

PLANNING COMMISSION AGENDA ITEM

City of Castle Rock, Washington

AGENDA TITLE:		Urban Growth Boundary Amendments			
PRESENTED BY:		Deborah Johnson, City Planner			
MEETING DATE:		February 15, 2017			
<input checked="" type="checkbox"/>	Public Hearing	<input type="checkbox"/>	Study Session	<input checked="" type="checkbox"/>	Final Action (tent.)
<input checked="" type="checkbox"/>	Discussion	<input type="checkbox"/>	Information Only	<input type="checkbox"/>	Other

I. GENERAL INFORMATION

A. Background

Easy Reference for Acronyms

GMA	Washington State Growth Management Act (Chapter 36.70A RCW)
RCW	Revised Code of Washington – state law
SEPA	Washington State Environmental Policy Act (Chapter 43.21C RCW & Chapter 197-11 WAC)
UGA	Urban growth area, defined as the unincorporated territory lying between Castle Rock city limits and the adopted UGB, within which urban development and services are to be located and encouraged to locate
UGB	Urban growth boundary, defined as the boundary adopted by joint agreement of Castle Rock and Cowlitz County that encompasses the UGA
USA	Urban service area, defined as those areas within the UGA within which City and County responsibilities for water and sewer services are designated

What is an urban growth area (UGA)?

A UGA is a specifically assigned unincorporated (county) area where city growth is expected to expand in the future. It also includes lands within the current city limits. It is related to a city's urban service area (USA) and offers a basis for predictable investments in roads, sidewalks, water and sewer systems, and other such infrastructure.

Sometimes, UGAs can be “doughnut holes” that are fully surrounded by incorporated lands, or “islands” of unincorporated area in between two different cities. Most often, though, they are outside of but adjacent to the city limits.

The UGA is shown on a map by establishment of an urban growth boundary (UGB) depicting the exterior boundary of the UGA. This typically includes the area inside the current city limits as well. The two terms are somewhat synonymous; technically, the proposed UGA amendment takes the form of amending the UGB on the map.

How are UGAs established?

In Washington, most UGAs are reflective of planning performed under the state Growth Management Act (GMA). Out of Washington's 39 counties, 29 are either required or choose to "fully plan" under the GMA. The GMA provides a framework for regional coordination, and counties planning under the GMA must adopt countywide planning policies and establish UGAs, as required by RCW 36.70A.110.

Cowlitz, however, is one of the ten counties that are *not* subject to all of the GMA's requirements. This means that the UGA process, the update provisions, and many other aspects of the GMA do not apply in this county, or by extension in Castle Rock. As a result, we are not bound by the GMA provisions when dealing with setting the UGB.

Does this mean annexation?

There is a relationship between the UGB and annexation, but this is not an annexation proposal in itself. Inclusion of land in a UGA is the earliest indication that it might be expected to be annexed to a city in the future. This doesn't mean that an annexation is pending right now, but that within, say, a couple of decades this is the area that would be intended to come into the city. Any actual annexations within the UGA are likely to be piecemeal and need to go through a separate process set by state law.

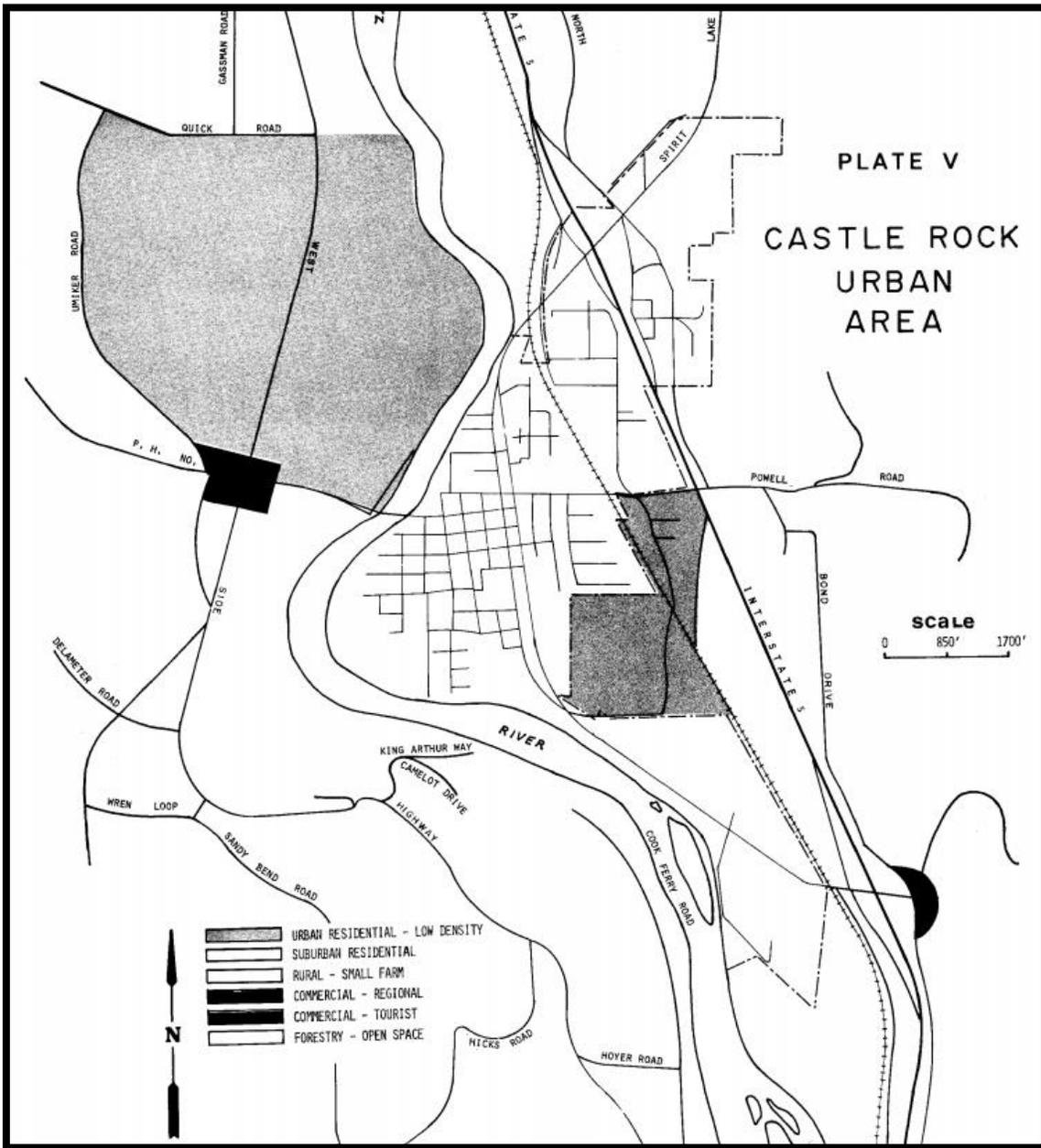
The 1984 agreement sets USA policies intended to avoid duplication in public infrastructure and services and to provide for their orderly extension. Related to the USA, it also sets thresholds for annexation within the UGA, including:

1. Proposed development within Castle Rock's USA that is both (a) contiguous to city limits and (b) proposing to connect to Castle Rock water or sewer must annex prior to receiving permits.
2. As a condition of permit approval, proposed development within Castle Rock's USA that is *not* contiguous to the city limits, but is proposing to connect to Castle Rock water or sewer, must enter into a legal agreement to annex at a future time.

B. History

Cowlitz County and Castle Rock collaborated on setting a UGB well before the GMA's 1990 passage. Cowlitz County's 1976 comprehensive plan included a series of "urban areas" maps associated with the various cities in the county. Figure 1 shows that for Castle Rock. "Suburban areas" are described as those "on the fringe of urban areas which are evolving from a rural character to an urban character. Such areas are logical for expansion of the urban area."

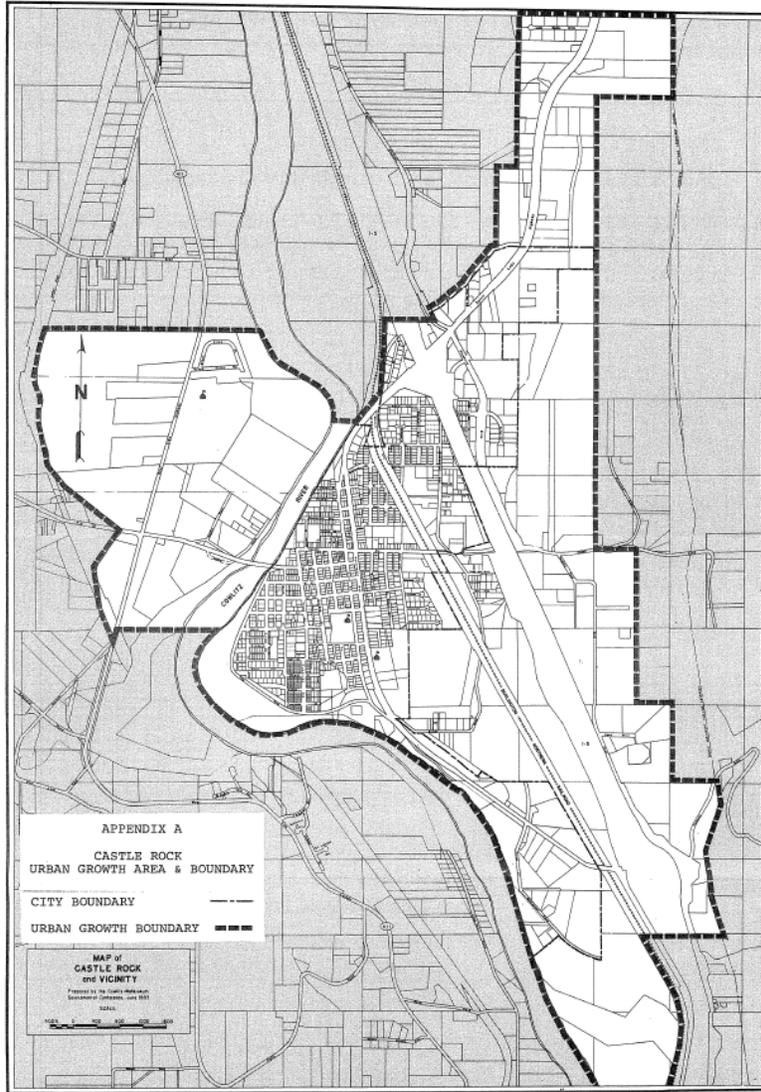
Figure 1. Adopted Urban Area (1976)



In December 1984, the Castle Rock City Council and the Board of Cowlitz County Commissioners entered into a formal written agreement for implementation and administration of the Castle Rock Urban Growth Management Program, setting a UGB (Figure 2) and USA (Figure 3) in relation to Castle Rock's city limits.

