

# City of Tenino

149 Hodgen Street South  
Tenino, WA 98589

**Planning Commission Public Hearing Meeting  
Wednesday, August 16, 2023 at 6:00 PM**

## **Agenda**

### **CALL TO ORDER**

### **HOUSEKEEPING**

1. Agenda approval of the 8/16/2023 Planning Meeting

**Recommended Action:** Motion to approve the agenda as presented.

2. Meeting minutes for 07/19/2023.

**Recommended Action:** Motion to approve 07/19/2023 meeting minutes as presented.

### **PUBLIC COMMENT**

### **REPORTS**

### **PUBLIC HEARINGS**

3. Housing Action Plan (HAP) 2023

**Recommended Action:**

Recommendation to Council for motion to approve.

OR

Recommendation to Council for motion to deny.

OR

Direct staff to revise the HAP and come back at the next meeting for discussion and consideration.

### **UNFINISHED BUSINESS**

### **NEW BUSINESS**

### **ADJOURN**

2.

**File Attachments for Item:**

2. Meeting minutes for 07/19/2023.

**Recommended Action:** Motion to approve 07/19/2023 meeting minutes as presented.

**Planning Commission Meeting  
Wednesday, June 07, 2023**

**Minutes**

**CALL TO ORDER**

Commissioner Rutherford convened the planning meeting at 6:00pm.

**PRESENT**

Commissioner William Rutherford  
Commissioner Dave Watterson  
Commissioner Darnella Stenzel

**ABSENT**

Commissioner Alex Murray

**HOUSEKEEPING**

1. Agenda approval of the 5/10/2023 Planning Meeting

**Recommended Action:** Motion to approve the agenda as presented.

Motion made by Commissioner Watterson, Seconded by Commissioner Stenzel.

Voting Yea: Commissioner Rutherford, Commissioner Watterson, Commissioner Stenzel

Motion carries 4-0

2. Minutes of the regular Planning Commission meeting.

**Recommended action:** Move to approve the 4/12/2023 meeting minutes.

Motion made by Commissioner Watterson, Seconded by Commissioner Stenzel.

Voting Yea: Commissioner Rutherford, Commissioner Watterson, Commissioner Stenzel

Motion carries 3-0

**PUBLIC COMMENT**

None.

**REPORTS**

**PUBLIC HEARINGS**

None.

**UNFINISHED BUSINESS**

None.

#### **NEW BUSINESS**

3. House Bill Report E2SHB

**Recommended Action:** None.

City Planner Penrose summarized the bill and explained it does not apply to Tenino yet.

4. Planning Commission #4 Vacancy Application

**Recommended Action:** Move to council for approval.

Applicant Matthew Rounsley introduced himself.

Motion made by Commissioner Rutherford, Seconded by Commissioner Watterson.

Voting Yea: Commissioner Rutherford, Commissioner Watterson, Commissioner Stenzel

Motion carries 3-0

#### **ADJOURN**

Commissioner Rutherford adjourned the meeting at 6:48pm.

