

MEMORANDUM

Date: June 12, 2024
To: General Government Committee
From: Brad Medrud, Planning Manager



2025 Comprehensive Plan Update – Land Use Element

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 General Government Committee meeting on Wednesday, June 12, 2024, is to start the discussion of amendments to the Land Use Element’s goals, policies, and implementation actions.

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1 – Growth Management Act – 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 Land Use Element will meet the goals related to land use.

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

The availability of services, including roads, water and sewer facilities, and other utilities will need to be considered when applying all land use designations in the Land Use Element. The density ranges for all residential land use designations will need to be consistent with available or planned public facilities and services.

2. **Reduce sprawl.** *Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.*

The Land Use Element will contain goals, policies, and actions that encourage compact, efficient urban development and encourage urban growth to be phased outward from the urban core. The goals, policies, and actions of the current Land Use Element are found in Appendix B of this staff report. These policies will include minimum density requirements, clustering in sensitive areas, overall higher residential densities throughout the City, and mixed residential and commercial areas. Each residential designation in the Land Use Element will need to provide adequate density for feasible transportation, water, and sanitary sewer service, while protecting sensitive areas.

3. **Transportation.** *Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled, and are based on regional priorities and coordinated with county and city comprehensive plans. [Updated in 2023]*

The Land Use Element will contain goals, policies, and actions that ensure coordination with regional and local transportation plans. The Transportation goal was updated in 2023 by the state legislature to add reducing greenhouse gas emissions and per capita vehicle miles traveled. Achieving this goal will be done through a combination of goals, policies, and actions in the Land Use Element and Transportation Plan. The Land Use

Element will also propose residential, mixed-use, and neighborhood commercial land use designations that will encourage multi-modal, transit oriented development.

4. **Housing.** *Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.* [Updated in 2022]

How affordable housing will be accommodated for all economic classes is a new state requirement from 2023 and will be more specifically set forth in the Housing Element of the Comprehensive Plan. The Land Use Element plays a role in allocating sufficient land to ensure an adequate supply of buildable land for housing serving every income. Each residential land use designation, including the Mixed Use land use designation, will provide a variety of housing types at varying densities. Each Neighborhood subarea of the Land Use Element will also need to contain sufficient variability in housing types to ensure that housing needs can be met for all segments of the City's population for the next 20 years. It is expected that the 2021 Tumwater Housing Action Plan will inform the update of the Land Use and Housing Elements.

5. **Economic development.** *Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.* [Updated since 2016]

The Land Use Element will ensure the provision of adequate land for commerce and industry in the City. The Economic Development Plan, last updated in 2019, makes specific recommendations for economic development in the City and will be updated as part of 2025 Comprehensive Plan update.

6. **Property rights.** *Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.*

The Attorney General is directed under RCW 36.70A.370 to advise state agencies and local governments on an orderly, consistent process that better enables the government to evaluate proposed regulatory or administrative actions to assure that these actions do not result in unconstitutional takings of private property. Local governments that plan under the Growth Management Act must use this process. The City adheres to the Attorney General's *Advisory Memorandum and Recommended Process for Evaluating Proposed Regulatory or Administrative Actions to Avoid Unconstitutional Takings of Private Property*, which was developed to provide local governments with a tool to assist them in the process of evaluating land use actions.

7. **Permits.** *Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.*

The Land Use Element provides the policy basis for the City's development regulations to be developed in a systematic, fair manner. All jurisdictions fully planning under the Growth Management Act must use all the permit procedures found in Chapter 36.70B RCW *Local Project Review* to administer permit application processes. Project permit processing standards are provided in Tumwater Municipal Code (TMC) Title 14 *Development Code Administration*. These standards will be amended as part of the update to reflect changes in state law in 2023.

8. **Natural resource industries.** *Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.*

The Land Use Element will need to ensure the viability of natural resource industries in the City through the identification of such lands in the Land Use Element text and maps. Additionally, the Conservation Element has specific guidelines and policies that ensure the viability of natural resource industries and activities.

9. **Open space and recreation.** *Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.* [Updated in 2023]

The state legislature updated this goal in 2023 to add the requirement to retain green space and enhance habitat. The Land Use Element, in conjunction with the Parks, Recreation, and Open Space Plan, will need to designate areas of the City that would be appropriate for future open space and recreation uses. The Land Use Element reinforces the recommendations of the Parks, Recreation, and Open Space Plan through land use designations and in the goals and policies.

10. **Environment.** *Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.* [Updated in 2023]

The state legislature updated this goal in 2023 to add the requirement to enhance the environment. Each designation in the Land Use Element will need to be of an appropriate intensity for where it is applied. Areas of environmental sensitivity will need to be designated as open space or a lower intensity designation than other areas of the City. The Conservation Element will need to contain specific policies relating to air and water quality, water availability, and protection and preservation of critical areas. The Land Use Element also makes recommendations for clustering and other creative development techniques in sensitive areas of the City. It is expected that elements from the Urban Forestry Management Plan will be brought into this element.

11. **Citizen participation and coordination.** *Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.* [Updated in 2023]

The state legislature updated this goal in 2023 to add the requirement to include the participation of vulnerable populations and overburdened communities. For the Comprehensive Plan update, the City will be following the strategy outlined in the Final Community Engagement Plan (July 2023).

