

City Of Woodland
City Council Meeting Agenda Summary Sheet

Agenda Item: Ordinance 1283, Approving the Proposed Liberty Evans Comprehensive Plan Map Amendment and Concurrent Rezone (First Reading)

Agenda Item #: (F) Action
For Agenda of: October 21, 2013
Department: Planning
Date Submitted: October 16, 2013

Cost of Item: 0
Amount Budgeted:
Unexpended Balance:

BARS #:
Description:

Department Supervisor Approval: Amanda Smeller, Community Development Planner
Committee Recommendation: On September 19, 2013, the Planning Commission made a Do Not Approve recommendation to the City Council.

Agenda Item Supporting Narrative (list attachments, supporting documents):

1. Staff Report
2. Minutes from September 19, 2013 Public Hearing
3. Ordinance

Summary Statement

Please see staff report.

WOODLAND PLANNING COMMISSION MEETING MINUTES

Planning Commission Regular Meeting – 7:00 PM

Thursday, September 19, 2013

Woodland City Council Chambers
100 Davidson Avenue, Woodland, Washington

CALL TO ORDER – [7:01:03 PM](#)

PRESENT: Commissioner Debra Deans
Commissioner Tel Jensen
Commissioner David Simpson
Commissioner Sharon Watt

ABSENT: Commissioner Mike Amirenini

STAFF: Clerk III Shannon Rychel
Community Development Planner Amanda Smeller
Public Works Director Bart Stepp

APPROVAL OF MINUTES

July 18, 2013 Meeting Minutes (held over from last meeting) Commissioner Deans moved, seconded by Commissioner Jensen, to approve. Motion passed unanimously.

August 15, 2013 Meeting Minutes Commissioner Watts moved, seconded by Commissioner Jensen, to approve. Motion passed unanimously.

PUBLIC HEARING

- Comprehensive Plan Map Changes/Rezone Requests
- **Liberty Evans (LU #213-916)**
 - Staff report, Amanda Smeller- Rezone 3.4 acres of industrial to highway commercial. Proposal made last year and was denied. We have had several letters both for and against rezone. Response is that is against the Comprehensive Plan.
 - **Commissioner Watts-** Presented with rezone last year. Liberty Evans seems to be different from analysis that Amanda had. Bart stated that the City and Liberty Evans looked at the acreage from different angles so the reports had different findings.
 - **Public Comment:**
 - **Sandy Larson- [7:08:21 PM](#)** previously had rezone issue when she was on planning commission. In the end the planning commission rezoned to light industrial. Pleased that there are so many light industrial businesses in that area.

The value as light industrial is huge. Please strongly consider keeping it light industrial.

- **Darlene Johnson** [7:12:49 PM](#) it was a struggle to get it rezoned from agriculture to light industrial and once it got rezoned it has brought great economic wealth to the community. Across the freeway there is plenty of land available for commercial use. Use the land that is available for commercial purpose. Industrial based jobs have been good to Woodland. The light industrial land is ideal for industrial with the railroad right there.
- **Sandy Larson**- as part of the planning commission they were looking 20 years ahead. She suggests the current Planning Commission do the same.
- **Mark Fleischauer**-Liberty Evans- Purchased prop in 2010. Carving out a small piece of commercial land will help spur business in the Walmart area. With the new high school coming in there will be need for fast food restaurants, hotels, retail, etc. Commercial land will also blend in well with surrounding commercial businesses and the high school. Only asking to rezone 3.4 acres.
- **Skip Urling**- The light and industrial and commercial do mix. Employees for light industrial would benefit from having availability of commercial easily accessible on their lunch breaks and after work. School funding would also benefit from commercial businesses in that area.
- **Darlene Johnson**- The more industry we have the less citizens have to pay in taxes for school. You are going to get better paying jobs from industrial businesses than commercial businesses.
- Close public comment [7:38:32 PM](#)

Commissioner Watt moved, seconded by Commissioner Deans, to deny recommendation to council. Motion passed unanimously.

- **Schurman Trial Run Trust (LU #213-914)**

- Staff Report, Amanda Smeller- 1.23 acre property on Lewis River Road. Property is considered 2 parcels since it's bisected by Lewis River Road. Seeking to rezone eastern portion of the property from High Density Residential to Commercial.
- [7:46:24 PM](#) Open to Public Comment
- **Sandy Larson**- If the zone has not been changed how did it get to be anything but an office space? That corner is dangerous for any type of commercial activity. The added extra traffic in that spot is really dangerous. Traffic has continued to get heavier. Does not think it's a good idea.
- **Becky Schurman**- They separated the property in Woodland a couple years ago. Kei told her they could not have 5 continuous pieces of property, therefore he made them combine 2 pieces of property that had different zoning. He picked the zoning for the combined property. They are only trying to rezone it back to what it originally was zoned. They are trying to sell the property.
- **Aaron Wheaton**- This impact on this corner is going to be huge. You have to look at the sports complex traffic that will be added to this as well.
- **Janice Schurman**- This property was always one piece of property. Historically has been commercial use. Asking for the zoning to be consistent with the use of the property.
- Close public comment [7:55:07 PM](#)

Commissioner Watt moved, seconded by Commissioner Jensen, to recommend approval to City Council for rezone. Motion passed unanimously.

- **City of Woodland (LU #213-922)**

- Staff report-[7:57:54 PM](#) 5 city owned properties to rezone to Public/Quasi-Public/Institutional property. Currently residential and light industrial. The properties include property on Scott Hill Rd and E. Scott Ave. There is no proposal for park at this time. If we left the park property High Residential then it would make the park a conditional use property. The main access would be through Scott Hill Road and the second would be through Meriwether. The intention is the land that the city owns will be used for a park.
- Public Comment [8:03:52 PM](#)
- **Erin Wheaton**- opposes rezone because of traffic increase past residence. Requests that all parking be kept on the complex, all improvements should be made by private funds.
- **Sandy Larson**- Rotary rep. In 2010 rotary wanted to do something for Woodland. There was supposed to be a park on the East side which never happened. The City bought the land but did not have the money to develop it. Rotary brought the plans forward for the park. There is no place for local kids to play. Residents are leaving the area to do sports. The tournaments would be on occasion but the use of the park will always be there. The park will be less of an impact on Meriwether. [8:16:36 PM](#)
- **Karen Uno**- Think it's a great vision and appreciates it. Noticed that the turn lane has been great but how backed up it was during construction. There is a lot of traffic. Is there a place that they can do this that has a less impact on traffic?
- **Darlene Johnson** [8:20:37 PM](#) – Support of zone change. When the city purchased that land it has become a desirable spot for a park. All the traffic and parking will be handled when the time comes. The park will be self contained.
- **Kurt Snead**- House below complex. For the park. Traffic flow is a concern. Just need to make good decision on road access.
- **Allen Schwindt**- For sports complex. Impact on neighborhood regarding parking, vandalism, traffic.
- **Joy Snead**- In favor for park and road. Park would be a large asset to woodland. Park would bring in tourism and give kids something to do. They also have a self sustaining plan that will not be a burden on the city budget. We need to move forward with zone change to make this happen.
- **Richard Brown** [8:35:48 PM](#) – The area is beautiful and the hill is a special area. Would like, as we move forward, to be considerate of the beautiful surroundings. There will be significant amounts of people at the complex.
- **Karen Uno**- Also brings up the noise level. [8:40:54 PM](#)
Close public Comment [8:43:31 PM](#)

Commissioner Deans moved, seconded by Commissioner Jensen, to send approval for rezone to City Council. Motion passed unanimously.

- Comprehensive Plan Text Change- requesting to allow auto oriented uses in central business district.

- Auto-Oriented Uses within the C-1 District
- No Public Comment

Commissioner Jensen moved, seconded by Commissioner Deans, to reject comprehensive plan text change. Motion passed unanimously.

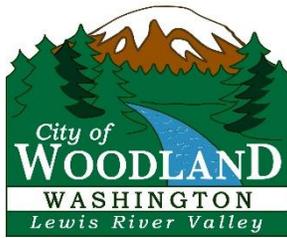
UPDATES/WORKSHOP

Items to be moved to next meeting.

- Non-Conforming Uses Draft Ordinance
- Shoreline Master Program Status Update
- Status on Planning Commission's 2013 work items

ADJOURN: 9:01 pm

Commissioner Watt moved, seconded by Commissioner Jensen, to adjourn. Motion passed unanimously.



Building & Planning
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 Woodland, WA 98674
<http://www.ci.woodland.wa.us>
 (360) 225-1048 / FAX # (360) 225-7336

**Woodland Planning Commission – Staff Report
 Comprehensive Plan Amendment and Concurrent Rezone**

Project Name:	Liberty Evans Comprehensive Plan Amendment and Rezone
Land Use Application No.:	#213-916/CPMC/ZMC/SEPA
Applicant:	Mark Fleischauer, Liberty Evans LLC
Property Owner:	Liberty Evans LLC
Location:	A vacant, unaddressed property located on the east side of Schurman Way just south of Dike Access Road. The 3.4 acres proposed to be rezoned make up the northern portion of the parcel. The subject site is in the southwest ¼ of Section 12, Township 5 North, Range 1 West, Willamette Meridian, Cowlitz County, Washington.
Parcel ID No.:	507870101
Parcel Size:	3.4 acres of the 26.9 acre site are proposed to be reclassified on the comprehensive plan map and rezoned.
Existing Comprehensive Plan Map Designation:	Light Industrial
Existing Zoning Designation:	Light Industrial (I-1)
Application Submitted:	July 1, 2013
Notice of Application:	July 26, 2013
SEPA Threshold Determination:	DNS issued September 12, 2012
Comment Period Ended:	September 26, 2012
SEPA Appeal Period Ended:	October 10, 2012
60-day Dept. of Commerce Notice Issued:	August 6, 2013
Planning Commission Public Hearing:	August 15, 2013

I. DESCRIPTION OF PROPOSAL

The applicant proposes to amend the Comprehensive Plan Map to change the designation of a 3.4-acre portion on the northern side of the 26.9-acre subject property from Light Industrial to Highway Commercial. Concurrent with this proposal is a request to rezone the same portion of the property from Light Industrial (I-1) to Highway Commercial (C-2).

This is the second time Liberty Evans has applied to rezone this same portion of property. In 2012, application was made to rezone the 3.4-acre portion of the 26.9-acre parcel from Light Industrial to Highway Commercial. That proposal was denied. The rezone proposal has not changed since the 2012 request, nor has the Comprehensive Plan. At the time of the 2012

application, the applicant had indicated that they were willing to undergo the land division process if Council moves towards an affirmative motion on the Comprehensive Plan Map Amendment and Rezone. Liberty Evans does not want to incur the expense or potential constraints of creating a new lot without substantial comfort that the City Council will support this proposal. While MRSC has indicated that zoning designations need not follow property lines, land division should occur prior to final approval of the rezone.

No specific commercial use is proposed at this time. However, possible uses include highway commercial oriented uses such as a convenience store and gas station, restaurants, and/or other retail outlets. The site is accessible via Schurman Way.

Table 1 Subject Property Site Characteristics	
Surrounding Land Uses	<p>North: City right of way, Dike Access Road and a vacant commercial lot</p> <p>South: Undeveloped industrial land</p> <p>West: Schurman Way and developed industrial properties and a vacant commercial property</p> <p>East: Undeveloped industrial land and Burlington Northern Rail tracks</p>
Surrounding Zoning	<p>North: Highway Commercial (C-2)</p> <p>South: Light Industrial (I-1)</p> <p>West: Light Industrial (I-1) and Highway Commercial (C-2)</p> <p>East: Light Industrial (I-1) and Highway Commercial (C-2)</p>
Site Topography & Critical Areas	<p>The site is generally flat and was preloaded with fill approximately 15 years ago in preparation for a development project that was never built. National Wetland Inventory mapping and aerial imagery suggests that the eastern portion of the area proposed to be rezoned may contain a wetland or wetland buffer.</p> <p>A Wetland Delineation Report, submitted by the applicant in July 2013, showed two small non-jurisdictional wetlands on the property itself and none in the area to be rezoned. The Wetland Report indicated both wetlands to be a Category IV, but as they are non-jurisdictional no buffer is required. These wetlands exist just outside of the area previously filled. The report did not appear to include any potential wetlands offsite, which show on the National Wetland Inventory mapping to the east of the parcel. These wetlands will not affect the rezone proposal; however at the time of future development, the applicant may be required to produce additional information on any critical areas on or adjacent to the site and to receive all permit approvals before site work can begin.</p> <p>Wetlands are known to exist at the south property line, approximately 1,350 feet from the area proposed to be rezoned and open water is visible in aerial photographs approximately 1,110 feet southeast of the area to be rezoned.</p>

Table 1 Subject Property Site Characteristics	
Street Classification	Schurman Way is a Collector. Dike Access Road is a Minor Arterial.
Water	City Service is available within Schurman Way.
Sanitary Sewer	City Service is available within Schurman Way.

II. PROCEDURAL REQUIREMENTS

All procedural requirements of RCW 36.70A, RCW 36.70B, and the Woodland Municipal Code (WMC) have been met.

III. REVIEW AUTHORITY

Per WMC 19.08.030, the City Council shall approve or deny the applications for Comprehensive Plan Map Amendments and Rezone applications based on the recommendations made by the City Planning Commission. The Planning Commission shall hold an open record public hearing, and its recommendations shall be based on the recommendations made by the City Development Review Committee (DRC).

The Comprehensive Plan and WMC 17.84.040 require that the Planning Commission consider the Approval Criteria (Comprehensive Plan, Page 1-45 and 1-46) and other factors including provisions in the State Growth Management Act (GMA) and Comprehensive Plan, other plans of the City, the standards in the WMC, ordinances and other City codes, and other factors necessary to protect the public health, safety, convenience, and general welfare. Action must be based on written findings and conclusions.

Per the Comprehensive Plan (Page 1-45), the Comprehensive Plan shall be amended no more frequently than once per calendar year. According to WAC 365-196-640, all amendment proposals shall be considered concurrently (in a package) by the Planning Commission and City Council so that their cumulative effects can be ascertained. The Liberty Evans application is one of four other applications being considered during 2013.

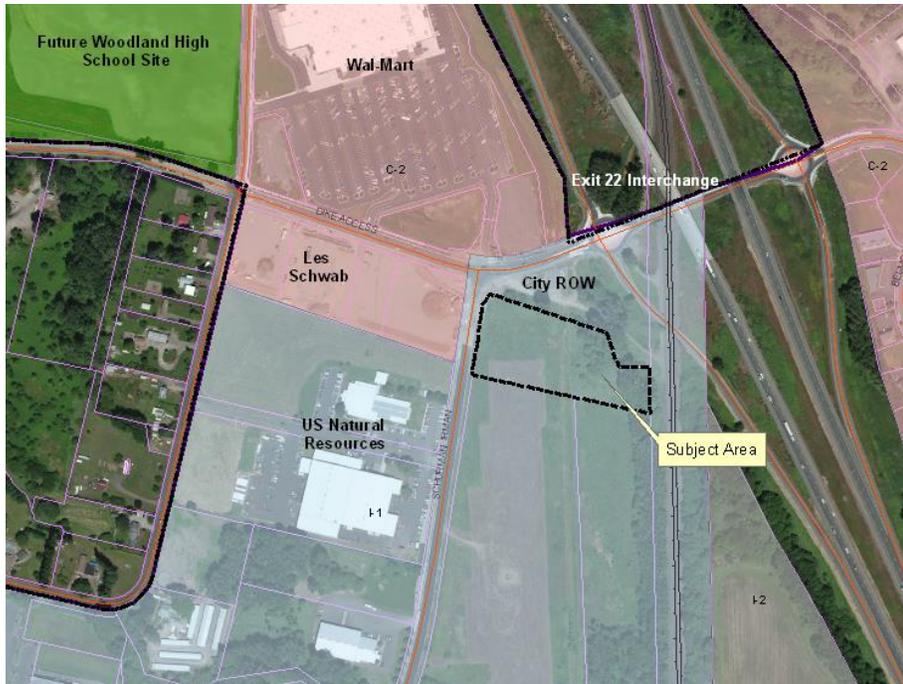


Figure 1. Vicinity map showing the subject area proposed to be rezoned from Light Industrial (I-1) to Highway Commercial (C-2).

IV. APPROVAL CRITERIA AND DRC'S RESPONSE

Proposed amendments shall be reviewed using the following criteria outlined in the Comprehensive Plan, Page 1-45 and 1-46.

- 1. The proposal is consistent with the provisions of the Growth Management Act (GMA) and will not result in Comprehensive Plan or regulation conflicts.**

The applicant submitted a narrative describing how the request is consistent with the GMA and the Woodland Comprehensive Plan (See Exhibit 1).

The proposed amendment has been processed in accordance with the GMA, Comprehensive Plan, and Woodland Municipal Code. Provided that any approved Comprehensive Plan Amendment is followed (concurrently) by a Zoning Map Amendment that is consistent with the new Comprehensive Plan Map designation, plan or regulation conflicts will not exist.

- 2. The proposal will change the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, businesses, or residents.**

The DRC finds the proposal will likely have no significant adverse impact on sensitive land uses but that significant adverse impacts on existing commercial businesses and commercial property owners are possible.

National Wetland Inventory mapping and aerial imagery suggests that the eastern portion of the area proposed to be rezoned may contain a wetland or wetland buffer. A Wetland Delineation Report, submitted by the applicant in July 2013, showed two small non-jurisdictional wetlands on the property itself and none in the area to be rezoned. These wetlands were considered non-jurisdictional as they were believed to be created by the placement of the preload on the property in the mid-1990s. The Wetland Report classified both wetlands Category IV, but as they are non-jurisdictional no buffer is required. The buffer is based on the intensity of the land use. These wetlands exist just outside of the area previously filled. The report did not appear to include any potential wetlands offsite, which show on the National Wetland Inventory mapping to the east of the parcel. These wetlands will not affect the rezone proposal; however, at the time of future development, the applicant may be required to produce additional information on any critical areas on or adjacent to the site and to receive all permit approvals before site work can begin. This includes the Army Corps of Engineers confirmation that the wetlands are indeed non-jurisdictional. Whether or not the subject area is rezoned, the presence of critical areas could impact the site design of future projects. Wetlands are known to exist at the south property line, approximately 1,350 feet from the area proposed to be rezoned and open water is visible in aerial photographs approximately 1,110 feet southeast of the area to be rezoned.

The City received three letters in support to the rezone and two letters against the rezone. Some of the benefits of the rezone addressed in the letters include:

- *Tax base growth,*
- *Increased employment*
- *Land values*
- *Availability of commercial services*

Some of the disadvantages as addressed in the letters include:

- *Loss of industrial zoned land*
- *Loss of industry employment*
- *Inability to retain and attract businesses*

The applicant's narrative states that no specific commercial use is proposed at this time but that uses contemplated include convenience store/gas station, restaurants, and other specialty retail outlets. Woodland has undeveloped highway commercial (C-2) land and vacant C-2 storefronts, some in the immediate vicinity of this proposed rezone. If the proposal is approved, the subject site would compete with these undeveloped and vacant properties. The 2012 Industrial and Highway Commercial Land Use Inventory shows there are 134 acres of undeveloped Highway Commercial (C-2) property in the City of Woodland. In addition, Woodland's Central Business District (C-1) has a number of vacant storefronts and vacant lots where restaurants and retail outlet stores would be outright permitted uses.

Certain Highway Commercial uses compete with the Central Business District (Woodland's historic downtown) the redevelopment of which is supported by the Woodland Comprehensive Plan in Economic Development Policies 4 and 6 (page 1-56 and 1-57) and Commercial Land Use/Central Business District Policy 2 (page 1-57). These policies are listed below:

"The city recognizes it should foster downtown redevelopment for the reasons of tourism enhancement and economic development generally, protection of existing public investments, protection and expansion of the tax base, the overcoming of obstacles to privately initiated investments in downtown, maintenance of community identity and appearance, and because only the city can marshal certain financial resources and public improvements" (Economic Development Policy 4).

"The city recognizes that its appropriate role in downtown redevelopment is to take actions that will facilitate and attract private investment and help overcome private sector obstacles and risks characteristic in downtown renewal" (Economic Development Policy 6).

"Encourage more professional offices and local services to locate within the Downtown Business District" (Commercial Land Use/Central Business District Policies 2).

The 2002 Woodland Urban Growth Management Program¹ (WUGMP) recommended that 39.6 acres of land currently designated Light Industrial be re-designated Commercial and that 71 acres of land outside of city limits be annexed and brought into the city under a commercial designation. In total, these recommendations would have resulted in 111 acres of new commercial land. Significant progress has been made towards reaching these goals. The 71 acres identified for annexation were located north of Scott Avenue and between Old Pacific Highway and Green Mountain Road. Since the plan was adopted, this land has been brought into City limits and all but 10 acres of it has a commercial designation. Additionally, approximately 29 acres of light industrial land has been re-designated as commercial. Page 1-23 of the 2005 Comprehensive Plan states "The city will not require any additional commercial lands. The downtown will grow by infill and the conversion of fringe areas. The city already has ample supply of vacant commercially designated land that is very visible from Interstate 5" (page 1-23).

The applicant submitted a memorandum analyzing the economic need for commercial property in Woodland.

3. The proposed amendment can be accommodated by all applicable services and facilities, including transportation.

City services including water and sanitary sewer are available at the subject site and at the time of development, new construction will be required to connect to these services.