**File Attachments for Item:**

3. Housing Action Plan (HAP) 2023

**Recommended Action:**

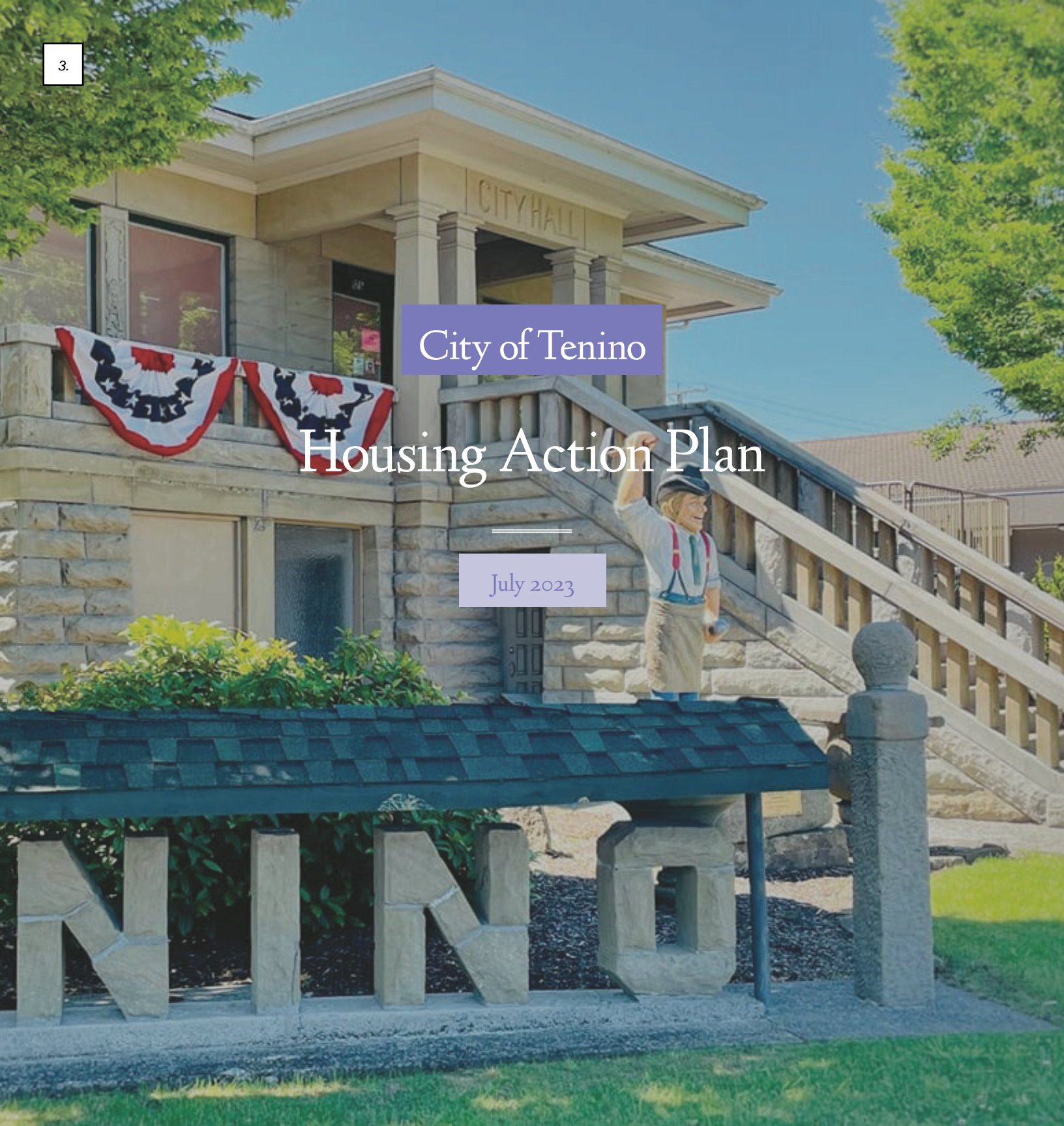
Recommendation to Council for motion to approve.

OR

Recommendation to Council for motion to deny.

OR

Direct staff to revise the HAP and come back at the next meeting for discussion and consideration.



City of Tenino

# Housing Action Plan

July 2023



City of Tenino  
Washington



## Project Information

---

Project: Housing Action Plan  
Prepared for: City of Tenino  
149 Hodgden Street S  
Tenino, WA 98589  
[cityoftenino.us](http://cityoftenino.us)

## Project Representative

---

Prepared by: SCJ Alliance  
8730 Tallon Lane NE, Suite 200  
Lacey, WA 98516  
360.352.1465  
[scjalliance.com](http://scjalliance.com)  
Contact: Dan Penrose, SCJ Alliance

## Acknowledgements

---

### Mayor

Wayne Fournier

William Rutherford  
Darnella Stenzel  
Dave Watterson

### City Council

Linda Gotovac  
Elaine Klamm  
John O'Callahan  
Jason Lawton  
Rachel Davidson

### City Staff

Ronna Barnes, Court/Admin Clerk  
Jen Scharber, Clerk/Treasurer  
Courtney Sheldon, Utility Clerk

### Planning Commission

Alex Murray  
Matthew Rounsley

### Consultant Team

SCJ Alliance Consulting Services

This plan was made possible by Department of Commerce funding to support planning to complete specific actions that can increase housing options and support housing affordability.

# Table of Contents

- Overview ..... 1
  - Relationship to Comprehensive Plan.....1
  - Tenino Housing Objectives ..... 2
- Housing Glossary ..... 3
- Introduction..... 7
  - Housing Needs And Findings ..... 7
    - Summary Findings.....11
    - Summary Findings.....13
- Community And Stakeholder Participation.....14
- Policy and Regulations Evaluation.....15
  - Housing and Land Use Element Policy Review..... 15
  - Housing Goals & Policy Review ..... 16
    - Housing Element Policies & the Community’s Needs .....16
    - Progress in meeting Housing Targets and/or Objectives .....16
    - Development Regulations Review .....18
    - Accessory Dwelling Units.....19
    - Cottage Housing ..... 21
    - Rehabilitation and Maintenance Resources..... 21
  - Land Use Goals and Policies ..... 23
- Housing Goals and Actions ..... 24
- Implementation and Monitoring ..... 29
- Appendix..... 32



