

**Town of Yacolt**  
**Comprehensive Growth Management Plan**

**July 2013**

# **Yacolt Comprehensive Growth Management Plan**

**Town of Yacolt**  
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# I. INTRODUCTION

## PROLOGUE

The overall purpose of Yacolt's Comprehensive Growth Management Plan is to provide a framework for compact, orderly development within the town's Urban Growth Area, and insure adequate urban services to protect public health and welfare and enhance the quality of life within the community.

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### A. General Characteristics of the Community

Yacolt is a small town located in north Clark County. It is 13 miles north of Battle Ground and 30 miles northeast of Vancouver. The town lies in a bucolic valley within the foothills of the Cascades—relatively removed from developed and developing areas of the county. Maps describing the location of Yacolt are appended to the plan.

The incorporated area of Yacolt embraces 315 acres. The town has a population of 1,566 according to the 2010 Census. Economic activity is very limited within Yacolt. There are 12 small businesses serving the community. A primary school (K through 4) operated by Battle Ground School District is located in the town. Its current enrollment is approximately 845, drawing students from the community and the surrounding rural area.

The East Fork of the Lewis River drains the 15 square-mile Yacolt Valley. The East Fork is located two miles south of the town limits, and flows west toward the Columbia River. Several creeks drain the valley, most of which are tributaries of the East Fork. The largest of these streams are Yacolt, Big Tree, and Cedar creeks. Wetland and floodplain areas associated with streams lie within the town and nearby areas, particularly rural lands south of the town limits.

Yacolt does not have a strong economic base. Logging and other timber-related industries provided job opportunities at various times in the past. The importance of these economic activities has dwindled considerably and very few local employment opportunities exist. The community has not experienced any significant increase in commercial development in recent memory, and town officials are not aware of any serious business development prospects. Given its relatively small size and remote location, the community does not provide adequate market stimulus for business development that would generate a significant number of new jobs. Future population growth is not likely to be linked to new employment opportunities, people are attracted to Yacolt for its small town character.

There are 454 occupied housing units in Yacolt. The annual median household income for the town in 2010 was \$53,949 as compared to \$59,051 for the county, and 56,548 for the state as a whole, according to the 2010 Census. As of this writing the 2010 Census is the most recent economic data available.

## **B. Historical Profile**

*Yacolt* is an Indian word meaning *haunted valley*. White settlements were established along the bottomlands associated with the East Fork of the Lewis River and its tributaries in the 1860s. Among the first settlers were the Garner, McCutcheon, Landon, and Eaton families.

The first post office in the Yacolt area was located in Joseph Eaton's home near Rock Creek and operated from 1878 to 1880. Edward Alonzo Eaton (who was not related to Joseph Eaton) opened Yacolt's first business, Eaton's General Store, in 1902.

Also in 1902 a fire swept through forestland near the town. A railroad line was constructed on the edge of town to transport salvageable timber to a number of sawmills in the area, and the community began to grow. By 1903 the town was platted with 5,000 sq ft lots. Charlie Landon was the principal developer at the time. In 1905 a fire destroyed many of Yacolt's fledgling businesses, including three saloons, one restaurant, and a barbershop.

Yacolt became an incorporated town on July 11, 1908. The logging industry fueled the local economy—Weyerhaeuser (known as Twin Falls Logging at that time) and Murphy Timber were the largest logging operations in the area. Yacolt was the first town in the county with its own electric power generating plant. C.R. Miller constructed the plant on Big Tree Creek in 1910.

A catastrophic fire swept through the area in 1929 destroying most of the available timber. This fire, coupled with the nationwide economic depression of the 1930s, led to the closure of Weyerhaeuser's operation in Yacolt and the exodus of residents. In 1958 International Paper Company began operating a plant northeast of Yacolt in nearby Chelatchie Prairie, but the mill closed in 1979 and, again, people left the community.

## **C. Background and Legislative Framework for the Plan**

The Yacolt Town Council adopted its first Comprehensive Land Use Plan on April 4, 1977, which was prepared by Regional Planning Council of Clark County. The town engaged in a thorough comprehensive planning process in the early 1990s, in compliance with the provisions of the Washington State Growth Management Act (GMA), which was passed in 1990. This process culminated in a plan document entitled *Town of Yacolt Comprehensive Growth Management Plan*,



November 1994. On January 3, 1995, the Town Council adopted Resolution 308, ratifying the adoption of its Comprehensive Growth Management Plan, and pledging to undertake other actions aimed at implementing the plan.

The 2003 and 2010 update of Yacolt's Comprehensive Growth Management Plan was developed in response to GMA promulgated under the Revised Code of the Washington State Constitution Chapter 36.70A, as amended. The plan addresses statewide goals set forth under GMA, countywide planning policies, and the town's current planning goals and policies.

## **D. Goals and Policies**

### **Growth Management Goals (RCW 36.70A)**

The following GMA goals pertain to the Town of Yacolt's planning efforts:

**Urban Growth.** Encourage development 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.

**Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

**Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

**Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

**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.

**Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

**Open Space and Recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

**Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

**Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

**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 minimum standards.

**Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

**Note:** The GMA goal pertaining to natural resource industries does not apply to Yacolt. The town does not have productive forests or agricultural land within its urban growth area. The shoreline goal also does not apply to Yacolt. The town does not have a shoreline of statewide significance within its UGA. However, Yacolt recognizes the importance of these goals since forests, agricultural land and important stream corridors, including the East Fork of the Lewis River, lie within close proximity to the community.

### **Clark County Community Framework Plan**

Clark County sponsored an extensive public participation program for growth management planning purposes. The program was entitled *Perspectives*. It resulted in, among other things, the Community Framework Plan (CFP), a long-range vision and policy document for Clark County. The CFP is comprehensive in scope, and provides direction for the development of Yacolt's Comprehensive Growth Management Plan. The countywide planning policies were updated in September 2007, and are as follows:

#### **1.1 Countywide Planning Policies**

- a. Clark 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 seven (7) years, their designated urban growth area or areas in compliance with RCW 36.70A.215. The purpose of the review and evaluation program shall be to determine whether Clark County and its cities are achieving urban densities within Urban Growth Areas. This shall be accomplished by comparing the growth and development assumptions, targets and objectives contained in these policies (and in county and city comprehensive plans) with actual growth and development that has occurred.
- g. Each municipality within Clark County shall annually provide to the county parcel specific information on land developed or permitted for building and development in three categories: residential, commercial, and industrial. The county and municipalities shall follow the guidelines specified in the *Plan Monitoring Procedures Report* for the collection, monitoring, and analysis of development activity and potential residential/employment capacity.
- h. Clark County, in cooperation with the municipalities, shall prepare a Buildable Lands Capacity Report every seven years, with the first report completed by September 2002. The report will detail growth, development, capacity, needs, and consistency between

comprehensive plan goals and actual densities for Clark County and the municipalities within it.

- i. The county and municipalities shall use the results of the Buildable Lands Capacity Report to determine the most appropriate means to address inconsistencies between land capacity and needs. In addressing these inconsistencies, the county and municipalities shall identify reasonable measures, other than adjusting urban growth areas that will be taken to comply with the requirements of RCW 36.70A.215.
- j. 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.
- k. 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; and,
  - 6) Conduct joint hearings within the urban growth areas to consider adoption of *Comprehensive Plans*.
- l. Coordination of land use planning and development:
    - 1) Clark 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. A municipality 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) The conversion of industrial or employment center lands to non-industrial or non-employment center districts shall occur only during the 10-year update provided for in (RCW 36.70A.130(3)) unless

equivalent acreage within an existing UGA is re-designated industrial or employment center.

- m. Urban development shall be limited to areas designated by the urban growth boundary. Clark County and each local jurisdiction urban areas would have a higher average density than currently exists, approximately 4, 6 to 8, units per net residential acre depending on the specific urban area. No more than 75 percent of the new housing stock would be of a single product type (i.e., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to wastewater management issues.
- n. Establish consistent regional criteria to determine the size of urban growth areas for the 20 year comprehensive plans that:
  - 1) Assume the need for residential market factor lands added to the amount called for in the population density forecast to build in flexibility; and
  - 2) Include a household size of 2.59 people per house; and
  - 3) Conserve designated agriculture, forest or mineral resource lands; and
  - 4) Ensure an adequate supply of buildable land; and
  - 5) Have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections; and
  - 6) Balance industrial, commercial, and residential lands.
- o. Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider following:
  - 1) Geographic, topographic, man-made and natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.); and
  - 2) Public facility and service availability, limits and extensions; and
  - 3) Jurisdictional and special district boundaries; and
  - 4) Location of designated natural resource lands and critical areas; and
  - 5) Minimize split designations of parcels.

## **2.1 Countywide 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-modal 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 that will meet the needs of an economically diverse population.

### **3.1 Countywide 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; and
- b. 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.

### **4.1 Countywide Planning Policies**

- a. Urban growth areas shall be established consistent with the protection of the environment and the enhancement of the county's high quality of life, including air and water quality, and the availability of water. The establishment of urban growth areas shall also be done in a manner consistent with the preservation of land, sites and structures that have historical or archeological significance.
- b. 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. These policies and regulations shall provide for the long-term viability of terrestrial habitat

functions and natural watershed processes identified by scientifically-based assessment.

## 5.1 Countywide 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; and
  - 2) Encourages energy efficiency; and
  - 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 countywide and bi-state air, land and water resources.
- c. Washington 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.

## 6.1 Countywide 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 statewide public facilities. This will ensure countywide consistency and avoid duplications or deficiencies in proposed facilities.
- m. The county, municipalities, special districts and Public Health 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.
- n. 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 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 of town standards.
- o. 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.
- p. The county, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.
- q. Establish storm water treatment plan for existing and future developments that complies with salmon recovery objectives.

## **7.1 Countywide Planning Policies**

The county and each municipality shall identify open space corridors, riparian areas, 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.

## **8.1 Countywide Planning Policies**

The county and each municipality should identify cultural resources within urban growth areas and the county.

## 9.1 Countywide Planning Policies

The following policies are county-wide and apply to both incorporated and unincorporated areas.

- a. The county and cities will demonstrate their commitment to long-term economic growth by promoting a diverse economic base, providing opportunity for all residents, including unemployed and disadvantaged persons. Growth which helps measurably raise the average annual wage rate of community residents and preserves the environmental quality and livability of our community, is viable growth and will improve the lifestyle of Clark County residents.
- b. The county and cities 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 cities will encourage long-term growth of businesses of all sizes, because economic diversification and stratification are important factors in overall job growth for the county and cities.
- d. The county and cities will promote productivity and quality among its businesses to meet world and market standards for their products and services.
- e. The county and cities will encourage higher educational levels for residents, and improvements in the measurable performance of high school graduates compared with other counties in the state.
- f. The county and cities may give priority assistance to employers who will increase the standard of living in the community.
- g. The county and cities will plan for long-term economic growth, which enhances the capacity of existing air shed for job-generating activities.
- h. The county and cities 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 cities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply long-term employment opportunities for county residents who are currently employed outside the state.
- j. The county and cities will work together to establish specific common benchmarks that will measure the region's overall economic viability. These benchmarks will be included in the county's Comprehensive Plan and are encouraged to be included in each jurisdictions comprehensive plan.

- k. Conversion of industrial or employment center lands to non-industrial or non-employment center districts may occur within the following parameters:
  - 1) Protect and preserve lands zoned heavy industrial for heavy industrial uses.
  - 2) Protect employment center lands from conversion to residential.
  - 3) Consider rezoning of employment center lands to non-retail commercial, office campus, or business park if the proponent can show that (a) the zone change would accommodate unforeseen and rapidly changing commercial development needs, and (b) the proposed designation is more suitable than the current designation given the land's site specific characteristics, and (c) the proposed zone change will generate jobs at a higher density than the current comprehensive plan zone allocation.
- l. Encourage use of multi-modal transportation system that facilitates the reduction of travel times and reduces the need for additional road construction within the region.
- m. Following consultation with interested cities, the county may, consistent with state requirements, designate Major industrial developments RCW 36.70A.365 and/or Master planned developments – Master planned locations RCW 36.70A.367 outside urban growth areas. Appropriate or required Intergovernmental Agreements consistent with the provisions of the state law shall accompany such designation.

### **10.1 Countywide Planning Policies**

- a. The county and each city shall give full consideration to the importance of school facilities and encourage development of sustainable learning environments through the adoption and implementation of county and city comprehensive land use plan policies and development regulations.
- b. The county and the cities shall jointly establish a school advisory body that is comprised of representatives from the county, cities, school districts, and special purpose districts and other interest groups. The advisory body may undertake the following, but shall in no way compromise or complicate an individual district's authority to take actions on its own in its best interest:
  - 1) Uniform data collection. Identify, monitor, and report to the community, at least annually, on the key performance indicators related to quality schools, capital facilities plans, and community development (Note: one of the points is to be able to relate schools data to other annual planning data provided by the cities and the county);

- 2) State and federal law issues. Develop issue papers and consensus recommendations regarding provisions of state and federal law which impact the adequacy and/or timely provision of school capital facilities.
- 3) Policy development and implementation. Actively participate in the development or amendment of city and county comprehensive plans and development regulations relating to or impacting schools including:
  - A. Location of Urban Growth Areas;
  - B. Location and mix of residential land use designations;
  - C. Commercial/industrial tax base within each school district;
  - D. Potential location of future school sites;
  - E. Potential co-location of school facilities with other public facilities (i.e. parks);
  - F. Phasing of residential development;
  - G. Private/public partnerships;
  - H. School facility permitting processes;
  - I. School impact fees; and
  - J. Last resort safety net considerations.
- c. The county and each city shall include sufficient vacant land at adequate sizes in the future land use categories to meet projected demand for new schools.
- d. Large residential development should confer with school districts on school impacts.
- e. Work cooperatively with school districts to facilitate permitting of new facilities and modernization of older facilities through clear regulations, effective on-site and off-site improvements, team approaches, and shared information regarding county processes.
- f. Encourage jurisdictions to cooperate in planning and permitting school facilities through land use policies and regulations that minimize the financial burden associated with developing school facilities.

