

# Draft

## Chapter 3 - Land Use

### Introduction

The Land Use Element guides how land will be developed in Battle Ground during the next 20 years. This Element establishes the urban pattern for the city by directing residential, commercial, and industrial growth. Ensuring that different uses work well together, and are compatible is essential in creating attractive neighborhoods, vibrant commercial areas, and improved livability. If future land uses are well planned, provision of capital facilities will be more cost effective.

Central to the Land Use Element and the Comprehensive Plan as a whole is the Comprehensive Plan Map, which establishes a policy framework for regulating the locations and intensities of future land uses (see **Comprehensive Plan Map**). The City's Zoning Code and other development regulations must be consistent with the Comprehensive Plan Map, the accompanying narrative contained within this Land Use Element, and the other Comprehensive Plan elements.

### Growth Management Act

The GMA requires that Battle Ground's Comprehensive Plan include a Land Use Element to establish land use designations and intensities that are sufficient to accommodate the city's 20-year population growth and other land use needs. The Land Use Element must provide an inventory and overview of Battle Ground's land development capacity. Several additional provisions are included to ensure that the City's *Plan* accommodates a variety of uses and that neighboring uses are compatible. The GMA also calls for the Land Use Element to protect the quality and quantity of groundwater used for public water supplies and critical areas. Policies supporting groundwater protection and critical areas are addressed in the Environment Element of the *Plan*. Three statewide planning goals established by the GMA are relevant to the Land Use Element:

- Urban Growth - Encourage new development to occur in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce Sprawl - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- Property Rights - Private property shall not be taken for public use without just compensation having been made. The property of landowners shall be protected from arbitrary and discriminatory actions.

### County-Wide Land Use Policies

The Clark County Community Framework Plan establishes a regional vision for how growth should occur in unincorporated Clark County and the cities of Battle Ground, Vancouver, Camas, La Center, and Washougal. The Clark County Community Framework Plan envisions Battle Ground as a complete community containing a full range of residential, commercial, and industrial uses, schools, neighborhoods, and community and regional parks. The Framework Plan encourages Battle Ground's development to include employment opportunities and lower densities than a major urban center, averaging between six and eight units per net residential acre. Higher densities are planned to occur

along transit corridors and in the community center, with lower densities planned for established neighborhoods and on the outskirts of Battle Ground. Additionally, the Framework Plan directs Battle Ground to develop a focus in the center of the city that combines commercial, civic, cultural, and recreational uses.

The Clark County Comprehensive Growth Management Plan policies establish five land use goals that guide development in the county, including:

- Adopt UGA boundaries to accommodate residential and employment increases projected within the boundaries over the next 20-years.
- Encourage more compact and efficiently served urban forms, and reduce the inappropriate conversion of land to sprawling, low-density development.
- Land use patterns and individual developments should be locationally and functionally integrated to reduce sprawl, promote pedestrian and transit use and limit the need for automobile trips and to foster neighborhood and community identity.
- Designate Urban Reserve Areas (URAs) adjacent to urban growth areas in order to preserve the opportunity for orderly and efficient transition from rural to urban land uses if and when needed in the future.
- Designate Industrial Reserve Areas overlays (IRAs) at certain specified locations adjacent to designated Urban Growth Areas. Premature land parcelization and development of uses which are potentially incompatible with or preclude later industrial development shall be limited in order to preserve opportunities for the future siting of larger industrial uses or concentrations of uses.

## **Land Use Element Goals and Objectives**

### **Land Use Goal 1:**

*The City will work to achieve a balance between jobs and housing.*

#### **Objectives**

LUO1.1 The City will strive to balance the amount of land available for future employment uses with the current and projected housing land required.

### **Land Use Goal 2:**

*The City will work for the promotion and preservation of the historic downtown area.*

#### **Objectives**

LUO2.1 Develop incentives to promote downtown growth, redevelopment and business opportunity.

LUO2.2 Develop a downtown plan to outline design standards, and uses to guide redevelopment of the downtown area.

### **Land Use Goal 3:**

*The City will work for the development of a regional center and community and neighborhood centers.*

**Objectives**

LUO3.1 The City will work to insure that all centers within the City work together and provide the appropriate services in the appropriate locations.

LUO3.2 A regional center district will be created that includes uses for people from throughout the region to focus future planning and public and private improvements.

LUO3.3 A community center district will be created that includes uses for people from throughout the city to focus future planning and public and private improvements.

