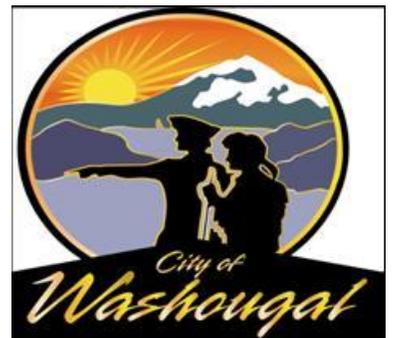


# CITY OF WASHOUGAL

2015 – 2035 Comprehensive Plan

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2016 Update



City of Washougal  
1701 C Street  
Washougal, Washington 98671

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## **Guiding Objectives, Principles and Standards**

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# 1 Guiding Objectives, Principles and Standards

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## 1.1 Introduction

The Washington Growth Management Act reflects the State's concern that inadequately managed growth threatens the high quality of life of communities throughout the state. According to the criteria established in the Act the City of Washougal has undertaken the task of establishing an Urban Growth Area (UGA) in which the growth expected over the course of the next 20 years will be encouraged only in those areas where public services can be effectively and efficiently provided. This plan outlines direction and policies to accommodate a year 2035 population of 22,347.

## 1.2 Objectives

The overriding objective which has guided the development of the Comprehensive Plan for the City of Washougal is to bring the City into compliance with the requirements of the State of Washington Growth Management Act. The achievement of this objective has been dependent upon the ability of the City to allocate land in a way that will accommodate future needs in the community, and provide for future growth in a manner that is compatible with both the current character of Washougal, and with the goals specified in the Growth Management Act.

The following goals, adopted through the Growth Management Act, have served as a constant guide in the development and adoption of the comprehensive plan for the City of Washougal.

1. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. Reduce the inappropriate conversion of undeveloped land into sprawling low-density development.
3. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with County and City comprehensive plans.
4. Encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. Encourage economic development throughout the City that is consistent with the adopted comprehensive plan, promote economic opportunity for all citizens of the City, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the City's natural resources, public services, and public facilities.
6. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. Application for both state and local government permits shall be processed in a timely and fair manner to insure predictability.
8. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

9. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
10. Protect the environment and enhance the City's high quality of life, including air and water quality, and the availability of water.
11. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
13. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

### **1.3 Principles**

The City has sought to maintain two overriding principles throughout the comprehensive planning process. The first and primary principle, coordination, refers to the City's commitment to involve citizens, communities, County government, and the private sector in the planning process. Effort was limited to a minor update of the plan as the only change to the City's urban growth boundary since the last update was it was reduced with the removal of approximately 120-acres and the population to accommodate under the plan was decreased from 23,148 to 22,347.

The second principle of consistency is a commitment by the City to achieving a plan, with subsequent goals, policies and objectives, that is consistent with both the County's and surrounding cities vision for the future. Throughout the plan development process, the City has worked with the County and Cities in the formulation of this plan.

Through coordination and consistency, the City is confident it has been successful in developing a plan that accurately reflects local conditions and presents creative solutions to local problems in a way that is conducive to the planning policy of surrounding jurisdictions.

### **1.4 Standards**

The standards adopted by the City to guide the development of the comprehensive plan reflect those developed by the state in the Growth Management Act.

1. The City will designate an urban growth area (UGA) within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.
2. The City shall include areas and densities sufficient to permit the urban growth that is projected to occur in the City for the succeeding twenty-year period.
3. The City shall encourage urban densities within the UGA and shall include greenbelt and open space areas.
4. Urban growth shall be guided first to those areas already characterized by urban growth, having existing public facility and service capacity to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources. Urban government services will not be provided in rural areas.

5. The City shall identify corridors within the UGA including lands useful for recreation, wildlife habitat, trails, and the connection of critical areas.
6. The City shall ensure that the land use element, the capital facilities plan element, and the financing plan within the capital facilities plan are coordinated and consistent, in keeping with the principle of concurrency. The City shall reassess the land use element if probable funding falls short of meeting the existing needs. In addition, the City shall identify lands suited for public purposes.
7. The City shall, in conjunction with the Clark County, devise a clear and consistent methodology for reviewing and amending the plan as appropriate prior to the required periodic review. The City then, shall review its UGA and the densities permitted within it according to the established methodology.
8. The City shall encourage development to connect to public sewer and water systems, whenever possible. Furthermore the City, in conjunction with the appropriate regulatory agencies, shall develop specific policies to address the use of septic tanks and private wells within the UGA.

## 1.5 State and Local Plans

### ***Growth Management Act (GMA)***

Washougal's Comprehensive Plan is consistent with the goals and requirements of the GMA. The GMA requires Clark County and the cities within it, including Washougal, to meet certain population and growth criteria. Then Plans must ensure that projected growth in the urban areas is accommodated with a range of densities. Capital facility plans then must demonstrate that this growth can also be accommodated and that the environmentally critical areas remain protected.

### ***Community Framework Plan***

The Community Framework Plan was adopted by Clark County and the cities within it in 1993. This plan has been updated several times with the most recent one being in 2007. It provides guidance to local jurisdictions on regional issues to help foster consistency throughout the County. Washougal's Comprehensive Plan is consistent with the concepts contained within the Community Framework Plan

### ***Washougal Municipal Code/Engineering Standards***

State law requires Comprehensive Plans to be implemented through the codes and standards adopted by a city. The Washougal Municipal Code and the city's adopted Engineering Standards include regulations that are periodically updated to ensure that developments that occur within the city are in compliance with the Comprehensive Plan.

## NATURAL RESOURCES & CRITICAL AREAS

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## 2 NATURAL RESOURCES & CRITICAL AREAS

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### 2.1 Introduction

#### 2.1.1 Land Resources

##### 2.1.1.1 Location

The Washougal UGA is located in the southeastern corner of Clark County. It includes the City of Washougal, bounded by the Columbia River on the south, the Columbia River Gorge National Scenic Area and the foothills of the Cascades on the east, and the City of Camas on the west. The northern boundary includes an area of rural housing and farms. The northwest UGA encompasses an area of approximately 420-acres, the central UGA approximately 140-acres and the northeast UGA approximately 400-acres.

##### 2.1.1.2 Topography

Beginning at the Columbia River, the presently urbanized portion of the UGA is lowland sloping gently upward toward the Washougal River. This area includes previous Columbia River floodplain, which was diked in 1966 by the US Army Corps of Engineers (Corps). To the northwest of the Washougal River, the land slopes rapidly north to above the 500-foot level, where it levels off before sloping gently downward to the north. Woodburn Hill is the highest point in the area, reaching just over 660 feet. To the northeast portion of the UGA, the land slopes upward again to the 500-foot level, but in a more gradual contour. In both northern areas, some slopes reach a grade of 40% and greater.

##### 2.1.1.3 Geology/Soils

The soils in the UGA are primarily of two types:

- Alluvial deposits are composed of sand and gravel deposited over millennia of Columbia River flooding. New alluvial deposits are found along the Washougal River floodplain
- The Troutdale Formation is composed of an upper layer of coarse sand and gravel, with a lower layer of finer sand and gravel. This soil type is found in the upland areas of the UGA.

#### 2.1.2 Water Resources

##### 2.1.2.1 Surface Water

The Washougal UGA lies primarily within the Washougal River drainage basin. The Washougal basin covers 32,837 acres and comprises the Little, Middle, and Lower Washougal subbasins. The river flows through forest and farmland until it reaches the City of Washougal, then continues its flow through Camas and into the Columbia River. The river is a popular spot for swimming, recreation and fish propagation.

A portion of the eastern City limits and northeast UGA is within the Gibbons Creek drainage basin. When the Columbia River dike was constructed, the Corps altered the terminus of Gibbons Creek and there no longer is a direct fast flow into the Columbia River. Gibbons Creek has been realigned to reduce the cost of pumping water over the dike, to enhance anadromous fish runs into the creek, and to increase flexibility in managing water in the wetlands and ponds, thus benefiting wildlife species.

### **2.1.2.2 Groundwater**

The Clark County Resource Document (1992) describes groundwater issues in the county as follows:

*Despite the abundance of surface water in the Pacific Northwest, essentially all of Clark County's water supply comes from groundwater sources. The reason for this is that groundwater is equally abundant, requires very little or no treatment, and is significantly less expensive than surface water. Until recently, managing groundwater has not been of much concern. Within the last 20 years, however, concerns have been raised about the contamination and depletion of the groundwater supply. Both public and private wells have been temporarily or permanently closed because of contamination either by toxic materials or fecal coliform bacteria, while at the same time critical recharge areas have been lost because of increasing urbanization.*

*Groundwater occurs and moves within porous layers of rock and soil known as aquifers. Aquifers are recharged from water seeping through permeable strata above and contained within non-permeable strata below. The direction of movement and rate of discharge of groundwater is dependent upon the permeability of the soil, the underlying geology and the slope. Generally, the groundwater in Clark County drains to the southwest. The Columbia River is the ultimate drain for both the surface and groundwater in Clark County.*

There are two major aquifers in Clark County. The Plains and Terrace Areas lie within the Upper Member of the Troutdale Formation in the Plains area. The second is the Columbia River Lowlands, where the Washougal UGA is located. In the Columbia River Lowlands, groundwater is located in the floodplain's alluvial deposits. The groundwater is replenished through precipitation and by seepage from upland areas. There also may be some infiltration from the Columbia and Washougal Rivers.

### **2.1.3 Water Availability and Quality**

The Washougal UGA is blessed with an abundance of high quality ground and surface water. There are indications of septic and farm pesticide contamination in the Washougal River, as well as in some groundwater wells in the area. The city's water is supplied by two sites close to the Washougal River:

- One is located on the south side of the Washougal River within Hathaway Park. The water from this site presently requires treatment to meet potable water standards.
- The second is located to the far west of the city, near the Camas/Washougal border. The water from this site does not require treatment.

Overdevelopment of surface areas is the greatest threat to the area's water supply. Such overdevelopment may cause water runoff into rivers and streams, rather than allowing water to seep slowly into the ground, ultimately reaching the large aquifers, which serve as wells for public and private uses. Adopted stormwater management regulations address these issues appropriately.

### **2.1.4 Air Resources**

#### **2.1.4.1 Air Quality**

Washougal is located within an airshed extending from Eugene, Oregon, to the south to Chehalis, Washington, to the north, and from the Coast Range to the west to the Cascade Range to the east. Most of the time Washougal lies within an interstate airshed, although when strong east winds prevail, the Columbia River divides the airshed into two sections, one in Oregon and one in Washington. Air quality is monitored and standards enforced by two agencies. The Portland Air Quality Maintenance Area operates in Oregon; the Southwest Air Pollution Control Authority (SWAPCA) operates in Washington. Pursuant to the federal and state Clean Air Acts, SWAPCA monitors and—in cooperation with the Department of Ecology—develops strategies for bringing the area into compliance with federal and state guidelines for air quality.

SWAPCA has identified two classes of air pollutants of primary concern in Clark County.

#### **2.1.4.1.1 Suspended particulates**

These are small airborne particles of liquid or solid matter. Those under 10 microns in diameter are particularly dangerous because, when inhaled by humans, they can cause lung damage. The most common causes of particulate pollution are grading and construction; emissions from autos, fireplaces, wood stoves, industry, and backyard burning; road dust; and forest fires.

#### **2.1.4.1.2 Chemical pollutants**

The most hazardous chemical pollutants in air pollution include the following:

- Carbon monoxide is the major pollutant from automobile use; however, residential and industrial wood burning also contributes to the problem.
- Ozone is the result of a complex chemical reaction occurring when auto and industrial airborne waste comes into contact with other organic compounds and sunlight.
- Nitrogen and sulfur oxides are produced by industrial and automobile burning of fossil fuels.

The southern part of Clark County's airshed, including Washougal, does not meet air quality standards for ozone and carbon monoxide. SWAPCA has undertaken a program to reduce pollution, including bans on outdoor burning, controls on fuel pumps, upgraded gasoline quality, tailpipe emission testing, and improved wood stove certification.

#### **2.1.4.2 Noise**

Clark County has identified the following sources of noise which could be present in Washougal:

- automobile and truck traffic
- railroad operations
- industrial and commercial operations
- residential uses such as heat pumps, air conditioners, loud social gatherings, animals, and stereos.
- construction equipment and operations
- rock quarry operations
- airplanes

The Noise Control Act of 1974 established maximum noise levels permissible in identified environments and standards relating to the reception of noise within such environments. The environments identified are:

- Class A—lands where human beings reside and sleep
- Class B—lands involving uses requiring protection against noise interference of speech, such as hotels, motels, restaurants, retail establishments, offices, and recreation areas
- Class C—lands involving economic activities such that higher noise levels can be anticipated

Noise control has been the responsibility of local governments for many years. It is a basic component of the separation of land uses in traditional zoning. The Washougal land use plan reflects this traditional approach.

- Single-family residential uses flow north from the downtown core with increasingly lower densities.
- The high-intensity east-west transportation corridor, including highway and rail, bisects the city, effectively separating industrial uses from other, less noise intensive, uses.
- The aggregation of industrial uses in the Industrial Park is a highly effective way to attract compatible industrial and commercial uses to an area where they will be safe from the negative prospect of complaints from neighboring incompatible uses.

#### **2.1.5 Climate**

Washougal's climate is influenced by several major geographic factors. Shielded by the Coast Range to the west and the Cascade Range to the east, all of Clark County enjoys the moderate temperatures of the Oregon and Washington valleys that lie between these two mountain ranges. Weather systems generally originate from the west, with occasional easterly flows bringing extremes of heat in the summer and cold in the winter. Adjacent to the

Columbia River, Washougal is particularly subject to fog and to the occasional cold winter temperatures brought by east winds moving in from the Columbia River Gorge.

Annual mean temperatures vary little throughout Clark County, ranging from 50.6° Fahrenheit in the northeast, where elevations are highest and land is forested, to 51.9° in Vancouver where the influence of urban development generally creates higher temperatures. Annual mean temperature in Washougal is 51.1°.

Average annual rainfall varies considerably throughout Clark County, ranging from 41.07 inches in Vancouver, to 113.9 inches in the northeast. According to city records, average annual rainfall for the Washougal area is 49.78 inches. A high proportion of Washougal's rainfall occurs between October and April, characteristic of the rest of Clark County, with its mild, wet winters and warm, dry summers.

## **2.2 Natural Resources**

### **2.2.1 Introduction**

#### **2.2.1.1 Purpose of the Natural Resource Lands Section**

The purpose of the natural resource lands section is to determine if there are any natural resources within the proposed UGA of long-term commercial significance so that development regulations may be adopted to assure their conservation.<sup>1</sup>

#### **2.2.1.2 Content of the Natural Resource Lands Section**

Natural resource lands are defined by the Growth Management Act as Agricultural Land, Forest Land and Mineral Resource Lands. This section includes a determination of the significance of each resource, and goals, objectives, and policies for the resources considered significant.

### **2.2.2 Natural Resource Lands**

#### **2.2.2.1 Agricultural Lands**

Several areas of agricultural soils are within the UGA, primarily to the east and north of the existing city boundary. These areas are significantly urbanized with only a few small parcels being used for minor agricultural purposes. Therefore, the Washougal UGA contains no agricultural lands of long-term significance.

#### **2.2.2.2 Forest Lands**

The UGA does contain a significant area of forest soils. Just one relatively small area of existing forested lands lies to the north of the Washougal River on the steep slopes of Woodburn Hill. Due to this area's high degree of urbanization, and the incompatibility of forest lands with urban uses, these lands have no long-term commercial significance as a forest resource. However, the city recognizes the importance of existing and native vegetation, and has adopted policies to encourage its preservation.

#### **2.2.2.3 Mineral Lands**

The Washougal UGA is underlain with high-quality sand, gravel, and rock. The UGA does not contain any active mineral extraction enterprises.

## **2.3 Critical Areas**

### **2.3.1 Introduction**

#### **2.3.1.1 Purpose of the Critical Areas Section**

The purpose of this section is to identify and designate critical areas within the UGA. The Critical Area designations will be used to adopt regulations that govern changes in land uses and new activities by prohibiting clearly

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<sup>1</sup> The guidelines for determining the long-term significance of these lands were developed through the classification criteria requirements of Chapter 365-190 Washington Administrative Code (WAC), Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands and Critical Areas.

inappropriate actions and restricting, allowing, or conditioning other activities as appropriate.<sup>2</sup> The protection of critical areas is important to the community in order to:

- Maintain or enhance the quality of life in the community through the preservation of these key environmental conditions.
- Provide for public health and safety through the appropriate management of development within potentially hazardous areas.

