

RESOLUTION NO. 16091

A RESOLUTION AMENDING THE THURSTON COUNTY COMPREHENSIVE PLAN BY REPEALING AND REPLACING THE THURSTON COUNTY/TUMWATER JOINT PLAN, AND FULFILLING THE REQUIREMENTS OF THE WASHINGTON STATE GROWTH MANAGEMENT ACT, AND TO PROVIDE FOR OTHER MATTERS PROPERLY RELATED THERETO.

WHEREAS, Thurston County is required to plan under Chapter 36.70A RCW, the Growth Management Act (GMA), which contains fourteen goals that are intended to guide the development and adoption of comprehensive plans, which relate to urban growth, rural development, reduced sprawl, transportation, housing, economic development, property rights, permits, natural resource industries, open space and recreation, environment, citizen participation and coordination, public facilities and services, historic preservation, and shoreline management act goals and policies; and

WHEREAS, Thurston County first adopted a Comprehensive Land Use Plan in 1975 and was last updated in 2020 with Resolution No. 15953; and

WHEREAS, the GMA requires the comprehensive plan to demonstrate and uphold the concepts of internal consistency, conformity, and concurrency; and

WHEREAS, the GMA also requires a process of early and continuous citizen participation for amending comprehensive plans; and

WHEREAS, the adoption of the Thurston County Comprehensive Plan must be processed in compliance with the requirements of the State Environmental Policy Act (SEPA); and

WHEREAS, the Board of County Commissioners (Board) has made findings of fact relating to the Thurston County/Tumwater Joint Plan amendments referenced in this resolution supporting said amendments which are set forth below for adoption.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF THURSTON COUNTY, AS FOLLOWS:

SECTION 1. FINDINGS. For the purposes of effective land use planning, the Board adopts the following legislative findings of fact for adopted amendments:

A. GENERAL FINDINGS

1. Thurston County is required to plan under Chapter 36.70A RCW, the Growth Management Act (GMA), and has performed professional review, public notice, and comment with respect to these amendments; and

2. The GMA requires counties to adopt county-wide planning policies to guide the adoption of comprehensive plans. The principle purpose of these policies is to ensure that the comprehensive plans of counties and the cities within them are coordinated and consistent with each other. The policies reaffirmed joint planning would be used to plan for each city's urban growth area. The amendments to the Thurston County/Tumwater Joint Plan adopted by this

resolution were prepared, considered and adopted in compliance with the county-wide planning policies; and

3. The Thurston County Comprehensive Plan, as amended, collectively includes joint plans with the cities of Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater, Yelm, and other subarea plans, with chapters on land use, natural resource lands, housing, transportation, capital facilities, utilities, economic development, the natural environment, archeological and historic resources that govern development throughout unincorporated Thurston County and comply with GMA requirements for comprehensive plans; and

4. The Cities of Lacey, Olympia, and Tumwater and Thurston County initially agreed upon the process of joint planning in the 1988 Memorandum of Understanding: An Urban Growth Management Agreement. This agreement established short and long-term urban growth areas for the Cities of Lacey, Olympia, and Tumwater and outlined a process for Thurston County to jointly plan for these areas with each City; and

5. To ensure successful implementation of the Joint Plan, Thurston County and the Cities of Lacey, Olympia, and Tumwater entered into an agreement in 1995 titled Memorandum of Understanding: Urban Growth Area Zoning and Development Standards; and

6. The amendments in this resolution were included on the 2020-2021 Official Comprehensive Plan Amendment Docket as required by Chapter 2.05 Thurston County Code (TCC), Growth Management Public Participation; and

7. The County uses several methods to ensure early and continuous public participation and open discussion in the review of proposed amendments including but not limited to direct mailing, email lists, internet information pages, and posted public notices; and

8. The amendments to the Thurston County/Tumwater Joint Plan adopted by this resolution were the subject of a series of public hearings before the Thurston County Planning Commission and the Board and separate work sessions by each body as required by the GMA and the Thurston County Code; and

9. In formulating its recommendations, the Thurston County Planning Commission considered public comments received through public hearings and the public process; and

10. In formulating its decision, the Board considered public comments received through the public hearings and the public process; and

11. Pursuant to 36.70A.106 RCW, the State of Washington Department of Commerce was notified of the proposed changes contained in this resolution on August 18, 2021; and

12. The adoption of the Thurston County Comprehensive Plan and related joint plans must be processed in compliance with the requirements of the State Environmental Policy Act (SEPA); and

13. This resolution will amend the Thurston County/Tumwater Joint Plan element of the Thurston County Comprehensive Plan; and

14. The Board believes adopting the amendments in this Resolution is necessary for the preservation of the public health, safety, and general welfare of Thurston County residents.

B. FINDINGS

GROWTH MANAGEMENT ACT GOALS

1. Chapter 36.70A RCW provides 14 goals “to guide the development and adoption of comprehensive plans and development regulations” under the GMA. The goals are not listed in order of priority; and

2. In formulating the amendments adopted by this resolution, the Board has considered the goals contained in RCW 36.70A.020. The Board has weighed the goals as they apply to the subject matter of this resolution; and

3. The findings in this below and the record generated in the public hearing process and at the adoption of this resolution show that this measure is consistent with the GMA goals.

C. FINDINGS

THE THURSTON COUNTY AND CITY OF TUMWATER JOINT PLAN

I. General

1. In 2020 the Board added the Thurston County/Tumwater Joint Plan Update amendment to the 2020-2021 Official Comprehensive Plan Docket as Docket Item CPA-1. The Thurston County/Tumwater Joint Plan Update was included on previous Official Comprehensive Plan Dockets prior to 2020, under the Thurston County Comprehensive Plan update item; and

2. This item was maintained on the official comprehensive plan docket in early 2021, and the Board prioritized Docket Item CPA-1 Thurston County/Tumwater Joint Plan Update as the highest priority, ranked at 4 out of 7 board-initiated amendments; and

3. The Thurston County/Tumwater Joint Plan was first adopted on April 17, 1995 under Resolution 10895, and has had several minor amendments but has not had a major amendment since; and

4. The City of Tumwater adopted the required Growth Management Act update to its Comprehensive Plan in 2016; and

5. The City of Tumwater and Thurston County staff worked on the Joint Plan in 2016 and 2017 and then again from 2020 to the present; and

6. The Thurston County Planning Commission with Tumwater Planning Commission, reviewed the proposed amendment over three joint work sessions on March 31, April 15, and May 20, 2021 and held a duly noticed public hearing on May 20, 2021; and

7. On May 20, 2021, the Thurston County Planning Commission unanimously (7 yays, 0 nays and 1 absent) voted to recommend approval to update the Thurston County/Tumwater Joint Plan, with one amendment to the proposed draft to strike Section 11.1.6 “Recommended Amendments to the Thurston County Code”; and

8. On May 20, 2021, the Tumwater Planning Commission unanimously recommended approval of the Thurston County/Tumwater Joint Plan, as proposed at the public hearing; and

9. In formulating their recommendations, the Planning Commissions considered public comments received through public hearings and the public process; and

10. The Tumwater General Government Committee held briefings on April 14, 2021 and June 9, 2021; and

11. The Tumwater City Council held work sessions on Jun 22 and July 27, 2021 and passed Resolution R2021-004 on August 2, 2021 accepting the Thurston County/Tumwater Joint Plan and recommending the Thurston Board adopt the updated plan as part of the County's Comprehensive Plan; and

12. The Planning Commission recommendations and the Tumwater City Council recommendation were presented to the Board at a work session on August 12, 2021; and

13. The Board held a duly noticed public hearing on September 28, 2021 with a subsequent work session to review public comment on October 20, 2021; and

14. The Board considered public testimony and recommendations by the Planning Commissions in light of GMA, including its goals, the Thurston County Comprehensive Plan, the Thurston County/Tumwater Joint Plan, and other related plans; and

15. Preliminary direction was provided by a majority of the Board (2-1) on November 2, 2021 to finalize the Thurston County/Tumwater Joint Plan as consistent with the City of Tumwater Planning Commission and City Council recommendation. This includes Section 11.1.7, *Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code* (in previous drafts numbered as section 11.1.6), 5 land use and zoning amendments and 1 zoning amendment to the Airport Hazard Overlay, associated code amendments and associated map amendments; and

16. The majority of the Board concurs with the City of Tumwater Planning Commission and City Council recommendation for the reasons stated herein and the information provided during the public process; and

17. A SEPA Determination of Non-Significance was issued June 4, 2021 (SEPA No. 2021102336) under SEPA (Chapter 43.21C RCW) for the changes contained in this amendment. The SEPA comment period ended on June 18, 2021 with no public comments received. The SEPA appeal period ended on June 25, 2021 with no appeal of the determination received; and

18. The Thurston County/Tumwater Joint Plan as contained in this resolution has been updated with new formatting, including but not limited to font style, headers, footers, table nomenclature, map nomenclature, and citations; and

19. The Thurston County/Tumwater Joint Plan as contained in this resolution has been updated for consistency with the Thurston County Comprehensive Plan and the City of Tumwater Comprehensive Plan; and

20. The Growth Management Act requires the County and cities within the county to review urban area densities and growth projections every 8 years, pursuant to RCW 36.70A.130(3). The County, in cooperation with the City of Tumwater pursuant to the countywide planning policies, reviewed buildable lands data for the county's urban growth area pursuant to RCWE 36.70A.130(3) and found that the Tumwater Urban Growth Area can provide for urban densities and can accommodate a 20-year population projection; and

21. The amendments as contained in this resolution meet the update to the joint plan as required by RCW 36.70A.130(3), and include updates to land supply and population forecast

information, updates to land use, lands for public purposes, utilities, housing, parks, and transportation chapters, updates to appendices, updates to background information, and updates to goals, objectives and policies.

II. Land Use and Associated Zoning Amendments

1. As part of the Thurston County/Tumwater Joint Plan Update, the City and County considered 5 land use and associated zoning amendments, and one zoning overlay amendment to the Airport Hazard Overlay; and

2. The 5 land use and associated zoning amendments include: two parcels TPN 12832232102 and 12832320205 approximately 2.32 acres at Black Lake Belmore Rd. and 49th Avenue SW changing from Neighborhood Commercial to Single Family Medium Density Residential; two parcels TPN 12715210100 and 12715210201 approximately 7.6 acres at Center St. and 83rd Ave SW changing from Neighborhood Commercial to General Commercial; one parcel TPN 09520005000 approximately 75.36 acres at 85th Ave. SW and Interstate-5 changing from Business Park to Light Industrial; a group of 19 parcels of approximately 22.5 acres at Littlerock Road and 73rd Ave SW changing from Commercial Development to Mixed Use; two parcels TPN 12713130000 and 12713420102 at the Enclave at Deschutes River correcting approximately 0.5 acres within the parcels from Open Space to Single Family Low Density Residential; and associated zoning amendments to the Airport Hazard Overlay zone; and

3. The two parcels TPN 12832232102 and 12832320205 at Black Lake Belmore Rd and 49th Avenue SW are currently developed with single family homes. Changing the land use and zoning will align the designation with the current use. The City of Tumwater recommended the proposed change to the Board under Ordinance No. O2018-006; and

4. For the two parcels TPN 12715210100 and 12715210201 at Center St. and 83rd Ave SW, General Commercial is a more appropriate designation with the surrounding land use designations. The City of Tumwater recommended the proposed change to the Board under Ordinance O2018-006; and

5. The one parcel TPN 09520005000 at 85th Ave. SW and Interstate-5 is the last remaining parcel in the Tumwater urban growth area under the Business Park district. The City of Tumwater repealed the Business Park zone in 2017 under O2017-017 and requested that Thurston County also replace that designation within the urban growth area. The amendment of this parcel improves consistency of zoning districts between the joint plan area and the city of Tumwater; and

6. The group of 19 parcels at Littlerock Road and 73rd Ave. SW is the last area in the Tumwater urban growth area under the Commercial Development district. The City of Tumwater no longer has a Commercial Development land use designation or zoning district. Changing the area to Mixed Use is a more appropriate designation and improves consistency of zoning districts between the joint plan area and the city of Tumwater; and

7. The two parcels TPN 12713130000 and 12713420102 at the Enclave at Deschutes River are a county-initiated land use and zoning amendment within the Tumwater Urban Growth Area. The County and City both recognize this as a mapping error and agreed to correct the land use and zoning boundaries with the joint plan update. The Open Space designations are intended to follow the steep slope line above the Deschutes River; and

8. The Airport Hazard Overlay is currently implemented in portions of the Urban Growth Area of Thurston County. The associated amendments to the Official Zoning Map of Thurston County, Washington and the North County Urban Growth Areas Zoning Map adopted by the corresponding Ordinance amend the Airport Hazard Overlay to extend into a few additional areas of the Tumwater Urban Growth Area, and into rural unincorporated Thurston County. These amendments improve consistency with the Thurston County Comprehensive Plan, which covers the Airport Hazard Overlay in Chapter 2 – Land Use; and

9. Three of the land use and associated zoning amendments have corresponding changes to development code standards to improve consistency with current development standards in the City of Tumwater, and are adopted by the corresponding Ordinance; and

10. The land use redesignations and associated rezones are consistent with the goals and policies articulated in the Thurston County Comprehensive Plan, the Thurston County/City of Tumwater Joint Plan, and the Zoning Ordinance; and

11. The proposed changes would better align land use and zoning with the existing uses on the properties and would improve consistency with the City of Tumwater.

SECTION 2. THURSTON COUNTY/TUMWATER JOINT PLAN. In accordance with the provisions of this resolution, the Thurston County/Tumwater Joint Plan is hereby repealed in its entirety and replaced as shown in Attachment A.

SECTION 3. THURSTON COUNTY/TUMWATER JOINT PLAN MAP REPLACEMENT. In accordance with the provisions of this resolution, the Thurston County/Tumwater Joint Plan maps are hereby repealed and replaced as shown in Attachment B.

SECTION 4. THURSTON COUNTY/TUMWATER JOINT PLAN MAP AMENDMENTS. In accordance with the provisions of this resolution, the future land use for 5 locations in the Tumwater Urban Growth Area have been amended and are updated in the replacement maps under Section 3. Detailed locations of future land use amendments are as shown in Attachment C.

SECTION 5. SEVERABILITY. If any section, subsection, sentence, clause, phrase or other portion of this resolution or its application to any person is, for any reason, declared invalid, illegal or unconstitutional in whole or in part by any court or agency of competent jurisdiction, said decision shall not affect the validity of the remaining portions hereof.

SECTION 6. CORRECTIONS. Upon approval of the Prosecuting Attorney's Office, the Clerk of the Board is authorized to make any necessary corrections to any map, mapped boundary, section, subsection, sentence, clause, phrase or other portion of this resolution for scriveners or clerical errors, references, ordinance numbering, section/subsection numbers, and any reference thereto.

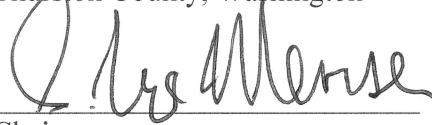
SECTION 7. EFFECTIVE DATE. This resolution shall take effect immediately upon adoption.

ADOPTED: November 30, 2021

ATTEST:

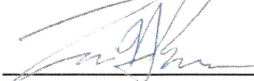

Clerk of the Board


BOARD OF COUNTY COMMISSIONERS
Thurston County, Washington


Chair

APPROVED AS TO FORM:

JON TUNHEIM
PROSECUTING ATTORNEY


Travis Burns,
Deputy Prosecuting Attorney

voted Nay
Vice-Chair, Harry Camaras

Commissioner

Attachment A

Official Amendment to the
Comprehensive Plan
Thurston County, WA

Repeal and Replace
Tumwater Joint Plan

Adopted: November 30, 2021

CITY OF TUMWATER AND THURSTON COUNTY JOINT PLAN



An Element of the City of Tumwater Comprehensive
Plan and the Thurston County Comprehensive Plan

Adopted April 1995
Updated November 2021

THURSTON COUNTY COMMISSIONERS

Carolina Mejia-, District 1

Gary Edwards, District 2

Tye Menser, District 3

TUMWATER CITY COUNCIL

Pete Kmet, Mayor

Joan Cathey, Mayor Pro Tem

Michael Althausen

Leatta Dahlhoff

Angela Jefferson

Charlie Schneider

Debbie Sullivan

Eileen Swarthout

THURSTON COUNTY PLANNING COMMISSION

Jim Simmons, Chair

Eric Casino, Vice Chair

Raul de Leon

Kevin Pestinger

Don DeHan

Doug Karman

Donna Nickerson

Scott Nelson

Vacant of as October 2021

CITY OF TUMWATER PLANNING COMMISSION

Elizabeth Robbins, Chair

Meghan Sullivan, Vice Chair

Terry Kirkpatrick

Joel Hansen

Nam Duc Nguyen

Doty Catlin

Michael Tobias

Nathan Peters

Vacant as of October 2021

CITY OF TUMWATER STAFF

John Doan, AICP, City Administrator
Mike Matlock, AICP, Community Development Director
Brad Medrud, AICP, Planning Manager
David Ginther, Senior Planner

THURSTON COUNTY STAFF

Ramiro Chavez, County Manager
Joshua Cummings, Community Planning and Economic Development Director
Christina Chaput, Interim Community Planning Manager
Leah Davis, Associate Planner, Community Planning

Cover Photo: Mt. Rainier taken from Overlook Park in the City of Tumwater (2006)

Contents

1. INTRODUCTION.....	1
1.1 Background.....	1
1.2 Purpose of Joint Planning.....	2
1.3 Public Involvement.....	2
1.4 2021 Update Process	3
1.5 Joint Plan Organization and Content.....	4
2. DESCRIPTION OF JOINT PLAN AREA	5
2.1 2020 Existing Conditions	5
2.1.1 Location	5
2.1.2 Area.....	5
2.1.3 Land Use.....	5
2.1.4 Land Use Designations	5
2.1.5 Transportation	6
2.1.6 Topography.....	7
2.1.7 Public Facilities and Services.....	7
2.2 Urban Growth Boundary.....	8
3. LAND USE	11
3.1 Introduction	11
3.1.1 Growth Management Act Goals Compliance	11
3.1.2 County-Wide Planning Policy Compliance	16
3.1.3 Amendments	19
3.2 Goals and Policies.....	19
3.3 Land Supply Analysis.....	31
3.3.1 Introduction.....	31
3.3.2 Partially Used and Under Utilized Land Supply Analysis	34
3.3.3 Developable or Re-Developable Land Supply Analysis	34
3.3.4 Analysis of Population Accommodation	37
3.4 Existing Land Uses and Zoning.....	41
3.5 Proposed Land Use Designations	42
3.5.1 Definitions and Criteria for Land Use Designations.....	42
3.5.2 Innovative Housing and Land Use Methods – Definitions	61

3.5.3	Eastern Subarea.....	65
3.5.4	Southern Subarea	66
3.5.5	Western Subarea.....	76
4.	LANDS FOR PUBLIC PURPOSES.....	85
4.1	Background	85
4.2	Summary.....	85
5.	UTILITIES	86
5.1	Background	86
5.2	Summary.....	86
6.	HOUSING	87
6.1	Introduction	87
6.2	Summary.....	87
7.	PARKS, RECREATION, AND OPEN SPACE.....	89
7.1	Background	89
8.	ECONOMIC DEVELOPMENT	91
8.1	Summary.....	91
9.	TRANSPORTATION.....	92
9.1	Summary.....	92
10.	PUBLIC FACILITIES AND SERVICES.....	93
10.1	Introduction	93
10.2	Goals and Policies.....	94
10.3	Projected Needs for Public Facilities and Services	97
10.3.1	General Governmental.....	97
10.3.2	Potable Water.....	98
10.3.3	Sanitary Sewer.....	98
10.3.4	Stormwater.....	98
10.3.5	Transportation	98
11.	IMPLEMENTATION	99
11.1	Implementation Actions Tables.....	99
11.1.1	Comprehensive Planning Actions.....	99
11.1.2	Urban Growth Boundaries and Annexations Actions	101
11.1.3	Comprehensive Plan Land Use Designations Actions	102

11.1.4 Public Involvement Actions	103
11.1.5 Capital Facilities Actions.....	104
11.1.6 Zoning and Development Regulations Actions	106
11.1.7 Recommended Amendments to Thurston County Code.....	110

LIST OF FIGURES

Figure 1. Land Use Designations in the Joint Plan Area	5
Figure 2. Transportation Inventory	6
Figure 3. Topography Inventory	7
Figure 4. Public Facilities Services Inventory.....	7
Figure 5. City of Tumwater and Joint Plan Area 20-Year Population Projection ...	33
Figure 6. Buildable Commercial Land in Acres	35
Figure 7. Buildable Industrial Lands in Acres.....	36
Figure 8. Parcel Area by Acres in Each Zone District in the Joint Plan Area.....	36
Figure 9. Residential Capacity by Planning Area, City and Joint Plan Area.....	37
Figure 10. Residential Land Supply and Future Development Capacity – City	38
Figure 11. Residential Land Supply and Future Development Capacity – Joint Plan Area	39
Figure 12. Approved Dwelling Units, 2000 – 2019	39
Figure 13. Density of Residential Subdivisions in the City and Joint Plan Area, 1970s – 2010s.....	40
Figure 14. Total Dwelling Unit Forecast in the City and Joint Plan Area	40
Figure 15. Residential Supply Versus Demand	41
Figure 16. Joint Plan Land Use Designations.....	43
Figure 17. Innovative Land Use Management Techniques for Residential Development	54
Figure 18. Comprehensive Planning Implementation Actions.....	99
Figure 19. Urban Growth Boundaries and Annexations Implementation Actions	102
Figure 20. Comprehensive Plan Land Use Designations Implementation Actions	103
Figure 21. Public Involvement Implementation Actions	104
Figure 22. Capital Facilities Implementation Actions.....	104

Figure 23. Zoning and Development Regulations Implementation Actions	107
Figure 24. Recommended Changes to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code	110

LIST OF MAPS

Map 1	City of Tumwater Joint Planning Area
Map 2	Fire Protection
Map 3	City of Tumwater Urban Growth Boundary
Map 4	Future Land Use
Map 5	Subarea Map
Map 6	Eastern Subarea 2020 Existing Zone Districts
Map 7	Eastern Subarea 2020 Existing Land Use
Map 8	Eastern Subarea 2020 Future Land Use
Map 9	Southern Subarea 2020 Existing Zone Districts
Map 10	Southern Subarea 2020 Existing Land Use
Map 11	Southern Subarea 2020 Future Land Use
Map 12	Western Subarea 2020 Existing Zone Districts
Map 13	Western Subarea 2020 Existing Land Use
Map 14	Western Subarea 2020 Future Land Use
Map 15	Future Bicycle Route / Trail Connections
Map 16	Water Map
Map 17	Sewer Map

APPENDICES

Appendix A:	Summary of Process and Criteria Used to Develop the 1988 Urban Growth Management Agreement
Appendix B:	Analysis of City of Tumwater / Thurston County Joint Plan Urban Growth Boundary's Consistency with County-Wide Planning Policies
Appendix C:	Thurston County County-Wide Planning Policies
Appendix D:	City of Tumwater Lands for Public Purposes Element ¹
Appendix E:	City of Tumwater Utilities Element ¹
Appendix F:	City of Tumwater Housing Element ¹
Appendix G:	City of Tumwater <i>Parks, Recreation, and Open Space Plan</i> ¹
Appendix H:	City of Tumwater <i>Transportation Plan</i> ¹
Appendix I:	City of Tumwater <i>Economic Development Plan</i> ¹
Appendix J:	Memorandum of Understanding on Urban Growth Management (January 31, 1983)

¹ These plans are contained in their entirety as Elements of the City of Tumwater Comprehensive Plan.

Appendix K:	Memorandum of Understanding: An Urban Growth Management Agreement (June 1988)
Appendix L:	Memorandum of Understanding: Urban Growth Area Zoning and Development Standards (December 7, 1995)

1. INTRODUCTION

1.1 Background

The Cities of Lacey, Olympia, and Tumwater and Thurston County initially agreed upon the process of joint planning in the 1988 *Memorandum of Understanding: An Urban Growth Management Agreement*. This agreement established short- and long-term urban growth areas for the Cities of Lacey, Olympia, and Tumwater and outlined a process for Thurston County to jointly plan for these areas with each City.

In 1990, the Washington State Legislature passed the Growth Management Act. The Act requires Thurston County and each of its Cities to adopt a Comprehensive Plan and to establish a 20-year urban growth boundary jointly for each urban area. To guide this planning effort, the Act mandated that Thurston County create County-Wide Planning Policies.

Thurston County adopted County-Wide Planning Policies in 1992 in collaboration with its cities and towns. The policies reaffirmed joint planning would be used to plan for each City's urban growth area. In 1993, representatives of Thurston County and its cities and towns met to clarify the intent of the County-Wide Planning Policies and affirm the long and short-term urban growth boundaries established in the 1988 *Memorandum of Understanding: An Urban Growth Management Agreement*. The Policies state that changes to these boundaries may be proposed through the joint planning process.

The Tumwater City Council and Thurston County Commissioners authorized work to begin on the City of Tumwater and Thurston County Joint Plan for the City of Tumwater urban growth area in 1993. The City of Tumwater / Thurston County Joint Planning Committee was created to develop the Joint Plan. The Committee consisted of the City of Tumwater Planning Commissioners and one representative each from the Thurston County Planning Commission, Tumwater School District, and Port of Olympia.

The Joint Planning Committee's mission was to develop a Comprehensive Plan to guide future development in the Joint Plan area during its transition from rural to urban-level development. Development of the Joint Plan was to:

- Bring together local officials, residents, property owners, and other interested parties to discuss the future of the area; and
- Be consistent with the requirements of the Growth Management Act.

To ensure successful implementation of the Joint Plan, Thurston County and the Cities of Lacey, Olympia, and Tumwater entered into an agreement in 1995 titled

Memorandum of Understanding: Urban Growth Area Zoning and Development Standards.

The Joint Plan was subsequently amended in 2009 and 2021.

1.2 Purpose of Joint Planning

This document is a Comprehensive Plan for the unincorporated portion of the City of Tumwater urban growth area prepared jointly by the City of Tumwater and Thurston County. It has been adopted by each jurisdiction as a Comprehensive Plan amendment. Its purpose is to provide a framework to guide future development in the area during its transition from rural- to urban-level development. It serves as the basis for future planning decisions by each jurisdiction in the Joint Plan area.²

1.3 Public Involvement

The Joint Plan has been developed to serve as a guide for future growth and to meet the needs of current residents in the unincorporated portion of the City of Tumwater urban growth area. It evolved through the participation of existing, as of 1994, residents, property owners, local government officials, and many other interested parties at numerous public meetings, hearings, and other forums for citizen and community involvement.

As described in Section 1.1, Background, above, the Joint Planning Committee was formed to draft the Joint Plan. The Committee held public meetings at least once a month from October 1993 through July 1994 to develop the Joint Plan. Public comment was encouraged and received throughout each of the Joint Planning Committee's meetings. The Committee also received numerous written comments as it developed the Joint Plan.

Committee meetings were advertised through the local newspaper, *The Olympian*, and through the information sheets that were available at customer service counters at the City of Tumwater and Thurston County. An extensive mailing list was developed to provide individual notices of Joint Planning Committee activities. Information regarding the joint planning process also was provided in the City of Tumwater monthly newsletter, *The Pioneer*, and by Thurston County in its regular process reports.

The Joint Planning Committee also produced a newsletter, called *Joint Plan News* that was distributed through mass mailings to the entire study area three times during the development of the Joint Plan. These mass mailings were distributed to all postal customers in the study area vicinity.

² The Joint Plan and the term "Joint Plan area" apply only to the unincorporated portion of the City of Tumwater urban growth area.

Periodic updates on the joint planning process were given at public meetings to the Thurston County Planning Commission, Tumwater City Council, and Thurston County Commissioners. Updates were also provided, upon request, to other local citizen and community groups and local governments, such as rural fire districts.

As the Joint Planning Committee completed the draft Joint Plan, individual notices were sent to owners of property for which the draft Joint Plan proposed changes from existing Thurston County plans or policies in 1994. These property owners were given the opportunity to testify at all public hearings during consideration of the Joint Plan by City of Tumwater and Thurston County Planning Commissions and elected officials.

Following the completion of the draft Joint Plan by the Joint Planning Committee, the Joint Plan was reviewed during a series of public workshops and hearings by the City of Tumwater and Thurston County Planning Commissions, the Tumwater City Council, and the Thurston County Commissioners. Public comment was received at each of these meetings. Notice of each of these meetings was provided, in accordance with state law and City of Tumwater and Thurston County policies, through the environmental and intergovernmental review processes, notices published in *The Olympian* and posted at public places, individual notices to citizens and the community on the Joint Plan mailing lists, the *Joint Plan News*, and through other local media.

1.4 2021 Update Process

As part of the City of Tumwater 2016 Comprehensive Plan Update adopted in December 2016, City staff prepared a first revision to the 2009 Joint Plan to reflect the 2016 City of Tumwater Comprehensive Plan update. City staff provided a draft of the revised Joint Plan to County staff on November 30, 2016. County staff reviewed and provided City staff with their comments on March 13, 2017. City staff reviewed and responded to the County staff comments on March 21, 2017 and a joint City and County Planning Commission meeting was held on April 19, 2017. The update process was subsequently put on hold by Thurston County.

The amendment process was restarted after discussions between City and County staff in 2019 and 2020. The City and County Planning Commissions met jointly in the spring of 2021 and after a joint public hearing issued recommendations for consideration by the City Council and Board of County Commissioners. The City Council met and recommended that the Board of County Commissioners follow the recommendation of the City Planning Commission and the Board of Commissioners reviewed, held a hearing, and adopted the Plan in 2021.

1.5 Joint Plan Organization and Content

The Joint Plan is organized into eleven chapters.

Chapter 1, Introduction, includes background information that provides the context in which the Joint Plan was developed. It also states the purpose of the Joint Plan and describes the public involvement process that was used in its development.

Chapter 2, Description of Joint Planning Area, describes the study area of the Joint Plan. It also discusses the urban growth boundary established by the Joint Plan, as well as how that boundary is different from the urban growth boundary established by the 1988 *Memorandum of Understanding: An Urban Growth Management Agreement*.

Chapter 3 through Chapter 10 address an element of the Joint Plan as required or suggested by the Growth Management Act. Chapter 3 addresses land use, including maps showing future land use designations that will be applied within the Joint Plan area. Chapters 4 through 8 incorporate into the Joint Plan the Lands for Public Purposes, Housing, Parks, Recreation, and Open Space, and Economic Development Elements of the City of Tumwater Comprehensive Plan, respectively. Chapters 9 and 10 address future transportation and other public facilities and services that will be needed to serve the projected development within the Joint Plan area over the next 20 years.

Chapter 11 describes how the Joint Plan should be implemented. It includes recommendations for zoning changes, coordination between local governments and other service providers to ensure smooth transitions of service provision as the planning area urbanizes, plan amendments, and other necessary considerations to accomplish the goals of the Joint Plan.

2. DESCRIPTION OF JOINT PLAN AREA

2.1 2021 Existing Conditions

For the 2021 Joint Plan update 2021 data was used, as it was the most current available at the start of the update adoption process.

2.1.1 Location

South and west of the City of Tumwater municipal limits, plus “islands” of unincorporated territory surrounded by the City of Tumwater (see Map 1, Joint Planning Area).

2.1.2 Area

The total area of the joint planning area in 2021 was 2,821 acres³

2.1.3 Land Use

Land use is varied. The area is semi-rural in character with portions experiencing transition to urban-level development.

2.1.4 Land Use Designations

Figure 1. Land Use Designations in the Joint Plan Area⁴

Designation Abbreviation and Density Per Acre	Full Designation	Acreage
R/SR 2-4	Residential/Sensitive Resource	165
SFL 4-7	Single Family Residential Low Density	1,195
SFM 6-9	Single Family Residential Medium Density	194
MFM 9-15	Multifamily Residential Medium Density	224
MU	Mixed Use	23
NC	Neighborhood Commercial	16
GC	General Commercial	95
LI	Light Industrial	566
HI	Heavy Industrial	22
P/OS	Parks/Open Space	210

³ Source: City of Tumwater GIS data - Joint Plan.shp

⁴ Source: City of Tumwater GIS data - Joint Plan.shp

Designation Abbreviation and Density Per Acre	Full Designation	Acreage
UT	Utilities	111

2.1.5 Transportation

Figure 2. Transportation Inventory

Category	Item
Federal and state highways	Interstate 5
	State Route 121, which includes 93 rd Avenue from Tilley Road to Interstate 5; Tilley Road, South of 93 rd Avenue
Major local roadways	Littlerock Road
	Old Highway 99
	93 rd Avenue other than State Route 121
	88 th Avenue
	66 th Avenue
	Troster Road
	Black Lake-Belmore Road
	Black Lake Boulevard
Transit service	Fairview Road
	As of October 2021, Intercity Transit daily service is not available within the Joint Plan area. Service routes do exist within the municipal limits of the City of Tumwater.
Trails	None. However, Thurston County has obtained the southern portion of the Burlington Northern Santa Fe railroad line, which lies in the western portion of the Joint Plan area, for a future trail.
Railroads	Burlington Northern Santa Fe railroad line running north to south through the western portion of the Joint Plan area.

2.1.6 Topography

Figure 3. Topography Inventory

Category	Item
Land features	Primarily flat, except for steep slopes northwest of Black Lake Boulevard
Water features	Deschutes River
	Percival Creek
	Black Lake
	Black Lake Drainage Ditch
	Fishpond Creek
	Trosper Lake
	Numerous marshes and wetlands
	Sensitive aquifer recharge areas throughout most of the Joint Plan area
	High groundwater areas located within the Salmon Creek Basin in the southern half of the Joint Plan area

2.1.7 Public Facilities and Services

Figure 4. Public Facilities Services Inventory

Category	Item
Tumwater School District	The school district purchased land for a future elementary school near the intersection of Old Highway 99 and 93 rd Avenue
Parks	Kenneydell County Park (located between Fairview Avenue and Black Lake)
Fire Districts (see Map 2, Fire Protection) Note: The City of Tumwater Fire Department responds to calls within the Joint Plan area through a countywide mutual aid agreement.	Black Lake #5
	East Olympia #6
	Littlerock #11
	McLane #9

Category	Item
Police	
Note: The City of Tumwater Police Department responds to calls within the Joint Plan area through a mutual response agreement.	Thurston County Sheriff's Department
Sewage treatment	Primarily on-site septic systems
	Sewer lines currently do not extend into the Joint Plan area but are being extended by new development
Water supply	Primarily on-site wells
	City of Tumwater water lines extend into the Joint Plan area in a couple of locations
Stormwater Management	Various; ranges from no facilities to on-site containment to roadside ditches
Electric, cable television, telephone, and natural gas	See Chapter 5, Utilities, and Appendix E, City of Tumwater Utilities Element

2.2 Urban Growth Boundary

The 1988 *Memorandum of Understanding: An Urban Growth Management Agreement* adjusted the 1983 boundaries and established short- and long-term urban growth boundaries for the Cities of Lacey, Olympia, and Tumwater. The 1988 *Agreement* contained a note stating that the southwestern portion of the City of Tumwater long-term urban growth boundary would be finalized through joint planning between City of Tumwater and Thurston County.⁵

In 1992, the long-term urban growth boundaries established in the 1988 *Agreement* were designated by the Thurston County Commissioners as the interim urban growth boundaries for these three Cities under the Growth Management Act. The 1992 Thurston County County-Wide Planning Policies established criteria and a process for amending the 1988 urban growth boundaries.⁶ The County-Wide Planning Policies require a long-term (20-year) urban growth boundary, but make optional a

⁵ See Appendix A, Summary of Process and Criteria Used to Develop the 1988 Urban Growth Management Agreement for a summary of the process and criteria used to develop the 1988 urban growth boundaries.

⁶ See Appendix B, Analysis of City of Tumwater and Thurston County Joint Plan Urban Growth Boundary's Consistency with County-Wide Planning Policies for an analysis of how the urban growth boundaries proposed in the Joint Plan meet the County-Wide Planning Policies' criteria.

short-term (10-year urban growth boundary). Joint planning between Thurston County and the affected City is established in the County-Wide Planning Policies as the mechanism for amending the boundaries.

During the development of the Joint Plan, the City of Tumwater and Thurston County appointed and elected officials reviewed and re-affirmed the process and criteria that were used to develop the 1988 short- and long-term urban growth boundaries. They also considered several alternatives to these boundaries for the Joint Plan. In addition to the considerations required by the Growth Management Act and County-Wide Planning Policies, they evaluated the various growth boundary alternatives using the following general principles:

1. Urban development should be served by municipal utilities, which are better suited to providing necessary services at urban densities.
2. Urban growth boundaries should recognize logical service areas for urban services. These services include, but are not limited to, roads, potable water, sanitary sewer, and storm drainage facilities. Provision of some of these services, especially storm drainage and sanitary sewer, is often determined by topography, since they rely primarily on gravity flow.
3. Existing land use should be one determinate of urban growth boundary location. Areas already characterized by urban levels of development may be appropriate for inclusion within urban growth boundaries.
4. Urban growth boundaries should follow property lines wherever possible. This allows individual properties to be considered for development as a whole, rather than being split between urban and rural levels of development.

After analyzing each of the alternative urban growth boundaries proposed for the Joint Plan, including consideration of a complete land supply analysis as described in Section 3.3, Land Supply Analysis, for the three primary alternatives, the Thurston County Commissioners and Tumwater City Council adopted a single, long-term urban growth boundary shown on Map 3. This boundary is the official urban growth boundary for the City of Tumwater by the adoption of the Joint Plan. The map also highlights the areas where this boundary differs from those included in the 1988 *Memorandum of Understanding: An Urban Growth Management Agreement*. Chapter 11, Implementation, includes recommendations for future implementation actions that would affect these highlighted areas.

