

3 | LAND USE AND POPULATION

INTRODUCTION

The State of Washington Growth Management Act (GMA) requires, among other things, consistency between land use and utility plans and their implementation. This chapter demonstrates the compatibility of the City's WSP with other plans, identifies the designated land uses within the existing and future service area, and presents population and employment projections within the City's planning area.

COMPATIBILITY WITH OTHER PLANS AND POLICIES

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.

- State of Washington Growth Management Act
- Puget Sound Regional Council *VISION 2040 Part III: Multicounty Planning Policies*
- City of Kent *Comprehensive Plan*
- City of Kent *Midway Subarea Plan*
- City of Kent *Downtown Subarea Action Plan*
- City of Tukwila *Comprehensive Plan*
- City of Auburn *Comprehensive Plan*
- King County *Countywide Planning Policies*
- King County *Comprehensive Plan*
- South King 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 King County (County) designate an Urban Growth Area (UGA) where most future urban growth and development will be directed. The county-wide UGA is defined in the County's *Comprehensive Plan* and encompasses the area where this urban growth and

development is projected to occur over the 20-year planning period. The current King County UGA boundaries in the vicinity of the City are shown on [Figure 3-1](#).

Potential Annexation Areas

A Potential Annexation Area (PAA) is an area identified by King County and a City as expected to annex into that City during the 20-year planning period. The City has five PAAs, which are shown on [Figure 3-1](#). Upon annexation, the City will be expected to provide services and utilities to the annexed area.

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 Revised Code of Washington (RCW) 36.70A.100. Second, the GMA requires the implementation of the WSP 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 C](#) from the City and King 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, wildlife habitat, landslide hazard areas, seismic hazard areas, and steep slopes. The City has adopted development regulations identifying and protecting critical areas as required. The City does not currently have any critical facilities located in a floodplain and does not plan to construct any new facilities within the floodplain in the future. The State Environmental Policy Act (SEPA) Checklist in [Appendix D](#) addresses other environmental concerns.

PUGET SOUND REGIONAL COUNCIL VISION 2040 PART III: MULTICOUNTY PLANNING POLICIES

The Puget Sound Regional Council (PSRC) is designated by the governor of the State of Washington as the Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) for the central Puget Sound region, defined as King, Kitsap, Pierce, and Snohomish counties. *VISION 2040* “is a shared strategy for moving the central Puget Sound region toward a sustainable future.” *Part III: Multicounty Planning Policies* contains six

major policy sections: Environment, Development Patterns, Housing, Economy, Transportation, and Public Services. Under each section, goals, policies, actions, and measures are identified. All of the City's functional plans are required to be consistent with the PSRC's *Multicounty Planning Policies*.

CITY OF KENT COMPREHENSIVE PLAN

The City of Kent's *Comprehensive Plan* was last updated in 2015. The plan was developed to describe the City's vision for 2035 and provide goals and policies for achieving it, as well as to meet the requirements of the GMA.

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 Land Use Plan Map (Figure LU-6), portions of which are shown in **Figure 3-1**, indicates geographically where certain types of uses may be appropriate. The Land Use Plan Map is a blueprint for development of an area, whereas the zoning map and zoning code are the regulatory means for implementing development.

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 served without compromising adopted levels of service, consistent with the principal of concurrency as defined in the GMA. The City's 2011 WSP was incorporated by reference into the Utilities Element of the *Comprehensive Plan*.

CITY OF KENT MIDWAY SUBAREA PLAN

The City of Kent's *Midway Subarea Plan* was adopted by the Kent City Council on December 13, 2011. The Midway Subarea is located along the extreme western portion of Kent and contains the commercial spine for Kent's West Hill residents. In the near future, it is anticipated that a light rail station will be constructed in this area, near Highline Community College. The *Subarea Plan* conveys a range of actions that prepares the area for high capacity light rail transit. In conjunction with the redevelopment of the area, it is anticipated that population and employment growth in the Midway Subarea will greatly exceed PSRC projections for the area.