- 12. Public facilities and services.** *Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.*

All non-open space designations in the Land Use Element will need to be applied to areas that either have adequate capacity for transportation, utilities, storm, and municipal services or they will be provided with these facilities in the future concurrent with development. The Land Use Element will ensure concurrency through coordination with the Capital Facilities Element, Transportation Plan, and other elements of the Comprehensive Plan.

- 13. Historic preservation.** *Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.*

The Land Use Element designates an area of the City as the New Market Historic District. The New Market Historic District Master Plan was adopted by the City Council in November of 1993. The Master Plan provides a framework for action, and it will ensure the preservation of historic and archeological resources in the Historic District.

- 14. Climate change and resiliency.** *Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice. [Added in 2023]*

The Land Use Element will need to address this is a new goal in coordination with the new Climate Element.

- 15. Shorelines of the state.** *For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan. [Updated in 2023]*

The Shoreline Master Program was adopted in 2012 and updated in 2018. The Shoreline Master Program addresses land uses on all lands under the jurisdiction of the Shoreline Management Act to protect and preserve fish and wildlife habitat and the shorelines of the state.

2 – General State Requirements for the Land Use Element

In addition to meeting the fifteen state Growth Management Act goals, the City's Land Use Element will need to address the following Growth Management Act requirements according to RCW 36.70A.070, as amended in 2023:

1. Designate the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces and green spaces, urban and community forests within the urban growth area, general aviation airports, public utilities, public facilities, and other land uses.
2. Include population densities, building intensities, and estimates of future population growth.
3. Provide for protection of the quality and quantity of groundwater used for public water supplies.
4. Give special consideration to achieving environmental justice in its goals and policies, including efforts to avoid creating or worsening environmental health disparities.
5. Consider utilizing urban planning approaches that promote physical activity and reduce per capita vehicle miles traveled within the jurisdiction, but without increasing greenhouse gas emissions elsewhere in the state.
6. Review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.
7. Reduce and mitigate the risk to lives and property posed by wildfires by using land use planning tools, which may include, but are not limited to:
 - a. Adoption of portions or all the wildland urban interface code developed by the international code council or developing building and maintenance standards consistent with the Firewise USA program or similar program designed to reduce wildfire risk;
 - b. Reduce wildfire risks to residential development in high risk areas and the wildland urban interface area, separating human development from wildfire prone landscapes; and
 - c. Protect existing residential development and infrastructure through community wildfire preparedness and fire adaptation measures.

3 – Current Land Use Element

A – Background

The Land Use Element of the 2016 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 Land Use Element of the Comprehensive Plan was fully updated in 2016 and amended in 2021.

The 2016 Land Use Element covered the 20-year planning period from 2015 to 2035, and designated the proposed general distribution, location, and extent of housing, commerce, industry, recreation, open spaces, the general aviation airport, public utilities, public facilities, agricultural land, mineral resource land, and transportation as it relates to land use. It also incorporated urban planning approaches that promote sustainable, compact community development that is livable, walkable, safe, sustainable, and economically vibrant. The Land Use Element included population densities, building intensities, and estimates of future population growth.

Along with the Conservation and Lands for Public Purposes Elements, the 2016 Land Use Element also provided for protection of the quality and quantity of groundwater used for public water supplies. Through adoption of the Hazard Mitigation Plan, the Land Use Element, along with the Conservation and Lands for Public Purposes Elements, reviewed drainage, flooding, and storm water run-off in the area and provided guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

Areas that are within City's Urban Growth Area are addressed through the Tumwater and Thurston County Joint Plan in accordance with adopted County-Wide Planning Policies. The Joint Plan was last updated by the City and County in 2021.

The Land Use Maps represent the general future land use patterns intended for the City within the 20-year planning period of the Comprehensive Plan. They are a graphic expression of the policies found in Chapter 3 *Land Use Goals, Policies, and Actions* and in each neighborhood chapter in the Neighborhood Appendix. The goals, policies, and actions of the current Land Use Element are found in Appendix B of this staff report.

The 2016 Land Use Element divided the City into eleven neighborhood areas recognizing different land use planning needs. The Neighborhood Appendix consisted of an outline, a map, and text referencing each area on the map. The text contained a description of current land use, trends for each neighborhood, and set forth policy recommendations for future land use. The Neighborhood Appendix provided a quick reference that includes policy recommendations for particular areas in each neighborhood.

Specific information on policy recommendations for each land use designation is found in Chapter 2 *Designations, and Definitions*. The neighborhood maps graphically represent policy recommendations for future land uses for each neighborhood in the City for the Comprehensive Plan's 20-year planning period.

The 2016 Land Use Element contained the following Vision and Mission statements, which provided overarching direction for the future of the City. These statements were developed through the City's Strategic Planning Process.