## Tables & Figures

Figure 1: Units in Structure (2021) ..... 9

Figure 2. Comparison of Children in Households (2021) ..... 9

Figure 3. Inflation-Adjusted Household Income (2021).....10

Figure 4. Cost Burdened Households in Tenino (2019) .....11

Figure 5. Renter Households & Rental Units (2021) .....12

Figure 6. Owner Households & Housing Units (2021) .....12

Table 1. Estimated Housing Units Required (2030 - 2045) ...13

Table 2. Estimated New Units Required (2021, 2045) .....17

Figure 7. Housing Units in Tenino (2010-2021).....18

Table 3. Permitted Housing Types by District (2023) ..... 20

Figure 8. What is an ADU?.....21

# Overview

The City of Tenino has prepared this Housing Action Plan (HAP) with support from the Washington Department of Commerce. In 2019, the Washington State Legislature enacted planning grants through House Bill 1923 to encourage cities which plan under the Growth Management Act (GMA) to complete specific actions that can increase housing options and support housing affordability.

The HAP provides a variety of community-led initiatives that encourage the provision of housing at prices attainable to all residents, now and in the future. This plan identifies immediate housing needs and associated tools to address the housing needs in Tenino.

# Relationship to Comprehensive Plan

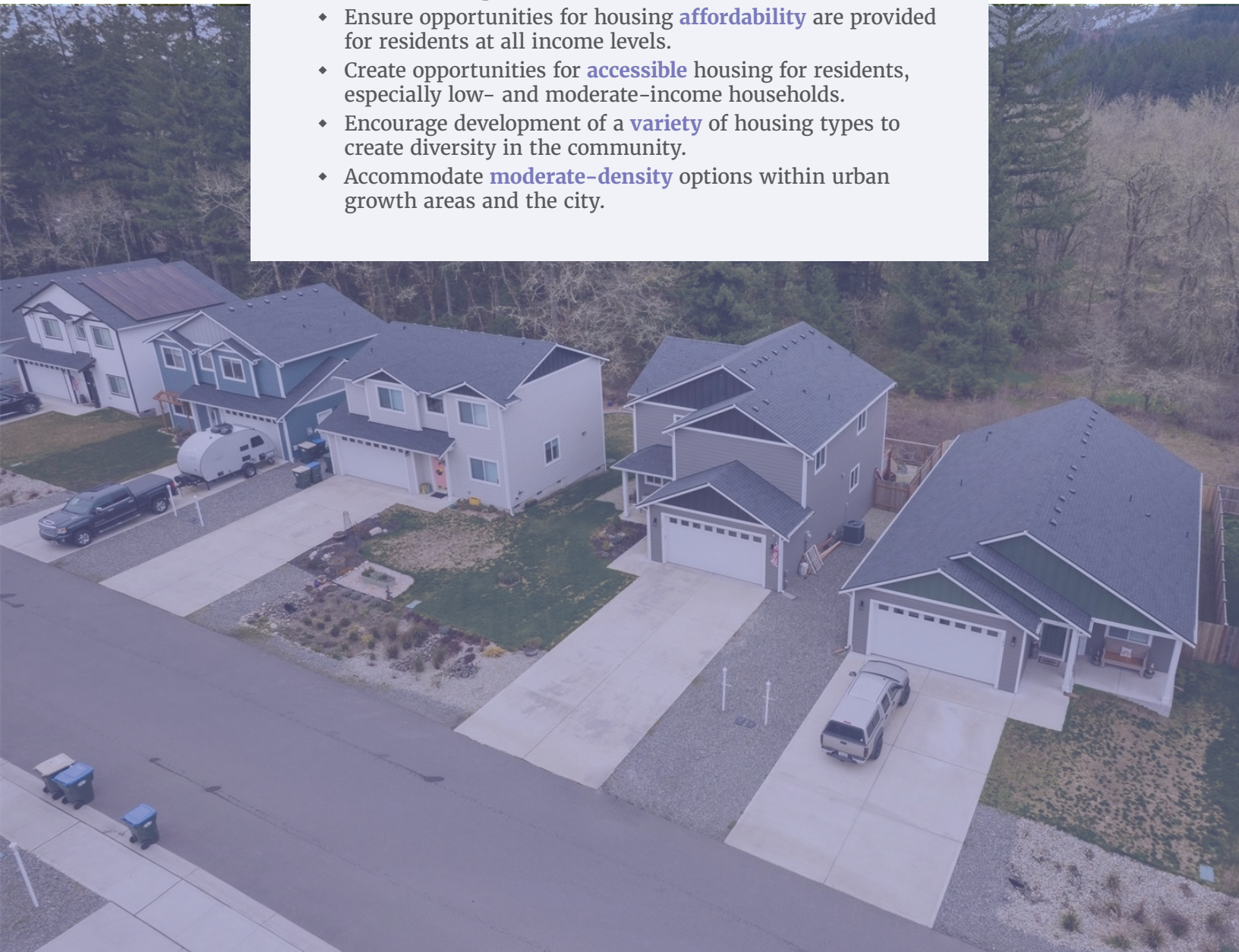
A HAP is a tool that defines strategies and implementing actions that promote greater housing diversity, affordability, and access to opportunity for residents of all income levels. It is an early step to gather data and community input that will save the city time and effort in preparing the upcoming State-mandated major periodic update of the Tenino Comprehensive Plan.

