

Chapter 3

LAND USE



The land use element of the comprehensive plan will guide decision-makers in defining how the land in Chehalis and its urban growth area (UGA) will be used to accommodate the projected population and employment growth over the next twenty years. This element presents a broad vision of the future allocation and distribution of land uses. The policies in this element define the density, intensity and character of these proposed land uses, and will provide guidance in the drafting of development regulations to implement this plan.

Historic land use patterns have determined the character of the city --the development of the downtown area; the location of homes and industries; the patterns of transportation corridors. All of these elements have helped to shape Chehalis's urban fabric. Land use decisions have determined where people reside, shop and work. They have also shaped the traffic patterns that determine the mobility of citizens, and the size, amount and type of parks and recreation areas that impact residents' quality of life. Land use decisions are also subject to the natural environment and physical constraints within the community, and they must also reflect the visions and values of the citizens of the community. Land use decisions will continue to play a significant role in determining the quality of life in the city of Chehalis.

RELATIONSHIP TO OTHER ELEMENTS

The land use element is the central component of the entire comprehensive plan. In conjunction with the Natural Environment element, it is the element upon which all other elements of the plan are based. Coordination between the land use element and the other plan elements is not only required by GMA, but it is essential in ensuring that the city can meet its land use, housing and economic development goals. The goals and policies expressed in this element are important in planning for the allocation, distribution and intensity of land uses. This information is also important in planning for the extension of streets and utilities, and for the siting of facilities such as schools, police or fire facilities. Thus, this element will be the cornerstone of the Capital Facilities, Utilities, Housing and Transportation elements of this plan. In addition, possible future plan elements such as Economic Development or Parks and Recreation would rely on this element.

DISTRIBUTION, LOCATION AND EXTENT OF LAND USES

The city's existing land use pattern reflects the opportunities and constraints presented by natural features of the land, and also the economic opportunities presented by rail and highway transportation corridors. Access to rail has attracted companies involved in manufacturing and distribution, while highway access and visibility has also promoted these activities, as well as commercial uses. Rail and highway access are described more fully in the Transportation element. As in most communities, housing development has followed economic opportunity.

EXISTING DEVELOPMENT PATTERNS

Chehalis developed in a north-south pattern along what is now the Burlington Northern-Santa Fe (BNSF) Railroad. The later construction of I-5 along this same general corridor reinforced this alignment. Commercial and industrial development is concentrated along this highway/rail corridor, with much of the new industrial growth occurring immediately to the south of the city in the UGA. The high visibility from the highway attracts the commercial growth along this corridor. The economic energy of the city's traditional downtown has eroded over time as a result of competition from the commercial development along the highway. However, most city and county government offices and facilities have remained close to the city's central core.

Residential uses vary within the city, with the highest densities located close to the downtown. In outlying areas, lower densities predominate. A lack of available land within the City for residential development has pushed development into the City's UGAs. As a result, population growth is occurring primarily in the UGAs. Data published by the State Office of Financial Management show that between 2010-2021, the City's population increased by only 3.8%, whereas the UGA increased by 6.57%. This growth trend indicates a likelihood that the City will ultimately need to extend services and expand its boundaries through annexing the UGAs to absorb this urban level of growth. As UGAs are annexed, the City will also need to evaluate whether new UGAs should be established to accommodate future growth.

The flood plains of Coal Creek, Salzer Creek, and the Chehalis River present significant constraints to development in the northern and western portions of the city as well as portions of the UGA to the south. Frequent flooding in these areas has resulted in limited development opportunities.

LAND USE TRENDS

Through many millennia, humans have settled in compact areas near the natural resources they needed. Early villages were small in size and population. Gradually, cities developed and grew, with people living, working, and socializing close together. Outside the cities, lands were either left in their natural state or used to supply food and other resources.

This pattern of compact development was predominant in North America during the 17th, 18th, 19th, and early 20th centuries. Cities and towns had a mix of land uses and buildings, connected by a grid or semi-grid of streets. Every city had a "downtown" or central area where businesses and civic buildings were concentrated. The countryside was rural with large areas of open space.

By the 1950s, the combination of inexpensive automobiles and abundant new roads in the United States helped create a new pattern of development, sometimes called sprawl. In this pattern, people did not need to walk from place to place. In fact, walking to get somewhere would be difficult, since greater distances began to separate each type of land use, and automobiles were given space and priority over pedestrians. The size of residential lots became bigger too. For example, where typical residential lots in the 1940s were 3000-5000

square feet, lots in later subdivisions would be 7500-10,000 square feet. Sprawl development had certain benefits, but it created new problems too. Farmlands and forests were rapidly eliminated in favor of subdivisions and strip malls. Flooding and drainage problems multiplied, exacerbated by increasing amounts of pavement and other surfaces that blocked natural stormwater absorption. Traffic congestion increased too, as more automobiles filled the roads. Their emissions led to greater air pollution. According to the Washington State Department of Ecology, transportation contributes to 22% of total air pollution and 45% of greenhouse gas.

“Every place looks the same” and “there is no there there” are common refrains about the worst of sprawl development. The complaints echo the sense that wherever you go, you see the same layout of parking lots, fast-food chains, and traffic lights. In many suburbs, houses are hidden by their garages and separated from each other on dead-end lanes. Public spaces have become more rare. It is difficult for people to feel part of a community in these circumstances.

SMART GROWTH AND GROWTH MANAGEMENT

Different areas of the U.S. began looking for relief from sprawl. In the 1970s, Oregon adopted a sweeping new growth management law that directed urban growth into designated urban areas and prevented it on farm and forestlands. In 1990, Washington adopted a growth management law – the Growth Management Act - with some similarities to Oregon’s. The main thrust in both cases was not to stop growth, but to direct it toward compact development patterns in urban areas and to preserve natural resource lands, open space, and environmentally sensitive areas.

Under Washington’s Growth Management Act, every city is automatically an “urban growth area.” Certain other areas also can be designated as urban growth areas. Because of the broad definition for such areas, they vary a lot in character and scale. However, each must provide urban services, like sewer, and each must allow urban-type development in appropriate places. In Lewis County, the Chehalis Urban Growth Area encompasses unincorporated land, adjacent to the city of Chehalis. In 2016 Chehalis annexed 41 individual parcels totaling 173.5 acres. This was accomplished in two separate annexations. The first annexation was 116.5 acres zoned Industrial-Light. The second annexation was 57 acres. This included two parcels that are zoned residential (4.32 acres) and the remainder is zoned Essential Public Facilities, which will soon have two new elementary schools built upon it. The Chehalis Urban Growth Area total acreage has thus been reduced from previous totals.

POPULATION PROJECTIONS & TRENDS

Each jurisdiction has a target population that is expected to occur by 2040. These targets are based on countywide population forecasts by the Planned Growth Committee of Lewis County and are combined with local data on transportation, employment, development trends, and land supply. The county has adopted the targets into countywide planning policies. The County and the cities are each responsible for tracking these targets. The current population of Chehalis and its UGAs combined is generally tracking with projected growth for 2040, however the UGAs are experiencing a much greater rate of growth.

Each city must review the objectives and targets in its comprehensive plan, compared with what has happened in the intervening five years, and evaluate whether the plan and reality are consistent with each other. If they are not, the city must evaluate what measures are necessary to adapt to the most recent growth patterns and projections.

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URBAN DESIGN ¶

No matter the size of a city, how it is designed makes a big difference in livability. “Urban design” means the concept of planning streets, sidewalks, parks, open space, landscaping, buildings, and neighborhoods so they work together to make the community attractive, pleasant, safe, and convenient. ¶

¶ Quality design does not have to be extravagant or expensive. Rather, it can be a more thoughtful approach to many aspects of creating a development. Design describes more than appearance; design includes the way a development functions and how it relates to its surroundings. ¶

The City of Chehalis has a set of design guidelines for certain commercial areas. The design guidelines should encourage development to be “pedestrian-friendly” and to include landscaping, art, and spaces for people to socialize. ¶

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“Walkable” and “pedestrian-friendly” are two design terms, often used interchangeably. They describe the qualities of a built environment that make walking and, to some extent, other human-powered transportation, a safe, enjoyable way to get from place to place. ¶

In many ways, The City of Chehalis is a walkable city. It has a network of sidewalks, as well as several trails. People can walk to many destinations, within their own neighborhood and also to other neighborhoods. ¶

The “Downtown Historic District” is a good example to consider. In 2009 the Lewis County Historical Museum, the Chehalis Renaissance Team with special help from the City of Chehalis and KELA-KMNT produced a historic Downtown Chehalis Walking Tour guidebook. From the “main core” of the Downtown Historic District of Market Boulevard and Boistfort Street, the tour includes forty-one historic buildings that house present-day eateries, retail shops and museums. Also included on the tour are the Lewis County Courthouse and the Northern Pacific Railroad Depot; which, now houses the Lewis County Historical Museum. The walking tour is shown in *Figure-2* below. ¶

A five-minute walk translates to about one-quarter mile and a ten-minute walk to about one-half mile. These figures are often used to describe convenient walking distances for Americans. ¶

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Walking Tour¶

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As previously referenced, current growth trends show that the City’s UGA is growing at over 5 times the rate of the City itself. The City’s population in 2010 was 7,259. As of 2021, OFM estimates the City’s population to be 7,350. This represents a growth rate of 1.25%. ~~Also,~~ according to OFM, the City’s UGA population in 2010 was 1,918. As of 2020 it was estimated to be 2,044, which represents a growth rate of 6.57%.

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Population Trends

City Population 2010	City Population 2021	UGA Population 2010	UGA Population 2021
7,259	7,350	1,928	2,044

Based on population estimates provided by OFM, the Lewis County Planned Growth Committee has projected growth for each city and the County out to the year 2040. In making these projections, the Committee had the option of considering either a low, medium, or high rate of growth based on the following projections provided by OFM:

OFM Population Projections

	Census	Projections					
	2010	2015	2020	2025	2030	2035	2040
Low	75,455	72,964	72,964	72,964	72,964	72,964	72,964
Medium	75,455	77,621	80,385	82,924	85,165	87,092	88,967
High	75,455	86,431	92,016	97,358	102,378	107,059	111,684

After receiving the OFM projections, the Planned Growth Committee, which consists of representatives from all the jurisdictions in the County, developed “growth allocations.” Essentially, this consists of using the OFM projections to establish population projections for each of the jurisdictions in Lewis County.

