

CHAPTER 3: LAND USE ELEMENT

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I. REQUIRED ELEMENTS

GMA LAND USE PLANNING GOALS (RCW 36.70A.020)

The Washington State Growth Management Act (GMA) includes 14 goals, which were adopted to guide the adoption of comprehensive plans and development regulations. Land use policies and implementing regulations influence transportation, housing, economic development, property rights, permits, natural resource industries, open space and recreation, environment, citizen participation and coordination, public facilities and services, and historic preservation. While all of these goals are important, the two goals that are most directly related to the land use element state:

- Urban growth. “To encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.”
- Reduce sprawl. “To reduce the inappropriate conversion of undeveloped land into sprawling, low density development.”

GMA REQUIREMENTS FOR LAND USE PLANNING (RCW 36.70A.070)

As prescribed by the Growth Management Act (GMA), the land use chapter must:

- Designate the proposed general distribution, general location, and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses.

- Include population densities, building intensities, and estimates of future population growth.
- Provide for protection of the quality and quantity of ground water used for public water supplies.
- Consider utilizing urban planning approaches that promote physical activity.
- Review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provides guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state.

COUNTYWIDE PLANNING POLICIES

When the Growth Management Act (GMA) was amended, it required each county legislative body planning under the act to adopt countywide planning policies in cooperation with the cities in the county. This requirement provided for consistency amongst the comprehensive plans. The Lewis County Planned Growth Committee adopted the updated planning policies relating to land use in December 2006. During the development of the Centralia Comprehensive Plan, the requirements of the countywide planning policies were considered along with many other factors to determine the City's best course of action. The Lewis Countywide Planning Policies can be reviewed in Appendix C.

II. RELATIONSHIP TO OTHER PLANS

The following plans and documents relate to the success of land use planning within the City of Centralia and implementation of this element.

- **Lewis County Comprehensive Plan.** The Lewis County Comprehensive Plan was adopted in April, 2002.
- **Port of Centralia Comprehensive Plan.** The current Port Comprehensive Plan was adopted in November 1990 and revised in November 1994, September 1996, March 2003, and in September 2006.
- **City of Centralia Water Plan.** The Water Plan was adopted in December 2005
- **Surface/Storm Water Management Plan.** The Storm Water Management Plan should be adopted in winter of 2007 or spring of 2008.
- **General Sewer Plan and Wastewater Treatment Plant Facilities Plan.** The Plan was approved and adopted in the Spring of 2000.
- **City Light and the Yelm Project Comprehensive Plan.** The City Light Plan was approved in December 2002.
- **Airport Master Plan/Chehalis-Centralia.** The Airport Master Plan was approved Fall 2001.
- **Parks and Recreation Plan.** The Parks and Recreation Plan (Element)
- **Transportation Plan.** The Transportation Plan (Element)
- **Downtown Centralia Revitalization Plan, Phase I.** The Phase I Revitalization Plan was approved in June 2003.

- **Downtown Centralia Revitalization Plan, Phase II.** The Phase II Revitalization Plan was approved in October 12, 2004
- **Centralia School District Capital Facilities Plan.** The Capital Facilities Plan for the Centralia School District should be approved in the summer/fall of 2007.
- **Centralia College Master Plan.** The Centralia College Master Plan was approved on September 2002.
- **Solid Waste Management Plan.** The Plan was approved by the County Commissioners in April 2000.
- **Transit Development Plan.** The Transit Development Plan 2007-2012 was approved March 2007.

III. INTRODUCTION

Scope and Definitions

The land use element of the Comprehensive Plan serves as a guide for the distribution of land in the future. The plan covers a geographic area within the City of Centralia and in its surrounding areas. These lands which surround the City are called the Urban Growth Areas or UGAs. Together, the UGA and the incorporated City of Centralia make up the City's Urban Growth Boundary (UGB). Inside of the UGB is where urban densities are encouraged because this area can be efficiently serviced by public sewer and water systems and other city utilities. The UGB also marks the area where the following criteria are met:

- residential infilling of vacant land is encouraged,
- areas can logically annex into Centralia,
- City, County, and special district decisions should be coordinated concerning land use and service facilities, and
- utility services should be expected and extended.

The primary purpose of the Centralia's UGB is to define the area where public expenditures already have been made for service facilities or will be in the future and to guide development to that area in order to make more efficient use of public investments. This area was drawn based primarily on the location and amount of potentially developable land to which sewer and water services are already provided or can be provided.