A memorandum addressing traffic impacts dated June 12, 2012 was submitted by the applicant. If the proposal is approved, the change is expected to result in 2,694 additional vehicle trips per week including 185 additional peak PM trips per week. Under 2025 conditions with the proposed rezone, the Dike Access/I-5 southbound ramp is expected to operate at a LOS "F" (Note: 2025 conditions with current zoning are also

¹ The WUGMP was adopted May 20, 2002 by the City of Woodland (Resolution No. 458).

expected to result in LOS F at this intersection). The memo states that an eastbound right-turn slip lane at the intersection would improve the LOS to LOS C. In addition, Dike Access Road/Schurman Way is expected to degrade to LOS "E" with the proposed change versus a LOS "D" under current zoning. The memo states that the most appropriate improvement at Dike Access Road/Schurman Way would include the addition of a northbound right-turn slip lane, which would improve the LOS to "B".

WSDOT submitted comments during the review for this rezone in 2012 stating that the Traffic Analysis memo submitted indicates that roadway improvements may be required to mitigate the impacts of development but that one of the improvements anticipated, the eastbound right turn slip lane at the Dike Road/I-5 southbound off-ramp intersection, may be difficult to build because of site constraints. No comments were received from WSDOT for this rezone as of the date of this staff report.

One concern is ensuring transportation concurrency. The GMA requires that transportation improvements or strategies to accommodate development impacts need to be made concurrently with land development. The preliminary traffic analysis shows that improvements will be necessary. In 2013, the City adopted Transportation Impact Fees which the future development of this project will be assessed depending on the proposed use.

4. The proposal will help implement the goals, objectives and policies of the Woodland Comprehensive Plan.

Goal E, Page 1-47 – “Ensure that incompatible land uses are separated, thus enhancing the security, value and stability of land uses and improvements, and providing for the general health, safety and welfare of the community.”

Staff Response – Satisfied: The DRC finds that the proposal complies with the goal. Zoning is designed to prevent land use conflicts before they occur by separating incompatible uses. There is no inherent conflict with light industrial and highway commercial uses and, in fact, there are a number of areas within the city where the two zones converge. Highway commercial uses include fast-food restaurants, gas stations, car and truck dealerships, shopping centers, and many other auto-dependent or land-consumptive commercial uses. Normally the impacts of light industrial operations do not create nuisances for neighboring highway commercial users.

Goal H, Page 1-47, Bullet 6 - “Using the advantage of freeway visibility to establish the city as a traveler/tourist service center.”

Staff Response – Satisfied: The DRC finds that the proposal is generally consistent with this goal. Similar comprehensive map amendments and rezones have created a commercial node west of the Exit 22 I-5 Interchange. These businesses take advantage of freeway visibility and recent public infrastructure improvements. With no specific development planned, it is difficult to predict the degree to which any future commercial development at the site will make Woodland more of a traveler/tourist service center. However, the potential for commercial uses to draw travelers is greater than the potential for industrial businesses to do the same.

Policy 6 for Commercial Land Uses/Central Business District, Page 1-57 -

“Areas classified for commercial use on the Land Use Plan Map should be utilized before other areas are reclassified for commercial use. A market factor may be appropriate to ensure sufficient land and price stability.”

Staff Response – Not Satisfied: The DRC finds that the proposal is inconsistent with this goal. The City completed an Industrial and Highway Commercial Lands Inventory in October 2012. The City’s land use inventory identified 133.6 acres of undeveloped Highway Commercial (C-2) land. Approximately half of this undeveloped commercial land may be somewhat restricted by the presence of critical areas. While the average lot size is relatively small, many vacant parcels are contiguous and could be combined to accommodate larger developments. Large commercial development sites exist at the Woodland Commerce Site south of the CC Street Bridge, in the Belmont Loop area, and east of Atlantic Avenue.

Using a 20% market factor and an infrastructure allowance of 15%, the WUGMP concluded that Woodland would need an additional 80 acres of commercial land by 2020 (p. 22). The Committee working on the plan recommended reclassifying 39.6 acres of light industrial land within city limits and annexing in 71 acres of commercial land between Old Pacific Highway and Green Mountain Road.

Policy 2 for Industrial Land Use, Page 1-57 - “Preserve prime industrial sites and reserve suitable land for future industrial expansion prior to need.”

Staff Response – Not Satisfied: The DRC finds that the proposal is inconsistent with this goal. While Woodland has a large stock of undeveloped industrial land, only 272 acres or 36% are adjacent to services, i.e. adequate municipal water, sewer and roads. The Comprehensive Plan states “Of primary interest to businesses are industrially designated lands west of the freeway. This area is attractive because it is next to I-5 and the railroad. Large parcels of vacant industrially zoned land are still available at reasonable prices. The land is flat with few environmental constraints for development. Plus, there are few conflicting land uses nearby” (pages 1-23 and 1-24).

While Woodland has much more industrially zoned land than is anticipated to be needed to accommodate growth until 2020, much of this land is not adequately served by municipal water, sewer, and roads. The 2002 WUGMP estimated that Woodland would need between 320 and 349 acres of industrially designated land to accommodate growth until 2020 (page 21). This range included the following assumptions: 1.8% of industrial land may be used by non-industrial uses, a 40% market factor, and that 10% of industrial property in city limits would be used for infrastructure and/or environmental restrictions. Currently, 1,161 acres of land within City Limits have an industrial zoning designation, more than three times the amount identified as being needed in the WUGMP. A large increase of industrially zoned properties entered the city’s inventory when Ordinance 1187 was adopted on October 18, 2010 bringing an additional 462 acres of industrially zoned land into the city. However, as shown on the 2012 Land Inventory Map, only about half of all industrially zoned property is serviced by municipal water, sewer and roads and much of this land is already developed.

Policy 4 for Industrial Land Use, Page 1-58 - "Heavy to moderate industrial activities should not locate adjacent to school properties, commercial and residential areas. They should locate near railroads and/or major arterials adjacent to large land areas suitable for heavy industrial development."

Staff Response – Satisfied: The DRC finds that the proposal complies with the policy. If approved, the change would result in highway commercial uses abutting light industrial uses. Staff sees no conflict between the proposal and the policy.

Policy 6 for Industrial Land Use, Page 1-58 - "Vacant sites classified for industrial use by the Land Use Plan Map should not be encroached upon by incompatible non-industrial uses. Agriculture and open space are appropriate interim uses."

Staff Response – Satisfied: The DRC finds that the proposal complies with the policy. If the proposed comprehensive map amendment and rezone are approved through ordinance, no conflict would arise with this policy.

5. If the proposal could have substantial impacts beyond the city limits, it has been sent as appropriate to Clark and/or Cowlitz counties for review and comment.

Staff Response - Satisfied: If approved, the proposal could result in some additional vehicle trips on Cowlitz County roads. The County was notified of the 2012 rezone request (Notice of Application & Public Hearing), and also of the 2013 rezone request (Notice of Application & Public Hearing), as well as once during the issuance of the SEPA Determination of Non-significance (September 12, 2012). No comments from the County were received at any time.

V. CONCLUSION AND STAFF RECOMMENDATION

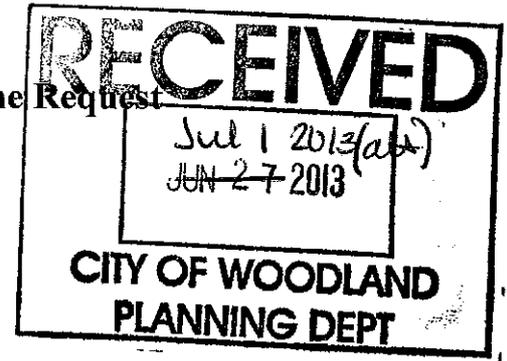
Nothing has changed from the 2012 rezone request for this property to this current request. It is the same portion of property that the applicant is seeking to rezone. Nothing has changed in the Comprehensive Plan since that time either. Therefore, the same policies this proposal did not satisfy in 2012 continue to not be satisfied with the current rezone request. Woodland's 2005 Comprehensive Plan was adopted before the commercial node west of Exit 22 developed and the next update to the plan is not due until 2016. Recent land use decisions have supported the development of this node and as businesses like Wal-Mart, Les Schwab, and O'Reillys open, the area becomes more attractive for commercial development. It is easy to imagine a much longer commercial strip west of I-5 along Dike Access Road. However, because changes have occurred between comprehensive plan updates, the city's vision and long range plan for northwest Woodland have not been formulated. The City has existing vacant and undeveloped commercial properties that lose out when new areas with better access and improved transportation infrastructure are opened up to commercial use. As part of the 2016 Comprehensive Planning process, Woodland may decide that some of these areas should be reclassified and that northwest Woodland should be allowed to grow as a commercial corridor. Recent land use decisions seem to support this path. On the other hand, Woodland may decide that existing commercial areas should be the focus of new development, infill, and

redevelopment. ***The DRC recommends against the rezone because the proposal conflicts with some provisions of the Woodland Comprehensive Plan. The DRC recognizes that the future development of northwest Woodland will play an important role in our city's future and the vision for the area should be explored as part of the 2016 Comprehensive Plan Update process.***

EXHIBITS

1. Applicant's Narrative
2. Comment Letters
3. Land Use Inventory Maps and Categories
4. Traffic Analysis Memo
5. Economic Needs Analysis
6. Notice of Application and Public Hearing
7. SEPA Determination of Non-Significance

Liberty Evans LLC
Comprehensive Plan Amendment and Rezone Request



Applicant: Liberty Evans LLC
 Attn: Mark Fleischauer
 2311 East First St.
 Vancouver, WA 98661

Proposal: Application to amend the Woodland Comprehensive Plan for approximately 3.4 acres currently classified as Light Industrial to Commercial, and to rezone the property from I-1, Light Industrial to C-2, Highway Commercial.

Location: The subject property is located on the east side of Schurman Way just south of Dike Access Road and is the most northern portion of parcel number 507870101.

Land Use: The subject property is undeveloped, but has been pre-loaded with fill since the late 1990s. Neighboring land uses include light industrial, commercial, and undeveloped property. A discount super store opened in the last two years to the north. Woodland School District owns property across the Dike Access Road and is in process of designing a new high school for that property. The comprehensive plan designation, zoning and use of adjacent properties are summarized below.

	Comprehensive plan designation	Zoning	Current use
east	Industrial	I-1, Light Industrial	Railroad
west	Commercial,	C-2, Highway Commercial	Developing commercial
north	Industrial	I-1, Light Industrial	Right-of-way
northwest	Commercial	C-2, Highway Commercial	Retail
south	Industrial	I-1, Light Industrial	Undeveloped

Woodland Municipal Code:

WMC 17.84.110(A) states that proposed zone changes to the light industrial zone must adhere to certain procedures and include in the application certain factual material, including a site plan. Because there is no development proposed at this time and no site plan, the discussion below summarizes the required information ordinarily depicted on a site plan drawing. An aerial photograph of the subject property and vicinity from the Cowlitz GIS is attached, as is a legal description and drawing prepared by Gibbs and Olson.

WMC 17.84.120 states that the applicant for a zone change shall prepare and submit to the city a site development plan...showing at a minimum:

1. **Identification of the proposed use:** no specific commercial use is proposed at this time; uses contemplated include high way commercial oriented uses, such as convenience store/gas station, restaurants, and other specialty retail outlets.
2. **Boundaries of the site:** see attached map photo
3. **Adjacent streets, properties and land uses:** The subject property is south of Dike Access Road and east of Schurman Way. Adjacent land uses are identified above.
4. **Site topography:** The site is flat. The fill was placed on the site in the late 1990s to preload it.
5. **Proposed points of entrance and exit:** No development plans have yet been prepared, ingress/egress would be limited to Schurman Way..
6. **Interior streets and circulation pattern, if any:** No development plans have yet been prepared.

Woodland Comprehensive Plan:

Below is a discussion of how the proposed map change complies with the amendment criteria of the comprehensive plan and applicable goals and policies.

1. *The proposal is consistent with the provisions of the Growth Management Act and will not result in comprehensive plan or regulation conflicts; and*

The subject property is within the city limits and poses no issue contradictory to the Growth Management Act.

In 2008, an analysis prepared by E.D. Hovee & Company LLC for the Chumbley rezone west of Schurman Way and south of Dike Access Road concluded that the Woodland Urban Growth Management Plan 2002 update and 2005 Comprehensive Plan indicated that there was an inadequate supply of commercial land and an oversupply of land designated for industrial use within the city and the urban growth boundary, supporting the argument for re-designating sites that are now developed or remain available for commercial use. Hovee further concluded that market demand and projections indicate the need for commercial land may be greater than what the comprehensive plan projects due to questions of suitability of the sites relative to size and environmental constraints. The attached update to that report which focused on this application and property drew similar conclusions—there remains a deficit of land available for commercial development over the span of the planning horizon. Because the Liberty

Evans property has no environmental constraints, re-designating it for commercial use would be consistent with the Act and comprehensive plan.

2. *The proposal will change the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, businesses or residents; and*

Amending the comprehensive plan map and rezoning the Liberty Evans property to allow commercial development serving the neighboring industries and future high school would complement the surrounding uses. The intent of the map amendment is to facilitate development that will meet the growing need for commercial services generally as well as meet the need more specifically created by the neighboring industrial development. The intersection of Dike Access Road and Schurman Way is developing as a commercial center to serve the developing industries to the south as well as the future high school and the region more generally with immediate access for traffic provided by Interstate 5 Exit 22. Approval of this application would complement that existing and emerging commercial development. Further, the city's development regulations will ensure that future commercial development of the site blends with all adjacent activities by requiring appropriate controls over access, screening, setbacks, stormwater management, etc.

3. *The proposed amendment can be accommodated by all applicable services and facilities; and*

The Liberty Evans property is located at the intersection of Schurman Way and Dike Access Road. The comprehensive plan identifies Schurman Way as a minor arterial with three travel lanes. Dike Access Road is also classified as a minor arterial with three lanes west of Schurman Way and three roundabout intersections at the two interstate on/off ramps and at Schurman Way. Transpo's analysis of the impacts to the transportation system by future commercial development of the subject property concludes the two roundabouts west of the freeway will operate at failing levels of service at the planning horizon. Transpo recommends a slip lane for northbound Schurman Way traffic destined for Interstate 5 southbound to bypass the two roundabouts which would remedy the traffic congestion and allow the two roundabouts to operate at acceptable levels of service. Please see the attached drawing.

Potable water and sanitary sewer facilities are discussed below under public facilities and services policy 6.

4. *The proposal will help implement the goals, objectives and policies of the Woodland Comprehensive Plan; and*

The comprehensive plan describes the highway commercial district as “mostly oriented to automobile access and convenience. It is intended to accommodate automobile oriented and land-consumptive commercial needs. A wide range of commercial uses and activities are encouraged.”

A variety of plan goals, objectives and policies are designed to foster the successful implementation of this land use designation. The discussion below demonstrates how the proposed comprehensive plan map amendment and rezone of the Liberty Evans property to highway commercial designations would be consistent with the policies and objectives and help fulfill the plan goals.

Land Use Goal A calls for the city to ensure that there is ample opportunity for economic benefit while protecting natural and cultural resources and minimizing threats posed by hazards, nuisances, incompatible land uses, and environmental degradation. This would be accomplished through 1) managing growth so that public facilities and services are delivered in a fiscally responsible manner; 2) achieving a stable and diversified economy with varied employment opportunities; 3) conserving neighborhoods to achieve balanced and organized land uses served by convenient and efficient transportation networks; and 4) preserving, conserving and enhancing the natural and built environment.

The Liberty Evans property is strategically located to broaden the opportunity for economic development and provide a range of employment opportunities without creating adverse impacts to the community. It is located in an area with ample utility infrastructure to accommodate additional commercial development designed to serve the needs of the growing industrial community west of the Burlington Northern Railroad as well as a broader regional market. With the school district planning a new high school on approximately 40 acres across the Dike Access Road, the demand for commercial development to serve the school and related activities will also increase. Because the Liberty Evans property is within a developed area with a changing character, designating it for commercial development will help to balance the neighborhood uses.

The proposal will help the city to fulfill this goal.

Land Use Goal E calls for ensuring separation of incompatible land uses to enhance security, stability of land uses and improvements, and the overall health, safety and welfare of the community. The proposed map amendment would be merely a small extension of the commercial designation and existing

and emerging commercial development adjacent to I-5 Exit 22. This expansion will serve only to complement that development, the future high school, and the on-going and future light industrial activities to the south along Schurman Way. The proposal meets this goal.

Land Use Goal H stresses the diversification of the local economy to ensure sustained growth and varied employment through a multi-faceted approach, among them making Woodland the commercial center of southern Cowlitz, and presumably, northern Clark counties, and taking advantage of the Interstate 5 visibility and access to establish the city as a traveler/tourist service center. This proposal is tailor-made to fulfill this goal. It is immediately visible from and accessible to the freeway and the recent street and intersection improvements will only serve to sustain that access. Adding this territory to the inventory of commercial land will help meet the market demand identified in the past and recent Hovee analyses and increase opportunities for a greater commercial presence and employment.

Commercial Land Use/Central Business District Policy 6 calls for the utilization of existing commercial lands before other areas are reclassified for such use. This policy, however, includes the caveat that a market factor may be appropriate to ensure sufficient land and price stability. The current Hovee analysis, like the 2008 study, concludes that there is insufficient inventory of commercial land to meet the market demand over the course of the planning horizon. Thus, the addition of this proposed territory, which has no development or environmental constraints, to that inventory will facilitate land and price stability that the market factor recommended by this policy espouses.

Industrial Land Use Policy 2 calls for the preservation of prime industrial site and reservation of suitable land for future industrial expansion prior to need. Again, the Hovee analysis concludes that the city has an over abundance--712 acres--of industrial land available, twice the 349 acres necessary to meet the market demand within the period of the current plan and beyond.

Industrial Land Use Policy 4 directs heavy to moderate industrial activities to locate away from school properties, commercial and residential areas, but near railroads and major arterials. The current zoning is light industrial, but changing the map designation to allow commercial development on the subject property would increase the buffer between future industrial development and the future high school.

Public Facilities and Services Policy 1 directs the city to encourage development of areas currently served with utilities prior to opening other areas for development. Re-designating the Liberty Evans property for

commercial development would be consistent with this policy. Both potable water and sanitary sewer facilities were installed adjacent to this site several years ago as an effort by the city and the property owners to stimulate economic development activities. Both utilities have the capacity to serve the subject and adjacent properties with commercial development.

At least three **Commercial Land Use/Central Business District Policies** would be met by the proposed map change. **Policy 3** calls for new commercial developments to provide sufficient amenities in their design and construction. These include lighting, signage, parking, appropriate provisions for handicapped individuals, and so on. Because the undeveloped property offers a “clean slate” and consists of approximately 3.4 acres, there is every opportunity to design future development to meet these policy standards. The proponent also contemplates working with the city to beatify the adjacent city owned right-of-way and enhance the view corridor from the freeway. **Policy 4** calls for neighborhood commercial uses to be clustered near arterial intersections. Although the proposal is requesting the highway commercial designation, future commercial development would also serve the growing industrial neighborhood and the future high school in the immediate vicinity. Because the plan identifies Schurman Way and Dike Access Road as arterials, the proposed map amendment for the subject property meets this policy.

Policy 6 directs the city to provide for the commercial utilization of properties currently designated for such use before reclassifying other areas for commercial activities. While the policy has general applicability in a theoretical sense, in the specific setting it is counterproductive to meeting the commercial land inventory deficit discussed above, the changing needs of the growing industrial community in the vicinity of the subject property, and the anticipated increase in demand for commercial activities and services to be generated by the future high school. As the neighboring industrial area continues to develop, so will the demand for commercial activities to support the industrial employees and business activities. Commercial land uses at this location would also likely have a broader appeal. Approval of the proposed change would lead to a well balanced combination of commercial and industrial uses leading to an improved local economy.

5. *If the proposal could have substantial impacts beyond the city limits, it has been sent as appropriate to Clark and/or Cowlitz counties for review and comment.*

This criterion does not apply.



Facilitating growth through leadership and action
Resources . Access . Partnerships

July 29, 2013

Ms. Amanda Smeller
Community Development Planner
City of Woodland
203 Davidson Ave
Woodland, WA 98674



Dear Ms. Smeller:

Please accept this letter in support of Liberty Evans's request for a zoning designation change of approximately 3.5 acres from Light Industrial to Highway Commercial. I have discussed the needs and benefits of the project with the proponents and have read the E.D. Hovee Economic Needs Analysis for the proposed rezone. The case being made for the rezone in this limited instance is a strong one.

The Cowlitz Economic Development Council tends to default at keeping as much land designated for industrial purposes as possible. In most cases a rezone away from industrial use results in lower land values, less tax base and lower job numbers. The Hovee Analysis and my history of working with the Liberty Evans people prove this small parcel will be better suited to a highway commercial designation. A good faith effort has been made for over a decade to market this entire property as light industrial, and, simply put, we have not been successful. The plan proposed by Liberty Evans – one in which a small sliver of highway commercial rezone jump starts the development of over 20 acres of adjacent light industrial land– has good merit, makes a lot of sense to us and could provide excellent results for the City of Woodland.

Thank you for the opportunity to comment on this matter and I would be happy to discuss this further at your convenience.

Sincerely,

Ted Sprague
President, CEDC

----- Original Message -----

Subject:Notice of Application- Liberty Evans

Date:Fri, 09 Aug 2013 09:15:54 -0700

From:Judy <jg@topperfloats.com>

Reply-To:jg@topperfloats.com

To:smellera@ci.woodland.wa.us

M./ Smeller:

Topper Industries Inc., Duchess ***, Inc , and we, D.T. Lester and Judy Grant continue to oppose the application(s) from Liberty Evans, LLC to change Light Industrial to Commercial. This appears to be the same land involved and same issues included in the denied application from 2012. Knowing what specific commercial use is proposed seems to be vital for consideration, rather than "give us a rezone and we can decide", (i.e.) NO SPECIFIC COMMERCIAL USE IS PROPOSED AT THIS TIME.

