



**CITY OF WASHOUGAL
CITY COUNCIL WORKSHOP
Monday, March 24, 2025
5:00 PM**

MEETING INFORMATION

Please click the link below to join the webinar:

<https://us02web.zoom.us/j/87432227784>

- I. CALL TO ORDER**
- II. ROLL CALL**
- III. PUBLIC COMMENTS**
- IV. NEW BUSINESS**
 - A. JOINT Planning Commission – Comprehensive Plan Land Use Alternatives Discussion**
- V. REPORTS AND COMMUNICATIONS**
 - A. CITY MANAGER**
 - B. MAYOR**
 - C. CITY COUNCIL**
- VI. ADJOURNMENT**

UPCOMING MEETINGS: Monday, April 14, 2025 - Workshop at 5:00 PM and Council at 7:00 PM

[MEET_FOOT]

BUSINESS OF THE CITY COUNCIL

City of Washougal, Washington

FOR AGENDA OF:

3/24/2025

SUBJECT:

JOINT Planning Commission – Comprehensive Plan Land Use Alternatives Discussion

DEPT. OF ORIGIN:

Community Development

REVIEWED AT:

Community Advisory Committee: January 8, 2025

Joint City Council & Planning Commission Workshop: January 27, 2025

City Council Workshop: February 10, 2025

Planning Commission Work Session: February 11, 2025

TO BE RETURNED TO COUNCIL:

Yes

ATTACHMENTS:

1. Washougal Land Use Alt. Discussion
2. Washougal Onward CC-PC Meeting (03-24-2025)

EXPENDITURE REQUIRED:	BUDGETED:	APPROPRIATION REQ'D:
\$0.00	\$0.00	\$0.00

SUMMARY STATEMENT

The City of Washougal is updating its Comprehensive Plan. The Comprehensive Plan is a 20-year roadmap guiding how the community will grow. The update, required by the Washington Growth Management Act (GMA), must address key state requirements including jobs, future land use throughout the community, housing for all segments of the population, and climate change. For this periodic update, Washougal must plan for the following through the year 2045:

* 6,724 new residents

* 3,735 new housing units

Between 2,100 - 2,520 new jobs There are three recent changes to state law that require the City to plan for housing that meets the needs of the entire community. The City must:

1. Allow up to two middle housing units on each residential lot,
2. Increase the number of accessory dwelling units (ADUs) per residential lot from one to two, and
3. Plan for and accommodate housing for all income levels.

Following engagement with the community, City officials and staff, the City developed two land-use alternatives that can meet the required population, housing, and job needs. These alternatives have been shared with city officials and the community to allow for public review and comment in an open house as well as Planning Commission and City Council meetings.

The attached "Washougal Land Use Alternatives" details the analysis performed for each alternative, including an infrastructure assessment for each, as well as the project team's recommendation.

RECOMMENDED ACTION

As detailed in the attached "Washougal Land Use Alternatives" memo, both land-use alternatives achieve the required population, housing and job allocations required for this periodic update. The utility serviceability assessments revealed that there are no significant differences between the alternatives specific to water, sewer or stormwater infrastructure needs.

The transportation network assessment indicates that Alternative 1 is preferred given that it produces less traffic on 32nd Street, reducing the probability of capacity issues on that roadway.

Finally, community feedback received through this process reflects a strong preference for Alternative 1. For these reasons, the project team recommends the City adopt Alternative 1 as the Preferred Alternative Land Use Map.

Washougal Land Use Alternatives

INTRODUCTION

The City of Washougal is updating its Comprehensive Plan. The Comprehensive Plan is a 20-year roadmap guiding how the community will grow. The update, required by the Washington Growth Management Act (GMA), must address key state requirements including jobs, future land use throughout the community, housing for all segments of the population, and climate change. For this periodic update Washougal must plan for the following through the year 2045:

- 6,724 new residents
- 3,735 new housing units
- Between 2,100 - 2,520 new jobs

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Following engagement with the community, City officials and staff, the City developed two land use alternatives that can meet the required population, housing, and job needs. These alternatives have been shared with city officials and the community to allow for public review and comment in an open house as well as Planning Commission and City Council meetings.

LAND USE ALTERNATIVES

ALTERNATIVE 1

Alternative 1 largely maintains existing zoning throughout the City including implementing zoning as part of the Northeast and Northwest Urban Growth Area Subarea plan approved by the City following the last periodic update process in 2015. This alternative promotes a mix of uses in the town center and along the waterfront, with emphasis on housing in these areas. Specifically, Alternative 1 assumes development within the Town Center (TC-Core, TC- East Village, TC- West Village) districts will be comprised of 60% residential uses and 40% employment uses. In Commercial districts (Community Commercial, Highway Commercial and Convenience Commercial), housing and employment are assumed to be evenly split, with 50% of vacant land developed for each.

To evaluate the implications of both middle housing and accessory dwelling unit (ADU) regulations on the land use alternatives, a rate of development was established for both vacant and developed lots within the City. For middle housing on vacant land, the

development rate varies by residential zone: R1-5 has 10 lots per 100, R1-7.5 has 8 lots per 100, R1-10 has 4 lots per 100, and R1-15 has 2 lots per 100. Each of these lots is expected to have two middle housing units, with 60% of these units being affordable at 80% AMI or below. In developed areas, the assumption is that three middle housing units will develop for every 100 existing occupied detached units, with two units per occurrence.

