

MEMORANDUM



Date: June 11, 2024

To: Planning Commission

From: Brad Medrud, Planning Manager, and Erika Smith-Erickson, Housing and Land Use Planner

2025 Comprehensive Plan Update – Lands for Public Purposes and Utilities Elements

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by December 31, 2025. Work on the periodic update started last fall.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan and incorporate many State required changes addressing housing, climate change, and other topics.

The intent of the Planning Commission meeting on Tuesday, June 11, 2024, is to start the discussion of the Lands for Public Purposes and Utilities Elements goals, policies, and implementation actions.

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1 – Growth Management Act – Lands for Public Facilities and Utilities Goals

The state Growth Management Act (Chapter 36.70A Revised Code of Washington (RCW)) requires that the City demonstrate that each element in its Comprehensive Plan meets the relevant fifteen planning goals contained within the Act. The fifteen goals guide the development and adoption of the City's Comprehensive Plan and development regulations.

The following is a summary of how the updated Lands for Public Purposes and Utilities Elements will show how they meet the two goals related to growth.

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

The Lands for Public Purposes Element ensures that services provided by the public sector, such as water, sewer, stormwater, fire, and police protection, are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the 20-year planning period the identification of specific sites and phasing of facilities where appropriate occurs every two years during the six-year Capital Facilities Plan update process.

Utilities Element ensures that utility services provided by the private sector, such as natural gas, electricity, or telecommunication services, are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the twenty-year planning period.

- 10. Public Facilities and Services.** *Ensure that those public facilities and services necessary to support development shall be adequate.*

The Lands for Public Purposes Element, as required by the Growth Management Act, will need to provide an inventory of the general location of all existing and proposed capital facilities and a description of the current capacity and the expected future capacity of each capital facility.

The Utilities Element, as required by the Growth Management Act, must include an inventory of the general location of all existing and proposed utility facilities and a description of the current capacity and the expected future capacity of each utility.

2 – Current Lands for Public Facilities Element

A – Background

As required by the Growth Management Act, the City's Comprehensive Plan includes a Lands for Public Facilities Element that addresses an inventory of existing capital facilities owned by public entities, including green infrastructure, that shows the locations and capacities of the capital facilities; a forecast of the future needs for such capital facilities; the proposed locations and capacities of expanded or new capital facilities; and a requirement to reassess the Land Use Element if probable funding falls short of meeting existing needs to ensure that the Land Use Element, Lands for Public Facilities Element, and financing plan within the six-year Capital Facilities Plan are coordinated and consistent.

The 2016 Lands for Public Facilities Element of the Tumwater Comprehensive Plan was prepared in accordance with the requirements of the Growth Management Act, adopted Thurston County-Wide Planning Policies, and Sustainable Thurston Policies and Actions.

The 2016 Lands for Public Facilities Element covered the 20-year planning period from 2015 to 2035. Areas that are within Tumwater's Urban Growth Area are addressed through the Tumwater and Thurston County Joint Plan in accordance with adopted County-Wide Planning Policies. The Lands for Public Facilities Element of the Comprehensive Plan was fully updated in 2016 and last amended in 2019.

The goals, policies, and actions of the current Lands for Public Facilities Element are found in Appendix B of the staff report. A complete list of all the sections of the Lands for Public Facilities Element is found in Appendix C of the staff report.

The Lands for Public Facilities Element Maps show the locations of the existing capital facilities owned by public entities.

B – Link to Current Lands for Public Facilities Element

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan>

3 – Current Utilities Element

A – Background

As required by the Growth Management Act, the City's Comprehensive Plan includes a Utilities Element that addresses electrical, telecommunications, and natural gas systems. The City is

required to identify all public entities that own utility systems and endeavor in good faith to work with other public entities, such as special purpose districts, to gather and include within the Utilities Element the general location, proposed location, and capacity of all existing and proposed utilities.

The 2016 Utilities Element of the Tumwater Comprehensive Plan was prepared in accordance with the requirements of the Growth Management Act, adopted Thurston County-Wide Planning Policies, and Sustainable Thurston Policies and Actions.

The 2016 Utilities Element covered the 20-year planning period from 2015 to 2035. Areas that are within Tumwater's Urban Growth Area are addressed through the Tumwater and Thurston County Joint Plan in accordance with adopted County-Wide Planning Policies. The Utilities Element of the Comprehensive Plan was last fully updated in 2016.

