

Planning Commission Workshop



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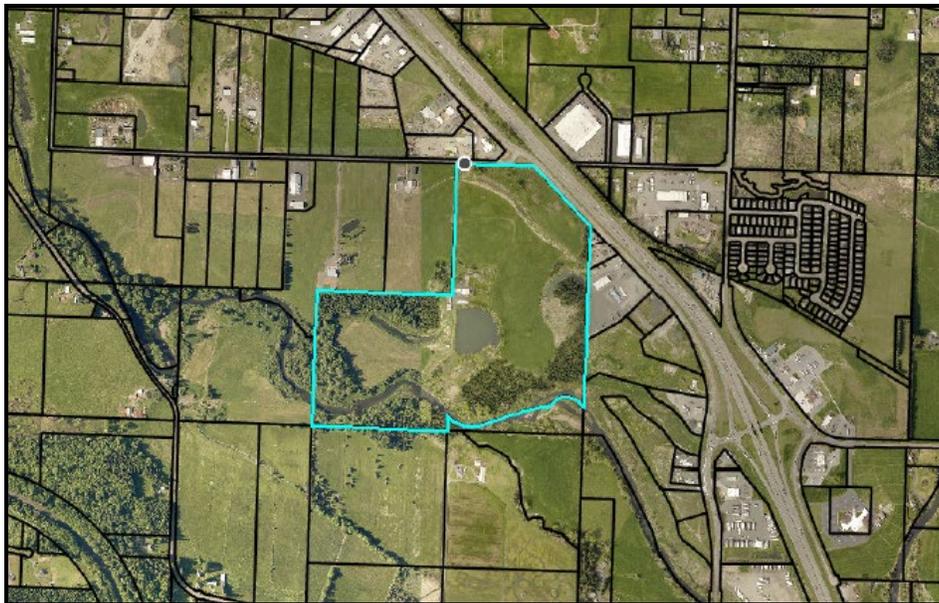
STAFF REPORT

CHEHALIS-BREEN UGA EXPANSION

Date: June 17, 2022
Staff: Mindy Brooks, Senior Long Range Planner
Attachments: A – Chehalis – Breen Proposal
B – Vicinity Map
C – Supporting Materials
D – Additional Findings

SUMMARY

The City of Chehalis has requested an expansion of their Urban Growth Area (UGA) boundary to accommodate the 2040 population forecast of 11,230 people. The site is 109.8 acres, consisting of one parcel 017904002002, bound on the north by Hamilton Road and east by Interstate 5 (Map 1). The intended future land use of the site is mixed commercial and residential use, including multi-family residential. Attachment A is the full City of Chehalis proposal, Attachment B is a Vicinity Map and Attachment C includes supporting materials.



Map 1: Chehalis - Breen UGA Expansion Area

ANALYSIS

The approval criteria that Planning Commission and BOCC are required to use to determine if a comprehensive plan map amendment can be approved are listed below. After each criterion, staff have provided a finding to help Planning Commissioners assess if the criterion is met.

(a) The amendment conforms to the requirements of the Growth Management Act, is consistent with the county-wide planning policies and the comprehensive plan, including any interlocal planning agreements, if applicable.

Attachment D includes staff findings against LCC 17.12.100(1)(a). Based the findings in Attachment D, the proposed amendment conforms to the requirements of the Growth Management Act, is consistent with county-wide planning policies and the Lewis County Comprehensive Plan, and is consistent with the adopted Interlocal Agreement between the City of Chehalis and Lewis County.

(b) The application and any studies submitted to the department, the planning commission, and the board of commissioners demonstrates a need for the amendment.

Chehalis's 20-year population forecast is 11,230 people, which equates to 7,711 dwelling units (referred to hereafter as units). The land capacity analysis shows that the existing UGA can accommodate 1,195 units, leaving a need of 6,516 units by 2040 to meet the 20-year forecast. See Attachment A, Question 2 and Exhibit B.

The proposed UGA expansion will add 110 acres, of which 38 acres are available for development (accounting for critical areas). The proposed future land use proposes residential development at 12 units per acre. Therefore, the proposed UGA expansion area can accommodate 456 new units. Therefore, this criterion is met.

(c) The public interest will be served by approving the amendment. In determining whether the public interest will be served, factors including but not limited to the following shall be considered:

(i) The anticipated effect upon the rate or distribution of population growth, employment growth, development, and conversion of land as envisioned in the comprehensive plan; and

The requested expansion is based on the needs analysis, which demonstrates that the adopted 20-year population forecast for the City of Chehalis cannot be accommodated within the current city limits and UGA. The expansion will not change the rate or distribution of population growth, employment growth or development as envisioned in the comprehensive plan. The land is currently zoned Residential Development District 20 (1 unit per 20 acres). Because the land is not resource land, it is not a conversion of land from resource land to non-resource land; rather it would remain residential with an increased allowed density based on the population forecast. Therefore, this criterion is met.

(ii) The anticipated effect on the ability of the county and/or other service providers, such as cities, schools, water purveyors, fire districts, and others as applicable, to provide adequate services and public facilities including transportation facilities.

The City of Chehalis has demonstrated adequacy of public services including water, sewer, stormwater, electrical and transportation services. Please see Attachment D, Findings of Fact, and supporting capital facilities plans listed in Attachment C. City of Chehalis will coordinated with the Chehalis School District and Lewis County Fire District #5 at the time of annexation to ensure adequacy of services. Therefore, this criterion is met.

(iii) The anticipated impact upon designated agricultural, forest and mineral resource lands.

The site is not designated agricultural, forest or mineral resource land. Thus, there is no impact. Therefore, this criterion is met.

(d) The amendment does not include or facilitate spot zoning.

The City of Chehalis UGA boundary is located along Hamilton Road/Interstate 5 and would be expanded to include one large parcel. Similar zoning is anticipated between the existing UGA and expanded UGA. The expansion of the UGA and future zoning will not create an island of land use that is not similar to that surrounding it. Therefore, this criterion is met.

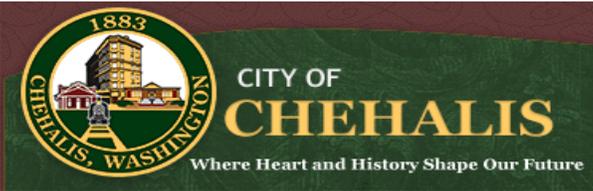
STAFF RECOMMENDATION

Based on the analysis, staff finds that the City of Chehalis’s proposal to expand the UGA meets the approval criteria of LCC 17.12.100.

