WOODLAND PLANNING COMMISSION AGENDA

Planning Commission Regular Meeting
7:00 p.m.
Thursday, September 15, 2011

Woodland Community Center
782 Park Street, Woodland, Washington

CALL TO ORDER

APPROVAL OF MINUTES

- August 18th Meeting

PUBLIC WORKSHOP

1) Rough Mapping of Potential Urban Reserve Areas for the Cowlitz County Comprehensive Plan Update
2) Pre-existing Uses and Structures ZTC (LU# 211-913)

REPORT / PROJECT UPDATE / DISCUSSION

1) Planning Commission Calendar
2) Project Updates

ADJOURN

cc: Post (City Hall Annex, Library, Post Office, City Hall)
City of Woodland website
Planning Commission (5)
City Council (7)
Mayor
Those who have expressed interest in agenda topics
Department Heads (5)

WOODLAND PLANNING COMMISSION

Planning Commission Regular Meeting
7:00 p.m.
Wednesday, August 18 , 2011
Woodland Community Center
782 Park Street, Woodland, Washington

Present:	Chair David Simpson Commissioner Nancy Trevena Commissioner Sharon Watt Commissioner Jim Yount Commissioner Murali Amirineni
Absent:	None
Also Present:	Secretary JoAnn Heinrichs Community Development Planner Carolyn Johnson

CALL TO ORDER: 7:06:14 PM

APPOVAL OF MINUTES 7:06:23 PM

Commissioner Yount moved to accept July 21, 2011 minutes as written, Commissioner Trevena seconded the motion. Passed unanimously.

PUBLIC WORKSHOP 7:08:51 PM

1) Providing Input into the Cowlitz County Comprehensive Plan Update – A mapping workshop with Barbara Kincaid

Carolyn Johnson introduced Barbara Kincaid AICP, Senior Planner, Cowlitz-Wahkiakum Council of Governments.

- Gave background of the Comprehensive Plan.
- The current County Comp Plan was done in the 1970s
- Should have a draft completed in March or April 2012.
- Recommendations from Woodland PC will go to Steering committee to give recommendations to County PC and in turn the County Commissioners, who will ultimately adopt this plan.
- This will not change our urban growth boundaries.
- The county created the Vision Statement and list of guiding principles.

DRAFT

- Ms Kincaid would like to see a future urban reserve area designated for those places where Woodland is likely to expand. Would like to see in this area with large lots.
- Areas not to go to: Areas where road and utilities would be extremely difficult and expensive

Population

- Would like to see where residential development will occur. More logical to look toward Clark County instead of north and going uphill.
- Went with OFM 20 year projection. The 2010 census has a larger growth number than the old projection. We will go with the 2010 Census numbers to start, adding the 3.5% growth rate. Estimated 2030 population will be 11,163. Approximately 2.5 people per household.
- Cities must show (the GMA) that they need more land to support the increased population in order to expand our UGB. Land is a limited resource.
- The PC could use rough circles on a map to give Barbara an idea of what areas the City if likely to expand into.
- Barbara will make an allocation table for county population; will get a copy to Carolyn.
- What will be done with properties that don't fit into our code. Need to revise Interlocal Agreement with Cowlitz & Clark Counties to address these issues.
- We will discuss further next meeting.

Carolyn gave the dike certification update. We are using Community Development Block Grant monies so the Army Corp of Engineers can complete certification. 7:29:15 PM

NOTE: Futurewise.org: Watchdogs for urban sprawl. 8:33:49 PM

George Tsugawa is interested in incorporating land into the UGB area.

PROJECT UPDATE 8:35:30 PM

1) Planning Commission Calendar update
2) Project Updates

- Shorelines Plan: Woodland is required this time to do our own Shorelines program. Received $50,000 grant, which will be administered by the COG. City has asked for additional funds for public outreach. Need ideas for public engagement.
- Hilltop Park is coming up and it would be good to have PC involvement and comments. Do we need to rezone to PQPI?
- CC recent decisions: CC will workshop Commercial Cardrooms in September.
- An Ad-Hoc committee has been formed to make a recommendation on the Downtown Design Standards. The CC's preference appears to be to make them standards and guidelines, and not regulations.

DRAFT

- Historic Preservation District: COG thought it might not be a good idea economically.
- Dave: We need to have the design standards in place before letting a long established non-conforming use business be allowed to expand their footprint.
- Woodland Commerce Center has applied for a new Shoreline Substantial Use Permit.

ADJOURN 9:10:35 PM

Commissioner Yount moved to adjourn to our next regularly scheduled meeting on September 15, 2011, Commissioner Trevena seconded the motion. Passed unanimously.

_____ _____

JoAnn Heinrichs, Planning Commission Secretary Date

These minutes are not a verbatim record of the proceedings.
A recording is available in the office o the Clerk-Treasurer

DRAFT

Woodland Urban Growth Management Program

The County adopted and agreed to implement the Woodland Urban Growth management Program through an interlocal agreement. There is no other document outlining procedures and responsibilities.

ADOPTED: COWLITZ COUNTY
PLANNING COMMISSION ON MARCH 20, 2002

ADOPTED: CITY OF WOODLAND
PLANNING COMMISSION ON MARCH 12, 2002

ADOPTED: COWLITZ COUNTY BOARD OF
COMMISSIONERS ON APRIL 23, 2002

ADOPTED: WOODLAND CITY COUNCIL
ON MAY 20, 2002

ACKNOWLEDGMENTS

Cowlitz County Commissioners

Bill Lehning, Chairman
George Raiter
Jeff Rasmussen

Woodland Mayor and City Council

James R. Graham, Mayor
Robert Hasbrouck, Jr.
Barbara Karnis
Darryl Maunu
Jim Tone
Carmen Webb
Jack Bradshaw, Past Councilmember

Woodland Planning Commission

Sandy Larson, Chair
Irene Armstrong
Darwin Rounds
Bruce Summers, Jr.
James Yount, Vice-Chair
Leota Balch, Past Commissioner

Cowlitz County Planning Commission

Bill Braack
Wayne Carney
Cal Cox
Hope Koistinen
Rex Ogden
Pat Reistroffer
Sandy Riley
Robert Sudar
Randy Sweet, Chair

The above officials express their appreciation to the area citizens who participated in the meetings and hearings on the program and to the following members of the Woodland Urban Growth committee who have given their time and efforts to the development of the program:

Citizens

Carlene Belmont
Jim Donald
Ted Gettman
Walt Hansen
Dr. William Hundley
Robin Jones
Jim Kellar
Hope Koistinen
Art Lessard
Larry Nelson
Richard Pender
Jerry Peterson
Grant Sawyer
George Thoeny
Dan Tsugawa

Staff

Dave Crow, Cowlitz County
Steve Langdon, CWCOG
Mary Jane Melink, CWCOG
Catherine Rickard, City of Woodland
Mari Ripp, City of Woodland
Brian Smith, CWCOG
Robert VanderZanden, City of Woodland

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CHAPTER I
GROWTH MANAGEMENT

INTRODUCTION

In 1977, the Cowlitz County, area cities and other members of the Cowlitz-Wahkiakum Governmental Conference expressed interest in a program that would establish basic urban development strategies for the region. These strategies would be developed and used by the local governments to make decisions on annexations, land use patterns, and the expansion of urban services such as sewer, water and roads. The resulting Urban Growth Management Program was developed and adopted by the City of Woodland and Cowlitz County in 1981. This document is an update of that original program.

The Urban Growth Boundary is developed to ensure that urban services are available to all new development within the growth management area. The location of the boundary is based on environmental constraints, concentrations of existing development, existing infrastructure and services, past urban designations and the location of designated agricultural resource lands. New development requiring urban services are to 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 built to city standards.

The basic principles of urban growth management are sound planning and management concepts. Urban growth management attempts to contain scattered growth patterns which are more costly in terms of per unit cost of sewer, water, drainage, transportation, police and fire protection, and other services. In a nutshell, the general theme of urban growth management is to make the most effective and efficient use of existing public services investments before making major new growth-related commitments in outlying rural areas. The objective is not to discourage or limit growth, but rather to direct it in such a way as to minimize the cost in terms of dollars, associated environmental impacts and the preservation of rural lands and open spaces.

Besides minimizing public service and facility costs, a number of other benefits can accrue from an urban growth management program:

- effective and efficient use of existing investments and coordinated land use and capital facility decisions;
- an adopted program showing the City's expansion and service area adds certainty to the benefit of local officials, citizens and development interests;
- the City gains some control over its own future, gaining a formal voice in what the County approves in the unincorporated portion of the urban area adjacent to City limits;
- with urban-level growth directed into the City and its expansion area, the City's tax base and position as a social, economic, and cultural center is enhanced; and
- agricultural and forest lands surrounding the City can be conserved, energy saved and the City's existing character maintained.

Other objectives that can be carried out under an intergovernmental UGM program include:

- agreement on a set of land development and capital facility standards for

common use by all urban area jurisdictions – thus minimizing confusion as to required setbacks, lots size, etc.; and

- development of a system of charges to fund capital facility expansion.

To this end, the local governments and interested parties have developed a program that puts this concept to work.

BACKGROUND

A. The Woodland Urban Growth Committee

A committee consisting of citizen volunteers and representatives of local general and special purpose governments was created to make the initial recommendations for updating the Woodland Urban Growth Management Program. Planners from Woodland, Cowlitz County and the Cowlitz-Wahkiakum Council of Governments provided staff assistance for the committee. The Woodland and Cowlitz County Planning Commissions also assisted the committee with input and recommendations.

B. Approval Process

The approval process consisted of public hearings by the Woodland Planning Commission and the Cowlitz County Planning Commission, the Woodland City Council, and the Cowlitz County Commissioners. The final update was then adopted by the Woodland City Council and the Cowlitz County Commissioners.

C. Program Information and Data

An extensive amount of detailed information and analysis was needed to build a firm foundation for a program that would be justified and fair to all jurisdictions and the public. The location of the urban growth boundary and the supporting policies had to be based upon a complete analysis of past trends, existing conditions and future projections. The following were thoroughly examined within the study area:

1. Existing and projected population and housing conditions and service demands.
2. Existing vacant land, its zoning and level of services.
3. Past subdivision growth trends.
4. Projected land and service needs for residential, commercial and industrial development in the Woodland Urban Growth Study Area.
5. Analysis of the City's sewage treatment plant and collection system condition and capacities.
6. Analysis of the City's water system plant, reservoirs and distribution lines.
7. Sub-area growth and service needs analysis of different sections of the City and environments.
8. Analysis of school conditions and needs.
9. Traffic and road conditions and needs.
10. Analysis of needs of industry: land parcel size, location and access needs, services, labor supply, housing, etc.
11. Identification of current and future capital expenditures for urban services as related to growth beyond operation and maintenance needs.