LUO3.4 A neighborhood center district will be created that includes uses for those people in the neighborhood and some people passing through to focus future planning and public and private improvements.

**Land Use Goal 4:**

*The City will require new industrial development to locate in areas that are appropriate for the long-term growth of the city.*

**Objectives**

LUO4.1 The City will identify industrial areas that have good public infrastructure, and that are buffered from residential areas.

LUO4.2 The City will seek to identify industrial areas that have a minimum impact on the environment.

LUO4.3 The City will facilitate the development of existing vacant industrial land and strive to maximize the benefit of each site.

**Land Use Goal 5:**

*The City will identify the appropriate quantity and location of residential development.*

**Objectives**

LUO5.1 The City will work to insure that new residential development occurs using neighborhoods as the building blocks for new development.

LUO5.2 The City will work to insure that all neighborhoods within the city work together, and provide the appropriate types and densities of housing in the appropriate locations.

LUO5.3 The City will encourage infill and increased density to occur in and around commercial zones.

**Land Use Goal 6:**

*The City will protect the stability of existing neighborhoods.*

**Objectives**

LUO6.1 The City will work to plan new land uses in a manner that protects existing neighborhoods.

**Land Use Goal 7:**

*The City will encourage the integration of appropriate institutional uses within the community.*

**Objectives**

LUO7.1 The City will work to determine the character and need for institutional uses.

**Land Use Goal 8:**

*The City will provide for general aviation needs within airparks in a way that will minimize impacts to the surrounding area.*

**Objectives**

LUO8.1 The City will work to determine the potential demand for general aviation needs and the future use of the airpark.

**Land Use Goal 9:**

*The City will identify commercial areas along the SR502 and SR 503 corridors as it expands to the west and the south.*

**Objectives**

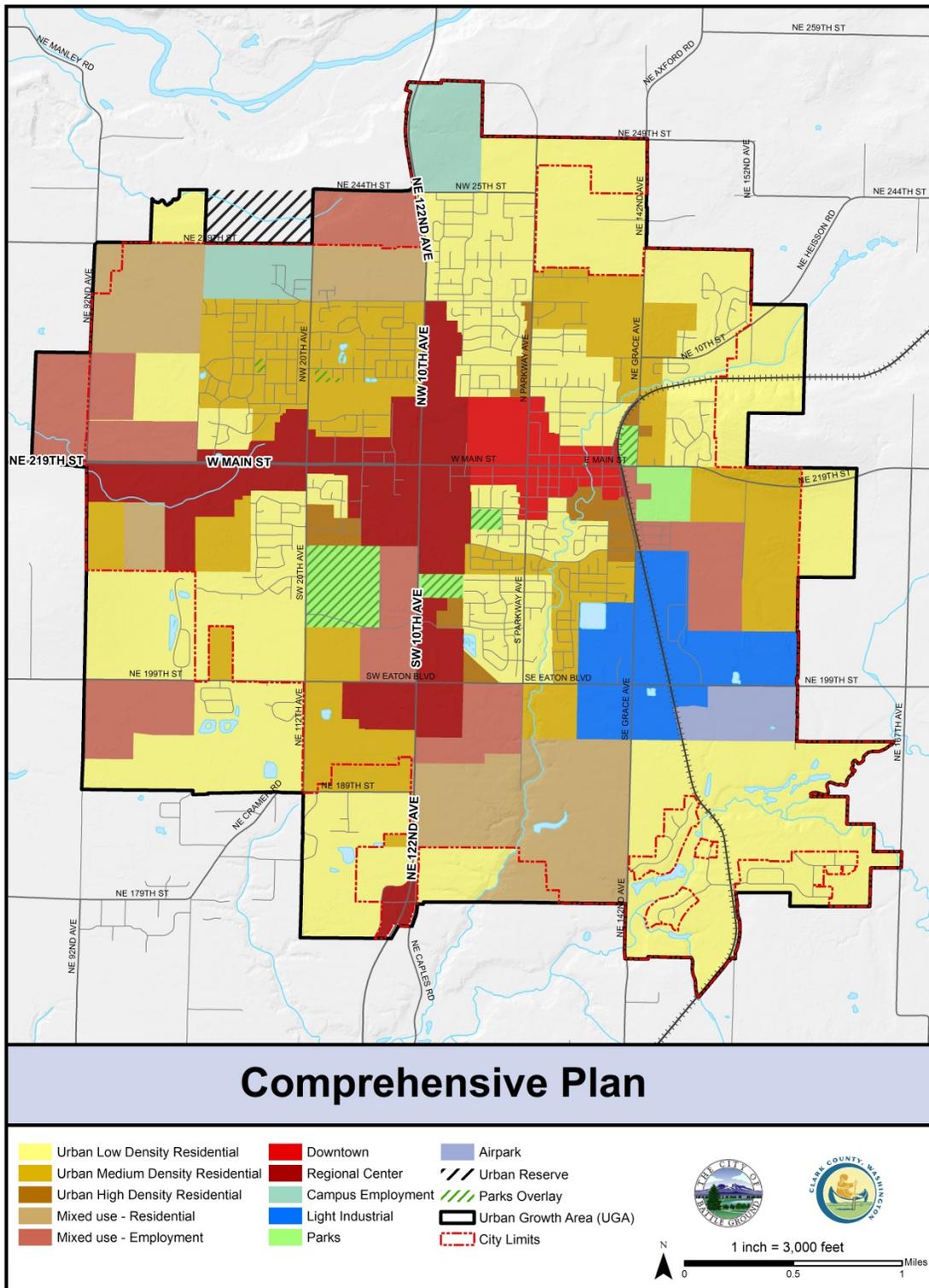
LUO9.1 The City will work to maximize the State Route corridors for commercial growth to promote jobs and services.