Also adopted were the associated policies and procedures that had been developed over the preceding two years by the Cowlitz-Wahkiakum Governmental Conference¹, working in concert with the Castle Rock Urban Growth Management Committee comprised of local elected and appointed leaders, staff, and real estate and business representatives. Even though it is over 30 years old, this document still governs the UGA amendment process.

Figure 2. Adopted Urban Growth Boundary (1984)

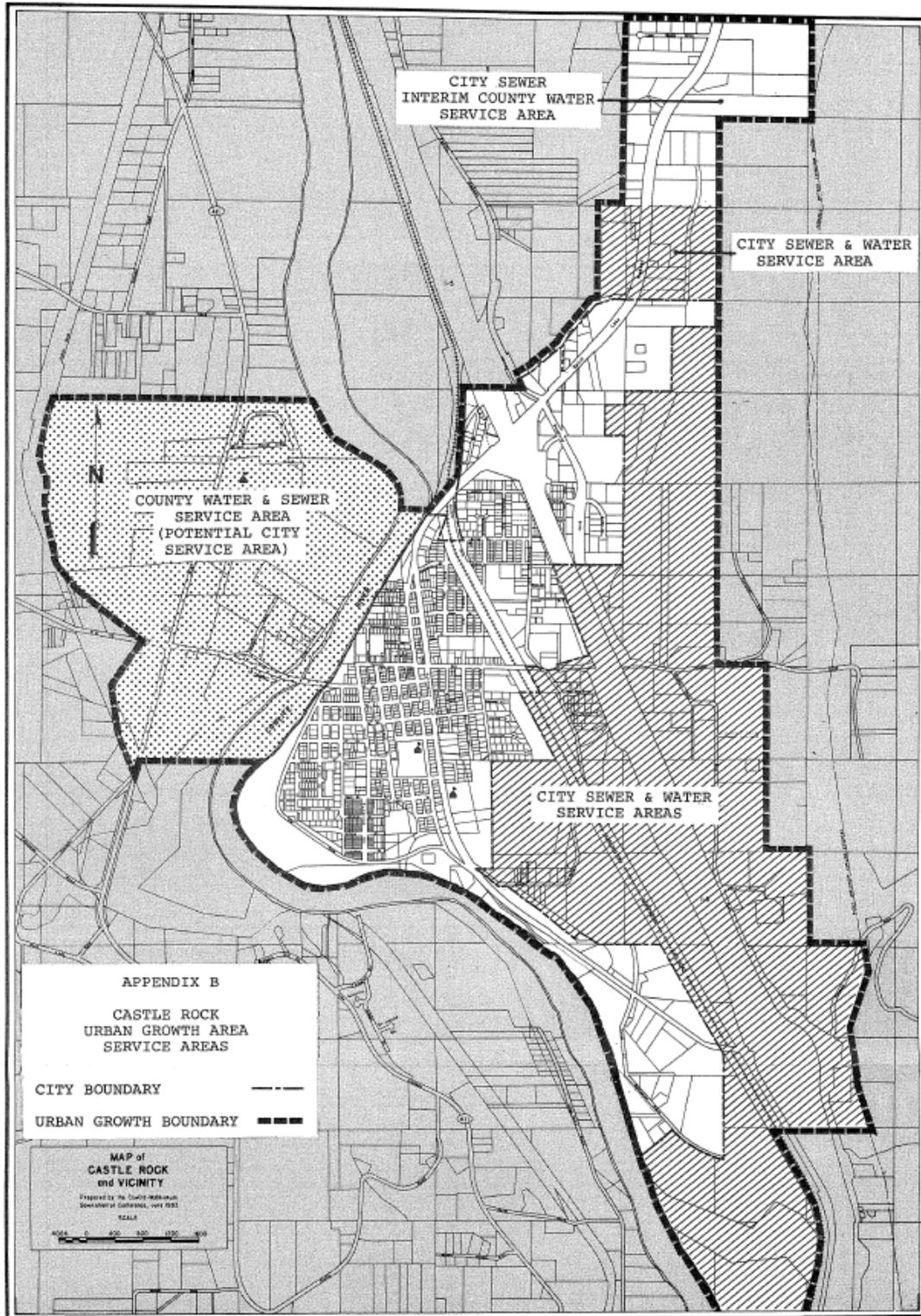


A-1

Note: Urban Growth Boundary extends to juncture of BNSF tracks and Cowlitz River.

¹ Predecessor to today's Cowlitz-Wahkiakum Council of Governments, which currently provides planning services to Castle Rock under contract.

Figure 3. Adopted Urban Service Areas (1984)

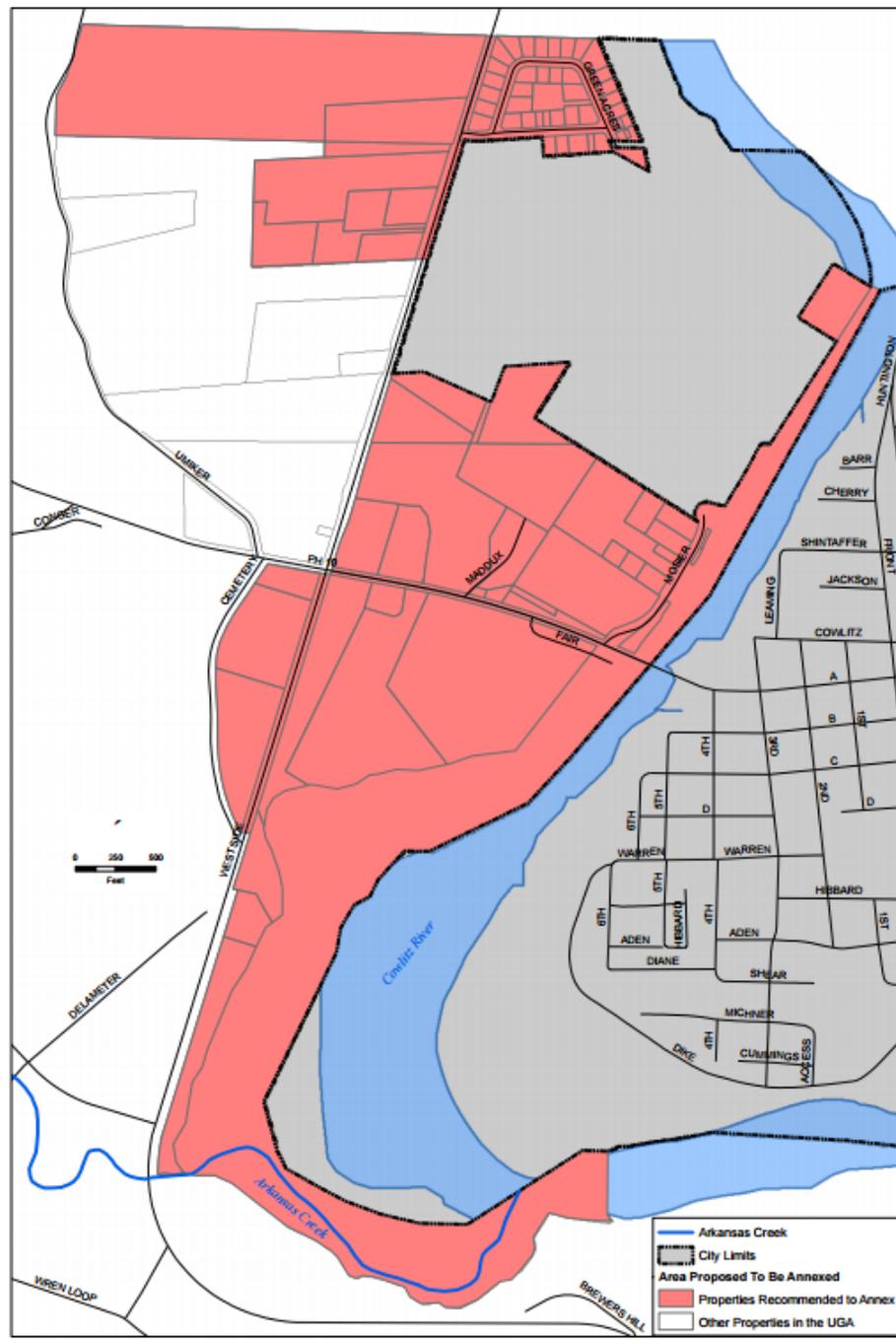


Note: Urban Growth Boundary extends to juncture of BNRR tracks and Cowlitz River.