### **2.3.1.2 Content of the Critical Areas Section**

As defined in the Growth Management Act, Critical Areas include wetlands, critical aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas and geologically hazardous areas. This section includes a narrative on the significance of each critical area, and goals, policies and objectives for each area.

## **2.3.2 Classification of Critical Areas**

### **2.3.2.1 Wetlands**

The wetlands within Washougal's UGA occur within the floodway of the Washougal River and in the low-lying southeast area of the UGA adjacent to the Columbia River.

The wetland area within the Washougal River basin is not significant due to the steep embankments along this section of the river. The greatest wetland area along the Washougal River occurs within a low, relatively level area at a point where the river bends from its southerly direction to a southwesterly one.

The most extensive wetland area occurs in the southeastern portion of the city in the "industrial" area. Until its 1966 diking by the Corps at the request of the Port of Camas/Washougal, the area was the Steigerwald Slough. The main feeder stream for the sizable lake that resulted from the diking was channelized and a pumping station was built to lift water over the dike and into the Columbia. The wetlands in this area are predominantly distributed between lands within the Steigerwald Wildlife Refuge and the low-lying areas along the Columbia River.

### **2.3.2.2 Critical Aquifer Recharge Areas**

Critical aquifer recharge areas are designated for all lands within 1,000 feet of the water supply wells operated by the city. The city owns two parcels with several operating wells.

- One site is on the south side of the Washougal River within the Hathaway Park area. A significant portion of land within the 1,000-foot area to the north and west is undeveloped or open space; however, the land to the south is zoned for single-family residential.
- The second site is in the city's far west near the Camas/Washougal border; there is extensive urban development within this well's buffer area, with the railroad and SR-14 to the south and residential development to the east. The area to the northwest is undeveloped park land.

### **2.3.2.3 Fish and Wildlife Habitat Conservation Areas**

The Washougal River is a significant fish habitat conservation resource because numerous species of anadromous fish spawn in the river. The extensive wetlands of the Steigerwald Wildlife Refuge attract numerous bird species, making this an area of significance for wildlife habitat conservation. Bird species of significance in this area include the Northern Harrier, Red-Tailed Hawk, Great Horned Owl, Blue Heron, Osprey, Eagle, and the Barn Owl. Gibbons Creek supplies additional habitat for anadromous fish runs. Completion of the creek's realignment has increased the value of this area for conservation.

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<sup>2</sup> The designation of these areas was developed through the classification criteria requirements of Chapter 365-190 WAC, "Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands, and Critical Areas"

#### **2.3.2.4 Frequently Flooded Areas**

Frequently flooded areas are lands in the floodplain within a community subject to a 1% or greater chance of flooding in any given year and are also known as the 100-year floodplain. The guidelines state that classifications of frequently flooded areas will be consistent with the floodplain designations of the Federal Emergency Management Agency (FEMA) and the National Flood Insurance Program.

Washougal's floodplain areas are 1) within the Washougal River basin, 2) the low-lying areas to the southeast within the Steigerwald Wildlife Refuge, and 3) adjacent to the Columbia River. The areas along the Washougal River are not as significant because of the river's steep banks. However, the frequently flooded areas on the banks of the Columbia River and in the wildlife refuge can be extensive and significant.

#### **2.3.2.5 Geologically Hazardous Areas**

Geologically hazardous areas comprise slopes greater than 25% and unstable slopes as classified by the US Soil Conservation Service. These areas are located predominantly to Washougal's north. The most hazardous areas occur at the extremely steep banks of the Washougal River. The least hazardous area occurs in the northeasterly portion of the UGA and consists mainly of unstable slopes.

### **2.3.3 Goals, Policies and Objectives**

GOAL 1: Protect and improve the quality of life through the protection of air quality, groundwater quality and quantity, and surface water quality.

- Policy 1-A: Ensure all standards and regulations applicable to waters within the City of Washougal are enforced and coordinated.
- Policy 1-B: Provide quality water for public water supplies, propagation of wildlife, fish and aquatic life and for domestic, industrial, municipal and other beneficial uses.
  - a. Enforce the adopted regulatory policies regarding the protection of aquifer recharge areas.
  - b. Enforce the adopted wetland and critical aquifer recharge area regulations to protect surface and groundwater quality.
  - c. Enforce the adopted stormwater management standards to ensure quality of run-off to surface and ground water.
- Policy 1-C: Ensure an adequate quantity of water for beneficial uses within the city.
- Policy 1-D: Provide management practices to minimize erosion and hazards in order to improve water quality for instream and out-of-stream uses.
- Policy 1-E: Evaluate and analyze land uses which conflict with the water resources of the city.
- Policy 1-F: Utilize the water resources within the city in an efficient manner.
- Policy 1-G: Guard against the degradation of air quality.
- Policy 1-H: Locate new business and industries so that the impact on air quality is minimized.

GOAL 2: Guide new development so as to protect, enhance, and respect sensitive and natural constraints.

- Policy 2-A: Protect land quality from erosion and other soil related natural hazards.
- Policy 2-B: Reduce the economic and social costs created by flood-caused damage.
- Policy 2-C: Protect life and property from mass movement hazards.

GOAL 3: Initiate cost-effective programs to protect and improve environmental quality.

- Policy 3-A: Maximize the funding of publicly owned critical area lands by leveraging impact fee monies with possible grant funds and city funds.

GOAL 4: Enforce the development standards for critical aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas (100 year floodplains), geologically hazardous areas (steep slopes, unstable slopes) and wetlands.

- Policy 4-A: Development standards for floodplains shall be consistent with the Federal Emergency Management Agency (FEMA) and National Flood Insurance Program requirements.
- Policy 4-B: Development on steep and unstable slopes shall be restricted to insure public safety and prevent loss of private property.
- Policy 4-C: Development within high value wetlands will be managed in accordance with the wetlands protection ordinance.

GOAL 5: Provide for the optimum number of game and nongame fish and animals by protecting through management those resource and open space land and water areas that serve as habitat for a variety of wildlife species.

- Policy 5-A: Prevent the further destruction to waterfowl habitat, by retaining wetlands and buffer zones adjacent to wetland areas.
- Policy 5-B: Protect habitat so that it will provide optimum numbers of non-game wildlife for recreational and aesthetic opportunities, and still keep land use conflicts at a minimum.
- Policy 5-C: Identify and protect special habitat areas.

GOAL 6: Assist in the enhancement of the US Fish and Wildlife Service's Steigerwald Lake National Wildlife Refuge.

GOAL 7: Provide a variety of critical area lands for the community to enjoy for passive or active recreational uses.

- Policy 7-A: Encourage the acquisition and development of publicly-accessible critical area lands, on a willing seller, willing buyer basis.

## GROWTH MANAGEMENT

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## 3 GROWTH MANAGEMENT

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### 3.1 Introduction

#### 3.1.1 Purpose of the Growth Management Element

The primary purpose of the Annexation and Growth Management Element is to discuss the various tools that provide the most efficient, most orderly, and most suitable public services to urbanized and urbanizing areas. The Annexation and Growth Management Element will address such issues as annexation, interagency cooperation, land use planning and development, and urban service provision.

#### 3.1.2 What Does the Growth Management Act Require?

The Washington State Growth Management Act does not require an annexation or growth management element. The following planning goals of the GMA (RCW 36.70A.020) do, however, touch upon annexation and growth management.

- *Planning Goal 1: Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*
- *Planning Goal 2: Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.*
- *Planning Goal 11: Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.*
- *Planning Goal 12: Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing the current service levels below locally adopted minimum standards.*

In addition to these planning goals, the City of Washougal will adhere to and build upon provisions in the Countywide Planning Policies.

#### 3.1.3 Content of the Annexation and Growth Management Element

The Annexation and Growth Management Element of the Comprehensive Plan will supply public officials and citizens with an essential guide to the annexation of primarily urbanized areas and the efficient land management of primarily urbanizing areas. This element will support the decisions of the City in its efforts to providing the urban services in accordance with the goals of the GMA.

The following list describes the sections contained in this element:

- **Section 3.2** briefly introduces Washougal's history with respect to annexation, service provision, and growth management.
- **Section 3.3** provides a detailed discussion of the applicable Countywide Planning Policies in relation to annexation and land management.
- **Section 3.4** provides a discussion of interagency cooperation and coordination in relation to land management included in the Countywide Planning Policies.
- **Section 3.5** defines the City's growth management strategy, the goals and policies to accommodate development in an efficient manner.
- **Section 3.6** defines the City's annexation strategy, the goals and policies designed to annex urbanized fringe areas in order to appropriately provide the most efficient, effective government and services.

## **3.2 History**

The City of Washougal has historically been a town with a small incorporated area. Until the mid-1980s, the City was slightly smaller than two square miles in area, yet its urban service area was substantially larger. Since 1970—and particularly since 1988—there was considerable residential development outside the City limits but within Washougal’s service area. However, much of these areas have since been annexed into the City. The City has extended sewer and water service in order for the residential developments to occur at urban densities. It has been and continues to be a practice of the City to require that utility service covenants be signed before occupancy of any development. This practice enables the City to annex areas that rightfully deserve appropriate urban levels of service.

## **3.3 Countywide Planning Policies**

The 1991 amendments to the Growth Management Act require that the County adopt regional planning policies to act as a guide in the development of individual comprehensive plans. Known as the Countywide Planning Policies these policies establish a framework by which land will be managed and comprehensive plans will be drafted and adopted in a cooperative and coordinated manner. These policies were reviewed and revised in 2001 and again as part of this update and some are addressed as follows:

### **3.3.1 Annexation**

Community comprehensive plans shall contain an annexation element. In collaboration with adjacent cities, towns, and Clark County, each city and town shall designate areas to be annexed. Each city and town shall adopt criteria for annexation and a plan for providing urban services and facilities within the annexation area. Policies for the transition of services shall be included in each annexation element. All cities and towns shall phase annexations to coincide with their ability to provide a full range of urban services to areas to be annexed.

No city or town may annex territory beyond its urban growth area.

Developing areas within urban growth and identified annexation areas should annex or commit to annex to adjacent cities in order to receive a full range of city-provided urban services. Unincorporated areas that are already urbanized are encouraged to annex to the appropriate city or town in order to receive urban services. Incorporation of new cities and towns is a legal option allowed under Washington law. Incorporation may be appropriate if an adequate financial base is identified or annexation is impractical.

Within urban growth areas, cities and towns should be the providers of urban services. Cities and towns should not extend utilities without annexation or commitments for annexation. Exceptions may be made in cases where human health is threatened. In areas where utilities presently extend beyond city or town limits, but are within Urban Growth Areas, the city or town and the county should jointly plan for development, with the county adopting development regulations which are consistent with the city or town standards.

The county shall encourage and support annexations to cities and towns within urban growth areas if consistent with the policies contained in the annexation element.

An inter-jurisdictional analysis and process which assesses the fiscal and other impacts related to annexations on the county, the city or town, and special purpose districts shall be developed consistent with the policies contained in the annexation element.

### **3.3.2 Urban Growth Area and Provision of Urban Services**

The county, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within the county shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.

Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county for the succeeding 20 year period.

Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas by the city and/or Clark County as appropriate. These services may also be provided in rural areas, but only at levels appropriate to serve rural development.

Urban governmental services include those services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection, public transit services, and other public utilities not normally associated with non-urban areas.

An urban growth area may include more than a single city.

Urban growth is defined as growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, fiber, or the extraction of mineral resources.

The county and each municipality shall identify open space corridors within and between urban growth areas. Open space corridors shall include lands useful for recreation, wildlife habitat, trails, and connection of critical areas.

The county, state, municipalities and special districts should work together to develop realistic levels of service for urban governmental services.

Plans for providing public facilities and services should be coordinated with plans for designation of urban growth areas, rural areas, and for the transition of rural lands to urban uses.

Public facilities and services should be planned so that service provision maximizes efficiency and cost effectiveness.

### **3.3.3 Population Allocation**

The Growth Management Act requires that Clark County plan for a 20-year population level that falls into the range provided by the State Office of Financial Management (OFM).

The County conducted a vacant buildable land analysis to determine the vacant and underutilized land available for development throughout the county. Next, a negotiated process occurred with the cities to arrive at an equitable distribution of growth based upon each city's capacity to serve future growth. This process resulted in the City of Washougal planning to accommodate an additional 6,415 residents over the 20-year planning horizon for a 2035 population of 22,347.

### **3.3.4 Residential Housing Density**

The planning assumption is that new construction should average six housing units per acre across the city. Further, 75% of new housing stock is to be single-family residential and 25% multi-family residential.

### **3.3.5 Urban Growth Boundary Expansion**

Urban growth boundaries are moved only if development has occurred on 75% of buildable residential or commercial land or 50% of prime industrial land within the defined urban growth area. The County's Growth Management Plan provides additional guidance on how to address urban growth area expansions, including assumptions about persons per household and the market factor (25% for residential, 25% for commercial, and 50% for industrial).

Washougal can fulfill the 20-year forecasted population and employment needs within the existing urban growth boundary; therefore, Washougal is not seeking an urban growth boundary expansion as part of this periodic Comprehensive Plan update process.

### **3.4 Interagency Cooperation & Coordination**

The Growth Management Act and implementation thereof require a tremendous amount of intergovernmental cooperation and coordination. In an effort to best facilitate the planning process, the City of Washougal and Clark County have partnership planning agreements. These agreements are further explained in the following Countywide Planning Policies:

#### **3.4.1 Interagency Cooperation**

The County and each municipality will work together to:

- Establish partnership planning subcommittees to develop an ongoing coordination program within the urban growth area.
- Provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other.
- Coordinate activities as they relate to the urban growth area.
- Coordinate activities with all special districts.
- Seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision.
- Conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans in the Partnership Planning Process.

#### **3.4.2 Land Use Planning and Development**

The County and each municipality will cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.

Comprehensive Plans must be coordinated. The comprehensive plan of each county or city will be coordinated with, and consistent with, the comprehensive plans adopted by other counties or cities with which the county or city has, in part, common borders or related regional issues. The city and county will partner in the production of plans which provide the opportunity for public and mutual participation, review, and comment.

With respect to annexations beyond Urban Growth Areas, no city or town located in a county in which Urban Growth Areas have been designated may annex territory beyond an urban growth area.

Urban development will be limited to areas designated by the urban growth boundary.

The county and each municipality will cooperate to ensure the preservation and protection of natural resources, critical areas, open space, and recreational lands within and near the urban area through adequate and compatible policies and regulations.

#### **3.4.3 Urban Service Provision**

The county, municipalities, and special districts to the greatest extent possible will agree upon present and future service provisions within the urban area.

The county, municipalities and special districts will agree on a full range of services to meet the needs of the urban area, including sewer, water, storm drainage, transportation, police, fire, parks, etc.

The county Public Health department, municipalities, and special districts will work cooperatively to develop fair and consistent policies and incentives to eliminate private water and sewer/septic systems in the urban areas, and to encourage connection to public water and sewer systems.

### **3.5 Washougal's Growth Management Strategy**

The City of Washougal believes that the Growth Management Act is intended to change the way land use and development is addressed. As discussed in the Act and the Countywide Planning Policies, urban levels of development should be encouraged in the urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Goal 1: To facilitate the land use and development processes in order to ensure consistent municipal standards.

Policy 1-A: The City shall work cooperatively with Clark County to develop a Comprehensive Plan identifying compatible land use designations including residential, commercial, and industrial.

Policy 1-B: The City shall work cooperatively with Clark County and special districts to establish consistent development regulations, including subdivision regulations, within the UGA.

Policy 1-C: The City will require that its sewer and water services be extended, wherever possible, as land develops in order to maintain municipal standards within the UGA.

### **3.6 Washougal's Annexation Strategy**

As with the previous strategy, the City believes that the Growth Management Act encourages annexation of urbanized areas in order to receive appropriate urban levels of service. Sprawling, low-density development on unserved land should be eliminated. Urban development should logically occur within urban areas for several reasons, including housing affordability and service efficiency.

Goal 1: Annexation of the Washougal UGA is needed to adequately serve the area and to plan properly for its continued development, and that city boundary adjustments shall occur in a logical and orderly process to accomplish this goal.

Policy 1-A: The City of Washougal will periodically update its annexation plan, which identifies the order, timing, and strategies for successful annexation of the urban area.

Goal 2: Each resident and property owner will have access to all information needed to evaluate and make responsible decisions relative to the delivery of urban services and boundary changes.

Policy 2-A: The City of Washougal and City staff will provide all relevant service delivery and annexation information to people requesting such information, in order to facilitate responsible decision making.

Policy 2-B: The Washougal City Council and City staff pledge to continue to work in the spirit of cooperation with citizens, property owners, business representatives, existing service providers and other groups to develop and implement plans for service delivery as boundary changes occur.