The boundary established in the Joint Plan reaffirms the analysis performed for the 1988 *Memorandum of Understanding: An Urban Growth Management Agreement* by retaining the boundary created by that agreement in most areas and by establishing

the southwestern portion of the long-term urban growth boundary as required by the note included on the 1988 *Agreement* map.

The Joint Plan also adjusts the 1988 boundary slightly in the eastern and southeastern portions in order to create a more logical boundary (i.e., along property lines or to follow the Deschutes River). These adjustments also will provide the more efficient provision of urban services by including all areas west of the Deschutes River in the City of Tumwater service area.

In 2010, Thurston County removed almost 1,000 acres from the Joint Plan area. This was mostly because of the environmental constraints, such as high groundwater flooding, so the loss of buildable land was minor. There was still enough capacity within the Joint Plan area to provide for the 20-year growth projection. The first of the two areas removed was on the south side of 93rd Avenue between Hart Road and Old Highway 99. The second area removed was several hundred acres near 81st and 83rd Avenues centered on Littlerock Road.

As demonstrated in Section 3.3, Land Supply Analysis, the Joint Plan area is sufficient to accommodate the future population growth projection to occur in the City of Tumwater over the next 20 years, as required by the Growth Management Act. Section 3.3, Land Supply Analysis, indicates the Joint Plan area may be able to accommodate a larger population than is projected. The land use policies, including minimum density requirements, contained in Chapter 3, Land Use, and Chapter 9, Transportation, of the Joint Plan and the concurrency policies contained in the City of Tumwater and Thurston County *Capital Facilities Plans* will prevent urban sprawl and ensure that future development occurs in an orderly manner with cost-efficient urban service provision.

3. LAND USE

3.1 Introduction

This chapter of the Joint Plan presents the 20-year vision for land use in the Joint Plan area. The Joint Plan covers the planning period from 2021 to 2041.

The Joint Plan addresses all areas within the urban growth boundary of the City of Tumwater, including the twelve unincorporated “islands” of land that are surrounded by the municipal limits of the City of Tumwater.

The Joint Plan Land Use Map (Map 4) represents the general future land use patterns that are desired over the next 20 years. It is a graphic expression of the goals, policies, and actions in this chapter. Together, the land use map and goals, policies, and actions present a framework to guide future land use decisions in the Joint Plan area.

This chapter complies with the requirements of the Growth Management Act for a Land Use Element of a Comprehensive Plan. It serves as the Land Use Element for both the City of Tumwater and Thurston County for the Joint Plan area. In accordance with the County-Wide Planning Policies, this element has been developed through joint planning between the City of Tumwater and Thurston County. Following is a demonstration of the element’s compliance with the Growth Management Act and the County-Wide Planning Policies.

3.1.1 Growth Management Act Goals Compliance

The Growth Management Act requires that the City of Tumwater and Thurston County show how the Land Use Element meets the relevant planning goals contained within the Act. Not all fourteen of the goals apply to land use; for that reason, the following is a listing of the applicable goals to land use and an analysis of how the Land Use Element helps meet these goals:

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

This chapter contains goals, policies, and actions that encourage consideration of the availability of services, including roads, water and sewer facilities when applying all land use designations in the Land Use Element. The density ranges for all residential land use designations are consistent with available or planned public facilities and services. (Goal #1, Policies 1.1 and 1.4; Goal #2, Policies 2.1 through 2.3; Goal #3, Policies 3.1 through 3.9; Goal #5, Policies 5.1, 5.2, 5.4 through 5.8, and 5.10 through 5.12; Goal #10, Policies 10.3 and 10.9; and Section 3.5, Proposed Land Use Designations).

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

This chapter contains goals, policies, and actions that encourage compact, efficient urban development and encourages urban growth to be phased outward from the urban core. It also proposes residential and mixed-use land use designations that will encourage the development of compact urban areas. (Goal #1, Policies 1.1, 1.2, 1.4, and 1.7; Goal #2, Policies 2.1 through 2.3, and 2.8; Goal #3, Policies 3.4 and 3.5; Goal #4, Policy 4.5 and 4.7; Goal #5, Policies 5.2, 5.4 through 5.8; Goal #9, Policy 9.3; Goal #10, Policies 10.3, 10.4, 10.9, and 10.10; and Section 3.5, Proposed Land Use Designations).

3. *Transportation. Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.*

This chapter contains goals, policies, and actions that ensure coordination with regional and local transportation plans and promote land use development that is consistent with multi-modal transportation facilities (Goal #1, Policies 1.1, 1.4, and 1.5; Goal #5, Policies 5.1 through 5.15). It also proposes residential, mixed use, and neighborhood commercial land use designations that will encourage multi-modal transit-oriented development (Section 3.5, Proposed Land Use Designations).

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

This chapter, in conjunction with Chapter 6, Housing, includes policies and land use designations designed to ensure the provision of affordable housing and a variety of housing options (Goal #4, Policies 4.1 through 4.7; and Section 3.5, Proposed Land Use Designations). The City of Tumwater Housing Element, adopted by reference in Chapter 6, Housing, includes a variety of policies and recommended regulatory changes expressly designed to encourage housing affordability.

5. *Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans; promote economic opportunity for all citizens of this State, especially for unemployed and for disadvantaged persons; and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the State's natural resources, public services, and public facilities.*

The Joint Plan Land Use Element ensures the provision of adequate land for commerce and industry in the Joint Plan area (Section 3.5, Proposed Land Use Designations). The City of Tumwater *Economic Development Plan*, an element of the City of Tumwater Comprehensive Plan, also makes specific recommendations for economic development in the City of Tumwater and the Joint Plan area (Goal #10, Policy 10.1).

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

This chapter was developed with sensitivity to property rights issues. Designation of areas for future land uses were based upon many factors including the impact of designations on private property. The Attorney General's *Advisory Memorandum and Recommended Process for Evaluating Proposed Regulatory or Administrative Actions to Avoid Unconstitutional Takings of Private Property* (September 2018) was reviewed and utilized in objectively evaluating the proposed changes.

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

The Joint Plan includes a policy to ensure timely and fair processing of development permits (Goal #2, Policy 2.7). Chapter 11, Implementation, outlines how the Joint Plan recommendations will be enacted. Implementation actions will be accomplished on development regulations by both the City of Tumwater and Thurston County, as appropriate. The City of Tumwater Housing Element contains an assessment of barriers to affordable housing and includes an analysis of average development permit processing times in the City of Tumwater. The City of Tumwater is currently achieving quick turnaround times for permits and can typically process permits quickly enough so that this is not a factor in housing affordability. See the further discussion in Chapter 6, Housing.

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

This chapter ensures the viability of natural resource industries through the identification of such lands in the text and land use maps. Additionally, the City of Tumwater and Thurston County Comprehensive Plans contain specific guidelines and policies regarding critical areas and resource lands that ensure

the viability of natural resource industries and activities (Goal #2, Policy 2.10 and Goal #7, Policy 7.3).

9. *Open space and recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.*

This chapter, in conjunction with Chapter 7, Parks, Recreation, and Open Space, designates areas that would be appropriate for future open space and recreation uses. The Joint Plan Land Use Element reinforces the recommendations of the *Parks, Recreation, and Open Space Plan*, adopted by reference in Chapter 7, Parks, Recreation, and Open Space, through the land use designations and in goals and policies (Goal #5, Policy 5.12; Goal #7, Policies 7.1 through 7.4; and Section 3.5, Proposed Land Use Designations).

10. *Environment. Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water.*

The goals and policies in this chapter ensure coordination of land use with the *Northern Thurston County Groundwater Plan*, and the City of Tumwater's *Comprehensive Stormwater Implementation Plan*, *Water System Plan*, and *Wellhead Protection Plan*. The City of Tumwater Conservation Element and the Natural Environment chapter of the Thurston County Comprehensive Plan also contain specific policies relating to air and water quality and water availability. The City of Tumwater *Urban Forestry Management Plan* also makes specific recommendations for the urban forest in the City of Tumwater and the Joint Plan area (Goal #8, Policy 8.7). This chapter also makes recommendations for clustering and other creative development techniques in sensitive areas (Goal #3, Policies 3.2, 3.6 through 3.9; Goal #6, Policies 6.1 through 6.11; Goal #8, Policies 8.1 through 8.5; and Section 3.5, Proposed Land Use Designations).

Climate change is already affecting our communities. Impacts like hotter summers, wildfires, and flooding endanger our homes, affect public health, and impinge on local business. Thurston County and the cities of Lacey, Olympia, and Tumwater worked with the Thurston Regional Planning Council to develop and accept the *Thurston Climate Mitigation Action Plan* in 2021 as the framework for reducing climate polluting greenhouse gases while maintaining and improving our quality of life. The Joint Plan includes a number of policies and actions that will support the implementation of the *Thurston Climate Mitigation Action Plan*, including land use policies that support the development urban level land uses in the Urban Growth Area to reduce sprawl and the need for more motorized vehicle trips, supports environmental protections, including the actions identified in the City of Tumwater *Urban*

Forestry Management Plan, which support carbon sequestration using the urban forest to reduce greenhouse gases.

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 1995 Joint Plan was prepared in open public meetings by the Joint Planning Committee, a citizens advisory committee authorized by the Thurston County Commissioners and Tumwater City Council. The Committee included representatives from the City of Tumwater and Thurston County Planning Commissions, the Port of Olympia, and the Tumwater School District. Additionally, the *Joint Plan News* was sent to all residents of the joint planning study area periodically throughout the planning process to keep them informed on progress of the Joint Plan. The City of Tumwater and Thurston County Planning Commissions and the Tumwater City Council and Thurston County Commissioners held joint public hearings on these amendments to the Joint Plan. Notice of these hearings was sent to all residents of the joint planning study area (Goal #1, Policy 1.3).

The amendment process was restarted after discussions between City and County staff in 2019 and 2020. The City and County Planning Commissions met jointly in the spring of 2021 and after a joint public hearing issued recommendations for consideration by the City Council and Board of County Commissioners. The City Council met and recommended that the Board of County Commissioners follow the recommendation of the City Planning Commission and the Board of Commissioners reviewed, held a hearing, and adopted the Plan in 2021.

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

The Joint Plan Land Use Element has been closely coordinated with the development of Chapter 9, Transportation, and Chapter 10, Public Facilities and Services. The Joint Plan will ensure concurrency through coordination of the City of Tumwater and Thurston County *Capital Facilities Plans*, as outlined in Chapter 10, Public Facilities and Services, and Chapter 11, Implementation. This chapter contains goals and policies that ensure this coordination (Goal #1, Policies 1.1 and 1.4; Goal #3, Policies 3.1 through 3.9; Goal #5, Policies 5.1 and 5.8; Goal #7, Policy 7.1; and Goal #10, Policy 10.3).

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

The City of Tumwater and Thurston County have historic preservation programs that provide processes for designation of local historic sites for protection. Similar programs are conducted at the State and national levels. The Joint Plan Land Use Element contains goals and policies encouraging consistency with and support for these programs (Goal #12, Policies 12.1 and 12.2).

14. *Shorelines of the state. The goals and policies of the Shoreline Master Program shall be considered an element of the County's Comprehensive Plan.*

The Thurston County Shoreline Master Program was adopted in 1990 and is the process of being updated in 2021. Once the Thurston County Shoreline Master Program is updated, it will become an element of the County Comprehensive Plan. The Thurston County Shoreline Master Program addresses land uses on all lands under the jurisdiction of the Shoreline Management Act in order to protect and preserve fish and wildlife habitat and the shorelines of the state (RCW 36.70A.480(1)). The Joint Plan Land Use Element contains goals and policies encouraging consistency with and support for these programs (Goal #1, Policy 1.6; Goal #8, Policy 8.3).

3.1.2 County-Wide Planning Policy Compliance

The Growth Management Act requires that Comprehensive Plans be consistent with adopted County-Wide Planning Policies. The adopted County-Wide Planning Policies are included in this document in their entirety in Appendix C. The following is a brief description of how the Joint Plan Land Use Element is consistent with the adopted County-Wide Planning Policies for Thurston County:

I. General Policies

The Joint Plan as a whole satisfies and is consistent with the policies in Article I of the County-Wide Planning Policies

II. Urban Growth Areas

Chapter 2, Description of Joint Plan Area, establishes growth boundaries in accordance with these policies. This chapter has been developed consistent with Chapter 2, Description of Joint Plan Area.

III. Promotion of Contiguous & Orderly Development & Provision of Urban Services

This chapter contains goals, policies and actions that encourage compact, efficient urban development and encourages urban growth to be phased outward from the urban core. It also proposes residential and mixed-use land use designations that will encourage the development of compact urban areas (Goal #2, Policies 2.1 through 2.5; Goal #3, Policies 3.1 through 3.9; Goal #4, Policy 4.5; and Section 3.5, Proposed Land Use Designations).

IV. Joint County & City Planning Within Urban Growth Areas

The Joint Plan has been developed in accordance with the policies and process in this section of the County-Wide Planning Policies.

V. Siting County-Wide & State-Wide Public Capital Facilities

This chapter does not directly address the siting of Countywide and Statewide public capital facilities. Siting of these facilities has been addressed through development of a regional process, which is adopted by reference in Chapter 4, Lands for Public Purposes.

VI. Analysis of Fiscal Impact

Fiscal impacts of development in the Joint Plan area are addressed in Chapter 10, Public Facilities and Services, and Chapter 11, Implementation. Capital facilities projects necessary to support the land uses designated in this chapter are listed in Chapter 10, Public Facilities and Services. Chapter 11, Implementation, describes the follow-on implementation actions that will specifically address fiscal impacts.

VII. Economic Development and Employment

This chapter, in conjunction with Chapter 8, Economic Development, includes policies and land use designations designed to ensure that economic development and employment are addressed (Goal # 10, Policy 10.1; and Section 3.5, Proposed Land Use Designations). The Joint Plan Land Use Element ensures the provision of adequate land for commerce and industry in the City of Tumwater and the Joint Plan area. The *Economic Development Plan* is an element of the City of Tumwater Comprehensive Plan and makes specific recommendations for economic development in the City of Tumwater. This chapter is consistent with the City of Tumwater *Economic Development Plan*.

VIII. *Affordable Housing*

This chapter, in conjunction with Chapter 6, Housing, includes policies and land use designations designed to ensure the provision of affordable housing (Goal #4, Policies 4.1 through 4.7; and Section 3.5, Proposed Land Use Designations). The City of Tumwater Housing Element, adopted by reference in Chapter 6, Housing, includes a variety of policies expressly designed to encourage housing affordability, including but not limited to, a multitude of regulatory changes dispersed throughout the document.

IX. *Transportation*

This chapter contains goals, policies, and actions that ensure coordination with regional and local transportation plans (Goal #1, Policy 1.1; and Goal #5, Policy 5.1). It also proposes residential, mixed use, and neighborhood commercial land use designations that will encourage multi-modal, transit-oriented development.

X. *Environmental Quality*

The goals and policies in this chapter ensure coordination of land use with the *Northern Thurston County Groundwater Protection Plan*, and the City of Tumwater *Comprehensive Stormwater Implementation Plan*, *Water System Plan*, and *Wellhead Protection Plan*. The critical areas elements of the City of Tumwater and Thurston County Comprehensive Plans also contain specific policies relating to air and water quality and water availability. The City of Tumwater *Urban Forestry Management Plan* also makes specific recommendations for the urban forest in the City of Tumwater and the Joint Plan area (Goal #8, Policy 8.7). This chapter also makes recommendations for clustering and other creative development techniques in sensitive areas (Goal #2, Policy 2.3; Goal #4, Policy 4.4; Goal #6, Policies 6.1 through 6.11; Goal #8, Policies 8.1 through 8.5; and Section 3.5, Proposed Land Use Designations). The goals and policies in this chapter also support the implementation of the actions of the *Thurston Climate Mitigation Plan*.

XI. *County-Wide Policies Which Establish A Process to Develop Future Policies*

The Joint Plan has been developed to accommodate the regional population allocation developed using these County-Wide Planning Policies See Section 3.3 Land Supply Analysis. The Joint Plan is designed to be a flexible document. As conditions and circumstances change, or as regional plans and policies are amended, it can be revised accordingly.

3.1.3 Amendments

The City of Tumwater and Thurston County will review, and if appropriate, amend or update the Joint Plan every eight years or as necessary to ensure internal and interjurisdictional consistency, and consistency with other elements of the City of Tumwater and Thurston County Comprehensive Plans. Linkage with the elements of these Comprehensive Plans is important in order to maintain orderly, cost-efficient development that is phased outward from the urban core. The City of Tumwater and Thurston County may jointly amend the Joint Plan at any time, consistent with the Growth Management Act.

The Joint Plan is meant to be a flexible and easily used document. As changes occur in the Joint Plan area, the Joint Plan will need to be revised and amended in order to reflect new circumstances. An evaluation of new conditions will be an integral part of the amendment process.

State law does not allow more frequent 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.

3.2 Goals and Policies

This section of the Joint Plan specifies the goals and policies that set forth the direction for the future growth of the Joint Plan area. The goals and policies ensure coordination with other City of Tumwater and Thurston County Comprehensive Plan elements, regional plans, and County-Wide Planning Policies. Additionally, they serve to define the action plan for implementing the Joint Plan recommendations found in Chapter 11, Implementation. The goals and policies of this section and actions in Chapter 11, Implementation, should be looked at in conjunction with Chapter 10, Public Facilities and Services, Section 10.2, Goals and Policies, and Chapter 3, Land Use, Subsection 3.5.1, Definitions and Criteria for Land Use Designations. These are meant to work together as a whole.

GOAL #1

Ensure that the Joint Plan Land Use Element is implementable and coordinated with all applicable City of Tumwater and Thurston County plans and regulations and the plans of other jurisdictions in the Thurston region.

Policies

- 1.1 Ensure that the consistency of the Joint Plan Land Use Element with adopted County-Wide Planning Policies and the integration of transportation considerations into land use decisions, and vice versa.
- 1.2 Integrate the goals of the Sustainable Thurston Plan into the Joint Plan Land Use Element.
- 1.3 Seek active public involvement during updates of the Joint Plan.
- 1.4 Ensure consistency between the Joint Plan Land Use Element and all other elements of the City of Tumwater and Thurston County Comprehensive Plans and the Port of Olympia *Comprehensive Scheme of Harbor Improvements*.
- 1.5 Coordinate the Joint Plan Land Use Element with the Port of Olympia *Regional Airport Master Plan* and the Port of Olympia *Strategic Plan*.
- 1.6 Ensure that development in the Joint Plan area is consistent with the Thurston County Shoreline Master Program.
- 1.7 Ensure consistency between the Joint Plan Land Use Element and the City of Tumwater and Thurston County development regulations.
- 1.8 Coordinate the Joint Plan Land Use Element with local, state, and national initiatives that support the Joint Plan vision whenever practical to increase the chance of additional funding.
- 1.9 Update the Memorandum of Understanding between the City of Tumwater and Thurston County addressing Joint Plan area Zoning and Development Standards as needed to ensure it remains relevant.

GOAL #2

Ensure that development takes place in an orderly and cost-efficient manner in order to best utilize available land and public services, preserve open space, and reduce sprawl.

Policies

- 2.1 Encourage higher intensity growth to locate within the most appropriate areas.

- 2.2 Reduce the inappropriate conversion of undeveloped land into sprawling low-density development.
- 2.3 Encourage innovative land use management techniques such as density bonuses, cluster housing, planned unit developments, and transfer of development rights.
- 2.4 Consider presence of critical areas and efficiencies in providing public services such as police, fire, and emergency medical services in the Joint Plan area when determining the urban growth boundaries.
- 2.5 Ensure that new annexations adhere to the City of Tumwater Annexation Policies.
- 2.6 Coordinate the Joint Plan Land Use Element with the City of Tumwater *Citywide Design Guidelines*.
- 2.7 Ensure the processing of applications for development permits in a timely and fair manner, and coordinate processing between the City of Tumwater and Thurston County to enhance predictability.
- 2.8 Create vibrant centers, corridors, and neighborhoods that support active transportation and housing, jobs, and services.
- 2.9 Create safe and vibrant neighborhoods with places that build community and encourage active transportation.
- 2.10 Protect designated mineral resource lands from incompatible development.
- 2.11 Reduce the carbon footprint where possible and move towards a carbon-neutral community.

GOAL #3

Ensure that adequate public services, facilities, and publicly owned utilities are available to proposed and existing development.

Policies

- 3.1 Coordinate development with the City of Tumwater and Thurston County six-year *Capital Facilities Plans*.

- 3.2 Ensure that development is in conformance with the City of Tumwater *Water System Plan* and *Sanitary Sewer Comprehensive Plan*.
- 3.3 Analyze all proposed development for anticipated impact on services, either as a component of site plan review or as part of environmental impact assessment.
- 3.4 Give preference to providing adequate public facilities and services to developed areas rather than extending new services to sparsely developed or undeveloped areas.
- 3.5 Work with developers to determine where and when placing new public facilities to permit proper development of commercial and residential projects. Directly relate this process to the City of Tumwater and Thurston County six-year *Capital Facilities Plans* and site plan review in order to achieve concurrency.
- 3.6 Whenever possible, require residential and commercial development utilizing septic tanks for sewage disposal, which have sanitary sewer laterals readily available, to hook up to the sanitary sewer when the system fails, needs replacement, or requires major repairs, or when necessary for groundwater resource protection.
- 3.7 Whenever possible, require residences and businesses utilizing existing private wells for water systems that have City of Tumwater water service available to connect to it when the well fails, needs replacement, or requires major repairs.
- 3.8 Design and construct water and sewage conveyance, and disposal systems and stormwater facilities in conformance with adopted utility plans to facilitate future connection to the City of Tumwater systems when placing development in areas where growth is planned and full municipal utility connection is not yet available.
- 3.9 Consider water systems designed and built prior to full utility connection for integration into the water utility to maximize potential for water source development.

GOAL #4

Encourage land use patterns that will increase the availability of affordable housing for all economic segments of the City of Tumwater population.

Policies

- 4.1 Coordinate the Joint Plan Land Use Element with the City of Tumwater Housing Element.
- 4.2 Encourage innovative techniques for providing affordable housing that will result in an attractive product that will be an asset to the community.
- 4.3 Allow manufactured housing on individual lots in residential land use designations, as well as within mobile and manufactured home parks, to encourage affordable housing.
- 4.4 Permit consideration of new approaches to implementing regulations in newer forms of residential development where amenities of open space, privacy, and visual quality can be maintained or improved and flexible solutions to land use problems such as affordability can be achieved.
- 4.5 Encourage higher density residential uses in order to provide affordable housing. Blend these uses with the existing character of the community.
- 4.6 Treat mobile home parks legally established prior to adoption of the Joint Plan and located on lands designated Residential/Sensitive Resource, Single-Family Residential, or Light Industrial as a permitted use in the implementing zoning, except where the use is vacated by the owner for three or more years. Do not allow expansion of the mobile home park area; however, enlargement of units within existing mobile home spaces should be permitted. Consider adding existing mobile home parks to the Manufactured Home Park (MHP) land use designation and zone district.
- 4.7 Increase housing types and densities in corridors and centers to meet the needs of a changing population.

GOAL #5

Ensure that development patterns that will encourage efficient multimodal transportation systems are coordinated with regional, City of Tumwater, and Thurston County *Transportation Plans*.

Policies

- 5.1 Ensure coordination of the City of Tumwater *Transportation Plan* and the *Thurston Regional Transportation Plans*.

- 5.2 Create vibrant urban centers and activity nodes along potential transit corridors that support active transportation and housing, jobs, and services.
- 5.3 Encourage provision of urban plazas and access to transit stops when new construction or major renovation is proposed. Seek incentives for providing such amenities.
- 5.4 Allow densities and mixes of uses that reduce the number and lengths of vehicle trips and increase the opportunity to use public transit and non-motorized modes of travel.
- 5.5 Reinforce the link between land use and public transportation by encouraging development to occur at urban residential densities along potential transit corridors, nodes and near commercial centers.
- 5.6 Ensure that the design of proposed capacity improvements to transportation systems in the Joint Plan area serve proposals that are contiguous to existing development, as a means to discourage the occurrence of "leap frog" development patterns.
- 5.7 Provide development incentives, such as increased density, increased square footage, increased height, for proposed land developments located adjacent to transportation corridors when amenities for transit users, bicyclists and pedestrians are included.
- 5.8 Encourage land development proposals to utilize the capacity of the existing transportation system, especially transit and non-motorized modes.
- 5.9 Require public and private development proposals to enhance the street side environment to maximize comfort for transit users and the pedestrians.
- 5.10 Require subdivision and commercial and retail project design to facilitate cost-effective transit and emergency service delivery.
- 5.11 Ensure that the Joint Plan, subdivisions, other land developments, as well as City of Tumwater and Thurston County transportation projects provide for alternative transportation modes, such as transit, bicycling, and walking.

- 5.12 Ensure coordination with the City of Tumwater *Parks, Recreation, and Open Space Plan* when establishing pedestrian and bicycle trail links with other parts of the City of Tumwater and surrounding jurisdictions.
- 5.13 Expand bicycle and pedestrian data collection efforts.
- 5.14 Establish a regional bicyclist and pedestrian advisory body, led by Thurston County with participation from other jurisdictions, and operated through an interlocal agreement.
- 5.15 Support efforts of the local traffic safety campaigns to educate bicyclists and pedestrians of the laws pertaining to walking and biking.

GOAL #6

Reduce impacts from flooding, encourage efficient stormwater management, and protect and preserve the quality and supply of regional groundwater, including the City of Tumwater's water system.

Policies

- 6.1 Ensure that new development conforms to the requirements and standards of the *Northern Thurston Groundwater Protection Plan*.
- 6.2 Ensure that new development conforms to requirements and standards of the Thurston County *Drainage Design and Erosion Control Manual*, as amended.
- 6.3 Use low impact development standards the Thurston County *Drainage Design and Erosion Control Manual* and the low impact development requirements in State law.
- 6.4 Ensure coordination with the *Percival Creek Comprehensive Drainage Basin Plan*.
- 6.5 Follow the recommendations of the *Salmon Creek Comprehensive Drainage Basin Plan* and keep the development regulations for high groundwater flooding hazards for both the City of Tumwater and Thurston County consistent.
- 6.6 Ensure that new development conforms to aquifer protection standards of the City of Tumwater Conservation Element and development regulations.

- 6.7 Avoid or mitigate negative effects on groundwater quality by regulating land use and development within wellhead protection areas in conformance with regional wellhead protection policies and adopted wellhead protection programs of the City of Tumwater and Thurston County.
- 6.8 Review and update regulations for land uses within wellhead protection areas as guided by critical areas protections.
- 6.9 Ensure implementation of the *Natural Hazards Mitigation Plan* for the Thurston Region to reduce or eliminate the human and economic costs of natural disasters for the overall good and welfare of the community.
- 6.10 Limit new residential and commercial development in the 100-year floodplain to the extent legally feasible.
- 6.11 Encourage consistency between the City of Tumwater and Thurston County critical area regulations within the Joint Plan area and as they apply to natural features which form the City of Tumwater urban growth boundary, such as the Deschutes River, Black Lake, or the Salmon Creek Basin.

GOAL #7

Encourage the retention of open space, parks, trails, and development of recreational opportunities within the Joint Plan area.

Policies

- 7.1 Coordinate the Joint Plan Land Use Element with the City of Tumwater *Parks, Recreation, and Open Space Plan* and support implementation of the plan.
- 7.2 Ensure coordination of the Joint Plan with the open space retention and natural area preservation standards of the City of Tumwater Conservation Element.
- 7.3 Preserve environmentally sensitive lands, farmlands, mineral resources, and prairies, by developing compact urban areas.
- 7.4 Provide a variety of open spaces including landscaped buffers, small parks, plazas, and other community areas to balance higher density development and enhance the quality of living.

GOAL #8

Observe the physical limitations of the land during the development process.

Policies

- 8.1 Ensure that new development conforms to the applicable standards and requirements for critical areas.
- 8.2 Condition development based on anticipated adverse environmental impact.
- 8.3 Ensure that development in the Joint Plan area within the jurisdiction of the Shoreline Management Act adheres to the flood control policies, land use controls and regulations of the applicable environmental designation as described in the Thurston County Shoreline Master Program and floodplain regulations adopted by Thurston County.
- 8.4 Ensure that new development conforms to the standards of the City of Tumwater Protection of Trees and Vegetation Ordinance.
- 8.5 Revise and update critical area maps and regulatory language in the Joint Plan and the City of Tumwater and Thurston County development regulations to reflect best available science, as needed.
- 8.6 Support the actions of the accepted *Thurston Climate Mitigation Plan* to reduce communitywide greenhouse gas emissions 45 percent below 2015 levels by 2030 and 85 percent below 2015 levels by 2050 to ensure that local communities do their part to keep the global average temperature from rising more than 2° C.
- 8.7 Integrate the goals, objectives, policies, and actions of the City of Tumwater *Urban Forestry Management Plan* into the protection and maintenance of the urban forest in the Joint Plan area.

GOAL #9

Create and protect vibrant residential areas.

Policies

- 9.1 Create safe and vibrant neighborhoods with places that build community and encourage active transportation.

- 9.2 Protect residential developments from excessive noise, odors, dirt, glare, and other nuisances emanating from commercial, industrial, or other uses.
- 9.3 Allow for multifamily residential development through appropriate zoning on multimodal transportation corridors and near centers of community services.
- 9.4 Integrate existing natural systems into the design features of new residential areas and the layout and siting of dwelling units. Preserve trees and significant ecological systems, as feasible.
- 9.5 Permit consideration of new forms of residential development in implementing regulations while maintaining or improving amenities of open space, privacy, and visual quality and achieving flexible solutions to land use problems.
- 9.6 Discourage private residential gated communities to prevent isolating neighborhoods and limiting transportation options.
- 9.7 Promote nearby access to healthy food for residential developments.

GOAL #10

Create and protect active commercial and industrial areas and uses.

Policies

- 10.1 Make the Joint Plan land use designations consistent with the City of Tumwater *Economic Development Plan*.
- 10.2 Encourage industry clusters to create jobs and increase revenue circulation locally.
- 10.3 Ensure adequate supply of developable land along primary transportation corridors and invest in commercial and industrial redevelopment.
- 10.4 Encourage developers to concentrate non-residential land uses in integrated centers in order to ensure convenient access and prevent strip development.

- 10.5 Group commercial, industrial, and manufacturing uses into landscaped, urban park quality centers rather than disperse throughout the Joint Plan area.
- 10.6 Develop future commercial, manufacturing, and light industrial areas in the Joint Plan area on a comprehensive, integrated planning scheme incorporating the City of Tumwater Citywide Design Guidelines.
- 10.7 Employ land use regulations to guide new industrial development into areas and patterns that minimize heavy trucking through residential and business areas.
- 10.8 Ensure commercial and industrial structures are low profile when feasible, and provide landscaping including lawns, trees, and shrubs.
- 10.9 Locate commercial and industrial land uses close to arterial routes and freeway access and rail facilities.
- 10.10 Encourage neighborhood commercial uses that supply nearby residents with everyday convenience shopping goods to reduce traffic generation. Generally, these uses should be small, not generate excessive traffic, and be compatible with nearby residences.
- 10.11 Provide landscaping and buffering between lands designated residential and industrial and commercial land uses.
- 10.12 Provide direct access for light industrial development on properties east of Interstate 5 and south of 93rd Avenue SW from either 93rd Avenue SW or Kimmie Road SW.
- 10.13 Encourage businesses to allow food trucks at work sites to bring diverse meal options and fresh produce to workers.
- 10.14 Emphasize sustainable practices while encouraging economic development.

GOAL #11

Promote energy efficiency in new development.

Policies

- 11.1 Promote the potential energy efficiencies associated with mixed-use developments and centers.

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

GOAL #12

Promote the preservation of sites of historical and cultural significance.

Policies

- 12.1 Ensure coordination of the Joint Plan Land Use Element with the City of Tumwater and Thurston County historic preservation programs.
- 12.2 Make land use decisions that protect designated state and national landmarks and cultural resources of indigenous peoples identified by the State Department of Archaeology and Historic Preservation.

GOAL #13

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

Policies

- 13.1 Promote the safe operation of the Olympia Regional Airport by encouraging compatible land uses and activities and discouraging uses or activities that will impede safe flight operations or endanger the lives of people on the ground.
- 13.2 Coordinate the protection of the Olympia Regional Airport with Thurston County and the Port of Olympia by developing consistent implementing regulations.
- 13.3 Amend Title 22, Tumwater Urban Growth Zoning, Thurston County Code including the Airport Hazard (AH) Overlay Zone, to protect the Olympia Regional Airport from incompatible land uses and activities. Consider the Washington State Department of Transportation Aviation Division Publication *Airports and Compatible Land Use, Volume 1*, and other **[best available]** technical information **[to the extent practical within an urban area]**.⁷

3.3 Land Supply Analysis

3.3.1 Introduction

The purpose of the urban area land supply analysis is to determine how much residential, commercial, and industrial land will be needed in the Joint Plan area to accommodate at least 20 years of projected growth. The urban area includes not only the unincorporated portion but also the entire City so the calculations in this subsection are for the City and the Joint Plan area.

The State Office of Financial Management gives counties planning under the Growth Management Act a 20-year population projection. The counties and the cities within them use these population estimates to designate their urban growth areas. Thurston County and all of the cities and towns within it must accommodate at least the population projection by State Office of Financial Management.

County-Wide Policy XI – County-Wide Policies Which Establish a Process to Develop

⁷ Bracketed, bold text was approved by the Tumwater City Council in September 2003, but was not approved by the Thurston County Board of Commissioners.

Future Policies addresses population distribution in the City of Tumwater:

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.*

Explanatory Comment: If the smaller area projections under "b" above indicate, for example, that based on existing planning/zoning and buildout trends that one or all urban growth areas would be full before 20 years, the County and cities will be in a position through the review that would take place under provision "c" to identify needed actions, such as enlarging growth boundaries, encouraging more compact development inside growth areas, mechanisms to cut the amount of population coming into the County, etc.

Figure 5 shows a projection of population growth for the City of Tumwater and the Joint Plan area developed by the Thurston Regional Planning Council. It is based upon a hybrid economic and demographic model.

Thurston Regional Planning Council applied two growth scenarios in their model: current trends and full density. The current trends projection assumes that growth will occur as it has with existing zoning and development regulations. The full density assumes that development will occur in a more compact manner than presently occurs and that more growth will be accommodated in the City and the Joint Plan area. Given the goals and mandates of the Growth Management Act and the policies and land use designations used in the Joint Plan Land Use Element and the Housing Element, the full density population projection has been used.

Figure 5. City of Tumwater and Joint Plan Area 20-Year Population Projection

	2020¹ Population	2040² Population	Population Increase	Percent Increase 2020-2040
Tumwater	24,600	35,930	11,330	46%
Joint Plan Area	3,300	9,180	5,880	178%
Combined Areas	27,900	45,110	17,210	62%

Source: ¹ Office of Financial Management, Forecasting Division, 2020.

² *The Profile*, December 2020, Thurston Regional Planning Council, and the *Population and Employment Forecast for Thurston County Final Report*, June 30, 2020.

The data in Figure 5 indicates that the total population for the City of Tumwater and the Joint Plan area will be 45,110 persons in 2040. As of 2020, the population within the City of Tumwater and the Joint Plan area was 27,900. It can be seen that an additional population of 17,210 must be accommodated within the 20-year planning period, 5,880 in the Joint Plan area.

The first step in performing an urban area land supply analysis is to determine what land uses are within the entire City of Tumwater urban growth boundary, including

the City of Tumwater and the Joint Plan area, through a land use inventory and land use database. As indicated in Chapter 1, Introduction, this has been completed by the Thurston Regional Planning Council through the Buildable Lands Program.

3.3.2 Partially Used and Under-Utilized Land Supply Analysis

It is particularly difficult to determine build out of partially used and under-utilized land due to several factors such as current economic conditions, property owners holding property from the market for an anticipated increase in value, businesses retaining property for future expansion, and residential property owners holding property in order to retain privacy around an existing unit. Thurston Regional Planning Council has incorporated these factors into their buildable lands estimates for 2021.

3.3.3 Developable or Re-Developable Land Supply Analysis

It is important to know that not all of the vacant land in the City of Tumwater and the Joint Plan area is available for development. Land might not be available for development for some or all of the following reasons:

1. The land is undevelopable due to environmental constraints such as geological hazards and wetlands. These constraints are clarified in the City of Tumwater Conservation Element. Previously, a factor of 20% was used to estimate the amount of this type of undevelopable land. However, due to new data and mapping systems, almost all environmental constraints were mapped and calculated at an acceptable accuracy level. Thurston Regional Planning Council has done this task and incorporated it into the *Buildable Lands Report for Thurston County* (2021).⁸
2. A certain amount of vacant land is needed for roads and rights-of-ways. Thurston Regional Planning Council has calculated that 17% of the vacant developable land will be needed for future roads and rights-of-way.
3. A certain amount of vacant land will be developed into uses other than residential. These uses include churches, parks, schools, and daycares, all of which are currently allowed within residential zones. Thurston Regional Planning Council estimates that these uses will consume varying amounts of land within different residential zones.

Thurston Regional Planning Council has determined that 25% of the vacant developable land, which is being held out of the marketplace for investment, future

⁸ Thurston Regional Planning Council did not use steep slope data in determining the Buildable Lands data for the City of Tumwater due to an unacceptable level of accuracy when applied to a parcel based citywide map of the City of Tumwater.

expansion, or personal use, will be available for development every five years. It is assumed that all of this type of land will be available for development at one time or another during the 20-year planning period.

Generally, land with the fewest site constraints develops first because it is less expensive and more convenient to develop. Remaining vacant land may have more site constraints and be more difficult to develop.