NEXT STEPS

The Planning Commission will hold a workshop to evaluate the application and ask questions of staff and the City of Chehalis. The workshop is scheduled for June 28, 2022. Because this is a quasi-judicial action, no public comments on the Chehalis – Breen UGA Expansion will be taken during the workshop. Public comments may be provided as testimony when the record is open.

At the June 28th workshop, the Planning Commission will decide if they are ready to proceed with a public hearing. A public hearing is tentatively scheduled for July 26, 2022, although that date may change at the Planning Commission’s discretion. If July 26th is set as the hearing date, the record will be opened on July 7, 2022 to begin receiving written testimony.



Community Development Department
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February 1, 2021

TO: Mindy Brooks, Senior Planner
Lewis County Department of Community Development

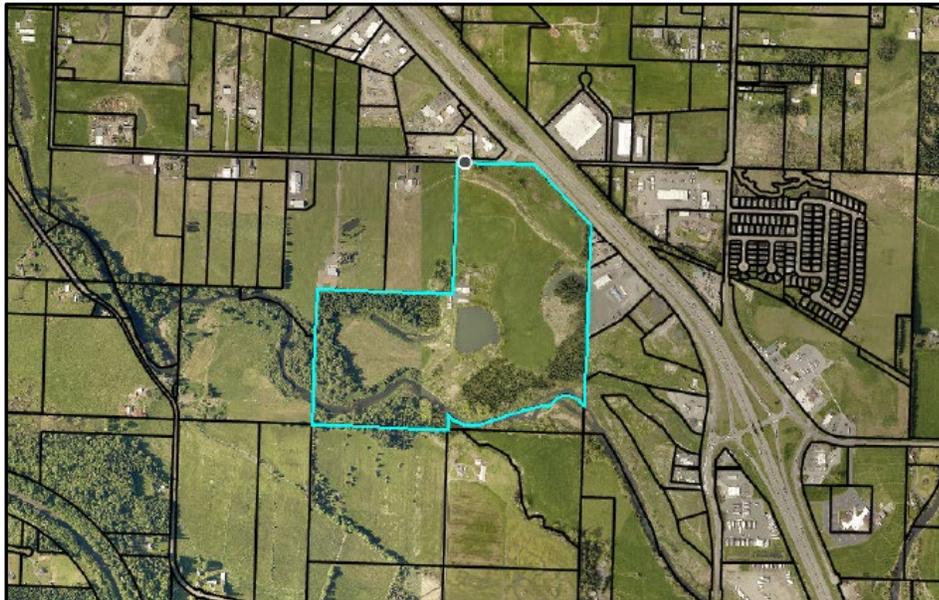
FROM: Tammy Barraconi, Building & Planning Manager
City of Chehalis

RE: Urban Growth Area Expansion

Parcel #: 017904002002

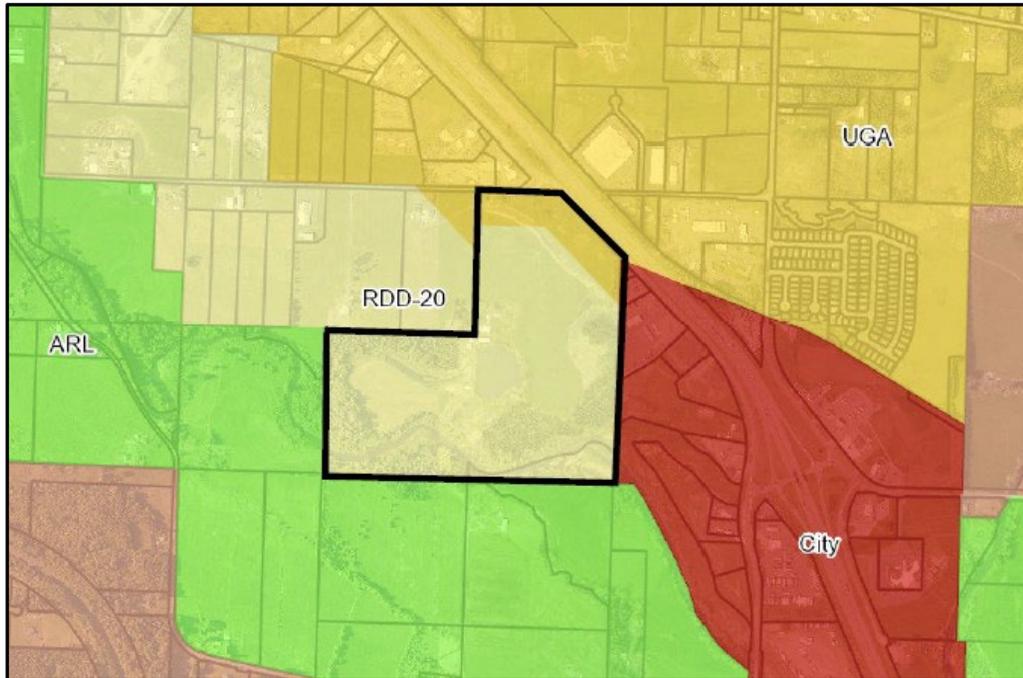
Acres: 109.8

Proposal Area



The City of Chehalis is presenting an application for expansion of its Urban Growth Area (UGA) in support of a request by the estate of Virginia Breen. The proposed expansion area is a single parcel located at 259 Hamilton Road. The parcel has historically been agricultural and is located within Lewis County Rural Development District 1 Unit per 20 Acres (RDD-20). Access is gained from Hamilton Road, and the proposal area is in close proximity to Interstate 5, via Exit 72. A portion of the parcel – the north and northeastern parcel boundary - is already in the City of Chehalis UGA. The City of Napavine is to the east, Lewis County Agricultural Resource Lands (ARL) zone is to the south and west, and Lewis County RDD-20 zone is to the west.

Zoning



Access to the proposal area is from Hamilton Road, which access Interstate 5 just to the south, at exit 72 in the City of Napavine. City of Chehalis sewer and water are immediately adjacent to the proposal area.

Lewis County has established an application process for UGA expansion requests. The County has developed a worksheet to guide the preparation of the application, and for an expansion request, the following items must be addressed:

1. Map of the existing and proposed change to your city’s UGA Boundary

Maps are included in the body of this letter of application and also as attachments.

