

COMMUNITY FRAMEWORK PLAN

CLARK COUNTY, WASHINGTON

MAY 26, 1993

ORDINANCE NO. 1993-05-41

AN ORDINANCE approving and adopting the Community Framework Plan.

WHEREAS, Clark County is obligated to engage in growth management planning pursuant to RCW 36.70A; and

WHEREAS, to facilitate the reevaluation of its Comprehensive Plan, staff drafted a proposed Community Framework Plan and public meetings were held to obtain public input; and

WHEREAS, the Clark County Director of Community Development has recommended the Community Framework Plan for approval; and

WHEREAS, the matter has been presented to the Clark County Planning Commission at a duly advertised public hearing after which the Planning Commission recommended the approval of the plan to the Clark County Board of Commissioners; and

WHEREAS, the Clark County Board of Commissioners has reviewed this matter at a duly advertised public hearing and finds that adoption of this ordinance will further the public, health, safety, and general welfare, now, therefore,

BE IT ORDERED AND RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF WASHINGTON, as follows:

That the Community Framework Plan contained in Exhibit A is approved, adopted and incorporated herein as if set forth in its entirety.

ADOPTED this 26th day of May, 1993.

Attest:


Clerk to the Board

BOARD OF COUNTY COMMISSIONERS
FOR CLARK COUNTY, WASHINGTON

By 
David W. Sturdevant, Chair

Approved as to Form Only
ARTHUR D. CURTIS
Prosecuting Attorney

By 
Christopher Horne
Deputy Prosecuting Attorney

By _____
Busse Nutley, Commissioner

By _____
John Magnano, Commissioner

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I. INTRODUCTION

A. Purpose of a Community Framework Plan

Clark County is looking far into the future and trying to determine what the County will look and feel like if certain decisions are made now. As required by the Growth Management Act (GMA), the County and its cities must provide space and services to support new people. The decision is not whether to grow, but how to grow. While the GMA says we must look 20 years ahead, we know that the County will not stop growing then. In fact, some facilities (highways, sewer trunk lines, water lines) have a 20- to 50-year planning horizon.

The purpose of the Community Framework Plan is to establish a consensus among the citizens of Clark County about which lands eventually will be committed to urban uses, and which should remain rural. Since we tend to have different opinions about the meaning of urban and rural, the Community Framework Plan also provides policy direction for future urban and rural areas. The plan will enable local governments to plan for future land uses and major capital facilities, not only for the 20-year horizon required in the GMA, but for the longer term development of the County.

The Community Framework Plan is not a detailed, final plan. The plan provides a framework within which individual communities have the flexibility to develop their own growth policies and plans, while ensuring that the sum of these plans and policies will achieve the overall vision expressed by County residents. Also, it is an outline of the elements which may be included in the 20-year Comprehensive Growth Management Plans prepared by each city and Clark County under the GMA.

B. Background

In 1990, passage of the State Growth Management Act (GMA) (RCW 36.70A) significantly changed the requirements for local planning. Under the GMA, each county must plan for a 20-year population forecast provided by the State Office of Financial Management (OFM). The planning must be done in consultation with the cities to distribute the forecast population equitably and realistically. The plans must be completed by July 1993, and must include (at minimum) land use, transportation, housing, utilities, capital facilities, and rural elements coordinated with other jurisdictions and agencies. Urban growth areas for each city and town must be identified collectively using service standards and land development suitability as measures.

In 1991 the Legislature amended the GMA to require the adoption of "county-wide" planning policies that would provide a procedural framework to coordinate production of the plans by the cities and the County. A Steering Committee comprised of elected

officials of Clark County jurisdictions commenced working on the policies in the summer of 1991. The Board of County Commissioners adopted the policies in August of 1992¹. Topic areas covered by the policies include:

- Establishing urban growth areas, promoting contiguous and orderly development and provisions of urban services;
- Siting of state and regional public facilities of a county-wide or state-wide nature;
- Partnership planning in urban growth areas;
- Economic development;
- Transportation;
- Affordable housing; and
- Analysis of fiscal impact.

As required by the GMA, the OFM issued 20-year population forecasts for all Washington counties in December 1991. This forecast has been used by Clark County for planning to date. OFM projects the 2010 population to be 353,067 and the 2012 County population to be 358,189. This is a 50 percent increase over the 1990 Census figure of 238,053. This additional 120,136 people will include both natural increase and immigration. OFM estimates that immigration will account for a slightly greater proportion of the increase. Each city or town and the County will be responsible for making certain that its comprehensive plan provides suitable land and infrastructure to accommodate their share of the projection.

POPULATION PROJECTIONS, 1990-2040

	1990 Population	% of County	2010 Projections	% of County	2040 Projections	% of County
Clark County	238,053 ²	100	353,067 ³	100	500,000	100
Rural & Natural Resource Lands	45,375	20	60,375	17	60,000	12
Urban Areas ⁴	192,678	80	292,692	83	440,000	88

¹ A copy of the adopted County-wide policies can be obtained from the Clark County Department of Community Development.

² 1990 Census data

³ OFM projection

The 1990 Census information and projections reveal that the urban areas population is increasing at a faster rate than in rural areas. The rural and natural resource lands in Clark County have been decreasing in population for a number of years. Actual farm population has decreased and urban areas have become larger. The 1990 Census reveals that 20 percent of the population is outside of urban areas. The 2010 projections are for 17 percent to be in rural areas. For planning purposes this trend is anticipated to continue. By 2040, approximately 12 percent of the population would be located within rural and natural resource areas. This does not assume any preferred density, just that more people will be in areas that are urban. With higher densities in urban areas less land would be used for these uses. Conversely, more land will be devoted to rural and natural resource land uses.

However, we know that Clark County will not stop growing in 20 years, and in fact, some major capital facilities (sewage treatment plants, freeways, etc.) are sized for longer growth periods. The Community Framework Plan has been formulated to respond to a longer time span and greater population than the 20-year GMA horizon. For the purposes of this analysis, it was assumed that the community framework plan should provide suitable land to accommodate at least a 50-year population of 500,000 people or double the current population. This will enable sufficient land to be reserved for future urban growth beyond the 20-year GMA timeline and thus avoid locking in rural development patterns too close to the initial urban growth area boundary precluding an orderly and efficient provision of urban levels of service.