CITY OF KENT DOWNTOWN SUBAREA ACTION PLAN

The City of Kent's *Downtown Subarea Action Plan* was adopted by the Kent City Council on November 19, 2013. The *Subarea Action Plan* recognizes that suburbanization has shifted economic activity away from Downtown and seeks to support proactive planning and public improvements to maintain Downtown's vitality. Goals, policies, and actions are conveyed in the *Subarea Action Plan* as a means for Downtown to pursue a dense, mixed-use urban center that complements transit.

CITY OF TUKWILA COMPREHENSIVE PLAN

The City of Tukwila's (Tukwila) *Comprehensive Plan* was last amended in 2015 and presents the goals for Tukwila's growth and development in the next 20 years. Tukwila's *Comprehensive Plan* considers zoning and development of major land use types, including residential neighborhoods, the Tukwila International Boulevard District, Tukwila South, Tukwila's urban center, and the manufacturing/industrial center. Tukwila's Comprehensive Land Use Map shows current and future land use designations for these land use types. The City's water system does not serve any customers within Tukwila's city limits.

Tukwila's *Comprehensive Plan* also provides guidance for economic development, housing, natural environments, shorelines, parks, recreation, and open space, utilities, transportation, and capital facilities.

CITY OF AUBURN COMPREHENSIVE PLAN

The City of Auburn's (Auburn) *Comprehensive Plan* was last adopted in December 2015, with land use comprising the first Element of the plan. The Land Use Element describes existing land uses, provides criteria for assigning land use types, and outlines policies for each use of land. The Land Use Element should be used in conjunction with Auburn's Comprehensive Plan Land Use Map (Map 1.1) to geographically understand zoning and land use activities allowed in certain areas. Auburn's land uses inside the southeast portion of the City's water service area are shown in [Figure 3-1](#).

In addition to the Land Use Element, Auburn's *Comprehensive Plan* also contains six other Elements, including housing, capital facilities, utilities, transportation, economic development, and parks and recreation. These Elements are planned together to ensure Auburn will be adequately supported in future growth scenarios.

KING COUNTY COUNTYWIDE PLANNING POLICIES

The County's 2012 *Countywide Planning Policies* are a series of policies that address growth management issues in King County. The current version of the policies includes amendments ratified by June 25, 2016. For consistency with the PSRC *VISION 2040*, the *Countywide Planning Policies* are also organized into the policy sections of Environment, Development Patterns, Housing, Economy, Transportation, and Public Facilities and Services. Page 47 of the *Countywide Planning Policies* identifies specific policies related to water supply. All of the City's functional plans are required to be consistent with the County's *Countywide Planning Policies*.

KING COUNTY COMPREHENSIVE PLAN

The current version of the King County *Comprehensive Plan* was adopted in 2016, and last amended in 2018. Chapters include the following.

- Regional Growth Management Planning
- Urban Communities
- Rural Areas and Natural Resource Lands

- Housing and Human Services
- Environment
- Shorelines
- Parks, Open Space, and Cultural Resources
- Transportation
- Services, Facilities, and Utilities
- Economic Development
- Community Service Area Subarea Planning
- Implementation, Amendments, and Evaluation

The County's plan is focused on six guiding principles, as follows.

1. Creating Sustainable Neighborhoods
2. Preserving and Maintaining Open Space and Natural Resource Lands
3. Directing Development Towards Existing Communities
4. Providing a Variety of Transportation Choices
5. Addressing Health, Equity and Social and Environmental Justice
6. Achieving Environmental Sustainability

The County's *Comprehensive Plan* guides development and designates land use in unincorporated King County. County land use inside the City's future water service area is shown in [Figure 3-1](#); the *Comprehensive Plan* can be referenced for County land use outside the future water service area.

SOUTH KING COUNTY COORDINATED WATER SYSTEM PLAN

The South King County *Coordinated Water System Plan* (CWSP), originally dated October 1989, was developed under direction from the County's Water Utility Coordinating Committee (WUCC), the County, and Seattle Water Department. The members of the WUCC represent the collective efforts of all public water systems with more than 50 service connections that provide service within the Critical Water Supply Service Area (CWSSA). The King County Council declared South King County a CWSSA on December 15, 1985.