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Based on the highest growth rate, Lewis County’s population should be slightly over 92,000. With a 2021 population of 82,983, the County is actually growing at a rate that is much closer to OFM’s medium growth estimate, which projected 80,385 for 2020. The same holds true for the City of Chehalis and its UGA. Based on the City’s current population and the growth rates discussed above, the City and UGA projected populations in 2040 will be 9,307 and 7,298, respectively:

City and UGA Population Projections – 2040

	Current Population	Rate of Growth	2040 Population
City of Chehalis	7,350	1.25%	9,307
Chehalis UGA	2044	6.57%	7,298

The projected populations for both the City and its UGA fall short of the 2040 projections developed by the Planned Growth Committee using OFM’s highest growth rate projections. The 2040 projection for the City of Chehalis of 9,307 is closer to the high projection than the medium, however, based on the Planned Growth Committee’s 2016 projection of 10,630 by 2040. A population of 9,307 would represent 87% of the projected 10,630.

WHAT DO THE POPULATION TRENDS MEAN?

Documented growth within the City limits and the UGAs helps establish a direction for future actions the City might take to meet the planning objectives of the Growth Management Act:

- Infrastructure planning - having information about where growth is occurring – and at what rate – will help the City determine where urban services are most needed to accommodate that growth. This could be anything from sewer and water, to roadway improvements, to parks and trails.
- Annexation - having up-to-date population numbers, and data on the recent rate of population growth, will help the City determine whether annexation of parts of the UGA is appropriate.
- UGA expansion - as the population grows and annexations occur, it may be desirable to create new UGAs to account for the UGAs lost through annexation.
- Rezoning – accurate population and growth data also provide guidance on whether the City’s current mix of zoning districts are sufficient to accommodate growth, not, only with respect the growth itself, but also to ensure it is occurring in the correct location.
- New zoning densities and uses – data show that residential development within the City limits is occurring at a very modest rate. This is due to the lack of available undeveloped land. It may be necessary to review the allowed densities within the City limits to determine whether it is appropriate to allow greater density. Also, looking for opportunities for “in fill” on existing development, such as standards for Accessory Dwelling Units on existing residential lots, may be appropriate.

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Zoning Designations

Corresponding Comprehensive Plan Designation	Corresponding Zoning Designation
Residential, Low Density	1. R-1: single-family residential – low density; 4-6 du/ac
	2. R-2: single-family residential – medium density; 4-10 du/ac
Residential, High Density	3. R-3: multifamily residential – medium density; 6-18 du/ac
	4. R-4: multifamily residential – high density; 10-24 du/ac
R-UGA: urban growth area residential;	5. R-UGA: urban growth area residential; provided, the R-UGA zone shall be further subdivided into the following categories:
	a. R-1: single-family residential – low density; 4-6 du/ac
	b. R-2: single-family residential – medium density; 4-10 du/ac
	c. R-3: multifamily residential – medium density; 6-18 du/ac
MCR: mixed commercial residential	d. R-4: multifamily residential – high density; 10-24 du/ac
	6. MCR: mixed neighborhood commercial and medium density residential.
	7. C-O: commercial office/mixed use;
	9. C-G: general commercial;
Commercial	10. C-F: freeway-oriented commercial;
	11. CBD: central business district;
Industrial	12. I-L: light industrial;
	13. I-H: heavy industrial.

Figure-9

The land use pattern described above is also reflected in the city's zoning map. This pattern reflects a balance of uses and densities that helps to define the community's character.

Land uses within the city are allocated between residential, commercial, industrial and essential public facility uses.

The city's zoning ordinance regulates land use densities. Because of the high value placed on open space, proposals for residential development that save open space by clustering development will be encouraged.

SINGLE FAMILY RESIDENTIAL

The single family home is seen as the cornerstone of a community. It is the basic form of housing that often determines the character of the community. Single family residential R-1 and R-2 zoning constitutes 22% of the total land area. The amount of land zoned for single family development in R-1 and R-2 zones according to current city zoning regulations is approximately 813 acres. According to records of the Lewis County Assessor's office, the total number of single family housing units located in the city in 2016 was 1,913. However, not all single family housing is located in the R-1 and R-2 zones, as this housing type is also a permitted use in R-3 and R-4 zones, if the lot size in these zones allows only one unit under the density calculation; otherwise it may be conditionally permitted. All four residential zones combined amount to 884 acres, or 24% of the total land area within the City limits.

The vision of Chehalis' future residential development includes both single family and multi-family development, subdivided further by development densities. Because of the high value placed on open space, proposals for residential development that save open space by clustering development will be encouraged. New development in this density range may occur in appropriate areas of limited size, with close proximity to shopping, public transit, and other necessary services. Manufactured housing will be permitted in these areas, as well.

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a. EPF(A): airport;¶
b. EPF(C): cemetery;¶
c. EPF(F): fairgrounds;¶
d. EPF(G): government;¶
e. EPF(H): hospital;¶
f. EPF(I): institution;¶
g. EPF(P): park/playground;¶
h. EPF(S): school;¶
i. EPF(U): utility;¶
j. EPF(W): wetland;

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- The intent of the R-1 low-density zone is to provide an area for development of low-density single-family residences with relatively larger lot sizes and adequate public facilities, and with zoning controls designed to protect the residential living environment. Conditional uses are limited and must protect the residential character of the zone. [Ord. 720B § 1, 2002.]
The minimum lot size in the single family (R-1) residential zone is 7,500 square feet. This lot size will generally result in a density of approximately 4 to 6 dwelling units per acre (du/ac).
- The intent of the R-2 medium-density zone is to provide an area for development of a higher density of single-family residences than the R-1 zone, including relatively smaller lot sizes with adequate public facilities. Zoning controls are designed to protect the residential living environment and provide for a variety of conditional uses under special or unique circumstances. [Ord. 720B § 1, 2002.]
The minimum lot size in the single family (R-2) residential zone is 5,000 square feet. This lot size will generally result in a density of approximately 4 to 10 dwelling units per acre (du/ac).

MULTI-FAMILY RESIDENTIAL

The higher residential densities permitted for multi-family housing are typically the most common method of promoting more affordable housing. The city may provide an affordable housing incentive program; which may include, but is not limited to, one or more of the following:

- Density bonuses within the urban growth areas;
- Height and bulk bonuses;
- Fee waivers or exceptions;
- Parking reductions; or
- Expedited permitting.

The amount of area zoned to permit multi-family development, which includes land in the R-3 and R-4 zones, is approximately 71 acres. This amount represents approximately 2% of the total land area in the city. The small percentage of land currently available for multi-family housing indicates a need to identify more areas to zone as multi-family. This is not just to accommodate growth, but also to achieve affordable housing goals. Given the existing constraints on residential growth within the City limits, this may require allowing for denser (multi-family) growth in the UGA, with the intent to annex these areas at a future date.

- The intent of the R-3 zone is to provide an area for a variety of housing types at a limited density, including institutional, with adequate public facilities and zoning controls designed to protect the residential living environment. Conditional uses must protect any adjacent residential development. [Ord. 720B § 1, 2002.]
The minimum lot size in the multi-family (R-3) residential zone is 5,000 square feet. This lot size will generally result in a density of approximately 6 to 18 dwelling units per acre (du/ac).
- The intent of the R-4 zone is to provide an area for development of high density housing types, including institutions, with adequate public facilities and zoning controls designed to protect the residential living environment. Conditional uses must protect any adjacent residential development. [Ord. 720B § 1, 2002.]

The minimum lot size in the multi-family (R-4) residential zone is 5,000 square feet. This lot size will generally result in a density of approximately 10 to 24 dwelling units per acre (du/ac).

MIXED COMMERCIAL RESIDENTIAL

Communities ebb and flow, creating pockets of neighborhood commercial surrounded by residential. These small commercial areas provide an essential service to their neighbors by allowing residents access to commercial services without having to drive. But zoning these areas either residential or commercial creates nonconforming uses that prove problematic for financing and redevelopment. It is the intent of the mixed commercial residential zone (MCR) to allow for compatible uses to co-exist without diminishing property values.

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INDUSTRIAL

The economy of an area generally relies on industry to provide its greatest employment opportunities. In 2016 the city annexed additional properties in the Industrial zones. The city now contains approximately 474 acres of land representing 12.71% of the city's total land area zoned for industrial use. In general, this land is located in areas that can take advantage of proximity to the airport, I-5 or access to rail lines. It is classified as being either light industrial (I-L) or heavy industrial (I-H).

- The intent of the (I-L) zone is to provide an area for development of limited industrial uses, typically contained within a building, limited commercial retail activity, typically large, bulky products, and employee-related accessory uses. Zoning controls will be designed to require mitigation of impacts that may occur with such development. [Ord. 720B § 1, 2002.] The minimum lot size in the I-L industrial zone is 5,000 square feet.
- The intent of the I-H zone is to provide an area for development of general industrial uses and employee-related accessory uses. Zoning controls will limit such uses to those that would not create a significant adverse impact on the community. [Ord. 720B § 1, 2002.] The minimum lot size in the I-L industrial zone is 5,000 square feet.

COMMERCIAL

Another important factor in the local economy is the availability of land for commercial purposes. Whether for offices, retail establishments, or similar uses, commercial property provides jobs and tax revenues that are essential to the community's economic health. In Chehalis, commercial land includes the Central Business District (CBD) and other commercially zoned areas located along Market Boulevard, along Pacific Avenue, in the vicinity of the airport, in the Kresky Avenue area and Highway Interstate 5. Approximately 1495 acres are zoned commercial which is approximately 40% of the city's land area.

GENERAL COMMERCIAL

The General Commercial zone (C-G) is the largest commercial zone in the city with approximately 1289 acres and encompasses 34.5% of the total land area of the City of Chehalis. The majority of the C-G land use surrounds the Chehalis airport. The C-G that is located directly east of the Chehalis airport is bounded to the east by Interstate 5 and the C-G that lies west of the airport is bounded by the western Chehalis city limits. The second largest concentration of C-G land use is in the N National Avenue and NE Kresky area and extends eastward to the Chehalis City Limits. The bulk of the remainder of the commercial zone is along Market Boulevard.