C. Process

Clark County also initiated a broad-based public involvement program as the key to the "Perspectives - Choices and Challenges for our Future" planning process. In keeping with the mandate of the GMA, the goal is a "bottom up" planning effort, with maximum citizen involvement. The process is designed both to provide information to the public and to solicit responses from the public as part of the planning process. This program is intended to continue throughout the remainder of the process. In the fall of 1991, the County commenced publication of a newsletter that was sent to every mailbox in the County. The first newsletter and an accompanying media campaign provided a description of the planning process, invited public participation and described events to come. The County also opened a toll-free telephone "hotline" which provides individuals the opportunity to call in for information or to make comments.

In October 1991, a random sample telephone survey was taken of more than 400 residents selected on a statistically-valid basis. The same survey was also issued in the Perspectives newsletter providing for voluntary mail-back responses. The two surveys were tabulated separately and then the responses were compared. The

⁴ Includes cities and towns

analyses are documented in the December 3, 1991 "Clark County Land Use Survey" and the December 23, 1991 "Clark County Survey - Phone vs. Mail-Out Results" reports prepared by Riley Research & Associates.

Three rounds of public workshops were conducted in order to gather further information about County residents' vision for their future. The first round occurred in November and December of 1991. All of these workshops had the same format. Citizens were asked to identify major issues of concern as well as the qualities that make their communities unique and attractive. The growth management planning process was discussed and the participants provided suggestions for needed analysis.

There were divergent opinions with respect to appropriate population densities, property rights, provision and costs of public facilities and services, and with respect to whether or not all urban development should occur within cities. Opinions from these meetings and the two surveys were collected and the top six issues were identified:

- Preserve open space and natural areas;
- Protect property rights and keep taxes low;
- Continue to permit large-lot rural development;
- Encourage land development that preserves a sense of place and a feeling of community;
- Encourage development of high capacity transit, including light rail; and,
- Develop a better balance of employment opportunities and housing in the County.

After the initial round of community workshops described above, city and County planning staff conducted a planning "charette" in February, 1992. This two-day technical workshop engaged the professional planners in a process of discussing the public issues and visions and developing preliminary concept plans aimed at responding to and incorporating them. A number of these concepts were prepared and evaluated during the charette. Additional study needs were identified during the process. Following the charette, the County staff then refined the concepts into the three different alternative community framework plans, each of which achieved different goals expressed by the public in the first round of meetings. These alternatives were then taken back to County residents for review and selection of a preferred alternative.

The second round of workshops took place in June of 1992. These provided the participants with information about the County which had been developed during the past year. The three community framework plans were portrayed by maps and written information and city and County planning staff members were on-hand to explain the background and intent of the alternatives. In addition, a newsletter describing the alternatives was mailed out to every household. It invited residents to mail in their comments or to provide them orally at the workshops.

Approximately 700 people attended the June/July workshops and more than 750 written responses have been received and tabulated. These comments illustrated that a majority of the participants preferred the concept that conserves resource lands and natural areas and allows for the development of a high capacity transit system. This was the Hometown concept. The written comments also indicated the following were important features that appealed most to those that sent them in:

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

The percentage breakdown of how the public felt is: Hometown, 45 percent; Metropolitan, 13 percent; Country, 17 percent; and unsure, 25 percent. Because of the preference shown Hometown, and this large unsure category it was felt that the preferred concept needed to be further developed to illustrate to residents what policies would look and feel like under this type of framework plan.

The County has prepared a Draft Environmental Impact Statement (DEIS) which identified the potential negative impacts associated with each alternative and using this information and the input from the second round of public meetings, the County, working with the cities, prepared a Hometown Community Framework Plan as the long-term vision for community development. This draft plan was distributed for comment in late October. In addition, a newsletter describing the draft Hometown Community Framework Plan and many of the framework policies that are the key to this plan, was mailed to every household. The newsletter, again invited residents to come to up-coming County public meetings and that a DEIS was available.

The third round of public meetings (Previews) were held in December 1992 with more than 200 people attending. As with the previous meetings there were divergent

opinions with respect to population densities, property rights and government controls. The major comments were:

- Hometown is the best plan and reflects values from previous public input;
- No more strip malls and blend existing strip development into more user friendly places;
- The County needs more open space, parks, and trails, and to preserve the beauty of Clark County.
- Urban areas should have more dense development (including granny flats, duplexes, condos, and mixed-use development) with large open space as buffers. Place high density in urban areas and near transportation facilities;
- Infill passed over parcels before allowing new development outside urban areas; and
- Increase land zoned for industrial uses.

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

To verify the direction indicated at the public meetings in June/July and in December 1992 a random sample survey was conducted in November and December 1992. More than 400 residents were selected on a statistically valid basis. The results of this survey are documented in "Clark County Planning Survey", January 12, 1993, by Riley Research Associates. The survey found that residents favor the description of Hometown concept, as well as the individual components described. While the average rating was 6.33 (on a 10-point scale), 84 percent of those surveyed rated the plan a "five" or higher.

The highest rated components included (in descending order): 1) preservation of resource lands, 2) strict design and appearance standards in high density developments, 3) directing rural development to towns, 4) requiring larger lots in rural areas, and 5) directing a larger share of transportation to mass transit.

Support was broad-based, with the rural and more urban areas both supportive of the overall concept. While rural residents were slightly less supportive of the overall

concept, they were more likely to support the idea of directing rural development to towns. The more urban residents were most likely to support a proposal for strict standards in high density developments and a mass transit priority.

Additionally, public hearings were conducted by the Clark County Hearings Examiner on the DEIS in January and February 1993. These hearings were solely to comment on the DEIS. The major issues raised at the public hearings were:

- the public process did not involve all of the community;
- septic systems or wells should not be limited to a minimum lot size;
- preserve existing development rights (grandfathering) or compensate for down zoning;
- not enough alternatives were analyzed and the analysis was biased toward the Hometown alternative;
- the densities proposed will change lifestyles and cause social problems in urban areas;
- rural levels of service should not be limited services;
- the densities proposed are not realistic; they cannot be achieved in the existing urban areas; and
- the cost of urban and rural lots will increase with this plan.

The relevant comments, both written and oral, have been responded to as a part of the Final Environmental Impact Statement (FEIS). In addition, the Draft Community Framework Plan is analyzed in the FEIS and will be subject to public hearings by the Planning Commission and Board of County Commissioners.

The following table is a subjective ranking of how the three concepts presented in the DEIS and the Draft Community Framework Plan incorporated the major issues presented at the public meetings.

