

3 | LAND USE AND POPULATION

INTRODUCTION

The State of Washington Growth Management Act (GMA) requires, among other things, consistency between land use and utility plans and their implementation. This chapter demonstrates the compatibility of the City of Woodland’s (City) Water System Plan (WSP) with other plans, identifies the designated land uses within the existing and service area, and presents population and employment projections within the City’s planning area.

COMPATABILITY WITH OTHER PLANS AND POLICIES

To ensure that the WSP is consistent with the land use policies that guide it and other related plans, the following planning documents were examined.

- State of Washington Growth Management Act
- *2016-2036 Woodland Comprehensive Plan (Comprehensive Plan)*
- *2015-2035 Clark County Comprehensive Plan*
- *Cowlitz County Comprehensive Plan, 2017 Update*
- *2011 Clark County Coordinated Water System Plan*

Growth Management Act

The State of Washington GMA of 1990 (and its multiple amendments) defined four goals relevant to this WSP:

1. Growth should be in urban areas;
2. There should be consistency between land use and utility plans and their implementation;
3. There should be concurrency of growth with public facilities and services; and
4. Critical areas should be designated and protected.

Urban Growth Area

The majority of the City is within Cowlitz County, while a small portion is within Clark County. The GMA requires that Clark County (County) designate an Urban Growth Area (UGA) where most future urban growth and development will be directed. Cowlitz County is not required to fully plan under the GMA; however, since a small portion of the City is within Clark County, the City is required to fully plan under the GMA. In Clark County, the Countywide UGA is defined in the *2015-2035 Clark County Comprehensive Plan* and encompasses the area where this urban growth and development is projected to occur over the 20-year planning period. The current UGA is shown in **Figure 3-1**.

Consistency

The GMA requires planning consistency from two perspectives. First, it requires consistency of plans between jurisdictions. This means that plans and policies of the City and Clark County must be consistent per Revised Code of Washington (RCW) 36.70A.100. Second, the GMA requires that the implementation of the WSP be consistent with comprehensive plans (RCW 36.70A.120).

The Washington State Department of Health (DOH) 2003 Municipal Water Law also requires that water system plans are consistent with local plans and regulations. The signed Consistency Statement Checklists included in **Appendix D** from the City, Cowlitz County and Clark County Planning Departments document the determination that this WSP is consistent with their plans and regulations.

Concurrency

Concurrency means that adequate public facilities and services be provided at the time that growth occurs. For example, growth should not occur where schools, roads, and other public facilities are overloaded. To achieve this objective, the GMA directs growth to areas already served or readily served by public facilities and services (RCW 36.70A.110). It also requires that when public facilities and services cannot be maintained at an acceptable level of service, the new development should be prohibited (RCW 36.70A.110).

Critical Areas

The GMA requires that critical areas be designated and protected. Critical areas include aquifer recharge areas, wetlands, frequently flooded areas, streams, wildlife habitat, landslide hazard areas, seismic hazard areas, and steep slopes. The City has adopted development regulations identifying and protecting critical areas as required. The State Environmental Policy Act (SEPA) Checklist in **Appendix E** addresses other environmental concerns.

2016-2036 Woodland Comprehensive Plan

The City adopted its current Comprehensive Plan in 2016, and the most current version of the Comprehensive Plan was amended on July 15, 2019. The City's Comprehensive Plan is based on the following guiding principles:

- The statutory goals and regulations relating to the Washington State growth Management Act, Chapter 36.70A RCW.
- A long-term vision of how the City's citizens want Woodland to function and look as it grows over the next 20 years.
- A framework of local goals and policies to guide future development and growth.
- A projection of anticipated growth during the planning period.
- An inventory of current public services and facilities, and a projection of what changes to such services and facilities might be needed to meet the future growth of the City.

