

## **1.0 Project Description**

### **1.1 What is being proposed?**

Clark County's Comprehensive Growth Management Plan must address state growth management goals and be consistent with the Community Framework Plan (countywide planning policies), as well as meet the requirements of the Growth Management Act (GMA). Comprehensive plans are based on a set of assumptions that may not be realized over the lifespan of the plans. For that reason, comprehensive plans and growth that actually occurs are compared at least every seven years to enable corrections to be made. Clark County is scheduled to have an updated comprehensive plan by June 2016.

Clark County and the Cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver, and Washougal, and the Town of Yacolt are proposing to revise their Comprehensive Growth Management Plans (Comprehensive Plans) to comply with the requirements of the GMA. The revisions focus on county-initiated technical changes to the comprehensive plan as well as minor city-proposed changes to Urban Growth Areas (UGAs) to accommodate projected growth for the next 20 years (out to 2035).

Assumptions used in planning for growth in 2007 did not anticipate the economic downturn that followed in 2008, and from which recovery is still in process. Other conditions in the county as well as state and federal laws have changed, requiring corresponding changes to the County's Plan with this update. In addition, improvements in technology and data gathering/interpretations to more accurately map existing conditions and field determinations of available buildable land has recently been accomplished, which may change the conclusions of the previous plan regarding the ability of the current urban growth areas to accommodate future population, jobs, and vision of the communities.

The 2007 Comprehensive Plan Final Environmental Impact Statement (2007 FEIS) included a full inventory of existing environmental conditions at the time of evaluation, along with an analysis of potential impacts to the environment from implementation of the 2007 Comprehensive Plan, as well as mitigation to minimize those impacts. This 2016 Comprehensive Plan Update Environmental Impact Statement (EIS) incorporates by reference the full build-out conditions of the preferred alternative analyzed in the 2007 FEIS, and is referred to as the No Action Alternative in this document. For more information on the alternatives being considered for the 2016 Comprehensive Plan Update, see Section 1.2 below.

#### **1.1.1 What are the planning assumptions used in developing the alternatives to manage growth?**

The Board of County Councilors adopted a number of assumptions in 2013 and 2014 that are used to guide land use planning for the next 20 years. The following table summarizes these assumptions, which were used in the development of the growth alternatives that are the subject of this document. Assumptions for the 2007 Comprehensive Plan are shown for comparison.

**Table 1-1. Summary of Planning Assumptions**

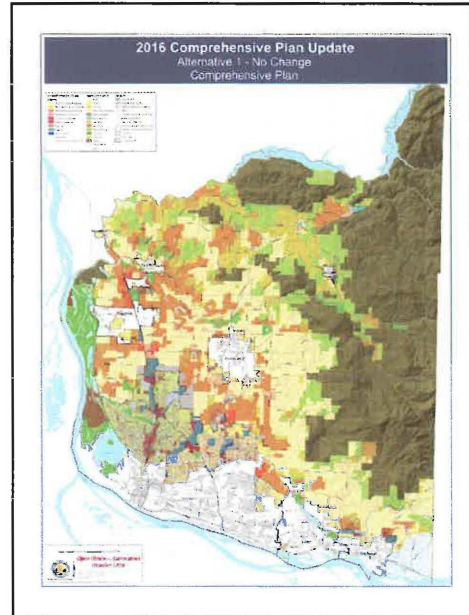
<b>Assumption Factors</b>	<b>2007 UPDATE</b>	<b>2016 UPDATE</b>
Total population projection	584,310 total county population	577,431 total county population
Projected new residents	192,635 new residents	128,616 new residents
Urban/rural population growth split	90% of the population in urban areas; 10% in rural areas	90% of the population in urban areas; 10% in rural areas
Annual population growth rate	2.0% assumed per year	1.26% assumed per year
Number of new dwelling units	66,939 new urban dwelling units 7,438 new rural dwelling units	43,517 new urban dwelling units 4,835 new rural dwelling units
Average residential urban densities	Vancouver = 8 units/ net acre La Center = 4 units/net acre Remaining cities = 6 units/net acre Yacolt = no minimum	Vancouver = 8 units/ net acre La Center = 4 units/net acre Remaining cities = 6 units/net acre Yacolt = no minimum
Housing type ratio	Up to 75% of one housing type	Up to 75% of one housing type
Persons per household	2.59 persons per household	2.66 persons per household
Number of new jobs	138,312 new jobs	101,153 new jobs
Employees per acre	20 per commercial acre; 9 per industrial acre; and 20 per business park acre	20 per commercial acre; 9 per industrial acre; and 9 per business park acre
Jobs to household ratio		1 new job for every 1 new dwelling unit
Residential infrastructure deduction	27.7% deducted from gross residential land supply	27.7% deducted from gross residential land supply
Commercial/industrial infrastructure deduction	25% deducted from gross commercial/industrial land supply	25% deducted from gross commercial/industrial land supply
<b>Vacant Land</b> per Vacant Buildable Lands Model (VBLM) definition	Vacant if residential building value is less than \$13,000 Vacant if commercial/industrial building value is less than \$67,500	Vacant if residential building value is less than \$13,000 Vacant if commercial/industrial building value is less than \$67,500
Absorption Rate	Redevelopable land would absorb 5% of projected population & job growth	Redevelopable land would absorb 5% of projected population & job growth
<b>Market factor</b> – % of additional land added to specified supply to accommodate growth for market flexibility	10% additional residential land capacity 0% for commercial, business park, industrial land capacity	15% additional residential land capacity 15% additional commercial, business park, industrial land capacity

## 1.2 What alternatives are being considered?

### 1.2.1 Alternative 1 – No Action Alternative

Alternative 1, also referred to as the No Action Alternative, would maintain the existing 2007 Comprehensive Plan as currently updated. See Figure 1-1a for the Alternative 1 Comprehensive Plan Map and Figure 1-1b for the accompanying Alternative 1 Zoning Map. There would be no change in the current urban growth boundaries, policies, or implementation ordinances. However, growth would still occur under the No Action Alternative in accordance with the current boundaries, policies and ordinances.

Table 1-2 summarizes the number of new parcels that could be created under full build-out conditions of each alternative analyzed in this document. That is to say, it shows the number of new parcels that would be created if every rural lot was subdivided to the extent allowed under the existing (for Alternative 1) or proposed (for Alternatives 2-4) zoning. Under Alternative 1, approximately 7,000 new lots could be created based on the current zoning. The zoning changes proposed under Alternatives 2 through 4 are described in the sections below.



**Table 1-2. Potential New Lots Allowable Under Each Alternative**

Zone	Alternative 1 No Action Alternative	Alternative 2 – Countywide Modifications	Alternative 3 – City UGA Expansions	Alternative 4 – Rural, Agriculture, and Forest Changes
Rural	5,684	5,823	5,672	9,880
Agriculture	970	1,937	952	1,958
Forest*	419	460	419	563
<b>Total</b>	<b>7,073</b>	<b>8,220</b>	<b>7,043</b>	<b>12,401</b>

Source: Clark County GIS; based on the Rural Vacant Buildable Lands Model (VBLM) dated July 24, 2015.

\* The Rural VBLM excludes property in the current use program for Timber and Designated Forest Land. This may underestimate the number of potential lots in Alternative 4.

\*\* This table does not include areas designated as Rural Center or Urban Reserve, nor does it include lots within UGAs.