- The intent of the C-G zone is to provide an area for development of general commercial businesses, offices, retail stores, institutions, and similar commercial uses, with zoning controls designed to require mitigation of significant impacts which may occur with such development. [Ord. 720B § 1, 2002.]

The minimum lot size in the C-G commercial zone is 5,000 square feet.

CENTRAL BUSINESS DISTRICT

The Central Business District is located in a rough triangle of land defined by Main and State Streets and Market Boulevard. This area includes several banks, savings and loans, government offices, retail specialty shops, restaurants, insurance firms, and other services. The CBD is approximately 54 acres encompassing approximately 1.45% percent of the city's total land base.

- The intent of the CBD zone is to provide an area for development of high-density commercial activity, typically pedestrian-oriented, with zoning controls designed to accommodate the unique characteristics of such an urban or core-area development. [Ord. 720B § 1, 2002.]

The minimum lot size in the CBD commercial zone is 1,000 square feet.

FREEWAY COMMERCIAL

The Freeway Commercial Land use area is adjacent to Highway Interstate 5. It encompasses 141 acres with nearly 3.79% of the city's total land use.

- The intent of the C-F zone is to provide an area for development of freeway-oriented businesses, primarily tourist facilities such as gas, food and lodging, and retail trade/shopping centers. Zoning controls will provide for such development and minimize the intrusion of non-freeway-oriented development in such an area. [Ord. 720B § 1, 2002.]

The minimum lot size in the C-F commercial zone is 5,000 square feet.

COMMERCIAL OFFICE/MIXED USE

Certain areas of the city are experiencing a transition from residential to non-residential uses. This is especially true for the CO zone. This transition is considered appropriate and has generally been encouraged. The predominantly single family dwellings are gradually being replaced by multi-family dwellings, professional offices, and small-scale mixed uses. Since many of the older single family structures in this area are becoming both structurally and functionally obsolete, the transition is generally regarded as positive for the future of the area. This zone will continue to transition in the next 20 years.

- The intent of the C-O zone is to provide an area for development of limited commercial activity, generally along arterial streets, where existing residential usage is expected to remain for a longer period of time. Zoning controls will provide protection for existing adjacent residential uses but will also provide for the conversion of the area to commercial uses. [Ord. 720B § 1, 2002.]

The minimum lot size in the C-O commercial zone is 5,000 square feet.

AIRPORT SERVICE DISTRICT

Airports are a special form of land use. They can provide unique economic and recreational opportunities to a community, but they can also be seen as a nuisance by abutting property owners if land development surrounding the airport cannot tolerate the noise generated by airport operations.

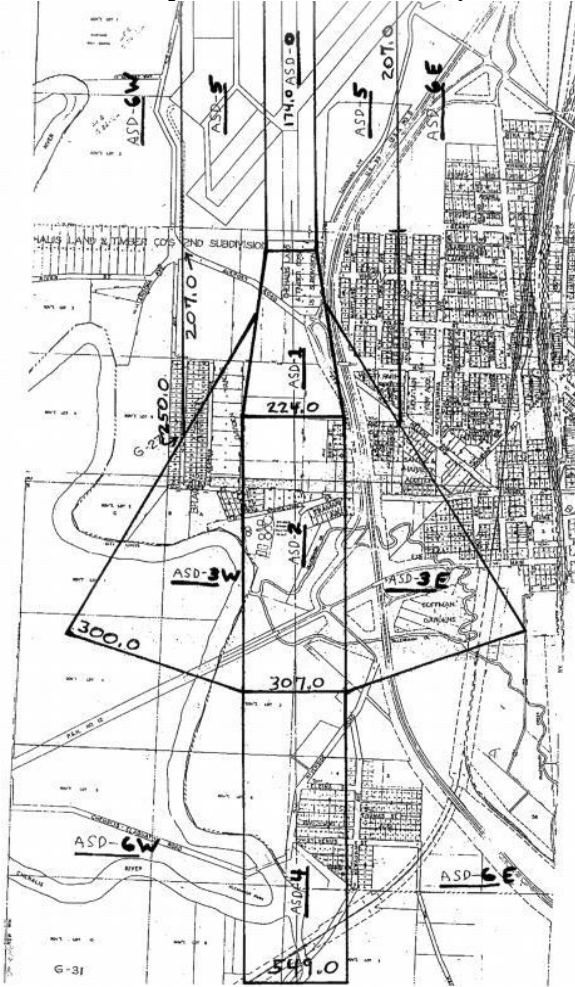
The ASD is a special 'overlay' district that provides for the appropriate development of the airport

and surrounding properties. The clear intent of this designation is to ensure that development at and around the airport occurs in a manner that is compatible with the continued and expanding operation of the airport facility. The ASD contains approximately 295 acres, and encompasses the entire general area of the airport as illustrated in *Figure-10*. A majority of the ASD is also within the 100-year flood plain.

- There shall be, and hereby is, created a special district to be known as the airport service district. This district shall be subdivided into the following eight subcategories consistent with the Aircraft Accident Safety Zone:
 1. ASD-0 – Identified as the “primary surface” in said Aircraft Accident Safety Zone Diagram;
 2. ASD-1 – Identified as the “runway protection zone” in said diagram;
 3. ASD-2 – Identified as the “inner safety zone” in said diagram;
 4. ASD-3 – Identified as the “inner turning zone” in said diagram; provided, this zone shall be further subdivided into west and east categories;
 5. ASD-4 – Identified as the “outer safety zone” in said diagram;
 6. ASD-5 – Identified as the “sideline safety zone” in said diagram;
 7. ASD-6 – Identified as the “traffic pattern zone” in said diagram; provided, this zone shall be further subdivided into west and east categories; and
 8. ASD-7 – Identified as the “65 ldn noise contour” in the adopted airport master plan.

Operations and future development options for the airport are guided by the Chehalis-Centralia Airport Master Plan, which was completed in 2001. In some respects, the Master Plan functions much like this Comprehensive Plan, with zoning and land use characterizations, populating forecasts, etc. However, the Master Plan is obviously directed toward aviation, including the physical characteristics of the Airport, projections of aviation trends, and future growth and development alternatives for the airport. There are plans to update the Master Plan in the near future.

Airport Service District Overlay



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The Historic Districts define the early architectural heart of the City of Chehalis. Currently, the city has three Historical Districts: the Westside Historical District (approximately 80 acres); the Downtown Historical District (approximately 38 acres) and the Hillside Historical District (approximately 78 acres). The total approximate acreage for the combined Historic Districts is 196 acres. Chapter 17.33 of the Chehalis Municipal Code establishes the allowed uses and development standards within the Historic Districts, based on the following Legislative Findings contained in 17.33.001 CMC:¶

- ¶ A. There exist districts within the city, containing business uses, but also containing residential and other uses, which were platted and built upon before the advent of current zoning and building codes.¶
- ¶ B. Buildings and uses within such historic districts, due to the age and condition of the buildings and structures, small lot size and high degree of lot coverage, suffer from unique problems when required to adhere strictly to current zoning and building regulations.¶
- ¶ C. It is unduly difficult to repair, remodel or improve existing buildings in the historic districts for existing uses or to establish new uses therein, whenever such actions cause the building or use to be required to meet current zoning and building regulations.¶
- ¶ D. Variances from the requirements of current zoning and building codes are an inappropriate means of dealing with the problems of the historic districts; as such problems that arise from characteristics applicable to a large number of buildings within such districts rather than from the unique characteristics of each individual property.¶
- ¶ E. This state of affairs contributes to the continued physical deterioration of buildings, and to the loss of the ability to sustain viable business and other uses, in the historic districts.¶
- ¶ F. Preservation and enhancement of the historic districts are deemed essential to preserve community identity and sociological integration as new development occurs in other parts of the city.¶
- ¶ G. It is in the public interest to provide appropriate relief from the requirements of the strict application of current zoning and building codes when so doing will serve to preserve and enhance buildings and uses in the historic districts and the public health and safety are not thereby endangered. [Ord. 720B § 1, 2002.]¶

FOREIGN TRADE ZONE

The Department of Commerce created an FTZ covering approximately 90 acres along the southern portion of the airport and crossing Highway Interstate 5 to the northern most Light Industrial zoned area.

- From time to time the U.S. Department of Commerce may create additional FTZ zones within the city or its UGA. Creation of such zones is subject to the procedures and requirements specified in 15 CFR 400, et seq. [Ord. 720B § 1, 2002.]

INDUSTRIAL DEVELOPMENT DISTRICT

The City of Chehalis' Industrial Development district is under the auspices of the Port of Chehalis. Chapter 17.40 of the Chehalis Municipal Code establishes special development standards for the Industrial Development District and also adopts the Port of Chehalis Comprehensive Plan by reference. The Port has two industrial Parks as shown in *Figure-11*.



The Chehalis Industrial Park is located next to Interstate 5. It has over 700 acres with more than 200 acres available for new development. It is also in close proximity to US 12, this provides year-round access East over the Cascades. The Park is served by both the UPRR and BNSF railroads.

The Curtis Industrial Park is located 10 miles west of Interstate 5 and Chehalis via Route 5. The park has 357 acres and available shortline railroad service to BNSF and UPRR railroads.



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State

IDD Overlay

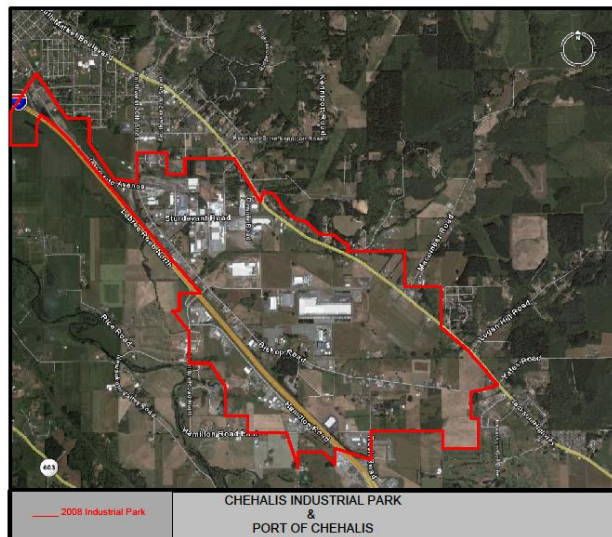


Figure-11

Source: Lewis County GIS

OPEN SPACES AND NATURAL LANDS

This category generally includes private outdoor recreation areas, wooded areas, pastures and fields, and land upon which development cannot occur due to physical constraints such as steep slopes, wetlands, and floodways. Open spaces with an accompanying Open Space Map are discussed in the Natural Environment Element of this plan.

