

ORDINANCE NO. 2010-07-16

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2  
3 An ordinance by Clark County, Washington, relating to land-use and zoning;  
4 establishing a Planned Action for the Highway 99 Sub-area Plan; providing for the  
5 establishment of conditions for approval of projects located within the Highway 99 Sub-  
6 area; providing for a streamlined review and approval of projects that meet Planned Action  
7 criteria; providing for an effective date; and providing for an expiration date.

8 WHEREAS, the county has adopted a comprehensive plan under provisions of  
9 Chapter 36.70A RCW; and,

10 WHEREAS, the comprehensive plan provides for the adoption of a sub-area plan for  
11 the geographic area located within the Vancouver urban growth boundary commonly known  
12 as the Highway 99 Overlay District CCC40.250.050 or the Highway 99 Sub-area; and,

13 WHEREAS, the Board of Clark County Commissioners adopted the Highway 99 Sub-  
14 Area Plan on December 16, 2008 as part of Ordinance 2008-12-15; and

15 WHEREAS, the Highway 99 Sub-Area Plan provides for the future build out of the  
16 Highway 99 Sub-area in a manner consistent with the comprehensive plan and community  
17 vision; and,

18 WHEREAS, Clark County has conducted a thorough review of the development  
19 anticipated within the Highway 99 Sub-area and prepared and adopted a Supplemental  
20 Environmental Impact Statement (SEIS) under the State Environmental Policy Act (SEPA),  
21 Chapter 43.21C RCW; and

22 WHEREAS, Clark County conducted an environmental analysis and considered the  
23 probable significant adverse environmental impacts of the anticipated development within  
24 the Highway 99 Overlay District; and

25 WHEREAS, the anticipated development is consistent with the Highway 99 Sub-Area  
26 Plan; and,

27 WHEREAS, if the anticipated development does not meet the requirements of the  
28 planned action, the county will require additional environmental review to provide for  
29 mitigation and other conditions to ensure that future development will not create adverse  
30 environmental impacts; and,

31 WHEREAS, the provisions of the Regulatory Reform Act (ESHB 1724), as codified in  
32 Chapter 36.70B RCW and SEPA provide for the integration of environmental review with  
33 project review to encourage an expedited process for approval of development where  
34 substantial planning and environmental review has occurred prior to application for  
35 development approval; and,

36 WHEREAS, the provisions of Chapter 43.21C.031 and the regulations issued there-  
37 under provide for the designation of planned actions within geographic areas that are less  
38 extensive than a municipality's jurisdictional boundaries and where substantial  
39 comprehensive planning and environmental review has been completed prospectively; and

40 WHEREAS, the county has revised its local SEPA procedures and project review  
41 procedures to incorporate the provisions for planned actions and provide for streamlined  
42 review of land use actions designated as planned actions; now therefore,

43  
44 **BE IT ORDERED AND RESOLVED BY THE BOARD OF COUNTY**  
45 **COMMISSIONERS OF CLARK COUNTY, STATE OF WASHINGTON, as follows:**  
46

1 **Section 1. Purpose.**

2  
3 The county declares that the purpose of this ordinance is to:

- 4 1. Set forth a procedure designating certain land use actions as described in the  
5 Highway 99 Sub-area Plan within the geographic boundary of the Highway 99  
6 Overlay District CCC 40.250.020 (ordinance 2008-12-16) as "Planned Actions"  
7 consistent with RCW 43.21.031, WAC 197-11-164 to 172, and Clark County  
8 Unified Development Code Title 40 Section 40.570.020(F), Planned Action.  
9 2. Streamline the review process for projects that qualify as planned actions within  
10 the Plan by applying the provisions of CCC 40.570.020(F), Planned Action to the  
11 approval of such planned action projects.  
12 3. Combine environmental analysis with land use planning.  
13 4. Ensure that land use actions designated as planned actions are mitigated and  
14 conditioned by the provisions of this ordinance and Clark County's Title 40  
15 development regulations to ensure that no adverse impacts to the environment  
16 will occur as a result of development approval.  
17

18 **Section 2. Findings.**

19  
20 The county finds that:

- 21 1. A sub-area plan has been prepared and adopted by the county under the  
22 provisions of the Growth Management Act, Chapter 36.70A RCW and  
23 36.70.130(2)(a)(i) for the geographic area located within the Vancouver urban  
24 growth area. (adopted by ordinance 2008-12-16)  
25 2. The Plan is consistent with the Clark County Comprehensive Plan and provides for  
26 the planned build out of the Highway 99 Sub-area over a twenty year planning  
27 period.  
28 3. A supplemental environmental impact statement (Exhibit 1) has been prepared  
29 pursuant to RCW 43.21C.031 in conjunction with the adoption of the Highway 99  
30 Sub-area Plan.  
31 4. The Highway 99 Sub-area Plan and SEIS have addressed all the significant  
32 environmental impacts associated with the land uses allowed.  
33

34 **Section 3. Amendatory. Clark County Unified Development Code Title 40.**

35  
36 **40.570.020(F) Planned Actions.**

- 37  
38 1. Procedure and Criteria for Evaluating and Determining Projects as Planned  
39 Actions. The responsible official shall determine that the probable significant  
40 adverse environmental impacts for the proposed developments have been  
41 adequately addressed in the Highway 99 SEIS and that it is consistent with the  
42 Highway 99 Sub-area Plan.  
43 2. Planned action designated. Land uses and activities described in the Highway 99  
44 Final SEIS dated December 2, 2008 and the Highway 99 Sub-area Plan adopted  
45 by Ordinance 2008-12-16 may be designated as planned actions.

- 1 3. Planned action review criteria. The responsible official may designate as a  
2 planned action pursuant to RCW 43.21C.031(2), a proposed project which meets  
3 all of the following conditions, as demonstrated by the application for the project:  
4 a. the application proposes that the project be located within the  
5 geographical area of Highway 99 Overlay District;  
6 b. the application proposes uses and activities that are consistent with those  
7 described in the Highway 99 Final SEIS;  
8 c. the significant adverse environmental impacts of the proposed project  
9 have been identified in the Highway 99 Final SEIS;  
10 d. the significant adverse impacts of the proposed project have been  
11 mitigated by application of the measures identified in Clark County Unified  
12 Development Code Title 40;  
13 e. the application demonstrates compliance with all applicable local, state  
14 and/or federal laws and regulations, and the Responsible Official  
15 determines that these constitute adequate mitigation; and  
16 f. the proposal is not for an essential public facility as defined in  
17 RCW36.70.200.
- 18 4. Pre-application review. Pre-application review under the provisions of Chapter  
19 40.510 shall be required for all proposed projects that may qualify as planned  
20 action projects.
- 21 5. Submittal requirements. A development application for a project that may qualify  
22 as a planned action shall be subject to the submittal requirements for counter-  
23 complete status as governed by Chapter 40.510 and shall include:  
24 a. a SEPA checklist or other project review form as specified in WAC Section  
25 197-11-315 and Section 40.570.040(B) is required and exempt from Title  
26 6 Table 6.110A.010(X)(I);  
27 b. a letter from Department of Archeology & Historic Preservation stating  
28 that the application proposal does not require a predetermination under  
29 Section 40.570.080(C)(3)(k); and  
30 c. a signed Planned Action Application Form.
- 31 6. Threshold determination for planned actions. No threshold determination need  
32 be issued for planned action projects; provided, that a planned action project  
33 may be conditioned to mitigate any adverse environmental impacts which are  
34 reasonably likely to result from the project action.
- 35 7. When a project is not a planned action. Where the Responsible Official  
36 determines that the application proposed does not qualify as a planned action  
37 under provisions Section 40.570.020(F), a threshold determination is required.  
38 The application shall be reviewed, processed, and subject to appeal under the  
39 decision-making procedures otherwise applicable under Chapter 40.570, and the  
40 application shall be reviewed under the county's SEPA regulations as governed by  
41 this chapter. When reviewed under this chapter, the applicant may use or  
42 incorporate relevant elements of the Highway 99 Final SEIS and Highway 99 Sub-  
43 area plan adopted for the planned action area.
- 44 8. Notice of Decision. Any notice of decision issued under Section 40.570.020(F)  
45 shall contain:

- 1 a. A statement of findings supporting the conclusions that the application  
2 proposal meets the criteria for designation as a planned action, that the  
3 project will implement the Highway 99 Sub-area Plan, and that the  
4 application is consistent with the Comprehensive Plan;  
5 b. A statement of the requirements, standards, and mitigation measures  
6 conditioned or required pursuant to all applicable local, state, and/or  
7 federal laws and regulations;  
8 c. A statement that the probable significant adverse environmental impacts  
9 of the application proposal have been adequately addressed and  
10 mitigated.  
11 9. Public notice requirements. No public notice is required for a planned action.  
12

13 **Section 4. Severability.**

14  
15 If any section, sentence, clause, or phrase of this ordinance should be held invalid or  
16 unconstitutional by a court of competent jurisdiction or the Growth Management  
17 Hearings Board, such invalidity or unconstitutionality shall not affect the validity or  
18 unconstitutionality of any other section, sentence, clause, or phrase of this  
19 ordinance.  
20

21 **Section 4. Effective Date.**

22  
23 This ordinance shall go into effect at 12:01 a.m. on July 27, 2010.  
24

25 **Section 5. Expiration Date.**

26  
27 This ordinance shall expire twenty (20) years from the date of adoption of the Highway 99  
28 Sub-area Plan on December 16, 2008 as part of Ordinance 2008-12-15. Every permit  
29 issued pursuant to this ordinance prior to the expiration date shall be considered a planned  
30 action project for the life of the permit.  
31

32 **Section 6. Instructions to Clerk.**

33  
34 The Clerk to the Board shall:

- 35 1. Transmit a copy of this ordinance to the Washington State Department of  
36 Commerce within ten days of its adoption pursuant to RCW 36.70A.106.  
37 2. Transmit a copy of the adopted ordinance to Clark County Geographic  
38 Information Systems (Ken Pearrow GIS Coordinator), to Community Planning  
39 Department, two copies to Environmental Services (Kevin Gray and Travis  
40 Goddard), and two copies to Community Development Department (Marty Snell  
41 and Michael Butts).  
42 3. Record a copy of this ordinance with the Clark County Auditor.  
43 4. Cause notice of adoption of this ordinance to be published forthwith pursuant to  
44 RCW 36.70A.290.  
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ADOPTED this 27<sup>th</sup> day of July 2010.

BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

Attest:

*Lennie Richards*  
Clerk to the Board

By: *[Signature]*  
Steve Stuart, Chair

Approved as to Form Only:  
ARTHUR D. CURTIS  
Prosecuting Attorney

By: \_\_\_\_\_  
Tom Mielke, Commissioner

By: *Christine Cook*  
Christine Cook  
Deputy Prosecuting Attorney

By: \_\_\_\_\_  
Marc Boldt, Commissioner

EXHIBIT 7

**Hwy 99** AND POINTS EAST

**Final Supplemental  
Environmental Impact  
Statement  
For the Highway 99  
Sub-Area Plan**



**December 2, 2008**

## **PREFACE**

The primary purpose of an Supplemental Environmental Impact Statement is to ensure that the State Environmental Policy Act (SEPA) goals are an integral part of the ongoing projects and actions of state and local government. This Final Supplemental Environmental Impact Statement (FSEIS) addresses the issues raised in the comments received in response to the Draft Supplemental Environmental impact Statement (DSEIS) for the Highway 99 Sub-Area Plan.

The DSEIS was issued by the Clark County on October 14, 2008, with a written comment deadline of November 14 and Public Hearing November 20, 2008. Two comments were received. All comments submitted are addressed in the FSEIS. The FSEIS is published to include the updated Fact Sheet, the revised DSEIS which, includes revised text based on the comments and the Comment and Response section located at the end of the document and Appendix A of the DSEIS.

## **Notice of Availability**

December 2, 2008

### **Final Supplemental Environmental Impact Statement (FSEIS) Highway 99 Sub-Area Plan**

Lead Agency: Clark County  
Proponents: Clark County

**Description:** Clark County is proposing to amend the Clark County Comprehensive Growth Management Plan 2004-2024 to adopt a long-range plan for a sub-area of the county referred to as the Highway 99 Sub-Area. Once adopted, the Highway 99 Sub-Area Plan will establish a vision, land use and guiding principles, and implementation strategies to guide future growth in the corridor. The Highway 99 Sub-Area is a portion of the Three Creeks Special Planning Area, an urbanized area of unincorporated Clark County located between the cities of Vancouver and Ridgefield. The Clark County Comprehensive Growth Management Plan, last updated in 2007, includes the Three Creeks Special Planning Area.

The FSEIS evaluates a No Action Alternative and a Preferred (or "Action") Alternative for guiding growth in a defined area in the vicinity of Highway 99. The No Action Alternative describes the impact of future growth in the area as anticipated by the Comprehensive Growth Management Plan. The Preferred Alternative, as illustrated by the Highway 99 Sub-Area Plan, would refine the Comprehensive Growth Management Plan by identifying a vision for growth that is specific to the Highway 99 Sub-Area. Implementation strategies will guide future implementation efforts for both green field and redevelopment sites along with associated public and private investment. Included in the Sub-Area are key strategies, land-use guiding principles, design standards, and technical reports that support the implementation strategies.

This FSEIS is being issued under the Clark County Final Environmental Impact Statement for the Comprehensive Growth Management Plan, 2007 to analyze the Highway 99 Sub-Area Plan No Action and Preferred Alternative. The FSEIS discloses the potential impacts of the No Action and Preferred Alternative on elements of the environment that have the potential to be significantly affected by the changes proposed in the Highway 99 Sub-Area Plan. Environmental elements applicable to the Highway 99 Sub-Area were reviewed for potential significant adverse impacts in the 2007 FEIS for the Clark County Comprehensive Growth Management Plan 2004-2024. This FSEIS highlights how environmental impacts may differ under the growth scenario proposed in the Highway 99 Sub-Area Plan.



The FSEIS will be available on compact disk or in hard copy from Clark County Community Planning at 1300 Franklin Street, 3<sup>rd</sup> Floor. It will also be posted on the County's website at [www.clark.wa.gov/hwy99](http://www.clark.wa.gov/hwy99).

A Board of Clark County Commissioner hearing is scheduled for Tuesday, December 16, 2008 at 10 am, 1300 Franklin Street - 6<sup>th</sup> Floor, Vancouver, WA, to consider the adoption of the Highway 99 Sub-Area Plan (the Plan) and associated amendments. For more information, contact Clark County Community Planning, (360) 397-2280 x4558.

Oliver Orjiako, Interim Director  
Clark County Community Planning  
1300 Franklin Street; 3rd Floor  
P.O. Box 9810  
Vancouver, WA 98666-9810  
E-mail: [commplanning@clark.wa.gov](mailto:commplanning@clark.wa.gov)

## **FACT SHEET**

**Project Title:** Highway 99 Sub-Area Plan

**Proposed Action:** The Proposed Action by Clark County includes the following:

1. Adoption of a sub-area plan for the Highway 99 Sub-Area to guide future development and redevelopment.
2. Adoption of an ordinance designating the Highway 99 Sub-Area Plan as a planned action for the purposes of future permit review and SEPA compliance, pursuant to RCW43.21C.031 and WAC197-11-164.
3. Amendment of the Clark County 20-Year Comprehensive Growth Management Plan Map Designation and corresponding Zoning Map.
4. Amendment of the Clark County 20-Year Comprehensive Growth Management Plan and adoption of new UDC Title 40.250.050 to include a Highway 99 Overlay District.

The Highway 99 Sub-Area is part of the Three Creeks Special Planning Area, as designated by the Clark County Comprehensive Growth Management Plan 2004-2024. Within the Three Creeks Special Planning Area, Highway 99 is identified as an area targeted for potential public investment ("Focused Public Investment Area") and the Comprehensive Growth Management Plan anticipates the adoption of the Highway 99 Sub-Area Plan.

**Proponent:** Clark County

**Lead Agency:** Clark County Community Planning

**Author/Principal Contributors:**

Darci Rudzinski, AICP , Angelo Planning Group  
Cathy Corliss, AICP , Angelo Planning Group  
921 SW Washington Street, Suite 468  
Portland, Oregon 97205

Colete Anderson, Michael Mabrey,  
Jose Alvarez, Clark County Community Planning

**DSEIS Date of Issue:** October 14, 2008

**Comments Due:** November 14, 2008

**Public Meetings:** November 20, 2008

**Issue of Final SEIS:** December 2, 2008

**Date of Final Action:** December 16, 2008

**Subsequent Environmental Review:**

Final Supplemental Environmental Impact Statement, December 2, 2008.  
Adoption of related regulatory changes would follow at a later date.

**Documents Incorporated by Reference:**

1. Draft Highway 99 Sub-Area Plan (October 1, 2008)
2. The Highway 99 Corridor Plan: Concept Design Report
3. Final Environmental Impact Statement (FEIS) Comprehensive Growth Management Plans for Clark County and the Cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver, and Washougal, and the Town of Yacolt (May 2007)
4. Clark County 20-Year Comprehensive Growth Management Plan 2004-2024
5. Metropolitan Transportation Plan (2007), Southwest Washington Regional Transportation Council

Documents 1, 2, 3 and 4 are available for review at Clark County Community Planning, <http://www.co.clark.wa.us/longrangeplan/index.html> ; Document 5 is available through Southwest Washington Regional Transportation Council, or online at <http://www.rtc.wa.gov/programs/mtp/outline.htm>.

**Cost per Copy: Cost of reproduction.**

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## CHAPTER 1: INTRODUCTION AND SUMMARY

### Introduction

The Highway 99 Sub-Area is located in the Vancouver Urban Growth Area and is within the area identified in the Clark County Comprehensive Growth Management Plan 2004-2024 as the Three Creeks Special Planning Area (Figure 1-1). The stated purpose for creating the special planning area is to give residents a larger and more direct voice in planning for their future. To further that goal, the Board of Commissioners appointed 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. In addition, the Highway 99 corridor is identified as a "Focused Public Investment Area," an area targeted for future capital projects that will improve public infrastructure.

There has been longstanding community interest in revitalizing the area identified in the Highway 99 Sub-Area Plan (Figure 1-2). While the planning area contains a mix of housing, business, and green fields, it is regionally known for the old US Highway 99. This principal arterial is a key transportation corridor parallel to Interstate 5 and serves as a regional business district for the Hazel Dell, Salmon Creek, and Felida unincorporated areas. Since the 1950's, and the completion of I-5 as part of the interstate highway system, this business district has experienced periods of prosperity, stagnation, and recession.

In 2000, a group of concerned residents, businesses, and property owners, initiated a grass roots effort to revitalize Highway 99. This group, called "Team 99," with the assistance of Clark County Community Planning staff, began its efforts by identifying opportunities and issues affecting the area and developing a vision for the corridor. Based on this information, an Action Plan was formulated, which in turn guided the development of the Highway 99 Sub-Area Plan.

The Highway 99 Sub-Area Plan ("the Plan") articulates a vision for an approximately four square mile planning area within the Three Creeks Special Planning Area, and includes guiding principles and implementation strategies that address future growth, design standards, and economic development in the corridor. The Preferred Alternative in the Plan reflects a future land use pattern that supports high capacity transit, the establishment of gateway/entry features, parking management, and walkability. Adoption of the Plan would amend the Clark County Comprehensive Plan Map by establishing a Highway 99 Overlay District over the entire planning area [Figure 2-2, Highway 99 Overlay District]. Identified within the Overlay District is a Town Center, two Village/Gateway Centers (Salmon Creek and Minnehaha), and four Common Centers (Klineline, Tenny Creek, 99, and Park). A concurrent Comprehensive Plan map amendment would change the designation for parcels owned by Clark County to either Public Facility (PF) or Parks and Open Space (P/OS) [Table 8-6].

The Plan is a long-range planning document with a 20-year planning horizon. Changes in the corridor will happen gradually over time. The timing of public investments is

documented in the Plan, but many aspects of the Plan, such as mixed-use design elements, will happen with private investment and reinvestment in the corridor.

### **Summary of Proposal**

Clark County proposes to adopt the Highway 99 Sub-Area Plan to guide future growth and redevelopment in the identified area, thereby amending the Clark County Comprehensive Growth Management Plan and Unified Development Code Title 40. In addition, the county proposes to adopt a Planned Action Ordinance to facilitate future land use permitting in the corridor.

### **Purpose and Need**

In 2007, Clark County amended the Clark County Comprehensive Growth Management Plan 2004-2024. As part of that plan, the county identified an unincorporated urbanized area between the cities of Vancouver and Ridgefield as the Three Creeks Special Planning Area. Within this area, Highway 99 is identified as a "Focused Public Investment Area" where there is a recognized potential to stimulate and support economic development through targeted public investment.

The purpose of adopting a sub-area plan for the corridor is to guide growth and redevelopment along Highway 99 and in the vicinity of this important transportation, services, and employment corridor. The Highway 99 Sub-Area Plan articulates a future vision for this area through Guiding Principles (policies) for land use and urban design and specific implementation strategies. The Plan is consistent with the county-wide land use policies that encourage compact development patterns that allow for more efficient delivery of services. When adopted by the Board of County Commissioners, the Plan will amend the Clark County Comprehensive Growth Management Plan 2004-2024 by establishing policies and implementation strategies specific to future growth and redevelopment in the defined corridor.

### **Supplemental DEIS and Scope**

The State Environmental Policy Act (SEPA) requires local governments to evaluate the environmental impacts that may result from actions a jurisdiction reviews or initiates. Because the adoption of policy language and the county-initiated map amendment is not directly related to a proposed development, adoption of the Highway 99 Sub-Area Plan is considered a "non-project action." Similar to development proposals, non-project actions also require review under SEPA. Projects or non-project actions that are expected to have significant impacts to the environment require an analysis of these impacts in the form of an environmental impact statement (EIS). The purpose of an EIS is to provide an impartial documentation of the potential significant environmental impacts and reasonable alternatives and mitigation measures that avoid or minimize adverse impacts.

The environmental impacts of future development in the Three Creeks Special Planning Area were analyzed as part of the 2007 FEIS for the Clark County Comprehensive Growth Management Plan 2004-2024. The Highway 99 Sub-Area Plan includes new policies and

implementation strategies that, once adopted, will change the potential impact development and redevelopment will have on the environment within the corridor. This Draft Supplemental EIS (DSEIS) is being prepared as a supplement to Clark County Comprehensive Growth Management Plan 2004-2024 FEIS adopted in 2007. In accordance with WAC 197-11-405(4), a supplemental EIS (SEIS) must be prepared as an addition to either a draft or final statement if:

- (a) There are substantial changes to a proposal so that the proposal is likely to have significant adverse environmental impacts; or
- (b) There is significant new information indicating, or on, a proposal's probable significant adverse environmental impacts.

The DSEIS reviews two alternatives, a No-Action Alternative and a Preferred Alternative, for guiding growth in a defined area in the vicinity of Highway 99. The DSEIS relies on the analysis that comprises the 2007 Comprehensive Growth Management Plan EIS and does not repeat analysis of alternatives or impacts that were addressed in the earlier EIS (WAC 197-11-620). The DSEIS identifies new possible environmental impacts that have not been addressed in prior SEPA documents.

### **Planned Action**

In 1995, the SEPA Rules were amended to help cities and counties combine SEPA and GMA processes and analyses, including issuing combined SEPA/GMA documents (WAC 197-11-210 through 235). These amendments support conducting environmental review at the planning stage so that impacts and mitigation can be analyzed system-wide, rather than on a project-by-project basis. Specifically, the legislature authorized a new category of project action in SEPA called a "planned action." Designating specific types of projects as planned action projects shifts environmental review of a proposal from the time a permit application is made to an earlier phase in the planning process. According to WAC 197-11-164, a Planned Action is defined as a site-specific project action located within an Urban Growth Area. Qualifying projects are those that are consistent with and implement a Sub-Area Plan and whose significant environmental impacts have been adequately addressed in an EIS prepared for the sub-area.

Clark County proposes to adopt a Planned Action Ordinance as part of the Highway 99 Sub-Area implementation process. The intent of the Planned Action is to provide a more streamlined environmental review process for future site-specific development projects within the defined sub-area. When an implementing project is proposed, the county must verify that the proposal is the type of project contemplated in the Planned Action Ordinance and that it is consistent with the Plan. The county must also determine that the probable significant adverse environmental impacts of the proposed project have been adequately addressed in the Draft Supplemental EIS and all adopted environmental documents within the FSEIS. The county, however, may require additional environmental review and mitigation if significant adverse environmental impacts were

not adequately addressed in the Planned Action DSEIS or if the proposed project does not qualify as a Planned Action.

The county intends that early environmental review provided by the DSEIS will give more certainty to future permit applicants in the Highway 99 Sub-Area with respect to what will be required, and to the public with respect to how the environmental impacts will be addressed. Planned Actions have been a successful tool to reduce risk and cost for potential development while protecting the environment.

### **Related Future Actions**

After the Highway 99 Sub-Area Plan is adopted, subsequent regulatory and programmatic changes will need to be adopted in order to implement the Plan. Future actions to encourage a mix of uses within the corridor, promote sustainability, and provide more design standards for development along Highway 99 will involve changes to the Unified Development Code. Adoption of a hybrid form-based code is the preferred approach for implementing the Plan. The form-based code will regulate land development, setting careful and clear controls on the building form. New code language will help ensure development of high-quality public spaces defined by a variety of building types and uses, including housing, retail, and office space.

Clark County has initiated the creation of a form-based code for the Highway 99 Sub-Area Plan. The adoption of Unified Development Code changes is scheduled to be completed in 2009. The new code will support the Highway 99 Overlay District and incorporate the establishment of Centers within the District. Each Center will be characterized by building form standards, street standards, use regulations as needed, architectural standards (exterior materials and quality), landscape standards, parking location and parking management standards, and other elements needed to implement the principles of functional and vital urbanism and practical management of growth.

Proposed regulatory and programmatic changes listed below are included as implementation strategies in the Plan. Some of the implementation strategies would require subsequent, future action by the Board of Clark County Commissioners before the recommended changes could be implemented.

