City of Vancouver, City of Camas, and Clark County
Cross-Boundary Service Area Overlay Agreement

Clark County and the City of Vancouver originally coordinated on park system planning and implementation as a joint agency beginning in 1997 via interlocal agreements. Historically, there has been less focus on coordination among the incorporated cities. Since the Vancouver-Clark County agreement rescission in 2013, the region continues to experience rapid growth with mounting challenges for all jurisdictions to secure sufficient land and funding for park, trail and open space facilities to serve the growing population, increased urban density, and ever-growing demand for recreation facilities.

As a result, service area gaps have emerged, particularly along common jurisdictional boundaries. For Vancouver, the most critical service area gaps are along the east and northeastern boundary common with both Clark County and City of Camas. To address this concern, the City of Vancouver, City of Camas and Clark County executed this *Cross-Boundary Service Area Agreement ("Agreement")* on the last date signed below. The purpose of this agreement is to partner, where feasible, to meet the recreational demand for parks, trails, and open space along common boundaries for the mutual benefit of residents, regardless of jurisdiction.

1. Background

Vancouver and Clark County park system planning was originally coordinated through ten jointly designated Park Impact Fee Districts ("Park Districts") encompassing the City of Vancouver and the Vancouver Urban Growth Area (VUGA). After this joint management system terminated, the ten Park Districts were realigned and consolidated for planning and implementation of the park impact fee program by the City of Vancouver, effective in 2017. Vancouver now administers three districts (Park Districts A, B, and C), collecting impact fees within its jurisdictional boundaries, and utilizing fees and other funds to acquire, develop and maintain park facilities within City limits.

Clark County continues to collect impact fees within the unincorporated VUGA based upon the original park district boundaries, and to acquire, develop and maintain park facilities throughout the UGA and unincorporated Clark County.

Camas, adjacent to Vancouver on the east, takes a similar approach to managing its park system with a single Park District encompassing the entire incorporated area.

2. Park Facilities Requiring Coordinated Planning

Vancouver's Capital Facilities Plan identifies the need for park facilities proximate to the boundaries of its city limits to meet level-of-service standards and to close city park facility deficits. The facilities identified are primarily community parks and natural areas, as opposed to a focus on neighborhood park facilities.

The City of Vancouver's Comprehensive Plan identifies a community park as one which provides a focal point and gathering place for broad groups of users. Usually 20 to 100 acres in size, community parks are used by all segments of the population and generally serve residents from a one-to three-mile service area.[1]

The County Comprehensive Plan's description is nearly identical.[2] The City of Camas Special Use Area designation is a comparable park type, being described as including many of the elements that are included in neighborhood parks as well as the more specialized facilities that provide for specific recreation needs.[3]

Neighborhood Parks are smaller facilities, typically three to five acres in size and designed to serve a one-half mile walkable service area. However, in the absence of opportunities for community park facilities, larger neighborhood parks can provide some of the active components typical of community parks. Again, the County and City of Camas define neighborhood parks very similarly.

Natural Areas are managed for both ecological values and light-impact recreational uses in all jurisdictions. Many of these natural areas trace riparian corridors across jurisdictional boundaries. Natural areas range in size, and may include wetlands, wildlife habitat, regional trails, viewpoints or stream and river corridors. The extent of the recreational service area for Natural Areas (Open Space) is a function of scale and natural resource significance.

With their greater public attraction, community parks and larger natural areas can serve residents across jurisdictional boundaries. Coordination between cities and the County can leverage limited resources and help to achieve park system acquisition, development and management objectives for park facilities.[4]

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[1] Vancouver Comprehensive Plan, pg. 5-33.
[2] County Comprehensive Plan, Parks, Rec. & Open Space Element, pg. 201.
[3] City of Camas Parks, Recreation and Open Space Comprehensive Plan Update, 2014, pg. 3-1, 3-12.
[4] *See e.g.*, County Comprehensive Plan, Parks, Recreation and Open Space, Framework Plan Policies:

- Policy 7.1.0 ("Provide land for parks and open space in each urban growth area ... consistent with adopted level-of-service standards. ...");
- Policy 7.1.3 ("Coordinate with jurisdictions to establish consistent definitions of park types and level-of-service standards for parks within urban areas.");
- Policy 7.1.4 ("Coordinate the planning and development of parks and recreation facilities with jurisdictions within the urban areas."); and,

See also City Comprehensive Plan, Policy PFS-32 ("Parks coordination. Plan for parks, trails, open spaces and recreational services in coordination with other local and regional public agencies and private entities. Facilitate provision of lands and/or impact fees for parks as part of the development review process.").

