

The Winlock 2025 Comprehensive Plan

The City of Winlock developed its Comprehensive Plan in accordance with RCW 36.70A.070 under the Growth Management Act (GMA). This plan outlines the community's goals to guide development and future growth of Winlock while preserving the history of the city throughout the next 20 years.

Research shows that Winlock should remain a small city but it must create a sustainable job base if it is to survive. Recent studies recognize that the logical job creation center in the Winlock area is the Winlock Business Industrial Park located near Interstate 5.

There are signs of new economic growth in Winlock during the recent years. Cardinal Glass built a manufacturing plant north of Winlock in 2006 and a few small businesses have opened downtown in recent years. Plans for the Winlock Commercial and Industrial Park is moving forward for development. The Grand Prairie subdivision has seen an increase in new homes being constructed with plans for continued build out. Several new homes have been built along Bay Road at the eastern edge of city limits as well as along Shannon Lewis Lane at the western edge of city limits. The Community Development Department has had an increased interest in potential development for Winlock.

The Washington State Growth Management Act (GMA) states that to accomplish economic growth throughout the whole state, the state should: "Encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities." Rather than relying on a trickle of new employment opportunities and residential development, the Winlock 2025 Plan seeks to stimulate new job creation by designating employment centers at the Industrial Park.

1. PLAN SYNOPSIS

The City Council is aggressively seeking industrial growth within an expanded Winlock Urban Growth Management (please refer to map 1-7 in back) to provide growth opportunities for future generations. In doing so, the City is attempting to replace a prior trend of exporting jobs outside their city limits and Lewis County.

Growth of the commercial and industrial area will have an impact on the downtown area. Revitalization of the downtown corridor will be a key factor in bringing new businesses as well as sustaining long term existing businesses within the main corridor of Winlock.

For several years both Washington State and Lewis County studies have demonstrated that there is a lack of industrial and employment lands in the state and Lewis County. In 2005, the Lewis County Economic Development Council (EDC) contracted with the E.D. Hovee & Company to re-evaluate the need for industrial lands in Lewis County. The Hovee Study projects that the County, and Winlock by extension, can help satisfy the demand for new industrial lands and can turn around decades of employment decline by responding to the market demand for employment lands.

The City is working with Lewis County and the Economic Development Council to expedite the development of Mickelson Parkway, as well as run water and wastewater mainlines out to Knowles

Road. The Mickelson Parkway will provide long awaited access to the Winlock Commercial and Industrial Park. Construction of the parkway and utility lines will stimulate growth in Winlock.

In 2004, the City had a 'jobs to housing ratio' of 1.1:1; 1.1 jobs for every household (700 jobs to 616 dwellings). The Winlock 2005 Plan projected a 'job to housing ratio' of 1.7:1 (3,034 jobs to 1,775 dwellings) by the year 2025. The new residential growth would primarily occur within the 1997 UGA and on approximately 253 acres of land along the State Route 505 corridor. Residential lands within the City were projected to grow by 163 percent over the next 20 years.

In 2004, Winlock's population was approximately 1,448 persons. Per year population represented approximately 1.7 percent of the total of Lewis County population. In September 2004, Winlock initially recommended a 2025 population of 2,550, representing a 2.8 percent growth rate per year. That growth rate is consistent with the lowered population and employment trends the City has experienced for many decades.

1.2 HOW DOES THE COMPREHENSIVE PLAN WORK?

A Comprehensive Plan is a high altitude attempt to fix the course of a community and its citizens, present and future, over time. A comprehensive plan is a broad statement of the community's values and vision for its future. Created with firmly established rules that carry certain legal effect, a comprehensive plan guides the actions of future decision makers and property owners and provides citizens with a sense of direction and a purpose for the community as a whole.

A comprehensive plan, anchored upon the GMA, has several components. The components of the plan and the general hierarchy of authority are:

- ❖ The comprehensive plan document provided the policies and framework under which growth and development will occur within the city limits and the UGA. All local land use plans, policies, regulations and land use decisions must be consistent with the city's comprehensive plan. All jurisdictions fully planning under the GMA are required to develop mandatory policies governing certain actions, such as land use and transportation. They may also develop policies for discretionary concerns such as historic preservation. This comprehensive plan contains the following elements:

- 1) Land use
- 2) Housing
- 3) Capital Facilities
- 4) Public Utilities
- 5) Rural
- 6) Transportation
- 7) Economic
- 8) Parks and Recreation

- ❖ The Urban Growth Area (UGA) is the land area surrounding the city limits that the city and county anticipate will develop to urban densities over the 20-year GMA planning period. The UGA is depicted on the Comprehensive Plan Map (Figure 1-5) which illustrates long range uses; such as, low density residential, commercial and industrial classifications.