B-1

The Westside annexation to Castle Rock (Figure 4) was finalized in 2011. At just under 280 acres in size, it encompasses not only a considerable portion of the 1984 UGA but also lands outside and to the south of the UGA on the west side of the river.²

Figure 4. 2011 Westside Annexation

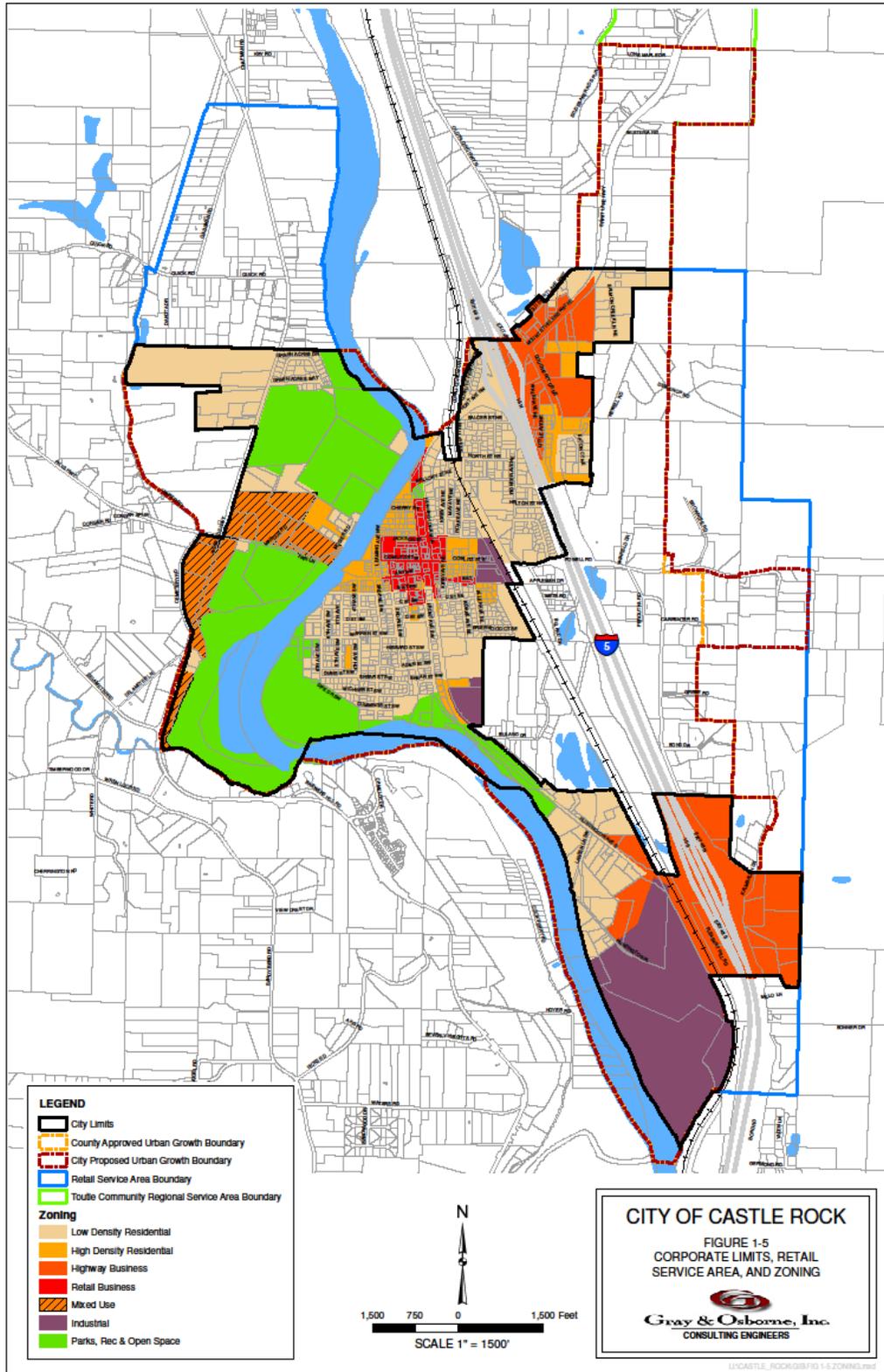


² Because Cowlitz is not subject to most provisions of the GMA, annexations are not strictly limited to the UGA as they would be in “fully planning” counties.

Also in 2011, Cowlitz County began developing the current set of amendments to its comprehensive plan. The 1984 agreement includes provisions for periodic review of and amendments to the UGA/UGB. While an individual or group of property owners can request an amendment through a formal application process, Castle Rock and Cowlitz County can jointly initiate an amendment. Since Cowlitz County is already in the midst of reviewing and updating its comprehensive plan, the County and City agreed that this would be a good time to jointly review the UGA and, if appropriate, to amend the UGB. Per the agreement, there is no formal application for the proposed amendments as it is an integral part of the overarching review. The proposed boundary expansions and, in one case, removal of several lots from the UGA, are the product of coordination between staff of both jurisdictions.

The Castle Rock City Council earlier adopted Resolution No. 88-029, which sought to amend the UGB. However, this did not go through the process established in the 1984 agreement, so Cowlitz County never recognized the amendment. A portion of the current amendment would formalize and enact the 1988 action. The current UGB as recognized by the County is shown in Figure 5 ("County Approved Urban Growth Boundary").

Figure 5. Current Castle Rock UGB



C. Proposal

What's being proposed?

This is a joint City of Castle Rock and Cowlitz County proposal that would expand the UGA adopted in 1984 (Figure 2) and, in one area, remove several properties. The proposed UGB is shown in Figure 6, with maps of the individual areas proposed for UGA expansion following in Figures 7 through 9. The UGB contraction is shown in Figure 10A. There may be slight discrepancies between the Figure 6 boundary and those shown in Figures 7 through 10. The latter should be relied upon as Figure 6 was conceptual and was produced some time ago for discussion purposes.

The NE Segment (Figure 7 and Table 1) includes five tax parcels totaling 40.69 acres in size that would be added to the UGA. It is located east of I-5 and is north of the northbound on-ramp at Exit 49. This was the area included in Castle Rock Resolution No. 88-029.

The East Segment (Figure 8 and Table 2) includes 21 tax parcels totaling 59.93 acres in size that would be added to the UGA. It is located east of Bond Road and south of Powell Road.

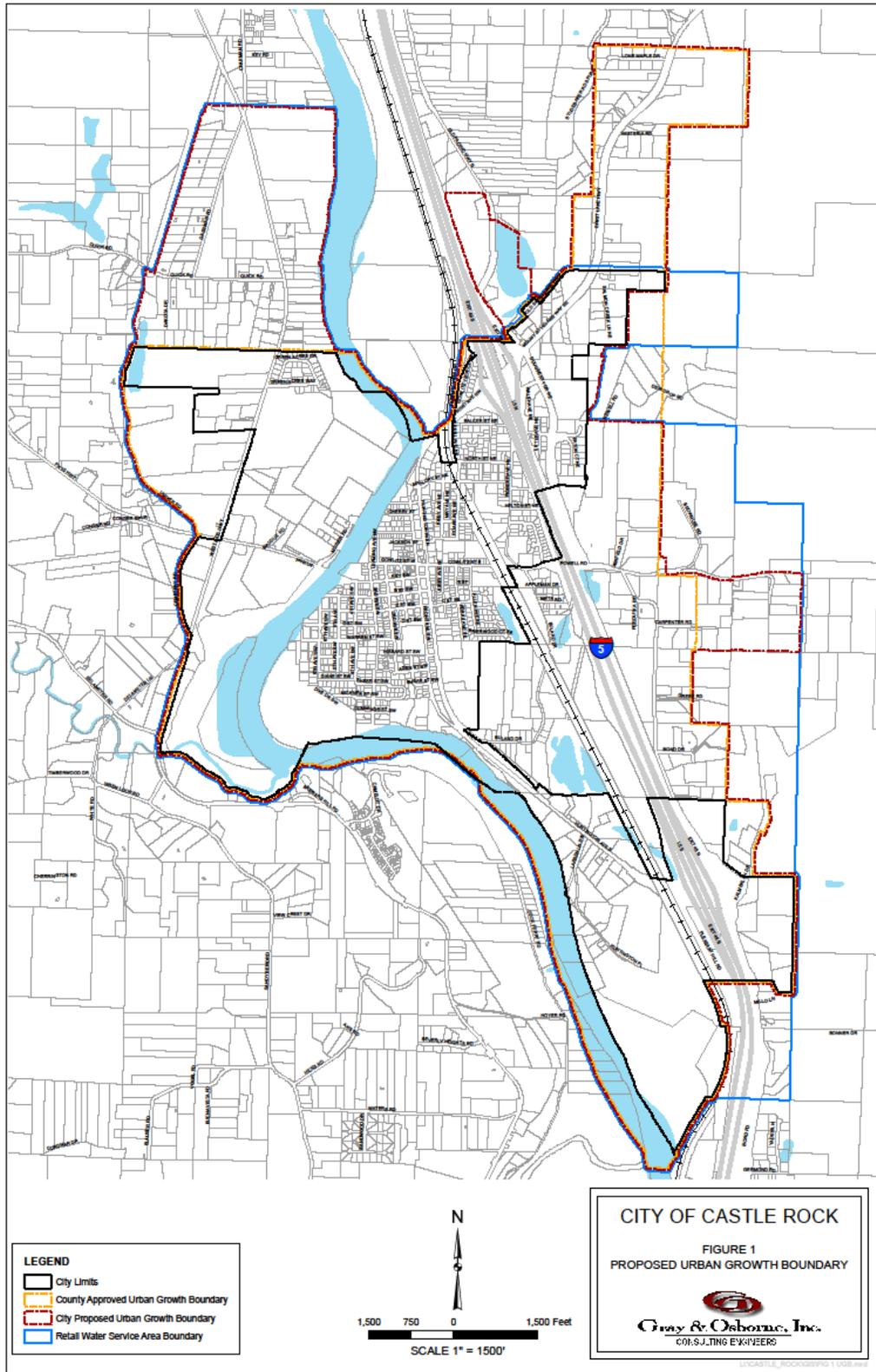
The West Segment (Figure 9 and Table 3) includes 127 tax parcels totaling 259.17 acres in size that would be added to the UGA. It is located west of the Cowlitz River in the vicinity of Westside Highway and Gassman and Quick Roads, to the north/northeast of Castle Rock High School.