Policy 2-C: The Washougal City Council will work with residents and businesses of an annexation area to determine the most appropriate method of annexation as provided by state law.

Goal 3: The City of Washougal encourages partnership with Clark County in the process of developing a Comprehensive Land Use Plan for the Washougal UGA in response to the Growth Management Act. When adopted by the City Council and the Board of County Councilors, the plan will be used to provide the framework for future growth and development. The Plan will also serve as a guide to future boundary changes.



## 4 LAND USE

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### 4.1 Introduction

#### 4.1.1 Purpose of the Land Use Element

The primary purpose of the Land Use element is to define each land use by category as delineated on the plan map and to specify the number of acres dedicated to each use. The Land Use element ties the city's land use policy to a graphic format to simplify application of the comprehensive plan.

#### 4.1.2 What Does the Growth Management Act Require?

The Washington State Growth Management Act requires the City of Washougal to include a Land Use element in its comprehensive plan. Specifically, the Land Use element must include the following:

- The proposed distribution and general location and extent of the uses of land, where appropriate, for housing, commerce, industry, recreation, open spaces, public utilities, public facilities, and other land uses.
- Population densities, building intensities, and estimates of future population growth.
- Provide for protection of the quality and quantity of ground water used for public water supplies.

Where applicable the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the state.

Because the land use element is intended to provide a general overview of the distribution of land uses in the urban area, some of the above requirements will receive more detailed attention in other more appropriate sections.

#### 4.1.3 Content of the Land Use Element

The Land Use element of the Comprehensive Plan is designed to provide public officials and citizens with a general and convenient guide to the planned use of land, the distribution of the population over the landscape, and the analysis that led to those decisions.

The following list describes the parts contained in this element:

- **Section 3.1** provides a brief overview of the methodology used to determine future population allocations and how those allocations are tied to the use of land.
- **Section 3.2** analyzes population demographics on both the local and regional level examining such important characteristics as age, race and income.
- **Section 3.3** contains an examination of important assumptions made in determining land use, a discussion of land development constraints, and identifies the concepts that define the community's vision for the future.
- **Section 3.4** defines the land use designations identified on the comprehensive plan map.
- **Section 3.6** specifies the allocation of land by use and determines the number of acres of non-vacant and vacant buildable land.
- **Section 3.7** defines the city's Land Use Strategy, the goals and policies that the city proposes to efficiently accommodate future growth.

#### 4.1.4 Background

The Growth Management Act strives to make efficient use of developed land, providing public services at the least cost to all residents, while preserving sensitive natural areas to support a viable ecosystem.

## 4.2 Population Analysis

### 4.2.1 Regional Growth Context

The Portland-Vancouver metropolitan area experienced rapid population growth and economic expansion during the late 1980s which outpaced projections. Growth has continued even in the face of the recession of the early 1990s. Regional forecasts prepared by the Metropolitan Service District (Metro) in 1987 proved to be conservative for Clark County and Washougal. By 1990, Washougal's population had exceeded Metro's forecast for 1995. This pace of growth continued over the next 10-years until the Great Recession when growth all but stopped. At the time of this update, growth has started to pick back up and while encouraging Washougal is cautious and at least at this point it is not anticipating growth to regain the pace set prior to the Great Recession.

### 4.2.2 Demographic Analysis of Washougal

Changes in population of Clark County and its cities since 1970 are illustrated in Table 1 and the results of the Great Recession are reflected. For Washougal, the percentage change has increased slightly since 2005 but the average annual percentage change has dropped significantly. This is consistent with the other municipalities with the exception of Camas who had a 1% increase in average annual percent change.

**Table 1. Clark County Population by Cities (Decennial and Annual Changes—1970-2013)**

	1970 - 2005		2005 - 2007		2007 - 2013	
	% Change	Avg. Annual % Change	% Change	Avg. Annual % Change	% Change	Avg. Annual % Change
<i>County</i>	204.9	3.3	6.7	3.3	5.9	0.8
<i>Unincorporated Areas</i>	153.7	2.8	6.4	3.2	4.5	0.6
<i>Incorporated Areas</i>	273.2	3.9	5.6	2.8	8.8	1.2
<i>Battle Ground</i>	940.3	7.1	8.6	4.2	15.0	2.0
<i>Camas</i>	167.0	2.9	5.3	2.6	28.3	3.6
<i>La Center</i>	598.3	5.9	16.5	7.9	25.0	3.2
<i>Ridgefield</i>	162.0	2.9	39.9	18.3	64.0	7.3
<i>Vancouver</i>	269.8	3.9	3.9	1.9	4.1	0.6
<b>Washougal</b>	<b>235.0</b>	<b>3.6</b>	<b>14.4</b>	<b>6.9</b>	<b>14.9</b>	<b>2.0</b>
<i>Yacolt</i>	137.7	2.6	18.1	8.7	18.2	2.4

Source: Clark County Supplemental Environmental Impact Statement – April 2016

#### 4.2.2.1 Population by Race

The population of Washougal can be characterized as white, middle-class, working families, well distributed in age, and remarkably homogeneous in most demographic factors. Table 2 compares the city of Washougal to Clark County's racial composition. At 90.3%, the city's white population is in the overwhelming majority, followed by Hispanic and Asian people.

**Table 2. Racial Composition of Population (Washougal & Clark County, 2010)**

Race	Washougal		Clark County	
	Persons	%	Persons	%
White	12,729	90.3	347,793	81.8
Black	91	0.6	8,025	1.9
Native American	140	1.0	2,970	0.7
Asia	336	2.4	17,276	4.1
Pacific Islanders	22	0.2	2,589	0.6
Hispanic	753	5.3	32,166	7.6
Other	24	0.3	14,544	3.5
Total	14,095	100.1	425,363	100.2

Source: US Census Bureau

#### 4.2.2.2 Population by Age

Age distribution of Washougal's population is detailed in Table 3. It is almost identical to the County's age distribution with only a slight increase in percentage of population over 40. Both municipalities are characterized by young families with children and by growing populations of older persons.

**Table 3. Age Distribution 2010 (Washougal & Clark County)**

Age	Washougal	%	Clark County	%
0-19	4,155	29.4%	123,429	31%
20-39	3,748	26.6%	108,959	32%
40-59	4,034	28.6%	120,008	23%
60+	2,158	15.4%	72,967	14%
Total	14,095	100%	425,363	100%

Source: US Census Bureau

#### 4.2.2.3 Population by Income

Table 4 compares income levels in Washougal and Clark County. Family and household median incomes are slightly higher in the Washougal, as is per capita income. More extensive income and housing data is contained in Chapter 6: Housing.

**Table 4. Income Levels (2014)**

	Washougal	Clark County
Median Family Income	\$71,531	\$69,744
Median Household Income	\$60,353	\$59,551
Per Capita Income	\$28,747	\$28,206

Source: US Census Bureau

#### 4.2.2.4 Population and Density Forecasts

The population of the City of Washougal including the UGA in 2035 is projected to be 22,374 persons. This translates into an annual growth rate of approximately 1.78% from an existing population of 15,170 persons. Combined with dedication to the principles of growth management, Washougal's excellent resources for creating additional high wage employment make this growth rate possible. At the projected 2035 population, within the city and the presently delineated UGA, the overall density of Washougal would average 6 dwelling units per acre.

## 4.3 Land Use Concepts

### 4.3.1 Land Use Assumptions

In order to determine the land that would be necessary to accommodate projected growth, the following assumptions were adopted by Clark County under Resolution 2016-03-01 for the year 2035:

- The 20-Year population projection county wide will be 577,431
- The planned population growth, or new growth, will be 128,586
- The Urban/Rural population growth split is 90/10
- Annual population growth rate is assumed to be 1.26% per year.
- The ratio of single-family to multifamily housing is to be 75:25.
- Persons per household is assumed to be 2.66.
- There will be 101,153 new jobs county wide.
- The jobs to household ratio will be 1:1
- The residential infrastructure deduction is 27.7%.
- The commercial/industrial infrastructure deduction is 25%
- The definition of “vacant” under the VBLM is \$13,000 residential and \$67,500 for commercial/industrial
- A market factor of approximately 15% would be applied to all land use categories. Market factor refers to the surplus of land necessary to allow for choice in the market place.

### 4.3.2 Land Development Constraints

Washougal faces unique constraints in contemplating alternative patterns of future growth. The city is constrained from growing in three directions. West of the city, the City of Camas forms a boundary that cannot be crossed. To the south is the Columbia River. And to the east, the Columbia River Gorge National Scenic Area (CRGNSA) has been created with vigorous land use restrictions. Therefore, alternative land use concepts in Washougal must focus on options for growth to the north.

### 4.3.3 Community Concepts

The Community Vision for Washougal in Year 2035 is to be a compact, self-contained community with a diversity of housing types and sizes; an economic base including retail, commercial, and industrial enterprises; and community facilities to support and enhance such development.

The concepts summarized in the following vision statement receive more detailed attention in other sections of this plan.

- **Natural features** of the landscape will contribute a great deal to the character of the community. The Columbia River to the south will continue to form a firm barrier. The city’s location at the western edge of the Columbia Gorge contributes to the scenic beauty of the city and could characterize it as a Gorge community. The flat, riverbed land is premium for industrial development, while the slopes to the north are attractive for housing with a view of the river and the Gorge. No major natural resource barriers to development exist in the city.
- **Downtown Core** will be a dense, unified area with a common design theme and streetscape elements. It will provide a mix of uses including retail, commercial, residential and municipal services, and perhaps, tourist facilities as well. Downtown will be accessible to pedestrians, bicyclists, and public transit.
- **Housing** will take many forms. Multifamily housing in medium-scale development will be close to downtown. Single-family housing will be preserved and enhanced in present neighborhoods, with additional housing built in developments or on single lots. Accessory Dwelling Units are permitted within all residential zones and offer additional housing types.
- **Industrial development** will be concentrated in the Camas-Washougal Industrial Park and at existing large sites such as the Pendleton Woolen Mill, where infrastructure is in place to support further development.

Development of the Camas-Washougal Industrial Park, including the Steigerwald Commerce Center have been, and will continue to be, encouraged in partnership with the Port of Camas-Washougal.

- **Commercial development** will be focused in downtown area; strip-type commercial activity will be discouraged outside of designated areas, where necessary.
- **Transportation systems** will utilize present east/west corridors and expand north/south connections between residential areas and downtown. The system will be multi-modal with provision for pedestrians, bicyclists, and public transit, as well as automobiles. Traffic—auto, truck, and rail—serving industrial areas will be preserved and enhanced where possible.
- **Parks & open space** will be developed as a network that physically and functionally link the city’s valuable natural resource and recreation lands. A system of complementary parks and open spaces will be well-related to the interests of the residential areas they serve. Resource lands and critical areas should be incorporated into this network wherever possible.
- **Groundwater protection and stormwater management** are interrelated and directly affected by the use of land. The greatest threat to the city’s present abundance of high quality groundwater is overdevelopment of surface areas which can cause water run-off into rivers and streams without replenishing aquifers through the normal absorption of rainfall. The City has targeted the protection of those areas where the most replenishment to underground aquifers occurs and is managing stormwater to mitigate runoff problems.

## 4.4 Land Use Designations

A number of land use designations guide the City in the distribution, location, and extent of the use of land within its UGA. It is through these designations, and their incorporation in the land use map, that the City will be able to implement the goals and objectives of the Comprehensive Plan. Great care has been taken in the development of these designations to insure that they accurately represent the characteristics of the community vision. In addition, extensive debate has occurred in an effort to locate various land uses in a way that will minimize conflicts and insure the highest and best use of the land as defined by the community.

### 4.4.1 Single-family Residential Districts

- **R1-10/R1-15—10,000 & 15,000 square foot lots:** These districts serve to provide for a low-density residential environment. The large lots accommodate the need for higher cost residential development and will help the city capture a greater proportion of the higher income employees that presently commute to work in Washougal. In addition, the low density serves to protect steep slopes, unstable land, and wetlands from over-development. The City recognizes the potential need for convenience commercial uses as some of the larger single-family areas develop and will consider this need when the timing is appropriate.
- **R1-5/R1-7.5— 5,000 & 7,500 square foot lots:** These districts provide single-family residential areas of low to moderate densities providing a smooth transition between the low-density and multifamily residential areas and adding needed variety to the housing mix. Some convenience commercial development may be allowed to serve the needs of the surrounding residential development and to add variety and convenience to the living environments available to residents. Duplexes will be permitted as part of a planned unit development in the R1-5 and R1-7.5 Districts. (See Table 5 for information on the allocation of land by residential district).

### 4.4.2 Multifamily Residential Districts

- **AR-16—16 units/acre:** The intention of this district is to provide medium-density residential development in areas with easy access to shopping and services, employment, transportation, and public parks. This district represents the middle range of the multifamily districts and provides a transition between the lower and higher-density multifamily housing opportunities. This district allows for flexibility in design to encourage creative approaches to this intermediate variation of the multifamily residential district. The district will encourage the preservation and enhancement of the existing building stock as well as its conversion to higher density uses. The district may be characterized by garden style apartments, townhouses, and row houses among others.

- **AR-22—22 units/acre:** The intention of this district is to provide for high-density residential development within the immediate vicinity of shopping and services, employment and transportation. It is designed to capitalize on the efficiencies that can be achieved by bringing employment, shopping, and housing close together. The nature of residential development may be of the apartment variety whose function and appearance can be enhanced by their integration with office, professional, and commercial uses. (See Table 5 for information on the allocation of land by residential district).

#### 4.4.3 Commercial Designations

- **Convenience Commercial (CV):** The intent of this commercial district is to provide goods and services that cater to the frequent needs of residents in surrounding neighborhoods. The commercial district should be compatible with adjacent residential environments and provide the district's primary market area. The successful integration of these commercial districts in locations that are easily accessible to neighborhoods serves to reduce vehicle miles travelled and contributes to a more viable neighborhood atmosphere.
- **Community Commercial (CC):** The intent of this commercial district is to serve a more regional rather than local market area. These commercial developments will provide goods and services of a higher order that reflect a less frequent level of consumer demand and thus require a much broader market area. Primary concerns in the location of such districts include access to major arterial, impacts on residential areas, and visibility.
- **Highway Commercial (CH):** The intention of this district is to acknowledge the existing highway orientation of a significant stock of commercial development. The purpose of these commercial areas is primarily to serve the needs of highway travelers, conveniently. Characteristics of these sites include a high degree of visibility from highway traffic, large sites, and immediate highway access.
- **Town Center Core (TC-C):** This district is envisioned to have the highest intensity uses, especially retail, offices, residences, and hotels contained within mid-rise buildings. Shops and restaurants would be located along key streets, particularly a principal pedestrian corridor. A major public open space would anchor the district. Over time, parking would be increasingly located within structures.
- **Town Center East Village (TC-EV):** This district is envisioned to have a mixture of higher density housing and retail contained within low-rise buildings. Some retail uses would be auto-oriented and have somewhat large footprints. Public open spaces would be found throughout the district.
- **Town Center West Village (TC-WV):** This district is envisioned as a predominantly residential area with some modest infill development on vacant and underutilized parcels. Any development would be low-rise. The district would also contain public buildings and uses.  
(See Table 5 for information on the allocation of land by commercial district.)

#### 4.4.4 Business/Industrial Designations

- **Light Industrial (LI):** The intention of this district is to provide the opportunity for a variety of industrial uses including manufacturing, wholesale trade and distribution activities. The industries characteristic of these districts should be clean and generally compatible with surrounding commercial and residential uses. The light industrial districts will generate minimal truck traffic, noise, or pollution.
- **Heavy Industrial (HI):** The intention of this district is to provide areas suited to manufacturing, assembling, fabrication and processing, bulk handling, storage, warehousing and trucking. The uses associated with this district may generate significant levels of truck traffic, noise and pollution. Care will be taken to insure that the location, development, and management of these areas minimize negative impacts on surrounding land uses.
- **Employment Center (EC):** The intention of this district is to provide for a wide range of employment opportunities for business and professional services, research and development, and corporate offices along with accessory commercial uses. This district encourages development which is pedestrian and transit oriented while at the same time providing adequate auto facilities. (See Table 5 for information on the allocation of land by industrial districts.)

#### 4.4.5 Institutional and Public Facility Designation

The purpose of the public facility designation is to identify adequate land at suitable locations to match the level of public services that will be generated by the allocation of land uses described in this plan. The provision of public facilities and services is an essential component in the development of Washougal. The identification of these needs in the plan will enable the City to time development and provision of services in the most cost effective manner.

#### 4.4.6 Park/Open Space Designation

The purpose of this designation is to identify, for purposes of preservation, enhancement, and acquisition, areas that serve public or community purposes such as park and recreation facilities and cemeteries.