### **11.1 Countywide 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.

- c. The goals and policies of this element are intended to:
  - 1) clarify and define design objectives for zoning ordinances;
  - 2) reduce review time during the design phase of proposed projects;
  - 3) improve the visual attractiveness of the community;
  - 4) encourage quality architecture and landscape design;
  - 5) minimize land use conflicts; and
  - 6) develop clear and consistent analysis of new projects.

## **12.1 Countywide 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 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. Developing areas within the 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 that provides the 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.
- c. The county shall encourage and support annexations to cities and town within the Urban Growth Areas if consistent with the policies contained within the annexation element.
- d. No city or town located in a county in which Urban Growth Areas have been designated may annex territory beyond an urban growth area.
- e. An inter-jurisdictional analysis and process which assesses the fiscal and other impacts related to annexation on the county, city or town, and special purpose districts shall be developed consistent with the policies contained in the annexation proposal.

## **Town of Yacolt Goals and Policies**

The GMA goals and countywide planning policies provide the framework for the update of Yacolt's Comprehensive Growth Management Plan. The goals, policies and strategies pertaining to each element of the town's plan are consistent with the GMA goals and relevant countywide planning policies.

The following goals and policies are intended to guide growth and development within the Yacolt Urban Growth Area over the next 20 years. They represent the values and aspirations of the Yacolt community. The goals and policies address land use, housing, economic development, transportation, parks and open space, historical preservation, regional public facilities, capital facilities, and annexation. Sets of goals and policies relevant to each of the plan's subject areas are repeated in the appropriate element of the plan.

### ***General Goals***

- *Preserve the rural character and small town atmosphere of Yacolt.*
- *Encourage the active participation of area residents in the planning process.*
- *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.*

### ***Land Use***

- Goal 1      Create a land use pattern that facilitates the orderly, cost-effective provision of urban services.**
- Policy 1-1    The Yacolt Urban Growth Area shall encompass sufficient area and employ appropriate urban densities that will accommodate the growth that is projected to occur for a 20-year planning period.
- Policy 1-2    The town and the county shall review the UGA and consider changes to the boundary at eight-year intervals.
- Policy 1-3    Protect the underlying aquifer from contamination to help assure a safe supply of public drinking water.
- Policy 1-4    New residential development or redevelopment should provide adequate public right of way, street, storm water control, water, and wastewater facility improvements, among other capital improvements that directly serve the new development.

## *Housing*

- Goal 2**      **Encourage the availability of affordable housing to all economic segments of the community, promote a variety of residential densities and housing types, and encourage the preservation and improvement of the existing housing stock.**
- Policy 2-1      Medium and high-density residential developments should be located near commercial centers with direct access to major or secondary arterials.
- Policy 2-2      Modular and manufactured dwellings that meet the latest nationally recognized construction standard should be allowed in residentially designated areas, provided they meet siting requirements pertaining to residential development.
- Policy 2-3      Provide sufficient land for various housing types, including housing for low-income families, manufactured housing and multi-family housing.
- Policy 2-4      Coordinate economic development and housing strategies to achieve parity between job development and housing affordability.
- Policy 2-5      Encourage housing and job opportunities in locations that will support the development of public transportation.
- Policy 2-6      Coordinate housing strategies to ensure the availability of public facilities and public services.
- Policy 2-7      Encourage infill housing developments to provide opportunities for housing construction in pockets of unused land within the UGA.
- Policy 2-8      Encourage flexible and cost-efficient land use regulations for the creation of alternative housing types, which will meet the needs of an economically diverse population.
- Policy 2-9      Encourage the preservation and improvement of the existing housing stock.
- Policy 2-10      Explore housing strategies to protect citizens on fixed incomes from escalating property taxes, which could potentially displace residents from their homes (e.g., property tax subsidies).

## *Economic Development*

- Goal 3**      **Provide land use opportunities that encourage the diversification of the economic base of Yacolt; promote economic opportunity for all residents, including unemployed and disadvantaged persons.**
- Policy 3-1      Provide for orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible commercial and industrial development, recognizing development limitation until a public sewer system is available.
- Policy 3-2      Encourage the location of new businesses that are acceptable to the community within the UGA in order to provide greater local employment opportunities and broaden the economic base of Yacolt. Encourage the location and retention of employers who will increase the standard of living in the community.
- Policy 3-3      Establish specific economic indicators that will measure the community's overall economic viability.
- Policy 3-4      Support and promote local education programs as a means of improving the quality of high school graduates and the skills of the labor force.
- Policy 3-5      Commercially designated land should not be developed for less intensive (residential) uses.
- Policy 3-6      To promote one-stop shopping and reduce traffic impacts on the road, commercial development should be centralized rather than spread along an arterial road.
- Policy 3-7      Commercial development should have direct access to adjacent roads through a limited number of driveways. Internal circulation should be coordinated with other uses in the commercial center.
- Policy 3-8      Drive-up or drive-in facilities should be encouraged only as an integral part of a commercial center.
- Policy 3-9      Industrial development site plans should protect and complement environmentally sensitive features (e.g., stream corridors, wetlands, and forested slopes). These natural features may serve as buffers between industrial sites and nearby land uses. Industrial sites should be visually pleasing as viewed from adjoining uses and public roads. Pedestrian and bike paths should link the community to industrial sites whenever practical.



Policy 3-10 All activities within an industrial development should be housed within an enclosed structure to mitigate adverse impacts from manufacturing activities such as noise, glare, odor, and vibration on the outside. Building setbacks on industrial sites should be generous.

### ***Transportation***

**Goal 4 Provide a transportation system that meets the internal circulation needs of Yacolt, while being consistent with the regional transportation network.**

Policy 4-1 Coordinate land development with the transportation system to reduce existing deficiencies and prevent future deficiencies.

Policy 4-2 Continue to reconstruct and repair streets, storm water control facilities, and sidewalks, and improve street lighting.

Policy 4-3 Improve and maintain the town's road network and ensure that changes are consistent with the regional road network by coordinating with the county and the state.

Policy 4-4 Endeavor to establish a regional transportation system by cooperating and working with Clark County, the Metropolitan Planning Organization, Regional Transportation Planning Council, Washington State DOT, bi-state committees, municipalities and C-Tran. The regional transportation system shall function in a manner that promotes energy and financial efficiencies, and environmental protection.

Policy 4-5 Regional transportation facilities shall be consistent with countywide and bi-state air, land and water resource goals and policies.

Policy 4-6 Optimize the use of and maintain existing roads to minimize the construction costs and negative impacts on the environment and community associated with roadway facility expansion.

Policy 4-7 Maintain roadway design and level of service standards, and functional classification schemes that are generally consistent with county standards.

### ***Parks/Open Space/Environmentally Critical Areas***

**Goal 5** Encourage the retention of critical and unique open space and the development of recreational opportunities; conserve fish and wildlife habitat; increase access to natural resource lands and water; and develop parks.

Policy 5-1 Identify open space corridors, and important isolated unoccupied natural areas within the Yacolt UGA, which should be preserved or have potential to be developed as parks.

Policy 5-2 Open space shall include unoccupied lands having the potential to be developed as parks or trails, and environmentally sensitive natural features providing visual relief, landscape buffers, and fish and wildlife habitat.

Policy 5-3 Parks and open space should be provided in the Yacolt UGA in accordance with following standards:

<i>Park Type</i>	<i>Acres/ 1000 Population</i>
Neighborhood Park	1
Community Park	3
Urban Open Space	1

Policy 5-4 Designate and protect the following environmentally sensitive areas or *critical areas* and ecosystems: wetlands; areas with critical recharging effect on aquifers used for potable water; fish and wildlife conservation areas; frequently flooded areas; and geologically hazardous areas. The best available science will be used to protect the functions and values of critical areas. Critical area designations will be made pursuant to RCW 36.70A.030, RCW 36.70A.050, RCW 36.70A.170(d), RCW 36.70A.172, and WAC 365-195 part 9.

### ***Historic Preservation***

**Goal 6** Development within the Yacolt UGA shall proceed in a manner consistent with the preservation of lands, sites and structures that have historical or archaeological significance.

Policy 6-1 Identify federal, state and local historical and archaeological lands, sites and structures of significance within the Yacolt UGA.

Policy 6-2 Encourage owners of historic sites and structures to preserve and maintain them in good condition, consistent with their historic

character. Develop financial and other incentive programs to encourage owners of historic properties to maintain their properties.

Policy 6-3 Insure that permits for private developments and public works projects carry the condition that, if during construction articles are encountered that may be of cultural significance, the project manager will halt construction immediately notify the Washington State Office of Archaeology & Historic Preservation, and provide an opportunity the articles of interest to be examined by knowledgeable agents with OAHP.

Policy 6-4 Encourage and facilitate historic preservation public education efforts.

### ***Regional Public Facilities***

**Goal 7 The town will cooperate and support the efforts of Clark County in developing a process for identifying and siting essential regional facilities, e.g., transportation facilities, state education facilities, airports, corrections facilities, solid waste handling facilities and regional parks.**

### ***Capital Facilities and Utilities***

**Goal 8 Provide a full range of community facilities, utilities 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 without decreasing current service levels below locally established minimum standards.**

Policy 8-1 Develop and implement a comprehensive program for the location and construction of community facilities and utilities.

Policy 8-2 Provide for the review of building plans, inspection of building construction, and regular fire prevention inspection of existing commercial buildings and other structures used by the public.

Policy 8-3 Ensure that any development proposed for the community is contingent upon the availability of public facilities and services necessary to support the development, and that these facilities and services are available concurrent with the occupancy or use of the development.

Policy 8-4 Coordinate with the county to ensure that public facilities and services are provided in a manner that is consistent with adopted

comprehensive plans.

- Policy 8-5 Establish a process to re-evaluate the land use element of the comprehensive plan upon determining that adequate financial resources do not exist to provide necessary public facilities and services to implement the plan.
- Policy 8-6 Consider the establishment of impact fees and system development charges as a method of financing public facilities required to support new development.
- Policy 8-7 Continue to update the six-year capital facility program that is contained within this element of the comprehensive plan.
- Policy 8-8 Include in the six-year capital facility program capital projects exceeding \$10,000 that are generally identified in the comprehensive plan. Capital improvements costing less than \$10,000 and certain costly administrative activities may be considered for inclusion in the program.
- Policy 8-9 Ensure that projects presented in the capital facilities program are consistent with the adopted comprehensive plan, as required by RCW 36.70A.120.
- Policy 8-10 Utilize the following criteria as a guide in evaluating and ranking proposed capital facility projects:
- Public health and safety protection.
  - Private property protection.
  - Environmental protection and natural resources conservation.
  - Statutory or other legal requirements.
  - Level of Service compliance.
  - Facility deficiency correction.
  - Obsolete facility replacement.
  - Community growth and development support.
  - Operating cost reduction.
  - Financial feasibility.
  - Outside funding availability.
- Policy 8-11 Establish and annually review design and/or level of service standards for certain public facilities and services including street and stormwater control, traffic circulation and water distribution—particularly fire flow.

- Policy 8-12 General obligation debt on public facility improvements shall not exceed 2.5 percent of the assessed value of the taxable properties within the town limits.
- Policy 8-13 Seek funding support for capital facility projects by engaging staff in monitoring viable state and federal programs, and developing applications for financial assistance. Technical assistance shall be sought from Clark County, Clark Public Utilities, and other public agencies in developing plans, strategies and applications for outside funding assistance.
- Policy 8-14 Continue to address proposals by Battle Ground School District for Yacolt to assess new developments in the community with additional school impact fees, and carefully evaluate the necessity of additional fees.
- Policy 8-15 Seek funding assistance to advance elements of Yacolt's wastewater management program, including the design and construction of a public sanitary sewer system.

***Annexation***

**Goal 9 Provide for an orderly transition of governmental jurisdiction to unincorporated lands proposed for annexation within the Yacolt UGA; consider the extension of urban services in an orderly and cost effective manner; and improve the fiscal stability of the town.**

- Policy 9-1 Develop a plan for annexation, which includes a method for identifying candidate areas, and a proposed sequence for annexation of these areas. Lands outside the UGA area shall not be considered for annexation.
- Policy 9-2 Annexation petitions will be accompanied by a plan for the transition and/or provision of urban services.
- Policy 9-3 Annexation petitions that include significant developed commercial and/or industrial land should include a mutual funding arrangement to mitigate a negative economic impact on the county.
- Policy 9-4 The town shall provide to all landowners in candidate areas, or parties of interest, information, which will assist them in making an informed decision on the annexation petition.

## **II. LAND USE ELEMENT**

### **A. Introduction**

The land use element provides guidance for making decisions regarding the use of land within the town limits and the UGA. It provides policies concerning where and how various land uses should be located and arranged to promote efficient and cohesive patterns of development—a complementary blend of land use activities throughout the community. The policies of the land use element are expressed in the narrative and illustrated on the Comprehensive Plan Map, which is appended to the plan.

The land use element includes a review of the existing use of the land within the Yacolt UGA. It analyses the likelihood of future residential, commercial and industrial growth based largely upon recent development trends, examines the land available to accommodate development, and identifies the public facilities and services needed to support growth within the community.

### **B. Existing and Projected Population**

Yacolt is a small town—the smallest incorporated area in the county. The current population of the town is 1,566, according to the 2010 census.

The population of Yacolt rose and fell during the first half of the 20<sup>th</sup> century, in rhythm with the logging and wood product industries, and the economic woes of the 1930s. Its relatively remote location has also kept a damper on the number of people choosing to reside in Yacolt. Over the past two decades, however, the town has experienced a significant increase in population, reflecting the growth in the region.

The population of Clark County is 425,363, according to the 2010 Census. The Board of Commissioners, with the 2007 adoption of the Clark County Comprehensive Growth Management Plan, has chosen an approach to managing growth that calls for expanding urban growth areas by a total 12,063 acres countywide. Given the land area available for residential development at urban densities under this growth management approach, the county's population is expected to reach 584,310 by year 2024 (Final Environmental Impact Statement on the Comprehensive Growth Management Plans of Clark County, 2006).