This would be yet, another change to the City's Comprehensive Plan and again, will destroy more industrial land if approved.

A Comprehensive Plan is supposed to be a process that determines goals and aspirations for community development. Generally, it is considered to be strategic planning or visioning to determine a wide range of issues affecting a city for the viable future.

If every application for a deviation in the comprehensive plan is allowed and approved, why have a comprehensive plan at all? Why not just allow everybody to build whatever they might choose, wherever they want?

We found after burning down in Battle Ground that industrial land is rare and precious. We were forced to move fast if we were to keep working. Loosing more industrial land to commercial (and high density residential) seems to be loosing sight and focus of what industrial land is designed to do. It is to allow industries to work, providing living wage jobs to people in the community and a stable, continuing tax base for the city.

Industrial use, commercial use, and residential use are not comfortable or good neighbors. Everybody in each area is harmed with a mix. Fences can not solve the major problems.

The city has done a great deal of work for the current comprehensive plan to protect each area of use. However, the city's plan is failing at every application with continued approvals of non conforming use.

Soon, Woodland will have no industrial use and all industries will be forced to move: just so they can continue to work. This is the issue Topper and Duchess is facing now with the High Density Housing project to be built next door.

We appreciate the city's consideration: do not further erode industries' ability to work by approving commercial use in a designated industrial zone.

Thank you,

TOPPER INDUSTRIES, INC.

DUCHESS ***, INC.

D.T. Lester

Judy Grant

From: Darlene Johnson [<mailto:darlene@gowoot.net>]
Sent: Friday, August 09, 2013 12:28 PM
To: Darlene Johnson
Subject: FW: Notice of Application- Liberty Evans

Please read, as it might give you a hint of how many Industrial businesses feel the City of Woodland treats them. Jim and I feel this way. This treatment harms Woodland's ability to **attract** and **retain** businesses.

Dar
PS Also read her protest to the zone application.

From: Judy [<mailto:jg@topperfloats.com>]
Sent: Friday, August 09, 2013 9:31 AM
To: darlene@gowoot.net
Subject: Fwd: Notice of Application- Liberty Evans

M./ Darlene..

I am slow but I didn't forget.

I don't know how we keep getting stomped.
The way the city is run makes no sense to me.

I keep being sure that something is very "off"!

I think getting rid of the industries is simply killing the golden goose.

Do they really think that low income housing and commercial will pay the taxes to keep the city running and not bankrupt it.

Detroit is such a fine example of lost industries = go bankrupt.

It is an estimated failure of \$18- 20 BILLION!

It seems such a simple concept.

I must be missing something.

Thanks for keeping me knowledgeable.

Did not even get notice of application.

I am sure the city wishes that

I would just go away: me, too.

I would be pleased & glad to do dinner any time we can get together.

David is in California Monday/ Tuesday, delivering another set of floating toilets.

We just work..have to make time for some fun.

I do appreciate you.
You do good.

Judy

----- Original Message -----

Subject:Notice of Application- Liberty Evans

Date:Fri, 09 Aug 2013 09:15:54 -0700

From:Judy <jg@topperfloats.com>

Reply-To:jg@topperfloats.com

To:smellera@ci.woodland.wa.us

M./ Smeller:

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We appreciate the city's consideration: do not further erode industries' ability to work by approving commercial use in a designated industrial zone.

Thank you,

TOPPER INDUSTRIES, INC.

DUCHESS ***, INC.

D.T. Lester

Judy Grant



August 8, 2013

Attention: Amanda Smeller, Community Development Planner, City of Woodland
203 Davidson Avenue
Woodland, WA 98674
Sent via Email to smellera@ci.woodland.wa.us

To Whom It May Concern:

I am Vice President of Operations at USNR on Schurman Way in Woodland. I have worked at USNR for 27 years and our business was the first business in the Schurman Way area, with our first shop being built on our site in 1982. In fact, Schurman Way is named for our company founder Clyde Schurman. We employ over 200 people at our Schurman Way facility.

Our facility is directly across Schurman Way from the property that is involved in the upcoming public hearing for a rezone request. It is my understanding that the rezone request is aimed at rezoning a small section of the property that is closest to the freeway ramps from light industrial to commercial. I understand that as a result of the proposed rezone, the property owner has proposed that the property would be developed to include many typical businesses that would be adjacent to freeway access such as a gas station, convenience mart, and restaurant. It is my understanding that the remaining portion of the large property would remain as light industrial and would be developed as such in the near future.

I would like to go on record that I am supportive of the rezoning of the small parcel closest to the freeway as commercial. I submit the following arguments in support:

1. Property close to freeway ramps is valuable commercial real estate. In fact, it is what people generally want and expect where there is freeway access.
2. Rezoning the property could lead to the remaining large property finally being developed. This property has been an eyesore for almost 20 years now and I think finally building something on the property is what we all want – more industrial business in Woodland.
3. Ridgefield has a very similar situation with their main freeway ramps having commercial businesses close to the ramps, and then quickly transitioning to industrial. This seems to work fine for them.
4. On a personal note, I would welcome the idea of a gas station, convenience mart, and restaurant on this side of town. I think my 200 employees would agree.

I do have some concerns about increased traffic caused by a rezone, but I am confident that with the right amount of engineering and planning it can be managed. Maybe this is a good enough reason to re-widen Schurman Way back to the way it was before someone decided it should be narrowed?

Respectfully submitted,

Dale Brown
Vice President



American Paper Converting

Inc.

August 28, 2013

VIA US MAIL & Email: smellera@ci.woodland.wa.us

1845 Howard Way, Woodland, WA 98674
(360) 225-0488 Fax (360) 225-0478
www.americanpaperco.com

Ms. Amanda Smeller
Community Development Planner - City of Woodland
230 Davidson Ave
Woodland, WA 98674

Re: Liberty Evans Rezone Request

Dear Ms. Smeller:

I am the owner of American Paper Converting (APC) and am the proud employer of over 68 employees in the City of Woodland. APC has thrived and expanded numerous times since its arrival in Woodland over ten years ago, and APC has more growth plans on the table. We pride ourselves on being a great employer and a great corporate citizen. We are proud to have Woodland as our home, and we also feel strongly that APC has been – and continues to be – a valuable asset to Woodland.

What you may not know, however, is that would it not have been for the principals at Liberty Evans LLC, APC would not have relocated to Woodland. The management team at Liberty Evans (and their sister company, JH Kelly) lobbied us long and hard on the merits of building and locating in Woodland. They are one of Woodland's biggest proponents, and over many projects and many challenges, we have found them to be tremendous partners with the highest degrees of integrity, honesty, creativity -- and a desire to do what's right for the customer, their employees and the community they live in. We cannot endorse them highly enough, and we are very confident that their plans for the property along Schurman Way will yield rewards to Woodland for many years to come. They will help grow your tax base, your employment levels and your profile in the region.

On a more personal note, we at APC are also yearning for more convenient restaurants and commercial services for our employees and customers. I am always regretful when I am forced to take business clients to lunches and dinners in Longview, Vancouver or even Portland because of the limited options near our facility. We endorse Liberty Evans' rezone request because it will undoubtedly enhance those services to us while still enabling them to attract new family-wage employers on the remainder of their land. Take it from a successful Woodland manufacturer; this is a win-win scenario. I was extremely disappointed in the council's failure to approve of this rezone in 2012, and I think in so doing you sent a strong anti-economic development message to the public. The City is fortunate that Liberty Evans has continued to work with you on the proposed Woodland Corporate Center. Please don't let it slip through your hands again.

Please grant the rezone request of Liberty Evans and do whatever is necessary to facilitate their development of the Schurman Way property.

Thank you very much for your consideration. Please feel free to call me with any questions.

Sincerely,

Rich Rosentreter, Controller
On behalf of Lydia Work, President



2012 Land Use Inventory Categorization

USE	DESIGNATION
I	Industrial Developed
UI	Industrial Undeveloped
UIX	Industrial Undeveloped Environmental Constraints Suspected
PDI	Partially Developed Industrial (30% or less building or use coverage)
IRES	Residential Use – Industrial Designation
C	Commercial Developed
UC	Commercial Undeveloped
UCX	Commercial Undeveloped Environmental Constraints Suspected
CRES	Residential Use – Commercial Designation
X	Public Facility or Infrastructure

I – (Industrial Developed) Parcels are developed (more than 30% building or use coverage) or are in the process of developing (i.e. Mac Chain). Land was considered “Industrial Developed” in cases where less than 30% building or use coverage when the remaining site appeared environmentally constrained such that further development is unlikely.

UI – (Industrial Undeveloped) Undeveloped industrial property that is primarily vacant or used for agriculture and/or residential purposes. Small properties, two acres or less in residential use were categorized as IRES or “Residential Use – Industrial Designation”.

PDI – (Partially Developed Industrial) Industrial structures or uses cover 30% or less of the property and further development appears possible.

UIX – (Industrial Undeveloped Environmental Constraints Suspected) Industrial lands where development may be constrained to some degree by the presence of environmentally sensitive features. Information from the National Wetlands Inventory and aerial imagery were used to identify these parcels. Parcels that appeared only slightly impacted by a critical area or critical area buffer were not included in this designation (i.e. the Schnitzer/Liberty Evans LLC property).

IRES – (Residential Use – Industrial Designation) Industrially zoned property under 2 acres in size with a single family residence. Single family residences are allowed to continue and even expand under the current code. While larger lots are likely to transition to industrial uses, these smaller lots may remain residential.

C – (Commercial Developed) Parcels developed with commercial structures and/or uses

UC – (Commercial Undeveloped) Parcels with no existing commercial use.

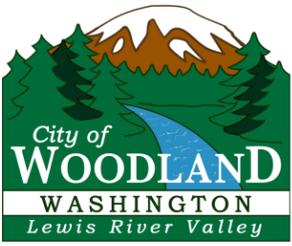
UCX – (Undeveloped Commercial Environmental Constraints Suspected) Commercial lands where development may be constrained to some degree by the presence of environmentally sensitive features. Information from the National Wetlands Inventory and aerial imagery were used to identify these

2012 Land Use Inventory Categorization

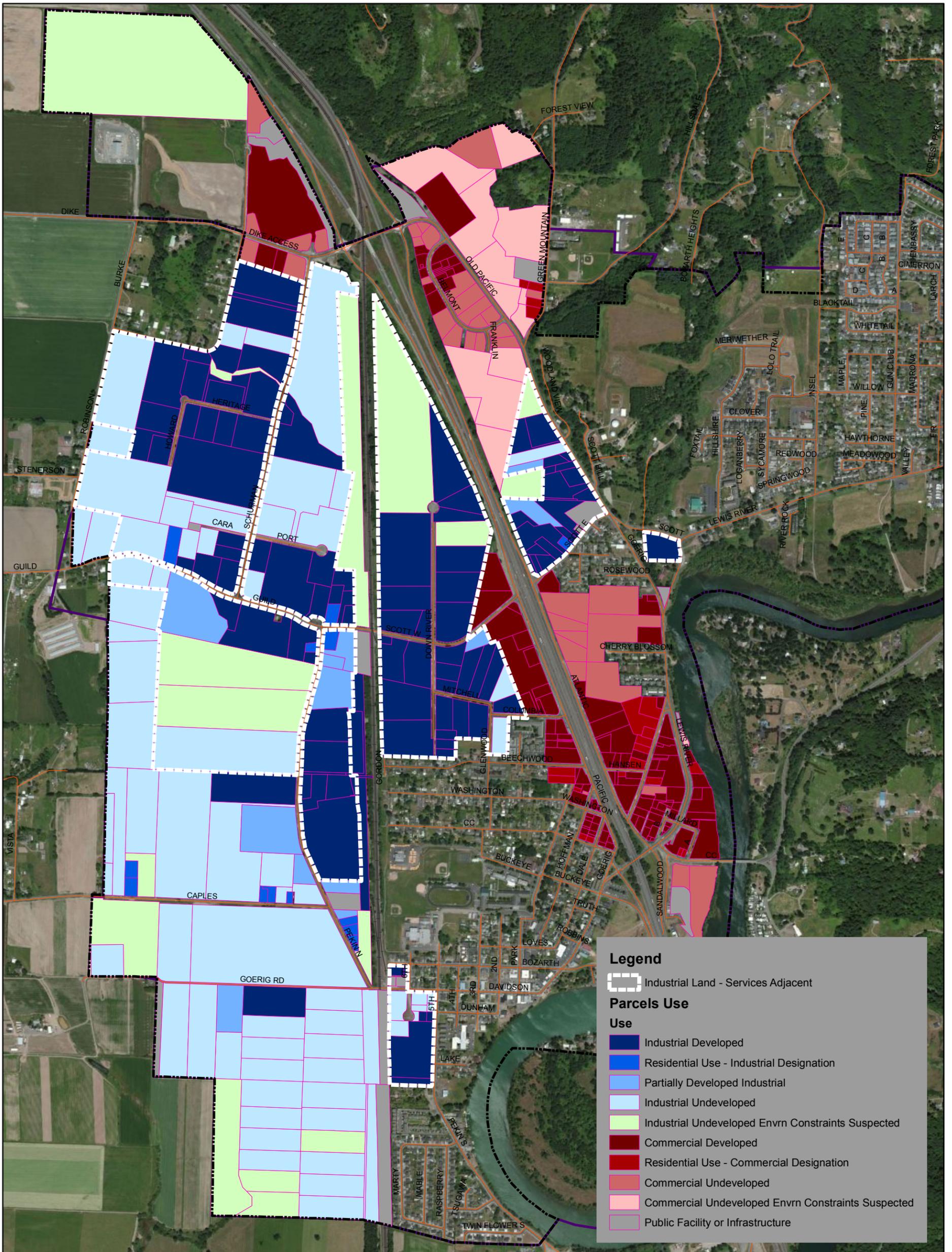
parcels. Parcels that appeared only slightly impacted by a critical area or critical area buffer were not included in this designation.

CRES – (Residential Use - Commercial Designation) Commercially designated properties with non-commercial residential uses.

X – (Public Facility or Infrastructure) Designation includes uses such as PUD facilities, the future police station site, and the Community Service Center.



2012 Industrial and Highway Commercial Lands Inventory



Disclaimer: The City of Woodland, WA, assumes no legal liability or responsibility for accuracy and completeness of this map. This map is to be used as a reference tool only. It is not a survey and the property and lines are not to be construed as being accurate.



RECEIVED

JUN 14 2012



CITY OF WOODLAND PLANNING MEMORANDUM

Date: June 12, 2012 **TG:** 12100.00

To: Carolyn Johnson, Community Development Planner, City of Woodland

CC: Mark Fleischauer
Skip Urling, Urban Planning Associates

From: Mike Swenson, PE, PTOE
Scott Lee, PE

Subject: Liberty Evans Rezone – Traffic Analysis

This memorandum summarizes the results of the traffic analysis conducted to evaluate the impacts associated with the rezone of the Liberty Evans parcel from light industrial to a commercial designation. The area of the proposed rezone is located on the southeast corner of the Dike Access Road / Schurman Way intersection in Woodland, WA (Attachment 1).

The scope of the analysis was coordinated in advance with City staff. Consistent with previous studies, the analysis focuses on the weekday PM peak hour. This memorandum includes a description of the following:

- Trip Generation
- Forecast Traffic Volumes
- Intersection Operations
- Long-Term Improvement Needs

Trip Generation

To evaluate the proposed rezone, trip generation estimates were prepared for both the existing (industrial land use) and proposed zoning (commercial zoning) of the site using trip rates identified in ITE Trip Generation, 8th Edition. The potential land uses and anticipated trip generation during the weekday PM peak hour for the existing and proposed zoning are shown in Table 1.

Table 1. Trip Generation Estimate – Weekday PM Peak Hour

	Size	Daily Weekday Trips	Pass-by Trips ²	PM Peak-hour Trips ¹		
				Total	In	Out
Existing Zoning³						
Office (LU 710)	9,000 sf	100	0	13	2	11
Light Industrial (LU 110)	40,500 sf	282	0	39	5	34
Warehouse (LU 150)	40,500 sf	144	0	13	3	10
Total		526	0	65	10	55
Proposed Zoning						
Commercial (LU 820)	75,000 sf	3,220	95	185	90	95

1. Trip rates and in/out split from Trip Generation (ITE, 8th Edition, 2008).

2. Pass-by rates based on Trip Generation Handbook (34%).

3. Land uses assumed under existing zoning are consistent with the Economic Needs Analysis Proposal for Woodland Property Commercial Rezone report (May 9, 2012).

As shown in Table 1, the proposed commercial zoning could result in 185 new weekday PM peak hour trips. Under the current zoning and the uses defined in Table 1, the property could generate

65 new weekday PM peak hour trips. The proposed change in zoning could add approximately 120 trips during the weekday PM peak hour.

Forecast Traffic Volumes

Existing traffic volumes used in the analysis were collected in May 2012 and are shown in Attachment 2. Consistent with previous studies in the area, future traffic volumes were estimated by applying a 3.5 percent annual growth rate to existing volumes and adding anticipated traffic from the proposed rezone as well as three planned developments: Wal-Mart out-lots, Chumbley Short Plat (lots 1, 2, and 4), and Woodland High School. A horizon year of 2025 was identified for this analysis. Attachment 3 shows 2025 forecast traffic volumes under the current zoning for the subject area.

Additional traffic associated with the proposed rezone was distributed to the adjacent roadway network based on the distribution shown in Attachment 4. This distribution is consistent with the study that was completed for the planned Chumbley Short Plat development opposite the proposed project. The assignment of weekday primary and pass-by trips is shown in Attachment 5. 2025 with-rezone traffic volumes are shown in Attachment 6.

Intersection Operations

To evaluate the impacts of the proposed rezone, traffic operations at the site driveway and four off-site intersections were analyzed based on standard procedures from the Highway Capacity Manual (HCM) using the software packages Synchro 8.0 for stop-controlled intersections and roundabouts. The results are shown in Table 2. Detailed level of service worksheets are shown in Attachment 7. For purposes of the analysis, the area was assumed to be accessed via a single driveway on Schurman Way.

Table 2. 2025 With and Without Rezone Levels of Service

Intersection	2025 With Existing Zoning			2025 With Proposed Zoning		
	LOS ¹	Delay ²	WM ³	LOS	Delay	WM
Dike Access Rd / Schurman Way	D	29.8	-	E	44.7	-
Dike Access Rd / I-5 SB Ramp	F	101.8	-	F	115.0	-
Dike Access Rd / I-5 NB Ramp	C	22.7	-	D	28.3	-
Schurman Way / Guild Rd	B	12.9	SB	B	12.9	SB
Schurman Way / Site Access	B	13.6	WB	C	18.7	WB

1. Level of service, based on 2000 Highway Capacity Manual methodology.

2. Average delay in seconds per vehicle.

3. Worst movement reported for unsignalized intersections.

As shown in Table 2, all study intersections operate at LOS D or better during 2025 conditions assuming the existing zoning, with the exception of Dike Access / I-5 SB Ramp, which operates at LOS F. This is due to the high volume of traffic at the eastbound approach. Under 2025 conditions with the proposed zoning, Dike Access / I-5 SB Ramp remains at LOS F. In addition, Dike Access Road / Schurman Way degrades to LOS E due to the high volume of traffic on the northbound approach. The proposed zoning adds approximately 150 trips at this intersection due to new and pass-by trips associated with the assumed commercial land use.

Long-Term Improvement Needs

The proposed rezone degrades the LOS at Dike Access Road / Schurman Way from LOS D to LOS E during the weekday PM peak hour. In addition, queuing along Dike Access Road would

impact intersection operations within the corridor. Based on a review of the intersection operations, the most appropriate improvement at Dike Access Rd / Schurman Way would include the addition of a northbound right-turn slip lane, which would improve the LOS to LOS B.

In addition, the Dike Access Rd/I-5 Southbound ramp intersection is projected to operate at LOS F with or without the proposed rezone. Adding an eastbound right-turn slip lane at the intersection would improve the LOS to LOS C. This improvement is consistent with long term capacity needs as identified in the Transportation Infrastructure Strategic Plan (November 2008).

Actual development plans could result in less than 6 acres of development. As development plans are finalized and further environmental review takes place, the analysis and key assumptions (i.e. background growth rates, development trip generation, pipeline development, etc.) should be evaluated and the scope of the improvements should be reviewed/confirmed at that time.

These improvements would improve intersection and corridor operations along Dike Access Road under future conditions. With these improvements the study area intersections would operate within City and WSDOT LOS Standards.