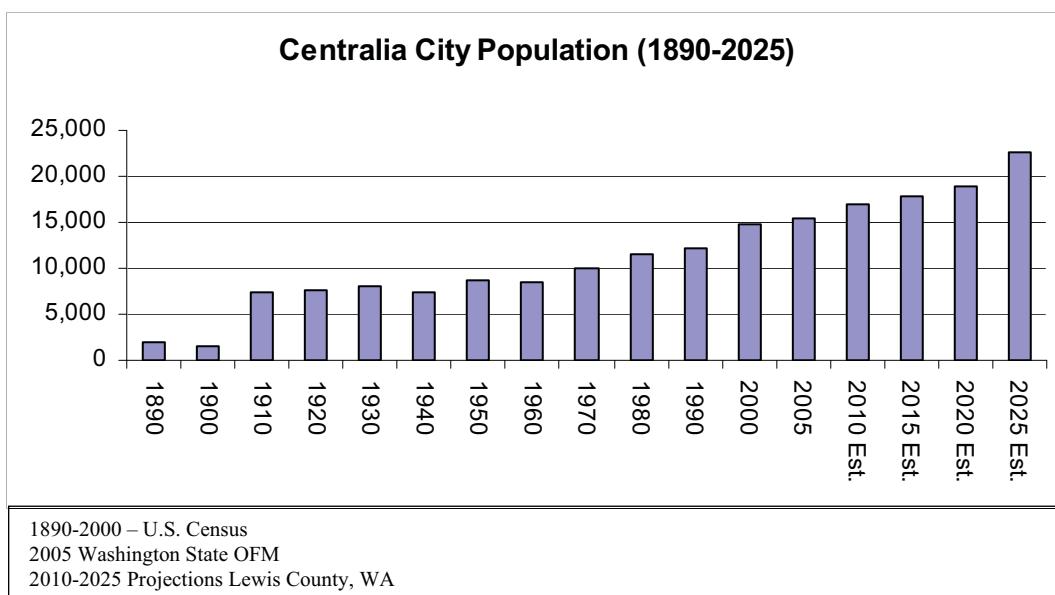
The land within the Urban Growth Boundary (UGB) primarily consists of residential uses at 74%, industrial uses at 15%, commercial uses at almost 10%, and medical uses less than 1%. This does not take into consideration land that is used for public facilities (schools, public buildings), open space uses (parks and recreational facilities), or a reduction for critical lands or roads. Listed below is a breakdown of land use categories by acreage and percentages according to the current zoning districts, including both land within the city itself and in the UGA.

Zoning Districts within the City's UGB - 2006			
Zone	Zone Description	Acreage	Percentage
LCR	Lewis County 1 unit per 5 acres	3,609.49	35.55%
R1	Low Density Residential	2,565.22	25.26%
R2	Moderate Density Residential	390.19	3.84%
R3	Medium Density Residential	546.49	5.38%
R4	High Density Residential	411.89	4.06%
LBD	Limited Business District	15.20	.15%
C-1	General Commercial	837.91	8.25%
C-2	Highway Commercial	144.15	1.42%
C-3	Core Commercial	42.20	.42%
H-1	Health Services District	61.44	.61%
M-1	Light Industrial	528.64	5.21%
M-2	Heavy Industrial	709.06	6.98%
PMP	Port Master Plan	292.59	2.88%
Total		10,154.48*	

* The land within the actual city limits is 4,927 acres, leaving 5,227 acres in the UGA and Lewis County

Population and Housing Forecasts

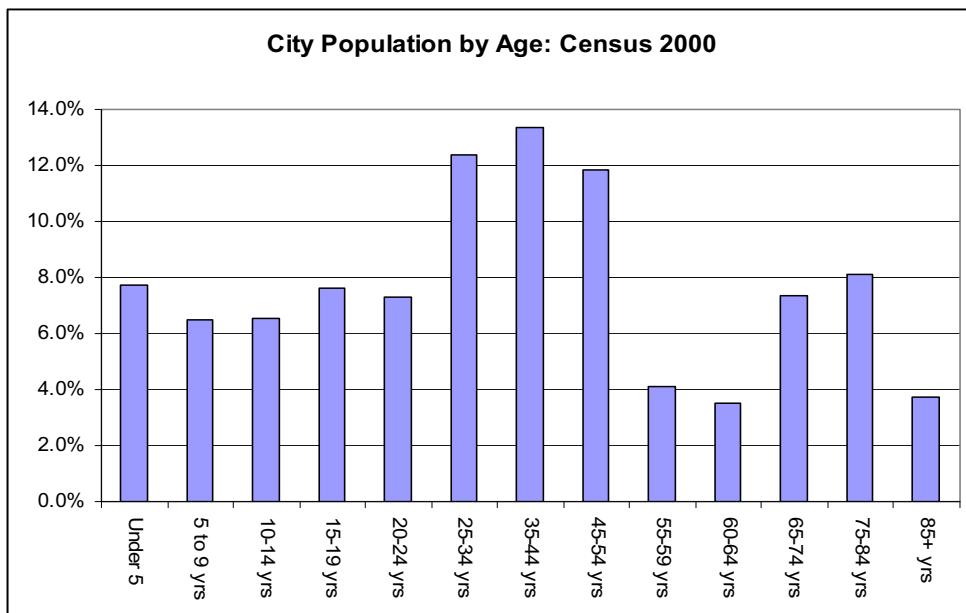
In 2005, Centralia ranked as the 58th largest city in Washington, with an estimated population of 15,340 (Office of Financial Management, 2005). According to the Lewis County Comprehensive Plan projections, the City of Centralia will have a population of approximately 22,535 by 2025. In 2000, the City had a population of 14,742 with a population per square mile of 2,306. By 2006, the City had a population of 15,430 according to the Office of Financial Management (OFM) State of Washington.



The City expects a population forecast based on a 1.97% annual growth rate. This growth rate was selected based on the following:

- **Current trends.** This growth rate is consistent with the population growth rate between 1990 and 2000 which was 1.79%, but higher than the growth experienced over the past 5 years (2000–2006) according to OFM.
- **Building activity trends.** Between 2000 and 2006, approximately 518 new residential units were constructed with 231 single family dwellings (SFD), 287 multi-family dwelling units (MF-DU) and 48 manufactured homes on city lots (MH-lot). Assuming that the City's average household size is 2.4 persons per household (U.S. Census 2000) and was applied to each of these new units, the new residential units would represent a population increase of approximately 1,243 persons over a 7-year period.

According to the 2000 Census the City of Centralia had 19.2% of its population over the age of 65 and about 27% of its population over the age of 55. The State of Washington Office of Financial Management (OFM) estimated in 2005 that 16.2% of the population in Lewis County is over the age of 65 compared to the State of Washington at 11.5%.