Vision Statement: *Tumwater of the future will be people-oriented and highly livable, with a strong economy, dynamic places, vibrant neighborhoods, a healthy natural environment, diverse and engaged residents, and a living connection to its history.*

Mission Statement: *In active partnership with its citizens, the City of Tumwater provides leadership and essential municipal services to cultivate a prosperous economy, a healthy natural environment, vibrant neighborhoods, and a supportive social fabric.*

B – Link to Current Land Use 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

1. General

- Create a new format for the Comprehensive Plan that will be shorter, leaner, and more user friendly. The updated Comprehensive Plan will consist of shorter individual Elements and Plans with appendices that contain the required technical information.
 - Use the new Community Outreach Plan for the periodic update process.
 - Create a new Comprehensive Plan Goal and Policy Guide for use by staff and policymakers.
 - Create a new User Guide to the Comprehensive Plan.
 - Create a new Glossary for the Comprehensive Plan.
 - The County-Wide Planning Policies (2015) will not be revised for the 2025 periodic update.
 - Ensure that the updated Comprehensive Plan is internally consistent.
 - Ensure that all the Elements and Plans are consistent with County-Wide Planning policies, the Growth Management Act, coordinated with the Plans of adjacent jurisdictions, individual Elements and Plans, and the future land use map.
 - Update all maps that are a part of the Comprehensive Plan, including the City-Wide Land Use Map and all maps in the individual Elements and Plans.
 - Update all the appendices in the Comprehensive Plan.
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- Review entire Plan to address the use of terms such as “neighborhood character,” stability, and similar terms in support of the Tumwater Housing Action Plan as part of Planning Commission’s 2022 Comprehensive Plan amendment cycle recommendations.
- Provide for a mutually agreeable Memorandum of Agreement between the City and tribes about collaboration and participation in the planning process unless otherwise agreed at the end of a mediation period.
- Provide for consideration for preserving property rights. The City must evaluate proposed regulatory or administrative actions to assure that such actions do not result in an unconstitutional taking of private property.
- Update list of all adopted Plans.
- Update City strategic priorities.
- Revise planning period to 2025 – 2045.
- Update discussion of Growth Management Act goals.
- Add references to the updated Shoreline Master Program (2019) and Economic Development Plan (2019) and the new Tumwater Housing Action Plan (2021), Thurston Climate Mitigation Plan (2021), and Urban Forestry Management Plan (2021).
- Simplify, reduce, and update goals, policies, and actions.

2. Land Use Element

- Update the following:
 - Tumwater Community Profile from Thurston Regional Planning Council.
 - 20-year population projection for the City and its urban growth area throughout the Plan, which should be consistent with Thurston County’s sub-county allocation of that forecast and housing needs.
 - Estimates of population densities and building intensities based on future land uses and housing needs.
 - City land use patterns and distribution information.
 - City-Wide Future Land Use Map.
 - Buildable Lands:
 - Existing land use and existing residential density charts.
 - Commercial/industrial vacant land supply analysis.
 - Net buildable industrial land table.
 - Total dwelling units buildout table.
 - Address current and future Habitat Conservation Plan conservation areas.

- Strategic Priorities – City Council
- Update Land Use Maps
- Review and Update Subarea Plans
 - At the City Council’s direction on March 1, 2022, review of the Littlerock Subarea Plan area and revisions to mixed use land designation citywide.
 - Update Littlerock Road Subarea Plan to address land use changes since adoption.
 - Update Black Hills Subarea Transportation Plan to address land use changes since adoption.
 - Update Brewery District and Capitol Boulevard Corridor Plan as needed.
- Update Neighborhood Appendix to incorporate current information describing existing development patterns.
- Specific Topics
 - Airport
 - Update policies, land use designations, and zoning to discourage the siting of incompatible uses adjacent to the Olympia Regional Airport.
 - The Plan and associated regulations must be filed with the State Department of Transportation for review.
 - Clean Energy Transformation Act
 - Ensure there are no conflicts.
 - Definitions
 - New definitions (E2SHB 1181).
 - Essential Public Facilities (From 2022 Comprehensive Plan Amendments)
 - Shorten and remove regulations in Element.
 - Clean energy and treatment program facilities amendments to essential public facilities per E2SSB 5536.
 - Forest or Agricultural Lands of Long-Term Commercial Significance
 - If forest or agricultural lands of long-term commercial significance are designated inside City, update the program authorizing transfer or purchase of development rights in coordination with the County.
 - Green Spaces and Urban Forests
 - Designate greenspaces and urban forests (E2SHB 1181).
 - Growth Management Goals
 - Address new Growth Management Goals (E2SHB 1181).

- Habitat Conservation Plan
 - Remove existing conservation lands from land capacity.
 - Policy for removing new conservation lands from land capacity.
 - Change the land use designation and zone district of existing conservation lands to OS Open Space or GB Green Belt.
- Manufactured Home Parks
 - MHP Manufacture Home Park land use designation and zone district expansion.
- Missing Middle
 - Two housing units allowed on every lot, independent of allowed densities.
 - Need to determine how densities will work in this situation now.
 - Does this mean “lots per acre” is the measure?
 - See guidance for how this will work with accessory dwelling units requirements.
- Mixed Use/Neighborhood Commercial
 - Review the “neighborhood center” concept.
 - Look at 88th and Old Highway 99 as a mixed use center, as it has General Commercial and Mixed Use land use designations.
 - Look at 79th and Old Highway 99 as the area is currently designated Light Industrial but the informal Warehouse District functions as a General Commercial and Light Industrial land use designation hybrid.
- Natural Hazard Mitigation
 - Incorporate provisions of the updated 2023 Hazard Mitigation Plan as appropriate.
 - Adopt Natural Hazard Mitigation Plan that addresses entire subelement by reference (E2SHB 1181).
 - May be eligible to request a timeline extension of 48 months to update a FEMA Natural Hazard Mitigation Plan (E2SHB 1181).
- Permanently Affordable Housing
 - Address actions from the Housing Action Plan.
- Physical Activity
 - Consider utilizing urban planning approaches that promote physical activity.
- Residential Densities