**Comprehensive Plan Map**

Comprehensive Plan Map, which officially designates the types and intensities of land uses allowed on individual properties throughout the city of Battle Ground. Designations applied by Clark County in the unincorporated UGA are also indicated. The designations within the future UGA depict the City's plans to achieve its vision as these lands are brought within the Battle Ground UGA in the future. The areas designated in this "Future Urban Growth Area" are intended to be illustrative, and have not been adopted by Clark County. Clark County should be consulted in order to ascertain the actual comprehensive plan designations for these areas.

The Comprehensive Plan Map was developed in an effort to create a commercial, civic and cultural center in the heart of Battle Ground. The regional center is extended along Main Street and SR 503 because of the superior transportation access that this area offers, and builds on the existing regional commercial investment. Another regional center was designated at SR 503 and Eaton Boulevard because of good transportation access in this area. Mixed-use areas were located in the western part of town to provide good access to regional transportation facilities. Higher density residential districts were primarily located in the western and southern areas of the city because they offered easy access to employment centers in Battle Ground, Vancouver, and Portland. Industrial areas were designated in the southwestern area of the city to build on existing investments and to ensure that industrial activities will minimize negative impacts on residential and other commercial uses. Other existing zones were not changed significantly, to preserve existing residential and commercial areas.

Figure 3-1: Comprehensive Plan Map



The Comprehensive Plan designations table (below) described the intent of each designation and associated zoning designations. Specific Zoning Code provisions, including permitted development densities and intensities, are found in the Battle Ground City Code.

**Existing Land Uses**

Battle Ground is at the center of the Clark County, and has naturally been a hub for commerce. The City’s center is focused around a commercial district along SR-502 and Main Street, serving residents living in Battle Ground and the surrounding region. This area is characterized by large retail and service-oriented enterprises. East of the regional center is the older commercial center of Battle Ground, which hosts restaurants, service-oriented businesses, specialty retailers, and government buildings. The Battle Ground School District maintains its main campus in this location, including a high school, middle school, and two primary schools.

The city of Battle Ground presently contains a variety of industrial uses focused in the southeast corner of the city, including light manufacturing and warehousing facilities. An industrial park was recently developed near SE Grace Avenue and Eaton Boulevard. Battle Ground’s neighborhoods are spread throughout the city and are interspersed with some remnants of Battle Ground’s rural past. For the most part, these neighborhoods have been developed recently. While there are some old neighborhoods near East Main Street, most dwellings were constructed during the 1980s or later. Battle Ground’s newest and fastest growing neighborhoods are in the northern, northwestern, and southeastern areas of the city.

Land in the UGA, outside of the existing city limits, contains mostly residential uses. While most residences in the unincorporated UGA are characterized by rural development patterns, there are some residential subdivisions that restrict the potential for future urban development. More intensive development is constrained by a lack of adequate sewer, water, and transportation facilities and by current land use regulations.

