the shoreline; and
 - Provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary.
2. Uses that are not consistent with these policies should not be permitted on SSWS.
3. Those limited shorelines containing unique, scarce and/or sensitive resources should be protected.
4. Development should be focused in already developed shoreline areas to reduce adverse environmental impacts and to preserve undeveloped shoreline areas. In general, SSWS should be preserved for future generations by restricting or prohibiting development that would irretrievably damage shoreline resources, and evaluating the short-term economic gain or convenience of developments relative to the long-term and potentially costly impairments to the natural shoreline.

ARCHAEOLOGICAL, HISTORIC, AND CULTURAL RESOURCES

Goal

The goal for archaeological, historic, and cultural resources is to preserve and prevent the destruction of or damage to any site having historic, cultural, scientific, or educational value. Such sites include those identified by affected Native American tribes, the Department of Archaeology and Historic Preservation, Clark County Historic Preservation Commission, and other appropriate authorities.

Policies

1. Identify, protect, preserve, and restore important archaeological, historic, and cultural sites located in shorelands of the state for educational, scientific, and enjoyment of the general public.
2. Where appropriate, make access to such sites available to parties of interest, provided that access to such sites be designed and managed in a manner that protects the resource.

3. Historical and cultural sites should be acquired so as to ensure their protection and preservation.
4. Encourage projects and programs that foster a greater appreciation of shoreline management, local history, maritime activities, environmental conservation, and maritime history.
5. Continue to contribute to the state and local inventory of archaeological sites enhancing knowledge of local history and understanding of human activities.

CONSERVATION

Goal

The goal of conservation is to protect shoreline resources, vegetation, important shoreline features, shoreline ecological functions and the processes that sustain them to the maximum extent practicable.

Policies

1. Shorelines that support high value habitat or high quality associated wetlands should be considered for the highest level of protection to remain in an unaltered condition.
2. Impacts to critical areas should first be avoided, and where unavoidable, minimized and mitigated to result in no net loss of watershed processes and shorelines functions.
3. Management practices for natural resources (including agriculture, timber and mining) in shoreline areas should be developed and implemented to ensure the preservation of non-renewable resources, including unique, scenic and ecologically sensitive features, wetlands, and wildlife habitat.
4. Priority should be given to proposals to create, restore, or enhance habitat for priority species in terms of administrative and regulatory assistance.
5. Regulatory, non-regulatory, and incentive programs should all be used for the protection and conservation of wildlife habitat areas. Emphasize policies and standards to protect and conserve critical areas as larger blocks, corridors or interconnected areas rather than in isolated parcels.
6. Encourage the retention of existing vegetation along shorelines and where removal is unavoidable for physical or visual access to the shoreline, limit alteration such that habitat connectivity is maintained, degraded areas are restored, and the health of remaining vegetation is not compromised.

ECONOMIC DEVELOPMENT

Goal

The goal for economic development is to create and maintain an economic environment that is balanced with the natural and human environment.

Policies

1. Current economic activity that is consistent with the policies of this Program should continue to be supported.
2. Healthy economic growth is allowed and encouraged through those economic activities that will be an asset to the local economy and which will result in the least possible adverse effect on the quality of the shoreline and downstream environments.
3. New water-oriented industrial, commercial, and resource-based activities that will not harm the quality of the site's environment, adjacent shorelands, or water quality are encouraged along the shoreline.
4. As an economic asset, the recreation industry should be encouraged along shorelines in a manner that will enhance the public enjoyment of shorelines, consistent with protection of critical areas and cultural resources.
5. Existing non-water-oriented commercial, industrial, and resource-based activities located in the shoreline jurisdiction are encouraged to protect watershed processes and shoreline ecological functions.

FLOOD PREVENTION AND FLOOD DAMAGE MINIMIZATION

Goal

The goal for flood hazards is to promote public health, safety, and general welfare by minimizing public and private losses due to flood conditions in specific areas and by maintaining and restoring natural flow patterns.

Policies

1. All shoreline development should be located, designed, and constructed to prevent flood damage and to the extent possible be located outside of shoreline jurisdiction.
2. Flood management works should be located, designed, constructed and maintained to protect:
 - a. the physical integrity and other properties of the shoreline and other properties that may be damaged by alterations of the geo-hydraulic system;
 - b. water quality and natural groundwater movement;
 - c. fish, vegetation, and other life forms and their habitat vital to the aquatic food chain; and

- d. recreation resources and aesthetic values such as point and channel bars, islands, and other shoreline features and scenery.
3. Non-structural flood hazard reduction measures are preferred to structural measures. Flood hazard reduction measures should be accomplished in a manner that ensures no net loss of shoreline ecological functions and ecosystem-wide processes.
4. Flood protection measures that result in channelization and/or reduction in shoreline ecological function should be avoided.
5. Proposals for shoreline protection should clearly demonstrate that life, property, and natural resource values within the stream system will not be endangered.
6. When evaluating alternate flood control measures, consider the removal or relocation of structures in flood-prone areas.
7. New development or new uses in shoreline jurisdiction, including the subdivision of land, should not be established when it would be reasonably foreseeable that the development or use would require structural flood hazard reduction measures within the channel migration zone or floodway.

PUBLIC ACCESS AND RECREATION

Goal

The goal of public access and recreation is to increase the ability of the general public to enjoy the water's edge, travel on the waters of the state, and to view the water and the shoreline from adjacent locations.

Policies

1. Provide, protect, and enhance a public access system that is both physical and visual; utilizes both private and public lands; increases the amount and diversity of public access to the State's shorelines and adjacent areas; and is consistent with the shoreline character and functions, private rights, and public safety.
2. Increase and diversify recreational opportunities by promoting the continued public acquisition of appropriate shoreline areas for public use, and develop recreation facilities so that they are distributed throughout the community to foster convenient access.
3. Locate public access and recreational facilities in a manner that encourages variety, accessibility, and connectivity in a manner that will preserve the natural characteristics and functions of the shoreline.
4. Encourage public access provisions consistent with adopted city and county trails plans.

5. Encourage public access as part of each development project by a public entity, and for all private development (except residential development of less than four parcels), unless such access is shown to be incompatible due to reasons of safety, security, or impact to the shoreline environment.
6. Discourage shoreline uses that curtail or reduce public access unless such restriction is in the interest of the environment, public health, and safety, or is necessary to a proposed beneficial use.
7. Consider private rights, public safety, and protection of shoreline ecological functions and processes when providing public access and recreational opportunities.

RESTORATION

Goal

The goal of restoration is to re-establish, rehabilitate and/or otherwise improve impaired shoreline ecological functions and/or processes through voluntary and incentive-based public and private programs and actions that are consistent with the SMP Restoration Plan and other approved restoration plans.

Policies

1. Shorelines that are biologically degraded should be reclaimed and restored to the greatest extent feasible.
2. Restoration strategies should be developed and implemented such that ecosystem processes are sustainable in the long term.
3. Restoration of shoreline ecological functions should be encouraged during redevelopment.
4. Restoration efforts should include retrofitting existing stormwater control facilities to improve water quality.
5. Restoration efforts should consider a focus on floodplain and channel migration zone reconnection where rivers are confined by levees.
6. Restoration projects should have adaptive management techniques including adjusting the project design, correcting problems (barriers to success), and implementing contingency measures.
7. Eradication of invasive species, including noxious weeds and non-native species, should be undertaken as needed.
8. Planting of vegetation that enhances shoreline ecological function should be encouraged.
9. Education programs should be developed for:

- a. Property owners about proper vegetation/landscape maintenance and the impacts of shore armoring and over-water structures; and
 - b. Boaters about proper waste disposal methods, anchoring techniques, best boating practices, and the State's invasive species inspection program pursuant to RCW 77.15.290.
10. Cooperative restoration actions involving local, state, and federal agencies, Native American tribes, non-government organizations, and landowners should be encouraged.

SHORELINE MODIFICATION AND STABILIZATION

Goal

The goal for shoreline modification and stabilization is to avoid or minimize the need for shoreline armoring along shorelines of the state, and when it is necessary, achieve it in a way that best protects ecosystem processes, shoreline ecological functions, and downstream properties.

Policies

1. New developments should be located in such a manner as to not require shoreline stabilization measures.
2. When necessary, natural, non-structural shoreline stabilization measures are preferred over structural stabilization measures. Alternatives for shoreline stabilization should be based on the following hierarchy of preference:
 - a. No action;
 - b. Flexible stabilization works constructed of natural materials, including soft shore protection, bioengineering, beach nourishment, protective berms, or vegetative stabilization;
 - c. Rigid works constructed of structural materials such as riprap or concrete.
3. Allow new or expanded structural shore stabilization, including bulkheads, only where it is demonstrated to be necessary to protect an existing primary structure that is in danger of loss or substantial damage, and where such structures and structural stabilization would not cause a net loss of shoreline ecological functions and processes.
4. Shoreline stabilization should be located and designed to accommodate the physical character and hydraulic energy potential of a specific shoreline reach, which may differ substantially from adjacent reaches.
5. Provisions for multiple use, restoration, and/or public shore access should be incorporated into the location, design and maintenance of shore stabilization for public or quasi-public developments whenever safely compatible with the primary purpose. Shoreline stabilization on publicly owned shorelines should not be allowed to decrease long-term public use of the shoreline.

6. Shoreline stabilization projects should be developed in a coordinated manner among affected property owners and public agencies within a reach where feasible, particularly those that cross-jurisdictional boundaries, to address ecological and geo-hydraulic processes and sediment conveyance.
7. Failing, harmful, unnecessary, or ineffective shoreline stabilization structures should be removed or replaced to restore shoreline ecological functions and processes.
8. Larger works such as jetties, breakwaters, weirs, or groin systems should be permitted only for water-dependent uses and where mitigated to provide no net loss of shoreline ecological functions and processes.
9. Lower impact structures, including floating, portable or submerged breakwater structures, or several smaller discontinuous structures, are preferred over higher impact structures.
10. Encourage and facilitate levee setback (including but not limited to, pulling back an existing levee to allow for a larger floodplain area contiguous to a water body), levee removal, and other shoreline enhancement projects.
11. Materials used for construction of shoreline stabilization should be selected for durability, ease of maintenance, and compatibility with local shoreline features.
12. Development and shoreline modifications that would result in interference with the process of channel migration that may cause significant adverse impacts to property or public improvements and/or result in a net loss of shoreline ecological functions within the rivers and streams should be limited.

SHORELINE USE AND DEVELOPMENT

Goal

The goal for shoreline use and development is to balance the preservation and development of shorelines in a manner that allows for mutually compatible uses. Resulting land use patterns will be compatible with shoreline designations and sensitive to and compatible with ecological systems and other shoreline resources. To help with this balance, shoreline and water areas with unique attributes for specific long-term uses such as commercial, residential, industrial, water, wildlife, fisheries, recreational and open space shall be identified and reserved.

Policies

1. Uses in shorelines and water areas shall be allowed in the following priority order:
 - a. water-dependent uses;
 - b. water-related uses; and
 - c. water-enjoyment uses.

2. Uses, activities, and facilities should be located on shorelines in such a manner as to:
 - a. Retain or improve the quality of shoreline ecological function;
 - b. Respect the property rights of others;
 - c. Ensure that proposed shoreline uses do not create risk or harm to neighboring or downstream properties; and
 - d. Preserve and/or restore, to the maximum reasonable extent, the shoreline's natural features and functions in conjunction with any redevelopment or revitalization project.
3. The following are encouraged in shoreline areas:
 - a. Uses that enhance their specific areas or employ innovative features for purposes consistent with this program;
 - b. The redevelopment of any area not suitable for preservation of natural features, based on its shoreline designation, with an emphasis on public access;
 - c. Master planning for large sites or projects;
 - d. Shared uses and joint use facilities in shoreline developments; and
 - e. Uses that allow for or incorporate restoration of shoreline areas that are degraded as a result of past activities or events.
4. Uses proposed on lands adjacent to but outside of immediate shoreline jurisdiction should be consistent with the intent of this Program and should not adversely impact shoreline ecological functions.

TRANSPORTATION, UTILITIES, AND INSTITUTIONAL FACILITIES

Goal

The goal for transportation, utilities, and institutional facilities is to provide for these facilities in shoreline areas without adverse effects on existing shoreline use and development or shoreline ecological functions and/or processes.

Policies

1. Locate institutional facilities, utilities and circulation systems that are not shoreline-dependent outside of the shoreline jurisdiction to the maximum extent possible to reduce interference with either natural shoreline ecological functions or other appropriate shoreline uses.
2. Provide safe, reasonable, and adequate circulation systems to shorelines where routes will have the least possible adverse effect on shoreline ecological function and existing ecological systems, while contributing to the visual enhancement of the shoreline.
3. Protect, manage, and enhance those characteristics of shoreline transportation corridors that are unique or have historic significance or aesthetic quality for the benefit and enjoyment of the public.

4. Devote roads within the shoreline jurisdiction to low volume local access routes and shoreline public access.
5. Encourage alternate modes of travel and provide multiple-use transportation corridors where compatible if shoreline transportation development is necessary.
6. Locate utility and transportation corridors to avoid creating barriers between adjacent uplands and the shoreline and to harmonize with the topography and other natural characteristics of the shoreline.
7. When new utility and transportation facilities are developed in the shoreline jurisdiction, protect, enhance, and encourage development of physical and visual shoreline public access.
8. Where feasible, relocate existing utility and transportation facilities, such as transmission lines, rail lines, or freeways that limit public shoreline access or other shoreline uses and convert such rights-of-way to new public access routes.
9. Utilities and transportation facilities should be installed and facilities designed and located in a coordinated manner that protects the shorelands and water from contamination and degradation.

VIEWS AND AESTHETICS

Goal

The goal for views and aesthetics is to assure that the public's opportunity to enjoy the physical and aesthetic qualities of shorelines of the state, including views of the water, is protected to the greatest extent feasible.

Policies

1. Identify and encourage the protection of scenic vistas and areas where the shoreline has high aesthetic value.
2. Encourage development within the shoreline area that, provides visual and physical linkage to the shoreline, and enhances the waterfront.
3. Encourage development design that minimizes adverse impacts on views enjoyed by a substantial number of residences.
4. Maintaining vegetated riparian areas to protect shoreline stability and shoreline ecological functions takes precedence over vegetation clearing to preserve or create views.

WATER QUALITY AND QUANTITY

Goal

The goal for water quality and quantity is to protect and enhance the quality and quantity of the region's water resources to ensure there is safe, clean water for the public's needs and enjoyment.

Policies

1. Encourage the location, construction, operation, and maintenance of shoreline uses, developments, and activities to be focused on maintaining or improving the quality and quantity of surface and ground water over the long term.
2. Minimize, through effective education, site planning, and best management practices, the inadvertent release of chemicals, activities that cause erosion, stormwater runoff, and faulty on-site sewage systems that could contaminate or cause adverse effects on water quality.
3. Encourage the maintenance and restoration of appropriate vegetative buffers along surface waters to improve water temperature and reduces the adverse effects of erosion and runoff.

CHAPTER 14

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 which 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 chapter 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, and technical errors or omissions. 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. This chapter also contains policies for removal of the Urban Holding overlay zone through Type IV county initiated rezone proceedings.

Urban Growth Boundary Changes

A comprehensive plan map changes including urban growth area (UGA) boundary changes considered by the county may schedule major area-wide or general review relating to boundary movement, rural land uses on a rotational basis, 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 consistent with RCW 36.70A.130, its designated urban growth areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. The county shall use the following criteria to determine where and how much land should be added to the urban area:

- 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 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.
- 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.

Frequency of UGA Review and Expansions

RCW 36.70A.130 requires review of urban growth areas at least every ten years to accommodate the urban growth projected to occur for the succeeding twenty-year period and review of the comprehensive plans every seven years to ensure continued GMA compliance.

This plan does not contemplate a rolling 20-year supply of urban land.

UGA boundary reviews and expansions based on a new planning horizon shall occur no more frequently than every five years.

With the following exceptions, UGA boundary reviews and expansions not based on a new planning horizon shall occur no more frequently than every three years:

- a) Expansions of 100 acres or less, limited to employment;
- b) Expansions necessary to implement and agricultural TDR program;

Expansions necessary to complete road frontage or utility improvements on arterial roadways which straddle existing UGA boundary lines;

- c) Expansions of the Yacolt UGA based upon an adopted town capital facilities plan for providing public sewer;
- d) Expansion of the La Center UGA to replace any land approved as Cowlitz tribal trust or reservation.
- e) A UGA boundary following a public road shall be construed to encompass the entire right-of-way.

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 may be 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

- 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 the Planning Commission and Clark County 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 Clark County 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 state the reason;
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; and
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 Clark County 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 Clark County 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

When development polices require a legislative action prior to urban development occurring, the county applies the Urban Holding Plan Map and Zoning Overlay with a specific underlying urban zone. In these cases, identified criteria are established that must be met in order to remove the urban holding zoning and authorize the underlying urban zone. Under certain circumstances a Master Plan or Sub-Area Plan which includes how and when an area develops and with what uses, may be required. In most cases, city plan policies may require annexation prior to development.

Battle Ground, Camas, La Center, Ridgefield, Washougal, Yacolt, and Woodland Urban Growth Areas

Urban Holding areas are designated Urban Residential and Mixed Use (City Mixed Use Residential) on the Comprehensive Plan Map and are zoned Urban Holding-10, Urban Holding-20. Those designated Industrial, Commercial, Office Campus, Mixed Use (City Mixed Use Employment) or Business Park are zoned Urban Holding-20, Urban Holding-40.

These areas may only undergo urban development following annexation, or consistent with an Intergovernmental Agreement which responds to a significant opportunity for a major employer if immediate annexation is not geographically feasible.

Vancouver Urban Growth Area

The Vancouver Urban Growth Area is divided into the following larger sub-areas: East Vancouver, Orchards, and the Three Creeks Special Planning Area.. Each of these areas has unique circumstances as described below that shall be met in order to remove the Urban Holding Overlay and authorize an urban zone which is consistent with the Comprehensive Plan. The county will remove the UH overlay to appropriate areas sufficient in size that the county can collect transportation related data, analyze the cumulative transportation impacts, and address mitigation to these impacts. The areas designated Urban Residential on the Comprehensive Plan Map are zoned Urban Holding-10, Urban Holding -20 in the expanded area and those designated Industrial, Commercial, Office Campus or Business Park are zoned Urban Holding -20, Urban Holding -40 in expanded urban area.

- 1) **East Vancouver Area:** The East Vancouver area includes two areas bordered by the municipal boundary in the far eastern portion and far northeastern portion of the city.
 - a) **Fisher Swale Area:** The area between the Cities of Camas and Vancouver including but not limited to the Fisher Creek Area east of NE 162nd Avenue, between SR-500/Fourth Plain Road and Lacamas Creek Basin. Property in this area may only undergo urban development following annexation or if the petitioned city fails to process and approve within 180 days a 75% annexation petition for the property or if the petitioned city indicates in writing its intention not to support annexation of the property.
 - i) Determination that the completion of localized critical links and intersection improvements are reasonably funded as shown on the county 6 Year Transportation Improvement Plan or through a development agreement.
 - b) **Fifth Plain Creek:** This area is bordered by NE 192nd on the east, NE 99th to the north, NE 162nd on the west, and SR-500 to the south. Property in this area may only undergo urban development following annexation or if the petitioned city fails to process and approve within 180 days a 75% annexation petition for the property or if the petitioned city indicates in writing its intention not to support annexation of the property.
 - i) Adoption of a master plan that includes a neighborhood park;
 - ii) Determination that the completion of localized critical links and intersection improvements are reasonably funded as shown on the county 6 Year Transportation Improvement Plan or through a development agreement.
- 2) **Orchards:** The Orchards area is bordered by the City of Vancouver municipal boundary by SR-500 on the south, NE 192nd Avenue to the east, NE 149th Street to the north; and NE St. James/NE 72nd Avenue to the west. The Orchards area is divided into unique urban holding subareas as shown on the Comprehensive Plan Map. The urban holding overlay designation may be removed pursuant to Clark County Code 40.560.010 (J) upon satisfaction of the following subarea specific criteria and with the execution of a generic covenant indicating that the owner or any subsequent owner of property shall support annexation to a city that provides urban services, is executed prior to preliminary development approval.

- a) NE 119th Street: This area is bordered by NE 119th Street to the north, NE 157th on the east, NE 99th Street on the south, and NE 72nd Avenue on the west. This area includes the northwest corner of the intersection of NE 119th and SR-503 and the area north of NE 119th Street, east and west side of NE 72nd Avenue, south of NE 134th Street.
 - i) Determination that the completion of localized critical links and intersection improvements are reasonably funded as shown on the county 6 Year Transportation Improvement Plan or through a development agreement.
- b) Clark County Rail and Corporate Center: This area is bordered by NE 119th Street to the south, NE 132nd Avenue to the east, NE 149th Street to the north, and NE 92nd Avenue to the west. Excludes the area designated as commercial abutting SR-503.
 - i) Adoption of a subarea plan that includes designation of a rail industrial corridor;
 - ii) Determination that the completion of localized critical links and intersection improvements are reasonably funded as shown on the county 6 Year Transportation Improvement Plan or through a development agreement.

3) Three Creeks Special Planning Area

This unincorporated area is bordered by Minnehaha Street to the south, NE 72nd Avenue on the east, Green Lake to the west, and NE 209th Street to the north. The Three Creeks area is subdivided into unique urban holding subareas as shown on the Comprehensive Plan Map. Each of these areas has unique circumstances as described below that shall be met in order to remove Urban Holding Overlay and authorize an urban zone which is consistent with the Comprehensive Plan. The 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. The urban holding overlay designation may be removed pursuant to Clark County Code 40.560.010 (J) upon satisfaction of the following subarea specific criteria and with the execution of the generic covenant indicating that the owner or any subsequent owner of property shall support annexation to a city, including but not limited to Battle Ground, Ridgefield, Vancouver or a newly incorporated city, that provides urban services, is executed prior to preliminary development approval:

- a) Mill Creek: The area is bordered by NE 179th Street to the north, NE 50 Avenue to the east, NE 163rd Street to the south, and NE 34th Avenue to the west.
 - i) Following adoption of a sub-area plan, to be completed no later than one (1) year from the date of the adoption of this plan;

- ii) Determination that the completion of localized critical links and intersection improvements are reasonably funded as shown on the county 6 Year Transportation Improvement Plan or through a development agreement.

Other: Includes West Fairgrounds, East Fairgrounds and Pleasant Valley.

- i) Determination that the completion of localized critical links and intersection improvements are reasonably funded as shown on the county 6 Year Transportation Improvement Plan or through a development agreement.

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 14.1 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										
R-1-10										
R-1-7.5										
R-1-6										
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										
R1-7.5										
R1-8.5										
R-16										

Shaded areas indicate allowed zones in each designation

Governmental Coordination

Clark County, with each city and town, will provide for annual review processes. These update periods shall be established to occur within each jurisdiction not to exceed once a year.

- 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 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 Public Health, Clark Regional Wastewater 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.

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 and transportation infrastructure 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 discussions undertaken by the Board of County Commissioners:

1. Adoption of a new 20-year transportation capital facilities plan to support the land use plan.
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 final section of this report describes the strategies and future policy actions which, in some combination, could be adopted to address the projected shortfall in revenues to fully fund the proposed transportation capital facilities plan.

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 inputs used for the transportation analysis.

Table A.1 Land Use Inputs Used in Transportation Analysis

Households	Retail Employment	Other Employment
229,998	49,460	209,224

(Clark County Community Planning, 2007)

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). Where substandard major corridors under County jurisdiction showed a LOS E/F, additional mitigation projects were listed in the Clark County Capital Facilities Plan.

REVENUE PERSPECTIVE

The *Revenue Perspective* estimates the revenue expected by the county for transportation capital investment over the next 20-years. The projected revenue sources include property taxes dedicated to transportation (“road fund”), gasoline tax distributions to the county, traffic impact fees, Public Works Trust Fund loans, expected grants and miscellaneous revenue streams that accrue for transportation purposes. The analysis accounts for road fund operating expenses that reduce the revenue available for capital facilities projects. The estimated available revenue for county capital transportation improvements over the 20-years of the land use plan is \$788.6 million.

20-YEAR TRANSPORTATION CAPITAL FACILITIES PLAN

Table A.2 presents the proposed 20-year list of transportation capital facilities projects. This list, as amended, should be adopted with the comprehensive plan and updated on a regular basis (not to exceed five years). It forms the basis of a future update to the Clark County traffic impact fee program expected to be completed by the end of 2007.

In developing the 20-year transportation capital project list, the adopted 2007-2012 Transportation Improvement Program (TIP) was used as the starting point, with cost estimates taken directly from the TIP document. The second group of projects includes regional transportation projects that are programmed in the existing Metropolitan Transportation Plan and were assumed in the 2024 future network for the transportation analysis. The third group included high ranking projects that were identified in the Transportation Improvement Program priority matrix that are beyond the first 6 years. Finally, a list of corridor improvement projects and intersection needs were identified to mitigate major regional corridors which exhibited a low level of service (E/F) in the transportation analysis.

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.

The estimated cost of county transportation improvements over the 20-year land use plan is \$952.3 million. This estimate reflects the direction of the Board of County Commissioners to eliminate six projects from the draft CFP and reduce the scope of work on two other projects to sidewalk improvements, resulting in a reduction of almost \$96 million from the draft CFP cost estimate of \$1.048 billion.

Table A.2 Clark County 20-Year Transportation CFP List

Location	From	To	Cost to Complete
TIP Projects 2007-2012			
NE 63rd St	Andresen Rd	I-205	\$ 5,095,000
NE 72nd Ave	N of NE 88th St	NE 110th St	\$ 7,227,000
NE 88th St	St. Johns	Andresen	\$ 5,897,000
NE St Johns Road	NE 50th Ave	NE 72nd Ave	\$ 13,771,000
NE Ward Road	NE 172nd Ave	Davis Rd	\$ 11,344,000
Salmon Ck Interchange			\$ 39,292,000
NE 10th Ave	NE 141st St	NE 149th St	\$ 3,871,000
NE 10th Ave	NE 149th St	NE 164th St	\$ 7,213,000
NE 99th St	NE 94th Ave	NE 117th Ave	\$ 9,476,000
Hwy 99	NE 99th St	NE 119th St	\$ 21,622,000
NE 94th Ave	Padden Parkway	NE 119th St	\$ 19,325,000
NE 88th St	Hwy 99	St. Johns Rd	\$ 12,807,000
NE 99th St	NE 72nd Ave	NE 94th Ave	\$ 11,210,000
NE 99th St	NE 117th Ave	NE 137th Ave	\$ 5,380,000
NE 119th St	Salmon Crk Ave	NE 72nd Ave	\$ 12,176,000
NE/NW 199th St	NW 11th Ave	NE 10th Ave	\$ 4,400,000
NE 99th St	St Johns Rd	NE 72nd Ave	\$ 15,885,000
St Johns Rd	NE 68th St	NE 50th Ave	\$ 16,328,000
NE 119th St	NE 72nd Ave	NE 117th Ave	\$ 26,220,000
NE 179th St	E of Union Ave	NE 29th Ave	\$ 12,549,000

Other MTP Projects

Andresen/Padden	Interchange		\$ 52,000,000
Padden/SR-503	Interchange	County share	\$ 13,000,000
Hwy 99	South RR Bridge	NE 63rd St	\$ 5,460,000
NW 179th St	I-5	NW 11th Ave	\$ 18,850,000
NE 179th St	NE 29th Avenue	NE 72nd Ave	\$ 37,700,000
NE 179th St	NE 72nd Ave	Cramer Road	\$ 20,358,000
NE 179th St	NE Cramer Rd	NE 112th Ave	\$ 5,881,200
Hwy 99	NE 119th St	NE 129th St	\$ 11,310,000
NE 50th Ave	Lalonde Dr	NE 119th St	\$ 11,762,400
NE 119th St	SR-503	NE 172nd Ave	\$ 19,113,900
NE 15th Ave	NE 179th St	SR-502	\$ 6,559,800
NE 88th St	Hazel Dell Ave	Hwy 99	\$ 11,077,800
NW 11th Ave	NW 139th St	NW 146th St	\$ 11,463,300
NE 199th St	NE 10th Ave	NE 72nd Ave	\$ 31,668,000
NE 99th St	NE 137th Ave	NE 172nd Ave	\$ 19,905,600

Other Priority Projects

Salmon Ck Interchange Ph. II			\$ 35,000,000
NE 20th/15th Ave	NE 154th St	NE 15th Ave	\$ 8,655,000
NE Hazel Dell Ave	NE 99th St	NE 114th St	\$ 3,000,000
NW 119th St	NW 7th Ave	NW 16th Ave	\$ 8,655,000
NE 10th Ave	NE 164th St	Fairgrounds Entrance	\$ 4,524,000
NE 29 th Ave	NE 134th St	NE 179th St	\$ 4,000,000

Proposed Mitigation Projects

NE 72nd Ave	NE 133rd St	NE 219th St	\$ 55,159,000
NE 137th / 142nd Ave	NE 119th St	NE 173rd Circle	\$ 33,930,000
NE 152nd Ave	Ward Rd	NE 99th St	\$ 11,310,000
Ward Rd	NE 162nd Ave	NE 182nd Ave	\$ 18,850,000
NE 50th Ave	NE 119th St	NE 179th St	\$ 33,930,000
NE 182nd Ave	NE 159th St	NE 174th St	\$ 3,016,000
Intersection Improvements	Various locations		\$ 25,500,000
Road Improvements	Various locations		\$ 25,000,000
Hwy 99 Amenity Incentives			\$ 1,500,000

On-going Programs

\$ 127,500,000

Total 20 Yr Cost

\$ 952,254,000

LEVEL-OF-SERVICE STANDARDS

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. The goals of the Transportation Concurrency Program and the Growth Management Act require a balance between land development and the transportation facilities serving that development. The variables in this balance include the growth rate, transportation investments, and level-of-service (LOS) standards. The growth rate was chosen from a range provided by the State Office of Financial Management. Transportation improvement investments were planned over the 20-year horizon based on transportation model analysis and a projection of current revenue streams. The LOS standards are subject to local discretion, but to some extent are dependent on the growth rate, revenue, capital improvements and the local level of tolerance for peak hour traffic congestion. Maintaining current LOS standards would require either increasing transportation investments through more revenue or possibility a reduction in the chosen growth rate and the supply of buildable lands.

Even with the capacity provided by the improvements in the transportation CFP and the Metropolitan Transportation Plan, the transportation cost/revenue analysis shows that it may not be possible to maintain the current adopted corridor level-of-service standards. The county population will increase by about 200,000 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 increase at a higher rate than the number of residents. These two major factors plus the projected increase in vehicle miles traveled will likely result in levels of congestion that could require a lowering of standards in the future. One purpose of the concurrency program is to prevent land development from greatly outpacing transportation facilities and services. If specific areas of the County rapidly develop before the public and private investments are made in surrounding corridors, moratoria declared by ordinance may be one result. The county also uses Urban Holding to insure that critical improvements are reasonably funded before new areas are opened for urban development.

Table A.3 identifies the proposed level-of-service standards. Three new transportation concurrency corridors are proposed with the adoption of this comprehensive plan. One existing corridor segment would be deleted due to annexation and the limits of one corridor would be extended. Changes to the existing standards are identified by highlighted and crossed out text. No reductions in travel speed standards are proposed at this time. The Board of County Commissioners has suggested that a more comprehensive review of travel speed standards be conducted in the near future.