ISSUES ADDRESSED BY THE COMMUNITY FRAMEWORK CONCEPTS

Issue	Country	Metropolitan	Hometown	Draft Community Framework Plan
preserve open space	○	⊖	●	●
protect property rights	●	●	●	●
continue large-lot development	●	⊖	⊖	⊖
encourage development that preserves a sense of place and community	⊖	⊖	●	●
encourage high capacity transit	○	●	●	●
balance employment and housing	○	●	●	●
compact development pattern	○	⊖	●	⊖
preserve rural lands	⊖	⊖	●	⊖
decreases cost of lots	⊖	⊖	⊖	⊖
decreases taxes	○	⊖	⊖	⊖

○ = barely ⊖ = somewhat ● = mostly

This is the beginning. The Draft Community Framework Plan does not change the existing comprehensive plan or zoning of Clark County. However, the Draft Community Framework Plan does provide the framework within which the County, cities, and towns have the flexibility to develop their own growth policies and plans for their individual 20-year Growth Management Comprehensive Plans.

D. Goals of the Growth Management Act

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

- 1. Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- 2. Reduce Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- 3. Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with County and city comprehensive plans.
- 4. Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- 5. Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities.
- 6. Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- 7. Permits.** Applications for both state and local permits should be processed in a timely and fair manner to ensure predictability.
- 8. Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.

Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

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

The following table is a subjective ranking of how the alternatives presented in the DEIS are or are not in compliance with the adopted state goals. The state, when reviewing the final plans submitted by the County, will evaluate their compliance with the state goals.

STATE GOALS ADDRESSED BY COMMUNITY FRAMEWORK CONCEPTS

State Goals	Country	Metropolitan	Hometown	Draft Community Framework
1. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.	○	⊖	●	●
2. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.	○	⊖	●	⊖
3. Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with County and city comprehensive plans.	○	●	●	●
4. Encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.	⊖	⊖	⊖	⊖

State Goals	Country	Metropolitan	Hometown	Draft Community Framework
5. Encourage economic development that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens, especially for unemployed and disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of natural resources, public services and public facilities.	⊖	⊖	⊖	⊖
6. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.	•	•	•	•
7. Applications for both state and local permits should be processed in a timely and fair manner to ensure predictability.	•	•	•	•
8. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.	○	⊖	•	•
9. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.	⊖	⊖	•	•
10. Protect the environment and enhance the high quality of life including air and water quality, and the availability of water.	⊖	•	•	•
11. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.	•	•	•	•
12. Ensure that those public facilities and services necessary to support development shall be adequate to serve development at the time it is available for occupancy and use without decreasing current service levels below locally established minimums.	•	•	•	•
13. Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.	⊖	⊖	⊖	⊖

○ = barely ⊖ = somewhat • = mostly

II.

COMMUNITY FRAMEWORK PLAN

II. THE COMMUNITY FRAMEWORK PLAN

A. Proposed Community Framework Plan

The revised Community Framework Plan encourages growth in centers, urban and rural, with each center separate and distinct from the others. These centers of development are of different sizes; they may contain different combinations of housing, shopping, and employment areas. Each provides places to live and work. The centers are oriented and developed around neighborhoods to allow residents the ability to easily move through and to feel comfortable within areas that create a distinct sense of place and community. In order to achieve this, development in some urban areas would have a higher average density than currently exists in parts of the urbanizing area, approximately 6 to 10 units per net residential acre (4.5 to 7.5 gross units per acre), with more housing being single family on smaller lots (5,000 sf) and multi-family. Approximately 40 percent of the new housing would be duplexes, townhouses, or apartments. This variety of housing types and sizes would provide more opportunities for builders to provide affordable and attainable housing for first time home buyers, retirees, and lower-income families. Figure 1 illustrates the revised Community Framework Plan.

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

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

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

B. Policies

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

1.0 Land Use

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

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

1.1 County-wide Planning Policies

- a. *The County, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within the County shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.*

- b. *Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in the County for the succeeding 20-year period.*
- c. *Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development.*

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

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

The County and each municipality will work together to:

- 1) *Establish partnership Planning Subcommittees to develop an ongoing coordination program within the urban growth area;*
- 2) *Provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;*

- 3) *Coordinate activities as they relate to the urban growth area;*
- 4) *Coordinate activities with all special districts;*
- 5) *Seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision.*
- 6) *Conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans in the Partnership Planning Process.*

i. Coordination of land use planning and development

- 1) *The County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area;*
- 2) *Comprehensive Plans must be coordinated. The comprehensive plan of each county or city shall be coordinated with, and consistent with, the comprehensive plans adopted by other counties or cities with which the County or city has, in part, common borders or related regional issues (ESHB 2929; Section 10). The city and the County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.*
- 3) *Urban development shall be limited to areas designated by the urban growth boundary.*

1.2 Framework Plan Policies

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

Hierarchy of Centers

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

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

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

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

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

- b. Outside of urban growth and urban reserve areas, RURAL ACTIVITY CENTERS provide public facilities (e.g. fire stations, post offices, schools) and commercial facilities to support rural lifestyles. Rural centers may not have a full range of urban levels of services.

Villages are characterized by residential uses, rural commercial, post offices, veterinary clinics, day care, existing commercial and industrial uses, schools, package sanitary treatment, village greens and public water. The residential densities are to be a minimum of 2 units per acre and no more than 4 units per acre (1.5 to 3 gross units per acre).

Hamlets are smaller than villages and have residential uses, community or public water systems, and rural commercial development to support rural and natural resource uses. These are convenience commercial centers with residential densities a minimum of 2 units per acre and no more than 4 units per acre (1.5 to 3 gross units per acre).

Urban Areas

- 1.3.0** Establish consistent regional criteria to determine the size of urban growth areas for the 20-year comprehensive plans that:
- * utilize natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
 - * conserves designated agriculture, forest or mineral resource lands;
 - * ensure an adequate supply of buildable land;
 - * have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections;
 - * balances industrial, commercial, and residential lands.
- 1.3.1** Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider the following:
- * geographic, topographic and man-made features;
 - * public facility and service availability, limits and extensions;
 - * jurisdictional and special district boundaries;
 - * location of designated natural resource lands and critical areas.
- 1.3.2** Establish criteria for new fully contained communities to ensure that the appropriate public facility and services are available. Large scale residential only developments are not considered as fully contained communities.