- Land Use
  - Amend the Comprehensive Plan to reflect Plan recommendations
  - Revise UDC Title 40 to reflect Plan recommendations including a Highway 99 Overlay District
  - Adopt a Planned Action ordinance
  - Develop hybrid form-based code to emphasize the physical form of the built environment
  - Develop developer information packet
  - Provide gateway signage
  - Parking Management Plan

- **Community Health & Safety**
  - Provide storefront Sheriff precinct near the area of Highway 99 and NE 78th Street
  - Improve safety by incorporating crime prevention environmental design strategies in the form-based code
  - Provide opportunity for community gardens, farmers market, sustainability demonstration site
  - Reduce noise pollution by incorporating soundproofing standards and streetscapes that reduce speed in the form-based code building
  - Reduce air pollution by incorporating trees and landscaping, street standards that reduce speed in the form-based code
- **Parks, Recreation, Trails, & Open Space**
  - North/South Powerline Trail, Hazel Dell Reach Phase
  - Heritage Trails
- **Transportation Improvements: Roads and Bridges**
  - Highway 99 – Phase II
  - NE 99th Street to 78th Street
  - Highway 99 – Phase III
  - NE 78th Street to Railroad Bridge
  - Gateway - NE 78th Street/NE 26th Avenue
  - Gateway – Highway 99/Railroad Bridge
  - Gateway – NE 78th Street/I-5
  - Gateway – Highway 99/NE 129th Street
- **Transportation Improvements: Sidewalk Connections**
  - NE 104th Street
  - NE 16th Avenue
  - NE 23rd Avenue
  - NE 68th Street
  - NE 94th Street
  - NE Minnehaha Street
  - NE Parkview Drive
- **Transportation Improvements: Bicycle Lanes**
  - Highway 99
  - NE 99th Street
  - NE 78th Street
  - NE Hazel Dell Avenue
  - NE 104th Street
  - NE 23rd Avenue
  - NE 15th Avenue
- **Infrastructure: Public Facilities, Utilities and Services**
  - Continue to work with CPU to bury electrical service in right-of-way
  - Develop a Stormwater Sub-basin Plan

Figure 1-1 Three Creeks Special Planning Area Sub-Areas

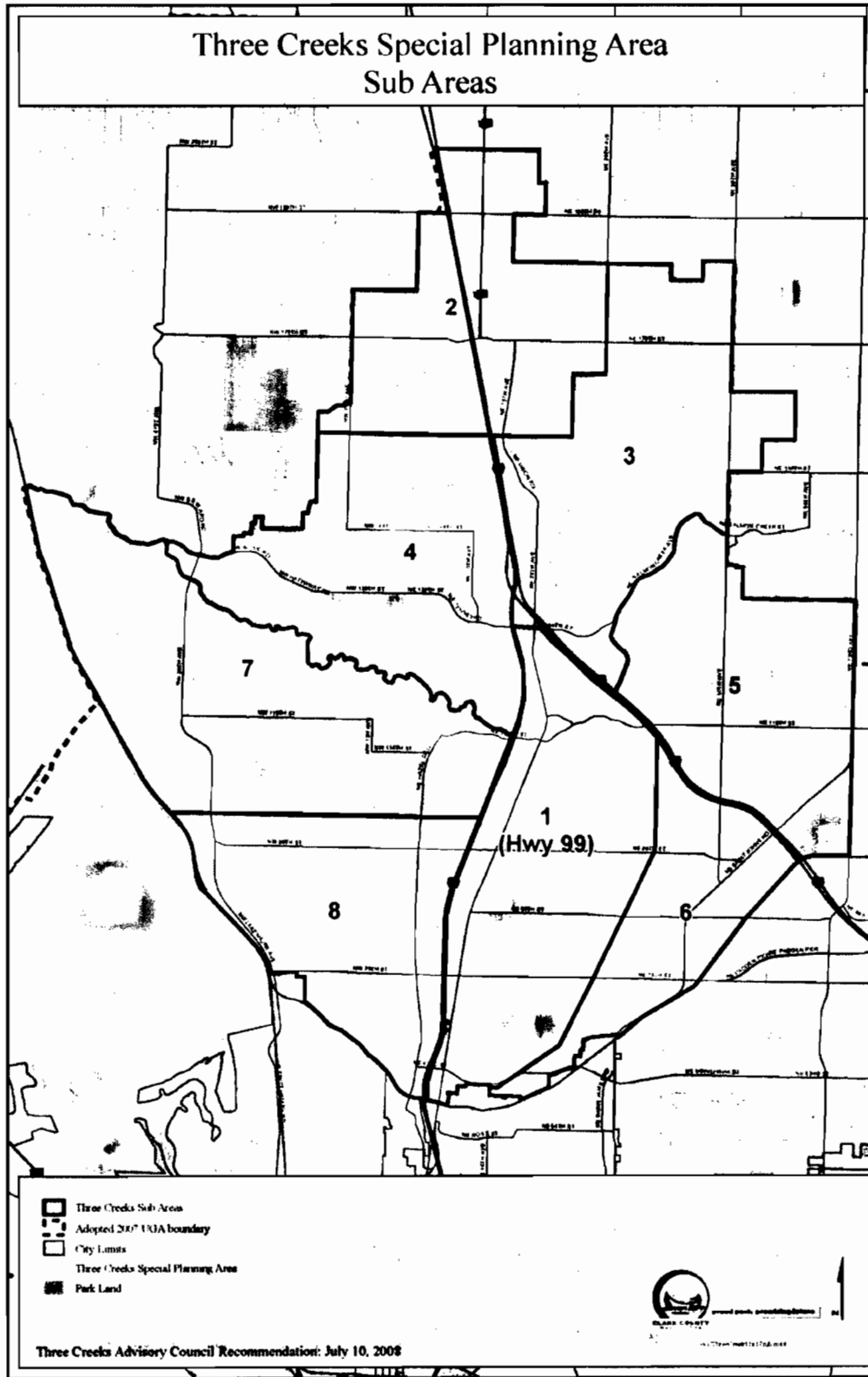
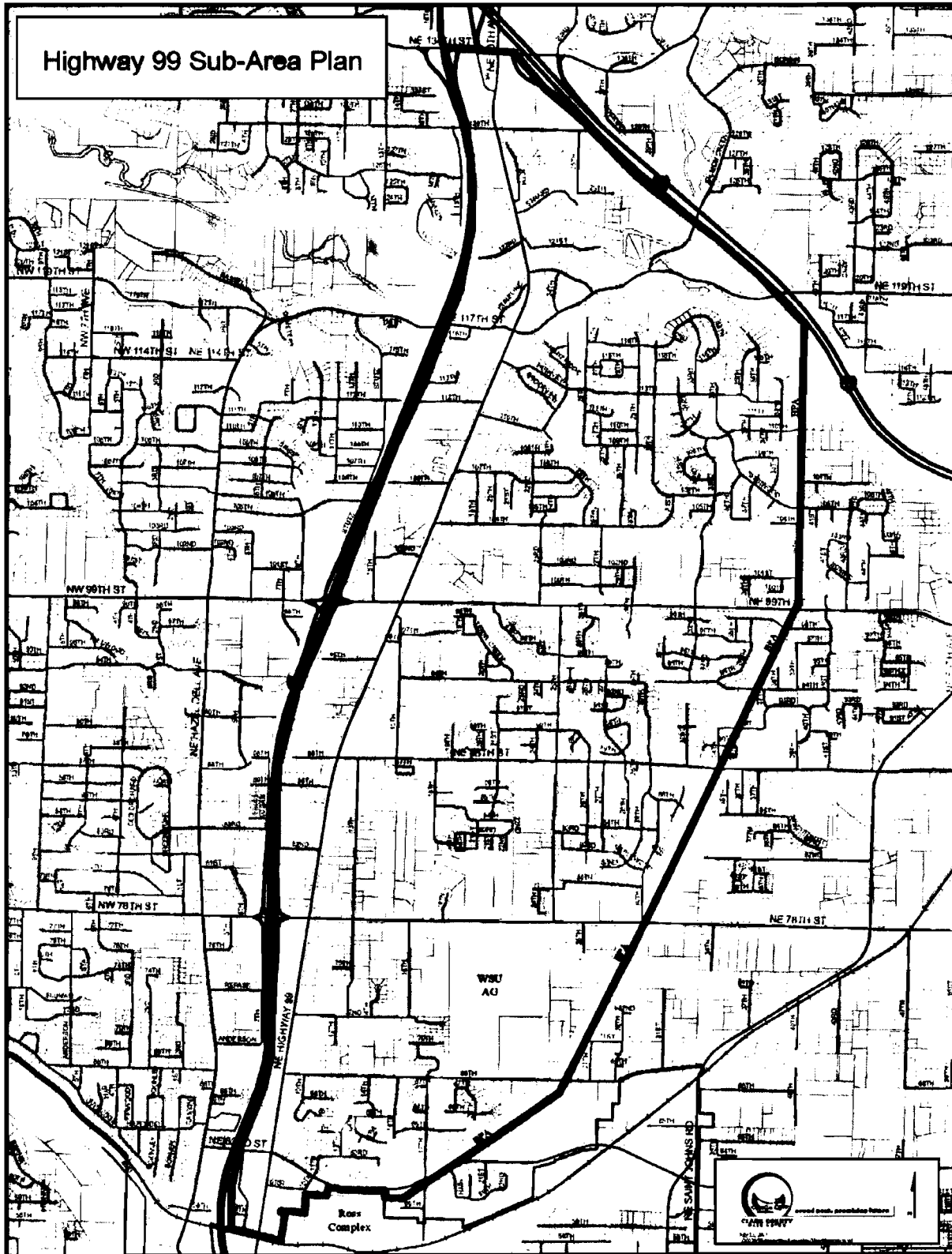


Figure 1-2 Highway 99 Planning Area and Overlay District Boundary





## Summary of Impacts and Mitigation

The DSEIS is being issued under the Clark County Final EIS for the Comprehensive Growth Management Plan, 2007 to analyze the Highway 99 Sub-Area Plan "No Action" and "Preferred" Alternatives. Environmental elements applicable to the Highway 99 Sub-Area were reviewed for potential significant adverse impacts in the 2007 FEIS for the Clark County Comprehensive Growth Management Plan 2004-2024. This DSEIS highlights how environmental impacts may differ under the growth scenario proposed in the Highway 99 Sub-Area Plan. Table 1-1 summarizes the potential environmental impacts and mitigation measures evaluated in the DSEIS. The following elements of the environment are summarized in the table:

- Soils, Geology, and Topography
- Air Quality
- Water
- Fish and Wildlife Habitat
- Noise
- Land Use
- Housing
- Historic and Cultural Resources
- Transportation
- Public Services and Utilities
- Parks and Recreation

Subsequent chapters of the DSEIS explore in greater detail the potential environmental impacts and mitigation measures for each environmental element summarized in Table 1-1.

Table 1-1: Summary of Impacts and Mitigation

ALTERNATIVE	POTENTIAL ENVIRONMENTAL IMPACTS	MITIGATION MEASURES
<p><b>Soils, Geology, and Topography (Ch. 3)</b></p>		
<p><b>Steep Slopes; Hazardous Soils ; Wetlands</b> Proposed Alternative</p>	<p>Generally speaking, protected natural resources in the study area are in areas already developed with residential uses, or that are dedicated to Parks/Open Space. Because the Plan encourages infill and mixed use development in non-residential areas, there is the potential to increase the intensity of development in areas that also have naturally constrained land.</p>	<p>Comprehensive plan policies and ordinances of Clark County protect resource land soils and restrict development where there are soil limitations.</p> <p>The protection of wetlands is accomplished primarily by federal Clean Water Act, Section 404 regulations. State regulations that provide for the mitigation of impacts to wetlands include the Shoreline Management Act, Hydraulic Project Approval, State Environmental Policy Act, and the Floodplain Management Program. The county has an adopted wetland protection ordinance.</p>
<p>No Action Alternative</p>	<p>No change in impacts from those discussed or anticipated in 2007 FEIS.</p>	<p>Same as Preferred Alternative.</p>
<p><b>Air Quality (Ch. 4)</b></p>		
<p>Preferred Alternative</p>	<p>Growth in the study area has the potential to affect the air quality and climate. Impacts can be related to the balance between emissions from automobile use (vehicle miles traveled or VMT), emissions from unregulated private sources (e.g. gas lawnmowers), federal regulations through the Clean Air Act, and conversion of undeveloped land to urban uses with less vegetative cover. It is expected that growth under the Preferred Alternative will be more compact, will result in a greater mix of uses, and will provide more facilities and amenities for non-motorized mode of transportation. This, in turn, is expected to have a positive impact on air quality.</p>	<p>Protection of air quality occurs through federal and state regulations on automobiles, small engine equipment, fireplaces, and wood stoves. The county's comprehensive plan recognizes the importance of maintaining good air quality and contains policies in the Transportation, Economic Development, and Environmental Element to mitigate impacts to air quality from vehicle emissions.</p>
<p>No Action Alternative</p>	<p>No change in impacts from those discussed or anticipated in 2007 FEIS.</p>	<p>Same as Preferred Alternative.</p>
<p><b>Water (Ch. 5)</b></p>		
<p><b>Runoff, Surface Absorption</b> Preferred Alternative</p>	<p>The Plan supports the use of green infrastructure methods</p>	<p>In addition to the Comprehensive plan policies and development</p>

ALTERNATIVE	POTENTIAL ENVIRONMENTAL IMPACTS	MITIGATION MEASURES
	<p>for addressing stormwater runoff such as low impact developments, open drainage and constructed wetlands rather than piped systems, maximizing tree coverage, and the use of pervious paving materials.</p>	<p>regulations that provide for the protection of surface water quality in the subject area and throughout the county, the Plan calls for the development of a Sub-Basin Analysis. A Stormwater Sub-basin Plan will entail an analysis of stormwater runoff and the potential for flooding and environmental impact within the Highway 99 Sub-Area, before and after potential development. The Stormwater Sub-basin Plan will determine on a more site-specific level the environmental constraints and hazards for future development and it will include implementation recommendations to ensure the coordination of development with adequate public facilities.</p>
No Action Alternative	No change in impacts from those discussed or anticipated in 2007 FEIS.	Comprehensive plan policies and development regulations provide for the protection of surface water quality throughout the county. For the Highway 99 sub-area, mitigation consists of the identification and protection of critical areas and floodplains and through stormwater management and erosion control ordinances.
<b>Floods</b>		
Preferred Alternative	Under the preferred alternative, development in the study area will continue to be subject to federal, state, and county regulations protecting sensitive areas. No change in impacts from those discussed or anticipated in 2007 FEIS.	Comprehensive plan policies and development regulations provide for the protection of surface water quality throughout the county. For the Highway 99 sub-area, mitigation consists of the identification and protection of floodplains through UDC Chapter 40.420, Flood Hazard Areas.
No Action Alternative	Same as Preferred Alternative; no change in impacts from those discussed or anticipated in 2007 FEIS.	Same as Preferred Alternative.
<b>Groundwater Movement; Quantity; Quality</b>		
Preferred Alternative	Potential impacts of growth in the Highway 99 Sub-Area include pollutants in the run-off from roads, parking areas, and landscaping infiltrating into groundwater.	As required by the GMA, the county has identified critical environmental areas, including critical aquifer recharge areas. Protection of groundwater resources is addressed in critical areas ordinances (CAOs) that regulate development within recharge areas. The county regulates septic systems through its public health department. The Highway 99 Sub-Area is in either a Category 1 or Category 2 Critical Aquifer Recharge Area.
No Action Alternative	Same as Preferred Alternative; no change in impacts from those discussed or anticipated in 2007 FEIS.	Same as Preferred Alternative.
<b>Fish and Wildlife Habitat (Ch. 6)</b>		
Preferred Alternative	Protected habitat and natural resources areas in the study area are predominantly in areas already developed with residential uses, or are already dedicated to Parks/Open Space. Because the Plan encourages infill and mixed use	The protection of fish and wildlife habitat conservation areas is addressed in the county's comprehensive plan policies and implemented through local ordinances. The county has identified critical environmental areas, which include fish and wildlife habitat conservation

ALTERNATIVE	POTENTIAL ENVIRONMENTAL IMPACTS	MITIGATION MEASURES
No Action Alternative	<p>development in non-residential areas, there is the potential to increase the intensity of development in areas that also have naturally constrained land.</p> <p>No change in impacts from those discussed or anticipated in 2007 FEIS.</p>	<p>areas. CAOs, stormwater management programs and regulations, erosion control regulations, and tree protection ordinances are the mechanisms for mitigating adverse impacts to these areas.</p> <p>Same as Preferred Alternative.</p>
<b>Noise (Ch. 7)</b>		
Preferred Alternative	<p>Impacts from noise for both alternatives should be similar and cannot be quantitatively compared.</p> <p>Higher noise impacts expected from increased traffic (see Transportation Chapter) and building/construction activities generated from the residential and commercial growth and related transportation projects expected in the sub-area.</p>	<p>The Preferred Alternative includes the implementation direction to develop a form based code to address urban design in the Highway 99 Overlay District. The Implementation Action Plan associated with the Preferred Alternative direct that code language incorporate soundproofing standards and streetscape standards that reduce speed to mitigate noise impacts.</p>
No Action Alternative	<p>No change in impacts from those discussed or anticipated in 2007 FEIS.</p>	<p>Clark County regulates noise impacts associated with land use changes, including those related to existing sources of noise, through Unified Development Code Section 40.570.080. County policy requires that new sources of noise be limited to the maximum environmental noise levels of Chapter 173-60 WAC.</p>
<b>Land Use (Ch. 8)</b>		
Preferred Alternative	<p>The Preferred Alternative is not expected to increase residential units or employment numbers above what is predicted for the No Action Alternative. The Preferred Alternative amends the Comprehensive Plan to include a Highway 99 Overlay District. This District includes the designation of a Town Center and two Village Centers where a mix of uses and increased density is encouraged and expected. The result of implementation of these design types may be to focus future growth in these areas.</p>	<p>The Preferred Alternative includes the implementation direction to develop a form based code to address urban design and allowed uses in the Highway 99 Overlay District. Subsequent amendments to the Unified Development Code are expected to help the sub-area transition over time to a more compact, sustainable, and economically vibrant, urban environment. Existing design and development standards will govern future growth in the area until which time a form-based code is developed.</p>
No Action Alternative	<p>Development may occur without a focused sub-area plan, possibly delaying redevelopment along Highway 99. Future development in the sub-area will not be subject to special design guidelines. Zoning within the sub-area will remain unchanged, the result of which will be more highway commercial development and uses along the corridor and relatively inefficient use of land.</p>	<p>Mitigation for needed densities to accommodate growth in existing UGAs is available through existing design and development standards, such as mixed use development and the use of low impact technology.</p>

ALTERNATIVE	POTENTIAL ENVIRONMENTAL IMPACTS	MITIGATION MEASURES
<b>Historic and Cultural Resources (Ch. 9)</b>		
Preferred Alternative	Increase urban development could add pressure to redevelop less developed sites in high probability areas and nonregistered historic structures on underdeveloped sites.	Clark County has policies and/or ordinances that require the identification and protection of historic and cultural resources. The Preferred Alternative includes a Heritage Trails Map (Figure 9-2) that shows continuous walking trails whereby pedestrians can visit historic sites within the Highway 99 sub-area. This integration of a trail system with historical exhibits will enhance public appreciation of the heritage of the area and will help preserve the sites and structures on the trails.
No Action Alternative	Same as Preferred Alternative; no change in impacts from those discussed in 2007 FEIS.	Clark County has policies and/or ordinances that require the identification and protection of historic and cultural resources.
<b>Transportation (Ch. 10)</b>		
Preferred Alternative	<p>The county's 20-year Capital Facilities Plan includes transportation improvements to ensure that the transportation system in the Highway 99 Sub-Area can support expected growth.</p> <p>There is no difference between alternatives in population or employment capacity; the Preferred Alternative is not expected to increase the amount of traffic within the Highway 99 Sub-Area Plan.</p>	<p>In addition to planned county Transportation Capital Facilities Plan projects, the Preferred Alternative includes the adoption of additional improvements in the Highway 99 Sub-Area. The Implementation Action Plan (Chapter 11 of the Draft Plan) identifies a number of key initiatives that will increase public investment in the sub-area, including roadway sidewalk, and bicycle lane improvements to be added to the county's 20-year Capital Facilities Plan.</p>
No Action Alternative	No change in impacts from those discussed in 2007 FEIS.	A number of transportation improvements are currently programmed in the county's adopted Transportation Capital Facilities Plan, as discussed in Chapter 10 of this DSEIS. Certain areas in the Highway 99 sub-area may be improved for pedestrian circulation through a county road fund for improving sidewalks to ADA standards, as well as through State and Federal Department of Transportation grants.

ALTERNATIVE	POTENTIAL ENVIRONMENTAL IMPACTS	MITIGATION MEASURES
<b>Public Services and Utilities (Ch. 11)</b>		
Preferred Alternative	<p>There are no new urban geographic areas to serve under either alternative. As this area of the county grows, it is expected that there will be an increase in demand for emergency services, including fire prevention and sheriff. <b>New school facilities are needed to serve the area.</b></p> <p>There is no difference between alternatives in population or employment capacity: growth in the area under both alternatives is likely to generate more sewer waste and more demand on electricity and natural gas.</p> <p>Same as Preferred Alternative.</p>	<p>The Vancouver School District has included several capital projects in their 6-year Capital Facilities Plan for this study area. The improvements include: 1) the replacement of Eisenhower Elementary, 2) upgrades to Sacajawea Elementary, 3) a new elementary school, and 4) improvements to Columbia River High School.</p> <p>In Clark County, concurrency requirements extend to water and sanitary sewer. County policies require the provision of these critical public utilities concurrent with new development.</p>
No Action Alternative	Same as Preferred Alternative.	Same as Preferred Alternative.
<b>Parks, Trails and Recreation (Ch. 12)</b>		
Preferred Alternative	<p>There is an identified need for new parks, trails and recreation facilities to serve the population growth in the area. The Preferred Alternative includes a Heritage trail network and an enhanced BPA trail not envisioned in the No Action Alternative.</p>	<p>The 2006 Vancouver-Clark Parks, Recreation and Open Space Plan, is forecasting the need for property acquisition for three additional neighborhood parks and one community park in the Highway 99 sub-area. Urban park development funds have been identified for the three neighborhood parks. The Preferred Alternative recommendations for a Heritage Trail network and enhanced BPA trail would be added to future updates to the Vancouver-Clark Parks, Recreation and Open Space Plan.</p>
No Action Alternative	<p>There is an identified need for new parks, trails and recreation facilities to serve the population growth in the area.</p>	<p>The 2006 Vancouver-Clark Parks, Recreation and Open Space Plan, is forecasting the need for property acquisition for three additional neighborhood parks and one community park in the Highway 99 sub-area. Urban park development funds have been identified for the three neighborhood parks.</p>

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## **CHAPTER 2: PROJECT DESCRIPTION**

### **Project Overview**

The completion of the Draft Highway 99 Sub-Area Plan is the culmination of a 2-year planning process initially undertaken by a group of citizens interested in revitalizing this regionally important transportation and services corridor. Guiding land use and design principles, developed with the help of the "Team 99" advisory committee, have steered the planning project. Public input provided through the Three Creeks Advisory Council, a variety of traditional methods (open houses, surveys, and Planning Commission work sessions), and a series of technical reports detailing existing and future conditions in the corridor informed the development of future growth scenarios, or "alternatives." Future growth alternatives were explored during open houses held in May 2008, and the Draft Highway 99 Sub-Area Plan reflects the Preferred Alternative for future land use and urban design in the corridor. In addition, the Highway 99 Sub-Area Plan includes policies and implementation strategies that pertain to housing, economic development, sustainability, public services, open spaces, and compact urban development.

### **Proponent**

Clark County is the proponent for the proposed action of adopting the Highway 99 Sub-Area Plan.

### **Location**

The Highway 99 Sub-Area Plan is in the Vancouver Urban Growth Area and is within the Three Creeks Special Planning Area. Three Creeks is an urbanized area of unincorporated Clark County located between the cities of Vancouver and Ridgefield. The Highway 99 Sub-Area 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 right-of way corridor (east).

### **Phasing**

This is not a phased project. However, development and redevelopment of the Highway 99 Sub-Area is anticipated to occur continually over the 20-year plan period. The Clark County Comprehensive Growth Management Plan anticipates a certain level of intensity of development and the Highway 99 Sub-Area Plan articulates a clear vision to foster and guide more intensive, yet sustainable development in the approximately 4 square mile planning area.

### **Supplemental EIS and Scope**

This Draft Supplemental EIS is being prepared as a supplement to the Clark County Clark County 20-Year Comprehensive Growth Management Plan 2004-2024 EIS and focuses on two alternatives. It does not repeat analysis of alternatives or impacts that were addressed in the Clark County Growth Management Plan FEIS. For the purposes of SEPA



compliance, the county adopted the above referenced FEIS. Information is contained in the adopted FEIS is incorporated by reference as appropriate and where indicated.

### **Public Involvement**

There has been longstanding community interest in revitalizing the Highway 99 corridor. Initially spearheaded by the Team 99 members, public involvement in planning for the area has grown substantially in the last year through presentations, guided tours of the area, interactive surveys, and community forums. A series of technical reports, including information on transportation, land use and demographics, and the economy of the area, helped inform the public of the opportunities and constraints to achieving a positive future for the area. The input from the community and the technical analysis generated by Clark County staff to support this planning effort is contained in the Draft Highway 99 Sub-Area Plan.

The Highway 99 Sub-Area planning process culminated in the development of future growth and redevelopment scenarios for the corridor. These scenarios were presented and discussed at two public open houses in May 2008. The Preferred Alternative that is the subject of this DSEIS was selected by the public and accepted by the Clark County Planning Commission at their May 15 work session.

Below is a summary of the Highway 99 Sub-Area Plan public involvement milestones.

- 22 presentations to local jurisdictions, agencies, business groups, and utility representatives.
- 6 Neighborhood presentations and contact with 3 others.
- Guided Tours of the sub-area in August and September 2007.
- Community Design Forum in September 27, 2007 had 113 participants and was filmed and available for viewing through CTV and Clark County's website.
- Highway 99 Revitalization "Close-Up" segment aired on CTV on October 8, 2007.
- "Report Back the Community" event, October 10, 2007 (included taped video provided by CTV).
- Highway 99 was a highlighted project at the October 23, 2007 Walkable Community Forum hosted by Community Choices.
- Visual Preference Survey was linked to the webpage during November 2007.
- 2 Open Houses to develop preferred alternative, May 6 and 8, 2008.
- Planning Commission Work Sessions, November 1, 2007; February 21, March 20, April 17, May 1, May 15, October 30, November 6, 2008
- Board of Clark County Commissioners Work Sessions, April 30, May 28, and July 16, 2008.
- Design Workshop to initiate form-based code, October 8, 2008.

## **Description of Alternatives**

Alternatives addressed in the DSEIS include the No Action Alternative and the Preferred Alternative. Under the No Action Alternative, future growth and development within the project area would occur as envisioned in the Comprehensive Growth Management Plan. Under the Preferred Alternative, the county would adopt the Highway 99 Sub-Area Plan, which identifies guiding principles, development goals, and implementation strategies to guide future growth and redevelopment in the corridor. Adoption of the Highway 99 Sub-Area Plan includes implementing a Highway 99 Overlay District. The county is currently working with a consultant team on developing regulatory standards using a hybrid form-based code approach that will guide future development within the District. The Implementation Action Plan (Chapter 11 of the Draft Plan) identifies a number of key initiatives that will increase public investment in the sub-area.

In addition to undertaking identified regulatory work, adoption of the Plan indicates that the county will be investing in new infrastructure in the area, including roadway, pedestrian, and bicycle improvements, developing trails, and pursuing a sub-basin analysis for the purposes of studying stormwater runoff and the potential for flooding and environmental impact from development within the Highway 99 Sub-Area.

In conjunction with the Preferred Alternative, the county will adopt a Planned Action Ordinance to facilitate future project-level environmental review.

**No Action Alternative**

The growth scenario that comprises the No Action Alternative is based on assumptions found in the adopted Clark County Comprehensive Growth Management Plan 2004-2024. The No Action Alternative will not change County policies or investment strategies regarding development, design, transportation, or capital investments for the Highway 99 Sub-Area.

With the exception of the redesignation of a limited amount of county-owned land, the existing land use designations in the Highway 99 Sub-Area, (Figure 2-1) are consistent with the adopted County/UGA Comprehensive Plan Map and would not be amended. The Sub-Area is in an urbanized area of unincorporated Clark County containing a mix of housing, business and green fields and is regional known for the old U.S. Highway 99 strip. The "strip" is characterized by aging commercial uses surrounded by single-family residential uses. While the No Action Alternative is consistent with the adopted Comprehensive Plan 2004-2024, the sub-area was identified as a "Focused Public Investment Area" where there is a recognized potential to stimulate and support economic development through targeted investment utilizing many policies that guide urban form and efficient land use patterns.

Existing conditions for each of the environmental elements and the expected impacts of future growth under the No Action Alternative are explored in subsequent chapters of the DSEIS.

**Proposed Action ("Preferred") Alternative**

If the Preferred Alternative is adopted, the Highway 99 Sub-Area Plan will guide growth and redevelopment in an approximately 2,400 acre area that lies between Interstate 5 and the Bonneville Power Administration transmission line right-of-way, extending from a southern boundary at the Chelatchie Prairie Railroad Bridge near NE 63rd Street to NE 134<sup>th</sup> Street in the north. The Highway 99 Sub-Area is shown in Figure 1-2.

The Highway 99 Sub-Area Plan becomes part of the Clark County Comprehensive Growth Management Plan upon adoption. Future development proposals will need to be consistent with both the general Comprehensive Plan policies and the specific policies and the implementation strategy in the Highway 99 Sub-Area Plan. The adopted County/UGA Comprehensive Plan Map will be amended to identify the area governed by the Highway 99 Sub-Area Plan by designating a Highway 99 Overlay District (Figure 2-2). Within the Highway 99 Overlay District, the Comprehensive Plan Map will show the general location of a Town Center and two Village/Gateway Centers and four Common Centers. Also within the Highway 99 Overlay District area, adoption of the Preferred Alternative will amend the Comprehensive Plan map by re-designating several county-owned properties to either Public Facility (PF) or Parks and Open Space (P/OS), consistent with the existing use of this land (Table 8-6 and Figure 2-3).

Following the adoption of the Highway 99 Sub-Area Plan, the Clark County Transportation Capital Facilities Plan will be updated to reflect public projects to be

undertaken within the sub-area and within the 20-year planning horizon. Projects include improvements to the transportation system, including completing sidewalk connections, improving bicycle lanes, and gateway treatments. The Plan also directs the county to undertake the development of a Parking Management Plan in 2009. Among other benefits, the intent of the Parking Management Plan will be to reduce the amount of land required for parking facilities and reduce automobile use. The Plan also includes financing strategies to create incentives for private development and redevelopment in the sub-area (see Technical Report #11, Economic Development Toolbox for Clark County).

The objective of the Preferred Alternative, as articulated in the Plan, is to create an urban environment within the identified Highway 99 Sub-Area that is more human-scaled and pedestrian-oriented and to ensure that future development provides housing choices, reduces automobile trips, and maximizes efficient use of public facilities and services. Adoption of the Highway 99 Sub-Area Plan defines the Highway 99 Overlay District and describes the desired attributes of the identified Town Center, Village/Gateway Centers, and Common Centers. Furthermore, the Preferred Alternative anticipates the implementation of the Highway 99 Overlay District through code amendments. The county contracted with a private consultant in the Summer of 2008 and the process of developing regulatory language for this new Overlay District is currently in progress. A hybrid form-based approach to developing code language is being used, with the expectation that resulting regulations will guide land development by setting careful and clear controls on building form while allowing broad flexibility on building use.

Code amendments will focus on identified Centers and will address:

- building form standards
- street standards
- use regulations, as needed
- architectural standards (exterior materials and quality)
- landscape standards
- parking location and parking management standards
- other elements needed to implement the principles of functional and vital urbanism and practical management of growth

The adoption of Unified Development Code changes implementing the Highway 99 Overlay District is scheduled to be completed in 2009.

## **Consistency with Adopted Plans**

### **Growth Management Act**

Pursuant to the Growth Management Act (GMA), a comprehensive plan may include, where appropriate, sub-area plans, as long as they are consistent with the comprehensive plan (RCW 36.70A.080.2). Demonstration of the Highway 99 Sub-Area Plan's consistency with the Clark County Comprehensive Growth Management Plan will ensure consistency with the GMA.

### **Clark County Comprehensive Growth Management Plan**

The Highway 99 Sub-Area lies within the Vancouver Urban Growth Area and is a portion of the Three Creeks Special Planning Area, an urbanized area of unincorporated Clark County located between the cities of Vancouver and Ridgefield. The 2007 update of the Clark County Comprehensive Growth Management Plan included designating Three Creeks a Special Planning Area. This corridor is identified as a "Focused Public Investment Area," an area targeted for future capital projects that will improve public infrastructure and promote economic growth.

The Comprehensive Growth Management Plan encourages the development of sub-area plans to better guide growth in urban growth boundaries.

*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. Subarea 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. (Chapter 1, Land Use Element).*

Some existing land use designations in the Highway 99 Sub-Area are proposed to be amended with the adoption of the Highway 99 Sub-Area Plan (Figure 2-3). Proposed amendments to the adopted County/UGA Comprehensive Plan Map are limited to county-owned parcels. (See Table 8-6).