Clark County had estimated that Yacolt's population would reach 1,806 by year 2024 (Buildable Lands Report, March 2002). The county has since revised this projection and now estimates that the town will have a population of 2,280 by year 2029 (2010 U.S. Census with projected 2.0% growth rate).

Approximately 30 acres of vacant developable land designated for residential use have been identified within the corporate limits of Yacolt. This land has reasonably good road access and no apparent environmental restrictions. Subtracting a small amount of land that would be needed to support additional public road right-of-way and land needed to create buildable lots (10 percent) the town has about 27 acres (net) available for residential development.

### C. Selected Demographic Information

*Age:* The 2000 Census revealed that the inhabitants of Yacolt are relatively young. According to the 2010 Census, the median age of Yacolt's population is currently 25.0, as compared to 26.5 in 2003. The median age of the population countywide is 34.2.

*Race:* The overwhelming majority of Yacolt's residents are Caucasians of European origins. Community members of other racial or ethnic origins collectively comprise only 4.2 percent of the population. People of Hispanic, African American, Native American and Islands of the Pacific origins comprise this group, and among them people of Hispanic or Latino origins are most numerous. People of non-Caucasian or European origins represent 14.6 percent of the population countywide (2010 Census).

*Income:* Yacolt's median household income is \$53,949, which is considerably higher than it was in 2003—\$39,444. Yacolt experienced a large percentage increase in household income over the past decade, compared to other communities in the county, yet the median household income for the town remains slightly lower than the county as a whole. Countywide the median household income is \$56,073.

*Employment:* A total of 376 residents of Yacolt aged 16 and older are members of the labor force. Important employment sectors or *industries* in which Yacolt workers are engaged include construction, manufacturing, retail trade, health care and social services. A breakdown of employment by broad industry categories follows:

#### Yacolt Labor Force Employment by Industry

<i>Industry Type</i>	<i>Employees</i>
Agriculture, Forestry, & Mining	8
Construction	91
Manufacturing	40
Transportation & Warehousing	33
Wholesale Trade	14
Retail Trade	45
Information	4

<i>Industry Type</i>	<i>Employees</i>
Finance, Insurance, Real Estate, Rental, Leasing	12
Professional & Technical Services	8
Administrative, Support, Waste Mgt Services	15
Educational Services	15
Health care & Social Services	43
Food Services	23
Other Services	16
Public Administration	9
<b>Total employment 16 yrs of age and over</b>	<b>376</b>

Most of Yacolt's residents who participant in the labor force work outside the community. Of the 376 labor force members, 349 workers travel to places of employment located outside the community, and 105 of these workers journey to jobs located out of the state—most of whom probably commute to employment centers in the Portland area. The mean travel time to work for Yacolt commuters is 41.3 minutes, as compared to 24.7 minutes for commuters countywide (U.S. Census 2010, prepared by the U.S. Census Bureau ([www.census.gov](http://www.census.gov))).

#### **D. Existing Land Use**

The incorporated area of Yacolt is 344.66 acres, the current Urban Growth Area is 28.98 acres, and the town's Urban Reserve contains 317 acres. Land uses within the UGA were inventoried in the course of developing the plan. These uses may be broadly categorized as residential, commercial, industrial, public facility, parks and open space, public right-of-way and vacant lands.

##### ***Residential***

There are 454 residential dwelling units in Yacolt. Single-family dwelling units makeup the overwhelming majority of the residential land uses in the town. There are only five multi-family dwelling structures (three duplexes, one triplex, and one seven-unit apartment complex) containing a total of 16 units. These multi-family dwelling units are concentrated within three blocks of the core area of the community.

The average residential density is 3.68 unit per acre. Lot sizes within the town vary greatly. Some older homes occupy 5,000 and 6,750 sq ft parcels, which were created when the town was established. Other homes occupy 10,000 and 12,500 sq ft lots. Recently constructed single-family homes occupy 18,000 sq ft parcels. Additional information about housing is presented in the Housing element.



## **Commercial**

There are 12 commercial establishments in the town, which are located on lots comprising a total of 10 acres. Most of these commercial activities are small retail and service operations catering to local markets. They are clustered in the core area of the town near the intersection of W Yacolt Road and Amboy Avenue. Four churches are located within the community. These are not commercial establishments, of course, but like commercial activities, public offices, etc., churches require parking and generate vehicular traffic.

## **Light Industrial**

There is one small-scale industrial operation within the town limits occupying a single one-acre lot and provides storage for well drilling equipment. The industry operates as legal nonconforming use within an area designated for commercial activity. A second industrial operation is the 5,000 sq ft MCI satellite telecommunications relay facility, which is located on a nine-acre site immediately east of the town limits within the UGA.

## **Public Facilities**

Public buildings and structures comprise a total of approximately 71.5 acres within the corporate limits and within the UGA. Yacolt, Clark County, North Country EMS, Battle Ground School District, Clark Public Utilities and the Postal Service own these facilities.

### **Public Buildings and Structures**

<i>Building or Structure</i>	<i>Acres</i>		
	<i>Town Limits</i>	<i>Unincorporated UGA</i>	<i>UGA</i>
Town Hall	0.30		
Library	0.15	—	0.15
Post Office	0.9	—	0.9
Yacolt Primary School	14.8	—	14.8
Water Reservoir (beyond town limits)	1.76	—	1.76
Fire Station & Town Shops	—	0.5	0.5
Water Supply Wellfield (4 wells in Ballfields 1 in Town Park)	<i>See Parks</i>		
Public Road Right-of-Way	47.39	3.8	51.19
Yacolt Cemetery (beyond town limits)	—	2.18	2.18
<b>Total</b>	<b>65.3</b>	<b>6.48</b>	<b>71.48</b>

## **Parks**

Yacolt has three public parks: Town Park, the Ballfields and open space along the western margin of the Yacolt Primary School property. These parks comprise a total of approximately 19 acres. Maps appended to the plan show the location of the parks.

The Town Park comprises two acres. It is an attractive and well-used recreational facility within the heart of the community. The park provides visual relief from the surrounding cluster of homes and other intensive land uses.

The Ballfields is an 11 acre site and includes a nine-acre field used by the North Clark Little League and a two-acre T-ballfield. A clubhouse and restrooms are located on the property. Four public water supply wells are spaced within the ballfields. The wells are operated by Clark Public Utilities (see Public Facilities).

The open space west of the school includes approximately six acres along Yacolt Creek. Although available to the general public, this natural area is used principally in an environmental education program for the students attending Yacolt Primary school.

### **Yacolt Parkland**

<i>Parkland</i>	<i>Acres</i>		
	<i>Town Limits</i>	<i>UnincorporatedUGA</i>	<i>Urban Reserve</i>
Ballfields	11.0	---	---
Town Park	2	---	---
Yacolt School Park	6	---	---
<b><i>Total</i></b>		---	---

An important natural area within the town limits is Yacolt Creek, which flows along the northwest and southwest margins of the community to the upper East Fork of the Lewis River. The East Fork provides the public with a variety of recreational opportunities including fishing, kayaking and swimming. It is one of the most important streams in the Pacific Northwest for anadromous fish habitat—a home for wild salmon and steelhead.

Trails systems and parks are located along the East Fork. Moulton Falls County Park, which is located on Lucia Fall Road about three miles south of Yacolt, is one of the popular recreational sites on the upper East Fork. The park is immediately downstream from the mouth of Yacolt Creek.

### ***Vacant Land***

Approximately 96.0 acres of land within the town limits are undeveloped, of which 55 acres are large holding that support forest and agricultural uses but lie within areas designated for residential use. The remaining 94 acres are vacant parcels interspersed within existing residential and commercial areas. An examination of this undeveloped land revealed that about 41.0 acres appear to be developable.

### ***Summary of Existing Land Uses***

<i>Land Use</i>	<i>Acres</i>		
	<i>Town Limits</i>	<i>Unincorporated UGA</i>	<i>UGA</i>
Residential	85.6	—	85.6
Commercial	9	—	9
Industrial	1	10	11
Public Facilities	65	6.5	71.5
Parks	5.5	13.5	9
Forest and Agriculture	55	—	55
Vacant/ Undeveloped	94	15.9	109.9
<b><i>Total</i></b>	<b>315.1</b>	<b>45.9</b>	<b>361</b>

### **E. Urban Growth Area**

Yacolt's Urban Reserve Area embraces 317.0 acres and the incorporated area of the town comprises 344.66 acres. Yacolt is proposing a change in its Urban Growth Area to accommodate growth projected within the 20-year planning horizon. Yacolt does not have a public sewer system, although Ecology issued a letter of approval for a Facility Plan on August 1, 2012. Residents depend upon individual onsite septic systems to dispose of wastewater. Yacolt is not able to manage wastewater generated by development at urban densities.

Clark County has been growing rapidly. Communities and rural areas in the northern portion of the county are impacted by this growth trend, and Yacolt is no exception. Development has occurred within Yacolt and the surrounding valley. Without a public sewer system, Yacolt will be unable to absorb development and rural residential sprawl may continue in the surrounding area—a development pattern that runs counter to GMA goals.

Yacolt adopted a General Sewer Plan and a Facility Plan and is advancing the wastewater management program set forth in the plan. The Town has developed an inspection program in concert with Clark Public Health. The program provides for frequent, rigorous inspections of on-site systems and swift correction of wastewater problems. The inspection program will continue while Yacolt designs, assembles funding, and secures permits for a public sewer system.

## **F. Future Land Use**

The existing Comprehensive Plan has successfully guided the development of land uses within Yacolt's UGA over the past decade. The basic goals and policies of the plan remain applicable. They will continue to guide the development of the community, given the projected population within the 20-year planning horizon.

The land use designations within Yacolt's UGA were made after examining the advantages and disadvantages associated with an array of land use arrangements, taking into account the following factors:

- Physical characteristics of the community.
- Existing land use activities and development patterns.
- Future land use needs.
- Existing and future availability of public facilities and services.
- Community development goals.

### ***Residential***

The existing supply of land designated for residential use is not sufficient to accommodate the population projected for the community during the planning period. Consideration should be given to modifying residential site development provisions, e.g., dwelling unit setback, accessory building, off-street parking, driveway alignment, storm water control and landscaping requirements.

Yacolt is expected to grow by 2% per year throughout the planning horizon. According to the 2010 Census, the baseline population year for planning purposes, Yacolt had a total population of 1,566. Adding 2% per year throughout the planning period projects a population in year 2029 of 2,280 persons.

The current corporate limits of Yacolt contain 344.66 acres. According to the most recent Vacant Buildable Lands Model (VBLM) and 2012 plan monitoring report Yacolt will need an additional 17.0 acres of buildable land to accommodate expected population growth over the planning horizon.

*Minimum Lot Size:* The current minimum lot size for a single-family dwelling unit served by an onsite wastewater disposal system is generally 12,500 sq. ft. This lot size is used for planning purposes. However, a single-family dwelling served by an onsite system may be constructed on a 10,000 sq ft lot, if the parcel was legally created before June 8, 1971 (effective date of WAC 246-272, requiring a minimum lot size of 12,500 sq ft), or a combination of two smaller lots created at that time, if together they include 10,000 sq ft.

*Development Densities:* The density of dwelling units on newly developed land designated for residential use is expected to average 2.4 units per acre. The overall density of dwellings on residential land throughout the UGA, considering previously developed as well as newly developed land, is expected to average 3.24 units per acre. These are not urban residential densities. Urban densities will not occur until the town has a public sewer system.

### ***Commercial***

The existing supply of land designated for commercial use should be sufficient to provide opportunities for business development during the planning period. Consideration should be given to modifying commercial site development provisions addressing, e.g., building setbacks, onsite and off-street parking, vehicular access roads, storm water control, signage, accessory buildings and storage areas.

There are 33 acres of land designated for commercial use, of which 23 acres are undeveloped. Approximately 15 acres are under private ownership. The remaining commercially designated land is within the county's railroad right-of-way, albeit absent rail infrastructure.

Yacolt has not experienced any significant increase in commercial development in recent memory and the town is not aware of any serious business development prospects. Given its relatively small size and remote location, Yacolt does not provide adequate market stimulus for business development that would generate a significant number of new jobs. The existing supply of land designated for commercial use should be sufficient to provide opportunities for business development, if interest arises.

### ***Light Industrial***

The existing supply of land designated for industrial use is not sufficient for the planning period. Yacolt cannot encourage manufacturing activities to locate in

the UGA until it has a public sewer system, however, the location proposed for a future public sanitary sewer treatment plant is located south of the current corporate limits. Therefore, 57.25 acres of additional area for industrial development is designated to the south and east. There are currently nine acres designated for industrial use, which coincides with existing industrial uses, with two exceptions: There are two small industries operating as legal nonconforming uses on a site designated for commercial use.

The town will consider light industrial developments after it has a public sewer system. Light industries that would be appropriate at that time include, for example, operations engaged in clean product assembly; storage and distribution of clean manufactured products; and wholesale trades—activities that do not generate significant noise, vehicular traffic, air emissions, wastewater and solid waste. Campus-style developments separated from other uses by landscape buffers will be encouraged.

### ***Public Facilities***

Existing public facilities occupy 71.5 acres within the UGA. Plans are underway for a wastewater treatment plant in the newly designated Urban Growth Area.

*Wastewater Management Plan:* Yacolt has adopted a General Sewer Plan, which is better described as a wastewater management plan. The plan calls for the eventual construction of a small diameter public sewer system. This system will utilize existing onsite wastewater disposal equipment. Effluent from septic tanks will be pumped to a central treatment facility—a re-circulating sand filter treatment plant and subsurface effluent disposal system. Sites south of the UGA have been investigated as possibilities for the treatment plant.

### ***Parks and Open Space***

Yacolt does intend to establish a new park in the newly established Urban Growth Area. The park is anticipated to be 8.0 acres adjacent to land designated for the future public waste water treatment plant. Additionally, the town does intend to continue to improve its existing park properties—the Town Park and the Ballfields—as resources become available to make improvements.

*Environmentally Critical Lands:* Environmentally sensitive or *critical* surface water and land features are found within Yacolt's UGA. Environmentally critical lands retain or detain storm water, protect surface and groundwater quality, provide wildlife habitat and screen land use activities. Certain critical lands, such as floodplains and unstable slopes, pose risks to property and public safety.