Urban Reserves

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

1.4.1

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

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

1.4.2

Develop criteria for uses within urban reserve areas to allow a reasonable use without preempting future urban growth area designations. Techniques that enable the urban reserve to be maintained include but are not limited to:

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

2.0 Housing

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

2.1 County-wide Planning Policies

- a. *The County and each municipality shall prepare an inventory and analysis of existing and projected housing.*
- b. *The comprehensive plan of the County and each municipality shall identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities. All jurisdictions will cooperate to plan for a "fair share" of the region's affordable housing needs and housing for special needs population.*
- c. *Link economic development and housing strategies to achieve parity between job development and housing affordability.*
- d. *Link transportation and housing strategies to assure reasonable access to multi-model transportation systems and to encourage housing opportunities in locations that will support the development of public transportation.*
- e. *Link housing strategies with the locations of work sites and jobs.*
- f. *Link housing strategies with the availability of public facilities and public services.*
- g. *Encourage infill housing within cities and towns and urban growth areas.*
- h. *Encourage flexible and cost efficient land use regulations that allow for the creation of alternative housing types which will meet the needs of an economically diverse population.*

2.2 Framework Plan Policies

- 2.2.0 Communities, urban and rural, should contain a diversity of housing types to enable citizens from a wide range of economic

levels and age groups to live within its boundaries and to ensure an adequate supply of affordable and attainable housing. Housing options available in the County include single family neighborhoods and mixed use neighborhoods (e.g. housing above commercial storefronts, traditional grid single family neighborhoods, townhouses, multi-family developments, accessory units, boarding homes, cooperative housing, and congregate housing).

- 2.2.1 Establish density targets with jurisdictions in the County for different types of communities, consistent with the definitions of Urban and Rural Centers.
- 2.2.2 Provide housing opportunities close to places of employment.
- 2.2.3 Establish maximum as well as minimum lot sizes in urban areas.
- 2.2.4 All cities, towns and the County share the responsibility for achieving a rational and equitable distribution of affordable housing.
- 2.2.5 Coordinate with C-TRAN to identify and adopt appropriate densities for priority transit corridors. Ensure that the development standards for these areas are transit and pedestrian friendly. Transportation and housing strategies are to be coordinated to assure reasonable access to a variety of transportation systems and to encourage housing opportunities in locations that support development of cost effective and convenient public transportation for all segments of the population.
- 2.2.6 Encourage infill development that enhances the existing community character and provide a mix of uses in all urban and rural centers. All cities and towns are to encourage infill housing as the first priority for meeting the housing needs of the community.
- 2.2.7 Encourage creative approaches to housing design to:
 - * accommodate higher densities attractively,
 - * increase housing affordability,
 - * ensure that infill development fits with the character of the existing neighborhood, and

- * develop demonstration projects to assist the private sector to achieve infill goals.
- 2.2.8 Housing strategies are to be coordinated with availability of public facilities and services, including human services.
- 2.2.9 All cities, towns and the County are to provide for a variety of housing types and designs to meet the needs of people with special needs (for example those with physical, emotional, or mental disabilities), recognizing that not all housing will become accessible to special needs populations.
- 2.2.10 Establish a mechanism for identifying and mitigating adverse impacts on housing production and housing cost which result from adoption of new development regulations or fees.
- 2.2.11 Encourage and permit development of inter-generational housing, assisted living options, and accessory units in order to allow people with special needs and senior citizens to live independently as possible and to reduce the need for (and cost of) social services.
- 2.2.12 All cities, towns and the County are to provide increased flexibility in the use of new and existing housing development to increase the potential for re-use, preservation of existing affordable housing, shared living quarters, use of accessory structures as housing, etc.
- 2.2.13 Housing strategies are to be coordinated with the financial community and are to be consistent with public and private financing mechanisms.

3.0 Resource Lands

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

3.1 County-Wide Planning Policies

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

3.2 Framework Plan Policies

- 3.2.0** The County and its jurisdictions as a minimum are to consider agricultural land based on Washington Administrative Code (WAC) 365-190-050.
- 3.2.1** The County and its jurisdictions as a minimum are to consider forest land based on WAC 365-190-060.
- 3.2.2** The County and its jurisdictions as a minimum are to consider mineral resource lands based on WAC 365-190-070.
- 3.2.3** Identify agricultural land on parcels currently used or designated for agricultural use and provide these parcels special protection.
- 3.2.4** Identify forest land on parcels currently used or designated for forest use and provide these parcels special protection.
- 3.2.5** Encourage the conservation of large parcels which have prime agricultural soils for agricultural use and provide these parcels special protection.
- 3.2.6** Establish standards for compatible land uses on land designated for agriculture, forest, and mineral resource uses.
- 3.2.7** Review cluster residential development on agriculture or forest land to ensure these developments continue to conserve agriculture or forest land.

- 3.2.8 Develop a range of programs (such as transfer or purchase of development rights, easements, preferential tax programs, etc.) to provide property owners incentives to maintain their land in natural resource uses.
- 3.2.9 Mineral, forestry, and agricultural operations are to implement best management practices to minimize impacts on adjacent property.
- 3.2.10 Establish buffers for natural resource lands (agriculture, forest, or mineral lands) and urban and rural uses to lessen potential impacts to adjacent property.
- 3.2.11 Establish right to farm or harvest ordinances to protect the continued operation of natural resource uses.
- 3.2.12 Public facility and/or utility availability are not to be used as justification to convert agriculture or forest land.

4.0 Rural Lands

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

4.1 County-wide Planning Policies

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

4.2 Framework Plan Policies

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

- * opportunities exist for small scale farming and forestry which do not qualify for resource land designation;
- * the area serves as buffer between designated resource land or sensitive areas;
- * environmental constraints make the area unsuitable for intensive development;
- * the area cannot be served by a full range of urban levels of service; or
- * the area is characterized by outstanding scenic, historic or aesthetic values which can be protected by a rural designation.

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

4.2.2 Commercial development of appropriate scale for rural areas are encouraged within rural centers.

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

4.2.4 Develop a program for the transfer or purchase of development rights (TDR) or similar programs to encourage implementation of these rural lands policies.

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

- * provide self-contained sanitary sewer systems approved by the Southwest Washington Health District;
- * be served by public water systems with urban levels of fireflow;
- * preserve and enhance unique scenic or cultural values;
- * focus primarily on short-term visitor accommodations rather than for-sale vacation homes;
- * provide a full range of recreational amenities;
- * locate outside urban areas, but avoid adversely impacting designated resource lands;
- * preserve and enhance sensitive lands (critical habitat, wetlands, critical areas, etc.);
- * housing for employees only may be provided on or near the resort;
- * comply with all applicable development standards for master planned resorts, including mitigation of on and off-site impacts on public services, utilities, and facilities.