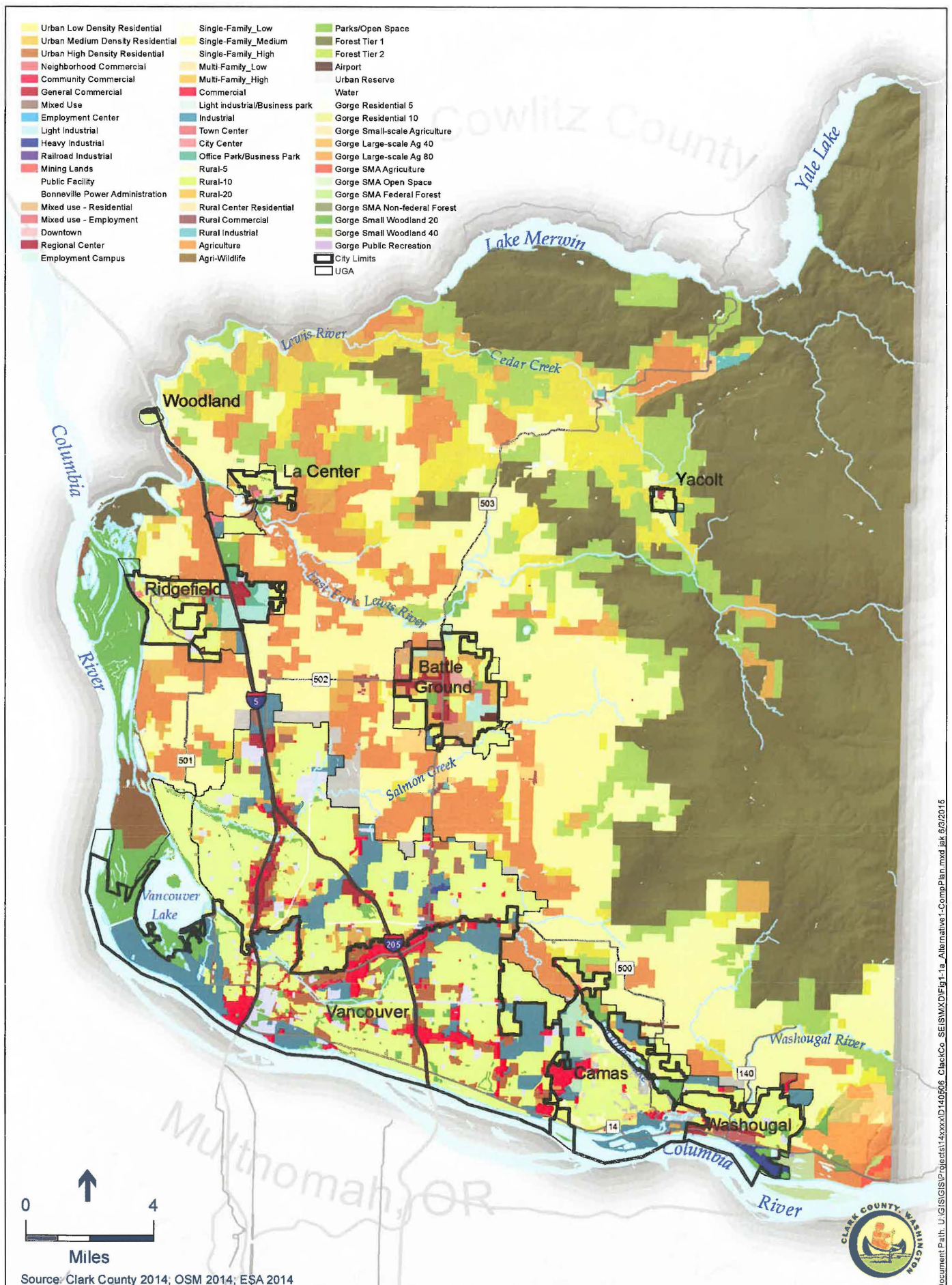


Figure 1-1a: Alternative 1- No Action Comprehensive Plan Map



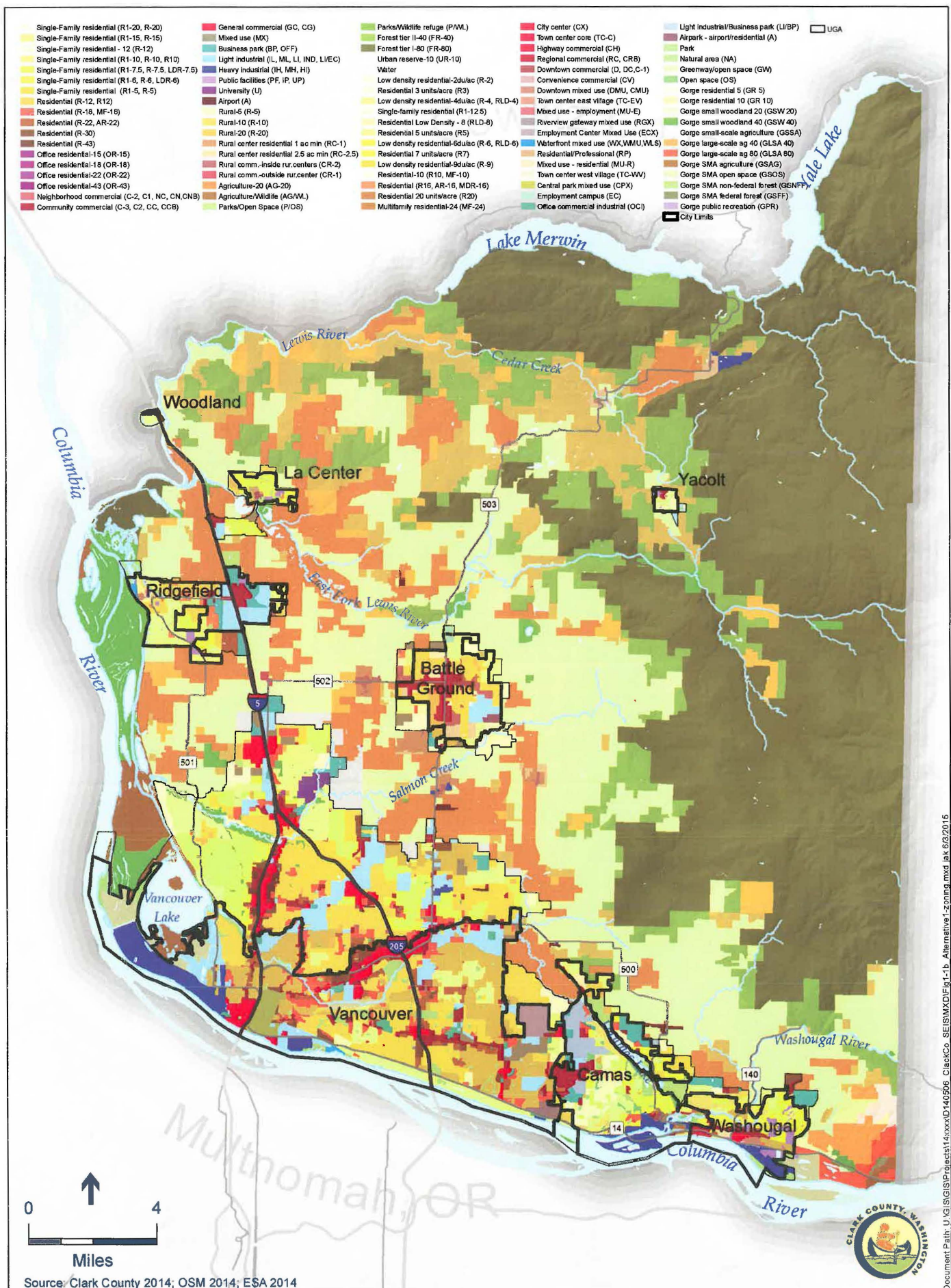
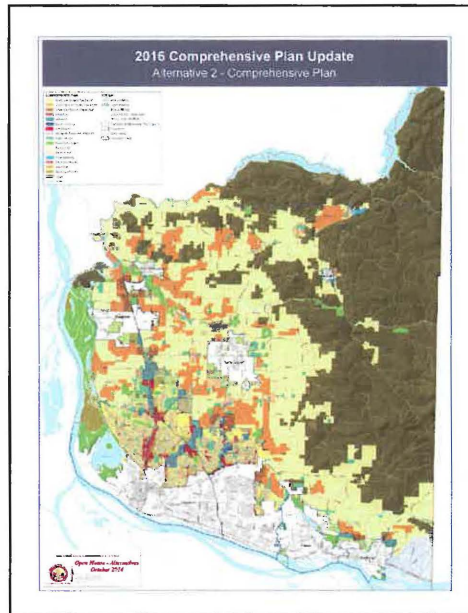


Figure 1-1b: Alternative 1- No Action Zoning Map



## 1.2.2 Alternative 2 – Countywide Modifications

This alternative incorporates changes in policy direction and land use/zoning, incorporates the Board's principles and values, and acknowledges existing development trends. It is a collection of technical and mapping changes to incorporate studies that have been undertaken over the past seven years, such as the Rural Lands Study and Three Creeks Special Planning area. The proposed changes continue to refine the original intent of the 2007 Comprehensive Plan and resolve inconsistencies. See Figure 1-2a for proposed Alternative 2 Comprehensive Land Use Map and Figure 1-2b for the proposed Alternative 2 Zoning Map.



