

**RECAP OF PROCESS LEADING TO
URBAN GROWTH MANAGEMENT
AGREEMENT AMONG THURSTON COUNTY,
LACEY, OLYMPIA, TUMWATER**

- I. CURRENT MEMORANDUM OF UNDERSTANDING (1983)
 - A. ESTABLISHED URBAN GROWTH AREA
 - B. ENCOURAGED ANNEXATION OF URBAN AREAS
 - C. STATED THE COUNTY WOULD NOT BE IN THE LONG-TERM UTILITY BUSINESS IN THE URBAN AREA
 - D. PROMOTED COMPATIBLE DESIGN/DEVELOPMENT STANDARDS
 - E. NO STRONG STATEMENTS ON LAND USE
- II. 1985-1986 REVIEW
 - A. TRPC SUBCOMMITTEE INITIATED REVIEW IN MAY, 1985
 - B. KEY ISSUES
 1. ORDERLY GROWTH/PHASING OF URBAN DEVELOPMENT
 2. URBAN GROWTH MANAGEMENT BOUNDARIES
 3. JOINT LAND USE PLANNING
 4. ANNEXATION
 - C. PROCESS
 1. TRPC SUBCOMMITTEE PURSUED TWO-TIERED "PHASING" CONCEPT
 2. ADMINISTRATORS, STAFF WORKED TO REVISE TEXT AND MAP
 3. JURISDICTIONAL REVIEW
 4. PUBLIC FORUMS, WORK SESSIONS
 5. TRPC APPROVAL, REFERRAL TO JURISDICTIONS FOR SIGNING

Thurston County
COUNTY-WIDE PLANNING POLICIES
November 10, 2015

These policies were adopted by the Board of County Commissioners on September 8, 1992. They were ratified earlier by each of the seven cities and towns within Thurston County. Those seven cities and towns are Lacey, Olympia, Tumwater, Bucoda, Rainier, Tenino and Yelm. On August 2, 1993, representatives of Thurston County and the seven cities and towns met to clarify intent of policies 1.2 and 1.3 and to affirm long and short term Urban Growth boundaries established in 1988 around Olympia, Lacey and Tumwater. In 2002, policies were amended to be consistent with RCW 36.70A.215 (“Buildable Lands Program”). In 2015, the policies were amended to incorporate foundational principles and policies from Creating Places, Preserving Spaces, A Sustainable Development Plan for the Thurston Region, December 2013.

Background: The Growth Management Act calls for the faster growing counties and cities within their borders to undertake new planning to prepare for anticipated growth. New parts are to be added to the Comprehensive Plans of these counties and cities, and those plans are to be coordinated and consistent. The framework for this coordination are county-wide planning policies, developed by each county, in collaboration with its cities and towns. These are Thurston County’s county-wide planning policies which will be used to frame how the Comprehensive Plans of Thurston County and the seven cities and towns will be developed and coordinated.

TABLE OF CONTENTS

I.	General Policies	3
II.	Urban Growth Areas.....	4
III.	Promotion Of Contiguous And Orderly Development, Provision Of Urban Services, And Protection Of Rural Areas	6
IV.	Joint County And City Planning Within Urban Growth Areas.....	8
V.	Siting County-Wide And State-Wide Public Capital Facilities	9
VI.	Analysis Of Fiscal Impact	10
VII.	Economic Development And Employment.....	11
VIII.	Affordable Housing	12
IX.	Transportation	13
X.	Environmental Quality	15
XI.	County-Wide Policies Which Establish A Process To Develop Future Policies	16

I. GENERAL POLICIES

(Adopted November 10, 2015)

- 1.1 Balance our needs today with those of future residents, to protect and enhance quality of life and in recognition that each generation is a trustee of the environment for succeeding generations.
- 1.2 Preserve and promote awareness of our historic, cultural, and natural heritage.
- 1.3 Develop new ways to cultivate and support respectful civic engagement and participation by residents, and public, private, and nonprofit businesses and organizations, encouraging choices and offering information that contribute to individual, household, and community health and well-being.
- 1.4 Break down institutional barriers to communication and cooperation, fostering open communication and transparent processes that encourage community-wide participation.
- 1.5 Think broadly, regionally and globally – act locally. Acknowledge the interdependence of communities both within and external to our region, recognizing the impacts of our region upon the world, as well as the impacts of the world upon our region.
- 1.6 Translate vision to policy and act on adopted local plans and policies. Consider the effects of decisions on achieving this vision, while balancing individual property rights with broader community needs and goals.
- 1.7 Monitor progress and shift course when necessary. Use meaningful, easy-to-understand methods to measure progress on key objectives. Respond and adapt to future social, economic, and environmental challenges.
- 1.8 Partner across topic areas and jurisdictional boundaries. While supporting local decision-making, encourage regional and cross-jurisdictional coordination, communication, and cooperation that increase our capacity to make decisions for the common good across jurisdiction boundaries.
- 1.9 Build and maintain distinct communities, preserving and enhancing the character and unique identities of the existing urban, suburban, and rural communities in a way that protects what matters most, while offering additional opportunities to improve on what can be better.
- 1.10 Meet basic human needs of clean water and air, healthy food, adequate housing, quality education, public safety, and equal access, regardless of socio-economic status.
- 1.11 Support education, employment, commercial opportunities, cultural, social, and recreational opportunities in appropriate places and at a scale that supports community health and well-being.
- 1.12 Champion energy efficiency and renewable energy strategies that contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.
- 1.13 Protect the natural environment while acknowledging the interdependence of a healthy environment and a healthy economy.
- 1.14 Provide for adequate active and passive recreational opportunities.

II. URBAN GROWTH AREAS

(June 5, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 2.1 Urban growth within Thurston County is to occur only in designated urban growth areas.
- 2.2 The boundaries of designated urban growth areas must meet the following criteria:
 - a. Contain areas characterized by urban growth.
 - b. Be served by or planned to be served by municipal utilities.
 - c. Contain vacant land, or under-developed land with additional capacity, near existing urban areas that is capable of supporting urban development.
 - d. Be compatible with the use of designated resource lands and critical areas.
 - e. Follow logical boundaries.
 - f. Consider citizen preferences.
 - g. Be of sufficient area and densities to permit the urban growth that is projected to occur in the succeeding twenty-year period.
- 2.3 Amendments to the urban growth boundaries must use the following process:
 - a. Cities and towns will confer with the county about boundary location or amendment.
 - b. Proposed boundaries are presented to the Urban Growth Management (UGM) subcommittee of Thurston Regional Planning Council, which makes a recommendation directly to the Board of County Commissioners.
 - c. Following a public hearing, the Board of County Commissioners designates the boundaries and justifies its decision in writing.
 - d. Cities and towns not in agreement with the boundary designation may request mediation through the State Department of Commerce.
 - e. At least every 10 years, growth boundaries will be reviewed based on updated 20 year population projections.
 - f. Appeals of decisions made through this process are per the State Growth management Act, RCW 36.70A.
- 2.4 Expansion of the Urban Growth Boundary must demonstrate consistency with:
 - a. All of the following criteria:
 - i. For South County jurisdictions: the expansion area can and will be served by municipal water and transportation in the succeeding 20 years. South County jurisdictions must demonstrate that the expansion can be served by sewage disposal measures that provide for the effective treatment of waste water in the succeeding 20 years.
 - ii. For North County jurisdictions: the expansion area can and will be served by municipal sewer, water and transportation in the succeeding 20 years.
 - iii. Urbanization of the expansion area is compatible with the use of designated resource lands and with critical areas.
 - iv. The expansion area is contiguous to an existing urban growth boundary.
 - v. The expansion is consistent with these County-Wide Planning Policies.

- b. One of the two following criteria:
 - i. There is insufficient land within the Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years; or
 - ii. An overriding public interest demonstrating a public benefit beyond the area proposed for inclusion would be served by moving the Urban Growth Boundary related to protecting public health, safety and welfare; enabling more cost-effective, efficient provision of sewer or water; and enabling the locally adopted Comprehensive Plans to more effectively meet the goals of the State Growth Management Act.

- 2.5 Reduction of the Urban Growth Boundary must demonstrate consistency with all of the following criteria:
- a. Sufficient land will remain within the reduced Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years.
 - b. The reduced Urban Growth Boundary will include cost-effective sewer and water and transportation service areas, as applicable for each urban growth area.
 - c. Reduction of the Urban Growth Boundary is compatible with the use of the designated resource lands and with critical areas.

**III. PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT,
PROVISION OF URBAN SERVICES, AND PROTECTION OF RURAL AREAS**
(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 3.1 Concentrate development in urban growth areas and protect rural areas by:
- a. Accommodating the county's growth first and foremost in the urban growth areas and ensuring that development occurring in rural areas is rural in character.
 - b. Encouraging infilling first within those parts of the urban growth areas that are:
 - already characterized by urban growth that have adequate existing public facilities and service capacities to serve such development,
 - second in areas already characterized by urban growth that will be served adequately by a combination of both existing public services and facilities, that are provided by either public or private sources, and
 - third in the remaining portions of the urban growth areas.
 - c. Phasing urban development and facilities outward from core areas.
 - d. Establishing mechanisms to ensure average residential densities sufficient to enable the county as a whole to accommodate its 20-year population projection.
 - e. Limiting growth in rural areas to prevent sprawl and the overburdening of rural services, maintain rural character, and protect the natural environment.
 - f. Prohibiting urban net densities in rural areas.
 - g. Designating rural areas for low intensity, non-urban uses that preserve natural resource lands, protect rural areas from sprawling, low-density development and assure that rural areas may be served with lower cost, non-urban public services and utilities.
 - h. Where urban services & utilities are not yet available, requiring development to be configured so urban growth areas may eventually infill and become urban.
 - a. Considering innovative development techniques.
- 3.2 Coordinate Urban Services, Planning, and Development Standards through:
- a. Maximizing the use of existing infrastructure and assets, and leveraging the value of these in building vital, healthy, and economically viable communities.
 - b. Making public investments that further multiple community goals, target identified priorities, and leverage additional investment.
 - c. Considering both economies of scale and long-term maintenance cost when investing in infrastructure.
 - d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.
 - e. Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.
 - f. Developing, and ensuring the enforcement of, agreements between Thurston County and the cities and towns within its borders, that ensure development occurring within unincorporated urban growth areas is consistent with city utility and storm water planning and conforms to the development standards and road/street level of service standards of the associated city or town.

- g. Phasing extensions of urban services and facilities concurrent with development and prohibiting extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to serve existing development in rural areas with public health or water quality problems.
 - h. Identifying, in advance of development, sites for schools, parks, fire and police stations, major storm water facilities, greenbelts, open space, and other public assets. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area.
- 3.3 Cooperate on annexations in order to accomplish an orderly transfer of contiguous lands within growth areas into the adjoining cities and towns. Cooperate on developing a streamlined and efficient process for annexation, while maintaining appropriate environmental review.
- 3.4 Provide capacity to accommodate planned growth by:
 - a. Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, storm drainage systems, municipal services, parks and schools to serve growth that is planned for in adopted local comprehensive plans; and
 - b. Protecting ground water supplies from contamination and maintaining ground water in adequate supply by identifying and reserving future supplies well in advance of need.

IV. JOINT COUNTY AND CITY PLANNING WITHIN URBAN GROWTH AREAS

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 4.1 Thurston County and the cities and towns within its borders will jointly plan the unincorporated portions of urban growth areas.
- 4.2 Each city and town will assume lead responsibility for preparing the joint plan for its growth area in consultation with the county and adjoining jurisdictions.
 - a. The lead city or town and the county will jointly agree to the level and role of county involvement at the outset of the project, including the role of each jurisdiction's planning commission.
 - b. A scope of work, schedule and budget will be jointly developed and individually adopted by each jurisdiction.
 - c. The process will ensure participation by area residents and affected entities.
- 4.3 The jointly adopted plan or zoning will serve as the basis for county planning decisions and as the pre- annexation comprehensive plan for the city to use when annexations are proposed.
- 4.4 Each joint plan or zoning will include an agreement to honor the plan or zoning for a mutually agreeable period following adoption of the plan or annexation.
- 4.5 Nothing in these policies shall be interpreted to change any duties and roles of local governmental bodies mandated by state law; for example, statutory requirements that each jurisdiction's planning commission hold hearings and make recommendations on comprehensive plans and zoning ordinances.

V. SITING COUNTY-WIDE AND STATE-WIDE PUBLIC CAPITAL FACILITIES

(June 5, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 5.1 Cooperatively establish a process for identifying and siting within their boundaries public capital facilities of a county-wide and state-wide nature which have a potential for impact beyond jurisdictional boundaries. The process will include public involvement at early stages. These are facilities that are typically difficult to site, such as airports, terminal facilities, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.
- 5.2 Base decisions on siting county-wide and state-wide public capital facilities on the jurisdiction's adopted plans, zoning and environmental regulations, and the following general criteria:
 - a. County-wide and state-wide public capital facilities shall not have any probable significant adverse impact on lands designated as critical areas or resource lands; and
 - b. Major public facilities that generate substantial traffic should be sited near major transportation corridors.

VI. ANALYSIS OF FISCAL IMPACT

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 6.1 Develop financing methods for infrastructure which minimize the taxpayer's overall burden and fairly divide costs between existing and new development.
- 6.2 Cooperatively explore a method to mitigate the fiscal impact on county government of annexation of significant developed commercial and industrial properties.
- 6.3 Cooperatively explore methods of coordinating financing of infrastructure in urban growth areas.

VII. ECONOMIC DEVELOPMENT AND EMPLOYMENT

(June 5, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 7.1 Encourage an economy that is diverse, can adapt to changing conditions, and takes advantage of new opportunities.
- 7.2 Support the recruitment, retention and expansion of environmentally sound and economically viable commercial, public sector and industrial development and resource uses, including the provision of assistance in obtaining funding and/or technical assistance.
- 7.3 Provide in comprehensive plans for an adequate amount of appropriately located land, utilities, and transportation systems to support desirable economic development. Create and maintain regulatory certainty, consistency, and efficiency.
- 7.4 Acknowledge and look for opportunities to engage with regional economic drivers such as state government, the Port of Olympia, and Joint Base Lewis-McChord. Coordinate economic development efforts as well with other jurisdictions, the Economic Development Council, Chambers of Commerce, and other affected groups.
- 7.5 Build a vital, diverse and strong local economy, including job opportunities that support community and household resilience, health, and well-being, by:
 - a. Supporting workforce training and offering opportunities for education and entrepreneurial endeavors.
 - b. Supporting creativity, arts, and culture.
 - c. Providing opportunities for a range of business types to succeed.
 - d. Emphasizing policies that support locally owned businesses including home-based, entrepreneurial, and nonprofit business and organizations.
 - e. Encouraging the development of local services for food, clothing and other basic human needs.
 - f. Nurturing urban and rural agricultural and food-oriented businesses.
 - g. Protecting resource lands.
 - h. Encouraging the utilization and development of areas designated for industrial use, consistent with the environmental policies in these countywide policies.
 - i. Connecting economic health with personal health and well-being and the advancement of environmental health.
 - j. Adding incentives for business to demonstrate their environmental sustainability including reduction in greenhouse gas emissions.

VIII. AFFORDABLE HOUSING

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 8.1 Increase housing choices to support all ranges of lifestyles, household incomes, abilities, and ages. Encourage a range of housing types and costs that are commensurate with the employment base and income levels of jurisdictions' populations, particularly for low, moderate and fixed income families.
- 8.2 Accommodate low and moderate income housing throughout each jurisdiction rather than isolated in certain areas.
- 8.3 Explore ways to reduce the costs of housing.
- 8.4 Establish and maintain a process to accomplish a fair share distribution of affordable housing among the jurisdictions.
- 8.5 Work with the private sector, Housing Authority, neighborhood groups, and other affected citizens, to facilitate the development of attractive, quality, low and moderate income housing that is compatible with the surrounding neighborhood and located within easy access to public transportation, commercial areas and employment centers.
- 8.6 Regularly examine and modify policies that pose barriers to affordable housing.
- 8.7 When possible, provide assistance in obtaining funding and/or technical assistance for the expansion or establishment of low cost affordable housing for low, moderate and fixed income individuals and families.

IX. TRANSPORTATION

(April 30, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 9.1 Increase transportation choices to support all ranges of lifestyles, household incomes, abilities, and ages.
- 9.2 Increase opportunities for riding transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.
- 9.3 Encourage efficient multi-modal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.
 - a. Local comprehensive plans will consider the relationship between transportation and land use density and development standards.
 - b. Local comprehensive plans and development standards should provide for local and regional pedestrian and bicycle circulation.
 - c. Improved transit service will be based on Intercity Transit's plans, informed by and consistent with the regional transportation plan and local comprehensive plans.
 - d. Transportation Demand Management plans and programs required by State law will be implemented as a key part of the region's transportation program.
 - e. Improvements to the regional road network will be consistent with local and regional transportation plans.
 - f. The regional transportation planning process is the primary forum for setting County-wide transportation policy.
- 9.4 The transportation element of each jurisdiction's comprehensive plan will be consistent with the land use element of that jurisdiction's comprehensive plan.
- 9.5 The transportation element of each jurisdiction's comprehensive plan will include level of service standards for all arterials and transit routes and services. Each jurisdiction will coordinate these level of service standards with all adjacent jurisdictions. Transit level of service standards will be consistent with Intercity Transit policies.
- 9.6 Each jurisdiction's transportation element will include an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions.
- 9.7 The transportation elements of comprehensive plans adopted by Thurston County and each city and town in the county will be consistent with the Regional Transportation Plan adopted by Thurston Regional Planning Council, in accordance with the provisions of the Washington State Growth Management Act.
- 9.8 The Regional Transportation Plan adopted by Thurston Regional Planning Council will be consistent with the land use elements of comprehensive plans adopted by Thurston County and the cities and towns within Thurston County and with state transportation plans. To ensure this, the Regional Transportation Plan will be reviewed and updated, if necessary, at least every two years for consistency with these plans.

- 9.9 All transportation projects within Thurston County that have an impact upon facilities or services identified as regional in the Regional Transportation Plan will be consistent with the Regional Transportation Plan.
- 9.10 Local and regional transportation plans will consider maritime, aviation and rail transportation as an integral link to the area's regional transportation needs.

X. ENVIRONMENTAL QUALITY

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 10.1 Recognize our dependence on natural systems and maintain a balance between human uses and the natural environment
- 10.2 Establish a pattern and intensity of land and resource use that is in concert with the ability of land and resources to sustain such use, reduce the effects of the built environment on the natural environment, conserve natural resources and enable continued resource use, through:
 - a. Land-use and transportation plans and actions that encourage compact development and concentrate development in urban growth areas.
 - b. Retrofitting existing infrastructure to reduce impacts of the built environment on the natural environment.
 - c. Planning for the amount of population that can be sustained by our air, land and water resources without degrading livability and environmental quality.
 - d. Minimizing high noise levels that degrade residents' quality of life.
- 10.3 Protect the soil, air, surface water, and groundwater quality, including through:
 - a. Reducing dependence on the use of chemicals and other products that pollute and, when their use is necessary, minimizing releases to the environment.
 - b. Ensuring adequate clean water is available to support household and commercial needs while sustaining ecological systems through conservation, balancing of uses, and reuse.
 - c. Protecting ground and surface water and the water of the Puget Sound from further degradation by adopting and participating in comprehensive, multi-jurisdictional programs to protect and monitor water resources for all uses.
 - d. Protecting and enhancing air quality.
- 10.4 Take action to conserve resources, increase use of renewable resources and decrease dependence on non-renewable resources by:
 - a. Reducing energy consumption and reliance on nonrenewable energy sources.
 - b. Encouraging the reuse and recycling of materials and products, and reduction of waste to the maximum extent practicable.
- 10.5 Acknowledge that changing weather and climate patterns will impact the human, natural, and built environments and plan for impacts such as increased wildfire, flooding and sea-level rise.
- 10.6 Protect and restore natural ecosystems, such as, forests, prairies, wetlands, surface and groundwater resources, that provide habitat for aquatic and terrestrial plants and animals.
- 10.7 Provide for public access to natural resource lands, while ensuring that uses and economic activity which are allowed within those lands are sustainable.
- 10.8 Provide for parks and open space and maintain significant wildlife habitat and corridors.
- 10.9 Where outdoor lighting is necessary, design the lighting to minimize the light pollution.

XI. COUNTY-WIDE POLICIES WHICH ESTABLISH A PROCESS TO DEVELOP FUTURE POLICIES

(August 10, 1992, Adopted September 8, 1992, Amended July 1, 2002, Amended November 10, 2015)

- 11.1. Process to determine and assure sufficiency of Urban Growth Areas to permit projected urban population:
 - a. The state Office of Financial Management (OFM) growth management planning population projections for Thurston County will be used as the range of population to be accommodated for the coming 20 years.
 - b. Within the overall framework of the OFM population projections for the County, Thurston Regional Planning Council will develop countywide and smaller area population projections, pursuant to RCW 36.70A.110 and based on current adopted plans, zoning and environmental regulations and buildout trends.
 - c. A review and evaluation program pursuant to RCW 36.70A.215 ("Buildable Lands Program") will be established. The evaluation and subsequent updates required under the Buildable Lands Program will follow timelines in the RCWs, subject to availability of State funding. This evaluation may be combined with the review and evaluation of county and city comprehensive land use plans and development regulations required by RCW 36.70A.130 (1), and the review of urban growth areas required by RCW 36.70A.130(3).
 - i. In the event of a dispute among jurisdictions relating to inconsistencies in collection and analysis of data, the affected jurisdictions shall meet and discuss methods of resolving the dispute.
 - ii. Nothing in this policy shall be construed to alter the land use power of any Thurston County jurisdiction under established law.
 - iii. Because inclusion of this policy is as a result of state mandated legislation, implementation of this policy shall be commensurate with state funding.
 - d. The Thurston Regional Planning Council will review the smaller area population projections to assure that the 20-year population is accommodated county-wide, and that urban growth areas are of sufficient area and densities to permit the projected urban population.
- 11.2. These county-wide policies will be reviewed upon the request of four jurisdictions.
- 11.3. Under the State Growth Management Act, authority for making changes to County-Wide Planning Policies (CWPPs) lies with Counties. The State Growth Management Act also states that counties are required to consult with the cities and towns within its borders regarding changes to the CWPPs. It is the role of the Thurston Regional Planning Council Urban Growth Management (UGM) Subcommittee to be the vehicle for this jurisdictional consultation process in Thurston County. Amendments to the Thurston County County-Wide Planning Policies must use the following process:
 - a. Proposed amendments are to be reviewed by the UGM Subcommittee, which consists of a representative from the City Council of each of the cities and towns in Thurston County and a representative from the Board of County Commissioners.
 - b. Technical assistance will be provided to the UGM Subcommittee by jurisdictional Planning Directors or their designated representatives.
 - c. It is the responsibility of the UGM Subcommittee members to coordinate with their respective Councils regarding amendments to the CWPPs and to do so prior to the UGM Subcommittee making its recommendation on the amendments to the Board of County Commissioners.

- d. The UGM Subcommittee will make a recommendation on the amendments to the CWPPs directly to the Board of County Commissioners.
- e. The Board of County Commissioners will hold a public hearing on the amendments to the CWPPs. This public hearing would allow Cities and Towns within Thurston County an opportunity to comment directly to the Board of County Commissioners on the amendments.

Tumwater City Plan 2036

Lands for Public Purposes Element



Primary Partners:



Tumwater School District



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CITY OF TUMWATER
LANDS FOR PUBLIC PURPOSES ELEMENT

2016 Update/Adopted December 20, 2016
Amended December 2019, O2019-004

LANDS FOR PUBLIC PURPOSES ELEMENT
TABLE OF CONTENTS

TABLE OF CONTENTS

1.	INTRODUCTION	1
1.1	Introduction	1
1.2	County-Wide Planning Policies	5
1.3.	Sustainable Thurston.....	10
1.3.1	Priority Goals.....	10
1.3.2	Leadership & Participation Goals	10
1.3.3	Community Goals	11
1.3.4	Economy Goals.....	11
1.3.5	Housing Goals.....	11
1.3.6	Schools & Transportation Goals	11
1.3.7	Water Infrastructure Goals.....	11
1.3.8	Public Safety Goals.....	12
1.3.9	Solid Waste Goals	12
1.3.10	Environmental Goals.....	12
1.4	Population and Demand	12
1.5	Urban Growth Area.....	13
2.	CAPITAL FACILITIES INVENTORY	15
2.1	Transportation System	15
2.1.1	Streets and Roads.....	15
2.1.2	Regional Transit Facilities and Services	15
2.1.3	Transit Service and Facilities Inventory	16
2.1.4	Pedestrian and Bicycle System	18
2.2	Solid Waste Management	19
2.2.1	Pathways to Zero Waste.....	21
2.3	Sewage Treatment Facilities and Sanitary Sewer System	22
2.4	Stormwater Systems and Facilities.....	23
2.5	Water Systems and Facilities	23
2.6	Parks, Recreation, and Open Space.....	25
2.7	Fire Protection and Emergency Medical Services	25
2.7.1	Administration.....	25
2.7.2	Suppression.....	26
2.7.3	Emergency Medical Services.....	26
2.7.4	Training	26
2.7.5	Fire Prevention	26
2.7.6	Summary.....	26
2.8	Police Protection.....	28
2.8.1	Administration.....	28
2.8.2	Patrol.....	29

**LANDS FOR PUBLIC PURPOSES ELEMENT
TABLE OF CONTENTS**

2.8.3	Traffic.....	29
2.8.4	Investigation.....	29
2.8.5	Crime Prevention.....	29
2.8.6	Summary.....	29
2.9	School Facilities.....	30
2.10	Library Services	33
2.11	City Facilities	33
3.	ESSENTIAL PUBLIC FACILITIES SITING AND EXPANSION	35
3.1	Growth Management Act.....	35
3.2	County-Wide Planning Policy	36
3.3	Siting Process for Essential Public Facilities in Tumwater	36
4.	GOALS, POLICIES, AND ACTIONS.....	46
4.1	Lands for Public Purposes Goals, Policies, and Actions	46

LIST OF TABLES

Table 1.	Foundational Plans and Data	2
Table 2.	Tumwater and Urban Growth Area 20-Year Population Projection.....	13
Table 3.	Population Growth by Fire District	27
Table 4.	Essential Public Facilities from TMC Figure 18.56.140(A)	40
Table 5.	Essential Public Facilities from TMC Figure 18.56.140(B)	45

LIST OF FIGURES

Figure 1.	Population Growth by Fire District	28
Figure 2.	Tumwater School District Boundary	30
Figure 3.	School District Population Growth Projection.....	31

LIST OF 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

1. INTRODUCTION

1.1 Introduction

The Lands for Public Purposes Element addresses those facilities and lands owned, operated, or franchised by a unit of general or special purpose local government for the health, safety, and general wellbeing of its citizens. Lands for public purposes also include utility corridors owned or operated by private utilities subject to public service obligations. Public facilities, public services, and private utility corridors are included in this definition.

Lands for public purposes include buildings, equipment, and whole systems of activities of governmental services provided for the public. They are important components of a city and add measurably to the quality of urban life.

Essential public facilities are those public facilities that are typically difficult to site. They include airports, state education facilities, regional transit authority facilities as defined in RCW 81.112.020, state or regional transportation facilities as defined in RCW 47.06.140, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020. Chapter 3 of this Element identifies locally- essential public facilities and identifies a process for siting those facilities.

The demand for more and varied community facilities and services increases as urban growth continues, population grows, existing facilities become obsolete, and living standards and expectations rise. This plan will identify issues and policies that ensure a provision of lands for public purposes and essential public facilities that is coordinated with the overall Comprehensive Plan.

The Growth Management Act requires that Tumwater identify lands useful for public purposes. The Growth Management Act also requires that Tumwater prepare a prioritized list of lands necessary for the identified public uses including an estimated date by which the acquisition will be needed.

In light of the requirements of the Growth Management Act, the City has prepared the Lands for Public Purposes Element. This Element addresses some facilities directly and references other documents included in the Comprehensive Plan. The plan addresses lands for public purposes in both the City and its Urban Growth Area.

The goal of the Lands for Public Purposes Element is to determine the needs for public facilities in Tumwater and its Urban Growth Area for the next 20 years ensuring the City is able to accommodate new growth. Identification of specific sites and phasing of facilities where appropriate occurs when the City updates its Capital Facilities Plan. The Element also addresses lands for public purposes.

The Utilities Element is dedicated to planning for the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines consistent with RCW 36.70A.

The demand for more and varied community facilities and services increases as urban growth continues, population grows, existing facilities become obsolete, and living standards and expectations rise. This plan identifies issues and policies that ensure a provision of lands for public purposes and essential public facilities that is coordinated with the overall Comprehensive Plan and with provision of essential public facilities region-wide.

Table 1 identifies documents that address each of the listed facilities in detail. These documents are incorporated by reference into this plan.

Table 1. Foundational Plans and Data

Topic Index	Supporting Plans and Materials
General Policy	<ul style="list-style-type: none">• Land Use Element• County-Wide Planning Policies, Thurston County (2015)• Natural Hazards Mitigation Plan for the Thurston Region (2009)• Sustainable Thurston, Thurston Regional Planning Council (2013)
Utility Corridors	<ul style="list-style-type: none">• Utilities Element

Topic Index	Supporting Plans and Materials
Transportation System	<ul style="list-style-type: none"> • Parks, Recreation, and Open Space Plan (Element) • Transportation Element • Capital Facilities Plan (2016-2021) • 2040 Regional Transportation Plan, Thurston Regional Planning Council (2016) • Intercity Transit Strategic Plan (2016-2021) • Railroad Right of Way Preservation and Use Strategy for the Thurston Region (1992) • Regional Transportation Improvement Program, Thurston Regional Planning Council (2016-19) • Transportation Improvement Plan (2016-2021) • Thurston Regional Trails Plan (2007) • Brewery District Plan (2014)
Solid Waste Management	<ul style="list-style-type: none"> • Thurston County Solid Waste Management Plan, Thurston Regional Planning Council (2009)
Sewage Treatment Facilities and Sanitary Sewer Systems	<ul style="list-style-type: none"> • Capital Facilities Plan (2016-2021) • Sanitary Sewer Comprehensive Plan (2015) • Thurston County On-Site Sewage Management Plan (2014) • Wastewater Resource Management Plan, LOTT Clean Water Alliance (2015)

Topic Index	Supporting Plans and Materials
Stormwater Systems and Facilities	<ul style="list-style-type: none"> • Capital Facilities Plan (2016-2021) • Black Lake Basin Water Resource Protection Study, Thurston Regional Planning Council (2015) • Budd/Deschutes Watershed Plan, Thurston Regional Planning Council (2009) • Comprehensive Stormwater Implementation Plan (2002, 2016 Plan in development) • Deschutes River, Percival Creek, and Budd Inlet Tributaries Total Maximum Daily Load Water Quality Improvement Report and Implementation Plan, WA Department of Ecology (2015) • Northern Thurston County Groundwater Management Plan (1992) • Percival Creek Drainage Basin Plan, Thurston Regional Planning Council (1993) • Salmon Creek Comprehensive Drainage Basin Plan (2004) • Thurston Regional Drainage and Erosion Control Manual, Thurston Regional Planning Council (2009, 2016 Plan in development)
Water Systems and Facilities	<ul style="list-style-type: none"> • Conservation Element • Capital Facilities Plan (2016-2021) • Northern Thurston County Groundwater Management Plan (1992) • Water System Plan (2010-2015) • Wellhead Protection Plan (2010 informal update, 2016 update underway)
Parks, Recreation, and Open Space	<ul style="list-style-type: none"> • Conservation Element • Parks, Recreation, and Open Space Plan (Element) • Shoreline Master Program (2014) • Capital Facilities Plan (2016-2021)
Fire Protection	<ul style="list-style-type: none"> • Comprehensive Emergency Management Plan (2010) • Fire Master Plan (2009)
Police Protection	<ul style="list-style-type: none"> • Police Master Plan (2001)

Topic Index	Supporting Plans and Materials
School Facilities	<ul style="list-style-type: none"> Capital Facilities Plan (2014 – 2020), Tumwater School District (2014) Capital Facilities Plan (2016 – 2021), Olympia School District (2015)
Library Services	<ul style="list-style-type: none"> Timberland Regional Library Strategic Plan: Annual Timberland Regional Library Action Plan/Progress Report, Timberland Regional Library (2014-2018)
City Facilities	<ul style="list-style-type: none"> Capital Facilities Plan (2016-2021) City of Tumwater Resource Conservation Management Program (Phase 1 and 2) - Energy Conservation Assessment, State General Administration and Washington State University Extension Energy Program (2008)

1.2 County-Wide Planning Policies

The Growth Management Act requires that comprehensive plans be consistent with Thurston County's County-Wide Planning Policies, as amended in 2015. The following is a list of relevant policies that apply to this Element of the Comprehensive Plan. All County-Wide Planning Policies are adopted as Appendix B to the Comprehensive Plan. The relevant sections of the County-Wide Planning Policies to this element are cited below.

The Lands for Public Purposes Element contains goals, policies, and actions that address County-Wide Planning policies 1.1 through 1.14. These goals, policies, and actions support Tumwater and Thurston County's vision for compact, efficient urban development that phases outward from the urban core by efficiently providing Lands for Public Purposes to Tumwater and its Urban Growth Area.

II. Urban Growth Areas

2.2 The boundaries of the urban growth areas must meet the following criteria

[...]

b. Be served by or planned to be served by municipal utilities.

[...]

The Lands for Public Purposes element, along with the Utilities element, provides an overview of existing services (Chapter 2 of this element) to assist with the assessment of public services in the urban growth area.

III. Promotion of Contiguous and Orderly Development, Provision of Urban Services, and Protection of Rural Areas

3.1 Concentrate development in urban growth areas and protect rural areas by:

[...]

- c. Phasing urban development and facilities outward from core areas.*

[...]

- h. Where urban services and utilities are not yet available, require development be configured so urban growth areas may eventually infill and become urban.*

[...]

3.2 Coordinate Urban Services, Planning, and Development Standards through:

- a. Maximizing the use of existing infrastructure and assets and leveraging the value of these in building vital, healthy, and economically viable communities.*
- b. Making public investments that further multiple community goals, target identified priorities, and leverage additional investment.*

[...]

- d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost effective manner.*

- e. *Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.*
- f. *Developing and ensuring the enforcement of agreements between Thurston County and the cities and towns within its borders that ensure development occurring within unincorporated urban growth areas is consistent with city utility and storm water planning and conforms to the development standards and road/street level of services standards of the associated city or town.*
- g. *Phasing extensions of urban services and facilities concurrent with development and prohibiting extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to service existing development in rural areas with public health or water quality problems.*
- h. *Identifying, in advance of development, sites for schools, parks, fire and police stations, major storm water facilities, greenbelts, open space, and other public assets. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area.*

3.4 *Provide Capacity to accommodate planned growth by:*

- a. *Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, storm drainage systems, municipal services, parks, and schools to serve growth that is planned for in adopted local comprehensive plans; and*
- b. *Protecting groundwater supplies from contamination and maintaining ground water in adequate supply by identifying and reserving future supplies well in advance of need.*

Chapter 3 of this element explains the process for siting and expanding essential public facilities to best support the creation of dense, urban development in appropriate areas while protecting rural areas and the resources they provide. Chapter 2 also provides the rationale behind the siting and the future need for expansions of some of the public services Tumwater provides.

V. *Siting County-Wide and State-Wide Public Capital Facilities*

The County-Wide requirements for the siting public capital facilities are met by this element in Chapter 2: Siting and Expansion.

IX. *TRANSPORTATION*

- 9.1 *Increase transportation choices to support all ranges of lifestyles, household incomes, abilities, and ages.*
- 9.2 *Increase opportunities for ride transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.*
- 9.3 *Encourage efficient multi-modal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.*
 - a. *Local comprehensive plans will consider the relationship between transportation and land use density and development standards.*
 - b. *Local comprehensive plans and development standards should provide for local and regional pedestrian and bicycle circulation.*
 - c. *Improved transit service will be based on Intercity Transit's plans, informed by and consistent with the regional transportation plan and local comprehensive plans.*

[...]

Section 2.1 offers an inventory of the transportation system, references to more in depth plans, and some long-term goals for improving multi-

modal transit options.

X. ENVIRONMENTAL QUALITY

10.3 *Protect the soil, air, surface water, and groundwater quality, through:*

[...]

- b. *Ensuring adequate clean water is available to support household and commercial needs while sustaining ecological systems through conservation, balancing of uses, and reuse.*
- c. *Protecting ground and surface water and the water of the Puget sound from further degradations by adopting and participating in comprehensive, multi-jurisdictional programs to protect and monitor water resources for all uses.*

[...]

10.4 *Take action to conserve resources, increase use of renewable resources, and decrease dependence on non-renewable resources by:*

[...]

- b. *Encouraging the reuse and recycling of materials and products and reduction of waste to the maximum extent practicable.*

[...]

Water conservation, wellhead protection, and low impact development standards are discussed within this element as a means of protecting water quality. Section 2.2.1 addresses how Tumwater might begin to increase reuse and recycling through the Pathways to Zero Waste, a blend of innovative policies to reduce waste production and accumulation.

1.3. Sustainable Thurston

Tumwater adopts as part of the Lands for Public Purposes Element of the Comprehensive Plan, the following Sustainable Thurston Goals:

1.3.1 Priority Goals

- Priority Goal 3: Create a robust economy through sustainable practices.
- Priority Goal 4: Protect and improve water quality, including groundwater, rivers, streams, lakes, and the Puget Sound.
- Priority Goal 5: Plan and act toward zero waste in the region.
- Priority Goal 6: Ensure that residents have the resources to meet their daily needs.
- Priority Goal 8: Ensure that the region's water supply sustains people in perpetuity while protecting the environment.
- Priority Goal 9: Move toward a carbon-neutral community.
- Priority Goal 10: Maintain air quality standards.
- Priority Goal 11: Provide opportunities for everyone in the Thurston Region to learn about and practice sustainability.
- Priority Goal 12: Make strategic decisions and investments to advance sustainability regionally.

1.3.2 Leadership & Participation Goals

- L-1: Become a model for sustainability and livability. Identify resources, organizational structure, and educational opportunities to achieve regional sustainability goals.
- L-2: Develop regional plans and strategies essential to meeting sustainability priority goals and targets.
- L-3: Increase regional, multi-regional, and state coordination and collaboration.

1.3.3 Community Goals

C-1: North County — Urban Corridors & Centers: Create vibrant city centers and activity nodes along transit corridors that support active transportation and housing, jobs, and services.

1.3.4 Economy Goals

EC-4: Provide robust infrastructure to support economic development.

EC-5: Ensure adequate supply of shovel-ready land along primary transportation corridors and invest in commercial and industrial redevelopment.

EC-6 Foster a progressive education system to match worker skills with employer needs.

1.3.5 Housing Goals

H-4: Maximize opportunity to redevelop land in priority areas by investing in infrastructure and environmental remediation.

1.3.6 Schools & Transportation Goals

S-1: Encourage safe and active school transportation to improve community health, economic, and environmental outcomes.

S-2: Improve community coordination to create schools that use land, tax dollars, and other resources efficiently.

S-3: Improve infrastructure around schools that results in safe pedestrian, bicycle, and bus access.

1.3.7 Water Infrastructure Goals

WI-1: Provide efficient and effective drinking water infrastructure.

WI-2: Manage wastewater in a cost-effective and environmentally sound way.

WI-3: Manage stormwater in a cost-effective and environmentally sound way.

WI-4: Expand the use of reclaimed water for non-potable uses.

1.3.8 Public Safety Goals

PS-1: Provide emergency services in a dependable and efficient manner to meet the dynamic needs of a diverse society.

PS-2: Create a resilient region by improving disaster preparedness, response, and recovery efforts, as well as by expanding public safety education.

1.3.9 Solid Waste Goals

SW-1: Plan and take action to reduce, reuse and recycle as much waste as possible and meet the needs of current and future populations.

SW-2: Continue to plan for, educate, assist, and offer access to safely and efficiently manage disposal and reduce hazardous waste.

1.3.10 Environmental Goals

E-2: Reduce the region's carbon footprint and protect critical infrastructure in case of extreme weather or sea level rise.

E-3: Conserve and protect drinking water to meet the region's daily and long-term needs.

E-4: Protect, preserve, and restore streams, wetlands, and shorelines to protect water quality.

1.4 Population and Demand

In order to determine possible needs and system capacities for lands used for public purposes over the 20-year planning period, it is necessary to project future population.

Table 2 shows projected population growth for Tumwater and its Urban Growth Area. The Thurston Regional Planning Council developed this and it is based upon a hybrid economic and demographic model.

Thurston Regional Planning Council has applied two growth scenarios in their projection: current trends and full density. The current projection shows that growth will occur as it has with existing zoning and development regulations. The

full density forecast assumes that development will occur in a more compact manner than presently occurs and that more growth will be accommodated in Tumwater and its Urban Growth Area. Given the goals and mandates of the Growth Management Act and the policies and land use designations used in the Land Use Element and the Housing Element, the full density population projection has been used.

Table 2. Tumwater and Urban Growth Area 20-Year Population Projection

	2015¹ Population	2035² Population	Population Increase	Percent Increase 2015-2035
Tumwater	21,939	34,680	12,741	58%
Urban Growth Area	3,250	8,203	4,954	152%
Combined Areas	25,188	42,883	17,695	70%

Source: ¹ Office of Financial Management, Forecasting Division

² The Profile, October 2015, Thurston Regional Planning Council, and the Population and Employment Forecast for Thurston County Final Report

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Table 2 shows the total population within Tumwater's city limits will be 34,680 by 2035.¹ The population within Tumwater's city limits was 21,939. This means an additional population of 12,741 must be accommodated within the city limits within the 20-year planning period.

1.5 Urban Growth Area

Section II of the Thurston County, County-Wide Planning Policies contains specific guidelines and policies for the provision of urban services within the Urban Growth Area. These policies are adopted by reference and are included in their entirety in the Appendix B of the Land Use Element.

County-wide policies should guide the development and provision lands for public purposes within the Tumwater Urban Growth Area. These policies are implemented through the Joint Planning process. Tumwater coordinates with the Thurston Regional Planning Council and Thurston County along with other service providers to

¹ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

identify areas of shared need for public facilities.

2. CAPITAL FACILITIES INVENTORY

2.1 Transportation System

The Transportation Element contains goals and policies for transportation, documents existing traffic conditions, develops a future and existing land use base traffic model, develops an impact fee program, and develops recommendations for traffic improvements including future transportation corridors.

The *Regional Transportation Plan* prepared by the Thurston Regional Planning Council addresses transportation needs on a region-wide basis.

The *Thurston Regional Planning Council Transportation Improvement Program* contains specific recommendations for transportation improvement within the County.

2.1.1 Streets and Roads

The Transportation Element is hereby incorporated by reference. It should be consulted for information on street and road corridors and the modal integration of Tumwater and its Urban Growth Area that is more detailed.

The Capital Facilities Plan identifies funding for the transportation improvements in Tumwater and it is hereby incorporated by reference.

2.1.2 Regional Transit Facilities and Services

The *Intercity Transit Strategic Plan* is the master planning document that drives Intercity Transit operations and service delivery. The plan, updated annually, highlights service concepts, resource priorities, capital investments, and policy direction. It is based on population growth, regional development, and financial forecasting. The *Intercity Transit Strategic Plan* includes operational policy positions that guide the agency and its vision for public transportation service delivery in the region, including within Tumwater. The *Intercity Transit Strategic Plan* is hereby incorporated by reference.

2.1.3 Transit Service and Facilities Inventory

There are six Intercity Transit routes directly providing service to and from Tumwater: Local Routes: 12, 13, 42, 43, 68, and Express Route 609 from Tumwater to Lakewood.

Fixed Local Transit Routes

Route 12: Olympia to Tumwater, a neighborhood collector via Capitol Blvd to Littlerock Road and Department of Health – Labor and Industries

- Weekdays: 30-minute peak and 60-minute off-peak service, 6 a.m. – 11 p.m.
- Weekends: 60-minute service from 8:15 a.m. – 8:40 p.m.

Route 13: Olympia to Tumwater, a trunk route via Capitol Blvd to Labor and Industries

- Weekdays: 15-minute service 6:15 a.m. – 5:45 p.m. then 30 to 60-minute service 5:45 p.m. – 10:50 p.m.
- Weekends: 60-minute service from 8:45 a.m. – 10:50 p.m. Saturdays and to 8:10 p.m. Sundays

Route 42: Olympia to Tumwater, a circulator loop route via South Puget Sound Community College to County Accountability and Restitution Center – Family Court to Black Lake and Cooper Point

- Weekdays only: 30-minute service broken into four groupings for morning (7:15 – 9:00 a.m.), mid-day (12:00 – 1:30 p.m.), and late afternoon/evening (3:00 – 6:20 p.m.)

Route 43: Olympia to Tumwater, a neighborhood collector via Deschutes Parkway to the Courthouse, South Puget Sound Community College, and Tumwater Square

- Weekdays: 30-minute service 6:15 a.m. – 7:40 p.m.
- Saturdays: 60-minute service 8:45 a.m. – 7:10 p.m.

Route 68: Olympia to Tumwater to Lacey, a neighborhood collector via Olympia Transit Center to Tumwater Square to Henderson Boulevard to Yelm Highway, Corp Center Transfer Station, via Ruddell Road, Mullen Road, Carpenter Road, and Pacific Avenue to the Lacey Transit Center

- Weekdays and Saturdays: 30-minute service morning and afternoon peak and 60-minute off peak, 6 a.m. – 8:30 p.m.

- Sundays: 60-minute service from 8:30 a.m. – 8:30 p.m.

Express Route 609: Tumwater to Lakewood Express service via Department of Health – Labor and Industries, Capitol Campus, Hawks Prairie Park and Ride to Lakewood Station-SR 512 Park and Ride. Grant funded through mid-June 2017

- Weekdays only: 10 northbound trips and 11 southbound trips between 5 a.m. – 7:30 p.m.

Paratransit Service

Dial-A-Lift: On-demand service at least 24-hour reservation for qualified mobility challenged clients: operates seven days a week throughout the service district following the same operating hours as fixed route service. The service covers up to $\frac{3}{4}$ mile on either side of a fixed route in urban areas and up to 1 $\frac{1}{2}$ miles either side of a fixed route in rural areas.

Commuter Vanpool Program

Vanpool: Groups of 5 – 15 people lease a commuter van on a monthly basis to commute to/from work. A van group must originate in or end in Thurston County to qualify for its use. Intercity Transit currently has approximately 200 vanpools operating weekdays throughout the Puget Sound area. Groups are traveling as far south as Chehalis as well as north to Bremerton, Renton, Redmond, and Seattle.

- Vanpools ending in Tumwater: 39
- Vanpools originating in Tumwater: 4

Employment Assistance Program

Village Vans: Federal and state funded program offers two free programs: driver training/job skills and work-related transportation for low-income job seekers. Vans operate throughout Intercity Transit's service district. Program coordinates efforts with a number of service organizations and South Puget Sound Community College, including "WorkSource Thurston County," located on Irving St SW, Tumwater.

Capital Facilities in Tumwater

Tumwater Square: Currently, four routes serve this on-street location on weekdays and Saturdays, and three routes on Sundays. Tumwater

Square includes bus shelters and waiting areas on both sides of Cleveland Avenue, adjacent to the Safeway grocery store. Routes 12, 13, 43, and 68 serve this stop as does Rural and Tribal Transit vans.

In line with the Brewery District Plan, the City and Intercity Transit are working on moving the Tumwater Transfer Station to Capitol Boulevard, between Custer Way and Cleveland Avenue.

State office – Department of Labor and Industries: Intercity Transit maintains a transfer stop at the main entrance to the Labor and Industries Building. Routes 12, 13, and 609 serve this stop as does Rural and Tribal Transit.

Tumwater Park and Ride Lot: Agreement with property owner of State Department of Health facility to use 30 stalls of the parking lot at Israel/Bonniewood Drive SE. Routes 12 and 609 serve this lot.

South Puget Sound Community College (Olympia): InterCity Transit maintains a transfer stop at the main entrance to the community college. Routes 42, 43, and 44 serve this stop.

Bus Stops/Shelters: There are approx. 945 bus stops throughout Intercity Transit's service district. Of those, about 120 are within Tumwater.

Other Public Transportation Service Providers

Rural and Tribal Transit: Operates 4 fixed routes between the South County (Rochester, Grand Mound, Centralia, Bucoda, Tenino, Rainier, and Yelm/Nisqually Reservation). Rural and Tribal Transit provides service to the State's Labor and Industries building and to InterCity's Tumwater Square Transfer Station. Riders can transfer to and from Intercity Transit service at either of these transfer points. Weekdays only: trip schedules vary but generally from 6 a.m. – 6 p.m. on most routes.

2.1.4 Pedestrian and Bicycle System

Promoting the increased use and safety of bicycling and walking as transportation modes is city, regional, state, and federal transportation policy.

The purpose of a pedestrian and bicycle transportation system is to provide opportunities to walk or ride a bicycle safely as part of their everyday life. The vision for a system of connected biking and walking infrastructure requires the creation of a changed transportation system that offers not only choices among travel modes for specific trips, but more importantly presents these options in a way that they are real choices that meet the needs of individuals and society as a whole. Some of the long-term goals of effectively designed pedestrian and bicycle systems include:

- Doubling the percentage of trips taken by bicycling and walking for all transportation purposes and simultaneously reduce the number of bicyclist injuries and fatalities.
- Increasing the number of bicyclists and pedestrians or increasing facility mileage each year.
- Improving the connections among bicycle, pedestrian, and transit systems.
- Allowing people to bicycle safely and conveniently within five miles of their homes and to make streets and roads "bicycle friendly" and well designed to accommodate both motorized and non-motorized modes of transportation.

Network performance criteria should be developed. Some applicable criteria would be accessibility, directness, continuity, route attractiveness, low numbers of conflicts with other route users, number of bicycle links with transit, cost, and ease of implementation.

The *Thurston Regional Trails Plan*, the Transportation Element, and the Tumwater Parks, Recreation, and Open Space Plan address the creation of trails as a means of transportation for pedestrians and bicyclists.

2.2 Solid Waste Management

The *Thurston County Solid Waste Management Plan* addresses waste management in all incorporated and unincorporated areas of Thurston County.

The *Thurston County Solid Waste Management Plan* is hereby incorporated by reference. It should be consulted for information on landfill siting and solid waste management for Tumwater and the Urban Growth Area that is more detailed.

Each year the solid waste disposal system is reviewed through the County's Capital Facilities Plan. The County's Capital Facilities Plan process identifies those capital projects required to meet the policy goals and objectives in the *Thurston County Solid Waste Management Plan* and the *Thurston County Comprehensive Plan*, to comply with federal and state law, and address facility safety, operational, capacity, and obsolescence issues.

The project assessment objectively ranks projects based on:

- Ability to meet level of service
- Regulatory compliance
- Health and safety goals and policies
- Sustainability
- Technical feasibility
- Other associated costs

Projects are scheduled over a six-year period relative to their ranking.

The majority of waste generated within the county passes through the Thurston County Waste and Recovery Center prior to being sent for disposal or recovery. The Thurston County Waste and Recovery Center was built on the Hawks Prairie Landfill, and was opened when the landfill closed in 2000. The landfill had served as the primary disposal facility in the county.

The Thurston County Waste and Recovery Center contains a collection of solid waste facilities, including a tollhouse, a recycling drop off center, a yard waste drop off facility, a hazardous materials drop off center (HazoHouse), and a transfer station. The facility is located just outside of Lacey in the northeastern portion of the county along the I-5 corridor. In addition, there is a demonstration garden called the "Closed Loop Park." Thurston County provides space to Goodwill Industries for a collection center at the entrance to the facility.

The Thurston County Waste and Recovery Center transfer station was constructed by Allied Waste Industries, Inc. (Allied) and LeMay to serve as the main collection point for all municipal solid waste collected in the county to be transferred to the Roosevelt Landfill. On average, the Thurston County Waste and Recovery Center receives about 550 tons per day of municipal solid waste.

In addition to household solid waste, this includes:

- 100 tons/day of construction and demolition waste;
- 42 tons/day of yard and food waste; and
- 4 tons/day of recyclable materials.

A new HazoHouse facility is a priority within the County Solid Waste System. While the operational mitigation measures at the current facility have allowed Thurston County to work with the State Department of Ecology and the County Health Department to keep it open while a new facility is designed, they have indicated that a new facility is needed. The new facility should be constructed to meet, at a minimum level, the state minimum standards for municipal waste collection facilities. The facility could be at the same location at the Thurston County Waste and Recovery Center, which is on top of the existing landfill, to make continued use of the protection offered by the landfill liner. However, since the current facility is located on the old landfill, foundation improvements and a robust landfill-gas-capture and management system are necessary.

A new facility could also be sited at the Thurston County Waste and Recovery Center on solid ground at the property leased by Lakeside Asphalt and Paving. This location would require less foundation work, a less complex landfill-gas management system, and significantly less capital expense. Additional locations nearer the center of the population centers may also be viable. Thurston County has is planning for a replacement facility but has not decided on a site on which to construct it.

2.2.1 Pathways to Zero Waste

Despite new technologies and processes that have improved the ability of residents, businesses, and municipalities to handle, sort, and recycle materials, recycling volumes, including yard and food waste, in Thurston County have only improved slightly, and currently make up less than one percent of the total waste stream or 4 tons out of 550 tons per day. As landfills close and the city seeks innovative solutions to the problem of higher waste disposal costs, state government has fewer resources to help. Meanwhile, solid waste management is an important contributor to greenhouse gas emissions, which Washington is bound by law to reduce 25 percent by 2020 below 1990 levels and 80 percent by 2050.

Through a blend of innovative policies, ranging from technical assistance to legislation to initiatives to support and grow recycling markets, the *Solid Waste*

Plan should address these challenges and place the region on the pathway to higher reuse and recycling volumes and reduced disposal that will make zero waste a reality including:

- Providing assistance to dramatically increase recycling and re-use;
- Seizing green economic opportunities to build local markets, jobs, and firms in recycling, re-use, and related material management efforts;
- Explore innovative and alternative technologies for converting municipal solid waste to energy or fuel when financially practical and environmentally safe;
- Increasing producer responsibility to reduce waste that needs to be recycled or disposed of by municipalities and eliminate products containing toxic chemicals from disposal; and
- Developing integrated solid waste management systems that minimize the amount of material that must ultimately be disposed of.

2.3 Sewage Treatment Facilities and Sanitary Sewer System

Sanitary sewage treatment in Tumwater is provided by the LOTT interception and treatment system. The LOTT system is based on a joint agreement, and it was created to serve the sewage collection and treatment needs of the cities and urban growth areas in north Thurston County. Participating members include the cities of Lacey, Olympia, Tumwater, and Thurston County.

LOTT has purchased a portion of the former Olympia Brewery and plans to build a reclaimed water treatment plant there. LOTT and the City of Tumwater recently extended a reclaimed water line and storage tank to the south side of the Tumwater Valley Golf Course. This tank stores reclaimed water that is being used to irrigate the golf course. LOTT's mid-range plan is to extend this water line east to Henderson Boulevard and then south to an infiltration facility next to Henderson on the bluff above the Deschutes River where LOTT has purchased land.

Currently, new development within the city limits and urban growth area is required to connect to LOTT if sewer line is available within reasonable distance, as defined in the City's Sewer Plan. Tumwater is in discussions with Thurston County, the cities of Olympia and Lacey, and LOTT on a plan to convert existing developments that are on septic systems to LOTT sewer lines. This is intended to reduce surface water and groundwater impacts from these existing systems.

Sanitary sewer systems for Tumwater and the Urban Growth Area are addressed in detail in the *Comprehensive Sewer Plan*. The *Comprehensive Sanitary Sewer Plan* covers the existing and proposed sanitary sewer collection and conveyance system for the city limits and the Urban Growth Area.

The *Comprehensive Sanitary Sewer Plan* and any subsequent updates to this plan are incorporated by reference. It should be consulted for information on sanitary sewer systems and facilities within Tumwater and the Urban Growth Area that is more detailed.

The Capital Facilities Plan identifies funding for the Tumwater sanitary sewer system and it is incorporated by reference.²

2.4 Stormwater Systems and Facilities

Improvements to Tumwater's stormwater system are identified in the Capital Facilities Plan. This plan is incorporated by reference. In addition to these projects, Tumwater has implemented a comprehensive stormwater program since 2007 to meet National Pollutant Discharge Elimination System (NPDES) – Phase II permit requirements. Tumwater has also adopted groundwater-monitoring standards, similar to that of Thurston County, to examine long-term groundwater quality trends in the Salmon Creek Drainage Basin, Black Lake Drainage Basin, and Deschutes River Watershed and require developments to limit impacts of the projects to neighboring properties.

2.5 Water Systems and Facilities

The *Comprehensive Water System Plan* reviews land use, demands within the city's service area, supply sources, system deficiencies, and capital improvements to address those deficiencies, and water quality, including wellhead protection and utility operations and maintenance. This plan recognizes the need for coordination between

² Because LOTT is effectively an extension of the City (and the other partners), agreements are not needed to accommodate growth. However, coordinated planning is essential to ensuring capacity exists for Tumwater and all the LOTT partners. Every year, LOTT revisits the planning horizons with each jurisdiction and develops a capital program to accommodate growing demands. As we saw with the forecasts in the 2010 Water System, earlier growth projections sparked an aggressive capacity-building era at LOTT to ensure sufficient treatment capacity for future years. In 2015, LOTT re-evaluated growth projections and it has slowed capacity-building projects to reflect current growth projections more accurately.

land use and water service provision. The Tumwater City Council adopted the *Comprehensive Water System Plan* and the State Department of Health approved it.³

The City's *Wellhead Protection Plan*, most recently updated in 2016, addresses groundwater protection. The plan identifies regulated areas where a program systematically reviews the management, use, and disposal of hazardous materials, details an early response-monitoring program, and outlines policies and goals for maintaining protections for groundwater. Wellhead protection requirements are also identified in Title 16 of the Tumwater Municipal Code (aquifer and wellhead protection standards). The implementation of Tumwater's Low Impact Development (LID) ordinance will provide best management practices in design and development to minimize stormwater runoff that could potentially harm Tumwater's water sources.

The *Comprehensive Water System Plan* and the *Wellhead Protection Plan* are hereby incorporated by reference. It should be consulted for information on water systems and facilities within Tumwater that is more detailed.

The Capital Facilities Plan identifies funding for the Tumwater water system and it is incorporated by reference.

³ In the 2010 Water System Plan, the planning forecast was based on growth and regional forecasts that have since changed for longer-term growth. For example, the forecast called for an Average Day Demand (ADD) of 4.45 Million Gallons Per Day (MGD) by 2015 (without conservation measures) and a Peak Day Demand (PDD) of 10.69 MGD.

In 2015, the City's actual ADD was 2.75 MGD (62% of the forecast) and PDD was 5.9 MGD (55% of forecast). The City's water plans are historically more conservative than reality, as the City plans for "worst case scenario" and heavy fast growth – in this case was experienced in the area from 2006-2008. All growth factors have relaxed, and the forecasts will be updated over the next year as part of the updated Water Plan to reflect this.

Regardless, the City continues to improve operational efficiency, encourage water conservation strategies, and seek new sources of water. Three such sources that were not addressed in the water system plan include a 1,000 gallon per minute (gpm) / 300 acre-feet (acft) water right under current negotiation for acquisition, another water right under negotiation for ~450 gpm / 172 acft, and the third the City will process for transfer in 2017 at the golf course for 2,000 gpm / 400 acft. All these acquisitions, aside from new water rights being pursued, will help the City meet the needs of future growth.

The City is actively pursuing development of the Brewery Wellfield, with planning and design efforts to get underway in 2017. In addition, work on the Southwest Wellfield will pick up in 2017, as well site approval has been received from the Thurston County Health Department. Other major projects completed since the 2010 water system plan include wellfield improvements, including replacement of two failing wells and expansion of production capacity at the Bush Wellfield.

2.6 Parks, Recreation, and Open Space

Recreation, the pursuit of leisure activities, enjoyment of the outdoors, and preservation of open space, habitat, and the natural environment are essential elements in maintaining a balance in the quality of life in Tumwater.

The Parks, Recreation, and Open Space Plan (Element) is an element of the Comprehensive Plan and the Thurston County Joint Plan for the Tumwater Urban Growth Area. A 20-year vision for parks, recreation programs, open space, and trails is identified in this plan. The Parks, Recreation, and Open Space Plan (Element) is incorporated by reference. It is the source for more detailed information on parks and open space related issues for Tumwater and its Urban Growth Area.

The Capital Facilities Plan identifies funding for parks and related facilities and it is hereby incorporated by reference.

2.7 Fire Protection and Emergency Medical Services

The Tumwater Fire Department is responsible for protecting the city from fire, medical, natural, and man-made emergencies. The department provides rescue, fire extinguishment, fire prevention, fire and arson investigation, emergency medical services, hazardous materials services, disaster services, and public education activities to its citizens. In addition to providing these services to citizens, the department also provides fire services to the Olympia Regional Airport and Fire District 15. Medic One services are also provided. The functions of the department are divided into five major divisions: 1) Administration, 2) Suppression, 3) Emergency Medical Services, 4) Training, and 5) Fire Prevention.

2.7.1 Administration

The Administrative division of the Fire Department is responsible for the overall management and administrative direction, planning and budgeting for all units within the department. Administration maintains ongoing relations with the other City departments to assist in overall planning for the community's development. The Fire Chief is also responsible for negotiation of fire service contracts, intergovernmental agreements, and acts as the Disaster Coordinator. Included are costs reflecting the Thurston County (CAPCOM) communication costs for dispatch services.

2.7.2 Suppression

The Suppression division responds to all fire and Emergency Medical Service (EMS) calls. They also conduct public safety inspections and assist in educating the public to prevent fires. In addition, the Suppression division performs maintenance on the fire apparatus and the Fire Station facilities to guarantee readiness.

2.7.3 Emergency Medical Services

Members of the Emergency Medical Services (EMS) division respond to advanced life support emergencies as established by a contract with Thurston County Medic One. Medic personnel are assigned to the Suppression division as the workload permits. Tumwater also enters into an annual inter-local agreement with Thurston County, which, among other things, provides for 80% funding of the program.

2.7.4 Training

The Training division is responsible for coordinating and supervising all departmental training to meet the objectives of the Administration division as required. This division monitors and evaluates the training through observation of manipulative skills at drills and actual incidents.

2.7.5 Fire Prevention

The Fire Prevention division performs the coordination of efforts between the Fire Department and the Community Development Department. This division is responsible for the public safety of the citizens of Tumwater by implementing code enforcement, public education, and fire investigation.

2.7.6 Summary

Continued emphasis is being placed on the administration and enforcement of the Uniform Fire Code. This includes on-going inspections of structures for and of occupancy and requires coordination with the Community Development Department by being part of the team of the Development Review Committee.

The *Tumwater Fire Services Plan* is incorporated by reference. It should be referenced for information regarding fire protection in Tumwater that is more detailed. The Capital Facilities Plan identifies funding for fire facilities and it is hereby incorporated by reference.

The Tumwater Fire Department responds to calls from two city fire stations. The Headquarters Fire Station T-1, located next to Tumwater City Hall, serves the southern area of the city; and Station T-2, located at the intersection of Linwood Avenue and 2nd Avenue, serves the northern portion of the city.

Presently, fire protection is also provided in Tumwater's Urban Growth Area through four volunteer fire districts. These include:

- Fire District 9 – McLane
- Fire District 5 - Black Lake
- Fire District 11 – Littlerock
- Fire District 6 - East Olympia

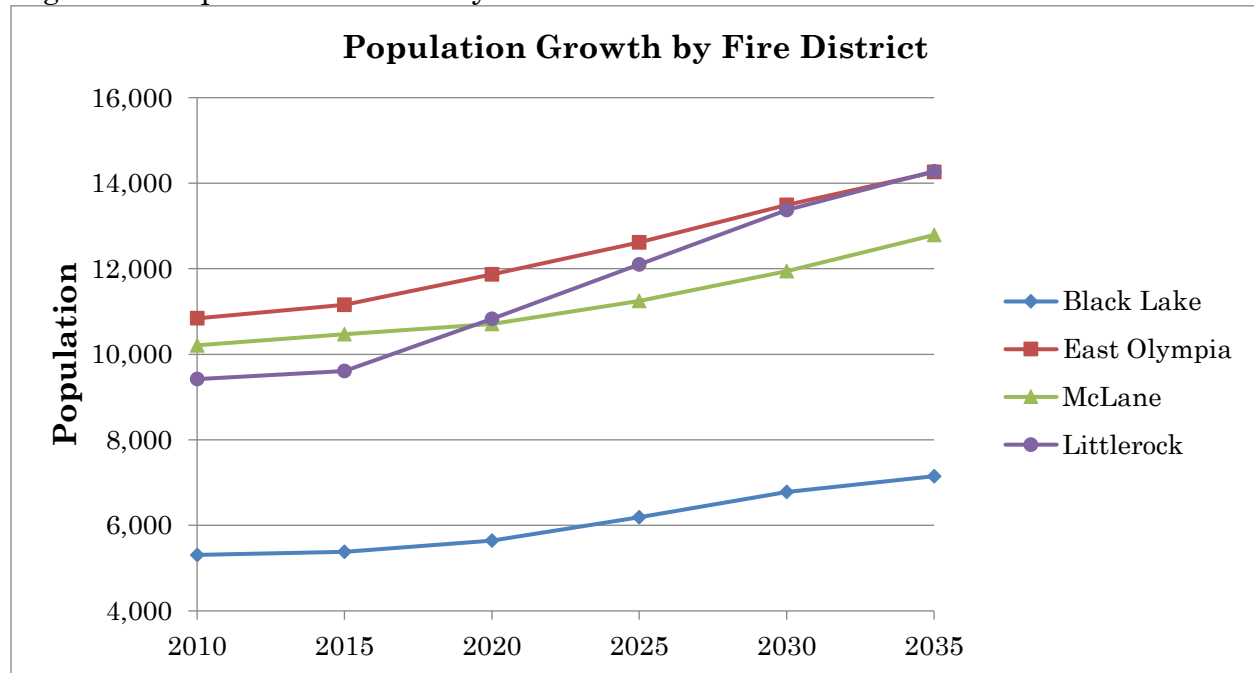
All Fire Districts in Thurston County are mapped in Appendix A.

Table 3. Population Growth by Fire District

Fire District	Year					
	2010	2015	2020	2025	2030	2035
Black Lake	5,310	5,380	5,640	6,190	6,780	7,150
East Olympia	10,840	11,160	11,870	12,620	13,490	14,260
McLane	10,210	10,470	10,710	11,250	11,940	12,790
Littlerock	9,420	9,610	10,830	12,100	13,370	14,280

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Figure 1. Population Growth by Fire District



Thurston County does not provide fire protection to county residents. Tumwater presently has reciprocal mutual response agreements with all of the above-listed fire districts. A reciprocal mutual response agreement is an agreement whereby a fire district and the city both provide assistance depending on which unit is able to respond first.

2.8 Police Protection

The Police Department is responsible for maintaining law and order and providing police services to the community under the direction of the Police Chief. The agency provides for the preservation of life, protection of property, and reduction of crime. The department is organized into five areas: 1) Administration, 2) Patrol, 3) Traffic, 4) Investigation, and 5) Crime Prevention.

2.8.1 Administration

The Administration unit provides the overall management and administrative direction, planning, budgeting, scheduling, inspection, and training for the department. Also included in this division is the records management function, which maintains incident reports and prepares management reports and records necessary for the effective operation of the department. Additionally, the unit handles telephone and personal requests for service from the public at the Police

Station. Tumwater continues to use the Nisqually Jail and Thurston County Accountability and Resource Center for holding and incarceration of defendants. Tumwater also enters into an interlocal agreement for all dispatch services with Thurston County CAPCOM.

2.8.2 Patrol

The Patrol unit deters and detects crime, apprehends violators, and renders other services designed to provide public protection. This is accomplished by preventive patrol, response to calls for service, and preliminary investigation and follow-up of reports and crimes.

2.8.3 Traffic

The Traffic unit promotes traffic safety and reduces traffic accidents. This is accomplished by enforcement of traffic laws, investigation of traffic accidents, providing input on engineering solutions for traffic safety, and public education.

2.8.4 Investigation

The Investigative unit conducts follow-up activities for serious cases, provides investigative assistance to the patrol unit, and investigates major crime scenes. This unit enforces narcotics violations through participation in the Thurston County Narcotics Task Force, performs crime analyses, and presents information to the Prosecutor's Office for filing of criminal proceedings.

2.8.5 Crime Prevention

Through pro-active patrol efforts, Tumwater Police reduce crime through public education and assistance in residential neighborhoods, the business community, and in the schools. They are responsible for planning and developing various community programs. The primary function is the administration of School Resource Officer program in the school system. The city sponsors the School Resource Officer program with staffing, training, and limited supplies. The Tumwater School District and the City are currently in discussions to expand the program to include two full time police officers.

2.8.6 Summary

The Police Department presently employs 32 commissioned officers and 5.5 non-commissioned administrative staff. The headquarters for this force is the Tumwater City Hall. Officers circulate throughout the city on patrol and respond to

calls from the dispatch center located at 2703 Pacific Avenue SE, Suite A, in Olympia. Because the police force is constantly patrolling throughout the city, there is no need for multiple full service police stations. However, in the past, the police have established a satellite station where an enhanced presence was needed, and it is anticipated this could occur again in the future if the need arises. The current police headquarters was recently expanded to provide space for additional personnel. Thus, an expanded or new police headquarters is not anticipated to be needed within the planning horizon of this plan.

The *Police Master Plan* is incorporated by reference and it should be referenced for specific recommendations. The Capital Facilities Plan identifies funding for police facilities and it is hereby incorporated by reference.

Tumwater has been strongly committed to creating and providing a high level of police protection and services. Police protection services should expand at a rate consistent with community need.

2.9 School Facilities

Tumwater is served almost exclusively by the Tumwater School District. The boundaries of the Tumwater School District are indicated in Figure 2. The Olympia School District serves a few small areas of the city near the northeast city boundary.

Figure 2. Tumwater School District Boundary

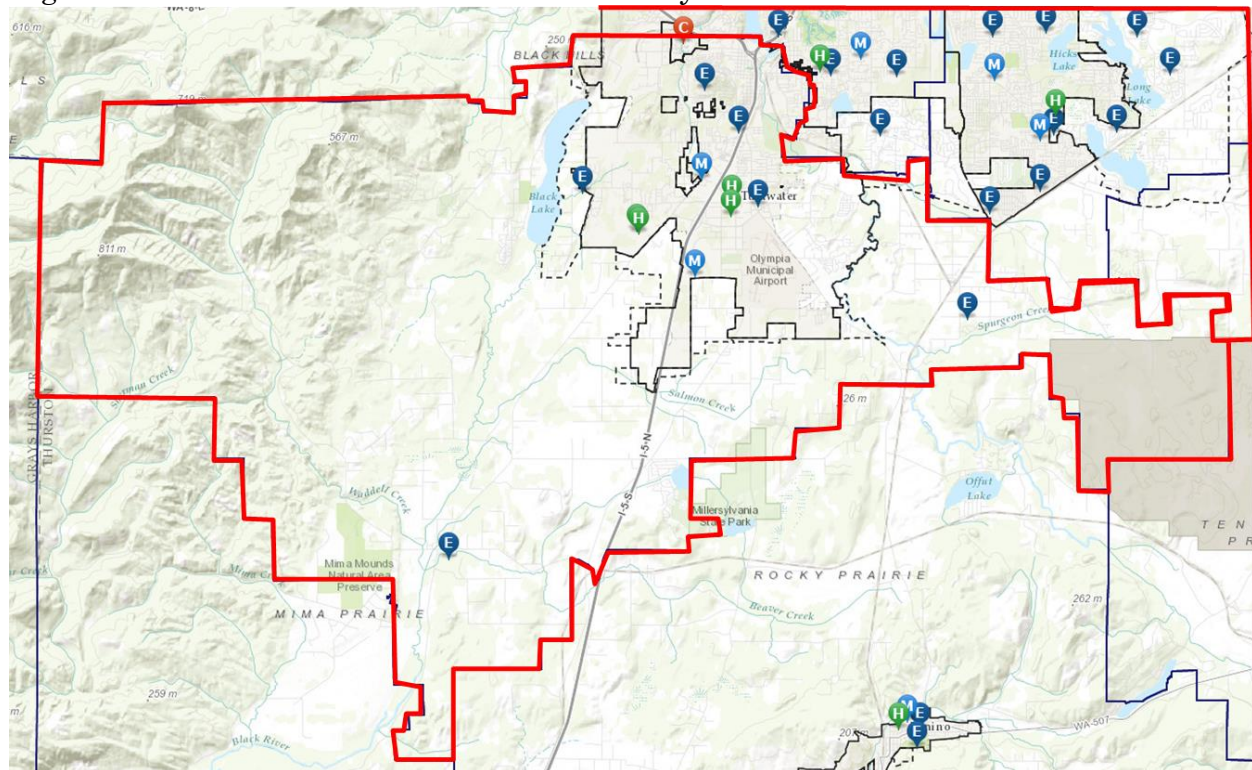
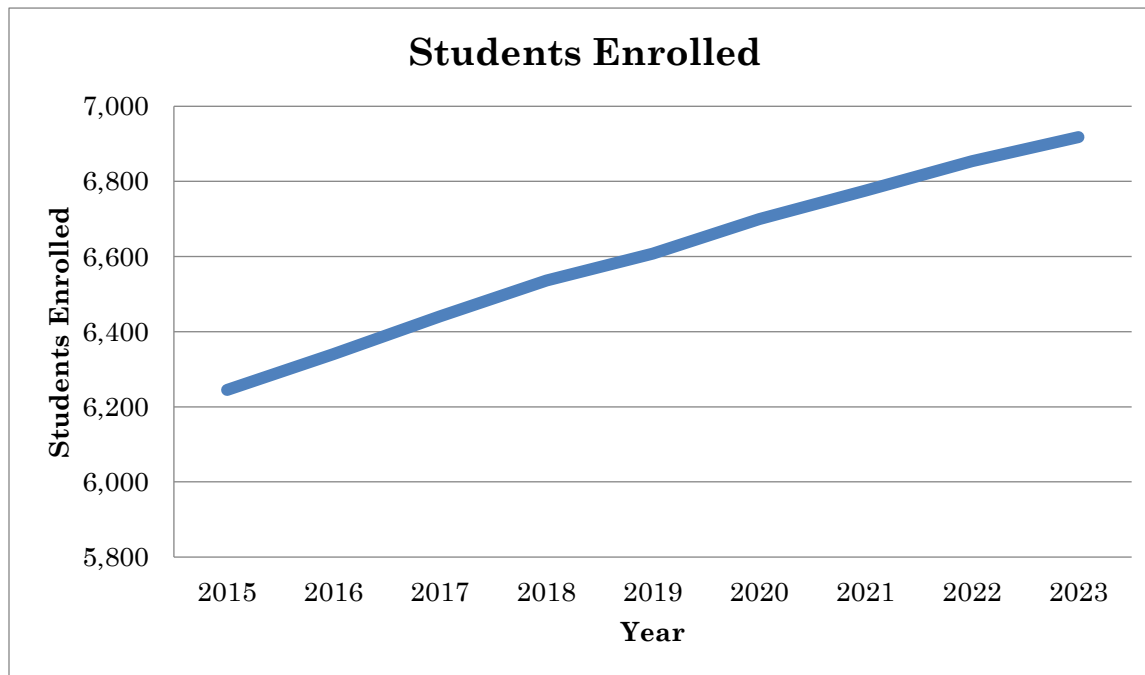


Figure 3. School District Population Growth Projection



Public schools are operated by local school districts and governed by state and federal laws and regulations. State funds provide a large part of school construction financing. School districts raise additional funds from local property taxes. State laws and State Board of Education Rules set standards for funding levels and facility development. School districts perform the task of planning new school facilities within those guidelines.

Tumwater works in cooperation with the Tumwater School District and the Olympia School District to determine and plan for the needs of the districts in Tumwater's Urban Growth Area for the 20-year planning period. The districts have provided information regarding proposed new school facility locations and site criteria. Tumwater will make every effort to assist the Tumwater School District in providing needed facilities as population growth in Tumwater and its Urban Growth Area occurs. Further, the annual update of Tumwater's Capital Facilities Plan includes short-term needs for both Tumwater and Olympia School Districts and it is incorporated as part of the Lands for Public Purposes Element by reference.

Tumwater and the school districts should meet regularly to formally discuss the district's capacity needs and evaluate siting options, including the need for new and upgraded schools (capacity), location of expected new growth, zoning and anticipated growth, and issues such as location, configuration, joint use, and school capture areas.

Tumwater can help to achieve this goal by ensuring that the environment around existing and future school sites is properly conducive to their needs. Tumwater should take into account the safety needs of schoolchildren and the need for school buildings to be appropriately accessible to their service areas. Additionally, Tumwater can ensure that school sites are planned for locations with adequate public facilities and services such as sewer, water, transportation, and law enforcement services.

In order to determine the need for new schools and to account for special growth conditions within the district, Tumwater School District has developed a method to project student enrollment. This method relies upon growth projections supplied by Thurston Regional Planning Council, consultants, and experience within the district. Two factors require that these projections be updated yearly. They are varying kindergarten enrollment, and unanticipated student in-migration.

The number of students per household is a factor the district uses to plan for new schools. Data reporting the number of students per household, by type of house, number of bedrooms, and grade level is available from the U.S. Census. This information is published by the U.S. Department of Commerce, Bureau of Census and is titled *“Demographic Multipliers for Common Configurations of Standard Housing Types for School-Age Children (by Grade Category).”*

The district has adopted the multipliers for the Pacific Northwest Region as the standard for determining the number of students generated from new developments. The multipliers adopted by the district have been adjusted from the Census multipliers to reflect the actual grade breakdown in the District.

Total student population for the Tumwater School District in 2015 was 6,245 and is expected to increase to 6,918 by 2023, an 11% increase.

The School District utilizes a Boundary Committee to monitor enrollment in the district and recommend modifications of attendance zones for elementary, middle, and high school sites. The Committee consists of staff and interested parents. The committee makes its recommendations to the School Board for actual adoption. The location of new elementary schools is based upon growth trends around existing schools and the location of new development. General areas are identified for the placement of a new elementary school because of the need to provide relief from overcrowding of existing elementary schools. The same is true for secondary schools.

2.10 Library Services

Tumwater Timberland Library is a member of the Timberland Regional Library District. The district consists of 27 community libraries and 7 cooperative library centers in five counties in southwest Washington State: Grays Harbor, Lewis, Mason, Pacific, and Thurston counties. The Administrative Service Center is in Tumwater. Books and other materials are exchanged freely with all member libraries within the district.

Tumwater Library began in 1965 as a storefront library in the Southgate Shopping Center. The library has been a part of the Timberland Regional Library District since 1983. A new 17,300 square-foot library, located adjacent to Tumwater City Hall on New Market Street, opened in March 1995. Circulation at the Tumwater Timberland Library has increased significantly since 1995. A total of 292,729 items were checked out in 1995, compared to 391,261 items in 2001, and in 2015, a total of 488,668 were checked out, an increase of more than 20% even with the popularity of online media. While the library facility should be sufficient to provide library services to the community within the planning period, consideration should be given to modernization to keep pace with rapidly changing electronic media, books, and related services.

2.11 City Facilities

Tumwater City Hall provides a center for local governmental activities in Tumwater. City Hall was relocated in 1988 from a site at the intersection of Second Avenue and Bates Street to its present location on Israel Road. City Hall was relocated to the southern area of Tumwater to reflect the future growth of Tumwater and to provide a more central focus.

Tumwater City Hall is located in the Tumwater Town Center. The town center consists of approximately 200 acres and Israel Road, Tumwater Boulevard, and Interstate 5 border it. The *Tumwater Comprehensive Plan* envisions a broad mix of uses in this area that are high density, transit-supportive, and pedestrian and bicycle friendly.

City Hall provides office space for the Mayor, City Administration, City Attorney, and the following departments: Community Development, Finance, Administrative Services, Parks and Recreation, Police, and Public Works. Additional space is provided in the former fire station at the intersection of Israel Road and Capitol Boulevard and is currently used by facilities maintenance staff.

The current City Hall is reaching capacity and will likely need to be expanded or supplemented with an additional building within the planning horizon of this plan. The city has purchased the former Trails Arena in anticipation of moving the Public Works Shop to this location. A draft master plan for the City Hall campus exploring potential expansion options at the current City Hall location is being prepared.

3. ESSENTIAL PUBLIC FACILITIES SITING AND EXPANSION

This chapter of the Lands for Public Purposes Element addresses the identification, siting, and expansion of essential public facilities. This process was developed by the Thurston Regional Planning Council to provide guidance for the implementation of County-Wide Planning Policy V, which recommends that a regional process for the siting of essential public facilities be developed. County-Wide Planning Policy V originated from a requirement in the Growth Management Act itself.

3.1 Growth Management Act

The following language is specified in the Growth Management Act and provides the background for the development of County-Wide Planning Policy V and the process identified in this chapter [Note: The following language is taken from RCW 36.70A.200 Siting of Essential Public Facilities.]

- (1) *The comprehensive plan of each county and city that is planning under this chapter shall include a process for identifying and siting essential public facilities. Essential public facilities include those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, State and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities group homes, and secure community transition facilities as defined in RCW 71.09.020.*
- (2) *Each county and city planning under RCW 36.70A.040 shall, not later than September 1, 2002, establish a process, or amend its existing process, for identifying and siting essential public facilities, and adopt or amend its development regulations as necessary to provide for the siting of secure community transition facilities consistent with statutory requirements applicable to these facilities.*
- (3) *The Office of Financial Management shall maintain a list of those essential public facilities that are required or likely to be built within the next six years. The Office of Financial Management may at any time add facilities to the list.*
- (4) *No local comprehensive plan or development regulation may preclude the siting of essential public facilities.*

3.2 County-Wide Planning Policy

Section V of the Thurston County, County-Wide Planning Policies contains guidelines for development of a process for identifying and siting essential public facilities as recommended in the Growth Management Act. These guidelines are as follows:

- 5.1 *Cooperatively establish a process for identifying and siting within their boundaries public capital facilities of a county-wide and statewide nature, which have a potential for impact beyond jurisdictional boundaries. The process will include public involvement at early stages. These are facilities that are typically difficult to site, such as airports, terminal facilities, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.*
- 5.2 *Base decisions on siting county-wide and statewide public capital facilities on the jurisdiction's adopted plans, zoning and environmental regulations, and the following general criteria*
 - a. *County-wide and state-wide public capital facilities shall not have any probable significant adverse impact on lands designated as critical areas or resource lands; and*
 - b. *Major public facilities that generate substantial traffic should be sited near major transportation corridors.*

3.3 Siting Process for Essential Public Facilities in Tumwater

The following process outlined in TMC 18.56.140 shall be used for siting the essential public facilities identified in Table 5. This process was developed by the Thurston Regional Planning Council to provide guidance for the implementation of County-Wide Planning Policy V.

Essential public facilities identified as conditional uses in the applicable zone district or land use designation shall be subject, at a minimum, to the following requirements.

1. Classify essential public facilities as follows:
 - a. Type One. Multi-county facilities. These are major facilities serving or potentially affecting more than one county. These

facilities include, but are not limited to, regional transportation facilities, such as regional airports; State correction facilities; and State educational facilities.

- b. Type Two. These are local or interlocal facilities serving or potentially affecting residents or property in more than one jurisdiction. They could include, but are not limited to, county jails, county landfills, community colleges, sewage treatment facilities, emergency communication towers and antennae, secure community transition facilities, and inpatient facilities (e.g., substance abuse facilities, mental health facilities, and group homes). (Note: Such facilities, which would not have impacts beyond the jurisdiction in which they are proposed to be located, would be Type Three facilities.)
- c. Type Three. These are facilities serving or potentially affecting only the jurisdiction in which they are proposed to be located.

In order to enable the City to determine the project's classification, the applicant shall identify the proposed service area of the facility and the approximate area within which the proposed project could potentially have adverse impacts, such as increased traffic, public safety risks, noise, glare, emissions, or other environmental impacts.

- 2. Provide early notification and involvement of affected citizens and jurisdictions as follows:
 - a. Type One and Two facilities. At least ninety days before submitting an application for a Type One or Type Two essential public facility, the prospective applicant shall notify the affected public and jurisdictions of the general type and nature of the proposal, identify sites under consideration for accommodating the proposed facility, and identify opportunities to comment on the proposal. Applications for specific projects shall not be considered complete in the absence of proof of a published notice regarding the proposed project in a newspaper of general circulation in the affected area. This notice shall include the information described above and shall be published at least ninety days prior to the submission of the application.

It is expected that an Environmental Impact Statement may be required for most Type One and Type Two facilities in

accordance with the SEPA environmental review process.

The Thurston Regional Planning Council may provide the project sponsor and affected jurisdictions with their comments or recommendations regarding alternative project locations during this ninety-day period.

(Note: The purpose of this provision is to enable potentially affected jurisdictions and the public to review and comment collectively on alternative sites for major facilities before the project sponsor has made their siting decision.)

- b. Type Three facilities. Type Three essential public facilities are subject to the city's standard notification requirements for conditional uses.
- 3. Should any of the above-listed facilities be proposed to be sited in the City, they should be consistent with the intent of the underlying zoning of the proposed site.
- 4. Essential Public Facilities shall not have any probable significant adverse impact on critical areas or resource lands, except for lineal facilities, such as highways, where no feasible alternative exists (adapted from County-Wide Policy 5.2(a)).
- 5. Major public facilities, which generate substantial traffic, should be sited near major transportation corridors (adapted from County-Wide Planning Policy 5.2(b)).
- 6. Applicants for Type One essential public facilities shall provide an analysis of the alternative sites considered for the proposed facility. This analysis shall include the following:
 - a. An evaluation of the site's capability to meet basic siting criteria for the proposed facility, such as size, physical characteristics, access, and availability of necessary utilities and support services;
 - b. An explanation of the need for the proposed facility in the proposed location;

- c. The site's relationship to the service area and the distribution of other similar public facilities within the service area or jurisdiction, whichever is larger; and
- d. A general description of the relative environmental, traffic, and social impacts associated with locating the proposed facility at the alternative sites, which meet the applicant's basic siting criteria. The applicant shall also identify proposed mitigation measures to alleviate or minimize significant potential impacts.

The applicant shall also briefly describe the process used to identify and evaluate the alternative sites.

- 7. The proposed project shall comply with all applicable provisions of the Comprehensive Plan, Zoning Ordinance, and other city regulations.

The following tables shall denote Tumwater's policies for siting and expansion of essential public facilities within existing zones: See Tables 4 and 5.

Table 4. Essential Public Facilities from TMC Figure 18.56.140(A)

Tumwater Essential Public Facility Siting Policies for City Zoning																			
	RSR	SFL	SFM	MFM	MFH	MU	CBC	NC	CS	GC	TC	LI	HI	HC	GB	OS	AP	ARI	BD
A																		P	
B						C	C		C	C	C	C						C	C
C									C(3) (4)			C(3) (4)	C(3) (4)					C(3) (4)	
D												C	C					C	
E												C	C					C	
F				C	C	C	C	C		C									
G				C	C	C	C	C		C									
H												C	C					C	
I		C	C	C	C	C		C	C	C	C(1)	C	C					C	
J												C(2)							

Figure 18.56.140(A) Footnotes:

See Table 5 for meaning of codes A – J.

“C” means conditional use; “P” means permitted use.

Shaded areas mean use is not permitted.

Figure 18.56.140(A) Explanatory Notes:

- (1) In the TC zone district, emergency communication antennas must be affixed to or erected upon existing buildings, water tanks, or other existing structures. Antennas shall not be affixed to a wireless communication support structure. Emergency communication towers are not permitted.
- (2) Secure community transition facilities shall meet the following conditions:
 - A. Minimum Conditions.
 1. Location.

- a. In no case may a secure community transition facility be sited adjacent to, immediately across a street or parking lot from, or within the line of sight of risk potential activities or facilities in existence at the time a site is listed for consideration. “Within the line of sight” means that it is possible to reasonably visually distinguish and recognize individuals;
 - b. In no case may a secure community transition facility be sited within three hundred feet of a residential zoning district;
 - c. Secure community transition facilities are permitted as a conditional use in the light industrial zoning district excluding light industrial zone districts north of Sapp Road Southwest and west of Crosby Boulevard Southwest;
 2. Compliance with Statutory Requirements. The applicant shall provide verification from the Department of Social and Health Services that the proposed facility complies with all applicable state regulations and requirements pursuant to Chapter 71.09 RCW. Where the requirements of this section conflict with the state requirements, the state requirements shall be adhered to over this section;
 3. A maximum of three beds for sexually violent predators may be located within any secure community transition facility.
 - B. Process Requirements. In addition to the standard public notification requirements, all property owners and residents within one-half mile of the proposed project site shall be sent notice of the public hearing regarding the requested conditional use.
- (3) “Juvenile detention facilities” shall meet the following conditions:
- A. Minimum Conditions.
 1. Location.
 - a. Buildings accommodating juvenile detention facilities shall not be located closer than two hundred feet from the boundary of a district in which the use is not allowed as a conditional use;
 - b. Juvenile detention facilities shall be located such that outside law enforcement officers can respond to a call for assistance within five minutes under typical conditions;
 - c. Advance life support service, as defined in RCW 18.73.030(19), must be available within five minutes under typical conditions;
 2. Security.
 - a. The applicant shall submit a security plan, reviewed by the police chief, which at a minimum complies with applicable American Corrections Association’s security standards for juvenile detention facilities. This plan shall identify staffing levels and scheduling, building security, and escape search plan, and provisions for immediate public notification of escapes;
 3. Design.

- a. Size. Juvenile detention facilities with capacity for up to seventy-five inmates shall be located on a site of at least five acres. Sites shall contain an additional four acres for each additional fifty-bed increase in capacity above this threshold;
 - b. Setbacks. The facility shall be set back at least seventy-five feet from public rights-of-way and property lines;
 - 4. Landscaping/Buffers.
 - a. The applicant shall submit a landscaping plan, which serves to maintain or enhance the character of the area without jeopardizing security. This plan shall incorporate at least a twenty-five-foot landscaping buffer along public rights-of-way;
 - b. The applicant shall install an eight-foot-high fence in character with the neighborhood between the facilities and all property boundaries, with the exception of the landscaped street frontage, which effectively screens the site from adjacent properties. The hearing examiner may waive or lessen this requirement if he/she determines that, due to existing site features or the type of character of adjoining uses, the privacy and security of the occupants of adjoining properties can be maintained in the absence of a fence or with a lower fence;
 - c. Barbed wire topped fencing shall not be visible from public rights-of-way;
 - d. Outdoor activity areas located in residential districts shall not be visible from public rights-of-way or adjacent properties;
 - 5. Noise.
 - a. The hearing examiner may require conditions to minimize potential noise impacts including, but not limited to, altering the locations of outdoor use areas and noise-generating facilities, and installations of noise reducing elements such as walls, berms, and landscaping;
 - 6. Access.
 - a. Juvenile detention facilities shall have direct access to an arterial or collector unless the hearing examiner determines that access via lesser classifications of street would not be detrimental to neighborhood character and would not increase public safety risks.
 - B. Process Requirements. Property owners within one thousand four hundred feet of the proposed project site shall be sent notice of the public hearing regarding the requested conditional use.
- (4) "Work release facilities" shall meet the following conditions:
- A. Minimum Conditions.
 - 1. General Requirements.
 - a. The applicant shall provide verification from the Department of Corrections (DOC) that the proposed facility complies with DOC standards and applicable state and local regulations;
 - b. The site must be within one-quarter mile of public transportation or an alternative transportation program, approved by the hearing examiner, must be provided to serve the needs of the facility's occupants;

2. Location.
 - a. Work release facilities shall not be located closer than five hundred feet from the boundary of a district in which the use is not allowed as a conditional use;
 - b. Setbacks. The facility shall be set back at least seventy-five feet from public rights-of-way and property lines;
 - c. Landscaping/Buffers.
 - i. The applicant shall submit a landscaping plan, which serves to maintain or enhance the character of the area without jeopardizing security. This plan shall incorporate at least a twenty-five-foot landscaping buffer along public rights-of-way;
 - ii. The applicant shall install an eight-foot-high fence in character with the neighborhood between the facilities and all property boundaries, with the exception of the landscaped street frontage, which effectively screens the site from adjacent properties. The hearing examiner may waive or lessen this requirement if he/she determines that, due to existing site features or the type of character of adjoining uses, the privacy and security of the occupants of adjoining properties can be maintained in the absence of a fence or with a lower fence;
 - d. Noise.
 - i. The hearing examiner may require conditions to minimize potential noise impacts including, but not limited to, altering the locations of outdoor use areas and noise generating facilities, and installations of noise reducing elements such as walls, berms, and landscaping;
 - e. Access.
 - i. The proposed site shall have direct access to an arterial or collector unless the hearing examiner determines that access via a lesser classification of street would not be detrimental to neighborhood character and would not increase public safety risks.
- B. Process Requirements. Property owners within one thousand four hundred feet of the proposed project site shall be sent notice of the public hearing regarding the requested conditional use.

Legend for Table 4:

RSR:	Residential/Sensitive Resource
SFL:	Single Family Low Density
SFM:	Single Family Medium Density
MFM:	Multi-Family Medium Density
MFH:	Multi-Family High Density
MU:	Mixed use
CBC:	Capital Boulevard Community
NC:	Neighborhood Commercial
CS:	Community Service
GC:	General Commercial
TC:	Town Center
LI:	Light Industrial
HI:	Heavy Industrial
HC:	Historic Commercial
GB:	Greenbelt
OS:	Open Space
AP:	Airport Hazard
ARI:	Airport Related Industrial
BD:	Brewery District

Table 5. Essential Public Facilities from TMC Figure 18.56.140(B)

Code	Essential Public Facility
A	Airports
B	State Education Facilities
C	Large Scale State or Regional Transportation Facilities
D	Prisons, Jails, and Other Correctional Facilities (including but not limited to: jails; juvenile detention facilities; prisons and prerelease facilities; work release facilities)
E	Solid Waste Handling Facilities
F	Inpatient facilities including substance abuse facilities (including but not limited to: intensive inpatient facilities, long-term residential drug treatment facilities, and recovery house facilities)
G	Mental Health Facilities (including but not limited to: congregate care facilities, adult residential treatment facilities, and evaluation and treatment centers)
H	Sewage Treatment Facilities (not including individual or community wastewater treatment systems)
I	Emergency Communication Towers and Antennas
J	Secure Community Transition Facilities
K	Other Facilities Designated by the Washington State Office of Financial Management as Essential Public Facilities

4. 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.

<u>Policy</u>	<u>Action</u>
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.

<u>Policy</u>	<u>Action</u>
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.

Tumwater City Plan 2036

Utilities Element



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TABLE OF CONTENTS

1.	INTRODUCTION.....	1
1.1	Introduction	1
1.2	Utility Regulations	2
1.2.1	State Regulation	3
1.2.2	Federal Regulation	4
1.2.3	Franchise Agreements.....	4
1.3	County-Wide Planning Policies	4
1.4	Sustainable Thurston Goals	8
1.4.1	Priority Goals.....	8
1.4.2	Economy Goals.....	8
1.4.3	Housing Goals.....	8
1.4.4	Energy Goals.....	8
1.4.5	Solid Waste Goals	8
1.4.6	Environment Goals.....	9
2.	NATURAL GAS.....	10
2.1	Regulatory Context	10
2.1.1	Natural Gas Policy Act 1978.....	10
2.1.2	The Clean Air Act Amendment of 1990.....	10
2.1.3	The Clean Air Rule	11
2.1.4	Olympic Region Clean Air Agency	11
2.2	System Analysis	11
2.2.1	Residential Rates.....	11
2.2.2	Industrial Rates.....	12
3.	ELECTRICITY	14
3.1	Regulatory Context	14
3.1.1	The Western Electricity Coordinating Council	14
3.1.2	The Northwest Power Pool.....	14
3.1.3	The Northwest Power and Conservation Council	15
3.1.4	Washington Energy Independence Act.....	15
3.1.5	Western Interstate Energy Board.....	15
3.2	Electricity Supply	16
3.2.1	Understanding Electricity Transmission and Distribution.....	17
3.3	System Analysis	18
3.3.1	Electricity Rates	20
3.3.2	Electricity Usage.....	20
4.	NATURAL GAS AND FUEL PIPELINES.....	21
4.1	Olympic Pipeline	21

**UTILITIES ELEMENT
TABLE OF CONTENTS**

4.2	Williams Northwest Pipeline	21
4.3	Puget Sound Energy Natural Gas Pipelines	21
5.	TELECOMMUNICATION	23
5.1	Broadband	23
5.1.1	Digital Subscriber Line (DSL).....	23
5.1.2	Cable	23
5.1.3	Wireless.....	23
5.1.4	Satellite	24
5.1.5	Mobile.....	24
5.1.6	Fiber Optic	24
5.2	Television.....	24
6.	MEETING FUTURE DEMAND	25
6.1	System-level Impacts of Energy Efficiency	27
7.	POTENTIAL IMPACTS OF CLIMATE CHANGE.....	28
8.	UTILITIES GOALS, POLICIES, AND ACTIONS	29
8.1	Utilities Goals, Policies, and Actions.....	29

LIST OF TABLES

Table 1.	Foundational Plans and Data	2
Table 3.	Current Inventory of Infrastructure.....	25
Table 4.	Tumwater and Urban Growth Area 20-Year Population Projection.....	26
Table 5.	The City of Tumwater and Urban Growth Area 20-Year Population Projection	26
Table 6.	The City of Tumwater and Urban Growth Area 20-Year Housing Projection	27
Table 7.	The City of Tumwater and Urban Growth Area 20-Year Energy Consumption Projection	28

TABLE OF FIGURES

Figure 1.	Residential Natural Gas Prices.....	12
Figure 2.	Industrial Natural Gas Prices.....	12
Figure 3.	Natural Gas Usage by Sector.....	13
Figure 4.	Current Fuel Mix for Electricity	17
Figure 5.	Electricity Usage by Sector	21

LIST OF MAPS

Fire Districts, School, Library, and City Facilities Map
Fuel Pipeline, Gas, & Major Electric Lines Map
Sanitary Sewer System Map
Stormwater System and Facilities Map
Water System and Facilities Map

1. INTRODUCTION

1.1 Introduction

The Utilities Element ensures that utility services provided by both public and private suppliers 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 Utilities Element is based on the same assumptions and is consistent with the Land Use Element, which establishes the overall growth strategy for the City of Tumwater and its Urban Growth Area. The system design and timing for extension of utility services supports the land use pattern and policies proposed throughout the Comprehensive Plan. The level of service standards established for public utilities determines capital facilities costs and revenue analysis in the Capital Facilities Plan and provides a foundation for analysis of the existing utility delivery system and proposed improvements, which are necessary to meet the City of Tumwater's rapidly changing demands in six primary areas including:

- Natural gas
- Electricity
- Telephone
- Utility pipelines
- Cable television
- Cellular
- Broadband internet

Water and wastewater services are addressed as part of the Lands for Public Purposes Element.

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. This Element identifies ways of improving the quality of these services and includes policies that ensure utilities are coordinated with land use. The City of Tumwater will implement these policies through its franchise agreements with the utilities and

through the land use permit process. Table 1 provides a list of the plans that provide the foundation for this element of the Comprehensive Plan.

1.2 Utility Regulations

Both public and private agencies are involved with regulation, coordination, production, delivery, and supply of services. This section of the Utilities Element identifies the major pieces of legislation and organizations that are most prominent in the utilities sector in Table 1 below.