IV. LAND USE ASSUMPTIONS

JD White Company, a division of Berger-Abam Engineering, Inc., was hired to calculate land use assumptions. The land use assumptions include: residential population, household and density projections, and industrial and commercial employment projections as shown in Appendix D.

Employment Forecast

The Economic Development Element of the Comprehensive Plan identifies a need for industrial, retail, office, housing, and mixed-uses as strategies to diversify the economy and to attract a variety of employers and residents. The amount of vacant industrial land is high at 79%, while the amount of vacant commercial land is around 56%, as described in the Economic Development Element. Even though commercial vacant land is 56%, most of the vacant commercial property is not located along the interstate where redevelopment and new developments seem to be focused. The central business district has seen significant redevelopment which should continue in the future as the City focuses on maintaining a healthy downtown with a mix of commercial and residential.

Housing Forecast

The Housing Element of the Comprehensive Plan acknowledges the need for housing for all people. Based on the projected population growth rate of 1.97% per year, by 2025 an additional 3,000 additional housing units would be needed within the City's UGA.

Currently, there are approximately 1,839 acres of vacant lands within the UGB. More than half of the vacant acres are residentially zoned in the UGB. However, not all of the vacant land in the City and UGB is suitable for development; the presence of critical areas (such as wetlands and steep slopes), infrastructure needs, and market factors are aspects that affect the ability to fully develop a site. Annexing vacant land within the UGA, encouraging redevelopment and infill within existing residential neighborhoods, and increasing density in some land use districts are all approaches that the City has considered to provide adequate land area to house the projected population growth in Centralia by 2025.

Land Use Focus

During this update to the Comprehensive Plan, public input was received at public open houses, at Planning Commission and City Council public meetings and workshops.

Participants identified many issues that have helped shape this update to the Comprehensive Plan. Issues specifically related to land use included the following:

- providing a diverse economic base including industrial, commercial, and office uses,
- ensuring availability and location of land for commercial uses to provide goods and services to the community and to attract and accommodate new commercial development,
- increasing the amount and variety of housing options, including development of high-quality low and moderate density housing types and a variety of other types of housing,
- promoting Downtown redevelopment and mixed-use development to allow flexibility in the use of land and to allow complementary uses to be located close together or in the same building,
- allowing infill where homes or businesses are added in an established district on vacant or less developed lots, taking advantage of areas where infrastructure is already in place and where there are fewer environmental constraints,

- ensuring safe and convenient pedestrian, non-motorized, and motorized circulation, and
- improving gateways and streetscapes into the City.

V. LAND USE MAP AND DESIGNATIONS

A. Classification into Land Uses

The Comprehensive Land Use Map classifies all land in the Centralia Urban Growth Boundary (UGB) into broad land use categories (Figure 1). The land uses delineated are generally distributed consistent with existing land uses and zoning. However, some changes to the Map were made to better address the balance of commercial vs. industrial land designations, the availability of a variety of housing types, the relationship of land use and transportation, and environmental constraints.

The future land distribution classified by the Comprehensive Land Use Map designates the land within the Urban Growth Boundary (UGB) as residential uses (63%), industrial uses (17%), commercial uses (nearly 9%), medical uses (0.9%), public facilities (6.26%) and parks and open space uses at (3.59%). Listed below is a breakdown of land use categories by acreage and percentages according to the Land Use Map (these acreages represent the land within the city limits and the surrounding UGA).

Land Use Description	Acreage	Percent	U/A
Very Low Density Residential (VLDR)	3,558.46	.68%	.5-2
Low Density Residential (LDR)	1,494.02	1.38%	2-4
Medium Density Residential (MDR)	1,163.59	11.44%	5-8
Medium-High Density Residential (M-HDR)	140.62	14.69%	9-15
High Density Residential (HDR)	69.36	34.98%	16+
Limited Business District (LBD)*	118.83	1.17%	
General Commercial	724.47	7.12%	
Central Business District (commercial)*	37.90	.37%	
Medical Health Care	91.08	.90%	
Light Industrial	527.47	5.19%	
Heavy Industrial	1,244.75	12.24%	
Parks and Open Space	364.89	3.59%	
Public Facilities	637.11	6.26%	
Total	10,172		

* Residential and commercial permitted

B. Land Use Category Definitions

The following land use category definitions are incorporated in the Comprehensive Plan to provide an allocation of land for housing, commerce, industry, parks, recreation and open space, transportation, and other appropriate land uses.

Residential

Residential land use consists of single family and multifamily dwellings, including manufactured housing, foster care facilities, group quarters, and cooperative housing. Other land uses found within the residential designation include private schools, churches, planned residential development, planned unit developments, necessary utility facilities, and undeveloped land.

1. Very Low Density Residential (VLDR): $\frac{1}{2}$ to 2 acre parcels. These are areas where the predominant character is large lot estates. Community water systems are sometimes available, but public sewer is not typically available. Streets will be paved, but curb, gutter and sidewalk will usually not be in place. These areas include land that may have the presence of critical areas or floodplain (100-year).
2. Low Density Residential (LDR): 1 to 4 dwelling units per acre. These are areas in the community which are well suited for large suburban lots. Developments will have full urban services, including public water and sewer, underground utilities, and paved streets periodically with curb, gutter, and sidewalk. These areas include land that may have the presence of critical areas or floodplain (100-year).
3. Medium Density Residential (MDR): 5 to 8 dwelling units per acre. These are areas with mostly single family detached units, but with some attached dwelling units. These areas will usually have somewhat smaller single family lots, and/or a slightly higher percentage of attached units than are found in the Low Density Residential areas. Developments will have full urban services. These areas include land that may have the presence of critical areas or floodplain (100-year).
4. Med-High Density Residential (M-HDR): 9 to 15 dwelling units per acre. These are areas with a mix of single family units, duplexes, town-homes, planned developments, twin homes, and multi-family units. Developments have full urban services.
5. High Density Residential (HDR): 16+ dwelling units per acre. These areas are a mix of residential dwellings but consist of mainly multi-family buildings. Developments will have full urban services.