Site Vicinity

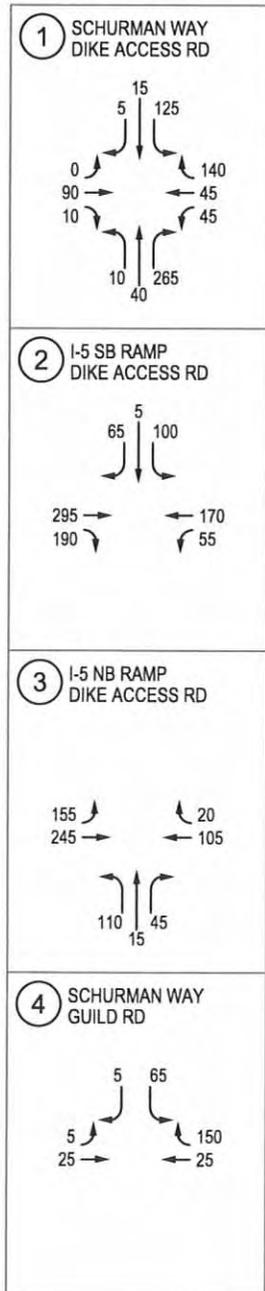
Liberty Evans Rezone

M:\12\12100.00 - Liberty Evans Rezone\Graphics\12100_graphic01 <A> scottl 06/14/12 08:20

ATTACHMENT



1



LEGEND
X = WEEKDAY PM PEAK HOUR

Existing Weekday PM Peak Hour Traffic Volumes

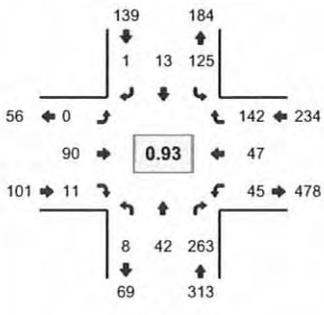
ATTACHMENT

Liberty Evans Rezone

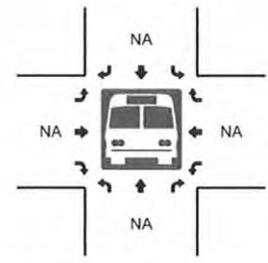
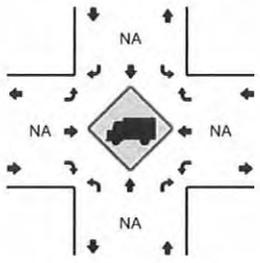
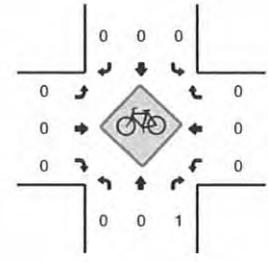
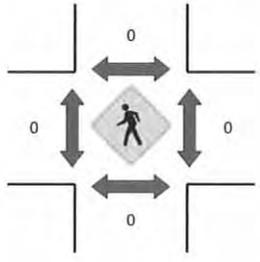
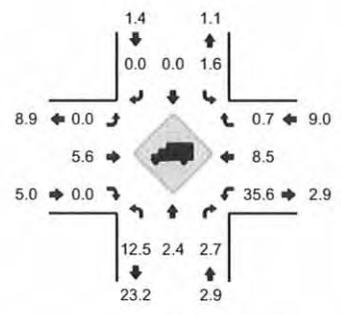


LOCATION: Schurman Way -- Dike Access Rd
 CITY/STATE: Woodland, WA

QC JOB #: 10761701
 DATE: Wed, May 16 2012



Peak-Hour: 4:30 PM -- 5:30 PM
 Peak 15-Min: 5:00 PM -- 5:15 PM

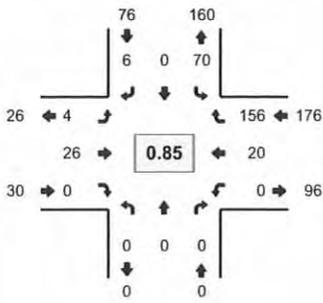


15-Min Count Period Beginning At	Schurman Way (Northbound)				Schurman Way (Southbound)				Dike Access Rd (Eastbound)				Dike Access Rd (Westbound)				Total	Hourly Totals
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U		
4:00 PM	0	12	48	0	29	4	0	0	0	21	2	0	9	8	26	0	159	
4:15 PM	1	9	48	0	31	4	0	0	0	24	4	0	11	11	32	0	175	
4:30 PM	0	14	81	0	28	4	0	0	0	24	1	0	17	12	30	0	211	
4:45 PM	3	7	53	0	25	3	1	0	0	22	2	0	12	17	36	0	181	726
5:00 PM	3	7	82	0	31	2	0	0	0	21	4	0	10	7	45	0	212	779
5:15 PM	2	14	47	0	41	4	0	0	0	23	4	0	6	11	31	0	183	787
5:30 PM	1	7	29	0	30	3	0	0	0	26	1	0	10	6	25	0	138	714
5:45 PM	0	10	13	0	31	2	0	0	0	16	2	0	5	9	29	0	117	650
Peak 15-Min Flowrates	Northbound				Southbound				Eastbound				Westbound				Total	
All Vehicles	12	28	328	0	124	8	0	0	0	84	16	0	40	28	180	0	848	
Heavy Trucks	0	0	8		0	0	0		0	8	0		12	0	0		28	
Pedestrians	0	0	0		0	0	0		0	0	0		0	0	0		0	
Bicycles	0	0	0		0	0	0		0	0	0		0	0	0		0	
Railroad																		
Stopped Buses																		

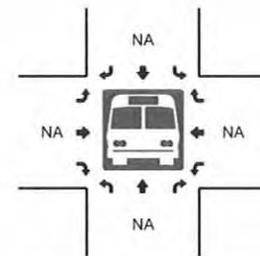
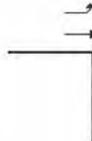
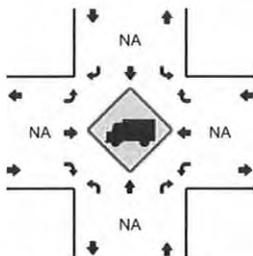
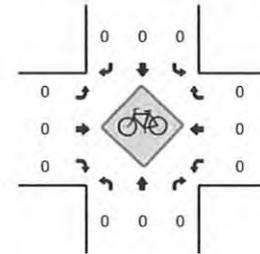
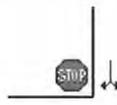
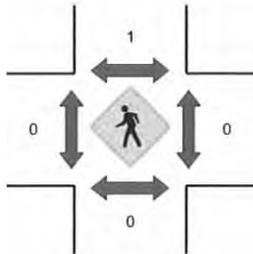
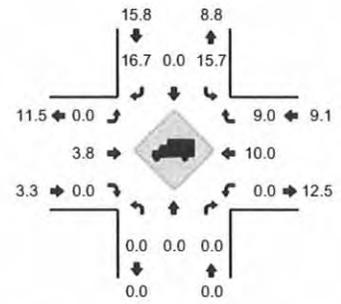
Comments: Roundabout

LOCATION: Schurman Way -- Guild Rd
 CITY/STATE: Woodland, WA

QC JOB #: 10770801
 DATE: Wed, May 30 2012



Peak-Hour: 4:05 PM -- 5:05 PM
 Peak 15-Min: 4:25 PM -- 4:40 PM

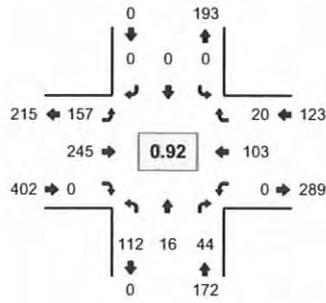


5-Min Count Period Beginning At	Schurman Way (Northbound)				Schurman Way (Southbound)				Guild Rd (Eastbound)				Guild Rd (Westbound)				Total	Hourly Totals
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U		
4:00 PM	0	0	0	0	7	0	0	0	0	1	0	0	0	3	8	0	19	
4:05 PM	0	0	0	0	6	0	0	0	1	3	0	0	0	1	13	0	24	
4:10 PM	0	0	0	0	6	0	1	0	1	1	0	0	0	0	12	0	21	
4:15 PM	0	0	0	0	6	0	1	0	0	3	0	0	0	1	14	0	25	
4:20 PM	0	0	0	0	4	0	1	0	0	3	0	0	0	0	11	0	19	
4:25 PM	0	0	0	0	6	0	1	0	0	1	0	0	0	2	14	0	24	
4:30 PM	0	0	0	0	9	0	0	0	0	3	0	0	0	1	15	0	28	
4:35 PM	0	0	0	0	9	0	0	0	0	3	0	0	0	6	13	0	31	
4:40 PM	0	0	0	0	6	0	0	0	1	0	0	0	0	3	12	0	22	
4:45 PM	0	0	0	0	5	0	0	0	0	3	0	0	0	3	15	0	26	
4:50 PM	0	0	0	0	5	0	0	0	1	1	0	0	0	1	8	0	16	
4:55 PM	0	0	0	0	2	0	2	0	0	1	0	0	0	2	11	0	18	273
5:00 PM	0	0	0	0	6	0	0	0	0	4	0	0	0	0	18	0	28	282
5:05 PM	0	0	0	0	5	0	0	0	1	2	0	0	0	0	10	0	18	276
5:10 PM	0	0	0	0	3	0	1	0	1	0	0	0	0	4	11	0	20	275
5:15 PM	0	0	0	0	9	0	0	0	1	1	0	0	0	0	7	0	18	268
5:20 PM	0	0	0	0	5	0	1	0	0	2	0	0	0	1	11	0	20	269
5:25 PM	0	0	0	0	3	0	0	0	2	5	0	0	0	1	4	0	15	260
5:30 PM	0	0	0	0	6	0	1	0	0	3	0	0	0	2	4	0	16	248
5:35 PM	0	0	0	0	4	0	2	0	3	2	0	0	0	0	7	0	18	235
5:40 PM	0	0	0	0	6	0	0	0	1	3	0	0	0	4	2	0	16	229
5:45 PM	0	0	0	0	7	0	1	0	0	1	0	0	0	5	9	0	23	226
5:50 PM	0	0	0	0	6	0	0	0	0	2	0	0	0	1	4	0	13	223
5:55 PM	0	0	0	0	2	0	0	0	0	1	0	0	0	2	3	0	8	213
Peak 15-Min Flowrates	Northbound				Southbound				Eastbound				Westbound				Total	
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U		
All Vehicles	0	0	0	0	96	0	4	0	0	28	0	0	0	36	168	0	332	
Heavy Trucks	0	0	0	0	28	0	0	0	0	4	0	0	0	0	12	0	44	
Pedestrians	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Bicycles	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Railroad																		
Stopped Buses																		

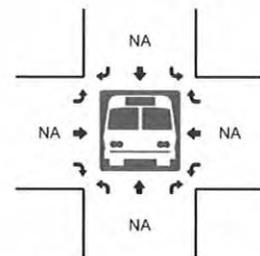
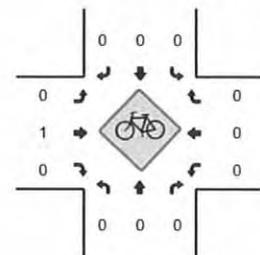
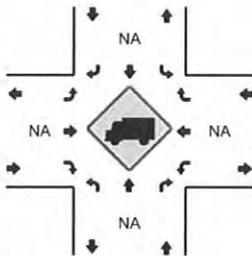
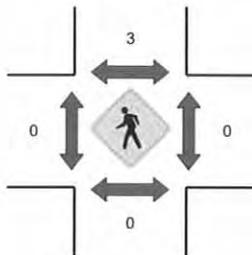
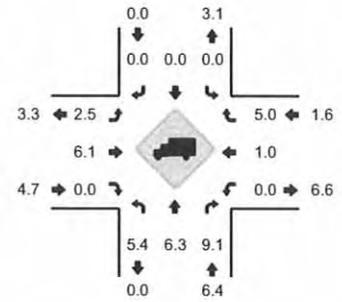
Comments:

LOCATION: I-5 NB Ramps -- Dike Access Rd
 CITY/STATE: Woodland, WA

QC JOB #: 10761703
 DATE: Wed, May 16 2012



Peak-Hour: 4:30 PM -- 5:30 PM
 Peak 15-Min: 5:00 PM -- 5:15 PM



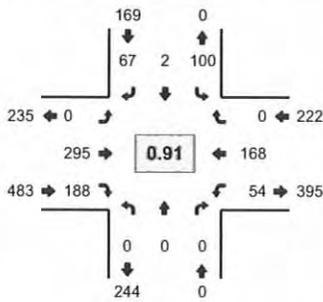
15-Min Count Period Beginning At	I-5 NB Ramps (Northbound)				I-5 NB Ramps (Southbound)				Dike Access Rd (Eastbound)				Dike Access Rd (Westbound)				Total	Hourly Totals
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U		
4:00 PM	22	0	12	0	0	0	0	0	30	59	0	0	0	20	7	0	150	
4:15 PM	28	6	19	0	0	0	0	0	34	45	0	0	0	23	6	0	161	
4:30 PM	29	2	6	0	0	0	0	0	50	55	0	0	0	36	4	0	182	
4:45 PM	27	6	6	0	0	0	0	0	32	43	0	0	0	21	3	0	138	631
5:00 PM	30	3	11	0	0	0	0	0	46	72	0	0	0	24	4	0	190	671
5:15 PM	26	5	21	0	0	0	0	0	29	75	0	0	0	22	9	0	187	697
5:30 PM	14	0	13	0	0	0	0	0	20	50	0	0	0	24	15	0	136	651
5:45 PM	19	3	11	0	0	0	0	0	20	50	0	0	0	25	8	0	136	649

Peak 15-Min Flowrates	Northbound				Southbound				Eastbound				Westbound				Total
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	
All Vehicles	120	12	44	0	0	0	0	0	184	288	0	0	0	96	16	0	760
Heavy Trucks	0	0	0	0	0	0	0	0	8	12	0	0	0	0	0	0	20
Pedestrians	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Bicycles	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Railroad																	
Stopped Buses																	

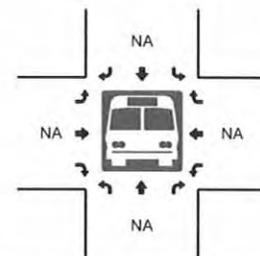
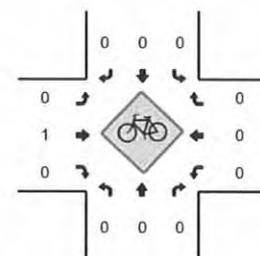
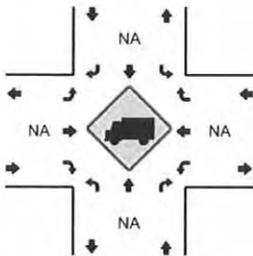
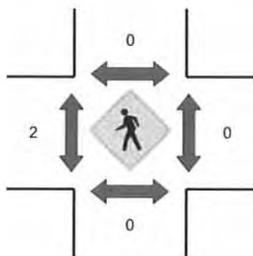
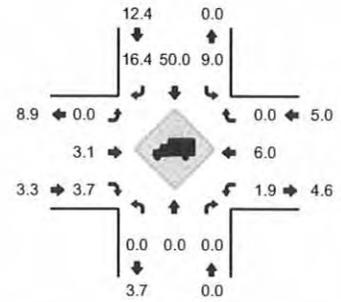
Comments: Roundabout

LOCATION: I-5 SB Ramps -- Dike Access Rd
 CITY/STATE: Woodland, WA

QC JOB #: 10761702
 DATE: Wed, May 16 2012

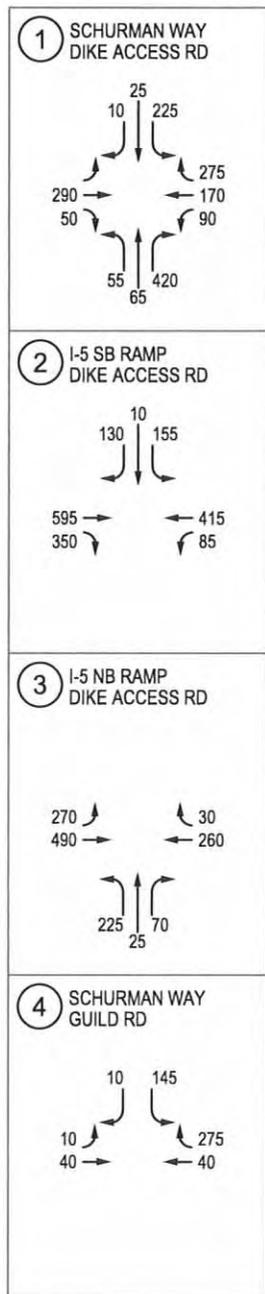


Peak-Hour: 4:30 PM -- 5:30 PM
 Peak 15-Min: 4:30 PM -- 4:45 PM



15-Min Count Period Beginning At	I-5 SB Ramps (Northbound)				I-5 SB Ramps (Southbound)				Dike Access Rd (Eastbound)				Dike Access Rd (Westbound)				Total	Hourly Totals
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U		
4:00 PM	0	0	0	0	19	0	14	0	0	69	34	0	9	32	0	0	177	
4:15 PM	0	0	0	0	26	0	18	0	0	55	48	0	9	37	0	0	193	
4:30 PM	0	0	0	0	20	1	15	0	0	86	52	0	17	49	0	0	240	
4:45 PM	0	0	0	0	14	1	17	0	0	64	37	0	10	47	0	0	190	800
5:00 PM	0	0	0	0	27	0	20	0	0	79	55	0	14	41	0	0	236	859
5:15 PM	0	0	0	0	39	0	15	0	0	66	44	0	13	31	0	0	208	874
5:30 PM	0	0	0	0	21	0	12	0	0	50	33	0	10	26	0	0	152	786
5:45 PM	0	0	0	0	28	1	8	0	0	45	17	0	8	30	0	0	137	733
Peak 15-Min Flowrates	Northbound				Southbound				Eastbound				Westbound				Total	
	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U	Left	Thru	Right	U		
All Vehicles	0	0	0	0	80	4	60	0	0	344	208	0	68	196	0	0	960	
Heavy Trucks	0	0	0	0	12	4	20	0	0	12	12	0	4	28	0	0	92	
Pedestrians	0	0	0	0	0	0	0	0	0	8	0	0	0	0	0	0	8	
Bicycles	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Railroad																		
Stopped Buses																		

Comments: Roundabout



LEGEND

X = WEEKDAY PEAK HOUR

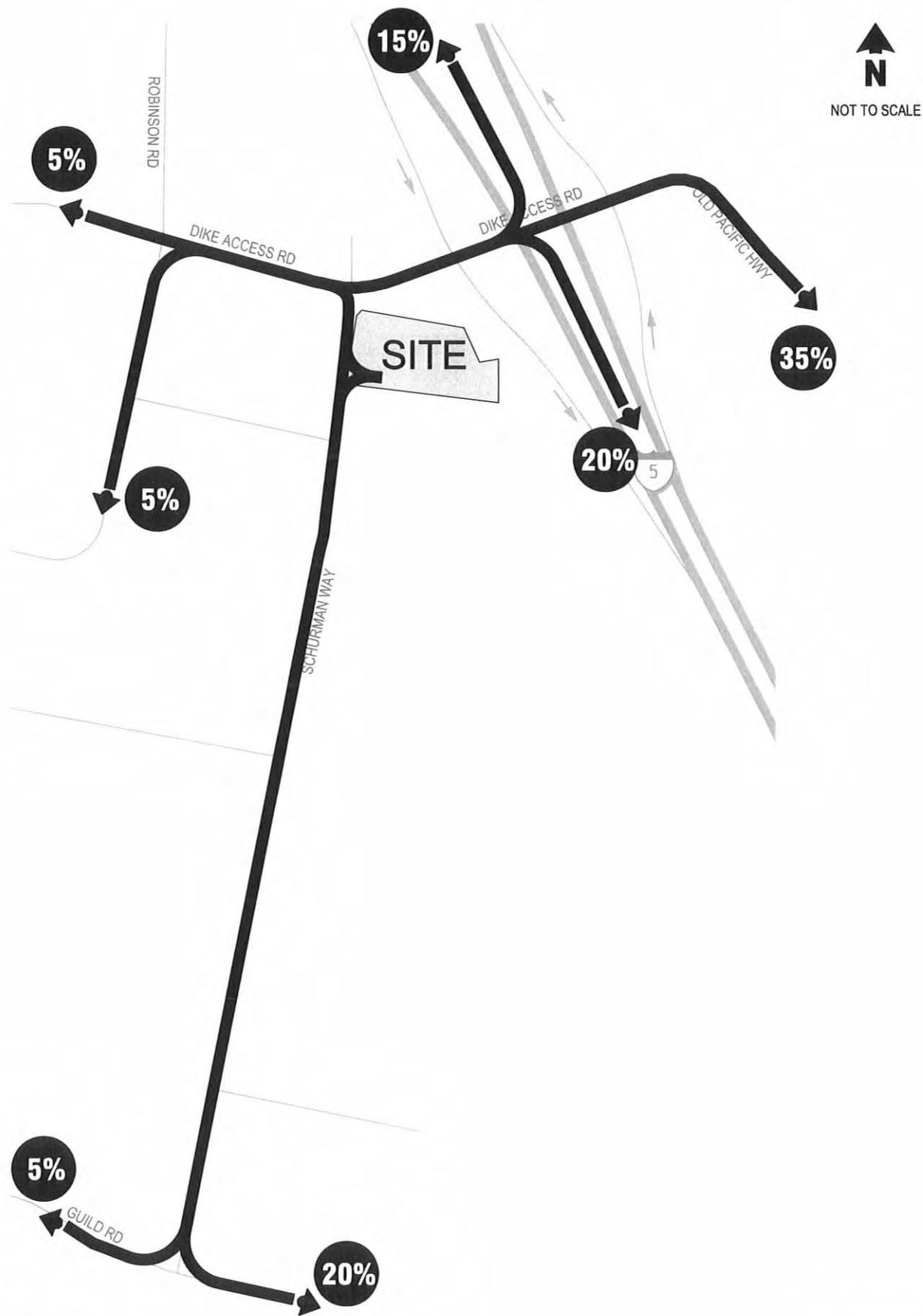
(X) = SATURDAY PEAK HOUR

2025 Baseline Weekday PM Peak Hour Traffic Volumes ATTACHMENT

Liberty Evans Rezone



M:\12112100.00 - Liberty Evans Rezone\Graphics\12100_graphic01 <C> scottl 06/14/12 08:21