2. Needs assessment that explains why the change is necessary based on your city’s population allocation.

The City of Chehalis is unusual in that the need to expand its UGA is not based upon growth within the City limits, but rather because of growth in the UGAs. Therefore, the population allocation for the City is not the best metric for understanding the need for additional UGA. The City proper is severely constrained with respect to population growth, as documented in the City’s Comprehensive Plan:

“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.” (Ch 3, pg. 26)

The Comprehensive Plan Land Use Element states that the City of Chehalis has a total of 3,751 acres. The 2016 Comprehensive Plan notes that 2,884 acres – or 77% - within the City are encumbered with critical areas [Ch.3, p.23]. Of the remaining 867 acres, the Comprehensive Plan indicates that only 179 acres remain available for development [Ch.3, p.26] The current revised draft of the Comprehensive Plan draws upon this information to demonstrate that the City will need at least 200 more acres of developable residential land if it is to meet is 2040 population allocation of 11,230.

2021 population data show the City’s current population to be 7,350 [OFM]. To achieve the 2040 population allocation of 11,230 will require adding 3,880 new residents. At the current average household size of 2.46 per household, the number of dwellings to accommodate future growth is 1,577. Finally, based on previous trends of residential development occurring at a rate of 69%, versus 31% for multi-family, the City will need 1,088 single-family lots and 489 multi-family dwelling units. This analysis also assumes that single-family development will occur at 4 du/acre and multi-family will occur at 12 du/acre:

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 x 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 x 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

The most recent population data from the State Office of Financial Management show that the majority of population growth is occurring in the City’s UGA. 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%.

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

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

Based on recent growth rates, the City and UGA combined will grow by 7,711 new residents by 2040. Looking at the City's UGA as a whole, and not just the southern UGA which would be contiguous to the proposed UGA expansion areas, the City's Comprehensive Plan estimates that of the entire 3,750 acres in the UGA, approximately 497 acres are available for residential development (Land Use Element, p.22). However, GIS analysis has shown that nearly 85% of the residential zoning in the UGA is encumbered by critical areas, so that would leave just 75 acres available in the UGA as a whole for residential development. Assuming there are 75 acres available in the entire UGA for future residential development, and using the development ratios of single-family and multifamily referenced above, combined with average household population, yields the following estimates of future capacity in the UGA:

Residence type	Percent of Development	Acres	Units per Acre	Household Size	Growth Capacity
Single-family	.69	51.75	4	2.46	509
Multi-family	.31	23.25	12	2.46	686
TOTAL	100	75	N/A	2.46	1,195

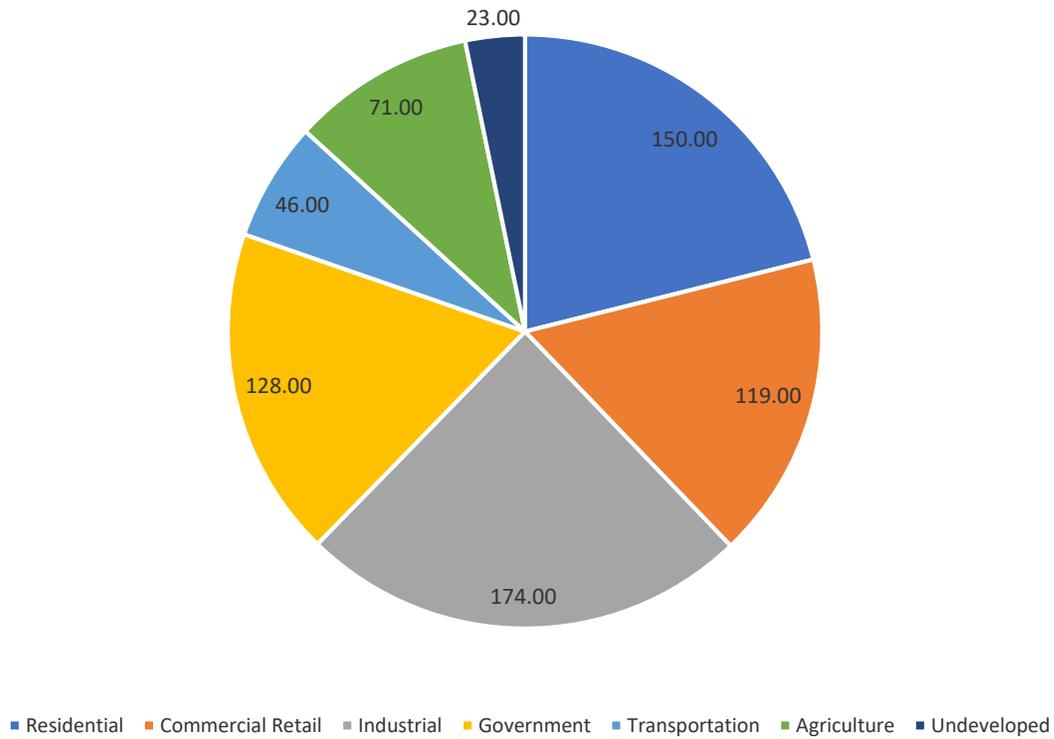
The above table shows that the estimated residential land available in the UGA, combined with development patterns and average household size, can accommodate 1,195 new residents, which is 6,516 short of the projected growth of 7,711 for the City and UGA.

This proposed UGA expansion would add approximately 110 acres to the existing UGA. After subtracting out critical areas, approximately 38 acres of the proposal area can be developed. Assuming a development density of 12 units per acre, an additional 456 residential units could be added to the housing stock.