Commercial

Commercial land uses support the daily retail and service needs of the community and provide a basis for local employment. The commercial land use categories include land used for retail, wholesale trade, offices, hotels, motels, restaurants, service outlets, and similar uses.

1. Commercial General. The Commercial General designation includes commercial uses including institutions, offices, and retail shops to service the residential and business community both within the City and the surrounding areas. It is intended to provide areas which require large structures and direct vehicular access. This designation also includes business uses which are conducive to freeway locations such as motels, hotels, restaurants, etc., which serve the traveling public. This designation excludes residential uses.

Mixed-Use

The mixed use areas allows for retail, office, and residential uses together in the same area. The mixed-use categories are split into two different land uses designations. New residential developments within a mixed-use area must have a component of a retail or office development.

1. Limited Business District. The Limited Business District designation includes commercial uses that provide convenience goods (such as small retail establishments, pharmacies) and personal services (such as dry cleaners, retail stores) with limited hours of operation. These areas are limited in size. This designation would allow medium density residential uses (usually existing).
2. Commercial Central Business District. The Commercial CBD designation provides for a limited area in size and includes retail, commercial, office, and other related business uses essential to Downtown functions. This designation would permit the provision of all basic services and amenities necessary to keep the downtown vital in the community. This designation would include dense development permitting taller structures with limited setback requirements, limited parking, parking garages or public parking lots, pedestrian facilities, etc. This designation would preclude lower density residential developments because it is intended to include high density residential development in structures containing commercial activities on the lower levels. It is intended to promote and maintain the character of a pedestrian-oriented retail district. Building orientation should strongly encourage pedestrian use by having buildings close to the street. The architectural style of new or remodeled buildings shall be consistent with historic feel and design of other structures in the vicinity.

Industrial

The proximity to Interstate 5, rail service, and regional markets make Centralia a desirable location for industrial uses. The Land Use Element proposes two categories of designated industrial land to accommodate industrial land uses. These categories include land used for manufacturing, processing, warehousing, storage and related uses. Heavy industrial uses are intended to be restricted to areas where impact to surrounding areas is minimized.

1. Light Industrial. The Light Industrial designation includes industrial uses involving assembly, manufacturing, processing, warehousing, and limited retail sales of bulk or large scale products. This designation would include uses which, in general, would not generate nuisance characteristics. Accessory non-industrial uses that support the primary activity and are compatible would be permitted such as administrative, sales, and service uses. This designation would prohibit residential uses except for on-site security units.
2. Heavy Industrial. The Heavy Industrial designation includes industrial uses involving assembly, manufacturing, processing, warehousing, distribution center, and other related uses such as concrete and asphalt batch plants. This designation would prohibit residential uses except for on-site security units.

Medical/Health Care

The medical/health care designation provides for a limited area in size and includes commercial uses and activities that are usually health care in nature and that cater to the needs of the health care users and workers.

Public Facilities

Includes public or quasi-public facilities such as educational facilities, parks and recreation facilities and related uses, libraries, fairgrounds, government (municipal, state, county, federal) offices and other facilities, and public safety facilities (police, fire).

Parks and Open Space

The Parks and Open Space designation represents public or quasi-public and/or privately owned land that is a developed or undeveloped. This would include developed or undeveloped parks, natural open spaces, trail systems, land that has environmental sensitivities, and cemeteries.

VI. LAND USE PLANNING ISSUES

The following is a summary of current and long-term land use planning issues in Centralia affecting residential and commercial/industrial areas. The Land Use Element responds to these issues through the inclusion of goals and policies and the development of the designating land uses within the City.

A. Residential

People have different housing needs at different times of their life. Providing a continuum of housing choices helps meet those changing needs, including housing for families, retired persons, young singles starting out in the job world, and students.

Over the past 20 years, the City's population has grown, yet the type of housing options available to residents has remained relatively constant. Increasing housing options is important to meet the needs of existing and future residents:

- Protecting and Enhancing Neighborhoods***

The City values and considers the protection and enhancement of its existing residential neighborhoods a high priority. Affordable single family housing stock has been lost due to redevelopment, and some of the established housing stock has been poorly maintained over time and needs renovation and maintenance.

- Future Needs***

Attracting and retaining younger families, single professionals, and retirees is an important concern for the City in its efforts to diversify its economy. This includes promoting and expanding downtown and non-downtown housing options.

Centralia should explore measures to increase the range of housing types to meet existing and future demand. Development that occurs at very low densities or intensities can result in land use patterns that are difficult or costly to serve. Development that inefficiently uses land means that new land must be found to meet new land use demands—this can result in sprawl and higher costs to provide city services. To promote a variety of housing types and the efficient use of land, new housing can be encouraged by permitting thoughtful and well designed infill development, such as mixed use development in the downtown and a variety of housing choices such as zero lot-line development, cluster housing, cottage housing styles, and/or townhouses. These options must include both single- and multi-family housing that may be available to purchase or rent. Different types of housing choices can strengthen business districts (e.g., mixed use) by providing a customer base for businesses, reduce sprawl (e.g., small-lot single-family, cottages, apartments), and provide alternative affordable homeownership options (e.g., townhomes).