Findings of consistency with goals and policies found in the following Comprehensive Growth Management Plan elements are contained in the relevant DSEIS chapters:

- Land Use
- Housing
- Transportation
- Capital Facilities and Utilities
- Economic Development
- Community Design

Figure 2-1: Highway 99 Sub-Area Plan Existing Comprehensive Plan Map

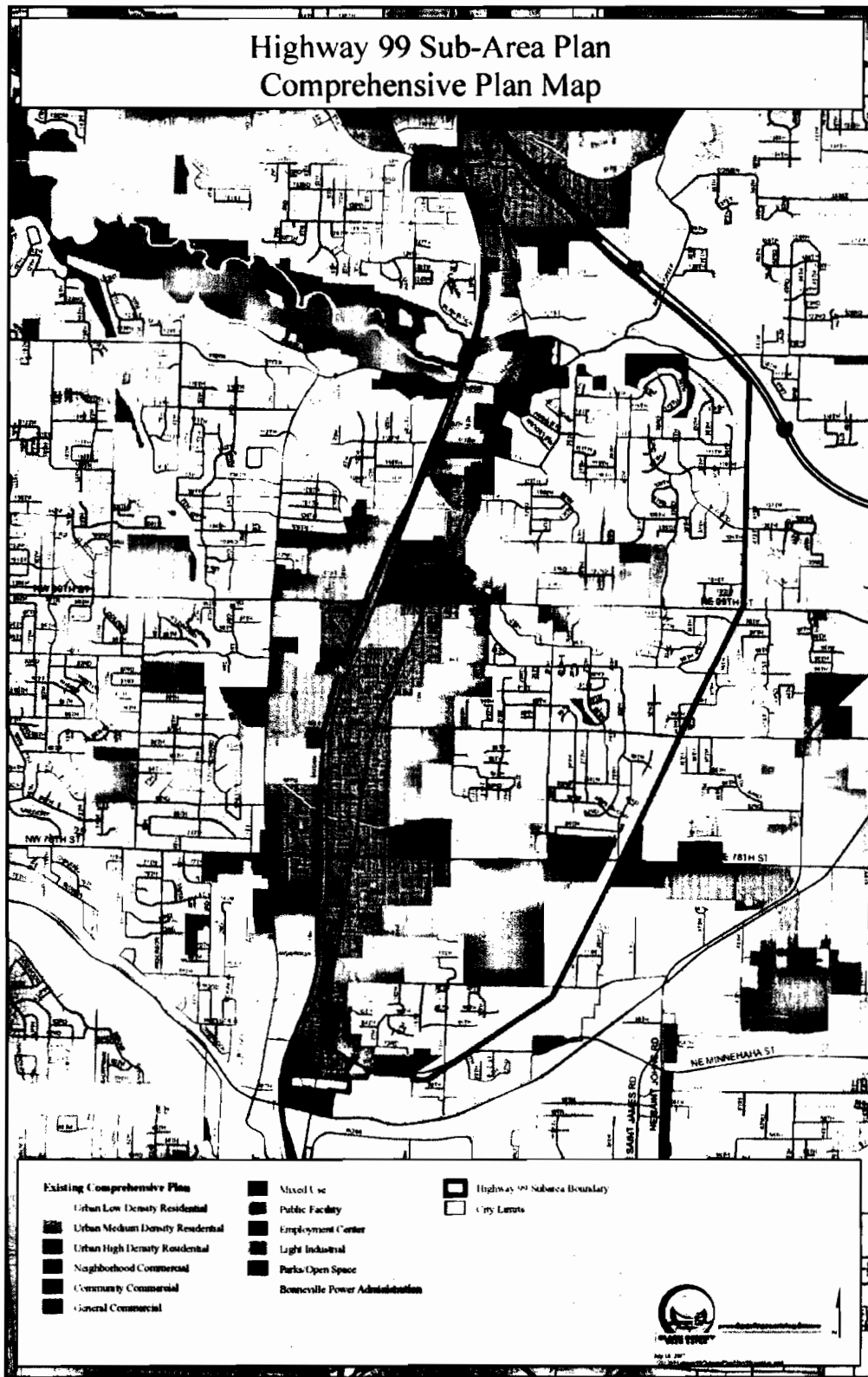
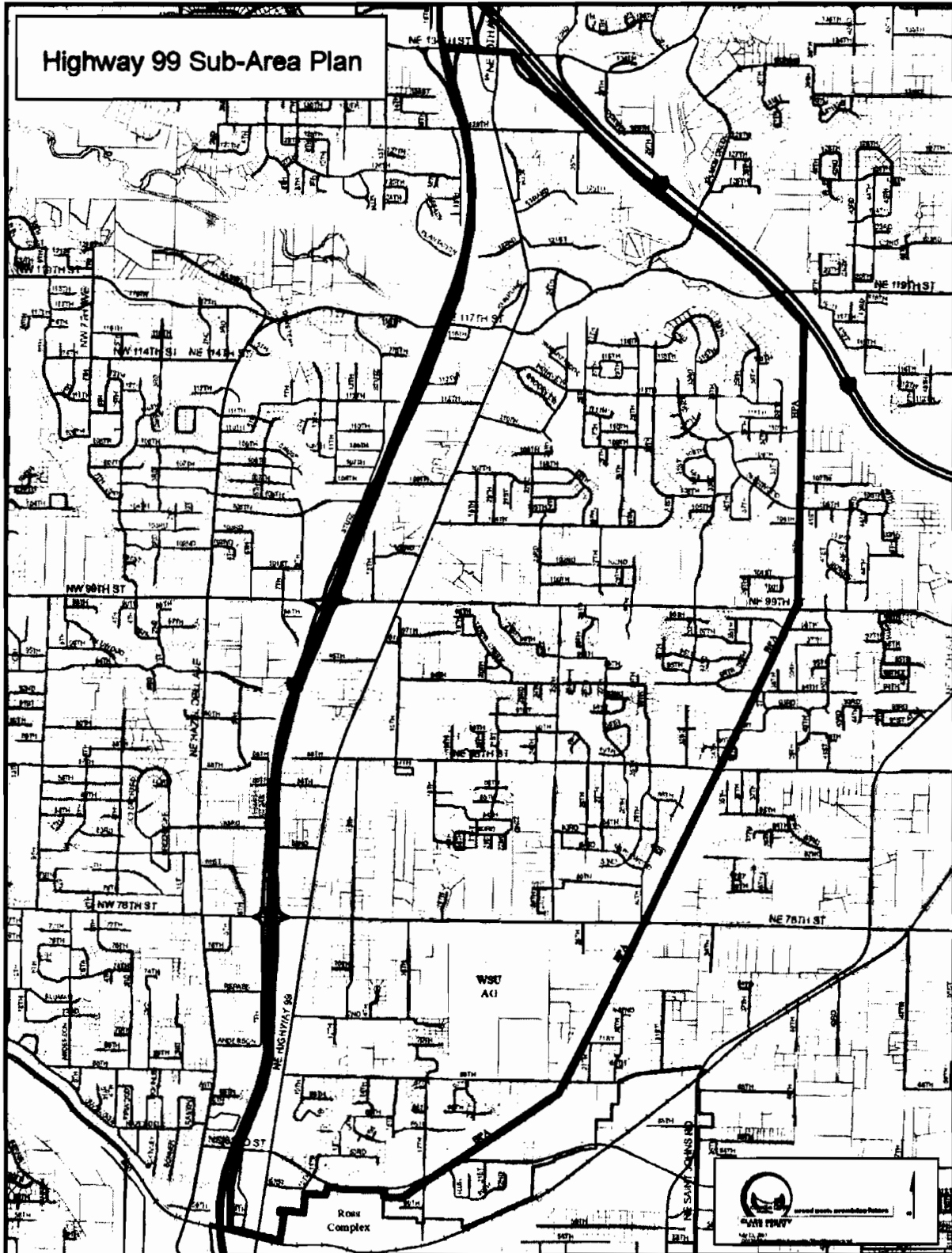
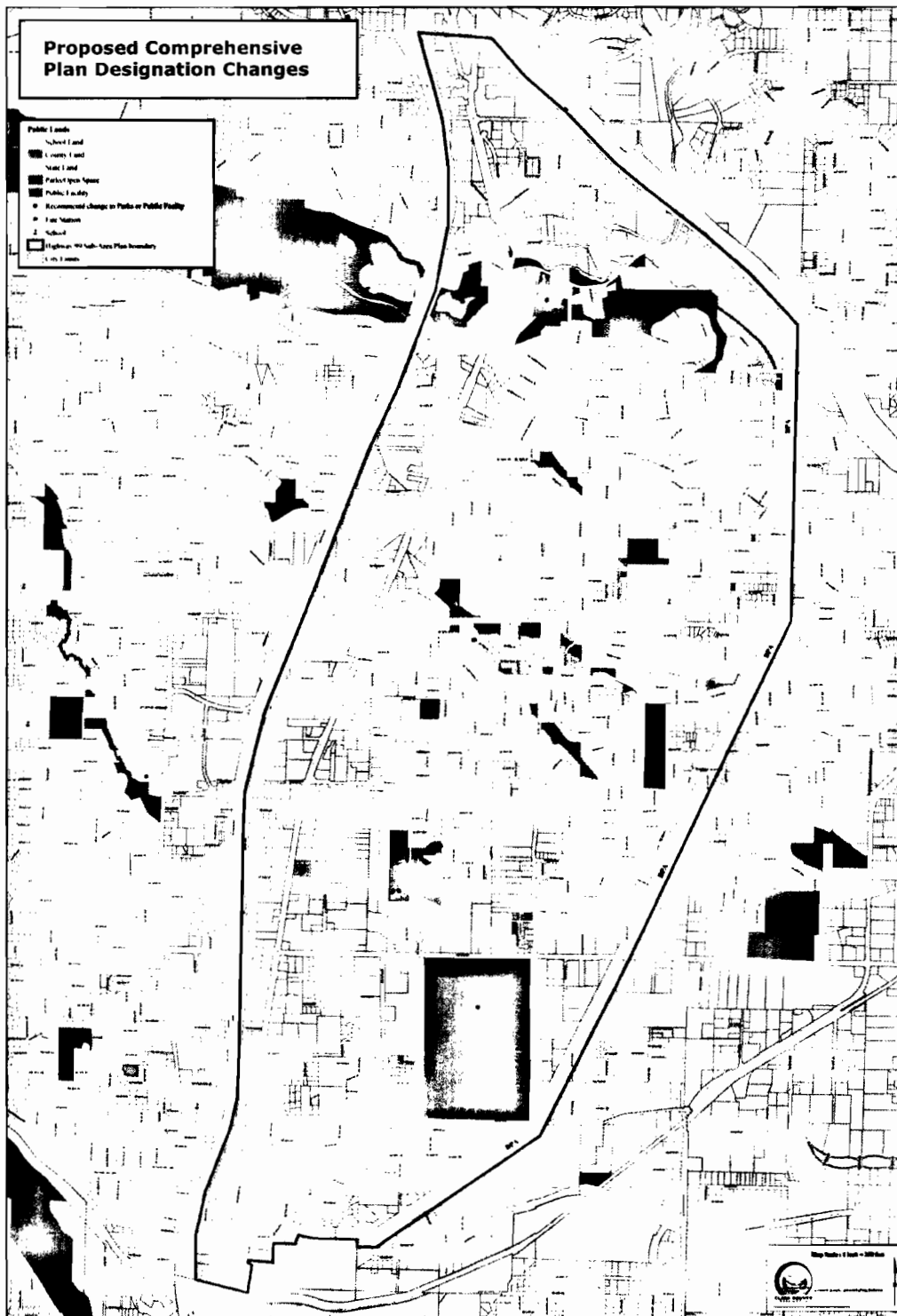


Figure 2-2: Highway 99 Overlay District



**Figure 2-3: Highway 99 Sub-Area Plan Proposed Comprehensive Plan Designation Changes**





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## **CHAPTER 3: SOILS, GEOLOGY, AND TOPOGRAPHY**

### **Introduction**

Soil, geological and topographical characteristics are important in the management of urban development. Poor draining soils are weak, unstable, or hazardous due to the potential for landslides or earthquakes. Certain geological and topographical features present hazards to development. Unstable and steep slopes, landslide prone areas, seismic zones of high earthquake potential, land prone to liquefaction during earthquakes, lands with high erosion potential, and nearby volcanic activity are included in this category.

As shown on Figure 3-1, the natural environment within the Highway 99 sub-area is crisscrossed by several waterways, including Salmon Creek, NE 114th Street Tributary, Tenny Creek, Cougar Creek, and Lalonde Creek. These features give the larger region its name, the Three Creeks area, and historically played a large role in encouraging human settlement in the area. Since the advent of the automobile and the construction of U.S. Highway 99, this area is better known for commercial uses along the "strip." The part of Highway 99 included in the Highway 99 Sub-Area Plan serves as a regional business district for the Hazel Dell, Salmon Creek, and Felida unincorporated areas. As is discussed in Chapter 8, Land Use, much of the study area is developed and, in the case of parcels along the highway, the landscape has been significantly altered by the development of commercial uses and the transportation system in this area.

### **Existing Conditions**

Based on information provided by the Clark County Department of Assessment and GIS, the majority of the approximately 2,400-acre Highway 99 sub-area is gently sloping, with only 8% of the area having slopes of over 15%. Hydric soils occupy only 8% of the area. Three soil types cover 69% of the sub-area: Hillsboro silt loam, 3 to 8 percent slopes (HoB) 43%; Hillsboro silt loam, 0 to 3 percent slopes (HoA) 13%; and Hillsboro silt loam, 8 to 15 percent slopes (HoC) 13%. Approximately 21 acres, or only 1% of the sub-area, is in the Floodway. Wetlands cover approximately 156 acres, or 6% of the sub-area.

The Hillsboro soil series is prominent throughout the county and consists of deep, well-drained soils on terraces. These are medium-textured soils that developed in deposits of old Columbia River alluvium. Most areas are characterized as nearly level to gently sloping, but strongly sloping to very steep areas along drainage ways and streams. The native vegetation includes Douglas fir, grand fir, big leaf maple, and western dogwood. The understory consists principally of salal, ferns, Oregon grape, and vine maple. The annual precipitation is 40 to 50 inches. Hillsboro soils are among the most productive terrace soils in the county.

## **Summary of Federal, State, and Local Regulations**

### **Growth Management Act**

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.<sup>1</sup> Protection of critical areas and resource lands is a key goal and purpose of the Growth Management Act.

### **Community Framework Plan**

The Community Framework Plan includes policies that address environmentally sensitive areas (4.0, Environmental Critical Areas), including the direction that sensitive natural areas should be protected and enhanced as part of the development process and natural constraints be respected (Policy 4.1.0).

### **Clark County Comprehensive Growth Management Plan**

The county's long-range comprehensive plan addresses the protection of environmentally sensitive areas through policies and implementation strategies in Chapter 4, Environmental Element. County policies seek to reduce risk to life and property that could result from developing in geologically hazardous areas or within floodplain areas, including:

*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 (Policy 4.2.9).*

### **Unified Development Code Chapter**

As part of the development review process, the State Environmental Policy Act (SEPA) authorizes placing prohibitions or limitations on structural development. Clark County

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<sup>1</sup> Wildlife habitat is addressed in Chapter 6 of the DSEIS; aquifer recharge areas are discussed in Chapter 5.

provides critical lands protection through the requirements and restrictions in the Unified Development Code. The county limits development in floodplain areas through UDC Title 40, Chapter 40.420, Flood Hazard Areas, and on steep slopes through UDC Title 40, Chapter 40.430, Geologic Hazard Areas. Regulations in place in Clark County include flood hazard, wetlands protection, and habitat conservation ordinances and prohibitions against placement of structures within designated unstable slope areas.

### **Potential Impacts**

#### *Preferred Alternative*

The intent of the Preferred Alternative is to enhance economic development activity in the Highway 99 corridor. The policy framework represented by the Preferred Alternative encourages a mix of uses and transit supportive, higher intensity (multi-storied) commercial and employment uses within activity centers. However, the policies in the Plan principally promote infill and redevelopment in an area that has been urbanized for decades. Specifically, the Plan focuses on non-residential growth and redevelopment, and identifies a Town Center and two Village Centers as future activity areas. One of the Plan's Land Use Guiding Principles is "Redevelopment should follow the 'sustainability' principles of equity, economic development, design, and environment." The Guiding Principles also state that "Redevelopment should help conserve resources and minimize waste. Enhance prime critical areas and develop mitigation banks."

The Preferred Alternative emphasizes sustainable development practices and compact redevelopment within the sub-area, focusing primarily on the commercial strip. The Plan most directly affects areas along the transportation corridor, which is largely developed. Future development will be subject to current State and county natural resource protections. For these reasons, future development under the Plan is not expected to have an increased negative impact on sensitive lands as compared to the No Action Alternative.

#### *No Action Alternative*

The county's approach to natural resources is to protect and conserve. Several state and county programs were created to place sensitive and legacy areas into public ownership. One such program, Legacy Lands, protects these lands highly valued for habitat, scenic corridors, low-impact recreation and other qualities that enhance our local environment. The program works with public agencies, non-profit conservation organizations, private landowners and the community to establish, restore, and maintain an interconnected system of parks, natural areas, trails and open spaces that:

- Contributes to our economy and tourism;
- Preserves natural areas for wildlife habitat and recreation;
- Enhances our air and water quality;
- Promotes health, fitness and personal well-being;
- Connects our communities with trails and greenways; and
- Supports an ecologically sustainable metropolitan region.

With the No Action Alternative the county would not adopt the Highway 99 Sub-Area Plan and the growth and urban design assumptions for the corridor would remain unchanged from the adopted Comprehensive Growth Management Plan. Non-residential growth in the corridor would likely continue on the "fringe" without the emphasis on redevelopment and compact, mixed-use development in specific areas as identified in the Preferred Alternative.

### **Mitigation Measures**

Comprehensive plan policies and ordinances of Clark County protect resource land soils and restrict development where there are soil limitations. The framework for the protection of wetlands is provided by Federal Clean Water Act, Section 404 regulations. State regulations that provide for the mitigation of impacts to wetlands include the Shoreline Management Act, Hydraulic Project Approval, State Environmental Policy Act, and the Floodplain Management Program. The county has an adopted wetland protection ordinance. The main mitigation is to avoid soils and topography that present severe constraints. No other options for mitigation are proposed.

#### *Preferred Alternative*

Under the Preferred Alternative, the county would adopt the Highway 99 Sub-Area Plan; however, development in the study area will continue to be subject to federal, state, and county regulations protecting sensitive areas.

#### *No Action Alternative*

Under the No Action Alternative, the county would not adopt the Highway 99 Sub-Area Plan and development in the study area will occur consistent with existing policy direction and according to federal, state, and county regulations protecting sensitive areas.

### **Unavoidable Significant Adverse Impacts**

#### *Preferred Alternative*

No unavoidable significant adverse impacts to critical areas are expected as a result of the Preferred Alternative.

#### *No Action Alternative*

No unavoidable significant adverse impacts to critical areas are predicted as a result of the No Action Alternative.



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## CHAPTER 4: AIR QUALITY

### Introduction

The purpose of this chapter is to discuss impacts of future growth in the area on air quality. This chapter includes an examination of existing conditions and the current sources of air pollutants in the Highway 99 sub-area. Included in the discussion is an exploration of conditions resulting from the Preferred Alternative, in contrast to those resulting from the No Action Alternative, and the possible changes to air quality due to the two development scenarios.

### Existing Conditions

The Highway 99 Sub-Area is within the Vancouver/Portland metropolitan area, an area that is considered to be a single interstate air shed by the U.S. Environmental Protection Agency. In the mid and late 80's, the Portland/Vancouver metropolitan area was in violation of federal standards for carbon monoxide (CO) concentrations and ground level ozone (smog) concentrations. The metropolitan area was designated a "nonattainment area" because it exceeded National Ambient Air Quality Standard (NAAQS) for these pollutants. The Portland/Vancouver area is currently in compliance with air quality standards and is considered a "Maintenance Area,"<sup>2</sup> a geographic area that was formerly designated as a nonattainment area and which has been redesignated as an attainment area.

Vehicle traffic is the major source of air pollution in urban environments, which is exacerbated in the Highway 99 area due to the close proximity of I-5, high traffic volumes on Highway 99 and arterials, frequent stoplights, and high truck volume (7-9% of total traffic volume).<sup>3</sup>

### Summary of Federal, State, and Local Regulations

The Clean Air Act, which was last amended in 1990, requires Environmental Protection Agency (EPA) to set NAAQS (40 CFR part 50) for pollutants considered harmful to public health and the environment. The Clean Air Act established two types of national air quality standards. Primary standards set limits to protect public health, including the health of "sensitive" populations such as asthmatics, children, and the elderly. Secondary standards set limits to protect public welfare, including protection against decreased visibility, damage to animals, crops, vegetation, and buildings.<sup>4</sup>

The Clean Air Washington Act was signed into law in May 1991.<sup>5</sup> The Act declares that air pollution is the State's most important environmental problem. It establishes two primary objectives: strive to prevent the deterioration of air quality in areas that already have

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<sup>2</sup> 40 CFR Part 81

<sup>3</sup> 2008 Health Impact Assessment, Clark County Public Health

<sup>4</sup> U.S. Environmental Protection Agency, <http://epa.gov/air/criteria.html>.

<sup>5</sup> Chapter 70.94 RCW, <http://apps.leg.wa.gov/rcw/default.aspx?cite=70.94>.



clean air and attempt to return the air quality in other areas to levels that protect human health and the environment. The Act encompasses such issues as outdoor burning, wood stoves, motor vehicles, industrial pollution, and global warming and ozone depletion.<sup>6</sup>

The Southwest Clean Air Agency (SWCAA) is responsible for enforcing federal, state and local outdoor air quality standards and regulations in Clark County. SWCAA is authorized to regulate air contaminant emissions, including toxic air contaminants, substances for which primary and secondary NAAQS have been established and volatile organic compounds, to prevent air pollution. Originally charged with developing an air quality maintenance plan to address carbon monoxide and ozone problems (submitted to the state in 1995), SWCAA continues to be responsible for updating the Carbon Monoxide Maintenance Plan and the Ozone Maintenance Plan. The Vancouver Air Quality Maintenance Area (AQMA) meets the current air quality health standards for both carbon monoxide and ozone.

Emission standards are found in Table A, Emission Concentration Regulatory Standards, in SWCAA 400, General Regulations for Air Pollution Sources.<sup>7</sup> Washington has State Ambient Air Quality Standards (SAAQS) that are as stringent as, or more stringent than, federal standards.

In 2008, the Washington Legislature passed two pieces of climate change legislation (HB 2815 and SB 6580). The legislation includes a requirement to significantly reduce per capita vehicle miles traveled by 2050.

#### **Growth Management Act**

The GMA addresses air quality through the Environment goal, to protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

#### **Community Framework Plan**

The Community Framework Plan provides guidance for how urban growth areas should develop. The Framework Plan emphasizes creating centers that have a mix of land uses with a variety of housing types and employment opportunities oriented around neighborhoods that are easy to move through and that create a distinct sense of place and community. The policies in the Framework Plan promote land use patterns that create opportunities to use various modes of transportation other than the automobile, which in turn has a positive impact on reducing air pollution. Policy 5.1.4 directly relates to air quality by encouraging use of alternative types of transportation, particularly those that reduce automobile emissions (bicycle, walking, carpools, and public transit).

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<sup>6</sup> 2000 Southwest Clean Air Agency Annual Report  
[http://www.swcleanair.org/pdf/anrpt2000\\_draft2.pdf](http://www.swcleanair.org/pdf/anrpt2000_draft2.pdf)

<sup>7</sup> <http://www.swcleanair.org/regulations.html>

### **Clark County Comprehensive Growth Management Plan**

The Comprehensive Growth Management Plan addresses air quality in Chapter 4: Environmental Element.

#### *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.*

*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.*

The Growth Management Plan also recognizes the impact that automobiles have on air quality. To address this, county policy includes encouraging transit related options, in order to reduce congestion and to improve and maintain air quality (Policy 5.2.2).

### **Potential Impacts**

#### *Preferred Alternative*

Clark County's implementation of the Highway 99 Sub-Area Plan (Preferred Alternative) will encourage future development that will have a compact urban form and a mix of uses, including integrating residential uses in multi-storied commercial buildings. Implementation of the Preferred Alternative will also improve the bicycle and pedestrian facilities. The county's investment in infrastructure (including roadway improvements) may spur increased development and redevelopment along the corridor over the No Action Alternative. However, the Preferred Alternative encourages sustainable development practices and supports smart growth which entails promoting non-motorized transportation alternatives. The Preferred Alternative proposed regulatory and programmatic changes, including reducing air pollution by incorporating trees and landscaping and street standards that reduce speed in the form-based code that implements the Highway 99 Overlay District.

The Preferred Alternative calls for the use of sustainable development practices in the Highway 99 Sub-Area, including: mixed-use; compact development; human-scaled building design; pedestrian and bicycle access, safety, and comfort (including

landscaping and aesthetics); crime prevention and security; creating and protecting public spaces and parks; improving public transit; and improving street connectivity. These practices will have the effect of making an urban environment that is more attractive to pedestrians and bicyclists, with the potential result of lowering emissions from automobiles.

The Preferred Alternative addresses the fact that the Highway 99 Sub-Area currently includes areas with no sidewalks, partial sidewalks and non-ADA compliant sidewalks. A sidewalk inventory map (Technical Report #4 of Appendix A in the Highway 99 Sub-Area Plan) assisted in determining where gaps in the sidewalk system exist and facilitated prioritization of county resources, as shown in the projects recommended for funding in the Implementation Action Plan. Planned physical improvements in the non-motorized elements of the transportation system may have a positive effect on lowering emissions from automobiles and improving air quality.

The Preferred Alternative encourages a mix of uses in the Town and Village Centers, where residential development will be in close proximity to services and to employment uses. This type of land use pattern creates the opportunity to drive shorter lengths between home, work, stores and services, or to walk or bike to and between destinations. The Preferred Alternative, by encouraging future development to provide opportunities for shorter vehicle trips and trips made by alternated means of transportation better meets the State and county's policies for maintaining air quality than the No Action Alternative.

Because the Preferred Alternative includes the implementation recommendation to develop a hybrid form-based code to encourage and guide the development of a mix of uses, the Town Center, the Village/Gateway Centers, and Common Centers may redevelop with more intensive development than they might under the No Action Alternative. Increased public and private investment in the area may result in more people living, shopping, working, and driving in the area and increased vehicle trips will have a corresponding negative affect on air quality. The Preferred Alternative's proposed policies and Implementation Action Plan are intended to have a positive effect on guiding growth and development in the sub-area. The Preferred Alternative promotes transit, better transportation connections, redevelopment, providing more housing choices, providing opportunity for residences closer to employment opportunities, and sustainability, the result being more ecologically-friendly urban environment that is not expected to have an increased adverse negative impact on air quality as compared to the No Action Alternative.

#### *No Action Alternative*

With the No Action Alternative the county would not adopt the Highway 99 Sub-Area Plan and the growth and urban design assumptions for the corridor would remain unchanged from the adopted Comprehensive Growth Management Plan. The Highway 99 Sub-Area would not be distinguished from the larger Three Creeks Special Planning Area and would not have a formal plan for focused public investment. Commercial uses

would likely continue to locate on green field sites on the periphery of the UGA where transit is limited, thereby expanding automobile use.

Specifically, plans that show transportation improvements that enhance circulation and connectivity for vehicles, bicycles, and pedestrians would not be in place if the Preferred Alternative is not adopted. A more efficient roadway system through the Highway 99 Sub-Area would have the effect of minimizing out-of-direction travel and vehicle miles traveled. Enhanced bicycle and pedestrian facilities could also encourage a reduction of vehicle use and emissions.

Historically, commercial uses have located linearly along the highway with the result of relatively inefficient use of land. Under existing No Action conditions, without an overlay district identifying compact activity centers and corresponding design guidelines, development along Highway 99 will look similar to past commercial development.

### **Mitigation Measures**

#### *Preferred Alternative*

No significant air quality impacts are predicted as a result of the Preferred Alternative and no mitigation is proposed.

#### *No Action Alternative*

No significant adverse air quality impacts are predicted as a result of the No Action Alternative.

### **Unavoidable Significant Adverse Impacts**

#### *Preferred Alternative*

No unavoidable significant adverse air quality impacts are expected as a result of the Preferred Alternative.

#### *No Action Alternative*

No unavoidable significant adverse air quality impacts are expected as a result of the No Action Alternative.

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## CHAPTER 5: WATER

### Introduction

This chapter focuses on water and the management of the quantity and quality of run-off as it pertains to future development in the Highway 99 sub-area. Poorly managed stormwater can degrade streams by causing erosion from increased water volume and by carrying pollutants into them. Other problems related to poor stormwater management include flooding, decreased groundwater recharge, and decreased water to streams during dry months (called base flow). As urban stormwater runoff travels across the land surface, it picks up a number of pollutants that can pose serious health risks to humans and can disrupt and/or seriously damage water ecosystems. Increased growth and development in the Highway 99 sub-area will increase impervious surface, which in turn will have an impact on stormwater.

### Existing Conditions

Due principally to highway commercial uses and the transportation system, a large amount of the Highway 99 sub-area is impervious. Streets, existing buildings, parking lots, and vacant or underutilized areas that are covered with pavement create a high quantity of run-off, some of which drains into the creek system. Currently the existing storm system within Highway 99 intercepts a significant amount of off-site flow on both the north and south side of the planning area.

Traditionally, stormwater management has primarily been a function of development activity. The Clark County development code requires water quality, treatment and quality control for existing and proposed developed areas within project limits. Currently, criteria and methods based on Puget Sound's 1992 Stormwater Management Manual are used to establish the treatment and quality control requirements. The county is in the process of updating the Unified Development Code in accordance with Department of Ecology's February 2005 Stormwater Management Manual for Western Washington. This update is targeted for completion in December 2008 and will include low impact development (LID) techniques, regional facilities, and other innovative techniques. (See discussion under Summary of Federal, State, and Local Regulations section below.)

The existing storm sewer system is functioning at an acceptable level of service under the county's current standards. It is anticipated that future development in the area will need to utilize a variety of approved options in order to comply with future county code requirements regarding stormwater mitigation. In addition, the Plan directs the county to undertake a sub-area basin analysis to identify whether or not the Highway 99 Sub-Area could be included as part of a regional stormwater facility.

In addition to surface water management, ground water must also be protected. As shown in Figure 5-1, the entire Highway 99 sub-area is in either a Category 1 or Category 2 Critical Aquifer Recharge Area.

## Summary of Federal, State, and Local Regulations

Groundwater and surface water quality is regulated by the federal Clean Water Act, established in 1972. The Clean Water Act is enforced by the U.S. Environmental Protection Agency (EPA) and implemented in Washington State by the Department of Ecology. In early 1987, the Federal Clean Water Act instituted a National Pollutant Discharge Elimination System (NPDES) permitting system to reduce harm to the nation's waterways from industrial activities, public sewers, and other major pollution sources.