The Land Use chapter of the City's Comprehensive Plan is the City's vision of how growth and development should occur over a 20-year horizon. While the Land Use chapter goals and

policies set forth general standards for locating land uses, the Land Use Map indicates geographically where certain types of uses may be appropriate. Land use designations from the Land Use Map are shown in **Figure 3-1**.

The Land Use chapter seeks to accommodate population and employment growth while preserving the community's character and protecting environmentally critical areas. It considers the general location of land uses, as well as their appropriate intensity and density given current development trends. The Transportation and Capital Facilities and Utilities chapters ensure that new development will be serviced adequately without compromising existing levels of service, similar to the principal of concurrency as defined in the GMA. The City's WSP is reviewed and taken into consideration during the development of and subsequent revisions to the Capital Facilities and Utilities chapters of the Comprehensive Plan.

The City encompasses an area of approximately 2,494 acres or 3.9 square miles. Based on existing land use regulations and zoning, the City has sufficient land capacity to accommodate projected population and employment growth. The City's UGA outside of the City limits consists of approximately 193 acres, or approximately 0.3 square miles.

2015-2035 Clark County Comprehensive Plan

The County first adopted its Comprehensive Plan on April 27, 1961. The current version of the *2015-2035 Clark County Comprehensive Plan* was adopted in 2015, and last amended in 2019. Chapters include the following.

- Land Use
- Housing
- Rural and Natural Resources
- Environmental Element
- Transportation
- Capital Facilities and Utilities
- Parks, Recreation and Open Space
- Historic, Archaeological and Cultural Preservation
- Economic Development
- School Element
- Community Design
- Annexation
- Shoreline Master Program
- Procedural Guidelines

The Clark County *Comprehensive Plan* was designed to reflect the uniqueness of Clark County and seeks to preserve those qualities that make the county so unique, such as its rich culture, history, and peoples. The Clark County *Comprehensive Plan* guides development and designates Land Use in unincorporated Clark County. County Land Use inside the City's water service area is shown in **Figure 3-1**; the *Comprehensive Plan* can be referenced for Clark County Land Use outside the City's water service area.

Cowlitz County Comprehensive Plan, 2017 Update

Cowlitz County first adopted its Comprehensive Plan on November 1, 1976. The current version of the *Cowlitz County Comprehensive Plan* was updated in 2017. Chapters include the following.

- Natural Environment and Resources
- Land Use
- Parks, Trails and Recreation
- Transportation and Circulation
- Public Services, Facilities, and Utilities
- Implementation
- Mapping

Cowlitz County's plan is focused on nine guiding principles, as follows.

1. Support individual and property rights.
2. Maintain and strengthen Cowlitz County's unique qualities.
3. Support a diverse and growing economy.
4. Advocate for water rights.
5. Prioritize commitment to public safety.
6. Facilitate recreational access to natural areas.
7. Extend parks and recreational opportunities for a range of ages and needs.
8. Provide County services in an efficient and timely manner consistent with the Comprehensive Plan.
9. Promote a multi-model transportation network.

Cowlitz County's *Comprehensive Plan* guides development and designates Land Use in unincorporated Cowlitz County. Cowlitz County Land Use inside the City's water service area is shown in **Figure 3-1**; the *Cowlitz County Comprehensive Plan* can be referenced for Cowlitz County Land Use outside the City's water service area.

Clark County Coordinated Water System Plan

The *Clark County Coordinated Water System Plan* (CWSP), initially developed in 1983, was developed under direction from the governing boards of Battle Ground, Ridgefield, La Center, Yacolt, Clark Public Utilities, and Clark County, all of whom make decisions or participate in decision making about water service in northern urban areas, rural centers, and other developing portions of the Clark County. Growth management plans have generally limited urban development to areas within and adjacent to the incorporated communities.