CHRONOLOGY OF PROGRAM DEVELOPMENT AND ADOPTION

- August 1999, a citizens advisory committee was formed.
- August 1999, meetings of the citizens advisory committee began, and were held on a regular basis through April 2001.
- July 2000, the citizens advisory committee creates mission statement and goals.
- August 2000, the citizens advisory committee adopts population projections for the City of Woodland.
- May 22, 2001, joint City of Woodland and Cowlitz County Planning Commission meeting held to review the program.
- June 18, 2001, SEPA DNS issued.
- July 10, 2001, the City of Woodland Planning Commission holds a public hearing to receive public comments on the proposed changes to the Urban Growth Management Program and to adopt the changes to the Urban Growth Management Program.
- October 9, 2001, the City of Woodland Planning Commission adopts changes to the Urban Growth Management Program and Urban Growth Management Area.
- November 19, 2001, the City of Woodland City Council adopts the Urban Growth Management Program and Urban Growth Management Area and recommends that Cowlitz County adopts the same.
- January 9, 2002, the Cowlitz County Planning Commission held a work session and revised the Urban Growth Management Program.
- January 16, 2002, the Cowlitz County Planning Commission held a public hearing and tentatively adopted the Urban Growth Management Program.
- February 6, 2002, the Cowlitz County Planning Commission held a work session and a public hearing on the Urban Growth Boundary for Woodland. The Cowlitz County Planning Commission approved Woodland's Urban Growth Management Program.
- February 20, 2002, the Cowlitz County Planning Commission moved to amend the Cowlitz County Comprehensive Plan to incorporate the City of Woodland's Urban Growth Management Program and the Urban Growth Boundary.
- March 20, 2002, the Planning Commission adopted Case No. 0200.1; Proposed amendment to the Cowlitz County Comprehensive Plan. The amendment is for the purpose of incorporating the Woodland Urban Growth Management Program as an official planning element of the Cowlitz County Comprehensive Plan.
- April 23, 2002, the Cowlitz County Board of Commissioners adopted the Woodland Growth Management Element as a part of the Cowlitz County Comprehensive Plan.

GOALS AND OBJECTIVES

Mission Statement - Establish an attractive urban community, clearly distinguished from valuable resource lands, discourage inefficient sprawling development, encourage a strong economic base while protecting the environment and providing efficient urban services in a fiscally responsible manner.

Overall Goals

1. Reduce the inappropriate conversion of underdeveloped land into sprawling, low-density development.
2. Provide for the efficient provision of public services.
3. Protect natural resource, environmentally sensitive and rural areas.
4. Encourage a clear distinction between urban and rural areas.
5. Encourage development that facilitates travel within the Urban Growth Boundary by automobile, truck, bicycle and pedestrian means.
6. Support variety, choice and balance in living and working environments.
7. Promote a variety of residential densities.
8. Include sufficient inventory of vacant and buildable land to accommodate the 20 year planning period, and provide a balance of industrial, commercial, residential and public/quasi-public lands.
9. Ensure that urban development does not occur in the absence of urban services, and that rural development does not interfere with efficient urban development in the future.

Specific Goals

1. Urban services should not be provided outside the Urban Growth Boundary.
2. Lands included within the Urban Growth Area shall either be already characterized by urban growth or adjacent to such lands.
3. Land within the Urban Growth Area shall not contain areas designated for long-term agriculture or forestry resource use.
4. The Urban Growth Area should utilize natural features (such as drainage ways, steep slopes, open space and riparian corridors) to define the boundaries.
5. The Urban Growth Area shall have the anticipated financial capability to provide infrastructure/services needed in the area over the planning period.
6. City infrastructure such as transit, utilities and parks should support an efficient urban form.

FUTURE IMPLEMENTATION ACTIONS

Implementation of the Woodland Urban Growth Program goes beyond the adoption of the policies and procedures and the urban area map. The policies mandate that plans, ordinances, standards and decision-making regarding land use, urban services and development be coordinated and consistent between all jurisdictions. To this end, the following steps need to be taken by the City and Cowlitz County as soon as practicable to complete program development and implementation.

A. Review and modify the City and County comprehensive land use plan policies and maps to reflect the concepts of urban growth management (urban vs. rural lands), annexation policies and consistency of land use classifications within and adjacent to the Woodland Urban Growth Area.

B. Modification, as appropriate, of County zoning ordinances and maps to reflect comprehensive plan changes and, to the greatest extent possible, create consistent zoning classifications among all jurisdictions.

C. Development and/or modification of City sewer and water service plans to reflect anticipated phased growth of those facilities within the Urban Growth Area to meet forecasted demands. This requires identification of needed oversized collection and distribution systems and plant expansion or modification.

D. Creation of circulation and right-of-way plans and surface drainage plans for the undeveloped areas of the Woodland Urban Growth Area. This will require a cooperative effort by the City and the County(ies) and, for the drainage plan, the Consolidated Diking Improvement District.

E. Development of a system of charges to finance anticipated, growth related capital expenditures.

CHAPTER II
POLICIES AND PROCEDURES

DEFINITIONS

For the purpose of this program, the following terms as defined herein shall apply.

A. "Agricultural development" means those agricultural uses as defined and permitted by applicable County ordinances.

B. "Applicant" means the owner of the land proposed to be subdivided and/or developed, and his/her developer or representative.

C. "Approved alternative sewer and water systems" means those sewer and water systems for industrial developments which are other than interim on-site systems and which meet the official approval of both State and local health agencies and are not necessarily provided or managed by a local government.

D. "City" means the City of Woodland.

E. "Commercial development" means those commercial uses as defined and permitted by applicable City ordinances.

F. "County" means Clark or Cowlitz County unless otherwise specified.

G. "Current land use decisions and/or proposals" means those decisions or proposals administered by a local government dealing with zoning, subdivisions, shoreline substantial development permits, shoreline environment classifications, special use permits, and conditional use permits.

H. "Development" means any division of land and/or the construction of one or more residential dwelling units, commercial and industrial businesses or any non-accessory use permitted by the land use ordinances and plans of Clark or Cowlitz County and the City of Woodland, including the expansion of an existing use onto property which it did not occupy on August 30,1982.

I. "Health agency" means the Southwest Washington Health District for Clark County and the Cowlitz County Health Department for Cowlitz County.

J. "Industrial development" means those industrial uses as defined and permitted by applicable City ordinances.

K. "Interim on-site sewage disposal or water systems" means those sewage disposal or water systems which have been approved by the appropriate health agency, are located on the applicant's property or property under the control of the applicant and are to be used until such time as City sewer or water is available and where connection to the City system is required by this program or other applicable state and local regulations.

L. "Long-range comprehensive plans" means those plans of local governments which address a wide range of land use, urban services, economic, social and cultural issues and factors of a community. They provide decision-making guidance on those subjects through goals, objectives, policies, map classifications and improvement programs.

M. "Purveyor of urban services" means the provider and operator of urban services.

N. "Residential development" means those residential uses as defined and permitted by applicable City ordinances.

O. "Urban Growth Area" means that territory lying between corporate City limits and the adopted Urban Growth Boundary within which urban development and services are to be located.

P. "Urban Growth Boundary" means the boundary as adopted in this program appearing on the Woodland Urban Growth Area map encompassing that territory known as the Urban Growth Area.

Q. "Urban services" means those public services and public facilities including storm and sanitary sewer systems, domestic water systems, and other public utilities associated with urban areas and normally not associated with rural areas.

DEVELOPMENT INSIDE THE WOODLAND URBAN GROWTH AREA

The following service policies apply to proposed development inside the Woodland Urban Growth Area.

A. General

1. All proposed development within the Urban Growth Area shall either be annexed to the City of Woodland or the County shall require that the applicant of any proposed development provide documentation of an agreement with the City for water and sewer service.

2. The City shall be the only purveyor of urban services within the Urban Growth Area. Interim onsite or approved alternative sewer or water systems shall require review and comment by the City of Woodland prior to County approval and shall meet the requirements set forth in B., C., and D. below.

Interim on-site sewer and water systems shall be considered temporary systems and users of such systems shall connect to City services in accordance with the terms of agreements which are required by this program.

3. City sewer and water service shall not extend beyond the Woodland Urban Growth Area.

4. Prior to Cowlitz or Clark County decision on any development, plat or short plat proposed to be served by City of Woodland sewer or water the City shall certify whether or not it has the capability to collect and/or treat the sewage effluent and storm water from and/or store and distribute water to the development, plat or short plat.

5. Nothing in this agreement shall be construed as committing the City to providing water or sewer services outside city limits.

B. Sewer Service

1. All proposed development within the Urban Growth Area shall connect to the City sewer system except:

   a. Residential, commercial or industrial development whose nearest property line is not within two hundred (200) feet of the City sewer system according to State regulations (WAC 246-272-07001) or three hundred (300) feet if inside the City limits (Woodland Municipal Code 13.12.060), or where the City does not have sufficient sewer service treatment capacity for such development, shall be permitted to utilize interim on-site sewage disposal systems, PROVIDED dry sewer lines are installed through the foundation of single family residences and (dry) sewage collection lines and service stubs are installed within the development site of commercial and industrial developments for eventual connection to the City sewer system when such system becomes available and there is capacity. Applicants may review and offer an alternative for industrial development using an approved alternative system.

   b. Industrial development shall be permitted where the City has determined that is does not have the capability of receiving and/or treating the proposed wastes and, in connection therewith, proposes to use an interim on-site sewer system or an approved alternative sewer system.

2. Interim on-site sewage disposal or approved alternative sewer systems are permitted provided the following conditions are met:

   a. The applicant qualifies for one of the exceptions in Section B.I, above and

b. The applicant enters into a legal and binding agreement as described in Section B.3. to insure compliance with all conditions of approval.

3. The County shall require the applicant to provide documentation of a service agreement with the City of Woodland pursuant to Woodland Municipal Code 13.16 which contains statements that implement the following:

   a. The terms of periodic inspection and future connection to the City sewer system as determined by the City.

   b. That when feasible as determined by the City, the applicant shall extend lines and connect to the City sewage collection system provided such lines do not exceed 200 feet in length unless approved by the City.

   c. That such agreement(s) shall be binding upon the owners of the property, their successors or assigns.