To comply with federal law, the Washington State Department of Ecology began issuing permits to regulate stormwater discharges from city and county drainage systems. NPDES permits regulated by the State Department of Ecology were issued in two phases. Phase I permits were issued to large municipalities and county governments with populations over 100,000 (as of the 1990 census) in 1995. Phase II permits were issued in 2007 to smaller governmental entities with populations under 100,000.

The county's existing stormwater ordinance (UDC Title 40, Chapter 40.380) does not meet the February 2007 NPDES permit requirements to follow state guidelines for controlling stormwater and erosion on development and construction sites. The water quality ordinance will need to be updated to adopt more recent state standards for preventing pollutants from business and government operations from reaching the storm sewer. Clark County is updating its Stormwater Management Program (SWMP) which outlines what actions will be taken to meet requirements of a NPDES phase I municipal stormwater permit issued in February 2007. The SWMP should be completed in 2008 and it will include the following components:

- Public education and outreach program;
- A process for involving the public in the development of a stormwater management program;
- Develop an illicit discharge detection and elimination program to identify and remove discharges into the MS4 system;
- Adoption of ordinances to control runoff volume and duration from new development, redevelopment and construction activities; and
- Operation and maintenance program to reduce pollutants from municipal operations.

With regards to ground water, the State of Washington complies with the Federal Clean Water Act through the Department of Health and the requirements of WAC 246-290-001 (Public Water Supplies). Requirements in the Clark County Unified Development Code Chapter 40.410, Critical Aquifer Recharge Areas (CARAs), are consistent with the federal and state requirements to protect ground water that is used, or might be used in the future, for drinking water or business purposes.

### **Growth Management Act**

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. The GMA requires jurisdictions to protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

### **Community Framework Plan**

The Community Framework Plan addresses water quality policies found under section 4.0, Environmental Critical Areas. These policies protect vulnerable aquifer recharge areas (Policy 4.1.3) and require protection and enhancement of sensitive natural areas as part of the development process (Policy 4.1.0). Policies also direct that wetlands and watersheds are to be managed to protect surface and groundwater quality (Policy 4.1.5.).

### **Clark County Comprehensive Growth Management Plan**

The county's long-range comprehensive plan addresses water quality through policies and implementation strategies in Chapter 4, Environmental Element. Policies specific to stormwater management include:

*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 (Policy 4.2.8).*

*Implement stormwater basin planning and promotion of on-site infiltration to effectively address stormwater management in developed and urbanizing areas (Policy 4.6.1).*

*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 (Policy 4.6.2).*

*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 (Policy 4.6.3).*

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

*Promote on-site infiltration to minimize off-site run-off (Policy 4.6.6).*

#### **Unified Development Code Chapter**

Clark County's stormwater management program largely consists of implementing development regulations (UDC Title 40, Chapter 40.380, Stormwater and Erosion Control) requiring stormwater control facilities such as ponds and swales for development projects. Chapter 40.380 also requires construction projects minimize erosion and sediment washed into streams from land development and land-disturbing activities. The water quality ordinance (UDC Title 13, 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 requires the county to update its stormwater and erosion control ordinance (UDC Title 40, Chapter 40.380) to be substantially equivalent with the new manual. (4-6)

The county protects ground water resources through designated Critical Aquifer Recharge Areas (CARAs). Certain uses are prohibited in these areas, and specific allowed uses require a permit and must adhere to adopted operational standards (UDC Title 40, Chapter 40.410).

#### **Potential Impacts**

##### *Preferred Alternative*

The impacts of growth in the Highway 99 sub-area include increased run-off from additional impervious surface and increased pollutants in the run-off from roads, parking areas, and landscaping. While one of the goals of the Preferred Alternative is to encourage higher intensity development along Highway 99, this growth is expected to occur in the developed areas in the corridor, nearest to the arterial system. With the exception of infill parcels, development in the vicinity of Highway 99 will not be "green field" development and will not increase impervious surface area over the No Action Alternative. Much of the existing development predates current stormwater standards. By encouraging redevelopment, the plan will result in more existing sites being brought into conformance with new regulations (e.g., on-site stormwater detention, increased parking lot landscaping, etc.).

Implementation strategies associated with the Preferred Alternative include the development of a hybrid form-based code to regulate the Highway 99 Overlay District. An anticipated outcome of the code is the adoption of new landscaping standards and street design standards that will increase the amount of water-retaining vegetation over that which is currently required by county code. Parking location and parking management standards will also be defined for each Center within the Highway 99 Overlay District, which may have the effect of reducing impervious surface from parking lots.

Another implementation strategy that would be adopted as part of the Preferred Alternative is the recommendation to develop a Stormwater Sub-basin Plan. Developing a Stormwater Sub-basin Plan will entail studying stormwater runoff and the potential for flooding and environmental impact within the Highway 99 Sub-Area, before and after potential development. It will use multiple layers of information pertaining to the natural and built environment to develop a comprehensive picture of the carrying capacity of the land for urban densities of development. The Stormwater Sub-basin Plan will determine on a more site-specific level the environmental constraints and hazards for future development and it will include implementation recommendations to ensure the coordination of development with adequate public facilities.

In addition, the Preferred Alternative, with its emphasis on sustainability, compact mixed-use development, and enhancing the non-motorized transportation system and environment, may potentially decrease impervious surfaces and contribute less auto-related pollutants to stormwater run-off than the No Action Alternative.

#### *No Action Alternative*

The impacts of growth in the Highway 99 sub-area include increased run-off from additional impervious surface and increased pollutants in the run-off from roads, parking areas, and landscaping. Under the No Action Alternative, future growth will not have the benefit of the guiding principles of the Highway 99 Sub-Area Plan, which include creating compact development patterns along Highway 99. Specifically, no additional development standards that relate to the streetscape, landscaping, or reductions in parking requirements will be applicable to growth under the No Action Alternative.

#### **Mitigation Measures**

Future development under both alternatives will require wastewater treatment and disposal in accordance with adopted county standards. Clark County code requires treatment and detention of runoff from existing and proposed impervious areas within project limits. The stormwater ordinance will affect proposals to develop or redevelop property, or increase the amount of hard surfaces on it, under either the No Action or the Preferred Alternative. As discussed in this chapter, the stormwater ordinance will be updated to be consistent with NPDES permit requirements and the recommendations in Clark County's Stormwater Management Program. In addition, many projects will require erosion control during construction. Larger projects also will be required to use more

effective best management practices (BMPs) to control and treat stormwater on the property for the long term.

*Preferred Alternative*

Stormwater treatment and disposal will be managed in accordance with county standards. The Preferred Alternative includes the implementation action item of developing a sub-area basin analysis to identify the potential for flooding and environmental impact due to future development with the Highway 99 Sub-Area and to identify the appropriate level of mitigation to ensure future water quality.

*No Action Alternative*

Stormwater Treatment and disposal will be managed in accordance with county standards. Clark County is updating its Stormwater Management Program (SWMP) which outlines what actions will be taken to meet requirements of a NPDES. Subsequent to the completion of the SWMP, the county's existing stormwater ordinance (UDC Title 40 Chapter 40.380) will be updated to reflect the recent state standards for preventing pollutants from business and government operations from reaching the storm sewer.

**Unavoidable Significant Adverse Impacts**

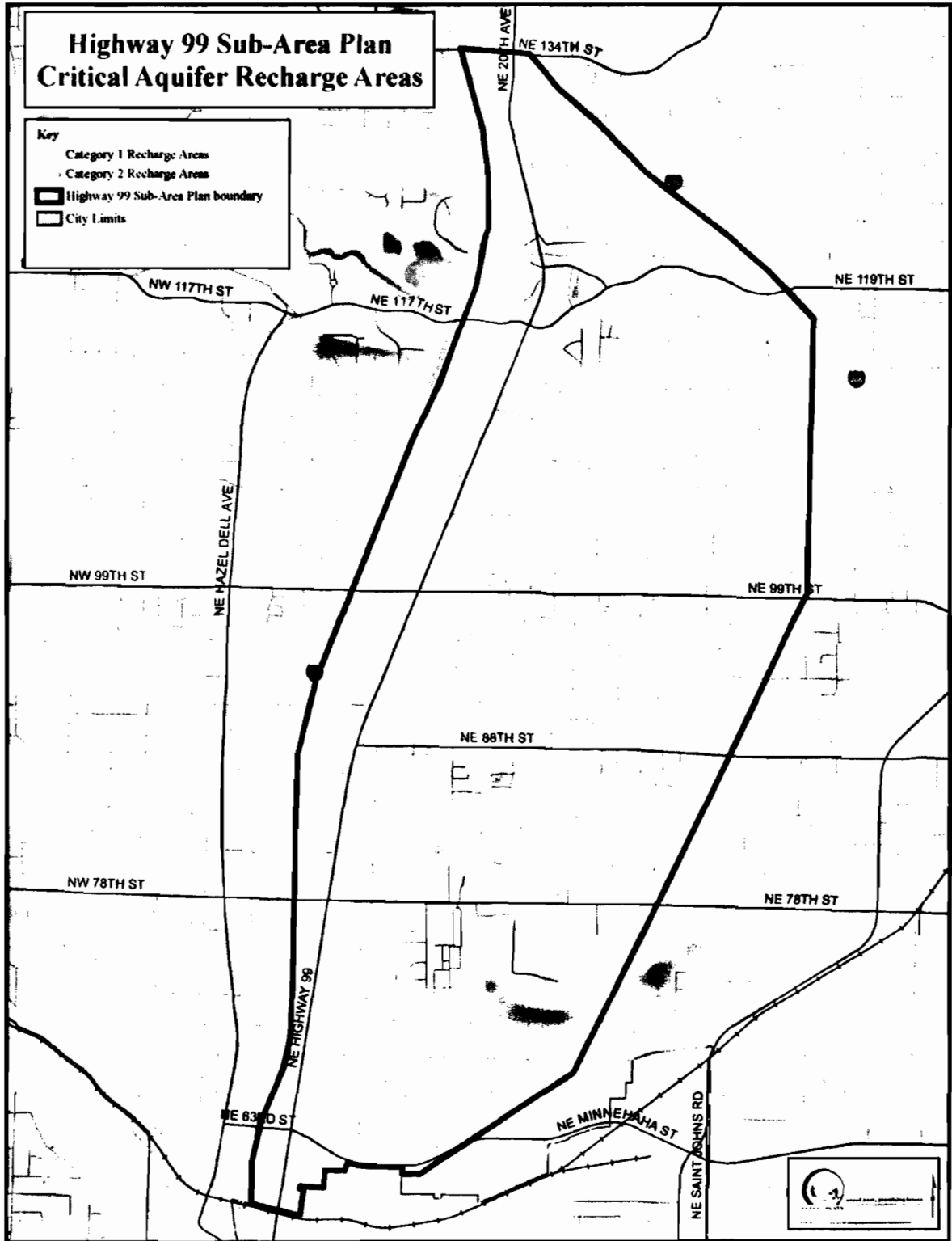
*Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

*No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

Figure 5-1: Highway 99 Sub-Area Plan Critical Aquifer Recharge Areas



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## **CHAPTER 6: FISH AND WILDLIFE HABITAT**

### **Introduction**

Wildlife habitat is composed of land, water, vegetation, and other natural resources necessary to support fish and wildlife populations. Clark County relies on 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, DNR Stream mapping, Washington Conservation Commission Fish Distribution Maps and Limiting Factors Analyses, and Lower Columbia Steelhead Conservation Initiative.

This chapter summarizes the existing fish and wildlife habitat characteristics of the Highway 99 Sub-Area Plan area, existing regulations that apply to habitat conservation and protection along riparian areas, and the potential impacts and mitigation measures for the Preferred and No Action Alternatives.

### **Existing Conditions**

As shown on Figure 3-1, there are five creeks that cross Highway 99 within the planning area: Salmon Creek, NE 114th Street Tributary, Tenny Creek, Cougar Creek, and LaLonde Creek. In most cases, these creeks are considered fish habitat. Ten percent of the Highway 99 sub-area is classified as Riparian Habitat Conservation Area. There are only approximately 2 acres where a Washington Department of Fish and Wildlife Priority Habitat Buffer apply to a waterway and there are no mapped indicators of Priority Species Areas. Also shown on Figure 3-1, there are mapped wetlands in the area.

### **Summary of Federal, State, and Local Regulations**

#### **Growth Management Act**

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.

The Open Space and Recreation 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.

### **Community Framework Plan**

The Community Framework Plan includes policies that protect environmentally sensitive areas (4.0, Environmental Critical Areas), including the direction that sensitive natural areas should be protected and enhanced as part of the development process (Policy 4.1.0).

Policies also direct that wetlands and watersheds are to be managed to protect surface and groundwater quality and meet salmon recovery objectives (Policy 4.1.5.) and that the county and jurisdictions work cooperatively with the Washington State Department of Fish and Wildlife to develop programs and areas that promote the preservation of habitats (Policy 4.1.6).

### **Clark County Comprehensive Growth Management Plan**

Chapter 4, Environmental Element, of the Comprehensive Growth Management Plan includes the goal to protect and conserve environmentally critical areas. Policies related to the protection of habitat include direction to coordinate with other jurisdictions and agencies to protect environmentally critical lands, particularly ecosystems and watershed processes that span jurisdictional boundaries (Policy 4.2.5).

### **Unified Development Code**

The county's habitat conservation ordinance (HCO; UDC Title 40, 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. The HCO was updated in 2006 to reflect best available information as required by the GMA.

The county's wetland protection ordinance (WPO; UDC Title 40, Chapter 40.450 Wetland Protection) 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.

### **Potential Impacts**

Any future development and redevelopment within the Highway 99 sub-area has the potential to increase impervious surfaces and, as a result, increase non-point source pollution in stormwater run-off that can have a deleterious effect on fish. Development and redevelopment in the vicinity of natural resource areas may conflict with habitat conservation goals.

### **Preferred Alternative**

The stated purpose of the Highway 99 Sub-Area Plan is to enable public and private sector partnerships in "implementing new developments, rehabilitating homes and buildings, and creating new jobs and economic opportunities." While higher intensity development along Highway 99 has the potential to negatively impact stormwater run-off and natural resource areas, policies and implementation strategies in the Plan will help ensure that future growth does not negatively impact wildlife and habitat areas. In addition, the Preferred Alternative encourages growth and redevelopment in developed areas in the corridor, nearest to the arterial system, and on balance this will not be "green field" development. It is expected that the impacts of development along the corridor will be mitigated pursuant to existing county standards and regulations. The Preferred Alternative is not expected to impact undisturbed wildlife areas or increase impervious surface area over what is expected under the No Action Alternative.

### **No Action Alternative**

Future development and redevelopment within the Highway 99 sub-area has the potential to increase impervious surfaces and, as a result, increase non-point source pollution in stormwater run-off that can have a deleterious effect on fish. Development and redevelopment in the vicinity of natural resource areas may conflict with habitat conservation goals

### **Mitigation Measures**

The county contains a variety of types of locations that are designated "critical areas." These areas range 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 (see Chapter 5, Water). 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. Many types of critical areas geographically overlap.

Clark County regulates or limits entirely development in critical areas. The benefits of preserving these areas include providing wildlife or vegetative ecosystem habitat. Vegetation retention is critical to protecting streams and riparian habitat necessary for sustaining healthy fish and wildlife populations. Maintenance of tree cover, natural



vegetation and wetlands are critical to prevention of erosion, flooding, and habitat damage, and the continued functioning of the ecosystem.

*Preferred Alternative*

Site development and redevelopment within the Highway 99 sub-area would comply with SEPA and current county standards, including the requirements of the habitat conservation, wetland conservation, and stormwater ordinances. The Preferred Alternative includes policy direction to use sustainable development principles, including reducing impervious surfaces, improve water quality, encouraging mixed-use, compact development - all of which reduces the ecological footprint of the built environment and can have a positive effect on preserving habitat areas. In addition, the Preferred Alternative includes an implementation direction to develop a hybrid form-based code for the Highway 99 Overlay District. Code elements will address landscaping, parking, and street standards, consistent with the policy direction of minimizing impervious surface and improving water quality. Implementation strategies include incorporating environmental design into the form-based code. The Preferred Alternative provides direction on future implementation measures and anticipates that through the adoption of a form-based code, the county will further mitigate the impacts of human development on the natural environment within the Highway 99 Overlay District.

*No Action Alternative*

Site development and redevelopment within the Highway 99 sub-area would comply with SEPA and current county standards, including the requirements of the habitat conservation, wetland conservation, and stormwater ordinances.

**Unavoidable Significant Adverse Impacts**

*Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

*No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

## **CHAPTER 7: NOISE**

### **Introduction**

The exploration of potential noise issues within the Highway 99 Sub-Area addresses both possible sources of increased noise levels that future development in the area may cause, as well as the compatibility of future uses with the existing and future noise environment.

Sound is measured in decibels; noise levels are stated in terms of "dBA," the sound pressure level in decibels measured using the "A" weighting network on a sound level meter. The dBA weighting is used in most environmental ordinances and standards.

### **Existing Conditions**

Vehicle traffic is the major source of noise in the Highway 99 Sub-Area. Vehicular noise is a combination of noises from the engine, exhaust, and tires. Highway 99 and NE 78<sup>th</sup> Street, both Principal Arterials, and Interstate 5 on the western edge of the sub-area, carry large volumes of traffic. High truck volumes on Highway 99 (7-9% of total traffic volume) and Interstate 5 also add to the ambient noise in the sub-area. However, no long- or short-term noise monitoring was conducted for the Three Creeks Special Planning Area as part of the FEIS for Clark County's Comprehensive Growth Management Plan and no special monitoring has been done for the smaller Highway 99 Sub-Area.

### **Summary of Federal, State, and Local Regulations**

The Federal Highway Administration (FHWA) set traffic noise impact standards to assess if highway traffic and construction noise impacts are severe enough to warrant abatement (23 CFR 772). In the State of Washington, the Washington State Department of Transportation (WSDOT) is responsible for conducting traffic sound level analysis, impact and mitigation consistent with Federal highway traffic noise standards. The criteria that WSDOT uses can be found in the Traffic Noise Analysis and Abatement Policies and Procedures manual. In areas where traffic noise levels approach or exceed noise abatement criteria, WSDOT has a variety of mitigation measures that can be employed.

The State of Washington, through the Department of Ecology, regulates noise for various land uses. WAC 173-60-030 defines allowable noise impacts by land use. The regulations define noise limits for sounds originating from and impacting different types of property.

### **Clark County Comprehensive Growth Management Plan**

Clark County regulates noise impacts associated with land use changes, including those related to existing sources of noise, through Unified Development Code Section 40.570.080. To this end, it is the county's policy to require that new sources of noise be limited to the maximum environmental noise levels of Chapter 173-60 WAC. Consistent with these regulatory standards, an increase of more than five (5) decibels (dBA) over

ambient noise levels at the receiving properties may be considered significant. County policy encourages that sources of noise otherwise exempt from Chapter 173-60 WAC that may affect existing or proposed residential uses (e.g., traffic, discharge of firearms, utility installations, etc.) be mitigated to the standards thereof as a Class B source of noise (i.e., fifty-seven (57) dBA), and to require noise studies where necessary to ensure that proposals address these requirements. Additional noise regulations are contained within the following code provisions:

- Section 8.11.060, Animal nuisances;
- Chapter 9.14, Public Disturbance Noises;
- Section 40.220.020, Residential Districts and Office Residential Districts, Sections 40.220.020(A)(1)(b) and (A)(2);
- Section 40.230.030, Office Campus District, Section 40.230.030(D)(7);
- Section 40.230.030, Business Park District, Section 40.230.030(D)(7);
- Section 40.230.080, Industrial Districts, Section 40.230.080(D);
- Section 40.230.050, University District, Section 40.230.050(C)(5)(a);
- Section 40.250.020, Surface Mining Overlay District;
- Section 40.520.040, Site Plan Review, Section 40.520.040(E)(2);
- Section 40.520.030, Conditional Use Permits, Section 40.520.030(E);
- Chapter 40.260, Special Uses and Standards, Sections 40.260.040, 40.260.120 and 40.260.170;
- Section 40.260.120, Solid Waste Handling and Disposal Sites, Section 40.260.120(E)(2)(f);
- Chapter 40.510, Type I, II, III and IV Processes, Sections 40.510.010(C)(3), 40.510.020(D)(5) and 40.510.030(D)(7); and
- Chapter 24.12, Solid Waste Management, Section 24.12.270.

### Potential Impacts

Existing noise levels in the Sub-Area are predominantly caused by freeway and arterial roadway traffic. The Highway 99 corridor is important for truck freight, with truck traffic accounting for as much as 9% of the total traffic volumes on some segments, and these types of vehicles also contribute to the noise levels. Increased commercial and residential growth is expected in the Three Creeks area of the county. This commercial area will continue to serve both the immediate area, as defined by the Highway 99 Sub-Area Plan as well as the region. Increased traffic will be one result of growth in the Sub-Area, as well as growth in the county. Future development in the sub-area will be subject to State noise regulations, as overseen by WSDOT and State Department of Ecology.

#### *Preferred Alternative*

Overall traffic volumes within the sub-area are not expected to increase from those forecast in the No Action Alternative, so increased traffic noise will be essentially the same under both growth scenarios. The Preferred Alternative presupposes the adoption of the Highway 99 Overlay District, the identification of activity areas within the District (the Town Center, Village/Gateway Centers and Common Centers), and the development of a hybrid form-based code that will regulate land development in these

areas. The form-based code will encourage a mix of commercial, residential, and office uses, with the result that future growth in the Town Center and Village Centers will see new residences closer to goods and services. This integration of uses will provide more opportunities for people to group trips or to walk or bike instead of taking an automobile, which will also have the effect of reducing vehicle-related noise.

The Preferred Alternative also includes the anticipated development of a form-based code to regulate future development within the Highway 99 Overlay District. With a concentration within activity centers, new standards will address integrating a mix of uses, building orientation, architectural scale, and landscaping requirements. These elements can have the effect of encouraging more foot traffic within the corridor, thereby reducing vehicular noise. Street tree requirements are also expected to serve as a buffer to street noise. While encouraging more people to access commercial services and other amenities in the area by foot will increase the number of people exposed to noise in the area, pedestrians will be buffered by design features such as wider sidewalks and required landscaping. Transportation improvements identified in the Implementation Action Plan related to sidewalk connections and bicycle lanes will also encourage modes of transportation that are quieter than automobiles.

Because of the county's commitment to corridor improvements under the Preferred Alternative, there may initially be more road construction noise. Public investment and the county's adoption of a Planned Action Ordinance to facilitate future land use permitting in the corridor may also have the effect of spurring private development activity. Building construction noise from future development and redevelopment in the corridor may be higher under the Preferred Alternative.

*No Action Alternative*

Under the No Action Alternative, traffic noise is expected to be commensurate with the expected 2024 growth in the area. As a result of this growth over the 20-year planning horizon, building construction noise is expected from development and re-development projects. Road improvement projects implemented from the county's adopted capital improvement project list will also generate noise.

**Mitigation Measures**

*Preferred Alternative*

No significant adverse noise impacts are expected to result from the Preferred Alternative/no change to impacts discussed in 2007 EIS.

*No Action Alternative*

Pursuant to the 2007 EIS, no significant adverse noise impacts are expected to result from the No Action Alternative.

## **Unavoidable Significant Adverse Impacts**

### *Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

### *No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

## **CHAPTER 8: LAND USE**

### **Introduction**

This Chapter describes existing conditions in the Highway 99 Sub-Area for land use, population, and employment and explores the potential impacts of the No Action and Preferred Alternatives on these elements. This chapter summarizes the vacant and underutilized land analysis performed for the Highway 99 Sub-Area Plan and documents relevant standards that govern development in the sub-area.

### **Existing Conditions**

The approximately 4-square mile Highway 99 Sub-Area includes a variety of urban uses. Table 8-1 shows the current land use and zoning within the sub-area. As demonstrated by this table, the predominant land use is residential zoned land (62%). The sub-area includes Urban Low, Medium, and High Density Residential zones.

Close to 20% of the land within the sub-area is designated commercial, all of which lies either along Highway 99 or NE 78<sup>th</sup> Street, or is in proximity to I-5 or I-205, which form the western and northern boundaries of the sub-area respectively. There are a variety of commercial uses within the study area. Typical highway commercial uses such as gas stations, fast food restaurants, and car lots share space along Highway 99 with more recent shopping center developments.

**Table 8-1: Land Use Designation and Zoning for Highway 99 Sub-Area Plan**

LAND USE	ZONING	ACRES	PERCENT
Urban Low Density Residential	R1-6 (6,000 s.f. lot)	1,108.98	45.09%
	R1-10 (10,000 s.f. lot)	45.35	1.84%
<b>Urban Low Density Total</b>		<b>1,154.32</b>	<b>46.93%</b>
Urban Medium/High Density Residential	R-12 (12 d.u. per acre)	1.16	0.05%
	R-18 (18 d.u. per acre)	136.05	5.53%
	R-22 (22 d.u. per acre)	0.24	0.01%
	R-30 (30 d.u. per acre)	102.50	4.17%
	R-43 (43 d.u. per acre)	130.72	5.31%
	OR-18 (18 d.u. per acre)	0.34	0.01%
	OR-43 (43 d.u. per acre)	0.89	0.04%
<b>Urban Medium/High Density Total</b>		<b>371.91</b>	<b>15.12%</b>
Mixed Use	R1-6	10.93	0.44%
	R-30	5.05	0.21%
	Community Commercial	17.59	0.72%
	Limited Commercial	92.25	3.75%
<b>Mixed Use Total</b>		<b>125.82</b>	<b>5.12%</b>
<b>Employment Center Total</b>		<b>0.0</b>	<b>0.00%</b>
Commercial	Neighborhood Commercial	6.72	0.27%
	Community Commercial	67.76	2.76%
	Limited Commercial	51.73	2.10%
	Highway Commercial	365.29	14.85%
<b>Commercial Total</b>		<b>491.50</b>	<b>19.98%</b>
Industrial	Light Industrial	29.88	1.21%
<b>Industrial Total</b>		<b>29.88</b>	<b>1.21%</b>
Open Space/Parks	R1-6	102.54	4.17%
	Parks/Wildlife refuge	48.39	1.97%
<b>Open Space/Parks Total</b>		<b>150.93</b>	<b>6.14%</b>
Public Facilities	R1-6	31.19	1.27%
<b>Public Facilities Total</b>		<b>31.19</b>	<b>1.27%</b>
BPA	R1-6	75.49	3.07%
	R-12	4.86	0.20%
	R-18	5.46	0.22%
	R-22	1.17	0.05%
	Community Commercial	7.39	0.30%
	Limited Commercial	2.98	0.12%
	Highway Commercial	1.82	0.07%
<b>BPA Total</b>		<b>99.17</b>	<b>4.03%</b>
Water	Parks/Wildlife refuge	4.87	0.20%
<b>Water Total</b>		<b>4.87</b>	<b>0.20%</b>
		<b>Total</b>	<b>2,459.59</b>
			<b>100.0%</b>

Source: Clark County Department of Assessment and GIS

Note: This land use is based on zoning. The acreage will not match the comprehensive plan designations in the vacant land model used for Table 8-2.

**Vacant and Buildable Lands**

Clark County uses a Vacant and Buildable Lands Model to identify parcels that could be developed, including both vacant parcels and those that have a high potential to redevelop. Information for Table 8-2 below is from the Clark County Department of

Assessment and county GIS using the most recent 2007 Vacant Land Model. It shows built, vacant, and underutilized acres within the Highway 99 planning area.

**Table 8-2: Vacant Buildable Lands**

LAND USE	DESCRIPTION	TOTAL ACRES
<b>Industrial</b>	Built	20.82
	Vacant	2.70
	Vacant Critical	1.93
	Roads and Easements	4.43
<b>Industrial Total</b>		<b>29.88</b>
<b>Commercial</b>	Built	311.79
	Vacant	42.00
	Vacant Critical	19.50
	Vacant Exempt	5.95
	Vacant Lot less than 5,000 sq. ft.	0.32
	Underutilized	0.20
	Roads and Easements	113.01
<b>Commercial Total</b>		<b>492.77</b>
<b>Mixed Use</b>	Built	44.55
	Vacant	25.08
	Vacant Critical	19.49
	Vacant Exempt	10.51
	Vacant Lot less than 5,000 sq. ft.	2.82
	Underutilized	3.34
	Underutilized Critical	0.25
	Roads and Easements	19.88
<b>Mixed Use Total</b>		<b>125.92</b>
<b>Urban Low Density Residential</b>	Built	672.23
	Built Exempt	10.23
	Mansions and Condos	3.53
	Vacant	49.47
	Vacant Critical	34.08
	Vacant Exempt	26.86
	Underutilized	59.90
	Underutilized Critical	50.93
	Parks and Open Space	24.01
	Private Open Space	14.86
Roads and Easements	207.60	
<b>Urban Low Density Residential Total</b>		<b>1,153.70</b>
<b>Urban Medium/High Density Residential</b>	Built	110.32
	Built Exempt	10.55
	Mansions and Condos	51.41
	Vacant	49.57
	Vacant Critical	66.53
	Vacant Exempt	7.57
	Underutilized	12.30
	Underutilized Critical	7.82
	Parks and Open Space	10.87
	Private Open Space	1.97
Roads and Easements	42.85	
<b>Urban Medium/High Density Residential</b>		<b>371.76</b>
<b>Highway 99 Sub-Area Total Acres<sup>8</sup></b>		<b>2,174.03</b>

<sup>8</sup> Total acreage does not include VBLM land use designations for open space/parks, public facilities, water and BPA totaling 286.35 acres.