Table 1. Foundational Plans and Data

Topic Index	Supporting Plans and Materials
Natural Gas	<ul style="list-style-type: none"> • Pipeline and Hazardous Materials Safety Administration Strategic Plan (2012-2016) • Pipeline Safety Act, Washington State (Chapter 81.88 RCW) (2007) • Land Use Planning in Proximity to Natural Gas and Hazardous Liquid Transmission Pipelines in Washington State, Washington Utilities and Transportation Commission (2006)
Electricity	<ul style="list-style-type: none"> • Northwest Regional Forecast of Power Loads and Resources 2016 through 2025, Pacific Northwest Utilities Conference Committee (2015) • Pacific Northwest Loads and Resources Study, Bonneville Power Administration (2015) • Pacific Northwest Power Supply Adequacy Assessment for 2020, Northwest Power and Conservation Council (2015) • Public Utility District No. 1 of Thurston County Electric Initial Business Assessment, Thurston County PUD (2012) • Seventh Northwest Conservation and Electric Power Plan, Appendix M Climate Impacts, Northwest Power and Conservation Council (2016) • State Energy Data System, U.S. Energy Information Administration (2015) • Sustainable Thurston Energy White Paper, Thurston Regional Planning Council (2011)

Topic Index	Supporting Plans and Materials
Puget Sound Energy (Natural Gas and Electricity Provision)	<ul style="list-style-type: none"> • Comprehensive Assessment of Demand-Side Resource Potentials 2016-2035, Puget Sound Energy (2015) • Integrated Resource Plan, Puget Sound Energy (2015) • Puget Sound Energy Annual Statistics (2015) • Puget Sound Energy Franchise Agreement, City of Tumwater and Puget Sound Energy (2015)
Telecommunications	<ul style="list-style-type: none"> • Broadband Feasibility Assessment with Cities of Olympia, Tumwater and Lacey, Thurston County Public Utility District (2015)
Comcast (Telecommunications Service Provision)	<ul style="list-style-type: none"> • Comcast Franchise Agreement, City of Tumwater and Comcast (2009)
General	<ul style="list-style-type: none"> • Land Use Element • County-Wide Planning Policies, Thurston County (2015) • Sustainable Thurston, Thurston Regional Planning Council (2013) • Climate Action Plan, City of Tumwater (2008) • Lands for Public Purposes Element • Capital Facilities Plan (2016-2021) • City of Tumwater Resource Conservation Management Program (Phase 1 and 2) - Energy Conservation Assessment, State General Administration and Washington State University Extension Energy Program (2008) • Natural Hazards Mitigation Plan for the Thurston Region (2009)

1.2.1 State Regulation

Investor-owned utilities are regulated in Washington by the Washington Utilities and Transportation Commission, which is composed of three members appointed by the Governor. The commission is empowered by Title 80 of the Revised Code of Washington (RCW) to regulate electrical, gas, irrigation, telecommunications, and water companies. State law directs the commission to regulate the rates, charges, services, facilities, and practices of the utilities. Any change in customer charges or service provision requires commission approval.

The commission, under Title 81 RCW, also regulates the rates and safety practices of the transportation of solid waste (garbage), intrastate petroleum and gas products via

pipeline, and scheduled auto transportation services. As part of its mission to protect consumers, the commission maintains a call center for customer complaints at 1-888-333-9882 and coordinates the 811 Call Before You Dig line, a free service for locating utilities on public or private property that anyone can use.

1.2.2 Federal Regulation

The Federal Energy Regulatory Commission is an independent five-member commission working with the U.S. Department of Energy. The Commission regulates the interstate transmission of natural gas, oil, and electricity, as well as licensing natural gas and hydropower generation projects.

The Federal Communications Commission regulates interstate and international communications by radio, television, wire, satellite, and cable. An independent U.S. government agency overseen by Congress, the five-member commission is the United States' primary authority for communications laws, regulation, and technological innovation. The commission maintains a consumer call center at 1-888-255-5322, as well as an online help center.

1.2.3 Franchise Agreements

All private utilities have existing franchise agreements to provide service in the City of Tumwater. The franchise agreements are a non-exclusive right to occupy the public right-of-way.

Several private service providers are available in the community that provide television, cable, internet, and telephone services. Some companies lease underground utility conduit from the City of Tumwater. The City of Tumwater has a special franchise agreement with Xfinity cable services that provides public education funding to support Tumwater TV, Channel 26 (Xfinity only), operated by Thurston Community Television (TCTV). The City of Tumwater provides limited liaison assistance in resolving escalated service requests with Xfinity.

1.3 County-Wide Planning Policies

The Growth Management Act requires that comprehensive plans be consistent with Thurston County's County-Wide Planning Policies, as amended in 2015. The following is a list of the relevant policies that apply to this Element. All County-Wide Planning Policies are adopted as Appendix B to the Comprehensive Plan. The relevant sections of the County-Wide Planning Policies to this Element are cited below.

I. General Policies

1.12 Champion energy efficiency and renewable energy strategies that contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.

The Utilities Element contains goals, policies, and actions that address County-Wide Planning Policy 1.12. These goals, policies, and actions contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.

II. Urban Growth Areas

2.2 The boundaries of designated urban growth areas must meet the following criteria:

[...]

b. Be served by or planned to be served by municipal utilities.

The purpose of the Utilities Element is to plan the provision of utilities to the City of Tumwater and its Urban Growth Area.

III. Promotion of Contiguous and Orderly Development, Provision of Urban Services, and Protection of Rural Areas

3.1 Concentrate development in urban growth areas and protect rural areas by:

[...]

h. Where urban services & utilities are not yet available, requiring development to be configured so urban growth areas may eventually infill and become urban.

3.2 Coordinate Urban Services, Planning, and Development Standards through:

a. Maximizing the use of existing infrastructure and assets, and leveraging the value of these in building vital, healthy, and economically viable communities.

b. Making public investments that further multiple community

goals, target identified priorities, and leverage additional investment.

[...]

- d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.*
- e. Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.*
- f. Developing, and ensuring the enforcement of, agreements between Thurston County and the cities and towns within its borders, that ensure development occurring within unincorporated urban growth areas is consistent with city utility and stormwater planning and conforms to the development standards and road/street level of service standards of the associated city or town.*

3.4 Provide capacity to accommodate planned growth by:

- a. Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, storm drainage systems, municipal services, parks, and schools to serve growth that is planned for in adopted local comprehensive plans;*

The Utilities Element seeks to find the most effective way to serve the greatest amount of people at the lowest cost possible through examining how utilities are currently provided, what private utility providers have planned, and how future demand will shape utility distribution.

VII. Economic Development and Employment

- 7.3 Provide in comprehensive plans for an adequate amount of appropriately located land, utilities, and transportation systems to support desirable economic development. Create and maintain regulatory certainty, consistency, and efficiency.*

- 7.5 *Build a vital, diverse, and strong local economy, including job opportunities that support community and household resilience, health, and well-being by:*

[...]

c. Providing opportunities for a range of business types to succeed.

d. Emphasizing policies that support locally owned businesses including home-based, entrepreneurial, and nonprofit business and organizations.

[...]

j. Adding incentives for businesses to demonstrate their environmental sustainability including reduction in greenhouse gas emissions.

In addition to the provision of natural gas and electricity, the Utility Element outlines the provision of telecommunication networks, which supports businesses of all types as internet access becomes increasingly vital to the success of a business.

IX. Transportation

- 9.2 *Increase opportunities for riding transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.*

Teleworking is supported by the provision of internet as covered in Section 5.1.

X. Environmental Quality

- 10.4 *Take action to conserve resources, increase use of renewable resources, and decrease dependence on non-renewable resources by:*

a. Reducing energy consumption and reliance on nonrenewable energy sources.

Goals U-2 and U-4 of this element address reducing energy consumption and increasing energy generation from renewable sources to minimize

the City of Tumwater’s carbon footprint.

1.4 Sustainable Thurston Goals

The City of Tumwater adopts as part of the Utilities Element the following Sustainable Thurston Goals:

1.4.1 Priority Goals

Priority Goal 5: Plan and act toward zero waste in the region.

Priority Goal 11: Provide opportunities for everyone in the Thurston Region to learn about and practice sustainability.

Priority Goal 12: Make strategic decisions and investments to advance sustainability regionally.

1.4.2 Economy Goals

EC-4: Provide robust infrastructure to support economic development.

1.4.3 Housing Goals

H-7: Encourage the construction, weatherization, and operation of homes to boost energy efficiency.

1.4.4 Energy Goals

EN-1: Increase energy generation from renewable resources to reduce the region’s carbon footprint.

EN-2: Enhance the region’s electricity distribution, monitoring, and storage infrastructure to support adoption of cleaner technologies and practices.

EN-3: Increase energy efficiency and conservation to reduce the region’s carbon footprint.

1.4.5 Solid Waste Goals

SW-1: Plan and take action to reduce, reuse, and recycle as much waste as possible and meet the needs of current and future populations.

SW-2: Continue to plan for, educate, assist, and offer access to safely and efficiently manage disposal and reduce hazardous waste.

1.4.6 Environment Goals

E-1: Reduce air pollution that endangers human health.

E-2: Reduce the region's carbon footprint and protect critical infrastructure in case of extreme weather or sea level rise.

2. NATURAL GAS

The City of Tumwater and the surrounding urban growth area are served entirely by Puget Sound Energy. Puget Sound Energy serves all municipalities within Thurston, King, Pierce, Lewis, Snohomish, and Kittitas Counties, an approximate 1.1 million electric and 775,000 gas customers. This service area has experienced over 70% increase in customers since 2004.

2.1 Regulatory Context

The activities of Puget Sound Energy are regulated by both federal and state legislation. This legislation is primarily concerned with promoting competition among gas suppliers and controlling the cost of natural gas to the consumer. Puget Sound Energy is subject to the general regulations and oversight by the energy agencies, such as the Washington Utilities and Transportation Commission and the Federal Energy Regulatory Commission. Other pieces of legislation that have specific implications for the natural gas industry are described below:

2.1.1 Natural Gas Policy Act 1978

The National Gas Policy Act encouraged competition among fuels and suppliers across the United States. As a result, natural gas has essentially been de-controlled. The Act also contained incentives for developing new natural gas resources and a tiered pricing structure aimed at encouraging the development of national transmission pipelines.

2.1.2 The Clean Air Act Amendment of 1990

The passage of the Clean Air Act amendments in 1990 has shown a federal intent to promote the diversification of fuel sources for motor vehicles. This is in response to the need to both reduce carbon dioxide atmospheric emissions and to reduce the nation's reliance on gasoline for strategic reasons.

The Olympic Region Clean Air Agency serves Clallam, Grays Harbor, Jefferson, Mason, Pacific, and Thurston counties and it is one of seven such regional air pollution control agencies in the state of Washington. Olympic Region Clean Air Agency works cooperatively with the State Department of Ecology and the regional United States Environmental Protection Agency to measure criteria ambient air pollutants, meteorological parameters, and other air-related data. It currently operates and maintains air monitoring equipment for measurement of three of the six criteria pollutants: particulate matter (PM_{2.5}), ozone (O₃), and carbon monoxide (CO).

2.1.3 The Clean Air Rule

The State Department of Ecology has set a cap on carbon pollution to help slow climate change and limit the projected effects on the state's coastal communities, agricultural industries, and drinking water supplies.

Under the new rule to cap and reduce carbon pollution, businesses that are responsible for 100,000 metric tons of carbon pollution annually are required to cap and then gradually reduce their emissions. Organizations regulated by the Clean Air Rule are required to reduce emission beginning in 2017. Beginning in 2020, the threshold reduces by 5,000 metric tons every three years. By 2035, the compliance threshold will be 70,000 metric tons of carbon dioxide equivalent or more. The threshold will remain constant at 70,000 MTCO₂e after 2035.¹

2.1.4 Olympic Region Clean Air Agency

The Olympic Region Clean Air Agency is a local government agency responsible for enforcing federal, state, and local air pollution standards and governing air pollutant emissions from new and existing sources in Clallam, Grays Harbor, Jefferson, Mason, Pacific, and Thurston counties.

2.2 System Analysis

The 2,889 residential natural gas customers in the City of Tumwater use an estimated 37 million cubic feet of natural gas in December 2015. This is 0.3% of Washington's total residential natural gas consumption.

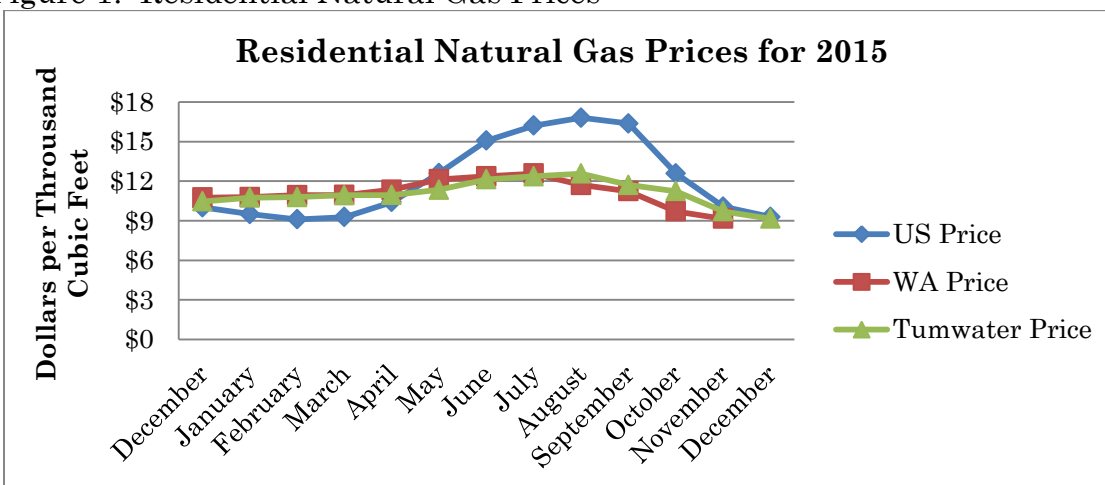
The City of Tumwater's natural gas supply system currently serves existing customers. Washington Utilities and Transportation Commission regulations prohibit Puget Sound Energy from extending gas facilities to areas that are not expected to pay for themselves from the outset. While this keeps the existing ratepayers from financing improvements to other areas, it does limit service delivery of natural gas to marginally profitable areas.

2.2.1 Residential Rates

Residential natural gas prices in the City of Tumwater averaged \$9.15 per thousand cubic feet in 2015. This average rate was approximately 1.5% less than the U.S. average rate of \$9.29 per thousand cubic feet for residential customers in that month.

¹ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

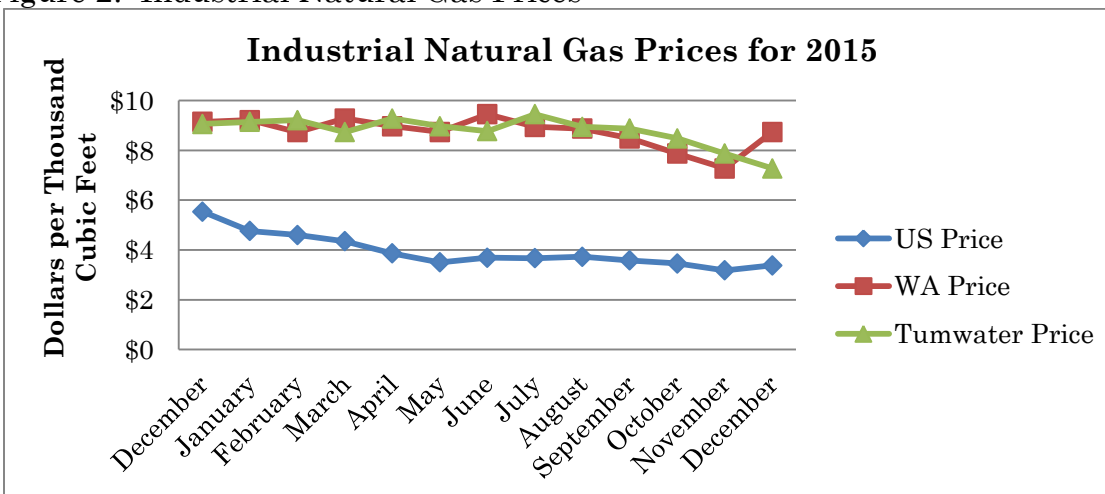
Figure 1. Residential Natural Gas Prices



2.2.2 Industrial Rates

The City of Tumwater's industrial natural gas prices in 2015 averaged \$7.27 per thousand cubic feet, which was approximately 115% more than the national average rate of \$3.38 per thousand cubic feet. The average industrial natural gas rate in the City of Tumwater decreased 19%, from \$9.06 per thousand cubic feet in December 2014 to \$7.27 per thousand cubic feet in December 2015.

Figure 2. Industrial Natural Gas Prices

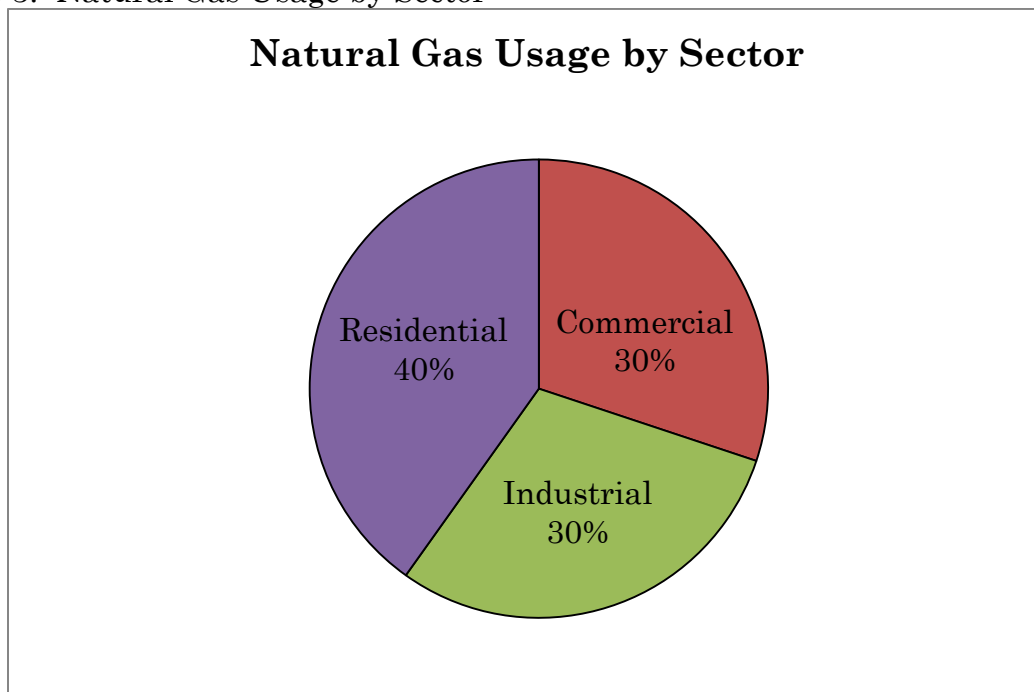


Puget Sound Energy expects nominal retail gas rates to rise between 2.9% and 3.4% per year, depending on the class, between 2016 and 2033.

2.2.3 Natural Gas Usage

The City of Tumwater used natural gas to create 6.45 million therms of heat energy in 2015. Residential uses consumed about 10% more natural gas than commercial or industrial uses.

Figure 3. Natural Gas Usage by Sector



3. ELECTRICITY

Puget Sound Energy, the City of Tumwater's energy provider, is an investor-owned public utility incorporated in the State of Washington. The utility delivers local service to more than 1.1 million residential, commercial, and industrial customers in a nine county, 4,500 square mile service territory. Approximately 450,000 customers have been added to this service territory in the past ten years, an over 70% increase in service area population. Puget Sound Energy builds, operates, and maintains an extensive electrical system consisting of generating plants, transmission lines, substations, and distribution systems.

The Bonneville Power Administration, a power-marketing agency of the U.S. Federal Government, owns and operates the principal high voltage bulk transmission lines serving the Puget Sound region. Puget Sound Energy relies on Bonneville Power Administration for bulk transmission services of power generated by federal hydro dams and Energy Northwest generators.

3.1 Regulatory Context

Puget Sound Energy and the Bonneville Power Administration activities are coordinated by the policies of the Western Electricity Coordinating Council and Northwest Power and Conservation Council. The Federal Energy Regulatory Commission and the Washington Utilities and Transportation Commission provide regulation for the system. The role and structure of the Washington Utilities and Transportation Commission, which regulates all utilities, has been described in Chapter 1. Organizations and regulations that are specific to electricity supply are described below:

3.1.1 The Western Electricity Coordinating Council

Western Electricity Coordinating Council is responsible for coordinating electricity supply across the western United States. It covers all of the United States west of the Rockies and parts of Mexico and Canada. Its primary function is to coordinate wheeling of power between the regions and to provide safeguards in the national grid so that a power disturbance in one part of the country will not leave another region without power.

3.1.2 The Northwest Power Pool

Northwest Power Pool is an integrated system of generating resources and transmission facilities owned by Northwest Utilities. The pool was formed in 1942 to coordinate sales and interchange of power within the region. Puget Sound Energy is a member of the Northwest Power Pool.

3.1.3 The Northwest Power and Conservation Council

The Northwest Power Act of 1980 authorized the Council and it was approved by a vote of the legislatures of all four northwestern states, Washington, Oregon, Idaho, and Montana. The governor of each of the four states appoints two members to serve on the Council. The Council's focus is on the generation of electricity; however, its policies have implications for gas service. The act contains three principal mandates for the council to carry out:

1. Develop a 20-year electric power plan that will guarantee adequate and reliable energy at the lowest economic and environmental cost to the Northwest. Energy conservation, renewable resources, such as wind power, solar, geothermal, and biomass, and high-efficiency resources, such as those that use heat from manufacturing processes to generate electricity, are listed in the Northwest Power Act as priorities.
2. Develop a fish and wildlife program to protect and rebuild populations affected by hydropower development in the Columbia River Basin.
3. Conduct an extensive program to educate and involve the public in the council's decision-making processes.

The plans and policies the Council develops and approves are implemented by numerous agencies including Bonneville Power Administration, U.S. Army Corps of Engineers, Bureau of Reclamation, and Federal Energy Regulatory Commission as well as both investor-owned and public utilities. State, tribal, and local governments often work closely with the Council as it develops its power and fish and wildlife plans, and these entities implement measures in those plans. The Power Plan and the fish and wildlife program are updated at least every five years.

3.1.4 Washington Energy Independence Act

The Washington State Energy Independence Act (RCW 19.285) sets annual targets for utilities to use eligible renewable resources or acquire equivalent renewable energy credits. These targets increase over the years, for example the target percentage was 3% in 2012, 9% in 2016, and by 2020 utilities should have 15% of their power production come from renewable resources or energy credits.

3.1.5 Western Interstate Energy Board

The Western Interstate Energy Board was created Western Interstate Nuclear Compact. It is an organization of governors and premiers of the eleven western states and three western Canadian provinces. The Board's purpose is to provide the

instruments and framework for cooperative state efforts to enhance the economy of the West and contribute to the well-being of the region's people. Most of the Board's work is conducted through its three committees:

1. The High-Level Radioactive Waste Committee works with the U.S. Department of Energy to develop a safe and publicly acceptable system for transporting spent nuclear fuel and high-level radioactive waste under the Nuclear Waste Policy Act.
2. The Energy Minerals Reclamation Committee works to improve the administration of the Surface Mining Control and Reclamation Act in coal producing states.
3. The Committee on Regional Electric Power Cooperation works with the Western Conference of Public Service Commissioners to improve the efficiency of the western electric power system.

3.2 Electricity Supply

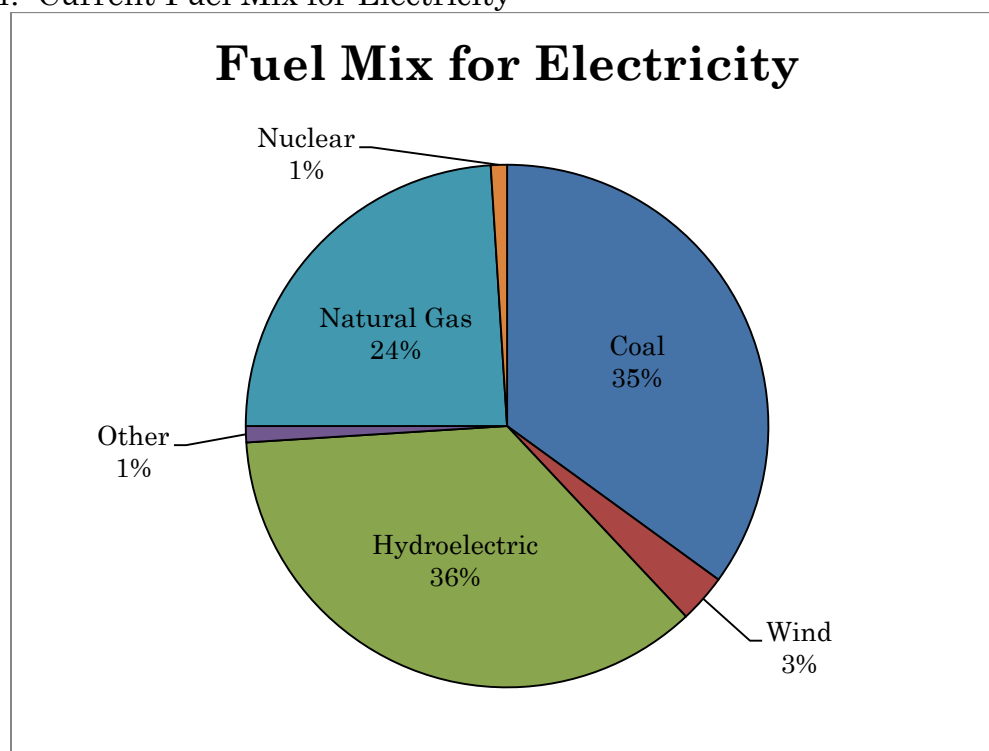
The first tier of PSE's electrical supply system is generation. Hydroelectric plants generate a large proportion of the electricity consumed in the Pacific Northwest. Much of the power comes from dams on the Columbia River to the east of the Cascades. Puget Sound Energy owns or has long term operating contracts on:

- Hydroelectric plants: 14
- Coal fired plants: 5
- Natural gas fired plants: 7

Three of PSE's coal fired sources will be shut down by 2025 to meet clean air standards, regulations, and goals in Washington and Montana.

In 2003, the company's energy production was 40% hydro resources and 60% thermal plants. Thermal plants take a number of forms, including coal-fired, natural gas-fired, and oil-fired. Puget Sound Energy does not presently own any nuclear generating facilities.

Figure 4. Current Fuel Mix for Electricity



3.2.1 Understanding Electricity Transmission and Distribution

The "transmission system" is the second tier in the electricity supply system. Puget Sound Energy's transmission system covers Thurston County and the City of Tumwater. It is a grid, which provides a link between Bonneville Power Administration's Bulk Transmission System and the local feeder system, which connects with customers. It has the function of moving power around Puget Sound Energy's service area.

The City of Tumwater is included in a Puget Sound Energy service area, which also covers the Cities of Bucoda, Lacey, Olympia, Rainier, Rochester, Tenino, and Yelm, and the unincorporated areas of Thurston County. There is one power generation station in the City of Centralia near the sub-area that feeds electricity into Puget Sound Energy's transmission system. Other sources of power outside this subarea flow through three transmission stations in Thurston County.

Power from generating plants along the Columbia River is delivered through existing 500 Kilovolt (kV) lines to the Bonneville Power Administration Raver Station in King County, to the Bonneville Power Administration Paul Station near the Centralia Generating Plant. The Tono Station just south of Thurston County steps the 500 kV voltage down to 115 kV, supplying two 115 kV lines north into central Thurston County.

The 500 kV system continues north to the Bonneville Power Administration Olympia Substation located west of the City of Tumwater in Thurston County, where the power is stepped down to the 230 and 115 kV levels. A 230 kV line originating at the White River Generating Plant in Pierce County also provides power to the Bonneville Power Administration Olympia Substation, where the power is stepped down to the 115 kV level. From there, two 115 kV lines run east from the Bonneville Power Administration Olympia Substation to serve Puget Sound Energy's Olympia Transmission Substation. This transmission station then serves the Saint Clair and the West Olympia Substations in the Olympia area. A 115 kV line originating at the White River Station runs southwest to the Saint Clair Transmission Station, which serves substations in the Lacey area.

Power is transformed from 115 kV to 55 kV by one transformer at the Olympia Transmission Substation to serve some distribution substations with 55 kV lines. The Saint Clair and West Olympia Transmission Substations have a similar transformer used to serve 55 kV distribution substations in Thurston County.

Because the power system in the Thurston County area is connected to a larger transmission grid throughout the Northwest, power must be able to flow north and south as the needs of the system evolve. As mentioned previously, the demand for electricity in the Puget Sound area varies throughout the year. In the spring, heavy water flows from the winter snowpack cause large amounts of imported power to flow across our system from Canada to California. In the fall, when local water reservoirs are low, power is imported from California to the Puget Sound Energy system.

The "distribution system" is the third and final tier in the electricity supply system. Power is supplied from the transmission system into the City of Tumwater's local feeder system at five distribution sub-stations, three of which are located in the City of Tumwater and its Urban Growth Area. The remaining two are located in the City of Olympia and its Urban Growth Area.

3.3 System Analysis

Programs to ensure a reliable and economic power system over the next 20 years and reduce the potential for system overload were identified in the Bonneville Power Administration's *Puget Sound Reliability Study* (2014) and Northwest Power and Conservation Council's *Seventh Northwest Conservation and Electric Power Plan*. These programs included the following:

- Increase energy efficiency measures.
- Develop the capability to deploy demand response resources or rely on increased market imports to meet system capacity needs under critical water and weather conditions.

- Invest in new natural gas-fired generation.

At the local level, Puget Sound Energy continues to pursue energy efficiency programs. Puget Sound Energy offers grants and consultation for energy conservation measures in industrial facilities. There is also an active program to raise consumer consciousness regarding energy efficiency. Puget Sound Energy upgrade their existing transmission substation in the City of Tumwater in 2012 and constructed a new distribution and transmission switching station and 12 miles of local transmission lines between the Cities of Lacey and Tumwater between 2012 and 2015.

Both the Bonneville Power Administration and Puget Sound Energy are working to manage demand. The aim is to reduce demand at peak times, and spread demand more evenly over the daily and seasonal cycle. Encouraging commercial customers to carry out high-energy consumption processes when supply is plentiful in off peak periods can encourage and use power when greater supply is available. The Bonneville Power Administration is undertaking programs to develop the bulk transmission system. The aim of these programs is to increase system capacity, to deliver more power, and to protect the consumer from power loss.

Almost all of the forecast data is affected by uncertainty in economic conditions, weather, environmental and governmental policies, and other factors that could significantly affect the magnitude, duration, and timing of projected surpluses or deficits. Some of these uncertainties include:

- Natural variations in weather;
- Potential increases or decreases in retail loads due to changes in local, regional, and national economic conditions;
- Future local, state, and national policy requirements;
- Cost and availability of fuel;
- Changes in existing or contracted generating resources;
- Availability of new and existing uncommitted regional resources;
- Availability and reliability of import/export markets and transmission limits; and
- Future climate change impacts to retail loads, stream flows, and resources.

The City completed an energy conservation assessment in 2008 to identify opportunities to save energy and other resources. Because of the assessment, the City adopted the *Climate Action Plan*, which implemented recommendations from the assessment such as retrofitting lights and improving the heating, venting, and air conditioning systems in City-owned buildings.

3.3.1 Electricity Rates

The average commercial electricity rate in the City of Tumwater is 9.46 cents/kWh. This is 23% greater than the Washington average rate of 7.68 cents/kWh and 6% less than the national average rate of 10.09 cents/kWh. Commercial rates in the U.S. range from 6.86 cents/kWh to 34.88 cents/kWh.

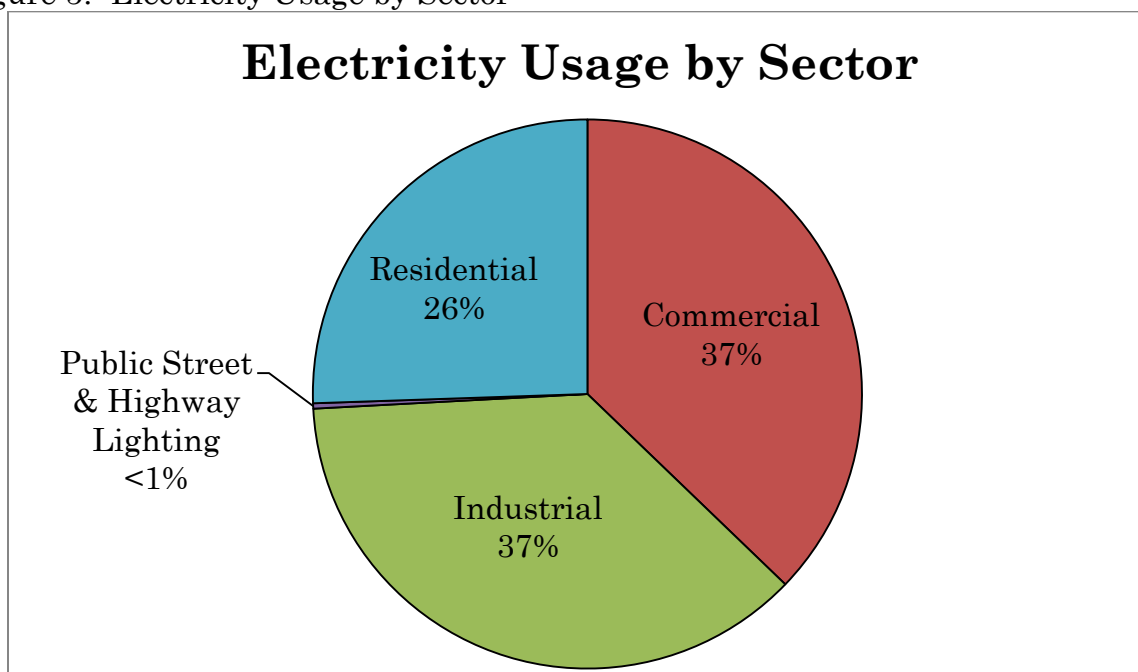
For residential, the average electricity rate in the City of Tumwater is 10.36 cents/kWh which is 21% greater than the Washington average rate of 8.53 cents/kWh and 12% less than the national average rate of 11.88 cents/kWh.

Puget Sound Energy projects that between 2016 and 2033, nominal retail electric rates will grow at an average annual rate of between 1.1% and 1.3%.

3.3.2 Electricity Usage

The City of Tumwater used about 315 million kWh in 2015. The sectors that used the most were commercial and industrial with 118 million kWh and 115 million kWh respectively.

Figure 5. Electricity Usage by Sector



4. NATURAL GAS AND FUEL PIPELINES

Two major natural gas and fuel pipelines pass within the City of Tumwater and its urban growth area:

- Olympic Pipeline (2.8 miles located within the City of Tumwater)
- Williams Northwest Pipeline (2.5 miles located within the City of Tumwater)

4.1 Olympic Pipeline

The Olympic Pipeline spur was used to carry liquid fuels from Olympic Pipelines' main north-south pipeline east of the City of Tumwater to a bulk storage tank facility at the corner of Linderson Way and Tumwater Boulevard. The lease for that bulk storage facility has lapsed and it is no longer a conforming land use for that location. The spur pipeline and easement remains in place but is currently inactive. No plans are currently on file to relocate the bulk storage facility or reactivate this pipeline spur.

4.2 Williams Northwest Pipeline

The Williams Northwest Company pipeline conveys natural gas from Williams Northwest Company Pipeline main north-south pipeline east of the City of Tumwater to the Satsop Business Park in Grays Harbor County. This pipeline consists of two parallel 16-inch diameter gas pipelines located within a right of way that passes through the southern portion of the City of Tumwater and its urban growth area. This pipeline is active and no further expansion of this pipeline is planned at this time.

4.3 Puget Sound Energy Natural Gas Pipelines

Puget Sound Energy maintains an extensive network of pipelines that distribute natural gas to customers throughout the City of Tumwater.

The Williams Northwest Company supplies natural gas to Puget Sound Energy through four gate stations in the Olympia area.

1. Olympia Gate Station at Flying Carpet and Fir Tree. This gate station also serves the Cities of Olympia and Lacey.
2. Olympia Town Border Station at 42nd and Boulevard. This station also serves the Cities of Olympia and Lacey.

3. Littlerock Gate Station at 90th Lane SW and Littlerock Road.
4. Black Lake Gate Station at Delphi and 62nd Avenue SW.

Other additional gas facilities serving the City of Tumwater include the following:

- A six-inch gas main from Olympia Gate to the Capitol, serving about 5,000 residential customers.
- A four-inch West Olympia Main from Black Lake to Evergreen College serving about 1,600 residential customers.
- A four-inch main from Littlerock to the City of Tumwater serving about 1,600 residential customers.

5. TELECOMMUNICATION

The telecommunications industry is currently undergoing large advances in technology. Cellular and optical fiber technology have changed the way telecommunications service is delivered. In addition to this, technology is evolving that will eliminate current physical barriers that separate data, video, and voice technologies.

5.1 Broadband

With the rise of broadband-enabled services and applications, and the increasing migration of many aspects of modern life online, a lack of broadband connectivity can increasingly have a negative impact on social and economic development by excluding those who lack broadband access or do not see the relevance of broadband services. The Federal Communications Commission currently defines broadband access in the United States as 25Mbps when downloading data and 3Mbps when uploading data. It is becoming an increasingly important utility since more educational, occupational, communicative, and entertainment opportunities are dependent on this service.

In the City of Tumwater, 25 internet service providers offer broadband connections over a variety of methods to both residences and businesses. CenturyLink and Xfinity are the leading providers in the City of Tumwater. According to BroadbandNow, an organization that assesses broadband access, currently 92% of the City of Tumwater has access to CenturyLink's digital subscriber lines, 97% has access to Xfinity cable services, and Hughes Net's satellite coverage is accessible to buildings with a satellite dish and a clear view of the southern sky. The general types of broadband connections include:

5.1.1 Digital Subscriber Line (DSL)

Digital subscriber line uses existing phone lines to connect to the internet, similar to dial-up, but still allows for simultaneous phone and internet usage.

5.1.2 Cable

Cable uses existing television cables to connect to the internet without interfering with the television signals.

5.1.3 Wireless

Wireless internet connections are broadcast over the airways via a ground station provider to antennas. This method requires a clear line of sight between the antenna and the ground station making it susceptible to weather conditions.

5.1.4 Satellite

Satellite internet is a form of wireless internet that uses geosynchronous satellites to connect to the internet. This method requires a clear line of sight between the satellite dish and the orbiting satellite making it susceptible to weather conditions.

5.1.5 Mobile

Certain phones and smart devices are able to access the internet using the cellular phone network.

5.1.6 Fiber Optic

Fiber optic technology uses thin glass fibers to convert electrical data signals into light for faster and more reliable connections. The City has some fiber conduits around the city and is currently planning how to best use these assets.

Many providers of digital subscriber line, cable, or satellite phone and television services use the same infrastructure to provide internet services. Table 3 includes a current inventory of this infrastructure that is registered by the Federal Communications Commission, the national regulator of interstate communications.

Table 3. Current Inventory of Infrastructure

Infrastructure	Number
Cell Phone Towers	1
Antenna Towers	95
Commercial Land Mobile Towers	3
Private Land Mobile Towers	30
Microwave Towers	22
Paging Towers	13
Maritime Coast & Aviation Ground Towers	3
Amateur Radio Licenses	122

5.2 Television

Cable television is available to residents through Xfinity. Service is through a franchise agreement. Lines installed in public rights of way provide cable transmission. The lines are usually required to be underground. All of the City of Tumwater currently has access to cable TV including recently annexed areas. Xfinity plans to accommodate future population as market conditions demand. It is not bound by the level of service and concurrency requirements under the Growth Management Act.

6. MEETING FUTURE DEMAND

In the six county service area of Puget Sound Energy, an inflow of more than 775,000 new residents between 2016 and 2035 will increase Puget Sound Energy's electric service territory population to almost 4.8 million by 2035. Additionally, employment is expected to grow at an average annual rate of 0.7% between 2016 and 2035, manufacturing employment is expected to decline annually by 0.4% on average between 2016 and 2035, and local employers are expected to create about 297,000 jobs between 2016 and 2035.²

Growth in the City of Tumwater follows closely with growth trends in other parts of the Puget Sound Energy service area. There were 20,610 jobs in the City of Tumwater in 2015. Over the 20-year planning period, the City of Tumwater is projected to add an additional 11,055 jobs for a 54% gain in total employment primarily in the areas of government, professional services, and retail. The biggest changes in employment occur in information, construction, and utilities.

These projections form the basis of the utility forecast for the City of Tumwater helping ensure adequate services are in place and identify potential changes or adjustments needed.

Table 5. The City of Tumwater and Urban Growth Area 20-Year Population Projection

	2015¹ Population	2035² Population	Population Increase	Percent Increase 2015-2035
Tumwater	21,939	34,680	12,741	58%
Urban Growth Area	3,250	8,203	4,954	152%
Combined Areas	25,188	42,883	17,695	70%

Source: ¹ Office of Financial Management, Forecasting Division

² The Profile, October 2015, Thurston Regional Planning Council, and the Population and Employment Forecast for Thurston County Final Report

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

² The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Table 6. The City of Tumwater and Urban Growth Area 20-Year Housing Projection

	2015 Housing Units¹	2035 Housing Units²	Housing Increase	Percent Increase 2015-2035
Tumwater	8,680	13,840	5,160	60%
Urban Growth Area	2,710	5,330	2,620	97%
Combined Areas	11,390	19,170	7,780	68%

Source: ¹ Office of Financial Management, Forecasting Division

² The Profile, October 2015, Thurston Regional Planning Council, and the Population and Employment Forecast for Thurston County Final Report

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

One simple measure of the energy intensity is the gross measure of total energy consumed divided by the population. This per capita indicator is a good measure of energy consumption because decisions by individual consumers have an important effect on overall energy consumption. Combined with energy efficiency projections outlined in Section 6.1 of this document, this measure provides a straight-line projection that provides a conservative picture of anticipated demand.

Table 7. The City of Tumwater and Urban Growth Area 20-Year Energy Consumption Projection

	2015 Households¹	2035 Households²
Tumwater	8,470	13,390
Natural Gas	276,400 MBTU	346,800 MBTU
Electricity	116,956,800 kWh	153,459,000 kWh
Urban Growth Area	1,255	3,167
Natural Gas	41,000 MBTU	82,030 MBTU
Electricity	17,325,800 kWh	36,298,300 kWh
Combined Areas	9,725	16,557
Natural Gas	317,400 MBTU	428,830 MBTU
Electricity	134,277,200 kWh	189,757,300 kWh

Source: U.S. Energy Information Administration (EIA) State Energy Data System, Puget Sound Energy, and the 2010 Census

Notes: ¹ In 2015, the estimated per capita uses were approximately 12.6 Million BTU per capita for natural gas and 5,331 kWh per capita for electricity.

² In 2035, the estimated per capita uses will be approximately 10 Million BTU per capita for natural gas and 4,425 kWh per capita for electricity due to estimated improvements in efficiency.

Average household size was estimated to be 2.59 people.

The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

6.1 System-level Impacts of Energy Efficiency

The Energy Independence Act requires electric utilities with 25,000 or more retail customers in Washington to use renewable resources and conservation to help meet their customers' energy needs. The utilities must report annually to the State Department of Commerce on their compliance.

Currently, the utilities in Washington State are using wind power for about 80% of their renewable supplies and efficiency improvements and hydroelectric projects for about 15%. In 2016, the renewable energy target increased from 3% to 9% of customers' electricity load, and in 2020, the target will increase again to 15%.

In 2005, in response to WAC 458-20-273, Puget Sound Energy, which serves the City of Tumwater and many other communities in the Puget Sound area, launched a renewable energy production incentive payment program. Under this program, Puget Sound Energy makes payments to interconnected electric customers who own and operate eligible renewable energy systems that include solar PV, wind, or anaerobic digesters. Average annual credits range from \$0.12 to \$1.08 per kWh of energy produced by their system. Puget Sound Energy receives a state tax credit equal to the payments made to customers. By the end of 2014, Puget Sound Energy had paid \$3,130,000 to 2,000 customers eligible for production payments.

Puget Sound Energy anticipates that electric demand side efficiency efforts have the potential to reduce consumption 20% and similar efforts for natural gas efficiencies may reduce consumption by 17% by 2035.³

³ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

7. POTENTIAL IMPACTS OF CLIMATE CHANGE

There are at least two ways in which climate change can affect utility demand and availability. First, long-term changes in temperature will alter electricity demand and change precipitation patterns, river flows, and hydroelectric generation. Second, policies enacted to reduce greenhouse gases will affect future resource choices.

Northwest Power and Conservation Council analysis and planning shows that climate induced changes to loads and river flows will not affect resource choices during the period 2016 through 2021. However, beyond 2026, resource decisions may be impacted. Their prediction for the Northwest is for less snow and more rain during winter months, resulting in a smaller spring snowpack and lower summer flows. Winter electricity demands would decrease with warmer temperatures, easing generating requirements. In the summer, demands driven by air conditioning and irrigation loads would rise. The power supplies projected through 2026 are anticipated to meet demand, even under a climate change scenario.

After applying the climate induced shift in river flows and load to assumptions in Northwest Power and Conservation Council's modeling scenarios, the likelihood of a shortfall in 2035 grows to 15%, which is above adequacy standard of 5% established by this organization and Puget Sound Energy.⁴

Other potential climate change impacts include increased flooding concerns in fall and winter, reduced salmon migration survival due to lower summer river flows combined with higher water temperatures, and increased summer electricity prices.

Utility agencies recommend that research continue in this area and suggest that while no immediate actions regarding reservoir operations are indicated, the region should consider alternative reservoir operations that could potentially mitigate future climate change impacts.

⁴ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

8. UTILITIES GOALS, POLICIES, AND ACTIONS

8.1 Utilities Goals, Policies, and Actions

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.
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.

<u>Policy</u>	<u>Action</u>
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.

<u>Policy</u>	<u>Action</u>
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.

<u>Policy</u>	<u>Action</u>
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.

Tumwater City Plan 2036 Housing Element



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**CITY OF TUMWATER
HOUSING ELEMENT**

*2016 Update/Adopted December 20, 2016
Amended January 2018, Ordinance O2017-024
Amended January 2019, Ordinance O2018-006
Amended December 2019, Ordinance O2019-004*

**HOUSING ELEMENT
TABLE OF CONTENTS**

TABLE OF CONTENTS

1.	INTRODUCTION	1
1.1	Introduction	1
1.2	Growth Management Act Goals Compliance	2
1.3	County-Wide Planning Policy Compliance.....	3
1.4	Sustainable Thurston Goals	5
1.4.1	Priority Goals.....	5
1.4.2	Community Goals	5
1.4.3	Housing Goals.....	5
1.5	Affordable Housing Definition.....	6
1.6	Ongoing Review Program	7
1.7	Amendments.....	7
2.	EXISTING HOUSING DISTRIBUTION	8
2.1	Introduction	8
2.2	Housing Pattern	8
2.3	Housing Trends and Projections.....	8
3.	EXISTING HOUSING INVESTMENT PROFILE	11
3.1	Introduction	11
3.2	Federal and State Housing Financing Programs	11
3.3	Local Financing	12
3.4	Conclusion	13
4.	AFFORDABLE HOUSING NEEDS.....	14
4.1	Introduction	14
4.2	Emergency Shelters and Transitional Housing.....	14
4.3	Private Subsidized Housing.....	18
4.4	Publicly Subsidized Housing	18
4.5	Low and Moderate Income Definitions	19
4.6	Housing Needs Gaps and Coordination Points.....	20
4.7	Homelessness	20
4.8	Conclusion	21
5.	HOUSING GOALS, POLICIES, AND ACTIONS.....	23
5.1	Housing Goals, Policies, and Actions	23

**HOUSING ELEMENT
TABLE OF CONTENTS**

6.	REGULATORY BARRIER ASSESSMENT	31
6.1	Introduction	31
6.2	Community Perceptions	31
6.3.	Growth Management	32
6.4	Permitting.....	32
6.5	Infrastructure	32
6.6	Zoning Code	32
6.7	Building Code	33
6.8	Conclusion	34
7.	CITYWIDE HOUSING NEEDS	35
7.1	Introduction	35
7.2	Housing Needs.....	35
7.3	Conclusion	36
8.	SUFFICIENT LAND FOR HOUSING	37
8.1	Introduction	37
8.2	Identification of Expected Population	37
8.3	Identification of Sufficient Land for Housing	37
8.4	Sufficient Land for Specific Housing Needs.....	40
	8.4.1 Government Assisted Housing.....	40
	8.4.2. Housing for Low Income People.....	40
	8.4.3. Manufactured Housing.....	40
	8.4.4. Multi-Family Housing	41
	8.4.5. Group and Foster Care Homes	41
8.5	Vacancy Rates	41
8.6	Conclusion	41
9.	EXISTING AND FUTURE HOUSING PROVISIONS.....	42
9.1	Introduction	42
9.2	Protection of Existing Housing Stock.....	42
9.3	Low and Moderate Income Provisions.....	42
9.4	Regulatory Barriers to Affordable Housing	42
9.5	Sufficient Land for 20 Years of Housing	43
9.6	Employment	43
	9.6.1 Thurston County Employment Base	43
9.7	Unemployment	45
9.8	Conclusion	45

**HOUSING ELEMENT
TABLE OF CONTENTS**

LIST OF TABLES

Table 1. Foundational Plans and Data	1
Table 2. Existing Housing Stock in in the City of Tumwater	9
Table 3. Shelter Capacity in Tumwater Area	15
Table 4. Transitional and Low Income Housing Units in the City of Tumwater	16
Table 5. 2019 Tumwater School District - Poverty and Homelessness	21
Table 6. Housing Units Needed for 20-Year Planning Period	39

TABLE OF FIGURES

Figure 1. Existing Housing Stock in Tumwater	10
Figure 2. Tumwater 2015 Employment Base	44

1. INTRODUCTION

1.1 Introduction

Table 1 identifies documents that address each of the listed facilities in detail. These documents are incorporated by reference into the Housing Element.

Table 1. Foundational Plans and Data

Topic Index	Supporting Plan and Materials
General Policy	<ul style="list-style-type: none"> • See Land Use Element • County-Wide Planning Policies, Thurston County (2015) • Sustainable Thurston, Thurston Regional Planning Council (2013)
Homelessness	<ul style="list-style-type: none"> • Accountability Audit Report, Housing Authority of Thurston County (2014) • Thurston County Homeless Census Report (2016)
Housing Trends and Projections	<ul style="list-style-type: none"> • See Land Use Element • 2015 Profile, Thurston Regional Planning Council • Buildable Lands Report for Thurston County, Thurston Regional Planning Council (2014) • US Census Data • Washington State Housing Needs Assessment, Affordable Housing Advisory Board (2015)

The Housing Element, a portion of Tumwater's overall Comprehensive Plan has been prepared in response to the Growth Management Act (Chapter 36.70A RCW). The Act requires:

"...housing element recognizing the vitality and character of established residential neighborhoods that: (a) Includes an inventory and analysis of existing and projected housing needs; (b) includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing, including single family residences; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and (d) makes adequate provisions for existing and projected needs of all economic segments of the community."

The Housing Element has been prepared in accordance with the requirements of Chapter 36.70A RCW and WAC 365-196.

1.2 Growth Management Act Goals Compliance

Chapter 36.70A RCW requires that Tumwater show how the Housing Element meets the relevant planning goals contained within the Act. The following is a listing of the applicable goals of housing and an analysis of how the Housing Element helps meet the goals:

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

The Housing Element contains policies encouraging development in the urban growth area (Goal #11, Policies 11.1 and 11.2).

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

The Tumwater Housing Element contains goals and policies encouraging urban growth to be phased outward from the urban core and encourages development of housing on vacant and underdeveloped properties in order to reduce urban sprawl. In conjunction with the Land Use Element, the Housing Element establishes policies requiring minimum lot sizes in order to reduce overall residential lot sizes and thereby reduce sprawl.

4. *Housing. Encourage the availability of affordable housing to all economic segments of the population; promote a variety of residential densities and housing types; and encourage preservation of existing housing stock.*

The Housing Element includes a variety of policies expressly designed to encourage housing affordability, including a multitude of regulatory changes dispersed throughout the document.

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

This document has a chapter on barrier assessment. Tumwater tracks permit processing times and it has historically achieved relatively short turnaround times for permits. There is no indication that Tumwater permit process times affect housing affordability.

11. *Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.*

The Tumwater Housing Element was originally prepared through open public meetings in the early 1990s by the Land Use and Housing Committee, a subcommittee of the Tumwater Planning Commission. During the update to the Tumwater Comprehensive Plan in 2015-2016, Tumwater conducted a survey utilizing a professional phone survey service, postal mailings, and Tumwater's website. General announcements appeared on Tumwater's website, Tumwater's Constant Contact email list was used to send announcements, and articles appeared in the Tumwater On Tap e-newsletter. Tumwater staff also attended meetings with homeowner associations, civic and business groups. The Mayor also included the update in his "State of the City" presentations. This approach ensured public participation.

1.3 County-Wide Planning Policy Compliance

The Growth Management Act requires that comprehensive plans be consistent with Thurston County's County-Wide Planning Policies, as amended in 2015. The following is a list of the relevant sections of the County-Wide Planning Policies that apply to the Housing Element. All County-Wide Planning Policies are adopted as Appendix B to the Land Use Element of the Comprehensive Plan.

The Housing Element of the Comprehensive Plan is the principal policy document concerning affordable housing. The Land Use Element works with the Housing Element to provide adequate suitably zoned vacant land to further the policies of the Housing Element. Each residential designation in the Land Use Element, including the Mixed Use designation, provides a variety of housing types to ensure that affordable housing is provided for all economic segments of the Tumwater population. The Land Use Element, in conjunction with the Housing Element, includes policies and land use designations designed to ensure the provision of affordable housing.

The Housing Element includes a variety of policies expressly designed to encourage housing affordability, including but not limited to, suggested regulatory changes dispersed throughout the document.

VIII. Affordable Housing

- 8.1 Increase housing choices to support all ranges of lifestyles, household incomes, abilities, and ages. Encourage a range of housing types and costs that are commensurate with the employment base and income levels of jurisdictions' populations, particularly for low, moderate and fixed income families.*

The Housing Element addresses how best to provide affordable housing for all economic segments of Tumwater's population by examining current housing conditions, regulatory barriers, and projected housing needs. The Element contains a variety of policies encouraging a wide range of housing choices, such as providing sufficient, suitably zoned land for housing; encouraging development of innovative plans, codes, and standards for affordable housing; and implementation of a mixed-use zone to provide a mix of housing types.

- 8.2 Accommodate low and moderate income housing throughout each jurisdiction rather than isolated in certain areas.*

The Housing Element discourages the concentration of low and moderate income housing, favoring dispersal of such housing.

- 8.3 Exploring ways to reduce the costs of housing.*

The Housing Element's purpose is to explore ways to reduce the cost of housing.

- 8.4 Establish and maintain a process to accomplish a fair share distribution of affordable housing among the jurisdictions.*

The Housing Element recommends that the fair share distribution of affordable housing among the jurisdictions be decided on a regional basis.

- 8.5 Working with the private sector, Housing Authority, neighborhood groups, and other affected citizens, to facilitate the development of attractive, quality, low and moderate income housing that is compatible with the surrounding neighborhood and located within easy access to public transportation, commercial areas and employment centers.*

Throughout the Housing Element, there are numerous policies

encouraging the development of attractive low and moderate income housing to serve the needs of Tumwater. The City will comply with these goals by increasing density in specified areas, increasing the range of housing types, considering accessory dwelling units, and building partnerships with other agencies and organizations including homeowners associations to reduce restrictions and increase affordable housing stock

8.6 Regularly examine and modify policies that pose barriers to affordable housing.

The chapter on barrier assessment in the Housing Element provides specific recommendations on regulatory amendments to encourage affordable housing.

8.7 When possible, provide assistance in obtaining funding and/or technical assistance for the expansion or establishment of low cost affordable housing for low, moderate, and fixed income individuals and families.

The Housing Element contains language that encourages the City Council to consider funding requests favorably for low income housing providers, such as the Thurston County Housing Authority.

1.4 Sustainable Thurston Goals

Tumwater adopts as part of the Housing Element the following Sustainable Thurston Goals:

1.4.1 Priority Goals

Priority Goal 1: Create vibrant centers, corridors, and neighborhoods while accommodating growth.

1.4.2 Community Goals

C-1: North County – Urban Corridors & Centers: Create vibrant city centers and activity nodes along transit corridors that support active transportation and housing, jobs, and services.

1.4.3 Housing Goals

- H-1: Improve regulatory clarity and predictability to encourage urban infill and redevelopment.
- H-2: Increase housing amid urban corridors and centers to meet the needs of a changing population.
- H-3: Provide sufficient housing for low and moderate income households within each jurisdiction.
- H-4: Maximize opportunity to redevelop land in priority areas by investing in infrastructure and environmental remediation.
- H-5: Provide sufficient service enriched housing for homeless and high-risk populations
- H-6: Encourage housing density and diversity in neighborhoods to add vibrancy and increase equitable access to opportunity.
- H-7: Encourage the construction, weatherization, and operation of homes to boost energy efficiency.

1.5 Affordable Housing Definition

WAC 365-196-410 requires that the Comprehensive Plan include a definition of "affordable housing." This is a difficult definition to arrive at, because obviously what is affordable for one family can be drastically different from what is affordable for another family. A higher income family may be looking to purchase a larger home, while a lower income family may be struggling to pay the rent on an apartment that is too small for their needs.

Because of this possible disparity, the U.S. Department of Housing and Urban Development uses a definition of affordability that is based on a percentage of gross income. U.S. Department of Housing and Urban Development allows up to 30% of a family's gross income to be available for gross housing costs, including mortgage payments or rent, and utility payments. The Housing Element will use the same definition of "affordable housing."

In practice, the median family income for a family in Tumwater was \$62,366 in 2013. For the median family, affordable housing would be any housing that cost \$1,559 per month or less, including utilities. Similarly, a family that earned 80% of the median income could afford \$1,247 a month in mortgage/rent and utilities. Currently, Tumwater's average rent is \$1,056 per month, and \$1,233 with utilities.

1.6 Ongoing Review Program

Tumwater will review and update the Housing Element as necessary to address community needs or to comply with State law. In order to monitor the performance of the housing strategy, Tumwater will continue to work with the Thurston Regional Planning Council to track land use, population, and housing, and provide periodic reports.

1.7 Amendments

The Housing Element is subject to amendment in order to ensure internal and interjurisdictional consistency of the Comprehensive Plan and with the development regulations implementing the Comprehensive Plan. This evaluation will be an integral part of the amendment process.

State law does not allow more amendments than once annually, except in cases of emergency. The amendment process will consider concurrently all proposed changes to the document accumulated over time since the last amendment, in order to ascertain the cumulative impact of the proposed changes.

2. EXISTING HOUSING DISTRIBUTION

2.1 Introduction

In order to effectively plan for the housing needs of Tumwater residents, present and future, it is necessary to understand the existing housing distribution in Tumwater. This chapter of the Housing Element serves as an analysis of the existing housing profile in Tumwater. It will include information on the number and housing stock type.

To aid the housing study, Tumwater has been divided into several neighborhood planning areas, which are roughly defined by the predominant land uses or significant characteristics of each area.

2.2 Housing Pattern

Table 2 and Figure 1 show the total number of dwelling units for Tumwater as a whole. A dwelling unit is defined as a structure or portion of a structure that one family lives in. As an example, a single-family dwelling would have one dwelling unit, a duplex – two dwelling units, and an apartment building might have eight or more dwelling units.

Tumwater has 8,680 total dwelling units. The totals of each type of housing unit are also shown for the entire city. It is interesting to note that 55% of the units are single family; 37% are multi-family; and 8% are manufactured units.

2.3 Housing Trends and Projections

It is difficult to estimate housing trends and projections because the provision of housing is still primarily a function of the marketplace. Additionally, annexations can skew these estimates and projections significantly. However, one way to ensure accurate projections of housing need and housing stock is to review the historical growth in housing stock and apply that growth level to the future.

From 1991 to January 1, 2016, the total housing units in Tumwater increased from 4,691 to 8,680, and 11,390 including the Urban Growth Area. This amounts to a 100% increase over the 25-year period between 1991 and 2016. Although this increase sounds significant, annexations account for a sizeable amount of this increase. Between 2000 and 2016, 32 annexations were completed which brought more than 2,000 additional housing units into Tumwater accounting for over half the increase. Over the next 20-year planning period, Tumwater expects to require an additional 8,000 housing units to accommodate population growth with a different mix of housing than has been needed in the past. The impact of annexations on total housing units will be much smaller over the next 20 years than in the past because

Tumwater has annexed the majority of the Urban Growth Area. Most of the new housing units will be built within the existing city limits of Tumwater.

The State Office of Financial Management and Thurston Regional Planning Council have estimated that 370,600 people will live in Thurston County by the year 2035.¹ This is a 39% increase over the 2015 population of 267,400.

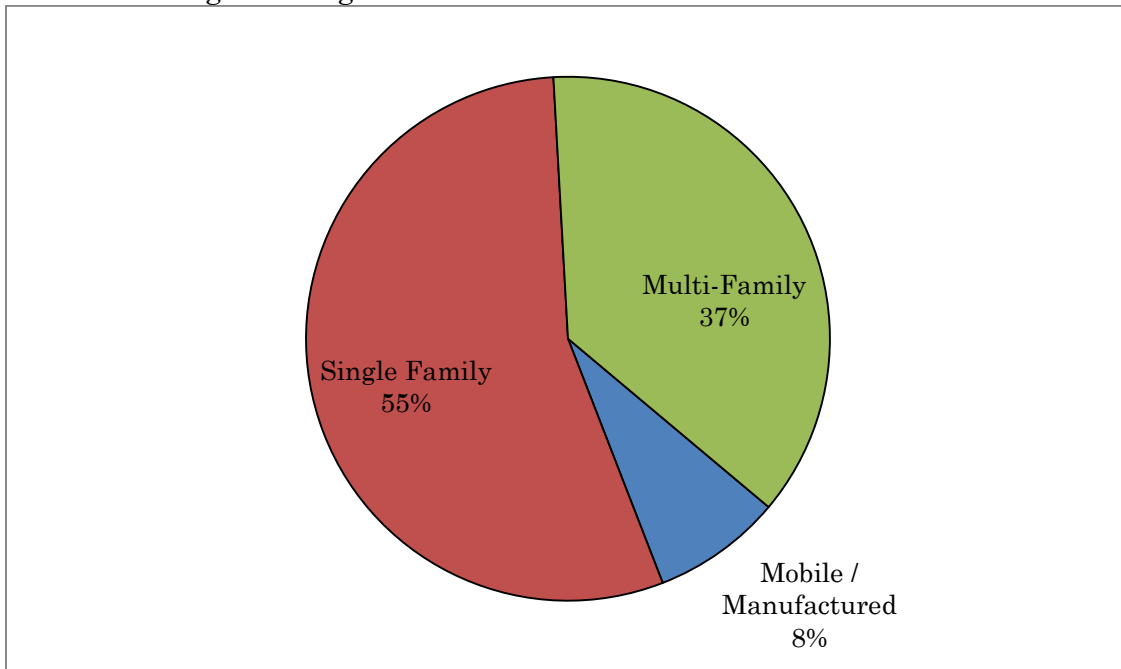
The ratio of owner-occupied and non-owner occupied housing is another aspect of housing that gives some insight into the community's makeup. In 1990, 53% of the housing units in Tumwater were owner occupied. In 2000, that number dropped to 48% and increased again to 54% in 2015. Just under half of all homes in Tumwater are rented, higher than the state average of 38% rental to owner occupied.

Table 2. Existing Housing Stock in in the City of Tumwater

City Wide	Totals
Single Family	4,770
Multi-Family	3,190
Mobile / Manufactured	720
Total	8,680

¹ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Figure 1. Existing Housing Stock in Tumwater



3. EXISTING HOUSING INVESTMENT PROFILE

3.1 Introduction

The provision of affordable housing for all economic segments of the Tumwater population is largely a function of private enterprise. An important part of the private sector's role in providing housing occurs through construction financing and home mortgage financing. Sufficient rental housing is partially dependent on the developer's ability to obtain construction financing. Similarly, the ability to purchase housing is dependent upon the ability to obtain financing through a lending institution. This chapter of the Comprehensive Plan provides an analysis of the existing financing profile in Tumwater and the wider Thurston County area.

There are two primary ways loans are made available to potential home buyers. The first is conventional loans through banks and other lending institutions. Money is loaned to the potential homeowner based upon that person's credit rating and ability to fund a down payment.

The second is federally insured loans. The federal government, through the FHA, VA, or other programs, guarantees the loan that a lending institution might make. Should the borrower forfeit the loan, the federal government would repay it.

3.2 Federal and State Housing Financing Programs

There are a number of federal and state programs designed to assist home buyers and renters. This web of programs and regulations is very complex and is beyond the scope of the Housing Element to analyze each of these programs fully.

Because these programs can change significantly over a short period and interest rates change daily, it is most effective to contact local authorities with expertise in these programs to obtain assistance. The following organizations can provide further information:

- Housing Authority of Thurston County
- Washington State Information Network (Dial 211)
- Crisis Clinic of Thurston County (www.crisis-clinic.org)
- Thurston County Veterans Outreach Center, 4232 Sixth Avenue SE, Suite 202, Lacey

- Washington State Department of Commerce Housing and Homeless Program

3.3 Local Financing

Local funding from cities and Thurston County mostly takes the form of local matching funds to federal or state funding programs. In addition to this, however, local governments do have some limited local options for financing public housing and related social service programs. These include:

- Use of general funds to provide grants and loans to service organizations through regional partnerships. For example, the City of Tumwater has committed 1/2% of its sales tax receipts to match funds from other jurisdictions and United Way as part of a Community Investment Partnership agreement that funds local housing and social service programs. This partnership also distributes Federal HOME and State housing grant funds.
- Use of general funds for direct funding of housing and social service programs through contract with the City. For example, the City of Tumwater has traditionally budgeted about \$10,000 annually to directly fund social service programs.
- Under RCW 84.54.105, the City Tumwater also has the option of asking voters to support an excess property tax levy of up to 50 cents per \$1,000 valuation to support affordable housing and related programs. Local affordable housing advocates have requested City exercise this option.
- The City of Tumwater recently signed an agreement with Thurston County and the City of Lacey that makes the three jurisdictions entitled to receive Federal Community Development Block Grants. Under this agreement, the City of Tumwater gets to decide how to allocate these funds once every three years. In the first cycle of this agreement, the City allocated a majority of this funding for affordable housing programs. Discussions are currently underway to explore if all three jurisdictions would be willing to do this to provide another reliable funding source for these programs.

See Sections 4.3 and 4.4 of the Housing Element for additional discussion of subsidized housing.

3.4 Conclusion

As stated in the introduction to this chapter, the provision of rental and owner occupied housing is primarily accomplished by the private sector. Policies at the federal level about taxes and financial regulations on private lenders greatly influence the availability of funding for the construction of rental and owner-occupied housing construction and purchase. There are, however, some limited programs available to federal, state, and local governments for funding housing and related social programs.

4. AFFORDABLE HOUSING NEEDS

4.1 Introduction

Despite the efforts of non-profit and other public and private housing service agencies and organizations, there is increasing demand for affordable housing. Funding for these types of housing and related services is limited.

This chapter of the Housing Element will identify some of the services that are provided to people in Tumwater and Thurston County. In addition, an analysis of the need vs. demand will be made and conclusions will be drawn from the information provided. This portion of the Housing Element is very important because affordable housing needs are increasing.

4.2 Emergency Shelters and Transitional Housing

In Thurston County, outside of the Thurston County Jail, there are currently 252 beds in shelters and transitional (subsidized) housing. Sixty-six additional beds are available in cold weather during snow or other anticipated cold weather events and accommodating approximately 82% of the homeless during cold weather and 68% at other times. None of the emergency shelters are located in the City of Tumwater. However, in the past, City of Tumwater has authorized use of City buildings for cold weather shelters. In addition, the Tumwater Municipal Code allows for the establishment of temporary homeless encampments by sponsoring religious organizations.

While no emergency shelters currently exist in the City of Tumwater, there are a number of transitional and permanent publically subsidized housing units. These include units managed by the Community Action Council, the Thurston County Housing Authority, Homes First!, and Habitat for Humanity. The City of Tumwater has also established a specific zoning category for mobile/manufactured housing to ensure properties containing these affordable housing units are not converted to other more expensive forms of housing or commercial land uses. This ordinance has been successfully defended in both state and federal court. In addition, Behavioral Health Resources operates several subsidized permanent housing facilities in the City of Tumwater for individuals with mental health issues.

See Table 3 for additional information on available emergency shelters in the Tumwater area and Table 4 for additional information on transitional and low-income housing units in the City.

Table 3. Shelter Capacity in Tumwater Area

Service Agency	Facility	Total Beds / Living Units	Type
Community Care Center	225 State Avenue NE Olympia, WA (360) 915-8623	100 Spaces	Daytime Service Centers Only
Community Youth Services (CYS)	Young Adult Shelter 711 State Avenue NE Olympia, WA	12 + 27 (11/1 – 4/30)	Youth Age 18- 24
Community Youth Services (CYS)	Rosie's Place 520 Pear Street SE Olympia, WA (360) 918-7879	40 Spaces	Children Daytime Shelters Only
Drexel House	1139 5th Avenue SE Olympia, WA (360) 515-5587	16	Single Adults
Family Support Center	Pear Blossom Place 201 Capitol Way Olympia, WA (360) 628-7343	36 + 30 (11/ 1 – 4-30)	Families
Family Support Center	201 Capitol Way N Olympia, WA (360) 754-9297	10 Spaces	Daytime Shelters Only
Interfaith Works	701 Franklin Street SE Olympia, WA (360) 918-8424	42	Single Adults
Lacey Veteran HUB	4232 6th Avenue Suite 202 Lacey, WA (360) 456-3850	Not available	Daytime Service Centers Only
Partners in Prevention Education (PiPE)	408 – 7th Avenue SE Olympia, WA (360) 357-4472	Not available	Daytime Service Centers Only

Service Agency	Facility	Total Beds / Living Units	Type
SafePlace (Domestic Violence Victims)	521 Legion Way SE Olympia, WA (360) 754-6300	28	Families
St. Michael's Catholic Parish/Sacred Heart Parish (rotating)	1208 11 th Avenue SE Olympia, WA (360) 754-4667	14 (11/1 – 3/15)	Single Adults
Salvation Army	824 5 th Avenue SE Olympia, WA (360) 252-9569	30 (11/1 – 4/30)	Single Adults
Thurston County Jail	3490 Ferguson Street SW Tumwater, WA	352	Jail
Union Gospel Mission	413 Franklin Street NE #A Olympia, WA (360) 709-9725	65 Spaces + 15 (11/1 – 4/30)	Single Adults
Union Gospel Mission	413 Franklin Street NE #A Olympia, WA (360) 709-9725	140 Spaces	Daytime Shelters Only

Table 4. Transitional and Low Income Housing Units in the City of Tumwater

Service Agency	Facility	Living Units
Behavioral Health Resources (BHR)	Recovery Services 6128 Capitol Boulevard Tumwater, WA	Not Known
Behavioral Health Resources (BHR) Housing Properties	The Gardens 1275 2nd Avenue SW Tumwater, WA	34

Service Agency	Facility	Living Units
Behavioral Health Resources (BHR) Housing Properties	115 X Street SW Tumwater, WA	8
Catholic Community Services of Western Washington (CCSWW)	Tumwater Apartments 5701 6th Avenue SW Tumwater, WA	50 – Section 202 Supportive Housing for the Elderly
Community Action Council (CAC) of Lewis, Mason, and Thurston Counties	Deschutes Cove Apartments 7201 Henderson Boulevard SE Tumwater, WA	44
Foundation for the Challenged	4014 61st Court SW Tumwater, WA	1 Single Family House
Housing Authority of Thurston County (HATC)	Falls Pointe 411 Lee Street SW Tumwater, WA	108
Housing Authority of Thurston County (HATC)	Lake Park 1233 Lake Park Drive SW Tumwater, WA	8
Housing Authority of Thurston County (HATC)	McKenna Lane 206 – 226 McKenna Lane SW Tumwater, WA	6
Housing Authority of Thurston County (HATC)	Sequoia Landing 7136 Littlerock Road SW Tumwater, WA	40
Housing Authority of Thurston County (HATC)	Spring Court 5735 Linderson Way SW Tumwater, WA	8
Housing Authority of Thurston County (HATC)	Trails End Duplexes 7440 – 7446 Trails End Drive SE Tumwater, WA	8

Service Agency	Facility	Living Units
Housing Authority of Thurston County (HATC)	Twin Homes at Allen Orchard 202 – 256 Allen Orchard Lane SE Tumwater, WA	28
South Puget Sound Habitat for Humanity	Shepard's Grove 5108 – 5116 Henderson Boulevard SW Tumwater, WA	5 Single Family Houses
Homes First!	1344 Susitna Lane SW Tumwater, WA	1 Single Family House
Homes First!	423 Z Street SE Tumwater, WA	1 Single Family House
Quixote Village	3350 Mottman Road SW Tumwater, WA	30
Union Gospel Mission	6617 – 6631 Littlerock Road SW Tumwater, WA	12
Union Gospel Mission	3118 Hampton Drive SW Tumwater, WA	1
Union Gospel Mission	1044 Grant Street SW Tumwater, WA	2

4.3 Private Subsidized Housing

Subsidized housing is made available by private building owners and through public vouchers. With private subsidized housing, an owner of housing units receives low interest loan or grants for construction or rehabilitation of housing units. In exchange, the owner agrees to make available a certain number of units at a price affordable to low income families. These agreements are made by contract for a set period. Tumwater currently has 94 subsidized housing units of this type with 50 units reserved for the disabled or elderly. Waiting lists for access to these units are kept by the individual property owners and averaging two years.

4.4 Publicly Subsidized Housing

In contrast to private subsidized housing, assistance is also available from Section 8 Federal Funds directed through the Housing Authority of Thurston County. Section 8 works like rental assistance where you generally find a private owner and then the

voucher pays part of the rent, usually 70% if income qualified.

Additional funding for housing is available through Federal and State sources, including revenues from recording fees that are authorized by the State of Washington. Those funds are scheduled to sunset in 2019 unless reauthorized by the Legislature.

4.5 Low and Moderate Income Definitions

The State of Washington, as part of its Comprehensive Housing Affordability Study, defines various low and moderate-income levels in order to determine eligibility for federal and state housing assistance programs and benchmarking. The following are general state definitions for various low and moderate income groups:

- Poverty or Extremely Low Income Families are defined as a family of four, earning \$23,050 per year or less. This is about 30% of Washington's median family income. Currently, approximately 11% of Tumwater families meet the poverty criteria.
- Very Low Income Families earn less than 50% of median income. This income group has the greatest difficulty in locating and staying in affordable housing. There are very few areas of the state that have fair market rents low enough for people in this bracket to afford without assistance.
- Low Income Families earn approximately \$31,000 annually, which is between 51% and 80% of median income. Families in this income category are not as likely to find rental housing at rates they can afford. Searches for affordable housing will be difficult because of low vacancy rates. Families in this income range will not be able to afford single-family housing without some form of assistance.
- Moderate Income Families earn approximately between 81% and 95% of median income. These families are able to afford rental housing, although vacancy rates are a concern for this group as well. Families in this income bracket have historically been able to become homeowners. Buying a home for this group is becoming much more difficult in the Puget Sound region where housing price increases and real income level decreases have taken a toll. Because of this difficulty in purchasing housing, many families in this group continue to rent when they would prefer to buy. The presence of families in this income category in the rental market tends to focus property owners and developers toward higher end rental units, driving prices up and lower income families out of the rental market.

- Middle Income Families earn between 96% and 120% of median income. Families in this income category are able to find rental housing in every market in Washington State. Purchasing a home can still be difficult in the Puget Sound region, especially in King and Pierce Counties, but also Thurston County and Tumwater. In most other areas of Washington outside Puget Sound, families in this group can afford the mortgage payments on a house, but may find accumulating a down payment while renting difficult.

Median Family Income is determined periodically by Department of Housing and Urban Development based on state and local employment and earnings data and is the official yardstick for calculating income levels, which qualify for particular federal programs. The figures are adjusted according to family size, so that median income level would be less for a family of two than for a family of four. See Section 1.4 for a more detail discussion.

4.6 Housing Needs Gaps and Coordination Points

It is very difficult to fill gaps in the web of service provision to low and moderate income groups at the local level through public action. Funding for low and moderate income families in Tumwater must compete with all services provided by a municipality, such as streets, police, and fire.

Based on the data available, it is clear that the need for affordable housing and human services far exceeds the available supply. In addition, the process of drafting a Housing Element requires that the various jurisdictions meet and discuss the salient issues involved with affordable housing provision. This also raises the level of awareness of the decision-makers in Thurston County.

In summary, while direct public action can fill some of the gaps in affordable housing this are broader societal issues that cannot be solved by Tumwater alone. Additional efforts will be needed at regional, state, and federal levels to make progress in the underlying causes of lack of affordable housing.

4.7 Homelessness

While overall homelessness in Thurston County is down from the peak of the recession in 2010-2012, to 476 living outdoors, in shelters or in transitional housing, data that is more recent shows that the trend is increasing again in our community. The increase in homelessness among children, disabled populations, and the aging is the greatest concern.

Table 5. 2019 Tumwater School District - Poverty and Homelessness

Student Poverty and Homelessness	Number of Students	Percentage of Students
Free and Reduced Lunches	1,736	27%
Students Experiencing Homelessness	210	3%
Total Student Population	6,501	100%

Note: Source: Thurston County Homeless Census Report for 2019

Recent state studies show that Office of Superintendent of Public Instruction captures only 58% of homeless children in their surveys. This means that Tumwater's total number of homeless children is more likely in the range of 420 to 430.

4.8 Conclusion

In conclusion, it appears that the emergency shelter needs in Thurston County are beyond capacity at this time and homelessness among the young, disabled and aging is of particular concern. Additional emergency shelters of all types will likely be needed over the 20-year period of the Housing Element. Tumwater should consider targeted planning efforts to evaluate gaps and funding options to serve these critical needs in the community. The City should work with Tumwater School District and other regional partners to conduct a needs assessment evaluating gaps and funding options to improve the safety net for families with children, aging, and disabled populations living within the community.

Human service agencies throughout Thurston County emphasize housing as a top priority to meet the goals of stabilizing families. Until families find safe, affordable, permanent housing, it is very difficult to work on other crisis issues, which affect the family. Thurston County shelter and housing providers have continually emphasized the need for transitional and permanent housing. Transitional housing, usually apartments, are provided free or on a sliding scale basis in order to allow their occupants to save enough money to make the jump to market-rate, rental housing.

While several organizations provide transitional and permanent subsidized housing in Tumwater, there are currently not enough of these units available. With market rents being relatively high and the average monthly rent with utilities in Tumwater is \$1,233.00, there is a tremendous gap between transitional and subsidized housing and market rents. This gap is only partially filled by public and private subsidized housing

and transitional housing.

5. HOUSING GOALS, POLICIES, AND ACTIONS

5.1 Housing Goals, Policies, and Actions

GOAL H-1: To conserve and improve the existing city housing stock and neighborhoods.

<u>Policy</u>	<u>Action</u>
H-1.1	Assist city neighborhoods in maintaining and rehabilitating the existing housing stock as decent, safe, sanitary, and affordable housing.
H-1.2	Encourage a range of housing, economic development, and community revitalization in the city.
H-1.3	Promote the conservation of existing communities and community housing goals through the preparation of comprehensive plans and the development review process.
H-1.4	Provide assistance to improve community surroundings and infrastructure in residential areas.
H-1.5	Encourage and facilitate economic development as an important part of provision of housing by providing jobs.
	H-1.5.1 Continue implementation of economic development efforts to provide jobs in Tumwater.

GOAL H-2: To provide a sufficient number of single family dwelling units, multi-family dwelling units, manufactured homes, and group housing to provide an affordable selection of housing to each economic segment of the Tumwater population.

<u>Policy</u>	<u>Action</u>
H-2.1	Provide sufficient, suitably zoned land for development of all housing types to accommodate the future needs for each type of housing, including single family, multi-family, and manufactured homes in manufactured home parks and on single lots.
H-2.2	Provide opportunities for a range of housing types to provide for all economic segments of Tumwater's population.

- H-2.2.1 Monitor the Land Use Element and Zoning Code to ensure an adequate supply of suitably zoned land.

GOAL H-3: To provide adequate, affordable housing for residents of all income groups, including sufficient housing affordable to low and moderate-income groups.

<u>Policy</u>	<u>Action</u>
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H-3.1	Encourage the development of innovative plans, codes, standards, and procedures in order to take advantage of new private and public sector approaches to housing provision.
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H-3.1.1	The Zoning Code allows manufactured homes on single-family lots in all residential zones. It is the intent of the Housing Element to promote the designation of a sufficient supply of land for traditional mobile/manufactured home parks—and to recognize that modular/manufactured housing on single family lots and in manufactured home parks is a viable form of housing construction.
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H-3.1.2	Increase code enforcement efforts and build public private partnerships to encourage renovations of unfit structures for use as transitional or affordable housing.
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H-3.2	Encourage provision of adequate building sites through appropriate land use planning and zoning codes, infrastructure supply, and overall regulatory climate.
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H-3.3	Tumwater should assume its "fair share" of housing for low and moderate income groups, in cooperation with other jurisdictions in Thurston County.
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H-3.3.1	Monitor land supply, census data, and housing policies to ensure Tumwater accommodates its fair share of housing for low and moderate income groups.
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H-3.3.2	Work with Tumwater School District, Housing Authority, and other agencies and organizations to pursue grant funding and implement transitional housing strategies for families with children.
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- H-3.3.3 Establish a multi-family tax exemption program that gives financial incentive for developers to create multi-family structures in target areas and to set aside a percentage of units as low-income housing.

GOAL H-4: To provide adequate opportunities for housing for all persons regardless of age, race, color, national origin, ancestry, sex, sexual orientation, familial status, marital status, ethnic background, source of income use of federal housing assistance, or other arbitrary factors.

<u>Policy</u>	<u>Action</u>
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H-4.1	Support the inclusion of living opportunities for families with children throughout the city.
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H-4.2	Support and encourage a variety of housing types and price ranges through appropriate policies and regulations.
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H-4.2.2	Continue the requirement for reasonable maximum lot sizes in order to create smaller lots that are more affordable and that allow a more efficient use of City services.
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H-4.2.3	Encourage homeowner associations to adopt Covenants, Conditions, and Restrictions (CCRs) consistent with this policy.
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GOAL H-5: To supply sufficient, safe, suitable housing sites and housing supply to meet projected future housing needs for Tumwater over the next 20 years.

<u>Policy</u>	<u>Action</u>
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H-5.1	Ensure appropriate land use designations and Zoning Code designations to provide sufficient land for housing construction.
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H-5.1.1	Monitor the Land Use Element and Zoning Code to ensure an adequate supply of suitably zoned vacant land. (2.1.1)
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H-5.1.2	Continue joint planning with Thurston County to plan for future growth in Tumwater.
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H-5.2 Lands not suitable for development due to site constraints such as wetlands, steep slopes, geologically hazardous areas, etc., should be identified and considered when determining sufficient land for new housing in accordance with Tumwater's Conservation Plan.

H-5.3 Encourage construction practices, which exceed minimum standards. Tumwater will support the use of alternative building designs and methods that exceed the minimum standards set by Tumwater.

GOAL H-6: To promote a selection of housing that is decent, safe, and sound, in close proximity to jobs and daily activities, and varies by location, type, design, and price.

<u>Policy</u>	<u>Action</u>
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H-6.1	Protect residential areas from undesirable activities and uses through aggressive enforcement of adopted City codes.
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H-6.2	Provide for a dynamic mix of residential land uses and zones in order to create a diverse mix of sites available for different housing types.
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H-6.2.1	Continue to monitor the available land supply, census data, and City policies to ensure a diverse mix of land for residential housing stock.
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H-6.2.2	Continue to implement innovative design techniques, such as zero lot line developments, architectural design standards, alley houses, and attached single-family housing. Zero lot line developments are residential real estate in which the structure comes up to or very near to the edge of the property. Zero-lot-line houses are built very close to the property line in order to create more usable space.
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H-6.3	Support increasing housing opportunities along urban corridors and centers.
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H-6.4	Encourage provision of affordable housing near public transit routes to promote efficient transportation networks.
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H-6.4.1	Continue to involve Intercity Transit in Tumwater's development review process.
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H-6.5 Tumwater will maintain current Building Code standards and will use the most up to date future Code editions.

H-6.5.1 Host training with developers and staff on implementation of Low Impact Development.

GOAL H-7: To ensure that housing is compatible in quality, design, and density with surrounding land uses, traffic patterns, public facilities, and environmentally sensitive areas.

<u>Policy</u>	<u>Action</u>
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H-7.1	Support the stability of established residential neighborhoods through appropriate plans and codes.
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H-7.1.1	Continue to implement design standards for multi-family and attached single-family dwellings in order to ensure compatibility with existing neighborhoods.
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H-7.2	Assure housing will be well maintained and safe.
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H-7.3	Enhance the appearance of and maintain public spaces in residential areas.
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H-7.4	Promote community involvement to achieve neighborhood improvement.
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GOAL H-8: To support healthy residential neighborhoods which continue to reflect a high degree of pride in ownership or residency.

<u>Policy</u>	<u>Action</u>
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H-8.1	Support the stability of established residential neighborhoods.
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H-8.2	Assure housing will be well maintained and safe.
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H-8.2.1	Protect residential areas from undesirable activities and uses through aggressive enforcement of adopted City codes.
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H-8.3	Enhance the appearance of and maintain public spaces in residential areas.
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- H-8.4 Promote community involvement to achieve neighborhood improvement.
- H-8.4.1 Encourage neighborhood meetings to discuss community issues as situations and concerns arise.
- H-8.5 Encourage home ownership for Tumwater residents.

GOAL H-9: To encourage a variety of housing opportunities for those with special needs, particularly those with problems relating to age or disability.

<u>Policy</u>	<u>Action</u>
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|-------|---|
| H-9.1 | Require housing to meet the needs of those with special housing requirements without creating a concentration of such housing in any one area. |
| H-9.2 | Assist social service organizations in their efforts to seek funds for construction and operation of emergency, transitional, and permanent housing. |
| H-9.3 | Support and plan for assisted housing opportunities using federal, state, or local aid. |
| H-9.4 | Encourage and support social and health service organizations, which offer support programs for those with special needs, particularly those programs that help people remain in the community. |
| H-9.5 | Encourage alternative housing strategies for homeless youth, which may include Host Homes. |

GOAL H-10: To provide housing that is compatible and harmonious with existing neighborhood character through use of innovative designs that enhance the appearance and quality of Tumwater's neighborhoods.

<u>Policy</u>	<u>Action</u>
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- | | |
|--------|---|
| H-10.1 | Encourage innovation and variety in housing design and development. Tumwater will support efforts to build housing with unique individual character, which avoids monotonous neighborhood appearance. |
|--------|---|

H-10.2 Multi-family residential housing should be subject to design criteria that relate to density, structure bulk, size and design, landscaping, and neighborhood compatibility.

H-10.2.1 Continue to implement multi-family housing design standards.

GOAL H-11: To provide housing to accommodate Tumwater's housing needs in the urban growth area and make the most efficient use of infrastructure and services.

<u>Policy</u>	<u>Action</u>
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H-11.1	Reference the Transportation Element and anticipated transportation impacts when making housing decisions affecting the location and density of housing.
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H-11.2	Reference utility plans and the impact of housing decisions on capital improvements planning.
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H-11.3	Encourage the construction of affordable housing, including cottage housing and accessory dwelling units, within a half mile or twenty minute walk of an urban center, corridor or neighborhood center with access to goods and services to provide access to daily household needs.
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GOAL H-12: To encourage urban growth within the city limits with gradual phasing outward from the urban core.

<u>Policy</u>	<u>Action</u>
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H-12.1	Encourage the construction of housing on vacant property within the city and the redevelopment of underdeveloped property within residential areas to minimize urban sprawl and associated public service costs.
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H-12.1.1	Continue to review and revise, as necessary, City Development Standards deemed unnecessary and make development more expensive and/or difficult.
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H-12.1.2	Continue to support high-density zoning within specific areas of the city that have the infrastructure and services to support high-density housing.
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- H-12.1.3 Continue to implement minimum density levels for all residential zoning districts to ensure efficient use of the urban growth area.
- H-12.1.4 Work cooperatively with Thurston County to provide for more efficient and orderly annexations to facilitate urban service delivery.

GOAL H-13: Ensure consistency with RCW 36.70A.070(2)(c) which requires sufficient land be available for all types of housing including manufactured housing.

Policy

Action

- H-13.1 Maintain the manufactured home park district zoning in appropriate areas in order to prevent conversion of affordable housing to other uses without replacement.
 - H-13.1.1 Encourage manufactured housing park district zoning to locate near transit services.
- H-13.2 When locating zones and designations for manufactured home parks, carefully consider the risks from natural hazards, such as flooding and liquefaction, and the impacts of those hazards on the future residents of those manufactured home parks, Tumwater’s emergency responders, and the city as a whole.

6. REGULATORY BARRIER ASSESSMENT

6.1 Introduction

A number of local, state, and federal regulations make housing more expensive. These regulations are designed to make housing more safe. However, there are instances where the benefit received from a particular regulation may not be worth the corresponding cost. This chapter of the Housing Element will focus on those regulations under Tumwater's control, and will recommend changes to certain regulations in order to promote affordable housing. There are also state and federal regulations that may increase the cost of housing.

6.2 Community Perceptions

For a variety of reasons, the public remains concerned about the fast rate of growth in the Puget Sound region. The public, for many understandable reasons, has the perception that growth is not being controlled properly. Because of this and other reasons, citizens have organized and suggested changes.

However, oftentimes citizens oppose projects during the permitting process that would increase the supply of housing, thus tending to drive housing costs higher. While these housing applications are often ultimately approved, they are often approved with additional conditions and time delays. For example, in 2011 the Habitat for Humanity development on Henderson Boulevard (Shepherds Grove) was appealed by some residents of adjacent subdivisions. The appeal resulted in a several week delay and the need for Habitat for Humanity to spend about \$40,000 on a "Transfer of Development Right" in order to proceed with the project. The appeal added significant cost and delay for this affordable housing project. In some instances, these delays and conditions can make it unfeasible to proceed with the project or at least drive up project costs and subsequent rents or housing costs. Depending upon your point of view, these conditions could be perceived as a vital step in the process, or of little or no value.

Tumwater has taken major steps to streamline the development process while taking the views of citizens into consideration. Probably the most significant single action taken in this regard was implementation of a hearing examiner system. Tumwater has employed a hearing examiner to conduct hearings and make decisions on all discretionary land use permits, such as rezones, conditional use permits, preliminary plats, etc. The hearing examiner considers the staff report, public hearing testimony, environmental information, and the site itself to issue a decision based on applicable policies and codes. This process allows a more objective approach to site specific land use decisions, which reduces time delays and costs.

6.3. Growth Management

The Growth Management Act (RCW 36.70) seeks to control growth by channeling it into urban growth areas in order to provide more orderly and efficient service provision and to reduce sprawl. The Act also specifically authorizes charging impact fees in order to offset the costs of new development. It also directs jurisdictions to “encourage the availability of affordable housing.”

6.4 Permitting

The Community Development Department is a full service, one stop department, composed of planners, engineers, and building/fire inspectors, that is especially suited to guiding applicants through the approval process and responding quickly to development requests. While a slow permitting process can add to housing costs, research of permit application history in Tumwater has shown that the average permit processing time is very good. Those that require public hearings are inherently more time consuming than those that do not. Similarly, a more straightforward application, such as a single-family house on a lot of record, is much simpler and less involved than a 50-house subdivision and associated construction permits.

6.5 Infrastructure

City Development Standards, adopted through the *Tumwater Development Guide Manual*, sets standards for various road, water, and sewer projects. For example, a residential subdivision is required to install water and sewer lines of a certain type and dimension. Likewise, roads and sidewalks are required to be a certain width, and so forth.

Alternate street designs are allowed under the *Tumwater Development Guide Manual*, which is based on guidance provided in the National Association of City Transportation Officials, *Urban Streets Design Guide*, and by other organizations. These optional design methods for Neighborhood Collector and Local Residential Streets allow reduced right-of-way widths, which should reduce development costs while improving the human scale of neighborhoods.

6.6 Zoning Code

Zoning ordinances regulate the use of land through controls on density, lot sizes, setbacks, storm water management, and the placement and mix of residential, commercial, and industrial uses. Zoning codes have been used since the late 1800s to protect property values and ensure an orderly arrangement of land uses within a jurisdiction.

Tumwater Zoning Code provides for increased density (number of units per acre) in target areas to support a greater range of housing options. Minimum lot sizes are supportive of diversity in housing stock. Similarly, zero lot line developments, where the structure is located directly on the lot line on one side of the lot in order to provide more usable side yard space on a smaller lot, are currently allowed in all residential zones.

6.7 Building Code

The International Residential Code beginning July 1, 2004 regulates the construction of all structures in Tumwater by setting minimum standards for building construction to ensure safety. The International Residential Code is adopted by all jurisdictions in Washington State, with no or minor changes. For residential construction, Tumwater does have the option of increasing or decreasing the regulations by ordinance for residential structures of more than three dwelling units. Any change to the regulations for single-family and duplex units does require approval by the State Building Code Council, which amounts to significant disincentive to following this route.

As mentioned previously, however, the International Residential Code is designed to be a minimum standard. As such, any minimization of those standards would have a corresponding impact on life safety.

There are possible cost saving measures that meet the International Residential Code standards. For example, use of pre-engineered building components can significantly cut labor costs. While many of these components are as much as 10% more expensive to purchase, they can save 25% of labor costs in installation. Engineered roof trusses are a good example of this type of component. Designing houses to take maximum advantage of lumber and truss span capabilities, such as 24-inch on-center rather than 16-inch on-center framing, and two instead of three stud corners. These and other simple measures can result in substantial cost savings to the builder and subsequent buyer of housing.

There are many options for housing construction available in the International Residential Code that are rarely used. This may be because builders are unaware of these possibilities or are simply accustomed to building in a certain way. Another possible reason may be that the perception is that the housing market will not bear such design innovations. There is an opportunity for the builders and City building officials to innovate to help contain or reduce housing prices. This could be facilitated through meetings or exchanges.

6.8 Conclusion

This chapter has attempted to identify barriers to affordable housing that are internal to City processes and that affect housing affordability, as well as regulations that can be changed to heighten housing affordability. It also examined the various roles and responsibilities of adjacent jurisdictions, the Housing Authority of Thurston County, and builders/developers in providing affordable housing. This chapter also examined existing provisions in Tumwater Codes that promote affordability, but are rarely used in Tumwater. It is hoped that their identification here and the suggested subsequent meetings between Tumwater and builders will stimulate their use.

7. CITYWIDE HOUSING NEEDS

7.1 Introduction

Chapter 4 of the Housing Element examined the housing needs of low and moderate income people in Tumwater. This chapter will focus on the housing needs of the remainder of the Tumwater population.

7.2 Housing Needs

Housing needs for middle-income groups tend to be associated primarily with housing, as opposed to low-income groups, which may have a number of additional needs because of their very low incomes. The State of Washington and the federal Department of Housing and Urban Development, for purposes of determining eligibility for assistance, define any household paying more than 30% of household income on housing expenses as “cost-burdened.” For example, a household earning \$100,000 per year but spending more than \$30,000 for housing is cost burdened.

In 2015, the Multiple Listing Service reported that the average price of a single-family house in Tumwater is \$289,970; Census figures for median house value show a value of \$72,000 in 1990, \$141,000 in 2000, and \$274,000 in 2015.

This means families that would normally purchase a home may be unable to because of rising housing costs. The 1990 census showed that 14% of single-family homeowners in Tumwater paid 30% or more of their income for housing costs. In 2000, 20% of single-family households paid 30% or more of their gross income for housing costs. In 2015, 36% of single-family households paid 30% or more of their income for housing. Thirty percent of a family's gross income is a common indicator of housing affordability, including mortgage/rent and utilities. Many people that purchased a house years ago could not purchase the house they live in now at today's market rate.

The situation for renters of housing is worse. The 1990 census data shows that the median rent in Tumwater in 1990 was \$442. In 2000, the median rent was \$609, and in 2015, median rent was \$1,056.00 excluding utilities. The 1990 census showed that 36% of the renters in Tumwater paid 30% or more of their gross income in rent. Of this group, nearly 28% of the renters in Tumwater paid 35% or more of their gross income for rent. In 2000, 36% of the renters in Tumwater paid 30% or more of their gross income for rent, and in 2015, 49% of renters pay more than 30% for housing. Paying this amount of salary for housing costs means that money that would normally be used for other household expenses, such as cars, insurance, day care, even clothing and food, are instead used for shelter.

For this income group, any measures that can lower housing costs would be helpful.

The cost saving building practices identified in Chapter 6 would make incremental improvement in housing costs by encouraging a more diverse housing stock.

There are income groups in Tumwater of which housing costs are not a daily concern. The concerns for these people revolve around neighborhood stability and vitality and the protection of housing investments rather than day-to-day housing affordability. While this group could benefit from regulatory and private industry changes to improve housing affordability, these changes are not necessary in order to provide adequate housing for this income group.

7.3 Conclusion

This Chapter describes the housing needs of Tumwater today and over the next 20 years. Current and projected data indicates that a high percentage of the people in Tumwater are paying more per month for housing than they should, based on state and federal criteria. This trend is increasing and it indicates a need for a broader range of housing options and more diverse housing stock.

8. SUFFICIENT LAND FOR HOUSING

8.1 Introduction

The Growth Management Act requires Tumwater to identify sufficient land to provide for a variety of housing types for the next 20 years. Providing an adequate number of suitably zoned lots for different types of housing will help curb prices for land, which is a significant factor in housing costs.

This chapter will also analyze current vacancy rates for housing in Tumwater, which shows housing units available for occupancy. A very competitive housing market tends to drive up the costs of housing for purchase and rent.

8.2 Identification of Expected Population

Population growth is driven by two factors: net migration, people moving in minus people moving out, and natural increases, births minus deaths. Since 1960, most growth in Thurston County has been due to immigration. Little change in birth rates occurred between 2000 and 2015. Between 2000 and 2010, an average of 3,500 people moved to Thurston County per year, which is 77% of total growth. While much of this immigration was likely due to the relatively stable economy in Thurston County, it is likely that the increasing cost of living in the Seattle metropolitan area played a role as well, as individuals from the metropolitan area looked for ways to reduce escalating costs of living, particularly in housing. Immigration since 2010 has slowed to 1,900 new residents per year. It also accounts for a smaller proportion of total growth (63%).

Tumwater's population in 2002 of 12,730 increased to today's 21,939, an increase of 58%. Population is expected to see similar growth over the next 20 years reaching approximately 35,000 people in the incorporated area and 42,000 people within the Urban Growth Area. These population figures will be the basis on which all of Tumwater's Growth Management Act planning documents will be based.

8.3 Identification of Sufficient Land for Housing

The Growth Management Act requires Tumwater to identify and plan for 20 years of population growth. An important part of this equation is providing sufficient land area to accommodate sufficient housing units to house adequately the people expected to live in Tumwater in the next 20 years. To accomplish this goal, the Housing Element will work in concert with the Land Use Element. The Housing Element will identify how many housing units of each type; single family, multi-family, or manufactured, will be needed. This estimation of housing units will then be coordinated with the Land Use Element in order to provide sufficient land for housing within the existing city limits

and the urban growth area.

The following projection of housing units shown in Table 6 is anticipated to meet the needs of 12,741 additional people.