**Table 3-1: Comprehensive Plan Designations**

	Designation		Zoning	General Intent
RESIDENTIAL	Urban Low Density	UL	R3, R5, R7, Neighborhood Center	Residential ranging from 1.5 to 10 units per acre (manufactured housing allowed on single family lots)
	Urban Medium Density	UM	R7, R10, R12, Neighborhood Center	Residential ranging from 5 to 12 units per acre (manufactured housing allowed on single family lots)
	Urban High Density	UH	R12, R16, R20, Neighborhood Center	Residential ranging from 10 to 22 units per acre
COMMERCIAL	Regional Commercial	RC	Regional Center Commercial	Commercial center serving large areas of the County
	Downtown	D	R10, R12, R16, R20, Community Commercial Center, Downtown	Historic “identity” district providing a destination opportunity for primarily smaller,

				independently owned retail, service and entertainment venues.
MIXED USE	Mixed Use Employment	MXE	Regional Center Commercial, Community Commercial Center, Neighborhood Center, Campus Employment, Mixed use Employment,	Mixed use Opportunity with employment emphasis
	Mixed Use Residential	MXR	Community Commercial Center, Neighborhood Center, Campus Employment, Mixed Use Employment, Mixed Use Residential	Mixed use opportunity with residential emphasis
INDUSTRIAL	Light Industrial	ML	Light Industrial, Employment Campus, <i>Neighborhood Center</i>	“Clean” industry, including manufacturing
	Campus Employment	IC	Light Industrial, Campus Employment, <i>Neighborhood Center</i>	Primarily office and research and development uses in setting emphasizing aesthetics and compatibility
OTHER DESIGNATIONS	Park Overlay	P	Park	Existing and planned parks
	Airpark	A	Airpark	Supports airport activities by preventing incompatible land uses from locating in the area

### Planning for Jobs

The GMA requires that enough land must be designated within the Urban Growth Area, at sufficient densities, to accommodate the city’s anticipated population increase. The following projections and analysis, together with the Comprehensive Plan Map, will assure the City can accommodate the anticipated growth.

In 2035, the city is projected to add 6,708 households and 8,605 jobs.\* This would result in a balance of 1.28 jobs for every household (1.28:1). The **Jobs to Household** Table below provides a way of measuring Battle Ground’s desired employment in relation to the number of households. The countywide goal is to establish a balance of one job per household (1:1). This Plan envisions a slightly higher ratio of 1.2 jobs per household, thereby providing for sufficient amount of commercial, industrial, and mixed-used land for jobs. *\*Battle Ground’s Employment Capacity is estimated at 10,060, when factoring in redevelopment and public employment capacities.*

Battle Ground’s intends to be a complete community that provides residents the opportunity work and reside in the same community. Based on a surge of housing development growth in the 90s and

2000s, Battle Ground is positioning itself to preserve as sufficient supply of lands for jobs, and thereby avoid becoming strictly a “bedroom community.” As shown in the **Jobs to Households** table below, in 2003 the City had 0.87 jobs per household and in 2013 this increased to 0.93 jobs per household. This trend is a good indicator that Battle Ground is on its way to achieving the desired jobs-to-housing balance of 1.28 to 1. Land development and public infrastructure investments, together, will help to create new complete neighborhoods that are identified by parks, schools, physical features, commercial services, or other community resources.

The **Employment Land Capacity, for the 2015 - 2035 Planning Horizon** table below, shows a total of 430 net developable acres of commercial land and 161 net developable acres of industrial land. Together, this is 591 acres of employment will be sufficient to accommodate the projected job targets. One of the challenges of providing suitable lands for jobs is the high amount of wetlands in Battle Ground. These encumbrances have been factored into the overall net acreage needed. A developer may choose to impact these areas if there are no other feasible alternatives, as long as the impacts are adequately mitigated under local, state, and federal law. Also factored into this Plan, is the existing capacity that institutions have to accommodate additional jobs without the need for additional acreage.

**Table 3-2: Jobs to Households**

	Jobs	Households	Jobs to/ Household	
2003	3,533	4,034	0.87 to 1	City
2013	5,609	5,979	0.93 to 1	City
2035	8,605*	6,708	1.28 to 1	Projected Capacity

Source: City of Battle Ground Comprehensive Plan, 2007; “*Employment and Wages within Clark County: Cities and Unincorporated Areas,*” Scott Bailey, Regional Economist, Washington Employment Security Department; American Community Survey, U.S. Census Bureau. Clark County Vacant Buildable Lands Report.

\*Battle Ground’s Employment Capacity is estimated at 10,060, when factoring in redevelopment and public employment capacities.