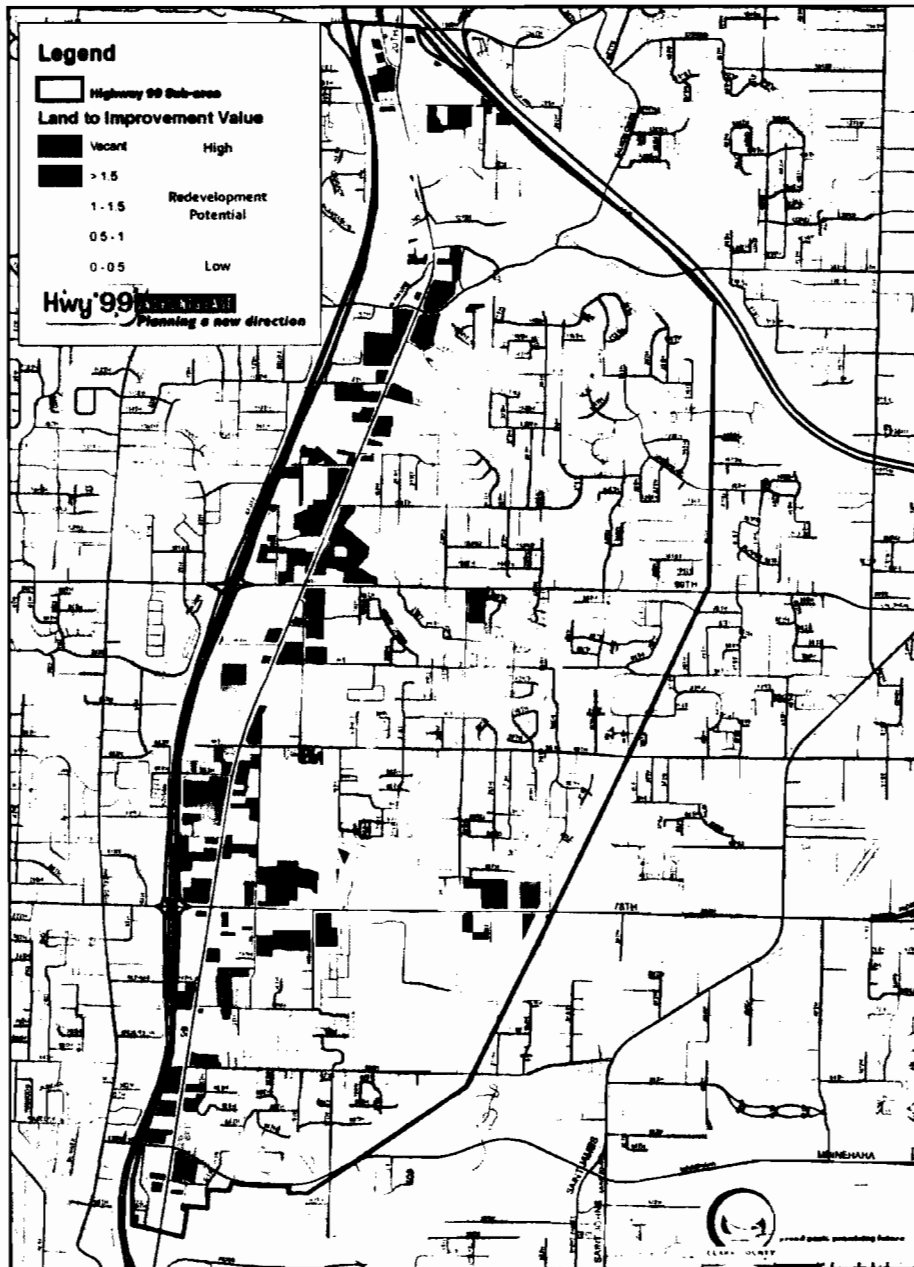
The framework of the Highway 99 Sub-Area Plan is to revitalize key areas into mixed use activity centers. While there are some vacant and under-utilized sites within these centers, a significant amount of redevelopment will also be necessary to achieve the vision for the Highway 99 corridor. Large-scale development opportunities can serve as the catalysts for multiple smaller changes in the surrounding areas. Larger sites provide the most leverage for encouraging additional private investment. Since the Plan is a long-term conceptual plan it is important to identify locations where significant change can occur.

Development is typically easier on land that is vacant. There are usually fewer site constraints, resulting in lower development costs. In addition, with little or no income being generated on vacant sites, there is often economic pressure to put the land into a higher use in order to produce revenue to cover taxes and maintenance. In contrast, properties that are already highly developed and have an existing revenue stream do not have this pressure. The time and expense of redevelopment often does not make economic sense.

Several factors other than positive cash flow influence the redevelopment potential of privately-owned sites, including size, location, and the ratio of land value to improvement value. For the purposes of this Plan, the county classified the redevelopment potential of commercial and industrial properties based on the ratio of land value to improvement value. If the value of the underlying land exceeds the value of improvements on the land (land to improvement ratio greater than one), the parcel or site is considered to have at least some redevelopment potential. Figure 8-1 illustrates the potential for redevelopment based on the land to improvement value ratio.

Figure 8-1: Commercial and Industrial Redevelopment Potential based on Land to Improvement Values

### Redevelopment Map Highway 99 Sub-area



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Project: \\olympus\gdata\clark\ps\ev\data\Map\BasesMap.bt (pearrowk)

**Population, Housing, and Employment**

As Clark County's population and employment opportunities increase, demand for housing and businesses in the study area are likely to increase as well. Other factors that influence employment growth include the demographic makeup of expected population growth, type of new employment, cost and availability of land, and land use regulations. How these factors affect growth in the sub-area is explored in Technical Report #8, Highway 99 Evaluation of Market Opportunities and Constraints, in Appendix A of the Highway 99 Sub-Area Plan.

In 2006, Clark County Department of Assessment and GIS reported that the Highway 99 Sub-Area (study area) had 13,567 residents, which is approximately 3% of the population in Clark County. Table 8-3 shows population in the study area, West Vancouver Trade Area, Clark County, and the State of Washington between 1980 and 2006. The average rate of population growth in the study area, West Vancouver Trade Area and Clark County was higher than the State in 1980, 1990, and 2000. For further information on the age composition for the study area, please refer to the Plan's Appendix A, Technical Report #1, Highway 99 Land Use and Demographics.

**Table 8-3: Population projections for Clark County, West Vancouver Trade Area, and Highway 99 Sub-Area, 2006-2024**

POPULATION PROJECTIONS			AAGR
Area	2006	2024	2006-2024
Clark County	403,500	584,310	2.08%
West Vancouver Trade Area	65,692	90,987	1.83%
Highway 99 Sub-Area	13,567	18,621	1.7%

Source: Clark County Department of Assessment and GIS. Average Annual Growth Rate (AAGR) are calculated by Clark County Community Planning.

Population throughout the planning area represents approximately 3.3 percent of the total 2007 population throughout Clark County. Table 8-4 below shows the sub-area with a population of approximately 14,000. Clark County planning assumptions uses a county-wide factor of 2.59 persons per household. Based on census information, the Highway 99 Sub-Area has 2.6 persons per household.

**Table 8-4: Population and Households**

POPULATION 2007	PERCENTAGE OF COUNTY POPULATION	HOUSEHOLDS 2007	PERCENTAGE OF COUNTY HOUSEHOLDS	PERSONS PER HOUSEHOLD
14,000	3.3%	5,378	3.4%	2.6

Source: Clark County Department of Assessment and GIS, 2007 based on U.S. Census Bureau, 2005 American Community Survey.

The planning area has approximately 5,378 households based on the latest U.S. Census data, of which over 3,675 (or 68.3 percent) are owner occupied. County-wide owner-occupied households are averaging approximately 67 percent.

**Table 8-5: Household Characteristics**

HOUSEHOLDS 2007	OWNER- OCCUPIED	PERCENTAGE OF OWNER- OCCUPIED	RENTER- OCCUPIED	PERCENTAGE OF RENTER- OCCUPIED
5,378	3,675	68.3%	1,703	31.6%

**Summary of Federal, State, and Local Regulations**

**Growth Management Act**

The GMA addresses land use through a number of Goals, including the following:

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

*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.*

**Community Framework Plan**

Section 1.0, Land Use, of the Community Framework Plan establishes a hierarchy of urban growth areas activity centers and rural centers. Urban Growth Area Centers (UGAs) are intended to have a full range of urban level-of-service. The Highway 99 Sub-Area is a part of the Vancouver UGA. The Highway 99 Sub-Area is foreseen as a major urban area activity center with a full range of residential, commercial, and industrial uses, high-capacity transit (HCT) corridors, schools, major cultural and public facilities. It is expected that 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. Along high capacity transit corridors and priority public transit corridors densities may be higher than average.<sup>9</sup>

<sup>9</sup> A portion of Highway 99 is currently being considered for designation as a high capacity transit corridor as part of the Clark County High Capacity Transit Study being conducted by the Southwest Washington Regional Transportation Council. System plan recommendations are expected in 2008.

The Community Framework Plan includes housing policies (Section 2.0) that support providing housing opportunities in close proximity to places of employment, infill development, and housing choices.

Implementation of the Highway 99 Sub-Area Plan, and the adoption of Design Standards for the study area, is consistent with the Community Design element (Section 10.0) of the Community Framework Plan. Policies in 10.0 encourage mixed-use, specialized open space within developments, and higher densities and intensities of development along priority and high capacity transit corridors that encourage pedestrian, bicycle, and public transit usage.

#### **Clark County Comprehensive Growth Management Plan**

The policies within the Land Use Element (Chapter 1) of the Comprehensive Growth Management Plan govern growth in the UGAs. The Highway 99 Sub-Area plan is consistent with the general goals for the UGAs, which include reducing the inappropriate conversion of undeveloped land into sprawling, low-density development; providing for the efficient provision of public services; maintaining densities which support a multi-modal transportation system; and supporting variety, choice and balance in living and working environments (Policy 1.2.1).

Policy 1.2.12 is specific to the Three Creeks Planning Area. The Policy defines the general planning area within the Vancouver UGA and states that 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. The extensive public involvement process that helped develop the Highway 99 Sub-Area Plan is consistent with the intent of this policy including review by the Three Creeks Advisory Council. A Vancouver UGA strategy that is consistent with the Highway 99 parking plan is as follows:

*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.*

The majority of the Highway 99 sub-area is zoned Urban Low Density Residential. Together with existing areas designated Medium and High Density Residential, there are 1,525 acres of residential in the sub-area. There is no direct impact anticipated to areas zoned for single-family residential from the adoption of the Highway 99 Sub-Area Plan.

Chapter 2, Housing Element, articulates the county's intent to supply affordable housing choices for its residents and to encourage a variety of housing types and densities, including mixed-use centers (Policy 2.2.2). The following Land Use Guiding Principles from the Plan support existing county policy:

- 2. Unique Attributes - Approach planning, design and the transition between uses as an interdisciplinary effort. Integrate mixed use developments. Define and understand a neighborhood's unique sense of place by honoring its quality attributes and characteristics.*

16. *Balance Residential Products – Encourage a range of housing types throughout the planning area (single-family, apartments, cottage homes, row homes, granny flats, condominiums and live/work units) giving citizens of different incomes, ages and family sizes a wide range of choices*

The adoption of the Highway 99 Sub-Area Plan establishes the Highway 99 Overlay District, which designates a Town Center, two Village/Gateway Centers and four Common Centers. Mixed uses are also encouraged in these areas. The types of housing in areas close to the commercial services located near the highway will likely be higher density, possibly in the form of residential (apartment or condominium) over ground floor commercial, walk-up apartments, and townhouses. Because these housing types can be more affordable than single-family residential, the Plan is consistent with county policies that encourage affordable housing.

From its inception, the Plan was intended to bring about positive change to land in the immediate vicinity of the highway where the predominant land designation is General Commercial and the zoning is Highway Commercial. The Highway 99 Overlay District, and the hybrid form-based code the county is currently working on to implement it, will focus on development requirements for land within the identified Centers. While a broad mix of uses are already allowed under the existing zoning along the corridor, future code amendments, based on a form-based code approach, will set careful and clear controls on building form. The intent of the form-based code will be to ensure that future development will create high-quality urban environments that will be attractive to future businesses and residents. Expected standards for the Highway 99 Overlay District include landscaping to achieve the highest level of pedestrian and transit activity, shallow or zero lot line setbacks, and those that encourage mixed use. The Plan also states that the form-based code project will be supported by a Parking Management Plan. To address parking management, the form-based code would include location criteria, goals and policies that result in more efficient use of parking resources.

The emphasis of the Plan on mixed-use development, enhancing the pedestrian environment, and sustainable development practices is consistent with the county's Economic Development policies (Chapter 9) that encourage infill and redevelopment of underutilized commercial sites (Policy 9.4.1); that encourage locating commercial and mixed-use developments on current or planned transit corridors (Policy 9.4.3); and that promote maintaining design guidelines to ensure that commercial projects: 1) are developed with minimal impact on surrounding land uses, 2) are consistent with related community appearance/design guidelines, and 3) assure pedestrian as well as vehicular access (Policy 9.4.4).

Adoption of the Plan will amend the UGA Comprehensive Plan Map for selected county-owned parcels. Within the Highway 99 Overlay District area, Clark County has acquired property for use as parks or designated open space. Most of these parcels have retained their original residential or commercial comprehensive plan designation and

zoning. The Preferred Alternative would reconcile the current usage of the property and its land use designation by changing the Comprehensive Plan Map to show these parcels as either Public Facility (PF) or Parks and Open Space (P/OS) (Table 8-6 and Figure 2-3).

**Table 8-6: Comprehensive Plan Land Use Changes**

PARCEL NUMBER	LOCATION
<b>Public Facility (PF)</b>	
148084-000	1919 NE 78 STREET (78 <sup>th</sup> Street Property)
<b>Parks and Open Space (P/OS)</b>	
145510-000	#3 LOT 1 & 2 SUB DIV HOKANSON EST 5.75A
145525-003	#22 LOT 1 HOKANSON EST 2.45A
144952-048	TENNY CREEK PARK TT A SUB 2002
189653-102	SHERWOOD HOLLOW EAST TT B SUB 2003
189653-100	SHERWOOD HOLLOW EAST TT A SUB 2003
189572-000	#112 SEC 35 T3N R1EWM 2A
189472-000	#3, #28 SEC 35 T3N R1EWM 4.70 A M/L
189578-000	#118 OF SEC 35 T3N R1EWM .72A
189660-000	#200 SEC 35 T3N R1EWM 2.24A
189481-000	#16 OF SEC 35 T3NR1EWM 3.57A
189482-000	#17 OF SEC 35 T3NR1EWM .49A
186564-000	11902 NE KLINELINE RD
186949-000	#364 SEC 26 T3N R1EWM 1.06A
186277-000	12007 NE SALMON CREEK
145363-052	FIR HAVEN TT A WETLANDS & BUFFER SUB 2001
097839-250	ROSEGARDEN TT A SUB 94
144961-242	TENNY CREEK PARK II TT A SUB 2002
144952-028	TENNY CREEK PARK TT B SUB 2002
144942-046	EAGLE ESTATES TT A STORMWATER FACILITY SUB 2003
092500-158	RED HAVEN ESTATES LOT 29
092500-160	RED HAVEN ESTATES LOT 30
144935-000	#4 SEC 2-2-1 AKA LOT 1 SP 1-744 REPLAT LOT 1 SP 1-540
097765-084	IVY GLEN TT B WETLAND BUFFER SUB 2002
097765-082	IVY GLEN TT A WETLAND BUFFER SUB 2002
096626-834	MATTHEWS MANOR LOT 23 STORMWATER FACILITY SUB 98
096626-836	MATTHEWS MANOR TT A WETLAND SUB 98
097811-026	MEADOW CREEK TT B SUB 2001
189577-000	#117 OF SEC 35 T3N R1EWM .22A
189545-000	#85 OF SEC 35 T3NR1EWM .36A
189999-062	EAST SHERWOOD MEADOWS TT B STORM DRANGE FCLTY SUB 2000
189999-060	EAST SHERWOOD MEADOWS TT A PARK TRACT SUB 2000

**Clark County Unified Development Code**

Adoption of the Highway 99 Sub-Area Plan will amend the Unified Development Code to add the Highway 99 Overlay District description and purpose statement. The Highway 99 Overlay District design standards will not be implemented until the UDC is amended to reflect the ongoing form-based code work. In addition to county procedures outlined in the UDC, requirements within the following chapters are applicable to proposed development in the Highway 99 Sub-Area until the UDC is amended:

- Chapter 40.200 General Provisions (Land Use Districts)
- Chapter 40.220.010 Single-Family Residential Districts (R1-20, R1-10, R1-7.5, R1-6 and R1-5)
- Chapter 40.230.010 Commercial Districts (CR-1, CR-2, C-2, C-3, CL, CH)
- Chapter 40.230.020 Mixed Use District (MX)
- Chapter 40.520.040 Site Plan Review
- Chapter 40.320 Landscaping and Screening
- Chapter 40.260 Special Uses and Standards
- Subtitle 40.3 Design Standards
- Subtitle 40.4 Critical Areas and Shorelines

### **Potential Impacts**

It is estimated that the Highway 99 sub-area will add 5,054 residents by 2024.<sup>10</sup> The primary trade area, the geographic region that generates the majority of customers for the commercial uses in the sub-area, will add 25,295 residents. Almost two-thirds (64%) of the commercial land is built, with 13% vacant or underutilized. Significantly, there are two key intersections with Highway 99, NE 99<sup>th</sup> and NE 78<sup>th</sup>, which have surrounding vacant land. The Market Opportunities and Constraints report generated by the county as part of the background analysis for Highway 99 Sub-Area Plan concludes that the projected demand for commercial land in the study area will not exceed projected demand within the planning horizon (2024).<sup>11</sup> However, the age and condition of many commercial buildings in the corridor could provide opportunities for significant redevelopment.

Regarding residential uses, the Market Opportunities and Constraints report documents that the Highway 99 sub-area can accommodate an additional 1,323 multi-family housing units through 2024, given the amount of current vacant land zoned for this use. Recent housing trends have seen a slowdown in single-family real estate market activity while vacancy rates are dropping for multi-family units. If these trends continue, multi-family demand will continue to increase, which may lead to more multi-family development in the sub-area.<sup>12</sup>

#### *Preferred Alternative*

The Preferred Alternative includes policies and design/development strategies to guide future growth and redevelopment in the corridor. Policies include promoting a range of multi-storied commercial building types, requiring redevelopment to follow sustainable principles, encouraging a range of housing types, and encouraging compact development patterns. The Highway 99 Sub-Area Plan would be adopted under the Preferred Alternative. A limited amount of county-owned land would change land use designation from a commercial or residential designation to Public Facility (PF) or Parks and Open Space (P/OS), consistent with current use. The majority of the Highway 99 Sub-Area retains existing land use designations; no change in the base zoning

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<sup>10</sup> Technical Report #8: Market Opportunities and Constraints, Highway 99 Sub-Area Plan.

<sup>11</sup> Figure 7, Technical Report #8: Market Opportunities and Constraints, Highway 99 Sub-Area Plan.

<sup>12</sup> Technical Report #8: Market Opportunities and Constraints and Technical Report #12: Housing and Development Trends, Highway 99 Sub-Area Plan.



designations is proposed. However, the Implementation Action Plan associated with the Preferred Alternative includes the development of a form-based code that will govern development in the Highway 99 Overlay District. With the adoption of the Plan, design standards will be required for non-residential and mixed-use development that will address, among other things, building orientation, landscaping, architectural scale, and open space. It is also expected that the implementing code language will limit some auto-oriented uses least able to contribute to the vision of a compact, walkable urban environment within the Centers.

The Highway 99 Sub-area Plan includes a county capital improvement project list based on the Implementation Action Plan. The Implementation Action Plan lists specific transportation improvements to roads and bridges, sidewalk connections, bicycle lanes, and new trails (see Chapter 10). These projects may make private commercial and mixed-use development more attractive on properties in the vicinity and, thus, will serve as incentives for private investment. In addition, the Preferred Alternative includes financing strategies to spur economic development in the area (see Technical Report #11, Economic Development Toolbox for Clark County).

It is expected that the Preferred Alternative will redirect growth in the sub-area through public investment and the ultimate development of new code language that will regulate urban form within the Highway 99 Overlay District. In the Town Center and Village/Gateway Centers, the code may restrict some highway commercial uses and allow or encourage more higher-density residential uses in the corridor as part of mixed use development. It is also anticipated that the Preferred Alternative will have a direct impact on urban design in the corridor, encouraging development and commercial redevelopment in the long-term. However, the Preferred Alternative is not expected to result in commercial development that exceeds the demand projected by the county.

*No Action Alternative*

Under the No Action Alternative, Clark County would not adopt a sub-area plan for a section of the Three Creeks Special Planning Area in the vicinity of Highway 99. Future development would occur in a piecemeal fashion without the benefit of the vision and policies of a focused Sub-Area Plan. The existing Comprehensive Plan Land Use designations and zoning in the area would remain unchanged. While county policies exist that encourage compact, efficient development, current development standards do not make this a requirement of land zoned General Commercial so "strip" development patterns may continue along Highway 99. Existing regulations do not focus on creating a pedestrian-friendly commercial or streetscape environment so designing for automobiles will continue to be the norm. The wide variety of uses allowed under highway commercial zoning will continue to discourage redevelopment.

Growth in the area would likely occur under the market conditions described in the Market Opportunities and Constraints report developed as part of the Highway 99 Sub-Area Plan, without the benefit of focused county capital improvement projects.

## **Mitigation Measures**

### *Preferred Alternative*

With the adoption of the Highway 99 Sub-Area Plan, the Preferred Alternative enables a strategic approach to encouraging redevelopment and mixed-use development in the corridor. No mitigation measures are required.

### *No Action Alternative*

Development and redevelopment in the Three Creeks Special Planning area will occur in accordance with the existing standards in the Unified Development Code.

## **Unavoidable Significant Adverse Impacts**

### *Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

### *No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

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## **CHAPTER 9: HISTORIC AND CULTURAL RESOURCES**

### **Introduction**

This chapter provides a summary of archaeological and historic resources within the Highway 99 sub-area and addresses the potential impacts of growth on these resources under the No Action and Preferred Alternative scenarios.

Clark County conducted a preliminary archeological inventory as part of developing the Highway 99 Sub-Area Plan. County staff reviewed documents from the Department of Archaeology and Historic Preservation (DAHP) to determine if archaeological resources have been recorded within the project area and to determine if any archaeological surveys have been conducted in the project vicinity. In addition, Geographical Information Systems (GIS) data submitted to the Department of Community Development, Clark County by DAHP was reviewed. A summary of these findings are in the Existing Conditions section, below.

### **History of the Highway 99 Sub-Area**

Early records note that Native American villages were located along the Columbia River. The Highway 99 sub-area has a long standing history connecting pre-historic settlements throughout the area and as a conduit between the fertile Willamette Valley and Puget Sound.

The planning area consists of two distinct settlements; Hazel Dell and Salmon Creek. Hazel Dell's destiny was to occupy a strategic crossroad on the old road leading north from Vancouver through the woods to Salmon Creek and beyond. An 1880's county land map identifies the Hazel Dell locality as Anderson; named for the pioneer family residing there. The best known member of this family was Sarah J. Anderson, whose name has been given to the elementary school located on NE 104<sup>th</sup> Street. The Anderson home near NE 78<sup>th</sup> Street was the first stopping place for travelers.

The first outpost after crossing Salmon Creek was near the historic Salmon Creek Methodist Church and the Marble home and sawmill. Early pioneers, who were mostly millers, farmers, and carpenters, recognized the significance of the land along Military Road, which was rich in lumber, food, and water. Salmon Creek held a strategic location, just a few miles north of Vancouver on a direct route to Puget Sound. Salmon Creek was well known for the annual migration of thousands of salmon. Families would gather at the Marble dam, just east of Kline Line Bridge, and gather salmon.

This area of Clark County also attracted pioneers seeking fame and fortune. During the 1850's, gold mining operations existed along the creeks flowing toward Vancouver Lake and the Columbia River. The southern end of the planning area holds another historical link to the early settlements that were the precursors to the development that exists today. The Clark County Poor Farm completed in 1926 stands as a reminder of the economic diversity of early pioneers.

### Highway 99 History

In 1853 a military road was built from Ft. Vancouver north through Olympia to Seattle and was completed in 1860. This original trail linked the homestead settlers to the army barracks at Ft. Vancouver and the Columbia River crossing into Oregon. Soon after, the first roads were made and were constructed by using the spit log drag method which allowed water to run in side ditches, an improvement over the primitive Indian trails and military roads. "Comprehensive and sustained action to build a usable transportation system – to get travelers out of the mud and move people and goods between farms and market places – began soon after Washington was granted statehood in 1889."<sup>13</sup> In 1913, the Washington Legislature established the Primary and Secondary System of State Roads.

By the mid-1920's, over 250 named trails had been designated by private organizations with such names as the National Old Trails Road, the Pacific Highway, Lincoln Highway, Jefferson Davis Memorial Highway and the Yellowstone Trail. It was common for private organizations to identify a route, give it a name, and promote its use and improvement. The Pacific Highway auto trail stretched from Vancouver, British Columbia to the Mexican Border across Clark County.

In Clark County, the Pacific Highway was also known as Primary State Highway No. 1. Traffic increased about the time of World War I and the Pacific Highway was paved through Hazel Dell in the 1920s. State and Federal highway officials created the U.S. numbered system in 1925 to replace the trail names for the Nation's main interstate highways. Under the new U.S. Highway System, the Pacific Highway was renamed U.S. Highway 99 from Blaine, Washington to Los Angeles, California.

Over the next 40 years, U.S. Highway 99 became the primary route along the west coast linking the major cities of Washington, Oregon, and California. Like its cross-country cousin Route 66 which found fame in popular music, movies and a television series; US Highway 99 developed a roadside commercial culture of ten-room motels, drive-in carhop restaurants, skating rink, mini-golf, new/used car lot sales, and full service gas stations.

In 1956, President Dwight D. Eisenhower signaled another turning point in history when the interstate system was authorized by the Federal-Aid Highway Act of 1956. He believed that a network of highways was key to ground transport of military supplies and troop deployments and a necessary component of a national defense system. Highway 99, colorfully arrayed with local attractions and commerce, did not meet the new federal guidelines for an interstate. The completion of Interstate 5 through Seattle in 1965 was a turning point for US Highway 99. Interstate 5 bisected the communities of Vancouver, Hazel Dell and Salmon Creek. In Vancouver, Washington, US Highway 99 was decommissioned in 1972 and returned to Clark County.

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<sup>13</sup> Harold R. Garrett, Washington State Department of Transportation, "Clark County Highway History 1905-1977, A Department of Highways Perspective," page 21.

Today, one of the largest continuous segments of Highway 99 in the county stretches approximately 4 miles from the Main Street and Interstate 5 interchange in Hazel Dell north to the junction between Interstate 5 and 205 in Salmon Creek. The corridor continues to reflect its long-standing history as part of the great migration and service district for travelers.

### Existing Conditions

The Highway 99 Sub-Area boundary has one site listed on the Clark County Heritage Register (CCHR). The Chapman House was listed on the CCHR in 1983. Built in 1905 by Charles Chapman, an attorney and realtor, the house was one of the first homes in Clark County with indoor plumbing. Mr. Chapman played a prominent role in Clark County history by donating much of the land for 119<sup>th</sup> Street, which was previously known as Chapman Road. Currently the Highway 99 sub-area boundary includes no sites listed on the National Register of Historic Places.

There are three sites within the Highway 99 Sub-Area plan boundary that are listed on the Clark County Cultural Resources Inventory. They are:

- The Salmon Creek United Methodist Chapel, built circa 1900
- The Marble House, built circa 1859
- The Clark County Poor Farm Building, built circa 1925

Approximately 42% of the Highway 99 sub-area, or 1,052 acres, has a moderate-high (60-80%) or high (80-100%) probability of containing archaeologically significant sites or artifacts. To date, there have been a total of 49 archaeological investigations conducted within the Highway 99 Sub-Area. Of the total number of investigations, 44 were archaeological predetermination surveys and the remaining 5 were archaeological surveys, testing/evaluation, and Section 106 compliance projects. Recorded historic-period sites include:<sup>14</sup>

45CL199, Ansil S. Marble House. The site is located near the northern terminus of the Highway 99 Sub-Area. Built in the mid to late nineteenth century the house is potentially eligible for listing on the National Register. Currently the house has not been formally evaluated to determine eligibility (Duncan 1979a).

45CL200, Salmon Creek United Methodist Pioneer Chapel. The site is located near the northern terminus of the Highway 99 Sub-Area. Built in 1900 the chapel is a simple rectangular wood frame structure with a steeply pitched gable roof. A central square tower projects slightly from the west façade. The tower is topped by an open belfry which has groups of gabled entrance projects slightly from the base of the tower, and the fancy butt shingles of each gable end provide the only ornamentation on the building. (Duncan 1979b).

<sup>14</sup> For information on the State Archaeological Site Inventory Form, see Technical Report #7, Highway 99 Cultural and Historic Opportunities, Highway 99 Sub-Area Plan.

45CL587 is located within the central portion of the Highway 99 Sub-Area. The site consists of a historic-period refuse scatter containing 40 ceramic fragments, 3 pieces of metal, several pieces of composition-shingle roofing material, wire nails, a piece of cobalt blue glass and a mild glass fragment. Samples of ceramic artifacts found in the disposal area include typical ceramic patterns and shapes from the 1940s.

**Prehistoric archaeological site:**

45CL463, Holly Go Lightly. The site is located on terraces above Tenny Creek, within the central portion of the Highway 99 Sub-Area. At this site, a total of 152 lithic artifacts were recovered during an enhanced survey. (Roulette 1997). The artifacts include 146 pieces of debitage and 6 tools. The tools included 1 basalt biface fragment, 1 cryptocrystalline silicate uniface and 4 core fragments.

**Summary of Federal, State, and Local Regulations**

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. The National Register of Historic Places is an official listing of historically significant sites and properties throughout the country. It is maintained by the National Park Service, U.S. Department of the Interior. It includes districts, sites, buildings, structures, and objects that have been identified and documented as being significant in American history, architecture, archaeology, engineering or culture. These sites and properties reflect the prehistoric occupation and historical development of our nation, state, and local communities. 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.

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.

Clark County is a Certified Local Government (CLG) under the National Historic Preservation Amendments Act of 1980, and therefore the Clark County Historic Preservation Commission is responsible for the review of nominations of properties to the National Register of Historic Places. The Historic Preservation Commission reviews the nominations and forwards a recommendation to the Washington Department of Archaeology and Historic Preservation for final approval. The Highway 99 Sub-Area boundary currently has no sites listed on the National Register of Historic Places.

