WOODLAND PLANNING COMMISSION AGENDA

Planning Commission Regular Meeting – 7:00 PM

THURSDAY, FEBRUARY 18, 2016

Woodland City Council Chambers
200 E Scott Avenue, Woodland, Washington

CALL TO ORDER – 7:00 PM

APPROVAL OF MINUTES

- January 21, 2016 meeting minutes

PUBLIC HEARING

- C-1 Parking Standards (LU #215-937)

WORKSHOP/DISCUSSION

- Comprehensive Plan Update
  - Staff Report
  - Draft plan

- Variances / Non-Conformities
  - Staff Report

UPDATE

- Project status – Report

ADJOURN

cc: Post (City Hall Annex, Library, Post Office, City Hall)
City of Woodland website
Planning Commission (4)
City Council (7)
Mayor
Department Heads

WOODLAND PLANNING COMMISSION MINUTES

Planning Commission Regular Meeting – 7:00 PM

THURSDAY, JANUARY 21, 2016

Woodland City Council Chambers
200 E Scott Avenue, Woodland, Washington

CALL TO ORDER – 7:00 PM

Roll Call.
Present: David Simpson, Tel Jensen, Sharon Watt, Paula Bosel, Amanda Smeller (Not voting), Bart Stepp (Not voting), Kasey Smith (Not voting).

APPROVAL OF MINUTES

- December 17, 2015 meeting minutes

Motion: Minutes Approval, Moved by Sharon Watt, Seconded by Paula Bosel.
Motion passed unanimously.

PUBLIC HEARING – 7:10pm

- Comprehensive Plan – Update given by Eric Eiesmann.
- Commission discussed allowing residential/multi-family alone in the C-2 District. Commission would like to see the plan with corrections and adjustments at the next meeting, prior to sending to City Council.
    - Open for Public Comment – 8:58pm
        - Michann Bond commented on…
    - Public Comment – Closed 9:00pm

WORKSHOP/DISCUSSION

- C-1 Parking
    - Staff Report given by Amanda Smeller
    - Planning Commission approved the Draft Code as written

Motion: Advertise for Public Hearing, Moved by Tel Jensen, Seconded by Sharon Watt.
Motion passed unanimously.

- Joint Planning Commission / City Council Meeting
    - Staff will talk to City Council to schedule joint meeting

UPDATE

- Project status – Report given by Amanda Smeller

Motion: Adjourn, Moved by Sharon Watt, Seconded by Paula Bosel.
Motion passed unanimously.

ADJOURN-9:33pm

Staff Report for Public Hearing: Downtown Parking Regulations

Date: February 9, 2016
To: Planning Commission
From: Amanda Smeller, Community Development Planner
Re: Downtown (C-1) Parking – Background information for public hearing

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Under WMC 19.10.040(A)(1)(b), any development that results in 30 or fewer PM peak trips is considered a Type I Site Plan Review. Any development greater than 30 trips requires a Type II Site Plan Review. To be consistent with the existing code, we could require any development generating greater than 30 trips to have off-street parking.

Based on the allowable uses in the C-1 zoning code, the following would <u>not</u> require off-street parking, based on the number of trips generated:

1) 3,500 square foot quality restaurant - 27.3 PM trips
2) 5,000 sf department store - 9.35 trips
3) 3,000 sf hair salon - 5.79 trips
4) 3,500 sf drugstore without drive-through - 29.4 trips
5) 400 sf coffee/donut shop drive-through with no seating - 30 trips
6) 3,000 sf food market - 28.44 trips
7) 10,000 sf office building - 14.9 trips
8) 5,000 sf Athletic Club - 29.8 trips
9) 4,000 sf Library - 29.2 trips
10) 10,000 sf nursing home - 7.4 trips
11) 5,000 sf Health Clinic - 25.9 trips
12) 1,100 square foot fast food restaurant without drive-through - 28.8 trips

Any facilities above which are close to the 30 trip threshold would exceed the threshold if the development is any larger than shown.

Proposed Code

17.56.030 – Off-street parking – Commercial Districts

Off-street parking requirements in commercial districts shall be as follows:

A. C-1 Central Business District. Parking requirements shall be based on the number of trips generated by the use.
    a. 30 trips or fewer: No off-street parking required.
    b. Greater than 30 trips: One parking space for each four hundred square feet of the total floor area within all buildings to be served.
B. C-2 Highway Commercial District. Food stores, markets, and shopping centers having a gross floor area of less than three thousand square feet, exclusive of basement areas, one parking space for each three hundred square feet of total floor area of the building(s). Food stores, markets, and shopping centers having a gross floor area of three thousand square feet or more, exclusive of basement areas, one parking space for each two hundred square feet of total floor area of the building(s). For all other C-2 uses, one parking space for each three hundred square feet of gross floor area with a minimum of four customer parking spaces per use.
C. C-3 Neighborhood Commercial District. One parking space for each two hundred square feet of gross floor area with a minimum of five customer parking spaces.

Staff Report: Variances for Non-Conforming Structures

Date: February 9, 2016
To: Planning Commission
From: Amanda Smeller, Community Development Planner
Re: Variances for Non-Conforming Structures

Recently, the City had a code enforcement case that involved a porch being constructed on a home that was already in the required 25' setback. The addition of the porch made the structure more non-conforming and a variance was required. Under WMC 17.81.180: "A reduction in lot area, setbacks, lot dimensions; and, an increase in lot coverage and building height, all by not more than thirty percent of that required by that applicable standard of the zoning district in which the proposal is located" is allowed a minor variance, which is a staff level decision. This particular porch is located into the setback greater than 30%, so a major variance before the Hearing Examiner would be required. Under current code, staff does not have the authority to review and decide on this particular application, unless instructed to by the mayor or council.

A minor variance is $400 and does not require a public hearing. A major variance is $1500, plus Hearing Examiner fees, and requires a public hearing. The criteria and code requirements are the same; the decision making authority is the only difference. There is notice provided to adjacent properties and opportunity for public comment in both a major and minor variance process.

The mayor, along with council support, decided to allow the porch in question to be reviewed as a minor variance, with an increased fee of $750 (half of what a major variance would cost, but a greater fee than the $400 a minor variance regularly costs). Mayor Finn also requested staff to review codes to "grant leeway for older homes in the downtown geographical area." Further correspondence from the mayor on this subject states "Many of the older homes in this area were grandfathered into our code [in terms of setbacks] when our infrastructure was created/update. When a homeowner wants to make updates or beautify one of these grandfathered properties they are met with pushback and additional fees due to current setback code. With our effort to revitalize the downtown area we have failed to include homes that helped settle and create our city. The updated code will encompass a selected area in downtown and homeowners within this area that meet certain criteria (age, location, etc.) will be worked with when updates are made to their property. This is in no way giving preferential or "looking the other way" treatment to folks within the downtown area. They will still be held to the standard set by code, if possible. The new code will allow updates to homes already in the city setback, which is where current issues exist."

Planning Commission and staff must decide how to proceed with this request. Various areas of the code may need to be amended, including the variance and non-conformities section. In addition, we need to decide what structures/areas this new code would apply to. There are many homes/structures in the western part of the city (the older area) that do not meet current setbacks as they were in existence prior to zoning and setbacks being implemented. Many buildings are nearly up against the property line, as is the case with a detached garage also located on the subject property of the non-conforming porch.

Current code requires a conditional use before the Hearing Examiner to expand a non-conforming structure. In the case above, there was an existing enclosed porch that was completely removed and a new porch built, which requires a variance as setbacks are not being met.

E² Land Use Planning LLC.

Memo

To: Mayor Finn and Member s of the Woodland City Council and Members of the Woodland Planning Commission

Cc: Amanda Smeller and Bart Stepp, City of Woodland

From: Eric Eisemann, E² Land Use Planning

Date: February 8, 2016

Subject: 2016 Comprehensive Plan Update – Review Draft

The Comprehensive Plan update process is approaching the hearing and adoption phase. The city conducted an Open House on January 14th. The Open House attracted a small crowd but generated several meaningful comments. The City Council held a work session on January 18th and suggested changes to the Housing and Economic Development chapters and requested additional graphics to support the demographic and employment data. The Planning Commission conducted a hearing on January 21st and asked to see the Plan in a Final Review Draft format. We anticipate the following schedule:

	Woodland	
Feb		
15	City Council	Work Session on Final Draft Plan
18	Planning Commission	Action on Recommendation
March		
07	City Council	1st Reading
21	City Council	2nd Reading – Adoption

The highlights of the plan include the following information:

- Residential
  - 2015 population – 5,708
  - Projected 2036 population – 9,274 (3,566 new people)
  - Approximately 174 gross acres of available residential land within the UGA creating 1,287 new housing units at an average 2.77 persons/household
  - Future units planned under current zoning: Low density 668 units; High density = 619 units
  - The City can meet the 20-year population projection with the current land supply. However, depending upon regional market factors, during the 2024 Plan Update, the city should consider whether to: expand the UGA to accommodate more residential lands; rezone or up-zone existing land; or creating additional zoning or regulatory opportunities for mixed use residential/commercial development.

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- Employment
  - In 2013 there were 3,300 jobs in the Woodland UGA. The city inventory of employment lands includes approximately 124 gross acres of undeveloped commercial land and 548 gross acres of undeveloped industrial land.
  - Woodland is a net importer of jobs.
  - Given the existing inventory and factoring in a reduction of land for infrastructure needs and critical areas constraints the city could create 2,192 new industrial jobs (at 4 jobs/acre).
  - The City should track future development to determine: (1) the amount of land typically used for infrastructure and for unbuildable critical areas and (2) the numbers of employees per acre by job sector to calculate whether additional employment lands might be necessary at the 2024 plan update.
- Zoning
  - The city proposes to create limited comprehensive plan land use designations (Urban Residential, Employment, and Public Facilities/Open Space) with multiple implementing zoning districts. The strategy would provide greater flexibility to rezone property as the need arises, without having to amend the Comprehensive Plan.
- Capital Facilities
  - The city recently updated its sanitary sewer, drinking water and park and recreation plan. The plans reflect the ability to provide adequate public services for the anticipated 20-year population and employment growth.

<u>Next Steps:</u>

- Planning Commission recommendation to the City Council
- Issue SEPA DNS
- Council review and public hearings
- Final Amendments and adoption by the end of March

WOODLAND COMPREHENSIVE PLAN

REVIEW DRAFT

February 8, 2016

ACKNOWLEDGEMENTS

Mayor

Will Finn

Grover Laseke (former)

City Council

Jennifer Heffernan, Position #1

Al Swindell, Position #2

Marilee McCall, Position #3

Karl Chapman, Position #4

Susan Humbyrd, Position #5

Benjamin Fredricks, Position #6

Matt Jacobs, Position #7

Marshall Allen (former)

Mike Benjamin (former)

Scott Perry (former)

Planning Commission

David Simpson, Chair

Paula Bosel

Tel Jensen

Sharon Watt

City Staff

Amanda Smeller,
Community Development Planner

Bart Stepp, P.E. Public Works Director

Mari Ripp, City Clerk Treasurer

Phillip Crochet, Chief of Police

Gina Anderson, Deputy Clerk Treasurer

Prepared by:

E^2 Land Use Planning Services, LLC
with JET Planning and
Sally Heppner Design

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State Department of Commerce

Adopted: xx, February, 2016; Resolution # xxx

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CHAPTER 1

INTRODUCTION & COMMUNITY VISION (V)

1.1. Goals and Policies

The Woodland Comprehensive Plan includes the essential elements of an inventory of existing conditions and a forecast of future needs. Each chapter contains one or more goals and multiple policies designed to implement the goals. The Comprehensive Plan does not prioritize goals and it does not prioritize policies in support of a goal.

1.2. Woodland Guiding Principals

The Woodland Comprehensive Plan (The Plan) is intended to guide future land use growth and development over the next twenty years, through 2036. The Plan is based on several foundational layers:

- The statutory goals and regulations relating to the Washington Growth Management Act (GMA), RCW 36.70A, et seq.;
- A long-term vision of how our citizens want Woodland to function and to look as it grows over the next twenty years;
- A framework of local goals and policies to guide future growth and development;
- A projection of anticipated growth during the planning period; and
- An inventory of current public services and facilities and a projection of what changes to such services and facilities might be needed to meet the future growth of the city.

1.3. Woodland Community Vision

Woodland has a profound commitment to community values, prudent planning, and careful execution that preserves resources and maintains the integrity of family neighborhoods. Woodland is a community rich in history and proud of its rural heritage. Its vision reflects its history and deep commitment to the preservation of those attributes that have made it a successful and welcoming place to live and work.

Woodland will experience continued population growth, greater diversity, higher citizen expectations, and increased demand for essential public services. These challenges will be met through the innovative use of technology, internal process improvement, creative programs, and careful planning. The city will seek new and broader strategic partnerships, invest more in economic development, and establish integrated services that ensure safe, balanced, wholesome, and harmonious neighborhoods.

Over the next twenty years Woodland will grow to a population of 9,274 residents. A moderate growth rate of 2.3% annually will allow Woodland to remain a community where local and regional services are readily accessible.

Woodland Welcomes

Woodland is a safe, diverse and welcoming community for current and new residents, businesses, and tourists. Its small-town atmosphere and prime location relative to larger metropolitan areas and recreation areas make it an attractive destination. While we value and respect our heritage, we are committed to adapting to changes in the regional economy, responding to the rapid regional growth pressures, and responsibly managing our local natural and historic resources.

Woodland is Diverse

Woodland is committed to serve all of its citizens and has facilitated the development of more diverse housing opportunities than any nearby city. The city will continue its commitment to provide housing opportunities for a wide variety of personal and family needs at various income levels. The city will encourage construction of well-planned, integrated, and affordable housing while preserving Woodland's close-knit community and commitment to families and harmonious neighborhoods.

Woodland Grows

Woodland has a rich agricultural and resource heritage and a burgeoning industrial Port, both of which can provide cornerstones for Woodland's economic future. Because of our location along the Interstate 5 corridor and access to rail and river transportation, Woodland is, and will continue to be, a commercial service center for southern Cowlitz County and northern Clark County. Woodland will develop and maintain a magnetic, highly active and vibrant business community that generates consistent, stable and sustainable economic growth and local jobs.

Woodland Engages

Woodland residents are highly engaged in community events and festivals, and the city aims to increase engagement in city government. The city believes public participation is essential to good government and is committed to open and transparent governance and will actively reach out to its citizens to participate in the public processes.

Woodland Coordinates

The city will dedicate additional effort to developing local and regional partnerships and strategic alliances that help facilitate coordination and land use consistency among jurisdictions and agencies.

Woodland Moves

The city will improve and expand its transportation and pedestrian infrastructure. Interstate 5 is a boon and a barrier to mobility. The Scott Avenue reconnection and sidewalks from downtown to the Intermediate School will improve mobility. Improved bicycle and pedestrian connections will facilitate cross-town movement.

Woodland Serves

Woodland's school system is an asset that will draw families to the community. Residents enjoy the city's parks, trails and other recreational opportunities. Residents value and fund police, fire and emergency response services. Proficient government agencies maintain existing city assets and coordinate future development.

Woodland Protects and Manages

Woodland values its natural setting, defined by its relationship with places like Horseshoe Lake, the Lewis River, and Mt. St Helens. Future development will be managed to minimize impacts to the city's natural amenities. Parks and trails provide public access to these natural amenities and ensure they are available to future generation.

Vision Principles

V 1 Woodland is a small, relatively affordable, full-service community enhanced by proximity to regional outdoor and metropolitan resources.

V 2 The city will maintain small-town community identity based around livable neighborhoods and quality schools while accommodating moderate growth.

V 3 The city will prioritize future expansion of industrial and commercial economic opportunities to attract family-wage jobs in the community and commercial services for residents.

V 4 The city will expand infrastructure to serve planned development and will maintain adequate levels of service to support the current and future community.

V 5 The city will cultivate environmental assets like Horseshoe Lake and the Lewis River for both recreational use in the form of parks and trails, and environmental protection.

1.4 Statutory & Regulatory Framework

Growth Management Act (GMA)

The Washington State Growth Management Act (GMA), 36.70A RCW, requires counties which meet population and growth criteria to develop, adopt and maintain a comprehensive land use planning process consistent with the requirements of the GMA. Among other requirements, comprehensive plans must ensure that projected growth in urban areas be accommodated through a range of urban densities, that capital facilities keep pace with the growth, and that critical natural resource areas are protected and managed.

Woodland is in an unusual situation in that it is partially in Clark County, which is required to fully plan under the Act, and largely in Cowlitz County, which is only required to partially-plan under the Act.[1] The city crafted this Comprehensive Plan to be consistent with RCW 36.70A, the Clark County Countywide Planning Policies, and the Planning Assumptions adopted by the Clark County Board of Councilors.

What's in the Comprehensive Plan?

Chapter 1, Introduction and Community Vision, describes the 20-year visions for Woodland.

Chapter 2, Public Involvement, reaffirms the city's commitment to open and transparent government and its desire to engage and listen to the community.

Chapter 3, Land Use, describes the planning assumptions underlying the Plan, the housing and employment targets, and respect for the city's past.

Chapter 4, Housing, describes what will be done to ensure that adequate housing will be available for all economic segments of the community.

Chapter 5, Economic Development, describes what will be done to enhance job growth and retention.

Chapter 6, Transportation, describes the vision for transportation and transportation facilities within the city limits and Urban Growth Area (UGA).

Chapter 7, Parks, Recreation and Open Space, describes community-wide goals and standards for parks and recreation facilities.

Chapter 8, Capital Facilities, describes how roads, water, sewer, parks, and other public facilities and services will be provided.

---

[1] See Western Washington Growth Management Hearings Board, Case No. 95-2-0068, finding Woodland must fully plan under the GMA.

Chapter 9, Energy and Utilities, reflects the city's commitment to ensure that public and private utilities are available to accommodate future growth and ensure its long term sustainability.

Chapter 10, Environment, describes how critical environmental resources will be managed and protected.

Chapter 11, Growth Management, identifies how the city will comply with the Growth Management Act over time and work cooperatively with other agencies and districts.

Woodland Supporting Plans and Regulations

The GMA requires jurisdictions planning under the Act to implement the goals and policies of the local comprehensive plan. Woodland implements The Plan, thereby achieving compliance with the Act, through implementation of the Woodland Capital Facilities Plan and the Woodland Municipal Code, particularly Chapters 15 - Environment, 16 - Subdivisions, 17 - Zoning, 18 - Annexation, and 19 - Development Code Administration.

This Comprehensive Plan adopts the following plans by reference:

- Woodland Capital Facilities Plan, including specific elements for:
  - Transportation
  - Sanitary Sewer
  - Potable Water
  - Parks and Recreation

CHAPTER 2

PUBLIC INVOLVEMENT (PI)

Woodland residents are highly engaged in community events and festivals and actively participate in community-based volunteer activities. When a landslide closed all three northbound lanes of Interstate 5 north of Woodland in December 2015 government agencies, schools, churches, businesses, and private citizens, in a genuine outpouring of good will and community spirit, rallied to aid thousands of stranded motorists with food, shelter, blankets, fuel, parking and more.

Citizen participation in the land use planning process is less active. The city has a very strong desire to increase engagement in city government. The city believes public participation is essential to good government and is committed to open and transparent governance and will actively reach out to its citizens to participate in the public processes.

2.1 Public Participation Plan

The Washington Growth Management Act (GMA) requires cities and counties to conduct public outreach to ensure "early and continuous public participation" when developing and amending comprehensive plans and development regulations (RCW 36.70A.140). Local programs must clearly identify schedules and procedures for public participation in the periodic update process (RCW 36.70.A.130(2)(a)). At the beginning of the Comprehensive Plan update process the city developed a Public Participation Plan (PPP) to ensure early and continuous opportunities for the public to engage in the plan review and amendment process.

The Goals of the Public Participation Plan were to:

1. Ensure broad participation by identifying key interest groups and soliciting input from the public.
2. Maintain effective communication and coordination.
3. Focus resources on issues most likely to be of interest to the public.
4. Distribute information and public notices early and efficiently.

The Scope of Work for the PPP was divided into three (3) phases of activity:

Phase I: Review Comprehensive Plan and Development Code for compliance with state law; identify plan areas to be amended; scope the breadth of the update publicly.

Phase II: Address the issues identified in Phase I.

Phase III: Conduct public hearings and take legislative action.

Elements of the Public Participation Program included:

- Post meeting notices online, in print, and by mail for all meetings and hearings.
- Post planning documents related to the update on the city web pages
- Use interactive and mailed community surveys.
- Maintain an email distribution list and database.
- Conduct an Open House to solicit public feedback.
- Maintain active coordination with Clark County in terms of topics and timelines.

On May 15, 2014 the Planning Commission conducted a public hearing on the PPP and sent the recommended PPP to the City Council. The City Council reviewed the Planning Commission's recommendations and adopted the PPP on June 16, 2014. The city sent a draft of the PPP to the Washington Department of Commerce 60 days prior to Council final action on the participation plan.

2.2 Citizen Participation

The city government is committed to implement the Comprehensive Plan in an open and transparent public process. The city will:

- disseminate information about land use planning proposals and development review through traditional and electronic media;
- provide ample opportunity for written and oral public comment;
- provide early and effective notice of public meetings, including work sessions, regular meetings and hearings of the Planning Commission and City Council;
- provide meaningful opportunities for public discussion before the Planning Commission and City Council, as appropriate; and
- consider and respond to public comments offered during the land use review process and public hearings; and strive to maintain the city's web pages and web presence current.

Goal

PI 1 The city government will continue to ensure that citizens have full opportunity to be heard and to participate in city governmental affairs.

Policies

PI 1 The city shall develop and implement a process to ensure early and continuous public participation in the comprehensive planning process, including the annual amendment, emergency amendment, and the periodic update processes.

PI 2 The city will coordinate with agencies providing social services in the city.

PI 3 Consistent with state statute and city policies, Woodland will use local resources to encourage local involvement in community actions and to enhance community pride.

PI4 Woodland will encourage public and private involvement in community traditions as well as active encouragement of volunteerism and activism.

PI 5 The city shall develop and implement a process to ensure that regulatory or administrative actions do not result in an unconstitutional taking of private property.