Table A.3 Proposed Concurrency Corridor Standards

Corridors	Corridor Limits Description	Corridor Distance (mi.)	Minimum Travel Speeds (mph)	Equivalent Travel Time (min)
Lakeshore Avenue	Bliss Rd to NE 78th St	3.54	22	9.65
Hazel Dell Avenue	Highway 99 to NE 63rd St	3.57	17	12.60
Highway 99 and NE 20th Avenue				
North	NE 179th St to S of NE 134th St	2.72	17	9.60
Central	N of NE 134th St to NE 99th St	2.10	13	9.69
South	NE 99th St to NE 63rd St	1.79	13	8.26
St. Johns Road	NE 119th St to NE 68th St	2.53	22	6.90
NE 72nd Avenue	SR-502 to NE 119th St	5.00	27	11.11
Andresen Road	NE 119th St to NE 58th St	3.07	13	14.17
Gher/Covington Rd/NE 94th Avenue	NE 119th St to SR-500	3.46	17	12.23
SR-503				
North	NE 199th St. to NE 119th St	4.07	27	9.04
South	NE 119th St to Fourth Plain	2.80	13	12.92
NE 137th Avenue	NE 119th St to Fourth Plain	2.46	17	8.68
Ward Road	Davis Rd to SR-500	1.18	13	5.45
NE 162nd Avenue	Ward Rd to NE 39th St	2.39	13	11.03
NE 182nd Avenue	Risto Rd to Davis Rd	4.43	27	9.84
SR-502	NW 30th Ave (Battle Ground) to NE 179th St	6.52	27	14.49
179th Street				
West	NW 41st Ave to I-5	2.40	22	6.55
West Central	I-5 to NE 72nd Ave	2.97	22	8.10
139th Street and Salmon Creek Avenue				

West	Seward Rd to I-5	2.66	17	9.39
West Central	I-5 to NE 50th Ave	2.20	13	10.20
119th Street				
West	Lakeshore to Hazel Dell	2.21	22	6.03
West Central	Hwy 99 to NE 72nd Ave	2.64	17	9.32
East Central	NE 72nd Ave to SR-503	2.26	22	6.16
East	SR-503 to NE 182nd Ave	3.18	22	8.70
99th Street				
West	Lakeshore to I-5	1.97	17	6.95
West Central	I-5 to St. Johns Rd	2.13	22	5.81
East	SR-503 to NE 172nd Ave	2.76	22	7.53
Padden Parkway				
East Central	I-205 to SR-503	1.91	17	6.74
East	SR-503 to Ward Rd.	2.11	22	5.75
78th/76th Street				
West	Lakeshore to I-5	1.31	17	4.62
West Central	I-5 to Andresen (on Padden)	3.09	17	10.91
East Central	Andresen to SR-503	2.43	17	8.58
East	SR-503 to Ward Rd	1.65	17	5.82
Fourth Plain Boulevard				
East Central	I-205 to SR-503	1.03	13	4.75
88th Street		2.83	17	10.00
63rd Street				
West Central	Hazel Dell to Andresen	3.25	22	8.86
East Central	Andresen to NE 94th Ave	1.24	17	4.38

STRATEGIES TO BALANCE THE CFP

The Growth Management Act requires the 6-year transportation improvement plan to be financially constrained and balanced. The 20-year transportation capital facilities plan is more speculative and is not required to be balanced. The projected revenue shortfall of \$163.7 million represents about 17% of the total projected capital cost, which could be considered significant in the absence of any strategies to close the gap.

There are a variety of strategies and policy actions available to the Board of County Commissioners to balance the 20-Year CFP. Options for increasing revenues include updating Traffic Impact Fees, adopting a motor vehicle excise tax of up to \$20 per vehicle and increasing the local option fuel tax to the statutory limit. The *Revenue Perspective* projected that Traffic Impact Fee revenue would be \$43 million over the 20-year period. Based on recent policy decisions and preliminary work on the Traffic Impact Fee update, it is realistic to assume that an additional \$40 to 50 million will be raised from these fees. Grant revenue estimates are also very conservative.

On the cost side, the public share of many of the capital projects could be substantially reduced if policy changes were adopted that limited traffic impact fee reimbursements to only the extra width of the roadway. Current policy provides reimbursement for construction of even that portion of the frontage improvements that would normally be required with development.

A second round of reductions in the capital projects list is also likely. Several projects on the list would not contribute substantially to mobility on the transportation network in proportion to their estimated cost. Other listed projects are in areas that are likely to be annexed before county financing is available and would then become the responsibility of the annexing city.

The Transportation Capital Facilities Plan will be reviewed on a regular basis, not to exceed every five years, to ensure that the projected gap between costs and revenues is declining. If the potential shortfall increases and becomes critical, the potential courses of action in addition to those identified above would include reduction in the level of service standards and reassessment of the land use plan.

The County will pursue a modified transportation concurrency program that would better protect against the unplanned use of newly created roadway capacity, while allowing new developments to be permitted with predictability. In addition, the revised program could potentially set concurrency standards at a level that would be consistent with the Comprehensive Plan, population and employment forecast, the Capital Facilities Plan, and capital funding projections.

Chronology of Transportation Concurrency Ordinances

Ordinance No.	Content
2000-10-03	Amended the Transportation Concurrency Management System (CCC 12.41); amended Chapter 3 and Appendix A of the Comprehensive Plan and adopted a revised CFP.
2001-08-01A	Modified the traffic impact fee; modified the transportation CFP; dissolved TIF overlay areas
2001-12-01	Emergency adoption of a moratorium in the Salmon Creek Area
2002-02-05	Confirmed the filing of certain development applications within the Salmon Creek Moratorium area; and declaring an emergency expansion of such area
2002-03-11	Confirmed the expanded moratorium area
2002-12-02	Extended the duration of the Salmon Creek moratorium
2003-04-02	Extended the duration of the Salmon Creek moratorium
2003-04-09	Modified transportation concurrency and CFP; amended Arterial Atlas; Salmon Creek "fix".
2003-04-16	Corrected 2003-04-09
2003-06-02	Reserved capacity in Salmon Creek area for preferred land uses.
2005-07-21	Declared a moratorium within the Salmon Creek Moratorium area by emergency ordinance
2005-09-07	Confirmed the Salmon Creek Moratorium
2006-09-01	Extended the Salmon Creek Moratorium

APPENDIX B

FIGURES

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APPENDIX C

OTHER RELATED STATUTES AND RULES

OTHER RELATED STATUTES

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



Growth Management Act Amendments 1995-2006

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, Growth Management Services at the Department of Community, Trade, and Economic Development (CTED) has developed the following list of recent amendments. This list summarizes amendments made by the Washington State Legislature, between 1995 and 2006, to Chapter 36.70A and 36.70B of the Revised Code of Washington. The chapter is commonly known as the Growth Management Act.

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.

Legislative Session 2006

RCW 36.70A: Affordable housing incentive

ESHB 2984: Authorizing cities, towns, and counties to implement affordable housing incentive programs

The amendments:

- Authorize jurisdictions fully planning under the GMA to enact or expand affordable housing incentive programs.
- Establish optional provisions for enacted or expanded the programs.
- Specify that excise tax imposition limits do not limit local government authorities in the implementation of programs or the enforcement of related agreements.

Local governments fully planning under the GMA may enact or expand affordable housing incentive programs, providing for the development of low-income housing units. Incentive programs may include, but are not limited to, provisions pertaining to: density bonuses within the urban growth area (UGA); height and bulk bonuses; mixed-use projects; fee waivers or exemptions; parking reductions; or expedited permitting, conditioned on the provision of low-income housing units.

RCW 36.70A.130: Comprehensive plans

ESSB 6427: Relating to schedules for comprehensive plan and development regulation review for certain cities and counties

The timelines bill has two main features. First, it provides a time extension to small and slow-growing jurisdictions for updates to their comprehensive plans, development regulations, and critical areas ordinances. The bill contains qualifying criteria and clarification that jurisdictions making progress on their updates will be eligible for state grants, loans, pledges, and financial guarantees. Second, it clarifies that amendments to comprehensive plans necessary to enact planned actions may occur more frequently than annually, provided that pursuit of the amendments are consistent with the jurisdictions adopted public participation program and notification is given to agencies that may comment on the proposed

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amendments. In Yakima County, only Naches and Wapato qualify for this time extension. Part of the Governor's Land Use Agenda. CTED request legislation.

RCW 36.70A.117: Agricultural lands

SHB 2917: Identifying Accessory Uses on Agricultural Lands

The amendments:

- Revise GMA requirements regarding the use of agricultural lands of long-term commercial significance by creating more permissive guidelines governing the range of accessory uses permitted on such lands.
- Provide counties and cities with greater flexibility in implementing innovative zoning techniques related to accessory uses of agricultural lands of long-term commercial significance.
- Limit to one acre the amount of agricultural land that may be converted to nonagricultural accessory uses.

SHB 2917 clarifies that any accessory use a city or county may allow on designated agricultural lands of long-term significance must not interfere with and must support continuation of the overall agricultural use of the property and neighboring properties. It provides policy guidepost; requiring any nonagricultural accessory use to (1) be consistent with the size, scale, and intensity of the agricultural use of the property, (2) be located within the general area already developed, and (3) not convert more than one acre of land. Part of the Governor's Land Use Agenda. Washington State Department of Agriculture request legislation.

Legislative Session 2005

RCW 36.70B.220: Public Disclosure Law

SHB 1133: Reorganizing Public Disclosure Law

The amendment reorganizes the public records disclosure laws into a new chapter in the Revised Code of Washington (RCW) that contains laws pertaining to open government.

RCW 36.70A: Multimodal concurrency

2SHB 1565: Addressing transportation concurrency strategies

The amendments specify that concurrency compliance improvements or strategies may include qualifying multimodal transportation improvements or strategies. They:

- Require regional transportation plans that include provisions for regional growth centers to address concurrency strategies, measurements for vehicle level of service, and total multimodal capacity.
- Require the Washington State Department of Transportation (WSDOT) to administer a study to examine multimodal transportation improvements or strategies to comply with the concurrency requirements of the GMA.
- Require the study to be completed by one or more regional transportation planning organizations (RTPOs) electing to participate in the study.
- Require WSDOT, in coordination with participating RTPOs, to submit a report of findings and recommendations to the appropriate committees of the Legislature by December 31, 2006.

RCW 36.70A.130: Comprehensive plans

ESHB 2171: Allowing counties and cities one additional year to comply with certain requirements of RCW 36.70A.130.

Counties and cities required to satisfy the review and revision requirements of the GMA by December 1, 2005, December 1, 2006, or December 1, 2007, may comply with the requirements for development regulations that protect critical areas (critical areas regulations) one year after the applicable deadline provided in the statutory schedule. Jurisdictions complying with the review and revision requirements for

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critical areas regulations one year after the deadline must be deemed in compliance with such requirements.

Except as otherwise provided, only those counties and cities in compliance with the statutory review and revision schedule of the GMA, and those counties and cities demonstrating substantial progress towards compliance with the schedule for critical areas regulations, may receive financial assistance from the public works assistance and water quality accounts. A county or city that is fewer than 12 months out of compliance with the schedule is deemed to be making substantial progress towards compliance. Additionally, notwithstanding other provisions, only those counties and cities in compliance with the review and revision schedule of the GMA may receive preferences for financial assistance from the public works assistance and water quality accounts.

Until December 1, 2005, a county or city required to satisfy the review and revision requirements of the GMA by December 1, 2004, that is demonstrating substantial progress towards compliance with applicable requirements for its comprehensive plan and development regulations may receive financial assistance from the public works assistance and water quality accounts. A county or city that is fewer than 12 months out of compliance with the GMA review and revision schedule for its comprehensive plan and development regulations is deemed to be making substantial progress towards compliance.

RCW 36.70A, 36.70A.030, 36.70A.060, 36.70A.130: Recreational facilities

EHB 2241: Authorizing limited recreational activities, playing fields, and supporting facilities

The amendments:

- Authorize the legislative authority of counties planning under RCW 36.70A.040 and meeting specified criteria (Snohomish) to, until June 30, 2006, designate qualifying agricultural lands as recreational lands.
- Establish designation criteria, including specifying that qualifying agricultural lands must have playing fields and supporting facilities existing before July 1, 2004, and must not be in use for commercial agricultural production.
- Specify activities that may be allowed on designated recreational lands.

RCW 36.70A.200: Long-term air transportation

ESSB 5121: Assessing long-term air transportation needs

The amendments:

- Require WSDOT to conduct a statewide airport capacity and facilities assessment and report results by July 1, 2006.
- Require WSDOT to conduct a 25-year capacity and facilities market analysis, forecasting demands for passengers and air cargo, and report results by July 1, 2007. After completion of the reports, the Governor is to appoint a ten member Aviation Planning Council to make recommendations on future aviation and capacity needs. The council expires July 1, 2009.

RCW 36.70A.070: Physical activity

SSB 5186: Increasing the physical activity of the citizens of Washington State

Land use elements of comprehensive plans are encouraged to consider using approaches to urban planning that promote physical activity. The Transportation Element of a comprehensive plan must contain a pedestrian and bicycle component that includes identified planned improvements for pedestrian and bicycle facilities and corridors to enhance community access and promote healthy lifestyles. Comprehensive transportation programs must include any new or enhanced bicycle or pedestrian facilities identified in the Transportation Element.

The Washington State Parks and Recreation Commission is to maintain policies that increase access to free or low-cost recreational opportunities for physical activities, within allowable resources.

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The Health Care Authority, in coordination with other agencies, is authorized to create a work-site health promotion program for state employees to increase physical activity and engage individuals in their health care decision-making. The Health Care Authority must report on progress by December 1, 2006.

RCW 35A.15: Agricultural Land

SB 5589: Providing for proceedings for excluding agricultural land from the boundaries of a charter or noncharter code city

The amendments create a method for property owners of agricultural land located within a code city to petition for exclusion from the incorporated area of that code city that does not require the issue to be submitted to the voters for approval.

Property owners of agricultural land may petition the legislative body of a code city for exclusion from the incorporated area of that city. The petition must be signed by 100 percent of the owners of the land. In addition, if non-agricultural landowner residents reside within the subject area, the petition must also be signed by a majority of those residents who are registered voters in the subject area. The petition must also set forth a legal description of the territory to be excluded and be accompanied by a drawing that outlines the boundaries of the territory sought to be excluded.

After such a petition is filed, the legislative body must set a date for public hearing on the petition within 60 days. Notice of the hearing must be published in at least one newspaper of general circulation in the city as well as in three public places within the territory proposed for exclusion. Interested persons are invited to appear and voice approval or disapproval of the exclusion.

If the legislative body decides to grant the petition following the hearing, they must do so by ordinance. The ordinance may exclude all or any portion of the proposed territory but may not include in the exclusion any territory not described in the petition. The petition is not submitted to the voters for approval.

The GMA defines “agricultural land” as land that has long-term commercial significance for agricultural production and is primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products; or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to certain excise taxes, finfish in upland hatcheries, or livestock.

RCW 36.70A.070: Development of rural areas

SSB 6037: Changing provisions relating to limited development of rural areas

The amendments modify GMA provisions for public services and facilities in qualifying limited areas of more intensive rural development (LAMIRDs). Until August 31, 2005, an example of a public service or facility that is permitted within recreational and tourist use LAMIRDs is a connection to an existing sewer line where the connection serves only the recreational or tourist use and is not available to adjacent nonrecreational or nontourist use parcels.

Legislative Session 2004

RCW 36.70A: Military installations

ESSB 6401: Protecting military installations from encroachment of incompatible land uses

Legislative findings in the amendments recognize the importance of the United States military as a vital component of the Washington State economy, and it is identified as a priority of the state to protect the land surrounding military installations from incompatible development.

Comprehensive plans, development regulations, and amendments to either should not allow development in the vicinity of a military installation that is incompatible with the installation’s ability to carry out its

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mission requirements. A consultation procedure is established whereby counties and cities must notify base commanders during the process of adopting or amending comprehensive plans or development regulations that will affect lands adjacent to the installations.

RCW 35.61.160: Housing – Consumer Choices

SB 6593: Prohibiting Discrimination Against Consumers' Choices in Housing

Cities, code cities, and counties generally are required to regulate manufactured homes in the same manner as all other homes. They may require new manufactured homes to meet requirements such as the following: (1) the foundation must meet the manufacturer's design standard, (2) the placement of concrete or a concrete product between the base of the home and the ground, and (3) thermal standards must be consistent with the standards for manufactured homes.

RCW 36.70A.170: Agricultural lands study

SB 6488: Ordering a study of the designation of agricultural lands in four counties

By December 1, 2004, CTED will prepare a report on designation of agricultural resource land in King, Lewis, Chelan, and Yakima counties. The report will cover how much land is designated, how much is in production, changes in these amounts since 1990, comparison with other uses, effects on tax revenue, threats to the agriculture land base, and measures to better maintain the base and the agriculture industry.

RCW 36.70A .070: Rural development

ESHB 2905: Modifying provisions for type 1 limited areas of more intensive rural development

Any development or redevelopment within one category of existing LAMIRDs must be principally designed to serve the existing and projected rural population. Building size, scale, use, or intensity of the LAMIRD development or redevelopment must be consistent with the character of the existing areas. Development or redevelopment may include changes in use from vacant land or a previously existing use if the new development conforms to certain requirements.

RCW 36.70A.106: Development regulations

SHB 2781: Changing provisions relating to expedited state agency review of development regulations

Proposed changes to development regulations by jurisdictions that plan under the GMA can receive expedited review by CTED and be adopted immediately thereafter, if timely comments regarding GMA compliance or other matters of state interest can be provided.

RCW 36.70A.110: National historic reserves

SSB 6367: Protecting the integrity of national historical reserves in the UGA planning process

The existing requirement that cities and counties must include areas and densities sufficient to permit the urban growth projected for the succeeding 20-year period does not apply to those UGAs contained totally within a national historical reserve. When a UGA is contained totally within a national historical reserve, a city may restrict densities, intensities, and forms of urban growth as it determines necessary and appropriate to protect the physical, cultural, or historic integrity of the reserve.

RCW 36.70A.177: Agricultural land use

SB 6237: Providing nonagricultural commercial and retail uses that support and sustain agricultural operations on designated agricultural lands of long-term significance

Agricultural zoning can allow accessory uses that support, promote, or sustain agricultural operations and production, including compatible commercial and retail uses that involve agriculture or agricultural products or provide supplemental farm income.

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RCW 36.70A.367: Industrial land banks

SSB 6534: Designating processes and siting of industrial land banks

The requirements for including master planned locations within industrial land banks and for siting specific development projects are separated so that designation of master planned locations may occur during the comprehensive planning process before a specific development project has been proposed. Some of the current criteria for designating a master planned location within an industrial land bank may be delayed until the process for siting specific development projects within a land bank occurs. Designating master planned locations within an industrial land bank is considered an adopted amendment to a comprehensive plan, and approval of a specific development project does not require any further amendment to a comprehensive plan.

RCW 36.70B.080: Growth management timelines

HB 2811: Modifying local government permit processing provisions

Existing requirements for timely and predictable procedures for processing permit applications by local governments are clarified. For the buildable lands jurisdictions, performance-reporting requirements are reinstated and changed to an annual basis. A report on the projected costs of this reporting with recommendations for state funding must be provided to the Governor and the Legislature by January 1, 2005.

RCW 36.70: Manufactured housing

SB 6476: Designating manufactured housing communities as nonconforming uses

Elimination of existing manufactured housing communities on the basis of their status as a nonconforming use is prohibited.

SSCR 8418: Creating a joint select legislative task force to evaluate permitting processes

A joint select legislative task force is established to make recommendations regarding permitting processes by January 1, 2006, after evaluating local development regulations of selected jurisdictions among the “buildable lands” counties and their cities over 50,000.

The task force is composed of the chairs and ranking minority members of the Senate Committee on Land Use and Planning and the House Local Government Committee. The Governor will be invited to participate and form a Five Corners Task Force.

An advisory committee is also established to assist the task force and is composed of CTED, the Department of Ecology, the Office of Regulatory Assistance, a county, a city, the business community, the environmental community, agriculture, labor, the property rights community, the construction industry, ports, and federally recognized Indian tribes.

Legislative Session 2003

RCW 36.70A: Growth management planning

SSB 5602: Concerning the accommodation of housing and employment growth under local comprehensive plans

Counties and cities subject to the GMA are required to ensure that, taken collectively, actions to adopt or amend their comprehensive plans or development regulations provide sufficient capacity of land suitable for development within their jurisdictions.

The requirement for sufficient capacity refers to accommodating a jurisdiction’s allocated housing and employment growth as adopted in the applicable county-wide planning policies and consistent with the 20-year population forecast from the Office of Financial Management.

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RCW 36.70A.070: Rural development

SSB 5786: Clarifying the scope of industrial uses allowed in rural areas under the GMA

Industrial uses are permitted under the GMA in both industrial and mixed-use areas in certain types of LAMIRDs. Industrial uses within specified LAMIRDs are not required to be principally designed to serve the existing and projected rural population in order to be lawfully zoned.

RCW 36.70A.110: Annexation

SHB 1755: Creating alternative means for annexation of unincorporated islands of territory

The amendments create an alternative method of annexation allowing jurisdictions subject to the buildable lands review and evaluation program of the GMA to enter into interlocal agreements to annex qualifying territory meeting specific contiguity requirements. It creates an alternative method of annexation allowing GMA buildable lands counties to enter into interlocal agreements with multiple municipalities to conduct annexation elections for qualifying territory contiguous to more than one city or town.

RCW 36.70A.280: Growth management hearings boards

SB 5507: Clarifying who has standing regarding growth management hearings board hearings

The requirement under the GMA for participation standing before a growth management hearings board is that a petitioner must have participated orally or in writing before the local government. An additional requirement to obtain participation standing is added and provides that only issues “reasonably relate” to issues that the aggrieved person previously raised at the local level can be considered by the board.

RCW 36.70A.367: Land banks

SB 5651: Authorizing land banks in certain counties with low population densities

The industrial land bank program under the GMA is amended to provide that counties meeting certain geographic requirements are eligible for the program based on population density criteria, rather than unemployment criteria. The amendments clarify that Jefferson and Clallam counties are eligible for the program under this provision.

RCW 36.70A.450: Day-care facilities

HB 1170: Limiting 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.

RCW 36.70A.480: Shorelines and growth management

ESHB 1933: Integrating Shoreline Management Act and Growth Management Act provisions

The goals of the GMA, including the goals and policies of the Shoreline Management Act (SMA), 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, the Shoreline Master Program (SMP) will protect critical areas 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.

RCW 90.58.080: Codifying shoreline rules

SSB 6012: Establishing limits on the adoption of state shoreline guidance and setting a schedule for local adoption

The Washington State Department of Ecology (Ecology) may adopt amendments to the shorelines guidelines no more than once per year and the amendments must be related to technical, procedural, or

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compliance issues. A staggered statutory schedule for the update of shoreline master programs, running from 2005 to 2014 and every seven years after the initial deadline, is established. Limits on grants from Ecology to local governments for master program reviews are removed and new requirements for the receipt of such grants are created.

Legislative Session 2002

RCW 36.70A.011: Findings – Rural lands

The amendment adds a new section containing legislative finds to support the amendment to the Rural Element requirements in RCW 36.70A.070.

RCW 36.70A.020: Planning goals

The amendments change the economic development goal to add the underlined words: 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 for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

The open space goal is amended to read 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

The amendments:

- Change 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.
- Change the Housing Element to require the inventory of housing needs to include the number of housing units necessary to manage projected population growth.
- Change the Capital Facilities Element to require the inclusion of parks and recreation facilities.
- Require 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

The law is amended to cross-reference new provisions for siting secure community transition facilities for sex offenders.

RCW 36.70A.130: Comprehensive plans – Review amendments

The amendments change the deadlines for reviewing and updating comprehensive plans and development regulations adopted under the GMA and clarify the requirements relating to the reviews and updates.

RCW 36.70A.200: Siting of essential public facilities – Limitation on liability

The amendments clarify 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. It exempts 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.

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RCW 36.70A.367: Major industrial developments – Master planned locations

The amendment establishes a pilot program authorizing the designation of industrial land banks outside urban growth areas if specified requirements are satisfied.

Legislative Session 2001

RCW 36.70A.103: State agencies required to comply with comprehensive plans

The amendment authorizes the Department of Social and Health Services (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

The amendments add 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

The amendment extends the 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.

Legislative Session 2000

RCW 36.70A.520: National historic towns

The amendment 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

The amendment adds 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.

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Legislative Session 1999

RCW 36.70A.035: Public participation – Notice provisions

The amendment adds school districts to list of entities and affected individuals to be provided with notice of comprehensive plan and development regulation amendment.

Legislative Session 1998

RCW 36.70A.040: Who must plan – Summary of requirements – Development regulations must implement comprehensive plans

The amendment adds 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 is 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-related activities. Land Use Study Commission recommendation

RCW 36.70A.070: Comprehensive plans – Mandatory elements

The amendment requires 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 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

A county or city is required to take into consideration new information available since the adoption of its designations and development regulations, including new or modified model development regulations for mineral resource lands prepared by the Washington State Department of Natural Resources, CTED, or the Washington Association of Counties.

RCW 36.70A.200: Siting of essential public facilities

State or regional facilities and services of statewide significance as defined in Chapter 47.06 RCW are added to the list of essential public facilities under the GMA. Included in the definition, among others, are high speed rail, inter-city high speed ground transportation, and the Columbia/Snake navigable river system.

RCW 36.70A.210 County-wide planning policies

Transportation facilities of state-wide significance are added to the minimums that county-wide planning policies are to address.

RCW 36.70A.360: Master planned resorts

Master planned resorts are 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.

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RCW 36.70A.367: Major industrial developments

Additional counties (Lewis, Grant, and Clallam) are authorized to establish industrial land banks for two master planned locations by December 31, 1999. Sunset dates are extended for Clark and Whatcom counties to December 31, 1999.

RCW 36.70A.395: Environmental planning pilot projects

Technical corrections are made 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 is 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.

Legislative Session 1997

RCW 36.70A.030: Definitions

The definition of urban growth is amended to expand the 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 is 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

Requirements 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 are added. The procedures generally follow the notice requirements currently in the State Environmental Policy Act (SEPA). (ESB 6094 amendments)

The requirement is added 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 are to apply to the Rural Element are specified. (ESB 6094 amendments.)

RCW 36.70A.110: Comprehensive plans – Urban growth areas

“Urban growth areas” is deleted from subsection (2) and the following is added: “and each city within the county” so it now reads: 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)

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RCW 36.70A.130: Comprehensive plans – Review – Amendments

Language related to the 2002 review requirement is added 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)

An amendment to the Capital Facilities Element of the comprehensive plan is allowed if it occurs concurrent with the adoption or amendment of a county or city budget.

RCW 36.70A.165: Property designated as greenbelt or open space – Not subject to adverse possession

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

The amendment 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

The Buildable Lands Program is created. 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

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

The board is to render written decisions articulating the basis for its holdings. The board is not to 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

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: Growth management hearings boards – Final orders

The boards may extend the time for issuing a decision beyond the 180-day period 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

A clarification is made on which permits invalidity orders apply to. (ESB 6094 amendments)

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RCW 36.70A.320: Presumption of validity – Burden of proof – Plans and regulations

The burden is 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

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

The board is enabled to modify a compliance order and allow additional time for compliance in the 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

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

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

Whatcom County is authorized, 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

CTED is directed to encourage participation in the Planning and Environmental Review Fund (PERF) 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 PERF 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)

Legislative Session 1996

RCW 36.70A.070: Comprehensive plans – Mandatory elements

General aviation airports are added to subsection (6)(i) relating to required subelements of a Transportation Element as defined by this section.

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RCW 36.70A.270: Growth management hearings boards – Conduct, procedure, and compensation

The 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

A clarification is made on who may file petitions with the boards (i.e., standing).

RCW 36.70A.305: Expedited review

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 is 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 are 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).

Legislative Session 1995

RCW 36.70A.030: Definitions

A definition of "wetlands" is added to the Shoreline Management Act that is identical to the definition under the 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

The percentage of population increase required to trigger planning under the GMA is changed 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

The following underlined text is added in subsection (5): The Rural Element shall permit appropriate land uses that are compatible with the rural character of such lands and provide for a variety of rural densities 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.

The word "recognizing" is changed to "ensuring" for what the Housing Element must do as noted in the act so it now reads: "...ensuring the vitality and character of established residential neighborhoods." "Mandatory provisions" and "single-family residences" are added to the following: "...include a

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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

Counties are allowed to designate UGAs outside of cities. A UGA determination may include a reasonable land market supply factor and is to 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

Cities and counties are to broadly disseminate to the public, a public participation program.

The provision is added 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.

The requirement of public participation is added to the emergency amendment process already permitted by the GMA and the resolution of a growth management hearings 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

The requirement of a public participation program that identifies procedures is added. 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

The state’s goals and policies for protecting critical areas functions and values are clarified. 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

Ecology is 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

Shoreline master programs or amendments adopted under Chapter 90.58 RCW are added as subjects for growth management hearings board review. (ESHB 1724 amendments)

RCW 36.70A.290: Petitions to growth management hearings boards – Evidence

The publication date for a Shoreline Master Program or amendment is established to be the date when the Shoreline Master Program or amendment is approved or disapproved by Ecology.

RCW 36.70A.300: Growth management hearings boards – Final orders

The Shoreline Master Program and amendments are added to final order procedures.

A finding of noncompliance is not to affect the validity of comprehensive plans or development regulations. The parameters of an invalidity determination by the boards, including vesting issues, are established.

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RCW 36.70A.320: Presumption of validity

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 are not presumed valid upon adoption in the same manner as comprehensive plan and development regulations in general. (ESHB 1724 amendments)

RCW 36.70A.330: Noncompliance

Invalidity text is added. 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).

Language is added that a person with standing may participate in a hearing of compliance or noncompliance. (ESHB 1724 amendments)

RCW 36.70A.365: Major industrial developments

Counties planning under the GMA are 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

References for the "Department of Community Development" to changed to "department."

RCW 36.70A.450: Family day-care provider's home facility – City may not prohibit in residential or commercial area

The agency responsible for certifying that a family day-care provider's facility provides a safe passenger loading area is changed from the Washington State Department of Licensing to the Office of Child Care Policy of DSHS.

RCW 36.70A.460: Watershed restoration projects – Permit processing – Fish habitat enhancement project

The Washington Conservation Commission is directed 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

GMA integrated project and environmental review is to be conducted under the newly created provisions of Chapter 36.70B RCW.

RCW 36.70A.480: Shorelines of the state

Under the GMA, (1) the goals and policies of the SMA become one of the goals of the GMA under RCW 36.70A.020 and (2) the goals and policies of a Shoreline Master Program for a county or 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 or adopted under the procedures of the SMA (Chapter 90.58 RCW).

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RCW 36.70A.481: Construction

Nothing in RCW 36.70A.480 (shorelines of the state) is to 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

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

Procedures are established for dispersing funds. (ESHB 1724 amendments)

Chapter 36.70B RCW: Regulatory reform

Regulatory reform amendments are made to streamline permitting procedures in the state. (ESHB 1724 amendments)

Appendix D

CLARK COUNTY ECONOMIC DEVELOPMENT ACTION PLAN

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.

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 **.

1. Prepare specific nodes (Focus Public Investment Areas (FPIA)) for enhanced economic development.

Clark County may 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)**
2. Reduce regulatory barriers. The importance of this action is positive differentiation. Like businesses, Clark County competes in a marketplace and must be just as responsive to market changes.
 - 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, and relocating businesses. (Yr.1-5)

- d) Look for revisions to the concurrency program that protect trips for industrial and employment center uses. (Yr. 1-5)**
 - e) Develop a process for prequalification of sites, and a process for encouraging land owners to use the pre-qualification process. (Yr. 5-10)**
3. Increase the capacity of county government to support and participate in economic development.