CONSTRAINTS TO DEVELOPMENT

Future opportunities to develop land within the city are constrained by certain elements or conditions, both natural and man-made. Natural constraints include floodways, shoreline areas, steep slopes, critical aquifer recharge areas (CARAS) and wetlands. Man-made constraints are more difficult to quantify. They include elements such as a rail line running through a residential area, non-conforming uses that reduce the value of neighboring properties, or soils contaminated by prior uses. For the purposes of this plan, it is assumed that man-made constraints may be remedied by utilizing appropriate design, buffering, or other techniques. Thus, only natural constraints are considered here.

Natural constraints to development are 'critical areas'. Of the city's 3,695 acres of land, fully 2,884 acres, 78% of the city's total land area, is encumbered by some form of natural constraint. The largest constraint is the floodplain that overlaps the floodway and most of the NWI wetlands. Steep slopes constitute only 24 acres (excluding roads) in the Critical area calculation of 2,884 acres. After subtracting the undevelopable critical areas, there are 811 developable acres, most of which have already been developed.

EXISTING DEVELOPMENT PATTERNS AND OPPORTUNITIES

Chehalis developed in response to natural and man-made development opportunities. The river, the railroad and, later, the highway, all served as means of promoting growth and development. At the same time, the constraints noted in the preceding section discouraged development in specific areas.

As is typical of most communities, the highest density of development occurred first in or near the city's central core. Later, industrial development followed rail lines and commercial development spread in a pattern of strip development along I-5 and several arterial streets. The lowest density of development is single family homes on larger lots on the outskirts of the community.

Today the city is largely built out, with relatively few large parcels of vacant land left for development. Remaining development opportunities consist mainly of infill development on smaller parcels, development of larger parcels with significant natural or man-made constraints, conversion of existing residential lots into commercial uses or re-development of vacant or underused buildings.

URBAN GROWTH AREAS

Urban Growth Areas (UGAs) are generally defined by the GMA as "areas within which urban growth shall be encouraged . . ." Cities, by definition, are included in UGAs. In addition to lands located within cities, counties are mandated to determine sufficient additional land to include within UGAs "to permit the urban growth that is projected to occur within the county during the succeeding twenty-year period." According to GMA, "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." In addition, "urban growth should be located second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and

Deleted: ESSENTIAL PUBLIC FACILITIES ¶

Essential Public Facilities (EPFs) are defined under the Washington State Growth Management Act as those facilities that are "typically difficult to site," and list facilities such as prisons, airports, mental health facilities, etc.. Such facilities generally require strategic locations which may necessitate unique zoning controls. [Ord. 720B § 1, 2002.]¶

¶ The City of Chehalis currently provides for the location of EPFs through zoning districts specifically designated for the following facilities:¶

<#>EPF(A): airport;¶
<#>EPF(C): cemetery;¶
<#>EPF(F): fairgrounds;¶
<#>EPF(G): government;¶
<#>EPF(H): hospital;¶
<#>EPF(I): institution;¶
<#>EPF(P): park/playground;¶
<#>EPF(S): school;¶
<#>EPF(U): utility;¶
<#>EPF(W): wetland ¶

¶ The City is in the process of evaluating significant changes to the way in which it authorizes EPFs for several reasons:¶

¶ First, providing for EPFs through specific zoning districts is not the conventional approach. Rather, EPFs are typically evaluated through detailed siting criteria for the proposed facility and its compatibility with surrounding land uses, etc. For this reason, the City is evaluating whether to eliminate EPF districts through a rezoning process, while also developing EPF siting criteria for other zoning districts in the City.¶

¶ Second: Some of the City's existing EPF zoning districts don't clearly fall within the definition of an EPF. For example, the City has an EPF-Wetland zoning district. Wetlands are not facilities.¶

¶ Finally, EPF zoning districts represent 842 acres – or 23% - of the City. Rezoning the EPFs may provide an opportunity to meet other City objectives, such as increased commercial, mixed use, or affordable housing.¶

¶

any additional needed public facilities and services that are provided by either public or private sources.”

On May 4, 1998, the Lewis County Board of County Commissioners adopted Ordinance 11-59, approving the Interim Urban Growth Area (IUGA) for the city of Chehalis. Minor modifications have since been made to the approved IUGA, following negotiations with the city of Napavine. Resolutions approving the modifications have been enacted by both cities. In addition, subsequent minor modifications have been made at the request of Lewis County, pursuant to negotiations with property owners involved in an appeal of the IUGA. The IUGA, as modified by agreement, is shown in Figure LU-6. In determining the size and composition of the IUGA, the city and the county reviewed the following:

- The twenty-year population projections provided by the state's Office of Financial Management
- The limited amount of vacant land that exists within the city;
- The amount of land within the city that includes critical areas and other significant constraints to development;
- The amount of land immediately outside the city that is already characterized by urban growth; • existing development patterns within the IUGA;
- The extent to which the Port of Chehalis Industrial Development Districts (IDDs) are needed to accommodate regional employment goals;
- The extent to which urban services such as public water and sanitary sewer lines are already provided in areas outside the city; and
- The constraints to urban expansion that exist to the north, east and west of the city.

In 2007 the city formally adopted the UGA.

There are five separate areas that make up the UGA. The largest area, located to the south of the city, includes all of the land designated for industrial use, a significant amount of land for commercial use, and a small amount of residential land. The remaining areas include residential land to the east of the city, and two nodes of commercial land located north of the airport, and south of the I-5 interchange at Parkland Drive and a park off Riverside Road that is zoned as an essential public facility EPF.

EXISTING LAND USES

AGRICULTURAL

It is estimated that agricultural land uses in the area to the south of the city include nearly 700 acres of land. It is important to note, however, that none of the land in this area is designated by Lewis County as having long-term commercial significance for agricultural use. Furthermore, none of this land is zoned by the city of Chehalis or by Lewis County as agricultural land. The existing agricultural uses are regarded as preexisting, non-conforming uses. These properties have a right to remain and continue to be used for agricultural purposes, but any future re-development of these properties will be required to conform to the higher intensities of land uses that will be determined by Lewis County to be permissible within the UGA.

INDUSTRIAL

The Port of Chehalis has designated two Industrial Development Districts (IDDs), collectively containing 1113.76 acres of land, within the UGA to the south of the city. The districts are bounded generally by Berwick Creek to the south, Jackson Highway to the east, and Bishop Road to the south and west.

COMMERCIAL

Approximately 666 acres located near Bishop Road or along Jackson Highway are currently zoned for commercial uses in the UGA.

RESIDENTIAL

Currently, there are 1193 acres of residential zoned land in the UGA.

INSTITUTIONAL

Greenwood Cemetery is located within the UGA, in an Essential Public Facility Zone EPF(C); Fern Hill Cemetery, also in the UGA, is in a commercial area. It should be noted for many planning purposes that cemeteries may also be considered as open space.

CRITICAL AREAS

The UGA includes some areas of wetlands, flood ways, and steep slopes. The existence of these areas will present constraints to future development. These critical areas also have significance with regard to the size of the UGA. Because these areas present limitations to development, the analysis of land available within the UGA must consider developable land, rather than all land.

FUTURE LAND USE NEEDS ANALYSIS

The two primary elements that will determine the amount of additional land needed to accommodate the city's growth during the next twenty years are population and employment. Population growth will directly impact the amount of land needed for housing, and will have a less direct impact on land needed for non-residential uses such as commercial and industrial. This less direct impact upon non-residential uses reflects the regional economy of Lewis County and the State of Washington, where employers and commercial establishments attract workers and buyers from a wider area, and where local residents often travel outside the area for work or commerce. The calculations for land needed for future employment growth needs will thus require an analysis of local population growth that also takes into account these regional travel patterns.

POPULATION TARGET

As of 2021, the City of Chehalis' population was 7,350 according to the Office of Financial Management. This represents a 1.25% growth rate since 2010. To meet the Planned Growth Committee's adopted target of 11,230 by 2040, 3880 more people will need to live here. At 2.46 persons per household, that means about 1577 more residential units will be needed during between 2021-2040. As previously discussed, growth within the City limits is restricted due to the presence of critical areas and a low inventory of undeveloped land. So, in order to meet this objective, the City of Chehalis will need to take an aggressive approach that will likely require rezoning in the UGAs to provide for greater densities, followed by annexation.

EMPLOYMENT GROWTH

A countywide forecast of employment growth through 2025 was completed in 2005 by E.D. Hovee and Company, at the request of the Lewis County Economic Development Council (EDC). That study, the Lewis County Industrial Needs Analysis, indicates that the total number of (non-agricultural) wage and salary jobs in the county will increase to 32,900 by 2025, and that 10,005 of those jobs, or 30% of the total, will be in the industrial sector. That forecast makes the following assumptions:

- Total 2040 Lewis County population will reach anywhere between 72,965 and 111, 684
- The county will achieve a labor force participation rate of 44.3%;

- The county's unemployment rate will drop to 7.9%
 - The county's employment base will continue to shift to a more diverse, urbanized economy.
- Based upon the economic development policies adopted by the EDC and the county itself, these assumptions, while aggressive, appear to be within reason. Together, Centralia and Chehalis constitute the bulk of Lewis County's employment base. Thus, it is expected that the two cities will accept the majority of the county's employment growth during that period.

FUTURE LAND USE NEEDS

The city of Chehalis is virtually built out. Most of the undeveloped land within the city contains significant constraints to development due to the presence of wetlands, steep slopes, or floodways. Lesser constraints, such as location within a flood plain, require more costly design than properties without such constraints. In addition, properties located in proximity to the airport may face additional restrictions to ensure that future development does not conflict with current airport uses or activities. Simply put, almost all of the most easily developable land has already been developed. While the higher densities and intensities of land uses promoted by GMA will result in more compact development patterns, the need to expand beyond the existing corporate boundaries of the city, especially to accommodate needed economic expansion, will become clear. In other words, Chehalis will need to continue to annex additional areas in order to meet projected growth.