CHAPTER 3
LAND USE (LU)

The Land Use Element considers the general distribution and location of land uses and the appropriate intensity and density of land uses given current development trends. It describes how the city will implement the plan elements and goals through land use policies and regulations. It was developed in accordance with Clark County countywide planning policies and is integrated with all other planning elements to ensure consistency throughout the comprehensive plan.

The Woodland area is located in the physiographic province known as the Puget Sound Willamette Valley Trough. The elevation ranges from about 20 feet near the Columbia River to over 1,200 feet in the hills east of town. The Lewis River and its tributaries form the primary drainage system in the area and flow west to the Columbia River. The city itself is located on the former floodplain of the Columbia River with much of it protected by an extensive diking system. However, a substantial portion of the east side of the city remains within the floodplain of the Lewis River.

3.1 Land Use Planning Assumptions

Woodland is an 'Urban' area, as defined by the Growth Management Act. Because county and city plans must be consistent with each other, Woodland's planning assumptions align with Clark County's 'Urban' planning assumptions. The city adopts Clark County's 1.12% growth rate for the portion of the city within Clark County and 2.3% for that portion within Cowlitz County. Because Woodland does not have planning jurisdiction over 'Rural' lands, it does not adopt 'Rural' planning assumptions. Table 3-1 identifies the planning assumptions underlying the Woodland Comprehensive Plan.[1]

[1] Sources: www.factfinder.census.gov; www.quickfacts.census.gov; https://fortress.wa.gov; www.city-data.com

Table 3-1. Woodland Planning Assumptions and Targets

Planning Assumptions and Targets	2016
2015 Population	5,708
20-Year Population Projection	9,274
Planned Population Growth (new)	3,566
Assumed Annual Population Growth Rate	2.3%
Existing Housing Units	1,933
Person per Household (p/hh)	2.77
Undeveloped residential land	200 acres
Projected Low Density new Housing Starts (4 units/acre)	673
Projected High Density Housing Starts (20 units/acre)	619
Projected Total Housing Units in 2036	3,225
Housing Type Ratio	60% low density, 40% high density
2013 jobs estimate	3,300
Undeveloped Commercial zoned land	124 acres
Projected New Commercial Jobs (20/acre)	2,480
Undeveloped Industrial zoned land	548 acres
Projected New Industrial Jobs (4/acre)	2,192
Current Jobs/Household	1.7:1
Projected Jobs/Household	1.4:1
Infrastructure and Critical Area Deductions	28%

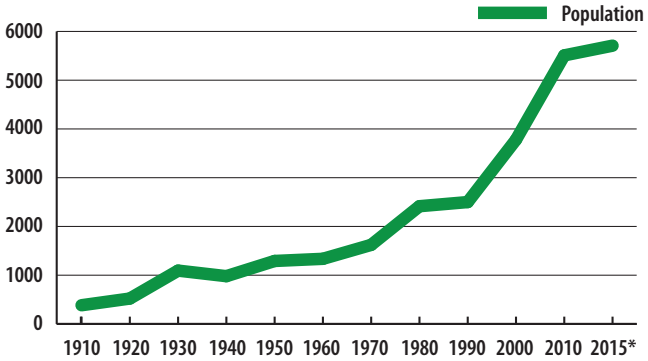
The changes in population in Woodland are closely tied to the economy. During the 1970s the regional economy contracted because of shrinking timber harvests and the population of the city decreased. In the late 1990s the population rose dramatically through the mid-2000s. The dramatic rise in population was linked to the housing boom in Clark County and the Pacific Northwest. During the 2008-2010 'Great Recession' the national and regional economy experienced rapid compression and Woodland's population growth relaxed accordingly. It is reasonable to project that during this 20-year planning horizon, the city may again see a fluctuation in economic vitality and corresponding population growth.

Table 3-2. Woodland Population – 1910-2015

Year	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2015*
Population	384	521	1094	980	1292	1336	1622	2415	2500	3780	5509	5708

* April 1, 2015 Estimate

Figure 3-1. Population Growth 1910 - 2015



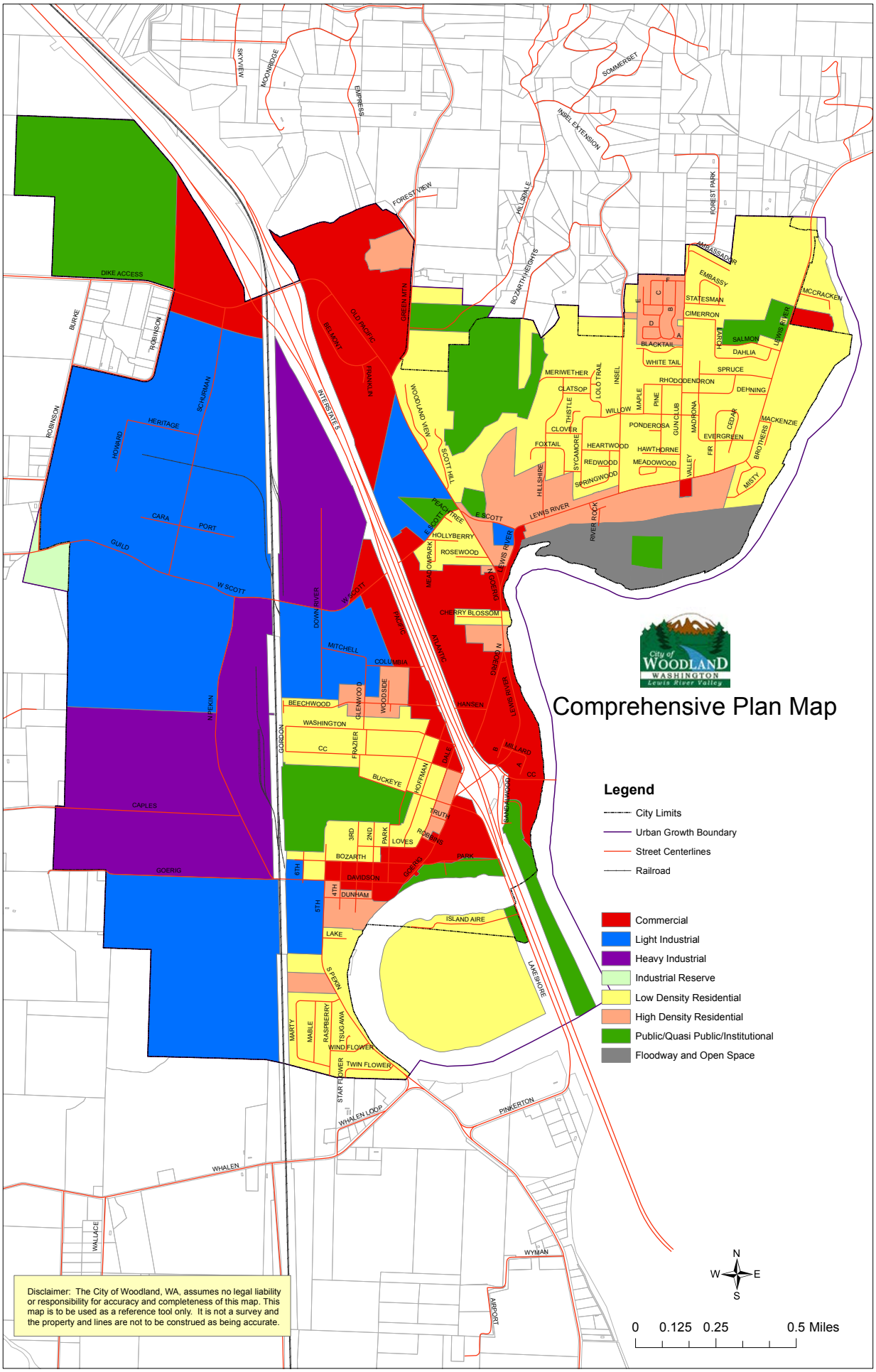
3.2 Land Use Designations

The Comprehensive Plan Land Use Map (Map 3-1) classifies all land in the city of Woodland and Woodland UGA. The Comprehensive Plan land use designations are implemented through the Woodland Zoning Map (Map 3-2) and the Woodland Municipal Code. The land use designations are described in Table 3-3.

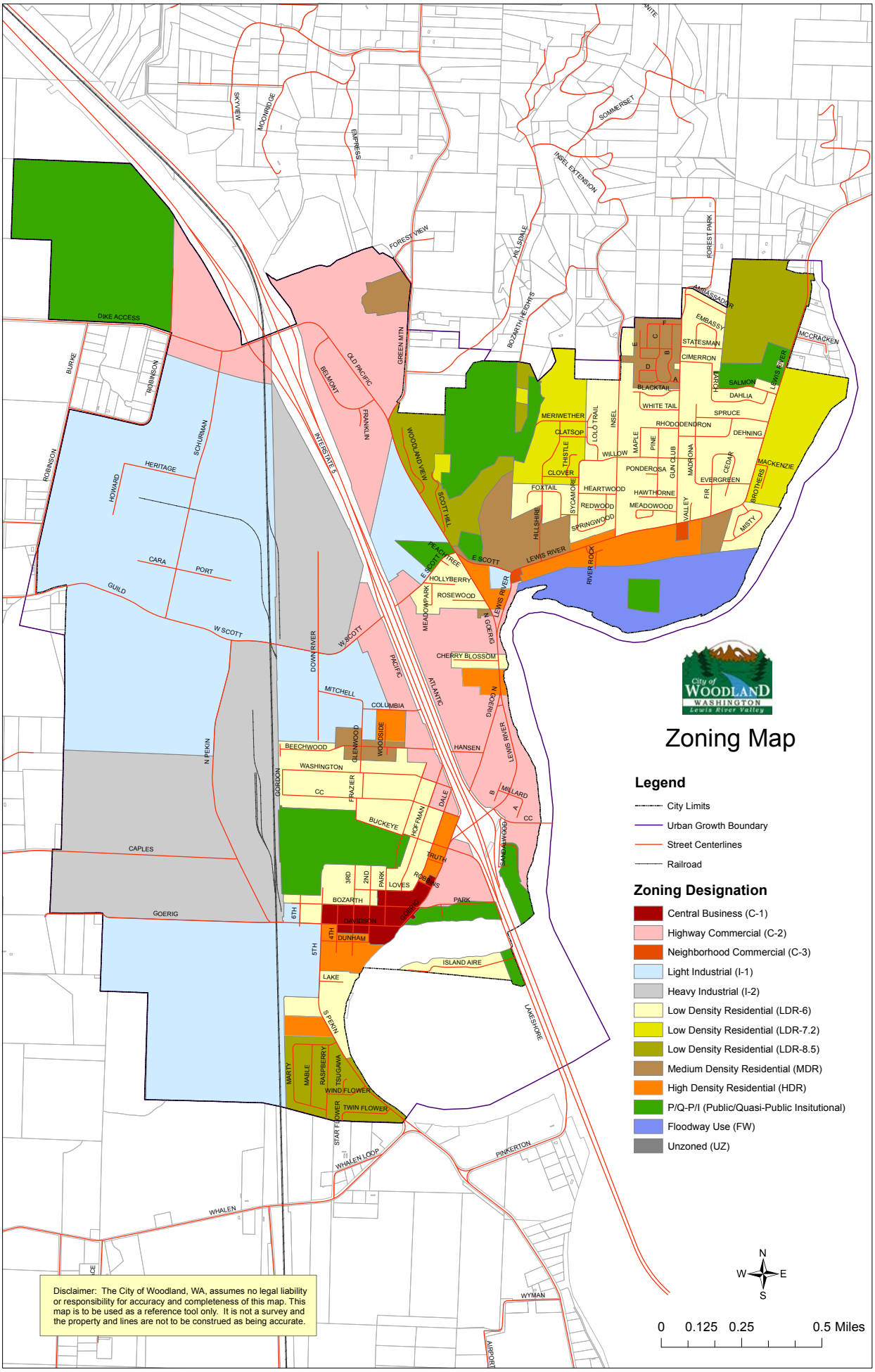
Table 3-3. Woodland Planning Assumptions and Targets

Land Use Designation	Sub-Designation and Description	Implementing Zone
Residential	There is one residential Comprehensive Plan Designation implemented by multiple residential zones.	
	Low Density Residential. Areas intended primarily for single-family dwellings. Densities range from 4 to 6 units per acre.	LDR -6, LDR-7.2, LDR-8.5, and LDR-10
	High Density Residential. Areas intended primarily for multifamily dwellings of three or more units. The recommended residential density is up to 35 dwelling units per gross acre.	MDR and HDR
Commercial	There is one Comprehensive Plan Land Use Designation implemented by multiple zoning districts. Those districts include:	
	• Downtown Commercial -West of I-5, oriented towards smaller retail and office use;	C-1
	• Highway Commercial -Primarily oriented to automobile access and convenience	C-2
	• Neighborhood Commercial Overlay – Primarily oriented towards outlets providing convenience goods and services to residential neighborhoods	C-3
	Mixed Use. Future land uses might create greater opportunity for multiple uses allowed in a zone.	To be determined
Industrial	There is one Comprehensive Plan Land Use Designation implemented by two zoning districts. Those districts include:	
	Light Industrial – Designates areas primarily for light manufacturing, distribution, sales and services, research, and office.	L-1
	Heavy Industrial – Designates areas suitable for heavy industry because of good vehicular access, rail access, or proximity to existing heavy industry.	I-2
Public Facilities/Open Space	The Public Facilities Plan Designation facilitates the zoning of lands for floodways, open space, parks, public and quasi-public institutional uses. The zoning district include:	
	Floodway - Applied to areas shown on the Federal Emergency Management Agency, National Flood Insurance Program, *City of Woodland Flood Boundary and Floodway Ma, or its successor.* Use is intentionally restricted.	FW
	Public/Quasi-public Institutions – Applied to land in public or quasi-public ownership or are operated for the public benefit, such as, parks, schools, libraries, governmental buildings, major utility stations, and cemeteries.	PQPI

Map 3-1. Woodland Comprehensive Plan Map



Map 3-2. Woodland Zoning Map



3.3 Goals and Policies

Goal

LU 1 Protect and enhance the character and long-term stability of the city through current standards for land development and subdivision.

Policies

LU 1.1 Design, size and construct subdivision streets, sidewalks, alleys, water lines, sewer lines, and other utilities and facilities in accordance with city standards, ordinances, and plans.

LU 1.2 Proponents of development shall pay their fair and proportionate share of the cost of repair and improvement of affected properties, facilities, or services if the development will adversely affect or overload adjacent or nearby public properties, facilities, or services..

LU 1.3 Place utilities underground where possible.

LU 1.4 Coordinate with police department, fire department, school district, and other relevant public agency comments during the development review process.

LU 1.5 Encourage innovative residential land development techniques to provide greater housing opportunity and variety of living environments.

LU 1.6 Subdivisions should provide public and/or private open space, consistent with city standards, to fulfill the active and passive recreation needs of new residents.

LU 1.7 Design and site subdivisions to preserve natural features to the extent feasible.

LU 1.8 Require appropriate mitigation for any development proposal that results in a reduction of the Level of Service (LOS) standard for the public facilities identified in the Capital Facilities Element.

LU 1.9 The city shall prepare written findings documenting that a proposed subdivisions provides appropriate provision for: streets or roads, sidewalks, alleys, other public ways, transit stops, and other features that assure safe walking conditions for students; potable water supplies [RCW 19.27.097], sanitary wastes, and drainage ways (stormwater retention and detention); open spaces, parks and recreation, and playgrounds; and schools and school grounds, consistent with RCW 58.17.110(2)(a).

LU 1.10 Ensure that the character and location of land uses provides the best opportunity for economic benefit and the enjoyment and the protection of natural and cultural resources while minimizing the threat to health, safety, and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation.

LU 1.11 Eliminate incompatible land uses through active code enforcement or available regulatory measures.

LU 1.12 Promote physical activity through land use policies and capital facility plans which consider urban planning approaches that promote physical activity.

3.4 Historic Preservation

In 1845 Adolphus Lee Lewes, a retired employee of the Hudson's Bay and surveyor, took up a land claim on property south of the present day city of Woodland in the general area of Whalen Road.

Prior to the establishment of Woodland there were several small communities in the area. The community of Pekin, near present-day Holland Bulb Farm, had its own Post Office and store but was destroyed in the 1896 flood. Kerns, which was east of Woodland (Schurman's corner), had a Post Office and Steamer Landing. Caples Landing was west of Woodland on the Columbia and Martins Landing was north of Woodland.

A.W. Scott platted Woodland in 1889 but the town did not incorporate until 1906. Steamboats plied the waters of
SW Washington before the development of reliable road system. The Steamer "Mascot" had a colorful history herself and is commemorated by a sculpture in Hoffman Plaza. (Donated by Margaret Colf Hepola.) The Lucia Mason (possibly spelled the Lucea Mason) sailed from 1883-1991 and was launched in St. Helens in 1883 by the Farmers Transportation Co. of Pekin, Washington. The steamer continued on the Lewis River run for about eight years, sinking one last time above Kerns (Schurmans Corner) when it hit a snag. In 1913, the road bridge crossed the Lewis River which signaled the demise of the ferry service across the river eventually transforming the north/south road system into Woodland's River of Commerce.

"Hulda Klager Lilac Gardens water tower" [1]

Despite the colorful history only one property within the city limits is listed on the National Register of Historic Places, the Hulda Klager Lilac Gardens,
115 S. Pekin Road. (*http://focus.nps.gov/AssetDetail/NRIS/75001847*). The gardens are visited by more than 25,000 people per year.

Several Woodland buildings are potentially eligible for listing as a state or local historic resource, including:

- 608 Davidson, Woodland, law offices, 1889
- 404 Davidson, Woodland, Woodland Grange #178, 1910
- 339 Davidson, Woodland, commercial building, 1900
- 1423 Goerig, Woodland, private residence, 1880
- 1855 Lewis River Road, Woodland, private residence, 1892
- 345 North Pekin Road, private residence, 1852
- 1620 Guild Road, private residence, 1878

[1] By Ian Poellet - Own work. Licensed under CC BY-SA 3.0 via Wikimedia Commons - https://commons.wikimedia.org/wiki/File:Hulda_Klager_Lilac_Gardens_water_tower_-_Woodland_Washington.jpg#/media/File:Hulda_Klager_Lilac_Gardens_water_tower_-_Woodland_Washington.jpg

Historic resources are an excellent resource for teaching students about the significance of prior persons, places and events. They can be key ingredient to the local tourist industry. Historic resources can play an essential role in the revitalization of an older downtown. More work needs to be done on a local level to inventory and preserve historic buildings and places.

3.5 Goals and Policies

Goal

LU 2 Encourage the protection and preservation of significant historic, archaeological, architectural, aesthetic, and cultural resources.

Policies

LU 2.1 Encourage the identification and preservation of local historic properties to create public awareness of the city's beginnings, aesthetic appreciation of architecture, maintenance of community identity, and furtherance of tourism and economic activity.

LU 2.2 Encourage owners of qualified properties to preserve, maintain and rehabilitate their properties and assist them in applying for listing on the State and National Registers of Historic Places.

LU 2.3 Encourage identification and rehabilitation of historically significant buildings in a manner that respects their architectural integrity.

LU2.4 Encourage rehabilitation of historic buildings as a feature of a downtown revitalization program.

LU 2.5 Investigate the potential of establishing a local historic preservation program in consultation with the Washington State Office of Archaeology and Historic Preservation and interested citizens.

CHAPTER 4

HOUSING (H)

Woodland is committed to maintaining and enhancing our existing neighborhoods while accommodating future growth in new neighborhoods. Land use goals and policies ensure that the city maintains an adequate supply of residential land. The housing goals and policies emphasize preserving existing residential neighborhoods, creating infill opportunities and identifying where and how new low density and medium density housing will develop.

4.1 Demographics[1]

In 2014 the population of Woodland was roughly divided between 53% female and 47% male. The median age was 28.8. Only 9.6% of the population was over the age of 65. Racially, 91.4% of the population identified as White, 17.9% of the population identified as Hispanic, approximately 2.6% self-identified as Asian, and less than 1% as Black or African American.

The median household income was $65,065. Poverty was and is an issue in Woodland. In 2014 17.4% of all families and 23.4% of all residents lived below the federal poverty level ($11,670 one person/household and $23,850 four persons per household).[2] Poverty levels differed dramatically across the city. East of I-5, observed poverty levels ranged from 6.4% furthest east to 12.2% closer to the freeway. West of I-5 observed property levels ranged from 5.56% in the southern part of the city to 15.7% near the downtown, to 25.5% at the western end of town.[3] Approximately 22% of the employed workforce did not have health care in 2014.

[1] Data sources consulted include: 2010-2014 American Community Survey 5-Year Estimates; www.data.wa.gov; www.census.gov; www.factfinder.census.gov unless otherwise indicated.

[2] https://aspe.hhs.gov/2014-poverty-guidelines

[3] http://www.city-data.com/income/income-Woodland-Washington.html

4.2 Housing Inventory and Analysis[4]

2014 demographic trends provide a snapshot of the current growth patterns and provide evidence of future activity.

- In 2014, there were 1,933 dwelling units in Woodland, an increase of 554 units above the 2000 housing stock.
- In 2014 approximately 67.9% of the housing units in Woodland were single-family detached units. There were 391 attached dwellings between 2 to 19 units, 73 attached units in complexes of 20 or more units, and 156 mobile homes.
- Woodland's housing stock is fairly new. Approximately 70% of all units were built after 1990 and only 5% of the homes were built prior to 1939. All dwellings have indoor plumbing.
- Sixty-five percent (65%) of all units were owner occupied. Rental vacancy rate was 5.6%.
- The median price of an owner-occupied unit was $170,800; the median mortgage was $1,611 per month, and median rent was $911 per month.
- Over 75% of all mortgages were less than 30% of household income while 53% of all renters paid more than 30% of household income towards monthly rent.
- On average, each unit contained approximately 2.77 persons per household.

The 2015 year-end population was approximately 5,708 and the projected 2036 population is 9,274. To accommodate the addition population of 3,566 persons the city will need an additional 1,288 dwelling units. Woodland has enough vacant buildable lands to accommodate 1,292 new units. By 2036 Woodland may be a city of approximately 3,225 dwellings.