### 1. Rural Clark County:

The proposed changes to rural County lands would help organize and consolidate the Comprehensive Plan land use designations County-wide. Some additional changes are proposed to affect more localized areas and their UGAs.

#### a. Rural Lands

The 2016 Comprehensive Plan proposes to consolidate comprehensive plan land use designations, creating a single "Rural Lands" designation which will be implemented by R-5, R-10, and R-20 zones. An estimated 5,823 new parcels could be created under full build-out conditions with this proposed zoning change.

#### b. Resource Lands

1) **Forest Resources.** Under Alternative 2, the proposal would consolidate the Forest Tier I and Forest Tier II comprehensive land use designations to one Forest (F) designation, which will be implemented by FR-80 and FR-40

zones. The main proposal is to change parcels zoned FR-40 to FR-20, thus reducing the minimum lot area in that zone. An estimated 460 new parcels could be created under full build-out conditions with this proposed zoning change.

2) **Agricultural Resources.** The County proposes to change areas zoned AG-20 to AG-10, reducing the minimum lot area in that zone. An estimated 1,937 new parcels could be created under full build-out conditions with this proposed zoning change.

#### c. Rural Centers

The County is required to designate 'limited areas of more intensive rural development'. In the County, such areas are called Rural Centers; Amboy, Fargher Lake, Brush Prairie, and Hockinson are examples. This alternative would combine the "Rural Center Mixed Use (RC-MX) Overlay" and "Rural Center Residential" comprehensive plan designations into one "Rural Center" comprehensive plan designation implemented by Rural Center Commercial -1 (RC-1), and Rural Center Commercial-2.5 (RC-2.5) zones, and Rural Center Commercial – Mixed Use (RC-MX) overlay.