The purpose of the CWSP is to assist the area's water utilities in establishing an effective process for planning and developing 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, 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

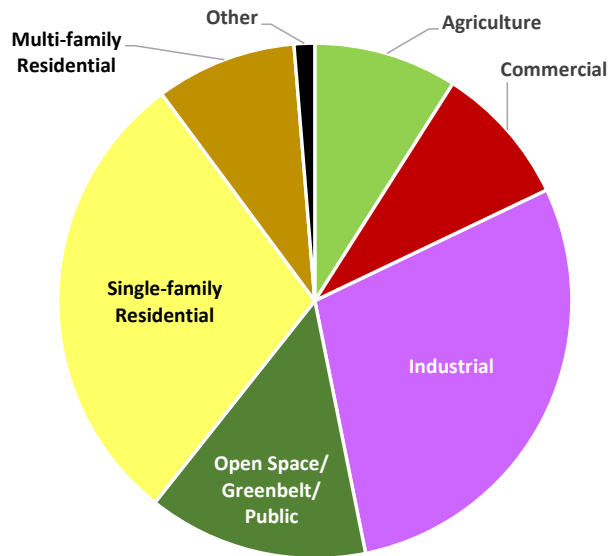
The existing retail water service area includes portions of the City, Auburn, Tukwila, and unincorporated King County, for a total of 23.7 square miles. The water service area's land use

map, as shown in **Figure 3-1**, guides development and can be used to forecast future demands. Land use outside the City is designated by adjacent cities or the County, as shown in **Figure 3-1**.

Approximately 29.2 percent of the area within the current Water Service Area is designated for single-family residential use, as indicated in **Table 3-1**. Approximately 28.9 percent is designated for industrial use; approximately 13.9 percent is designated for open space/greenbelt/public use; approximately 9.0 percent is designated for agriculture; approximately 8.9 percent is designated for commercial use; approximately 8.9 percent is designated for multi-family residential use; and approximately 1.3 percent is other or undesignated use.

**Table 3-1
Land Use Inside Water Service Area**

Land Use Type	Acres	% of Total
Agriculture	1,368	9.0%
Commercial ¹	1,348	8.9%
Industrial ²	4,380	28.9%
Open Space/Greenbelt/Public ³	2,100	13.9%
Single-family Residential ⁴	4,418	29.2%
Multi-family Residential	1,344	8.9%
Other	196	1.3%
Total	15,154	100%



1 = Includes Mixed-use, Neighborhood Services, Transit Oriented Community, and Urban Center land use types.
 2 = Includes Tukwila Valley South land use type.
 3 = Includes Auburn Public Use District land use type.
 4 = Includes Mobile Home Park and King County Urban Residential Medium land use types.

POPULATION

HOUSEHOLD TRENDS

The City’s residential areas are comprised largely of single-family residences. In 2015, the City’s *Comprehensive Plan* estimated that there were approximately 44,932 housing units in the City. Of these, approximately 21,298 housing units (47.4 percent) were detached one-unit structures, approximately 21,792 housing units (48.5 percent) were one-unit attached or located in multi-unit structures, while approximately 1,842 housing units (4.1 percent) were mobile homes or other types. The City’s 2015 *Comprehensive Plan* update indicates an average household size of 2.9 persons.

EXISTING AND FUTURE CITY POPULATION

The City has experienced rapid population growth and extensive physical development since 2000. The population of the County increased by approximately 24 percent from 2000 to 2017, based on Washington State Office of Financial Management (OFM) estimates. The population of the City increased by approximately 60 percent during the same period. A significant portion of the City population increase is due to the 2010 annexation of the Panther Lake area into the City, which added approximately 25,458 residents. **Table 3-2** illustrates the historical population growth since 2000, with years 1990 and 1995 for reference.