#### 4.4.7 Urban Reserve Designation

The purpose of this designation is to identify areas outside the urban Growth Boundary where an intergovernmental agreement with Clark County will protect these areas from patterns of development which would impede their eventual inclusion in the Washougal UGB. The areas identified as Urban Reserve represent the highest priority for inclusion in the UGB, when additional urban land is needed.

### 4.5 Land Use Allocations

The following table identifies the distribution of land by district and provides an estimate of built and buildable based on the Vacant Buildable Lands Model (VBLM) performed by Clark County Geographic Information System.

**Table 5. Amount & Percent of Land Devoted to Various Zoning Districts (VBLM)**

Type of Zoning	Total Acres	Built Acres	Not Buildable Acres	Buildable Acres
<b>Single-Family</b>				
R1-5	217	132	71	13
R1-7.5	1100	580	240	280
R1-10	421	168	109	145
R1-15	434	173	105	155
<b>Multifamily</b>				
AR-16	71	49	19	4
AR-22	46	12	8	25
<b>Mixed Use</b>				
TC-C (Town Center – Core)	87	82	57	9
TC-EV (Town Center – East Village)	79	8	18	53
TC-WV (Town Center – West Village)	58	33	24	1
<b>Commercial</b>				
CV (Convenience)	1	.5	.17	1
CC (Community)	134	67	44	23
CH (Highway)	134	63	44	27
<b>Industrial</b>				
EC (Employment Center)	66	2	14	50
HI (Heavy)	360	150	42	167
<b>Institutional and Public</b>	390	0*	390	0*
<b>Parks/Open Space</b>	67	0*	67	0*

\* The VBLM does not consider these municipally owned properties in the Built or Buildable Acres calculations.

Source: Clark County GIS

## 4.6 Land Use Strategy

GOAL 1: To create a city with a sense of community and civic pride among residents and business owners.

- Policy 1-A: The City will encourage development that uses private and public resources efficiently.
- Policy 1-B: The City will encourage citizen participation throughout the land use planning and administration process.
- Policy 1-C: The City will coordinate planning activities with neighboring jurisdictions, Clark County, the Columbia River Gorge National Scenic Area, and special districts including schools, public utilities and transit.
- Policy 1-D: The City will channel all urban development in the Washougal area within the Urban Growth Boundary (UGB).
- Policy 1-E: The City will establish a development process which is simple, clearly understood, and predictable for the public, the development community, and public officials.
- Policy 1-F: The City will identify and encourage the preservation of lands, sites, and structures that have historic or archaeological significance.

## 4.7 Urban Design Strategy

GOAL 2: To design a community whose form and function capitalize on the area's natural scenic beauty, the economic advantages of its multi-modal accessibility and its proximity to the Columbia River Gorge National Scenic Area in a way that provides an attractive environment for people to live and work.

- Policy 2-A: The City will direct commercial development in a way that will lead to the establishment of an identifiable business core for retail and commercial enterprises.
- Policy 2-B: The City will pursue the development and rehabilitation of neighborhoods that are safety conscious in design and promote neighborhood stability, identity and sense of place.
- Policy 2-C: The City will encourage the enhancement of industrial development on presently occupied sites and in the Camas-Washougal Industrial Park.
- Policy 2-D: The City will provide adequate public services and facilities to support desired development in an efficient manner.
- Policy 2-E: The City will produce design guidelines for the Downtown Core addressing an overall theme, building heights and mass, building materials, signage, and appropriate streetscapes.
- Policy 2-F: The City will modify the legal non-conforming use provision of the Washougal Zoning Code to permit expansions of legal non-conforming businesses, subject to full compliance with current development standards.

## 4.8 Residential Development Strategy

Further housing analyses and policies are contained in Chapter 6: Housing.

GOAL 3: To provide adequate opportunity for the development of a variety of housing types and price ranges that can accommodate the diverse resources of all economic segments in the community.

- Policy 3-A: The City will provide an adequate supply of land zoned for a variety of residential densities and housing types.
- Policy 3-B: The City will encourage infill development in appropriate areas in a way that is consistent with the integrity of existing neighborhoods.
- Policy 3-C: The City will guide the pattern and progress of residential development through the planned provision of infrastructure in an efficient and cost effective manner.

Policy 3-D: The City will address the need to enhance and preserve the existing housing stock and the neighborhoods in which it exists through land use policies that are conducive to existing neighborhood character.

## 4.9 Commercial Development Policies

Further commercial development analyses and policies are contained in Chapter 7: Economic Development.

GOAL 4: To concentrate retail, service, professional, and other commercial activity in the downtown core district and only provide for special purpose commercial uses (Highway/Tourist or Neighborhood) at other strategic locations identified on the plan map.

Policy 4-A: The City will discourage strip highway commercial development through appropriate zoning and development regulations.

Policy 4-B: The City will encourage desired commercial development in the downtown core district and other special purpose districts through appropriate land use regulations and incentive programs.

Policy 4-C: The City will create tourist service zones within the City in which commercial services related to tourism will be aggregated to efficiencies in access, signage, and interaction.

Policy 4-D: The City will strive to create an economic climate in which business owners will feel support and expand in Washougal.

## 4.10 Industrial Development Policies

Further industrial development analyses and policies are contained in Chapter 7: Economic Development.

GOAL 5: To create an industrial climate which fosters the redevelopment and improvement of existing industrial land and expands industrial enterprise in appropriate areas in a fashion that enhances the socio-economic character of Washougal.

Policy 5-A: The City will encourage the continued economic viability and expansion of existing industrial enterprises.

Policy 5-B: The City should direct future industrial growth to the Camas-Washougal Port Industrial Park and to other appropriate industrial lands.

Policy 5-C: The City should enhance transportation access to industrial properties in order to facilitate the movement of both employees and business/industrial activities.

Policy 5-D: The City will ensure the availability of adequate supply of developable industrial land through appropriate zoning.

Policy 5-E: The City should encourage desired industrial development through the provision of adequate infrastructure for industrial uses.

## 4.11 Transportation Development Policies

Pursuant to the Growth Management Act, the Transportation plan is to include the following information:

- Inventory of all transportation facilities and services (land, air, and water) to define existing capital facilities as a basis for future planning;
- Land-use assumptions used in estimating travel forecasts;
- Level of Service (LOS) standards for all arterials. These standards are to be regionally coordinated;
- Specific actions and requirements for bringing into compliance any facilities or services that are below an established LOS Standard (concurrency);
- Traffic forecasts for at least ten years (in this case, twenty years based on the adopted land-use plan) to provide information on the location, timing, and capacity needs of future growth; and

- Identification of system expansion needs and transportation system management needs to meet current and future demands.

Further transportation analyses and policies are contained in the adopted Transportation Capital Facilities Plan.

GOAL 6: To establish an efficient inter and intra city circulation system which, by design, integrates the full range of land uses in a way that accommodates and encourages a variety of transportation alternatives such as carpooling, public transit, bicycles and walking.

Policy 6-A: The City will coordinate its transportation system with those of neighboring communities, Clark County, and the State of Washington.

Policy 6-B: Washougal should improve north-south movement within the city in order to improve access to and encourage the use of downtown services by city residents.

Policy 6-C: The City should improve facilities and circulation patterns for all modes of transportation among residences, places of employment, commercial places, and public services.

## **4.12 Open Space Development Policies**

Further analyses and policies are contained in Chapter 5: Parks and Open Space.

GOAL 7: Satisfy the recreational needs of the citizens of the City of Washougal.

GOAL 8: Protect and improve the quality of life through the retention, acquisition and development of parks and open space.

GOAL 9: Encourage the cooperation and coordination between public jurisdictions and private enterprise in the provision of recreational services and level of service standards.

GOAL 10: Increase access to natural and resource lands and water.

GOAL 11: Identify open space corridors within and between urban growth areas, including lands useful for recreation, wildlife, trails, and connection of critical areas.

## **4.13 Ground Water Protection Policies**

Further analyses and policies are contained in Chapter 2: Natural Resources & Critical Areas.

GOAL 12: To protect and improve the quality of life through the protection of ground water quality and quantity.

Policy 12-A: Ensure all standards and regulations applicable to waters within the City of Washougal are enforced and coordinated.

Policy 12-B: Enforce the wellhead protection ordinance in order to maintain the high quality ground water resources enjoyed by the city.

Policy 12-B: Provide quality water for public water supplies and other beneficial uses.

**PARKS & OPEN SPACE**

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# 5 PARKS & OPEN SPACE

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## 5.1 Introduction

### 5.1.1 Purpose of the Parks and Open Space Element

The purpose of this element is to identify and designate existing open space areas, determine future needs, develop a plan to meet those future needs and define goals. In addition, policies and objectives in order to protect and maintain planned open space areas have been described. The GMA specifies that the community encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

Recent trends impart a new urgency to planning for open spaces, if residents are to continue to enjoy their benefits in the future. Lands which have historically functioned as informal open space —the vacant lots next door—are being rapidly developed. At the same time, changing lifestyles and the desire for increased activities, together with a growing retirement-age population, have placed increased demands on existing parks, open spaces, and recreational lands. Local parks are increasingly crowded while local funds to meet the new demands are inadequate.

To maximize the benefit of open space lands, the city should seek a meaningful system of open space. The system should consist of a complementary set of parks and open spaces which, considered together, meet the needs of a full range of community interests. By emphasizing the importance of establishing an open space system, the Washougal Open Space Plan should place high priority on protecting lands which can physically and functionally link other open spaces. For example, linear greenbelts, trails, corridors for wildlife, and corridors protecting rivers and streams. Open spaces should be well related to the residential areas they serve. Resource lands and critical areas should be incorporated into the open space system.

### 5.1.2 Definitions and Standards

#### 5.1.2.1 Definitions

The standards for the City of Washougal parks and open space are based upon national standards as identified in *Recreation, Park and Open Space Standards and Guidelines*.<sup>3</sup> These standards address community-wide spatial requirements based on the policies set forth in the land use element.

The following standards are for urban or local/close-to-home parks, which include:

- neighborhood parks,
- community parks and
- urban open space

In addition to these parks, there are a host of special-purpose park and recreation resources in and around the city, such as waterfront parks, athletic parks, regional parks and conservancy lands. Because of the diversity of these resources, it is important that the city's park and recreation standard first recognize the provision of space for basic park and recreation needs. Other lands and special purpose resources extend beyond the basic minimum acreage to enhance and diversify the opportunities available to the community.

It has been determined that the City will supply five acres of urban park land per thousand population in the urban growth area. This standard is slightly less than the 6.25 – 10.5 acres/thousand recommended by the NRPA. This reduction is applicable to Washougal for the following reasons:

1. Additional recreational facilities exist within and in close proximity to the City which provide significant open space benefits (i.e. golf course, Columbia River Gorge, Steigerwald National Wildlife Refuge).

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<sup>3</sup> National Recreation and Park Association (NRPA), 1990

2. This standard is consistent with Clark County and other nearby municipal standards of five acres/thousand.

### 5.1.2.2 Urban Park Standards

#### 5.1.2.2.1 Neighborhood Parks

These parks are intended to serve residential areas within walking distance (¼ mile radius) of the park site. To comfortably accommodate typical facilities and activities, the desirable size for a neighborhood park is 3-5 acres. Neighborhood parks normally do not exceed 20 acres. These parks may be located adjacent to schools only if other land is not available, in which case the school grounds may influence the size of the park. Access is mostly pedestrian, and park sites should be located so that persons living within the service area will not have to cross a major arterial street to get to the site. Children between the ages of 5-12 constitute the primary user group. These parks typically include shade trees, picnic facilities, child play areas and a limited number of soccer and baseball fields. Neighborhood parks usually contain areas for spontaneous or casual games—basketball, softball, football or soccer.

#### 5.1.2.2.2 Community Parks

These parks serve groups of neighborhoods within a 1-5 mile radius. The minimum desirable size is 20 acres; normally, these sites do not exceed 100 acres. Community parks may be located adjacent to junior or senior high schools if more appropriate land is not available, in which case the school grounds may influence the acreage acquired. Access to community parks is by car, bicycle or foot. The range of facilities provided is greater than for neighborhood parks and generally appeals to more diverse user groups. These parks generally support a wide range of recreation activity; examples include tennis courts, soccer and baseball fields, playgrounds, swimming pools, picnic facilities, and off-street parking as well as restroom facilities. Access is by arterial or collector streets which accommodate pedestrians, bicycles, and autos.

#### 5.1.2.2.3 Urban Open Space

The primary benefit of urban open space is the visual and psychological relief provided from man-made development within the urban area. A major function of urban open space is to provide public access to these areas. The site may or may not be improved but can include trails and greenway corridors. The urban open space can include a part of a community park left in its natural state. Selection of urban open space sites is based on criteria such as 1) linking with other open spaces or schools, 2) a given area’s need for open space, 3) the area’s existing parks and open space, 4) preservation of the natural features of the open space in question; and 5) the size of the site and quality of open space being selected.

## 5.2 Summary of Existing Conditions

This section looks at the existing inventory of urban parks and other recreation and open space resources within and close to Washougal.

**Table 6. Urban Parks**

<b>Existing Park Land</b>	<b>85.75 acres (92.83 acres)</b>
<b>Neighborhood Parks</b>	12.63 acres
River Bend Park (0.5 acres)	
Elizabeth Park (1.8 acres)	
Beaver Park (0.17 acres)	
Riverview Park (0.46 acres)	
Hartwood Park (7.0 acres)	
Oak Tree Park (2.7 acres)	
<b>Community Parks</b>	20.3
Hamllik Park (4.5 acres)	
Hathaway Park (15.8 acres)	

<b>Waterfront Parks</b> Steamboat Landing (1.6 acres) (4.8 acres*) Sandy Swimming Hole (0.9 acres)	2.5 acres (5.7 acres*)
<b>Natural Parks</b> Campen Creek Park (4.5 acres) Eldridge Park (15.5 acres) Mabel Kerr Park (13.7 acres) Look Out Ridge Park (1.1 acres)	34.8 acres
<b>Special Use Area</b> Reflection Plaza (0.25 acres) Angelo Park (4.2 acres, leased) George Schmid Memorial Fields (4 acres) Stevenson Off-Leash Park (7.0 acres leased) Main Street Pocket Park (0.07 acres) (0.11 acres*)	15.52 acres (15.56 acres*)
<b>Open Space</b>	Not calculated for the 2010 Park Comprehensive Plan update

\*Indicates acreage figure inclusive of ROW and other jurisdiction property that the City of Washougal maintains in association with these properties. This figure is shown for the purpose of demonstrating the additional maintenance burden.

## 5.2.1 Urban Parks

### 5.2.1.1 Neighborhood Parks

- **River Bend Park**  
This site is located at the west boundary of town, offers a viewpoint of the Washougal River. The park currently contains picnic tables and benches, but no other neighborhood park amenities.
- **Elizabeth Park**  
Washougal's newest park, completed in spring 1994, Elizabeth Park contains a new playground equipment unit and a few picnic tables. The park's perimeter has a cyclone fence.
- **Beaver Park**
- Although classified as a neighborhood park, this site lacks the size and amenities normally associated with such a designation. Due to population densities and minimal undeveloped land in these older neighborhoods, there are limited options in this area for a true neighborhood park.
- **Riverview Park**  
This neighborhood park serves the area north of Washougal Memorial Cemetery between 32<sup>nd</sup>/Stiles Road and Campen Creek to the East. This park was a residential lot, partially donated by Riverview Community Bank for the purpose of encouraging outdoor recreation.
- **Hartwood Park**  
This neighborhood park serves the northeast side of Campen Creek, in the vicinity of SE 49<sup>th</sup> Street. While this site sits adjacent to the other City of Washougal "natural parks" (Campen Creek, Eldridge, et), Hartwood Park is designated to allow playground equipment and other park structures typical of a neighborhood park.
- **Oak Tree Park**  
This site overlooks the western edge of the City of Washougal, the Columbia and Washougal Rivers, the mouth of the Columbia River Gorge, and views Mt. Hood and showcases native Oregon White Oak throughout the site. Site amenities include an asphalt path, picnic tables, benches, and a playground.

## 5.2.2 Community Parks

- **Steamboat Landing Park**

The site along the Columbia River contains numerous points of interest on the history of Washougal, an observation deck and boating walkway, and access to the dike for approximately two miles of walking or bike riding.

- **Sandy Swimming Hole**

This site is a heavily visited park that provides swimming access to the Washougal River.

- **Hathaway Park**

The facilities here include one Little League ballfield, rest rooms, playground equipment, boat launch, parking lot, playground equipment, picnic tables, and pavilion. While Hathaway Park does not satisfy all the criteria for classification as a community park, it does serve numerous community functions.

