Ordinance # 1800

AN ORDINANCE adopting the Urban Growth Area (UGA) Land Use Study Preferred Alternative maps and policy framework memorandum to provide staff with a policy framework to guide the development of future amendments to the Comprehensive Plan Map, Zoning Map, Land Use Regulations, and Development Agreements.

WHEREAS, in November of 2015 the City of Washougal was contemplating an annexation known as the NW UGA Annexation that would annex from Clark County approximately 185-acres. Of this land, 65-acres zoned by the County as Business Park (BP) with an Urban Holding 40 (UH-40) overlay would be designated Employment Center (EC) upon annexation into the City. The remaining 120-acres designated by Clark County as Residential (R1-10, R1-7.5) with an Urban Holding 20 (UH-20) overlay would remain Residential upon annexation; and

WHEREAS, the City of Washougal did not have zoning regulations for the EC zoning designation so the City entered into a Professional Services Agreement (PSA) with BergerABAM for the development of the EC zoning regulations; and

WHEREAS, the initial deliverable under the PSA was a city wide employment land needs assessment that determined there was sufficient employment lands within the existing city limits and a slight deficiency in residential lands; therefore the EC zoning designation within the Northwest and Northeast UGA's was not necessary and could be re-designated to other uses including residential; and

WHEREAS, the PSA brought together a Technical Advisory Committee (TAC) and a City Center Focus Group (CCFG) that met to review plans and ideas to come up with the recommended UGA Land Use Study Preferred Alternative maps and policy framework memorandum; and

WHEREAS, the UGA Land Use Study Preferred Alternative maps and policy framework memorandum do not, in and of themselves, change any Comprehensive Plan Map, Zoning Map or Land Use Regulation but only provide staff with a framework plan in order to process such future amendments; and

WHEREAS, the Planning Commission held a public hearing on July 12, 2016 to take public input on the proposal and they made a recommendation that the City Council adopt the UGA Land Use Study Preferred Alternative with amendments incorporated within; and

WHEREAS, City Council held a public hearing on July 25, 2016 to take public input on the proposed UGA Land Use Study Preferred Alternative.

NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF WASHOUGAL, WASHINGTON as follows:

Section I

The City Council adopts the foregoing recital clauses herein as preliminary findings in support of the adoption of the UGA Land Use Study Preferred Alternative.

Section II

The City Council adopts the UGA Land Use Study Preferred Alternative maps and policy memorandum dated July 20, 2016 as attached as Exhibit "A" in order to provide staff with a policy framework to guide the development of future amendments to the Comprehensive Plan Map, Zoning Map, Land Use Regulations, and Development Agreements.

Section III

This ordinance shall take effect five (5) days after its passage, posting, and publication according to law.

PASSED by the Council for the City of Washougal at a regular meeting this 25th day of July, 2016.

City of Washougal, Washington

MAYOR

ATTEST:

Finance Director / City Clerk

APPROVED AS TO FORM:

City Attorney

EXHIBIT A

BergerABAM

210 East 13th Street, Suite 300, Vancouver, Washington 98660-3231
360/823-6100 • 360/823-6101 Fax • www.abam.com

Memorandum

Date: 20 July 2016

Subject: Washougal Urban Growth Area (UGA) Preferred Alternatives (revised)

From: Scott Keillor and Nicole McDermott, BergerABAM
Eric Eisemann, E2 Planning

To: Mitch Kneipp, Project Manager, City of Washougal

Route to: Washougal Planning Commission, Washougal City Council

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This memorandum and attachments provide an overview of the Northwest and Northeast UGA preferred alternatives development process, and defines next steps required to implement the plans. The preferred alternatives, in combination with the policy framework, represent an interim step in implementing the vision for these UGAs. Next steps will include a traffic analysis and preparation of required comprehensive plan and code amendments consistent with this framework to be adopted by the end of 2016.

Preparation of the Northwest and Northeast UGA preferred alternative plans over the past six months included a site analysis and visioning, under the direction of a Technical Advisory Committee with public input, stakeholder input, and a City Center Focus Group (CCFG) session. At the outset of the project, the City sought to define the existing Employment Center zoning for the UGAs. However, an Employment Land Needs Analysis showed adequate employment lands and a need for more housing to meet Washougal's future land needs. Also, steep roadways and city-edge locations required a fresh look at the appropriate land uses in the UGAs. Based on the employment land analysis and stakeholder input, the UGA preferred alternative plans show single-family housing development, with parks, trails, and open spaces, as well as smaller neighborhood-serving commercial and community facility uses. Because the plans will reduce employment land in the UGAs, a set of city center strategies to enhance downtown development were drafted with CCFG input (Attachment A).