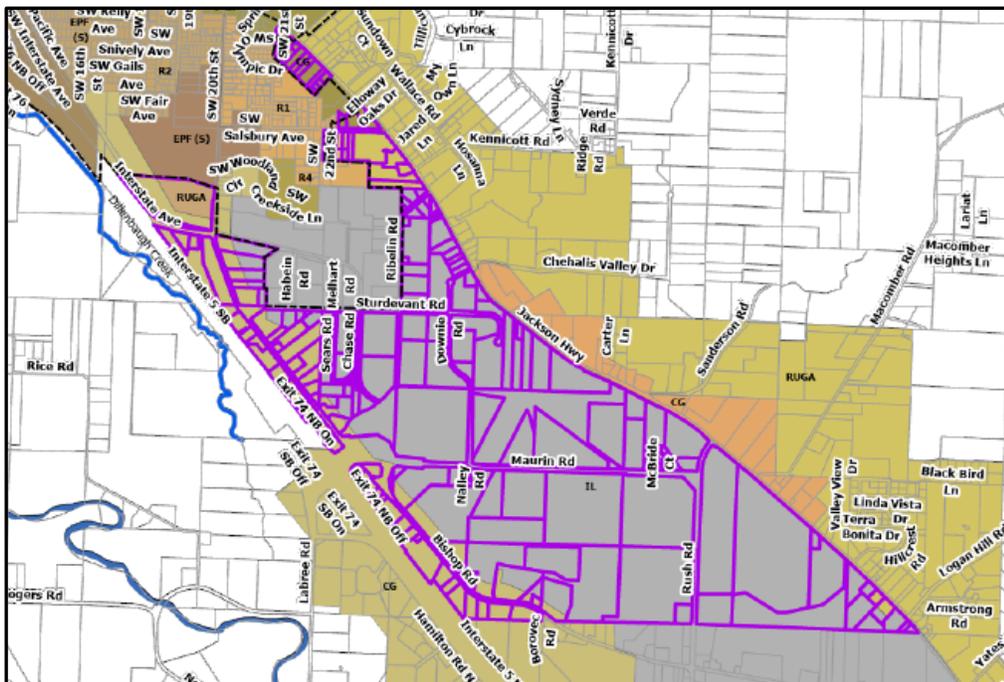
Annexation and UGA Expansion Needs

The first obvious mechanism to accommodate future growth and to meet the population allocation, especially when it is occurring in the UGA, is to annex some or all of the UGA into the City. This would change the population ratios between the City and the UGA. Currently, the City is in the analysis phase of completing a large portion of the UGA to the south. This area 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 zoned for residential use. This is due in large part to the presence of the Port of Chehalis in this part of the UGA:

Proposed Annexation Area - Use By Acres



Potential Annexation Area



A review of the Lewis County Assessor’s database shows that 89 acres of available residential acreage in the southern UGA has already been developed, leaving at most 60 acres available, and it is not known how much of the remaining acres may be encumbered by critical areas.

Based on the above analysis, while annexation will be a *necessary* component to accommodate the City’s future growth, given the current land use designations – particularly the large area devoted to the Port of Chehalis and land encumbered by critical areas – annexation will not be *sufficient* to accommodate that growth. For this reason, UGA expansion is also warranted and necessary to provide both commercial and residential growth beyond the current southern boundary of the City’s UGA. More residential development opportunities are necessary to accommodate the 6.57% growth rate in the UGA. Increased commercial and/or industrial development opportunities are warranted to keep pace with the consumer demands that will accompany residential growth in the area.

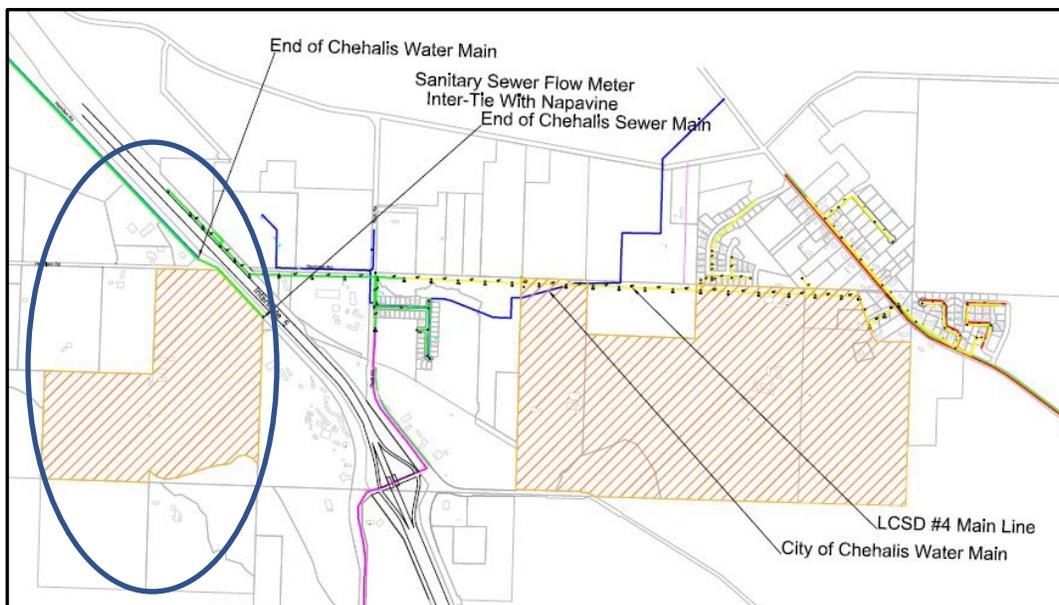
3. If an expansion, indicate the future land uses you intend to incorporate into your city’s Comprehensive Plan’s Future Land Use map.

The City envisions designating the expanded UGA area with a type of Mixed Use zoning that will encourage a variety of commercial uses, combined with affordable housing, preferably multi-family.

4. If an expansion, describe your public facilities and services plan to serve the area within the 20-year planning cycle.

Fortunately, both sewer and water infrastructure are immediately adjacent to the site and available for connection, as depicted on the map, below:

Sewer and Water



Water

The City has identified areas within the infrastructure that will be an impediment to providing water to the Expansion area. There are two areas that need upgrading. The pump station at 18th street as well as upgrading water lines from the pump station to handle more capacity. We also need to complete a water main extension along Bishop Road for approximately 1,000 feet.

These necessary improvements are identified in the 2012 Water System Plan and the 2022 Capital Improvement Plan. The City has also captured these items in the proposed Chehalis Water System Plan that is currently being reviewed by the Washington Department of Health. The source of funding for water system upgrades will be covered through the General Fund, grants and loans, and the developers.

Under extreme ideal conditions, the City's current water treatment plant is designed to produce 4.8 million gallons per day (MGD) during extremely favorable conditions, which are determined by water flow and water quality. Typically, we draw 1.37 MGD. This leaves 3.4 MGD for growth.

While water capacity is not an issue for this Expansion area, to accommodate growth within the next twenty years, the City is currently working with the City of Centralia and TransAlta to procure three (3) MGD water rights to serve the community. The City is also in the process of purchasing water rights from the Marwood Estate for .91 MGD. Both of these new water rights will require improvements to our current infrastructure which is currently being examined by staff. Funding for this upgrade in capacity and infrastructure has yet to be determined.

Sewer

The City of Chehalis serves sewer needs throughout the City and UGA under the Chehalis, Napavine, Lewis County Sewer District #1 General Sewer Plan, 2001. This plan is slated to be updated in 2025. The City has sufficient capacity within the treatment plant to serve the Expansion area. If development triggers the need for infrastructure improvements, the developer will be responsible for paying and installing it.