- **Hamlik Park**

The site contains a Little League ballfields, playground equipment, and bathrooms. Hamlik Park is a small community park on the southeast side of Washougal that also serves an important neighborhood park function.

## 5.2.3 Urban Open Space

There is presently no land designated as urban open space in Washougal. The city's size and excellent surrounding natural character have precluded a need for this designation to date.

**Table 7. Other Recreation & Open Space Resources**

Owner	Acres	Classification
<i>US Fish and Wildlife</i>		
Steigerwald Lake National Wildlife Refuge	627 (67 in UGA)	Conservancy
<i>Port of Camas-Washougal</i>		
Cottonwood Beach	45	Regional
6th Street property		Undeveloped
Marina	1.5	Special Purpose
<i>School District</i>		
High School Playing Fields	15	Special Purpose
Gause School Playing Fields		Special Purpose
<i>Orchard Hills Golf &amp; Country Club</i>	92	Special Purpose
<i>City of Washougal</i>		
Washougal Memorial Cemetery	15	Open Space
<i>Total</i>	235.5	

## 5.3 Analysis

The City's population in 2015 was 15,170 people. As illustrated in Table 7, there are presently 92.83 acres of urban parks in Washougal. With the standard of five acres of developed open space per thousand population, the city meets the present need for parks and open space.

The Washougal population, including the UGA, for the year 2035 is projected to be 22,347 people. Using the urban park standard, this translates to 111-acres needed by the year 2035, or an additional 19 acres of urban park land.

## 5.4 Open Space/Recreation Plan Concept

The city's future growth will be to the northwest and northeast of its present boundary. The additional 19 acres of parks needed within the next 20 years will be located primarily in these areas.

### 5.4.1 Community Parks & Open Space

As described above, there are a number of existing neighborhood parks in Washougal. The need for parks and open space have been identified in the City's *Comprehensive Park, Recreation, & Trails Plan* updated in March of 2016. As the community grows the need for parks and urban open space will increase.

The City should plan to acquire the parkland it will need within its UGA before the property is developed and annexed. The preferred approach is to acquire level parcels for active recreation adjacent to the urban open space lands. Urban open space can best be supplied through the protection of critical areas, as listed below.

#### 5.4.1.1 Open Space to Protect Hazardous Geological Areas

As illustrated in Chapter 2: Natural Resources and Critical Areas, several hazardous geological areas exist in the Washougal UGA. These areas include steep and potentially unstable slopes and areas that may be impacted in the event of seismic or volcanic activity. The primary benefit associated with preserving certain potentially hazardous geological areas in open space is the protection of persons and property.

#### 5.4.1.2 Open Space to Protect Shorelines

Shorelines provide open space benefits through natural, scenic, or recreational values. The City of Washougal has an abundance of shoreline resources along the Columbia and Washougal Rivers. The primary benefit to shorelines is the experience derived from being in close proximity to and having views and potential access to the two major rivers in the UGA.

#### 5.4.1.3 Open Space to Preserve Sensitive Water Related Areas

The most sensitive water-related areas within the urbanized area of Washougal are the areas of highest susceptibility of wellhead contamination. The primary reason for preserving sensitive water related areas is the maintenance of clean, safe, and adequate waters for human, wildlife, fish and natural uses.

### 5.4.2 Regional Trails

In addition to urban parks, elements of the plan would provide bicycle and pedestrian circulation within the community and would connect to larger region wide trail systems.

Clark County has adopted a comprehensive Trails and Bikeway System Plan that identifies a countywide trail system, including trails for biking, hiking, and horseback riding. As defined in the plan, trails include any "path, route, way, right-of-way, or corridor posted, signed or designated as open for (non-motorized) travel or passage by the general public." Trails serve all county residents. Three types of trails are planned within the City of Washougal:

- Regional multi-use trails provide the major access networks across the County for pedestrian and bicycle use, with equestrian use on the shoulder, where feasible.
- Local trails, whose function is to provide access from neighborhoods to regional multi-use trails or bike lanes.
- Bike lanes and pedestrian walkways, which are located on city, county, and state road rights-of-way.

## 5.5 Goals, Policies & Objectives

GOAL 1: Satisfy the recreational needs of the citizens of the City of Washougal.

Policy 1-A: Inherent with this plan, the City shall endeavor to satisfy existing and projected needs for additional park areas and related facilities throughout the City.

Policy 1-B: The City shall take an active role in promoting new recreation opportunities in specific areas identified in this plan.

Policy 1-C: The City shall continue to evaluate existing facilities for possible modification for handicapped persons and senior citizens. Also, the City shall continue to design all new facilities with appropriate standards which will meet the needs of handicapped persons and senior citizens.

Policy 1-D: The City shall continue to provide and maintain safe standards in their park and recreational lands.

GOAL 2: Protect and improve the quality of life through the retention, acquisition and development of parks and open space.

Policy 2-A: The City shall maintain the parks and open space plan and develop a specific ordinance which addresses the retention of open space for future generations.

Policy 2-B: The City shall acquire appropriate lands to be held as open space and manage these lands in a manner that will allow park development as demand necessitates.

Policy 2-C: The City shall continue to show appropriate concern to adjacent land use when planning a park or recreational area. Buffer areas or other modifications may be required in the planning process. Such buffer areas or other modifications as required shall be located on the land being proposed as the recreational area.

Policy 2-D: The City shall develop a citywide bicycle and pedestrian trail system.

Policy 2-E: The City shall continue to seek public ideas and evaluate the needs and suggestions of visitors in further comprehensive plan development.

GOAL 3: Encourage the cooperation and coordination between public jurisdictions and private enterprise in the provision of recreational services and level of service standards.

Policy 3-A: The City shall take an active role in promoting both the public and private recreation industry in the City.

Policy 3-B: The City shall encourage the development of recreational facilities via private enterprise, in particular, tourist facilities and those facilities involving spectator and participant sporting events.

Policy 3-C: The City shall encourage the development of recreational facilities on public school lands and shall cooperate in the planning and developing of these school facilities with the appropriate agency involved in implementation.

Policy 3-D: The City shall coordinate the acquisition of future parklands outside the City boundary, but in the urban growth boundary, with Clark County.

GOAL 4: Increase access to natural and resource lands and water.

Policy 4-A: Evaluate lands located in flood plains and lands generally unsuitable for other purposes for possible recreational potential.

Policy 4-B: The City shall consider environmental quality with regard to recreation. Areas shall be developed to ensure a minimum of damage to the environment, while still providing a recreational experience to the user.

GOAL 5: Identify open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails, and connection of critical areas.



# 6 HOUSING

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## 6.1 Introduction

### 6.1.1 Housing Element

This Housing Element addresses Goal 4 of the Growth Management Act and is intended to serve as a guide to provide for the community's needs and desires for housing. Satisfying these needs will require a variety of housing types and densities which are addressed in the following section. This section is directly related to other important sections of the plan including transportation, economic development, capital facilities, and natural resources. As such, the Housing Element has developed incrementally with the progress of the other interrelated elements.

### 6.1.2 What Does the Growth Management Act Require?

The Growth Management Act requires that Washougal's Comprehensive Plan have a housing element that:

- Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth
- Includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences
- Identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- Makes adequate provisions for existing and projected needs of all economic segments of the community.

### 6.1.3 Content of the Housing Element

The Housing Element is designed to serve Washougal residents, developers, and City personnel as a means of coordinating both public and private resources to provide the location, type and density of housing needed.

- **Section 6.2** contains an analysis of present and future housing demand, examining Washougal's housing market not only locally but also as part of the regional market of the Portland Metropolitan Area. The analysis in this section examines a variety of demographic information important to accurately depict the Washougal housing market.
- **Section 6.3** provides a summary of the field survey that was conducted to determine the housing conditions prevalent within the urban area.
- **Section 6.4** examines unmet housing needs and existing resources available for addressing those needs.
- **Section 6.5** defines the City's housing strategy, the goals, policies and objectives that the City proposes for achieving a balanced and affordable housing stock suited to the needs of Washougal's present and future residents.

## 6.2 Analysis of Present & Future Housing Demand

As part of the Portland Metropolitan Area, Washougal's housing market is part of a regional one that offers a wide variety of choices to residents in selecting type, cost, and location of housing. It is difficult to isolate Washougal from that regional market, as those who choose to live in Washougal do so within the context of options within the entire region.

### 6.2.1 Household Income

Demographically, Washougal is very similar to Clark County as a whole, especially to the County's other urban populations. Housing choices are almost exclusively determined by household income and size. Table 9 details Median Household Income by cities in Clark County in 1990 and 2014. Among cities, Washougal ranked third in median household income in 1990 with \$25,463 and again third in 2014 with \$60,353. The County's median family

income was significantly higher than the cities' in 1990 primarily because growth in Clark County was largely attributed to in-migration of higher income households, most of whom had moved into unincorporated areas of the county. Washougal's growth in median household income between 1990 and 2014 was 137%, a percentage considerably greater than the County's overall increase of 87%, and taken with the increases in the other cities it demonstrates that the higher household incomes are moving into the urban areas.

**Table 8. Median Household Income (1990-2014)**

Jurisdiction	1990	2014
Clark County Total	\$31,800	\$59,551
Unincorporated	n.a.	n.a.
Battle Ground	\$24,256	\$57,347
Camas	\$28,576	\$84,643
Ridgefield	\$26,992	\$91,205
Vancouver	\$21,552	\$50,379
<b>Washougal</b>	\$25,463	\$60,353

Source: US Census Bureau

## 6.2.2 Households by Income Group

Table 9 describes the distribution of household income according to the classifications used by the US Department of Housing and Urban Development. These categories are important determinants in receiving assistance under federal housing programs, as income is the primary consideration in housing affordability.

**Table 9. Number of Households by Income Group (2014)**

Income Group	City of Washougal
Very Low Income (<50%)	828
Low Income (50%-80%)	1,240
Moderate Income (80%-95%)	1,145
Middle & Upper Income (>95%)	2,109
Total Households	5,624
Median Income	\$60,353

Note: Income groups are defined by the US Department of Housing and Urban Development as a percentage of the area's median household income for a family of four. For example, "Very Low Income" characterizes a household earning less than 50% of the area's median household income.

Source: US Census Bureau.

## 6.2.3 Housing Values

Median housing values reflect the difference between median income in Washougal and Clark County. As noted in Table 10, in 2014 median rents in Washougal were \$1,035 per month; in Clark County they were \$963 per month. The value of the median owner-occupied home was \$218,300 in Washougal, and \$228,400 in the county.

**Table 10. Washougal & Clark County Housing Median (2014)**

Owner-Occupied	Washougal UGA	Clark County
Median Home Value	\$218,300	\$228,400
Median Rental Rate	\$1,035	\$963

Source: US Census Bureau

## 6.2.4 Housing Type

Table 11 shows that the type of housing available in Washougal. Single-family units comprise 78% of the total supply, with multifamily units at 16%, and mobile housing at 6%. Vacancy rates are low in Washougal reflecting a strong housing market.

**Table 11. Washougal Housing Units by Type, Ownership & Vacancy Rate (2014)**

	Washougal	% Total
<i>Type</i>		
Single-Family	4,350	78%
Multifamily	918	16%
Manufactured	356	6%
Total Units	5,624	100%
<i>Ownership</i>		
Owner-Occupied	3,681	65%
Rental	1,943	35%
<i>Vacancy Rate</i>		
Owner-Occupied	—	.8%
Rental	—	2%
Total	—	N/A

Source: US Census Bureau

### 6.2.5 Household Characteristics

Household size is an important factor in housing choices. The number of persons per household in Washougal is 2.74 as detailed in Table 12. Washougal lacks group quarters such as dormitories and nursing homes, a housing type that provides institutional living arrangements for unrelated adults. Instead, these persons must form independent households of larger sizes.

**Table 12. Washougal Household Characteristics (2014)**

	City of Washougal
Total Households	5,624
Persons per household	2.74
Group Quarters	0

Source: US Census Bureau

### 6.2.6 Regional Profile

Because of the demographic similarities between Washougal and Clark County, it is possible to derive conclusions from the County’s housing analyses which are also relevant to Washougal. The following discussion is drawn from The Clark County Comprehensive Housing Affordability Strategy (1992) and the Housing Section of the Clark County Perspectives Resource Document (1992).

- The fastest-growing age group in the County over the next 20 years is expected to be the elderly.**  
 Elderly households are expected to increase from 6.4% to 17.5% of the households in the county by the year 2010. Over half of the new elderly households will have incomes less than \$15,000 per year and will be seeking housing that rents for less than \$310 per month. There is a shortage of these units now, and that shortage is expected to increase in the future. In addition, these elderly households are likely to require special services that will require housing to be within certain locations and with special facilities.
- There is already a shortage of public and publicly-subsidized housing in Clark County.**  
 Because of the decline in federal housing programs during the past decade, there is an increasing backlog of assisted housing needs throughout the nation. New programs and relationships among levels of government and the private sector may have to be brought to bear on this problem.
- The cost of land and construction of new homes has been rising in Clark County.**  
 These costs threaten the ability of new homebuyers to enter the market.

- **Traditional financing sources for housing—banks and savings and loan associations—as well as building and zoning codes tend to discourage creative new approaches to housing design and construction.**

Governments may have to take the initiative to develop building and zoning codes that are consistent with the requirements for innovative practices in the Growth Management Act.

### 6.3 Analysis of Housing Conditions

A windshield survey of housing conditions in Washougal in spring 1992 examined single-family and multifamily structures throughout the city for external conditions such as deteriorated paint, siding, windows, roofing, and foundations and abandonment.

Only one area within the city had a concentration of exterior deterioration—the area northeast of City Hall. The survey noted dwellings with poor paint, siding, and foundations in this area, along with an abandoned dwelling with missing windows. The remaining single-family dwellings with defects were scattered throughout the city. The dwellings with defects all appeared to be older homes, with some defects occurring through lack of maintenance, some from poor construction materials, and some from unfinished projects.

### 6.4 Unmet Housing Needs

#### 6.4.1 Existing resources for unmet housing needs.

As an urbanizing county, Clark County has played a leadership role in housing programs for those with unmet housing needs within the County. The Vancouver Housing Authority has extended its services throughout the County. Assisted housing available in Clark County is detailed in Table 13.

**Table 13. Assisted Housing Resources (2010)**

	# of Units
Low Rent Public Housing (VHA)	575
VHA Owned Special Needs Housing	62 units
	138 beds
Section 8:	
New Construction	202
Senior Housing (VHA)	289
Vouchers (VHA)	2,174
Chronic Mental Illness (VHA)	38
Developed Bond / Tax Credit	2,344
<b>Total of all programs</b>	<b>5,822</b>

Source: Vancouver Housing Authority

In 2015 Washougal had 100 units of assisted housing, which are described in Table 14.

**Table 14. Assisted Housing Units (2015)**

Name	Program	1 BR	2 BR	3 BR	Total Units
Bethea Park	HUD	8	16	8	32
Clark Village	HUD & Section 8	8	12	8	28
Town Square	515 & RDRA	12	28	—	40
<b>Total Units</b>		<b>28</b>	<b>56</b>	<b>16</b>	<b>100</b>

Source: Bethea Park, Clark Village, Town Square

#### 6.4.2 Potential resources for unmet housing needs.

The potential growth in employment in Washougal could generate jobs that pay above the present median income for the city. If Washougal wants to capture those employees as residents of the city, then it must recognize that demand exists for more homes of all market values than are presently available.

- Based on the potential job growth and the associated housing demand there may be areas of unmet needs in Washougal's housing market:
- Additional housing units for the elderly may be needed.
- Assistance may be needed by homeowners to finance and implement home improvement projects.
- Assistance may be needed by low- and moderate-income groups in order to offset increases in the cost of new home construction.

Currently, much of the affordable housing is provided by the large stock of older housing in the city. This trend is expected to continue as both public and private programs aimed at restoring and maintaining aging homes are encouraged. The maintenance of this housing stock, in addition to the designation of multifamily districts in convenient locations, provides the foundation necessary for providing affordable housing.

## 6.5 Goals, Policies & Objectives

GOAL 1: To provide for a range of housing types and values to meet the needs of all citizens of Washougal.

As noted above, 78% of the housing supply in the Washougal UGA consists of single-family homes with multifamily housing comprises 16% and 6% is primarily mobile homes. Multifamily housing is presently scattered throughout the city, often in small numbers of two to three units within existing neighborhoods.

Housing growth is expected to occur north of the present city but infrastructure to support such growth is currently lacking. Future housing is planned to be of three types:

1. In-fill development of single-family homes in existing neighborhoods.
2. New single-family housing on single lots or multi-lot developments to the north of the present city.
3. Multifamily housing on presently vacant or underutilized parcels of land close to downtown.