The attached Northwest and Northeast UGA preferred alternative plans have been refined and are recommended for adoption by the Technical Advisory Committee (Attachment B). The attached policy framework provides direction for implementing comprehensive plan and zoning code updates as a next step in implementing the preferred UGA plans (Attachment C). In order to preserve the intent of these new UGA plans, an extended moratorium is

recommended through the end of 2016 to allow time for plan and code revisions, refinement, and adoption.

We look forward to Planning Commission and City Council input on the UGA plans.

Attachments

Attachment A: Downtown Development Strategies
Attachment B: Northwest and Northeast UGA Preferred Alternative Plans
Attachment C: UGA Policy Framework

SK:NM:llt

Memorandum
Washougal Urban Growth Area (UGA) Preferred Alternatives
City of Washougal, Washington

Attachment A
Downtown Development Strategies

ATTACHMENT A
DOWNTOWN DEVELOPMENT STRATEGIES

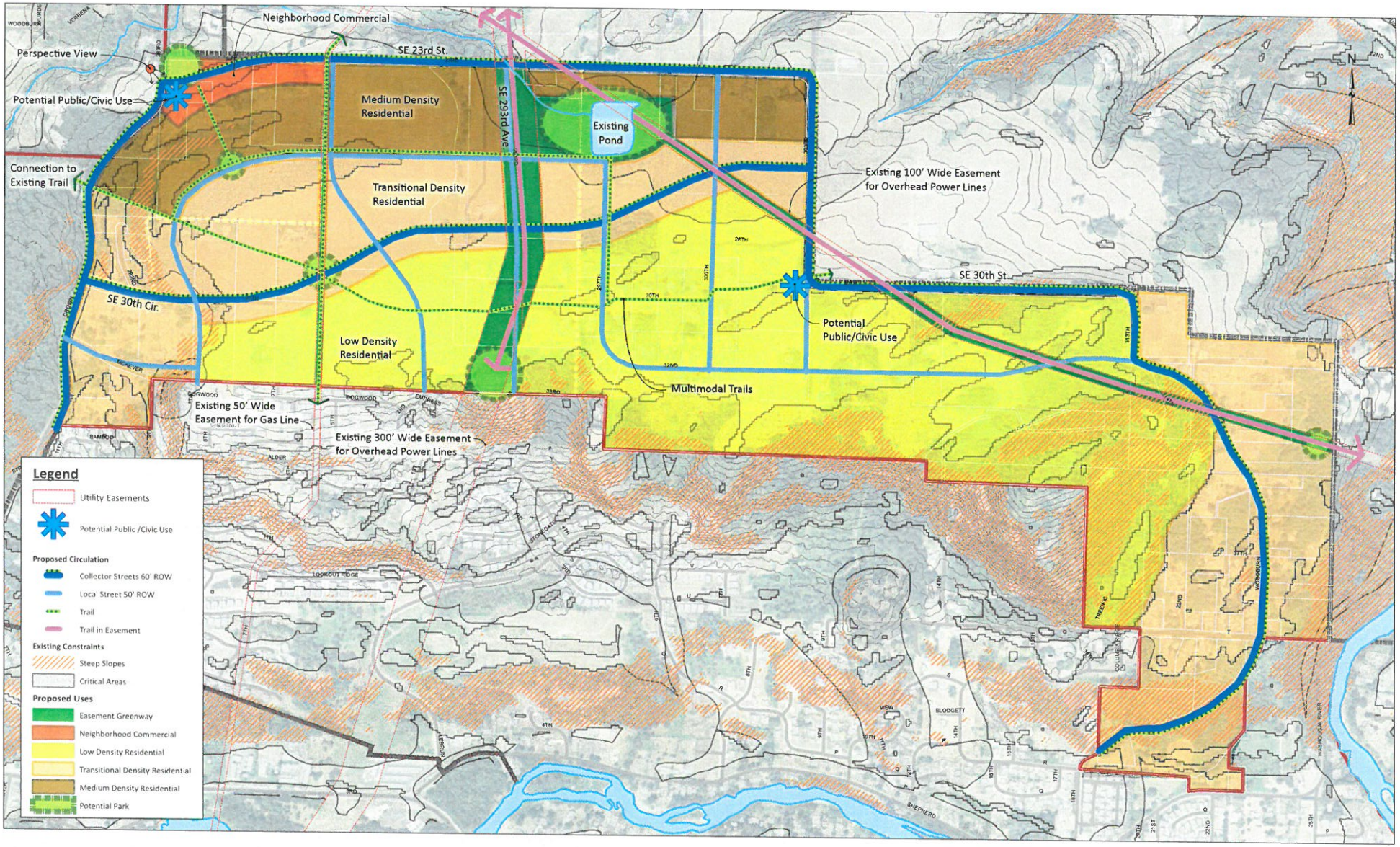
STRATEGIES TO INCREASE EMPLOYMENT CAPACITY

The preferred alternatives for the Northeast and Northwest Urban Growth Areas (UGAs) significantly reduce the total amount of vacant and buildable employment land within the Washougal UGA. The updated employment capacity estimates show that, even with the proposed reduction in employment land in the UGA, there will be sufficient employment capacity to accommodate the anticipated growth in employment through 2035. However, the amount of excess employment capacity is reduced and, at 7 percent, is below a targeted capacity market buffer of 15 percent. The following strategies are recommended to increase the capacity of employment land in Washougal.

- Assist the Port of Washougal and others with investments to mitigate wetlands on employment land.
- Establish minimum floor area ratios for certain areas/zones or through development agreements.
