

Land Use and Population

INTRODUCTION

The City of Stanwood's (City) *Comprehensive Plan* was originally prepared in 1995, readopted in 2004 after the first required Growth Management Act (GMA) update, and was last updated in December 2012. The plan was developed to meet the requirements of the State of Washington GMA. The GMA requires, among other things, consistency between land use and utility plans and their implementation. This chapter demonstrates the compatibility of the City's *Comprehensive Water System Plan* (WSP) with other plans, identifies the designated land uses within the existing and future service area, and presents population projections within the City's planning area.

COMPATIBILITY WITH OTHER PLANS

Introduction

To ensure that the WSP is consistent with the land use policies that guide it and other related plans, the following planning documents were examined.

- *Growth Management Act*
- *City of Stanwood Comprehensive Plan*
- *Snohomish County Comprehensive Plan*
- *North Snohomish County Coordinated Water System Plan*

Growth Management Act

The State of Washington GMA of 1990 (and its multiple amendments) defined four goals relevant to this WSP.

1. Growth should be in urban areas;
2. There should be consistency between land use and utility plans and their implementation;
3. There should be concurrency of growth with public facilities and services; and
4. Critical areas should be designated and protected.

Urban Growth Area

The GMA requires that Snohomish County (County) and the City cooperate in designating an Urban Growth Area (UGA) adjacent to the City's existing corporate limits. As part of the development of its *1995 Comprehensive Plan*, the City designated an UGA that would accommodate the City's projected population growth and projected growth within the unincorporated portion of

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the UGA for a 20-year planning period. Since this time, the City has modified its UGA. The current UGA is shown in **Figure 3-1**.

The City has proposed an amendment to the UGA, which is currently under review by the County. The County is not expected to complete its analysis of the UGA amendment until June 2015. If the County Council approves the UGA amendment in 2015, this WSP will be amended accordingly. The proposed UGA addition and removal areas are also shown on **Figure 3-1**.

Consistency

The GMA requires planning consistency from two perspectives. First, it requires consistency of plans among jurisdictions. This means that plans and policies of the City and County must be consistent per the Revised Code of Washington (RCW) 36.70A.100. Second, the GMA requires the implementation of the plan be consistent with the comprehensive plans (RCW 36.70A.120).

The 2003 Municipal Water Law also requires that water system plans are consistent with local plans and regulations. The signed Consistency Statement Checklists included in **Appendix D** from the City and County Planning Departments document the determination that this WSP is consistent with their plans and regulations.

Concurrency

Concurrency means that adequate public facilities and services be provided at the time growth occurs. For example, growth should not occur where schools, roads, and other public facilities are overloaded. To achieve this objective, the GMA directs growth to areas already served or readily served by public facilities and services (RCW 36.70A.110). It also requires that when public facilities and services cannot be maintained at an acceptable level of service, the new development should be prohibited (RCW 36.70A.110).

Critical Areas

The GMA requires that critical areas be designated and protected. Critical areas include aquifer recharge areas, wetlands, frequently flooded areas, streams, and steep slopes. The City has adopted development regulations identifying and protecting critical areas as required. The State Environmental Policy Act (SEPA) checklist in **Appendix E** addresses other environmental concerns.

City of Stanwood Comprehensive Plan

The City's *Comprehensive Plan* is undergoing an update concurrently with this update of the City's WSP. The Land Use Element of the City's *Comprehensive Plan* is the City's vision of how growth and development should occur over a 20-year horizon. While the Land Use Element goals and policies set forth general standards for locating land uses, the Future Land Use Map, which has been reproduced and is shown in **Figure 3-1**, indicates geographically where certain types of uses may be appropriate. The Future Land Use Map is a blueprint for development of an area, whereas the zoning map and zoning code are the regulatory means for implementing it.