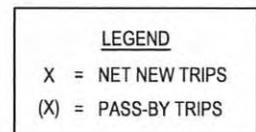
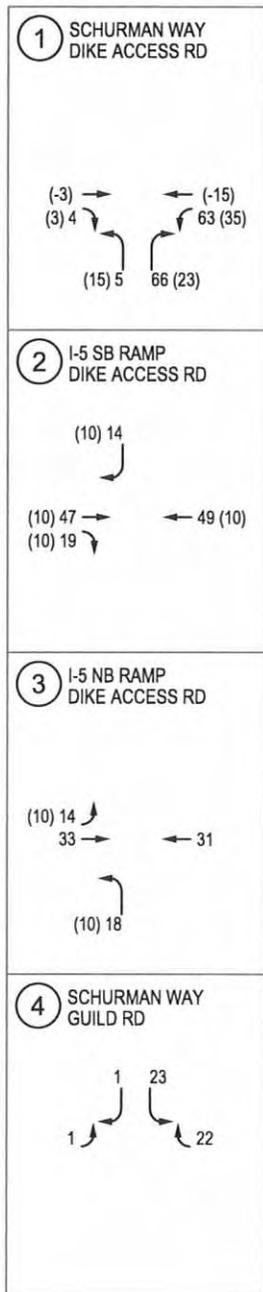


Project Trip Distribution

ATTACHMENT

Liberty Evans Rezone





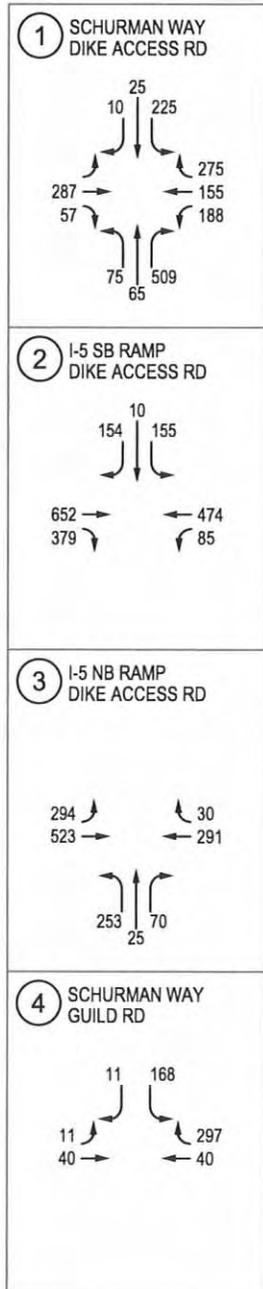
Project Trip Assignment

ATTACHMENT

Liberty Evans Rezone



5



2025 With-Project Weekday PM Peak Hour Traffic Volumes ATTACHMENT

Liberty Evans Rezone



HCM Unsignalized Intersection Capacity Analysis
 2: Dike Access Rd & Schuman Way

6/6/2012

												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Right Turn Channelized												
Volume (veh/h)	0	287	57	188	155	275	75	65	509	225	25	10
Peak Hour Factor	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93
Hourly flow rate (vph)	0	309	61	202	167	296	81	70	547	242	27	11
Approach Volume (veh/h)		370			665			698			280	
Crossing Volume (veh/h)		471			151			551			449	
High Capacity (veh/h)		955			1231			896			972	
High v/c (veh/h)		0.39			0.54			0.78			0.29	
Low Capacity (veh/h)		774			1022			722			789	
Low v/c (veh/h)		0.48			0.65			0.97			0.35	
Intersection Summary												
Maximum v/c High			0.78									
Maximum v/c Low			0.97									
Intersection Capacity Utilization		120.6%			ICU Level of Service				H			

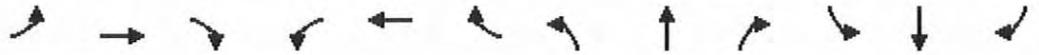
HCM 2010 Roundabout
 2: Dike Access Rd & Schuman Way

6/6/2012

Intersection				
Intersection Delay (sec/veh)	44.7			
Intersection LOS	E			
Approach	EB	WB	NB	SB
Entry Lanes	1	1	1	1
Conflicting Circle Lanes	1	1	1	1
Adjusted Approach Flow (vph)	370	665	698	280
Demand Flow Rate (pc/h)	388	725	718	282
Vehicles Circulating (pc/h)	491	155	568	485
Vehicles Exiting (pc/h)	276	1131	311	395
Follow-Up Headway (s)	3.186	3.186	3.186	3.186
Ped Vol. Crossing Leg (#/hr)	0	0	0	0
Ped Capacity Adjustment	1.000	1.000	1.000	1.000
Approach Delay (sec/veh)	15.0	18.8	98.6	10.8
Approach LOS	C	C	F	B
Lane	Left	Left	Left	Left
Designated moves	LTR	LTR	LTR	LTR
Assumed Moves	LTR	LTR	LTR	LTR
Right Turn Channelized				
Lane Utilization	1.000	1.000	1.000	1.000
Critical Headway (s)	5.193	5.193	5.193	5.193
Entry Flow Rate (pc/h)	388	725	718	282
Capacity, Entry Lane (pc/h)	692	968	640	696
Entry HV Adjustment Factor	0.953	0.917	0.972	0.992
Flow Rate, Entry (vph)	370	665	698	280
Capacity, Entry (vph)	659	888	622	690
Volume to Capacity Ratio	0.561	0.749	1.121	0.405
Control Delay (sec/veh)	15.0	18.8	98.6	10.8
Level of Service	C	C	F	B
95th-Percentile Queue (veh)	3	7	22	2

HCM Unsignalized Intersection Capacity Analysis
 3: I-5 SB Ramp & Dike Access Rd

6/6/2012



Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Right Turn Channelized												
Volume (veh/h)	0	652	379	85	474	0	0	0	0	155	10	154
Peak Hour Factor	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91
Hourly flow rate (vph)	0	716	416	93	521	0	0	0	0	170	11	169
Approach Volume (veh/h)		1133			614			0			351	
Crossing Volume (veh/h)		275			0			887			614	
High Capacity (veh/h)		1116			1385			683			852	
High v/c (veh/h)		1.01			0.44			0.00			0.41	
Low Capacity (veh/h)		918			1161			535			682	
Low v/c (veh/h)		1.23			0.53			0.00			0.51	

Intersection Summary												
Maximum v/c High											1.01	
Maximum v/c Low											1.23	
Intersection Capacity Utilization			115.6%			ICU Level of Service					H	

HCM 2010 Roundabout
 3: I-5 SB Ramp & Dike Access Rd

6/6/2012

Intersection

Intersection Delay (sec/veh) 115.0
 Intersection LOS F

Approach	EB	WB	NB	SB
Entry Lanes	1	1	0	1
Conflicting Circle Lanes	1	1	1	1
Adjusted Approach Flow (vph)	1132	614	0	350
Demand Flow Rate (pc/h)	1165	645	0	391
Vehicles Circulating (pc/h)	300	0	927	645
Vehicles Exiting (pc/h)	736	927	538	0
Follow-Up Headway (s)	3.186	3.186	3.186	3.186
Ped Vol. Crossing Leg (#/hr)	0	0	0	0
Ped Capacity Adjustment	1.000	1.000	1.000	1.000
Approach Delay (sec/veh)	200.2	10.6	0.0	22.3
Approach LOS	F	B	-	C

Lane	Left	Left	Left
Designated moves	TR	LT	LTR
Assumed Moves	TR	LT	LTR
Right Turn Channelized			
Lane Utilization	1.000	1.000	1.000
Critical Headway (s)	5.193	5.193	5.193
Entry Flow Rate (pc/h)	1165	645	391
Capacity, Entry Lane (pc/h)	837	1130	593
Entry HV Adjustment Factor	0.971	0.952	0.894
Flow Rate, Entry (vph)	1132	614	350
Capacity, Entry (vph)	813	1076	530
Volume to Capacity Ratio	1.392	0.571	0.660
Control Delay (sec/veh)	200.2	10.6	22.3
Level of Service	F	B	C
95th-Percentile Queue (veh)	49	4	5

HCM Unsignalized Intersection Capacity Analysis

4: Dike Access Rd & I-5 NB Ramp

6/6/2012

												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Right Turn Channelized												
Volume (veh/h)	294	523	0	0	291	30	253	25	70	0	0	0
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	320	568	0	0	316	33	275	27	76	0	0	0
Approach Volume (veh/h)		888			349			378			0	
Crossing Volume (veh/h)		0			622			888			591	
High Capacity (veh/h)		1385			847			682			868	
High v/c (veh/h)		0.64			0.41			0.55			0.00	
Low Capacity (veh/h)		1161			678			534			696	
Low v/c (veh/h)		0.76			0.51			0.71			0.00	
Intersection Summary												
Maximum v/c High			0.64									
Maximum v/c Low			0.76									
Intersection Capacity Utilization			90.5%		ICU Level of Service						E	

HCM 2010 Roundabout
4: Dike Access Rd & I-5 NB Ramp

6/6/2012

Intersection

Intersection Delay (sec/veh) 28.3
Intersection LOS D

Approach	EB	WB	NB	SB
Entry Lanes	1	1	1	0
Conflicting Circle Lanes	1	1	1	1
Adjusted Approach Flow (vph)	888	349	378	0
Demand Flow Rate (pc/h)	932	356	402	0
Vehicles Circulating (pc/h)	0	657	932	614
Vehicles Exiting (pc/h)	614	677	0	399
Follow-Up Headway (s)	3.186	3.186	3.186	3.186
Ped Vol. Crossing Leg (#/hr)	0	0	0	0
Ped Capacity Adjustment	1.000	1.000	1.000	1.000
Approach Delay (sec/veh)	20.9	18.6	54.4	0.0
Approach LOS	C	C	F	-

Lane	Left	Left	Left
Designated moves	LT	TR	LTR
Assumed Moves	LT	TR	LTR
Right Turn Channelized			
Lane Utilization	1.000	1.000	1.000
Critical Headway (s)	5.193	5.193	5.193
Entry Flow Rate (pc/h)	932	356	402
Capacity, Entry Lane (pc/h)	1130	586	445
Entry HV Adjustment Factor	0.952	0.979	0.941
Flow Rate, Entry (vph)	888	349	378
Capacity, Entry (vph)	1076	574	419
Volume to Capacity Ratio	0.825	0.608	0.904
Control Delay (sec/veh)	20.9	18.6	54.4
Level of Service	C	C	F
95th-Percentile Queue (veh)	10	4	10

HCM Unsignalized Intersection Capacity Analysis

11: Guild Rd

6/6/2012



Movement	EBL	EBT	WBT	WBR	SBL	SBR
Lane Configurations	↖	↑	↗		↙	↘
Volume (veh/h)	11	40	40	297	168	11
Sign Control		Free	Free		Stop	
Grade		0%	0%		0%	
Peak Hour Factor	0.85	0.85	0.85	0.85	0.85	0.85
Hourly flow rate (vph)	13	47	47	349	198	13
Pedestrians						
Lane Width (ft)						
Walking Speed (ft/s)						
Percent Blockage						
Right turn flare (veh)						
Median type		None	None			
Median storage (veh)						
Upstream signal (ft)						
pX, platoon unblocked						
vC, conflicting volume	396				295	222
vC1, stage 1 conf vol						
vC2, stage 2 conf vol						
vCu, unblocked vol	396				295	222
tC, single (s)	4.1				6.6	6.4
tC, 2 stage (s)						
tF (s)	2.2				3.7	3.5
p0 queue free %	99				70	98
cM capacity (veh/h)	1151				658	782

Direction, Lane #	EB 1	EB 2	WB 1	SB 1
Volume Total	13	47	396	211
Volume Left	13	0	0	198
Volume Right	0	0	349	13
cSH	1151	1700	1700	665
Volume to Capacity	0.01	0.03	0.23	0.32
Queue Length 95th (ft)	1	0	0	34
Control Delay (s)	8.2	0.0	0.0	12.9
Lane LOS	A			B
Approach Delay (s)	1.8		0.0	12.9
Approach LOS				B

Intersection Summary			
Average Delay		4.2	
Intersection Capacity Utilization		37.1%	ICU Level of Service
Analysis Period (min)		15	A

HCM Unsignalized Intersection Capacity Analysis

19:

6/6/2012



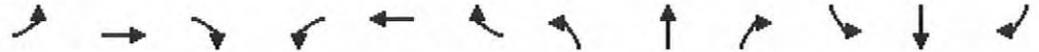
Movement	WBL	WBR	NBT	NBR	SBL	SBT
Lane Configurations	↙		↑	↘	↙	↘
Volume (veh/h)	26	117	533	30	107	163
Sign Control	Stop		Free			Free
Grade	0%		0%			0%
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	28	127	579	33	116	177
Pedestrians						
Lane Width (ft)						
Walking Speed (ft/s)						
Percent Blockage						
Right turn flare (veh)						
Median type			None			None
Median storage (veh)						
Upstream signal (ft)						
pX, platoon unblocked						
vC, conflicting volume	1005	596			612	
vC1, stage 1 conf vol						
vC2, stage 2 conf vol						
vCu, unblocked vol	1005	596			612	
tC, single (s)	6.4	6.2			4.1	
tC, 2 stage (s)						
tF (s)	3.5	3.3			2.2	
p0 queue free %	88	75			88	
cM capacity (veh/h)	235	504			967	

Direction, Lane #	WB 1	NB 1	SB 1
Volume Total	155	612	293
Volume Left	28	0	116
Volume Right	127	33	0
cSH	417	1700	967
Volume to Capacity	0.37	0.36	0.12
Queue Length 95th (ft)	42	0	10
Control Delay (s)	18.7	0.0	4.4
Lane LOS	C		A
Approach Delay (s)	18.7	0.0	4.4
Approach LOS	C		

Intersection Summary			
Average Delay		4.0	
Intersection Capacity Utilization		63.0%	ICU Level of Service B
Analysis Period (min)		15	

HCM Unsignalized Intersection Capacity Analysis
 2: Schurman Way/Schuman Way & Dike Access Rd

6/6/2012



Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Right Turn Channelized												
Volume (veh/h)	0	290	50	97	170	275	58	65	458	225	25	10
Peak Hour Factor	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93	0.93
Hourly flow rate (vph)	0	312	54	104	183	296	62	70	492	242	27	11
Approach Volume (veh/h)		366			583			625			280	
Crossing Volume (veh/h)		373			132			554			349	
High Capacity (veh/h)		1033			1249			894			1052	
High v/c (veh/h)		0.35			0.47			0.70			0.27	
Low Capacity (veh/h)		843			1038			720			860	
Low v/c (veh/h)		0.43			0.56			0.87			0.32	

Intersection Summary												
Maximum v/c High											0.70	
Maximum v/c Low											0.87	
Intersection Capacity Utilization			112.0%			ICU Level of Service					H	

HCM 2010 Roundabout
 2: Schurman Way/Schuman Way & Dike Access Rd

6/6/2012

Intersection				
Intersection Delay (sec/veh)	29.8			
Intersection LOS	D			
Approach	EB	WB	NB	SB
Entry Lanes	1	1	1	1
Conflicting Circle Lanes	1	1	1	1
Adjusted Approach Flow (vph)	366	583	624	280
Demand Flow Rate (pc/h)	385	635	643	282
Vehicles Circulating (pc/h)	384	136	572	376
Vehicles Exiting (pc/h)	274	1079	197	395
Follow-Up Headway (s)	3.186	3.186	3.186	3.186
Ped Vol. Crossing Leg (#/hr)	0	0	0	0
Ped Capacity Adjustment	1.000	1.000	1.000	1.000
Approach Delay (sec/veh)	12.2	14.1	64.1	9.1
Approach LOS	B	B	F	A
Lane	Left	Left	Left	Left
Designated moves	LTR	LTR	LTR	LTR
Assumed Moves	LTR	LTR	LTR	LTR
Right Turn Channelized				
Lane Utilization	1.000	1.000	1.000	1.000
Critical Headway (s)	5.193	5.193	5.193	5.193
Entry Flow Rate (pc/h)	385	635	643	282
Capacity, Entry Lane (pc/h)	770	986	638	776
Entry HV Adjustment Factor	0.952	0.917	0.970	0.992
Flow Rate, Entry (vph)	366	583	624	280
Capacity, Entry (vph)	732	905	619	770
Volume to Capacity Ratio	0.500	0.644	1.008	0.363
Control Delay (sec/veh)	12.2	14.1	64.1	9.1
Level of Service	B	B	F	A
95th-Percentile Queue (veh)	3	5	16	2

HCM Unsignalized Intersection Capacity Analysis
 3: I-5 SB Ramp & Dike Access Rd

6/6/2012

												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Right Turn Channelized												
Volume (veh/h)	0	622	361	85	419	0	0	0	0	155	10	131
Peak Hour Factor	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91	0.91
Hourly flow rate (vph)	0	684	397	93	460	0	0	0	0	170	11	144
Approach Volume (veh/h)		1080			554			0			325	
Crossing Volume (veh/h)		275			0			854			554	
High Capacity (veh/h)		1116			1385			702			894	
High v/c (veh/h)		0.97			0.40			0.00			0.36	
Low Capacity (veh/h)		918			1161			551			720	
Low v/c (veh/h)		1.18			0.48			0.00			0.45	
Intersection Summary												
Maximum v/c High			0.97									
Maximum v/c Low			1.18									
Intersection Capacity Utilization		108.6%			ICU Level of Service					G		

HCM 2010 Roundabout
 3: I-5 SB Ramp & Dike Access Rd

6/6/2012

Intersection

Intersection Delay (sec/veh) 101.8
 Intersection LOS F

Approach	EB	WB	NB	SB
Entry Lanes	1	1	0	1
Conflicting Circle Lanes	1	1	1	1
Adjusted Approach Flow (vph)	1081	553	0	325
Demand Flow Rate (pc/h)	1114	581	0	363
Vehicles Circulating (pc/h)	300	0	895	581
Vehicles Exiting (pc/h)	644	895	519	0
Follow-Up Headway (s)	3.186	3.186	3.186	3.186
Ped Vol. Crossing Leg (#/hr)	0	0	0	0
Ped Capacity Adjustment	1.000	1.000	1.000	1.000
Approach Delay (sec/veh)	174.4	9.4	0.0	17.5
Approach LOS	F	A	-	C

Lane	Left	Left	Left
Designated moves	TR	LT	LTR
Assumed Moves	TR	LT	LTR
Right Turn Channelized			
Lane Utilization	1.000	1.000	1.000
Critical Headway (s)	5.193	5.193	5.193
Entry Flow Rate (pc/h)	1114	581	363
Capacity, Entry Lane (pc/h)	837	1130	632
Entry HV Adjustment Factor	0.971	0.952	0.895
Flow Rate, Entry (vph)	1081	553	325
Capacity, Entry (vph)	813	1075	565
Volume to Capacity Ratio	1.331	0.514	0.574
Control Delay (sec/veh)	174.4	9.4	17.5
Level of Service	F	A	C
95th-Percentile Queue (veh)	43	3	4

HCM Unsignalized Intersection Capacity Analysis

4: Dike Access Rd & I-5 NB Ramp

6/6/2012



Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Right Turn Channelized												
Volume (veh/h)	278	509	0	0	264	30	227	25	70	0	0	0
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	302	553	0	0	287	33	247	27	76	0	0	0
Approach Volume (veh/h)		855			320			350			0	
Crossing Volume (veh/h)		0			576			855			534	
High Capacity (veh/h)		1385			878			701			909	
High v/c (veh/h)		0.62			0.36			0.50			0.00	
Low Capacity (veh/h)		1161			706			550			732	
Low v/c (veh/h)		0.74			0.45			0.64			0.00	

Intersection Summary

Maximum v/c High		0.62										
Maximum v/c Low		0.74										
Intersection Capacity Utilization		86.0%		ICU Level of Service					E			

Intersection

Intersection Delay (sec/veh) 22.7
 Intersection LOS C

Approach	EB	WB	NB	SB
Entry Lanes	1	1	1	0
Conflicting Circle Lanes	1	1	1	1
Adjusted Approach Flow (vph)	855	320	350	0
Demand Flow Rate (pc/h)	898	327	372	0
Vehicles Circulating (pc/h)	0	608	898	555
Vehicles Exiting (pc/h)	555	662	0	380
Follow-Up Headway (s)	3.186	3.186	3.186	3.186
Ped Vol. Crossing Leg (#/hr)	0	0	0	0
Ped Capacity Adjustment	1.000	1.000	1.000	1.000
Approach Delay (sec/veh)	18.8	15.2	39.1	0.0
Approach LOS	C	C	E	-

Lane	Left	Left	Left
Designated moves	LT	TR	LTR
Assumed Moves	LT	TR	LTR
Right Turn Channelized			
Lane Utilization	1.000	1.000	1.000
Critical Headway (s)	5.193	5.193	5.193
Entry Flow Rate (pc/h)	898	327	372
Capacity, Entry Lane (pc/h)	1130	615	460
Entry HV Adjustment Factor	0.952	0.979	0.942
Flow Rate, Entry (vph)	855	320	350
Capacity, Entry (vph)	1076	602	434
Volume to Capacity Ratio	0.795	0.532	0.808
Control Delay (sec/veh)	18.8	15.2	39.1
Level of Service	C	C	E
95th-Percentile Queue (veh)	9	3	7