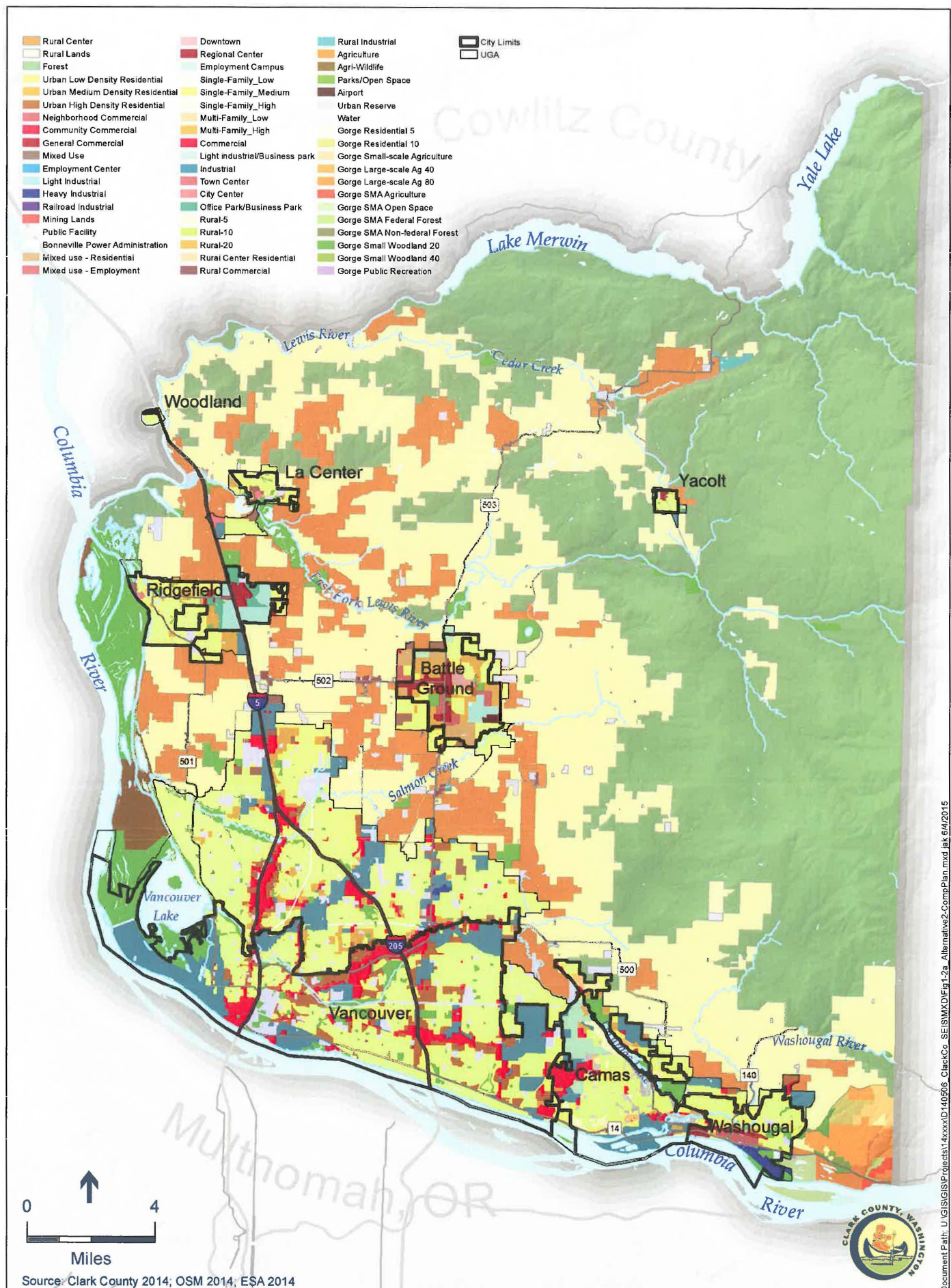


Figure 1-2a: Alternative 2- Countywide Modifications Comprehensive Plan Map



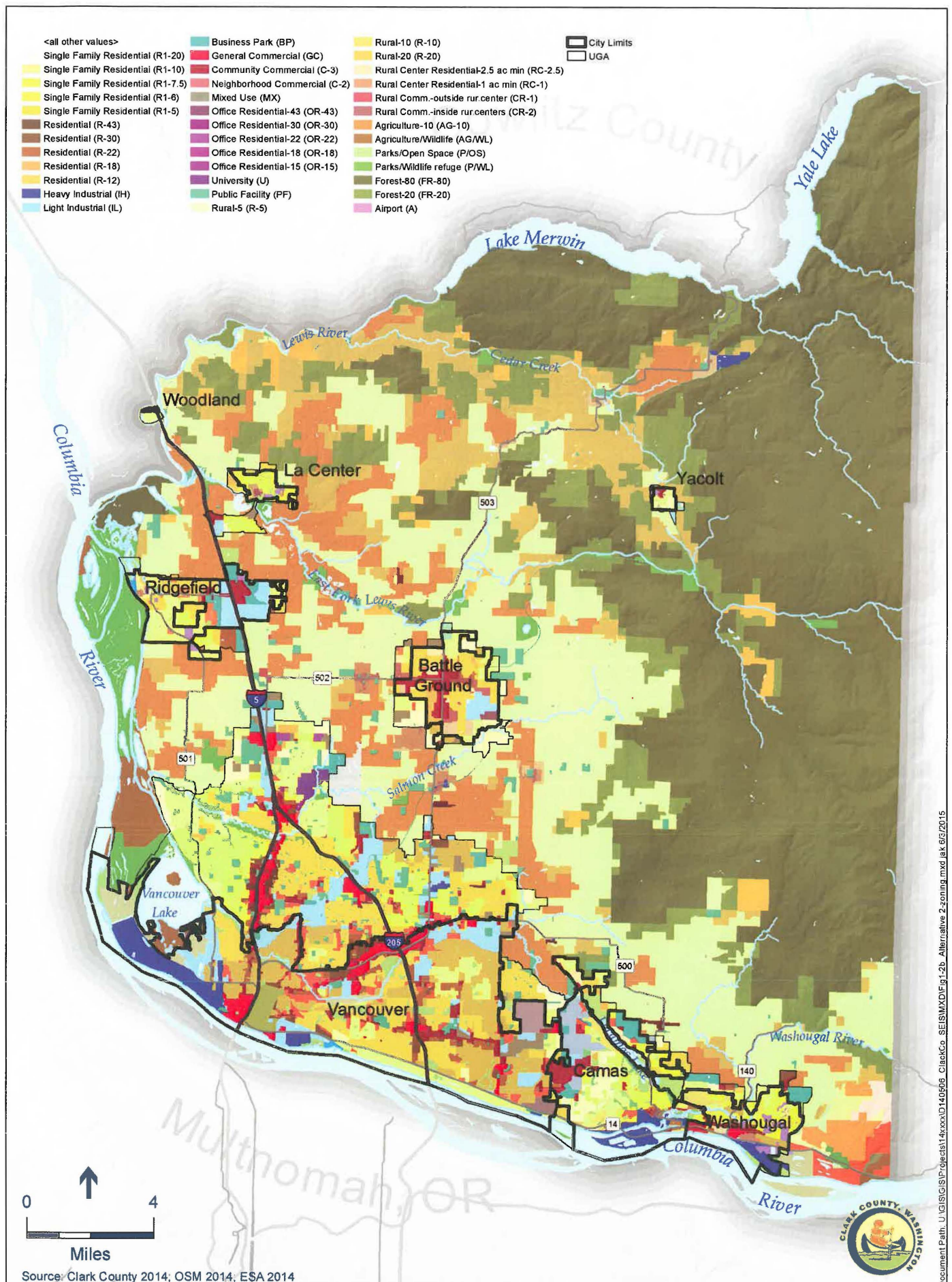


Figure 1-2b: Alternative 2 - Countywide Modification Zoning Map



#### d. Urban Reserve

These lands are on the fringe of the UGAs. This designation is intended to protect areas from premature land division and development that would preclude efficient transition to urban development. Currently there are Urban Reserve and Industrial Urban Reserve overlay comprehensive plan designations. They are implemented with the Urban Reserve-10 zoning overlay and Industrial Urban Reserve-20 zoning overlay. With the 2016 Comprehensive Plan Update Alternative 2, the County is proposing one comprehensive plan overlay - Urban Reserve (UR) - that would be implemented by an UR-10 zoning overlay for future urban residential development and UR-20 for all other types of future urban land development. There are approximately 577 acres of proposed Rural and Agricultural zoning under the Urban Reserve overlay. These lands would retain the underlying zoning or be designated R-5. There would be no changes to the uses that are allowed in the overlay.

### 2. Urban Growth Areas

#### a. Commercial Comprehensive Plan Designation

The multiple urban commercial comprehensive plan designations (Neighborhood, Community General and Mixed Use) are proposed to be consolidated into one Commercial (C) designation. This would affect approximately 2,900 acres scattered throughout the county. Existing zoning would remain. For those properties with a Mixed Use comprehensive plan designation, the comprehensive plan designation would change to match the existing zoning. For example, if a property has a Mixed Use comprehensive plan designation and the underlying zoning is Residential 12 (R-12) then the comprehensive plan designation would revert to Urban Medium Residential.

#### b. Public Facility (PF)

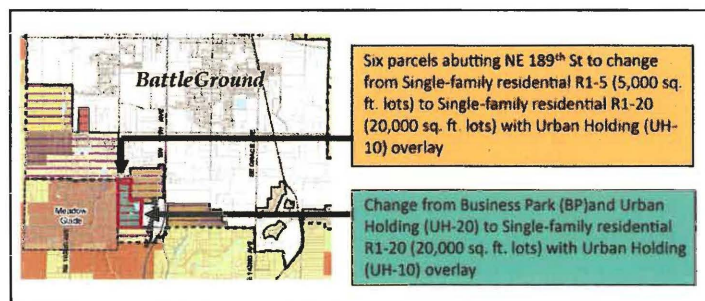
The County proposes to create new Public Facility comprehensive plan and zoning designations which would include existing schools, utilities and government buildings and facilities.

#### c. Urban Holding

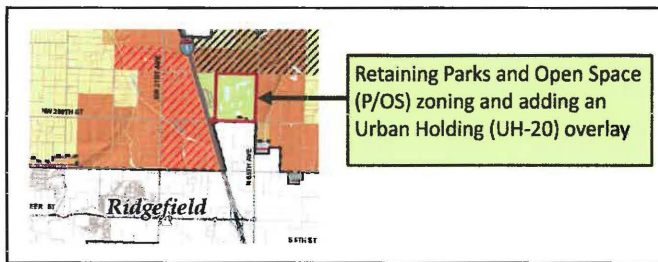
An Urban Holding (UH) overlay is applied when lands that are brought into urban growth areas do not have the necessary infrastructure to support development. In these cases, identified criteria are established that must be met in order to remove the urban holding overlay to allow the land to develop with the underlying zoning. There are currently three UH zoning overlays: Urban Holding-10, Urban Holding-20, and Urban Holding-40, and no comprehensive plan Urban Holding overlay. For the 2016 Comprehensive Plan Update, the County proposes to create an Urban Holding (UH) overlay comprehensive plan designation which would be implemented with a zoning designation of Urban Holding-10 (UH-10) for residential and Urban Holding-20 (UH-20) for all other uses. These lands would retain the underlying zoning, which would apply when the UH overlay is removed.

#### d. Battle Ground UGA Modifications

Battle Ground has a number of parcels (less than 60 acres) with an Industrial (I) comprehensive plan designation and UH-40 and Business Park (BP) zoning that are currently in urban low residential use, including Whispering Meadows I and II, Camellia, and Windsong Acres. One parcel is vacant yet surrounded on four sides with urban low residential use. This action would change this area to urban low density residential, R1-20, UH-10 overlay. This change would make the land use



and zoning designations consistent with how properties are being used and reduce the potential for an incompatible land use to locate in the midst of residential use in the future.

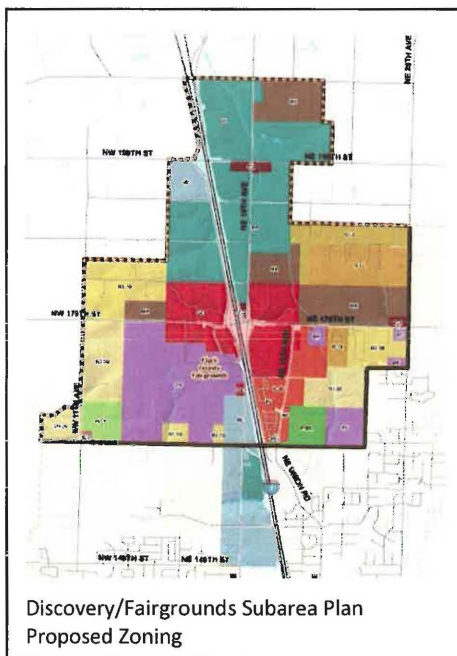


#### e. Ridgefield UGA Modifications

This is a five-parcel expansion (155 acres) of Ridgefield's Urban Growth Area that includes the Tri Mountain Golf Course. It would add an Urban Holding (UH-20) Overlay and Public Facilities zoning.