Similarly, for ADUs on vacant land, the development rate varies by zone, with R1-5 having 8 lots per 100, R1-7.5 seeing 6 lots per 100, R1-10 seeing 4 lots per 100, and R1-15 seeing 2 lots per 100. One ADU is expected per lot, with 75% of these units being affordable at 80% AMI or below. In developed areas, the assumption is that 2 ADUs will develop per 100 existing detached units, with one ADU per lot, and 75% of these units being affordable at 80% AMI or below.

ALTERNATIVE 2

Zoning proposed with this alternative is largely consistent with Alternative 1 with the exception of a portion of the Northeast Urban Growth Area where a mixed use center is proposed. The mixed-use center includes a mix of zoning for medium-density single-family, multifamily, and commercial areas. Alternative 2 puts greater emphasis on employment uses over residential uses in the Town Center and Commercial districts within the city because the Northeast Urban Growth Area provides some capacity for additional residential units. Specifically Alternative 2 assumes development within the Town Center (TC-Core, TC- East Village, TC- West Village) districts will be comprised of 40% residential uses and 60% employment uses. In Commercial districts (Community Commercial, Highway Commercial and Convenience Commercial), its assumed that 25% will develop with residential uses and 75% with employment uses.

This alternative proposes a higher rate of development for both middle housing and ADUs than Alternative 1. For middle housing on vacant land, the development rate is higher, with R1-5 seeing 12 lots per 100, R1-7.5 seeing 10 lots per 100, R1-10 seeing 7 lots per 100, and R1-15 seeing 5 lots per 100. Each of these lots is assumed to have three middle housing units, with 60% of them affordable at 80% AMI or below. In developed areas, 2.5 middle housing units are expected to develop for every 100 existing detached units, with an additional two units per occurrence.

For ADUs on vacant land, the development rate is also higher in Alternative 2, with R1-5 seeing 12 lots per 100, R1-7.5 seeing 10 lots per 100, R1-10 seeing 7 lots per 100, and R1-15 seeing 5 lots per 100. Each lot is assumed to have one ADU, with 75% of them affordable at 80% AMI or below. In developed areas, 4 ADUs are expected to develop for every 100 existing detached units, with one ADU per lot, and 75% of these units will be affordable at 80% AMI or below.

CALCULATING CAPACITY

To evaluate capacity of each land use alternative, the project team applied both housing density assumptions and job density assumptions to vacant, buildable land within the City limits and existing Urban Growth Area. For employment, a job density of 9 jobs per acre was applied to lands zoned as Heavy Industrial (HI), and 20 jobs per acre was applied to Commercial and Town Center zoned land.

To account for middle housing and ADU development anticipated in residential zones (R-Zones), the base density was increased to be consistent with projected rates of development assumed in each alternative discussed above. Table 1 provides a comparison of the base density assumptions in the existing land use plan (without middle housing or ADU assumptions) with the assumptions for both alternatives.

Table 1: Land Use Capacity Assumptions

	Zoning District	Existing Land Use Plan	Alternative 1	Alternative 2
Commercial/ Town Center Zones	Town Center Districts (TC-C, TC-WV, TC-EV)	No Mix Assumed	60% housing 40% employment	40% housing 60% employment
	Commercial Districts (CC, CH, CV)	No Mix Assumed	50% housing 50% employment	25% housing 75% employment
Residential Zones	R1-5	8.7 units per acre	12 units per acre	13 units per acre
	R1-7.5	5.8 units per acre	8 units per acre	9 units per acre
	R1-10	4.3 units per acre	5 units per acre	6 units per acre
	R1-15	2.9 units per acre	4 units per acre	4 units per acre
	AR-16	16 units per acre		
	AR-22	22 units per acre		
Industrial Zones	Heavy Industrial (HI)	No housing		

Table 2: Projected Land Capacity

	Alternative 1	Alternative 2
New Jobs	1,622	2,007
New Housing Units	5,998	6,484

It should be noted that Clark County also allocated the City 504 jobs that do not require land, including work-from home, government and construction related positions. These jobs would be in addition to jobs based upon land capacity reflected in Table 2.

INFRASTRUCTURE ASSESSMENT

Following development of the land use alternatives, the project team conducted infrastructure assessments to determine if the existing and planned systems could support the anticipated land use assumptions in each alternative. This assessment provides value in two ways: first, by identifying if there are serviceability challenges that would warrant updates to the associated capital facility plan or changes in the land use alternatives and; also, by identifying whether one alternative presents more service gaps than the other which could assist the City with selection of a preferred land use alternative. The project team conducted these assessments for water, sewer, stormwater and transportation infrastructure. The outcomes of these assessments are provided below.

WATER

The water system assessment evaluated projected growth anticipated in each land use alternative relative to the growth rate and projections within the existing Water System Plan. The current Water System Plan, adopted in 2021, addresses capital planning for development through 2039, while the land use alternatives will extend the planning period through 2045. The assessment revealed that the growth anticipated in either land use alternative aligns with the assumptions and projections in the current Water System Plan. Ultimately, the assessment concluded that the water system has sufficient capacity to meet the long-term needs of the city and can accommodate growth projected in either land use alternative. The City will need to update the Water System Plan at its statutory review period in 2031 to address capital planning between 2039 and 2045.

The project team concluded that there is not a discernable difference in water system needs to accommodate the growth in either land use alternative.