Table 6. Housing Units Needed for 20-Year Planning Period

Planning District	2015 Total Dwellings	2015 Single Family Units	2015 Multi-Family Units	2015 Manufactured Units	2035 Total Dwellings	2035 Single Family Units	2035 Multi-Family Units	2035 Manufactured Units	Total Capacity	Total Single Family Capacity	Total Multi-Family Capacity	Total Manufactured Capacity
Airport	244	201	33	10	894	717	168	10	1,125	760	356	10
Brewery	80	48	32	-	217	48	169	-	248	58	190	-
Deschutes	941	719	218	4	1,055	800	251	4	1,109	830	275	4
Littlerock	1,566	1,112	243	211	3,644	2,587	847	211	3,966	3,117	638	211
Mottman-Black Lake	48	44	-	4	180	159	17	4	231	203	24	4
Southeast Capitol Blvd.	1,599	735	739	125	2,026	985	916	125	2,206	1,022	1,059	125
Trosper	1,087	308	433	345	1,986	942	700	345	2,250	1,109	796	345
Tumwater Hill	3,143	1,752	1,311	80	3,692	2,133	1,479	80	3,941	2,243	1,618	80
New Market	406	59	345	2	461	72	387	2	489	80	407	2
Bush Prairie	1,299	1,045	212	42	1,911	1,554	315	42	2,069	1,662	365	42
Southside UGA	627	284	80	263	1,814	1,207	344	263	2,104	1,375	466	263
Westside UGA	582	338	38	206	1,287	986	95	206	1,533	1,189	138	206
TOTAL	11,622	6,645	3,684	1,292	19,167	12,190	5,688	1,292	21,272	13,648	6,332	1,292

Source: Thurston Regional Planning Council, Profile 2015

Notes: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Total Capacity, Total Single Family Capacity, and Total Multi-Family Capacity were updated during the 2017 and 2018 Comprehensive Plan amendment cycles.

Multi-Family Capacity updated during 2017 Comprehensive Plan Update Process.

8.4 Sufficient Land for Specific Housing Needs

The Growth Management Act also requires that Tumwater provide sufficient land for government assisted housing, housing for low-income people, group homes, and foster care homes.

8.4.1 Government Assisted Housing

Government assisted housing means federal, state, local, or some combination of funding that makes the housing possible. This usually takes the form of Section 8 housing through the federal government or federal low interest construction loans for low-income people. The GMA requires that sufficient land for such housing be made available. Because this is a residential use, sufficient land for residential housing will insure that sufficient land is available for government-assisted housing. When possible, this type of housing should be located on or near public transit routes, because very often low income groups will be dependent on public transportation. In addition, Chapter 6 has identified specific measures to reduce housing costs, in particular smaller required lot sizes, use of low impact stormwater management, and improved provisions for accessory housing will have beneficial impacts on government assisted housing.

8.4.2. Housing for Low Income People

Low income people typically rent housing that is priced so that lower income groups are able to afford it. Very often, this housing falls into the government assisted category explained above. As such, sufficient land area for this type of housing is provided in much the same way as government assisted housing, by providing sufficient residentially zoned vacant land, especially for multi-family housing, and adequate single family zoning in conjunction with small lot sizes and smaller dwellings, in the 1,000 sq. ft. to 1,500 sq. ft. range. Again, whenever possible, this housing should be located on or near public transit routes.

8.4.3. Manufactured Housing

Manufactured housing refers to housing that is mobile in nature and permitted under federal Housing and Urban Development standards, which are less restrictive than the Uniform Building Code standards. These houses can be less expensive than conventional "stick-built" homes, making them attractive for people wishing to move out of rental housing into single-family housing. Historically, these housing units looked more like trailers than houses, but this has changed dramatically. Because of the styling changes and relatively recent housing cost increases, the Housing Element recommends the continuation of allowing manufactured housing on single-family lots. This will appreciably open up the supply of vacant land for this use, which will help

control prices.

8.4.4. Multi-Family Housing

The issue of Multi-family housing has been addressed elsewhere in this chapter of the Housing Element. The key to providing adequate multi-family housing from Tumwater's perspective is to make certain that adequate suitably zoned acreage is available. The Housing Element identifies the number of the various housing units needed to serve 20 years of population growth, including multi-family. The Land Use Element will then designate adequate acreage on which to build the various housing units. Historically, multi-family units are sometimes perceived as a detriment to the community. This problem can largely be overcome by implementing reasonable design standards for apartments that enable this type of housing to blend better and be more compatible with surrounding neighborhoods.

8.4.5. Group and Foster Care Homes

Group homes are facilities that care for people with a variety of disabilities, including adult family homes, which make it possible for them to live with assistance. Foster care homes provide homes for children that for some reason are unable to live with their biological parents. In 1990, Tumwater amended the Zoning Code to allow group and foster care homes as a permitted use in all zoning classifications, as required by the State of Washington. Because of these amendments, group and foster care facilities are adequately provided for currently.

8.5 Vacancy Rates

According to 2014-15 Census information, 6% of all housing units in Tumwater are vacant, up from 5% reported in the 2000 census. Any vacancy rate of less than 5% is considered a tight rental market.

8.6 Conclusion

This chapter has projected the number of housing units necessary to house the Tumwater population over the next 20 years. Projections were made for 12,741 additional people to live in Tumwater in 2035,² and 8,000 new housing units of various types. It also identifies the Land Use Element as the operative document in ensuring adequate vacant land to provide housing for the next 20 years.

² The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

9. EXISTING AND FUTURE HOUSING PROVISIONS

9.1 Introduction

The Growth Management Act requires that provisions be identified for existing and future housing needs. In fact, for the most part this has been done in various sections of the preceding six chapters of the Housing Element. This chapter will recap the various housing needs and provisions identified for addressing those needs, expanding where necessary.

9.2 Protection of Existing Housing Stock

One of the most important methods to maintain and generate an adequate supply of housing is to retain existing housing. The existing housing stock in Tumwater is quite good. Policies to protect the quality of existing neighborhoods and encourage maintenance and improvement of the housing stock are addressed in the goals, policies, and actions portion of the Housing Element, Chapter 5.

9.3 Low and Moderate Income Provisions

Low and moderate income people have a variety of needs in addition to the provision of adequate shelter. Of course, lack of adequate shelter is usually foremost among a multitude of needs. Having this exceedingly small income makes obtaining shelter very difficult. In addition, there are many reasons for this low income status, such as mental and physical challenges that require assistance. This assistance is typically provided through public and private human service agencies. The most effective way for Tumwater to assist the needs of low income people in the Tumwater community is through funding assistance to established human resource agencies.

9.4 Regulatory Barriers to Affordable Housing

There are a number of federal, State, and local regulations that tend to make housing more expensive. These regulations are designed to protect the environment and make housing safer. However, these regulations also can cause a corresponding increase in housing costs. Federal and State regulations are of course outside Tumwater's control. Chapter 6, however, makes a detailed assessment of our own regulatory structure and makes specific recommendations regarding changes to ease the burden of housing affordability. Please refer to Chapter 6 for specific suggested code amendments. Chapter 6 also delineates a number of existing provisions, currently allowed under the Tumwater Municipal Code, that help make housing more affordable. These provisions are highlighted to encourage their use in the future.

9.5 Sufficient Land for 20 Years of Housing

An important component of affordable housing is providing sufficient vacant land for a variety of housing types. Chapter 8 examines this issue in detail. Providing sufficient land for housing can only be accomplished in conjunction with the 20-year population projection. With an accurate population projection, the Housing Element can estimate the number of each type of housing unit necessary to house the Tumwater population. The Land Use Element can then ensure a sufficient supply of suitable vacant lots that will help curb land prices, which are a major determining factor in housing costs.

Another land related housing cost is lot size. Large lot sizes are of course more expensive, and result in higher housing prices, costlier infrastructure improvements because of increased sprawl, increased environmental degradation, and an accelerated use of the land use base.

9.6 Employment

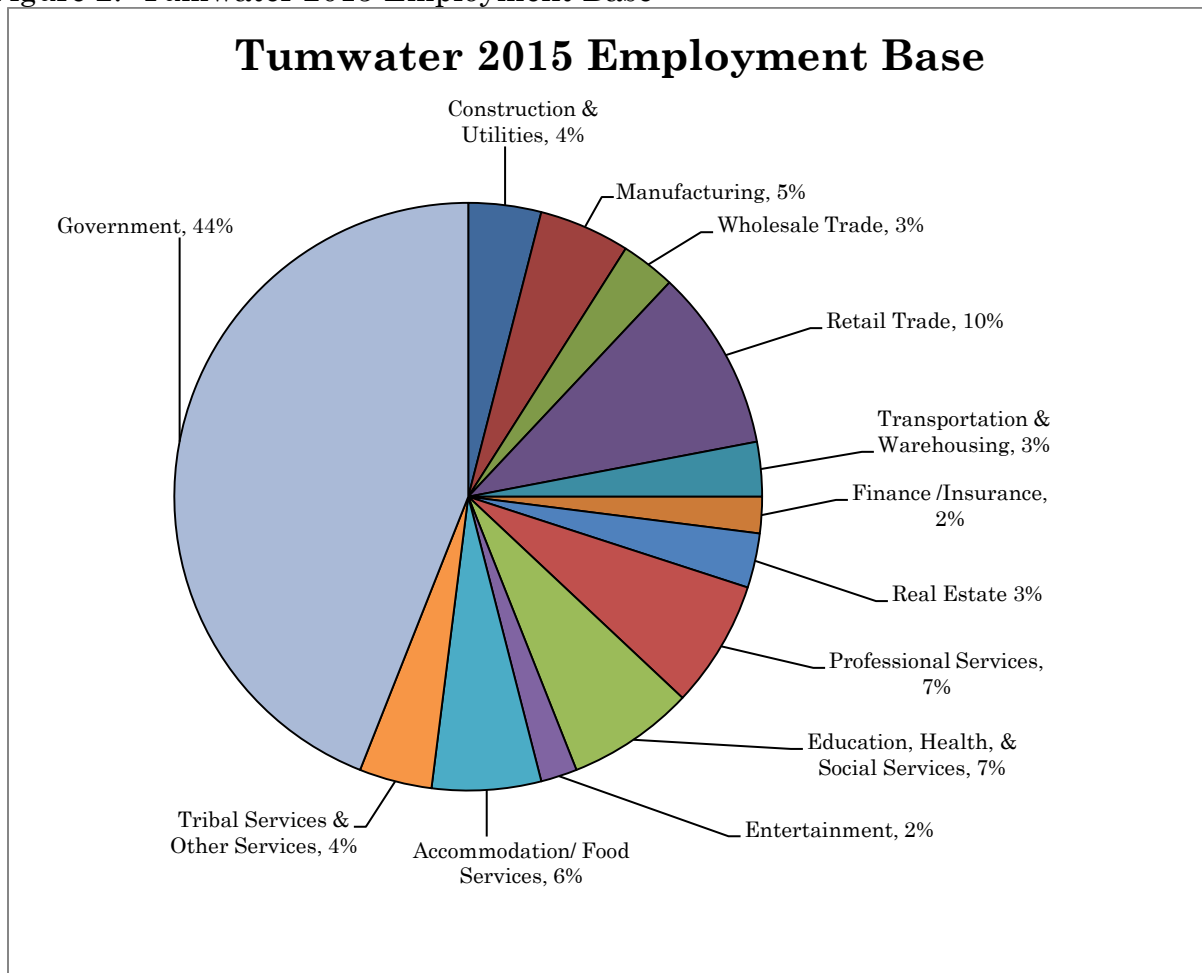
Employment quantity and quality is an important consideration when considering housing affordability. The availability of jobs that pay a wage adequate to enable people to afford housing is of paramount importance. Much of the information included in this section is compiled from The Profile, assembled by the Thurston Regional Planning Council.

9.6.1 Thurston County Employment Base

Industries and businesses that produce goods that are exported to surrounding areas, such as foreign countries, other states, and other communities, are referred to as "basic" industries. These firms form the backbone of the local economy by exporting goods out of the area and importing dollars into the area. An excellent example of a basic industry is Cardinal CG Glass. A "non-basic" industry is in a support role to the basic industries in a community. An example of a non-basic industry is a shopping center that provides goods to basic industries and their employees.

In Thurston County, State government is the largest basic industry, comprising 25% of the jobs. The proportion of people employed in government jobs in Thurston County is more than double the percentage of the entire State, with local, State, and federal employment together. This is common in counties that have the seat of state government.

Figure 2. Tumwater 2015 Employment Base



Unemployment rates continue to fall in Thurston County and payrolls expand. Compared to 2010, overall employment has increased by 2% and unemployment has declined 35%. Non-farm employment has increased by 9%. Government employment expanded slightly (0.5%) since 2010.

Increasing taxable sales since 2010 were especially notable in e-commerce (up 107%), transportation and warehousing (up 93%), specialty food and beverage stores (up 107%) and professional, scientific, and technical services (up 57%). Sales for all industries were up 2%.

Personal income in Thurston County has increased 15% since 2010 while the population has increased 5%.

9.7 Unemployment

The unemployment rate is important for the obvious reason that unemployed people have a difficult time obtaining and retaining housing. Unemployment trends in Thurston County have closely mirrored national unemployment figures. Thurston County's unemployment rate was 8.2% in 1980, 4.8% in 1990, and 5.0% in 2000. Currently it is at 4.1%. The national unemployment rate is 4.9%.

9.8 Conclusion

This chapter has augmented other chapters of the Comprehensive Plan in order to identify provisions for existing and projected housing needs. Most indications show that Tumwater is meeting the housing needs of the existing population. The Housing Element has identified two emphasis areas: homelessness and housing mix that warrant additional review and planning. Of special concern are the increasing homelessness trends among children, disabled, and the aging populations in the community.

Tumwater City Plan 2036

Parks, Recreation, and Open Space Element





Parks, Recreation, and Open Space Plan Update

Adopted December 20, 2016, Amended January 15, 2019

INTRODUCTION

The intent of this update is to make the 2008 Tumwater Parks and Open Space Plan, called the “2008 Plan” in this document, current based on changes in the City, public opinion, and parks and recreation system since 2008. This document supplements but does not replace the 2008 Plan. Sections of the 2008 Plan not addressed in this update remain as presented in the 2008 Plan. This update is organized into:

Changed Conditions since 2008	P. 3
Existing City Parkland	P. 9
Public Involvement	P. 19
Goals and Objectives	P. 27
10-Year Park System Improvements	P. 36
Park Facility Improvement Scenarios	P. 39
Recreation Improvement Scenarios	P. 41
Funding and Implementation	P. 42

Building on the planning efforts and data presented in the 2008 Plan, this update combines current information with that Plan. The majority of the priorities identified in the 2008 Plan remain incomplete. Through additional input from City Staff, elected officials and the public, this update addresses current community needs and priorities, funding strategies, and adds policies for creating sustainable operations within the Parks and Recreation Department. The 2008 Plan is available on the City’s website at:



<http://ci.tumwater.wa.us/home/showdocument?id=394>

Changed Conditions Since 2008

A. City Facilities

In the eight years since the adoption of the 2008 Plan, the City has added or expanded three park facilities and initiated two trail improvements:

Deschutes Valley Park

The land for this 1 acre park facility was purchased in 1997 for a future neighborhood park. Through a partnership with the LOTT Cleanwater Alliance, the City was able to develop this park facility utilizing LOTT's reclaimed water funds and park impact fees. The City's investment was \$341,000. The park opened in 2016 and serves a portion of the City's southwest neighborhood with a children's play area, restrooms, overlook to the golf course, and interpretive information. In the future, this Park would serve as a trailhead for the future Deschutes Valley Trail.



Tumwater Hill Neighborhood Park

The City acquired four parcels of wooded hillside on Tumwater Hill to expand the neighborhood park and improve local trails. This acquisition from a local bank provided a low-cost opportunity to expand trails and pedestrian access throughout the neighborhood. No improvements have been made to the trails that were present at the time of acquisition. However, the land acquired on Tumwater Hill and along Barnes Blvd has been cleared of brush and hazardous trees surrounding the trail areas. The purchase cost was \$135,000 and the brush and tree removal was \$3,200.

Linwood Property

Purchased partly as park property in 1989, the City was able to make improvements at this site in 2016. Through a partnership with the Tumwater School District and GRuB (Garden Raised Bounty), the City made \$100,000 in improvements to the barn structure at the site. The facility is now being used for youth programs, instruction and food production through the GRuB program and school district supervision. There is additional space at this site for walking trails and potential shared use of the stormwater pond.

Historical Park

The City constructed a paved trail through Historical Park in 2016. The project was funded with \$152,968 in federal transportation monies and a local share of \$23,873. This is one segment of the Deschutes Valley Trail.

In 2016 the City acquired trail easements through the historic brewery property along Capital Lake along with the ownership of the Historic Brewery Tower. While uses have not been specified for the tower and will vary depending on the use of the overall site, the City is embarking on a fundraising campaign to preserve and rehabilitate the building.

Deschutes Watershed Center (Hatchery)

In the 2013/14 Biennial Budget, the State provided money to initiate the design of long-planned Deschutes Watershed Center. During the past three years, the project sponsor, the Washington Department of Fish and Wildlife, have received additional funding, completed a lease and inter-local agreement with the City for the location in Pioneer Park, in the process of negotiating a lease with the Olympia Tumwater Foundation for expansion of the catchment facility, and completed initial design. They plan to pursue the complete funding in 2017/18 and complete the project in subsequent years. In addition to the hatchery, the project includes a 1,200 square foot education facility that can be used by schools, used for special events, used for weddings and other rental functions. The building will be managed by the City.

In addition, in 2011 the City entered into a lease with a private child care operator for the second floor of the Old Town Center to be operated as an infant to elementary school child care facility. Improvements were made to accommodate the center's needs. The operator extended their lease upon expiration in 2016. Lease revenues are redirected into facility maintenance. The City also received a grant to defray the costs and entered into a State program of make energy efficiency improvements to existing buildings. The Old Town Center had a new roof installed and the 50-year old boiler replaced.

The City's park maintenance operates out of a 46 year old building, a former fire station, at the SW corner of Israel Road and Capital Blvd. The site was given to the City by the Port of Olympia. The facility was not originally designed for this purpose and has undergone minimal renovation for the new purpose, which started in 2004. The facility lacks sufficient space, outside storage for materials and equipment, and is located at a prime retail corner. In 2014, the City has purchased the Trails End Arena for a future Public Works facility. There is sufficient space on this property for a Parks maintenance operation.

B. Recreation

Recreation programs, classes, camps, trips and special events vary from year to year and season to season. Tumwater's recreational offerings have remained consistent in content but the volume of programs has decreased because of reduced staffing levels. Since adoption of the 2008 Plan, the recreation program has added a one-day festival around the history of brewing in Tumwater. Hosted at the Golf driving range, the event draws about 3,500 people.

C. Staffing

Parks Division staffing (which is the maintenance and operations side of the department) consists of 3 full-time staff and approximately 4 seasonal employees. This was below the best practice for maintenance before adding additional parks in the last two years. The low staffing has resulted in sub-standard maintenance across all facilities. Examples of maintenance deficiencies include overgrown landscapes and beds, deteriorating play structures, poor quality turf requiring excessive watering and compaction of sports fields and poor drainage.



Recreation staffing was reduced in 2011 when one recreation supervisor was transferred to the role of managing the Tumwater Valley Golf Course. That recreation position was not refilled. There are 3.5 FTE recreation staff and several seasonals who provide classes, managed the Tumwater Youth Program and Old Town Center, conduct summer camps, manage organized sports leagues and park usage, lead the City's special events, and direct multiple volunteer projects within City parks throughout the year.

The City's Historical Program was changed in 2013 in order to facilitate the renovation of the City's Henderson House Museum. The City staff position was eliminated and the Museum was closed. Shortly after that, the City contracted with the Olympia Tumwater Foundation to provide a variety of historical programs, walks, and recorded talks to the public out of the Schmidt House. The Henderson House is currently undergoing a number of improvements, in part funded by a State grant. It is anticipated that after the Henderson House improvements are complete in 2016, the Foundation will provide expanded programs from that venue also. The Crosby House continues to be operated by the Daughters of the Pioneers, although the facility is owned and maintained by the City. A new heating system was installed in the Crosby House in 2015.



D. Private Facilities

The Olympia/Tumwater Foundation operates the Tumwater Falls Park in Tumwater's Historic District. The park serves as a focal point for residents and tourists alike and offers a scenic trail system around the Deschutes River, historical and interpretive signage and hosts a state fish hatchery on site. The facility is maintained entirely with revenue from the Foundation



endowment and donations. In addition to the Foundation's Executive Director, two maintenance people support the Park. The Foundation has indicated a desire to look at alternative ways or funding sources for the long-term sustainability of the Park, including potential partnerships with the City.

The Black Hills Soccer Complex located in southwest Tumwater is a privately owned and operated soccer field complex for private club use. Tumwater supports the youth soccer complex and assists the soccer club with technical and maintenance questions as well as supporting the club for grant applications. However, public funds are not invested in the soccer complex since public access is not allowed.

The YMCA operates the Briggs Branch Facility on the border of Tumwater at the Yelm Highway and Henderson. It provides an aquatic facility, fitness, and range of programming. Similarly, the Tumwater Valley Athletic Club continues to provide a wide range of facilities (tennis, aquatics, fitness, etc.) and programming. A private trampoline park and newly-renovated executive golf course operate near the airport.

E. Changes to Policy

As part of the City Council's development of a biennial budget, in each even-numbered year, the Council readopts Strategic Priorities and Goals. In July 2016 they adopted (R2016-009). Within this updated Strategic Planning document are several goals that related to Parks and Recreation and Open Space facilities and programs:

- Provide High Quality Municipal Facilities and Parks
- Implement long-term supplemental funding strategies to improve parks and recreation
- Preserve and showcase Tumwater's History
- Partner with WDFW for the completion of the Deschutes Watershed Center
- Promote a Community-based arts program
- Complete the Tumwater Valley Trail
- Work with partners to preserve valuable open space and sensitive areas
- Maximize the golf courses financial condition and benefits to the community
- Enhance the environment for bees and pollinators

These goals are intended to be pursued in the subsequent 5-6 years (2017-2022).

F. Operational Changes

In 2011, the management of parks and facilities was moved to the Parks and Recreation Department. In 2013, the City replaced the on-staff historical resources with a contract with the Olympia Tumwater Foundation for curation, programs, and on-call expertise. The Foundation has continued to provide that expanded programming through 2016.

G. Population

Based on data from the Washington State Office of Financial Management, the population of Tumwater was 12,950 when the 2008 Plan was adopted. At the time of this update, Tumwater's population is 23,040, an increase of 10,090 people or almost 78%, although in order to be consistent with the remainder of the City's Comprehensive Plan, this plan uses plan dates of 2015 to 2035. The growth from the annexation is addressed in the City's growth projection. The forecast for future growth over the next 20 years shows Tumwater's population rising to 34,680 residents.

TUMWATER AND URBAN GROWTH AREA 20 YEAR POPULATION FORECAST				
	2015 Population	2035 Population	Population Increase	% Increase 2015-2035
Tumwater	*21,940	34,680	12,740	58%
Urban Growth Area	3,250	8,200	4,950	152%
Combined Areas	25,190	42,880	17,690	70%

*Because of two annexations that occurred in 2015, the City Limits population increased to 23,040. The estimate for the UGA populations has not been updated.

H. City Financial Condition

Tumwater's financial condition, like most local government in Washington State, has been heavily impacted by voter-initiatives, the "great recession", infrastructure maintenance needs, and growing service demands. In 2001 the voters of Washington approved initiative 747 which capped the rate of property tax revenue growth at 1% with the exception of new construction

and annexations. Given that that cost of operating the City has generally increased at 3 to 3.5 % per year, property tax is no longer a sufficient source to fund a fixed portion of the City's General Fund. This puts significantly greater pressure on revenues associated with growth and business activity, including sales tax, B & O tax, real estate excise tax, and new property tax associated with development. Alternatively, cities have used specialized voter-approved tax measures to fund specific improvements. The City did one such measure for public safety in 2011 and another in 2015 for street maintenance.

The recession of 2007-2011 further impacted cities by reducing those non-property tax revenues because of the reduction in development and business activity. The City made a number of efficiency improvements and reduced staffing in a number of areas, including parks, recreation, golf and facilities. Much of that staffing and funding has recovered, but only to pre-recession levels and with major gaps in facility maintenance. The City has been embarked on a major facility improvement initiative from 2015 to 2018.

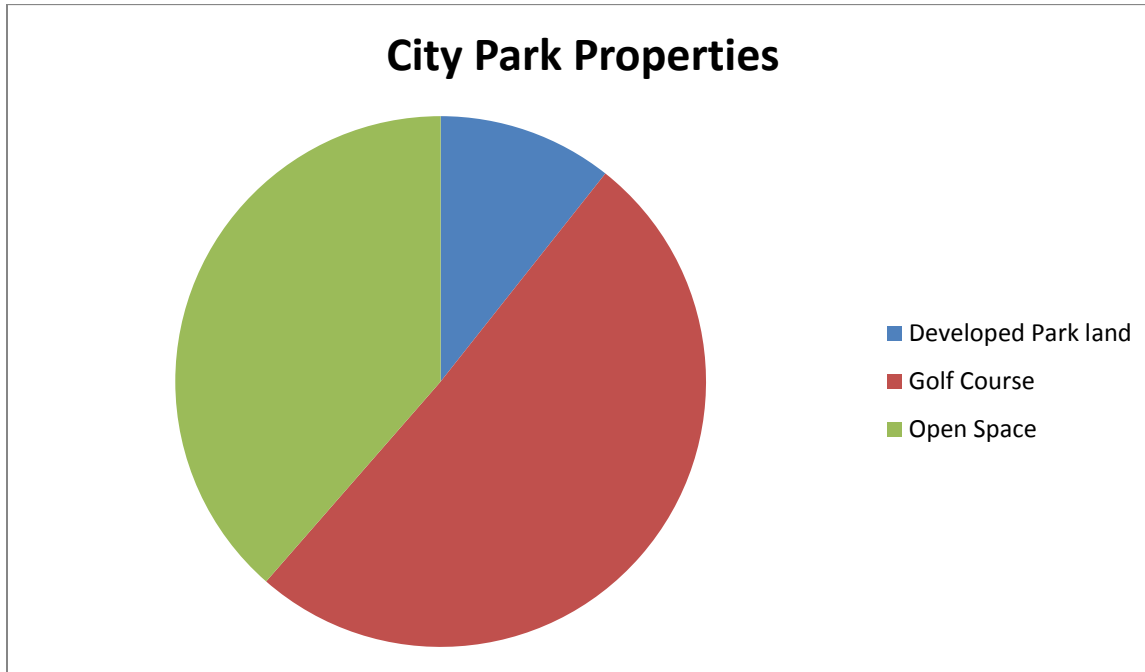
The five-year forecast for the City is stable based on continued business growth and projected development. The goal of a stable budget is to continue to provide services at a pace that can keep up with growth. It does not provide additional services or facilities. Those must come with either efficiencies, additional revenues, or the replacement of existing programs.

One specific challenge to parks relates to the capacity to maintain vs. build new facilities. Because of impact fees, the availability of capital grants, partnerships, and the City's CFP structure, there are resources available to construct new facilities. There are not similar sources of new revenues for maintenance. As the City creates new and often desirable facilities, it needs to be vigilant to ensure there are resources available to maintain the facilities. A small neighborhood park can cost approximately \$100,000/year to maintain and a large park, \$250,000/year.

Existing City Parkland

A. Overview

The City of Tumwater’s Parks and Recreation Department owns and maintains 18 park sites with a total of 398.6 acres. 42 acres are developed and maintained parks and the City’s 200-acre golf course and 156.6 acres are undeveloped, natural and open space.



The city parks provide a range of passive and active opportunities with facilities for a variety of recreational uses that include playgrounds, picnic areas, walking trails, ball fields, natural wildlife habitat areas and wetlands. Several parks provide public art, historic buildings or interpretive areas. Recreational programming ranges from educational to cultural activities as well as major events for the entire community.

Parks are important public resources that benefit residents, businesses and visitors alike. Parks and Recreation contributes to the local economy by attracting businesses, supporting workers and raising property values. Important benefits of Tumwater’s public parks and recreation facilities and programs include public safety, habitat protection, community cohesion, health and fitness and enhanced quality of life.

While the National Recreation and Park Association’s (NRPA) Park, Recreation, Open Space and Greenway Guidelines provide definitions for park classifications, it also acknowledges that each

community is unique in terms of geographical, cultural and socioeconomic make-up. As such, each community or park agency should develop its own standards for park, recreation, and open space with the NRPA definitions as a guide. This is especially important for communities like Tumwater that are still growing and offer opportunities for expansion of amenities, facilities and open space.

As a means of organizing the public open space facilities found within the Tumwater park system, the park areas are classified according to a hierarchy that provides for a comprehensive system of interrelated parks. All parks can be placed into specific categories and classifications. Some parks that meet neighborhood needs and have specialized amenities could be placed into more than one classification but are placed in the classification that meets the broadest definition. The park and open space classifications that are appropriate for the Tumwater park system do not necessarily meet the NRPA guidelines in a strict sense as far as size or amenities but are appropriate to the overall offerings of the Department. The Tumwater classifications used in this inventory include:

1. Pocket Parks
2. Neighborhood Parks
3. Community Parks
4. Natural Open Space
5. Special Use Areas



The table below summarizes the parks owned and managed by the City of Tumwater's Parks and Recreation Department. The system provides a variety of parks that range from active to passive recreational use. The city has five types of parkland that serve the public needs. Map 1.1 (Existing Park Map) identifies the location of the parks throughout the community. Table 1.1 list city parks by category as well as the typical facilities at each park. Appendix-A is the detailed description of each park by type, existing conditions, current inventory and future capital needs.

Summary of Existing Tumwater Parks

Park Type	Acres of Tumwater Parkland	Total number of sites
Pocket Parks	2.40	4
Neighborhood Parks	49.4	5
Community Parks	98	2
Natural Open Space	25.8	4
Special Use Areas	223	3
TOTAL	398.6	18

B. Pocket Parks

Pocket parks or Mini parks serve a limited population area or unique recreation or aesthetic need. They serve as a recreational and beautification space where acquisition of larger parks is not possible. Pocket parks may have amenities that draw people from a greater area but typically serve an area within a ¼ mile radius. Because of the specialized nature of these parks, they are small; usually range in size from only 2,500 square feet up to 1 acre. Beautification areas are landscaped areas along natural features, travel ways, community gateways and plazas. These spaces can be for relaxing, meeting friends, taking lunch breaks or providing a play area for small children. In Tumwater, these facilities usually consist of landscaping, benches, a picnic table, and a small play toy. Pocket parks are comfortable spaces, and can provide quiet areas for reflective time. Several residential subdivisions have pocket parks which have not been included in this inventory.

NRPA Standard:

- Less than a ¼ mile service radius
- NRPA standards have listed pocket parks as having 1 to 3 acres per 1,000 population. Features can include public art, elements of historic or cultural significance, recreational facilities, beautification or just a place for passive reflection.
- Facilities can include a play area for young children, bike racks, benches and small picnic facilities, community gardens, mature trees area, and facilities for hosting community activities or performing arts events.
- Facilities and features typically not included are off-street parking or restrooms except under special circumstances where sites have sufficient acreage for these additional support facilities.

Tumwater Pocket Parks & Beautification Areas:

Four parks in the Tumwater system are classified as Pocket Parks.

- | | | |
|----------------------|------------------|------------|
| • V Street Park | 415 V St. SW | .58 acres |
| • Palermo Park | 309 O St. SE | .25 acres |
| • 5th and Bates Park | 515 Hayes St SW | .29 acres |
| • Overlook Park | 1205 Barnes Blvd | 1.28 acres |



C. Neighborhood Parks

Neighborhood Parks serve as recreational and social centers and remain the basic unit of a park system. These parks are generally designed to focus on informal active and passive recreation needs of all ages within a given neighborhood. They are often a focus of neighborhood identity and gathering places for the neighborhood residents. Facilities might include playgrounds, areas for picnicking/ neighborhood events and/or activities, game fields or courts, parking spaces, shelters, bike racks and trail connections. Parks can serve as community memorials. In many communities, a park is adopted as a project site for local service clubs. A neighborhood park may also serve a community as a whole by offering a field or fields for use by athletic organizations from outside that particular neighborhood. The City has historically not provided restrooms in neighborhood parks.

NRPA Standard:

- Serves an area within a ¼ mile to ½ mile service radius uninterrupted by non-residential roads or other physical barriers.
- Interconnected to trails/sidewalks/low-volume streets and within walking/biking distance of most users.
- 5 to 10 acres is considered optimal, particularly in medium density neighborhoods.
- There is no longer a national standard for acres per 1,000. The
- Former national standard of 2.0 acres per 1,000 population is typical for most communities.
- Facilities and features not generally considered to be included as Neighborhood Parks are undesirable building locations or “Left-over” sites; or a place where permanent recreational activities would create impact with overuse; or where the site does not provide full public access to the park by the entire community.

Tumwater Neighborhood Parks

In Tumwater, four parks are classified as Neighborhood Parks.

• Tumwater Hill Park	3115 Ridgeview Ct SW	25.5 acres
• Barclift Park	690 Barclift Lane	3.6 acres
• Deschutes Valley Park	600 T St	1 acre
• Jim Brown Park	535 Bates St SW	1.3 acres

- SW Neigh. Park site 6004 Littlerock Rd *undeveloped 18 acres



D. Community Parks

Community Parks are diverse in nature, serving a broader purpose than the neighborhood or pocket parks. While Community Parks may include Neighborhood Park amenities and at times can act as Neighborhood Parks, the primary focus of a Community Park is to meet community-wide recreation, open space and public gathering needs. These parks may include athletic facilities, walking paths, picnic areas and various other active and passive amenities depending upon community needs and site suitability. In some cases, a park with broad community interest may fall into this category regardless of its small size. A Community Park may also be the venue of an activity or amenity that has broad community appeal but does not fit the Special Use designation.

NRPA Standard:

- Community Parks serve multiple neighborhoods with special amenities serving the residents of the entire City.
- The Community Park typically is designated to serve an area within a 1-3- mile distance.
- Community Parks are generally served by arterial and collector streets and are in proximity to community and regional trail networks.

Tumwater Community Parks

Three parks in Tumwater are classified as Community Parks.

- Historical Park 602 Deschutes Way SW 18 acres
- Pioneer Park 5801 Henderson Blvd SE 80 acres
- Tumwater Falls Park 110 Deschutes Way SW 15 acres¹

¹ Tumwater Falls Park is a private park owned and operated by the Olympia Tumwater Foundation and is open to the public daily.



E. Natural Open Space Parks

Open Space Parks are natural areas that vary in function and size and may include water bodies, wetlands, shoreline habitat, inland forests and/or grasslands that are valued by the city.

These spaces are left more or less in a natural state with recreation use as a primary or secondary objective but managed for their natural value. The parkland can provide opportunities for passive and active outdoor recreation such as trails for walking, jogging or wildlife viewing. Where the park has environmentally sensitive areas such as unique or endangered plant, fish or animal species, or habitat, public access may be limited. Open spaces promote health and wellness by providing a natural physical and mental refuge from an ever growing urbanized environment. These parks may also consist of linear greenways within natural open spaces that follow natural or manmade corridors such as water edges. Natural Open Space can be, and most often is, a part of every park in the Tumwater system. While four parks are listed in this section, large portions of the City's developed Community Parks and the City's golf course support natural open space, wildlife and sensitive environmental areas.

NRPA Standard:

- NRPA does not have a natural open space standard. The sites are managed for protection of their natural environments or cultural features.
- They are managed for passive recreation and habitats with non-intrusive use.

Tumwater Natural Open Space Parks

Five parks in Tumwater are classified as Natural Open Space Parks.

- | | | |
|------------------|----------------------------|------------|
| • Sapp Rd Park | 2332 SW Sapp Rd | 11.8 acres |
| • BPA Powerlines | 6401 Capitol Blvd | 6 acres |
| • Desoto Canyon | 2 nd and Desoto | 2.14 acres |

- Barnes Blvd Next to Barnes Blvd 6 acres



F. Special Use Areas

Special Use Areas cover a broad range of miscellaneous park lands or stand-alone recreation sites. These areas are designed to support a specific, specialized use or often a single major use. Historical sites, community center sites, theme parks, aquatic centers, golf courses, water parks, community gardens and other special use facilities fall into this category. These parks may also include neighborhood and community park elements but with amenities that have a regional appeal to citizens and visitors from outside the boundaries of the city.

NRPA Standard:

- NRPA does not define an acreage standard for Special Use Areas but does provide a national standard and guidelines for facilities that may be located within the Special Use Area.

Tumwater Special Use Areas & Community Recreation Facilities

Tumwater has six special use areas:

Linwood Park	1436 Linwood Ave SW	19.28 acres
Union/Calvary Cemetery	5925 Littlerock Rd SW	4.46 acres
Tumwater Valley Golf Course	4611 Tumwater Valley Dr	200 acres
Crosby & Henderson Houses	Historic District	Not applicable
Historic Brewhouse	Custer Way	Not applicable
Littlerock Road Trail	Tyee Drive	Not applicable
Old Town Center	215 N 2 nd Ave SW	Not applicable



The following chart represents the City's current inventory of existing developed parks, open space and park amenities.

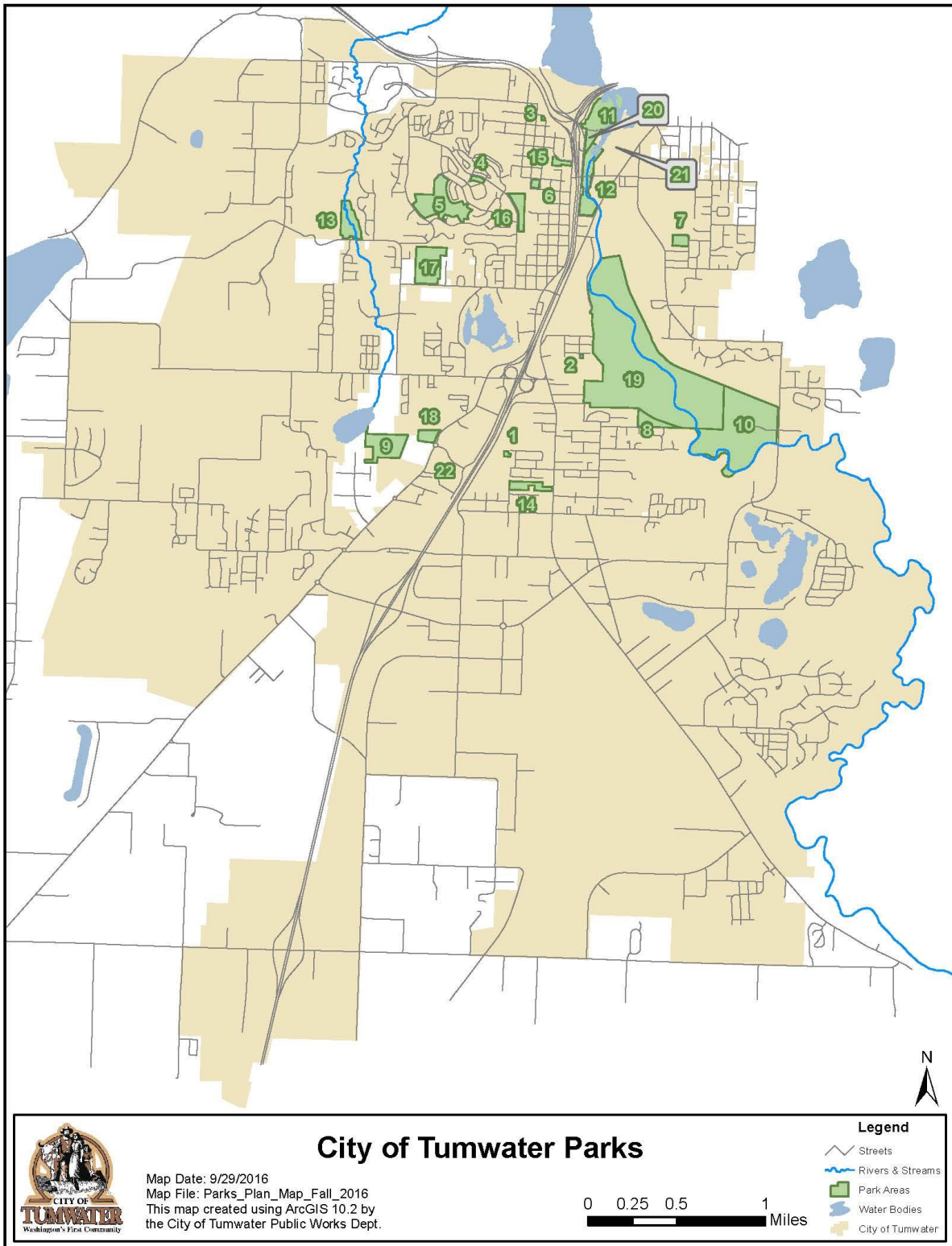
Tumwater Parks, Facilities And Sites	Location	Developed/Acquired	Acres	Baseball Field	Soccer Field	Basketball Hoop	Bathrooms	Water Access	Electricity	Nature Area	Picnic Shelter	Play Structure	Public Art	Scenic Views	Wetlands	Envir. Sensitive	Forested	Tennis Courts	Trails	Turf Area	Historic Structures
POCKET PARKS																					
1. V Street Park	415 "V" St SW	N/A	0.6			X						X								X	
2. Palermo Park	309 "O" St SE	N/A	0.2			X						X								X	
3. 5 th and Bates Park	515 Hayes St SW	N/A	0.3			X						X								X	
4. Overlook Park	1205 Barnes Blvd SW	1991	1.3											X						X	
TOTAL POCKET PARKS																					
NEIGHBORHOOD																					
5. Tumwater Hill Park	3115 Ridgeview Ct	1993 & 2014	25.5	X						X							X		X	X	
6. Jim Brown Park	535 Bates St SW	2002	1.3			X			X		X	X						X		X	
7. Barclift Park	690 Barclift	2006	3.6			X			X		X	X						X		X	
8. Deschutes Valley Park	600 "T" Street	2016	1.0				X	X	X	X		X	X	X		X				X	
9. SW Neigh. Park Site	Littlerock Rd/Undev	1995	18							X					X	X	X				
TOTAL NEIGHBORHOOD PARKS																					
COMMUNITY PARKS																					
10. Pioneer Park	5801 Henderson Blvd	1988-2011	80	X	X		X		X	X	X	X			X	X	X		X	X	

11. Historical Park	602 Deschutes Way SW	1980	18				X	X	X	X	X	X			X	X	X		X	X	
12. Tumwater Falls Park ²	110 Deschutes Way SW	1962	15								X		X			X			X	X	X
TOTAL COMMUNITY PARKS			98																		

Tumwater Parks, Facilities And Sites	LOCATION	Developed/Acquired	Acres	Baseball Field	Soccer Field	Basketball Hoop	Bathrooms	Water Access	Electricity	Nature Area	Picnic Shelter	Play Structure	Public Art	Scenic Views	Wetlands	Envir. Sensitive	Forested	Tennis Court	Trails	Turf Area	Historic structure
NATURAL OPEN SPACE																					
13. Sapp Rd Park	2332 SW Sapp Rd	1999	11.8												X	X					
14. BPA Powerlines	6401 Capitol Blvd	N/A	6.0							X											
15. Desoto Canyon	2 nd & Desoto	N/A	2.1												X	X	X				
16. Barnes Blvd Open Space	Next to Barnes Blvd	2014	6							X							X		X		
TOTAL NATURAL OPEN SPACE			19.9																		
SPECIAL USE AREAS																					
17. Linwood Park	1436 Linwood Ave SW	1989	19.3						X	X					X	X			X		
18. Union/Calvary Cemetery	5925 Littlerock Rd SW	N/A	4.5																	X	
19. Tumwater Valley Golf Course	4611 Tumwater Valley Dr	1996	200				X		X	X			X	X	X	X				X	
20. Crosby and Henderson Houses	? Deschutes Way	1980 ?	NA													X				X	X
21. Historic Brewhouse	Off Custer Way	2016	NA													X					X
22. Littlerock Road Trail	Between I-5 and Littlerock Road	2016	N/A																X		

² Tumwater Falls Park is a private park owned and operated by the Olympia Tumwater Foundation that is open daily to the public.

23. Old Town Center	215 N 2 nd Ave SW	1940	N/A																				
TOTAL SPECIAL USE AREAS			223																				
TOTAL CITY OF TUMWATER PARKS 398.6 acres																							



Public Involvement

A key element to updating the 2008 Plan was involving the public and local stakeholders. Community input was sought through a variety of methods to develop an accurate and statistically valid sample of public opinion across the City. Using that data and combining it with the visions, goals and policies in the existing 2008 Plan, this update provides a comprehensive outline for the future of Tumwater Parks and Recreation.

Staff from the Parks and Recreation Department and the Community Development Department conducted meetings with local community groups, service clubs, school district organizations, homeowners associations and neighborhood groups to talk about Tumwater Parks and Recreation and the plan priorities and updates. Key meetings were also held with City commissions and the City Council. These were widely advertised to the public through the City's website, the newspaper, social media, newsletters and the City's email lists.

The City conducted an on-line survey on the City's website from the fall of 2015 to the spring of 2016. The questions on this survey were developed using the existing 2008 Plan elements and the public for opinions on priorities and projects. To obtain an accurate and statistically valid sample of public opinion across the City, a telephone survey was also conducted by the Thurston Economic Development Council in cooperation with St. Martin's College. This survey was conducted in January and February of 2016.

Public input was also sought through classes at Tumwater University, the City's Facebook page, flyers and press and media releases. The Key Findings summary describes the results of the 2016 questionnaire and community meetings and prior plan information from the telephone survey conducted in November 2007.

A. Key Findings: Parks and Recreation Public Survey and Input

Parks:

- *Parks, recreation and open spaces are very important to respondents.*
The majority of the respondents (79%) indicated that parks and recreation programs are important to the overall quality of life in Tumwater. Close to 87% of the respondents indicated that natural open spaces and the environment are very important to the community.
- *Developed parks, trails and active areas are the most popular types of parks.*
Based on the responses, park visitors most preferred the development of trail systems (71%), followed closely by neighborhood and community parks with

active recreation (60%), specialty parks (59%), and the development of smaller parks within neighborhoods (64%).

- *Respondents are generally satisfied with park maintenance, but there is some desire for improved maintenance.*

Nearly 68% of respondents found the general upkeep and maintenance of parks needing improvement. Based on the open-ended responses, there were several comments expressing a need to improve maintenance.

Recreation Facilities and Trails:

- *There is interest in adding greater variety in the park system.*

Ideas expressed by respondents included a skate park, skating rink, walking and running opportunities, off-leash dog park and places for kids to play.

- *Surrounding natural open spaces are highly valued.*

Tumwater is surrounded by natural areas and respondents highlighted the importance trees, native vegetation and the environment.

- *A swimming pool remains the most desired type of new recreation facility.*

Based on survey responses, open ended responses and previous park surveys, a swimming facility remains as the most important feature desired by community members.

- *Trail development is highly important to respondents.*

Given time, money and transportation considerations, walking and biking for pleasure were two top activities chosen by respondents.

Based on the questionnaire, respondents are most interested in developing more trails for exercise and to increase non-motorized transportation options.

Respondents prefer paved trails and trails that link neighborhoods or connect to other trails. Recreational trails are also popular.

Recreation Programs and Special Events:

- *There is potential to increase recreation program participation.*

Although many respondents indicated that their household had used City-sponsored recreational programs or events last year, many respondents were unaware of current offerings.

- *There is interest in special recreation programs.*

When asked what additional City-provided recreation programs should be offered or expanded, respondents indicated a need for active, outdoor programs, sports

programs/adult sports, senior activities and family oriented events.

- *Respondents expressed a need for more opportunities for events, activities and meetings at the City's historic homes.*

Based on the responses, many respondents felt that the City's historic sites could be improved and supported new events, activities and meetings at the sites.

Future Improvements:

- *Respondents prioritized upgrading and maintaining existing parks and facilities.*

Based on outcomes of the questionnaire, 68% of respondents indicated a need to upgrade existing parks by maintaining existing parks and facilities.

- *A swimming pool is the top priority if funding were available.*

Prioritizing a City swimming pool was the top ranked option according to questionnaire outcomes and previous City surveys.

- *A trail system is the top priority if funding were available.*

Survey respondents are very supportive of a trail system that links parks and neighborhoods and provides connections to the County-wide trail system.

- *There is interest in a multi-purpose community facility.*

Prior surveys have identified support for a multi-purpose community facility. This continues to be reflected in comments supporting facilities for swimming, basketball/gym space, meeting rooms and classrooms.

- *There is support for new community and neighborhood parks.*

Survey responses indicated that residents support additional community parks with active recreation areas and smaller, neighborhood parks near their homes.

- *Respondents generally support an increase in taxes to pay for acquisition and development of parks, trails and recreation facilities.*

When asked to support a tax increase, 55% of respondents agreed or strongly agreed. 31% of respondents disagreed or strongly disagreed and 14% were undecided.

B. 2016 Tumwater Telephone Survey

Parks and Recreation related questions:

How would you rate the overall quality of life in Tumwater now? Would you say it is:

Response	Count	Percent
Excellent	99	26.0%
Good	239	62.7%
Neutral	30	7.9%
Poor	10	2.6%
Very Poor	0	0.0%
Do not know/Refused to answer	3	0.8%
Total	381	100.0%

How important are the following factors to the Tumwater quality of life?

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Category	Count							Total
	<u>SA</u>	<u>A</u>	<u>N</u>	<u>D</u>	<u>SD</u>	<u>NO</u>		
Environmental quality	155	171	40	7	3	3	379	
Parks & rec. facilities	136	160	47	17	7	10	377	
Safe Place to Live	231	111	22	9	1	1	375	
Clean & Attractive	162	162	39	11	2	0	376	
Small Town Atmosphere	104	160	68	27	9	5	373	
Shopping	65	163	90	45	10	2	375	
Housing Options	78	169	80	31	1	17	376	
Proximity to Employment	97	153	74	17	8	22	371	
Streets & Roads	123	155	54	29	11	1	373	
Sidewalks & Trails	109	154	64	30	5	12	374	
Schools	193	103	42	9	1	24	372	
Trees & Native Vegetation	137	152	50	21	7	6	373	

In the past year, have you or a member of your household participated in any of the following recreation program or special event offered by the City of Tumwater? (Can allow more than one response)

Programs	Count	Percentage
4th of July Parade/Fireworks	224	30.7%
Sports	84	11.5%
Christmas Tree Lighting	80	11.0%
Artesian Brewfest	66	9.0%
Tumwater Youth Program (TYP)	48	6.6%
Easter Egg Dash	39	5.3%
Other*	37	5.1%
Recreation Classes	34	4.7%
Do not know/refused to answer	32	4.4%
After School Program	31	4.2%
Senior Program	29	4.0%
<u>Camps</u>	<u>26</u>	<u>3.6%</u>
Total (due to multiple responses)	730	100.0%

If not, what are the reasons you did not participate in City programs? (Can allow more than one response)

Programs	Count	Percentage
Not aware of the program offered by the City of Tumwater	60	20.8%
Don't have programs/activities I am interested in	47	16.3%
I participate in other local or private facilities	26	9.0%
Offered at inconvenient times	27	9.4%
Cannot afford the cost	2	0.7%
Program was full	2	0.7%
Other*	89	30.9%
Do not know/refused to answer	35	12.2%
Total (due to multiple responses)	288	100.0%

Are there recreation activities needed in Tumwater that are not currently available?

Response	Count	Percent
Yes*	126	35.3%
No	141	39.5%
No Opinion	63	17.6%
<u>Do not know/Refused to answer</u>	<u>27</u>	<u>7.6%</u>
Total	357	100.0%

Rate the importance of each of these park facilities and services:

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Category	Count						Total
	<u>SA</u>	<u>A</u>	<u>N</u>	<u>D</u>	<u>SD</u>	<u>NO</u>	
Acquire and develop additional community park sites.	75	146	75	37	15	13	361
Improve maintenance on existing park sites.	75	170	78	22	3	13	361
Construct a community center with meeting, classroom, and gym space.	74	139	79	42	14	13	361
Construct a community pool.	116	107	63	51	15	8	360
Acquire and develop an off-leash dog park.	85	120	77	45	24	9	360
Construct walking, hiking and biking trails.	99	153	58	26	14	8	358
Construct lighted synthetic athletic fields.	53	125	93	59	13	13	356
Construct and amphitheater/concert/community event space.	48	103	101	64	31	11	358
Improve community owned historical sites (Henderson House and Crosby House) and provide public access (for events, activities, meetings, etc.).	97	136	70	36	8	8	355
Acquire additional open space such as native prairies, wetland, forested areas that could be used for low impact outdoor activities.	66	147	73	41	20	11	358

Through rapid growth and difficult economic times, few new park programs or facilities have been added to accommodate new growth over the past eight years. Would you support or oppose an increase in taxes to pay for acquisition and development of parks, trails and other recreational facilities?

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Count						
<u>SA</u>	<u>A</u>	<u>N</u>	<u>D</u>	<u>SD</u>	<u>NO</u>	<u>Total</u>
65	132	43	57	55	9	361

What are your priorities for any new park land acquired by the City of Tumwater?

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Category	Count						Total
	SA	A	N	D	SD	NO	
Additional open space and land preservation.	58	146	68	46	16	19	353
Development of new neighborhood and community parks with active recreation elements.	61	152	75	38	15	12	353
Development of parks with specific uses like a skate park, dog park, bike park or splash pads.	65	144	68	40	19	15	351
Development of smaller parks within neighborhoods for easy access.	58	166	65	35	16	11	351
Completion of trail systems that link Tumwater parks and connect to neighboring communities.	109	144	52	24	16	9	354

Additional Respondent Comments related to Parks and Recreation:**What have you participated in?**

Film on the Tumwater golf course (film on the grass-family movies) Golf course

Kick in the grass soccer tournament at Pioneer Park

Bike and hiking trails

Playgrounds

Rockefeller Christmas tree-like lighting

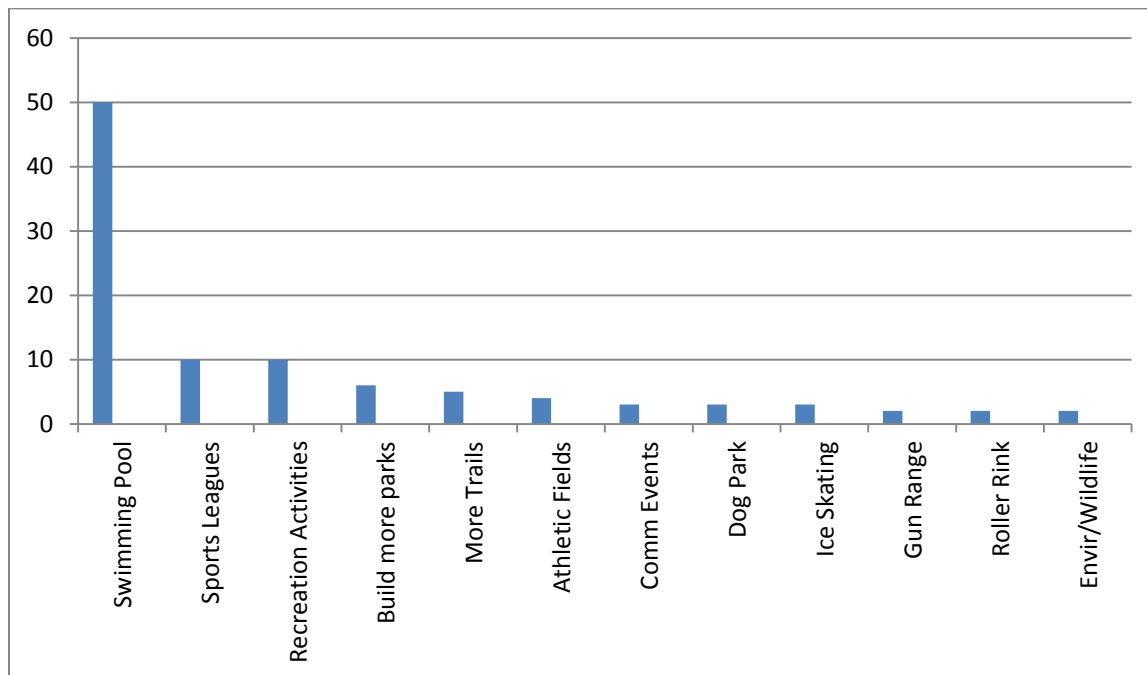
Screen on the green

Senior programs are lacking

Tumwater valley golf course

What's needed but not available?

The following chart represents survey respondents opinions on what parks and recreation facilities or programs are needed in the City and not now provided.



Goals and Objectives

The goals and objectives guide the implementation of the City of Tumwater’s vision for parks and recreation. They are the framework of the Parks and Recreation System Plan Update.

PARKS & RECREATION DEPARTMENT

MISSION STATEMENT

The City of Tumwater’s Parks and Recreation Department provides services that are creative, beneficial and responsive to the needs of the community thereby improving and enhancing the overall quality of life in Tumwater.

GOAL 1 - ADMINISTRATIVE GOAL

GOAL: *Create effective and efficient methods of acquiring, developing, operating and maintaining parks and recreation facilities, services, and programs that equitably distribute costs and benefits to public and private interests.*

Financial Objectives:

- a. Explore innovative methods for funding programs and facilities to create efficiencies, retain financial flexibility, link facilities with new development, match user benefits and interests, and increase facility services. For example:
 - Creation of a municipal parks and recreation district
 - The continued use and refinement of growth impact fees,
 - Enhanced partnerships with the Tumwater School District, the Port of Olympia, Washington State, and nonprofit organizations,
 - The use of for-profit concessionaires where feasible and desirable, and
 - Adoption of land donation ordinances and public/private agreements
- b. Utilize volunteers to both reduce costs but also build community understanding of and engagement in the park system. Seek opportunities in facility development, policy guidance, maintenance, improvement, resource stewardship, and program operations where volunteers can make meaningful contributions.
- c. As a major public land owner in the community with overlapping interests, partner with the Tumwater School District to share facilities, create mutual facility opportunities, develop joint programs, and implement create opportunities.

- d. To the degree feasible, recover program and operating costs with a combination of registration fees, user fees, grants, sponsorships and donations.

Public and Private Coordination:

- a. Create a comprehensive and balanced park, recreation and open space system that integrates Tumwater’s facilities and services with resources available from the Tumwater School District and local, state and private park and recreational lands and facilities in a manner that will best serve and provide for resident area interests.
- b. Seek unique opportunities to partner with private and nonprofit entities in order to provide facilities and provide access to unique experiences beyond the capacity of the City.

Professional Objectives:

- a. Develop, train and support a professional parks and recreation staff that effectively serves the community.
- b. Hire and develop a diverse workforce and volunteer cadre that reflects the diversity of the community.
- c. Employ a well-trained work force that is motivated to achieve department and citywide goals.
- d. Encourage teamwork through communications, creativity, positive image, risk taking, sharing of resources and cooperation that achieve common goals.
- e. Where appropriate, provide staff with education, training, and modern equipment and supplies to increase personal productivity, efficiency and pride.
- f. Create partnerships between Parks and Recreation and other City departments in facility planning and development and in programming in order to create opportunities for building community and understanding of City activities.
- g. Utilize technology to improve access to parks and recreation information and opportunities.

RECREATIONAL PROGRAMS

GOAL: *Develop high quality recreational programs, and services for all ages, income levels, skill and fitness levels, physical and mental abilities, and cultures that meet community needs.*

Recreational Program Objectives:

- a. Support non-traditional recreational programs by offering a range of classroom

instruction, physical conditioning and health care, meeting facilities, arts and crafts, latchkey, after school activities, and other non-traditional recreational program activities and services.

- b. Support traditional sports programs and leagues with a focus on basketball, volleyball, tennis, soccer, baseball, and softball.
- c. Continue to provide recreational programs and opportunities for special populations through direct service or agreements with neighboring jurisdictions.
- d. Recognize the special programming needs of both younger and older generations, continue to offer and develop recreational opportunities for Tumwater seniors at the Old Town Center and school age youth through programs, athletics and special activity offerings.
- e. Seek partnerships with government, nonprofit, private, and education organizations to assist in the provision of recreational programming.
- f. Develop a recreation program that serves adult age residents within the City.
- g. Regularly review program offerings in order to ensure effectiveness and value.



PARKS AND FACILITIES

GOAL: Develop a high quality, diversified parks system that provides facilities for all ages, abilities and interests with a long-term goal of providing an active or passive recreational opportunity within walking distance (1/2 mile) of all residential neighborhoods and employment centers.

Waterfront Access Objectives:

- a. Cooperate with neighboring jurisdictions, the Washington State Department of Fish & Wildlife and other public agencies and private entities to acquire and preserve

additional shoreline access for waterfront fishing, wading, swimming, and other water related recreational activities and pursuits.

- b. Develop and maintain existing facilities that provide a mixture of watercraft access opportunities including canoe, kayak, inner-tube and other non-power boating activities on the Deschutes River.

Athletic Facilities Objectives:

- a. Develop athletic facilities that meet high quality playing standards and requirements for all age groups, skill levels and recreational interests.
- b. Develop, where appropriate, a select number of athletic facilities that provide the highest competitive playing standard in conjunction with the Tumwater School District, local church and private school organizations and other public and private entities.
- c. Concentrate on court and field facilities like skateboard, basketball, tennis, volleyball, soccer, baseball and softball that provide for the largest number of participants.



Indoor Facilities Objectives:

- a. Develop a new multiple-use indoor community center to replace the Old Town Center. This center would provide expanded opportunities for arts and crafts, music, video, classroom instruction, meeting facilities, eating and health care, daycare, latchkey and other spaces for all age groups including preschool, youth, teens and seniors on a year-round basis.
- b. Develop a multiple use indoor recreational center that provides aquatic, gymnasiums, physical conditioning, recreational courts and other athletic spaces for all age groups, skill levels and community interests on a year-round basis.

- c. Develop a cultural and performing arts facility to enhance and expand music, dance, drama and other audience and participatory opportunities for the community-at-large.
- d. Seek partnerships with nonprofit, governmental, educational and private entities in the implementation, funding, and operation of these facilities.



Wildlife Resources Objectives:

- a. Incorporate unique ecological features and resources into the park system to protect threatened species, preserve habitat and retain migration corridors that are unique and important to local wildlife.
- b. Where appropriate, identify and conserve critical wildlife habitat for endangered and threatened species including breeding and nesting sites and foraging areas.
- c. Preserve wildlife migration corridors within or adjacent to natural areas, open spaces and the developed urban area.
- d. Preserve especially sensitive habitat sites such as the shoreline areas along the Deschutes River and Percival Creek, prairie lands, wetlands/buffers, floodplains and mature forested areas.
- e. Seek ways to provide public access and educational opportunities that do not interfere with habitat and species.



Natural Areas and Open Space Objectives:

- a. Preserve and protect environmentally sensitive areas and significant environmental features such as large wetland complexes, mature woodlands, shorelines, large prairies, and other areas that support wildlife and reflect Tumwater's resource heritage – such as the Deschutes River, Percival Creek, Capitol Lake, Trosper Lake and Barnes Lake.
- b. Define and conserve a system of open space corridors to connect natural areas and provide buffers of open space within areas of intense urban land uses within the Tumwater developing area. Current examples are the Tumwater Hill Neighborhood Park and the Deschutes River Corridor.
- c. Provide public access to unique environmental areas such as Tumwater Falls.

Trails System Objectives:

- a. *Develop a system of high quality off-road multipurpose park trails that link significant recreational facilities to each other and to neighborhoods, and provide linkages to the larger county-wide trail network.*
- b. Create a comprehensive system of on-road bicycle routes for commuter, recreational and touring enthusiasts using scenic routes, collector roads, and local road rights-of-way and alignments through and around Tumwater.
- c. Develop hiking trails through natural areas and corridors like along the Deschutes River Valley.
- d. Work with Thurston County Public Health to identify neighborhood walking and bicycle connections that provide opportunities for active lifestyles to address health concerns related to lack of physical exercise of all age groups.
- e. Furnish trail systems with appropriate supporting improvements that include

interpretive and directory signage systems, rest stops, drinking water fountains, restrooms, parking and loading areas, water and other services.

- f. Where appropriate, locate trailheads at or in conjunction with park sites, schools and other community facilities to increase local area access to the trail system and reduce duplication of supporting improvements.
- g. Design and develop trail improvements that are easy to maintain and access by maintenance, security and other appropriate personnel, equipment and vehicles.

Special Purpose Facility Objectives:

- a. Where appropriate and economically feasible, develop and operate specialized recreational facilities such as the Tumwater Valley Golf Course, special event and performance facilities, and rental facilities such as park shelters and meeting rooms.
- b. In partnership with Washington Department of Fish and Wildlife, the Squaxin Tribe, the Olympia Tumwater Foundation and interest groups; provide for the Deschutes Watershed Center and Fish Hatchery for environmental education, community events, and private events that do not interfere with public use.
- c. Improve and develop teaching facilities at the Tumwater Valley Golf Course – particularly for the regional First Tee youth golf program. These improvements may include covered hitting area, teaching area and turf target development.
- d. Work with local residents, public and private entities to investigate and develop park amenities that may include a skate park, bike park, splash pad, outdoor fitness equipment, a stand-alone off leash dog park, or other recreational pursuits.

Design and Maintenance Objectives:

- a. Design and develop facilities that are accessible for persons of different physical abilities, is safe for users, minimizes changes to the natural conditions, and enhances user experiences.
- b. Design and develop facilities that are easy and safe to maintain, designed for high capacity use, considers security requirements, and considers life cycle costs, to reduce overall maintenance and operation requirements and costs.
- c. Use signage and other methods to notify park users of rules and special conditions.
- d. Regularly inspect park facilities for potential safety and maintenance issues.

- e. Develop and implement safety standards, procedures and programs that will provide proper training and awareness for department personnel.
- f. Define and enforce rules and regulations concerning park activities and operations that will protect user groups, department personnel and the general public-at-large.
- g. Where appropriate, use adopt-a-park programs, neighborhood park watches, park police patrols and other innovative programs that will increase safety and security awareness and visibility.
- h. Continue to utilize volunteer assistance from local groups and organizations for park projects, improvements and additions.

HISTORICAL PROGRAMS AND FACILITIES

GOAL: *Develop a high quality, diversified park system that preserves significant historical opportunity areas and features.*

Historical Programs and Facilities Objectives:

- a. Identify, preserve and enhance Tumwater’s heritage, traditions and cultural features including historical sites, buildings, artworks, views and monuments within the Historic District, and other historical areas and park sites.
- b. Identify and incorporate significant historical and cultural sites and facilities into the park system to preserve these interests and provide a balanced social experience - such as the Henderson House and Crosby House, and the historic brewhouse tower.
- c. Work with the Tumwater Historical Commission, Tumwater Historical Society, the Olympia/Tumwater Foundation and other cultural groups to incorporate community activities into the park and recreational programs.
- d. Assist historical and cultural organizations to develop and display artifacts, reports and exhibits and conduct lectures, classes and other programs that document and develop awareness of Tumwater’s heritage and culture.



CULTURAL PROGRAMS AND FACILITIES

GOAL: *Develop a community-based arts program that highlights the fine, visual, performing, and applied arts for social, cultural, economic, health, educational, and psychological benefits.*

Cultural Programs and Facilities Objectives:

- a. Develop a community-based cultural arts strategy that guides the City and community investment in the arts.
- b. Utilize public input to direct and organize arts investments, including an arts commission or similar group of citizen arts advisors.
- c. Develop a program for funding performing and visual arts.
- d. Develop a community performance space
- e. Utilize public art and public art access to facilities to create opportunities to expose the community to the arts.
- f. Use the arts as an economic development tool in design, presentation, and to create opportunities for tourism.
- g. Partner with nonprofit arts organizations and educational institutions to achieve arts programs in the community.

SPECIAL OPPORTUNITIES

GOAL: *Take advantage of unique opportunities and partnerships to create special places and programs that add value to the community and help implement the other goals of this Plan. An example is the City's recent partnership with Garden Raised Bounty at the City's Linwood property.*

Special Opportunity Objectives:

- a. Utilize City resources (land, staff, equipment, programs) to support programs that address environmental appreciation, growing and preparing healthy food, enhancing educational experiences, helping at-risk teens, and enhancing public safety.
- b. Partner with other organizations in implementation of this goal.

10-Year Park System Improvements

The City has a process in place to update its Capital Improvement Plan on a biannual basis. The criteria in this section are intended to help prioritize parks and recreation improvements within that process. They can be used by Parks and Recreation staff, the Parks and Recreation Commission and the City Council to determine which improvements to address first as opportunities arise and when funding is available.

The projects and strategies described below are derived from the Plan recommendations and based on feedback received from the public about their priorities in multiple surveys and community work sessions. The cost estimates are not site specific and are based on generalized costs for a generic list of park improvements. More expensive park elements, environmental mitigation, and adjacent or off-site improvements will increase the estimated costs.

A. Projects

- **Complete the Deschutes Valley Trail.** As the backbone of the City's multiuse trail system, the Deschutes Valley Trail is a key connection to multiple City parks, golf course, water access and linkage to the larger County-wide trail network. Cost estimate: \$6 million.
- **Improve and expand neighborhood trail connections.** Continue to improve and expand trail networks within neighborhoods to provide access to parks, schools and other facilities.
- **Complete the SW Neighborhood Park.** Located behind Tumwater Middle School, the 18-acre park site master plan has been complete for 20 years. There are no City parks in the SW quadrant of the City and this facility will begin to meet the needs of residents in this area. Cost estimate: \$1.2 million
- **Support the completion of the Deschutes Watershed Center.** Working with the Washington State Department of Fish and Wildlife, this facility will be located at Pioneer Park. State Funded Capital Cost
- **Preserve Historic Resources.** Work with partners and the community in the preservation and restoration of the City's designated and owned historic resources, including the Henderson House, Crosby House, Historic Cemetery and Historic Brewhouse Tower. Cemetery: \$250,000. Historic Brewhouse: \$6.5 million
- **Acquire land/develop a future Community Park.** Located in the South/Southwest region of the City, community park land (40+ acres) is needed for meeting the active recreation

and community space needs already identified in previous park plans. Cost estimate: \$4 million

- **Construct a community swimming facility.** Ranked as the top priority in community surveys, a swimming pool remains the #1 unaddressed need expressed by Tumwater residents. Cost estimate: \$5 – 10 million
- **Urban parks.** Seek opportunities for park facilities that provide urban park experiences and off-set development densities in the Brewery District, Capitol Blvd, and Town Center Neighborhoods. Cost estimate: \$600,000 - \$2 million
- **Acquire park and trail land.** As opportunities, partnerships and options become available the City will pursue acquisition of land for active and passive recreational opportunities. Tumwater has large gaps in the provision of parks throughout the City and acquiring land for future park development before the City is built out will begin to address these needs. Cost estimate: \$250,000 to \$500,000 for each acquisition, with development costs to vary on a site specific basis.
- **Develop a stand-alone off-leash dog park.** Acquire land and develop a park for off-leash dogs. Cost estimate: \$350,000.
- **Develop a community center.** Identified in the 2008 Plan, this facility may be co-located with a swimming facility to meet the needs of existing and future residents. Facility may include office space, meeting/class rooms, gym space, exercise area, performance space, artworks and senior center space to replace the outdated Old Town Center. Cost estimate: \$5 to 15 million
- **Reinvest in park facilities and infrastructure.** Through reinvestment in parks and scheduled maintenance of infrastructure, Tumwater can continue to serve the public, provide safe facilities and attract events.
- **Continue to invest in infrastructure at Tumwater Valley Golf Course.** The City has owned the golf course for 20 years and the infrastructure must be maintained to protect and preserve the facility. Storm facilities, piping, irrigation, drainage and buildings all require preventive maintenance. The golf course parking lot was identified for replacement when the facility was purchased by the City and this remains a high priority today. Cost estimate: \$500,000.
- **Improve event space.** The driving range at the Tumwater Valley Golf course hosts the largest events held in our City each year. The area needs improvements in electrical,

lighting, turf and stage area to continue and expand community events and celebrations.
Cost estimate: \$500,000.

- **Add neighborhood park improvements in newly annexed areas.** The City's southwest (near Black Lake) and southeast (trails end property) neighborhoods are not served by neighborhood parks. Cost estimate: \$1.5 million each
- **Habitat restoration.** As opportunities arise, invest in the preservation, restoration or creation of habitat for endangered species, wildlife and pollinators.
- **Tumwater Falls Park.** Work with the Olympia Tumwater Foundation to enhance facilities and expand access for the public to the Park's amenities.

Recreation Program Improvements:

- **Refine and improve community events.** Continue to evaluate, improve, and develop large scale community events to serve the needs of the community, promote tourism and increase partnerships with local businesses, clubs and outside agencies.
- **Expand recreational programs.** Other than golf, Tumwater does not offer recreational sports, programs or activities for adults. Expand recreational programming to include options for adult participation and utilization of park resources.
- **Evaluate senior citizen programming.** Programming for seniors is rapidly changing as the baby boom generation ages. Old Town Center was identified in the 2008 Plan for replacement with a multi-use facility with more space and flexibility for adult programs.
- **Expand community partnerships.** Continue to work with the Tumwater School District, local businesses, YMCA, Boys and Girls Club, clubs, South Puget Sound Community College, Tumwater FRESH and other local agencies to meet community needs and improve Parks and Recreation programming.

Administrative Improvements:

- **Develop dedicated funding sources for Parks and Recreation.** Pursue a dedicated funding source for Parks and Recreation facilities and programs, such as a municipal park district.
- **Increase staffing to maintain programs and parks.** New programming and park facility development should only be pursued with proper staffing to support and maintain the City's investment.

- **Continue to partner with the Olympia/Tumwater Foundation.** To ensure the continuation of operations at the Tumwater Falls Park and to enhance and improve the City's historical programs, Parks and Recreation staff will continue to develop the working partnership with the foundation.
- **Seek grant funding and sponsorships.** Expand alternative funding, user fees, and sponsorships for parks, events, programs and trails.
- **Further development of department marketing and promotion.** Using social media, technology, sponsors and partnerships, refine and expand the marketing and promotion of events, programs and facilities.

Park Facility Improvement Scenarios

Plan A – Existing Resources

Tumwater Parks and Recreation currently maintains 10 developed parks and 7 undeveloped park sites/natural areas totaling 393.4 acres. The department also maintains the grounds at City Hall, Library, T-1 and T-2 Fire Stations, Wellfield 7, Parks and Facilities Building and Old Town Center.

Current park maintenance staffing and equipment is not adequate to sufficiently maintain the City's existing inventory of parks and City buildings. Additional parks and/or municipal facilities will further degrade the quality of existing properties across the entire system. Plan A recommends no additional park or municipal properties and with existing resources, parks maintenance and park amenities/play structures/turf will continue to decline over time. Continue operating at 2008 staffing levels and do not develop a level of service or parks maintenance standards to meet Tumwater's growing population.

Plan B – Enhanced Resources

With enhanced resources through the City's annual budget process and Capital Facilities Planning, the parks staffing and equipment level can be elevated to a standard that provides consistent, quality care for the public's investment in park facilities. Once staffing and equipment are addressed, the City may allocate funds for backlogged park maintenance, play structure replacement, turf renovations and park equipment. Consideration could then be given to new parks development such as the SW Neighborhood Park, the Deschutes Valley Trail or other facilities listed as priorities through the City's parks surveys. Plan B recommends staffing and equipment as the top priority to meet current needs before expanding/creating

any new parks or municipal facilities. Parks level of service and maintenance standards could be accomplished with this plan, although it doesn't address many of the needs expressed through community surveys.

Plan C – Highly Enhanced Resources

Through a funding mechanism that allocates dedicated funds to the Parks and Recreation Department operations, Plan C incorporates the elements of Plan B with additional facilities to meet the needs expressed through multiple community surveys. Using current or enhanced general fund allocations, the City may pursue a capital bond, an increase in the utility tax, the creation of a metropolitan park district or any combination of those mechanisms. Plan C could fund the needed resources for staffing and equipment, create a sustainable park maintenance program and provide some facilities identified through community surveys. These facilities may include the completion of the Deschutes Valley Trail, the SW Neighborhood Park, an off-leash dog park, acquisition and development of the SW Community Park, an urban trail connection to Olympia via the historic brewhouse, improved community event space at Tumwater Valley, operational support for the Tumwater Falls Park and/or park improvements in the historic district.

Plan D – Community Facilities

This Plan, which could be combined with B or C, focuses on the provision of two primarily indoor facilities, a swimming pool, and community center. There has been a strong showing for these types of facilities in community surveys. The School District does not provide swimming pools and the City's Old Town Center provides only limited space for community use. The nearest swim facility is located at the Briggs YMCA on the eastern border of Tumwater at Henderson and Cleveland. These types of facilities are generally expensive to build and require some amount of operating subsidy.

Recreation Improvement Scenarios

Plan A – Existing Resources

The recreation staffing level is currently lower than it was in 2008. Operating with existing resources, staff would work to maintain existing service levels. New programs, new or expanded events or the operation of new facilities will not be possible without the elimination of current programs. New park facilities are programmed and scheduled with recreation staffing and development of new public facilities will require additional staffing. Maintaining existing resources will continue this practice and will not address needs expressed in community surveys. Plan A recommends no additional programs, parks or events and strives to maintain the status quo.

Plan B – Enhanced Resources

With general fund allocations to increase staffing, the recreation division could improve existing programming and events and consider the expansion of community recreation, volunteer opportunities and community events. Resources would be prioritized to highest needs or to correspond with new facilities.

Plan C – Highly Enhanced Resources

With a dedicated funding source and additional staffing, recreation staff could support the development of new parks and new recreation facilities. While park maintenance staff keep our facilities safe, attractive and useable, recreation staff direct public use, promotions/marketing, maintenance standards, scheduling and financial transactions. New parks, trails and facilities will require recreation staff for operation. Plan C recommends adequate staffing for all new parks and recreation facilities under consideration.

Funding

This Section evaluates the current parks revenue and expenditures and presents options for additional parks revenue and governance. The City's golf operation is not included in any of this section. It operates as a separate fund away from Parks and Recreation.

CURRENT PARK REVENUE

The Parks and Recreation Department operations are funded primarily with General Fund revenue. Major construction projects are funded in the City's General Fund Capital Facilities Plan (CFP). An overview of those major revenue sources and the smaller funds are provided below.

Revenue	2015-16 Budget	Purpose	Source
OPERATIONS			
Summer Food Program	\$8,800	Summer Lunch Program*	Federal USDA
Ballfield User Fees	\$42,400	General Fund	Field Rental
Shelter User Fees	\$24,158	General Fund	Facility Rental
Recreation Fees	\$295,386	General Fund	Users
OTC Rent	\$110,000	CFP/General Fund	OTC Rent from day care
General Fund	\$5,363,000	General operations and facilities&	General Taxes+
LTAC	\$200,000	Historic Programs and Building Ops*	Lodging Tax
Sponsorships	\$43,550	Specific events or programs	Sponsors
TYP	\$75,000	Tumwater Youth Program (TYP) operating expenses	User fees and donations
CAPITAL			
Impact Fees	\$731,000	Maintaining Level of Service Standards	Residential Development
CFP	Varies	Parks and trails capital	City Utility Tax, Impact Fees
RCO Funding	\$0	Providing parks, open space, trails	State

*Indicates funds that are legally/contractually designated for a limited purpose.

&This General Fund budget for Parks and Facilities also includes the costs of non-park facilities maintenance and operations (entire City Hall, Library, Fire Stations). As of this writing, the Finance Department is working to segregate the Parks budget into facilities, parks, and recreation elements. Major maintenance expenditures are budgeted as capital projects and appear in the CFP.

+The City's primary tax revenues include Property Tax (32.7%), Sales Tax (22.8%), Utility Tax (9.1%), and B&O Tax (7.6%). These revenues fund the majority of General Fund services (Police, Fire, Parks, Planning, Courts, Finance, Legislative, Streets).

CURRENT PARK EXPENDITURES

The actual expenditures for 2015 in the Parks Department are shown in the table below. The table also shows the projected expenditures for 2017 in order to review cost changes over time. Major maintenance projects are programmed in the CFP, but this table still indicates that employee costs are a significant part of Parks operations. The City has historically used outside contractors for large capital projects, janitorial, coaching, officiating, and specialty classes and services. Otherwise, City staff are used, supplemented by volunteers, for routine maintenance and repairs.

RECREATION		
	2015 Actual	2017 Budget
Employee Costs	\$891,161	\$954,173
Supplies/Operating Costs	\$194,750	\$233,250
Overhead *	\$85,722	\$100,200
Total	\$1,171,633	\$1,287,623
Tumwater Youth Program (TYP)^		
Employee Costs	-	-
Supplies/Operating Costs	\$40,000	\$35,500
Overhead *	-	-
Total		
MAINTENANCE#		
Employee Costs	\$609,261	\$802,693
Supplies/Operating Costs	\$276,351	\$282,260
Utilities&	\$258,119	\$189,000
Overhead *	\$90,525	\$105,200
Total	\$1,234,256	\$1,379,153

*Overhead represents the costs of technology and vehicles.

^TYP personnel and overhead costs are paid in Recreation. This account only covers direct operating costs.

#This General Fund budget for Parks and Facilities also includes the costs of non-park facilities maintenance and operations (entire City Hall, Library, Fire Stations). As of this writing, the Finance Department is working to segregate the Parks budget into facilities, parks, and recreation elements. Major maintenance expenditures are budgeted as capital projects and appear in the CFP.

&Utilities are projected to decrease as a result of an investment in improved HVAC and lighting but savings are being used to off-set the project costs which are budgeted in a different General Fund department.

SOURCES OF ADDITIONAL PARKS AND RECREATION FUNDING

Excess Bond Levy – An excess levy is a voter-approved property tax increase which can exceed the statutory levy caps. It is limited to capital, corresponds to the timing of a bond issuance, and requires a super-majority of voters to approve it. The City had an excess levy to fund the fire station construction and another for the library construction.

Levy Lid Lift- A lid lift allows voters of a jurisdiction to “lift the property tax lid” for either a one-year, one-time increase or to do it for a maximum of 6 years as a permanent increase, in either case, indexing the increase to inflation (usually in excess of the 1% property tax cap). It requires a majority public vote with no validation. The lid lift could be for any or a few General Fund purposes. In 2011 voters in Tumwater approved a Levy Lid Lift to pay for public safety services and facilities.

City Utility Tax – The City is authorized to charge a tax on city utilities (water, sewer, storm) to benefit General Fund services, including parks and recreation. The City currently collects a 6% utility tax on these services which is used to fund the General Fund and the CFP. The utility tax on City utilities is councilmanic and has no upper limit. Generally, each 1% of City Utility Tax raises \$130,000/year.

Private Utility Tax – The City authorized to charge a tax on private utilities (electricity, gas, cable, and telephone) to benefit General Fund services, including parks and recreation. Up to 6% can be imposed by the City Council without a public vote. There is no cap, but rates above 6% require a public vote. The City currently imposes such a tax on gas, electric, and telephone which goes to the General Fund and CFP. Each 1% raises approximately \$480,000.

Metropolitan Parks District – Authorized by RCW 35.61, a MPD may be created to manage, control, improve, maintain and acquire parks, parkways, boulevards, and recreational facilities. They are an independent taxing district which could have an independent governing board or may have a City Council serve as the governing board if the boundaries of the district coincide with the city. There are about 18 such Districts with Tacoma’s being the oldest and Olympia’s being one of the newest. Formation of a district can be initiated by petition or resolution, but requires an eventual majority vote of the electorate in the proposed district.

A MPD may issue general obligation debt up to 2.5 percent of their assessed valuation. Up to one-quarter of the debt may be councilmanic and the remainder requires a public vote. MPDs have a maximum levy of 75-cents per thousand dollars which is established at the time of formation and is permanent. The levy can be operations and capital. The District may choose a lesser levy amount in any particular year. An MPD is a higher ranked junior taxing district compared to others, which gives it greater protection from prorationing.

Park and Recreation Districts – As provided for in RCW 36.69, Park and Recreation Districts are lesser junior taxing districts and more vulnerable to prorationing. There are about 50 of them in

the State, mostly to provide general recreation services or to finance a new or existing swimming pool and in small communities. The nearest such district is the Tanglewilde Park and Recreation District near Lacey which was created to maintain the Tanglewilde Recreation Center and swimming pool. The District's powers are more limited than a Metropolitan Parks District or a City. The regular property tax levy is limited to \$0.60/\$K but requires a supermajority and validation and only last for 6 years before it has to be renewed. They may incur nonvoted debt in an amount equal to ¼ percent of assessed valuate with a total limit of 1.25 percent of the Assessed Valuation.

REVENUE EXAMPLES

The table below provides examples of funding options. They are intended to be samples which could be modified to account for multiple increments or to modify the amount of the desire revenue. Bonded financing is assumed to be for a 15-year time period and an interest rate of 3.5%. This table does not depend on the governing structure of the issuing agency.

	Increment	Annual Operating Revenue	15-Year Bond, 2.5%, Year 1
City Utility Tax	1%	\$130,000	\$1.1 million
Private Utility Tax	1%	\$480,000	\$5.5 million
Excess Levy	\$0.10/\$K	-	\$3.1 million*
Lid Lift^	\$0.10/\$K	\$310,000	-
MPD Levy+	\$0.20/\$K	\$310,000	\$3.1 million
MPD Levy (max)+	\$0.75/\$K	\$1,162,500	\$11.9 million

*Assumes a valuation of \$3.1 Billion Assessed Valuation in year 1 with no annual increase.

^Lid Lift may be for capital or operations. This assumes it is all operations.

+Assumes an even split of revenue between operations and capital

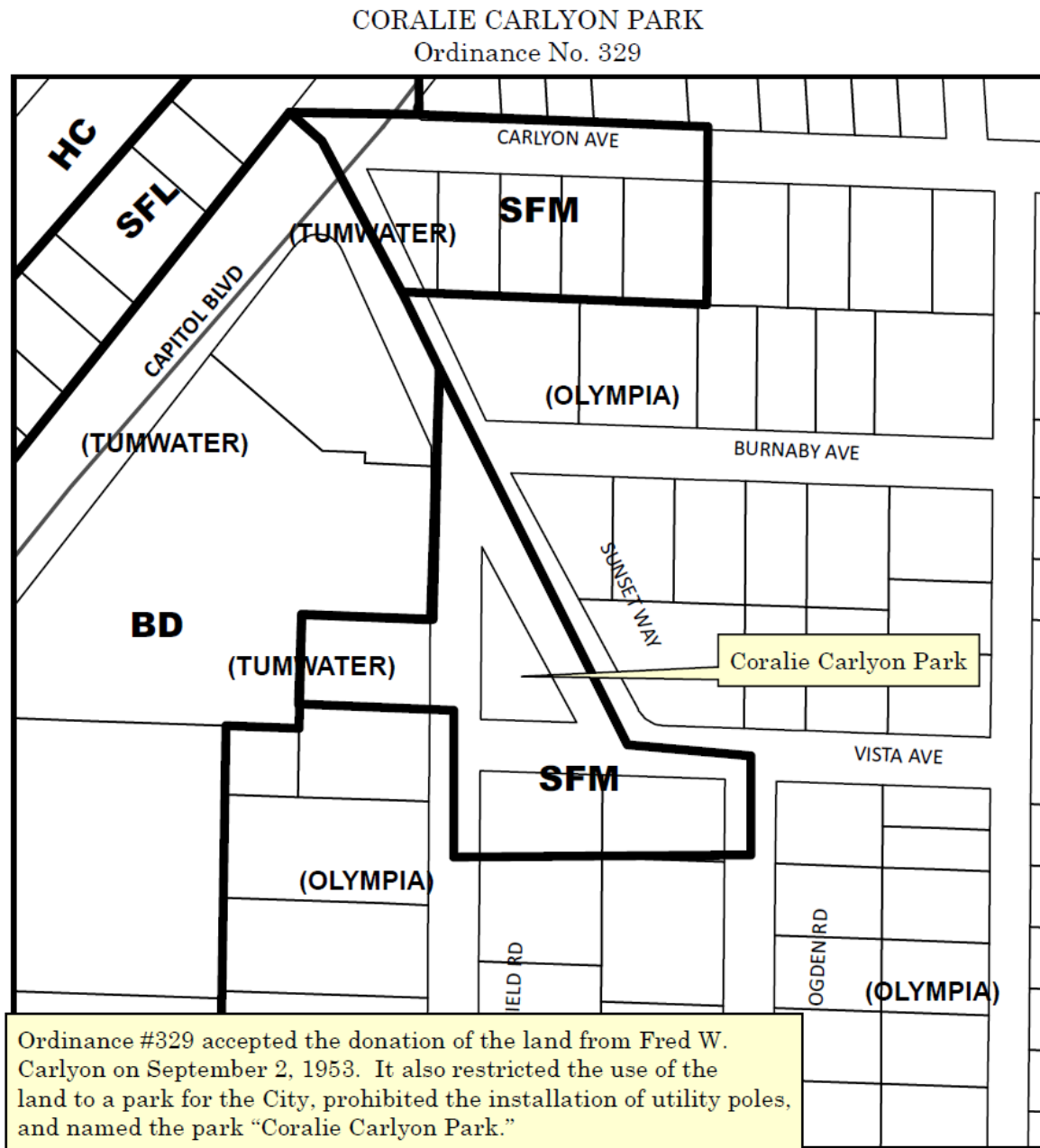
**Parks, Recreation, and Open Space Element
2016 Update Addendum**

**2016 Update Adopted December 20, 2016
Amended January 2019, Ordinance O2018-006**

Appendix A

Coralie Carlyon Park

There is a small triangular parcel of land west of Sunset Way and east of Fairfield Road that is owned by the City and provides community open space. This parcel should be preserved as open space in the form of a park. According to Tumwater Ordinance #329 (April 6, 1954), Mr. Fred Carlyon donated this small triangular parcel of land to Tumwater. The donation and the ordinance both specified that the property be donated to be used as a park. It was also specified that the property would be known and designated as Coralie Carlyon Park. The last requirement was that Tumwater would not erect or authorize the erection of any utility poles on the property.



1 inch = 154 feet

150 Feet

Legend

Zone District Boundaries

Map Date: 1-23-2018

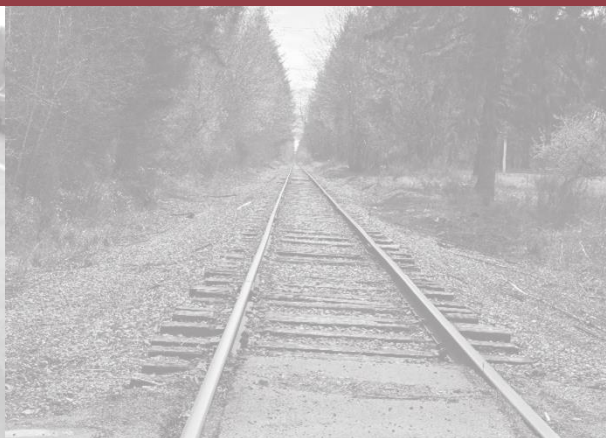
MXD: Coralie Carlyon Park 2018

DISCLAIMER: The City of Tumwater does not warrant, guarantee, or accept any liability for the accuracy, precision, or completeness of any information shown hereon or for any inferences made therefrom.



Tumwater City Plan 2036

Transportation Master Plan



November 2016



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Contents

INTRODUCTION	1
VISION	5
SUB-AREA PLANS	9
CONSISTENCY	15
MODES OF TRAVEL	27
MANAGING DEMAND	31
FUTURE CONDITIONS	37
GOALS AND POLICIES	41
SYSTEM INVENTORY	57
SYSTEM PERFORMANCE	79
CAPITAL IMPROVEMENTS	115
FUNDING	129
OPPORTUNITIES & NEEDS	137

LIST OF FIGURES

Figure 1: Location of Tumwater’s CTR affected Work sites	33
Figure 2: Roadway Functional classification	59
Figure 3: Regionally-Designated Strategy Corridors in Tumwater	62
Figure 4: NHS Routes in Tumwater	64
Figure 5: Intercity Transit system map	69
Figure 6: Existing Pedestrian Facilities - 2012	73
Figure 7: Existing Bike Facilities- 2012	75
Figure 8: Locally-Designated Freight Routes	78
Figure 9: Motorized Level of Service Standards	83
Figure 10: 2015 Intersection and Roadway Level of Service Conditions	84
Figure 11: 2015 PM Peak Traffic Volumes	85
Figure 12: 2040 PM Peak traffic volumes	86
Figure 13: 2040 Street and Intersection Level of Service Conditions – No Build	91
Figure 14: 2040 Street and Intersection Level of Service Conditions - with Proposed Projects	92
Figure 15: Primary and Secondary Pedestrian Network	101
Figure 16: Primary and Secondary Bicycle Network	103
Figure 17: Urban Corridor and Practical Design Zones	107
Figure 18: Non-Motorized LOS Evaluation in the urban Corridor Zone	108
Figure 19: Non-Motorized LoS Evaluation in the Practical Design Zone	109
Figure 20: Stand-alone bike projects	120
Figure 21 Pedestrian Network Project Needs	121
Figure 22: 2040 Street and Intersection Projects (includes associated non-motorized facilities)	128

LIST OF TABLES

Table 1: Forecasted 2040 Population and Employment for Tumwater	40
Table 2: LOS Conditions for Intersections - 2015 and 2040	89
Table 3: Intercity Transit LOS Standards	93
Table 4: Proposed Non-Motorized system performance Standards - Traveler Experience	98
Table 5: Proposed Non-Motorized System Performance Standards - Illustrative Examples	98
Table 6: Description of Non-Motorized Network Hierarchy	100
Table 7: 2015 I-5 Mainline PM Peak Period Level of Service Conditions	112
Table 8: Projected 2040 I-5 Mainline PM Peak Period Level of Service Conditions	113
Table 9 Stand-alone Bike Projects	118
Table 10 Stand-alone Pedestrian Projects	121
Table 11: Proposed 2040 Street Projects w/ Bike Lanes and Sidewalks	124
Table 12: Proposed 2040 Intersection Projects w/ Pedestrian Crossings and ADA Upgrades Where Appropriate	126
Table 13: Revenue and Expenditure Forecast Summary, 2016-2040	133

LIST OF APPENDICES

Appendix A: Analysis of Roads, and Intersections
Appendix B: Analysis of Non-Motorized Network
Appendix C: Capitol Boulevard Corridor Plan – Transportation Summary
Appendix D: Brewery District Plan – Summary of Recommendations

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Transportation
Master Plan

CHAPTER 1

INTRODUCTION

INTRODUCTION

Long-range plans result from a civic discussion about the kind of place a community wants to be in the future; they offer a roadmap for how to get from “here” to “there.” By their very nature, long-range plans take time to mature. Much like a tree, it can take many years for things described in long-range plans to come to fruition.

That is true with Tumwater’s long-range planning efforts and it influences the shape of this Transportation Plan. The seeds of ideas planted in Tumwater’s Comprehensive Plan in the 1990s are bearing fruit.

There are many more miles of sidewalks and bike lanes today than ever before, and Tumwater elements of the regional trail system are taking shape. Much of the city is served by transit, including premier 15-minute service on Tumwater’s urban corridors. Coordination of land use and transportation decisions is resulting in more people living where real travel choices exist, where people can easily keep household travel costs down by not having to drive so much. Street and intersection design is making it safer and more reliable to travel by car, bike, and foot. Technology upgrades have brought the city’s signal system into the 21st century while demand management programs are taking vehicles off our streets during the busiest times of the day. Kids are walking to school in larger numbers than we’ve seen in decades.



Tumwater is a different place in 2016 than it would have been without the policy directions established in that first Comprehensive Plan. We've been slowly but steadily changing course from the purely car-dependent city patterns that dominated our 20th century development to patterns that better support our 21st century needs and values. We've made

some gains, and we better understand some challenges we face than we did back then. We have a lot of work to do but we're certainly not starting from scratch.



This Transportation Plan, Tumwater's fourth since passage of the Growth Management Act (GMA) in 1990, picks up where the planning horizon of that very first plan left off. It continues the fundamental policy framework set into place with that first Comp Plan, and is consistent with that of our neighboring communities and regional partners. What do the next 20 years hold? That is what this Plan will shape.

"...establish more walkable, people oriented neighborhoods..."

- This plan continues long-term efforts to establish more walkable, people-oriented neighborhoods that expand upon the array of lifestyle options and travel choices available in the City while reducing impacts on existing neighborhoods and rural lands.
- It takes as an integral assumption that our local transportation system is made up of a network of streets and roads, transit, sidewalks, bike lanes, and trails that all work together as part of one system. It is built on the assumption that investments should make the system safer for all users and more efficient for all modes of travel, and that we should keep life cycle and operating costs as low as possible.
- It continues to support the critical role that transportation plays in fostering and maintaining a strong and resilient economy in Tumwater, promoting the cost-effective and reliable transport of employees to jobs, customers to services and retail, and goods into and out of our city and onto store shelves.

- This plan advances policy direction regarding the role of transportation in public health, community character, and environmental stability, as well as overall quality of life.

Transportation policies derived from regionally-coordinated goals and policies underscore the relationship between efforts underway today in the city and broader, longer-term objectives. This provides good context for ensuing sections that describe the existing transportation system, the likely impacts on that system as the city grows, and measures to maintain adequate levels of service. This Plan introduces multimodal levels of service for non-motorized facilities in addition to traditional vehicle-based service standards.

Projects are identified that will help the city achieve and maintain its level of service standards over the next 20 years. A financial summary demonstrates that recommendations in this plan are achievable. Finally, it concludes with some strategic initiatives to help further the vision and values embodied in this plan. The initiatives introduced at the end of this plan can be accomplished through annual work program activities, infrastructure investments and coordinated transportation and land use decision-making.

The Appendices include technical analyses supporting the forecast and project recommendations, as well as a briefing paper on multimodal levels of service, and relevant highlights from the Capitol Boulevard Corridor plan and the Brewery District plan that help shape the direction of this Transportation Master Plan.



Throughout this plan readers will find examples of the linkage between Tumwater's transportation vision embodied in this Master Plan and associated goals and coordinated strategies. Look for the connection symbol to highlight these examples.





Transportation Master Plan

CHAPTER 2

VISION

TUMWATER'S TRANSPORTATION VISION

This Transportation Master Plan provides the functional framework for realizing Tumwater's transportation vision:

Tumwater's transportation system provides for the safe, efficient, cost-effective movement of people and goods in ways that support adopted land use plans, enhance neighborhood and community livability, support a strong and resilient economy, and minimize environmental impacts.



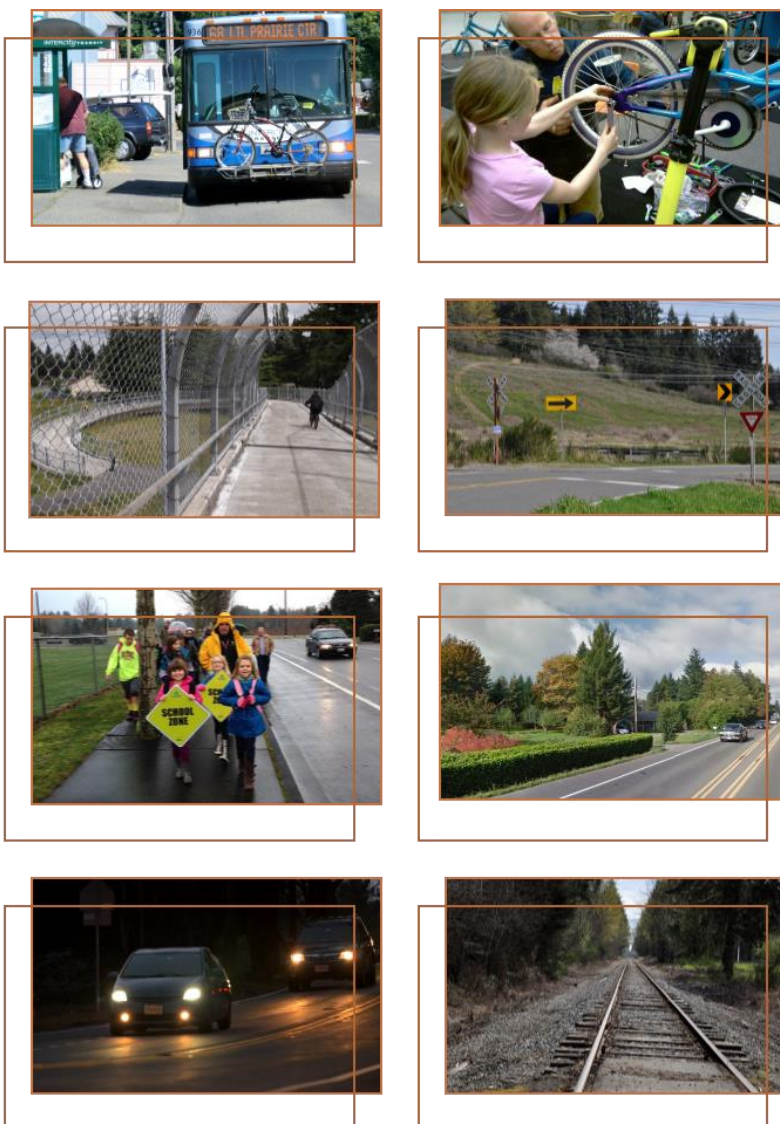
Tumwater's Transportation Master Plan supports many of the City's Strategic Priorities, especially those related to transportation:

Create and Maintain a Transportation System for All Modes of Travel → Construct an inter-connected bicycle and pedestrian system, including developing improved neighborhood connections and enhancing overall bicycle and pedestrian safety – Design and build the E Street Connection – Improve street and sidewalk maintenance – Complete the Tumwater Valley Trail – Explore and utilize lower cost pedestrian facilities (e.g., asphalt paths) as a transition to permanent and long-term facilities (City of Tumwater Strategic Priorities 2017-2022).