- Update minimum and maximum residential densities.
- Review 2020 Comprehensive Plan Amendment residential up zone criteria and apply to 2025 Update.
- Schools
 - Review land use designations and zone districts for schools.
- Single Family and Multifamily Land Use Designations
 - Replace single family and multifamily land use designations with a range of residential intensities (R1, R2, R3, etc.) in text and maps.
- Transfer of Development Rights
 - Remove transfer of development rights requirement for maximum densities in residential land use designations.
 - Example SFL would become 4 minimum, 7 maximum with needing a TDR (Tumwater Housing Action Plan).
 - Coordinate with County.
- Tree Canopy
 - Canopy coverage evaluation (E2SHB 1181)
- Urban Growth Area
 - Coordinate with Thurston County on new 2021-2022 legislation regarding urban growth area size, patterns of development, suitability, and infrastructure.
- Vehicle Miles traveled.
 - Consider approaches to reduce per capita vehicle miles travel (E2SHB 1181).
- Wildfires
 - Reduce and mitigate the risk of wildfires (E2SHB 1181).

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 Land Use Element:

GOAL LU-1: **Ensure the Land Use Element is implementable and coordinated with all applicable City plans and the plans of other jurisdictions in the Thurston region.**

Policy **Action**

LU-1.9 Ensure consistency between the Land Use Element and the Tumwater Zoning Code.

LU-1.9.1 Implement the Land Use Element by revising the Zoning Code and other municipal Codes to reflect the goals, policies, actions, and designations outlined in the Land Use Element.


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 
Statements of Inclination Conveys intent, but establishes no target or definition of success	Statements of Principle Describes clear targets or conditions of success	Statements of Impact Go further, describing specific situations where protecting critical areas is a priority
Example The City shall encourage the creation of a new City Center.	Example The City shall endeavor to designate 100-acres for a new City Center.	Example 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.

C – Initial Review

Attachment B is the initial staff and Planning Commission review of the Land Use Element goals, policies, and actions.

Additional work needs to be completed with City staff and Planning Commission on the scope and content of the proposed new goals, policies, and actions, but Attachment B is included to allow the General Government Committee 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.

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 Land Use Element Structure

The current Land Use Element consists of the following parts:

1. Introduction
 - 1.1 Purpose and Scope, including Table of Foundational Plans and Documents
 - 1.2 Vision and Mission Statements
 - 1.3 Strategic Plan Goals
 - 1.4 Growth Management Act Goals Compliance
 - 1.5 County-Wide Planning Policy Compliance
 - 1.6 Sustainable Thurston Goals
 - 1.7 Ongoing Review Program
 - 1.8 Amendments, Public Participation, and Intergovernmental Coordination
 - 1.9 Overall Comprehensive Plan Connections
 - 1.10 Tumwater Community Profile
 - 1.11 Tumwater Land Use Patterns
 - 1.12 Existing Land Use Distribution
 - 1.13 Land Use Distribution
2. Designations and Definitions
 - 2.1 Introduction
 - 2.1.1 City-Wide Future Land Use Map
 - 2.2 Residential Uses
 - 2.2.1 Residential/Sensitive Resource (2-4 Dwelling Units/Acre)
 - 2.2.2 Single Family Low Density (4-7 Dwelling Units/Acre)
 - 2.2.3 Single Family Medium Density (6-9 Dwelling Units/Acre)
 - 2.2.4 Multi-Family Medium Density (9-15 Dwelling Units/Acre)
 - 2.2.5 Multi-Family High Density (14-29 Dwelling Units/Acre)
 - 2.2.6 Manufactured Home Park (6-9 Dwelling Units/Acre)
 - 2.3 Mixed Use (Residential Minimum 14 Dwelling Units/Acre)
 - 2.4 Neighborhood Commercial
 - 2.5 New Market Historic District
 - 2.6 General Commercial
 - 2.7 Capitol Boulevard Community

- 2.8 Brewery District
- 2.9 Light Industrial
- 2.10 Airport Related Industrial
- 2.11 Heavy Industrial
- 2.12 Utilities
- 2.13 Public and Institutional
- 2.14 Parks and Open Space
- 2.15 Tumwater Town Center
- 2.16 Design Review
- 2.17 Maximum and Minimum Densities
- 2.18 Clustering
- 2.19 Modular and Manufactured Housing
- 2.20 Innovative Housing and Urban Planning Approaches Promoting Physical Activity
- 3. Land Use Goals, Policies, and Actions
 - 3.1 Introduction
 - 3.2 Goals, Policies, and Actions
 - 3.3 Implementation Policies
- 4. Land Supply Analysis
 - 4.1 Introduction
 - 4.2 Partially Used and Under Utilized Land Supply Analysis
 - 4.3 Developable or Re-developable Land Supply Analysis
 - 4.4 Analysis of Population Accommodation
- Appendices
 - A. Neighborhoods
 - B. County-Wide Planning Policies
 - C. Sustainable Thurston Goals and Actions
 - D. Land Use and Housing Survey Results
 - E. List of Foundational Plans and Documents
 - F. Glossary
 - G. Ordinance No. O2016-012

H. 2016 Tumwater Soil Report

- Land Use Maps
 - A. City-Wide Future Land Use Map
 - B. Neighborhood Maps
- Subarea Plans
 - A. Brewery District Plan
 - B. Capitol Boulevard Corridor Plan
 - C. Littlerock Road Subarea Plan

Appendix C – Current Land Use Element Goals, Policies, and Actions

3.1 Introduction

This chapter of the Land Use Element specifies goals, policies, and actions meant to set forth a direction for the future growth of Tumwater based on its 20-year community vision. The goals, policies, and actions ensure coordination with the Comprehensive Plan Elements, Sustainable Thurston, and County-Wide Planning Policies. Finally, the action items implement certain recommendations within the Land Use Element. The goals, policies, and actions should be looked at in conjunction with Chapter 2, Designations, and Definitions. The two chapters are meant to work together as a whole.

