



Lewis County Population Allocations Updated March 14, 2023

A. Introduction

The county is responsible for allocating future urban growth to each city and the unincorporated areas of Lewis County. The Office of Financial Management (OFM) provides a high, medium and low population projection for the next 20-years. The medium population forecast is considered to be the mostly likely, the high and low are statistical deviations. Lewis County, in consultation with the cities, must pick the population forecast from the OFM projections or petition for a revisions to the projections. This memo provides the methodology that Lewis County and the city jurisdictions used to allocate population.

B. OFM Population Forecast

The medium 2045 population forecast for Lewis County, all jurisdictions, is 91,055 persons. This is the mostly likely prediction according to OFM. They also provided a low and high forecast, which are statistical deviations from the medium. Low is 81,192 persons; high is 105,122 persons.

The source for all data is OFM <https://ofm.wa.gov/washington-data-research/population-demographics/population-estimates/small-area-estimates-program>

C. Relationship between City Limits and Urban Growth Areas.

As required by the Growth Management Act, the city limits plus the city's UGA should be established to provide sufficient land to accommodate 20 years of population growth. Over the subsequent 20 years the city should be annexing the UGA to bring it into the city limits, such that by 2045 what was the UGA today is fully in the city limits.

Because OFM provides a new 20-year forecast every 5 years, the county updates the allocations and cities are then allowed to continue to grow their UGAs. This is how each jurisdiction plans for population growth. It is an iterative process with adjustments every 5 years.

In Lewis County, cities are allowed to develop to urban densities and provide urban serves to areas within their respective UGA. This has occurred over the past 20 years with some but not much annexation. This has resulted in a significant amount of the population living in the UGAs of each city. Therefore, the city limits+UGA is what is considered the city from a planning perspective.

Note, the Growth Management Act generally prohibits extending urban services outside of UGAs. However, preexisting service areas may already extend beyond UGAs.



D. City Population Allocation Methodology

The base methodology to estimate the 2042 population for each city is:

(Existing city limits + Existing UGA) * 20-year Population Growth Rate = 2042 Population Allocation

Table 1 is each city's 20 year growth rate, including both the existing city limits and existing UGA. Growth rate is the current year's population minus the population 20 years ago divided by the previous population. Multiply that by 100 to get the percentage.

Table 1: City 20-Year Growth Rate

City	2002 OFM Estimated Population			2022 OFM Estimated Population			Growth Rate
	City Limits	UGA	Total	City Limits	UGA	Total	
Centralia	15,040	3,581	18,621	18,360	4,016	22,376	20.17%
Chehalis	7,055	1,531	8,586	7,365	2,480	9,845	14.66%
Morton	1,050	205	1,255	1,070	232	1,302	3.75%
Mossyrock	490	312	802	780	80	860	7.23%
Napavine	1,360	307	1,667	1,955	14	1,969	18.12%
Pe Ell	660	28	688	650	8	658	-4.36%
Toledo	685	16	701	685	62	747	6.56%
Vader	605	224	829	655	244	899	8.44%
Winlock	1,335	207	1,542	1,695	420	2,115	37.16%
Total	28,280	6,411	34,691	33,215	7,556	40,771	17.53%

Through collaboration at the Planned Growth Committee, each city was asked if the based population growth should be augmented using city specific data. The augmented methodologies are described below.

City of Centralia

As part of the City of Centralia Housing Action Plan, their consultant completed a housing and assessment of housing capacity, which accounts for both the city limits and UGA. This was used to back into a 2042 population estimate using a 2.37 person per household multiplier. This results in a 2042 population allocation of 28,049 people.

City of Chehalis

City of Morton

The City of Morton chose to use the base methodology.

City of Mossyrock



The City of Mossyrock Capital Facilities Plan update related sewer services included population projections, as show in Table 2. Baseline population and employment figures were extracted from OFM Small Area Estimates Program and 2020 population estimate of 906. Year 2022 population and employment figures were estimated by applying growth rates to baseline figures. Growth rates used the average, annual growth rate from historic estimates of 0.7% and consistent with Mossyrock’s 2021 Comprehensive Plan methods.

Table 2: BHC Consultants Data for General Sewer Plan Update

2022 OFM Estimated Population		2022 OFM Estimated Population			
2022		2028		2042	
Population	Employment	Population	Employment	Population	Employment
919	246	959	271	1,058	323

City of Napaine

City of Pe Ell

City of Toledo

City of Vader

The City of Vader added 25 people based on housing construction and 2.5 persons per household since the 2022 estimate. Subdivisions that are currently in permitting or underdevelopment will results in another 100 people by the end of 2023. The UGA has a capacity for an additional 244 people. Combing the 2023 population and UGA capacity with the 20-year growth rate base population increase of 76 people, the total 2042 population allocation is 1,344 people.

