

# MEMORANDUM

Date: May 13, 2025

To: Planning Commission

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Deputy Director of Community Development



## 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.

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

The intent of the Planning Commission meeting on Tuesday, May 13, 2025, is to discuss the complete draft Lands for Public Purposes and Utilities Elements. Both Elements consist of two parts”

- **Part 1** contains the Elements’ goals, policies, and draft implementation actions. The Planning Commission will be asked to consider whether the proposed goals, policies, and draft implementation actions are appropriate and whether the information in the Elements is presented effectively.
- **Part 2** contains the Elements’ technical information used to update the Elements. The Planning Commission will be asked to consider whether the information in the Elements is presented in an understandable format.

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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 – Lands for Public Facilities Element**

### **A – Background**

The Lands for Public Facilities Element addresses public services that are expected to be needed for development to occur in Tumwater over the next 20 years.

**Part 1** contains the Elements' draft goals, policies, and draft implementation actions that will guide the implementation of the Element over the next 20 years. The goals, policies, and actions of the current Lands for Public Facilities Element are found in Appendix B.

**Part 2** contains 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 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 –Utilities Element**

### **A – Background**

The Utilities Element addresses privately owned electrical, telecommunications, and natural gas systems that are expected to provide service to development in Tumwater over the next 20 years. Tumwater 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.

**Part 1** contains the Elements' draft goals, policies, and draft implementation actions that will guide the implementation of the Element over the next 20 years. The goals, policies, and actions of the current Utilities Element are found in Appendix C.

**Part 2** contains an inventory of existing facilities owned by private entities.

The Utilities Element Maps show the locations of the existing utilities owned by private entities.

## B – Link to Current Utilities Element

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

### **4 – Structure of the Part 1 of the Elements**

Part 1 – Goals, Policies, and Implementation Actions of the Elements is structured similarly to the Part 1 of the Housing and Land Use Elements. The intent of separating the goals, policies, and draft implementation actions from the technical information for each element is to make it easier for policymakers and the community to use the document.

#### **Chapter 1 Introduction**

Chapter 1 provides a short background to the purpose of the Element and an explanation of how to read the Element.

#### **Chapter 2 Growth Management Act – Element Goals**

Chapter 2 discusses the Element's connection to the land use goals of the state Growth Management Act.

#### **Chapter 3 County-Wide Planning Policies**

Chapter 3 discusses the Element's connection to the Thurston County-Wide Planning Policies.

#### **Chapter 4 Element Goals and Policies**

Chapter 4 presents each of the Element's goals and policies in detail with an explanation the importance of each goal, what Tumwater department is responsible for implementation, and timeline for those actions. Comments are provided that discuss the source of each of the goals and policies.

The Elements' goals and policies are the policy basis for the draft implementation actions in the Element and those future actions that will be developed over the next 20 years which will be the foundation for Tumwater's annual work programs to address public services and facilities for development.

#### **Appendix A Draft Implementation Actions**

Appendix A contains the draft implementation actions, which are intended to be a source of annual work program items that serve to implement the goals and policies of the Elements.

The annual work programs will further refine the draft implementation actions prior to their being put into practice. It is expected that draft implementation actions will be further amended, added, or subtracted as needed over the course of the 20 year Comprehensive Plan as new opportunities arise to meet the intent of the Elements' goals and policies.

## **5 – Structure of the Part 2 of the Lands for Public Purposes Element**

Part 2 – Technical Information of the Lands for Public Purposes Element consists of the following chapters.

### **Chapter 1 – Introduction**

Discusses the State requirements for the Element, definitions used in the document, sources of information, levels of services, growth and land use projections, Tumwater's urban growth area, and equity principles in capital facility planning.

### **Chapter 2 – Capital Facilities Review Analysis**

Provides a summary of Tumwater's funding for current and future public services and facilities for development.

### **Chapter 3 – Tumwater Managed Capital Facilities and Services**

Provides an overview of all the Tumwater managed capital facilities and services a summary of critical areas in Tumwater.

### **Chapter 4 – Other Publicly Managed Capital Facilities and Services**

Provides an overview of all the capital facilities and services managed by other public agencies that serve development in Tumwater.

### **Appendix A – Foundational Documents**

Provides a list of the documents used to create the Lands for Public Purposes Element's Technical Summary.

### **Appendix B – New Capital Facilities Equity Checklist**

Contains the New Capital Facilities Equity Checklist to be used in preparation of Tumwater's six-year Capital Facilities Plans

## **6 – Structure of the Part 2 of the Utilities Element**

Part 2 – Technical Information of the Utilities Element consists of the following chapters.

### **Chapter 1 – Introduction**

Discusses the State requirements for the Element and background.

### **Chapter 2 – Utilities Regulations**

Identifies the major pieces of legislation and organizations that are most prominent in the utilities sector.

### **Chapter 3 – Natural Gas**

Provides a summary of the private natural gas systems in Tumwater and a discussion of expected demand.

## Chapter 4 – Electricity

Provides a summary of the private electricity systems in Tumwater and a discussion of expected demand.

## Chapter 5 – Natural Gas and Fuel Pipelines

Provides a summary of the private natural gas and fuel pipelines in Tumwater.

## Chapter 6 – Telecommunications

Provides a summary of the telecommunications systems in Tumwater and a discussion of expected demand.

## Appendix A – Foundational Documents

Provides a list of the documents used to create the Utilities Element's Technical Summary.

## Appendix B – Private Utility Contact Information

Provides a list of the contact information for private utilities in Tumwater that was used in the development of the Utilities Element.

# 7 – Goals, Policies, and Draft 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.**

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

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.



## **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](https://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](https://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.**

<b><u>Policy</u></b>	<b><u>Action</u></b>
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LPP-1.1	Coordinate with Thurston Regional Planning Council, Thurston County, and other service providers to identify areas of shared need for public facilities.
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LPP-1.2	Ensure concurrency with City, County, and Regional plans to provide the most efficient array of services.
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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.
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**Goal LPP-2 Make recommendations for improvements in the provision of public services.**

<b><u>Policy</u></b>	<b><u>Action</u></b>
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LPP-2.1	Support actions to expand and improve Tumwater's multimodal transit network.
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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.
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LPP-2.2	Improve waste management services and decrease waste production in the City.
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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.
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LPP-2.2.2	Encourage reuse and recycling to minimize solid waste production in the City.
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LPP-2.2.3	Encourage innovative and alternative technologies for converting solid waste to energy or fuel where financially practical and environmentally safe.
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LPP-2.3	Assist school districts with the creation of new facilities to accommodate growing student populations.
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LPP-2.3.1	Coordinate with the Tumwater and Olympia School Districts to arrange the acquisition of land for new school facilities.
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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,
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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 – 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.**

<b><u>Policy</u></b>	<b><u>Action</u></b>
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.**

<b><u>Policy</u></b>	<b><u>Action</u></b>
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**

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| 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.  |