The goals, policies, and actions of the current Utilities Element are found in Appendix D of the staff report. A complete list of all the sections of the Utilities Element is found in Appendix E of the staff report.

B – Link to Current Utilities Element

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan>

4 – Specific Topics Addressed as Part of the Update

Incorporate consideration of Diversity, Equity, and Inclusion throughout the Plan.

1. Environmental Justice

- Special consideration for environmental justice in goals and policies (E2SHB 1181).

Comprehensive Plan Update

2. Lands for Public Purposes Element

- Update inventory and projected needs for public buildings, facilities, and services over the 20-year planning period.
- Use the updated City and urban growth area 20-Year population forecasts.
- Update provisions for protection of the quality and quantity of groundwater used for public water supplies.
- Update chart of zone districts that allow essential public facilities.
- Update the process or criteria for identifying and siting essential public facilities including the reentry and rehabilitation facilities as defined in State law.
- Update to include regional transit authority facilities in the list of essential public facilities.

- Update to allow an expansion of the area in the City that would allow for essential public facilities such as inpatient facilities including substance abuse facilities as part of Planning Commission's 2022 Comprehensive Plan amendment cycle recommendations. These essential public facilities uses include, but not limited to, intensive inpatient facilities; long-term residential drug treatment facilities; recovery house facilities.
 - Update the identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, storm water management facilities, recreation, schools, and other public uses.
 - Where applicable, update the review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the State.
 - Incorporate provisions of the updated 2023 Hazard Mitigation Plan as appropriate.
 - Address Organics Management Facility Siting (ESSHB 1799).
 - Water Plan.
 - Group A water system plans must include climate resilience element if initiated after June 30, 2024.
 - Sewer Plan.
 - Stormwater update.
 - NPDES Stormwater Permit.
 - Update Maps
3. Utilities Element
- Include all electrical, telecommunication, and natural gas systems and make a good faith effort to gather information from them (E2SHB 1181).
 - Update general location, proposed location, and capacity of all existing and proposed gas, electric, cable television, and telecommunications to year 2045.
 - Update wireless telecommunication facilities information as needed.
 - Update the general location, proposed location, and capacity of all existing and proposed utilities.
 - Incorporate provisions of the updated 2023 Hazard Mitigation Plan as appropriate.
 - Update Maps.

5 – Goals, Policies, and Implementation Actions Review

A – Introduction

Goals and policies describe how the City proposes to address identified needs. Goals are statements of desired outcomes or intended achievements. Policies are specific statements that guide actions and provide a framework for future decision-making. Actions are specific implementations of goals and policies.

Example from the current Utilities Element:

Goal U-1: Increase efficiency when planning for and siting utilities.

Policy

Action

U-1.1 Communicate with private utility companies when siting utilities to discuss anticipated growth projections and how to size utilities appropriately to meet anticipated demand.

U-1.1.1 Cooperate and participate with Puget Sound Energy in the formulation of policy and development of an underground management plan with respect to Puget Sound's aerial facilities with the City of Tumwater.

How key terms are used in goals, policies, and actions:

- “Shall” means implementation of the policy is mandatory and imparts a higher degree of substantive direction than “should”.
- “Should” means implementation of the policy is expected but its completion is not mandatory.
- “May” means the actions described in the policy are either advisable or are allowed.
- “Ensure” means actions described in the policy are guaranteed.
- “Must” means implementation of the policy is an obligation.
- “Require” means implementation of the policy is compulsory.
- “Support” means to advocate for implementation of the policy.
- “Promote” means to help bring about implementation of the policy.
- “Encourage” means to foster or help implementation of the policy.
- “Consider” means to take into account.
- “Coordinate” means to bring into a common action, movement, or condition.
- “Implement” means to carry out or accomplish.
- “Integrate” means to form, coordinate, or blend into a functioning or unified whole.

- “Make” means to enact or establish.
- “Engage” means to do or take part in something.

B – Policy Strength Continuum

When developing goals and policies, it is important to understand the policy strength continuum. The Puget Sound Regional Council developed the following example.

Passive	Policy Strength	Active
<p>Statements of Inclination</p> <p>Conveys intent, but establishes no target or definition of success</p>	<p>Statements of Principle</p> <p>Describes clear targets or conditions of success</p>	<p>Statements of Impact</p> <p>Go further, describing specific situations where protecting critical areas is a priority</p>
<p>Example</p> <p>The City shall encourage the creation of a new City Center.</p>	<p>Example</p> <p>The City shall endeavor to designate 100-acres for a new City Center.</p>	<p>Example</p> <p>Work with the development community and local agencies to create a new City Center based on framework established by the City Center Plan.</p>

For an example of how policies can be written to be more active and how implementation strategies can be established for policies, include identifying who will be responsible for implementing the policy and the timeframes to do so.

