CITY OF BATTLE GROUND
RESOLUTION NO. 21-03

A RESOLUTION OF THE CITY OF BATTLE GROUND, WASHINGTON ADOPTING A LAND USE MANAGEMENT PLAN TO SERVE AS A POLICY GUIDE FOR CURRENT AND FUTURE COUNCILS AND TO ACT AS A GUIDE FOR FUTURE PLAN UPDATES IN ACCORDANCE WITH THE GROWTH MANAGEMENT ACT.

WHEREAS, through the "Roadmap" outreach and engagement process in 2018, Battle Ground adopted a Vision that focuses on enhancing Battle Ground's assets through the development of neighborhoods and districts, by addressing parks and green spaces and creating community gathering spaces, by boosting employment; and

WHEREAS, after establishing the Vision as a first step, this Battle Ground Land Use Master Plan's (LUMP) purpose is to improve quality of life for city residents and to increase economic development opportunities; and

WHEREAS, in March, 2019, the City Council authorized City Manager to enter into an agreement with BERK Consulting to provide professional services to create a Land Use Management Plan (LUMP) and update the City's Transportation System Plan; and

WHEREAS, to implement the City Vision and advance this LUMP, the City established a Stakeholders Group made up of residents, business owners, school district representatives, engineers, developers, Planning Commission members and others; and

WHEREAS, the Stakeholder Group met three times to discuss Battle Ground's neighborhoods, Urban Growth Area (UGA), employment sites, and alternative land use concepts, and a range of alternatives were shared with the community through a survey, story map, and online open house; and

WHERAS, in October 2020 the Planning Commission conducted a public hearing and selected the preferred alternative which became the basis of the draft Land Use Management Plan; and

WHEREAS, in accordance with Chapter 43.21C RCW and WAC 197-11, a Determination of Non-Significance ("DNS") was issued on May 19, 2021, with an appeal period which expired on June 2, 2021 with no appeals filed; and

WHEREAS, the 60-day Notice was sent to the Washington State Department of Commerce on May 13, 2021, as required under RCW 36.70A.106; and

WHEREAS, as a public hearing before the Planning Commission was held on June 2, 2020, at which time they recommend to approve the LUMP with modifications; and

WHEREAS, City Council was briefed on the progress of the LUMP in September 2020, and the City Council conducted a public hearing and reviewed the final Land Use Management Plan and supporting documentation at their June 21, 2021 regular meeting; and

NOW THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF BATTLE GROUND, AS FOLLOWS:

SECTION 1. The City Council does hereby adopt Attachment A as the Land Use Management Plan, including supporting documentation.

SECTION 2. The City shall reply upon principles, concepts and the Land Use Management Plan as a guide for current and future plan updates pursuant to the Growth Management Act.

SECTION 3. SEVERABILITY: In the event that any section, sentence or clause of this resolution shall be held unconstitutional or invalid, such action shall not be deemed to affect any other section, sentence, or clause of this resolution.

SECTION 4. EFFECTIVE DATE: This resolution shall be effective immediately.

ADOPTED AT THE REGULAR SESSION OF THE CITY COUNCIL OF THE COUTY OF BATTLE GROUND, WASHINGTON ON, THIS 21ST DAY OF JUNE 2021.

CITY OF BATTLE GROUND WASHINGTON

By: _____
Adrian Cortes, Mayor

Attest:

By: Kay Kammer
Kay Kammer, City Clerk

Approved as to form:

By: _____
Christine Hayes, City Attorney #45340

LAND USE MASTER PLAN

FINAL | June 2021

Prepared for:

City of Battle Ground
109 SW 1st Street
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Executive Summary

Purpose and Contents

This Battle Ground Land Use Master Plan's (LUMP) purpose is to improve quality of life for city residents and to increase economic development opportunities described in the Roadmap Vision (see sidebar). The LUMP also:

- Supports City long-range planning efforts and is a source of vision and policies that can be folded into the next Comprehensive Plan periodic review.
- Provides alternative proposals for changes to Comprehensive Plan land use plan designations and implementing zoning.
- Supports regional planning applications to Clark County to support Buildable Lands capacity analysis and adjust Urban Growth Area (UGA) boundaries.
- Serves as a work plan for City annual docket processes for implementation activities.
- Provides direction on the pattern and level of growth to support related initiatives such as the companion Transportation System Plan Update and an in-progress Housing Action Plan.
- Identifies neighborhood district-level opportunities, constraints, and improvement strategies such as parks and trails connections, transitional design standards, etc.

Battle Ground Vision

OUR VISION for Battle Ground is a vibrant, growing city that offers an unsurpassed quality of life for all residents, embracing its history, traditions and diversity. We celebrate our location at the foot of the Cascade Mountains, exploring and recreating in our natural surroundings. We value our exemplary education system that inspires excellence and innovation. Our economy is dynamic and diversified, with time-honored trades thriving alongside new, leading edge companies. Our downtown district cultivates a flourishing artisan community of distinctive restaurants, entertainment, arts and crafts. Our community centers and open spaces provide unique places for people to gather and connect year-round. Our neighborhood districts create a sense of identity, belonging and well-being, while our entire city is enhanced and connected by a network of pedestrian walkways, bike trails, and public transit. This is Battle Ground – and why we choose to call it home.

This LUMP is organized into the following chapters. The LUMP provides information and analysis, followed by policies and strategies, and concludes with implementation steps.

Executive Summary

1 Purpose of Land Use Master Plan

2 Conditions & Trends

3 Growth Capacity & Recommendations

4 Vision & Policies

5 Land Use Strategy

6 Districts

7 Annexation Strategy

8 Implementation Strategy for LUMP

Engagement

Starting with the Roadmap branded visioning effort in 2018 and continuing with LUMP Road Trip engagement efforts, community voices were welcomed and integrated into the LUMP through many opportunities:

- Navigator Workshop, Survey, Website
- LUMP Stakeholder Workshops
- LUMP Story Map, Open House
- Legislative Hearings & Meetings



Public input has been woven into the proposed policies, land use and annexation strategies, and district opportunities. Additional public engagement will occur as Battle Ground advances LUMP recommendations in its work plans such as through Comprehensive Plan and development regulation amendments.

Conditions and Trends

The LUMP shares conditions and trends regarding natural environment, socio-economic, land use, and utility features in Battle Ground.

Position in Region

Surrounded by a rural environment, Battle Ground is located in the center of Clark County and has been a natural hub of commercial and residential activity for the past few decades. One of the most recognized, physical attributes of this hub is the intersection of two state highways, SR-503 and SR-502. SR-503 runs north-south while SR-502 runs east-west. In terms of access to other areas, Battle Ground is a 10-minute drive east of I-5 along SR-502 and is a 10-minute drive north of Vancouver along SR-503. See Exhibit 1.

Exhibit 1. Battle Ground Planning Area and Surroundings



Source: Clark County, 2019; BERK, 2019.

Natural Environment

Whether it is the presence of hydric soils, the presence of actual wetlands, or the presence of a high water table, Battle Ground is encumbered by physical conditions that make development and infrastructure delivery very difficult. In addition to the wet soil conditions, several creeks run through Battle Ground.

The City applies critical area regulations to protect wetlands, streams, wildlife, and protect public health and safety in frequently flooded areas and hazards. The City contains wetland mitigation banks and has opportunities for restoration.

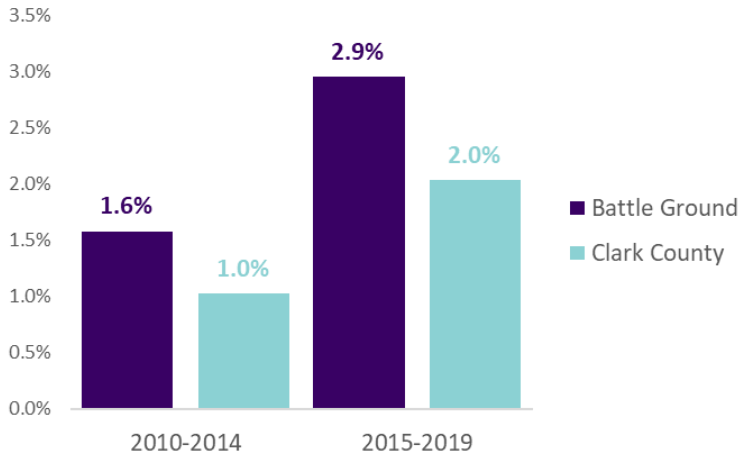
Socioeconomic Conditions

Recent population growth rates are higher in Battle Ground than the county as a whole. See Exhibit 2.

Compared to Clark County and state, Battle Ground has:

- A higher proportion of family households and households with children.
- A lower relative number of householders with older members and people living alone.
- A relatively lower proportion of households renting their homes.

Exhibit 2. Growth Rates 2010-2019



Note: currently does not account for population added due to annexations.
Sources: Washington State Office of Financial Management, 2019; BERK Consulting, 2020.

Employment in Battle Ground has more of a local draw for workers. While the number of jobs in the community has increased, the city still serves as a satellite for larger job centers in Portland and Vancouver. Battle Ground has little land suited, zoned, and actually built for industrial development.

Battle Ground supports north Clark County with retail and services and there is still unmet demand in this region. However, the on-going national shift favoring internet commerce could limit future growth.

Policies

This LUMP contains policies to guide district, land use and annexation strategies addressing a range of elements. A summary of the policy concepts is presented in Exhibit 3 with full language in a dedicated Vision and Policy chapter.

Exhibit 3. Summary of LUMP Policy Concepts

Employment	Mixed Uses	Housing	Design	Urban Growth Area	Parks & Infrastructure
Diversify Strengthen Centers Develop Corridor Plans Add Master Plan/ Flex Employment Process Promote smaller impervious footprints and low impact development in proximity to Mill Creek	Update Design/ Development Standards for Old Town Consider long-term for School Sites Update Zoning for Mixed Uses	Promote higher density housing near commercial for diversity and transition Support Housing Action Plan	Update development and Design Standards Develop Airport Land Use Compatibility Plan for Airpark	Develop Annexation Plan – Pre-Zoning and Infrastructure Evaluation Annexations – Boundaries, Fiscal Implications Collaboratively review long-term land use south of SR 502 with Clark County	Promote Parks in10-Minute Walk Improve connectivity Extend sewer to unserved areas Develop sewer and water capital facility plan for the UGA expansions

Land Use Strategy

Alternatives

Over the last two years the City of Battle Ground met with local stakeholders that have helped guide the development of three land use alternatives. The three alternatives show different choices for pursuing Battle Ground's Vision.

- Alternative 1 retains the current UGA boundaries but changes the balance of employment and residential designations to increase employment capacity.
- Alternative 2 includes the same changes to land use and zoning inside current planning boundaries as Alternative 1, but would reduce UGA boundaries in the south and increase it in the north.

- Alternative 3 begins with similar land use and zoning changes as Alternative 1, but would expand to the west.

Following community feedback, the City developed a Preferred Alternative that blended the desired features of draft alternatives to create a path forward for Battle Ground.

The Preferred Alternative seeks to increase land available for employment with the City of Battle Ground and its UGA. It identifies land use and zoning changes within the City's existing planning area as well as changes to the UGA boundary.

See Exhibit 5 for the Preferred Future Land Use, and Exhibit 6, for the Preferred Zoning.

The Preferred Alternative fulfills GMA requirements to provide capacity to meet residential and employment growth targets. It is also designed to focus growth and avoid sensitive areas and agricultural lands. See Exhibit 4.

- Reasonable measures add capacity within the City's city limits and existing planning area by modifying zoning to support employment growth.
- The removal of Meadow Glade from the UGA would help to focus residential growth in areas to avoid sprawl.
- The western employment expansion to Dollar's Corner avoids lands with major environmental constraints, and would redesignate rural lands and avoid agricultural resource lands south of SR-502.

Key Growth Management Provisions

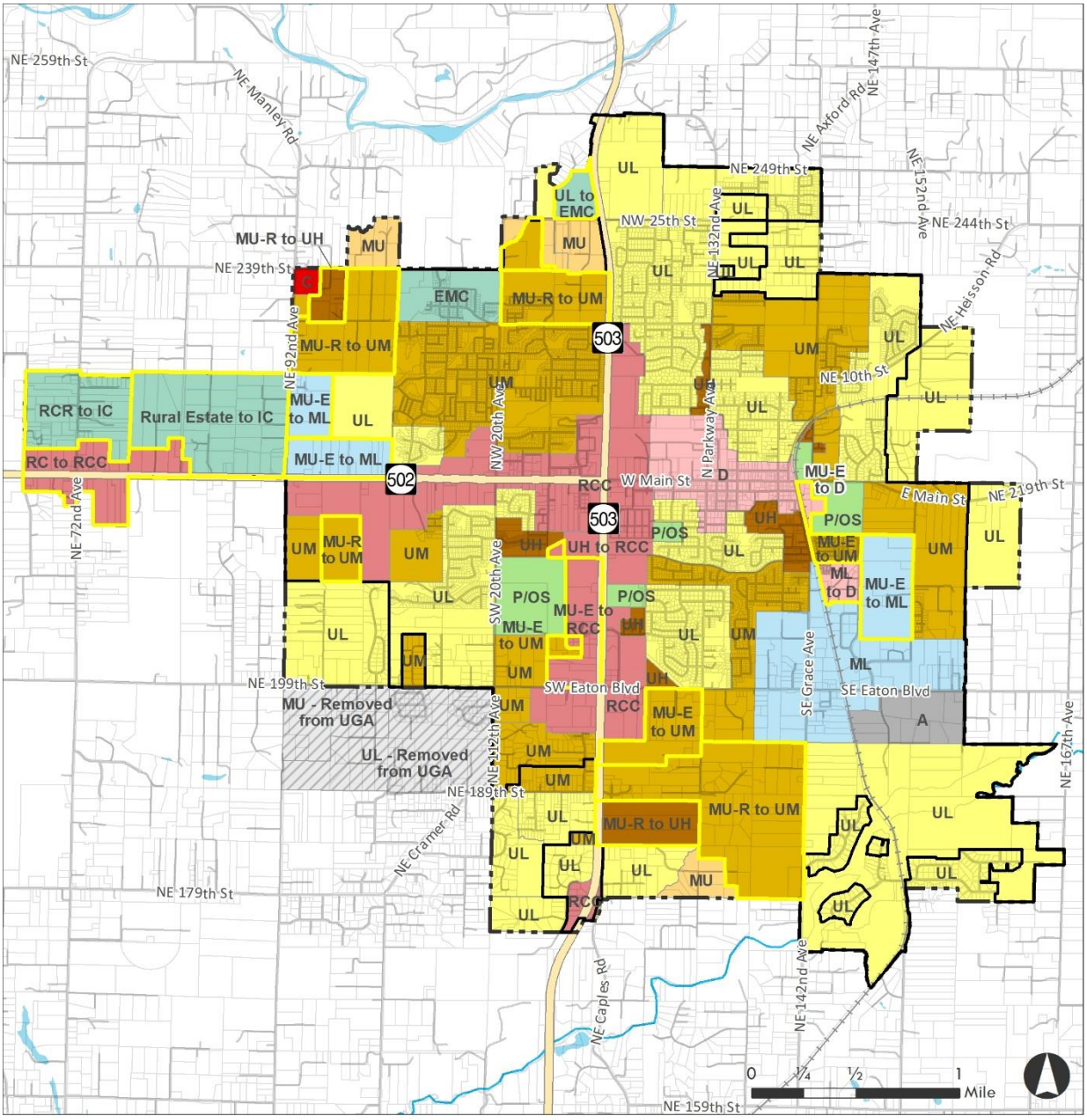
GROWTH PRINCIPLES

While Battle Ground has local authority to develop a vision and long-range plans, its planning must take place within the framework of the Growth Management Act (GMA; RCW 36.70A). Under GMA, community growth is focused in urban areas to encourage efficiency, sustainability, economic development, and the preservation of natural resource areas. Counties must ensure that there is sufficient capacity for population growth as well as the appropriate medical, governmental, educational, institutional, commercial, and industrial facilities to support this growth (RCW 36.70A.115).

Exhibit 4. Key Growth Management Provisions

Sprawl	Focus development in urban areas to avoid sprawl.
Infra-structure	Provide efficient services and infrastructure.
Critical Areas	Protect critical environmental areas.
Flood Plains	Avoid flood plains.
Resource Lands	Avoid forestry and agricultural resource lands of long-term commercial significance.

Exhibit 5. Preferred Alternative Future Land Uses



Battle Ground Comprehensive Plan Designations - Preferred Alternative

- Urban Low Density Residential (UL)
- Urban Medium Density Residential (UM)
- Urban High Density Residential (UL)
- Downtown (D)
- Commercial (C)
- Regional Center (RCC)
- Business Park/Employment Campus (IC/EMC)
- Light Industrial (ML)
- Mixed Use (MU)
- Parks/Open Space (P/OS)
- Airport (A)
- Designation Changes
- Battle Ground City Limits
- Urban Growth Area
- State Routes
- Roads

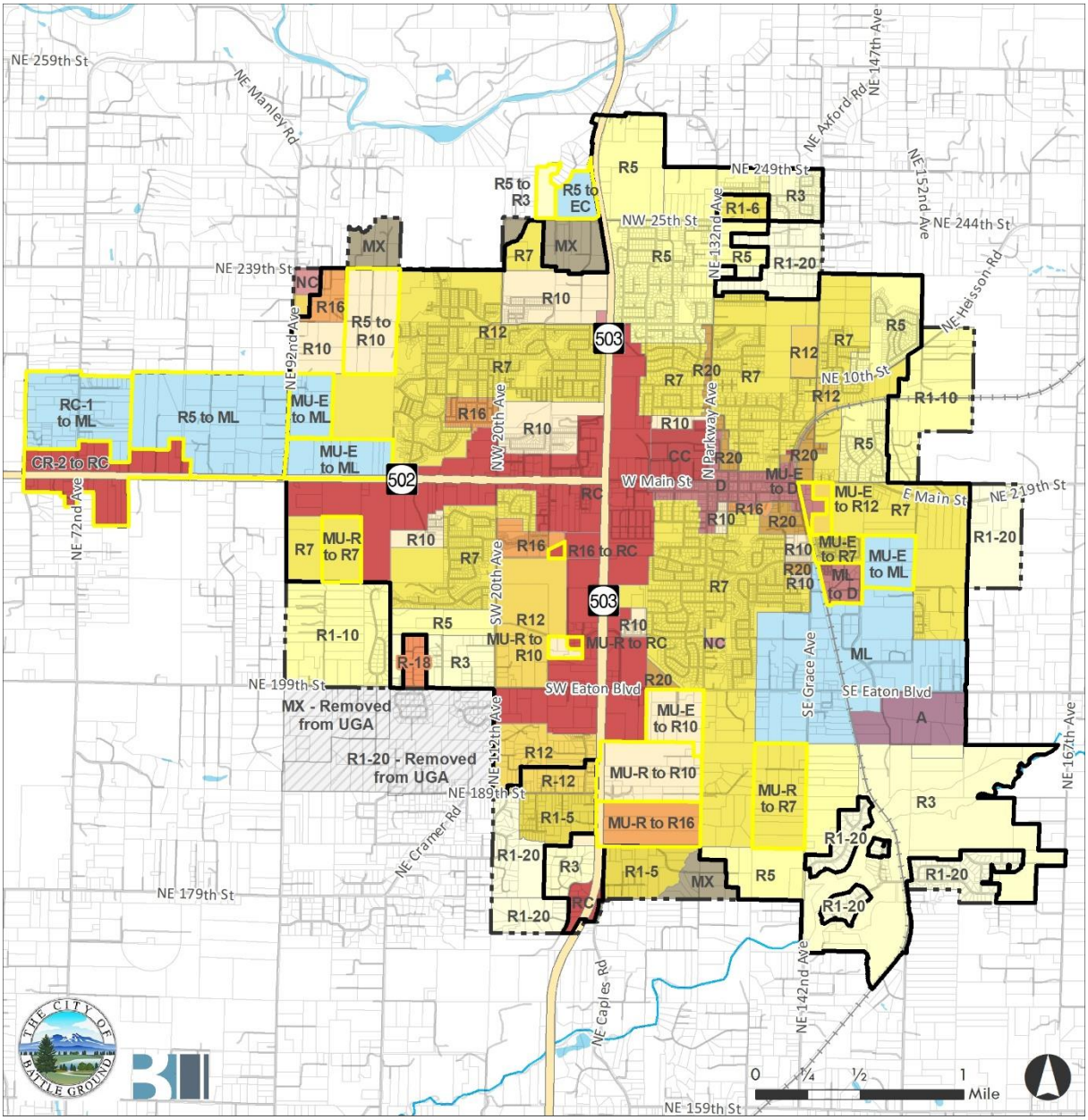
THE CITY OF BATTLE GROUND

BERK

Map Date: Jun 2021

Source: Clark County GIS; BERK 2021.

Exhibit 6. Preferred Alternative Zoning Changes



Battle Ground Zoning - Preferred Alternative

- Zoning Change Highlight
- Battle Ground City Limits
- Urban Growth Area

City Specific Zoning

- Residential 3 units/acre (R3)
- Residential 5 units/acre (R5)
- Residential 7 units/acre (R7)
- Residential-10 (R10)
- Residential (R16)
- Residential 20 units/acre (R20)
- Regional commercial (RC)
- Downtown commercial (D)
- Neighborhood center commercial (NC)
- Community commercial (CC)
- Mixed use (MX)
- Light industrial (ML, EC)

County Zoning

- Single-Family residential (R1-20)
- Single-Family residential (R1-10)
- Single-Family residential (R1-6)
- Single-Family residential (R1-5)
- Residential (R-12)
- Residential (R-18)
- Removed from UGA

Map Date: Jun 2021

Source: Clark County GIS; BERK 2021.

Land Capacity

A detailed land capacity analysis was conducted with zone-specific residential and job achieved densities. Results show an oversupply of residential land and an undersupply of employment land. This prompted a suitability review, first, of land in the city limits that could be repurposed for employment uses, as well as UGA lands.

A range of options in-city and UGA were developed into Alternatives and evaluated. The Preferred Alternative balances UGA expansion and UGA retraction.

Based on zoning changes, land capacity results in Exhibit 7 show:

- Residential land capacity is reduced by about 130 households compared to the base. However, capacity still exceeds the remaining growth target by more than 3,700 units.
- Employment capacity is increased by about 2,500 jobs, coming within about 3% of the remaining employment growth target.

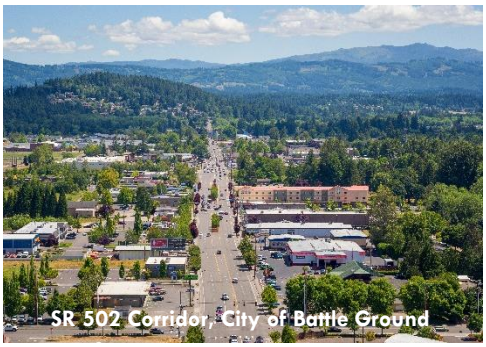
Exhibit 7. Preferred Alternative Land Capacity Estimates

Category	Remaining Target 2020-2036	Base: Current Plan Adjusted Capacity	Preferred Alternative*
Households	5,686	9,555	9,418
Jobs	8,487	5,727	8,260

Note: If Battle Ground Village were still zoned Light Industrial instead of Downtown the resulting achieved job and housing densities by zone would differ. Job capacity would be about 8,406 and households would be about 9,385. These slightly different results were studied in the regional transportation model in early 2021.
Source: BERK 2020.

Districts

Today, Battle Ground is a dynamic city with a growing economy. It serves as a regional center to the surrounding rural areas that depend on Battle Ground for employment, education, commerce, services, and amenities. Battle Ground also enjoys its budding potential as a gateway to the great outdoors for visitors. It is a desirable place to raise a family, and the city possesses a constellation of diverse neighborhoods.


SR 502 Corridor, City of Battle Ground

To establish a new system of planning districts to reinforce the vision, a map has been developed to illustrate key centers and corridors and residential communities; see Exhibit 8.

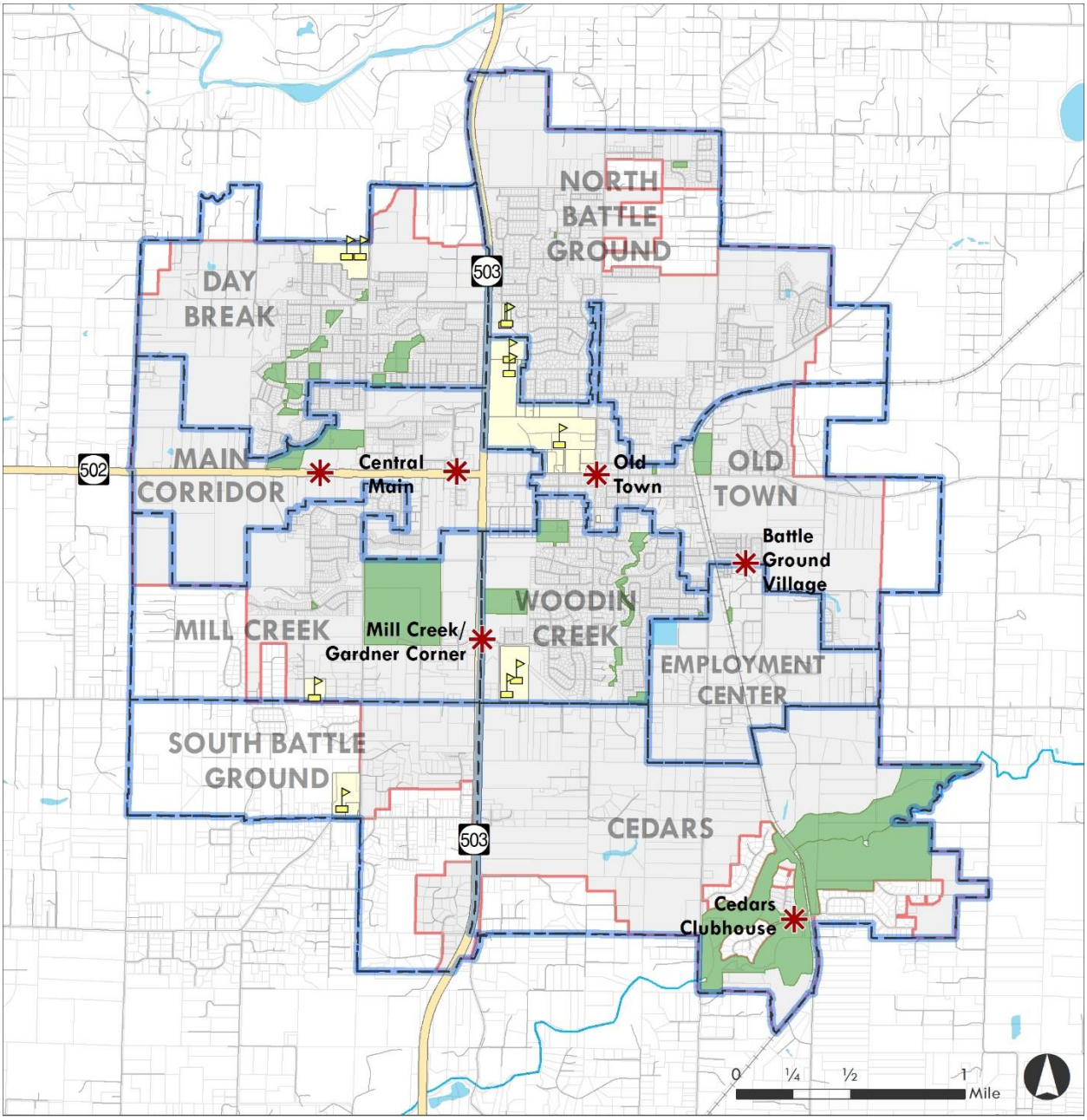


Old Town, City of Battle Ground

- Residential areas include North Battle Ground and Day Break.
- Mostly residential districts are South Battle Ground, Cedars, Mill Creek, and Woodin Creek.
- Mixed residential and commercial areas are found in Old Town and Main Corridor.
- The only industrial district is Employment Center.

For each district, the LUMP identifies opportunities and challenges and strategies. Examples include developing updated design standards (e.g. Old Town), and more broadly developing a parks and trail plan to fill gaps in access and increase recreation opportunities.

Exhibit 8. Battle Ground Districts



Battle Ground Area Neighborhoods

- Battle Ground Districts
- Points of Interest
- Schools
- School Parcels
- Parks
- Battle Ground City Limits
- Urban Growth Area
- State Routes
- Roads
- Railroads
- Waterbodies

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Map Date: Jan 2020

Source: Clark County GIS, 2019; BERK, 2019.

Annexation Strategy

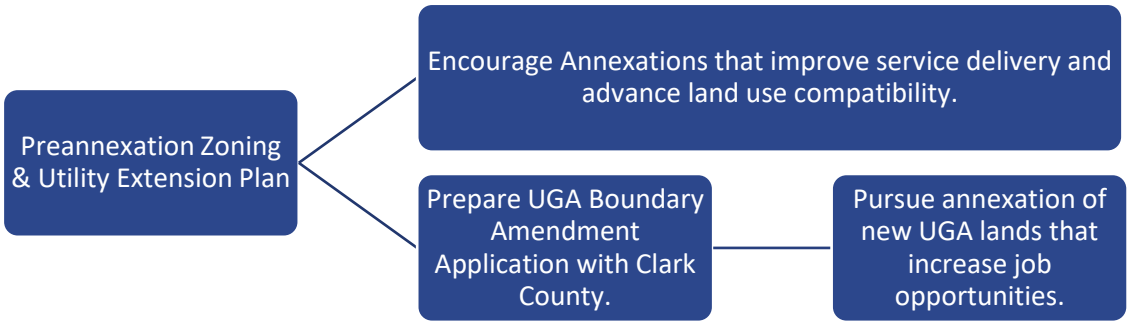
Annexation strategies are included in the LUMP to focus on efficient growth, achieve desirable growth patterns, and achieve a greater jobs/housing balance.

Strategies include:

- Facilitate and Plan for Annexation
- Coordinate and Consult with Clark County
- Promote Annexation for Compatible Growth and Logical Boundaries
- Promote Annexation to Improve Jobs/Housing Balance
- Avoid Annexation of Difficult Service Areas

These strategies are illustrated Exhibit 9 and Exhibit 10.

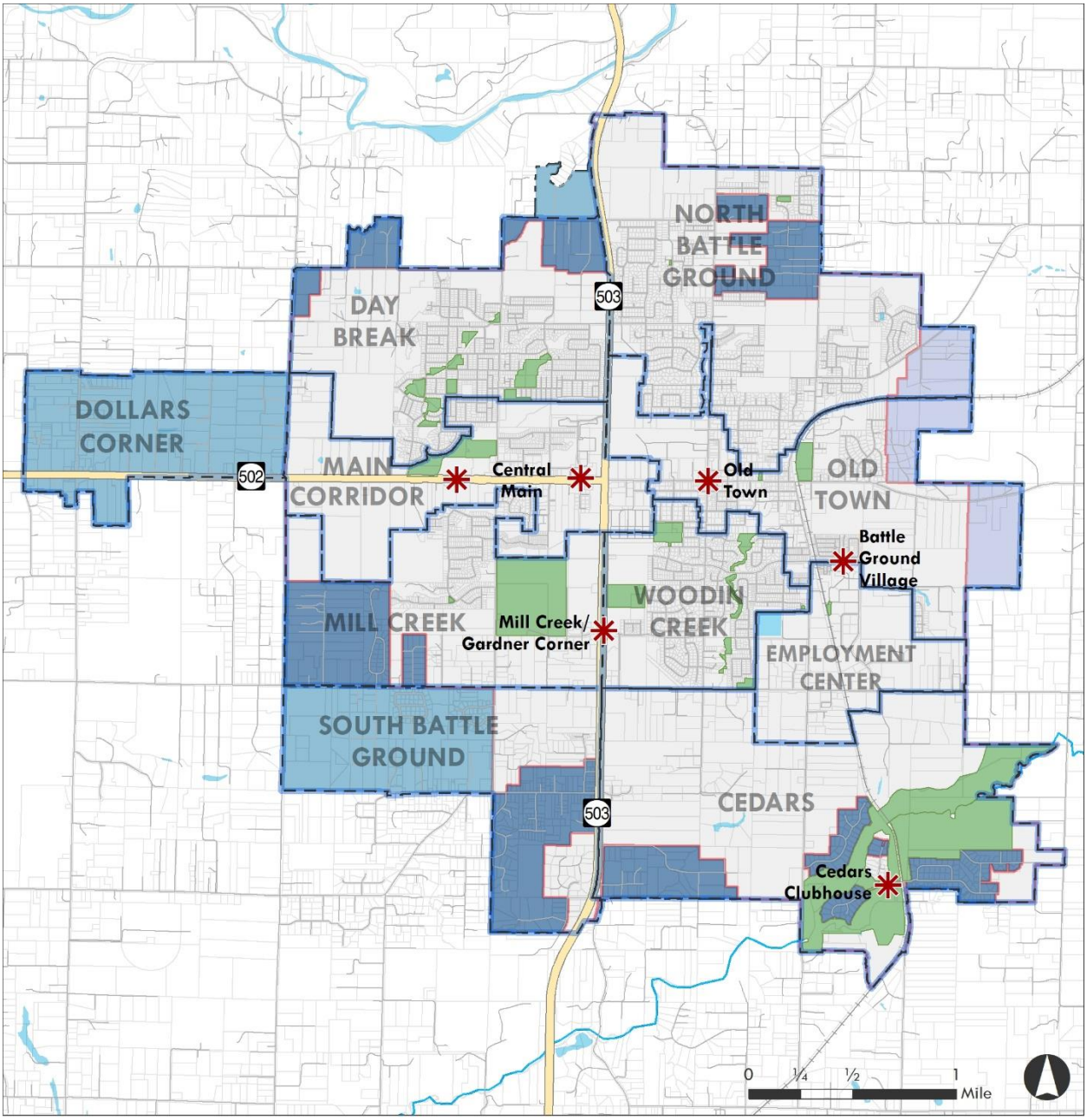
Exhibit 9. Annexation Strategy Chart



As described in this LUMP land use and zoning changes would be phased to focus first within the current planning area and city limits. Following coordination and regional planning with Clark County on UGA boundary adjustments, the Meadowglade and Dollar's Corner adjustments could be made.