RESIDENTIAL

Currently, there is a trend of single-family dwelling units supporting 69% of the housing in the City of Chehalis and 31% of housing is comprised of multi-family dwelling units. Based on a 2.46 average household size, 1,577 new dwelling units will be needed by 2040 to meet the Planned Growth Committee's population allocation of 11,230. Assuming the current trends hold, the City will need 1,088 new single family dwellings and 489 multi-family dwellings to meet its housing needs in 2040.

Deleted: . The City estimates that approximately 179 net acres of undeveloped land are available and zoned for residential development....

The average development density of all residential lots within the city is 3.7 du/ac. This combined density considers all existing single family and multi-family development. In order to conform to the mandates of GMA, planned densities for single family homes will range from 4-10 du/ac, and from 11-24 du/ac for multifamily development. While higher densities may result, a conservative planning estimate of 4 du/ac for single family and 12 du/ac for multi-family will be used to calculate the need for additional land. The methodology for calculating the need for land for new single family development is as follows:

1. Average density = 4 du/ac
 2. Additional lots for dwelling units needed by 2040 = 1,088
 3. Gross amount of land needed $(1088/4) = 272$ acres
 4. Add market factor $(283.5 \times 1.25) = 340$ gross acres of residential land needed
 6. Land available (69% of 179 acres) = 124 acres
- Residential land deficit $(124 - 340) = -216$ net acres**

The same methodology, when applied to the need for land for multi-family development, yields this result:

1. Average density = 12 du/ac
2. Additional dwelling units needed by 2040 = 489
3. Gross amount of land needed $(489/12) = 41$ acres
4. Add market factor $(42.5 \times 1.25) = 51$ gross acres needed

5. Land available (31% of 179 acres) = 56 acres
6. Multi-family residential land surplus (56 – 51) = +5 net acres of land

Based upon the analysis shown above, the city can accommodate the need for multi-family development during the planning period within the existing city limits, provided that multi-family development occurs at a density only slightly higher than 12 du/ac. However there does not appear to be adequate land within the city available to accommodate the projected need for single family housing, a small portion of the UGA has been designated for residential development in recognition of existing land use patterns and the need to maintain compatibility with those existing uses. The residential land within the UGA is located immediately adjacent to the city, and thus will not conflict with the goal of promoting a compact pattern of development. The city has estimated that there are 497 vacant /undeveloped gross acres of land available for residential development within the UGA established by the county. Of that land, only the land needed or used in rights-of-way, and land unavailable due to critical area considerations cannot be developed. Over the 20 year planning period special attention should be awarded this residential land in the UGA as it is critical to overcoming the residential single family dwelling unit deficit within existing city limits.

INDUSTRIAL AND COMMERCIAL

As noted earlier, Centralia and Chehalis form the hub of Lewis County's economic activity. According to the Hovee Final Report of the Lewis County Industrial Lands Analysis Update, seventy-seven percent of Lewis County's private sector job growth between 1995 and 2004 occurred in Centralia (+1,316 jobs) and Chehalis (+2,352 jobs).

The Hovee study suggests that an average of 4.5 jobs per acre will be created by industrial growth. Existing businesses surveyed indicate that approximately 20 jobs per acre are created by commercial business growth. Using these averages with the job distribution projections, the following methodologies emerge for the city.

For Industrial Land

1. Average jobs created per acre = 4.5
2. New jobs projected = 4,002
3. Land needed (4,002/4.5) = 889.3 acres
4. Add market factor (889.3 x 1.25) = 1111.7 gross acres of industrial land needed
5. Vacant city zoned industrial/commercial land (excluding critical areas) = 270.211 acres
6. Subtract available land from land needed (270.11 – 1111.7) = -841.59 net acres of industrial land needed

For Commercial Land

1. Jobs created per acre = 20
2. New jobs projected = 4,870.5
3. Land needed (4,870.5/20) = 243.52 acres
4. Add market factor (243.52 x 1.25) = 304.41 gross acres of commercial land needed
5. Vacant city zoned commercial land/industrial (excluding critical areas) = -841.59 acres
6. Subtract available land from land needed (-841.59-304.41) = -1146 net acres of commercial land needed

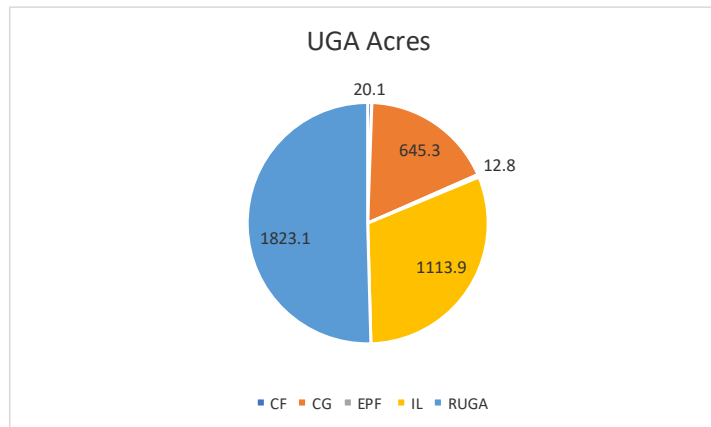
UGA FUTURE LAND USE

The gross amount of land available in the UGA must be modified by considering the amount of land already developed as well as the need for compatibility with existing development and also the constraints to development presented by critical areas. The amount of land needed in the UGA to accommodate the projected growth will possibly need to be increased from the current UGA boundaries. This will conform to GMA requirements. Because more land is needed than is provided in the aggregate, the city and the county will be able to promote compact patterns of development within the UGA. While the amount of the deficit for industrial and commercial land is significant, the availability of additional land will require further analysis before any consideration of expansion of the UGA occurs. Because industrial and commercial properties tend to develop more slowly than residential properties, the city and the county should have sufficient time to examine this issue during future updates to this plan.

Of the total amount of land included in the UGA, more than half is designated for industrial development. Another third of the total is set aside for commercial use. A smaller amount is intended for residential use. While the volume of land contained in the UGA may be justified by the calculations described above, other factors are also important.

City of Chehalis UGA Land Allocation by Zoning

UGA	
Zone	Acres
CF	20.1
CG	645.3
EPF	12.8
IL	1113.9
RUGA	1823.1
Total UGA	3615.3



In determining the sufficiency of land available for industrial use, the amount of land available is but one of many elements to be considered. Other elements include easy access to highways, access to rail, access to utilities such as water, sewer and electricity, and the availability of large, undeveloped parcels of relatively level land. Access to rail is of particular interest, because some industries can only locate on sites served by rail, and because such land is relatively scarce. The identification of industrial land within the UGA confirms the analysis performed by the Port of Chehalis in designating the two IDD's.

The analysis of commercial land needs also requires an examination of issues beyond the amount of land. Viable commercial land requires a high degree of visibility and a population base of sufficient size and appropriate demographic makeup to constitute a sustainable market. The designation of commercial land that is accessible to and visible from I-5 will serve to maximize the potential for success of new or expanding commercial businesses.

While the analysis of land needed for residential use may seem more straightforward, such analysis must include site-specific reviews that look at natural and man-made buffers between residential and non-residential uses, and also the availability and proximity to schools, police, fire, and recreational facilities.

Finally, it must be recognized that differing land uses are inter-dependent. New homes need easy access to employment and shopping areas; commercial areas need to be near consumers; and industrial areas need ready access to a labor force.

The City of Chehalis has entered into interlocal agreements and plans that have encouraged positive working relationships with neighboring jurisdictions in regards to land use. The City is committed to working consistently with Lewis County with county-wide planning policies. These agreements, plans and regulations act as tools for growth management. Some of these plans include:

- **The Lewis County Comprehensive Plan.** The Lewis County Comprehensive Plan was adopted in April, 2002. Amended in 2007, 2009
- **The Chehalis Basin Watershed Plan.** The Plan was adopted in May 2004
- **Lewis County and City of Chehalis UGA Interlocal Agreement.** The agreement expired in 2016 and a new agreement is currently being negotiated with a planned adoption date in 2017.
- **The Lewis County Shoreline Management Plan.** This plan has been updated and is currently under review by Washington State Department of Ecology
- **Airport Master Plan/Chehalis-Centralia.** The Airport Master Plan was approved in 2001 by the FAA and is effect until 2027.
- **Parks, Recreation and Open Space Plan.** The Parks, Recreation and Open Space Plan was adopted by resolution in 2012

OBJECTIVES TO MEET LAND USE NEEDS FOR THE CITY AND UGA

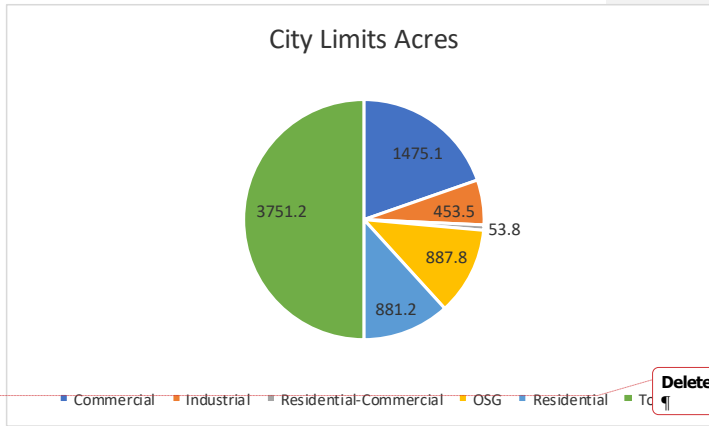
Based on the population and employment projections and housing needs analyzed above, the City is engaged in several efforts to meet its future needs.