The Clark County Historic Preservation Commission is also responsible for the maintenance of the county's Cultural Resources Inventory. The inventory is a tool for planning and research and includes those resources believed to have prehistoric, historic or cultural significance to Clark County, or even the nation, regardless of current ownership. Those sites listed on the inventory are most likely eligible for listing on the Clark County Heritage Register.

Archeological discoveries are addressed in the Revised Code of Washington (RCW) under Chapter 27.53 Archeological Sites and Resources and Chapter 27.44 Indian Graves and Records. Coordination is often required under RCW Chapter 27.34, State Historical Societies-Historic Preservation and Chapter 27.48, Preservation of Historical Materials. The RCW requires that investigation of known archaeological sites and burials be conducted under a permit issued by the DAHP.

#### **Growth Management Act**

The GMA goal pertaining to Historic Preservation, instructs jurisdictions to identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance.

#### **Community Framework Plan**

Policies in Section 8.0, Historic Preservation, of the Community Framework Plan articulate the county's interest in inventorying historic structures and sites and to preserve and protect them. 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. Consistent with the Community Framework Plan, inventorying historic areas and buildings within the Highway 99 Sub-Area was part of the planning process for the area.

#### **Clark County Comprehensive Growth Management Plan**

The goals in the Archaeological and Cultural Preservation element are intended to further clarify and direct county staff efforts toward implementation of the overall state goal for historic preservation and the policies of the Community Framework Plan. Goals include improve identification and evaluation of historic, archaeological and cultural resources and increase recognition of historic, archaeological, and cultural resources. Policies that hold particular relevance to the planning behind the Highway 99 Sub-Area Plan include:

*Inventory and evaluate non-structural resources, including districts and landscapes that provide unique insights into the history and development of the county (Policy 8.1.4).*

*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 (Policy 8.2.1).*



### **Unified Development Code Chapter**

Under Clark County's Unified Development Code Title 40, Chapter 40.250.030 Historic Preservation, the county provides for the identification, evaluation, and protection of cultural and historic resources and encourages the preservation, restoration, and rehabilitation of these resources for future generations.

This applies to properties that are listed or eligible for listing in the historic or cultural resource inventory for Clark County and to properties that are listed in or eligible to be listed in the National Register of Historic Places (NHRP), the Washington Heritage Register (WHR), and the Clark County Heritage Register (CCHR). The Clark County Historic Preservation Commission serves as the reviewer for historic properties within Clark County.

### **Potential Impacts**

#### *Preferred Alternative*

Future urban growth will result in development and redevelopment in the area, possibly putting pressure on historic buildings to be converted to other uses or to be removed. Focusing public investment and long range planning efforts in the area is intended to spur economic development. However, the planning focus, as it has culminated in the Highway 99 Sub-Area Plan, also highlights the area's historic resources through the adoption of a Heritage Trails Map.

#### *No Action Alternative*

Future urban growth will result in development and redevelopment in the area, possibly putting pressure on historic buildings to be converted to other uses or to be removed.

### **Mitigation Measures**

Under both the Preferred and the No Action Alternative, proposed development in areas that have a high probability of the existence of archeologically significant artifacts will be required to do an archeological survey as a condition of development if the State Environmental Policy Act (SEPA) is triggered.

There are various federal, state, and local programs available to assist property owners in the maintenance and restoration of landmark structures. These incentives include property and income tax programs, and other assistance intended to make the stewardship of historic landmarks a privilege, not a burden. Programs include:

- **Current Use Tax Benefits Program.** Property owners who register their historic properties make a commitment to preserving these sites. One of their rewards is a lower tax assessment for the underlying land. Every property listed on the Clark County Heritage Register, the Washington State Heritage Register, and/or the National Register of Historic Places is eligible for the Current Use Program under the Open Space designation. Property owners must apply for and be granted the reduction and may continue in the program until the historic use is changed or the owner elects to remove it from the program.

- **Special Valuation Program.** In 1985, the Washington State Legislature passed a "special valuation" law which makes it possible for Certified Local Governments (CLG's) to insure that property taxes will not reflect substantial improvements made to certain classes of properties as identified by the CLG for a ten year period. This means that owners of certain types of historic properties have the potential to realize substantial tax savings. Properties on the National Register of Historic Places, Clark County Heritage Register or contributing properties within a Clark County Register Historic District are eligible for special valuation.
- **National Trust for Historic Preservation Sustainability Initiative.** The National Trust for Historic Preservation has a new sustainability initiative to help people better understand preservation's value in fostering development that is environmentally, economically and socially sustainable. This initiative aims to help people better understand preservation's value in fostering development that is environmentally, economically and socially sustainable. The Trust's website will serve as a "best practices" resource for employing green technology in the reuse and rehabilitation of historic structures. The National Trust intends to establish a Green Lab in the Pacific Northwest to research such technology. (Web page <http://www.nationaltrust.org/green/>).

#### *Preferred Alternative*

Proposed development in areas that have a high probability of the existence of archeologically significant artifacts will be required to do an archeological survey as a condition of development. Impacts to historic structures and sites under the No Action Alternative will be mitigated by voluntary participation in existing federal, state, and local programs.

The Preferred Alternative includes a Heritage Trails Map (Figure 9-2) that shows continuous walking trails whereby pedestrians can visit historic sites within the Highway 99 sub-area. This integration of a trail system with historical exhibits will enhance the public's appreciation of the heritage of the area and will help preserve the sites and structures on the trails.

Clark County encourages the protection of important historic and cultural resources including those listed on the national, state and local registers of historic places; cultural resources inventoried by the State Archaeologist and Clark County; and as yet unrecorded sites, objects or structures. An Archaeological Predictive Model and associated probability maps were completed by Archaeological Investigations Northwest, Inc. in December 1994 and established the following matrix as a guideline for when an archaeological pre-determination should be required. Figure 9-3 shows the archaeological predictive model map for the Highway 99 Sub-Area.

**Table 9-1: Need for Archeological Predeterminations**

PREDICTIVE MODEL MAP DESIGNATION		POTENTIAL FOR IMPACTS		
Class	Probability Index	Low <sup>1</sup>	Moderate <sup>2</sup>	High <sup>3</sup>
1	1% – 20% Low	No	No	No
2	21% – 40% Low-Moderate	No	No	Yes
3	41% – 60% Moderate	No	Yes	Yes
4	61% – 80% Moderate-High	No	Yes	Yes
5	81% – 100% High	No	Yes	Yes

1. *Low potential impacts: Those activities involving no ground disturbance, normal maintenance and repair of existing structures and facilities, lands that have been substantially disturbed to a depth of more than eight (8) inches, and areas that have been adequately surveyed in the past with no discovery of resources.*
2. *Moderate potential impacts: Activities involving slight ground disturbance not otherwise characterized as having low or high impact potential.*
3. *High potential impacts: Activities involving disturbance of more than twelve (12) inches below the ground surface and more than ten thousand (10,000) square feet of area.*

An archaeological predetermination will be required for any development in the Highway 99 Sub-Area unless any of the following apply to the proposed development:

- Registers as (Class 1) Low on probability index,
- Involves no ground disturbance, or
- Involves lands that have been substantially disturbed to a depth of more than eight (8) inches.

*No Action Alternative*

Proposed development in areas that have a high probability of the existence of archeologically significant artifacts will be required to do an archeological survey as a condition of development if the State Environmental Policy Act (SEPA) is triggered. Impacts to historic structures and sites under the No Action Alternative will be mitigated by voluntary participation in existing federal, state, and local programs.

**Unavoidable Significant Adverse Impacts**

*Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

*No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

Figure 9-1: Highway 99 Sub-Area Plan Location of Historic Sites

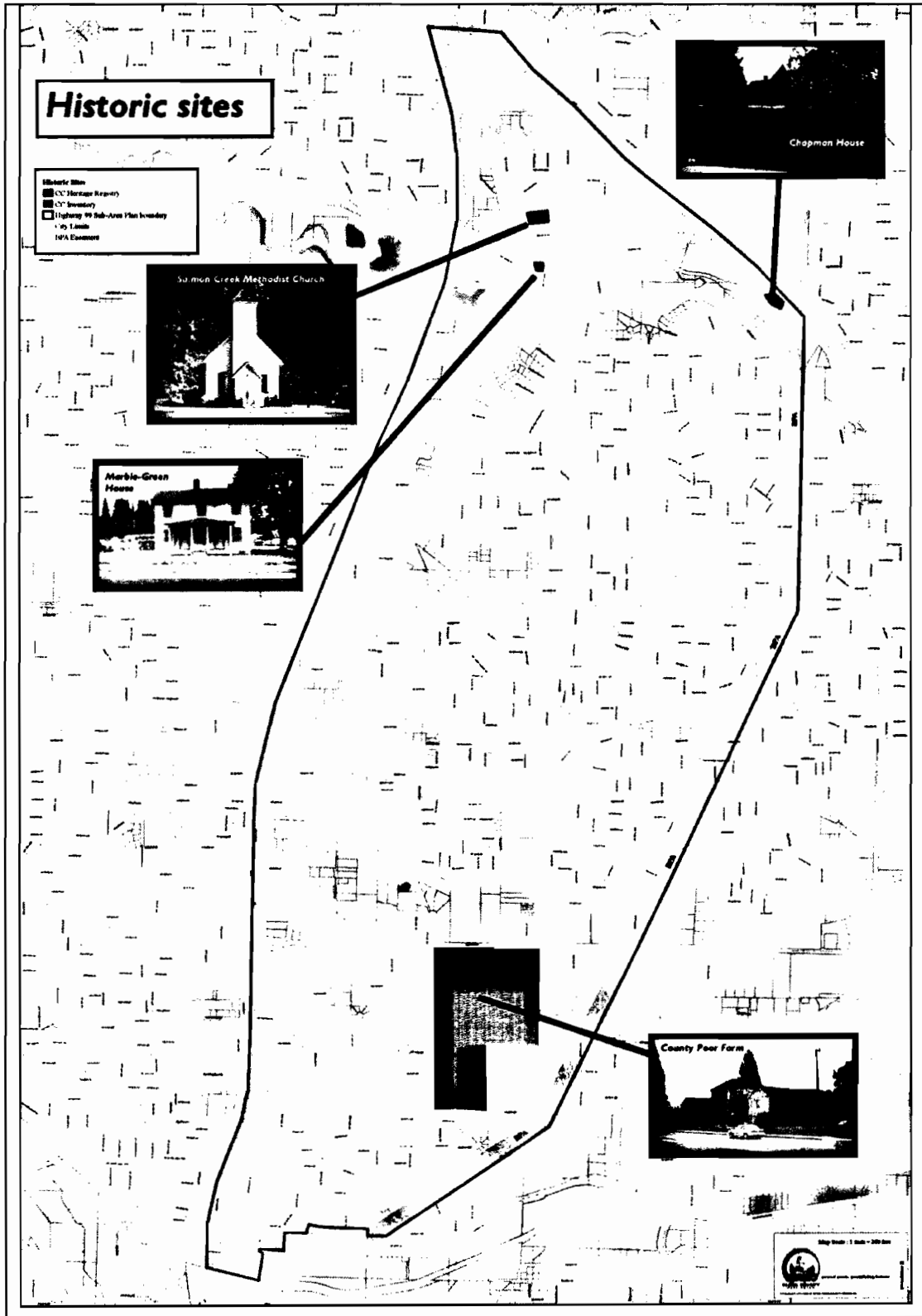




Figure 9-3: Highway 99 Sub-Area Plan Archaeological Predictive Model Map



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## CHAPTER 10: TRANSPORTATION

### Introduction

With good freeway access and a growing market area to serve, the commercial areas on Highway 99 will continue to evolve to meet changing market demands. A primary focus of the Highway 99 Sub-Area Plan is to ensure that future growth creates a revitalized commercial area that is designed with the pedestrian and bicyclist in mind. Through the adoption of the Plan, the county intends to promote mixed-use development, good urban design, better connectivity, and smart investments in transportation facilities within the sub-area.

Information in this chapter documents existing transportation conditions within the Highway 99 Sub-Area for all modes of transportation. For further information, please refer to the Plan's Appendix A, Technical Report #3, Highway 99 Transportation. Included in this chapter is a summary of future improvements to the transportation system already programmed in the county's Capital Facilities Plan. This chapter explores the impacts of expected future growth on the transportation system under the Preferred Alternative and the No Action Alternative.

The goal of the bicycle element of the Highway 99 Sub-Area Plan is to provide improved mobility in the corridor. Specifically, the bicycle element of the Plan aims to facilitate the safe movement of bicyclists from downtown Vancouver to NE Salmon Creek Drive, and between activity areas, such as schools, parks, community, and commercial areas, in the Highway 99 sub-area. To ensure that the bicycle element of the Highway 99 plan meets this mobility goal, the county began by developing a detailed inventory of bicycle facilities.<sup>15</sup> County Public Works and Community Planning staff identified roads in the Highway 99 planning area that could facilitate bicycle mobility both through and within the Highway 99 planning area. Arterial and collector streets were a focus of the inventory, but local neighborhood streets, which were viewed as facilitating bicycle trips between activities, were also inventoried. The transportation system analysis, aided by the input from the Clark County Bicycle Advisory Committee, resulted in a spreadsheet inventory of the bicycle system that includes a column prioritizing these roads for future ranking of bicycle improvement projects.<sup>16</sup>

The sidewalk system was also inventoried and mapped as part of the Highway 99 Sub-Area Plan. A list of priority projects was developed in conjunction with staff from Public Works using the county's current evaluation and ranking criteria. Projects on some local or neighborhood circulator roads ranked high because they would provide better access to schools, trails and parks. Completing sidewalk connections along several

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<sup>15</sup> Appendix A, Highway 99 Bicycle Lane Inventory, Technical Report #5 Bicycle System Inventory Analysis, Highway 99 Sub-Area Plan.

<sup>16</sup> Appendix B, Highway 99 Bicycle Lane Inventory Spreadsheet, Technical Report #5 Bicycle System Inventory Analysis, Highway 99 Sub-Area Plan.



arterial and collector streets was targeted in order to improve pedestrian access primarily to transit stops and activity centers.

**Existing Conditions**

**Street Network**

*Road Classification*

The Highway 99 sub-area has a much higher percentage of interstate and principal arterial road miles than other urban areas in the county and a much lower percentage of minor arterials and collectors. This indicates that traffic moving within and through the area is concentrated on just a few major roads as shown in Table 10-1.

The Highway 99 Sub-Area is defined by Highway 99, a Principal Arterial, Interstate 5 on the western border, and Interstate 205, which runs along the northeast boundary. 78<sup>th</sup> Street is a Principal Arterial that runs east-west through the study area. Other primary east-west connections within the area are made with NE 97<sup>th</sup>, a Minor Arterial, and NE 88<sup>th</sup>, a Collector Street.

**Table 10-1: Functional Classification Highway 99 Sub-Area and Clark County Roads**

FACILITY TYPE	HIGHWAY 99 SUB-AREA	URBAN AREA	TOTAL CLARK COUNTY	PERCENT OF TOTAL IN SUB-AREA
Interstates	5.1	22.1	31.4	8
Expressways & Principals	5.1	99.5	108.7	8
Minor Arterials	3.1	139.3	164.2	5
Urban Collectors & Rural Major Collectors	4.2	148.9	321.9	6
Rural Minor Collectors	0.0	0.0	115.6	0
Local Roads	46.9	985.9	2020.8	73
Total	64.4	1395.7	2,762.5	100

*Circulation*

Circulation to and from the planning area is significantly affected by two interstate highways, the Bonneville Power Administration corridor and the Ross Complex. Interstate-205 runs along the northeast boundary. There are three I-205 crossings which are spaced an average of .55 miles apart: at NE 117<sup>th</sup> Street, at Salmon Creek Avenue and at NE 134<sup>th</sup> Street.

Interstate-5 forms the west boundary of the planning area. There are six I-5 crossings which occur at NE 63<sup>rd</sup>, 78<sup>th</sup>, 99<sup>th</sup>, 117<sup>th</sup>, 129<sup>th</sup> and 134<sup>th</sup> Streets. The average spacing of crossings is .72 miles and ranges from .26 to 1.02 miles. A planned future crossing at NE 88<sup>th</sup> St would reduce the longest stretch.

The BPA corridor along the east boundary also hinders circulation somewhat, because encroachment permits are required and the cost of off-site road construction across the power line easement must be borne by adjacent development. Crossings are spaced about .25 miles apart north of 88th Street and about 0.50 miles apart south of NE 88th Street.

Along the south edge of the planning area, north/south circulation is affected by the BPA corridor, the Ross Complex and the Chelatchie Prairie railroad. There is no north/south circulation for 1.28 miles between Highway 99 and St. James Street.

Internal circulation north of Salmon Creek is virtually non-existent due to topography, large lot single-family residences, and an unusual land use pattern. Salmon Creek limits internal circulation with crossings spaced at 0.60 miles at Highway 99 and Salmon Creek Avenue.

#### *Spacing Standards*

Clark County Code establishes minimum spacing standards for full access intersections and driveways based on road class or posted speed. The minimum spacing for driveways on a posted 40 m.p.h. arterial street is 185 feet, which would allow up to 28 driveways per mile (if staggered at equal spacing on opposite sides of the street). The existing number of driveways along some sections of Highway 99 is much higher than is consistent with the safe and efficient function of a principal arterial street:

- City limits to 78th Street - 65 existing driveways per mile
- 78th St to 99th Street - 51 existing driveways per mile
- 99th St to 119th Street - 35 existing driveways per mile
- 119th to 134th Street - 23 existing driveways per mile

#### *Volumes*

Overall, traffic volumes along Highway 99 and on the major streets within the sub-area are projected to increase significantly over the next 20 years, particularly north of NE 99th Street. However, the volume projections on NE 134th Street west of Highway 99 are projected to be lower as a result of the proposed 139th Street overpass and other Salmon Creek Interchange improvements.

**Table 10-2: Current & Projected Volumes**

ROAD SEGMENT	2006 DAILY TRIPS	2000 PM	2030 PM
<b>Highway 99</b>			
Ross Road to NE 63 <sup>rd</sup> Street	19,500	1,570	2,330
NE 63 <sup>rd</sup> Street to NE 78 <sup>th</sup> Street	19,800	2,400	2,310
NE 78 <sup>th</sup> Street to NE 88 <sup>th</sup> Street	19,500	1,750	1,900
NE 88 <sup>th</sup> Street to NE 99 <sup>th</sup> Street	17,400	1,480	1,715
NE 99 <sup>th</sup> Street to NE 117 <sup>th</sup> Street	16,200	1,235	2,020
NE 117 <sup>th</sup> Street to NE 134 <sup>th</sup> Street	21,900	1,560	2,140
<b>NE 63<sup>rd</sup> Street</b>			
NE 63 <sup>rd</sup> Street – East of Highway 99	13,500	1,280	1,680
NE 63 <sup>rd</sup> Street – West of Highway 99	8,400	820	950
<b>NE 78<sup>th</sup> Street</b>			
NE 78 <sup>th</sup> Street – East of Highway 99	25,200	1,580	2,690
NE 78 <sup>th</sup> Street – West of Highway 99	33,100	2,340	3,850
NE 78 <sup>th</sup> Street at NE 25 <sup>th</sup> Avenue	22,000	1,580	2690
<b>NE 99<sup>th</sup> Street</b>			
NE 99 <sup>th</sup> Street – East of Highway 99	13,750	1,320	1,540
NE 99 <sup>th</sup> Street – West of Highway 99	25,100	1,365	2,240
NE 99 <sup>th</sup> Street at NE 50 <sup>th</sup> Avenue	8,950	1,320	1,540
<b>NE 117<sup>th</sup> Street</b>			
NE 117 <sup>th</sup> Street – East of Highway 99	5,700	720	1,660
NE 117 <sup>th</sup> Street – West of Highway 99	6,300	520	950
<b>NE 134<sup>th</sup> Street</b>			
NE 134 <sup>th</sup> Street – East of Highway 99	25,800	750	1,120
NE 134 <sup>th</sup> Street – West of Highway 99	31,500	2,570	1,550

**Concurrency Corridors**

Eight of the adopted concurrency corridors are partially or completely within the planning study area. The Board of County Commissioners has adopted minimum travel speeds for each of the concurrency corridors. Actual travel speeds are significantly higher than the adopted minimum standards on most of the corridors. The Salmon Creek Avenue corridor is below the minimum travel speed standard, but additional capacity is reasonably funded within the next six years. The NE 99<sup>th</sup> Street corridor is within ½ mph of its minimum travel speed standard, which may need to be reduced if the Highway 99 project from NE 99<sup>th</sup> Street to 117<sup>th</sup> Street is not funded soon.

**Table 10-3: Highway 99 Concurrency Corridor Travel Speed**

<b>CORRIDOR</b>	<b>MINIMUM TRAVEL SPEED</b>	<b>ACTUAL TRAVEL SPEED</b>
Highway 99 (NE 63rd Street to NE 99 <sup>th</sup> Street)	13 MPH	19.1 MPH
Highway 99 (NE 99 <sup>th</sup> Street to NE 134 <sup>th</sup> Street)	13 MPH	21.6 MPH
Salmon Creek Avenue (Interstate-5 to NE 50 <sup>th</sup> Avenue)	13 MPH	12.9 MPH
NE 119 <sup>th</sup> Street (Highway 99 to NE 72nd Avenue)	17 MPH	28.4 MPH
NE 99 <sup>th</sup> Street (Interstate-5 to St. Johns Road)	22 MPH	22.5 MPH
NE 88 <sup>th</sup> Street (Highway 99 to Andresen Road)	17 MPH	23.0 MPH
NE 78 <sup>th</sup> Street (Interstate-5 to Andresen Road)	17 MPH	23.8 MPH
NE 63rd Street (Hazel Dell Avenue to Andresen Road)	22 MPH	23.6 MPH

*Congestion Monitoring*

Two of the top ten highest volume intersections in the county are within the Highway 99 sub-area. Traffic counts on Highway 99 at NE 78<sup>th</sup> Street and Highway 99 / NE 20<sup>th</sup> Avenue at NE 134<sup>th</sup> Street show that each intersection carries about 51,000 entering vehicles on an average weekday.

*Intersection Delay*

Average PM peak hour delays per vehicle are between 60 and 90 seconds at the intersections of Highway 99 with NE 78<sup>th</sup> Street, NE 117<sup>th</sup> Street and NE 134<sup>th</sup> Street. Average delay per vehicle is greater than 90 seconds at the intersection of Highway 99 and NE 99<sup>th</sup> Street.

Current traffic volumes do not exceed 70% of the corridor capacity for any of the sub-area corridors in the Congestion Management Network. Corridor travel speed during the AM peak hour is typically between 26 and 35 mph; travel speed declines to between 10 and 25 mph during the PM peak hour for all Congestion Management corridors except for the NE 99<sup>th</sup> Street corridor.

*Accident Rates*

The Clark County Department of Public Works annually updates an analysis of roadway conditions for approximately 350 road segments. Four road segments in the planning area ranked within the top 50 for vehicle accident rates. Accident rates are expressed in number of accidents per million vehicle miles (MVM) traveled.

**Table 10-4: Highway 99 Sub-Area Plan Accident Rates (MVM)**

<b>RANK</b>	<b>ROAD SEGMENT</b>	<b>ACCIDENT RATE</b>
14	NE 134 <sup>th</sup> Street (Highway 99 to I-5 SB on ramp)	7.61
32	Highway 99 (NE 88 <sup>th</sup> Street to NE 99 <sup>th</sup> Street)	4.76
40	Highway 99 (NE 99 <sup>th</sup> Street to NE 117 <sup>th</sup> Street)	4.47
48	Highway 99 (NE 68 <sup>th</sup> Street to NE 78 <sup>th</sup> Street)	4.10

## Bicycle System

Bicycle linkages to regional facilities and major destinations was another factor reviewed in the Highway 99 sub-area plan.<sup>17</sup> Not many bicycle connections are available in the Highway 99 planning area. Highway 99 itself represents a key impediment to bicycle circulation. Traffic is heavy on this road and it does not have full, continuous bike-lane on the entire section of road within the planning area.

On the south side of Highway 99, the railroad bridge represents another key impediment to bicycle access. County Public Works currently plans to re-stripe the lanes under the bridge so that bike lanes can be retrofitted, as part of an upcoming slurry seal project. This solution is a temporary measure until a permanent solution can be implemented. The bridge ultimately needs to be replaced and the road widened underneath.

Access to and from the JD Ross Substation Complex on the south side of the Highway 99 planning area is another challenge. As part of the Highway 99 bicycle improvement project located south of NE 63rd Street, bicycle facilities need to be provided to serve bicycle traffic from the Ross Complex site to Highway 99.

Two trails are located in the Highway 99 planning area. The Salmon Creek Trail is located on the far north side of the Highway 99 planning area and the Ellen Davis Trail along NE Minnehaha is located on the south end. Proposed connections to trails in the vicinity of the sub-area include the Salmon Creek Trail, the Ellen Davis Trail, and the proposed Chelatchie Prairie Trail.

The Bonneville Power Administration (BPA) easement is also a potential area for a shared bicycle and pedestrian path. The 2006 Clark County Trail and Bikeway Systems Plan includes the North/South Power Line Trail. The Highway 99 sub-area segment of the planned Power Line Trail is approximately 4 miles of proposed trail section. This reach extends northeast from the Chelatchie Prairie Rail Trail at 17th Avenue and continues northeast skirting the Hazel Dell Community Park before heading north to reach Interstate-205 within the Highway 99 Sub-Area Plan boundary. This segment is the southern portion of the proposed twenty mile North/South Power Line Trail that continues north to, and terminates at, the North Fork of the Lewis River.

A Health Impact Assessment was performed to inform the development of the Highway 99 Sub-Area Plan (Technical Report #9). This technical report states that bicycling has enormous health benefits, but that it can be a high risk activity due to poor road and safety design and traveling along heavily trafficked roadways, resulting in exposure to noise and air pollutants as well as risk of injury. The recommendations of the report include:

1. *Provide maximum bicycle safety features such as clear signage and markings, wide bike lanes, reduced curb cuts for cars to enter into parking areas, reduced traffic speeds.*

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<sup>17</sup> Bicycle system information can be found in Technical Report #5 Bicycle System Inventory Analysis, Highway 99 Sub-Area Plan.

2. *Provide bicycling incentives such as bike parking facilities, bike-transit connections, and complete bike lanes both north-south and east-west, as well as connectivity to bordering neighborhoods.*

### **Pedestrian System**

To assess the availability of sidewalks within the Highway 99 Sub-Area, the county conducted a Sidewalk Inventory Assessment. The key finding of this work is that areas with no sidewalk exist throughout the study area. Older, typically lower density, neighborhoods without sidewalks are located next to newer neighborhoods where sidewalks were a requirement of development. Another notable development pattern within the Highway 99 Sub-Area is the section of Highway 99 between NE 63rd Street and NE 99th Street where large areas have sidewalk obstructions.

Pedestrian safety and access to transit stops is another key issue for the Highway 99 planning area. C-Tran staff was consulted to assist in identifying issues regarding pedestrian access to transit. According to C-Tran staff, several transit stops in the Highway 99 planning area lack adequate sidewalks and are in need of improvements such as sidewalk widening, landscaping, and street furniture.

Problematic areas where sidewalks are incomplete/non-existent:

- Highway 99 (north of NE 99th Street): Both sides of this street have sidewalks that are not ADA accessible.
- Highway 99 (near its intersection with NE 104th Street): Sidewalks are incomplete or non-existent at the northbound transit stops.
- Highway 99 (near its intersection with NE 107th Street): Northbound transit stops have incomplete or non-existent sidewalks.
- Highway 99 (near its intersection with NE 112th Street): Sidewalks are incomplete or non-existent for southbound transit stops.
- NE 88th Street (NE 15th to NE 25th Avenue): C-Tran has not placed a transit stop for eastbound buses along NE 88th Street because of the lack of sidewalks. The county has an improvement project for NE 88th Street that will likely construct sidewalks on this road section.

As with the bicycle trail system (see above section), the two trails within the sub-area provide important off-street pedestrian circulation and recreational opportunities.

The Health Impact Assessment (Technical Report #9) states that the health benefits of increased physical activity through walking are well established and are extremely important to addressing health and social equity issues. The report found that the study area is a poor pedestrian environment due to discontinuous, interrupted and narrow sidewalks, high speeds, and multiple vehicle entry points across sidewalks, and segregated land use making long distances between destinations. Pedestrian safety was also found to be an issue due to speed limits posted at 40 MPH (design speed 50 MPH) on Highway 99.

**Public Transit**

Clark County Public Transit Benefit Area Authority (C-TRAN) is the publicly funded public transit system that serves Clark County. C-TRAN operates several local routes that provide transit service within the study area including route #25: Fruit Valley/St. Johns, #37: Mill Plain/Highway 99, and #78: 78th Street. Local bus routes #9, #25, #37, and #78 operate seven days a week and holidays. Peak hour transit service on Highway 99 operates approximately every 15 minutes on weekdays, every 15 to 30 minutes on Saturdays, and every 30 minutes Sundays. Commuter connections into Portland originate at the NE 99th Street Transit Center and the Salmon Creek Park and Ride.

There are two C-TRAN Park and Ride facilities adjacent to the Highway 99 Study Area, the Salmon Creek Park and Ride and the BPA Park and Ride located on the BPA campus on Ross Street east of Highway 99. The new NE 99th Street Transit Center at Stockford Village is a major hub which provides connections to seven transit routes, two commuter routes, C-VAN and the Connector.

Other services include:

- C-VAN: a curb-to-curb service for people who cannot access regular route service;
- The Connector: provides the cities of Camas, La Center, and Ridgefield with fully accessible dial-a-ride and regular stop service;
- Bike & Bus Program; and
- Carpool/Vanpool Program.

Planning work for the Highway 99 Sub-Area Plan confirmed that growth has outpaced transportation investment in Clark County, which has resulted in large increases in traffic congestion and travel delays. Regional public transit is part of a long-term solution. Two separate studies are underway that will enhance the Highway 99 planning area; the Columbia River Crossing Project and the High Capacity Transit System Study.