*Photo Credit: Orin Blomberg*

## Tenino Housing Objectives

The HAP objectives listed below are the result of the housing needs assessment. The objectives drive the recommended actions and strategies. The strategies proposed in this plan aim to address six overall objectives for housing in Tenino based on primary housing needs and outreach. These objectives are:

- ◆ Increase the **supply** and **variety** of housing to serve identified housing needs.
- ◆ Reduce **displacement** of low-income residents resulting from redevelopment.
- ◆ Ensure opportunities for housing **affordability** are provided for residents at all income levels.
- ◆ Create opportunities for **accessible** housing for residents, especially low- and moderate-income households.
- ◆ Encourage development of a **variety** of housing types to create diversity in the community.
- ◆ Accommodate **moderate-density** options within urban growth areas and the city.



# Housing Glossary

## TERM

## DEFINITION

### Accessory Dwelling Unit (ADU)

Sometimes referred to as a mother-in-law unit; a secondary dwelling unit that shares a lot with a larger, primary single-family home. ADUs are smaller, independent residential dwelling units that can be attached or detached from the primary residence. Attached accessory dwelling units are referred to as AADUs, while detached accessory dwelling units are referred to as DADUs.

### Affordable Housing

Residential housing whose monthly costs, including utilities other than telephone, do not exceed thirty percent of the monthly income of a household whose income is:

- a. **For rental housing**, sixty percent of the median household income adjusted for household size, for the county where the household is located, as reported by the United States Department of Housing and Urban Development (HUD); or
- b. **For owner-occupied housing**, eighty percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.<sup>1</sup>

### Area Median Income (AMI)

The midpoint of a region’s income distribution – half of families in a region earn more than the median and half earn less than the median. For housing policy, income thresholds set relative to the area median income—such as 50% of the area median income—identify households eligible to live in income-restricted housing units and the affordability of housing units to low-income households.

### Comprehensive Housing Affordability Strategy (CHAS)

A data set provided by HUD that demonstrates the extent of housing problems and housing needs, particularly for low-income households.<sup>2</sup>

<sup>1</sup> Definitions are set by the Washington State Legislature, for the state housing definition; see <https://app.leg.wa.gov/RCW/default.aspx?cite=84.14.010>

<sup>2</sup> <https://www.huduser.gov/portal/datasets/cp.html>

**Cost-Burdened Households**

A household which spends more than 30 percent of their monthly income on housing costs, including rent and utilities. A severely cost-burdened household spends more than 50 percent of its monthly income on housing costs.

**Cottage Housing**

A group of small homes oriented around an open space that are pedestrian-oriented and minimize the visibility of off-street parking by providing a consolidated parking area.

**Emergency Housing**

Temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing, and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement.<sup>1</sup>

**Emergency Shelter**

A facility that provides a temporary shelter for individuals or families who are currently homeless. Emergency shelters may not require occupants to enter into a lease or an occupancy agreement. Emergency shelter facilities may include day and warming centers that do not provide overnight accommodations.<sup>1</sup>

**Extremely Low-Income Household**

A single person, family, or unrelated persons living together whose adjusted income is at or below thirty percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.

**Household**

All the people who occupy a housing unit, whether a single person, family, or unrelated persons living together.<sup>1</sup>

**Housing Unit**

All the people who occupy a housing unit, whether a single person, family, or unrelated persons living together.<sup>1</sup>



**Household**

A house, an apartment or other group of rooms, or a single room when it is occupied or intended for occupancy as separate living quarters.

**Income-Restricted Housing**

Housing units that are only available to households with incomes at or below a set income limit and are offered for rent or sale at a below-market rate.