3.2 Goals, Policies, and Actions

GOAL LU-1: Ensure the Land Use Element is implementable and coordinated with all applicable City plans and the plans of other jurisdictions in the Thurston region.

<u>Policy</u>	<u>Action</u>
LU-1.1	Ensure the Land Use Element is consistent with adopted County-Wide Planning Policies and integrate transportation considerations into land use decisions, and vice versa.
LU-1.1.1	Implement the eleven County-Wide Policy elements in the County-Wide Policy Plan (Reference Appendix B: County-Wide Planning Policies).
LU-1.2	Ensure the Land Use Element is consistent with the goals of Sustainable Thurston.
LU 1.2.1	Implement specific Sustainable Thurston goals identified in Land Use Element Section 1.6, Sustainable Thurston Goals (Reference Appendix C: Sustainable Thurston)
LU-1.3	Engage in planning on a neighborhood level with residents of the City (Reference Appendix A: Neighborhood Appendix)
LU-1.4	Encourage the creation of a new city center that is compatible with the Land Use Element.
LU-1.5	Coordinate the Land Use Element with the Port of Olympia Master Plan (2016).
LU-1.6	Ensure consistency between the Land Use Element and Tumwater Historic District Master Plan.
LU-1.7	Coordinate the Land Use Element with the Shoreline Master Program.
LU-1.7.1	Make sure the Land Use Element is consistent with the recommendations of the Shoreline Master Program.
LU-1.8	Coordinate the Land Use Element with the City's Economic Development Element.
LU-1.8.1	Implement goals and associated policies and actions of the Economic Development Element.

- LU-1.9 Ensure consistency between the Land Use Element and the Tumwater Zoning Code.
 - LU-1.9.1 Implement the Land Use Element by revising the Zoning Code and other municipal Codes to reflect the goals, policies, actions, and designations outlined in the Land Use Element.
- LU-1.10 Coordinate the Land Use Element with the City's Lands for Public Purposes Element and the Capital Facilities Plan.
 - LU-1.10.1 Implement low impact development through land use and stormwater planning.
- LU-1.11 Make capital budget decisions consistent with the comprehensive plan in accordance with RCW 36.70A.120 (Reference the City's current six-year Capital Facilities and Transportation Improvement Plans).
- LU-1.12 Coordinate the Land Use Element with local, state, and national initiatives that support the City's vision whenever practical to increase the chance of additional funding.
- LU-1.13 Coordinate the Land Use Element with the strategies in the City of Tumwater Housing Action Plan.
- LU-1.14 Coordinate the Land Use Element with the strategies in the most recent version of the Thurston Climate Mitigation Plan.

GOAL LU-2: Ensure development takes place in an orderly and cost-efficient manner in order to best utilize available land and public services, conserve natural resources, protect critical areas, preserve open space, and reduce sprawl.

<u>Policy</u>	<u>Action</u>
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| LU-2.1 | Encourage the highest intensity growth to locate within the City's corporate limits. <ul style="list-style-type: none"> LU-2.1.1 Implement goals and associated policies and actions of the Economic Development Element. (Reference Goal LU-1.8.1) |
| LU-2.2 | Reduce inappropriate conversion of undeveloped land into sprawling low-density development. <ul style="list-style-type: none"> LU-2.2.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1) |
| LU-2.3 | Encourage innovative land use management techniques such as density bonuses, cluster housing, zero-lot-line development, planned unit developments, and transfer of development rights to create vibrant centers, corridors, and neighborhoods while accommodating growth. <ul style="list-style-type: none"> LU-2.3.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. |

- LU-2.4 Ensure new annexations adhere to the goals and policies of the City's Annexation Policy.
- LU-2.5 Encourage development of architectural and landscape design standards.
 - LU-2.5.1 Implement Goals 5 and 6 of the Economic Development Element.
- LU-2.6 Ensure the City's capital budget decisions in the City's current six-year Capital Facilities and Transportation Improvement Plans are coordinated with the Land Use Element, Lands for Public Purpose Element, and Transportation Element.
- LU-2.7 Create vibrant city centers and activity nodes along transit corridors that support active transportation and housing, jobs, and services.
- LU-2.8 Create safe and vibrant neighborhoods with places that build community and encourage active transportation.
- LU-2.9 Protect designated mineral resource lands from incompatible development.
- LU-2.10 Reduce the City's carbon footprint where possible and move towards a carbon-neutral community.

GOAL LU-3: Ensure adequate public services, facilities, and publicly owned utilities are available to proposed and existing development.