When the preceding factors are taken into consideration, there may be less land available for development or re-development than is initially apparent. This is shown in Figures 6, 7, and 8 below.

Figure 6. Buildable Commercial Land in Acres

City or Joint Plan Area	Zone	Vacant or Partially-used	Redevelopable¹	Other
City	Brewery District	11	12	-
	Capitol Boulevard Corridor	8	28	-
	Community Services	0	-	-
	General Commercial	164	39	-
	Historic Commercial ²	1	11	-
	Mixed Use	46	6	-
	Neighborhood Commercial	13	2	-
	Town Center	19	10	Unknown ³
Joint Plan Area	Commercial Development	6	10	-
	General Commercial	33	2	-

City or Joint Plan Area	Zone	Vacant or Partially-used	Redevelopable ¹	Other
	Neighborhood Commercial	2	1	-
Total for City Only		262	108	-
Total for Joint Plan Area Only		58	13	-
Grand Total		320	121	-

Notes: ¹ Land with a moderate to high likelihood of intensifying uses.
² Numbers based on Alternative 3 (Maximum Development Intensity) of the *Tumwater Brewery Planning Action Final Environmental Impact Statement*.
³ Development potential not estimated for Port of Olympia's properties in the City of Tumwater and Brewery Properties.

Figure 7. Buildable Industrial Lands in Acres

City or Joint Plan Area	Zone	Vacant or Partially-used	Redevelopable ¹	Other
City	Airport Related Industry	0	0	Unknown ²
	Heavy Industrial	4	1	-
	Light Industrial	811	131	Unknown ²
Joint Plan Area	Light Industrial	189	27	Unknown ²
Total for City Only		815	132	-
Total for Joint Plan Area Only		189	27	-
Grand Total		1,004	159	-

Notes: ¹ Land with moderate to high likelihood of intensifying uses.
² Development potential not estimated for Port of Olympia's properties in the City of Tumwater and Brewery Properties.

Figure 8. Parcel Area by Acres in Each Zone District in the Joint Plan Area

Zone District		Acres
Commercial	Commercial Development (CD) ¹	21

Zone District		Acres
	General Commercial (GC)	62
	Neighborhood Commercial (NC)	6
Industrial	Business Park (BP) ¹	76
	High Industrial (HI)	27
	Low Industrial (LI)	450
Residential	Greenbelt (GB)	35
	Open Space (OS)	122
	Residential / Sensitive Resource (RSR)	189
	Single Family Low Density	1,297
	Single Family Medium Density	175
	Multifamily Medium (MFM)	228

Notes: Information from Appendix III: Residential Capacity and Model Assumptions, Draft 2020 *Buildable Land Report for Thurston County* dated November 2020.

¹ Designations found only in the Joint Plan area.

3.3.4 Analysis of Population Accommodation

In order to determine whether the City and the Joint Plan area have the capacity to accommodate the projected population, an analysis of all of the proposed residential land use designations was performed. The Mixed Use designation has been included in these calculations to reflect the potential of this designation to accommodate residential development.

Figure 9. Residential Capacity by Planning Area, City and Joint Plan Area

Planning Area	City	Joint Plan Area	Total
Airport	740	0	740
Brewery	660	0	660
Bush Prairie	650	0	650
Deschutes	180	0	180
Littlerock	2,560	100	2,660
Mottman-Black Lake	150	0	150
New Market	100	0	100
SE Capitol Boulevard	790	0	790
Southside	0	1,710	1,710
SW Tumwater	90	0	90
Trospen	980	10	980

Tumwater Hill	770	70	840
Westside	0	1,250	1,250
Total	7,660	3,140	10,800

Note: Based on Residential Capacity by Planning Area, Appendix II of the 2021 *Buildable Land Report for Thurston County* dated June 2021.

Figure 10. Residential Land Supply and Future Development Capacity – City

City or Joint Plan Area	Zone	Residential Buildable Land Estimate in year 2013 (Acres)	2014 Dwelling Units	Additional Residential Capacity on Buildable Land (2015-Buildout)	Redevelopment and Accessory Dwelling Unit Estimate
City	Brewery District	1	36	26	221
	Capitol Boulevard Corridor	1	62	25	347
	General Commercial	6	99	76	10
	Light Industrial	-	75	-	-
	Multifamily High Density Residential	12	1,053	356	0
	Multifamily Medium Density Residential	157	1,658	1,062	-
	Manufactured Home Park	6	506	28	-
	Mixed Use	5	84	117	8
	Residential and Sensitive Resource	149	256	414	-
	Single Family Low Density Residential	674	2,314	2,979	6
	Single Family Medium Density Residential	414	3,468	1,998	44
	Town Center Mixed Use	0	0	6	1

City or Joint Plan Area	Zone	Residential Buildable Land Estimate in year 2013 (Acres)	2014 Dwelling Units	Additional Residential Capacity on Buildable Land (2015-Buildout)	Redevelopment and Accessory Dwelling Unit Estimate
	Town Center Residential	1	165	18	14
Total for City Only		1,426	9,776	7,105	651

Figure 11. Residential Land Supply and Future Development Capacity – Joint Plan Area

Joint Plan Area	Zone	Additional Residential Capacity on Buildable Land, including Redevelopment
Joint Plan Area	Neighborhood Commercial	4
	Multifamily Medium Density Residential	597
	Residential and Sensitive Resource	370
	Single Family Low Density Residential	2,262
	Single Family Medium Density Residential	595
Total for Joint Plan Area Only		3,828

Note: Based on the Land Use Alternative for Residential Capacity and Model Assumptions, Appendix III of the 2021 *Buildable Land Report for Thurston County* dated June 2021 in Thurston Regional Planning Council.

Recent development activity in the City and the Joint Plan area are shown in the Figures 12 and 13 below.

Figure 12. Approved Dwelling Units, 2000 – 2019

	Approved Dwelling Units			
	2000-04	2005-09	2010-14	2015-19

City	662	1,093	832	464
Joint Plan Area	20	6	0	8
Total	682	1,099	832	472

Note: Based on Table 2-1 Achieved Densities in Thurston County Urban Areas, 2000-2019, 2021 *Buildable Land Report for Thurston County*, dated June 2021.

Figure 13. Density of Residential Subdivisions in the City and Joint Plan Area, 1970s – 2010s

	1970s	1980s	1990s	2000s	2010s
Net	2.1	2.9	3.0	7.8	8.3
Gross	1.6	1.9	1.9	4.0	3.2

Note: Based on Table 2-4 Density of Residential Subdivisions, 2021 *Buildable Land Report for Thurston County*, dated June 2021.

Figure 14 shows the expected dwelling units forecasted in the City and Joint Plan area.

Figure 14. Total Dwelling Unit Forecast in the City and Joint Plan Area

	2020	2025	2030	2035	2040	2045
City	10,760	13,200	14,620	15,870	16,820	17,390
Joint Plan Area	1,390	2,360	3,110	3,650	4,000	4,070
Total	12,150	15,560	17,730	19,520	20,820	21,460

Note: Based on Table 3-2 Total Dwelling Unit Forecast by Jurisdiction, 2021 *Buildable Land Report for Thurston County*, dated June 2021.

The *2021 Buildable Land Report for Thurston County* noted that the urban areas in the County (cities plus the unincorporated Urban Growth Areas), contains sufficient land to accommodate the projected population growth. Based on adopted policies in Thurston County as of 2017, the evaluation shows that:

- There is sufficient land supply to accommodate projected population growth to the year 2040 in Thurston County's urban areas; and
- Each urban area in Thurston County has designated sufficient land supply to accommodate its projected population growth to the year 2040.

Questions remain as to how much of the residential land supply will be available for development due to federal endangered species listings, the availability of water, and the difficulty of extending sewer service to some parts of the Urban Growth Areas. Figure 15 shows the forecasted supply and demand of residential dwelling units.

Figure 15. Residential Supply Versus Demand

	2020 Dwelling Units	2040 Dwelling Units	Future Demand 2020-2040	Future Supply (1) 2020- Plus	Excess Capacity (2)	Percent Excess Capacity (3)
City and Joint Plan Area	12,150	20,820	8,670	10,800	2,130	20%

Note: Based on Table 3-3 Residential Supply Versus Demand, 2021 Buildable Land Report for Thurston County, dated June 2021.

Notes: 1. "Future Supply" includes capacity reserved for the market factor plus any additional unused capacity.
2. "Excess Capacity" is the difference between future demand and future supply. It includes capacity not available due to market conditions.
3. "Percent Excess Capacity" is excess capacity as a percent of future supply. A value between 10 and 25 percent across the urban areas is considered reasonable for a healthy housing market.

What the Figure 15 shows is that the City of Tumwater and the Joint Plan area can accommodate the projected population growth. Even if all development occurs at the minimum density, accommodation of all the projected population will be possible. However, it is not expected that the majority of development will occur at minimum densities. As population increases in the Thurston County area and housing costs become increasingly more expensive due to land and construction costs, it is likely that a larger market for higher density development will occur.

Each land use designation intended for residential uses will utilize a minimum density policy. A minimum density policy would require development to be configured so that infill may occur in the future and would ensure that valuable urban land is not developed at extremely low densities. The minimum density policy is one of the main tools to accommodate future population in the Joint Plan Land Use Element.

The land supply analysis should be reviewed on a regular basis and new development should be tracked to determine if the City of Tumwater and the Joint Plan area will meet its population accommodation goals for the 20-year time period. The population allocated to the City of Tumwater and the Joint Plan area is a forecast; it may not actually occur. The calculations may need to be adjusted as regional population projections change in the future.

3.4 Existing Land Uses and Zoning

Existing land uses and zoning in Thurston County for each of the three Joint Plan subareas are shown on maps in the appropriate sections of this chapter that address those subareas.

3.5 Proposed Land Use Designations

This section of the Joint Plan makes specific recommendations for land use designations within the Joint Plan area. These land use designations are implemented in Title 22, Tumwater Urban Growth Zoning, Thurston County Code, and the Official Zoning Map for the North County Urban Growth Areas, as updated by Thurston County. For properties that have been assigned residential land use designations, this zoning will require development to be configured so that the properties may eventually infill at the designated urban density.

Subsection 3.5.1, Definitions and Criteria for Land Use Designations, defines each of the land use designations used in the Joint Plan. It also contains the Joint Plan Land Use Map, which shows locations where these land uses will be applied. Subsection 3.5.2, Innovative Housing and Land Use Methods – Definitions, further defines several of the innovative housing and land use methods recommended in the Joint Plan.

The Joint Plan area has been divided into three subareas: Eastern⁹, Southern, and Western. Each subarea is addressed in a separate subsection with maps and text identifying specific land use designations for particular areas.

3.5.1 Definitions and Criteria for Land Use Designations

The purpose of this subsection is to define each land use designation and to identify criteria for their use. These definitions and criteria should be used to understand the Joint Plan land use maps and subarea text recommendations. Additionally, these definitions and criteria are also meant to be used in conjunction with Section 3.2, Goals and Policies. The categories of land use designations in this subsection are consistent with those in the City of Tumwater Land Use Element, which applies to the area currently within the City of Tumwater municipal limits. At the end of this subsection are definitions of the innovative housing and land use methods discussed in the residential land use portions of this subsection.

Figure 17 shows all of the land use designations that are currently applied within the Joint Plan area.

⁹ The entire Eastern Subarea was annexed to City of Tumwater in 2016.

Figure 16. Joint Plan Land Use Designations

Designation Abbreviation and Density Per Acre	Full Designation	Acreage
R/SR 2-4	Residential/Sensitive Resource	206
SFL 4-7	Single Family Low Density	1,208
SFM 6-9	Single Family Medium Density	196
MFM 9-15	Multifamily Medium Density	224
MU	Mixed Use	23
NC	Neighborhood Commercial	16
GC	General Commercial	95
LI	Light Industry	566
HI	Heavy Industry	22
P/OS	Parks/Open Space	210
UT	Utilities	111

Source: City of Tumwater GIS data - *Joint Plan.shp*, 2020.

One of the purposes of the land use designations used in the Joint Plan is to implement and achieve the goals, policies, and actions listed in Section 3.2, Goals and Policies.

The Joint Plan Land Use Map represents the general future land use patterns that are desired for the Joint Plan area within the 20-year planning period. The designations and policy recommendations for areas on the map are based on a number of factors, including:

- Natural features
- The unique physical and social and economic characteristics in the area
- The type of existing development
- Existing zone districts
- Ownership patterns
- The condition of existing structures

- Plans previously adopted by the City and/or County that affect land use. Examples include the Thurston Region Shoreline Master Program, the City of Tumwater Urban Forestry Management Plan, and the City of Tumwater *Economic Development Plan*.

The Joint Plan Land Use Map may be used to evaluate individual land use proposals. It is intended to be a guide for both public and private actions affecting the growth and development of the City of Tumwater.

In interpreting the Joint Plan, the following definitions and criteria of the land use designations and the associated goals, policies, and actions in Section 3.2, Goals and Policies, should be given the greatest weight and importance. The Joint Plan Future Land Use Map is intended to be a visual representation of the descriptions and policies. Where there are apparent inconsistencies between the text and the map, the text shall control.

The Joint Plan Land Use Map is not a zoning map. In many cases, more than one zone district could be consistent with the policy recommendations of a particular land use designation.

It should be noted that density ranges for the residential land use designations are based on net density. Net density means the total number of dwelling units divided by the net area of the site or area. Net area typically excludes streets; streams, ponds, and other water areas; and areas with environmental constraints such as floodplains, wetlands, and steep slopes. Net density can also be defined as developable land. Gross density means the total number of dwelling units divided by the total land area of the site or area excluding nothing. The difference between gross and net density is critical. Roads and parking, both included in gross density, often require up to 20% of a site.

The Joint Plan Land Use Map is intended to indicate the type of future development that is desired as the Joint Plan area is gradually annexed into the City of Tumwater, while allowing flexibility for previously approved development. It is important to keep in mind that the Joint Plan addresses a 20-year period. The changes that result from the policy recommendations in the Joint Plan will likely take place slowly over time and will result in incremental changes as annexation and development occur.

Following are specific definitions for each land use designation and criteria for their use.

3.5.1.1 Residential Uses

The quality and integrity of residential neighborhoods defines the character of the community and makes it unique. Ensuring that these neighborhoods remain stable and vital is of primary importance. Residential designations in the Joint Plan area should provide a broad range of housing choices to meet the needs of all people in the community.

Residential development should be developed with the following guidelines:

- Residential development should provide for a dynamic mix of housing types to accommodate many diverse housing needs.
- New residential development should provide open spaces.
- Ensure that housing is compatible in quality, design, and intensity with surrounding land uses, traffic patterns, public facilities and services, and environmentally sensitive areas.
- Ensure that new residential development promotes a reasonable diversity in housing types.
- Support the stability of established residential neighborhoods.
- Support incentives for housing ownership in addition to rental housing.
- Enhance the appearance of and maintain public spaces in residential areas.
- Promote community involvement to achieve neighborhood improvement.

In order to meet the goals of the Growth Management Act, the County-Wide Planning Policies and the Joint Plan, six designations for residential land use have been developed. Each of these designations has specific criteria and characteristics for development:

- **Residential/Sensitive Resource (2-4 Dwelling Units Per Acre)**

The purpose of this designation is to recognize areas of unique open space character and sensitivity to environmental disturbance such as around stream corridors, lakes, wetlands, and environmentally hazardous areas such as high groundwater flooding areas.

Residential/Sensitive Resource areas are intended to be used only for exceptional places. This designation should be applied to areas that are not protected by the Shoreline Management Act and are not already built out. These areas are where intensive urban development would adversely affect

ground or surface waters or environmental resource areas. In addition to being of a relatively low density, development in these areas should be clustered. Clustering means grouping or "clustering" development onto part of a property so that the remainder can be preserved as unbuilt open space.

The intent of clustering development in this area is to preserve open space along environmentally sensitive areas and provide a lot configuration that allows future applied density to be achieved over the 20-year time period. In addition to clustering, other methods of preserving open space shall be strongly encouraged such as purchase or donation, easements or deed restrictions, covenants, land exchanges, and transfer of development rights as a method of preserving open space and guiding development into less sensitive portions of the land.

In order to protect groundwater and surface water resources from contamination by failing septic tanks and runoff and to ensure that urban services can be provided to certain areas in a cost efficient manner, a minimum density of two dwelling units per acre and a maximum density of four dwelling units per acre are recommended.

The intent of this policy is not to prohibit construction on lots larger than those required to meet minimum density requirements. What is important is that the property has the capacity to be developed at the minimum density in the future.

For example: If a property owner proposes to construct a house on a five acre lot and the minimum density is two dwelling units per acre (1/2 acre lots) they would not be prohibited from doing so. However, the house must be sited on the 5-acre lot such that other houses could be built on the site in the future if needed.

Soils and other natural systems should be capable of supporting densities of up to four dwelling units per acre with urban services without resulting in the degradation of sensitive areas such as stream corridors, lakes, and sensitive aquifers.

The full range of urban services should be available or be planned in the near future in accordance with the City of Tumwater *Capital Facilities Plan*. In order to protect ground and surface water resources from contamination by failing septic tanks, densities should be adequate to ensure the provision of sewers to these areas.

In areas where septic systems presently exist, on-site sewage disposal systems may be required to be repaired or replaced to ensure proper functioning to prevent pollution of groundwater and wetland areas.

This designation is appropriate for environmentally sensitive areas such as stream corridors, lakes, sensitive aquifers, and environmentally hazardous areas such as high groundwater flooding areas. Areas designated Residential/Sensitive Resource are extremely sensitive to environmental disturbance, and development in these areas may be subject to additional environmental constraints not encountered in other parts of the Joint Plan area.

Construction activities in areas assigned this designation should only occur in the drier months of the year in order to protect surface water from sedimentation and construction associated runoff. This policy recommendation should be addressed along with other construction related concerns in the development of implementing regulations relative to this Residential/Sensitive Resource designation.

Density transfer provisions are not appropriate in this designation due to the extreme sensitivity of these areas to environmental disturbance and the desire to provide relative density continuity between different development sites within this density designation that may or may not qualify for the density transfer provisions.

Additionally, density transfer provisions for wetland and buffer areas as outlined in the Thurston County Critical Areas Ordinance should be limited. Any transfer of density from wetlands, buffer areas, and clustering bonuses should be capped so the maximum net development density in the remaining developable area excluding dedications is not greater than 125% of the maximum density that would otherwise be allowed. This density transfer provision is limited at this time to the Residential/Sensitive Resource designation but this policy should be examined as part of the implementing regulations for inclusion throughout the Joint Plan area.

The City uses net density (excluding critical areas from the calculation) and the County uses gross density for a site. This makes development in the Joint Plan area different than development in the City.

Where clustering is used, it should be applied in the following manner in areas with this designation:

- Clustering is recommended for development proposals in the Residential/Sensitive Resource designation.

- Open space preserved through clustering should be at least 30% of the gross area of the site. Of this 30%, at least half should be useable for passive recreational purposes. Passive recreational uses include activities such as hiking, bicycling, horseback riding, and fishing; and areas that provide access to shorelines and other recreational uses based on the City of Tumwater *Parks, Recreation, and Open Space Plan*. If half (50%) of the 30% preserved for open space on a lot or development proposal is not useable for passive recreational purposes, then an additional amount of open space should be set aside to make the amount of area useable for passive recreational purposes. This area should be equal to the amount of open space area that is not useable for passive recreational purposes.

Both IBC and HUD types of manufactured housing should be permitted on single lots in this designation.

Mobile home parks legally established prior to adoption of the Joint Plan that are located on lands designated Residential/Sensitive Resource, Single-Family Residential, Multifamily Residential, or Light Industrial should be treated as a permitted use in the implementing zoning, except where the use is vacated by the owner for three or more years. Expansion of the mobile home park area should not be allowed; however, enlargement of units within existing mobile home spaces should be permitted. Consider adding existing mobile home parks to the Manufactured Home Park (MHP) land use designation and zone district.

- **Single-Family Low Density (4-7 Dwelling Units Per Acre)**

The density of new development in the Single-Family Low Density designation should be averaged over the entire site in order to reach the required densities. It is not the intent to require that lots be of a specific size but that densities are met as an average of the overall site.

Clustering should be considered in this residential designation to protect sensitive areas yet still accommodate residential development.

Both IBC and HUD types of manufactured housing should be permitted on single lots in this designation.

Accessory units should be permitted in this designation within the permitted density on lots with sewer, except where the Thurston County Public Health and Social Services Department has approved septic systems. Accessory units will provide affordable housing and extra income for homeowners.

Duplexes should be permitted in this designation subject to limitations in new short plats and subdivisions. Additional dwelling units should not be allowed to be added to existing duplex structures; however, enlargement of existing duplex units should be permitted within the limitations established by the implementing zoning.

Some neighborhood-scale commercial uses are appropriate in this residential designation to serve the needs of the local neighborhood. These uses may include neighborhood-scale retail uses, personal services, and small professional offices, including residences in conjunction with these businesses. These uses should be allowed only as special uses in all residential zones to ensure that the uses demonstrate compatibility with the existing neighborhood. Compatibility should be achieved with buildings that are sized and designed to be residential in scale; small overall area devoted to neighborhood-scale commercial use; and design and layout that screens residential areas from excessive noise, lights, storage, and parking areas. These uses should be oriented to primarily pedestrian and bicycle use; uses resulting in excessive automobile traffic and noise and light impacts should not be allowed, such as gas stations, drive-thru restaurants.

Most neighborhood-scale commercial areas serving a particular neighborhood will consist of one business. However, new neighborhood-scale commercial uses may be considered in areas where one or more such uses already exist. In those cases, additional businesses should be located adjacent to the existing business in small clusters to avoid the development of commercial strips or many small businesses strung out along transportation corridors.

Mobile home parks legally established prior to adoption of the Joint Plan that are located on lands designated Residential/Sensitive Resource, Single-Family Residential, Multifamily Residential, or Light Industrial should be treated as a permitted use in the implementing zoning, except where the use is vacated by the owner for three or more years. Expansion of the mobile home park area should not be allowed; however, enlargement of units within existing mobile home spaces should be permitted. Consider adding existing mobile home parks to the Manufactured Home Park (MHP) land use designation and zone district.

- **Single Family Medium Density (6-9 Dwelling Units Per Acre)**

The density of new development in the Single-Family Medium Density designation should be averaged over the entire site in order to reach the required densities. It is not the intent to require that lots be of a specific size but that densities are met as an average of the overall site.

Design review should be applied in this designation for development in order to ensure neighborhood compatibility of new development.

It is envisioned that underlying zone district in this designation would permit innovative housing techniques such as attached single family, alley houses, Z-lot, and alternate width lot housing. In order for these techniques to be used, there must be mechanisms to ensure neighborhood compatibility and design quality. Some of the innovative techniques that could be used in this designation include small single-family housing with alleys and zero lot line or Z-lot developments.

Clustering should be considered in this residential designation to protect sensitive areas yet still accommodate residential development. Accessory units should be permitted within the permitted density in this designation on sewerer lots to provide affordable housing and extra income for homeowners.

Duplexes should be permitted in this designation subject to the City of Tumwater Citywide Design Guidelines.

Both IBC and HUD types of manufactured housing should be permitted on single lots in this designation.

This residential designation should provide a mix of housing types in order to provide affordable housing and ensure neighborhood stability.

Some neighborhood-scale commercial uses are appropriate in this residential designation to serve the needs of the local neighborhood. These uses may include neighborhood-scale retail uses, personal services, and small professional offices, including residences in conjunction with these businesses. These uses should be allowed only as conditional uses in all residential zones to ensure that the uses demonstrate compatibility with the existing neighborhood.

Compatibility should be achieved with buildings that are sized and designed to be residential in scale; small overall area devoted to neighborhood-scale commercial use; and design and layout that screens residential areas from excessive noise, lights, storage, and parking areas. These uses should be oriented to primarily pedestrian and bicycle use. Uses resulting in excessive automobile traffic and noise and light impacts should not be allowed, such as gas stations, drive-thru restaurants.

Most neighborhood-scale commercial areas serving a particular neighborhood will consist of one business. However, new neighborhood-scale commercial uses may be considered in areas where one or more such uses already exist. In those cases, additional businesses should be located adjacent to the existing

business in small clusters to avoid the development of commercial strips or many small businesses strung out along transportation corridors.

Mobile home parks legally established prior to adoption of the Joint Plan that are located on lands designated Residential/Sensitive Resource, Single-Family Residential, Multifamily Residential, or Light Industrial should be treated as a permitted use in the implementing zone district, except where the use is vacated by the owner for three or more years. Expansion of the mobile home park area should not be allowed; however, enlargement of units within existing mobile home spaces should be permitted. Consider adding existing mobile home parks to the Manufactured Home Park (MHP) land use designation and zone district.

- **Multifamily Medium Density (9-15 Dwelling Units Per Acre)**

Design review should be applied in this designation in order to ensure that multifamily development is compatible with existing and surrounding neighborhoods.

The density of new development in the Multifamily Medium Density designation should be averaged over the entire site in order to reach the required densities. It is not the intent to require that lots be of a specific size but that densities are met as an average of the overall site.

Detached single-family housing could be provided in the Multifamily Medium Density designation as long as the overall site meets the density goals of the designation. The intent of this policy is to ensure diversity in housing types in these areas. This residential designation is meant to provide primarily for multifamily condominium and apartment types of structures.

Clustering should be considered in this residential designation to protect sensitive areas yet still accommodate residential development.

Accessory units should be permitted in this designation within the permitted density on sewerred lots to provide affordable housing and extra income for homeowners.

Both IBC and HUD types of manufactured housing should be permitted on single lots in this designation.

Mobile home parks legally established prior to adoption of the Joint Plan that are located on lands designated Residential/Sensitive Resource, Single-Family Residential, Multifamily Residential, or Light Industrial should be treated as a permitted use in the implementing zone district, except where the use is

vacated by the owner for three or more years. Expansion of the mobile home park area should not be allowed; however, enlargement of units within existing mobile home spaces should be permitted. Consider adding existing mobile home parks to the Manufactured Home Park (MHP) land use designation and zone district.

Additionally, Multifamily Medium Density designated areas should be accompanied by open space, environmental protection for sensitive areas, and mass transit linkage in order to make these higher densities viable and compatible with the community.

Some neighborhood-scale commercial uses are appropriate in this residential designation to serve the needs of the local neighborhood. These uses may include neighborhood-scale retail uses, personal services, and small professional offices, including residences in conjunction with these businesses. These uses should be allowed only as conditional uses in all residential zones to ensure that the uses demonstrate compatibility with the existing neighborhood.

Compatibility should be achieved with buildings that are sized and designed to be residential in scale; small overall area devoted to neighborhood-scale commercial use; and design and layout that screens residential areas from excessive noise, lights, storage, and parking areas. These uses should be oriented to primarily pedestrian and bicycle use; uses resulting in excessive automobile traffic and noise and light impacts should not be allowed, such as gas stations, drive-thru restaurants.

Most neighborhood-scale commercial areas serving a particular neighborhood will consist of one business. However, new neighborhood-scale commercial uses may be considered in areas where one or more such uses already exist.

In those cases, additional businesses should be located adjacent to the existing business in small clusters to avoid the development of commercial strips or many small businesses strung out along transportation corridors.

- **Multifamily High Density (14-29 Dwelling Units Per Acre)**

Design review should be applied to development in this designation to ensure that multifamily development is compatible with existing and surrounding neighborhoods.

The Multifamily High Density designation should primarily be applied in areas that are planned-for major transportation corridors. Specific minimum density requirements for certain areas will be developed in the Tumwater

Municipal Code. The density of new development in the Multifamily High Density designation should be averaged over the entire site in order to reach the required densities.

Clustering should be considered in this residential designation to protect sensitive areas yet still accommodate residential development.

Accessory units should be permitted in this designation only in areas of existing lower density single-family development on sewerred lots. Minimum density requirements would preclude accessory units within new development in this designation.

Multifamily High Density designated areas should be accompanied by significant open spaces, environmental protection for sensitive areas, and mass transit linkage in order to make these higher densities viable and compatible with the community.

Some neighborhood-scale commercial uses are appropriate in this residential designation to serve the needs of the local neighborhood. These uses may include neighborhood-scale retail uses, personal services, and small professional offices, including residences in conjunction with these businesses. These uses should be allowed only as conditional uses in all residential zones to ensure that the uses demonstrate compatibility with the existing neighborhood.

Compatibility should be achieved with buildings that are sized and designed to be residential in scale; small overall area devoted to neighborhood-scale commercial use; and design and layout that screens residential areas from excessive noise, lights, storage, and parking areas. These uses should be oriented to primarily pedestrian and bicycle use; uses resulting in excessive automobile and noise and light impacts should not be allowed, such as gas stations, drive-thru restaurants.

Most neighborhood-scale commercial areas serving a particular neighborhood will consist of one business. However, new neighborhood-scale commercial uses may be considered in areas where one or more such uses already exist. In those cases, additional businesses should be located adjacent to the existing business in small clusters to avoid the development of commercial strips or many small businesses strung out along transportation corridors. Figure 18 provides a summary of innovative land use techniques that are recommended to be used in each applicable residential designation.

Figure 17. Innovative Land Use Management Techniques for Residential Development

	Single-Family Low Density 4-7 Dwelling Units Per Acre	Single-Family Medium Density 6-9 Dwelling Units Per Acre	Multifamily Medium Density 9-15 Dwelling Units Per Acre	Multifamily High Density 14-29 Dwelling Units Per Acre
Design Review	X	X	X	X
Revised Development Standards	X	X	X	X
Minimum Average Density	X	X	X	X
Clustering	X	X	X	X
Manufactured Homes on single lots	X	X	X	
Accessory Dwelling units	X	X	X	

3.5.1.2 Mixed Use (Residential [Minimum 14] Dwelling Units per Acre)

It is the intent of the Mixed Use designation that there is a mixture of commercial and residential uses in close proximity. Mixed use can include but is not limited to mixed-use buildings with retail or office uses on the first floor and residential above.

The Mixed Use designation provides an opportunity to develop areas that are transit oriented and pedestrian friendly while still accommodating automobiles, support small businesses and consumers, and provide affordable housing and quality community design.

With architectural design and creative site planning, it is very possible to provide fine, livable dwelling units that are mixed in with commercial uses.

However, it is not enough to allow a mixture of uses. Land use regulations and zoning need to encourage mixed-use development. New models of mixed-use development require a finer grain of mixture, to encourage walkability and vitality. Such

development concepts as urban villages, pedestrian pockets, and neo-traditional neighborhood design rely heavily on a mixture of uses to be successful.

Residential densities in the Mixed Use designation should be a minimum of 14 dwelling units per acre. It is expected that these densities will be difficult to reach in the near term. However, it is in the best interest of the City of Tumwater that the City moves in the direction of reaching these goals by the end of the 20-year planning period.

Mixed-use areas, when developed with design and development guidelines, have characteristics that include:

- Transit orientation that lessens traffic impacts by providing ready access to mass transit and provides places to work and shop adjacent to living spaces, thus lessening the need to drive.
- The provision of affordable housing by providing more building lots at a lower cost.
- A pedestrian friendly environment due to well-designed streets, parks, and public open spaces.
- The provision of a sense of community and place due to quality community design.

Areas designated Mixed Use should be developed according to design and development guidelines that promote quality community design. Design and development guidelines can supplement zoning codes. They are typically concise, easy to understand, and illustrated with diagrams and drawings. They have proven very effective in promoting well-designed mixed-use development. Incompatible uses such as industry, warehousing and distribution, chemical handling, and those uses which generate significant noise or are heavily truck-dependent should not be permitted in mixed use areas.

Mixed-use areas designated on the Joint Plan Land Use Map consist of two distinct types of mixed use: those that are presently partially developed and have existing mixed uses on site and those areas that are predominantly vacant and of a larger area than the built out mixed use areas. The zoning for these areas should recognize the distinct differences in these two areas and ensure that zoning is workable and does not act as a disincentive for the development of mixed uses.

Mixed-use areas should be dense and compact. The close proximity of employment, residential and commercial activities, and public uses will provide residents and

workers a realistic and convenient choice of walking or cycling to work, home, or shopping, thus lessening dependence on the automobile.

Integral to the success of mixed-use areas will be good urban design. Urban design not only refers to the appearance and attractiveness of development, but also to its function. It is important that there be well-designed buildings to maintain compatibility with surrounding development, as well as site design that provides for pathways, open community spaces, and other connecting features that facilitate easy access between developments and inspire a sense of unity.

In order to ensure that mixed use development occurs where it is desired, incentives should be provided for development. These can include:

- Development of detailed area master plans that address the following:
 - Location, type and size of land use
 - Targeted residential densities
 - Street improvements
 - Location and amounts of off- street parking
 - Public incentives for development in focus areas
 - Parks and open spaces
 - Phasing plan for capital improvements

Master plans should use site plans, eye level and aerial perspectives, street sections, elevations, and text to illustrate key concepts.

- Development of a process for coordinating multiple property ownerships in order to provide consistent development and open space in large enough areas as to be useful.
- Parking standards could be reduced in recognition of the efficiencies of mixed-use development.
- Develop creative funding mechanisms to finance capital improvements and housing such as local improvement districts, public/private partnerships, housing funds, targeted capital facility funds, and impact fees.
- Identify focus areas within the Mixed Use designation that:

- Build on existing strengths and magnets, or create new ones.
 - Group new development to get maximum benefit from public and private improvements or investment.
 - Designate focus areas as a priority for street improvements and other capital facilities.
- If focus areas are identified within areas designated mixed use, the City of Tumwater and Thurston County should plan for the use and timing of public incentives in focus areas. Some incentives that could be considered include:
 - Prepare site plans for focus areas that specify uses, development patterns, and improvements so that development can be expedited.
 - Identify, prioritize, and phase specific public street improvements in the *Capital Facilities Plan*.
 - Conduct environment review for focus areas so issues are resolved and individual development permits can go forward more quickly.
 - Acquire parks and open space (if included).
 - Build transit improvements.
 - Waive or share impact fees for low-income residential development.
 - Market master plans and focus areas to the development community.

Experiences from other successful communities suggest that aggressive marketing of focus areas by jurisdictions is needed for areas to redevelop as envisioned. Help make the process smooth so that the maximum amount of funds can be used on the project and not the process. If the zoning and master plan process has been completed with interest group involvement many of the concerns about development in the area should have already been answered.

3.5.1.3 Commercial Uses

- **Neighborhood Commercial**

Some non-residential uses, such as neighborhood-scale retail uses and personal services, are appropriate next to residential areas when they serve the needs of the local neighborhood. The Neighborhood Commercial

designation would allow neighborhood scale retail uses, personal services, and professional offices in residential areas where local demand, community support, and design solutions demonstrate compatibility with the neighborhood. Areas designated Neighborhood Commercial should be of a low intensity and minimally affect adjacent residential areas.

Neighborhood Commercial areas should provide a buffer area between adjacent residential uses. This buffer should consist of landscaping and sound barriers. Uses that produce nuisances such light, glare, and excessive noise and traffic should be discouraged. This buffer should also allow for bicycle and pedestrian access to encourage the use of adjacent services without requiring a car trip.

- **General Commercial**

The intent of the General Commercial designation is to support and implement commercial development and to achieve the goals of the City of Tumwater *Economic Development Plan*. Among these goals are preserving areas for commercial facilities that make use of the close proximity to Interstate 5, and minimizing the undesirable impacts of such uses on the residential neighborhoods that they serve.

To ensure commercial development that is compatible with surrounding uses and the general character of the community, the implementing zoning for this designation includes the City of Tumwater Citywide Design Guidelines. These guidelines apply to multifamily development as well as commercial development.

3.5.1.4 Industrial Uses

- **Light Industrial**

To augment the role of industry in the City of Tumwater's future, and the future of Thurston County as a whole, it is necessary to provide a reasonable supply of land for a variety of uses consistent with the policies of the City of Tumwater *Economic Development Plan*. The Light Industrial designation provides for the location of a broad array of activities, including manufacturing, wholesale trade, and distribution activities. The purpose of the Light Industrial designation is to provide lands for industrial development that will allow for attraction of new industries and expansion of existing ones while maintaining a high quality environment.

Industrial uses should be grouped on a variety of parcel sizes in order to provide coordinated development and sharing of facilities and services. Light

industrial areas should also have controls to establish compatibility with surrounding non-industrial development and to protect from nuisance creating occurrences such as noise, dust, odor, vibration, and air and water pollution.

Additionally, areas designated Light Industrial should follow the recommendations and regulations of the *North Thurston Groundwater Protection Plan*, the Thurston County *Drainage Design and Erosion Control Manual*, and the low impact development requirements in State law.

Light industrial areas need to be located within reasonable access to truck routes, rail, freeway, and/or air routes. Similarly, light industrial areas should be able to be readily provided with public sewer, water, and storm drainage facilities.

Mobile home parks legally established prior to adoption of the Joint Plan that are located on lands designated Residential/Sensitive Resource, Single-Family Residential, Multifamily Residential, or Light Industrial should be treated as a permitted use in the implementing zoning, except where the use is vacated by the owner for three or more years. Expansion of the mobile home park area should not be allowed; however, enlargement of units within existing mobile home spaces should be permitted. Consider adding existing mobile home parks to the Manufactured Home Park (MHP) land use designation and zone district.

- **Heavy Industrial**

The Heavy Industrial designation recognizes the need for heavy industrial uses in certain areas of the Joint Plan area in order to provide needed materials, goods, and services to ensure the economic vitality of the City and the region.

Heavy industrial uses include but are not limited to chemical processing, mining, and mineral extraction. The rock quarry on Black Lake Boulevard (historically called Jones Rock Quarry) is an example of a heavy industrial use in the City of Tumwater. Heavy industrial uses may have impacts that are difficult to control such as heavy truck traffic, noise, vibration, light, glare, or odors. Heavy industrial areas should be separated from residential and commercial uses by such methods as vegetative or lighter intensity land use buffers and should also have controls to establish compatibility with surrounding non-industrial development and to protect from nuisance creating occurrences such as noise, dust, odor, vibration, and air and water pollution.