**Low-Income Household**

A single person, family, or unrelated persons living together whose adjusted income is at or below 80 percent of the median family income adjusted for family size, for the county, city, or metropolitan statistical area where the project is located, as reported by HUD.<sup>1</sup>

**Median Family Income (MFI)**

The median income based on the distribution of the total number of households and families, including those with no income.<sup>3</sup>

**Moderate-Income Household**

A single person, family, or unrelated persons living together whose adjusted income is more than 80 percent but is at or below 115 percent of the median household income adjusted for household size, for the county, city, or metropolitan statistical area where the household is located, as reported by HUD.<sup>1</sup>

**Permanent Supportive Housing**

Permanent housing in which housing assistance (e.g., long-term leasing or rental assistance) and supportive services are provided to assist households with at least one member (adult or child) with a disability in achieving housing stability.

**Tenure**

Relates to the ownership status of a housing unit. A housing unit is “owned” if the owner or co-owner lives in the unit, even if it is mortgaged or not fully paid for. A cooperative or condominium unit is “owned” only if the owner or co-owner lives in it. All other occupied units are classified as “rented,” including units rented for cash rent and those occupied without payment of cash rent.

<sup>3</sup> <https://www.census.gov/quickfacts/fact/note/US/INC110221>

<sup>4</sup> <https://universaldesign.ie/What-is-Universal-Design/>

**Universal Design**

“The design and composition of an environment so that it can be accessed, understood, and used to the greatest extent possible by all people regardless of their age, size, or ability.” When integrated into the built environment, universal design principles ensure that residents who are aging or who have a disability are not blocked from accessing housing and services.<sup>4</sup>

**Very-Low Income Household**

A single person, family, or unrelated persons living together whose adjusted income is more than 30 percent but at or below 50 percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.<sup>1</sup>

**Vouchers**

Provided as part of the HUD housing choice program, also known as Section 8 housing. The housing choice voucher program is the federal government’s major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses, and apartments.<sup>5</sup>

---

<sup>5</sup> See [https://www.hud.gov/topics/housing\\_choice\\_voucher\\_program\\_section\\_8](https://www.hud.gov/topics/housing_choice_voucher_program_section_8) for more details on the Housing Choice Program

# Introduction

This Housing Action Plan (HAP) is the City of Tenino’s comprehensive strategy to encourage construction of additional affordable and market rate housing in a greater variety of housing types and at prices that are accessible to a greater variety of incomes, including strategies aimed at the for-profit single-family home market. Consistent with RCW 36.70A.600 the housing action plan includes:

- ◆ A housing needs assessment that quantifies existing and projected housing needs for all income levels (Appendix A), to encourage construction of additional affordable and market rate housing in a greater variety of housing types and at prices that are accessible to a greater variety of incomes, including strategies aimed at the for-profit single-family home market;
- ◆ Analyzed population and employment trends with documentation of projections in the housing needs assessment;
- ◆ Strategies aimed to increase the supply of housing, and variety of housing types, needed to serve identified housing needs specific to Tenino;
- ◆ Strategies considered to minimize displacement of low-income residents resulting from redevelopment;
- ◆ A policy and regulation evaluation that reviews and evaluates the city’s current housing element adopted, including an evaluation of success in attaining planned housing types and units, achievement of goals and policies, and implementation of the schedule of programs and actions;
- ◆ Incorporates and provides for participation and input from community members, community groups, local builders, local realtors, nonprofit housing advocates, and local religious groups; and
- ◆ An implementation and monitoring plan that includes a schedule of programs and actions to implement the recommendations of the housing action plan.

The HAP provides actions that the city can take to facilitate the development of affordable and market-rate housing to support a variety of income levels for residents. The HAP also guides the implementation of the goals and policies outlined in the housing element of the Comprehensive Plan by identifying policy gaps and addressing those gaps in the strategies.

## Housing Needs And Findings

The Housing Action Plan is informed by the analysis in the housing needs assessment (HNA), extensive community engagement and participation, and evaluation of existing policies and regulations. The full HNA (Appendix A) provides quantitative data of the city’s existing housing conditions, gaps, and projected needs. Community and stakeholder engagement results (Appendix C) lay out the community’s vision for housing and emphasize which housing gaps are most important to address in the strategies. Evaluating existing policies and regulations further highlights current barriers to housing development and opportunities to reduce these barriers.