Together, these total 359.79 acres, although the actual area is larger due to roads and public rights of way. Land uses in these areas are comprised of residential properties; limited forestry lands; a few small agricultural and equestrian businesses; and public uses such as the Cowlitz County shops and the Castle Rock water tower. Part of the area abuts the Cowlitz River and/or contains critical areas such as wetlands.

The area depicted in Figure 10A, located east of Dougherty Drive and south of Spirit Lake Highway, is currently within the UGA but is proposed for removal. There, the UGB would contract to align with the westerly north/south area boundary shown in Figure 10A (see also Figure 10B, an inset from the citywide map). The ten tax parcels or portions thereof involved would then be outside of the UGA. About 50 acres – the small portions of parcels bisected by the current UGB were not calculated – are proposed for removal from the UGA. The area has geographic constraints and is segregated from the city by Salmon Creek. As such, it could not reasonably be expected to develop at urban densities in the future.

The net expansion being proposed totals approximately 310 acres. This reflects tax parcels only; roads and public rights of way were not included in this calculation.

Figure 6. Proposed Castle Rock UGB



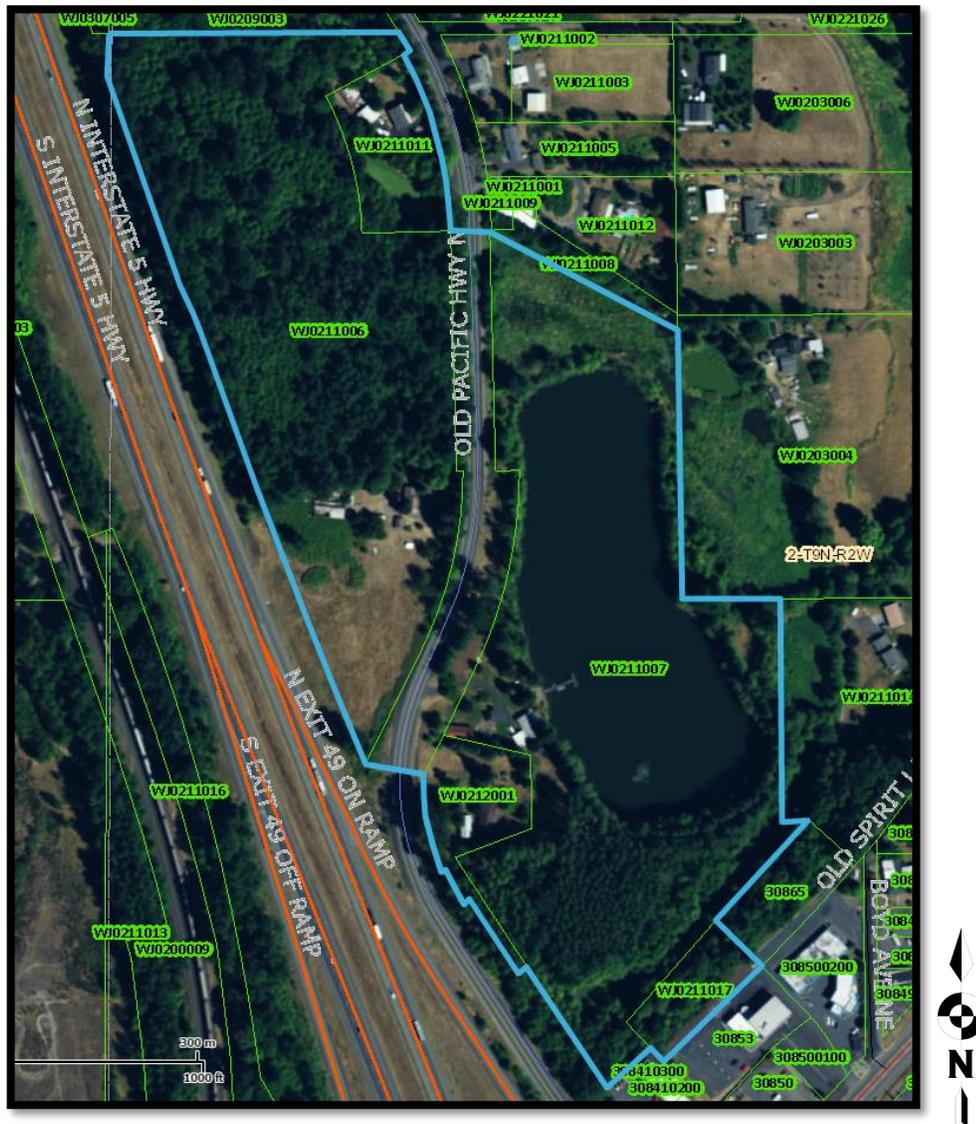
D. Location

The proposal includes specific properties within the unincorporated area surrounding the city of Castle Rock in Cowlitz County, Washington. Figures 7 through 9 show the individual areas proposed to be added.

Figure 10A shows the single area proposed to be *removed*, including small portions of several lots to the east whose bulk is already outside the UGA. The UGB would move westward to align with the westerly boundary shown on the map. This is more closely depicted in Figure 10B.

The table that follows each figure lists the properties included (or partially included, in the case of Figure 10A) in each area and their owners of record³.

Figure 7. NE Segment – Proposed UGB Expansion



³ Per Cowlitz County Assessor as of January 30, 2017

Table 2. East Segment – Property Details

Property Owner	Tax Parcel No.	Address (if assigned)
Barker Jr., George Nichols	WJ1211002	500 Powel Rd.
Campbell et ux., Steven	WJ1116011	401 Powell Rd.
Carter, Deborah L.	WJ1212002	556 Powell Rd.
	WJ1212001	N/A
Castle Rock, City of	WJ1116003	201 Carpenter Rd.
Clark, Linda Jo	WJ1116013	160 Carpenter Rd.
Eastridge, James D. and Deborah K.	WJ1116010	385 Powell Rd.
Leininger, Philip	WJ1212003	501 Powell Rd.
Maynard, Joann and Peter E.	WJ1116014	172 Carpenter Rd.
Munger, Dennis A. and Tracy M.	WJ1116007	373 Powell Rd.
Pacific Natural Gas Co.	WJ1212005	N/A
Pacific N.W. Pipeline	WJ1212004	425 Powell Rd.
Peterson, Deborah Lynne	WJ1116009	177 Carpenter Rd
Roderick, Samuel L. and Veronica	WJ1212014	513 Powell Rd.
Schuller, Andrew E. and Cheryl A.	WJ1116015	188 Carpenter Rd.
Turner, Michael A. and Shelly A.	WJ1212009	528 Powell Rd.
	WJ1212007	N/A
Swanson, Lyle D. et ux	WJ1212006	502 Powell Rd.
	WJ1211001	N/A
Swanson, Eric D. and Kristina K.	WJ1212008	529 Powell Rd.
Swanson, Stephen L. and Serena A.	WJ1212010	535 Powell Rd.
Total Parcels:		21