The City's development of the LUMP is an opportunity to participate in the regional planning process in Clark County to update Buildable Lands Report under preparation between 2019 and 2021 and subsequently complete the periodic review of the Comprehensive Plan by 2025.

Exhibit 10. Annexation Priority Map



Battle Ground Area UGA Changes - Preferred Alternative

- Improve Service Delivery and Land Use Compatibility
- Adjust UGA Boundaries for Job Opportunities or to Reduce Difficult Service Areas
- Other Annexation Areas
- Battle Ground Neighborhoods
- Points of Interest
- Parks
- Battle Ground City Limits
- Urban Growth Area
- Waterbodies

BERK

Map Date: Mar 2021

Implementation Strategy

The strategies identified in the LUMP would proceed through one of several planning processes:

- Regional planning through County-City coordination and consultation.
- Periodic planning where the Battle Ground Comprehensive Plan is evaluated and updated as required by GMA. The next update is due in 2025.
- Docketing where the Comprehensive Plan and development regulations are amended annually.
- System planning, where parks and utility plans are developed typically every six years to meet legal requirements or to be eligible for grants. System planning could support any of the planning processes above.

A detailed implementation matrix sorts strategies into these processes, identifies lead departments, resources, and timing.

Phased activities include:

- **Short-Term 2021-2025:** Future Land Use Map and Zoning Amendments, Old-Town District Subarea Plan and Design Guidelines, City Parks/Trails Plan, UGA Amendments and associated Utility Plans.
- **Medium-Term 2025-2033:** District Subarea Plans and Design Guidelines, SR 502/503 Corridor Plans, Pre-annexation Zoning, Utility Plans for remaining service areas.

1



Through the Roadmap outreach and engagement process in 2018, Battle Ground adopted a Vision that focuses on enhancing Battle Ground's assets through the development of neighborhoods and districts, by addressing parks and green spaces and creating community gathering spaces, by boosting employment, and by seizing redevelopment opportunities.

After establishing the Vision as a first step, this Battle Ground Land Use Master Plan's (LUMP) purpose is to improve quality of life for city residents and to increase economic development opportunities.

With the 'directions' in the Roadmap Vision the LUMP process begins a Road Trip that:

- Supports City long-range planning efforts and is a source of vision and policies that can be folded into the next Comprehensive Plan periodic review.
- Provides alternative proposals for changes to Comprehensive Plan land use plan designations and implementing zoning.
- Supports regional planning applications to Clark County to support Buildable Lands capacity analysis and adjust UGA boundaries.
- Serves as a work plan for City annual docket processes for implementation activities.

Battle Ground Vision

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- Provides direction on the pattern and level of growth to support related initiatives such as the companion Transportation System Plan Update and an in-progress Housing Action Plan.
- Identifies neighborhood district-level opportunities, constraints, and improvement strategies such as parks and trails connections, transitional design standards, etc.

Roadmap City Work Plan

To implement the Vision, the Roadmap recommended priorities:

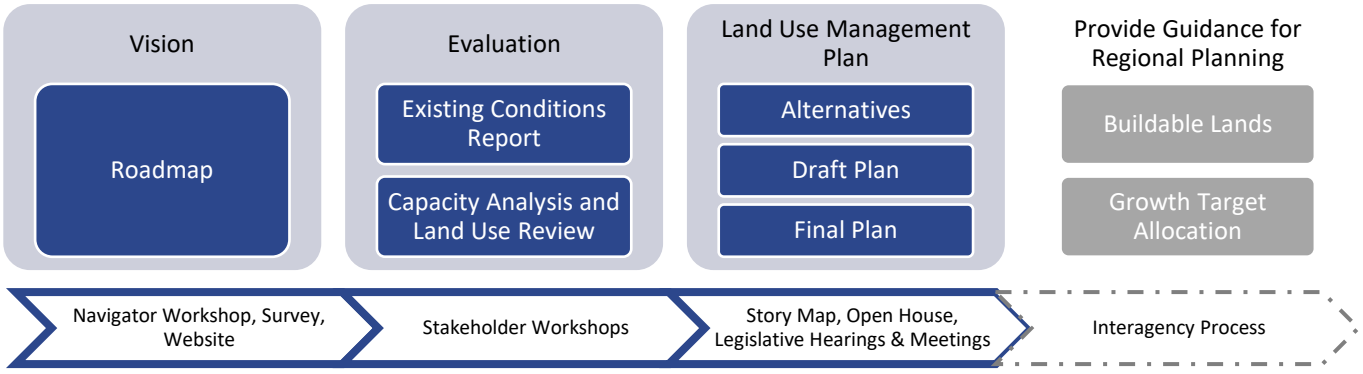
- A land use and zoning study that will help shape Battle Ground's future and contribute to an update of the Comprehensive Plan.
- A master plan for the City's parks and trails
- An updated Capital Facilities Plan.

This Land Use Master Plan implements the first bullet.

Public Involvement Process

Starting with the Roadmap branded visioning effort in 2018 and continuing with Road Trip workshops, story map, and legislative meetings through 2021, community voices were welcomed and integrated into the LUMP. Each major LUMP development and public engagement phase is illustrated Exhibit 11. Outreach results are summarized below. The LUMP will allow the City to continue with an interagency planning process with Clark County.

Exhibit 11. Battle Ground's Land Use Master Plan Process



Sources: BERK 2019.

Roadmap Visioning

Engagement during the Roadmap process was robust and varied. More than 2,000 residents participated in a survey. Three dozen stakeholder interviews were conducted. A twelve-member committee of community member Navigators engaged residents, reviewed community feedback, analyzed data, and helped develop vision alternatives for broader review.

BATTLE GROUND ROADMAP
We're Pulling Over and Asking for Direction

Road Trip Public Engagement



To implement the City Vision and advance this LUMP, the City established a Stakeholders Group made up of residents, business owners, school district representatives, engineers, developers, Planning Commission members and others.

The Stakeholder Group met three times to discuss Battle Ground's neighborhoods, Urban Growth Area (UGA), employment sites, and alternative land use concepts. The range of alternatives were shared with the community through a survey, story map, and online open house. The Planning Commission recommended a Preferred Alternative that is the basis for this LUMP. A list of the events is provided in Exhibit 12.

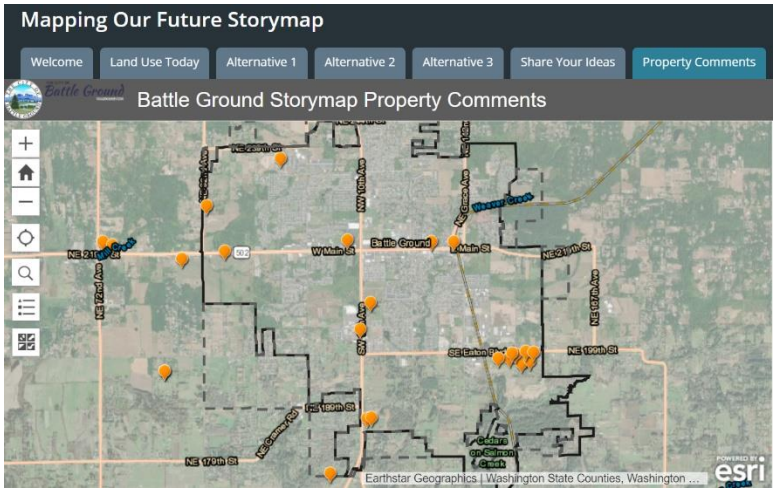
Exhibit 12. Road Trip Public Engagement Activities

Engagement Activity	Focus of Event
Stakeholder Group Meeting May 2019	What criteria should be used in considering a change to the UGA boundaries? Which areas are suitable districts for preservation and enhancement? Which are suitable for new opportunity or change? What uses are appropriate for the Battle Ground High School site?
Stakeholder Group Meeting November 2019	Why is employment in Battle Ground important to you? Future Employment Sites ▪ What do you think the trade-offs are for each site? ▪ What might prevent development of these sites for employment? ▪ What would encourage these sites to develop for employment?
Stakeholder Group Meeting May 2020	How well does each alternative reflect the Community Vision? What are the pros and cons of each alternative? Is there anything you would change about the alternatives? Which alternative do you think is best and why?
August 2020	Online Story map, Survey, and Open House asking pros/cons of alternatives.
September 2020	Planning Commission Briefing
October 2020	Planning Commission Hearing: Land Use Master Plan Preferred Alternative
November 2020	City Council Briefing
Spring and Summer 2021	Planning Commission and City Council Meetings and Hearings (pending)

Road Trip Alternatives Review

Approximately 175 persons viewed a story map posted for one month in summer 2020. The story map illustrated current land use, various land use alternatives, a survey, and an interactive map with a public comment opportunity. About 30 persons completed comments on the map, with several comments concerned with industrial zoning and the air strip. About 36 persons also took the survey available at the same time. A virtual open house was held during the one month period. The comments on the features of the alternatives are noted in Chapter 5 Land Use Strategy.





The Planning Commission reviewed public input and created a Preferred land use plan that mixed and matched among alternatives and responded to public input. See Chapter 5 Land Use Strategy.

Draft LUMP Engagement

The Draft LUMP underwent review through the Planning Commission and City Council with meetings and hearings.

See the project website for more information: https://www.cityofbg.org/832/Land-Use-Transportation-Plan.



The final LUMP is a reflection of the input of Battle Ground community members and appointed and elected officials.

Organization of LUMP

This LUMP is organized into the following chapters. The LUMP generally provides information and analysis, followed by policies and strategies, and concludes with implementation steps.

Executive Summary

1 Purpose of Land Use Master Plan

2 Conditions & Trends

3 Growth Capacity & Recommendations

4 Vision & Policies

5 Land Use Strategy

6 Districts

7 Annexation Strategy

8 Implementation Strategy for LUMP



2

Conditions & Trends

This chapter shares socio-economic, natural features, and land use and utility features in Battle Ground. It also describes the City's land use and infrastructure plans. This information was a base upon which land use alternatives were developed in the LUMP.

Battle Ground in Region

Surrounded by a rural environment, Battle Ground is located in the center of Clark County and has been a natural hub of commercial and residential activity for the past few decades. One of the most recognized, physical attributes of this hub is the intersection of two state highways, SR-503 and SR-502. SR-503 runs north-south while SR-502 runs east-west. In terms of access to other areas, Battle Ground is a 10-minute drive east of I-5 along SR-502 and is a 10-minute drive north of Vancouver along SR-503.



Aerial looking northwest from Remy



Battle Ground Shopping Center



Neighborhood Park and Homes

Much of Battle Ground's physical geography can be summed in a word: wet. Whether it is the presence of hydric soils, the presence of actual wetlands, or the presence of a high water table, the city is encumbered by physical conditions that make development and infrastructure delivery very difficult. In addition to the wet soil conditions, several creeks run through Battle Ground.

The city serves residents living in Battle Ground as well as the central and north county regions. See Exhibit 13. A significant commercial corridor runs east/west along the SR-502/NE 219th Street arterial, crossing SR-503. The city center is east of SR-503 and is comprised of a mix of retail

commercial, restaurants, offices, government services, and older residential housing stock. The largest property in the city center is owned by Battle Ground Public Schools and houses Battle Ground High School and related facilities such as play fields, a track and football field, and a stadium.

Battle Ground Public Schools comprise the most extensive school district in Clark County and one of the largest in the state. The District maintains its high school campus in the city center as well as two middle schools, three primary schools, and two alternative schools within city limits. Although many of the families that attend these schools live outside the City of Battle Ground, they identify as being a part of the Battle Ground community. This is one factor that contributes to the town and country feeling in the area.

Exhibit 13. Battle Ground in the Region



Source: Clark County, 2019; BERK, 2019.

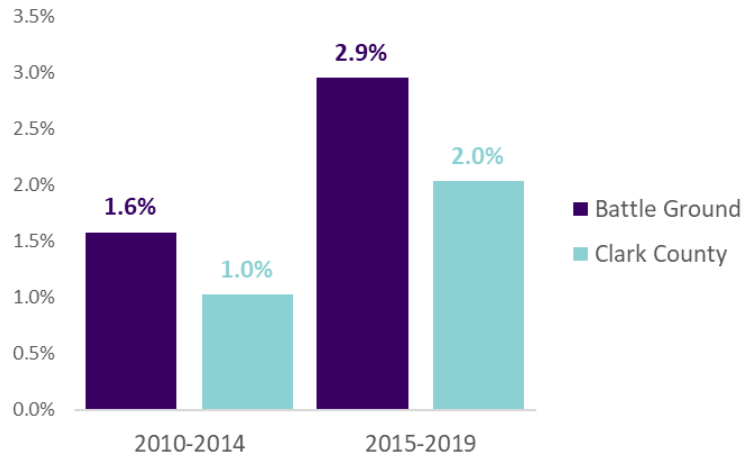
Socio-Economics

This section summarizes socio-economic conditions based on data collected prior to the COVID-19 pandemic.

Population

Battle Ground incorporated in 1951 and had a population of 888 during the first decennial US Census in 1960. As of 2020, the City has a population of 22,180. Recent growth rates, but during the recovery from the Great Recession and more recently, are higher in Battle Ground than the county as a whole. See Exhibit 14.

Exhibit 14. Growth Rates 2010-2019



Note: currently does not account for population added due to annexations.

Sources: Washington State Office of Financial Management, 2019; BERK Consulting, 2020.

Clark County and jurisdictions plan for growth in their Comprehensive Plans addressing a 20-year period from 2016-2036. Battle Ground's population growth target established in consultation with Clark County equals 38,443, representing an increase in population of about 3.5% per year (or 84% over 20 years) from the base year 2015 population.

Applicable to Clark County and its cities, Exhibit 15 illustrates historic growth since 1970 and future growth projections to 2040. The future projections are based on Office of Financial Management mid-range projections developed in 2017. Assuming that growth is allocated proportionately to the estimates in the Clark County Comprehensive Plan, this would

Findings – Current Conditions

Battle Ground population has grown faster than the County as a whole.

Battle Ground's population is younger and is made up of families predominantly.

There are fewer renter occupied households.

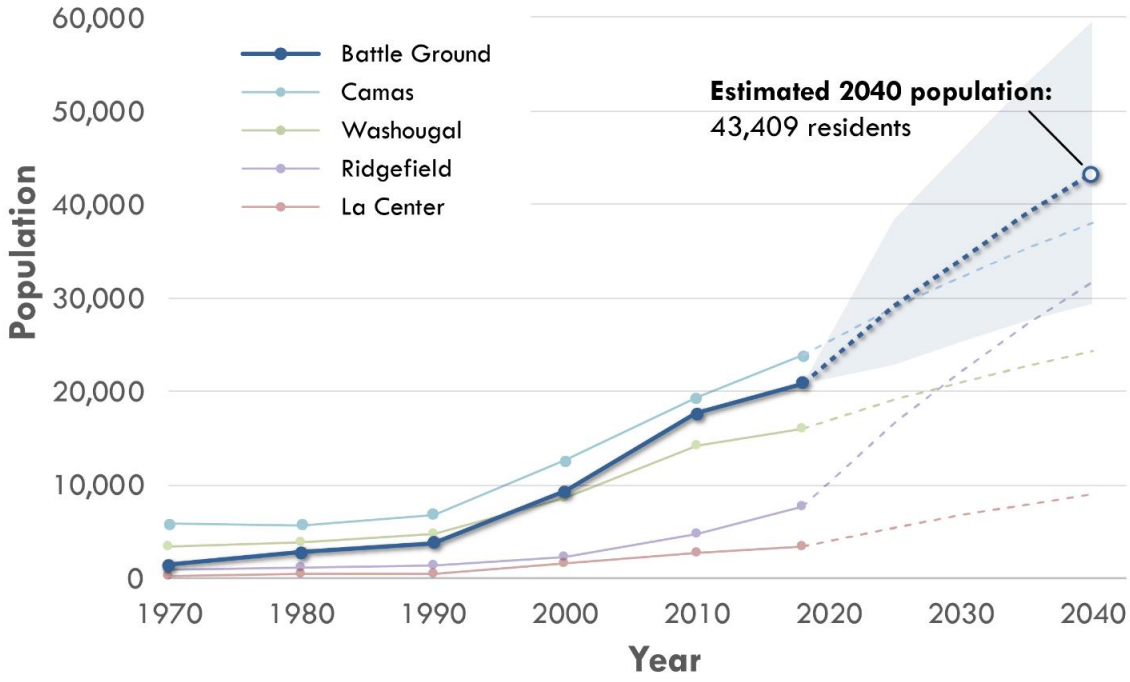
Battle Ground has had a growing employment base. Household income is lower than the County median.

While Battle Ground is a regional retail center, as online retail continues to grow, the growth of commercial jobs could slow.

There are limited industrial sites of a size and readiness to attract sectors identified regionally as important computers/ electronics, clean tech, software, metals/machinery, and life sciences.

suggest a Battle Ground population of about 38,992 by 2035 (similar to its 2036 target) increasing to 43,309 by 2040.

Exhibit 15. Historic trends and population projections to 2040



Source: Clark County, 2015; WA OFM, 2017; BERK, 2019.

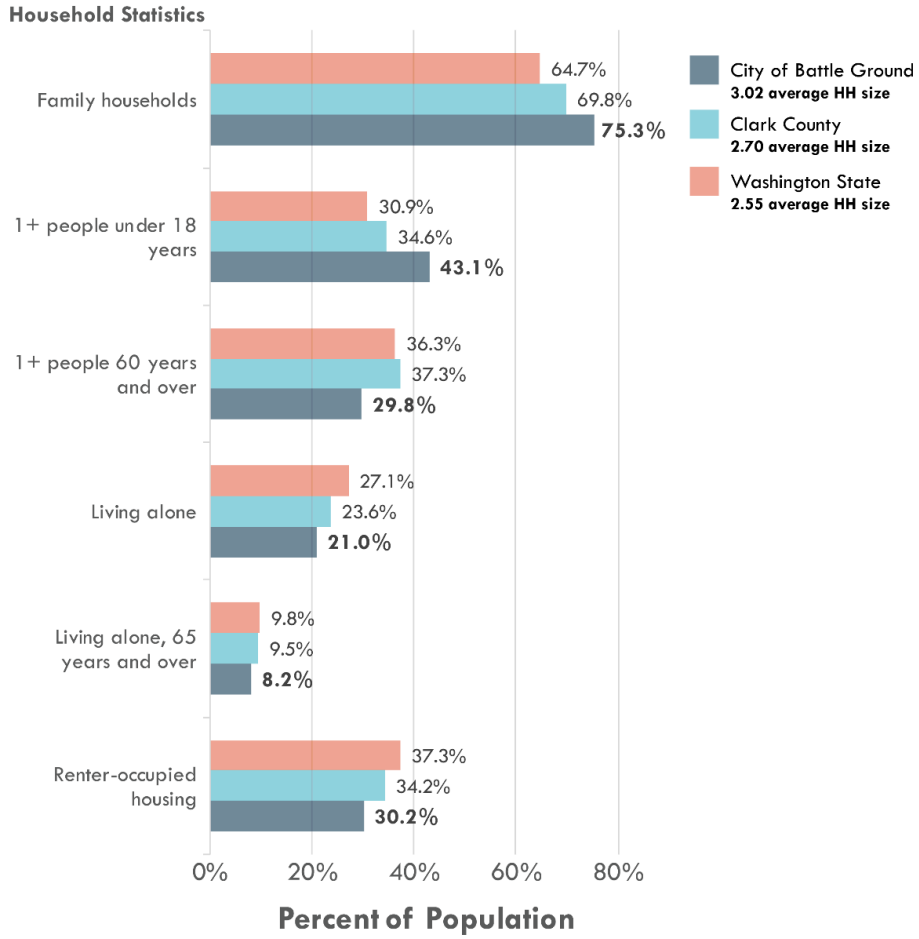
Household Characteristics

Exhibit 16 presents key statistics from the 5-year American Community Survey (ACS) for households in Battle Ground, as well as in Clark County and the state overall. Compared to Clark County and state, Battle Ground has:

- A higher proportion of family households and households with children.
- A lower relative number of householders with older members and people living alone.
- A relatively lower proportion of households renting their homes.

These household characteristics are reflected in a higher overall household size for Battle Ground (average 3.02 persons per household) versus Clark County (2.70) and the state (2.55).

Exhibit 16. Household statistics, Battle Ground and surrounding areas, 2013–2017 ACS



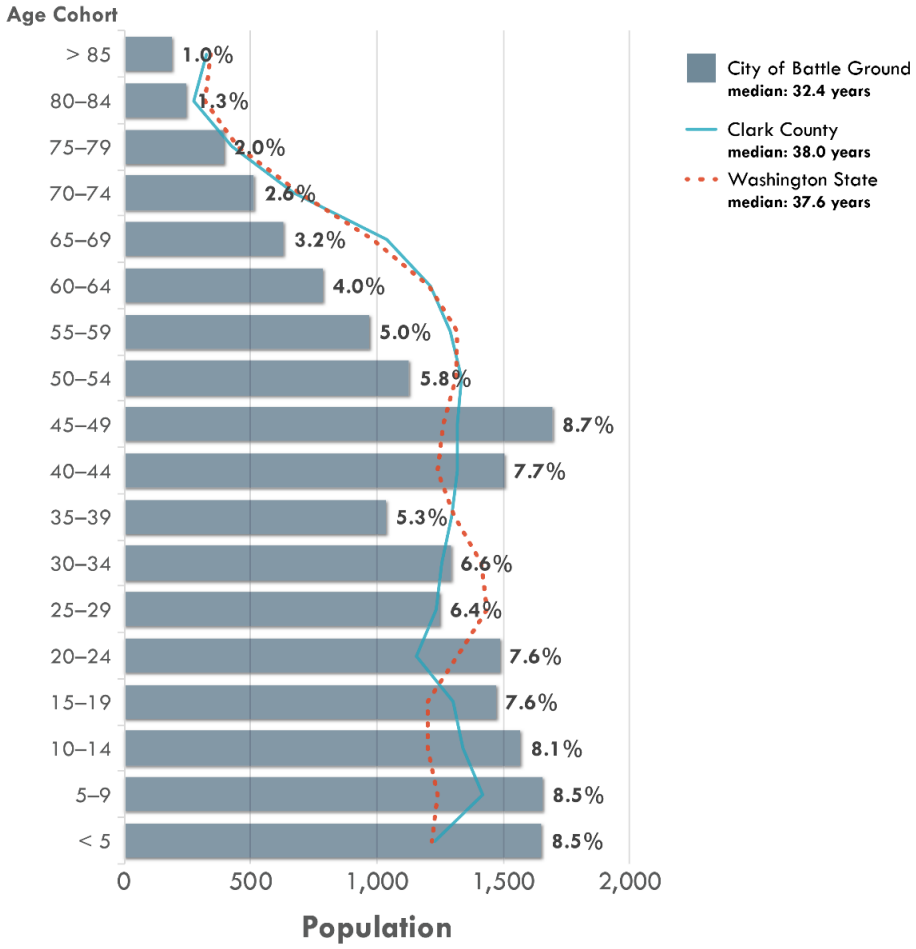
Source: US American Community Survey, 2017; BERK, 2019.

Age

The distribution of population by age, provided in Exhibit 17, highlights that Battle Ground's cohorts age 24 and younger and ages 40-49 represent a greater portion of total population than in either Clark County or the state.

This reinforces the perception that the population of Battle Ground is relatively young, with a significant number of children in the community.

Exhibit 17. Population age cohorts, Battle Ground and surrounding areas, 2013–2017 ACS

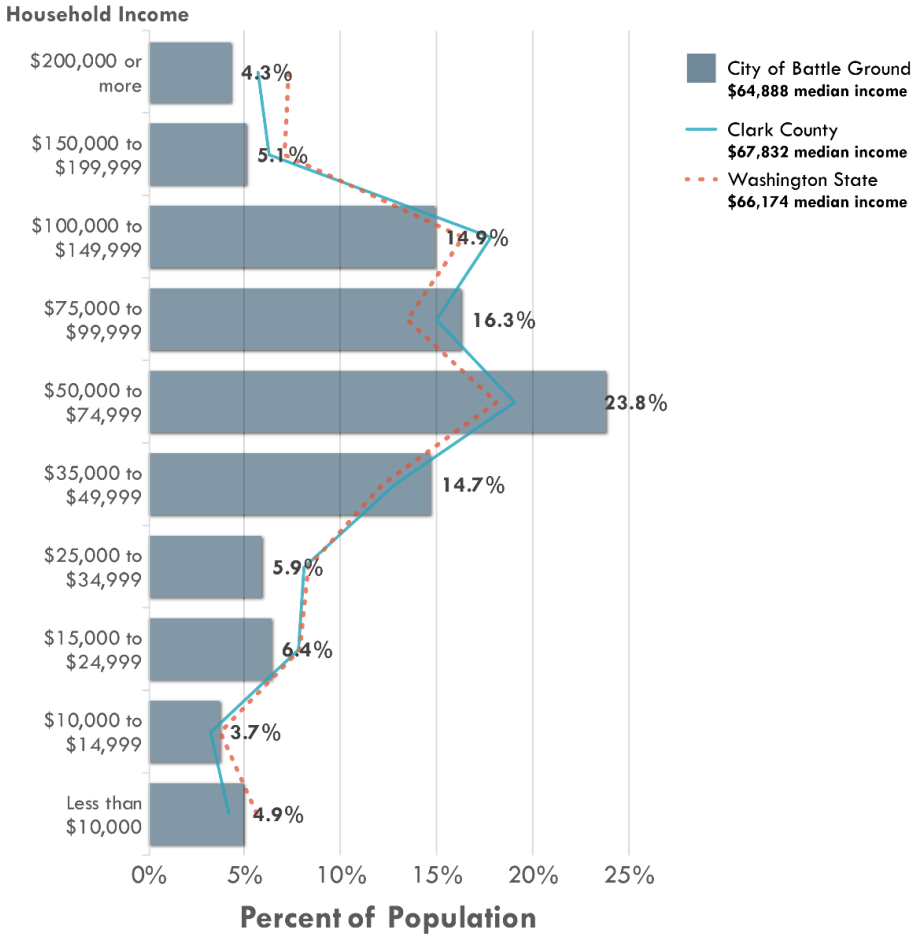


Source: US American Community Survey, 2017; BERK, 2019.

Household Income

The median income for Battle Ground households is about 4% lower than the County median. The distribution in Exhibit 18 suggests there is a greater representation of middle-income residents in Battle Ground with incomes between $35,000 and $75,000. Clark County and Washington have a broader distribution overall with greater representation from higher income brackets.

Exhibit 18. Household income in 2017 dollars, Battle Ground and surrounding areas, 2013–2017 ACS

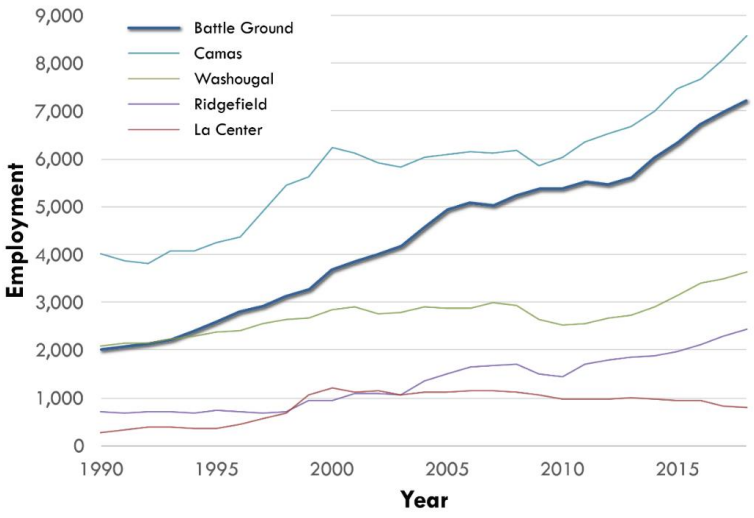


Source: US American Community Survey, 2017; BERK, 2019.

Employment

Overall, the City of Battle Ground is the third largest growth center in Clark County next to Vancouver and Camas, with 7,218 jobs in the city in 2018. Growth in employment in Battle Ground since 2010 has been at about 4.1% per year, higher than employment growth in Vancouver (2.7%) and the county overall (3.5%), but lower than Camas, Ridgefield, and Washougal (Hovee, 2018). See the job increase in Exhibit 19.

Exhibit 19. Selected Cities' Employment 1990–2018



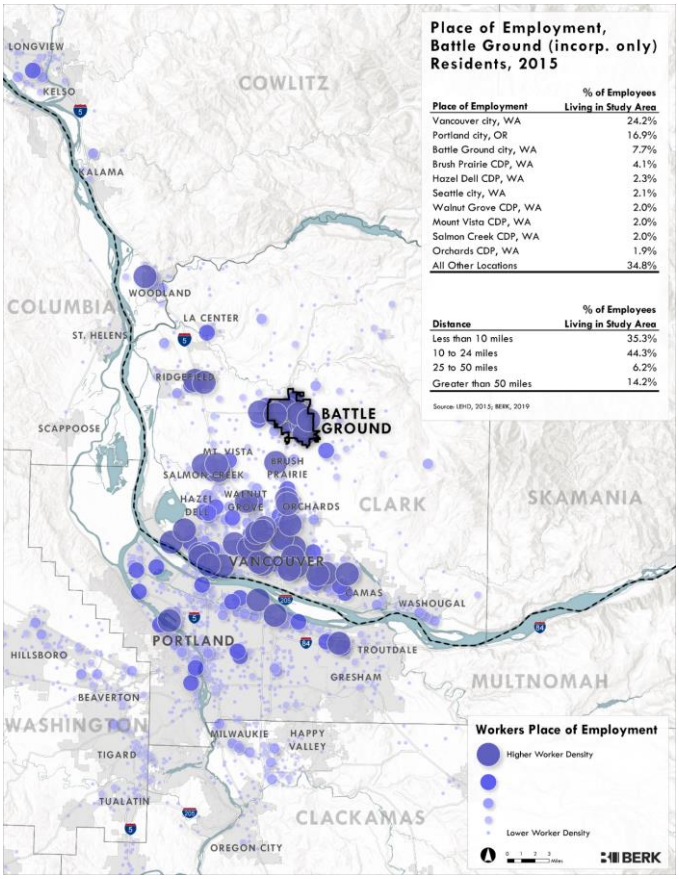
Source: WA Employment Security Department, 2019; BERK, 2019.