SEWER

The sanitary sewer system assessment evaluated the projected growth rate and density assumptions for land uses in each alternative for the year 2045 relative to the growth rate and density assumptions within the existing General Sewer Plan which has a planning horizon of 2040. The assessment concluded that both alternatives result in a greater number of equivalent residential units (ERUs) at buildout compared with the current plan and are expected to increase the size of gravity sewers that are required to serve undeveloped areas. The assessment also revealed that the projected population growth to 2045 will result in a decrease in growth rate assumptions in the plan. As a result, the timing of capital improvements is expected to be slower than anticipated in the current plan.

The project team concluded that there is not a significant difference between alternatives, and both would have a similar effect on the sewer system.

STORM WATER

The stormwater assessment considered implications for development of vacant land as well as the potential implications of middle housing and ADU construction within existing development for each alternative. The assessment concluded that the increased density on vacant or undeveloped land presented in either alternative would have an insignificant impact on the existing stormwater system and Stormwater Master Plan citing that stormwater mitigation will continue to be addressed at a project level. Additionally, the assessment noted that the potential increase in density and ADU construction on developed lands (in both alternatives) could have an impact on the capacity of existing stormwater infrastructure based upon the City's existing permitting thresholds for stormwater management. Different options are available to address the potential impact of increased density in developed areas and will be discussed as the project advances and updates to the Stormwater Master Plan are considered.

The project team concluded that there is not a discernable difference in stormwater management or potential impacts to existing stormwater facilities between the two alternatives.

TRANSPORTATION

To evaluate possible traffic impacts each land use alternative would have on the transportation network, Washougal was divided into travel sheds which represent areas of town which have similar access points to other areas of town and interact with the arterial network in similar ways. Each travel shed has unique characteristics and potential for future development based upon the assumptions within each land use alternative. Existing and projected traffic was evaluated in these travel sheds to evaluate trip rates at full build-out of either alternative.

The assessment revealed that there is little difference between the two alternatives with the exception of downtown and the upper reaches of 32nd Street. This is due to the higher concentration of housing in the downtown with Alternative 1, versus the higher density housing in the Northeast Urban Growth Area proposed with Alternative 2. When considering the existing roadway network, the downtown travel shed is better equipped to manage increased traffic from new growth due to the multiple east-west and north-south connections through the travel shed. Conversely, development in the upper 32nd Street area including the Northeast Urban Growth Area would most likely be funneled to 32nd Street resulting in greater congestion along that roadway.

If all housing units contemplated in each alternative were built, it would necessitate widening of 32nd Street or building an alternative route to access SR-14. It is important to note that this assessment is based upon a housing unit capacity that exceeds the housing unit allocation from Clark County of 3,735 new housing units, established for this periodic update cycle. If the required new housing units are distributed among the various travel

sheds proportionate to vacant land availability, it does not appear any individual travel shed will require significant roadway improvements in either land use alternative. However, the City of Washougal should implement traffic impact analysis requirements and other measures capable of monitoring the traffic conditions in the Upper 32nd Street travel shed.

COMMUNITY ENGAGEMENT

EVENTS

Public outreach and community engagement efforts for the Washougal 2045 Comprehensive Plan Update have been robust, gathering community input through multiple channels. Specific engagement opportunities that assisted with the development and evaluation of the land use alternatives are summarized below.

- **Washougal Onward Community Survey.** The survey was launched in October 2024 and collected input from 109 community members on issues like economic growth, housing, and transportation.
- **Comprehensive Plan Carnival.** The carnival, an open house style event, was held on November 16, 2024, at the Port of Camas-Washougal. This was a key, interactive event that drew 210 attendees and provided a platform for residents to share their perspectives on various Comprehensive Plan update topics such as land use, housing, parks and recreation, shorelines and critical areas, transportation, and climate change and resiliency.
- **Land Use Alternatives Open House and Virtual Comment Period.** The City held the open house event on February 24, 2025, at the Washougal Senior Center. The event provided an opportunity for the public to learn about key components of the alternatives and discuss them with the project team. The event drew 82 attendees, with 15 attendees submitting written comments at the event. The alternatives were also posted on the project webpage along with other related materials to provide individuals an opportunity to review and provide feedback on the alternatives being considered for the city's growth. The alternatives were available for public comment from February 24th through March 12th.

These efforts, combined with the engagement of the Community Advisory Committee (CAC), city staff, as well as the City Council and Planning Commission have provided valuable insights as the alternatives took shape and were evaluated.

FEEDBACK

A total of 73 comments regarding the land use alternatives were submitted to the City, with 15 being collected at the Land Use Alternatives open house and an additional 58 submitted



through the website. Respondents were asked to share their thoughts regarding where the City should focus growth, if another high-density center is needed, and to identify their preferred land use alternative. Of the comments received, 39 selected Alternative 1, and 14 selected Alternative 2, with the remaining 20 who did not pick an alternative. Some common themes in support of each alternative are provided below.

Alternative 1

- Focuses growth on areas with existing infrastructure and services including the city center and existing commercial corridors,
- Utilizes the downtown and waterfront to create a vibrant community hub,
- Preserves more of the small town feel by limiting dense development at the periphery of the city.

Alternative 2

- Supports more affordable housing by providing more high-density housing options,
- Provides more mixed-use development and employment opportunities.

Other comments received reflect a general concern about balancing growth with community character and livability including:

- Utility serviceability and maintenance,
- Traffic congestion,
- Environmental impacts including deforestation,
- Housing affordability and diversity,
- Support for local business.