Tumwater is employing new Low Impact Development techniques – such as this infiltration baffle shown under construction on Linderson Way – to reduce the effects on the environment of stormwater runoff.

“Create and Maintain a Transportation System for All Modes of Travel ...”

This Plan provides the implementation framework for City priorities such as redevelopment of the Olympia Brewery and revitalization of the Brewery District, transformation of Capitol Boulevard from an old highway corridor to a vibrant, people-oriented, walkable district of interconnected neighborhoods and neighborhood-serving businesses, and continuing evolution of the Littlerock sub-area into a regionally-significant center of commerce. It supports the City’s commitment to increased “active travel” options that ensure walking and biking are viable choices for more people for more of their trip purposes. It builds on earlier work to enhance and maintain a transportation system that meets the needs of the City today and into the future.



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Transportation
Master Plan

CHAPTER 3

SUB-AREA PLANS

SUB-AREA PLANS INCORPORATED INTO THE TRANSPORTATION MASTER PLAN

Tumwater's Transportation Master Plan serves as the transportation element of the Comprehensive Plan. It includes the required traffic analyses and discussions that inform the Plan's policies and recommendations. It serves an important function beyond that plan, though. It incorporates the important policies and recommendations generated by ongoing studies and sub-area plans. Several older plans – such as the Black Hills Sub-area Plan and the Littlerock Road Sub-area Plan – have shaped the City's development over the last ten years or longer. Since completion of the last Comprehensive Plan update, additional sub-area plans have been completed that are shaping the content of this Master Plan.

For over two decades, Tumwater has built on its accomplishments to achieve better alignment between its vision and on-the-ground realities. Its success is attributed in large measure to consistency and coordination between the long-range Transportation Plan and other city planning products.



Tumwater works to translate the community's vision into area-specific implementation and strategic plans; these plans evolve as conditions mature in these areas and as implementation moves to the next stages. Steady progress in implementing recommendations from these sub-area plans means that they are not static like the Comprehensive Plan. They are modified and revised as needed to support the implementation process, evolving much more frequently than the Comprehensive Plan itself.

Each sub-area plan is consistent with the overall land use vision put forward in the Comprehensive Plan; the Transportation Master Plan identifies transportation policies and investments that support those sub-area plans. Adopting those plans by

reference into the Comprehensive Plan enables them to provide nimble, adaptive guidance to the overall planning process, ensuring that the City's transportation policies and investments fully support the needs of these more detailed implementation plans while maintaining consistency with this Master Plan.

BREWERY DISTRICT PLAN

The Brewery District Plan is intended to transform the Brewery District into a vibrant, mixed use, walkable area supporting a mix of local businesses and residential neighborhoods. The work built on analysis conducted by Tumwater in 2011 on revitalizing the former Olympia Brewery.

The Brewery District includes the former Olympia Brewery and the triangle of streets formed by Custer Way, Cleveland Avenue, and Capitol Boulevard. The district extends north to the Sunset Life property and south to E Street. Implementing the Brewery District action plan is a priority in the City's Strategic Plan.

The Brewery District study identified the tools and opportunities needed to revive this historic part of Tumwater. Recommendations from the action plan are included in this Master Plan; they are informing the City as we implement design standards and development regulations. Highlights of



the plan that are relevant to this Transportation Master Plan can be found in Appendix D. The complete report as well as the implementing regulations resulting from the plan can be found at <http://www.ci.tumwater.wa.us/departments/community-development/long-range-planning/brewery-district>



CAPITOL BOULEVARD CORRIDOR PLAN

The Capitol Boulevard Corridor Plan will stimulate the transformation of Capitol Boulevard between Southgate and Israel Road from an old federal highway route to a lively, mixed-use corridor. The goal of the effort is to improve the economic climate in the area and promote redevelopment along the corridor, improve the aesthetic appeal of the corridor, and improve safe and efficient travel choices for walkers, cyclists, transit riders, and motorists. Neighborhoods along the corridor engaged in the work by completing surveys, participating in workshops and meetings, and offering ideas and comments. Transformation of the corridor was identified as a priority item in the City's Economic Development Plan and the City's Strategic Plan.

Transportation directives for this corridor provided parameters for the planning work. They included:

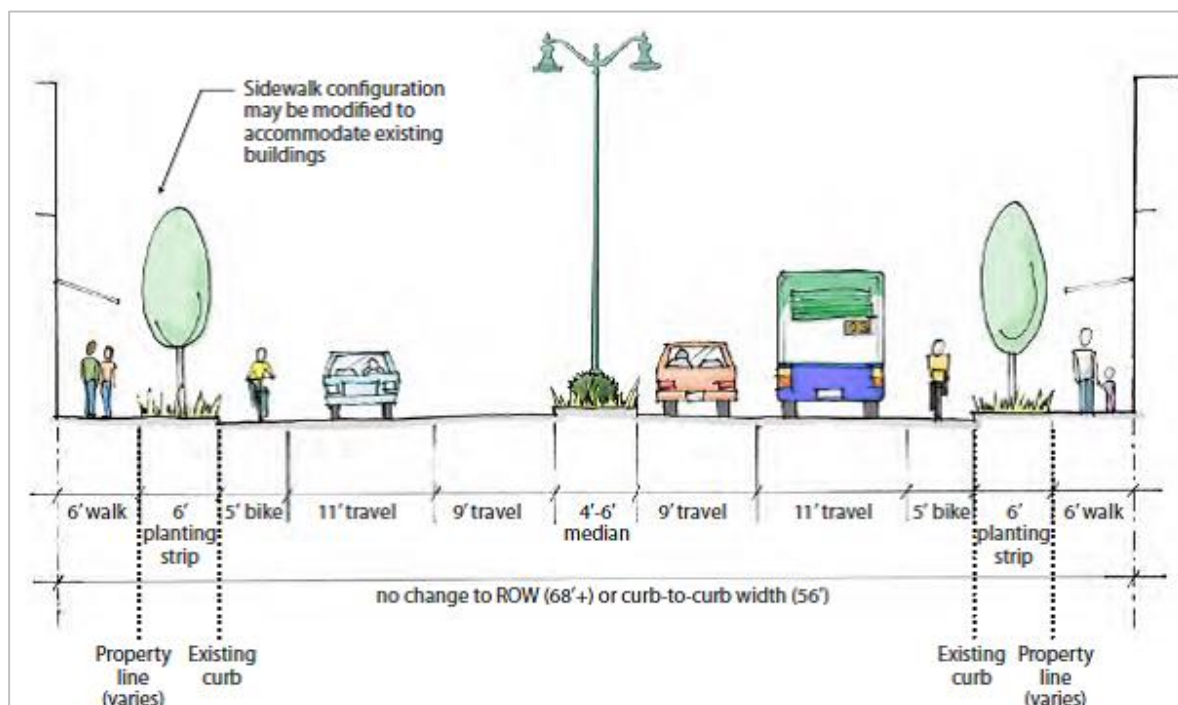
- Reduce congestion growth
- Provide for pedestrian and bicycle connectivity
- Improve neighborhoods
- Beautify the corridor
- Mitigate new development impacts

These directives were accompanied by seven principles that informed the range of strategies considered and the resulting recommendations:

- Added travel lanes to quell congestion is neither feasible or desired
- A parallel street system should be pursued
- Ensure traffic operations help prioritize premium transit
- Enhance streetscape at major intersections and crossings
- Integrate and enhance bus stop facilities
- Establish parallel and intersecting bike network
- Establish parallel and intersecting walking routes



Recommendations for transformation include access management that restricts left turn movements, roundabouts to facilitate u-turns, enhanced pedestrian crossings, wider sidewalks and buffers, and the repurposing of existing right-of-way to add bike lanes in each direction without having to reconstruct the street. Resulting traffic will be safer and flow smoother, access to corridor businesses will be enhanced, and the corridor will be more conducive to cycling, walking and transit as the plan is implemented.



Implementing regulations including the design guidelines and zoning have already been adopted. Work is underway now on the preliminary design and engineering work. Recommendations from the Capitol Boulevard Corridor plan are included in Appendix C of this Master Plan and are incorporated as appropriate in the project list. The full plan and its implementing regulations can be found at <http://www.ci.tumwater.wa.us/departments/community-development/long-range-planning/capitol-boulevard-corridor-plan>



Transportation
Master Plan

CHAPTER 4

CONSISTENCY

CONSISTENCY WITH COUNTYWIDE PLANNING POLICIES

Tumwater is required under GMA to ensure its planning process is consistent with adopted Countywide Planning Policies. Countywide Planning Policies (CWPP) are developed collaboratively between Tumwater and all the other jurisdictions in Thurston County to govern development of local comprehensive plans. The primary purpose of the CWPP is to ensure consistency between the comprehensive plans of jurisdictions sharing a common border or related regional issues. They also play an important role in facilitating the transformation of local governance in the unincorporated urban growth area as it is annexed or incorporated into a city, so that urban services are provided by cities and rural and regional services are provided by the county.

The first CWPP in the Thurston Region were adopted in 1992 and most recently amended in November 2015. Most of the CWPP pertain to other aspects of long-range planning but there are policies specific to transportation. This Transportation Master Plan is consistent with and works to implement these policies.

IX. TRANSPORTATION (Countywide Planning Policies, adopted November 2015)

9.1 Increase transportation choices to support all ranges of lifestyles, household incomes, abilities, and ages.

9.2 Increase opportunities for riding transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.

9.3 Encourage efficient multi-modal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.

a. Local comprehensive plans will consider the relationship between transportation and land use density and development standards.

b. Local comprehensive plans and development standards should provide for local and regional pedestrian and bicycle circulation.

c. Improved transit service will be based on Intercity Transit's plans, informed by and consistent with the regional transportation plan and local comprehensive plans.

d. Transportation Demand Management plans and programs required by State law will be implemented as a key part of the region's transportation program.

e. Improvements to the regional road network will be consistent with local and regional transportation plans.

f. The regional transportation planning process is the primary forum for setting countywide transportation policy.

9.4 The transportation element of each jurisdiction's comprehensive plan will be consistent with the land use element of that jurisdiction's comprehensive plan.

9.5 The transportation element of each jurisdiction's comprehensive plan will include level of service standards for all arterials and transit routes and services. Each jurisdiction will coordinate these level of service standards with all adjacent jurisdictions. Transit level of service standards will be consistent with Intercity Transit policies.

9.6 Each jurisdiction's transportation element will include an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions.

9.7 The transportation elements of comprehensive plans adopted by Thurston County and each city and town in the county will be consistent with the Regional Transportation Plan adopted by Thurston Regional Planning Council, in accordance with the provisions of the Washington State Growth Management Act.

9.8 The Regional Transportation Plan adopted by Thurston Regional Planning Council will be consistent with the land use elements of comprehensive plans adopted by Thurston County and the cities and towns within Thurston County and with state transportation plans. To ensure this, the Regional

Transportation Plan will be reviewed and updated, if necessary, at least every two years for consistency with these plans.

9.9 All transportation projects within Thurston County that have an impact upon facilities or services identified as regional in the Regional Transportation Plan will be consistent with the Regional Transportation Plan.

9.10 Local and regional transportation plans will consider maritime, aviation, and rail transportation as an integral link to the area's regional transportation needs.

REGIONAL CONSISTENCY AND COORDINATION

Tumwater's long-range transportation planning must be consistent with the Regional Transportation Plan, or RTP. The RTP is developed and maintained by Thurston Regional Planning Council (TRPC). It provides the primary policy framework for overall transportation system considerations at the local, regional, and state levels. All jurisdictions and other service partners in Thurston County work closely with TRPC at various stages throughout the long-range planning and forecasting process to ensure consistency with the RTP. This includes collaboration and agreement on:

- long-range growth and land use assumptions used to estimate future travel demand, among other things;
- level of service standards and times of "peak period" analysis;
- constraints such as limits to street widening; and
- overarching transportation system goals.

Consistency with the Regional Transportation Plan ensures consistency with applicable state and federal transportation planning requirements.

Starting in the late 1990s, regional collaboration and coordination resulted in a single coordinated growth forecast and travel demand model for use by all jurisdictions in the Thurston Region to evaluate the aggregate effects of growth and system improvements on future transportation needs. Previously, each jurisdiction developed its own growth and travel demand forecasts which were evaluated independently for regional consistency. Since 2000, consistency between local and regional analysis has been built right into the planning process.



Several significant regional initiatives are incorporated into the RTP and reflected in this plan, including:

- Urban Corridors Task Force Recommendations** – The Urban Corridors Task Force worked to establish an objective understanding of background conditions along the region’s key urban corridors including Capitol Boulevard, identified barriers to achieving adopted land use visions, and identified potential opportunities for addressing those barriers. Task Force members looked at the relationship between transportation and land use in these corridors, and worked to understand the market factors that influence the viability of infill and redevelopment projects in the region. That work helped inform Tumwater’s focus on Capitol Boulevard and the Brewery District. For information on the Urban Corridors Task Force work and the resulting activities of the Corridor Communities Partnership, visit: <http://www.trpc.org/173/Urban-Corridor-Communities>



Tumwater’s vision for the Brewery District and Capitol Boulevard are tangible applications of the principles and values inherent in the Urban Corridors Task Force recommendations. Reclaiming the old Capitol Way / Capitol Boulevard highway corridor and repurposing it as the transit-rich backbone of a 21st century urban community offering an array of car-lite lifestyle options supported by vibrant local businesses is at the heart of the two active subarea plans shaping the Brewery District and the Boulevard today.



- **Sustainable Thurston (Regional Sustainability Plan) –**
This community-wide conversation was the first region-wide discussion since passage of the Growth Management Act about how to create a vibrant, healthy and resilient future for the Thurston region. It resulted in a vision endorsed by Tumwater and other communities across the region as well as the actions and responsibilities necessary to achieve it. For more information on Sustainable Thurston, see:
<http://www.trpc.org/259/Sustainable-Thurston>



Tumwater's vision for future growth links directly back to key tenets of Sustainable Thurston's livability principles. This includes:

Providing more transportation choices that decrease household travel costs, promote active lifestyles and public health, reduce greenhouse gas emissions, improve air quality, and reduce dependence on foreign oil

Promoting equitable, affordable housing by expanding the availability of location-efficient housing on transit-rich corridors

Enhancing economic competitiveness with reliable and efficient access to jobs and good mobility for goods and services

Supporting existing communities with strategies for infill and redevelopment that increase car-lite lifestyle opportunities while reducing pressure on existing neighborhoods and rural and resource lands

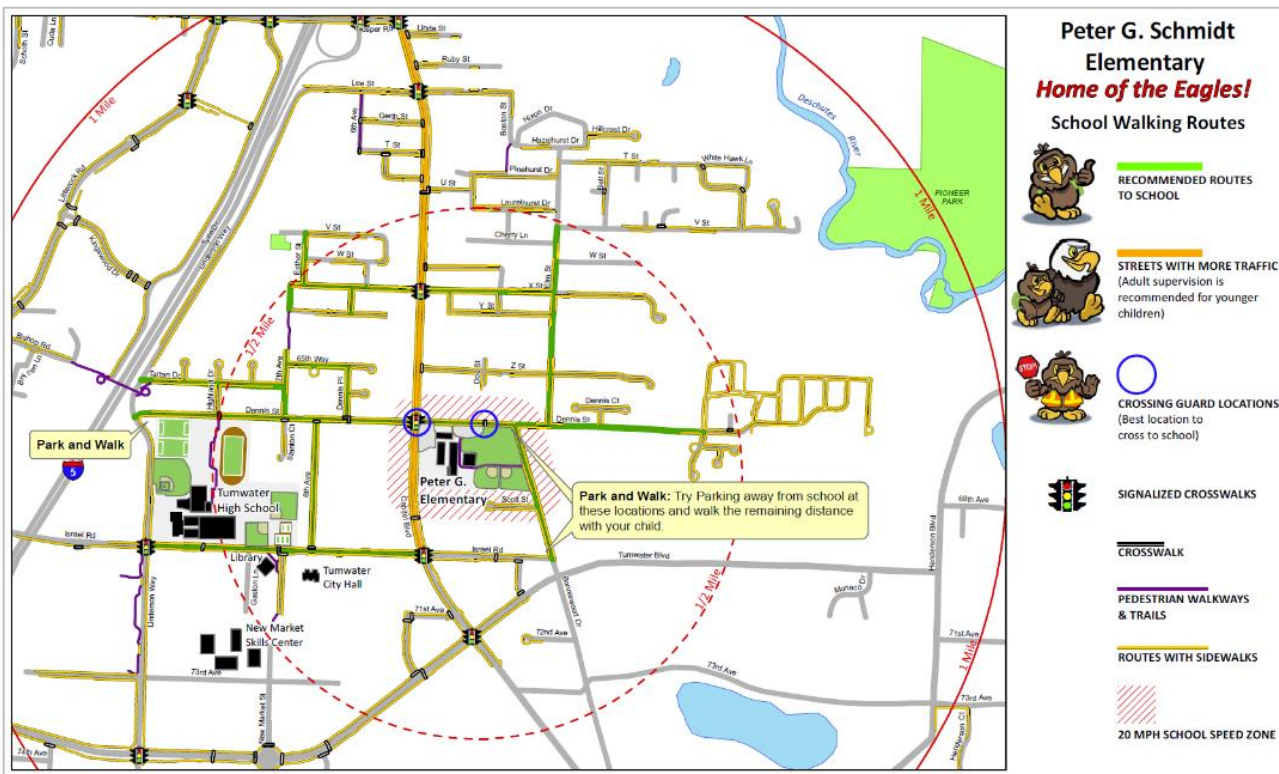
Coordinating policies and investments to better align the community's vision with day-to-day implementation activities and leverage available funding resources to get maximum value for the investments

Valuing neighborhoods and communities by investing in healthy, safe, walkable places supporting a variety of lifestyle choices



Tumwater is a founding signatory of the Healthy Kids – Safe Streets Action Plan. Two of the region's most active schools participating in the Walk and Roll Program, the centerpiece of the Action Plan, are Michael T. Simmons and Peter G. Schmidt elementary schools in Tumwater. Tumwater's new multimodal level of service approach puts a priority on completing sidewalk networks in the vicinity of schools to create a safe walking environment for school children

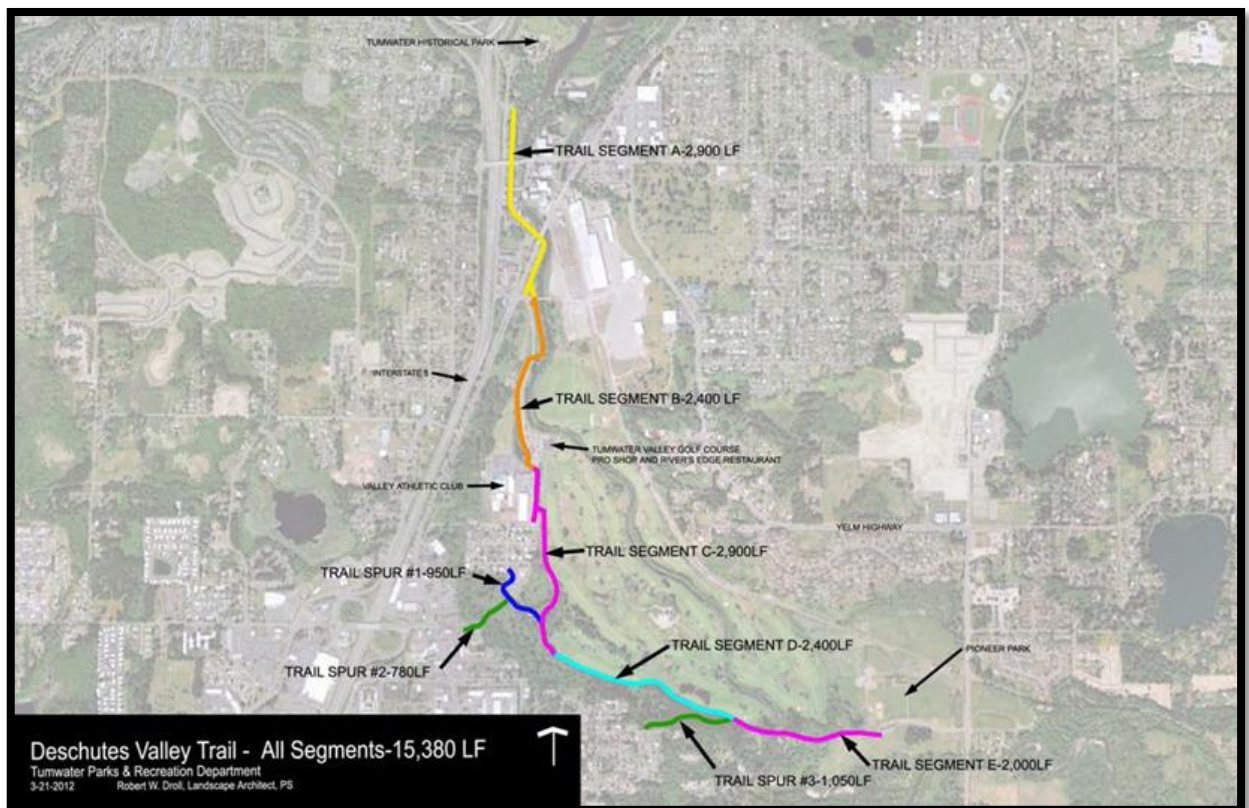
- **The Healthy Kids-Safe Streets Action Plan** – This initiative encourages kids to walk, bike, and bus to school by promoting physical activity and safety through education and encouragement programs, development and implementation of school siting criteria, and coordination of infrastructure improvements around schools. Tumwater embraced this plan with its support of Walk and Roll programs at Peter G. Schmidt and Michael T. Simmons schools. For more information on the Healthy Kids-Safe Streets Action Plan and the Walk-and-Roll Program, see: <http://www.trpc.org/337/Walk-and-Roll-Program>



- **Regional Trails Plan** – Establishing a comprehensive, well-connected non-motorized trail network that links all corners and communities in the region is a regional priority that is strongly supported by Tumwater. Efforts underway now on the Deschutes Valley Trail and the Black Lake-Belmore Trail are moving Tumwater’s segments of this trail system to reality. A copy of the complete Regional Trails Plan can be found at <http://www.trpc.org/DocumentCenter/View/928>



Tumwater’s vision of connecting Pioneer Park to Capitol Lake via the Deschutes Valley Trail is consistent with the Regional Trails Plan. This important linkage in the regional system will enhance connectivity to the regional trail system for Tumwater residents. Another important link in the regional trail system is located in Tumwater’s urban growth area. The Gate-Belmore trail, currently being developed by Thurston County, will extend from the vicinity of the Black Lake Elementary School to the southwest corner of Thurston County near the Chehalis Reservation via an abandoned rail corridor





Tumwater's vision for the Brewery District and Capitol Boulevard is dependent on robust, high-frequency transit service. Tumwater and Intercity Transit are partnering on a redesign of the Tumwater Transit Station on Cleveland Avenue with a long-term goal of relocating the existing station to a more efficient location on Capitol Boulevard. IT service to the state office buildings provides a critical component of the City's commute trip reduction strategy

- **Intercity Transit** - The future role of transit in serving the transportation needs of the City and surrounding area is a regional priority. Tumwater supports Intercity Transit's strategic plans and continues to coordinate with the agency to identify how transit needs should be addressed, particularly as infill and redevelopment occurs along the urban corridors and within the City's planning sub-areas. Tumwater involves Intercity Transit in the development review process and future planning efforts to ensure that the goals of the City and Intercity Transit related to transit are being met.



CONSISTENCY WITH STATE TRANSPORTATION PLANS

The Washington State Department of Transportation (WSDOT) establishes planning priorities through its statewide and modal plans. As the Regional Transportation Planning Organization for the region, TRPC carefully monitors those planning priorities and works to ensure they are appropriately considered in the region's long-range plan and policies. Tumwater's close coordination and consistency with TRPC plans and policies ensures the City's Transportation Master Plan is also in line with those state guidelines.

The following transportation policy goals of the Washington Transportation Plan are addressed throughout the goals and policies in this plan, and its recommendations.

Preservation. Maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.

Safety. Provide for and improve the safety and security of transportation customers and the transportation system.

Mobility. Improve the predictable movement of goods and people throughout Washington State.

Environment. Enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment.

Stewardship. Continuously improve the quality, effectiveness, and efficiency of the transportation system.

Economic Vitality. Promote and develop transportation systems that stimulate, support and enhance the movement of people and goods to ensure a prosperous economy.



Tumwater policies and investments support statewide transportation planning priorities. One of the most difficult challenges – ensuring adequate preservation of the existing system – was directly addressed through the 2015 Transportation Benefit District package approved by Tumwater voters. This new locally-determined funding source will enable the City to optimize its pavement preservation program over time and keep lifecycle costs as low as possible

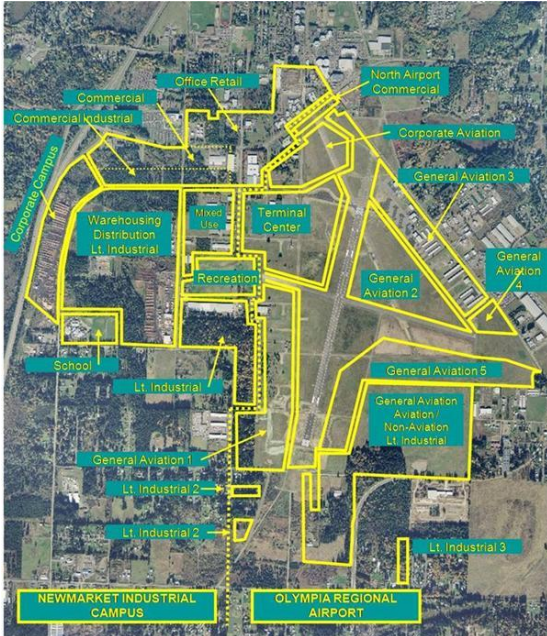
Results WSDOT is a recent initiative that promotes:

- Strategic Investments
- Modal Integration
- Environmental Stewardship
- Organizational Strength
- Community Engagement
- Smart Technology

Tumwater's Transportation Master Plan is consistent with and supportive of WSDOT

INTERGOVERNMENTAL COORDINATION

Coordination between government agencies is a key tenet of the Growth Management Act. The transportation element must describe ***“intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions.”*** This requirement makes good sense;



Tumwater cannot develop a realistic plan for its growth without considering its impacts on adjacent communities and their impacts on Tumwater. Much of that coordination occurs at the regional level through TRPC, of which Tumwater is an active member. This Transportation Master Plan is the product of regional coordination, from population and employment forecasts to a unified regional modeling platform to coordinated corridor studies and development reviews. Tumwater’s plan reflects the growth and investments anticipated in Olympia and Thurston County; in turn, its own growth and investments are reflected in their plans and strategies.

As a part of its intergovernmental coordination, Tumwater works closely with the Port of Olympia. The Port owns a significant amount of land in the city, where its airport is located alongside hundreds of acres of industrial property. The Port completed in 2016 its New Market Industrial Campus Real Estate Master Plan which provides a blueprint for how these industrial properties will develop over time. Tumwater participated in that planning process and will be active in the plan’s implementation.

Another example of Tumwater’s intergovernmental coordination related to transportation is its close working relationship with Intercity Transit. From including IT in its development review process and planning activities to its partnership with IT in redesigning the Tumwater Transit Station on Cleveland Avenue and identifying a location for a new park-and-ride facility, Tumwater works to maintain a close working relationship with its transit partner.

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Transportation
Master Plan

CHAPTER 5

MODES OF TRAVEL

PLANNING FOR ALL MODES OF TRAVEL

Tumwater understands that the transportation system is more than just streets; its transportation system is made up of streets as well as transit, sidewalks, walkways, bike lanes, trails, highways, rail corridors, and the airport. It accommodates not just car drivers, but transit riders, walkers, cyclists, and freight. The transportation system is made up of a series of intersecting networks that ensure people and goods get to where they need to be. This is what is meant by a “multimodal” transportation system – it is one that accommodates the various modes of travel needed to support existing and future land use patterns.

Tumwater has long promoted biking and walking through its plans, policies, and investments. It is reflected in adopted street standards that require bike lanes and sidewalks with new construction. Long before the term “complete streets” became planning jargon Tumwater was committed to providing safe and convenient facilities enabling more people to bike and walk for more of their trips. Tumwater’s street standards incorporate many recommendations found in the National Association of City Transportation Officials (NACTO) Urban Street Design Guidelines. Tumwater has applied for and received grants that help complete the bike and sidewalk networks, making them safer and more convenient for travelers.



In the City’s 2015 Community Survey, over half the respondents identified the need for more transportation choices - connected, walkable, bike-able streets and transit that offer reliable, economical travel options that decrease household transportation costs, reduce dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health. Tumwater policies and standards are working to meet that need.

Tumwater works to leverage those complete streets with “complete neighborhoods” offering a mix of different activities close to each other, the kinds of neighborhoods that generate more walking and biking than occurs with traditional residential neighborhood or commercial development. This is a goal of the Brewery District and Capitol Boulevard Corridor strategies – to create the kind of places where driving is but one good option for getting between Point A and Point B.

These sub-area plans enable Tumwater to further align its commitment to a multimodal transportation system by expanding its approach to evaluating system performance. This Master Plan introduces the concept of multimodal system performance to explicitly consider how the sidewalk and bike

networks function in different parts of the city. In those areas intended to generate a greater share of walk and bike trips – where land use patterns are resulting in more complete neighborhoods offering a mix of activities in close proximity – this new performance measure will allow the City to more effectively evaluate development impacts and opportunities to determine the right mix of facilities to support that development. The chapter on System Performance describes this new approach to evaluating system performance.



Tumwater's policies are translated into guidelines and standards that define the design and relationship of streets and buildings. They are tailored for different parts of the City, and reflect underlying values and priorities in this transportation plan as well as the City's adopted land use strategies. In this way they help implement the Comprehensive Plan vision, providing clear direction to developers about City expectations for pedestrian oriented streets, signature roads, and other types of streets to achieve attractive, walkable, sustainable development that enhances the City's identity. For more details about the considerations and standards governing the design of streets and buildings, please see the [Citywide Design Guidelines](#)

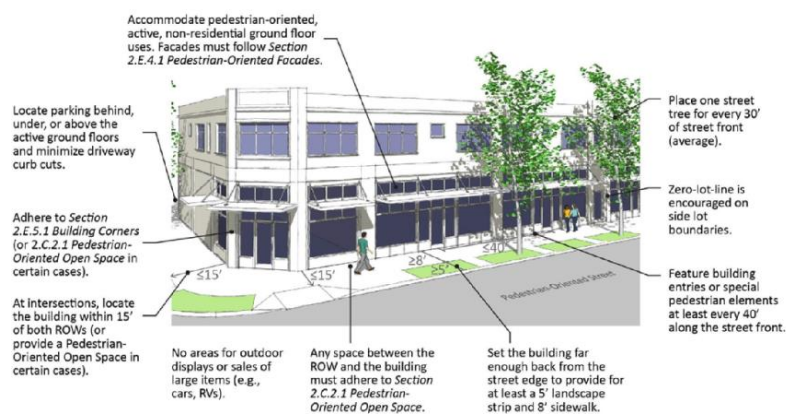


Figure 2.B.1-1. Pedestrian-Oriented Street requirements summary

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Transportation
Master Plan

CHAPTER 6

MANAGING DEMAND

MANAGING DEMAND

Managing travel demand is one way to maximize operational efficiency and create more capacity within the existing transportation system. Demand management strategies, as the term implies, are strategies that change the demand for travel – typically lowering the demand for travel during peak congestion periods. Compared to most transportation strategies, demand management involves typically low-cost strategies that take many different forms.

DEMAND MANAGEMENT PROGRAMS

Commute Trip Reduction, implemented at the state level in 1993, requires large employers with 100 or more employees commuting during peak periods and all state agencies regardless of size to reduce the share of trips being made in single-occupant vehicles. This can be done via a myriad of strategies that encourage more commute trips by carpool or vanpool, transit, walking, or biking. Programs like the annual Bicycle Commuter Contest, administered by Intercity Transit since 2005, create awareness about travel alternatives in a fun way that also promotes broader CTR objectives.

CTR can also include strategies that reduce the number of days an employee has to commute to work, like compressed work weeks that “compress” a five day week into a four day work week, or telework that allows some employees to work from home. It also includes parking pricing that eliminates the financial incentives to drive.

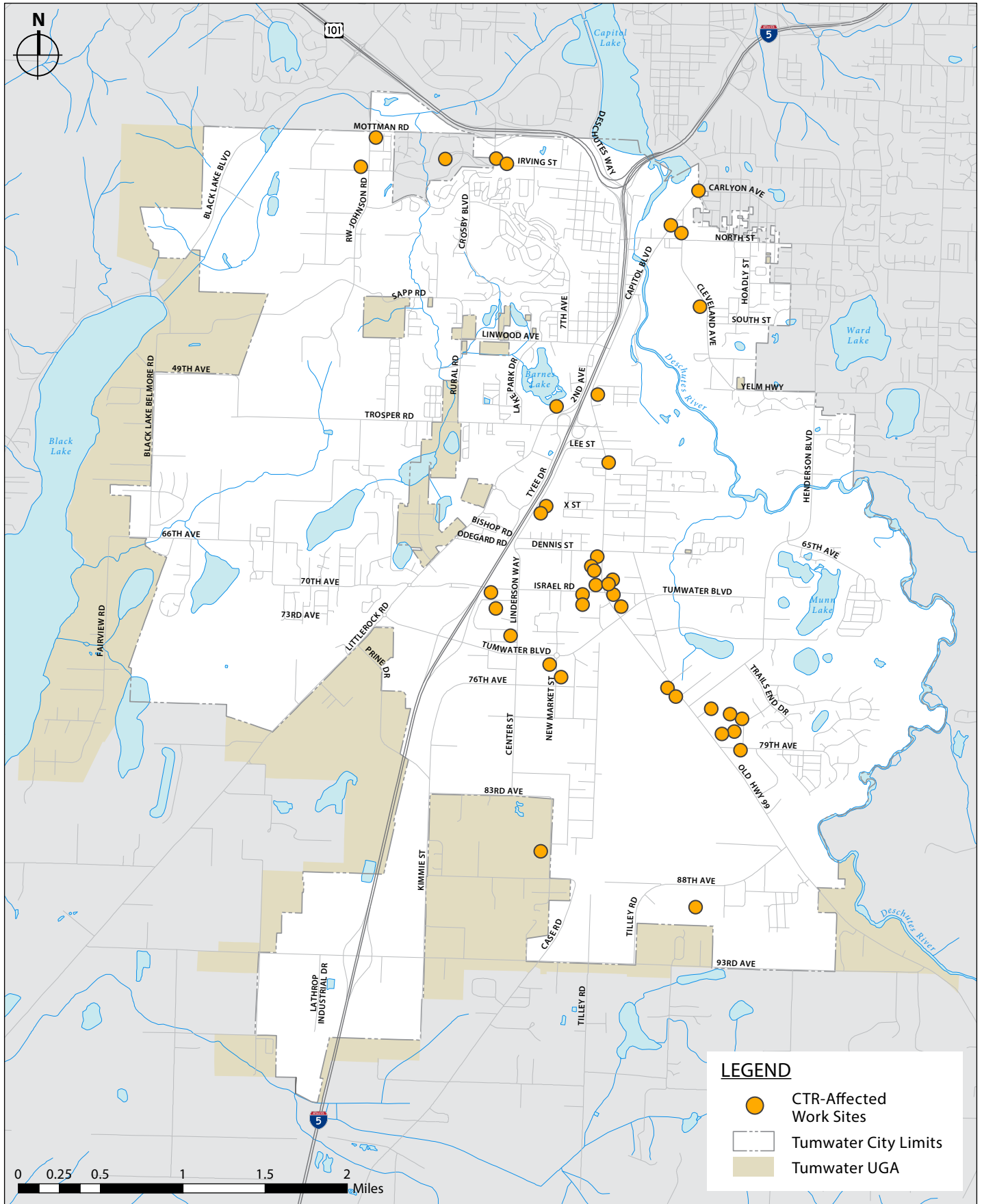
Since 2005, the region’s CTR program is administered by TRPC in partnership with Intercity Transit. The CTR program includes 197 active worksites across the region of which 191 must participate and six do so voluntarily. TRPC and IT actively work with local jurisdictions and the State of Washington to improve the program.

Figure 1 shows the location of CTR-affected worksites in Tumwater. Many are located in areas with good transit service.

Details on the CTR program and its implementation in the Thurston Region can be found at: <http://www.trpc.org/609/Commute-Trip-Reduction-CTR-101>



Tumwater’s 2008 Commute Trip Reduction Plan includes goals and strategies that help support regional CTR objectives.



School-based programs, like the “Walk & Roll” programs at Peter G. Schmidt and Michael T. Simmons elementary schools help reduce traffic congestion in the vicinity of schools created by parents dropping off or picking up their children. Intercity Transit leads these programs with federal funding from TRPC for this purpose. These innovative programs encourage kids to walk or bike to school more often, which also has health and learning benefits. Program components include field trips, school assemblies and special events, and school-wide “Bike and Walk to School” days. The intent of this award winning program is to build the next generation of safe and healthy bikers, walkers, and transit riders.

Parking management is another tool that Tumwater and many of its employment sites use to manage travel demand. Limiting the amount of parking that can be built, restricting the location of that parking on a building site, and even charging for the use of that parking can influence whether people decide to drive alone or travel differently. Details like locating carpool parking or bike parking closer to building entrances than general parking can help influence how some people travel.

IT’s Vanpool Program is celebrating its 34th year of service in 2016. IT’s 214 vanpools are carrying over 1,500 people to and from work on any given weekday. This helps free up street and highway capacity and makes the entire transportation system operate more efficiently.

Land use is an important demand management consideration. How communities are built – the proximity of uses within a neighborhood, residential and employment densities, the design of streets and buildings, street connections and infrastructure to support alternatives to driving – all of these are essential determinants in how much traveling people have to do and the choices they have in how they travel.



TRAVELER INFORMATION AND TRIP PLANNING RESOURCES

Thurston Here to There is a one-stop resource for information on all different modes of travel and travel needs. Getting from Tumwater to Seattle by transit, planning a bicycle tour of South Thurston County's Bountiful Byways, locating a do-it-yourself bike repair shop, scheduling paratransit services, and figuring out how to take the bus to SeaTac airport – these are just a tiny sampling of the point-and-click resources available on this site, which can be found at <http://thurstonheretothere.org/>



Rideshare Online is a multi-county effort led by WSDOT and King County Metro. This on-line system, combined with a local database and personal assistance, helps customers identify carpool partners or get into a vanpool as well as evaluate alternate commuting opportunities, primarily in the central Puget Sound area or getting to and from that area. It can be found at www.rideshareonline.com

One Bus Away is an app that provides real-time individual bus arrival schedules so that users can know exactly when the next bus will arrive, thereby minimizing wait times for riders and enhancing the attractiveness of transit as an alternative to driving. It's supported by a consortium of public sector transit agencies and others with the goal of providing robust and real-time transit vehicle location data in combination with transit schedules and other related data. Intercity Transit has been a member of the One Bus Away consortium for several years. A link to the One Bus Away app can be found in the top right corner of Intercity Transit's home page, www.intercitytransit.com



On-Line Bike Maps maintained by Thurston Regional Planning Council allows users to customize their routes, perhaps avoiding certain intersections during the morning commute or maximizing distance traveled on dedicated trails instead of on-street facilities. On-line bike maps can be found at <http://www.trpc.org/181/Online-Bike-Maps>

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Transportation
Master Plan

CHAPTER 7

FUTURE CONDITIONS

PLANNING FOR THE FUTURE

One of the great values of a long-range plan is in setting a course for how the City will grow over time. Many issues Tumwater grapples with today result from decisions made in the first half of the 20th century that differ from the values, needs, and priorities of the City's 21st century residents and businesses. Instead of simply settling for outdated land use patterns that don't afford the kind of lifestyles and travel choices envisioned today, the City is proactively working to change some of the patterns through its sub-area plans and land use policies.

The City's vision is for the creation of a number of appropriately scaled and well-designed centers that accommodate increased densities and mix of activities. Work underway

“The vision includes transformation of the Brewery District, Capitol Boulevard Corridor and Tumwater Town Center...”

will result in a small number of truly urban neighborhoods offering a different range of lifestyles than is found in most parts of Tumwater and the Thurston metropolitan area today. The vision includes transformation of the Brewery District, Capitol Boulevard Corridor, and Tumwater Town Center near the airport. In addition, a number of small neighborhood centers are envisioned that will provide basic day-to-day services within walking distance to outlying residential neighborhoods.

Tumwater's land use vision is dependent on a supporting transportation system if it is to succeed. That is why this transportation plan must be consistent with and support the City's vision for how it will grow over time. Growth assumptions associated with the City's long-range vision for its future are the same as those used to estimate future travel needs identified in this Master Plan.

Established community visions combined with zoning, on-the-ground development patterns, and myriad other factors result in a forecast of how the city will grow over the next 25 years. The long-range land use forecast estimates how many people

and jobs Tumwater will have in 2040 and where they will be. The forecast depicts the densities likely to be built over time and the mix of land use activities envisioned in adopted planning policies.

Tumwater's land use forecast is developed and periodically updated in coordination with other jurisdictions in the Thurston region as part of a regional population and employment forecasting process conducted by Thurston Regional Planning Council (TRPC); it takes into consideration growth happening elsewhere in the region and state as well as in the City. Combined with the City's vision for the future, the forecast becomes the basis for the land use element of Tumwater's Comp Plan. The land use element and the forecast on which it is based sets the direction for the Transportation Master Plan.



The table below provides a summary of population and employment projections used to estimate travel demand in Tumwater over time based on its adopted land use policies and regional forecasting assumptions. The land use element of the Comprehensive Plan provides more detail on the geographic distribution of existing patterns and how that is envisioned to change over time.

Table 1: Forecasted 2040 Population and Employment for Tumwater

Forecasts	2010 (actual)	2020	2030	2040
Population	23,720	30,840	40,150	46,300
<i>City</i>	17,370	22,930	28,440	32,550
<i>Urban Growth Area</i>	6,350	7,910	11,710	13,750
Jobs	29,655	30,325	30,995	31,665

Source:

Thurston Regional Planning Council Population and Employment Forecasts (2013 update). Comprehensive documentation of the entire regional population and employment forecasting process can be found on the TRPC website:

<http://www.trpc.org/236/Population-Employment-Forecasting>. Note that figures do not reflect the annexations completed in 2015, which will shift some share of the population and jobs in the Urban Growth Area into the City, earlier than shown



Transportation
Master Plan

CHAPTER 8

GOALS AND POLICIES

TRANSPORTATION GOALS AND POLICIES

Transportation goals and policies provide a framework for transportation decision-making. The policy elements in this Plan derive from a regionally-coordinated process and are consistent with the Regional Transportation Plan and Sustainable Thurston, both of which are regional policy initiatives supported by Tumwater. The goals and policies in this Transportation Master Plan support localized efforts while maintaining consistency with established regional objectives and the policy frameworks of adjacent communities.

1. Transportation and Land Use Consistency

Goal: Ensure the design and function of transportation facilities are consistent with and support sustainable, healthy urban, suburban, and rural communities.

Policies:

- a. Commit to the development and implementation of land use plans, development patterns, parking requirements, and design standards that encourage walking, bicycling, transit use, and other alternatives to driving alone.
- b. Provide transportation facilities that support the location of jobs, housing, industry, and other activities as called for in Tumwater’s adopted land use plan.
- c. Support policies, programs, and procedures that promote urban infill, and make transportation investments that support increased urban densities and mix of uses consistent with Tumwater’s plans for the Brewery District and Capitol Boulevard.
- d. Create vibrant city centers and activity nodes that support active transportation and housing, jobs, and services as called for in Tumwater’s Comprehensive Plan.
- e. Create safe and vibrant neighborhoods with places that build community and encourage active travel.

In 1998, Tumwater and other members of Thurston Regional Planning Council adopted policies recognizing “strategy corridors” where street widening is no longer a suitable option for improving mobility. This may be because the streets are already at a maximum five-lane cross-section, or because they are built out and cannot be widened without significant community disruption, or simply because the facility is at the maximum appropriate width for the adjacent land uses. The preferred solutions for strategy corridors instead will be some combination of non-motorized or transit strategies, signal timing or other operational improvements, completing a street grid that offers a variety of travel routes and land use measures that attract more mixed-use, walkable, high density development where alternatives to driving are most feasible. A map of Tumwater’s Strategy Corridors can be found in Figure 3 on page 71.

- f. Create urban parks and places that reduce pressure on the region's farms, forests, prairies, and open spaces.
- g. Meet mobility, access, and economic goals in designated Strategy Corridors with an appropriate combination of investments, policies, and land use measures.
- h. Design and invest in transportation projects that have a lasting positive impact, reflect the goals of the people who live and work in Tumwater, and contribute to a sense of place and community.
- i. Ensure adequate transportation capacity to address growth consistent with this Comprehensive Plan.
- j. Preserve and promote awareness of Tumwater's historic, cultural, and natural heritages.

2. Multimodal Transportation System

Goal: Work toward an integrated, multimodal transportation system that supports adopted land use plans, reduces overall need to drive, and provides alternative travel choices.

Policies:

- a. Provide quality travel choices appropriate to existing and future land uses, including walking, bicycling, transit, motor vehicles including freight, and rail.
- b. Ensure that development of transit transfer centers, activity centers, employment centers, schools, and the airport accommodate multiple modes of travel and safe, efficient connections among those modes of travel.
- c. Invest in mode-specific strategies that contribute to overall development of an integrated, multimodal transportation system.
- d. Promote public awareness on the rights and responsibilities of drivers, bicyclists, and walkers, and ways these modes can travel together safely and efficiently.
- e. Incorporate practical design considerations where appropriate, designing to solve mobility problems more so than to meet design standards if doing so



increases functional mobility of the transportation system.

3. Barrier-free Transportation

Goal: Ensure transportation system investments support the special travel needs of youth, elders, people with disabilities, people with literacy or language barriers, those with low incomes, and other affected groups.

Policies:

- a. Work over time to ensure that transportation facilities comply with the Americans with Disabilities Act.
- b. Construct transit stops and walkway approaches that are accessible for those with differing capabilities.
- c. Provide appropriate transportation services, facilities, programs, and on-line resources that reduce barriers to people who do not speak or read English.
- d. Present information and provide public participation opportunities for everyone, including people with physical disabilities and/or people with limited literacy skills.
- e. Implement land use policies that provide a variety of housing types on corridors with excellent transit service connecting to employment centers, services, retail, health care, and other essential services to support the lifestyles of people who cannot drive.

4. System Safety and Security

Goal: Enhance the safety and security of those who use, operate, and maintain the transportation system.

Policies:

- a. Combine education, enforcement, engineering, and evaluation to maintain and enhance system safety.
- b. Design transportation infrastructure to encourage safe user behavior.
- c. Support projects that improve passenger safety and security at facilities like park-and-ride lots and transit transfer centers.





In April 2015, Tumwater voters approved a two-tenths of one percent retail sales tax to be devoted to street and sidewalk maintenance. Transportation infrastructure is one of the City's most valuable investments. Inadequate local, state and federal funding had resulted in deferred maintenance which drives repair costs higher. Establishing a Transportation Benefit District with this funding authority helps ensure that over time Tumwater will be able to better preserve and maintain its city streets and sidewalks.

- d. Provide safe walking routes to schools.
- e. Retrofit essential transportation facilities where possible to improve their ability to withstand a major earthquake or other natural disaster.
- f. Build in system redundancy through a well-connected street grid to support emergency response and reduce community disruption during natural or man-made disasters.
- g. Encourage coordination between transportation system providers and emergency response providers who rely on that system.

5. System Maintenance and Repair

Goal: Protect investments that have already been made in the transportation system and keep life-cycle costs as low as possible.

Policies:

- a. Prioritize maintenance, preservation, operation, and repair of the existing transportation system.
- b. Use preventive maintenance programs to ensure lowest life-cycle costs.
- c. Use street restoration standards and coordinate utility and street projects to minimize destructive impacts of utility projects on streets, leveraging where possible investments for both project types to deliver more cost-effective public facilities.
- d. Explore innovative programs that reduce infrastructure life-cycle costs or increase efficiency of service delivery, including use of new materials, technologies, and resource partnerships.

6. Travel Demand Management

Goal: Increase overall operating efficiency of the transportation system through the effective use of measures that reduce the need to drive alone.

Policies:

- a. Promote transportation-efficient development and redevelopment, and site public services and facilities where transit, walking, and biking are now or will be viable alternatives to driving alone.
- b. Encourage use of public transportation, ridesharing, biking, and walking by improving access, convenience, and reliability of those options.
- c. Sustain and expand private and public sector programs and services that encourage employees to commute to work by means other than driving alone, or to change commuting patterns through teleworking, flex-time, or compressed work weeks.
- d. Manage parking to improve consistency with transportation demand management objectives.
- e. Promote technologies that enable people to meet their needs without having to travel.
- f. Use travel demand management techniques to provide alternatives during temporary congestion, such as during major construction.
- g. Work to mainstream telework as a primary transportation demand management strategy among public and private employers.
- h. Strive to meet State Commute Trip Reduction targets for the City.



As a partner in the regional 'Smart Corridors' project, Tumwater is bringing its traffic signal system into the 21st century with modern technology and protocols that allow coordination with Intercity Transit buses.

7. Transportation Technologies

Goal: Use technology-based approaches to address transportation congestion, safety, efficiency, and operations.

Policies:

- a. Use transportation technologies to improve the operating efficiency and safety of the existing transportation system.

- b. Use transportation technologies to better integrate transportation modes.
- c. Make short-range technology investments that support future technology implementation strategies.
- d. Look for opportunity to integrate transportation technology considerations in all projects.
- e. Recognize that transmittal of electronic information is an important function of a transportation system, and integrate this into transportation system evaluation, policies, and implementation strategies.

8. Freight Mobility

Goal: Promote efficient, cost-effective, timely, and safe movement of the freight within and through the region.

Policies:

- a. Plan for freight access to and from highways and other major freight corridors, and between intermodal facilities and industrial areas.
- b. Support efforts to increase the amount of freight that is moved by rail to enhance efficiency, productivity, safety, and mobility.
- c. Explore strategies to reduce conflict and optimize safety for all transportation system users where industrial or commercial land uses are adjacent to highly urbanized areas.
- d. Implement policies and design standards that support local economic vitality by accommodating delivery trucks serving businesses and services while minimizing impacts on local streets.

9. Streets, Roads, and Bridges

Goal: Establish a street and road network that provides for the safe and efficient movement of people and goods while supporting adopted land use goals.

Policies:

- a. Design and construct multimodal, context-sensitive, complete streets and roads.
- b. Coordinate regionally to identify new connections that provide more direct routes and reduce vehicle miles traveled.
- c. Avoid widening any local arterial or collector more than two through-lanes in each direction with auxiliary turn lanes where warranted (maximum five lanes mid-block width) to preserve an acceptable community scale and minimize transportation impacts on non-motorized travelers and adjacent land uses.
- d. Develop an interconnected grid of local streets and roads to increase individual travel options and neighborhood connectivity, while improving efficient use of the overall transportation system.
- e. Use new technologies or alternative designs to safely and efficiently manage the flow of traffic, such as roundabouts where appropriate as alternatives to traffic signals or stop signs.
- f. Use access management techniques to improve roadway capacity and operating efficiency, and increase overall system safety.
- g. Ensure that street, road, and bridge projects are integrated with pedestrian amenities in districts and neighborhoods, and add lasting value to the community.
- h. Incorporate alternative strategies to address congestion where road widening and traffic control devices are not suitable, particularly along Strategy Corridors.
- m. Strategy Corridors are places where street widening is not a preferred option to address congestion problems. This may be because the street is already at the maximum number of lanes (5), or that adjacent land uses are either fully built out or are environmentally sensitive. In strategy corridors, level of service (LOS) may not meet adopted standards,



Tumwater's plans for the Brewery District and the Capitol Boulevard Corridor incorporate roundabouts as a safe, efficient intersection treatment that reduces impacts associated with signalized intersections on adjacent properties. The Boulevard will integrate roundabout treatments with the use of access management to smooth traffic flow and create safer turning opportunities while improving travel conditions for cyclists and pedestrians.

"Strategy Corridors are places where street widening is not a preferred option to address congestion problems..."

suggesting instead that a different approach is needed for maintaining access and mobility in these areas such as increased transit service, more sidewalks or bike facilities, a complete and connected street grid, transportation technology measures that improve system operating efficiency, access management, parking management, incentives for employees to telework or carpool, or land use measures that increase the density of land use activities in these corridors that support the best alternatives to driving.

- i. Design and build streets that are important freight or bus routes to reduce weather-induced weight restrictions.
- j. Meet pm peak Level of Service (LOS) standards:
 - LOS E or better in Urban Core Areas [where these areas overlap with Strategy Corridors the LOS may exceed adopted standards]
 - LOS D or better elsewhere inside the City limits

10. Public Transportation

Goal: Provide an appropriate level of reliable, effective public transportation options commensurate with the region's evolving needs.

Policies:

- a. Support Intercity Transit's long-range plan emphasizing trunk and primary routes servicing core areas along designated Urban Corridors and other strategy corridors with supportive land use and appropriate design standards.
- b. Increase the share of trips made by public transportation.
- c. Support regional commuter vanpool programs to provide cost-effective, flexible alternatives to commuting in single-occupancy vehicles.
- d. Support safe, convenient, and cost-effective transportation services for youth, elders, people with disabilities, and low-income populations by increasing the supply of housing on high-quality transit corridors.

- e. Schedule public meetings where possible in locations served conveniently by transit; include transit route information on meeting notices.
- f. Integrate public transportation considerations into the planning for newly emerging urban centers and locations such as those south and east of the airport, including innovative partnerships or programs where fixed-route service is not feasible in the near-term.

11. Bicycling

Goal: Increase the share of all trips made safely and conveniently by bicycle.

Policies:

- n. Develop a continuous, safe, and convenient bicycle network that functions as an integral part of the whole transportation system.
- o. Provide safe and convenient bicycle routes to all schools in the city, and encourage their use.
- p. Participate with regional partners in developing a network of contiguous and interconnected north-south and east-west dedicated shared-use corridors to serve as the backbone for the region's non-motorized transportation system.
- q. Provide bicycle parking facilities at transit centers, park-and-ride locations, and other multimodal locations.
- r. Provide short- and long-term bicycle parking and other supporting facilities at locations like schools, employment sites, and activity centers.
- s. Support education programs for motorists and bicyclists to increase understanding and awareness of bicycling laws, and encourage safe and lawful sharing of the streets.
- t. Participate with regional partners in exploring long-term strategies for funding bicycle facilities and services.



While City codes require bike parking facilities with most new construction, some developers are catering to a growing interest in biking by offering even more amenities for resident cyclists. For example, Hearthstone Apartments in the Capitol Boulevard District offers a dedicated bike workshop space for residents. This supports increased bike use within the City's urban core and is an example of market forces aligning with City bike policies.

12. Walking

Goal: Increase the share of all trips made safely and conveniently by walking.

Policies:

- a. Provide a convenient, interconnected, safe pedestrian network that supports existing and desired land uses.
- b. Construct and maintain safe and accessible sidewalks and effective crossing opportunities within an appropriate distance of every school in the city, and encourage their use.
- c. Provide frequent pedestrian crossings, especially in urban areas and on urban corridors, along transit routes, and near activity centers.
- d. Develop and promote non-motorized connections for pedestrian and bike travel to shorten the length of trips to destinations where walking and biking are viable travel options.
- e. Require pedestrian-friendly site design and building standards in activity centers, along urban corridors and other key transit routes, and in high density mixed-use zoning districts.
- f. Provide street lighting, pedestrian buffers, trees, benches, and other street elements that make walking safe and pleasant.
- g. Encourage neighborhood-scale planning efforts to identify and refine important pedestrian routes that increase connectivity and improve walkability.
- h. Consider asphalt walkways as appropriate practical solutions for sidewalks when functional pedestrian mobility needs to be improved prior to the availability of adequate funds for construction as called for in adopted sidewalk and street design standards.



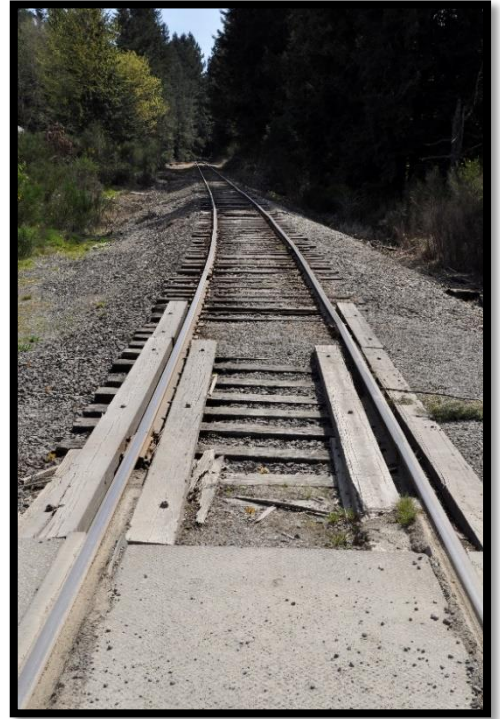
Tumwater partners with the Tumwater School District and Intercity Transit to support “Walk and Roll” programs at area elementary and middle schools. These programs work with educators and school administrators to encourage children to walk and bike to school. This includes coordinated education and enforcement activities as well as a focused response to infrastructure needs in the vicinity of schools to make it safer and easier for students to walk to school.

13. Rail

Goal: Ensure the continued long term viability of existing and rail-banked rail lines for future freight and passenger rail travel.

Policies:

- a. Support appropriate regional opportunities for the potential shared use of freight rail lines for passenger rail travel.
- b. Advocate for regional acquisition and continued operation of short-line railroads where needed to support current and future economic development needs.
- c. Use design techniques, technology, and operations coordination to minimize potential conflicts between trains and other modes of travel, and between trains and adjacent land uses.
- d. Work with regional partners to acquire railroad rights-of-way threatened with abandonment in order to preserve these corridors for future transportation uses.
- e. Participate as appropriate in the partnerships necessary to foster efficient, high-speed passenger rail service in the Pacific Northwest.
- f. Coordinate with regional partners to position the Thurston Region for a commuter rail connection in the future.



14. Aviation

Goal: Provide an appropriate level of facilities and services to meet the general aviation needs of residents and businesses in the region.

Policies:

- a. Coordinate with the Port of Olympia and Thurston County to maintain consistency between adopted land use plans and long-range airport development



strategies, and ensure land use compatibility in areas adjacent to the airport.

- b. Support multimodal access to the Port of Olympia's airport terminal.

15. Public Involvement

Goal: Build a community of engaged and informed constituents that contributes ideas and supports actions to create a highly functional multimodal transportation system consistent with the goals and policies of this transportation element.

Policies:

- a. Provide broad-based, early, and continuing public involvement opportunities in all aspects of the transportation planning process.
- b. Ensure equal access to participation for all users of the transportation system.
- c. Promote increased public understanding of the relationships between land use patterns and transportation choices facing Tumwater.
- d. Explore innovative participation techniques to increase public involvement in transportation issues, and maximize use of "plain English" and other communication techniques to translate complex issues or decisions so they can be widely understood.

16. Intergovernmental Coordination

Goal: Ensure transportation facilities and programs function seamlessly across community borders.



Policies:

- a. Participate in coordination activities at the local, regional, state, tribal, and federal level that address the condition or operations of the transportation system.
- b. Work with other agencies to coordinate land use and public facility siting decisions, implement countywide planning policies, and refine the tools needed to achieve

transportation-efficient community development patterns.

- c. Coordinate street projects with Olympia, Thurston County, WSDOT, and Intercity Transit as appropriate.
- d. Coordinate development of local plan updates with regional efforts when possible to ensure consistency.
- e. Collaborate with other local jurisdictions, TRPC, Intercity Transit, the Port of Olympia, the Thurston EDC, and other entities to facilitate informed, reasoned decision-making processes that advance shared transportation and land use objectives.

17. Environmental and Human Health

Goal: Minimize transportation impacts on the natural environment and the people who live and work in Tumwater.

Policies:

- a. Protect water quality from the impacts of stormwater runoff by minimizing impervious surface area and by using low impact development methods where feasible to effectively treat and manage unavoidable runoff.
- b. Use transportation planning, design, and construction measures that minimize negative impacts on priority fish-bearing streams and other environmentally sensitive areas.
- c. Develop a transportation system that supports compact, mixed-use development and related non-motorized travel to curb growth in miles of motor vehicle travel, increase energy efficiency, reduce environmental impacts, and encourage physical activity and community health.
- d. Support state and national efforts to promote the use of alternative fuels and technologies that reduce pollution and other environmental impacts from motorized vehicles.

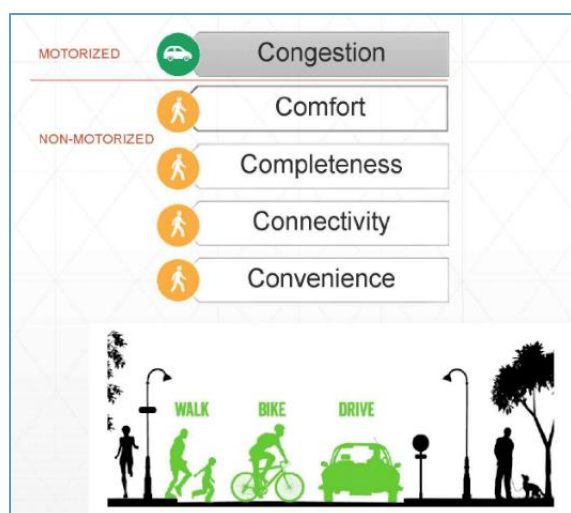
Low Impact Development mimics the natural hydrologic action of watersheds by retaining and infiltrating stormwater runoff on or near the site, and by effectively treating unavoidable runoff, in addition to simply reducing the amount of paved surface area on a site.



- e. Ensure federal Title VI requirements for environmental justice are met so that minority populations and people with low incomes do not incur disproportionately high and adverse human health or environmental impacts from transportation policies, programs, and investments.
- f. Comply with federal Clean Air Act transportation requirements.
- g. Support policies and programs that reduce greenhouse gas emissions associated with travel.
- h. Reduce the impacts of transportation on the natural environment during construction, retrofit, and maintenance.
- i. Plan and design for impacts associated with changing weather and climate patterns, such as increased flooding and extreme weather events.
- j. Support regional efforts to decrease annual per capita vehicle miles traveled within the Thurston region to:
 - 1990 levels by 2020
 - 30 percent below 1990 levels by 2035
 - 50 percent below 1990 levels by 2050.

18. Performance Measures

Goal: Develop performance measures that are realistic, efficient to administer, effective in assessing performance, and meaningful to the public.



Policies:

- a. Use transportation performance measures to evaluate, monitor, and respond to the performance of Tumwater policies and investments.
- b. Use transportation performance measures that reflect priority city and regional objectives such as consistency of transportation and land use decision-making, improved mobility and access, adequate maintenance and repair of the system, environmental health, and safety.

- c. Develop performance measures that reflect the needs and contributions of all modes of travel.
- d. Where feasible, use performance measures consistent with those used by other agencies and organizations to enable compatible comparisons.

19. Transportation Funding

Goal: Secure adequate funding from all sources to implement the goals and policies in this plan.

Policies:

- a. Provide timely and comprehensive public information about transportation funding issues and opportunities to better enable citizens to participate and make informed decisions on complex funding issues.
- b. Prioritize the maintenance and preservation of the existing transportation system to minimize life-cycle costs.
- c. Consider the full array of costs and benefits in the selection of transportation projects to ensure the best long-term investment decisions.
- d. Make strategic transportation investments that reinforce land use and transportation decisions consistent with the goals and policies of this transportation element.
- e. Ensure that transportation investments are equitable to all segments of the community in terms of costs associated with relocations, health impacts, and land use disruptions, as well as the benefits derived from system performance and travel choices.
- f. Support regional efforts to improve the availability, reliability, and flexibility of transportation revenues.
- g. Use transportation funding policies and investments to make development decisions predictable, fair, and cost-effective.
- h. Continue policies that require new development to pay for its share of impacts on the transportation system; where appropriate support multimodal mitigations and not just street capacity.





Transportation
Master Plan

CHAPTER 9

SYSTEM INVENTORY

TRANSPORTATION SYSTEM INVENTORY

The transportation system is made up of a number of different networks. Combined, they connect people to the places they need to be and get freight into and out of our city and products to our stores. Following is an inventory of the existing transportation system serving Tumwater's residents and businesses.

CITY STREETS

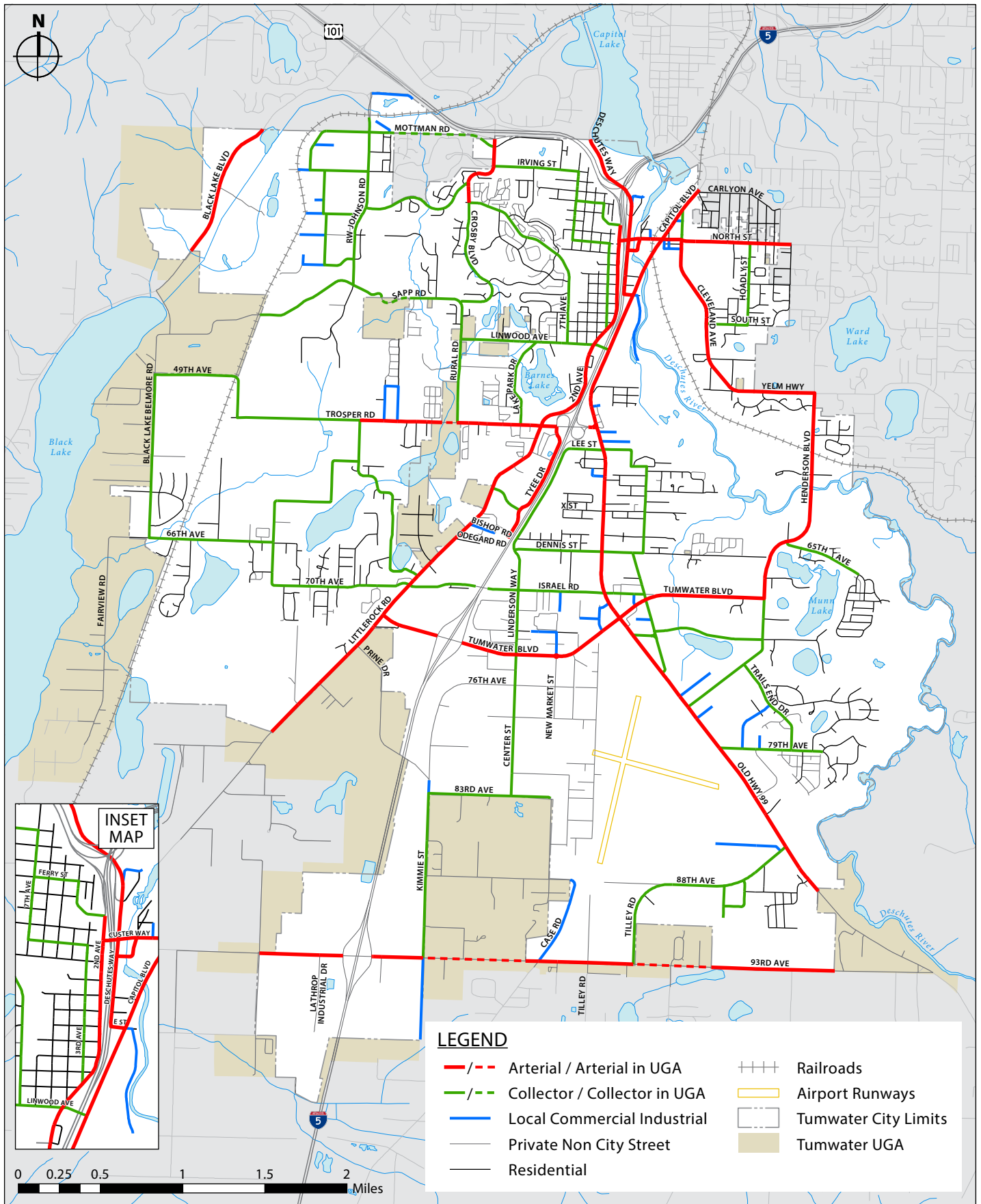
City streets are the most ubiquitous element of our transportation system. The City has about 113 centerline miles of streets it owns and is responsible for maintaining.

Some of the intersections where the streets meet need traffic control to enable safe crossing and turning movements. Tumwater has 23 traffic signals and five roundabouts to control traffic at its busiest intersections.

Figure 2 illustrates the City's street system by its functional classification. Functional classification is a way of characterizing the relative importance of a street in terms of the volumes of traffic it carries and its relation to other streets in the network. Some streets are intended to carry more traffic than other streets and serve large commercial or employment centers. Others are intended to connect residential areas with neighborhood centers and schools, carrying lower volumes at slower speeds. Still others provide circulation within a neighborhood and have the lowest volumes and slowest speeds. In this way arterials carry the highest volumes of traffic, followed by collectors, and then local access streets.

A well-connected street grid offering many route choices is the most efficient pattern for carrying and dispersing traffic. The more efficient the street network the less we have to rely on widening to address chronic congestion. We are challenged to complete that grid due to things like I-5 and topographic features that limit our ability to make street connections, but where possible we strive to maximize connectivity.

Tumwater has defined the functional classification of its streets in accordance with City standards in much the same way that Federal Highway Administration assigns Federal Functional Classification to the nation's streets and highways. While very similar, these are two different street classifications



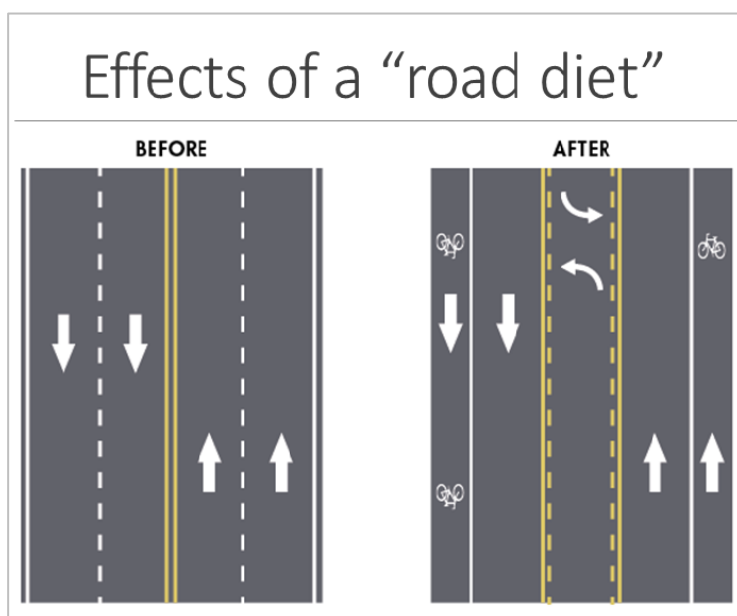
There is a practical limit to how wide we can build our streets and still maintain the character of our community. Regional policies put into place in the late 1990s restrict the width of arterials in our region to five lanes between intersections. This is two lanes in each direction plus a center turn lane, if needed. It was determined that streets wider than this would be inconsistent with the small city character of Tumwater and our neighboring jurisdictions. Our communities realized that traffic congestion cannot be solved by street widening – at best, it alleviates the problem for a while before congestion resumes at an even bigger scale. At worst, it creates bottlenecks elsewhere on the system and degrades the character of the place with facilities that are highway-like in form and function. Excessively wide streets undermine our efforts to create walkable, bike-friendly neighborhoods that are more oriented to people than cars.

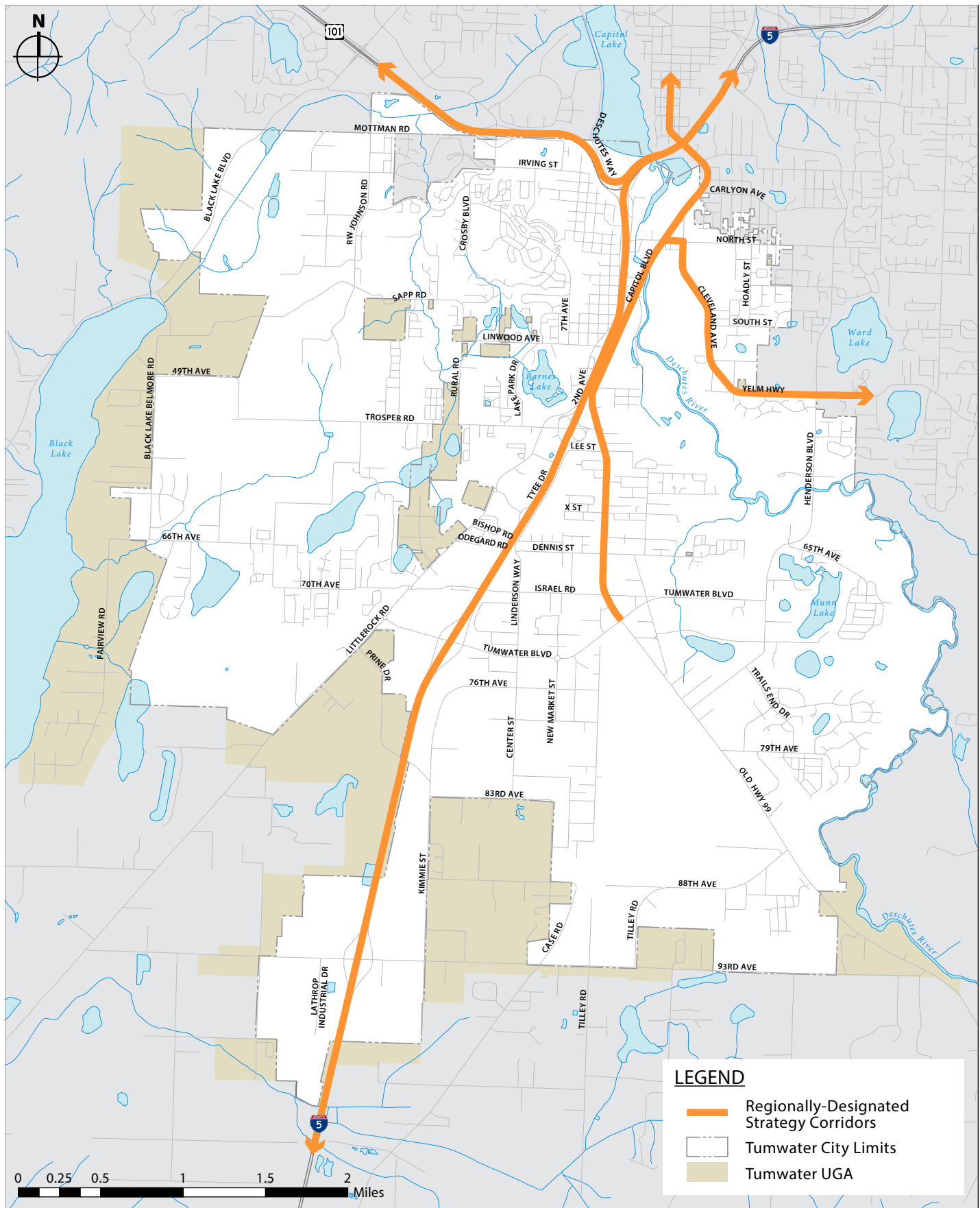
TRPC policies identify ‘strategy corridors’ where widening is not a viable option due to existing street width or other constraints. Strategy corridors are those places where alternatives to widening are most needed to improve mobility and access. These strategies can include improved signal timing and operational enhancements; they can include improved transit, walking, and biking options; they can include access control that improves safety and efficiency by restricting turn movements.

Interestingly, strategies can also include more urban-style development on these corridors that results in a mix of activities in close proximity and that generates demand for walking, cycling, and transit. If that development were locating on the periphery of the city it would generate car traffic that further clogs these arterials. Locating that same development on our close-in corridors creates opportunities for travel choice that don’t exist elsewhere. Figure 3 depicts the regionally-designated strategy corridors in Tumwater. They include Capitol Boulevard, Tumwater Boulevard, Cleveland Avenue and Yelm Highway, and Interstate 5.

Tumwater adheres to some general design principles for its streets, with the goal of creating a safe, convenient street system that supports community identity.

- Design streets to accommodate all travelers, not just drivers.
- Limit the width of streets, ensuring no arterials exceed five lanes mid-block and using “road diets” to repurpose existing rights-of-way where streets are unnecessarily wide.





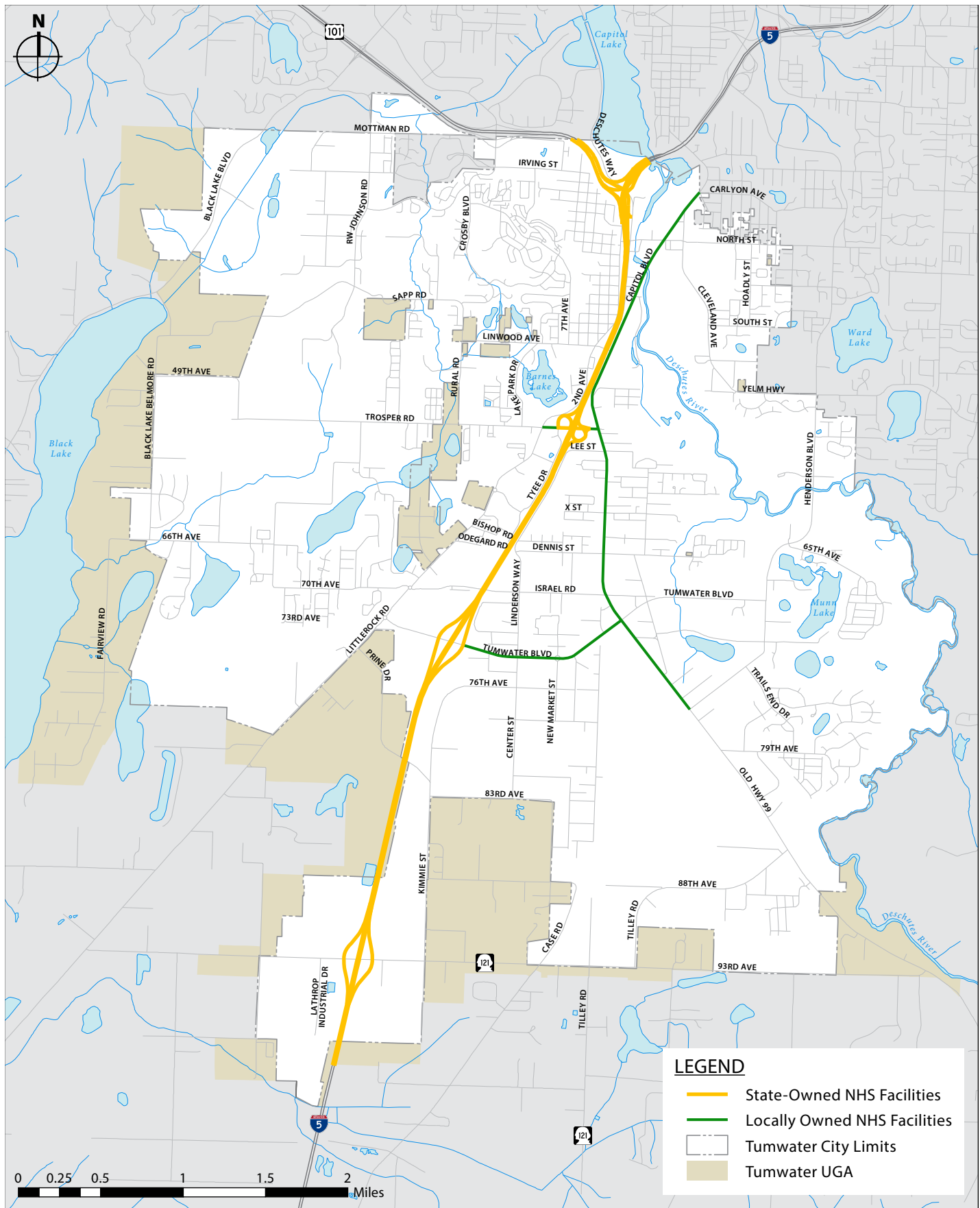
SR 121 includes 93rd Avenue between I-5 and Tilley Road, Tilley Road south to Maytown Road, and Maytown Road west to I-5.

STATE FACILITIES

In addition to the city's streets, Tumwater is also served by two state highways – Interstate 5 and SR 121 – that are owned and managed by the Washington State Department of Transportation (WSDOT). US 101 and its interchanges, which provide access to and from Tumwater, is located in Olympia along Tumwater's northern border. I-5 is a Highway of Statewide Significance that bisects the City from north to south.

NATIONAL HIGHWAY SYSTEM ROUTES

The National Highway System (NHS) includes the interstate highway system as well as other streets and highways important to the nation's economy, defense, and mobility. Local arterials are designated as a part of the NHS, as are other local streets that connect intermodal facilities like the airport to the interstate highway system. Figure 4 identifies the NHS routes in Tumwater. Golden colored facilities are state—owned while green colored facilities are local components of the NHS.



PUBLIC TRANSPORTATION

Transit is an integral part of Tumwater’s transportation system. A range of services, from general purpose to commuter to rural connectivity, make up the City’s transit network.

INTERCITY TRANSIT

Intercity Transit is an important partner in meeting the City’s mobility needs. Intercity Transit (IT) is the region’s public transportation service provider, operating a fleet of 71 buses with 20 local routes in the Tumwater, Olympia, Lacey, and Yelm area. IT also operates 5 Express routes to Lakewood and Tacoma offering connections to Pierce Transit and Sound Transit services. All buses are equipped with bike racks and all buses are ADA accessible. In addition, IT operates complementary paratransit service called “Dial-A-Lift”, or DAL for short, with 35 vans; this service exceeds requirements of the Americans with Disabilities Act (ADA). IT also maintains an extensive commuter vanpool program with 200 active vans carrying over 1,500 people each workday between work and home efficiently and cost-effectively. IT supports its transit and vanpool program utilizing 7 park-and-ride lots throughout the region, including one in Tumwater located at

the corner of Bonniewood Drive and Israel Road, in the Department of Health parking lot. In 2014, IT had 4.5 million boardings on its fixed-route service, over 154,000 boardings on its “Dial-A-Lift” paratransit service, and over 745,000 trips on its Commuter Vanpool service.

IT’s commitment to efficiency results in the most frequent service operating along the region’s urban corridors, the next most frequent service connecting neighborhoods to significant employment and activity centers, and the sparsest service connecting outlying areas to transit transfer centers. Five local transit routes currently serve the Tumwater area.

- u. Route 12 operates between the Olympia Transit Center at the north to Tumwater Square and the



State's Department of Labor and Industries building on Linderson Way SW to the south, providing access to the west side of Tumwater via Littlerock Road, Trosper Road, and Linwood Avenue. Service is provided Monday through Friday between approximately 6:00 a.m. and 11:15 p.m. On the weekends service is provided between approximately 8:15 a.m. and 11:15 p.m.

- v. Route 13 also operates between the Olympia Transit Center at the north to the Labor and Industries building on Linderson Way to the south via Capitol Way and Capitol Boulevard; it is a high frequency weekday service route offering 15 minute service frequency. Service is provided Monday through Friday between approximately 6:00 a.m. and 11:00 p.m. On Saturdays service is provided between approximately 8:45 a.m. and 11:00 p.m., and on Sundays from 8:45 a.m. to 8:15 p.m.
- w. Route 42, a weekday circulator route, provides service to the Thurston County Family Court and the Accountability and Restitution Center (ARC), both located in Tumwater's Mottman Industrial Park. This route is also within $\frac{1}{4}$ mile of Quixote Village, the cottage community for previously homeless adults. Route 42 makes connections with the high frequency service corridors served by Routes 43 and 44 on Cooper Point Road and at the South Puget Sound Community College.
- x. Route 43 operates between the Olympia Transit Center and the Tumwater Square Transfer Station, traveling along Deschutes Parkway, and serving the County Courthouse, Evergreen Park Drive, the South Puget Sound Community College, Barnes Hill, and back to Capitol Boulevard via the northwest part of Tumwater. Service is provided Monday through Friday between approximately 6:15 a.m. and 7:45 p.m. On



Saturdays, service is provided between approximately 8:45 a.m. and 7:00 p.m.

- y. Route 68 travels between the Lacey Transit Center, Tumwater Square Transfer Station, and the Olympia Transit Center via the Yelm highway, providing access to parts of east Tumwater along the way. Service is provided Monday through Friday between approximately 6:00 a.m. and 8:30 p.m. On the weekends service is provided between approximately 8:30 a.m. and 8:30 p.m.

Intercity Transit also offers inter-regional service to and from Lakewood on weekdays with stops near the Labor and Industries and Department of Health buildings. Express Route 609 provides 10 northbound trips departing Tumwater from 5:00 a.m. to 5:20 p.m. and 11 southbound trips arriving in Tumwater from 6:50 a.m. to 7:30 p.m. Transfer points in Lakewood enable connections with Pierce Transit and Sound Transit's Sounder commuter rail and Express bus service to SeaTac airport and Seattle. This is a grant-funded pilot program through June 2017, to demonstrate the demand for express service between Tumwater, Olympia, Lacey, and Lakewood.

IT's service standards and facilities plans are guided by an annual update of both its six-year Transit Development Plan and its Strategic Plan. Together, these two plans help the agency prioritize its service and investments to maximize system performance. Seven essential design principles frame IT's decision-making processes and ensure coordination with Tumwater and other local jurisdictions:

- Operate a range of services, each designed to meet the needs and capabilities of the neighborhoods it serves.
- Strengthen service operating along major corridors.
- Reduce customer travel times with strategies such as:
 - Express services
 - Priority treatment for transit vehicles
 - More direct services linking major points of origin and destination
 - Fare policies that speed boarding times
- Keep pace with development.
- Expand regional express routes.

- Support a range of transportation alternatives.
- Provide fixed facilities and equipment that support the region's public transit infrastructure.

Figure 5 illustrates the extent of IT service within Tumwater, by route and service frequency. Note that all service in Tumwater is directly linked to service elsewhere within the metropolitan area. Thus, transit riders in Tumwater can easily connect in downtown Olympia with inter-regional service offered by Intercity Transit, Grays Harbor Transit, Mason Transit, and Greyhound, as well as to routes operating into Pierce County.

IT maintains the regional Tumwater Square Transfer Station on Cleveland Avenue, near the Safeway. Tumwater engages IT in reviewing land use permitting requests in order to maximize the opportunities for public transportation through effective land use planning and urban design. IT is also a regular stakeholder on the City's advisory committees convened for special studies and sub-area plans. IT and Tumwater are partnering on an upgrade to the Tumwater Square Transit Station to improve accessibility, pedestrian safety and bus alignments in support of Brewery District recommendations.





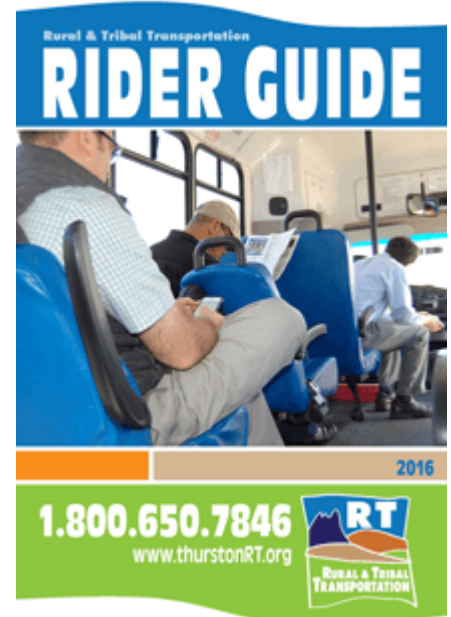
FIGURE 5: INTERCITY TRANSIT SYSTEM MAP

R/T – RURAL & TRIBAL TRANSPORTATION

R/T – the Rural & Tribal Transportation program – helps connect outlying communities outside of Intercity Transit’s service area to the urban transit network. R/T provides accessible, fixed-route public transportation services for the Nisqually Indian Tribe, the Confederated Tribes of the Chehalis Reservation, and the communities of Bucoda, Rainier, Rochester, Tenino, Yelm, and Centralia, connecting those communities to Intercity Transit in Thurston County and Twin Transit in Lewis County. The north urban connection to Intercity Transit is in Tumwater, at the state office buildings located at Capitol Boulevard and Israel Road, and at the Tumwater Square Transfer Station.

- Route 2 makes arrivals in Tumwater from Rainier and Tenino beginning at 6:50 a.m. through about 5:00 p.m., with return trips leaving Tumwater from 7:00 a.m. until 5:00 p.m.
- Route 3 makes arrivals in Tumwater from the Chehalis Reservation, Rochester, and Grand Mound from 7:40 a.m. until 5:40 p.m., with return trips leaving Tumwater from 7:45 a.m. until 5:45 p.m.

Timed transfer points enable people to travel conveniently between rural communities in south Thurston County and north Lewis County and Tumwater.



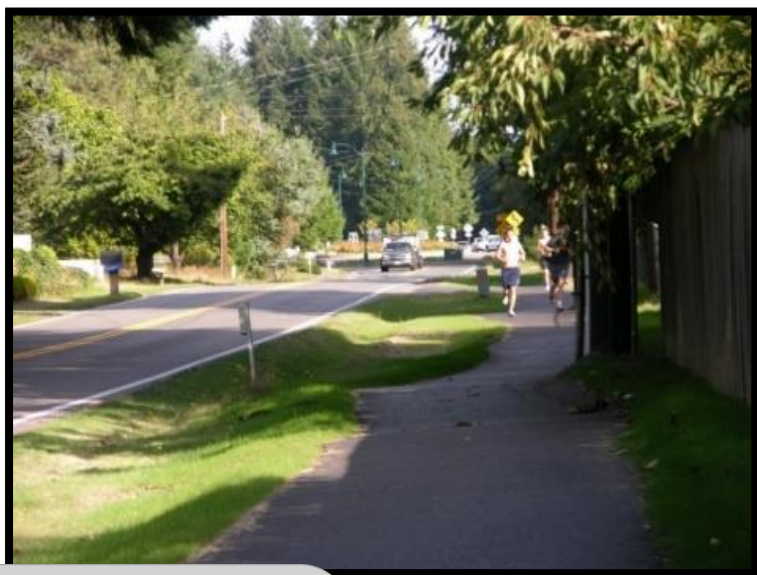
NON-MOTORIZED FACILITIES

Tumwater, like other jurisdictions in the Thurston region, places a high priority on “complete streets” that include infrastructure for all modes of travel and not just cars. For almost 20 years, Tumwater has had in place street standards that require sidewalks and bike lanes with street construction or reconstruction projects. Following is a summary description of these systems.

PEDESTRIAN FACILITIES

Every single trip begins or ends with a walk for most people. Sidewalks and other elements of the pedestrian system are the facilities that make those walks to and from final destinations safe and convenient. Design guidelines specify how sidewalks are to be built – their width, their distance from the street,

whether they are on one side of the street or both sides. Different standards apply to different types of streets depending on the speed and volume of vehicular traffic, number of pedestrian-generating activities, and other factors.



Asphalt walkways, such as this walkway located on 70th Avenue, provide a cost-effective, practical solution for improving pedestrian mobility.

Most streets built or upgraded since the mid-1990s have sidewalks because of policies put into place after GMA that require streets to accommodate all travelers and not just those in cars. However, many older streets do not have sidewalks and adding them will be an expensive undertaking to be accomplished over many years. Tumwater is using asphalt walkways as a

functional alternative to sidewalks in some locations that don't have sidewalks and will not for the foreseeable future due to costs, land acquisition, and other factors. Walkways are designed to solve a problem – lack of safe and convenient pedestrian facilities for the people who need to walk there. They provide functional, safe, and convenient connections at a fraction of the cost of full-standard sidewalks.

Crosswalks are what makes it possible for people to safely cross busy streets while giving drivers some predictability about where to expect pedestrians in the street. They come in various configurations and may be located at an intersection or “mid-block”, enabling people to safely cross between intersections. Mid-block crossing opportunities are especially important on busy transit corridors because riders typically have to cross either going to or returning from their trips.

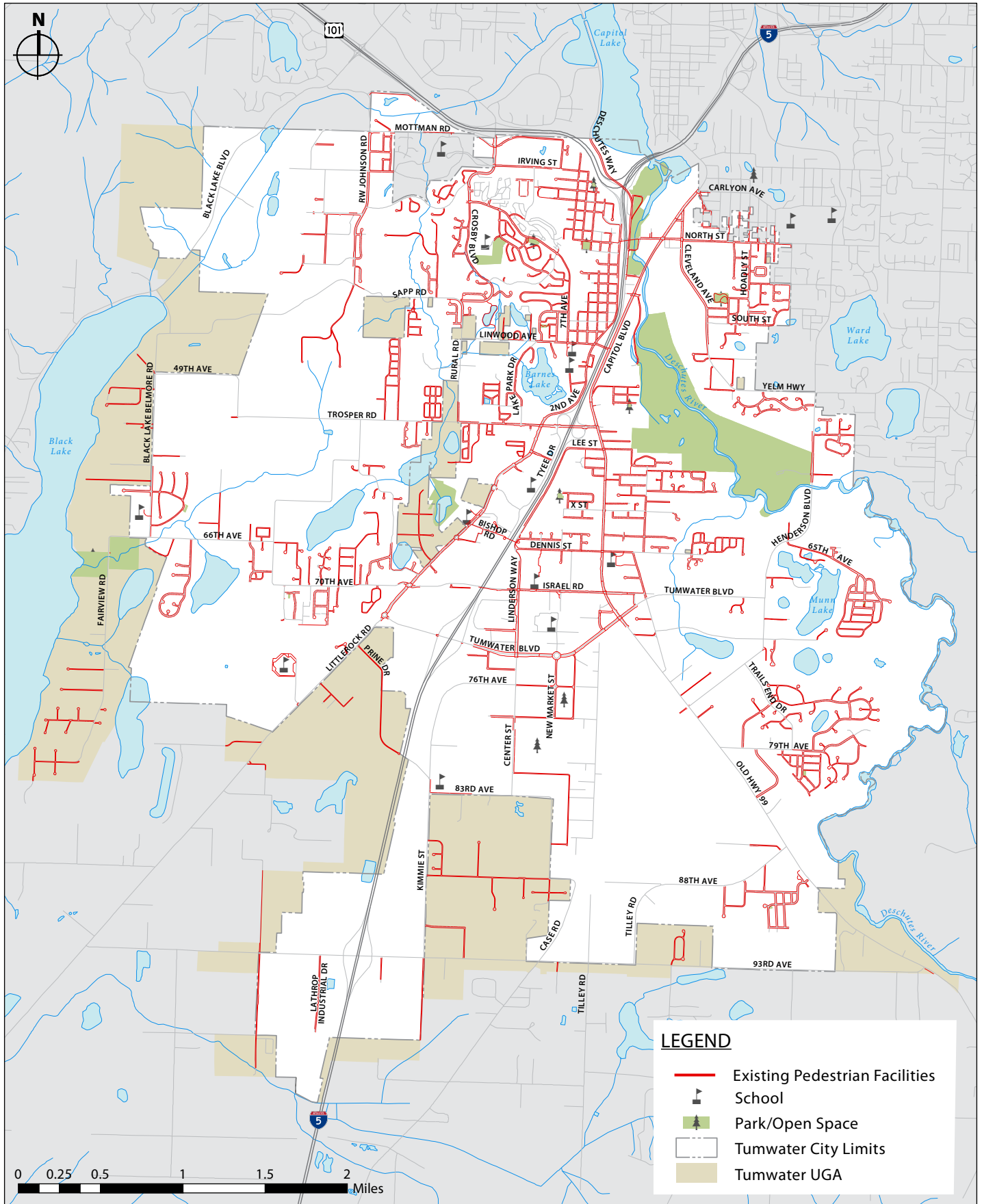
It takes more than sidewalks and crosswalks to make a comfortable and accessible pedestrian environment. Other elements that may be deployed include refuge islands for wide intersections, pedestrian-activated signals, planter strips, colored or textured pavement, street trees, and bulb-outs or

curb extensions. In more urbanized areas, building architecture and site design are also critical considerations that will either enhance or inhibit pedestrian access

Figure 6 delineates the existing pedestrian network, including sidewalks and sidewalks adjacent to planter strips, walkways that provide safe and functional places for people to walk, and multiuse pathways designed to serve pedestrians and cyclists.



A Walkability Audit conducted by Planning Commissioners and staff evaluated the condition and suitability of sidewalks in the Brewery District.



Despite rain, hills, and short winter days, biking is an increasingly popular mode of travel throughout Tumwater and the rest of the region. Designated bike routes include several different types of facilities with different types of treatments. What they have in common is that they are favorable routes for cyclists that connect important destinations or corridors.

Bike lanes are typically on-street facilities with a minimum width of five feet that are designed and signed to accommodate cyclists on existing streets. Bike lanes enable cyclists to travel on streets without having to ride in traffic by dedicating a part of the street for bike travel.

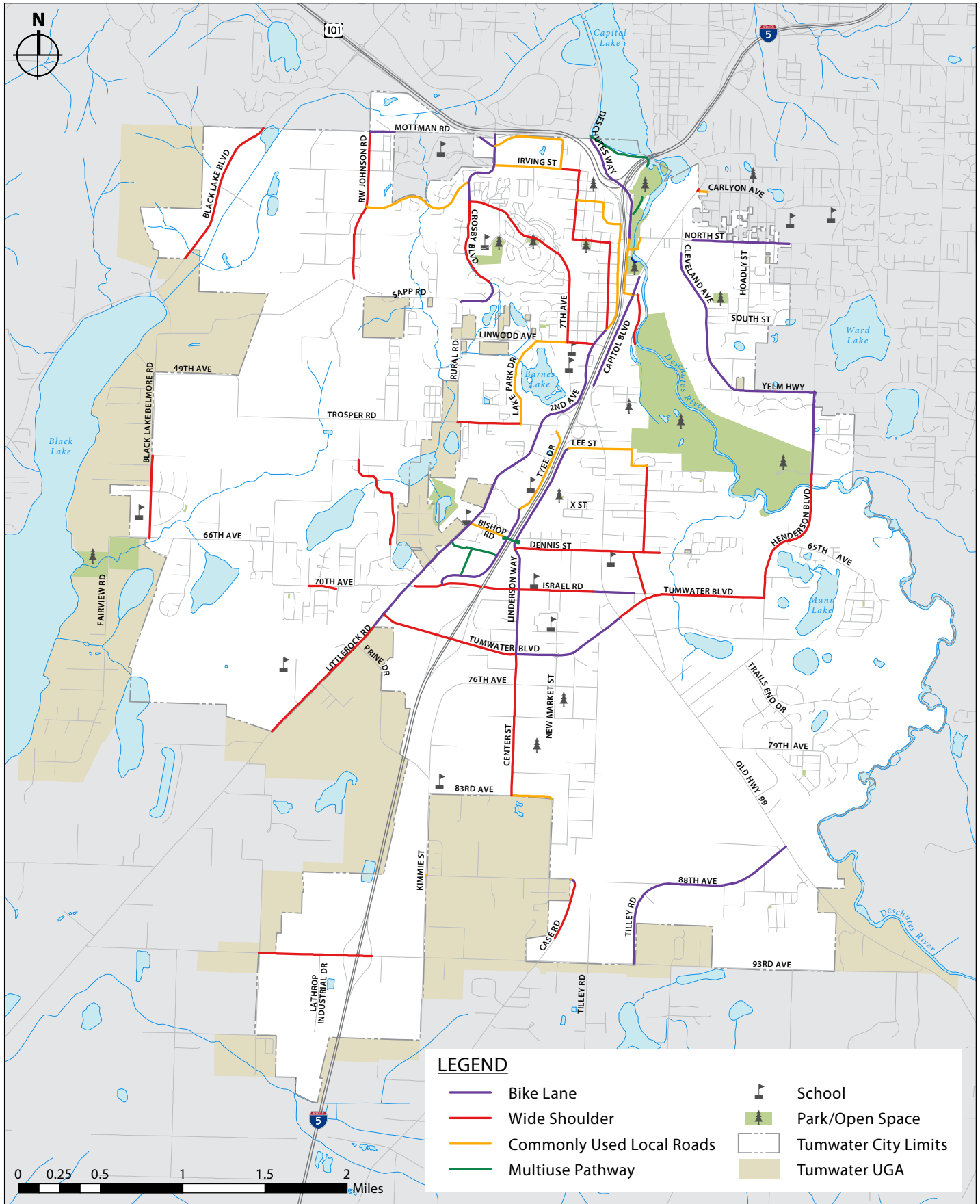
Wide shoulders can serve the function of bike lanes on some roads where a signed bike facility is not appropriate. This might be because additional paved width is not available, or where the space is shared with pedestrians because there are no sidewalks. Four feet of shoulder width can make biking safer and more comfortable for some people, even if it is not designated as a formal bike lane.