#### f. Vancouver UGA Modifications

- 1) The Three Creeks special planning area was created during the adoption of the 2007 Comprehensive Plan. The intent was to conduct further detailed planning efforts in the in the unincorporated urban areas around Hazel Dell, Felida, Lake Shore, Salmon Creek and the County Fairgrounds. The subarea planning effort is nearly complete and removal of the overlay is appropriate. Four subarea planning efforts were initiated: Highway 99, Pleasant Highlands, Discovery/Fairgrounds and Salmon Creek/University District. The Highway 99 Subarea Plan was adopted in 2008 (Clark County, 2008) and the Pleasant Highlands Subarea Plan was initiated in 2012 with the effort ongoing. Recommendations from the remaining two subareas are a part of this update and are discussed in more detail below:



#### Discovery/Fairgrounds Subarea Plan

This subarea is generally bounded by NE 209<sup>th</sup> Street on the north, NE 29<sup>th</sup> Avenue on the east, NE 164<sup>th</sup> Street on the south, and NW 11<sup>th</sup> Avenue on the west. In the 2007 Comprehensive Plan the area was approved for zoning at urban densities with a considerable amount of land designated for Light Industrial (ML) uses. The subarea planning effort recognized the environmental constraints in the area and recommended changing most of the ML zoning to Office Campus or Business Park uses. The zoning designations allow for more environmentally compatible site design while allowing for more jobs per acre.

#### Salmon Creek/University District Subarea Plan

This subarea is generally bounded by NE 190<sup>th</sup> Street alignment on the north, approximately NE 58<sup>th</sup> Avenue on the east, Salmon Creek and Interstate 205 on the south, and Interstate 5 on the west. The draft plan is consistent with Washington State University (WSU) and the City of Vancouver's vision for future campus development and

promotion of jobs and housing, with substantial acres designated as Mixed Use.

#### 2) Vancouver UGA Mixed Use

Land use designation of Mixed Use in approximately 115 acres of the northern part of the Vancouver UGA are proposed to be replaced with the corresponding County Urban Low,

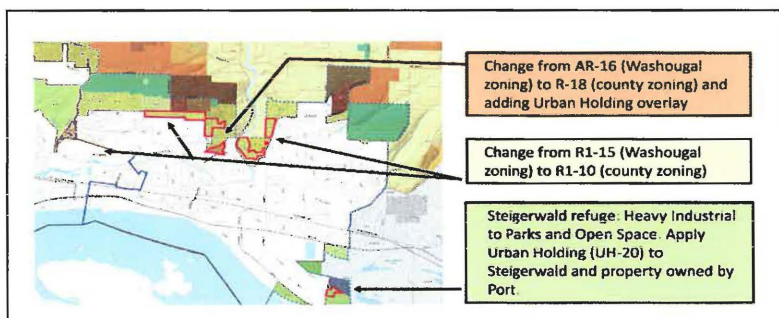


Medium, and High to better reflect existing development and zoning. The underlying zoning will remain the same.

3) Vancouver UGA Urban Reserve

Urban Reserve Overlay designations in two areas in the north Salmon Creek Vancouver UGA are proposed to be removed and Rural (R) designation applied: 1) remove the Urban Reserve (UR-10)

zoning designation along NE 50<sup>th</sup> between 199<sup>th</sup> and NE 179<sup>th</sup> and replace it with Rural (R-5); and 2) remove the Urban Reserve overlay on a parcel along NE 50<sup>th</sup> Avenue south of 199<sup>th</sup> and retain the Agricultural zoning.



4) Vancouver UGA Urban Holding

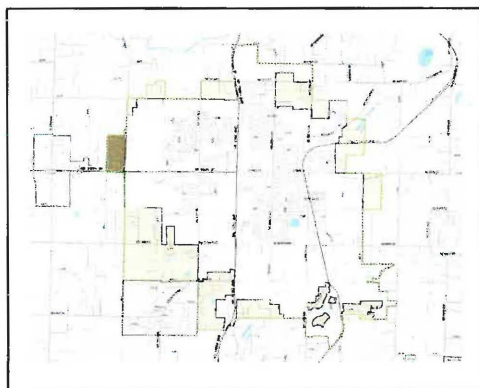
The Urban Holding (UH) designation (577 acres) within two areas of the Vancouver UGA, known as Fisher Swale, are proposed to be removed. The underlying Single Family zoning of R1-20, R-10, and R1-7.5 would remain.

**g. Washougal UGA Modifications**

This change is to correct an inconsistency between County and City zoning classifications within the southern portion of the Washougal UGA. The proposal would replace the City zoning of AR-16 (13 acres) SE Woodburn Road and apply County zoning of R-18 and add an Urban Holding overlay; replace R1-15 zoning (132 acres) in several areas on the north side of the city with R1-10 zoning; replace 37 acres of Heavy Industrial zoning on Steigerwald Refuge property to Parks and Open Space; and remove Urban Holding 40 on property owned by the Port of Camas/Washougal and replace it with Urban Holding (UH-20).