4. Where the applicant installs a collection system in order to connect to the City sewer system, the applicant shall design the sewage collection system so as to serve the anticipated future growth of that area as determined by the City of Woodland. The applicant may have the opportunity to recover proportionate costs for oversized and extended facilities according to terms of agreement with the City.

C. Water Service

1. All proposed development within the Urban Growth Area shall be served by the City water system, except interim systems are permitted for the following, pursuant to the requirements of Section C.2 below, unless applicant has an agreement with the City to do otherwise:

   a. Any residential or commercial development where City water service is greater than two hundred (200) feet from the nearest property line and there are no facilities capable of serving the residence at that time.

   b. Agricultural development.

   c. Industrial development.

2. Interim water systems are permitted for the uses of Section C. above provided the following conditions exist and/or are met:

   a. The City certifies that there are no City water service facilities capable of serving the proposed development at the time of the development application.

b. The proposed water source has been approved by the Health Agency and other appropriate agencies as suitable for the proposed use(s).

c. All building code, fire code, and fire flow requirements can be met or exceeded.

e. The applicant enters into a legal and binding agreement concerning future connection to the city's water system as described in Section C.3. below.

3. The County shall require the applicant to provide documentation of a service agreement with the City of Woodland pursuant to Woodland Municipal Code 13.16 which contains statements that implement the following:

a. The terms of future connection to the City water system as determined by the city.

b. That when feasible as determined by the City, the development shall extend lines and connect to the City water system.

c. That such agreement shall be binding upon the owners of the property, their successors or assigns.

4. Where the applicant installs a distribution system to serve its development from the City water system, the applicant shall design the distribution system so as to serve the anticipated future growth of that area as determined by the City of Woodland. The applicant may have the opportunity to recover proportionate costs for oversized and extended facilities according to terms of agreement with the City.

D. Development Standards

1. It shall be the responsibility of the applicant to extend sewer and water lines to serve the development. It shall not be the legal obligation of the City to bear the cost of extending sewer and water lines to permit development.

2. All roads and accesses within a development shall be consistent with adopted City of Woodland and County traffic circulation plans. Where no adopted plans exist, the proposed access to and throughout the development shall be approved by the County after consultation with the City of Woodland.

3. All sewer, water, road and drainage development shall meet the subdivision, urban service and other applicable standards of the City of Woodland. For such development in the unincorporated portion of the Urban Growth Area, Clark or Cowlitz County shall require that the City standards apply or those which are the most restrictive.

DEVELOPMENT OUTSIDE THE WOODLAND URBAN GROWTH AREA

A. Services

Any development outside of the Urban Growth Boundary shall have individual on-site or other approved non-municipal sewer and water systems.

B. Development and Land Use Standards

Land use and development outside the Urban Growth Boundary shall be subject to the applicable Clark or Cowlitz County Comprehensive Plans, zoning and subdivision ordinances and shall include coordination with the approved Urban Growth Management Plan.

PLANNING COORDINATION: LONG-RANGE AND CURRENT

A. Policies

1. The County will develop plans and land use regulations to protect the integrity and intent of the Urban Growth Boundary through a comprehensive land use planning process.

2. The City of Woodland and the County shall amend and keep up-to-date their comprehensive plans and zoning ordinances to reflect the policies and intent of the Woodland Urban Growth Program, the boundaries of the Urban Growth Area and the type and extent of land uses therein. The planning between the City and County is a jointly coordinated process.

3. Comprehensive plan and zoning classification amendments in the Woodland Urban Growth Area shall be coordinated and reviewed as provided for in the procedures of this program.

4. Urban service plans, such as for sewer, water, storm water, roads and parks in the Woodland Urban Growth Area shall be coordinated with and reviewed by all affected jurisdictions and shall be consistent with comprehensive plans and the policies and intent of the Woodland Urban Growth Management Program.

5. All current County land use decisions and/or proposals within the Woodland Urban Growth Area shall be reviewed by the City of Woodland prior to County decision.

PROGRAM REVIEW, UPDATE AND AMENDMENT PROCEDURES

A. Annual Review of Requested Amendments

Woodland, as a city required to plan under the Growth Management Act (GMA), can only consider amendments to its Comprehensive Plan once a year. An amendment to the Urban Growth Area requires an amendment to the City's Comprehensive Plan. Thus, requests for amendments to the Urban Growth Area shall only be considered during the City's annual review of amendments to the

Comprehensive Plan. The City's Comprehensive Plan amendment process generally conforms to the following schedule:

- March & April: Planning Commission workshops, as necessary.
- May & June: Planning Commission public hearing(s).
- July: City Council public hearing(s), if needed or desired.

B. Five Year Review

The overall Woodland Urban Growth Management Program policies, procedures, and boundary shall be comprehensively reviewed every five (5) years as part of the City's Growth Management Act required Comprehensive Plan review process. The City of Woodland and Clark and Cowlitz counties shall:

1. Examine the effectiveness of the overall program in fulfilling the purpose and intent of urban growth management.

2. Review, evaluate local and regional trends and policies, urban service plans, service facilities and economic and environmental factors as they may affect or be affected by the program.

3. Propose and implement changes, if needed, to the program's policies, procedures, and boundary as a result of the above evaluation.

4. Propose changes in the City and County Comprehensive Plans, urban service plans, ordinances and other planning procedures as a result of the above evaluation.

C. Applicants

1. An individual or group of individuals who represent, at a minimum, the owners of fifty-one percent (51%) of the land may initiate a request for amendment to the Urban Growth Area.

2. The City or County, alone or in concert, may initiate a request for review and amendment to the policies and procedures of the Woodland Urban Growth Program and for amendment to the Urban Growth Area.

D. Amendments to the Urban Growth Area

1. Amendments to the Urban Growth Area and Boundary may be requested at any time but shall only be reviewed annually during Woodland's Comprehensive Plan amendment process.

2. The applicant shall present factual information in support of the amendment. This information shall include, but not be limited to:

   a. a general description of the property's location, size, and characteristics;

   b. proposed land use and effects upon comprehensive plans and

ordinances;

c. proposed urban services and the means by which the area will be served-by sewer, water, roads and police and fire protection;

d. effects upon the capacities and treatment capabilities of the City's sewer and water treatment, collection and distribution systems;

e. annexation plans or agreements for annexation;

f. how the proposal meets the objectives of urban growth management; and

g. other information necessary to substantiate the request.

E. Responsibilities and Procedures

1. All amendment requests shall be made through the Cowlitz County Department of Building and Planning or the Clark County Department of Community Development (if applicable). The County receiving the request shall notify the City of Woodland within ten working days, refer the applicant to the City and coordinate review.

2. The procedures for review of an amendment request shall be as follows:

a. The Woodland Planning Commission shall review, evaluate and develop findings and recommendations on the amendment request. Their findings and recommendations will be forwarded to the Woodland City Council.

b. The Woodland City Council will review the findings and recommendations developed by the Woodland Planning Commission. Their findings and recommendations will than be forwarded to the Cowlitz County Planning Commission.

c. The Cowlitz County Planning Commission will review the findings and recommendations forwarded from the Woodland City Council and make a recommendation(s).

d. The Board of Cowlitz County Commissioners will complete the final review and adoptions of the amendment request.

If the County Planning Commission's recommendation is not consistent with that of the City, the Council must be given a reasonable opportunity to respond prior to the Board of County Commissioner's decision.

3. All review and decisions by the City and County shall be conducted according to established procedures for plan and ordinances amendments which shall include at least one public hearing with appropriate legal notices.

F. Urban Growth Area Review Criteria for Amendments

The establishment of criteria by which to judge the inclusion or exclusion of lands from the Woodland Urban Growth Area is necessary to provide for a fair, equitable, and orderly means of evaluation. The following criteria shall be considered:

1. The area:

   a. is already developed; or

   b. has been approved for development through a binding site plan, short plat, subdivision, or special use permit; or

   c. is located adjacent to existing developed land.

2. Public facilities and services are in place or can be provided at reasonable cost to accommodate urban growth. These services include municipal sewer and water availability, transportation and circulation patterns, police protection, fire protection and other services such as schools, parks and solid waste.

3. Natural features and land characteristics are capable of supporting urban development without significant environmental degradation that cannot be mitigated.

4. Natural physical features such as major drainage are considered to provide a clear separation between urban and rural areas.

5. The amendment shall be consistent with the City and County comprehensive plans.

6. There is demonstrated need for additional land classification within the urban growth boundary.

CHAPTER III
REVISING THE URBAN GROWTH BOUNDARY

PROCESS AND ORGANIZATION

In 1999, the City of Woodland and Cowlitz County agreed to update the City's Urban Area Boundary and Management Program. The Urban Growth Boundary (UGB) and Management Program was developed in 1982 and have not had a major update since. To assist the City with this job and to help ensure a well-balanced product, a broadly based advisory committee was formed. The city advertised for applications from persons interested in becoming involved. Eight applications were received and all were accepted. In addition, Cowlitz County selected one person. The City also formally invited participation from the Port of Woodland, Woodland School District, Consolidated Diking Improvement Dist. No. 2, Cowlitz County Fire District No. 1. Participation was also requested from Clark County. Clark County chose not to participate, however it reviewed a draft of this report and sent a memo indicating that it has no concerns other

than potential traffic issues.

An outline of the anticipated work plan was developed. In general, the committee would examine population trends, projections, land uses and other factors to determined Woodland's urban growth needs for the next 20 years. The committee's recommendations regarding possible changes for both the Urban Growth Boundary and the Management Program were forwarded to the Woodland Planning Commission. After approval by the Woodland City Council and Planning Commission, the Program Boundaries were reviewed and approved by the Cowlitz County Planning Commission and the Board of County Commissioners.

COMMITTEE ACTIVITIES

The Woodland Urban Growth Committee held its first meeting in August 1999, and continued to meet monthly through December, 2000, with few exceptions. The meetings were advertised through press releases and paid advertisements. Committee members received a reminder post card several weeks prior to the meeting, and a meeting packet several days prior to the each meeting. The meetings were held at the Woodland Council Chambers and efforts were made to accommodate the committee members varying schedules. The committee agreed to work without a chairman, allowing staff to facilitate the meetings.