Chehalis Regional Water Reclamation Facility (CRWRF) has a maximum average monthly effluent water reuse discharge of 3.5 million gallons per day (MGD) during "dry weather" when the Chehalis River is below 1000 cubic feet per second on a 7-day average. The average annual flow in dry weather during 2020 was 1.36 MGD, serving 2950 households. This leaves 2.13 MGD dry weather discharge which is "1.612 MGD" before a design upgrade is required. Plans to upgrade the current system will be triggered if any of the design criteria exceed 85% for 3 consecutive months or is predicted within the next 5 years to exceed 85%, as per DOE standards.

The City sewer main extends 'to and through' the proposed Expansion area where there is an inter tie with the Napavine sewer system.

5. If an expansion, describe your transportation improvement plan to serve the area within the 20-year planning cycle.

Since the proposed UGA expansion area is currently in the County, the City of Chehalis has not been the responsible entity for transportation planning. However, if the UGA request is granted, and when the

City annexes these areas, the transportation network will be folded into the City's current transportation planning and maintenance framework. This would include prioritizing any needed improvements through the City's annually adopted 6-year Transportation Improvement Plan, and through the goals and objectives laid out in the City's Comprehensive Plan Transportation Element.

The following response was provided by the City's Public Works Department:

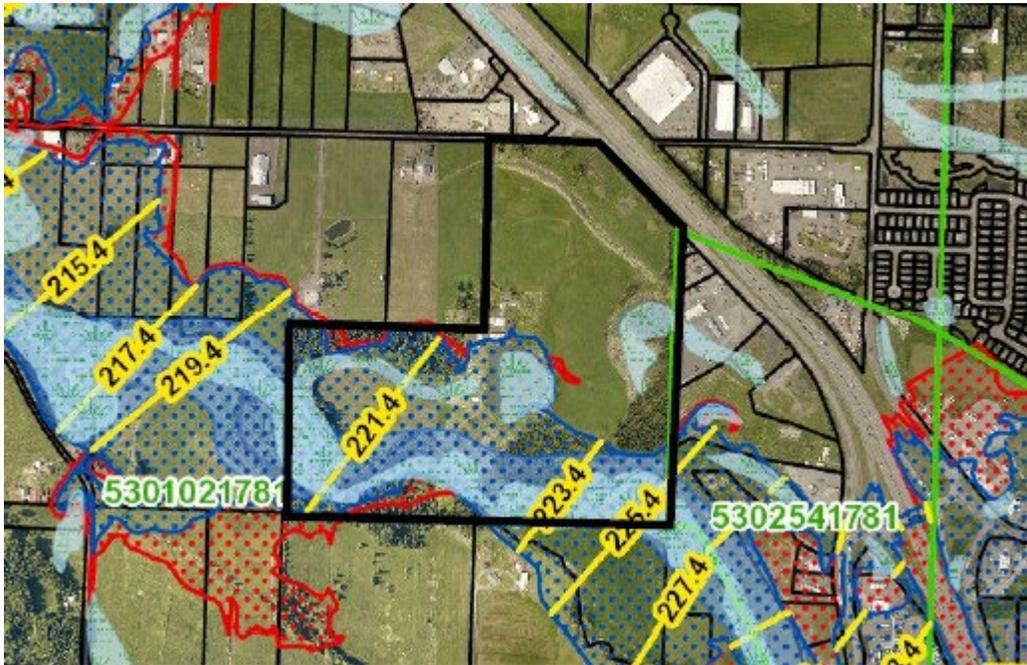
- The city's list of arterials/collectors, roads that require frontage improvements inside city limits, will need to be updated to include those roadways, if any, that will be annexed in to city limits.
- If the road is inside the UGA, but not inside city limits, this is still legally a county road. The county has jurisdiction over ROW permits and improvement requirements.
- The needs of any given roadway will be assessed by each project individually, where the proposed project takes into account all development vested prior to their date of complete application.
- Initially, a trip generation study is needed, if the average daily trips in the peak hour & the peak direction are greater than 10, then a Traffic Impact Analysis is required. If the level of service is negatively affected beyond an already established limit, then mitigation measures are required for development.
- Mitigation measures can come in the form of stop lines, left turn lanes, right turn lanes, a 3rd middle turn lane, road widening, speed limit lowering, stop sign installation, traffic signal installation, crosswalk delineation, the installation of curb/gutter/sidewalk.
- Because each and every project submitted presents their own unique set of challenges, these mitigation measures must be considered individually for every project as it specifically applies to the proposal brought forth.

It should be noted that the proposed UGA expansion area is in an area that is already well-served by a transportation network suited to handle a high volume of traffic, with close access to Interstate 5.

6. If an expansion, what environmental constraints exist within the area and how does the City intend to address those within the 20-year planning cycle?

As depicted on the following map, the proposed UGA expansion area is partially encumbered by wetlands and the floodplain of the Chehalis River.

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If the UGA expansion proposal is granted, the UGA will comply with WAC 365-196-310, which provides limited allowances for the expansion of a UGA into a floodplain, including when:

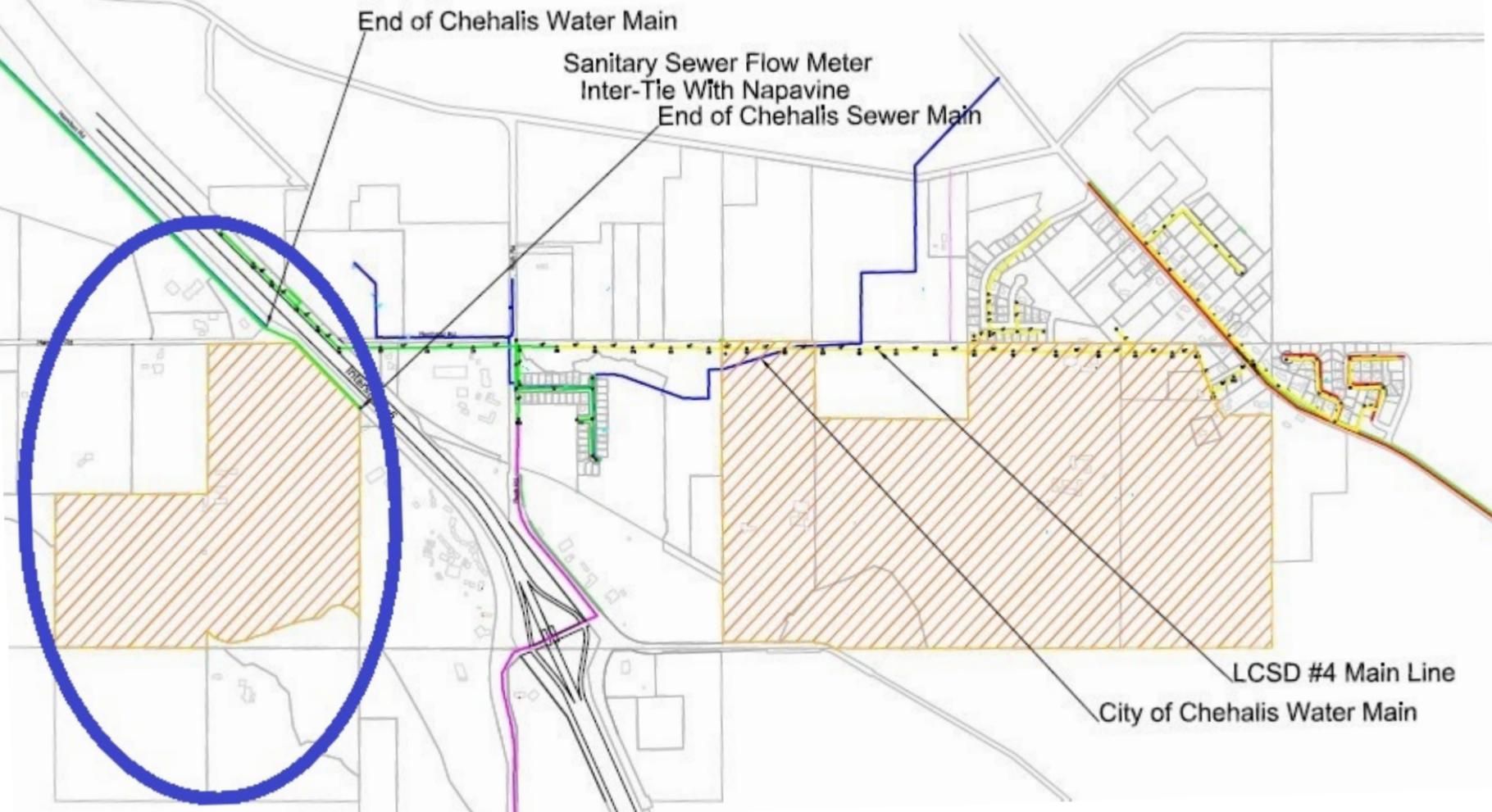
“(C) The land is owned by a jurisdiction planning under this chapter or the rights to the development of the land have been permanently extinguished, and the following criteria are met:

(I) The permissible use of the land is limited to one of the following: Outdoor recreation; environmentally beneficial projects including, but not limited to, habitat enhancement or environmental restoration; stormwater facilities; flood control facilities; and

(II) The development and use of such facilities or projects will not decrease flood storage, increase stormwater runoff, discharge pollutants to fresh or salt waters during normal operations or floods, or increase hazards to people and property.” [WAC 365-196-310 (C)(I)(II)]

As a condition of UGA expansion, the City of Chehalis will be requiring all areas within the floodplain to comply with the restrictions on development by requiring a conservation easement. The conservation easement will distinguish development rights and only allow activities that are provided for under the WAC, as listed above.

Attachment B: Chehalis - Breen UGA Expansion Vicinity map



Attachment C: Chehalis - Breen UGA Expansion Proposal Supporting Materials

The following documents and the information contained therein are incorporated into the public record by reference. The documents are available on the City of Chehalis webpage <https://www.ci.chehalis.wa.us/building/chehalis-comprehensive-plan> at the links below.

Documents Incorporated by Reference:

[City of Chehalis Capital Improvement Plan](#) (2017)

[City of Chehalis Water System Plan](#) (2012)

[Chehalis, Napavine & Lewis County Sewer District #1 Sewer Plan](#) (2001)

The following are findings of fact that are in addition to the findings presented in the June 17, 2022 Staff Report.

I. Growth Management Act

1 RCW 36.70A.110 & WAC 365-196-325

(2) Based upon the growth management population projection 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, except for those urban growth areas contained totally within a national historical reserve. As part of this planning process, each city within the county must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses.

Chehalis's 20-year population forecast is 11,230 people, which equates to 7,711 dwelling units (referred to hereafter as units). The land capacity analysis shows that the existing UGA can accommodate 1,195 units, leaving a need of 6,516 units by 2040 to meet the 20-year forecast. See Attachment A, Question 2.

The proposed UGA expansion will add 110 acres, of which 38 acres are available for development (accounting for infrastructure need and market factors). The proposed future land use proposes residential development at 12 units per acre. Therefore, the proposed UGA expansion area can accommodate 456 new units. Therefore, this criterion is met.

(8)(a) Except as provided in (b) of this subsection, the expansion of an urban growth area is prohibited into the one hundred year floodplain of any river or river segment that: (i) Is located west of the crest of the Cascade mountains; and (ii) has a mean annual flow of one thousand or more cubic feet per second as determined by the department of ecology. (iii) Urban growth area expansions where: (C)(1) The permissible use of the land is limited to one of the following: Outdoor recreation; environmentally beneficial projects, including but not limited to habitat enhancement or environmental restoration; stormwater facilities; flood control facilities; or underground conveyances.

As a condition of approval, the floodplain must be placed in a conservation easement at the time of development. The conservation easement must limit use to allow outdoor recreation, environmental enhancement or restoration, flood control, stormwater management or underground conveyances; no residential or commercial development will be allowed in the conservation easement. Therefore this criterion is met.

2 RCW 36.70A.210 & WAC 365-196-305

(3) Relationship to comprehensive plans. The comprehensive plans of counties and cities must comply with both the county-wide planning policies and the act. Any requirements in a county-wide planning policy do not replace requirements in the act or any other state or federal law or regulation.

Please refer to Section II.

3 WAC 365-196-320

(3) Coordination of planning in urban growth areas. (a) The capital facilities element and transportation element of the county or city comprehensive plan must show how adequate public facilities will be provided and by whom. If the county or city with land use authority over an area is not the provider of urban services, a process for maintaining consistency between the land use element and plans for infrastructure provision should be developed consistent with the county-wide planning policies. (b) If a city is the designated service provider outside of its municipal boundaries, the city capital facilities element must also show how urban services will be provided within their service area. This should include incorporated areas and any portion of the urban growth area that it is assigned as a service area or potential annexation area designated under RCW 36.70A.110(7). See WAC 365-196-415 for information on the capital facilities element.

Water

The City has identified areas within the infrastructure that will be an impediment to providing water to the Expansion area. There are two areas that need upgrading. The pump station at 18th street as well as upgrading water lines from the pump station to handle more capacity. In addition, a water main extension along Bishop Road for approximately 1,000 feet is needed. These necessary improvements are identified in the 2012 Water System Plan and the 2022 Capital Improvement Plan. The City has also captured these items in the proposed Chehalis Water System Plan that is currently being reviewed by the Washington Department of Health. The source of funding for water system upgrades will be covered through the General Fund, grants and loans, and the developers.