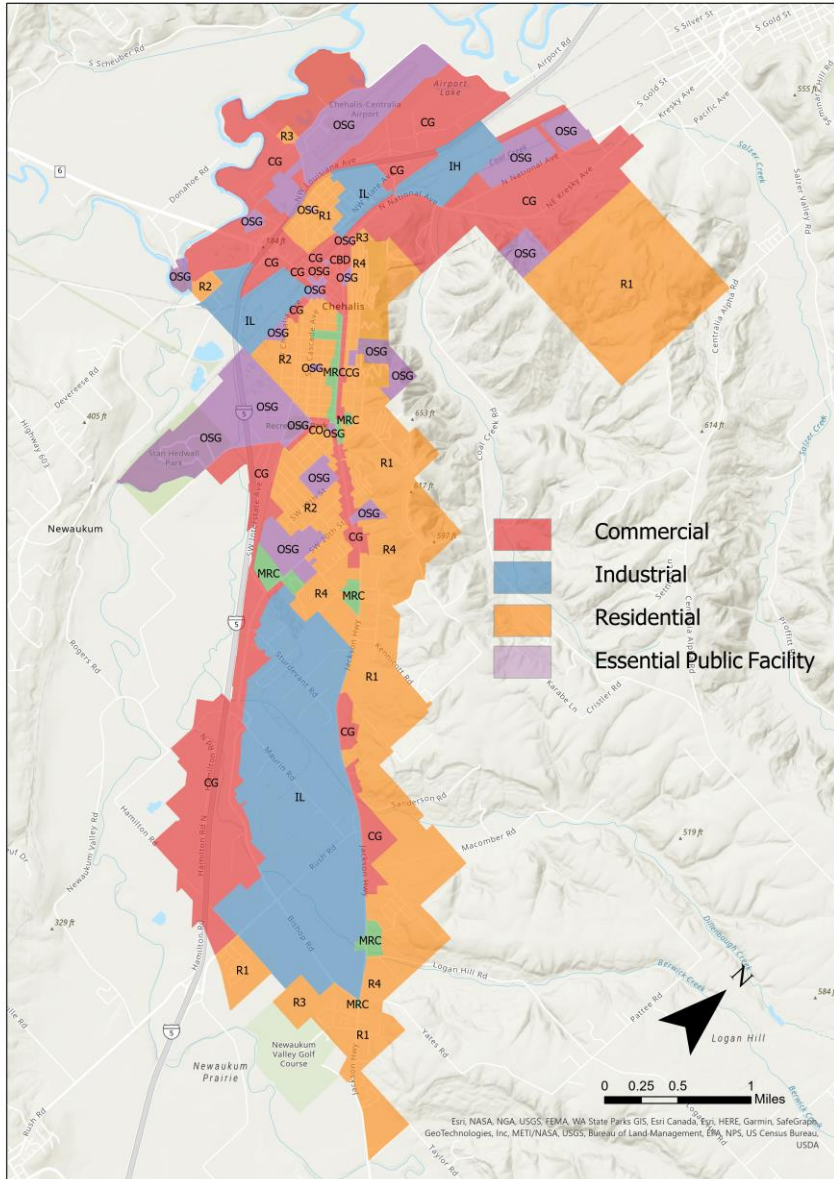
CURRENT REZONE EFFORTS

City staff have been evaluating the current zoning districts within the City and UGA, the range of uses they allow, and whether certain zones need to be expanded or reduced. As a result of this evaluation, an extensive re-zoning effort is in the proposal stages. The City's Essential Public Facilities zones will be replaced with more traditional zoning districts that will still allow Essential Public Facilities, but will also allow for other uses. In addition to this, a completely new Mixed Use Residential – Commercial (MRC) zone is being proposed. These proposed zoning changes are depicted in the Future Land Use Map, below.

Proposed Future Zoning Changes

City Limits	
Zone	Acres
Commercial	1475.1
Industrial	453.5
Residential-Commercial	53.8
OSG	887.8
Residential	881.2
Total	3751.2





CITY OF CHEHALIS PROPOSED LAND USE CATEGORIES

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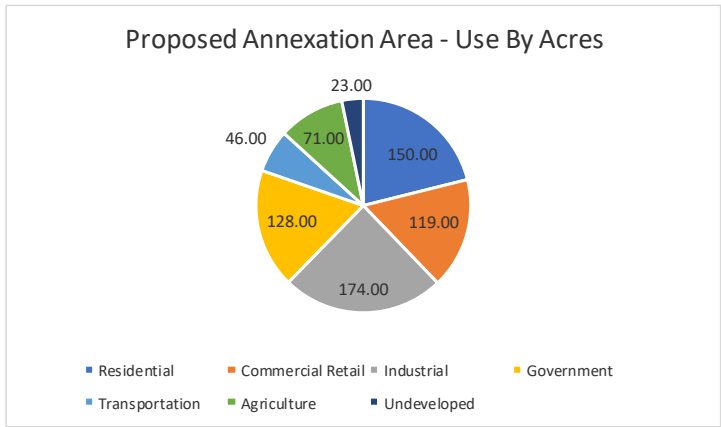
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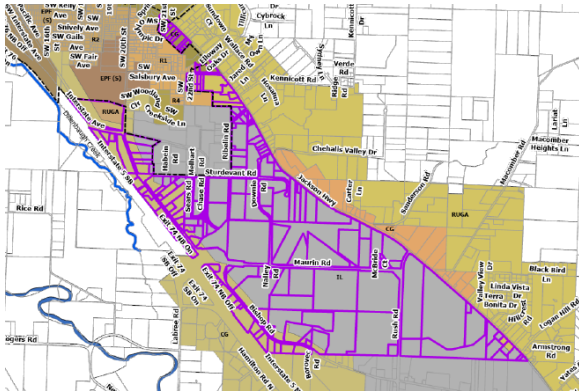
POTENTIAL ANNEXATION

The City is embarking on an effort to annex a large portion of its Urban Growth Area. This proposed annexation has been the subject of evaluation and discussion for a number of years. The area borders the City to the south and is comprised of 875 acres, which represents 29% of the UGA. Although this area represents a significant portion of the City’s UGA, at 150 acres, only a small percentage is currently in residential use. This is due in large part to the presence of the Port of Chehalis in this part of the UGA:

Deleted: [INSERT FUTURE LAND USE MAP HERE]



Potential Annexation Area



POTENTIAL UGA EXPANSION

The City is also currently evaluating options to expand its UGA. This effort would need to be coordinated with Lewis County, as it requires approval of both jurisdictions. Just south of its current UGA are two areas that can offer the potential for commercial development and mixed use/affordable housing. One area is being referred to as the Newaukum expansion, and the other is referred to as the Hamilton Road expansion. Given the rate of growth within the UGA between 2010 and 2020, providing more growth and development opportunities in the near future – particularly for affordable housing – will be important. Those areas outside the Port of Chehalis properties may represent the best options for meeting growth objectives. The areas that the City is

currently evaluating total approximately 350 acres. Assuming the proposed annexation discussed above is completed, this potential UGA expansion would replace less than half of the UGA acres that would be incorporated into the City through annexation.

Newaukum UGA Expansion

Hamilton Road UGA Expansion



GOALS AND POLICIES

GROWTH MANAGEMENT ACT GOALS

The GMA requires that every Comprehensive Plan must include a Land Use Element. The importance of the Land Use Element is emphasized, and is addressed by eight of the thirteen major goals of the Act. The pertinent GMA goals related to land use, not listed in any order of priority, are:

- (1) *Urban growth.* Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- (2) *Reduce sprawl.* Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (3) *Transportation.* Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans
- (4) *Housing.* Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- (5) *Economic development.* Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for the unemployed and for disadvantaged persons, promote the extension 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 state's natural resources, public services, and public facilities.
- (6) *Property rights.* 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) *Permits*. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

(8) *Natural resource industries*. 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) *Open space and recreation*. 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) *Environment*. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

(11) *Citizen participation and coordination*. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

(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 current service levels below locally established minimum standards.

(13) *Historic Preservation*. Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance. [2002 c 154 § 1; 1990 1st ex.s. c 17 § 2.]

COUNTYWIDE PLANNING POLICIES

Lewis County has adopted policies to guide local communities through the planning process, pursuant to their mandate under GMA. These policies are statements establishing a regional framework from which comprehensive plan elements for the county and its cities are developed. In general, these policies flow from the goals set forth in the preceding section. This plan is consistent with these policies. Policies that relate to this Land Use element are as follows:

COUNTYWIDE PLANNING POLICIES FOR LEWIS COUNTY

1. ***Urban Growth***. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

1.0 Urban growth shall be encouraged within cities and their designated urban growth boundaries or other areas in the County characterized by urban growth and areas approved as new fully contained communities pursuant to RCW 36.70A.350.

1.1 Cities and towns and all urban growth areas shall include areas and residential densities sufficient to accommodate the majority of the County's adopted 20-year population projection. A portion of the county's 20-year population projection shall be allocated to new fully contained communities pursuant to RCW 36.70A.350(2). Annual adjustments may be made when supported by appropriate data.

1.2 Land use planning for the urban growth areas should provide for urban densities of mixed uses where logical and existing and/or planned urban services are available.

Affordable housing policies and urban density policies should have equal value in evaluating and/or planning new or expanded housing areas.

1.3 Prior to annexation of an urban growth area or a portion thereof to the respective City, development within adopted urban growth boundaries shall conform to the respective city's urban development standards as established through inter-local agreements.

1.4 All jurisdictions whose UGA boundaries adjoin Interstate 5 or other U.S. Highways shall work towards establishing consistent development standards to protect and enhance a locally significant desired community image along the Interstate 5 or U.S. Highway corridors.

1.5 The County and those cities whose UGA boundaries adjoin the Interstate 5 and U.S. Highway corridors shall work with the Washington State Department of Transportation (WSDOT) to develop minimum landscape standards for interchanges along the Interstate 5 and U.S. Highways.

1.6 Rural areas should have low-density development, which can be sustained by minimal infrastructure improvements. Exceptions may be made for rural areas appropriate for more intense development, including small towns, crossroad commercial areas, resort and tourist facilities, existing development areas, and rural industrial centers consistent with state law. In addition, as further outlined in the Economic Development policies, exceptions may be made for major industrial developments, and master planned locations for major industrial activity outside urban growth areas consistent with state law.

1.7 The County and cities shall inform the appropriate jurisdictions concerning proposed development or activities that would impact urban resources and/or urban growth areas.