These themes reflect the community's diverse perspectives on how to manage growth and development in a way that balances the need for housing and economic opportunities with the desire to preserve the town's character and environment.

RECOMMENDATIONS

First and foremost, it is important to consider whether each alternative achieves the minimum population, housing and job allocations from Clark County, can be serviced by both public utilities and roadway infrastructure, and meets the goals of the community.

As detailed above, both land use alternatives achieve the required population, housing and job allocations required for this periodic update. The utility serviceability assessments revealed that there are no significant differences between the alternatives specific to water, sewer or stormwater infrastructure needs. The transportation network assessment indicates that Alternative 1 is preferred given that it produces less traffic on 32nd Street reducing the probability of capacity issues on that roadway. Finally, community feedback received through this process reflects a strong preference for Alternative 1. For these reasons the project team recommends that the City adopt Alternative 1.

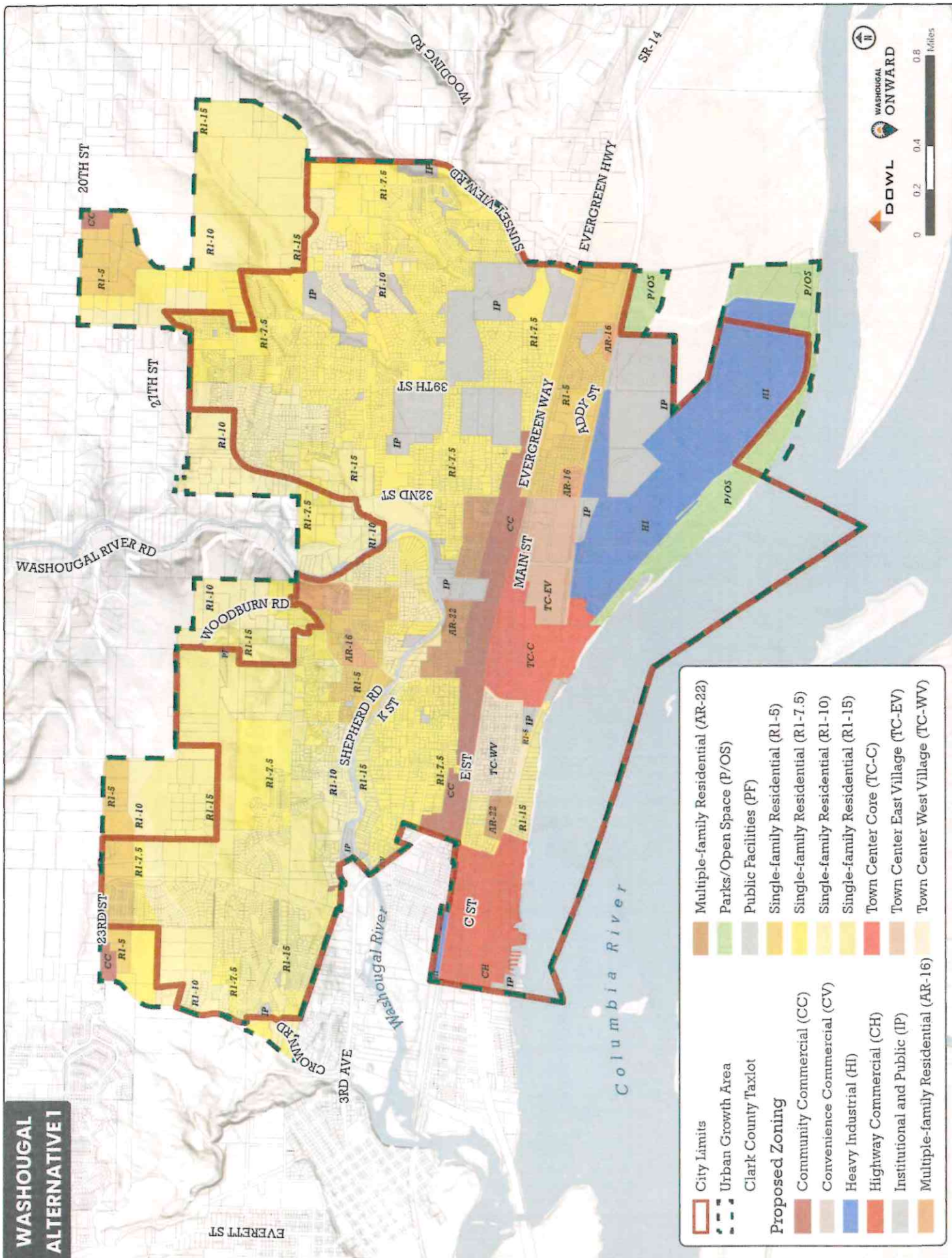
ATTACHMENTS

LAND USE ALTERNATIVE 1 MAP

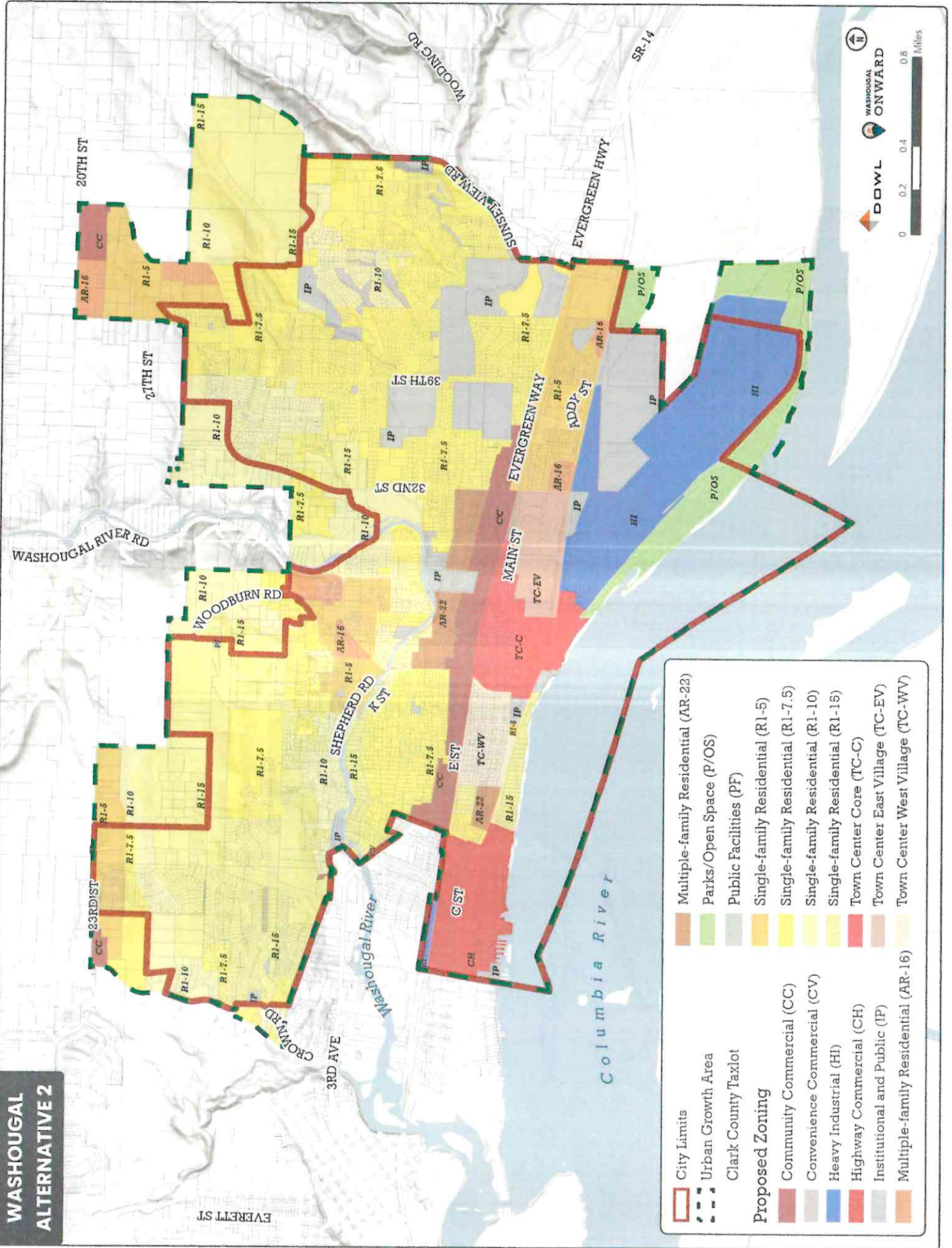
LAND USE ALTERNATIVE 2 MAP

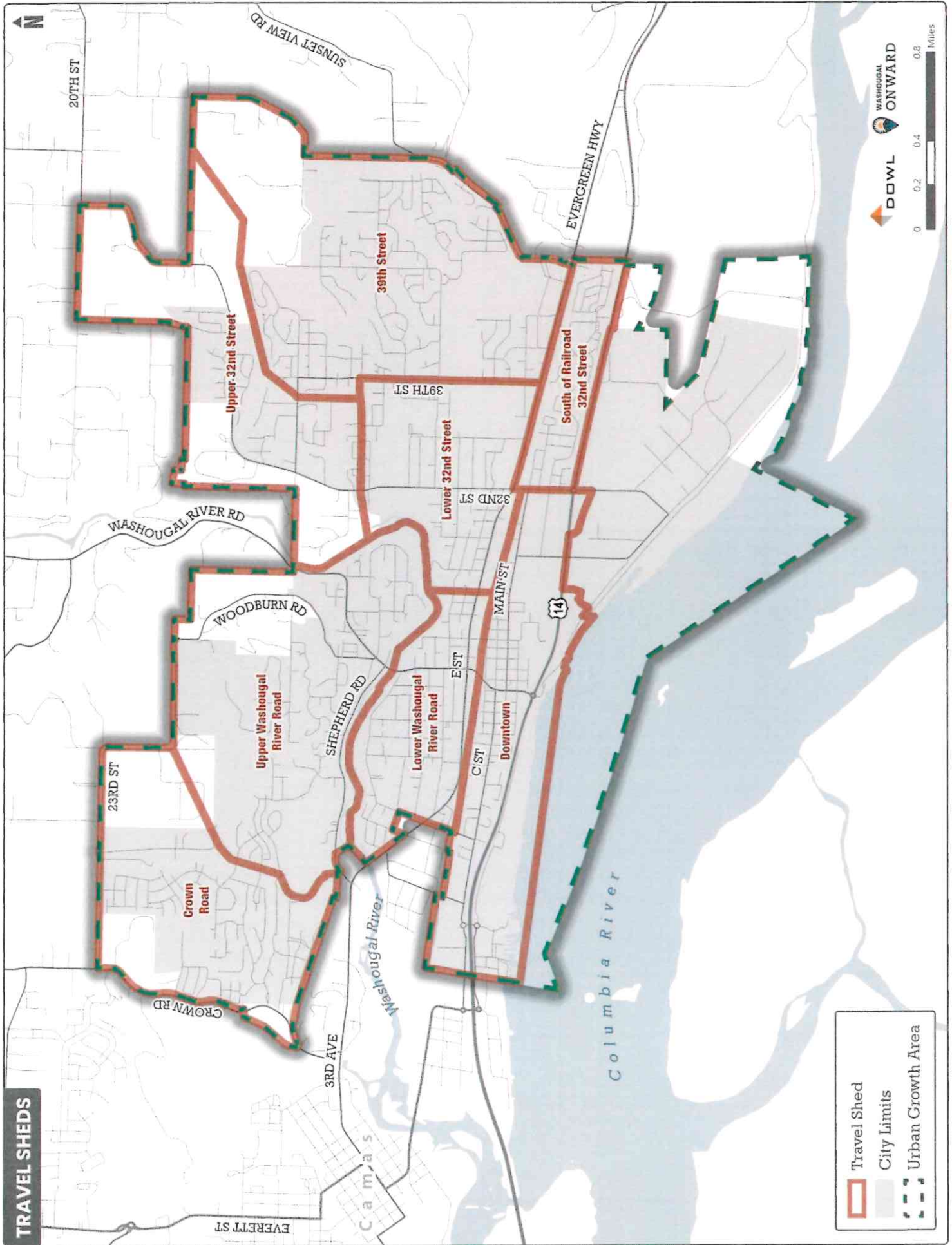
TRAVEL SHEDS MAP

WASHOUGAL ALTERNATIVE 1



WASHOUGAL ALTERNATIVE 2





City Council and Planning Commission Joint Workshop

March 24, 2025 – City Council Workshop | Presented by Jessica Herceg, DOWL
Washougal City Hall Council Chambers



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Agenda

- **Land Use Alternatives Summary**
- **Infrastructure Assessments**
- **Community Feedback**
- **Recommendation**
- **Next Steps**

Land Use Alternatives Summary



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City of Washougal

Land Use Considerations

What are we planning for by 2045?

- 24,874 residents, an increase of 6,724 new people over 2024 population
- 3,735 new housing units
 - 1,961 housing units < 80% Area Median Income (AMI)
 - 1,773 housing units > 80% AMI
- 2,100 – 2,520 new jobs
 - 1,596 – 2,016 jobs capacity on vacant land
 - 504 work-from home, government, and construction