Policy 1-A: The City will zone a sufficient supply of land for residential use which is supported by public services to facilitate phased development over the 20-year plan timeframe.

Policy 1-B: The City will designate 75% of the units in the housing supply for single-family units. In-fill housing in existing neighborhoods will be consistent with the character of surrounding development. The development code will provide for easy partition of land, providing for non-traditional lot shapes, such as flag lots. Lot sizes will remain 5,000 to 7,500 square feet, consistent with the present urban character of the areas.

Additional land within the UGA will be zoned for single-family housing in order to provide opportunities for larger homes than now exist. These areas will be limited to land that is not suitable for other uses because of location and/or slope. Present large lots along the Washougal River will be preserved. The intent of this strategy is to link economic development strategies with housing strategies by insuring a sufficient supply of housing opportunities suited to the needs of present and future employees within the city.

Policy 1-C: The City will designate 25% of the units in the housing supply for multifamily, manufactured and other units.

Future multifamily units will be developed on large sites selected for the following characteristics:

1. Of sufficient size and presently vacant and developable
2. Accessible to present or future public services
3. Located along two major arterials, with future access to public transit
4. Close to downtown

Existing multifamily housing will be preserved. It will be rezoned, where appropriate, as multifamily, so that future improvements or redevelopment will not require zoning variances for non-conforming uses.

- Policy 1-D: The development code will provide for mobile and manufactured housing in a manner that ensures that such developments contribute to the design quality, landscape standards, and safety of the community.
- Policy 1-E: The development code will include provision for home improvement programs on 10,000 square foot lots. Improvements could provide living quarters in traditional neighborhoods for those requiring smaller units, such as the elderly and single persons, including housing types such as accessory units.
- Policy 1-F: The development code will encourage innovative housing designs for efficient, low-cost, high-density housing.
- Policy 1-G: The City will encourage the development of housing for low and moderate income and elderly households in proximity to schools, day care, public transportation, and retail services.
- Policy 1-H: The development code will provide for group homes and other institutional housing for special needs persons.

GOAL 2: To preserve and enhance the value and livability of existing neighborhoods.

- Policy 2-A: The City will encourage in-fill development consistent with the scale and character of the existing neighborhood.
- Policy 2-B: The City will publicize and encourage home improvement programs that improve exterior and interior conditions and enhance housing values of units in existing neighborhoods.
- Policy 2-C: The City will encourage individual and neighborhood beautification programs using garden clubs, schools, and other local groups.

GOAL 3: To provide housing appropriate to the needs of employees of the Camas- Washougal Industrial Park.

The City will endeavor to provide housing choices for employees in the city as a matter of both the economic development and housing strategies. The purpose of this goal is to link housing strategies and economic development with the ultimate goal of achieving a reasonable jobs/housing balance. (For further discussion see Chapter 7: Economic Development.)

- Policy 3-A: The City will provide adequate opportunity for single-family housing of moderate to high value within the UGA.
- Policy 3-B: The City will insure that adequate amenities and services are provided to support a full range of housing styles, making Washougal a more attractive place to live.

GOAL 4: To provide housing that takes advantage of the natural features of the landscape in order to encourage views and promote energy efficiency.

- Policy 4-A: The City will encourage the development of housing by using the natural slopes to the north and northwest of the downtown, and by designating view corridors.
- Policy 4-B: The City will encourage the development of energy efficient housing using passive and active solar designs.

GOAL 5: To encourage innovative design concepts that increase density, energy efficiency, affordability, and good design.

- Policy 5-A: The development code will provide for Planned Unit Developments.

Policy 5-B: The development code will provide for small lot and infill development, where appropriate, to encourage efficient use of the land as well as affordable housing.

GOAL 6: To implement the housing strategy in cooperation with other government and private sector housing providers and users.

Policy 6-A: The City will coordinate its strategy with the Housing Element of the Clark County Comprehensive Plan and the Vancouver Housing Authority.

# ECONOMIC DEVELOPMENT

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# 7 ECONOMIC DEVELOPMENT

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## 7.1 Introduction

### 7.1.1 Purpose of the Economic Development Element

The overall purpose of the Economic Development Element is to improve the local economy through diversification and integration with the regional economy. While Washington's Growth Management Act does not require cities or counties to specifically address issues of economic development, the City of Washougal recognizes the importance of the local economy in the community's development and has chosen to address it in the City's Comprehensive Plan.

The development of any community is shaped to a significant degree by the jobs available to its residents. Their lifestyles reflect the type and quality of jobs and the wage rates available in the local community. This element evaluates the various components of the local economy and presents a set of related goals, policies, and objectives aimed at retaining and expanding on the City's economic resources.

### 7.1.2 Content of the Economic Development Element

The Economic Development Element is designed to assess the needs of Washougal residents and facilitate their integration into the economies of the county and state.

The following list describes the parts contained in this section.

- **Section 7.2** contains a summary discussion of Washougal's jobs/housing balance, the employment and housing resources of the City, and its potential for growth.
- **Section 7.3** involves a detailed analysis of Washougal's resident labor force including participation rates, unemployment, occupation, class, and commuting patterns.
- **Section 7.4** examines at place employment and the distribution of employment by industry, and contains a more detailed look at the Camas-Washougal Industrial Park and Washougal's major employers.
- **Section 7.5** defines the City's Economic Development Strategy and sketches the goals, objectives, and policies that the City proposes for suitable economic growth.

## 7.2 Employment & Housing

When examining employment data, it is important to note that there are two types of employees in any jurisdiction:

1. Workers who live in the jurisdiction, whether they are employed in the same jurisdiction or another, usually are described as the resident work force.
2. Workers who are employed in the jurisdiction but who live elsewhere usually are defined as at place employees.

The income of residents and the income of those who work in Washougal are mismatched. Almost 7,500 residents of Washougal are employed; there are approximately 3,120 jobs located within the City with less than half of these jobs being in manufacturing, which typically have higher wages. It appears that many of those employed in the manufacturing sector do not live in Washougal, as indicated by several factors:

1. The average commuting time for residents of Washougal is longer than it would take to get to employment within the City.
2. The higher wages paid by the industrial employers are not reflected in the lower average wage rates of residents of Washougal.
3. There are more residents of Washougal in the labor force than there are jobs in the City, so a large number of residents export themselves to other jurisdictions for employment.

Washougal is presented with another, more unique, imbalance between its jobs and housing resources. The Port of Camas Washougal Industrial Park provides high wage employment, with excellent potential for growth. However, the City lacks the housing supply and other amenities that would induce these high wage employees to live in the City.

The Port Industrial Park employed 700 persons in 1993; at build-out, that number could grow to 2,500 employees. That growth could represent a substantial increase in the demand for housing units and increased expenditures within the city, if those additional workers could be persuaded by good housing and residential amenities to live in Washougal.

Building on this excellent manufacturing base, the Washougal economy could be diversified in two ways. First, the downtown core could be enhanced to attract present and future residents to patronize retail and service businesses within an improved central area. Second, the City could take advantage of increased tourist traffic through Washougal to the Columbia River Gorge Scenic Area by stimulating tourist-related businesses such as hotels/motels/bed and breakfasts, restaurants, gift shops, and sports outfitters.

### 7.3 Analysis of Resident Labor Force

A community's resident labor force is defined as those persons over 16 years of age who are employed or seeking employment. In Washougal in 2014 of the 11,330 persons over the age of 16, 7,438 comprised the labor force. Table 15 describes the characteristics of that labor force.

At 65%, Washougal's labor force participation rate is comparable to that of communities of similar age and income distribution.

**Table 15. Washougal Labor Force Characteristics (2014)**

	Number	Percent
Persons 16 and over	11,330	
Total Labor force	7,438	65%
Male*	4,013	53%
Female*	3,425	47%
Unemployed	902	12%

\* Number and percent of males/females in total labor force.

Source: US Census Bureau

Table 16 shows the work force for the city by occupation.

**Table 16. Washougal Work Force by Occupations (2014)**

Occupation	Employees by Occupation	% of Total Employment by Occupation
Management, business, science, and arts	2,086	31.9%
Service	1,259	19.3%
Sales and office	1,742	26.7%
Natural resources, construction, and maintenance	665	10.1%
Production, transportation, and material moving occupations	784	12%
<b>Total</b>	<b>6,536</b>	<b>100%</b>

Source: US Census Bureau

Table 17 shows the work force for the city by industry.

**Table 17. Washougal Work Force by Industry (2014)**

Industry	Employees by Industry	% of Total Employment by Industry
Agriculture, forestry, fishing and hunting, and mining	47	.7%
Construction	580	8.9%
Manufacturing	740	11.3%
Wholesale Trade	334	5.1%
Retail trade	873	13.4%
Transportation and warehousing, and utilities	456	7%
Information	70	1.1%
Finance and insurance, and real estate and rental and leasing	379	5.8%
Professional, scientific, and management, and administrative and waste management services	642	9.8%
Educational services, and health care and social assistance	1,238	18.9%
Arts, entertainment, and recreation, and accommodation and food services	628	9.6%
Other services, except public administration	289	4.4%
Public Administration	260	4%
<b>Total</b>	<b>6,536</b>	<b>100%</b>

Source: US Census Bureau

Table 18 notes the distribution among class of worker.

**Table 18. Washougal Class of Worker (2014)**

Class	Number	Percent
Private wage & salary	5,294	81%
Government	692	10.6%
Self-employed	550	8.4%
Total	6,536	100%

Source: US Census Bureau

The commuting patterns of the Washougal labor force are shown in Table 19. As do other Clark County residents, people who live in Washougal overwhelmingly commute by car, mostly as single occupants. While public transportation is a mere 2.2% it is up since 1990 when it was just 1.1%. Much could be done to link jobs and housing to achieve transportation and other land use efficiencies in Washougal.

**Table 19. Washougal Commuting Patterns (2014)**

<b>Mode</b>	<b>Number</b>	<b>Percent</b>
Drive alone	5,185	80.6%
Carpool	589	9.2%
Use public transportation	140	2.2%
Walk/work at home	519	8%
<b>Total</b>	<b>6,433</b>	<b>100%</b>

Washougal UGA mean travel time to work is 29.2 minutes..  
Source: US Census Bureau

In summary, Washougal’s labor force reflects the general demographics of the community. Although it is difficult to estimate how many Washougal residents work in the Urban Growth Area, it does appear that the City could do more to encourage that and to ensure appropriate housing for present and future employees. The imbalance between residents seeking jobs and jobs available in the city will remain until the City participates in aggressive efforts to enhance both the medium priced housing stock and the employment base.

**Table 20. Camas/Washougal Industrial Park Tenants (2016)**

Firm Name	Product	Employees
54-40 Brewing Company LLC	Beer Manufacturing and Warehousing	4
Acc-U-Set Construction, Inc.	Construction Services (Storage Yard)	11
Advanced Drainage Systems	Manufacturing Facility	60
All Weather Wood Treaters	CCA Wood Treating	53
Allen Brown Woodwaste	Trucking of Wood & Wood Residuals	22
Alpha Ready Mix Concrete	Concrete	14
American Energy Propane, Inc.	Propane Tank Storage and Distribution	5
Big River Distributors, LLC	Beer & wine storage & distribution	7
Calvert Company., Inc.	Glued Laminated Wood Products	46
Columbia Manufacturing & Technology Center	Manufacturing & Technology	*
Columbia Precast Products LLC	Manufacturing & Supplying Concrete Cast Products	30
Corrosion Companies Inc.	Composite fiberglass manufacturing, installation & service	25
CRC Waste Transfer Station	Recycling Services	3
DS Fabrication & Design Inc.	Specialized Fabrication & Design Work	7
Ecological Land Services	Environmental Services	4
Etec LLC, Environmental Technologies	Environmental Remediation & Water Treatment	7
Exterior Wood	CCA Wood Treating	86
Fastenal Company	Warehousing & Sales	4
Fitesa Washougal, Inc.	Nonwoven Producer	48
Foods In Season	Gourmet Fresh Food Supplier	41
Hildebrand Concrete Construction, Inc.	Concrete Curb & Flatwork	31
Intech Enterprises, Inc.	Manufacturing & Rebuilding of Food Processing Equipment	4
Kemira Chemicals	Chemical Manufacturing - Plant	18
Kirby Devon, Inc.	Machinery for Pharmaceutical Industry	*
Lumino Wellness	Manufacturing Health & Beauty Products	6
Mary Jane's Glass Productions	Light manufacturing & warehousing	*
Miller Manufacturing	Manufacture of Milling Equipment	14
National Pipe & Piling	Structural Steel Products	*
Norwesco, Inc.	Rotational Molded Tanks	9
NW Underwater Construction	Marine Construction Services	*
Orbit Industries	Steel Fabrication	25
Panther RV Products LLC	Warehouse RV parts, products & supplies	5
Piller Plastics, Inc.	Custom Injection Molding	114
Plastic Forming Services LLC	Plastic Forming & Processing Plant	1
Ponder Burner Company	Boiler Systems & Parts	14
Portland Tractor	Caterpillar Equipment Parts	29
Pump Dynamics, LLC	Pump Repair	6
Stericycle Environmental	Waste Management	27
Textured Forest Products	Building Materials	1
Thermal Coatings International	Thermal Coating	3
Washougal River Cartridge Company	Ammunition Manufacturer	6
Watercare Industrial Services, Inc.	Blended Chemicals for Water Treatment	7
West Columbia Gorge Humane Society	Animal Shelter/Humane Society	*
Wolseley Industrial Group	Plastic Products & Piping for Industry & Aquaculture	26

\* Not reported

Source: Port of Camas-Washougal

Table 21 lists large employers located outside the industrial park. The School District employs 420 and the Pendleton Woolen Mills, which occupies a 70-acre site, employs 210 persons.

**Table 21. Large Employers**

Firm Name	Product	Number of Employees
Washougal School District #112	Public Schools	420
Pendleton Woolen Mills	Wool Fabrics	210
City of Washougal	Government	71

Source: Pendleton Woolen Mills, Washougal School District and the City of Washougal

Washougal's retail sector job base is characterized by small firms and low annual average salaries, consistent with the overall character of that sector, and with the absence of large retailers in the city.

The construction sector in Washougal is similar to the same sector in Clark County, with many small firms, often run from residences. The few firms in the finance, insurance, and real estate sector are small; this, together with government employment, are also indicative of the limited number of white collar jobs available in Washougal.

Prospects for future job growth in Washougal look excellent. There is additional prime vacant land at the industrial park as well as room to expand on presently occupied sites. Expansion there could produce higher paying manufacturing and distribution jobs that could contribute to the economic base.

Washougal's location at the lower eastern corner of Clark County is not as attractive for a location for regional shopping, government, or general office development. However, as the resident population increases, especially if some of the high wage jobs are available to city residents, the downtown core could develop as a focus for retail, entertainment, and business services for future residents. In addition, it is possible to enhance Washougal's position as a tourist community because of its proximity to the Columbia River Gorge National Scenic Area.

The optimum economic condition for a city is to provide a balance of housing, employment, and services so that those who earn money in the city are encouraged to spend it in the city, too, and to develop tourism to capture dollars from non-residents passing through. This balanced economy appears to be achievable for Washougal, as the city already possesses the most difficult of these factors to obtain: stable, high wage manufacturing and distribution employment. The Camas-Washougal Industrial Park provides an excellent resource in which existing businesses can expand and new or relocating businesses can establish themselves. It is a resource that should be more vigorously developed in cooperative efforts of the City of Washougal and the Port.

## 7.4 Goals, Objectives, & Policies

GOAL 1: To support an employment base that provides high wage jobs, services, and amenities for residents of Washougal.

- Policy 1-A: The City will encourage growth which helps raise the average annual wage rate of the City's residents.
- Policy 1-B: The City will encourage the installation of fiber optic and data communication lines throughout the city to attract family-wage businesses.
- Policy 1-C: Employers are encouraged to maximize the number of jobs created per acre within the Washougal urban area.
- Policy 1-D: The rezoning of industrial land to non-industrial uses may occur outside of the Port of Camas/Washougal if the following conditions are met:
  1. The redevelopment of underutilized industrial land will intensify existing employment at the proposed site.

2. The redevelopment of current industrial land will recapture current sales and sales tax leakage from the city; providing one-time tax and fee revenue as well as annual on-going revenue as economic enhancement to the city.
3. Existing industrial employment uses are encouraged to remain and expand.
4. Nine jobs per acre will occur over the entire site.

GOAL 2: To maintain and enhance the industrial land that is available in the City in a way that will foster investment and job growth without jeopardizing the area's sensitive natural environment.

Policy 2-A: The City will formulate a Cooperative Development Strategy for the Camas-Washougal Industrial Park between the City of Washougal and the Port of Camas/Washougal.