The purpose of the CWSP is to assist the area's water utilities in establishing an effective process for planning and developing public water systems and restricting the proliferation of small public water systems. The CWSP accomplishes this by establishing service area boundaries, minimum design standards, service review procedures, appeals procedures, long-term regional water supply strategies, and a satellite system management program. As can

be seen in the following sections of this WSP, the City has established policies, design criteria, and goals that meet or exceed the requirements and goals of the CWSP.

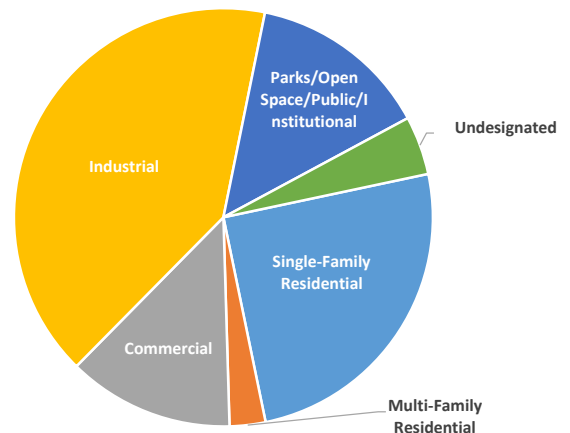
LAND USE

The existing retail water service area includes the majority of the current City limits and a small area of unincorporated Cowlitz County, for a total of approximately 4.2 square miles. The Land Use Map for the water service area, **Figure 3-1**, guides development and can be used to forecast future demands. Land use outside the City to the southeast is designated by Clark County, and land use outside of the City to the northwest is designated by Cowlitz County, as shown on **Figure 3-1**.

Approximately 27.9 percent of the area within the current water service area is designated for residential use, with 25.1 percent being single-family residential use and 2.8 percent being multi-family use, as indicated in **Table 3-1**. Approximately 12.8 percent of the water service area is designated for commercial use; approximately 40.8 percent is designated for industrial use; approximately 13.9 percent is designated for parks/open space/public/institutional use; and approximately 4.5 percent is undesignated.

Table 3-1
Land Use Inside Water Service Area

Land Use Type	Acres	% of Total
Single-Family Residential	675	25.1%
Multi-Family Residential	74	2.8%
Commercial	345	12.8%
Industrial	1,097	40.8%
Parks/Open Space/Public/Institutional	375	13.9%
Undesignated	122	4.5%
Total	2,688	100.0%



POPULATION

Household Trends

The City's residential areas are comprised largely of single-family residences. In 2019, the Office of Financial Management (OFM) estimated that 1,470 housing units, or 62 percent of the total 2,359 units within the City limits, were single-family detached homes. Approximately 597 housing units, or 25 percent of the total, had 2 or more units, and approximately 292 housing units, or 12 percent of the total, were mobile homes or other special housing units.

According to the City's 2016 Comprehensive Plan, the average household size in the City was 2.77 persons in 2014. The U.S. Census Bureau reported the average number of people per household in 2010 was 2.74 for owner-occupied housing units and 2.85 for renter-occupied units. The average household size in unincorporated Clark County was 2.83 persons per household, and 2.64 persons per household in unincorporated Cowlitz County.

Historical and Future City Population

The City has experienced a variety of population growth since 2000; the changes in the growth rate of the City are largely due to the economy. The City experienced a dramatic population increase, a growth rate of approximately 7 percent, in the mid-2000s due to the housing boom in Clark County and the Pacific Northwest. During the 2008 to 2010 “Great Recession,” the national and regional economy experienced rapid compression and the City’s population growth rate relaxed accordingly to a growth rate of approximately 2 percent. The population of Clark County and Cowlitz County increased by approximately 15 percent and 6 percent, respectively, from 2010 to 2017 based on OFM estimates. **Table 3-2** illustrates the historical population growth within the City limits since 1990. The sources of the historical population numbers are the decennial census and OFM intercensal estimates.