The Land Use Element considers the general location of land uses, as well as the appropriate intensity and density of land uses given the current development trends. The utilities, transportation and capital facilities elements ensure that new development will be adequately serviced without compromising adopted levels of service, similar to the principal of concurrency as defined in the

GMA. The City's WSP was reviewed and taken into consideration during the development of, and subsequent revisions to, the Capital Facilities Element of the *Comprehensive Plan*.

The City's 2015 *Comprehensive Plan* will include information from the *2012 Buildable Land Report for Snohomish County*. The analysis indicated that the existing City limits has the capacity for approximately 3,703 additional people and the UGA has the capacity for approximately 1,392 additional people. The County allocated 3,896 people for the City limits and 836 people for the UGA through 2035. Based on this information, the City's *Comprehensive Plan* will show that the remaining capacity is greater than the expected growth allocation for 2014 to 2035.

Snohomish County Comprehensive Plan

The County adopted the *Snohomish County Comprehensive Plan* on June 28, 1995. The plan took effect on July 10, 1995. Since this time, the plan has been amended several times to incorporate UGA changes, capital facility plan changes, and land use changes. The most recent amendments took effect on December 21, 2013. The plan consists of the following five sections.

- General Policy Plan
- Future Land Use Map
- Transportation Element
- Capital Facilities Plan
- Park and Recreation Comprehensive Plan

The County's *Comprehensive Plan* guides development in rural, unincorporated Snohomish County and designates land use in the unincorporated UGA. Similar to the City's *Comprehensive Plan*, the County's plan contains the following land use goals which "form the basis of the County's land use strategy and:

- provides for a supply and distribution of land use types to accommodate the majority of county population and employment growth within urban growth area;
- ...reduces development pressures and patterns of sprawl within rural areas;
- conserves agricultural, forest and mineral resource lands of long-term commercial significance; and
- preserves and protects open space, scenic and cultural resources."

North Snohomish County Coordinated Water System Plan

The *North Snohomish County Coordinated Water System Plan* (CWSP), originally dated October 1991 and updated in December 2010, is the result of a study performed by Economic and Engineering Services, Inc., under direction of the County's Water Utility Coordinating Committee (WUCC), the County, Tulalip Tribes, and the Snohomish County Public Utility District (PUD). The members of the WUCC represent the collective efforts of all public water systems with more than ten service

connections that provide service within the Critical Water Supply Service Area (CWSSA). The Snohomish County Council declared North Snohomish County a CWSSA on October 19, 1988.

The purpose of the CWSP is to assist the area's water utilities in establishing an effective process for planning and developing of public water systems and restricting the proliferation of small public water systems. The CWSP accomplishes this by establishing future service area boundaries, minimum design standards, service review procedures, appeals procedures, long-term regional water supply strategies, water conservation program and goals, and the satellite system management program. As can be seen in the following sections of this WSP, the City has established policies, design criteria and goals that meet or exceed the requirements and goals of the CWSP.

LAND USE

The City limits currently encompass an area of approximately 1,775 acres, or 2.8 square miles. The City's UGA encompasses an additional 425 acres outside of the current City limits for a total area of 3.4 square miles. The future water service area is significantly larger than the City's UGA, with 14,361 total acres. The City's Future Land Use Map, shown in **Figure 3-1**, guides development within the City and its UGA. Land use outside the UGA is designated by the County, as shown in **Figure 3-1**.

Approximately 59 percent of the area within the current City limits is designated for residential use, as indicated in **Table 3-1**. Approximately 10 percent is designated for commercial land, approximately 7 percent is designated for industrial land, and approximately 17 percent is designated for public facilities. The remaining land area within the City limits is non-designated right-of-way or other City property. The non-designated right-of-way in the City includes SR-532 and City water facility properties located outside of the City's UGA boundary.

Within the City's unincorporated UGA, a much higher percentage of land use, approximately 69 percent, is designated for residential use as shown in **Table 3-1**. The remaining land area within the unincorporated UGA is designated for commercial and industrial use, or is non-designated right-of-way.