Policy Action

- LU-3.1 Coordinate development with the City's six-year Capital Facilities Plan.
 - LU-3.1.1 Ensure the Capital Facilities Plan can be implemented through the Land Use Element's projected densities and the direction found in the Lands for Public Purposes Element.
- LU-3.2 Ensure development is in conformance with the Water System Plan and Sanitary Sewer Comprehensive Plan.
- LU-3.3 Analyze all proposed development for anticipated impact on services, either as an element of site plan review or as part of an environmental impact assessment.
- LU-3.4 Give preference to providing adequate public facilities to settled areas rather than extending new services to sparsely settled or undeveloped areas and to serving incorporated land before serving unincorporated areas.
 - LU-3.4.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)
- LU-3.5 Work with developers to determine where and when new public facilities are to be placed to permit proper development of commercial and residential projects. This process should be directly related to the Lands for Public Purposes Element, the Capital Facilities Plan, and site plan review in order to achieve concurrency.

- LU-3.5.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)
- LU-3.6 Require residential and commercial development utilizing septic tanks for sewerage disposal to hook up to sanitary sewer when the system fails, needs replacement, or requires major repairs when sanitary sewer laterals are readily available.
 - LU-3.6-1 In consultation with the LOTT partners, develop a program to connect developments that are on septic systems to LOTT's sewerage treatment system to reduce impacts to groundwater and surface water quality.
- LU-3.7 Require residential and commercial development utilizing private wells for water systems to connect to City water service when the well fails, needs replacement, or requires major repairs, where City water service available

GOAL LU-4: Encourage land use patterns that increase the availability of affordable housing for all economic segments of the Tumwater population.

Policy Action

- LU-4.1 Coordinate the Land Use Element with the Housing Element and fully implement the goals, policies, and actions of the Housing Element.
- LU-4.2 Encourage innovative techniques for providing affordable housing resulting in an attractive product that will be an asset to the Tumwater community.
 - LU-4.2.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)
- LU-4.3 Continue to allow manufactured housing on individual lots within the City, as well as within mobile and manufactured home parks, to encourage affordable housing.
 - LU-4.3.1 Consider methods to provide sufficient land for manufactured housing in accordance with the Growth Management Act.
- LU-4.4 Permit implementing regulations to experiment in new forms of residential development where amenities of open space, privacy, and visual quality can be maintained or improved, and flexible solutions to land use problems such as density, diversity, equitability, and affordability can be achieved.
 - LU-4.4.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)
- LU-4.5 Encourage higher density residential uses in order to provide affordable housing. These uses should blend with the existing character of the community.
- LU-4.6 Increase housing types and densities in corridors and centers to meet the needs of a changing population.

- LU-4.7 Increase the variety of housing types outside of corridors and centers of appropriate intensities with supporting design guidelines to meet the needs of a changing population.

GOAL LU-5: Ensure development patterns encourage efficient multi-modal transportation systems coordinated with regional, City, and county transportation plans.

Policy Action

- LU-5.1 Ensure coordination with the Transportation Element.
- LU-5.2 Ensure coordination with the Thurston Regional Transportation Plan.
- LU-5.2.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)
- LU-5.3 Ensure coordination with the Parks, Recreation, and Open Space Plan (Element).
- LU-5.4 Established pedestrian and bicycle trail links with various parts of Tumwater and within the business area.
- LU-5.4.1 Ensure coordination of the Land Use Element with the Parks, Recreation, and Open Space Plan (Element) and the Transportation Element.
- LU-5.5 Encourage provision of urban plazas and access to transit stops when new construction or major renovation is proposed. Incentives for providing such amenities should be sought.
- LU-5.5.1 Consider revision of the City's Development Standards to encourage provision of these amenities. Consider development of a citywide design standards program. (Reference Goal LU-2.3.1)
- LU-5.6 Allow densities and mixes of uses that reduce the number and lengths of vehicle trips and increase the opportunity to use public transit and non-motorized modes of travel.
- LU-5.7 Reinforce the link between land use and public transportation by encouraging development to occur at urban residential densities along designated transit corridors, nodes, and near commercial centers.
- LU-5.8 Ensure proposed capacity improvements to the City's transportation systems are designed to serve proposals that are contiguous to existing development, as a means to discourage the occurrence of "leap frog" development patterns.
- LU-5.9 Provide development incentives, such as increased density, increased square footage, or increased height for proposed land developments located adjacent to transportation corridors when amenities for transit users, bicyclists, and pedestrians are included.
- LU-5.10 Encourage land development proposals to utilize the capacity of the existing transportation system, especially transit and non-motorized modes.

- LU-5.11 Encourage public and private development proposals to enhance the street side environment to maximize comfort for the transit user and the pedestrian.
- LU-5.12 Encourage subdivision and commercial and retail project design that facilitates cost-effective transit and emergency service delivery.
- LU-5.13 Discourage transportation improvements, regardless of their financing mechanisms that would trigger premature development; that is, development inconsistent with applicable comprehensive plans and zoning.
- LU-5.14 Ensure alternative transportation modes are included in comprehensive plans, subdivisions, and other land developments.
- LU-5.15 Expand bicycle and pedestrian data collection efforts.
- LU-5.16 Establish a regional bicyclist and pedestrian advisory body.
- LU-5.17 Support efforts of the local traffic safety campaigns to educate bicyclists and pedestrians of the laws pertaining to walking and biking.

GOAL LU-6: Reduce impacts from flooding; encourage efficient stormwater management; and ensure the groundwater of Tumwater is protected and preserved.