C – Initial Review

Attachment B is the initial staff review of the Lands for Public Purposes and Utilities Elements goals, policies, and actions.

Additional work needs to be completed with City staff on the scope and content of the proposed new goals, policies, and actions, but Attachment B is included to allow the Planning Commission to review and provide comment on the proposed format staff will be using to present all amendments to goals, policies, and actions in the updated Comprehensive Plan.

There will be a follow up discussion on the Lands for Public Purposes and Utilities Elements goals, policies, and actions with the Planning Commission on July 23, 2024.

Appendix A – Guidance

The State Department of Commerce has provided guidance specific to the periodic update on their Periodic Update webpage.

<https://www.commerce.wa.gov/serving-communities/growth-management/periodic-update/>

www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics

In addition, the Puget Sound Regional Council is conducting a series of workshops on a variety of topics related to the periodic update.

www.psrc.org/our-work/passport-2044-comprehensive-plan-workshop-series

The Municipal Research Services Center has a Comprehensive Planning webpage.

<https://mrsc.org/getdoc/d7964de5-4821-4c4d-8284-488ec30f8605/Comprehensive-Planning.aspx>

Appendix B – Current Lands for Public Purposes Element Goals, Policies, and Actions

4.1 Lands for Public Purposes Goals, Policies, and Actions

Goal LPP-1 Provide sufficient and efficient services to Tumwater and the Urban Growth Area.

Policy Action

LPP-1.1 Coordinate with Thurston Regional Planning Council, Thurston County, and other service providers to identify areas of shared need for public facilities.

LPP-1.2 Ensure concurrency with City, County, and Regional plans to provide the most efficient array of services.

LPP-1.3 Follow the requirements of County-Wide Planning Policy V and RCW 36.70A.200 when siting new facilities and improve the process whenever possible.

Goal LPP-2 Make recommendations for improvements in the provision of public services.

Policy Action

LPP-2.1 Support actions to expand and improve Tumwater's multimodal transit network.

LPP-2.1.1 Support the creation of an advisory body or bodies focused on non-motorized transit options in Tumwater or the region as a whole to give bicyclists and pedestrians a stronger voice in the planning process.

LPP-2.2 Improve waste management services and decrease waste production in the City.

LPP-2.2.1 Cooperate with the County Solid Waste System and other local agencies to locate and build a new Waste and Recovery Center, HazoHouse, and other waste management facilities as needed.

LPP-2.2.2 Encourage reuse and recycling to minimize solid waste production in the City.

LPP-2.2.3 Encourage innovative and alternative technologies for converting solid waste to energy or fuel where financially practical and environmentally safe.

LPP-2.3 Assist school districts with the creation of new facilities to accommodate growing student populations.

LPP-2.3.1 Coordinate with the Tumwater and Olympia School Districts to arrange the acquisition of land for new school facilities.

LPP-2.3.2 Ensure that the land around sites of future school facilities is compatible with the intended usage by considering factors the City can influence such as the level of transit accessibility to the site,

provision of public services, and the zoning of the surrounding area.

- LPP-2.4 Encourage the use of technological advancements to improve City services.
 - LPP-2.4.1 Support the modernization of library services to incorporate increasingly popular media forms such as electronic books and other related services.
 - LPP-2.4.2 Consider establishing public Wi-Fi accessibility in City-owned buildings, particularly City Hall.
- LPP-2.5 Support the fulfillment of citizen requests for public facilities in line with the Parks, Recreation, and Open Space Plan.
 - LPP-2.5.1 Create facilities the public has identified as needs in surveys and public comment.