The HNA was prepared for the City of Tenino by SCJ Alliance Consulting Services. It is a tool for communities to understand the ways in which their unique demographics, housing stock, economy, and available land determine current and future housing needs. By analyzing each of these components, the HNA can show important gaps between the housing needs of residents and the available housing in a community and create a plan to mitigate those gaps and ensure access to housing for all economic and demographic segments of a community. This is an overview of the key findings and housing needs identified in the HNA. This effort was driven by an issue statement developed as a result of stakeholder interviews:

### Housing Issue Statement

Tenino is a predominately white, lower to middle-income community of 1,958 people with a core of small, older homes amongst a gridded network of short blocks that surround a historic business district and walkable destinations. As a bedroom community to other, more urbanized communities in Thurston County, Tenino faces exponential residential growth over the next 20 years, which indicates a need for higher density and additional housing units, including an increase in available rental units to balance the supply and demand of housing stock as the city grows.

Housing costs in Tenino continue to rise and are not attainable for a steadily growing population. Strategies need to be created to address the temporary and permanent housing gaps in the city. Key findings from the Tenino Housing Needs Assessment are as follows.

- ♦ **Tenino has a rapidly growing population.** The city’s population is expected to increase by more than 25% by 2045 with an estimated population growth to around 2,790 residents. Population projections are based on additional housing units that have been or are projected to be permitted within the next 20 years.
- ♦ **The housing stock is comprised primarily of single-family detached homes.** Tenino’s housing stock is comprised primarily of single-family homes, as shown in Figure 1, making up more than 78% of the total stock. A majority of the remaining 22% are mobile homes and apartment buildings with 10 or more units along with a smaller share of duplexes, triplexes, and quadplexes. This housing mix reflects the growth of the single-individual and family-oriented population and its demand on the housing market.
- ♦ **Much of the housing stock in Tenino is more than 50 years old.** The housing in Tenino is largely considered historic (more than 50 years old) with a mix of more recently constructed homes, as explained in the HNA. Just under 63% of the buildings in Tenino were built more than 50 years ago. While older buildings may contain lead paint and present ongoing maintenance problems, they can also provide a source of naturally occurring affordable housing units. The city’s housing stock has not developed in the same capacity as compared to the region; this is likely because Tenino has a preference to keep and revitalize historic structures rather than redevelop.

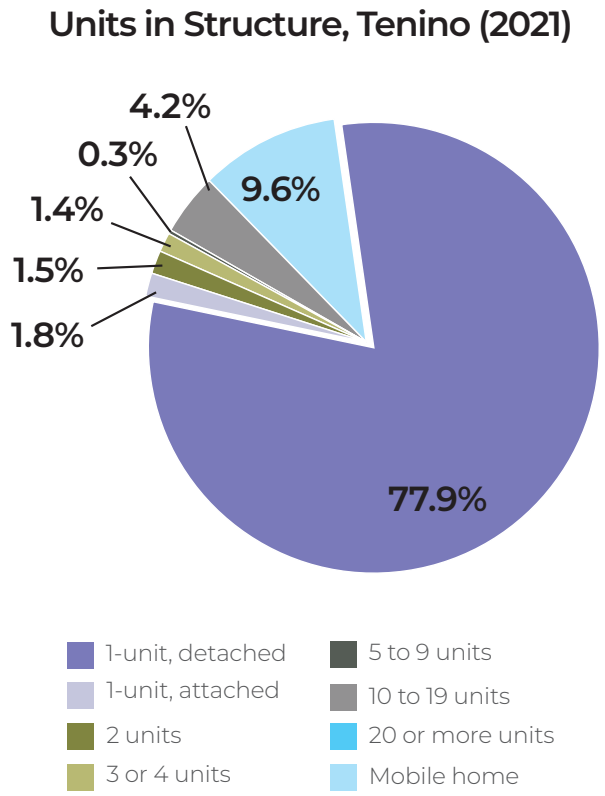


Figure 1: Units in Structure, Tenino (2021)