3.5.1.5 Designations for Public Purposes

- **Utilities**

The Utilities designation includes those areas of land devoted primarily to the transport and provision of utilities such as electricity, natural gas, telephone, and other utilities. Most of the areas receiving this designation are electrical utility easements and owned facilities. Utilities such as natural gas, telephone, and other utilities can be provided within areas designated for other land uses in ways that are compatible with other land uses. The City of Tumwater Utilities Element should be referenced for specific recommendations and information on utility provision in the Joint Plan area.

- **Public/Institutional**

The Public/Institutional designation recognizes those parcels where the primary function is to provide public services. The intent of this designation is to assure continuation and potential expansion of acreage, facilities, and services at levels consistent with population requirements, and effected in a manner that is compatible with surrounding land uses. Public institutional uses include but are not limited to schools, fire stations, police stations, general government buildings, libraries, hospitals, and cemeteries.

- **Parks/Open Space**

The Parks/Open Space designation is meant to support and implement the City of Tumwater *Parks, Recreation, and Open Space Plan*, which was adopted by reference into the Joint Plan in Chapter 7, Parks, Recreation, and Open Space. This designation is also intended to recognize land with severe development limitations that is protected through the City of Tumwater Conservation Element or the Thurston County critical areas ordinance.

The Parks/Open Space designation accommodates public recreational pursuits, retains views and historical features, or preserves land in essentially a natural and open state. It also provides for continuation of an existing agricultural use. A site may support uses consistent with community needs and accessory uses to the primary use, provided there is appropriate opportunity for public review and comment.

Areas that have been designated Parks/Open Space include developed active parks, privately operated parks and camps, designated open space, floodplains, areas of steep slopes or other physical constraints, golf courses, delineated wetlands or other environmentally sensitive areas.

With regard to river floodplains, it is the intent of the Joint Plan and its future land use map to designate as Parks/Open Space those areas within the one percent floodplain. Surveys and other additional information used during

implementation of the Joint Plan may more precisely locate the one percent floodplain boundary. Areas that are not within the one percent floodplain would receive the adjacent land use designation shown on the Joint Plan Future Land Use Map.

Specific recommendations for many Parks/Open Space designated areas are contained in the City of Tumwater *Parks, Recreation, and Open Space Plan*.

The Parks/Open Space designation has been applied to areas subject to jurisdiction of the Thurston County Shoreline Master Program and the Deschutes Special Area Management Plan in the Joint Plan land use element. Both of these plans contain specific recommendations for areas under shoreline jurisdiction such as the Black Lake drainage ditch, the middle reach of Percival Creek, Trospen Lake, and the Deschutes River to achieve consistency with the Thurston County Shoreline Master Program. The Joint Plan Land Use Map delineates specific areas based on these plans; however, this map is not meant to be used as a source of definitive boundaries for these areas. The shoreline regulations from the Thurston County Shoreline Master Program take precedence when they are more restrictive than local zoning regulations. The Thurston County Shoreline Master Program should be referenced for more specific land use recommendations and regulations for these areas.

3.5.2 Innovative Housing and Land Use Methods – Definitions

The following provides detailed descriptions of the innovative land use techniques recommended in the previous subsection for residential development. Some of these descriptions, such as design review and revision of Development Standards, also apply to non-residential designations.

The intent of encouraging innovative housing techniques is to ensure a diverse and dynamic mixture of housing types. Present development patterns in the Joint Plan area do not address all of the housing needs of the community. Most new residential development that takes place is either very small multifamily units or very large expensive single-family houses on large lots. In order to address this problem new residential development in the City of Tumwater should:

- Create a sense of place, of neighborhood and of community that builds on what is locally unique and enduring to replace the anonymity of suburban sprawl.
- Provide a denser, richer, and more equitable mixture of land uses, household types, building types, and socioeconomic groups.
- Provide increased walkability and public transit to reduce dependence on the automobile wherever possible.

- Create communities that are more compact to preserve open space and natural systems and habitats.

Design Review

The City of Tumwater is, for the most part, a designed environment. Design will influence the degree to which development is attractive and appealing, comfortable and safe, compact, efficient, encourages natural and social interaction, provides most needs within short distances, discourages environmentally disruptive influences, and is well connected with other areas. Greater awareness and appreciation of the value of design will continue, and the demand for development that demonstrates design excellence will increase.

This trend and the trend to plan comprehensively will create new partnerships to achieve community goals. Public participation and interest in design will continue to increase with greater emphasis on design in development projects. With increasing density in some areas, design will become an important factor in providing stylistic compatibility and privacy.

Design guidelines can act as a corollary to zoning codes. They are typically shorter, easier to understand, and are illustrated with diagrams and drawings. Unlike zoning codes, which are prohibitive and exclusionary in their tone and language, design guidelines are illustrative and prescriptive. They have proved very effective in promoting well-designed, mixed use new and infill development.

In 2016, the City of Tumwater adopted new Citywide Design Guidelines. The Citywide Design Guidelines deal with almost all aspects of development and they should be utilized within the Joint Plan area.

The purpose of the City of Tumwater Citywide Design Guidelines is to:

- Provide clear objectives for those embarking on the planning and design of development projects within Tumwater;
- Ensure attractive, functional development;
- Promote social and economic vitality;
- Foster safety and comfort through design;
- Promote compact, walkable development patterns;
- Promote original and high quality design;

- Enhance the character and function of the City of Tumwater's streets;
- Promote building and site design that fits into the context of established neighborhoods;
- Promote sustainable design principles;
- Promote design that enhances the "sense of place" for neighborhoods;
- Increase the awareness of design considerations amongst the Tumwater community; and
- Maintain and enhance property values through appropriate aesthetic and functional design considerations.

The 1995 *Memorandum of Understanding: Urban Growth Area Zoning and Development Standards* was adopted by Thurston County, and the Cities of Lacey, Olympia, and Tumwater. This agreement specifies that Thurston County will utilize each City's design guidelines and standards within their respective urban growth area for commercial and multifamily development projects. This agreement should be expanded to deal with all forms of development so development in the Joint Plan area is consistent with development inside the City of Tumwater.

Development Standards

The City of Tumwater Development Standards and *Citywide Design Guidelines* are intended to allow and provide incentives for the recommended innovative land use techniques to take place. Issues that are addressed include but are not limited to sidewalk standards, transit stops, traffic calming devices, and landscaping buffers.

The 1995 *Memorandum of Understanding: Urban Growth Area Zoning and Development Standards* was adopted by Thurston County, and the Cities of Lacey, Olympia, and Tumwater. This agreement specifies that Thurston County will utilize each City's design guidelines and standards within their respective urban growth area for commercial and multifamily development projects.

Maximum and Minimum Densities

Minimum densities are recommended for application to all residential areas in order to promote more cost-efficient provision of City services, the provision of affordable housing and the encouragement of transportation modes other than the single occupancy vehicle. Proposed development at less than the minimum density

permitted should not be allowed. Proposed development at more than the maximum density should be allowed for cottage developments.

Clustering

Small pockets of intense development, surrounded by open space characterize cluster development. Although the development is more compact, gross density does not increase. The advantages of cluster development are many: more efficient and less expensive provision of services; reduced transportation costs; the protection of open space and sensitive areas; and lower land development costs.

The main purpose of clustering in the Joint Plan area would be to protect and preserve environmentally sensitive areas. Clustering should be encouraged wherever it is necessary to protect sensitive areas in all residential designations. Examples of clustered building types include Z-lot developments (residences placed closely together on Z-shaped lots), attached single family or row houses, coach homes, stacked townhouses, and townhouse mews.

Modular and Manufactured Housing

Manufactured homes are recommended to be allowed on single lots within the Single-Family Low Density designation and the Single-Family Medium Density designation. Both International Building Code (IBC) and Housing and Urban Development (HUD) standard manufactured homes now feature much improved designs that allow them to blend very nicely with stick built homes. In recent years and in the future, homes of this type may be the only option for many families wishing to purchase single-family housing. For these reasons, the Joint Plan recommends permitting these dwelling units in single-family residential designations.

It is not the intent of the Joint Plan to promote the development of new mobile home parks; rather, it is to recognize that modular or manufactured housing is a viable form of housing construction and that existing mobile home parks should be maintained and protected, if possible as an affordable housing option. The City of Tumwater Housing Element should be referenced for more information on manufactured housing policies in the City of Tumwater. The City of Tumwater Housing Element is included as Appendix F in the Joint Plan.

In 2008, the City of Tumwater conducted a lengthy public process on the subject of a new designation and zone district specifically for manufactured home parks. At the time, there had been a number of conversions of mobile and manufactured home parks to other forms of development. Although these conversions were occurring in the more urbanized parts of Puget Sound region, the residents of the parks in the City of Tumwater and the City Council became alarmed and decided to be proactive on this issue. This designation and zone was created to protect, but not prohibit,

manufactured and mobile home parks from conversion to other uses. Although designed to protect the parks, there are many other uses allowed within the zone district.

Thurston County should consider similar action for the several parks that exist within the Joint Plan area. Special care should be taken in designating these parks. In some instances, these parks may not be in a suitable location for the typically vulnerable inhabitants, such as the elderly, disabled, and low income. For example, several of the parks within the City of Tumwater were built on filled wetlands and peat bogs before regulations would preclude this sort of development. These parks experienced substantial damage during the 2001 Nisqually earthquake. Access to transit and goods and services should be factored in when deciding whether or not to apply this designation to a mobile or manufactured home park.

3.5.3 Eastern Subarea

On January 1, 2016, the City finished a lengthy annexation process for the entire Eastern Subarea. This area will no longer be addressed in the Joint Plan. Two small, unincorporated “islands” of Joint Plan area surrounded by the City could not be included in the annexation, because they were not contiguous with the annexation area.

One of these “islands” was located near Yelm Highway and Delta Lane and was annexed by the City of Tumwater in 2018.

The other single property “island” is located on Dennis Street directly north of Silver Ridge Court, which has a home located on the site. This property has had an auto repair business operating out of the house. The property is designated and it is zoned Single Family Low Density. It is located within the approach for the Olympia Regional Airport and should have appropriate overlay zone applied either when Thurston County adopts the Airport Overlay from the City of Tumwater or when the property is annexed. Similar to the Yelm Highway and Delta Lane property, this owner also refused to annex when the surrounding properties were brought into the City in 1981 and again in 1992. Water and sewer lines are on the road in front of the property but the property is not connected to either.

There are two other “islands” that should be noted. They historically have not been considered part of the Eastern Subarea due to their remote location. These two very small “islands” are located far to the north and one actually touches the City of Olympia at one corner of the property. Both are located at the southern end of Quince Street. Both are single-family residences. One of the two is comprised of two tax parcels; the other is comprised of only one. Both “islands” are designated and zoned Single Family Medium Density Residential 6-9 dwelling units per acre.

Due to the inefficiencies, extra costs, and confusion created by these unincorporated “islands,” they should be annexed to the City of Tumwater. “Islands” typically cause confusion and problems for a number of service providers including emergency responders (both Fire Department or District and Police or Sheriff), the Auditor’s office (voting), code enforcement by the City of Tumwater and Thurston County, and others.

3.5.4 Southern Subarea

The southern subarea is generally located south of the Olympia Regional Airport and along 93rd Avenue. The subarea extends from the Deschutes River on the east to the vicinity of Blomberg Street to the west.

Since 2000, annexations to the City of Tumwater have taken sizeable areas out of the southern subarea. Several annexations have occurred in the southeastern portion of the subarea and have extended the City limits past 93rd Avenue. The area between Kimmie Road and Interstate 5 as well as the entire area surrounding the 93rd Avenue and Interstate 5 interchange were also annexed to the City of Tumwater.

The 2016, zoning in Thurston County for the southern subarea is shown in Map 8. Land uses from 2014 are illustrated in Map 9. It should be noted that the land uses shown on this map are based on Thurston County Assessor's land use categories. They do not directly correspond to the land use categories used on the future land use map located later in this subsection. Additionally, Thurston County Assessor's land use categories are applied to an entire tax parcel regardless of the portion of the parcel that is currently developed. For example, an entire 40-acre parcel may be shown on Map 9 as being in residential use, even though only one residence may currently be located on that parcel.

The major east/west transportation route through the southern subarea is 93rd Avenue. Another significant transportation corridor for east/west travel is the eastern portion of 88th Avenue. Major north-south corridors include Kimmie and Tilley Roads, which extend to the south from the Olympia Regional Airport area. Old Highway 99 is at an angle northwest to southeast along the eastern boundary of the subarea. In the early 2000s, the Port of Olympia relocated portions of Case Road, Tilley Road, and 88th Avenue in response to the shifting of the main north/south runway several hundred feet south. The runway was determined to be too close to Old Highway 99 at the north end, this is what necessitated the shifting of the runway to the south.

Municipal water and sewer service are currently serving only one customer in the southern subarea, the Washington State Patrol site on Armstrong Road. However, water and sewer lines are located within most of the abutting areas of the City of Tumwater. For example, services are located along the entire length of Kimmie

Street and along most of the eastern portion of 88th Avenue. Additionally, the City obtained ownership of the water system on Lathrop Industrial Drive SW. This system serves several dozen properties on the west side of Interstate 5, both north and south of 93rd Avenue. The Lathrop water system, which is owned by the City of Tumwater, the well at the Black Hills Soccer properties northwest of the Interstate 5 and 93rd Avenue interchange, and the City water system will be connected as development extends the service lines across the Interstate 5.

There are several physical limitations to development within the southern subarea. The Deschutes River floodplain occupies the eastern portion of the subarea. The Deschutes River is under the jurisdiction of the Shoreline Management Act and subject to the provisions of the Thurston County Shoreline Master Program. The floodplain area is subject to seasonal flooding and high water tables and includes soils with severe limitations for roads, buildings, and septic systems. There are some steep slopes on the bluffs between Old Highway 99 and the Deschutes River. These may present limitations to development.

Several isolated wetlands exist in the area south of the Olympia Regional Airport between 88th and 93rd Avenues. There are several wetland areas on the west side of Interstate 5, north of the 93rd Avenue interchange. Salmon Creek and its associated wetland system run westward along the southern portion of the subarea.

As is the case throughout the Joint Plan area, the southern subarea is located over a sensitive aquifer.

Most of the southern subarea is part of the Salmon Creek drainage basin. This basin is characterized by flat topography, resulting in slow-moving surface drainage. Drainage is made even more problematic for development due to the nature of groundwater in this area. Soil types vary greatly throughout the area and, in many places, the existing soil type drains poorly. During long periods of rainfall, or very intense rain events, these soils can become saturated. Saturation of the upper soil layer can lead to periodic flooding, even in areas that may not be designated as floodplains or wetlands.

The City of Tumwater and Thurston County jointly adopted the *Salmon Creek Drainage Basin Plan* in 2004 after several years of work. There are now special regulations for development in, and near, areas of high groundwater.

The City of Tumwater *Economic Development Plan* makes several recommendations for portions of the southern subarea. The Joint Plan incorporates these recommendations. For the area immediately south of the Olympia Regional Airport, the *Economic Development Plan* recommends industrial and commercial land uses, with specific preferred land uses being the following:

- Wholesale
- Warehouse
- Industrial
- Heavy equipment

The *Economic Development Plan* recommends industrial and commercial uses for the vicinity of the Interstate 5 - 93rd Avenue interchange. North of the interchange area, the *Economic Development Plan* also recommends industrial and commercial uses, except for low density residential along the west side of the Interstate in areas containing environmentally sensitive conditions.

3.5.4.1 Future Land Uses

Future land use designations for the southern subarea are shown on Map 10. These land use designations will be implemented as described in Chapter 11, Implementation. Complete descriptions of the land use designations are contained in Subsection 3.5.1, Definitions and Criteria for Land Use Designations. They should be used in conjunction with Map 10. The remainder of this subsection is a discussion of each of the land use designations as they are applied within the southern subarea.

- **Residential/Sensitive Resource (2-4 Dwelling Units Per Acre)**

The residential area located on the south side of 88th Avenue from just west of Case Road westward to just west of Walter Court is designated for Residential/Sensitive Resource low-density residential development. There are three established single-family subdivisions in this area. Two of these subdivisions (89th Avenue and Marlene Court) represent the majority of lots within this area and have an average lot size of half acre. This lot size is already consistent with density of the Residential/Sensitive Resource designation, which is two to four dwellings per acre. These neighborhoods should be preserved and protected.

This area is within the Salmon Creek Drainage Basin and the majority of high groundwater flooding that has occurred east of Interstate 5 in residential zones has been concentrated in this particular area. The Residential/Sensitive Resource designation is appropriate to ensure the protection of the sensitive environmental resource present in this area, and because of the history of high groundwater flooding.

Due to the contamination from septic systems during flooding events, extension of both sewer and water service to this area should be a priority for the residents, businesses, the City of Tumwater, and Thurston County.

The easternmost of these neighborhoods (89th Avenue) is west of the Olympia Regional Airport Runway Protection Zone. Protection of this airspace is vital to the continued operation of the airport. To ensure that new residents in this area are aware they are close to an airport and to protect public health and safety, Thurston County should adopt the City of Tumwater Airport Overlay Zone. Any new residential development should be constructed using noise abatement measures to mitigate noise from aircraft.

- **Single-Family Residential Low Density (4-7 Dwelling Units Per Acre)**

Several areas within the southern subarea are suitable for the Single-Family Residential Low Density designation because of existing development patterns, and natural and physical constraints.

The area east of Old Highway 99 and west of the Deschutes River floodplain is partially developed with low-density single-family housing. Development in this area should be of a lower density to ensure a careful regard for the sensitivity of the environment and to ensure neighborhood compatibility.

The area generally located along the north side of 88th Avenue from the Washington State Patrol facility westward to Kimmie Road is designated for single-family low-density residential development. The residential subdivision on 91st Avenue and the three large residential properties directly north of this subdivision (two of which have access off of 88th Avenue and the third has access off of Kimmie) are also designated for single family low density residential development. There are several established single-family subdivisions in these areas. These neighborhoods should be preserved and protected.

Part of the area along Blomberg Street is currently developed with a rural level of residential development. The Single Family Low Density Residential designation best accomplishes the goals of preserving the existing neighborhood. This designation has also been applied to the properties on the north side of 93rd Avenue near its intersection with Blomberg Street. For these residential properties which have direct access onto 93rd Avenue a change to a more intensive designation such as Light Industrial should be considered in the future for the following reasons:

1. The properties have frontage and obtain access directly from 93rd Avenue which is identified as the major east/west transportation route in the subarea;

2. 93rd Avenue is a road with heavy truck traffic and a 50 mph speed limit which is an inappropriate location for urban density single family residential; and
3. The properties do not have a history of environmental constraints such as high groundwater flooding.

There are several places in the southern subarea where the Single Family Low Density Residential designation abuts an area designated Light Industrial. Where this occurs, landscaping, screening, and buffering should be used to protect the residential development from possible adverse impacts and to separate the different uses visually.

- **Single-Family Residential Medium Density (6-9 Dwelling Units Per Acre)**

The manufactured housing community called Longhorn Estates, located on 93rd Avenue, and the similarly sized area east of it has been designated Single-Family Residential Medium Density. The Longhorn portion of this area is developed at an urban residential density. The other part of it contains single-family residences on large lots, with potential for infill on the vacant portions of those lots.

The Single Family Medium Density designation will provide alternative single-family housing types in the southern subarea. Providing for a variety of housing options will help enable residents of various income levels to find appropriate housing in the Joint Plan area. This area is located close to possible job centers along Old Highway 99 and 93rd Avenue, and at the Tumwater Town Center and the New Market Industrial Campus. It is also adjacent to likely future public transportation routes (Old Highway 99 and 93rd Avenue). The intention of this location for single family medium density development is to provide opportunities for low density housing close to places of employment and transit routes, reducing the need for long, single-occupancy vehicle commute trips.

The western portion of this area abuts an area recommended for light industrial development. Where this occurs, landscaping, screening and buffering should be used to protect the residential development from possible adverse impacts and to separate the different uses visually.

- **Multifamily Residential Medium Density (9-15 Dwelling Units Per Acre)**

The southern subarea includes two areas designated Multifamily Residential Medium Density. These areas will provide alternative housing types in the subarea. Providing for a variety of housing options will help enable residents of various income levels to find appropriate housing in areas close to possible job centers in this subarea, as well as at the Tumwater Town Center and New Market Industrial Campus. The intention of this designation is to help provide a variety of opportunities for housing close to places of employment, reducing the need for long, single-occupancy vehicle commute trips.

The area abutting the west side of Old Highway 99 north of 93rd Avenue is designated Multifamily Residential Medium Density. This area currently contains some multifamily development and a mobile home park. The remainder of this area is vacant or occupied by single-family residences. Given the poor condition of the mobile homes in the mobile home park, this should not be designated for protection with mobile home park zoning, unless significant maintenance work is completed. Rather, it is expected that this area will transition into multifamily residential development in the future.

A second area designated Multifamily Residential Medium Density is located southeast of the intersection of 83rd Avenue and Kimmie Road. A mixture of single and multi-family development and vacant land currently occupies in the area. This area is bordered by the Bush Middle School and an airport related industrial designation to the north, light industrial, and single-family residential designations to the west, single family residential development to the south, and neighborhood commercial and light industrial designations to the east. A Multifamily Residential Medium Density designation for this area will provide a transition from the light industrial designations to the lower density residential areas. It also provides a higher density of housing close to needed commercial services and the middle school, providing opportunities for minimizing lengthy automobile commute trips.

Where multifamily residential development abuts light industrial or commercial uses, landscaping, screening, and buffering should be used to protect the residential development from possible adverse impacts and to separate the different uses visually.

Multifamily development should be subject to City of Tumwater *Citywide Design Guidelines*, which would assure compatibility of the development with the surrounding neighborhoods.

- **Neighborhood Commercial**

This designation is intended to provide small-scale commercial services to surrounding residential areas to help reduce automobile trips and enhance neighborhoods. In the southern subarea, this designation has been applied to one location.

The Neighborhood Commercial area is at the intersection of 93rd Avenue and Old Highway 99. This area is currently vacant. This designation is appropriate for this area because of its location at an intersection surrounded by areas designated for future residential development.

Commercial uses adjacent to residential areas should be buffered from adjacent residential development using landscaping, walls, or other appropriate means. The intent of the buffering is to ensure that residential areas are not adversely impacted by noise, light, or traffic that may be associated with commercial development.

- **General Commercial**

The intent of the General Commercial designation is to support and implement commercial development and to achieve the goals of the City of Tumwater *Economic Development Plan*. To ensure commercial development that is compatible with surrounding uses and the general character of the community, the implementing zoning for this designation includes the City of Tumwater Citywide Design Guidelines.

One area designated General Commercial is located southwest of the intersection of 83rd Avenue and Center Street. This area is an existing general commercial area that should be allowed to continue and expand slightly to serve future residential and light industrial uses in the neighborhood. There currently is a gas station and convenience store located at the site, which serves the adjoining campground as well as the general area.

Commercial uses adjacent to residential areas should be buffered from adjacent residential development using landscaping, walls, or other appropriate means. The intent of the buffering is to ensure that residential areas are not adversely impacted by noise, light, or traffic that may be associated with commercial development.

- **Light Industrial**

The City of Tumwater *Economic Development Plan* makes several recommendations for portions of this subarea. The Joint Plan incorporates these

recommendations. For the area immediately south of the Olympia Regional Airport, the *Economic Development Plan* recommends industrial and commercial land uses, with specific preferred land uses being the following:

- Wholesale
- Warehouse
- Industrial
- Heavy equipment

The *Economic Development Plan* also recommends industrial and commercial uses for the vicinity of the 93rd Avenue and Interstate 5 interchange. North of the interchange area, the Joint Plan also recommends industrial and commercial uses, along the west side of the Interstate.

The recommendations of the *Economic Development Plan* are reaffirmed by the Light Industrial land use designations in the Joint Plan. The southern subarea includes several features that provide a supportive and attractive environment in which businesses could locate. These include good access to Interstate 5 at the 93rd Avenue interchange, close proximity to the Olympia Regional Airport, availability of a variety of large and small parcels for different types of businesses, primarily flat topography, and the prospect of municipal utilities available in the future.

The area also has some potential constraints to this type of development, which were described in Subsection 3.5.4.1, Future Land Uses, including areas with sensitive aquifers, poor drainage, and the existence of wetlands. The portions of the southern subarea that are designated Light Industrial are those that can most likely take advantage of the favorable conditions for industrial and commercial development while avoiding significant adverse impacts to the environmentally sensitive features in this subarea.

Although the majority of the Light Industrial has been annexed to the City of Tumwater, there are still some unincorporated areas with this zoning. The area south of the Olympia Regional Airport and along 93rd Avenue has been designated Light Industrial. The area around Case and Tilley Roads is part of the approach area for the primary north-south airport runway. This area currently contains some residences on larger lots as well as some businesses. Residential development should not be encouraged in this area due to noise impacts and potential safety hazards.

In the long term, this area is most appropriate for low-intensity industrial development to maintain compatibility with the Olympia Regional Airport operations. Thurston County should adopt the City of Tumwater Airport Overlay zone for this area to ensure any new development does not interfere with airport operations or create a possible safety hazard. The Airport Hazard Overlay zone should also be adopted for the rural area south of the Joint Plan area. This action would protect life and property and prevent development that is incompatible with airport operations.

An area on the west side of Armstrong Road has also has been designated Light Industrial. The Washington State Patrol facility, a dormant gravel mining operation, several residences, and vacant land occupy this area currently. Light Industrial is the most appropriate long-term designation because of the areas proximity to the airport and industrial development to the north.

Although the City annexed most of the area around the 93rd Avenue and Interstate 5 interchange, there are still some unincorporated properties on the fringes of this area that are designated Light Industrial. This designation is appropriate for this area due to adjacent existing industrial land uses.

The Light Industrial designation has been applied to several properties on the east side of Interstate 5, south of 93rd Avenue, that currently take direct access off 101st Avenue and Nunn Road. In order to ensure that any industrial uses on these properties do not impact residential uses that abut them to the south, industrial development can only occur if direct road access is provided from 93rd Avenue or Kimmie Road. Hopkins Ditch District #2 has been maintaining a drainage ditch in this area since 1901. This ditch cuts this area off from access to the north and eventually feeds into Salmon Creek. Due to the access problems, environmental constraints of high groundwater flooding and wetlands, and the current rural level of residential development, this area should be considered for removal from the Joint Plan area unless area conditions change to allow more light industrial development.

It is recommended that all areas designated Light Industrial west of Interstate 5 and north of 93rd Avenue in the southern subarea be provided automobile access from 93rd Avenue. Shared access points as well as shared access roads are preferred as a way to limit the number of potential turning movements onto this high-speed corridor. This would provide convenient ingress and egress from the Interstate. Access to light industrial uses should be avoided along Blomberg Road north of 93rd Avenue because of potential conflicts of truck traffic with the residential neighborhood in this area. An access road parallel to and east of Blomberg Road, north of 93rd Avenue is recommended to provide access to the light industrial uses west of Interstate 5. Once this access is provided, use of Blomberg Road by industrial traffic should be curtailed.

A small area east of Kimmie Road just south of 88th Avenue has been designated Light Industrial. In 1994, two parcels in this area were zoned Planned Industrial District. The Joint Plan retains a Light Industrial designation only for the parcel that fronts on Kimmie Road and has an existing industrial use. It has since been split into three properties. The other parcel, which is vacant, has been designated Single-Family Residential Low Density to reflect the surrounding uses on three sides.

Light industrial uses adjacent to residential areas should be buffered from adjacent residential development, using required setbacks, landscaping, walls, or other appropriate means. The intent of the buffering is to ensure that residential areas are not adversely affected by noise, light, dust, traffic, or other impacts that may be associated with industrial development.

- **Utilities**

A Bonneville Power Administration transmission line easement crosses the western part of the southern subarea. This area has been designated Utilities to reflect this use. The City of Tumwater Utilities Element, which is adopted by reference in Chapter 5, Utilities, provides information on future improvements, if any, that are planned for this easement. Future electrical facilities should be developed in accordance with the policies contained in the City of Tumwater Utilities Element.

A large natural gas pipeline corridor traverses south of the airport generally in an east to west direction. It enters into the Joint Plan area and crosses 93rd Avenue near Hart Road. It then lies north of and generally parallel with 93rd Avenue in an east/west direction. The lines connect to a natural gas gate station is located north of 93rd Avenue between Interstate 5 and Blomberg Road then continue west out of the Joint Plan area. The majority of the pipeline is in private property in easements.

After reviewing the June 2006 report *Land Use Planning in Proximity to Natural Gas and Hazardous Liquid Transmission Pipelines in Washington State* prepared by the Washington Utilities and Transportation Commission Pipeline Safety Program, the City assigned the Utilities land use designation to this pipeline corridor is within the City of Tumwater. The Joint Plan land use designation for this corridor should be Utilities as a way to help to notify nearby property owners of its existence, protect life and property, and to prevent incompatible development

A fuel pipeline is located on the border of the north central portion of the Joint Plan area. The pipeline crosses under the Deschutes River and lies parallel with

and adjacent to 88th Avenue, Armstrong Road, 83rd Avenue, and then Center Street in the City of Tumwater. It was previously utilized for the tank farm (fuel depot) that was located at the northeast corner of Tumwater Boulevard and Linderson Way. This facility was removed several years ago due to it being a prohibited use within a wellhead protection area of the City.

After reviewing the June 2006 report *Land Use Planning in Proximity to Natural Gas and Hazardous Liquid Transmission Pipelines in Washington State* prepared by the Washington Utilities and Transportation Commission Pipeline Safety Program, the City assigned the Utilities land use designation to this pipeline corridor is within the City of Tumwater. The Joint Plan land use designation for this corridor should be Utilities as a way to help to notify nearby property owners of its existence, protect life and property, and to prevent incompatible development.

- **Parks/Open Space**

The only area within the southern subarea that is designated Parks/Open Space is the one-percent floodplain of the Deschutes River. This designation is consistent with the goals, policies, and actions of the Joint Plan. The floodplain boundary has been determined using Flood Insurance Rate Maps produced by the Federal Emergency Management Agency. The intent of the Joint Plan and the Joint Plan Future Land Use Map is to designate as Parks/Open Space those areas within the one-percent floodplain. Surveys and other additional information used during implementation of the Joint Plan may more precisely locate the one-percent floodplain boundary. Areas that are not within the one-percent floodplain would receive the adjacent land use designation shown on the Joint Plan Future Land Use Map.

Because of the dynamic nature of the Deschutes River and the environmental benefits it provides, most development is inappropriate in its floodplain. The Parks/Open Space land use designation will provide for uses that are compatible with the river floodplain, such as parks and other recreational uses, existing agricultural uses, and other uses involving primarily open space.

3.5.5 Western Subarea

The majority of the western subarea was annexed to the City of Tumwater in 2008. What is left includes a fringe area along the eastern shore of Black Lake and an area south of Tumwater Boulevard between Littlerock Road and Interstate 5. It also includes several areas of unincorporated “islands” of land that are currently surrounded by incorporated portions of the City of Tumwater. The subarea extends north towards the City of Olympia on the west side of the gravel mining operation located on Black Lake Boulevard. The subarea terminates at the City of Olympia

limits that are about a mile southwest of the US 101 and Black Lake Boulevard interchange.

In 2015, the County completed a watershed study of the Black Lake basin, the *Black Lake Basin Water Resource Protection Study*, which included a number of recommendations related to this subarea, including removing from the Joint Plan area the part along the shoreline of Black Lake south of 61st Ct, and rezoning to a lower density. This issue will require further discussion, as the area is currently accessed by only one road and that goes through the City of Tumwater, raising issues of how best to provide effective police, fire, and emergency medical service response.

The 2016 zoning in Thurston County for the western subarea is shown in Map 11. The 2014 land use is illustrated in Map 12. It should be noted that the land uses shown on this map are based on Thurston County Assessor's land use categories. They do not directly correspond to the land use categories used on the future land use map located later in this subsection. Additionally, Thurston County Assessor's land use categories are applied to an entire tax parcel regardless of the portion of the parcel that is currently developed. Thus, for example, an entire 40-acre parcel may be shown on Map 12 as being in residential use, even though only one residence may currently be located on that parcel.

The major existing transportation routes through the western subarea are Littlerock Road, which angles generally northeast-southwest through a small portion of the southern part of the subarea, and Black Lake Boulevard, which runs through a small portion of the northwestern part of the subarea at the north end of Black Lake. Other major transportation routes include Black Lake-Belmore Road, which runs north south and 49th Avenue, which becomes Trosper Road in the City of Tumwater.

For future road alignments in the southern portion of the Western Subarea, refer to the *Black Hills Subarea Study* that was adopted into the City of Tumwater *Transportation Plan* in 2003 and incorporated into the 2008-2010 *Transportation Plan* update. Many of the study's recommendations are included in the 2016 update to the *Transportation Plan*. The *Black Hills Subarea Study* was a joint effort between the City of Tumwater, Thurston County, the Tumwater School District, and the Doelman family that owned roughly 200 acres of developable land next to Black Hills High School. The study analyzed the existing transportation system in the area, identified deficiencies and other problems, incorporated comments, and direction from the public and final product provided guidance for future road projects. The *Littlerock Road Subarea Plan* also recommends several new roads and connections within the area south of Tumwater Boulevard.

There is an existing Burlington Northern Railroad line bisecting the western subarea from north to south. The portion of the line south of the Belmore area is a candidate for possible future use as a recreational trail. Thurston County has acquired the

southern portion of this railroad and it plans to convert it to a trail in the future. The northern portion of the line is expected to remain in railroad use.

The City of Tumwater currently provides water service to Kenneydell Park and the properties along 60th Avenue. City water is also available to many of the unincorporated "islands" that are part of this subarea. Most notable is the mobile home park at the northwest corner of Rural Road and Trosper Road that has been on City water since the early 2000s. Due to numerous urban residential developments over the past couple of decades, sewer and water are located throughout the areas of the City of Tumwater adjacent to the Western Subarea. Currently, there are not any notable sewer extensions into the subarea, only the water lines already described above.

The primary physical limitations to development in the western subarea are numerous wetlands and an extremely sensitive aquifer. Trosper Lake, Black Lake, and portions of the Black River and Black Lake Drainage Ditch are under the jurisdiction of the Shoreline Management Act and subject to the provisions of the Thurston County Shoreline Master Program. Some of the subarea, especially the southern portion, is subject to periodic high groundwater flooding.

Most of the southern part of this subarea is characterized by flat topography, resulting in slow-moving surface drainage. Drainage is made even more problematic for development due to the nature of groundwater in this area. Soil types vary greatly throughout the area and, in many places, the existing soil type drains poorly. During long periods of rainfall, or very intense rain events, these soils can become saturated. Saturation of the upper soil layer can lead to periodic flooding, even in areas that may not be designated as floodplains or wetlands.

The City of Tumwater and Thurston County jointly adopted the *Salmon Creek Drainage Basin Plan* in 2004 after several years of work. There are now special regulations for development in, and near, areas of high groundwater.

The City of Tumwater *Economic Development Plan* makes several recommendations for the portion of this subarea along the west side of Interstate 5. The Joint Plan incorporates these recommendations. A frontage road is recommended to connect Tumwater Boulevard and Prine Road just west of Interstate 5. This road is envisioned to provide access to a mix of office and commercial uses in this area. The plan also includes a future bridge over Interstate 5 connecting Prine Road to Kimmie Road on the east side of the Interstate, thus improving access to this area.

3.5.5.1 Future Land Uses

Future land use designations for the western subarea are shown on Map 13. These land use designations will be implemented as described in Chapter 11,

Implementation. Complete descriptions of the land use designations are contained in Subsection 3.5.1, Definitions and Criteria for Land Use Designations. They should be used in conjunction with Map 13, Western Subarea 2020 Existing Land Use. The remainder of this subsection is a discussion of each of the land use designations as they are applied within the west side subarea.

- **Residential/Sensitive Resource (2-4 Dwelling Units Per Acre)**

The only areas in the subarea designated Residential/Sensitive Resource are four small, unincorporated “islands” surrounded by the City of Tumwater. These “islands” are located near Sapp Road Southwest and Rural Road Southwest. Due to the unique open space and rural character of this area, as well as its environmental sensitivity due to its proximity to Percival Creek, it is appropriate for the Residential/Sensitive Resource designation.

A parcel at the northwest corner of the intersection of Trospen and Rural Roads, which is also part of an unincorporated island, is currently occupied by an older mobile-manufactured home park. Percival Creek bisects this parcel. It is designated Residential/Sensitive Resource to be consistent with the Joint Plan’s policy direction for lower density, single family land uses in the areas near Percival Creek, which is a sensitive resource of importance to the community. This designation does not allow mobile and manufactured home parks. Its application to this parcel establishes the future land use direction toward lower density land uses in this area along Percival Creek.

- **Single Family Residential Low Density (4-7 Dwelling Units Per Acre)**

Some portions of the western subarea are suitable for the Single Family Residential Low Density designation because of existing development patterns and natural and physical constraints.

The area east of Littlerock Road in the southern part of the subarea is designated Single Family Residential Low Density, as is most of the area along the eastern shore of Black Lake. These areas are located over a sensitive aquifer. These areas are characterized by flat topography, resulting in slow-moving surface drainage. Drainage is made even more problematic for development in some areas because saturation of the upper soil layer can lead to periodic flooding.

These environmental conditions pose possible constraints to intense development. Much of these areas are currently developed with a rural level of residential development. The Single Family Residential Low Density designation best accomplishes the goals of preserving the existing neighborhoods while providing for development that is sensitive to the inherent limitations of the topography.