Workers that reside in Battle Ground appear to be attracted to the major job centers in the region, with 24% working in Vancouver and 17% in Portland, Oregon. Only about 8% of workers living in Battle Ground work in the city itself. Employment in Battle Ground has more of a local draw for workers. While the number of jobs in the community has increased, the city still serves as a satellite for larger job centers in Portland and Vancouver. See Exhibit 20.

Exhibit 21 provides the division of employment between different economic sectors for Battle Ground. Overall, this information indicates that:

- Battle Ground is a regional center for shopping with a concentration of employment in related businesses. Local employment in Retail Trade; Administration & Support, Waste Management and Remediation; and Accommodation and Food Services is relatively higher in Battle Ground than a market study area (serving over 82,600 population) and the county as a whole.
- The greater proportion of administration and support businesses in the city also suggests that Battle Ground is a center for support activities provided to other businesses across the region.

Exhibit 20. Places of Employment, Battle Ground Residents, 2015



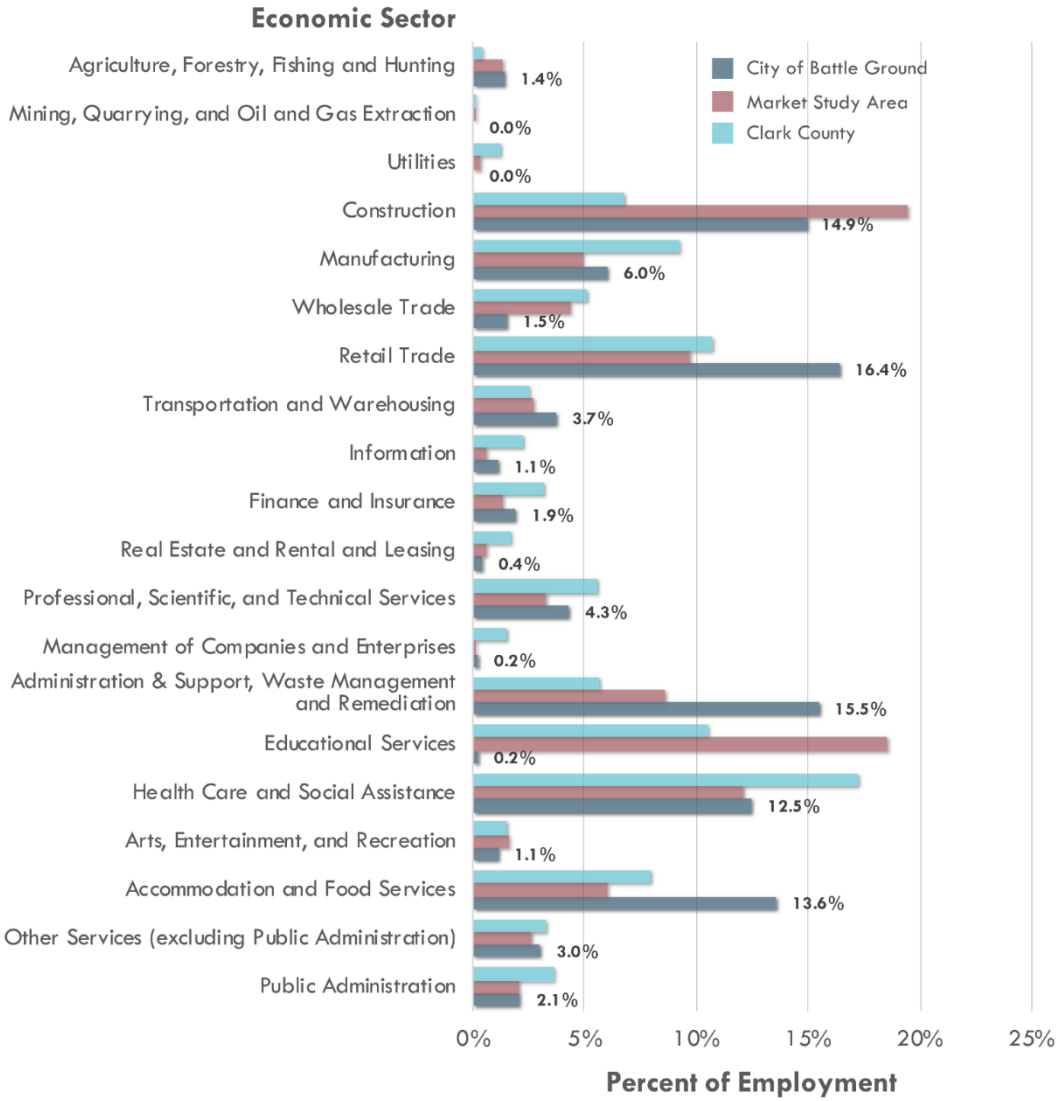
Place of Employment, Battle Ground (incorp. only) Residents, 2015

Place of Employment	% of Employees Living in Study Area
Vancouver city, WA	24.2%
Portland city, OR	16.9%
Battle Ground city, WA	7.7%
Brush Prairie CDP, WA	4.1%
Hazel Dell CDP, WA	2.3%
Seattle city, WA	2.1%
Walnut Grove CDP, WA	2.0%
Mount Vista CDP, WA	2.0%
Salmon Creek CDP, WA	2.0%
Orchards CDP, WA	1.9%
All Other Locations	34.8%

Distance	% of Employees Living in Study Area
Less than 10 miles	35.3%
10 to 24 miles	44.3%
25 to 50 miles	6.2%
Greater than 50 miles	14.2%

Source: LEHD, 2015; BERK, 2019

Exhibit 21. Employment, NAICS Sector, Percent of Total, 2015



Source: US Census, 2018; BERK, 2019.

Findings of the Roadmap process in 2018 included that while Battle Ground bounced back from the recession with a surge of new retail and services employment, this trend may not persist. Battle Ground supports north Clark County with retail and services and there is still unmet demand in this region. However, the on-going national shift favoring internet commerce could limit future growth.

Battle Ground has little land suited, zoned, and actually built for industrial development. Existing industrial uses are concentrated in the southeast corner of the city, where small industrial parks are located at the intersection of SE Grace Avenue and NE 199th Street. These industrial parks contain light manufacturing, trades businesses, and warehousing facilities.

This area provides convenient access to regional transportation facilities, and permits easy ingress and egress of heavy trucks with ample parking. Along SE Grace Avenue, there are a handful of mixed industrial and service-oriented businesses. Additionally, a dairy, and plastic manufacturing plant is located on E. Main Street. A Market Analysis for Battle Ground suggests that the community's best bets for industrial development include: construction tech, business parks, and niche manufacturing.

Natural Environment

Topography, Drainage, and Soils

A majority of the study area is within the 270 to 280-foot elevation range, with a less than 5% slope.

Primary drainage patterns within the study area originate from the higher elevation areas east of the study area and are channeled to the southwest through the Mill Creek and Woodin Creek drainages, both which eventually flow into the mainstem of Salmon Creek located along the southern boundary of the study area.

Soils within the study area are made up of soil associations typically found in bottomland and terrace landforms.

Critical Areas

The City contains extensive critical areas including: Wetlands, Fish and Wildlife Habitat Concentration Areas, and Frequently Flooded Areas.

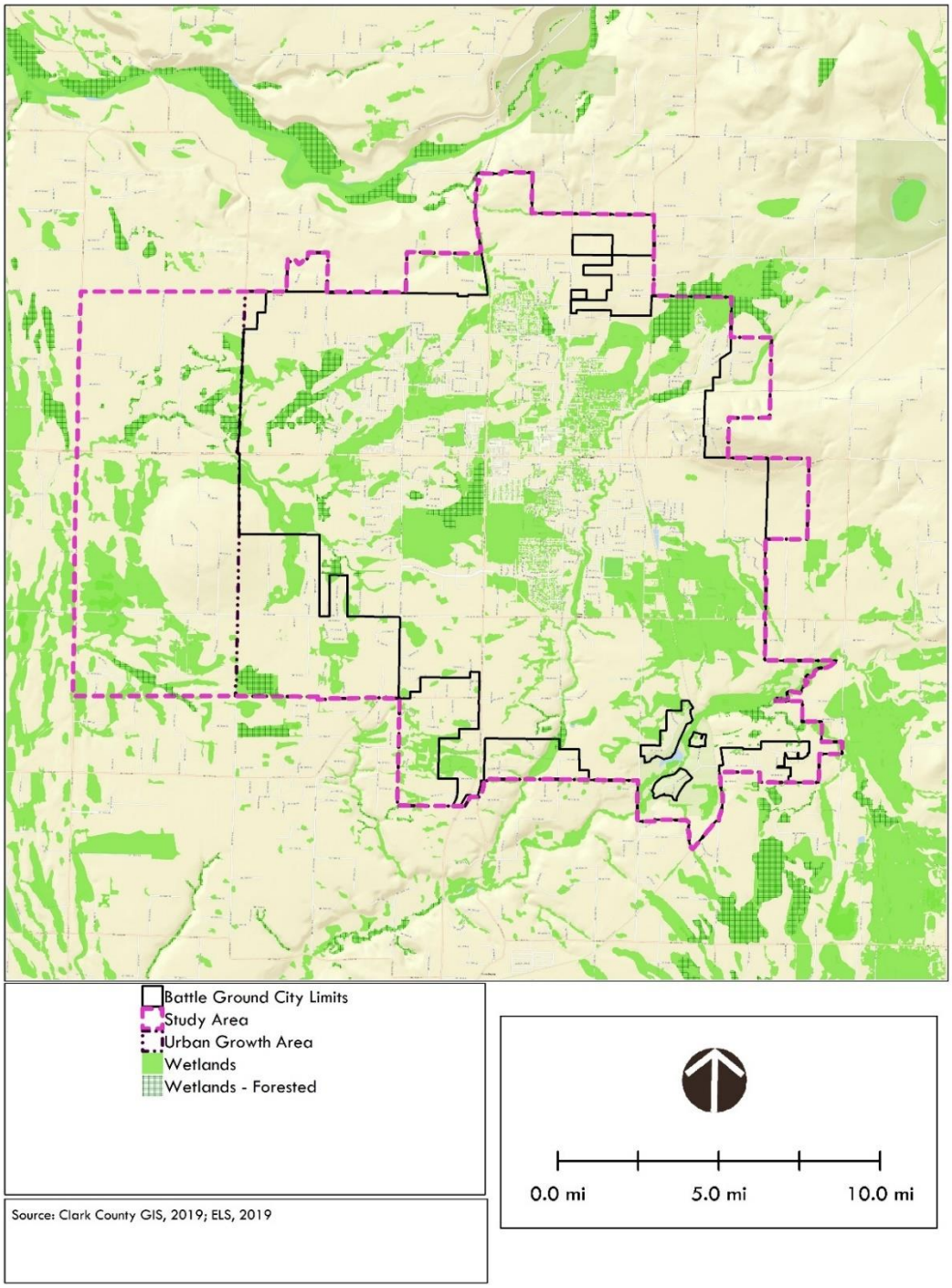


Wetlands

Battle Ground and its vicinity are relatively flat allowing for slow movement of surface runoff and groundwater resulting in a shallow groundwater table and the formation of wetlands. See Exhibit 22. Historically, many wetlands in Battle Ground have been altered through agricultural practices and development.

The City designates buffer widths for regulated wetlands determined by the adjacent land use intensity and habitat function. Buffer widths range from 300 feet to 50 feet. A typical buffer for a moderate quality wetland (Category III) adjacent to a high intensity land use is 150 feet.

Exhibit 22. Wetland Presence



Source: Clark County, 2019; Ecological Land Services, 2019.

Fish and Wildlife Habitat Conservation Areas

HABITAT

Battle Ground Municipal Code (BGMC) *Chapter 18.280.404* designates fish and wildlife habitat areas as described in Exhibit 23.

Exhibit 23. Fish and Wildlife Habitat Areas

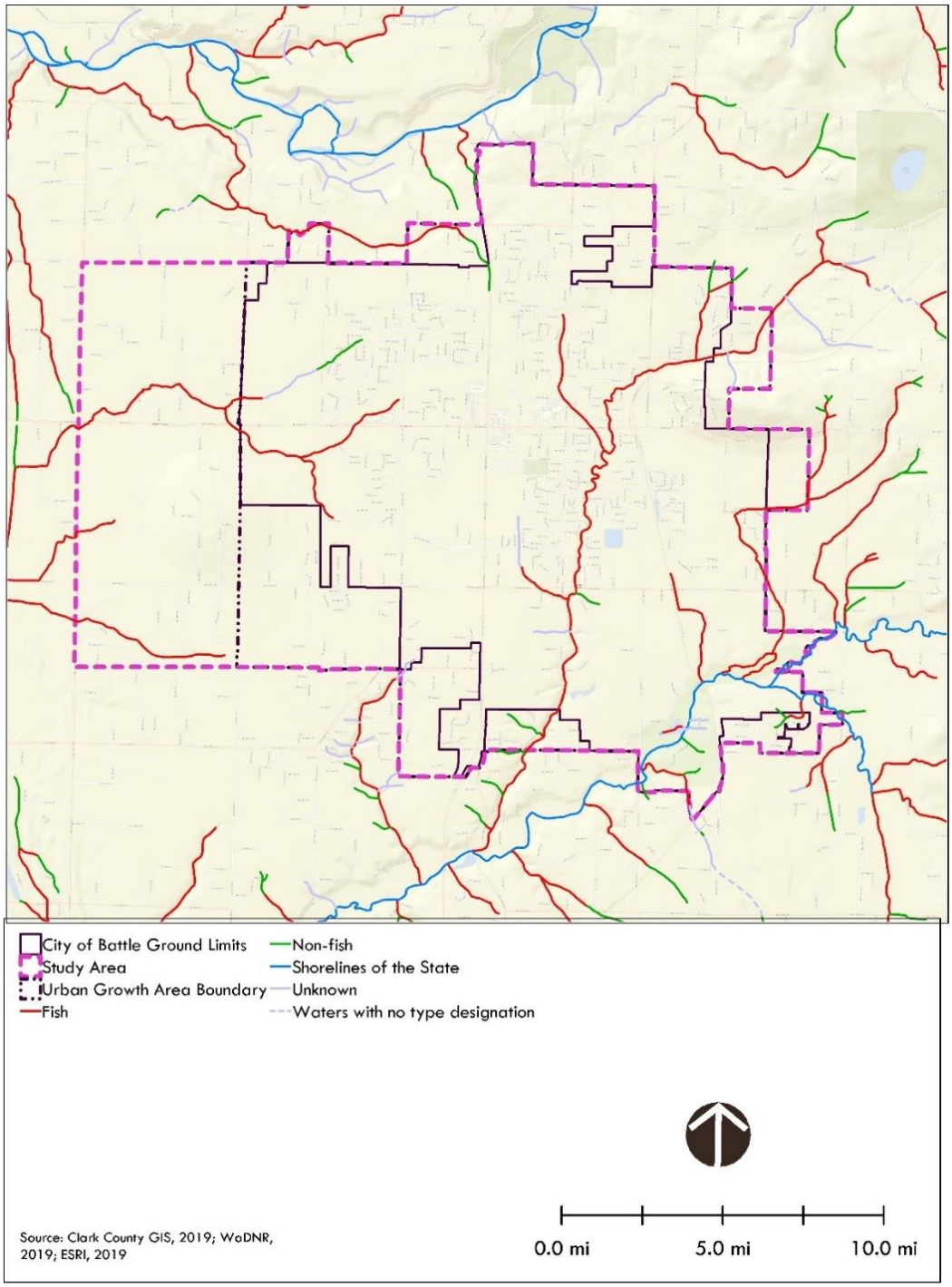
Habitat Area	General Description
Locally Important Habitat Areas	Habitat that has been determined by the city to contain unusual or unique habitat warranting protection because of qualitative species diversity or habitat system health indicators and is rare within the city and surrounding region or represents the highest quality of available habitat. There are currently no city-designated locally important habitat areas.
Riparian Habitat	Streams, rivers and associated riparian corridors.
Priority Habitats—Salmon Creek, East Fork of the Lewis River	The East Fork Lewis River and Salmon Creek including associated riparian corridors.
Critical Habitat for Federally Threatened and Endangered Fish and Wildlife Species	Habitat that has been determined by the Secretary of the Interior or Secretary of Commerce as critical habitat under Section 4(a) of the Endangered Species Act of 1973 and has been confirmed through a scientific analysis to occur within the city of Battle Ground.
Oregon White Oak	Stands of pure oak or oak/conifer associations of 1/2 acre or greater in size where canopy coverage of the oak component of the stand is 25 percent; or where total canopy coverage of the stand is less than 25 percent, but oak accounts for at least 50 percent of the canopy coverage present.

Source: Battle Ground Municipal Code, 2019.

Five major streams flow through the study area: Matney Creek, Woodin Creek (also known as Weaver Creek), Mill Creek, Morgan Creek, and Salmon Creek. Multiple smaller, named and unnamed, tributaries generally flow into these five arteries. Exhibit 24 below shows mapped streams in the study area.

Riparian habitat is present along streams and rivers within the study area and discussed with regard to buffers below. The East Fork Lewis River and Salmon Creek are considered priority habitats by the City, including riparian areas. The East Fork Lewis River, Woodin Creek, Salmon Creek, and Morgan Creek contain federally designated critical habitat for listed salmonids species. There are no other critical habitats designated in the study area.

Exhibit 24. DNR Mapped Streams



Source: Clark County, 2019; Washington State Department of Natural Resources, 2019; Ecological Land Services, 2019.

Battle Ground regulates buffers along all streams. Exhibit 25 below lists the designated stream buffer widths in accordance with BGMC *Section 18.280.050*. The riparian areas along Salmon Creek and East Fork Lewis River are also listed as Priority Habitats according to the code and are afforded wider buffers. Woodin Creek has a designated 100-foot riparian buffer and all other streams have designated 50-foot buffer.

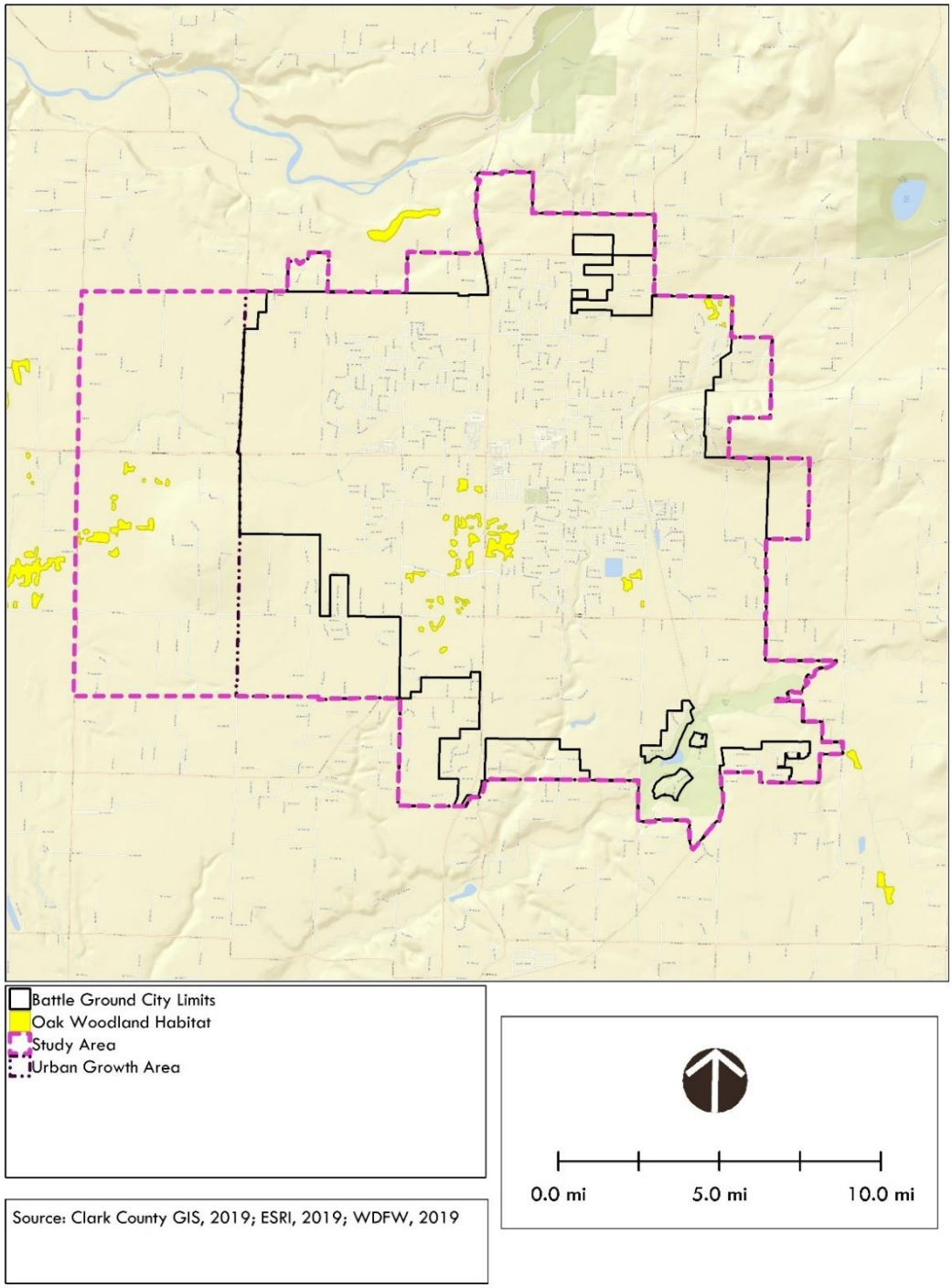
Exhibit 25. Stream Buffer Widths

Stream	Buffer Width (feet)
Salmon Creek	250
Woodin Creek	100
All other streams	50

Source: Battle Ground Municipal Code, 2019.

Oak woodlands and individual oaks are mapped in the City. In addition to these mapped oaks, unmapped oaks may also be present within the study area. Battle Ground's code indicates single trees or oak habitat areas under one-half acre should be avoided but may be cleared if two trees for each tree removed are planted on or offsite but within one mile of Battle Ground UGA. However, state of Washington Department of Fish and Wildlife management recommendations for compensation may differ from the City's code, and may influence the final compensation measures required for removal. Exhibit 26 shows mapped oaks in the study area.

Exhibit 26. Oregon White Oak Habitat

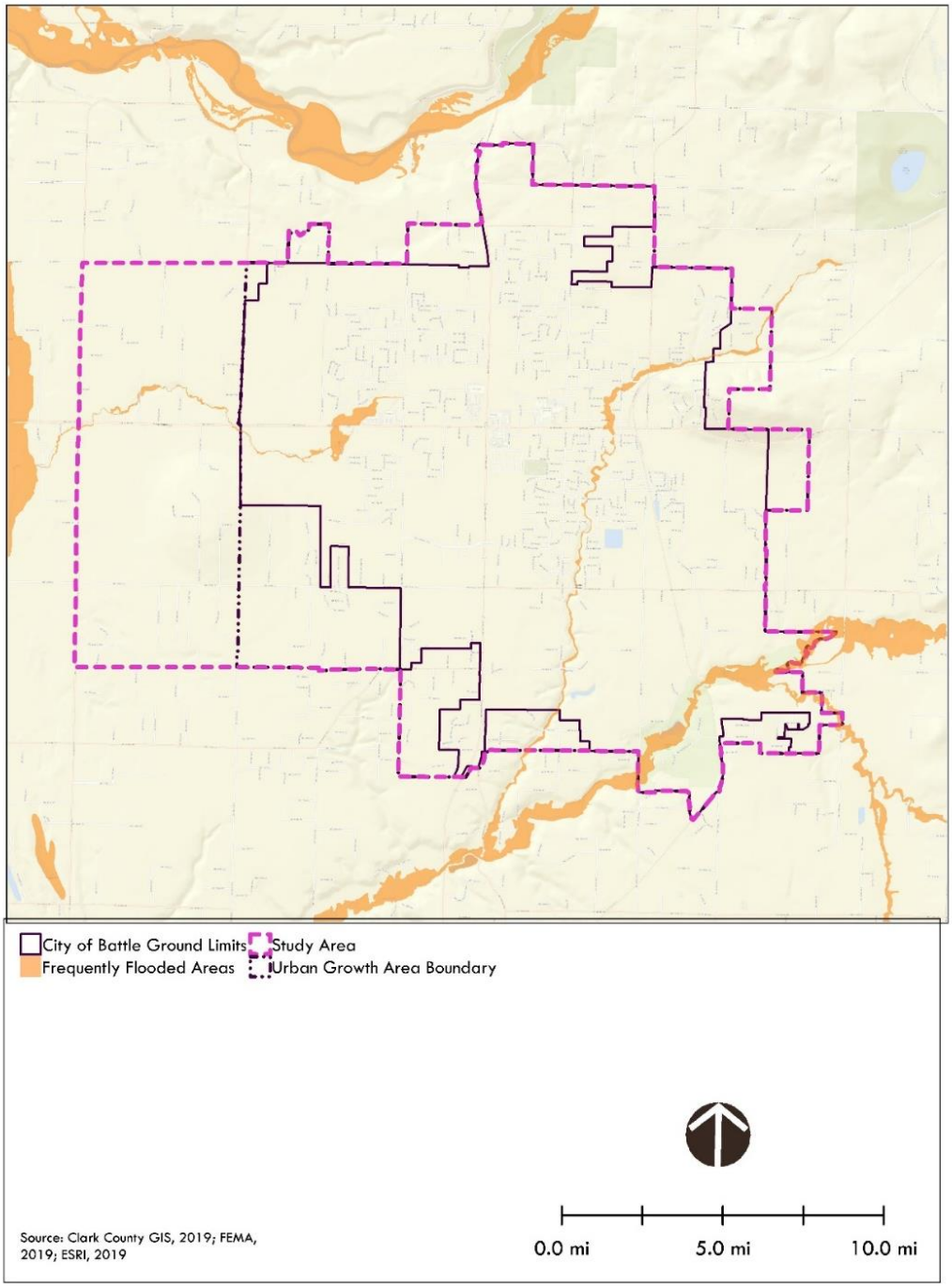


Source: Clark County GIS, 2019; Washington Department of Fish and Wildlife, 2019; Ecological Land Services, 2019.

Frequently Flooded Areas

Frequently flooded areas include floodplains and other areas subject to flooding that perform important hydrologic functions and may present a risk to persons and property. Frequently flooded areas are designated along Woodin Creek, Mill Creek, Salmon Creek, and Morgan Creek. See Exhibit 27.

Exhibit 27. Frequently Flooded Areas



Source: Clark County, FEMA, Ecological Land Services, 2019.

Mitigation and Restoration Opportunities

Two certified wetland mitigation banks serve the Battle Ground area. These are the Terrace Wetland Mitigation Bank and the East Fork Lewis Wetland Mitigation Bank. For projects proposing impacts to wetlands, the 2008 Federal Interagency Rule on Compensatory Wetland Mitigation places mitigation banks in primacy among compensatory mitigation options.

Secondary to a certified mitigation bank is the Remy Farm Consolidated Wetland Mitigation Site. The Remy Farm is a 56-acre mitigation site which includes a private-public agreement based on City ownership of the land and private bank operation by Habitat Bank LLC.

If applicants are not able to utilize certified mitigation banks or the Remy Farm, other potential areas for restoration include the following:

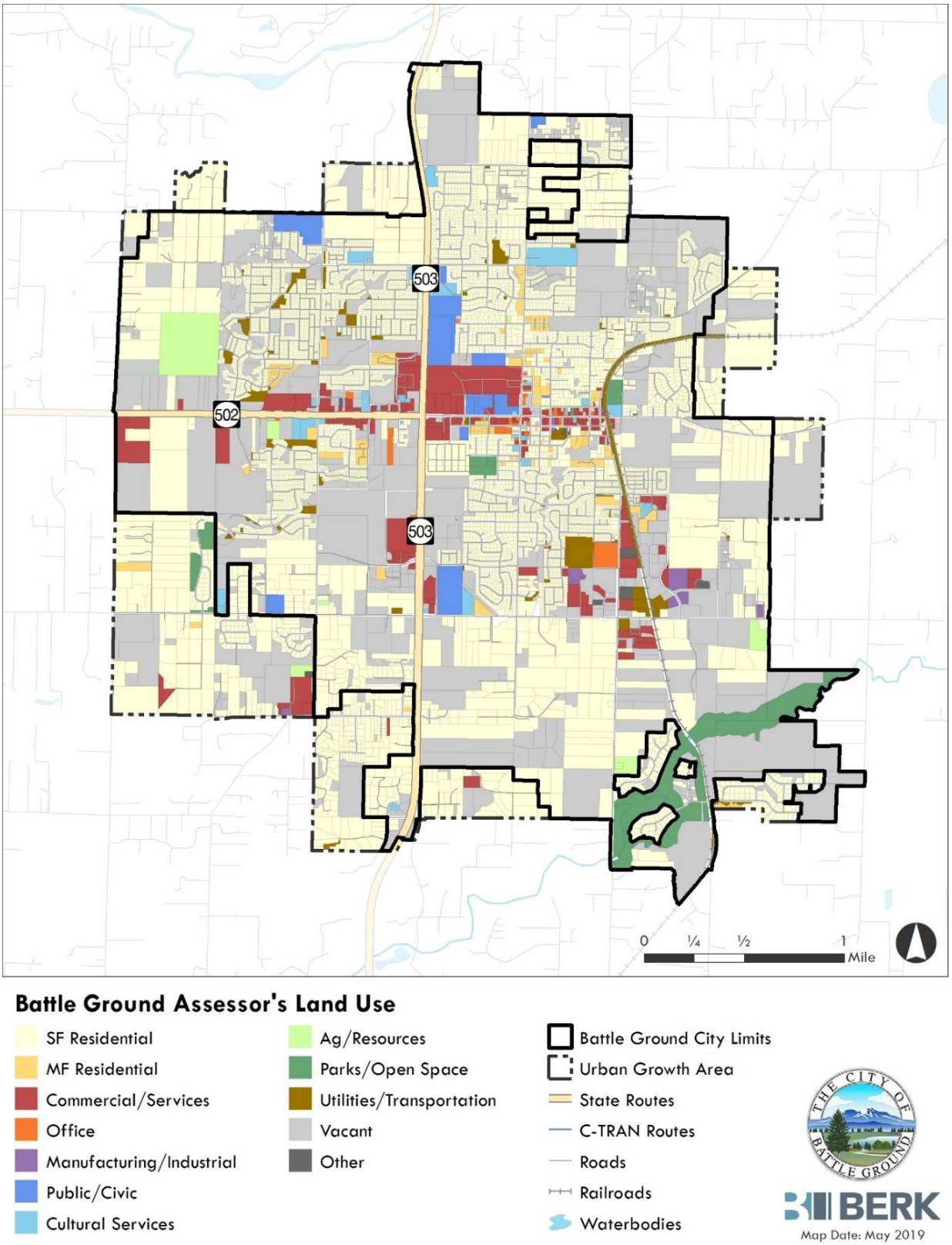
- Farmed wetlands, ditched streams, and drainages.
- Previously-filled wetlands and stream channels.
- Culverted or tiled sections of streams and drainages.
- Streams, wetlands, and their buffer areas degraded by mowing, garbage dumping, clearing, and grading.

Built Environment

Current Land Use

Where areas of the city and UGA are not encumbered by environmental constraints, Battle Ground has experienced residential, commercial, office, and services growth. Large, flat properties north and south of SR-502 and west of SR-503 have given way to significant residential development since the 2000's. Residential use is predominant in Battle Ground as shown in Exhibit 28, which shows current land use according to the Clark County Tax Assessor's records.

Exhibit 28. Current Land Use in City and Study Area



Source: Clark County, 2019; BERK, 2019.

Exhibit 29 shows that approximately half the land by acreage within city limits and the UGA is currently in residential use. Vacant land is the next largest category of land use at approximately a third of all land within city limits and the UGA. Vacant land provide space for both future population and employment growth. All other land uses, including commercial, industrial, and civic uses account for only about 15% of Battle Ground's current land use.

Exhibit 29. Current Land Use Statistics

Assessor's Land Use General Category	*City* Parcel Acres	*UGA* Parcel Acres
Single Family Residential	2,238	946
Multifamily Residential	72	9
Commercial/Services	251	24
Office	23	0
Manufacturing/Industrial	16	1
Public/Civic	102	0
Cultural Services	56	0
Ag/Resources	82	4
Parks/Open Space	148	13
Utilities/Transportation	84	3
Vacant	1,764	288
Other	8	1
TOTAL:	**4,844**	**1,288**

Source: BERK, 2019.