The Winlock 2005 UGA has been tightly drawn to include the 1997 UGA, a spine of residential development along State Route 505, and an employment center node consisting of commercial and industrial lands at the I-5 and State Route 505 interchange.

- ❖ The Capital Facilities Plan (CFP) provides a high altitude look at essential public services and facilities necessary to adequately serve anticipated growth within the city and UGA. A city must be able to demonstrate through its CFP that the city or its service providers have or will have the capability to provide and fund necessary public services and facilities. The CFP tries to answer questions such as how much water is needed to serve the anticipated growth, where will it come from, how it will be conveyed and how the improvements will be paid for.

The Winlock CFP is broken into several elements; including potable water, sanitary sewer, transportation, emergency services, parks and schools. The City of Winlock provides water, sewer, transportation, police and park services and facilities. Fire protection and public-school services and facilities are provided by independent service providers. Independent service providers adopt their own capital facilities plan and the city thereafter adopts the elements of the CFPs that are relevant to the UGA.

- ❖ Development regulations are the specific rules and performance standards by which all development, both public and private, must adhere to. Development regulations must be consistent with the comprehensive plan and implement the broader policies contained with the comprehensive plan and the CFP. From time to time, the state legislature will mandate that certain types of development regulations conform to state standards; such as, the identification and management of the critical areas.
- ❖ Specific plans, such as the Water System Plan or the General Sewer Plan are governed by GMA and non-GMA statute and must be consistent with the comprehensive plan.

Geographically, GMA based comprehensive plans classify land as whether being (a) within the city limits, (b) outside the city limits but within the UGA, or (c) outside both the city limits and UGA and, therefore within the rural area.

In terms of administrative and land use jurisdiction there are spheres of influence and control. Property within the city limits are under exclusive authority of the City of Winlock. Land within the UGA is planned for inclusion within the city limits sometime during a 20-year horizon and falls under the city jurisdiction with certain review and approval requirements from Lewis County. Land outside of the UGA is under exclusive jurisdiction of the Lewis County.

1.3 WINLOCK PLANNING PROCESS

1.3.1 Winlock 1997

In June 1997, Winlock adopted its first GMA-based Comprehensive Growth Management Plan (Winlock 1997). The plan was intended to update the 1969 Comprehensive Plan and to recognize and prepare for the growth that was occurring along the I-5 corridor in south Lewis County and the area around Winlock. The Winlock 1997 Plan was based on an extensive Citizen Participation Program and reflected the values and opinions of Winlock citizens as well as elected and appointed officials.

The Winlock 1997 Plan noted that Winlock citizens wanted a balance of residential, public, commercial and industrial uses of land. These should be located in a way that best serves residents while protecting natural and critical areas. The Winlock 1997 plan also emphasized the desire of the community to encourage local employment for current and future generations, along with providing a means of increasing the city's tax base. The goals and objectives for economic development encourage firms to develop within the community; particularly outside the downtown core area while supporting existing businesses and new business development in the downtown core. The plan recognized that additional lands would need to be designated for retail, commercial and light industrial uses to create new employment.

1.3.2 Winlock 2002

In 2002, the city received a small grant from the US Forest Service to develop a five-year economic development action plan to correct years of job decline. Called the "Winlock 007: A Five-Year Community Action Plan 2002-2007", the action plan identified a strong desire for the city to maintain its small-town character and to substantially increase its opportunities for economic development at the I-5 interchange by expanding its UGA to the freeway. It included a Vision for Winlock that was endorsed unanimously by the citizen Task Force that wrote the plan.

The City Council adopted the Winlock 2007 Plan as an advisory economic development strategy. It was intended to guide the development of the city's Capital Facilities Plan, Public Facilities Plan and Comprehensive Plan. It was fully intended to be coordinated with Lewis County and to meet the requirements of GMA.

The city prepared a draft of an Environmental Impact Statement (EIS) for the Winlock 007 Plan in December 2002. The preferred alternative addressed in the EIS included 4,028 acres to the east of the existing UGA. Full development within the new UGA would have brought nearly 12,800 residents into the immediate area over a 25-year period, of which approximately 5,325 were expected to reside in the Grand Prairie development. The City Council adopted the Winlock 2002 Comprehensive Plan Amendment as a planned action in a phased environmental review. It then requested that Lewis County amend its comprehensive plan to add the SR 505 corridor from the city limits to the I-5 area to the Urban Area for the City of Winlock.