Multi-use pathways and trails provide off-street facilities that may be paved or unpaved but smooth, and which are designed to accommodate cyclists as well as pedestrians. Trails are sometimes discounted as being purely recreational in nature but in reality, a well-developed trail system is the backbone of the non-motorized network connecting far-flung activity centers and destinations with a dedicated route that is generally free of motorized traffic.

Finally, quiet parallel streets can offer ideal alternatives for many riders to busy streets with or without bike lanes. Quiet streets are typically low-volume, low-speed routes regularly used by riders due to their proximity to key corridors and destinations. Sometimes these are marked with a “sharrow” indicating the street is to be shared by cars and bikes alike, but just as often they are unmarked except on traveler resources like the Thurston County Bike Map developed and maintained by TRPC.

The availability of bike facilities is complemented by Intercity Transit’s policy of including bike racks on every bus, design standards that require convenient bike parking at buildings, and education and enforcement activities directed to cyclists and motorists alike. Figure 7 illustrates Tumwater’s bike facilities.



AIRPORT

The Olympia Regional Airport is owned and operated by the Port of Olympia. It consists of 835 acres within the city limits of Tumwater. Uses at the airport include general aviation facilities as well as industrial, commercial and public uses. The airport accommodates a variety of users, ranging from single engine aircraft to business jets, and includes activity by helicopters, gliders, and ultralights. The airport does not have scheduled passenger flights.

The airport currently operates with two runways. Runway 17/35 is the primary runway at 5,501 feet in length and 150 feet in width. Runway 08/26 is the airport's crosswind runway and is 4,157 feet in length and 150 feet wide.

The airport is well connected to several arterial roadways that serve Tumwater. Vehicle access to the property is provided by Old Highway 99 along the east side of the property, Terminal Street and New Market Street along the northwest side of the property and Center Street and Case Road along the southwest side of the property. Tumwater Boulevard is adjacent to the northern boundary of the airport and provides direct access to I-5.



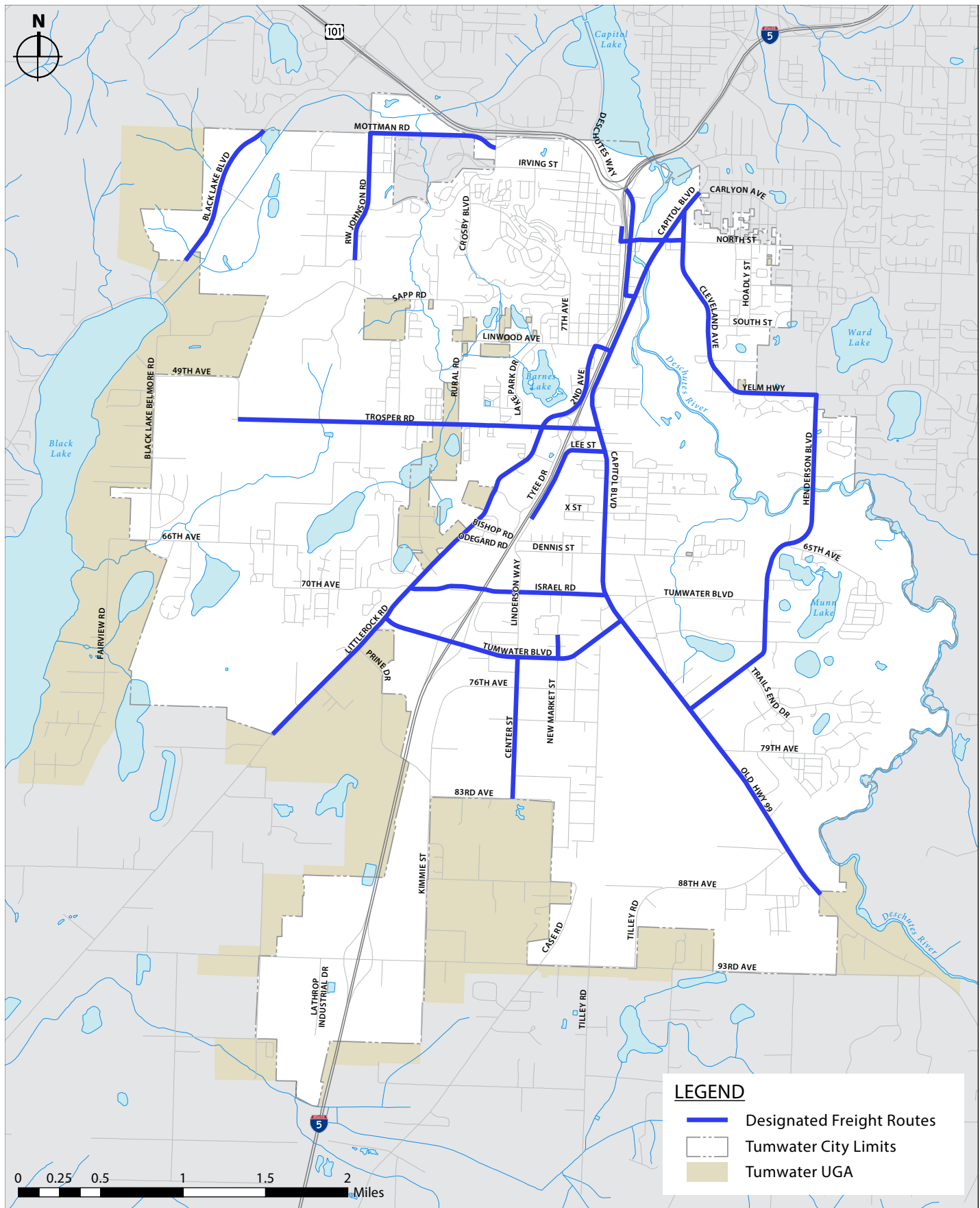
RAIL

Two railroad facilities serve Tumwater, both owned by Union Pacific Railroad Company. One is the line that comes up through the Deschutes Valley from East Olympia, with connections to the former Olympia Brewery warehouses in Tumwater valley. This rail line intersects a spur line owned by Tacoma Municipal Belt line in Olympia at Capitol Lake; it provides service into and out of the Mottman Industrial Complex via Percival Creek Canyon. That second line extends south of 66th Avenue though it is active only to Sapp Road.

There are six at-grade crossings in Tumwater. They are located at R.W. Johnson Road SW, 29th Avenue, Sapp Road, Trospen Road SW at 49th Avenue SW, 66th Avenue, and Henderson Boulevard. Five crossings are active but lightly used, with a regulated low travel speed. The crossing at R.W. Johnson has lights, sound, and cross arms; the crossing at Henderson has lights and sound. The crossings at 29th Avenue, Sapp Road, and Trospen Road/49th Avenue have signs. The crossing at 66th Avenue is inactive. The rail corridor from 66th to 81st went into abandonment proceedings in 2016; Thurston County will acquire the corridor and incorporate it into the future Gate-Belmore Trail.

DESIGNATED FREIGHT ROUTES ON LOCAL STREETS

Freight mobility is an important function of the transportation system. It is how goods get to stores and how local businesses get products to their customers. Freight mobility is an integral part of the City's overall economy. Figure 8 illustrates the City's locally-designated freight routes. The State designates streets as freight routes based on the amount of tonnage carried on those streets.





Transportation
Master Plan

CHAPTER 10

SYSTEM PERFORMANCE

SYSTEM PERFORMANCE

The way we measure system performance is commonly referred to as its “level of service.” Level of service standards, or LOS standards, describe our expectations about what is acceptable and unacceptable in terms of how our transportation system performs.

The GMA does not prescribe to Tumwater how to measure system performance, only that it must do so and that the standards it uses for arterials and collectors must be regionally coordinated. For decades Tumwater has used a traditional approach based on vehicle congestion and delay. With this Transportation Master Plan, Tumwater is advancing its system performance measures – its LOS – to include non-motorized networks in its evaluation process. It is initiating development of multimodal LOS standards.

The new multimodal standards do not replace the old standards. The City is introducing these new LOS standards to augment existing LOS standards for streets. The new standards will incorporate additional factors more appropriate for evaluating bike and sidewalk network performance in different parts of the city. The City is working to align its evaluation of transportation system performance with what it’s trying to accomplish with infill and redevelopment in some of its sub-areas and the completion of walking routes around its schools.

Growth will continue to mitigate its impacts through fees, development and street standards, SEPA mitigations, and other mechanisms. The mitigations developers make derive from LOS evaluations and the criteria used to judge system performance. That’s why it’s important to measure what matters when looking at impacts and mitigations. These multimodal level of service standards give Tumwater a greater range of tools for managing impacts of growth and improving the quality and performance of the City’s transportation system.

How Tumwater defines its system performance – its level of service – affects how it evaluates concurrency. Concurrency is the process describing how Tumwater calculates the impacts of future development on the transportation system. Like the Comprehensive Plan, concurrency is a process required by the GMA. It ensures system improvements are made “concurrent with” development so that the transportation system performs

as expected as the city grows. Concurrency is addressed in a different city process; what matters is that it is based on expectations of future system performance that are established in this transportation element. The rest of this section looks at system performance based on today's conditions and an analysis of system performance based on future growth in light of its adopted LOS standards. This includes some projects that resulted from the detailed sub-area plans for the Brewery District and Capitol Boulevard, projects that are needed to realize the community vision embodied in those plans.

PERFORMANCE OF CITY STREETS

LOS standards for streets consider travel conditions perceived by motorists – travel speed, travel time, freedom to maneuver, traffic interruptions and delays, comfort, and convenience. These standards are typically expressed with letter designations ranging from A – completely free flow conditions – to F, or failing, when chronic congestion is predictable and extends well beyond a “peak 15 minutes” at the end of the work day.

Sometimes chronic congestion results not from too many vehicles but from system inefficiency – poorly timed signals, too many left-turning movements, inadequate storage space at intersections. Analysis of traffic operations can help determine whether the problem is one of too many cars or a need for better intersection or roadway design.

Tumwater will continue to evaluate the performance of its arterials and collectors using congestion measures that equate to delay. Since the late 1990s this has included acceptance of a bit more congestion on streets offering a wider range of

travel choices, such as Capitol Boulevard. Expectations are that congestion will be less acceptable on more suburban streets like 70th Avenue or R.W. Johnson Boulevard.

The following LOS designations describe Tumwater's policy in the city and its urban growth area:

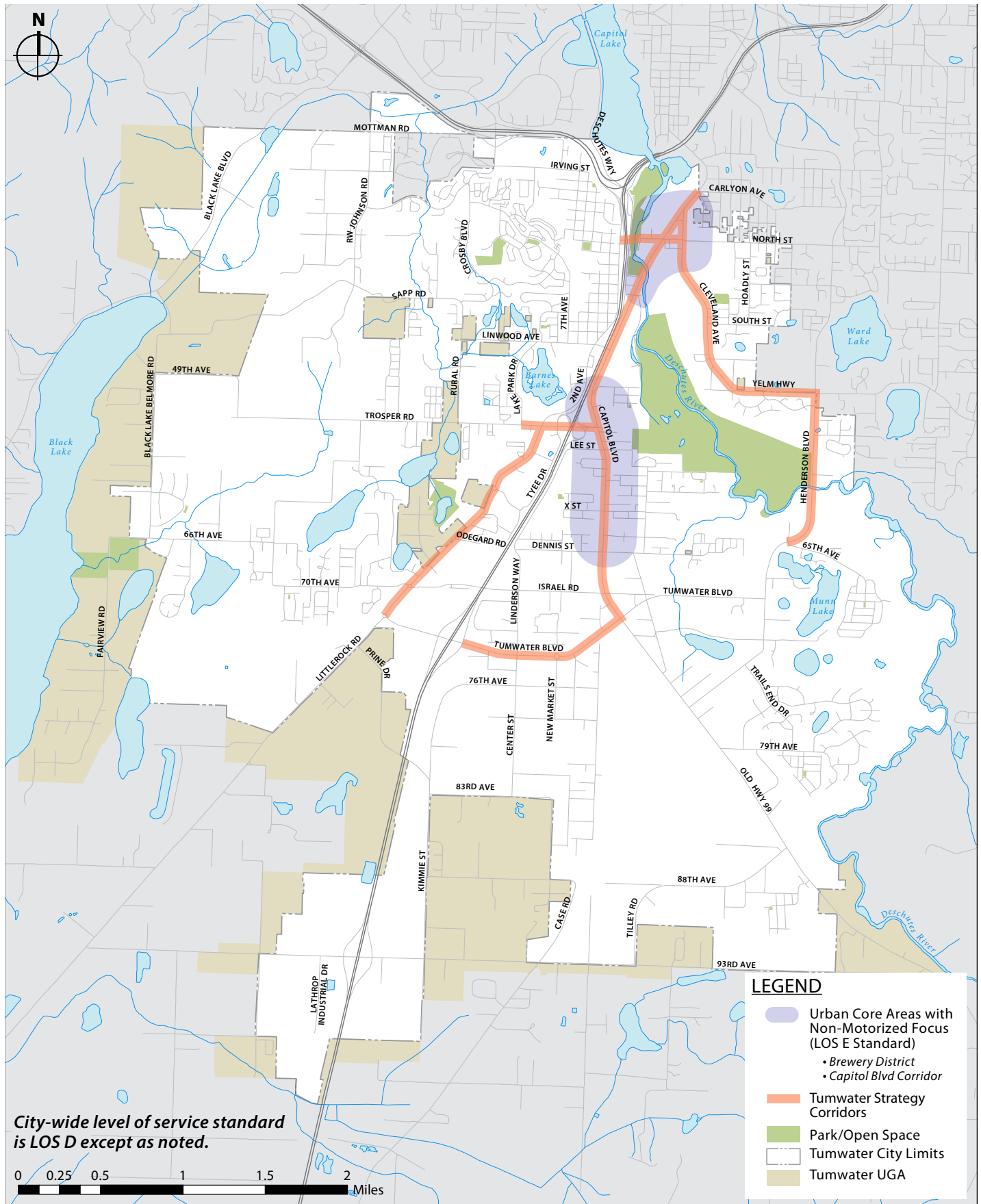


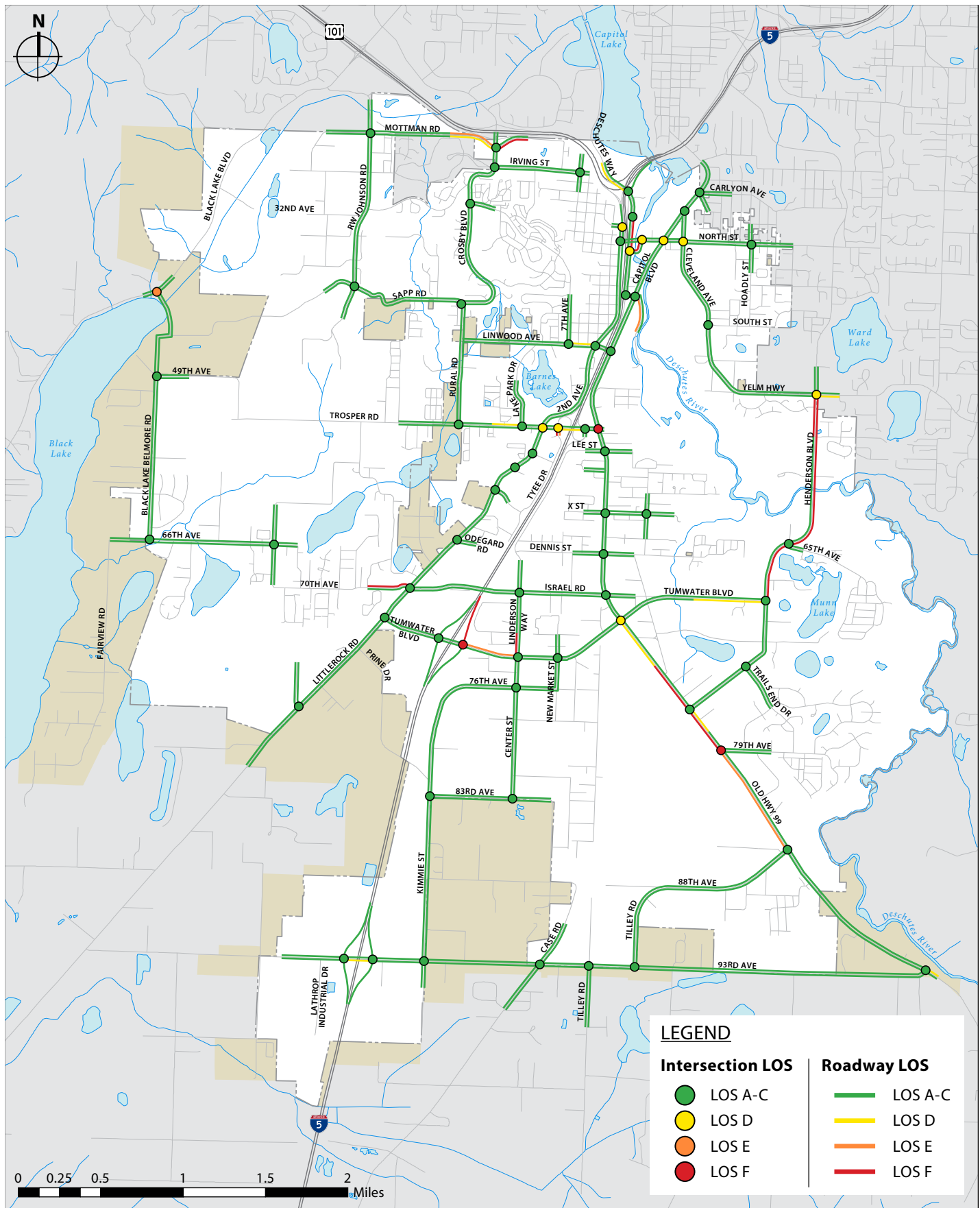
- For the designated “Urban Core Areas” LOS E is the acceptable standard of system performance. The Urban Core Areas are shown on Figure 9.
- For the rest of the City and its urban growth area, LOS D will apply.
- The City has established Tumwater Strategy Corridors where the local LOS standard still applies as a goal, but it is acknowledged that some intersections or roadways may experience periodic congestion that exceeds the applicable standard. The Tumwater Strategy Corridors are also shown on Figure 9.

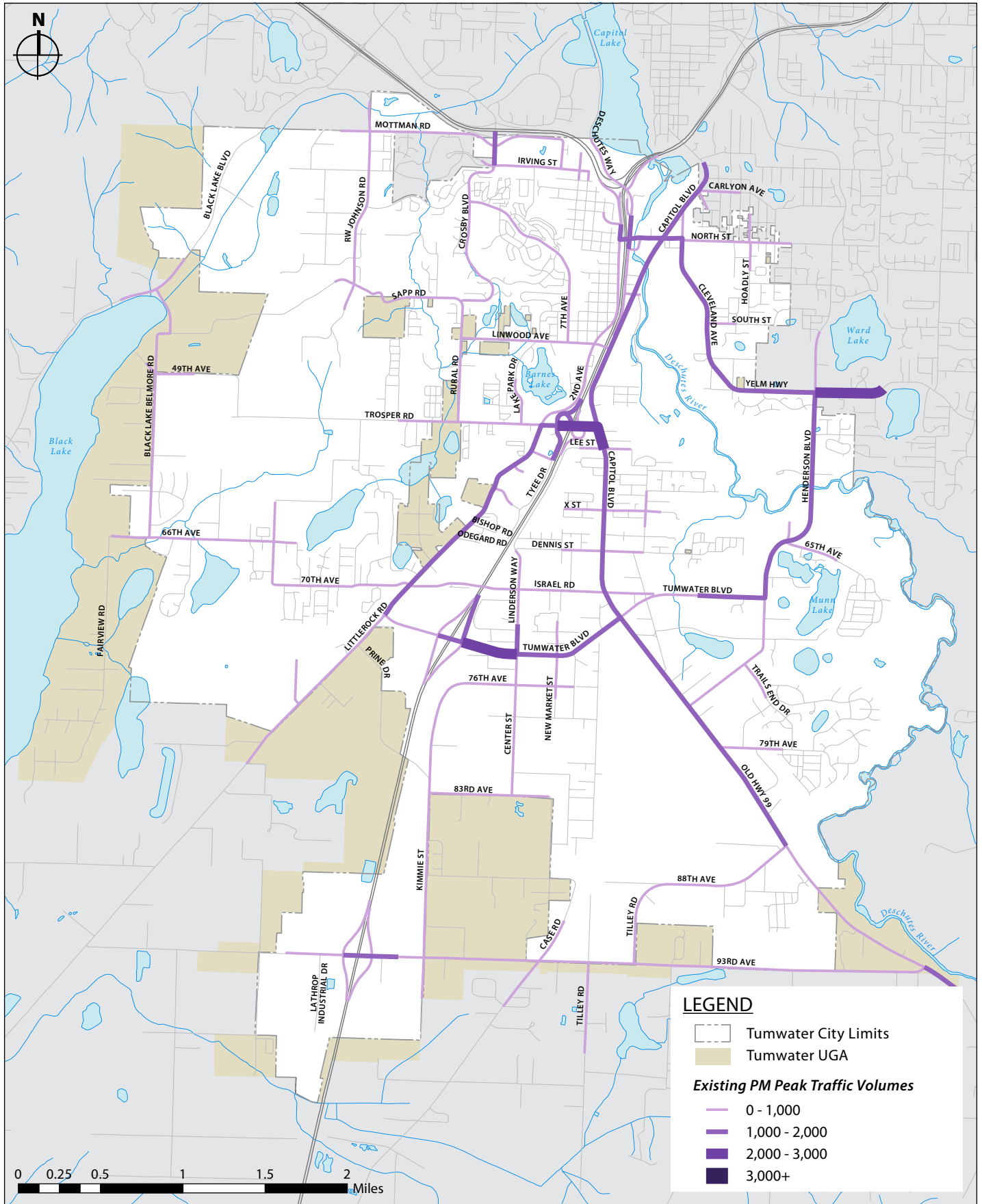
Tumwater’s use of regionally coordinated level of service standards for arterials and collectors ensures consistency in evaluation methods between Tumwater and its neighboring jurisdictions.

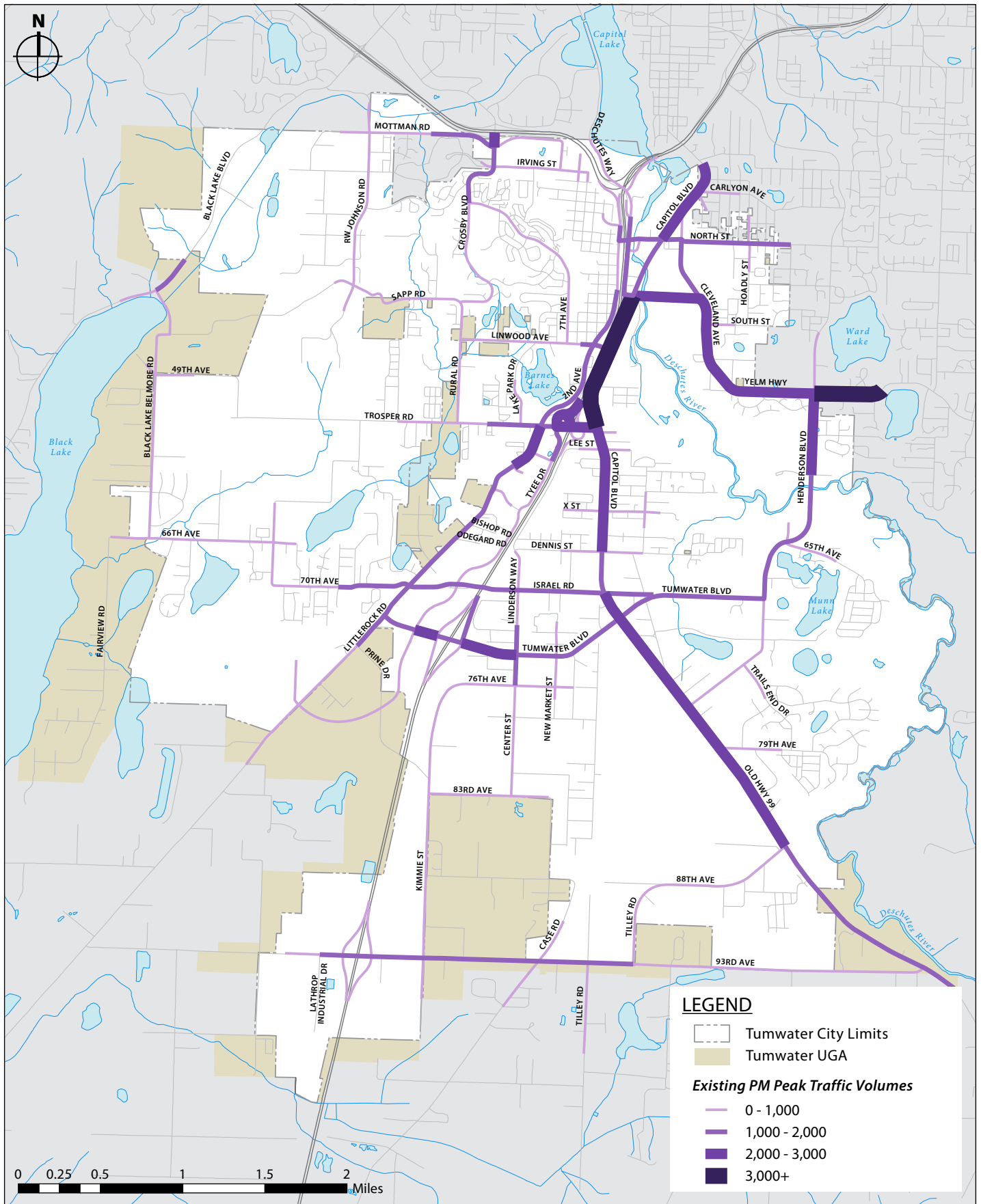
Figure 10 illustrates PM peak period level of service conditions in 2015 for the City’s streets and intersections. Figure 11 shows corresponding 2015 traffic volumes in an order-of-magnitude map; Figure 12 shows those same facilities with 2040 traffic volumes. Figure 13 shows the resulting level of service conditions in 2040 if no projects were built between now and then, while Figure 14 demonstrates the improvement to adopted levels of service generated by the projects included in this plan.

Congestion is not the overriding consideration in Strategy Corridors. In these areas the City will work with developers to mitigate impacts and enhance multimodal mobility to the extent practicable; however, the City may choose to permit development even if it exceeds LOS thresholds because that development supports broader City objectives about growth and urban form. In these areas extra emphasis is placed on operational efficiency and completeness of the multimodal network as this is where development is most likely to generate bike, walk and transit trips.









DETERMINING FUTURE PROJECT NEEDS

In planning for the future, Tumwater establishes base line conditions reflecting today's system performance and then "grows" the demand for future travel based on adopted population and employment forecasts. This gives an estimation of what future conditions are likely to be absent any kind of system investment to improve operating performance. This is sometimes called the "no build" scenario as it illustrates the hypothetical situation of growth with no additional transportation projects between now and 2040. Tumwater then evaluates locations that are under-performing, working to identify what will be needed to restore system performance as the city grows. Sometimes no project is identified and instead, the area is watched for a period of time in order to determine the best strategy to address future needs. That is because occasionally a problem in one location may generate symptoms in another location; evaluating conditions at that site over time will help ensure the right strategy is identified to maintain system performance.

Often evaluation reveals areas that may need an improvement if the City grows as planned over the next 20-25 years, but it may also be a longer-term need. Forecasting growth over two or more decades is imprecise and the City does not want to overbuild its system. In those cases the areas are flagged and monitored, and will be addressed in subsequent plan updates as warranted.

Level of service is the measure of how well the transportation system is performing. As this section makes clear, LOS can be measured in different ways.

For example, LOS evaluation of intersections, such as those in the following table, is typically measured by seconds of delay. The fewer seconds of delay, generally, the better the intersection is said to perform. Long delays such as those experienced at Trosper Road and Capitol Boulevard during rush hour result in people sitting through several signal cycles before they can proceed; this creates long queues that can block driveways and side streets. Even though the problem is at the intersection itself delays can be felt several blocks away.

Another measure of vehicle LOS is known as "V/C ratio". V/C ratio stands for Volume to Capacity ratio. It is calculated by

dividing the number of vehicles to be accommodated on a street by the total capacity of the street. For example, if the street is designed to carry 800 vehicles an hour and during peak periods it is carrying 600 vehicles an hour then it has a V/C ratio of 0.75, which equates to an LOS C. The V/C ratio is a “percent of capacity” measure – what percent of the available capacity is consumed by traffic today and in the future.

The closer the capacity consumed is to 100% - the closer the V/C ratio is to 1.0 – the more friction and congestion drivers on that street will experience. It’s even possible for a model to produce a V/C ratio in excess of 100%, which can seem impossible at first glance; no street can carry more vehicles than it was designed to carry. It doesn’t, of course. It just means that there is much more demand for travel on that street during that period of time than can be accommodated. In reality it means that congestion will last longer, or that it may be faster to get around by walking or biking than by driving during rush hour.

Tables in the rest of this plan use intersection delay as well as V/C ratio to describe system performance of the motorized system. Table 2 provides the intersection operational results. It shows 2015 conditions for 69 intersections evaluated for this plan, what those conditions are likely to be in 2040 without any improvements, and 2040 conditions with proposed improvements. Details on proposed intersection improvements are in the Capital Improvements Chapter.

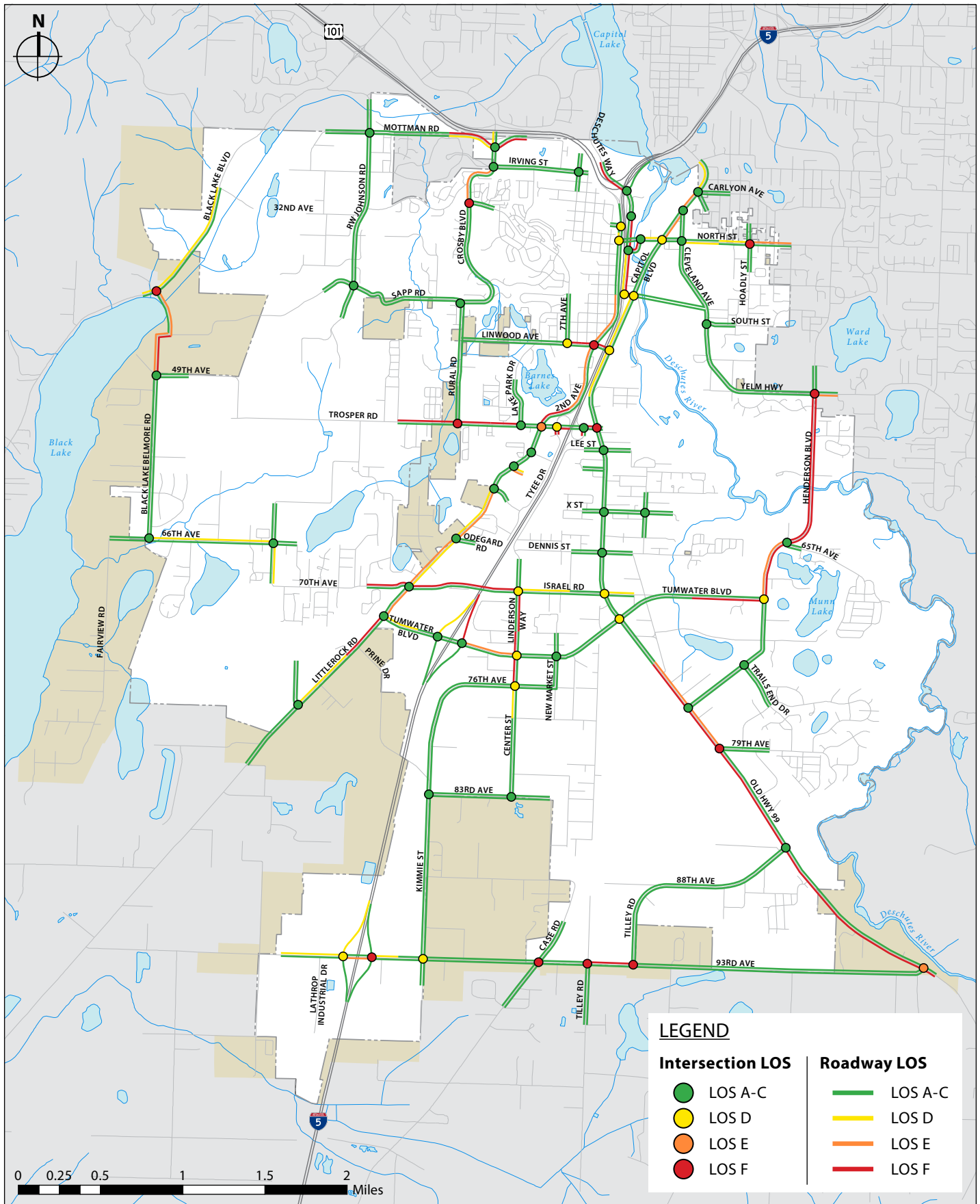
TABLE 2: LOS CONDITIONS FOR INTERSECTIONS - 2015 AND 2040

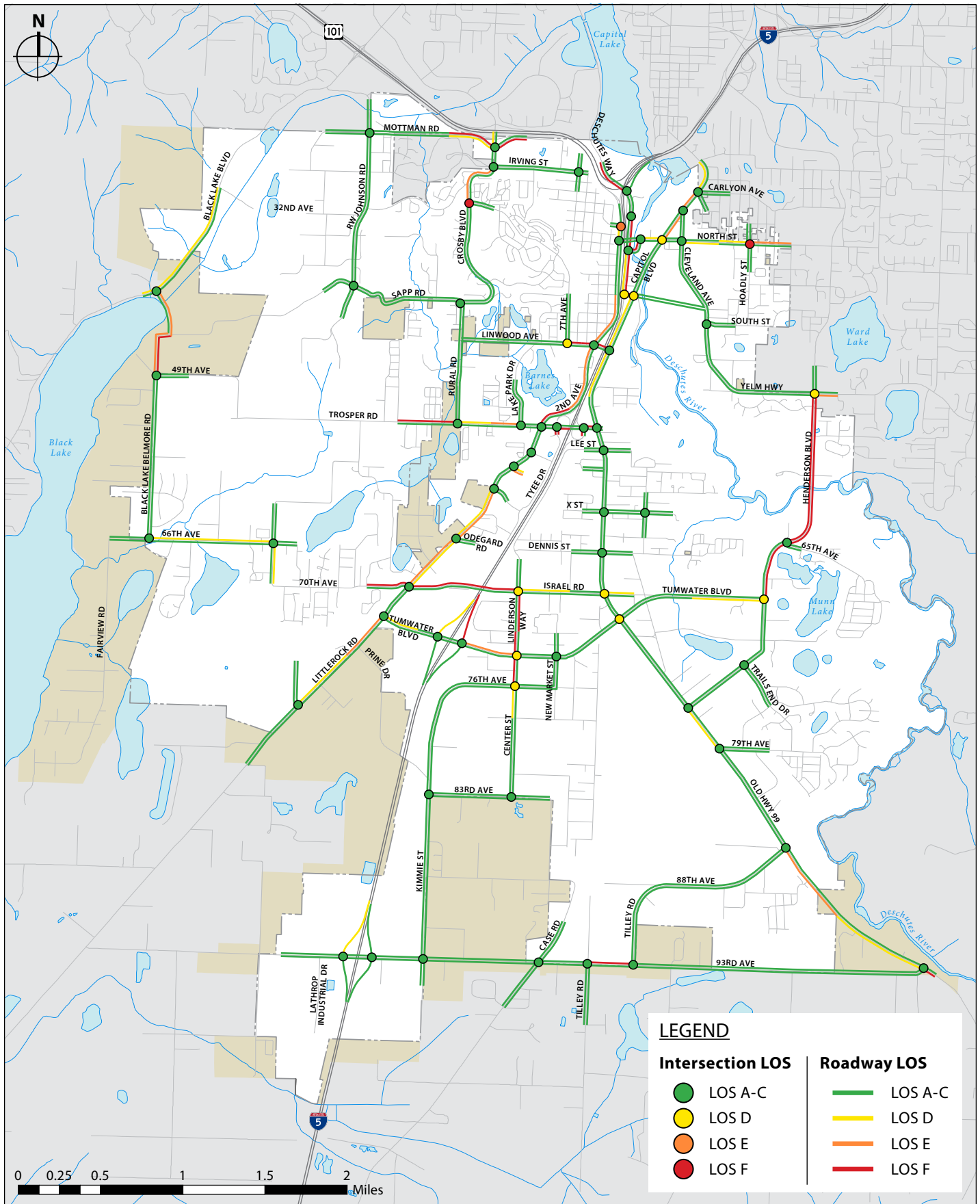
#	Intersection	2015 Conditions		2040 LOS No-Build	2040 Conditions with Improvements	
		Intersection Control	LOS (Delay, in seconds)		Improvement	LOS (Delay, in seconds)
1	RW Johnson Blvd/Mottman Rd	AWSC	B (12)	C (17)		
2	Crosby Blvd/Mottman Rd	Signal	B (16)	B (17)		
3	Crosby Blvd/Irving St	Signal	B (11)	B (12)		
4	7 th Ave/Irving St	AWSC	A (9)	B (10)		
5	Crosby Blvd/Barnes Blvd	TWSC	C (22)	F (60)		
6	Black Lake Blvd/Black Lake Belmore Rd	TWSC	E (37)	F (200+)	RAB	B (11)
7	RW Johnson Blvd/Sapp Rd	TWSC	B (10)	B (15)		
8	Sapp Rd/Crosby Blvd	TWSC	B (12)	C (21)		
9	49 th Ave/Black Lake Belmore Rd	TWSC	A (9)	B (12)		
10	Capitol Blvd/Carlyon Ave/Sunset Way	Signal	B (10)	B (12)*	RAB	B (12)*
11	Deschutes Way/I-5 NB On-Ramp	Yield	A (9)	A (9)		
12	Deschutes Way/US 101 WB On-Ramp	Yield	A (10)	B (11)		
13	I-5/US 101 Off-Ramps/Desoto St/2 nd Ave	TWSC	D (32)	F (200+)	Lanes	E (50)
14	2 nd Ave/Custer Way	Signal	B (15)	D (40)	Lanes	C (25)
15	Boston St/Custer Way	TWSC	D (30)	B (12)*	RAB	B (12)*
16	Deschutes Way/Boston St	AWSC	D (29)	C (20)*	Signal	C (20)*
17	Cleveland Ave/Capitol Blvd	TWSC	B (11)	B (10)*	RAB	B (10)*
18	Custer Way/Capitol Blvd	Signal	D (39)	D (36)*	RAB	D (36)*
19	Custer Way/North St/Cleveland Ave	Signal	D (48)	B (13)	RAB	B (13)*
20	Hoody St/North St	TWSC	C (20)	F (54)		
21	Deschutes Way/I-5 NB Off-Ramp	TWSC	B (12)	D (30)*	Lanes	D (30)*
22	Capitol Blvd/E St	Signal	C (23)	D (38)*	RAB	D (38)*
23	Cleveland Ave/South St	TWSC	B (15)	C (21)		
24	7 th Ave/Linwood Ave	TWSC	C (18)	D (33)		
25	2 nd Ave/Linwood Ave	AWSC	C (25)	F (58)	RAB	B (19)
26	Capitol Blvd/Linwood Ave	Signal	B (17)	D (44)	RAB	B (17)
27	Henderson Blvd/Yelm Hwy	Signal	D (49)	F (82)	Signal	D (55)
28	Rural Rd/Trosper Rd	TWSC	C (16)	F (53)	Lanes	C (18)
29	Lake Park Dr/Trosper Rd	Signal	B (14)	B (14)		
30	Littlerock Rd/Trosper Rd	Signal	D (42)	E (58)	RAB	C (32)
31	I-5 SB Ramps/Tyee Dr/Trosper Rd	Signal	D (45)	D (50)	RAB	C (23)
32	I-5 NB Ramps/Trosper Rd	Signal	A (7)	C (19)*	TWSC	C (19)*
33	Capitol Blvd/Trosper Rd	Signal	F (30)	F (112)	RAB	C (26)
34	Capitol Blvd/Lee St	Signal	C (24)	C (25)		
35	Littlerock Rd/Fred Meyer/Costco Drwy	Signal	A (8)	A (10)		
AWSC – All-Way Stop Control		TWSC – Two-Way Stop Control		RAB - Roundabout		

* Projects included in Regional Transportation Plan were included in the 2040 No-Build; these projects included associated local intersection improvements.

#	Intersection	2015 Conditions		2040 LOS No-Build	2040 Conditions with Improvements	
		Intersection Control	LOS (Delay, in seconds)		Improvement	LOS (Delay, in seconds)
36	Littlerock Rd/Costco Drwy	Signal	C (21)	C (27)		
37	Littlerock Rd/Kingswood Dr	RAB	A (6)	B (14)		
38	Capitol Blvd/X St	Signal	A (7)	A (10)	RAB	A (8)
39	Elm St/X St	TWSC	A (10)	A (10)		
40	Capitol Blvd/Dennis St	Signal	B (12)	B (16)	RAB	A (9)
41	Capitol Blvd/Israel Rd	Signal	C (22)	D (42)		
42	66 th Ave/Black Lake Belmore Rd	TWSC	B (11)	C (16)		
43	Kirsop Rd/66 th Ave	TWSC	B (13)	C (19)		
44	Littlerock Rd/Odegard Rd	RAB	A (5)	A (5)		
45	Littlerock Rd/Israel Rd/70 th Ave	RAB	A (9)	C (25)		
46	Linderson Way/Israel Rd	Signal	B (17)	D (49)		
47	Littlerock Rd/Tumwater Blvd	RAB	A (8)	A (9)		
48	I-5 SB Ramps/Tumwater Blvd	Signal	B (12)	C (22)*	RAB	C (22)*
49	I-5 NB Ramps/Tumwater Blvd	TWSC	F (106)	A (7)*	RAB	A (7)*
50	Linderson Way/Tumwater Blvd	Signal	C (35)	D (47)		
51	New Market St/Tumwater Blvd	RAB	A (4)	A (6)		
52	Capitol Blvd/Tumwater Blvd	Signal	D (36)	D (55)		
53	65 th Ave/Henderson Blvd	Signal	A (7)	B (10)		
54	Tumwater Blvd/Henderson Blvd	Signal	C (34)	D (45)		
55	Trails End Dr/Henderson Blvd	TWSC	B (13)	C (16)		
56	Littlerock Rd/Black Hills School Drwy	Signal	A (3)	A (4)	Lanes	C (27)
57	Center St/76 th Ave	TWSC	C (17)	D (33)		
58	Old Hwy 99/Henderson Blvd	Signal	B (13)	B (11)*	RAB	B (11)*
59	Old Hwy 99/79 th Ave	TWSC	F (64)	F (177)	RAB	A (8)
60	Kimmie St/83rd Ave	TWSC	A (9)	B (11)		
61	Center St/83rd Ave	TWSC	B (12)	C (15)		
62	Old Hwy 99/88th Ave	Signal	A (9)	A (8)*	RAB	A (8)*
63	I-5 SB Ramps/93rd Ave	Signal	B (20)	D (35)	Lanes	B (15)
64	I-5 NB Ramps/93rd Ave	TWSC	B (12)	F (112)	Signal	A (9)
65	Kimmie St/93rd Ave	TWSC	C (21)	D (34)	Signal	B (14)
66	Case Rd/93rd Ave	AWSC	C (20)	F (53)	RAB	B (16)
67	Tilley Rd (South)/93rd Ave	AWSC	B (15)	F (54)	RAB	B (17)
68	Tilley Rd (North)/93rd Ave	TWSC	B (14)	F (60)	RAB	B (12)
69	Old Hwy 99/93rd Ave	TWSC	C (18)	E (36)	RAB	C (24)
AWSC – All-Way Stop Control		TWSC – Two-Way Stop Control		RAB - Roundabout		

* Projects included in Regional Transportation Plan were included in the 2040 No-Build; these projects included associated local intersection improvements.





Intercity Transit establishes and maintains its own level of service standards, which Tumwater supports and adopts by reference. These are governed by IT's six-year Transit Development Plan and its Strategic Plan, in which seven different service design principles are articulated.

1. Operate five different types of local service, each designed to meet the needs of the neighborhoods it serves.
IT operates five types of local service based on street network, residential densities, and levels of commercial activity in the areas being served.

Service Type	Roadway Type	Service Frequency (A bus every x minutes)		
		Peak Svc	Midday Svc	Night Svc
Trunk	Major Arterial	15	15	30
Primary	Local	30	30	60
Secondary	Arterial, Local	30 / 60	60	None
Rural	Local	30 / 60	60	None

-
- TUMWATER**
- Map of Tumwater, WA, showing major roads, schools, and landmarks. The map includes labels for Tumwater High School, Tumwater Middle School, Tumwater Elementary School, and Tumwater High School. It also shows major roads like I-5, SR 52, and SR 101. Landmarks include Tumwater Park & Ride, Tumwater Blvd, and Tumwater High School. The map is color-coded with various shades of green, blue, and yellow to represent different areas and roads.

This includes Tumwater Town Center, the area bordered by I-5, Tumwater Boulevard, Israel Road, and Capitol Boulevard. The number of state employees in this area continues to increase and plans call for increased residential and retail development. Fifteen minute service was introduced to this area in early 2008. Express service between Tumwater and Lakewood began September 30, 2013, funded by a regional mobility grant.

5. Expand regional express routes.

IT sought and received a regional mobility grant to pilot express inter-regional service between Tumwater, Olympia, Lacey and Lakewood.

6. Support a range of transportation alternatives.

These efforts include:

- On-going, active support of the Commute Trip Reduction program
- Addition of bike racks to all new IT buses
- On-going engagement with Tumwater schools supporting Walk N Roll programs and other Healthy Kids, Safe Streets implementation activities
- Encouraging land use patterns that support public transportation and coordinating with jurisdictions to ensure zoning ordinances and development standards support alternate modes by providing: sidewalks and street lighting; bus shelters and schedule information; convenient and safe pedestrian crossings; convenient pedestrian access to public buildings and businesses.
- Advocating and support for Tumwater's efforts to implement transit-oriented development in the vicinity of transit stations such as that at Tumwater Square, in the Brewery District
- Reviewing all development proposals and commenting on those impacting public transportation.



7. Provide fixed facilities and equipment that support the region's public transit infrastructure.

Intercity Transit is exploring opportunities for a more conveniently-located, permanent park-and-ride facility in

the vicinity of Tumwater Town Center to replace the interim facility at the corner of Bonniewood Drive and Israel Road.

PERFORMANCE OF NON-MOTORIZED NETWORKS

This Transportation Master Plan introduces new ways of looking at system performance. Specifically, this Plan introduces the concept of a multimodal level of service that focuses on how well the non-motorized network supports pedestrians and cyclists. Concepts introduced in this plan will be evaluated and tested with on-going work program activities where it will be refined and adapted to best suit Tumwater’s needs.

Tumwater has had in place for many years a multimodal street policy and supportive design standards. What this means is that Tumwater includes sidewalks and bike lanes where feasible with new street construction projects and major reconstructions throughout the city as a standard procedure. Today there are many miles of sidewalks and bike lanes that would not have existed without these policies and design standards.



The multimodal system performance standards introduced with this plan do not replace those requirements. Instead, they will serve as an overlay to guide the retrofit of older infrastructure that was built with inadequate non-motorized infrastructure to satisfy current expectations about system performance. Standards must be

responsive to the different place types throughout the city which include increasingly urbanized mixed-use neighborhoods, older established suburban neighborhoods and new suburban communities, regional commercial centers, and older rural areas that will transition over several decades into a more suburban character.

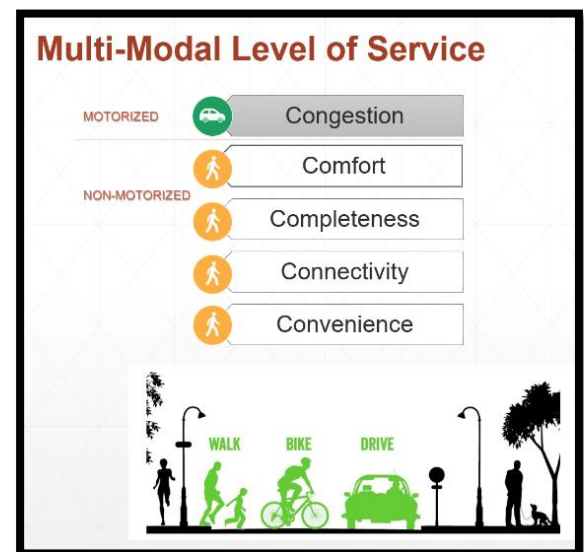
SYSTEM PERFORMANCE

As Tumwater expands its analysis of system performance to more explicitly consider non-motorized travel, it’s important to expand its definitions of system performance. There are no congested sidewalks in Tumwater – congestion is not an

appropriate way to evaluate performance of these types of facilities in a small, predominately suburban city like Tumwater.

Instead, Tumwater is looking at other factors that influence how well the non-motorized network meets traveler expectations.

- **Comfort** pertains to the traveler's experience. It gets at the sense of safety people might feel when walking or biking along that street, and the effects that traffic volumes and speeds might have on that experience given the available infrastructure and whether it is appropriate for the speed and volume of traffic. It considers the ability of people to find their way easily, without confusion, what is referred to as the "legibility" of the network and signage. It includes things like pavement condition and lighting, which can greatly affect the comfort with which walkers and cyclists travel.
- **Completeness** relates to the area served by infrastructure. It gets at the degree of system continuity and the extent of the area served by the non-motorized system.
- **Connectivity** refers to the ways that infrastructure is considered in development patterns –street connections and non-motorized pathways increase traveler route choices. Connectivity also includes the ability to make modal linkages such as pedestrian connections from residential neighborhoods to high-frequency transit corridors.
- **Convenience** refers to the density and mix of uses within close proximity – walking distance – and the range of travel choices available to reach those destinations. This particular consideration is applicable where land use policies are deliberately working to create high density, mixed-use environments such as those envisioned for the Brewery District and the Capitol Boulevard Corridor.



This plan proposes a performance classification based on these considerations; it describes the non-motorized system in terms

of good, acceptable, and poor conditions. Table 4 on the following page describes these conditions as they might be experienced by travelers.

As with congestion-based performance standards for motor vehicles, the perception of system performance for non-motorized facilities is likely to be very subjective and reflect the individual experience and comfort level of each traveler in a variety of different conditions. Table 5 offers some illustrative examples of good, acceptable, and poor system performance conditions introduced in this plan.

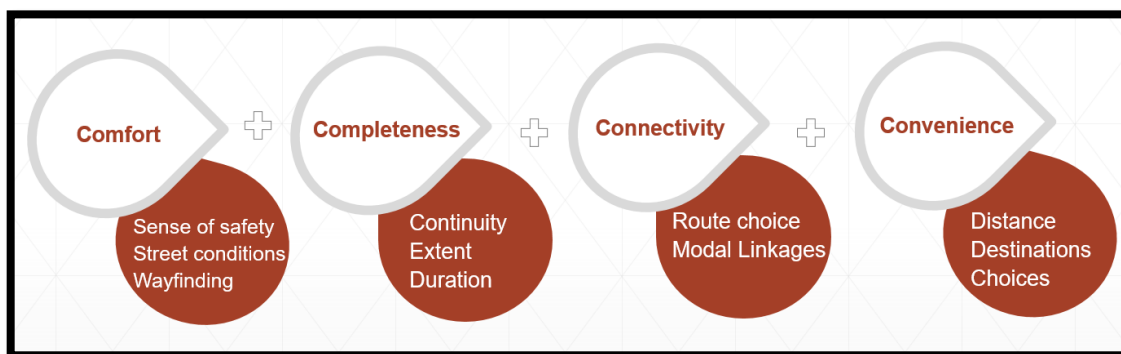








Table 4: Proposed Non-Motorized System Performance Standards - Traveler Experience

System Performance	Traveler Experience
Good	Direct routes. Well-connected network has good signage and is well lit. Non-motorized facilities are continuous, with infrequent gaps, and are the appropriate scale for the type of street. Frequent designated crossing opportunities, actuated signal controls, and design elements make travel comfortable for people of all abilities most of the time.
Acceptable	Routes may be less than direct but they are often quieter and more scenic than direct routes. Network connectivity is satisfactory though the connections may be far apart. Lighting in more rural areas is not oriented to pedestrians. Facilities are present but are discontinuous or only available on one side of the street, or may be somewhat undersized for the street type. Crossing opportunities are present but may lack actuated signal controls. Some travelers may have a less-than-comfortable travel experience some times of the day.
Poor	Routes are indirect and offer no parallel alternate routes on quieter streets. There are no network connections, no practical alternate routes. Lighting and signage are lacking. Facilities are non-existent, or are grossly undersized for the street type, or are in such poor physical condition that they constitute a hazard. Travel is stressful for most people even during off-peak travel times.

Table 5: Proposed Non-Motorized System Performance Standards - Illustrative Examples

System Performance	Illustrative Examples
GOOD Complete facilities with signage, crosswalk, both sides of street	 
ACCEPTABLE Facilities on one side of the street, shared facilities off-street or on shoulder	 
POOR No shoulders, large and busy intersections offer few amenities for non-motorized travel or comfort	 

It's important to note that the quality of non-motorized system performance is an inherently subjective measure; what is considered acceptable, good, or poor performance often varies by person, location, and situation.

Non-motorized system performance in Tumwater is a qualitative measure more than a quantitative measure. The goal of this initial foray into multimodal system performance is not to derive a standardized two decimal-point numeric value to quantify multimodal level of service in a manner similar to congestion. Rather, it is to develop a practical framework for evaluating the quality of non-motorized travel in relation to the built environment. That is because the built environment – where we each live and work and shop and recreate – influences whether walking or biking or transit are viable travel options or whether driving is the only reasonable option. Non-motorized infrastructure is but one factor in determining how we each get from Point A to Point B. Going forward, Tumwater will refine this framework to ensure alignment between its non-motorized investments and its land use policies and objectives.

Primary and Secondary Networks

An efficient, well-functioning street system has a hierarchy of arterials, collectors, and residential streets to support the mobility, circulation, and access needs of drivers. In the same way, a mature non-motorized system will have an increasingly complete network of primary and secondary routes, with other streets and facilities playing a vital role connecting neighborhoods to those networks. Table 6 describes the central function and characteristics of these networks. This plan introduces a network concept for the bike and pedestrian systems that recognizes these distinct system functions.

TABLE 6: DESCRIPTION OF NON-MOTORIZED NETWORK HIERARCHY

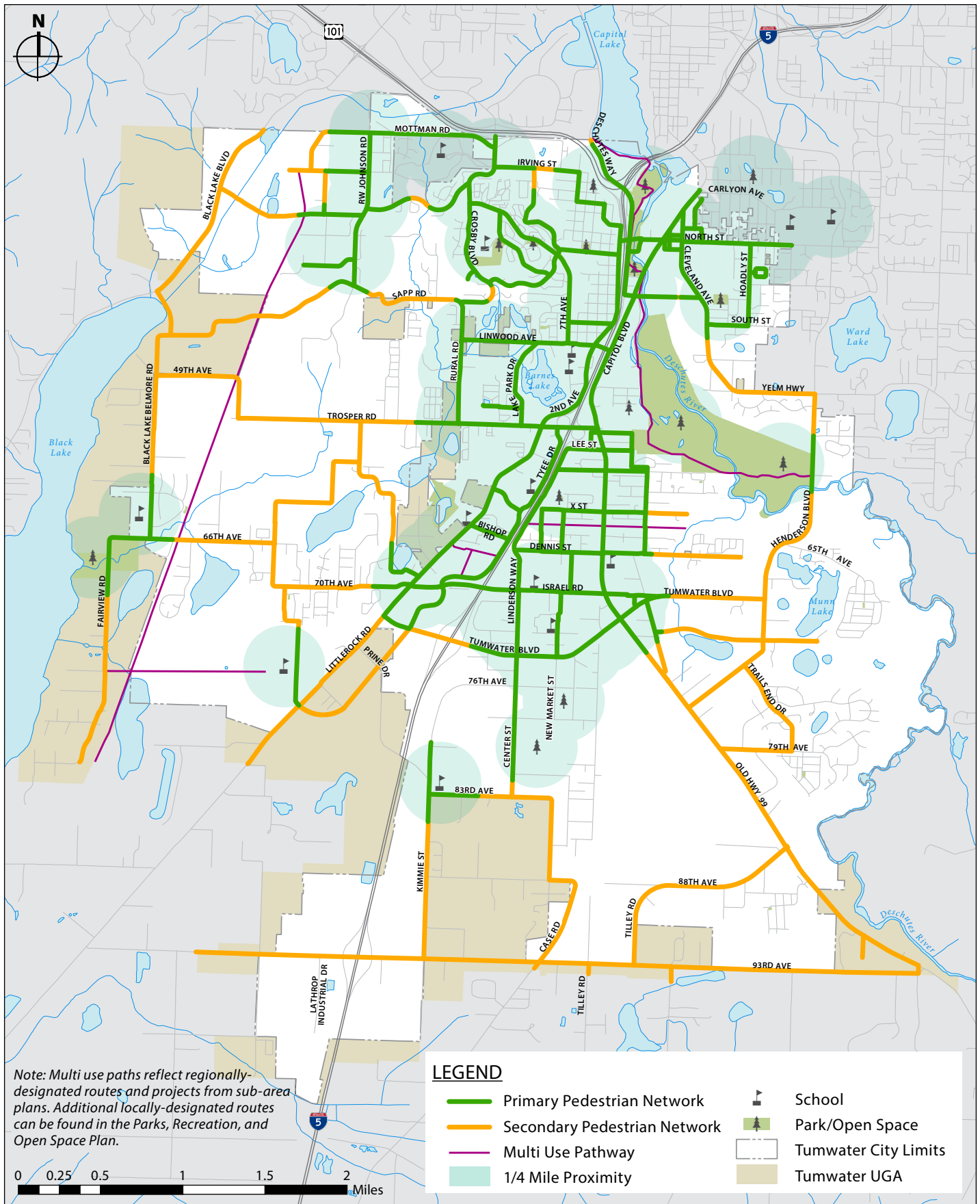
Hierarchy	System Function
Primary Network	Backbone of the system. Offers direct connections to majority of important community destinations, usually on arterials or collectors. Primary Network routes are often the most attractive route in terms of convenience in urban areas. Includes trails.
Secondary Network	Supportive role to Primary Network, often providing system continuity by connecting segments of the primary network with on-street or off-street facilities. Secondary network routes sometimes offers more comfortable routes on quieter streets, throughout route may not be as direct as Primary network.
Other Streets	Majority of streets, including residential neighborhood streets. Many have bicycle and pedestrian facilities and most future streets in this category will as a result of street standards required of all development since the mid-late 1990s. Other Streets provide access to primary and secondary networks.

Due to the different travel characteristics of cyclists and pedestrians, there are differences in the designation of primary and secondary networks serving those two modes of travel.

Pedestrian Network

Designation of the Primary and Secondary pedestrian network is largely a reflection of destinations within walkable distances. The average person is willing to travel about one-quarter mile – roughly a five minute walk – for utilitarian trips such as going to the store or catching a bus to a more distant destination. Outside of the City’s most urban corridors, these destinations tend to be schools, parks, trailheads, and other recreational opportunities. Along the City’s most urban corridors walkable destinations also include stores, services, restaurants and coffee shops, pubs, entertainment, employment sites, and transit stops. The pedestrian network within one-quarter mile of community destinations is considered to be part of the Primary Network. Pedestrian infrastructure within one-quarter to one mile is considered as part of the Secondary Network.

Figure 15 illustrates the Pedestrian Network introduced in this plan. Based on these designations, Tumwater’s Primary Pedestrian Network is 33.2 miles in total length and its Secondary Pedestrian Network is 36.8 miles in length. Of these 70 total miles about 47 percent – roughly 33 miles – are complete with pedestrian facilities on both sides of the street. The remaining network will be built out over the years via multimodal street projects, developer mitigations, and stand-alone projects.



Bike Network

In contrast to the proximity and destination-oriented considerations in designating pedestrian networks, the Primary and Secondary bike network seeks to create a foundation of east-west and north-south routes that offer a mix of direct routes on streets often regarded as busy streets as well as alternate though often less-direct routes on lower volume streets. Trails – which provide a completely non-motorized travel route – are designated as part of the Primary Network.

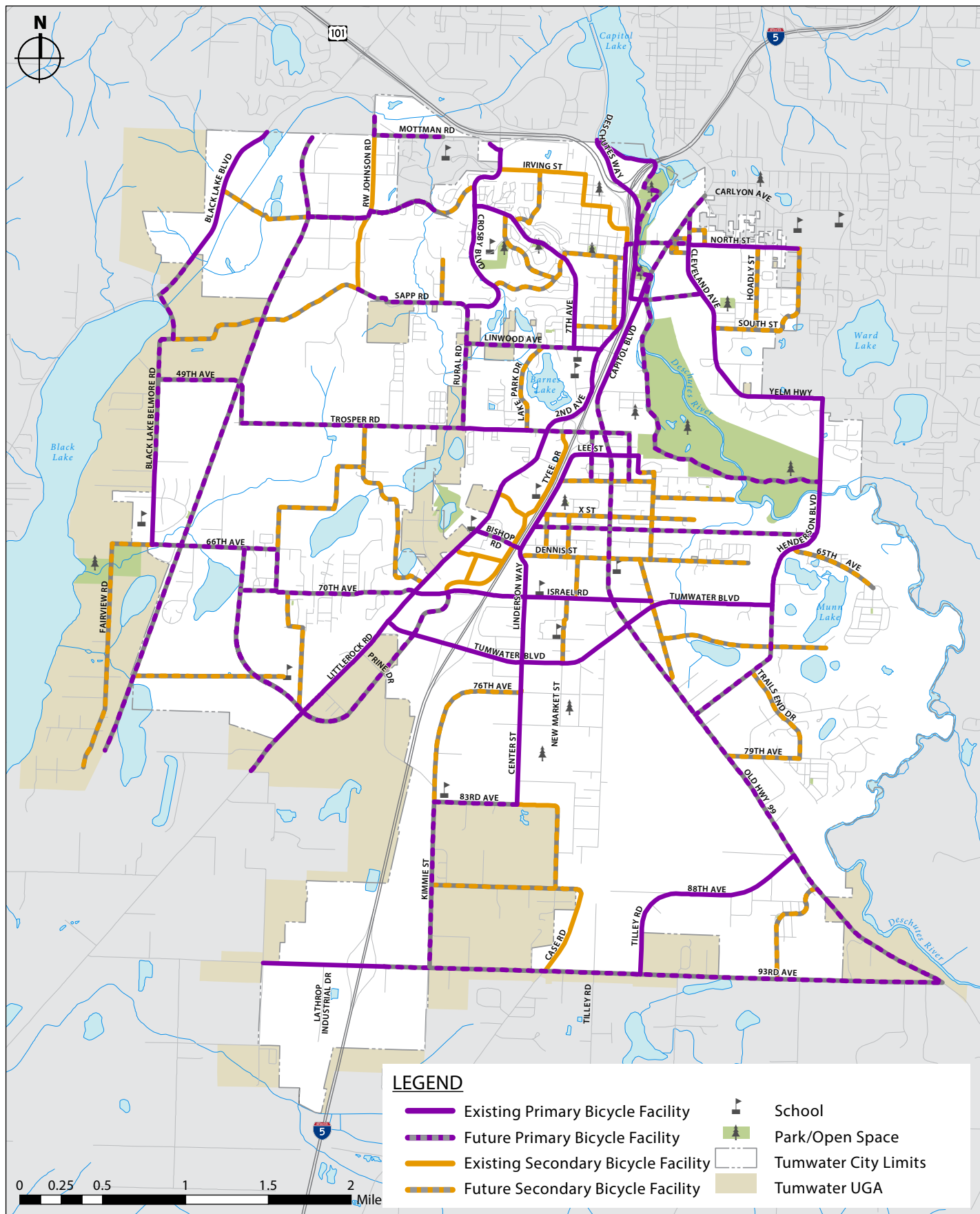
Figure 16 illustrates the Primary and Secondary Bike Network introduced in this plan. Based on these designations, Tumwater’s Primary Bike Network is 57 miles in total length and its Secondary Bike Network is 30.3 miles in length. Of these 87 total miles about 31 percent – roughly 27 miles – are complete with bike facilities on both sides of the street. As with the pedestrian network, the remaining bike network will be built out over the years via multimodal street projects, developer mitigations, and stand-alone projects. In some of the more rural parts of the city the future network is likely to include wide, multiuse shoulders that will accommodate cyclists and pedestrians.

Zonal Approach to Evaluating Infrastructure Needs

Not all parts of the city are equally conducive to walking and biking because of how land use patterns have evolved over the decades. The majority of people still prefer to live in residential-only neighborhoods; this is the predominant type of land use across the city. There are expectations that people should be able to walk and ride their bikes safely though it is not assumed that people will be able to reduce many vehicle trips to a significant degree because land use activities are so dispersed.

There are some areas, though, where land use patterns make it possible for more people to meet some of their travel needs by walking or biking or transit instead of driving. City policies are working to increase development activity in these areas, which in turn will generate even more demand for walking, biking and transit.

The multimodal levels of service introduced with this plan includes designation of two zones within which to evaluate and respond to system performance. One of these is referred to as



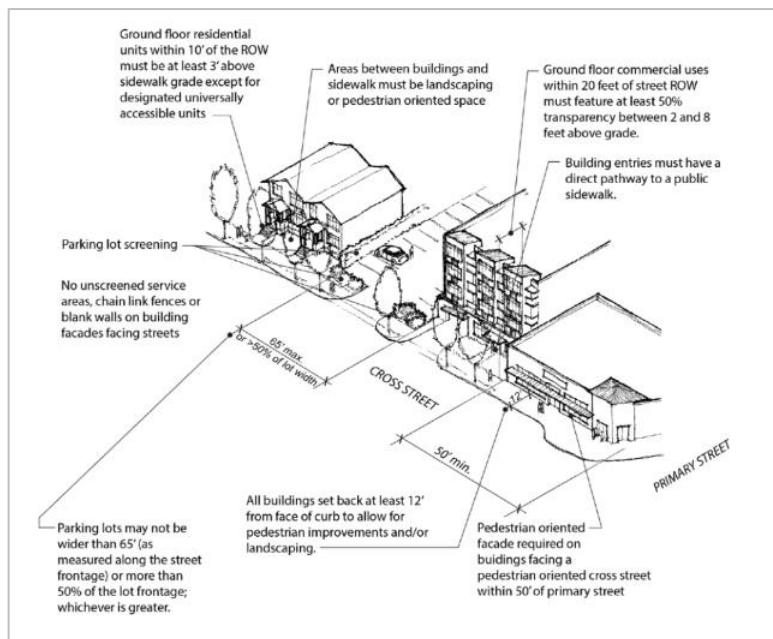
the Urban Corridor Zone; the second is referred to as the Practical Design Zone.

Urban Corridor Zone

The Urban Corridor Zone includes the Brewery District, the Capitol Boulevard Corridor, and Tumwater Town Center. These are the areas of focused study and policy development over the last few years on ways to revitalize the region's urban corridors.

Those studies pointed out the important role that non-motorized travel and access to transit play in fostering the kind of built environment people say they want in an urban area. Tumwater simply can't accommodate the kind of mixed-use, compact, walkable development desired in these areas without a robust non-motorized network; walking, biking, and transit are increasingly viable alternatives to driving as the mix and density of land uses increase. In many respects it can be said that Tumwater cannot achieve its land use vision within the Urban Corridor Zone without completing its non-motorized networks. Detailed sub-area studies evaluated access and circulation for all modes of travel, and identified critical connections, upgrades, and additions that will enable the non-motorized system to accommodate future growth.

Capitol Boulevard is an example of a city street with a pronounced pedestrian focus. Updated design standards specific to the Capitol Boulevard Corridor will ensure that future development is compatible with the intended pedestrian orientation of this important street while increasing internal access and circulation between businesses and properties. The Design Guidelines specify "primary" and "secondary" pedestrian cross streets with corresponding site and development standards.



Design standards are rigid in the Urban Corridor Zone. New facilities in these areas will be carefully designed to ensure they are compatible with adjacent land uses and building standards, and contribute to the overall sense of place in the public realm called for in adopted plans. Transportation drives land use development in this zone. In the Urban Corridor Zone, “form” or design is as important as “function” when it comes to the non-motorized system.

Practical Design Zone



This 6 foot wide asphalt pathway on 70th Avenue is a good example of how flexible design can result in critical infrastructure that would not have been achievable otherwise. Responding to area resident concerns about the lack of safe shoulders or sidewalks, the City constructed this pathway for a fraction of the cost of its standard frontage improvements. This means people had safe walking and biking options years before they would have under current standards.

Outside of the Urban Corridor Zone, the City’s Comprehensive Plan calls for different types of land uses. The majority of lands are designated for residential-only neighborhoods, regional commercial centers, and industrial areas. While many developments over the last 15-20 year have included sidewalks and bike lanes, many older neighborhoods and streets have few facilities at all for walking or biking.

While there is no expectation that these areas will generate the same share of non-motorized trips as the Urban Corridor Zone, there are still important connections needed for walking and biking. Schools and parks are two of the most important destinations that need to be served by non-motorized infrastructure so that more people can access them safely without having to drive. There are also critical corridors that could accommodate longer bicycle trips if they had better infrastructure.

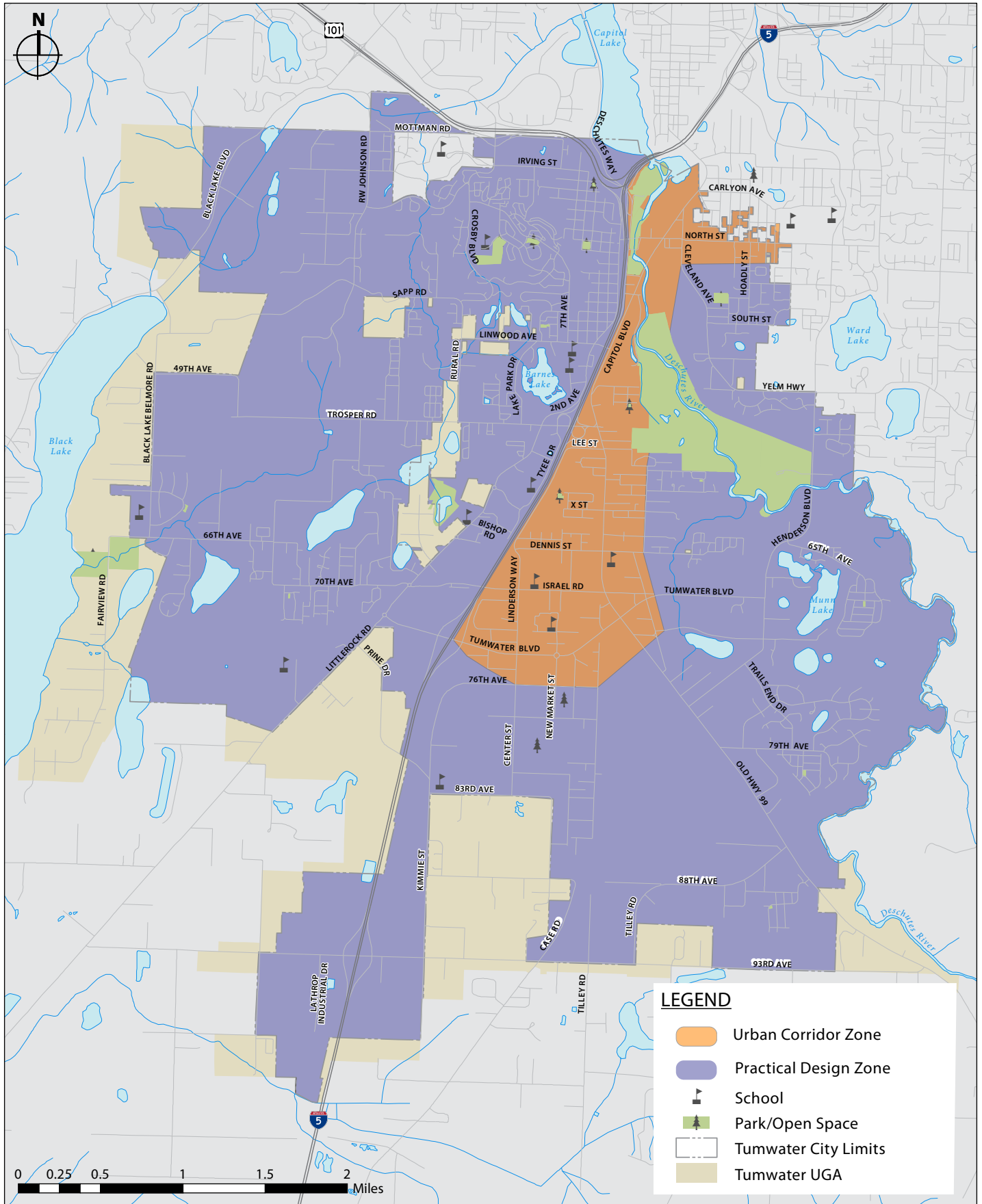
The imperative in these areas is to expand the functionality of the transportation system to accommodate these additional modes to the greatest extent possible. However, the distance between destinations in these areas is often great and it is beyond the City’s fiscal capacity to build urban-style sidewalks and bike lanes throughout these areas. Instead, those multimodal system performance standards will allow the City greater flexibility in the design of facilities in the Practical Design Zone in order to maximize the linear feet of safe, non-motorized infrastructure.

While the City may adhere to its established “curb-gutter-sidewalk” development standards, it may also apply different standards if – after careful engineering evaluation - this results

in a significant increase in non-motorized infrastructure. This could mean wide asphalt walkways, or wide multi-use shoulders on rural roads. Practical designs can safely accommodate cyclists and pedestrians at a fraction of the cost of more rigid urban standards. Alternate designs can generate more miles of safe and efficient network in less time than is achievable with established standards. Transportation responds to land use development in this zone. In the Practical Design Zone, “function” can take precedence over “form” when appropriate.

Figure 17, on the next page, illustrates the two zones established for purposes of multimodal level of service evaluation in Tumwater.

As Tumwater works to apply these multimodal standards it may be necessary to modify their boundaries somewhat to better account for underlying land use and transportation patterns. For example, the older neighborhood along 2nd Avenue and Linwood Avenue has many characteristics reminiscent of neighborhoods in the Urban Corridor zone though it is separated from that zone by I-5. The Tumwater Transportation Master Plan introduces this concept of multimodal level of service analysis zones; implementation at the work program level is necessary to refine it further.

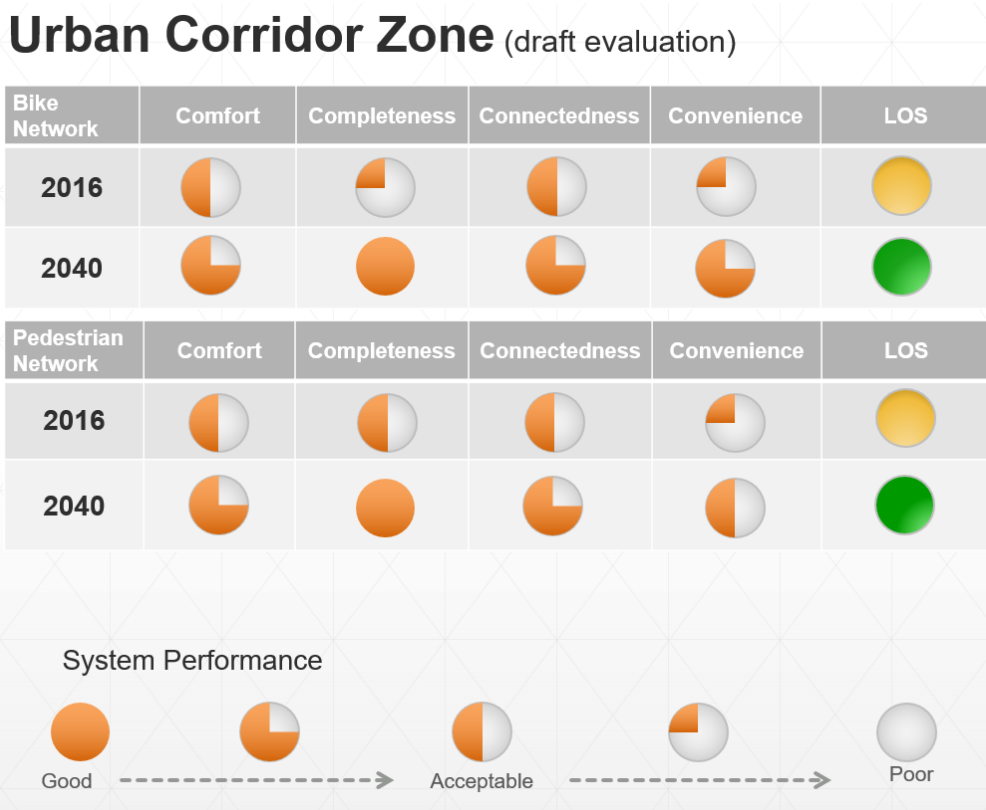


Evaluating System Performance

This plan introduces a framework within which the City can evaluate the effectiveness of its policies and investments, prioritize scarce resources, and benchmark progress towards meeting long-range objectives. This initial evaluation is not yet tested with the realities of day-to-day implementation activities; the framework may need to be revised to accommodate practical needs. In the meantime, this plan offers an initial evaluation of non-motorized system performance.

Figure 18 suggests that while much remains to be done, taken as a whole the non-motorized system is generally acceptable in the Urban Corridor Zone. There are certainly system gaps – lack of bike lanes on Capitol Boulevard is a prominent example – but there is also some system redundancy and alternate routes due to the somewhat gridded street system. In fact, those alternate routes – such as Linderson Way – will always be more comfortable for some bikers than Capitol Way will be, even when it has bike lanes. Attractive destinations tend to be on busy streets; Capitol Way will always have a lot of traffic on it due to its role within the regional transportation system.

FIGURE 18: NON-MOTORIZED LOS EVALUATION IN THE URBAN CORRIDOR ZONE



Deficiencies in system convenience is a land use issue as much as a transportation issue. Infill and redevelopment over time will increase the convenience factor in this zone.

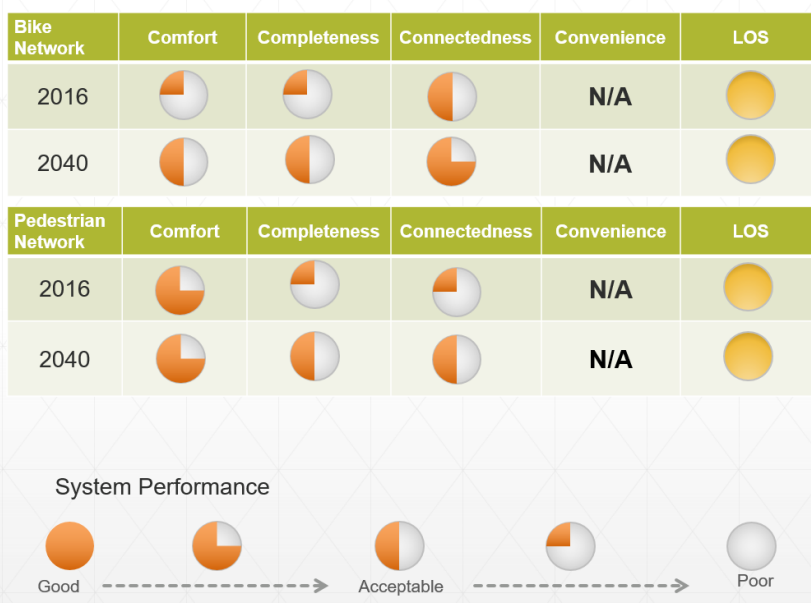
Currently 78 percent of the Primary and Secondary Pedestrian Network within the Urban Corridor Zone is complete, with facilities on both sides of the street, and 37 percent of the Primary and Secondary Bike Network is complete. Implementation of the projects included in this plan could raise the non-motorized level of service in the Urban Corridor Zone to Good by 2040.

Factors affecting level of service in the Practical Design Zone are somewhat different than in the Urban Corridor Zone. Land uses are greatly dispersed. The transportation network has many fewer connections than in the Urban Corridor Zone so there are fewer alternate routes; even some direct routes are not very direct. Much of this zone has a distinctly rural feel to it.

Yet population is growing out at the fringes, especially around Black Lake to the west and around Trails End to the south. Residents must drive these “rural” roads to get to and from their day to day activities, creating suburban levels of traffic on streets, some of which still have a rural character. This makes biking and walking a challenging proposition if there are no shoulders.

FIGURE 19: NON-MOTORIZED LOS EVALUATION IN THE PRACTICAL DESIGN ZONE

Practical Design Zone (draft evaluation)



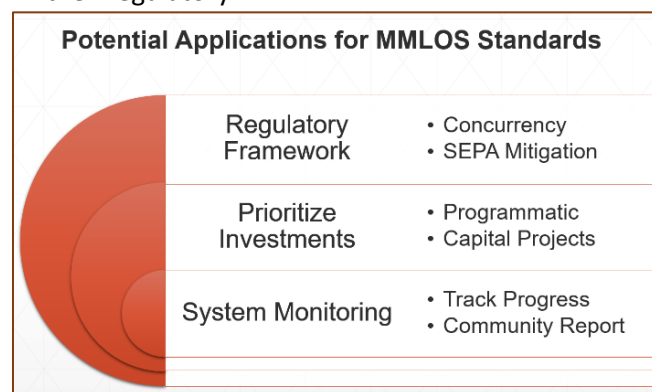
Outside of the oldest neighborhoods, such as those on Tumwater Hill or off of South Street, most non-motorized infrastructure was built to current standards over the last 15-20 years so travel on those facilities where they exist is relatively comfortable. The non-motorized infrastructure is sized appropriately for the adjacent traffic volumes and speeds. The problem is that there are vast stretches of relatively rural streets with no shoulders or off-street facilities, and these serve as important connections between destinations at either end. Currently 39 percent of the Primary and Secondary Pedestrian Network in the Practical Design Zone is complete, with facilities on both sides of the street, and 29 percent of the Bike Network is complete. The challenge in the Practical Design Zone will be to stretch resources as far as possible to maximize the extent of network available to make these connections and satisfy the longer distance travel needs of cyclists in particular. The intent of this zone is to give Tumwater Public Works the flexibility in design it needs to achieve this outcome.

As with the Urban Design Zone, there are serious gaps in the system but taken as a whole throughout the Practical Design Zone, non-motorized level of service is generally acceptable, given conditions of the built environment. Implementation of the projects included in this plan will improve travel conditions by 2040 though it is not expected to materially raise the level of service rating, which is expected to be Acceptable in 2040.

Potential Applications Outside of Transportation Master Plan

The framework introduced in this plan can be applied to a variety of different purposes outside of the long-range planning arena. That includes a potential role in the regulatory environment, as a tool to help prioritize projects and funding, and for monitoring progress over time in meeting City objectives, among other uses.

It will be necessary to take a more fine-grained look at the non-motorized network than can be done in a long-range plan in order to identify and prioritize problems and opportunities. Such an analysis may reveal improvements to the evaluation criteria that can be applied to future plan updates.



PERFORMANCE OF STATE HIGHWAY FACILITIES



Tumwater has sole authority to plan for and implement recommendations for its local transportation system, but not for state routes. The Washington State Department of Transportation (WSDOT) has sole authority to plan for and implement recommendations for I-5, which bisects the city. US 101 and its interchanges, while adjacent to Tumwater, are actually located in Olympia. WSDOT also owns and is responsible for SR 121; since this functions more like a local street than a highway, there is closer collaboration between WSDOT and Tumwater regarding this facility.

Among the various factors it considers when developing its plans, WSDOT uses output from the local long-range forecasting process to estimate how its highway system might perform in the future and where the hotspots are likely to be. WSDOT maintains its own transportation plans and project lists¹.

The GMA directs Tumwater to include level of service standards for state-owned highways in its transportation. However, chapters 47.06 and 47.80 of the Revised Code of Washington (RCW) explain that while the State may consult with local agencies in the matter of system performance, WSDOT retains the sole authority to establish level of service standards for state facilities. WSDOT has established LOS D for state highways within Tumwater's urban area (and that of Olympia and Lacey) and LOS C outside of it. Highways of Statewide Significance – I-5 for Tumwater – are exempted from complying with adopted level of service standards.

All systems analysis, even on local streets, considers projects identified in the statewide multimodal plan since they are incorporated by TRPC into the regional model, which is used by Tumwater for its analysis. WSDOT intends to extend its freeway cameras and other technology improvements through

¹ WSDOT is in the process of updating its Washington Transportation Plan: <http://www.wsdot.wa.gov/planning/wtp/>. WSDOT maintains a variety of inter-related transportation plans and project lists it uses to inform investment decisions. Projections from local forecasts, such as those required by the GMA, are but one input in its process.

Tumwater in the future. There is little else planned for WSDOT infrastructure in the future, though.

Areas that have been problematic for years will continue to be problematic in the future absent any implementation strategy in state plans to improve system efficiency. This includes at various times of the day the I-5/US 101 system interchange, the I-5 at Trosper Road interchange, the I-5 at Tumwater Boulevard interchange, and the US 101 at Crosby Boulevard interchange.

There are growing concerns about the performance of the 93rd Avenue interchange at I-5; outdated interchange design challenges the efficient movement of trucks on and off the highway there. Currently there are no WSDOT plans to improve mobility at these hotspots or through the Tumwater/Olympia/Lacey I-5 corridor.

Tables 7 and 8 show peak period level of service for I-5 in 2015 and in 2040. For planning purposes, Freeway capacity is 6,000 vehicles per hour northbound and 6,000 vehicles per hour southbound. The LOS is based on lane capacity as derived from the regional travel demand model and does not take into account friction-causing factors like merging on or off the highway or weaving between lanes.

TABLE 7: 2015 I-5 MAINLINE PM PEAK PERIOD LEVEL OF SERVICE CONDITIONS

Freeway Segment	Freeway Capacity	Southbound		Northbound	
		Volume	Level of Service (V/C)	Volume	Level of Service (V/C)
South of 93 rd Avenue	6000	2,440	A (0.41)	1,765	A (0.29)
South of Tumwater Boulevard	6000	3,045	A (0.51)	2,190	A (0.36)
South of Trosper Road	6000	3,295	A (0.55)	3,355	A (0.56)
South of Deschutes Way	6000	3,955	B (0.66)	4,245	C (0.71)
North of Deschutes Way	6000	3,955	B (0.66)	4,030	B (0.67)

TABLE 8: PROJECTED 2040 I-5 MAINLINE PM PEAK PERIOD LEVEL OF SERVICE CONDITIONS

Freeway Segment	Freeway Capacity	Southbound		Northbound	
		Volume	Level of Service (V/C)	Volume	Level of Service (V/C)
South of 93 rd Avenue	6000	3,535	A (0.41)	2,645	A (0.44)
South of Tumwater Boulevard	6000	4,250	C (0.71)	3,095	A (0.52)
South of Trosper Road	6000	4,445	C (0.74)	4,220	C (0.70)
South of Deschutes Way	6000	4,990	D (0.83)	5,335	D (0.89)
North of Deschutes Way	6000	4,990	D (0.83)	4,995	D (0.83)

CONCURRENCY

Concurrency, as noted previously, is the process of determining whether transportation infrastructure can accommodate new development and if not, what mitigation measures will be required. Concurrency can result in denial of a development proposal if it cannot mitigate its impacts on adopted LOS standards. In the legislation regarding the transportation element of the Comprehensive Plan, GMA stipulates *“after adoption of the comprehensive plan...local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service...to decline below the standards adopted in the transportation element...unless improvements or strategies to accommodate the impacts of development are made concurrent with the development.”* This reiterates the importance of LOS standards explained earlier. While the concurrency ordinance is not part of this transportation element, it is informed by the LOS standards and other considerations included in this element.

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Transportation
Master Plan

CHAPTER 11

CAPITAL IMPROVEMENTS

CAPITAL IMPROVEMENTS

The Transportation Master Plan includes a list of capital improvements needed in the city between now and 2040 to achieve and maintain adopted levels of service and accomplish other important transportation objectives for the city, such as supporting the development of more walkable, people-oriented places and promoting active travel options that encourage better public health. Following is a list of projects, by project type.

NON-MOTORIZED PROJECTS

Every street project in this transportation plan includes appropriate non-motorized facilities. Non-motorized facilities account for anywhere from 30 percent to 60 percent of the cost of typical street projects. This includes right-of-way acquisition, stormwater treatment, and additional materials in addition to the construction labor.

The projects identified here are stand-alone projects. Some were previously identified in sub-area plans and other focused studies. Others were identified to support Safe Routes to School programs. The majority come from evaluation of the future needs suggested by the Primary and Secondary networks. The latter source merits some additional explanation to avoid confusion when looking at the map of future network needs and the project list.

For bike projects, “future network needs” were identified on an initial list of project needs. Comparison of that list to the list of street projects revealed a significant number of those non-motorized facilities slated to be built as a part of these street projects. Consequently, those projects are not included on this list as stand-alone projects.

The remaining projects were evaluated for potential low cost improvements. Some future needs can be met with a programmatic approach to non-motorized facility improvements such as striping, signage, and crosswalk improvements. A separate list of these programmatic upgrades is included at the end of the capital improvements list.



This 2014 Capitol Way project added bike lanes and improved the sidewalks in this part of the Brewery District in addition to improving stormwater runoff facilities.

Those deficits that remained after consideration of street projects and programmatic opportunities comprised the list of stand-alone bike projects found in Table 9. A map of those stand-alone projects can be found in Figure 20. Costs are not developed for these projects; most are still conceptual and others will be designed and built in the course of development or redevelopment projects. Costs will be developed as projects move into the six-year Transportation Improvement Program or as part of a more in-depth bike and pedestrian planning effort.

A slightly different approach was used to identify stand-alone pedestrian facilities.

Similar to bike facilities, many pedestrian deficiencies will be addressed with completion of proposed street projects. Figure 21 shows those deficiencies on the Primary and Secondary Network that will be addressed by future street projects; it also indicates whether the remaining deficiencies are attributed to needs on one side of the street or both.

In looking at the remaining deficiencies, particular attention was focused on the Urban Corridor Zone, where detailed sub-area plans have identified specific pedestrian improvements that will help accommodate future land use activities. Those needs constitute the majority of stand-alone pedestrian projects identified in Table 10. Some number of the remaining deficiencies are likely to be addressed with wide, multi-use shoulders in rural areas, or programmatic investments that create a safer and more comfortable walking route. A detailed pedestrian plan such as that identified in the chapter on Strategic Needs and Opportunities will be useful in identifying and prioritizing needs citywide.

Cost are not developed for these projects; most are still conceptual and others will be designed and built in the course of development or redevelopment projects. Costs will be developed as projects move into the six-year Transportation Improvement Program or as part of a more in-depth bike and pedestrian planning effort

Table 9 Stand-alone Bike Projects

ID	Project	Description
1	Public Alleyway Non-motorized Network	Improve alleyways within the Brewery District “triangle” to provide comfortable, attractive connections for cyclists and pedestrians that also enhance activities on the ground floors of adjacent buildings and increase access to transit.
2	Shared-use Path Along BPA Alignment	Establish a new shared-use pathway running through the east-west BPA alignment and connecting to Linderson Way.
3	Shared-use Path from Trosper Road to South of M Street	New non-motorized connection east of Capitol Boulevard linking the neighborhood in the vicinity of Linda Street and Ruby Street to Capitol Boulevard near M Street.
4	Mottman Road Sidewalk and Bike Lane Improvements	Install sidewalk on the north side of Mottman Road from the vicinity of Crosby Boulevard to R.W. Johnson Boulevard. Note that sidewalks and bike lanes will be added to both sides of Mottman between Mottman Court and R.W. Johnson Boulevard during a pavement resurfacing project.
5	76 th Ave / Kimmie Street Bike Facilities (Port property)	From Center Street to 83 rd Avenue (Port of Olympia project).
6	76 th Ave / Kimmie Street Bike Facilities (City property)	From 83 rd Avenue to 93 rd Avenue.
7	83 rd Avenue Bike Facilities	From Kimmie Street to Center Street
8	Armstrong Road Bike Facilities	From 83 rd Avenue to 88 th Avenue
9	93 rd Avenue Bike Facilities	From I-5 to Old Highway 99
10	73 rd Avenue Bike Facilities	From Bonniewood Drive to Henderson Boulevard
11	Bonniewood Drive Bike Facilities	From Dennis Street to Old Highway 99
12	49 th Avenue / Trosper Road / 54 th Avenue Bike Facilities	From Black Lake-Belmore Road to Rural Road
13	Sapp Road / Rural Road Bike Facilities	From Trosper Road to Black Lake-Belmore Road
14	Black Lake-Belmore Road Bike Lanes	From 66 th Avenue to Black Lake Boulevard (some partial programmatic potential)
15	Linwood Avenue Bike Facilities	From Sapp Road to G Street
16	New Pathway to Black Hills High School	New dedicated pathway from the future Gate-Belmore Trail to Black Hills High School
17	Black Hills High School Neighborhood Connection	From Bronington Street to Black Hills High School
18	Kirsop Road Bike Facilities	From 54 th Avenue / Trosper Road to 66 th Avenue
19	66 th Avenue / 70 th Avenue Bike Lanes	From Black Lake-Belmore Road to Littlerock Road
20	93 rd Avenue Bike Lanes West of I-5	From I-5 to the western City Limits, as development occurs
21	88 th Avenue Bike Facilities	From just west of Cabot Drive to 85 th Avenue
22	Israel Road Bike Facilities	From Nikolas Street to Bonniewood Drive
23	Desoto Street Bike Lanes	From 2 nd Avenue to Emerson Street. Note that additional bike lanes in this vicinity are included as a programmatic improvement.
24	Deschutes Valley Trail	From Henderson Boulevard at Pioneer Park to Tumwater Historical Park
25	Gate to Mottman Trail	Conversion of the old Gate-Belmore rail corridor to a trail between Gate and Mottman. Note that conversion of this rail corridor to a trail south of 66 th is in the works, led by Thurston County.