The unincorporated island that includes the Glenwood subdivision and Trospen Lake is developed with low-density single-family housing, as are the two islands north of Linwood Avenue and the island at the southeast corner of the intersection of Rural Road and Linwood Avenue. These neighborhoods should be preserved and protected. The Single Family Residential Low Density designation best accomplishes the goals of preserving the existing neighborhoods and promoting compatibility with surrounding development.

There are several places in the southern subarea where the Single Family Residential Low Density designation abuts an area designated Light Industrial. Where this occurs, landscaping, screening, and buffering should be used to protect the residential development from possible adverse impacts and to separate the different uses visually.

- **Single Family Residential Medium Density (6-9 Dwelling Units Per Acre)**

Two areas along Littlerock Road, from Prine Road to a location just south of 81st Avenue, are designated Single Family Residential Medium Density. These neighborhoods are established with rural residential uses and should be encouraged to infill with similar, compatible types of residential uses in order to provide a mixture of housing types for all income levels in this portion of the subarea. These areas are close to the high school just west of Littlerock Road, and to a node of commercially designated land on the west side of Littlerock Road. Littlerock Road also is anticipated to be a primary transit route in this area. It is important to provide a mixture of housing types close to these needed services.

A small unincorporated “island” located north of Linwood Avenue on the east side of Pioneer Street is also designated Single Family Residential Medium Density. This designation is appropriate because the site is already characterized by medium density single-family development and it is surrounded by land designated for medium density single-family development in the City of Tumwater Land Use Element.

A small area near 52nd Avenue west of Black Lake-Belmore Road is designated Single Family Residential Medium Density. The area contains existing development of this type and it should be allowed to in-fill with similar development. This area also will provide a transition between the multifamily development to the north and the low-density single-family development to the south. Because of the areas proximity to Black Lake, care should be taken in siting and design of future development. The Thurston County Shoreline Master Program includes guidelines for development in this area.

- **Multifamily Residential Medium Density (9-15 Dwelling Units Per Acre)**

An area located between Littlerock Road and Prine Road has been designated Multifamily Residential Medium Density. This area is close to the high school just west of Littlerock Road, and to a node of commercially designated land on the west side of Littlerock Road. Littlerock Road is anticipated to be a primary transit route in this area. It is important to provide a mixture of housing types close to these needed services. To accomplish this, Multifamily Residential Medium Density areas are interspersed with Single Family Residential Medium Density along this portion of Littlerock Road. This area already contains existing multifamily and mobile home park uses.

Where multifamily residential development abuts general commercial, landscaping, screening, and buffering should be used to protect the residential development from possible adverse impacts and to separate the different uses visually.

Several areas of the west side subarea have been designated Multifamily Residential Medium Density because of existing development. These areas include a parcel on the west side of Fairview Drive; and two areas on the west side of Black Lake-Belmore Road - one north of 52nd Avenue and one several hundred feet south of 52nd Avenue. The existing uses in these areas are established and should be allowed to continue.

All multifamily development in the subarea should be subject to the City of Tumwater *Citywide Design Guidelines*, which would assure compatibility of the development with the surrounding neighborhoods.

- **Mixed Use**

The area just south of the intersection of Tumwater Boulevard and Littlerock Road has been designated for mixed-use development. The Mixed Use designation would provide an opportunity to develop and infill this area in a way that provides for affordable housing close to needed services and quality community design. This designation is a continuation of the area to the north, which is designated Mixed Use in the City of Tumwater Land Use Element. It also reaffirms the recommendations of the City of Tumwater *Economic Development Plan* for mixed use, office and retail development on the west side of Interstate 5 near Tumwater Boulevard. A subarea plan was completed for this area by the City of Tumwater in 1997 and updated in both 2006 and 2013 to provide a more detailed plan for this area. The *Littlerock Road Subarea Plan* should be referenced for development, future land use, and transportation guidance for this area.

- **Neighborhood Commercial**

This designation is intended to provide small-scale commercial services to surrounding residential areas to help reduce automobile trips and enhance neighborhoods. In the western subarea, this designation has been applied to one location. It is located on the western side of the intersection of Black Lake-Belmore Road and 49th Avenue. There is currently a gas station and convenience store located on one of the two parcels with this designation. This use should be allowed to continue and expand to serve surrounding residential development, which is likely to increase in density in the future.

Commercial uses in these areas should be buffered from adjacent residential development, using landscaping, walls, or other appropriate means. The intent of this buffering is to ensure that residential areas are not adversely impacted by noise, light, or traffic that may be associated with commercial development.

- **General Commercial**

The only area designated General Commercial is east and south of Prine Road along the west side of Interstate 5. This designation will provide for retail and office development just south of the Interstate 5 and Tumwater Boulevard interchange, as recommended in the City of Tumwater *Economic Development Plan*. This designation takes advantage of the resource of the interchange and the freeway frontage provided in this area. Access to this area should be provided via a frontage road proceeding south from Tumwater Boulevard along the west side of Interstate 5 south to 93rd Avenue, possibly including part of Prine Road, as recommended by the *Economic Development Plan*.

The area west of Interstate 5 may have some areas with poor drainage. Special care should be taken during the development review process to mitigate stormwater drainage impacts adequately.

Care should be taken to ensure that commercial development is compatible with surrounding residential development. Commercial uses adjacent to residential uses should be screened and buffered to protect residences from adverse impacts. Existing trees and other vegetation with landscaping and aesthetic value should be preserved where practical.

The *Economic Development Plan* recommends that a frontage road be constructed to connect Tumwater Boulevard and Prine Road just west of Interstate 5. This road is envisioned to provide access to a mix of office and commercial uses in this area. It would also provide convenient freeway access to development with frontage on the west side of Interstate 5 along Prine Road.

- **Light Industrial**

The Light Industrial designation has been applied to the area along the west side of Interstate 5 south of the General Commercial area along Prine Road and the portion of this subarea east of Interstate 5. This designation is appropriate because of the City of Tumwater *Economic Development Plan*'s recommendations for improved access to Interstate 5, the New Market Industrial Campus, and the Olympia Regional Airport. This areas Interstate 5 frontage and flat topography are advantageous to light industrial development. It is close to the city limits, and can be served by municipal utilities in the near future.

The *Economic Development Plan* recommends industrial development for the Black Lake Boulevard area. The Light Industrial designation supports this recommendation in the area north and west of Black Lake Boulevard. This area is adjacent to a Light Industrial designated area within the city limits. It also is appropriate for this area because of its proximity to heavy industrial uses to the south such as the rock quarry operation.

- **Heavy Industrial**

The area west of Black Lake Boulevard contains an area that is presently being used for the mining of high quality basalt rock. The City of Tumwater Conservation Element identifies this area as being a mineral resource area classified as MRA-2. This classification is used by the Washington State Department of Natural Resources to identify areas where known mineral resources exist. Mineral extraction in this area should be allowed to continue in this area; thus, the Heavy Industrial designation has been applied to the portion of this area that is in the western subarea. An adjacent area inside the city limits is also designated Heavy Industrial.

As portions of the mineral resource area are mined, reclamation of the mined areas should take place. Lighter intensity industrial uses such as warehousing and light manufacturing should be encouraged to locate in reclaimed areas. During future updates to the Joint Plan, this area should be reexamined for potential redesignation to Light Industrial to provide for this transition of reclaimed areas.

- **Utilities**

There is a large BPA transmission station located on Trospen Road. The transmission lines branch out in several directions. Two of the large high voltage lines traverse the northern part of the subarea. These corridors should be designated Utilities. As is done inside the City, the underlying zoning can stay

the same. Future electrical facilities should be developed in accordance with the policies contained in the City of Tumwater Utilities Element.

- **Parks/Open Space**

The Parks/Open Space designation has been applied to areas subject to jurisdiction of the Thurston County Shoreline Management Act along the Black Lake Drainage Ditch, Black River, and Trosper Lake to achieve consistency with the Thurston County Shoreline Master Program. The shoreline regulations from the Thurston County Shoreline Master Program take precedence when they are more restrictive than local zoning regulations. The Thurston County Shoreline Master Program should be referenced for more specific land use recommendations and regulations for these areas.

A large area on the east shore of Black Lake near the intersection of 66th Avenue and Fairview Drive has been designated Parks/Open Space. The southernmost lot is owned by Thurston County has been developed as a County park (Kenneydell Park). Because of the existing park use, the Parks/Open Space designation is appropriate for this area. The remainder of the area is owned and occupied by a church camp organization.

Just to the south along Fairview Drive is a single lot that is operated by the State of Washington as a public boat ramp. Therefore, it is designated for Parks/Open Space use.

The floodplain of Percival Creek is designated Parks/Open Space, consistent with the goals, policies, and actions of the Joint Plan. The floodplain boundary has been determined using the Flood Insurance Rate maps produced by the Federal Emergency Management Agency. The intent of the Joint Plan and its future land use map is to designate as Parks/Open Space those areas within the one-percent floodplain. Surveys and other additional information used during implementation of the Joint Plan may more precisely locate the one-percent floodplain boundary. Areas that are not within the one-percent floodplain would receive the adjacent land use designation shown on the Joint Plan Future Land Use Map.

Because of the dynamic nature of Percival Creek and the environmental benefits it provides, most development is inappropriate in its floodplain. This designation will provide for uses that are compatible with the river floodplain, such as parks and other recreational uses, existing agricultural uses, and other uses involving primarily open space.

4. LANDS FOR PUBLIC PURPOSES

4.1 Background

This chapter addresses two elements required by the Growth Management Act: Lands for Public Purposes and Essential Public Facilities that are found in the City of Tumwater Comprehensive Plan as the Lands for Public Purposes Element. The main goal of the element is to determine the need for public facilities in the City of Tumwater and the Joint Plan area for the 20-year planning period and to provide a process for identifying and siting public facilities that are necessary, but are typically difficult to site.

The element meets the Growth Management Act requirements for the current city limits and the Joint Plan area. The element, as amended, is hereby incorporated as the Lands for Public Purposes Element of the Joint Plan by reference and as Appendix D in the City of Tumwater Joint Plan Element of the Thurston County Comprehensive Plan.

4.2 Summary

The City of Tumwater Lands for Public Purposes Element is divided into four chapters.

Chapter 1 describes federal, state, and city regulations that affect the element as well as the foundational documents that were used to create the element.

Chapter 2 is an inventory of capital facilities that already exist in the City of Tumwater and the Joint Plan area.

Chapter 3 outlines the process for siting and expanding essential public facilities.

Chapter 4 lists the goals, policies, and actions that the City of Tumwater has created to improve essential public facilities.

5. UTILITIES

5.1 Background

The Growth Management Act of 1990 required a “...utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunications lines, and gas lines.” The City of Tumwater Comprehensive Plan contains a Utilities Element that fulfills this requirement. Staff in cooperation with the affected utilities drafted this element, which addresses the City of Tumwater and the area being addressed by the Joint Plan. The element, as amended, is hereby incorporated as the Utilities Element of the Joint Plan by reference. It is also included as Appendix E in the City of Tumwater Joint Plan Element of the Thurston County Comprehensive Plan.

5.2 Summary

The City of Tumwater Utilities Element is divided into eight chapters.

Chapter 1 describes federal, state, and city regulations that affect the element as well as the foundational documents that were used to create the element.

Chapters 2 to 5 are inventories of natural gas, electricity, utility pipelines, and telecommunication facilities and providers with system analyses describing pricing and usage trends.

Chapter 6 provides employment, population, and housing forecasts and policies to meet future demand.

Chapter 7 discusses the potential impacts of climate change upon utility provision and usage.

Chapter 8 lists the goals, policies, and actions that the City of Tumwater has created to improve the efficiency of utility provision.

6. HOUSING

6.1 Introduction

The Growth Management Act requires a housing plan that makes available adequate affordable housing for all economic segments of the City of Tumwater. The City of Tumwater Comprehensive Plan contains a Housing Element that fulfills this requirement. It was in many ways a difficult element of the Comprehensive Plan to prepare because many facets of the Growth Management Act, such as critical areas protection, impact fees, and concurrency requirements, do not tend to make housing more affordable. In addition, there are limited avenues available to a municipality to influence the price of housing. The element examines all known methods available to a local government to reduce the price of housing and recognizes that the provision of housing is primarily provided by the private sector; therefore, market forces mainly influence housing prices.

The element addresses the entire City of Tumwater urban growth area, including the current city limits and the Joint Plan area. The City of Tumwater Housing Element, as amended, is hereby incorporated as the Housing Element of the Joint Plan by reference. It is also included as Appendix F in the City of Tumwater Joint Plan Element of the Thurston County Comprehensive Plan.

6.2 Summary

The City of Tumwater Housing Element is divided into nine chapters.

Chapter 1 describes federal, state, and city regulations that affect the element, foundational documents that were used to create the element, the definition of affordable housing used in the document, goals, and the review and amendment process for the element.

Chapters 2 and 3 outline the existing housing distribution and investment profile in the City of Tumwater and the Joint Plan area.

Chapter 4 assesses affordable housing needs, homelessness issues, and the private and public entities that provide subsidized housing.

Chapter 5 lists the goals, policies, and actions that the City of Tumwater has created to support and improve the existing housing stock as well as the generation of new housing.

Chapter 6 is a regulatory barrier assessment for the provision of affordable housing.

Chapter 7 examines citywide housing needs including the needs of middle and upper class housing.

Chapter 8 identifies sufficient land for a variety of housing types over the next 20 years and analyzes current vacancy rates for housing.

Chapter 9 provides several solutions to meet housing needs for both the current and future population of the City of Tumwater and the Joint Plan area.

7. PARKS, RECREATION, AND OPEN SPACE

7.1 Background

The *Parks, Recreation, and Open Space Plan* is an optional component of the City of Tumwater Comprehensive Plan prepared under the provisions of the Growth Management Act of 1990. The City of Tumwater adopted the *Parks, Recreation, and Open Space Plan* in 1998 and amended the plan in 2004, 2008, and 2016. It fulfills the requirements of Growth Management Act, and all elements required by the Washington State Interagency Committee for Outdoor Recreation.

The *Parks, Recreation, and Open Space Plan* contains goals and policies that will preserve, acquire, develop, operate, and maintain a coordinated series of components that consolidates and includes parks, recreation, open space, and non-motorized trails within the document. The goals of the *Parks, Recreation, and Open Space Plan* include:

- Creating 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.
- Developing 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.
- Developing 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.
- Developing a high quality, diversified park system that preserves significant historical opportunity areas and features.
- Developing a community-based arts program that highlights the fine, visual, performing, and applied arts for social, cultural, economic, health, educational, and psychological benefits.
- Taking 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 the *Parks, Recreation, and Open Space Plan*. An example is the City of Tumwater's recent partnership with Garden Raised Bounty at the City of Tumwater Linwood property.

The *Parks, Recreation, and Open Space Plan* coordinates the existing and proposed resources of the City of Tumwater, Washington State Department of Fish and Wildlife and General Administration, Thurston County, Tumwater School District, Boys and Girls Club, YMCA, Olympia-Tumwater Foundation, Valley Athletic Center, and numerous other public, non-profit, and private facility providers and user groups.

The *Parks, Recreation, and Open Space Plan* outlines policies for coordinating public, non-profit, and private lands and facilities, as well as recreational program services to increase public access but avoid duplication or dilution of program resources.

The *Parks, Recreation, and Open Space Plan* addresses the entire City of Tumwater urban growth area, including the current city limits and the Joint Plan area. The plan, as amended, is hereby incorporated as the Parks, Recreation, and Open Space Element of the Joint Plan by reference. It is also included as Appendix G in the City of Tumwater Joint Plan Element of the Thurston County Comprehensive Plan.

8. ECONOMIC DEVELOPMENT

8.1 Summary

The 2010 City of Tumwater *Economic Development Plan*, updated in 2019, identifies the 20-year projected economic development needs in the City of Tumwater and the Joint Plan area. The *Economic Development Plan* provides for economic and employment growth.

The Economic Development Plan contains goals and policies for the City of Tumwater and the Joint Plan area that implements and is consistent with the other elements of the Joint Plan. The *Economic Development Plan*, as amended, is hereby incorporated as the Economic Development Plan Element of the Joint Plan by reference. It is also included as Appendix I in the City of Tumwater Joint Plan Element of the Thurston County Comprehensive Plan.

9. TRANSPORTATION

9.1 Summary

The City of Tumwater *Transportation Plan* identifies the 20-year projected transportation needs in the City of Tumwater and the Joint Plan area. The *Transportation Plan* provides for an overall balanced transportation system including major roadway improvements as well as better transit and non-motorized alternatives.

Federal and state planning regulations require a coordinated planning program for regional transportation systems and facilities throughout the state. Regional transportation plans are required and have been developed by the Thurston Regional Planning Council. A transportation plan is also required, which must be coordinated with and be consistent with the regional plan.

The *Transportation Plan* is consistent with the regional transportation plan. It presents a future, comprehensive transportation system for the City of Tumwater and the Joint Plan area that implements and is consistent with the other elements of the Joint Plan. The City of Tumwater *Transportation Plan*, as amended, is hereby incorporated as the Transportation Element of the Joint Plan by reference. It is also included as Appendix H in the City of Tumwater Joint Plan Element of the Thurston County Comprehensive Plan.

10. PUBLIC FACILITIES AND SERVICES

10.1 Introduction

This chapter identifies the 20-year projected needs for public facilities and services in the Joint Plan area. The Growth Management Act identifies cities as the preferred provider of public services within urban growth boundaries; therefore, the City of Tumwater should be the long-term public service provider within the urban growth area, which includes the City and the Joint Plan area.

Currently, most of the Joint Plan area receives rural levels of public services from a variety of service providers. Existing public facilities and services are described in Chapter 2, Description of Joint Plan Area, and are listed in more detail in the *Capital Facilities Plans* for the City of Tumwater and Thurston County. As this area makes the transition from a rural to urban level of development, public facilities and services also should shift to urban levels. Many of these urban services will ultimately be provided by the City of Tumwater.

The Growth Management Act requires that a *Capital Facilities Plan* be prepared as an element of each affected local government's comprehensive plan. Both the City of Tumwater and Thurston County have adopted a *Capital Facilities Plan* as part of their Comprehensive Plans. These *Capital Facilities Plans* are updated by each jurisdiction. These two jurisdictions coordinate the development of their respective *Capital Facilities Plans* in order to ensure that the appropriate level of public facilities and services for which they are responsible is provided.

This chapter includes goals and policies for the provision of public facilities and services in the Joint Plan area. This chapter is *not* the Capital Facilities Plan Element of either the City of Tumwater or Thurston County's Comprehensive Plan. Both jurisdictions have adopted a *Capital Facilities Plan* as a separate element of their Comprehensive Plans. The goals and policies of this chapter supplement the City of Tumwater or Thurston County's *Capital Facilities Plan* goals and policies.

Additionally, they serve to define the action plan for implementing the Joint Plan recommendations found in Chapter 11, Implementation. The goals and policies of this section and actions in Chapter 11, Implementation, should be looked at in conjunction with Chapter 3, Land Use, Section 3.2, Goals and Policies, and Subsection 3.5.1, Definitions and Criteria for Land Use Designations. These are meant to work together as a whole.

10.2 Goals and Policies

GOAL #1

Provide public involvement in all phases of public facilities and services planning.

Policies:

- 1.1 Encourage active citizen and community participation throughout the process of developing and adopting a *Capital Facilities Plan*.
- 1.2 Seek active public involvement during updates of the Joint Plan and other plans that address the provision of public facilities and services.

GOAL #2

Prepare public service plans and construct facilities to support planned growth.

Policies:

- 2.1 Coordinate with Thurston Regional Planning Council and other service providers to identify areas of shared need for public facilities.
- 2.2 Ensure concurrency with City of Tumwater, Thurston County, and regional plans to provide the most efficient array of services.
- 2.3 Follow the requirements of County-Wide Planning Policy V and RCW 36.70A.200 when siting new facilities and improve the process whenever possible.
- 2.4 Correctly time and size public utility services to provide adequate growth capacity and to avoid expensive remedial action.
- 2.5 Ensure that public utility and service plans, including the City of Tumwater and Thurston County *Capital Facilities Plans*, are consistent with the Joint Plan.
- 2.6 Review the Joint Plan, land use designations, and zone districts when designating urban levels of land uses against adopted long-range plans for public utilities to ensure that urban levels of utilities are feasible.
- 2.7 Provide the extension of services and construction of public capital facilities at levels consistent with development intensity identified in the Joint Plan.

- 2.8 Phase public utility services within the Joint Plan area outward from the urbanizing core as that core becomes substantially developed to concentrate urban growth and infilling.
- 2.9 Coordinate the City of Tumwater and Thurston County *Capital Facilities Plans* for the Joint Plan area.
- 2.10 Support school districts with the creation of new facilities to accommodate growing student populations.
- 2.11 Establish and maintain mechanisms and procedures to ensure that new school facilities are coordinated with growth and their impacts on roads and neighboring uses are considered. All development proposals should consider enrollment impacts on schools.
- 2.12 Coordinate future economic activity with planning for public facilities and services.
- 2.13 Integrate satellite water and sewage disposal systems into the water and sewer plans of the City of Tumwater and Thurston County to maximize water source development and to ease the transitions to the municipal utility systems.
- 2.14 Support actions to expand and improve the multimodal transit network in the Joint Plan area.
- 2.15 Improve waste management services and decrease waste production in the Joint Plan area.
- 2.16 Support addressing citizen and community requests for public facilities in line with the City of Tumwater's *Parks, Recreation, and Open Space Plan* in the Joint Plan area.

GOAL #3

Follow procedures to mitigate adverse impacts on the environment and other public facilities and services, when designing and locating public facilities and services.

Policies:

- 3.1 Impacts on water resources, drainage systems, natural habitat, geologically hazardous areas, other sensitive areas, and transportation

systems by proposed public facilities improvements should be considered and adverse impacts avoided or mitigated.

- 3.2 Site public facilities with the least disruption of natural habitat, floodplains, wetlands, geologically hazardous areas, resource lands, and other environmentally sensitive areas.
- 3.3 Promote efficient and joint use of facilities with neighboring governments and communities through such measures as interlocal agreements and negotiated use of privately and publicly owned lands or facilities, such as open space, stormwater facilities, or government buildings.
- 3.4 Explore regional funding strategies for capital facilities to support Comprehensive Plans developed under the Growth Management Act.
- 3.5 Develop agreements between the City of Tumwater and Thurston County addressing the planning and financing of capital facilities in the Joint Plan area as annexations occur.
- 3.6 Coordinate City of Tumwater and Thurston County utilities review during land use project permit review.

GOAL #4

Provide public facilities and services consistent with adopted growth management Comprehensive Plans, public facility and service plans, interlocal agreements and other adopted policies.

Policies:

- 4.1 Provide public utilities and services consistent with adopted County-Wide Planning Policies.
- 4.2 Allow municipal sewer and water service to be extended to serve development within the urban growth boundary, consistent with the City of Tumwater Annexation Policies.
- 4.3 Coordinate the updating of City of Tumwater and Thurston County's *Capital Facilities Plans* consistent with the other elements of adopted City of Tumwater and Thurston County Comprehensive Plans to ensure that appropriate new facilities are provided as development occurs.

GOAL #5

Consider all factors and impacts in determining appropriate methods for providing needed public facilities and services.

Policies:

- 5.1 Determine wastewater disposal methods by considering all factors, such as environmental impacts, long-term effects, technical feasibility, cost effectiveness, and especially the maintenance and improvement of water quality.
- 5.2 Monitor the functioning of on-site sewage systems by Thurston County and require that they be maintained in a condition that will assure their longevity, protect public health, and prevent contamination of surface and groundwater.
- 5.3 Provide drinking water service inside the Joint Plan area by the City of Tumwater through coordinated water system planning.
- 5.4 Coordinate with other jurisdictions that share stormwater drainage basins to provide stormwater facilities and related management programs to protect surface and groundwater quality and habitat, prevent chronic flooding from stormwater, maintain natural stream hydrology, and protect aquatic resources.

10.3 Projected Needs for Public Facilities and Services

Projections for additional public facilities and services that are needed to serve the Joint Plan area over the 20-year period are located in both the City of Tumwater and Thurston County Capital Facilities Plan.

10.3.1 General Governmental

The General Governmental category of facilities and services includes parks and recreation, police, fire, public buildings, and public schools. Parks and recreation facilities need to serve the Joint Plan area over the 20-year planning period are shown in the *Parks, Recreation, and Open Space Plan*, which is summarized in Chapter 7, Parks, Recreation, and Open Space. Facility needs for police, fire, and public buildings and schools are described in the City of Tumwater Lands for Public Purposes Element, which is summarized in Chapter 4, Lands for Public Purposes.

10.3.2 Potable Water

Drinking water related projects are described in detail in the City of Tumwater *Water System Plan*. The *Water System Plan* may undergo periodic updates in the future.

10.3.3 Sanitary Sewer

Sewer related projects are described in more detail in the City of Tumwater *Sanitary Sewer Comprehensive Plan*. The *Sanitary Sewer Comprehensive Plan* may undergo periodic updates in the future.

10.3.4 Stormwater

Development occurring in the Joint Plan area must meet the standards and requirements contained in the Thurston County *Drainage Design and Erosion Control Manual*. Additional facilities projected to be needed to serve parts of the Joint Plan area may be contained in the City of Tumwater *2002 Comprehensive Stormwater Implementation Program Plan* and the *Percival Creek Comprehensive Drainage Basin Plan*, which was developed jointly by the Cities of Tumwater and Olympia and Thurston County. The *Comprehensive Stormwater Implementation Program Plan* may undergo periodic updates in the future. In accordance with State law, low impact development standards were integrated into the Thurston County *Drainage Design and Erosion Control Manual*.

10.3.5 Transportation

Projected needs for roads and other transportation facilities and services are described in Chapter 9, Transportation.

11. IMPLEMENTATION

Successful implementation of the concepts, goals, and policies of the Joint Plan may require changes in regulations, procedures, programs, capital investments, and other activities on the part of Thurston County and/or the City of Tumwater. This chapter lists actions identified by these two jurisdictions, which may be changes from existing practice, to achieve the stated goals and policies of the Joint Plan as found in Section 3.2, Goals and Policies. Each implementation action is briefly described with reference to the corresponding policy or recommendation in the Joint Plan that it addresses. For each action, the jurisdiction primarily responsible for its implementation is identified. Where both jurisdictions are identified, the action should be a cooperative effort.

11.1 Implementation Actions Tables

Notes for Figures 19 through 25:

1. “X” indicates who the responsible jurisdiction is for the implementation item. If there is an “X” under both the City of Tumwater and Thurston County, responsibility is shared.
2. The words “Ongoing” or “Completed” indicate the status of the implementation item.

11.1.1 Comprehensive Planning Actions

Numbering in Figure 19 is for reference only, no priority is assigned by the numbers.

Figure 18. Comprehensive Planning Implementation Actions

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
1	Continue to review and, as appropriate, revise the Joint Plan to ensure consistency and to address changing conditions.	Section 3.2, Goal #1, Policies 1.1 and 1.4	X Ongoing	X Ongoing
2	Continue to review and, as appropriate, revise existing City of Tumwater and Thurston County plans to ensure consistency with the Joint Plan.	Section 3.2, Goal #1, Policy 1.4	X Ongoing	X Ongoing

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
3	Continue to review and, as appropriate, revise land use designations in the Joint Plan area to allow for greater mix of uses and densities to support efficient provision of services.	Section 3.2, Goal #1, Policies 1.1, 1.2, and 1.4	X Ongoing	X Ongoing
4	Implement the County-Wide Planning Policies.	Section 3.2, Goal #1, Policy 1.1 and Goal #2, Policy 2.2	X Ongoing	X Ongoing
5	Implement specific Sustainable Thurston goals identified in the City of Tumwater Land Use Element Section 1.6, Sustainable Thurston Goals.	Section 3.2, Goal #1, Policy 1.2; and Goal #2, Policy 2.8; and Goal #5, Policy 5.2	X Ongoing	X Ongoing
6	Coordinate the implementation of the goals and associated policies and actions the City of Tumwater and Thurston County <i>Parks, Recreation, and Open Space Plans</i> .	Section 3.2, Goal #1, Policy 1.4; Goal #5, Policy 5.12; and Goal #7, Policies 7.1 through 7.4 Section 10.2, Goal #2, Policy 2.16 and Goal #3, Policy 3.3	X Ongoing	X Ongoing

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
7	Implement goals and associated policies and actions of the City of Tumwater Economic Development Element.	Section 3.2, Goal #1, Policy 1.4; Goal #2, Policies 2.7; and Goal #10, Policies 10.1 and 10.14 Section 10.2, Goal #2, Policy 2.12	X Ongoing	X Ongoing
8	Implement the actions of the <i>Thurston Climate Mitigation Plan</i>	Section 3.2, Goal #8, Policy 8.6	X Ongoing	X Ongoing
9	Implement the goals, objectives, policies of the <i>Tumwater Urban Forestry Management Plan</i>	Section 3.2, Goal #8, Policy 8.7	X Ongoing	X Ongoing
10	Continue to review and, as appropriate, revise the Memorandum of Understanding between the City of Tumwater and Thurston County addressing Joint Plan area Zoning and Development Standards so that it remains current for the Joint Plan area.	Section 3.2, Goal #1, Policy 1.9	X Ongoing	X Ongoing

11.1.2 Urban Growth Boundaries and Annexations Actions

Numbering in Figure 20 is for reference only, no priority is assigned by the numbers.

Figure 19. Urban Growth Boundaries and Annexations Implementation Actions

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
1	Continue to review and, as appropriate, revise urban growth boundaries.	Section 3.2, Goal #1, Policies 1.1, 1.2, and 1.4 and Goal #2, Policy 2.4	X Ongoing	X Ongoing
2	Continue Thurston County zoning consistent with the Joint Plan for annexed properties for at least one year following an annexation.	Section 3.2, Goal #2, Policy 2.5	X	
3	Continue land use designations shown on the Joint Plan Land Use Map for annexed properties for at least one year following annexation.	Section 3.2, Goal #2, Policy 2.5	X	
4	Limit annexations to those areas that lie completely within the urban growth boundary established in the Joint Plan and which are consistent with the policies of the Joint Plan.	Section 3.2, Goal #2, Policy 2.5	X Ongoing	X Ongoing

11.1.3 Comprehensive Plan Land Use Designations Actions

Numbering in Figure 21 is for reference only, no priority is assigned by the numbers.

Figure 20. Comprehensive Plan Land Use Designations Implementation Actions

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
1	Revise Thurston County land use designations and zone districts to be compatible with the future land use designations shown on the Joint Plan Land Use Map.	Section 3.2, Goal #1, Policies 1.4, 1.6, and 1.7		X
2	Apply the Utilities land use designation to power line substations and transmission corridors and natural gas and fuel transmission pipeline corridors to protect life and property, prevent incompatible development, and to notify nearby property owners of its existence.	Section 3.2, Goal #1, Policy 1.4		X
3	Replace the Shoreline Environment land use designation with the Parks/Open Space land use designation. ¹⁰	Section 3.2, Goal #1, Policies 1.4, 1.6, and 1.7		X
4	Refine and update the Neighborhood Commercial land use designation and zone district to reflect changing conditions and market realities.	Section 3.2, Goal #1, Policies 1.4 and 1.7; and Goal #10, Policy 10.10	X	X

11.1.4 Public Involvement Actions

Numbering in Figure 22 is for reference only, no priority is assigned by the numbers.

¹⁰ In 2016, City of Tumwater replaced the Shoreline Environment designation with the Parks/Open Space designation in the Land Use Element of the City of Tumwater Comprehensive Plan. This change does not affect the application of rules and regulations of the Thurston County Shoreline Master Program in the Urban Growth Area.

Figure 21. Public Involvement Implementation Actions

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
1	Continue public involvement in the Joint Plan update process so decisions reflect general community goals and are sensitive to the interests of affected parties.	Section 3.2, Goal #1, Policy 1.3	X Ongoing	X Ongoing
		Section 10.2, Goal #1, Policies 1.1 and 1.2		
2	Involve neighborhoods when conducting area planning, answer questions up front, and encourage sharing of ideas and information with the goal of creating clarity and predictability about outcomes.	Section 3.2, Goal #1, Policy 1.3	X Ongoing	X Ongoing
		Section 10.2, Goal #1, Policies 1.1 and 1.2		

11.1.5 Capital Facilities Actions

Numbering in Figure 23 is for reference only, no priority is assigned by the numbers.

Figure 22. Capital Facilities Implementation Actions

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
1	Make capital budget decisions in conformance with the Joint Plan in accordance with RCW 36.70A.120.	Section 3.2, Goal #1, Policy 1.4 and Goal #3, Policy 3.1	X Ongoing	X Ongoing
		Section 10.2, Goal #2, Policy 2.2		

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
2	Ensure that the <i>Capital Facilities Plans</i> can be implemented through the Joint Plan projected land use densities and direction in the Joint Plan Lands for Public Purpose Element.	Section 3.2, Goal #1, Policy 1.4 and Goal #3, Policy 3.1	X Ongoing	X Ongoing
3	Participate in an annual joint capital facilities planning process to ensure the provision of adequate facilities and services for projected growth, as identified in the Joint Plan.	Section 3.2, Goal #1, Policy 1.4 and Goal #3, Policy 3.1 Section 10.2, Goal #4, Policy 4.3	X Ongoing	X Ongoing
4	Allow public sewer and water service to be extended, consistent with the City of Tumwater Annexation Policies, to serve development within the urban growth boundary. ¹¹	Section 3.2, Goal #2, Policy 2.5 and Goal #3, Policies 3.1, 3.4, and 3.5	X Ongoing	X Ongoing
5	In consultation with the LOTT partners, develop a program to connect developments that are on septic systems to LOTT's sewerage treatment system to reduce impacts to groundwater and surface water quality.	Section 3.2, Goal #3, Policies 3.2 and 3.6 Section 10.2, Goal #5, Policy 5.1	X Ongoing	X Ongoing

¹¹ Extensions beyond the urban growth boundary shall only be allowed when they meet the conditions specified in the Thurston County Sewerage General Plan and implementing agreement and the Thurston County Coordinated Water System Agreement, respectively. Water systems and community on-site sewage systems in the City of Tumwater Joint Plan area that the City of Tumwater agrees to own and operate should conform to adopted utility plans and standards.

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
6	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.	Section 3.2, Goal #5, Policies 5.11 and 5.14 Section 10.2, Goal #2, Policy 2.14	X Ongoing	X Ongoing
7	Encourage reuse and recycling to minimize solid waste production in the City.	Section 10.2, Goal #2, Policy 2.15	X Ongoing	X Ongoing
8	Coordinate with local school districts to arrange the acquisition of land for new school facilities.	Section 10.2, Goal #2, Policies 2.10 and 2.11	X Ongoing	X Ongoing
9	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, connections to surrounding neighborhoods, and the zoning of the surrounding area.	Section 10.2, Goal #2, Policies 2.10 and 2.11	X Ongoing	X Ongoing
10	Create facilities the public has identified as needs in surveys and public comment.	Section 3.2, Goal #1, Policy 1.3 Section 10.2, Goal #1, Policies 1.1 and 1.2; and Goal #2, Policy 2.16	X Ongoing	X Ongoing

11.1.6 Zoning and Development Regulations Planned Actions

Numbering in Figure 24 is for reference only, no priority is assigned by the numbers.

Figure 23. Planned Zoning and Development Regulations Implementation Actions

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
1	Continue to review and, as appropriate, revise Thurston County development regulations to ensure implementation of Joint Plan policies and recommendations to become consistent with the Tumwater Municipal Code by adopting the list of amendments to the Thurston County Code found in Figure 25, Recommended Changes to the Thurston County Code for Consistency with the Tumwater Municipal Code below.	Section 3.2, Goal #1, Policies 1.4 and 1.7		X
2	Continue to review and, as appropriate, revise zone districts and land use regulations in the Join Plan area to allow for greater mix of uses and densities to support efficient provision of services.	Section 3.2, Goal #1, Policies 1.4 and 1.7	X Ongoing	X Ongoing
3	Adopt the City of Tumwater open space dedication requirements to make certain that areas of developments dedicated to open space provide the functions intended.	Section 3.2, Goal #1, Policy 1.4 and Goal #7, Policies 7.1 and 7.2		X
4	Adopt Mixed Use zone district and standards.	Section 3.2, Goal #1, Policy 1.7		X

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
5	Implement Thurston County zoning regulations that require properties designated for residential land uses within the Joint Plan area to be configured so those areas may eventually infill at urban densities.	Section 3.2, Goal #1, Policy 1.7 and Goal #2, Policies 2.1 and 2.2		X
6	Expand the countywide transfer of development rights program.	Section 3.2, Goal #2, Policy 2.3	X	X
7	Continue to review and, as appropriate, revise the Tumwater Municipal Code and Thurston County Code to provide sufficient land for manufactured housing as affordable housing and an alternative construction method in accordance with the Growth Management Act.	Section 3.2, Goal #1, Policy 1.7 and Goal #4, Policies 4.3 and 4.6	X Ongoing	X Ongoing
8	Adopt or reference the City of Tumwater <i>Citywide Design Guidelines</i> .	Section 3.2, Goal #1, Policy 1.7; Goal #2, Policy 2.6; and Goal #10, Policy 10.6		X
9	Coordinate critical areas regulations to make them as consistent as possible within the Joint Plan area and to all portions of natural features that form the urban growth boundary, such as the Deschutes River, Black Lake, and the Salmon Creek Basin.	Section 3.2, Goal #1, Policy 1.7; Goal #6, Policies 6.8 and 6.11; and Goal #8, Policy 8.5	X Ongoing	X Ongoing

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
11	Incorporate the development review process within the <i>Salmon Creek Comprehensive Drainage Basin Plan</i> into the City of Tumwater and Thurston County development codes.	Section 3.2, Goal #1, Policy 1.7; Goal #6, Policies 6.5 and 6.11	X Ongoing	X Ongoing
12	Review, inventory, and, as appropriate, periodically update critical area maps and regulations for the Joint Plan area. ¹²	Section 3.2, Goal #1, Policy 1.7; Goal #6, Policy 6.11; and Goal #8, Policy 8.5 Section 10.2, Goal #3, Policies 3.1 and 3.2	X Ongoing	X Ongoing
13	Consider measures to allow and encourage farm stands supplying fresh food in residential areas.	Section 3.2, Goal #1, Policy 1.7	X Ongoing	X Ongoing

¹² This includes addressing:

1. Geologically hazardous areas
 - a. Erosion hazard areas
 - b. Landslide hazard areas
 - c. Mine hazard areas
 - d. Seismic hazard areas
 - e. Volcanic hazard areas
2. Aquatic hazard areas
 - a. Floodways
 - b. Floodplains, one-percent
 - c. Floodplains, 0.2 percent
3. Wetlands
4. Protected fish and wildlife habitat areas
5. Aquifer recharge areas
6. Wellhead protection areas
7. Shoreline management areas
8. Groundwater flooding in the Salmon Creek Basin and other areas that experience groundwater flooding

#	Implementation Action	Joint Plan Policy Basis	Responsible Jurisdiction and Status	
			City of Tumwater	Thurston County
14	Consider measures to encourage the creation of healthy corner stores within residential areas.	Section 3.2, Goal #1, Policy 1.7	X Ongoing	X Ongoing
15	Amend Thurston County Code to regulate land uses within the Airport Hazard Overlay to ensure they are compatible with the Olympia Regional Airport activities and protect the health and safety of employees and residents in this area. ¹³	Section 3.2, Goal #1, Policies 1.4, 1.5, and 1.7; and Goal #13, Policies 13.1 through 13.3		X

11.1.7 Recommended Amendments to Thurston County Code

Numbering in Figure 25 is for reference only, no priority is assigned by the numbers.