Under extreme ideal conditions, the City's current water treatment plant is designed to produce 4.8 million gallons per day (MGD) during extremely favorable conditions, which are determined by water flow and water quality. Typically, we draw 1.37 MGD. This leaves 3.4 MGD for growth.

Sewer

Lewis County Sewer District 4 currently serves this area with sewer service. They purchase capacity from the City of Chehalis to accommodate new customers. The City also performs maintenance on District 4 lines and equipment under an interlocal agreement. LCSD 4 will need to upgrade a grinder pump located on Jackson Highway just north of Yates Road. The district has had plans to perform this upgrade for several years. They have the funding to pay for the work within their current budget. At this time, the City and Lewis County Sewer District 4 are in conversations to discuss the possibility of the City absorbing the Sewer District.

Attachment D: Chehalis-Breen UGA Expansion Proposal Findings of Fact

Chehalis Regional Water Reclamation Facility (CRWRF) has a maximum average monthly effluent water reuse discharge of 3.5 million gallons per day (MGD) during "dry weather" when the Chehalis River is below 1000 cubic feet per second on a 7-day average. The average annual flow in dry weather during 2020 was 1.36 MGD, serving 2950 households. This leaves 2.13 MGD dry weather discharge which is "1.612 MGD" before a design upgrade is required. Plans to upgrade the current system will be triggered if any of the design criteria exceed 85% for 3 consecutive months or is predicted within the next 5 years to exceed 85%, as per DOE standards.

The City of Chehalis serves sewer needs throughout the City and UGA under the Chehalis, Napavine, Lewis County Sewer District #1 General Sewer Plan, 2001. This plan is slated to be updated in 2025. The City has sufficient capacity within the treatment plant to serve the Expansion area. If development triggers the need for infrastructure improvements, the developer will be responsible for paying and installing it.

Transportation

The site is accessed by Hamilton Road. If the area is added to Chehalis's UGA, the 6-year Transportation Plan will be updated to include necessary road improvements. Road improvements would happen at two different times:

1. The Interlocal Agreement stats that Lewis County is responsible for road repair until such time as the site is annexed.
2. When the properties are annexed and developed, road improvements will be required through Chehalis City Code as part of a new subdivision project.

Therefore this criterion is met.

(4) Level of financial certainty required when establishing urban growth areas. (a) Any amendment to an urban growth area must be accompanied by an analysis of what capital facilities investments are necessary to ensure the provision of adequate public facilities. (b) If new or upgraded facilities are necessary, counties and cities must amend the capital facilities and transportation elements to maintain consistency with the land use element. (c) The amended capital facilities and transportation elements must identify those new or expanded facilities and services necessary to support development in new urban growth areas. The elements must also include cost estimates to determine the amount of funding necessary to construct needed facilities. (d) The capital facilities and transportation elements should identify what combination of new or existing funding will be necessary to develop the needed facilities. Funding goals should be based on what can be raised by using existing resources. Use of state and federal grants should be realistic based on past trends unless the capital facilities element identifies new programs or an increased amount of available funding from state or federal sources. (e) If funding available from existing sources is not sufficient, counties and cities should use development phasing strategies to prevent the irreversible commitment of land to urban development before adequate funding is available. Development phasing strategies are described in WAC 365-196-330. Counties and cities should then implement measures needed to close the funding gap. (f) When considering potential changes to the urban growth area, counties should require that any proposal to expand the urban

Attachment D: Chehalis-Breen UGA Expansion Proposal Findings of Fact

growth area must include necessary information to demonstrate an ability to provide adequate public facilities to any potential new portions of the urban growth area.

Water: The source of funding for water system upgrades will be covered through the General Fund, grants and loans, and the developers. Therefore, this criterion is met.

Sewer: LCSD4 will need to upgrade a grinder pump located on Jackson Highway just north of Yates Road. LCSD4 has the funding to pay for the work within their current budget. The developer will be responsible for paying and installing sewer infrastructure at the time of development. Therefore, this criterion is met.

DRAFT

II. Lewis County Countywide Planning Policies

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

The proposed amendment is not related rural areas therefore policies 1.7 and 1.8 are not applicable.

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 industrial master planned areas, MRPs, and as new fully contained communities pursuant to RCW 36.70A.350.

The proposal is an expansion of the Chehalis UGA to accommodate housing need based on the 20-year population forecast. Urban growth will occur at with mixed commercial and residential uses, including multi-family residential. Therefore, this planning policy is met.

1.1 Cities and towns and all urban growth areas shall include areas and residential densities (except for industrial master planned areas) 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.

The proposal is an expansion of the Chehalis UGA to accommodate housing need based on the 20-year population forecast. Therefore, this planning policy is met.

1.2 Land use planning for the urban growth areas should provide for urban densities of mixed uses (except for industrial master planned areas) 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.

Urban growth will occur at with mixed commercial and residential uses, including multi-family residential. Therefore this planning policy is met.

1.3 Urban Growth Area boundaries for cities and towns will include the entire rights of way of public streets, roads or highways. And, where right of way is insufficient to implement design standards or other such considerations, may follow natural or logical parcel boundaries.

The UGA proposal includes the entire right of way of Hamilton Road adjacent to the site. Therefore, this planning policy is met.

1.4 Seek to ensure that development in the unincorporated Urban Growth Areas of cities conforms to applicable City development regulations.

The City of Chehalis and Lewis County currently have an Interlocal Agreement that defines the application of development regulations. Therefore, this planning policy is met.

Attachment D: Chehalis-Breen UGA Expansion Proposal Findings of Fact

- 1.5 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.

The site adjoins Interstate 5 or US Highways. Therefore this planning policy is met.

- 1.6 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.

The site does not adjoin Interstate 5 or US Highways. The City of Chehalis's UGA and city limits already include Interstate 5. Continued collaboration between City of Chehalis and WSDOT is anticipated. Therefore this planning policy is met.

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

All services providers will be informed of the proposed UGA amendment through Notice of Hearing for the Planning Commission and the SEPA review process. Therefore the proposed amendment is consistent with this planning policy.

- 1.10 The County and Cities shall collaborate to provide a mechanism for siting and maintaining both existing and new 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

Please refer to Growth Management Act findings.

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

The City of Chehalis and Lewis County currently have an Interlocal Agreement that defines the level of service in unincorporated UGA. Therefore, this planning policy is met.