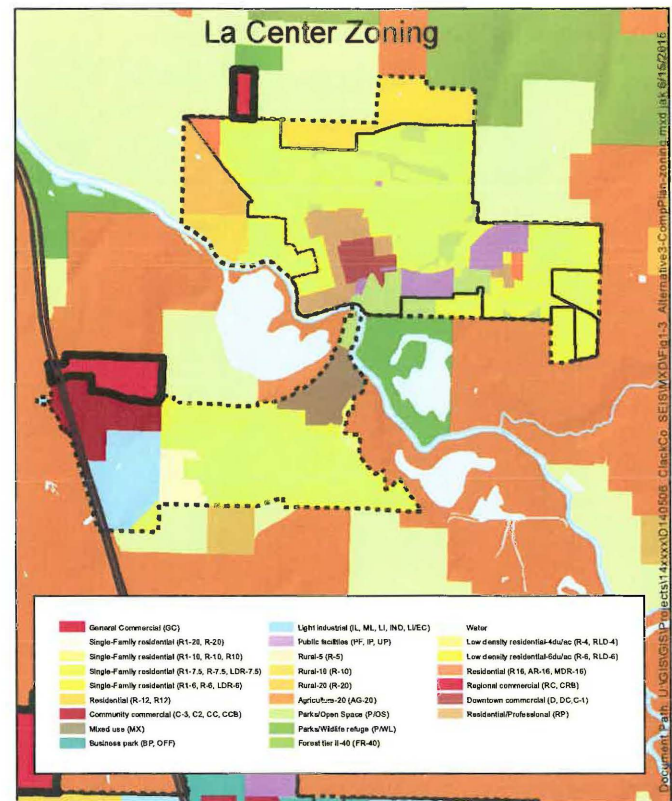
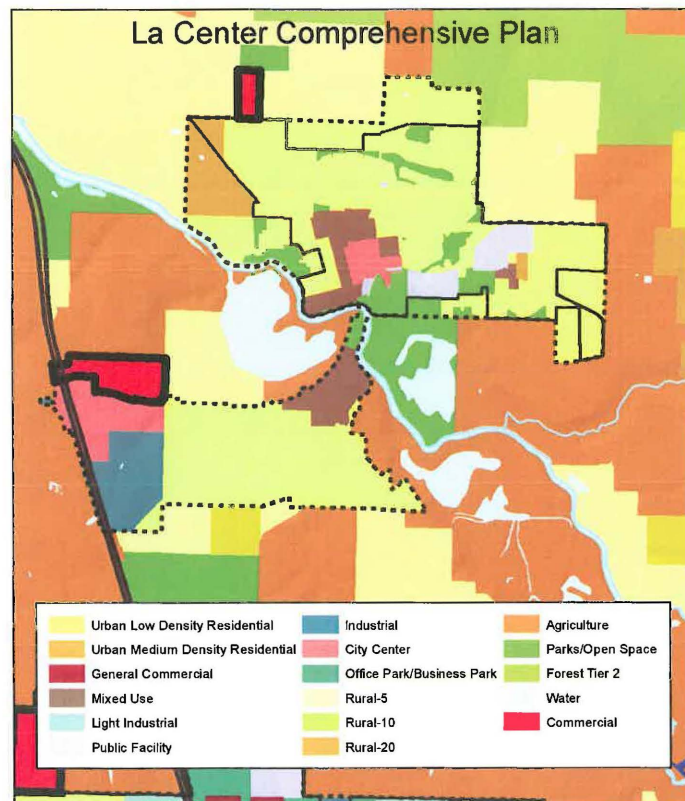
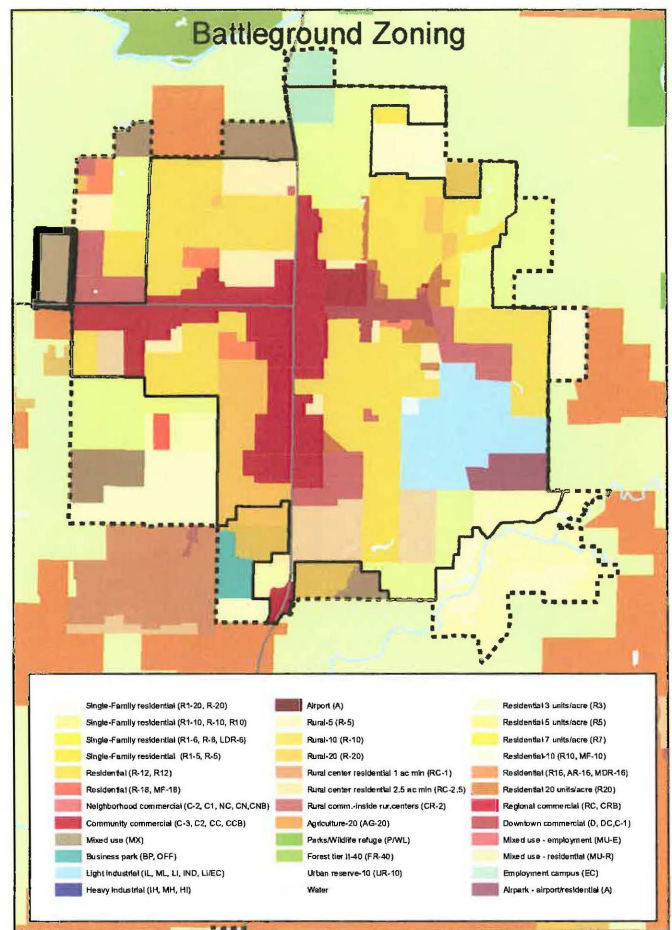
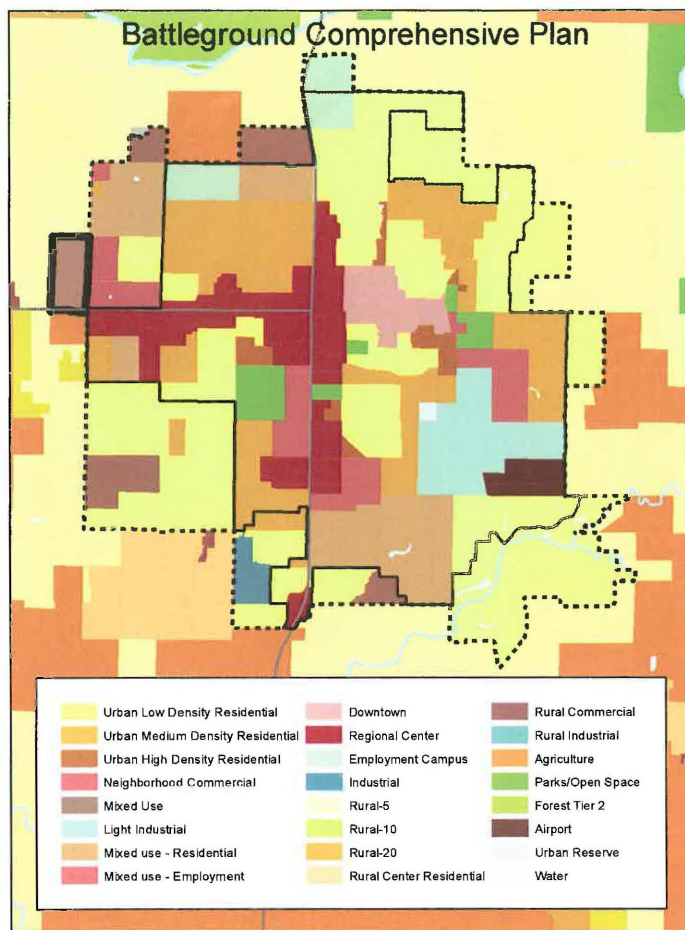
### 1.2.3 Alternative 3 – City UGA Expansion

This alternative assumes land and shoreline uses as indicated in the No Action Alternative, and in addition proposes to expand the urban growth areas of the Cities of Battle Ground, La Center, Ridgefield and Washougal to better support residential and employment growth. See Figures 1-3a and 1-3b for the proposed Alternative 3 Comprehensive Plan Maps and Zoning Maps.



#### 1. Battle Ground UGA Expansion

This alternative would add 82 acres to the Urban Growth Area along the existing east boundary as Mixed Use with an Urban Holding Overlay area near Dollars Corner. The area would accommodate mixed residential and commercial uses.