Figure 9. West Segment – Proposed UGB Expansion

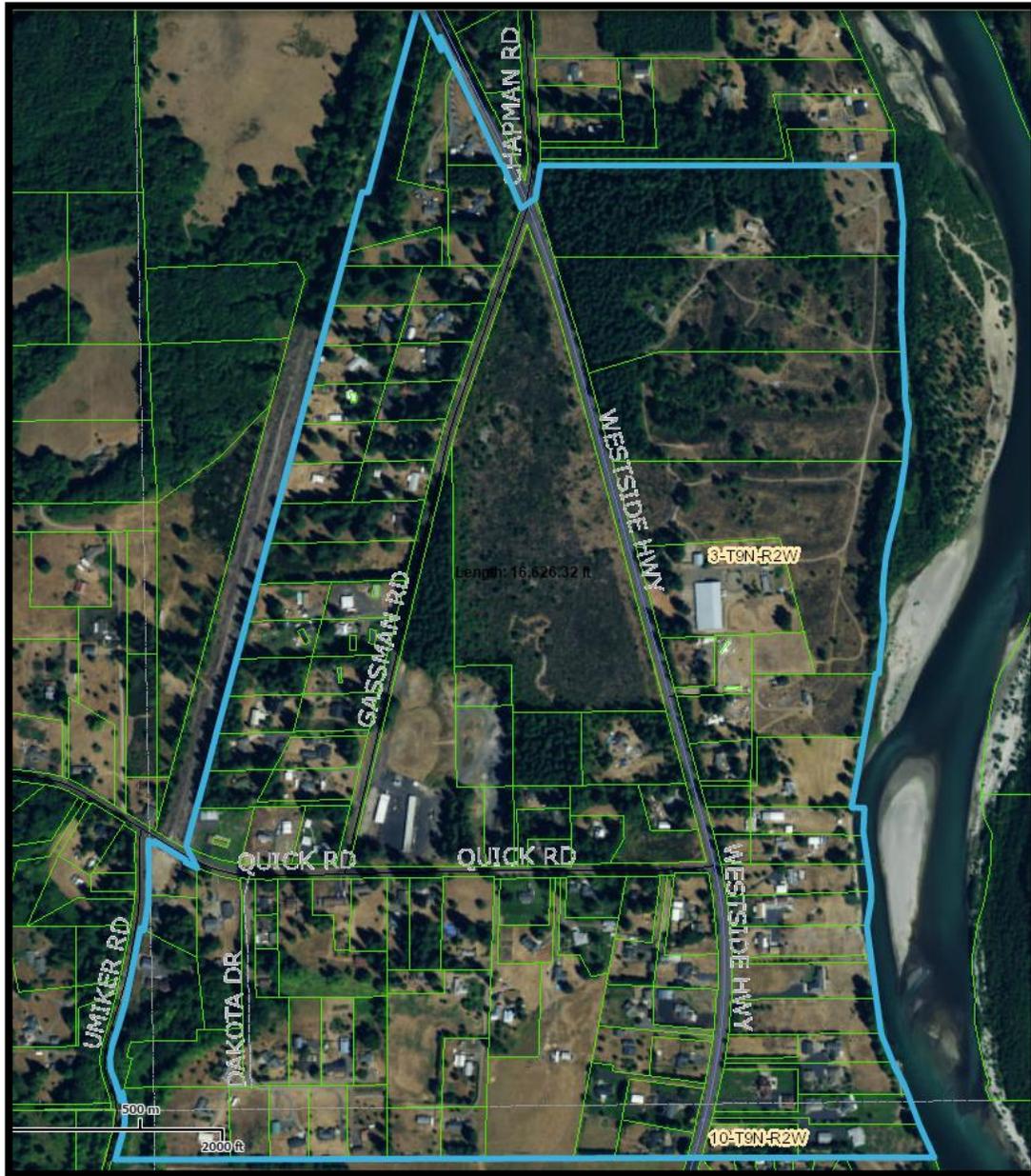


Table 3. West Segment – Property Details

Property Owner	Tax Parcel No.	Address (if assigned)
Agren, Brian and Regina	WJ0310007	5490 West Side Hwy.
Althof, Austin J.	6219104	105 Dakota Dr.
Anderson, Blair J.	WJ0309006	136 Gassman Rd.
Applebury, Veva Marie	WJ0310012	N/A
	WJ0310009	5448 West Side Hwy.
Baltazar et ux., Leonardo	WJ0313007	178 Quick Rd.
Barker, Jr., Lewis et ux	62199	221 Quick Rd.
Bishop et ux., Daniel H.	622030300	5227 West Side Hwy.
Blackburn, Brent and Edith	WJ0309017	122 Gassman Rd.
	WJ0309018	120 Gassman Rd.
Bledsoe, Dennis E. and Julie K.	62209	237 Quick Rd.
Borgaard, Jerry D. et ux	6219103	305 Quick Rd.
Botten, David R.	WJ0310002	202 Gassman Rd.
Brassard, Mark L. and Shellee	622040400	117 Quick Rd.
Breitenbach, Edith M. Trust	WJ0309005	180 Gassman Rd.
Bryant, Billy F. and Mona L.	62194	5402 West Side Hwy.
	WJ0313004	N/A
Burchett, Rick T.	WJ0311005	308 Quick Rd.
Chick, Dexter L.	WJ0310006	5442 West Side Hwy.
Claypool, Bruce W.	WJ0310005	5446 West Side Hwy.
Cowlitz County	WJ0313003	N/A
	WJ0310004	N/A
	WJ0303001	N/A
	WJ0313006	111 Gassman Rd.
Curtiss, Jodie P. and Debra L.	6219107	117 Dakota Dr.
Davidson, Jon W. and Julie A.	WJ0309024	132 Gassman Rd.
Davis, Robert L. and Judy	621930201	5312 West Side Hwy.
Davis, Ronald O. and Ruth E.	622000300	163 Quick Rd.
Despain, Christopher J. and Carrie Lynn K.	WJ0309002	134 Gassman Rd.
	WJ0309002N	134 Gassman Rd.
Edwards, Billy R. and Janis M.	622030200	5229 West Side Hwy.
Edwards, Norman R. and Myrna A.	6219116	201 Dakota Dr.
Evans et al., Danny W.	WJ0313002	5421 West Side Hwy.
Fadness-Beall, Leann M.	6220401	121 Quick Rd.
FATPUP LLC	WJ0310015	N/A
	WJ0310003	N/A
Finkas, Angelika M.	WJ0313001	126 Quick Rd.
Forney, Melanie R.	WJ0310011	5435 West Side Hwy.
Foster, Danice Jo and Michael Leonard	62203	5325 West Side Hwy.

Table 3. West Segment – Property Details (continued)

Property Owner	Tax Parcel No.	Address (if assigned)
Garr, Joseph R. and Vera M.	622000102	177 Quick Rd.
Gerald/Spring Covington Living Trust	621960202	5374 West Side Hwy.
Gillum, Timothy R. and Erica E.	WJ0308003	5787 West Side Hwy.
Grizzle, Kim A.	WJ0311010	104 Gassman Rd.
Gunderson, Edward	6219601	5394 West Side Hwy.
Harper, Janet E.	62200	209 Quick Rd.
Higby, Randy L. and Susan E.	WJ0311011	110 Gassman Rd.
Higginbotham, Stephen and Kristina	6219108	169 Dakota Dr.
	6219108N	169 Dakota Dr.
Hobbs, David L. and Barbara L.	WJ0309014	194 Gassman Rd.
Hummel, Jeffrey R.	6219105	131 Dakota Dr.
Hyde, Sally et al	WJ0310014	5620 West Side Hwy.
Hyde, Nathan	WJ0310016	N/A
Hyde, Thad W.	WJ0310010	N/A
Jenkins, Erma M.	622000400	165 Quick Rd.
Johnson, Larry P. and Wileena F.	WJ0308006	190 Gassman Rd.
Karnoski, Timothy and Brenda	621960100	5432 West Side Hwy.
	WJ0303003	N/A
Kimball, David M. and Carmen D.	62208	215 Quick Rd.
	62208001	215 Quick Rd.
Kittelson, Mary F. et al	6219113	174 Dakota Dr.
Kittelson, Cyril and Mary F.	6219118	172 Dakota Dr.
	6219118N	172 Dakota Dr.
Knutson, Roxanne et al	62198	231 Quick Rd.
Knutson, Clarence O. et ux	WJ0309012	186 Gassman Rd.
	WJ0309013	192 Gassman Rd.
Lafontaine, Ryan W. and Valerie	622040302	5311 West Side Hwy.
Larson, Lawrence E. and Joanne D.	WJ0311004	302 Quick Rd.
Lemons Jr., Louis R.	WJ0309015	126 Gassman Rd.
Looney, Michael L. et ux	WJ0309003	138 Gassman Rd.
Looney, Bertha F.	WJ0309009	158 Gassman Rd.
Looney, Lester W. and Linda R.	WJ0309008	140 Gassman Rd.

Table 3. West Segment – Property Details (continued)