4.3 Statement of Policies that Encourage Affordable Housing

- Within the city limits Woodland will strive to maintain a housing stock of 60% detached low density housing and 40% medium to high density units.
- The city residential and future mixed use zoning districts will establish minimum densities.
- Development regulations should 'bevel' perimeter lot sizes to help blend the transition between low density and medium density zoning districts.
- Consistent with state law, 'stick-built' and manufactured housing are allowed in all residential districts.

4.4 Growth Management Act

The GMA requires that a housing element be included in the comprehensive plan. Advanced planning for housing ensures that adequate and affordable housing is available to the community,

[4] Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates; www.data.wa.gov; www.census.gov;
www.factfinder.census.gov

and helps to plan for needed infrastructure improvements such as parks, schools, roads, water systems, etc. The GMA established the following housing goal:

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

The Procedural Criteria for Adopting Comprehensive Plans and Development Regulations for the Act further specifies that the Housing Element of the 20-Year Plan (WAC 365-195-310) shall, at a minimum, contain:

- An inventory and analysis of existing and projected housing needs;
- A statement of goals, policies, and objectives for the preservation, improvement and development of housing;
- An identification of sufficient land for housing, including government-assisted housing, housing for low-income families, manufactured housing, medium density housing and group homes and foster care facilities;
- Adequate provisions for existing and projected needs of all economic segments of the community.

The Act further requires inter-jurisdictional coordination and development of county-wide policies considering affordable housing and its distribution regionally.

A 1993 legislative amendment requires that all cities and public agencies develop an inventory of public properties no longer needed for use and which may be available for affordable housing. The inventory identifies individual property locations, size, and current zoning category. Public agencies include all school districts and state departments of natural resources, transportation, social and health services, correction, and general administration. The inventory is provided by the city to the Washington State Office of Community Trade and Economic Development and is to be updated annually by November 1.

The city is required by the State Housing Act of 1993 to include provisions for accessory housing. Such provisions are subject to regulations, conditions, and limitations as determined by City Council (RCW A.63.230).

4.5 Goals and Policies

Goals

H 1 Strive to ensure fair and equal access to housing for all people throughout the city regardless of race, color, national or ethnic origin, religion, creed, age, sex, marital status, or disability.

H 2 Achieve a well-balanced and well-organized combination of open space, commercial, industrial, recreation, and public uses served by a convenient and efficient transportation network while protecting the fabric and character of residential neighborhoods.

Neighborhood Conservation

Goal

H 3 Promote desirable neighborhoods that support property values by fostering the maintenance and improvement of the physical condition of the existing housing stock and neighborhoods in the city.

Policies

H 3.1 Foster the organization of neighborhood-based groups that encourage housing maintenance and improvement and assist homeowners in improving neighborhood quality of life.

H 3.2 Initiate coordination with neighborhood-based groups or other volunteer organizations to promote rehabilitation and community revitalization efforts.

H 3.3 Advance neighborhood revitalization through public facility improvements servicing the area (storm drainage, street paving, and recreation). The city should continue to evaluate public facilities and services in redeveloping areas.

H 3.4 Promote the maintenance, rehabilitation and reuse of existing residences and neighborhoods as a priority, and use redevelopment only selectively to upgrade badly deteriorated areas.

H 3.5 Continue to implement its code enforcement program to ensure basic maintenance of residential properties.

H 3.6 Consider incentives to motivate owners to repair and improve maintenance of their structures, such as a potential housing rehabilitation program.

Inclusive Housing

Goal

H 4 Provide for a variety of housing types and densities, and a range of affordable housing.

Policies

H 4.1 Encourage adequate provision of low and moderate-income housing opportunities to meet inventory goals and the distribution of such housing throughout the city.

H 4.2 Act positively on programs and proposals that would increase the availability of low cost housing and assistance to lower income households, including elderly.

H 4.3 Actively participate in regional housing planning and coordination programs and work closely with the Longview Housing Authority and other local, regional, state and federal authorities to see that housing needs of lower income persons are met.

H 4.4 Work with the Longview Housing Authority and with the state to educate citizens on existing housing programs and other opportunities for housing assistance.

H 4.5 Carefully examine the needs of the current and projected residents, in order to direct new housing development, rehabilitated housing, and assisted housing developments to where it is most needed.

H 4.6 Work to increase the opportunity for all residents to purchase or rent affordable safe and sanitary housing.

H 4.7 Address the needs of the elderly and prepare for an aging population. Strategies the city may pursue include:

- Review the availability of land zoned for high-density housing;
- Encourage the construction of multi-family structures with smaller living units (with one or two bedrooms) and more compact housing types (cluster, townhouse, apartment, or condominiums);
- Consider the proximity to shopping, medical facilities, libraries, public transportation routes, retail and service centers, and parks.

Planning and Design for Housing

Goal

H 5 Strive to create neighborhoods which enhance residential quality of life by providing adequate buffers from noise, odors, and other environmental stresses.

Policies

H 5.1 Encourage a development pattern that provides a range of densities and living environments.

H 5.2 Encourage Planned Unit Residential Developments as an alternative form of residential development to promote flexibility and creativity in the layout and design of new residential development large enough to effectively incorporate natural features and economical provision of services.

H 5.3 Ensure subdivisions develop with adequate transportation access both within the development and to surrounding land uses. Require public streets unless the developer proves an alternative private access is superior to the public street standard.

H 5.4 Require adequate off-street parking within multi-family developments to ensure residential on-street parking is not needed.

H 5.5 Strive to achieve average densities for new development to promote efficiency of land use and variety of lot sizes for residents. Single-family dwellings shall provide a minimum density of four units per acre and multifamily dwellings an average density of 20 units per acre.

H 5.6 Regulate manufactured housing similar to 'stick built' housing as required by state law.

Location

Goal

H 6 Locate housing in areas with compatible surrounding uses and where residents are able to access needed amenities.

Policies

H 6.1 Allow retirement housing to locate near medical, transportation and shopping facilities.

H 6.2 Site high density residential development in areas that are:

1. located near commercial areas, downtown, schools, employment centers, and parks and recreational facilities;
2. near sewer, water, storm drainage facilities, and streets capable of a high level of service and where access is safe and convenient; and
3. not constrained by critical areas or natural limitations.

H 6.3 Allow upper story residential uses of downtown buildings.

H 6.4 Encourage appropriately scaled infill development of vacant residentially classified land that is integrated into the neighborhood.

H 6.5 Allow limited opportunities for moderate density in low-density residential areas such as individual duplexes and accessory dwelling units through appropriate review processes to minimize impacts to the neighborhood.

CHAPTER 5

ECONOMIC DEVELOPMENT (EC)

Cowlitz County continues to feel the effects of the 'Great Recession'. Countywide, Cowlitz County experienced a loss of nearly 4,200 jobs between 2007 and 2012. Regionally the unemployment rate has been shrinking as the economy rebounds but Cowlitz County unemployment rate in May 2015 was at 7.6%, a percentage point higher than Clark County and 2.3% higher than the national average at that time. Manufacturing remains the strongest employment sector in the County and has showed stronger gains than the housing industry in the county. In the short-term Cowlitz County should experience a 1.5% employment growth rate.[1]

5.1 Workforce Data[2]

Jobs in Woodland

In 2013 approximately 3,070 people held a primary job[3] in Woodland.[4] The Industrial zoning districts, as expected, produced the heaviest concentration of jobs. See Map 5-1 2013 Employment Location. (Darker colors indicate areas of more intense job concentration.)

Woodland has become an employment attractor. Figure 5-1 Jobs Counts by Distance/Direction shows that most of the 2013 in-bound work force had a 10 to 24 mile, one way commute. Longview and the Vancouver area residents represented 45.6% of the in-bound work force. See Map 5-2 Workforce Residence 2013. Almost 30% of the 2013 workforce traveled ten miles or less each way. Fourteen percent (14%) of the workers commuted 50 miles or more to work in Woodland.

Approximately 75% of the jobs in Woodland were held by workers aged

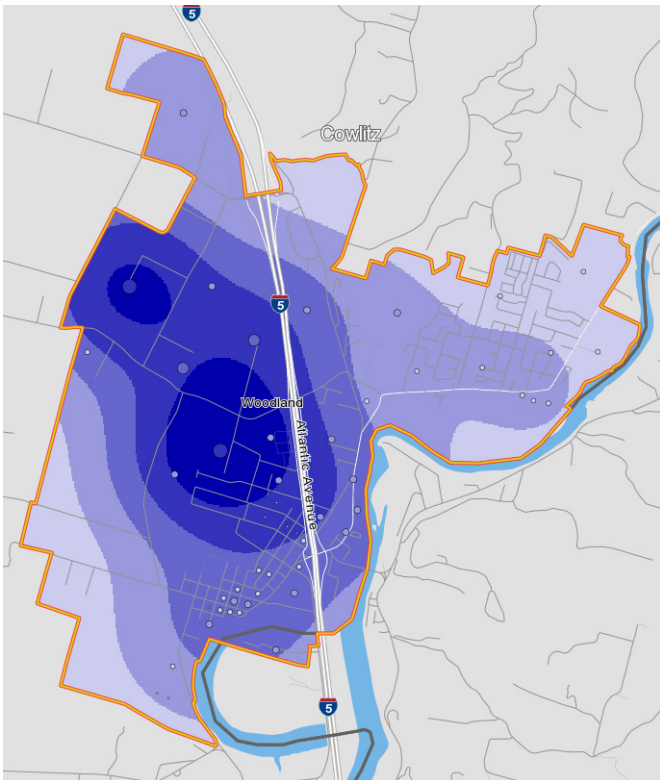
[1] Washington State Employment Security Department

[2] 2010-2014 American Community Survey 5-Year Estimates; www.data.wa.gov; www.census.gov; www.factfinder.census.gov.

[3] A 'primary' job is one worker holding one job.

[4] http://onthemap.ces.census.gov/

Map 5-1. 2013 Woodland Employment Locations



Map 5-2. Workforce Residence 2013

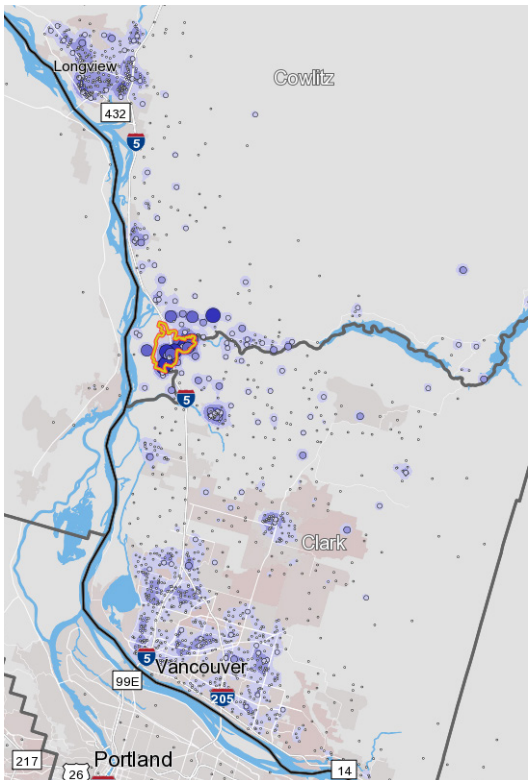


Figure 5-2. Jobs by Worker Age 2013

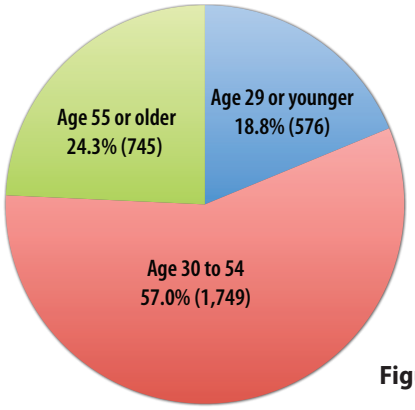


Figure 5-3. Jobs by Worker Educational Attainment 2013

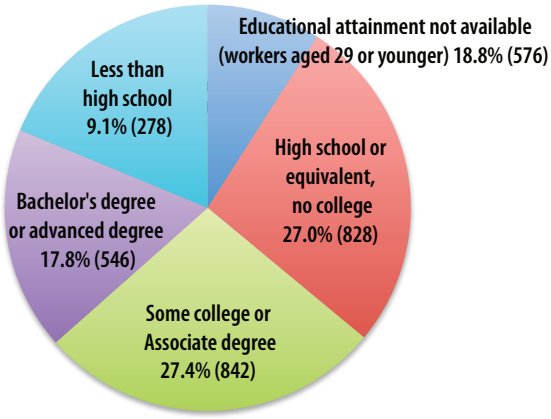


Figure 5-4. Jobs by Earnings 2013

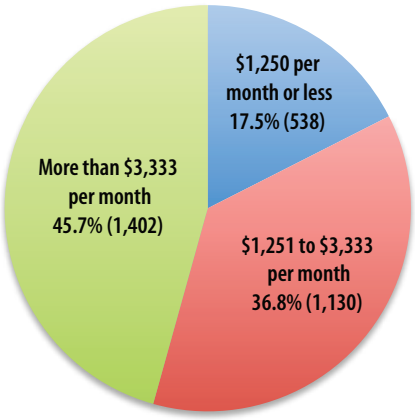
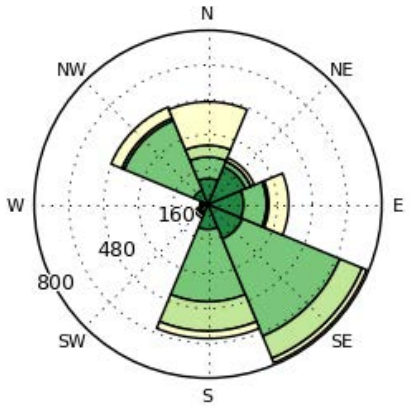


Figure 5-1. Jobs Counts by Distance/Direction



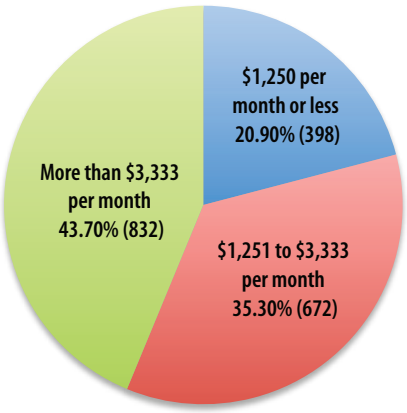
30 or older. See Figure 5-2 Jobs by Worker Age. Males held 62.4% of the jobs and Caucasian workers held 94.2% of the jobs offered in Woodland. More than 54% of the employees working in Woodland have some level of college education. See Figure 5-3 Jobs by Education Attainment – 2013. Unemployment was high in 2013; approximately 9.4% of the workforce was unemployed. Of those working in Woodland, 17.5% of the primary jobs paid less than $15,000 per year while 45.7% of the work force in Woodland enjoyed earning $39,996 per year or more. See Figure 5-4 Jobs by Earnings – 2013.

Sixty-seven percent (67%) of the workforce drove to work alone, 25% carpooled to work and 4% worked from home. The two largest employment sectors representing almost half of all jobs in Woodland in 2013 were in Manufacturing (38.7%) and Educational Services (13.1%), see Table 5-1 Jobs by NAICS Sector. Private sector wage and salary employees represent 78.1% of the workforce followed by Government employees (16.8%) and Self-employed (11.4%).

Table 5-1. Jobs by NAICS Industry Sector 2013

Manufacturing	1,188	38.7%
Educational Services	401	13.1%
Construction	262	8.5%
Retail Trade	244	7.9%
Wholesale Trade	205	6.7%
Accommodation and Food Services	192	6.3%
Transportation and Warehousing	121	3.9%
Health Care and Social Assistance	119	3.9%
Mining, Quarrying, and Oil and Gas Extraction	67	2.2%
Other Services (excluding Public Administration)	61	2.0%
Real Estate and Rental and Leasing	36	1.2%
Agriculture, Forestry, Fishing and Hunting	34	1.1%
Administration & Support, Waste Management and Remediation	34	1.1%
Public Administration	34	1.1%
Finance and Insurance	31	1.0%
Professional, Scientific, and Technical Services	29	0.9%
Information	6	0.2%
Arts, Entertainment, and Recreation	5	0.2%
Utilities	1	0.0%
Management of Companies and Enterprises	0	0.0%

Figure 5-5. Woodland Resident Jobs by Earnings 2013



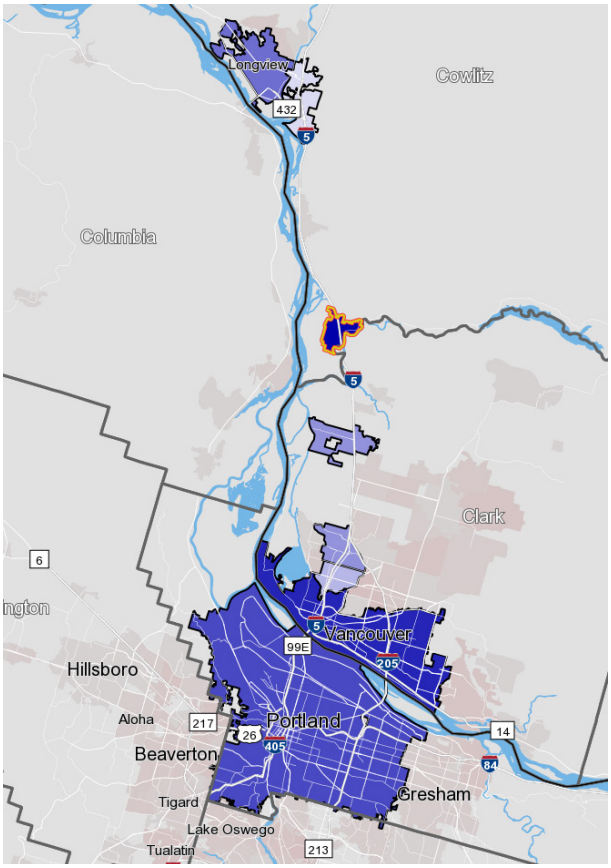
Workers in Woodland

In 2013 1,902 people who lived in Woodland held primary jobs in Woodland.[5] Seventy eight point two percent (78.2%) of those workers were 30 years or older. Females represented 45.3% of the resident workforce. The resident work force is well educated, 47.7% of the resident workforce had two or more years of college education. Fewer than 7.3% had less than a high school education. Workers 29 years or less accounted for 28.8% of the workers residing in Woodland who worked in Woodland. Nearly 21% of those workers earned less than $15,000 per year. The earning figure was 3.5% higher than those employees who lived outside of Woodland. Nearly 44% of the worker residents earned $39,960 per year or more. See Figure 5-5 Woodland Jobs by Earnings 2013.

The source of employment for Woodland residents is slightly different than it is for those who commute to work in Woodland. Manufacturing, Retail Trade and Educational Services represented significant employment sources. However, 9.8% of Woodland residents find work in the Health Care and Social Assistance industry. See Table 5-2 Woodland Resident Jobs by NAICs Sector.

Of the people who live in Woodland only 317, or 16.7% of the workforce residents, actually held a primary job in Woodland in 2013. Vancouver attracted 16.7% (306) of the local workers away, Portland attracted 12.3% (233), and 6.5% (123) traveled to Longview for work. Almost 50% (923) of the resident workforce traveled elsewhere.

Map 5-3. Woodland Resident Job Commute by Places 2013



[5] http://onthemap.ces.census.gov/

Table 5-2. Woodland Resident Jobs by NAICS Industry Sector

	2013 Count	2013 Share
Manufacturing	314	16.5%
Retail Trade	194	10.2%
Health Care and Social Assistance	187	9.8%
Educational Services	156	8.2%
Accommodation and Food Services	142	7.5%
Construction	127	6.7%
Wholesale Trade	126	6.6%
Transportation and Warehousing	113	5.9%
Public Administration	91	4.8%
Other Services (excluding Public Administration)	81	4.3%
Administration & Support, Waste Management and Remediation	72	3.8%
Agriculture, Forestry, Fishing and Hunting	58	3.0%
Professional, Scientific, and Technical Services	57	3.0%
Finance and Insurance	45	2.4%
Information	37	1.9%
Management of Companies and Enterprises	29	1.5%
Arts, Entertainment, and Recreation	26	1.4%
Real Estate and Rental and Leasing	24	1.3%
Utilities	20	1.1%
Mining, Quarrying, and Oil and Gas Extraction	3	0.2%

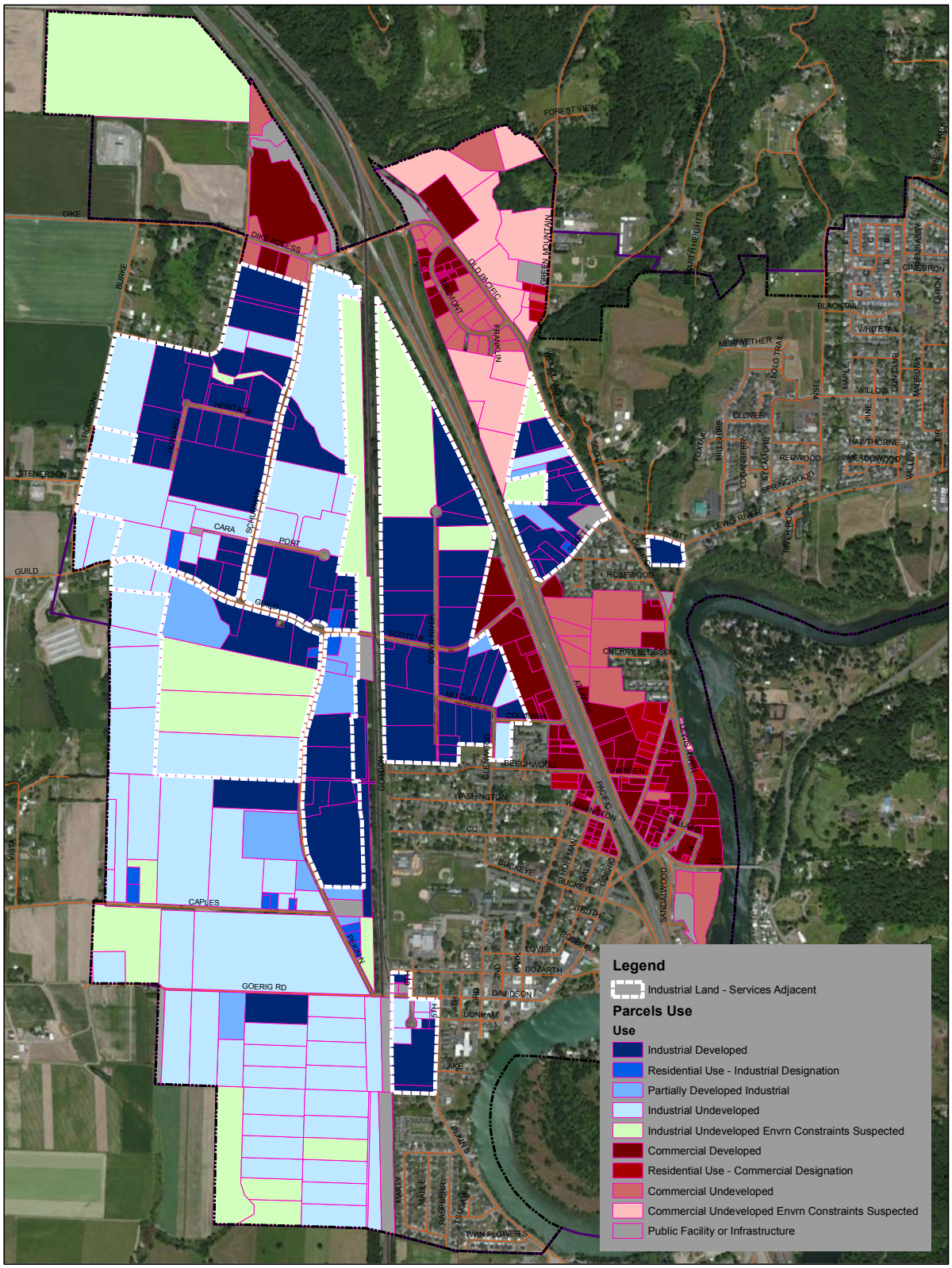
Workforce Outflow/Inflow

Woodland, in 2013, imported more workers than it exported. In 2013 there were approximately 3,070 primary jobs in Woodland. Approximately 1,902 workers lived in Woodland and 1,168 workers commuted to Woodland. See Table 5-3 Selection Area Labor Market Size. Only 317 Woodland residents worked in Woodland in 2013.