Critical lands within the UGA include streams, 100-year floodplains, old landslide debris and slopes exceeding 25 percent. Yacolt Creek traverses the northwest and southwest margins of the UGA. The creek provides wildlife habitat and

should be preserved. Slopes exceeding 25 percent are found west of Yacolt Creek along the southwestern margin of the UGA. The natural vegetation covering these slopes should be maintained to preserve wildlife habitat and reinforce the land, and the area should remain undeveloped. These natural areas are identified on Yacolt's Critical Lands maps entitled *Water Features*, *Geologic Hazards*, and *Priority Habitat Species*, which are appended to the plan. The areas are also shown on the Comprehensive Plan Map, and are identified as open space. The precise boundaries of certain critical areas remain to be verified using the best available science.

Yacolt adopted a Critical Lands Ordinance (No. 387), to preserve these natural areas, promote public safety and protect property. New structures are generally prohibited from encroaching upon these areas, and must be setback from certain surface water and land features. Development setbacks or *buffers* range from 50 to 100 feet generally, depending upon the value of the environmentally critical area or risks to property and public safety.

### **Summary of Future Land Use Designations**

The current update of the Comprehensive Plan designates approximately 62 percent of the land within the UGA for residential use, which is roughly equivalent to the amount of land designated for this use in the previous plan, with one exception. An amendment to the plan and zoning in February 1997 changed the designation of two acres of land from commercial to residential, thus increasing the supply of residentially designated land and decreasing the amount of commercially designated land. The amount of land designated for industrial use has increased by 12.0 acres.

The current plan shows 21 percent of the land within the UGA devoted to public facilities, which is more than the amount of public facility land shown in the previous plan. The current plan also arbitrarily includes the town-owned cemetery in the public facility category.

The current plan dedicates five percent of the land within the UGA to parks and open space. The previous plan included environmentally critical areas in the inventory of land devoted to this land use category. The current plan does not treat critical areas as parkland, with the exception of the open space adjoining Yacolt Primary School, which is open to the public as a park but used principally for environmental education. Most of the environmentally sensitive features lie within areas designated for residential use. The precise characteristics and boundaries of certain environmentally features have not been verified, but will be determined and taken into account preceding residential development. Maps showing the best information to date about the location of these natural features are appended to the plan.

## G. Economic Development Strategy

Yacolt has not experienced any significant increase in commercial development in recent memory. Given its relatively small size and remote location, the town does not provide adequate market stimulus for business development that would generate a significant number of new jobs. Economic development is also hampered by the absence of a public sewer system. However, there is at least one business theme that has yet to be fully explored—enterprises that target tourists who are attracted to Yacolt's rural setting and small town charm or the recreation and scenic areas located nearby.

In 1995 a Community Action Plan was prepared for the town under the guidance of the Yacolt Community Action Team. The plan received funding support from the U.S. Forest Service. It identified actions that might stimulate the expansion of existing and location of new small-scale business enterprises. The plan recognized existing and potential tourist attractions in the area and identified business opportunities associated with tourist trade. The Clark County railroad, bicycling scenic routes, a craft and farmers market, and nearby outdoor recreation areas were identified as local attractions that could stimulate tourist trade, if promoted. An update of the economic development strategy addressed in the Community Action Plan follows.

*Tourist Railway Service:* Yacolt will continue to cooperate with Clark County, Lewis & Clark Railroad, and the Battle Ground-Yacolt-Chelatchie Prairie Railroad Association to foster use of the railroad line. The existing passenger service appears to be a viable use of the line and promises to foster recreational opportunities and tourist trade.

*Bicycling Scenic Byways:* Scenic routes for cycling tours have been established.  
*Craft and Farmers Market:* The annual craft and farmers market should be expanded and promoted. Local artisans, produce vendors, and the like, will continue to be invited to rent space and display their products in an outdoor market located on a privately owned parcel near the commercial core of the community. The market should be scheduled when the North Clark Little League hosts the annual baseball tournament so that each event can benefit from the other's visitors.

*Outdoor Recreation Marketing:* Yacolt is close to splendid recreation areas. Mt. St. Helens, Silver Star Mountain, Merwin and Yale lakes, the upper reaches of the North Fork and East Fork of the Lewis River, Canyon and Siouxon creeks, and numerous other swift-flowing streams provide recreational opportunities ranging from picnicking and camping to deer and elk hunting, water skiing, whitewater kayaking, steelhead and trout fishing, snowmobiling, backcountry skiing, snowshoeing, mountain biking, trekking and mountaineering. Yacolt is ideally located to offer information about the nearby recreation areas, and to



market provisions for trips into the backcountry. It is proposed that Yacolt publish a brochure and map that highlights recreational opportunities in the area and advertises local merchants catering to backcountry travelers and other visitors to the area.

## **H. Comprehensive Plan Map**

The Comprehensive Plan Map provides an illustrative guide for the development of Yacolt's UGA over the next 20 years. The following land use designations are represented on the map, which is appended to the plan.

*Residential.* The Residential use designation recognizes existing residential development patterns and provides areas for new residential construction. Urban densities exist in older residential neighborhoods. Suburban densities (10,000 to 18,000 sq ft lots) exist in areas that have developed more recently, and these densities are planned for other areas designated for future residential use. Residential development at suburban densities will continue until a public sewer system is available.

*Commercial.* The Commercial use designation recognizes existing commercial development patterns and provides areas for the expansion of existing and location of new commercial and service establishments. The commercial designation provides for a range of economic activities including retail trade, services and professional offices.

*Light Industrial.* The Light Industrial use designation recognizes an existing industrial operation. Additional light industrial land is designated to provide a site for the planned sanitary sewer system.

*Public Facility.* The Public Facility use designation recognizes a variety of publicly owned buildings and structures. Public road right-of-way is included under this designation, although the map does not differentiate road right-of-way from adjacent land use designations. The town-owned cemetery is arbitrarily considered a public facility.

*Park and Open Space.* The Park use designation recognizes existing parkland. The Open Space use designation includes a variety of natural features that should be preserved and protected—streams, wetlands, floodplains, wildlife habitat, and steep and potentially unstable slopes. These *environmentally critical areas* often coincide with areas designated for residential use. The precise characteristics and boundaries of certain environmentally features have not been verified, but will be determined and taken into account preceding residential development.

## **I. Land Use Goal and Policies**

**Goal 1 Create a land use pattern that facilitates the orderly, cost-effective provision of urban services.**

Policy 1-1 The Yacolt Urban UGA shall encompass sufficient area and employ appropriate urban densities that will accommodate the growth that is projected to occur for a 20-year planning period.

Policy 1-2 The town and the county shall review the UGA and consider changes to the UGA boundary at eight-year intervals.

Policy 1-3 Protect the underlying aquifer from contamination to help assure a safe supply of public drinking water.

Policy 1-4 New residential development or redevelopment should provide adequate public right of way, street, storm water control, water, and wastewater facility improvements, among other capital improvements that directly serve the new development.

See Chapter I, Section D, for economic development and other related goals and policies.

### **III. HOUSING ELEMENT**

#### **A. Introduction**

There are 484 housing units in Yacolt of which 16 are units within duplex and other multi-family structures and 52 are mobile homes. According to the 2010 Census, owner occupied units represent 83.7 percent of the occupied housing and rental units make up 16.3 percent of the occupied stock, as compared to 64 percent owner occupied and 31 percent renter occupied housing for the county as a whole. Approximately 6.3 percent of Yacolt's housing stock is vacant, which is comparable to the percentage of vacant housing countywide.

Most of the homes within the core area of the town are relatively old and occupy small lots, typically 5,000 sq ft parcels. Homes within neighborhoods or subdivisions that have developed within the last 15 years occupy larger lots ranging from 10,000 to 20,000 sq ft. Most of these newly developed residential areas are located along the periphery of the community. These are not urban lot sizes. Yacolt does not have a public sewer system and, therefore, it is unable to manage wastewater generated by development at urban densities.

The 2010 Census reports that the median year in which homes were built in Yacolt is 1979. The median year in which owner occupied homes were built is 1988 and the median year in which renter occupied homes were built is 1975. The median value of homes is \$109,600, as compared to \$156,600 for the county as a whole. A number of the older housing units within the core area of the community exhibit signs of structural deterioration.

There are only five multi-family dwelling structures (three duplexes, one triplex and one seven-unit apartment complex) containing a total of 16 units. These apartment dwellings are within a three-block area near the core of the community. The town has adopted ordinances promoting the development of group care facilities for children and older adults, and multi-family apartment structures.

- Ordinance 325 provides for childcare facilities. The ordinance promotes the development of affordable, licensed childcare facilities. The town facilitates the development of childcare operations by simplifying the review of plans for childcare facilities.
- Ordinance 326 provides for residential care facilities for older adults and other individuals needing living support arrangements.
- Ordinance 371 under the Zoning code permits the construction of multi-family housing structures of up to 30 dwelling units, if served by a public sanitary sewer facility.

## **B. Housing Development Strategies**

The role of the federal government in public housing is changing. Federal programs that have provided funding for construction of assisted housing have been curtailed or eliminated. Emphasis has shifted to rent support programs where individuals and families in need of housing assistance shop for shelter, choosing from a variety of existing units within the general housing stock.

The responsibility for administering some of the remaining federally supported housing programs has transferred to local agencies in many instances. Some recent federal initiatives are aimed at fostering cooperation between private enterprise and public agencies in increasing the supply of affordable housing. The town should work with the Vancouver Housing Authority, other local agencies and private enterprise to develop new methods of assisting financially disadvantaged members of the community (often older adults and people with disabilities) who are in need of shelter assistance.

The Housing element of Clark County's 20-year Comprehensive Growth Management Plan identifies a number of techniques for expanding the supply of adequate, affordable housing. Some techniques that may be explored by the town are outlined below.

*Accessory Units.* An accessory housing unit is a complete living quarter constructed within, adjacent or near an existing single-family unit. Accessory units could be created in converted attics, basements, garages, etc. These units typically comprise less than 900 sq ft and are always secondary to the principal dwelling or structure. Common names for these units are granny flats, mother-in-law apartments, bachelor units or accessory cottages. An accessory unit may be detached from the principal dwelling, if permitted under the town's zoning regulations. The town should exercise care in siting accessory dwellings to insure that neighborhood character is preserved and onsite systems have the capacity to treat additional wastewater generated by the units.

*Manufactured Housing.* Mobile homes and other manufactured housing are also types of adequate affordable housing. Indeed, many dwellings in Yacolt are mobile and manufactured homes. Properly constructed and sited mobile homes on individual lots may continue to be appropriate for the town. Mobile homes should be located on a pad, preferably one of concrete construction, and tied down. Hauling tongues should be removed and skirting installed to enhance the appearance of these units.

*HUD Rental Assistance.* Rental assistance is available to qualifying households in the community under the Section 8 Certificate and Voucher Programs. Rent subsidies are provided to financially disadvantaged families and individuals

through the issuance of certificates or vouchers. The tenant pays 30 percent of his or her adjusted gross income toward gross rent (contract rent plus utilities) and presents the landlord a certificate or voucher pledging that HUD will pay the balance of the rent. A landlord must be willing to participate in the program and the housing unit must meet HUD standards before a tenant may receive rental assistance while residing in the unit. Vancouver Housing Authority administers these programs throughout the county.

*HUD Housing Rehab Programs.* Financing for housing rehabilitation is available to qualifying homeowners under the Community Development Block Grant and Home programs. Loans are provided at below market interest for home rehabilitation projects. Clark County's Community Services Dept administers these programs.

*Creative Financing.* The town may wish to work with financial institutions and non-profit organizations to design and establish programs aimed at generating affordable housing opportunities for local residents in need of shelter assistance. Reverse mortgage programs, loan pools for home rehab projects and new construction and housing trust funds are among the programs that may be investigated.

## **C. Housing Goals and Policies**

**Goal 2 Encourage the availability of affordable housing to all economic segments of the community, promote a variety of residential densities and housing types, and encourage the preservation and improvement of the existing housing stock.**

Policy 2-1 Medium and high-density residential developments should be located near commercial centers with direct access to major or secondary arterials.

Policy 2-2 Modular and manufactured dwellings that meet the latest nationally recognized construction standard should be allowed in residentially designated areas, provided they meet siting requirements pertaining to residential development.

Policy 2-3 Provide sufficient land for various housing types, including housing for low-income families, manufactured housing, and multi-family housing.

Policy 2-4 Coordinate economic development and housing strategies to achieve parity between job development and housing affordability.

- Policy 2-5 Encourage housing and job opportunities in locations that will support the development of public transportation.
- Policy 2-6 Coordinate housing strategies to ensure the availability of public facilities and public services.
- Policy 2-7 Encourage infill housing developments to provide opportunities for housing construction in pockets of unused land within the UGA.
- Policy 2-8 Encourage flexible and cost-efficient land use regulations for the creation of alternative housing types, which will meet the needs of an economically diverse population.
- Policy 2-9 Encourage the preservation and improvement of the existing housing stock.
- Policy 2-10 Explore housing strategies to protect citizens on fixed incomes from escalating property taxes, which could potentially displace residents from their homes (e.g., property tax subsidies).

## **IV. TRANSPORTATION**

### **A. Introduction**

This element of the plan describes Yacolt's existing transportation systems and identifies future transportation needs. Particular attention is given to the vehicular traffic circulation system. Key roads and intersections were examined to determine how well they currently facilitate the movement of traffic and how they are likely to accommodate traffic in the future, given the growth and development anticipated for the area. The importance of improving the network of pedestrian facilities in the community is also emphasized.

### **B. Existing Transportation Conditions**

#### ***Streets and Traffic Circulation***

Yacolt owns and maintains five miles of paved and one mile of gravel roads. The network of streets serving the town generally conforms to a grid pattern, albeit incomplete in places. Yacolt Road, Amboy Avenue and Railroad Avenue are keystones of the street network. These roads function as arterials. They pass through the core of the community and are major routes used in traveling to and from Yacolt.