- 1.12.1 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

Attachment D: Chehalis-Breen UGA Expansion Proposal Findings of Fact

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

Please refer to Growth Management Act findings.

- 1.12.2 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.

Please refer to Growth Management Act findings.

- 1.12.3 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 RCW 36.70A.110. The extension of UGA boundaries into resource lands of long-term commercial significance should be avoided unless no practical alternative exists.

Chehalis's 20-year population forecast is 11,230 people, which equates to 7,711 dwelling units (referred to hereafter as units). The land capacity analysis shows that the existing UGA can accommodate 1,195 units, leaving a need of 6,516 units by 2040 to meet the 20-year forecast. See Attachment A, Question 2. The site is currently zoned for rural residential development, RDD-20, and is not a conversion of resource land. Therefore, this planning policy is met.

- 1.12.4 Requests for Amendments to Urban Growth Areas in the Comprehensive Plan will be reviewed according to the following criteria, as set forth in RCW 36.70A.130(3):
- a. Determination of needed land
 - i. Are the overall UGA's in the county large enough e.g. is the land existing in inventory of lands within the existing UGA adequate in quantity to accommodate the County's 20-year population and employment forecasts at urban densities?
 - ii. Is there an inventory of 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 incorporated Cities or their associated UGAs 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?

Chehalis's 20-year population forecast is 11,230 people, which equates to 7,711 dwelling units (referred to hereafter as units). The land capacity analysis shows that the existing UGA can accommodate 1,195 units, leaving a need of 6,516 units by 2040 to meet the 20-year forecast. See Attachment A, Question 2. Please also refer to Growth Management Act findings. Therefore, this planning policy is met.

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

The proposed amendment has been processed according to LCC 17.05 and 17.12 requirements and meeting all applicable state laws. The process meets planning policies.

2022-06-01 Planned Growth Committee Meeting

Upcoming

2022-06-28 Lewis County Planning Commission Workshop

2022-07-26 Lewis County Planning Commission Public Hearing

August SEPA Determination Issued and posted to:

- The Chronicle
- Properties within 500 feet of subject properties
- Parties to the Record
- SEPA Register
- Interagency Review list
- Tribal Review list
- School District
- Fire District
- On Site
- On Lewis County Community Development Website

September Comments on SEPA Determination due

September SEPA Appeals due

November Board of County Commissioners Public Hearing

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.

Please refer to Growth Management Act findings.

III. Lewis County Comprehensive Plan

URBAN GROWTH AREAS

1.1 Classify and size urban growth areas based on RCW 36.70A.110.

Please refer to Growth Management Act findings.

1.2 Ensure that sufficient area is included in urban growth areas to accommodate the county's adopted 20-year population forecast, to allow for market choice and location preferences, and to provide for economic development opportunities.

Chehalis's 20-year population forecast is 11,230 people, which equates to 7,711 dwelling units (referred to hereafter as units). The land capacity analysis shows that the existing UGA can accommodate 1,195 units, leaving a need of 6,516 units by 2040 to meet the 20-year forecast. See Attachment A, Question 2. Therefore, this policy is met.

1.3 Confirm that the location and size of urban growth areas match the capability of the affected community to serve the areas with urban levels of governmental services.

Water

The City has identified areas within the infrastructure that will be an impediment to providing water to the Expansion area. There are two areas that need upgrading. The pump station at 18th street as well as upgrading water lines from the pump station to handle more capacity. In addition, a water main extension along Bishop Road for approximately 1,000 feet is needed. These necessary improvements are identified in the 2012 Water System Plan and the 2022 Capital Improvement Plan. The City has also captured these items in the proposed Chehalis Water System Plan that is currently being reviewed by the Washington Department of Health. The source of funding for water system upgrades will be covered through the General Fund, grants and loans, and the developers.

Under extreme ideal conditions, the City's current water treatment plant is designed to produce 4.8 million gallons per day (MGD) during extremely favorable conditions, which are determined by water flow and water quality. Typically, we draw 1.37 MGD. This leaves 3.4 MGD for growth.

Sewer

Lewis County Sewer District 4 currently serves this area with sewer service. They purchase capacity from the City of Chehalis to accommodate new customers. The City also performs maintenance on District 4 lines and equipment under an interlocal agreement. LCSD 4 will need to upgrade a grinder pump located on Jackson Highway just north of Yates Road. The district has had plans to perform this upgrade for several years. They have the funding to pay for the work within their current budget. At this time, the City and Lewis County Sewer District 4 are in conversations to discuss the possibility of the City absorbing the Sewer District.

Chehalis Regional Water Reclamation Facility (CRWRF) has a maximum average monthly effluent water reuse discharge of 3.5 million gallons per day (MGD) during “dry weather” when the Chehalis River is below 1000 cubic feet per second on a 7-day average. The average annual flow in dry weather during 2020 was 1.36 MGD, serving 2950 households. This leaves 2.13 MGD dry weather discharge which is “1.612 MGD” before a design upgrade is required. Plans to upgrade the current system will be triggered if any of the design criteria exceed 85% for 3 consecutive months or is predicted within the next 5 years to exceed 85%, as per DOE standards.

The City of Chehalis serves sewer needs throughout the City and UGA under the Chehalis, Napavine, Lewis County Sewer District #1 General Sewer Plan, 2001. This plan is slated to be updated in 2025. The City has sufficient capacity within the treatment plant to serve the Expansion area. If development triggers the need for infrastructure improvements, the developer will be responsible for paying and installing it.

Transportation

The site is accessed by Hamilton Road. If the area is added to Chehalis’s UGA, the 6-year Transportation Plan will be updated to include necessary road improvements. Road improvements would happen at two different times:

1. The Interlocal Agreement stats that Lewis County is responsible for road repair until such time as the site is annexed.
2. When the properties are annexed and developed, road improvements will be required through Chehalis City Code as part of a new subdivision project.

Therefore this policy is met.

1.4 Consider the provision of greenbelt and open space areas, fish and wildlife habitat, migration routes, floodways, corridors associated with flooding rivers and related streams, and other environmentally sensitive areas when determining the land requirements for urban growth areas.

As a condition of approval, the floodplain must be placed in a conservation easement at the time of development. The conservation easement must limit use to allow outdoor recreation, environmental enhancement or restoration, flood control, stormwater management or underground conveyances; no residential or commercial development will be allowed in the conservation easement.

Therefore, this policy is met.

2.1 Accommodate more intense types of commercial, industrial, and residential land use, and their associated public facilities in urban growth areas.

The future land use of the site will be mixed commercial and residential use, including multi-family residential. Therefore, this policy is met.