Table 5-3. Selection Area Labor Market Size (Primary Jobs)

	2013 Count	2013 Share
Employed in the Selection Area	3,070	100.0%
Living in the Selection Area	1,902	62.0%
Net Job Inflow (+) or Outflow (-)	1,168	-

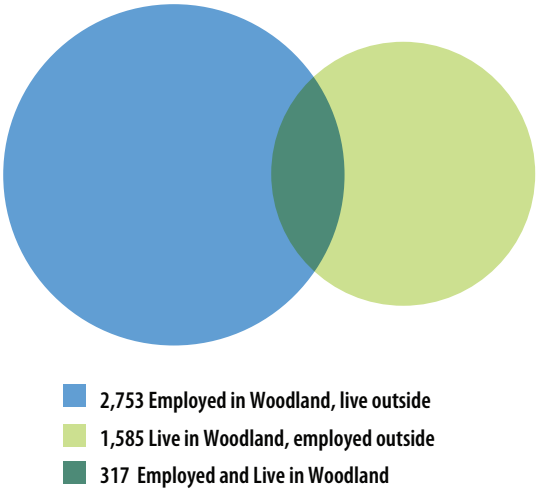
Map 5-4. 2012 Industrial and Highway Commercial Lands Inventory



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.

0 0.125 0.25 0.5 0.75
Miles

Figure 5-6. Inflow/Outflow Job Counts 2013



The result is a net outmigration of workers. In Woodland, there are 2,753 people employed in Woodland who live elsewhere. There are 1,585 people who live in Woodland who are employed elsewhere and only 317 people who live in Woodland who actually work in Woodland. See Figure 5-6 Inflow/ Outflow Job Counts 2013.

To help address the imbalance Woodland's Comprehensive Plan dedicates nearly 600 acres of vacant land towards industrial job creation and nearly 124 acres of vacant lands for commercial uses. See Map 5-4 2012 Industrial and Highway Commercial Lands Inventory. The Goals and Policies related to downtown may help revitalize the commercial core over time. Approximately 175 acres of residential land will help create homes for future workers. Overall, the Goals and Policies of the Comprehensive Plan support creation of more jobs in Woodland, many of which may be filled by future Woodland residents.

5.2 Inventory and Analysis

Employment opportunities are stronger in Woodland compared to the county as a whole. Employment data differs slightly between the Washington State Employment and Security Department and the U.S. Census Estimates. The data sources suggest that between 3,070 and 3,300 workers were employed in the greater Woodland area in 2013. Over the prior ten-year horizon the Woodland employment growth rate was approximately 2.8%. In North Clark County and South Cowlitz only Ridgefield has experienced a more robust employment rate than Woodland.

Business opportunities in Woodland range from individual home occupations to large-scale manufacturing and warehousing. The largest employment sectors in the city are manufacturing, retail, food services, and transportation and warehousing, with manufacturing alone representing 30% of the employment in the city. Together, in 2012, these four sectors represented approximately 45% of listed employers.[6] The combined sales of these industries equaled $336,279,000 in 2012. (Not all sources disclosed data due to privacy concerns.)

The Port of Woodland is located in Woodland near the I-5 corridor and on the Columbia River. The Port has approximately 400 acres of light and heavy industrial property available for development. Port properties are located in close proximity to an I-5 exit. The Port leases space, ranging from 5,000 S.F. to over 100,000 S.F, in three industrial parks. Twenty businesses are currently located in the Port of Woodland.

The Woodland market area extends along the I-5 corridor from Kalama south to North Clark County and the La Center area. Employment growth forecasts for the Cowlitz/Clark County area indicate several emerging or stronger local growth sectors between 2014 and 2024: Construction – 5.2%;

[6] Employment Sources; www.factfinder.wa.gov,

Information – 3%; Professional Services – 3%; Health & Social Assistance – 2.6%; Wholesale trade – 2.5%; and Education – 2.2%.[7]

5.3 Goals and Policies

The city's 20-year focus is to continue to foster economic growth within those industries that have sustained the community and to foster re-investment in the city center. Balanced economic growth is the goal.

Goal

EC 1 Support a diverse and balanced local economy to ensure sustained growth, locally available commercial services, and varied employment opportunities

Policies

EC 1.1 Plan for adequate public facilities and services necessary to attract and support economic development.

EC 1.2 Develop Woodland's position as the commercial center serving southern Cowlitz County and the recreation trade of the upper Lewis River and Mount St. Helens area.

EC 1.3 Actively participate in county, state and federal planning and programs for Mount St. Helens related tourism and recreation development, to promote consistency with local objectives and policies.

EC 1.4 Work in partnership with downtown businesses, property owners, and community interest groups to maintain and enhance the downtown area as a retail trade, service, professional office, financial office, governmental office, and cultural center of the city.

EC 1.5 Use the advantage of freeway visibility to establish the city as a traveler/tourist service center.

Partnerships

Goal

EC 2 Partner with agencies and organizations to increase opportunities for economic growth.

Policies

EC 2.1 Support and participate actively in the work of the Cowlitz Economic Development Council and other local and regional economic development programs, planning, and actions.

EC 2.2 Coordinate with and seek economic development assistance from the Port of Woodland, Cowlitz Economic Development Council, Washington Department of Commerce and private property owners to work towards economic development and diversity.

[7] Washington State Employment Security Department.

Commercial Land Use/Central Business District

Goal

EC 3 Encourage expansion and redevelopment of existing industries and business in the community.

Policies

EC 3.1 Work with community groups to continue event programming in Horseshoe Lake Park to bring people downtown.

EC 3.2 Continue to foster downtown redevelopment to support tourism and economic development generally, protection of existing public investments, protection and expansion of the tax base, overcoming of obstacles to privately initiated investments in downtown, and maintenance of community identity and appearance, because only the city can marshal certain financial resources and public improvements.

EC 3.3 Maintain active and cooperative partnership between the city, business and property owners, civic groups, and citizens to promote successful business district redevelopment, including downtown.

EC 3.4 Encourage more professional offices and local services to locate within the Downtown Business District.

EC 3.5 Require new commercial development to minimize off-site impacts on adjacent users and neighborhoods, provide access for persons of all abilities, and enhance ease of use for customers.

EC 3.6 Cluster commercial uses near intersections of major and/or secondary arterials or adjacent to existing commercial land uses.

EC 3.7 Develop areas classified for commercial use on the Land Use Plan Map before other areas are reclassified for commercial use. A market factor may be appropriate to ensure sufficient land and price stability.

EC 3.8 Encourage downtown revitalization by supporting the expansion of commercial and multi-family residential use.

Industrial Land Use

Goal

EC 4 Create a stable and diversified economy offering a wide variety of employment opportunities.

Policies

EC 4.1 Support the relocation of nonconforming industries to appropriate industrial areas designated by the plan.

EC 4.2 Preserve prime industrial sites and reserve suitable land for future industrial expansion.

EC 4.3 Manage off-site impacts of industrial development such as lighting, parking, access, utilities, and drainage through the development review process.

EC 4.4 Locate heavy to moderate industrial activities near railroads and/or major arterials adjacent to large land areas that are not adjacent to school properties, commercial and residential areas.

EC 4.5 Require industrial activities that discharge pollutants to adhere to all federal, state and local pollution abatement standards and mandates.

EC 4.6 Allow interim uses like agriculture and open space for vacant industrial sites to prevent encroachment by incompatible non-industrial uses.

EC 4.7 Use techniques such as master plans and binding site plans to facilitate development of professionally designed industrial parks that make efficient use of public services and facilities, maximize compatibility with adjacent non-industrial uses, and maintain the city's overall attractiveness.

CHAPTER 6
TRANSPORTATION (T)

The City Council adopted the Transportation Capital Improvement Plan in December of 2015. The plan uses the conclusions from the 2008 Woodland Transportation Infrastructure Strategic Plan completed by Parametrix as well as the Scott Avenue Reconnection Study, conducted during 2013 – 2015 by BergerABAM. Public Works Director Bart Stepp, P.E., prepared the 20-year Transportation Capital Improvement Plan based on the information from those studies, transportation improvements completed since 2008, and the city's growth rate since 2008.

6.1 Existing Conditions

The transportation analysis is based on an estimated population of 6,000 persons. Like many cities, transportation system improvements are needed to ensure people and freight can move efficiently. In 2008 the city completed a Transportation Infrastructure Strategic Plan (TISP). Improvements identified in the TISP that have been completed include:

- The roundabouts at Intersection 22,
- Left turn lanes at Hillshire and Gun Club, and
- A new roundabout at SR 503 and E. Scott Avenue.
- The remaining improvements still need to be completed.

The city completed the TISP prior to the start of the 2007-2010 recession. The TISP assumed traffic growth rates of 3% or greater in Woodland. Table 6-1 on the next page shows the PM peak hour traffic counts taken for 11 intersections prior to completion of the TISP and the corresponding PM peak hour traffic counts in 2012 and 2013.

Table 6-1 evaluates 2006 and 2012 PM Peak Hour traffic counts at key local intersections. The analysis shows that the north end of Woodland experienced significant growth in traffic volume, as high as a 9.2% annual growth rate during the eight year period. The increase is primarily attributable to the construction of the Wal-Mart in 2006. The central transportation system has seen only a marginal annual growth rate while the southern key intersections actually witnessed a modest decline in traffic volume.

Table 6-1. Intersection Traffic Count Comparisons from 2006 – 2013

Area of Town	PM Peak Hour Traffic Comparison Intersection	Year Counted	Traffic Count	Year Counted	Traffic Count	Annual Growth %
North	Dike Access Road/Schurman Way	2006	342	2012	764	9.2%
North	Dike Access Road/I-5 Southbound Ramps	2006	509	2012	829	6.4%
North	Dike Access Road/I-5 Northbound Ramps	2006	460	2012	679	5.4%
North	Dike Access Road/Robinson Road	2006	73	2012	97	4.1%
Central	W Scott Avenue/Pacific Avenue	2007	478	2013	526	1.5%
Central	E Scott Avenue/Atlantic Avenue	2007	366	2013	389	1.0%
Central	E Scott Avenue/Old Pacific Highway	2007	408	2012	426	0.8%
Central	E Scott Avenue/Lewis River Road	2005	1087	2012	1155	0.8%
South	SR 503/Pacific Ave/I-5 Southbound Ramp	2007	2115	2012	1990	-1.3%
South	SR 503/Atlantic Ave/I-5 Northbound Ramp	2007	2362	2012	2214	-1.3%
South	Lewis River Road/CC Street	2007	1876	2012	1760	-1.3%

Note: 2005 traffic count from Meriwether Subdivision TIA, 2006 traffic counts from Wal-Mart TIA, 2007 traffic counts from TISP, 2012 traffic counts from High School TIA, 2013 traffic counts from Scott Avenue Reconnection Study.

Because of this lower growth since the 2008 TISP the city chose to use the TISP as its basis for its Transportation Capital Improvement Plan for the following reasons:

- Completing the improvements in the TISP would provide acceptable Levels of Service for the Woodland Transportation System.
- The city's 2016 Comprehensive Plan Update does not propose any expansion of the Urban Growth Boundary. This means the Urban Growth Boundary from the TISP is the same in the Comprehensive Plan Update.
- The 2016 Comprehensive Plan Update lowers the city's projected growth rate from 3.5% in the 2005 Comprehensive Plan to 2.3%. The projected population in 2036 is 9,274 people. The 2005 plan projected a 2025 population of 8,526. The additional 748 people within the city from the 2025 and 2036 populations is not enough to create the need for additional improvements beyond those identified in the TISP.
- The costs of the remaining improvements in the TISP are substantial and the city does not have the financial ability to complete additional improvements.

The TISP provides a detailed analysis of the city of Woodland Transportation System.[1] The TISP also included substantial public outreach to identify the preferred alternatives.

6.2 2015 Capital Improvement Plan (CIP)

Map 6-1, provides an overview of the major focus areas for which recommended improvements were identified in the *Woodland Transportation Infrastructure Strategic Plan (TISP)*. Projects of the magnitude identified in the TISP are typically constructed using a combination of funding and financing over several years or even decades, and they often require a combination of local, state, and federal funding participation. The major focus areas are identified as:

A I-5/Dike Road Roundabouts – The improvements identified in this area have been completed. The 2015 CIP does not identify any needed improvements in this area.

B Scott Avenue Reconnection Area – No improvement have been completed in this area. The city has completed an alternatives analysis and identified raising I-5 and connecting Scott Avenue underneath I-5 as the preferred project alternative.

C I-5/SR 503 Interchange Improvements – No improvements have been completed since the completion of the TISP. The city was awarded $1.47 in federal funds in 2014 to complete the design and ROW for shifting the CC Street traffic onto Millard. Design of this project is expected to start in the fall of 2016 when the federal funds become available.

D SR 503 Widening – Some of the improvements identified in the TISP for this area have been completed. Left turn lanes were installed at the intersections of Hillshire and Gun Club and a roundabout was installed at the E. Scott Avenue intersection. Timing and funding of additional improvements have not been identified.

Recommended Short-Term (0 – 6 years) and Long-Term (6 – 20 years) projects that need to be completed are presented in Table 6-2 on page 4. The short-term improvements can be found in the Woodland 2016-2021 Six Year Transportation Improvement Program which was approved by City Council on 6/1/15 (Resolution 655). Cost estimates have been updated from the 2008 TISP to 2015 dollars. The names of some projects have been altered from the 2008 TISP to better reflect the projects in their current form.

The three projects identified in the 2016 – 2021 time period are:

- Scott Avenue Reconnection Project – Raise I-5 and connect west and east Scott Avenue with signals at Pacific and W. Scott and Atlantic and E. Scott.
- I5/SR 503 Interchange Improvements Project – Shift CC Bridge traffic onto A and Millard with a new traffic signal at SR 503 and Millard. Remove the existing traffic signal near CC Street and SR 503 and close off CC Street at SR 503.
- E. Scott/Old Pacific Highway Intersection Project – Improve intersection through re-alignment, traffic signal, medians, or other improvements.

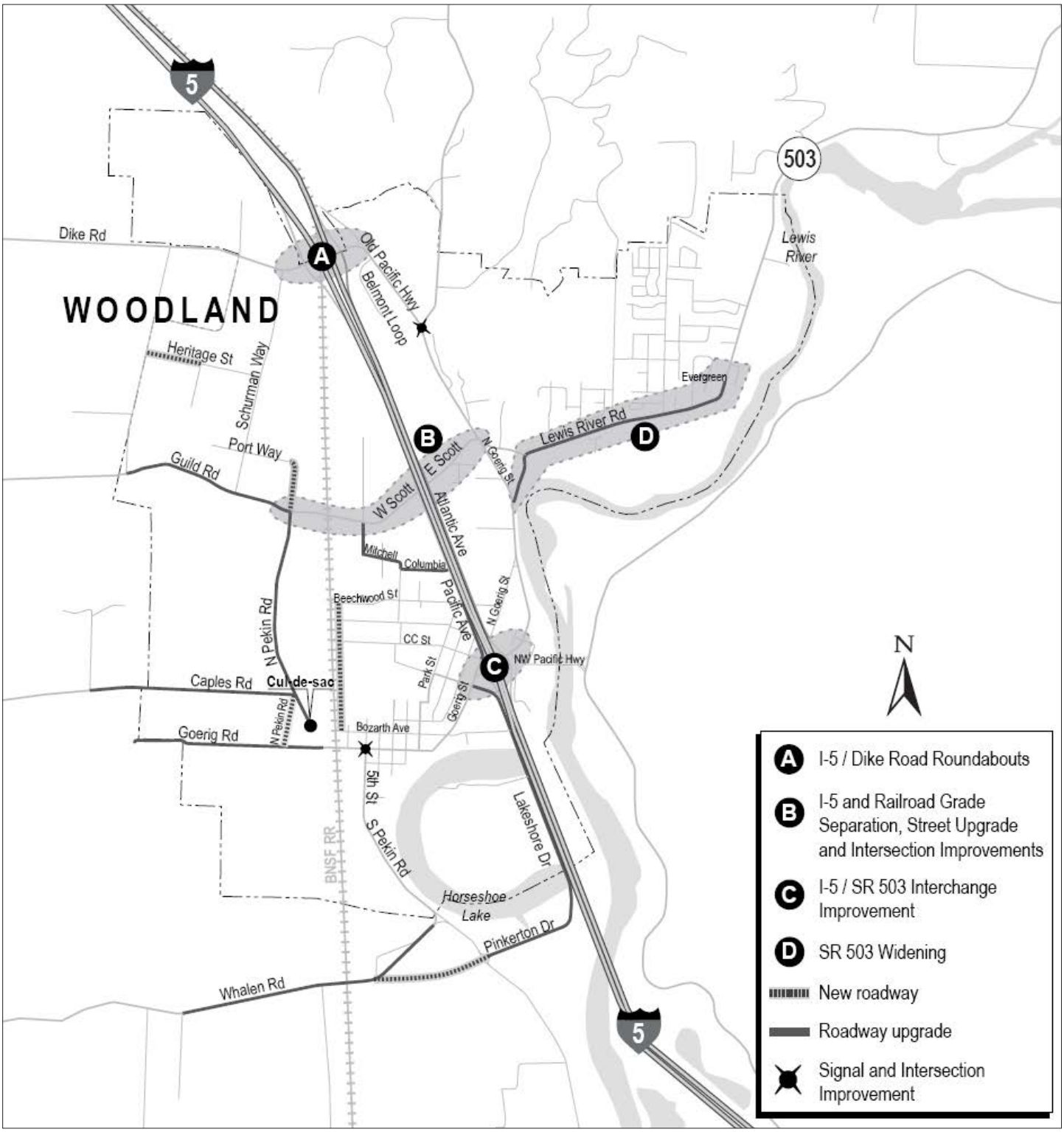
[1] For more information on the TISP see http://www.ci.woodland.wa.us/departments/public-works/transportation.php.

Table 6-2. Woodland Transportation Capital Improvement Program

Project Name	Location/Limits	Description	Cost Estimate (2015$)	Project Interdependence	Primary Benefits
0 – 6 Years Capital Improvements (2016 TO 2021)					
Scott Avenue Reconnection	I-5 Undercrossing	Construct undercrossing of I-5 (raise I-5 profile) with sidewalks and bicycle lanes, signalize and provide turn lane channelization for interchange ramp termini on Scott,	$75,000,000	Independent project	– Improved access to industrial area – Improved emergency response times – Congestion relief at I-5 interchanges – Provides access to westside growth, industrial and Port access, and major commercial centers – Major street connectivity
I-5/SR 503 Interchange Improvements Project	SR 503 from I-5 NB Off-Ramp/Atlantic to Millard	Shift CC Bridge traffic onto A and Millard, to new traffic signal at SR 503 and Millard. Remove existing traffic signal, close off CC Street at SR 503.	$8,000,000	Independent Project with some mitigation from Woodland Commerce Center Project	– Congestion relief at I-5/SR 503 Interchange – Improves Safety – Improved pedestrian and bicycle connectivity
E. Scott/Old Pac. Intersection	Scott Ave / Old Pacific Hwy Intersection	Improve intersection with realignment, signal, medians, or other combination.	$3,300,000	Independent project	– Addresses future intersection failure, and sub-standard design – Improves safety – Improves access to city Police and Fire Stations
		Total Short-Term Cost Estimate	**$86,300,000**		
6 – 20 Years Capital Improvements (2022 TO 2036)					

Scott Avenue Railroad Crossing	RR Overcrossing	Construct two lane overcrossing of railroad with sidewalks and bicycle lanes, and at-grade intersection with Down River Drive (Option 4D)	$22,000,000	This improvement must also include the extension of N Pekin Road to connect with Port Way as described below	– Provides access to businesses including industrial property, Port access, and major commercial center – Major street connectivity – Safety of high speed, mainline rail crossing – Emergency response times
Scott Avenue at Pekin Road	Relocation of existing connection	Grade-separate Scott Avenue and N Pekin, connect N Pekin to Schurman via Port Way (Option 1)	$10,000,000	Required as part of railroad overcrossing project	– Replaces connectivity between Pekin Road and Scott Avenue that would be lost when RR crossing is built – Provides major northbound/south backbone transportation network for Westside of city
SR-503	Hillshire Drive to Evergreen Lane	Widen to 3-lane cross-section, install bicycle and pedestrian facilities	$8,000,000	Independent project	– Addresses existing High Accident Corridor – Improves traffic operations at intersections – Provides improved bicycle and pedestrian circulation – Addresses stormwater treatment – Can enhance street appearance
I-5 at SR-503	Buckeye/Goerig to SR 503/ Atlantic Street	Add turn lanes at SR 503 intersections with I-5, add lane under I-5, and add eastbound through lane from Atlantic to past A Street (Option 6)	$10,000,000	Independent project	– Addresses future interchange area failure including expected periodic traffic queuing onto I-5 northbound – Enhances safety – Provides improved pedestrian and bicycle connectivity
		Total Long Term Cost Estimate	**$50,000,000**		
		TOTAL PROJECT COSTS			

Map 6-1. Overview of TISP Improvement Recommendations



6.3 Goals and Policies

Streets and Highways

Goal

T 1 The city of Woodland shall provide a convenient, safe, and efficient multi-modal transportation system that promotes the mobility of people and goods within and through the city.