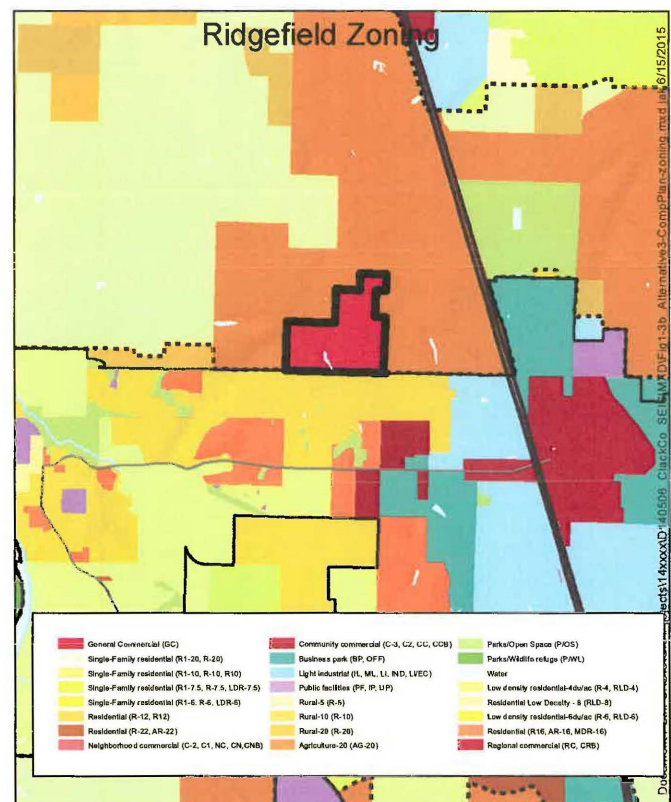
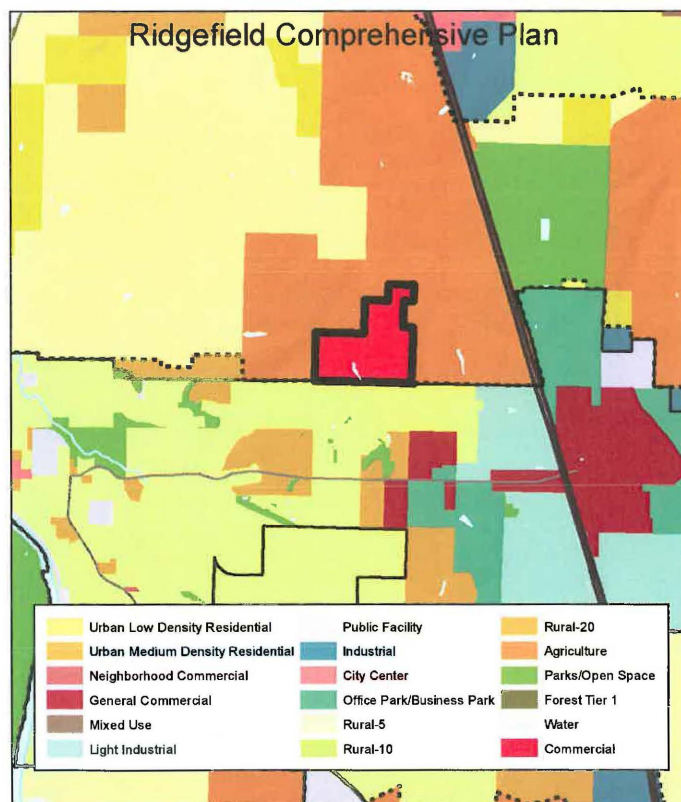
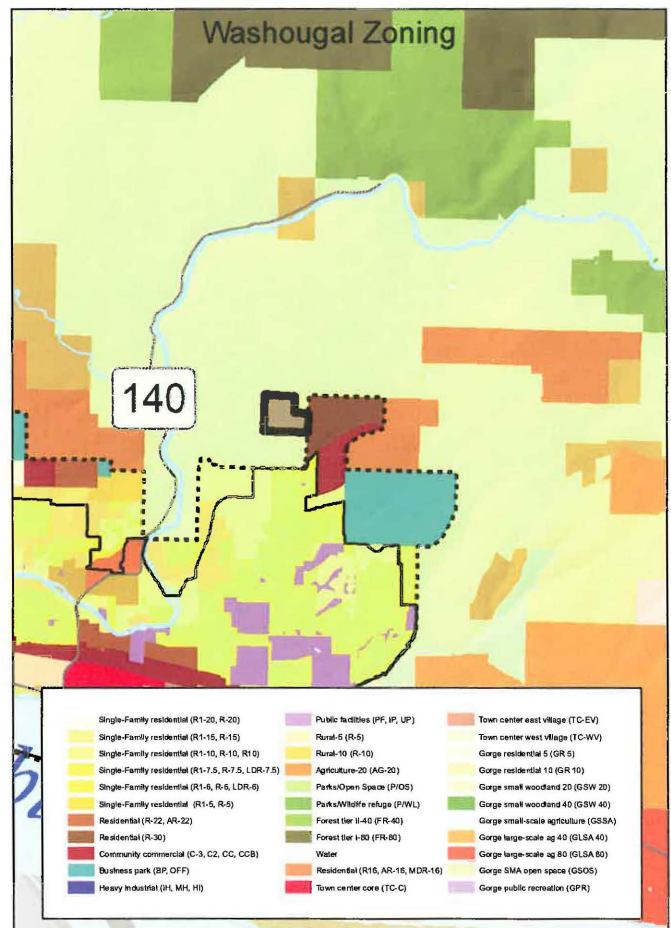
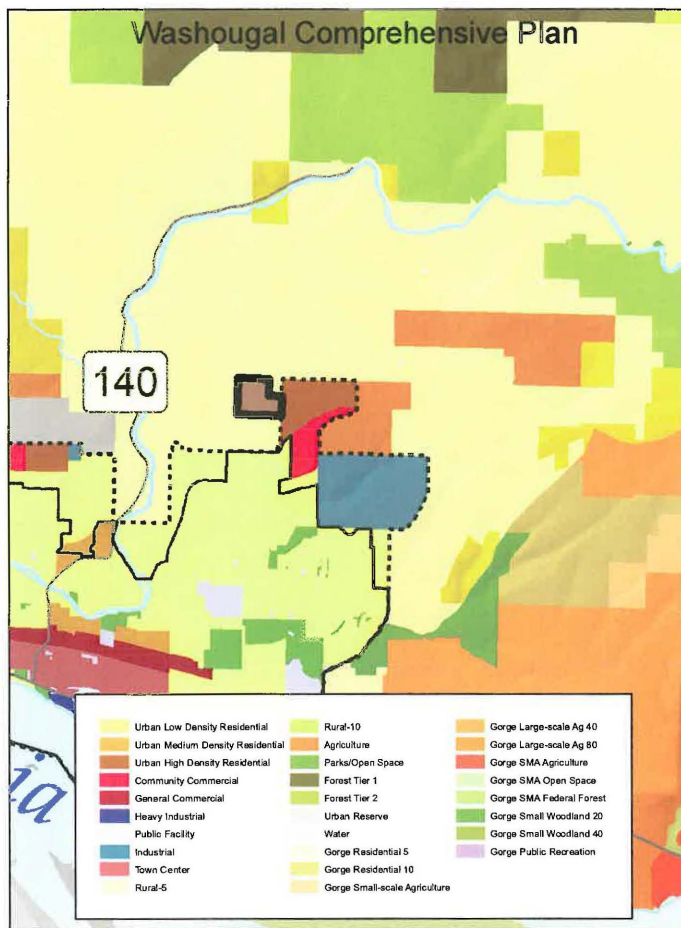
UGA expansion with Urban Holdings  
 City Limits  
 Current UGA

N  
 ↑ Source: Clark County 2014;  
 OSM 2014; ESA 2014



Figure 1-3a: Alternative 3 Comprehensive Plan and Zoning for UGA Expansion





UGA expansion with Urban Holdings
 City Limits
 Current UGA

N  
 ↑ Source: Clark County 2014;  
 OSM 2014; ESA 2014



Figure 1-3b: Alternative 3 Comprehensive Plan and Zoning for UGA Expansion



## 2. La Center UGA Expansion

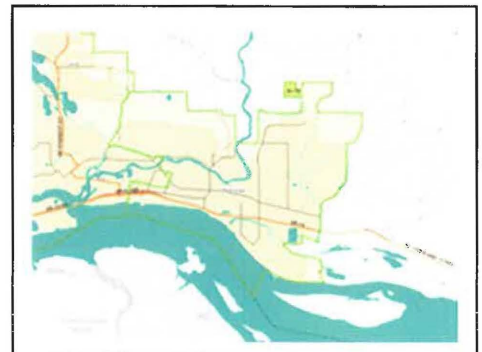
Alternative 3 proposes to add 61 acres to the UGA north of the existing southern portion of the La Center urban growth boundary. The purpose is to accommodate the opportunity for additional businesses near Interstate 5. The Comprehensive Plan designation would be Commercial with a UH overlay.

This alternative also proposes to add 17 acres to La Center's UGA on the northern city boundary. The area is proposed to be added for a new elementary school site. The Comprehensive Plan designation is currently R-5, and would be changed to Public Facility.



## 3. Ridgefield UGA Expansion

This proposal is to add 111 Acres on the north side of the City of Ridgefield, near I-5. This additional area would be converted to residential uses. The current designation of Agriculture would be changed to a mix of low-, medium-, and mixed-use residential Comprehensive Plan designations all with an Urban Holding overlay.



## 4. Washougal UGA Expansion

This alternative proposes to add approximately 41 acres to the City of Washougal UGA for residential development. The site is located on the northern edge of the existing UGA. The proposed addition currently has a Comprehensive Plan designation of R-5, and would be changed to Urban Low with a UH overlay.

### 1.2.4 Alternative 4 – Rural, Agriculture, and Forest Changes

Like Alternative 2, Alternative 4 incorporates changes in policy direction and land use/zoning. The changes are proposed to correct discrepancies between the actual predominant lot sizes and the existing zoning in rural areas; encourage clustering options to preserve resource lands, open space, and non-residential agriculture uses; and provide additional economic opportunities in the rural areas. See Figure 1-4a for proposed Alternative 4 Comprehensive Plan Map and Figure 1-4b for the proposed Alternative 4 Zoning Map.

#### 1. Rural Lands

Under this alternative, the R-10 and R-20 designations would be eliminated, and R-1 and R-2.5 zones would be added to the R-5 zone. It would reduce the size of most Rural zones. Approximately 9,880 new parcels could be created at full build-out with this zoning change.