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

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

5.0 Transportation

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

5.1 County-wide Planning Policies

- a. *Clark County, Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO), state, bi-state, municipalities, and C-Tran shall work together to establish a truly regional transportation system which:
 - 1) *reduces reliance on single occupancy vehicle transportation through development of a balanced transportation system which emphasizes transit, high capacity transit, bicycle and pedestrian improvements, and transportation demand management;*
 - 2) *encourages energy efficiency;*
 - 3) *recognizes financial constraints; and*
 - 4) *minimizes environmental impacts of the transportation systems development, operation and maintenance.**
- b. *Regional and bi-state transportation facilities shall be planned for within the context of county-wide and bi-state air, land and water resources.*
- c. *The State, MPO/RTPO, County, and the municipalities shall adequately assess the impacts of regional transportation facilities to maximize the benefits to the region and local communities.*
- d. *The State, MPO/RTPO, County, and the municipalities shall strive, through transportation system management strategies, to optimize the use of and maintain existing roads to minimize the construction costs and impact associated with roadway facility expansion.*
- e. *The County, local municipalities and MPO/RTPO shall, to the greatest extent possible, establish consistent roadway standards, level of service standards and methodologies, and functional classification schemes to ensure consistency throughout the region.*

- f. *The County, local municipalities, C-Tran and MPO/RTPO shall work together with the business community to develop a transportation demand management strategy to meet the goals of state and federal legislation relating to transportation.*
- g. *The State, MPO/RTPO, County, local municipalities and C-Tran shall work cooperatively to consider the development of transportation corridors for high capacity transit and adjacent land uses that support such facilities.*
- h. *The State, County, MPO/RTPO and local municipalities shall work together to establish a regional transportation system which is planned, balanced and compatible with planned land use densities; these agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility and movement of goods and people.*
- i. *State or regional facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.*

5.2 Framework Plan Policies

- 5.2.0 The regional land use planning structure is to be integrated within a larger public transportation network (e.g. transit corridors, commercial nodes, etc.).
- 5.2.1 Encourage transportation systems that provide a variety of options (light rail, high-occupancy vehicles, buses, autos, bicycles or walking) within and between and rural centers.
- 5.2.2 Street, pedestrian paths, and bike paths are to be a part of a system of fully connected and scenic routes to all destinations. Establish design standards for development to promote these options, and work cooperatively with C-TRAN to ensure that programs for improvements in transit service and facilities as well as roadway and pedestrian facilities are coordinated with these standards.
- 5.2.3 To reduce vehicle trips, encourage mixed land use and locate as many other activities as possible to be located within easy walking and bicycling distances from public transit stops.
- 5.2.4 Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools, public transit).

- 5.2.5** Establish residential, commercial and industrial development standards including road and parking standards, to support the use of alternative transportation modes.
- 5.2.6** Establish connections between Urban and Rural Centers through a variety of transportation options.
- 5.2.7** Establish regional level-of-service (LOS) standards for arterials and public transportation that ensure preservation of the region's (rural and urban) mobility while balancing the financial, social and environmental impacts.
- 5.2.8** Encourage a balanced transportation system and can be maintained at acceptable levels of service.
- 5.2.9** Establish major inter-modal transportation corridors that preserve mobility for interstate commerce and freight movement (Promote inter-modal connections to port, rail, truck, bus, and air transportation facilities. Preserve and improve linkages between the Port of Vancouver and other regional transportation systems).
- 5.2.10** Coordinate with C-TRAN, WSDOT, and SWRTC to allow park-and-ride facilities along regional transportation corridors.
- 5.2.11** Encourage the development of smaller, community scale park and ride facilities in rural centers as the gateways to public transportation in non-urban areas.

6.0 Capital Facilities

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

6.1 County-wide Planning Policies

- a. *The County, State, municipalities and special districts shall work together to develop realistic levels of service for urban governmental services.*
- b. *Plans for providing public facilities and services shall be coordinated with plans for designation of urban growth areas, rural uses, and for the transition of undeveloped land to urban uses.*
- c. *Public facilities and services shall be planned so that service provision maximizes efficiency and cost effectiveness and ensures concurrency.*
- d. *The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area;*
- e. *The County, municipalities and special districts shall agree on a full range of services to meet the needs of the urban area, including sewer, water, storm drainage, transportation, police, fire, parks, etc.*
- f. *The County, its municipalities and special districts shall work together to ensure that the provision of public facilities and services are consistent and designed to implement adopted comprehensive plans.*
- g. *Local jurisdictions shall establish a process to re-evaluate the land use element of their comprehensive plans upon its determination that the jurisdiction lacks the financing resources to provide necessary public facilities and services to implement their plan.*
- h. *General and special purpose districts should consider the establishment of impact fees as a method of financing public facilities required to support new development.*
- i. *The County, its municipalities, and special districts will work together to develop financial tools and techniques that will enable them to secure funds to achieve concurrency.*

- j. The comprehensive plan of the County and each municipality shall include a process for identifying and siting essential public facilities such as airports, state education facilities and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and regional parks.*
- k. When siting state and regional public facilities, the County and each municipality shall consider land use compatibility, economic and environmental impacts and public need.*
- l. The County shall work with the State, each municipality and special districts to identify future needs of regional, and state wide public facilities. This will ensure county-wide consistency and avoid duplications or deficiencies in proposed facilities.*

6.2 Framework Plan Policies

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

7.0 Utilities

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

7.1 County-wide Planning Policies

- a. *The County, municipalities, special districts and Health District will work cooperatively to develop fair and consistent policies and incentives to: eliminate private water and sewer/septic systems in the urban areas; and to encourage connection to public water and sewer systems.*
- b. *Within Urban Growth Areas, cities and towns should be the providers of urban services. Cities and towns should not extend utilities without annexation or commitments for annexation. Exceptions may be made in cases where human health is threatened. In areas where utilities presently extend beyond city or town limits, but are within Urban Growth Areas, the city or town and the County should jointly plan for the development, with the County adopting development regulations which are consistent with the city or town standards.*
- c. *Plans for providing public utility services shall be coordinated with plans for designation of urban growth areas, rural uses, and for the transition of undeveloped land to urban uses.*
- d. *Public utility services shall be planned so that service provision maximizes efficiency and cost effectiveness and ensures concurrency.*
- e. *The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area;*

7.2 Framework Plan Policies

- 7.2.0 Public sanitary sewer service will be permitted only within urban areas, except to serve areas where imminent health hazards exist.
- 7.2.1 Public sanitary sewer service should be extended throughout urban areas. It is recommended that cities and towns and other sanitary sewer service purveyors adopt policies that specify the circumstances under which residents located within urban growth areas but outside of incorporated areas would be required to connect to a sanitary sewer system once it becomes available.