Policies

T 1.1 Develop and improve the city's arterial and collector road system to link residential, commercial, and industrial areas of the city with each other and with the regional highway system.

T 1.2 Establish LOS C or better as the desired standard for the I-5 mainline within the city, consistent with the regional CWCOG/SWRTPO standard. Establish a LOS standard of LOS D or better for arterial state highways (SR 503), major arterials, and minor arterials. Establish acceptable levels of traffic on collector roads and local streets through street design standards. Calculate the levels of service according to the most recent Highway Capacity Manual or approved alternative method.

T 1.3 Review and update the city's street design standards and development requirements as needed to support cost-effective implementation of arterial, collector, and local streets and facilities for pedestrian and bicycle travel. The standards should require new developments to provide a grid of collector and local roads to serve residential and commercial areas of the city, to minimize the impact on adjacent arterials. New developments should provide fully improved streets to provide access and circulation to support their increased traffic.

T 1.4 Consolidate access to properties along state highways and major and minor arterials whenever possible to maximize the capacity of the facilities and reduce potential safety conflicts. Restrict new accesses to state highways and major and minor arterials whenever practical. Work with WSDOT to adopt and implement standards for access permitting on state highways within the city boundaries as per Revised Code of Washington (RCW) 47.50.030.

T 1.5 Work with WSDOT to provide signing and improvements to the arterial system to encourage use of the Dike Road interchange for travel between I-5 and SR 503.

T 1.6 Include and fund a comprehensive maintenance and operations program for capital projects.

T 1.7 Provide curbs, storm drainage, sidewalks, street lights, and landscaped planting/utility strips, as well as adequate roadway widths and surfaces on local and collector street system improvement projects where possible.

T 1.8 Evaluate the opportunities, location, and cost of providing an additional safe and efficient way out of town.

T 1.9 Evaluate other methods of route connectivity for the east side area of the city, easing the burden on Lewis River Road.

Subdivision Streets

Goal

T 2 Review preliminary plats and consider internal traffic circulation patterns and potential impacts on nearby streets and highways to ensure adequate transportation facilities are built to serve new development.

Policies

T 2.1 Design subdivision streets so as to plan for future connection to adjoining subdivisions when possible.

T 2.2 Keep intersections of local and collector streets with principal and minor arterials to a minimum in the design of new subdivisions.

T 2.3 Require access to residential lots in new subdivisions from an interior street system rather than from major and minor arterials when possible. Keep direct driveway access onto major and minor arterials to a minimum.

T 2.4 Install sidewalks (on both sides unless impracticable), curbs, and drainage gutters along arterials, collector streets, and local streets to enhance pedestrian safety and control surface water runoff.

T 2.5 Design and lay out streets to follow the more gradual natural contours of the land and avoid steep grades.

Truck Routes

Goal

T 3 Enhance truck access to/from I-5 and other regional facilities to minimize the impact of trucks on residential and commercial areas of the city.

Policies

T 3.1 Design roadways designated as truck routes to meet the capacity and safety needs of heavy vehicles.

Pedestrian and Bicycle

Goal

T 4 Develop facilities to provide safe pedestrian and bicycle travel, to promote alternative transportation modes and to support recreational activity.

Policies

T 4.1 Include sidewalks and bicycle lanes, where feasible, as part of identified improvements to SR 503 and other arterials within the UGA.

T 4.2 Provide a grid of local streets to support pedestrian and bicycle travel within and between neighborhoods.

T 4.3 Require new developments to provide adequate pedestrian access to adjacent roads and/ or trails.

T 4.4 Develop and sign a system of bicycle routes providing for travel within the city with connections to regional and major local destinations.

Transit and Transportation Demand Management

Goal

T 5 Enhance use of transit and carpools by providing park-and-ride facilities and coordinated regional services.

Policies

T 5.1 Encourage ridesharing programs by working with major employers to establish transportation coordinators and ride-matching services.

T 5.2 Support and cooperate with WSDOT on retaining and upgrading the existing park-and-ride lot at the SR 503/I-5 interchange.

Rail, Air, and Water Transportation

Goal

T 6 Support Burlington Northern Santa Fe Railroad, Port of Woodland, and the Washington State Department of Transportation Aviation to maintain and enhance operations of rail and air transportation in the City of Woodland and connections to water transportation on the Columbia River.

Policies

T 6.1 Coordinate regularly with providers and operators of the railroad, airport, and port facilities to ensure compatibility of improvements with city goals and implementation programs. Work with providers to help fund safety and access/ circulation improvements to support economic development and recreation associated with rail, air, and water transportation.

T 6.2 Airport Land Use Compatibility.

Create zoning districts and development regulations that discourage the siting of incompatible uses adjacent to general aviation airports. The zoning regulations must be filed with the Aviation Division of WSDOT.

6.3 Financing and Implementation

Goal

T 7 Work with multiple agencies to secure funding to implement transportation improvements in a timely manner.

Policies

T 7.1 Identify and update costs of future transportation system improvement needs required to provide acceptable levels of service and safety as part of the six-year Transportation Improvement Program.

T 7.2 Annually update and adopt a six-year Transportation Improvement Program to support timely implementation of the Transportation Plan. Review priorities based on updated traffic conditions and development patterns. Base the program on realistic funding capabilities of the city and other agencies.

T 7.3 Use regional, state and grant funding to help fund improvements to SR 503, I-5, and arterials serving regional traffic and economic development.

T 7.4 Require developers to construct or pay a proportionate share of arterial, collectors, and local streets needed to serve new developments.

CHAPTER 7

PARKS, RECREATION AND OPEN SPACE (PR)

A park and recreation plan is an important part of a Comprehensive Plan. As Woodland grows in population, demands on parks and recreational facilities increase. Recreation opportunities are one important measurement of community livability in that they also help to build strong neighborhoods and promote a high quality of life. The Woodland Comprehensive Plan update provides an opportunity to review community needs and identify the city's park and recreation needs for the next 20 years.

In September 2015 the City Council adopted "The City of Woodland Parks and Recreation Plan." City staff developed the plan with the help of the Woodland Park Board and Woodland Planning Commission. Public outreach and planning efforts included a mailer and an open house. The park and recreation plan is designed to meet or exceed all Washington State requirements as listed in the Interagency Committee for Outdoor Recreation (IAC) Planning Policy Guidelines. The plan was designed to meet the city's obligations under GMA for park and recreation planning and capital facilities planning.

7.1 Existing Conditions

The principal facilities highlighted are under the jurisdiction of the City of Woodland. However, other providers including the Woodland School District, Cowlitz County, and the Port of Woodland provide significant recreational opportunities to residents of Woodland.

Figure 7-1. City-Owned Recreation Facilities

Name:	**Horseshoe Lake Park**
Location:	200 Park Road: North bank of Horseshoe Lake, east of downtown Woodland
Size:	6.5 acres
Classification:	Community Park
Features Description:	This 6.5 acre park is located on the north bank of Horseshoe Lake, just east of the city's business district. It is the largest developed city park in Woodland and is used frequently for community events, including Planter's Days. Facilities include covered picnic areas, gazebo, an open lawn for field games, a playground, skate park, paved walking trail, a beach, restrooms, a parking lot and a boat launch. Adjacent to the park is Hoffmann Memorial Plaza. The lake is open for swimming (no lifeguard on duty), fishing, and boating. The lake is a "no wake" lake. The large covered picnic area can be rented by the general public. Since 2007, the skate park and walking trail around the park have been completed. The skate park was constructed in 2007 and the walking trail in 2014. Horseshoe Lake is an important resource for the residents of Woodland and for visitors traveling on Interstate 5. The lake is heavily utilized for recreation, including fishing, boating, and swimming. Surface area is 86 acres, its average depth is around 12 feet and its maximum depth is around 24 feet. Horseshoe Lake was created in 1940 when a meander in the North Fork of the Lewis River was isolated from the river during construction of Highway 99 (now Interstate 5). The watershed of the lake (approximately 339 acres) includes agriculture, residential, and business uses.
Misc. Notes:	The Horseshoe Lake trail system was partially completed in 1991. The 2.5 mile semi-developed trail loops around the Horseshoe Lake area. Approximately 1.4 miles of the trail network is within the city, while the remaining segments are outside of Woodland's city limits. The developed portion of the trail, which includes a paved path with road striping and one trailhead sign, begins at the intersection of Park Road and Lake Shore Drive, goes south along Lake Shore Drive, west along Pinkerton Drive, and north along South Pekin Road to the Woodland city limit line. The undeveloped portion continues north on 5th Street, east on Davidson Avenue (downtown area), north along Goerig Street, and east on Park Street, terminating at Lake Shore Drive.
Photos:	

Name:	**Hoffmann Park**
Location:	782 Park Street; adjacent to Library & Community Center
Size:	.50 acres
Classification:	Neighborhood Park
Features Description:	Hoffmann Park contains the Woodland Community Center, playground equipment, swing set, landscaping, and open/grassy play areas. The Community Center is located at 782 Park Street and is available for rent. The building includes a full kitchen, has wheelchair-accessible restrooms, and a maximum occupancy of 98 people.
Misc. Notes:	Hoffmann Park is located next the Woodland Community Library and across the street from the Woodland School District main complex. Although small by traditional "neighborhood park" standards, Hoffmann Park does serve as a neighborhood park because of its relative location and diverse offerings.
Photos:	

Name:	**Eagle Park**
Location:	1844 Willow Street (within the River Bend Estates Subdivision)
Size	0.30 acres
Classification:	Mini-Park
Features Description:	This small park is located in the residential district in the northeast part of the city on Willow Street east of Insel Road. The park is equipped with a playground for small kids and there are some limited grassy areas that serve as play areas. There are also some picnic tables and benches. Overall, the park primarily serves younger-aged children that live within walking distance of the park.
Photos:	

Name:	**Kenneth Bjur Memorial Park**
Location:	2030 Spruce Ave.; Intersection of Spruce and Madrona
Size:	0.20 acres
Classification:	Mini-Park
Features Description:	This small park is located in the residential district in the northeast part of the city at Spruce and Madrona streets. The park is equipped with a jungle gym and swing set and there are some limited grassy areas that serve as play areas. Overall, the park primarily serves younger-aged children that live within walking distance of the park. Street parking is available adjacent to the park.
Photos:	

WOODLAND SCHOOL DISTRICT FACILITIES

The Woodland School District complex is located in the central part of the city, between Park Street and the railroad tracks, covering approximately 20 acres. The facilities include three gymnasiums, three tennis courts, two baseball fields, two softball fields, one stadium (football/soccer/track and field), one track (which the school district lights in the evening for track users part of the year), a concession stand and a playground. Although the city does not manage the school grounds, city residents may use the gyms and outdoor facilities for recreation when not in use by the school.

Woodland Intermediate School is located on the northeastern edge of the city and it features large grassy fields, baseball diamonds, a walking path and playground equipment. The approximately four-acre open portion of the site meets some of the recreational needs for area residents and is within walking distance of several neighborhoods.

A new high school opened the fall of 2015. The new school is located at 1500 Dike Access Road in the northwest corner of the city. It includes two gyms, a stadium (football/soccer/track and field), two baseball fields, two softball fields, and other open space.

MISCELLANEOUS LOCAL & REGIONAL FACILITIES

Goerig Park

This 1.5 acre parcel is located outside city limits, on the east bank of the Lewis River, just north of the bridge to Clark County and is owned by the City of Woodland. The site has one undeveloped boat launch site and is primarily used for pedestrian access to the Lewis River bank. The city closed off the area to automobiles in 2013 but the park is still open to pedestrian traffic.

Paradise Point State Park and Boat Launch

Paradise Point State Park is located three miles south of Woodland off Exit 16 (I-5) outside of La Center. The regional park is located on the south side of the Lewis River and includes RV camp sites, picnic tables, hiking trails, a boat launch, parking and restrooms. The park also provides access to the East Fork Lewis River for swimming, fishing and boating.

Lewis River Golf Course

East of Woodland (5.5 miles), along the Lewis River Road, is the privately owned and operated 18-hole Lewis River Golf Course and club house. Open all year, it attracts golfers from the local area and from the Portland-Vancouver and Longview-Kelso areas.

Lewis River Little League Fields

This facility is located on Green Mountain Road and is owned and operated by Lewis River Little League and includes approximately two acres of developed land west of Green Mountain Road and 11 acres of land to the east. Facilities include one softball, one T-ball, one minor and one major ball field.

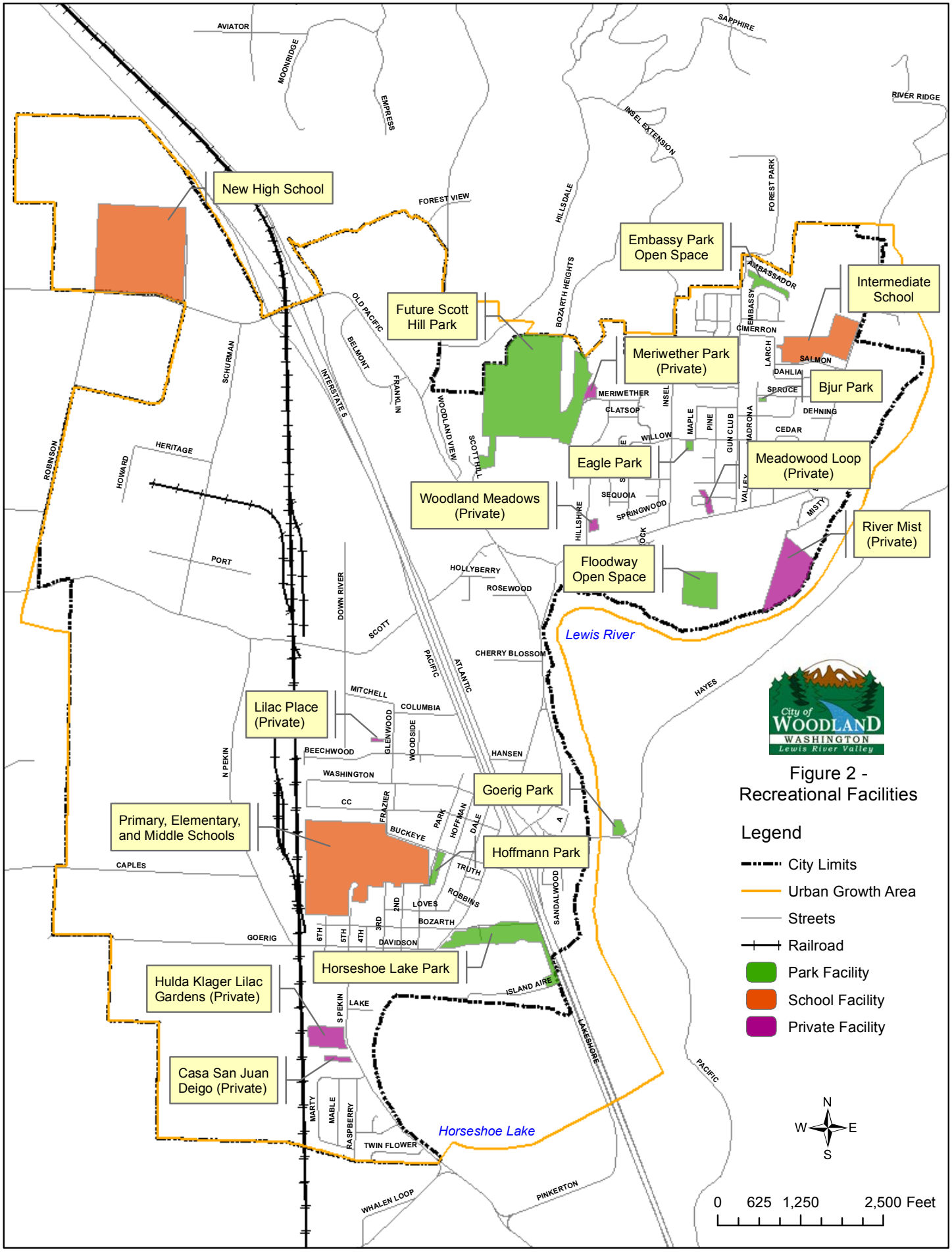
Hulda Klager Lilac Gardens

The Hulda Klager Lilac Gardens are located at the southern end of the city along South Pekin Road. The property contains a two story frame house constructed in 1903 by the father of Hulda Klager, "The Lilac Lady". A small barn and several outbuildings are located on the northwest corner of the property. The remainder of the property is comprised of over 100 other species of trees, shrubs and plants. The home and gardens are open to the public. The Hulda Klager Lilac Gardens property is listed on the National Register of Historic Places and on the Washington State Heritage Register.

Cowlitz County

The Finn Hall Wayside (Memorial Park) is located a few miles east of Woodland on SR-503 and is managed as a cultural and historic area. The wayside is four acres in size and includes picnic and open space areas.

7-2. City of Woodland Recreational Facilities



7.2 Projected Needs

The 2015 Woodland Parks and Recreation Plan projected that, based on adopted Level of Service standards; the city will need the following parks and recreation facilities over the 20-year planning horizon:

- Additional parks on the east side of I-5. Multiple parks could be supported by the existing population and the spatial distribution of residents.
- Additional land and types of recreational offerings at Horseshoe Park. Construction of Scott Hill Park & Sports Complex would provide a new community park that could help to serve the neighborhood park needs of eastside residents and provide citizens with a broader array of activities.
- Additional mini-parks to meet the needs of residents, particularly in underserved neighborhoods. The two areas most in need are the south end of town (Raspberry Park) and the neighborhood east of I-5 around E. Scott Ave. and N. Goerig.
- Additional trails along the Lewis River Floodway and the area surrounding Horseshoe Lake.
- Improved and additional access (e.g., boat launch) to the Lewis River.
- Numerous smaller-scale park improvements including those related to access, parking, landscaping, and facility offerings.
- The city can assist and coordinate with groups including the Woodland Rotary, Woodland School District, Lewis River Little League, and the Woodland Community Swimming Pool Committee to meet community needs for other types of facilities.

7.3 Project Capital Improvement Costs

Six-Year Capital Improvement Program

Scott Hill Park & Sports Complex

The future 46 acre Scott Hill Park & Sports Complex, to be located on city-owned property, will include walking trails and play areas. The estimated cost to develop this park is $10,000,000. The Woodland Rotary organization has signed an MOU with the city to complete funding and development of the park with the city's assistance.

Southwest Woodland Mini-Park

The city needs a mini-park in the southwest residential area and needs to secure land for this park. There are a few undeveloped lots left in this area. Woodland should look at possibly purchasing property in 2016.

East-Central Mini-Park

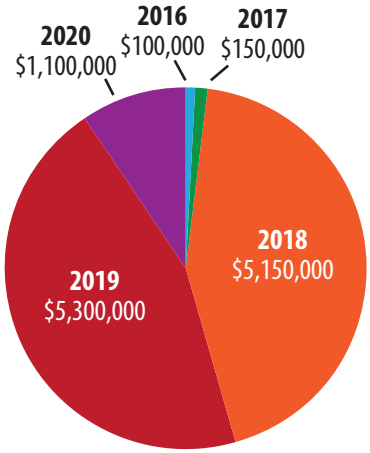
The city needs a mini-park in the north end of the city.

Horseshoe Lake Park Improvements

The 2007 Horseshoe Lake Park Improvements Plan included the skate park on the east end and the paved trail around the park that connects with the Mascot Plaza. Additional improvements could include parking improvements, an amphitheater for gatherings west of the playground area, boat docks into the lake, or other desired improvements.

Lewis River Recreational Development (Trails, Floodway Open Space, boat launch)

The 2015 survey completed indicated a high demand for access to the Lewis River. This capital project could include a number of items from completing a boat launch, to gaining legal access to the floodway open space the city owns, to completing walking trails along the river.



Development of Recreational Trails

This project would include development of recreational trails not associated with the Lewis River. Trails could wind around Horseshoe Lake, along the bottom of Scott Hill, or other potential areas.

Table 7-1. Woodland Parks and Recreation Six-Year Capital Improvement Program

Project	Possible Funding Source(s)	Facility Type	2015	2016	2017	2018	2019	2020
1) Scott Hill Park & Sports Complex (eastside community/ neighborhood park)	Rotary, CY, IAC	CP				$5,000,000	$5,000,000	
2) SW Woodland mini-park	IAC, CY, P, CV	MP		$100,000	$150,000			
3) East Central Woodland mini-park	IAC, CY, P, CV	MP				$150,000		
4) Horseshoe Lake Park Improvements (e.g., parking, amphitheater, facilities, etc.)	CY, IAC, P	CP						$400,000
5) Lewis River Recreational Project (Trail, Floodway Park, and boat launch)	CY, IAC, CV, TAP, WDFW	T, SU					$300,000	$500,000
6) Development of recreational trails	CY, IAC, CV, TAP	T						$200,000

Funding Source: CY – City, CV – Civic Organization, P – Private Individual/Organization, CC – Cowlitz County, IAC – IAC Outdoor Rec. Grants, WDFW – State Fish and Wildlife, TAP – Transportation Alternatives Program

Facility Type: CP – Community Park, T – Trail , NP – Neighborhood Park , MP – Mini-Park, SU – Special Use, SC – Sports Complex

7.4 Goals and Policies

Goal

PR 1 Create and preserve park and recreation opportunities for all residents within the City of Woodland and surrounding area.