Midway though the committee work, a public forum was held. The purpose of the public meeting was to give members of the community an opportunity to review the work already completed by the committee and provide an opportunity to comment. The publicity for this meeting included a paid advertisement and a press release to both the local newspaper and the Longview Daily News. In addition, meeting notices were mailed out to households within 300 feet of the existing boundary.

GOALS AND OBJECTIVES

At the first meeting committee members reviewed the work plan and timeline, agreed on a study area boundary and began the review of the 1982 Woodland Urban Growth Program goals and objectives. Revisions to the original goals and objectives were developed and approved. The revised goals and objectives and can be found in the *Woodland Urban Growth Management Plan* beginning on page 5.

POPULATION PROJECTIONS

Population projections, or how much a community is expected to grow annually, provides the foundation for the entire Urban Growth Area analyses. To that end, the committee reviewed Woodland's growth trends over the last 30 years. The data was presented to the committee both graphically and numerically (see pages 17, 18, 19, and 20). As the attached information indicates, Woodland grew at approximately 4% annually from 1970 to 1980. The decade of the 1980's was marked by very slow growth with an approximately average annual rate of .35%. However, during the 1990's the community experienced approximately 4.9% growth rate annually.

The committee considered several population growth rates and completed the a major portion of the land use analysis using 3.5% and 4% population growth rates. It initially voted to accept and use a 3.5% annual population growth rate. The decision was

based on the generally constant high growth rate in Woodland in 20 of the previous 30 years, coupled with the population spillover from the Portland Metropolitan Area and Woodland's location on the 1-5 freeway system. Cowlitz County staff then requested that the committee consider a lower growth rate of 3%. The county believes that a 3.5% annual growth rate cannot be sustained over the course of 20 years. The committee agreed and after much discussion decided to keep the 3.5% annual growth rate projection.

Using a 3.5% annual growth rate, Woodland's population is expected to be at 7651 in 2020.

POPULATION GROWTH RATE – 1970 to 2020

A 3.5% annual growth rate was adopted by the Woodland Urban Boundary Committee and is used for calculating the commercial, industrial, residential and public/quasi-public land use projections. The 3.5% is based on the rapid growth rate experienced by Woodland over the past several years. The table below gives the growth rate over the last 30 years and projects the populations of Woodland each year until the year 2020 at a 3.5% annual growth rate.

Year	Population	% change from previous year	Population change over decade
1970	**1,622**		The population increased 42% over the previous 9 years, which is a growth of 4% annually.
1971	1,757	8.3%	
1972	1,764	.004%	
1973	1,833	4.0%	
1974	1,928	5.1%	
1975	2,003	3.9%	
1976	2,140	6.8%	
1977	2,182	2.0%	
1978	2,297	5.2%	
1979	2,310	.05%	
1980	**2,415**	**4.5%**	The population increased 3.5% over the decade, approximately .35% annually.
1981	2,470	2.3%	
1982	2,555	3.4%	
1983	2,610	2.1%	
1984	2,550	-2.3%	
1985	2,580	1.1%	
1986	2,590	0.4%	
1987	2,585	-.02%	

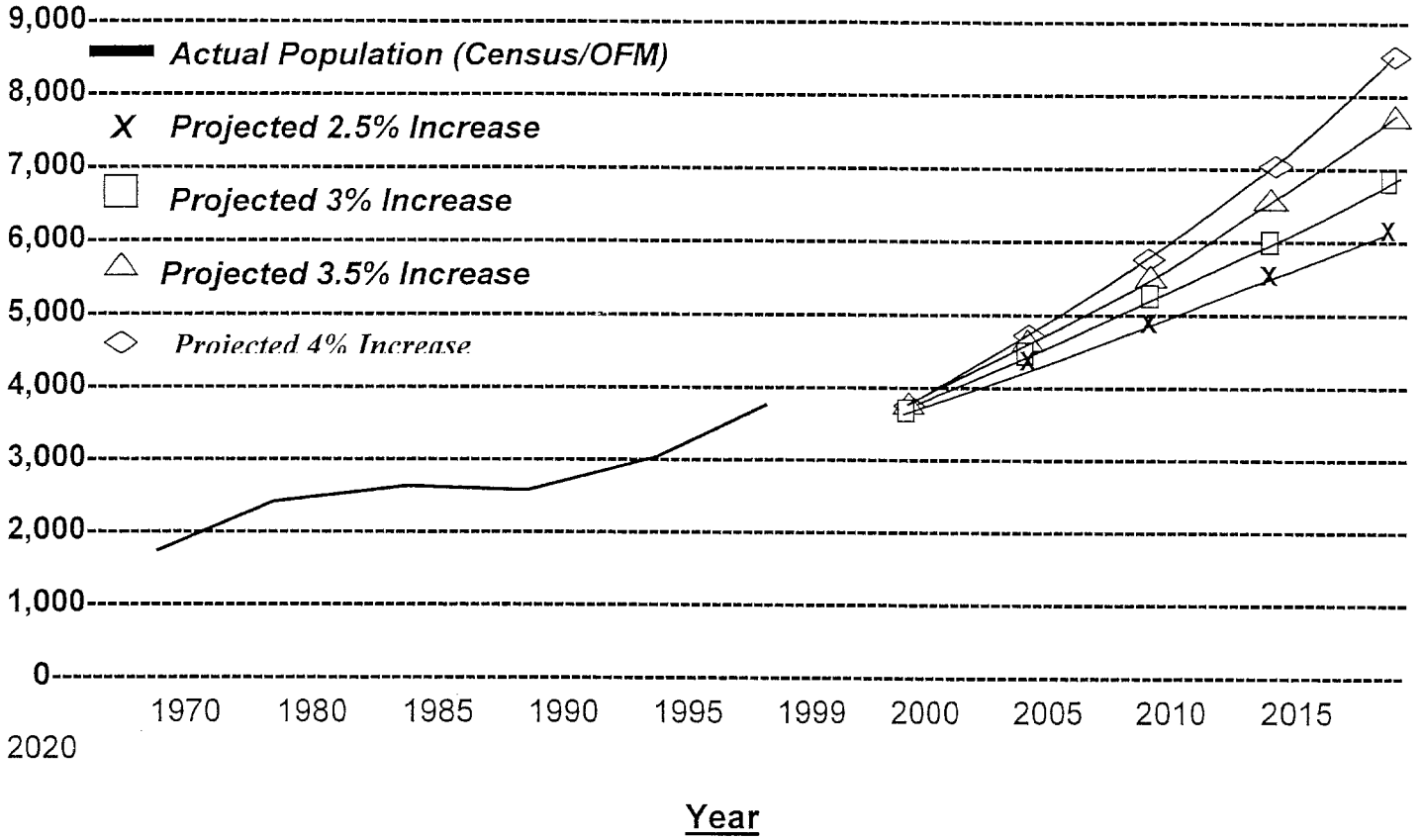
1988	2,600	.06%	
1989	2,620	.07%	

1990	**2,500**	**-4.8%**	The population increased 48.6% over the decade or 4.9% annually.
1991	2,592	3.6%	
1992	2,607	.05%	
1993	2,732	4.7%	
1994	2,860	4.6%	
1995	3,000	4.8%	
1996	3,150	5.0%	
1997	3,507	11.3%	
1998	3,570	1.8%	
1999	3,715	4.0%	
2000	**3,845**	**3.5%**	The population is projected to increase 36.4% over the decade or an average of 3.5% annually.
2001	3,980	3.5%	
2002	4,119	3.5%	
2003	4,263	3.5%	
2004	4,412	3.5%	
2005	4,567	3.5%	
2006	4,727	3.5%	
2007	4,892	3.5%	
2008	5,063	3.5%	
2009	5,240	3.5%	
2010	**5,424**	3.5%	The population is projected to increase 41.1% over the decade or an average of 3.5% annually.
2011	5,614	3.5%	
2012	5,810	3.5%	
2013	6,013	3.5%	
2014	6,224	3.5%	
2015	6,442	3.5%	
2016	6,667	3.5%	
2017	6,901	3.5%	
2018	7,142	3.5%	

2019	7,392	3.5%	
2020	**7,651**	3.5%	

		Projected Population 2.5% Increase	Projected Population 3% increase	Projected Population 3.5% increase	Projected Population 4% increase
1999	3,715				
2000		3,808	3,826	3,845	3,864
2001		3,903	3,941	3,980	4,018
2002		4,001	4,059	4,119	4,179
2003		4,101	4,181	4,263	4,346
2004		4,203	4,307	4,412	4,520
2005		4,308	4,436	4,567	4,701
2006		4,416	4,569	4,727	4,889
2007		4,526	4,706	4,892	5,084
2008		4,640	4,847	5,063	5,288
2009		4,756	4,993	5,240	5,499
2010		4,874	5,142	5,424	5,719
2011		4,996	5,297	5,614	5,948
2012		5,121	5,456	5,810	6,186
2013		5,249	5,619	6,013	6,433
2014		5,380	5,788	6,224	6,691
2015		5,515	5,961	6,442	6,958
2016		5,653	6,140	6,667	7,236
2017		5,794	6,325	6,901	7,526
2018		5,939	6,514	7,142	7,827
2019		6,087	6,710	7,392	8,140
2020		6,240	6,911	7,651	8,466

Woodland Washington Actual and Projected Population Growth
1970-2020



"As a result of input at public hearings, the committee recommendations for population were adjusted to account for the population growth within the Urban Growth Area. With the addition of this area the revised year 2020 population which was used for estimating land needs is 7,870 persons."

INDUSTRIAL LAND

In 1999, the City of Woodland processed an application to expand the Urban Growth Boundary to included additional industrial land. Extensive analysis and discussion preceded the application and its final approval by the Woodland Planning Commission, Woodland City Council, Cowlitz County Planning Commission and finally the Cowlitz County Board of Commissioners. The Urban Growth Committee reviewed the original application, the consultant's report and the staff report and alternative analysis. They determined that the staff alternative analysis is still generally reflective of the economic conditions in Woodland, consequently several of the assumptions agreed upon in 1999 are still valid. Therefore the committee used several of the same assumptions (number of manufacturing jobs per acre, percentage of industrial land that may be used by non-industrial uses and the market factor) to project Woodland's 2020 industrial land needs. The committee also adopted several new assumptions that more accurately reflect the current situation in the community.

The following assumptions are used to determine the need for industrial land within the Woodland Urban Growth Boundary:

- There will be 6 manufacturing jobs per acre.
- 1.8% of industrial land may be used by non-industrial uses.
- A 40% market factor* is used to ensure that there is a variety of industrial land at competitive prices.
- 10% of the industrial property in the City limits will be used for infrastructure and/or environmental restrictions. Within the urban growth area, that number is increased to 20%.