B. Commercial and Industrial

Two industrial land use districts, three commercial districts are identified appropriate for locating business of various scales, services, intensity, and uses with in the City:

- heavy industrial,
- light industrial,
- central business district (mixed use- commercial & residential),
- limited business district (mixed use- commercial & residential),
- general commercial,

These industrial and commercial land use classifications represent a range of intensities, scales, and mixes of uses, depending on where they are located in the community and the purpose they serve.

Centralia's roots are based in its industrial foundation. Most of the land with an industrial land use classification is located west along the I-5 corridor and outside of the City limits but within the UGA. Seventeen percent (17.4%) of the land within the UGA is identified for industrial uses, and approximately 83% of that industrial land is vacant. Seventy percent (70%) of the land planned as industrial is for heavy industrial users of that 79% is vacant. Thirty percent (30%) is set aside for lighter industrial users of which 86% is vacant. To allow for greater diversity and flexibility of land uses the city zoning allows for retail or commercial uses in the industrial zones.

Recent market conditions and trends show that the City must diversify its economy to ensure economic stability, opportunity, and prosperity, and to stimulate new jobs and investment in the community.

The City has planned for approximately nine percent (9%) of the land within the UGA for commercial uses. The City has a number of commercial corridors these include:

1. Harrison Interchange

2. Mellen Interchange
3. Downtown Corridor including Pearl and Tower streets
4. Grand and Kresky streets
5. Main Street

Most of the commercial land is planned as general commercial at eighty-two percent (82%), seventeen percent (17%) as limited business district (mixed-use) and the central business district that is also a mixed-use district at four percent (4%). The City has seen redevelopment of commercial areas in the past and will continue to focus on the downtown business district as well as the gateways into the City.

Approximately one percent (1%) of the City is planned for medical offices. The primary area for this designation is along Cooks Hill Road in the Scammon Creek neighborhood due to the close proximity to the hospital and other medical land uses.

VII. LAND USE GOALS AND POLICIES

Goal LU 1

To create and maintain a vibrant, sustainable, family-oriented community through the balanced allocation of land for housing, commerce, industry, recreation, open space, transportation and public facilities, and other appropriate land uses.

Policies

- LU 1.1** Ensure enough properly zoned land to provide for Centralia's share of the regionally adopted forecasts for residential, commercial, industrial, and public facilities growth for the next 20 years.
- LU 1.2** Promote land use patterns that efficiently use public infrastructure and utilities such as transportation, water, and sewer.
- LU 1.3** Designate and zone land use patterns that provide adequate access to commercial and industrial lands.
- LU 1.4** Encourage redevelopment when and where appropriate.
- LU 1.5** Ensure zoning and land development within the City is consistent with the comprehensive plan.
- LU 1.6** Adopt new zoning standards to implement the Comprehensive Plan designation.
- LU 1.7** Ensure that parks and recreation opportunities are offered within the city.
- LU 1.8** Encourage and support public school and library facility planning and expansion in order to ensure the provision of services within the city.

Goal LU 2

To offer a harmonious blend of opportunities for living, working, and recreating to residents.

Policies

- LU 2.1** Support a diverse community in an open and natural setting comprising stable neighborhoods with a variety of housing types and densities.
- LU 2.2** Provide a broad range of housing choices to meet the changing needs of the community.
- LU 2.3** Maintain compatible uses and design with the surrounding built and natural environment when considering new development or redevelopment.
- LU 2.4** Gradually transition from one type of use to another through zoning and/or the use of development and design standards.
- LU 2.5** Ensure compatibility with adjacent neighborhoods by using development and landscaping regulations.
- LU 2.6** Create logical boundaries between land use districts that take into account such considerations as existing land uses, redevelopment potential, access, property lines, topographic conditions, and natural features.

Goal LU 3

To encourage development where adequate City services exist or may feasibly be extended.

Policies

- LU 3.1** Manage land use in critical areas to ensure environmental quality and avoid unnecessary public and private costs.
- LU 3.2** Ensure that land which lies outside the City but within its adopted Urban Growth Area (UGA) develops consistent with the City's Comprehensive Plan policies and development standards.
- LU 3.3** Collaborate with other jurisdictions to plan for and find solutions to local and regional public service issues including, but not limited to, water, sewer, stormwater drainage, transportation, parks and open space, public safety, and development review.
- LU 3.4** Evaluate all annexations on the basis of their short-term and long-term community impact.
- LU 3.5** Prepare a comprehensive plan and/or proposed zoning for all annexations. The zoning classification specified at the time of annexation should be in effect for a reasonable period before any proposed change in classification is considered.

Goal LU 4 Employment

To encourage diverse economic development opportunities with an emphasis on sustainable development.

Policies

- LU 4.1** Designate and zone a land supply sufficient to provide a range of employment opportunities for residents of the City over the 20-year planning horizon.
- LU 4.2** Recruit office, retail, and institutional employers, including regional and corporate office headquarters, which serve local and non-local customers and pay above average wages.
- LU 4.3** Support community college master planning and expansion to promote economic development through educational opportunities.

Goal LU 5

Downtown Core

To encourage a vibrant, robust downtown which serves as a focal point for the community.

Policies

- LU 5.1** Encourage mixed-use developments in the downtown area and in limited business districts throughout the City with a mix of densities.
- LU 5.2** Encourage rehabilitation or development of upper-story residential development in downtown Centralia.
- LU 5.3** Encourage the development of hotels that reflect the historic aspects of downtown Centralia.

Goal LU 6 Commercial

To designate and zone commercial lands adequate to meet a diversity of needs for retail, service, and institutional development within the city.