HCM Unsignalized Intersection Capacity Analysis

11: Guild Rd & Schurman Way

6/6/2012



Movement	EBL	EBT	WBT	WBR	SBL	SBR
Lane Configurations	↙	↑	↑		↘	
Volume (veh/h)	10	40	238	40	113	11
Sign Control		Free	Free		Stop	
Grade		0%	0%		0%	
Peak Hour Factor	0.85	0.85	0.85	0.85	0.85	0.85
Hourly flow rate (vph)	12	47	280	47	133	13
Pedestrians						
Lane Width (ft)						
Walking Speed (ft/s)						
Percent Blockage						
Right turn flare (veh)						
Median type		None	None			
Median storage (veh)						
Upstream signal (ft)						
pX, platoon unblocked						
vC, conflicting volume	327				374	304
vC1, stage 1 conf vol						
vC2, stage 2 conf vol						
vCu, unblocked vol	327				374	304
tC, single (s)	4.1				6.6	6.4
tC, 2 stage (s)						
tF (s)	2.2				3.7	3.5
p0 queue free %	99				78	98
cM capacity (veh/h)	1221				593	702

Direction, Lane #	EB 1	EB 2	WB 1	SB 1
Volume Total	12	47	327	146
Volume Left	12	0	0	133
Volume Right	0	0	47	13
cSH	1221	1700	1700	601
Volume to Capacity	0.01	0.03	0.19	0.24
Queue Length 95th (ft)	1	0	0	24
Control Delay (s)	8.0	0.0	0.0	12.9
Lane LOS	A			B
Approach Delay (s)	1.6		0.0	12.9
Approach LOS				B

Intersection Summary				
Average Delay			3.7	
Intersection Capacity Utilization		28.6%	ICU Level of Service	A
Analysis Period (min)		15		

HCM Unsignalized Intersection Capacity Analysis
 19: Schurman Way & Site Access

6/6/2012



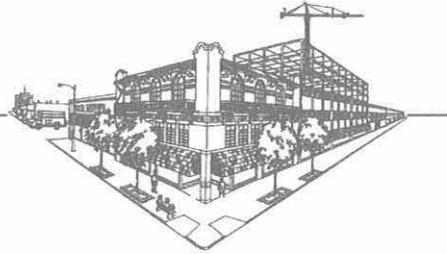
Movement	WBL	WBR	NBT	NBR	SBL	SBT
Lane Configurations	↙		↑	↘	↙	↘
Volume (veh/h)	14	41	520	3	7	140
Sign Control	Stop		Free			Free
Grade	0%		0%			0%
Peak Hour Factor	0.92	0.92	0.92	0.92	0.92	0.92
Hourly flow rate (vph)	15	45	565	3	8	152
Pedestrians						
Lane Width (ft)						
Walking Speed (ft/s)						
Percent Blockage						
Right turn flare (veh)						
Median type			None			None
Median storage (veh)						
Upstream signal (ft)						
pX, platoon unblocked						
vC, conflicting volume	734	567			568	
vC1, stage 1 conf vol						
vC2, stage 2 conf vol						
vCu, unblocked vol	734	567			568	
tC, single (s)	6.4	6.2			4.1	
tC, 2 stage (s)						
tF (s)	3.5	3.3			2.2	
p0 queue free %	96	91			99	
cM capacity (veh/h)	384	523			1004	

Direction, Lane #	WB 1	NB 1	SB 1
Volume Total	60	568	160
Volume Left	15	0	8
Volume Right	45	3	0
cSH	479	1700	1004
Volume to Capacity	0.12	0.33	0.01
Queue Length 95th (ft)	11	0	1
Control Delay (s)	13.6	0.0	0.5
Lane LOS	B		A
Approach Delay (s)	13.6	0.0	0.5
Approach LOS	B		

Intersection Summary			
Average Delay		1.1	
Intersection Capacity Utilization		37.6%	ICU Level of Service
Analysis Period (min)		15	A

E. D. Hovee & Company, LLC

Economic and Development Services



MEMORANDUM

To: Mr. Mark Fleischaeur
Liberty Evans LLC

From: Eric Hovee & Andrea Logue

Subject: Economic Needs Analysis Proposal for Woodland Property Commercial Rezone

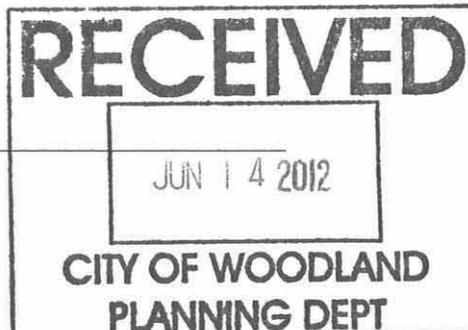
Date: May 14, 2012

At the request of Liberty Evans LLC, E. D. Hovee & Company, LLC has prepared this economic needs analysis for a proposal to redesignate approximately 3.4 acres owned by Liberty Evans as part of an approximately 6-acre site in Woodland from Light Industrial (I-1) to Highway Commercial (C-2) use in the city's Comprehensive Plan and zoning map. Topics covered by this assessment are:

- Summary background of the proposal and site location.
- Commercial land needs analysis – including review of suitability of the subject site and existing commercial lands inventory.
- Industrial land needs analysis – based on comprehensive plan evaluation of industrial land needs versus supply and associated market trends.
- Economic benefits of proposed redesignation – including added employment and sales/property tax revenues to the City of Woodland.
- Summary conclusions – regarding economic need in support of the rezone as proposed.

Information for this assessment is drawn from a review of the City of Woodland Comprehensive Plan and market information regarding commercial and industrial demand experienced in the Woodland area, including similar prior analysis conducted by our firm.¹ Comparative employment and tax benefits are calculated based on typical patterns of industrial and commercial development that might be anticipated for the subject site.²

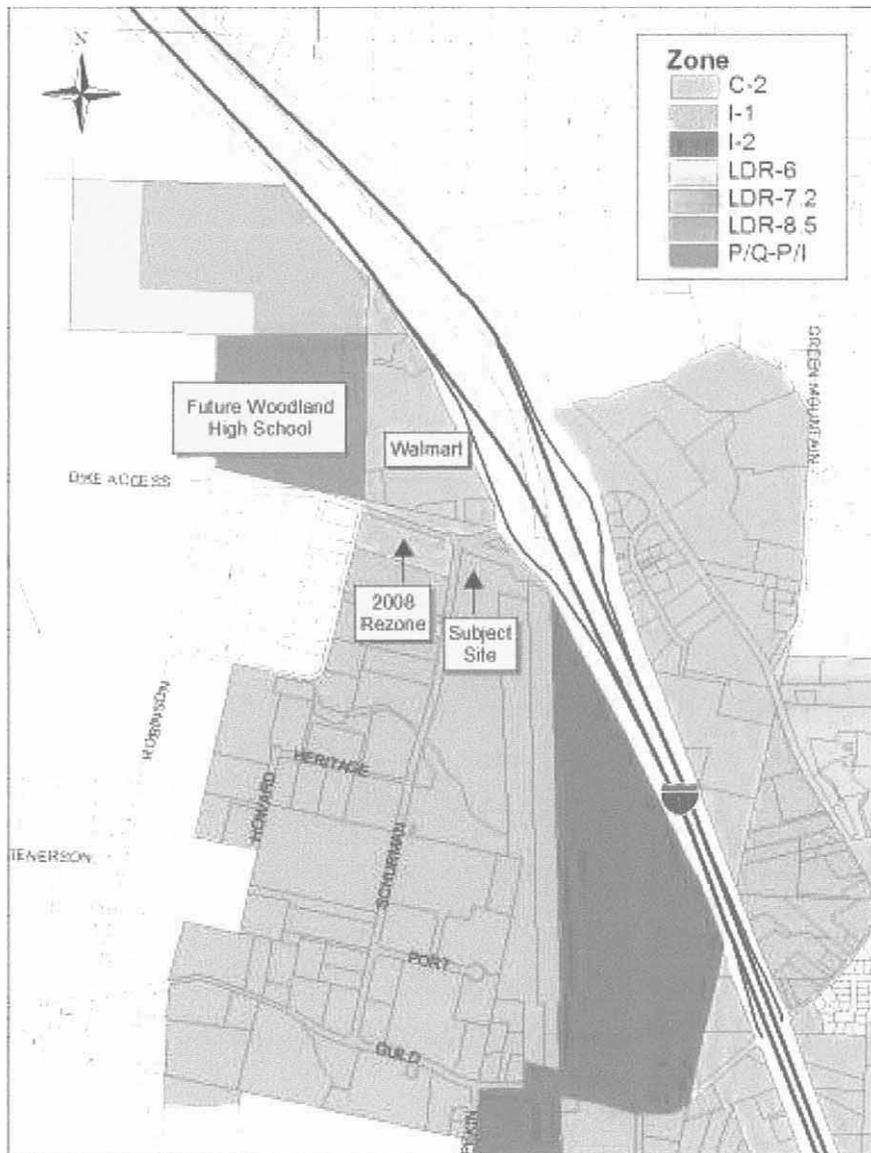
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PROJECT BACKGROUND

The approximately 6-acre subject site is located in the City of Woodland at the southeast corner of Dike Access Road and Shurman Way. The property is directly accessed from Interstate 5 via the Dike Access Road interchange (Exit 22).

Figure 1. Map of Subject Site & Vicinity



Source: Cowlitz-Wahkiakum Council of Governments GIS (2004-06) and amended by E. D. Hovee & Company, LLC.

While the subject site has some topographical and potential easement issues (as with a natural gas line, lift station and substation), these are anticipated to be resolved in a manner that will allow development to proceed. Taken together, the property's direct freeway accessibility

coupled with adjacency to other commercial uses will further strengthen this commercial node for the City of Woodland.

Vicinity Area Uses. Consistent with its location adjacent to an Interstate 5 freeway interchange, development of property on Dike Access Road at Exit 22 has become focused in recent years on commercial use. Immediately across Dike Access Road to the north of the subject site is a 157,000-square-foot Walmart store, which opened in 2010. In 2008, just under 6 acres (owned by the Brothers Chumbley, LLC) on the south side of Dike Access Road and west of Shurman was redesignated by the City of Woodland from industrial to commercial use.

Other nearby uses located further from the interchange include light industrial property to the south, residential to the west, and vacant land to the east. Also noted is that the Woodland School District has acquired property for construction of a school northwest of the subject property, and a bond measure to finance the new school was approved by voters in April 2012.

Criteria for Land Use Redesignation. Criteria that have been applied previously by the City of Woodland in considering comprehensive plan and zoning redesignations from industrial to commercial have included demonstration that:³

- Redesignation would be consistent with a goal of Woodland’s Comprehensive Plan to use “the advantage of freeway visibility to establish the city as a traveler/tourist service center.”
- Additional land in the city could be required to meet 20-year growth needs through the year 2025 (five years beyond the time horizon of the 2002-prepared *Woodland Urban Growth Management Program*).
- Rezoning would not create a nuisance or interfere with neighboring existing uses.

As with the other commercial and institutional uses adjoining the subject Liberty Evans LLC site, this proposed redesignation appears consistent with, and should reinforce, the ability for land in the vicinity of the Exit 22 interchange to effectively address these criteria. The remainder of this analysis provides an evaluation of needs for added commercial land in Woodland – both generally and for the subject site in particular. This is followed by review of relative need to maintain the Liberty Evans LLC property in its current industrial designation, and then discussion of economic benefits to Woodland in terms of employment and tax revenues.

COMMERCIAL LAND NEEDS

The first question addressed by this economic needs analysis is whether there is a demonstrated need for *additional suitably zoned and located commercial land* in Woodland. This determination of commercial land needs potentially met by rezoning of the subject Liberty Evans LLC property involves assessment of:

- Overall commercial land inventory versus projected demand (or acreage needs).
- Suitability of Woodland’s existing commercial inventory (compared to the subject site).

Commercial Acreage Need versus Supply. Commercial and industrial land needs for the City of Woodland were thoroughly evaluated in 2002 as part of the *Woodland Urban Growth Management Program (WUGMP)*. This analysis identified an inventory of 182 acres of commercially designated property within the Woodland Urban Growth Area (UGA).

Projected commercial land need to 2020 was estimated at 262 acres (based on a commercial land to population forecast methodology). Realization of this demand would mean that the available commercial land supply would fall short of need by about 86 acres.

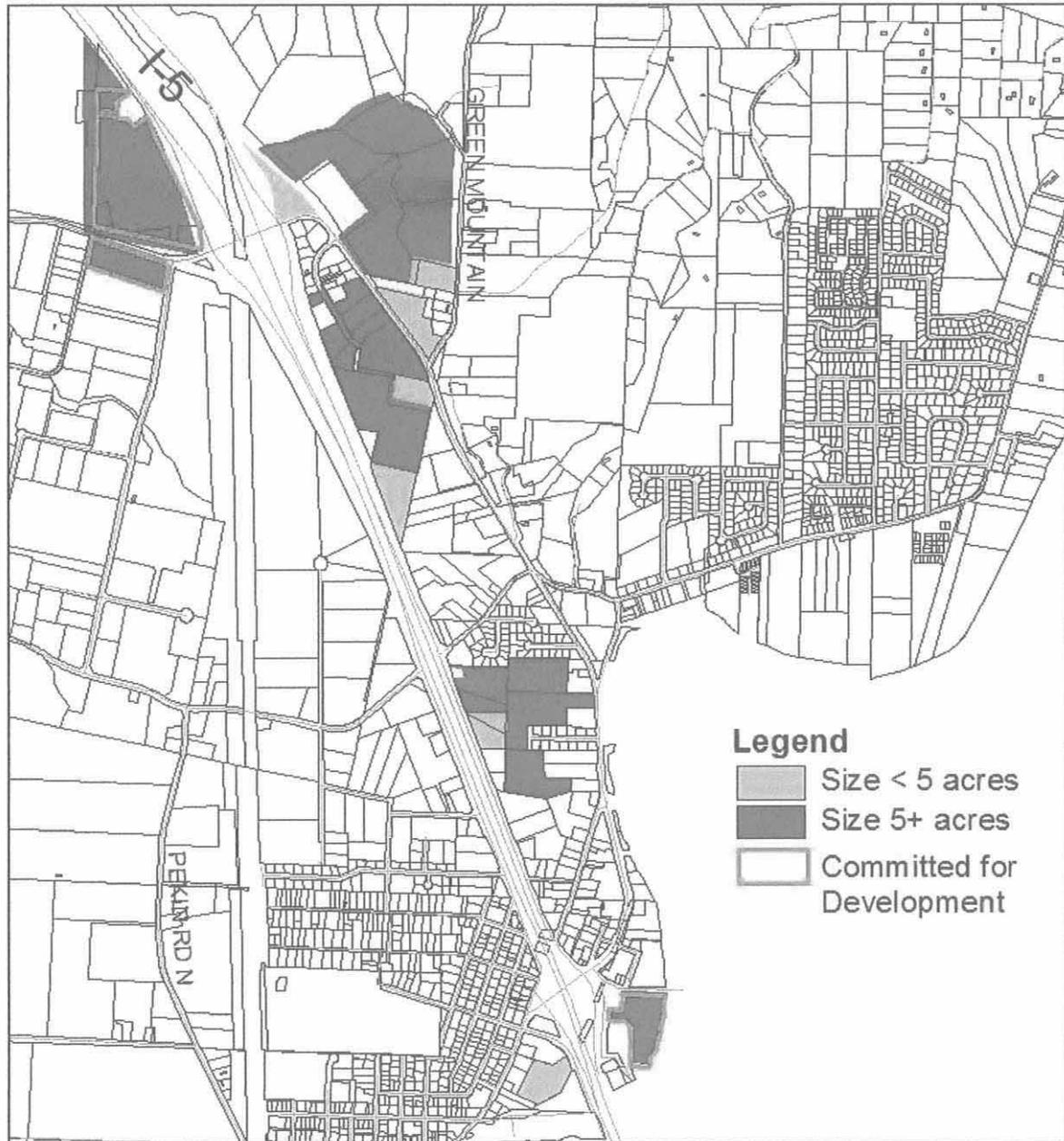
To address this deficit, the WUGMP recommended that Woodland add 71 acres of commercial land by 2020.⁴ The WUGMP report further recommended that: (a) 29.6 acres of light industrial land within the existing city be reclassified from industrial to commercial; and that (b) another 71.0 acres be added to the unincorporated area of the UGA.

Subsequent to the WUGMP and 2005 adopted Comprehensive Plan, Cowlitz-Wahkiakum Council of Governments indicated that there were approximately 173 acres of existing commercially designated vacant property as of 2005. The bulk of the inventory (approximately 169 acres) was comprised of C-2 Highway Commercial designated lands.

As was the case with previous 2008 analysis for the approved Chumbley Brothers rezone with property situated immediately west of the subject Liberty Evans LLC site, it is to the question of commercial site suitability that this assessment now turns. Site suitability is assessed from two perspectives: size of vacant commercial parcels and constraints to development.

Size of Commercial Parcels. As illustrated by the map on the following page, a substantial portion of the vacant commercial inventory consists of relatively small (less than 5 acre) parcels.

Figure 2. Map of Vacant Commercial Land by Area (2008)

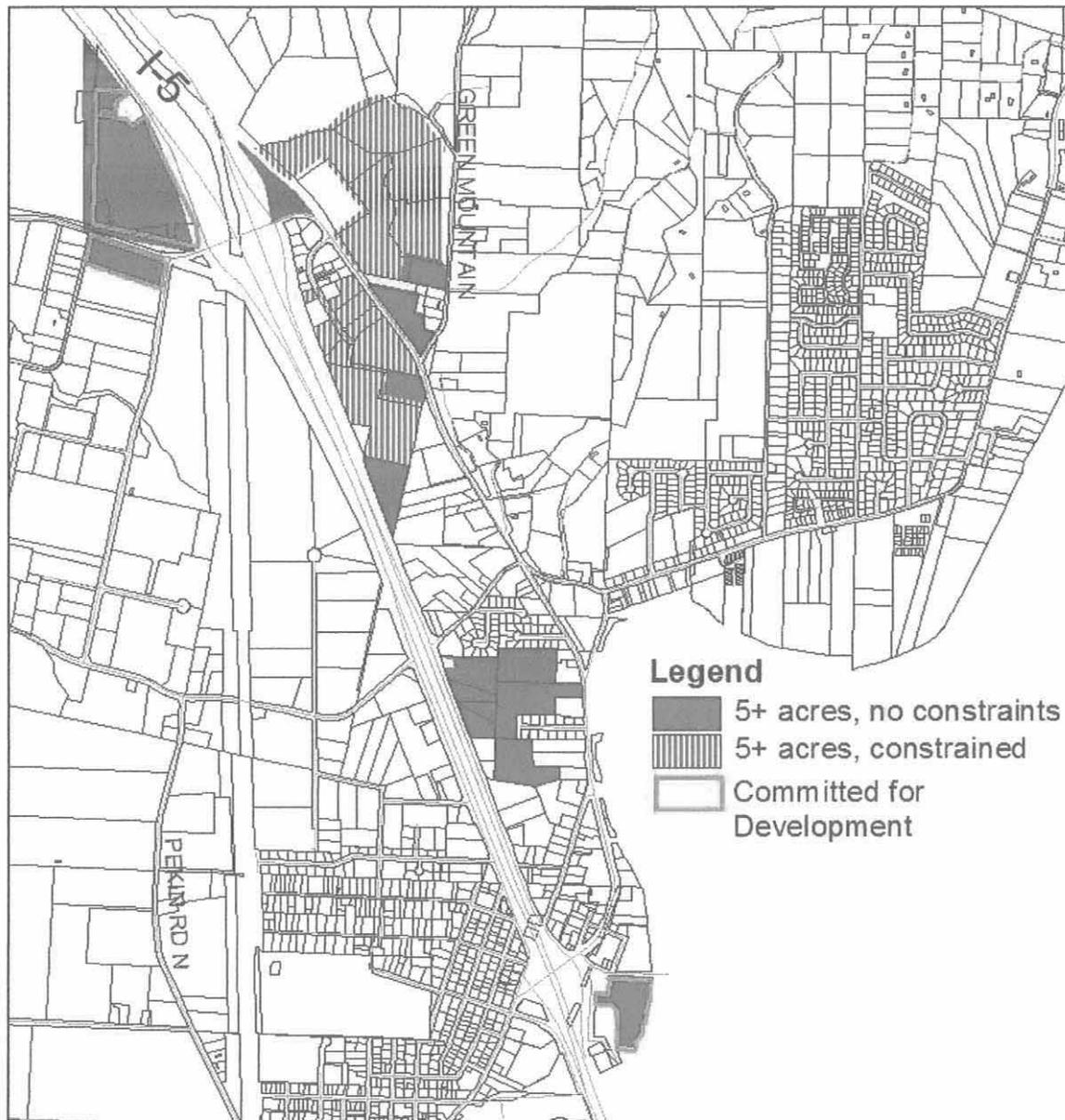


Source: Cowlitz-Wahkiakum Council of Governments GIS (2004-06) and amended by E. D. Hovee & Company, LLC.

Assuring an adequate supply of mid-size to larger sites (of 5+ acres) can be expected to serve as the primary location choice for master planned commercial developments offering one-stop shopping convenience for retail customers. However, while the map indicates some diversity of these larger sites, many of these sites have substantial development constraints – a factor that is particularly significant for properties east of I-5 in the vicinity of the Dike Access Road interchange.

Vacant Commercial Land Constraints. As illustrated by the following map, a substantive reason for consideration of added commercial land has been that much of the land designated for commercial use does not appear to be readily suitable for that use – due to factors such as poor access, lack of infrastructure and environmental constraints (including wetlands, floodplain and steep slopes). This is an issue that has been previously documented and remains of importance in considering the continued need for market-ready commercial development sites.