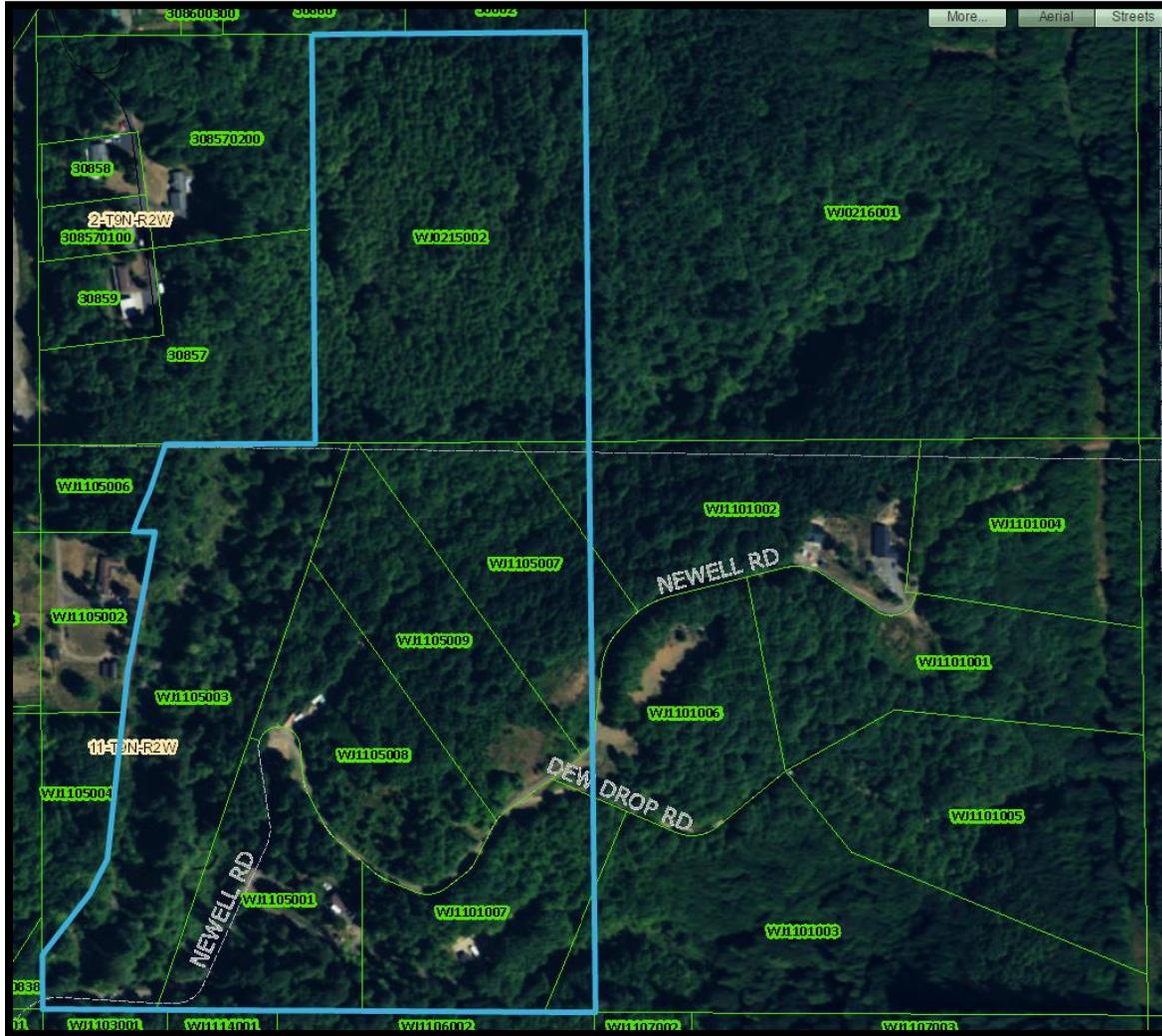
Property Owner	Tax Parcel No.	Address (if assigned)
Martinsen Jr., Richard P.	WJ0309007	142 Gassman Rd.
Maysick, John P. and Mary M.	621911801	168 Dakota Dr.
Merz, Jayne L.	6219102	303 Quick Rd.
	6219102N	303 Quick Rd.
Mickelson, Jeffrey A.	WJ0310008	5438 West Side Hwy.
Miller, Dorothy I.	WJ0309004	160 Gassman Rd.
Mistic, James Peter Trust	621930200	5310 West Side Hwy.
	621930202	5306 West Side Hwy.
Mistic, Robert	622040200	5301 West Side Hwy.
Monaghan, Patricia Lynn	WJ0313008	176 Quick Rd.
Moore, Earl E. and Frieda M.	6219109	202 Dakota Dr.
Moore, Timothy R. and Carol A.	62204	5321 West Side Hwy.
Munger, Marlena N.	62196	5436 West Side Hwy.
	WJ0303002	N/A
Murphy, John M. and Nancy A.	621930203	5308 West Side Hwy.
Napier, Megan and Raymond	6220802	225 Quick Rd.
Ogden, Andrew J.	WJ0311007	112 Gassman Rd.
Ogden, Kendall A. and Cathy D.	WJ0311008	114 Gassman Rd.
O'Neill, Clinton D.	WJ0309016	124 Gassman Rd.
Peterson, Leo R.	WJ0313009	180 Quick Rd.
Prummer, Henry A. and Lynne	6220801	223 Quick Rd.
Reeves, Bill C. and Carol A.	622040301	5309 West Side Hwy.
Renshaw, Richard and Ruth A.	WJ0309010	156 Gassman Rd.
Rhodes, Shannon K. and Bren A.	6219115	190 Dakota Dr.
Roggenback, Ralph	62193	N/A
Roggenback, Ralph J. and Elizabeth	621930100	5330 West Side Hwy.

Table 3. West Segment – Property Details (continued)

Property Owner	Tax Parcel No.	Address (if assigned)
Saddler, Rodney E. et al	6219603	5386 West Side Hwy.
Schreiner, Dennis R. and Susan K.	6219117	570 Umiker Rd.
Shaw, Julie A.	WJ0310013	N/A
Shepard, Arlene B.	621930300	5320 West Side Hwy.
Smith, John D. and Darlene	622040300	5305 West Side Hwy.
Smithers, Eric A.	622050100	341 Quick Rd.
	622050101	588 Umiker Rd.
	622050102	347 Quick Rd.
Snow Jr., Lloyd L. and Heather L.	WJ0308007	5783 West Side Hwy.
Soladey, Leona B.	WJ0313010	N/A
Spaulding, Daniel L. and Losia M.	6219604	5380 West Side Hwy.
	621960201	N/A
Spencer, Scott R. and Diane E.	WJ0302002	5761 West Side Hwy.
Stoliker, Mark L. and Kristeen L.	WJ0309011	162 Gassman Rd.
Stover, Brenda	6219114	180 Dakota Dr.
Suttles, Rachel L. and Ryan S.	62195	N/A
	WJ0313005	5408 West Side Hwy.
Thompson, Harold Wayne and Arleta	622040303	5315 West Side Hwy.
Wallace, Gary F. and Vicky D.	WJ0311006	314 Quick Rd.
Wemmer, Rick Keith and Joyce Ellen	WJ0311003	108 Gassman Rd.
Wend, Ronald L. and Arlene J.	62192	265 Quick Rd.
Wheeler, Brian J. and Michelle L.	WJ0311009	106 Gassman Rd.
Whitaker, David E. and Wanda L.	6220001	181 Quick Rd.
Whobrey, Jimmy A. and Mary E. Trust	6219110	191 Dakota Dr.
Wood, Gerrie M. and David R.	6219106	181 Dakota Dr.
Worthington, Ronald G. and Sherry L.	622000200	151 Quick Rd.
Young, Lena M.	WJ0311002	N/A
	WJ0311001	118 Gassman Rd.
Zatterberg et al., Debbie	6220803	227 Quick Rd.
Zonich Jr., John M.	6219602	N/A
Total Parcels:	127	

Figure 10A. Segment Proposed for Removal from UGA

Current UGB



Proposed UGB

**Figure 10B. Segment Proposed for Removal from UGA
(Inset from Figure 6)**

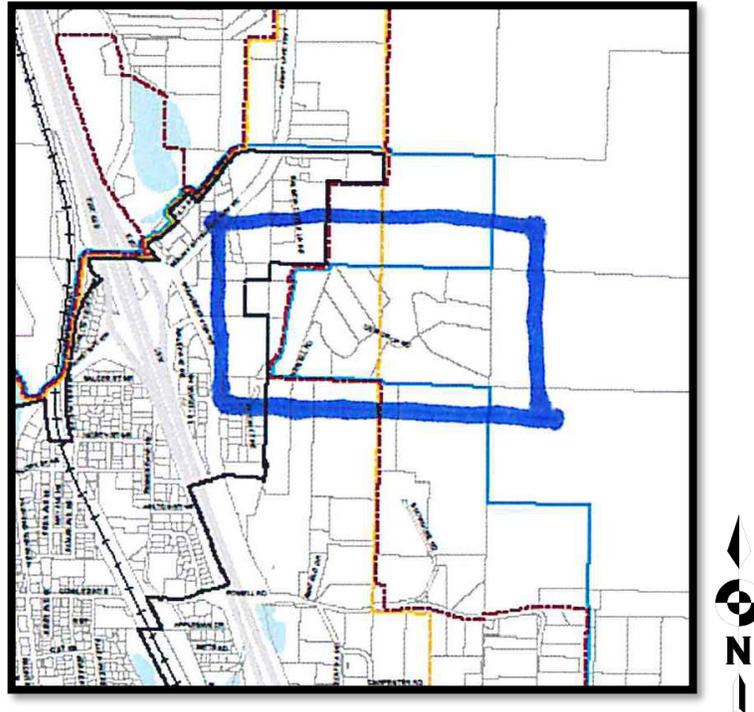


Table 4. Remove from UGA – Property Details

Property Owner	Tax Parcel No.	Address (if assigned)
Bredfield, Juanita	WJ0215002	N/A
Bruno, Calvin J. and Elissa D.	WJ1101002 (portion)	198 Newell Rd.
Buker et ux., Ronald C.	WJ1105003 (portion)	115 Newell Rd.
Grindell, Yvonne M.	WJ1105009	160 Newell Rd.
Sexton, Kurt H. and Cynthia A.	WJ1105007 (portion)	186 Newell Rd.
Stone, Cordell N. and Joyce M.D.	WJ1101006 (portion)	N/A
	WJ1105001	125 Newell Rd.
Sullivan, Robert and Helen Land Trust	WJ1101003	167 Dew Drop Rd.
Sumner, Brad	WJ1101007 (portion)	155 Newell Rd.
Thompson, Karen	WJ1105008	142 Newell Rd.
Total Parcels:		10

E. Process

The process for UGA amendments is set in the 1984 agreement. As an initial step, the Castle Rock Planning Commission must conduct a public hearing to review, evaluate, and develop findings and recommendations on proposed amendments. The hearing is set for February 15, 2017. Notification of the hearing was conducted "in accord with regular City hearing procedures for plan and ordinance amendments" as called for in the 1984 agreement. In keeping with CRMC 17.72.030.A and D.2, notice of the hearing was published in The Daily News on February 3, 2017, more than ten days in advance of the hearing. It was also announced at the City Council meeting by Public Works Director David Vorse on January 23, 2017 and posted on the City's website. Property owners of lands currently outside of but proposed for inclusion in the UGA were also notified by mail.

Following this hearing, the planning commission's action must take the form of specific findings and recommendations. The commission's findings and recommendations will be transmitted to the County planning commission prior to its own hearing on the matter, and also to the City Council. The City Council will review the proposal, supportive information, and the commission's recommendation. It can then do one of these things:

1. Convey to the County planning commission that it has no questions or concerns, and that it supports the proposal;
2. Develop and transmit a report to the County planning commission conveying any questions or concerns it may have, prior to that commission's decision; or
3. If the County planning commission's review and response period is over, or if its recommendation is not consistent with that of the Council, the Council may respond directly to the Board of County Commissioners prior to that body's decision.

Ultimately, the Board of County Commissioners will decide on placement of the UGB as a part of its action on the larger comprehensive plan update.