Policies

- LU 6.1** Encourage the orderly growth and continued vitality of commercial areas.
- LU 6.2** Provide for the appropriate expansion of commercial centers through appropriate comprehensive plan designation and zoning.
- LU 6.3** Encourage development of appropriate neighborhood commercial to support residential neighborhoods.
- LU 6.4** Encourage appropriate re-use and redevelopment of older and/or deteriorating commercial areas.
- LU 6.5** Provide adequate and safe vehicular and pedestrian circulation in commercial areas.
- LU 6.6** Encourage pedestrian connections between residential and commercial areas.
- LU 6.7** Encourage the redevelopment of housing to commercial in defined transition areas near collector or arterial streets through master planning processes to address compatibility and buffer issues.

Goal LU 7 Industrial

To maintain a sufficient supply of industrial lands to encourage the expansion of existing industries and the siting of new ones.

Policies

- LU 7.1** Maintain a minimum 10-year supply of prime or potentially prime industrial land.
- LU 7.2** Designate lands for industrial uses in areas where adequate infrastructure and utilities exist or may be feasibly extended.

VIII. ANNEXATIONS

The purpose of developing annexation goals and policies and to include objectives and procedures is to ensure a smooth transition from county to city jurisdiction when unincorporated land is annexed to the City. The policies in this element set criteria and conditions for considering annexation proposals and establish a framework for addressing public services, infrastructure and utility extension, and compatibility issues in Centralia's potential annexation areas.

Annexation of unincorporated land adjacent to the City limits benefits the City, residents, and property owners. Property owners and residents within the UGB use the urban services provided by Centralia such as enhanced police and fire protection, building and land use controls, and storm and surface water control as well as other municipal services, but by annexing they can fully participate in the local government that most directly affects their lives.

For the City, annexation yields benefits that include the ability to control new development, thereby ensuring ease of future maintenance, control of impacts at their source, and the ability to extend its boundaries in a logical, service-oriented manner. Additionally, the City gains revenues from areas that already enjoy certain city services but currently pay no taxes or fees to Centralia.

Annexation Procedures

Objective 1: The City of Centralia shall use uniform criteria procedures in evaluating annexations for their short and long term effects, both positive and negative though conducting an annexation study.

1. The annexation study will evaluate annexations for the following (the City Council may waive the requirement to prepare an annexation study if it determines the impacts of annexation are non-significant):
 - a. The boundaries of the annexation area should be drawn in accordance with the ability (both from a geographic and economic standpoint) of the city to provide services. The need for services should be taken into account. The general terrain of the area should allow for expansion of utilities without prohibitive costs.
 - b. The population and assessed valuation of the area should be sufficient to allow the area to pay its fair share of the cost of providing services.
 - c. The area should contribute to the logical growth pattern of the city and should encourage orderly growth. Where possible, irregular boundaries should be avoided.
 - d. It should be no larger than what the city is able to service adequately with capital improvements and services within a reasonable time.
 - e. The area should be adaptable to anticipate expansion requirements of the city for residential or commercial/industrial purposes.

- f. In drawing boundaries of an annexation area, due to regard should be given to special districts in the area.
2. The following information will be provided as part of the annexation study.
 - a. Statistical Data - necessary facts including acreage, number of residential units, business, industries, estimated population, street mileage, assessed valuations, revenue projections, existing utility services, existing parks and playgrounds, schools, and public buildings.
 - b. Maps - preparation of maps to show present and proposed city boundaries, urban growth boundaries, general land use patterns, existing and proposed zoning, present major trunk water mains and proposed extensions, present sewer interceptors and proposed extensions, existing streets, and existing public areas such as playgrounds and schools.
 - c. Existing Public Services - public services to the area's residents should be surveyed and evaluated. The methods of providing such services should be described, and their costs determined. These would include, but are not limited to: police protection, fire protection, water service, sewage collection and disposal, garbage disposal, street maintenance, street lighting, storm sewers, animal control, planning, building inspection, public health protection, recreation, and library services.
 - d. Urban Service Needs - estimates of urban services needs should be made. The extent to which such services are already being provided within the area will determine the degree to which additional services may be required. The city should determine the service shortages in the area proposed for annexation and prepare a schedule for services to the area. The City will analyze the cost of providing or acquiring services and utilities to City services level standards when not presently available in a proposed annexation area, including, but not limited to: police protection, fire protection, public works, parks and recreation, water, wastewater, power and street maintenance.
 - e. All covenants secured for properties adjacent to or near a proposed annexation will be mapped, analyzed and evaluated by city staff for appropriateness for addition to the annexation area upon receipt of a petition.
 - f. The annexation study should address any significant impacts associated with the change from County regulations to City regulations.

Implementation:

1. In order to accomplish the above procedures, the City of Centralia will use the following strategies for implementation:
 - a. The City will designate City staff to perform the following functions:
 - i. Receive and process annexation requests
 - ii. Furnish the public and City officials annexation information
 - iii. Prepare technical studies and assessments evaluating the effects of a proposed annexation as a requirement of the State Environmental Policy Act (SEPA) or as directed by the Council.
 - b. Annexation petitioners may be required to provide development related information for inclusion in the annexation study.

- c. The City shall require property owners within an annexing area to assume a prorated share of the City's bond indebtedness existing at the time of annexation.
- d. The City will ensure a zoning designation to be prepared for all annexations consistent with the comprehensive plan designations.
- e. Annexations will be processed consistent with RCW Chapters 35.14 and if initiated by petition the petitioners may be responsible for administrative and associated costs of processing the annexation. The City may require annexation areas to commit to participate in Local Improvement Districts (LIDs) or other financing mechanisms to fund improvements of the urban infrastructure or parks systems to meet adopted levels of service standards.