AMI by Affordability Level*

120% of AMI = \$140,280

100% of AMI = \$116,900

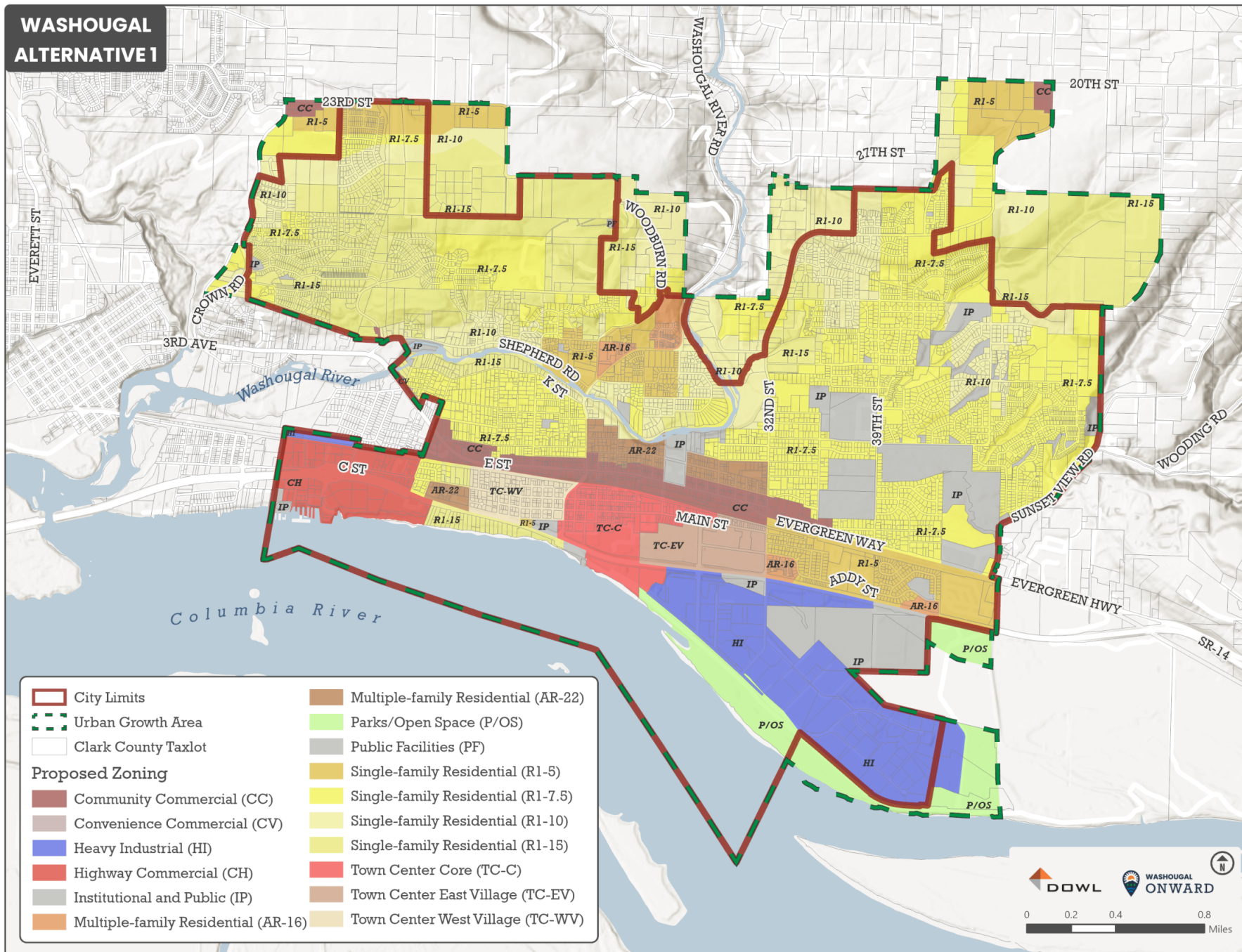
80% of AMI = \$94,400

50% of AMI = \$59,000

30% of AMI = \$35,400

* 4 Person Household

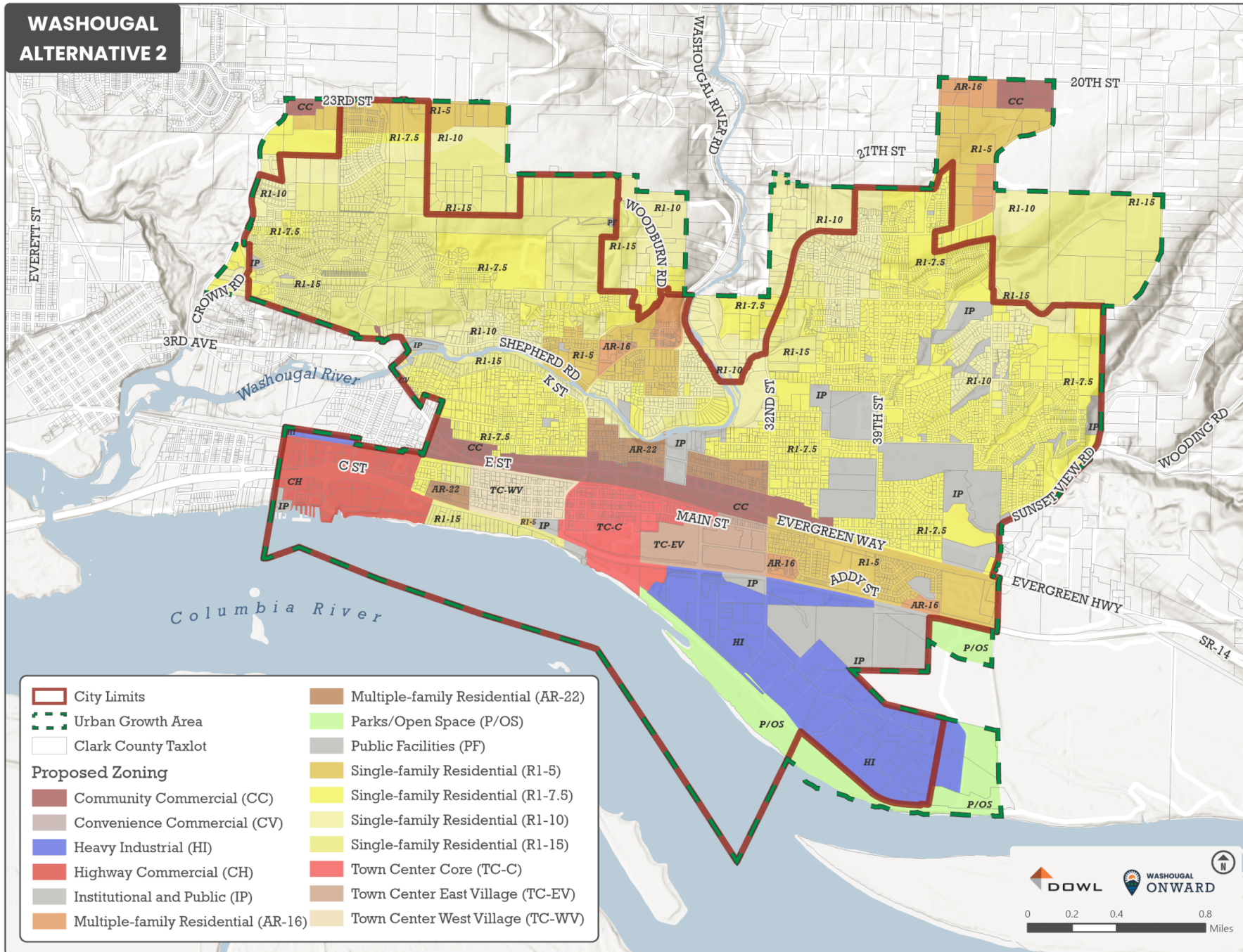
WASHOUGAL ALTERNATIVE 1



Alternative 1

- Implements the NE and NW UGA subarea zoning
- Adjusts zoning in Port to reflect new levee alignment at Steigerwald Lake National Wildlife Refuge
- Multifamily housing will occur in Commercial and Town-Center Districts
- Middle housing and ADU regulations will increase housing capacity in residential zones
- Projected capacity
 - Approximately 1,622 new jobs
 - Approximately 5,998 new housing units
 - 40% of units < 80% AMI
 - 60% of units > 80% AMI