Table 3-2
Population Trends within the City Limits

Year	Population
1990	37,960
1995	47,124
2000	79,524
2005	86,967
2010	92,411
2011	118,200
2012	119,100
2013	120,500
2014	121,400
2015	122,900
2016	124,500
2017	127,100

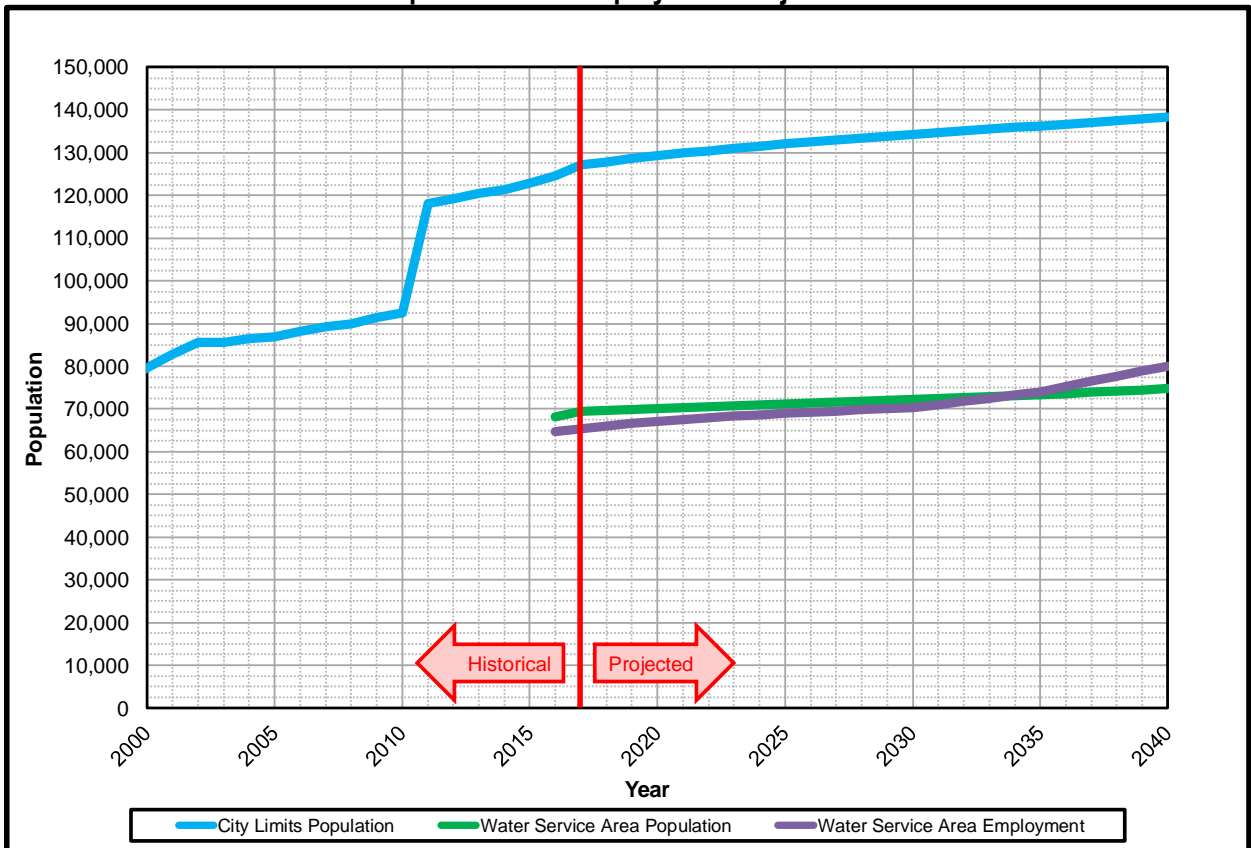
NOTE: The historical population represents the population within the City limits. The sources of the historical population numbers are the decennial census and OFM intercensal estimates.

Projected future growth for the City is shown in **Table 3-3**. Projections are based on Puget Sound Regional Council (PSRC) estimates for years 2020, 2025, 2030, 2035, and 2040. Projections from the *Midway Subarea Plan* were considered as part of the population projections, and were determined to be approximately equivalent to the population projections based on the PSRC projections within the City's retail water service area. Projected population for intermediate years was calculated by assuming a uniform population growth rate between data points. The total City population is expected to experience an average annual growth rate of approximately 0.4 percent between 2017 and 2038 (the planning horizon of the WSP). Population projections for the City are displayed in **Chart 3-1**.