City of Winlock

The City of Winlock has 351 housing units currently permitted and underdevelopment. The annexation report shows a capacity of 451 additional housing units through 2026. The city uses a 2.3 persons per household multiplier, which equals 1,845 additional people over the next three years. This number is combined with the 20-year growth rate base population increase of 786 people, for a total increase of 2,631 people. The 2042 population allocation therefore is 4,756 people.

Total City 2042 Population Allocations

Using the augmented methodology described above, Table 3 presents the estimated 2042 population allocations for each city.

Table 3: City 2045 Population Allocations



City	2022 Total Population	2042 Population Estimate	Population Growth
Centralia	22,376	28,049	5,673
Chehalis	9,845	11,289	1,444
Morton	1,302	1,351	49
Mossyrock	906	1,058	152
Napavine	1,969	2,326	357
Pe Ell	658	629	-29
Toledo	747	796	49
Vader	899	1,344	445
Winlock	2,115	4,756	2,641
Total	40,817	51,597	10,780

E. Lewis County Population Allocation Methodology

It is difficult to estimate a population allocation for Lewis County because of the way the UGAs are treated in this county. In addition, it is a primary goal of the Growth Management Act to encourage most growth to occur within city limits and UGAs; however roughly 50% of the existing Lewis County lives outside of city limits and UGAs. Below is an explanation of how Lewis County's population allocation is estimated.

There are two areas in Lewis County that are not associated with the city and have significant capacity for development. Onalaska is a UGA that has municipal water and sewer. Packwood is a LAMIRD with municipal water and sewer is anticipated in 2026, after which a UGA will likely be applied. The 2022 populations are estimated at 562 persons in Onalaska and 910 persons in Packwood. Onalaska is expected to grow to 700 persons by 2042 and Packwood to 1,200 persons.

If all growth through 2042 were allocated entirely to Onalaska and Packwood, that would be 428 people with a 1.00% growth rate for Lewis County. Table 4 shows what the 2045 population would be if all growth in Lewis County outside of city limits+UGAs were directed to Onalaska and Packwood.

Table 4: Unincorporated Lewis County Population Estimate – Onalaska/Packwood

Lewis County	2002 Population	2022 Population	Population Growth Rate	2042 Population Estimate
Unincorporated	35,509	42,629	1.00%	43,055

Not all growth in the unincorporated areas will occur only within Onalaska and Packwood. Based on Lewis County 2022 parcel data, there are 4,546 lots zoned Rural Development District (RDD-5, RDD-10 or RDD-20) that are vacant/undeveloped. Lewis County allows one single family house plus one ADU per RDD lot. (Note - Lands zoned for agricultural, forestry or mining are excluded from this analysis even through residential development is also allowed on resource lands.)



It is not expected that all of the vacant/undeveloped RDD lots will develop over the next 20 years. Constraints such as Critical Areas and the limited capacity of rural service providers such as fire and school districts will reduce the overall development capacity. However, some growth is anticipated in the rural areas of the Lewis County. This is supported by the residential development permits trend in rural Lewis County, which had a 10% increase 2019-2022.

To account for population growth in Onalaska, Packwood and vacant/undeveloped lands zoned RDD, Lewis County chose a 20-year growth rate of 5%. This would mean that 1/5 of the rural population growth is expected to occur in Onalaska and Packwood and 4/5 in the remainder of the unincorporated county outside of city limits+UGA. Table 5 is the Lewis County total 2042 population allocations.

Table 5: Unincorporated Lewis County Population Estimate

Lewis County	2002 Population	2022 Population	Population Growth Rate	2042 Population Estimate
Unincorporated	35,509	42,629	5.00%	44,760

F. 2042 Population Allocations

Using the methodology described in D and results in Table 3 combined with the methodology described in E and results in Table 5, the total population allocations are shown in Table 6.

Table 6: Lewis County Total 2045 Population

City	2022 Total Population	2042 Population Allocation	Change in Population	Share of Population Growth
Centralia	22,376	28,049	5,673	43.94%
Chehalis	9,845	11,289	1,444	11.18%
Morton	1,302	1,351	49	0.38%
Mossyrock	906	1,058	152	1.18%
Napavine	1,969	2,326	357	2.76%
Pe Ell	658	629	-29	-0.22%
Toledo	747	796	49	0.38%
Vader	899	1,344	445	3.45%
Winlock	2,115	4,756	2,641	20.45%
Total City	40,817	51,597	10,780	83.49%
Onalaska UGA	562	700	138	1.07%
Packwood LAMIRDs	910	1,200	290	2.25%
Other Rural	41,157	42,860	1,703	13.19%
Total Unincorporated	42,629	44,760	2,131	16.51%
Total Lewis County	83,446	96,358	12,912	100.00%

Note - All of the tables are showing the 2042 population allocations, not 2045. This is because the base methodology uses a growth rate from 2002 to 2022. That growth rate should only be applied for the next 20 years through 2042. With adoption of the periodic update of the Lewis County



Comprehensive Plan in June 2025, the population allocations will be updated through 2045. This will also allow for each city to make appropriate adjustments based on what they learn during their periodic updates.

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