The potential land use for the UGA addition areas, which includes residential and light industrial land uses, are also shown on **Figure 3-1**.

Finally, the land area in the future water service area is comprised of three types of land uses: residential, farmland, and industrial. Residential use within the future water service area, but outside of the UGA, is designated to approximately 24 percent of the total land area, as indicated in **Table 3-1**. Farmland comprises approximately 76 percent of the land area designation, and industrial use comprises less than 1 percent of the land use designation.

**Table 3-1
Future Land Use Designation**

Land Use Type	City Limits	Unincorporated UGA	Future Water Service Area Outside the UGA
Residential ¹	59.2%	68.8%	23.5%
Commercial ²	10.4%	4.8%	N/A
Industrial	6.9%	20.2%	0.1%
Public Facility	17.2%	N/A	N/A
Farmland	N/A	N/A	76.4%
Non-designated ³	6.2%	6.2%	N/A
Total	100.0%	100.0%	100.0%

NOTES:

1. Residential land use includes residential land use types and traditional neighborhood land use.
2. Commercial land use includes general commercial, mainstreet business I, mainstreet business II, and other commercial land uses.
3. Non-designated land uses include non-designated right-of-ways and City water facility property located outside of the UGA boundary.

POPULATION

Household Trends

The City is primarily a residential community comprised largely of single-family residences. In 2013, the Office of Financial Management (OFM) estimated that 1,889 housing units in the City, or 72 percent, were single-family residential, approximately 727 housing units, or 28 percent, were multi-family residential, and approximately 4 housing units, or less than 1 percent, were “mobile homes and specials.”

OFM data from the 2010 Census indicates an average household size in the City of 2.55 persons per household, and an average household size in the County of 2.62 persons per household. The average household size reported in the Census is based on an average of the household size for owner occupied housing units and renter occupied housing units. For Stanwood, the average household size for owner occupied units in 2010 was 2.77 and the average household size for renter occupied units was 2.18. The *2012 Buildable Land Report for Snohomish County* utilizes average household sizes of 2.9 persons per household for single-family units and of 2.0 persons per household for multi-family units.

Existing and Future City Population

The County has experienced rapid population growth and extensive physical developments in recent years. The population of the County increased approximately 21 percent from 2000 to 2013 based on OFM estimates. The population of the City increased approximately 62 percent during the same period, which included several annexations. **Table 3-2** illustrates the historical population growth since 2000, with years 1980, 1990, and 1995 included for reference.

**Table 3-2
Population Trends within the City Limits**

Year	Population
Historical	
1980	1,646
1990	1,961
1995	2,910
2000	3,923
2001	4,021
2002	4,172
2003	4,323
2004	4,530
2005	4,858
2006	5,287
2007	5,593
2008	5,885
2009	6,073
2010	6,231
2011	6,220
2012	6,300
2013	6,340

NOTE: The historical population represents the population within the City limits. The sources of the historical population numbers are the decennial census and Washington Office of Financial Management intercensal estimates.

Projected future growth for the City limits and the unincorporated UGA is shown in **Table 3-3**. The projected population data was prepared by the City's Community Development Department in conjunction with the update of the City's *Comprehensive Plan*. The 2014 OFM intercensal estimates are the baseline populations for the City and unincorporated UGA population projections.

The projections for the City and unincorporated UGA populations are based on 2035 growth targets in accordance with the *Countywide Planning Policies for Snohomish County* (Appendix B), adopted June 1, 2011 and amended June 12, 2013. The projections assume that the City will grow by approximately 171 people per year and the unincorporated UGA will grow by approximately 35 people per year. The total City and unincorporated UGA population is expected to experience an average annual growth rate of approximately 2.4 percent between the baseline 2014 year and 2035. Population projections for the City and unincorporated UGA are displayed in **Chart 3-1**.