Policies

PR 1.1 Provide a variety of parks and landscaped open space areas and recreation opportunities throughout Woodland.

PR 1.2 Continue to upgrade parks to keep pace with changes in recreational demand and citizen needs.

PR 1.3 Require all residential single-family subdivisions and multi-family development projects to (a) dedicate land for park areas, (b) provide for improvements to existing facilities or (c) provide monetary compensation (e.g., impact fees) to the City of Woodland for the acquisition and development of park lands or for the needed capital improvements to existing park and recreation areas.

PR 1.4 Continue to cooperate with other public, quasi-public, and private organizations, agencies and groups to jointly provide needed recreation facilities and programs.

Tourism

Goal

PR 2 Make recreation a cornerstone of Woodland's economic and tourism development.

Policies

PR 2.1 Work with the Woodland Chamber of Commerce to support tourism programs through active facility management and park development.

Funding

Goal

PR 3 Provide continued funding for city park land acquisition and development programs.

Policies

PR 3.1 Maintain the park land acquisition budget in the proposed Capital Improvements Program and Budget.

PR 3.2 Explore possible grant programs geared toward water quality improvement projects.

PR 3.3 Encourage the Parks Department and the Woodland School District to work in concert when purchasing new lands and developing playground activity programs, whenever possible.

Trails

Goal

4 Provide for year round use of walking, biking and jogging trails throughout Woodland.

Policies

PR 4.1 Link the existing downtown business district and Horseshoe Lake Park, with the objective of making the park an active part of the business community.

PR 4.2 Develop and implement an open space and trail plan along portions of Horseshoe Lake, the Lewis and Columbia rivers, and within major developed areas of the city by using city-owned property, land dedication, recreation easements and critical area buffers.

PR 4.3 Identify open space corridors that might be useful for recreation, wildlife habitat, trails, and connection of critical areas.

Waters

Goal

5 Provide additional public access to the banks of the Lewis River, Horseshoe Lake and other regional facilities.

Policies

PR 5.1 Provide and encourage adequate boat launch and handicapped fishing access sites at Horseshoe Lake and on the Lewis River and other regional facilities.

PR 5.2 Continue to acquire and create more park lands around Horseshoe Lake.

PR 5.3 Encourage the Washington State Department of Fish and Wildlife and local sportsman clubs to identify, acquire and develop access and boat launch sites along the Lewis and Columbia rivers.

PR 5.4 Pursue development of city-owned land within the Lewis River floodway into a primarily passive recreation area in partnership with state agencies.

PR 5.5 Update the city's park and recreation plan and incorporate appropriate elements of the plan into the city's comprehensive plan.

CHAPTER 8
CAPITAL FACILITIES (CF)

SANITARY SEWER

8.1 Sanitary Sewer: Existing Conditions

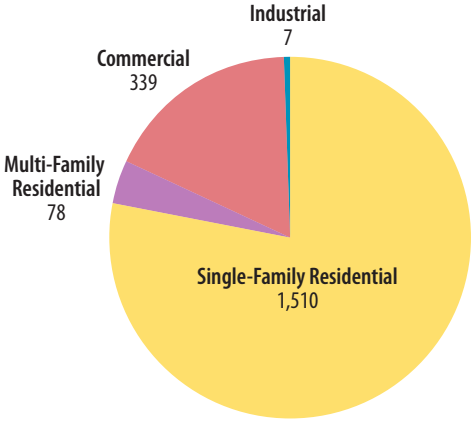
Sewer Service Area

The city of Woodland's current sewer service area includes approximately 2,625 acres within its corporate limits and 2,967 acres within its Urban Growth Area (UGA), as shown on Map 8-1. The city's sewer service boundary coincides with the UGA. The collection system is primarily conventional gravity sewer systems and consists of an estimated 129,500 feet of mainline gravity sewers and approximately 16,460 feet of force main with 14 lift stations. There are no adjacent water/sewer systems to the Woodland system. The nearest sewer system to the city is the city of St. Helens, which is directly across the Columbia River

The city of Woodland has its own designated sewer service area. Woodland Wastewater Treatment Plant (WWTP) treats all Woodland sanitary waste. Table 8-1 provides an estimate of the average number of Woodland sewer connections in 2013.

Table 8-1. Average Sewer Service Connections by Customer Class for 2013

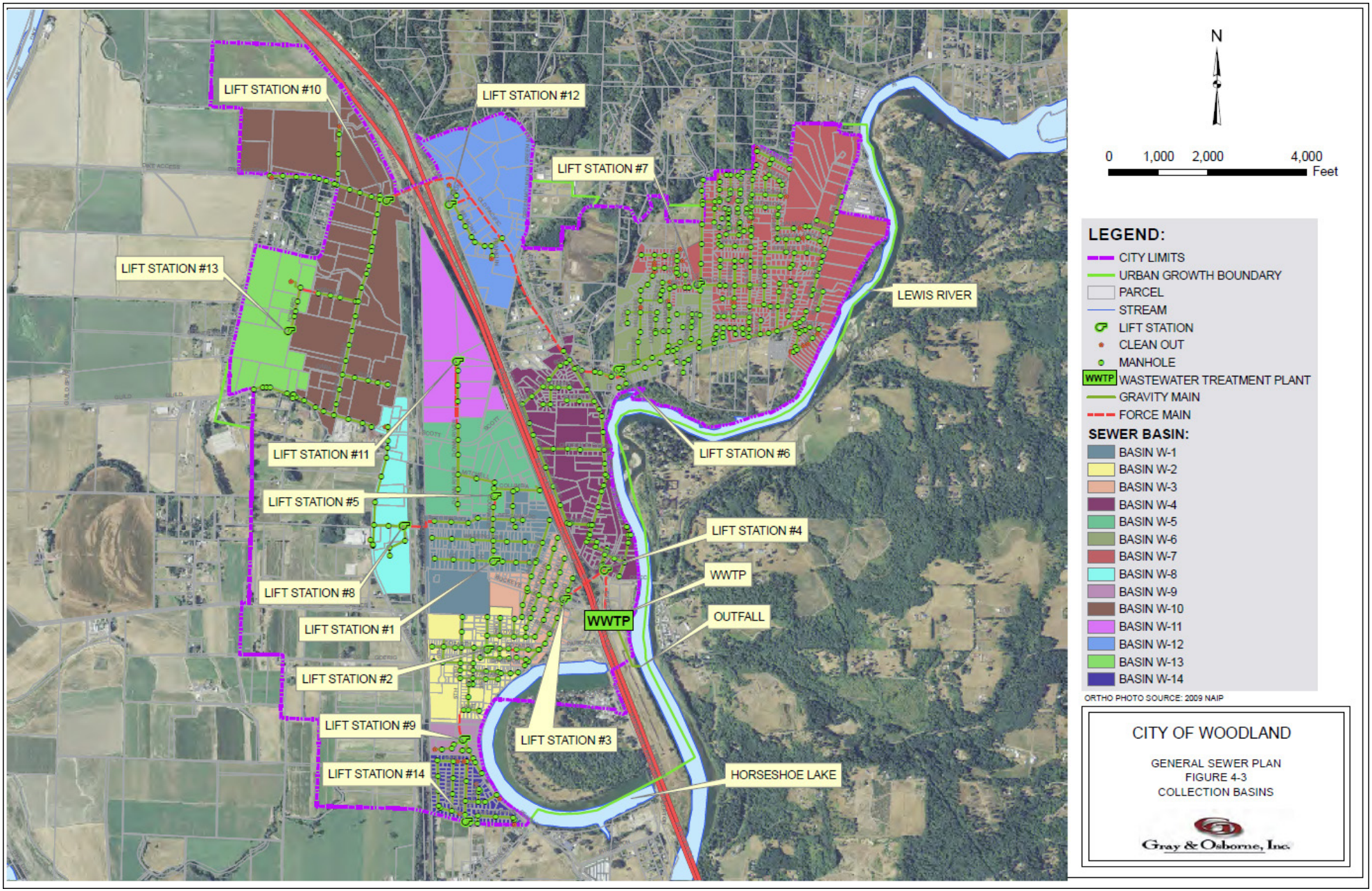
Customer Class	2013
Single-Family Residential	1,510
Multi-Family Residential(1)	78
Commercial(2)	339
Industrial	7
Total	1,933



Based on City of Woodland billing data.
(1) Multi-family connections include apartments, recreational vehicle parks, and mobile home parks.
(2) Commercial connections also include churches, schools, city accounts, and motels.

Woodland provides sewer service to several significant industrial users. They include: Columbia River Carbonate, Northwest Pet Products, Pacific Seafood, Walt's Wholesale Meats, Applied Plant Science, Hamilton Materials, and USNR.

Map 8-1. Woodland Sanitary Sewer System



WASTEWATER COLLECTION SYSTEM

The Woodland wastewater collection and treatment systems include pressure and gravity sewers, pump stations, the wastewater treatment plant, and river outfall. (See Map 8-1.)

Lift Stations

The city of Woodland operates fourteen lift stations. Currently, all flow passes through Lift Station 4, located at 1013 Lewis River Road. Five stations, including Lift Station 4, are located on the east side of Interstate 5, and convey flow from the east side of Woodland generally southward. Lift Station 10, located on Dike Access Road on the west side of Interstate 5, conveys flow under Interstate 5 to Lift Station 4. The remaining eight stations are located on the west side of Interstate 5. All of Woodland's lift stations are equipped with submersible pumps and all are duplex stations, except Lift Station 4, which is a triplex station.

Depending on the age of the station and space constraints, the physical layout of the equipment differs slightly, but the stations are generally similar. Stations generally consist of a wet well with rail-mounted submersible pumps, a discharge valve vault with check valve and isolation valve for each pump, and an unsheltered rack for electrical power, control, and telemetry equipment.

Most stations are equipped with a bypass connection and valving to allow the pumps and/or wet well to be bypassed for maintenance or in an emergency. All stations are equipped with plugs and a manual transfer switch arrangement to allow the use of portable generators in the event of a power failure. The city has one larger portable generator that is sized to operate Lift Station 4 and is generally assigned to Lift Station 4 in an emergency, due to its critical position in the conveyance network. Woodland also has two smaller portable generators. One of the smaller generators is typically assigned to Lift Station 3 due to its central location and the other is moved between other affected lift stations as required.

Collection System

The components of the collection system consist of:

- Major Gravity Lines
- Force Mains
- Sewage Lift stations

Gravity sewer lines in downtown Woodland were first constructed in the 1950s and are mainly constructed of 8-inch concrete pipe. Much of this original sewer pipe is still in place today. As the city has grown and replaced pipe, PVC pipe has been installed to reduce infiltration and improve the condition of the sanitary sewer system. In 2013, 13,521 feet of concrete mains and 3,959 feet of transite mains were relined with HDPE and 257 feet of main was replaced with PVC.

Wastewater is discharged to the city's wastewater treatment facility, which has an outfall in the Lewis River. The sewer system service area is generally flat and gradually slopes toward the Lewis River, where the treatment facility is located. Most of the collection system consists of gravity

sewers, which drain to pump stations, and force mains. The current system consists of 4-inch to 16-inch diameter pipe, constructed of concrete, PVC and transite.

The Woodland sanitary sewer system contains a total of approximately 566 manholes which vary in construction material from all-brick to the newer precast concrete manholes. The older, all-brick and concrete block manholes present a greater opportunity for infiltration to occur than the newer precast manholes.

Collection Areas

The Woodland collection system is divided into a total of fourteen collection areas, or drainage basins. These collection areas predominantly follow the natural drainage patterns of the service area and each area drains to a pump station. (See City of Woodland General Sewer Plan, 2015.)

Wastewater Treatment Plant

The city constructed the first wastewater treatment plant at the present location in 1954. Major improvements to the plant were completed in 1974. In 1993, the city added a submerged biological contactor (SBC) to increase capacity. In 1996, the city installed a new rotary fine screen at the headworks and a new generator. The 1999 City of Woodland General Sewer and Facility Plan (1999 Sewer Plan) recommended upgrades to the WWTP to accommodate the then-current and projected future influent flows and loadings which were approaching and exceeding design criteria and NPDES limits. At the direction of the City Council, the 1999 Sewer Plan used an annual growth rate of 5.0 percent. In 2001 the city converted the WWTP from an RBC/SBC plant to a sequencing batch reactor (SBR) plant. The NPDES permit was issued on April 1, 2012, and expires on March 31, 2017. The WWTP monthly, average influent flows range from 0.41 mgd to 0.64 mgd. The 2009 to 2013 dry season average of 0.47 mgd includes dry season infiltration.

In Woodland, the water service area and the sewer service area are very similar in size. The majority of the sewer service connections are single-family residential customers. The total number of sewer connections for the city in 2013 was 1,933. Equivalent Residential Unit (ERU) Use of ERUs is a way to express the amount of water consumption or sewage produced by non-residential customers as an equivalent number of residential customers. The average daily single-family residential winter water use from 2010 to 2014 ranged from a low of 140 gpd/SFR to a high of 145 gpd/SFR. The wastewater ERU value is calculated based on winter water use (in order to exclude water used for irrigation). Based on the average of historical water use records for the years 2010 to 2014, average winter residential water use is 142 gallons per household. However, based on analysis of the data, it is estimated that only 95 percent of the winter water use makes it into the wastewater system. Thus, the average wastewater ERU value is 135 gpd/ERU.

Expressed as a percentage of total sewer processed the following land use activity occurs:

- Single-Family Residential = 39%;
- Multi-Family Residential = 14%;
- Commercial = 22
- Industrial = 16%;
- Churches/Schools/City = 2%; and
- Motels/RV/Mobile Home Parks = 6%

8.2 Sanitary Sewer: Projected Needs

Projected Service Area Population, ERUS and Flows

In 2013 Woodland's population was 5,625. The city served 3.474 ERUs. The projected 20-year ERUs are 6,188. The average design flow of the treatment plant is 0.71 mgd with two basins operating, or 1.42 with three, and the peak design flow is 1.62 mgd with two basins and 3.24 with three, which correspond to the annual average flow and the peak day flow, respectively. The projected average annual flow and the projected peak day flow are well within the existing treatment plant capacity for the 20-year planning horizon as long as three basins are used when necessary.

The 2014 General Sewer Plan concluded the city of Woodland WWTP was operating successfully at loadings well below the permitted and design loading limits. There is no compelling basis to recommend immediate improvements to the WWTP to improve energy efficiency.

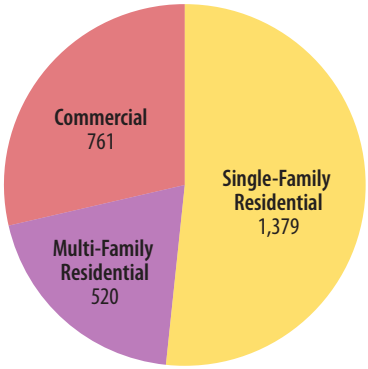
8.3 Drinking Water: Existing Conditions

Woodland owns and operates a water system consisting of one horizontal collector well hydrologically connected to the Lewis River, a water treatment plant with pump station, two reservoirs, and a distribution system. The water system serves the entire corporate limits and UGA. Service can be provided to any location within the UGA, provided it agrees to annexation prior to service being installed. The city of Woodland currently has municipal water rights issued by Department of Ecology (Ecology) for a maximum instantaneous withdrawal of 2,800 gallons per minute (gpm) from its well near the Lewis River.

Water Service Area

Woodland's current water service area includes approximately 2,625 acres within its corporate limits and 2,967 acres within its Urban Growth Area (UGA). The city's water service boundary coincides with the UGA. There are no adjacent water systems to the Woodland system. There are several small water systems within one mile of the UGA, in addition to numerous private wells around the service area.

Table 8-2. Water System Connections by Customer Class for 2012	
Single-Family Residential	1,379
Multi-Family Residential	520
Commercial	761
Total	2,660



Water Production and Distribution System

The Woodland system produces an average of 664,000 gallons per day (gpd), to serve an average water use of 618,294 gpd. Water is sourced from the collector well, treated at the water treatment plant, and distributed throughout the city via system of reservoirs and distribution pipe.

Source

The City of Woodland owns and operates a horizontal well on the Lewis River. The collector well includes intake laterals located under the Lewis River. In 2014 the city completed an improvement project which installed three new laterals (1, 2 & 3) and cleaned existing laterals (2A, 3B, and 4B). The testing following the project indicated the well is now capable of more than 2,800 gpm which is the limit of the city's water right.

Treatment

In 1999 the city completed construction of a surface water treatment plant (WTP). The primary purpose of the water treatment plant is to remove the high levels of iron that exist in the source water pumped from the horizontal collector well. The 1999 plant had a design capacity of 2 MGD with a 1 MGD (700 gpm) capacity from each treatment train. In 2007 the treatment plant was expanded to 3 MGD by adding a third treatment train.

Raw water is pumped to the WTP from the horizontal collector well located along the Lewis River. The raw water is pretreated by pH adjustment and chlorine addition to oxidize iron present in the raw water supply. The filtration system consists of three Microfloc filtration units with upflow clarifiers. Prior to entering the filtration units the city's chemical feed system can provide sodium hypochlorite to oxidize iron, polymer for primary coagulation, and a non-ionic polymer as a filter aid. Filtration of the raw water occurs through the treatment units to remove both turbidity and oxidized iron. Post filtration chlorine is added for disinfection with adequate contact time to achieve the required Giardia and virus reductions through filtration and inactivation. The finished water also receives pH adjustment with soda ash to provide distribution system corrosion control. Finished water flows into the 169,000 gallon clearwell designed to maintain a minimum of 155,000 gallons for chlorine contact. Baffling of the clearwell was provided to increase contact time.

Storage

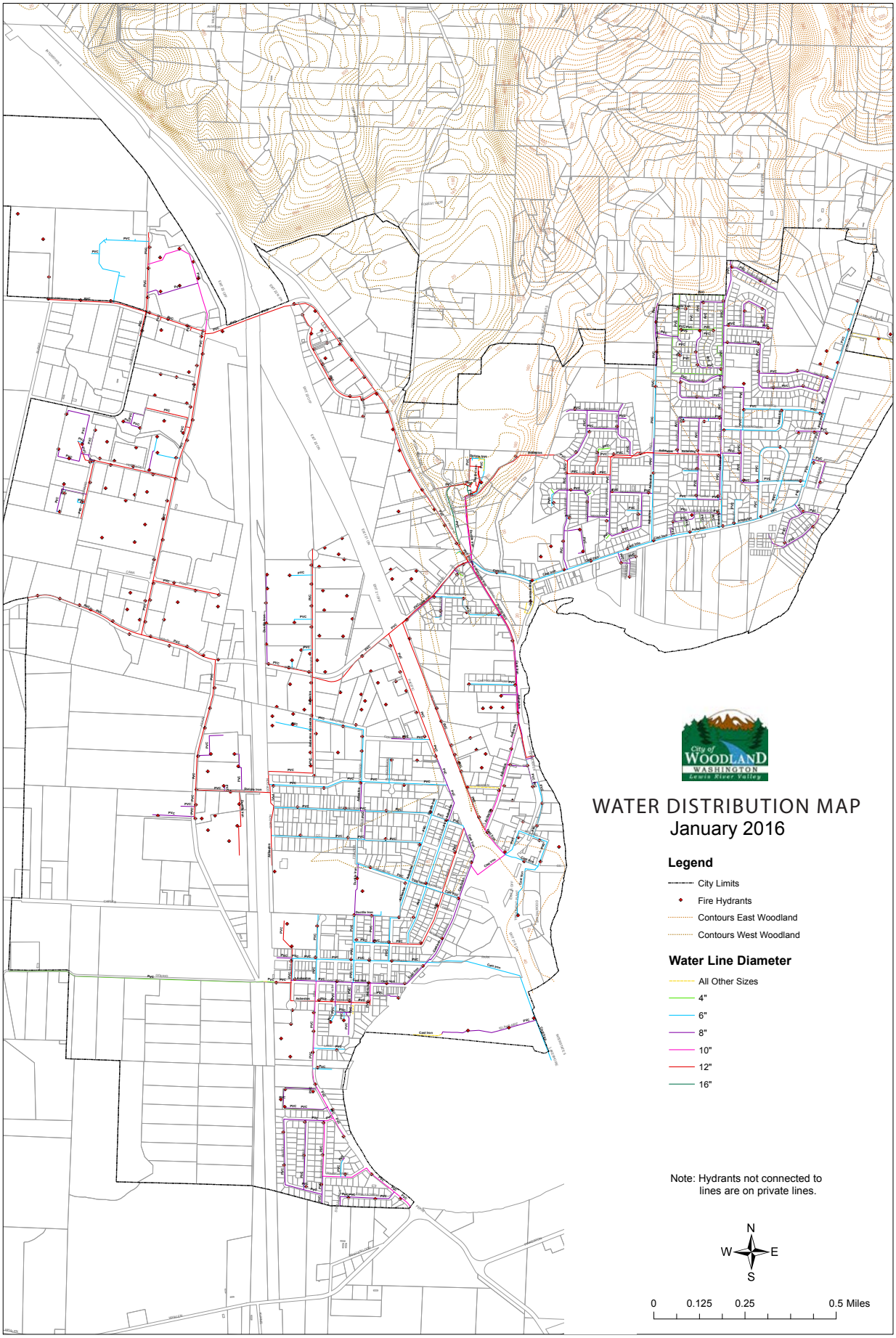
The City of Woodland has three existing reservoirs with a total capacity of 1,600,000 gallons. Reservoir No.1 was constructed in 1912 and is not used. Reservoir No. 2, constructed in 1962, has an overflow elevation of 179 and has a capacity of 500,000 gallons. Reservoir No. 2 is a concrete reservoir with a newer roof that was constructed in 2005.

Reservoir No. 3, constructed in 1990, also has an overflow elevation of 179 and has a capacity of 1,100,000 gallons. Reservoir No. 3 is a glass-lined bolted steel reservoir with an aluminum geodesic roof that was constructed in 1990. Reservoir No. 3 is still in good condition and does not require improvements.