Circulation

As Battle Ground has evolved into a regional commercial hub and suburban community, circulation has become an important issue for residents and visitors. SR-502 and SR-503 serve as major corridors for those commuting to and from Battle Ground as well as for business uses and freight.



Bikes, BG Village, City of Battle Ground

The community experiences both a morning and afternoon peak period for motor vehicle traffic where congestion is increased. In addition, there is another small mid-afternoon traffic peak associated with the end of the school day due to the concentration of educational facilities in town.

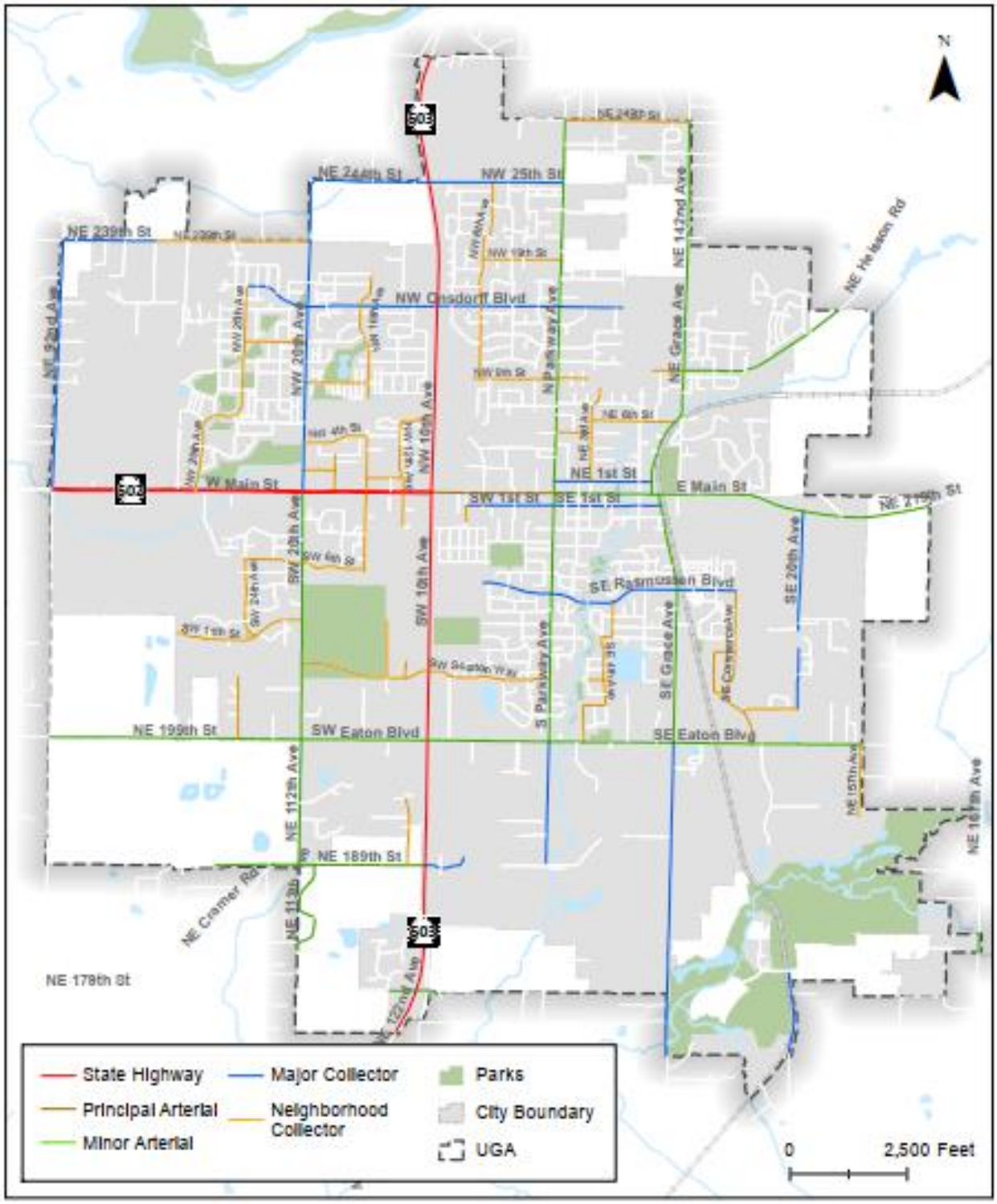


East Main Traffic, City of Battle Ground

Dedicated bicycle facilities have been added in some areas where new development required them as part of frontage improvements, but there is not a complete network. Sidewalk coverage is also incomplete, but most arterials in the city center do have them.

The connectivity of the existing street network limits circulation. Exhibit 30 shows the roadway classifications from the Battle Ground Comprehensive Plan. Dashed lines indicate incomplete links in the street network. Some of these connections may be difficult to develop due to the presence of environmental constraints or pending development. Other connections may be cut off or limited by local streets that end in cul-de-sacs or other configurations that limit connectivity.

Exhibit 30. Roadway Classifications in Battle Ground



Source: Kittleson, 2019; Battle Ground Comprehensive Plan, 2016.

Utilities

Like many cities, the city Battle Ground provides sewer, water, and stormwater utilities to the community. Battle Ground maintains these systems and regularly reviews and updates its utility plans, which include the following:

- Stormwater Management Plan (February 2019).
- Sewer Master Plan (June 2017).
- Comprehensive Water System Plan (May 2013).

Stormwater Utility

Battle Ground holds and maintains a *National Pollution Discharge Elimination System (NPDES) and State Waste Discharge General Permit for Discharges from Small Municipal Storm System Sewers in Western Washington* Phase II Permit, which generally applies to cities with less than 100,000 people. The permit was reissued in August of 2012 and is effective until July of 2019.

In addition to being regulated, the City is a regulator of public and private development, where the city has the responsibility to ensure compliance with the Phase II permit. This is accomplished in a multi-faceted way, least of which is in controlling runoff from new development, redevelopment, and construction sites, and in municipal operations and maintenance.

Sewer Utility

Battle Ground owns, operates, and maintains the collection and conveyance system (pipes and pump stations). However, it sends all wastewater to a force main transmission line that is owned by the new Discovery Clean Water Alliance. The transmission system ends at the Salmon Creek Wastewater Treatment Plant. In terms of treatment capacity, Battle Ground can rely on the Alliance to meet its current and future needs, which is done in a more cost-effective, regional manner.

In terms of collection and conveyance, Battle Ground alone is responsible for meeting its current and future needs. A potentially limiting factor for future growth is the need to develop a second force main pipeline connecting the city to the Alliance's treatment system at an estimated cost of $31 million.

Capital Facilities Planning

There is a bit of a 'tale of two cities' with respect to major infrastructure within Battle Ground and the Battle Ground UGA. Whereas capacity and transmission related to water service for Battle Ground is largely adequate, especially as noted with a partnership with Clark Public Utilities for source, there are challenges with adequate capacity and transmission related to sewer service, especially in the west, southwest, and south areas of Battle Ground and the UGA.

Along the west, southwest, and south edges of the city and into the UGA, the 2015 General Sewer Plans outline future force mains and pump stations to handle the sewer capacity and transmission issues. Significant costs, into the millions of dollars, have been identified for the improvements in the Lewisville, Woodin Creek, and Cedars subareas alone. In addition to these costs is the $4.5 million that the city would need for a 6-year capital improvement plan to address upgrades and activities to the existing system necessitated by capacity deficiencies, required maintenance, and a restoration and replacement program.

With respect to the 2014 General Water Plan, improvements system-wide for supply, storage, and transmission totaled just under $6.5 million for six years (2013-2018). The total investment for the then 20-year horizon was $19.8 million, which $12.85 million is in the cost of the regional source and transmission development partnership the city has with Clark Public Utilities.

The force main pipeline will eventually be paid for by system development charges as growth occurs but may require some initial funding through sewer rates.

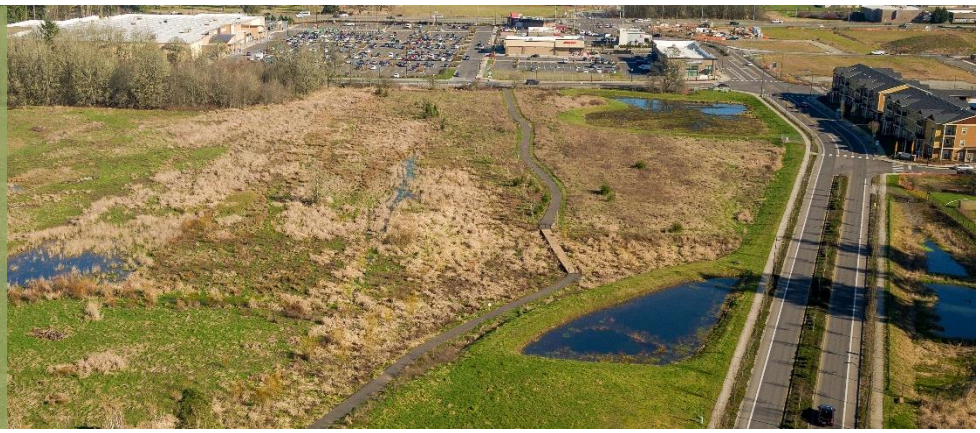
As growth occurs, the City may reach capacity for collection within the next 20 years, which will require the development of new infrastructure. Much of this potential constraint is in the capacity of regional pump stations. One such area is known as the Lewisville Subarea, which is in the western and northwestern section of the city and UGA. Several landowners and/or developers may need to band together to fund the necessary regional pump station and force main extension improvements. This City is also actively pursuing grant funding for this infrastructure. As growth occurs, the City and developers will need to fund local sewer system improvements to accommodate flows from their projects.

Water Utility

The Comprehensive Water System Plan was last updated in 2013. The plan notes that city supply is at or near capacity with existing water rights and/or well yields. Battle Ground worked with Clark Public Utilities (CPU) to construct an intertie to CPU's system to provide an additional 1.4 million gallons per day (mgd). The intertie includes provisions for an additional supply capacity of 4.3 mgd as CPU and the city develop new water sources. This will be explored as part of the regional Paradise Point groundwater project anticipated in 2020. This additional supply from the CPU intertie is needed due to the lack of certainty with the City's existing groundwater wells. The city will need to continue its partnership with CPU, and the wholesale purchase of water supply, in order to meet its forecasted demand.

According to the plan, the City has storage capacity to meet the growth demands but will need to invest in transmission improvements. Storage capacity is adequate for the 10-year horizon, but the City will need to invest in storage for an approximate 1.4 million-gallon reservoir in the Main Zone at or near the year 2023. The plan identifies three distinct deficiencies in transmission and distribution piping, the greatest of which is the need to upgrade an estimated 1,200 lineal feet of 6-inch main along NE Grace Avenue to an 8-inch main to meet fire flow. This is an area where some of the newer growth has occurred and is at the north end of the industrial corridor toward SE Eaton Boulevard.

3



Growth Capacity & Recommendations

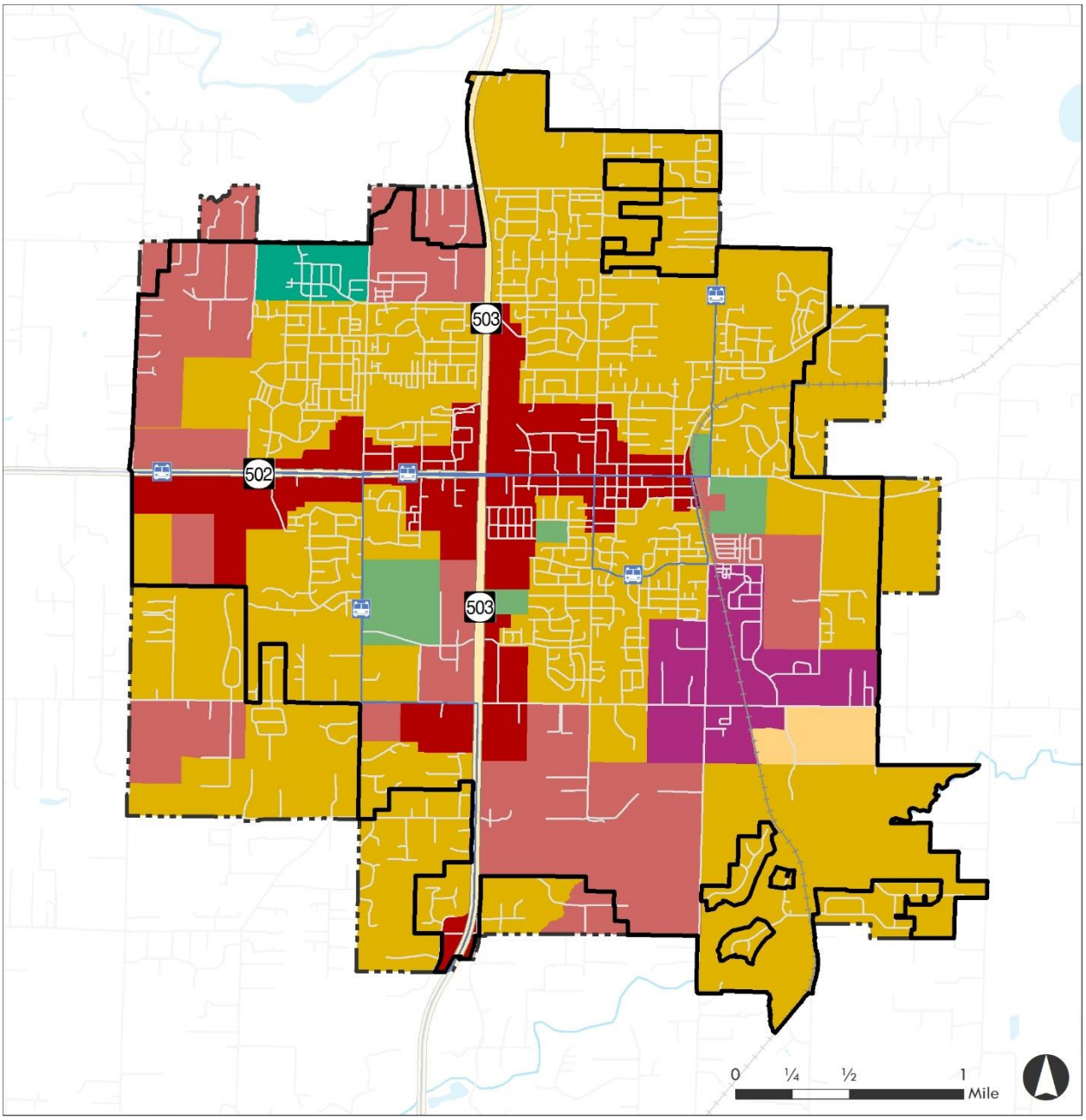
This chapter provides an overview of Comprehensive Plan Future Land Use designations, and zoning districts, growth targets, and capacity. Results show an oversupply of residential land and an undersupply of employment land. This has prompted a suitability review, first, of land in the city limits that could be repurposed for employment uses, as well as Urban Growth Area (UGA) lands.

Future Land Use & Zoning

The Battle Ground Comprehensive Plan establishes policies and a future land use map to direct the growth and development of the community over the next 20 years. Exhibit 31 shows that residential uses comprise the majority of Battle Ground's future land use, while commercial and mixed uses line the SR-502 and SR-503 corridors and form a commercial and civic heart near in the center of the community. This takes advantage of regional transportation networks, builds on existing commercial development, and maintains established residential areas. It also recognizes Battle Ground's role as a regional provider of goods and services to surrounding rural areas and towns.

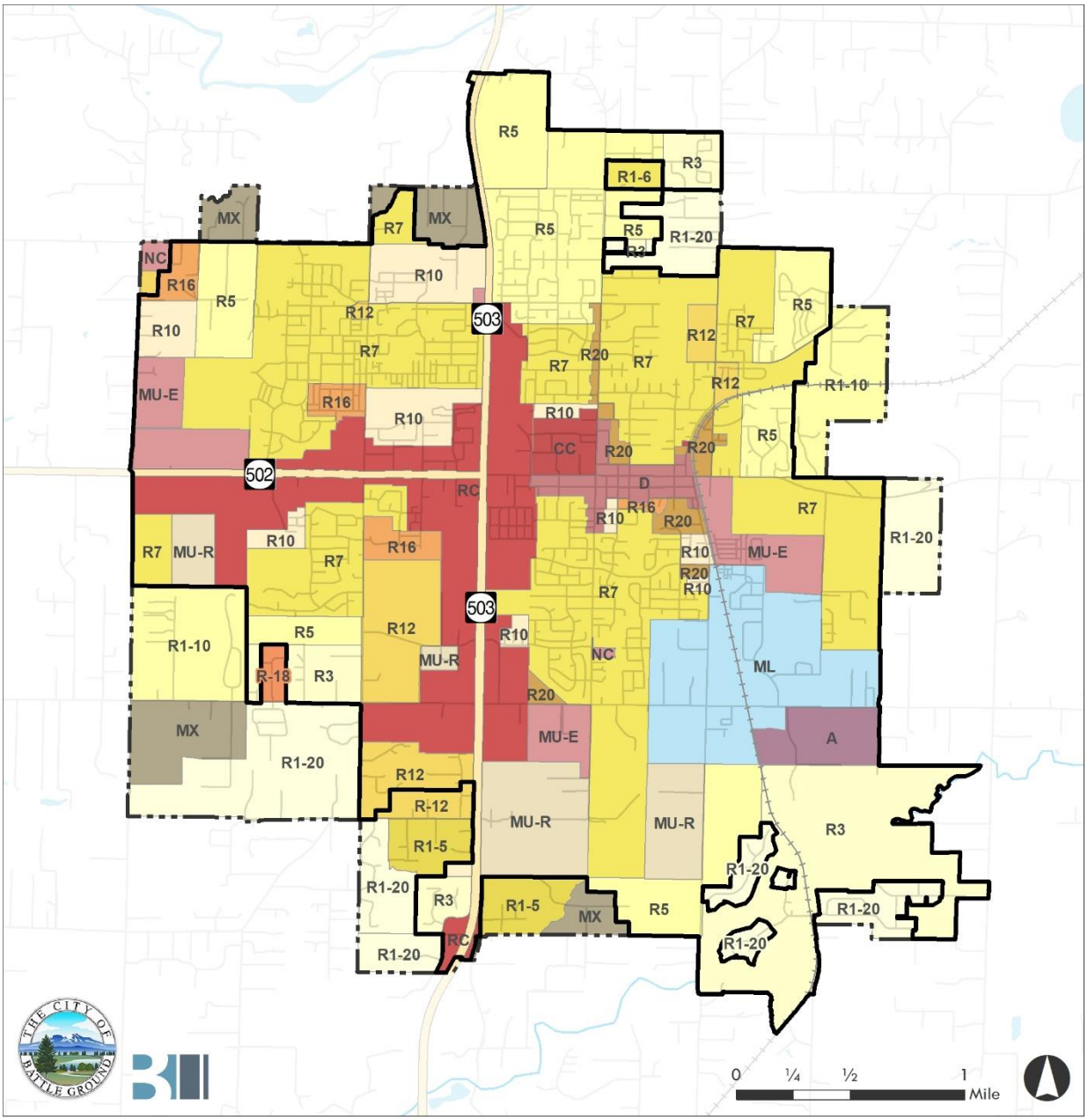
Battle Ground's zoning map reflects the community's future land use plan. Exhibit 32 shows Battle Ground's current zoning within city limits and Clark County's zoning within the unincorporated UGA. Residential zones cover approximately 70% of the acreage in the planning area as shown in Exhibit 33. Both mixed use zones and commercial zones each account for about 11% of community's acreage.

Exhibit 31. Battle Ground Future Land Use Map



Source: Clark County, 2019; BERK, 2019.

Exhibit 32. Battle Ground Zoning



Battle Ground Zoning

- Battle Ground City Limits
- Urban Growth Area

City Specific Zoning

- Residential 3 units/acre (R3)
- Residential 5 units/acre (R5)
- Residential 7 units/acre (R7)
- Residential-10 (R10)
- Residential (R16)
- Residential 20 units/acre (R20)
- Regional center commercial (RC)
- Downtown commercial (D)
- Mixed use - employment (MU-E)
- Mixed use - residential (MU-R)
- Airpark - airport/residential (A)
- Light industrial and Employment campus (ML, EC)
- Neighborhood center commercial (NC)
- Community center commercial (CC)
- Mixed use (MX)

County Zoning

- Single-Family residential (R1-20, R-20)
- Single-Family residential (R1-10, R-10, R10)
- Single-Family residential (R1-6, R-6, LDR-6)
- Single-Family residential (R1-5)
- Residential (R-18)
- Residential (R-12)

Map Date: May 2021

Note: Following the expiration of the development agreement, Battle Ground Village has been rezoned to Downtown Commercial (D) instead of Light Industrial (ML). It is included in the Preferred Alternative.
Source: Clark County, 2019; BERK, 2019.

Exhibit 33. Zoning City and Urban Growth Area (UGA)

Zoning Category	City of Battle Ground Acres	Battle Ground UGA Acres
Airpark - airport/residential (A)	80	0
Community commercial (CC)	48	0
Downtown commercial (D)*	77	0
Light industrial (ML, EC)*	364	0
Mixed use - employment (MU-E)	233	0
Mixed use - residential (MU-R)	289	0
Mixed use (MX)	0	250
Neighborhood commercial (NC)	6	11
Regional commercial (RC)	711	0
Residential (R-12)	227	38
Residential (R16)	88	0
Residential (R-18)	0	18
Residential 20 units/acre (R20)	69	0
Residential 3 units/acre (R3)	570	0
Residential 5 units/acre (R5)	776	0
Residential 7 units/acre (R7)	1,679	0
Residential-10 (R10)	250	0
Single-Family residential (R1-5)	0	112
Single-Family residential (R1-10, R10)	0	293
Single-Family residential (R1-20, R-20)	0	611
Single-Family residential (R1-6, R-6)	0	20
TOTAL:	**5,467**	**1,353**

* Following the expiration of the development agreement, Battle Ground Village has been rezoned to Downtown Commercial (D) instead of Light Industrial (ML). It is included in the Preferred Alternative.

Source: BERK, 2019.

Battle Ground's zoning implements the Comprehensive Plan designations. A chart showing the relationships is included in Exhibit 34. Some zones implement multiple Future Land Use designations, such as Neighborhood Center or some residential designations (e.g. R10, R12).

Exhibit 34. Implementing Zoning for Battle Ground Future Land Use Designations

	Comprehensive Plan Designation	Implementing Zoning
RESIDENTIAL	Urban Low Density (UL)	R3, R5, R7, Neighborhood Center
	Urban Medium Density (UM)	R7, R10, R12, Neighborhood Center
	Urban High Density (UH)	R12, R16, R20, Neighborhood Center
COMMERCIAL	Regional Commercial (RC)	Regional Center Commercial
	Downtown (D)	R10, R12, R16, R20, Community Commercial Center, Downtown
MIXED USE	Mixed Use Employment (MXE)	Regional Center Commercial, Community Commercial Center, Neighborhood Center, Campus Employment, Mixed Use Employment, Mixed Use Residential
	Mixed Use Residential (MXR)	Community Commercial Center, Neighborhood Center, Campus Employment, Mixed Use Employment, Mixed Use Residential
INDUSTRIAL	Light Industrial (ML)	Light Industrial, Employment Campus, Neighborhood Center
	Campus Employment (IC)	Light Industrial, Campus Employment, Neighborhood Center
OTHER	Park Overlay (P)	Park
	Airpark (A)	Airpark

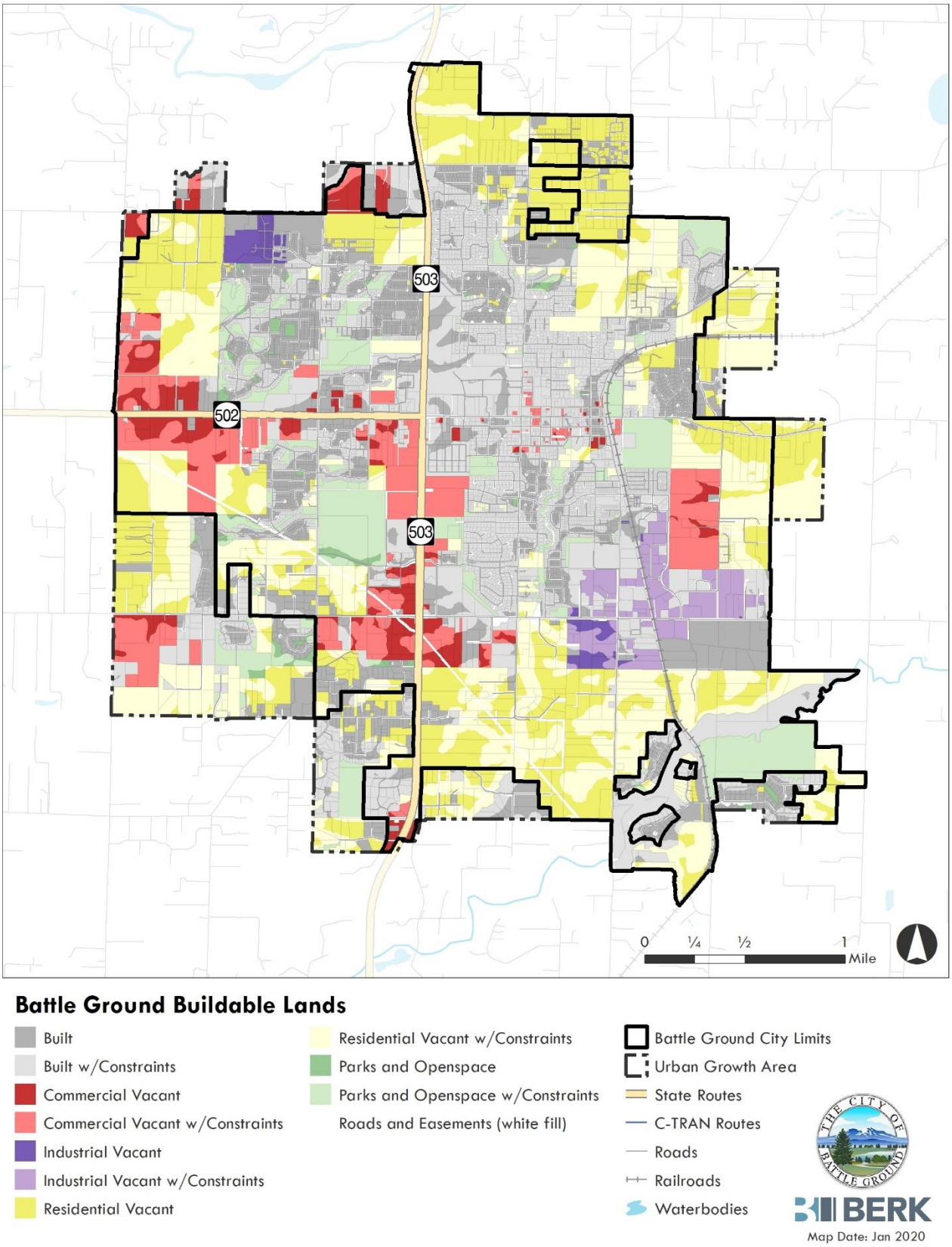
Source: Battle Ground Comprehensive Plan, 2016.

Land Capacity

Residential Land Capacity

Clark County maintains a Vacant Buildable Lands Model (VBLM) and prepares annual reports. The method considers the capacity for residential dwellings and jobs based on zoning districts. VBLM discounts for critical areas. See Exhibit 35.

Exhibit 35. Buildable Lands: City and Urban Growth Area



Source: Clark County, 2019; BERK, 2019.

In Exhibit 36, population and household growth allocations are compared to VBLM residential capacity estimates, and to household capacity reported in the Battle Ground Comprehensive Plan.

Exhibit 36. City and UGA Future Population and Housing Target and Capacity 2015- 2035

City and UGA	2015-2035 Change Allocation	City Comp. Plan Assumption ***	2015 Capacity	2016 Capacity	2017 Capacity	2018 Capacity
Population	17,572*		17,073	16,942	16,851	17,175
Households	5,169**	6,708	6,419	6,369	6,335	6,457
Buildable Acres		1,118	1,070	1,062	1,056	1,076

Notes: *Table 1.2 of Clark County Comprehensive Plan. Projected 2035 population based on OFM allocation and 1.26% growth rate. 2015 population is based on incorporation of UGA area.

**Clark County Buildable Lands Report June 2015; this may be related to a population of 15,972 identified in the report that would exclude without the approximate 80-acre UGA expansion that is still listed in the Clark County Comprehensive Plan.

*** Battle Ground Comprehensive Plan, 2016

Sources: Capacity VBLM 2018; BERK, 2019.

Exhibit 37 provides a breakdown of residential capacity contributed by vacant and underutilized land in the city and UGA. Over 70% of housing capacity is located in the city limits.

Exhibit 37. VBLM Residential Capacity City and UGA 2018

	City of Battle Ground		Battle Ground UGA		Total	
	Net Developable Acres	Housing Units	Net Developable Acres	Housing Units	Net Developable Acres	Housing Units
Vacant	395	2,372	106	634	501	3,006
Underutilized*	385	2,311	190	1,141	575	3,451
TOTAL:	**781**	**4,683**	**296**	**1,774**	**1,076**	**6,457**

Note: *Underutilized land reflects land that is partially developed and that could be developed with more dwellings.

Source: Clark County VBLM 2018; BERK , 2019.

Since the Comprehensive Plan was adopted, between 2016 and 2019, the city and the UGA have added dwellings and population. See Exhibit 38. Between 2015 and 2019, over 10% of the Battle Ground population target has been met with 2,270 population increase. About 10% of the City's housing unit estimate has been met.

- There was a decrease in capacity and buildable acres in 2016 and 2017 which likely corresponds to building and construction during that time as seen in State population and housing unit estimates.
- In 2018, despite housing unit increases the increase in capacity appears due to rezones from employment to residential districts (e.g. Waldal, Cascade Meadows Development, for over 65 acres as reported in Clark County Employment Land Inventory, Mackenzie, November 22, 2016).

Exhibit 38. City & UGA Population and Housing 2015-2019

	2015	2016	2017	2018	2019	Change 2016-19
City Limits						
Population Estimate	19,250	19,640	20,370	20,890	21,520	
Pop. Increase	n/a	390	730	520	630	2,270
Housing Units	6,506	6,638	6,956	7,118	7,290	
Housing Increase	n/a	132	318	162	172	784
City and UGA Combined						
Population Estimate	20,916	21,323	22,076	22,620	23,244	
Pop. Increase	n/a	407	753	543	624	2,327
Housing Units	7,177	7,314	7,631	7,801	7,972	
Housing Increase	n/a	138	317	169	171	795

Note: Year 2019 data is available for the city limits only. In 2019, the city added 630 people and 172 dwellings.
Source: OFM 2019; BERK 2019.

Density Assumptions and Evaluation

The 2015 Buildable Lands Analysis assumed a density of 6 units per acre regardless of zoning district, though the 2006-2014 observed density was 4.2 units per acre. Using 6 units per acre requires less land be zoned for residential purposes. See Exhibit 39.

Exhibit 39. Density Assumptions

	Units per Net Acre	Buildable Acres Needed
Assumed Average Density	6	862
Observed 2006-14	4.2	1,231

Source: Clark County Buildable Lands Report, June 2015

Using "Year Built" data from the County assessor and parcel acres, the Battle Ground's observed densities are higher than reported in the last Buildable Lands Report in 2015. See Exhibit 40. Results show:

- Development in single family areas has generally matched the anticipated units per acre of the zone (note: net densities exclude roads and stormwater facilities).
- Multifamily zones (R12, R16, R20) have higher densities than single family zones but they are not yielding densities near the maximum capacity of their zones, even when accounting for wetlands. However, comparing the locations of these zones in Exhibit 32 with the map of vacant and available lands in Exhibit 35 shows that most of multifamily zoned areas are already built out. Development in these zones is likely to consist of small redevelopments or infill, which is unlikely to maximize the capacity of the zone.
- The densities in the Downtown (including Battle Ground Village) as well as the Mixed-Use Residential zone have been higher than single family areas as expected.
- Downtown, Regional , and Community Center Commercial all allow upper story residential use with ground floor commercial use. This provides an opportunity for mixed use development. The City is seeing a few projects coming in with upper story residential.

Applying zone-specific densities shows a greater residential capacity than the VBLM. See Land Capacity Summary below.