* A market factor is designed to build vacant land into the land availability. This maintains a cushion and avoids artificially inflating the price of land.

Using the above assumptions together with a 3.5% annual population growth rate, the committee determined that Woodland will need between 320 and 349 acres of industrial land to accommodate growth until 2020. The range is caused by the difference in the acreage needed for infrastructure, within the City, or within the Urban Growth Boundary. Currently, there are 712 acres of vacant and buildable industrial land within the current Urban Growth Boundary. The committee determined that no additional industrial land is needed.

COMMERCIAL LAND

Two primary approaches were considered to determine the need for commercial acreage within the Woodland Urban Growth Boundary.

A. Commercial land to population method - This analysis is based upon taking the city's 1999 ratio of land in commercial use to the City's population and projecting the same ratio to the year 2020 at a 3.5% annual growth rate. The initial analysis did not include a market factor or infrastructure allowance, and the results indicated that there is a need for 9 additional acres of commercial acreage within the existing Urban Growth Area to accommodate growth for 20 years. The committee eventually revisited this analysis and reconsidered the market factor and infrastructure as outlined below.

B. Commercial employment method - This method looks at the percentage of the work force currently in commercial employment, developing a ratio of the number of jobs to the population. It then considers the number of jobs per commercial acre and applies both of these ratios to the 2020 project population. A market factor and infrastructure allowance are than added. (See below)

1. *Market factor* - The committee, upon a review of commercial land needs, decided that a market factor should be included in the analysis for added consistency as they are both included in the analysis of both the residential and industrial land. The committee considered a 25% market factor, similar to Clark County. However it determined that for a smaller population like Woodland a market factor that large is not needed. For instance, Woodland is not likely to attract a regional mall like the Three Rivers Mall in Kelso or the Vancouver Mall in Clark County, Yet Clark County with its rapidly growing population should allow for such a mall. Therefore the committee agreed to a 20% market factor.

2. *Infrastructure allowance* - Initially, the committee's analysis did not allow for extra acreage to accommodate infrastructure needs (e.g. streets). It was assumed that commercial lands inventory included infrastructure. Consequently, when the ratio was developed infrastructure was accounted for. However, a closer look at the current acreage of commercial land indicated that the infrastructure was not included in the acreage. Consequently, it became important to include an infrastructure allowance. The committee considered a 25% allowance, again citing Clark County as justification. However it determined that an infrastructure allowance of 15% is more in line with how Woodland has developed. Also, the infrastructure allowance was only applied to non-developed lands.

After extensive discussion and consideration, the committee agreed to use the "Commercial Employment Method" to determine the amount of commercial acreage needed. Both the "Commercial Land to Population", and the "Commercial Employment Method" are consistent with common planning practices. However, the "Employment Method" does a better job capturing the economic influence of the 1-5 and SR 503 traffic. Consequently, the committee decided to approve the Employment Method with a 20% market factor and a 15% infrastructure allowance. The results of the analysis indicate that Woodland currently has 182 acres of commercial land and will need an additional 80 acres of commercial land by the year 2020. See page 26.

RESIDENTIAL LAND

The committee reviewed several different alternatives for projecting residential land needs. All the alternatives approached the issue in basically the same manner, using calculations that consider the population projections, the average number of people living in a household, the type of housing stock, a single family densities of 4 units per acre and the amount of existing housing stock. However, different assumptions were made for each alternative.

A. *Alternative A* uses Woodland's average of 2.48 persons per household. The housing types are broken down into: 57.4% single family homes, 29% multi-family homes and 13.7% mobile homes. Applying the above percentages to the

population projections and adding in a 20% market factor, the committee determined that 46 more acres are needed for residential use by the year 2020.

B. *Alternative B* is based upon housing assumptions derived from the *City of Woodland Comprehensive Plan, 1995.* The projection of persons per household (2.4) and the distribution of population by housing type (single family = 59%, multi-family = 30%, Manufactured home - 11%) are year 2015 projections from the housing element of the comprehensive plan. The method for calculating the number of acres needed for multi-family households is different from Alternative A. In Alternative A, calculations were done at the low density range (9 units per acre) and towards the high end (25 units per acre) and the results were then averaged to derive the final multi-family land needs. In Alternative B, the number of multi-family households were distributed by existing 1999 multi-family housing types (20% duplexes, 18% 3 & 4 unit buildings, and 60% 5+ unit buildings) each type was then divided by the expected units per acre to derive a multi-family land needs projection of 48 acres. A 20% market factor was added used in this alternative. This method better captures the land needs for different multi-family housing types than the method used in Alternative A. This alternative results in a need for 28 more acres by the year 2020.

C. *Alternative C* - This alternative differs from alternatives A and B in several ways. First, it uses two "persons per household" figures, one for single-family (2.6) and another for multi-family (1.9). These figures came from Clark County drafts. Secondly, land needs for manufactured homes are not calculated separately, it is assumed that manufactured parks will fall under the multi-family calculations and manufactured subdivisions in single family calculations. Last, instead of a 20 percent market factor, a 25% factor is used, again, similar to Clark County. This alternative results in a need for 76 more acres to meet year 2020 needs.

After reviewing and discussing all three alternatives, the committee approved Alternative B, as it most closely mirrors the assumptions made in the adopted *City of Woodland Comprehensive Plan – 1995.* See page 26.

PUBLIC/QUASI PUBLIC LAND

This classification of land identifies most major facilities and tracts that are in public or quasi-public ownership or are operated for a purpose benefiting the public. It includes public parks, public schools, governmental buildings, major utilities stations and cemeteries. Church properties are not differentiated although they are usually considered a public/quasi-public use.

To develop the acreage needed for public/quasi public land the committee utilized assumptions and recommendations outlined in the *City of Woodland, Park and Recreation Plan - 1996.* In addition it relied on national standards as identified in the National Recreation, Park and Open Space Standards and Guidelines, with some modification according to specific criteria that makes Woodland's recreation needs unique.

The following are the definitions and standards for neighborhood and community parks for the City of Woodland.

A. Neighborhood Parks are defined as parks that serve an immediate population, generally within safe walking distance, provide playground equipment for small children and limited areas for outdoor games and general play. The current standard is one park per 1,500 persons or a minimum of 1 acre per 1,000 population. Using the above standards, the committee determined that the Woodland needs 4 additional park facilities and 7 additional acres.

Neighborhood Park needs - based on the facility standard, 7,651 (2020 population) x 1/1,500 = 6 parks. Woodland currently has 2 neighborhood parks, so 4 additional parks are needed.
Neighborhood Acreage needs - based on the acreage standard, 7,651 (2020 population) x 1/1,000 = 8 acres. Woodland currently has 1 acre of neighborhood park, so 7 additional acres are needed.

B. Community Parks are defined as serving more than one neighborhood. They can be of any size, but generally are larger than a neighborhood park, usually large enough to include several ball fields, spectator seating, and any number and type of other facilities, such as a swimming pool, tennis courts, picnic shelters, bandshell, natural area and flower gardens. A community park may be small and limited in what if offers but have a community-wide draw because of location and special features. The current standard is one facility per 10,000 or a minimum of 5 acres per 1,000 population.

Community park needs - based on the facility standard, 7,651 (2020 population) x 1/10,000 = no additional facilities are needed.

Community acreage needs - based on the acreage needs, 7,651 (2020 population) x 5/1000 = 42.3 acres. Woodland currently has a 6.5 acre community park, so 36 additional acres are needed.

C. Churches - The committee determined that 18 additional acres are needed for churches to accommodate the projected 2020 population.

D. Schools - Based on information provided by the Woodland School District the committee determined that 22 acres are needed for a new high school.

DRAWING THE NEW BOUNDARY

A. Industrial Land

As discussed on page 21, the Woodland Growth Area does not need additional industrial land.

B. Commercial Land

To meet the commercial acreage needs of the Woodland Urban Growth Area the committee made the following recommendations:

1. Re-classify 39.6 acres of light industrial land within the City limits from light industrial to commercial. This is not shown on the Urban Growth Boundary

Map because it is within the City limits.

2. Within the unincorporated area of the Urban Growth Boundary the committee added a total 71.0 acres. See A-1 on the Urban Growth Boundary Map on page 28.

C. Residential Land

To meet the residential acreage needs of the Urban Growth Area the committee moved to expand the Urban Growth Boundary line to include approximately 42.8 acres of residential land to the Woodland Urban Growth Area. See A-4 on the Urban Growth Boundary Map on page 28.

D. Public/Quasi Public Land

Parks, churches and schools are conditional uses in Woodland's low density residential district, multi-family residential district, central business district (C-1), and the highway commercial (C-2) district. In addition, public parks are permitted in the floodway use district.

Based on the needs and input from the community, the committee recommended to include the Lewis River Little League property and land occupied by the Jehovah Witnesses within the Urban Growth Boundary. This property is comprised as 17 acres east of Green Mountain Road. See A-2 and 3 on the Urban Growth Boundary Map on page 28.

E. Recommended Land Use Classifications and Zoning Designations

The following table lists the committee's recommendations for Cowlitz County Comprehensive Plan classifications, see page 27.