The Columbia River Crossing is a bridge, transit and highway improvement project of the Oregon and Washington transportation departments. The project is designed to reduce congestion and improve safety on a five-mile long segment of Interstate 5. The project area is just south of the Highway 99 study area. It stretches from State Route 500 in Vancouver, Washington, to approximately Columbia Boulevard in Portland, Oregon, including the Interstate Bridge across the Columbia River. The project has analyzed multiple bridge options and two public transit mode options to identify the best combination for improving mobility and safety and reducing congestion in the project area. The result of this study report and the Draft Environmental Impact Statement, which is required by the National Environmental Policy Act (NEPA), will be the adoption of a locally preferred alternative. The Highway 99 Sub-Area Plan will support public transit recommendations that result from the Columbia River Crossing project, which could include High Capacity Transit for Light Rail or Bus Rapid Transit.

The Southwest Washington Regional Transportation Council (RTC) in partnership with local jurisdictions and agencies is studying Clark County's future high capacity transit (HCT) options. RTC and study partners have gathered input on a wide range of potential HCT modes and travel corridors from county residents, elected officials, community groups, and other transportation agencies with the intent of identifying the most promising travel corridors and transit modes to connect the community.

The resulting draft study's early findings note three key criteria for HCT in Clark County:

- HCT needs to be faster than the base bus system.
- HCT needs higher density along corridors.
- HCT needs to serve both intra-Clark County and bi-state trips to maximize ridership.

The early findings support Bus Rapid Transit (BRT) concepts along Highway 99, Fourth Plain, I-205, and the Mill Plain corridor. Outlying cities within Clark County would be connected to the HCT system with feeder bus service. Highway 99 has consistently ranked as one of the top two corridors for HCT services. The policies and recommendations in the Highway 99 Sub-Area Plan are consistent with future siting of BRT along Highway 99.

### **Freight**

The Highway 99 corridor is an important route for truck freight. Truck volumes average 7% of the total traffic volumes on the corridor and are as much as 9% on some segments. Highway 99 also serves as an emergency by-pass route for Interstate 5 traffic when there is an accident or road closure. Trucks comprise 12% of the total volumes on I-5.

The railroad bridge serves as a significant barrier to truck traffic on the Highway 99 corridor. The clearance height is 13' 4" which is a restriction for some truck types. There are also no sidewalks, shoulders or bike lanes under the bridge or north to NE 63rd Street.

### **Parking**

Parking policy, codes, and pricing have a 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, parking policies of the past are at odds with current goals of encouraging mixed-use centers, higher density housing developments, and a pedestrian-friendly environment.

### **Future Baseline Network Improvements**

Future roadway investments within the Highway 99 Sub-Area that are identified in the county's adopted Transportation Capital Facilities Plan (CFP) are listed in Tables 10-5 and 10-6. Streets that are slated in the current CFP for improvement projects that will include bike lanes are listed in Table 10-7. Future pedestrian Street sections that are slated for



pedestrian improvement projects on the county's CFP and/or the county's Transportation Improvement Program are listed in Table 10-8.

**Table 10-5: Highway 99 Sub-Area Road & Bridge Projects 6-Year Transportation Improvement Program**

	LOCATION	PROJECT	PROGRAMMED
1	Klineline Bridge	Replacement	February 2008 Out to bid
2	NE 88 <sup>th</sup> Street	Highway 99 to St. Johns	2011-2012 Planned construction
3	NE 134 <sup>th</sup> Street	Signal Optimization	2008-2009 Completion
4	Highway 99	NE 99 <sup>th</sup> Street to NE 119 <sup>th</sup> Street	2011-2013 PE/ROW
5	NE 119 <sup>th</sup> Street	Salmon Creek Ave. to NE 72 <sup>nd</sup> Avenue	2011-2012 PE/ROW
6	Salmon Creek Interchange	Phase 1	2010-2012 Planned construction

Source: *Transportation Improvement Program, 2008-2013*

**Table 10-6: Additional Highway 99 Sub-Area Road & Bridge Projects 20-Year Capital Facilities Plan**

	LOCATION	PROJECT
1	Highway 99	Railroad Bridge to NE 63 <sup>rd</sup> Street
2	Highway 99	NE 119 <sup>th</sup> Street to NE 129 <sup>th</sup> Street
3	NE 88 <sup>th</sup> Street	Hazel Dell Avenue to Highway 99
4	Salmon Creek Interchange	Phase 2

Source: *Clark County Public Works*

**Table 10-7: Street Segments with Programmed Bicycle Improvements**

STREET NAME	FROM	TO	FUNCTIONAL CLASS	TOTAL LENGTH OF SECTION (IN FEET)	BICYCLE LANE STATUS*
NE 88 <sup>th</sup> Street	Highway 99	BPA Right-of-Way	Pr-4cb	1,555	NBL
Highway 99	NE 119 <sup>th</sup> Street	NE 104 <sup>th</sup> Street	Pr-4cb	1,537	PBL
NE Salmon Creek Avenue	I-205	NE 119 <sup>th</sup> Street	Pr-4cb	1,004	PBL

\* Status Key: NBL (No Bike Lane); PBL (Partial Bike Lane); FBL (Full Bike Lane)

**Table 10-8: Street Segments with Programmed Pedestrian Improvements**

STREET NAME	FROM	TO	FUNCTIONAL CLASS	TOTAL LENGTH OF SECTION (IN FEET)	SIDEWALK STATUS*
Highway 99	NE 122 <sup>nd</sup> Street	NE 117 <sup>th</sup> Street	Pr-4cb	1,555	PS
Highway 99	NE 117 <sup>th</sup> Street	NE 110 <sup>th</sup> Street	Pr-4cb	1,537	NS
Highway 99	NE 110 <sup>th</sup> Street	NE 107 <sup>th</sup> Street	Pr-4cb	1,004	PS
Highway 99	NE 107 <sup>th</sup> Street	NE 104 <sup>th</sup> Street	Pr-4cb	921	NS
Highway 99	NE 104 <sup>th</sup> Street	NE 99 <sup>th</sup> Street	Pr-4cb	1,417	PS
NE 119 <sup>th</sup> Street	451' past the intersection with Salmon Creek	I-205	M-2cb	1,855	PS
NE 88 <sup>th</sup> Street	NE 25 <sup>th</sup> Avenue	NE 30 <sup>th</sup> Avenue	C-2cb	1,564	PS
NE 88 <sup>th</sup> Street	Highway 99	615' East of Highway 99	C-2cb	615	NS
NE 88 <sup>th</sup> Street	615' from Highway 99	NE 24 <sup>th</sup> Avenue	C-2cb	2,686	PS
NE 88 <sup>th</sup> Street	NE 30 <sup>th</sup> Avenue	BPA R/W	C-2cb	875	NS

\* Status Key: NS (No Sidewalk); SBS (Sidewalk on Both Sides); SWO (Sidewalk with Obstructions); PS (Partial Sidewalk).

## Summary of Federal, State, and Local Regulations

### Growth Management Act

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 a minimum, specific level 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. The establishment of level of service standards has significant impact on future land use development patterns as well as service delivery.

The GMA also requires that jurisdictions address the following in local growth management plans: (1) a pedestrian and bicycle component and (2) utilize new land use policies that will promote greater physical activity. To comply with this provision, Clark County officially adopted the Trails and Bikeway System Plan in September 1993, updated 2006. This is 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.

### Commute Trip Reduction (CTR)

The Commute Trip Reduction (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.

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.

The key to successfully reaching CTR goals is the development of site specific transportation demand management (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.

#### **Metropolitan Transportation Plan**

The Metropolitan Transportation Plan (MTP) for Clark County is the region's principal transportation planning document. It represents a regional transportation plan for the metropolitan area of Clark County. The MTP is developed through a coordinated process between local jurisdictions, agencies, and the public, in order to develop regional solutions to transportation needs. The regional transportation plan supports the development of pedestrian and bikeway facilities to access the public transit system and for use as alternative transportation modes. Reduced reliance on automobiles is largely dependent on the development of adequate sidewalks and bikeways to access activity centers and to allow for intermodal connections to the public transit system. The development of non-motorized transportation modes is a strategy that can maximize the capacity of the existing transportation system. Sidewalk and bicycle path/lane projects are most appropriately identified at the local level. If pedestrian and bicycle projects are forwarded to compete for regional funding, such as the federal Surface Transportation Program Enhancement funds, then projects can be prioritized through the regional transportation program. Local jurisdictions within Clark County are giving more emphasis than in previous programs to non-motorized projects in efforts to redress the balance in transportation system development from highway and auto dependence to provision of alternative modes.

#### **Community Framework Plan**

The Community Framework Plan envisions a shift in emphasis of transportation systems from private vehicles to public transit (including high-capacity transit), and nonpolluting alternatives such as walking and bicycling. Policies in Section 5.0, Transportation, are intended to coordinate the land use planning, transportation system design and funding

necessary to achieve this vision. Policies include requiring fully connected street, pedestrian paths and bike paths (Policy 5.1.2); reducing vehicle trips by encouraging mixed land uses and locating activities within easy walking and bicycling distances from transit stops (Policy 5.1.3); Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools, and public transit) (Policy 5.1.4); and establishing major inter-modal transportation corridors that preserve mobility for interstate commerce and freight movement (Policy 5.1.9). Policies also promote transit use, including a specific policy to coordinate with C-TRAN, WSDOT, and SWRTC to allow park-and-ride facilities along regional transportation corridors (Policy 5.1.10).

#### **Clark County Comprehensive Growth Management Plan**

One of the goals in Chapter 5, Transportation, in the Comprehensive Growth Management Plan is to develop a multi-modal transportation system plan. A county policy consistent with this goal is to ensure that improvements that provide for additional capacity for the automobile include design accommodations for alternative travel modes (Policy 5.2.1). This includes encouraging transit related transportation options (Policy 5.2.2). Implementation measures to help achieve a multi-modal system include ensuring that pathways, sidewalks, bus stops, and bike lanes are provided for in subdivisions and other land developments.

Clark County has many policies that seek to optimize and preserve the investment in the transportation system. Pertinent to the arterial street system in the Highway 99 Sub-Area, and to the design of Highway 99, are policies that articulate the county's intent to adhere to minimum access spacing standards, support transportation demand management, and use transportation system management strategies (5.3 System Preservation Policies). Implementation strategies include using transportation, land use and other measures to maintain or reduce vehicle miles traveled and peak hour trips by single occupant vehicles. The Highway 99 Sub-Area Plan includes direction to develop code language to guide development in the area. New requirements for landscaping along streets and new cross-sections design for Highway 99 or other arterials in the sub-area may be the result of developing new regulatory language. The county's Transportation Implementation Measure to "Install medians where feasible on arterial roadways that have inappropriate levels of land access as defined in the county Transportation Standards" may guide new transportation requirements in the sub-area.

#### **Clark County Trail and Bikeway Systems Plan & Vancouver-Clark Comprehensive Parks, Recreation, and Open Space Plan**

The 2006 Trail and Bikeway System Plan guide the development and design of interconnected trails and bikeway system within Clark County. The 2006 Vancouver-Clark Comprehensive Parks, Recreation, and Open Space Plan ("Parks Comprehensive Plan") identifies implementation strategies including: project priorities; financing strategies; existing funding sources; project costs; optional funding sources to meet projected shortfall; maintenance costs; staffing needs; maintenance and operations funding sources; and partnerships. The Parks Comprehensive plan identifies both a trail development project and a trail acquisition project within the Highway 99 Sub-Area that

are included in the six-year capital facilities plan and one trail that has been identified only for planning purposes at this time.

The trail development project identified in the Parks Comprehensive Plan is to construct 10 miles of a trail next to the county owned Chelatchie Railroad right-of-way from the Ellen Davis Trail to NE 199<sup>th</sup> Street. However, subsequent to the Parks Comprehensive Plan approval, planning efforts have been initiated to identify first segments of trail to develop throughout the entire 33 mile county owned railroad corridor and the segment between Highway 99 and Minnehaha Street at St. James. The Parks Comprehensive Plan identifies the 10 mile stretch of trail for this project costing seven million dollars with Regional Real Estate Excise Tax identified as a funding source. The updated construction estimate for the 1.6 mile trail segment of the Chelatchie Prairie Railroad with Trail from Highway 99 to Minnehaha at St. James is described in detail in Appendix A of the Highway 99 Sub-Area Plan, Technical Report 6, Parks, Trails and Open Space.

The trail acquisition project identified in the Parks Comprehensive Plan is for trail acquisition for the Lalonde Creek Trail and Greenway which is an extension of the Salmon Creek Greenway Trail. The Parks Comprehensive Plan identifies acquisition for trail land to be \$388,067 with the Greater Clark Parks District to be used for funding.

The Parks Comprehensive Plan also identifies the North/South Powerline Trail, of which there is a four mile segment that is within the Highway 99 Sub-Area. Finally, the Preferred Alternative proposes a Heritage Trail, which is a trail unique to the Plan that utilizes both public right-of-way and sidewalks. (See Technical Report #7 Highway 99 Cultural and Historic Opportunities, Highway 99 Sub-Area Plan.)

#### **Unified Development Code Chapter**

New development is required to comply with the county transportation standards in UDC Title 40, Chapter 40.350, Transportation and Circulation, including the Level of Service (LOS) Standards and design standards for street extensions and frontage improvements.

Table 10-9 shows the minimum travel speeds for corridors within the Highway 99 Sub-Area.

**Table 10-9: Travel Speed Standards**

CORRIDORS	CORRIDOR LIMITS DESCRIPTION	CORRIDOR DISTANCE (MI.)	MINIMUM TRAVEL SPEEDS (MPH)	EQUIVALENT TRAVEL TIME (MIN)
<b>North-South Roadways</b>				
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
<b>Highway 99 and NE 20th Avenue</b>				
NE 15th/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/NE Avenue	94th NE 119th St to SR-500	3.46	17	12.23
<b>SR-503</b>				
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
<b>East-West Roadways</b>				
SR-502	NW 30th Ave (Battle Ground) to NE 179th St	6.52	27	14.49
<b>179th Street</b>				
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
<b>139th Street and Salmon Creek Avenue</b>				
139th Street West	Seward Rd to I-5	2.66	17	9.39
Salmon Creek Avenue (West Central)	I-5 to NE 50th Ave	2.20	13	10.20
<b>119th Street</b>				
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
<b>99th Street</b>				
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
<b>Padden Parkway</b>				
East Central	I-205 to SR-503	1.91	17	6.74
East	SR-503 to Ward Rd.	2.11	22	5.75
<b>78th/76th Street</b>				
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
<b>NE 88th St</b>				
West Central	Hwy 99 to Andresen	2.83	17	10.00
<b>63rd Street</b>				
West Central	Hazel Dell to Andresen	3.25	22	8.86
East Central	Andresen to NE 94th Ave	1.24	17	4.38

(Amended: Ord. 2004-09-02; Ord. 2007-09-13)

### Potential Impacts

The potential impacts of development and redevelopment include an increase in traffic. As discussed in this chapter, the county's 20-year Capital Facilities Plan includes multi-modal transportation improvements to ensure that the transportation system in the Highway 99 Sub-Area can support expected growth.

#### Preferred Alternative

As compared to the No Action Alternative, the amount of traffic is not anticipated to increase due to the adoption of the Highway 99 Sub-Area Plan. However, the adoption of the Plan is expected to influence the type of future development in the sub-area growth and the type of future trips to, from, and within the sub-area. Because the Preferred Alternative emphasizes more compact and mixed-use development, and its policies will be implemented by a future form-based code for the sub-area, an expected outcome is an increased non-motorized trips and shorter trips taken by automobile. Targeted public infrastructure investments are intended to support the guiding land use and design principles.

The Preferred Alternative represents the adoption of improvements to the transportation system within the Highway 99 Sub-Area beyond what is currently programmed in the county's Capital Facilities Plan. Adoption of the Plan will result in the county addressing transportation system deficiencies that impede automobile, bicycle, and pedestrian circulation to, from, and within the planning area. The Preferred Alternative includes specific transportation improvements to Highway 99 and NE 78<sup>th</sup> Street and the development of gateway features located at NE 78<sup>th</sup> Street/Interstate 5, NE 78<sup>th</sup> Street/NE 26<sup>th</sup> Avenue, Highway 99 and NE 63<sup>rd</sup> Street, and Highway 99 and the Chelatchie Prairie Railroad Bridge Crossing (see Table 10-10).

Automobile trips within the sub-area would be mitigated in part by improving the sidewalk and bicycle systems. The Plan identifies the benefits from walking and bicycling including improved fitness, cleaner air, reduced risks of certain health problems, and a greater sense of community. With the adoption of the Plan, the Preferred Alternative assists the county in achieving the goal of providing walking paths and bicycle routes that are safe, easy, and connect to major destinations. Adoption of the Plan includes a system of off-road bike and pedestrian paths (see Figure 10-6) and improvements to bicycle lanes (see Figure 10-3).

#### *No Action Alternative*

The Highway 99 Sub-Area will see an increase in traffic due to development and redevelopment over time. Without the adoption of the focused public policy direction embodied in the Plan, and until such time as high capacity transit is an option along Highway 99, it is expected that most of the increased traffic will be due to automobile trips to and through the area.

#### **Mitigation Measures**

A number of transportation improvements are currently programmed in the county's adopted Transportation Capital Facilities Plan, as discussed in the Future Baseline Network Improvement section above. Regarding pedestrian circulation, certain areas in the Highway 99 sub-area may be improved through a county road fund for improving sidewalks to ADA standards, as well as through State and Federal Department of Transportation grants.

Public Works has a revenue source for upgrading sidewalks to the standards of the Americans with Disabilities Act (ADA). It is part of their sidewalk program, but is earmarked for ADA improvements. The program is completely funded through the County Road Fund program and currently has \$50,000-\$100,000 available in revenue. State and Federal grants may also be available for upgrading sidewalks to ADA standards.

#### *Preferred Alternative*

The forecasted growth for the Preferred Alternative, as discussed in the Highway 99 Sub-Area Plan (see Appendix A, Technical Report #8, Highway 99 Evaluation of Market Opportunities and Constraints, is the same as the No Action Alternative. However, in



addition to the programmed transportation improvements on the county's Capital Facilities Plan, the Preferred Alternative would include the future adoption of additional improvements in the Highway 99 sub-area in order to implement the policy direction in the Highway 99 Sub-Area Plan (Table 10-10).

**Table 10-10: Additional Highway 99 Sub-Area Road and Bridge Projects to Add to the 20-year Capital Facilities Plan**

ACTION	LEAD	START TIME (YEARS)				
		Ongoing	0-2	3-6	7+	
1	Highway 99 – Phase II NE 99 <sup>th</sup> Street to 78 <sup>th</sup> Street	County				★
2	Highway 99 – Phase III NE 78 <sup>th</sup> Street to Railroad Bridge	County				★
4	Gateway - NE 78 <sup>th</sup> Street/NE 26 <sup>th</sup> Avenue	County				★
5	Gateway – Highway 99/Railroad Bridge	County				★
6	Gateway – NE 78 <sup>th</sup> Street/I-5	County				★
7	Gateway – Highway 99/NE 129 <sup>th</sup> Street	County				★

In addition to roadway and bridge projects, the Preferred Alternative would facilitate the construction of additional bicycle facilities (i.e., those not already programmed in the adopted Capital Facilities Plan). The segments identified for improvement in Table 10-11 were chosen using a priority index for needed improvements. Prioritized improvements include projects that improve operations as well as those that add bike lanes (see Table 10-11).<sup>18</sup> Bicycle access to and from the JD Ross Substation Complex on the south side of the Highway 99 will be improved as part of a proposed bicycle improvement project located south of NE 63rd Street.

**Table 10-11: Additional Highway 99 Sub-Area Bicycle Lane Projects to Add to the 20-year Capital Facilities Plan**

ACTION	LEAD	START TIME (YEARS)				
		Ongoing	0-2	3-6	7+	
1	Highway 99	County			★	
2	NE 99 <sup>th</sup> Street	County			★	
4	NE 78 <sup>th</sup> Street	County			★	
5	NE Hazel Dell Avenue	County			★	
6	NE 104 <sup>th</sup> Street	County			★	
7	NE 23 <sup>rd</sup> Avenue	County			★	
8	NE 15 <sup>th</sup> Avenue	County			★	

<sup>18</sup> For a full list of street segments prioritized for bicycle improvements, see Appendix A of the Highway 99 Sub-Area Plan, Technical Report #5 Bicycle System Inventory Analysis.

The Preferred Alternative also provides a list of future sidewalk projects that will be added to the County's 20-year Capital Facilities Plan (Table 10-12). These projects were recommended for inclusion after they were ranked in importance, based on a point system that considers safety, access and mobility, and project feasibility.<sup>19</sup>

**Table 10-12: Additional Highway 99 Sub-Area Sidewalk Improvements to Add to the 20-year Capital Facilities Plan**

ACTION	LEAD	START TIME (YEARS)			
		Ongoing	0-2	3-6	7+
1	NE 16 <sup>th</sup> Avenue	County			★
2	NE 68 <sup>th</sup> Street	County			★
3	NE 94 <sup>th</sup> Street	County			★
4	NE Minnehaha Street	County			★
5	NE Parkview Drive	County			★

The Preferred Alternative identifies the importance of trail connectivity, healthy environs, celebrating our heritage, and multi-modal mobility. It provides a system of off-road bike and pedestrian paths providing circulation within, and access to, the sub-area. The proposed system would link the Salmon Creek Trail and the Ellen Davis Trail through the Bonneville Power Administration (BPA) easement. Connections are also proposed to trails in the vicinity of the sub-area, including the Salmon Creek Trail, the Ellen Davis Trail, and the proposed Chelatchie Prairie Rail with Trail. Specifically, the Plan recommends that the North/South Powerline Trail: Hazel Dell Reach, which is identified in the 2006 Regional Trail and Bikeway System Plan, be brought forward into the 6-year project list. This four mile multi-use segment with community amenities generated significant community support. Further planning efforts to refine the project and establish a funding mechanism is targeted for 2009.

The Preferred Alternative also includes the development of Heritage Trails to promote the healthy benefits of walking and provide citizens with better access to historical sites within the sub-area. Figure 10-6 illustrates 11 new "urban" trails that would incorporate trail themes, community art, signage, and public areas. The majority of the "urban" trails proposed would use the sidewalk grid as the primary pathway. As noted in the Highway 99 Sub-Area Plan, the development of cost estimates and refinement of trail themes and exhibits are expected to continue into 2010.

The Preferred Alternative acknowledges that 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

<sup>19</sup> For a full list of street segments prioritized for sidewalk improvements, see Appendix B, Highway 99 Sub-Area Plan Sidewalk Inventory Database, Technical Report #4 Sidewalk System Assessment, Highway 99 Sub-Area Plan.

(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.

A Parking Management Plan with the following objectives is recommended as part of the Preferred Alternative:

- Provide parking in such a manner that it supports economic development
- Provide parking in a manner that supports TDM programs and transit
- Support and expand "shared use" parking opportunities
- Evaluate and implement parking pricing strategies
- Create on-street parking wherever possible
- Provide adequate employee parking and encourage use of other modes
- Provide sufficient and convenient parking

*No Action Alternative*

Under the No Action Alternative, transportation improvements within the study area will be limited to those that are currently programmed in the county's adopted Transportation Capital Facilities Program, as discussed in the Future Baseline Network Improvement section above.

**Unavoidable Significant Adverse Impacts**

*Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

*No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.



Figure 10-2: Highway 99 Sub-Area Plan C-TRAN Bus Routes

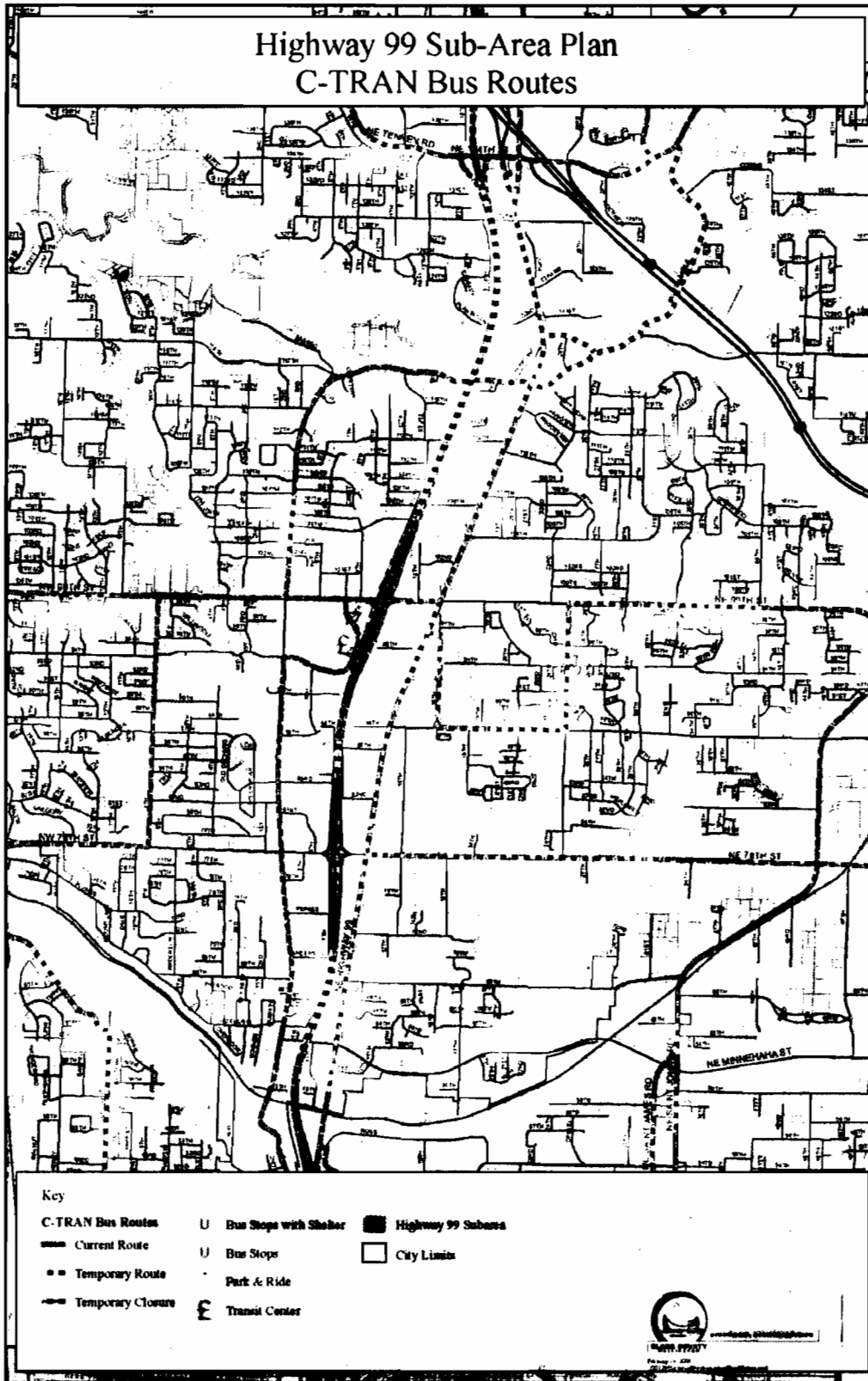
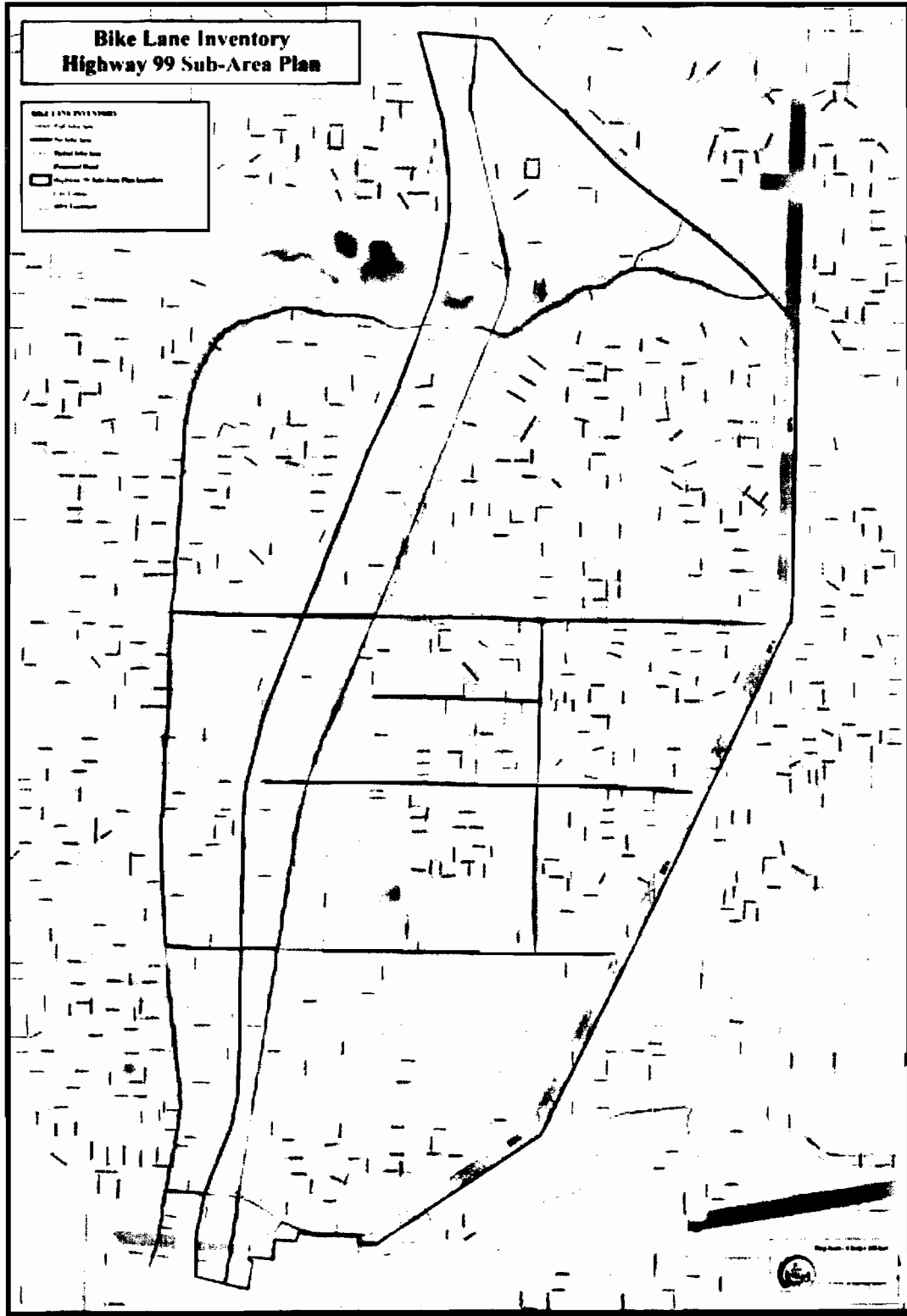


Figure 10-3: Highway 99 Sub-Area Plan Bicycle Lane Projects











## **CHAPTER 11: PUBLIC SERVICES AND UTILITIES**

### **Introduction**

This chapter addresses public services and utilities in the Highway 99 Sub-Area. Existing facilities and services concerning law enforcement, the library system, the school system and utilities (electricity, natural gas, water, sewer) are summarized below. The likely impact of growth under the No Action and Preferred Alternatives is also explored.