1.8 The County and Cities shall collaborate to provide a mechanism for siting and maintaining both existing and new essential public facilities using a 50-year planning horizon for essential public facilities, including

- (a) Sewage treatment and municipal water facilities
- (b) Solid Waste Facilities
- (c) Port District/PDA industrial facilities
- (d) Airport locations
- (e) Other essential public facilities as identified under GMA

1.9 The County, in collaboration with the cities, shall establish a level of service inside unincorporated UGAs.

1.10.0 The process and factors to amend the UGAs and other comprehensive plan sections is adopted as Appendix A and B and are made part of these policies.

1.10.1 Based on growth management population projections made for the county by the Office of Financial Management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period. Each urban area shall permit urban densities and shall include greenbelt and open space areas. An urban growth area determination may include reasonable land market supply factor and shall permit a range of urban densities and uses. In determining this market factor, cities and counties may consider

local circumstances. Cities and counties have discretion in their comprehensive planning process to make many choices about accommodating growth.

1.10.2 The provision of an adequate supply of land available for urban intensities of development shall be available to accommodate the population and economic growth of Lewis County.

1.10.3 The expansion of urban growth areas shall be given priority when need is demonstrated by the local jurisdictions and the lands that are to be incorporated into a UGA exhibit conditions consistent with WAC 365-190-050, 365-190-060, 365-190-070, and 365-195-335. De-designation of resource lands should be limited to where there is no practical alternative.

1.10.4 Amendments to the Comprehensive Plan may be initiated by:

- A. Motion of the Board or Planning Commission.
- B. Property owner or county resident filing an application with the Planning Commission.

1.10.5 Amendments to the Comprehensive Plan will be:

- A. Submitted from September to December for review the following year. The Planning Commission will review applications beginning the February following the submittal period, with Board of County Commissioners target adoption date of July of the same year.
- B. Processed once a year and coordinated with all proposed amendments concurrently to insure individual and cumulative impacts are weighed.

1.10.6 Requests for Amendments to Urban Growth Areas in the Comprehensive Plan will be reviewed according to the following criteria, as set forth in RCW36.70A.130(3):

A. DETERMINATION OF NEEDED LAND

- I. Is the UGA large enough e.g. is the land existing in inventory of lands within the existing UGA adequate in quantity to accommodate the County's population allocation at urban densities?
- II. Is the inventory available for development including vacant land, underdeveloped lands and land where development is likely?
- III. Is there land within the UGA that can accommodate the urban services needed for urban densities?
- IV. Are there lands outside the City that currently exhibit an urban density and urban character?

B. CONSISTENCY WITH GMA OBJECTIVES

- I. Is the amendment made necessary by an emergency that can be eliminated by the extension of urban level of service?
- II. What impact would the amendment have on the existing level of services within the UGA?
- III. What is the ability to provide services within the UGA?
- IV. Will the contemplated amendment result in any environmental degradation?
- V. Does the amendment being considered comply with the objectives of the GMA; does it promote sprawl or does it hinder development within the UGA at an urban density?

VI. Is the amendment consistent with the County Comprehensive Plan and other plans of affected jurisdictions?

1.10.7 The review, evaluation and adoption of amendments will follow the general flow of events as outlined in Appendix A & B of this document and may be further defined by Lewis County Code.

2. Reduce Sprawl. Reduce the inappropriate conversion of undeveloped or rural land into sprawling, low-density development.

2.0 Provisions for urban levels of services to development within urban growth boundaries and within fully contained communities shall be required.

2.1 Development within adopted urban growth areas shall be coordinated and reviewed within the context of the development standards of the respective city, as established through inter-local agreements between the County and cities.

2.2 Large-scale commercial and industrial development shall be located in designated UGAs, or areas authorized by state law, where adequate utility services and transportation networks are available or planned.

2.3 Water and sewer infrastructure expansion should not occur in areas outside the UGAs and adopted water and sewer district boundaries at urban levels except to address specific health and safety problems.

2.4 Lewis County recognizes that sewer is an urban service. Public sewer extension outside Urban Growth Areas shall be provided at a Level of Service (LOS) consistent with state law, and the County's development standards and comprehensive plan for densities and uses associated with size, scale, and intensity for growth in rural parts of the County. Public sewer connections may be permitted only if hookup sites comply with one of the following situations:

- A. The Lewis County Health Officer has determined that extension of sewer service is necessary to protect public health and safety.
- B. The public sewer provides service to existing local and major essential public facilities.
- C. The public sewer provides levels of sewage collection and treatment necessary to facilitate and support infill development or redevelopment of limited areas of more intensive rural development (LAMIRDs).

2.5 Lewis County recognizes that water is an urban and rural service. Extension of water service beyond UGAs may be permitted within state adopted Water Service Areas and where required, by the Lewis County Board of Commissioners as described by the following conditions:

- A. The Lewis County Health Officer has determined that extension of domestic water is necessary to protect public health and safety, or
- B. Extension of water service outside of UGAs may be allowed provided any connections in the rural lands are consistent with County rural development regulations and do not support urban levels of water service; or where there is a determined need for fire flow and protection.

C. State approved Water Service Areas may be expanded inside limited areas of more intensive rural development (LAMIRDs) if they are consistent with the County Comprehensive Plan and development regulations.

2.6 Developments authorized under RCW 36.70A.350, .360, .362, .365, and .367 may be served by urban sewer and water systems consistent with state law. However, no additional connections may be allowed at urban levels of service in the land between adopted UGAs.

4. **Housing.** 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.

4.0 Public/private partnerships should be encouraged to build affordable housing to meet the housing needs of people with low and moderate incomes and special needs populations.

4.1 The Comprehensive Plan and development regulations should include innovative land use management and construction techniques to promote affordable housing.

4.2 The existing affordable housing stock should be maintained where economically viable and efforts to rehabilitate older and substandard housing, which are otherwise consistent with Comprehensive Plan policies, should be encouraged.

5. **Economic Development.** Encourage economic development throughout Lewis County that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the Lewis County's natural resources, public services and public facilities.

5.0 The development of industries should be encouraged within the cities, urban growth areas, designated Limited Areas of More Intense Rural Development (LAMIRDs), and within those unincorporated areas of Lewis County that satisfy the requirements set forth in RCW 36.70A.365 and .367.

5.1 Agriculture, forestry and mineral extraction shall be encouraged in rural areas. The development of resource related commercial and industrial activities shall be encouraged in appropriate areas such as designated commercial resource lands, LAMIRDs, UGAs, or next to resource related uses.

5.2 A diversified economic base should be encouraged to minimize the vulnerability of the local economy to economic fluctuations.

5.3 The County and cities should designate adequate land within the UGAs to provide for future industrial and commercial needs.

5.4 Tourism and recreation should be promoted as a strategy that protects the character of rural and urban areas, and supports economic development.

5.5 Comprehensive plans and development regulations should designate adequate land within the UGAs to provide for future industrial and commercial needs.

5.6 Value added industries shall be encouraged.

5.7 Recreational or tourist activities directly related to or dependent upon water bodies should be encouraged. Tourism and recreation should be promoted as a strategy that protects the character of rural and urban areas.

5.8 Lewis County shall encourage the development of new fully contained communities and master-planned resorts to broaden the County's economic base, consistent with state law.

5.9 Lewis County should encourage commercial/industrial development along major transportation corridors and where the potential for expansion of water and sewer development exists consistent with the County Comprehensive Plan and state regulations.

6. Property Rights. 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.

6.0 The rights of property owners shall be considered in the creation or revision of development regulations.

6.1 Non-regulatory incentives such as conservation easements, land exchanges, land banking, assessment relief and similar incentive programs shall be included, where appropriate, in development regulations.

7. Permits. Applications for local government permits should be processed in a timely and fair manner to ensure predictability.

7.0 To better serve the public, inter-agency agreements with other permitting agencies should be pursued to facilitate projects that require multi-agency permits.

7.1 The County and cities should work together to develop consistent permitting systems.

7.2 All jurisdictions shall formally document administrative interpretations of development regulations and make them available to the public.

7.3 Permitting for development within adopted urban growth areas shall be coordinated and reviewed within the context of the development standards of the respective city as established through inter-local agreements between the County and cities.

9. Open Space and Recreation. 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.

9.0 The use of Open Space and Forestry Taxation Laws shall be encouraged as a useful method of resource preservation.

9.1 Parks, recreation, scenic areas and scenic byways, and viewing points should be encouraged.

9.2 The Lewis County river systems and tributaries are a resource that should be protected, enhanced, and utilized for active and passive recreation.

9.3 Encourage cluster housing and innovative techniques for planned developments in the County to provide open space systems and recreational opportunities.

9.4 Land use planning for the adopted urban growth areas shall encourage greenbelt or open space uses and encourage the protection of wildlife habitat areas.

10. Environment. Protect the environment and enhance Lewis County's high quality of life including air and water quality, and the availability of water.

10.0 All jurisdictions should encourage the enhancement of the functions and values for critical areas when developing sub-area plans and development regulations.

10.1 Floodplains, wetlands, watersheds and aquifers are essential components of the hydrologic system and shall be managed through interagency agreements to protect surface and groundwater quality.

10.2 All jurisdictions shall recognize the river systems within the County as pivotal freshwater resources and public water supply and shall manage development within the greater watershed in a manner consistent with planning practices that do not seriously degrade the integrity of the resource.

10.3 Septic systems, disposal of dredge spoils, and land excavation, filling and clearing activities shall conform to critical area development regulations and not have a significant adverse effect on Lewis County water bodies with respect to public health, fisheries, aquifers, water quality, wetlands, and fish and wildlife habitat.

10.4 All jurisdictions shall consider threatened, endangered, or sensitive fish and wildlife species when evaluating and conditioning commercial, industrial or residential development.

10.5 Lewis County, in cooperation with appropriate local, state and federal agencies should continue to develop and update the comprehensive flood control management program.

10.6 Floodplains, lakes, rivers, streams, and other water resources should be managed for multiple beneficial uses including, but not limited to flood and erosion control, fish and wildlife habitat, agriculture, aquaculture, open space and water supply. Use of water resources should to the fullest extent possible preserve and promote opportunities for other uses.

10.7 All jurisdictions should work towards developing policies and regulations outlining best management practices (BMP) within aquifer recharge areas to protect the quality of groundwater.