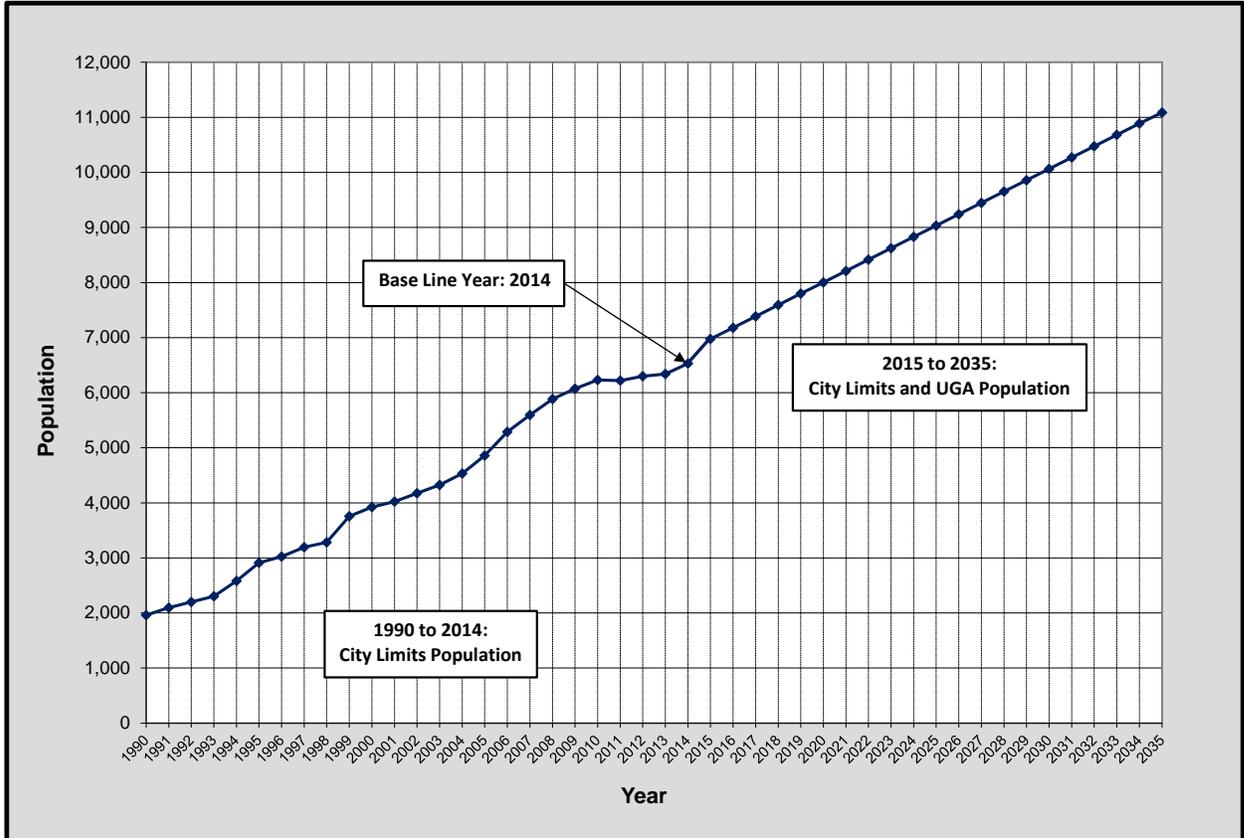
**Table 3-3
Population Projections for the City and Unincorporated UGA**

Year	City Population	Unincorporated UGA Population	Total City + UGA Population
Projected			
2014	6,530	238	6,768
2015	6,701	273	6,974
2016	6,872	308	7,180
2017	7,043	343	7,386
2018	7,214	378	7,592
2019	7,385	413	7,798
2020	7,556	448	8,004
2021 (+ 6 years)	7,727	483	8,210
2022	7,898	518	8,416
2023	8,069	553	8,622
2024	8,240	588	8,828
2025 (+ 10 years)	8,411	623	9,034
2026	8,582	658	9,240
2027	8,753	693	9,446
2028	8,924	728	9,652
2029	9,095	763	9,858
2030	9,266	798	10,064
2031	9,437	832	10,269
2032	9,608	867	10,475
2033	9,779	902	10,681
2034	9,950	937	10,887
2035 (+ 20 years)	10,116	969	11,085