Implement the county's REET-based discretionary loan fund to support economic development initiatives, grow the fund to a meaningful amount, and leverage that resource on a revolving basis. (Yr 1-5)**

SAMPLE PERFORMANCE MONITORING FORM

Performance Measures -- Economic Development									
Measurable	Period From	Period To	Quantity	YTD	% Change	Since Plan Adoption	% Change	Notes	
Permit processing days for industrial permits									
Permit processing days for commercial permits									
Employment land acreage that was pre-qualified									
Ind./Comm. permits processed via e-permitting									
All jobs created for which county processed the permit									
KBE jobs created for which county processed the permit									
Jobs created due to E.D. REET fund loans									
Other: _____									
Other: _____									

APPENDIX E

CAPITAL FACILITY PLANS REVIEW AND ANALYSIS

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. Capital Facility Plans provide 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 funded. Chapter 6 - Capital Facilities and Utilities Element is intended to provide county-wide goals and policies to ensure that public services and facilities necessary to support development shall be adequate to the development (RCW36.70A.020) and provide a general assessment of major public services which impact land use issues, rather than a detailed analysis of every service provided by government.

Appendix E provides a technical review of the current status of planning and financing in Clark County for a broad range of services and facilities; both owned by Clark County and those owned by other providers. The development of this Appendix was guided by an integrated set of state and local policies and plans. To ensure effective communication, this section of the document outlines some definitions used in this document.

DEFINITIONS

Growth Management Act and Capital Facilities

While RCW 36.70A provides the requirements for a legally adequate capital facilities plan, the law does not define capital facilities. The definition is left to the Washington Administrative Code (WAC). For purposes of the Growth Management Act, the WAC provides only guidance rather than regulatory direction. WAC 365-195-315(2)(a) provides guidance by defining capital facilities as: ***water, sewer, stormwater, schools, parks and recreational facilities, law enforcement, and fire protection.***

One area of possible confusion regarding the CFP is that the financial analysis of the CFP deals only with the cost and funding of the capital facilities themselves and not the operating costs of those capital facilities. Operating costs are only addressed in the financial analysis for the CFP; increased operating costs reduce the funds available for capital expenditures given a fixed or marginally growing revenue stream.

In addition, the CFP is often confused with the 6-year Capital Improvement Plan (CIP). The CIP is a flexible, long range plan containing the planned capital improvement projects and the recommended financing methods for funding the projects in a 6-year window. All funds and departments are brought together in a single consolidated plan for an overall view of capital improvement needs. The Capital Facilities Plan is a summary document required by Growth Management. This plan contains the project lists and sources of the Capital Improvement Plan and considers the impacts on levels of service.

Another area of confusion is the "omission" of transportation facilities from the definition of capital facilities in the WAC. It is not an omission; RCW 36.70A.070(3) defines the required

components of the CFP for those facilities the act deems to be capital facilities, while a separate section RCW 36.70A.070(6) addresses the transportation element of the comprehensive plan which is required to have those items typically associated with a transportation CFP.

Required Components of a CFP

RCW 36.70A.070(3) defines the required components of the CFP as:

1. An inventory of existing publicly owned capital facilities including location and capacities;
2. A forecast of future capital facilities needs;
3. A listing of the proposed location and capacities of expanded or new capital facilities;
4. At least a 6-year financial plan for funding future capital facilities within projected funding capacities, which identifies the sources of public funds; and
5. A methodology to reassess the land use element if the probable funding falls short of meeting existing needs and to ensure consistency between the land use element, capital facilities element and the financing plan.

Washington State Department of Community Trade and Economic Development Procedural Criteria

The Procedural Criteria for Adopting Comprehensive Plans and Development Regulations, 1992, clarify the requirements by saying that the capital facilities element should serve as a check on the practicality of achieving the other elements of the plan. The following steps are recommended in preparing the capital facilities element:

- The forecast of future capital facilities needs is a direct function of the size (both geographic and density) of the urban area to be served, which is set by the land use plan. It is also a function of the level-of-service standard adopted by the jurisdiction for that particular capital facility
- The listing of future capital facilities should be directly tied to the identified needs and, while not explicitly stated, would provide greater understanding if planning-level estimates of cost were tied to that listing of facilities.
- The 6-year financial plan is a requirement that already exists elsewhere in state law. Review of that 6-year financial plan may indicate whether or not a particular urban area is ready to permit development in the expanded urban area – a general lack of programmed capital facilities in the 6-year financial plan to serve the expanded urban area may suggest that providers would not be able to serve that area until after the current 6-year window¹. If it is clear that service providers could not provide facilities to all or some portion of the expanded urban area within the 6-year financial plan window, it may be appropriate to effectively communicate that situation using techniques to phase urban development on those areas.

¹ Care should be taken because, in some cases, for some service providers, there may not be a need for additional capital facilities to serve a particular expansion area. In that case, the lack of identified capital facility investment in an area may not indicate an inability to serve in the near term.

Transportation Element Requirements

While the transportation element is treated separately from other capital facilities in the act, consideration of the ability of jurisdictions to meet the mobility needs of future population and employers is critical to the growth boundary decision. The transportation element is required to include:

1. Land use assumptions used for the transportation demand estimation; and
2. Examination of facilities and service needs, which must itself include:
 - a. Inventory of transportation facilities and services;
 - b. Local facility level-of-service standards;
 - c. State highway level-of-service standards;
 - d. Actions to address existing deficiencies (facilities not meeting level-of-service standards);
 - e. Forecast of traffic conditions for at least ten years based on the land use plan. This is interpreted to be a 20-year forecast since the land use plan includes land supply sufficient for 20 years of growth;
 - f. Listing of state and local system needs to meet forecasted demand, where any state system improvements must be consistent with statewide multimodal transportation plan;
 - g. Finance Plans, including:
 - i. Analysis of funding capability with respect to the listing of facilities needs. It is interpreted that this needs to be a 20-year examination of funding (since the facility needs list is based on a 20-year land use plan);
 - ii. A multi-year financing plan based on the identified needs that serves as the basis for the 6-year transportation improvement program;
 - iii. A discussion of how to address a shortfall of probable funding that includes possible additional funding or adjustments to the land use assumptions;
 - h. Examination of intergovernmental coordination including an assessment of how the county's transportation plan and land use assumptions relate to possible impacts on adjacent jurisdictions; and
 - i. Demand management strategies.

Like other capital facilities, most of these requirements relate to defining the demand on facilities, determining how to meet that demand and determining the short-term financial program for improvements. Transportation is different because multiple jurisdictions and agencies provide the facilities necessary for an individual's transportation demand to be met. Since transportation is not a typical utility where service is provided only upon payment of a connection fee and subsequent regular payments for consumption, travelers are not aware of the various jurisdictions and agencies that provide the capacity necessary for the travelers' mobility; a road is a road is a road, regardless of who built and maintains it. If growth occurs in such a quantity or in locations lacking in the necessary funding capability to provide the identified transportation improvements, the generated transportation demand will not be met or will be met at a lower than anticipated level-of-service. As such, it is very likely that increased regional cooperation and coordination will be needed to ensure that expansion areas do not impose unexpected external transportation impacts that the receiving jurisdiction does not have the ability to mitigate.

FACILITIES AND SERVICES CFP REVIEW

Water Systems

Public water is supplied both by cities and a separate public utility district, Clark Public Utilities (CPU), throughout the urban and rural area. The county does not own nor does it operate a public water system. CPU is the major provider of water service outside municipal areas and for the City of La Center, Town of Yacolt, and the Three Creeks Special Planning Area. Water service to the other incorporated areas is provided by the Cities of Battle Ground, Camas, Ridgefield, Vancouver, and Washougal. Each water purveyor completes a 20-year Coordinated Water System Plan which identifies existing inventories, forecasts future water supply needs, and provides revenue sources to fund capital improvements to meet the requirements of the GMA RCW 36.70A.070(3)(a)(b).

At the present time, the entire county falls within a designated water service area. The planned growth of the urban areas can be met based on the water system capital facilities plans reviewed. The issue of water supply is not one of there being insufficient water supply but that of obtaining the necessary water rights and the cost of alternative sources once traditional sources are fully tapped. There are also some issues relating to which provider delivers water to certain portions of the urban expansion areas.

Clark County Water System Planning

Provisions for adequate water supplies are of considerable concern to the county. The county's role is to coordinate with water purveyors ensuring that their actions are consistent with land use plans, service areas, and health regulations. In addition, under the Public Water System Coordination Act (RCW 70.116), Washington State water utilities must coordinate their planning and construction programs with adjacent water purveyors and the Washington State Department of Health (DOH).

Clark County also established a Water Utility Coordinating Committee (WUCC) as a standing committee made up of representatives from each water purveyor, fire protection agencies, and DOH. The WUCC updates water utility design standards, establishes procedures in resolving conflicts between water purveyors, and updates the Coordinated Water System Plan (CWSP). The CWSP fulfills the regulatory requirements as prescribed in WAC 248-56, Public Water System Coordination Act. The CWSP serves as the Regional Supplement for state approved Clark County water purveyor's individual water system plans, which are on file at WRDE, and together with the petition for Reservation of Public Waters, fulfill the requirements under WAC 173-590 relating to the reservation of water for future public water supply. The CWSP also serves as the county's Water General Plan as provided for in the County Services Act, Chapter 36.94 RCW. The next update of the CWSP is targeted to begin with the completion of the county's comprehensive plan.

Water Service Areas

The boundaries of the service areas are coordinated through the Coordinated Water System Plan in order to provide for the most efficient provision of water service county-wide.

Clark County water system purveyor service areas are shown in the Figure 28.

The proposed plan map, if adopted, will require more extensive negotiations. For the most part, the expanded urban areas will be served by the associated cities, with the notable exception of expansions to the Vancouver Urban Growth Area. Both CPU and Vancouver are expected to provide water service to the expanded area.

Some of the areas intended for inclusion in the Battle Ground and Ridgefield urban growth areas are currently receiving water service from CPU and this calls the question as to which provider delivers the water to certain portions of the urban expansion areas. This issue needs to be negotiated during the update of the CWSP and subsequent interlocal agreements. Negotiations for establishing water utility service boundaries between water purveyors must address such issues as: potential boundary adjustments, duplication of infrastructure, future revenue resources, past capital investments, asset purchase, water sources/rights, and level-of-service. This list of issues is not inclusive, yet points to the magnitude of future WUCC discussions targeted for late-2007.

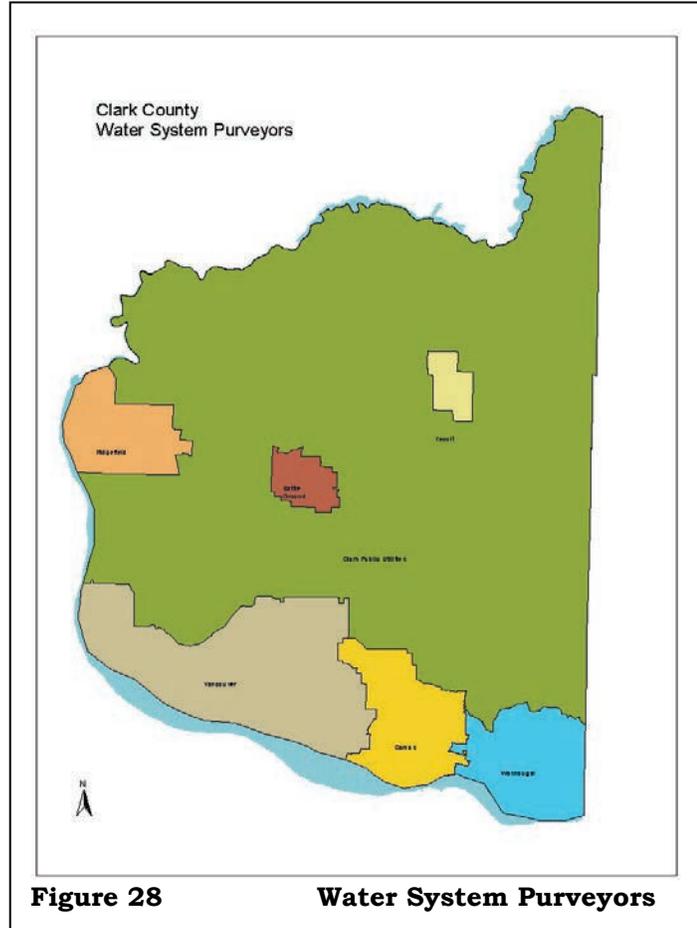


Figure 28 Water System Purveyors

Water Resource

Clark County relies almost entirely on groundwater aquifers for public and private water use; including residential, commercial, industrial, and agricultural uses. In the past, the location and development of productive groundwater sources has been a significant problem for the water purveyors. As a result, numerous studies have been completed by the water purveyors to address the need for an adequate water supply to meet the projected growth of the county.

Washington State law also requires all water service providers to contact the Department of Ecology before constructing a well or withdrawing any groundwater from a well and to obtain a water right permit. Unfortunately, processing of applications for additional water rights by DOE has been extremely limited since 1991. Those rights obtained have required considerable effort by the service purveyors. Each purveyor has made extensive investment in watershed management programs both to document the impact of groundwater withdrawals on stream flows and to provide a basis for evaluation by DOE of additional water right applications.

CPU and the City of Vancouver have jointly explored the Vancouver Lake lowlands water source. It has been determined that a sufficient groundwater supply can be sustained with the expected growth in demand while continuing to reduce drawdown in watersheds considered

essential to endangered salmon species. This water source is forecasted to serve the county-wide water needs beyond 2025.

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers and which are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

The water system plans of Clark Public Utilities, Battle Ground, Camas, Ridgefield, Vancouver and Washougal contain a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity is listed below.

Table E.1 Inventory of Existing Water Systems in Clark County

Provider	Population Served	Water Rights*	Number of Wells	Storage Capacity (gal)	Average MGD
Battle Ground	16,250	2,912	8	3,500,000	1.40
Camas**	15,401	7,430	9	8,450,000	2.39
CPU includes La Center & Yacolt	76,140	14,272	42	16,952,000	11.13
Ridgefield	2,195	962	3	1,117,000	0.355
Vancouver	209,527	75,000	40	24,000,000	2.8
Washougal	12,270	6,504	6	4,000,000	1.75

*Note: *acre-feet/year. ** Camas also draws water from Jones Creek and Boulder Creek.*

2. A forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

Clark Public Utilities Water System Capital Facility Projects calculates the demand for water supply in terms of equivalent residential units (ERU). In the CPU CFP, the revised 2000 Washington State Office of Financial Management (OFM) low, medium and high projections were used to estimate overall water demand for residential uses while non-residential uses were estimated based on the high population growth projections. CPU used an overall 3 percent growth rate to calculate system demand.

Based on the projected October 24, 2006 plan estimates that utilize a 2 percent growth rate, CPU has provided for more capital investment than is currently estimated. CPU identified a list of needed facilities to support the Comprehensive Plan for 6- and 20-year planning periods. CPU has also identified that the City of Ridgefield and the City of Battle Ground may require additional aid during the expansion of their water districts and is able to assist with their water needs.

CPU recently completed two reservoirs located south of Battle Ground to support the Battle Ground and Vancouver expansions. CPU's investment will help supplement the 20-year water needs of both cities when the Vancouver Lake lowland water source comes on-line in the next 3-4 years. In addition, CPU has identified another water source for northwest Clark County at the confluence of the North Fork and East Fork of the Lewis Rivers that would supplement the 20-year water needs of La Center and Ridgefield.

City of Battle Ground water service area provides water within the city limits and has an interconnection or intertie with CPU. CPU now serves water to customers outside of the current Battle Ground water service area and provides water to the city during the peak summer demands. Water system needs were assessed based on projected EDU as outlined by the DOH. System improvements in the 6-year CFP and 20-year are consistent with the land use plan identified on October 24, 2006. It was noted that additional projects totaling approximately \$3.3 million dollars will be needed to serve the new areas. In addition, the city has enough water rights to meet the demand until 2019 when a new source of water in the 20-year planning period is needed. Drilling new wells in the city, however, is not going to supply all of the city's demands over this planning period. A wholesale water agreement with CPU and/or the City of Vancouver will be needed to meet the city's long-term water needs. Future recruitment of industrial development is not expected until Battle Ground obtains a large source of water.

City of Camas water service area extends north of the city's urban growth area and is linked to CPU on the north, the City of Vancouver's system on the west, and the City of Washougal's system on the east. Over 50 percent of the water service area is located outside of the UGA. The proposed expansion area is currently within the city's water service area and is anticipated to require an additional \$13.7 million dollars in improvements to the city's water system plan.

The **City of Ridgefield** provides water to their service area and has an interconnection with CPU east of Interstate-5. The city has identified that they have sufficient water source over the 6-year period to supply the needs of their current water system boundary. If growth occurs in the expanded UGA, Ridgefield will need to develop additional water sources in the 6-year period and rely on a second intertie with CPU.

The **City of Vancouver** provides water service to portions of the unincorporated Vancouver UGA which is outside of the Clark Public Utilities District designated water service boundary. Clark Public Utilities' CFP has included expansion of their service area in the northeastern section of the Vancouver UGA which is adjacent to the City of Vancouver's existing water service boundaries.

The increase demand on the Vancouver water system to support the new UGA additions is not significant as Vancouver's existing water supply capacity is in place to immediately serve the new areas. As noted above, the City of Vancouver has explored the development of the Vancouver Lake lowland area. Water distribution for the new areas can be accomplished without city capital improvements but rather by means of developer connection to existing facilities and extension to and throughout the new additional properties.

Vancouver will formally incorporate these areas into the Water System Comprehensive Plan and submit these updates to the Washington State Department of Health and Washington State Department of Ecology. These submittals will be made after designation of service provider areas is confirmed and final adoption of the UGA additions is complete.

The **City of Washougal** serves the Washougal Urban Growth Area and designated urban reserve. The city's water service area boundary is bordered by the City of Camas to the

west and Skamania County on the east. The northern boundary line connects with CPU. The city has an interlocal agreement with the City of Camas for delivery of emergency water through two interties. The 20-year demand on Washougal's water system to support the new growth projections will result in 18.8 million dollars of new projects.

- A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

Table E.2 below identifies the list of needed facilities to support the Comprehensive Plan for a 20-year planning period. Funding for the capital improvements is accomplished by means of user fees, developer connection to existing facilities and extension to and throughout the new additional properties.

**Table E.2
Forecast of 20-Year
Water System Needs**

Provider	Projected Need
Battle Ground	\$13,600,000
Camas	40,290,500
CPU includes	
Yacolt & La Center	149,080,000
Ridgefield	13,880,000
Vancouver	83,790,000
Washougal	18,815,000
Total	\$307,215,500

- A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark Public Utilities' CFP outlines the facilities needed in the first 6-years of the Comprehensive Plan.

**Table E.3 Clark
Public Utilities
6-Year CFP Water
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	23	\$2,700,000	\$2,700,000
Reservoirs & Boosters	38	6,000,000	6,000,000
Main Extensions/Upgrades	143	19,000,000	19,000,000
Source of Supply	22	10,500,000	10,500,000
Meters/Meter Installation	--	1,400,000	1,400,000
TOTAL	226	\$39,600,000	Water rates, connection fees

City of Battle Ground Water CFP contains a 6-year program of water system improvements and source development projects. The City of Battle Ground water service

area includes the new expansion area and the projects contained in the 6-year program provide for improvements to the water service system to support the new areas.

**Table E.4
Battle Ground
6-Year CFP Water
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	2	\$1,235,000	\$1,235,000
Reservoirs & Boosters	1	450,000	450,000
Main Extensions/Upgrades	5	1,270,000	1,270,000
Source of Supply	4	5,800,000	5,800,000
TOTAL	12	\$8,755,000	Water rates, connection fees

City of Camas Water CFP contains a 6-year program of water system improvement and source development projects. The City of Camas water service area includes the new expansion area. The City of Camas water system is part of a water-sewer utility that is accounted for as one utility. The program identifies funding from new water connection system development charges and user fees. It is projected that the city will be able to finance all capital improvements and maintain adequate financial reserves.

**Table E.5 Camas
6-Year CFP Water
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	1	\$210,000	\$210,000
Reservoirs & Boosters	3	1,900,000	1,900,000
Main Extensions/Upgrades	9	7,034,000	7,034,000
Source of Supply	7	6,900,000	6,900,000
TOTAL	20	\$16,044,000	Water rates, connection fees

City of Ridgefield CFP contains a 6-year program of water system improvements and source development projects. The City of Ridgefield water service area includes the new expansion area and the projects contained in the 6-year program provide for improvements to the water service system to support the new areas.

**Table E.6
Ridgefield
6-Year CFP Water
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	2	\$100,000	\$100,000
Reservoirs & Boosters	3	3,900,000	3,900,000
Main Extensions/Upgrades	15	2,800,000	2,800,000
Source of Supply	9	10,000,000	10,000,000
TOTAL	29	\$16,800,000	Water rates, connection fees

City of Vancouver Water CFP contains a short list of projects for the 6-year period. Based on discussion with city staff, these capital projects are related to serving the existing urban area. No additional capital investment by the city will be needed to serve the expansion areas. Any required water distribution system expansion to serve the new urban areas will be provided by the developers as they extend service to reach their urban developments.

**Table E.7
Vancouver
6-Year CFP Water
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	-	-	-
Reservoirs & Boosters	5	\$25,800,000	\$25,800,000
Main Extensions/Upgrades	12	32,000,000	32,000,000
Source of Supply	3	3,350,000	3,350,000
TOTAL	20	\$61,150,000	Water rates, connection fees

City of Washougal Water CFP contains a short list of projects for the 6-year period. Revenue to finance the 6-year capital improvement program is uncertain. The city depends on water system development fees to fund improvements.

**Table E.8
Washougal
6-Year CFP Water
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
General Plant	--	--	--
Reservoirs & Boosters	3	\$4,400,000	\$4,400,000
Main Extensions/Upgrades	6	3,300,000	3,300,000
Source of Supply	1	1,200,000	1,200,000
TOTAL	10	\$8,900,000	Water rates, connection fees

Regional Issue of Water Supply

Clark County relies almost entirely on groundwater aquifers for public and private use. The relevant components of the physical environment include topography, groundwater, climate, surface water, site sensitive areas, geology and soils and are tied to the physical environment within each service provider. Each component within a service provider’s area dictates the complexity of providing water service. In addition, DOE must process and provide additional water rights.

The location of the proposed expansion areas, are currently served by a water purveyor. To support the forecasted growth, new water supply areas would need to be developed and water rights either issued or transferred from other wells regardless of who provides the water. Each water system plan reviewed discusses the need to obtain new water sources and water rights within the next 6-years.

Level-of-service

The Coordinated Water System Plan coordinates the policies and goals of the GMA. Each purveyor as part of their individual water system plans is required under WAC 246-290-100 to identify their standards and support the minimum design and performance standards for the county. Water demands include average day demand, maximum daily demand, peak hourly demand, and fire protection demands. Each water purveyor uses the equivalent residential units (ERU) methodology to summarize water demand for non-residential users and historic records are primarily used for residential users. The development of ERUs for the CFPs is based on guidelines prepared by DOH.

Fire protection is considered an indirect concurrency service. The county has developed fire protection standards based on land use. The county-wide minimum general water service provision to provide fire protection is shown below in Table E-9.

**Table E.9
County-wide
Fire Protection
Flow
Requirements**

Types of Land Use	Fire Flow Requirements (gpm)	
	Minimum	Maximum
Commercial	1,000	2,500
Agriculture to Suburban Residential	500	1,000
Single-Family to Duplex	1,000	-----
Apartments to High Density Residential	1,500	3,000
Large Commercial and Industrial	2,000	-----

All water purveyors meet or exceed the minimum standards for water demand, storage demands, service pressures, and reliability either through their own system or the procurement of water through interconnections with adjacent purveyors. An ongoing upgrade of water distribution facilities that improve the water needs over the next 20 years will be monitored and adjusted by area as growth occurs.

Sanitary Sewer Systems

In a similar fashion to water, sewer service to the urban areas is generally provided by the jurisdiction associated with each urban area with the exceptions of Vancouver, Battle Ground, and the Three Creeks Special Planning Area. Sewer capital facilities plans provide for sewage collection and treatment to meet the expected needs of the future population. The provision of treatment capacity in some areas may represent a constraint in the timing of urban development, as major expansions to treatment capacity are necessary to accommodate the growth. Some of these constraints may be relieved through regional cooperation between sewer system providers.

Sewer Service Areas

Sewer service is confined to the urban areas (as shown in Figure 29) except where sewer was extended to address declared health emergencies or regional public facilities. For the most part, the jurisdictions associated with particular urban areas are the providers of sewer service.

Clark Regional Wastewater District (CRWWD) provides sewer service with treatment at the county's Salmon Creek Sewage Treatment Plant to the Three Creeks Special Planning Area and the northeastern section of the Vancouver Urban Growth Area. The City of Battle Ground conveys all of its wastewater to the Salmon Creek Wastewater Treatment Plant through an agreement with CRWWD.

In January 2007, the City of Vancouver and CRWWD approved an interlocal agreement between the sewer districts for a Merger Transition Feasibility Study due for completion at the end of August 2007. This study will evaluate the potential for the transition of CRWWD's wastewater collection operations and service area boundary within the Vancouver UGA to the city. The study is funded by both utilities for up to \$110,185 and is financed through the Vancouver Sewer Fund's 2007-2008 adopted budget and CRWWD's 2007 general operating fund.

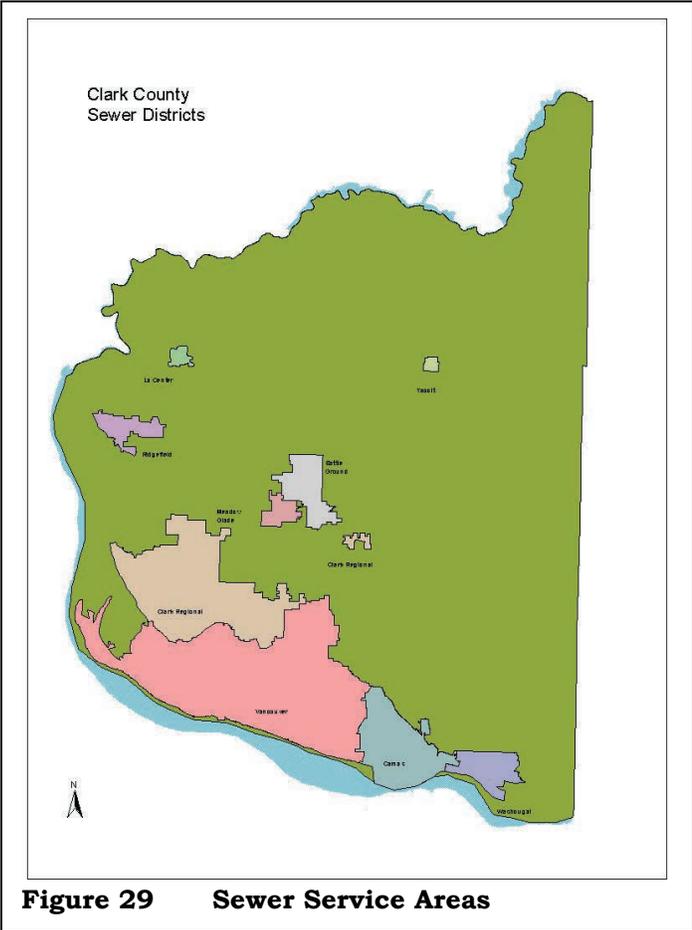


Figure 29 Sewer Service Areas

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

The sewer system plans of Clark Regional Wastewater District, Battle Ground, Camas, La Center, Ridgefield, Vancouver and Washougal contain a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity is listed below.

Table E.10 Wastewater Treatment Facilities Inventory

Agency	Type of Treatment	Design Flow Maximum Calendar Month (MGD)	Actual Flow Average Calendar Month 2005 (MGD)	Actual Flow Minimum Calendar Month 2005 (MGD)	Actual Flow Maximum Calendar Month 2005 (MGD)	Sludge Disposal Method
Clark County Salmon Creek Wastewater Management System	Secondary Activated sludge treatment	10.3	6.5	5.5	7.4	Land Application
City of Camas	Secondary Activated sludge treatment	6.1	2.3	1.9	3.1	Land Application
City of La Center	Secondary Activated sludge treatment	0.56	0.22	0.15	0.31	Land Application and Silviculture
City of Ridgefield	Secondary Activated sludge treatment	0.70	0.26	0.21	0.38	Transferred to Salmon Creek Wastewater Treatment Plant
City of Vancouver Westside	Secondary Activated sludge treatment	21.3	9.28	8.3	9.9	Incineration at the Westside Plant. Ash disposed at the Boardman Landfill
Marine Park	Secondary Activated sludge treatment	16.0	9.22	8.5	10.0	
Industrial Pretreatment	Secondary Lagoons Facultative treatment	3.2	1.2	0.8	3.0	
City of Washougal	Secondary Activated sludge treatment	2.24	1.2	1.06	1.49	Land Application

2. A forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

The cities of **Battle Ground, Camas, La Center, Ridgefield, Vancouver, and Washougal, Clark Regional Wastewater District and Clark County Public Works** have completed forecasts of future needs for wastewater capital facilities. These plans were based on assumptions of future households and ERUs equal to or greater than the future needs that would result from the October 24, 2006 map. Clark Regional Wastewater District and the City of Vancouver have expressed interest in serving the northeast section of the Vancouver UGA. Only CRWWD has included the new expansion area in their 20-year CFP forecasts.

The **Town of Yacolt** General Sewer Plan does not quantify future needs. However, it does address activities leading to the eventual establishment of a public sewer system. The plan describes a short-term program of community-wide septic system inspection and maintenance program. In addition, the plan outlines the anticipated timeline for design and construction of a public sewer system to include septic tank effluent pumps, gravity sewers, and a wastewater treatment facility.

3. A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.

Clark County Public Works Wastewater Facilities Plan/July 2004 General Sewer Plan for the Salmon Creek Wastewater Treatment Plant (SWWTP) has provided a 20-year list of proposed capital projects that are capable of providing for the needs identified in the forecast. The total program cost for the Phase 4 expansion was identified at \$106,760,000 in 2004 dollars. Phase 5 and 6 plant improvements, line extensions, and pump stations necessary to serve the urban expansion areas are identified and costs for providing these facilities have been estimated.

Clark Regional Wastewater District has provided a 20-year list of proposed capital facilities that are capable of providing for the needs identified in the forecast. The total program cost is \$90,166,054. Line extensions and pump stations necessary to serve the urban expansion areas within its service district are identified and costs for providing these facilities have been estimated.

City of Battle Ground's Plan includes a list of proposed projects totaling \$19,021,400 in 2004 dollars, to accommodate 20-year growth projections. The city may also share in the costs of SWWTP capacity improvements for Phases 5 and 6, since their growth is dependent upon plant expansion.

City of Camas's Plan includes a \$24.2 million list of expansions and new wastewater capital projects proposed as part of the city's 20-year CFP. The listing does not address any major expansion of capacity for the wastewater treatment plant, which is expected to reach capacity in 2015. Currently, Camas is working on preliminary engineering for the wastewater facility upgrade that will provide capacity for at least the next 20 years. The city is in the process of securing a public work trust fund loan to build the expansion.