Figure 24. Recommended Changes to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
1	Adopt or reference Chapter 16.08 Tumwater Municipal Code, Protection of Trees and Vegetation within Title 22, Tumwater Urban Growth Zoning, Thurston County Code.

¹³ These actions include:

- Prohibiting structures and trees from penetrating airspace surfaces as defined by Title 14 of the Code of Federal Regulations Part 77, except as necessary and incidental to airport operations
- Determining appropriate land uses and the intensity of land uses that are compatible with airport and aviation uses. Consider methods for developing contiguous open space areas within the Airport Hazard Overlay Zone that provide functional open space needs for aircraft in cases of an emergency. Open space areas should be large and contiguous to other open space areas
- Requiring a note to be recorded with the Thurston County Auditor for each lot when subdivision, short subdivision, binding site plan, building permit or other development activity is located within the Airport Hazard Overlay Zone stating that the property is located within the Airport Hazard Overlay Zone in which a variety of aviation activities occurs. Such activities may include but are not limited to noise, vibration, chemicals, odors, hours of operation, and other associated activities.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
2	Allow manufactured and modular housing in all single-family residential zones and in mobile home parks.
3	Adopt or reference O2020-015 Park & Open Space Amendments. Amending park and open space requirements.
4	Adopt or reference O2020-005 Affordable Housing Text Amendments. Various code amendments related to housing.
5	Adopt or reference O2020-004 Urban Forestry Management Plan. Adoption of the Plan goals, objectives, policies, and actions for the urban forest.
6	Adopt or reference O2020-003 2020 Annual Housekeeping Development Code Amendments. Various minor code amendments.
7	Adopt or reference O2019-020 Food Truck Regulations. Amending code to establish regulations for location of food trucks.
8	Adopt or reference O2019-019 Truck Stop Zoning. Amending code to establish regulations for the location of truck stops.
9	Adopt or reference O2019-007 2019 Development Code Housekeeping Amendments. Various minor code amendments.
10	Adopt or reference O2019-001 Aquifer Protection and Aquifer Protection Overlay amendments. Amendments to Tumwater Municipal Code Chapters 16.24 and 18.39 to reflect best available science.
11	Adopt or reference O2018-029 2018 Neighborhood Commercial Zoning Code Amendments. Amendments to update regulations within the Neighborhood Commercial Zone District.
12	Adopt or reference O2018-010 Wellhead Protection Update. Amendments to Tumwater Municipal Code to Chapter 18.26 to reflect best available science.
13	Adopt or reference O2018-007 2018 Annual Housekeeping Development Code Amendments. Various minor code amendments.
14	Adopt or reference O2017-023 Warehouse Standards, Amendments to Tumwater Municipal Code Title 18 governing the location and development standards for warehouse uses.
15	Adopt or reference O2017-022 2017 Annual Housekeeping Development Code Amendments. Various minor code amendments.
16	Adopt or reference O2017-021 Light Industrial Zone District Setbacks. Amendments to Tumwater Municipal Code Chapter 16.24 to update setbacks within the Light Industrial zone district.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
17	Adopt or reference O2017-019 Drive Through Standards. Amendments to Title 18 Zoning to update the standards for drive through uses.
18	Adopt or reference O2017-018 Wetland Ratings Update. Amendments to Tumwater Municipal Code Chapter 16.28 to reflect best available science.
19	Adopt or reference O2017-017 Business Park Zone District Repeal. Amendments to remove the Business Park zone district from the municipal code.
20	Adopt or reference O2017-014 Beekeeping. Amendments to the municipal code regarding beekeeping.
21	Adopt or reference O2017-007 Sign Code Amendments. Amendments to Tumwater Municipal Code Chapter 18.44.
22	Adopt or reference O2017-003 RSR Residential/Sensitive Resource Zone District Amendments. [Tumwater Municipal Code 18.08.050] Support agricultural uses on large lots in the RSR Residential/Sensitive Resource Zone District.
23	Adopt or reference O2017-002 Cottage Housing. Title 18, Zoning, Tumwater Municipal Code, and creating a new chapter entitled "Chapter 18.51 Cottage Housing" in the Tumwater Municipal Code.
24	Adopt or reference O2016-024 Amendments to Title 16, Environment, and Chapter 17.04, Definitions, Tumwater Municipal Code, Critical Area Regulations Update. Amend Title 16, Environment, Chapter 17.04, Definitions, and Chapter 18.39, AQP Aquifer Protection Overlay, Tumwater Municipal Code to be consistent with State law as required by the Growth Management Act.
25	Adopt or reference O2016-023 Airport Related Industry, Amendments to Chapter 18.34, Airport Related Industry, Tumwater Municipal Code. Replaced the <i>Port of Olympia Airdustrial Park Land Use Plan</i> with the 2011 <i>Port of Olympia Development Guidelines</i> and adopted the City of Tumwater <i>Citywide Design Guidelines</i> .
26	Adopt or reference O2016-022. Preliminary land division approval time periods adjusted to be consistent with changes in state law.
27	Adopt or reference O2016-021. Impact fee expenditure time limits moved from six years to ten years to be consistent with changes in state law.
28	Adopt or reference O2016-010 Plat extensions for <i>Habitat Conservation Plan</i> affected properties.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
29	Adopt or reference O2016-013. Apply the City of Tumwater <i>Citywide Design Guidelines</i> and Development Standards for all types of development in the Joint Plan area.
30	Adopt or reference O2014-008 Off-Street Parking.
31	Adopt or reference O2013-013 Marijuana – locations and definitions, etc.
32	Adopt or reference O2012-007 Liquor sales.
33	Adopt or reference O2011-006 Drive through use standards. Tumwater Municipal Code 18.43.075 has been changed to Tumwater Municipal Code 18.43.020. Queuing area requirements were modified as well.
34	Adopt or reference O2011-014 Homeless Encampments. Extend time in one place from 90 to 180 days.
35	Adopt or reference O2010-029 Urban Agriculture (chickens, bees, goats, fences, etc.)
36	Adopt or reference O2010-015. Electric Vehicle Infrastructure added to most zones as a permitted or accessory use. Definition added also. RCW 35A.63.
37	Adopt or reference O2010-005. Add Townhouses and row houses as a permitted use in the MFH Multifamily High Density Residential zone district (no longer any MFH Multifamily High Density Residential in the Joint Plan area).
38	Adopt or reference O2010-001 Replacement of existing mobile homes, manufactured homes, and designated homes within mobile and manufactured home parks. Addresses the use of recreational vehicles as primary residences.
39	Adopt or reference O2009-001 Exterior Illumination standards
40	Adopt or reference O2008-009. Establish Manufactured Home Park zone district.
41	Adopt or reference O2008-017 Garage setbacks, medical clinics, auto repair facilities, and crematories.
42	Adopt or reference O2008-016 Motor Vehicle Sales Facilities
43	Adopt or reference O2007-017 Homeless encampments.
44	Adopt or reference O2006-037 Distribution warehouses.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
45	Adopt or reference O2006-019. Amended Title 18, Zoning, Tumwater Municipal Code to make the age limit for Senior Housing Facilities consistent with federal law (42 USC 3607). The proposal amends the code to allow off premise directional signs as a conditional use in the Airport Related Industry (ARI) zone district. The proposal also amends the off-street parking requirements for schools, medical clinics, fast food establishments, and drive-up stands, such as espresso etc.
46	Adopt or reference O2005-034 Church Zoning. Allow churches to be built on arterials and collectors. Currently churches are only allowed to be built within 300 feet of arterials.
47	Adopt or reference O2005-011. Amend regulations consistent with the requirements of RCW 35A.21.312 - <i>Authority to regulate placement or use of homes—Regulation of manufactured homes—Issuance of permits.</i>
48	Adopt or reference O2004-009. Adopt the City of Tumwater Airport Overlay zone.
49	Adopt or reference O2003-005 Wellhead protection ordinance.
50	Adopt or reference O2002-013 Secure Community Transition Facilities
51	Adopt or reference O2002-010 Private Streets and gated communities.
52	Adopt or reference O2001-012. Establishes and amends definitions and permitted and conditional uses in relation to bed and breakfasts, over height structures, manufactured homes, building heights, professional and personal services, and retail sales.
53	Adopt or reference O2000-004 Wellhead Protection Standards. [Chapter 16.16 Tumwater Municipal Code] Amend Title 16, Environment, Tumwater Municipal code, Tumwater Urban Growth Zoning, and Thurston County Code to include wellhead protection standards for expansions of existing uses.
54	Adopt or reference O2000-004 Residential Density Bonus. [Tumwater Municipal Code 18.08.050, 18.10.050, and 18.12.050] Amend the density sections of the single-family residential zone districts by removing the 25% density bonus for lands that are subject to the wetland protection standards of Chapter 16.28 Tumwater Municipal Code.
55	Adopt or reference O2000-004 Residential/Sensitive Resource Zone District-Accessory Dwelling Units. [Tumwater Municipal Code 18.08.020 and 18.42.010] Amend the Residential/Sensitive Resource (R/SR) zone district to allow accessory dwelling units as permitted uses.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
56	Adopt or reference O2000-004 Plat Phasing and Time Extensions. [Tumwater Municipal Code 17.14.080 and 17.14.090]. Amend Title 17, Land Division, Tumwater Municipal Code to allow large developments to be built in phases. The total time of all the phases is not to exceed eight (8) years. Also amends Title 17, Land Division, Tumwater Municipal Code to allow for up to three (3) one-year time extensions for the standard five (5) year non-phased development, provided certain criteria are met.
57	Adopt or reference O2000-004 Wrecking and Junk Yards. [Table 18.24 and Chapter 18.56, Conditional Use Permits, Tumwater Municipal Code and Tumwater Municipal Code 18.25.040 and 18.56.300]. Amend the zoning code to allow wrecking and junk yards as conditional uses in the Heavy Industrial zone district. Current code language could be interpreted as allowing wrecking yards and junk yards as permitted uses in both the Light Industrial (LI) and Heavy Industrial (HI) zone districts.
58	Adopt or reference O2000-004 Automobile Sales Areas. [Chapter 18.04, Definitions, and 18.56, Conditional Use Permits, Tumwater Municipal Code and Tumwater Municipal Code 18.04.034, 18.22.040, 18.24.020, 18.34.020, and 18.56.310]. Establishes a definition for automobile sales areas and allows them as permitted uses in the Airport Related Industry (ARI) and Light Industrial (LI) zone districts and as conditional uses in the General Commercial (GC) zone district.
59	Adopt or reference O2000-004 Recycling Collection Center. [Table 18.24 Tumwater Municipal Code and Tumwater Municipal Code 18.24.020] Add recycling collection centers to the permitted uses section of the Light Industrial (LI) chapter of the Title 18, Zoning, Tumwater Municipal Code.
60	Adopt or reference O2000-004 Sign Standards. [Tumwater Municipal Code 18.44.170]. Add to Tumwater Municipal Code 18.44.170, Exterior Lighting, the requirement that all illuminated signs within 300 feet of and visible from residential districts must be turned off at 10 PM or when the business closes, whichever is later. This amendment is the result of a number of complaints by residents living near commercial areas and businesses.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
61	Adopt or reference O2000-004 Fence Heights. [Tumwater Municipal Code 18.46.030]. Allows a fence up to seventy-eight inches (78”) in one of the front yards on a “through lot” provided specific requirements are met. The current zoning code does not allow fences taller than forty-two inches (42”) in a front yard. This proposed amendment came about due to a number of recent situations where houses were built on through lots and the owners wanted a fence taller than 42” in the yard on the backside of the structure.
62	Adopt or reference O2000-004 Senior Housing Facilities. [Tumwater Municipal Code 18.14.040, 18.18.040, 18.20.030, and 18.56.125]. Allow senior housing facilities as conditional uses in the Multi Family Medium (MFM) and Neighborhood Commercial (NC) zone districts and as permitted uses in the Mixed Use (MU) zone district. They are currently allowed in the Multi Family High density (MFH) zone district as both a permitted and conditional use depending on their density.
63	Adopt or reference O2000-004 Residential Density-Administrative Flexibility. [Tumwater Municipal Code 18.08.050, 18.10.050, 18.12.050, and 18.14.050, 18.16.050]. Amend the density sections of the residential zone districts to allow the Development Services Director to authorize a reduction of the minimum density standards for small, oddly shaped, or partially developed lots if the site configuration precludes subdivision at the minimum density. This amendment would provide additional opportunities for urban infill on lots that would otherwise remain undeveloped.
64	Adopt or reference O2000-004 Stormwater and Open Space Density. [Tumwater Municipal Code 18.08.050, 18.10.050, 18.12.050, 18.14.050, and 18.16.040] Amends the density sections of the residential chapters of the zoning code to clarify that open space and park areas that also include stormwater facilities that are designed for active and/or passive recreational purposes shall not be excluded from density calculations.
65	Adopt or reference O2000-004 Neighborhood Commercial Design Guidelines. [Tumwater Municipal Code 18.43.020 and 18.43.060] Amend Chapter 18.43, Design Review Guidelines, Tumwater Municipal Code to include the Neighborhood Commercial (NC) zone district.
66	Adopt or reference O2000-004 Landscaping Requirements. [Tumwater Municipal Code 18.47.020]. Broaden the applicability of landscaping standards to include expansions of existing uses. The Development Services Department has reviewed several projects where expansions did not require compliance with the City of Tumwater’s landscaping standards.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
67	Adopt or reference O2000-004 Mini-storage Parking Requirements. [Figure 18.50.070(A)]. Amends the current parking requirements for mini-storage facilities to clarify that a minimum of three (3) spaces are required. Current code language could be interpreted as not requiring any parking spaces in certain situations.
68	Adopt or reference O2000-004 Residential Care Facilities-Parking Standards. [Figure 18.50.070(A)]. Amends Figure 18.50.070.A to include parking standards for Residential Care Facilities. The current zoning code does not have parking standards for these facilities.
69	Adopt or reference O2000-004 Duplex Definition. [Tumwater Municipal Code 18.04.180]. Amend the definition of “duplex” to include only buildings which have two separate dwellings that are completely separated by an unpierced wall or ceiling. This is to prevent houses connected by breezeways or carports from being classified as duplexes.
70	Adopt or reference O2000-004 Entertainment Facilities. [Chapter 18.04 Tumwater Municipal Code, Definitions, and Tumwater Municipal Code 18.04.201]. Amend the code to create a definition for entertainment facilities. These facilities are currently allowed as permitted uses in the General Commercial (GC), Mixed Use (MU), and Community Services (CS) zone districts.
71	Adopt or reference O2000-004 Critical Areas and Density Calculation in Residential Districts. [Tumwater Municipal Code 18.08.050, 18.10.050, 18.12.050, 18.14.050, and 18.16.050] Amends the density sections of the residential zoning chapters to clarify that land prohibited from development by Title 16, Environment, Tumwater Municipal Code cannot be used in the density calculation
72	Adopt or reference O2000-004 Manufactured Homes. [Table 18.08 Tumwater Municipal Code and Tumwater Municipal Code 18.08.020, 18.10.020, 18.12.020, and 18.14.020]. Clarify that manufactured homes are allowed in all residential districts except Multi Family High density districts (MFH) when sited on individual lots. Also, clarify that designated mobile home parks are only allowed in Multi Family Medium (MFM) districts.
73	Adopt or reference O2000-004 Setbacks for Multi-Story Structures. [Tumwater Municipal Code 18.14.050, 18.16.050, 18.18.050, 18.19.010, 18.22.050, 18.24.050, and 18.25.060] Clarify the language regarding setbacks for structures over one story when located adjacent to residential zones.

#	Recommended Amendments to the Thurston County Code to Improve Consistency with the Tumwater Municipal Code
74	Adopt or reference O2000-004 Wireless Communications Facilities. [Chapter 18.04, Definitions, Tumwater Municipal Code and Tumwater Municipal Code 18.04.493 and 18.04.642]. The definition of “Wireless Communications Facilities was placed incorrectly in the zoning code definitions chapter. This amendment is to move the definition to the correct place.

**APPENDIX A. SUMMARY OF PROCESS AND CRITERIA USED TO
DEVELOP THE 1988 URBAN GROWTH MANAGEMENT
AGREEMENT**

APPENDIX B. ANALYSIS OF CITY OF TUMWATER AND THURSTON COUNTY JOINT PLAN URBAN GROWTH BOUNDARY'S CONSISTENCY WITH COUNTY-WIDE PLANNING POLICIES

The City of Tumwater and Thurston County Joint Plan makes several adjustments to the Tumwater urban growth boundary (UGB) from the long-term UGB that was established in the 1988 Urban Growth Management Agreement between the Cities of Lacey, Olympia, Tumwater, and Thurston County.

Two of the areas in which the Joint Plan adjusts the UGB were the subject of special notes on the 1988 Urban Growth Management Agreement (UGMA) Map. Those notes indicated that the UGB as shown on that map in those two locations was illustrative only and would be resolved through joint planning. The resolution as to the exact location of the UGB in those areas is included in the Joint Plan's UGB.

Following is a demonstration of the consistency of the Joint Plan's UGB with the criteria established by the Urban Growth Management (UGM) Committee for inclusion in the Thurston County County-Wide Planning Policies for considering amendments to urban growth boundaries. (*Note: The UGM Committee's criteria is shown in italics.*)

1.2 *Amend long-term urban growth boundaries that meet the following criteria:*

a. Expansion of the Long-Term Urban Growth boundary must demonstrate consistency with the following criteria:

(1) (a) *For South County growth areas, 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 area can be served by sewage disposal methods that provide for the effective treatment of waste water in the succeeding 20 years; or*

(b) *For the North County growth area, the expansion area can and will be served by municipal sewer and water and transportation in the succeeding 20 years.*

Because Tumwater is part of the North County growth area, only (1)(b) applies to the Joint Plan UGB. The areas that expand the 1988 UGB **can** be served with municipal sewer and water and transportation in the succeeding 20 years, as shown in the City's sanitary sewer, water, and transportation plans. They **will** be served by these services as development occurs which requires

these services, as ensured by the City's adopted Capital Facilities Plan concurrency element.

The City of Tumwater adopted Comprehensive Sanitary Sewer Plan (1989) already includes planned service to the areas where the UGB is expanded. This plan identifies all future sanitary sewer system components that will be needed to serve these areas. Likewise, the 1992 Tumwater Water Comprehensive Plan and the 1994 Tumwater Transportation Plan demonstrate the ability to serve the entire proposed UGB with those services. The specific capital improvement projects needed to provide all three of these services to the proposed urban growth area are included in Chapters 8 and 9 of the Joint Plan.

The adopted Tumwater Capital Facilities Plan includes a concurrency element which ensures the provision of adequate public facilities for development which occurs in the Tumwater urban growth area. That element states, in part:

"Concurrency will be sought for public facilities as identified below. When concurrency cannot be achieved because of lack of financial resources, then the specific development upon which the concurrency test was applied will not be certified for construction or occupancy...if the City or other parties do not have adequate funding available to match funds to construct the necessary infrastructure, the developer may voluntarily finance the construction with recourse of remuneration through financing techniques such as a traditional latecomers process of future development paying back the costs assigned through fair share growth cost allocation."

Facilities requiring concurrency in the Tumwater Capital Facilities Plan include: streets, roads, highways, traffic signals, sidewalks, street and road lighting systems, mass transit, potable water, and sanitary sewer.

The Capital Facilities Plan also states: "If, in the future, capital facilities (system improvements) needed to obtain concurrency for development are not funded by the CFP due to omission or lack of funds, one or more of five strategies must be employed to obtain consistency of plan and concurrency of necessary infrastructure:

Strategy 1: Developer pays

Strategy 2: Increase City revenues

Strategy 3: Reprioritize CFP projects
Strategy 4: Reassess land use densities
Strategy 5: Lower level of service standards"

- (2) *Urbanization of the expansion area is compatible with the use of designated resource lands and critical areas.*

The UGB expansion areas do not include, nor are they adjacent to, any Thurston County designated resource lands. The proposed expansion areas may include, or be adjacent to, some critical areas as defined by either the Thurston County or City of Tumwater critical areas ordinances. These may include the Deschutes River and its floodplain, a portion of Black Lake and possible wetlands.

The Joint Plan prohibits any new residential development in the Deschutes River floodplain and the Black Lake shoreline jurisdiction. To reflect that fact, these areas are assigned future land use designations of parks/open space and shoreline environment, respectively. Development adjacent to these areas, and any other critical areas that may be within the expansion areas, will be subject to either the Thurston County or City of Tumwater critical areas ordinance, both of which provide for protection of the critical areas from development through the establishment of undeveloped buffers.

In summary, the expansion of the UGB is compatible with the use of designated resource areas and critical areas.

- (3) *The expansion area is contiguous to an existing urban growth boundary.*

The UGB expansion areas are contiguous to the 1988 UGMA long-term UGB, as shown on Map 2-3 of the Joint Plan.

- (4) *The expansion is consistent with the County-Wide Planning Policies.*

Thurston County County-Wide Planning Policy 1.1 includes additional criteria that any proposed UGBs must meet:

- a. *Contain areas characterized by urban growth*

The UGB expansion areas contain areas characterized by urban growth, including residential development along Fairview Road and 88th Avenue (1 to 2 DU per acre). The

exceptions are an area adjacent to the Deschutes River and a strip of land south of 93rd Avenue near Old Highway 99 (see Map 2-3 in the Joint Plan). The area along the Deschutes River is included in the UGB to provide more logical boundaries for service provision and administration, and is proposed for a land use designation of parks/open space. New residential development is proposed to be prohibited in the Deschutes River floodplain area.

The expansion area south of 93rd Avenue near Old Highway 99 includes primarily the remaining portion of properties that had been divided by the 1988 UGMA long-term UGB. The expansion provides a more logical boundary along property lines, minimizing cases in which properties are divided by the UGB.

- b. Are served by or are planned to be served by municipal utilities*

The UGB expansion areas are planned to be served by municipal utilities, as demonstrated in 1.2.a(1) above.

- c. Contain vacant land near existing urban areas that is capable of supporting urban development*

The UGB includes existing urban development and vacant land capable of supporting future urban development, with the exception of potential critical areas as described in 1.2.a(2) above.

- d. Are compatible with the use of designated resource lands and critical areas*

The UGB expansion areas are compatible with designated resource lands and critical areas as demonstrated in 1.2.a(2) above.

- e. Follow logical boundaries*

The UGB expansion areas specifically provide for logical boundaries, including property lines, section or quarter-section lines, the Deschutes River, and the Black Lake shoreline. In virtually all cases, the primary reason for the

expansion of the UGB is specifically to provide more logical boundaries than those in the 1988 UGB.

f. Consider citizen preferences

The UGB expansions are included as the result of ten months of public meetings of the Tumwater Joint Planning Committee with citizens of the area to develop the Draft Joint Plan. Citizen comments were taken at each meeting of the committee before action was taken by the committee. Citizen preferences were carefully considered in formulating the committee's proposed UGB. Further citizen testimony was taken at public hearings conducted by the Tumwater and Thurston County Planning Commissions, and the Tumwater City Council and Thurston County Commissioners, prior to adoption of the Joint Plan UGB.

g. Are of sufficient area and densities to permit the urban growth that is projected to occur in the succeeding twenty-year period.

Chapter 3 of the Joint Plan contains a land supply analysis which determines that the urban growth area does contain sufficient area and land use densities to accommodate the urban growth projections produced in accordance with the County-Wide Planning Policies.

b. Expansion of the Long-Term Urban Growth Boundary must demonstrate consistency with one of the two following criteria:

- (1) There is insufficient land within the existing Long-Term Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years; or*
- (2) An overriding public interest demonstrating a public benefit beyond the area proposed for inclusion would be served by moving the Long-Term Urban Growth Boundary related to protecting the 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.*

The UGB expansion meets the second of these two criteria. As mentioned several times previously in Appendix H, the UGB

expansion areas are included specifically to provide for more logical boundaries. These boundaries will enable more cost-effective provision of sewer or water and enable the locally adopted comprehensive plans to be more effectively implemented in accordance with the State Growth Management Act. The following demonstrates how each of the expansion areas shown on the Joint Plan Map 2-3 meets these criteria.

The expansion area southwest of the 1988 UGB includes all of the rights-of-way of 88th Avenue and Fairview Road to provide cost-effective and efficient sewer and water provision as shown in the Comprehensive Sewer and Water Plans. Inclusion of these areas also helps meet the first two goals of the State Growth Management Act: "(1) Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner, and (2) Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development." These areas are developing with single-family residential uses at densities that are not rural in nature (e.g., 1 DU per acre). Including them in the urban growth area will allow for the eventual provision of urban facilities to these areas, and will reduce low-density sprawl by allowing for future in-fill of these areas at more urban densities.

The expansion areas along the east and southeast sides of the 1988 UGB are included specifically to provide for more efficient service provision. The northern-most area clarifies the water and sewer service areas for the Cities of Olympia and Tumwater, as called for by a note on the 1988 Urban Growth Management Agreement Map. The area along the west side of the Deschutes River provides for all areas on that side of the river adjacent to the 1988 UGB to be included in the Joint Plan UGB. While this area is not proposed in the Joint Plan for any new development needing water or sewer service, its inclusion in the UGB will enable more efficient provision of other urban services such as police, fire and land use administration. The Deschutes River would provide for a more easily recognizable boundary than the 1988 UGB (which follows no discernable boundary) and will not create a situation in which service personnel must pass through City jurisdiction to reach County jurisdiction, as the 1988 UGB would.

The area south of 93rd Avenue near Old Highway 99 also will create a more recognizable boundary by significantly reducing the number of properties that would be divided by the UGB in

comparison with the 1988 UGB. This would enable more efficient development services and other administrative services by the City.

- c. *Reduction of the Long-Term Urban Growth Boundary must demonstrate consistency with the following criteria:*

- (1) *Sufficient land will remain within the reduced Long-Term Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years.*

Reducing the 1988 UGB in the areas proposed will still provide for sufficient land within the urban growth area to accommodate the forecasted urban growth, as demonstrated in item 1.2.a(4)g above.

- (2) *The reduced Long-Term Urban Growth Boundary will include cost-effective sewer and water and transportation service areas.*

The specific reductions of the 1988 UGB will not jeopardize the cost-effective provision of sewer, water and transportation. In fact, the reduction area east of Interstate 5 is an area which only has transportation access (and existing rights-of-way) from 101st Avenue and Case Road outside of the UGB. Retaining this area in the UGB would make the provision of transportation services more difficult and less efficient than under the Joint Plan UGB.

- (3) *Reduction of the Long-Term Urban Growth Boundary is compatible with the use of the designated resource lands and with critical areas.*

The reductions to the 1988 UGB are not likely to affect Thurston County's designated resource lands because these lands are not located in the vicinity of the proposed reductions. The reduction areas do include portions of possible wetland areas, which are critical areas as defined by the Thurston County and City of Tumwater critical areas ordinances. These critical areas will be removed from the 1988 urban growth area under this plan, removing the possibility of adjacent urban development while retaining the applicability of the Thurston County critical areas ordinance over any future permitted development in the vicinity.

APPENDIX C. THURSTON COUNTY COUNTY-WIDE PLANNING
POLICIES

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	C-3
II.	Urban Growth Areas	C-5
III.	Promotion of Contiguous and Orderly Development, Provision of Urban Services, and Protection of Rural Areas	C-7
IV.	Joint County and City Planning within Urban Growth Areas	C-10
V.	Siting County-Wide and State-Wide Public Capital Facilities	C-11
VI.	Analysis of Fiscal Impact	C-12
VII.	Economic Development and Employment	C-13
VIII.	Affordable Housing	C-15
IX.	Transportation	C-16
X.	Environmental Quality	C-18
XI.	County-Wide Policies Which Establish a Process to Develop Future Policies	C-20

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.
 - i. 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.

**APPENDIX D. CITY OF TUMWATER LANDS FOR PUBLIC PURPOSES
ELEMENT**

Note: The information in this appendix is contained in its entirety as an Element of the City of Tumwater Comprehensive Plan.

APPENDIX E. CITY OF TUMWATER UTILITIES ELEMENT

Note: The information in this appendix is contained in its entirety as an Element of the City of Tumwater Comprehensive Plan.

APPENDIX F. CITY OF TUMWATER HOUSING ELEMENT

Note: The information in this appendix is contained in its entirety as an Element of the City of Tumwater Comprehensive Plan.

APPENDIX G. CITY OF TUMWATER PARKS, RECREATION, AND OPEN SPACE PLAN

Note: The information in this appendix is contained in its entirety as an Element of the City of Tumwater Comprehensive Plan.

APPENDIX H. CITY OF TUMWATER TRANSPORTATION ELEMENT

Note: The information in this appendix is contained in its entirety as an Element of the City of Tumwater Comprehensive Plan.

APPENDIX I. CITY OF TUMWATER ECONOMIC DEVELOPMENT PLAN

Note: The information in this appendix is contained in its entirety as an Element of the City of Tumwater Comprehensive Plan.

**APPENDIX J. MEMORANDUM OF UNDERSTANDING ON URBAN
GROWTH MANAGEMENT (JANUARY 31, 1983)**

**APPENDIX K. MEMORANDUM OF UNDERSTANDING ON URBAN
GROWTH MANAGEMENT (JUNE 1988)**

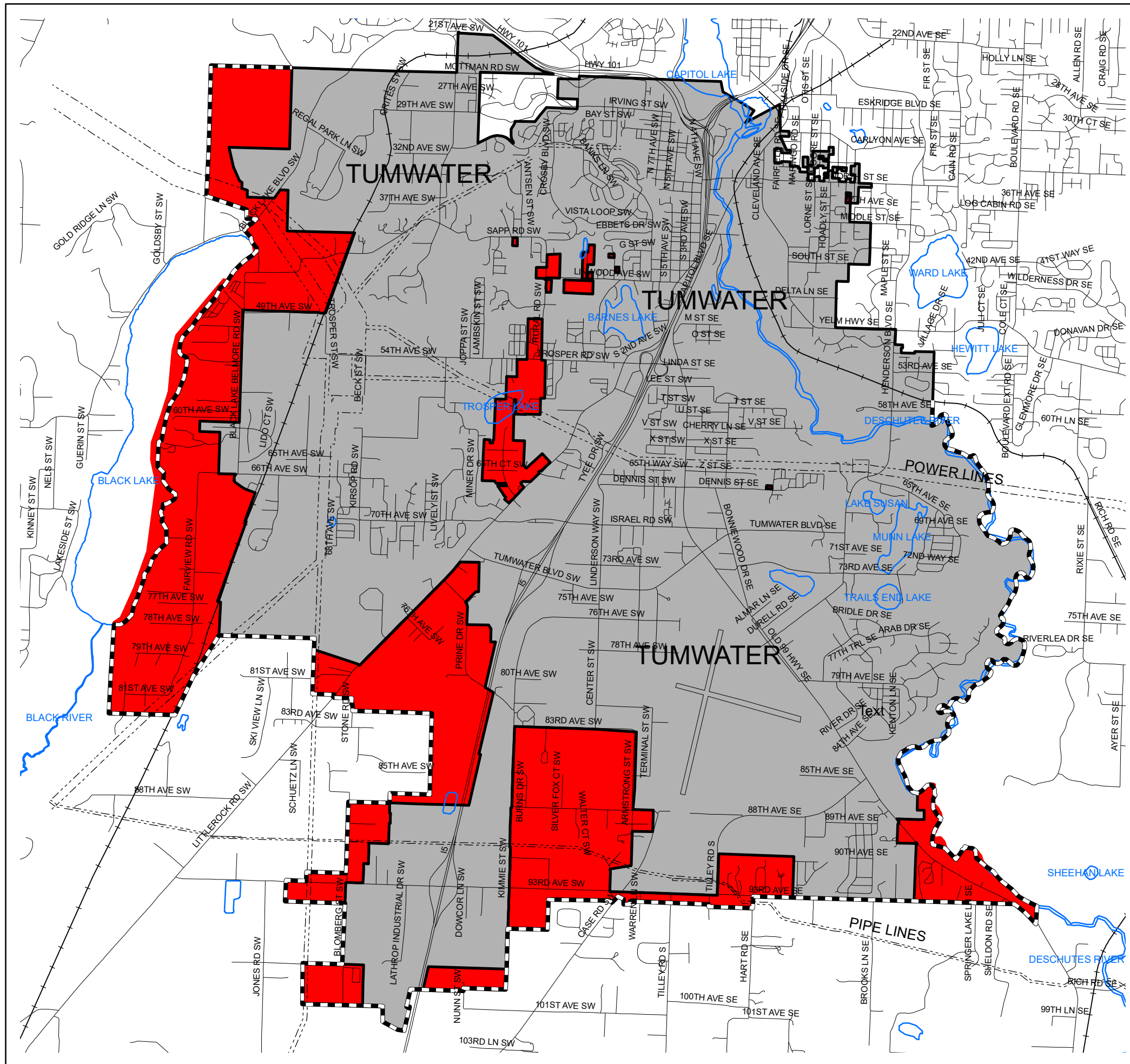
**APPENDIX L. MEMORANDUM OF UNDERSTANDING: ON URBAN
GROWTH AREA AND DEVELOPMENT STANDARDS
(DECEMBER 7, 1995)**

Attachment B

Amendments to the Official
Comprehensive Plan—
Repeal and Replace Thurston County/
Tumwater Joint Plan Maps

Adopted: November 30, 2021

MAP 1 JOINT PLAN CITY OF TUMWATER JOINT PLANNING AREA

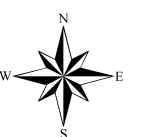


Legend

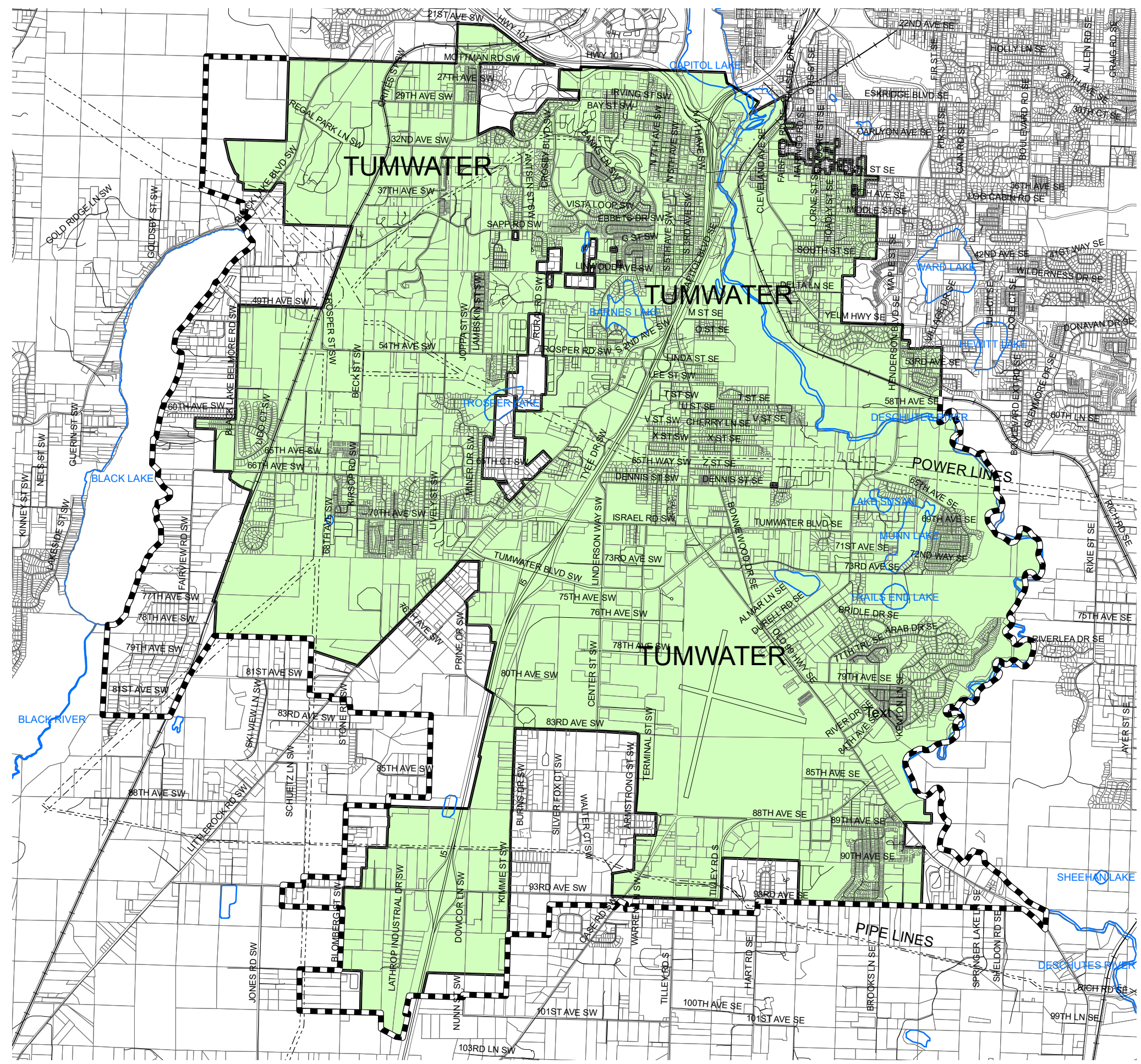
- Urban Growth Boundary
- Tumwater City Limits
- Joint Planning Area



Tumwater Community Development Department
March 2021
Joint Plan--Future Land Use map 1 3-17-2021.mxd
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.