NOTES:

1. Population projections were prepared by the City of Stanwood Community Development Department.
2. The baseline 2014 population information is based on The Office of Financial Management intercensal estimates.
3. The 2035 population estimates are based on the *Countywide Planning Policies for Snohomish County* (Appendix B).
4. The projections assume that the City will grow by approximately 171 people per year and the unincorporated UGA will grow by approximately 35 people per year.

**Chart 3-1
Population Projections**



Water System Population

The actual number of people served by the City’s water system is different than that shown in the existing and projected population tables for the City and UGA, **Tables 3-2** and **3-3**. The City currently serves the existing City population in **Table 3-2** and only a portion of the unincorporated UGA population. The City also serves people outside of the unincorporated UGA within their existing retail water service area as shown in **Figure 3-1**. The population served in the unincorporated UGA and non-UGA retail water service area is calculated utilizing the existing number of connections in each area and converting the connections to population using household size and vacancy rate information from the *2012 Buildable Lands Report for Snohomish County*. The estimated existing population served for 2013 is provided in **Table 3-4**.

**Table 3-4
Estimated 2013 Water System Population**

Area Served	Number of Connections	Population Served
City Limits ¹	2,290	6,340
Unincorporated UGA ²	60	167
Non-UGA Retail Water Service Area ³	204	568
Total Population Served		7,075

NOTES:
 1: The population served within the City limits is assumed to be the estimated 2013 population for the City limits per Table 3-2. The number of connections inside the City limits is provided for informational purposes only.
 2: The population served within the unincorporated UGA is calculated based on an estimated 60 connections in the unincorporated UGA and Snohomish County household size information.
 3: The population served within the non-UGA Retail Water Service Area is calculated based on an estimated 204 connections outside of the UGA and Snohomish County household size information.

The projected population served assumes that the City will serve the entire City and unincorporated UGA area as projected in **Table 3-3**. The projected population for the non-UGA retail water service area assumes that the City will add two new connections per year outside of the UGA. Two new connections per year equates to approximately 5.6 people per year based on the household size and vacancy rate assumptions from the *2012 Buildable Lands Report for Snohomish County*. For the purposes of estimating demands, the population projections for the water system are presented in **Table 3-5**. The system is expected to provide service to approximately 11,775 people by 2035.

**Table 3-5
Water System Population Projections**

Year	City Population	Unincorporated UGA Population	Non-UGA Retail Water Service Area Population	Total Water System Population
Projected Water System Population				
2013	6,340	167	568	7,075
2014	6,530	238	574	7,342
2015	6,701	273	579	7,553
2016	6,872	308	585	7,765
2017	7,043	343	590	7,976
2018	7,214	378	596	8,188
2019	7,385	413	601	8,399
2020	7,556	448	607	8,611
2021 (+ 6 years)	7,727	483	612	8,822
2022	7,898	518	618	9,034
2023	8,069	553	624	9,246
2024	8,240	588	629	9,457
2025 (+ 10 years)	8,411	623	635	9,669
2026	8,582	658	640	9,880
2027	8,753	693	646	10,092
2028	8,924	728	651	10,303
2029	9,095	763	657	10,515
2030	9,266	798	663	10,727
2031	9,437	832	668	10,937
2032	9,608	867	674	11,149
2033	9,779	902	679	11,360
2034	9,950	937	685	11,572
2035 (+ 20 years)	10,116	969	690	11,775
NOTES:				
1. City and unincorporated UGA population per Table 3-3.				
2. Non-UGA Retail Water Service Area assumes 2 new water connections per year.				

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