City of La Center's Plan contains a list of 20-year system improvements and capacity upgrades that total \$56,134,000. The city has just completed the transition of sewer service operation from CPU in 2006. At this time, the only funding option for financing wastewater

treatment plant expansions is by debt. The plan recommends that elected officials, through a public process, formally adopt a policy in regards to the cost of growth – how the cost of growth should be proportioned between user fees and new development.

City of Ridgefield's plan identifies a Wastewater Treatment Plant Phasing Plan to serve the 20-year growth projections. Ridgefield's plan also identifies collection system improvements of \$72.4 million over the planning period. It is important to note that it may be difficult for the City of Ridgefield to obtain federal agency permits, since they intend to use stream corridor construction for these improvements. Therefore, the city may modify their plan to meet these obstacles.

City of Vancouver's Comprehensive Plan shows planned sewer improvements through 2023. No treatment facility projects are proposed as the Sanitary Sewer Plan indicates sufficient capacity expected for growth. The current plan, however, does not directly indicate that the city has sufficient capacity to serve the area identified in the October 24, 2006 map. Meanwhile the city and CRWWD have entered into a joint study to assess the feasibility of transiting CRWWD's wastewater collection operations and service area boundary to the city. The city's sanitary sewer capital programs and projects consist of \$91.2 million of public projects of the next 20 years.

City of Washougal's CFP has collection system improvements and treatment facilities totals equaling \$39,267,000 to accommodate additional growth over the next 20 years.

Town of Yacolt's Comprehensive Growth Management Plan contains a 20-year list of wastewater management projects including the estimated costs and financing methods to be used. Long-term costs for Yacolt's wastewater management program were estimated to be \$5,145,000 through year 2022. However, the Washington State Department of Ecology has never approved Yacolt's general sewer plan. The city needs to develop a new wastewater management plan that Washington State Department of Ecology can approve. Upon approval, Yacolt will have a more realistic program for funding a public sewer system.

- 4. A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark Regional Wastewater District 2006-2012 CFP contains a 6-year program of system improvements. The Clark Regional Wastewater District service area includes the new expansion area and a listing of improvement projects to provide for service to support the existing and new areas. The 2006 Amended CFP shows improvements and estimated costs. System components needed to support the proposed growth include: interceptor sewers, trunk sewers, 8" and smaller service lines, pump stations, monitoring wells, and related appurtenances. Table E.11 shows the Capital Facility project and cost. The district's funding sources for capital improvements include but are not limited to the following: revenue bonds, utility local improvement districts, connection charges, developer contributions/ extensions, grants, and loans.

**Table E.11
Clark Regional
Wastewater District
2006-2012
6-Year CFP Sewer
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Replace lines	2	\$512,859	\$512,859
Upgrade pump stations	2	790,389	790,389
Abandon pump stations	1	839,055	839,055
New pump stations	5	4,156,955	4,156,955
Construct new lines	25	48,628,060	48,628,060
Total	34	\$54,927,318	\$54,927,318

Clark County Public Works Wastewater Facilities Plan/General Sewer Plan for the Salmon Creek Wastewater Treatment Plant (SWWTP) has identified 6-year capital improvements needed to improve the county treatment plant and regional conveyance system. Clark Regional Wastewater District has reviewed the proposed county land use designations and determined that the General Sewer Plan is fully consistent with these provisions and the additional service demands that they entail. Future changes made to the General Sewer Plan should be reviewed for consistency with county plans on an annual basis.

**Table E.12
SWWTP 2006-2012
6-year CFP Sewer
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Expansion of Salmon Creek Facility Phase 4	1	\$13,700,000	\$13,700,000
Pump Station	1	14,000,000	14,000,000
Force Main	3	17,900,000	17,900,000
TOTAL	5	\$45,600,000	Revenue Bonds, a Public Works Trust Fund, CRWWD and Battle Ground

City of Battle Ground has identified capital facility needs, costs, and funding sources for the proposed expansion areas shown in the October 24, 2006 map. Several funding sources exist in addition to those listed in Table E.13 below such as local improvement district, connection charges, revolving loan fund program, developer funding, and State/Federal funding programs.

**Table E.13
Battle Ground
2004-2010
6-Year CFP Sewer
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Gravity Sewers	15	\$4,355,880	\$4,355,880
Pump Stations/Force Mains	13	6,431,600	6,431,600
TOTAL	28	\$10,787,480	Revenue Bonds and Public Works Trust Fund

City of Camas has indicated in their adopted March 2004 capital facilities plan sewer facility costs. Table E. 14 lists capital needs, costs and funding sources for their projects. The last line item in table below shows costs associated with the October 24, 2006 expansion.

**Table E.14
Camas
2004-2010
6-Year CFP
Sewer
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Main Lift Station Upgrade	1	\$1,352,000	\$1,352,000
Step System	3	3,767,000	4,217,000
Sewer Main Repair & Replacement	3	225,000	225,000
Joy Street Sewer Main Extension	1	1,338,480	1,338,480
Treatment, pumping, trunk collection lines	N/A	12,700,000	12,700,000
TOTAL	8	\$19,382,480	System Development and Developer Financing

City of La Center has assumed responsibility from Clark Public Utilities for their sewer system. The city has proposed system improvements to accommodate proposed growth in the October 24, 2006 map. La Center has several funding options for capital improvements such as local improvement districts, bonds, connection charges, revolving loan fund program, developer financing, and state and federal funding programs. Table E.15 displays capital needs and costs. At this time, financing system projects will require La Center to acquire debt.

**Table E.15
La Center
2006-2012
6-Year CFP
Sewer
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Treatment plant design, general sewer plan	2	\$1,300,000	\$1,300,000
New pump stations and sewer lines	13	14,198,000	14,198,000
Construct treatment plant	1	14,275,000	\$14,275,000
TOTAL	16	\$29,773,000	General obligation

City of Ridgefield's Capital Facilities Plans for 2005-2011 are shown in Table E.16 below. The city has indicated that the proposed system improvements can accommodate the growth in October 24, 2006 map.

**Table E.16
Ridgefield
2005-2011
6-Year CFP Sewer
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Lift stations and force mains	5	\$5,920,000	\$5,920,000
Sewer trunk mains	14	3,820,000	3,820,000
Wastewater treatment plant improvements	3	32,300,000	32,300,000
TOTAL	22	\$42,040,000	System Development and Developer Financing

City of Vancouver sanitary sewer capital programs and projects are listed in Table E.17 below. Conversations with city staff indicate that identified capital programs and projects can provide service for the proposed growth in the October 24, 2006 map. The table below shows capital needs from 2006 to 2009.

**Table E.17
Vancouver
2006-2009
6-Year CFP Sewer
Summary**

Capital Facility Project Type	Cost	Funding
Roadway coordination	\$5,203,000	\$5,203,000
Collection system projects	4,622,000	4,622,000
Pump station program	1,480,000	1,480,000
Relief sewer program	5,199,000	5,199,000
Substandard program	6,240,000	6,240,000
Sewer Connection Incentive Program	12,329,000	12,329,000
TOTAL	\$35,073,000	System Development and Developer Financing

City of Washougal's July Sewer System Capital Facility Plan lists improvements that can serve the proposed growth in October 24, 2006 map. Table E.18 below shows the city's capital needs. Washougal estimates that they will have to finance approximately \$19 million over the next six years.

**Table E.18
Washougal
2006-2012 6-Year
CFP Sewer Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Pump station upgrade and force main	2	\$2,063,000	\$2,063,000
Trunk sewer	1	838,000	838,000
Relief sewer	1	1,116,000	1,116,000
Stiles Road interceptor	1	1,916,000	1,916,000
Interceptor upgrades	1	326,000	326,000
Treatment plant expansion	3	23,490,000	23,490,000
TOTAL	9	\$29,749,000	System Development and Developer Financing

Town of Yacolt lists capital expenses for 2003 to 2008 in their 2004 Comprehensive Growth Management Plan. Yacolt has proposed adding Urban Reserve to the October 24, 2006 map. According to the GMA, sewer service must be provided in urban areas. Therefore, GMA regulations do not apply for this proposed urban reserve area.

**Table E.19
Yacolt
2003-2008
6-Year CFP
SEPTIC
Summary**

Capital Facility Project Type	Cost	Funding
Applications for wastewater management program funding	\$16,000	\$16,000
Collection system engineering report	24,000	24,000
Treatment plan facility plan	88,000	88,000
TOTAL	\$128,000	Grants and Loans

The Regional General Sewer Plan identified 6-year capital improvements required for the regional partnership to serve Battle Ground, Ridgefield, Clark County, and the Clark Regional Wastewater District. The only improvement not already identified in an existing General Sewer Plan is a new pipeline from the Ridgefield UGA to the Salmon Creek Treatment Plant, with associated pump station upgrades. Funding options for the new pipeline and pump station improvements include system development charges, Public Works Trust Fund loans, or revenue bonds.

**Table E.19A
Regional
Sewer
Partnership
2009-2013
2003-2008
CFP Sewer
Summary**

Capital Facility Project Type	Cost	Funding
Regional Pipeline	\$23,900,000	\$23,900,000
Regional Pump Station	\$2,100,000	\$2,100,000
TOTAL	\$26,000,000	\$26,000,000

Stormwater Facilities

Traditionally, stormwater management has primarily been a function of development activity, but is increasingly becoming a concern for water quality as well as water quantity. One of the trickier issues will be to retrofit existing development that has minimal or no stormwater detention/retention capability. This will be an issue for both the county and its cities but would eventually need to be addressed even if jurisdictions were not planning for additional urban area. Much of what happens will depend on revisions necessary to meet National Pollutant Discharge Elimination System (NPDES) requirements and there may be corresponding actions needed because of endangered species concerns. Most of the jurisdictions reviewed are addressing stormwater capital facilities to some extent but not all may be fully responsive to the legal requirements for capital facilities plans.

Background

The issue of stormwater has historically been addressed by developers when they develop property. The response has been an engineering solution to address water quantity, that is, to deal with the volume of water that could conceivably run off from the developed portion of the site. Most often stormwater is required to be detained or retained on-site. It is only more recently that issues of water quality are being addressed. Water quality issues require a different set of responses.

The county and its cities are responsible for addressing the water quantity and water quality impacts of development. The need to address water runoff issues comes from a provision in the county's discharge permit (NPDES, permit), which is issued by the Washington Department of Ecology. Water runoff is addressed through the use of stormwater facilities, which are manmade structures, such as temporary water holding ponds, dry wells, pipes and bioswales that help reduce flooding, slow water flow and clean contaminants from the water. Often stormwater carries contaminants such as soil, oils, chemicals, and other debris picked up from the surfaces over which it flows. In these areas, stormwater is routed off streets and parking lots into stormwater facilities.

The NPDES permit requires that the county have "a program to control runoff from new development, redevelopment and construction sites that discharge to the municipal storm sewers owned or operated by the permittee. The program must include: ordinances, minimum requirements, and best management practices (BMPs) equivalent to those found in Volumes I through IV of Ecology's Stormwater Management Manual for the Puget Sound Basin (1992 edition), permits, inspections and enforcement capability." The Clark County Community Development Department implements the following development regulations to control stormwater's adverse impacts on streams, wetlands, lakes, ground water and wildlife habitat:

- Stormwater and Erosion Control Ordinance, CCC Chapter 40.380
- Critical Aquifer Recharge Areas Ordinance, CCC Chapter 40.410
- Habitat Conservation Ordinance, CCC Chapter 40.440
- Wetland Protection Ordinance, CCC Chapter 40.450

The Clark County Public Works Department issues and enforces permits for utility construction in county right-of-ways.

The NPDES permit also requires that the county have "operation and maintenance programs for new and existing stormwater facilities owned or operated by the permittee, and an ordinance requiring and establishing responsibility for operation and maintenance of other stormwater facilities that discharge into municipal storm sewers owned or operated by the

permittee. The program shall include the disposal of street waste, decant, and cooperative efforts with Ecology and other entities to develop decant solutions.” Public Works’ Operations Division maintains all county-owned storm sewers and roadside ditches, while private facilities and storm sewers are maintained by the owner or operator. Catch basins, storm drains, ponds, bioswales, and pipes must be cleaned and maintained in order to operate efficiently. Clark County maintenance crew’s regularly clean catch basins, mow swales, clean areas around detention ponds, and perform other activities to ensure these facilities function properly.

Stormwater Service Areas

Each jurisdiction is responsible for planning stormwater facilities within its jurisdiction, as shown in the figure to the right.

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

Clark County has an extensive inventory of publicly-owned stormwater facilities. This information is maintained by the Public Works Department and is available in the county’s geographic information system (GIS).

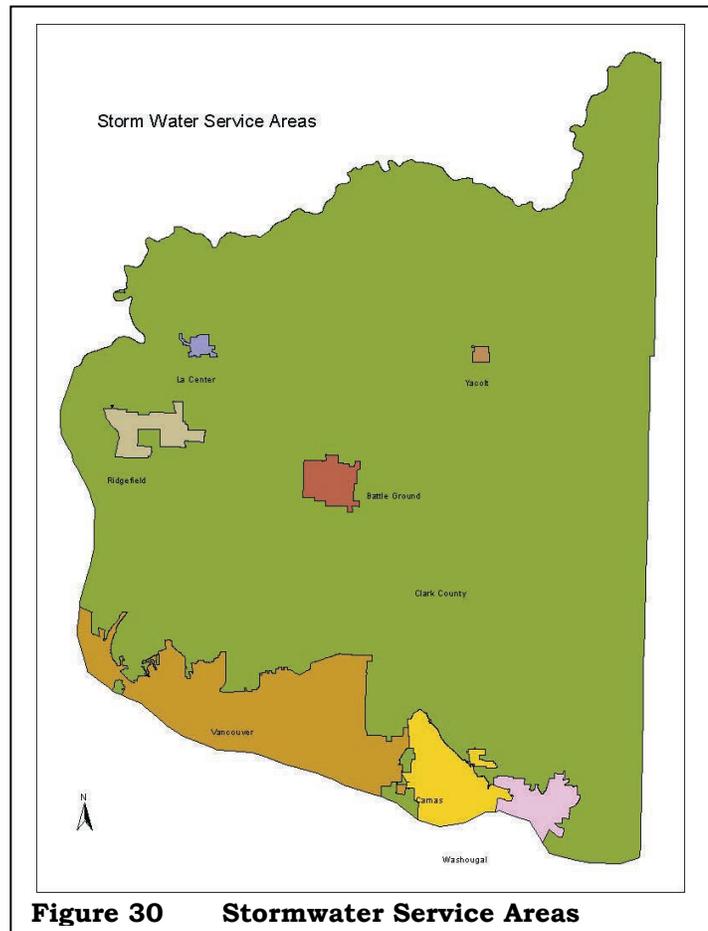


Figure 30 Stormwater Service Areas

The Cities of Battle Ground, Camas, La Center, Ridgefield, and Vancouver provided an inventory of publicly-owned stormwater facilities and can be viewed in their respective storm drainage system maps. **Woodland** provided both 6-year and 20-year CFP project list but did not include a list of publicly-owned facilities. **Washougal** did not address stormwater in their capital facilities plan. The **Town of Yacolt** did not include a list of publicly owned stormwater facilities, but does briefly mention existing facilities.

2. A forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

Clark County Clark County’s Public Works Department anticipates completing watershed needs assessment report for stormwater quality and list of capital improvements by the end

of December 2006, and will be based on GMA requirements. The department is scheduled to present to the Board of County Commissioners a list of stormwater-related capital improvements in 2007. This effort has focused primarily on the Whipple Creek watershed and other high profile locations throughout unincorporated Clark County.

Cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, Woodland and the Town of Yacolt rely on individual developments to be responsible for managing stormwater in accordance with stormwater management practices. It is expected that stormwater will be managed by collection and retention systems, percolation into the ground, and controlled discharge to the drainage system. The cities will own and manage any stormwater facilities located within the public right-of-ways. However, the need for regional publicly-owned facilities still exists. The cities of Battle Ground, Vancouver, and Woodland have prepared a forecast of the need for regional stormwater facilities based on the planned land use and population projections for the 20-year planning period.

3. A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.

Clark County Public Works Department plans, designs and constructs stormwater drainage and water quality facilities through a capital program funded by the county's clean water fee. The fee has been the subject of several legal challenges. Thus far, Clark County has prevailed and the fee continues to be implemented.

The county can no longer afford to wait on this last case for adjudication. In 2007, the Clark County will seek to increase the Clean Water Program Service fee to provide revenue to implement a six-year stormwater capital improvement program. However the county lacks detailed information to develop a 20-year stormwater plan.

The county is upgrading existing facilities and is purchasing property for new facilities. The following summarizes the county's effort regarding stormwater:

- building and retrofitting capital improvements to collect and treat stormwater;
- maintaining the county's existing stormwater system to remove contaminants before they enter local waters;
- educating students and citizens to promote watershed stewardship (improve water quality protection);
- enforcing laws as necessary to protect water for swimming, fishing, drinking, and other uses;
- monitoring to determine surface water quality and measuring the effectiveness of Clean Water Program efforts; and
- coordinating with a citizen advisory commission (Clean Water Commission) that is tasked to provide advice to the Board of County Commissioners, regarding Clean Water Program performance.

Please refer to question #2 response for the **Cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, Woodland and Town of Yacolt**.

4. ***A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark County Public Works has been using Clean Water Program Service fees to upgrade existing facilities and to purchase property for new facilities. The following summarizes the county's efforts with regard to stormwater:

- building and retrofitting capital improvements to collect and treat stormwater;
- maintaining the county's existing stormwater system to remove contaminants before they enter local waters;
- educating students and citizens to promote watershed stewardship (improve water quality protection);
- enforcing laws as necessary to protect water for swimming, fishing, drinking, and other uses;
- monitoring to determine surface water quality and measuring the effectiveness of Clean Water Program efforts; and
- developing a Stormwater Capital Improvement Project Involvement Team (SCIPIT) to produce criteria for selecting potential Stormwater Capital Improvement Projects (SCIP) for the next six-years. The Department of Public Works will provide their funding to the Board of County Commission in 2007.

The following table provides a summary of Clark County's 6-year stormwater capital program.

**Table E.20
Clark County
6-Year CFP
Stormwater
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
On-Going Capital Programs ²	1	\$4,500,000	\$4,500,000
Capital Projects		3,940,000	3,940,000
Joint WSDOT Projects ³	1	196,000	196,000
Support Expenditures ⁴	n/a	660,000	660,000
TOTAL	2	\$9,296,000¹	Clean Water Fee Available for Capital Projects

Notes:

¹ At the time of this writing, the Clark County's Stormwater Capital Improvements Projects list has yet to be approved by the Clark County Board of Commissioners. Approval is anticipated in 2007.

² This amount is for the Curtin Creek Project that is anticipated in 2007.

³ Stormwater project with Washington State Department of Transportation that benefits county and state. This amount will vary from year to year depending on what WSDOT approves.

⁴ Non-capital costs necessary to development and implement capital projects.

Table E.20 summarized from the 6-year stormwater drainage and water quality capital facilities plan and rounded to the nearest dollar to reflect the degree of variability that may exist in the estimates provided. The six-year capital facilities plan for stormwater and water quality has a great potential for variation and adjustment over the period covered (2007-2012) because:

- The program is primarily driven by the need to meet the requirements of the county's National Pollution Discharge Elimination System (NPDES) permit and as those requirements change the program must adjust to meet them. In 2007, Clark County will be required under a new permit to do more reporting. This could impact the amount of funding available for drainage-related capital projects.
- The nature of the drainage basins vary and the technical knowledge about the drainage basins improves as basin planning and engineering progresses with each year's projects.
- A six-year stormwater and water quality CFP has not received formal review by the Board of Clean Water Commission.

From 2007 through 2012, the proposed projects total \$9.5 million, with the funding coming from the Clean Water fees. This is the only list of stormwater projects that exists. Revenue sources for county projects beyond 2012 at this point are unknown.

Battle Ground has identified over \$2.3 million dollars of project improvements to the regional stormwater basins of Woodin Creek, Mill Creek, and Railroad Basin.

Vancouver has identified over \$14 million dollars of projects through 2012. Many of the projects (\$5.5 million) are not watershed specific but are related to citywide programs and projects. Burnt Bridge Creek watershed projects within the city are \$6 million and Columbia Slope projects total \$2.5 million.

Woodland has identified that improvements to Dike Road and Insel Road are projected to cost \$800,000.

Other Issues

At this point there are a number of factors that make detailed planning for stormwater problematic, beyond the fact that the county will need to address the issue in more of a county-wide fashion. For example, on the private side, all development is required to address stormwater on-site, and on the public side, road and other construction projects are required to address stormwater runoff. The cumulative impact of development will need to be addressed.

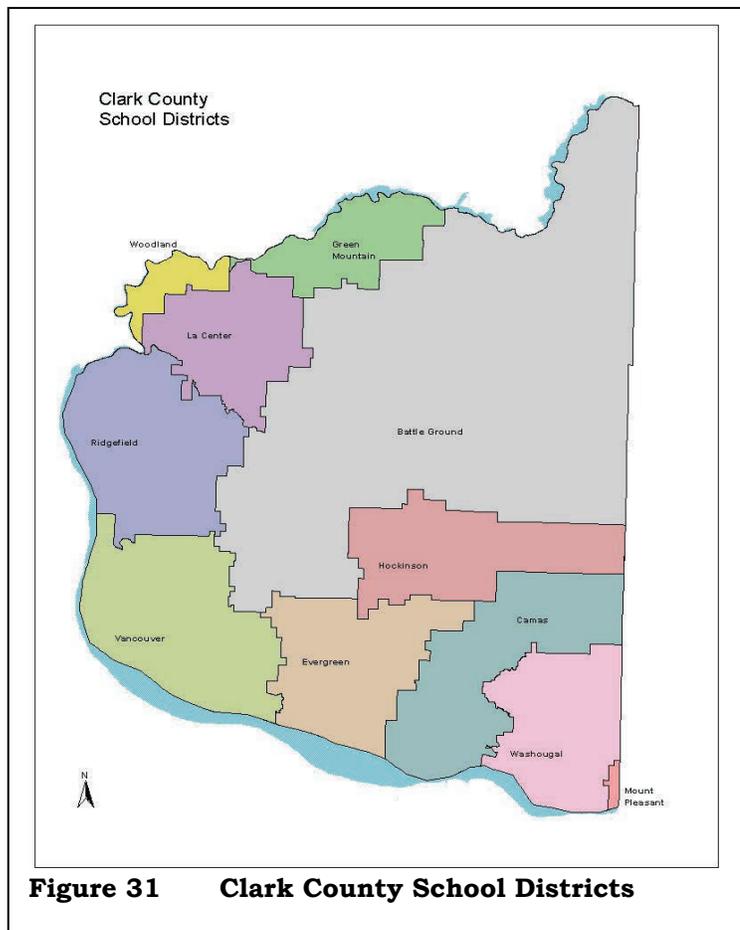
There has been much work done to develop drainage plans for county streams, but these plans address only water quantity. The county is now being forced to pay closer attention to water quality issues, and these two issues require different strategies for resolution. The county's stormwater and erosion control ordinance (Title 40.380) will be updated once the NPDES permit is issued in early January 2007. This may mean switching from the 1992 Puget Sound manual to the 2005 Stormwater Manual for Western Washington or something substantially equal to the 2005 manual. The Endangered Species Act (revisions to the Habitat Ordinances) requirements that may dictate specific courses of action.

Schools

School District Service Areas

The Clark County School District boundaries as shown in Figure 31 reflect the current adopted boundaries.

On October 17, 2006, the Clark County Board of Commissioners adopted the Battle Ground, Evergreen, and Ridgefield school districts' 2006 to 2012 Capital Facilities Plans. On May 17, 2007, Clark County will consider the Camas, Green Mountain, Hockinson, La Center, Vancouver, and Washougal School Districts' (together the "School Districts") 6-year Capital Facilities Plans for 2007-2013. The adopted Capital Facilities Plans (CFPs) relate to the adopted 2004 Growth Management Comprehensive Plan Map and the proposed Board of Commissioner's Recommended Comprehensive Plan Map (Preferred Alternative) dated October 24, 2006. Supplemental data was provided where necessary to project new student population derived from the Preferred Alternative to help identify any potential capacity and funding problems. The Woodland school district adopted a Capital Facilities plan in 2005. Since the comprehensive plan update does not include any changes that would impact the school district, no in depth analysis of the Woodland school district will be undertaken in this document.



Each school district (except Woodland) submitted a 20-year student projection and the estimated number of new schools needed to serve the twenty-year student projection. The Battle Ground, Camas, Green Mountain, Ridgefield and Washougal school districts used the following methodology to derive the forecasted 20-year student projection and needs estimate. The student population for the 20-year planning horizon was determined by multiplying each districts' current student generation rate (the average number of elementary, middle and high school students that reside in single family and multi-family dwelling units in each district) from Clark County the potential number of single family and multi-family households identified in each school district. An estimated student projection at build-out (students generated from houses at build-out plus the existing enrollment) is listed by elementary, middle, and high schools. An estimate for new capital facilities was determined by subtracting the school facility capacity that is forecast in 2012 or 2013, (when the six-year facility improvements have been built), depending on school district, from the student projection at build-out. Both the number of students and schools projected in these estimates are based on a number of assumptions.

Specifically, it is assumed that growth will occur to the maximum extent allowable under the current land use planning scheme in the next twenty years, that growth will occur at a consistent rate, and that the number of students generated from new development will remain consistent with current student generation rates. These estimates are not based on enrollment of students from existing housing, nor do the enrollment projections and facility needs take into account cohort survival, grade progression, population demographic changes, or local housing trends.

The Evergreen school district used the above method with some modifications for demographic changes over time to be consistent with its 2006 CFP. The Vancouver school district used its own 20-year enrollment forecast by ED Hovee & Company (consistent with its 2007 CFP), which takes into consideration the demographic changes expected in its urban environment over the twenty-year period.

Funding

The funding of school facilities is typically secured through three sources including voter-approved bonds, state matching funds, and impact fees. Bonds are used and are the principal source of revenue to fund site acquisition, construction of new schools, and other capital improvement projects. State matching funds can be secured for school construction projects only and is generally only awarded to districts with a sufficient number of un-housed students. School impact fees supplement the traditional funding sources for construction and expansion of school facilities needed to accommodate new development.

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers and these are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

The School District’s CFPs contain a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity is listed below.

School District	Number of Public Schools		
	Elementary	Middle School	High School
Battle Ground	6	6	2 ¹
Camas	5	2	1
Evergreen	20	6	4
Green Mountain	1	1	Students attend La Center High School
Hockinson	2	1	1
La Center	1	1	1
Ridgefield	2	1	1
Vancouver	21	6	6
Washougal	3	2	1

Note: Does not include schools that are used for alternative programs or leased facilities.

**Table E.21
Summary of
Current Clark
County School
District Facilities**

Table E.22 highlights forecasted school district enrollment during the 6-year planning period 2006-07 and 2012-13.

**Table E.22
Total School
Enrollments for
Clark County
School Districts
2006-07
Projected
Enrollment
2012-13**

School District	2006-07	2012-13	% change
Battle Ground	13,493	16,911	+24.5
Camas	5,442	6,727	+23.6
Evergreen	25,318	26,455	+4.5
Green Mountain	125	162	+29.6
Hockinson	2,074	2,247	+8.3
La Center	1,501	1,955	+30.2
Ridgefield	2,062	2,566	+19.6
Vancouver	21,751	22,896	+5.3
Washougal	3,026	3,849	+27.2
Woodland	2,024	2,335 ¹	+15.4
Total Enrollment	76,816	86,104	+10.8

¹2010 estimate.

Source: 2006-2012 and 2007-2013 School Districts' Capital Facility Plans

2. A forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

Please note that School Districts are required to update their Capital Facility Plans (CFPs) every two years. The CFPs that were received for this document may reflect different planning periods.

Battle Ground The improvements listed in this section are improvements needed in addition to the planned improvements through 2012. To accommodate the preferred alternative over the next twenty years in Battle Ground, three (3) new K-8 schools, expansions at the existing high schools and five (5) portables would be required. Please note that in the Battle Ground School District, elementary schools (K-5) and middle schools (6-8) are built on one site, as one campus. For the next six years, five (5) new K-8 schools (two are under construction), and one (1) new high school will be required. The cost of these six year improvements will be \$247,652,481.

Camas The improvements listed are in addition to the planned improvements through 2013. To accommodate the preferred alternative over the next twenty years in Camas, three (3) new elementary schools, two (2) new middle schools, and expansion of an existing high school will be required. In addition, eleven (11) portables will be needed. For the next six years, however, the CFP indicates the need for replacement elementary schools, one (1) new elementary school, an expansion of an existing elementary school, and expansion of the existing high school. These six year costs will be \$113,000,000. A bond in the amount of \$90 million was approved by the voters in February 2007 to meet the needs of these improvements. The balance of the \$113 million is funded through state match and impact fees.

Evergreen To accommodate the preferred alternative (in addition to improvements through 2012) over the next twenty years for the Evergreen school district, seven (7) new elementary schools, one (1) new middle school, one (1) new high school, and forty-nine (49) portables will be required. For the next six years, three (3) new elementary schools, one (1) new middle school, and one (1) new high school will be needed. These six year costs will be \$155,300,000.

Green Mountain The twenty-year forecast to accommodate the preferred alternative (in addition to improvements through 2013) requires the construction of one (1) new elementary school and one (1) portable with conversion of the existing elementary facility into a middle school. In addition, the six year plan indicates the need for expansions to the existing schools at a cost of \$ 445,876.

Hockinson To accommodate the preferred alternative over the 20-year planning horizon (in addition to improvements through 2013), the Hockinson School District estimates the need for an expansion to the existing high school and eight (8) portables. For the next six years, one (1) new elementary school will be constructed. These six year improvements will cost \$26,000,000 and will be funded through a voted school bond, impact fees and possibly a state match.

La Center To accommodate the preferred alternative over the 20-year horizon (in addition to improvements through 2013), the following improvements will be required: one (1) additional elementary school, one (1) new middle school (the old middle school facility will be used to house additional students from the original elementary school listed in the current facilities inventory), and expansion of the high school. For the next six years, one (1) new elementary school will be constructed. This six year improvement will cost \$20,188,750.

Ridgefield To accommodate the preferred alternative over the next 20 years (in addition to improvements through 2012), the following improvements will be required: four (4) new elementary schools, one (1) new middle school, one (1) new high school and four (4) portables. For the next six years the following will be constructed: one (1) new high school, an expansion and renovation of the present high school for use as a middle school, and the renovation and expansion of the existing middle and elementary schools. It will cost \$199,517,775.

Vancouver The majority of the Vancouver School District's boundary is in a fairly urban, built-out environment. Enrollment growth in the future is dependent on infill, redevelopment, densification, and neighborhood turnover. No new facilities are necessary for the overall twenty-year projected enrollment. The district's enrollment is projected to increase to a peak between 2014 and 2017, and then decline somewhat to 2025, due to an aging population and the district's more urban nature. For the 6 year horizon, the Vancouver School District will require either a new and/or existing elementary expansion/replacement at a cost of \$9,606,788.

Washougal To accommodate the preferred alternative over the next 20 years (in addition to the improvements through 2013), the following improvements will be required: three (3) new elementary schools, one (1) new middle school, one (1) new high school, and five (5) portables. For the next six years, one (1) new elementary school and one (1) new middle school will be constructed (probably on one site as a K-8 campus). These six year improvements will cost \$35,298,496.

Woodland The 20-year forecast to accommodate the preferred alternative does not require improvements.

- 3. A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

Each school district provided a 20-year listing of facility needs. The following Table E.23 below illustrates the necessary facility needs beyond the 6-year CFP.