- 7.2.2** Adequate public water service should be extended throughout urban areas. (An "adequate" public water system is one that meets Washington State requirements and provides minimum fire flow as required by the Fire Marshal. Various levels of public water service are considered adequate, depending upon the specific land uses and densities of development being served.)
- 7.2.3** When it is appropriate to provide public water service in rural areas, the level of service may be lower than that which is provided in urban areas. However, public water service in rural areas must meet the minimum requirements for an adequate public water system, given the specific land uses and densities being served (see 7.2.2).
- 7.2.4** Construction of new private wells in urban areas should be discouraged. New private wells will be considered only on an interim basis, until adequate public water service becomes available to an area.
- 7.2.5** Construction of new subsurface sewage disposal systems within urban areas should be discouraged. It is recommended that cities and towns and the County adopt policies that specify the circumstances under which the construction of new subsurface sewage disposal systems would be permitted, if they are permitted under any circumstance within urban areas. If new subsurface disposal systems are permitted, it is suggested that these systems be considered only as an interim measure, until public sanitary sewer system becomes available.
- 7.2.6** Support the Southwest Washington Health District's efforts to establish a mandatory subsurface sewage disposal system inspection and maintenance program for preexisting and new systems located in areas that need special protection from an environmental health perspective, as determined by the Health District.
- 7.2.7** Ensure compliance with Washington State requirements which call for a proposed development to provide proof that there exists a source of public or private domestic water which produces sufficient quantity and quality of water to meet minimum requirements before a development permit may be issued.
- 7.2.8** New wells may be constructed in rural areas, but only to serve developments on rural lots that are without practical access to

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

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

8.0 Parks, Recreation and Open Space

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

8.1 County-wide Planning Policies

- a. The County and each municipality shall identify open space corridors, important isolated open space and recreational areas within and between urban growth areas, and should prepare a funding and acquisition program for this open space. Open space shall include lands useful for parks and recreation, fish and wildlife habitat, trails, public access to natural resource lands and water, and protection of critical areas.*

8.2 Framework Plan Policies

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

Coordinate this trail system with those of adjacent counties and Oregon jurisdictions.

9.0 Annexation and Incorporation

The intention of the Growth Management Act is that urban development occur within cities or areas that will eventually be cities -- either through annexation or incorporation. Currently in Clark County, large unincorporated areas are developed at urban densities. The transition of these areas to cities is a process that will require the cooperation of staff and elected officials from the County, cities and towns, and special districts. The following policies are to set the framework for discussion of the details which will be included in the 20-year Growth Management Plans for these jurisdictions.

9.1 County-wide Planning Policies

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

10.0 Economic Development

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

10.1 County-wide Planning Policies

- a. *The County and the municipalities will demonstrate their commitment to long-term economic growth by promoting a diverse economic base, providing opportunity for all citizens, including unemployed and disadvantaged persons. Growth which helps to measurably raise the average annual wage rate of community citizens, and preserves the environmental quality and livability of our community, is viable growth and will improve the lifestyle of Clark County citizens.*
- b. *The County and the municipalities will demonstrate their commitment to the retention of those enterprises which have created the economic base of the County, and promote their continued growth in a predictable environment, which encourages investment and job growth.*
- c. *The County and the municipalities will encourage long-term growth of businesses of all sizes, because all are important factors in overall job growth in the County and the municipalities.*
- d. *The County and the municipalities will promote productivity and quality among its businesses to meet world and market standards for their products and services.*
- e. *The County and the municipalities will encourage the improvement of the participation rate of residents in higher education, and the measurable performance of high school graduates compared with other counties in the state.*
- f. *The County and the municipalities may give priority assistance to employers who will increase the standard of living in the community.*
- g. *The County and the municipalities will plan for long-term economic growth which enhances the capacity of existing air shed for job-generating activities.*
- h. *The County and the municipalities will provide for orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible commercial and industrial development.*

- i. *The County and the municipalities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply long-term employment to a portion of the County's residents who are currently employed outside of the County.*
- j. *The County and the municipalities will work together, to the greatest extent possible, to establish specific common benchmarks that will measure the community's overall economic viability. These benchmarks will be included in the County's comprehensive plan and are encouraged to be included in each jurisdiction's comprehensive plan.*
- k. *Encourage use of a multi-modal transportation system that facilitates the reduction of travel times and the need for additional road construction within the region.*

10.2 Framework Plan Policies

- 10.2.0 Encourage a balance of job and housing opportunities in each urban center. Provide sufficient land for business as well as homes. Businesses within the community should provide a range of job types for the community's residents.
- 10.2.1 Encourage industrial uses in major urban centers, small towns and community centers.
- 10.2.2 Revise commercial and industrial development standards to allow for mixed use developments and ensure compatibility with nearby residential and public land uses.
- 10.2.3 Encourage businesses which pay a family wage to locate in Clark County.
- 10.2.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community.
- 10.2.5 Develop transit-friendly design standards for commercial and industrial areas. Encourage businesses to take responsibility for travel demand management for their employees.
- 10.2.6 Establish incentives for the long-term holding of prime industrial land. Encourage local jurisdictions to and special districts to hold prime industrial land for future development.

11.0 Critical Areas

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

11.1 County-wide Planning Policies

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

11.2 Framework Plan Policies

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

12.0 Community Design

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

12.1 County-wide Planning Policies

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

12.2 Framework Plan Policies

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

bicycle use and be defined by buildings, trees and lighting, and discouraging high speed traffic.

- 12.2.6** Establish standards that use materials and methods of construction specific to the region, exhibiting continuity of history and culture and compatibility with the climate, to encourage the development of local character and community identity.

13.0 Historic Preservation

Clark County has a long and varied history, and many structures and sites remain which were a part of that history. These structures and sites define the unique character of the County and its communities. The following policies are to ensure a coordinated approach to their preservation.