Garner Road and NE Railroad Avenue are the usual travel routes to and from Yacolt. Garner Road becomes W Yacolt Road and NE Railroad Avenue become S Railroad Avenue upon entering the town. The major east-west arterial is E/ W Yacolt Road, and the major north-south arterial is a dogleg formed by Amboy Avenue, Yacolt Road and Railroad Avenue. The most significant intersections are Yacolt Road and Amboy Avenue, and Yacolt Road and Railroad Avenue. Regional traffic has little influence on traffic volumes within the town. Some trips originating south or east of Yacolt pass through the town on the way to, perhaps, Amboy, Battle Ground or Vancouver, but pass-through traffic is light.

Few roads link Yacolt to other areas, and there are few opportunities to construct new road facilities. Yacolt lies in a valley drained by three prominent streams—Cedar, Yacolt and Big Tree creeks. Cedar Creek flows north and west toward the main stem of the Lewis River. Yacolt Creek joins the East Fork of the Lewis River three miles south of the community. There are wetlands and floodplains associated with these streams. Steep slopes lie along the western margin of the town, and forested foothills of the western Cascades rise from the eastern floor of Yacolt Valley. These natural features limit development and road construction in the area. See the Yacolt Vicinity and Critical Lands maps appended to the plan.

*On-Street Parking.* The greatest amount of on-street parking occurs in the core area of the community where commercial establishments, Yacolt Primary School and Town Hall are located. On-street parking aggravates traffic circulation and hampers bicycle and pedestrian safety, especially during peak travel periods.

### ***Public Transit***

C-Tran provided transit service to and from Battle Ground and Vancouver, transit service is provided twice per day. It takes approximately one hour to travel by bus to Battle Ground where a transfer is required to continue to Vancouver.

### ***Railway***

The Clark County Railroad line passes through Yacolt. The track runs from Fruit Valley Road in the Burnt Bridge Creek lowlands to Chelatchie Prairie. The county owns the track and the right-of-way, and leases use of the line to Lewis & Clark Railroad and the Battle Ground-Yacolt-Chelatchie Prairie Railroad Association (BYCX). Lewis & Clark has a right to use the entire line for freight service but no freight service is operating at this time. BYCX operates a tourist passenger service on the northern segment of the line, under a tripartite lease with the county and Lewis & Clark. The tourist train runs periodically throughout the year.

### ***Pedestrian Facilities***

Sidewalks are discontinuous throughout the town, having been constructed in a piecemeal manner over the years. Yacolt installed sidewalks on segments of Yacolt Road, Amboy Avenue, Railroad Avenue and some neighborhood streets, in conjunction with road improvement projects over the past 15 years, but roadways in many areas of the town remain without adequate pedestrian facilities. Pedestrians use many of the streets as walkways, having no alternative given the absence of sidewalks. They walk to the market and post office in the town center, parks, town hall and the school.

Yacolt Primary School is located in the core area of the town. Currently 845 students and preschoolers residing in Yacolt and the surrounding unincorporated north county area attend the school. Battle Ground School District contracts with Laidlaw Transit to provide bus service for students. Twenty-six buses transport students to the school. Adequate sidewalk facilities do not exist within one mile of the school. Consequently, the school district provides bus service for local students, to keep the children from being at risk walking in the roads to school.

A total of 104 daily bus trips are made to and from the school when it is in session. These buses join the narrow roadways in the town with other vehicles and pedestrians, resulting in traffic confusion that places public safety at risk. Traffic problems are particularly acute during the morning peak travel period



when buses are delivering students to the school, children are walking in the streets to school and local residents are driving to work.

### ***Bicycle Facilities***

The only designated bike path in Yacolt is one that follows the perimeter of the Town Park. It is a pleasant recreational path but it only permits cyclists to travel around the park. There are no designated bike paths or routes along any of the streets in town. However, the roadways of the community are relatively conducive to bike travel, as motor vehicle traffic is relatively light, except during peak travel periods.

### ***Roadway Classification***

Roads within Yacolt are classified as arterials and neighborhood collectors. The principal and secondary arterial roadways follow.

#### *Principal Arterials*

- Amboy Avenue
- W Yacolt Road—Amboy Avenue to N Railroad Avenue
- N and S Railroad Avenue

#### *Secondary Arterials*

- W Hoag Street—S Railroad Avenue to S Parcel Avenue
- E Cushman Street—S Hubbard Avenue to N Railroad Avenue
- W Cushman Street—N Railroad Avenue to N Johnson Avenue
- N Johnson Avenue—W Cushman to W Yacolt Road

All streets within the town are two-lane, undivided roadways. Yacolt has adopted road construction standards that are included in the *Town of Yacolt Engineering Standards for Public Works Construction*, 1994. The construction standard for streets intended to support 400 or more trips per day requires a 30-foot paved cross-section with curbs, gutters, storm water control bio-swales and sidewalks on both sides of the road. The standard for streets intended to support less than 400 trips daily calls for a 26-foot paved cross-section (28-foot paved cross-section preferred) with a curb, gutter, storm water control bio-swale and sidewalk on at least one side of the roadway.

Yacolt is engaged in an ongoing program to improve roads, storm water control facilities, sidewalks and street lighting throughout the community. Recent road reconstruction projects include Yacolt Road, Amboy Avenue, Railroad Avenue, Parcel Avenue, N Hubbard Avenue, N Cedar Avenue and E Twin Falls Street.

## ***Roadway Levels of Service***

Key street intersections are assigned level of service ratings. These service ratings take into account the predictable amount of delay experienced by motorists at roadway intersections during peak travel periods. The following broadly accepted method was used to determine levels of service for key intersections in Yacolt.

*Average Daily Traffic Volume.* Clark County Public Works recorded traffic volumes at key road intersections and calculated average daily traffic.

*Peak Hourly Traffic Volumes.* Peak hourly traffic volumes were calculated for the intersection of Amboy Avenue and Yacolt Road. These traffic volumes were estimated from average daily traffic counts in 1993, which is designated the base year. Because peak hour traffic counts were not readily available, average daily traffic counts were multiplied by a factor of 0.1, and the product was used to estimate peak hourly traffic. The Washington State Dept of Transportation accepts this technique of estimating peak traffic. It was found that traffic moving through the Amboy/Yacolt road intersection—the intersection experiencing the most traffic in town—is relatively light and likely to remain so into the foreseeable future. Traffic at this intersection will not be high enough to warrant a traffic signal within the 20-year planning horizon.

The volume of traffic on the town's arterial streets was monitored for several 24-hour periods. The average daily and peak period traffic counts are shown on the map entitled Existing Traffic Volumes, which is presented in this chapter.

*Traffic Volume/Capacity Ratio and Levels of Service.* The capacity of a roadway may be characterized by the number of vehicles expected to travel along a given roadway section or through an intersection during a specified period of time. The peak hour capacities for roadway facilities at various levels of service were derived from Washington State DOT guidelines for general highway capacities. For a two-lane undivided roadway the generally accepted peak hour capacity standard is 500 vehicles per hour. The average daily capacity for the same roadway is 9,000 vehicles. Volume is divided by capacity to obtain the volume to capacity ratio. The ratios are used to establish the level of service ratings as shown on the following table.

## Traffic Volume/Capacity Ratios and Levels of Service

LOS	<i>Description</i>	<i>Traffic Condition at Intersection</i>	<i>Traffic Volume/Capacity Ratio</i>
A	Primarily free-flow traffic operations at average travel speeds. Vehicles are unimpeded in their ability to maneuver within the traffic stream. Stopped delays at intersections are minimal.	Delay less than or equal to 5 seconds per vehicle.	$\leq 0.65$
B	Reasonably unimpeded traffic flow at average road speeds. The ability to maneuver within the traffic stream is slightly restricted and stopped delays are not bothersome. Generally drivers are not subjected to appreciable tensions.	Delay greater than 5 and less than or equal to 15 seconds per vehicle.	$> 0.66$ and $\leq 0.72$
C	Stable traffic flow. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists experience appreciable tension.	Delay $> 15$ and $\leq 25$ seconds/vehicle.	$> 0.72$ and $\leq 0.78$
D	Small increases in traffic flow may cause substantial increases in approach delays and decrease in travel speed. This may be due to adverse signal progression, inappropriate signal timing, high traffic volumes or a combination of the above.	Delay $> 25$ and $\leq 40$ seconds/vehicle.	$> 0.79$ and $\leq 0.89$
E	Significant delays in traffic flow and lower operating speeds. Conditions are caused by high approach delays, signal density, extensive queuing at critical intersections, inappropriate signal timing or a combination of the above.	Delay $> 40$ and $\leq 60$ seconds/vehicle.	$> 0.90$ and $\leq 1.00$
F	Traffic flows at extremely low speeds. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse signal progression frequently contributes to this condition.	Delay $> 60$ seconds.	$> 1.00$

Source: 1985 Highway Capacity Manual, National Research Council, Special Report 209.

### C. Level of Service Standards

Yacolt has selected level of service "C" during peak hour travel periods as a reasonable standard for three of the four arterials, and service level "B" for all other roadways during peak periods. These service rankings allow for moderate growth without committing the town to costly road improvements that result in marginal service benefits. They are consistent with the county's service level standards and at least as stringent as the standards adopted by other incorporated areas in the county. Current levels of service and adopted service standards for Yacolt's arterial streets follow.

**Level of Service Standards  
Yacolt Arterials**

<i>Street Segment</i>	<i>Current LOS</i>	<i>Adopted LOS Standards</i>
Amboy Avenue	A	C
E Yacolt Road (E of Amboy Avenue)	A	C
N and S Railroad Avenue	A	C
W Yacolt Road (W of Amboy Avenue)	A	B

### D. Future Transportation Needs

#### ***Transportation Facilities and Development Concurrency***

Road facilities needed to accommodate traffic generated by proposed developments (facilities necessary to provide acceptable levels of service) must be in place or programmed to be available to serve the anticipated traffic, before permitting new developments. This GMA requirement is termed *transportation concurrency*. The town will review proposed developments and apply the concurrency test to each proposal for more than one dwelling unit or more than 1,500 sq ft of commercial space. The town will evaluate the levels of service being provided by roadways within the community with each update of the plan.

#### ***Future Traffic and Street Improvements***

Regional transportation studies and population projections, based upon land use

area designations set forth in the plan, were used to predict future traffic in the Yacolt area. Household size, vehicle ownership, labor force and travel patterns, particularly journeys to places of employments, were taken into account in forecasting future traffic.

The population of Yacolt is expected to grow at a rate of 2.0 percent annually over the next 20 years. This growth factor was applied to the best available traffic count information to forecast future traffic. The results indicate that the existing road network will be sufficient to accommodate future traffic generated by the growth anticipated for the area and maintain acceptable roadway levels of service. However, the need to improve the existing streets, storm water control and sidewalk facilities within existing right-of-ways remains important, as reflected in the six-year capital facilities program.

**Projected Levels of Service  
Yacolt Arterials**

<i>Street Segment</i>	<i>Current LOS</i>	<i>Adopted LOS Standards</i>	<i>Projected LOS</i>
Amboy Avenue	A	C	A
E Yacolt Road (E of Amboy Av)	A	C	A
N and S Railroad Avenue	A	C	A
W Yacolt Road (W of Amboy Av)	A	B	A

***Railway***

Yacolt will continue to cooperate with Clark County, Lewis & Clark Railroad, and the Battle Ground-Yacolt-Chelatchie Prairie Railroad Association to foster use of the railroad line. The existing passenger service appears to be a viable use of the line and promises to foster recreational opportunities and tourist trade for the area.

***Transit***

Yacolt will work with C-Tran to evaluate the prospect of increasing transit service to the town, recognizing the increase in population of the community and commuter traffic.

### ***Pedestrian Facilities***

Streets in many areas of the town remain without adequate pedestrian facilities and many of those currently in place are discontinuous. Additional sidewalks are needed to connect neighborhoods to the commercial center, town hall, parks and the school. Extensive work is underway and numerous sidewalk projects are programmed for construction in the near future, as shown in the six-year capital facilities program.

### ***Bicycle Facilities***

The Clark County's Trails & Bikeways Systems Plan identifies a future regional multi-use trail along the railroad right-of-way. This trail would provide an off-road bike route connecting Yacolt to Chelatchie Prairie, Moulton Falls, Battle Ground and the Vancouver Lake lowlands. Yacolt will support the county's efforts to secure funding for this trail.

Additional bicycle facilities are not planned since the volume of traffic on local streets is not sufficient to justify the expense of widening roads to provide space for bike lanes.

## **E. Transportation Goal and Policies**

**Goal 4      Provide a transportation system that meets the internal circulation needs of the Town of Yacolt, while being consistent with the regional transportation network.**

Policy 4-1      Coordinate land development with the transportation system to reduce existing deficiencies and prevent future deficiencies.

Policy 4-2      Continue to reconstruct and repair streets, stormwater control facilities and sidewalks, and improve street lighting.

Policy 4-3      Improve and maintain the town's road network and ensure that changes are consistent with the regional road network, by coordinating with the county and the state.

Policy 4-4      Endeavor to establish a regional transportation system by cooperating and working with Clark County, Metropolitan Planning Organization, Regional Transportation Planning Council, Washington State DOT, bi-state committees, municipalities and C-Tran. The regional transportation system shall function in a manner that promotes energy and financial efficiencies, and environmental protection.

- Policy 4-5 Regional transportation facilities shall be consistent with countywide and bi-state air, land and water resource goals and policies.
- Policy 4-6 Optimize the use of and maintain existing roads to minimize the construction costs and negative impacts on the environment and community associated with roadway facility expansion.
- Policy 4-7 Maintain roadway design and level of service standards, and functional classification schemes that are generally consistent with the county standards.

## V. CAPITAL FACILITIES

### A. Introduction

The capital facilities element is an integral part of the plan. Yacolt's policies concerning capital facility projects are expressed in this element. These policies will guide decisions regarding capital facility project priorities over the next 20 years. A six-year capital facilities program is included in the plan. The schedule for certain wastewater management activities and projects included in the capital facilities program extends over a 20-year period. This program should be updated and advanced annually.