School District	Number of Public Schools		
	Elementary	Middle School	High School
Battle Ground	3	3	Expansion
Camas	3	2	Expansion
Evergreen	7	1	1
Green Mountain	1	0	0
Hockinson	0	0	Expansion
La Center	1	1	Expansion
Ridgefield	4	1	1
Vancouver	0	0	0
Washougal	3	1	1

4. *A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).*

Table E.24 below indicates the 6-year capital facility needs and costs for each School District according to the District's current 6-year Capital Facility Plans. Please note that School Districts are required to update their Capital Facility Plans (CFPs) every two years, therefore the CFPs that were received for this document may reflect different planning periods. In 2006, the Board of County Commissioners adopted CFPs for the following districts: Battle Ground, Evergreen, and Ridgefield. In 2007, the remaining districts are in process of updating their CFPs.

Table E.24 Clark County School Districts 6-Year CFP Summary

School District	Number of Public Schools			Funding
	Elementary	Middle School	High School	
Battle Ground	5	5	1	\$247,652,481
Camas	1 Replacement Expansion	0	Expansion	113,000,000
Evergreen	3	1	1	155,300,000
Green Mountain	Expansion	Expansion	N/A	445,876
Hockinson	1	0	0	26,000,000
La Center	1	0	0	20,188,750
Ridgefield	1 Renovation	1 Renovation	1 new 1 Renovation	199,517,775
Vancouver	1 new and/or expansion	0	0	9,606,788
Washougal	1	1	0	43,432,496
Total				\$815,144,166

Parks and Recreational Facilities

Parks and recreational facilities for urban development are typically provided by the cities associated with the urban areas. As with most other capital facilities, the notable exception to that pattern of capital facility provision exists for the Vancouver Urban Area. Most jurisdictions have identified parks and recreational facilities to serve their entire urban area.

Parks and Recreational Facility Service Areas

In the Vancouver Urban area, urban parks and recreational facilities are the responsibility of a joint city-county agency managed by the City of Vancouver (under contract to Clark County). Vancouver-Clark Parks also provides planning and programming for regional parks and recreational facilities. For other urban areas, the associated city provides urban parks and recreational facilities.

Provision of Parks in the Unincorporated Urban Area

The provision of parks in the unincorporated portion of the Vancouver Urban Area has been a challenge for Clark County. The nature of the challenge is not in the acquisition of land for new parks or the development of parkland into what citizens typically associate with the term "park." The primary source of funding for parkland acquisition and development has been impact fees. Those fees carry a legal requirement to spend them within six years of receipt on eligible projects or return them to property owners who paid the fee. Generally, the county has been able to meet that legal requirement and the additional one to meet the public share of the impact fee program.

Acquisition is also funded by the Greater Clark Parks District, a metropolitan parks district, which has taxing authority of \$6.25 per \$1,000.00 of assessed value. The challenge lies in what happens after an urban park is developed; it requires regular maintenance. The county does not have the financial capability to meet the costs of on-going maintenance. For that reason, much of the undeveloped urban parkland remains undeveloped. Recently, the county has entered into maintenance agreements for specific urban parks with local neighborhood groups in the hope that direct billing of citizens for maintenance of a specific local park would clearly demonstrate the value of having developed and maintained urban parks in the unincorporated area.

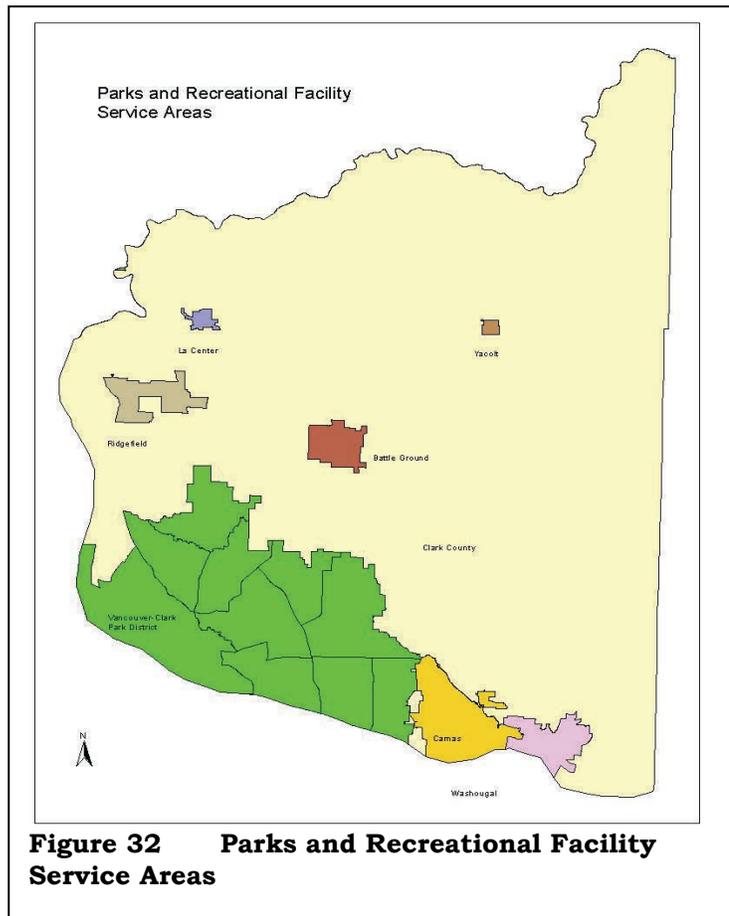


Figure 32 Parks and Recreational Facility Service Areas

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

The following table provides a summary of all park facilities in Clark County.

Park Type	Developed (acres)	Undeveloped (acres)
Neighborhood Parks	569	337
Community Parks	688	288
Regional Parks	286	2048
Conservation and Greenway	NA	1898
Open Space	NA	318
Regional Trails	NA	105

Table E.25
Existing Clark
County Park
Facilities

Note: Includes School and Drainage Land

2. A forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

The **Vancouver-Clark Parks and Recreation District** is in the hearing process for the 2006 Vancouver-Clark Parks, Recreation, and Open Space Plan. The City of Vancouver adopted the plan in December 2006. The Board of County Commissions will consider the plan in mid-2007. The District has provided Parkland and Acquisition and Development needs analysis based on the preferred alternative and will update the new CFP to be consistent with the new adopted Comprehensive Plan. Currently, Vancouver-Clark Parks system includes over 7,400 acres of parkland at 239 sites. The District has reviewed the October 24, 2006 map and forecast of future needs to exceed the acquisition and development of 4,700 acres for parkland.

The **City of Battle Ground** has completed a forecast of future need that is consistent with the October 24, 2006 preferred alternative map.

The **City of Camas** has reviewed the October 24, 2006 map and submitted additional information. Based on the preferred alternative map the City intends to add an additional 158 acres of green-space and two existing regional parks to accommodate the projected growth.

The **City of La Center** has reviewed the October 24, 2006 map, but has not submitted additional information. Based on the adopted 2004 Comprehensive Plan the City has forecasted the need for additional park land that is consistent with the preferred alternative.

The **City of Ridgefield** has reviewed the October 24, 2006 map, but has not submitted additional information. The City studied a much larger geographic area than the current map shows during the latest Environmental Impact Statement. That study area identifies need for this plan.

The **City of Washougal** has reviewed the October 24, 2006 map, but has not submitted additional information. Based on the adopted Washougal Comprehensive Parks and Recreation plan the City has forecasted for future needs that will be consistent with the October 24, 2006 map.

The **Town of Yacolt** has reviewed the October 24, 2006 map, but has not submitted additional information beyond the adopted 2004 Capital Facilities Plan.

- 3. *A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.***

The **Vancouver-Clark Parks and Recreation District** has reviewed the October 24, 2006 map and has provided needs analysis based on the preferred alternative exceed the acquisition and development of 4,700 acres for parkland at over \$70 million.

The **City of Battle Ground** has submitted additional information that includes a need for at least 6 new neighborhood parks to serve the expansion areas. The new parks would likely be 3 to 5 acres in size.

The **City of Camas** has provided a forecast based on the preferred alternative map that shows additional parks and open space funding needs to exceed \$6.6 million.

The recently completed **City of La Center** final Environmental Impact Statement lists a total of 70 additional acres of parks and trails would be needed to be consistent with the October 24, 2006 map.

City of Ridgefield provided a listing of projected needs is shown in the Environmental Impact Statement completed by the City.

City of Washougal Comprehensive Parks and Recreation Plan identifies needs for the City through 2024.

The **Town of Yacolt** does not expect to add additional parks based on the October 24, 2006 map. The expected population does not necessitate development of new parks within the Town.

- 4. *A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

The **Vancouver-Clark Parks and Recreation District** has reviewed the October 24, 2006 map and is in the hearing process of for the 2006 Parks, Recreation, and Open Space Plan. The Plan was adopted by the City of Vancouver in December 2006 and is scheduled to be heard by the Board of County Commissions in May 2007. The District has assured staff that the final CFP component will be consistent with the preferred alternative map.

The **City of Battle Ground** parks capital facilities plan contains a 6-year and 20-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund, bonding and private partnership funding as being sufficient to support the program.

The **City of Camas** parks capital facilities plan contains a 6-year program of park improvement and other projects. The program identifies funding from impact fees, real

estate excise taxes, the city's general fund, bonding and private partnership funding as being sufficient to support the program.

The **City of La Center** parks capital facilities plan contains a 6-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund, bonding and private partnership funding as being sufficient to support the program.

The **City of Ridgefield** parks capital facilities plan contains a 6-year program of park improvement and other projects. The program identifies funding from impact fees, real estate excise taxes, the city's general fund, bonding and private partnership funding as being sufficient to support the program.

The **City of Washougal** parks capital facilities plan contains a 6-year program of parks projects. The plan identifies funding from impact fees, grants, donations, The Park Development Fund(a one time source of funds) and general fund dollars as being sufficient to the program.

The **Town of Yacolt** parks capital facilities plan contains a 6-year program of parks projects. The plan identifies funding from, real estate excise taxes, grants, and city's street fund as being sufficient to support the program.

Levels-of-Service

Parks and Recreational facilities are one of the quantifiable services provided by a jurisdiction. National and jurisdictional standards have been set for the provision of 5.0 acres of different types of parks for every 1000 citizens. Many area jurisdictions have disclosed the need for parks based upon projected population increases, and have provided reference to the funding types that will pay for them. However, little work has been done by some jurisdictions to forecast the long-term viability of these funding strategies.

Table E.26 Park Standards for Each Jurisdiction

Jurisdiction	Parks and Open Space Standard (acre/1,000 population)			
	Neighborhood	Community	Urban	Regional
Battle Ground	5.0	--	--	N/A
Camas	2.5*	2.5*	*Open Space/30.0	N/A
La Center	1.5	5.0	Trails/.50	N/A
Ridgefield	1.5	5.0	Trails/.50	N/A
Vancouver	2.0	4.0	Comb./6.0	N/A
Washougal	.61	2.68	Special Use Areas/ Waterfront /Natural Open Space Areas – 3.12 Ac.	N/A
Yacolt	1.0	3.0	1.0	N/A
Clark County	N/A	N/A	N/A	10.0

Source: Vancouver-Clark Parks & Recreation Comprehensive Parks, Recreation, & Open Space Plan; Camas Parks and Recreation Master Plan; Battle Ground Parks and Recreation Plan; Washougal Comprehensive Park and Recreation Plan; La Center Urban Area Capital Facilities Plan (2004).

* *The City of Camas uses a distance calculation to determine level of service. The numbers listed above represent the calculation the City uses for Park Impact Fees.*

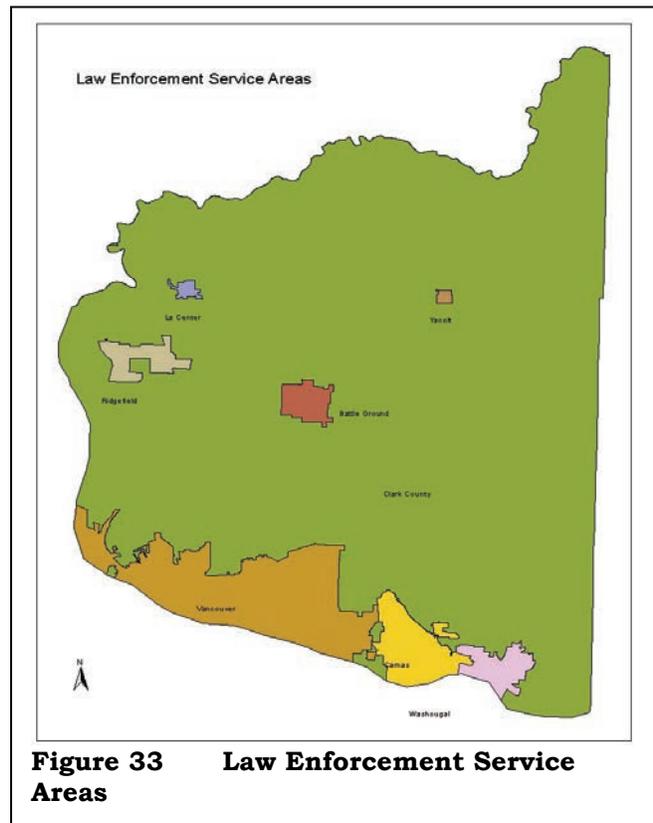
Police

Based on a review of the CFP's of the various cities, most Law Enforcement Capital Facilities needs for the next 20 years have been, or are in the process of being met with funded projects underway. The major exceptions include a large County jail expansion and the possibility of a second expansion, the replacement of existing obsolete facilities, such as the County's Central Precinct, the Marine Patrol Facility and the Jail/Records Management System.

Law Enforcement Service Areas

Each city in Clark County provides police protection for its citizens. Yacolt provides police services through a contract with the Sheriff. Clark County provides police protection for the citizens in unincorporated Clark County. In addition, all jurisdictions have interlocal mutual assistance agreements.

Each jurisdiction provides police station facilities. Several jurisdictions have added additional stations, precincts or expansions to existing facilities to accommodate their needs over the next twenty years. Some jurisdictions identified additional facilities, such as a \$1.5 Million expansion/remodel of a Camas Police Station after the year 2017. Vancouver indicates the need for a new 20,000 square foot Central Precinct within the twenty year planning period. The cities rely on Clark County for jail facilities, both short and long term.



The Washington State Patrol has police jurisdiction on state routes in the county, is largely responsible for state facilities, and provides backup for the Clark County Sheriff's Department and local jurisdictions.

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

Table E.27 Existing Police Service Providers

Jurisdiction	Facilities
Clark County Sheriff	Clark County Law Enforcement Center – Sheriff’s Office Law Enforcement Center – Jail Property Evidence Building at 906 Harney Medical Examiners Office Jail Work Center Marine Patrol Boat House at Port of Vancouver West Precinct at 179 th Street Central Precinct at 149 th Street Public Works Facility (owned by PW) Munitions Bunker at Shops at 78 th Street Public Works facility Narcotics Task Force Facility Child Abuse Intervention Center Shooting Range
Battle Ground	Police Department office at 507 SW 1 st Street
Camas	Camas Police Department offices at 2100 NE 3 rd Avenue Holding facility with three cells
La Center	Police department offices at 105 W 5 th Street
Ridgefield	Police department offices at 116 N Main Street
Vancouver	Headquarters at 605 E Evergreen Street Central Precinct at 2800 NE Stapleton Road East Precinct at 520 SE 155 th Avenue Investigations/Evidence at 2120 E 13 th Street
Washougal	Washougal Police Department offices at 1320 A Street Two holding facilities

2. A

forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

The **Clark County Sheriff’s** forecast of future needs was provided that is consistent with the land use plan that the Board identified on October 24, 2006. The Sheriff’s Office reviewed the Capital Facilities Plan that was submitted in April 2004 for the last Comprehensive Plan update to determine how it might be affected by the Preferred Alternative map and related assumptions. The elevated growth assumptions and elapsed time caused the Sheriff’s office to reexamine the appropriate size of specific capital expansion plans. The changes have been identified in their updated Capital Facility Plans.

The **City of Battle Ground** has reviewed the October 24, 2006 map and determined that it will have no impact on future police capital facility needs.

The **City of Camas** has reviewed the October 24, 2006 map and determined the need for a remodel/expansion of the existing Police Department building.

The **City of La Center** has reviewed the October 24, 2006 map and has no plans for new or expanded law enforcement facilities during the planning period.

The **City of Ridgefield** has reviewed the October 24, 2006 map and as indicated in their 2005 Comprehensive plan, will need a new facility for police services to accommodate future growth.

The **City of Vancouver** has reviewed the October 24, 2006 map and revised their Capital Facility Plans. A new Central Precinct is in the planning stage at this point. Part of this project will also include a new evidence warehouse.

The **City of Washougal** does not have a Capital Facilities Plan specifically for Police. The City is not proposing to accommodate significant additional growth at this time. Existing facilities are expected to be adequate.

Clark County Sheriff deputies respond to requests for law enforcement within the **Town of Yacolt** but their basic charge is to patrol only within the surrounding unincorporated area. The town contracts with the sheriff for additional security patrols within the town. Under this agreement the town receives all the law enforcement services required under state statutes for at least an average of 6.5 hours per week, in addition to the level-of-service and time customarily devoted to an unincorporated area, also statutorily required.

Given the increase in the population of Yacolt and the corresponding increase in crimes and calls for police protection, the town will need to modify its contract with the sheriff to obtain additional security patrols. A sheriff deputy dispatch office should be established in Yacolt, which would serve as an outpost of the central precinct headquarters in Brush Prairie.

3. A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.

The **Clark County Sheriff's** office has submitted information including the possible need to complete a second jail expansion within the twenty-year Comprehensive Plan period. The need for a second expansion, as well as its timing and size, will depend on when the first jail expansion is completed, how many beds it adds, and the accuracy of the population forecast for the twenty year period.

The **City of Battle Ground** has determined that there will be no need for additional Police facilities in the twenty-year period. This is due to the fact that they have recently completed construction of a new 18,000 square foot law enforcement building that should accommodate the city as the population increases.

The **City of Camas** has provided a proposed forecast based on the preferred alternative map. It includes a \$1.5 million remodel/expansion of the existing Police Department building.

The **City of La Center** does not have a Capital Facilities Plan specifically for law enforcement. At this time, they are not forecasting a need for expansions to capital facilities or new capital facilities within the 20-year planning period.

The **City of Ridgefield** has reviewed the October 24, 2006 map and as indicated in their 2005 Comprehensive plan, will need a new facility for police services to accommodate future growth.

The **City of Vancouver** has reviewed the October 24, 2006 map and has revised their Capital Facility Plans. A new central precinct is in the planning stage at this point. The new central precinct will be roughly 20,000 square feet and be part of a public works center to be built by redeveloping the current city shops area at Fourth Plain and General Anderson. Also, as part of the redevelopment, a new evidence warehouse will be built to house Vancouver Police Department evidence. This facility will be on the east side of General Anderson and will take the place of the current evidence warehouse at 13th and C Streets.

Except for these details, long term CFP plans remain the same as described in the 2004 Comprehensive Plan. The City's 2004 Comprehensive Plan projects the need for an evidence facility, new headquarters site and building, and a new west precinct site and building.

The **City of Washougal** does not have a Capital Facilities Plan for law enforcement and are not proposing to accommodate additional growth at this time. Existing facilities are expected to be adequate.

Clark County Sheriff deputies respond to requests for law enforcement within **Town of Yacolt** but their basic charge is to patrol only within the surrounding unincorporated area. The town contracts with the sheriff for additional security patrols within the town. Under this agreement the town receives all the law enforcement services required under state statutes for at least an average of 6.5 hours per week, in addition to the level-of-service and time customarily devoted to an unincorporated area, also statutorily required.

Given the increase in the population of Yacolt and the corresponding increase in crimes and calls for police protection, the town will need to modify its contract with the sheriff to obtain additional security patrols. A sheriff deputy dispatch office should be established in Yacolt, which would serve as an outpost of the central precinct headquarters in Brush Prairie.

- 4. A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).***

Clark County Sheriff's CFP contains a list of projects for the 6-year period. These projects will be financed with a variety of funding sources.

Table E. 28 Clark County Sheriff's Proposed Capital Facilities Program

Clark County Sheriff's Proposed Capital Facilities Program			
Capital Facility	Description	Cost	Funding
Jail Expansion (New)	600-700 bed maximum security facility with administrative offices, office for Property and Evidence and parking	\$100,000,000	Bonds, levy or sales tax
Central Precinct Replacement	8,600 sq. ft. building, space for public meetings and parking. Joint project with Public Works	2,000,000	Bonds, Road Fund Diversion or General Fund Allocation
Marine Patrol Facilities Replacement	1,300 sq. ft. boathouse and 720 sq. ft. boat storage garage	100,000	General Fund
Jail/Records Management Replacement	Building remodel/expansion to house inmate and criminal records, related information.	2,100,000	Information Technology Reserve Funds
East Precinct	8,000-9,000 sq. ft.. Precinct – including space for public meetings and parking	3,000,000	Bonds, General Fund or Levy
Shooting Range	Classrooms, ~ 40 lanes, storage, tactical training facilities (including EIS for new site and decommissioning of old site)	1,000,000	Bonds, General Fund or Levy
TOTAL		\$108,200,000	

Battle Ground will not require additional law enforcement facilities, as they have just completed construction of a new 18,000 square foot building that should accommodate the city as the population increases.

Camas does not have any projects proposed for the 6-year period.

La Center will not require additional law enforcement facilities within this 6-year period.

The City of Ridgefield's CFP contains one project for the 6-year period. The city intends to acquire a police operations center at \$175,000 using Real Estate Excise Tax.

Vancouver's CFP contains a list of projects for the 6-year period. These projects will be possible through a variety of funding sources.

Table E.29 City of Vancouver Capital Program

Capital Facility	Description	Cost	Funding
Central Precinct Building	Construction of new Central Precinct Building	\$7,200,000	General Fund
Evidence Facility	Construction of new evidence facility	3,800,000	Bond
Headquarter	Acquisition and construction of new headquarters building	5,500,000	General Fund
Training Center	Construction of a training center/firing range	8,000,000	unknown
TOTAL		\$24,500,000	

Washougal does not have a Capital Facilities Program for law enforcement. Current facilities are expected to adequately serve the future population.

Fire Protection

Fire protection is provided throughout the county in both urban and rural areas by a variety of cities and districts. The large number of providers has made summarizing the capital facilities plans challenging, as many districts have not submitted plans for review containing a 20-year list of capital needs. Most of the city fire departments have completed fully compliant capital facilities plans that demonstrate the ability to provide fire protection services to their service areas at their response time standard. 20-year capital facilities plans are not typically produced by small, rural fire districts. Though this does constitute a shortcoming of this analysis, it is not as critical a matter as others addressed for this capital facilities summary.

Fire Protection Service Areas

Fire protection is provided through both city fire departments and fire districts that cover both urban and rural unincorporated areas. For some urban areas, there is not a city fire department within the incorporated area and fire protection is provided by a fire district. Figure 34 illustrates the boundaries of the fire protection providers in Clark County.

It should be noted that some districts are entirely rural, even under the proposed expansions to the urban areas. As such, the capital facilities plans for those districts and the ability to maintain response times do not directly affect the urban growth boundary decision.

Analysis

The following analysis reviews the required components under RCW 36.70A.070(3). The county completed a comprehensive review of the resource documents submitted by the service providers which are incorporated by reference in the Resource Document section of this Appendix.

1. Does the CFP contain an inventory of existing publicly owned facilities, with location and capacities?

A complete review of fire provider's CFPs contains a detailed inventory of publicly-owned facilities, including location and capacities. A summary of current facilities and their associated capacity are listed below.

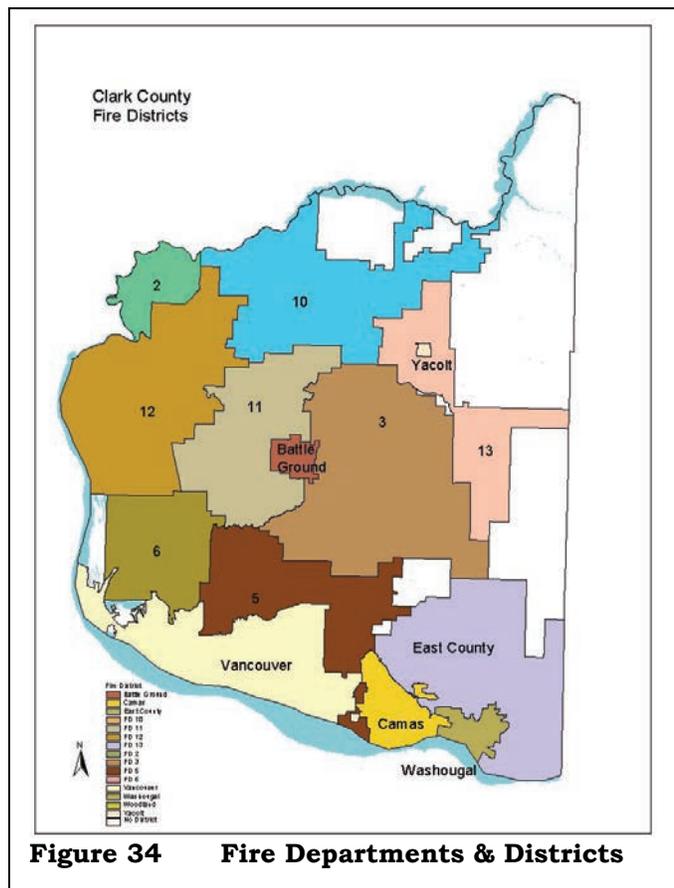


Figure 34 Fire Departments & Districts

Table E.30 Fire Protection Providers

District	Population Served 2005	Current Facilities	Area (sq. mi.)	No. Stations	Avg. Response Time, 2005 (minutes)	WSRB Rating
Municipal						
Battle Ground	14,960	1	4.2	1	5	5
Camas	15,460	2	12	2	6	4
Vancouver*	232,169	10	93	9	6:51 fire 4:48 EMS	4
Washougal	11,350	1	6	1	3 – 4	5
Fire Districts						
CCFD No. 1	3,149	2	20	2	6:14	8
CCFD No. 2	2,063	3	35	1	8.5	8
CCFD No. 3	20,000+	4	83	4	6	5
CCFD No. 5**	77,369		44	Combined with City of Vancouver		
CCFD No. 6*	60,000	4	37	3 + 1 joint	3:41	3
CCFD No. 9	6,604	5	38	3	6:04	8
CCFD No. 10	6,725	6	68	6	6.3	8
CCFD No. 11	30,000	5*	54	3 + 1 joint	5.5 fire 4.5 EMS	(6 District 11, 5 City of B.G.)
CCFD No. 12*	14,000	5	70	4 + 1 joint	5 fire 5 EMS	4 (5 Ridgefield; 4 La Center)
CCFD No. 13	5,380	2	36	2	6.3	8 (6 Yacolt)

Note: *shares one facility with CCFD's #6 and 12. **CCFD #5 contracts with the City of Vancouver to provide service.

2. A forecast of future needs is provided that is consistent with the land use plan that the Board identified on October 24, 2006.

Each service provider reviewed the forecast of future need that is consistent with the October 24, 2006 preferred alternative map. Table E.31 illustrates each provider has a 6-year CFP forecast consistent with the preferred map. Rural fire districts 3 through 11 did not foresee any difficulty providing service in the 20-year timeframe because the preferred alternative focused on new growth allocated to the urban growth areas.

**Table E.31
Future Fire
Needs**

Service Provider	6-Year forecast	20-year forecast
Battle Ground	Yes	Yes
Camas	Yes	Yes
Vancouver*	Yes	No
Washougal	Yes	Yes
CCFD No. 2	Yes	Yes
CCFD No. 3	Yes	No
CCFD No. 5**	Yes	No
CCFD No. 6*	Yes	No
CCFD No. 9	Yes	No
CCFD No. 10	Yes	No
CCFD No. 11	Yes	No
CCFD No. 12*	Yes	Yes
CCFD No. 13	Yes	Yes

Note: *shares one facility with CCFD's #6 and 12. **CCFD #5 contracts with the City of Vancouver to provide service.

- 3. A listing is provided of proposed expansions to capital facilities or new capital facilities that are capable of providing for the needs identified in the forecast. This should be a "20-year listing" since the land use plan covers a 20-year period.**

City of Battle Ground's CFP has an estimated 20-year expenditure totaling \$3,620,630. It includes remodeling and expanding station 11-3; purchasing fire trucks and equipment; building a fire training tower, and acquiring land for a training facility. The city contracts for fire services from Fire District #11.

City of Camas's CFP indicates that for the proposed expansion area in the October 24, 2006 map will cost an additional \$3.5 million over the next 20 years to provide fire service and require an additional fire station and fire and EMS apparatus. The total 20-year cost is \$5.8 million.

City of Washougal's CFP shows a 20-year list of fire service priorities. It lists capital facility needs into two priorities; the construction of an East Side Station and the construction of a West Side Station. The cost for priority one is \$2,756,000 and priority two is \$2,550,000. The grand total equals \$5,306,000.

Fire District #2's CFP lists 20-years of capital facility needs to provide fire services. The district covers a portion of northwest rural Clark County and the City of Woodland in Cowlitz County. Their total capital facility need is \$8.6 million that will include new vehicles, equipment, and constructing a new fire station.

Fire District #12's CFP identifies 20-year capital facility needs. The 5-year needs include three command vehicles, three life packs, one rescue vehicle, and one rescue pumper. Total 5-year costs equal \$386,000. The rescue pumper would be fully paid by the Cowlitz Casino. Five to ten year needs include three command vehicles, one fire engine and one water tender; total cost: \$610,000. The CFP's 10- to 20-year needs include three command vehicles, two fire engines, air packs, three life packs, one brush rig, one ladder truck, one rescue vehicle, and constructing a fire station; total cost: \$5.5 million.

Fire District #13's CFP has a list for its 20-year capital facility needs. The CFP includes remodeling and expanding stations 13-1 and 13-2; two new fire engines, squads/brush unit, and water tenders; and four new staff unit vehicles. Total 20-year cost required for capital improvements is approximately \$1.5 million.

Fire Districts 3, 6, 9, 10, 11 did not foresee any difficulty providing service in the 20-year timeframe and did not prepare an updated 20-year forecast at this time since the preferred growth map focused growth in the urban areas. The **City of Vancouver and Fire District 5** have not prepared a 20-year CFP and forecast their expansion based on calls received rather than by population served.

- 4. A 6-year financial plan is developed for funding those expansions or new capital facilities that are expected to be needed within the first 6-years of the plan. That financial plan must be fully balanced. The identified needs must have known funding sources (even if those funding sources may require voter approval).**

City of Battle Ground's 6-year capital facility plan identifies the capital improvements that need to be made to assure their demands standard is satisfied based upon existing and projected development.

**Table E.32
2005-2010
Battle Ground
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Expand and Remodel Fire Station 11-3	1	\$870,000	\$870,000
Ladder Truck	1	780,000	780,000
Class A Pumper Truck	1	430,000	430,000
Fire Training Tower	1	280,000	280,000
Offices/Meeting Room	1	480,000	480,000
Equipment Storage	1	60,000	60,000
Land	1	360,000	360,000
TOTAL	7	\$3,260,000	Fire Impact Fee, Revenue and General Obligation Bonds

City of Camas's 6-year capital facility plan can accommodate the proposed growth in the October 24, 2006 map.

**Table E.33
2004-2009 Camas
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Construct downtown fire station	1	\$1,700,000	\$1,700,000
Replace ambulance	2	300,000	300,000
Replace pumper truck and equipment	1	400,000	400,000
TOTAL	4	\$2,400,000	Bonds, REET, General Fund, Emergency Rescue Fund

City of Washougal's CFP shows a 6-year capital facility need. The recommended fire impact fee for new single-family homes is \$502 and all other dwellings are \$.031 per square foot.