**Table 3-3: Employment Land Capacity, for the 2015 - 2035 Planning Horizon**

	Gross Acres	Net Acres*
<b>Commercial</b>		
City	580.2	365.3
UGA	98.2	64.9
<b>Total</b>	<b>678.4</b>	<b>430.3</b>
<b>Industrial</b>		
City	307.3	161.6
UGA	0	0
<b>Total</b>	<b>307.3</b>	<b>161.6</b>

Source: Clark County Buildable Lands Report, 2015. \*Note: Net Acres includes land that is either vacant or underutilized and not encumbered by critical areas.

## Planning for Residential

As indicated in the **Residential Population and Capacity** table below, as of 2015 the City contains 1,133 acres of net developable acres of residential land. RCW 36.70A.215 requires that “suitable land to accommodate the countywide population projection established for the county pursuant to RCW 43.62.035 and the subsequent population allocations within the county and between the county and its cities and the requirements of RCW 36.70A.110.” Battle Ground must plan for approximately additional dwelling units, which translate into a need of 1,118 developable acres, according to the Clark County Vacant Buildable lands report.

The City’s 2015 inventory, as shows 1,133 acres, is falling short 98 acres. However, the City can accommodate this shortfall based on the additional 80 acre UGA expansion, 11 acres which will be devoted to residential development. Furthermore, Battle Ground’s existing pre-approved residential lots, the opportunity for infill development, and additional wetland mitigation as authorized in our code, can accommodate this need.

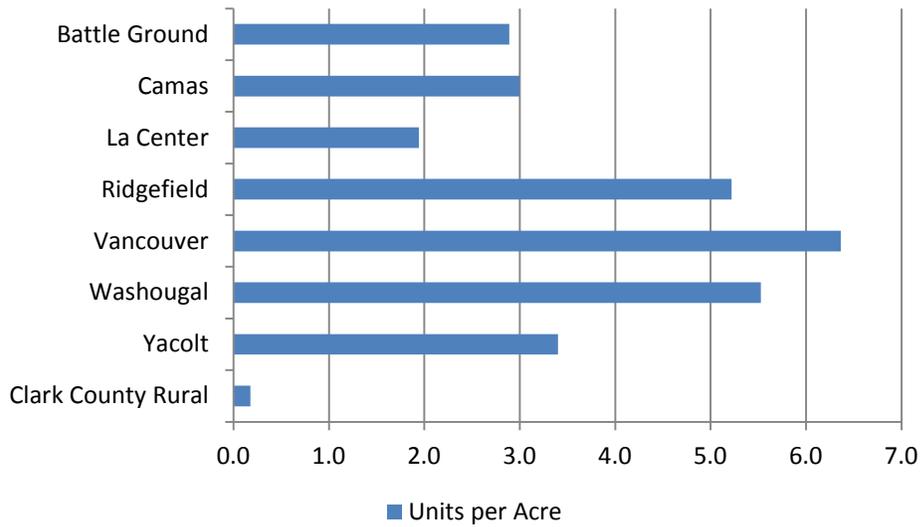
**Table 3-4: Residential Population Capacity**

Battle Ground	2015 Population	Population to be housed in by 2035	Residential Units needed	Observed Units per acre	2035 Projected Population
	20,871	17,845	6,708	4.2	38,443
	Gross Acres	Net Acres			
City	1,797	786			
UGA	740	332			
Total	2,537	1,118			

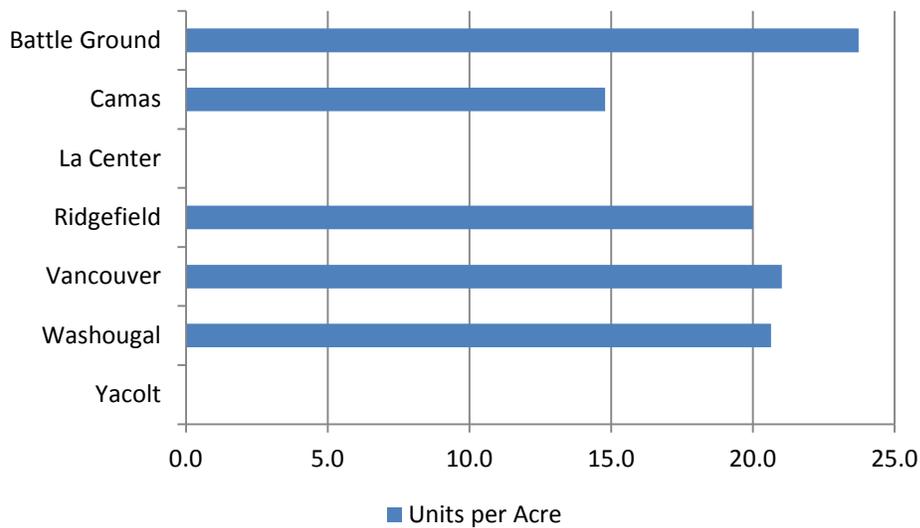
Source: Clark County Community Planning, 2015 Vacant Buildable Lands Model.