Appendix C – Structure of Current Version of the Lands for Public Purposes Element

The Lands for Public Purposes Element of the Comprehensive Plan was fully updated in 2016 and amended in 2019. The current Lands for Public Purposes Element consists of the following parts:

1. Introduction
 - 1.1 Introduction
 - 1.2 County-Wide Planning Policies
 - 1.3. Sustainable Thurston
 - 1.3.1 Priority Goals
 - 1.3.2 Leadership & Participation Goals
 - 1.3.3 Community Goals
 - 1.3.4 Economy Goals
 - 1.3.5 Housing Goals
 - 1.3.6 Schools & Transportation Goals
 - 1.3.7 Water Infrastructure Goals
 - 1.3.8 Public Safety Goals
 - 1.3.9 Solid Waste Goals
 - 1.3.10 Environmental Goals
 - 1.4 Population And Demand
 - 1.5 Urban Growth Area

 2. Capital Facilities Inventory
 - 2.1 Transportation System
 - 2.1.1 Streets and Roads
 - 2.1.2 Regional Transit Facilities and Services
 - 2.1.3 Transit Service and Facilities Inventory
 - 2.1.4 Pedestrian and Bicycle System
 - 2.2 Solid Waste Management
 - 2.2.1 Pathways to Zero Waste
 - 2.3 Sewage Treatment Facilities and Sanitary Sewer System
 - 2.4 Stormwater Systems and Facilities
 - 2.5 Water Systems and Facilities
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- 2.6 Parks, Recreation, and Open Space
 - 2.7 Fire Protection and Emergency Medical Services
 - 2.7.1 Administration
 - 2.7.2 Suppression
 - 2.7.3 Emergency Medical Services
 - 2.7.4 Training
 - 2.7.5 Fire Prevention
 - 2.7.6 Summary
 - 2.8 Police Protection
 - 2.8.1 Administration
 - 2.8.2 Patrol
 - 2.8.3 Traffic
 - 2.8.4 Investigation
 - 2.8.5 Crime Prevention
 - 2.8.6 Summary
 - 2.9 School Facilities
 - 2.10 Library Services
 - 2.11 City Facilities
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- 3. Essential Public Facilities Siting and Expansion
 - 3.1 Growth Management Act
 - 3.2 County-Wide Planning Policy
 - 3.3 Siting Process for Essential Public Facilities in Tumwater
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- 4. Goals, Policies, and actions
 - 4.1 Lands for Public Purposes Goals, Policies, and Actions

Lands for Public Purposes Maps

Sewage Treatment Facilities and Sanitary Sewer Systems

Stormwater Systems and Facilities

Water Systems and Facilities

Fire District Map

School Facilities

Library Services

City Facilities

Appendix D – Current Utilities Element Goals, Policies, and Actions

8.1 Utilities Goals, Policies, and Actions

Goal U-1: Increase efficiency when planning for and siting utilities.

Policy **Action**

U-1.1 Communicate with private utility companies when siting utilities to discuss anticipated growth projections and how to size utilities appropriately to meet anticipated demand.

U-1.1.1 Cooperate and participate with Puget Sound Energy in the formulation of policy and development of an underground management plan with respect to Puget Sound's aerial facilities with the City of Tumwater.

U-1.2 Be aware of public service obligations when local review of utility improvements occur.

U-1.3 Utilize transportation rights-of-way for utility corridors whenever feasible.

U-1.4 Provide timely notification to all affected utilities prior to road construction.

U-1.5 Approve utility permits when the project to be served is approved whenever feasible and as quickly as possible.

U-1.6 Coordinate with Thurston County, and the Cities of Lacey and Olympia to ensure consistency of the respective utility plans in order to facilitate orderly utility service.

Goal U-2: Increase energy generation from renewable resources to reduce the region's carbon footprint.

Policy **Action**

U-2.1 Explore incentives to support the installation of distributed electrical generation equipment, (e.g., rooftop solar panels).

U-2.1.1 Encourage developers and homeowners to take advantage of existing national incentive programs (e.g., the tax credit program for the installation of solar systems in homes).

U-2.2 Investigate large-scale, multi-jurisdictional renewable energy projects (e.g., large-scale solar arrays).

U-2.3 Adopt uniform building codes and permitting practices in jurisdictions to make the installation of solar panels, or other distributed generation technologies, easier and faster.

Goal U-3: Enhance the region's electricity distribution, monitoring, and storage

infrastructure to support adoption of cleaner technologies and practices.