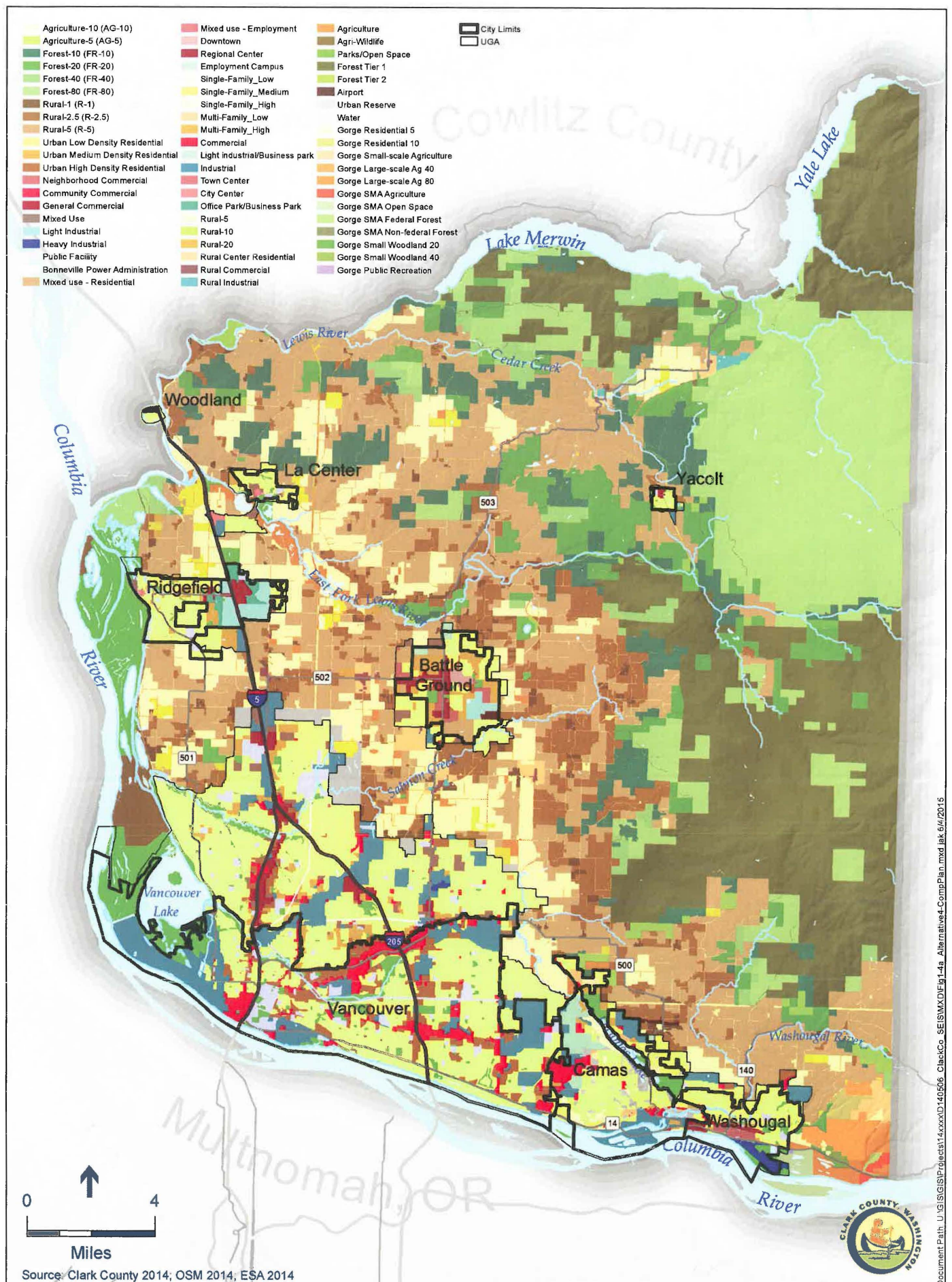


Figure 1-4a: Alternative 4- Countywide Modifications Comprehensive Plan Map



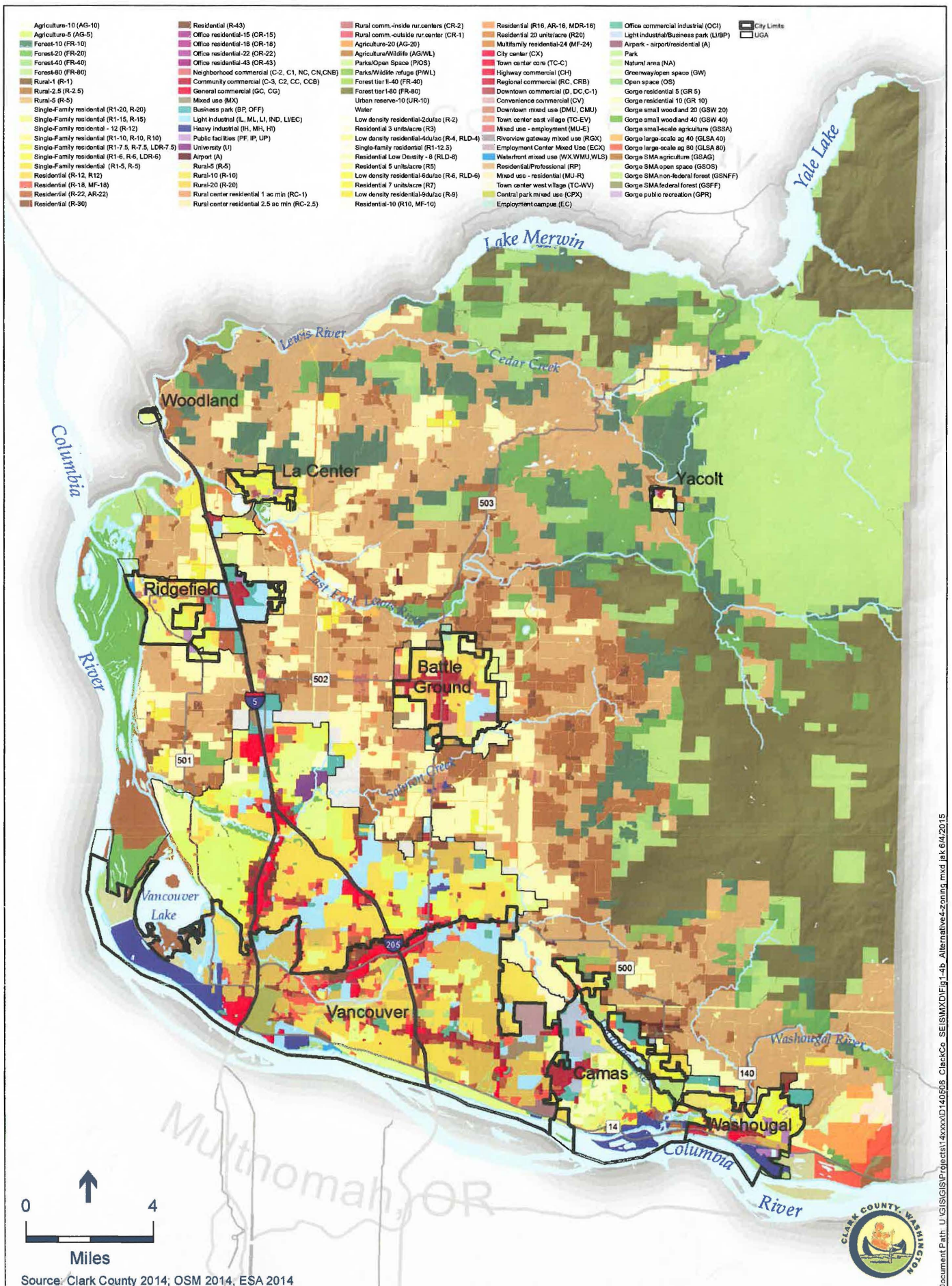


Figure 1-4b: Alternative 4 - Countywide Modification Zoning Map



## **2. Resource Lands**

### **a. Forest Resources**

This alternative would add FR-10 and FR-20 to the existing FR-40 and FR-80 zones. It would reduce the minimum lot area in some forest zones even further than Alternative 2. Approximately 563 new parcels could be created at full build-out with this zoning change.

### **b. Agricultural Resources**

This alternative would eliminate the AG-20 zone and replace it with AG-5 and AG-10 zones. Approximately 1,958 new parcels could be created at full build-out with this zoning change.