Policy 2-B: The City will support the maintenance and further development of the Industrial Park, at least through the following actions:

1. Transportation improvements that ensure safe, protected access for those doing business in the Park.
2. Provision in the Comprehensive Plan and Zoning Code for surrounding uses to the Park that are compatible with activities within the Park.
3. Designation of the Park as the primary location within the UGA that is appropriate for industrial and light manufacturing uses.

Policy 2-C: The City will encourage the viability and expansion of the Pendleton Woolen Mills.

Policy 2-D: The City will ensure that all new and existing industrial activity complies with all relevant standards and guidelines aimed at ensuring environmentally sound industrial development.

Policy 2-E: The City will formulate development policies that will facilitate a more streamlined process to economic development. Moreover, the City will work with the Port of Camas/Washougal in order to create and encourage a positive environment for economic development.

GOAL 3: To formulate a development strategy for the downtown core.

The retail sector is among the weakest elements of Washougal's economic base. There is no identifiable retail core to the city, as retail establishments are spread along transportation corridors and are characterized by small, highway-related businesses. This plan creates an area at the center of the city, linked to other areas of the city by vehicular and pedestrian paths channeling such traffic toward a new and revitalized retail core.

Policy 3-A: The City will encourage expansion of the city's retail base in order to capture consumer dollars that are now spent elsewhere.

1. Zone an adequate supply of land suitable for diversified commercial enterprise.
2. Encourage businesses that enhance the commercial mix of the downtown core with economic development incentives.

Policy 3-B: The City will strive to create a downtown shopping area that is compact, easily accessible, and convenient to Washougal residents and visitors.

1. Develop a network of roads and paths that improve connectivity between the downtown core and local and regional markets.
2. Develop zoning and design guidelines that serve to create a distinguishable downtown business district.

Policy 3-C: The City will discourage strip commercial development along major transportation corridors.

1. Limit the availability of the type of commercial land that invites strip development.

2. Direct commercial development to target commercial districts identified on the plan through appropriate zoning and incentive programs.

Goal 4: To formulate a Tourism Promotion Strategy.

Washougal sits on the northwestern edge of the Columbia River Gorge National Scenic Area. The Skamania Lodge Conference Center, completed in 1993, along with Skamania County's efforts to improve river-related recreational facilities, is greatly increasing the number of travelers entering the Gorge through Washougal.

Presently, Washougal lacks facilities to attract those travelers and to induce them to spend some of their vacation dollars in the city. Facilities providing food, overnight accommodations, provisions, and tourist-related activities do not exist in Washougal. In addition, economic development objectives can be served by aesthetic improvements—such as signage and streetscape improvements—to corridors.

GOAL 5: To provide housing choices for high-wage employees of the Port of Camas/Washougal Industrial Park.

The Comprehensive Plan provides land for additional housing, of moderate and higher value, within the UGA. This provision's purpose is to link economic development and housing strategies with the ultimate goal of achieving a reasonable jobs/housing balance.

## UTILITIES

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# 8 UTILITIES

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## 8.1 Introduction

An evaluation criterion behind the selection of the UGA was that urban services would be available to all development. These urban services include all privately- and publicly-provided utilities. This element addresses privately-provided utilities and Police Protection and Fire Protection and Emergency Services. Additional publicly-provided utilities are addressed in the individual capital facilities plans.

The Growth Management Act requires all Comprehensive Plans to include a Utilities Element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to electrical lines, telecommunications lines, and natural gas lines. For Washougal, these utilities are provided by Clark Public Utilities, Northwest Natural Gas, and several telephone providers. All these are regulated by the Washington Utilities and Transportation Commission (WUTC).

Historically, utility providers have acted independently of the City of Washougal in supplying service to their customers. As the city grows, however, more concentrated land use patterns make it more difficult to locate new utility facilities. Therefore, the City should encourage the private utilities to cooperate and explore methods to efficiently and aesthetically supply utility services in the future. The City recognizes that planning for utilities is the primary responsibility of the utility providers. The City will incorporate the plans prepared by the providers into its future comprehensive planning efforts in order to identify ways of improving the quality and delivery of services provided in the city and its designated urban growth area. From a land use perspective, the City will encourage utility coordination through such means as the multiple use of utility corridors and planned siting of distribution substations. This element outlines provisions aimed at obtaining safe and efficient utility service, and in the case of electric service, with less visual impact on the surrounding landscape.

## 8.2 Existing Conditions

This section summarizes general information pertaining to the city's existing utility service system. It does not inventory the capacity of the existing system—that information is unavailable.

### 8.2.1 Electrical Service

Clark Public Utility supplies electrical service to all of Clark County. Electrical power is supplied within most of the existing urbanized area. This circuitry is located along most roads and across several private properties throughout the UGA; it consists primarily of overhead lines. Most distribution circuitry within the city originates from a single distribution substation located to the south and adjacent to the Lewis and Clark Highway (SR 14) across from where 39th Street ends at the highway. From here, power is transmitted to small transformers near the customer's property. The customer then is serviced with power via low-voltage overhead or underground conductors from the small transformers. A typical distribution substation serves an area of four square miles of residential and commercial customers.

A main Bonneville Power Administration (BPA) transmission line corridor runs north/south through the southwestern most portions of the city and the northwestern portion of the UGA. This transmission corridor has been identified for new towers with considerable height increases as part of the I-5 Corridor Reinforcement Project.

### 8.2.2 Natural Gas

Northwest Natural Gas delivers natural gas in the Washougal UGA. Natural gas lines are close to many, but not all, developed properties in the UGA. Natural gas generally is not considered a utility essential to urban development, as other energy sources are readily available. However, natural gas is a key to achieving the goal of conserving electric power. In contrast to other utilities such as electrical and telecommunications service, natural gas lines are installed on an as-requested basis and are, therefore, even more demand-oriented.

The delivery of natural gas in Washougal is governed by the Federal Energy Regulatory Commission (FERC), the National Office of Pipeline Safety, the Washington Utilities and Transportation Commission (WUTC), and a franchise agreement with the City of Washougal. Regulations include safety and emergency provisions, level of service standards, and rate limitations.

Natural gas service to Clark County is provided via a pipeline owned by the Northwest Pipeline Corporation, which serves many of the western states and provinces. The main pipeline alignment crosses the Columbia River into Washougal at the Port area and heads north under C Street and the Washougal River along the main BPA north/south easement. Northwest Natural Gas withdraws supplies from six gate stations located throughout Clark County. One gate station is located just north of the city at 30th Street. Distribution lines typically are located in or adjacent to street rights-of-way.

Most of Northwest Pipeline's easements are non-exclusive, with only sub-surface rights reserved. The owners reserve the right to use the surface as long as such use does not hinder or interfere with the pipeline. No structures can be built over the pipeline; however, lots are sometimes divided without consideration of the constraints of the pipeline on future owners.

### **8.2.3 Telecommunications**

There are several local telephone service providers to the Washougal planning area. They include AT&T, Frontier, CenturyLink and Verizon.

Many telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider. The delivery of telecommunications services sometimes does not coincide with the exact location of customers.

## **8.3 Future Needs**

Approximate residential population in the city is projected to increase from 15,170 persons to approximately 22,347 persons in the year 2035. This projection will increase the demand for utility services within the next 20 years. This element does not address the proposed location and capacity of future utilities for the following reasons:

- The provision of and ultimate connection to these utilities is entirely demand-driven. The location, capacity, and timing of utility improvements depend greatly on opportunities for expansion and on how quickly the city grows. This means that connections cannot be planned in advance; rather, connections are initiated by customer requests.
- There are numerous possible routes to connect different parts of the future utility system. Final routes will depend on rights-of-way permitting, environmental impact, road improvements, and other utility plans, all of which are unknown at this time.

However, this section does address goals, objectives and policies which will improve the future provision of utilities within the city.

## **8.4 Goals, Policies & Objectives**

GOAL 1: To ensure that energy and communication facilities and services needed to support current and future development are available when they are needed.

Policy 1-A: The City does not provide energy or communication services. These facilities and services are provided by private companies. To facilitate the coordination of these services, the City shall discuss and exchange population forecasts, development plans, and technical data with the agencies identified in this plan.

Policy 1-B: Washougal adopts the following level of service standards:

1. For electrical service, coordinate land use and facility planning with Clark Public Utilities to allow for siting and construction of distribution lines and substations that provide sufficient amounts of electrical power with minimal periods of service interruption.
2. For natural gas, promote the extension of distribution lines to and within the city by Northwest Natural Gas. Coordinate land use and facility planning to allow for eventual siting and construction of natural gas distribution conduits along roadways undergoing reconstruction.
3. For telecommunication, including telephone, cellular telephone and cable television, advocate the development/maintenance of facilities necessary to provide services as needed to accommodate population growth and advancements in technology. Include level of service provisions in franchise/license agreements with providers of cable television services.
4. Coordinate Washougal's land use planning with the facility/utility planning activities of each utility provider by ensuring that these providers of public services and private utilities use the Land Use Element of this plan in planning future facilities. Adopt procedures for the City's review of and comment on proposed actions and policies by these public and private providers of public services.

GOAL 2: Minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.

Policy 2-A: Electric power substations should be sited, designed, and buffered to fit harmoniously with their surroundings. When siting within or adjacent to residential areas, special attention should be given to minimizing noise, light and glare impacts. Visual and land use impacts resulting from electrical system upgrades also shall be mitigated.

GOAL 3: Process permits and approvals for utility facilities in a fair and timely manner and in accord with development regulations which encourage predictability.

Policy 3-A: When reasonably feasible, the City shall promote co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions and cost to the public of utility delivery.

Policy 3-B: The City shall 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.

Policy 3-C: The City shall encourage system design practices intended to minimize the number and duration of interruptions to customer service.

GOAL 4: Encourage conservation of energy resources in the provision of utilities.

Policy 4-A: The City shall adopt and enforce cost-effective energy codes. Policy 4-B: The City shall adopt land use policies that are consistent with and reinforce conservation policies.

## **8.5 Police Protection**

The Washougal Police Department operates a full-service police department from one location at 1320 A Street within the downtown. This 10,200 square foot facility was built in 2003. Currently there are 19 commissioned officers serving the city and with a 2015 population of 15,170 the officer rate per 1,000 is 1.25. With a 2035 projected population of 22,347 an additional 9 officers will be needed in order to maintain the same officer rate per thousand. As annexations of properties within the UGA occur an evaluation of need will be performed to insure an adequate level of police protection.

## **8.6 Fire Protection and Emergency Medical Services**

The Camas-Washougal Fire Department (CWFD) covers 20 square miles and 33,000 residents for fire protection and approximately 80 square miles and 65,000 residents for paramedic services. On July 13, 2011, the Camas and Washougal fire departments were consolidated into one agency through a contract for service. Under this

agreement, the departments operate under one chief and combine all operational staffing in an effort to improve efficiency and lower expenditures. CWFD averages approximately 5,000 fire and medical calls annually.

The CWFD is the only fire department in Clark County that provides ambulance transport services. This added responsibility requires our firefighters to be highly skilled in emergency medical services along with fire suppression techniques. CWFD services include fire suppression, public education, inspection, prevention, and code enforcement activities.

Goal 1: Plan for fire and emergency medical services to include adequate land, building, and equipment to effectively serve the geographic area of the city.

Goal 2: Continue to provide advanced life support emergency medical services at present levels and at increased levels as necessary.

Goal 3: Continue to ensure the installation of residential and commercial fire sprinklers where required by code and to strongly encourage their use when installation is optional.

Goal 4: Seek the appropriate funding levels to maintain fire facilities to include all fire apparatus at levels to best serve the community. Fire apparatus means (and includes) fire suppression equipment such as engine, water tenders, brush trucks and command officer vehicles.



## 9 PROCEDURAL CRITERIA

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### 9.1 Introduction

Adoption of the Comprehensive Plan does not complete the land use planning process. This chapter differs in format from other chapters because it establishes procedures and criteria that shall be followed for the implementation and periodic updating of the Comprehensive Plan as established in Washington Administrative Code (WAC) 365-195.

### 9.2 Plan Interpretation

The Comprehensive Plan provides a guide and regulatory framework for development in Washougal that reflects the community vision of a desirable community. Plan policies are identified by number at the end of each chapter. Because of the general nature of the Comprehensive Plan policies, conflict between and among these policies is possible. The following general rules of construction are intended to be used in interpreting the Comprehensive Plan;

1. Policies are intended to be read as mutually supportive, and all are intended to be read together so that each has meaning.
2. When conflicts arise between policies, the policy which is more specific shall prevail.
3. The Comprehensive Plan map, or future proposals to amend the Comprehensive Plan map, should be based upon the Comprehensive Plan policies.
4. When conflicts arise between the Comprehensive Plan policies and the Comprehensive Plan map, the map shall prevail.
5. The Comprehensive Plan is consistent with the statewide goals and carries out in more detail the Community Framework Plan. The Comprehensive Plan also contains strategies which, in contrast to policies, are not intended to be directive but are suggested as a means to carry out the Plan. Other strategies to carry out the plan may also be available, and in some cases preferred.

### 9.3 Amendments to the Comprehensive Plan

Amendments to the Comprehensive Plan fall into several major categories or types and different review application and review criteria are applied. The kinds of amendments identified in this section are; urban growth boundary changes, (both major and minor), Comprehensive Plan policy or text changes, Comprehensive Plan map changes, changes to supporting material (such as capital facilities), emergency amendments, regional facilities, technical errors or omissions, and special implementation procedures. Each of these types of amendments are described, criteria are identified as appropriate, the persons or parties responsible or authorized to initiate amendments are identified and procedural steps are identified as appropriate.

#### 9.3.1 Urban Growth Boundary Changes

1. A comprehensive review will be initiated and considered by Washougal and the county as specified in RCW 36.70A.130.
2. The county, cities and individuals with requests including a minimum of 10 acres may initiate an amendment through the annual review process once each year. Boundary amendments may be approved only when it is shown by the proponent (county is proponent for State required update; city is proponent for city initiated amendments; property owner is proponent for annual review boundary adjustment applications) that the supply of available land is insufficient to accommodate 20 years of anticipated growth. Criteria used to determine where and how much land should be added to the urban area are:

- a. The amendment shall be consistent with the following adopted plans: Washougal Comprehensive Plan, Community Framework Plan, county Comprehensive Plan, applicable capital facilities plans and official population growth forecasts.
- b. The amendment shall be within an urban reserve area.
- c. The amendment shall not include lands that are designated as natural resource (agricultural, forest, mineral resource).
- d. The amendment demonstrates that the full range of urban public facilities and services can be adequately provided in an efficient and timely manner. Such services include water, sewage, storm drainage, transportation, fire protection and schools.
- e. The amendment shall address the assumptions, trends, key indicators and performance measures established in the Land Use Element, Chapter 4.
- f. Amendments of less than 10 acres may be accepted for annual review processing when the request is based on showing the boundary was incorrectly drawn or was drawn based on an error in judgment. In this case, only the reason for the drafting or judgment error must be accepted by the county as a basis to correct the boundary error.
- g. The amendment would be compatible with contiguous development within the urban growth area and proposed development shall occur at urban density.
- h. When a proposed adjustment abuts a designated natural resource activity, the use shall be compatible with the resource.
- i. Reviewed by County Planning Commission and Board of County Councilors as described in the review and notification section below.
- j. Unless otherwise required by the county, applications for boundary line amendments shall be accompanied by parallel rezone applications.

### **9.3.2 Plan Policy or Text Changes**

1. Considered by the city and county consistent with RCW 36.70A.130. May be considered through the annual review process.
2. State required updates initiated by city and county. Annual review requests initiated by interested person(s).
3. Policy and text amendments may be approved only when it is shown by the proponent (county is proponent for State required update; county, city or interested person(s) as proponent for annual review applications) that the amendment shall be consistent with the state Growth Management Act and the following adopted plans: Community Framework Plan, Washougal Comprehensive Plan, applicable capital facilities plans and official population growth forecasts.
4. Reviewed by the Washougal Planning Commission and City Council as described in the review and notification section below.

### **9.3.3 Comprehensive Plan Map Changes**

1. Considered by the city and county consistent with RCW 36.70A.130.
2. Considered by application through the annual review process.