Table 9 Stand-alone Bike projects Continued

Programmatic Bike Improvements (low cost projects that can generally be completed within the existing right-of-way)		
ID	Project	Description
P1	Troster Road Bike Facilities	From Lake Park Drive to Rural Road
P2	Center Street Bike Facilities	From Tumwater Boulevard to 83rd Avenue
P3	Trails End Road Bike Facilities	From Henderson Boulevard to 79th Avenue and then to Old Highway 99
P4	Lake Park Drive Bike Facilities	From Linwood Avenue to Troster Road
P5	Vista Loop Bike Facilities	From Crosby Boulevard to Barnes Boulevard
P6	12th Avenue / Vista Loop Bike Facilities	From Barnes Road to Irving Street
P7	Somerset Hill Road Bike Facilities	From R.W. Johnson Boulevard to Crosby Boulevard
P8	Miner Drive Bike Facilities	From Kirsop Road to Littlerock Road
P9	South Street / Hoadly / Pifer Road Bike Facilities	From North Street to South Street. Note that some segments of this fall within the City of Olympia.
P10	Lee Street / Boston Avenue / Hazelhurst Bike Facilities	From Capitol Boulevard to Elm Street
P11	Dennis Street Bike Facilities	From Linderson Way to Capitol Boulevard, and from Capitol Boulevard to Elm Street
P12	Bates Street / 7th Avenue Bike Facilities	From 2nd Avenue to Irving Street
P13	Desoto / 4th / Ferry / Irving Street Bike Facilities	From 2nd Avenue to Crosby and 3rd Avenue
P14	Shared Bike Streets	Upgrade as necessary and sign with 'sharrows' the key shared bike streets identified in the Brewery District plan to provide good connections between adjacent neighborhoods and the stores and services in the District. (Programmatic potential)
P15	Shared-use Path from Linderson Way to Southgate Shopping Center	New non-motorized connection linking the neighborhood in the vicinity of Gerth Street to the Southgate Shopping Center. Potentially can be incorporated into the 6th Avenue Extension design. (Programmatic potential)
P16	X Street Shared Bike Streets	Upgrade as necessary and sign with 'sharrows' X Street, from Elm Street to 7th Ave. (Programmatic potential)

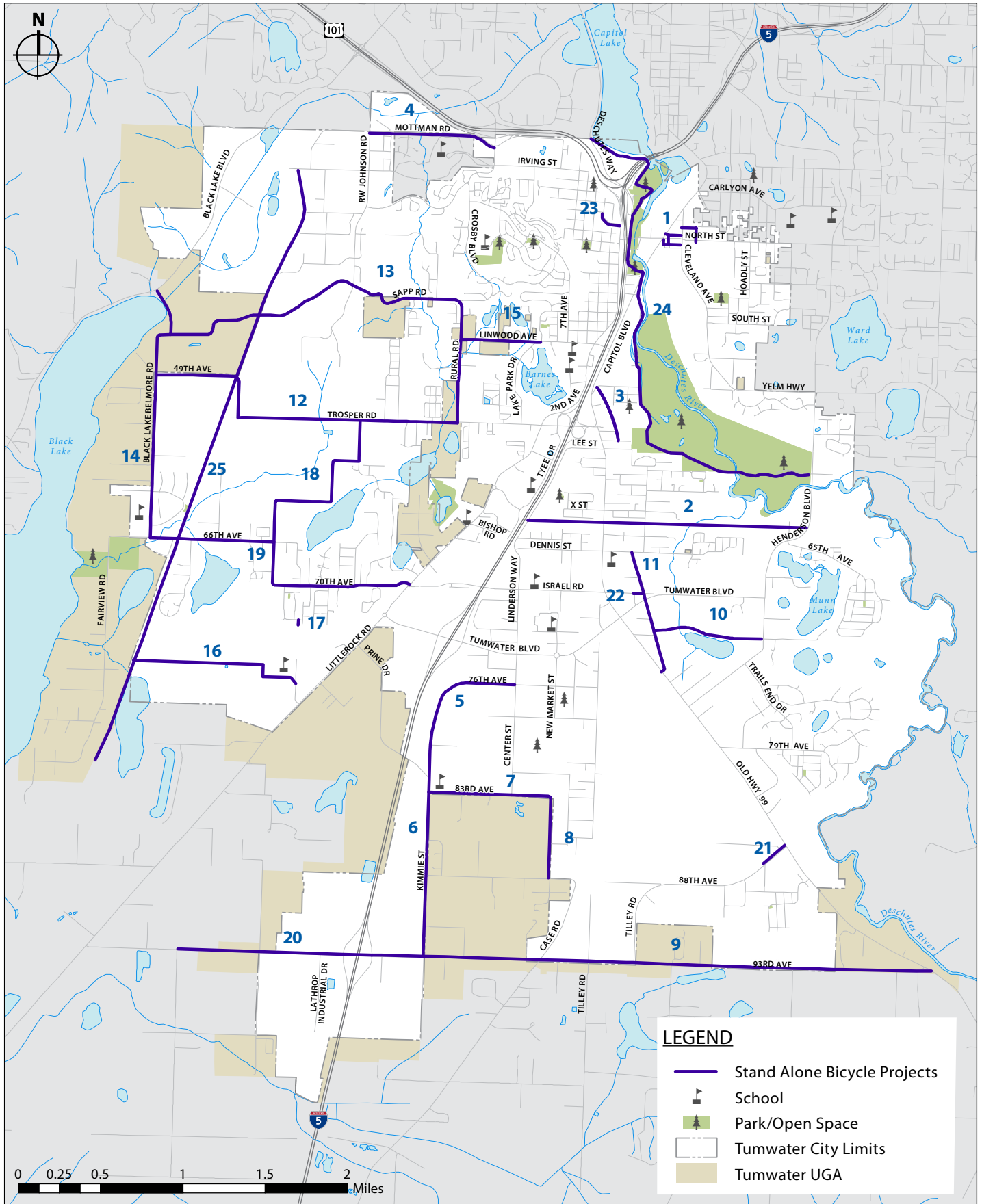
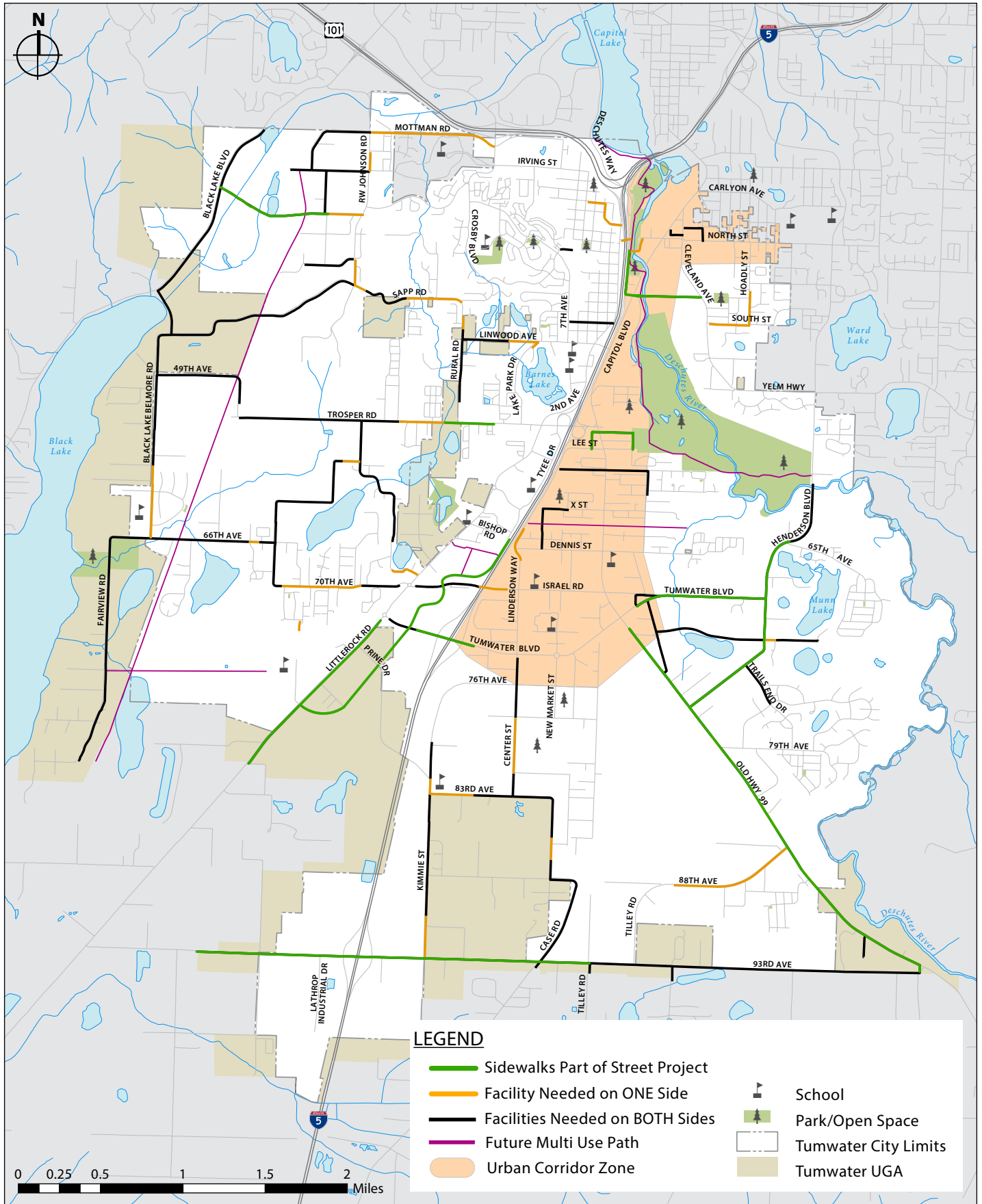


Table 10 Stand-alone Pedestrian Projects

ID	Project	Description
1	Public Alleyway Non-motorized Network	Improve alleyways within the Brewery District “triangle” to provide comfortable, attractive connections for cyclists and pedestrians that also enhance activities on the ground floors of adjacent buildings and increase access to transit.
2	Improved Sidewalks in Brewery District	Upgrade existing sidewalks (in addition to those being reconstructed as part of street projects) to improve access and circulation throughout the District, including well marked and designed pedestrian crossings at key locations.
3	Cleveland Avenue Retrofit	Retrofit Cleveland Avenue between Custer Way and Capitol Boulevard to be more pedestrian oriented.
4	Pedestrian Crossings at New Transit Station	When the Tumwater Square Transit Station is relocated to Capitol Boulevard establish new pedestrian crossings in the vicinity of the Station, incorporating high visibility flashers and other treatments to ensure safe pedestrian access.
5	New Pedestrian Connection from Linderson Way to Elm Street, in vicinity of T Street	Pedestrian facilities offering a direct route between Linderson Way and Elm Street with a crossing at Capitol Way. Preferred route roughly aligns with T Street and Pinehurst Drive.
6	Elm Street Sidewalks	Completion of sidewalk facilities on Elm Street between Pinehurst and W Street.
7	Shared-use Path Along BPA Alignment	Establish a new shared-use pathway running through the east-west BPA alignment that crosses Capitol Boulevard and connecting to Linderson Way.
8	Capitol Boulevard at U Street Pedestrian Improvement	Create a safe pedestrian crossing opportunity on Capitol Boulevard at U Street incorporating a refuge island and rectangular rapid flashing beacons.
9	North-South Pedestrian Connection between X Street and Dennis Street	Create a new pedestrian / non-motorized connection through the future shared-use pathway on the BPA alignment to connect X Street and Dennis Street in the vicinity of Tumwater High School.
10	Enhanced Access at I-5 Overcrossing	Upgrade pedestrian and cyclist access to the non-motorized crossing of I-5 near Dennis Street.
11	Pedestrian Improvements and Traffic Calming	Various locations throughout the city. Intent is to create a safer and more inviting pedestrian environment by improving crossing opportunities on busy streets and by installing traffic calming devices that slow vehicles in high pedestrian areas. Specific projects developed as a part of the six-year Transportation Improvement Program (TIP) process.
12	Safe Routes to School Projects	Pedestrian facility upgrades in the vicinity of Peter G. Schmidt and Michael T. Simmons schools to promote walking to and from school. Project details developed as a part of the six-year TIP process.
13	Mottman Road Sidewalk and Bike Lane Improvements	Install sidewalk on the north side of Mottman Road from the vicinity of Crosby Boulevard to R.W. Johnson Boulevard. Note that sidewalks and bike lanes will be added to both sides of Mottman between Mottman Court and R.W. Johnson Boulevard during a pavement resurfacing project.



MOTORIZED PROJECTS

Motorized projects include street projects – widenings and new connections, primarily – and intersection projects. Tables on the next few pages identify projects needed between now and 2040 to meet adopted levels of service and achieve City objectives. Table 11 identifies roadway projects; Table 12 identifies intersection projects. A map of proposed projects is shown in Figure 22. Note that all street projects include appropriate non-motorized facilities according to City design standards.

TABLE 11: PROPOSED 2040 STREET PROJECTS W/ BIKE LANES AND SIDEWALKS**PROPOSED 2040 STREET PROJECTS w/ Bike Lanes and Sidewalks as Appropriate Based on Street Standards and Design Guidelines**

	Street	Extents	Existing Conditions	Proposed Improvement	Notes
R1	Littlerock Road	Tumwater Blvd to Western City Limits	2 lanes, no bike lanes or sidewalks	Widen to 3 lane	Projected volume is approaching need for a 4/5 lane section. Monitor road as development occurs; all building construction should be set back to accommodate 5 lanes.
R2	Tyee Drive	Bishop Rd to Israel Rd	No road	New 3 lane extension with RAB at Israel Rd	This project is currently being designed.
R3	Tyee Drive	Israel Rd to Tumwater Blvd	No road	Construct 5 lane extension, including intersection improvements at Tumwater Blvd	Reassess need for a 5 lane section as the surrounding properties are developed
R4	Tyee Drive	Tumwater Blvd to Prine Dr	No road	Construct 5 lane extension, including intersection improvements at Prine Dr	Reassess need for a 5 lane section as the surrounding properties are developed
R5	Tyee Drive	Prine Dr to Littlerock Rd	No road	Construct 3 lane extension, including intersection improvements at Littlerock Rd	Reassess need for TWLTL as the surrounding properties are developed
R6	Trosper Road	Lake Park Dr to Rural Rd	2 lanes, on-street parking, partial bike lane, sidewalks	Repurpose asphalt to provide 3 travel lanes and bike lanes	
R7	Tumwater Blvd	Capitol Blvd to Henderson Blvd	2 lanes, wide shoulders and no bike lanes or sidewalks	Widen to 3 lanes, including intersection at Bonniewood Dr	
R8	Tumwater Blvd	I-5 Interchange	Currently 3 lane bridge	RAB Intersection control and wider bridge	Note: This is a WSDOT project
R9	Tumwater Blvd	I-5 SB Ramps to Tyee	3 lanes, no bike or sidewalks	Widen to 5 lanes	
R10	E Street	Capitol Blvd to Cleveland Ave	No road	Construct 4 lane extension across Tumwater Valley, incl: E St & Cleveland Ave intersections	This project will also provide access to properties on the valley floor.
R11	Old Highway 99	Tumwater Blvd to 73rd Av	2 lanes, no bike or sidewalks	Widen to 5 lanes	This project is already funded
R12	Old Highway 99	73rd Ave to 88th Ave	2 lanes, no bike lanes or sidewalks	Widen to 5 lanes, including intersection improvements at Bonniewood Dr, Henderson Blvd and 88th Ave	This widening will include the construction of RAB's at Henderson Blvd and 88th Ave
R13	Old Highway 99	88th Ave to 93rd Ave	2 lanes, no bike lanes or sidewalks	Widen to 3 lanes	Projected volume is approaching need for a 5 lane section. Widening Old Hwy 99 would not provide meaningful benefit unless continues south beyond city Limits. This road should be monitored as development occurs.
R14	Henderson Boulevard	Tumwater Blvd to 65th Ave	2 lanes, no bike lanes or sidewalks	Widen to 3 lanes	Construct left-turn lanes where needed, consider TWLTL or median for remaining sections
R15	Henderson Boulevard	Tumwater Blvd to Old Hwy 99	2 lanes, no bike lanes or sidewalks	Widen to 3 lanes	Construct left-turn lanes where needed, consider TWLTL or median for remaining sections
R16	32nd Street	Ferguson St to Black Lake Blvd	3 lanes with sidewalks, no bike lanes	Construct 3 lane extension, including intersection at Black Lake Blvd	This roadway project will be development driven
R17	70th Avenue Extension	Kirsop Rd to 73rd/66th Connector	2 lanes with partial sidewalks and no bike lanes	Construct 3 lane extension, including intersection improvements at Kirsop Rd	This roadway project will be development driven
R18	73rd Avenue	Prine Dr Ext to 73rd/66th Connector	No road	Construct 3 lane road	This roadway project will be development driven. Need for 3 rd lane will be assessed during design
R19	Prine Drive	Tyee Rd to 73rd Ave	2 lanes, no bike lanes or sidewalks	Widen to 3 lanes between Tyee Rd & Tumwater Blvd. Construct 3 lane extension, including intersection improvements at Tumwater Blvd	This roadway project will be development driven.
R20	93rd Avenue	Lathrop Industrial Dr to I-5 SB Ramps	2 lanes, no bike lanes or sidewalks	Widen to 5 lanes, including intersection improvements at Lathrop Rd	5 lane section to accommodate commercial properties on both sides of 93 rd Ave. Additional lanes will add/drop at Lathrop Industrial Dr and SB ramps (until project R24)

PROPOSED 2040 STREET PROJECTS w/ Bike Lanes and Sidewalks as Appropriate Based on Street Standards and Design Guidelines

	Street	Extents	Existing Conditions	Proposed Improvement	Notes
R21	SR 121 (93rd Avenue)	I-5 NB Ramps to Kimmie St	2 lanes, partial bike lanes and sidewalks	Widen to 5 lanes, including intersection improvements at Kimmie St	5 lane section to accommodate commercial properties on both sides of 93 rd Ave. Additional lanes will add/drop at Kimmie St and NB ramps (until project R24)
R22	SR 121 (93rd Avenue)	Kimmie St to Tilley Rd (South)	2 lanes, no bike lanes or sidewalks	Widen to 3 lanes	New development setback for a 5 lane corridor allows for widening long term; 2040 volumes may exceed 3 lanes
R23	SR 121 (93rd Avenue)	Lathrop Industrial Dr to Western City Limits	2 lanes, partial bike lanes and sidewalks	Widen to 3 lanes	
R24	SR 121 (93rd Avenue)	I-5 Interchange	Currently 2 lane bridge	Widen bridge to 5 lanes	This will become a WSDOT project
R25	6th Ave	T St to Lee St	No road	Construct 3 lane roadway as part of Trosper Rd interchange improvements	The connection of this roadway to Trosper Road is included in the Trosper Interchange project
R26	Custer Way	Boston St to Cleveland Ave	4 lanes with sidewalk, no bike lanes	Reduce to 3 lanes, install bike lane EB	This project is dependent on construction of intersection projects I2, I4, I6, I7 and I8
R27	Capitol Boulevard	E St to Cleveland Ave	5 lanes with sidewalk, no bike lanes	Reduce to 3 lanes, install bike lanes	Requires construction of intersection projects I2, I4, I6, I7, I8
R28	Capitol Boulevard	Cleveland Ave to Carlyon Ave	5 lanes with sidewalk, no bike lanes	Reduce to 4 lanes, install bike lanes	Requires construction of intersection projects I2, I4, I6, I7, I8
R29	Capitol Boulevard	Israel Rd to M St	5 lanes with sidewalks, no bike lanes	Reduce to 4 lanes, install bike lanes and curbed median	Requires construction of intersection projects I5, I6, I7, I8
R30	New North/South St	Lee St to Trosper Rd	No road	Construct 2 lane road with sidewalks, bike lanes	
R31	Odegard Road	Littlerock Rd to Tyee Dr	2 lanes, no bike lanes or sidewalks	Construct 2 lane road with on-street parking	
R32	Bishop Road	Littlerock Rd to Tyee Dr	2 lanes, no bike lanes or sidewalks	Construct 2 lane road with on-street parking	
R33	73rd/66th Connector	66th Ave to 73rd Ave	No road	Construct 3 lane roadway	This roadway project will be development driven
R34	New Market Street	Tumwater Blvd to Israel Rd	2 lanes, no bike lanes or sidewalks	Construct 2 lane road with on-street parking	
R35	Town Center Connector	Tumwater Blvd to Israel Rd	No road	Construct 2 lane road with on-street parking	
R36	72nd Avenue	Cleanwater Dr to Linderson Way	Site Access	Construct 2 lane extension	
R37	Dolman Property	South of 73rd Ave	No roads	Construct road system as development occurs	This roadway project will be development driven
R38	Trosper Road Interchange	NB Ramps	Currently accesses Trosper Road	Reroute NB ramps to Ruby St at 6 th Ave with new RAB. Existing WB to NB slip ramp (Trosper to I-5) remains. Includes upgrade of NB ramps	This project came out of a follow up to the Capitol Blvd Corridor Plan to address the Trosper Rd/Capitol Blvd intersection
R39	Deschutes Way	E St to US 101 WB On-Ramp	2 lanes, on street parking and sidewalk, no bike lanes	Undetermined	The specific improvement for this roadway will be determined in the E Street Extension project
R40	M Street Connection	M Street to Tumwater Valley Drive	No street	Construct 2 lane connection	
R41	Lambskin St Connection	Lambskin St to Sapp Rd	No street	Construct 2 lane connection	Developer funded

TABLE 12: PROPOSED 2040 INTERSECTION PROJECTS W/ PEDESTRIAN CROSSINGS AND ADA UPGRADES WHERE APPROPRIATE

PROPOSED 2040 INTERSECTION PROJECTS w/ Pedestrian Crossing and ADA Upgrades as Warranted				
ID	Cross Streets	2015 Condition	Proposed Improvement	Notes
I1	Black Lake Belmore at Black Lake Blvd	TWSC	Install RAB	
I2	Capitol Blvd at Carlyon Ave	Signal	Install RAB	
I3	2nd Ave at Custer Way	Signal	Restripe SB through lane to be a shared through-left-turn lane	This improvement will provide improved lane utilization at the 2 nd Ave at US 101/I-5 Off-ramps intersection
I4	Boston St at Custer Way	TWSC	Install RAB	
I5	Deschutes Way at Boston St	AWSC	Install Traffic Signal	
I6	Capitol Blvd at Cleveland Ave	TWSC	Install RAB	
I7	Capitol Blvd at Custer Way	Signal	Install RAB	
I8	Cleveland Ave at Custer Way/North St	Signal	Install RAB	
I9	Linwood Ave at 2nd Ave	AWSC	Install RAB	
I10	Capitol Blvd at Linwood Ave	Signal	Install RAB	This improvement is to facilitate access along Capitol Blvd as median treatment is installed as part of the Capitol Blvd Corridor Plan. It is not a capacity improvement
I11	Henderson Ave at Yelm Hwy	Signal	Construct a 2nd WB to SB left-turn lane	Construction of a 2 lane roundabout would also improve the traffic signal operations to LOS D. Both of these potential improvements present ROW challenges
I12	Trospen Rd at Rural Rd	TWSC	Construct EB left-turn lane and TWLTL east of Rural, allowing SB lefts to perform two-stage movements	These improvements could be constructed without repurposing the existing ROW along Trospen Rd to Lake Park Dr
I13	Trospen Rd at 2nd Ave/Littlerock Rd	Signal	Install RAB	Construction of a RAB will have ROW impacts. Without improvement intersection is expected to operate at LOS E with congestion along 2 nd Ave and Littlerock Rd
I14	Trospen Rd at Tyee Dr/SB I-5 Ramps	Signal	Install RAB	Construction of a RAB will have ROW impacts. Without improvement intersection is expected to operate at LOS F with congestion along Tyee Dr, SB I-5 Ramps and Trospen Rd
I15	Trospen Rd at Capitol Blvd	Signal	Install RAB	
I16	T St at Capitol Blvd	TWSC	Install RAB	

PROPOSED 2040 INTERSECTION PROJECTS w/ Pedestrian Crossings and ADA Upgrades as Warranted

ID	Cross Streets	2015 Condition	Proposed Improvement	Notes
I17	X St at Capitol Blvd	Signal	Install RAB	
I18	Dennis St at Capitol Blvd	Signal	Install RAB	
I19	Old Hwy 99 at 79th Ave	TWSC	Install RAB	
I20	93rd Ave at I-5 NB Ramps	TWSC	Install Traffic Signal	
I21	93rd Ave at Kimmie St	TWSC	Install Traffic Signal	Current development mitigation plans call for a traffic signal here.
I22	93rd Ave at Case Rd	AWSC	Install RAB	
I23	93rd Ave at Tilley Rd (south)	AWSC	Install RAB	Construction of a RAB would be necessary should median control along 93rd Ave be implemented between Case Rd and Tilley Rd
I24	93rd Ave at Tilley Rd (north)	TWSC	Install RAB	
I25	93rd Ave at Old Hwy 99	TWSC	Install RAB	As traffic along Old Hwy 99 grows, acceleration lanes will not be sufficient to accommodate traffic on 93 rd Ave

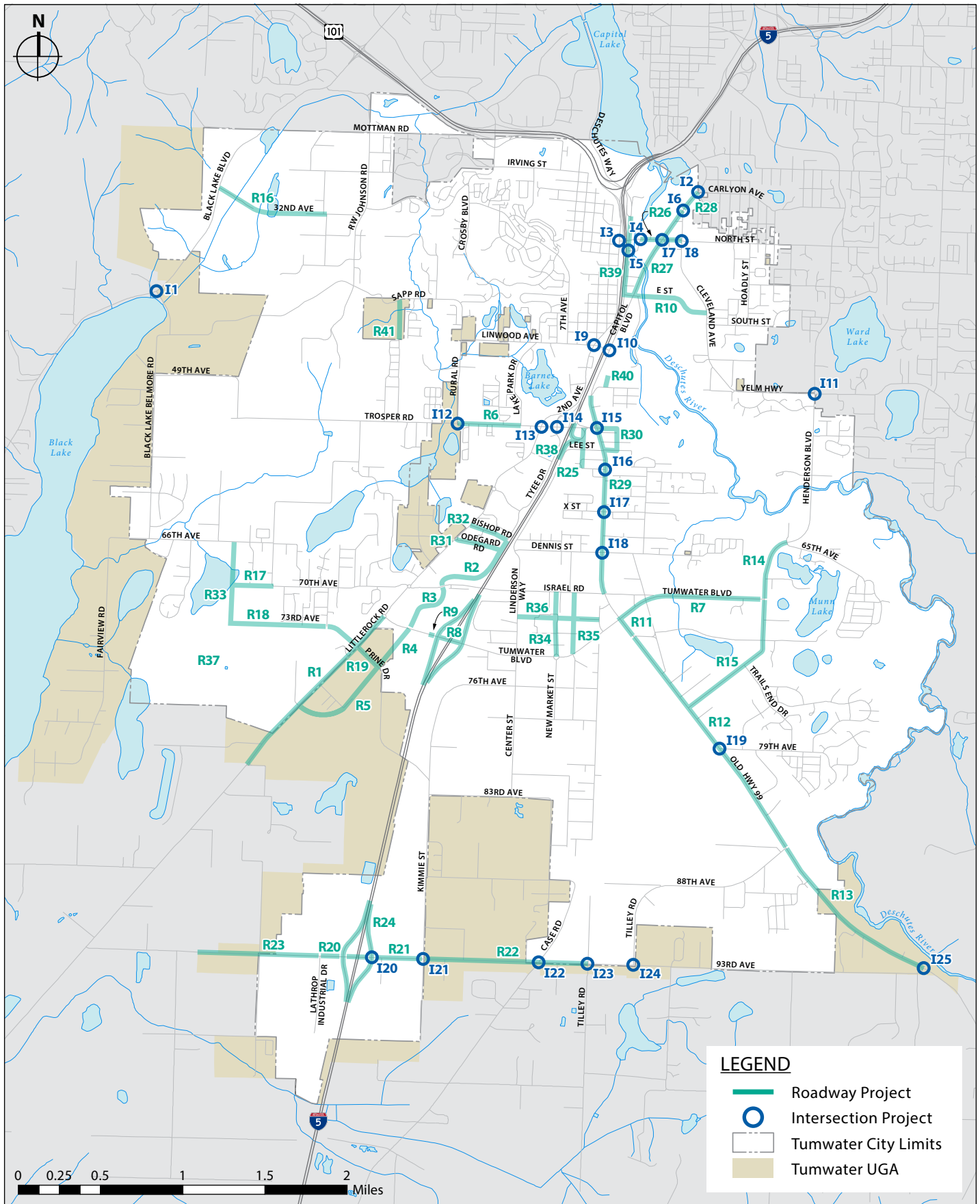
Abbreviations used in the 2040 street and intersection projects tables:

TWLTL Two-way left turn lane

RAB Roundabout

TWSC Two-way stop controlled intersection

AWSC All-way stop controlled intersection





Transportation
Master Plan

CHAPTER 12

FUNDING

FUNDING ANALYSIS

Tumwater must demonstrate that it has the financial resources to accomplish recommended actions in this plan. If the City is unlikely to be able to afford the projects necessary to maintain its levels of service as it grows then either additional revenues must be generated, LOS standards need to be revised, future land use patterns need to be reevaluated, or some combination of these actions. It is important that the City's plan be reasonably achievable.



A funding analysis looks at two basic things – revenues and expenditures. This section summarizes key considerations for each and then concludes by demonstrating that the recommendations in this plan are achievable though additional resources may be needed in the outside years of this planning horizon.

REVENUES

City revenues for transportation typically fall into three buckets: local revenues, state revenues, and federal revenues.

Local revenues are the ones over which the City has the greatest control and discretion. They come from a variety of different sources – utility tax, Real Estate Excise Tax, impact fees and other developer mitigations, and most recently, from a 2/10 of one percent retail sales tax approved by Tumwater voters to fund a Transportation Benefit District. All of those revenues are directed to capital projects except for Transportation Benefit District (TBD) revenue which is strictly limited to preservation. In addition, transportation receives revenue annually from the City's General Fund during the general budget process, and which is directed to maintenance and operations.

State revenues come primarily from the state gas tax, in two forms. Tumwater receives an annual direct distribution from the state gas tax that is earmarked for cities. The City also receives state grants that are funded by the state gas tax, either from WSDOT or more commonly, from the Transportation

Improvement Board. Grant revenue is project specific and depending on the nature of the grant program, can be for capital or operations.

Federal revenues, which are derived primarily from the federal gas tax, come from grants administered by Thurston Regional Planning Council and occasionally from WSDOT. These funds are typically applied to capital projects or larger preservation projects.

State and federal grants are unpredictable. An entity other than the City determines funding priorities in any particular year and decides which projects will be funded. Tumwater competes with other communities for scarce resources. This makes it difficult for Tumwater to establish a reliable, priority-based funding strategy



The forecast assumes that the City's actual transportation operating expenditures funded with General Fund revenues are an appropriate surrogate for estimating revenues available for operations. Revenues available for capital projects are identified specifically in the capital facilities plan. Transportation benefit district revenues are derived from city sales tax forecasts. This forecast assumes TBD revenue is reapproved in 2025, when the current tax expires.

The revenue forecast assumes a 4.16% average annual rate of change in General Fund revenues available for operations, based on the 2009-2015 rate of change in constant 2015 dollars. Forecasted revenues for capital projects are based on assumptions of 4.67% average annual rate of change for the utility tax, a 6.11% average annual rate of change for the direct distribution state gas tax, and a 3.00% average annual rate of change for real estate excise tax, all in constant 2015 dollars. Grant revenues are volatile; an average annual amount of \$2.7 million was assumed, increasing to \$3 million by 2022 and to \$3.3 million by 2030. In reality, grants received will be higher in some years and lower in others. Impact fee revenues available for projects were assumed to be \$600,000 per year for the forecast period. Miscellaneous revenues were assumed to be a flat \$1.3 million per year; as with grants, some years will be

higher and others lower. TBD revenues were forecasted to grow at an average annual rate of 2% per year.

EXPENDITURES

City expenditures for transportation typically fall into two broad categories: capital expenditures and operating expenditures. Programs like preservation – which includes overlays, chip seal, fog seal, and other techniques – maintenance, signal timing, engineering, and striping are considered operating expenditures. Construction projects resulting in new or expanded infrastructure – streets, sidewalks, intersections – are considered capital expenditures. It can also include major reconstruction that significantly extends the life of these facilities.

The expenditure forecast assumes that operations expenditures will not exceed operations revenue, and that the additional preservation to be funded by the TBD will be commensurate with the available revenue. That leaves capital project costs to forecast.

Planning level estimates were made for each project in constant 2015 dollars. Professional judgment was used to estimate which projects would likely be wholly funded by developers as a condition of development entailing no direct costs to the city. This amounted to about \$60 million in projects assumed to be developer-funded over the forecast period. Several projects will be WSDOT projects but are included to demonstrate projects needed to address future deficiencies. These are illustrative since they are not yet included on a WSDOT project list. These projects totaled about \$43 million in costs, which are not included in the following table.

Between now and 2040 Tumwater may need to address other system needs that are not included in this forecast. This includes such things as stormwater retrofits, the upgrade of facilities annexed into the City and which do not meet adopted urban street standards, and potentially raising the elevation of some streets in the Salmon Creek basin. As those projects are defined and costs established they will be included in future updates of the Transportation Master Plan and Capital Facilities Plan.

FINANCIAL SUMMARY

Following is a summary of revenues and expenditures associated with the transportation recommendations included in this Transportation Master Plan. Revenues and expenditures are in constant 2015 dollars.

TABLE 13: REVENUE AND EXPENDITURE FORECAST SUMMARY, 2016-2040

Revenue (in \$1,000s) by Functional Area

Time Period	Capital	Operations	TBD Revenue (additional maintenance)	Total
2016-2026	\$ 65,645	\$ 18,433	\$ 10,538	\$ 94,616
2027-2040	\$ 104,504	\$ 30,338	\$ 17,200	\$152,042
2016-2040	\$170,149	\$ 48,771	\$ 27,738	\$246,658

Expenditures (in \$1,000s) by Functional Area

Time Period	Capital	Operations	Additional Maintenance (TBD-funded)	Total
2016-2026	\$ 89,036	\$ 18,024	\$ 10,538	\$117,598
2027-2040	\$141,742	\$ 28,209	\$ 17,200	\$187,151
2016-2040	\$230,778	\$ 46,233	\$ 27,738	\$304,749

This is a long-range plan; it is possible some projects will not be needed in this planning horizon and so total costs may be lower. If not, projected capital expenditures exceed projected revenues for capital projects by about \$58 million. The Growth Management Act requires a discussion of how this gap will be closed if a deficit exists.

- Depending on what happens with the local, state, and national economies over the next 20+ years it may be necessary to identify additional revenues in the outside years of this forecast to accomplish some projects. These may come in the form of singularly large grants or appropriations, or some other new grant programs such as may be established in the future by TRPC or WSDOT utilizing newly appropriated revenues.
- Conversely, depending on what happens with the local, state, and national economics over the next couple of decades Tumwater's revenue growth may

exceed what is projected, which would lessen or eliminate the difference. One example of this is the new Toyota dealership relocating from Olympia to Tumwater. This is the region's largest auto dealership. Retail sales tax revenues from this new business is not included in any of these forecasts.

- Impact fee estimates used in this forecast are based on the current Transportation Impact Fee ordinance. Tumwater will update that ordinance after this plan is adopted, based on the new project list. This can result in additional revenues targeted towards capacity-related projects.
- In addition to impact fees, Tumwater can and does require development mitigation projects where appropriate. These are transportation improvements the City requires as a condition for development approval. Several projects on the City's long-range list will likely qualify as developer-funded mitigation projects.
- Tumwater may also choose to finance future projects. This forecast makes no assumptions about financing tools though several projects on Tumwater's list are good candidates for a Local Improvement District (LID), a late-comers agreement, or General Obligation bonds. Financing tools like an LID or a late-comers agreement generate new project revenues while General Obligation bonds provide financing at the front end that is paid off over time, in part by new residents and businesses in the area that benefit from these projects. Bonds incur additional debt service costs.
- Tumwater may also choose to adopt a more congestion-tolerant urban LOS commensurate with its maturation as a city, thereby reducing the number of congestion-related projects on the list. This might entail establishing LOS E as the standard not just on Capitol Way / Capitol Boulevard but on other arterials as well. It can also entail application of the multimodal LOS being introduced with this plan as a concurrency tool used to achieve adopted land use visions. By 2025 or 2030 it is conceivable that larger parts of the city will be more urban in character where

higher levels of congestion are tolerated and where greater emphasis on pedestrian and bike mobility combined with transit service is the preferred means of addressing LOS deficiencies.

- Finally, Tumwater will continue to work towards greater investment in infill and redevelopment of its key corridors as a strategy for addressing future congestion. That is because growth located on these key corridors generates greater opportunity for walking, biking, and transit – opportunities that are minimal or non-existent when growth locates on the outer fringes of the city and in its more rural areas. While it may seem counter-intuitive, attracting more mixed-use, compact development on key corridors is an effective strategy for addressing funding gaps between likely revenues and expensive street widening projects.

This forecast will be updated periodically between now and 2040, during which the underlying assumptions will be revisited and revised as warranted.



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Transportation
Master Plan

CHAPTER 13

OPPORTUNITIES & NEEDS

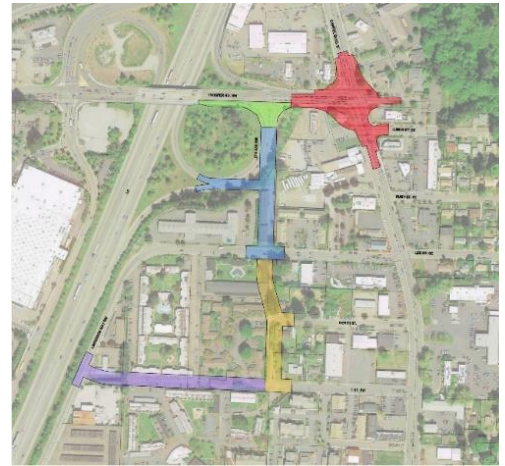
STRATEGIC OPPORTUNITIES AND NEEDS

Developing the long-range Transportation Master Plan provides an opportunity to inject emerging local initiatives into the long-range planning framework. These are areas identified for follow-up that build on previous work and help the City achieve its broader strategic objectives. They also help support objectives of the City's Strategic Plan, particularly those associated with Strategic Priorities A- C:

Strategic Priority A: Aggressively pursue targeted community development opportunities (including the Brewery District and the Capitol Boulevard Corridor).

Strategic Priority B: Build a community recognized for quality (including sufficient facility maintenance).

Strategic Priority C: Create and maintain a transportation system for all modes of travel (including system maintenance, transformation of Capitol Boulevard, and design and construction of the E Street Connection).



Following are some notable local initiatives that will shape the City's transportation work program over the next few years.

SUB-AREA PLAN IMPLEMENTATION

Tumwater is implementing recommendations first identified by the Urban Corridors Task Force and later realized in its two seminal sub-area plans related to urban corridors, the Brewery District Plan and the Capitol Boulevard Corridor Plan. Each of those sub-area plans have moved into the implementation phase; work will continue to progress on both over the next several years.

BREWERY DISTRICT

Tumwater and Intercity Transit are partnering on a redesign of the existing Tumwater Square Transit Station to make better use of the right-of-way while enhancing pedestrian access and safety, and overall efficiency of Cleveland Street in the vicinity of the Safeway store. Concurrent with that 2016 work is the analysis and preliminary design of the new E Street Connection

that will divert a significant amount of through-traffic out of the Brewery District neighborhood itself. The City's website has current information on the status of projects and next steps in the implementation of Brewery District plan recommendations.

CAPITOL BOULEVARD CORRIDOR

Design and engineering for projects identified in the corridor plan are underway. Engineering and design of improvements at the Trosper Road / Capitol Boulevard intersection are key to determining the design for other parts of the Boulevard. Conclusion of that work will result in additional recommendations and next steps in the transformation of this old highway corridor into a vibrant, mixed-use linear urban community. See the City's website for current information on the status of existing projects and next steps.

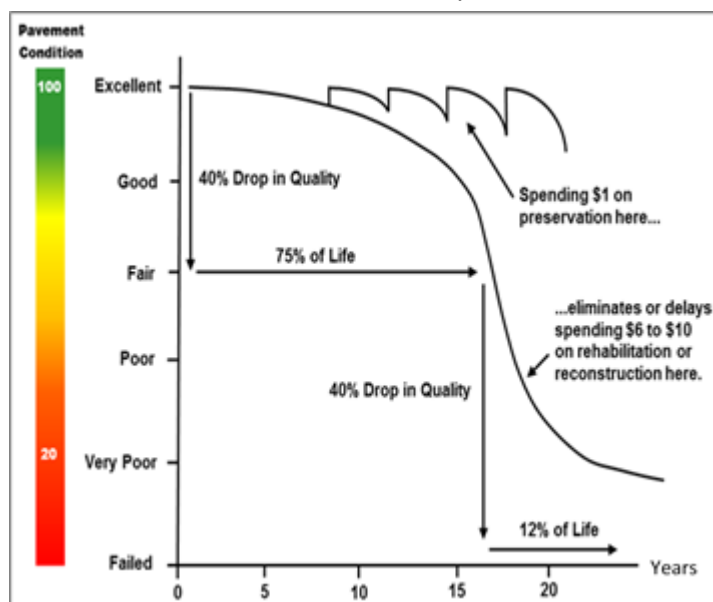
PAVEMENT MANAGEMENT PROGRAM

The City of Tumwater's transportation system is worth hundreds of millions of dollars. As with any investment, it must be maintained so that it doesn't fall into disrepair. Similar to a house that needs routine maintenance in order to avoid expensive and disruptive repairs, pavement preservation helps to keep infrastructure in good shape for the traveling public while keeping lifecycle costs as low as possible.

Even if no vehicles traveled on pavement, especially asphalt pavement, it would degrade over time. The sun's ultraviolet rays break down the structure, and freezing rain seeps into fine

cracks and enlarges them. Of course, our streets and roads are used, and this contributes to the degradation. Studded snow tires grind away at the surface, and heavy vehicles like garbage trucks and big freight trucks create ruts.

A regimen of relatively minor investments can avoid or postpone much more expensive reconstruction projects needed to restore a badly degraded facility. In fact, every dollar spent in an optimal pavement preservation



strategy saves anywhere from six to ten dollars needed to reconstruct and rehabilitate that facility later.

In 2015 Tumwater residents approved a Transportation Benefit District sales tax that is dedicated to restoring the City's streets to fair or better condition and keeping them that way at the lowest cost. A pavement management program will help the City know where to make investments to get the most out of its preservation program.

ADA TRANSITION PLAN

The 1990 Americans with Disabilities Act, or ADA, is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including jobs, schools, transportation, public places, and all private places that are open to the public. It is often regarded as one of America's most comprehensive pieces of civil rights legislation. Title II of the ADA requires state and local governments to make their programs and services accessible to people with disabilities.



All new transportation infrastructure built in Tumwater and all major infrastructure reconstruction activities result in either the addition of ADA facilities if they do not exist, or retrofitting older facilities to comply with new standards. The most common of these types of facilities are curb ramps. These are the ramps that enable someone in a wheelchair, or walking with a walker or cane, or traveling by means of a scooter to get off a sidewalk into a crosswalk and then back up onto a sidewalk on the other side of the street. There are other types of transportation facilities to consider, too, such as pedestrian crosswalk signals, parking lots, access to transit stops, and even the way construction zones are signed and barricaded.

While all new infrastructure is built to be ADA-compliant it is much more difficult retrofitting older infrastructure, especially as stand-alone projects. That is because there is no dedicated funding for this kind of work, which is often expensive and frequently entails the acquisition of right-of-way to accommodate ADA-compliant design standards. The standards change periodically, too, so that a facility brought into compliance in the early 2000s may not comply with today's standards.

The ADA legislation recognizes that Tumwater and other governments cannot afford to do a wholesale retrofit of all transportation infrastructure but it does expect the City to make progress in this regard. It expects communities to have a strategy for how it will approach this retrofit and to have a process in place to respond to specific needs as they arise.

An ADA transition plan is the tool used by communities like Tumwater to conduct a self-evaluation of transportation facilities, identify deficiencies, and then plan and budget for changes needed to increase accessibility.

Tumwater is currently developing its own ADA transition plan to help guide strategic investments. The Plan will identify and prioritize deficiencies, develop implementation strategies and include policies for collaboration and coordination with the disability community.

MULTIMODAL LOS CONCURRENCY PROGRAM

This Transportation Master Plan introduces the concept of multimodal level of service. It will result in a practical means of evaluating the adequacy of the non-motorized network with the potential for prioritizing needed investments.

To truly integrate its multimodal philosophy with its development regulations, Tumwater will explore ways of incorporating multimodalism into its concurrency program. The expectation is not that sidewalks or bike lanes or improved transit access will noticeably reduce congestion; rather, the expectation is that in select areas where regulatory policies are promoting transit-oriented, walkable, mixed-use development patterns greater benefit will be realized by a non-motorized project than a traditional street or intersection project. This is particularly true in the Brewery District and the Capitol Boulevard Corridor, where very little street widening will occur. In these areas the kind of growth envisioned will generate more bike and walk and transit trips than in other parts of the city; it is appropriate for growth in these areas to contribute towards the completion and improvement of the non-motorized network. That network is essential for the functioning of the districts.

This work program element will evaluate ways in which the existing concurrency ordinance can be modified to effectively

and defensibly incorporate stand-alone non-motorized facilities in the development review and fee collection processes. The objective is to help Tumwater put its growth-related resources where they will make the greatest impact by supporting system level needs and performance priorities, regardless of mode of travel.



PEDESTRIAN PLAN AND INVESTMENT STRATEGY

This long-range plan attempts to identify and address non-motorized facility needs. This is particularly challenging for pedestrian facilities due to the scale of the pedestrian network and the range of factors that determine the walkability of a place, not just the presence of sidewalks. A citywide Pedestrian Facilities Plan can concentrate on facility needs at an appropriate scale. It should consider not just sidewalks but also crosswalks, street trees and other amenities, and cost-effective design alternatives to enable extension of the pedestrian system as fast as possible with the resources available. Such a plan will consider things like safe walking routes to schools and parks, and access to and from transit corridors. It can take into account those neighborhoods that tend to be transit-dependent due to income or age. It can identify priority pedestrian connections between neighborhoods should be coordinated with codes governing building and site design in order to account for the increased emphasis on pedestrian orientation in certain parts of the city. While a similar planning process for bike facilities would be beneficial, it is most needed for the pedestrian system. The City may consider a standing Pedestrian–Bicycle Advisory Committee advantageous for this effort.



North Street, before and after sidewalks were added.



City of Tumwater Economic Development Plan 2019

*Achieving a Diverse, Prosperous, and
Sustainable Economy*

Adopted July 20, 2010
Amended March 19, 2013
Amended December 3, 2019

Adopted into the Tumwater Comprehensive Plan as the Economic Development Element on October 5, 2010 by Ordinance No. O2010-013. Amended by Ordinance No. O2013-002 and Ordinance No. 2019-004.

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Contents

PLANNING FOR A ROBUST ECONOMY	1
PLANNING PROCESS	1
STRATEGIC GUIDANCE	3
CITY OF TUMWATER VISION STATEMENT	3
CITY OF TUMWATER MISSION STATEMENT	3
CITY OF TUMWATER BELIEF STATEMENT	3
SUMMARY OF ANALYTIC FINDINGS	5
FISCAL BASELINE ASSESSMENT	5
Fiscal Analysis Background	7
Fiscal Analysis	8
Future Fiscal Considerations	28
ECONOMIC DEVELOPMENT PROFILE	32
Basic Demographics	32
Housing	37
Household Income	38
Employment	39
Retail Market Analysis	43
OVERVIEW OF TUMWATER'S ECONOMIC DEVELOPMENT STRATEGY	47
DIRECTION FROM THE STRATEGIC PRIORITIES AND GOALS	48
STRENGTHENING TUMWATER'S DIVERSE ECONOMY	49
IMPLEMENTATION PLANNING	50
LAND USE CHARACTERISTICS	51
SUMMARY OF PLAN GOALS AND STRATEGIES	53
HOW TO READ THIS PLAN	56
GOALS AND STRATEGIES	57
Goal #1: Establish a development climate that stimulates economic activity and desirable investment	57
TUMWATER'S DEVELOPMENT OPPORTUNITIES	62
Goal #2: Retain and support existing businesses	70

Goal #3: Grow the City's light industrial and manufacturing sectors.....	75
Goal #4: Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City's economic base	79
Goal #5: Develop the City's craft food and beverage sector.....	85
Goal #6: Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport	86
Goal #7: Solidify and advance the future of the Tumwater Town Center	88
Goal #8: Encourage economic development that strengthens the Tumwater community	93
Goal #9: Strengthen Tumwater's image and advance the community as a regional destination	100

PLANNING FOR A ROBUST ECONOMY

The City Council adopted the Economic Development Plan on April 20, 2010, amended it in 2013 to address revisions to the Littlerock Road Subarea Plan, and updated it in 2019 based on the City Council's Strategic Priorities and Goals 2019 – 2024. This Plan establishes economic development as a high priority of the City government and articulates the following desired outcomes because of proactive economic development:

- Bring enough wealth and resources into the community to create opportunities for all residents
- Provide enhanced opportunities to shop, play, visit, and work in Tumwater
- Proactively and positively guide the development that the community will receive as the region grows
- Create a diverse and sustainable tax base to support the ongoing provision of City services for all residents
- Create a quality community with vibrant and safe neighborhoods
- Use the economic development process to provide equitable opportunity in entrepreneurship regardless of race and ethnicity, class, gender, sexual orientation, ability, culture, country of origin, age, or veteran status.

PLANNING PROCESS

The Council formed the Economic Development Advisory Committee in 2007 to advance the topic of economic development by drafting an Economic Development Plan.

The EDAC began meeting in November 2007 and finalized its recommended strategies in December 2009. The result of the Committee's work, a Recommended Draft Economic Development Plan, was reviewed by the Planning Commission in early 2010, revised, and then reviewed, revised, and adopted by the City Council in July 2010.

The Plan was subsequently amended in 2013 to reflect amendments to the Littlerock Road Subarea Plan. An update of the Plan was completed in 2019 based on the City Council's Strategic Priorities and Goals 2019 – 2024. The 2019 update took into account the progress the City has made in addressing the Goals and Strategies of the 2010 Plan, including completing the Brewery District and Capitol Boulevard Corridor Subarea Plans, transferring the old Brewery Tower to the City, as well as completing Phase 1 of the Bush Prairie Habitat Conservation Plan.

The 2019 update also addressed some new initiatives that have started since the 2010 Plan was completed, such as the City's focus on branding, working in the Innovation Partnership Zone in the Craft Brewing and Distilling industry cluster, and creating opportunities for small brewing, distilling, food preparation, and personal care product preparation in the Warehouse and Craft Districts.

Important changes also occurred with annexations that almost doubled the City in size due to the annexation of both the eastern and western urban growth areas. The 2019 Plan update also addressed a fundamental change in commercial markets: the market realities of a shrinking "brick & mortar" trend and an expanding online retail sector with accompanying change in taxable revenue and the start of the shift in focus from green field development to redevelopment in the City as larger sites are built out. The update also reflected the currently booming Puget Sound economy, rising housing costs, and the City's interest in promoting brewing, distilling, and craft food industries.

Analytic Inputs to the 2010 Economic Development Planning Process

The following analytic components were considered during the creation of the City's economic development strategy in 2010.

- **Economic and Demographic Profile** – baseline information about Tumwater's demographics, economy, and market position
 - **Baseline Fiscal Analysis** – forecasts of the City's future financial position
 - **Fiscal Implications of Land Use Alternatives Memorandum** – comparison between the relative fiscal impacts of various development types for the City
 - **Comparative Retail Tax Base Composition Analysis** – illustrating the relative contributions of different industries to Tumwater and comparable cities' retail tax base
 - **Community Open House Summary** – feedback provided by community stakeholders who attended this event
 - **Stakeholder Interview Summary** – interviews with 14 community stakeholders
 - **Economic Development Preferences Survey** – a statistically significant survey of Tumwater Residents on economic development and fiscal issues
-

Analytic Inputs to the 2019 Economic Development Plan Update Process

As part of the update of this Plan in 2019, the following additional inputs were used:

- **Economic and Demographic Profile** – updated baseline information about Tumwater's demographics, housing, economy, and industries

- **Baseline Fiscal Analysis** – forecasts of the City's future financial position
-

STRATEGIC GUIDANCE

CITY OF TUMWATER 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.

CITY OF TUMWATER MISSION STATEMENT

In active partnership with our citizens, we provide courageous leadership and essential municipal services to cultivate a prosperous economy, a healthy natural environment, vibrant neighborhoods, and a supportive social fabric.

CITY OF TUMWATER BELIEF STATEMENT

We Believe in **P-E-O-P-L-E**:

People. We respect the diverse citizenry that makes up the social fabric of our community and strive to meet the needs of all citizens. We value and seek to strengthen our vibrant neighborhoods, which are cornerstones of civic life and community identity. As we pursue our goals and the long-term sustainability of the City organization, we value the contributions of our staff, support their continued personal and professional growth, and act to retain their expertise for the good of the community.

Excellence. We strive for excellence and integrity in providing City services. By providing quality services, being responsible and efficient stewards of public resources, and empowering employees to achieve excellence, we continue to build public trust and encourage civic involvement. We know that excellence does not have to come at the price of our sense of community or our small city character.

Opportunity. We seize opportunities to improve our community's social, environmental, and economic well-being. We endeavor to realize positive opportunities in adverse situations and periods of change.

Partnership. We work collaboratively with citizens, businesses, and community organizations. We also actively partner with other jurisdictions to address regional, state, and even broader issues.

Learning. We are a learning organization that tries to benefit from past experience, foresight, and innovation to seek new ways to enhance the community and improve City operations and services.

Environment. We act to preserve and enhance the natural environment and the social fabric of our community.

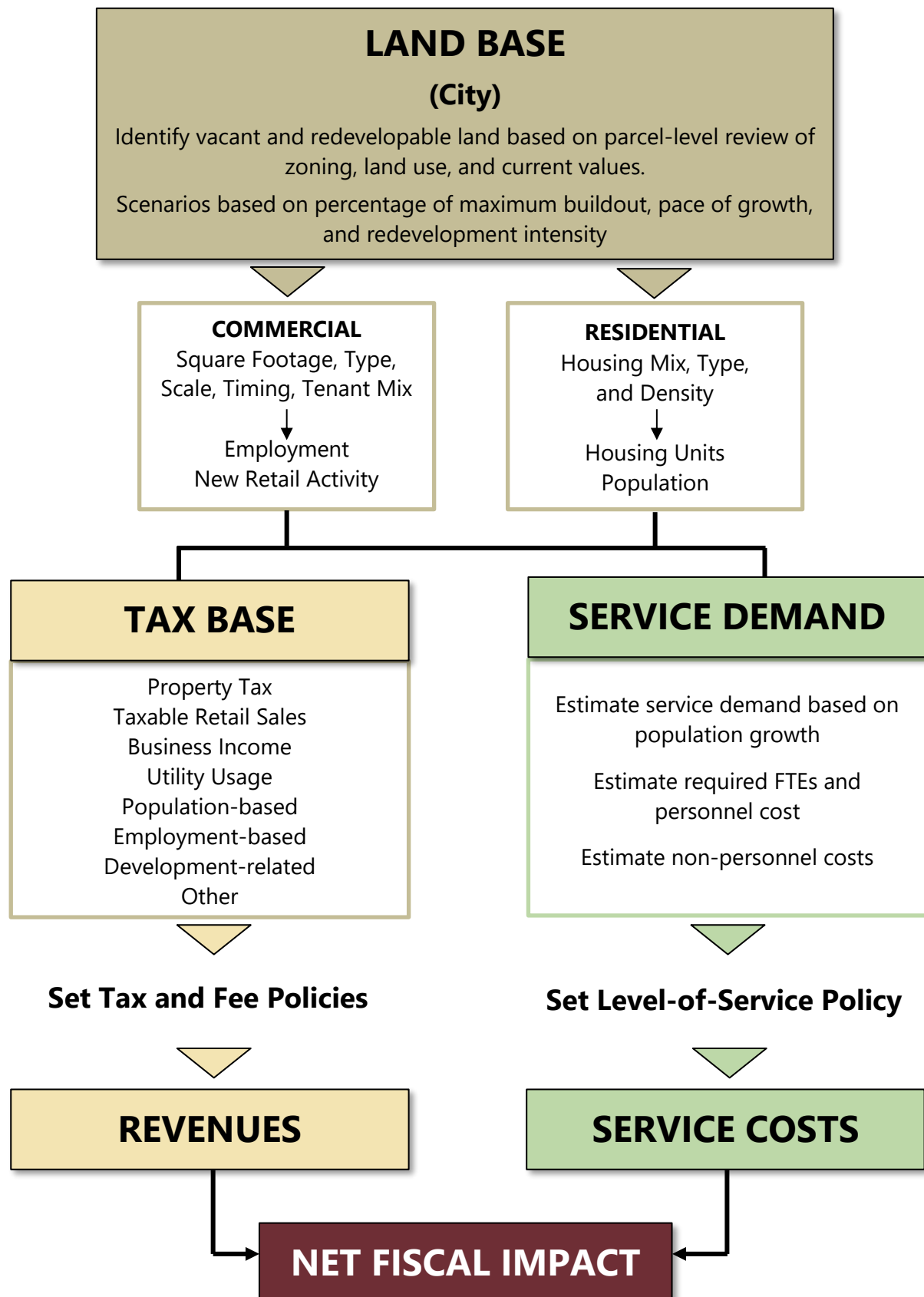
SUMMARY OF ANALYTIC FINDINGS

In creating this Plan, a broad array of analytic inputs was considered. This section presents a brief summary of key analytic findings. A comprehensive compilation of all such inputs is presented in a separate volume in this Plan's **Technical Appendix**.

FISCAL BASELINE ASSESSMENT

The City's long-term fiscal sustainability challenge is to balance land use, fiscal policies, and effective delivery of municipal services. Cities in Washington State face particular challenges in achieving fiscal sustainability given statutory limitations on property tax revenues. As shown in the diagram on the next page, factors affected by each community's land base such as population, employment, and commercial activity drive both demand for City services and the underlying tax base that provides the revenues needed to provide these services.

As a starting point for this economic development planning process, a baseline fiscal analysis was conducted in 2018 to evaluate the City's overall financial health in the coming years. The analysis examined how Tumwater has performed financially over the past decade, relative to peer cities, and the ways economic development activities have affected the City's financial vitality over the past decade. It also offered recommendations for integrating economic development and fiscal planning in the future.



Fiscal Analysis Background

2010 Fiscal Analysis Summary

The 2010 Economic Development Plan placed substantial emphasis on an agenda aimed to generate clear fiscal benefits. It is important to note that the Plan was developed from 2008 to 2010 during a significant recessionary period that showed dramatic decline in the pace of construction, property value increase, business growth, and sales tax revenue; a period that follows directly on the heels of a decade of unprecedented construction growth. The first option listed in the 2010 Plan to address tight municipal budgets was to “pursue economic development, increasing the City’s tax base through retail or employment growth.”

The Plan identified annexation as a pivotal tool both for economic development and fiscal sustainability, a strategy implemented in recent years. Analysis conducted in 2010 projected City revenues with and without annexation. Revenues were forecast by major tax and fee source. Expense projections distinguished between personnel and other operating costs.

A community survey (2008) that accompanied the Plan showed concern about the prior pace of growth, limited support for general tax increases, and a desire to use economic development as the primary tool to support services. However, there does not appear to have been any forecast of revenues and expenses with or in the absence of any specific strategic economic development program¹.

2018 Fiscal Analysis Updated Approach

The 2018 fiscal analysis included a look at the City’s-specific revenues/expenses, and a 2016 comparison to peer communities in Washington State (similar populations, revenue structures), which compared revenues and expenses for 2016 and over the last decade (2006-16), as 2018 data was not available for other cities. Comparative data for cities across Washington was available from the Washington State Auditor, Local Government Financial Reporting System (aka Budgeting Accounting and Reporting System or BARS). For comparative purposes, analysis focused on General Fund Revenues and Expenditures, which provided the most “apples-to-apples” measurement indicators. Equally important, the General Fund is the most “flexible” fund source for cities, where policy decisions can impact how much to invest in core and discretionary services.

Because each city had a different population base and resident populations have changed over the last decade; this review standardized the revenue and expense comparison by

¹ Since the adoption of 2010 Plan, the City has prepared a 5-year financial plan as preparation for the biennial budget development.

illustrating the comparative mixes of local jurisdiction revenues and expenses as a percentage of the total. While this approach sought to find the closest comparable cities, there was no ideal way to compare communities given variations in nighttime and employment population, services offered, revenue structure, and presence of special districts.

Fiscal Analysis

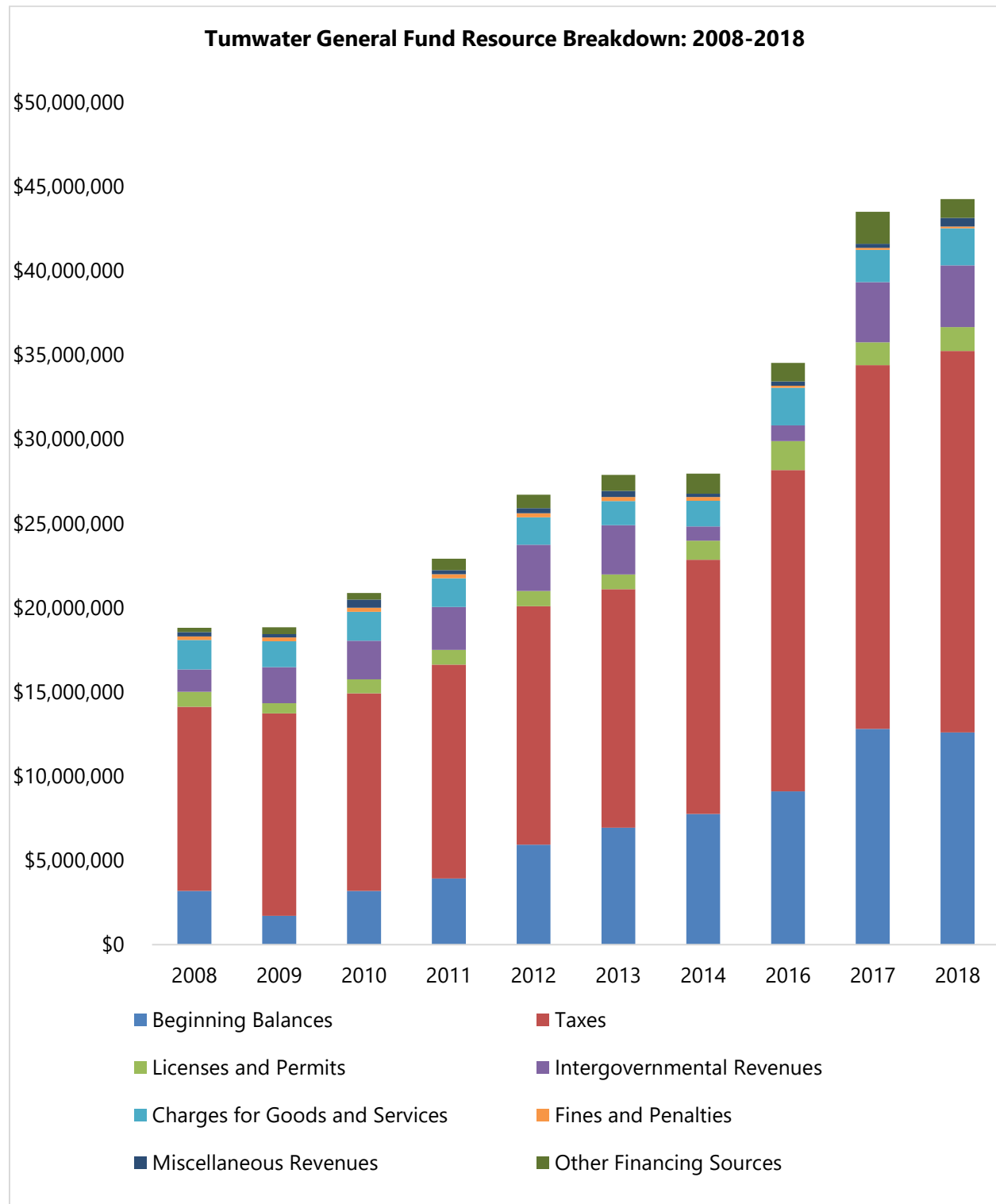
Revenues – Tumwater

Note: To normalize data for Tumwater and all peer cities, the following charts and analysis omit the years 2007 and 2015 for which data was not reported by all cities. The omissions did not significantly affect trends analysis.

As shown in the charts on the following page, the City has experienced considerable General Fund revenue growth over the past decade, with the single largest year-over-year growth occurring in 2017. Notable characteristics in this growth period included:

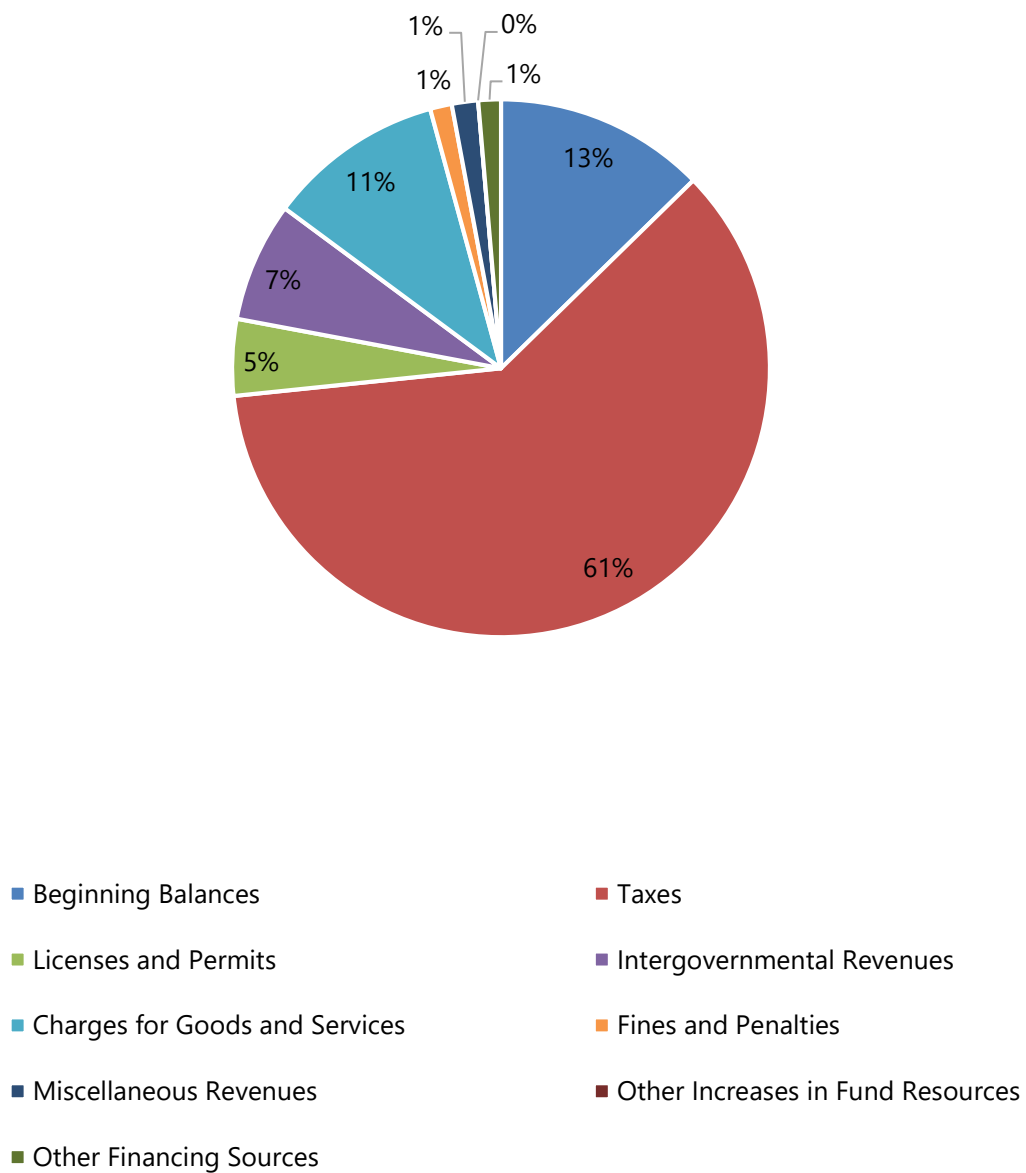
- A diversifying revenue portfolio – while taxes remain the primary general fund revenue engine, today, just 55% of the City's general fund revenue comes from taxes, compared to 61% a decade ago. Revenue growth has been strongest in "taxes" and "beginning balances." Strong beginning balances reflect a strong fiscal management and/or strong revenue growth in prior years.
- License/permit revenue has climbed steadily following the recession, albeit at a much smaller scale.
- Intergovernmental revenue climbed steadily from 2006-2012, but has dropped significantly as a total portion of revenue since.
- In 2018, total sales tax revenue for the City was \$7,216,442. Ten businesses paid 43% of the total sales tax revenue in 2018. Those ten businesses included eight retailers.
- From March 2018 to February 2019, 9% of the City's sales tax revenue came from construction sales tax.
- In 2018, the top ten consumers of City of Tumwater water represented 29% of the total water consumption.
- In 2019, the total property tax levy in the City is \$9,499,678.30. The top ten property tax payers will pay 14.15% of the levy, while the top twenty property tax payers will pay 18.6% of the levy.

- In 2018, the top ten businesses paid 47% of the total business and occupation tax.



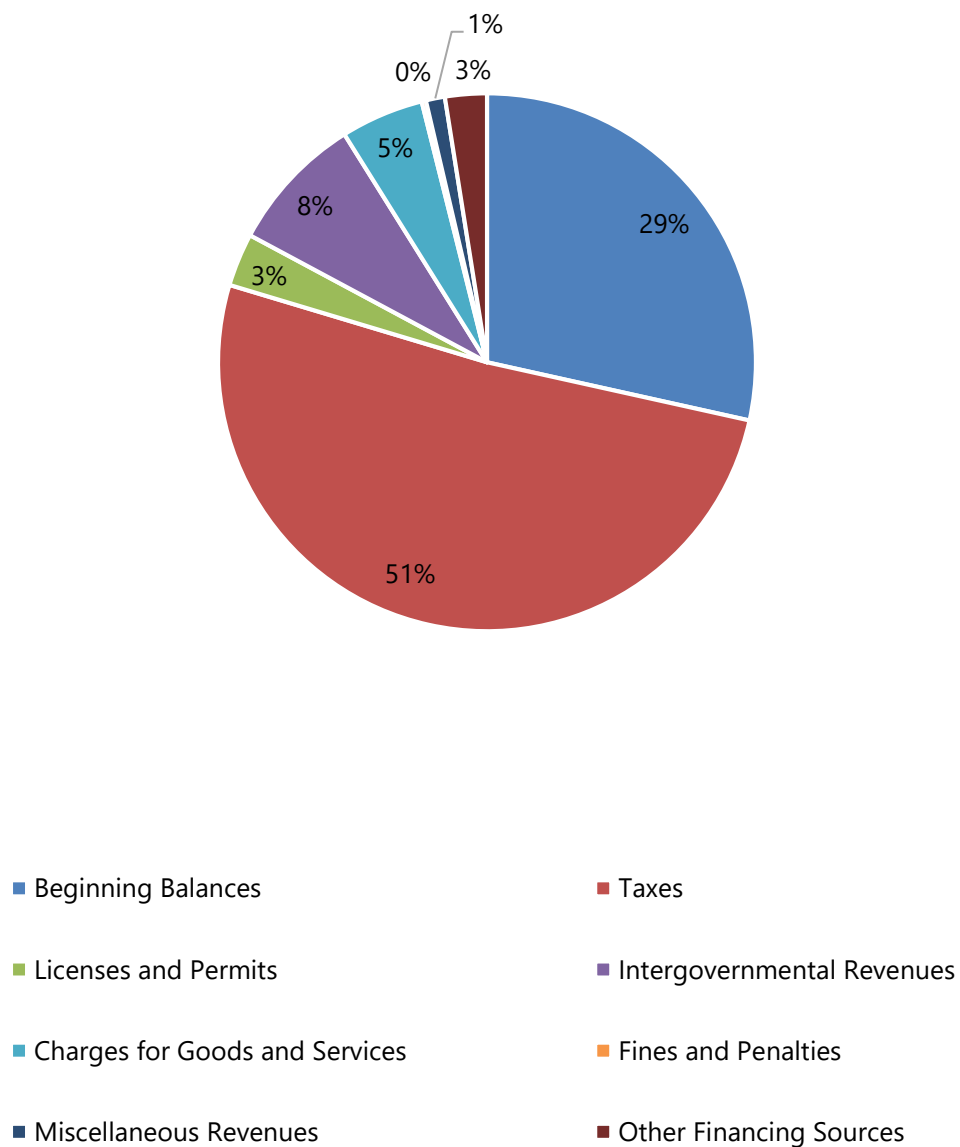
Source: City of Tumwater and J Robertson and Company, 2018

Tumwater General Fund Resource Breakdown: 2006 (\$16.7 M)

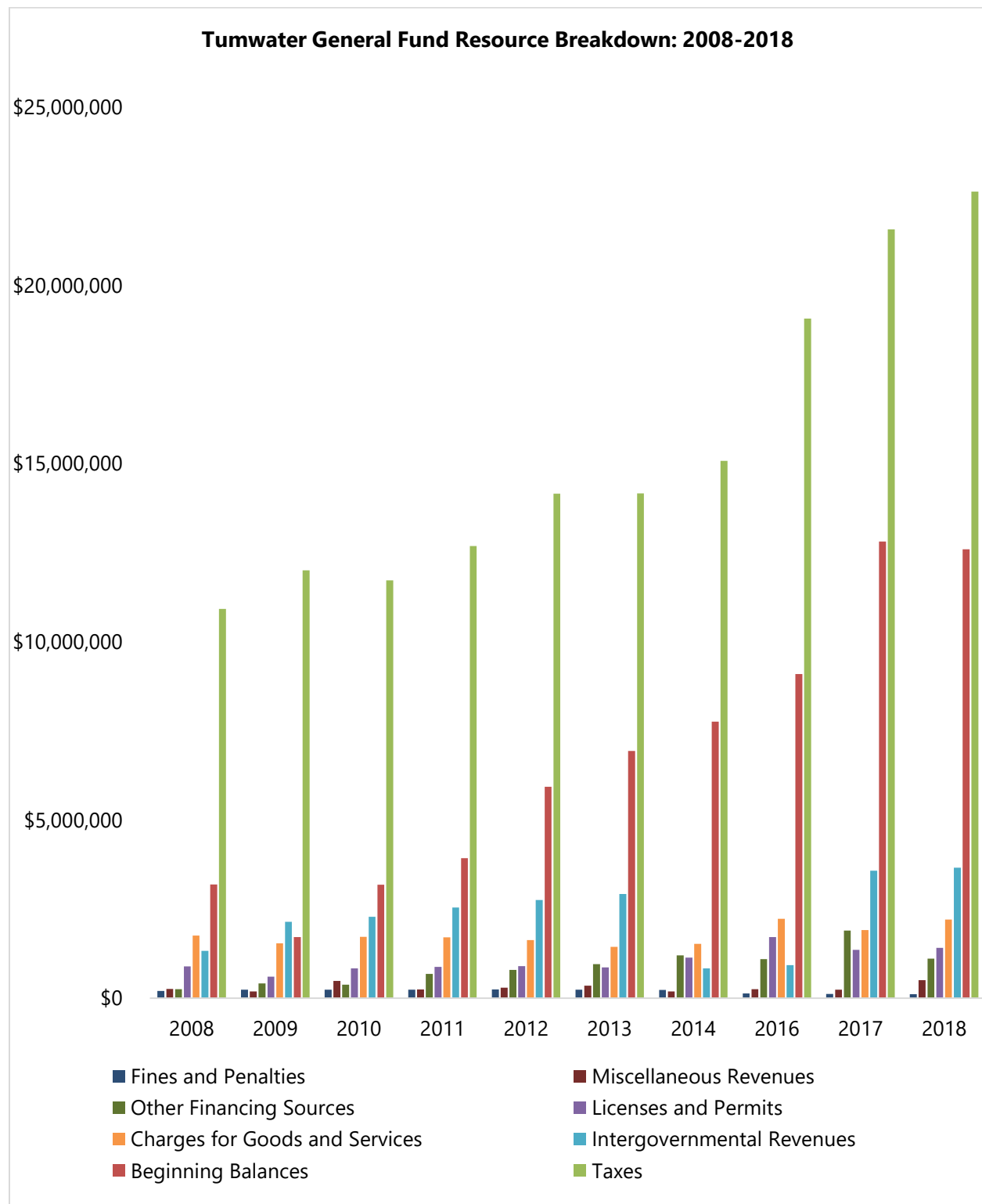


Source: City of Tumwater and J Robertson and Company, 2018

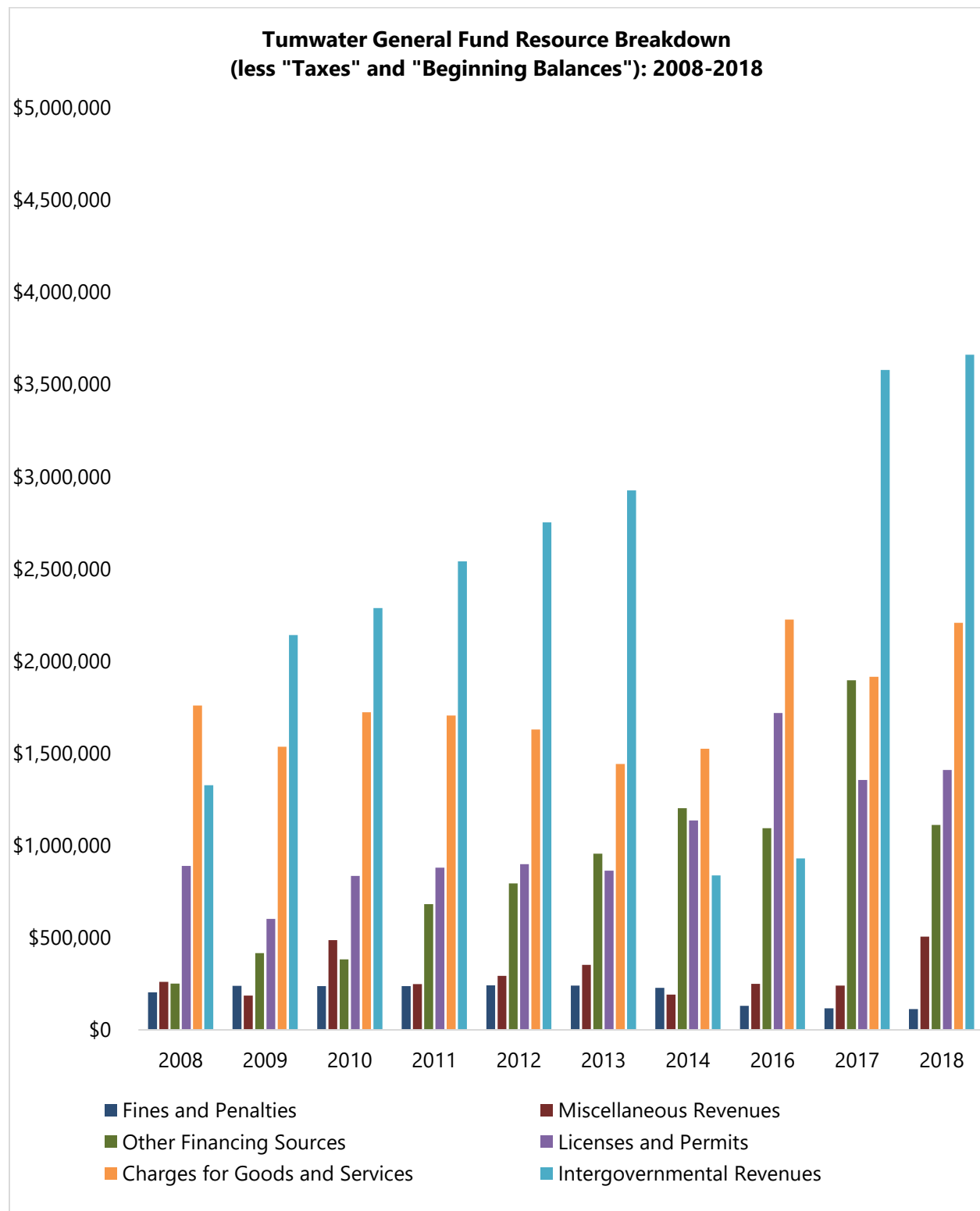
Tumwater General Fund Resource Breakdown: 2018 (\$44.2 M)



Source: City of Tumwater and J Robertson and Company, 2018



Source: City of Tumwater and J Robertson and Company, 2018



Source: City of Tumwater and J Robertson and Company, 2018

Peer City Overview

The peer cities review was aimed at addressing the question:

How has the City fared from a financial perspective – currently and over the last decade, relative to similar communities?

Five cities were selected as peer communities for revenue/expense comparisons in consultation with City staff.

Peer City Populations, 2006-2016

City	Population (2016)	Annual Growth Rate (2006-16)
Tumwater	23,040	5.4%
Arlington	21,620	3.3%
Camas	21,810	2.5%
Covington	18,750	0.8%
Marysville	64,940	6.7%
Snoqualmie	13,110	5.3%

Source: U.S. Census and Washington State Office of Financial Management (OFM), 2016

All selected cities were in the Puget Sound region –Tumwater south, Arlington north, and Snoqualmie east. Except for Marysville, peer cities were similar or slightly smaller in population than Tumwater.

With just over 23,000 residents as of 2016 and 23,830 residents as of 2018, Tumwater's population has also grown fairly-rapidly over the decade, increasing at an average rate of 5.4% per year. Much of this growth is due to annexation, notably in 2008 and 2016. Of the 9,500 residents added to Tumwater's population from 2006-16, approximately 5,900 of the new population (62%) occurred as the result of annexation. In the absence of annexation, the population growth rate would be adjusted down from 5.4% to about 2.4% per year.

Of the six comparison cities, Tumwater was the second largest in terms of population. Tumwater also was the second fastest growing community – behind Marysville and just ahead of Snoqualmie based on average annual population growth rate, including annexations.

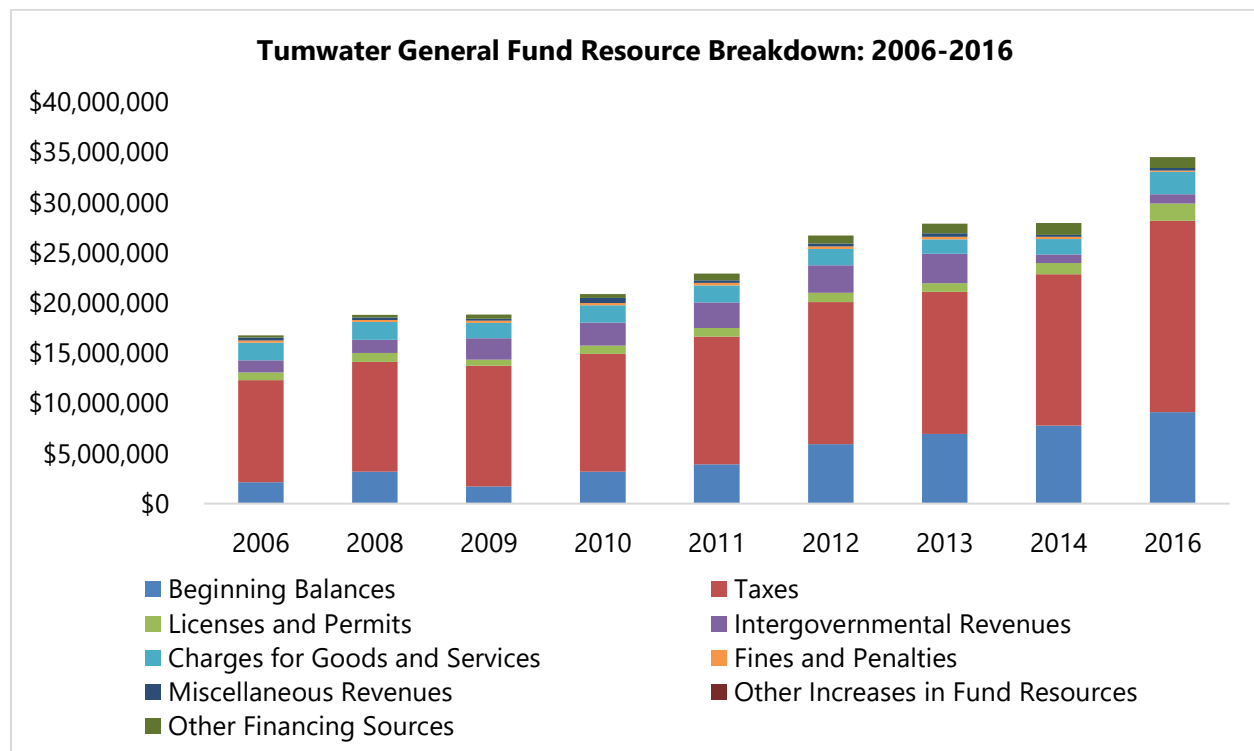
Camas was most like Tumwater in that it offers full municipal services including water and sewer. It also operates a solid waste utility and operates a library, unlike Tumwater, which provides a library building operated by a special district. Marysville was significantly

larger, but offered the full suite of services, along with a solid waste utility. Arlington and Snoqualmie were similar in services offered. Covington was least like Tumwater in that it is a newer city and had no Fire Department, provided law enforcement by contract, had no library, and no water or sanitary sewer utilities. It also operated an aquatic center.

Revenues – Peer City Comparison

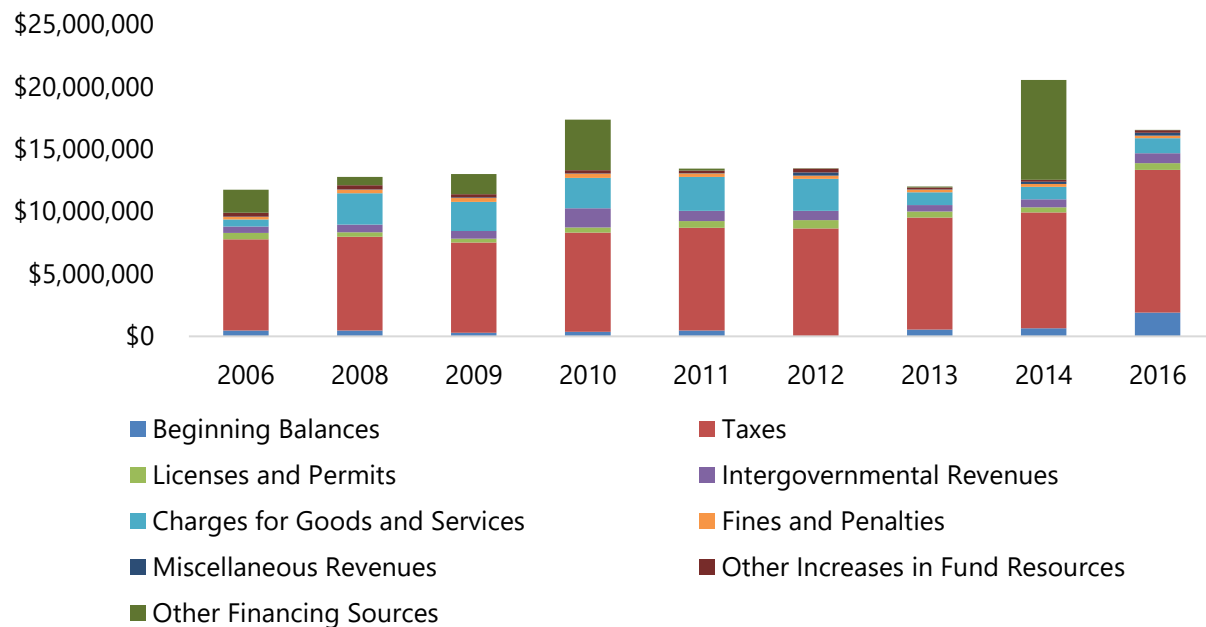
The following provided a **time-trend** overview of peer city revenues from 2006-16. Observations of note:

- Half of the cities reported multiple years with no, or very little beginning balances. Tumwater, Marysville, and Snoqualmie have grown beginning balances, even amidst economic downturn. In Tumwater, beginning balances are essentially “savings accounts” with already-identified future uses, such as deferred maintenance, infrastructure improvements, and emergency reserve purposes.
- Camas and Tumwater were the only cities without large infusions of “other financing sources” in one or more years (e.g. bonds or borrowing to finance general fund projects). See Arlington, as an example, in 2010, 2014.
- Until recently, intergovernmental revenues were proportionally larger in Tumwater than peer cities.



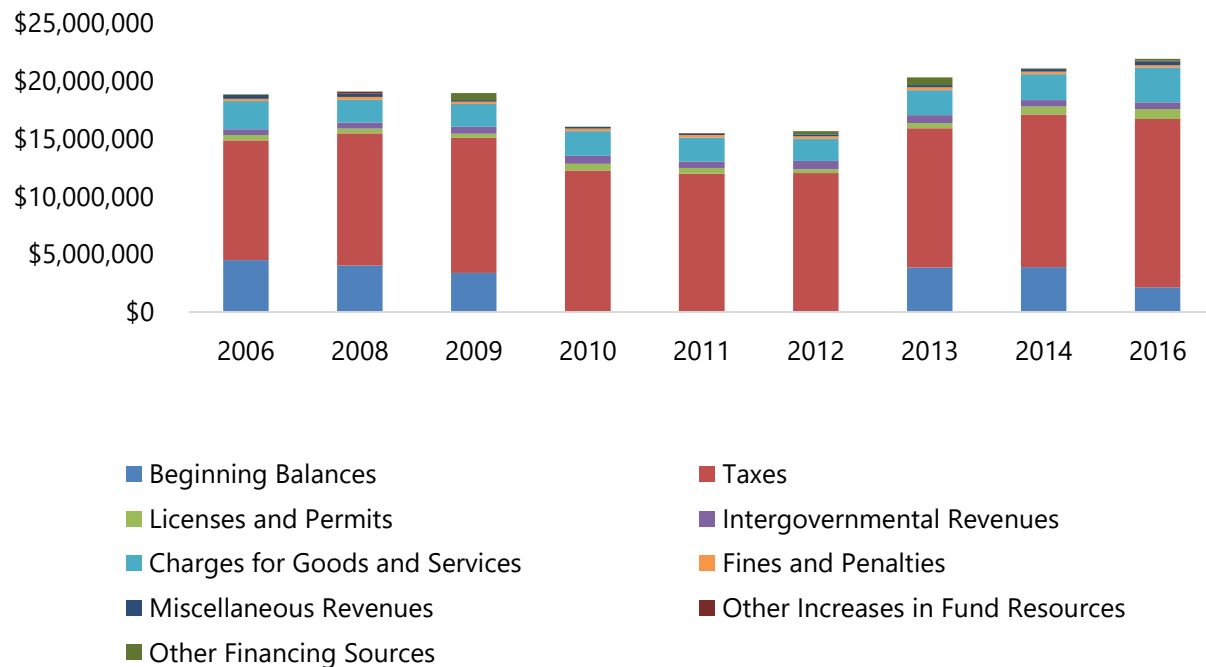
Source: City of Tumwater and J Robertson and Company, 2016

Arlington General Fund Resource Breakdown: 2006-2016



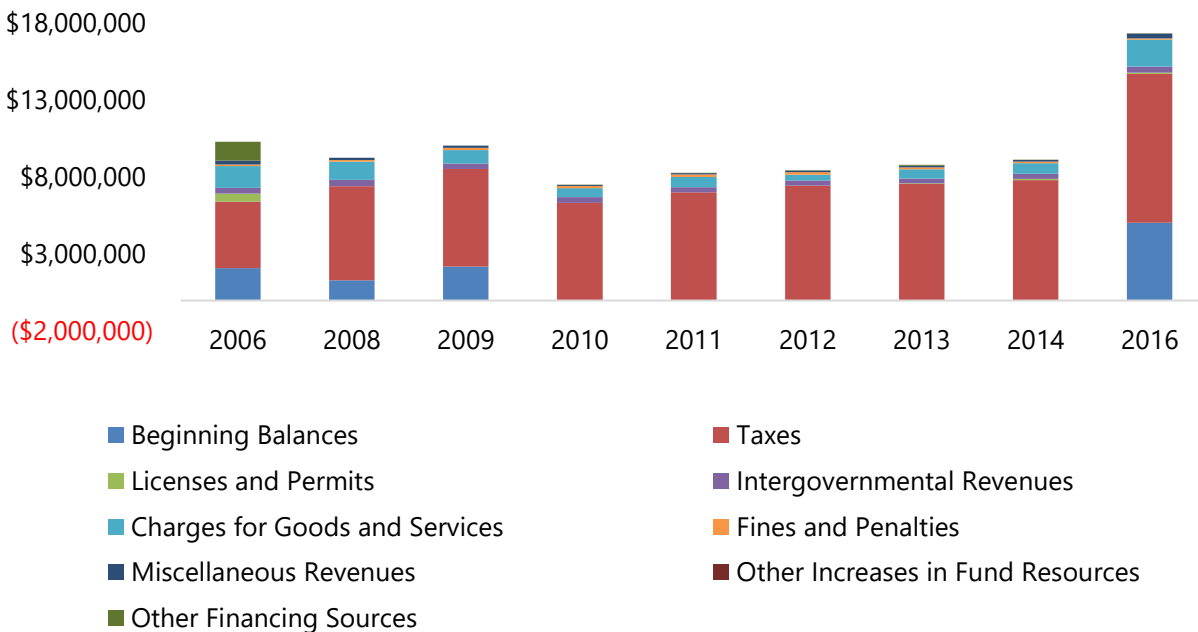
Source: City of Tumwater and J Robertson and Company, 2016

Camas General Fund Resource Breakdown: 2006-2016



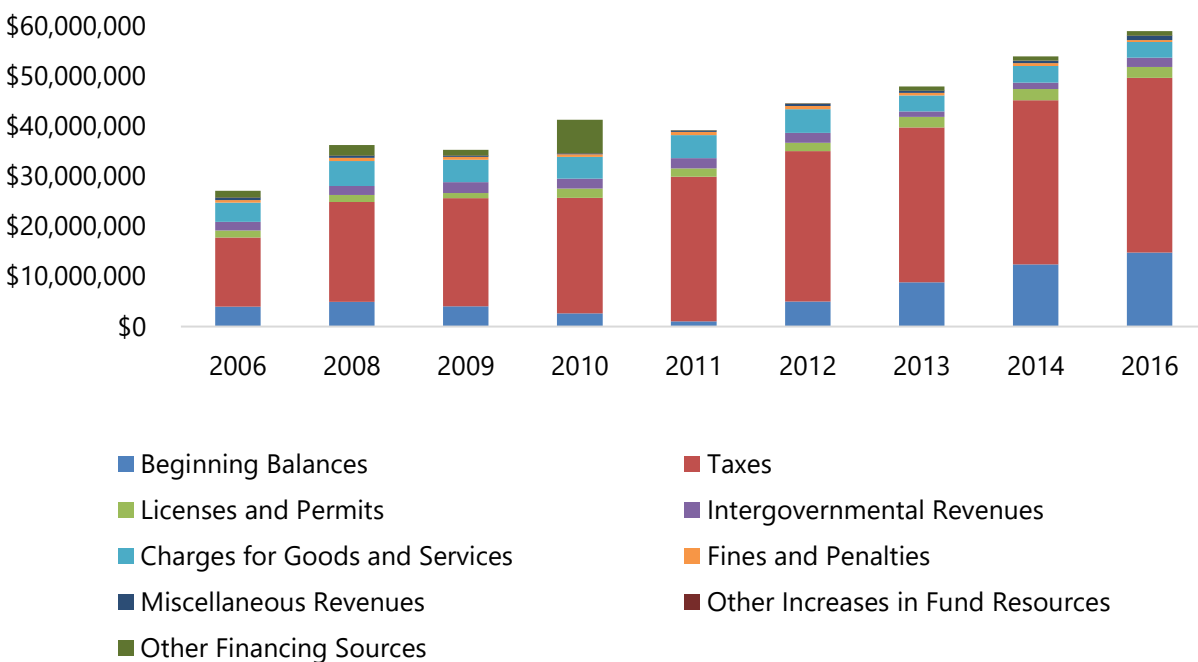
Source: City of Tumwater and J Robertson and Company, 2016

Covington General Fund Resource Break Down: 2006-2016

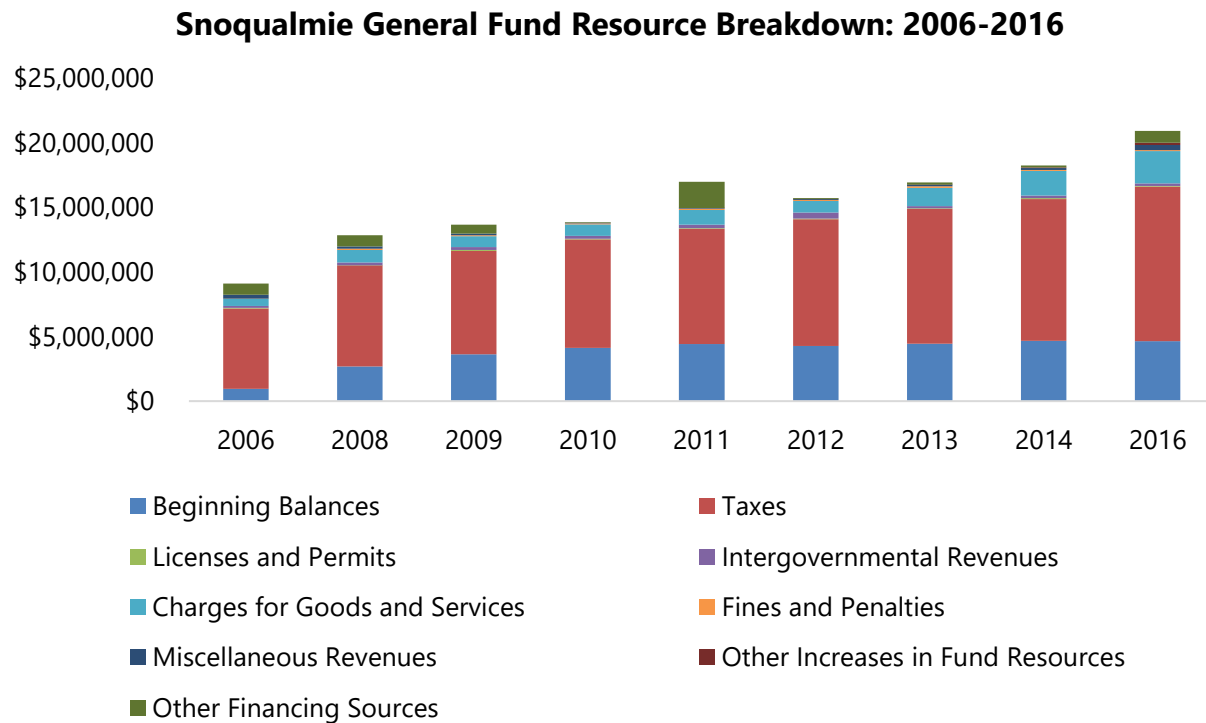


Source: City of Tumwater and J Robertson and Company, 2016

Marysville General Fund Resource Breakdown: 2006-2016

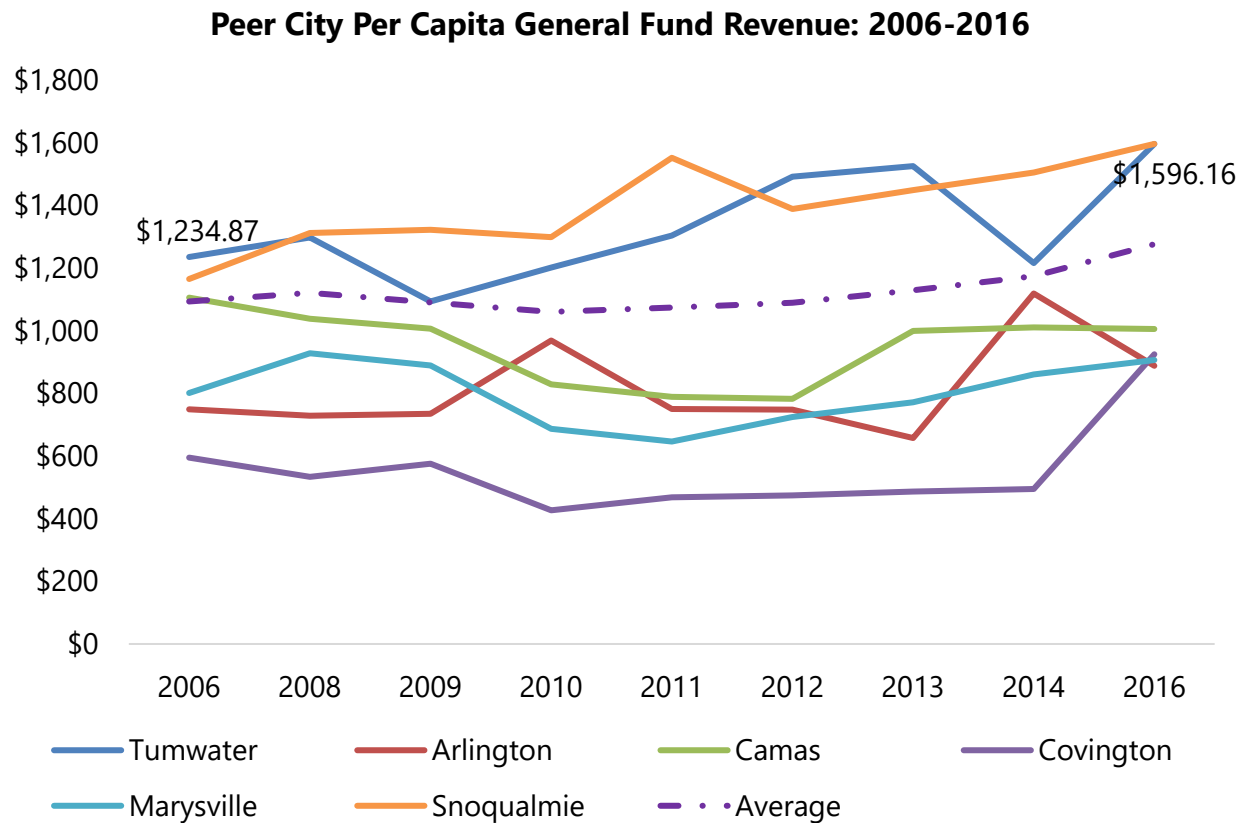


Source: City of Tumwater and J Robertson and Company, 2016



Source: City of Tumwater and J Robertson and Company, 2016

Another way to assess relative performance is via **per-capita revenues**. The following graph shows how Tumwater stacks-up in the General Fund versus the peer communities. Tumwater has remained at or above average per capita revenues for the peer city cohort over the past decade. This is likely attributable to a high daytime workforce population and higher than normal per capita sales tax performance given the City's regional spending capture rate.