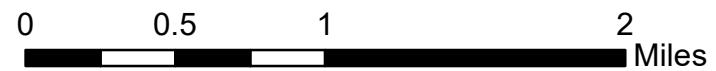


MAP 3
JOINT PLAN
CITY OF TUMWATER
URBAN GROWTH
BOUNDARY



Legend

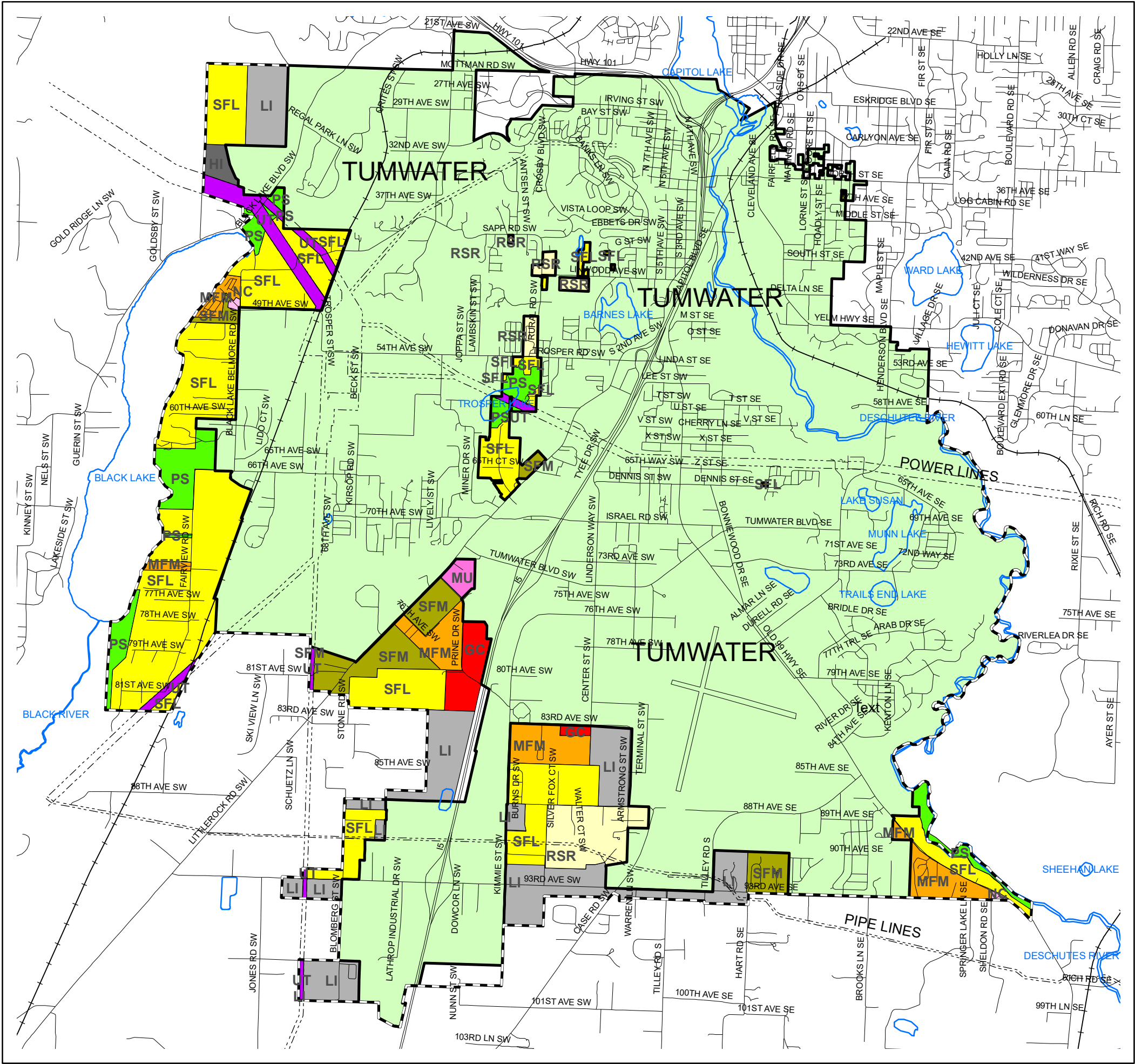
- Urban Growth Boundary
- Tumwater City Limits



Tumwater Community Development Department
March 2021
Joint Plan--Future Land Use map 3 3-17-2021.mxd
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.



MAP 4 JOINT PLAN FUTURE LAND USE



Legend

- Tumwater City Limits
- Urban Growth Boundary
- Power Lines and Pipelines

FUTURE LAND USE DESIGNATIONS

- General Commercial
- Heavy Industry
- Light Industry
- Mixed Use
- Multi-Family Medium Density
- Neighborhood Commercial
- Parks/Open Space
- Residential/Sensitive Resource
- Single Family Low Density
- Single Family Medium Density
- Utilities



Tumwater Community Development Department
 March 2021
 Joint Plan--Future Land Use map 4 3-17-2021.mxd

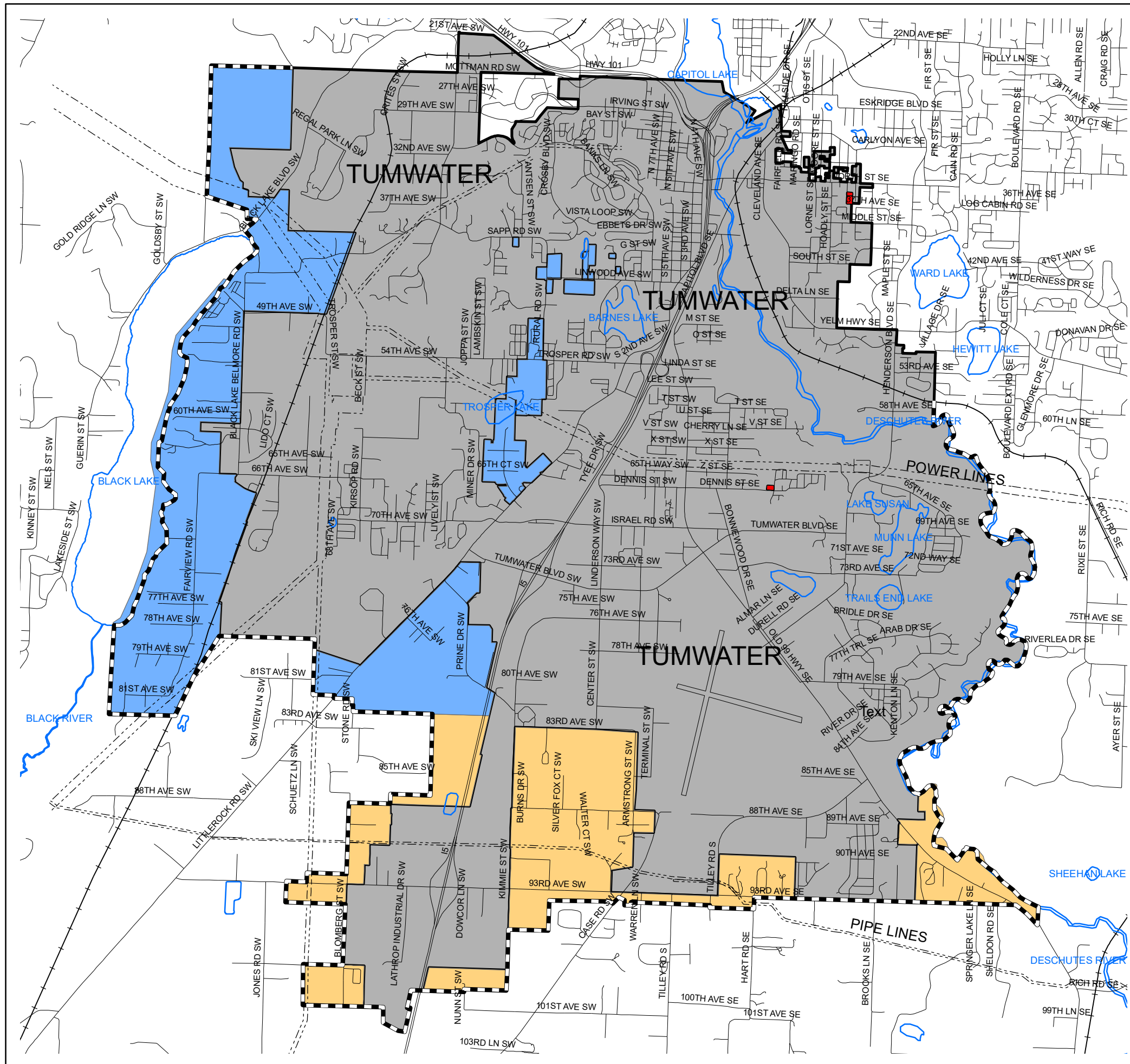
DISCLAIMER: The City of Tumwater does not warrant, guarantee, or accept any liability for the accuracy, precision, or completeness of any information shown hereon or for any inferences made therefrom.








MAP 5

JOINT PLAN

SUBAREAS



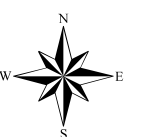
Legend

-  Tumwater City Limits
 Urban Growth Boundary
 Eastern
 Western
 Southern

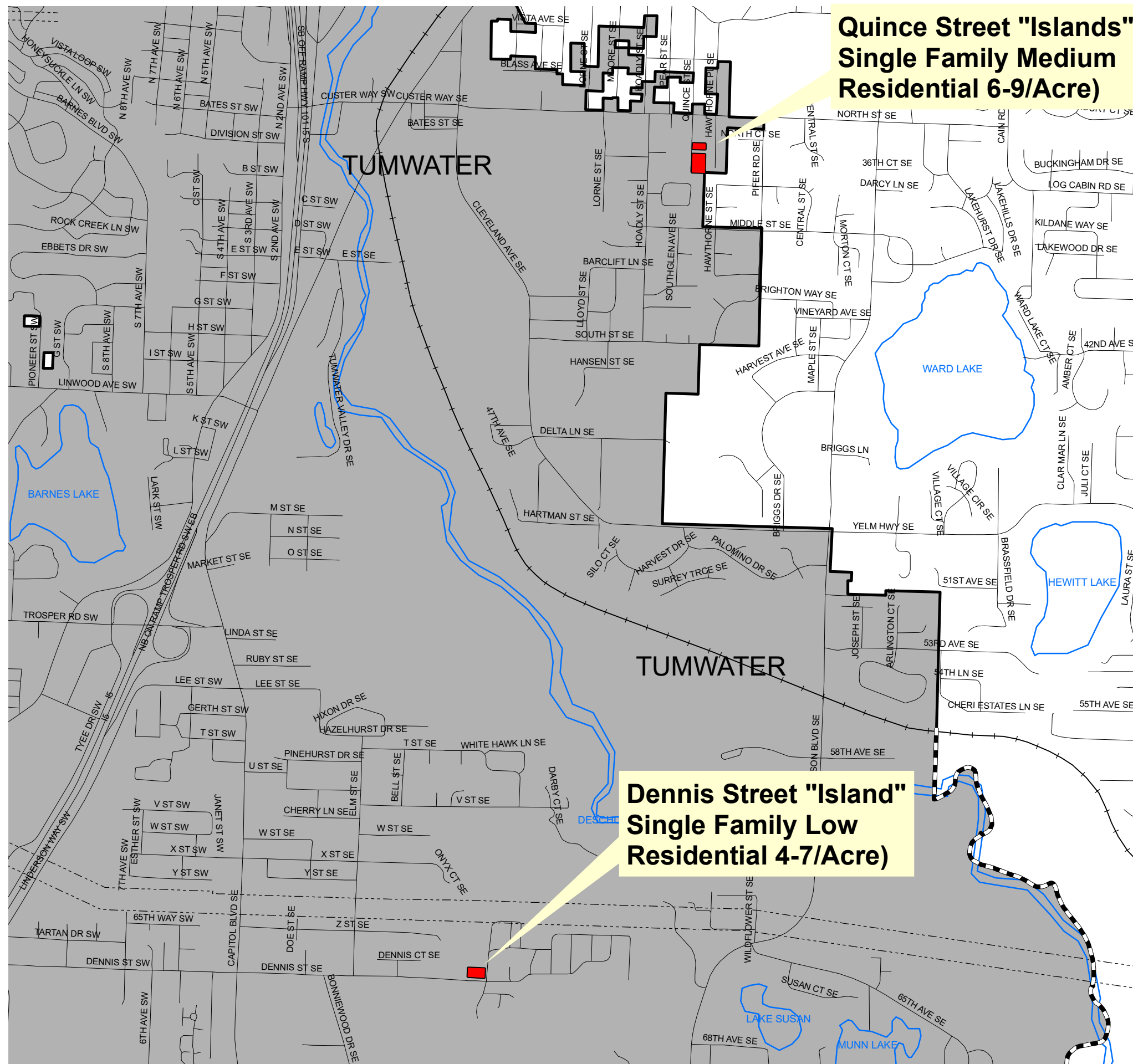
A horizontal scale bar with tick marks at 0, 0.5, 1, and 2. The word "Miles" is written at the right end of the bar.

Tumwater Community Development Department
March 2021
Joint Plan--Future Land Use map 5 3-18-2021.mxd

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.



MAP 6 JOINT PLAN EASTERN SUBAREA EXISTING ZONING

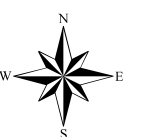


Legend

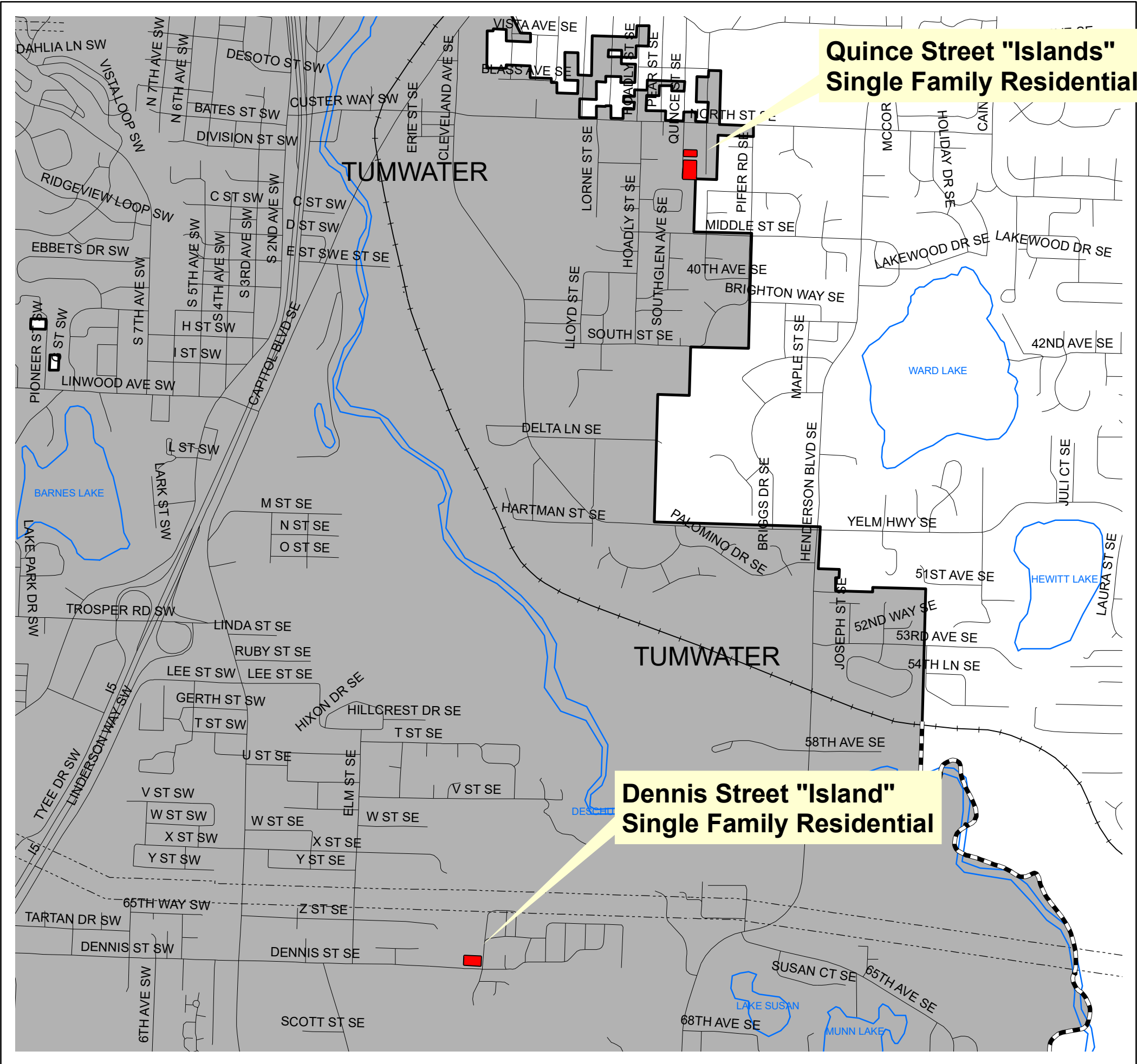
- Tumwater City Limits
- Urban Growth Boundary
- Eastern

Tumwater Community Development Department
March 2021
Joint Plan--eastern subarea zoning map6 3-19-2021.mxd

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.



MAP 7
JOINT PLAN
EASTERN SUBAREA
EXISTING LAND USE



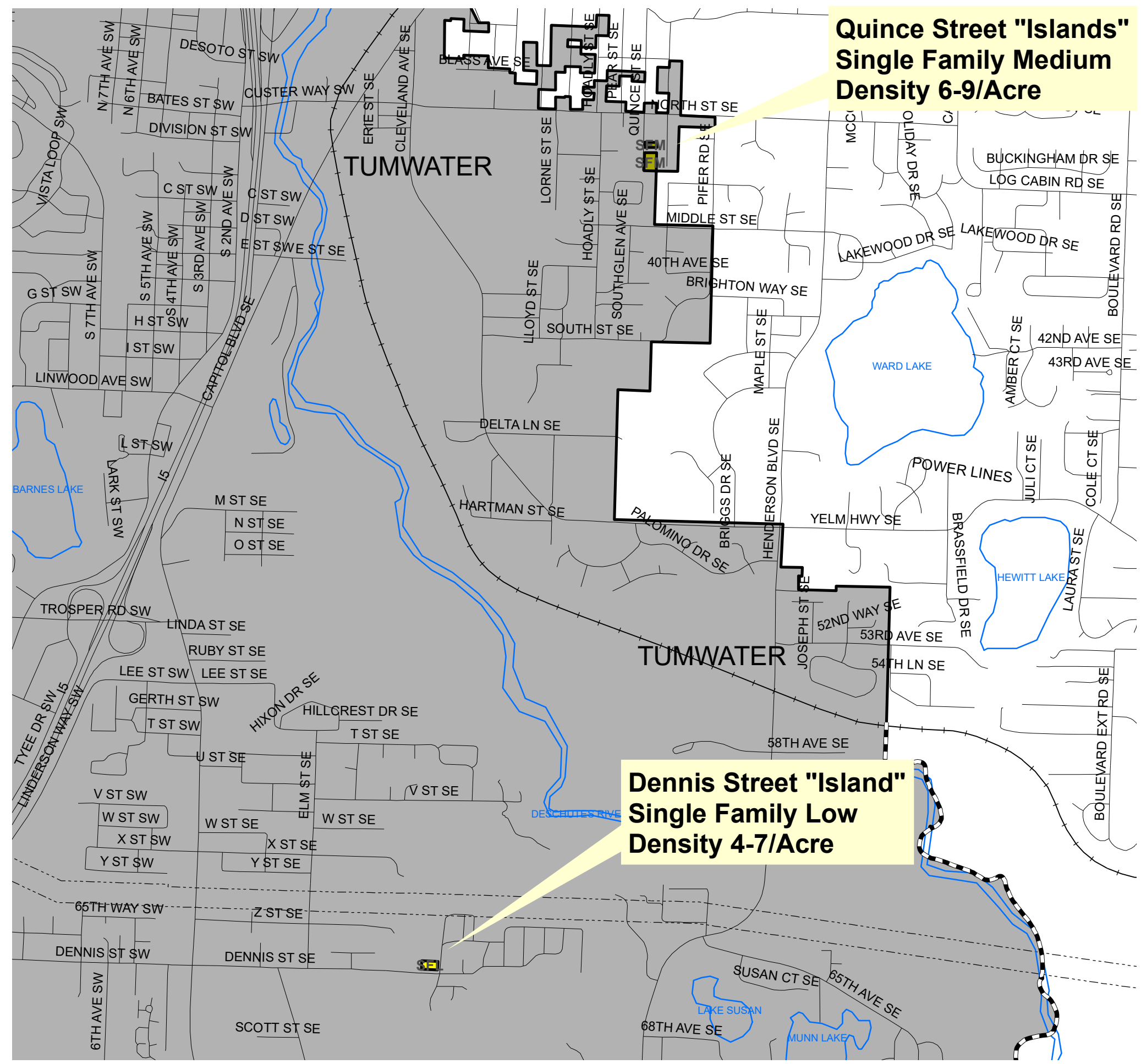
Legend

- Tumwater City Limits
- Urban Growth Boundary
- Eastern

Tumwater Community Development Department
March 2021
Joint Plan--eastern subarea existing land use map7 3-19-2021.mxd
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.



MAP 8 JOINT PLAN EASTERN SUBAREA FUTURE LAND USE



Legend

- Urban Growth Boundary
- Tumwater City Limits

FUTURE LAND USE DESIGNATIONS

- Single Family Low Density
- Single Family Medium Density

Tumwater Community Development Department
March 2021
Joint Plan--eastern subarea future land use map8 3-19-2021.mxd

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.

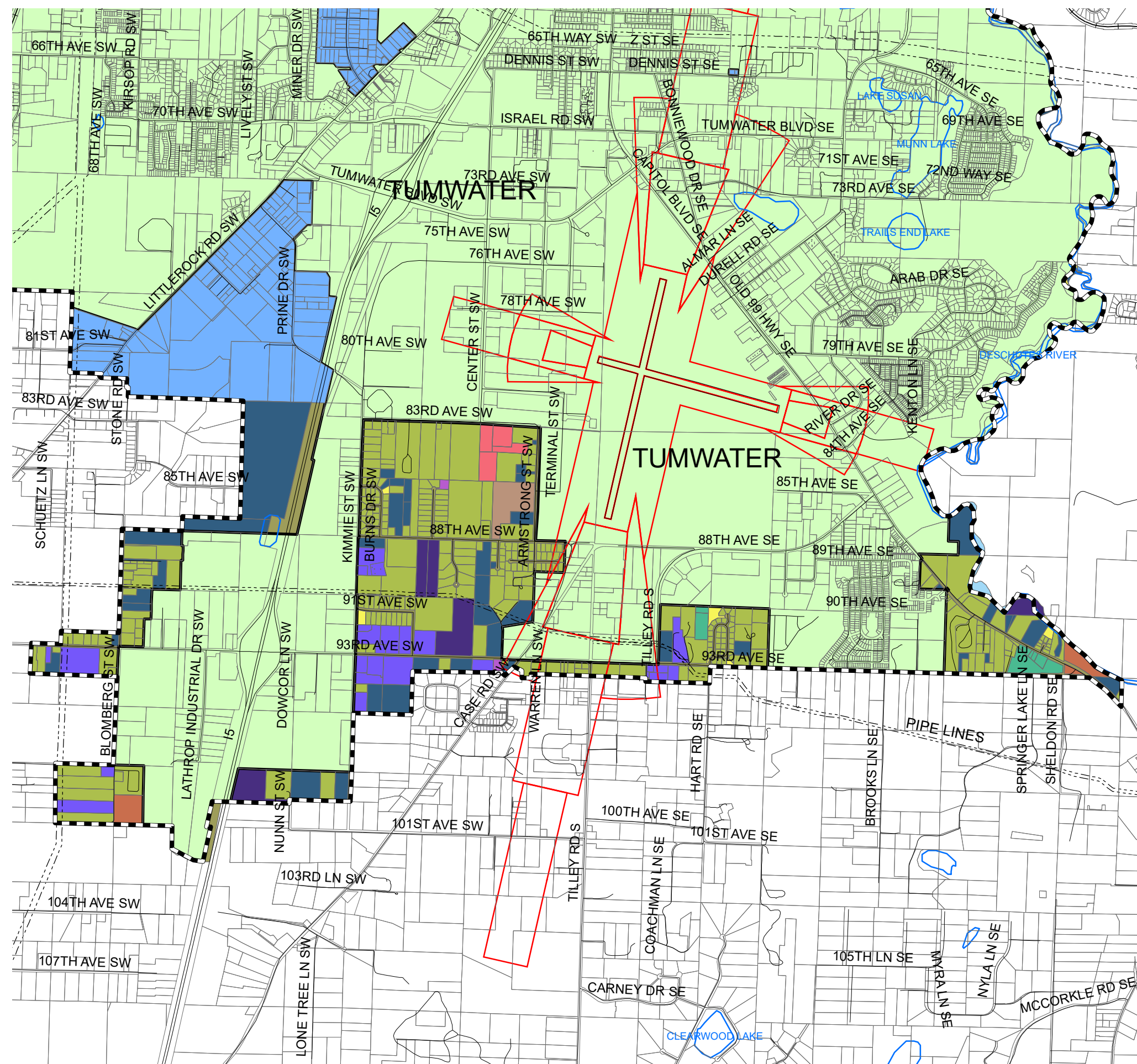


MAP 10

JOINT PLAN

























SOUTHERN SUBAREA

EXISTING LAND USE



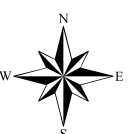
Legend

- EXISTING LAND USE**

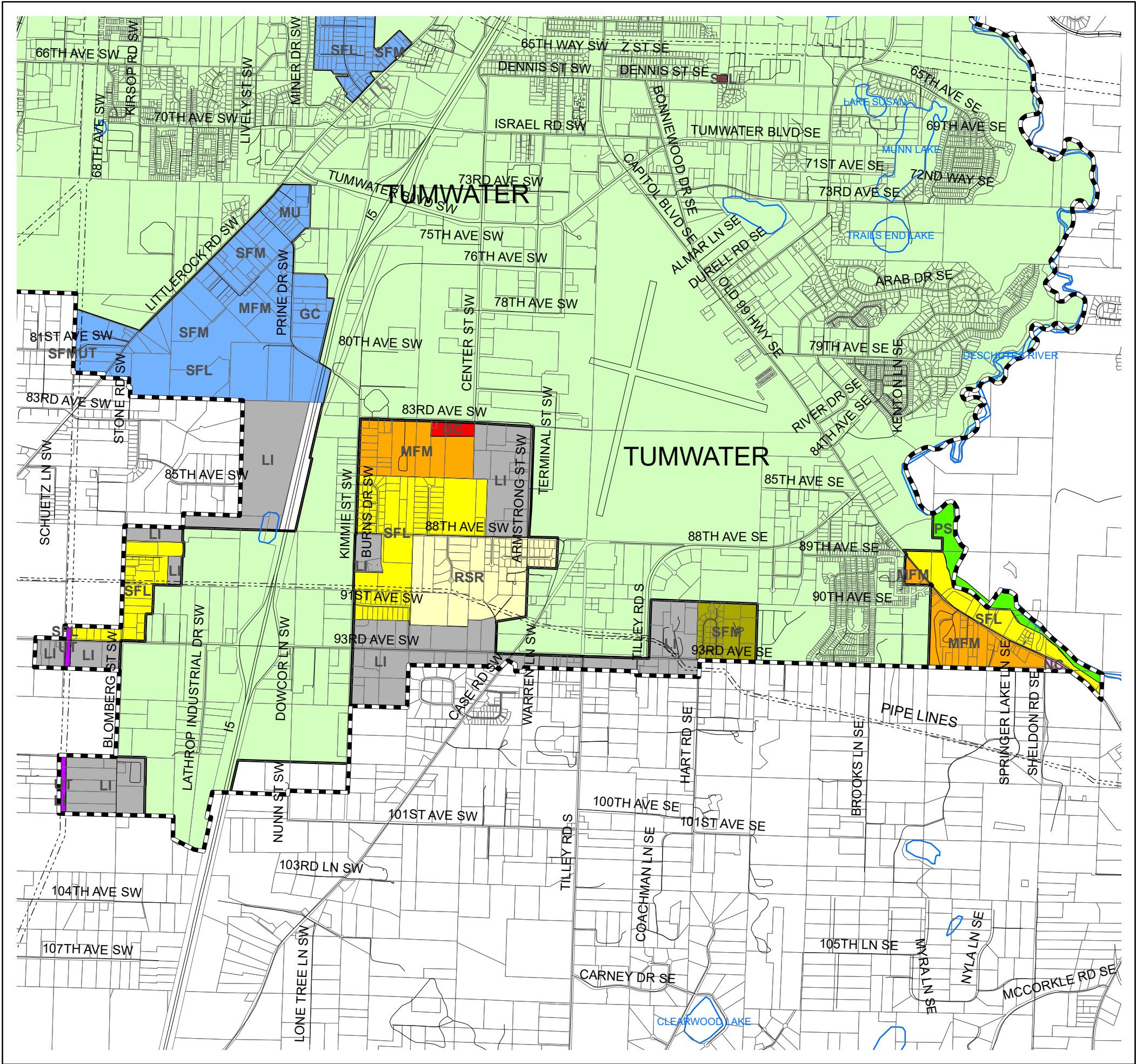
 Tumwater City Limits	 Parks, Preserves and Open Space: Cluster Zoning Resource Parcel
 Urban Growth Boundary	 Parks, Preserves and Open Space: Local Parks
 Airport Overlay	 Parks, Preserves and Open Space: Other Open Space (private)
 Western Subarea	 Parks, Preserves and Open Space: Subdivision Open Space
EXISTING LAND USE	 Railroads
 Commercial/Industrial	 Residential: Dwellings
 Government/Institutional: Federal - Civilian	 Residential: Parking
 Government/Institutional: Local	 Roads and Rights of Way
 Government/Institutional: Religious Institutions & Private Schools	 Undeveloped land: Government
 Government/Institutional: State	 Undeveloped land: Private
 Natural Resources: Agriculture	 Utilities
 Natural Resources: Forestry (private)	 Water Bodies
 Natural Resources: Mining	

A horizontal scale bar with alternating black and white segments. It is labeled with '0' at the left end, '0.5' in the middle, and '1' at the right end, followed by the word 'Miles'.

Tumwater Community Development Department
March 2021
Joint Plan--southern subarea Existing land use map10 3-19-2021.mxd
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.



MAP 11 JOINT PLAN SOUTHERN SUBAREA FUTURE LAND USE



Legend

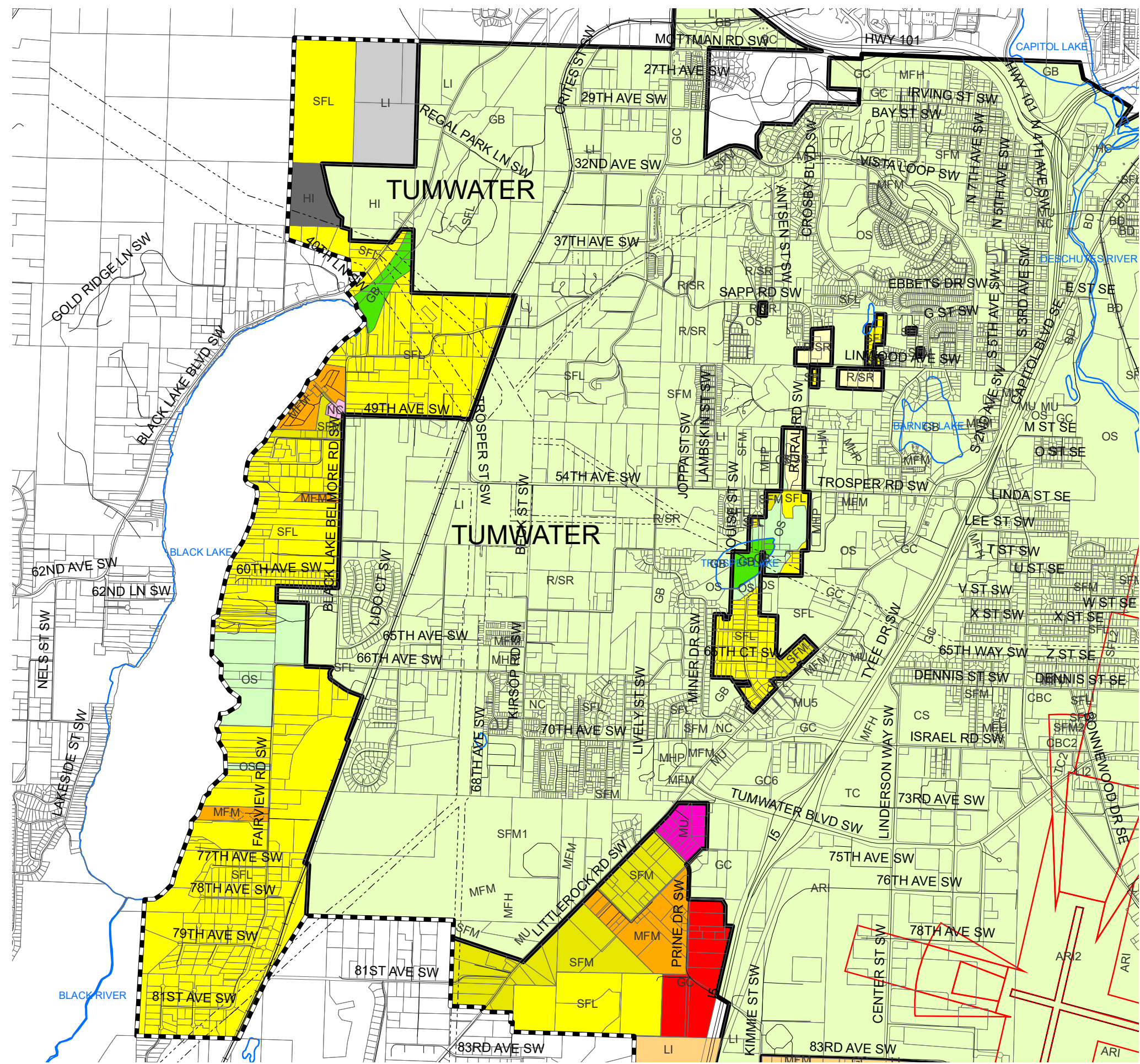
- Urban Growth Boundary
- Eastern
- Western
- Tumwater City Limits
- FUTURE LAND USE DESIGNATIONS**
- General Commercial
- Light Industry
- Mixed Use
- Multi-Family Medium Density
- Neighborhood Commercial
- Parks/Open Space
- Residential/Sensitive Resource
- Single Family Low Density
- Single Family Medium Density
- Utilities

0 0.5 1 Miles

Tumwater Community Development Department
March 2021
Joint Plan--southern subarea future land use map11 3-19-2021.mxd
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.



MAP 12 JOINT PLAN WESTERN SUBAREA ZONING



Legend

- Tumwater City Limits
- Urban Growth Boundary
- Airport Overlay
- Southern Subarea
- Brewery District
- Capitol Boulevard Community
- Community Services
- General Commercial
- Green Belt

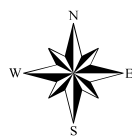
- Heavy Industrial
- Historic Commercial
- Light Industrial
- Manufactured Home Park
- Mixed Use
- Multi-Family High Density
- Multi-Family Medium Density
- Neighborhood Commercial
- Open Space

- Residential/Sensitive Resource
- Single Family Low Density
- Single Family Medium Density
- Town Center



Tumwater Community Development Department
 March 2021
 Joint Plan--western subarea zoning map12 3-19-2021.mxd

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.