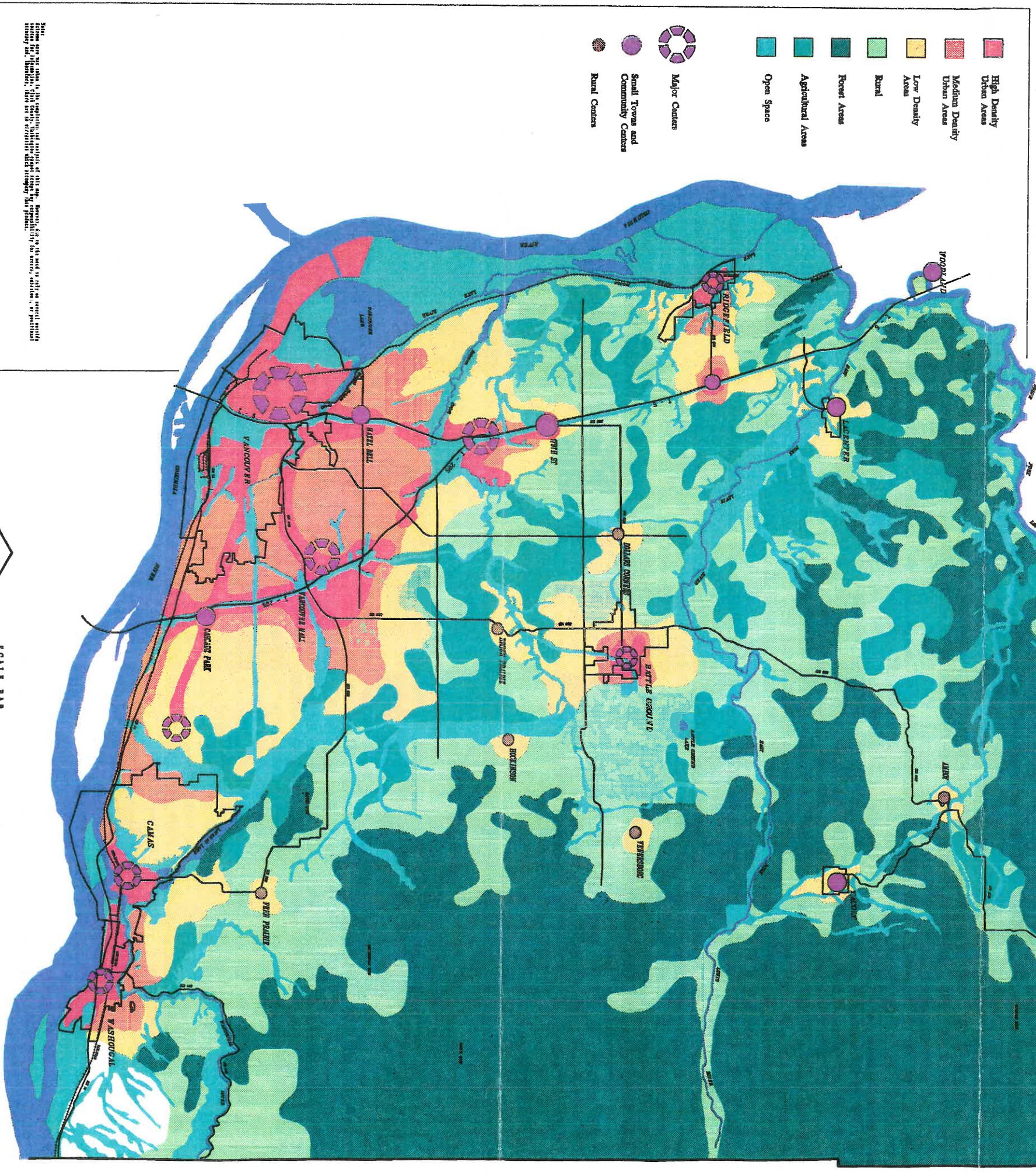
13.1 County-wide Planning Policies

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

13.2 Framework Plan Policies

- 13.2.0 The County, cities and towns are to identify federal, state and local historic and archaeological lands, sites or structures of significance within their jurisdictions.
- 13.2.1 Encourage owners of historic sites or structures to preserve and maintain them in good condition, consistent with their historic character.
- 13.2.2 Develop financial and other incentive programs for owners of historic properties to maintain their properties and make them available periodically for public education.
- 13.2.3 Establish county-wide programs to identify archaeological and historic resources, protect them, and educate the public about the history of the region.
- 13.2.4 Establish criteria for the identification of archaeological and historical resources, and establish a process for resolving conflicts between preservation of these resources and development activities.

COMMUNITY FRAMEWORK PLAN



III.

APPENDIX

APPENDIX A

GLOSSARY

Acre, gross - an acre of land calculated excluding all unusable spaces (i.e. streets, sidewalks, utility easements, drainage channels, etc.).

Affordable Housing - housing is considered affordable to a household if it costs no more than 30 percent (30%) of gross monthly income for rent or mortgage payments, or up to 2.5 times annual income for purchasing a home. This is the standard used by the federal and state government and the majority of lending institutions.

Arterial - a major street carrying the traffic of local and collector streets to and from freeways and other major streets. Arterials generally have traffic signals at intersections and may have limits on driveway spacing and street intersection spacing.

Average daily traffic (ADT) - the weighted 24-hour total of all vehicle trips to and from site Monday through Friday.

Build out - having no remaining land; fully developed to the maximum permitted by adopted plans and zoning.

Collector - a street for traffic moving between major or arterial streets and local streets. Collectors generally provide direct access to properties, although they may have limitations on driveway spacing.

Community Framework Plan - a document that identifies broad land use categories and polices that are to be used as a guide to the development of Comprehensive Plans as mandated by the Growth Management Act. The time frame is for a 50-plus-year period because of this it is necessarily general and not a final specific plan. The plan is not required by the Growth Management Act but when adopted by the Board of County Commissioners it will guide future policy decisions in the Comprehensive Plans. The Community Framework Plan is the result of the recognition that growth will not stop in 20 years and many items such as water, sewer, and roads have planning time frames beyond this time period.

Comprehensive Plans - a document consisting of maps, charts, and text which contains the adopting city or county's policies regarding long-term (20-year) development. A comprehensive plan is a legal document required of each local government by the State of Washington. The required content of the comprehensive plan is described in RCW 36.70A which directs that as a minimum the plan shall contain the following elements:

- * land use
- * housing
- * transportation
- * capital facilities
- * utilities
- * rural lands (counties only)

Clark County has chosen to include the following optional elements:

- * natural resource lands
- * economic development
- * community design
- * annexation and incorporation
- * parks, recreation and open space
- * critical areas
- * historical preservation

Critical Areas - include wetlands, sensitive fish and wildlife habitat areas, critical recharge areas for groundwater aquifers, flood prone areas, and geological hazardous areas (such as landslide areas, earthquake fault zones, and steep slopes).