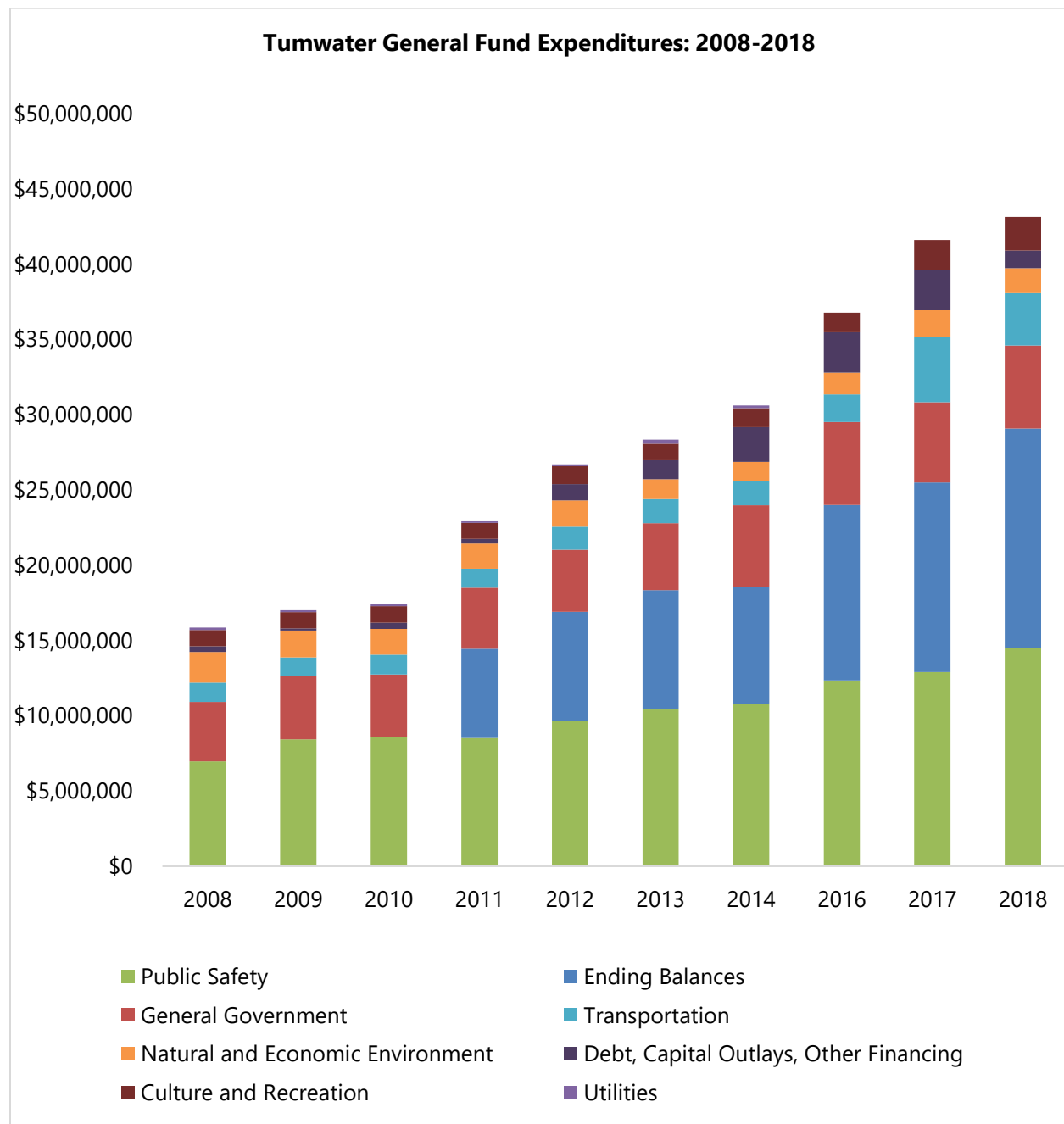
Source: City of Tumwater and J Robertson and Company, 2016

Expenditures - Tumwater

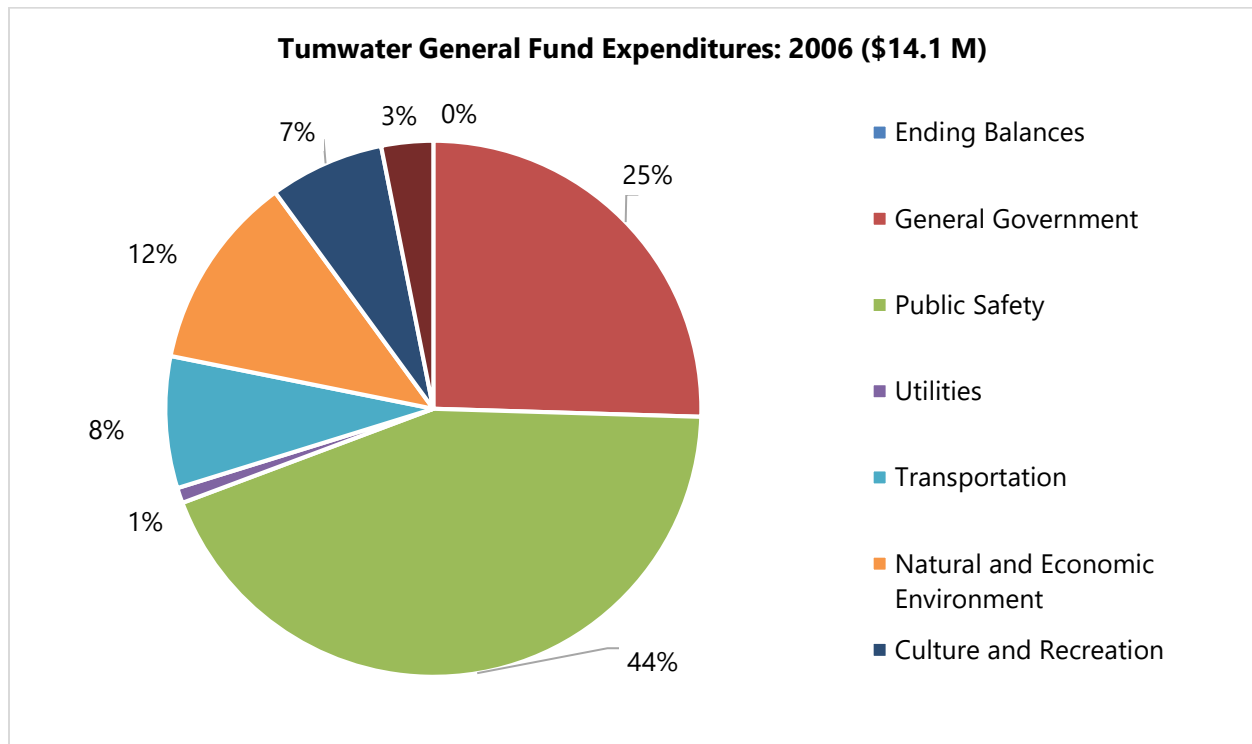
The City's general fund expenditures have grown over the past decade, although at a smaller clip than revenue. In three of the past five years, the City has been able to contribute to several reserves that fund facility maintenance and emergencies. The single largest expenditure remains public safety followed by general government. Other notable trends include:

- Spending in the natural and environmental category had dropped slightly and increased almost commensurately in culture and recreation, although these areas sometimes overlap.
- The beginning balance increase in 2016 has reduced, by default, the proportion of spending directed to general government and public safety seen in prior years.

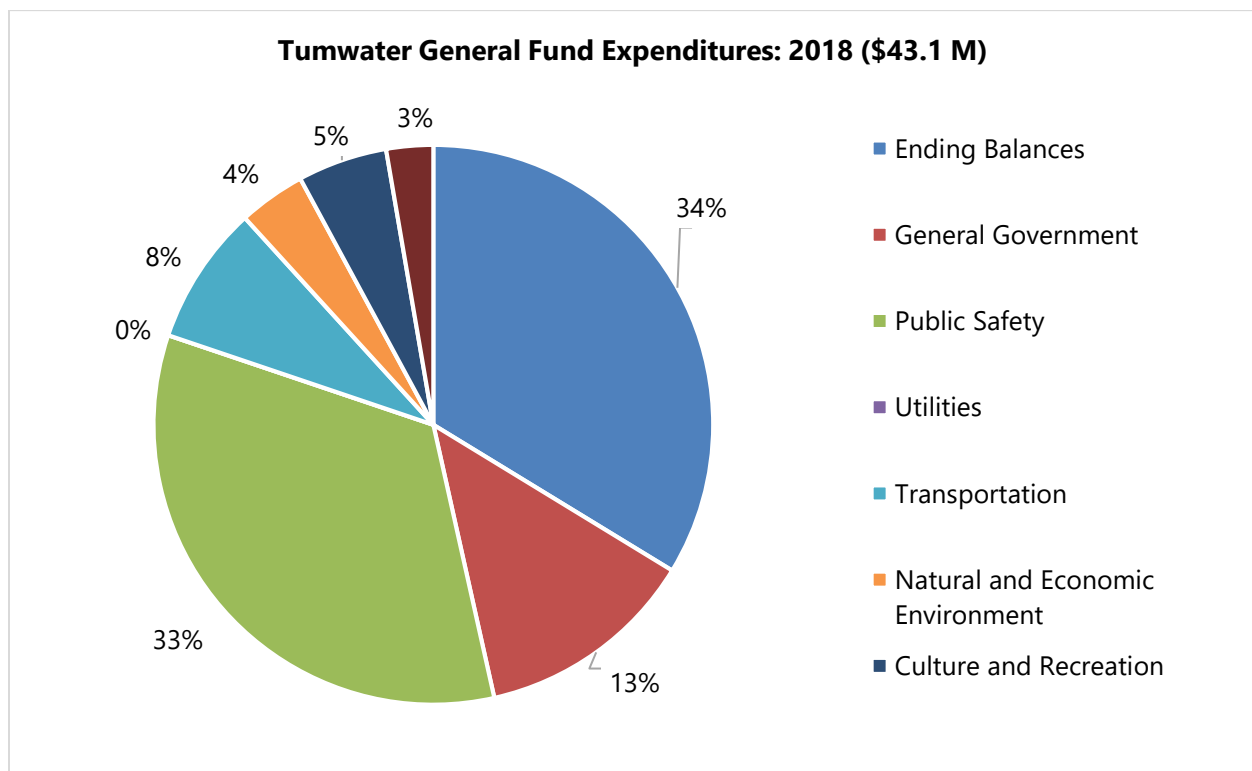
Debt, capital outlays and other financing has steadily increased as a percentage of the City's expenditure portfolio since 2012. This primarily reflects increased spending on fire vehicles and the police station. Transportation spending has also grown at a slower pace.



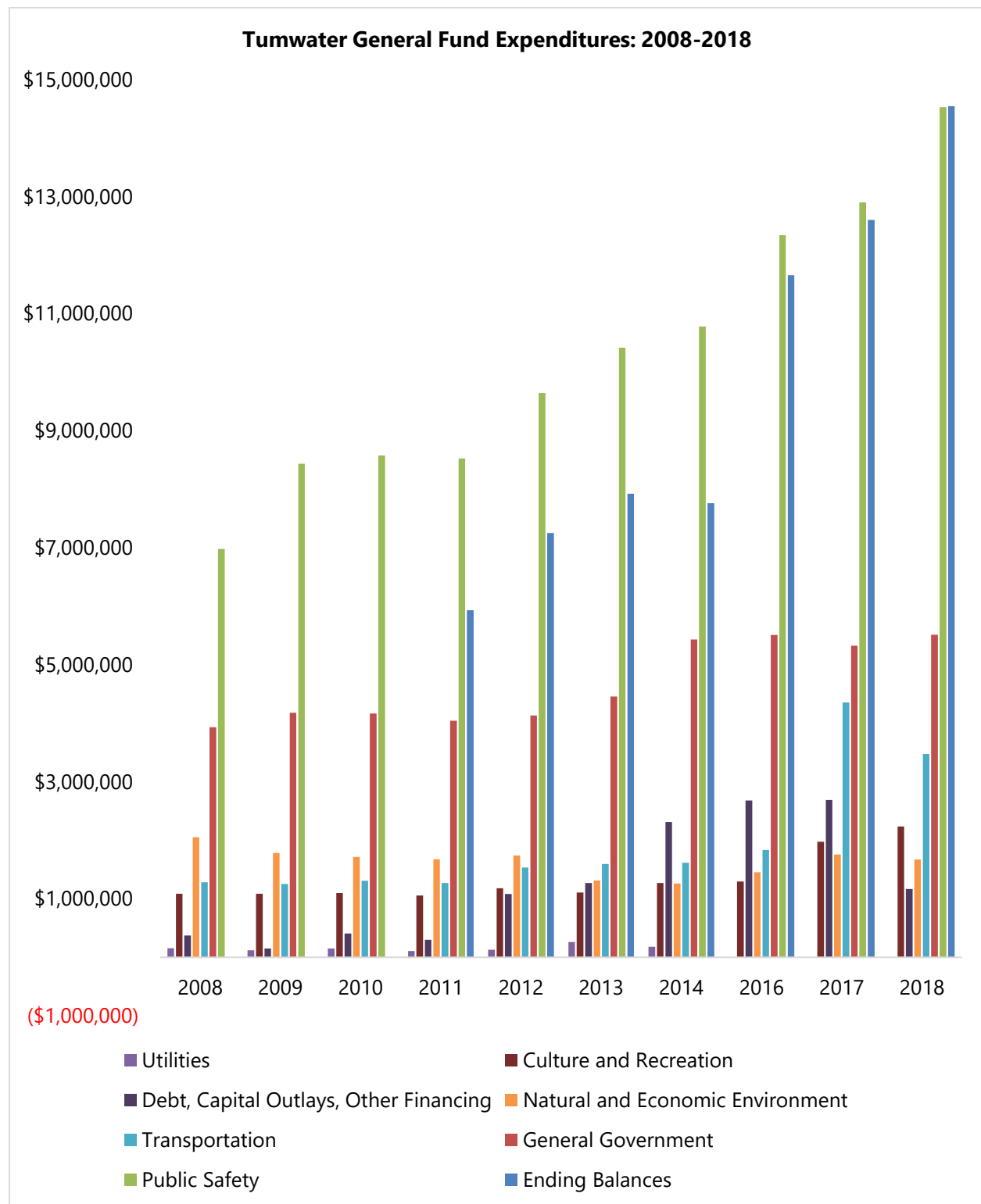
Source: City of Tumwater and J Robertson and Company, 2018



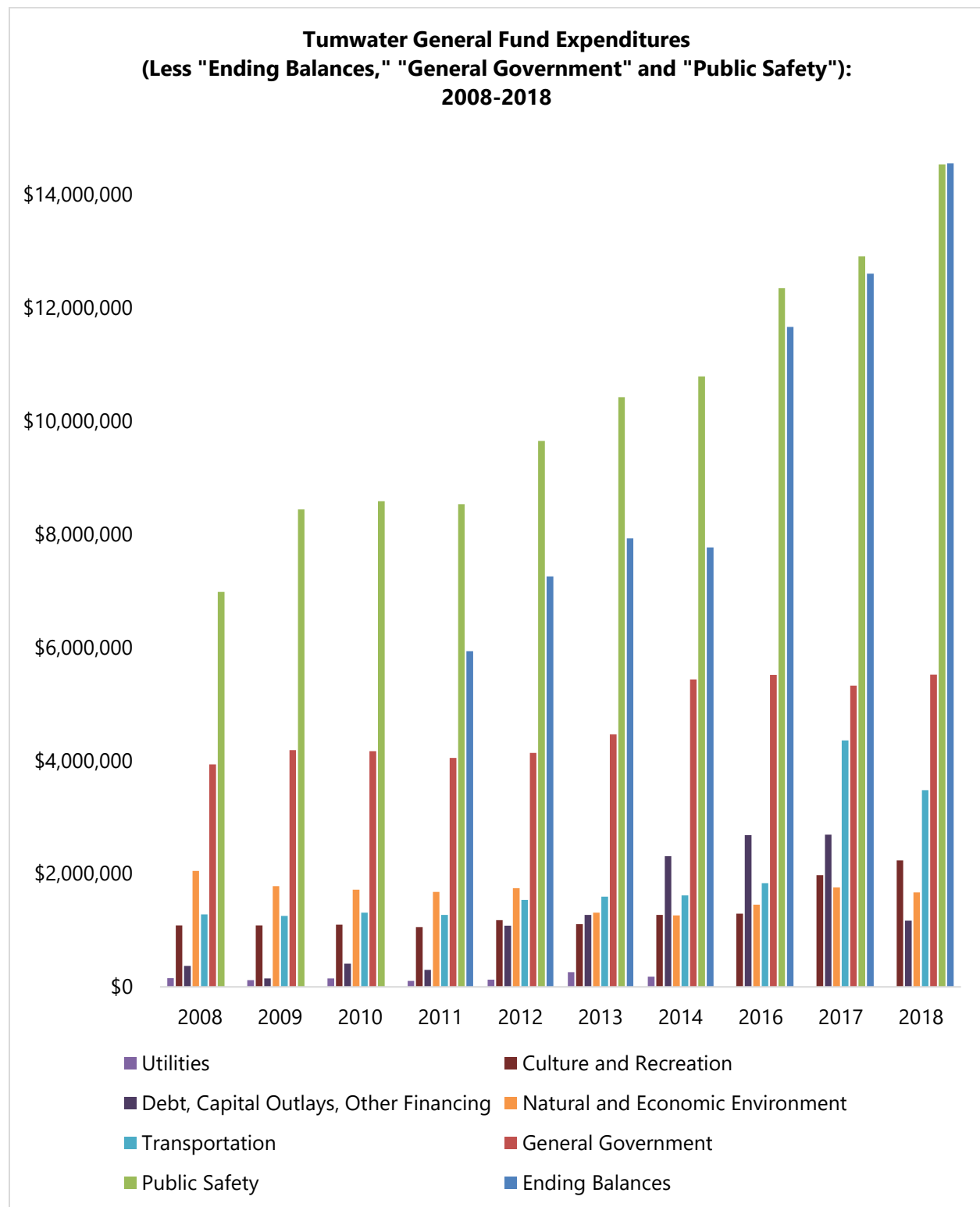
Source: City of Tumwater and J Robertson and Company, 2018



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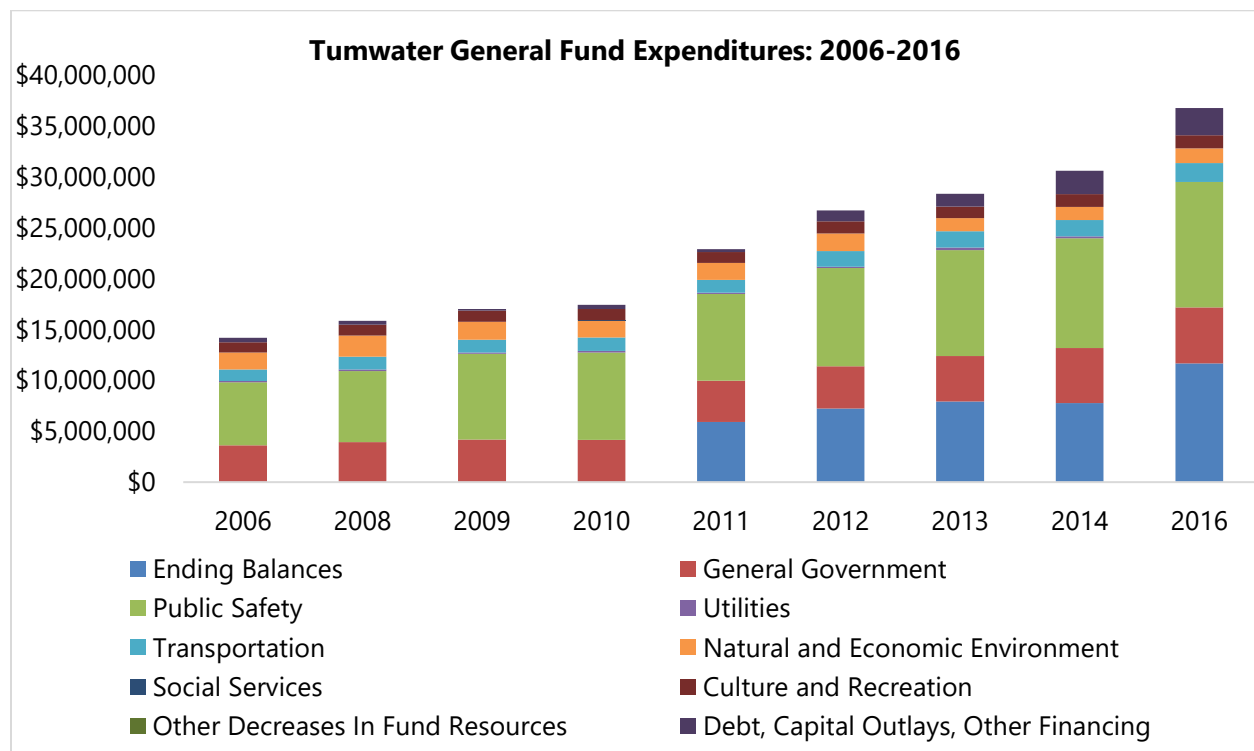


Source: City of Tumwater and J Robertson and Company, 2018

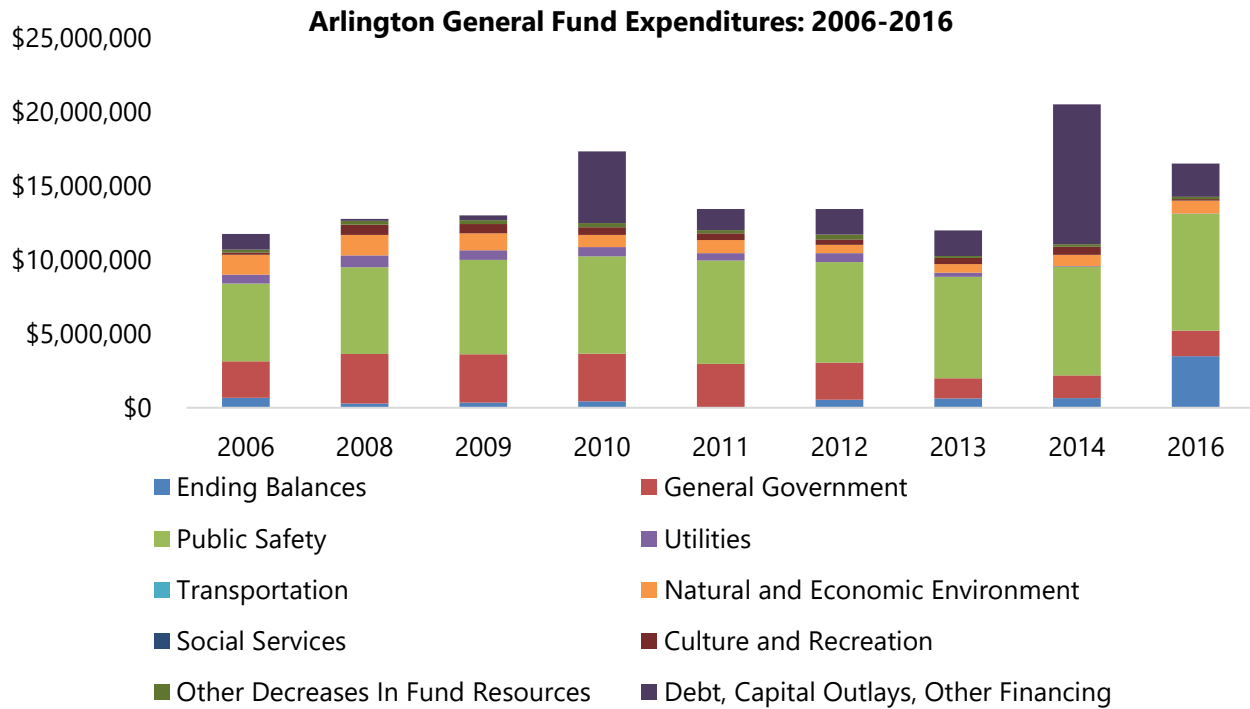
Expenditures – Peer City Comparison

The following provides a **time-trend** overview of peer city expenditures, 2006-16. Observations of note:

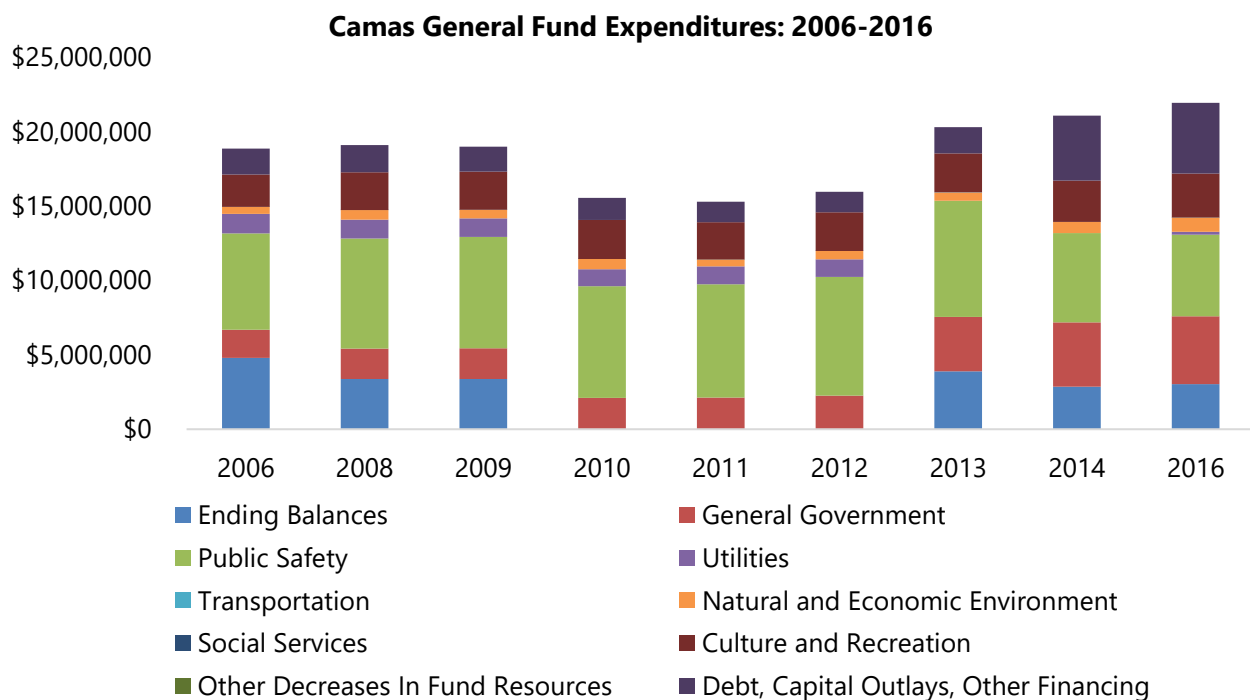
- Tumwater has sustained low levels of debt, capital outlays, and other financing relative to peer cities, and stronger growth in ending fund balances.
- Outside of recent ending balances, Tumwater’s spending by category has remained remarkably stable compared to Camas (general government up) and Arlington (general government down).
- Tumwater’s Transportation Benefit District is separately funded.



Source: City of Tumwater and J Robertson and Company, 2016

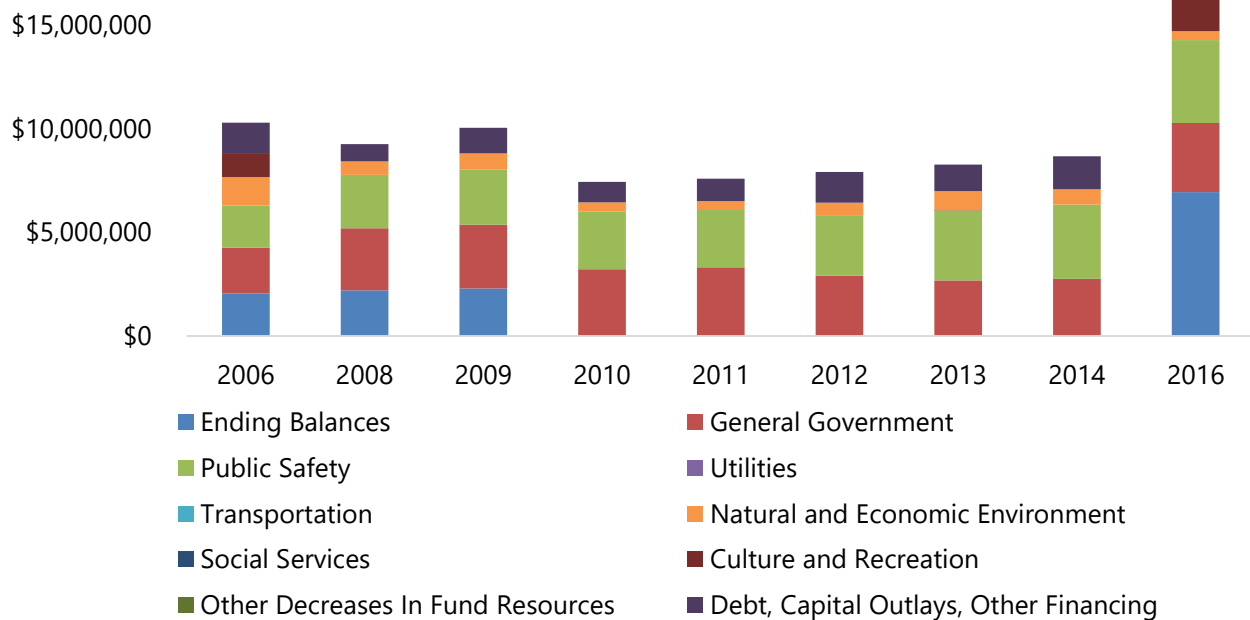


Source: J Robertson and Company, 2016



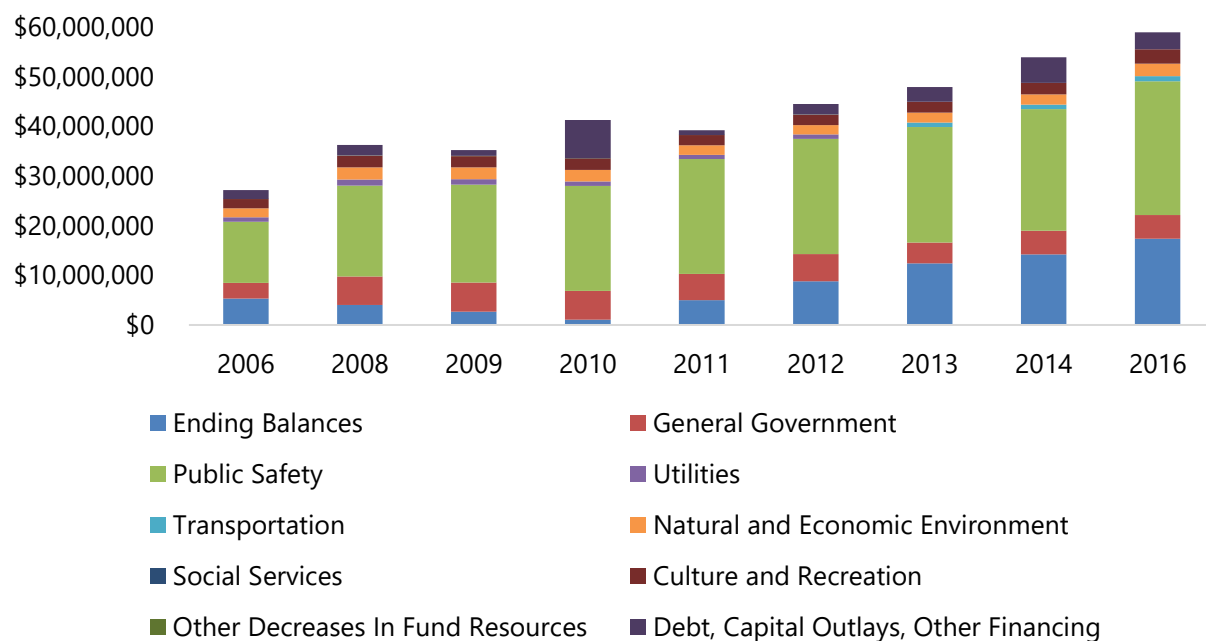
Source: J Robertson and Company, 2016

Covington General Fund Expenditures: 2006-2016

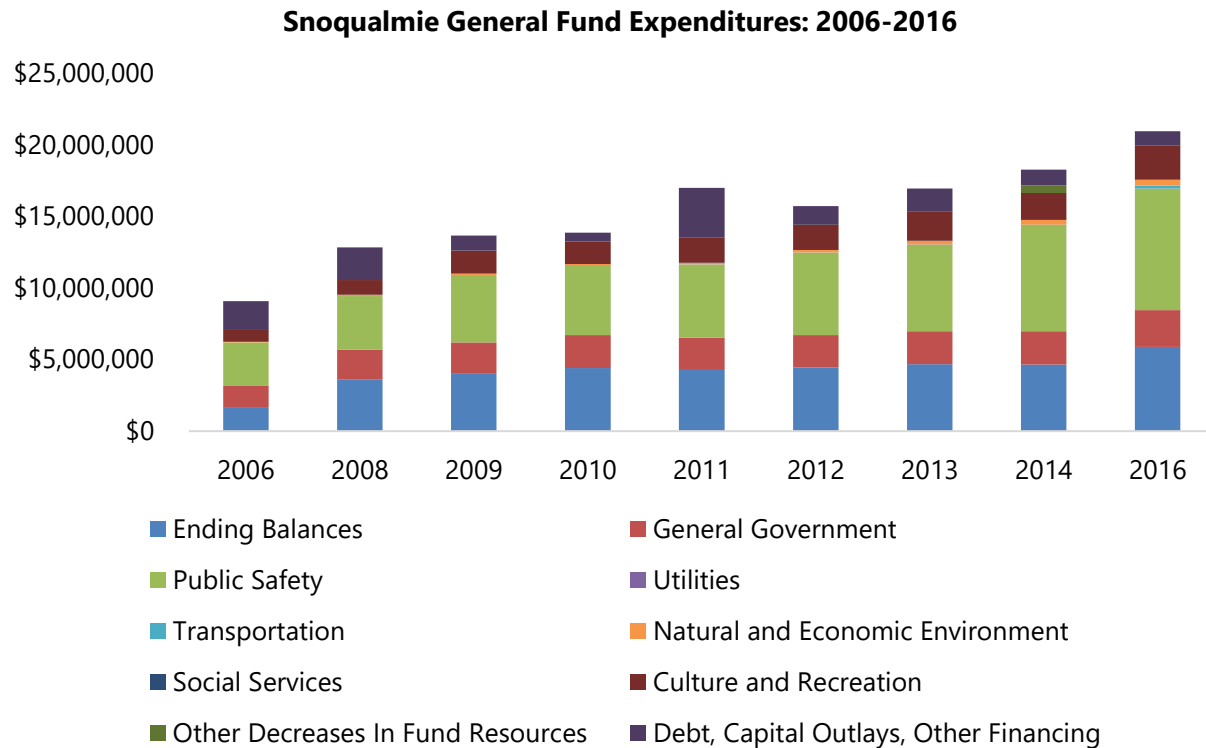


Source: J Robertson and Company, 2016

Marysville General Fund Expenditures: 2006-2016



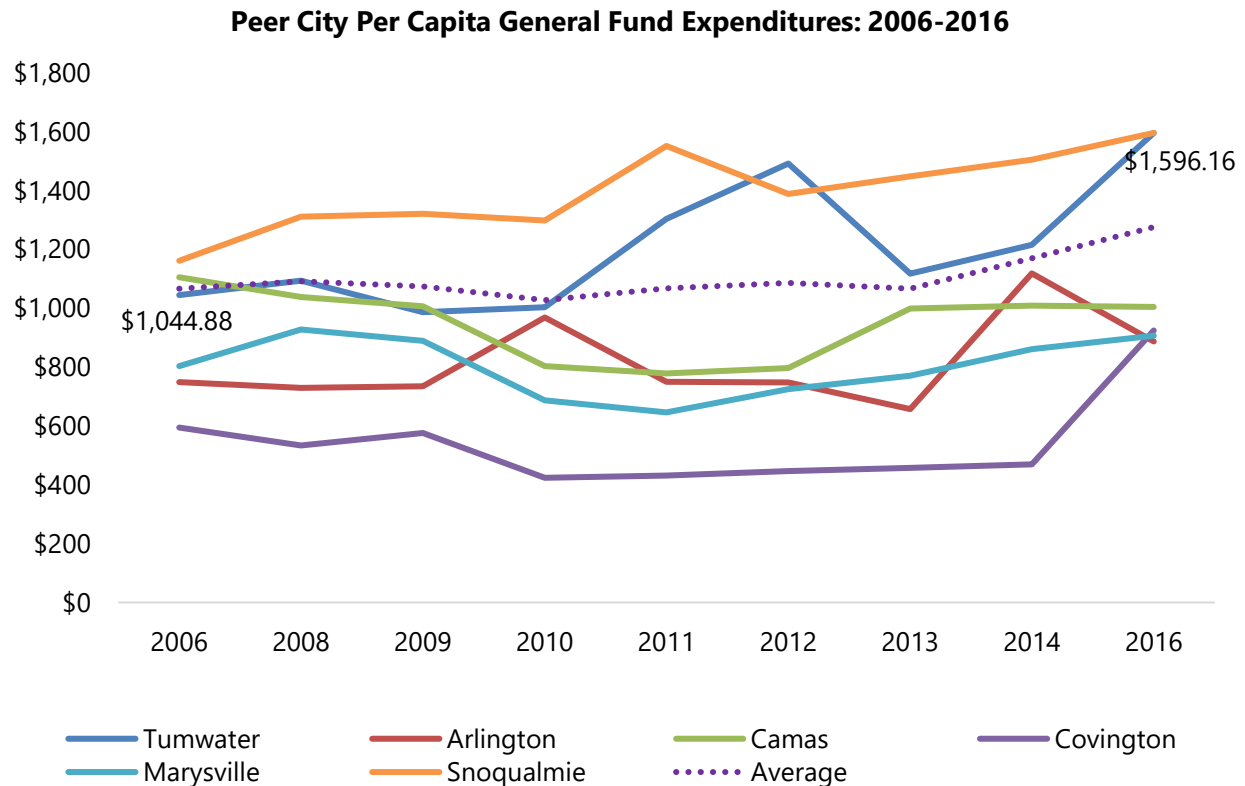
Source: J Robertson and Company, 2016



Source: J Robertson and Company, 2016

Another way to assess relative performance is via **per-capita expenditures**. The following graph shows how Tumwater stacked up in the General Fund versus the peer communities. Observations of note:

- Tumwater trailed only Snoqualmie in per capita general fund expenditures – notably, both cities also had the highest average ending balances, suggesting they were spending well under means.
- Snoqualmie and Tumwater had seen the most significant growth in per capita general fund expenditures over the past decade, followed by Covington. All three cities had significant commercial centers that likely allow them to attract regional retail revenues, which are distributed, in turn, for the benefit of a smaller permanent population base.



Source: J Robertson and Company, 2016

Future Fiscal Considerations

Balancing Revenues and Expenses

Sustained fiscal health also requires attention to the expense as well as the revenue side of the ledger. The following offers some fiscal-planning considerations as the City moves forward with an updated economic development strategy:

- Tax revenues** – The City has a broad menu of tax options, including property, sales, business and occupation, and utility taxes. Broad increases in taxes have not enjoyed political support, but targeted taxes for specific purposes have become a significant tool in the past 20 years. In Washington, there are numerous options for sales and property tax increases to fund specific initiatives from public safety to housing, transit, and transportation. In some cases, the corresponding expenditure for the revenue is limited by statute, such as a Transportation Benefit District, and in other cases, the authority is broad, but a municipality can voluntarily choose to commit the expenditures, such as the 2011 Tumwater levy lid lift for public safety. Revenue diversity is also important so that as one revenue source falters, others may be there to pick up the slack. As per

capita B&O and sales tax revenues have faltered in prior years, stronger property tax growth led by annexations and new construction has made a larger contribution.

- **Capital project investments** – including use of bonds or other debt financing. Major capital projects tend to occur periodically rather than continuously – in response to waves of growth or later for facility refurbishment and replacement. Although the City has been spending less on capital outlay than the peer cities reviewed during the study timeframe, it appears that recent development has triggered significant capital investment and that the City has been saving revenue to finance major transportation enhancements in the Capitol Way corridor. A powerful tool to encourage and facilitate private investment in the community is investment in the infrastructure to support it. Recent partnerships with the Toyota dealership and the Craft District are good examples.
- **Efficient service delivery** – for core as well as discretionary municipal services. The City has a relatively high per capita expense for general government, utility services, public safety, and transportation. In part, the added responsibility may come from having a substantial employment base that is partially tax-exempt, placing a greater share of the cost burden on residents and taxable business activity. If this is the case, it provides a rationale for other fees or charges that can cover those expenses. One significant factor is likely the City's large size: it supports 23,000 people in an area encompassing more than 18 square miles. This makes efficient service delivery difficult in some cases, such as utility lines, roads, etc. Regardless, the City should continuously pursue efficiency measures such as encouraging growth to occur in areas nearest to existing services and utilities.
- **Staying ahead of inflation** – a substantial challenge due to the 1% limitation on property tax (except for new construction). To date, the City has managed to increase the cushion between revenues and expenses. However, increasing costs associated with core service delivery, such as general government, public safety, etc., may result in service cuts to discretionary services, such as natural and economic environment, culture and arts, etc., if new revenues and efficiencies are not identified.
- **Changes to level of service** – While level of service changes are often driven by declining revenue scenarios; they can also be adjusted intentionally through policy choices based on evolving community priorities. In other words, City Council can and often must consider trade-offs between competing community priorities – number of parks versus emergency response time versus new capital

project initiatives, etc. In some cases, service levels can be maintained by developing new revenue or fee structures, where those changes are politically viable.

Economic Development and Fiscal Vitality

The Tumwater community has expressed a clear preference for pursuing economic development as a means for improving the City's fiscal health versus new taxes and fees. Economic development considerations include

- Economic development represents an opportunity to expand the base of those paying into the City for services through new development, additional retail sales, new business activity, and tourism. In most cases, this activity represents opportunities to increase revenues at a greater rate than the corresponding increases in services commitments, thus bringing net revenue to the City. Numerous studies across the country generally support the calculation that business and economic development yields more revenue than cost, while residential development often represents a net fiscal loss. Consequently, a jobs-rich community can yield homeowner benefits in the form of reduced taxes on residential use and a higher level of municipal service.
- Embedded in the point above, but it is worth singling out here, is the "flexible" nature of taxable sales. Property taxes are capped at 1% growth annually, grants and inter-governmental revenue are unpredictable (and declining), and Washington State has no income tax. That leaves sales tax as the primary elastic source of revenue available to cities to fund increasing service demands and new community priorities. In effect, cities can attract and support increased business activity as a means of growing revenue, so long as that activity is consistent with community quality of life goals and supportable from an infrastructure investment perspective, (growth pays for growth either directly or via a net present value calculation).
- Tailoring an appropriate economic development strategy depends on a clear understanding of revenues versus expenses associated with different types of employment development. This suggests a more nuanced approach than in the past, with each major economic development project, each investment, considered on its own merits. While the City should be hospitable to businesses that meet all applicable zoning and other regulatory standards, there is a case to be made for going the extra mile for projects demonstrating strong fiscal return on investment, as determined by a Net Present Value (NPV) assessment taking into consideration future wages, spending, and taxes vs. up-front City investments, incentives, or tax-abatement strategies.

- State facilities can be leased, provide redevelopment and employment in broader development areas, and bring other activities, such as other visitors to the community.
- Economic development resources and the ability to support infrastructure in conjunction with development are very limited and should be invested wisely. The City should focus investment in target areas, using it to deliver jobs and tax base, but also achieve other City Goals. Investment should target areas like the Capital Boulevard and Brewery District that have been identified as needing redevelopment, or the brewery property where development has been targeted, or the Warehouse and Craft Districts where development supports overall marketing and community image Goals. Targeted redevelopment can also improve transit utilization, remedy nuisance properties, and provide additional housing, including affordable housing.

Recommendations

The following recommendations focus on ways to incorporate fiscal vitality in the City's updated Economic Development Plan.

1. Seek development yielding clear fiscal benefits to the City:
 - The size and quality of new buildings can have short (construction sales tax) and long-range (building valuation) revenue impacts for the City.
 - On-going retail sales tax revenue are directly dependent on high volumes of taxable sales – not just retail but also from many private service businesses.
 - Business and occupations tax is also directly related to gross sales receipts – applicable not just to retail and for-profit service uses but to a full range of industrial uses.
 - Consider "in-lieu" fee structures for tax-exempt uses that affect City services.
2. Seek development that if not fiscally beneficially in the short-term, will show merit because of the way it helps achieve other City Goals in transit, housing, partnerships, and redevelopment. The brewing-distilling center now under development is a prime example given the City's historic connection to that industry, partnership with South Puget Sound Community College and opportunities for emerging businesses.
3. Encourage or incentivize development that maximizes efficient delivery of municipal infrastructure and services. A challenge for the City in the years ahead will be to encourage infill with in-place infrastructure before building further out – to reduce cost for new infrastructure and on-going public services. With

environmentally constrained land, including those affected by the Mazama pocket gopher, this also suggests a priority for off-site mitigation to improve site utilization for easier to serve properties. It will also require close coordination with Thurston County and neighboring jurisdictions to re-shape the City's urban growth area potentially.

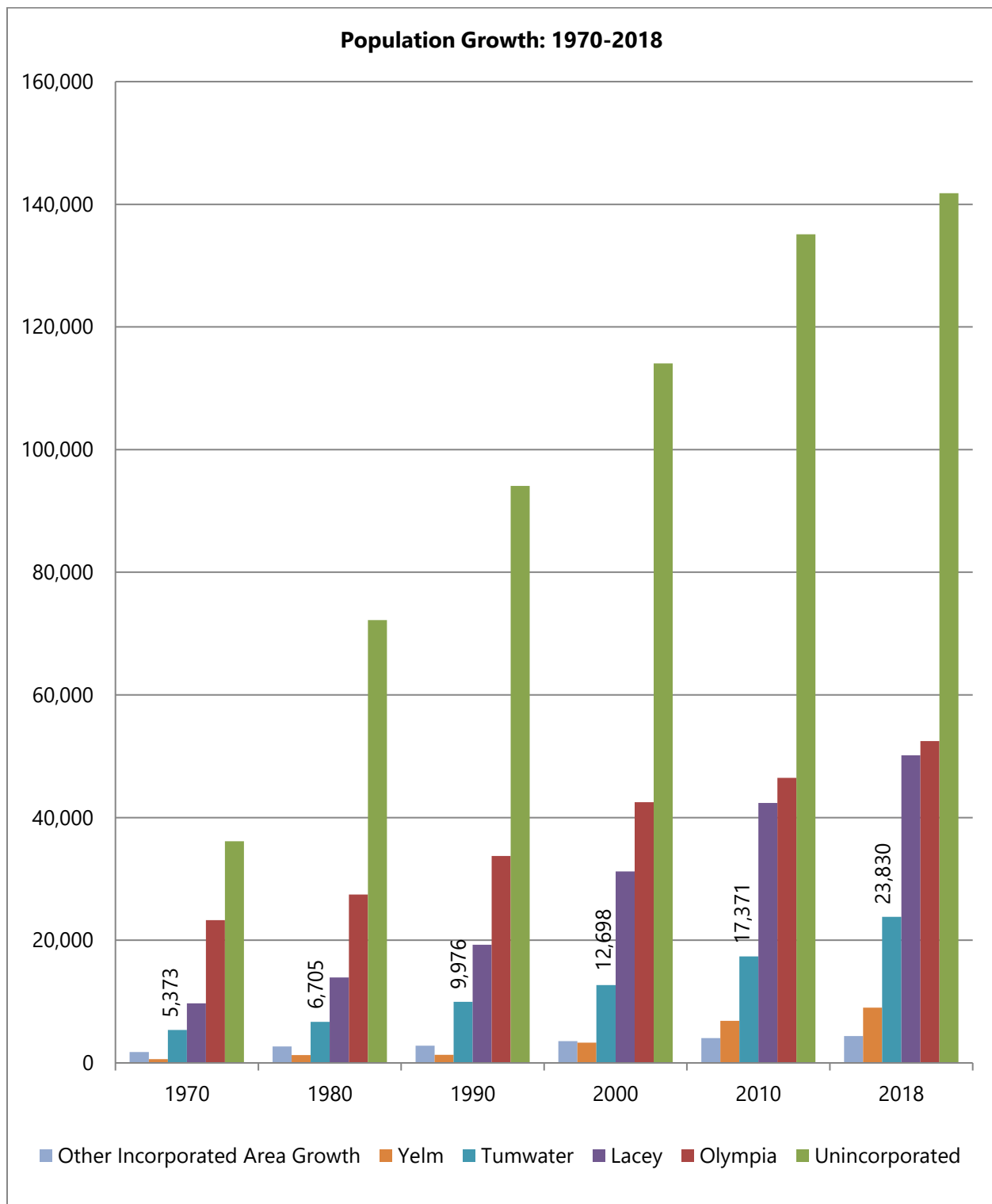
4. Prioritize the use of municipal non-maintenance funds (local and grants) to fund infrastructure projects that relate to fiscal stability/growth, leveraging other investment, and maximizing the achievement of other City Goals. The City should also, where possible, secure non-local sources of funding – especially for projects that are tax exempt and/or of regional/ statewide significance. This might occur through federal and state capital grants for infrastructure funding.
5. Utilize simultaneous long- and short-range economic development strategies that have immediate return to the City's strategic Goals, while also investing in long-term strategies including marketing, brand development, relationship building, and infrastructure.

ECONOMIC DEVELOPMENT PROFILE

The following summarizes key aspects of the City's demographics, housing stock, household income, employment base, and retail market position. The **Technical Appendix** includes additional details, as well as a summary of the sources of this information.

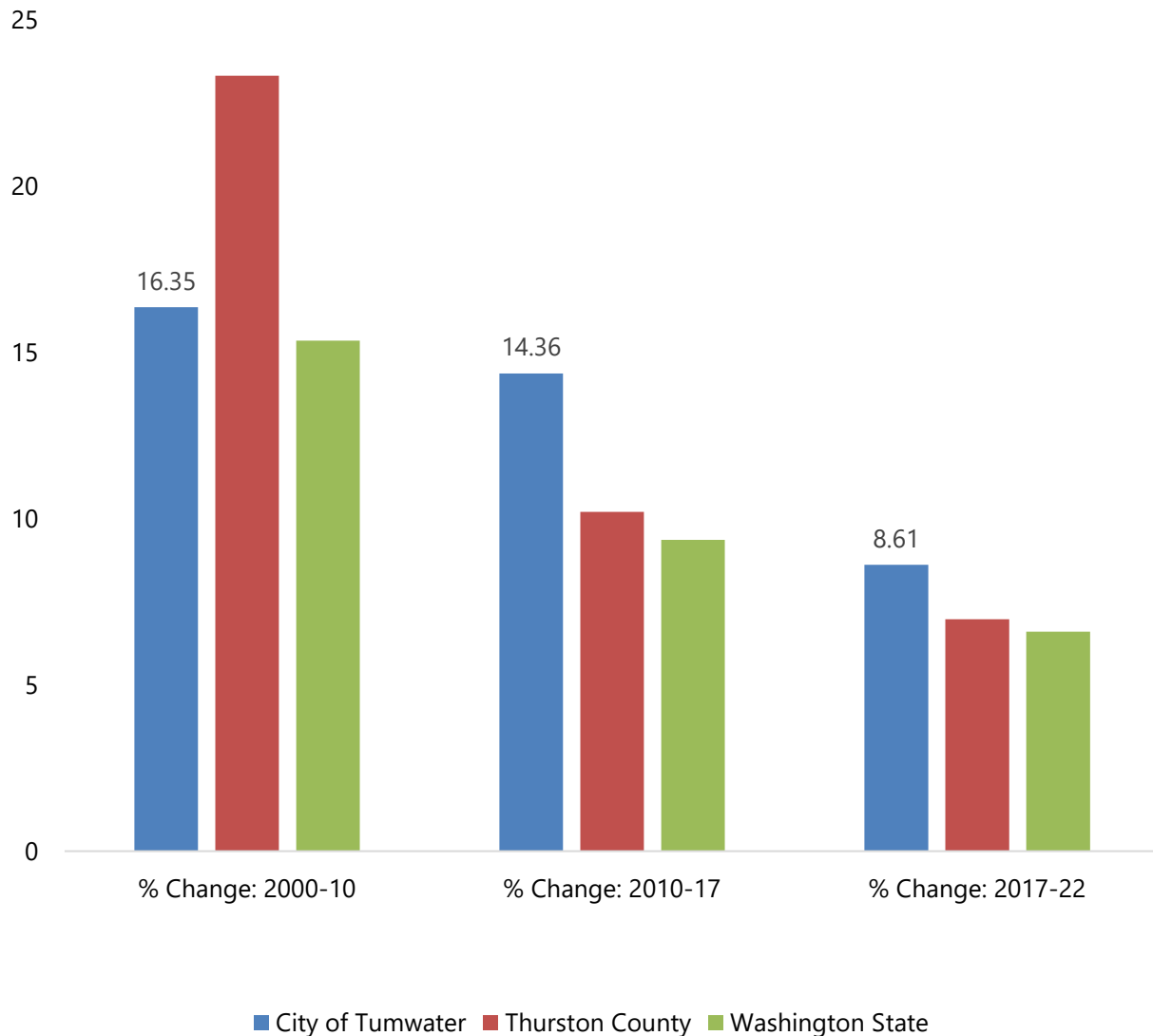
Basic Demographics

As displayed in the graph below, a relatively small percentage of Thurston County's population lives in the City. The most significant growth over the past fifty years has taken place in unincorporated portions of the County. Tumwater has grown at a faster rate than both the County and State since 2010, and it is projected to do so again over the next five years, but at a more moderate pace.



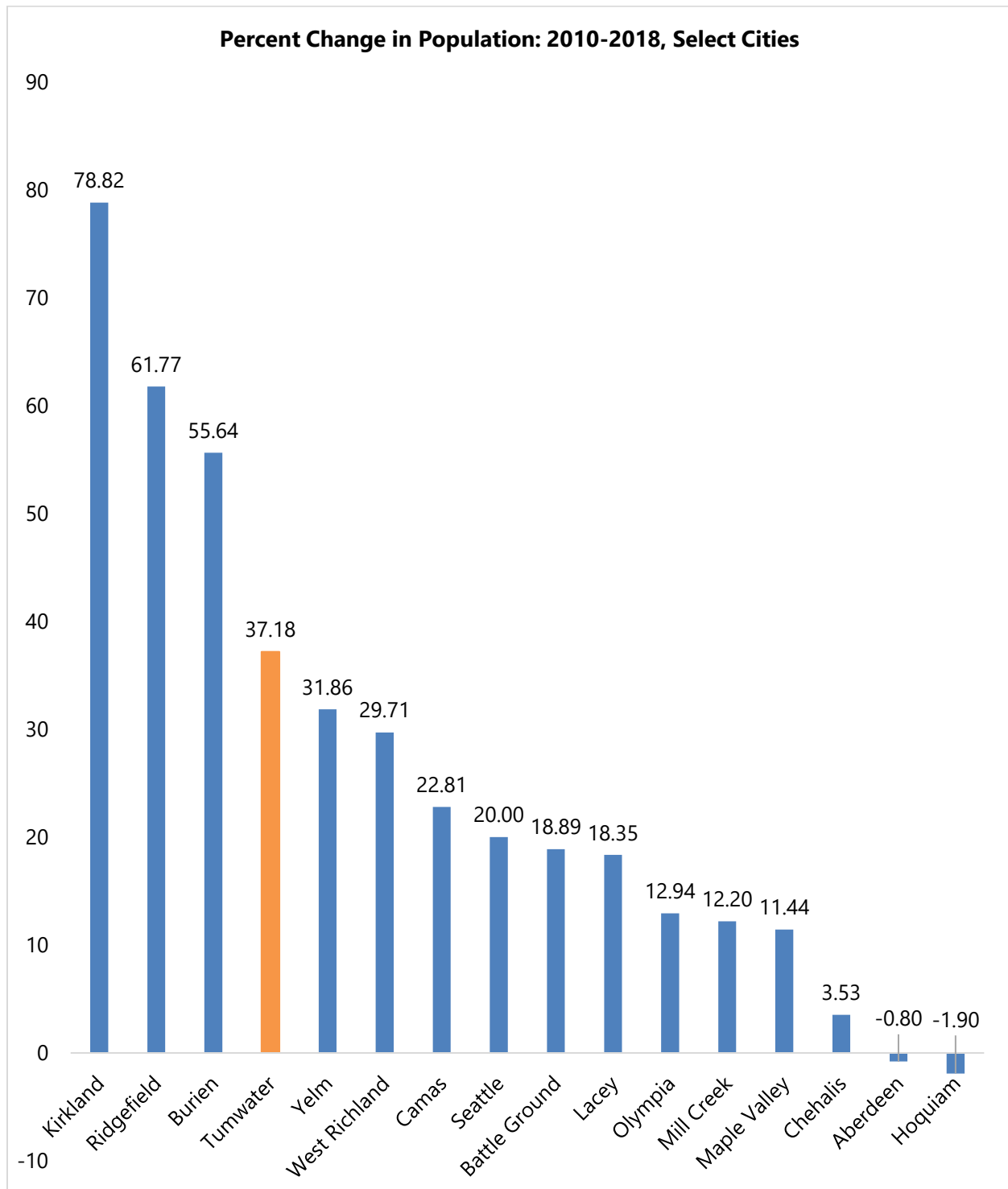
Sources: Washington Office of Financial Management, US Census, 2018

**Household Growth Change Over Time (%):
Selected Geographies, 2000-2022**



Source: *Environics*, 2017

By percent change, Tumwater has been the eighth fastest growing City in all of Washington since 2010, adding approximately 6,459 new residents. Like other fast-growing cities, the largest source of new residents has been annexation. The graph below and table on the next page shows the City's growth relative to other peer communities.



Source: Washington State OFM, 2018

Fastest-Growing Cities by % Change: 2010-2018							
City	2010-2018 Percentage Change in Population	2010 Population Census	2018 Population Estimate	2010-2018 Numeric Change in Population	Population Change Due to Annexation	Net In- Migration	Percentage In- Migration
1 Kirkland	78.82	48,787	87,240	38,453	31,816	6,637	17%
2 Ridgefield	61.77	4,763	7,705	2,942	16	2,926	99%
3 Burien	55.64	33,313	51,850	18,537	14,292	4,245	23%
4 Airway Heights	48.59	6,114	9,085	2,971	1,419	1,552	52%
5 Gig Harbor	44.82	7,126	10,320	3,194	14	3,180	99%
6 Kent	39.49	92,411	128,900	36,489	25,458	11,031	30%
7 Sammamish	38.64	45,780	63,470	17,690	11,566	6,124	35%
8 Tumwater	37.18	17,371	23,830	6,459	3,259	3,200	50%
9 Liberty Lake	36.87	7,591	10,390	2,799	0	2,799	100%
10 Bothell	35.08	33,505	45,260	11,755	6,801	4,954	42%

Population Change and Rank for Cities and Towns, April 1, 2010 to April 1, 2018.

Thurston was the 6th fastest-growing County in Washington, by % change.

Tumwater was the 8th fastest-growing City (with pop above 1,000) in Washington between 2010-2018.

Added over 5,800 people, 50% of which were new in-migrants vs. annexations.

Source: Washington State OFM, 2018

Tumwater has an average household size of 2.29 and an average family size of 2.92. Just over 29% of households have at least one child under the age of 18, and just over 24% have at least one senior.

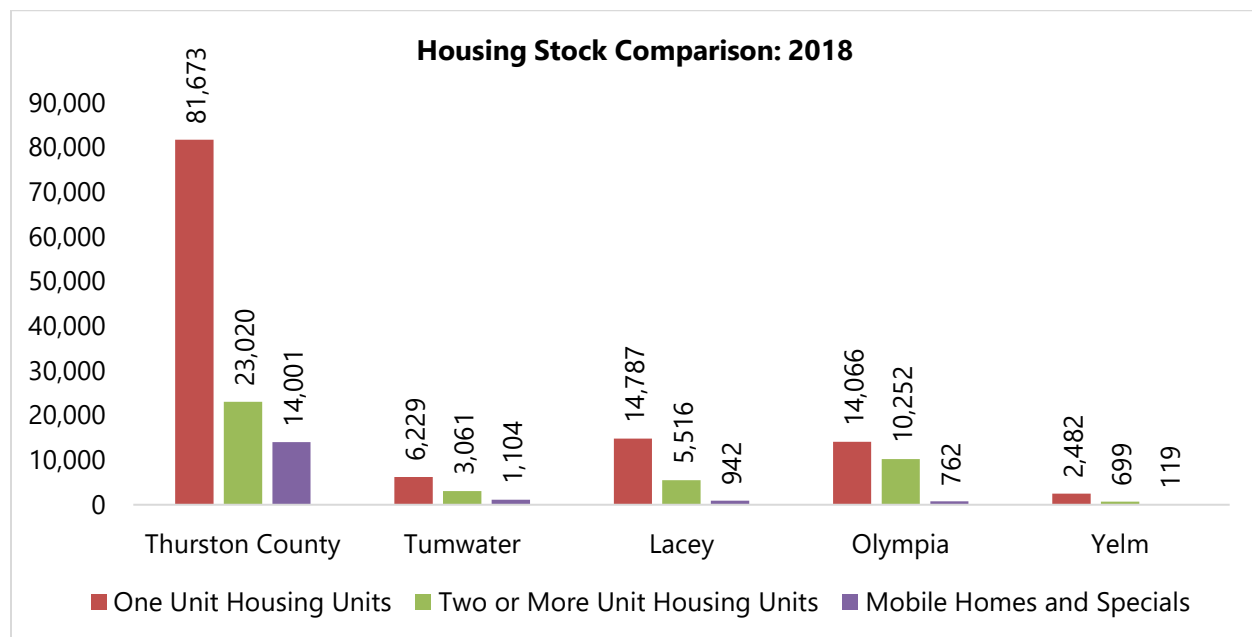
Additional Demographic Information

- **About one in ten Tumwater residents report having at least one disability.** Nearly 10% of residents are active duty or retired military, and approximately 5% speak a language other than English at home.
- **Tumwater residents have a median age of 37.1.** There are 14,669 people of voting age, and 2,667 seniors.
- **The City is predominately white (79%), but is also home to significant Asian, Latino, African-American, and other populations.** The percentage of Tumwater's population that is a minority racial group has grown from 14% in 2007 to 21% in 2017.
- **At 22 minutes in average, Tumwater residents have a shorter commute than their peers in Thurston County and Washington State.** Nearly 6,000 out of an estimated 8,337 workers travel 15 minutes or less, while nearly 1,000 workers travel 50 minutes or more. On the other side, Tumwater residents are less inclined to use alternative transportation. Eighty-two percent of Tumwater residents drive alone to their jobs, compared to 79% and 73% for Thurston County and Washington State respectively.

- **Approximately one out of every five Tumwater residents is pursuing some form of education.** With respect to educational attainment, among the population age 25 or higher, 35% have earned a bachelor degree or higher and just 6% have not earned at least a high school diploma. Tumwater has a higher percentage of Master's Degree holders, and a smaller percentage of people without high school degrees than both Thurston County and Washington State as a whole.

Housing

- There are an estimated 10,394 housing units in Tumwater as of 2018 (and more than 179,000 in all of Thurston County). Single-unit structures constitute 60% of the existing housing supply. The Thurston Regional Planning Council forecasts that Tumwater will supply nearly 23,000 units by the year 2040.
- Approximately 56% of Tumwater housing is owner-occupied, about 10% lower than the countywide average. At \$249,000, the value of owner-occupied housing in Tumwater is notably lower than the Thurston County and Washington State median (\$267,000 and \$293,000 respectively).
- While Tumwater home prices have increased significantly over time, they have lost a bit of ground to neighboring jurisdictions. Tumwater had the highest median price in 1990, but it has gradually slipped to "fourth place" in Thurston County due, in large part, to new home construction in other jurisdictions.

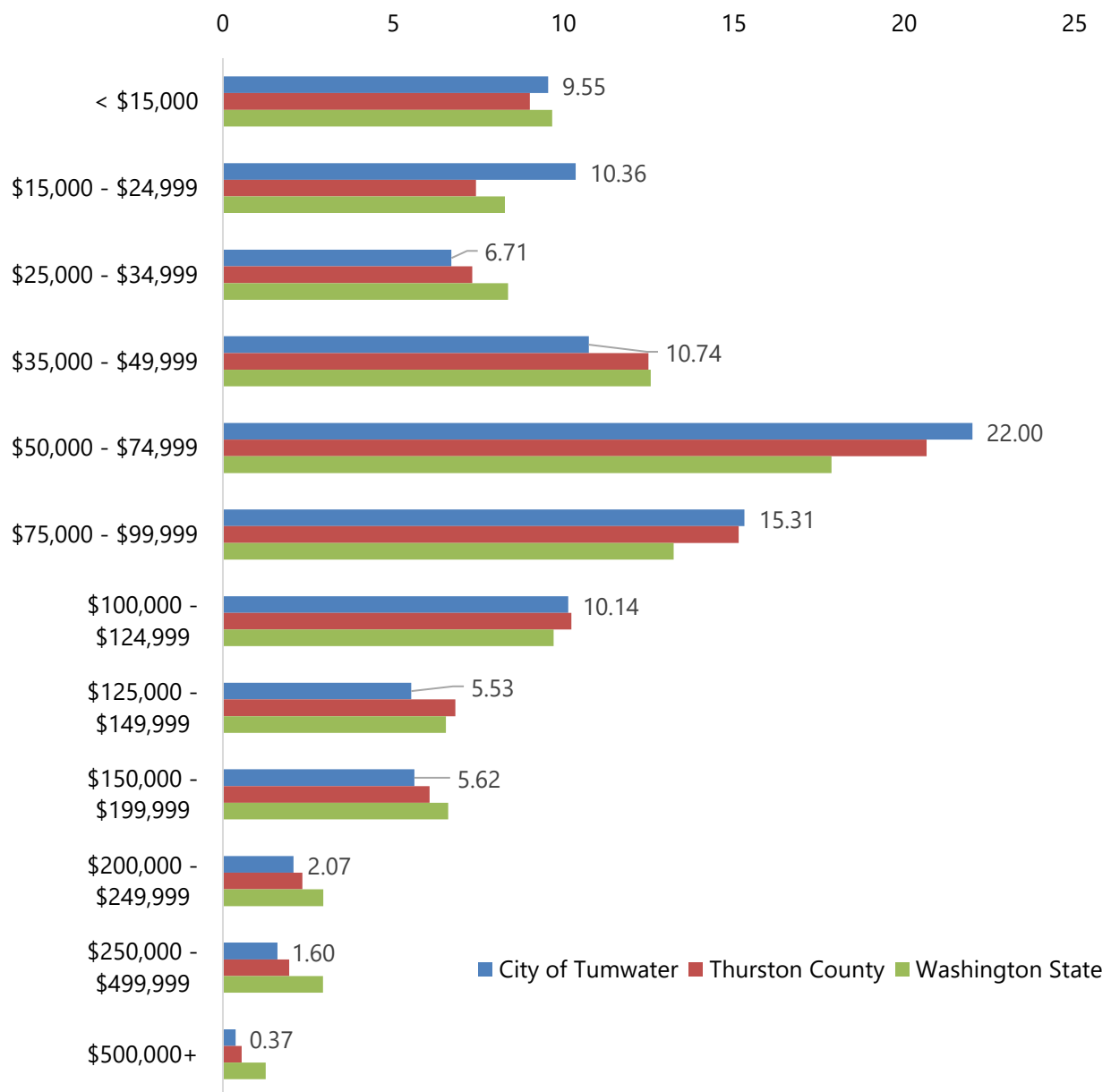


Source: Washington State OFM, 2018

Household Income

As shown in the chart below, Tumwater has more middle- and low-income earners than both the County and State. The strong middle-income levels are primarily attributable to State government employment.

Distribution of Household Income (%): Selected Geographies, 2017

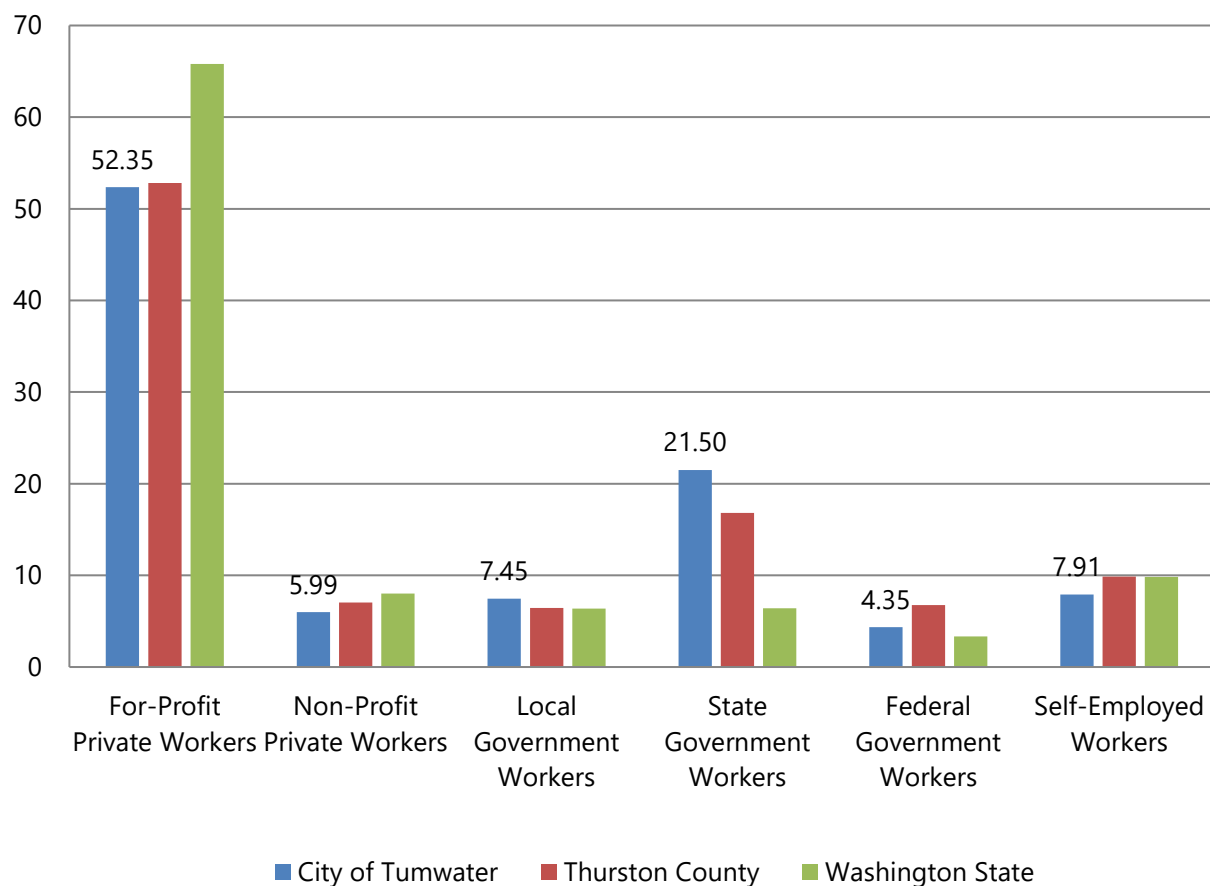


Source: *Environics, 2017*

Employment

Tumwater has a higher proportion of local and State government workers compared to the rest of Thurston County and Washington State, and a lower percentage of for-profit and self-employed workers. Tumwater has about 9% more “white collar” and 5% fewer “blue collar” workers than the State on average. In other words, Tumwater employment is dominated by “office” occupations.

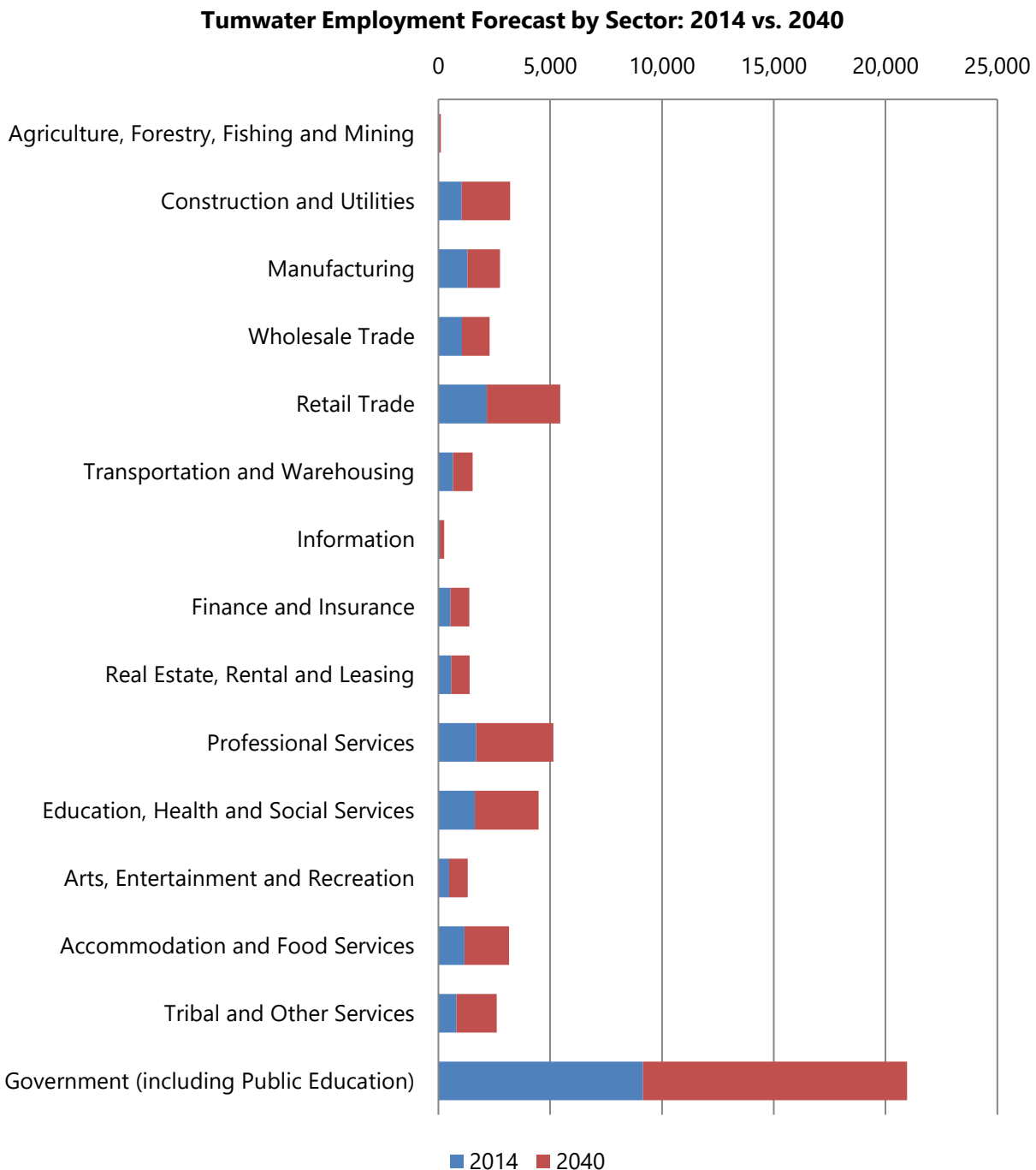
Employment by Class of Worker (%): Selected Geographies, 2017



Source: *Environics*, 2017

Employment in Tumwater stabilized in the first quarter of 2013, after an extended period of decline. The slower recovery in Tumwater compared with the rest of Thurston County and the State average is most likely due to the lag local and State governments experience at the end of a recession, before tax revenues return to normal. Looking forward,

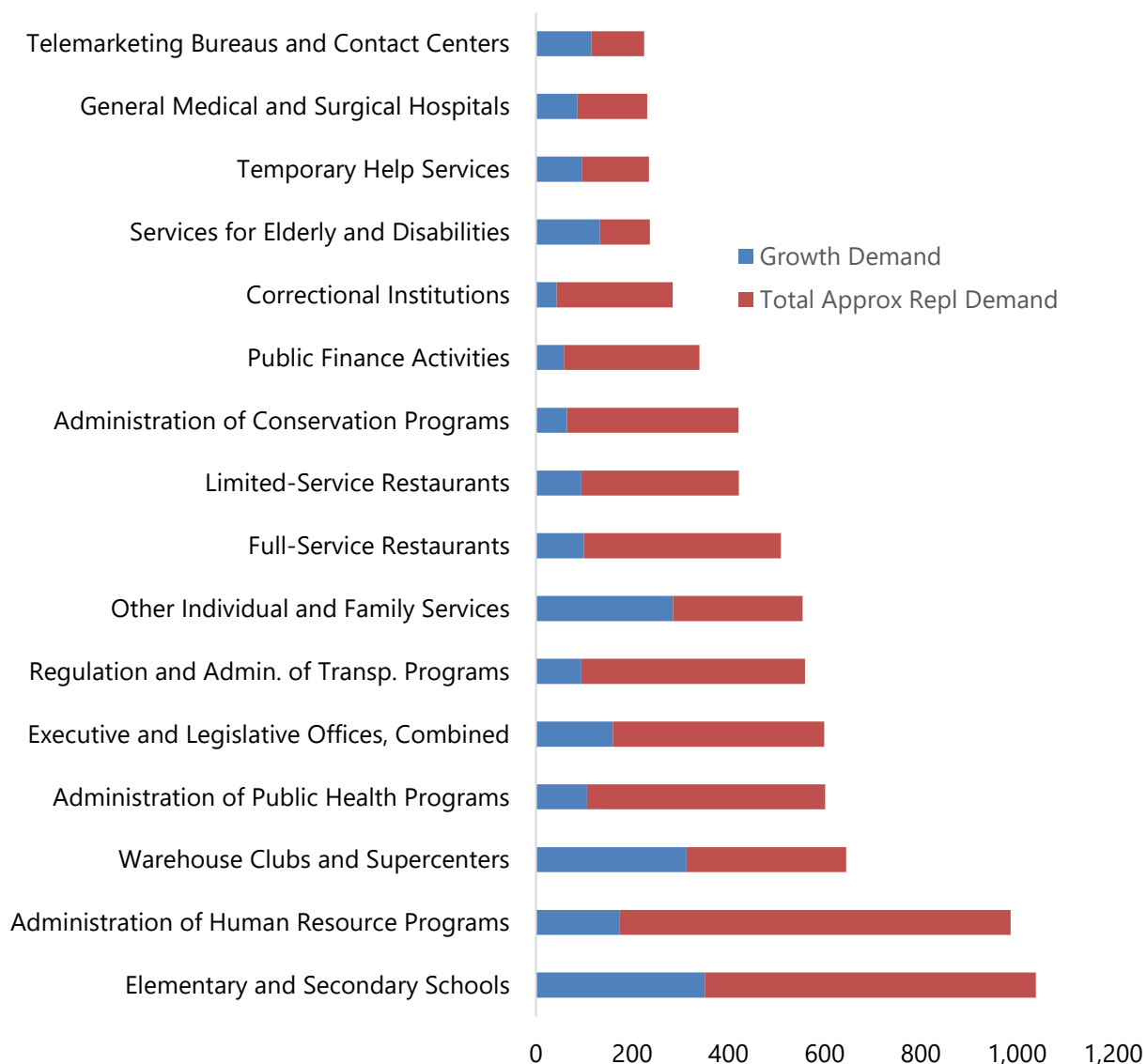
government is forecast to be the largest employment driver, followed by professional services, education, health care, and retail. In addition, in 2014 the City had more jobs on the manufacturing sector than any other jurisdiction in Thurston County and had nearly 40% of the manufacturing sector in Thurston County.



Source: Thurston Regional Planning Council, 2014

This chart shows the industries with highest forecast employment growth over the next decade. Projections are broken down into new employment generated by area growth and/or industry demand, and existing jobs that will be refilled following retirement or related workforce attrition.

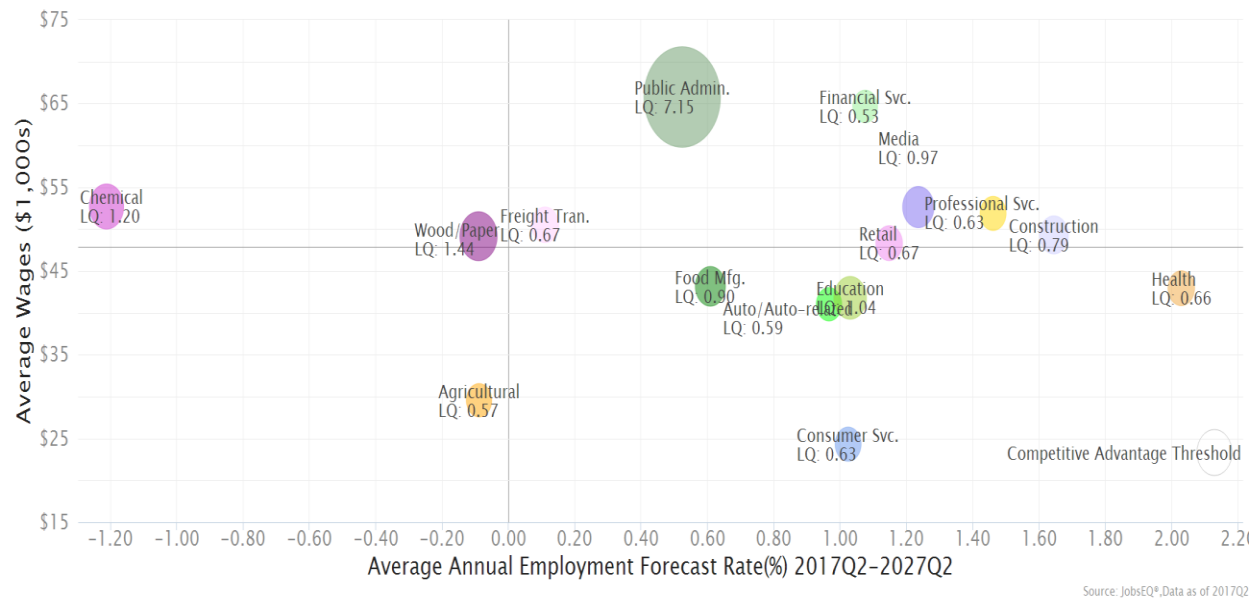
**Industries with Largest Forecast Employment Demand:
Tumwater Zip Code Tabulation Areas, 2017-2027**



Source: JobsEQ, 2017

The chart below shows the relative size and wage impact of various Tumwater Zip Code Tabulation Areas industry clusters. Public Administration is both the wage leader and employment driver. However, other sectors appear to have strong employment growth ahead, including Financial and Professional Services, Retail, Construction, Health, Auto, and Food Manufacturing sectors.

Industry Clusters for Tumwater Zip Code Tabulation Areas as of 2017 Second Quarter



Source: JobsEQ 2017

Other Employment Information

- **The fastest-growing occupations by percent change include a variety of construction-related jobs**, primarily due to the increase in building associated with the end of the recession.
 - **Following the end of the recession, the volume of total wages began to grow in the Tumwater Zip Code Tabulation Area, including a particularly strong spike starting in 2015.** Yet, the average annual wage has not grown as fast as it has nationally or statewide. The growth in Washington State wages is primarily driven by robust economic activity in King County.
- Tumwater has more middle- and low-income earners than both the County and State.** The strong middle-income levels are primarily attributable to State government employment.

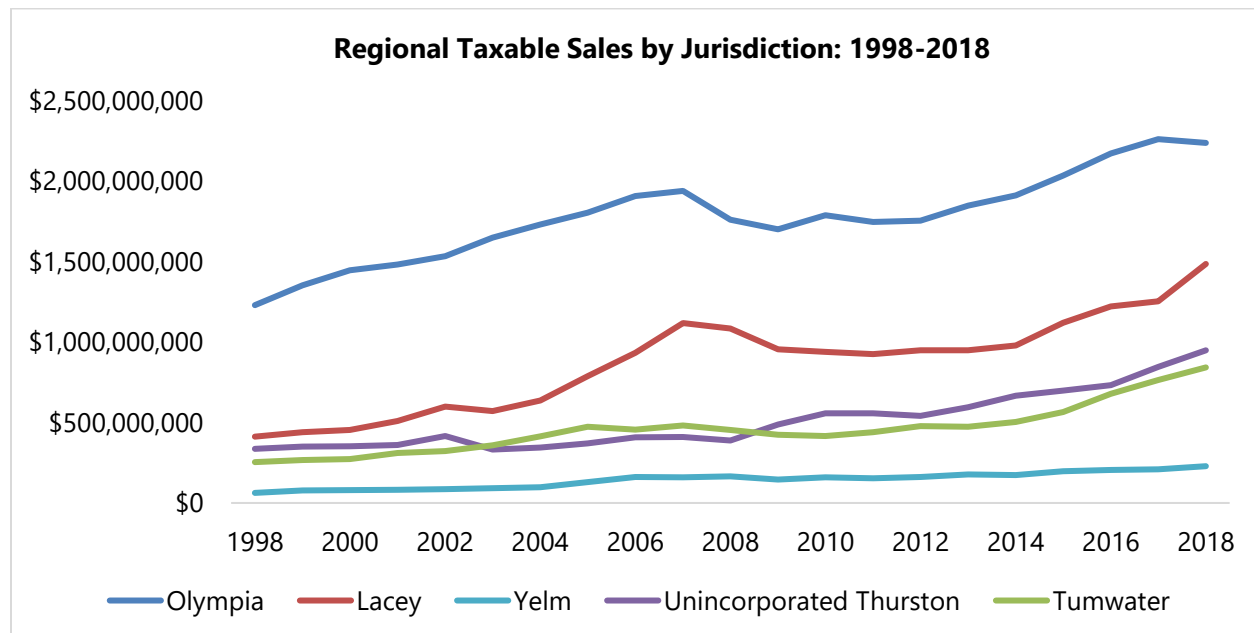
Implications for Economic Development Planning

- The City has a very diverse economic base that should be retained and strengthened.
 - The presence of a high number of State office workers and complementary services such as the contractors and consultants that support State offices is an economic development strength, particularly given their relative high income. Strategies can be developed to capture more spending by this population.
 - The City should seek to use the high educational levels of City residents to encourage the growth of more knowledge based employment opportunities.
 - Many of Tumwater's State office workers do not live in the community; attracting them to live locally would increase local spending and reduce traffic.
-

Retail Market Analysis

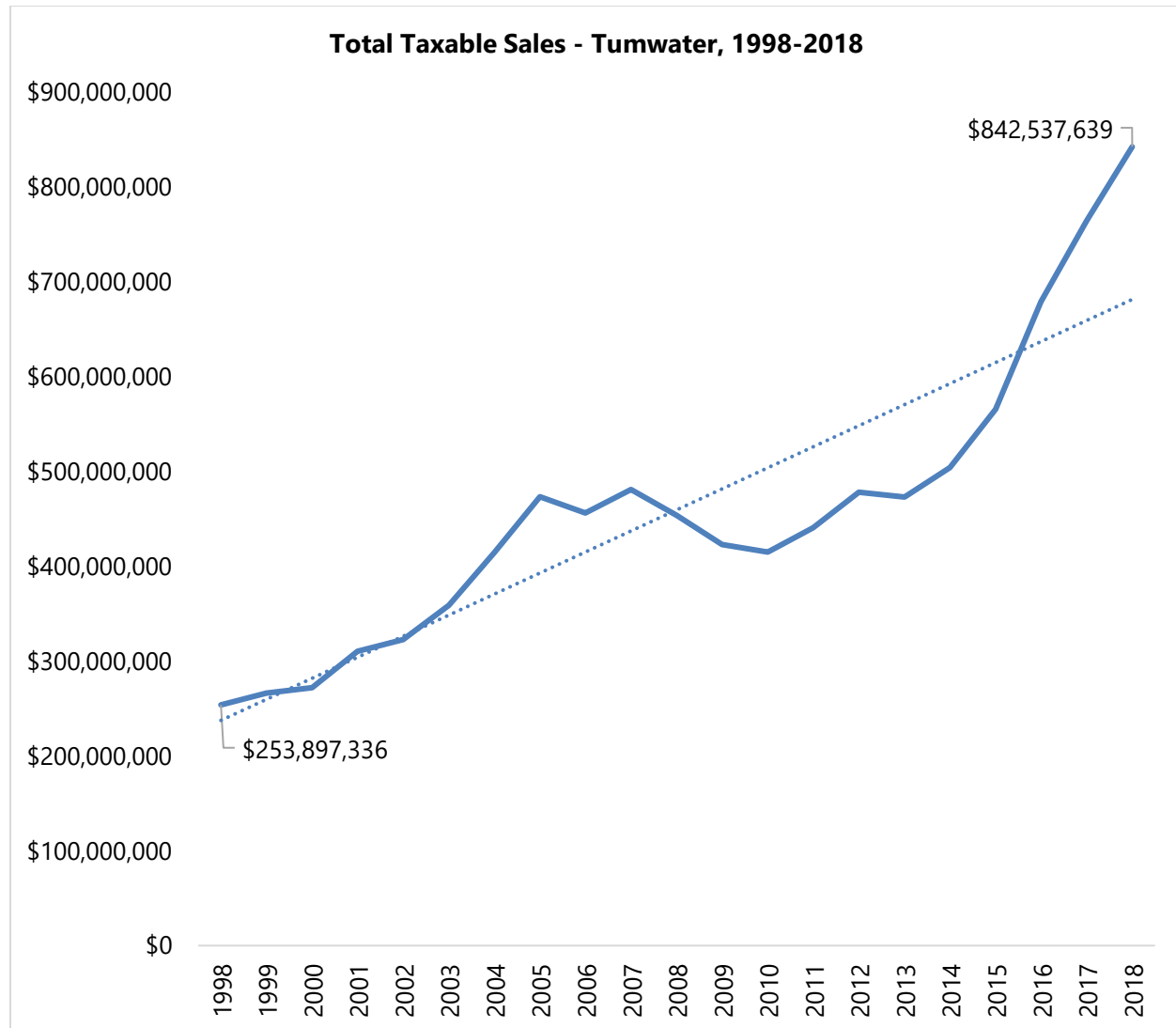
Tumwater is part of a three-City regional retail market, with Olympia, Lacey, and Tumwater serving residents of these cities as well as the population in the surrounding area. Given the rural nature of the region around this metropolitan area, some individuals and families travel long distances to do their shopping in one of these three communities.

The graph below shows Tumwater's total taxable sales over the past twenty years relative to neighboring jurisdictions and unincorporated Thurston County.



Source: Washington Department of Revenue, 2018

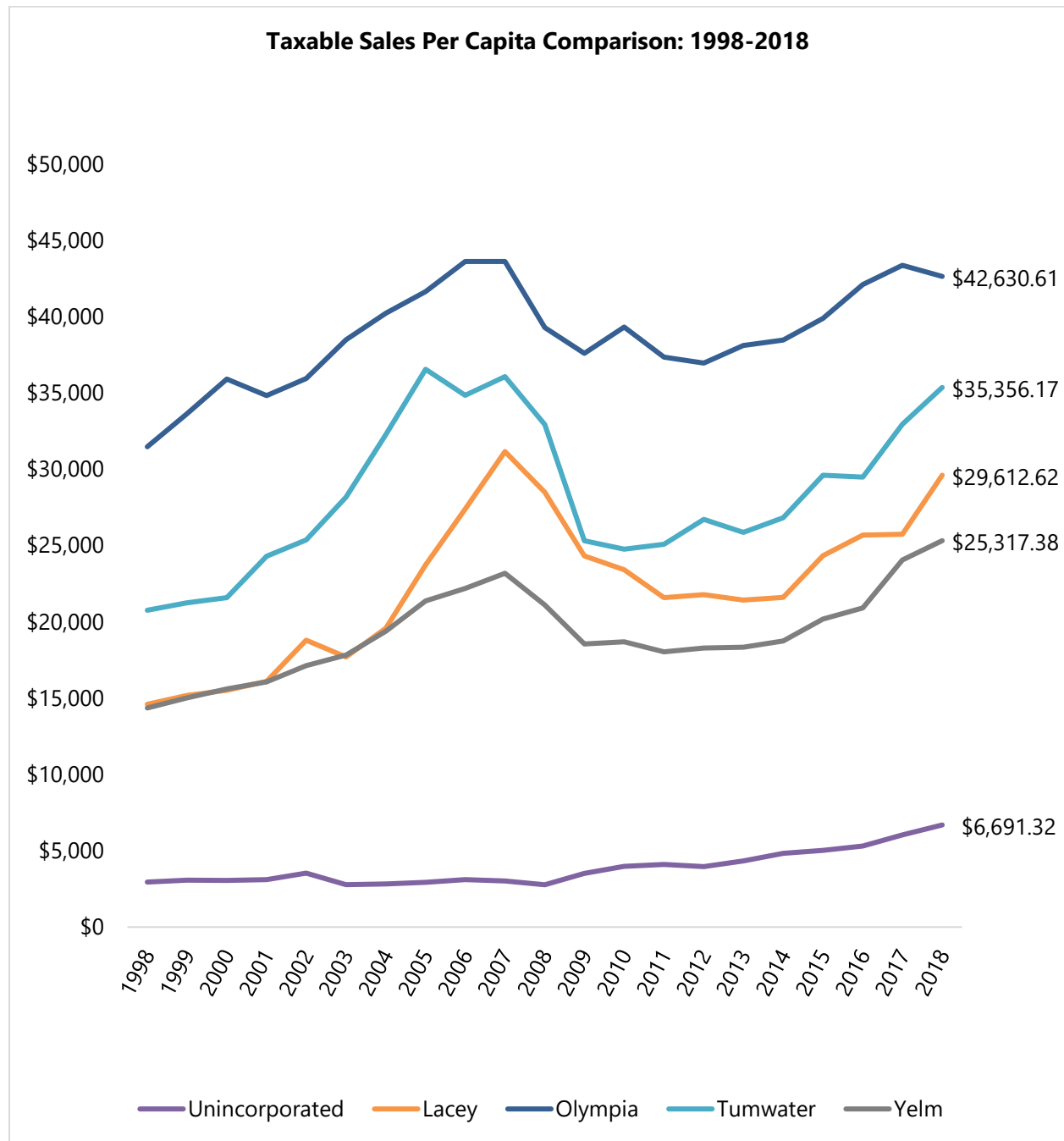
Tumwater experienced steady taxable sales growth from 1996 through 2005. Sales activity leveled off in 2006 and 2007, and then dropped during the great recession from 2008 through 2010. By 2015, sales activity had rebounded to normal trend growth, and then spiked considerably in 2016.



Source: Washington Department of Revenue, 2018

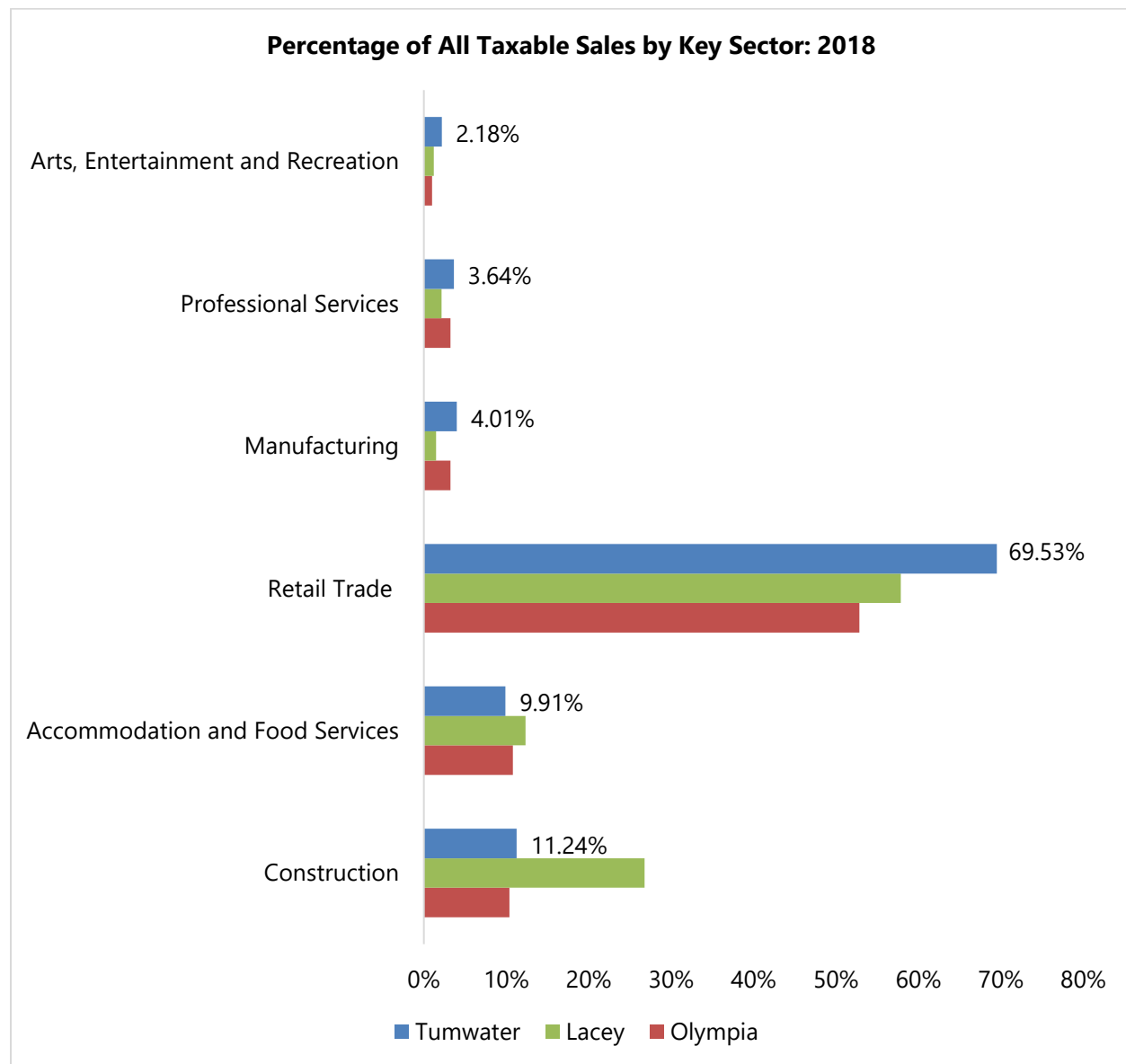
While Tumwater ranks fourth out of the five comparison jurisdictions² by sales volume, it actually ranks second for per capital sales activity. In essence, the City over performs in taxable sales activity for its size by capturing a larger share of regional spending.

² The Cities of Lacey, Olympia, Tumwater, and Yelm and Thurston County.



Sources: Washington Department of Revenue, OFM, and JRO + CO, 2018.

The graph below shows the relative percentage of total sales generated by key economic sectors for each jurisdiction in 2018. Retail is by far the largest sales tax generator for all jurisdictions. Tumwater relies slightly less on retail than the other jurisdictions, and more on arts, entertainment and recreation as well as professional services and manufacturing.



Source: Washington Department of Revenue, 2018

Implications for Economic Development Planning

- Tumwater has increased its share of the regional retail market.
 - There could be a potential opportunity for the City to explore in building on its professional services and manufacturing sectors.
 - The City will need to be prepared to adjust its retail strategy as market share for online sales continues to grow.
-

OVERVIEW OF TUMWATER'S ECONOMIC DEVELOPMENT STRATEGY

In creating this Plan, economic development was defined as the effort to retain and attract capital and talent. This document therefore focuses on strengthening and enhancing the City's economic base by retaining existing firms and attracting new investment in a manner that is consistent with the City's Vision.

The anticipated benefits of these economic development efforts include a strong local job market; diverse local shopping and recreation opportunities; moving the City's vision of redevelopment of key areas of the City forward, and creating vibrant and active community with strong amenities. An ever-present consideration for the City Council was the need to strengthen the City's tax base and enable the City to continue to provide high quality services for residents, businesses, and property owners.

This Plan seeks to retain and attract capital and talent through development that is consistent with the direction provided by Tumwater residents and the City Council, themes and approaches articulated in the City Council's Strategic Priorities and Goals, and the key analytic findings summarized earlier in this document. These parameters can be summarized as:

- **Be consistent with the community Vision** of being 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.
- **Provide a predictable and efficient process for investors**, allowing development that is aligned with guiding regulations and codes.
- **Meet the City's fiscal needs and follow citizen direction to respond with proactive economic development** (see Summary of Analytic Findings).
- **Take advantage of locational, economic, and community strengths**, including Tumwater's location along I-5 and US-101, the diversity of its existing economic base, and a strong community character.
- **Maintain and strengthen the diversity of Tumwater's economy**, with proactive efforts in office, light industrial and manufacturing, and retail sectors.
- **Locate commercial users strategically**, taking advantage of the City's large geography to create specialized business districts that minimize disruption to residents and other institutions or businesses.
- **Establish dynamic places** for residents and visitors.