- Invest in infrastructure to support higher density development in urban areas (ex: structured parking garages).
- Invest in urban amenities and develop a strategy to support small businesses that bring new ideas and investments to the City of Washougal.
- Selectively use development incentives, such as the multifamily property tax exemption, to encourage mixed-use development or a minimum density of multifamily development.
- Apply mixed-use zoning to multifamily-zoned property in the City.
- Use transitional zoning to allow commercial uses in residential areas adjacent to commercial zones – allow some business development in Town Center-West.
- Develop a master plan for Town Center-East.
- Create a "maker overlay" in the Town Center-Core or Town Center-East that supports the manufacture and sale of specialty goods in the same location, which could facilitate the blossoming of new industries, such as a local food and spirits industry or locally made recreational products.
- Evaluate whether cottage-style housing is appropriate in the Town Center-West Village area as a way to increase the population around the downtown core. Cottage-style housing is attractive to an aging population and to the creative class.
- Evaluate whether it is in the community's long-term interest to encourage sustainable building practices or adaptive reuse strategies and whether expanding the range of uses or density allowed would incentivize sustainable building practices.
- Require ground-floor commercial in the core.

- Develop streetscape design at intersections leading into the Town Center districts, which could focus attention on the different character of each district and could better direct attention toward downtown.
- Consider a pattern book of architectural styles based on Washougal's historic architecture, which could help strengthen the historic sense of place in downtown.
- Revise the current code to include "shall" instead of "should" and identify the types of businesses Washougal is trying to attract clearly.