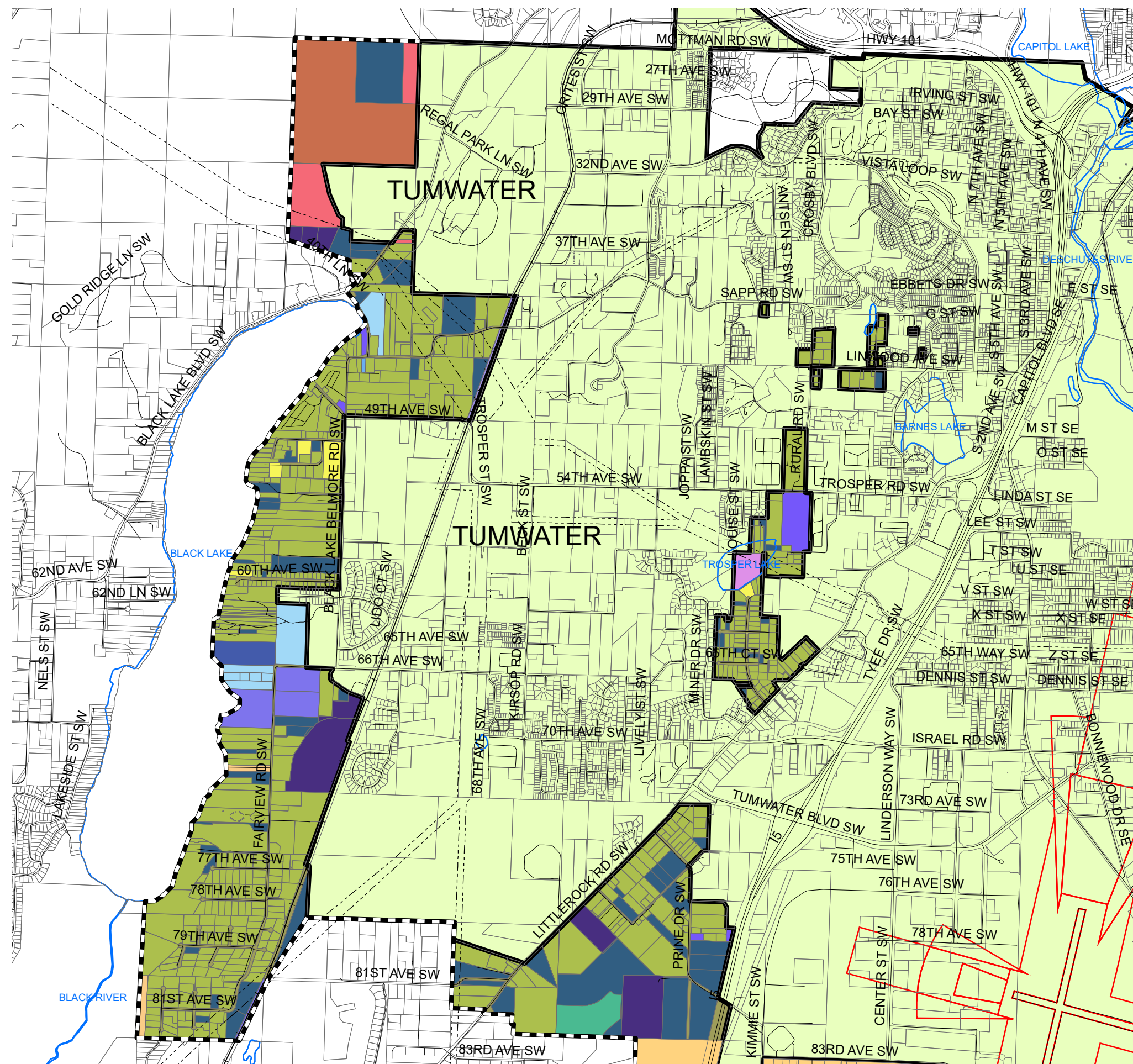


MAP 13

JOINT PLAN

WESTERN SUBAREA

EXISTING LAND USE



Legend

- Legend:**

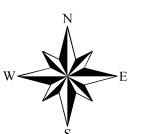
 - Tumwater City Limits
 - Urban Growth Boundary
 - Airport Overlay
 - Southern Subarea

EXISTING LAND USE

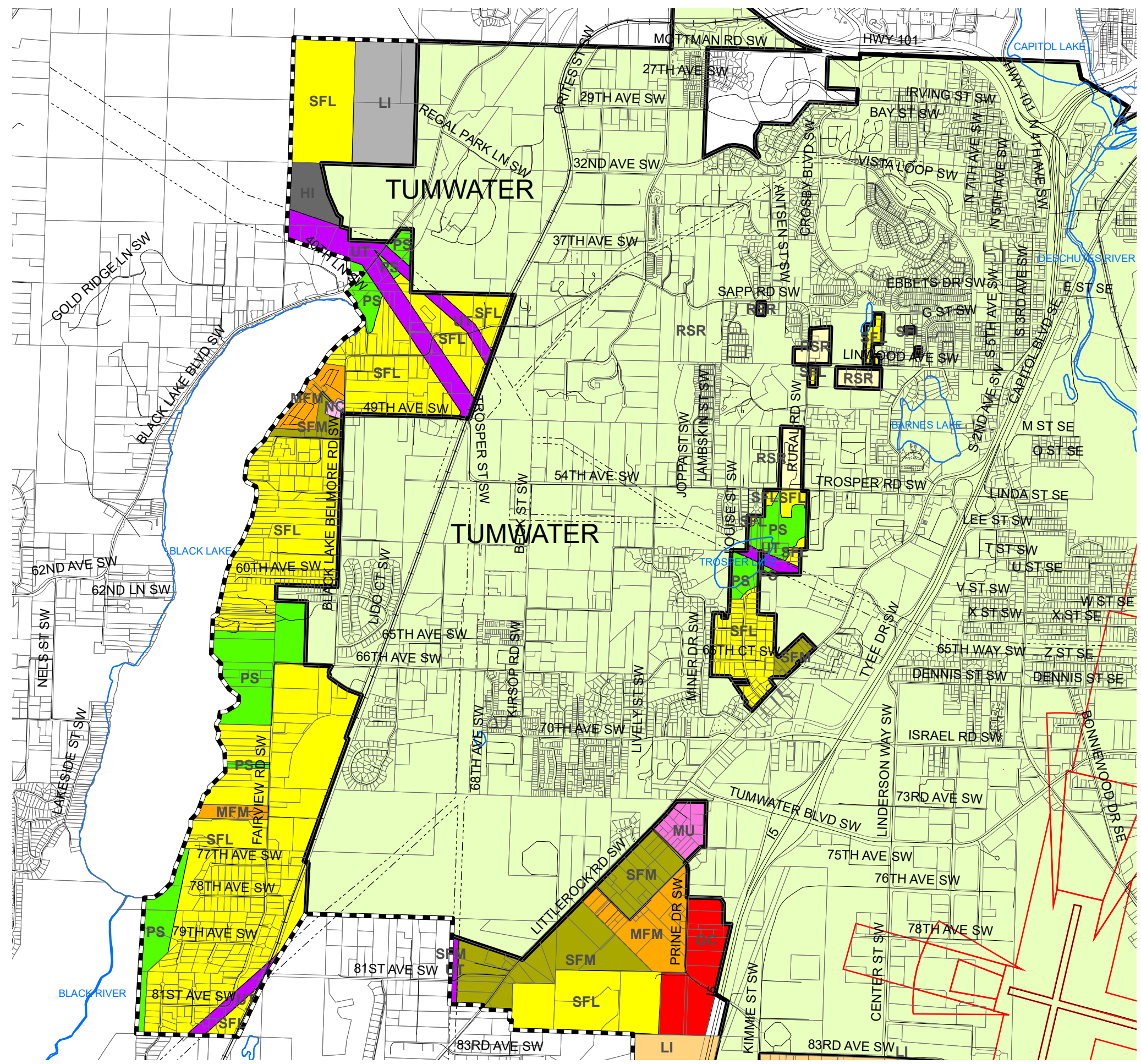
 - Commercial/Industrial
 - Government/Institutional: Cemeteries
 - Government/Institutional: Federal - Civilian
 - Government/Institutional: Local
 - Government/Institutional: Religious Institutions & Private Schools
 - Government/Institutional: State
 - Mixed Use
 - Natural Resources: Agriculture
 - Natural Resources: Forestry (private)
 - Natural Resources: Mining
 - Parks, Preserves and Open Space: Local Parks
 - Parks, Preserves and Open Space: Natural Areas and Preserves (public)
 - Parks, Preserves and Open Space: Other Open Space (private)
 - Parks, Preserves and Open Space: State Parks
 - Parks, Preserves and Open Space: Subdivision Open Space
 - Parks, Preserves and Open Space: Wildlife Refuges & Wildlife Areas
 - Railroads
 - Residential: Dwellings
 - Roads and Rights of Way
 - Undeveloped land: Government
 - Undeveloped land: Private
 - Utilities
 - Water Bodies

0 0.5 1 Miles

Tumwater Community Development Department
March 2021
Joint Plan--western subarea existing land use map13 3-19-2021.mxd
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.



MAP 14 JOINT PLAN WESTERN SUBAREA FUTURE LAND USE

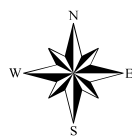


Legend

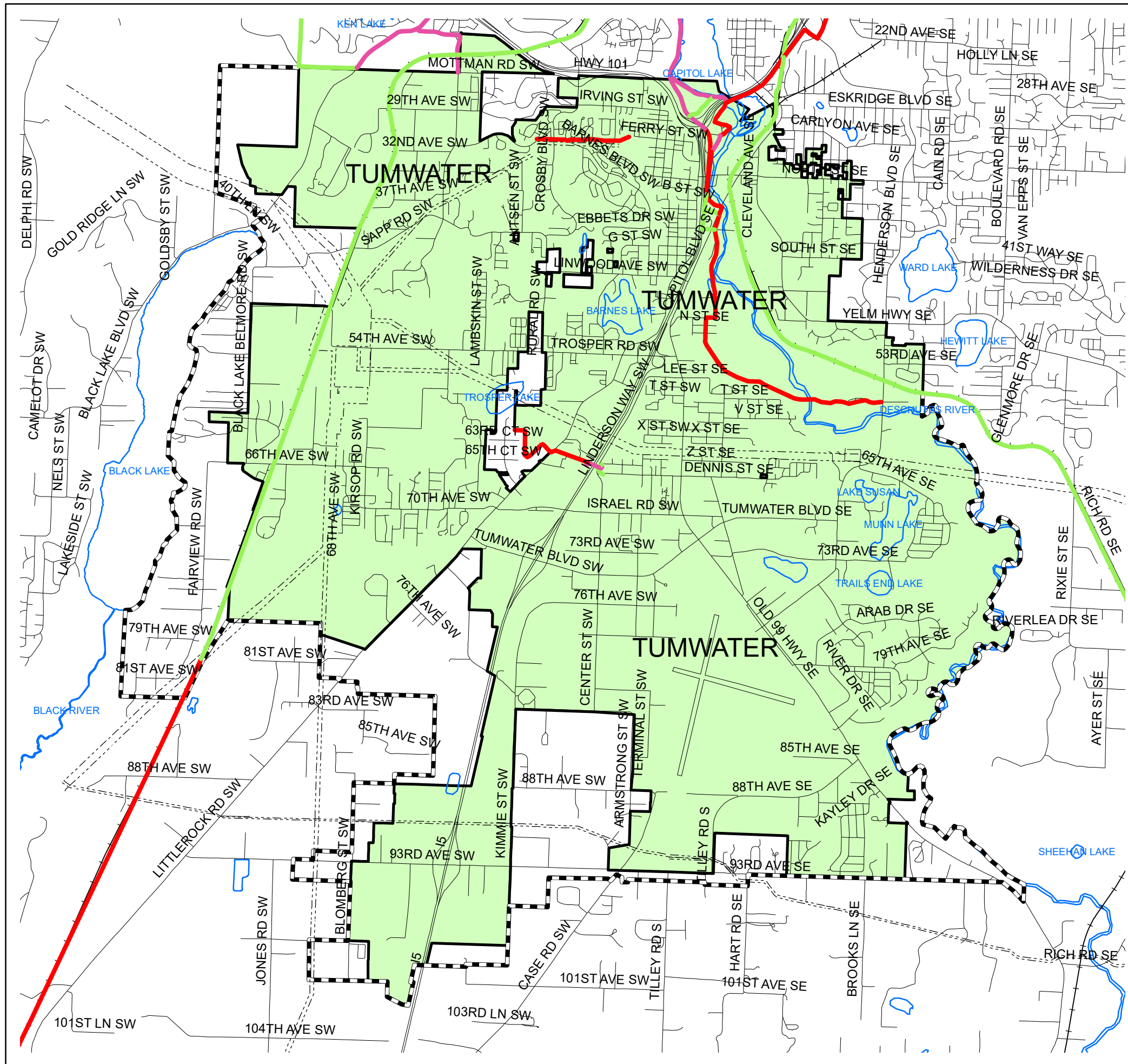
Tumwater City Limits	Multi-Family Medium Density
Urban Growth Boundary	Neighborhood Commercial
Airport Overlay	Parks/Open Space
Southern Subarea	Residential/Sensitive Resource
FUTURE LAND USE DESIGNATIONS	
General Commercial	Single Family Low Density
Heavy Industry	Single Family Medium Density
Light Industry	Utilities
Mixed Use	



Tumwater Community Development Department
March 2021
Joint Plan--western subarea future land use map13 3-19-2021.mxd
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.



MAP 15 JOINT PLAN FUTURE BICYCLE ROUTE TRAIL CONNECTION

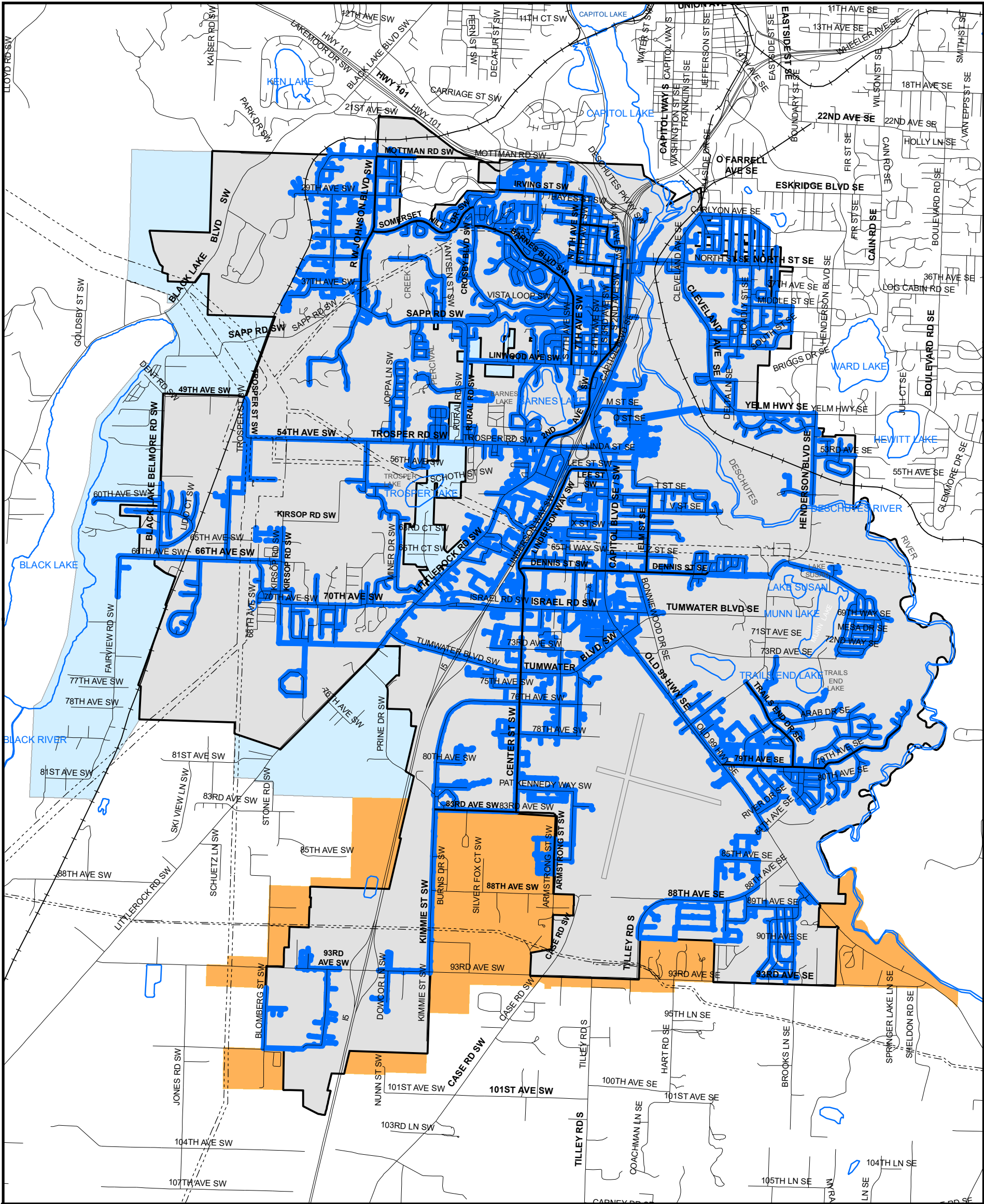


Tumwater Community Development Department
March 2021
Joint Plan--Bicycle Trails map 15 3-22-2021.mxd

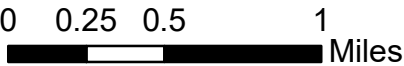
DISCLAIMER: The City of Tumwater does not warrant, guarantee, or accept any liability for the accuracy, precision, or completeness of any information shown hereon or for any inferences made therefrom.

MAP 16 - WATER MAP

TUMWATER AND THE URBAN GROWTH AREA



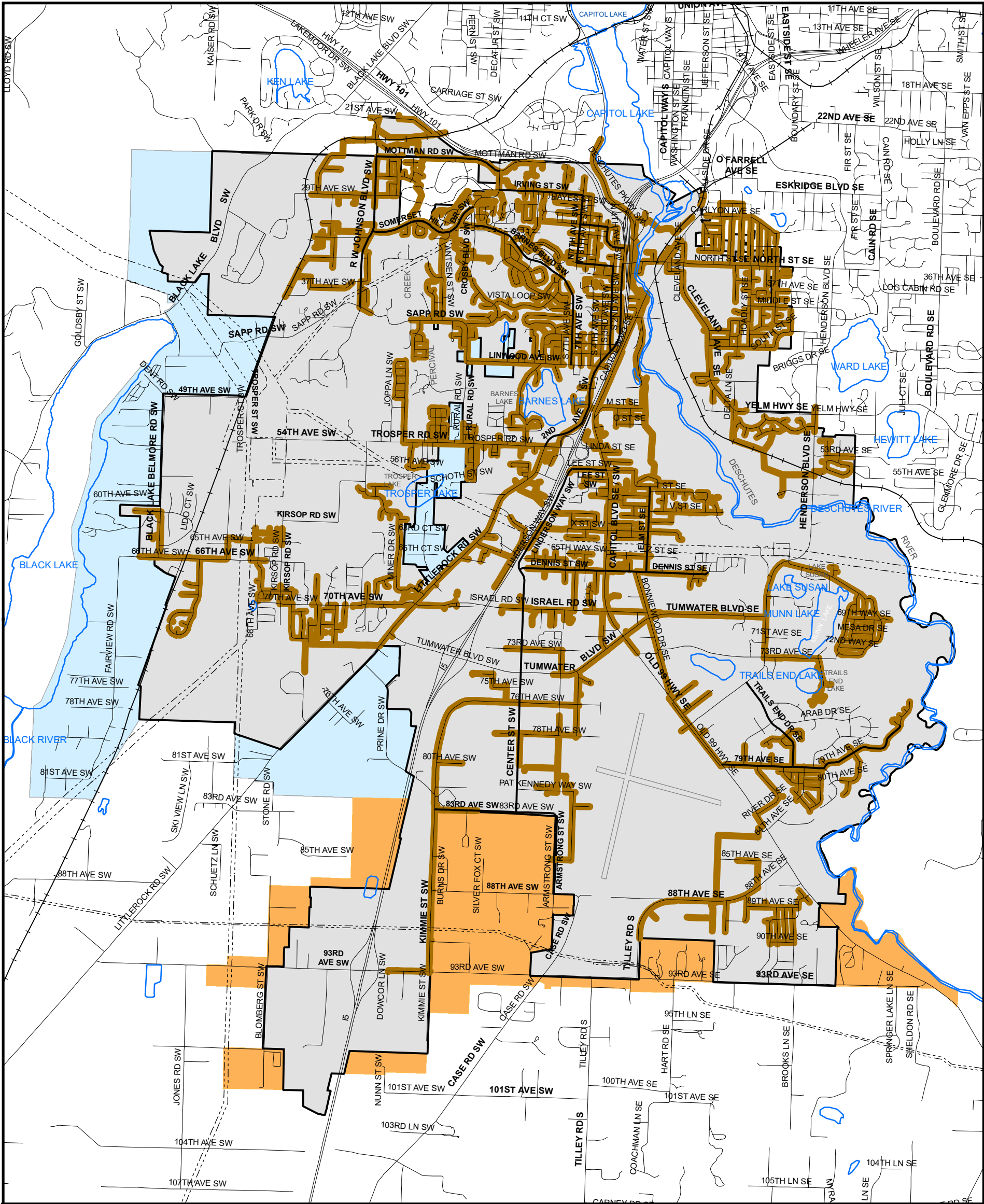
Map Date: 3/22/2021
Map File: Comp_Plan_Water_Map 16.mxd
This map created with ArcGIS 10.7.1
Map created by City of Tumwater Community Development Dept.



- Legend**
- Water Mains
 - City of Tumwater
 - Tumwater City Limits
 - Eastern
 - Southern
 - Western

MAP 17 - SEWER MAP

TUMWATER AND THE URBAN GROWTH AREA



Map Date: 3/22/2021
Map File: Comp_Plan_Sewer_Map 17.mxd
This map created with ArcGIS 10.7.1
Map created by City of Tumwater Community Development Dept.

0 0.25 0.5 1 Miles



- Legend**
- Sewer Pipes
 - City of Tumwater
 - Tumwater City Limits
 - Eastern
 - Southern
 - Western

ATTACHMENT C

Amendments to Future Land
Use and Associated Zoning
(impacts Maps 4, 9, 11, 12, 14
reflected in Attachment B)

Adopted: November 30, 2021

Resolution Attachment C
November 30, 2021
*Amendments to Future Land Use and
associated zoning*

BLACK LAKE

BLACK LAKE-BELMORE RD SW

49TH AVE SW

TUMWATER

Area of land use plan and
zoning amendment from NC
to SFM.

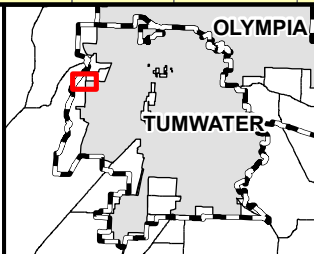
Black Lake Belmore and 49th Avenue SW

Applicant: City of Tumwater

Project: Tumwater Joint Plan Update
(Black Lake Neighborhood Commercial)

Amendment: From Neighborhood Commercial to
Single Family Medium

Project Info: 2.32 acres



Zoning

- NC Neighborhood Commercial
- SFL Single-Family Low Density Residential
(4-7 Units Per Acre)
- SFM Single-Family Medium Density Residential
(6-9 Acres Per Unit)
- MFM Multi-Family Medium Density Residential
(9-15 Units Per Acre)
- Cities



0 0.05 Miles



Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

Resolution Attachment C
November 30, 2021
*Amendments to Future Land Use and
associated zoning*

TUMWATER

PAT KENNEDY WAY SW

CENTER ST SW

83RD AVE SW

PRINE VILLA LN SW

Area of land use plan and
zoning amendment from
NC to GC.

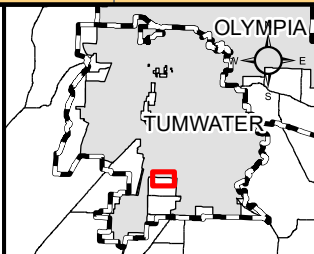
Central Street and 83rd Avenue SW

Applicant: City of Tumwater

Project: Tumwater Joint Plan Update
(Heck Rezone)

Amendment: From Neighborhood Commercial to
General Commercial

Project Info: 29.83 acres



Zoning

- MFM Multi-Family Medium Density Residential
(9-15 Units Per Acre)
- GC General Commercial
- LI Light Industrial
- Cities



0 0.05 Miles

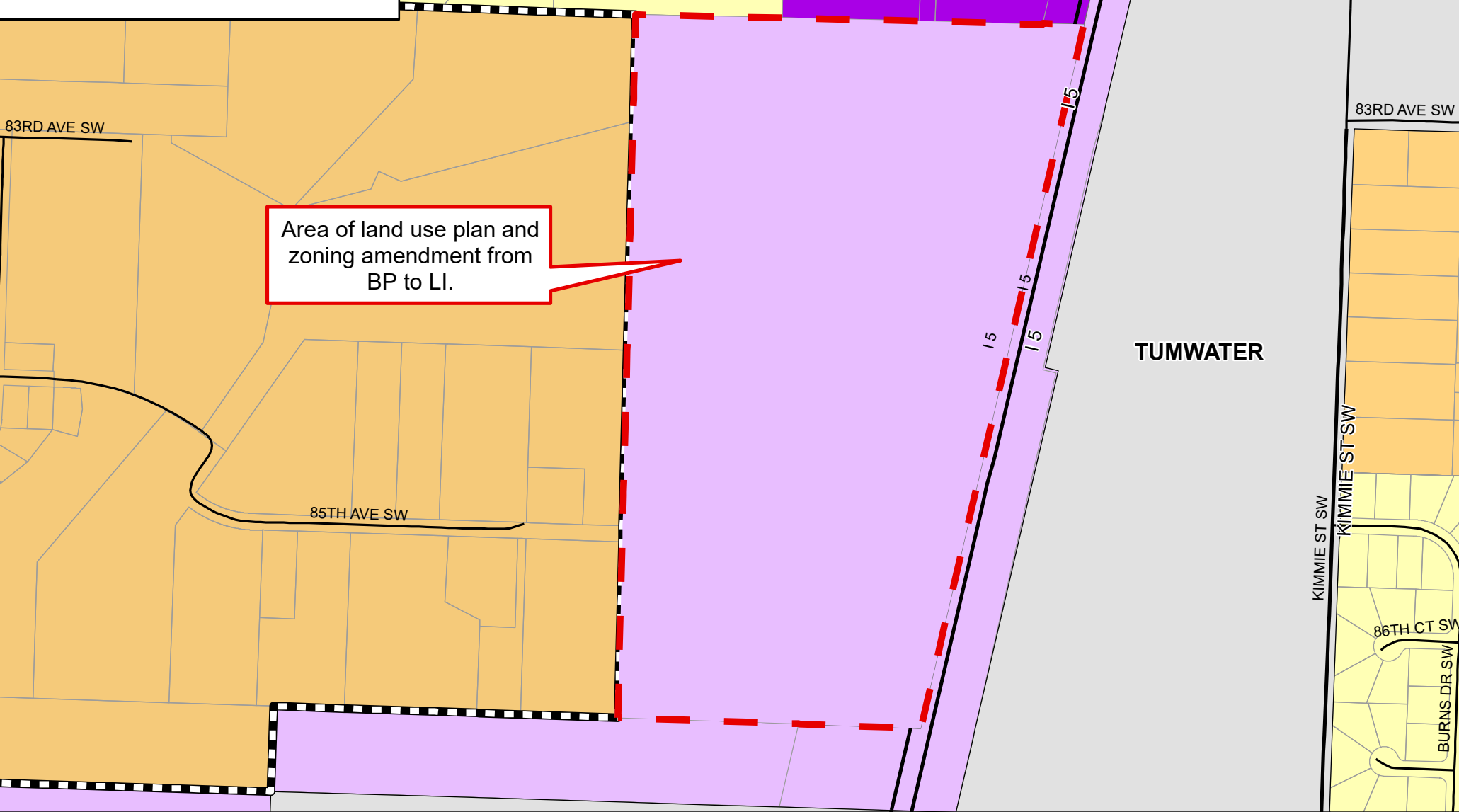


Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

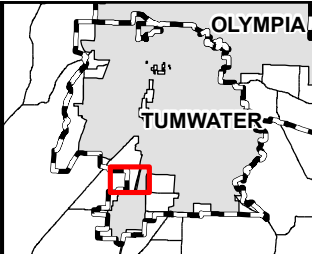
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

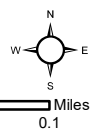
Resolution Attachment C
November 30, 2021
*Amendments to Future Land Use and
associated zoning*



85th Avenue SW and I-5
Applicant: City of Tumwater
Project: Tumwater Joint Plan Update
(Business Park Rezone)
Amendment: From Business Park to General
Commercial
Project Info: 75.36 acres



- Zoning**
- BP Business Park
 - SFL Single-Family Low Density Residential
(4-7 Units Per Acre)
 - MFM Multi-Family Medium Density Residential
(9-15 Units Per Acre)
 - GC General Commercial
 - LI Light Industrial
 - Cities

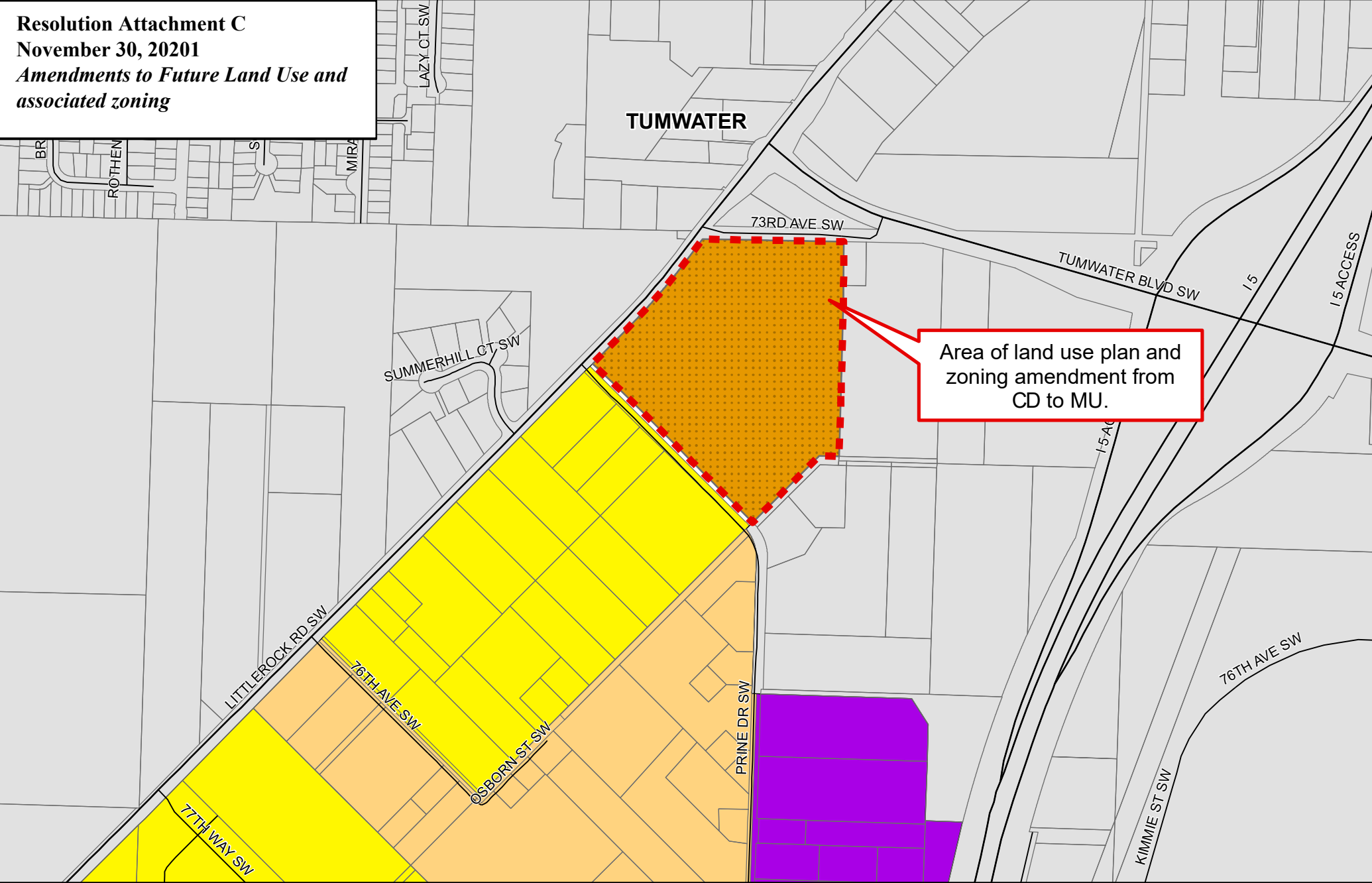


Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

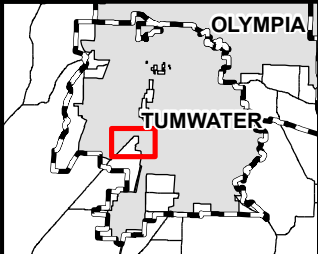
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

Resolution Attachment C
November 30, 20201
*Amendments to Future Land Use and
associated zoning*



Littlerock Road and 73rd Avenue SW
Applicant: City of Tumwater
Project: Tumwater Joint Plan Update
(Commercial Development Rezone)
Amendment: From Commercial Development to
Mixed Use
Project Info: 22.5 acres



Zoning
 SFM Single-Family Medium Density Residential
(6-9 Acres Per Unit)
 MFM Multi-Family Medium Density Residential
(9-15 Units Per Acre)
 GC General Commercial
 MU Mixed Use
 Cities

0 0.1 Miles

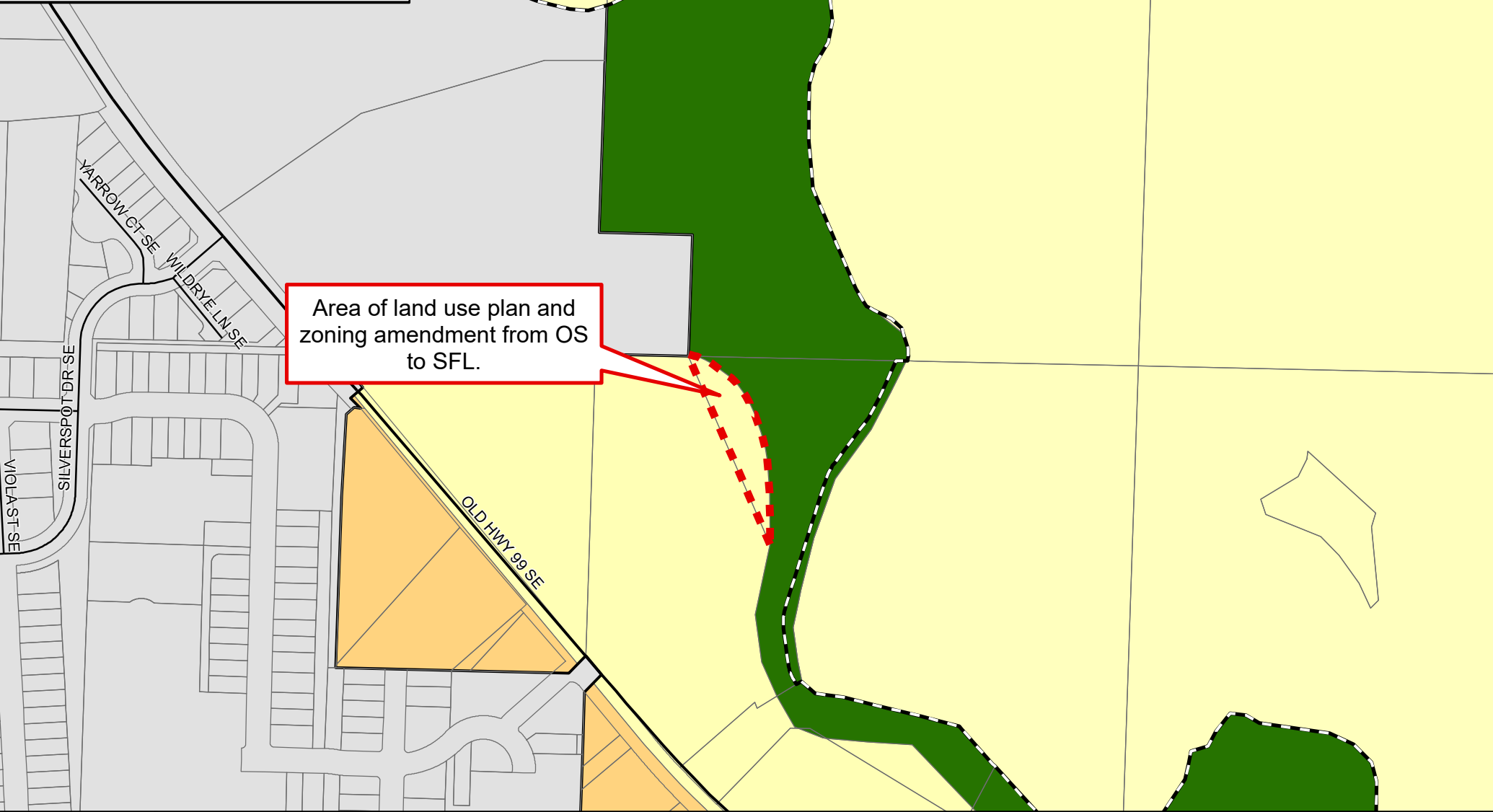


Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

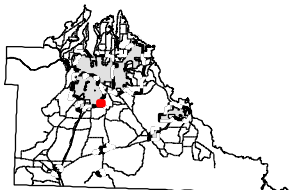
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

Resolution Attachment C
November 30, 2021
*Amendments to Future Land Use and
associated zoning*



The Enclave at Deschutes River
Applicant: Evergreen Heights, LLC
Project: Tumwater Joint Plan Update
(Enclave Rezone)
Amendment: Mapping correction from OS to SFL
Project Info: 0.72 acres



Zoning

- SFL: Single-Family Low Density Residential (4-7 Units Per Acre)
- OS: Open Space
- Cities
- Urban Growth Areas

0 0.05 Miles



Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.