3. Joint Park Service Area Overlays

The City of Vancouver has identified Park Service Area Overlays adjacent to and outside its city limits and the VUGA, as shown in *Figure 2*. The overlays are drawn to extend outside city limits by one-half of the Community Park service area as defined in the Vancouver Comprehensive Parks, Recreation and Natural Areas Plan and Clark County Parks, Recreation and Open Space Plan. This delineation intends to capture the service area gaps proximate to the Vancouver city limits and provide the flexibility needed to identify and negotiate site acquisition to address system deficits.

Vancouver intends to acquire and manage park facilities within these joint overlays as needed to meet Vancouver recreational needs. Regulatory governance of these areas remains with the County or City of Camas, depending upon location. And, although these areas are unlikely to be redeveloped and trigger impact fee collection, the County or City of Camas remain responsible for imposing and collecting any such impact fees when outside the City of Vancouver, as applicable.

4. Party Commitments

4.1 City of Vancouver

City of Vancouver will consider an update to the Park Impact Fee Technical Document to establish the Park Service Area Overlays, as shown in *Figure 2*. The overlays become part of the underlying Vancouver Park Impact Fee District as designated by the City of Vancouver Park Impact Fee Technical Document. The park facilities within the overlay areas are already or will be designated in Vancouver's Capital Facilities Plan. Vancouver intends to acquire and manage park facilities within these areas, and to coordinate with the County or City of Camas on same as applicable.

4.2 City of Camas and Clark County

City of Camas and Clark County will consider establishing the joint overlay(s), as shown in *Figure 2* through an addendum to their applicable governing documents. Their creation demonstrates the parties' desire to coordinate on park service area issues within common Park Service Area Overlays.

4.3 Joint Commitments

To maximize long-term flexibility for park system improvement partnerships that benefit citizens of multiple jurisdictions or public agencies, all parties to this agreement will consider amendments to their respective Capital Facilities Plans, as needed. to identify potential park projects within the Park Service Area Overlay areas. Routine concurrent updates to the respective Capital Facilities Plans will also be completed, as needed, to reflect projects that could relate to the planning area and/or the intent of this agreement.

5. Funding

The City anticipates taking the lead in acquiring park capital facilities located with the Park Service Area Overlay areas using available funding sources, including park impact fees, grants, and

other budgeted funds. Should the parties elect to jointly fund acquisition and/or maintenance and operation efforts, the parties may elect to execute a more detailed project specific agreement.

6. Effective Date and Termination

This Framework Agreement takes effect on _____, 2018, following City of Camas, City of Vancouver and Clark County execution, which may occur in counter parts. Either party may terminate the agreement with a 90 day advance written notice. Otherwise, the Agreement is effective for ten years, with two automatic extensions for five year periods.

Signatures:

BOARD OF COUNTY COMMISSIONERS FOR CLARK COUNTY, WASHINGTON

_____
Marc Boldt, Chair
Dated: _____

Attest:

_____
Clerk to the Board

Approved as to form only:

_____
Tony Golik, Clark County Prosecuting Attorney

CITY OF CAMAS

_____
Mayor Scott Higgins
Dated: _____

Attest:

_____
City Clerk

Approved as to form only:

_____
Shawn MacPherson, City Attorney

CITY OF VANCOUVER

_____
Eric J. Holmes, City Manager
Dated: _____

Attest:

_____
City Clerk

Approved as to form only:

_____
E. Bronson Potter, Vancouver City

Park Service Area Overlays
VANCOUVER UGA
1-1/2 Mile
1-1/2 Mile
A
B
C
VANCOUVER
CAMAS
1
2
3
4
5
6
7
8
9
10
PARK IMPACT FEE DISTRICT
Overlay Service Areas
Urban Park 1/2 mile Service Area
2017 PIF District Realignment
City Limits
Park Overlay Service Area
N
0 0.5 1 2 3 Miles