Objective 2: The City of Centralia will consider annexations that best meet the growth goals and policies of the City.

Procedures:

- 1. The City will participate with all entities of general government or special districts to identify logical urban service area boundaries
- 2. When the City annexes at least 60% of a water/sewer or fire district's assessed valuation, it shall purchase or otherwise obtain all assets of the district and require residents of the annexing area to bring the district's facilities to City standards, if deficiencies exist.
- 3. The City may, by Council approval, utilize the extension of utilities and services in the urban growth area to encourage and guide needed or desirable urban growth, provided, however, that:
 - a. The area to be served by water and/or sewer utilities, if not annexed initially, is subject to a contractual arrangement wherein it is agreed that all utility improvements meet City standards that any development be required to meet City development standards as identified in the City's Comprehensive Plan, Zoning Ordinance, Subdivision Code, International Building Code and that residents of the area agree to annex to the City at such later time the City deems it appropriate.
 - b. The owners of land to be served by such utility extensions agree to participate financially in current or projected capital improvements. Such participation shall be to the extent and in a manner that is acceptable by the City.
 - c. When directed by the City Council, owners of land to be served by such utility extensions shall agree to form Local Improvement Districts (LIDs) or appropriate mechanisms to provide non-City funds to finance specified water and/or sewer improvements such as: supply, transmission, distribution, treatment, and storage facilities that are appropriately inter-tied with the City's utility system.
 - d. Where the cost of such extensions or improvements is paid by the residents of the area proposed to be annexed, the City may by action of the City Council waive all or any part of surcharges and/or other utility charges which might otherwise be required.

Objective 3: The City of Centralia will consider annexations, affix boundaries and determine services areas that preserve the integrity of established neighborhoods and community identity.

Procedures:

The City will endeavor to support individual area identity and the participation of citizens within newly annexed areas by encouraging and providing opportunity for a maximum degree of citizen participation in the planning and decision-making process.

Objective 4: The City of Centralia will negotiate interlocal agreements with Lewis County and other jurisdictions addressing comprehensive planning, zoning and service provisions to areas outside its City boundary that are within the urban growth boundary.

Procedures:

1. The City will execute interlocal agreements with Lewis County and other jurisdictions to establish uniform road and utility standards within the adopted urban growth boundary.
2. The City will execute interlocal agreements with Lewis County to establish land use classifications, development densities and permitting procedures within the adopted urban growth boundaries.

Objective 5: In addition to the previously referenced criteria, annexations should meet one or more of the following criteria:

1. The annexation is necessary and appropriate to accommodate projected City growth;
2. The annexation represents a logical extension of the City's boundaries and contributes to more area-wide planning;
3. The annexation is necessary for location of municipal facilities;
4. The annexation proposal includes a commitment to participate in mechanisms to fund improvements of the urban infrastructure or parks system to meet adopted level of service standards;
5. The boundaries of the annexation proposal allow existing City boundaries to be made more uniform through the elimination of irregular boundary lines and unincorporated islands of land.

IX. ANNEXATION GOALS AND POLICIES

Annexation

Goal AN-1

To further coordinate planning and decision making among the City, County, and other urban service providers in matters relating to urban services and development, ensure that annexations to the City of Centralia meet development and growth needs, create reasonable service areas for city services, and form logical extensions of city boundaries.

Policies

AN 1.1 Ensure areas annexing to the City are:

(1) Contiguous to city limits;
 (2) Within the Centralia Urban Growth Boundary (UGB);
 (3) Serve to promote development close to the general core area of the City;
 (4) Contribute to the consolidation and regularization of city limits;
 (5) Use natural or manmade boundaries that are readily identifiable in the field, such as roads/freeways, railroads, ditches, waterways, wetlands, and ridges; and
 (6) Include or exclude an entire neighborhood, rather than dividing portions of the neighborhood between City and County jurisdictions.

AN 1.2 Ensure that annexations meet the GMA and to evaluate the needs and costs of the annexation an annexation study should be completed.

AN 1.3 Ensure that proposed annexations do not create peninsulas or unincorporated “islands” surrounded by City limits.

AN 1.4 Require that unincorporated areas or new developments contiguous to City limits and within the Centralia UGA who request City utility services annex into the City before extensions will be granted.

AN 1.5 Require that unincorporated areas or new developments requesting connection to City utility services that are not contiguous to City limits but are within the City’s utilities service area and the Centralia UGA enter into an agreement with the City requiring future annexation when adjacent or nearby properties come into the City. Such agreements should be recorded against the affected properties.

AN 1.6 Condition voluntary annexations, as appropriate, on capital improvements or building improvements being made by the property owners or other requirements deemed appropriate by the City.

AN 1.7 Extend the service area boundaries only if landowners requesting service have begun the annexation process or have made prior agreements with the city.

AN 1.8 Require owners of land annexing into the City to be subject to their proportionate share of the City’s bonded indebtedness and should be expected to contribute to capital improvements serving the area and to assume a portion of City indebtedness upon annexation.

AN 1.9 Recognize the integrity of existing or future neighborhoods and the need for maintaining logical service areas as a general direction, when working with individual annexation requests.

AN 1.10 Encourage orderly growth and development consistent with the City’s ability to provide adequate public services and facilities based upon phased expansion of City services as identified in the Comprehensive Plan.

AN 1.11 Encourage economic growth consistent with the long-range financial position of the City ; encourage annexations that:

- a. promote a healthy mix of residential, recreational, commercial, and industrial land,
- b. provide adequate commercial and industrial zoning inside the existing City limits or develop them within the urban growth area (UGA), and

- c. support a diversified economic base by locating light industrial and manufacturing activities within the urban growth boundary (UGB) while maintaining the environmental quality of the City.