As indicated in the **New Single-Family Development Density by City**, 2006-2014 graph below, Battle Ground has added single-family homes at densities of 3 units per acre, however this actually is much higher considering many subdivision developments in Battle Ground contain wetlands that require protection. A better measure of density may actually be observed by the *net* acreage of 6-8 based on platting activity in Battle Ground the early 2000s. A notable change during this time frame as shown in the **New Multi-Family Development Density by City**, 2006-2014 chart is the high density of new multi-family development in the City, averaging 23.7 dwelling units per acre.

**Table 3-5: New Single-Family Development Density by City, 2006-2014**



**Table 3-6: New Multi-Family Development Density by City, 2006-2014**



Monitoring building permits provides a measure of the level of construction activity and the rate at which residential land is being developed. The Table below, **Single-Family and Multi-Family Building Permits, 2006-2014**, shows the number of new single-family and multi-family building permits issued, and the single-family and multi-family split from July 1, 2006 to December 31, 2014. During this growth cycle, 34% of all dwellings were multi-family, and the 66% were single family. Battle Ground leads Camas, Washougal, and Ridgefield in the percentage of multi-family, but trails Vancouver who leads the County at 62%. In conformance with GMA, it is the City’s policy is to provide for a variety of

housing options for residents by specifying that no more than 75 percent of any new dwelling type shall be of the same product type (i.e. single-family housing). With the influx of multi-family development in recent years, Battle Ground is achieving this target.

**Table 3-7: Single-Family and Multi-Family Building Permits, 2006-2014**

Battle Ground		Single-Family			Multi-Family			Total		
		Units	%SF	Acres	Units	%MF	Acres	Units	Acres	Units/Acre
	City	506	64%	175.1	280	36%	11.8	786	187	4.2
	UGA	45	100%	62.2	0	0%	0	45	62	0.7
	Total	551	66%	237.3	280	34%	11.8	831	249	3.3

Source: Clark County Buildable Lands Report

Most new employment and population growth in Battle Ground is expected to occur on vacant or underdeveloped land. Due to the limited availability of vacant or underdeveloped land within the existing city limits, the city expects to strategically annex new land from its Urban Growth Area that supports cohesive neighborhoods and the city’s “small town feel”. The Urban Growth Area was expanded in 2004 and 2007 to accommodate future population growth. With this Plan, no extensive Urban Growth Area Expansions are proposed, except for an 80-acre expansion on the west side of the city for job creation.

Neighborhoods are envisioned in this plan to be the backbone of the community. Neighborhoods will include multiple uses such as convenience retail stores, personal-service businesses, and public institutions such as a branch post-office or a community center. Neighborhoods will have strong interrelationships to surrounding areas and the city’s commercial core through compatible land use arrangements and multiple transportation connections.

Commercial development will be focused in four district planning areas. Each commercial area will be developed with a distinct identity linked to the economic functions it serves; however, each area will be integrated with the others and will support the city’s small town feel.

**District Planning Areas**

Districts have been established by the Plan to foster a unique identity for the Sand Hill, West Main Street, Central Main Street, and Old Town areas (see Figure 3-2). The City of Battle Ground will initiate planning for these districts in anticipation of substantial development. The planning process will include establishment of City policy for these areas, analysis of existing conditions, identification of opportunities and constraints to achieving City policy, and a strategic action plan and possible zoning overlays.

The following guidelines are included in this plan to serve as a framework to assist developers in understanding the City’s goals and objectives for high quality development within commercial districts, and to provide the basis for future regulations that will implement the districts. The guidelines complement the existing mandatory development regulations contained within the Battle Ground City

Code. The City of Battle Ground will refine the guidelines contained in this section in subsequent planning efforts.