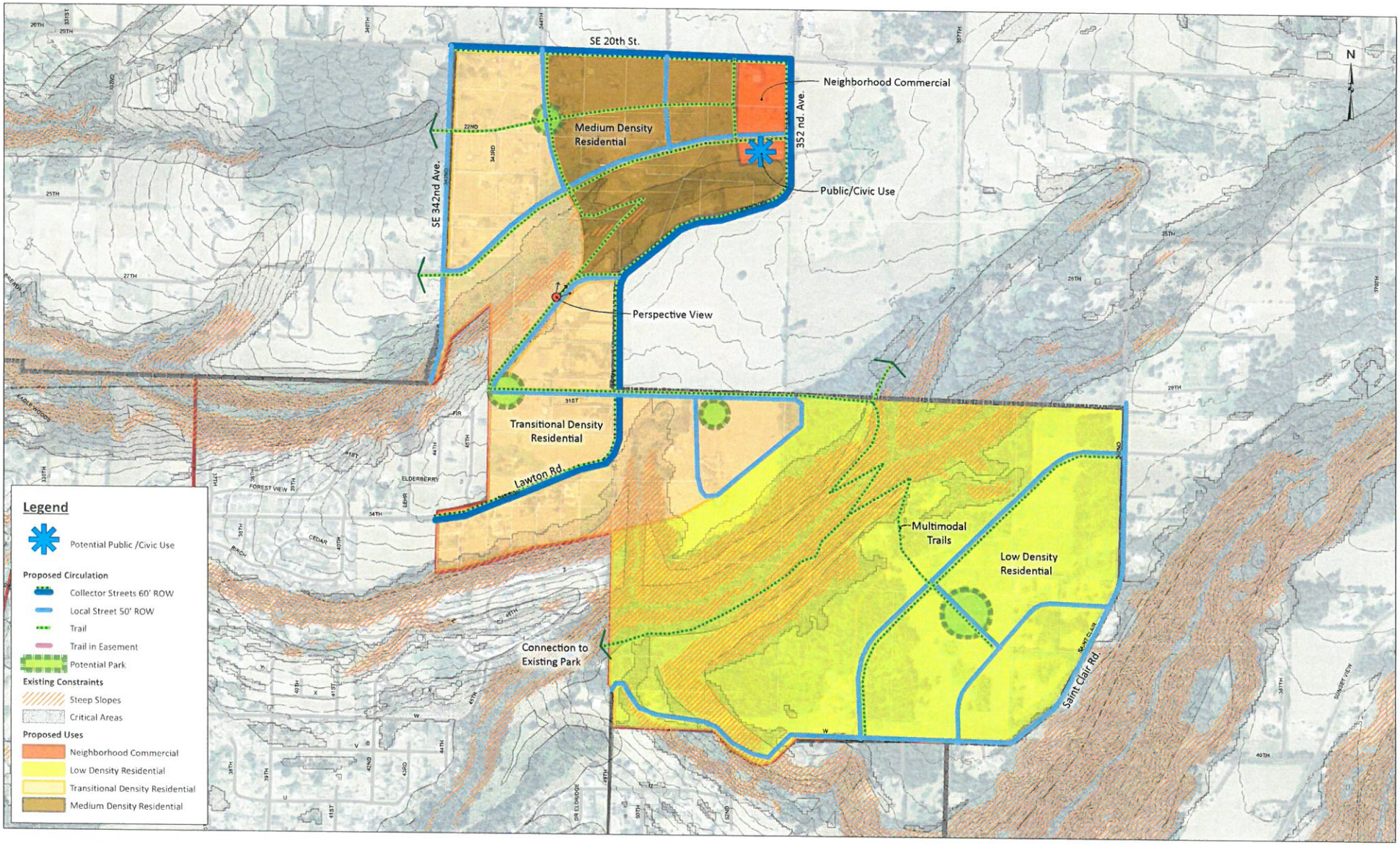
Attachment B
Northwest and Northeast UGA Preferred Alternative Plans (Revised)



BergerABAM

Northwest Urban Growth Area Preferred Alternative
City of Washougal

0 0.125 0.25 Miles



BergerABAM

Northeast Urban Growth Area Preferred Alternative
City of Washougal

0 0.125 0.25 Miles

Attachment C
UGA Policy Framework (Revised)

ATTACHMENT C
URBAN GROWTH AREA POLICY FRAMEWORK

1.0 WASHOUGAL URBAN GROWTH AREA GUIDING PRINCIPLES

The policy framework includes provisions for connectivity (pedestrian, bike, and vehicular), parks, trails, architectural standards, landscaping, view preservation, and compatibility between neighborhood commercial and residential areas, such as landscaping, screening and buffers. The policy framework is applicable to development of both the Northwest and Northeast UGAs. However, where appropriate, distinctions are identified and expanded upon. Where possible, the policy framework relies on and identifies adopted or proposed Washougal Comprehensive Plan goals and policies.