10.8 Recycling programs should be encouraged.

11. Citizen Participation and Coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

11.0 All jurisdictions shall maintain procedures to provide for the broad dissemination of proposals and alternatives for public inspection; opportunities for written comments; public hearings after effective notice; open discussions; communication programs and information services; consideration of and response to public comments; and the notification of the public for the adoption, implementation, and evaluation of the Comprehensive Plan.

11.1 All jurisdictions shall continue to encourage public awareness of the Comprehensive Plan by providing for public participation opportunities and public education programs designed to promote a widespread understanding of the Plan's purpose and intent.

11.2 All jurisdictions shall provide regular and ongoing opportunities for public review and comment throughout the Comprehensive Plan development process.

11.3 All jurisdictions shall provide policies and processes to address public notification costs associated with land use applications.

11.4 All jurisdictions shall encourage citizen participation throughout the planning process as provided by state statute and codes for environmental, land use, and development permits.

11.5 All jurisdictions shall encourage broad based citizen involvement in the development of the Comprehensive Plan elements, sub-area plans, and functional plans, and development regulations.

11.6 Amendment to the county wide planning policies shall be consistent with an adopted approval process.

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 current service levels below locally established minimum standards.

12.0 Public facilities and services shall be integrated and consistent with locally adopted comprehensive plans and implementing regulations.

12.1 If communities within a defined region are required to accept regional public facilities, then the federal, state and County and other regional public facilities located within the corporate boundaries of cities shall be required to provide fees related to the impacts of the public facilities. All jurisdictions shall provide a process for siting essential public facilities and a local comprehensive plan may not preclude the siting of essential public facilities.

12.2 Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfills, sewage treatment facilities, recreation, schools and other public uses. All jurisdictions shall work together to identify areas of shared need for public facilities.

12.3 The financing for system improvements to public facilities to serve new development may provide for a balance between impacts fees and other sources of public funds.

12.4 New development shall pay for or provide for its share of new infrastructure through fees or as mitigation measures.

12.5 Citizens shall have the opportunity to participate in and comment on proposed capital facilities financing.

12.6 Special district comprehensive plans shall be consistent with the comprehensive plans and development regulations of the general-purpose local governments.

13. Historic Preservation. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance to Lewis County.

13.0 All jurisdictions are encouraged to work cooperatively towards identifying, evaluating, and protecting historic resources and encouraging land use patterns that protect and enhance such historic resources.

13.1 All jurisdictions should cooperate with local historic preservation groups to ensure coordination of plans and policies by the Washington State Office of Archaeology and Historic Preservation.

13.2 All jurisdictions should cooperate with local historic preservation groups to acknowledge and recognize historic sites, structures, and areas in their comprehensive plans, which have local importance, but may not formally be listed in the state and federal registers.

City Goals and Policies

General

LU.01 To minimize inter-jurisdictional conflict in the adoption of comprehensive plan goals and policies.

LU.01.01 Work in cooperation with the state of Washington, Lewis County and other jurisdictions by sharing information in the development of local comprehensive plans.

LU.01.02 Ensure that the goals and policies contained in this plan do not conflict with Lewis County's County-wide Planning Policies.

LU.02 To encourage the efficient use of land.

LU.02.01 Discourage low-density development within the city, and prohibit low-density development in high-density zones.

LU.02.02 Discourage urban sprawl within undeveloped areas in the FUGA.

LU.02.03 Encourage the development of smaller lot sizes in residential areas.

LU.02.04 Develop a neighborhood planning and design process to encourage compatible infill development and redevelopment in established areas.

LU.02.05 Designate sufficient land, in excess of projected needs, for each type of land use needed for the community to maximize the potential for the operation of a free-market real estate process in land development.

LU.03.01 Provide Lewis County with accurate, reliable information that documents the existence and location of urban infrastructure such as water and sewer lines outside the city limits.

LU.03.02 Document the constraints to development that exist within the city.

LU.03.04 Develop a policy for the phased annexation of land within the FUGA to ensure that needed services are available when annexation occurs.

LU.04 To accommodate the 20 year projection for household and employment growth.

LU.04.01 Encourage residential, commercial and industrial development at appropriate densities to meet population and employment demands.

LU.04.02 Encourage development in areas where adequate public facilities and services already exist, or can be provided in an efficient manner.

LU.04.03 Coordinate with Lewis County to promote within the FUGA an appropriate minimum intensity of development.

LU.04.04 Plan for service levels in transportation, schools, utilities, and police and fire protection that will keep pace with population and employment increases.

LU.05 To protect the property rights of land owners.

LU.05.01 Allow for variances from the city's zoning and land use regulations to mitigate undue hardship when the literal application of those regulations would prohibit all reasonable development on a parcel of land.

LU.05.02 Consider the use of reasonable use exemptions or transfers of development rights when a regulation would deprive an owner of all economically viable use of their property, or have a severe impact on the landowner's economic interest, or deny a fundamental attribute of ownership.

LU.05.03 Seek ways to increase efficiency and reduce process time for land use approvals and construction permits.

LU.05.04 Attempt to ensure that any proposed permit exemption does not adversely impact the health, safety or welfare of local residents.

Urban Environment

LU.06 To create and maintain a balanced community that mixes residential and non-residential uses in a way that promotes environmental quality and community aesthetics.

LU.06.01 Promote the use of landscaping and design standards in new development or re-development.

LU.06.02 Require the use of buffers between incompatible land uses; require new development to bear the burden of transition when it is proposed adjacent to incompatible development.

LU.06.03 Encourage the retention of open space in new development, especially when such action will protect or enhance a wetland or wildlife habitat area.

property maintenance standards, especially within historic districts.

LU.08.03 Designate historic landmark sites and structures, and review any proposed changes, to maximize the potential that such sites and structures continue to remain a part of the community.

LU.09 To protect existing land uses as new development occurs.

LU.09.01 Encourage private and public preservation of undeveloped open space.

LU.09.02 Require adequate buffers between proposed new development and existing land uses.

LU.09.03 Permit existing agricultural practices to continue in designated open space areas. Support 'Right to Farm' legislation.

Environmental Protection (See Natural Environment Section)

Residential Land Uses

LU.12 To create livable residential areas.

LU.12.01 Reserve adequate residential areas for housing, and develop such areas at urban densities.

LU.12.02 Promote the development of a variety of housing types, at differing densities, in appropriate areas.

LU.12.03 Work to ensure that new residential development provides the public facilities (pedestrian paths, landscaped areas, and other neighborhood improvements) necessary to integrate them into the vision of the community.

LU.12.04 Encourage innovative housing assistance programs for low and moderate income families within the community.

LU.12.05 Encourage the development of higher-density housing in or near the downtown area, or near commercial or employment centers that have appropriate services and facilities such as public transit, schools, parks, and playgrounds.

LU.12.06 Maintain the community's predominant low-density residential character in appropriate areas.

LU.12.07 Permit home occupations in residential areas with appropriate restrictions on business activities, signs, parking, traffic and employees; provide flexibility in home occupation regulations to recognize and accommodate the impact of new technologies.

LU.12.08 Permit retirement homes as a conditional use in residential areas.

LU.13 To preserve and strengthen the vitality of existing neighborhoods.

LU.13.01 Create incentives that promote the construction of infill housing on existing scattered lots in residential areas.

LU.13.02 Protect residential neighborhoods from incompatible uses on adjoining lots through the use of screening and buffering requirements.

LU.13.03 Promote the maintenance of infrastructure and amenities within existing neighborhoods.

LU.13.04 Permit the location of neighborhood convenience businesses with limited hours of operation within walking distance of residential areas.

LU.13.05 Minimize the removal of existing vegetation when improving streets to preserve the natural character of neighborhoods.

Economic Development

LU.14 To promote the continued expansion of a healthy commercial sector.

LU.14.01 Discourage strip development in inappropriate areas, especially when such development would adversely impact residential areas.

LU.14.02 Encourage the transition of existing dwellings to low-intensity offices and businesses on Market Boulevard.

LU.14.03 Promote quality design of commercial development through the use of landscaping standards, especially in parking lots and along site perimeters.

LU.14.04 Minimize the traffic impacts of new commercial development by restricting site access from roadways.

LU.14.05 Restrict the location of drive-through and drive-in facilities to areas where traffic impacts will be minimal.

LU.14.06 Act as a pass-through agency or otherwise facilitate the use of federal or state financing and tax credits for business development, when appropriate.

LU.14.07 Recognize the positive economic impacts associated with visitors to the community by funding and participating in convention and tourism marketing efforts.

LU.15 To retain the Central Business District (CBD) as the historical center and county seat for financial, social and civic activities.

LU.15.01 Encourage the maintenance and improvement of the downtown area. Provide public improvements to support private investment, including landscaping, signage, and infrastructure.

LU.15.02 Investigate opportunities to create visual and physical links between the downtown area and the Lewis County courthouse facilities.

LU.15.03 Encourage an update of the existing Central Business District General Development Plan.

LU.15.04 Encourage public and private investment in seasonal color planting and decoration in appropriate areas, including within rights-of-way.

LU.16 To promote industrial and economic development.

LU.16.15 Ensure that city government is accessible and responsive to the business community. Solicit the ideas and concerns of the business community before enacting new ordinances and regulations. Work collectively with community business representatives and individual businesses to solve mutual problems.

LU.16.16 Locate industrial areas in a manner which takes advantage of air, freeway and rail transportation systems.

LU.17 To ensure that the municipal airport can meet existing and projected recreational and business requirements for general aviation.

LU.17.01 Adopt land use regulations for lands within the Airport Service Overlay District that will discourage the siting of land uses incompatible with airport operations.

LU.17.02 Work with the Airport Board to determine the appropriate time to establish a 65 ldn noise contour for future land use planning, particularly as the noise contour may impact residential areas.

LU.17.03 Work with the Airport Board in future updates to the Airport Master Plan, to ensure compatible development of surrounding land.

LU.17.04 Recognize that residential, commercial and industrial growth will likely increase the demand for recreational and business aviation services at the airport.

LU.17.05 Cooperate in the implementation of federal regulations relating to approach aviation safety zones and other features through appropriate land use regulations.

LU.17.06 Assist in promoting commercial and industrial uses on leased land under airport ownership.