Table 3-2
Population Trends within the City Limits

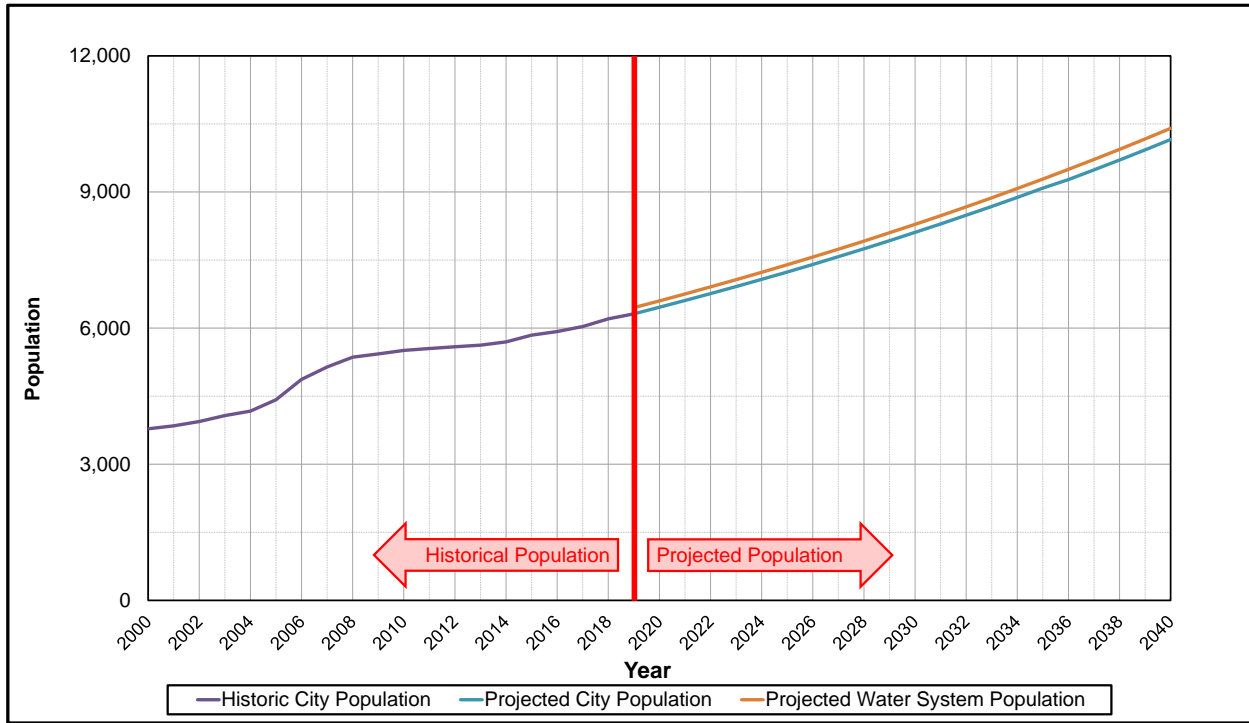
Year	Population
1990	2,500
1995	3,104
2000	3,780
2005	4,420
2010	5,509
2011	5,550
2012	5,590
2013	5,625
2014	5,695
2015	5,845
2016	5,925
2017	6,035
2018	6,205
2019	6,315

Projected future growth for the City and water system is shown in **Table 3-3**. Projections are based on the City’s existing population for 2019 as reported by the OFM, and population projections for 2036 from the City’s Comprehensive Plan. Projected population for intermediate years was calculated by assuming a uniform population growth rate between data points. Projected population beyond 2036 is calculated assuming that the 2019 to 2036 population growth will continue at the same rate. The total City population is expected to experience an average annual growth rate of approximately 2.3 percent, as stated in the City’s Comprehensive Plan, between 2019 and 2040. Population projections for the City and the UGA are displayed in **Chart 3-1**.