1.1 Growth Management

- Consistent with the 2016 Draft Washougal Comprehensive Plan (Comprehensive Plan), the City will encourage citizen participation throughout the land use planning and administration process. (Land Use Policy 1-B)
- Consistent with the Comprehensive Plan, the City will channel all new development into the Washougal UGA. (Land Use Policy 1-D)
- The City will apply Washougal Comprehensive Plan policies to all land within the Washougal UGA.
- The City shall apply Washougal zoning districts and land division and development regulations only to land annexed into the City; provided that, the City may enter into a memorandum of agreement whereby Clark County may administer City zoning and development regulations to areas within the Washougal UGA prior to annexation.
- The City shall apply new development regulations at the time an owner elects to pursue new development on the land.
- Consistent with the Comprehensive Plan, the City will respect current uses of land in the Washougal UGA and will permit expansion of legal nonconforming uses, subject to compliance with current development standards. (Land Use Policy 2-F)

1.2 Land Use Alternatives

1.2.1 Residential Development

- Consistent with the Comprehensive Plan, the City will zone a sufficient supply of land for residential use that is supported by public services to facilitate phased development over the 20-year plan timeframe. (Housing Policy 1-A)
- The Northwest and Northeast UGA Preferred Alternative maps identify low, transitional, and medium residential densities, as well as neighborhood commercial, which shall correspond to the following Comprehensive Plan and zoning designations:

  - Low – Urban Low Density Residential (R1-15)
  - Transitional – Urban Low Density Residential (R1-10 and R1-7.5)
  - Medium – Urban Medium Density Residential (R1-5)
  - Neighborhood Commercial – Commercial (Convenience Commercial)
- Consistent with the Northwest UGA Preferred Alternative Map, the City shall:
  - achieve an average density of 4.8 dwelling units per acre (du/acre);
  - focus low-density residential development (2 to 3 du/acre) around existing large-lot residential development in order to minimize impacts to existing homes;
  - concentrate medium density (6 to 9 du/acre) along Crown Road, Southeast 23rd Street, and the proposed east-west roadway; and
  - use transitional density (4 to 6 du/acre) as a buffer between low and medium density zones.
- Consistent with the Northeast UGA Preferred Alternative Map, the City shall:
  - achieve an average density of 4.3 du/acre;
  - focus low-density residential (2 to 3 du/acre) Southeast of Lawton Road and along Saint Clair Road with local street access;
  - concentrate medium density (6 to 9 du/acre) adjacent to the commercial node and along Lawton Road; and
  - use transitional density (4 to 6 du/acre) as a buffer between medium density and existing neighborhoods.
- Allow flexibility to create higher density uses along transportation corridors
- Consistent with the Comprehensive Plan, target 75 percent of all housing units within the Northwest and Northeast UGAs as single-family detached. (Housing Policy 1-B)
- Consistent with the Draft Comprehensive Plan, Housing Goal 4, the City will encourage housing that takes advantage of the natural features of the landscape in order to encourage views and promote energy efficiency
- To protect territorial views from the Northwest and Northeast UGAs to the north and to protect views from the Northwest UGA to the south and east of the Columbia River and Columbia Gorge National Scenic Area River Gorge, the City will encourage the development of new public parks, trails, and open space to protect view corridors. The primary goal is to protect view corridors from public vantage points. The City may evaluate the feasibility of view corridor protection along public rights-of-way through regulatory techniques, such as stair-stepping building height along transportation corridors or transferring development rights in exchange for conservation easements. (Housing Policy 4-A)
- Consistent with Goal 5 of the Comprehensive Plan, the City will encourage innovative new development within both UGAs and will provide for Planned Unit Developments (PUD) (Housing Policy 5A). A PUD must not only set aside public and private open space but each PUD must also provide up to 15 percent of the net

developable area of a PUD for recreational areas, such as trails and active-use parkland.

- Housing development that is adjacent to the commercial nodes shall provide yard setbacks, landscaping, buffering and screening consistent with the B3-High Screen Buffer standards in Chapter 18.48 of the Washougal Municipal Code (WMC).
- Where residential districts are adjacent to each other and not separated by a developed public right-of-way, public parks, or public trails, lot sizes in higher-density districts adjacent to the perimeter of a lower-density district shall increase incrementally. For example:
  - Where a low density zone with a 15,000-square-foot minimum lot area is adjacent to a transitional density zone with a 10,000-square-foot minimum lot area, the minimum lot area of the transitional-density lots adjacent to the low-density zone shall be 12,500 square feet.
  - Where a transitional-density zone with a 10,000-square-foot minimum lot area is adjacent to a medium-density zone where the minimum lot area is 5,000 square feet, the minimum lot area of the medium-density lots adjacent to the transitional-density zone shall be 7,500 square feet.