### B. Existing Public Services and Facilities and Future Needs

A number of public agencies control the public facilities and services necessary to support growth and development within the community. These jurisdictions include Yacolt, Clark County, Battle Ground School District, Fire District 13 (North Country EMS) and Clark Public Utilities. The following are general descriptions of the facilities and services available to Yacolt, and current or future facility needs.

#### ***Fire Protection***

##### *Existing Service and Facilities*

Fire District 13 provides fire protection for the area and serves as Yacolt's fire department, under an interlocal agreement with the town. The fire district embraces 35 square miles and serves an estimated 5,000 people. The district has one paid fire chief, three part-time paid firefighters, and 20 to 30 volunteer firefighters. The district's station is located in the town and is owned by the town—technically the Yacolt fire department. The district owns a total of eight vehicles, which are housed at the station: three engines or pump tankers, two tender tanker, one squad truck, one brush fire engine and one command vehicle.

The North Country Emergency Medical Service is a voluntary association of local governments. It operates under an interlocal agreement among public agencies, which are responsible for responding to emergencies in Clark, Skamania and Cowlitz counties. Its service area includes northeast Clark County and adjoining areas of Cowlitz and Skamania counties. North Country EMS has nine full-time emergency medical personnel and four to 12 part-time personnel, depending upon the season.

##### *Future Needs*

The fire station should be expanded. Existing vehicles will need to be replaced and new vehicles added to the fleet over the next five to 10 years. A fulltime emergency medical services staff member should be added to the force of North Country EMS.



## **Schools**

### *Existing Service and Facilities*

Educational services are provided by the Battle Ground School District. A primary school facility (grades K-4) is located within the town. In 1998 the school was renovated and expanded. Its current student body is approximately 845. A middle school (grades 5-8) located in Amboy and a senior high school located in Battle Ground serve students residing in the Yacolt area.

### *Future Needs*

Additional classroom facilities and teachers will be needed at all grade levels.

### *Recommended Action*

The town should continue to address proposals by the school district to assess new developments in the community with additional school impact fees, and carefully evaluate the necessity of additional fees. The impact fee for a new single-family residential unit is currently \$1,400 and the fee for a new unit within a multi-family structure is \$560. This revenue is used principally to offset future school facility costs.

Yacolt should support the construction of a middle school within the town, given the increase in the community's population over the past decade and the corresponding increase in student enrollment. A future Yacolt middle school would also serve students from the surrounding unincorporated area, which is also experiencing growth. However, the location of a middle school in the town should be contingent upon the availability of a public sewer system.

## **Law Enforcement**

### *Existing Service*

Clark County sheriff deputies respond to requests for law enforcement within Yacolt but their basic charge is to patrol only within the surrounding unincorporated area. The town contracts with the sheriff for additional security patrols within the town. Under this agreement the town receives all of the law enforcement services required under state statutes for at least an average of 6.5 hours per week, in addition to the level of service and time customarily devoted to an unincorporated area, also statutorily required. The cost of this additional service is \$44,251 annually.

### *Future Needs*

Given the increase in the population of Yacolt and the corresponding increase in crimes and calls for police protection, the town may choose to modify its contract with the Sheriff's Office and request additional patrols.

### *Recommended Action*

Explore the potential for increased Sheriff presence within the corporate limits of Yacolt.

## **Electric Power**

### *Existing Service and Facilities*

Clark Public Utilities provides electrical power for Yacolt. Clark operates 69,000-volt and 115kV transmission lines and distributes power throughout the county using overhead and underground facilities.

Clark is a consumer-owned public utility. The utility purchases most of its power from the Bonneville Power Administration. Clark also generates its own power at its River Road natural gas fired generation plant.

### *Needs*

The demand for electric power will increase significantly throughout the county over the next 20 years, as growth and development continue. It is Clark's policy to provide electricity to all whom request it. Clark is confident that it will be able to meet the future demand for service countywide, without substantial investments in new transmission, transformation and distribution facilities.

## **Natural Gas**

### *Existing Service and Facilities*

Northwest Natural Gas is the purveyor of natural gas fuel within the county. It receives its fuel supply from Northwest Pipeline Corporation.

### *Needs and Issues*

A sufficient supply of natural gas should be available to meet future demand. Issues include keeping the natural gas transmission corridors open and accessible for maintenance. Many pipeline easements are nonexclusive; only subsurface rights have been reserved.

## **Water**

### *Existing Facilities and Service*

Yacolt has had a public water system since 1910. In year 2000 the town transferred the ownership and operation of its water system to Clark Public Utilities. The water system serves the town and certain areas immediately beyond the corporate boundary. Currently the system provides adequate potable water to approximately 552 service connections (537 residential, 13 commercial and two public agency connections). With the expected growth over the planning horizon approximately 750 connections will be necessary to serve the Town. Yacolt is currently permitted to have 1,000 connections.

The town has greatly improved the water system since 1973. It converted from surface water to a groundwater supply, metered the connections to the system, replaced old

undersized and leaking water lines with new steel lines and constructed water reservoirs. Many of these improvements received funding assistance under the HUD Community Development Block Grant program.

Today the water system has five wells, two reservoirs and over 13 miles of water lines. Clark constructed a new well near the existing wellfield, which is located on the northern margin of the community in the town's Ballfields.

### *Needs and Planned Actions*

A thorough description of the water system that serves Yacolt is contained in *Clark Public Utilities Water System Plan Amendment for the Yacolt Water System*, July 2002. The plan amendment calls for improvements to the general plant, source of water supply, meters, water storage and booster pumps and water distribution—an estimated \$670,000 in facility improvements. Clark will use revenue generated from water rates and system development charges to cover the cost of some of these improvements. The utility will also seek loans under the Washington State Public Works Trust Fund program, and grants and loans under the HUD Community Development Block Grant program to support the cost of improving the water system. Water facility improvements listed in the water system plan are also identified in the six-year capital facilities program.

## **Streets**

### *Existing Facilities*

Yacolt owns and maintains five miles of paved and one mile of gravel roads. The streets form a grid that facilitates traffic circulation within the community. Important roads are described in the Transportation element of the plan.

Streets within the community are typically narrow. They are paved but many lack curbs and sidewalks. However, streets serving new subdivisions in the community comply with recently adopted construction standards. They have curbs and sidewalks and stormwater control facilities involving bio-filtration swales, piping, catch basins and drywells.

### *Needs and Planned Action*

Traffic forecasts do not indicate that major improvements to the roadway network (i.e., road realignments or new road construction) will be necessary within the next 20 years to maintain acceptable transportation levels of service.

*Design Standards:* Yacolt has adopted policies concerning the design of its roads. A summary of these policies follows.

- Strive to construct sidewalks on both sides of new streets.
- Sidewalks are required on both sides of existing streets when these roads are

upgraded, if sufficient right-of-way exists.

- Curbs and sidewalk will have 10 feet of separation to provide for bio-filtration of stormwater runoff.
- A street width of 30 feet is required for roads with a traffic volume exceeding 400 trips per day. Parking is permitted on both sides of roadways.
- A street width of 26 feet is permitted (28 feet is preferred) for low volume roads with traffic volume less than 400 trips per day. These streets are appropriate for areas where a tight grid exists, i.e., streets spaced less than 500 feet between intersections.
- Bicycle lanes are not required for new streets.

The town prepares and annually updates a *Six-Year Transportation Improvement Program*, which is filed with the Washington State Dept of Transportation. Road projects listed in the TIP are also identified in the six-year capital facilities program.

### **Stormwater Control**

#### *Existing Facilities*

The town has improved storm water control facilities but storm water runoff remains a problem along many roads. During periods of heavy rain, flooding or ponding occurs across or along the edges of certain roadways. Many streets lack adequate storm water control facilities. However, roads within new subdivisions comply with recently adopted construction standards. They have curbs and drainage systems, which include bio-filtration swales, piping and catch basins. Segments of Yacolt Road and Amboy Avenue are also equipped with curbs, bio-swales and catch basins, which discharge to drywells.

#### *Needs and Planned Action*

Storm water runoff from streets and residential development contains considerable quantities of pollutants. Contaminants, particularly petroleum substances, may be carried in storm water and injected directly into the shallow, unconfined aquifer via drywells. Runoff that reaches the aquifer through drywells may threaten groundwater quality, unless grasses and the soil mantle filter the water, or the runoff is pretreated in some other manner.

Storm water runoff problems will increase as the community develops. Yacolt's Storm water Management Plan recommends that new developments within the community comply with standards recommended by the Washington State Department of Ecology in the Storm water Management Manual for the Puget Sound Basin. These standards call for storm water management practices involving the use of bio-filtration swales or sediment ponds to improve the quality of storm water runoff. Storm water control projects are identified in the six-year capital facilities program.

## **Wastewater Management**

### *Existing Facilities*

Yacolt does not have a public sanitary sewer system. Residents use individual onsite wastewater treatment and disposal systems—septic systems. There are 395 septic systems within the community.

### *Problems and Past Action*

Septic system discharge risks contaminating groundwater—the drinking water supply for the town. Use of septic systems has stymied development at urban densities in the community. The following are summaries of studies describing ground and surface water resources in the Yacolt area and documenting their risk of contamination from septage, plans recommending wastewater management measures, and actions taken to address the problem.

Carr & Associates conducted two hydrogeologic investigations in 1986 and 1990. These investigations addressed the prospect of maintaining an adequate and reliable supply of quality potable water for the community. The latest study provides information on the characteristics of groundwater, particularly what accounts for seasonally low water levels that occasionally interrupt the withdrawal of water from the well field, and ways to correct this condition.

*Wellhead Protection Plan Town of Yacolt*, July 1993. The plan was prepared as an EPA demonstration project. A study conducted in the process of developing the plan found that Yacolt and the surrounding community withdraw water from a shallow, unconfined aquifer. In a few locations the aquifer is only approximately 20 feet below the surface, which suggests that it is very vulnerable to contamination. Contaminants enter the aquifer very quickly via drywells and individual onsite septic systems. The study observed elevated nitrates in the water supply wells. Water tested from wells closest to the densely populated portion of the community measured the highest levels of nitrate (1.5 to 2.5 mg/L), while those farther from population concentrations exhibited lower levels of nitrate (0.1 to 0.7 mg/L). The pattern of nitrate contamination detected at the time suggests that the source of contamination was from septic systems.

*East Fork Lewis River Water Quality Study*, Clark County Public Works, August 1995. Water quality problems are documented in a series of studies that were completed by Clark County. The studies culminated in the East Fork Lewis River Watershed Action Plan that recommended actions to address the water quality problems in the basin. The plan recommends an effective onsite wastewater system inspection and maintenance program for Yacolt among other areas.

*Yacolt Hydrogeologic Study*, Hart Crowser, January 1996. The study evaluated hydrogeologic conditions and existing groundwater quality in the aquifer that supplies Yacolt with drinking water. It found elevated levels of nitrate in water sampled from

supply and monitoring wells. The study determined a background or natural nitrate value of 0.5 mg/L. Samples from a monitoring well located in the southern portion of the community (a location down-gradient given the flow of groundwater) ranged in nitrate values between 2.6 and 3.1 mg/L. Applying a statistical analysis to the samples taken from the monitoring wells yielded an extreme nitrate value of 3.64 mg/L as being possible. The study concluded that the town should be served by a public sewer system with a centralized wastewater treatment facility to protect its drinking water supply.

*Yacolt Sewer Feasibility Study*, Wallis Engineering, 1997. The study evaluated alternatives wastewater management programs for the community. The findings indicated that a public sewer system was not necessary in Yacolt at that time. A community-wide onsite septic system inspection and maintenance program was recommended.

*Preliminary Alternative Feasibility Study for the Yacolt Wastewater Management Committee*, December 1999. The study evaluated alternatives to onsite wastewater disposal and concluded that the town needs to work toward establishing a public sewer system. The committee recommended that the town advance a plan for a public sewer system that involves septic tank effluent pumping and gravity wastewater collection. The specific wastewater treatment and disposal methods were left to further analysis.

*Yacolt Designated as an Area of Special Concern*. The Southwest Washington Health District (now Clark County Health Dept) adopted Resolution 93-42 designating Yacolt an *area of special concern*. This designation was made recognizing the potential of failing septic systems contaminating the vulnerable aquifer in the area—the drinking water supply. Regulation 92-01 (authorized under WAC 246-272) requires owners of onsite systems in an area of special concern to inspect and maintain their systems in accordance with a program administered by the Health Dept.

*Town of Yacolt General Sewer Plan*, EES Consulting, 2002. Yacolt adopted the plan on May 20, 2002. The sewer plan is the first step for integrating GMA requirements with state sewer planning requirements under WAC 173-240. The plan sets forth a wastewater management program for the town.

*Town of Yacolt, Washington Wastewater Facility Plan, Kennedy Jenks Consultants* Kennedy/Jenks Consultants completed a Facility Plan for the future public sanitary sewer system in Yacolt. The Department of Ecology issued a letter of approval on August 1, 2012 and the Town Council adopted the Facility Plan on XXXXXXXXX.

## **Parks and Open Space**

### *Existing Facilities*

Yacolt has three public parks: Town Park, the Ballfields and open space along the western margin of the Yacolt Primary School property. These parks comprise a total of

approximately 19 acres. Yacolt owns the Town Park and Ballfields.

The Town Park comprises two acres. The town recently completed a number of major improvements to the park, which are described in the Land Use element of the plan. The Ballfields embrace 11 acres and include a nine-acre field used by the North Clark Little League and a two-acre T-ballfield. A clubhouse and restrooms are located on the property. The clubhouse is used to store equipment for games and dispense food and refreshments to players and spectators. This structure is in disrepair.

#### *Planned Action*

Yacolt does intend to establish a new park in the Urban Growth Area added by this Comprehensive Plan update. The park will be approximately 10 acres in size and its primary use will be for soccer fields and open space for area youth.

Clark County controls the Lewis & Clark Railroad right of way. The county has considered utilizing a portion of this corridor for a pedestrian trail. This proposal is addressed in the county's Trail and Bikeways Plan.

### **C. Current and Future Financial Resources**

The ability of Yacolt to finance capital projects may be determined by an analysis of its annual revenue and expenditures. The 2013 budget for the town is \$649,243. Revenue is normally derived from taxes and fees. This revenue is sufficient to cover operating expenses. Little surplus revenue is available from these sources to cover other capital facilities. For example, the 2013 budget has only \$49,642 for capital projects. Aspects of the town's financial framework are outlined below.