**Table 3-3
Population Projections**

Year	City Population	Water System Population
Existing Population		
2018	6,205	6,308
2019	6,315	6,315
2020	6,460	6,460
Projected Population		
2021	6,609	6,753
2022	6,761	6,909
2023	6,916	7,068
2024	7,075	7,230
2025	7,238	7,396
2026	7,405	7,567
2027	7,575	7,741
2028	7,749	7,919
2029	7,927	8,101
2030 (+ 10 years)	8,110	8,287
2031	8,296	8,478
2032	8,487	8,673
2033	8,682	8,872
2034	8,882	9,076
2035	9,086	9,285
2036	9,274	9,498
2037	9,487	9,717
2038	9,706	9,940
2039	9,929	10,169
2040 (+ 20 years)	10,157	10,403

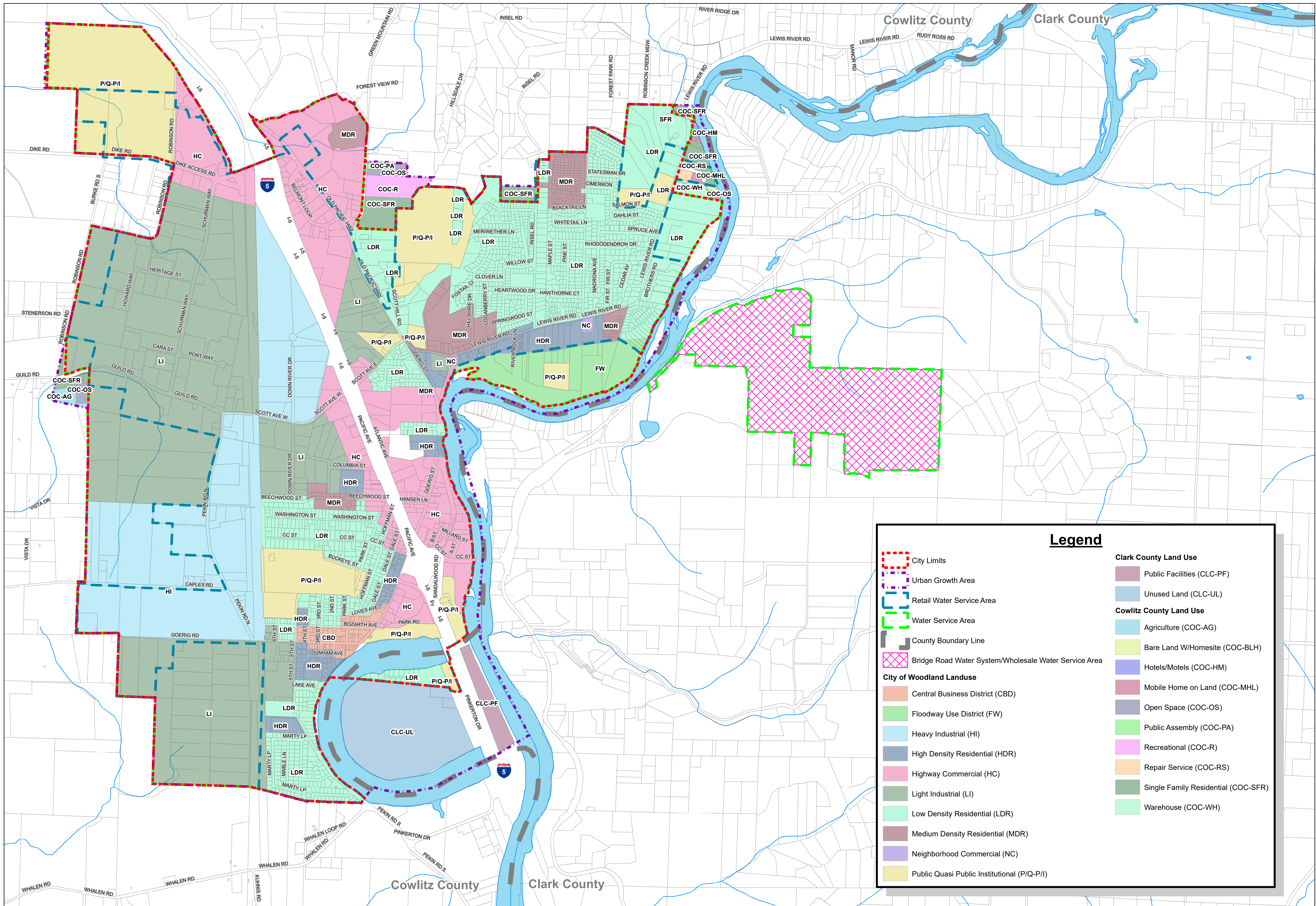
**Chart 3-1
Population Projections**



Water System Population

The actual number of people served by the City’s water system is different than the population of the City limits. The City does serve some customers outside of the City limits and does not serve some customers within the City limits. The number of residential connections for 2018 was used to estimate the water system population. Multiplying the number of 2018 single-family residential connections (1,745) and the number of multi-family units (523) by OFM estimates of the average household size of owner-occupied residences and renter-occupied residences, respectively, yielded a sum of approximately 6,308 people served by the City’s water system, as shown in **Table 3-3**. The water system population calculated for 2018 was then projected to the end of the planning period, 2040, using the same growth rate of 2.3 percent used in the City’s *Comprehensive Plan*, as shown in **Table 3-3** and **Chart 3-1**.

These population projections, along with historical per capita water use data presented in **Chapter 4**, form the basis for determining future water demands for the City’s water system.