Distribution

The City of Woodland has a total of 184,666 linear feet of water system pressure pipe. Pipe materials include PVC pipe, AC pipe, cast iron, steel and ductile iron, with PVC the most common pipe materials comprising 80.2% of the distribution system. Pipes range in diameter from 2 inches to 16 inches. See Map 8-2 for a map of the distribution system.

Map 8-2. Woodland Water Distribution Map



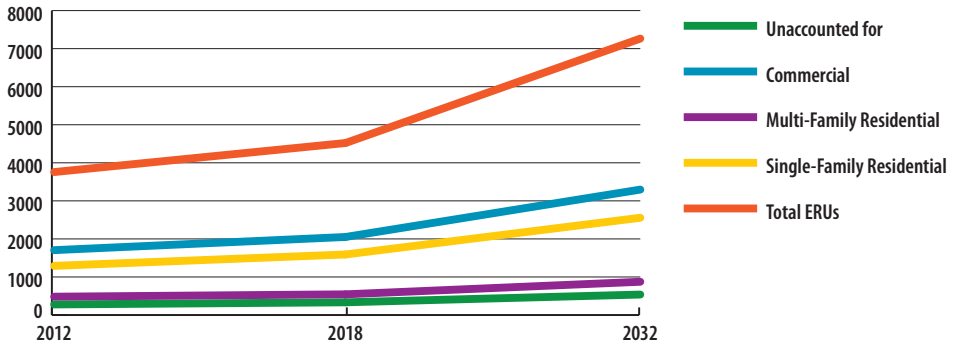
8.4 Projected Water Service Area, ERUs and Demand

The estimated 2012 population used to develop the Water System Plan (WSP) was 5,590 people, and the city serviced 3,757 ERUs in 2012 including 278 unaccounted for ERUs. An average of 185 gallons per ERU will be used to project future demand.

The 2012 WSP estimated a future service area population of 6,725 in 2018 and 10,847 in 2032 based on an annual growth rate of 3.5 percent. Future ERUs to serve the projected population are summarized in Table 8-3. Future water system improvements will need to meet a projected average daily demand of 0.84 mgd and maximum daily demand of 1.12 mgd by 2018.

Table 8-3. Future Water System Needs by Customer Class

	2012	2018	2032
Total ERUs	3,757	4,520	7,264
Single-Family Residential	1,292	1,591	2,556
Multi-Family Residential	482	544	874
Commercial	1,705	2,051	3,296
Unaccounted for	278	334	538
Average Daily Demand (mgd)	0.70	0.84	1.34
Maximum Daily Demand (mgd)	0.93	1.12	1.80



8.5 Library, Emergency Services, and Schools

8.5.1 Library[1]

The Woodland Library opened in 1926 in the current building. The building was originally constructed in 1909 and was moved to its present location, 770 Park Street, in 1922. The city of Woodland owns the 2, 376 square foot building.

In 1996 the Woodland Library joined the Fort Vancouver Regional Library District (District). The District was established in 1950 and has grown to serve all

[1] Source: http://new.fvrl.org/loc/wd

of Clark, Skamania and Klickitat Counties and the city of Woodland in Cowlitz County. The service area encompasses more than 4,200 square miles. The District operates 13 libraries and provides information resources and services, as well as community events, for more than 455,000 residents.

In 2014 the Woodland Library had a circulation of 59,279 and generated 61,026 visits to the library. The Library offered 177 district programs which attracted 4,460 attendees. The Library facility offers free Wi-Fi service, access to computers with free internet service, copying, and scanning. The Library does not have a public meeting space on site. The library building does not adequately house the current collection and the district has initiated a fundraising campaign to construct a new building.

8.5.2 Emergency Services

Police[2]

The Woodland Police Department currently has a staff of 10 full-time officers (the Chief of Police, 2 Police Sergeants, and 7 Police Officers) as well as one full-time Police Clerk and one full-time Evidence Clerk. The Department also relies upon a cadre' of volunteers which includes Police Reserve Officers, Community Service Officers, and clerical help. The Department provides police service 24-hours a day, 7-days a week.

The Department recently relocated to new headquarters located at 200 East Scott Street. The multi-building also provides meeting space for the City Council and Planning Commission public meetings as well as other public functions.

Fire and Rescue[3]

Clark County Fire and Rescue (CCF&R) currently provides emergency fire and Advanced Life Support (ALS) and Basic Life Support services to the City of Woodland. ALS equipped apparatus is housed across the District including Engine 29 in downtown Woodland. CCF&R covers over 160 square miles, including the cities of Battle Ground, La Center, Ridgefield, and Woodland, serving a population of approximately 53,200. CCF&R provides a staff with full-time, part-time, resident, and volunteer firefighters, all who are trained to the NFPA 1001 standard. CCF&R responds to approximately 4,500 fire and medical calls each year, and is governed by a five-member board of elected Fire Commissioners. The city will construct a new facility adjacent to the police department building.

[2] Source: http://www.ci.woodland.wa.us/departments/police/
[3] Source: http://www.clarkfr.org/

8.5.3 Schools[4]

Woodland Public Schools serves about 2200 students in 5 traditional public schools: (Yale School, Woodland Primary School, Woodland Intermediate School, Woodland Middle School, and Woodland High School) and two Alternative Learning Programs (Lewis River Academy, and TEAM High School).

In 2016 the Woodland High School opened a new facility on Dike Access Road. The High School integrates technology in the classroom via internet access available to all students with parental permission. The High School offers a wide array of vocational electives, including the opportunity to use Clark County's Vocational Skills Center and area community colleges. Woodland High School is an active participant in the College in the High School program with Central Washington University and Lower Columbia College. Students are able to earn college credits while attending several advanced classes.

The Woodland School District is currently updating its Capital Facilities Plan for adoption in 2016.

8.6 Goals and Policies

Public Facilities and Services

Goal

CF 1 Ensure that public facilities and services are provided, operated and maintained effectively and efficiently and that new or extended public facilities and services in Woodland and the urban growth area are made available in a logical, timely and equitable manner.

Policies

CF 1.1 Encourage development of areas currently served, prior to opening new areas for development.

CF 1.2 Design and construct public facilities and services to handle the anticipated growth of the service area, and to minimize future maintenance and repair costs.

CF 1.3 Provide public sanitary sewer, water and related facilities services necessary to adequately serve a proposed development.

CF 1.4 Consider impacts on future city development and land use patterns regarding the timing and location of new facilities and the improvement of existing facilities.

Goal

CF 2 Locate public facilities and services to provide maximum benefit and minimum harm to property owners and citizens.

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4 Source: http://www.woodlandschools.org/

Policies

CF 2.1 Allow the location and construction of public facilities (e.g., Public Works shop, pump house, parks, etc.) in any zoning district.

CF 2.2 Locate public facilities and utilities to: (a) maximize the efficiency of services provided; (b) minimize their costs; and (c) minimize their impacts upon the natural environment, particularly to critical areas.

CF 2.3 Adopt and implement a process and criteria for identifying and siting essential public facilities (EPFs). EPFs may include: state education facilities, state and local correctional facilities; solid waste handling facilities; in-patient facilities, including substance abuse facilities; and mental health facilities.

Law, Fire and Emergencies

Goal

CF 3 Provide for police, fire and emergency service protection that creates a safe environment to residents and visitors alike.

Policies

CF 3.1 Encourage operational long-range planning by the city Police and Fire District to ensure continued adequate manpower, equipment and facilities.

CF 3.2 Encourage continued volunteer and paid staff emergency training programs to maintain high status of efficiency.

Educational Facilities

Goal

CF 4 Coordinate with the Woodland School District on capital facilities planning efforts and facilities plans.

Policies

CF 4.1 Coordinate school site selection with the city's comprehensive plan.

CF 4.2 Locate schools away from incompatible land uses such as existing or potential intensive commercial or industrial areas.

CF 4.3 Locate school sites to provide the best possible access to the student population served, on or convenient to a collector or higher functional class street.

CF 4.4 Develop school sites in conjunction with parks and recreational areas whenever possible to allow joint acquisition of both school and recreation facilities. The school district should coordinate with the city Park Board.

Coordination

Goal

CF 5 Coordinate planning and provision of capital facilities and services with other agencies.

Policies

CF 5.1 Work with federal, state, county, and other agencies toward maintenance of adequate dikes and flood prevention measures along the Lewis River.

CF 5.2 Participate actively in the regional community and in furtherance of intergovernmental coordination, planning, and sharing of public facilities.

CF 5.3 Coordinate with other agencies regarding the planning, siting and improvement of road, educational, and other public facilities which might affect Woodland but are outside of the city's jurisdiction.

CF 5.4 Maintain and when possible, enhance the levels of police and fire protection, ambulance and emergency response, public library, and solid waste collection services available to city residents.

CF 5.5 Continue active participation with county-wide and/or regional solid waste and hazardous waste management programs.

CF 5.6 Continue active involvement with the Cowlitz County Health Department.

Funding

Goal

CF 6 Fund capital facilities adequately to fulfill the expectations of the Comprehensive Plan.

Policies

CF 6.1 Conduct long-range capital improvements programming and financing to ensure that facilities and services are available to meet future needs and that existing facilities and services are maintained and improved.

CF 6.2 Apply for state and federal grants and other funds to assist development and improvement of sewer, water, and other public facilities and services.

CF 6.3 Re-assess the Land Use Element if probable funding for capital facilities falls short or take other measures to ensure that the Land Use Element, the Capital Facilities Element and the financing plan in the Capital Facilities Element are coordinated and consistent.

Concurrency

Goal

CF 7 Ensure that facilities and services necessary to support development are adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established standards.

Policies

CF 7.1 Adopt concurrency policies which require that public facilities and infrastructure are either in place or committed before the city approves new development. Committed projects are those which are funded and will be completed within a six year time period.

CF 7.2 Require development projects to meet minimum Level of Service (LOS) thresholds for transportation facilities. If the proposal does not meet minimum LOS standards the city shall either deny the proposal or condition its approval on measures proportionate to and reasonably related to the impacts the development imposes.

CF 7.3 Allow a development to satisfy concurrency requirements in any of three ways:

a) Finding that LOS will exceed minimum LOS thresholds after the project is completed (i.e. full build out);

b) Negotiating a binding plan between the applicant and the service provider that assures adequate public/private funding of necessary facilities to satisfy minimum LOS thresholds within a six year time period; or

c) Constructing a development in phases, with the first phase to be completed within current minimum LOS thresholds and subsequent phase(s) to be approved after adopting a binding plan for funding of additional capital facilities needed to maintain minimum LOS threshold standards.

CF 7.4 Establish procedures, in conjunction with Cowlitz and Clark counties, for expedited review and approval of development projects which exceed LOS thresholds, as well as for projects requiring binding plans for funding of additional improvements that will be needed to maintain LOS thresholds over a time period not exceeding ten years.

CF 7.5 Require a public or private service provider to complete the facilities within the time frame stipulated by the binding plan. Failure to complete construction of identified facilities subject to concurrency within the schedule stipulated could result in reimbursement of developer impact fees or other contributions allowed by the Growth Management Act.

CHAPTER 9

ENERGY AND UTILITIES (EU)

The City of Woodland provides potable water and sanitary sewer service. The city contracts with a private company to provide recycling and garbage collections.

9.1 Electricity[1]

Public Utility District No. 1 of Cowlitz County, WA (better known as Cowlitz PUD) provides electric service to 48,200 residential, commercial, industrial and street lighting customers throughout Cowlitz County, including the City of Woodland. The PUD buys the majority of its wholesale power from Bonneville Power Administration (BPA). The primary BPA power source is the Columbia River hydroelectric system. The balance of the PUD's hydro power comes from its Swift No. 2 Hydroelectric Project on the Lewis River (near Cougar, WA). The power sources the PUD uses include: Hydro (84.64%), Nuclear (9.7%), Wind (2.66%), Coal (2.08%), and Other (1.4%).[2] Residential customer use accounts 30% of the PUD revenue source while major industrial uses represent approximately 56% of its revenue source. In 2013 Cowlitz PUD invested $9.5 million in a variety of residential, commercial and industrial energy conservation programs. The PUD also participates in the BPA conservation program funding programs. The PUD offers a 'Senior and Disabled Discount Rate' for qualified low-income customers age 65 and over. In 2013 1,073 persons participated in the program.

The PUD is investing in the federal and state 'Smart Grid' technology to bring utility electricity delivery systems into the 21st century, using computer-based remote control and automation. Two-way communication technology and computer processing are the

[1] Source: www.cowlitzpud.ord.

[2] Source: Washington State Department of Community, Trade and Economic Development.

heart of the 'Smart Grid' system. The intent is to improve efficiency on the electricity grid and in the energy users' homes and offices.

When projections show that future demand may exceed available supply the PUD will evaluate a range of options including conservation, system improvements and purchasing additional power from hydro or other sources. Consequently, the utility anticipates that it has adequate capacity to meet the anticipated service demands.

9.2 Natural Gas[3]

Cascade Natural Gas Corporation provides natural gas service to the city of Woodland. The district office is located in Longview. There are an estimated 913 natural gas customers in Woodland who consumed an estimated 2 million cubic feet of natural gas in September 2015. Woodland consumes less than 1% of the natural gas used in the State of Washington. Approximately 33% of all homes in the State of Washington are heated by natural gas. The average Woodland residential gas rate was $11.61/cubic foot in 2015, approximately 28% less than the U.S. average. Because of the low price of natural gas the trend is to add natural gas as an option for new house construction.

Northwest Pipeline owns and operates more than 7,000 miles of interstate pipeline including those in Cowlitz County. Distribution lines to serve new residential or industrial development are provided on an as-needed basis in accordance with local, state and federal regulations. In August 2015 the Federal Energy Regulatory Commission (FERC) issued a draft Environmental Impact Statement relating to the construction of a 36 inch liquefied natural gas pipeline from Woodland, WA to Sumas, WA.[4] The primary purpose of the projects is to export an equivalent of about 456 billion cubic feet per year of natural gas to foreign markets.

9.3 Telecommunications

Cellular and fiber optic technologies are transforming the way service is delivered worldwide and locally. The physical barriers that separate data, video and voice technologies are rapidly disappearing. The increased power and capability of handheld devices is transforming how people communicate and conduct business. There are multiple phone and internet service providers operating in SW Washington. Frontier provides land line, wireless, broadband, and DSL in the city. Comcast, and Verizon are the primary providers of wireless telecommunication service in Woodland.

9.4 Implementation of Timely Processes

Goal

EU 1 Process permits and approvals for utility facilities in a fair and timely manner and in accord with development regulations.

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[3] Source: http://www.cngc.com/ , http://naturalgaslocal.com/states/washington/woodland/ , http://apps1.eere.energy.gov/states/renewable_energy.cfm/state=WA

[4] https://www.federalregister.gov/articles/2015/08/11/2015-19686/lng-development-company-llc-oregon-pipeline-company-llc-northwest-pipeline-llc-notice-of

Policies

EU 1.1 Provide timely effective notice to private utilities prior to new construction and maintenance and repair of existing roads, to coordinate trenching activities.

Goal

EU 2 Facilitate the development of all utilities at the appropriate levels of service to accommodate growth that is anticipated to occur in the city, and ensure utilities are safe, reliable, aesthetically compatible with surrounding land uses, and available at reasonable economic costs.

Policies

EU 2.1 Encourage provision of an efficient, cost effective and reliable utility service by ensuring land will be made available for the location of utility lines, including location within transportation corridors.

EU 2.2 Promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions and reduce the cost of utility delivery.

EU 2.3 Promote the extension of utility distribution lines to and within the Urban Growth Area.

EU 2.4 Ensure that all maintenance, repair, installation, and replacement activities by utilities are consistent with the city's critical areas ordinances.

EU 2.5 Encourage communication among the WUTC and utilities regulated by the WUTC regarding the requirements of the Growth Management Act, especially the requirement that service be provided concurrently with or in advance of demand.

EU 2.6 Encourage system design practices intended to minimize the number and duration of interruptions to customer service.

Goal

EU 3 Encourage the development of modern telecommunication technologies (e.g., high-speed internet) vital for a thriving business community, which add to the quality of life for area residents.

Energy Conservation and Conversion

Goal

EU 4 Manage and upgrade city infrastructure to conserve resources.

Policies

EU 4.1 Encourage conservation of resources to delay the need for additional facilities for electrical energy and water resources and achieve improved air quality.

EU 4.2 Facilitate the conversion of city infrastructure to cost-effective and environmentally sensitive alternative technologies and energy sources, such as LED lighting.

EU 4.3 Evaluate potential for conversion of the city fleet to cleaner fuels.

EU 4.4 Facilitate the provision of utilities that are environmentally sensitive, safe and reliable, aesthetically compatible with the surrounding land uses, and available at reasonable economic costs.

Coordination with the Land Use Element

Goal

EU 5 Coordinate city land use planning with the utility providers' planning and encourage providers to utilize the Land Use Element and Urban Growth Area in planning future facilities.

Policies

EU 5.1 Use maps of the existing and proposed utility facility corridors to determine consistency of such designations with the elements of the comprehensive plan.

EU 5.2 Assure that the comprehensive plan designates areas available for the location of utility facilities.

EU 5.3 Allow electric vehicle charging stations in all zoning districts of the city.

EU 5.4 Establish bicycle routes.

EU 5.5 Improve and provide for sidewalks and safe pedestrian movement throughout the city.

Energy

Goal

UE 6 Reduce energy demands by developing and implementing energy conservation measures.

Policies

EU 6.1 Support and encourage residents to participate in efforts by the Cowlitz Public Utility Districts and local governments in the Cowlitz-Wahkiakum region to develop and carry out energy conservation and renewable resource development activities and programs.

EU 6.2 Encourage and work with the commercial and industrial sectors in efforts to investigate and apply energy efficient technologies and methods,

EU 6.3 Encourage and work with home builders and residents in efforts to weatherize houses and apply energy efficient home building, heating, and cooling techniques.

EU 6.4 Provide information to developers, builders, and others concerning techniques for energy efficient land development, subdivision and building design.

EU 6.5 Provide information to developers, builders, and others concerning location of vacant, serviced land.

EU 6.6 Cooperate with large employers in establishing ride sharing, van pool, or park-and-ride programs.

EU 6.7 Improve and provide for sidewalks and safe pedestrian movement throughout the city.

CHAPTER 10
ENVIRONMENT (E)

Lewis and Clark passed through Lewis River drainage on November 5, 1805. Just upriver, near the present site of the Ridgefield Wildlife Refuge, William Clark wrote, *"I slept very little last night for the noise Kept dureing the whole of the night by the Swans, Geese, white and gray Brant Ducks, &c… They were emensely noumerous, and their noise horid."* As they passed by present day Woodland they commented on a large island and two smaller ones, most likely now part of the Lewis River floodplain.

The Environment Chapter provides information about local natural resources. It is the foundation for developing critical area protections and to help property owners and city decision makers make wise and sustainable decisions about where and under what circumstances development will occur. The natural environment of Woodland consists of many interrelated components: geology (earth, soil, minerals); biology (living plants, animals microorganisms); water resources (groundwater, surface water, streams); and air.

Critical areas, identified in state statute (RCW 36.70A. .030.5), and protected under city regulations (WMC 15.08) include the following areas and ecosystems:

a) Wetlands;

b) Areas with a critical recharging effect on aquifers used for potable water;

c) Fish and wildlife habitat conservation areas[1];

d) Frequently flooded areas; and

e) Geologically hazardous areas.

[1] "Fish and wildlife habitat conservation areas" does not include such artificial features or constructs as irrigation delivery systems, irrigation infrastructure, irrigation canals, or drainage ditches that lie within the boundaries of and are maintained by a port district or an irrigation district or company.

10.1 Existing Conditions

Topography and Geology – Some land in the community is not suitable for development because it is too steep or geologically unstable, such as in the northern end of the city. The Woodland area is located in the physiographic province known as the Puget Sound Willamette Valley Trough. The elevation ranges from about 20 feet near the Columbia River to over 1,200 feet in the hills east of town. The north fork of the Lewis River and its tributaries form the primary drainage system in the area and flow west to the Columbia River. Much of the city is located on the former floodplain of the Columbia River and is protected by an extensive diking system. The hills to the north and east are part of the Cowlitz and Hatchet Mountain Formations. They are comprised of marine and non-marine arkosic sandstone, shale, siltstone and coal beds with inner-bedded basalt flows. They also include pyroclastic rocks, andesite and breccia. The soils of the river plain are mostly silt and sand loams.

Surface Water – Rivers and other surface waters are important means because they provide habitat for wildlife and marine creatures, because of their scenic value, because they convey storm waters away from the land, and because of the transportation function they played historically and today.

The Lewis River is the primary surface water resource in Woodland. Draining from Mt. Adams and Mt. St. Helens through a series of dams, it runs along the east side of the city. It is the city's water source via the horizontal collector well, it is used extensively for recreation, it enhances the community, aesthetically, and it provides drainage. Horseshoe Lake was once part of the river, but was sealed off in 1940 when Public Service Highway 1 (now Interstate 5) was constructed. Local streams running through the UGA include Robinson Creek, a tributary of the Lewis River, and Burris Creek, which drains into the Columbia River.

Ground Water – Ground water is replenished from precipitation and surface water filtering through the ground to aquifers. The ground water system is interconnected and pollution in the local area may influence the quality of water used elsewhere. The Critical Areas Ordinance specifies the types of land uses that are acceptable within the aquifer recharge area. All proposed developments in the zone will be required to comply with the Critical Areas Ordinance.

Frequently Flooded Areas – The Federal Emergency Management Agency has defined the extent of the 100-year flood boundary (i.e. areas subject to a one percent or greater chance of flooding in any given year) in order to establish actuarial flood insurance rates and assist communities in efforts to promote sound flood plain management. Development on flood plains retards their ability to absorb water, restricts the flow of water from land areas, and causes hazards downstream. The city has passed a Flood Damage Prevention Ordinance with the purpose of limiting damage to individuals, property, and natural systems. The Flood Insurance Rate Map is located at the city hall annex. Approximately 520 acres of land are below the base flood elevation. The city does not allow any residences in the floodway.

From the 1950's, to the mid 1990's flooding was not a major problem in Woodland. However, because of residential development in the East Woodland floodplains and hills surrounding them, the city became concerned that the recent and future development could cause problems. In

February 1996, the Lewis River and Robinson Creek overflowed their banks and flooded most of the area east of East Scott Avenue. The city adopted the *City of Woodland Comprehensive Flood Hazard and Drainage Management Plan* in May 2000.