#### ***Local Resources***

- Estimated assessed value: \$65,180,059 as reflected in the 2013 budget.
- Tax rate: \$2.04/ \$1,000 assessed valuation.
- 2013 Budget \$649,243 of which \$49,642 is for capital expenditures.

General fund account (fire, parks and law enforcement): \$259,305.

Cemetery fund account: \$8,000.

Street fund account: \$168,030, which includes state and federal funds.

Stormwater control fund: \$18,000.

Local revenue for capital facility projects and programs will be derived from property taxes, fees and system development charges. However, local resources will be insufficient to cover the full cost of the projects and programs. Yacolt will need to obtain outside funding assistance to cover a large share of the costs.

### **Funding Assistance**

Yacolt has been very successful in securing HUD Community Development Block Grant and Washington State Dept of Transportation funding for park, road, sidewalk, storm water control and water facility projects. The town will continue to seek financial assistance for capital projects from these and other state and federal funding sources.

### **D. Capital Facilities Goal and Policies**

**GOAL 8 Provide a full range of community facilities, utilities, 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 without decreasing current service levels below locally established minimum standards.**

Policy 8-1 Develop and implement a comprehensive program for the location and construction of community facilities and utilities.

Policy 8-2 Provide for the review of building plans, inspection of building construction, and regular fire prevention inspection of existing commercial buildings and other structures used by the public.

Policy 8-3 Ensure that any development proposed for the community is contingent upon the availability of public facilities and services necessary to support the development, and that these facilities and services are available concurrent with the occupancy or use of the development.

Policy 8-4 Coordinate with the county to ensure that public facilities and services are provided in a manner that is consistent with adopted comprehensive plans.

Policy 8-5 Establish a process to re-evaluate the land use element of the comprehensive plan upon determining that adequate financial resources do not exist to provide necessary public facilities and services to implement the plan.

Policy 8-6 Consider the establishment of impact fees and system development charges as a method of financing public facilities required to support new development.

Policy 8-7 Continue to update the six-year capital facility program that is contained within this element of the comprehensive plan.

Policy 8-8 Include in the six-year capital facility program capital projects exceeding \$10,000 that are generally identified in the comprehensive plan. Capital improvements costing less than \$10,000 and certain costly administrative activities may be considered for inclusion in the program.



Policy 8-9 Ensure that projects presented in the capital facilities program are consistent with the adopted comprehensive plan, as required by RCW 36.70A.120.

Policy 8-10 Utilize the following criteria as a guide in evaluating and ranking proposed capital facility projects:

- Public health and safety protection.
- Private property protection.
- Environmental protection and natural resources conservation.
- Statutory or other legal requirements.
- Level of Service compliance.
- Facility deficiency correction.
- Obsolete facility replacement.
- Community growth and development support.
- Operating cost reduction.
- Financial feasibility.
- Outside funding availability.

Policy 8-11 Establish and annually review design and/or level of service standards for certain public facilities and services including street and stormwater control, traffic circulation, and water distribution—particularly fire flow.

Policy 8-12 General obligation debt on public facility improvements shall not exceed 2.5 percent of the assessed value of the taxable properties within the town limits.

Policy 8-13 Seek funding support for capital facility projects by engaging staff in monitoring viable state and federal programs, and developing applications for financial assistance. Technical assistance shall be sought from Clark County, Clark Public Utilities, and other public agencies in developing plans, strategies, and applications for outside funding assistance.

Policy 8-14 Continue to address proposals by Battle Ground School District for Yacolt to assess new developments in the community with additional school impact fees, and carefully evaluate the necessity of additional fees.

Policy 8-15 Seek funding assistance to establish and advance a wastewater management program for the town, including the design and construction of a public sanitary sewer system.

## **E. Six-Year Capital Facilities Program**

Yacolt conducted an assessment of its public facility needs. The town determined the capacities and life expectancies of its public facilities, taking into account the current and projected use of them. It identified facilities that should be improved, replaced and

added in order to meet the existing and future needs of the community, in light of anticipated growth and development. The investigation culminated in an action plan—a capital facilities program.

The need for public facility improvements may arise unexpectedly and require urgent, sizeable expenditures. The principal purpose of the capital facilities program is to anticipate facility needs and plan for major expenditures on capital projects. Other reasons for ongoing capital facility programming follow.

- In the process of developing the capital facility program, projects needed by one segment of the community may be weighed against those needed by the entire community. Projects may be selected and scheduled according to their relative benefit, based upon a rational system of establishing project priorities.
- Projects requiring major expenditures can be anticipated and a program of bonded indebtedness established to meet these expenses, thus reducing substantial fluctuations in the property tax rate.
- Related projects that require the same equipment, labor, etc., can be scheduled for construction simultaneously.
- Land needed to accommodate facilities can be purchased in advance of construction, often at less cost than if acquired at a later time.
- Applications for grants and loans can begin to be developed well in advance of filing deadlines, insuring that proposals and specifications are prepared carefully and thoroughly.
- Projects are publicized well in advance of actual construction. With this knowledge, other agencies, private enterprise and the general public are able to plan for the future more confidently than if projects were undertaken on an ad hoc basis.

The capital facilities presented in this program are schedule to be undertaken within a six-year period extending from 2013 through 2018, except the wastewater management projects, which extend over a 20-year period. The program includes schedules for water facility, street, storm water control, and wastewater management projects for which Yacolt and Clark Public Utilities are responsible. Priorities are assigned to some of the projects. The scheduling of a project may indicate its relative priority as well.

**Water Facility Improvement Projects—Clark Public Utilities**

Project Description	Financing Method	2013	2014	2015	2016	2017	2018	Not Determined 2013-18	Priority
W Jones St. Johnson St to Railroad Av—main upgrade	Water rate receipts	\$50,000							
NE Falls Rd/NE Weaver Ck Rd. E Yacolt Road to NE Yacolt Rd—main upgrade	Water rate receipts	\$210,000							
N Pine Av. E Jones St to 108 N Pine Av—main upgrade	Water rate receipts		\$9,800						
S Cedar Av. E Jones St to 107 S Cedar Av—main upgrade	Water rate receipts		\$6,900						
W Cushman St. Johnson St to Blackmore Av—upgrade	Water rate receipts		\$9,800						
W Bumpski St. Parcel Av to 306 Bumpski St—main upgrade	Water rate receipts		\$8,400						
W Humphrey St. Parcel Av to W Johnson Av—main upgrade	Water rate receipts		\$14,000						
W Wilson St. S Hubbard to 309 Wilson St—main upgrade	Water rate receipts			\$46,000					
W Jones St. Railroad Av to W Jones St—main upgrade	Water rate receipts			\$46,000					
Johnson Av. W Yacolt Rd to W Humphrey St—main upgrade	Water rate receipts				\$28,000				
S Hubbard Av. E Wilson St to E Yacolt Rd—main upgrade	Water rate receipts				\$44,800				

**Total Water Facility Projects: \$473,700**

Street, Sidewalk and Stormwater Control Projects

Project Description	Financing Method	2014	2015	2016	2017	2018	2019	Not Determined 2014-19	Priority
Blackmore Av. W Humphrey St to W Yacolt Rd .16 miles—new pavement, curbs, drainage	Street fund, STP		\$249,000						2
W Hoag St. S Railroad Av to dead end .29 miles—new pavement, curbs, drainage	Street fund, STP			\$230,000					3
W Yacolt Rd: N Railroad Av to N Amboy Av .14 miles—reconstruct road, drainage	Street fund, STP	\$243,000							1
Parcel Av. W Yacolt Rd to W Humphrey St .18 miles—reconstruct road, curbs, drainage	Street fund, STP				\$173,000				4
Blackmore Av. W Humphrey St to W Yacolt Rd .16miles—sidewalks, drainage	Street fund, CDBG	\$66,000							1
Parcel Av. W Humphrey to S town limits .26 miles—reconstruct road, curbs, drainage	Street fund, STP				\$264,000				4
Johnson Av. W Yacolt Rd to W Humphrey St .2 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$225,000			5
S Railroad Av. W Hoag St to S town limits .15 miles—reconstruct road, sidewalks, drainage	Street fund, STP				\$169,000				4

Street, Sidewalk, Stormwater Control	Method	2014	2015	2016	2017	2018	2019	2014-19	Priority
N Amboy Av: W Jones St to W Yacolt Rd .2 miles—new pavement, curbs sidewalks, drainage	Street fund, STP					\$225,000			5
W Wilson St: S Railroad Av to dead end .26 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$292,000			5
W Jones St: W town limits to Railroad Av .38 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$427,000			5
E Jones St: Railroad Av to E town limits .34 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$382,000			5
Ranck Av: W Cushman St to W Wilson St. 19 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$214,000			5
W Humphrey St: S Railroad Av to W town limits .42 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$472,000			5
E Humphrey St: S Railroad Av to S Hubbard Av .05 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$56,000			5
W Christy St: N Amboy Av to dead end .08 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$90,000			5
W Hoag St: S Railroad Av to dead end .29 miles—sidewalks, drainage	Street fund, PSMP	\$96,000							1

Street, Sidewalk, Stormwater Control	Method	2014	2015	2016	2017	2018	2019	2014-19	Priority
W Bumpski St: S Parcel Av to dead end .05 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$56,000			5
E Clark St: N Ankeny Av to N Cedar Av .06—new sidewalks	SCP					\$6,000			5
N Hubbard: E Twin Falls St to old railroad right-of-way .11 miles—new sidewalks	SCP					\$10,000			5
E Farrer St: N Hubbard Av to N Pine Av .22 miles—pavement preservation	WSDOT					\$3,000			5
E Alexander St: N Hubbard Av to N Pine Av .22 miles—preserve pavement	WSDOT					\$3,000			5
N Pine Av: E Clark St to dead end .17 miles—preserve pavement	WSDOT					\$2,000			5
N Cedar Av: E Clark St to dead end .2 miles—preserve pavement	WSDOT					\$3,000			5
N Hubbard Av: E Twin Falls St to dead end .25 miles—preserve pavement	WSDOT					\$3,000			5
E Yacolt Rd: N Railroad Av to E town limits .41 miles—new pavement, curbs, drainage	Street fund, STP		\$403,000						2
N Pine Av: E Jones St to dead end .06 miles—new pavement, curbs, sidewalks, drainage	Street fund, STP					\$67,000			5
W Yacolt Rd: N Blackmore to W town limits .11 miles—reconstruct road	Street fund, STP						\$90,000		6

**Wastewater Management—6- and 20-Year Program  
Administrative and Capital Expenses**

Project Description	Financing Method	2013	2014	2015	2016	2017	2018	2013-29	Priority
Install septic tank inspection ports	SRF loan to CPU		\$217,500						
Septic tank inspection study	PWTF loan to CPU	\$10,800	\$10,800						
Septic tank inspection and maintenance program	Inspection & maintenance fee								
Applications for wastewater mgt program funding	General fund and CPU	\$4,000	\$4,000	\$4,000	\$4,000	\$5,000	\$5,000		
Collection system engineering report	Grants & loans					\$24,000			
Treatment plant facility plan	Grants & loans						\$88,000		
Collection system design	Grants, loans & SDCs							\$150,000	
Collection system permitting	Grants, loans & SDCs							\$30,000	
Treatment plant design	Grants, loans & SDCs							\$340,000	
Treatment plant permitting	Grants, loans & SDCs							\$80,000	
Collection system construction	Grants, loans & SDCs							\$1,740,000	
Treatment plant construction	Grants, loans & SDCs							\$2,300,000	

**Total Wastewater Management Six-Year Program: \$377,100**  
**Total 20-Year Wastewater Management Program: \$4,752,000 to \$5,017,000**

Street, Sidewalk, Stormwater Control	Method	2014	2015	2016	2017	2018	2019	2014-19	Priority
N Hubbard Av: E Yacolt Rd to E Jones St .11 miles—acquire right-of-way, widen and reconstruct road, curbs, sidewalks, drainage	Street fund, STP						\$125,000		6
S Hubbard Av: E Jones St to S Railroad Av .17 miles—acquire right-of-way, widen and reconstruct road, curbs, sidewalks, drainage	Street fund, STP						\$180,000		6

**Total Streets and Stormwater Control Projects: \$4,824,000**

Drainage—stormwater control facilities.

Street fund—Yacolt revenue designated for street improvement projects.

CDBG—HUD Community Development Block Grant Program grant funding assistance.

PSMP—Washington State, Transportation Improvement Board (TIB) Small Cities Pedestrian Safety Program grant funding assistance.

SCP—Washington State, TIB, Small Cities Program grant funding assistance.

WSDOT—Washington State, TIB, Pavement Preservation Program grant funding assistance.



## VI. ANNEXATION

### A. Introduction

GMA encourages growth and development at urban densities only within incorporated areas or those areas that are planned for eventual incorporation. Yacolt may only annex property that is located within its designated UGA. Transition of urban growth areas requires deliberate cooperation between Yacolt and Clark County. A framework for this cooperation is provided in the countywide planning policies.

### B. Annexation Process

The two basic methods by which the town may annex territory are the petition method and the election method—approval by a majority of the voters in the area proposed for annexation. The petition method is the most common and practical method of annexation for a fourth class town. The town has the option of using one of two petition methods: 1) the old petition method (petition signed by the owners of 60 percent of the assessed value of property within the area proposed for annexation as set forth under RCW 35.13.125-.160 and 35A.14.120-.150) and 2) the new petition method (RCW 35.13.410-.460 and 35A.14.420-.450) which was designed to overcome what the state Supreme Court originally decided in *Grant County Fire Protection District v. Moses Lake* were constitutional defects in the old method, but the court has since reversed its decision. Highlights of the annexation procedure under the new petition method follow.

*Notice of Intent.* An annexation can be initiated by a written notice to the Town Council of an intention to commence annexation proceedings signed by at least 10 percent of the residents of the area proposed for annexation.