**Table 3-3
Water System Population and Employment Projections**

Year	City Population	Water System Population	Water System Employment
Existing			
2016	124,500	68,157	64,755
2017	127,100	69,465	65,356
Projected			
2018	127,857	69,653	65,956
2019	128,615	69,841	66,557
2020	129,372	70,029	67,157
2021	129,923	70,259	67,530
2022	130,474	70,490	67,904
2023	131,024	70,721	68,279
2024	131,575	70,952	68,655
2025	132,126	71,183	69,031
2026	132,554	71,403	69,281
2027	132,982	71,622	69,529
2028 (+ 10 years)	133,411	71,842	69,777
2029	133,839	72,061	70,025
2030	134,267	72,281	70,274
2031	134,673	72,487	71,022
2032	135,078	72,693	71,770
2033	135,484	72,899	72,517
2034	135,889	73,105	73,265
2035	136,295	73,312	74,013
2036	136,727	73,596	75,227
2037	137,158	73,881	76,440
2038 (+ 20 years)	137,590	74,166	77,653

**Chart 3-1
Population and Employment Projections**



WATER SYSTEM POPULATION

The actual number of people served by the City’s water system is different than the population of the City limits. The City currently serves part of the City limits, as well as small areas of Auburn, Tukwila, and unincorporated King County. There are areas within the City limits that are served by other water systems.

The existing population served by the water system, with the exception of areas of unincorporated King County, was calculated using OFM census block estimates from the Small Area Estimate Program for 2016 and 2017. Some census blocks were partially inside and partially outside the water service area boundary. To account for this, the percentage by area of these census blocks that were inside the water service area was calculated, and the total population of the census block was multiplied by this percentage. Population estimates for areas of unincorporated King County served by the water system were provided by King County. The estimated existing population served by the water system in 2016 is 68,157 and the estimated existing population served by the water system in 2017 is 69,465, as shown in **Table 3-3**.

The projected future population of the water system, with the exception of areas of unincorporated King County, was calculated using Traffic Analysis Zone (TAZ) data from PSRC. As in the census block data used to calculate the existing water system population, the population of TAZs that were split by the water service area boundary were adjusted based on

the area of the TAZ within the water service area. Population projections from the *Midway Subarea Plan* were not utilized. The *Subarea Plan* identifies the potential for increased growth in the Midway Subarea above PSRC estimates. However, only approximately 3 percent of the Midway Subarea overlaps the retail water service area, so the impact of this potential increased growth on the water system population projections is expected to be minor. The City does not expect the retail water service area to increase during the 20-year planning period to contain a larger portion of the Midway Subarea.

To project the water system population forward, the estimated 2017 water system population from **Table 3-3** was utilized as a basis. PSRC TAZ population projections for 2020, 2025, 2030, 2035, and 2040 were utilized, and projected population for intermediate years was calculated by assuming a uniform population growth rate between data points. Population estimates provided by King County were used for the areas of the water system located in unincorporated King County. For the purposes of estimating demands, the population projections for the water system are presented in **Table 3-3**. The system is expected to provide service to approximately 74,166 people by 2038. Water system population projections are also shown in **Chart 3-1**.

WATER SYSTEM EMPLOYMENT

Because non-residential water use is a significant portion of the City's total water use, the total employment for the water system was calculated for use in demand projections. The existing and future number of employees working in the water service area, with the exception of areas of unincorporated King County, were calculated using census tract data available from PSRC. As in the calculations of water system population, the employment of census tracts that were split by the water service area boundary were adjusted based on the area of the census tract within the water service area. PSRC employment projections for 2015, 2020, 2025, 2030, 2035, and 2040 were utilized, and projected population for intermediate years was calculated by assuming a uniform employment growth rate between data points. Employment estimates for areas of unincorporated King County served by the water system were provided by King County. Employment projections from the *Midway Subarea Plan* were not utilized. Because only a small portion of the Midway Subarea overlaps the City's retail water service area and no expansion of the retail water service area in the Midway Subarea is anticipated during the 20-year planning period, the impact of this potential increased growth on the water system's total employment projections is expected to be minor. For the purposes of estimating demands, the employment projections for the water system are presented in **Table 3-3**. Employment projections are also shown in **Chart 3-1**.