Exhibit 40. Density by Zone City Limits 2015-Present

Zone	Housing Units	Parcel Acres*	DU/ Parcel Acre	DU/Parcel Acre Excl. Wetlands
Community Commercial (CC)	0	0	-	-
Downtown Commercial (D)	372	22	17.08	23.92
Light Industrial (ML, EC)	23	115	0.20	0.39
Mixed Use - Employment (MU-E)	0	0	-	-
Mixed Use - Residential (MU-R)	183	15	12.58	14.85
Neighborhood Commercial (NC)	0	0	-	-
Regional Commercial (RC)#	20	0	-	-
Residential (R12)	49	16	3.02	3.14
Residential (R16)	13	2	7.03	9.30
Residential 20 units/acre (R20)	12	2	5.38	11.33
Residential 3 units/acre (R3)	79	25	3.16	3.51
Residential 5 units/acre (R5)	22	4	4.91	4.91
Residential 7 units/acre (R7)	278	37	7.55	10.76
Residential-10 (R10)	66	8	8.60	8.61
Total	**829**	**118.6**	**6.99**	**8.87**

Notes:

*Note: Parcel acres includes just those parcels listed as having a residential unit present.

#The 20 units built in the Regional Commercial zone 2015-present are all manufactured homes. As the land is owned by the manufactured home park owner and not by the owner of the home, the assessor does not calculate land area for manufactured homes.

Sources: Clark County Assessor, 2019; BERK 2019.

Employment Capacity

Growth Target and Capacity

The County developed a countywide growth target for 91,200. There was a countywide capacity in 2015 of 93,733 on commercial and industrial land with the balance to occur on public land with public jobs.

The Clark County Buildable Lands Report, June 2015, reported a combined city and UGA capacity of 9,933 jobs on 600 acres. The City of Battle Ground reported a capacity for 8,605 jobs and with redevelopment and public jobs 10,060 jobs. The land capacity results by 2018 show a net increase of 1,341 jobs and a reduction in employment designated buildable land of 124 acres. See Exhibit 41. The job increases reflected in the land capacity results represent 14% of the 2015 capacity that serves as the target. About 21% of the developable acres have been consumed.

Exhibit 41. City and UGA Total Employment Capacity 2015- 2018

	2015 Capacity	2016 Capacity	2017 Capacity	2018 Capacity	Change 2015-18
City					
Jobs	9,045	8,806	8,477	7,847	1,198
Buildable Acres Net	550	530	509	444	106
UGA					
Jobs	888	880	969.7	745.1	143
Buildable Acres Net	50	49	44	33	18
Total					
Jobs	9,933	9,686	9,447	8,592	1,341
Buildable Acres	600	579	553	477	124

Source: Clark County Buildable Lands Report June 2015; Battle Ground Comprehensive Plan, 2016; VBLM 2018; BERK, 2019.

Most of the capacity for jobs is in the city limits and is primarily oriented around commercial employment rather than industrial employment. See Exhibit 42.

Exhibit 42. City and UGA Commercial and Industrial Capacity 2018

		City of Battle Ground		Battle Ground UGA		Total	
		Net Developable Acres	Jobs	Net Developable Acres	Jobs	Net Developable Acres	Jobs
Commercial	Vacant	263	5,262	17	335	280	5,597
	Underutilized	87	1,742	16	320	103	2,062
Industrial	Vacant	80	721	0	0	80	721
	Underutilized	14	121	0	0	14	121

Source: Clark County VBLM 2018; BERK, 2019.

Job Density

To determine land capacity for jobs, the Clark County VBLM assumes 20 jobs per developable net acre for commercial land and 9 jobs per developable net acre for industrial land. Using the Southwest Washington Regional Transportation Council (RTC) current model, current jobs by transportation analysis zone were related to zoned buildable land for jobs. In residential areas, this included education and other jobs that may be found in those areas.

- Compared to VBLM assumptions the Industrial job assumption of 9 per acre is supported by local data in Exhibit 43. By total parcel acres (excludes rights of way only) the light industrial zone number is 8.7 jobs per acre; when excluding wetlands as well as rights of way the density increases to 18.3 jobs per acre.
- The citywide assumption of 20 jobs per acre in commercial areas is only found in the Downtown whether considering total parcel acres or acres reduced by wetlands. See Exhibit 43. The difference in jobs per acre between Downtown and other commercial areas is due to the compactness of development in historic Old Town whereas other commercial areas are characterized by commercial strips and large format retail that produce less intensive, suburban style development.

- Both mixed use zones are showing low performance for job creation. See Exhibit 43.
  - Mixed Use – Employment is only achieving 9.7 jobs per acre, considering wetlands, and produced relatively few jobs compared to other commercial and industrial zones. It even produced fewer jobs than residential zones. When comparing the locations of the Mixed Use – Employment zones in Exhibit 32 with the vacant lands map in Exhibit 35, much of the land is constrained.
  - Mixed Use – Residential is producing no jobs although it is producing 14.85 dwelling units per acre of residential development as shown in Exhibit 40. Most of the Mixed Use – Residential zoning is not located in areas likely to develop for commercial uses. The exception is the area on the eastern side of SR-503 just north of city limits.

Exhibit 43. Job Density by Zone

Zone	Parcel Acres Used in Intersect	Allocated Jobs - 2015	Achieved Job Density per Parcel Acre	Achieved Job Density per Parcel Acre Excl. Wetlands
Airpark - Airport/residential (A)	7.5	17	2.3	3.3
Community Commercial (CC)	42.7	479	11.2	15.3
Downtown Commercial (D)	36.1	731	17.1	22.0
Light Industrial (ML, EC)	110.2	1,023	8.7	18.3
Mixed Use - Employment (MU-E)	4.5	39	8.6	9.7
Mixed Use - Residential (MU-R)	0.0	2	n/a	n/a
Neighborhood Commercial (NC)	2.6	21	8.0	10.6
Regional Commercial (RC)	224.9	2,710	12.1	15.9
Residential Zones (Employment, e.g. Schools)	360.6	1,173	3.3	5.3

Source: Clark County Assessor, 2019; BERK, 2019.

Land Capacity Summary

The land capacity evaluation detailed above is summarized in Exhibit 44. Findings include:

- Residential capacity was underestimated in the County VBLM and employment capacity was overestimated.
- With capacity for 9,555 dwelling units, Battle Ground has a surplus of capacity of about 3,869 dwellings to meet its expected housing needs and associated population target. If land is not needed for residential purposes, it could be reclassified for employment uses if suitable.

- With a more refined capacity analysis, there is a deficit of -2,760 jobs below the 2035 target. In order to meet its target, Battle Ground should review its vacant and available lands to identify those within its City limits or UGA that could be converted to employment uses.

Exhibit 44. Target and Land Capacity Evaluation

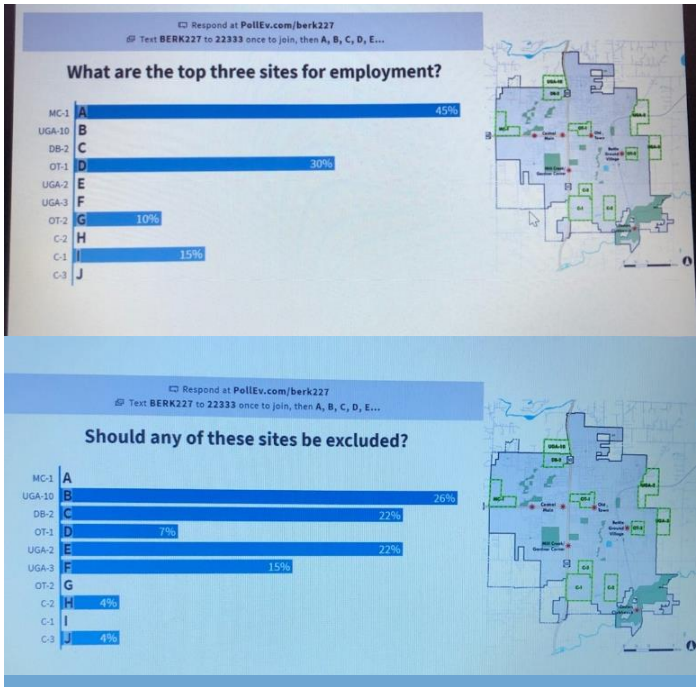
Category	Target Allocation 2015-2036	City Comp. Plan Assumption	Growth 2015-2019	2018 Capacity Clark County BLA	Remaining Target 2020-2036	Adjusted BLA	Capacity to meet Remaining Target?
Dwellings / Households	5,169-6,607[a]	6,708	921	6,457[b]	5,686	9,555[c]	Yes
Jobs	9,933	8,605- 10,060	1,446	8,592[d]	8,487	5,727[e]	No

Notes: The City permit record was used to estimate growth from 2015-2019.
a Low range: Clark County Buildable Lands Report June 2015; this may be related to a population of 15,972 identified in the report that would exclude the approximate 80-acre UGA expansion that is still listed in the Clark County Comprehensive Plan. High range: Table 1.2 of Clark County Comprehensive Plan. Population divided by 2.66 persons per household per Clark County Buildable Lands Report June 2015.
b Battle Ground Land Use Capacity and Growth Memo, February 2020, Exhibit 11, VBLM 2018.
c Battle Ground Land Use Capacity and Growth Memo, February 2020, Exhibit 16.
d Battle Ground Land Use Capacity and Growth Memo, February 2020, Exhibit 17. VBLM 2018.
e Battle Ground Land Use Capacity and Growth Memo, February 2020, Exhibit 22.
Sources: Clark County Assessor, City of Battle Ground, BERK, 2019.

Employment Site Evaluation

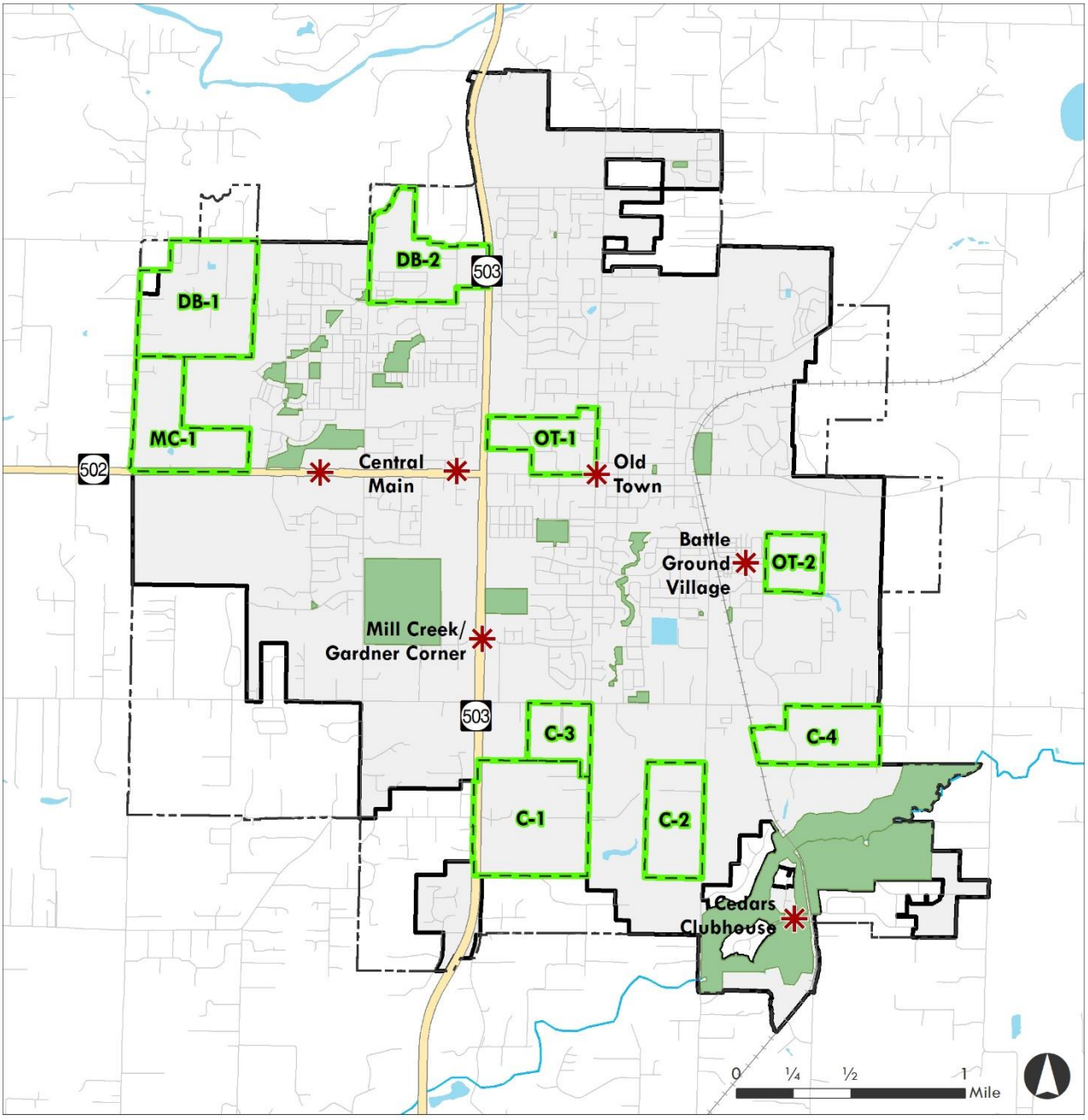
Because of the surplus residential capacity, and under-performing mixed use land, the City considered vacant sites throughout the city limits. Larger blocks of vacant land were evaluated each for suitability for employment use. See Exhibit 45 for a map of sites.

The Battle Ground High School site is also included since it is a known potential redevelopment area identified in the Roadmap process.



Stakeholder Employment Sites Polling

Exhibit 45. Potential Sites for Employment Uses



Source: Clark County, 2019; BERK, 2020.

Each site is evaluated in Exhibit 46. Suitability considerations balance key areas of the Battle Ground Roadmap vision such as prosperity (from employment and economic development) and growth (planning for transportation, infrastructure, and wetlands). The evaluation also considers established and future land use patterns and applies information learned from stakeholders during LUMP workshops.

Exhibit 46. District Suitability for Employment

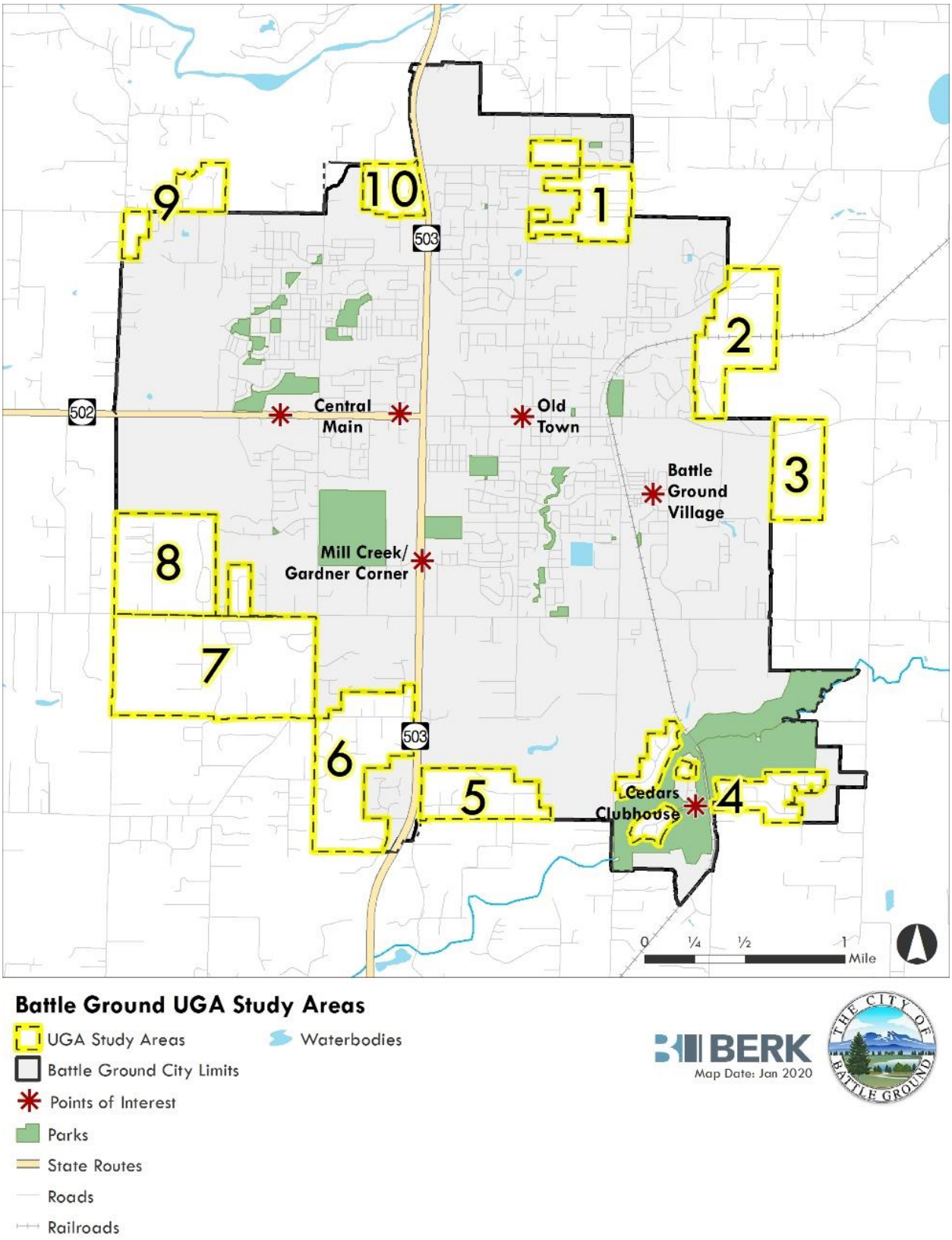
District	Area of Consideration	Capacity and Infrastructure	Employment Suitability
Day Break – Site 1	• Northwestern corner of the district • Designated for Mixed-Use Residential • Zoned R5, R10, R16	• Several mid-sized parcels. • Sewer Collection Capacity Issues Lewisville Subarea.	• In the long term (20+ years) this area could be an employment area with lot consolidation, transportation investments, and utility investments here and in coordination adjacent areas in the UGA. • Will likely to continue to develop as residential.
Day Break – Site 2	• Northeastern corner of the district • Designated for Mixed-use Residential • Zoned R7, R10	• Several mid-sized parcels. • Platted single-family residential development. • Sewer Collection Capacity Issues Lewisville Subarea.	• There are some wetlands mapped in this area. • Existing five-acre residential parcels will be difficult to convert. • There is a recently approved residential subdivision in the western half of this area. • Residential permitting activity is very strong in this area. • Likely to remain residential.
Cedars – Site 1	• Center of the district • Designated and zoned for Mixed-use residential	• Low-density residential. • Sewer collection issues; significant force main extensions and pump stations needed to add capacity.	• South side of this area has a delineated wetland. • In Northwest corner of this area is a recently approved 40-acre residential development with mostly multifamily is planned in this area. Limited employment use. Three southern parcels will most likely be built out as residential and are in permit review. • Stakeholders identified this as a potential site for future employment. • Available properties on SR-503 could be commercial with RC zoning.
Cedars – Site 2	• Southwestern portion of the district • Designated and zoned for Mixed-use residential	• Low-density residential. • Sewer collection issues; significant force main extensions and pump stations needed to add capacity.	• Limited environmental constraints. • Unlikely area for new commercial development due to location. • Adjacency to LI area to the north could provide opportunity for industrial development, but would require lot consolidation. • Also suitable for R7 development, which is adjacent. New residential development is already in the pipeline for this area. This makes future residential development most likely.
Cedars – Site 3	• Northwestern portion of the district • Designated for Mixed use-Employment	• Low-density residential • Sewer collection issues; force main extension and pump stations needed to provide capacity.	• Limited environmental constraints. • Unlikely area for new industrial development due to size and parcelization. • Does not have access to SR-503 to support commercial redevelopment. • North east corner is approved for mini storage development.

District	Area of Consideration	Capacity and Infrastructure	Employment Suitability
Cedars – Site 4	• Northeastern portion of the district • Designated and zoned as Airpark	• Current use as recreational airfield. • Sewer collection issues; significant force main extensions and pump stations needed to add capacity. • On the railroad line.	• May have some environmental constraints. County maps show potential wetlands, but current airfield use suggests that they may already be built over. • Parcels are underutilized and large. • Could be suitable for employment use. • Potential zoning for light industrial use.
Main Corridor – Site 1	• Northwestern portion of the district • Zoned and designated for Mixed-use Employment	• Mid-sized parcels could be consolidated. • Westernmost area may require significant sewer pump station improvements; possibility of water supply adequacy; CPU agreement and intertie provide necessary capacity	• Limited environmental constraints. • Cost of sewer improvements would be a barrier to many developments. • Identified by CREDC as a site for potential regional industrial development. • Stakeholders identified this as the top site for future employment. • Potential zones could include RC or EC. EC could allow flexibility for either commercial or light industrial employment in this location.
Old Town – Site 1	• High School site • CC zoning	• Civic use. • Transportation improvements, including access and mobility, is the most significant need; depending on the magnitude of change, water supply requirements would need to be revisited.	• High School site likely to re-develop within the next 20 years. • Location adjacent to higher density residential, regional commercial, and Old Town suggests Downtown zoning. • Stakeholders identified this as a top site for future employment.
Old Town – Site 2	• Southeastern portion of the district • Mixed-use Employment designation and zone	• Low Density residential. • Four parcels. • Depending on the magnitude of change, water supply, storage, and pump station improvements may be needed; Tukes Mt. Area of General Water Plan.	• Area has limited constraints and is adjacent to LI zoning. • Stakeholders identified this as a potential site for future employment. • Keep as an employment area, but consider ML zoning.

UGA Evaluation

The Battle Ground UGA is largely used and planned for residential purposes per Exhibit 28. Some of it is zoned for mixed uses. Across the UGA there are variable parcel sizes, environmental constraints, and, in some cases, a lack of urban infrastructure. To develop recommendations, each UGA area was numbered and evaluated regarding potential opportunities and constraints. See Exhibit 47.

Exhibit 47. UGA Evaluation Map



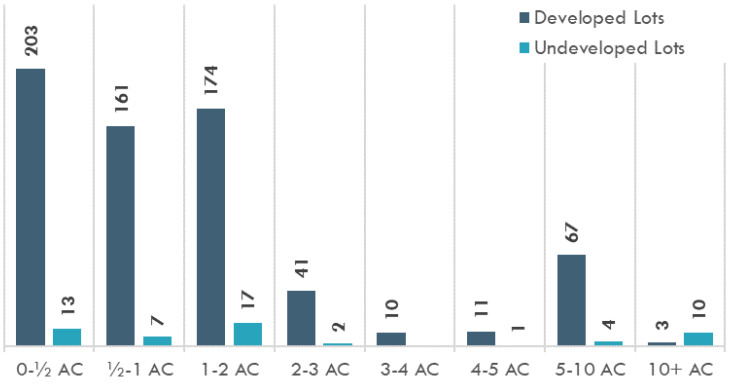
Source: BERK 2019.

Parcel Sizes

While expected in the city limits, land within the unincorporated UGA is also urbanized with relatively smaller lots, reflecting historically rural estates and legacy zoning prior to the county's first GMA Comprehensive Plan. Parcels larger than 5 acres are less prevalent. See Exhibit 48.

Exhibit 48. Lot Size in Battle Ground Urban Growth Area

Lot Size Range	Developed Lots	Undeveloped Lots
0-½ AC	203	13
½-1 AC	161	7
1-2 AC	174	17
2-3 AC	41	2
3-4 AC	10	0
4-5 AC	11	1
5-10 AC	67	4
10+ AC	3	10
TOTAL:	**670**	**54**



Source: Clark County Assessor, BERK, 2019.

The distribution of lot sizes across particular UGA areas is presented in Exhibit 49. Results show most parcels are small, but there are parcels that are larger to the southwest. Larger parcel sizes are more conducive to master planned developments or employment uses.

Exhibit 49. UGA Parcel Size Distribution by Study Area

UGA Area	0-.5 AC	.5-1 AC	1-2 AC	2-3 AC	3-4 AC	4-5 AC	5-10 AC	10+ AC
1	0	1	46	5	0	3	1	0
2	0	0	18	8	2	1	0	1
3	0	0	0	4	0	0	2	0
4	43	101	3	0	0	0	0	0
5	3	1	14	9	3	0	5	0
6	61	35	47	11	3	3	1	0
7	72	8	28	4	2	0	18	2
8	24	14	18	0	0	2	24	0
9	0	0	0	0	0	0	7	0
10	0	1	0	0	0	2	9	0
TOTAL:	**203**	**161**	**174**	**41**	**10**	**11**	**67**	**3**

Source: Clark County Assessor, 2019; BERK, 2019.

UGA Evaluation

Exhibit 50 evaluates each of the 10 UGA study areas regarding their current and planned land use, capacity and infrastructure, and suitability for employment uses. Suitability also balances key areas of the Battle Ground Roadmap vision such as prosperity (from employment and economic development) and growth (planning for transportation, infrastructure, and wetlands).

Exhibit 50. UGA Study Areas Evaluation

UGA Location	Land Use	Capacity and Infrastructure	Employment Suitability
1	• Current: Residential, Vacant • FLU: Residential • Zoning: R1-6, R1-20	• One vacant parcel, mostly 1-2 ac lots • Not currently served with sewer; sewer collectors would need to be extended; pump station needed in the future for 503 North basin.	• Not suitable for employment due to current residential use, parcel size and ownership.
2	• Current: Residential, Vacant • FLU: Residential • Zoning: R1-10	• Mostly 1-2 ac lots • Not currently served with sewer; sewer collectors would need to be extended; pump station needed in the future.	• This area is heavily residential and employment use would not be suitable. • Location on the east side of town is not ideal for transportation.
3	• Current: Residential, Vacant • FLU: Residential • Zoning: R1- 20	• Mostly vacant; 2-3 ac lots • Not currently served with sewer; sewer collectors would need to be extended.	• Potentially suitable for a small light industrial site south of East Main Street/NE 219th Street. • Could require some lot consolidation. • Transportation impacts through town should be considered. •
4	• Current: Residential • FLU: Residential • Zoning: R1-20	• Mostly small lots less than 0.5 or 1.0 ac; within master planned development • Sewer collectors need to be extended.	• Not suitable for employment due to current residential use, parcel size and ownership.
5	• Current: Mostly residential, some vacant, one commercial • FLU: Residential and Mixed Use • Zoning: R1-5 and MX	• Some 1-2 ac lots, some wetlands • Sewer collection issues; significant force main extensions and pump stations needed to add capacity.	• Not suitable for employment due to current residential use, parcel size and ownership. Larger vacant parcels are environmentally constrained.
6	• Current: Mostly residential, large vacant, one small commercial area. • FLU: Residential • Zoning: R1-20	• Most lots under 2 acres, limited capacity except on south • Sewer Collection Capacity Issues Lewisville Subarea; significant force main extensions and pump stations needed to add capacity.	• Not suitable for employment due to current residential use, parcel size and ownership. Larger vacant parcels are environmentally constrained.

UGA Location	Land Use	Capacity and Infrastructure	Employment Suitability
7	• Current: Mostly single family, large vacant, public/park • FLU: Residential and Mixed Use • Zoning: R1-20, R1-18, MX	• Vacant parcels, Larger Lots, mostly developable, some wetlands • Currently served by Meadow Glade/CRWWD STEP system, which has limited capacity; Sewer Collection Capacity Issues Lewisville Subarea; significant force main extensions and pump stations needed to add capacity	• Eastern portion not suitable for employment use due to current residential use and parcel size. • Southwestern corner constrained by forested wetlands. • The area zoned Mixed Use under county zoning is unconstrained but the location and availability of utilities makes employment use unlikely. • In the long term (20+ years) the mixed use area could be an employment area with lot consolidation, transportation investments, and utility investments. • Consider redesignating this area for residential land use or removing it from the UGA.
8	• Current: Mostly single family, public/park • FLU: Residential • Zoning: R1-10	• Many larger residential parcels, some wetlands • Sewer Collection Capacity Issues Lewisville Subarea; significant force main extensions and pump stations needed to add capacity.	• In the long term (20+ years) this area could be an employment area with lot consolidation, transportation investments, and utility investments. • Major equestrian development already there. • Consider removing this area from the UGA.
9	• Current: Residential, Vacant • FLU: Mixed Use • Zoning: MX, NC, R7	• One vacant parcel, Larger Lots • Sewer Collection Capacity Issues Lewisville Subarea	• In the long term (20+ years) this area could be an employment area with lot consolidation, transportation investments, and utility investments here and in coordination adjacent areas in City limits.
10	• Current: Residential, Vacant • FLU: Mixed Use and Residential • Zoning: MX	• One vacant parcel, Larger Lots, some wetlands • Not currently served with sewer; sewer collectors would need to be extended.	• This area has larger estate lots that are unlikely to convert and would need to be consolidated. • There are environmental constraints. • The areas surrounding in the City have new residential activity in the pipeline. • The area just north of this site, beyond City limits may be a possible employment area with UGA expansion.

Source: BERK and MacKay Sposito, 2020

Potential Zone Changes

Based on the analysis of residential capacity, employment capacity, and a review of potential employment sites in the city and UGA, the City should consider zoning changes to better reflect Battle Ground's context and circumstances.

- The Mixed Use-Employment (MU-E) zone may not be a useful designation in Battle Ground. Exhibit 40 shows that the zone has not produced any residential units. It also produces the lowest job density of all the employment zones, as shown in Exhibit 43.
  - It may be useful to consider rezoning MU-E areas to Light Industrial or Employment Campus in areas with appropriate parcel sizes, infrastructure, and transportation networks.
  - Along the SR-502 and SR-503 corridors, consider Regional Commercial.
  - Where MU-E areas are highly constrained, consider rezoning to a less intensive use.
- Rezone Mixed Use – Residential (MU-R) areas. County VBLM assumptions expect that MU-R areas produce 15% commercial development. Most of these parcels are currently located in areas that are not suitable for commercial development and are likely to attract residential development only.
  - Rezone these for multi-family development. Compare the development standards in multi-family zones and the MU-R zone to see if any adjustments need to be made so newly zoned multi-family areas perform as well as residential developments in MU-R zones.
  - MU-R areas suitable for commercial development should receive commercial zoning. Commercial zoning allows for residential uses if included in the upper stories of commercial spaces. This allows mixed use if desired but emphasizes the employment use.
- Consider eliminating the Community Center (CC zone). This zone is currently only located on the site of the Battle Ground High School. Rezoning this area to Downtown (D) would guide future redevelopment of the site to be consistent with the scale, design, and identity of Old Town.

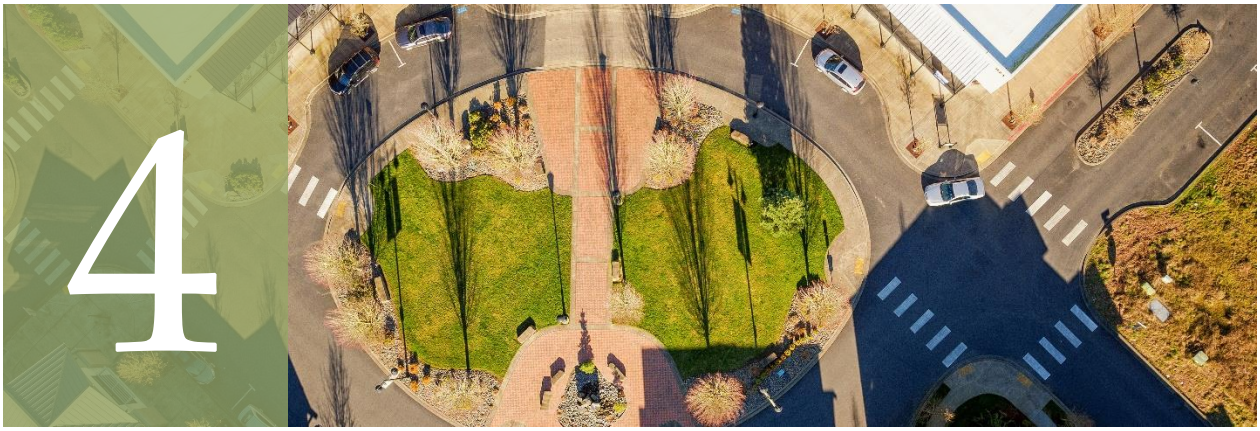
- Consider developing an employment zoning designation that allows property owners to choose from a mix of light industrial, office, retail, and other commercial uses. Stakeholders strongly favored this idea which would allow property owners flexibility and the ability to respond to site context and market conditions. This zoning could be applied to mostly vacant sites or those primed for redevelopment.