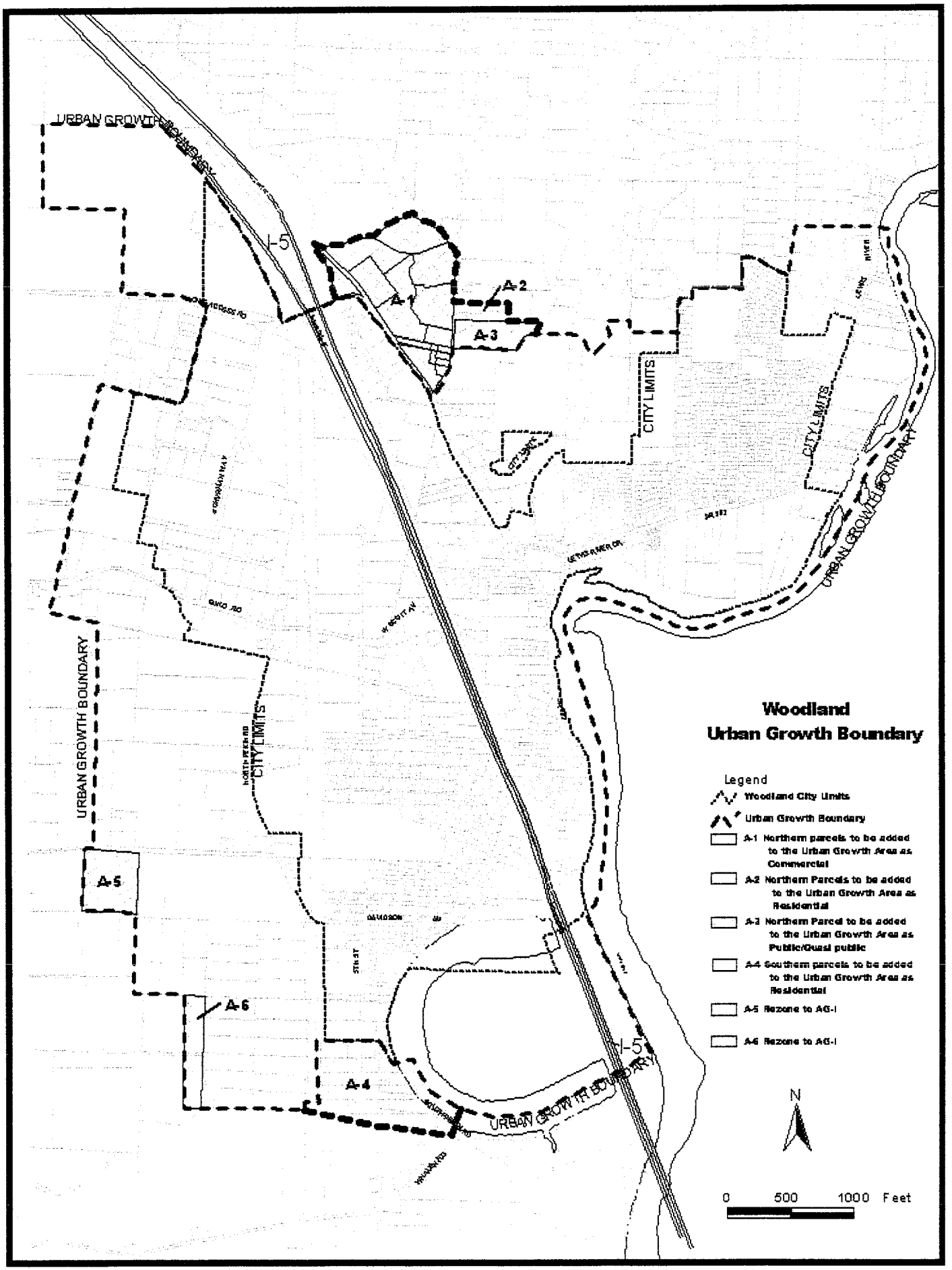
Per a request from Cowlitz County Building and Planning Department, the committee included a recommendation to change the County zoning designation on two parcels of land within the current UGB. The current zoning of Agricultural 38 (AG-38) in Area A-5 and A-6 noted on page 27 are inconsistent with the existing County Land Use Classifications when within the Urban Growth Boundary. These inconsistencies were a result of drafting errors. The two parcels are recommended to be rezoned Agricultural-Industrial (AG-I).

Summary of Land Needs

Land Use Within Woodland UGB	Acreage Needed In 2020		Vacant and Buildable Acreage Available	Deficit or Surplus	Committee Recommendations
Industrial	320 - 349		712	Surplus of 363 – 392 acres	No change
Commercial	262		182	Deficit of 86 acres	Add 71.0 acres
Residential	381		353	Deficit of 28 acres	Add 42.8 acres
Public/quasi-public	**parks**	**acreage**	48	Surplus of 4 acres	Add 12 acres
Neighborhood park	4	7	Schools and churches are conditional uses in woodland's low density residential district, multi-family residential district, central business district and highway commercial district. They are permitted in the flood way use district		
Community park	0	36			
Schools	22 acres				
Churches	18 acres				

Cowlitz County Comprehensive Plan Land Use Classifications (Unincorporated Area Of The Urban Growth Boundary)				
Property	County Comp Plan Classifications		Woodland Comp Plan Classifications	
	Current	**Recommendations**	**Current**	**Recommendations**
A-1 (71.0 acres)	Rural Residential 2	Tourist Commercial	Not Applicable	Commercial
A-2 (5.0 acres)	Rural Residential 2	Urban Residential - Low Density	Not Applicable	Low Density Residential
A-3 (12.0 acres)	Rural Residential 2	Forestry – Open Space	Not Applicable	Public/Quasi Public/Institutional
A-4 (42.8 acres)	Heavy Industrial	Urban Residential – Low Density	Not Applicable	Low Density Residential
A-5	Agricultural	AG-I	Industrial Reserve	Industrial Reserve
A-6	Agricultural	AG-I	Industrial Reserve	Industrial Reserve

Zoning Designations (Unincorporated Area Of The Urban Growth Boundary)				
Property	County Zoning Designation		Woodland Zoning Designations	
	Current	**Recommendations**	**Current**	**Recommendations**
A-1 (71.0 acres)	Un-zoned	Neighborhood Commercial	Not Applicable	No Recommendation
A-2 (5.0 acres)	Un-zoned	Urban Residential	Not Applicable	No Recommendation
A-3 (12.0 acres)	Un-zoned	Forestry – Residential	Not Applicable	No Recommendation
A-4 (42.8 acres)	Un-zoned	Urban Residential	Not Applicable	No Recommendation
A-5	AG-38	AG-I	Not Applicable	No Recommendation
A-6	AG-38	AG-I	Not Applicable	No Recommendation


Woodland
Urban Growth Boundary
Legend
Woodland City Limits
Urban Growth Boundary
A-1 Northern parcels to be added to the Urban Growth Area as Commercial
A-2 Northern Parcels to be added to the Urban Growth Area as Residential
A-3 Northern Parcel to be added to the Urban Growth Area as Public/Quasi public
A-4 Southern parcels to be added to the Urban Growth Area as Residential
A-5 Rezone to AG-I
A-6 Rezone to AG-I
URBAN GROWTH BOUNDARY
I-5
A-1
A-2
A-3
A-4
A-5
A-6
CITY LIMITS
N
0
500
1000
Feet

RESOLUTION NO. 458

A RESOLUTION adopting that certain document entitled "Woodland Growth Management Element" as an element of the Woodland Comprehensive Plan as more particularly set forth herein.

WHEREAS, the City of Woodland has engaged in urban development planning with Cowlitz County since the late 1970s; and

WHEREAS, in the furtherance of said planning an interlocal planning and growth management agreement was first approved by the City by its adoption of Resolution No. 233 in 1982 and by the County by its adoption of Resolution No. 82-238 in 1982; and

WHEREAS, since 1999 citizen advisory committees for both the City and County, together with staff members and elected officials have been working on successor policies and regulations as set forth on Page 5 of the Woodland Growth Management Element, culminating in the adoption of such element by the Cowlitz County Board of Commissioners on April 23, 2002; and

WHEREAS, said element has been duly considered by the Woodland Planning Commission and recommended for approval by the Woodland City Council on March 12, 2002; and

WHEREAS, the Woodland City Council finds that the best interests of the City would be served if the Woodland Growth Management Element attached hereto as Exhibit 1 were adopted and made a part of the Woodland Comprehensive Plan.

NOW, THEREFORE, BE IT RESOLVED that Exhibit 1 attached hereto and incorporated herein as if fully set forth is hereby adopted as an element of the Woodland Comprehensive Plan.

BE IT FURTHER RESOLVED that all previously adopted documents to the extent said documents are in conflict or inconsistent with Exhibit 1 are hereby repealed.

ADOPTED this 20th day of May, 2002.

CITY OF WOODLAND:

James R. Graham, Mayor

ATTEST:

Georgina D. Anderson, Deputy Clerk/Treasurer

APPROVED AS TO FORM:

Patrick L. Brock, City Attorney

STAFF REPORT

To: Planning Commission

From: Carolyn Johnson, Community Development Planner

Date: Sept. 15, 2011

Re: Land Use No.: 211-913, Nonconforming Uses, Zoning Text Change

Clarifying WMC Chapter 17.60 (Pre-existing uses and Structure) is a 2011 Planning goal. The July Staff Report gives background on the need for reviewing and amending this section of the code. Since our July meeting, the City has received two documents that make amending this ordinance even more urgent.

First, the City's attorney has notified the mayor that the City ordinance for nonconforming uses conflicts with what the Courts are saying. He goes on to say that the Courts have made it clear that the City bears the burden of proof of abandonment and that the Courts have allowed conclusory statements by owners to rebut the City's evidence.

Secondly, the City received the Hearing Examiner's Final Order on the 208 Buckeye (Foglia House) matter on September 7th, 2011. His ruling calls into question current code language and the way the ordinance has been administered. In his ruling, the Examiner found:

> WMC 17.60.030 provides "If a pre-existing use is nonconforming and not actively used for a period of six months, it shall be deemed discontinued." However this Code section uses the term "discontinued." The courts have repeatedly held that discontinuance is synonymous with abandonment. "A discontinuance results from the concurrence of an intent to abandon and some overt act or failure to act which carries the implication of abandonment." Andrew v. King County, 21 Wn.App. 566, 572, 586 P.2d 509 (1978).
>
> Once the Appellant meets the burden of proof that a nonconforming use was established on the site, the burden of proof shifts to the City to prove that the use was discontinued or abandoned. Van Sant v. City of Everett, 69 Wn.App. 641, 647-648, 849 P.2d 1276 (1993). "Nonconforming uses are vested property rights which are protected. Protected property rights cannot be lost or voided easily." Id. 69 Wn.App. at 649 (internal citations omitted). In order to prove discontinuance or

abandonment, the City must establish “(1) intent [to abandon] and (2) an overt act, or failure to act, which carries with it the implication that the owner does not claim or retain any interest in the right to the nonconforming use.” Id. at 648.

> *The intent [to abandon] cannot be inferred from or established by a period of nonuse alone, but must be shown by the owner or occupier's overt acts or failure to act, such as written or oral statements evincing an intent to abandon the use, structural alterations to the building inconsistent with the continuance of the nonconforming use, or failure to take some step such as license renewal necessary to the continuance of the use. Id. at 653.*

In the Foglia case, the City failed to provide any evidence that the Appellant or her predecessors ever manifested any affirmative intent to abandon the multi-family use of the existing residential structure on the site.