### **Existing Conditions**

#### **Fire**

Fire protection is provided throughout the Highway 99 sub-area by Clark County. Located in Fire District 6, the study area is served by two fire stations; #63 located at 13419 NE Clark Road and #61 located on 8819 NE Hazel Dell Avenue. The average response time for District 6 is 3 minutes 41 seconds. A third fire station located in District 5 at NE 63rd Street and Andresen Road provides backup coverage to District 6. The Fire Marshall's office is a division of the Community Development Department and participates in the plan review for code compliance for proposed new developments. This helps ensure that new development will comply with the uniform building, fire, and mechanical codes and standards.

#### **Law Enforcement**

The Clark County Sheriff's Office provides law enforcement services throughout the unincorporated area 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 study area is located within the Clark County Sheriff's West Precinct district.

Crime data was analyzed for the planning area in twelve different categories. A comparison between the Highway 99 planning area and 10 nearby neighborhoods shows that the planning area has the highest rates per 1,000 people for 4 of the 12 crime categories (assault, drugs, burglary, and forgery). The NE Hazel Dell Neighborhood had the highest crime rates for 7 out of 12 crimes with the majority of problems focused on the area around Highway 99 itself.

#### **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 planning area and provides a 13,000-square-foot-facility; Three Creeks Community Library located at 800 C NE Tenny Road.

**Electricity**

Clark Public Utilities and the Bonneville Power Administration provide a network of local and transmission lines throughout the project area. Clark Public Utilities (CPU) currently provides access to their transmission poles for other service providers, including Comcast Cable, Verizon, and Qwest.

**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 utility has a network of lines throughout the planning area with a 4-inch natural gas line running in the Highway 99 right-of-way. Northwest Natural Gas noted that during major weather events it has experienced low system pressure in this area and would coordinate with Public Works to install upgrades to their network as part of future road construction projects.

**Sanitary Sewer System**

The sanitary sewer system is managed by the Clark Regional Wastewater District. The district's pipes convey sewage to the City of Vancouver Treatment Plant and the Salmon Creek Wastewater Treatment Plant located at 15100 NW McCaan Road. Sanitary sewer lines in the area range from 8- to 12-inches in diameter. The southern sub-basin from NE 88th Street to NE 63rd Street splits flows between interceptors either along Cougar Creek or Chicken Creek.

**Schools**

The Vancouver School District extends from the Columbia River north into Salmon Creek and provides educational services to the study area. Table 11-1 below shows the location and type of school facilities that are utilized by students in the study area.

**Table 11-1: School Inventory**

NAME	LOCATION	FALL 2008 ENROLLMENT
Eisenhower Elementary	9201 NW 9 <sup>th</sup> Avenue	507
Hazel Dell Elementary	511 NE Anderson Road	451
Sacajawea Elementary	700 NE 112 <sup>th</sup> Street	386
Salmon Creek Elementary	1601 NE 129 <sup>th</sup> Street	485
Sarah J. Anderson Elementary	2215 NE 104 <sup>th</sup> Street	770
Gaiser Middle School	3000 NE 99 <sup>th</sup> Street	866
Columbia River High School	800 NW 99 <sup>th</sup> Street	1343
Vacant Elem. (9.75 acres)	8614 NE 25 <sup>th</sup> Avenue	n/a

**Potable Water**

Potable water in the Three Creeks Urban Growth Area is supplied by 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. Water comes from underground aquifers. Clark Public Utilities 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, including 1 with the City of Vancouver.

## **Summary of Federal, State, and Local Regulations**

### **Growth Management Act**

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)."

The GMA defines public facilities to include water, sewer, stormwater, schools, parks and recreational facilities, law enforcement, and fire protection.<sup>20</sup> The GMA requires that capital facilities plans 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 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 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.

While the GMA requires direct concurrency only for transportation facilities, Clark County extends the concept of direct concurrency to cover the provision of water and sanitary sewer, which are critical public facilities. 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 have not been identified by the GMA as critical facilities to be applied using direct concurrency standards.

### **Clark County Comprehensive Growth Management Plan**

The Capital Facilities and Utilities Element (Chapter 6) of the Comprehensive Growth Management Plan is intended to provide a general assessment of major public services which impact land use issues. This element is organized into two sections: the 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

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<sup>20</sup> Storm drainage is addressed in Chapter 5, Water, of the DSEIS; parks are addressed in Chapter 13.

government buildings, electricity, telecommunications and natural gas services; and the 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.

Policy 12.2.3 identifies the Three Creeks Special Planning Area specifically:

*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.*

#### **Unified Development Code Chapter**

UDC Title 40, Chapter 40.370, Sewer and Water, aims to protect public health by providing clear rules for when connection to public sewer is required or prohibited and requiring that there is potable water servicing new development. Inside UGAs, connection to public sewer is required as a condition of building permit issuance for any new structure.<sup>21</sup> Inside urban growth boundaries, connection to public water is also required as a condition of building permit issuance for multifamily dwellings exceeding three units. All structures are required to meet fire flow standards. Where the public agency purveyor is willing and able to provide safe and reliable service, connection to public water is required as a condition of building permit issuance for all new residential uses of less than four units, and for other uses that are not required to meet fire flow standards, when public water is within seven hundred fifty feet of the lot (UDC Title 40, Chapter 40.370.020.C).

#### **Potential Impacts**

As this area of the county grows, it is expected that there will be an increase in demand for emergency services. For example, an increase in residential and employee growth

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<sup>21</sup> Some exceptions apply, based on a determination that the new use will not entail a material increase in sewage effluent production. See UDC Section 40.370.010 for exceptions.

will likely result in an increase in emergency calls from the area. The increase in population, however, will also result in an increase in the county's General Fund revenues from the sub-area, which grows, which in some cases may be used for additional services.

#### *Preferred Alternative*

Most demand on public facilities and services is driven by job and population growth. As discussed in Chapter 8, Land Use, the future population growth assumptions are the same for the Preferred Alternative and the No Action Alternative. The Preferred Alternative will not result in additional impacts to public services beyond what is expected in the county's current Comprehensive Plan.

#### *No Action Alternative*

Most demand on public facilities and services is driven by job and population growth. As discussed in Chapter 8, Land Use, the future population growth assumptions are the same for the Preferred Alternative and the No Action Alternative.

### **Mitigation Measures**

#### **Fire**

Fire District 6 does not foresee any difficulty providing service to an enhanced Highway 99 Sub-Area.

#### **Law Enforcement**

A comparison between the Highway 99 planning area and 10 nearby neighborhoods shows that the planning area has the higher rates of assault, drugs, burglary, and forgery than neighboring areas. Within the sub-area, the majority of problems occur around Highway 99. While many variables influence violence and crime in communities, aspects of the physical environment can both encourage and discourage crime. Crime prevention through the natural environment linked with aggressive code enforcement and adequate levels of community policing will reduce crime and create a healthier environment. More detailed discussion on community safety and health can be found in Technical Reports #15 and #9 of the Highway 99 Sub-Area Plan's Appendix A.

#### **Electricity**

The utility routinely reviews the county's growth plans and coordinates the construction of new facilities. CPU has been participating in the planning discussions throughout the Highway 99 area and foresees no problem in providing additional electricity to the area. Other items of discussion centered on their transmission and distribution lines within the view corridor of Highway 99. Throughout this planning process the public has expressed the desire to "bury" the utility lines. CPU has not discounted this option, but points to the cost/benefit of reducing the visual clutter by burying their lines. CPU has agreed to continued coordination with the county on future projects.

### **Natural Gas**

Northwest Natural Gas intends to coordinate with Public Works to install upgrades to their network as part of future road construction projects to address periodical, weather-related low system pressure in this area. Overall, the utility did not foresee any difficulties providing natural gas to the project area.

### **Sanitary Sewer**

Traditionally, new sanitary sewer system improvements are linked to public work transportation projects and new construction. CRWWD noted that upgraded line extensions and pump stations may be necessary to serve a concentrated urban expansion within the study area. Within the planning area, NE 88th Street is the top of the basin. The southern flow from NE 88th Street to NE 63rd Street splits between trunk lines near Cougar Creek and Chicken Creek. Cougar Creek trunk line will require capacity improvements over the next 20-year horizon. New line improvements running east-west would be necessary near NE 78th Street. CRWWD has been actively involved in Team 99 and is coordinating their facility planning with Clark County.

### **Schools**

The Vancouver School District has included several capital projects in their 6-year Capital Facilities Plan for this study area. The improvements include: 1) the replacement of Eisenhower Elementary, 2) upgrades to Sacajawea Elementary, 3) a new elementary school, and 4) improvements to Columbia River High School.

#### *Preferred Alternative*

No significant impacts to public services and utilities are predicted as a result of the Preferred Alternative.

#### *No Action Alternative*

No significant adverse impacts to public services and utilities are predicted as a result of the No Action Alternative.

### **Unavoidable Significant Adverse Impacts**

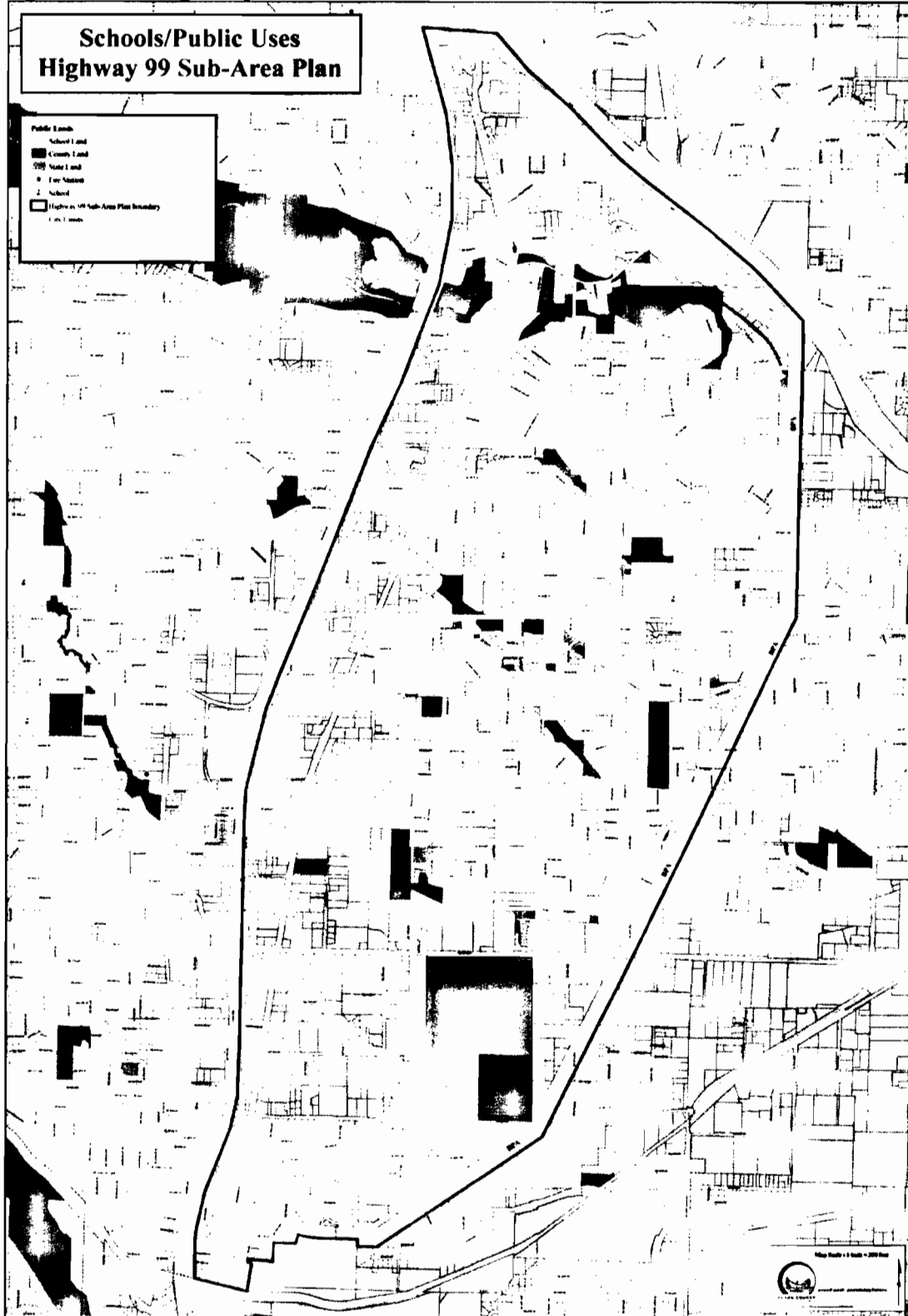
#### *Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

#### *No Action Alternative*

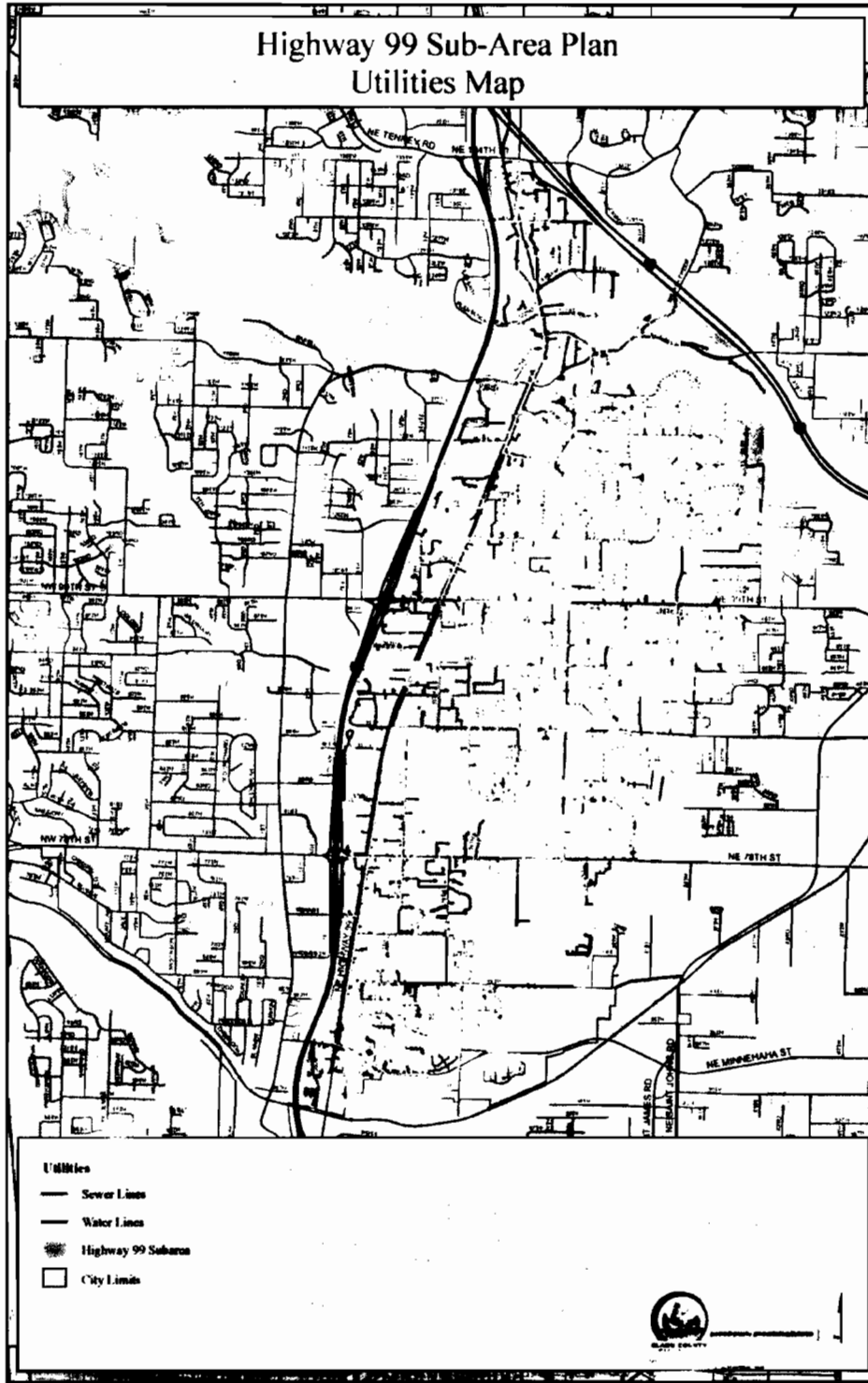
There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

Figure 11-1: Highway 99 Sub-Area Plan Schools/Public Uses





**Figure 11-2: Highway 99 Sub-Area Plan Utilities Map**



## **CHAPTER 12: PARKS AND OPEN SPACE**

### **Introduction**

As population growth expands the urban landscape, new recreational facilities and preservation of natural areas will continue to play an important role in enhancing the livability and health of the community. The Highway 99 Sub-Area Plan is intended to concentrate public and private investment with the intent of developing integrated, sustainable mixed-use centers and spurring new economic growth. Technical Report #9, Parks, Trails and Open Spaces, developed to inform the Highway 99 Sub-Area Plan, focuses on existing conditions in the area and opportunities to enhance the livability of the area through parks, trails and open spaces.

Clark County owns approximately 7,335 acres of park and open space lands. Urban parks and recreational facilities throughout the City of Vancouver and the unincorporated areas of Clark County are operated by the Vancouver-Clark Parks and Recreation Department through a City of Vancouver and Clark County interlocal agreement. These lands are divided into two categories: urban and regional facilities. Urban facilities include neighborhood parks, community parks, trails, and urban open space. Regional facilities include regional parks, conservation and greenway systems, trails and special facilities. Acquisition of facilities is primarily funded by impact fees. Funding for development of parks and trails comes from a combination of funding sources, including impact fees, real estate excise tax, grants and donations. Additional funding is provided by the Greater Clark Parks District (a metropolitan parks district) which has taxing authority of \$6.25 per \$1,000 of assessed value for maintenance of 35 specified park properties.

### **Existing Conditions**

The Vancouver-Clark Parks and Recreation Department owns and manages over 800 acres of park and open space lands within the Highway 99 Sub-Area. The following table is an inventory of the parks and open space within the Highway 99 planning area. The facilities are located within the Vancouver-Clark Parks Recreation Department's District 8 and 10.

**Table 12-1: Recreational Facilities Inventory**

NAME	UNDEVELOPED ACREAGE	DEVELOPED ACREAGE	TOTAL ACREAGE
<b>Neighborhood Parks</b>			
Gaiser Middle School Park		5.00	5.00
Sarah J. Anderson Elementary	7.70		7.70
Tenny Creek Park		8.25	8.25
Tenny Creek School Site	5.00		5.00
Greyhawk NH Park		5.00	5.00
<b>Community Parks</b>			
Hazel Dell		20.00	20.00
<b>Open Space/Natural Area</b>			
Salmon Creek Greenway	20.18		20.18
Sherwood Meadows UOS	0.17		0.17
Sherwood North	3.39		3.39
Sherwood Ridge	14.50		14.50
<b>Regional Park/Trails &amp; Greenways</b>			
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
<b>Total Inventory</b>	<b>762.64</b>		<b>849.19</b>

Source: Vancouver-Clark Parks and Recreation Comprehensive Parks, Recreation, & Open Space Plan, May 2007

## Summary of Federal, State, and Local Regulations

### Growth Management Act

Washington State jurisdictions are not required to have a parks, recreation, and open space element in their comprehensive plans. However, a GMA goal does encourage the retention of open space and development of recreational opportunities, the conservation of fish and wildlife habitat, the increase in access to natural resource lands and water, and the development of parks.

### Community Framework Plan

The policies included in Section 7.0 of the Community Framework Plan are intended to help coordinate the planning for parks facilities, recreation programs, and open spaces to ensure that they are appropriately sited given expected growth patterns within the County. A policy with specific relevance to planning in the Highway 99 sub-area states that a county-wide system of trails and bicycle paths both within and between jurisdictions for recreational and commuter trips should be established (Policy 7.1.5).

### Clark County Comprehensive Growth Management Plan

Chapter 7: Parks, Recreation and Open Space Element

The Parks, Recreation and Open Space Element provides specific environmental goals and requirements as the basis for development regulations and general goals for land use planning and parks acquisition.

**Vancouver-Clark Parks and Recreation Comprehensive Parks, Recreation, & Open Space Plan**

The 2006 Trail and Bikeway System Plan guides the development and design of interconnected trails and bikeway system within Clark County. The 2006 Vancouver-Clark Comprehensive Parks, Recreation, and Open Space Plan identifies implementation strategies include: project priorities; financing strategies; existing funding sources; project costs; optional funding sources to meet projected shortfall; maintenance costs; staffing needs; maintenance and operations funding sources; and partnerships. The Parks Comprehensive plan identifies both a trail development project and a trail acquisition project within the Highway 99 Sub-Area that are included in the six-year capital facilities plan and one trail that has been identified only for planning purposes at this time.

The trail development project identified in the plan is to construct 10 miles of a trail next to the county owned Chelatchie Railroad right-of-way from the Ellen Davis Trail to NE 199<sup>th</sup> Street. However, subsequent to the Parks Comprehensive Plan approval, planning efforts have been initiated to identify first segments of trail to develop throughout the entire 33 mile county-owned railroad corridor and the segment between Highway 99 and Minnehaha Street at St. James was identified. The Parks Comprehensive Plan identifies the 10 mile stretch of trail for this project as needing seven million dollars with Regional Real Estate Excise Tax identified to be used for funding.

The trail acquisition project identified in the plan is for trail acquisition for the Lalonde Creek Trail and Greenway which is an extension of the Salmon Creek Greenway Trail. The Parks Comprehensive Plan identifies acquisition for trail land to be \$388,067 with the Greater Clark Parks District to be used for funding. The Parks Comprehensive Plan also identifies the North/South Powerline Trail, of which there is a four mile segment that is within the Highway 99 Sub-Area.<sup>22</sup> Finally, this plan proposes a Heritage Trail, which is a trail unique to this plan that utilizes both public right-of-way and sidewalks. (See Technical Report #7 Highway 99 Cultural and Historic Opportunities, Highway 99 Sub-Area Plan.)

**Potential Impacts**

*Preferred Alternative*

Clark County, through the Vancouver-Clark Parks and Recreation Department, is expected to provide sufficient park and opens space and recreation facilities to meet

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<sup>22</sup> The Vancouver-Clark Parks Recreation Department and Metro, on the Oregon side, are currently reviewing the regional parks inventory. At this time, it is anticipated that up to 20 segments identified from the approved 17 Clark County regional trails will be added to a regional network including the North/South Powerline Trail and the Chelatchie Rail Trail.

the future needs of the existing and expected population within the Highway 99 Sub-Area Plan. In addition, the Highway 99 Sub-Area Plan identified the importance of trail connectivity.

The Preferred Alternative will make available active open space sooner, as the Highway 99 Sub-Area Plan recommends that the North/South Powerline Trail: Hazel Dell Reach is brought forward into the 6-year project list. This 4 mile multi-use trail segment with community amenities generated significant community support. Further planning efforts to refine the project and establish a funding mechanism is targeted for 2009.

The Preferred Alternative also proposes Heritage Trails, a trail type not found in the original Vancouver-Clark Parks and Recreation's 2006 Comprehensive Parks, Recreation and Open Space Plan. The Preferred Alternative recognizes the healthy benefits of walking, the constraints in the Highway 99 Sub-Area to pedestrian connections, and the improvements that can connect pedestrians to the area's cultural heritage. Figure 10-6 in the Transportation chapter illustrates 11 new "urban" trails that would incorporate trail themes, community art, signage, and public areas. The majority of the "urban" trails proposed would use the sidewalk grid as the primary pathway.

The Preferred Alternative will amend the UGA Comprehensive Plan Map for selected county-owned parcels (see Table 8-6 and Figure 2-3). The Preferred Alternative would reconcile the current usage of the property and its land use designation by changing the Comprehensive Plan Map to show these parcels as either Public Facility (PF) or Parks and Open Space (P/OS). The 2007 FEIS for the updated Clark County Comprehensive Plan did not include these parcels in the buildable lands inventory and there is no net effect of redesignating these parcels as part of the Preferred Alternative.

#### *No Action Alternative*

Clark County, through the Vancouver-Clark Parks and Recreation Department, is expected to provide sufficient park and opens space and recreation facilities to meet the future needs of the existing and expected population within the Highway 99 Sub-Area Plan. The North/South Powerline Trail is identified in the 2006 Regional Trail and Bikeway Systems Plan, but is not funded. Heritage Trails are not included in the current Vancouver-Clark Comprehensive Parks, Recreation, and Open Space Plan.

#### **Mitigation Measures**

The 2006 Vancouver-Clark Parks, Recreation and Open Space Plan adopted May 2007, identified current and future recreational needs and developed a financing strategy for implementation of future capital and non-capital projects. Within the Highway 99 sub-area, the Parks, Recreation and Open Space Plan is forecasting the need for property acquisition for three additional neighborhood parks, one community park, and the expansion of Hazel Dell Park. Urban park development funds have been identified for the three neighborhood parks.

**Table 12-2: Highway 99 Sub-Area Plan Funded 6-Year Park Acquisition and Development Projects**

<b>FUTURE PARK ACQUISITIONS</b>	<b>FUNDING SOURCE</b>	<b>ESTIMATED COST (2006)</b>
South of 99 <sup>th</sup> Street – East of 25 <sup>th</sup> Avenue	PIF-A	\$720,326
North of 78 <sup>th</sup> Street - West of St. Johns	PIF-A	\$678,976
South of 68 <sup>th</sup> Street – East of 17 <sup>th</sup> Avenue	PIF-A	\$659,200
Community Park or Hazel Dell Expansion	PIF-A	\$4,926,915
<b>URBAN PARK DEVELOPMENT</b>		
North of 78 <sup>th</sup> Street - West of St. Johns	PIF-D, REET-U	\$537,324
South of 68 <sup>th</sup> Street – East of 17 <sup>th</sup> Avenue	PIF-D, REET-U	\$537,324
Lalonde Park	PIF-D, REET-U	\$763,848

*Preferred Alternative*

The Highway 99 Sub-Area Plan is consistent with Vancouver- Clark Parks and Recreation's 2006 Comprehensive Parks, Recreation and Open Space Plan. No mitigation measures are necessary.

*No Action Alternative*

The county will continue to collect park impact fees for all new residential housing units constructed in the Highway 99 Sub-Area. Traditional funding sources, including real estate excise tax, grants and donations, will continue to be used to fund parks and open space in the planning area, as appropriate.

**Unavoidable Significant Adverse Impacts**

*Preferred Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the Preferred Alternative.

*No Action Alternative*

There are no unavoidable significant adverse impacts anticipated as a result of the No Action Alternative.

**FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT**

**For the**

**Highway 99 Sub-Area Plan**

**Appendix A: Comments on the DSEIS with Responses**



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## COMMUNITY PLANNING

### Comments on the DSEIS with Responses

Comments on the DSEIS were received by mail and by e-mail. All comments regardless of content were forwarded to the Clark County Planning Commission.

#### **Draft SEIS Comment 01: Hemesath, Public Works, November 5 e-mail**

Comments:

- 1) On page 9 of the document in Table 1-1, Section "Steep Slopes; Hazardous Soils; Wetlands" there is the following statement under mitigation measures. "The county is also actively developing a wetland banking program as a mitigation tool." For various reasons, Clark County is no longer pursuing the development of a wetland mitigation bank. Efforts to develop a county-owned bank were abandoned approximately one year ago.

Responses:

- 1) Verified. The county is developing an in-lieu fee program to provide another option for off-site mitigation and supporting private sector bankers.

#### **Draft SEIS Comment 02 / Draft Sub-Area Plan Comment 04: Haddock, November 13 e-mail**

Comments:

- 2) DSEIS does a poor job of discussing potential job creation, historic preservation opportunities, business retention, development incentives and economic and other constraints to redevelopment.

Responses: See staff report

- 3) The Draft SEIS is a supplemental document based on the 2007 DEIS and FEIS for the adopted 20-Year Comprehensive Plan. The role of the SEIS is to explore and document possible impacts of the proposed action (the adoption of the Highway 99 Sub-area Plan) on the existing environment. Table 1-1, Summary of Impacts and Mitigation, in the DSEIS states that the Preferred Alternative is not expected to increase employment numbers above what is predicted for the No Action Alternative. However, the intent of the Highway 99 Sub-area Plan to guide public investment and future County actions (such as the development and adoption of a form-based code) to encourage private investment and redevelopment in the Highway 99 corridor is reflected in the DSEIS findings. The Highway 99 Sub-area Plan is not an economic development strategy aimed specifically at job creation and business retention; however, the long-term results of enhancing the urban form and aesthetic in the corridor, as guided by the Sub-area Plan, will also help meet the County's economic development objectives. The DSEIS devotes a whole chapter (Chapter 9) to Historical and Cultural Resources. This chapter includes a map of the historical sites in the area (Figure 9-1) and discusses the methodology and conditions under which development in the Highway 99 Sub-Area will require an archaeological predetermination.