**Table E.34
2005-2011
Washougal
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Construct east station	1	\$1,600,000	\$1,600,000
New fire engine	1	400,000	400,000
New brush engine	1	130,000	130,000
Purchase land for west station	1	320,000	320,000
New staff vehicle	1	60,000	60,000
New utility vehicle	1	30,000	30,000
New rescue vehicle	1	300,000	300,000
TOTAL	7	\$2,840,000	Fire impact fees

Fire District #2's CFP 6-year capital facility needs are funded through fire impact fees. The option to use levy's was not addressed as part of their CFP.

**Table E.35
FD #2
2005-2011
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Structural pumper	1	\$400,000	\$400,000
Aid unit/tow vehicle	1	80,000	80,000
Duty officer/incident management vehicle	1	40,000	40,000
Hydraulic extrication equipment	1	30,000	30,000
Staff vehicle	1	40,000	40,000
Foam system for pumper	1	20,000	20,000
Ambulance	1	130,000	130,000
100' aerial apparatus and equipment	1	900,000	900,000
TOTAL	8	\$1,640,000	Fire impact fees

Fire District #3 has indicated that their 6-year CFP can provide services and mentions building fire station 3-5. However, no plans are currently in place for this building.

**Table E.36
FD #3
2006-2012
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Construct training facility	1	\$350,000	\$350,000
Living quarters and apparatus bay addition to station 3-2	1	300,000	300,000
Interior remodel/living quarters expansion, station 3-3	1	300,000	300,000
New fire engine	1	300,000	300,000
New station	1	700,000	700,000
TOTAL	5	\$1,950,000	Existing reserve fund, bond sale

Vancouver and Fire District #5's CFP contains a three-year capital facilities needs list based on call volume rather than population served..

**Table E.37
Vancouver and
FD #5
2006-2008
3-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Fire station maintenance	20	\$350,000	\$350,000
Construct new fire station	2	5,000,000	5,000,000
Remodel	2	138,257	138,257
Land Acquisition	1	500,000	500,000
TOTAL	25	\$5,988,257	General fund, property tax revenue

Fire District #6's CFP six-year needs do not indicate a need for remodeling existing or constructing new facilities. However, station 63 in the Salmon Creek area will need some type of remodel/expansion to accommodate future commercial growth.

**Table E.38
FD #6
2006-2012
6-Year CFP
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
New engine and related equipment	3	\$1,300,000	\$1,300,000
TOTAL	3	\$1,300,000	Property tax revenue

Fire District #9's capital needs in their 6-year CFP shows costs of approximately \$19.7 million. Discussions with the fire district indicate that the general fund is very low, so future capital needs would have to rely on future property tax revenue and/or capital plan funds such as bonds and special levies.

**Table E.39
FD #9
2006-2012
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Replace station 9-1	1	\$4,000,000	\$4,000,000
Living quarters at station 1-2	1	1,500,000	1,500,000
Construct new station 1-3	1	4,000,000	4,000,000
Living quarters at station 9-2	1	4,000,000	4,000,000
Construct new station 9-4	1	4,000,000	4,000,000
New engine	2	800,000	800,000
New tender	3	1,100,000	1,100,000
New squad	2	300,000	300,000
TOTAL	12	\$19,700,000	Bonds or levy

Fire District #10's 6-year CFP does not indicate a need for future buildings or apparatus' to serve the area in October's 24, 2006 map.

Fire District #11 shows 6-year capital facility needs in their CFP. Funds for operations are primarily through property tax revenues and a service contract with the City of Battle Ground. The City of Battle Ground's long term plans for station 11-3 include a significant remodel and addition to the facility within 3 to 5 years.

**Table E.40
FD #11
2004-2010
6-Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Addition/remodel station 11-2	1	\$1,100,000	\$1,100,000
New ambulance	1	100,000	100,000
New fire engine	1	300,000	300,000
Training facility	1	2,000,000	2,000,000
TOTAL	4	\$3,500,000	Reserve fund, bond sales

Fire District #12's CFP shows capital facility needs totaling \$386,000. However, the rescue vehicle is not funded, and the rescue pumper will be paid for by the Cowlitz Casino.

**Table E.41
FD #12
2006-2012 6-
Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Command vehicles	3	\$110,000	\$110,000
Life packs	3	60,000	60,000
Rescue vehicle	1	100,000	100,000
Rescue pumper	1	120,000	120,000
TOTAL	8	\$390,000	Equip. replacement fund, bond

Fire District #13's CFP indicates that as of June 2006 the district will have no debt. The three agencies that share Station 13-1 are North Country Emergency Medical Service, Yacolt, and District 13. The plan indicates an expansion and remodel of station 13-1. It is likely that all three agencies will contribute to the expenses.

**Table E.42
FD #13
2006-2012 6-
Year CFP Fire
Summary**

Capital Facility Project Type	Number of Projects	Cost	Funding
Remodel and expand station 13-1	1	\$300,000	\$300,000
Living quarters expansion and remodel, station 13-2	1	100,000	100,000
TOTAL	2	\$400,000	Bond, excess levy

Transportation

Most of the transportation elements and transportation capital facilities plans reviewed meet the requirements of the state law (as noted in the Definitions section of this report). There are some plans that appear incomplete but there is an expectation that those will be completed – the major question is the timeline for that completion.

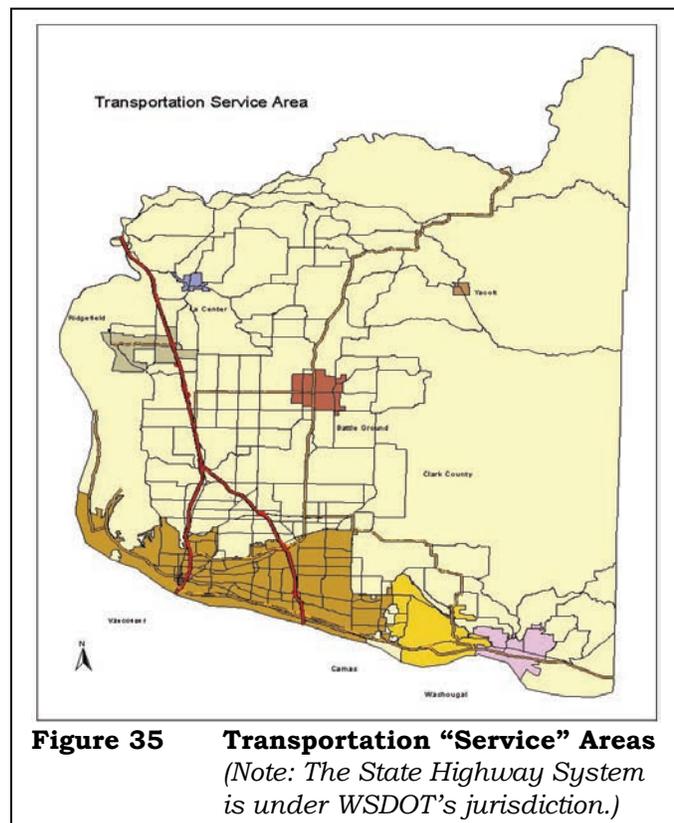
Of those plans reviewed, several communities have identified shortfalls in available transportation funding over the 20-year plan life. Other communities have identified that an aggressive approach to external funding sources, like grants, will be necessary to maintain their transportation desired level-of-service. At least one community has asked, through its plan document, for the county to invest in county facilities seen necessary for the support of that city's urban area. The latter part of this comprehensive planning process should prompt discussion between jurisdictions seeking a cooperative approach to meeting needs that exceed the ability of jurisdictions to fund them.

Transportation Service Areas

The responsibility for transportation capital improvements generally follows the land use jurisdictional responsibilities. The notable exception to that is the Washington State Highway System, for which the Washington State Department of Transportation has responsibility (see Figure 35).

Analysis

The analysis of the transportation element and associated transportation capital project lists differs from other capital facilities as it is structured to respond to the applicable state requirements (as noted in the Definitions section of this review document).



1. Does the transportation element cite the land use assumptions used for the transportation demand estimation?

All of the reviewed transportation elements contain references to the land use assumptions used to estimate transportation demand. It should be noted that not all of the jurisdictions use the regional transportation model maintained by RTC to estimate future transportation demand.

2. Does the transportation element contain an inventory of transportation facilities and services?

Most of the transportation element and/or transportation capital facilities plans contain an inventory of existing transportation facilities within each jurisdiction. These inventories include both mapping and descriptions in text (sometimes either one or both).

3. Does the transportation element contain local level-of-service standards?

All of the transportation elements and/or transportation capital facilities plans contain level-of-service standards for local facilities. The following table summarizes the local level-of-service standards for area jurisdictions. The Growth Management Act, local policies, and the principle of adequate capital facilities planning dictate that evidence needs to be provided that a jurisdiction can afford the impacts of growth on their community; especially when a jurisdiction is requesting a legislative action (boundary movement) that would generate greatly increased levels of growth.

Table E.43 Transportation Level-of-service Standard

Jurisdictions	Level-of-service Standard
City of Battle Ground	LOS "D" for signalized intersections. LOS "E" for side street at unsignalized intersections.
City of Camas (Policy TR-20)	LOS "D"
City of La Center (Policy 2.1.2)	LOS "C" for classified streets. Install traffic signal when LOS "D" is reached or when intersection meets warrants.
City of Ridgefield	LOS "D" except unsignalized intersections where signal is not meeting warrants or signal not desired then LOS "E"
City of Vancouver	A combined corridor and intersection approach. Lowest acceptable speed corridor is at 10 mph. Only intersection standards are applied in the City Center Zone.
City of Washougal	LOS "D" except unsignalized intersections where standard is "E"
Clark County	A corridor approach with intersections considered where corridors are not identified. The lowest acceptable speed is 13 mph.
Town of Yacolt	LOS "C" for arterial roadways, "B" for non-arterial roadways.

4. Does the transportation element contain level-of-service standards for the state highways?

Of the transportation elements reviewed that have state facilities within the jurisdiction boundaries, most note the required level-of-service for state facilities. Many of the documents do not cite the applicable standards but address this issue through adoption of the Metropolitan Transportation Plan by reference or through mentioning the differing standards for highways of statewide significance (I-5, I-205 and SR-14) and state highways of regional significance (SR 500, 502, 503).

5. Does the transportation element identify actions to address identified existing deficiencies in the transportation system?

Many of the transportation elements reviewed do not identify existing deficiencies in the transportation system. It is not clear whether this is because some of the jurisdictions do not have transportation facilities not meeting the applicable level-of-service standard or because existing conditions were not examined in the planning process.

The **City of Battle Ground** Transportation System Plan includes a table with 2003 PM peak hour level-of-service for key road facilities.

The **City of Camas**, the **City of Ridgefield**, and the **Town of Yacolt** do not specifically identify existing deficiencies in the plan documents reviewed. However, LOS standards can be considered to reflect existing deficiencies and are summarized above.

The **City of La Center** analysis notes that the existing intersection of NW La Center Road and E. 4th Street does not meet LOS standards for the minor movements from 4th Street. Their transportation capital facilities plan also noted that the intersection formed by the I-5 southbound ramps and NW La Center Road is not meeting LOS standards.

The **City of Washougal** plan notes that the minor crossing movements at the intersection of SR-14 and 32nd Street are not meeting the city's LOS standard. The transportation plan update identifies that a planned interchange project on SR-14 will address this deficiency.

The **City of Vancouver** cites a 2003 existing conditions report and needs evaluation and adopts it by reference.

The **Clark County** Comprehensive Plan identifies existing deficiencies including the Salmon Creek area at I-5 and NE 134th Street. The county commits to correct these deficiencies in the near future.

6. Does the transportation element contain a forecast of traffic conditions for at least ten years based on the land use plan? (Since the January 14, 2004 land use plan was a 20-year plan map, this requirement in Clark County is interpreted to be a 20-year transportation conditions forecast.)

All of the reviewed transportation planning documents include projections of future traffic conditions but not all of those projections are based on the 2006 Preferred Alternative land use map, which has only been available for a short time.

Information provided by the **Cities of Battle Ground, Camas and Washougal** updated their traffic projections and CFP project lists based on the current 2006 Preferred Alternative land use map. Forecasts for **La Center and Ridgefield** address impacts of urban growth boundaries similar to or slightly larger than the 2006 Preferred Alternative land use map. There are no changes proposed to the **Town of Yacolt** boundary. The **City of Vancouver** transportation element has not been updated to reflect the Preferred Land Use Map, however most of the planned growth is in the northern tier of the Vancouver UGA, which is unincorporated and likely to develop under the land use jurisdiction of Clark County.

The transportation element for **Clark County** has been updated to provide a countywide 20-year forecast of traffic conditions under the Preferred Alternative.

7. Does the transportation element (or transportation capital facilities plan) contain a listing of state and local systems needs to meet forecast demand?

The cities of **Battle Ground, Camas and Washougal** updated their CFP project lists based on the current 2006 Preferred Alternative land use map. The **Cities of La Center and Ridgefield** previously addressed transportation impacts of urban growth boundaries similar to or larger than the 2006 Preferred Land Use Map. There are no changes proposed to the **Town of Yacolt** boundary. The **City of Vancouver** transportation element has not

been updated to reflect the Preferred Map, however most of the planned growth is in the northern tier of the Vancouver UGA, which is unincorporated and likely to develop under the land use jurisdiction of Clark County.

Clark County has identified a list of system needs, CFP projects and mitigation measures to address forecast demand.

8. Does the transportation element or transportation capital facilities plan contain a finance plan which has an analysis of the funding capacity for the 20-year needs, a multi-year program (which serves as the basis for the six year program of transportation improvements) and a discussion of how to address any shortfall of probable funding?

This is an area where the degree to which this requirement is met varies widely between the documents reviewed. Some documents are fully compliant, while others fail to address this requirement entirely.

The **City of Battle Ground** TSP includes a finance plan which analyzes the short-, mid-, and long-range revenues and project costs and potential sources of additional transportation funding.

The **City of Camas** documents reviewed contain a table of costs for the 20-year list of transportation improvements. Those tables identify both the total cost of a particular project and the source of expected revenue (general fund, loans, grants, partnership or developer contribution and impact fees). An additional \$20 million in transportation projects was assumed to be needed to serve the expansion areas. The plan appears to be financially balanced over the 20-year period, but no explicit statement to that effect was found. It should be noted that the majority of transportation project costs (\$90M+) were planned for the final 6 years of the planning period. The plan document contains an explicit policy directed at addressing the potential of funding shortfall; Policy TR-40 commits the city to a public discussion about possible additional funding sources or a re-evaluation of the land use plan.

The **City of La Center** draft transportation capital facilities plan contains a section addressing the financial analysis requirement of the act. The financial analysis identifies that to meet the costs of the city's 20-year list of transportation needs, La Center would need to continue collecting local taxes and fees at or above the current levels, aggressively pursue grant funding, regularly update transportation impact fees including an annual inflation update and consider establishing a dedicated street and road fund. Funding sources for a second bridge over the East Fork of the Lewis River are not fully identified. The financial analysis updates the city's traffic impact fee program to provide an estimated \$1.9M of revenue over the 20-years of the land use plan (a resulting impact fee of \$1,964 per peak hour trip). The table of transportation capital projects identifies those projects needed in the first 6 years of the plan. The draft also cites the requirement for language regarding reassessment of the land use plan if funding projections are not met.

The **City of Ridgefield** transportation capital facilities plan contains a section regarding financial analysis. The analysis explicitly states that existing funding streams would not be sufficient to address the 20-year needs. The plan proposes that the city's traffic impact fee be increased and adjusted annually to account for inflation. More than 2/3 of the funding (\$210M of \$319M) is assumed to come from traffic impact fees and other private share. Existing revenue streams will need to continue and, if possible, be increased. The city also identifies that it will need to aggressively pursue grant opportunities, especially future state

gasoline tax increases (future “nickel” packages). The draft does not contain the multi-year program analysis identified as a requirement. The comprehensive plan addresses handling future funding shortfalls in Goal 9.14 which identifies a process to reassess the capital facilities plan and the land use plan.

The **City of Vancouver** transportation plan contains an analysis of funding for the plan. The transportation plans and financing projections will match, requiring (as in other jurisdictions) lowered LOS standards. It should also be noted that the city currently has the authority to raise revenues from a number of sources. The city formed a financing task force to examine possible new revenue sources; that task force made a recommendation to the City Council to consider additional revenues from the existing water and sewer utilities to meet some of the additional revenue requirements. Long term, the city is looking for legislative authority to assess a “street utility fee” at a level that would provide meaningful, long-term, stable and dedicated transportation revenue (similar to that provided to water and sewer utilities). The comprehensive plan contains a summary table indicating the 6-year program costs and identifies those that have existing funding and those needing future funding (“pending”). The current 6-year TIP program adopted on June 19, 2006 includes capital cost estimate totaling \$94.5 million, while the total revenues are estimated at \$98.5 million. Of this revenue total, \$23.5 million is assumed to come from new sales tax funding. The Vancouver comprehensive plan contains policy CD-13 committing to reassessing its land use plan if funding is insufficient to provide the necessary public services and facilities to implement the plan.

The **City of Washougal** transportation capital facilities plan contains a section on existing and projected revenue. Of the \$143 million projected cost for capital facilities projects, \$120M is assumed to come from TIFs and private share. There is no financial analysis of the shortfall, and only a brief list of recommendations for addressing the funding shortfall.

Clark County transportation element contains a section identified as the financial analysis. This section addresses the ability of the county to finance the 20-year list of expected projects and notes that the county will balance expenditures with revenues identified in the Revenue Perspective report. This balancing may result in some adjustments to the corridor level-of-service used in the county’s concurrency program. The six-year program was adopted on November 14, 2006. Staff has also completed a 20-year list of projects and cost estimates. Language to address the requirement to reassess the plan if expected funding does not develop as expected is included in the plan text.

The **Town of Yacolt** plan document identifies a 6-year program of projects that fits within the town’s financial capacity. There are no projects identified for years 7 through 20 but given the lack of identified long range transportation deficiencies, that may be acceptable. There is no language for addressing potential future funding deficits, which also may be acceptable given the lack of long range capacity needs; future funding shortfalls could be addressed by slowing the rate of project expenditure on retrofit/upgrade-to-standards projects.

9. Does the transportation plan commit to intergovernmental coordination? Is there any explicit analysis of external impacts?

Most of the plan documents examined contain policy statements recognizing the need for and committing to intergovernmental coordination. As widespread as those policy statements are, none of the plans except for Clark County’s appear to explicitly examine impacts on the transportation facilities of other jurisdictions.

The **City of Battle Ground** TSP addresses the need for interagency coordination and cooperation.

The **City of Camas** plan document commits to intergovernmental coordination in the text of its transportation element and in Goal TR-4 of the transportation element. Of all of the jurisdictions, Camas has the only example of formal recognition of external impacts – a series of payments from traffic impact fee funds to the City of Vancouver for the NE 192nd Avenue roadway improvement, which is located in the Vancouver urban area but benefits urban development in both cities.

The **City of La Center** commits to intergovernmental coordination in comprehensive plan policy 2.1.1. The transportation capital facilities plan identifies projects within and adjacent to the city's proposed UGA that are needed to maintain an adequate level-of-service. There is some analysis of the need for a second bridge crossing arising from rural growth and a suggestion for sharing responsibilities for this project with the County.

The **City of Ridgefield** draft comprehensive plan commits to regional coordination in Goal 9.1 of the plan. The capital project list identifies roadways that need improvement but are partially or wholly outside of the UGA and, in some cases, identifies a public share for the funding of that improvement. The draft document does not identify which public agency should be responsible for the public share.

The **City of Vancouver** comprehensive plan contains a specific policy addressing intergovernmental coordination (PFS-14). External impacts are recognized indirectly through the identification of roadway improvements external to the city limits. Some of these improvements are identified on the county's long range plan; others are not. There is no discussion of how these improvements are to be funded.

The **City of Washougal** draft update to the transportation plan does not appear to include a discussion or policy addressing regional coordination.

The **Clark County** transportation element of the comprehensive plan through county-wide planning policy commits to intergovernmental cooperation and coordination through the Southwest Washington Regional Transportation Council (RTC) as the designated Metropolitan Planning Organization and Regional Transportation Planning Organization. The Comprehensive Plan FEIS analysis addresses likely impacts to non-County roadways and identifies adopted and potential mitigation measures. The Comprehensive Plan update includes a detailed assessment of potential impacts to state facilities.

The **Town of Yacolt** includes the county-wide planning policies regarding regional coordination and cooperation and then mirrors that policy direction in its own transportation element (Policy 4-4). Given the lack of internal capacity deficiencies identified in the plan by the horizon year, it is understandable that no external analysis of possible contributions to capacity deficiencies was performed.

10. Does the transportation element or transportation capital facilities plan contain transportation demand management strategies?

Most of the reviewed plans consider or make a commitment to managing transportation demand as part of making their land use and transportation visions consistent.

The **City of Battle Ground** TSP addresses TDM strategies in Table 2-7.

The **City of Camas** comprehensive plan has two policies related to transportation demand management. Policy TR-22 commits to reviewing the location of land uses so that land uses are arranged to facilitate multi-purpose trips or trip-chaining. By combining trip purposes the total number of trips in the system can be reduced (versus unchained trip making behavior). Policy TR-22 explicitly commits to implementing trip reduction strategies.

The **City of La Center** comprehensive plan contains Policy 2.1.7 which commits the city to encouraging transit (both public and private). Car pooling is considered by transportation planners to be a private form of transit.

The **City of Ridgefield** comprehensive plan contains Goal 9.1 (d) which commits the city to working cooperatively with Clark County and other jurisdictions to establish traffic demand reduction programs. The plan also includes Goal 9.12 which speaks to land use plan changes and other planning activities in support of transit in order to reduce vehicle trips.

The **City of Vancouver** comprehensive plan contains policy PFS-4 which notes the inclusion of support programs such as transportation demand management in providing an integrated and connected transportation system. Later in the text of the public facilities and services element, the draft comprehensive plan notes that demand management efforts are an important non-capital investment in the transportation system.

The **City of Washougal** draft update to the transportation plan does not contain a discussion of transportation demand management. Perhaps that discussion is left to a transportation element contained within the comprehensive plan, which was not reviewed in preparation of this document.

Clark County addresses transportation demand management in a section of the transportation element noting the commute trip reduction program and the ability to influence transportation demand through parking policy. Plan policy 5.3.4 commits the county to supporting and promoting a transportation demand management program.

The **Town of Yacolt** comprehensive plan contains Policy 4-6 which speaks to the optimal use of roads to minimize new road construction. While not an explicit statement committing to transportation demand management, the basic tenet of transportation demand management is the optimal use of limited roadway capacity.

EXECUTIVE SUMMARY

Most jurisdictions have met or appear to be able to meet (with additional information disclosure) the requirements of the Growth Management Act for capital facilities and transportation planning. Capital facility planning has been hindered by other informational deficiencies, which have been described in this report. Despite that lack of information, the following conclusions can be made:

1. WATER

Many of the jurisdictions and the service districts have identified the need for additional water rights in order to obtain an adequate water supply. However, many jurisdictions will be increasingly relying on CPU water provision which will access new reserves through the Vancouver Lake lowlands and Woodland. Some jurisdictions only need additional water resources from CPU during peak times, or for major industrial users. Others will need the intertie to accommodate projected residential growth.

2. SEWER

In general, sewer districts that serve Clark County and the cities have forecasted future capital facilities needs to accommodate growth identified in the October 24, 2006 map. However, the City of Vancouver has not demonstrated that they have sufficient capacity to serve the proposed growth. Funds for the 6-year capital facilities needs shown in the sewer districts will use a combination of system development charges, grants, loans, and developer financing to cover the costs of the proposed growth. Total 6-year capital facilities cost is approximately \$267 million. Total cost to provide sewer service for the future population and job growth for the 20-year plan is approximately \$504.3 million.

3. STORMWATER

Each jurisdiction relies on individual developments to be responsible for managing stormwater in accordance with stormwater management practices. It is expected that stormwater will be managed by collection and retention systems, and percolation into the ground and controlled discharge to the drainage system. The county and cities will own and manage any stormwater facilities located within the public rights-of-way. The need for regional publicly-owned facilities continues to be necessary providing maintenance, education, and oversight.

4. SCHOOLS

The school districts identified what types of school facilities and the amount of funding needed to build these additional facilities. As shown in the school section of this document, the districts have improvements and funding sources identified for the first six years of the 20-year planning horizon. Most of the school districts will need to use voter approved bonds to build additional school facilities.

5. PARKS

The majority of jurisdictions have identified additional parkland needs in order to meet minimum level-of-service standards based on the projected population and the preferred alternative map. Based on the information provided by Vancouver-Clark Parks District and various municipal jurisdictions, it appears the service providers will be able to satisfy the minimum standards for the number of expected residents.

6. POLICE

The County's Sheriff's office and all the municipal police departments in the County have reviewed the October 24, 2006 map and related assumptions and have determined which, if any, facilities will be necessary to service the population growth forecasted for the twenty-year planning horizon. As indicated in the police section of this document, the Sheriff and police departments have improvements and funding sources identified for the first six years of the twenty-year planning forecast, which will be funded through a variety of sources.

7. FIRE

Nearly all fire districts and jurisdictions have shown an ability to serve the proposed growth for six years in the October 24, 2006 map. Almost half of the fire districts do not have an identified list of 20-year capital facilities needs to serve the proposed expansions. Most of the fire districts have identified funding sources for their 6-year capital needs such as property taxes and general funds. However, all fire district future capital facilities needs appear to be dependent on voter approved bonds and future tax property revenue. The total cost to provide capital facilities needs for fire services during the identified 6-year CFP is approximately \$55.7 million.

8. TRANSPORTATION

All jurisdictions have adopted "reasonably" current transportation capital facilities plans which identify projects, costs and funding sources. Almost all have been updated to address the likely impacts of adopting the proposed urban growth boundary expansions. Most city plans rely heavily on traffic impact fees and private share funding sources. Level-of-service will likely be reduced over time for heavily traveled built out arterial corridors.

RESOURCE DOCUMENTS

City of Battle Ground

1. City of Battle Ground, letter from Brian Carrico with updated 2006 UGB Expansion CFP information, October 2006.
2. City of Battle Ground, Water System Plan, October 2004.
3. City of Battle Ground, General Sewer Plan, March 2006.
4. City of Battle Ground, Stormwater Management Plan, May 2004.
5. City of Battle Ground, Comprehensive Parks, Recreation & Open Space Plan, 2004.
6. City of Battle Ground, Fire Capital Facilities Plan, Adopted September 1999, Update April 2005.
7. City of Battle Ground, Transportation System Plan 2005-2025 Update, October 2005.
8. City of Battle Ground, email from Brian Carrico dated February 14, 2007.

City of Camas

1. City of Camas, e-mail from Curleigh Carothers with updated draft CFP information, April 2007.
2. City of Camas, letter from Phil Bourquin with updated draft CFP information, October 2006.
3. City of Camas, 2006 Trails and Open Space Plan, 2006.
4. City of Camas, Comprehensive Plan, March 2004.
5. City of Camas, Capital Facilities Plan 2004-2009 & 2010-2023, March 2004.
6. City of Camas, Traffic Impact Fee, November 2003.
7. City of Camas, 2001 Water System Comprehensive Plan Vol. 1 and 2, February 2002.

City of La Center

1. City of La Center, Draft EIS La Center Comprehensive Plan Amendment, May 2006.
2. City of La Center, General Sewer Plan, August 2006.
3. City of La Center, Water Reclamation Plant Facilities Plan, August 2001, Revised February 2003.
4. City of La Center, Stormwater Management Plan.
5. City of La Center, Comprehensive Plan, 2003.
6. City of La Center, Transportation Capital Facilities Plan, December 2004.
7. City of La Center, email from Dale Miller with attached spreadsheet titled "Police CFP Estimates", dated February 8, 2007.

City of Ridgefield

1. City of Ridgefield, General Sewer and Wastewater Facility Plan, August 2006.
2. City of Ridgefield, Preferred Urban Growth Area Expansion study, June 2005.
3. City of Ridgefield, Comprehensive Plan, August / October, 2005.
4. City of Ridgefield, Parks Capital Facilities Plan, 2004.
5. City of Ridgefield 2005-2011 General Facilities Plan.

City of Vancouver

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2. City of Vancouver, 2006 Water System Comprehensive Plan, March 2006.
3. City of Vancouver, Capital Facilities Plan, 2004.
4. City of Vancouver, Vancouver Comprehensive Plan 2003-2023, May 2004, Amended December 2005, Amended 2006.
5. City of Vancouver, Wastewater Collection System Comprehensive Master Plan Year 2000 Update.
6. City of Vancouver, Sanitary Sewer Master Plan Amendment, August 1990.
7. City of Vancouver, Transportation Plan, May 2004, Amended 2007-2017 Transportation Improvement Program (TIP), June 2006.
8. City of Vancouver's Police 2005 & 2006 Annual Report.
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1. City of Camas, letter from Scott Sawyer with updated draft CFP information, October 2006.
2. City of Washougal, Draft Sewer System Capital Facility Plan, Update July 2006.
3. City of Washougal, Draft Water System Capital Facility Plan, Update July 2006.
4. City of Washougal, Draft Comprehensive Parks and Recreation Plan Capital Facility Plan and Impact Fees, Update July 2006.
5. City of Washougal, Draft Transportation Capital Facilities Plan and associated Traffic Impact Fees, Update July 2006.
6. City of Washougal, Draft Comprehensive Plan, Update July 2006.
7. City of Washougal email from Joanne Boys, dated February 7, 2007.

City of Woodland

1. City of Woodland, Comprehensive Plan (Capital Facilities Plan Element), October 2005.

Town of Yacolt

1. Town of Yacolt, Town of Yacolt Comprehensive Growth Management Plan Update, February 2004.
2. Town of Yacolt, Capital Facilities Plan, March 2004.
3. Town of Yacolt, Waste Water Management Plan, 2002
4. Town of Yacolt, email from Rod Orlando titled "Response to Appendix E Pertaining to Yacolt, April 4, 2007.

Vancouver/Clark Parks

1. Draft Vancouver-Clark email from Michelle Kunec identifying Parkland Acquisition and Development Needs based on the October 24, 2006 preferred Map, November 2006, updated April 2007.
2. Draft Vancouver-Clark Comprehensive Parks, Recreation and Open Space Plan, August 2006.
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Clark Public Utilities

1. Clark Public Utilities Water System Plan, February 2003, Updated CFP project lists, March 2004 and March 2007.

Clark Regional Wastewater District

1. Clark Regional Wastewater District, Capital Facilities plan, June 2006.
2. Clark Regional Wastewater District letter from Chuck McDonald w/current Capital Plan, March 6, 2006.
3. Technical Memorandum, CH2MHILL, Review of Clark County Comprehensive Plan Update: Impact of Proposed Alternative #2 and #3 on Salmon Creek Wastewater Management System Wastewater Facilities Plan/General Sewer Plan, July 2004.
4. Salmon Creek Waste Water Facilities Plan / General Sewer Plan, July 2004.
5. Hazel Dell Sewer District Capital Facilities Plan, March 2001.