This map is a graphic representation derived from the City of Woodland Geographic Information System. It was designed and intended for City of Woodland staff use only; it is not guaranteed to survey accuracy. This map is based on the best information available on the date shown on this map.

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Vicinity Map



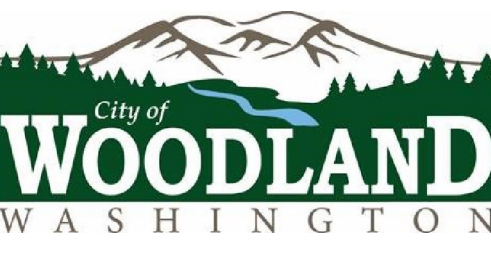
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**Figure 3-1
Land Use Map
City of Woodland
Water System Plan**

Legend

City Limits	Urban Growth Area	Public Facilities (CLC-PF)
Retail Water Service Area	Water Service Area	Unused Land (CLC-UL)
County Boundary Line	Bridge Road Water System/Wholesale Water Service Area	Clark County Land Use
Central Business District (CBD)	Floodway Use District (FW)	Agriculture (COC-AG)
Heavy Industrial (HI)	High Density Residential (HDR)	Bare Land W/Homesite (COC-BLH)
High Density Residential (HDR)	Highway Commercial (HC)	Hotels/Motels (COC-HM)
Light Industrial (LI)	Low Density Residential (LDR)	Mobile Home on Land (COC-MHL)
Low Density Residential (LDR)	Medium Density Residential (MDR)	Open Space (COC-OS)
Medium Density Residential (MDR)	Neighborhood Commercial (NC)	Public Assembly (COC-PA)
Neighborhood Commercial (NC)	Public Quasi Public Institutional (P/Q-P/I)	Recreational (COC-R)
Public Quasi Public Institutional (P/Q-P/I)		Repair Service (COC-RS)
		Single Family Residential (COC-SFR)
		Warehouse (COC-WH)

J:\DATA\WOOD\119-141\GIS\WSP-FIG_3-1_LAND_USE.MXD BY: DBRIGHT PLOT DATE: OCT 9, 2020 COORDINATE SYSTEM: NAD 1983 STATEPLANE WASHINGTON SOUTH FIPS 4602 FEET



1 inch = 900 feet
0 455 910 1,820 Feet

DRAWING IS FULL SCALE WHEN BAR MEASURES 2"



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