### Regional Comparison of Children in Households by Age-Range (2021)

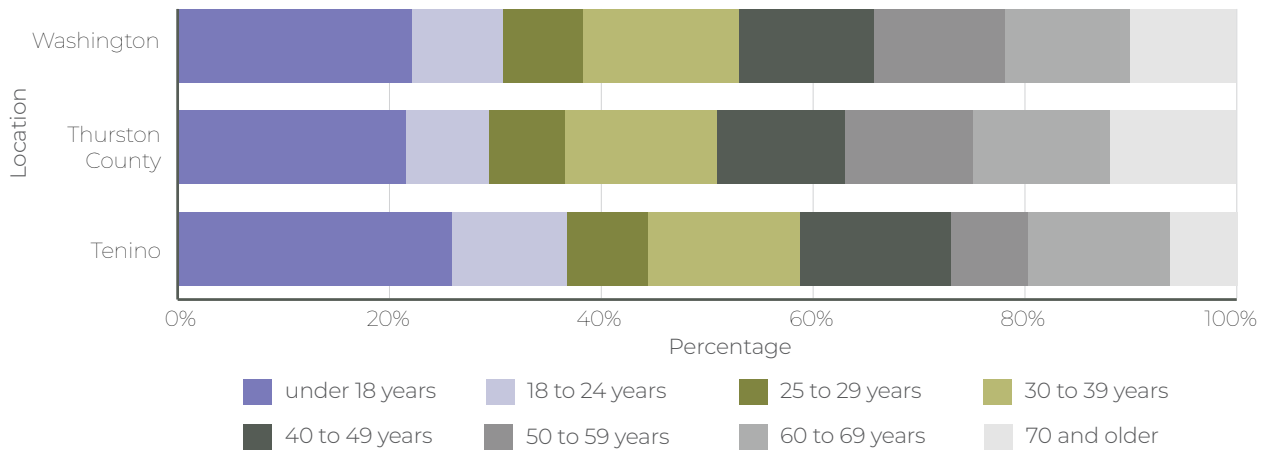
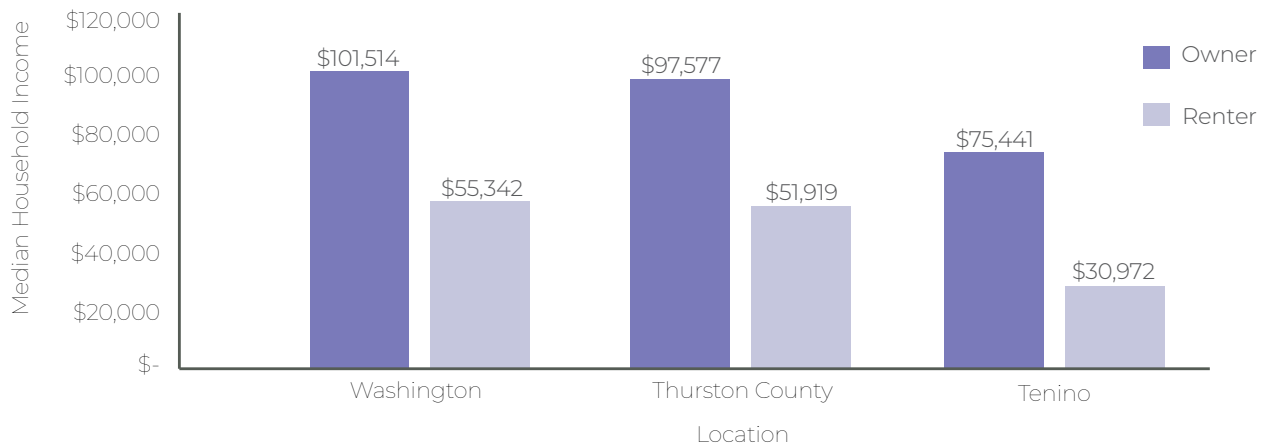


Figure 2. Regional Comparison of Children in Households by Age-Range (2021)



- ◆ **The city’s population skews younger than the countywide average.** The population of Tenino is slightly younger than Thurston County or Statewide demographics. Just under 45% of the population is below 29 years of age. Tenino also has a smaller percentage of individuals 50 years or older, with 27% of the population compared to the County and State, at 36% and 34% respectively. Reflected in Figure 2, the city sees a higher number of families looking for a tight-knit community with close recreational opportunities.
- ◆ **The Median Household Income (MHI) in Tenino is \$55,202.** In Tenino, MHI has not kept pace with the region, rising only 20% between 2010 and 2021, to \$55,202, when adjusted for inflation. While this is smaller than regionally, the MHI in Tenino fluctuates greatly with any variance in households.