Figure 3. Map of Constrained Vacant Commercial Land 5+ Acres (2008)



Source: Cowlitz-Wahkiakum Council of Governments GIS (2004-06) and amended by E. D. Hovee & Company, LLC.

Issues with the development suitability of the existing vacant, commercially designated land inventory in Woodland are particularly apparent when comparing the attributes of the subject Liberty Evans LLC property to other vacant parcels in Woodland zoned for commercial use. Key observations of note that have been identified regarding major commercially designated lands include the following:

- All vacant commercial property at least 5 acres or more in size is zoned C-2 Highway Commercial and measures a total of 145 acres (or 84% of the total 173-acre vacant commercial inventory).
- However, over half (55%) of the vacant commercial property measuring 5+ acres has 50% or more of parcel land area constrained by wetlands, floodplain and/or slope. The unconstrained portion totals 65 acres. In effect, only 38% of Woodland's vacant commercial land inventory has been comprised of properties that are at least 5 acres in size and for which the majority of the site is not affected by wetland or slope constraints.

Also noted is that the remaining supply of commercial lands has been reduced by demand experienced since adoption of the 2005 Comprehensive Plan. As noted by our prior 2008 rezone analysis, major changes have included: development of the now-completed Walmart Supercenter on approximately 18.5 acres situated just west of Interstate 5 at the Dike Access Road interchange, coupled with three adjacent sites owned by Chumbley Brothers adding 3.3 and then 5.9 acres, and 6.5 acres along the Lewis River located east of the wastewater treatment plant.

Located across the street from the subject Liberty Evans LLC site, the Walmart development together with the 6.5-acre riverfront property development have the effect of further reducing the remaining readily developable commercial inventory to 37 acres. This reduced inventory is only 14% of the 262 acres of commercial land need projected to 2020 as cited by the WUGMP.⁵

Commercial Need Summarized. As with prior assessments, this updated analysis indicates that Woodland's inventory of vacant commercially zoned property remains inadequate to meet needs (resulting from WUGMP recommendations) for Woodland's Comprehensive Plan. The commercial lands deficiency is greatly magnified when substantially constrained sites are excluded from the inventory of sites of 5+ acres deemed as truly suitable for retail development.

INDUSTRIAL LAND NEEDS

The previous section of this economic needs analysis addressed questions related to the need for additional suitable commercial land in Woodland. A follow-on question (addressed in this section) is whether there is an *adequate supply of vacant industrial land* to readily allow for the redesignation of the Liberty Evans LLC property from industrial to commercial use – and still provide more than adequate industrial land to meet Woodland's current and future needs.

As has been previously documented, the answer to this question appears fairly clear-cut – both with respect to the city's WUGMP/Comprehensive Plan process and current market demand.

WUGMP/Comprehensive Plan. The 2002 WUGMP identified an acreage need of 320-349 acres of industrial land to 2020 versus vacant and buildable acreage of 712 acres. This left a

surplus of 363-392 acres – representing considerably more land than would be needed over the forecast period. As a result, the WUGMP committee recommended no change to the current designations – essentially meaning that the inventory of industrial land would remain more than twice the projected acreage needed.

The 2005-adopted Comprehensive Plan essentially followed the WUGMP recommendations with the specific observation that:

The City of Woodland will not need any additional industrial land in the next 20 years. The land designated industrial in the city and the land reserved for future industrial uses in the city’s UGA provides an ample supply of industrial land.

In addition to the ample supply of land designated for industrial use, the Comprehensive Plan also designated another 1,410 acres within the city and adjoining urban growth area (UGA) as Agricultural-Industrial (AG-I). As noted by the Comprehensive Plan, this land is “designed to reserve the land for future industrial growth.”

Finally, it is noted that since the 2005 adoption of the Woodland Comprehensive Plan, approximately 400 acres of AG-I land within the city’s UGA has been annexed to the City of Woodland further enhancing the effective development capacity of land available for future industrial use. Taken together, these actions indicate that the city has continued to be pro-active with designation of land long-term industrial employment needs of the Woodland community.

Industrial Need Summarized. When measured by 2005 WUGMP/Comprehensive Plan expectations, Woodland would appear to have more than double the inventory of industrial land required to meet projected need through 2020. The proposed redesignation of the 6-acre Liberty Evans LLC property from industrial to commercial use redesignation will affect less than 1% of the UGA vacant designated industrial inventory.

ECONOMIC BENEFITS OF PROPOSED REDESIGNATION

With this assessment, consideration is also given to economic benefits associated with proposed rezoning – in terms of added employment and taxes to the City of Woodland for industrial development (as currently zoned) compared with commercial retail use (as proposed).

Comparative Employment. As is detailed by calculations illustrated in the Appendix to this report, employment associated with industrial development of the approximately 6-acre Liberty Evans LLC site can vary widely – from as few as 35 jobs with a distribution facility having considerable outdoor storage up to a high end figure of 125 jobs for a business/industrial park type of use with typical site coverage and no outdoor storage. Assuming a relatively high level of site coverage, commercial retail development would involve a somewhat more predictable and higher employment count at build-out – estimated at approximately 190 jobs.

In effect, while industrial use often offers ability for somewhat greater site coverage (due to lower parking requirements), this is more than offset by higher average density of employment per square foot of building area with commercial development. Jobs with commercial retail

development could also be expected to materialize more rapidly than those with an industrial use – due to strong expressed demand from prospective commercial users of the subject site.

Of particular note at this time of early recovery from the recent recession is the continued need for added employment for residents of Woodland and surrounding communities, especially in economically distressed Cowlitz County. As of March 2012, the Cowlitz County unemployment rate was 12.0% – well above the comparable statewide rate of 8.8%.⁶

Woodland Tax Benefits of Commercial Retail versus Industrial Development. Tax benefits directly available to the City of Woodland from retail development are substantially greater than with industrial use (also detailed by calculations provided by the Appendix to this report). For industrial development, tax benefits calculated represent a best case scenario for the City of Woodland and could change due to the potential for sales tax exemptions for certain industries. Tax benefits from industrial as compared with commercial development are calculated to include:

- *One-time sales tax on construction* – estimated at \$74,000 for industrial versus an estimated \$83,000 with commercial development of the property.
- *Annual ongoing property and sales tax upon completion* – estimated at \$33,200 per year with industrial versus \$191,100 annually to the City of Woodland with commercial use.⁷

In effect, while sales tax on construction is roughly comparable for industrial and commercial development, the annual on-going tax yield to the City of Woodland from commercial development is estimated at close to six times the tax benefit with industrial use. Over time, this difference is magnified due to the greater growth potential of retail sales tax versus the constrained nature of property tax revenues (with voter approved 1% annual growth limitation).

Over a 20-year time horizon, the net present value (NPV) of cumulative tax revenues to the City of Woodland is estimated at \$3.1 million with commercial as compared to less than \$560,000 with industrial development. This estimate assumes a 5.0% discount rate – recognizing that the value of each dollar of revenue received in year 1 is greater than that of each dollar of revenue received at year 20.

Tax Benefits to All State/Local Jurisdictions. These above calculations do not include revenues to state and other jurisdictions which are substantial. For example, the annual property and sales tax revenues generated to the State of Washington and all benefitting Cowlitz County jurisdictions (including the City of Woodland) are estimated at nearly \$1.3 million per year with commercial development versus less than \$200,000 with industrial development. Also not included with these calculations is the potential added land value and resulting property tax contribution from this site that may result from redesignation of land from industrial to commercial use – as commercial is typically associated with greater land value than industrial.

SUMMARY CONCLUSIONS

In summary, this analysis supports the proposal for redesignation of approximately 6 acres owned by Liberty Evans LLC LLC from Light Industrial to Highway Commercial zoning – due

to greater need for added commercial than industrial land coupled with greater potential economic benefit with commercial than industrial use:

Greater Need for Added Commercial than Industrial Land:

- The 2002 WUGMP and 2005 adopted Comprehensive Plan for Woodland both indicate an inadequate supply of commercial land versus an oversupply of designated industrial land – supporting the redesignation of sites more suitable for commercial than industrial.
- The majority of Woodland’s existing vacant commercial inventory is not well suited at least in the near term for master planned commercial development – due to inadequate size and substantial wetland, steep slope and floodplain constraints.
- By comparison, the subject Liberty Evans LLC property is extremely well positioned for commercial use by virtue of its adjacency to the Exit 22 interchange with Interstate 5 and location across the street from a recently opened Walmart Supercenter development (which is drawing considerable retail patronage from Woodland and other area communities to this emerging commercial node).
- Retail businesses situated on the Liberty Evans LLC site offer the opportunity to benefit from the visibility and traffic generated by the Walmart and neighboring commercial, institutional and industrial uses, taking advantage of trips already generated to the site area.
- Redesignation will involve only 6 acres or less than 1% of the City of Woodland’s vacant UGA designated industrial inventory. There is still at least 350+ acres more than the industrial land need projected through 2020 *plus* added long-term potential with future conversion of another more than 1,400 acres with Agriculture-Industrial designation. Also noted is that of this added AG-I potential, approximately 400 acres have recently been annexed to the City of Woodland – bringing this added industrial land resource one step closer to development readiness.

Greater Potential Economic Benefit with Commercial than Industrial Use:

- Commercial retail development can be expected to generate an estimated 190 jobs with build-out of the property, somewhat more than maximum potential of 125 jobs that might be associated with industrial use. Commercial jobs will materialize more quickly due to expressed interest in the site.
- Finally, ongoing tax revenues directly available to the City of Woodland are close to six times greater with commercial retail than industrial development of the property. This is because retail use can be expected to generate a much higher level of taxable retail sales than industrial use – a difference that will be amplified over time due to statutory limitations on property tax revenue growth in the State of Washington.

E. D. Hovee & Company, LLC appreciates the opportunity to provide this economic need analysis on behalf of Liberty Evans LLC. We are happy to respond to questions or provide added information regarding any aspect of this report.

APPENDIX. SUPPLEMENTAL DATA TABLES

**Figure 4. Comparative On-Site Employment Analysis
(6-Acre Site)**

	Site Coverage	Building Area % of Use	Area Square Feet	Density SF/Job	Estimated Jobs
INDUSTRIAL USE					
A. Low Density Option					
Warehouse (w/outside storage/loading)	0.19	100%	50,000	1,390	35
B. High Density Option					
Office		10%	9,000	370	25
Light Industrial		45%	40,500	595	70
Warehouse		45%	40,500	1,390	30
	0.34	100%	90,000	720	125
COMMERCIAL USE					
Multi-Use Commercial (including dining)	0.29	100%	75,000	400	190
Gas Service w/Convenience		0%	-	-	-
Dining		0%	-	200	-
	0.29	100%	75,000	395	190

Source: E. D. Hovee & Company, LLC, consistent with analysis provided with prior 2008 rezone analysis.

Figure 5. Comparative City of Woodland Tax Benefits
(All Estimates are in 2012 Dollars)

	Industrial Development*	Commercial Development
<u>DEVELOPMENT PROGRAM</u>		
Site Acreage	6.0	6.0
Site Coverage Ratio	0.34	0.29
Building Square Footage	90,000	75,000
<u>ONE TIME TAX & FEE REVENUE</u>		
Sales Tax on Construction		
Tax Rate / \$1 Gross Contract Amount	1.100%	1.100%
Construction Contract	\$6,750,000	\$7,500,000
Estimated Sales Tax	\$74,000	\$83,000
ESTIMATED ONE TIME TAXES	\$74,000	\$83,000
<u>ONGOING TAX REVENUES</u>		
Property Tax		
Per Square Foot Construction Cost	\$75	\$100
Indirect (Soft) Cost %	30%	30%
Anticipated Value of Construction	\$8,780,000	\$9,750,000
Tax Rate / \$1,000	\$2.08600	\$2.08600
Estimated Property Tax	\$18,300	\$20,300
Sales Tax from On-Site Retail		
Tax Rate (City Share)	1.100%	1.100%
Gross Annual Taxable Retail Sales	\$1,350,000	\$15,525,000
Estimated Sales Tax	\$14,900	\$170,800
ESTIMATED ANNUAL TAXES	\$33,200	\$191,100
<u>NET PRESENT VALUE (NPV)</u>	\$559,000	\$3,084,000
Discount Rate Applied	5.0%	5.0%

*Note: Industrial development option evaluated is the higher intensity business park use.

Source: E. D. Hovee & Company, LLC. Estimates are preliminary and subject to revision.

END NOTES

- ¹ Much of the data for this memorandum report is based on a prior *Economic Needs Analysis Proposal for Woodland Property Rezone* conducted by E. D. Hovee & Company, LLC on behalf of Brothers Chumbley, LLC, dated April 23, 2008 – as submitted to the City of Woodland. The Chumbley analysis was for an adjoining 5.91 acre parcel located immediately west (across Schurman Road) from the current subject Liberty Evans LLC property. With the exception of the development of the approved Chumbley property rezone plus development the Walmart property to the north of the subject Liberty Evans LLC property, our understanding is that there are no other significant commercial land use changes of note over this time period of economic recession and subsequent early phase recovery.
- ² While data and related information for this economic needs analysis is drawn from sources generally deemed to be reliable, E. D. Hovee & Company, LLC does not guarantee the accuracy of information obtained from third party sources. The findings and conclusions provided in this report are those of the authors. They should not be construed as representing the opinion of any other party prior to their express approval of the contents of this report, whether in whole or in part.
- ³ Findings and comments are from city staff reports regarding the Brothers Chumbley, LLC property, prepared by Justin Erickson, Planner, dated September 8, 2006 and September 11, 2006.
- ⁴ This 71-acre recommendation for added commercial land was based on a commercial employment method based on the ratio of jobs to population – forecast forward to 2020. To this was added a 20% market factor and a 15% infrastructure allowance.
- ⁵ The remaining unconstrained commercial inventory of 37 acres also would be less than the more conservative 19-year growth need of 61 acres of land to serve retail needs calculated by E. D. Hovee & Company, on behalf of Pacific Development Associates with a *Supplemental Commercial Market Assessment for Woodland Residential Rezone Request*, submitted October 10, 2006.
- ⁶ While retail jobs tend to pay less than industrial employment, commercial growth opportunities often are more steady in response to population growth, as well as existing resident needs. Retail employment is also important for entry-level and part-time workers, who do not have other readily available job options.
- ⁷ Tax rates applied to this analysis are the general 2012 Woodland levy of \$2.086001 per \$1,000 tax assessed valuation and a composite 1.1% sales tax rate for the City of Woodland. Components of the 1.1% sales tax rate are 0.5% basic rate, 0.5% optional and 0.1% criminal justice portions.

E. D. Hovee & Company, LLC is an economic and development consulting firm providing market and financial feasibility analysis for a range of real estate and related capital investment projects – on behalf of private land owners/developers, non-profit economic development organizations and public agencies, primarily in the Pacific Northwest states of Washington and Oregon.

The firm has conducted commercial and industrial market and economic need assessment assessments throughout the Southwest Washington region – for a range of projects in communities including Vancouver, Camas, Washougal, Stevenson, Battle Ground, Ridgefield, LaCenter, Woodland, Longview, Castle Rock, Chehalis and Centralia.

Private and non-profit organizations assisted with real estate market and feasibility assessments have included Portland General Electric, Fred Meyer, Inc., Walmart, Home Depot, Gramor Development, Killian-Pacific, Opus NW, Schnitzer Investment, Chumbley Brothers LLC, Grayco Resources (Salishan/Skamania Lodge), Lowe Development Resorts, and Newland Group.

Principal Eric Hovee has over 35 years of economic development experience – as practitioner and consultant. He served for four years as Economic Development Manager for the City of Portland and in a similar role with the City of Vancouver opening a consulting practice in 1984. This report has been prepared by Eric Hovee - Principal and Andrea Logue - Research Coordinator.

Vicinity Map

**Liberty Evans LLC
Comprehensive Plan
Amendment
and Rezone**

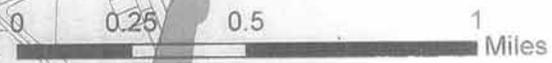
Vicinity Map

Subject Property

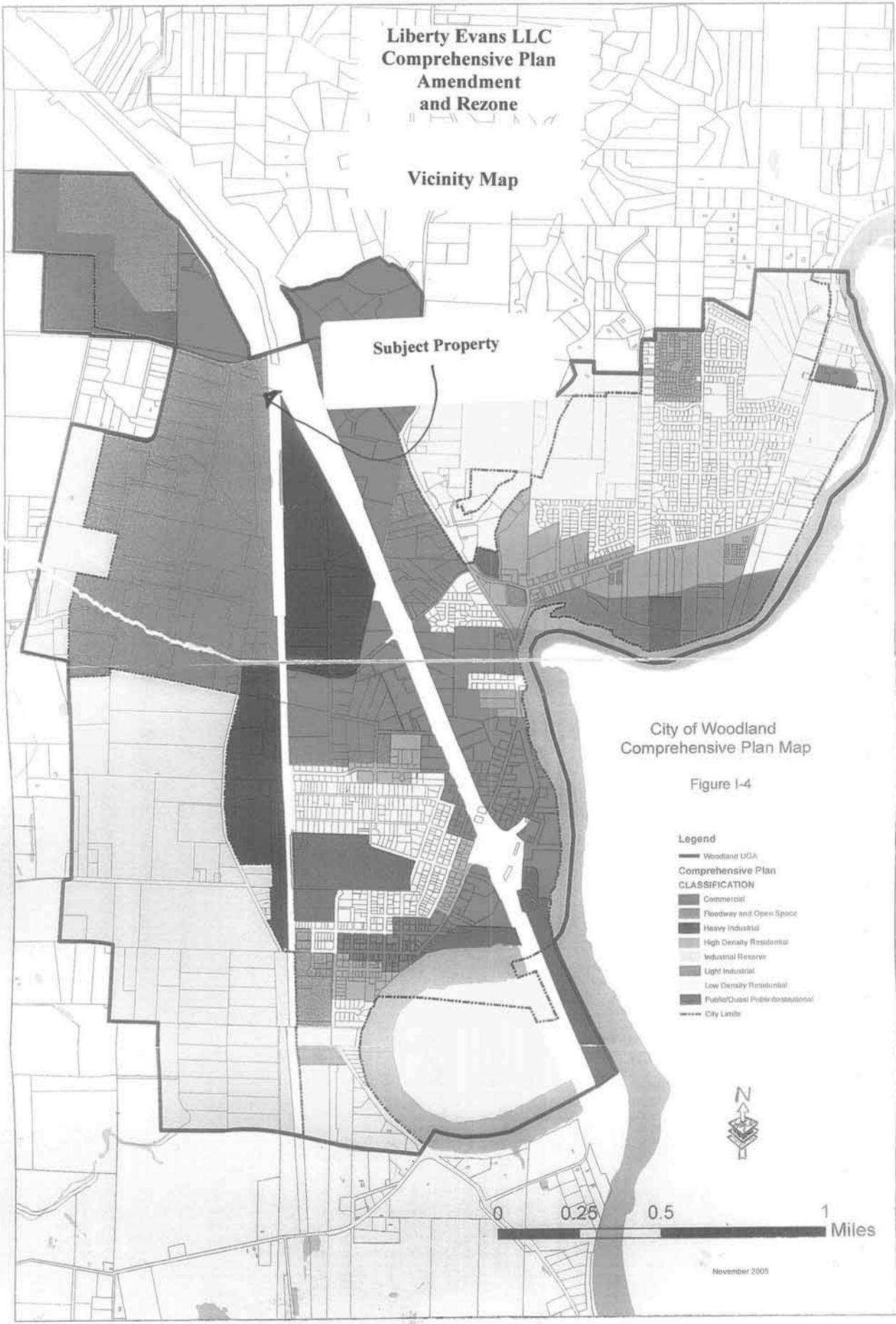
**City of Woodland
Comprehensive Plan Map**

Figure I-4

- Legend**
- Woodland UGA
 - Comprehensive Plan CLASSIFICATION**
 - Commercial
 - Floodway and Open Space
 - Heavy Industrial
 - High Density Residential
 - Industrial Reserve
 - Light Industrial
 - Low Density Residential
 - Public/Quasi Public/Institutional
 - - - City Limits



November 2005



Subject Property Aerial Photograph

**CITY OF WOODLAND
SEPA ENVIRONMENTAL CHECKLIST**

A. BACKGROUND

Application No.

1. Name of proposed project, if applicable:

Liberty Evans Comprehensive Plan Map Amendment and Rezone

2. Name of applicant:

Liberty Evans LLC

3. Address and telephone number of applicant and contact person:

*Applicant: Liberty Evans LLC
C/O Mark Fleischauer
2311 East First St.
Vancouver, WA 98661
360.759.3307*

*Contact: Skip Urling
Urling Planning Associates LLC
PO Box 1213
Longview, WA 98632
360.431.5117*

4. Date checklist prepared:

June 7, 2012

5. Agency requiring checklist:

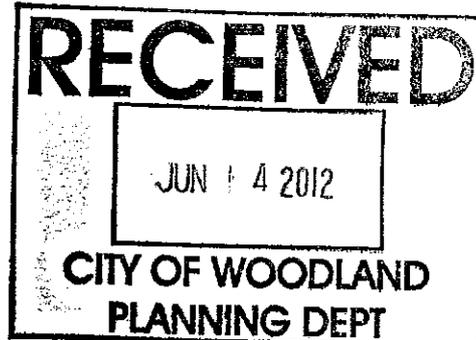
City of Woodland

6. Proposed timing or schedule (including phasing, if applicable):

Fall/Winter 2012/13

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain:

Marketing the property for future development of commercial uses..