1.2.2 Commercial Development

- The City will shift commercial and industrial zoning away from the Northeast and Northwest UGAs, except for smaller neighborhood commercial areas. Consistent with Goal 3 of the Economic Development Chapter of the Comprehensive Plan, the City shall adopt a program of interrelated strategies, policies, and regulations for the purpose of enhancing a mix of commercial and residential uses in downtown Washougal.
- In the Northwest UGA the City will focus neighborhood commercial development (approximately 6 acres) at the intersection of Southeast 23rd Street and Crown Road. This commercial area may be expanded to comprise up to 10 acres under common ownership when an applicant justifies the additional acreage through a market study. The Northwest commercial area will:
  - draw from existing residential development in Camas, and
  - include locations for public/civic uses, such as, a fire house, police station, public plaza, community building, and similar uses.
- In the Northeast UGA the City will focus a neighborhood commercial node (approximately 6 acres) with potential public/civic uses at the intersection of 352nd Street and SE 20th Street to take advantage of proximity to the existing fire station to the north and to serve local residents. This commercial area may be expanded to comprise up to 10 acres under common ownership when an applicant justifies the additional acreage through a market study.
- The public/civic uses shall not represent less than 7.5 percent of the gross area of the commercial nodes.

- Because the commercial nodes will abut rural lands outside of the Washougal UGA and nearby public uses and because of the lower density envisioned for both UGAs, the City will adopt regulations promoting a quiet zone which limits hours of operation of all businesses in the Northwest and Northeast UGAs.
- The City shall apply the Convenience Commercial (CV) standards in WMC Chapter 18.32 until such time as the City adopts new UGA neighborhood-specific commercial lot area, setback, height, use, and design standards. Essential principles include:
  - The maximum height allowed in the commercial node shall not exceed 35 feet from average grade.
  - Ground floor residental uses are prohibited in the commercial nodes. Density may not exceed 16 units per acre.
  - Drive-through restaurants, excluding coffee stands or banking facilities, are prohibited.
  - Twenty-four-hour convenience stores and similar all-night uses are not allowed.
- Consistent with WMC Chapter 18.48, commercial nodes shall provide landscaping, screening, and buffering between the commercial and residential zones and existing uses. Landscape buffers shall not be less than the B3 – High Screen Buffer.

1.2.3 Parks, Trails, and Open Space

- The City adopted an updated Comprehensive Park, Recreation, & Trails Plan in March of 2016. The Draft Comprehensive Plan anticipates that Washougal will need a minimum of 19 acres of park and recreation land within the next 20 years. (Parks and Open Space Section 5.4) based on a level-of-service standard of 5 acres of parks per 1,000 people.
- Consistent with the Draft Comprehensive Plan, the City will identify open space corridors within urban growth areas, including lands useful for recreation, wildlife, trails, and connection of critical areas. (Parks and Open Space Goal 11)
- Parks and trails are an integral part of the overall design and development of the Northwest and Northeast UGAs. Consistent with the Draft Comprehensive Plan, the City "shall take an active role in promoting new recreation opportunities in specific areas" identified in the UGA Preferred Alternative maps. (See Parks and Open Space Policy 1-B)
- Every residential, commercial, and public development within the UGAs shall either provide park or trail facilities within the development or shall provide meaningful connectivity and opportunities to access planned parks and trails.
- Trails should be multimodal providing both recreational and transportation functions, including bicycle access. (Parks and Open Space Policy 2-D)
- Trails shall be designed and constructed consistent with the City's Engineering Standards for Public Works, Section3.18.

- The Northwest UGA preferred alternative plan will support a population of approximately 3,811 people, which would require approximately 19 acres of parkland based on the current level-of-service standard. The preferred alternative identifies approximately 19 acres of parks, as well as 19 acres of open space and trail corridors within existing powerline easements.
- Consistent with the Northwest UGA Preferred Alternative Map, future development shall:
  - identify parks of varying sizes, though not less than one-half acre to serve neighborhoods, and larger community parks;
  - provide greenways to ensure connectivity to existing trails as well as through neighborhoods and to proposed parks and public spaces;
  - use existing power and gas easements for open space and trail connections; and
  - retain steep slopes and critical areas as open space and provide trail connectivity where topography makes roadway connections impractical.
- The Northeast UGA preferred alternative plan will support approximately 2,149 people, which would require approximately 10.75 acres of parkland based on the current level-of-service standard. The preferred alternative identifies approximately 6 acres of parks, as well as a significant amount of open space within existing critical areas.
- Consistent with the Northeast UGA Preferred Alternative Map, future development shall retain steep slopes and critical areas as open space and provide trail connectivity where topography makes roadway connections impractical.