With this further clarification on Court rulings, the City has a better understanding of what changes need to be made.

STAFF REPORT

To: Planning Commission

From: Carolyn Johnson, Community Development Planner

Date: July 21, 2011

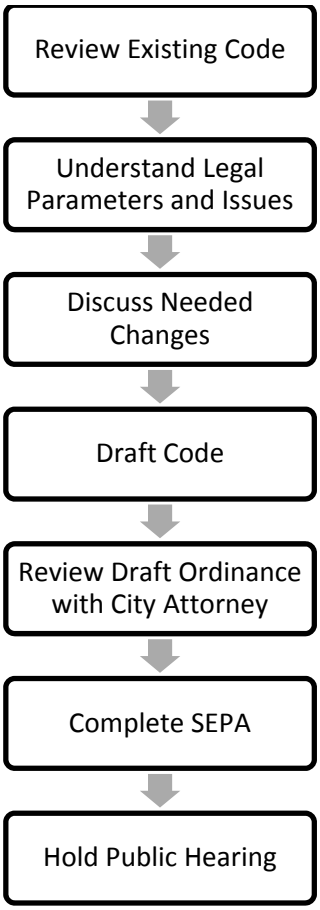
Re: Land Use No.: 211-913, Non-Conforming Uses, Zoning Text Change

Clarifying WMC Chapter 17.60, Pre-existing uses and Structure, is a 2011 Planning goal. This code text amendment will be worked on in conjunction with those text changes needed to clarify Woodland's Pet and Domestic Animal Code.

Why does Chapter 17.60 need to be clarified?

1. Section 17.60.030, Discontinuance, states "If a pre-existing use is nonconforming and not actively used for a period of six months, it shall be deemed discontinued." In practice, it has been difficult for staff to interpret the phrase "actively used." For example, does *actively used* include periods of time when a structure is advertised as being *for rent/sale*?
2. Section 17.60.040, Change of Use, states "If a pre-existing use which is nonconforming is changed, it shall be changed to a use conforming to the regulations of the district in which it is located, and after change, it cannot be changed back again." In practice, it has been difficult for staff to gauge what changes in *use* are (un)acceptable. For example, if a non-conforming business, a book store, were rented to a new tenant and became an antique store, would the *use* have changed? Or, should this section be construed more broadly as meaning a commercial use of the same general intensity? The current code gives staff no criteria in which to test whether a change in business should result in the loss of nonconforming use status. Should staff be focusing on the quality, character and intensity of the use? Or would any new business, other than another book store, be prohibited?

Proposed Process:


Review Existing Code
Understand Legal Parameters and Issues
Discuss Needed Changes
Draft Code
Review Draft Ordinance with City Attorney
Complete SEPA
Hold Public Hearing

DRAFT

Date: September 15, 2011

The text highlighted and italicized are proposed amendments to the current code. Text struck through is proposed to be eliminated from the current code.

Chapter 17.60 - PRE-EXISTING USES AND STRUCTURES

Sections:

17.60.010 – Purpose.

17.60.020 – Nonconforming uses, structures and lots.

17.60.030 – Continuation.

17.60.040 – Modification.

17.60.050 – Discontinuance.

17.60.060 – Change of use.

17.60.070 – Destruction.

17.60.080 – Completion of structure.

17.60.090 – Single-family dwellings.

17.60.100 – Manufactured home on an individual lot.

17.60.110 – Nonconforming lots.

17.60.010 - Purpose.

The purpose of this chapter is to provide for those circumstances, uses and lots that are inconsistent with regulations of this title but which enjoy rights based on their previous legal existence.

17.60.020 - Nonconforming uses, structure and lots.

A nonconforming use is a use of property that was allowed at the time the use was established but which, because of changes in zoning regulation, is no longer permitted. A nonconforming structure is a structure that complied with zoning and development regulations at the time it was built but which, because of subsequent changes to the zoning and/or development regulations, no longer fully complies

with those regulations. A nonconforming lot is one that, at the time of its establishment, met the minimum lot size requirements for the zone in which it is located but which, because of subsequent changes to the minimum lot size applicable to that zone, is now smaller than that minimum lot size.

17.60.030 **- Continuation.**

A pre-existing use or structure which is nonconforming may be continued and maintained in reasonable repair and safe condition; provided that the use or structure is not enlarged, increased, made more nonconforming, or extended to occupy a greater area than was occupied on the date of adoption of the ordinance codified in this title or applicable amendments thereto. The extension of said pre-existing use to a portion of a structure which was built for the pre-existing use at the time of the passage of the ordinance codified in this title is not considered an extension of a nonconforming pre-existing use. A nonconforming, pre-existing use or structure may not be moved in whole or in part to any other portion of the lot or zoning district in which it is located. If moved, it must be to a district in which the use is permitted. For single-family dwelling exception, see Section 17.60.070.

17.60.040 **- Modification.**

A. A pre-existing structure nonconforming with respect to height, yard requirements, lot coverage, or density may be utilized by a use which is permitted in the district in which the structure is located. In order to accommodate a permitted use, the structure may be repaired, modified, or altered, internally and externally; provided such repairs and modifications do not increase the nonconformance of the structure and that they meet the Uniform Building Code standards.

B. In addition, a pre-existing structure which is non-conforming according to the description contained in subsection (A) of this section may be modified or altered in such a manner that it conforms to the standards of the district, this title, and the Uniform Building Code.

C. *Non-conforming uses wishing to expand may be allowed to do so by special permission of the hearing examiner through a conditional use permit per Chapter 17.72.*

17.60.050 **- Discontinuance.**

A pre-existing, nonconforming use that is abandoned for a period of six months, shall be deemed discontinued. Abandonment is evidenced by an overt act, or failure to act, which carries the implication that the owner does not claim or retain any interest in the right to the nonconforming use. A period of nonuse alone does not prove an intent to abandon a nonconforming use. Instead, the intent to abandon must be shown by the owner or occupier's overt acts, or failure to act, such as written or oral statements showing an intent to abandon the use, structural alterations to the building inconsistent with the continuance of the nonconforming use, listing of the property or structure for sale or lease in a manner inconsistent with the continuance of the nonconforming use, failure to take some step such as license renewal necessary to the continuance of the use. ~~If a pre-existing use is nonconforming and not actively used for a period of six months, it shall be deemed discontinued.~~ A discontinued pre-existing use which

is nonconforming cannot be revived and any further uses of the property must conform to the provisions of this title ~~as provided for above~~.

17.60.060 **- Change of use.**

If a pre-existing use which is nonconforming is changed, it shall be changed to a use conforming to the regulations of the *zoning* district in which it is located, and after change, it cannot be changed back again.

A nonconforming use may, by conditional use permit from the hearing examiner, be changed to an equal or more compatible use so long as no new building, enlargement or extensive alteration is involved.

17.60.070 **- Destruction.**

If a pre-existing use or structure which is nonconforming is destroyed by any cause to an extent exceeding fifty percent of the cost of replacement of the structure, using new materials, a future structure or use of the property shall conform to the provisions of this title. For single-family dwelling exception, see Section 17.60.070.

17.60.080 **- Completion of structure.**

Nothing contained in this title shall require any change in the plans, construction, alternation, or designated use of a structure for which a building permit has been legally issued and construction commenced prior to the adoption of the ordinance codified in this title and subsequent amendments thereto.

17.60.090 **- Single-family dwellings.**

A. Single-family dwellings existing in the C-1, C-2, and I-1 districts at the time of passage of the ordinance codified in this title shall be allowed to remain, and any addition or improvements thereto shall meet the standards of the LDR-6 district.

B. If said single-family dwelling existing at the time of passage of the ordinance codified in this title are destroyed by any cause to an extent exceeding fifty percent of the cost of the structure, such dwellings are permitted to be improved or reconstructed; provided the standards of the LDR-6 district are maintained.

17.60.100 **- Manufactured home on an individual lot.**

A manufactured home legally sited on an individual lot outside of a manufactured home park or subdivision, may be replaced by another manufactured home, provided the replacing manufactured home meets the standards set forth in Section 17.16.080(L) of this code.

17.60.110 - Nonconforming lots.

a) Continuation. Any nonconforming single lot, tract or parcel of land that was lawfully created and recorded with the county auditor's office may be developed for any use allowed by the zoning

district in which it is located, even though such lot does not meet the size, width, depth and other dimensional requirements of the district, so long as all other applicable site use and development standards are met or a variance from such site use or development standards has been obtained. In order to be developed, a nonconforming lot must meet minimum lot size standards established by the provisions of this code.

b) Combination. WMC 17.76.050 provides for the combination of contiguous lots when one or both are nonconforming.

c) Exception for Single-Family Dwelling Units. An applicant may build one single-family residence consisting of no more than one dwelling unit on a lot or parcel regardless of the size of the lot or parcel if all of the following apply:

i. The lot area of the nonconforming lot is not less than the minimum lot area specified in the table below for the zoning district in which the subject property is located; or

ii. Community facilities, public utilities and roads required to serve the nonconforming lot are available concurrently with the proposed development; and

iii. Existing housing stock will not be destroyed in order to create a new buildable lot.

iv. The lot or parcel has not at any time been simultaneously owned by the owner of a contiguous lot or parcel with fronts on the same access right-of way.