Clark County School Districts

1. Battle Ground School District Capital Facilities Plan 2006-2012, June 2006.
2. Evergreen School District Capital Facilities Plan 2006-2012, May 2006.
3. Ridgefield School District Capital Facilities Plan 2006-2012, April 2006.
4. Camas School District Capital Facilities Plan 2007-2013, March 2007.
5. Vancouver School District Capital Facilities Plan 2007-2013, March 2007.
6. Hockinson School District Capital Facilities Plan 2007-2013, May 2007.
7. La Center School District Capital Facilities Plan 2007-2013, March 2007.
8. Woodland School District 2005 Capital Facilities Plan, August 2005.
9. Green Mountain School District Capital Facilities Plan 2007-2013, April 2007.
10. Washougal School District Capital Facilities Plan 2005-2011, March 2007.
11. Updated Supplemental Capital Facilities Plan information from Heidi Rosenberg for Evergreen and Vancouver School Districts, dated March 2007.
12. Updated Supplemental Capital Facilities Plan report for the Preferred Alternative from Marnie Allen for the Battle Ground, Camas, Green Mountain, Ridgefield and Washougal School Districts, dated April, 2007.
13. Email correspondence from Superintendent Delcine Mesa-Johnson with clarification for the Preferred Alternative for the Hockinson School District, dated April, 2007.
14. Email correspondence from Superintendent Mark Mansell with clarification and edits for the Preferred Alternative and Capital Facilities Plan for the La Center School District, dated, April 2007.

Clark County Fire

1. Fire District #3 Capital Facilities Plan, March 2006.
2. Fire District #6 Capital Facilities Plan, February 2006.
3. Fire District #11 Capital Facilities Plan, February 2006.
4. Fire District #12 Capital Facilities Plan, February 2004.
5. Fire District #13 Capital Facilities Plan, February 2006.
6. North Country Emergency Medical Service Capital Facilities Plan, June 2004.

Clark County Sheriff

1. Clark County Sheriff email from Darin Rouhier identifying law enforcement needs based on the October 24, 2006 preferred Map, November 2006.
2. 2006 Update to 6-Year Capital Plan - Sheriff's Office Based on "Alternative 2" Plan Map and Related Assumptions, April 20, 2006.
3. Email correspondence with John Manley, City of Vancouver with updates to costs for Capital Facilities projects, dated, April, 2007.
4. Email correspondence with Ron Orlando, Town of Yacolt, dated, April 2007.

CITATIONS

RCW 36.070A.070

Comprehensive plans -- Mandatory elements.

The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

Each comprehensive plan shall include a plan, scheme, or design for each of the following: ...

(3) A capital facilities plan element consisting of: (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a 6-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

(Emphasis is ours)

RCW 36.070A.070 (6)(a)(iv)

(6) A transportation element that implements, and is consistent with, the land use element.

(a) The transportation element shall include the following sub-elements: ...

(iv) Finance, including:

(A) An analysis of funding capability to judge needs against probable funding resources;
(B) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the 6-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems. The multiyear financing plan should be coordinated with the 6-year improvement program developed by the department of transportation as required by RCW 47.05.030;

(C) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level-of-service standards will be met;

(Emphasis is ours)

APPENDIX F

PUBLIC INVOLVEMENT

The public involvement program for the Plan update began with news releases advising residents of the Board of County Commissioners (BOCC) series of work sessions to review the 2004 Plan. Local cities were involved in contributing inputs and requests for changes to their Urban Growth Areas (UGAs). The cities of Ridgefield and La Center prepared and issued a separate SEPA review of their revised comprehensive plans.

Opportunities for public participation, input, and the program to inform Clark County residents consisted of the following:

Board of County Commissioner worksessions were held in 2005, 2006, and 2007:

1. April 19, 2005 Review Planning Assumptions
2. April 26, 2005 Vacant and Buildable Lands Model
3. May 3, 2005 Capital Facilities Planning
4. May 10, 2005 Review Planning Assumptions
5. May 17, 2005 Review Planning Assumptions
6. May 25, 2005 Review Planning Assumptions and Focused Public Investment
7. May 31, 2005 Review Planning Assumptions
8. June 7, 2005 Revenue Forecasting and Plan Monitoring
9. June 14, 2005 Review City UGB Requests
10. June 28, 2005 Review Property Owner Requests and Planning Assumptions
11. July 5, 2005 Review Property Owner Requests
12. July 6, 2005 Review Property Owner Requests
13. August 16, 2005 Maximum Study Area
14. September 6, 2005 Maximum Study Area Update and Mapping
15. December 13, 2005 Alternative 2 Map Discussion
16. March 14, 2006 Alternative 2 Map Discussion
17. May 23, 2006 Comprehensive Plan Schedule
18. June 20, 2006 DEIS Status and New VBLM Results
19. July 18, 2006 Interchange Overlay Discussion
20. October 10, 2006 Preferred Map
21. October 24, 2006 Preferred Map
22. November 27, 2006 Joint PC/BOCC Worksession to review materials
23. January 16, 2007 FEIS Status and Review Comprehensive Plan Text
24. January 23, 2007 Urban Holding and Annexation
25. January 30, 2007 Agriculture
26. February 6, 2007 Transportation Revenue Forecasting
27. February 27, 2007 Economic Development
28. March 13, 2007 Economic Development

29. March 20, 2007	Urban Holding and Annexation
30. March 21, 2007	Parks Master Plan and 2004 Urban Holding
31. March 27, 2007	Comprehensive Plan School Element
32. March 29, 2007	RTC Model
33. April 10, 2007	Transfer Development Rights
34. April 17, 2007	Urban Holding and Annexation
35. April 18, 2007	Industrial Lands Inventory
36. April 24, 2007	Transportation
37. May 1, 2007	Capital Facility Plan
38. May 15, 2007	Comprehensive Plan and Title 40
39. May 30, 2007	Dockets

- Media coverage—news releases, stories, and public notification of BOCC work sessions
- In-depth information on Clark County’s Growth Management Plan web site
- Dissemination of information to a mailing list of interested citizens
- A Board of County Commissioner appointed Agriculture committee was formed to discuss agriculture today in the county. The committee met June through August 2006.

Opportunities for Public Comment

1. An **Open House** was held in October 18, 2005 to scope the draft alternative land use plans and to identify issues that need to be addressed in the draft environmental impact statement. The meeting included staff presentations, a question and answer session, and an open house format, with informational displays, maps, and handouts. Staff was present to respond to questions and elaborate on the available materials. No alternatives were presented at that time, but a “maximum impact area” illustrated the potential areas that could be included in the action alternatives. The public provided input on areas of the environment that should be evaluated in the DEIS. A copy of the scoping comments can be found on the County’s Growth Management website.
2. Two public **Open Houses** were held in February 9 and 23, 2006 to present the alternatives and to give the public a progress report on the update of the comprehensive plan. A copy of the comments is available on the Clark County Growth Management Plan update webpage.
3. **Clark County Fair** August 4 through 13, 2006.
4. **DEIS released** public for public comment on August 25, 2006.
5. Three **Open Houses** were held in September 11, 12, 13, 2006 discuss the three draft alternative land use plans and to help select a preferred alternative land use scenario.
6. A **Public Hearing** on the Draft Environmental Impact Statement was held in September 20, 2006.
7. Joint Board of County Commissioners and Planning Commission **Hearings** November 23 and 24 to receive comment on Preferred Map.
8. **FEIS issued** April 20, 2007.
9. Three **Open Houses** were held in May 16, 22, 23, 2007 to discuss the capital facility plan.
10. A county-wide **community newsletter** was mailed from the Board in the spring 2007 with an update to the process and future hearings.
11. Joint Board of County Commissioners and Planning Commission **Hearings** June 5 and 6, 2007.

12. Planning Commission Deliberation Hearings were held on June 7, 11, and 12,
13. Board of County Commissioners Docket Hearing was held on June 19 and Deliberation Hearings on June 20, 26, 27, 29, July 5, 10, August 14, and September 18, 25.

APPENDIX G

THREE CREEKS SPECIAL PLANNING AREA



Three Creeks

Special Planning Area
Clark County, Washington

May 2007

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Three Creeks Special Planning Area

Clark County, Washington

Quick Facts

Three Creeks, as proposed, is an urbanized area of unincorporated Clark County located between the cities of Vancouver and Ridgefield.

- The proposed boundary extends generally from the Chelatchie Prairie Railroad Bridge near NE 63rd Street to the south, Vancouver Lake and the Burlington Northern Santa Fe railroad to the west, NE 209th Street to the north, and NE 72nd to the east.
- Approximately 27.54 square miles or 17,623 acres.
- Population is estimated at approximately 68,970.
- The current Preferred Alternative would include 11,045 acres of single-family residential as part of the Clark County Comprehensive Growth Management Plan. The single family residential acreage would be 62 percent of the total area.
- Of the 68,970 population base, 42,692 are of working age (19 to 64 years old) or 57.8 percent of the total population.
- Median household income is \$65,158.
- 2005 per capita income is \$27,718.
- Density of housing units for lots developed between 1996 and 2007 is 5.85 units per acre.
- Owner occupied housing is 67.9 percent.
- The gender ratio is 50.2 percent female and 49.8 percent male.
- Urban services are provided by: Clark Public Utilities (water); Clark Regional Wastewater District (sewer); Vancouver, Ridgefield, and Battle Ground School Districts (schools); Fire Districts 5, 6, 11 and 12; Fort Vancouver Regional Library (library); Greater Clarks Parks District (parks); CTRAN (transit); Washington Department of Transportation; and Clark County.
- The 2005 annual average employment is 13,014. The current job to population ratio is one job for every 5 people living in Three Creeks. Of the people who are of working age, there is a one job for every 3 people.
- Taxing districts include: Clark County; schools; Ports of Vancouver and Ridgefield; Fire Districts 5, 6, 11, 12; and Greater Clarks Parks Districts.
- Total assessed real property value for 2006 is approximately \$7.8 billion.

Three Creeks Special Planning Area

Clark County, Washington

Introduction

Three Creeks, as proposed, 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 proposed Three Creeks Special Planning Area is approximately 27.54 square miles and extends from the Chelatchie Prairie Railroad Bridge near NE 63rd Street to the south, Vancouver Lake and the Burlington Northern Santa Fe railroad to the west, NE 209th Street to the north, and NE 72nd to the east as shown in Figure 1.

Population is estimated at approximately 68,970 with an overall density of housing units for lots developed between 1996 and 2007 at 5.85 units per acre. Of the 68,970 population based, census information indicates that 42,692 are of working age (19 to 64 years old).

The Preferred Alternative for the Clark County Comprehensive Growth Management Plan includes the Three Creeks Special Planning Area. If adopted, this new Area would follow all county-wide planning policies as outlined by the State Growth Management Act or GMA (RCW36.70A.010). In particular, county-wide policy encourages urban growth areas to have a full range of urban services. With the density of new development occurring at 5.85 dwelling units per acre, the proposed Three Creeks is consistent with the second density tier level along with the cities of Battle Ground, Camas, Ridgefield and Washougal.

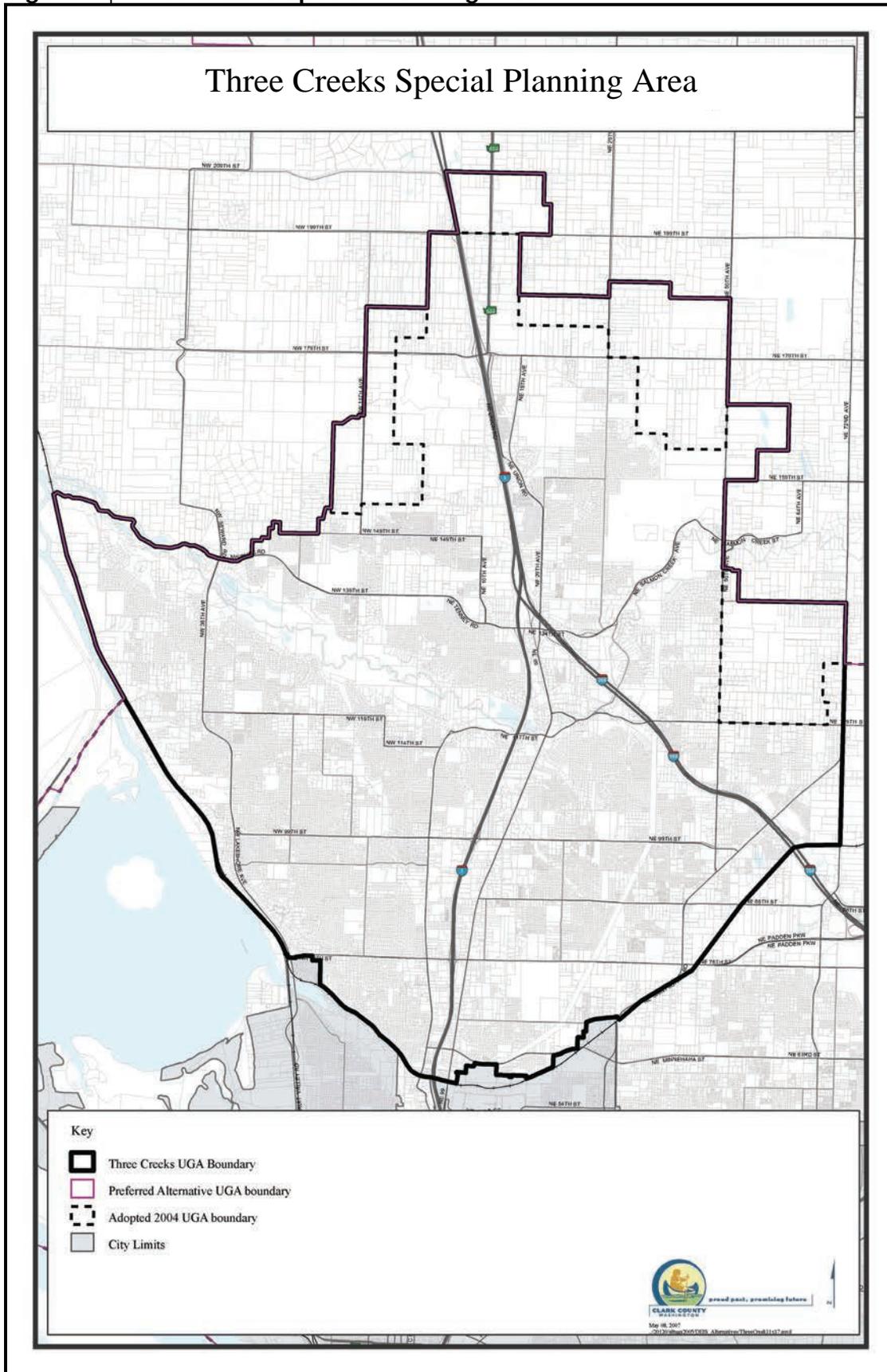
The 2005 annual average employment for the proposed Three Creeks Special Planning Area is 13,014. The current job to population ratio is one job for every 5 people living in this area.

This fact book attempts to illustrate the existing urban land use conditions to establish a baseline for Buildable Lands Review and Evaluation Program. In addition, this document identifies how the Preferred Alternative Map may impact the proposed Three Creeks Special Planning Area.

Existing Land Uses and Zoning

Woven throughout the Clark County Comprehensive Growth Management Plan are elements which include a review of existing conditions and analysis of how the county will meet future needs related to land uses. The policies listed in the plan directly follow the mandates of the GMA and the Clark County Community Framework Plan.

Figure 1 | Three Creeks Special Planning Area



Land Use Inventory¹

Table 1 shows the existing land use and zoning inventory within current urban growth areas that encompass the proposed Three Creeks Special Planning Area. Each zoning category includes the total percentage of land use categories within the area for the Three Creeks Special Planning Area prior to the inclusion of the Preferred Alternative acres. The zoning categories for the Preferred Alternative, including the acreage proposed for the Three Creeks Special Planning Area, has not been finalized at this time and will be included in a future update.

Table 1 | Land Use Inventory

Land Use Inventory for Three Creeks			
Land Use	Zoning	Acres	Percent
Urban Low Density Residential	R1-5 (5,000 s.f. lot)	39.79	0.26%
	R1-6 (6,000 s.f. lot)	2,857.79	18.52%
	R1-7.5 (7,500 s.f. lot)	3,163.67	20.50%
	R1-10 (10,000 s.f. lot)	2,882.77	18.68%
	R1-20 (20,000 s.f. lot)	321.38	2.08%
	Parks/Wildlife Refuge	1.39	0.01%
Urban Low Density Total		9,266.78	60.06%
Urban Medium/High Density Residential	R-12 (12 d.u. per acre)	123.77	0.80%
	R-18 (18 d.u. per acre)	609.63	3.95%
	R-22 (22 d.u. per acre)	108.28	0.70%
	R-30 (30 d.u. per acre)	231.87	1.50%
	R-43 (43 d.u. per acre)	215.11	1.39%
	OR-18 (18 d.u. per acre)	10.56	0.07%
	OR-22 (22 d.u. per acre)	7.01	0.05%
	OR-43 (43 d.u. per acre)	0.89	0.01%
Urban Medium/High Density Total		1,307.12	8.47%
Mixed Use	R1-6	26.62	0.17%
	R-18	15.17	0.10%
	R-22	43.20	0.28%
	R-30	5.71	0.04%
	R-43	18.76	0.12%
	Mixed Use	208.36	1.35%
	Community Commercial	47.46	0.31%
	Limited Commercial	103.57	0.67%
Mixed Use Total		468.29	3.04%
Employment Center	Business Park	111.44	0.72%
	Office Campus	245.43	1.59%
	Light Industrial	156.00	1.01%
Employment Center Total		512.86	3.32%
Commercial	Neighborhood Commercial	28.61	0.19%
	Community Commercial	337.15	2.19%
	Limited Commercial	130.53	0.85%
	Highway Commercial	720.13	4.67%

¹ The zoning categories for the Preferred Alternative, including the acreage for the Three Creeks Special Planning Area, have not been finalized at this time and will be included in a future update.

Commercial Total		1,216.41	7.88%
Industrial	Light Industrial	712.54	4.62%
Industrial Total		712.54	4.62%
Land Use	Zoning	Acres	Percent
Open Space/Parks	R1-6	102.54	0.66%
	R1-20	3.86	0.02%
	Parks/Wildlife refuge	681.94	4.42%
Open Space/Parks Total		788.31	5.11%
Public Facilities	R1-6	68.64	0.44%
	R1-7.5	184.76	1.20%
	R1-10	45.28	0.29%
	R1-20	19.73	0.13%
	R-22	13.29	0.09%
	Highway commercial	225.78	1.46%
	University	378.26	2.45%
Public Facilities Total		935.74	6.06%
BPA	R1-6	82.26	0.53%
	R1-7.5	3.37	0.02%
	R1-10	32.68	0.21%
	R-12	4.97	0.03%
	R-18	5.55	0.04%
	R-22	2.96	0.02%
	Community Commercial	7.66	0.05%
	Limited Commercial	2.98	0.02%
	Highway Commercial	1.87	0.01%
	Parks/Wildlife refuge	5.19	0.03%
	BPA Total		149.53
Water	Parks/Wildlife refuge	4.87	0.03%
	Water	66.98	0.43%
Water Total		71.84	0.47%
Total		15,429.92	100%

Source: Clark County Department of Assessment and GIS

* Does not contain Preferred Alternative data

Comprehensive Plan Update

Should Clark County adopt the Preferred Map at the conclusion of the 2007 Comprehensive Plan Update, the Three Creeks Special Planning Area would comprise a total of 17,623 acres or 27.54 square miles. The acreage of each comprehensive plan designation in the existing urban growth area and the preferred alternative boundary are listed in Table 2.

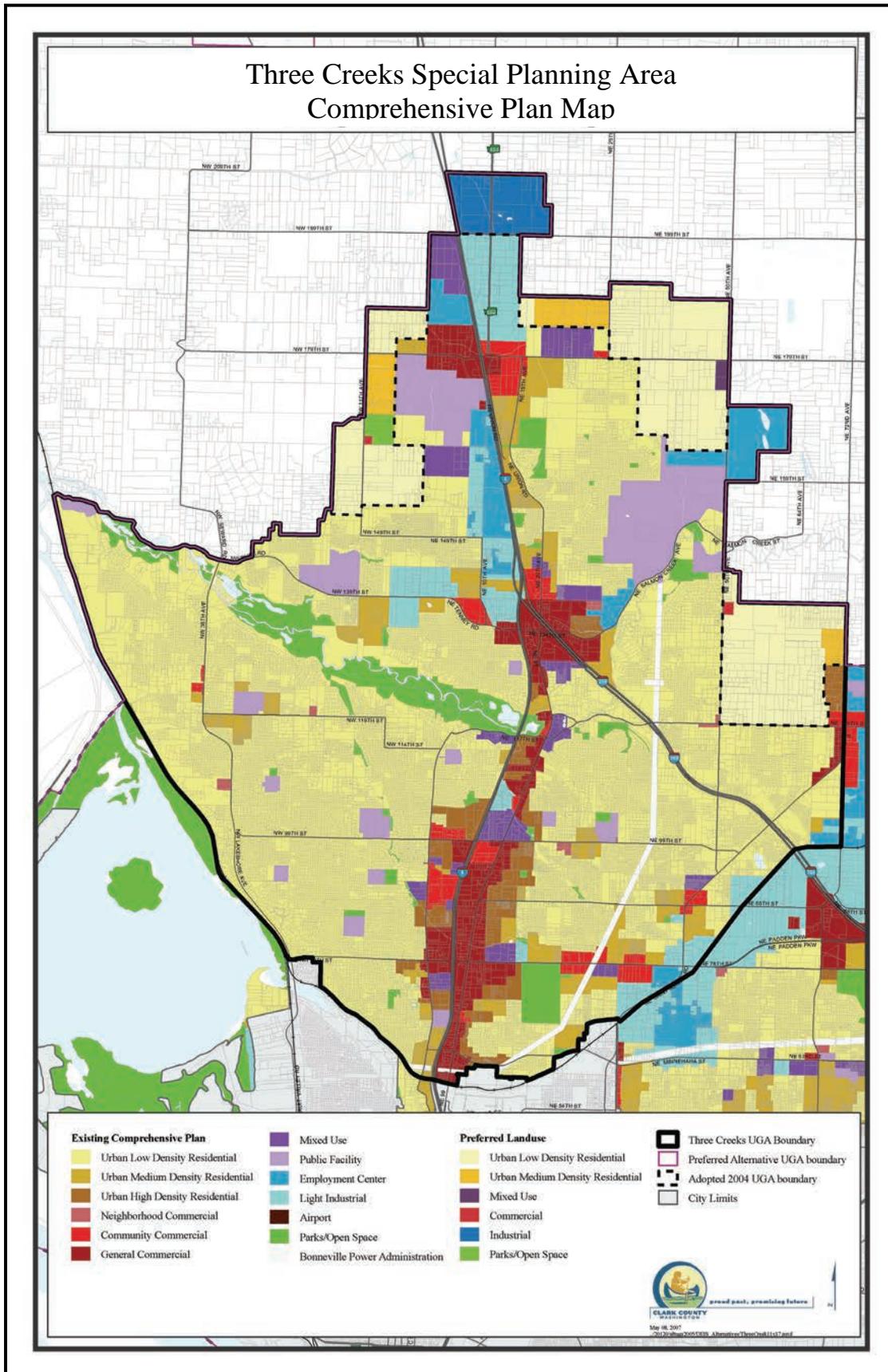
Table 2 | Comprehensive Plan Land Use

Preferred Alternative and Existing Comprehensive Plan Land Use for Three Creeks				
AREA	Designation	New Land Use Proposal	Acres	
Three Creeks	Alternative 1	Urban Low Density Residential	9,266.78	
		Urban Medium Density Residential	841.68	
		Urban High Density Residential	465.44	
		Neighborhood Commercial	28.61	
		General Commercial	850.66	
		Community Commercial	337.15	
		Mixed Use	468.84	
		Employment Center	512.86	
		Light Industrial	712.54	
		Parks/Open Space	788.31	
		Public Facility	935.74	
		Bonneville Power Administration	149.47	
		Water	71.84	
	Alternative 1 Total			15,429.92
	Preferred	Parks/Open Space	Parks/Open Space	36.97
Rural-10		Urban Low Density Residential	70.28	
		Urban High Density Residential	79.69	
		Industrial	193.66	
Rural-5		Industrial	58.37	
Urban Reserve		Urban Low Density Residential	1,709.20	
		Urban High Density Residential	35.80	
	Commercial	8.80		
Preferred Alternative Total			2,192.75	
Total Three Creeks Existing and Preferred Alternative Acres			17,622.68	

Source: Clark County Department of Assessment and GIS, 2007

The Comprehensive Plan Map for the Three Creeks Special Planning Area based on the Preferred Alternative is shown in Figure 2.

Figure 2 | Three Creeks Special Planning Area Comprehensive Plan Map



Vacant and Buildable Lands

Clark County uses a Vacant and Buildable Lands Model to identify places that could be developed, including both vacant parcels and those that have a high potential to redevelop. Tables 3 through 5 provide built, vacant and underutilized acres within the Three Creeks Special Planning Area.

Table 3 | Industrial Vacant Buildable Lands Model

Industrial VBLM for Three Creeks ²			Existing AREA	Preferred Alternative	Total Acres	
Three Creeks	Land Use	Industrial VBLM Description				
	Industrial	Built		285.91	18.92	304.83
		Vacant		98.50	24.80	123.30
		Vacant Critical		91.93	39.48	131.41
		Underutilized Critical		45.04	71.39	116.43
		Underutilized		79.47	78.52	158.00
		Exempt Underutilized Not Port		13.81	0.00	13.81
Industrial Total			614.66	233.11	847.77	
Three Creeks Industrial Total			614.66	233.11	847.77	

Source: Clark County Department of Assessment and GIS, 2007.

Table 4 | Commercial Vacant Buildable Lands Model

Commercial VBLM for Three Creeks ²			Existing AREA	Preferred Alternative	Total Acres	
Three Creeks	Land Use	Commercial VBLM Description				
	Commercial	Built		497.64	0.00	497.64
		Vacant		200.76	0.43	201.19
		Vacant Critical		138.33	2.20	140.52
		Vacant Exempt		34.90	0.00	34.90
		Vacant Lot less than 5000 sq. ft.		1.18	0.00	1.18
		Underutilized		20.73	3.09	23.81
		Underutilized Critical		5.53	1.93	7.46
	Commercial Total			899.07	7.64	906.71
	Mixed Use	Built		136.88	0.00	136.88
		Vacant		63.91	0.00	63.91
		Vacant Critical		58.62	0.00	58.62
		Vacant Exempt		16.88	0.00	16.88
		Vacant Lot less than 5000 sq. ft.		8.87	0.00	8.87
		Underutilized		68.63	0.00	68.63
		Underutilized Critical		47.12	0.00	47.12
	Mixed Use Total			400.91	0.00	400.91
	Employment Center	Built		52.97	0.00	52.97
		Vacant		89.56	0.00	89.56
		Vacant Critical		103.35	0.00	103.35
		Vacant Exempt		4.16	0.00	4.16
		Vacant Lot less than 5000 sq feet		0.10	0.00	0.10
		Underutilized		101.76	0.00	101.76
Underutilized Critical			110.32	0.00	110.32	
Employment Center Total			462.22	0.00	462.22	
Three Creeks Commercial Total			1,762.20	7.64	1,769.84	

Source: Clark County Department of Assessment and GIS, 2007.

Table 5 | Commercial Vacant Buildable Lands Model

Residential VLBM for Three Creeks ²		Existing AREA	Preferred Alternative	Total Acres	
Three Creeks	Land Use	Residential VBLM Description			
	Urban Low Density Residential	Built	4,303.85	55.20	4,359.06
		Built Exempt	62.39	0.47	62.86
		Mansions and Condos	234.29	50.78	285.07
		Vacant	658.48	238.19	896.67
		Vacant Critical	547.71	209.85	757.56
		Vacant Exempt	211.01	0.00	211.01
		Underutilized	730.30	649.92	1,380.22
		Underutilized Critical	587.52	442.37	1,029.89
		Parks and Open Space	221.38	38.73	260.11
		Private Open Space	123.75	0.26	124.01
	Urban Low Density Residential Total		7,680.68	1,685.76	9,366.45
	Urban Medium/High Density Residential	Built	367.80	2.41	370.21
		Built Exempt	47.10	0.00	47.10
		Mansions and Condos	190.23	0.00	190.23
		Vacant	137.72	40.67	178.39
		Vacant Critical	168.96	19.75	188.71
		Vacant Exempt	65.62	0.00	65.62
		Underutilized	59.72	38.49	98.21
		Underutilized Critical	32.16	9.91	42.08
Parks and Open Space		31.96	0.00	31.96	
Private Open Space		7.75	0.00	7.75	
Urban Medium/High Density Residential Total		1,109.02	111.23	1,220.25	
Three Creeks Residential Total		8,789.71	1,796.99	10,586.70	

Source: Clark County Department of Assessment and GIS, 2007.

Demographics

Population and Households

Population throughout the Three Creeks Special Planning Area represents approximately 16 percent of the total population throughout Clark County. The county is recommending that the density of housing units for the Three Creeks Special Planning Area correspond to the density targets for the cities of Battle Ground, Camas, Ridgefield and Washougal, averaging at least 6 units per net residential acre.

Table 6 below shows the Three Creeks Special Planning Area with a population of approximately 68,970, including the current population in the Preferred Alternative area. The overall density of housing units for lots developed between 1996 and 2007 is 5.85 units per acre. Clark County planning assumptions uses a county-wide factor of 2.59 persons per household. Based on census information, the Three Creeks Special Planning Area is currently showing a person per household of 2.62.

² The 'Roads & Easements' and 'Public Facilities' acreage is not included in the VBLM Tables 3, 4 and 5 and as such the total acres do not match the Comprehensive Plan Land Use Table 2.

Table 6 | Population and Households

Population 2007	Percentage Of County Population	Households 2007	Percentage Of County Households	Persons Per Household
68,970	16 %	26,280	16.7%	2.62

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

Household Characteristics

The Three Creeks Special Planning Area has approximately 26,280 households base on the latest U.S. Census data. Of which, over 17, 870 or 67.9 percent are owner occupied. County-wide owner-occupied households are also averaging approximately 67 percent.

Table 7 | Household Characteristics

Households 2007	Owner-Occupied	Percentage of Owner-Occupied	Renter-Occupied	Percentage of Renter-Occupied
26,280	17,870	67.9%	8,410	32.1%

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

Age and Gender

The age of the population within the proposed Area tells a great deal about the future demands for services and new commercial and retail activity of an area.

Table 8 | Gender Distribution

Gender Distribution		
Male	34,347	49.8%
Female	34,623	50.2%

The population within the Three Creeks Special Planning Area is split almost equally between genders as shown in Table 8. Females represent 50.2 percent and males 49.8 percent of the population.

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

Table 9 | Age Distribution

Age Distribution	
Under 5 years	4,759
5 to 9 year	5,035
10 to 14 years	5,173
15 to 19 years	4,759
20 to 24 years	4,828
25 to 34 years	10,139
35 to 44 years	10,552
45 to 54 years	10,070
55 to 59 years	4,344
60 to 64 years	2,759
65 to 74 years	3,517
75 to 84 years	2,345
85 years and over	690

The majority of residents are age 20 years and older (42,692). In general, the age structure of the population is similar across the county. The working age group (defined as 19 to 64 years old) represents more than 57 percent of the persons living within the Area. Seniors represent the second largest segment of the population with 6,552 or 9 percent 65 and older. Table 9 presents the age distribution of the population.

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

Race and Ethnicity

Based on U.S. Census data, the proposed Three Creeks Special Planning Area shows more than 88 percent of respondents as White. Of which, 4,000 people could be identified as Hispanic or Latino.