Wetlands – Wetlands are fragile ecosystems that assist in the reduction of erosion, flooding, and ground and surface water pollution. Other wetland values include scenic and recreational, agricultural, and water supply recharge uses. Wetlands also provide an important habitat for wildlife, plants, and fisheries. The city has wetlands inventory information garnered from the National Wetlands Inventory [NWI] maps. The city and NWI hydric soil maps guide the city in determining where wetlands might exist.

Woodland regulates development in and around wetlands. The city's wetlands program includes provisions for innovative land use techniques to minimize impacts, acquisition of certain high value wetlands, restoration of degraded wetlands, and public education.

Air Quality – There is limited information available regarding air quality in the Woodland area. This indicates that no chronic problems exist or no events have occurred to warrant investigation by the Southwest Clean Air Agency or the Department of Ecology. There has not been any development in or around the community that causes long-term adverse impacts to the air shed, and we can assume that local residents will continue to enjoy clean air for years to come.

Vegetation and Wildlife – Disturbance of ecological communities and division into isolated habitats are the major cause for the decline in animal and plant species. Conserving viable ecological habitats in an interconnected system is the most effective way of conserving vegetation and wildlife. Many habitats that are conserved for environmental or scenic reasons cannot survive division into small isolated land parcels.

Species of interest that are known to frequent or inhabit the lower Lewis River basin and which the city protects through implementation of the Critical Areas Ordinance are listed in Table 10-1.

Table 10-1. Species of Interest[2]

Common name	Species	Status
Bald Eagle	Haliaeetus leucocephalus	Federal Species of Concern
Coho Salmon	Oncorhynchus kisutch	Federal Threatened
Chinook	Oncorhynchus tshawytscha	Federal Threatened
Fall Chinook Salmon	Oncorhynchus tshawytscha	Federal Threatened
Fall Chum	Oncorhynchus keta	NA
Dolly Varden/Bull Trout	Salvelinus malma	N/A
Cutthroat	Oncorhynchus clarki	Federal Candidate
Steelhead	Oncorhynchus mykiss	Federal Threatened
Sockeye Salmon	Oncorhynchus nerka	N/A

[2] Source: http://apps.wdfw.wa.gov/phsontheweb/, see also Appendix B, WDFW PHS 2013 Distribution by County

Fish and Wildlife Habitat Conservation Areas – The city relies on the Washington Department of Fish and Wildlife classification system for fish and wildlife habitat conservation areas. The city recognizes that the urban environment is shared with fish and wildlife and that the associated habitats exist within a regional habitat system. Consequently, the city will coordinate the local management program with other jurisdictions in the bioregion. The city protects fish and wildlife areas through application of the Critical Areas Ordinance.

Habitat areas of interest which the city protects through implementation of the Critical Areas Ordinance are listed in Table 10-2.

Table 10-2. Habitat Areas of Interest

Common Name	Priority Area
Oak Woodlands	Terrestrial Habitat
Freshwater/Forested Shrub Wetland	Aquatic Habitat
Freshwater Emergent Wetland	Aquatic Habitat
Waterfowl Concentrations	Regular concentrations
Cavity-nesting ducks	Breeding area

Open Space

Open spaces perform important functions, such as, buffering different land uses, increasing property values at the edge of open space, and improving the quality of life in the community. Open space can include parks, trails, utility corridors, critical areas and their buffers. One mechanism the city uses to create open space is by application of the Critical Areas Ordinance during the development review process. The interconnection of open spaces is lacking, especially in East Woodland. In West Woodland, with its extensive sidewalk system, most people can safely walk to Horseshoe Lake Park or the Woodland school complex.

10.2 Environmental Regulations

Many local decisions are affected by state and federal environmental regulations. They include: The federal Clean Water Act of 1972, the federal Water Pollution Control Act of 1972, the federal Endangered Species Act of 1973, the Washington State Environmental Policy Act (SEPA) the Washington State Shoreline Management Act (SMA) and the Washington State Growth Management Act (GMA). The city has adopted development regulations relating to SEPA (WMC 15.04) and the SMA (WMC 15.06). The city's Critical Areas Ordinance is based on Best Available Science as required by RCW 36.70A.172. (WMC 15.08)

10.3 Goals and Policies

Goal

E 1 Be an effective steward of the environment, protect critical areas, and conserve land, air, water, cultural, and energy resources.

Policies

E 1.1 Develop critical areas policies and regulations which use the best available science (BAS) to protect the functions and values of critical areas, and give "special consideration" to conservation or protection measures necessary to preserve or enhance anadromous fisheries.

E 1.2 Designate critical areas and the adoption of regulations for the protection of such areas. Critical areas that must be protected include the following areas and ecosystems:

1. Wetlands;
2. Areas of critical recharging effect on aquifers used for potable water;
3. Fish and wildlife habitat conservation areas;
4. Frequently flooded areas; and
5. Geologically hazardous areas.

E 1.3 Adopt development regulations which limit future development within critical areas and their buffers consistent with the functions and values of those resources.

E 1.4 Ensure development is compatible with other environmental factors, such as ground water, climate, scenic, historic and cultural resources, and wildlife.

E 1.5 Achieve no net loss of wetland values and functions through the development review process and develop programs to increase wetlands functions, values, and acreage in the long-term.

E 1.6 Develop creative mechanisms for protecting critical areas on-site.

E 1.7 Coordinate with other jurisdictions in the region on resource use, protection, and management issues that cross jurisdictional boundaries, such as, stormwater management, water supply, non-point water quality, and shoreline management.

E 1.8 Implement measures designed to improve the water quality of Horseshoe Lake, enhance natural resources and/or encourage preservation in and around the lake area.

E 1.9 Implement measures along the bank of the Lewis River to improve water quality, enhance natural resources, and encourage habitat preservation.

Shorelands

Goal

E 2 The goals and policies of the city's shoreline master program approved under RCW 90.58 are elements of the comprehensive plan. See RCW 36.70A.480 and WAC 365-196-580.

Policy

E 2.1 Adopt development regulations which limit future development within shorelines and associated critical areas and their buffers consistent with the functions and values of those resources.

CHAPTER 11
GROWTH MANAGEMENT (GM)

11.1 Consistency

Woodland is a local jurisdiction required to plan under RCW 36.70A.040. This Comprehensive Plan addresses all mandatory plan elements required under RCW 36.70A.140. At the outset of the Plan update process the City Council adopted a public participation process to ensure early and continuous opportunities for public participation as required by RCW 36.70A.140. City staff coordinated the development of the Comprehensive Plan with Clark County as required by RCW 36.70A.100. The Plan establishes Urban Growth Areas and ensures an adequate supply of land necessary to meet the anticipated residential growth of the city as required by RCW 36.70A.110 and .36.70A.115. The Plan ensures the designation of Critical Areas (RCW 36.70A.170) and employs Best Available Science methodologies to manage and protect critical areas (RCW 36.70A.172). The Plan includes a process for siting essential public facilities consistent with RCW 36.70A.200. The Plan fulfills Woodlands obligation to plan consistent with RCW 36.70A.040 and 36.70A.130.

11.2 Plan Amendments

Following adoption of the GMA comprehensive plan and related development regulations, the city shall continually monitor their effectiveness and document needed amendments. The comprehensive plan shall be amended no more frequently than one time per calendar year. The Planning Commission and the City Council shall consider all amendment proposals concurrently and shall consider the cumulative effects of all proposals simultaneously.

The comprehensive plan may be revised or amended outside the annual schedule if the City Council finds the amendment is necessary because of a pending emergency or because of a court order. The city may amend an element of its capital facilities plan annually or in conjunction with a budget amendment.

11.3 Urban Growth Areas

The Urban Growth Area Boundary establishes the geographic boundaries of the Woodland planning jurisdiction. Because the city straddles two counties, it has urban growth areas with Clark and Cowlitz counties. The Urban Growth Area boundary is represented on the Comprehensive Plan Map. The location of the boundary is based on factors, such as, environmental constraints, the concentrations of existing development, the existing infrastructure and services, past urban designations and the location of designated agricultural resource lands.

New development requiring urban services will be located in the Urban Growth Area. Central sewer and water, stormwater facilities, utilities, telecommunication lines, and local roads will be extended to development in these areas and be built to city standards. The city shall not provide urban level services outside of its growth boundary except as provided by state law. The city shall coordinate public services with both Clark and Cowlitz counties, as necessary.

11.4 Essential Public Facilities

Essential public facilities (e.g. airports, state education facilities and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities and inpatient facilities including substance abuse facilities, mental health facilities, and group homes) as defined by the state Office of Financial Management, shall be allowed in Woodland. Neither the Comprehensive Plan nor the Woodland Municipal Code shall prohibit the siting of essential public services.

When essential public facilities are proposed, the city will appoint an advisory City-Wide Site Evaluation Committee composed of citizen members selected to represent a broad range of interest groups and expertise. The committee, at a minimum, shall include one member with technical expertise relating to the type of facility proposed and two members of the Planning Commission. The committee will develop specific siting criteria for the proposed project and identify, analyze, and rank potential project sites. The committee will establish a reasonable work schedule for completion of this task.

The City-Wide Site Evaluation Committee will at a minimum consider the following:

- Existing city standards for siting such facilities.
- Existing public facilities and their effect on the community.
- The relative potential for reshaping the economy, environment, and the community character.
- The location of resource lands or critical areas.
- Essential public facilities should not be located beyond the Urban Growth Area unless they are self-contained and do not require the extension of urban governmental services.
- The city will use timely press releases, newspaper notices, public information meetings, its website, and public hearings to notify citizens in all relevant jurisdictions. The city will notify adjacent jurisdictions of the proposed project and will solicit review and comment on the recommendations of the City-Wide Site Evaluation Committee.

11.5 Goals and Policies

Goal

GM 1 Manage growth so that the delivery of public facilities and services will occur in a fiscally responsible manner to support development and redevelopment in the city.

Policies

GM 1.1 Require development and land use proposals within the Woodland Urban Growth Area to be consistent with the Woodland Comprehensive Plan and applicable elements of the Clark or Cowlitz County Comprehensive Plans.

GM 1.2 Require proposed development within the Urban Growth Area to either annex to the city of Woodland or the county or require applicants to enter into a binding agreement with the city for future annexation.

GM 1.3 Be the only purveyor of sewer and water services within the Urban Growth Boundary.

GM 1.4 Require development within the Urban Growth Area to connect to the city sewer and water systems unless connection is not possible. When connection is not possible the applicant must enter into a binding agreement with the city for future connection and annexation.

GM 1.5 Prohibit extension of city sewer and water services beyond the Woodland Urban Growth Boundary unless it is necessary to meet a demonstrated public health or safety issue.

GM 1.6 Design sewage collection and water distribution systems within the Urban Growth Area to serve the anticipated future growth.

GM 1.7 Require a development to extend sewer and water lines in the Urban Growth Area when necessary.

GM 1.8 Apply city standards to all street/road development within the Urban Growth Area.

GM 1.9 Apply city standards to drainage facility development within the Urban Growth Area.

GM 1.10 Apply city standards to all sewer or water system development.

GM 1.11 Allow annexations to the city which meet the city's development objectives and form logical extensions of city boundaries.

Goal

GM 2 Ensure coordinated planning and decision-making among general and special purpose governments with respect to urban services, development, and other appropriate programs and activities in the Woodland area.

Policies

GM 2.1 Coordinate urban service planning, such as for sewer, water, roads, and parks, in and immediately adjacent to the Urban Growth Area among all affected jurisdictions.

GM 2.2 Coordinate long-range comprehensive planning and decision-making on current land use proposals within and immediately adjacent to the Urban Growth Area among all affected jurisdictions, including Clark and Cowlitz counties

GM 2.3 Cooperate with applicable federal, state, and local environmental agencies in the review and approval of development proposals within the adopted Urban Growth Area.

VOLUME II
APPENDICES

Appendix A Public Participation Plan

Purpose

The Washington State Growth Management Act (GMA) requires cities and counties to conduct outreach to ensure "early and continuous public participation" in developing and amending comprehensive plans and development regulations (RCW 36.70A.140). The GMA also requires that local programs clearly identify schedules and procedures for public participation in the periodic update process (RCW 36.70.A.130(2)(a)). The purpose of this Public Participation Plan (PPP) is to ensure compliance with the statute by identifying the scope of proposed activity and potential timeframes for participation and decision making.

Goals

1. Ensure broad participation by identifying key interest groups and soliciting input from the public.
2. Maintain effective communication and coordination.
3. Focus resources on issues most likely to be of interest to the public.
4. Distribute information and public notices early and efficiently.

Scope of Work

The Scope of Work is segregated into three phases:

Phase I: Review Comprehensive Plan and Development Code for compliance with state law; identify plan areas to be amended; scope the breadth of the update publicly.

Phase II: Address the issues identified in Phase I.

Phase III: Conduct public hearings and take legislative action.

Phase I

- Conduct a thorough review of GMA requirements and compilation of amendments since the 2007 update, using the GMA Periodic Update Checklist and other resources.
- Review the Comprehensive Plan and development regulations to determine whether revisions will be required to ensure consistency with GMA amendments.
- Re-asses the vision expressed in the Comprehensive Plan; has it changed?
- Analyze the Urban Growth Area (UGAs) to ensure it is sized to accommodate 20 years of population and employment growth, based on the adopted Office of Financial Management (OFM) range.
- Identify corrective actions, if necessary, such as, altering the size of the UGA or changing the allowed uses and densities or planning assumptions.
- Inventory and assess Capital Facilities necessary to implement the 20-year plan.
- Provide a status report to the public, the Planning Commission and the City Council.

Phase II

- Adopt an ordinance or resolution stating that the City has reviewed its Comprehensive Plan, consistent with RCW 36.70A.130, and finds that no amendments are necessary or some amendments are required.
- Propose updates and amendments to the Comprehensive Plan through public work sessions and hearings before the Planning Commission and City Council.
- Conduct SEPA review in conjunction with Clark County.

Phase III

- Planning Commission will conduct public hearings on the proposed Comprehensive Plan amendments and will forward a recommendation to the City Council.
- The City will provide notify the Department of Commerce with notice and text of the proposed amendments at least 60-days prior to final adoption.
- The City Council will conduct separate public hearings on the proposed amendments and will take legislative action.
- Forward adopted amendments to the Department of Commerce and Clark County.

Public Participation Program Structure

Techniques and Strategies

The public participation methods employed may include:

- Use innovative technologies whenever possible, such as, posting meeting notices online, interactive surveys, and links to informative programming.
- Provide public notices and information releases through print, posting, mail and email. Publicize through community channels such as schools, social clubs, and local websites as well. Post all hearing notices and materials on the City's website.
- Maintain an email distribution list and database to disseminate public information and notices of meetings.
- Identify and reach out to stakeholders, such as, the school district, neighborhood associations, business groups, and civic organizations.
- Conduct public workshops, public meetings, and open houses at times convenient to the public and at locations that are accessible. Workshops and/or listening posts may involve presentations by staff and consultants, question and answer sessions or interactive activities.
- Use informal gatherings and planned community events to solicit public feedback on City planning efforts, such as, Hot Summer Nights, Planters Days, club meetings, and similar opportunities.
- Depending upon the scope of the update, consider the creation of technical advisory groups composed of persons with specific technical expertise to assist the staff, consultants, and Planning Commission.

Preliminary Schedule

- Phase I: March 2014 – Fall 2014
  - Establish preliminary scope of work and public participation plan and adopt same; select population and employment targets; assess regional growth trends; inventory and assess capital facilities; inventory vacant and buildable lands; assess existing Comprehensive Plan and Development Code for compliance with GMA; Council to adopt resolution stating GMA review has occurred.
- Phase II: January 2015 – December 2015
  - Accelerate public outreach on plan vision and policies; evaluate UGA and planning assumptions; initiate revisions to plan policies and make recommendations for changes to the development regulations, if necessary; develop revised plan that incorporates community vision, planning assumptions, and plan policies; communicate and coordinate with County and State agencies regarding SEPA and proposed plan amendments.
- Phase III: January 2016 – February 2016
  - Conduct public hearings before the Planning Commission; send notice to Commerce of proposed amendments 60 days prior to adoption; City Council to conduct public hearings and take legislative action; notify Commerce of final action.

Appendix B Key Terms and Acronyms

Acre	A measure of land area containing 43,560 square feet
Acre, net	An acre of land calculated excluding all unusable spaces (e.g., roads, infrastructure, environmentally sensitive areas)
Affordable housing	Housing is considered affordable for a household if it costs no more than 30 percent of the gross monthly income for rent or mortgage payments or up to three times annual income for purchasing a home. This is the standard used by the federal and state governments, and the majority of lending institutions.
Arterial	A major street carrying the traffic of local and collector streets to and from freeways and other major streets. Arterials generally have traffic signals at intersection, and may have limits on driveway spacing and street intersection spacing.
BAS Best Available Science	Information that is based on existing professional peer-reviewed scientific research and applicable to local conditions. See WAS 365-195-90off.
Capital Facilities	Permanent physical infrastructure, such as roads, sewer and water lines, police and fire stations, schools, parks and government buildings.
Collector	A street for traffic moving between major or arterial streets and local streets. Collectors generally provide direct access to properties, although they may have limitations on driveway spacing.
CPU	Clark Public Utilities
CRESA	Clark Regional Emergency Services Agency
Critical Areas	Defined by the Growth Management Act (RCW 36.70A.030[5] to include wetlands, sensitive fish and wildlife habitat areas, critical recharge areas for groundwater aquifers, and geologically hazardous areas (such as landslide areas, earthquake fault zones, and steep slopes) and floodplains.
CSWMP	Clark County Solid Waste Management Plan (2000)
C-TRAN	Regional transit agency
CWA	Federal Clean Water Act
CWSP	Coordinated Water System Plan

Density	For residential development, density means the number of housing units per acre. For population, density means the number of people per acre or square mile.
DNR	Washington State Department of Natural Resources
DOH	Department of Health
EPF	Essential Public Facilities
ESA	Endangered Species Act
FEMA	Federal Emergency Management Act
Floodplain	Lowland or relatively flat areas adjoining inland or coastal waters that is subject to a one percent chance of flooding in any given year. Also known as the 100-year floodplain.
FVRLD	Fort Vancouver Regional Library District
GMA	State of Washington Growth Management Act of 1990
Groundwater	Water that exists beneath a land surface or beneath the bed of any stream, lake, reservoir or other body of surface waters. It is water in a geological formation or structure that stands, flows, percolates or otherwise moves.
Household	All persons living in a dwelling unit, whether or not they are related. Both a single person living in an apartment and a family in a house are considered a "household."
Impact Fee	Fee levied on the developer of a project by a city, county or special district as compensation for the expected effects of that development. The Growth Management Act authorizes imposition of traffic, school, and park impact fees on new development, and sets the conditions under which they may be imposed.
LDR	Low Density Residential.
LOS	Level of service is an estimate of the quality and performance efficiency of transportation facilities in a community.
MDR	Medium Density Residential

MGD	Millions of Gallons per Day
MPO	Metropolitan Planning Organization
Non-motorized travel	Pedestrian or bicycle modes of transportation
OAHP	Washington State Office of Archaeology and Historic Preservation
OS Open Space	Any parcel or area of land or water that is essentially unimproved, and provides passive recreational opportunities compatible with resource protection.
PIF	Park Impact Fee
RCW	Revised Code of Washington
RTC	Washington Regional Transportation Council
RTPO	Regional Transportation Planning Organization
SDC	System Development Charges
SEPA	State Environmental Policy Act (RCW 41.23C, as amended)
SIF	School Impact Fee
SMA	Shoreline Management Act
Stormwater	Any flow occurring during or following any form of natural precipitation, and resulting from such precipitation, including snowmelt.
SWCAA	SW Washington Clean Air Agency
TIF	Traffic Impact Fee
Urban Growth Areas (UGA)	Areas designated by a county pursuant to RCW 36.70A where urban growth will be encouraged
VBLM	Clark County Vacant and Buildable Lands Model
V/C	Volume/Capacity Ratio
Vehicle miles traveled	Average number of miles traveled by a vehicle in a given area. This is both a measure of trip length, and of dependency on private vehicles.
WAC	Washington Administrative Code

WDFW	Washington Department of Fish and Wildlife
MWC	Woodland Municipal Code
WWTP	City of Woodland's Wastewater Treatment Plant
WSDOT	Washington State Department of Transportation

City of
WOODLAND
WASHINGTON
Lewis River Valley

Building & Planning Project Update (highlights)

(As of February 9, 2016 – supplement to DRC notes)

- Comprehensive Plan Update:
  - City Council held a work session to discuss the Comprehensive Plan Update on January 19, 2016.
  - City Council will hold another work session to discuss the Comprehensive Plan Update on February 16, 2016.
  - Planning Commission will hold a work session to discuss the Comprehensive Plan Update on February 18, 2016.
  - City Council is scheduled to hold a public hearing on the Comprehensive Plan Update on March 7, 2016 for first reading.
  - City Council is schedule to another public hearing on the Comprehensive Plan Update on March 21, 2016 for final reading/adoption.

- Shoreline Master Program Update:
  - The Department of Ecology is still reviewing the City's draft SMP.

- Two single-family dwelling permits were issued in January: 1822 Pompey Court and 314 Lolo Trail.

- The foundation only permit for Carl's Jr was issued on January 20, 2016. The permit for the structure was issued on February 1, 2016.

- The Building & Planning Department is planning to host the first public workshop on February 25, 2016. At this first workshop, we are going to discuss the basic development process. This is a follow up to the presentation we gave at the Chamber of Commerce meeting in early December. We hope this will become a series of public workshops that we offer.

- The public hearing for the Pacificorp fish release ponds project is scheduled for 10 AM, Tuesday, February 22, 2016 in Council Chambers. Pacificorp requested Site Plan Review, SEPA review, Shoreline Substantial Development Permit, Shoreline Conditional Use Permit, Shoreline Variance Permit, and a Critical Areas Permit for the proposed fish release ponds.

- Updated materials and a building permit application were submitted for the proposed convenience store/gas station/restaurant at 1955 Belmont Loop.