WASHOUGAL ALTERNATIVE 2



Alternative 2

- Implements NW UGA subarea zoning recommendations
- *Proposes changes to zoning in the NE UGA*
 - *Increases land for commercial use*
 - *Adds multi-family residential land*
- Adjusts zoning in Port to reflect new levee alignment
- Multifamily housing will occur in Commercial and Town-Center Districts *but at a lesser percentage rate*
- Middle housing and ADU regulations will increase housing yield in residential zones
- Projected Capacity
 - Approximately 2,007 new jobs
 - Approximately 6,484 new housing units
 - 34% of units < 80% AMI
 - 66% of units > 80% AMI

Land Use Capacity Assumptions

	Zoning District	Existing Land Use Plan	Alternative 1*	Alternative 2*
Commercial/ Town Center Zones	Town Center Districts (TC-C, TC-EV, TC-WV)	No mix assumed	60% housing 40% employment	40% housing 60% employment
	Commercial Districts (CC, CH, CV)	No mix assumed	50% housing 50% employment	25% housing 75% employment
Residential Zones	R1-5 Zone	8.7 units per acre	12 units per acre	13 units per acre
	R1-7.5 Zone	5.8 units per acre	8 units per acre	9 units per acre
	R1-10 Zone	4.3 units per acre	5 units per acre	6 units per acre
	R1-15 Zone	2.9 units per acre	4 units per acre	4 units per acre
	AR-16 Zone	16 units per acre		
	AR-22 Zone	22 units per acre		
Industrial Zones	HI	9 jobs per acre No housing		

*Alternatives 1 and 2 reflect increased density as a result of middle housing and accessory dwelling unit legislation.

Projected Housing and Job Capacity

Alternative #1

- 1,622 new jobs
- 5,998 new housing units

Alternative #2

- 2,007 new jobs
- 6,484 new housing units

Infrastructure Assessments



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Utilities

Water

- Current Water System Plan addresses growth through 2039
- Assessment revealed:
 - Sufficient capacity is available to serve growth estimated in either land use alternative through 2045
 - The plan will need to be updated in 2031 consistent with regulatory schedule
- Conclusion: No discernable difference in water serviceability between alternatives

Sewer

- Current General Sewer Plan addresses growth through 2040
- Assessment revealed:
 - Greater number of ERU's required at build out compared with current plan
 - 2045 population projection is less than growth anticipated in the current plan which had a 2035 population projection of 26,415 people
- Conclusion: Each alternative would have a similar effect on sewer system

Utilities Continued

Stormwater

- Current Stormwater Master Plan was adopted in 2024.
- Assessment revealed:
 - Increased density on ***vacant/developable*** land will have insignificant impact on existing system or plan.
 - Mitigation is addressed at project level
 - Increased density in ***developed areas*** could impact existing systems
 - ADUs and middle housing redevelopment could fall below threshold for stormwater management
- Conclusion: No discernable difference in stormwater management or potential impacts to stormwater system between the alternatives

Transportation

- Transportation Capital Facility Plan update is underway.
 - 2024 traffic counts collected
- Travel sheds developed to analyze impacts of housing capacity of land use alternatives
- Assessment revealed:
 - Little difference in alternatives except in the Upper 32nd Street and Downtown travel sheds.
 - Alternative 1 puts more housing downtown
 - Alternative 2 puts more housing in upper 32nd Street
 - If **all** housing units are built, widening of 32nd Street or other north/south connection
 - However, actual growth rate may not trigger improvements
 - Monitoring 32nd Street corridor is recommended



Community Feedback



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City of Washougal



Community Feedback

- Open House
 - 2-hour event at Senior Center
 - 82 attendees
 - 15 written comments
- Online Public Comment Form
 - February 24th – March 12th
 - 58 comments submitted
- Which alternative do you prefer and why?

Alternative 1	Alternative 2	No Preference
39	14	20



Help Shape Washougal's Future!

The City of Washougal is considering two land use alternatives to guide future growth, and we want your input!

Visit the Washougal Onward website to review the alternatives and share your feedback.

Provide your comments online:
cityofwashougal.us/onward



Community Feedback

Alternative 1

- Focuses growth in areas with existing infrastructure and services
- Utilizes downtown and waterfront to create vibrant community hub
- Preserves more of the small town feel by limiting dense development in the UGA

Alternative 2

- Supports more affordable housing by providing more high-density housing options
- Provides more mixed-used development and employment opportunities

Other comments submitted reflect concerns including:

- Utility serviceability and maintenance
- Traffic congestion
- Environmental impacts including deforestation
- Housing affordability and diversity
- Support for local business

Recommendation



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City of Washougal

Project Team Recommendation

The project team recommends proceeding with Alternative 1.

- The alternative meets the allocations (population, housing, and jobs).
- Can be serviced by utility systems with some modification to plans.
- Can be served by infrastructure, with less of an impact to the 32nd Street corridor.
- Aligns with the majority of public feedback received.

Next Steps



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Next Steps – Land Use Alternatives

April 8th

- Planning Commission Public Hearing
- Recommendation to City Council to adopt a preferred land use alternative

April 14th

- City Council Public Hearing
- Resolution to approve local preferred land use alternative