1.3.3 Winlock 2005

In 2004 the Winlock Planning Commission considered a request from Lewis County to review proposed Countywide Comprehensive Plan Policies and to make a recommendation regarding the city's preferred population allocation. The work request was in conjunction with Lewis County's comprehensive plan update. On September 8, 2004 the Winlock Planning Commission accepted the Countywide Plan Policies without modification and adopted a preferred population of 2,550 for the year 2025. On September 13, 2004 the City Council accepted the Planning Commission's recommendation for a population of 2,550 by the year 2025.

The GMA authorizes a city to include territory in its UGA that is already characterized by urban growth or is adjacent to territory already characterized by urban growth or is designated a fully contained community. In the present plan the City of Winlock proposes to expand its UGA eastward from the edge of its 1997 UGA in a line along the SR-505 corridor to the west side of the I-5/SR505 interchanges. Beginning on the east side of the 1997 UGA, an area characterized by urban growth, the UGA moves eastward along SR-505 and encompasses properties that a mix of large rural tracts and many smaller one-acre single family residential lots. At the I-5 interchange the proposed UGA does not over reach but remains west of the I-5 right of way. Lands within the I-5 employment area include a modern freeway gas station, an older motel property and several large rural lots. Most importantly, the UGA includes properties north of SR-505 that contains the water rights necessary to serve employment growth at the I-5 interchange.

The UGA is to be based on population projections provided to the County and made for the County by the Office of Financial Management (OFM). The County's job is to allocate population and employment within the urban and rural areas consistent with the population forecast range provided by the OFM and consistent with a jurisdiction's desire and ability to serve the forecasted growth.

The area and densities of development must be sufficient to permit the urban growth that is projected to occur in the city over the next twenty-year period. Determination of a UGA may include a reasonable land market for supply factor. The GMA also provided discretion to cities and counties in their comprehensive plans to make many choices about accommodating growth.

Defining a boundary for an expanded Winlock UGA involves careful balancing of many factors. These include:

- ❖ Protection of streams, wetlands and other important environmental features
- ❖ Provisions of sufficient area for commercial and light industrial development in proximity to the freeway
- ❖ A reasonable land market supply factor, considering local circumstances
- ❖ Creation of a sustainable balance between jobs and housing
- ❖ Identification of areas already characterized by urban growth, or adjacent to such areas
- ❖ Avoidance of heavy residential development that would take the City away from its small-town atmosphere

- ❖ Coordination between land use and transportation needs
- ❖ Provision of recreational opportunities and open space via parks, trails and greenbelts
- ❖ Revitalization of the downtown core and the business it supports
- ❖ Provision of necessary public services and facilities

In 2005, the City Council and Planning Commission conducted a detailed review of the status of its plans for growth. An extensive public participation program was developed to identify and evaluate options for expanding the UGA. Workshops and study sessions by the Planning Commission and City Council at scheduled public meetings. All of these meetings allowed for expression of diverse viewpoints, but they all led to a focus on two principal criteria for expanding the UGA: 1) Concentrate commercial and light industrial growth to the area near the I-5 interchange, to maximize the value of this major transportation route in attracting development that will create jobs in the area; and 2) minimize the population increase that would be allowed through UGA expansion, in order to preserve the small town character of Winlock.

The Planning Commission and City Council originally considered four (4) growth alternatives. The largest alternative would have added approximately 1,800 acres to the UGA. This alternative was dismissed as too expansive and problematic from a capital facilities perspective.

The remaining three (3) alternatives were evaluated through the EIS process. The current trends alternative, Alternative 1, would have maintained the Winlock 1997 UGA and would have attempted to maximize residential development without the creation of a significant number of new jobs. The remaining two alternatives considered the primary objective of job creation with a limited range of residential growth. Both are substantially smaller than the UGA the city considered in 2002. Alternative 2 (Moderate Expansion) added 1,290 acres of new area to the UGA, and Alternative 3 (Smallest Expansion) would include 1,096 acres of new UGA.

1.3.4 Winlock 2008

The Winlock 2005 Comprehensive Plan is the result of considerable hard work on the part of Winlock citizens and by the people who volunteer their time and perspectives by serving on the Winlock Planning Commission and City Council. Many thanks are due to these people and their supporters.