II. ANALYSIS

A. GMA

The GMA requires that UGAs be of sufficient size to accommodate population and employment growth for the next 20 years and that they provide space to accommodate greenbelts and open space areas. The Washington State Department of Commerce's UGA guidebook (2012) contains land capacity analysis methodology, which has now evolved at the local level since its establishment in 1992. It is intended to help local jurisdictions to consider such factors as changing land and improvement values, market values and multiple market factors, redevelopment potential, and other such considerations as related to local decision making about growth areas. Technical review conducted in association with setting a UGB would typically include such a capacity analysis. There have also been a number of Growth Management Hearings Board decisions involving UGAs over the years that, as case law, would also help to inform policy decisions.

However, as explained above, this proposal is not subject to the provisions of the GMA relating to UGAs or the manner in which they are analyzed and set. That is the prerogative of the City of Castle Rock and Cowlitz County, acting under the 1984 agreement.

The only aspect of the GMA that may be applicable to this proposal is 60-day review under RCW 36.70A.106; then, in relation to the broader proposal (Cowlitz County's entire comprehensive plan update) and focused on its policies for critical areas and natural resource lands. This proposal will be submitted as part of Cowlitz County's larger set of amendments to the state Department of Commerce and other interested state agencies for review and comment. Such action is solely within the County's purview, so the City has not submitted this individual proposal for 60-day review.

B. Washington State Environmental Policy Act (SEPA)

Environmental review under SEPA is not required for this individual proposal as it is part of a larger proposal that will be cumulatively analyzed. The City has not asserted lead agency status with regard to this proposal. Cowlitz County's SEPA Responsible Official, as assigned by Section 19.11.030 of the Cowlitz County Code, will be responsible for meeting SEPA requirements.

C. Cowlitz County Comprehensive Plan (as currently adopted)

Figure 1 depicts a number of land-use categories relevant to Castle Rock. The shaded area, which corresponds to the UGA established in 1984, includes the following two classifications from the County's 1976 comprehensive plan:

Urban Low Density Residential - intended primarily for single-family development in urban areas where the need for urban services is not as intensive as for multiple family developments. Allows greater densities in the case of a planned unit development because of their capacity to provide a suitable overall distribution of dwellings and open space. Regional-scale commercial and industrial development are discouraged because of their incompatibility with the character of residential living and their different utility and service needs. Densities are reflective of the desire to encourage single family neighborhoods as an essential element of our land-use pattern while discouraging undue encroachment by conflicting uses.

The following factors were considered in applying this classification:

1. Near or adjacent to an existing community, to a sewer system; to community water service; and existing or planned job centers.
2. Road system is well developed and able to accommodate urban low-density residential use.
3. Fire protection is available to the area.
4. Existing land-use trends indicate the area is developing into predominantly single-family dwelling uses.

Suburban Residential - planned transitional areas where expansion of the urban boundary will occur, serving as the leading edge of residential growth. Compatible mixed uses allowed subject to special consideration are somewhat more diverse than in the Low Density classification, providing some latitude in how these areas will develop. These include duplexes, triplexes, quadplexes, and community facilities. In keeping with the residential nature of these transitional areas, industrial development is discouraged. Densities are variable depending on the presence or absence of sewer facilities. These areas are planned for provision of sewers when there is sufficient development to assure the greatest cost efficiency in providing them.

The following factors were considered in applying this classification:

1. Considered desirable for future development as an urban community because it is near or adjacent to existing urbanizing communities.
2. Near an existing sewer system or the area is planned to be served in the near future.
3. Road system is well developed and can accommodate a suburban residential density.
4. Fire protection is available to the area.
5. Existing settlement trends indicate that this area is evolving from a rural character to an urban character in terms of more housing and supporting utilities.

GOAL B. CONCENTRATE ADDITIONAL GROWTH WITHIN OR ADJACENT TO EXISTING COMMUNITIES.

GOAL RATIONALE: The cost of providing services to new developments is in direct proportion to their proximity to existing services. These costs include not only the initial cost of providing roads, sewer and water lines, and other utilities but also include the continuing costs of providing fire protection maintenance and other expenses which combine to produce the overall cost to the community. A focused pattern of growth, rather than a scattering of developments in a sprawling pattern, appears to be the most efficient way of managing growth within the ability of the community to meet costs.

The proposed UGA is generally consistent with the intention and factors of the land-use designations and the goal of concentrating growth adjacent to the existing city limits, where city services are available.

D. Cowlitz County Zoning (as currently adopted)

The following land uses are permitted in the County’s Suburban Residential⁴ zoning district:

- Single-family dwellings
- Accessory buildings and uses, including but not limited to: garages for vehicles, keeping of up to four household pets, and private swimming pools/recreational facilities
- Sale of seasonal produce, farms, truck gardening, orchards, or nurseries; except that no retail or wholesale business sales office is permitted, and no poultry or livestock other than normal household pets are permitted within 100 feet of any other residence
- Timber management practices, including planting and harvesting of timber crops and harvesting of wild crops such as ferns, bark, cones, and berries
- Other uses compatible with residential character, subject to special use permit approval

These same uses, with the addition of duplexes, are also allowed in the County’s Urban Residential⁵ zoning district. Generally, the land uses present in the proposed UGA exemplify this type and level of development.

⁴ Section 18.10.170 Cowlitz County Code

⁵ Section 18.10.180 Cowlitz County Code

E. Castle Rock Comprehensive Plan (as currently adopted)

The City of Castle Rock last updated its comprehensive plan in 2006. The UGB is depicted not only in the future land-use map, which is specifically cited in the plan as classifying all land within the UGB, but is carried through to all of the other maps included in the plan.

The plan states that the UGB “defines the area around Castle Rock (including the city limits) within which urban-density development is encouraged and is planned for service by public sewer and water systems. The boundary also marks the boundary in which urban residential infilling of vacant land is encouraged, where annexation by the city is logical, and where coordination of services and land use decisions is obtained in conjunction with Cowlitz County.”

The plan includes these specific goals and policies related to Castle Rock’s growth and the UGB in particular:

URBAN GROWTH

Goals

1. Achieve orderly and efficient patterns of growth within the city of Castle Rock and adjacent unincorporated area.
2. Continue coordinated planning and decision-making with Cowlitz County about future development within the Castle Rock Urban Growth Boundary with respect to urban services.
3. Ensure cost-effective growth by guiding development to areas where public services are readily available.
4. Identify areas where future growth may occur and apply zoning that encourages high density development to prevent urban sprawl.
5. Use innovative planning techniques such as “smart growth,” and “open space design” to reduce sprawl and promote pedestrian activity.

Policies

1. After the adoption of the Comprehensive Plan, the city should review and revise the zoning code and subdivision ordinance where necessary.
2. Primary responsibility for extension of sewer or water lines within the Urban Growth Area should be with the development applicant and not the City or County.
3. All proposed development within the Urban Growth Area should connect to the City or County sewer and water systems, with some exceptions for interim on-site or approved alternative systems when connection is not possible.
4. Work jointly with Cowlitz County to develop a logical Urban Growth Boundary to ensure orderly land development.
5. Encourage annexations to the city of Castle Rock that meet the development

policies of the City, create reasonable service areas for city services, form logical extensions of city boundaries, and are consistent with the Urban Growth Management Program.

6. Ensure developers reserve a sufficient amount of land for public facilities in proposed developments.

Housing Policy 7 supports annexation of residential property within the UGB "...to stay consistent with projected housing needs. Make sure the Urban Growth Boundary is of sufficient size to accommodate population growth that is 20% greater than projected." At the same time, the plan says it projects "enough vacant residential land to more than accommodate the future need for residential development within the Urban Growth Boundary."

Finally, the plan's Capital Facilities and Utilities Element references the UGA, stating that it is intended to address the capital facilities and utilities needs in both the incorporated area and the UGA over the next 20 years. (Since the plan was adopted in 2006, that should be interpreted as extending through 2026.)

The proposed amendment conforms with Urban Growth Policy 4: "Work jointly with Cowlitz County to develop a logical Urban Growth Boundary to ensure orderly land development."

Amendments to the UGB will trigger the need for complementary map amendments within the City's comprehensive plan, reanalysis of the acreage/need against population projections⁶, and perhaps rewording of some of the plan's verbiage. RCW 35.13.177 allows (but does not require) a city to "prepare a comprehensive land use plan to become effective upon the annexation of any area which might reasonably be expected to be annexed...at any future time." However, at only midway through the plan's planning horizon, the City will not be updating the plan in the near future. Such amendments are not a part of the current proposal; they will be warehoused until the next comprehensive plan update is directed and budgeted by the City Council.

E. Castle Rock Zoning (as currently adopted)

Zoning within the city limits is set forth in Title 17 of the Castle Rock Municipal Code. Lands within a UGA must conform to county regulations until such time as they are annexed into a city. Similar to the comprehensive planning provision, RCW 35A.14.330 would allow (but not require) Castle Rock to "prepare a proposed zoning regulation to become effective upon the annexation of any area which might reasonably be expected to be annexed...at any future time." Castle Rock is not proposing zoning for these lands at this point in time. The currently established Castle Rock zoning districts that seem most likely to apply to these areas out in the future include the Low-Density Residential and Mixed Use zones; however, that could change if additional zoning districts are created or if the uses allowed in these districts are altered over time.

⁶ This relates to the discussion of land capacity analysis in II.A above; although that aspect of GMA planning is not required here, Castle Rock's existing comprehensive plan already includes it.