### **Sand Hill District**

The Sand Hill District encompasses the lower slopes of Sand Hill located on the western limits of the Future Urban Growth Area. This district extends from 199<sup>th</sup> Street on the south to approximately 10<sup>th</sup> Street on the north, and from 102<sup>nd</sup> Avenue to 92<sup>nd</sup> Avenue. This area features the lower slopes of Sand Hill that offers sweeping views to the north, east, and south. Development envisioned for this area includes a mix of residential, commercial, and recreational activities. The purpose of this district is to encourage the development of a variety of residential densities to take advantage of the views presented by the geography, and a mix of commercial and office uses to complement the residential growth. On the north side of SR 502, emphasis will be placed on development of a mixture of offices and retail activity in a mixed use neighborhood. A gateway feature will be developed on the western extent of the Sand Hill District, on SR 502 near 199th Street, through special architectural treatment of buildings or a landscape element.

### **West Main Street District**

The West Main Street District encompasses areas along Main Street between 102<sup>nd</sup> Avenue and SR 503. This district will foster development of a major center for large-scale retail and service enterprises, while engendering a “small town feel” through design guidelines that support the pedestrian environment. Anchor stores, small department stores, grocery stores, and banks are among the types of businesses that are expected to locate in this district. Structures in this district should be clustered together to create nodes of activity and to provide opportunities for shoppers to combine visits to multiple stores in walking trips. Structures should also be sited to complement each other by creating linkages between buildings such as overhangs, trellises, and specially treated pavement. Boxlike development should be avoided by constructing buildings with architecturally detailed and articulated elevations. Parking lots should be located in the interior of sites rather than between buildings and the street to minimize building setbacks, and to provide improved access for pedestrians.

### **Central Main Street District**

The Central Main Street District includes areas along Main Street between SR 503 and 5<sup>th</sup> Avenue. The purpose of this district is to strengthen the area as a center for civic uses, professional services, and retail uses. Battle Ground’s City Hall, the public library and the fire station are located in this area.

Buildings in this area should be human-scaled, and maintain an active frontage and entrance on the street. Blocks should be small in this district to provide many connections for pedestrians traversing the area. Building elevations should have a high degree of architectural detail and articulation. Large box-like development is discouraged within this area. Parking should be available in small lots behind or on the sides of buildings. There are several key redevelopment opportunities within the Central Main Street District, including Meyer’s Marketplace. When redevelopment occurs in this area, it should support the purpose of this district. At some time in the future, Battle Ground School District may decentralize some or all of their facilities located in this area. Should this occur, redevelopment of these parcels should occur in a way that is sensitive to the area’s design context, including regional center uses and any remaining school uses.

## **Old Town District**

The Old Town District encompasses the areas along Main Street from Parkway to the railroad tracks. The purpose of this district is to reinforce its role as the historic center of Battle Ground's cultural, civic, and commercial life. This district will support development of land uses such as specialty stores, restaurants, and professional services. The most important feature that this district will encourage is human-scaled buildings that are proportional to the street and people. Buildings should be designed to have a strong relationship with the street through active storefronts, large windows, and a principal façade and entrance that face the street. The streetscape in this area will be focused on encouraging pedestrian use and improving circulation through safe pedestrian crossings, wide sidewalks, street furniture, and other pedestrian amenities. A comprehensive signage program could be developed for the area. Parking should be primarily located on the street.

## **Findings:**

The City of Battle Ground has designated land uses and intensities that are sufficient to accommodate anticipated growth during the next 20 years and are consistent with the Countywide Planning Policies and the Growth Management Act. In the future, residential growth will mostly be directed to unique new neighborhoods, and commercial development will occur in a way that supports the city's small town feel while bolstering the economy.

The Plan's intent is to strengthen Battle Ground as a place where family members can live, work, recreate and learn. The Land Use Element will make Battle Ground a more complete community, one that includes both housing and employment, by making additional commercial and industrial land available for development. However, the City will need to continue to improve its jobs-to-housing balance to ensure that residents have opportunities to work in Battle Ground.

The Land Use Element supports the expectation that Battle Ground will emerge as the premier commercial center within central Clark County. The Sand Hill, West Main Street, Central Main Street, and Old Town districts will encourage new growth and development in the city while reinforcing Battle Ground's small town feel. These districts will ensure that new development improves public spaces and the pedestrian environment by making them more functional and attractive for workers, shoppers, and visitors to these areas.

Figure 3-2: Commercial Districts