Table 10 | Race and Ethnicity

Race and Ethnicity	
White	60,694
Black or African American	1,724
American Indian and Alaska Native	1,310
Asian	3,311
Native Hawaiian and Other Pacific Islander	414
Some Other Race	1,517

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

Household Income

The median household income for the Area is approximately \$65,158.

Table 11 | Household Income

2006 Household Income	
Less Than \$10,000	1,742
\$10,000 to \$14,999	683
\$15,000 to \$24,999	2,102
\$25,000 to \$34,999	2,365
\$35,000 to \$49,999	4,081
\$50,000 to \$74,999	5,545
\$75,000 to \$99,999	3,574
\$100,000 to \$149,999	4,468
\$150,000 to \$199,999	1,051
\$200,000 or more	669
Median Household Income	\$65,158
2005 Per Capita Income	\$27,718

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

Employment

The 2005 annual average employment for the Three Creeks Special Planning Area is 13,014. The source for this information is the Washington State Employment Security Department, ES202 data. With a population base of 68,970, the current job to population ratio is one job for every 5 people living in the Area.

Focused Public Investment Areas

The Three Creeks Special Planning Area includes three focused public investment areas (FPIA): Highway 99, Discovery Corridor, and Washington State University Vancouver. Focus Public Investment Areas were first developed with the update of the 2004 Comprehensive Plan to assist the county in identifying areas targeted for potential investment. By concentrating public dollars in a FPIA, the county is maximizing each dollar spent to support economic development opportunities.

The planning area for Highway 99 is approximately 2,400 acres and extends from the Chelatchie Prairie Railroad Bridge near NE 63rd Street (south), Interstate 5 (west), NE 134th Street (north), and the Bonneville Power Administration Transmission Line easement (east). Planning efforts for this area have been underway since 2000 and should conclude late 2008 with the adoption of a Highway 99 Sub-Area Plan. The Discovery Corridor is approximately 1,465 acres and extends from NE 134th Street north along Interstate 5 to NE 219th Street. This FPIA includes the Salmon Creek health facilities. The Washington State University at Vancouver campus and Research Park FPIA is located on approximately 369 acres just east of the Discovery Corridor. Local efforts are underway to enhance the linkage between the educational system and employers within the county.

Commercial Market Trends

Clark County assesses long-term demand for commercial lands in unincorporated Clark County relying on current land use patterns and market desirability. The county is divided into three "trade areas" to provide specific market characteristics. The Three Creeks Special Planning Area falls almost entirely within the West Vancouver trade area as shown in Figure 3.

Figure 3 | Unincorporated Clark County Trade Areas, 2007



Major Employers

Table 12 | Three Creeks Major Employers

Sector	Company	Function	NAICS 2 Digit	Employment August 2006
All Sectors	Vancouver School District	School	61	3,380*
	Fred Meyer	Retail	44	1,295*
	Safeway	Retail	44	1,205*
	Kaiser Permanente	Healthcare	62	758*
	Washington State University	School	61	750
	The Vancouver Clinic	Healthcare	62	735*
	Legacy – Salmon Creek	Hospital	62	728
	First Independent Bank	Banking	52	355*

Source: Columbia River Economic Development Council, August 2006.

*Total county-wide employment number for this employer. Only a portion of this total includes employees employed in the Three Creeks Special Planning Area.

Employees per Establishment

Using geographically coded employment data from 2005 and current zoning designations, the distribution of jobs by industry group was established for each of the trade areas. The employment in the West Vancouver Trade Area is concentrated along Interstate 5 and Interstate 205. The employment along the Interstate 5 corridor is concentrated in the Retail and Entertainment industry group.

Public Services and Facilities

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.

Fire District

Fire protection is provided throughout the proposed Three Creeks Special Planning Area by the county. Fire protection is provided by Fire Districts 5, 6, 11 and 12. The majority of the proposed AREA is served by Fire District 6. Fire Districts 5, 11 and 12 serve the outermost boundary of the Area and back up Fire District 6 as needed. The average response time for Fire District 6 is 3 minutes 41 seconds.

Table 13 | Proposed Three Creeks Special Planning Area/ Fire District Facilities

Name	Station	Location
Fire District 5	No facilities within AREA	
Fire District 6	#61	8800 NE Hazel Dell Avenue
	#62	11600 NW Lakeshore Avenue
	#63	1200 NE 134 th Street
	#151	505 NW 179 th Street
Fire District 11	No facilities within AREA	
Fire District 12	No facilities within AREA	

Source: Clark County Fire District 6 website at <http://ccfd6.org/>.

General Government Facilities

Table 14 shows the county facilities located within the proposed Area.

Table 14 | General Government Facilities

Building	Square Footage
Fairgrounds Complex	358,526
Hazel Dell	6,864
Klineline (Salmon Creek)	6,753
Salmon Creek Site	2,400
Amphitheater Pump Station	2,000
Felida Park	1,500
HB Fuller 134 th Street (Park)	1,000

Source: Clark County, General Services

Law Enforcement

The Clark County Sheriff's Office provides law enforcement services throughout the unincorporated areas of Clark County and in the Town of Yacolt. Regional or shared law enforcement and correction facilities are provided by the county including the main jail, the Jail Work Center, the Juvenile Detention Center, the Clark-Skamania Drug Task Force, the 911 Emergency Center (CRESA) and a leased facility for the Child Abuse Intervention Center

(CAIC). The proposed Three Creeks Special Planning Area is located within the Clark County Sheriff's West Precinct district.

Library

The Fort Vancouver Regional Library District serves an area of approximately 4,200 square miles and nearly 410,000 people in four counties. The District provides library services to the proposed Three Creeks Special Planning Area and maintains a 13,000-square-foot-facility, Three Creeks Community Library, in the Salmon Creek area.

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 gas customers in the proposed Three Creeks Special Planning Area.

Parks and Open Space

The Vancouver-Clark Parks Recreation Department owns and manages approximately 7,335 acres of park and open space lands. Table 15 is an inventory of the parks and open space within the Three Creeks Special Planning Area.

Table 15 | Parks Inventory

Name	Undeveloped Acreage	Developed Acreage	Total Acreage
Neighborhood Parks			
Gaiser Middle School Park		5.00	5.00
Sarah J. Anderson Elementary	7.70		7.70
Tenny Creek Park		10.13	10.13
Tenny Creek School Site	5.00		5.00
Greyhawk NH Park		5.00	5.00
Stanton Park	5.00		5.00
Mount Vista Park	4.00		4.00
Vista Meadows Park		5.00	5.00
Chinook Park	5.00		5.00
Sgt. Crawford Park	2.49		2.49
Erickson Farms Park		4.27	4.27
Sorenson Park	4.82		4.82
Grayhawk Park		5.00	5.00
Lalonde Park	7.70		7.70
Jorgenson Park	7.11		7.11
Lakeshore Park	5.17		5.17
Eisenhower Park		7.70	7.70
Stockford Village		55.00	55.00
Community Parks			
Hazel Dell		20.00	20.00
Fairgrounds Park	76.24		76.24
Pleasant Valley Park	40.44		40.44
Felida		14.50	14.50
Open Space/Natural Area			
Salmon Creek Greenway	20.18		20.18
Sherwood Meadows	0.17		0.17
Sherwood North	3.39		3.39
Sherwood Ridge	14.50		14.50
Burton Forest	1.00		1.00

Regional Park/Trails & Greenways			
Salmon Creek / Kline Park	123.00	35.00	158.00
Salmon Creek Greenway	430.20	5.80	436.00
Burnt Bridge Creek Greenway	158.50	7.50	166.00
Whipple Creek Park*	255.00	4.00	259.00
Total Inventory	1,176.61	183.9	1,360.51

Source: Vancouver-Clark Parks and Recreation Comprehensive Plans, Recreation, & Open Space Plan, December 2006. *Note only a portion of Whipple Creek Park extends into the Three Creeks Special Planning Area.

Sanitary Sewer System

The sanitary sewer system is owned and operated by the Clark Regional Wastewater District. New sanitary sewer system improvements are usually linked to public works transportation projects and new construction. The district uses the county-owned Salmon Creek Wastewater Treatment Plant located at 15100 NW McCann Road.

Schools

The proposed Three Creeks Special Planning Area is served by three school districts: Battle Ground, Ridgefield and Vancouver. Battle Ground services the upper northeast section of the proposed Area. The district currently has set aside 39 acres of property in the Mill Creek area for a future school facility. The Ridgefield School District services the northwest corner of the Area. The Vancouver School District is the main provider of primary education services and extends from the Columbia River north into Salmon Creek area neighborhoods. Table 16 below shows the location and type of school facilities that would be utilized by students in the Area.

Table 16 | School District Facilities

Name	Location	Capacity
Vancouver School District		
Eisenhower Elementary	9201 NW 9 th Avenue	506
Hazel Dell Elementary	511 NE Anderson Road	437
Sacajawea Elementary	700 NE 112 th Street	483
Salmon Creek Elementary	1601 NE 129 th Street	529
Sarah J. Anderson Elementary	2215 NE 104 th Street	575
Lakeshore Elementary	9300 NW 21 st Avenue	506
Chinook Elementary	1900 NW Bliss Road	667
Felida Elementary	2700 NW 119 th Street	644
Jefferson Middle School	2700 NW 119 th Street	868
Gaiser Middle School	3000 NE 99 th Street	924
Alki Middle School	1300 NW 139 th Street	868
Jason Lee Junior High	8500 NW 9 th Avenue	912
Skyview High School	1300 NW 139 th Street	2000
Columbia River High School	800 NW 99 th Street	1230
Vacant Site (9.75 acres)	8614 NE 25 th Avenue	n/a
Vacant Site (12 acres)	108 th Street/NW 23 rd Avenue	n/a
Battle Ground School District		
Pleasant Valley Elementary	14320 NE 50 th Avenue	417
Pleasant Valley Middle School	14320 NE 50 th Avenue	375
Vacant Elem. (39.55 acres)	40 th Avenue/NE 174 th Street	n/a
Ridgefield School District		
No facilities within AREA	n/a	n/a

Source: Vancouver, Ridgefield, and Battle Ground School District Capital Facility Plans, 2007

Storm Water System

Traditionally, stormwater management has primarily been a function of development activity. Clark County ordinances require treatment and detention for existing and proposed areas within project limits. Criteria and methods from the Stormwater Management Manual for Western Washington are used to establish the treatment and detention requirements.

Currently the existing storm system within Three Creeks intercepts a significant amount of off-site flow. In the AREA, there are a number of creeks within the AREA including but not limited to: Salmon Creek, Whipple Creek, NE 114th Street Tributary, Tenny Creek, Cougar Canyon Creek, and Cold Creek. Lalonde Creek feeds into Salmon Creek on the northeast section of the AREA. The creeks, in most cases, may be considered for fish habitat. Storm water management in the AREA is provided by Clark County.

Transit System

The proposed Three Creeks Special Planning Area transit service is provided by the Clark County Transit Benefit Area Authority (C-TRAN). C-TRAN is a publicly funded transportation system that serves Clark County with connections to Portland, Oregon. C-TRAN provides fixed route bus service, paratransit service, dial-a-ride service, and transit center/park and ride facilities.

Throughout Clark County, C-TRAN operates 18 local urban and eight commuter express bus routes. Services hours are generally from 5:30 AM to 9:15 PM on weekdays and 6:45 AM to 8:15 PM on Saturdays, and 8:00 AM to 6:00 PM on Sundays and holidays. As shown in Figure 4, the proposed Three Creeks Special Planning Area is served by five urban routes and two commuter express routes as well as paratransit and dial-a-ride service. In addition, the Salmon Creek Park and Ride located at the junction of Interstate 5 and 205 provides a 495-space facility.

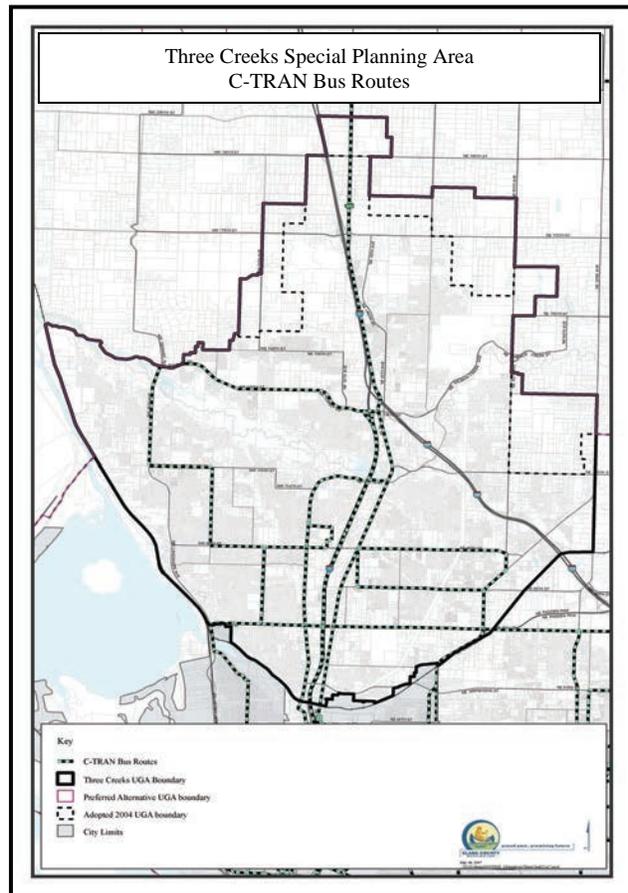


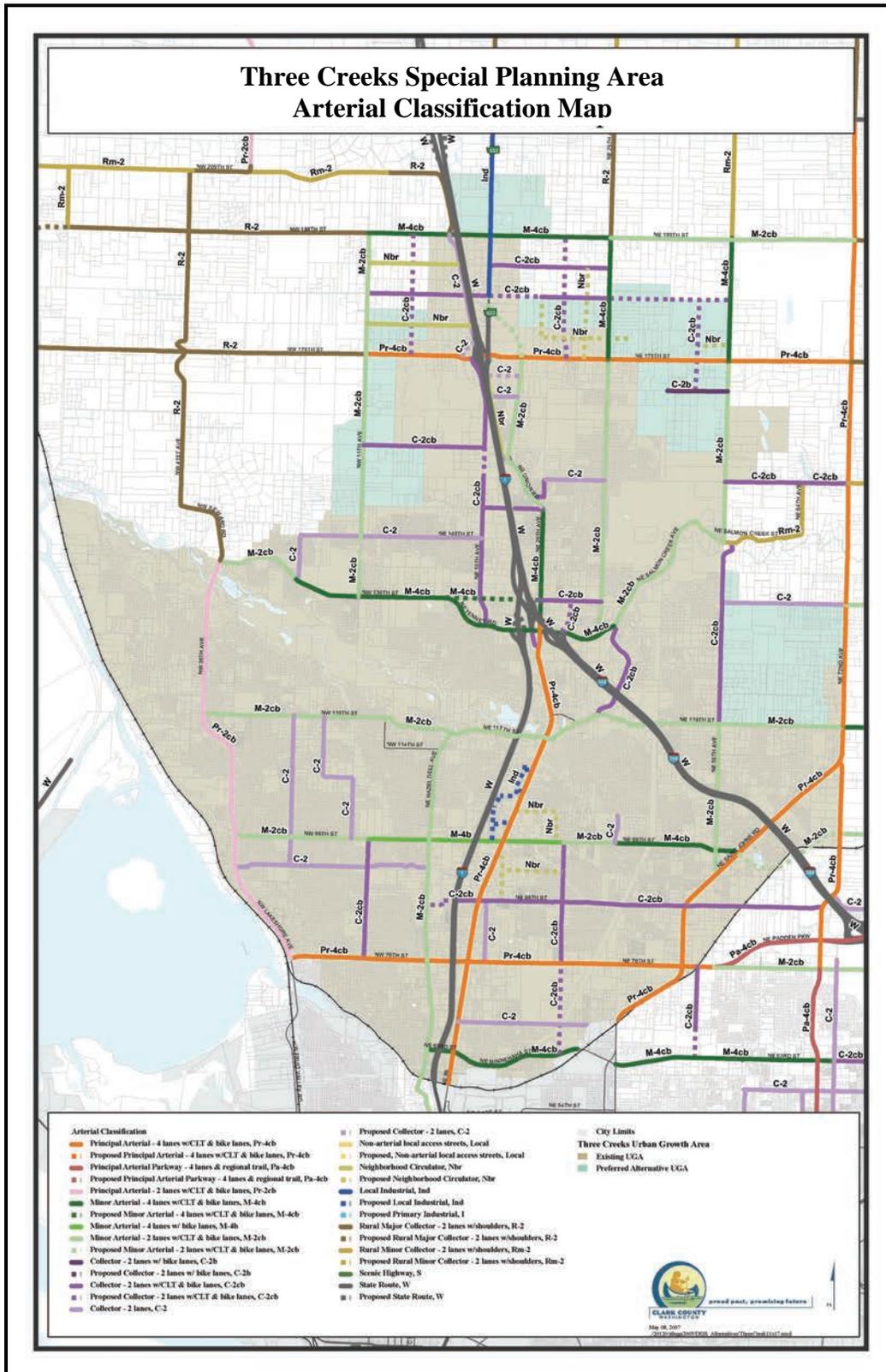
Figure 4 | C-TRAN Transit System

Source: Clark County Department of Assessment and GIS, 2007

Transportation

The Arterial Atlas is a long-range roadway system plan of Clark County. It is an outcome of the county's Comprehensive Growth Management Plan. The Arterial Atlas Map in Figure 5 illustrates the road network within the proposed Three Creeks Special Planning Area.

Figure 5 | Arterial Classification Map

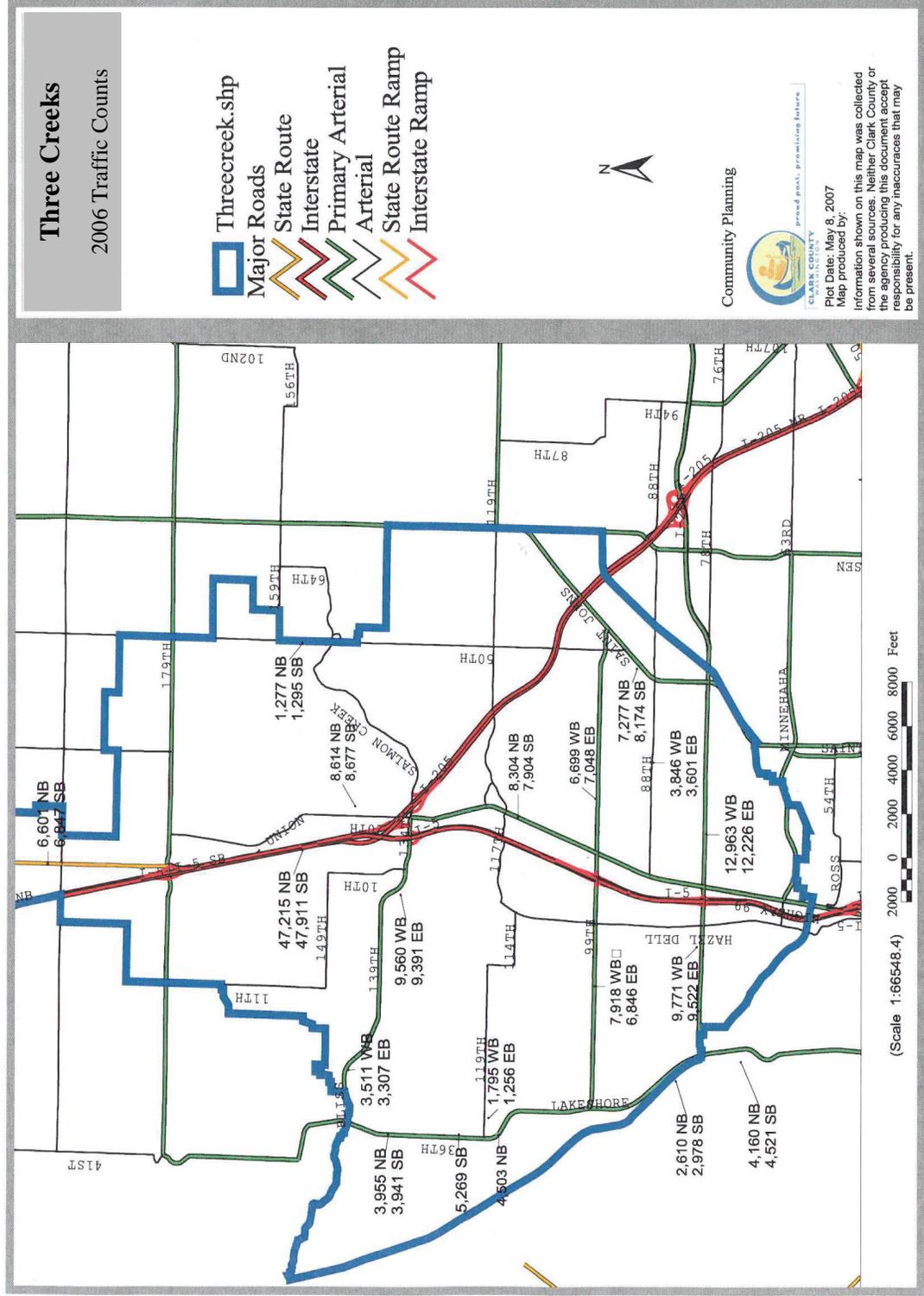


Source: Clark County Department of Assessment and GIS, 2007

Traffic Volumes

Figure 6 shows the most recent 2006 traffic counts for regional transportation facilities located in the proposed Three Creeks Special Planning Area. This information is used to inform transportation planning activities for future corridor improvements.

Figure 6 | Traffic Volumes



Concurrency Corridors

Clark County has developed a Transportation Concurrency Management System to monitor the level-of-service of key transportation corridors that have been identified to have a regional significance pursuant to state law (RCW 36.70A.390). Table 17 below shows the concurrency corridors located within the proposed Three Creeks Special Planning Area.

Table 17 | Concurrency Corridors

Three Creeks Concurrency Corridors	Corridor Limits Description	Corridor Length (mi)	Minimum Travel Speeds (mph)
North-South Roadways			
Lakeshore Avenue	Bliss Rd to NE 78th St	3.54	22
Hazel Dell Avenue	Highway 99 to NE 63rd St	3.57	17
Highway 99 and NE 20th Avenue			
NE 15th /20th Avenue (North)	NE 179th St to S of NE 134th St	2.72	17
Central	N of NE 134th St to NE 99th St	2.10	13
South	NE 99th St to NE 63rd St	1.79	13
St. Johns Road	NE 119th St to NE 68th St	2.53	22
NE 72nd Avenue	SR-502 to NE 119th St	5.00	27
Andresen Road	NE 119th St to NE 58th St	3.07	13
East-West Roadways			
SR-502	NW 30th Ave (Battle Ground) to NE 179th St	6.52	27
179th Street			
West	NW 41st Ave to I-5	2.40	22
West Central	I-5 to NE 72nd Ave	2.97	22
139th Street and Salmon Creek Avenue			
139th Street West	Seward Rd to I-5	2.66	17
Salmon Creek Ave (West Central)	I-5 to NE 50th Ave	2.20	13
119th Street			
West	Lakeshore to Hazel Dell	2.21	22
West Central	Hwy 99 to NE 72nd Ave	2.64	17
99th Street			
West	Lakeshore to I-5	1.97	17
West Central	I-5 to St. Johns Rd	2.13	22
78th Street			
West	Lakeshore to I-5	1.31	17
West Central	I-5 to Andresen (on Padden)	3.09	17
88th Street			
West Central	Hwy 99 to Andresen	2.83	17
63rd Street			
West Central	Hazel Dell to Andresen	3.25	22

Transportation Improvement Projects

There are a number of projects targeted for the proposed Three Creeks Special Planning Area that are currently contained in the County's 6-Year Transportation Improvement Program as shown in Figure 7.

Water System

Clark County relies almost entirely on groundwater aquifers for public and private water use, including residential, commercial, industrial, and agricultural uses. Public water is provided by Clark Public Utilities (CPU). The county does not own or operate public water systems.

CPU has prepared a 20-year Capital Facilities Plan that forecasts demand for water supply through 2024. Based on the projections, CPU has provided for more capacity than the 2024 population forecast would require. Two new water sources have also been identified.

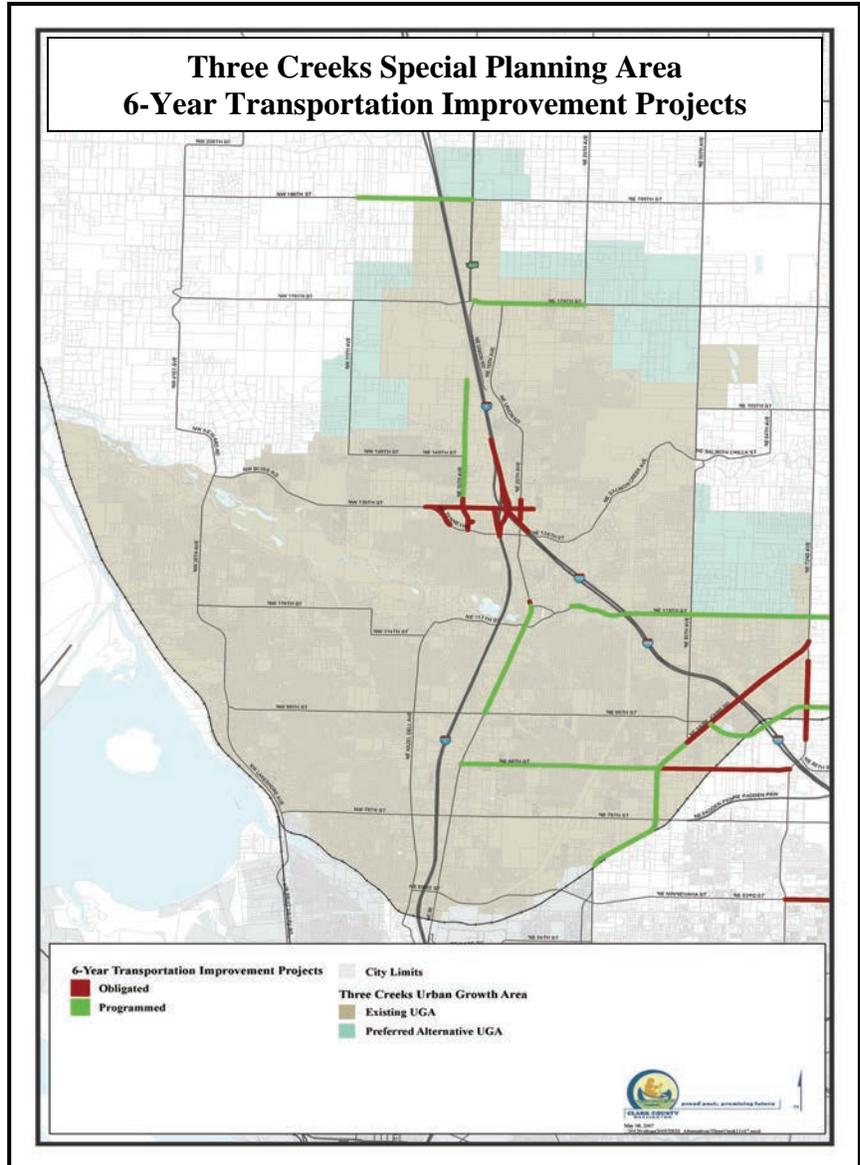


Figure 7 | 6-Year Transportation Improvement Projects

Source: Clark County Department of Assessment and GIS, 2007

Revenue

The following figure and tables display taxing districts, levy rates, and assessed valuation respectively, for the Three Creeks Special Planning Area.

Table 18 | Proposed Three Creeks Taxing Districts/Levy Rate

Taxing Districts/Levy Rate for Three Creeks												
CODE DISTRICT	TAXCODE	CITY	SCHOOL	PORT	FIRE	CEMETARY	EMS	METRO PARK	TAX RATE (per \$ 1,000)	EXISTING AREA	PREFERRED ALTERNATIVE	TOTAL ACRES
119.002	1 00CC Ba FD-5	CC	Ba		FD-5				7.32656	0.00	22.09	22.09
119.003	1 00CC Ba FD-11	CC	Ba		FD-11				7.59584	0.00	690.76	690.76
119.005	1 00CC Ba P-V FD-5	CC	Ba	P-V	FD-5				7.66369	0.02	606.80	606.82
119.013	1 00CC Ba FD-6	CC	Ba		FD-6				7.65114	0.11	39.05	39.16
119.083	1 00CC Ba FD-11 MP	CC	Ba		FD-11			MP	7.82304	261.80	0.00	261.80
119.084	1 00CC Ba P-V FD-5 MP	CC	Ba	P-V	FD-5			MP	7.89089	1683.05	0.19	1683.24
119.087	1 00CC Ba FD-6 MP	CC	Ba		FD-6			MP	7.87834	137.17	0.00	137.17
119.088	1 00CC Ba P-V FD-6 MP	CC	Ba	P-V	FD-6			MP	8.21547	494.22	0.00	494.22
122.003	1 00CC Ri P-R FD-11	CC	Ri	P-R	FD-11				8.47251	0.09	332.71	332.80
122.004	1 00CC Ri P-R FD-6	CC	Ri	P-R	FD-6				8.52781	0.74	269.58	270.32
122.005	1 00CC Ri P-R FD-12	CC	Ri	P-R	FD-12				8.36822	0.12	99.62	99.74
122.015	1 00CC Ri P-R FD-11 MP	CC	Ri	P-R	FD-11			MP	8.69971	205.40	0.16	205.57
122.016	1 00CC Ri P-R FD-6 MP	CC	Ri	P-R	FD-6			MP	8.75501	1334.39	0.66	1335.06
122.017	1 00CC Ri P-R FD-12 MP	CC	Ri	P-R	FD-12			MP	8.59542	173.04	0.00	173.04
37.053	1 00CC Va FD-6	CC	Va		FD-6				10.77765	0.11	131.56	131.67
37.075	1 00CC Va P-V FD-5 MP	CC	Va	P-V	FD-5			MP	11.01740	586.89	0.00	586.89
37.076	1 00CC Va P-V FD-6 MP	CC	Va	P-V	FD-6			MP	11.34198	9332.69	0.00	9332.69
37.077	1 00CC Va FD-6 MP	CC	Va		FD-6			MP	11.00485	1220.22	0.00	1220.22
										15430.12	2193.20	17623.32

Source: Clark County Department of Assessment and GIS

Table 19 | Assessed Values for the Proposed Three Creeks Area by Property Types

Assessed Value	Single Family	Multi-Family	Mobile Home	Commercial	Industrial	Vacant	Other	Total
Total Assessed Value	\$5,769,520,146	\$229,184,700	\$58,376,460	\$547,620,800	\$10,071,700	\$366,755,440	\$788,683,880	\$7,770,213,126
Average Assessed Value	271,968	881,480	51,661	1,203,562	592,453	140,897	937,793	292,994
Assessed Value per Acre	467,447	864,154	6,758	933,088	366,088	93,186	369,830	278,211
Market Value								
Total Market Value	\$5,859,842,500	\$229,184,700	\$59,467,700	\$547,381,700	\$10,071,700	\$404,079,300	\$793,846,400	\$7,903,874,000
Average Market Value	276,225	881,480	52,626	1,203,037	592,453	155,236	943,932	298,034
Market Value per Acre	474,765	864,154	6,884	932,681	366,088	102,669	372,251	282,997

Notes: Market Value is the full value for a parcel without deductions for special assessments and senior exemptions. The numbers represent 2006 values for 2007 taxes
 Source: Clark County Department of Assessment and GIS