- **Support local efforts in on-line retailing** to address the fundamental change in commercial markets such as through collaborating with the Thurston County Economic Development Council or another provider to offer educational workshops, training, and business set-up as well as proactive outreach to existing small businesses to help with e-tail platform development.
- **Use strategic targeted public investment** to leverage private and other sources of investment.
- **Target strategic priorities and redevelopment areas** to bring the City's initiatives to fruition.

DIRECTION FROM THE STRATEGIC PRIORITIES AND GOALS

The City Council provided clear direction through the following Guiding Principles for Economic Development:

- **Focus economic development in support of the City's Vision**, enhancing quality of life and strengthening community assets including the City's livability, strong neighborhoods, aesthetic quality, and a beautiful natural environment featuring views of Mount Rainier and the Olympics. Balanced economic development is desired, so that the scale, scope, and location of development support rather than overwhelm these other assets.
- **Make the most of the community's assets**, including its role as a regional commercial center, diverse economic base, airport, historical resources, and location on along both I-5 and the Deschutes River Valley.
- **Continue to foster a diverse economy, building on existing sectors, and locating new businesses appropriately** to take best advantage of transportation infrastructure, minimize impact on other uses, and create opportunities for synergies such as mixed-use development or residential, commercial, and employment uses located within walking distance of one another. Light industrial or manufacturing development in particular should be located carefully to minimize impacts to other uses.
- **Be strategic, efficient, and innovative**, focusing the City's economic development efforts and resources on supporting portions of the economy that might not otherwise flourish initially on their own. Enlist partners throughout the City and the region in support of the City's efforts and for the benefit of the larger community. Facilitate desirable development by being communicative, predictable, transparent, and solution-oriented in policies, investments, and interactions with the business and development communities.

This Plan responds to this direction with specific and proactive strategies to strengthen targeted sectors of the economy, as well as overarching priority to improve the City's development climate that will encourage growth in all sectors. Particular attention is given to opportunities associated with specific places, recognizing the potential economic and community development impact of the former Olympia Brewing Company properties, the Olympia Regional Airport, Tumwater Town Center, and evolving business districts such as Brewery District, Capitol Boulevard Corridor, and the Littlerock Road Subarea.

STRENGTHENING TUMWATER'S DIVERSE ECONOMY

Goals and Strategies build from the direction and themes to encourage investment in each of Tumwater's core economic sectors:

- **Office-based employment.** State and private offices have evolved to be a central component of Tumwater's economic base, contributing a large number of well-paying jobs. Strategies in this Plan continue to take advantage of this strength by retaining existing users; attracting complementary businesses, including retailers and restaurants that cater to office workers, as well as complementary businesses such as partners and suppliers; consultants and other professional services, and encouraging office workers who currently live outside the community to consider relocating to Tumwater.
- **Light industrial and manufacturing.** Tumwater has higher employment levels in manufacturing, wholesale trade, transport, warehousing, utilities, and construction/resources than many other communities. Such businesses tend to benefit from Tumwater's strengths in location and transportation access, provide living-wage jobs, and offer opportunities for further growth and diversification by evolving into clean energy areas. Related strategies in this Plan include supporting and retaining existing firms and promoting Tumwater's clean energy sector.
- **Retail.** Tumwater's retail opportunities and economic development strategies fall along the spectrum as described below.
 - **Large-scale retail.** Significant revenues for the provision of City services come from Tumwater's retail sector and in particular from sales by national retailer in the community's strongest retail sectors: General Merchandise, Building Material/Garden Supply, and Automobile Sales. The City Council's Strategic Priorities and Goals recognizes the important role such retailers will continue to play in the City's future. Strategies should focus on retaining and facilitating growth through retailer expansion and synergy in the business districts.

- **Community oriented retail.** Tumwater’s smaller-scale retail presents opportunities both for economic diversification and for community building and place making. These are strong areas of emphasis of this Plan, with specific strategies calling for support for small-scale businesses, the development of dynamic and attractive business districts, and zoning and infrastructure investments that encourage both small neighborhood-serving retail nodes and larger community retail centers.
 - **On-line retail.** A fundamental change in commercial markets is underway. Tumwater needs to address the market realities of a shrinking “brick & mortar” trend and an expanding online retail sector with accompanying change in taxable revenue.
-

This Plan is summarized at a high level on the following pages, showing the supporting strategy under each of the Plan’s eight Goals.

- **Goal 1** focuses on a priority area, which is enhancing the City’s development climate. Establishing predictable, positive rules and processes for investors is seen as critical to ensuring that Tumwater remains an economically vital community.
- **Goals 2, 3, and 6** focus on strengthening specific aspects of the City’s existing economy: retaining its existing businesses and building on strengths in light industrial and manufacturing, office-based employment, the New Market Industrial Campus and the Olympia Regional Airport.
- **Goals 4 and 5** focus on taking advantage of a specific economic development asset that has the potential to reshape the region’s economy: the brewery properties and the craft food and beverage industry.
- **Goal 7** encourages office development and other options to strength the Tumwater Town Center.
- **Goal 8** encourages economic development that strengthens the Tumwater community.
- **Goal 9** establishes an approach to strengthening Tumwater’s image and role as a regional destination.

IMPLEMENTATION PLANNING

This document establishes strong guidance for the City as it implements its economic development activities. Timelines and lead departments are assigned. This implementation guidance should be used to link pursuit of the Plan’s Goals and Strategies

with City Council and Planning Commission agendas and City department work planning and performance review processes.

To implement these ambitious efforts effectively, the City will need a dedicated economic development staff position. Until such a position can be funded, it will be necessary to utilize existing staff to perform as many of these functions as feasible. Some activities cannot be advanced without a dedicated economic development lead; the timeline for such items is identified as "To be determined."


LAND USE CHARACTERISTICS

In developing this Plan, it was recognized by City Council that each of the land uses listed below could have both positive and negative impacts on the community. These impacts were strongly considered when creating this Plan's Goals and Strategies.

- **Public and private offices.** Provide the highest employment density; larger offices bring wealth into the community and local offices provide services to local residences and businesses; both generate modest revenue, particularly during the mid-day (e.g. restaurants, services). They may provide community development opportunities and proximity to housing can reduce commute times. The primary downside is an increase in traffic during commute hours.
- **Light industrial businesses.** Provide modest increases in local employment opportunities; generate modest revenue; and help diversify the City's economy. However, uses can be aesthetically unappealing and create a potential for noise and modest traffic impacts.
- **Large warehouses, distribution, and logistics centers.** Generally, provide the lowest employment density and modest revenue; increase truck traffic; create impacts to the City's visual appearance; and consume large amounts of industrial land.
- **Large-scale retail stores.** Provide a significant increase to the City's tax base through sales tax; attract more shoppers to Tumwater, which will support some local retailers; and increase local shopping opportunities. However, these uses generate significant traffic; affect the City's visual appearance; and can increase competition for some locally owned retailers. Most of the large retailers have already saturated the market and due to changing dynamics in the retail world, it is unlikely we will see any others in Tumwater.
- **Neighborhood scale retail.** Provides moderate increases to the City's tax base through sales taxes; generates moderate increases in local traffic; and provides

increased local shopping opportunities. They can play an important role in community development.

SUMMARY OF PLAN GOALS AND STRATEGIES

 **Note:** Goals are not listed in order of priority.


Goal #1: Establish a development climate that stimulates economic activity and desirable investment

- A.** Maintain ongoing dialogue with key constituencies to ensure a common understanding of the City's economic development Goals and development regulations
- B.** Obtain regular feedback about the City's development regulations and processes
- C.** Promote Tumwater as an attractive location for business investment
- D.** Ensure a predictable and efficient experience for business owners and developers seeking to invest in Tumwater  **PRIORITY ITEM**

Goal #2: Retain and support existing businesses

- A.** Communicate that existing businesses are valued and that the City will do what it can to retain them in the community
- B.** Facilitate the development of clusters by convening and attracting complementary businesses
- C.** Collaborate with partners to understand and seek to respond to the needs of the City's existing businesses
- D.** Provide resources and programs to support Tumwater's small businesses
- E.** Encourage the success of Tumwater's home-based businesses

Goal #3: Grow the City's light industrial and manufacturing sectors

- A.** Communicate the continued importance of Tumwater's industrial employers and their economic impact in the community
- B.** Understand and respond to the needs of industrial users
- C.** Seek to utilize the transportation infrastructure in the City to support and grow its industrial and manufacturing sectors  **PRIORITY ITEM**
- D.** Grow and promote Tumwater's clean energy and green business sectors
- E.** Through partnerships, promote workforce development and education in order to ensure sufficient supply of workers and create opportunities for individuals

F. Encourage businesses that support the City's dominant government cluster

Goal #4: Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City's economic base


A. Explore strategies to renovate the Old Brewhouse through grants, donations, and public/private partnerships for rehabilitation consistent with the New Market Historic District Master Plan and the Park, Recreation, and Open Space Plan


B. Implement the Brewery District Plan with public and private investment to revitalize the Brewery Neighborhood and take advantage of this remaining historic core to the City and valuable neighborhood asset  **PRIORITY ITEM**

C. Expand economic opportunity and activity in the Brewery District  **PRIORITY ITEM**

D. Create a stronger sense of place in the Brewery District by facilitating pedestrian access, establishing gathering places for residents, and fostering a distinct District identity


Goal #5: Develop the City's craft food and beverage sector

A. Develop a Center of Excellence around the City's craft food and beverage sector in partnership with local educational opportunities  **PRIORITY ITEM**

B. Grow the City's craft food and beverage sector to include producers, manufacturers, and markets  **PRIORITY ITEM**

C. Work to create distinctive brands and signage for areas of the City that are centers of the City's craft food and beverage sector


Goal #6: Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport

A. In partnership with the Port, facilitate commerce and productivity, as well the efficient movement of goods and provision of services  **PRIORITY ITEM**




B. Collaborate with the Port in the preparation and implementation of a Master Development Plan for the area

C. Embrace the Olympia Regional Airport as a Valuable Economic Asset

Goal #7: Solidify and advance the future of the Tumwater Town Center

- A.** Evaluate the feasibility of the established Tumwater Town Center vision for mixed-use development
- B.** In partnership with the Port, encourage development by establishing a non-binding master site plan for Port-owned properties within the Tumwater Town Center
- C.** Consider additional investments and incentives if necessary to encourage development in the medium- to long-term, such as transit centers in ideal locations
- D.** Treat Tumwater's office market as an economic development asset and a foundation to build upon in advancing the Tumwater Town Center  **PRIORITY ITEM**

Goal #8: Encourage economic development that strengthens the Tumwater community

- A.** Support multiple models of community-oriented development
- B.** Strengthen the identity and management of the City's business districts
- C.** Support the transformation of Capitol Boulevard by pursuing opportunities to implement the Capitol Boulevard Corridor Plan  **PRIORITY ITEM**
- D.** Implement the Littlerock Road Subarea Plan to encourage private development in the area  **PRIORITY ITEM**
- E.** Consider a 93rd Avenue/I-5 Interchange Subarea Plan to help guide growth, transportation, and land use  **PRIORITY ITEM**
- F.** Support the development of the Warehouse and Craft Districts and broader craft food and beverage growth opportunities as outlined under Goal #5

Goal #9: Strengthen Tumwater's image and advance the community as a regional destination

- A.** Strengthen community identity and promote a positive image
- B.** Promote Tumwater as an attractive residential location for office workers
- C.** Promote the region's attractions and strengthen Tumwater's tourism infrastructure
- D.** Recruit educational institutions to strengthen Tumwater's economic base and enhance the dynamism of the community
- E.** Recognize Interstate 5 as a valuable economic asset.

HOW TO READ THIS PLAN

The City's **Vision, Mission, and Belief Statements** provide overarching direction for the future of the community. Other direction from the City Council's Strategic Priorities and Goals is shown through the document.

The **Summary of Plan Goals and Strategies** provides a high-level overview of the Economic Development Plan's eight Goals and supporting Strategies.

The remaining document presents each Goal in full detail, with introductory text, explanation of the lead and timeline for each strategy, and identification of priority items. The following icon is used to identify changes to Tumwater's zoning or development regulations.

- Modifications to zoning and development regulations

GOALS AND STRATEGIES

Goal #1: Establish a development climate that stimulates economic activity and desirable investment

The City's Economic Development Plan strongly prioritizes a development climate that attracts and facilitates investment in the Tumwater community. This focus on refining the City's most fundamental interaction with business is a foundational element to the City's economic development strategy. It is an area where the City has direct influence and can affect a significant positive difference without costly investment. Further, the City recognizes the importance of strengthening its interactions with investors and sending a message to the market that investment is desired in Tumwater.

The City's regulation of and interaction with potential investors should actively facilitate desirable development, while preserving key economic and community assets such as Tumwater's natural areas and attractive residential neighborhoods. This broad aim will be accomplished by continuing to have a culture supportive of economic development throughout the City, as well as by making ongoing improvements to existing development regulations, systems, and processes.

This Goal establishes specific strategies to improve Tumwater's development climate to establish clear expectations of investors, appropriate regulations, and smooth, predictable processes. As these improvements are made, they will be promoted to potential investors, as will a summary of properties available for development or redevelopment. These communications will help raise awareness of the community's substantial development opportunities. The result will be an increase in desirable investment in the community and achievement of the desired outcomes associated with economic development.

This Plan also calls for ongoing engagement with key stakeholder groups, including residents, business owners, property owners, and potential investors, to promote a common understanding of the need for and broader strategy behind the City's economic development efforts.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Maintain ongoing dialogue with key constituencies to ensure a common understanding of the City's economic development Goals and development regulations	City Admin	√			
1. Implement this Plan through outreach to the City's economic development partners	City Admin	√			
<ul style="list-style-type: none"> ▪ Discuss the City's vision, priorities, and purpose ▪ Explore opportunities to expand coordination and collaboration among the City and its economic development partners 					
2. Use social media as an economic development tool to provide regular updates of the City's economic development efforts and private sector development activity	ED Staff ³	-	-	-	-
3. Obtain diverse and representative input when significant policy changes are considered, seeking input by residents, business owners, and members of	City Admin	√			

³ Until Economic Development staff is hired, the Executive and Community Development Departments will do tasks assigned to Economic Development staff.

			Years			
	Lead	Ongoing	1-4	5-8	9+	
the development community						
4.	Communicate regularly with residents about the City's economic development Goals and efforts	City Admin	√			
5.	Maintain strong connections to Tumwater's business owners, treating them as key community stakeholders	City Admin	√			
▪	Modify the City's contract with the Thurston County Economic Development Council to include a summary of feedback on the City's development climate obtained through the EDC's business outreach efforts	City Admin	√			
▪	Conduct regular outreach to the City's largest employers	ED Staff	-	-	-	
▪	If possible, conduct "exit interviews" with businesses that leave Tumwater	ED Staff	-	-	-	
▪	Establish a single point of contact at the staff level for the City's economic development partners and continue to	City Admin		√		

			Years			
	Lead	Ongoing	1-4	5-8	9+	
	participate regularly in partner meetings					
6.	Look for ways to build partnership opportunities with the Squaxin Island Tribe, Nisqually Indian Tribe, and Confederated Tribes of the Chehalis Reservation	City Admin	√			
7.	Look for ways to support equity in community through economic development	City Admin	√			
B. Obtain regular feedback about the City’s development regulations and processes ■		City Admin	√			
1.	Maintain an effective and ongoing feedback loop with development applicants to continue to improve services	Comm Dev	√			
2.	Proactively seek input from randomly selected business owners and developers involved in various points of the City’s development process	City Admin	√			
3.	Review the Economic Development Plan on a regular basis to ensure that it continues to work with other City strategic priorities, plans, and regulations	City Admin	√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
C. Promote Tumwater as an attractive location for business investment	City Admin ED Staff	√			
1. Establish key economic development messages to be communicated on the City's website, social media, in printed materials, and in economic development events and discussions	City Admin ED Staff		√		
2. Maintain the City's website through a user-centered format and ensuring that economic development pages are easily accessed from the home page	City Admin ED Staff		√		
3. Provide "plain talk" interpretations of the City's development regulations on the City's website and in simple printed handouts	Comm Dev		√		
4. Continue to collaborate with partners to market opportunities in Tumwater	City Admin ED Staff	√			
5. Create promotional collateral that describes the City's demographics, market position, and specific development opportunities	City Admin ED Staff		√		
▪ Aggregate and communicate development opportunities by geography or allowable use, promoting	City Admin ED Staff		√		

	Years				
	Lead	Ongoing	1-4	5-8	9+
opportunities in individual commercial districts or across the City for specific user types such as office-based employers or light industrial and manufacturing users					

PROMOTING TUMWATER TO INVESTORS

Key messages include:

- Communicate that economic investment in Tumwater is desired
- Promote the City's development climate, with predictable processes and competitive regulations and fees.
- Describe the City's significant strengths and assets that provide substantial benefits to tourists, businesses, and developers

TUMWATER'S DEVELOPMENT OPPORTUNITIES

Strategy C above calls for actively promoting development opportunities in Tumwater using printed, on-line, and social media materials to aggregate and highlight opportunities by geographic area and development type. These materials can be featured on the City's website and social media and used in conversation with business owners looking to expand or locate in Tumwater, investors active in the region, and the City's economic development partners.

The following brief descriptions highlight key areas with economic development potential for new development or redevelopment:

Capitol Boulevard Corridor: Redevelopment opportunities along this important corridor should be aggregated and promoted collectively and guided by the Capitol Corridor Plan. The attractive characteristics of the area should be described, including access to I-5, commute volumes, and proximity to neighborhoods, as well as the community's desire for a dynamic and walkable business district.

Littlerock Road Subarea: Opportunities for both large-scale retail development and neighborhood-scale commercial in this area with strong I-5 visibility and access should be promoted, consistent with the Littlerock Road Subarea Plan.

Tumwater Boulevard West of I-5: There is an opportunity to increase the number of automobile dealerships in this area. This opportunity should be promoted given the region's strength in automobile sales, the potential tax revenues such uses may generate, and the ability to access dealerships easily from I-5 without disrupting nearby neighborhoods.

93rd Avenue Southwest: With the 93rd Avenue/I-5 interchange, this area is well suited to uses that benefit from easy access to the interstate. Desirable uses for this area include large-scale retail and industrial businesses, both of which are consistent with the existing Light Industrial zoning. Goal 7, Strategy E would implement a subarea plan around the 93rd Avenue/I-5 interchange to help guide growth, transportation, infrastructure, and land use.

Brewery Properties: Goal 4 of this Plan focuses on promoting desirable use of the brewery properties, including dynamic mixed-use development west of Capitol Boulevard that features a regional retail or entertainment destination and light industrial employers east of Capitol Boulevard.

Tumwater Town Center: Promotion of development opportunities within the Tumwater Town Center should correspond to the results of the effort described in Goal 6, Strategy A to evaluate the feasibility of the established vision for the area, and in alignment with the non-binding master site plan called for in Goal 6, Strategy B.

Craft Food and Beverage: Promotion of development opportunities in the Warehouse District on Old Highway 99 and immediately south of the Brewery District should support the City's efforts to create opportunities for small brewing, distilling, food preparation, and personal care product preparation, as well as the Innovation Partnership Zone in the Craft Brewing and Distilling industry cluster.


Olympia Regional Airport: Promotion of airport-related development within and around the Olympia Regional Airport should be done in collaboration with the Port as outlined in Goal 5. Use of the airport for tourism travel to and from the region, linking the airport to local restaurants and hotels, would be a great benefit to the area. The City should collaborate with the Port to support and recruit airport-related businesses, such as flight schools, aircraft design and repair firms, and airport related innovation and manufacturing.

New Market Industrial Campus: Promotion of development within the New Market Industrial Campus should be done in collaboration with the Port as outlined in Goal 5.

The City should work together with the Port in the preparation and implementation of the Master Development Plan for the area.

Mottman Industrial Park: Redevelopment and infill opportunities should be promoted, as much of this area was developed in the 1980s. The City should recruit businesses that can take advantage of the transportation assets in this area, including rail and access to I-5 and US-101.

Community-oriented development: Opportunities for neighborhood-serving retail and grocery-anchored retail centers throughout the City should be aggregated and promoted collectively.

	Lead	Ongoing	Years		
			1-4	5-8	9+
D. Ensure a predictable and efficient experience for business owners and developers seeking to invest in Tumwater  PRIORITY ITEM	City Admin	√			
1. Ensure that development regulations are established in a planned and scheduled fashion and clearly communicated on the City website and in printed materials	Comm Dev	√			
2. Complete the Bush Prairie Habitat Conservation Plan in partnership with the Port to incorporate threatened or endangered species protections in a comprehensive and proactive manner	Planning	√			
▪ Communicate using social media and economic development materials the progress made on the issue					
3. Avoid mid-stream changes to development regulations in response to particular development proposals	City Admin	√			
4. Evaluate creative approaches to	City Admin		√		

		Years			
	Lead	Ongoing	1-4	5-8	9+
establishing a City staff position responsible for economic development, including beginning with a part-time position or banking funding for the position until sufficient resources have been set aside					
5. Establish economic development and the potential to stimulate private investment as a criteria in the City's decision making process for allocating capital funding	City Admin		√		
<ul style="list-style-type: none"> ▪ Prioritize capital investment in areas with economic development potential, with a short-term focus on the Brewery District, craft food and beverage centers, the Capitol Boulevard Corridor, and the Littlerock Road Subarea 	City Admin		√		
6. Use education, training, and strong leadership to maintain a community development culture with a strong customer-service orientation	Comm Dev	√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
<ul style="list-style-type: none"> Encourage staff to help business owners and potential investors find suitable sites and solutions to challenges they encounter, while adhering to the community Vision and development regulations 	Comm Dev	√			
7. Ensure consistent, accurate, and easily understood information is provided by Community Development staff	Comm Dev	√			
<ul style="list-style-type: none"> Create “plain talk” handouts describing the City’s development regulations and how investors can successfully conduct business within the City 	Comm Dev ED Staff		√		
<ul style="list-style-type: none"> Continue to evaluate the protocols about what information should be provided at specific points in the development process 	Comm Dev	√			
<ul style="list-style-type: none"> Establish mechanisms to document what information has been provided to individual prospective investors at different points in the development process 	Comm Dev		√		

			Years		
			1-4	5-8	9+
8. Continue to track timelines for routine tasks and processing, including deadlines for response to inquiries by business owners and potential developers	Comm Dev		√		
9. Consider amending the Tumwater Municipal Code to establish a process for the Community Development Director to approve expedited processing of permit applications under certain circumstances ■	Comm Dev		√		
10. Consider establishing an enterprise fund to allow the purchase of up-to-date tools and systems to manage permitting	Comm Dev		√		
11. Benchmark the City's practices and regulations against those of neighboring communities	Comm Dev	√			
▪ Conduct an annual review of key policies and practices to ensure the City remains competitive ■	Comm Dev		√		
▪ Investigate neighboring community practices whenever significant policy or procedure changes are considered	Comm Dev	√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
12. Track development inquiries and the status of investments by type and location	Comm Dev	√			
<ul style="list-style-type: none"> Provide quarterly summaries for use by elected officials and staff and as material for the City's economic development marketing efforts 	Comm Dev	√			

ENTERPRISE FUND

The income produced by a City's revenue-generating activity may in turn be invested in the systems that support the activity. In this case, the recommendation is to use all or a portion of the City's permit fees to purchase the tools needed to manage the permitting process effectively. Potential investments include a comprehensive permit tracking system with web-based progress reports for permit recipients.

EXPEDITED PERMITTING

The ability for a developer to move a project through the permitting process in a timely fashion can be extremely important. Depending on the nature of the project, the time required for this process can be a critical factor in determining in which community to build. By offering an expedited option, Tumwater will be in a more competitive position to receive such an investment.

As this option is developed, the City will consider the following conditions and alternatives to ensure there are no associated negative consequences:

- An expedited processing schedule should be approved only if other permit applications will not be delayed
- Contracting for permit review services should be considered as an alternative to prevent delays to other projects
- Any additional costs incurred by the City due to expedited processing should be paid by the permit applicant

Goal #2: Retain and support existing businesses

The retention and expansion of existing enterprises is an important starting-point for continued economic prosperity. The strategies contained in this Goal generally follow a two-step process of first engaging with the business community to understand the challenges and opportunities faced by business owners and then by responding in a supportive fashion as resources and limitations on the role of the City allow. Collaboration with its economic development partners can greatly augment what the City is able to do on its own in this area.

The following strategies make use of an interrelationship between business retention and business attraction. Retaining our existing businesses and aiding in its growth is significantly easier than recruiting new businesses and should be the first focus of the City. By being a business-supportive community, Tumwater will develop a positive reputation that may attract new businesses. In addition, through its business retention outreach, the City will learn about potential new businesses that would complement existing businesses. Synergistic relationships can be used to strengthen existing businesses by placing their suppliers, contractors, and other supporting partners near them, as well as growing a cluster of related businesses.

Tumwater's diverse economy hosts businesses that include multinational corporations, mid-sized businesses, small businesses, and nascent home-based businesses. Strategies for larger businesses include outreach and direct assistance on issues that can be addressed by the City and its partners. Support for small businesses is primarily to be provided in collaboration with the City's partners, and the strategies around home-based businesses are exploratory in nature, directing the City and its partners to understand better the needs and significance of this sector before committing to specific supporting strategies.

			Years			
	Lead	Ongoing	1-4	5-8	9+	
A. Communicate that existing businesses are valued and that the City will do what it can to retain them in the community	City Admin	√				
B. Facilitate the development of clusters by convening and attracting complementary businesses	ED Staff	-	-	-	-	

	Lead	Ongoing	Years		
			1-4	5-8	9+
1. Identify potentially synergistic industries, services, and individual businesses during outreach to existing businesses and State offices	ED Staff	-	-	-	-
C. Collaborate with partners to understand and seek to respond to the needs of the City's existing businesses	ED Staff	-	-	-	-
1. As staffing allows, appoint a "Business Ombudsman" to serve as a first point of contact for businesses requesting assistance from the City	ED Staff	-	-	-	-
2. Provide site location and permitting assistance services for businesses seeking to expand	Comm Dev	√			
7 Related Strategies					
<ul style="list-style-type: none"> • <i>ED Plan: Goal 3 – light industrial and manufacturing</i> • <i>ED Plan: Goal 6 – office uses</i> 					
3. Form a committee comprised of City and public and private sector partners to anticipate and respond to businesses who are considering leaving the community	City Admin		√		
▪ Reach out to firms that may leave and address	City Admin		√		

		Lead	Ongoing	Years		
				1-4	5-8	9+
contributing issues if feasible						
4.	Conduct a “business survivability” survey with the City’s partners to understand the most critical needs of the area’s businesses	ED Staff		√		
5.	Include consideration of infrastructure needs by businesses, seeking to adapt the City’s investments to conform with evolving needs	Public Works ED Staff		√		
6.	Partner with the Tumwater School District, the New Market Skills Center, and South Puget Sound Community College to provide targeted workforce development and connect these organizations with businesses that are hiring	ED Staff	-	-	-	-
D. Provide resources and programs to support Tumwater’s small businesses		City Admin	√			
1.	Ensure that the City’s development regulations are responsive to the needs of small businesses, addressing concerns raised through outreach to business owners	City Admin Comm Dev		√		

	Lead	Ongoing	Years		
			1-4	5-8	9+
2. Work with the City's partners to support businesses	City Admin ED Staff	√			
Potential options include:					
▪ Publication of an online local business directory					
▪ Establish a shop-local campaign, discount program, or local currency					
▪ Trainings for business owners					
▪ A business mentoring program					
▪ Providing support and training to independent businesses, enabling them to identify strategic niches and thrive					
▪ A grant/loan program for façade improvement, landscaping, or working capital					
▪ Work with the Thurston County Economic Development Council to support entrepreneurial efforts in the community					
E. Encourage the success of Tumwater's home-based businesses	ED Staff	√			
1. Ensure that the City's regulations avoid barriers to	Planning		√		

	Lead	Ongoing	Years		
			1-4	5-8	9+
home-based businesses while minimizing negative impacts on nearby residents					
2. Collaborate with Homeowners Associates to reduce barriers to home-based businesses	Planning			√	
3. Collaborate with partners to track and evaluate the significance of the City's home-based business sector, evaluating the likely costs and benefits associated with strategies to support this sector	ED Staff			√	
<ul style="list-style-type: none"> Potential strategies include a mentoring program, facilitated gatherings of home-based entrepreneurs, shared meeting space and support services, or more in-depth incubation services 					

Goal #3: Grow the City's light industrial and manufacturing sectors

Tumwater is fortunate to have an economic base that includes light industrial and manufacturing employers that offer living wage jobs and draw economic activity to the area. This Plan establishes strategies to acknowledge, retain, and grow these firms.

The City's transportation infrastructure, including rail and freeway access and the presence of an airport, its location, and its lands with developable capacity are strengths to be utilized in these efforts. In addition, these assets position the City and its businesses well to participate in the emerging clean energy industry. The City and its partners can take an active role in strengthening existing clean energy businesses, helping local businesses grow into this market, and attracting new enterprises to grow the industry.

			Years			
	Lead	Ongoing	1-4	5-8	9+	
A. Communicate the continued importance of Tumwater's industrial employers and their economic impact in the community	City Admin	√				
B. Understand and respond to the needs of industrial users	City Admin	√				
1. Meet regularly with the Thurston County Economic Development Council to discuss economic development issues	City Admin	√				
2. Conduct targeted outreach to understand and support the needs and redevelopment opportunities within the City's land zoned for industrial use	ED Staff	-	-	-	-	
3. Prioritize the expansion of existing uses	City Admin	√				

		Lead	Ongoing	1-4	Years 5-8 9+	
C. Seek to utilize the transportation infrastructure in the City to support and grow its industrial and manufacturing sectors			√			
←PRIORITY ITEM						
1. Locate new industrial uses in areas well-served by truck routes that provide easy highway connections and minimize disruption to other users	Planning		√			
2. Recruit businesses that would benefit from the City’s transportation assets, including the airport, access to I-5 and US-101, and rail	ED Staff		-	-	-	-
D. Grow and promote Tumwater’s clean energy and green business sectors			√			
1. Monitor State efforts to understand and strengthen this portion of the economy	City Admin ED Staff		√			
2. Reach out to existing green businesses to understand and support their needs and to develop effective strategies to recruit similar businesses	ED Staff		-	-	-	-
3. Work with partners to recognize and promote Tumwater’s existing clean	ED Staff		-	-	-	-

		Years			
	Lead	Ongoing	1-4	5-8	9+
energy firms and green businesses					
4. Create a market for local clean energy and green products through City construction or purchasing and support demonstration projects in collaboration with the New Market Skills Center and local colleges	ED Staff	-	-	-	-
5. Incorporate economic development initiatives and the promotion of Tumwater as a green community through a City sustainability strategy	City Admin			√	
6. Work with partners to encourage recycling and energy conservation by Tumwater businesses	ED Staff	√	-	-	-
7. Participate in regional clean energy organizations and events	ED Staff	√	-	-	-
E. Through partnerships, promote workforce development and education in order to ensure sufficient supply of workers and create opportunities for individuals	City Admin ED Staff	√	-	-	-
1. Explore partnerships with higher education institutions to assist with initiatives through workforce development, education, innovation, and investment	ED Staff	√	-	-	-

	Lead	Ongoing	Years		
			1-4	5-8	9+
2. Work with the Tumwater School District to develop opportunities for developing workforce pathways in careers that support local industries	ED Staff	√	-	-	-
3. Develop relationships with local workforce development organizations in order to help connect work force with industry needs	ED Staff	√	-	-	-
F. Encourage businesses that support the City's dominate government cluster	City Admin	√	-	-	-
	ED Staff				
1. Cultivate professional services and information technology businesses	ED Staff	√	-	-	-
2. Work with education partners to develop information technology programs from high school to higher education	ED Staff	√	-	-	-
3. Examine ways to simplify regulations and taxation to encourage small-scale professional service uses	ED Staff	√	-	-	-

CLEAN ENERGY

Washington State and many individual communities are investing heavily in the development of a nationally and internationally competitive clean energy industry. This interest is fueled by both environmental and economic motivations, with “green jobs” discussed perhaps more frequently than the environmental benefits anticipated with a shift towards renewable energy forms.


Tumwater is well situated to benefit from the growth of this sector. Many clean energy jobs will be with the light industrial and manufacturing firms that find the City’s buildable lands capacity, multi-modal transportation infrastructure, and educated workforce to be strong locational advantages. Clean energy represents a real opportunity to attract new businesses to Tumwater based on these assets, and a way for existing businesses to diversify into new markets. Growth in this sector is likely to be well supported by residents, as it congruent with the values and aspirations articulated by many community stakeholders throughout this planning process.


Goal #4: Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City’s economic base

The former Olympia Brewing Company properties are key economic development assets, important to both Tumwater and the broader region. They feature specific challenges that need to be addressed collaboratively, and have the potential to serve as economic engines and iconic symbols for Tumwater long into the future. Achieving this status would return them to the role they historically played in the community.

While much of the old Tumwater was removed by the construction of I–5, the Brewery District contains the remnants of the old downtown and looks and functions like a historic core for the City. The area provides a mix of commercial, office, retail, restaurant, residential, and civic uses, and draws both freeway activity as well as activity from the City’s Old Town Center facility, the Tumwater Square retail area that is anchored by Safeway, the regional cemeteries, and the close proximity to Olympia. Redevelopment of the brewery site would result in significantly greater employment and intensity of activity in the Brewery District. It provides opportunities for mixed-use development, additional commerce, investment in civic infrastructure for gathering places and pedestrian improvements, entertainment uses, pedestrian–oriented development, and preservation of the remaining historic center of the City.

The Brewery District Plan establishes specific strategies for the brewery properties and the larger Brewery District as described below.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Explore strategies to renovate the Old Brewhouse through grants, donations, and public/private partnerships for rehabilitation consistent with the New Market Historic District Master Plan and the Park, Recreation, and Open Space Plan	City Admin	√			
B. Implement the Brewery District Plan with public and private investment to revitalize the Brewery Neighborhood and take advantage of this remaining historic core to the City and valuable neighborhood asset  PRIORITY ITEM	City Admin ED Staff Public Works	√			
1. Strategically invest in infrastructure, parks and open space, historic and cultural arts, recreation, and promotional opportunities to revitalize the Brewery Neighborhood consistent with the Brewery District Plan	City Admin ED Staff Public Works	√			
2. Encourage development by reducing and adjust the timing of impact fees within the Brewery District	Planning		√		
3. Consider a grant program or Business and	City Admin		√		

		Years			
	Lead	Ongoing	1-4	5-8	9+
Occupations tax credit to pay for façade improvements and other smaller projects					
4. Use design and development standards to create high quality development and create a quality public domain (lighting, sidewalks, signs, etc.), and a cohesive look and feel	Comm Dev Public Works	√			
5. Prioritize and implement safety and comfort enhancements for nonmotorized users and improve transit, bicycle, and pedestrian access into the Brewery District	Public Works	√			
6. Explore strategies for minimizing the negative impacts of on-site surface parking and update the current parking and access management framework	Planning		√		
7. Preserve, highlight, and celebrate the Brewery District's historic heritage	City Admin ED Staff	√			
C. Expand economic opportunity and activity in the Brewery District	City Admin ED Staff	√			
 PRIORITY ITEM					
1. Create opportunities for the development of "third-place" activity, which are	ED Staff	√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
places people can gather outside of work and home, and retail hubs such as micro-breweries, coffee shops, and a senior center					
2. Attract mixed-use, high-density residential uses to increase foot-traffic customers in the Brewery District	ED Staff	√			
3. Provide for a mix of home-business and retail uses in the Bates Neighborhood	ED Staff	√			
4. Identify potential redevelopment scenarios for key opportunity sites with willing land owners	ED Staff	√			
5. Coordinate with regional workforce, business, and economic development partners to track and implement location-appropriate job and industry development opportunities	City Admin ED Staff	√			
6. Implement a Main Street Program or similar effort to actively engage local businesses, land owners, and other stakeholders in the revitalization program	City Admin ED Staff		√		
D. Create a stronger sense of place in the Brewery District by facilitating pedestrian	Planning	√			

	Lead	Ongoing	1-4	Years	
				5-8	9+
access, establishing gathering places for residents, and fostering a distinct District identity					
1. Evaluate opportunities for a pedestrian-oriented "Main Street"	City Admin ED Staff		√		
2. Introduce public uses that bring people to the Brewery District, which may include mini-parks, green spaces, Farmers' Market, or a public facility in the District	City Admin ED Staff	√			
3. Evaluate the possibility of creating gateways at key entry points to the Brewery District and/or the City, where appropriate and feasible	City Admin ED Staff		√		
4. Facilitate opportunities for pedestrian-oriented mixed-use and commercial development	City Admin ED Staff		√		
5. Consider providing public art at key locations	City Admin ED Staff		√		
6. Consider use of distinct "branding" through signage and other means to increase sense of place	City Admin ED Staff		√		
7. Ensure that public access to the Deschutes River is provided when a site adjacent to the river is	Comm Dev	√			



	Years				
	Lead	Ongoing	1-4	5-8	9+
redeveloped, consistent with the requirements of the City's Shoreline Master Program					

Goal #5: Develop the City's craft food and beverage sector

Building on the City's history, work with a team of partners to develop the City's craft food and beverage sector as a means to incentivize redevelopment of the brewery site and build on the historic brand.


The Craft Brewing and Distilling Center would be a "Center of Excellence" for the rapidly growing brewing and distilling industries in Washington. There are 256 craft breweries in Washington. It is an industry that has grown by 17.6% in 2014 and represents a \$19.6 billion economic impact according to the Brewers Association. Craft distilleries, which have only been allowed since 2008, now number over 89 with applications pending for a dozen more.

The Center of Excellence would have a regional focus to facilitate craft brewing and distilling activities, extend industry research, education, workforce training, and public information. Such a facility would serve as an incubator for small brewers and distillers and provide public amenities such as a museum, river walk, trail connections, and preservation of the iconic and historic Old Brewhouse.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Develop a Center of Excellence around the City's craft food and beverage sector in partnership with local educational opportunities  PRIORITY ITEM	City Admin	√			
B. Grow the City's craft food and beverage sector to include growers, producers, manufacturers, and markets  PRIORITY ITEM	City Admin	√			
C. Work to create distinctive brands and signage for areas of the City that are centers of the City's craft food and beverage sector	City Admin	√			

Goal #6: Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport

While the future contributions of the Port's New Market Industrial Campus and the Olympia Regional Airport to the City and regional economy are difficult to foresee, it is clear that they should be protected and developed as future opportunities arise to the greatest benefit of the regional community. While this Plan establishes strategies to continue to grow these businesses in the short-term, their greater value will likely be recognized many years from now through the continued cultivation of these unique assets.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. In partnership with the Port, facilitate commerce and productivity, as well the efficient movement of goods and provision of services  PRIORITY ITEM	City Admin	√			
B. Collaborate with the Port in a shared development strategy that includes the preparation and implementation of the Real Estate Master Development Plan for the area	Comm Dev		√		
1. Work with the Port to support development in the New Market Industrial area that will lead to street improvements to City standards	City Admin	√			
C. Embrace the Olympia Regional Airport as a valuable economic asset	City Admin	√			
2. Support the continued use of the airport and lands	City Admin	√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
adjacent to the airport for aviation and aviation-related uses					
3. Collaborate with partners to support and recruit airport-related businesses	City Admin	√			
▪ Recruit directly airport-dependent businesses such as flight schools, aircraft design or repair firms, and aircraft part dealers and service firms			√		
▪ Recruit businesses that use the airport for the movement of people or freight					√
4. Encourage the implementation of regularly scheduled passenger air traffic	City Admin				√
5. Encourage use of the airport for tourism travel to and from the region, linking the airport to local restaurants and hotels	City Admin	√			
6. Pursue advanced manufacturing, avionics, robotics, and composites programs with the Port of Olympia and education partners	City Admin		√		

Goal #7: Solidify and advance the future of the Tumwater Town Center

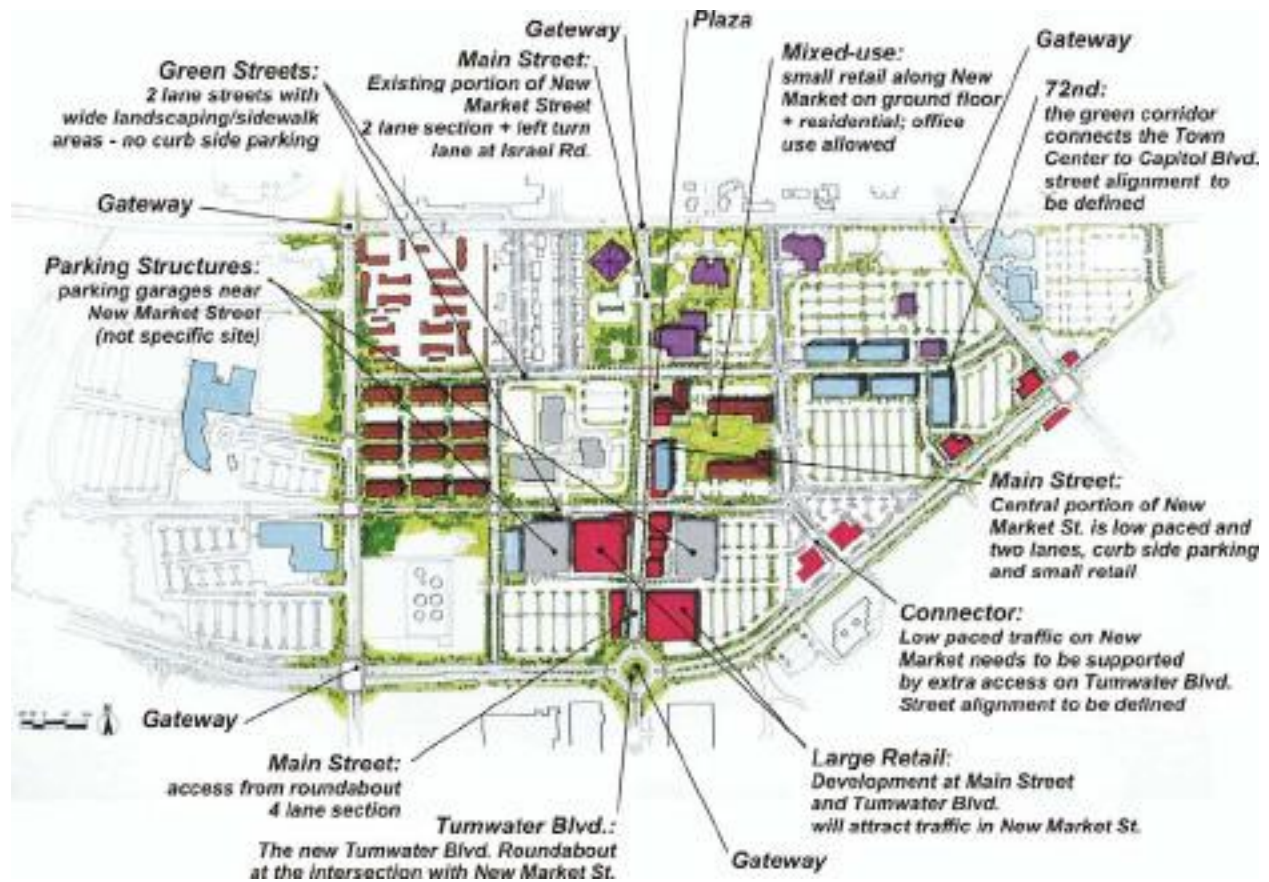
The established vision for Tumwater Town Center calls for a mix of retail, office, and service businesses, as well as residential uses and community gathering facilities. Since this vision was articulated in the Tumwater Town Center Plan Street Design in 2004, subsequent development has occurred in the form of State office buildings and ancillary supporting retailers, restaurants, and services.

While the mixed-use development of Tumwater Town Center is a long-term vision that may require patience, time, and public investment to achieve, it is prudent to continue to test its viability and modify the approach if necessary. This Plan calls for examining the likelihood of achieving the established vision given available residential lands. This may also involve establishing a non-binding master plan in partnership with the Port based on the results of this test and the Port's preparation of a Master Development Plan for its properties in their portion of the Tumwater Town Center and their New Market Industrial properties. The non-binding master plan would resolve ambiguities that persist in the marketplace about the properties and provide certainty for future development.

State agencies are an important foundation for Tumwater's economy. As such, Tumwater should continue to cultivate and welcome State agencies and affiliated contractors. At the same time, the City should also continue to look for opportunities to broaden its employment base to buffer against State government employment downturns and to provide a more diverse income base.


The existing office buildings in the area, many of which house State agencies, will serve as a foundation for efforts to advance the Tumwater Town Center project, whether the established mixed-use vision remains or is modified. This Plan calls for treating these offices as an economic development asset to be retained and expanded upon through the attraction of complementary businesses.

Town Center Street Design



		Years				
		Lead	Ongoing	1-4	5-8	9+
A. Evaluate the feasibility of the established Tumwater Town Center vision for mixed-use development		Planning				
1. Revisit the Tumwater Town Center Plan	Planning			√		
2. Compare the residential density required to support the mixed-use vision for the Tumwater Town Center with the buildable capacity of available land	Planning			√		

	Lead	Ongoing	Years		
			1-4	5-8	9+
B. In partnership with the Port, encourage development by establishing a non-binding master site plan for Port-owned properties within the Tumwater Town Center ■	Planning		√		
1. Determine allowable uses, roads, transit service, and public amenities in concordance with the results of the Tumwater Town Center Feasibility Study <ul style="list-style-type: none"> ▪ If the vision is not supported, encourage the further development of commercial and civic uses ▪ If the vision is determined to be feasible, explore opportunities to spur residential and commercial development by: <ul style="list-style-type: none"> - Investing in amenities and place-making - Reducing parking requirements for residential development - Evaluating opportunities to 	Planning		√		

	Lead	Ongoing	Years		
			1-4	5-8	9+
employ the Multifamily Tax Abatement or other incentives for residential development					
▪ Implement the street plan to reduce the size of existing blocks		√			
2. Work with the Port to the Port to complete the street grid and utilities to facilitate development in the Town Center	City Admin	√			
3. Work with the Port to explore removing the restrictions on residential development in areas not under the flight path like the Town Center.	City Admin		√		
C. Consider additional investments and incentives if necessary to encourage development in the medium-to long-term, such as transit centers in ideal locations	City Admin				√
D. Treat Tumwater's office market as an economic development asset and a foundation to build upon in advancing the Tumwater Town Center  PRIORITY ITEM	ED Staff	-	-	-	-
1. Retain existing office-based employers and recruit	ED Staff	-	-	-	-

	Lead	Ongoing	Years		
			1-4	5-8	9+
complementary uses, including suppliers, contractors, and other retail and service businesses that frequently interact with State agencies					
<ul style="list-style-type: none"> Conduct regular outreach to State agencies to understand and respond to their needs Understand the types of businesses that State agencies frequently interact with and recruit firms to locate nearby 					
2. Concentrate the location of State offices by advising the State Capitol Committee against future expansions of the Preferred Leasing and Development Areas	City Admin	√			
3. Build commercial service nodes around office locations ■	Planning	√			
<ul style="list-style-type: none"> Ensure zoning and traffic infrastructure allows the creation of commercial nodes near office complexes Establish walking linkages between office complexes and Capitol Boulevard 			√	√	

Goal #8: Encourage economic development that strengthens the Tumwater community

Tumwater has the potential to develop a number of business districts, each with its own character and role in the larger economy. A variety of models of community-oriented development is encouraged in this Plan, including both small neighborhood-serving nodes and larger community retail centers anchored by a grocery store. While these development forms can be encouraged through zoning and infrastructure investment, the City's greatest contributions may lie in its ability to help create vibrant business districts, each with engaged business owners and an attractive and cohesive look and feel.

In addition to the Brewery District discussed in Goal 4, the Capitol Boulevard Corridor, the Littlerock Road Subarea, and the 93rd Avenue and Interstate 5 interchange are important short-term economic development opportunities, as they are changing and hold significant potential for development and redevelopment. All three areas are located near entrances to the City from I-5 and their development will help to define Tumwater's image in the region. City guidance and support via targeted infrastructure investment are important priorities of this Plan to ensure that these opportunities are fully realized.

			Years		
			1-4	5-8	9+
A. Support multiple models of community-oriented development	Planning	√			
1. Clearly define differently-scaled models of community-oriented development, describing desirable development and community benefits for each	Planning		√		
2. Revise the development standards for the City's Neighborhood Commercial zone to encourage small-scale retail uses that can serve the needs of local neighborhoods in a way that	Planning		√		

	Lead	Ongoing	1-4	Years	
				5-8	9+
supports the surrounding areas ■					
3. Encourage the location of grocery-anchored centers in appropriate locations through zoning and potential infrastructure investment ■	Planning			√	
<ul style="list-style-type: none"> ▪ Identify appropriate and feasible locations for such development and evaluate existing zoning to ensure desired development is possible ▪ Spur development if necessary by: <ul style="list-style-type: none"> - Investing in street or parking infrastructure - Considering zoning changes or other means to increase nearby residential population ■ - Increasing market draw by attracting anchor tenants or locating active civic uses in the area 					
4. Look for opportunities to support the development of on-line retail that support job growth in the City	City Admin ED Staff	√			

COMMUNITY-ORIENTED DEVELOPMENT

Models of community-oriented development should include both of the types described below:

- **Neighborhood commercial nodes** are small-scale developments with convenience retail establishments, restaurants, or service businesses that serve residents in the immediate area. The City's existing Neighborhood Commercial zone is intended to allow this form of development. Neighborhood nodes enhance quality of life and make a community more desirable by providing convenient walking or driving access to daily goods and services, but do not generate significant additional jobs or enhance the City's tax base.
- **Grocery-anchored centers** such as Tumwater Square are larger than neighborhood commercial nodes, consisting of a full grocery store and additional businesses that collocate in the same complex. Such centers require additional population and vehicle access and can provide more significant economic development benefits by capturing the spending of local residents and, depending on their location, residents from outside the City.

	Lead	Ongoing	Years		
			1-4	5-8	9+
B. Strengthen the identity and management of the City's business districts	City Admin Planning ED Staff	√			
1. Name, demarcate, and promote the City's business districts to develop them as distinct, attractive, and vibrant commercial centers			√		
2. Explore opportunities and partnerships to offer design assistance to property owners or business owners seeking to comply with design guidelines or business district visions			√		

	Lead	Ongoing	Years		
			1-4	5-8	9+
3. Provide facilitation or technical assistance to business owners interested in establishing a Business Improvement Area or other models				√	
C. Support the transformation of Capitol Boulevard by pursuing opportunities to implement the Capitol Boulevard Corridor Plan ←PRIORITY ITEM	City Admin Planning	√			
1. Guide future development through the Capitol Boulevard Corridor Plan	Planning ED Staff Public Works	√			
2. Consider reducing or delaying collection of impact fees within the Capitol Boulevard Corridor in order to encourage desirable development	Planning		√		
3. Monitor real estate market conditions in the Capitol Boulevard Corridor and adjust regulatory and incentive measures to respond to market changes.	ED Staff		√		
4. Partner with WSDOT on recruiting redevelopment of the WSDOT site	City Admin			√	

	Lead	Ongoing	Years		
			1-4	5-8	9+
5. Work with the School District to plan an appropriate use for the property facing Capitol Boulevard in front of Peter G. Schmidt Elementary School	City Admin ED Staff		√		
6. Invest in mid-block pedestrian crossings in the Capitol Boulevard/Trosper Road area and undergrounding of power lines between M and X Streets along the Capitol Boulevard corridor	City Admin Public Works		√		
7. Enhance the visual appeal of the Capitol Boulevard Corridor by adding trees and undergrounding power lines with landscaping assistance from the City's Tree Fund	City Admin Public Works		√		
8. Evaluate the feasibility and benefits of supporting the development of a managed business district for portions of Capitol Boulevard	ED Staff	-	-	-	-
9. Establish a Small Neighborhood Improvements Program to construct small scale, low cost improvements to enhance the City's neighborhoods	City Admin		√		

	Lead	Ongoing	1-4	5-8	9+
surrounding the Capitol Boulevard Corridor					
10. Continue to engage the residential and business communities in ongoing cooperative efforts	City Admin	√			
D. Implement the Littlerock Road Subarea Plan to encourage private development in the area	City Admin	√			
←PRIORITY ITEM					
↗Related Strategy					
<ul style="list-style-type: none"> ED Plan: Goal 1, Strategy C.5 – promote specific geographic areas 					
1. Utilize public investments in the Littlerock Road Subarea to spur private investment, prioritizing the development of a street plan and the design of the planned Tyee Drive extension		√			
2. Promote development opportunities within the Littlerock Road Subarea by creating materials that describe available property, potential uses, and the City's interest in seeing the development of this area		√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
E. Consider a 93rd Avenue/I-5 Interchange Subarea Plan to help guide growth, transportation, and land use ←PRIORITY ITEM ↗Related Strategy <ul style="list-style-type: none"> ED Plan: Goal 1, Strategy C.5 – promote specific geographic areas 1. Promote development opportunities within the Subarea by creating materials that describe available property, potential uses, and the City's interest in seeing the development of this area	City Admin		√		
F. Support the development of the Warehouse and Craft Districts and broader craft food and beverage growth opportunities as outlined under Goal #5	City Admin ED Staff	√			

Goal #9: Strengthen Tumwater's image and advance the community as a regional destination

This Plan establishes strategies to strengthen Tumwater's regional image by building on existing strengths to solidify and promote a stronger community identity. Sports, nature, art, culture, and heritage are defining attributes of Tumwater's character, each of which can be augmented and communicated when describing the community. The City's shopping, cultural, recreational, and residential opportunities are specific draws that will be marketed to the regional population and to State office workers, in particular. These efforts seek to capture additional day- and night-time spending by State employees and the relocation of State workers who currently live elsewhere in the region. These ends address economic development Goals and reduce traffic on the region's roads.

Along with Olympia and Lacey, Tumwater is a part of a regional tourism market, with each community benefiting from strengthening the network of attractions that bring visitors to the area. Tumwater's own tourism infrastructure should also be strengthened. Enhanced wayfinding will make attractions more accessible to out of town visitors and additional cultural and sports-related facilities and events will draw more visitors to the area.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Strengthen community identity and promote a positive image	City Admin ED Staff	√			
1. Utilize existing and new festivals and events to foster community and enhance Tumwater's image in the region	City Admin ED Staff	√			
2. Develop key messages and an outreach strategy to promote the City's assets to the regional market	City Admin ED Staff		√		
▪ Create a list of key messages and build the community's reputation over time, drawing on existing strengths such as sporting events and					

		Years			
	Lead	Ongoing	1-4	5-8	9+
the City golf course, the natural beauty and recreational uses found in the Deschutes River Valley, arts and heritage, and Tumwater's high quality of life founded on good schools and strong neighborhoods					
3. Establish a strategy to concentrate City- and State-funded public art in destination-worthy community spaces	City Admin ED Staff		√		
B. Promote Tumwater as an attractive residential location for office workers		√			
1. Encourage the provision of market rate housing, place-making, and multi-modal transportation connections in and in proximity to the Brewery District, Capitol Boulevard Corridor, and Tumwater Town Center	Planning	√			
2. Encourage the provision of affordable housing in the City to support those who work in the City	Planning	√			
3. Promote Tumwater's image among office workers whenever	ED Staff	-	-	-	-

	Lead	Ongoing	Years		
			1-4	5-8	9+
possible, considering them an important audience					
<ul style="list-style-type: none"> ▪ Develop an outreach strategy and specific means to promote Tumwater businesses and events to State employees 					
C. Promote the region's attractions and strengthen Tumwater's tourism infrastructure		√			
1. Continue to collaborate with neighboring communities to promote tourism to the region	ED Staff	√			
2. Continue to enhance wayfinding through the phased implementation of the Tumwater Wayfinding Signage Master Plan	Public Works	√			
3. Seek the location of cultural and entertainment uses managed by the private, public, or not-for-profit sector, including restaurants, night life, theaters, galleries, and cultural institutions	ED Staff	–	–	–	–
<ul style="list-style-type: none"> ▪ As funding opportunities allow, pursue additional cultural anchors such as a cultural center or 					

	Lead	Ongoing	Years		
			1-4	5-8	9+
water recreation complex					
4. Encourage the use of the Historic District and the Old Brewhouse as a regional tourism draw	City Admin	√			
5. Provide pedestrian connections between the brewery properties and the Historic District	City Admin				√
6. Consider use of art in strategic locations to provide cultural attractions	City Admin				√
D. Recruit more educational institutions to strengthen Tumwater's economic base and enhance the dynamism of the community	ED Staff	-	-	-	-
<ul style="list-style-type: none"> Consider recruiting community, technical colleges, or private schools to Tumwater, targeting sites where the presence of the institution would add to the area's vibrancy and encourage additional development 					
E. Recognize Interstate 5 as a valuable economic asset	City Admin	√			

January 31, 1983

MEMORANDUM OF UNDERSTANDING
ON URBAN GROWTH MANAGEMENT

I. PURPOSE OF THE MEMORANDUM

The purpose of this Memorandum is to set forth the agreements among Lacey, Olympia, Tumwater and Thurston County on Urban Growth Management. It is intended to provide a framework for the jurisdictions to follow in pursuing more detailed service plans and studies.

II. INTENT OF THE URBAN GROWTH MANAGEMENT STATEMENTS

- A. The Urban Growth Management statements recognize the need for interjurisdictional cooperation on urban growth and service provision issues, because of the significant relationship between land use and service provision.
- B. Although the statements address urban growth and service provision, they do not substitute for the land use planning of individual jurisdictions.

III. URBAN GROWTH MANAGEMENT STATEMENTS

A. Urban Growth Management Boundary(s)

- 1. The Urban Growth Management Planning (UGMP) Area shall include land designated two or more units per acre and adjacent industrially designated land.
- 2. The UGMP Area will be the area for planning and providing specific urban services. Jurisdictions will establish urban service areas by mutual agreement between contiguous jurisdictions.
- 3. An Agreement Area is established which defines the limits of the area to which this Memorandum applies.

This area constitutes the limits beyond which any party can foresee the extensions of municipal annexations or services.

- 4. The UGM Areas and Memorandum of Understanding are subject to review through the Thurston Regional Planning Council at any time, initiated by any party to the Memorandum. Review will take place at least once a year.

5. The UGMP Area shall change as a result of plan amendments or rezones of contiguous areas to two units per acre or more or urban industrial uses.
6. All jurisdictions shall be notified in writing when a plan amendment or rezone is considered that may potentially affect the UGMP boundary.

B. Service Provision

1. Cities should be the primary utility providers in the UGMP Area. The County may provide utility service in that area on an interim basis, provided the development agrees to annex to the city when contiguous. It is preferable for the County to contract with a city for interim utility provision; however, there may be situations in which the County would need to provide the service itself or through a private contractor.
2. Municipal utilities shall not extend beyond the UGMP area, except to correct existing sewage treatment problems in already developed areas or to address emergency public health and safety problems outside the UGMP boundary but within the Agreement Area.

C. Design/Development Standards

1. Design standards for water, sewer facilities, and roads within the UGMP Area should be compatible and as uniform as possible. Innovative road design concepts should be given consideration where appropriate.

D. Annexation

1. The County and cities should actively support annexation of urban areas to cities. Unincorporated islands should be discouraged.


E. Development Incentives

1. The jurisdictions shall take every reasonable step to minimize incentives for urban growth outside the UGMP Area by creating positive incentives for urban development inside the UGMP Area, especially incorporated areas.

DATED: March 4, 1983.

AGREED TO BY:

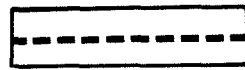

Chairman, Board of Thurston
County Commissioners


Mayor, City of Lacey


Mayor, City of Olympia


Mayor, City of Tumwater

LH:sjo/HUD3



Urban Growth Management Planning Area

(2 units per acre above)



Agreement Area

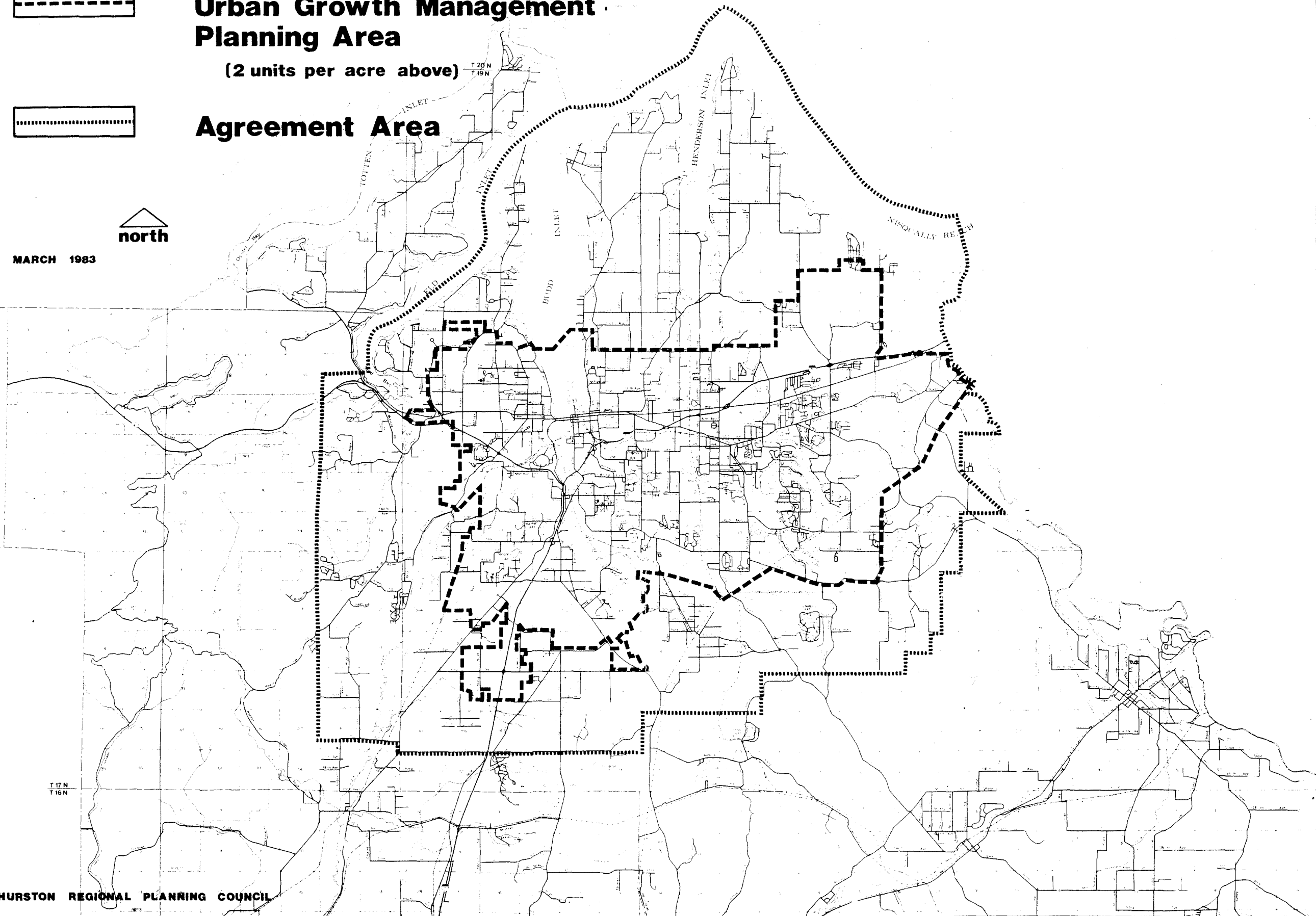


MARCH 1983

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MEMORANDUM OF UNDERSTANDING:
AN URBAN GROWTH MANAGEMENT AGREEMENT

CITY OF LACEY
CITY OF OLYMPIA
CITY OF TUMWATER
THURSTON COUNTY

June, 1988

TABLE OF CONTENTS

	Page
I. PREFACE	1
II. PURPOSE	1
III. GOALS	2
IV. POLICIES	2
A. Policies on Utility Provision	2
B. Policies on Development Standards	2
C. Policies on Annexation	3
D. Policies on Joint Planning	3
V. FRAMEWORK FOR PHASING OF URBAN DEVELOPMENT	3
A. Two-tiered Urban Growth Area and Surrounding Rural Area	3
B. Possible Implementation Methods	4
C. Implementation Processes	5
VI. URBAN GROWTH MANAGEMENT BOUNDARIES	5
A. Establishment of Short-term and Long-term Urban Growth Management Boundaries and Joint Planning Areas	5
B. Processes for Reviewing and Expanding the Short-term Boundary	6
C. Relationship of Urban Growth, Water and Sewer Boundaries	7
VII. JOINT LAND USE PLANNING AND REVIEW PROCESS	7
A. Joint Planning Process	7
B. Declaration of Joint Plans	9
C. Interjurisdictional Notice Requirements	9
VIII. GLOSSARY	11

Figure 1--Map

MEMORANDUM OF UNDERSTANDING AN URBAN GROWTH MANAGEMENT AGREEMENT

I. PREFACE

This document sets forth agreement among Lacey, Olympia, Tumwater, and Thurston County on Urban Growth Management. The jurisdictions recognize the need for cooperation on land use planning and public service provision, because of the significant relationship between the two. The goals, policies, and implementation recommendations of this memorandum are to guide the actions of each jurisdiction. This memorandum does not, however, substitute for the land use planning of individual jurisdictions.

This memorandum sets forth a broad framework for phasing urban growth, public facilities, and services. The goals and policies in this Memorandum will be further accomplished by the implementation of LOTT Phase II, coordinated water system plans, surface water management plans, transportation plans, comprehensive plans, zoning, capital improvement plans, and other actions by the jurisdictions, either individually or jointly. Within the overall framework, as growth occurs there would continue to be open spaces, environmentally sensitive areas and variety in housing types, densities, and land use. The memorandum supports diversity and choice, rather than uniformity.

II. PURPOSE OF MEMORANDUM OF UNDERSTANDING

- A. To establish general guidelines for orderly growth of the urban area.
- B. To promote interjurisdictional communications and participation in planning for the urban area.
- C. To provide certainty about the types of land uses for the short-term and certainty and timely response in the decision-making process to change those uses as areas urbanize.
- D. To provide a framework for the more detailed land use and public service plans and studies of the jurisdictions.
- E. To make jurisdictional planning more comprehensive.
- F. To coordinate land use regulations and utility standards to minimize public and private costs.

III. GOALS

The following goals are what the jurisdictions intend to accomplish through this document:

- To concentrate urban development within planned urban areas and have it occur on municipal utilities.
- To provide high quality public services at the least cost.
- To encourage urban growth within a city's limits and gradually phasing outward from its urban core.
- To balance change with recognition of the distinct identities of neighborhoods and to support variety and choice in living and working environments.
- To maintain and protect significant natural resource, agriculture and environmentally sensitive areas of the cities and county.
- To maintain and protect rural, agriculture, and other natural resources outside of the long-term urban growth area.
- To protect ground water quality.

IV. POLICIES

A. POLICIES ON UTILITY PROVISION

1. Cities should be the primary utility providers in the UGM area. The county may provide utility service in that area on an interim basis, provided the developer agrees to annex to the city when contiguous. It is preferable for the county to contract with a city for interim utility provision; however, there may be situations in which the county would need to provide the service itself or through a private contractor, subject to agreement with the appropriate city.
2. Municipal utilities shall not extend beyond the short-term UGM area, except to correct existing sewage treatment problems in already developed areas, to address significant public health and safety problems outside the short-term UGM boundary, or because of purposes mutually agreed upon by the city in question and Thurston County.

B. POLICIES ON DEVELOPMENT STANDARDS

Development standards for water, sewer facilities, and roads within the short-term UGM area should be compatible and as uniform as possible. Innovative design concepts should be given consideration as a means of achieving these development standards.

C. POLICIES ON ANNEXATION

1. The county and cities shall actively support annexation of urban areas to cities. Annexation of unincorporated islands shall be actively encouraged and creation of new unincorporated islands shall be discouraged.
2. Cities should require an annexation commitment as a condition of utility service within the short-term UGM area.
3. Cities are encouraged to mutually adjust irregular or illogical shared boundaries.

D. POLICIES ON JOINT PLANNING

1. The jurisdictions within the Urban Growth Management Area commit to the joint land use planning process as described in Section VII.
2. Jurisdictional land use differences should be worked out at the earliest possible stage in the joint planning process.
3. The cities and county shall honor "Joint Plans" for three years after adoption or one year after annexation, whichever is longer.
4. The joint planning process, as described in Section VII, shall be followed for comprehensive plan amendments or rezones affecting an area covered by a Joint Plan for up to one year after annexation.
5. In the interim, prior to adoption of an area's first "Joint Plan," the cities shall honor county land use plan designations for at least eighteen months after annexation.
6. Where, prior to the date of this Agreement, two jurisdictions have separately adopted comprehensive plans for the same area, and where those plans are generally consistent, they shall be considered the Joint Plan for the area until future joint planning under the terms of this agreement is completed.
7. The joint land use and review process shall apply to proposed zoning changes in an area which is located both outside of city limits and outside a five-year sewer service zone established by the LOTT Wastewater Management Board, when such proposed changes would allow greater density.

V. FRAMEWORK FOR PHASING OF URBAN DEVELOPMENT

A. TWO-TIERED URBAN GROWTH AREA AND SURROUNDING RURAL AREA

To help achieve the goals of this Agreement, the jurisdictions shall establish a two-tiered urban growth area and a surrounding rural area based on the following three phases:

1. Short term urban growth area--an area within which urban growth will occur over the next 10 years. Policies and actions will emphasize provision of urban land uses and services and gradual phasing outward from the urban core rather than adopt a leapfrog pattern.

2. Long-term urban growth area--an area within which urban growth will occur over the 11 to 25 year time horizon as the short-term urban growth boundary moves out. Policies and actions will emphasize planning for longer term utility provision and preserving long-term urban development options.
3. Rural area--an area outside of the Urban Growth Management boundary in which very low intensity land uses will prevail over the next 25 years. Policies and actions will emphasize rural residential and natural resource protection.

B. POSSIBLE IMPLEMENTATION METHODS (OPTIONS)

The following is a list of optional implementation methods that might be used alone or in combination by the jurisdictions.

1. Within short-term urban growth area:
 - a. Establish high density zoning, reduce minimum lot sizes.
 - b. Use "planned unit development" and other provisions to promote higher densities and clustering.
 - c. Set minimum density levels for some zoning districts.
 - d. Establish compatible public service and development standards among jurisdictions.
 - e. Cities provide or assist in providing water and sewer service to urban development.
 - f. Require hook-up to municipal water and sewer when feasible.
 - g. Encourage annexations.
 - h. Cities require an annexation commitment as a condition of utility service.
2. Within long-term urban growth area.
 - a. Discourage subdivision into less than five-acre lots except when using subdivision phasing or development clustering to plan and allow for future increased density.
 - b. Establish low density zoning.
 - c. Establish split density zoning (e.g., one unit per five acres without municipal utilities and four units per acre or above with those utilities).
 - d. Prohibit utility extensions except to correct existing sewage treatment problems in already developed areas, to address emergency public health and safety problems, or because of purposes mutually agreed upon by the city in question and Thurston County.

- e. Undertake long-term utility planning.
 - f. Require community septic systems or dual plumbing to facilitate eventual sewer hook-up.
 - g. Adopt public service and development standards appropriate for short-term low-density development that preserves the ability for long-term urban development.
3. Within rural area (outside both boundaries but not including south county growth areas)
- a. Keep densities low enough to discourage leapfrogging of development.
 - b. Prohibit extension of municipal utilities (except to correct existing sewage treatment problems in already developed areas or to address emergency public health and safety problems).
 - c. Adopt rural public service and development standards.

C. IMPLEMENTATION PROCESSES

- 1. The Joint Land Use Planning Process will provide the mechanism for determining land uses, densities and zoning for the short-term and long-term urban area.
- 2. Joint utility planning processes (e.g., LOTT Phase II) will determine the utility standards and policies for the short-term and long-term urban area.
- 3. Joint land use and utility planning processes should be coordinated so that the resulting plans will be compatible.
- 4. The Urban Growth Management Subcommittee of the Regional Council should meet approximately quarterly to monitor progress and address concerns from the public.

VI. URBAN GROWTH MANAGEMENT BOUNDARIES

A. ESTABLISHMENT OF SHORT-TERM AND LONG-TERM URBAN GROWTH MANAGEMENT BOUNDARIES AND JOINT PLANNING AREAS

The short-term and long-term Urban Growth Management Boundaries and Joint Planning Areas are hereby adopted as shown in Figure 1. Amendments to Figure 1 are processed in accord with subsection B of this section, or by agreement of all parties to this memorandum.

B. PROCESSES FOR REVIEWING AND EXPANDING THE SHORT-TERM BOUNDARY

1. Triggering Mechanism for Expanding the Short-Term Boundary

- a. The triggering mechanism for boundary expansion will:
 - (1) Be based on development that occurs within cities;
 - (2) Be based on the percentage of developable land that exists within the cities as of the effective date of this Agreement.
- b. As development (actual construction) occurs within the city, it triggers the need to expand the short-term boundary by the number of acres that will maintain the percentage of developable land.
 - (1) Annexation of undeveloped property does not trigger a boundary expansion.
 - (2) Development in the short-term boundary that occurs after the effective date of this Agreement triggers a boundary expansion only when it annexes.
- c. The short-term boundary may be expanded through the joint planning process at the city's option when the city reaches a threshold of 100 developed acres.

2. In addition to the triggering mechanism, any city or the county may propose an expansion of the short-term urban growth boundary for any reason consistent with the principles embodied in the Memorandum of Understanding.

3. Short-Term Boundary Expansion Process

- a. The short-term urban growth boundary is moved through the joint planning process either in response to the triggering mechanism or a proposed change by one of the jurisdictions.
- b. Joint plans should identify in advance the priority areas of future boundary expansion.
- c. Regional growth capacity issues shall be a part of the consideration of the boundary expansion by the city and county.
- d. When the county and city reach agreement on the boundary change, they shall notify the TRPC Urban Growth Management Subcommittee so that the map accompanying the Memorandum of Understanding can be revised to reflect the change.

C. RELATIONSHIP OF URBAN GROWTH, WATER AND SEWER BOUNDARIES

1. The 25 year Wastewater Management Area Boundary and the Urban Water Supply Service Area Boundary should be the same as the long term Urban Growth Management Boundary with the following exceptions:
 - a. Where there is existing municipal water or sewer service outside the long-term UGM boundary.
 - b. Where engineering studies require water or sewer lines to go outside the long-term UGM boundary in order to provide effective, reliable service to areas inside that boundary in the future.
2. The water service areas and sewer service areas for individual cities should be the same as the Joint Planning Areas designated in this Memorandum.

Note: Water service boundaries are shown in the Coordinated Water System Plan Areawide Supplement and sewer service boundaries are shown in the LOTT Phase II study.

VII. JOINT LAND USE PLANNING AND REVIEW PROCESS

A. JOINT PLANNING--PROCESS FOR DIRECT INTERJURISDICTIONAL PARTICIPATION IN PLANNING

The following are guidelines for developing a Joint Plan:

1. Develop a schedule or sequence of joint planning work.

INTENT: There must be agreement on the sequence of planning by joint planning area. In some instances, portions of a joint planning area, rather than the entire area, may be targeted for revision through joint planning.

2. Staff of city(ies) and county develop scope of work, timing and budget for joint planning work during budget process for jurisdictions.

INTENT: There must be agreement on the scope of work, and budget requests should reflect that agreement.

3. Jurisdictions approve scopes of work and budgets for projects in upcoming year.

INTENT: For unscheduled work, the affected jurisdictions would need to work out a schedule and scope of work on a case by case basis.

4. Background research, information gathering done by joint staff. Preparation of joint staff reports.

5. Citizen and Planning Commission (P.C.) review.

a. Joint city/county P.C. meetings to review material, develop alternatives and recommendations.

b. Individual P.C. meetings as needed.

c. Joint city/county P.C. meetings to review recommendations and develop consensus.

d. Joint city/county P.C. hearings

e. Each P.C. would take separate action to approve the joint plan.

INTENT: Requires substantial time commitment by both P.C.'s. Subcommittees could be used. Provides for both joint and individual planning commission activities in preparing the plan. Intent is to resolve conflicts at P.C. stage of plan development.

f. If there is conflict in P.C. recommendations, the city and county elected officials will meet to resolve.

g. Adoption by City Council and County Commissioners.

INTENT: There may be two different plans reflecting differences in city/county designations. There may also be different development phases or transitional densities recognized for the same area within a joint plan. Any substantive conflicts would be resolved. Nothing alters the legal decision-making authority of the jurisdictions (i.e., city makes land use decisions inside city and county makes land use decisions in the unincorporated area).

6. The jointly adopted plan is the basis for county planning decisions and becomes the pre-annexation comprehensive plan for the city to use when annexations are proposed.

INTENT: The goal is to reach agreement at the planning stage in order to avoid conflicts at the annexation stage before the Boundary Review Board.

7. The cities and county shall honor the Joint Plan for three years after adoption or one year after annexation, whichever is longer.

8. There will continue to be direct joint involvement in any plan amendment or rezone processes affecting the area up to one year after annexation.

INTENT: There shall be a minimum period of time during which the jurisdictions will continue to jointly participate in planning decisions affecting the Joint Plan area. After that, the process in Section VII (C) shall be followed.

B. DECLARATION OF JOINT PLANS

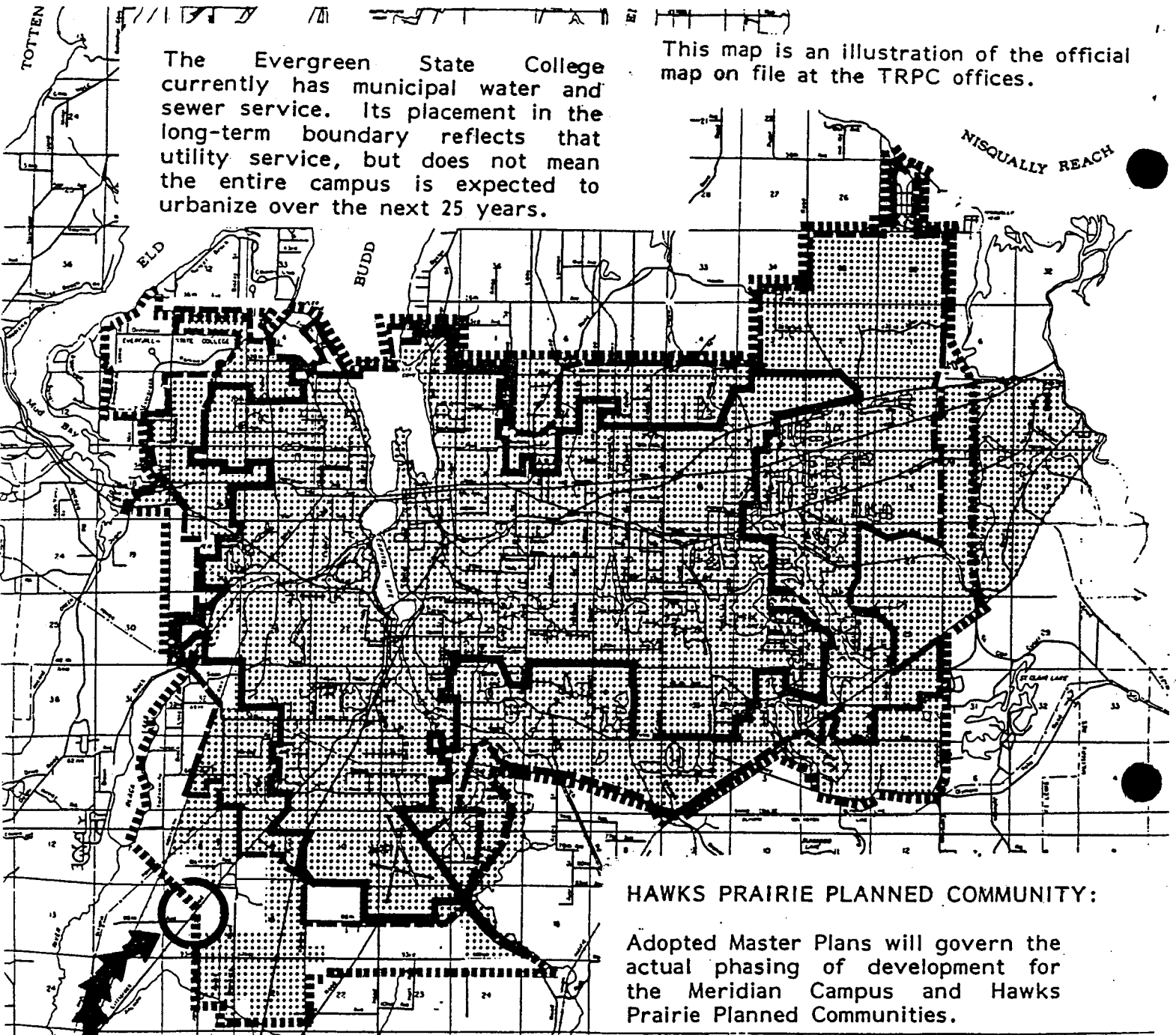
The legislative body of each city and the county has the final authority to declare the adoption of joint plans. Both legislative bodies must accept the joint plan for it to be officially adopted.

C. INTERJURISDICTIONAL NOTICE REQUIREMENTS

1. Each city shall notify the county of any comprehensive plan amendment, zoning amendment or any discretionary land use permit within 1000 feet of that city's corporate boundary. Such notification shall be adequate to provide county staff the opportunity to review and comment on any application prior to a planning commission or hearings examiner recommendation or final city action.
2. The county shall notify a city of any discretionary land use permit, zoning amendment, or comprehensive plan amendment within its joint planning area. Such notification shall be adequate to provide city staff the opportunity to review and comment on any application prior to a planning commission or hearings examiner recommendation or final county action.
3. A city processing any discretionary land use permit, zoning amendment, or comprehensive plan amendment within 1000 feet of another city's corporate boundary or joint planning area shall notify that city of said action. Such notification shall be adequate to provide city staff the opportunity to review and comment on any application prior to a planning commission or hearings examiner recommendation or final city action.
4. Any Determination of Significance (pursuant to the State Environmental Policy Act) shall be provided to all parties of this Memorandum.

The Evergreen State College currently has municipal water and sewer service. Its placement in the long-term boundary reflects that utility service, but does not mean the entire campus is expected to urbanize over the next 25 years.

This map is an illustration of the official map on file at the TRPC offices.



HAWKS PRAIRIE PLANNED COMMUNITY:

Adopted Master Plans will govern the actual phasing of development for the Meridian Campus and Hawks Prairie Planned Communities.

The long-term UGM boundary and the location of the sewer interceptor in this area will be finalized through joint planning between Thurston County and the City of Tumwater, consistent with the principles of this agreement.

The boundary south of Yelm Highway is illustrative only. The intent is for those properties south of Yelm Highway and north of Deschutes River that access off of Henderson Boulevard to eventually annex to Tumwater.

EXISTING UGM AREA 

CITY LIMITS 

SHORT-TERM UGM BOUNDARY 

LONG-TERM UGM BOUNDARY 

October 1987

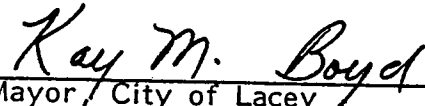
VIII. URBAN GROWTH MANAGEMENT
GLOSSARY

<u>compatible</u>	Capable of existing together in harmony (as distinguished from identical).
<u>comprehensive plan</u>	A long-range plan intended to guide the growth and development of a community as specified by RCW 36.70, 35.63, or 35A.63.
<u>development standards</u>	Minimum standards for new development required by local government for the provision of roadways, fire and building safety improvements, and utilities.
<u>joint plan</u>	A comprehensive plan prepared for a geographic area that is jointly prepared and adopted by the county and the city.
<u>joint planning</u>	The process described in Section VII of this Memorandum.
<u>joint planning area</u>	The portion of the unincorporated county which is the future growth and service area of a city and for which planning will occur jointly between the county and that city. (See Figure 1 for specification of Joint Planning Area boundaries).
<u>leapfrog development</u>	New development that is not contiguous with existing development and that leaves substantial vacant land in between.
<u>phasing of development</u>	The gradual progression of new development outward from existing developed areas, supported by necessary public facilities and services.
<u>public services</u>	The full range of services traditionally provided by local government including police and fire protection, roads, utilities, schools and parks.
<u>rural</u>	The area planned for low intensity residential and resource land uses.
<u>triggering</u>	The mechanism by which the short-term urban growth area expands in response to development that occurs within cities.
<u>urban</u>	Commercial, residential and industrial development that requires municipal utilities. Urban residential development is generally four or more units per acre.
<u>urban core</u>	The area within the three cities and the urbanized unincorporated area close to city limits.
<u>utility</u>	Refers to sewage service consistent with the LOTT Urban Area Wastewater Management Plan and to water service consistent with the Thurston County Coordinated Water System Plan.


AGREED TO BY:


Chair, Board of Thurston County Commissioners

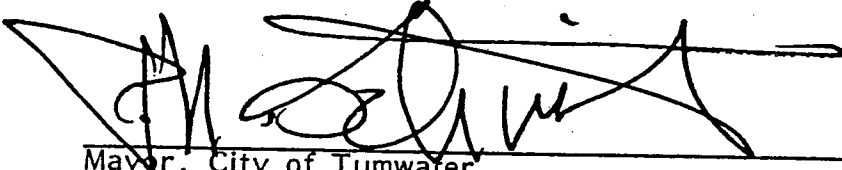
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Date


Mayor, City of Lacey

6-20-88
Date

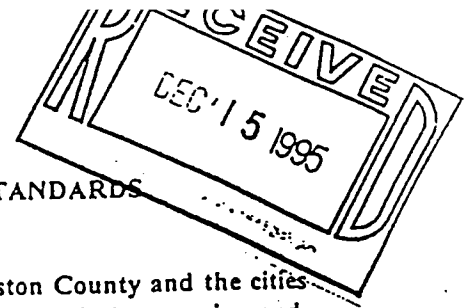

Mayor, City of Olympia

Date


Mayor, City of Tumwater

Date

MEMORANDUM OF UNDERSTANDING
URBAN GROWTH AREA ZONING AND DEVELOPMENT STANDARDS



The purpose of this Memorandum is to set forth the Agreement between Thurston County and the cities of Lacey, Olympia and Tumwater on adoption and implementation of Urban Growth Area zoning and development standards.

WHEREAS, the cities of Lacey, Olympia, and Tumwater have adopted Joint Plans to guide the character of future development within their respective Urban Growth Areas;

WHEREAS, Thurston County has also adopted these Joint Plans and made them a part of its Comprehensive Plan;

WHEREAS, the Washington State Growth Management Act requires Thurston County to enact development standards consistent with its adopted Comprehensive Plan;

WHEREAS, Thurston County and the cities of Lacey, Olympia, and Tumwater will each adopt development standards intended to implement the Joint Plans applicable to their respective cities and their Urban Growth Areas; and

WHEREAS, Thurston County and the three cities find that the adoption of such standards by the County will contribute to the achievement of the long term objectives that each city has for the development of its Urban Growth Area;

NOW THEREFORE, Thurston County and the cities of Lacey, Olympia, and Tumwater do hereby agree that:

Section 1: Thurston County will adopt each city's zoning standards, except that the County will retain its authority to approve administrative variances and to conditionally approve expansion of non-conforming uses and structures. It is also understood that review procedures under each of the standards will be modified to conform to existing County review procedures.

Section 2: Thurston County will maintain administration of its Critical Areas Ordinance within the Urban Growth Area, except the County will modify its ordinance to adopt each city's method of calculating development densities.

Section 3: Thurston County will adopt a Forest Practices Ordinance that applies a single approach throughout the Urban Growth Area. This approach is intended to support forest management practices that retain and integrate significant stands of trees into the layout and design of developments within the Urban Growth Area.

Section 4: Thurston County will maintain administration of its current Subdivision Ordinance within the Growth Area, except that the County will amend either its subdivision or zoning code to reflect the different open space requirements for each of the three cities.

Section 5: Thurston County will adopt each city's street design standards. It is intended that civil engineering plan review and inspections for streets and utilities related to private development projects will be conducted by each city's staff under the direction of the County Engineer. The cities may charge plan review, permit and inspection fees as necessary to cover the cost of providing these services.

Section 6: Thurston County will adopt city design standards only for commercial and multiple-family projects greater than fourplexes.

Section 7: Thurston County will adopt the various village classifications advanced by the cities, except that some review procedures may need to be modified to accommodate existing County review processes.

Section 8: Thurston County and the cities of Lacey, Olympia and Tumwater agree that it is desirable to annex properties located within village classifications prior to securing development approvals. Where prior annexation is not possible, city staff will lead review processes for village projects. The cities may charge development review fees as necessary to cover the cost of providing these services.


Section 9: The cities of Lacey, Olympia and Tumwater will each provide 75% of the funding to support the preparation of a County bill draft version of each of their respective development standards.

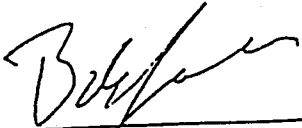
Section 10: The cities of Lacey, Olympia and Tumwater will provide ongoing technical assistance and support to County staff responsible for implementing their development standards in their respective Urban Growth Areas.

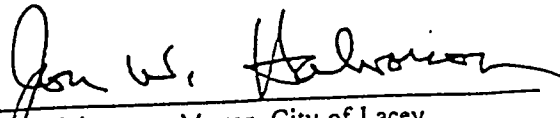
Section 11: The cities of Lacey, Olympia and Tumwater agree that the standards adopted in reliance upon this agreement are the complete requirements for developments within the Growth Area. The cities will not apply additional physical development requirements as a condition of utility connection approval.

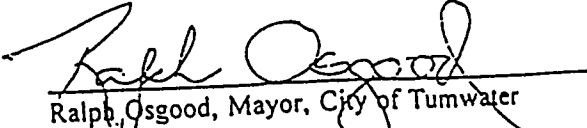
Section 12: Thurston County and the cities of Lacey, Olympia and Tumwater agree to develop a process for the joint consideration and adoption of future code amendments affecting the Urban Growth Area. The parties further agree to establish a process for resolving disagreements over implementation of this Agreement.

AGREED TO THIS 7th DAY OF DECEMBER, 1995 BY

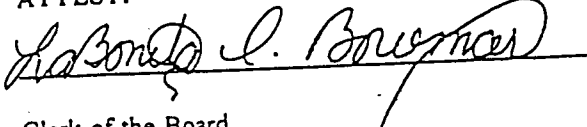

Judy Wilson, Chairman, Thurston County
Board of County Commissioners


Bob Jacobs, Mayor, City of Olympia


Jon Halvorson, Mayor, City of Lacey


Ralph Osgood, Mayor, City of Tumwater

ATTEST:


Clerk of the Board

APPROVED AS TO FORM:

BERNARDEAN BROADOUS
PROSECUTING ATTORNEY

By: 
Deputy Prosecuting Attorney

III. PROPOSED REVISIONS TO THE MEMORANDUM TEXT

A. EXPANDED CLEAR PURPOSE STATEMENT

1. TO BE GUIDELINES FOR ORDERLY URBAN GROWTH
2. TO PROMOTE JOINT PLANNING FOR THE URBAN AREA
3. TO PROMOTE CONSISTENCY AND MORE CERTAINTY ABOUT FUTURE DEVELOPMENT
4. FRAMEWORK FOR MORE DETAILED LAND USE AND SERVICE PLANS

B. PHASED GROWTH CONCEPT

1. SHORT-TERM URBAN GROWTH BOUNDARY

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- B. CAN ACCOMMODATE GROWTH OVER NEXT 10 YEARS
- C. POLICIES AND ACTIONS WILL EMPHASIZE URBAN USES AND SERVICES
- D. WITHIN SHORT-TERM BOUNDARY, CAPACITY FOR 8-10 TIMES FORECAST GROWTH OVER NEXT 10 YEARS

2. LONG-TERM URBAN GROWTH BOUNDARY

- A. 25-YEAR BOUNDARY
- B. NOT INTENDED TO MOVE
- C. LOW RURAL DENSITIES
- D. NO MUNICIPAL UTILITIES
- E. RURAL DEVELOPMENT STANDARDS

3. -LOW DENSITY TRANSITION AREA IN BETWEEN

- A. PLANNING FOR UTILITY AND URBAN SERVICE PROVISION
- B. LOW INTERIM DENSITIES

4. TRIGGERING CRITERIA

- A. BASED ON DEVELOPMENT OCCURRING WITHIN CITIES
- B. IDENTIFIES NEED TO EXPAND SHORT-TERM BOUNDARY THROUGH JOINT PLANNING

DRAFT URBAN GROWTH MANAGEMENT BOUNDARY CRITERIA

FACTORS	SHORT-TERM BOUNDARY	LONG-TERM BOUNDARY	ASSUMPTIONS/COMMENTS	INFORMATION SOURCES
Land Use	<p>Area capable of supporting urban development without significant environmental degradation.</p> <p>Area where urban land uses/densities are planned and forecast over the next 5-10 years.</p> <p>Area is committed (developed and plotted) to urban land uses.</p>	<p>Area capacity of supporting urban development without significant environmental degradation.</p> <p>Area where urban land uses/densities are planned and forecast over the 10-45 year period.</p> <p>Area is not currently committed to urban land uses.</p>	<p>Urban densities are 2 units per acre and greater</p> <p>Urban land uses are commercial/industrial uses requiring urban utilities, roads and services.</p>	<p>Soils, wetland, flood plain, and geology maps</p> <p>Comprehensive Plans</p> <p>Zoning Ordinances</p> <p>Assessor's Maps</p> <p>Aerial Photos</p> <p>Subdivision Buildout Report</p> <p>Planners</p> <p>Land Use Inventory</p>
Services	<p>Area is feasible and desirable for providing urban level roads and utilities in the next 5-10 years.</p> <p>Area is already provided with urban roads and utilities.</p> <p>Area is planned and programmed to receive urban utilities and roads in the next 5-10 years.</p>	<p>Area is feasible and desirable for providing urban level roads and utilities in the 10-45 year time period.</p> <p>Area does not currently have urban level roads and utilities.</p> <p>Area is planned programmed to receive urban utilities and roads in 10-45 year time period.</p>	<p>Urban level roads are those which meet urban arterial and collector standards.</p> <p>Urban utilities are public sewer and water systems.</p>	<p>Comprehensive Water Plans</p> <p>Regional Transportation Plan and L011 Phase II Reports and Memo</p> <p>Capital Improvement Programs</p> <p>Public Works Staffs</p>
Natural Resources	<p>Area does not have current or future value for agriculture and forestry. Buffers can be provided between agriculture/forestry uses and urban growth area.</p>	<p>Area does not have long-term value for agriculture and forestry. Buffers can be provided between agriculture/forestry uses and urban growth area.</p>	<p>Land with value for agriculture and forestry are those with a combination of the following characteristics: prime or unique soils classification (SCS), actively managed for farm or forestry use, enrolled under agriculture or forestry tax program, and not currently served with utilities.</p>	<p>Background Reports and Maps for County Comprehensive Plan revise</p> <p>TRPC Agriculture Map</p>
Urban Land Use Holding Capacity	<p>Significant open space and habitat areas are excluded.</p> <p>Area has adequate buildable land area to meet projected 5-10 year urban land use needs, while providing ample choice of locations for a variety of housing types and land uses.</p>	<p>Significant open space/habitat areas are excluded.</p> <p>Area has adequate buildable land area to meet projected 10-45 year urban land use needs, while providing ample choice of locations for a variety of housing types and land uses.</p>	<p>A significant open space/habitat area is the Mississippi Delta.</p> <p>There should be at least 25% additional vacant developable land within the short-term area above the amount needed for the projected time period.</p>	<p>TRPC Population forecasts and Land Use Inventory</p>
Physical Features	<p>Consider natural or man-made barriers to urban expansion and service delivery.</p>	<p>Consider natural or man-made barriers to urban expansion and service delivery.</p>	<p>Desirable to follow logical boundaries that form reasonable urban service areas.</p>	<p>Drainage Basin and Road Maps</p>

URBAN GROWTH MANAGEMENT COMPUTER MAPPING OVERLAYS

1. Base of urban area (section lines, major roads and water bodies).
2. Residential growth pattern.
3. Existing served areas for sewer and water (not "service areas").
4. LOTT Interceptor service areas.
5. Existing and future LOTT interceptor lines.
6. Sensitive aquifer recharge areas.
7. Septic failure hotspots.
8. Septic suitabilities (soils).
9. a. Vacant land (developable).
b. Vacant land with characterization of subdivision-preliminary and final.
10. Zoom to illustrative parcel specific area (1-2 examples only).
11. City limit lines.
12. Generalized zoning (all jurisdictions).
13. Population forecast by TAZ.
14. Capacity estimates by TAZ.

GW:pjs/P3/17

EXCERPTS FROM STAFF MEMO

City and County Administrators

2

October 8, 198

4. Triggering mechanisms to allow growth of short-term boundary.
5. Five-year review of both short-term and long-term boundaries.

B. Boundary Assumptions and Criteria

1. The short-term boundary was agreed to be the 10-year boundary.
2. The long-term boundary was drawn based on a 25-year time period because of the additional effort and complexity of forecasting on a 45-year basis. (Some 45-year boundary recommendations were shown on the map.)
3. Primary determinants of the short-term boundary were:
 - Areas already committed to urban land uses, roads and utilities.
 - Contiguous properties zoned for units per acre or greater or Commercial/Industrial.
 - Inclusion of unincorporated peninsulas created by above factors.
 - Draft 10-year sewer phasing.
4. Primary determinants of the long-term boundary were:
 - Exclusion of valuable agricultural areas.
 - Exclusion of large areas with significant environmental constraints for urban development.
 - Inclusion of areas planned/expected to urbanize over the 11 to 25-year period.

C. General Observations

1. There is not as substantial a difference between the short and long-term boundaries as might be expected, based on the concept. This seems to be the result of existing development, planning commitments, and jurisdictional expectations.
2. There was concern about using the same urban boundaries because utility lines often follow roads, making it desirable to serve both sides of the road.
3. The policies and implementation actions affecting land use and utilities are at least as important (if not more so) than the boundaries in making the UGM concept work.

We enjoyed our work sessions and developed a better appreciation for the various jurisdictional perspectives. We look forward to sharing our work with you.

Ide/L2/2

cc: Harold Robertson
Pete Swensson
Daniel Farber
Bob Patrick
Fred Knostman

POPULATION HOLDING CAPACITY OF
PROPOSED URBAN GROWTH BOUNDARIES

	<u>Forecasted Population Increase 1983-1995</u>	<u>1983-1995 Additional Population Holding Capacity</u>	<u>Forecasted Population Increase 1995-2010</u>	<u>1995-2010 Additional Population Holding Capacity</u>
City of Olympia	3,469	38,619	9,647	41,972
Short-term	3,086	26,605	8,932	41,007
Long-term	<u>374</u>	<u>4,005</u>	<u>1,091</u>	<u>4,478</u>
TOTAL	6,929	69,229	19,670	87,457
City of Lacey	3,519	20,114	4,367	17,942
Short-term	5,462	43,426	11,736	45,573
Long-term	<u>2,585</u>	<u>13,705</u>	<u>3,972</u>	<u>12,253</u>
TOTAL	11,566	77,245	20,075	75,768
City of Tumwater	1,621	23,278	3,534	21,715
Short-term	1,042	11,945	2,719	15,904
Long-term	<u>883</u>	<u>8,075</u>	<u>1,420</u>	<u>7,321</u>
TOTAL	3,546	43,298	7,673	44,940
Three Cities Total	8,609	82,011	17,548	81,629
Total Short-term	9,590	81,976	23,387	102,484
Total Long-term	<u>2,842</u>	<u>25,785</u>	<u>6,483</u>	<u>24,052</u>
TOTAL	22,041	189,772	47,418	208,165

LH:ldc/L2/19

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