AN 1.12 Achieve the planned growth of the City, consistent with establishing City policies and guidelines and with phased extension of City services identified in applicable capital facility plans.

Goal AN-2

To ensure that annexations to the City of Centralia meet development and growth needs, create reasonable service areas for city services, and form logical extensions of city boundaries.

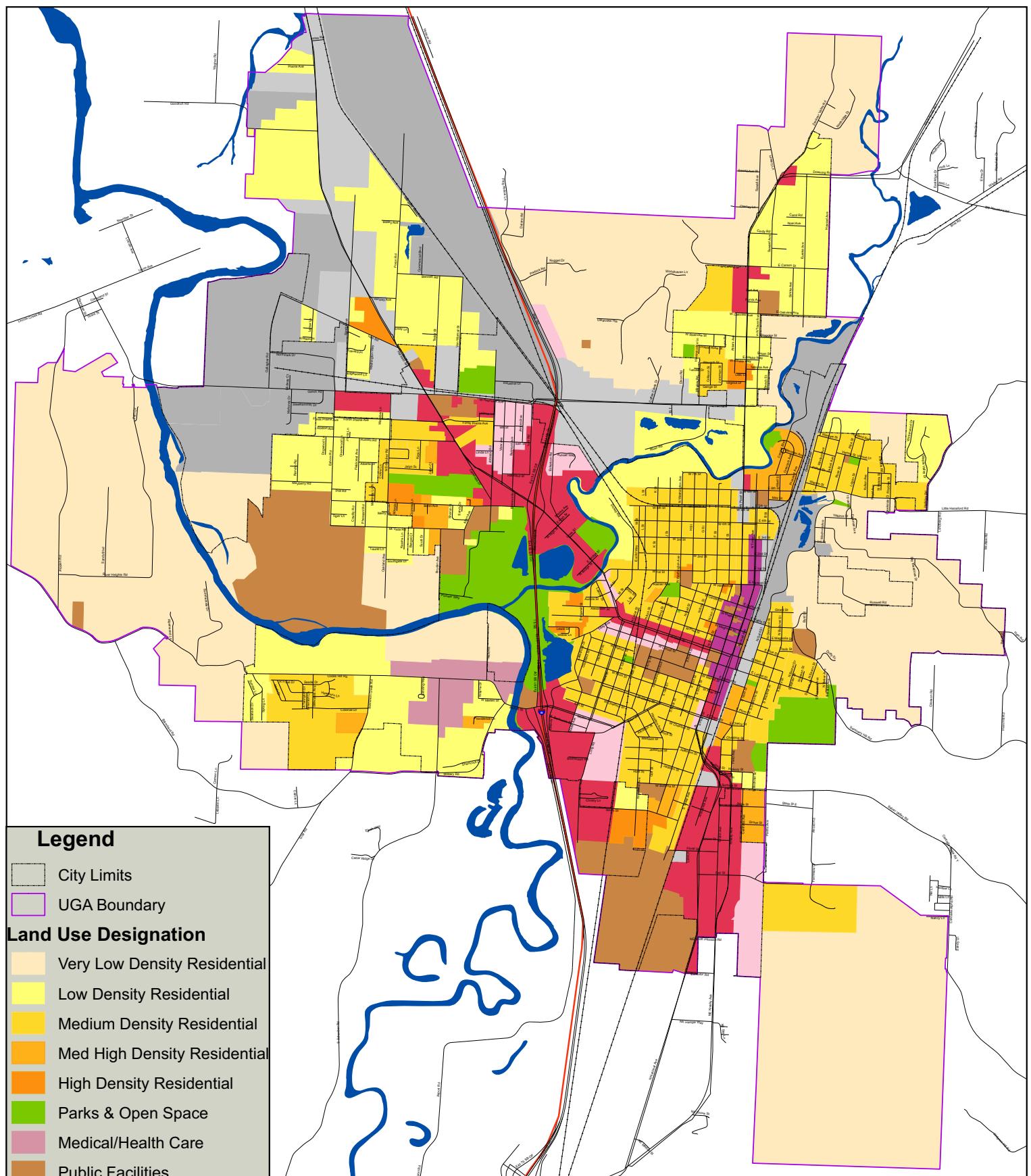
Goal AN-3

To work closely with Lewis County and other governmental entities to ensure an orderly transition from county to city jurisdiction.

Policies

- AN 3.1** Establish departmental service needs prior to major annexations through an impact analysis. As revenues from each annexation area are collected, increase city services to maintain citywide services levels.
- AN 3.2** Provide newly-annexed areas with the same level of service (if possible) enjoyed by other areas within the city limits, while at the same time not decreasing current citywide service levels.
- AN 3.3** Coordinate long-range planning and the development of capital improvement programs with adjacent cities, special districts, and Lewis County.
- AN 3.4** Establish interlocal agreements, when appropriate, between the City of Centralia and other jurisdictions which address possible solutions to regional concerns, such as but not limited to, water, sanitary sewer, storm water drainage, transportation, parks and open space, and public safety.
- AN 3.5** Provide public services and/or utilities within the corporate limits of adjoining cities when there is a service agreement in effect or when temporary service is necessary because of an emergency.
- AN 3.6** Consult affected citizens, cities, special purpose districts, and other parties prior to final approval of any annexation.

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Centralia Land Use Map



0.051 0.2 0.3 0.4
Miles

1 inch equals 0.16 miles

Adopted October 9, 2007

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