UGA Considerations

After reviewing land use designations in the city limits for suitable employment and residential areas, the City could consider whether UGA boundaries are appropriately drawn to allow for urban land needs, capability of urban densities, environmental protection, efficient services, and logical boundaries.

Proposals for UGA boundary changes would also need to meet GMA goals and requirements and Countywide Planning Policies.

A range of options in-city and UGA were developed into Alternatives and evaluated. The Preferred Alternative balances UGA expansion and UGA retraction. See Chapter 5 Land Use Strategy.



4

Vision & Policies

Vision

The following vision is incorporated into this Land Use Master Plan representing Battle Ground's best future:

> *OUR VISION for Battle Ground is a vibrant, growing city that offers an unsurpassed quality of life for all residents, embracing its history, traditions and diversity. We celebrate our location at the foot of the Cascade Mountains, exploring and recreating in our natural surroundings. We value our exemplary education system that inspires excellence and innovation. Our economy is dynamic and diversified, with time-honored trades thriving alongside new, leading edge companies. Our downtown district cultivates a flourishing artisan community of distinctive restaurants, entertainment, arts and crafts. Our community centers and open spaces provide unique places for people to gather and connect year-round. Our neighborhood districts create a sense of identity, belonging and well-being, while our entire city is enhanced and connected by a network of pedestrian walkways, bike trails, and public transit. This is Battle Ground – and why we choose to call it home.*



Policies

This Land Use Master Plan (LUMP) provides a direction for future update of the Battle Ground Comprehensive Plan. Following are policies that can be considered for integration into the Comprehensive Plan goals and objectives.

Battle Ground's Comprehensive Plan contains goals and objectives:

- Goal: A broad, general statement of a desired outcome to be accomplished over a long time frame.
- Objectives: Objectives are specific, actionable targets within a smaller time frame to reach a certain goal.

This Land Use Master Plan provides policies that are proposals for actions that can be folded in and support the Comprehensive Plan goals and objectives when updated.

- Policy: A principle, protocol, or proposal for action that guides the legislative or administrative body while evaluating proposed changes to the Comprehensive Plan or implementing development regulations.

Employment

Policy 1. Diversify employment opportunities for Battle Ground residents and the region. Zone sufficient land for living wage employment with suitable access, infrastructure, and environmental conditions. Promote construction tech, business parks, and niche manufacturing uses.

Policy 2. Strengthen existing centers to remain a natural hub of commercial goods and services. Tools include zoning use allowances for evolving commercial centers, streetscape investments, and multimodal access.

Policy 3. In partnership with the state, invest in SR 502 and SR 503 commercial corridors to create a more vibrant, livable, and accessible community.

Policy 4. Consider developing a zoning designation that allows property owners to choose from a mix of light industrial, office, retail, and other commercial uses such as through an administrative master plan process.

Policy 5. In addition to critical area buffers, promote smaller impervious footprints and low impact development in proposed employment areas in proximity to Mill Creek.

Mixed Use

Policy 6. Develop a subarea plan and design guidelines for Old Town. Create business retention and expansion strategies and programs. Support catalyst sites for redevelopment.

Policy 7. In partnership with the School District, create a long-term vision for school sites in Old Town. Guide future redevelopment of the school property to be consistent with the scale, design, and identity of Old Town.

Consider eliminating the Community Commercial (CC zone) at the Battle Ground High School Site. Rezoning this area to Downtown (D) would help the site to fit in with the rest of Old Town.

Policy 8. Promote horizontal or vertical mixed uses in commercial districts with improved zoning intents, uses, and design standards. Revise the Future Land Use Map and Zoning to remove obsolete Mixed Use Designations and Zones.

Housing

Policy 9. Increase areas of Urban Medium and Urban High designations adjacent to commercial corridors to increase housing choices and supply.

Policy 10. Promote housing strategies consistent with the Battle Ground Housing Action Plan.

Design and Compatibility

Policy 11. Create and update development and design standards that reinforce the character of the Districts defined in this Land Use Master Plan.

Policy 12. Develop an airport land use compatibility plan for the Cedars North Airpark.



BG Village, City of Battle Ground

UGA Sizing and Annexation

Policy 13. Consult with Clark County on the buildable lands report and promote methods and assumptions that reflect local experiences in Battle Ground.

Policy 14. Develop an UGA amendment proposal for consideration by Clark County that demonstrates: 1) efficient development plans and standards in the city limits, 2) targeted UGA expansion to meet demonstrated employment needs, and 3) targeted boundary reductions where urban growth is less suitable.

Policy 15. Collaboratively review long-term land use south of SR 502 with Clark County when addressing potential UGA expansions to the west of the city limits.

Policy 16. Prepare an annexation plan. Establish pre-annexation planning and zoning pursuant to RCW 35A.14.330. Develop infrastructure and service delivery strategies to increase the feasibility of annexation.

Policy 17. Provide information about annexation process, city services, and tax rates to property owners and residents in the UGA.

Policy 18. Encourage annexation requests that:

- Create and/or preserve logical service areas.
- Demonstrate the annexation is financially self-sufficient or the fiscal impact can be improved.

Parks and Infrastructure

Policy 19. Create a parks and trails plan that results in 10-minute access to recreation facilities for all residents.

Policy 20. Improve sidewalks, trails, paths, and bicycle facilities between and through residential districts, commercial and employment hubs, and recreation opportunities.


Central Park, City of Battle Ground

Policy 21. Extend sewer and water infrastructure unserved areas of the city and to UGAs to support employment and residential growth consistent with the Vision, policies, and strategies of this plan.

Policy 22. Develop a sewer and water capital facility plan for the UGA expansions and contraction area to supplement the City's Water and Sewer system plans and support the application for UGA boundary changes.



5

Land Use Strategy

This Chapter describes the development of land use alternatives meant to respond to the land capacity analysis in Chapter 3 Growth Capacity & Recommendations and meet the vision and policies in Chapter 4 Vision & . The Alternatives were developed with stakeholder input and shared with the community and City decisionmakers to create a Preferred Alternative.

Alternatives

Draft Alternatives

Over the last two years the City of Battle Ground met with local stakeholders that have helped guide the development of three land use alternatives. See Exhibit 51.

The three alternatives show different choices for pursuing Battle Ground's Vision.

- Alternative 1 retains the current UGA boundaries but changes the balance of employment and residential designations to increase employment capacity.
- Alternative 2 includes the same changes to land use and zoning inside current planning boundaries as Alternative 1, but would reduce UGA boundaries in the south and increase it in the north.
- Alternative 3 begins with similar land use and zoning changes as Alternative 1, but would expand to the west.

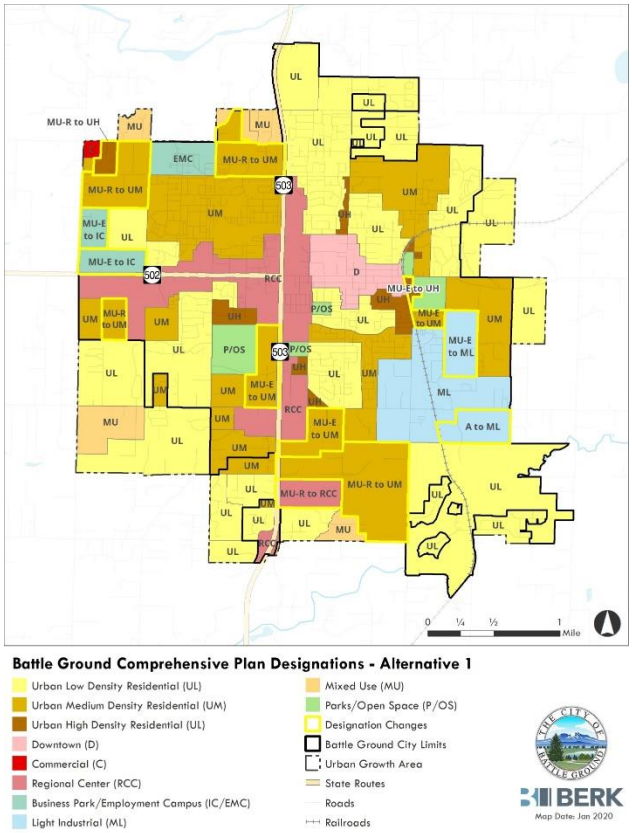
Exhibit 51. Alternatives Description

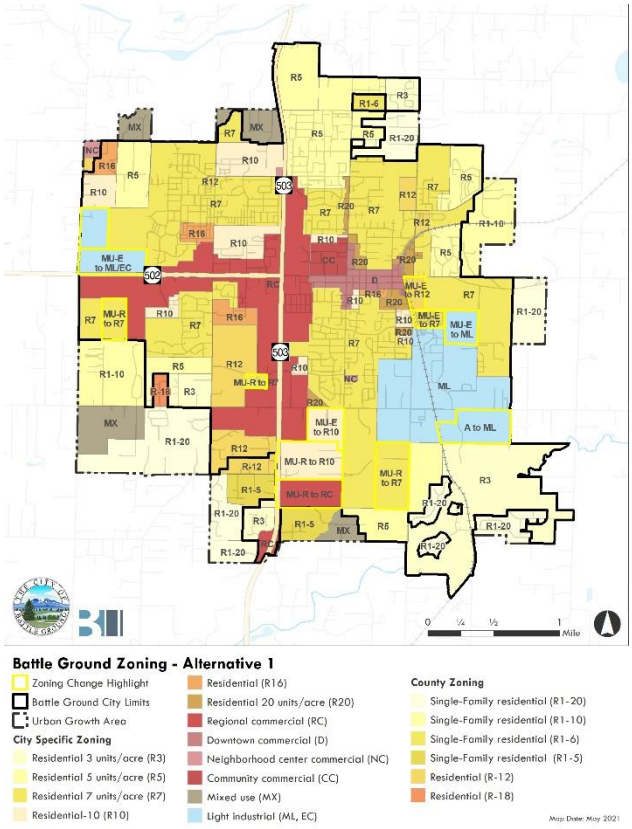
Alternative	UGA Changes
ZONING CHANGES IN CITY LIMITS, UGA BOUNDARY STABLE Alternative 1 would retain current UGA boundaries. The Alternative would focus making changes to Future Land Use Designations and Zoning Districts within the City to reduce residential capacity and increase employment capacity.	None
UGA SWAP Alternative 2 would include in-city zoning changes similar to Alternative 1, except Alternative 2 would reduce the UGA in South Battle Ground and increase it in Day Break.	• The northern expansion includes vacant land with few constraints. There are approximately 40 acres adjacent to 503 in large lots. Would require sewer extension. Could possibly be developed with some of the land currently in the UGA to the south. Existing development to the south is large residential estates. • The low density residential area to the South is analyzed in the Land Use Memo as UGA site 7, its about 320 acres. This area is zoned for mixed use but it is unlikely to develop as such because it requires transportation, utility investments, and lot consolidation. Existing pattern of development is low density residential. Keeping this pattern of low density residential is a better long term strategy since it would not be suitable for employment within 20 years. If it stays as is and has piecemeal development, it will not be good land for expansion. Residential capacity is not needed.
UGA EXPANSION TO DOLLAR'S CORNER Alternative 3 would include the zoning changes within city limits in Alternative 1 but also expand City limits to Dollar's Corner to support employment growth.	• Designations would be commercial and industrial with no mixed use or residential. • This expansion area has limited constraints, but does include a fish bearing stream with a small floodplain area. • The expanded UGA is served by SR-502 and close to I-5 and takes advantage of investment in widening of 502 and interchange improvements with I-5. • A commercial area around Dollar's corner already exists, this would recognize the rural center as urban development and bring it into the City. • Dollar's Corner is already part of Battle Ground water system and there are planned improvements to the mains and a new pump station in the water plan.

Each alternative's maps and key land use and zoning changes are illustrated below. See Exhibit 52, Exhibit 53, and Exhibit 54.

Exhibit 52. Alternative 1 Plan and Zoning

Alternative 1 Comprehensive Plan Changes	Alternative 1 Zoning Map Changes





- Decreasing Mixed Use and Airport designations.
- Increasing Urban Medium and Urban High Residential designations.
- Increasing Regional Center, Light Industrial, and Employment Campus employment designations.

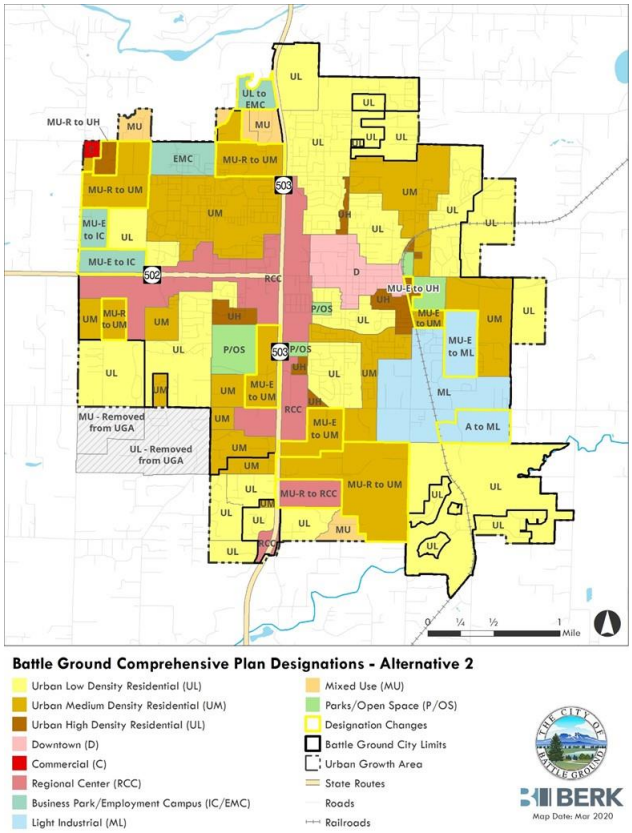
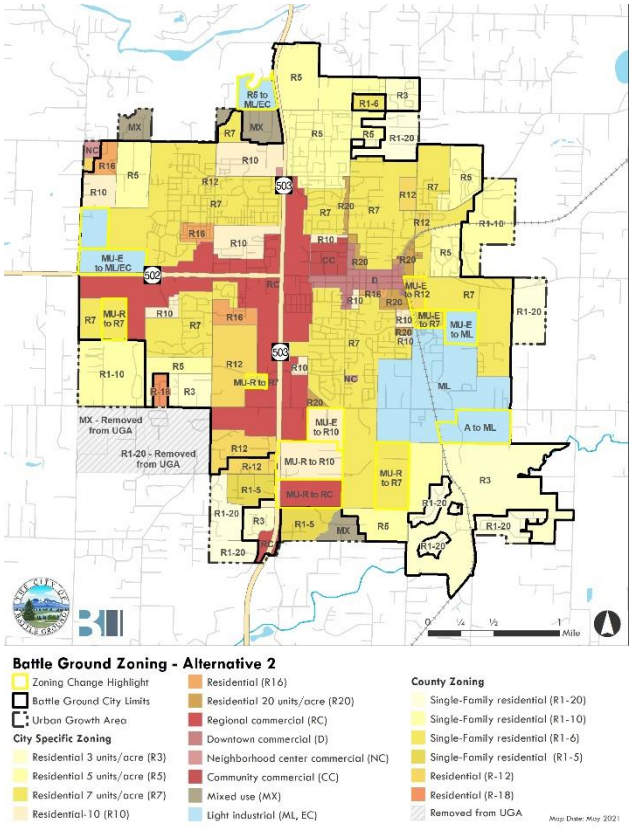
- Decreases in Mixed Use districts.
- Increases Residential 7 units per acre (R7), R10, and R12.
- Increases Light Industrial and Regional Commercial.

Public Input on Alternative 1 & Link to Preferred Alternative

Public comment gathered through the online open house, story map, and survey strongly opposed the changing the land use and zoning designation in the area of the Cedars North Airpark in the southeast part of town. As a result, the proposal to change this area from A to ML was removed from the Preferred Alternative. The City may review land use in this area and the development of an airport compatible land use plan at some point in the future, but not as part of the LUMP.

Overall respondents did not favor changes that would increase high density residential land uses. Results were mixed in supporting and discouraging employment uses overall, but more than half the respondents favored the employment changes along SR-502, fewer favored changes along SR-503 or the east side of town. On the whole proposed changes in all areas (except the Airpark) were retained in the Preferred Alternative to provide a set of reasonable measures for meeting the community's employment target.

Exhibit 53. Alternative 2 Plan and Zoning

Alternative 2 Comprehensive Plan Changes	Alternative 2 Zoning Map Changes
	
• Decreases in Airport, Mixed Use and Urban Low Density Residential designations • Increases in Employment Campus, Light Industrial, and Urban Medium and Urban High Residential.	• Decreases in Mixed Use and R1-20/R-20 and increases in R7, R10 and R-12. • Decreases in Mixed Use and increases in Light Industrial and Regional Commercial.

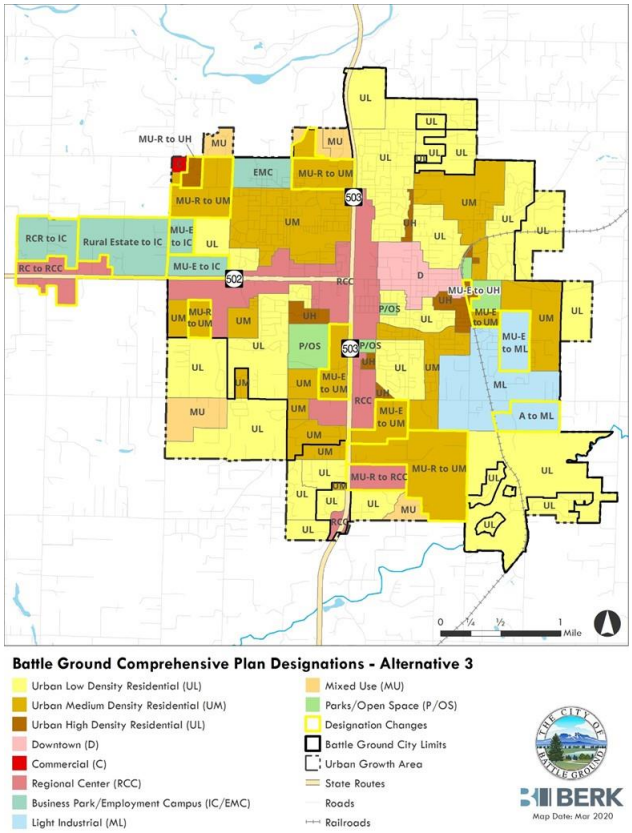
PUBLIC INPUT ON ALTERNATIVE 2

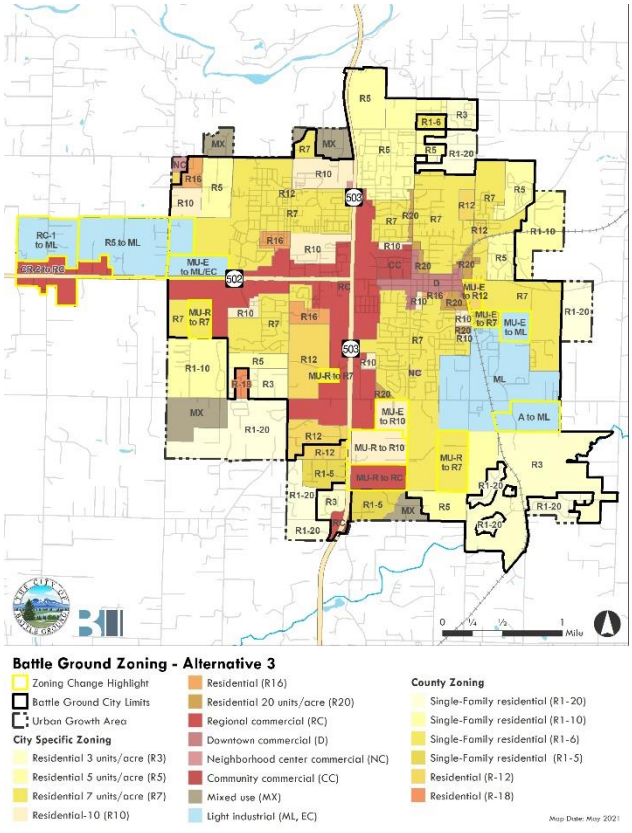
Participants overall disagreed with the removal of the Meadow Glade area from the UGA, preferring to keep a country feel in Battle Ground. The Preferred Alternative proposes to remove Meadow Glade for just this reason. Areas that are likely to maintain a country feel should be located outside the UGA to preserve rural character. Residential development and infill at urban levels of 4 units per acre or greater, consistent with Battle Ground's existing character, is better suited to provide future housing needs and prevent sprawl into the rural area in the long term.

Participants overall disagreed with adding employment in the area north of the City on SR-503. Some expressed a desire to limit employment growth in the community. Others were concerned about locating employment areas too close to residential development. This area was retained for employment uses in the Preferred Alternative. A portion of the site is proposed for Employment Campus, which would allow commercial or light industrial uses adjacent to SR-503. Another portion was changed to a residential designation because it has been identified as a location for a private school.

Exhibit 54. Alternative 3 Plan and Zoning

Alternative 3 Comprehensive Plan Changes	Alternative 3 Zoning Map Changes





- Decreases in Airport and Mixed Use designations.
- Increases in Employment Campus, Light Industrial, Regional Center, and Urban Medium and Urban High Residential.

- Decreases in Mixed Use and increases in R7, R10, and R12.
- Decreases in Mixed Use and increases in Light Industrial and Regional Commercial

PUBLIC INPUT ON ALTERNATIVE 3

Overall survey and story map respondents most favored Alternative 3. Approximately 36% of survey respondents said it best reflects the community vision. (About 42% were not sure which alternative best reflected the vision.) Reduced transportation impacts within existing city limits was most often cited as the reason to favor Alternative 3. About 60% of respondents favored expansion to Dollar's Corner, few supported a smaller scale expansion. Results were split in favor of including lands south of SR-502. The Preferred Alternative includes the proposed expansion to Dollar's Corner, including the existing commercially zoned land to the south. It does not include rural residential or resource lands south of SR-502.

Each alternative would add employment capacity and reduce residential capacity to better match growth targets but Alternative 3 would be the most aligned with the employment target. See Exhibit 55.

Exhibit 55. Alternative Capacity and Target Comparison

Category	Remaining Target 2020-2036	Base: Current Plan Adj. Capacity	Alternative 1	Alternative 2	Alternative 3
Households	5,686	9,555[a]	8,393	7,730	8,393
Jobs	8,487	5,727[b]	6,481	6,961	8,384

a Battle Ground Land Use Capacity and Growth Memo, February 2020, Exhibit 16.

b Battle Ground Land Use Capacity and Growth Memo, February 2020, Exhibit 22.

Source: Clark County GIS; City of Battle Ground, BERK 2020

Based on a review of GMA goals and Countywide Planning Policies each alternative is compared below and varies in their ability to support criteria more fully. See Exhibit 56.

Exhibit 56. Alternative Evaluation and Comparison

Criteria	Current Plan	Alternative 1	Alternative 2	Alternative 3	Preferred
Provides Capacity to meet employment Growth Targets[1]	○	○	■	●	●
Provides Capacity to meet residential Growth Targets[1]	●	●	●	●	●
Focuses Urban Growth and Avoids Sprawl	●	●	●	■	●
Reasonable Measures included in city or UGA before Expanding UGA	Not Applicable	●	●	■	●
Avoids lands of long-term commercial significance for agriculture	●	●	●	●	●
New growth capacity avoids lands with environmental constraints.	Not Applicable	●	●	■	●
City is able to support the area with utilities.	●	●	■	●	●
Supports Countywide Planning policies for Economic Development	○	■	■	●	●
Aligns with Roadmap Vision and Action Plan Priorities	○	■	■	●	●

Moderate support of criteria and needs more significant improvement ○
Mostly supports criteria but could be improved ■
More fully supports criteria ●

[1] This measures the ability to meet capacity as calculated based on permitting history, not using County VBLM calculations.

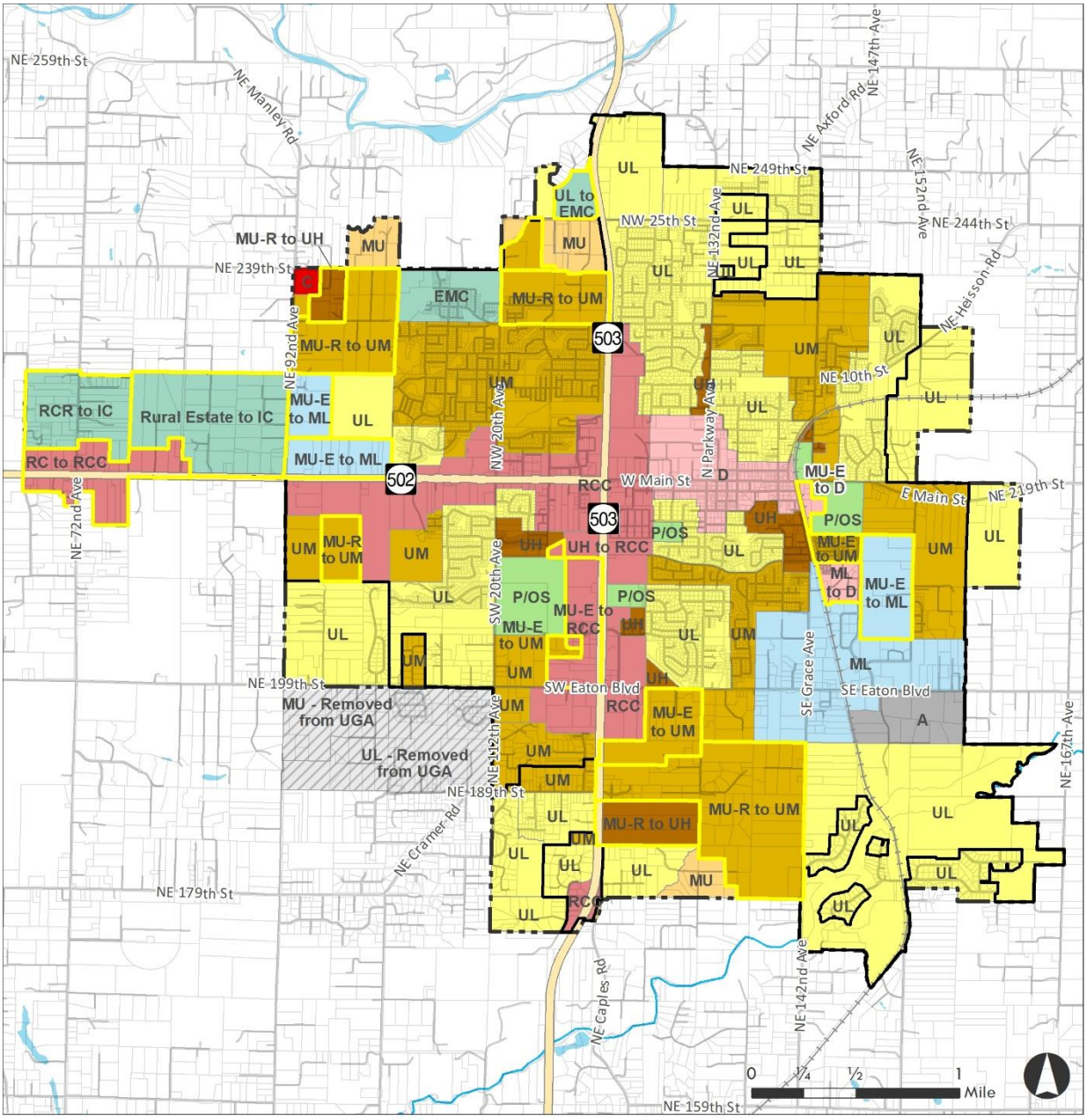
Preferred Plan

Following community feedback, the City developed a Preferred Alternative that blends the desired features of draft alternatives to create a path forward for Battle Ground.

The Preferred Alternative seeks to increase land available for employment with the City of Battle Ground and its Urban Growth Area (UGA). It identifies land use and zoning changes within the City's existing planning area as well as changes to the UGA boundary. Expansion of the UGA boundary is proposed in two areas to accommodate additional employment opportunities. Contraction of the UGA is proposed for a residential area that is unlikely to accommodate urban levels of service and land use within the planning horizon. These changes are shown in Exhibit 57 and Exhibit 58.

Within the City's planning area, the proposed land use and zoning changes accomplish two objectives, as identified through a land use analysis. The first objective is to reconsider lands designated for Mixed Use and the second is to increase capacity for employment. For the first objective, a land use capacity analysis showed that the Mixed Use- Employment and the Mixed Use- Residential zones were underperforming. A review of land use suitability and compatibility identified zoning alternatives for these Mixed Use lands. Since the capacity analysis showed adequate room to meet Battle Ground's residential growth target, but a deficiency in meeting the employment growth target, proposed changes favored commercial and employment land uses where suitable. By increasing the capacity for employment in this way, the City of Battle Ground is taking reasonable measures within its City limits to meet its employment growth target.

Exhibit 57. Preferred Alternative Future Land Uses



Battle Ground Comprehensive Plan Designations - Preferred Alternative

- Urban Low Density Residential (UL)
- Urban Medium Density Residential (UM)
- Urban High Density Residential (UL)
- Downtown (D)
- Commercial (C)
- Regional Center (RCC)
- Business Park/Employment Campus (IC/EMC)
- Light Industrial (ML)
- Mixed Use (MU)
- Parks/Open Space (P/OS)
- Airport (A)
- Designation Changes
- Battle Ground City Limits
- Urban Growth Area
- State Routes
- Roads

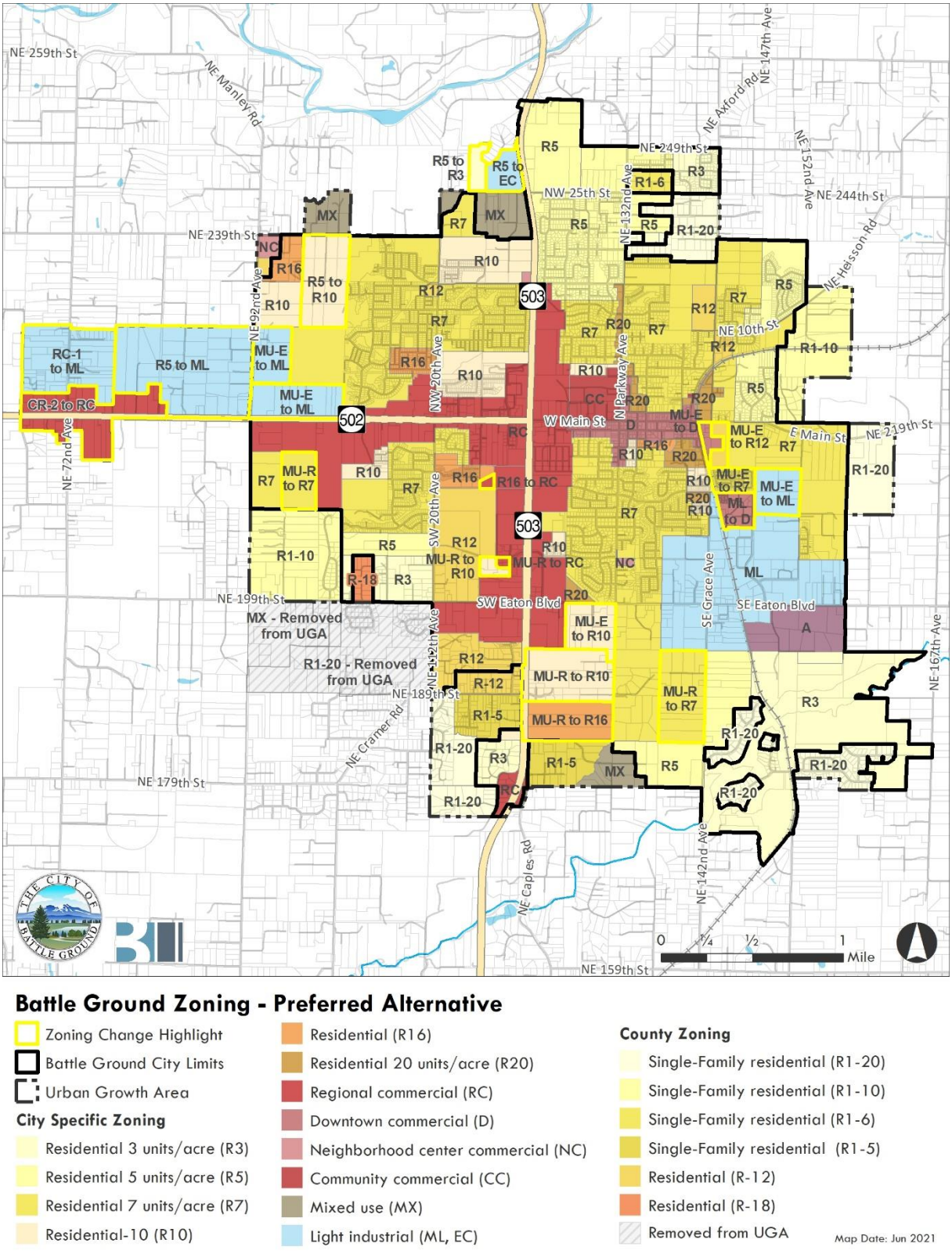
THE CITY OF BATTLE GROUND

BERK

Map Date: Jun 2021

Source: Clark County GIS; BERK 2021.