3. State required update initiated by city and county. Annual review requests initiated by city, property owner or interested person(s).
4. Map amendments may be approved only when it is shown by the proponent (county is proponent for State required update; city is proponent for city initiated amendments; property owner or interested person (s) is proponent for annual plan map change applications) that the supply of available land in the requested plan designation may be insufficient to accommodate anticipated growth. Criteria used to determine where, when and how much land in a specific land use category should be added are:
  - a. The amendment shall be consistent with the state Growth Management Act and the following adopted plans: Washougal Comprehensive Plan, Community Framework Plan, county Comprehensive Plan, applicable capital facilities plans and official population growth forecasts.
  - b. The amendment shall meet the location criteria for the requested designation.
  - c. Except for industrial amendments, demonstrate that conditions have substantially changed since plan adoption and the plan amendment/rezone must bear a substantial relationship to the public health, safety, morals or welfare.
  - d. The proponent demonstrates that the full range of urban public facilities and services can be adequately provided in an efficient and timely manner. Such services include water, sewage, storm drainage, transportation, fire protection and schools.
  - e. The requested change will not impact the character of the area to the extent that further plan map amendments will be warranted in future annual reviews unless the scope of the amendment is expanded. The City or County may expand the scope of any annual review.
  - f. Unless otherwise required by the City or County, applications for map amendments shall be accompanied by parallel rezone applications.
  - g. Reviewed by Washougal Planning Commission and City Council described in the review and notification section below.

## **9.4 Other Planning Documents**

### **9.4.1 Capital Facilities Plans**

Updates are reviewed annually in public hearings by the Washougal City Council for those facilities subject to city jurisdiction and by the Board of County Councilors for those facilities subject to county jurisdiction.

### **9.4.2 Transportation Improvement Plans**

Annual updates are reviewed in public hearings by the Washougal City Council.

## **9.5 Emergency Amendments**

The Growth Management Act (GMA) precludes considering amendments to the Comprehensive Plan more than once a year. However, emergency amendments may be considered at any time if the following situations arise:

1. To attract a large employer of more than 50 workers or retain an existing large employer. Applications of this type requesting an industrial amendment shall include the reasons the amendment needs to be considered outside the annual review process.
2. To provide a regional facility/service that is needed to protect the public health, safety or welfare including waste disposal transfer sites, sewer treatment plants, port or airport facilities or significant state or local government facilities that cannot be reviewed through another process.

3. In the development of a county-wide plan and implementing zoning map it is possible that technical errors in mapping or obvious errors in applying plan map or zoning map designations may occur. These mistakes can be corrected by making an application following adoption of the Comprehensive Plan map or zoning map. The applicant needs to demonstrate that an obvious error occurred. The application can be initiated by the city, county, property owner or interested person(s). These applications shall be:
  - a. Considered once a year.
  - b. Limited to correcting an error.

## **9.6 Governmental Coordination**

Washougal, along with Clark County, will provide for annual review processes. These update periods shall be established to occur within each jurisdiction not to exceed once a year. These annual reviews shall meet the following criteria:

1. Each urban area annual review shall assess the cumulative impacts of all potential or requested changes to the Comprehensive Plan map and policies throughout the urban area and, further, on the county-wide plan.
2. Proposals that would result in urban development outside of an adopted urban boundary shall not be permitted.
3. Washougal shall cooperate with the County and special districts to preserve and protect natural resources, agricultural lands, open space and recreational lands within and near the urban areas.

In addition to plan amendments or updates initiated by the county or city, individual annual review applications may be submitted once a year to the applicable jurisdiction based on a schedule adopted by that jurisdiction. To the extent possible, the same schedule should be adopted by the county and each city/town for each urban area to facilitate mutual review and assessment of the criteria in Governmental Coordination, above. Where no agreement exists between the city and the county or the amendment request is in the rural area, annual review applications and plan update requests shall be submitted in December of each year and processed by geographic areas of the county during the following year.

## **9.7 Plan Amendment, Public Notification and Public Hearing Processes**

All private applicants (except for those alleging an error in drafting or judgment) requesting amendments to the urban growth boundary, Comprehensive Plan text, policies or map must file for a pre-application conference prior to or in conjunction with submittal of a formal application.

Prior to, or in conjunction with, initiating a formal review of the application, the applicant shall participate in a pre-application meeting with staff and shall receive a written staff review of the submitted information. If the applicant requests, or is required to seek a simultaneous rezone, such application and fee shall be submitted. The applicant shall have two weeks from the receipt of the staff report to submit additional applications or written information to the county.

All plan map amendment public hearings shall have public notice issued at least ten (10) working days before the date of a hearing. The notice shall be published in a newspaper of general circulation which includes a summary of the request and its location, the date, time, and place of the hearing. The notice shall also be mailed to the applicant and owners of property within a radius of 500 feet of the subject property as shown on the records of the County Assessor. The notice shall also be posted by city staff in three conspicuous places on or in the vicinity of the site and removed by the applicant within ten (10) working days after the public hearing date. The applicable neighborhood association(s) where the property is located shall also receive notice.

The Washougal Planning Commission shall conduct a public hearing and make a written recommendation to the City Council. The Council will then hold a public hearing to review and act upon the recommendations from the Planning Commission.

## **9.8 Cooperative Agreements and Interjurisdictional Guidelines**

A significant degree of cooperation and coordination between the county, cities and other service providers is required to manage land use in the urban and rural areas. Policies covering interagency cooperation, land use planning and development review, urban service provisions and boundary amendments are needed to set the county-wide framework for interjurisdictional agreements.

Interagency planning teams should be established to develop ongoing coordination programs within the urban growth area to include the city, the county, and special districts (including school districts, Clark Public Utilities, port districts and fire districts). These teams shall develop:

1. Specific procedures for affected agencies, jurisdictions and special districts to participate, review and comment on the proposed plans and implementation measures of the others to assure consistency with the Comprehensive Plan.
2. Specific coordination procedures for affected agencies, jurisdictions and special districts to periodically review, at a minimum the timeframe required by RCW 36.70A.130, the capital improvement plans, to enhance, improve and focus concurrency management plans and to assure consistency with all other elements of the Comprehensive Plan. Such procedures shall include an inventory of the location and capacities of the public facilities to include, at a minimum, public roads, public water and sewer systems, storm water facilities, schools, parks and recreational facilities and police and fire protection services. Where inconsistencies are identified between the Capital Facilities and Utilities element, including financing assumptions and actual financing, and the other plan elements, the procedures shall ensure that appropriate plan amendments are made to eliminate those inconsistencies.
3. Specific procedures to improve joint efforts or the combining of operations (e.g. roads, fire departments) to achieve greater efficiency and effectiveness in service provision.

## **9.9 Land Use Planning Implementation Measures and Annexation**

1. City and county adopted implementation measures shall be, to the extent possible, consistent within all urban areas.
2. The City shall not annex territory beyond the adopted urban growth boundaries. Clark County shall not permit urban growth to occur outside of adopted urban boundaries.

# **CAPITAL FACILITIES PLANS AND REFERENCE DOCUMENTS**

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## **10 CAPITAL FACILITIES PLANS AND REFERENCE DOCUMENTS**

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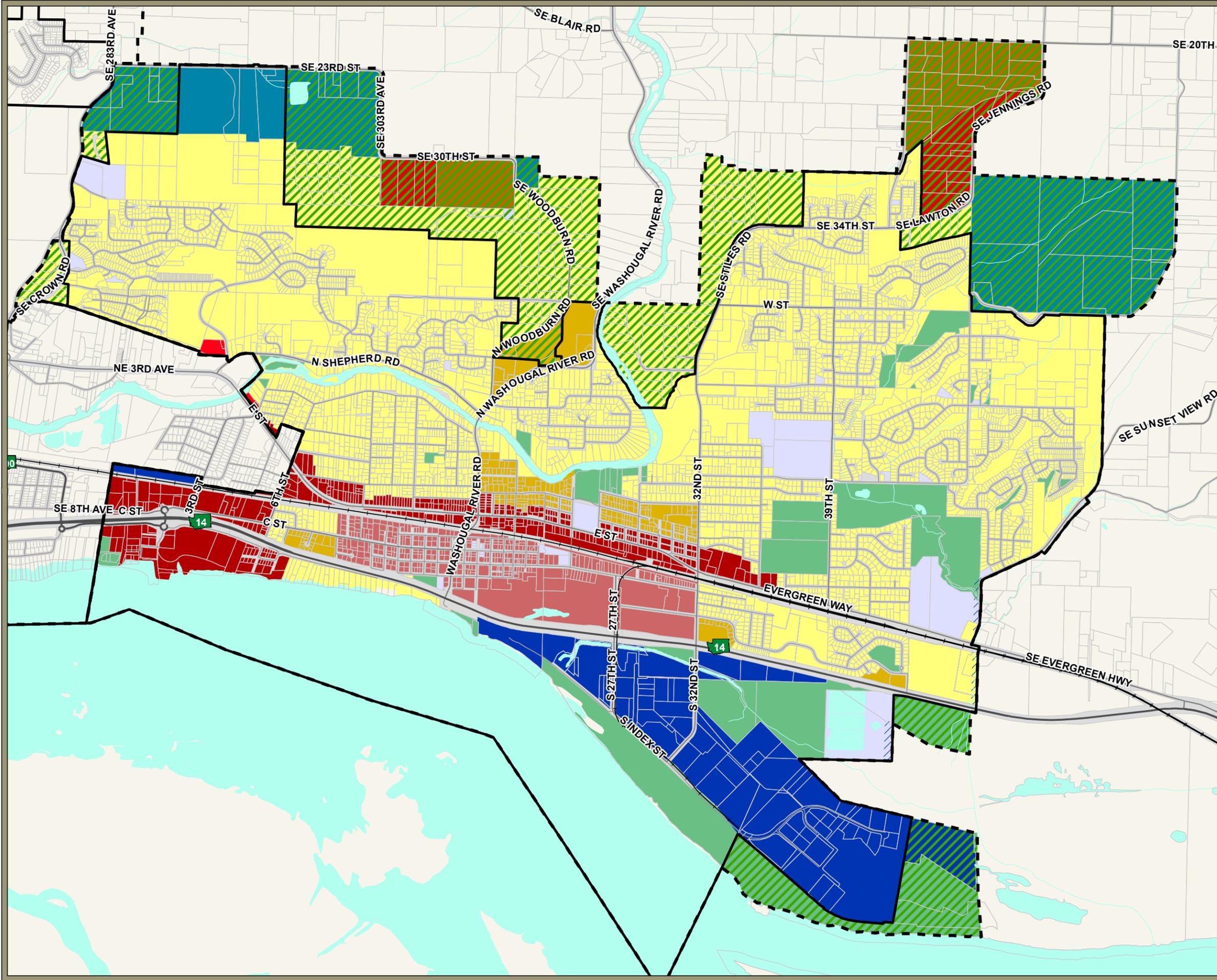
### **10.1 Plans and Documents Adopted by Reference**

The following plans and documents are adopted with this Comprehensive plan by reference:

- City of Washougal Water System Plan
- City of Washougal General Sewer
- City of Washougal Transportation Capital Facilities Plan
- City of Washougal Comprehensive Park, Recreation, & Trails Plan
- 2015 – 2021 Washougal School District Capital Facilities Plan
- 2015 – 2021 Camas School District Capital Facilities Plan
- Environmental Regulations Adopted by Title 16
- Land Division Regulations Adopted by Title 17
- Development Regulations Adopted by Title 18
- City of Washougal Engineering Standards
- Washougal Public Participation Plan
- Washougal Strategic Plan

# Washougal Comprehensive Plan

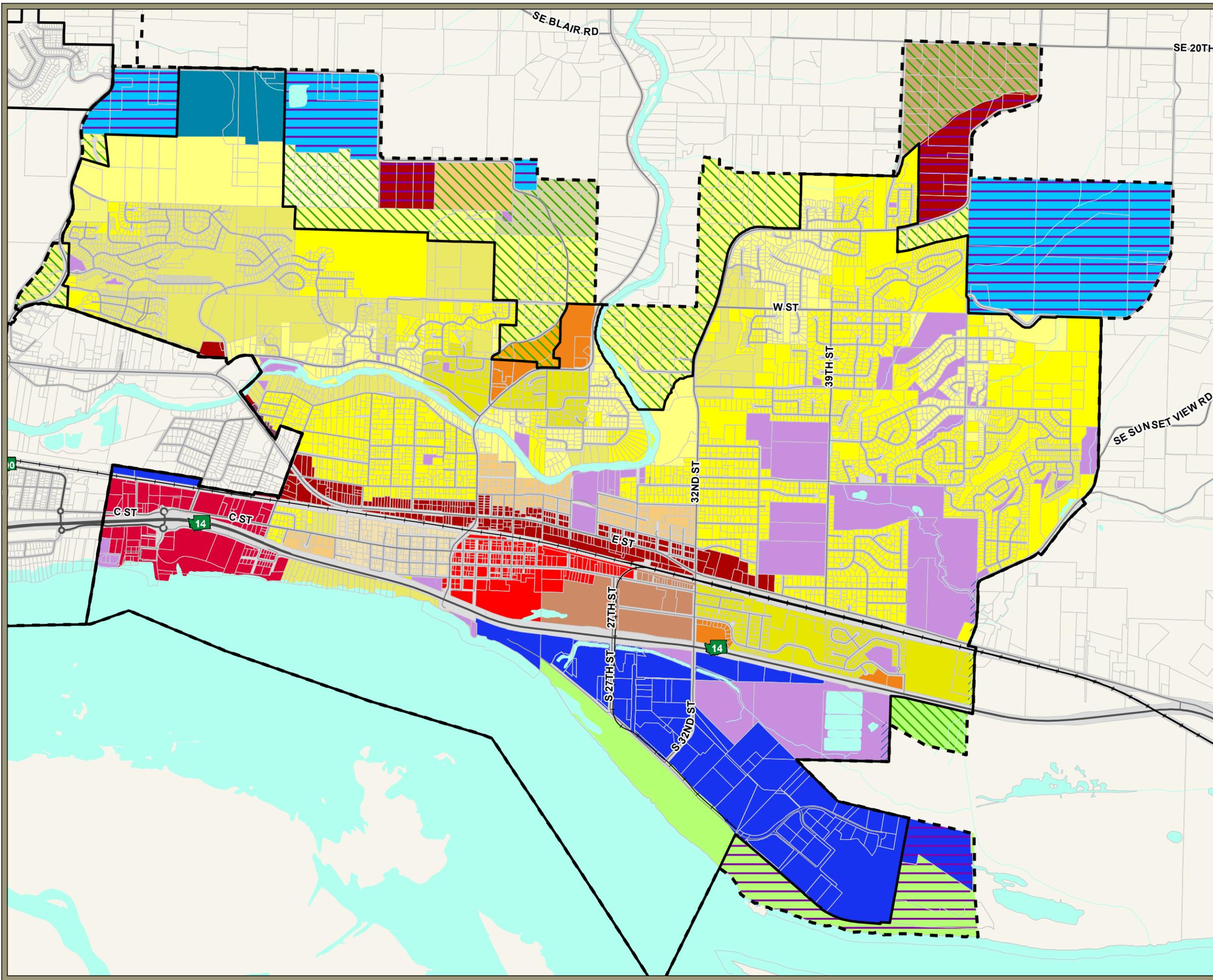
-  Urban Low Density Residential
-  Urban Medium Density Residential
-  Urban High Density Residential
-  Town Center
-  Commercial
-  Community Commercial
-  General Commercial
-  Industrial
-  Heavy Industrial
-  Parks/Open Space
-  Public Facility
-  Urban Holding
-  Urban Reserve
-  Mining
-  Columbia River Gorge Scenic Area
-  Urban Growth Area (UGA) Boundary
-  City Limits



Note: This data is compiled from many sources and scales. Clark County makes this information available as a service, and accepts no responsibility for any inaccuracy, actual or implied.



# Washougal Zoning



- Single-Family residential (R1-20)
- Single-Family residential (R1-15)
- Single-Family residential (R1-10)
- Single-Family residential (R1-7.5)
- Single-Family residential (R1-6)
- Single-Family residential (R1-5)
- Residential (R-18, MF-18)
- Residential (R-22, AR-22)
- Residential (R-30)
- Community commercial (C-3, CC)
- Business park (BP, OFF)
- Heavy industrial (IH, MH, HI)
- Public facilities (PF, IP)
- Parks/Open Space (P/OS)
- Residential (AR-16)
- Town center core (TC-C)
- Highway commercial (CH)
- Town center east village (TC-EV)
- Town center west village (TC-WV)
- Convenience commercial (CV)
- Employment center (EC)
- Urban Reserve - 10 (UR-10)
- Urban Holding - 10 (UH-10)
- Urban Holding - 20 (UH-20)
- Surface Mining Overlay District
- Columbia River Gorge Scenic Area
- Urban Growth Area (UGA) Boundary
- City Limits



Note: This data is compiled from many sources and scales. Clark County makes this information available as a service, and accepts no responsibility for any inaccuracy, actual or implied.



Geographic Information System

Date: 3/29/2016  
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