Density - for residential development, density means the number of housing units per acre. For population, density means the number of people per acre or square mile.

Density, gross - density calculations based on the overall acreage of an area, including streets, roads, easements, rights-of-way, parks, open space, and sometimes, other land uses.

Density, net - density calculations based on the actual area of land used, exclusive of streets, roads, rights-of-way, easements, parks and open space.

Developable land - land that is suitable as a location for structures because it is free of hazards (flood, fire, geological, wetlands, etc.), has access to services, (water, sewer, storm drainage, and transportation), and will not disrupt or adversely affect natural resource areas.

Element - a component or chapter of the comprehensive plan. State law requires each city comprehensive plan to include at least six elements. Clark County must also include a rural element. In addition, other elements may be included as a local option.

Flood Hazard area - a lowland or relatively flat area adjoining inland waters that is subject to a one percent or greater chance of flooding in any given year. Also known as the 100 year flood plain. Clark County has a flood plain protection ordinance that regulates any development within this area.

Fully contained communities - are developments within urban growth areas that have been planned to have a complete array of land uses such as commercial, residential, offices to potentially be self sufficient. Large scale residential development are not fully contained communities. If allowed to occur outside urban areas a portion of the OFM assigned population for Clark County has to be set aside for these communities.

Growth Management - the use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas.

Growth Management Act - House Bill 2929 adopted in 1990 and amended by House Bill 1025 in 1991.

High occupancy vehicle (HOV) - a vehicle carrying more than two people. A carpool or often referenced in HOV lanes.

Household - all persons living in a dwelling unit, whether or not they are related. Both a single person living in an apartment and a family in a house are considered a "household".

Household income - the total of all the incomes of all the people living in a household. Households are usually described as very low income, low income, moderate income, and upper income. The federal government defines these categories as follows:

- * very low income = households earning less than 50 percent of the county wide median income.
- * low income = households earning between 51 and 80 percent of the county wide median income.
- * moderate income = households earning between 81 and 95 percent of the county wide median income.
- * middle income = households earning between 96 and 120 percent of the county wide median income.
- * upper income = households earning over 120 percent of the county wide median income.

Impact fee - a fee levied on the developer of a project by a city, county or special district as compensation for the expected effects of the development. The Growth Management Act authorizes imposition of impact fees on new development and sets the conditions under which they may be imposed.

Implementation measure - an action, procedure, program or techniques that carries out comprehensive plan policy.

Infill development - development on vacant parcels in urban or urbanizing areas that were passed over by previous developments.

Infrastructure - the physical systems and services which support development and people, such as streets and highways, transit service, water and sewer systems, storm drainage systems, airports, and the like.

Jobs/housing balance - a concept to increase the jobs in an area where the work force primarily commutes out of the area. Concepts such as mixed use development, telecommuting, and attempting to locate industries closer to housing are being promoted.

Level of service (LOS) - a method of measuring and defining the type and quality of particular public service such as transportation, fire protection, police protection, schools/education, storm drainage, sewer and water systems, etc. The County and cities must cooperatively develop standards for level of service for public services and infrastructure as a part of the policies governing growth management.

Master planned resorts - are developments outside of urban areas that provide a range of recreational amenities and focus primarily on short-term visitor accommodations and not vacation homes.

Metropolitan greenspaces - a program by Metro, which Clark County is a partner, that has defined and inventoried natural areas in the Vancouver/Portland metropolitan area. These areas have been targeted for purchase when funds become available.

Mixed use development - developments designed to be pedestrian friendly that combine housing, commercial and/or offices in the same structure(s). Oftentimes, these developments are characterized by retail or offices on the first floor and housing on second or third floors above storefronts, in an attempt to create more street life and the sense of community.

Natural Resource lands - lands which may be used for commercial forest, agriculture, or mineral extraction industries. Cities and counties must classify and designate these lands and develop policies to protect them as a part of growth management planning.

OFM (Washington State Office of Financial Management) - state office that officially provides the County with population projections that as a minimum must be used in growth management planning.

Open space - any parcel or area of land or water that is essentially unimproved and devoted to an open space use such as preservation of natural resources, outdoor recreation not requiring development of play fields or structures, or public health and safety (flood control).

Pedestrian friendly - developments that are designed first for pedestrians then for the movement of vehicles. These developments are often mixed use (two and three story buildings with storefront retail) in nature with wide sidewalks, landscaping and buildings that are in scale with pedestrians.

Planning Commission - a group of people appointed by the City Council or County Commission to administer planning and land use regulations for the jurisdiction. State regulations governing the powers and activities of the Planning Commission are contained in RCW 36.xx.

SEPA (State Environmental Policy Act)- the State Environmental Policy Act requires that each city or county consider the environmental impacts of a proposed development before approval and incorporate measures to mitigate any expected negative impacts as conditions of approval. The process is to prepare a draft (DEIS) for public review and then a final (FEIS). The FEIS is not adopted as part of the plan but is used as a tool to help in making a decision concerning the plan.

Transfer of Development Rights (TDR) - a program that permits a property owner or developer to relocate development potential from areas where proposed land use or environmental impacts are considered undesirable to another site which can accommodate increased development beyond that for which it was zoned.

Urban growth area (UGA) - areas established as part of growth management to define to allow for the efficient provision of urban levels of governmental services and where urban growth will be encouraged. Counties and cities must cooperatively establish the urban growth areas and cities must be located inside urban growth areas. Once established, cities cannot annex land outside the urban growth area. Growth outside of urban growth areas must be rural in character. These areas are to be defined to allow for the 20-year growth projections by OFM.

Urban reserve areas - land adjacent to urban growth areas that are reserved for future urbanization to allow the orderly conversion of land to urban densities when it can be demonstrated that the supply of developable land within the urban growth area needs to be expanded.

Vehicle miles travelled (VMT) - the average number of miles travelled by a vehicle in a given area. This is both a measure of trip length and of dependency on private vehicles.

Vision, Visioning - a collective and collaborative statement by citizens, elected and appointed officials and interested parties of their preference for what their community can and should be.

Zoning - a map and ordinance text which divides a city or county into land use "zone" and specifies the types of land uses, setbacks, lot size, and size restrictions for buildings within that zone.

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