Exhibit 58. Preferred Alternative Zoning Changes



Source: Clark County GIS; BERK 2021.

Expansions to the UGA in the Preferred Alternative are intended to provide employment growth capacity. After applying reasonable measures within the City's planning area, an employment capacity deficit remained. An approximately 40 acre area is added to the northern UGA on the west side of SR-503 to properties already served by City utilities. The western portion of the site is already being considered for the location of a private school, the eastern portion of the site is proposed for Employment Campus, which supports commercial/light industrial employment.

West of City limits the UGA would be expanded to the Dollar's Corner area. This brings the existing commercial center into the UGA and adds land for light industrial development. This area has already received state transportation infrastructure investment and its location minimizes traffic impacts related to shipping and freight in Battle Ground's city center.

The Preferred Alternative removes the Meadow Glade area in the southwest from the current UGA. Existing development patterns and lack of infrastructure make this area unlikely to develop within the 20 year planning horizon. Removing this residential area will help focus residential growth more compactly into the rest of Battle Ground's planning area. It also removes about 330 acres from the City's planning area to balance the additions proposed to the north and west.

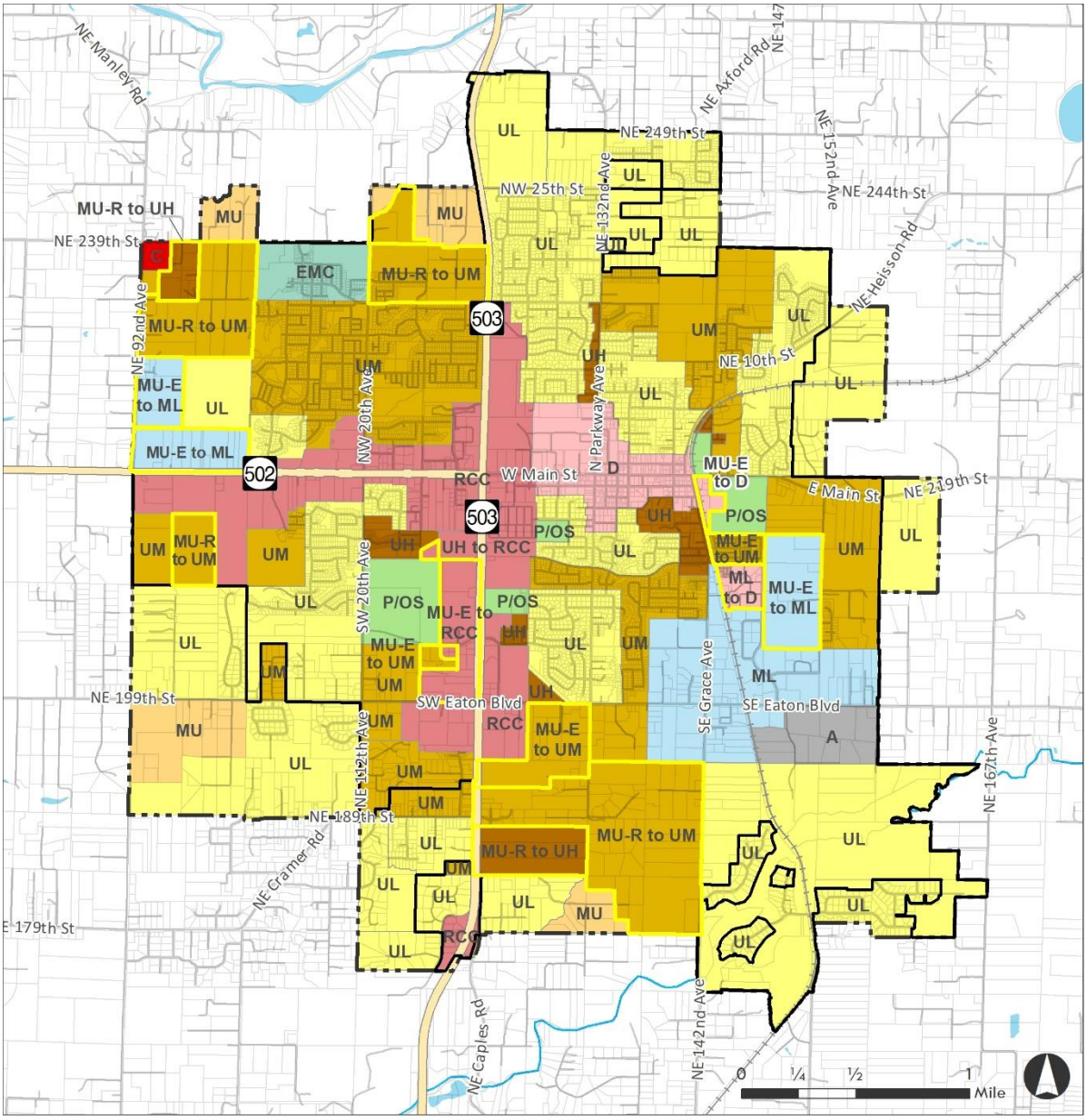
Changes in Future Land Use

The Preferred Alternative would change the adopted Future Land Use Map in the Comprehensive Plan, including:

- Decreases in Mixed Use and Urban Low Density Residential designations.
- Increasing employment designations for Employment Campus, Light Industrial and Regional Center.
- Increasing residential designations for Urban Medium and Urban High.

Until the City accomplishes UGA boundary changes with Clark County, it could amend Land Use designations in the city limits and its existing UGA. This would be a Phase 1 effort in implementing this LUMP. See Exhibit 59.

Exhibit 59. Preferred Alternative Land Use Designations: Phase 1



Battle Ground Comprehensive Plan Designations - Preferred Alternative

- Urban Low Density Residential (UL)
- Urban Medium Density Residential (UM)
- Urban High Density Residential (UL)
- Downtown (D)
- Commercial (C)
- Regional Center (RCC)
- Business Park/Employment Campus (IC/EMC)
- Light Industrial (ML)
- Mixed Use (MU)
- Parks/Open Space (P/OS)
- Airport (A)
- Designation Changes
- Battle Ground City Limits
- Urban Growth Area
- State Routes
- Roads

THE CITY OF BATTLE GROUND

BERK

Map Date: Jun 2021

Source: Clark County GIS; BERK 2021.

Changes in Zoning Districts

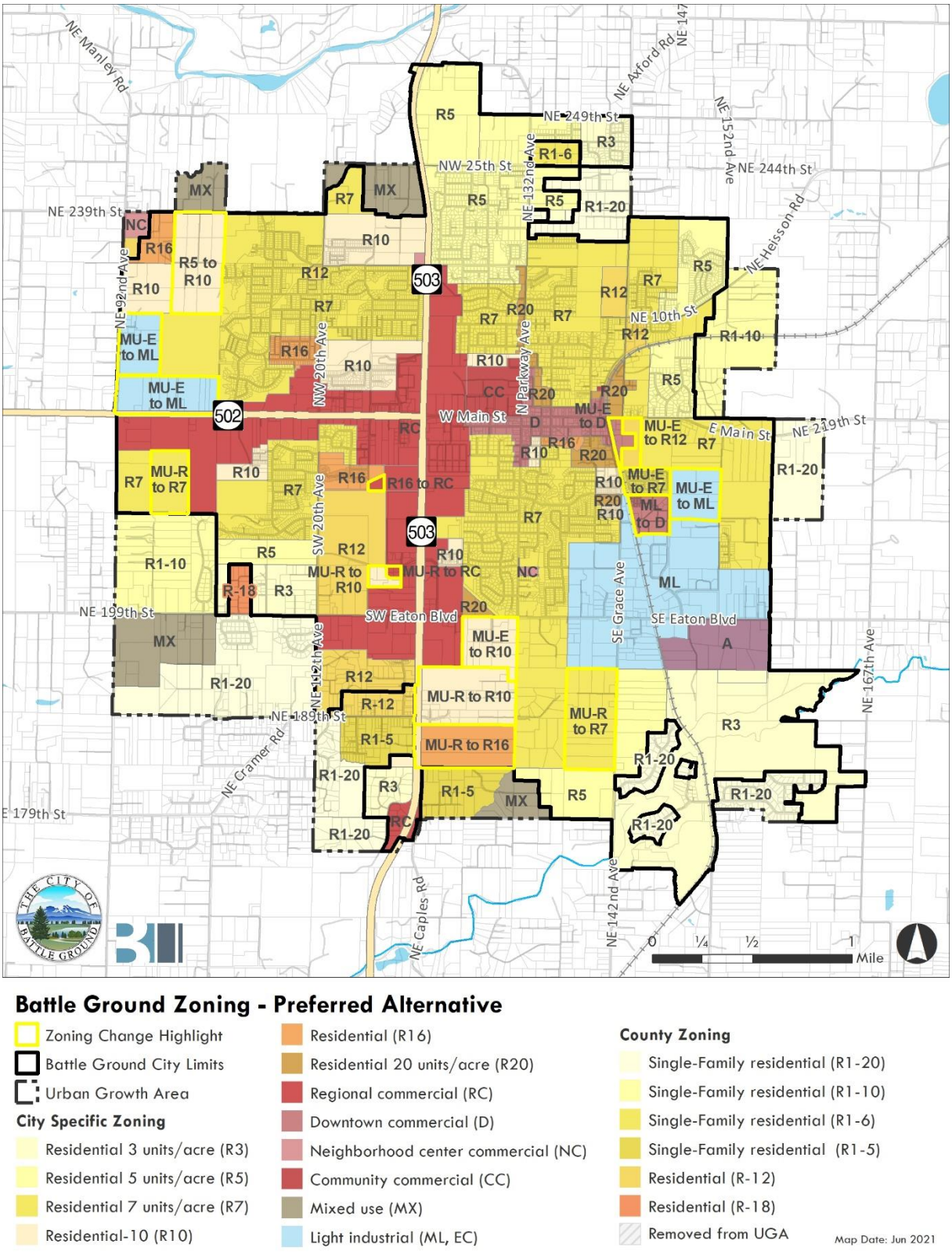
Matching the changes to the Future Land Use designation, zoning district changes in the city and UGA include those illustrated in Exhibit 60, summarized as:

- Decreases in mixed use districts including MU-E, MU-R, and MX.
- Decreases in low density residential districts, including one currently in the County: R-5 and R1-20.
- Increases Residential 7 units per acre (R7), R10, and R3.
- Increases zones that support employment including Light Industrial and Regional Commercial.

No change is proposed to the Airpark.

The City could propose zoning changes to city limits until UGA boundary changes and annexation occur. See Phase 1 effort in zoning map in Exhibit 60.

Exhibit 60. Preferred Alternative Zoning: Phase 1



Source: Clark County GIS; BERK 2021.

Preferred Land Capacity

Based on zoning changes, land capacity results in Exhibit 61 show:

- Residential land capacity is reduced by about 130 households compared to the base. However, capacity still exceeds the remaining growth target by more than 3,700 units.
- Employment capacity is increased by about 2,500 jobs, coming within about 3% of the remaining employment growth target.

Exhibit 61. Preferred Alternative Land Capacity Estimates

Category	Remaining Target 2020-2036	Base: Current Plan Adjusted Capacity	Preferred Alternative*
Households	5,686	9,555	9,418
Jobs	8,487	5,727	8,260

Note: If Battle Ground Village were still zoned Light Industrial instead of Downtown the resulting achieved job and housing densities by zone would differ. Job capacity would be about 8,406 and households would be about 9,385. These slightly different results were studied in the regional transportation model in early 2021.
Source: BERK 2020.

Policy Considerations

The Preferred Alternative fulfills GMA goals to provide capacity to meet residential and employment growth targets. See Exhibit 56 above.

- Reasonable measures add capacity within the City's limits and existing planning area by modifying zoning to support employment growth.
- The removal of Meadow Glade from the UGA would help to focus residential growth in areas to avoid sprawl.
- The western employment expansion to Dollar's Corner avoids lands with major environmental constraints, and would redesignate rural lands and avoid agricultural resource lands south of SR-502.
- Urban-scale transportation infrastructure is already present in the proposed UGA expansion area and utilities are present or abuts the land.



Districts

Battle Ground Settlement

The character and physical form of most cities and towns can be traced back to the landform on which the community settled and evolved. This is no different for Battle Ground. The original town settled just west of the base of Tukes Mountain, along the banks of spring-fed “Mud Creek”, today known as Woodin Creek or Weaver Creek, a tributary in the Salmon Creek Watershed. For over one-and-a-half centuries, Tukes Mountain has defined the horizon for visitors travelling east on Main Street, as its 594 ft. elevation stands out in the otherwise relatively flat and swampy lands of Battle Ground. The flatness of the terrain made it advantageous to build the railroad along the east bank of Woodin Creek. Not much further east, the terrain shifts to a more mountainous character, affording present-day Battle Ground a certain feeling of being a gateway to the outdoors. The East Fork Lewis River provides a natural boundary towards the north, while Salmon Creek provides a clear geographic delineation with Brush Prairie to the south.

For the first part of the 20th century, the town of Battle Ground was centered on East Main Street, between Parkway and the railroad. Like most cities in the United States, the advent of the personal automobile led to an outwards expansion of the historic core, characterized by a more car-oriented suburban style. The historic small scale of Old Town is contrasted by large, national chain, commercial developments on West Main Street, SR-502, and SR-503.

Battle Ground — Thumbnail History

At the time of first contact by Euro-Americans [Battle Ground] was occupied mainly by Chinook and Western Klickitat Indians. The name Battle Ground, which commemorates an 1855 "battle" that never actually happened, originally referred to a site northeast of the current city, near what is today called Battle Ground Lake.

…It wasn't until the railroad came through in 1902 that the name Battle Ground became associated exclusively with the town, and the first town plat was recorded the following year. Formal incorporation did not come until 1951…

The town's economy was dominated by timber, agriculture, and dairy… In recent years, … Battle Ground's proximity to both Portland and Vancouver has drawn a flood of new residents. The first decade of the twenty-first century has seen it become one of the fastest-growing cities in the state, and it remains the commercial, cultural, and educational hub of central Clark County.

~ John Caldbick, 2/25/2010, HistoryLink.org Essay 9321

After the great recession, at the beginning of the 21st century, growth has picked up again in Battle Ground developing on land that is less encumbered by wetlands. Some of the development that is in progress is not necessarily connected.

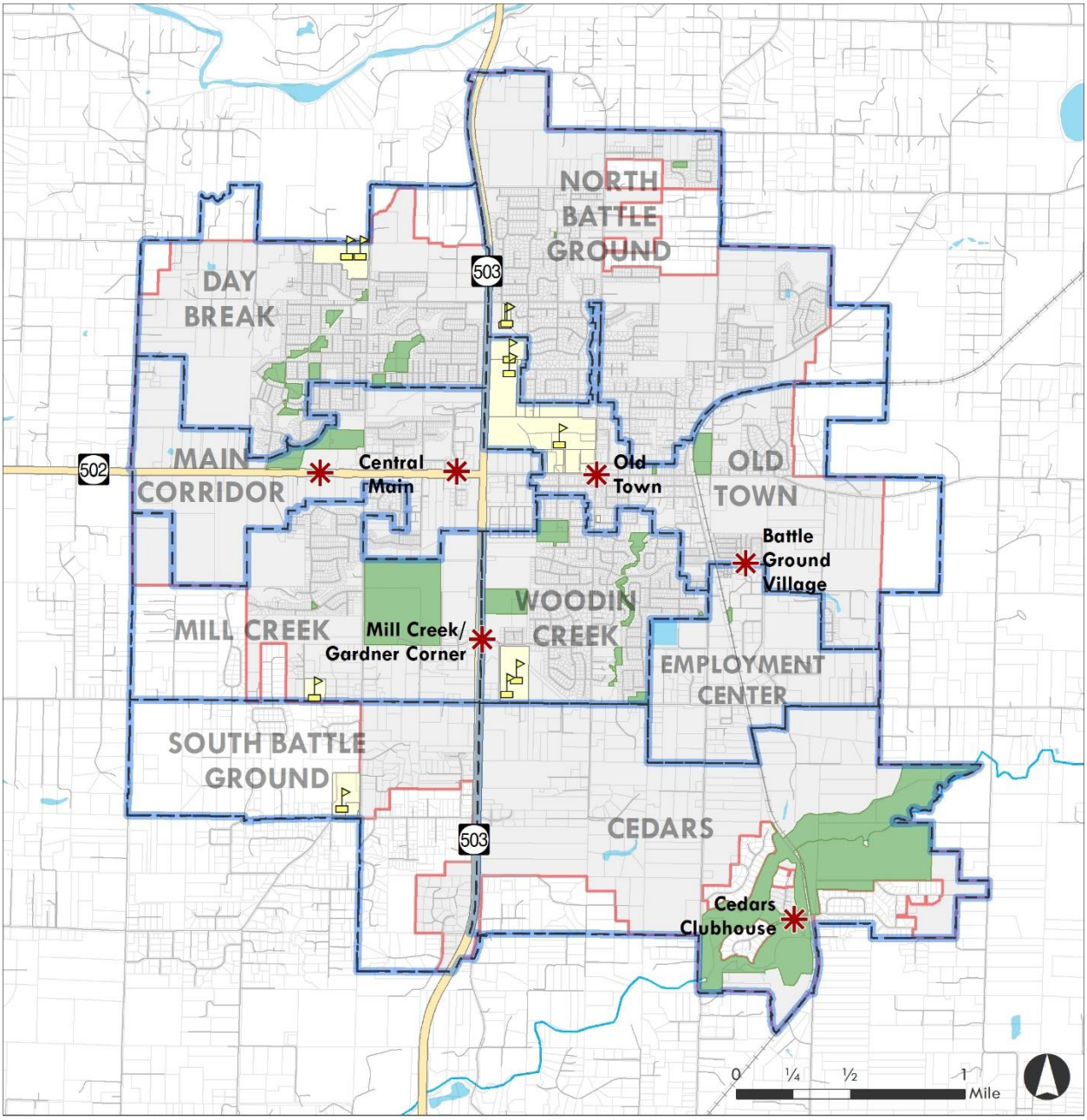
Planning Districts

Today, Battle Ground is a dynamic city with a growing economy. It serves as a regional center to the surrounding rural areas that depend on Battle Ground for employment, education, commerce, services, and amenities. Battle Ground also enjoys its budding potential as a gateway to the great outdoors for visitors. It is a desirable place to raise a family, and the city possesses a constellation of diverse neighborhoods.

To establish a new system of planning districts to reinforce the vision, a map has been developed to illustrate key centers and corridors and residential communities; see Exhibit 62.

- Residential areas include North Battle Ground and Day Break.
- Mostly residential districts are South Battle Ground, Cedars, Mill Creek, and Woodin Creek.
- Mixed residential and commercial areas are found in Old Town and Main Corridor.
- The only industrial district is Employment Center.

Exhibit 62. Battle Ground Districts



Source: Clark County GIS, 2019; BERK, 2019.

North Battle Ground

Description


North Parkway Avenue at Sacred Heart, Google Earth

North Battle Ground District is in the northeast corner of Battle Ground, east of SR 503. Development is primarily single family subdivisions with some duplexes on NE 9th Street. The subdivisions are constructed around cul-de-sac streets with smaller parcel sizes than older development; houses generally share homogeneous designs and densities.


Dublin Meadows Park, City of Battle Ground

Cam Jr Sr High School, CAM Academy, Whispering Pines Park, Oak Meadow Park, Dublin Meadows Park, Battle Ground Pentecostals, and Sacred Heart Church are in the District.

Opportunities and Challenges

- Vacant properties are clustered in the east, north of the railroad tracks, and north of the developed single family neighborhoods.
- Most subdivisions west of NE Grace Avenue are within a 10-minute walkshed of the schools, parks, and commercial in Old Town or along SR 503. Areas north of the railroad tracks, most of which are vacant and environmentally constrained, are within a 20-minute walkshed or outside a walkshed.
- The UGA is not currently served with sewer; sewer collectors would need to be extended; a pump station needed in the future for 503 North basin.

Strategies

- The area will continue to develop with Urban Low and Urban Medium residential uses.
- A parks and trail plan can help identify gaps in access and increase recreation opportunities and help create cohesion as new plats are added.

Day Break


NW 17th Street, Google Earth

Description

The Day Break District is in the northwest corner of Battle Ground, west of SR 503 and north of commercial development on SR 502. Single family subdivisions predominate, with some attached units. Cul-de-sac streets are lined with homes having uniform designs and densities. Day Break Primary and Middle schools, Florence Robison Park, Parkview Trails (including Triangle and McConnell Parks), Word of Grace Bible Church, and New Height Church are in the District.


McConnell Park, City of Battle Ground

Opportunities and Challenges

- Environmental constraints are generally limited. Vacant properties are clustered along NE 244th Street.
- Most parcels are within a 10-minute walkshed of the schools, parks, or commercial areas along SR 502 and SR 503. Parcels west of NW 30th Ave are generally within a 20-minute walkshed – most are vacant or low-density.
- UGA lands to the west: In the long term (20+ years) this could be an employment area with lot consolidation, transportation investments, and utility investments.
- UGA lands to the east: This area has larger estate lots that are unlikely to convert. There are environmental constraints. The area beyond city limits is a possible employment area.

Strategies

- A parks and trail plan can help identify gaps in access and increase recreation opportunities and help create cohesion as new attached and detached housing is added.
- To focus employment nodes along corridors, the Preferred Alternative Land Use Plan would redesignate Mixed Use – Residential to Urban Medium and Urban High designations.
- The lands in the UGA along SR 503 are seen as a potential employment district and would be redesignated from Urban Low to Employment Campus.

South Battle Ground

Description

The South Battle Ground District is in the southwest corner of Battle Ground. Development is primarily low-density single family with a few smaller subdivisions. Subdivisions in the UGA have larger estate lots. Columbia Adventist Academy is in the District, with Meadow Glade Seventh-day Adventist Church and Elementary School located just to the south outside of the UGA; no parks or religious institutions are in the District.



Estate Home, County Assessor


View at Southern Gateway, County Assessor

Opportunities and Challenges

- Most of the District is outside city limits but within the UGA.
- Vacant properties are typically located on environmentally constrained land in the UGA.
- Land bordering SR 503 is sparsely developed at the entry of Battle Ground.
- The Mixed Use and Commercial designated areas that are part of Meadow Glade, the County-designated rural center, are mostly vacant and have some environmental constraints.
- Residential subdivisions and parcels bordering NE 199th Street/SW Eaton Blvd (many vacant) are within a 10-minute walkshed of schools or commercial development north of the District on SR 503. Most other parcels are within a 20-minute walkshed, or beyond.

Strategies

- The area lacks parks. A parks and trail plan can help identify gaps in access and increase recreation opportunities.
- There is an opportunity to create a gateway feature at the southern entrance to Battle Ground on SR 503.
- Given environmental constraints, a surplus of capacity for residential uses, and opportunities to add more housing variety and mixed uses in other districts, the area to the southwest identified for Mixed Use and Urban Low density is proposed to be removed from the UGA.

Cedars

Description


Cedars Golf Course, Pacific Lifestyle Homes


Cedars Area home, County Assessor

The Cedars District is in the southeast corner of Battle Ground, east of SR 503 and generally south of NE 199th Street/SE Eaton Blvd. Development is primarily low-density single family with small subdivisions in the UGA west of, south of, and within the vicinity of the golf course. The subdivisions are constructed around cul-de-sac streets with larger parcel sizes than those inside city limits; houses generally share homogeneous designs and densities. Cedars North Airpark (in the northeast corner of the District to the east of the railroad tracks), Cedars Golf Course, and Salmon-Morgan Creeks Natural Area are in the District; no schools or religious institutions are in the District.

Opportunities and Constraints

- Vacant properties north of the golf course and in the west near SR 503 are environmentally constrained.
- Residential subdivisions surrounding the golf course and the vacant or low-density single family parcels along SW Eaton Blvd are within a 10-minute walkshed of parks, schools, or the commercial area on SR 503. Several parcels in the southwest, most of which are environmentally constrained and vacant or low-density residential, are outside a 20-minute walkshed.
- Cedars North Airpark is zoned and designated as an airpark and is primarily used for recreational purposes.
- Land adjacent to SR 503 and south of the existing regional commercial zoning is less environmentally constrained. In some cases, approved residential and storage development, limit employment options in mixed use areas.

Strategies

- Some lands in the western district were changed to medium and high residential categories in the Preferred Alternative.
- The City could consider developing an airport compatible land use plan for the Cedars North Airpark.

Woodin Creek

Description

The Woodin Creek District is in central Battle Ground, east of SR 503, north of SW Eaton Blvd, generally west of SE Clark Avenue, and generally south of the commercial development along Main Street.

Development consists of single family subdivisions, with some small scale multi-family and garden style apartments. The subdivisions are constructed around cul-de-sac streets, and houses generally share homogeneous designs and densities.

Maple Grove Primary School, River HomeLink School, Gardner Oaks (undeveloped), Kiwanis Park, Savannah Park, Hidden Glen Park, Brook Haven Park, and Creasap Park are in the District.

Gardner Oaks includes an old grove of oak trees, which is locally significant as designated by the Critical Areas Ordinance, and provides an important opportunity for a link to the planned citywide trail system.



Gardner Oaks

Currently undeveloped, this park land was secured in 2000 for future passive park development. The acquisition of this park land was funded in part by the City of Battle Ground, RCO and Conservation Futures.

Opportunities and Challenges

- Woodin Creek is mostly developed, with a limited number of vacant and environmentally constrained properties bordering SR 503, including commercially designated land.
- All parcels are within a 10-minute walkshed of a school, park, or commercial area.

Strategies

- A cohesive streetscape and walkability improvements along SR 503 would improve the western edge of the Woodin Creek District.



SR 503 Vacant Commercial Lands, County Assessor

Mill Creek

Description

The Mill Creek District is in west central Battle Ground, west of SR 503, north of NE 199th Street/SW Eaton Blvd, and generally south of the commercial development along SR 502. Development is primarily single family, with low-density homes located to the west and south. Older subdivisions have larger lot sizes than those west of the Remy Property. A newer commercial development on SR 503 includes a national retailer, several small pads with well-known retailers, services, and restaurants, and multi-family residential uses on the south side of SW Scotton Way. Firm Foundation Christian School, the Remy Property, Horsethief Park, and Battle Ground United Methodist Church are in the District.



SR 503 Millcreek Center, City of Battle Ground

Opportunities and Challenges

- The Remy Property contains a 60 acre wetland mitigation project managed by Habitat Bank NW. A new 1/3 mile paved trail runs along the wetland buffer. As identified in the Comprehensive Plan, the buildable land on the site can accommodate many of the community's recreation needs.
- Vacant properties are clustered on land near SR 503 and throughout the central and western portion of the District.
- Development near SR 503 is environmentally constrained, particularly the forested wetlands in the northeast, while development to the west in the UGA is less constrained.
- Nearly all parcels within city limits are within a 10-minute walkshed of a school, park, or commercial area. Most parcels in the UGA are within a 20-minute walkshed.

Strategies

- Recognizing the poor performance of Mixed Use zones, most of the land along SR 503 is proposed to be Regional Center with a smaller area of Urban Medium.
- Extension of the park and trail system to newer development would improve walkability in the west.

Main Corridor

Description

The Main Corridor District encompasses a few blocks to the north and south of SR 502, as well as the large commercial properties (Safeway, Walgreens, and the Wilco Farm Store) and mobile home park just east of SR 502 / SR 503 junction.

East of NW 30th Avenue, SR 502 is a regional commercial center that serve markets in Battle Ground and outlying areas. Stores primarily serve shoppers who arrive by automobile.

Residential development is limited and includes a mobile home park on SR 503, some multi-family, and a subdivision of small lot single family homes north of the Remy Property. Landmark Church is in the District; no schools are in the District.

Opportunities and Challenges

- Highway 502 could play a more intentional role in wayfinding if it were re-envisioned as a gateway district.
- Extending the character of East Main (Old Town) into Central Main could strengthen both districts.
- Making Central Main more pedestrian friendly is challenging given auto-dependent formats.
- Vacant properties contain wetlands and flood plans.
- Most parcels are within a 10-minute walkshed of Parkview Trails, the Remy Property, or commercial area along SR 502 and SR 503. Some vacant or environmentally constrained parcels in the west are within a 20-minute walkshed.

Strategies

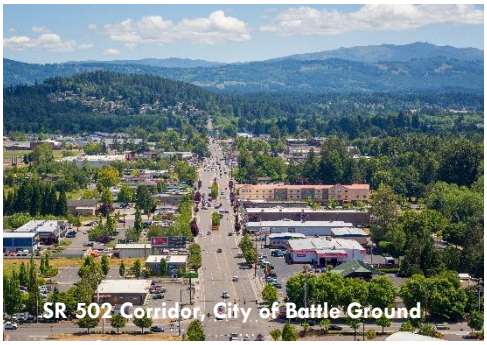
- Develop a corridor and gateway plan for SR 502.
- Given access and employment needs, replace Mixed Use – Employment with Light Industrial.
- Extend parks and trails to serve employment uses and connect to residential areas in other districts.
- Develop a displacement strategy to ensure affordable housing choices for mobile home park residents. See Housing Action Plan.

SR 502 Character

Highway 502, west of 10th Avenue (SR503), has been called out due to its distinct and more recent development pattern. Commercial businesses here are predominantly auto-oriented suburban chains. A large clinic provides an important health and wellness function to the region. This area looks and feels like most "edge of town" highways in the American West. Driveway access is controlled and less frequent here than on West Main, and buildings are often setback from the streets to provide space for large surface parking lots.

At NW 15th Avenue, buildings are brought to the corner.

Sidewalks are present on both sides, pleasantly separated from the highway by planter strips with street trees. Bike lanes are also provided. This is really a transitional or gateway district, as the highway takes on a more rural character west of Mill Creek.



SR 502 Corridor, City of Battle Ground



Vancouver Clinic, City of Battle Ground

Old Town

Description

The Old Town District is east of SR 503 and generally encompasses a few blocks to the north and south of Main Street, land south of the railroad tracks in the Tukes Mountain area and land north of SE Rasmussen Blvd and Battle Ground Village. Development is a mix of commercial, civic, and residential, with low-density residential uses generally focused to the east of the railroad tracks and commercial, civic, and high-density residential uses to the west.

Battle Ground City Hall, the Community Center, Fairgrounds Park, the Skate and Bike Park at Fairgrounds, Central Park, Starting Grounds Church of the Nazarene, and Parkway Baptist Church are in the District.

Opportunities and Challenges

- The authentic and human-scale character offers a distinct experience that is a desirable asset.
- Small scale infill and redevelopment will offer opportunities for home-spun revitalization of Old Town.
- Most land to the west of the railroad tracks is developed. Vacant properties are clustered on environmentally constrained land to the east of the railroad tracks, with land in the UGA slightly less constrained.
- Nearly all parcels north and west of Battle Ground Village are within a 10-minute walkshed of the schools, parks, and commercial along Main Street or at Battle Ground Village. Areas east of Battle Ground Village and in the UGA, many of which are vacant and environmentally constrained, are within a 20-minute walkshed.