1.2.4 Utilities

- Consistent with the Comprehensive Plan, future public and private utilities shall minimize impacts on adjacent properties and the natural environment. (Utilities – Goal 2)
- All utility lines shall be placed underground.
- Where feasible, trails shall be located within existing and future utility corridors.
- The City should encourage low-impact stormwater management strategies in future development.

1.2.5 Transportation

- The City shall update the City of Washougal Transportation Capital Facilities Plan, dated March 2016, to reflect changes to the future transportation system resulting from adoption of the Washougal UGA Preferred Alternative maps.
- All streets shall be designed and constructed consistent with "Chapter 3 Streets City of Washougal Engineering Standards for Public Works Construction," dated August 2005, or as amended.

- Bicycle lanes or trails are an integral component of the City's transportation system and shall connect developments within the UGA, and shall connect the UGA to existing and future City transportation links, where feasible.
- The City shall modify the "Bicycle and Pedestrian Circulation Plan" to reflect adoption of the UGA Preferred Alternative Maps.
- The City is encouraged to consider integrating "smart autonomous transportation" concepts into collector and arterial streets within the UGA and elsewhere.
- Streets lights shall be dark sky compatible and use LED lamps.

1.3 Design Principles

1.3.1 Residential Development

- The City shall identify and adopt a "palette" of architectural and landscape design performance standards for new residential development within each UGA to assure quality design. Until such UGA-specific standards are adopted, residential neighborhood design standards should consider the following:
  - No dwelling may have the same front facade as any other dwelling within 200 linear feet on either side of the street, as measured from the nearest point of the subject property lines.
  - Facades must be substantially different beyond simple mirrored plans or shifting garage or window locations.
  - Street-facing front facades shall include combinations of architectural variety, such as front porches, dormers, gables, bay windows, hipped or pitched roofs, orientation of the primary roofline, or other such architectural features that substantially differentiate house facades.
  - If a rear facade is visible from a public right-of-way and no buildable lot is fully between the nearest point of the rear property line of the subject property and the nearest point of a public right-of-way or a private street, the rear facade shall also comply with the residential neighborhood design standards.
  - Where houses are served by alleys, all garages and on-site parking shall be accessible from the alley, and the facade of the house facing the public street shall be designed as the front of the house, including, but not limited to, a primary building entrance consisting of inward swinging door(s), porch(es), window(s), and pathway(s) to the public sidewalks.
  - Each single-family residence shall contain a porch or covered entry area for the primary entrance facing or accessible from the public or private street serving the residence.
  - Garages may not project beyond the front plane of a dwelling.

1.3.2 Commercial Development

- The City shall identify and adopt a palette of architectural and landscape design performance standards for new commercial development within the Northwest and

Northeast UGAs to assure quality development. Until such UGA-specific standards are adopted, non-residential development standards should consider the following:

- Using the Town Center design standards and guidelines in WMC 18.35.070 relating to sites, buildings, and signs, as a starting point for developing a design palette.
- The scale, bulk, and appearance of a nonresidential building facade shall be designed to minimize monolithic or monotonous walls facing residential uses.
- The ground floor of building facades facing streets shall have at least 50 percent of the total wall area in permeable surfaces (windows, pedestrian entrances, open shops).
- Buildings with frontages greater than 50 linear feet shall vary the building line and create offsetting walls, awnings, arcades, modulated wall textures, climbing landscaping materials, and other features that break down the scale of the wall.
- Buildings shall integrate awnings, overhangs, or other rain protection features when abutting pedestrian amenities.
- The exterior finish of buildings shall not be corrugated metal or vertical jointed wood siding (TI-11).
- Sign lighting shall be indirect, that is, no backlit, flashing or neon illumination.
- Primary building entrances shall be oriented toward a public street and pedestrian facilities.
- Buildings on corner lots shall be located on the street corner with building frontages on both streets and primary entrances oriented toward the intersection. If no buildings are located at street corners, pedestrian plazas and amenities shall provide a focus for the area.
- Parking, driveways, or auto maneuvering areas shall not separate the primary face of the building (front entry face) from the abutting street.
- Provide accessible spaces for public civic interaction using pedestrian plazas, street furniture and public open spaces.