F. Castle Rock Urban Growth Management Program Policies & Procedures

The Castle Rock Planning Commission must consider the following review criteria, at minimum:

1. Effects on comprehensive plans and land-use ordinances

Generally, there is nothing within today’s County comprehensive plan that contradicts UGA expansion; the plan update is intended to incorporate the proposed amendment. Any County changes to zoning in the unincorporated area will be complementary to its future land-use designations in the updated comprehensive plan. As explained earlier, amending the UGA will trigger amendments to the City’s comprehensive plan that will not occur at this time, but will be included in its next plan update.

2. Effects on water system capacity and sewage treatment capacity

The Castle Rock/Toutle Regional Water System has a current capacity and water right that equals a withdrawal of two million gallons a day. The treatment facilities and transmission mains are also appropriately designed for the production and delivery of water to the distribution systems. The 2016 average daily demand was 398,000 gallons. The Final Water System Plan for the Castle Rock/Toutle Regional Water System (2013) states that the system has enough surplus capacity to serve buildout of the additional proposed UGA.

The Castle Rock Wastewater Treatment Facility was updated and expanded in 2004 to meet Washington State Department of Ecology standards and to accommodate a 20-year buildout. This anticipated some proposed subdivision areas located on Westside Highway and at Exit 48. The wastewater treatment facility was oversized to accommodate these potential added services and has the capability to treat 800,000 gallons a day. Currently, the average daily flow is 230,000 gallons a day. There is more than enough capacity to accept the potential wastewater flow from the additional proposed UGA.

3. Effects on existing sewage collection and water distribution facilities (lines)

The existing water distribution system has adequate transmission mains to supply water within the area currently being served by water. In the future, developers will need to determine adequate main size and flow based on their developments to meet the need for usage, fire flow and peak demands.

The sewer collection system is also adequate to serve the areas that are currently being served. In the future, developers will need to determine the adequate main size to serve their developments.

In terms of both systems, developers will need to construct and make any other improvements as needed to the existing systems to adequately serve their developments.

4. Effects on existing water, sewer, and other service plans and capital improvement programs

The effect of water service expansion was analyzed during the update to the Final Water System Plan for the Castle Rock/Toutle Regional Water System. Conservative assumptions were made regarding buildout of the water service area (which includes all of the additional

proposed UGA), and though there were some improvements that would be necessary based on these assumptions, it did not require major realignment of the current system, nor did it impact fire flow capacity or peak demands. This does not mean that the current level of service would be sufficient to service the additional proposed UGA.

The City of Castle Rock Facility Plan (November 2016) lists several potential projects that could assist with providing water to the proposed expansion area. These would be constructed at a developer's cost or in a partnership with the City of Castle Rock.

Likewise, the sewer collection system was analyzed during the development of the Comprehensive Sewer Facility Plan for the City of Castle Rock Regional Wastewater Service Area (April 2003). It also has some conservative assumptions regarding the buildout of the sewer service area. The size, type, and location of development will determine what impacts exist and whether improvements are necessary associated with future new development within the proposed expansion area.

The Castle Rock Capital Facilities Plan includes a sewer main extension along Huntington Ave. South to assist potential developers with cost and design.

Stormwater improvements are typically considered on a development need basis as most improvements are isolated to the development. Rarely would the collection of stormwater be connected to other main collection systems. Such improvements as catch basins, pipe, ditches, retention/detention ponds, swales, and pump stations would be designed to meet the development need.

The City street system and improvements are listed in capital facilities plan as well. It provides for both capital and maintenance programs. Any additions to this inventory would need to be assessed for their impact to the existing system and cost associated with them.

5. Local government cost considerations

Depending on the type, size, and location of future development in the proposed expansion area, there could be other possible impacts to other services and facilities. These services could include, but not be limited to, police and fire protection, EMS, recreational facilities such as parks and trails, and the library. The impact of future new development would be considered on a case-by-case basis.

6. Seriousness of environmental limitations

As indicated earlier, Cowlitz County is solely responsible for conducting environmental review under SEPA related to the larger plan update, of which this is only one aspect. As with any other land currently in or adjacent to the city limits, lands within the expanded UGA may be individually constrained in terms of environmental features such as shorelines, wetlands, etc. These features would be considered as development of properties within the area is proposed, but the UGA expansion itself would not be expected to directly impact the environment.

Also, as mentioned above, geographic and environmental constraints are instrumental in the proposal to roll back the UGB in one area.

7. How well the proposal meets the specific purposes of urban growth management, including:

- (a) containing urban sprawl

The proposed UGB would “break” at a logical point, inside of which much of the existing lot patterning is already more similar to city lots, and outside of which lots are generally larger and more sparsely developed.

- (b) minimizing the per dwelling unit cost of sewer, water, roads, drainage, police and fire protection, and other urban services

When services are expanded into these areas, the cost per dwelling unit for utilities will be less for all landowners because land can be developed at a higher density (“urban”) than a typical rural density, thus allowing for more dwelling units per acre. Impacts on police and fire/EMS services are also minimized by economy of scale, as compared to urban sprawl.

- (c) making efficient and effective use of existing water and sewer collection, distribution, and treatment systems before making major or new growth-related commitments in outlying rural areas

Existing infrastructure that is currently available in these areas will allow for a more efficient use of the resource. The added connection to such facilities will allow for potential capital project(s) to improve the existing utilities and provide for expansion. The larger the customer base, the less costly it is per user for future improvements and expansion of the treatment facilities and the distribution/ collection systems.

- (d) providing only a rural level of services in rural areas

Extending the utilities and infrastructure into the proposed additional UGA will open up the possibility of serving some who are in the rural areas and may currently have rural levels of service. One example is water service that has adequate flow for everyday residential purposes, but perhaps isn’t optimal for fire protection.

- (e) coordinating the provision, operation, and maintenance of urban services

Coordination of urban services assists with future planning efforts for resources, land management, environmental concerns, and levels of protection as they become consistent with other levels of service the City provides and includes in capital improvement projects to allow for manageable growth.

- (f) minimizing the effects of urban growth on agricultural and forest resources/lands

The proposed expansion minimally intrudes on agricultural and forest lands. There are only five parcels in the proposed expansion area, totaling just over 66 acres in size, that are in the Open Space-Timber tax program. All are within the West Segment. This is about 21 percent of the net proposed expansion acreage. One 14.26-acre parcel in the area that is proposed for removal from the UGA is also in the Open Space-Timber tax program. There are a few farm or equestrian uses in the area, and an aerial photo shows that portions appear to be in agricultural use.

(g) promoting the development of vacant, serviced lands with the UGA.

From a total of 153 tax parcels proposed for addition to the UGA, close to a third is currently undeveloped. This does not necessarily mean that these are all buildable lots. A tax parcel is, to some extent, an accounting distinction. For instance, a separate tax parcel may be associated with a property if it is in the open space tax program. Even if a parcel represents an actual lot, it may not be of sufficient dimensions or intended for building. A good example is several properties that have driveways which are separate lots, but which themselves would not be developable because they are long and narrow. Some parcels are publicly owned, used for utilities, or constrained by environmental features. Generally, though, inclusion of additional vacant lots within the UGA promotes their development through making municipal services and densities available.

IV. SUGGESTED PLANNING COMMISSION ACTION

A. Suggested Findings of Fact

The Castle Rock Planning Commission hereby finds that:

1. The proposal under consideration is a joint City of Castle Rock/Cowlitz County action to expand the Cowlitz County urban growth boundary attributable to Castle Rock.
2. The proposed expansion would have the effect of bringing into the already designated urban growth area 153 tax parcels, totaling approximately 310 acres irrespective of roads and rights of way.
3. The individual tax parcels proposed to be added to the urban growth area under this action are listed in Tables 1 through 3 and depicted in Figures 7 through 9 in this document.
4. The individual tax parcels proposed to be removed from the urban growth area under this action are listed in Table 4 and depicted in Figure 10A in this document.
5. This action is properly governed by the Castle Rock Urban Growth Management Program Policies and Procedures document ("1984 agreement"), the joint agreement between the City of Castle Rock and Cowlitz County which remain in full force and effect today.
6. Under the terms of the 1984 agreement, the Castle Rock Planning Commission is empowered and assigned to hear and make findings and recommendations relating to this matter.
7. The Castle Rock Planning Commission conducted the hearing required by the 1984 agreement on February 15, 2017, and has duly considered timely testimony and comments received.
8. Advance notice of the public hearing was given in keeping with the terms of the 1984 agreement and the Castle Rock Municipal Code.
9. The provisions of the Washington State Growth Management Act relating to urban growth areas do not apply to this action; as such, a land capacity analysis is not required.

10. The proposed action is generally in compliance with the review criteria set forth in the 1984 agreement, which are individually analyzed in this document.
11. Environmental review and a threshold determination under the state Environmental Policy Act are properly within Cowlitz County's purview; the City of Castle Rock has not conducted environmental review related to this action.
12. A 60-day notice of intent to the state to adopt an amended urban growth boundary is properly within Cowlitz County's purview; the City of Castle Rock has not undertaken such notice.

B. Suggested Recommendations

The Castle Rock Planning Commission hereby recommends that:

1. Cowlitz County add the proposed area shown in Figures 7 through 9 in this document, consisting of the tax parcels listed in Tables 1 through 3, together with roads and rights of way, to the urban growth area attributable to Castle Rock.
2. Cowlitz County delete the proposed area shown in Figure 10A in this document, consisting of the tax parcels listed in Table 4, together with roads and rights of way, from the urban growth area attributable to Castle Rock.
3. In keeping with the 1984 agreement, staff convey the planning commission's recommendations to the Cowlitz County Planning Commission for its consideration.
4. Also in keeping with the 1984 agreement, staff convey the planning commission's recommendations to the Castle Rock City Council.

C. Suggested Motion

"I move that the Castle Rock Planning Commission adopt the suggested findings and recommendations for the proposed urban growth boundary amendments."