Old Town, City of Battle Ground

Old Town constitutes the original core of town with a mix of uses and building styles, within a rudimentary small-block street grid. Parcel sizes are relatively small as are buildings. The variety of building types gives the area a historic charm harking back to the past, but with resilient vitality. Streets are wide but do not always offer sidewalks. The presence of Woodin/Weaver Creek gives certain areas a lush and green feel due to the growth of large trees. At the eastern end of this character area, the newer Community Center and Skate Park bring a contemporary vitality.

Schools: Home to Battle Ground High School, Chief Umtuch Middle School, and Captain Strong Elementary School, the area is characterized by the juxtaposition of clustered school buildings within a large connected open space, littered with athletic fields and surface parking lots. This spatial quality extends beyond the boundaries of the district to positively affect the surrounding neighborhoods. The open space quality is a distinct contrast with the surrounding development patterns.

East Main provides the organizing spine of Old Town. It has two lanes for travel and on-street parallel parking on both sides. Combined with its zero setback storefronts and intimate streetscape, it has all the characteristics of a human-scaled, walkable street, with its own authentic Battle Ground character. Most businesses here are locally owned.

- The commercial and downtown focused zoning supports further development of the Old Town District, one of the commercial districts identified in the Comprehensive Plan.
- The presence of the schools in the heart of town brings vitality and frequent congestion on the road system.
- Relocation and redevelopment of the high school site to provide a new mixed-use "city heart" would be transformational.
- The open space quality of the district might prove difficult to maintain under a redevelopment scenario.



Old Town, City of Battle Ground



Old Town, City of Battle Ground

Strategies

- A cohesive subarea plan and updated design standards for the district are recommended.
- Designating the high school site as part of Old Town and updating the land use and zoning there could encourage future redevelopment there to extend the character of that district into new development.
- A further enhancement of East Main Street as an all-American Main Street in the core of Old Town could benefit the district as a whole.
- Aging building stock will require investments to maintain viability.
- Wide street networks offer opportunities for pedestrian improvements, but at a cost. If East Main businesses are increasingly successful, parking may become an issue. Investments in pedestrian and bicycle connectivity could off-set this.

Employment Center

Description

The Employment Center District is in east central Battle Ground, generally east of SE 4th Avenue, north of SE Eaton Blvd/NE 199th Street and Cedars North Airpark, and south of SE Rasmussen Blvd including Battle Ground Village. The District also encompasses the commercial and industrial development at the intersection of SE Grace Avenue and SE Eaton Blvd.



Battle Ground Village, City of Battle Ground



Light Industrial, Google Earth

Development is primarily industrial with some large scale commercial, utilities, or low-density single family areas.

Battle Ground Village is a small commercial development planned to mix commercial and residential components laid out in a network of small, walkable interior streets. This development contains 'live-work' units, attached housing, traditional multi-family buildings, a community library, restaurant spaces, and a small village green. Design guidelines orient buildings toward the village green or internal streets.

The area surrounding SE Eaton Boulevard and SE Grace Avenue is characterized by the presence of more traditional industrial uses on large parcels. Notwithstanding the no-frills character of uses like the school bus barn and mini-storage, three-lane SE Grace Avenue features an upgraded look and feel complete with sidewalks, a planter zone with street trees, and abundant lighting.

Opportunities and Challenges

- Building out Battle Ground Village successfully could set a standard for other parts of the city. A challenge is to avoid competition with Old Town, and to aim for a complementary relationship.
- Most of the District is environmentally constrained.
- Sidewalks are found in Battle Ground Village, SE Grace Ave., SE Commerce Ave., and SE 17th St. east of railroad.
- Nearly all parcels west of SE Commerce Avenue are within a 10-minute walkshed of parks or commercial areas. Parcels north of the airport – most of which are environmentally constrained and vacant or low-density – are within a 20-minute walkshed or outside a walkshed.
- Locating industrial uses on the east side of the city, and the relative distance to the I-5 corridor, is a challenge.
- The proximity to adjacent residential could require transitional/compatibility measures.
- Despite environmental conditions, the existing uses, investments, and zoning support an employment center. The district has room for growth for jobs and light industry.

Strategies

- Replace Mixed Use Employment with Light Industrial and Urban Medium designations.
- Extension of the park and sidewalk system would serve employees and connect the District to other areas.
- Evaluate light industrial transitional design standards abutting residential areas.

SR 503 Corridor

SR 503 provides regional access to the surrounding communities and bisects Battle Ground in north-south direction and is a dividing line for multiple districts. SR 503 is in many ways a barrier, because of its size, traffic volume and travel speeds. Most importantly, it lacks direct access to adjacent development, so it doesn't function as a commercial corridor and feels more like a thoroughfare. Connectivity to surrounding residential neighborhoods and across the highway could be improved to allow better pedestrian and bicycle access and disperse local vehicular traffic.



Corridor Shopping, City of Battle Ground

Design Considerations





The Battle Ground Municipal Code contains standards for landscaping that varies by the intensity of the use and zoning district. New residential development also must provide on-site open space.

Zone-specific design standards also address window transparency, pedestrian improvements, parking location standards, and others.

The City also provides Standard Details & Construction Requirements for streets.

This Land Use Master Plan identifies needs for:

- Subarea plans and corridor plans for Old Town, SR 502, and SR 503.
- Parks and trails connecting unserved areas of the City.
- Improved Mixed Use zones.

As part of subarea plan, corridor plan, and parks and trails plans it is recommended that the City evaluate and revise its zoning based building, street, and onsite open space design standards.

Battle Ground Municipal Code

Ch. 17.131 Aesthetics, Buffers, Compatibility and Landscaping Standards.

Chapter 17.128 Parks, Recreation and Open Spaces

Ch. 17.106 Residential Districts (R3, R5, R7, R10, R12, R16, R20), including: Single-family & duplex design standards, neighborhood retail design standards, cottage housing standards, multifamily development standards, townhouse development standards, and institutional and nonresidential development standards.

Ch. 17.122 Mixed Use Districts (MU-R, MU-E), including Mixed use—Design standards and Master planning.

Chapter 17.118 Commercial Districts (RC, D, CC, NC), including Design standards.

Chapter 17.120 Light Industrial and Employment Campus Districts (ML, EC), including Industrial development standards and Employment campus development standards.

7



Annexation Strategy

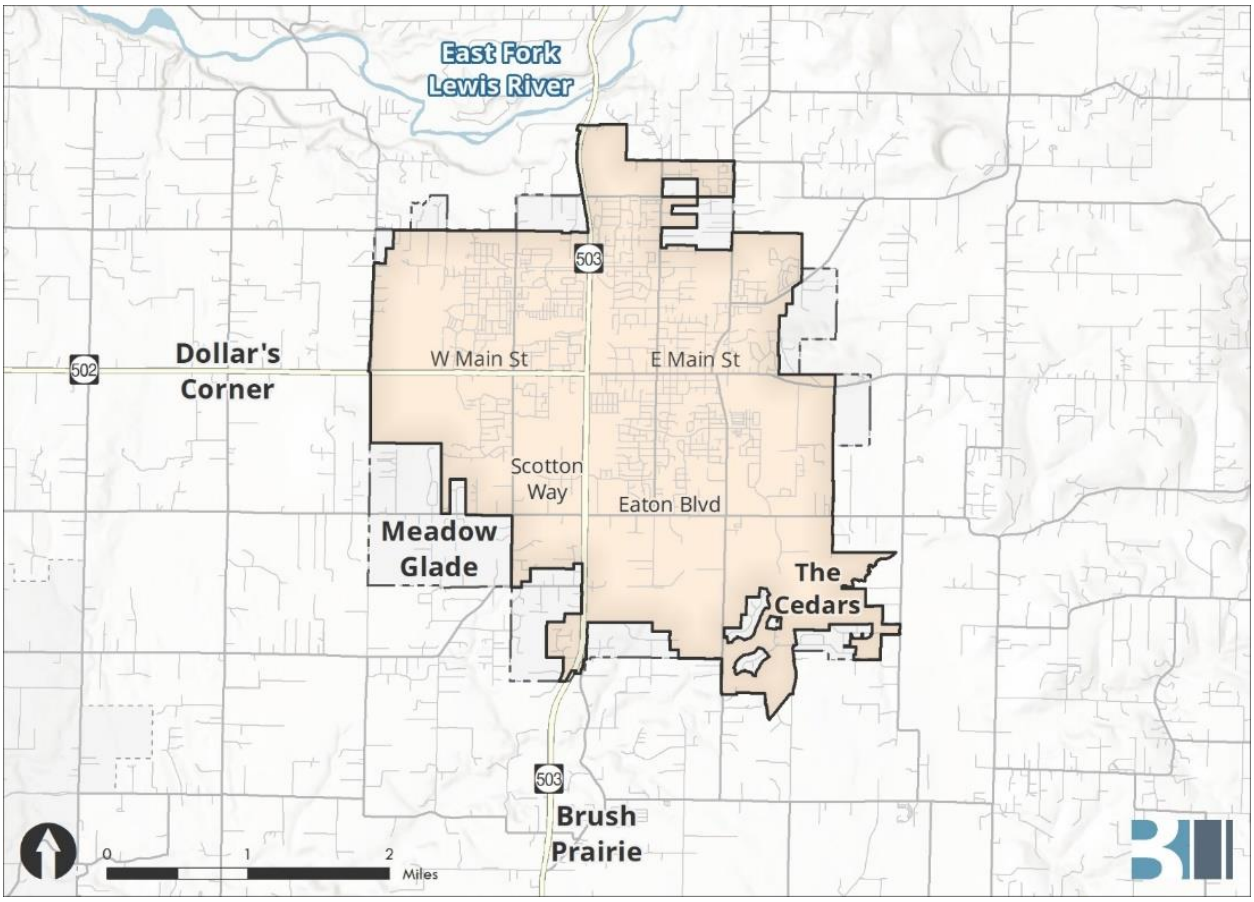
Battle Ground Surroundings

Battle Ground is surrounded by a rural environment that contains a mix of rural residential, small-scale agriculture, mainly to the south and west, and forests with some farm forestry landowners. Traveling north on SR-503, the city gives way to the east fork of the Lewis River and rural Clark County. To the northeast of the city lies Battle Ground Lake State Park, where Battle Ground Lake is encircled by a forest. See Exhibit 63.

Battle Ground is relatively flat with topographic elevation changes mainly to the east and northeast toward the foothills of the Cascade mountain range. A forested Tukes Mountain rises due east of downtown Battle Ground and is flanked to the west by residential development.

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

Exhibit 63. Battle Ground Planning Area and Surroundings



Source: Clark County, 2019; BERK, 2019.

In terms of the general direction of growth or potential growth, it is important to review the county land surrounding the current UGA.

- Areas to the north and east have topographic and infrastructure planning deficiencies.
- Areas to the south are highly parcelized where they are not environmentally constrained. There are also properties designated for future agricultural resource lands.
- Land to the west provides a connection to I-5 and includes a Rural Center at Dollar's Corner with commercial zoning along SR-502.

UGA Designation

State and Countywide Policies

While Battle Ground has local authority to develop a vision and long-range plans, its planning must take place within the framework of the Growth Management Act (GMA; RCW 36.70A).

Under GMA, community growth is focused in urban areas to encourage efficiency, sustainability, economic development, and the preservation of natural resource areas. Counties must ensure that there is sufficient capacity for population growth as well as the appropriate medical, governmental, educational, institutional, commercial, and industrial facilities to support this growth (RCW 36.70A.115).

Counties collaborate with cities to assign 20-year population and employment growth targets based on state projections. Then, in consultation with cities, the County sizes a community's urban area – including city limits and unincorporated UGA – based on land capacity and countywide planning policies.

The City's development of a Land Use Management Plan (LUMP) is an opportunity to participate in the regional planning process in Clark County to update Buildable Lands Report under preparation between 2019 and 2021 and subsequently complete the periodic review of the Comprehensive Plan by 2025.

Land Capacity & UGA Evaluation

The land capacity evaluation in Chapter 3 Growth Capacity & Recommendations found:

- Residential capacity was underestimated in the County land capacity method and employment capacity was overestimated.
- Battle Ground has a surplus of dwelling capacity to meet its expected housing needs and associated population target. Residential land could be reclassified for employment uses if suitable.

Prior UGA Request

With the 2015 Comprehensive Plan, Battle Ground requested that Clark County add 82 acres of land on the north end of the city, west of NW 20th Avenue. The land was planned for Mixed Use primarily for employment uses and secondarily for residential uses. Upon Clark County's adoption of the Battle Ground UGA expansion, a variety of interest groups appealed the decision.

The Western Washington Growth Management Hearings Board (GMHB) found the expansion inconsistent with GMA due to an inconsistency in planned residential density in the Buildable Lands Report. Though the City provided data on reasonable measures ultimately, the City of Battle Ground decided to withdraw its 82-acre expansion. The City decided it would wait and see how present development patterns play out. The City also recognized the need to plan more holistically than on an incremental basis. That is one of the reasons for the LUMP development.

- There is a deficit of jobs. In order to meet its target, Battle Ground should review its vacant and available lands to identify those within its City limits or UGA that could be converted to employment uses.

After sharing UGA options with stakeholders including no expansion, some expansion, and a combination of expansion/retraction, a Preferred Alternative was developed. See Exhibit 57 and Exhibit 58 in Chapter 5 Land Use Strategy.

Expansion of the UGA boundary is proposed in two areas to accommodate additional employment opportunities. Contraction of the UGA is proposed for a residential area that is unlikely to accommodate urban levels of service and land use within the planning horizon.

Within the City's current planning area, the proposed land use and zoning changes accomplish two objectives: 1) reconsider lands designated for Mixed Use and 2) increase capacity for employment.

- For the first objective, a land use capacity analysis showed that the Mixed Use- Employment and the Mixed Use-Residential zones were underperforming. A review of land use suitability and compatibility identified zoning alternatives for these Mixed Use lands.
- Since the capacity analysis showed adequate room to meet Battle Ground's residential growth target, but a deficiency in meeting the employment growth target, proposed changes favored commercial and employment land uses where suitable.

By increasing the capacity for employment in this way, the City of Battle Ground is taking reasonable measures within its City limits to meet its employment growth target. Based on zoning changes, Preferred Alternatives land capacity results show:

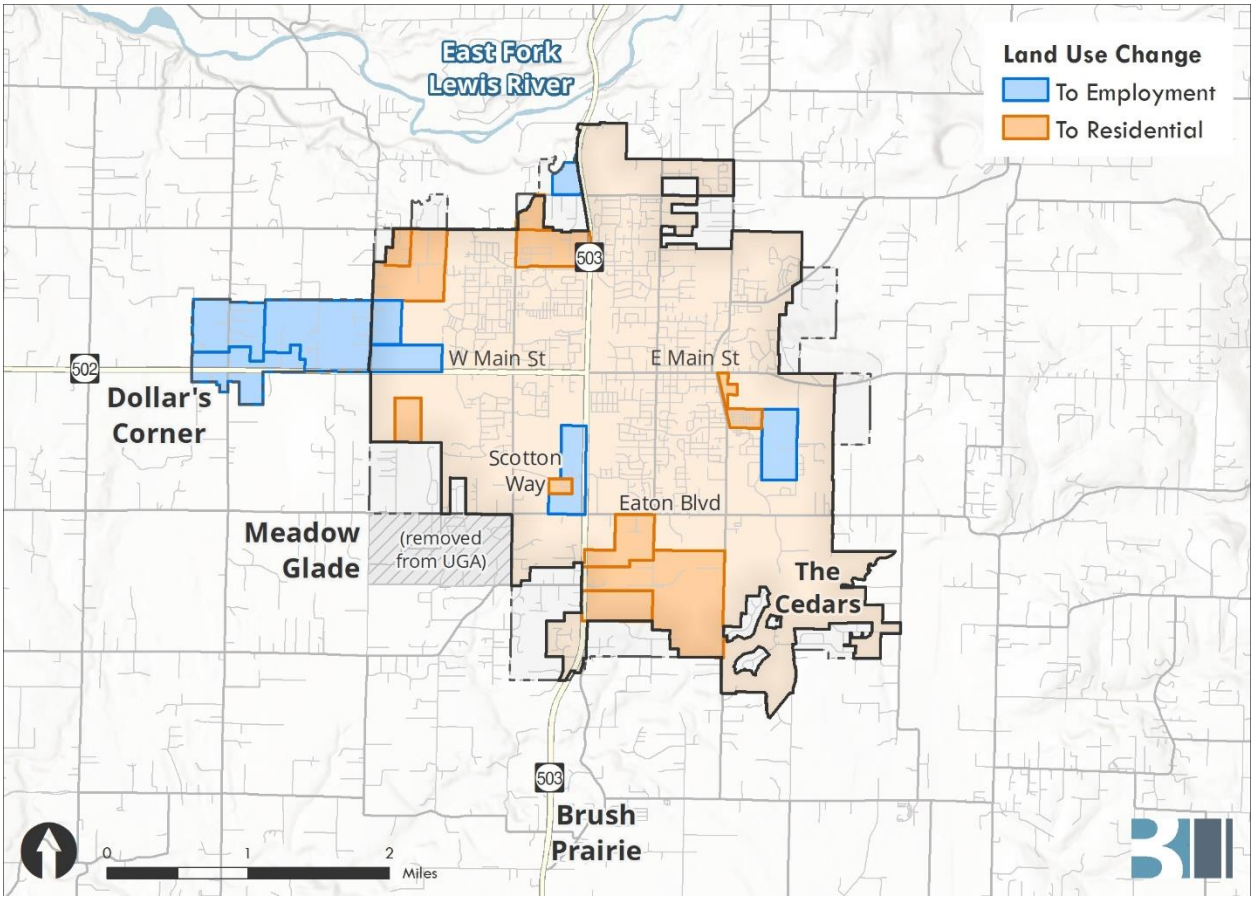
- Residential land capacity is reduced slightly but still exceeds the remaining growth target.
- Employment capacity is increased coming within about 3% of the remaining employment growth target.

The Preferred Alternative fulfills GMA goals to provide capacity to meet residential and employment growth targets.

- Reasonable measures add capacity within the City's city limits and existing planning area by modifying zoning to support employment growth.
- The removal of Meadow Glade from the UGA would help to focus residential growth in areas to avoid sprawl.
- The western employment expansion to Dollar's Corner avoids lands with major environmental constraints, and would redesignate rural lands and avoid agricultural resource lands south of SR-502.

A summary major land use plan and boundary changes is shown in Exhibit 64.

Exhibit 64. Major Land Use Changes



Minor land use adjustments are not illustrated; the change to Battle Ground Village (from light industrial to Downtown) is already in effect.

Source: BERK, 2021.

Water and transportation infrastructure is already present in the proposed UGA expansion areas, and sewer lies adjacent in the city limits. Since the City cannot provide sewer service outside its designated UGA, the City should develop a sewer

plan for the UGA expansions and supplement its sewer system plan.

Annexation Planning and Phasing Strategies

Annexation is a process allowed in state law where the City can add contiguous territory beyond its existing city limits and within its designated UGA. Through annexation the city extends its municipal services, regulations, voting privileges, and taxing authority to a new area. Annexation methods vary such as by petitions or elections but are ultimately approved by the City Council.

One of the primary reasons for annexation is so that the City can regulate growth and development in a manner consistent with the City's vision. Annexation can preserve a growing urban area as a unified whole. It can also facilitate the full and efficient use of existing municipal resources.

Annexations should have logical boundaries, be capable of being served by city infrastructure and services, and contribute to the cost of providing services. Annexations should be planned to fit the vision of the community.

Annexation Principles, MRSC Annexation Handbook 2020

- The boundaries of the annexation area should be drawn in accordance with the ability (both from a geographic and economic standpoint) of the city to provide services. The need for services should be taken into account.
- The population and assessed valuation of the area should be sufficient to allow the area to pay its fair share of the cost of providing services.
- The area should contribute to the logical growth pattern of the city and should encourage orderly growth. Where possible, irregular boundaries should be avoided.
- It should be no larger than what the city is able to service adequately with capital improvements and services within a reasonable time.
- The area should be adaptable to anticipated expansion requirements of the city for residential or commercial/ industrial purposes.
- The boundaries of an area should be drawn to include residents who are generally favorable toward annexation or where annexation can be demonstrated to be advantageous to the residents of both the fringe area and the city.
- In drawing boundaries of an annexation area, due regard should be given to special districts in the area.

To ensure compatibility with the City's vision and land use plans the City could approve pre-annexation zoning. As noted in RCW 35A.14.330, pre-annexation zoning and regulations should encourage the most appropriate use of land, manage traffic congestion, encourage the formation of neighborhoods, and facilitate the adequate provision of transportation, water, sewerage among other factors. Two public hearings held 30 days apar is required.

Based on the evaluation of the UGA lands in Chapter 5 Land Use Strategy, following are proposed annexation strategies. These strategies fit the City's growth management objectives to focus on efficient growth in the city limits, achieve desirable growth patterns, and achieve a greater jobs/housing balance.

Annexation Strategies

1. **Facilitate and Plan for Annexation:** Develop pre-annexation zoning and infrastructure extension plans.
2. **Coordinate and Consult:** Develop UGA amendment applications as part of the Clark County and Battle Ground Comprehensive Plan periodic reviews.
3. **Annexation for Compatible Growth and Logical Boundaries:** Promote UGA annexations that improve service delivery, serve both sides of corridors, reduce "islands", further land use compatibility, and increase job opportunities. These include UGA lands in the following districts in Exhibit 62 in alphabetical order:
    a. Cedars
    b. Day Break
    c. Mill Creek
    d. North Battle Ground
    e. South Battle Ground west of SR 503
4. **Annexation to Improve Jobs/Housing Balance:** Add UGA lands that increase job opportunities.
    a. Day Break north
    b. Main Corridor west to Dollars Corner.

Battle Ground Comprehensive Plan Growth Management and Annexation Objectives

GMO1.5 The City will encourage efficient growth within the existing city limits before pursuing additional annexations.

GMO3.1 The City will seek to achieve desirable growth patterns through annexations.

GMO3.2 The City will seek to achieve a jobs/ housing balance through annexations.

5. **Avoid Annexation of Difficult Service Areas:** Remove UGA lands that are difficult to serve, not needed for growth capacity, and that help offset UGA increases. These include the following districts in Exhibit 62:
   a. Reductions: Meadow Glade – South Battle Ground.
6. **Remainder:** Add remaining UGA territories.

These strategies are illustrated in Exhibit 65 and Exhibit 66.

Exhibit 65. Annexation Strategy Chart

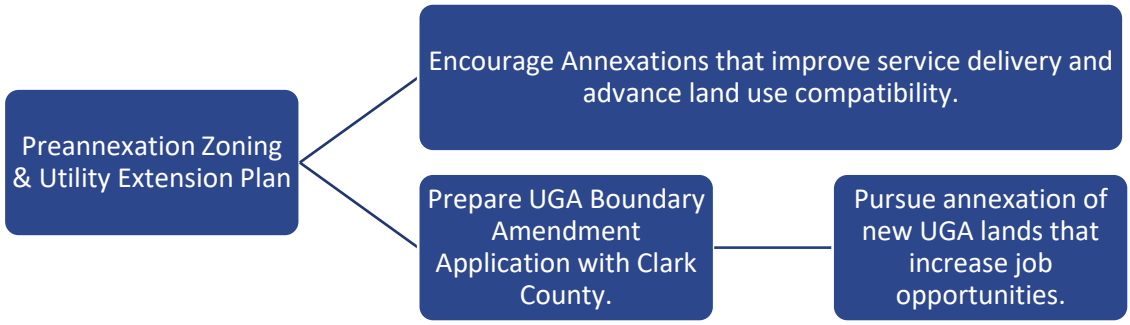
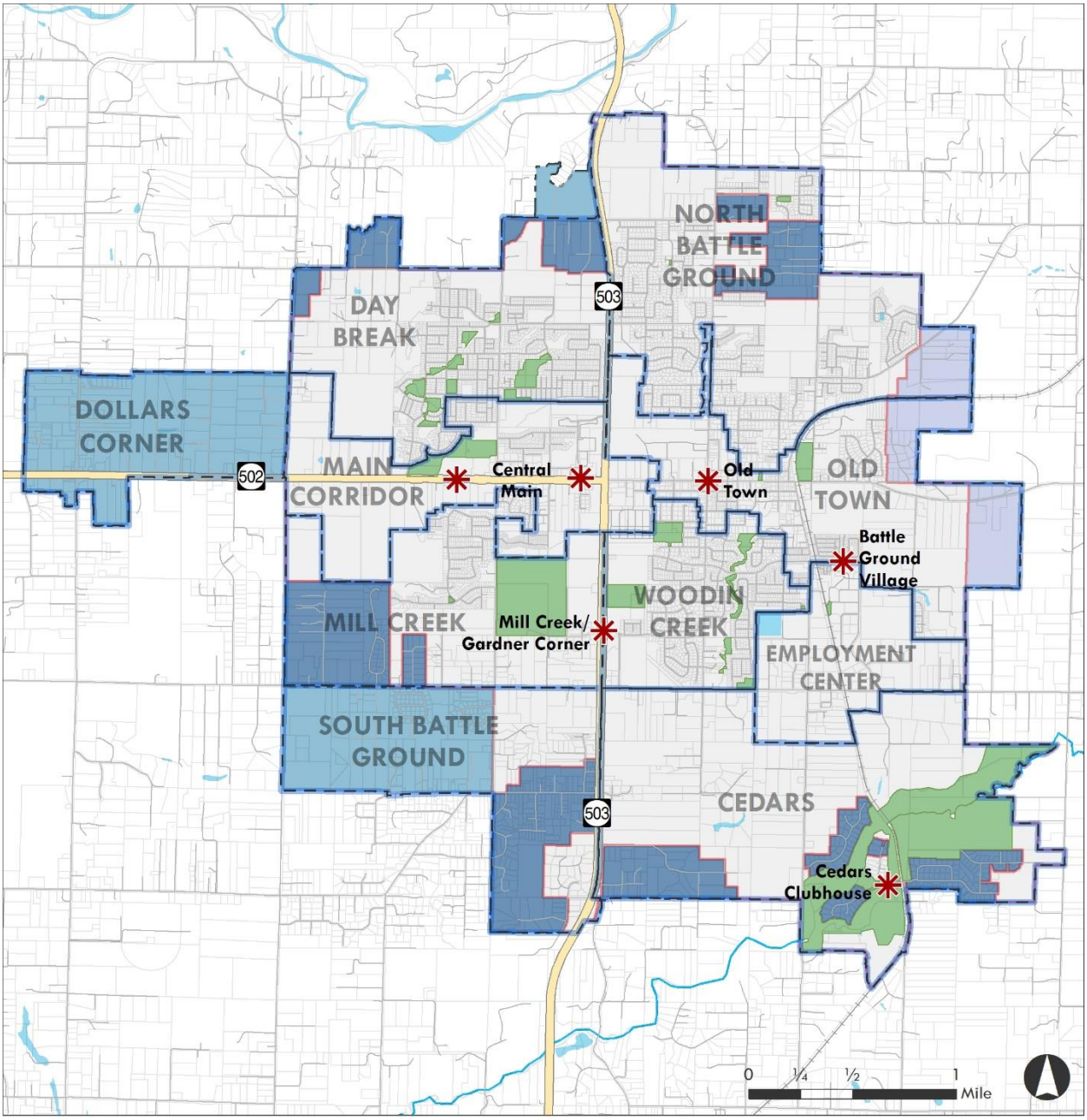


Exhibit 66. Annexation Priority Map



Battle Ground Area UGA Changes - Preferred Alternative

- Improve Service Delivery and Land Use Compatibility
- Adjust UGA Boundaries for Job Opportunities or to Reduce Difficult Service Areas
- Other Annexation Areas
- Battle Ground Neighborhoods
- Points of Interest
- Parks
- Battle Ground City Limits
- Urban Growth Area
- Waterbodies

BERK

Map Date: Mar 2021



8

Implementation Strategy for LUMP

Roadmap Initiatives

To implement the new community vision, a range of initiatives were defined with the Roadmap to meet focus areas of prosperity, community, well-being, growth, and identity.

These initiatives are considered in the areawide land use strategy and district-level recommendations in this Land Use Master Plan (LUMP).

- **Old Town Revitalization:** Promote ongoing revitalization of Old Town Battle Ground as the traditional heart of the community.
- **Interconnected Trail Network:** Build a network of trails, bikeways, sidewalks and paths that connect residents and visitors to the greater outdoors and in-town destinations.
- **City Planning Districts:** Establish a new system of planning districts covering the entire city, and update Battle Ground's Comprehensive Plan to reflect the future vision.
- **BG GreenPlan:** Create a master plan for Battle Ground's parks and recreation resources of the future.
- **Future Jobs & Industry:** Create a comprehensive economic strategy that includes new jobs, targeted sectors and their locations.





- **Branding Battle Ground:** Update the City's logo and create a marketing campaign that targets business recruitment and tourism, and establishes the long-term community identity.

This LUMP carries forward these initiatives, particularly the definition of planning districts, and establishing sufficient land to meet employment needs. Within a number of districts there has been a need to develop district specific design standards and park and trail connections.

LUMP Implementation

The LUMP Policies, Land Use Strategy, and Annexation Strategy recommendations are sorted into an implementation matrix to identify and phase strategies in the LUMP. See Exhibit 67.

Process

Each strategy for updating plans or regulations can proceed through regional planning, periodic planning, or annual docketing. System planning of utilities and parks also supports these planning phases.

Regional Planning: The Growth Management Act (GMA) requires that buildable land capacity be measured, growth be allocated, and Urban Growth Areas (UGAs) be evaluated periodically. The County has the responsibility to conduct the buildable land study and allocate growth in consultation with cities. It also designates UGAs with a GMA preference to have cities be primary providers of service. This LUMP can help the City participate in regional planning processes like the buildable land capacity analysis and growth allocation. As well, the City would need to apply to Clark County to provide a UGA amendment application. This would be occurring between 2021 and 2025 based on GMA deadlines for the buildable lands report and periodic review of Comprehensive Plan (see below).

Periodic Review: Every eight years or as required by the GMA, the City must review and revise as necessary their Comprehensive Plans and implementing development regulations, e.g. critical areas and zoning. Battle Ground will be developing amendments to its Comprehensive Plan prior to the next periodic review due in 2025.

Docket: Annually, the City can amend its Comprehensive Plan, and more frequently can amend its development regulations like zoning.

System Plans: Typically every six years or as needed, the City develops system plans for water, sewer, parks, or other services and utilities to meet state law or grant requirements. The plans are intended to address planned growth and the Battle Ground planning area.

Roles and Resources

For each strategy, the lead department is identified including:

- Community Development Department that leads long-range planning
- Public Works Department that leads transportation and utility planning

Each department works collaboratively on joint efforts such as the LUMP and the pending Transportation System Plan.

Resources needed include department staff and legislative calendar timing, and some strategies may require consultant support for planning, design, or engineering.

A key in the matrix identifies the following symbols to show low, medium, and high cost:

- $: < $100,000 – use existing procedures and staff resources
- $$: $100,000 - $500,000 – use staff resources and moderate consultant support
- $$$: > $500,000 + – use staff resources and consultant support for more technical or complex work

Timing

The timing for each strategy is noted as:

- Short-Term: 2021-2025 – the duration of the periodic review process
- Medium-Term: 2025-2033 – a following eight years after the periodic review

Exhibit 67. Implementation Matrix

Strategy	Process	Lead Department	Resources	Timing
Future Land Use Map Amendments	Phase 1: Docket Full Change: Periodic Review	Community Development	$	Short-Term
Zoning Amendments	Phase 1: Docket Full Change: Periodic Review	Community Development	$	Short-Term
District Subarea Plans (multiple) including Capital Plans and SEPA	Periodic Review, Docket	Community Development	Each: $$	Old Town: Short-Term Others: Medium-Term
SR 502/503 Corridor Plans	Docket	Public Works	$$	Medium-Term
City Parks/Trails Plan	System Plan	Community Development	$	Short-Term
Design Guidelines	Docket	Community Development	$	Old Town: Short-Term Others: Medium-Term
Buildable Land Capacity Coordination	Regional Planning	Community Development	$	Short-Term
Pre-annexation Zoning	Docket	Community Development	$	Medium-Term
UGA Amendments	Regional Planning	Community Development	$	Short-Term
Utility Plan Updates	System Plan	Public Works	$$	UGA Application: Short-Term Whole Service Area: Medium Term following new growth targets

Resources Needed: $: < $100,000 |$$: $100,000 - $500,000 |$$$: > $500,000+

Timing: Short-Term 2021-2025 | Medium-Term 2025-2033