Policy Action

- LU-6.1 Ensure new development is in conformance with requirements and standards of the Northern Thurston Groundwater Protection Plan.
- LU-6.2 Ensure new development is in conformance with requirements and standards of the Drainage Design and Erosion Control Manual for Tumwater, as amended.
 - LU 6.2.1 Implement specific Sustainable Thurston goals identified in Land Use Element Section 1.6, Sustainable Thurston Goals (Reference Appendix C: Sustainable Thurston)
- LU-6.3 Ensure coordination with the Percival Creek Comprehensive Drainage Basin Plan.
- LU-6.4 Ensure new development is in conformance with aquifer protection standards of the Conservation Element.
- LU-6.5 Ensure implementation of the Natural Hazards Mitigation Plan for the Thurston Region to reduce or eliminate the human and economic costs of natural disasters for the overall good and welfare of the community.
- LU-6.6 Ensure coordination with the Salmon Creek Comprehensive Drainage Basin Plan.
 - LU-6.6.1 Incorporate the development review process within the Salmon Creek Comprehensive Drainage Basin Plan into the Tumwater Municipal Code.

GOAL LU-7: Encourage retention of open space, parks, trails, and development of recreational opportunities within Tumwater.

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| LU-7.1 | Ensure coordination of the Land Use Element with the Parks, Recreation, and Open Space Plan (Element). |
| LU-7.2 | Ensure coordination of the Land Use Element with open space retention and natural area preservation standards of the Conservation Element. |
| LU-7.3 | Preserve environmentally sensitive lands, farmlands, mineral resources, and prairies, by developing compact urban areas. |
| LU-7.4 | Provide a variety of open spaces including landscaped buffers, small parks, plazas, and other community areas to balance higher density development and enhance quality of living. |
| LU-7.4.1 | Specify the amount of area that must be dedicated for open space and require configuration useful for the purpose desired in the City's Zoning Ordinance to make certain that areas of developments dedicated to open space provide the functions intended. |

GOAL LU-8: Ensure physical limitations of the land are observed during the development process.

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| LU-8.1 | Ensure new development is in conformance with standards and requirements for critical areas within the Conservation Element. |
| LU-8.1.1 | Consider implementation of the state geological study and mapping program for the City. This study should address geologic, erosion, landslide, seismic, and volcanic hazard areas. |
| LU-8.2 | Reserve the right to prohibit or set conditions on development based on anticipated adverse environmental impact. |
| LU-8.3 | Ensure development within the jurisdiction of the Shoreline Management Act adheres to the flood control policies, land use controls, and regulations of the applicable environmental designation as described in the Tumwater Shoreline Master Program. |
| LU-8.4 | Ensure new development is in conformance with the standards of the City's Protection of Trees and Vegetation Ordinance. |

GOAL LU-9: Identify what conditions should be applied to development in residential areas.

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| LU-9.1 | Protect residential developments from excessive noise, odors, dirt, glare, and other nuisances emanating from commercial and industrial uses. |
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- LU-9.2 Allow for multi-family residential development in the zoning code. Consideration should be given to encouraging this type of development near centers of community services.
 - LU-9.2.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)
- LU-9.3 Integrate design features of existing natural systems into the layout and siting of new residential dwelling units. Preserve trees and significant ecological systems, whenever possible and practical.
 - LU-9.3.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)
- LU-9.4 Permit experimentation in development regulations with newer forms of residential development where amenities of open space, privacy, and visual quality can be maintained or improved, and flexible solutions to land use problems can be achieved.
 - LU-9.4.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)
- LU-9.5 Do not permit private residential gated communities.
- LU-9.6 Promote nearby access to healthy food for residential developments.
 - LU-9.6.1 Allow and encourage farm stands supplying fresh food in residential areas.
 - LU-9.6.2 Consider measures to encourage the creation of healthy corner stores within residential areas.

GOAL LU-10: Identify the City's policies and regulations pertaining to commercial and industrial areas and uses.

Policy Action

- LU-10.1 Implement the goals, policies, and actions of the Economic Development Element through the Land Use Element.
- LU-10.2 Encourage industry clusters to create jobs, and increase revenue circulation locally.
- LU-10.3 Ensure adequate supply of developable land along primary transportation corridors and invest in commercial and industrial redevelopment.
- LU-10.4 Encourage developers to concentrate non-residential land uses in integrated centers in order to insure convenient access and prevent strip development.
- LU-10.5 Group commercial, industrial, and manufacturing uses into centers rather than dispersed throughout the City. These centers shall have a landscaped, urban park quality.

- LU-10.6 Rest future development of commercial, manufacturing, and light industrial areas in Tumwater on a comprehensive, integrated planning scheme incorporating performance standards regarding green belts, and buffering, landscaping, parking facilities, and other items of site design as appropriate.
- LU-10.7 Use land use regulations to guide new industrial development into areas and patterns that minimize heavy trucking through residential and business areas.
- LU-10.8 Ensure commercial and industrial structures, where practical, are low profile and provide landscaping including lawns, trees, and shrubs.
- LU-10.9 Locate commercial and industrial land uses close to arterial routes and freeway access and rail facilities.
- LU-10.10 Encourage neighborhood commercial uses that supply nearby residents with everyday convenience shopping goods in the City to reduce traffic generation, where, generally, these uses are very small, not generate excessive traffic, and compatible with nearby residences.
- LU-10.11 Encourage businesses to allow food trucks at work sites to bring diverse meal options and fresh produce to workers.
- LU-10.12 Emphasize sustainable practices while encouraging economic development.

GOAL LU-11: Ensure new and existing development is energy efficient.