*Meeting with Initiators and Initial Town Council Decision.* The Town Council calls a meeting with initiating parties, which may occur within 60 days after the initiating parties filed a notice of intention to commence annexation proceedings. At the meeting, the council accepts the annexation as proposed; modifies the boundaries of the area proposed for annexation (and accepts the proposed annexation as modified); or rejects the proposal. A decision to accept the proposed annexation does not obligate the town to ultimately annex the area. It merely allows the annexation to go forward procedurally. If the council accepts the proposal, it also decides at that time whether it will require amendments to the comprehensive plan and zoning addressing the area proposed for annexation, and whether fees or taxes will be levied on properties in the area to cover a portion of the town's indebtedness. Decisions are reflected in the meeting minutes.

### Six-Year Capital Facilities Program Project Cost Summary

PROJECT CATEGORY	TOTAL COST OF PROJECTS
Water	\$473,700
Streets & Stormwater Control	\$4,824,000
Wastewater Management	\$377,100
<b>TOTAL</b>	<b>\$5,674,800</b>

*Annexation Petition.* If the council accepts the annexation proposal, the initiating parties draft an annexation petition, which is addressed to the Town Council. The petition is circulated for signatures among the property owners and residents of the area proposed for annexation. A map and legal description of the boundaries of the area proposed for annexation accompany the petition. If the council requires comprehensive plan and zoning amendments addressing the area, and fees or taxes to cover a portion of the town's indebtedness, such requirements are stated in the petition. The petition must be signed by the owners of a majority of the land proposed for annexation, and a majority of the registered voters residing in that area. The petition is filed with the town, and the town certifies the sufficiency of the petition.

*SEPA Compliance.* An environmental checklist is prepared and circulated, and the town makes a threshold determination concerning whether or not the consequences of the annexation will have a significant impact on the environment.

*Annexation Hearing.* The Town Council schedules a public hearing on the proposed annexation, either before or after the annexation is approved by the Boundary Review Board, assuming that the annexation will require review by the BRB (see next paragraph). Notice of the hearing should be published in the newspaper of general circulation, and posted in three public places in the vicinity of the property to be annexed. Following the hearing, the town may pass a resolution of intent to annex, subject to favorable review by the Boundary Review Board. The town counsel prepares the annexation ordinance. If the hearing is conducted after approval of the annexation by the BRB, the ordinance of annexation is adopted.

*Notice to the State of Washington.* The town submits the required copies of the certificate of annexation, ordinance, maps, etc., to the state Office of Financial Management within 30 days of the effective date of annexation. Certificate of annexation forms and filing instructions are obtained from OFM.

The town determines the resident population of the newly annexed area on the date of annexation, in accordance OFM requirements. OFM approves the certificate of annexation and the revised population information, and forwards the new population data to each state department responsible for making payments to the town.

*Notice to Clark County.* The town submits the notice of annexation and supporting maps, etc., to the Clark County Board of Commissioners and other county departments, which may include the county auditor, assessor and engineer.

## C. Annexation Goal and Policies

- Goal 9**                    **Provide for an orderly transition of governmental jurisdiction to unincorporated lands proposed for annexation within the Yacolt UGA; consider the extension of urban services in an orderly and cost-effective manner; and improve the fiscal stability of the town.**
- Policy 9-1                Develop a plan for annexation, which includes a methodology for identifying candidate areas, and a proposed sequence for annexation of these areas. Lands outside the urban growth area shall not be considered for annexation.
- Policy 9-2                Annexation petitions will be accompanied by a plan for the transition and/or provision of urban services.
- Policy 9-3                Annexation petitions that include significant developed commercial and/or industrial land should include a mutual funding arrangement to mitigate a negative economic impact on the county.
- Policy 9-4                The town shall provide to all landowners in candidate areas, or parties of interest, information, which will assist them in making an informed decision on the annexation petition.

## **VII. PROCEDURAL GUIDELINES**

### **A. Plan Interpretation**

The comprehensive plan may be divided into two broad sections: text and map. The text may be further divided into policies and supporting narrative. The policies of the plan are expressed within the context of various plan elements. Conflicts among policies are possible, owing to the complex nature of the plan. The following general rules apply to the interpretation of the plan.

- The policies of the plan are intended to be mutually supportive or complementary.
- If conflicts arise between or among plan policies, the policy that is the most specific should prevail.
- The plan map is intended to illustrate the policies of the plan. Proposals to amend the plan map should also reflect the plan policies.
- If conflicts arise between the plan policies and the plan map, the map should prevail.
- The plan is consistent with the statewide goals. It expresses local goals and policies, and strategies to carry out the plan policies. Other strategies may be formulated to carry out the plan policies, following the publication of the plan.

### **B. Plan Amendments**

Amendments to the plan fall into the following broad categories: UGA boundary, plan map, and policy or text change. Procedural steps taken to amend the plan may vary depending upon the type of amendment proposed. Most plan amendments will be considered during the annual review process or in conjunction with the eight-year update of the plan.

#### ***Urban Growth Area Amendments***

The town and the county will conduct a comprehensive review of the UGA once every eight years. The town or other parties may propose changes to the UGA boundary. However, only those proposed changes acceptable to the town would be brought to the county for consideration.

A proposed change to the UGA boundary must be consistent with capital facilities plans and official population forecasts. It must not include areas designated as natural resource (agricultural, forest, mineral resource). It must demonstrate that the town can furnish services and capital facilities necessary to support growth in a timely manner. Any amendment to the UGA boundary must be accompanied by a revision of the zoning designations for the area affected by the boundary change.

Following favorable consideration of a proposed change in the UGA boundary, the town may apply to the county for an adjustment to the boundary. Application to the county for a boundary change will be submitted in December prior to the seven-year update of the plan. The county will review the boundary change during the following year. Changes to the UGA boundary must be reviewed by the Clark County Planning Commission and approved by the Board of Commissioners.

### ***Plan Map, Policy or Text Amendments***

Proposals to amend the plan map, policies or text may be brought before the town annually or during the eight-year update of the plan by officials or staff with the town, or by other interested parties. The town may approve plan policy and text amendment, other than amendments to the map, only when it is shown by the proponent that the change is consistent with GMA, the countywide planning policies, and the population projection for the town. Approval of a map amendment resulting in a land use change will be contingent upon the following, with the burden of proof on the proponent of the amendment:

- The supply of land in area under the current land use designation is insufficient to accommodate anticipated growth.
- The area where the land use change is proposed meets the location criteria for the proposed designation, i.e., promotes a land use pattern that is compatible with the surrounding area.
- Conditions have changed substantially since the plan was adopted.
- The land use change will not be detrimental to public health, safety and welfare.
- Adequate public facilities and services necessary to support the land use change can be provided in a timely manner.

The plan map amendment will be accompanied by application for a corresponding amendment to the zoning map, unless the Town Council waives this requirement.

### ***Emergency Amendments***

Generally, plan amendments will be considered once a year during the scheduled annual review cycle. However, emergency amendments may be considered at any time if a situation arises that the Town Council deems is critically important to the community's health and safety, e.g., the need to site an important regional public facility that would protect or foster public health and safety.

### ***Technical Errors***

Corrections of technical errors may be made any time during the first year following adoption of the plan or zoning map. An applicant must demonstrate that an obvious error was made. After the first year, applications calling for the correction of technical errors may be filed once a year during the scheduled annual review cycle.

## **C. Annual Review**

The plan will be reviewed annually. In addition to the amendments to the plan initiated by the town, amendments proposed by other interested parties will be considered during the annual review cycle. The cumulative impacts of all requested changes will be assessed during the review. Application for amendments to the plan must be submitted to the town in December for review during the following year. The town will attempt to coordinate the timing of its annual review of the plan to correspond with the county's annual review process.

## **D. Eight-Year Update**

Amendments to the plan may be considered in conjunction with the eight-year update of the plan. The plan will be reviewed for possible map, policy or text changes in conjunction with the eight-year update of the plan, notwithstanding applications for changes. Amendments to the UGB may only be considered in conjunction with the eight-year update of the plan and must be approved by the county. The town will attempt to coordinate the timing of its eight-year update of the plan with the county's schedule for updating its plan.

## **E. Notice and Hearing Procedures**

Public hearings will be conducted on all amendments to the plan. Notice of hearing on plan amendments will be issued 10 working days before the date of a

hearing. The notice will be published in a newspaper of general circulation and will include a summary of the request, location information, and the date, time and place of the hearing. The notice will also be mailed to the applicant and owners of property within 300 feet of the subject property as shown on the county assessor records. The notice will be posted by town staff in a conspicuous place on or near the site and removed by the applicant within five working days after the hearing. All cases denied by the Town Council will be considered final.

**Fees:** All private applicants for amendments to the plan map, corresponding rezones, plan text or policies may be required to pay a fee to the town to review proposed amendments. Fees consistent with the town's current fee schedule must be paid in full at the time that an application is filed, before the town will accept the application and begin the review of a proposed amendment.

## **F. Plan Implementation, UGB Review and Annexation**

The town will apply the standards expressed in its existing zoning regulations (Ordinance 371) to the land use designations delineated on the plan map. During the first year following the adoption of the plan, the town will review its current zoning regulations for consistency with the plan and consider amending the ordinance to include provisions that ensure that the policies and strategies of the plan are implemented.

The town will not annex territory beyond the adopted UGA, and the county will not permit urban development outside the UGA. Once every eight years the town and the county will collaboratively review areas outside the UGA that are adjacent to the UGA boundary to determine whether the boundary should be adjusted.



## **VIII. PUBLIC INVOLVEMENT**

### **A. Background: Public Involvement 1994 Comprehensive Plan**

Public attitudes toward the development of the Yacolt community were expressed during a series of workshops conducted by the town council between January 1992 and April 1994. The town's goals and policies set forth in this plan are largely a product of that citizen involvement effort.

A first draft of the Town of Yacolt Comprehensive Growth Management Plan was published in August 1994 and made available for public review. The draft was circulated to Clark County, the Regional Transportation Council, C-Tran and 18 state agencies, including the Washington State Department of Community, Trade & Economic Development. Copies of the draft plan were made available for public review at Yacolt town hall.

The draft plan for the town was addressed in a countywide environmental review of all growth management plans. Public agencies and other parties commented on the plan during this review. Revisions to the plan were made in response to some of the comments made during the review process. The results of this review are documented in the *Final Supplemental Environmental Impact Statement*, September 1994, which was prepared by Clark County for all growth management plans in the county.

### **B. Background: 2004 Comprehensive Plan Update**

In April 2002 members of the Yacolt Town Council discussed the purpose and scope of the town's Comprehensive Plan update. The Town Council rendered decisions that set the stage for the plan update, during a public meeting held on May 6, 2002. Chief among these decisions was that the town would not propose any expansion of its UGA or significantly change areas designated for various land uses within the UGA. These decisions were formally conveyed to Clark County on May 21, 2002.

The first draft of Yacolt's Comprehensive Plan update was published in September 2003. The draft plan was submitted to Clark County on September 11, 2003, and the Washington State Department of Community Trade & Economic Development (Grants Management Section) on September 27, 2003. A synopsis of the plan was published in September 2002 and submitted to Clark County. The synopsis was also circulated to the print media—The Columbian and the Battle Ground Reflector. The public could secure copies of the Comprehensive Plan and the plan synopsis at Town Hall.

On September 25, 2003, Yacolt's Comprehensive Plan was presented to the Clark County Planning Commission, during a public hearing on the plans proposed by the county and its incorporated areas. County staff informed the Planning Commission that there were no conflicts between the county's plan to manage growth and Yacolt's plan. The Planning Commission received testimony on the plans from representatives of various public agencies, environmental organizations and the public at large.

On October 30, 2003, Yacolt notified the Department of Community, Trade & Economic Development (Growth Management Services) that the town intends to adopt its Comprehensive Plan, and provided the state with the September 2003 draft of the plan, in accordance with RCW 36.70A.106. This notice was also provided to nine other state agencies, with copies of the synopsis of the plan: Dept of Corrections, Interagency Committee for Outdoor Recreation, Parks and Recreation Commission, Dept of Social & Health Services, Dept of Transportation, Dept of Health, Dept of Ecology, Dept of Fish & Wildlife, Dept of Natural Resources, and the Puget Sound Water Quality Team.

Yacolt Town Council conducted two public hearings on the Comprehensive Plan update. The initial hearing was convened on October 29, 2003 and continued to November 17, 2003. The hearing began with a summary of the plan, which was presented by the town's planning consultant. The planning consultant responded to questions from the council members. Then the hearing was opened for testimony from the public. The Town Council postponed adoption of the plan until after state agencies had sufficient time to comment on the plan.

Community, Trade & Economic Development provided Yacolt with comments on the draft plan. The plan was revised to reflect the state's recommendations.

### **C. Public Involvement: 2013 Comprehensive Growth Management Plan Update**

In September of 2010 members of the Yacolt Town Council discussed the purpose and scope of the town's Comprehensive Plan update. The Council decided at that time to move ahead with an expansion of the Urban Growth Boundary pending approval of a General Sewer Plan and Facilities Plan.

Staff discussed the Comprehensive Plan and its development with the public and the Town Council on several occasions at public hearings and work sessions including an open house in March 2011. Public hearings on the final draft were held in January and February 2013.

The Plan was presented to the Clark County Planning Commission in February 2013, and approved by the Board of Clark County Commissioners in March 2013.

## **D. Public Involvement Strategy**

Yacolt will involve the public in developing future updates of the town's Comprehensive Growth Management Plan. Outlined below are the general elements of the public involvement strategy that will be utilized by the town to update the plan.

- Conduct council work sessions to formulate broad goals and policies that will define the scope of the plan update. Solicit comments from community members on the proposed goals and policies at open house meetings designed for that purpose. Adopt the broad goals and policies as a framework for the plan update.
- Circulate the initial draft of the plan, making it available to the community, Clark County, appropriate state agencies and the local print media.
- Conduct a SEPA review of the comprehensive plan proposal.
- Conduct an *open house* meeting on the initial draft of the plan to obtain reactions from community members and public agencies.
- Consider the comments, concerns, etc., expressed by public agencies and community members, and revise the plan accordingly.
- Conduct a public hearing on the revised plan.
- Consider the plan for adoption.

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