Lot Area Table		
Zone	*Required Lot Size(sf)*	*% of Lot Size Needed to Build on a Legal, Nonconforming Lot*
LDR-6	*6,000*	*85% (5,100 sf minimum)*
LDR-7.2	*7,200*	*80% (5,760 sf minimum)*
LDR-8.5	*8,500*	*75% (6,375 sf minimum)*

PC Workshops and Public Hearings – 2011 Work Projection

March	April	May
Workshop – Commercial Vehicle Parking (LU 210-024) Workshop – Home Occupations (LU 210-926) Workshop – Administrative Appeal Procedures (LU 210-917) 2011 PC Goals and Priorities	Public Hearing – Commercial Vehicle Parking (LU 210-024) Workshop – Home Occupations (LU 210-926) Workshop – Administrative Appeal Procedures (LU 210-917)	Public Hearing – Home Occupations (LU 210-926) Workshop – New Card Room Zoning Ordinance (LU 210-928) Workshop – Historic Preservation Ordinance (LU 211-906)
June	**July**	**August**
Public Hearing – Review Procedures and Criteria for Variances and Minor Modifications to Approved Conditional Uses (LU 210-919) Workshop – New Card Room Zoning Ordinance (LU 210-928) Workshop – Historic Preservation Ordinance (LU 211-906)	Workshop – Review Procedures and Criteria for Variances and Minor Modifications to Approved Conditional Uses (LU 210-919) Workshop – Historic Preservation Ordinance (LU 211-906) Workshop – Non-Conforming Use Standards Workshop – Clarification of the Pet and Domestic Animal Code Workshop – New Card Room Zoning Ordinance (LU 210-928)	Discuss Cowlitz County Comp Plan Update
September	**October**	**November**
Workshop – Mapping Potential Urban Reserve Areas for the Cowlitz County Comp Plan Workshop – Pre-Existing Uses and Structures	Workshop – Clarification of Pet/Domestic Animal Code Workshop – Pre-Existing Uses and Structures Workshop – Historic Preservation Ordinance (LU-211-906)	
December		

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LONG-RANGE PLANNING / CODE AMENDMENTS:

Downtown Design Standards (LU# 209-917)

a) 03/24/2011 Revised SEPA DNS issued
b) 05/23/2011 Struck from CC agenda pending further information on financial impacts
c) 08/08/2011 CC workshoped proposed design standards, special committee recommended

Planned Unit Residential Development (PURD) Standards (LU# 208-919)

a) 02/07/2011 First reading before CC
b) 02/22/2011 Approved by CC at final reading

Commercial Vehicle Parking in Residential Zoning Districts (LU# 210-924)

a) 02/09/2011 PC discussed and made changes to draft ordinance
b) 03/09/2011 PC discussed and moved to hold a Public Hearing
c) 04/13/2011 Public Hearing before the Planning Commission. Commission voted to send ordinance to CC with a recommendation of approval.
d) 05/16/2011 CC approved 1st reading of the ordinance
e) 06/06/2011 CC approved the Final reading of the ordinance

Home Occupation Review Criteria in LDR Zoning Districts (LU# 210-926)

a) 02/09/2011 PC discussed and made changes to draft ordinance
b) 03/09/2011 PC discussed and made changes to draft ordinance
c) 04/13/2011PC discussed and voted to redo SEPA and Public Notification and schedule a Public Hearing
d) 04/20/2011 NOA and DNS issued
e) 05/11/2011 PC held a Public Hearing and voted to send the draft ordinance to CC with a recommendation of approval.
f) 06/06/2011 CC approved 1st reading of the ordinance
g) 06/20/2011 CC approved Final reading of the ordinance

Industrial Setback Standards (LU# 210-919)

a) 01/19/2011 NOA and SEPA DNS issued
b) 06/08/2011 PC held a Public Hearing. Changes to the draft ordinance were made following the hearing.
c) 07/21/2011 PC held workshop on draft ordinance and voted to send the draft ordinance to CC with recommendation of approval

Variance Expirations and Site Plan Approval (LU# 210-912)

a) 02/04/2011 NOA and SEPA DNS issued

Commercial Card Room Interim Zoning Control (LU# 210-928)

a) 02/09/2011 PC held workshop to discuss a permanent/final zoning ordinance
b) 03/16/2011 Joint PC and CC session where Amy Hunter from the Washington State Gambling Commission spoke and answered questions
c) 04/11/2011 CC workshop to discuss options for zoning commercial card rooms
d) 04/13/2011 PC held a workshop to discuss a permanent/final zoning ordinance
e) 05/11/2011 PC held a workshop to discuss a permanent/final zoning ordinance
f) 06/06/2011 CC approved a 2nd Interim Zoning Control (6 months)
g) 06/08/2011 PC held a workshop where Mr. Eling's 06/06/2011 Memo to Council was discussed.
h) 07/21/2011 PC reviewed draft recommendation to the CC
i) 08/07/2011 PC recommendation sent to Council

Creation of a Historic Preservation Ordinance (LU# 211-906)

a) 05/11/2011 PC held workshop to review background information and to review the State's model ordinance
b) 06/08/2011 PC held workshop to review lessons learned by other communities with historic preservation programs
c) 07/21/2011 PC reviewed draft ordinance and background materials

Pet and Domestic Animals Zoning Code Text Change (LU# 211-912)

a) 07/21/2011 PC held workshop to review current code and discuss issues

Non-Conforming Use Zoning Code Text Change (LU# 211-913)

a) 07/21/2011 PC held workshop to review current code and discuss issues

DEVELOPMENT REVIEW

Swimming Pool Site Plan Review and SEPA (LU# 209-932)

a) 02/25/2011 3rd Notice of Incomplete Application issued
b) 09/02/2011 4th Notice of Incomplete issued

Les Schwab Tire Center Site Plan Review and SEPA (LU# 211-902)

a) 03/04/2011 Application materials received
b) 03/30/2011 Notice of Incomplete Application issued
c) 04/04/2011 City staff, consultants, and Les Schwab met to discuss concerns around the proposed stormwater pond
d) 04/06/2011 2nd Notice of Incomplete Application issued
e) 04/08/2011 Notice of Complete Application Issued
f) 04/21/2011 NOA and SEPA MDNS issued
g) 05/13/2011 Approval with Conditions issued
h) 06/02/2011 Conditions of approval met

City Sidewalk Construction Project, Shoreline Substantial Development Permit (LU# 211-903)

a) 05/04/2011 Notice of Application issued
b) 06/07/2011 Public Hearing before the City's Hearing Examiner held
c) 06/13/2011 Written approval received from Hearing Examiner
d) 06/14/2011 Hearing Examiner's decision transmitted to Department of Ecology
e) 07/11/2011 DOE acknowledgement letter received.

Wal-Mart Sign Variance (LU# 211-904)

a) 03/31/2011 Application for variance to WMC sign requirements submitted
b) 04/27/2011 Notice of Complete Application issued
c) 05/04/2011 Notice of Application issued
d) 06/07/2011 Public Hearing before the City's Hearing Examiner held
e) 07/12/2011 Hearing Examiner issued Final Order (Approval with Condition)

Chumbley Boundary Line Adjustment (LU# 211-905)

a) 04/29/2011 Application for BLA submitted
b) 05/05/2011 Notice of Complete Application issued
c) 05/06/2011 Notice of Filing issued
d) 05/27/2011 Notice of Decision issued (approval)
e) 07/12/2011 BLA recorded with the County

America's Family Diner Administrative Conditional Use Permit (LU# 211-909)

a) 06/05/2011 Application for ACUP submitted
b) 06/10/2011 Notice of Incomplete Application issued to applicant
c) 06/17/2011 Notice of Complete Application issued to applicant
d) 06/22/2011 Notice of Application issued
e) 07/13/2011 DRC reviewed Draft NOD
f) 07/13/2011 Notice of Decision issued (Approval with Conditions)

Thoeny Produce Stand Administrative Temporary Use Permit (LU# 211-911)

a) 06/13/2011 Application for ATUP submitted
b) 06/17/2011 Notice of Complete Application and Notice of Decision issued

PacifiCorp Release Pond Shoreline Substantial Development Permit, Critical Areas Permit, SEPA and Site Plan Review (LU#211-914)

a) 07/18/2011 Application received
b) 08/11/2011 Notice of Incomplete issued
c) 08/29/2011 Notice of Complete Application issued
d) 09/07/2011 1st Notice of Application issued

HCI/HCT Industrial Facility Site Plan Review, SEPA, and Critical Areas Permit (LU# 211-915)

a) 07/18/2011 Application received
b) 08/08/2011 Notice of Incomplete issued

Davidson Alley Water Line Shoreline Substantial Development Permit (LU# 211-916)

a) 07/25/2011 Application received

b) 07/27/2011 Notice of Complete Application
c) 08/10/2011 Notice of Application issued
d) 08/04/2011 Notice of Public Hearing issued
e) 09/12/2011 Public Hearing before the Hearing Examiner

New Land Use Applications Submitted 2011

1) Les Schwab Tire Center Site Plan Review and SEPA (LU# 211-902)
2) City Sidewalk Construction Project, Shoreline Substantial Development Permit (LU# 211-903)
3) Wal-Mart Sign Variance (LU# 211-904)
4) Jim Chumbley Boundary Line Adjustment (LU# 211-905)
5) Creation of a Historic Preservation Ordinance (LU# 211-906)
6) America's Family Diner Administrative Conditional Use Permit (LU# 211-909)
7) Thoeny Produce Stand Administrative Temporary Use Permit (LU# 211-911)
8) PacifiCorp Fish Release Pond Facility, Shoreline Substantial Development, Shorelines Conditional Use, Site Plan Approval, SEPA, and Critical Areas Permit (LU# 211-914)
9) HCI/HCT Industrial Facility, Site Plan Approval, SEPA, and Critical Areas Permit (LU# 211-915)
10) Davidson Alley Waterline, Shoreline Substantial Development Permit (LU# 211-916)
11) Woodland Commerce Center Shorelines Substantial Development Permit (LU# 211-917)

Land-use Decisions Issued this Year

1) PURD ordinance approved by CC on 02/22/2011 (LU# 208-919)
2) Les Schwab approved with conditions on 05/13/2011 (LU# 211-902)
3) Chumbley BLA approved 05/27/2011 (LU# 211-905)
4) Commercial vehicle parking in residential districts ordinance approved by CC on 06/06/2011 (LU# 210-924)
5) 2nd interim zoning ordinance for commercial card rooms approved by CC on 06/06/2011 (LU# 210-928)
6) City sidewalk SSDP approved by Hearing Examiner 06/13/2011 (LU# 211-903)
7) Home occupation standards related to parking and traffic generation approved by CC on 06/20/2011 (LU# 210-926)
8) Wal-Mart sign variance approved with conditions by the Hearing Examiner 07/12/2011 (LU# 211-904)
9) America's Family Diner Administrative Conditional Use Permit approved (with conditions) by DRC on 07/13/2011 (LU# 211-909)
10) 208 Buckeye Final Order issued by the Hearing Examiner on 09/07/2011 (LU# 210-927) finding that the use of the structure on the site as a multi-family dwelling, with a residence on the main floor and two one-bedroom walkup apartments, may continue as a legally established nonconforming use.

PRE-APPLICATION CONFERENCES

1) 03/23/2011 Burris Creek Berm Project, Critical Areas
2) 04/06/2011 HCI, 1951 Shurman Way, Site Plan Review, SEPA, Critical Areas
3) 04/27/2011 PacifiCorp Release Pond, Critical Areas and Shorelines
4) 06/29/2011 Bulk Transportation Facility, Site Plan Review and SEPA