Policy Action

- LU-11.1 Recognize potential energy efficiencies associated with mixed-use developments and centers.
- LU-11.2 Encourage building design, orientation, and land use arrangements that take advantage of natural landforms, existing vegetation, and climatic features for reducing energy demands for heating and cooling purposes.
- LU-11.3 Aggressively pursue conservation or system improvements as a potential means to defer the siting and development of new facilities where appropriate.
- LU-11.4 Recognize savings in energy usage for heating and cooling purposes associated with common wall construction.
- LU-11.5 Encourage existing and new development to use landscaping to take advantage of the sun's warming rays in winter and to provide shade in summer.
- LU-11.6 Recognize potential energy savings through optimally using solar energy and orient development sites accordingly.
- LU-11.7 Consider the impact of new development and landscaping on solar accessibility of adjoining lots and mitigate wherever feasible.
- LU-11.8 Encourage development and integration of new energy technologies in the design of new development and redevelopment, which result in energy and cost savings.

- LU-11.9 Develop a program to encourage energy retrofits of existing buildings to improve their energy efficiency.
- LU-11.10 Coordinate the City's energy efficiency programs with the strategies in the most recent version of the Thurston Climate Mitigation Plan.

GOAL LU-12: Promote preservation of sites of historical and cultural significance.

Policy Action

- LU-12.1 Ensure coordination of the Land Use Element with Tumwater and Thurston County historic preservation programs.
- LU-12.2 Make land use decisions that protect designated state and national landmarks listed by the State Office of Archaeology and Historic Preservation.

GOAL LU-13: Protect Olympia Regional Airport from incompatible land uses and activities that could affect present and future use of airport facilities and operations. Regulations and criteria should reflect the urban environment adjacent to the airport.

Policy Action

- LU-13.1 Promote safe operation of Olympia Regional Airport by encouraging compatible land uses and activities and discouraging uses or activities that will impede safe flight operations or endanger the lives of people on the ground.
- LU-13.2 Coordinate protection of Olympia Regional Airport with Thurston County by developing consistent implementing regulations.

3.3 Implementation Policies

Successful implementation of concepts, goals, and policies of the Land Use Element will require changes in regulations, procedures, programs, capital investments, and other activities.

The Land Use Element includes strategies that identify actions to achieve stated goals and policies. The following actions are proposed to implement the goals and policies of Land Use Element:

1. Change zoning designations, as may be appropriate, in certain areas of the City to be consistent with the overall City Land Use Map, the individual neighborhood maps, and policies.
2. Develop or modify existing zoning and land use regulations to achieve mixed-use areas, allow clustering and the use of innovative housing techniques, and address infill.
3. Protect Olympia Regional Airport from incompatible uses by applying development standards of the Airport Overlay Zone, Chapter 18.32 of the

Tumwater Municipal Code. The Airport Overlay Zone addresses three primary issues further described below: height hazards, compatible land uses, and Airport Overlay Zone disclosure statements. Any changes to this chapter, as may be appropriate, should be made after consideration of the State Department of Transportation Aviation Division Publication "Airports and Compatible Land Use, Volume 1," and other best available technical information to the extent practical within an urban area.

4. Height Hazards. Prohibit structures and trees from penetrating airspace surfaces as defined by Title 14 of the Code of Federal Regulations Part 77, except as necessary and incidental to airport operations.

Land Use Types and Intensities. Permit appropriate land uses compatible with airport and aviation uses. Encourage contiguous open space areas within the Airport Overlay Zone that provide functional open space needs for aircraft in cases of an emergency. Open space areas should be large and contiguous to other open space areas.

5. Disclosure Statement. Require a disclosure statement to be recorded with the Thurston County Auditor for subdivisions, short subdivisions, binding site plans, and building permits located within the Airport Overlay Zone. The disclosure statement should state the property is located within the Airport Overlay Zone in which a variety of aviation activities occurs. Such activities may include but are not limited to noise, vibration, chemicals, odors, hours of operation and other associated activities.
6. Develop urban design plans and development standards to address compatibility of new development, preserve neighborhood character, and create pedestrian-oriented transit supportive development.
7. Through the Tumwater and Thurston County joint planning process and the County-Wide Planning Policies for Thurston County, direct the timing and location of development with the provision of adequate facilities and services within Tumwater's Urban Growth Area.
8. Invest in public improvements to facilitate and complement private development including streetscape improvements, public open spaces, and other amenities.
9. Review and modify, as necessary, existing plans to ensure consistency with the Land Use Element.
10. Continue public involvement in the planning process so decisions made regarding the growth and development of the City are reflective of general community goals and sensitive to special interests of effected parties.
11. Modify the land use regulatory review, permitting, and approval system for consistency with the Growth Management Act and adopted plans to ensure predictability and allow processing of development permits in a timely and fair manner.

12. Work with the Port of Olympia and the Federal Aviation Administration to remove the restrictions on residential development on Port owned land in the Town Center to allow full implementation of the City of Tumwater Town Center.
13. Clarify the differences in the City of Tumwater's definitions of warehouse distribution center and warehousing that is accessory to a manufacturing use.
14. Implement the Housing Action Plan strategies through land use actions by the City.
15. Implement the strategies in the most recent version of the Climate Mitigation Plan through land use actions by the City.
16. Implement the Urban Forestry Management Plan through the municipal code, Development Guidelines, City employee processes, and community education and engagement.