Policy

Action

- U-3.1 Monitor system, or grid-scale, energy storage innovations, and learn from the experiences of communities that begin to deploy them.
- U-3.2 Support energy suppliers' equipment upgrades, new programs, and service offerings related to adding information technology to the system or grid.
- U-3.3 Collaborate with energy providers to test innovative system-scale, grid-scale, energy storage solutions in isolated, controlled conditions. If, and when, technological progress is proven, collaborate with energy providers for deployment of such storage solutions.
- U-3.4 Support voluntary programs for adding vehicle chargers to homes, businesses, and public parking infrastructure.
- U-3.5 Promote integration of electric vehicle infrastructure into residential building codes and public and private facilities, including allowances in zoning regulations for charging stations in locations where they are needed.
- U-3.6 Create local projects to increase the existing electric vehicle fleet.
- U-3.7 Encourage a change in state policies to increase the utility share of funding for undergrounding of overhead wires to reduce power outages.
- U-3.8 Protect and reserve existing electrical transmission corridors to maintain their usefulness in meeting future needs.
- U-3.9 Coordinate with the Natural Hazards Mitigation Plan to reduce service interruptions and provide services that are more reliable during hazard events.

Goal U-4: Increase energy efficiency and conservation to reduce the region's carbon footprint.

Policy

Action

- U-4.1 Develop new incentives for green buildings, (e.g., Leadership in Energy & Environmental Design – LEED programs).
- U-4.2 Offer incentives for the use of roof-mounted solar water heaters.
- U-4.3 Continue conversion of public fleets to hybrid, natural gas, and electric vehicles. Lead by example.
- U-4.4 Consider adopting policies that require residential and commercial properties to undertake an energy audit at time of sale or during substantial remodel, including, if deficiencies are found, encouraging energy retrofits to upgrade properties to a specified level.

Goal U-5: Ensure vital utilities are created, operated, and maintained in a safe manner.

Policy

Action

- U-5.1 Encourage the undergrounding of utilities to increase public safety.
 - U-5.1.1 Consider strengthening the standards for the undergrounding of utilities and utility corridors.
 - U-5.1.2 Work with neighborhood associations to encourage the development of local improvement districts to provide funding for undergrounding existing utilities.
- U-5.2 Encourage pipeline safety through public awareness and regulations.
 - U-5.2.1 Consider adopting code language, which limits high-risk uses near pipelines to protect both the public and the pipelines themselves.
 - U-5.2.2 Consider strategies to educate the public on pipeline safety and pipeline locations within the city.

Appendix E – Structure of Current Version of the Utilities Element

The Utilities Element of the Comprehensive Plan was last fully updated in 2016. The current Utilities Element consists of the following parts:

1. Introduction
 - 1.1 Introduction
 - 1.2 Utility Regulations
 - 1.2.1 State Regulation
 - 1.2.2 Federal Regulation
 - 1.2.3 Franchise Agreements
 - 1.3 County-Wide Planning Policies
 - 1.4 Sustainable Thurston Goals
 - 1.4.1 Priority Goals
 - 1.4.2 Economy Goals
 - 1.4.3 Housing Goals
 - 1.4.4 Energy Goals
 - 1.4.5 Solid Waste Goals
 - 1.4.6 Environment Goals

 2. Natural Gas
 - 2.1 Regulatory Context
 - 2.1.1 Natural Gas Policy Act 1978
 - 2.1.2 The Clean Air Act Amendment Of 1990
 - 2.1.3 The Clean Air Rule
 - 2.1.4 Olympic Region Clean Air Agency
 - 2.2 System Analysis
 - 2.2.1 Residential Rates
 - 2.2.2 Industrial Rates

 3. Electricity
 - 3.1 Regulatory Context
 - 3.1.1 The Western Electricity Coordinating Council
 - 3.1.2 The Northwest Power Pool
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- 3.1.3 The Northwest Power And Conservation Council
 - 3.1.4 Washington Energy Independence Act
 - 3.1.5 Western Interstate Energy Board
 - 3.2 Electricity Supply
 - 3.2.1 Understanding Electricity Transmission And Distribution
 - 3.3 System Analysis
 - 3.3.1 Electricity Rates
 - 3.3.2 Electricity Usage

 - 4. Natural Gas And Fuel Pipelines
 - 4.1 Olympic Pipeline
 - 4.2 Williams Northwest Pipeline
 - 4.3 Puget Sound Energy Natural Gas Pipelines

 - 5. Telecommunication
 - 5.1 Broadband
 - 5.1.1 Digital Subscriber Line (DSL)
 - 5.1.2 Cable
 - 5.1.3 Wireless
 - 5.1.4 Satellite
 - 5.1.5 Mobile
 - 5.1.6 Fiber Optic
 - 5.2 Television

 - 6. Meeting Future Demand
 - 6.1 System-Level Impacts Of Energy Efficiency

 - 7. Potential Impacts Of Climate Change

 - 8. Utilities Goals, Policies, And Actions
 - 8.1 Utilities Goals, Policies, And Actions
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