- 8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.**

Economic Needs Analysis Proposal for Woodland Property Rezone—E.D.Hovee & Company, LLC, May 9, 2012.

Liberty Evans Rezone--Traffic Analysis, Transpogroup, June 12, 2012

- 9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain:**

No.

- 10. List any government approval or permits that will be needed for your proposal, if known.**

Planning Commission and City Council approval of the comprehensive plan map amendment and rezone

- 11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page.**

The proposal is to amend the City of Woodland Comprehensive Plan Map and concurrently rezone approximately 3.4 acres from Light Industrial to Highway Commercial.

- 12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township and range, if known. If a proposal would occur over a large area, provide the boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.**

The subject property is located at the southeast quadrant of the intersection of Schurman Way and Dike Access Road, in the southwest ¼ of Section 12, Township 5 North, Range 1 West, WM.

TO BE COMPLETED BY APPLICANT

**EVALUATION FOR
AGENCY USE ONLY**

B. ENVIRONMENTAL ELEMENTS

1. Earth

a) General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other.

b) What is the measurement of the steepest slope on the site (approximate percent slope)?

The site was preloaded with clean fill material +/- 15 years ago. The slopes of the fill edges is approximately 50 percent.

c) What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any prime farm land.

Clato silt loam and Newberg fine sandy loam.

d) Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

No.

e) Describe the purpose, type, and approximate quantities of any filling or grading proposed. Indicate source of fill.

Fill has been on site for approximately 15 years. No additional fill is proposed with this application.

f) Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Not applicable as part of this non-project action.

- g) About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?**

A site development plan has not yet been prepared, but one could expect as much as 80 percent of the site being improved with impervious surfaces, with the remainder developed for stormwater facilities and landscaping.

- h) Proposed measures to reduce or control erosion, or other impacts to the earth, if any:**

Not applicable as part of this proposal. Ultimately, appropriate erosion control measures, such as silt fencing, straw bales, rock entrances, etc. will be used during development of the site.

2. Air

- a) What types of emissions to the air would result from the proposal (i.e., dust, automobile, odors, industrial wood smoke) during construction and when the project is completed? If any, generally describe and give approximate quantities if known.**

None.

- b) Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.**

No.

- c) Proposed measures to reduce or control emissions or other impacts to air, if any:**

None.

3. Water

a) Surface:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, salt water, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.**

A wetland is mapped by the National Wetland Inventory on the adjacent parcel to the east..

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans.**

No.

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands indicate the area of the site which would be affected. Indicate the source of fill material.**

None.

- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.**

No.

- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.**

No.

- 6) **Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.**

No.

b) **Ground:**

- 1) **Will ground water be withdrawn, or will water be discharged to ground water? Give general description, purpose, and approximate quantities if known.**

It is possible that stormwater runoff will be infiltrated on site when development occurs.

- 2) **Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: domestic sewage; industrial, containing the following chemicals...; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.**

None.

c) **Water Runoff (including storm water):**

- 1) **Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.**

It is possible that stormwater runoff from the developed site will be conveyed to an on-site infiltration system.

- 2) **Could waste materials enter ground of surface waters? If so, generally describe.**

Not applicable.

- d) Proposed measures to reduce or control surface, ground and run-off water impacts, if any:**

Surface, ground and runoff water control measures will be included in the development designs for the site.

4. Plants

- a) List types of vegetation found on the site:**

deciduous trees:

evergreen trees:

shrubs: *black berries*

grass: *yes*

pasture:

crop or grain:

wet soil plants:

water plants: *water lily, eelgrass, milfoil, other:*

other types of vegetation:

- b) What kind and amount of vegetation will be removed or altered?**

No vegetation will be altered with this non -project action. It is likely that the grass and blackberries will be completely removed at the development stage.

- c) List threatened or endangered species known to be on or near the site.**

None are known.

- d) Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:**

Landscaping to city standards will be included in the design and development of the site.

5. Animals

- a) List any birds and animals which have been observed on or near the site, or are known to be on or near the site:**

birds: *song birds, hawks*

mammals: *rodents*

fish: *none*

- b) List any threatened or endangered species known to be on or near the site.**

None are known

- c) Is the site part of a migration route? If so, explain.**

Pacific Flyway

- d) Proposed measures to preserve or enhance wildlife, if any:**

None.

6. Energy and Natural Resources

- a) **What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? describe whether it will be used for heating, manufacturing, etc.**

Development plans for the site are not yet prepared. However, it is likely that electricity and perhaps natural gas will be used.

- b) **Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.**

No.

- c) **What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:**

Adherence to all building and energy codes.

7. Environmental Health

- a) **Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe:**

No.

- 1) **Describe special emergency services that might be required.**

None.

- 2) **Proposed measures to reduce or control environmental health hazards, if any:**

None.

b) **Noise**

- 1) **What types and levels of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?**

None.

- 2) **What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.**

No noise would be created by this proposal. At the development stage, noise would be generated by construction equipment and traffic. Long term noise would likely be limited to traffic.

- 3) **Proposed measures to reduce or control noise impacts if any:**

None.

8. **Land and Shoreline Use**

- a) **What is the current use of the site and adjacent properties?**

The subject property is undeveloped. Adjacent uses include other undeveloped land, commercial retail activities, and light industrial uses. A large retail development was recently completed to the north across Dike Access Road, smaller commercial developments are occurring to the west across Schurman Way, and the Woodland School District

recently passed a bond to construct a new high school to the north west.

- b) Has the site been used for agriculture? If so, describe:**

The subject property, like most of the adjacent parcels, was used for pasturing livestock and raising hay prior to annexation and installation of new roads and utilities.

- c) Describe any structures on the site.**

None.

- d) Will any structures be demolished? If so, what?**

Not applicable.

- e) What is the current zoning classification of the site?**

I-1, Light Industrial.

- f) What is the current comprehensive plan designation of the site?**

Light Industrial

- g) If applicable, what is the current shoreline master program designation of the site?**

Not applicable.

- h) Has any part of the site been classified as an "environmentally sensitive" area? If so, specify.**

No.

- i) Approximately how many people would reside or work in the completed project?**

E.D Hovee and Associates estimates that 6 acres of commercially zoned property would result in approximately 190 employees; prorating that estimate for 3.4 acres yields approximately 107 employees. There will be no residents.

- j) Approximately how many people would the completed project displace?**

None.

- k) Proposed measures to avoid or reduce displacement impacts, if any:**

None.

- l) Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:**

Future development will be required to acquire site plan approval from the city; the development design will meet the recently updated architectural and site design standards and all applicable city codes and standards in effect at that time.

9. Housing

- a) Approximately how many units would be provided, if any? Indicate whether high-, middle-, or low-income housing.**

Not applicable.

- b) Approximately how many units would be eliminated, if any? Indicate whether high-, middle-, or low- income housing.**

Not applicable.

- c) **Proposed measures to reduce or control housing impacts, if any:**

None.

10. Aesthetics

- a) **What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?**

Not applicable.

- b) **What views in the immediate vicinity would be altered or obstructed?**

Not applicable.

- c) **Proposed measures to reduce or control aesthetic impacts, if any:**

None.

11. Light and Glare

- a) **What type of light or glare will the proposal produce? What time of day would it mainly occur?**

No light would be generated with this non-project action. Future development of the site for commercial uses would likely result in security lighting and parking lot illumination during evening hours.

- b) **Could light or glare from the finished project be a safety hazard or interfere with views?**

No.

- c) **What existing off-site sources of light or glare may affect your proposal?**

None.

- d) Proposed measures to reduce or control light and glare impacts, if any:**

Light impacts will be addressed during the development design phase, but all fixtures will be hooded and directed downward to avoid glare to neighboring properties.

12. Recreation

- a) What designated and informal recreational opportunities are in the immediate vicinity?**

None.

- b) Would the proposed project displace any existing recreational uses? If so, describe.**

No.

- c) Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:**

None.

13. Historical and Cultural Preservation

- a) Are there any places or objects listed on, or proposed for, national, state or local preservation registers known to be on or next to the site? If so, generally describe.**

None are known.

- b) Generally describe any landmarks or evidence of historic, archaeological, scientific, or cultural importance known to be on or next to the site.**

None are known.

- c) **Proposed measures to reduce or control impacts, if any:**

None.

14. Transportation

- a) **Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on-site plans, if any.**

The subject property abuts Schurman Way, Dike Access Road is to the north and Interstate 5 is to the east.

- b) **Is site currently served by public transit?**

No.

If not, what is the approximate distance to the nearest transit stop?

There is no transit service in Woodland.

- c) **How many parking spaces would the completed project have? How many would the project eliminate?**

Designs for the development of the site have not yet been prepared.

- d) **Will the proposal require any new roads or streets or improvements to existing roads or streets, not including driveways? If so, generally describe (indicate whether public or private).**

While this proposal would not require any new roads, future development of the site for commercial activities would contribute to a need for a slip lane to bypass the

two roundabouts west of the freeway for traffic moving from Schurman Way to Interstate 5 southbound. Please see the The Transpo Group report for more details.

- e) **Will the project use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.**

No.

- f) **How many vehicular trips per day would be generated by the completed project? If known, indicate when peak volumes would occur.**

Transpogroup's analysis forecast approximately 3,220 average weekday trips with 195 trips during the PM peak hour.

- g) **Proposed measures to reduce or control transportation impacts, if any:**

According to the Transpogroup analysis, development of 6 acres of commercial uses at or near the subject site would result in the ultimate need to mitigate traffic congestion at the two roundabouts on the west side of the freeway, and suggests a sliplane for traffic moving from Schurman Way to Interstat 5 southbound. More specific transportation impact analyses would be required at the development stage to accurately forecast a specific design. Please refer to the Transpogroup report.

15. Public Services

- a) **Would the project result in an increased need for public services (for example: fire protection, police protection, health care, schools, other)? If so, generally describe.**

No.

- b) **Proposed measures to reduce or control direct impacts on public services, if any.**

None.

16. Utilities

- a) **Circle utilities currently available at the site:**

Potable water, sanitary sewer, solid waste collection, natural gas, telephone, electricity

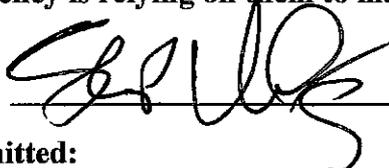
- b) **Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.**

Potable water, sanitary sewer, solid waste collection, natural gas, telephone, and electricity.

SIGNATURE

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: _____



Date submitted:

June 14, 2012

D. SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS

(Do not use this sheet for project actions.)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

- 1. How would the proposal be likely to increase discharge to water; emissions to air; productions, storage, or release of toxic or hazardous substances; or production of noise?**

Development of the site for commercial uses would result in the creation of impermeable surfaces (buildings and parking areas) that would create higher rates of stormwater runoff than presently generated by the undeveloped site. It is unlikely that commercial activities on the property would result in air emissions, production, storage or release of toxic or hazardous substances, or the generation of noise above state standards.

Proposed measures to avoid or reduce such increases are:

A stormwater management plan will be prepared and submitted to the city for approval at the time of site design and development permit application.

- 2. How would the proposal be likely to affect plants, animals, fish or marine life?**

The site will be cleared of all grass and other vegetation at the time of development.

Proposed measure to protect or conserve plants, animals, fish or marine life are:

The subject property has been partially filled and the remainder is the fallow remains of what was once pasture and has no plant or habitat value that warrants protection or conservation.

- 3. How would the proposal be likely to deplete energy or natural resources?**

Commercial development of the site is not likely to deplete the electricity or natural gas delivered to the site by the existing facilities. There are no consumable natural resources on site.

Proposed measures to protect or conserve energy and natural resources are:

Future design and development of the site will meet local building and energy codes.

- 4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

None of the characteristics or features described above are present on the subject property.

Proposed measures to protect such resources or to avoid or reduce impacts are:

None.

- 5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The proposed amendment would provide the opportunity for commercial buildings and services to locate in an area where the adjacent land is, or is proposed to be, used for a variety of intensive land use activities. To the north is a tract with a recently completed discount super store; to the west is a commercial area with developing specialty retail activities, and to the northwest of the subject property is land owned by the Woodland School District in which voters recently passed a bond for the development of a new high school. Industrial development is located to the southwest, and land to the south owned by the applicant has been filled and surcharged to make it market ready for future industrial development.

All commercial and industrial proposals must have site plans approved prior to commencing development. Development design of the subject property will be based on a thoughtful consideration of adjacent uses and regulatory review.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

Utilities in the adjacent right-of-way have been designed and installed to serve high intensity uses on the subject and neighboring properties. A traffic impact analysis of the proposed amendment/rezone concluded that rezoning of the Liberty Evans site plus an additional 2.5 acres with the existing Light Industrial classification to the proposed Highway Commercial classification will increase traffic generation and has identified a mitigation measure to add a slip lane bypassing the two roundabouts west of the freeway for traffic moving from Schurman Way to Interstate 5 southbound. Changing the future land use of the Liberty Evans property will not adversely affect the ability of the potable water, sanitary sewer, electrical, telephone or natural gas systems to serve existing or future developments in the vicinity. With the other development and proposals in the vicinity and their demand on public services such as police and fire prevention, the change in demand for these services created by a change in land use designation of the subject property to permit commercial development will be very small.

Proposed measures to reduce or respond to such demand(s) are:

Although specific traffic impacts and mitigation measures cannot be designed until a development proposal becomes more concrete, a slip lane to bypass the two roundabouts west of the freeway has been identified as a measure to facilitate traffic operations at acceptable levels of service.

7. Identify, if possible, whether the proposal may conflict with local, state or federal laws or requirements for the protection of the environment.

There are no known local, state or federal laws or requirements for the protection of the environment with which this proposal would conflict.

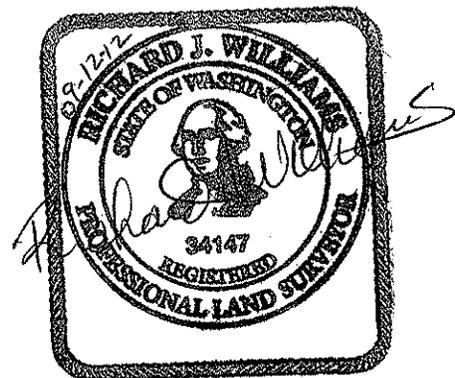
Description of Tract for Rezone
June 2012

A portion of that certain tract of land described under Auditor's File No. (AFN) 3427840, records of Cowlitz County, located in the Southwest Quarter (SW 1/4) of Section 12, Township 5 North, Range 1 West, Willamette Meridian, Cowlitz County, Washington, described as follows:

Beginning at a point on the Easterly right-of-way line of Schurman Way, 35 feet measured perpendicular to the centerline of said Schurman Way, opposite centerline Station 2+29.47, as shown on that certain Exhibit Drawing, as recorded under AFN 3421279, records of Cowlitz County, said Beginning Point bears South 05°01'10" East 134.13 feet from a 2-inch brass cap marking the centerline intersection of Dike Access Road and said Schurman Way; thence North 32°36'57" East a distance of 52.23 feet to the Northerly line of that certain survey recorded in Volume 16 of Surveys, page 166, records of Cowlitz County; thence South 70°06'06" East along said Northerly line a distance of 396.43 feet; thence along a curve to the left, concave to the North, through a central angle of 04°40'12", having a radius of 537.50 feet, an arc distance of 43.81 feet to a 5/8-inch rebar with a red plastic survey cap, marked "Gibbs & Olson, OR 1890 WA 21711; thence South 17°26'14" East a distance of 130.66 feet to a 5/8-inch rebar with a red plastic survey cap, marked "Gibbs & Olson OR 1890 WA 21711; thence South 89°49'46" East a distance of 112.04 feet to a 5/8-inch rebar with a red plastic survey cap, marked "Gibbs & Olson OR 1890 WA 21711; thence South 00°00'02" East a distance of 165.06 feet to a 5/8-inch rebar with a red plastic survey cap, marked "Gibbs & Olson OR 1890 WA 21711; thence North 76°32'53" West a distance of 282.76 feet to a 5/8-inch rebar with a red plastic survey cap, marked "Gibbs & Olson OR 1890 WA 21711" at the interior corner along the East side of said survey; thence North 73°01'40" West a distance of 374.23 feet to said Easterly right-of-way of said Schurman Way, said point bears South 70°03'06" East 71.05 feet from the Southeast corner of Lot 1, City of Woodland Short Subdivision No. 209-931, recorded in Volume 16 of Short Plats, page 95; thence North 10°06'25" East along said Easterly right-of-way, a distance of 222.63 feet to the Point of Beginning.

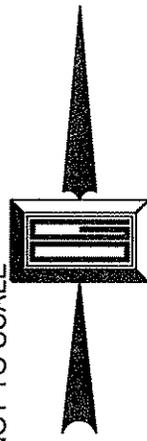
Subject to reservations, restrictions and easements of record.

Containing 3.413 acres



DIKE ACCESS ROAD

2" Brass Cap



NOT TO SCALE

S05° 01' 10"E
134.13'
Sta. 2+29.47

Δ 04°40'12"
L 43.81'
R 537.50'

S70° 03' 06"E
71.05'

N32° 36' 57"E
52.23'

N10° 06' 25"E
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S70° 06' 06"E
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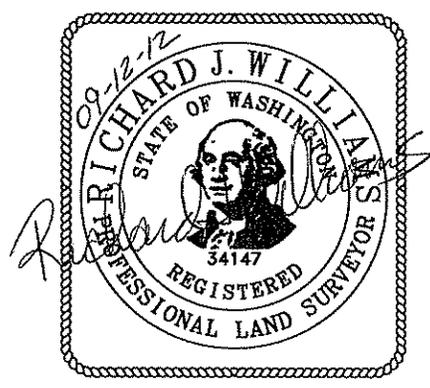
SE Corner of Lot 1 City of Woodland
Short Subdivision No. 289-931
Volume 16 of Short Subdivisions, Page 95

SCHURMAN WAY
S08°49'49"W

A PORTION OF AUDITOR'S FILE NO. 322880
SOUTHWEST QUARTER, SECTION 12,
TOWNSHIP 5 NORTH, RANGE 1 WEST

Volume 16 of Surveys, Page 166

S01°11'00"E



ORDINANCE NO. 1283

AN ORDINANCE OF THE CITY OF WOODLAND, WASHINGTON, AMENDING THE WOODLAND COMPREHENSIVE PLAN MAP BY APPROVING A COMPREHENSIVE PLAN MAP AMENDMENT AS MORE SPECIFICALLY SET FORTH HEREIN.

WHEREAS, the City of Woodland received Land Use Application #213-921 from Mark Fleischauer, Liberty Evans LLC (applicant) on July 1, 2013 to amend the Woodland Comprehensive Plan Map and Zoning Map in accordance with the annual amendment cycle requirements set forth in the Woodland Comprehensive Plan;

WHEREAS, the subject property is a vacant, unaddressed property located east of Schurman Way just south of Dike Access Road. The 3.4 acres proposed to be reclassified on the Comprehensive Plan Map makes up the northern portion of the parcel. The site has been given Cowlitz County Tax Parcel No. 507870101 and is legally described in Exhibit "A" attached hereto;

WHEREAS, the request is to reclassify the subject property's Comprehensive Plan Map designation from *Light Industrial* to *Commercial*;

WHEREAS, the Notice of Application (NOA) was issued July 26, 2013, and the SEPA Determination of Non-Significance (DNS) was previously issued on September 12, 2012 when this request was submitted in 2012;

WHEREAS, the Appeal Period for the SEPA DNS ended on October 10, 2012;

WHEREAS, the City of Woodland notified the Washington Department of Commerce on August 6, 2013 of the aforementioned land use application;

WHEREAS, the Woodland Planning Commission conducted a duly advertised public hearing on September 19, 2012 concerning the above land use application, and forwarded its recommendations to the City Council for final action;

WHEREAS, any amendment of or revision to development regulations must be consistent with the Comprehensive Plan in accordance with RCW 36.70A.130 (1) (d);

WHEREAS, at a properly noticed public meeting, the City Council approved the applicant's request to amend the comprehensive plan map classification from *Light Industrial* to *Commercial* for the subject property legally described in Exhibit "A."

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF WOODLAND, STATE OF WASHINGTON, DOES ORDAIN AS FOLLOWS:

Section 1. Approval. The City of Woodland Comprehensive Plan Map is hereby amended so that the northern portion of the subject property known as Cowlitz County Tax Parcel No. 507870101, and legally described in the Exhibit "A" attached hereto and approximately 3.4 acres in size, has a Comprehensive Plan Map designation of *Commercial*.

Section 2. Savings. The ordinance, or portions of the ordinance, which are amended by this ordinance shall remain in full force and effect until the effective date of this ordinance.

Section 3. Severability. If any section sentence, clause or phase of this ordinance is ruled invalid by a court of competent jurisdiction, the remaining portion of this ordinance shall remain valid and in full force and effect.

Section 4. Effective Date. This ordinance shall become effective five (5) days after its publication in the media or paper of record as required by law.

ADOPTED this ____ day of October, 2013.

CITY OF WOODLAND, WASHINGTON

Approved:

Grover Laseke, Mayor

Attest:

Mari E. Ripp, Clerk / Treasurer

Approved as to form:

William Eling, City Attorney

EXHIBIT A

Description of Tract for Rezone
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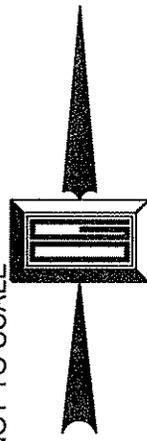
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