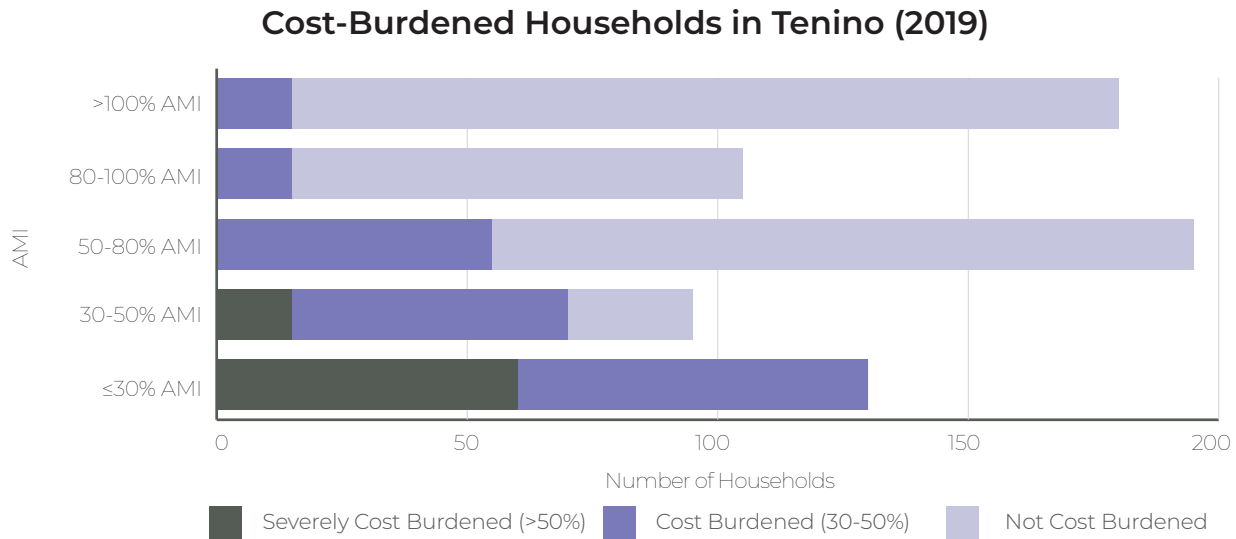
**Inflation-Adjusted Tenino Household Income with Regional Comparison (2021)**



**Figure 3. Inflation-adjusted Tenino Household Income with Regional Comparison (2021)**  
 Source: City of Tenino Housing Needs Assessment (2023)

Analysis of the housing prices, values, and supply indicate that Tenino’s residents face issues of housing availability and affordability.

- ♦ **Over 10% of Tenino’s households spend more than 30% of their income on housing.** Figure 4 shows that Tenino’s most cost-burdened households are also those earning the lowest incomes. The majority of households earning less than 30% AMI are also severely cost-burdened. Overall, nearly 11% of Tenino’s households are severely cost-burdened. Those residents fall in the lower end of the income spectrum, and they are typically renters, rather than homeowners. Cost-burdened residents can face difficult choices between prioritizing whether money is spent on housing and other household needs, or on food, clothing, transportation, and medical care, in addition to housing instability.



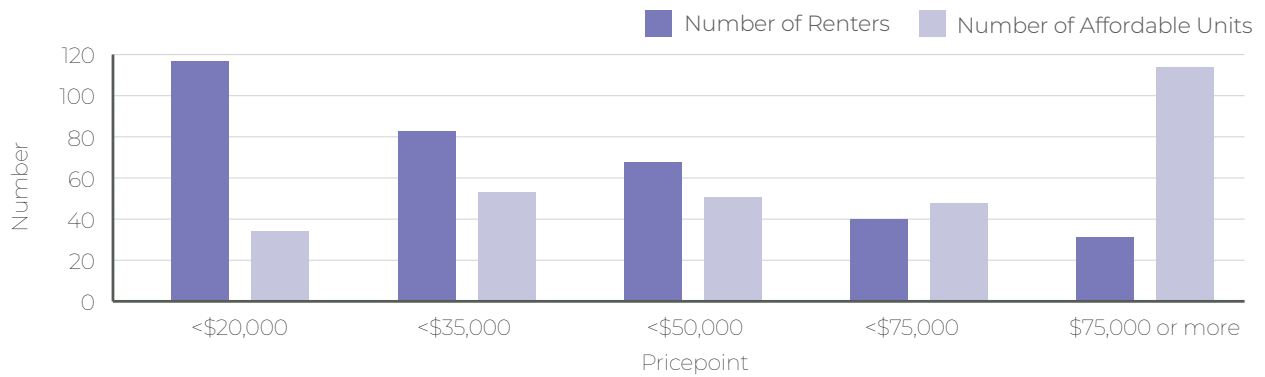
**Figure 4. Cost-Burdened Households in Tenino (2019)**

Source: HUD Comprehensive Housing Affordability Strategy (CHAS)

## Summary Findings

Tenino is projected to grow in population over the next 20 years. While there is residential capacity for undeveloped areas and through infill of underdeveloped parcels, the city will need to consider areas to prioritize and ensure capacity does not expand too quickly and negatively impact the housing markets or vacancy rates. Currently, there is a shortage of low-income housing, senior housing, and nursing homes within the city. Some areas, particularly in the Master Planned Community in the western portion of the city, have additional environmental considerations. Reevaluating current zoning designations and density allowances, especially in the areas referenced above and for certain types of housing, will allow for increased density and development/redevelopment.

### Renter Households and Affordable Rental Units by Income in Tenino (2021)

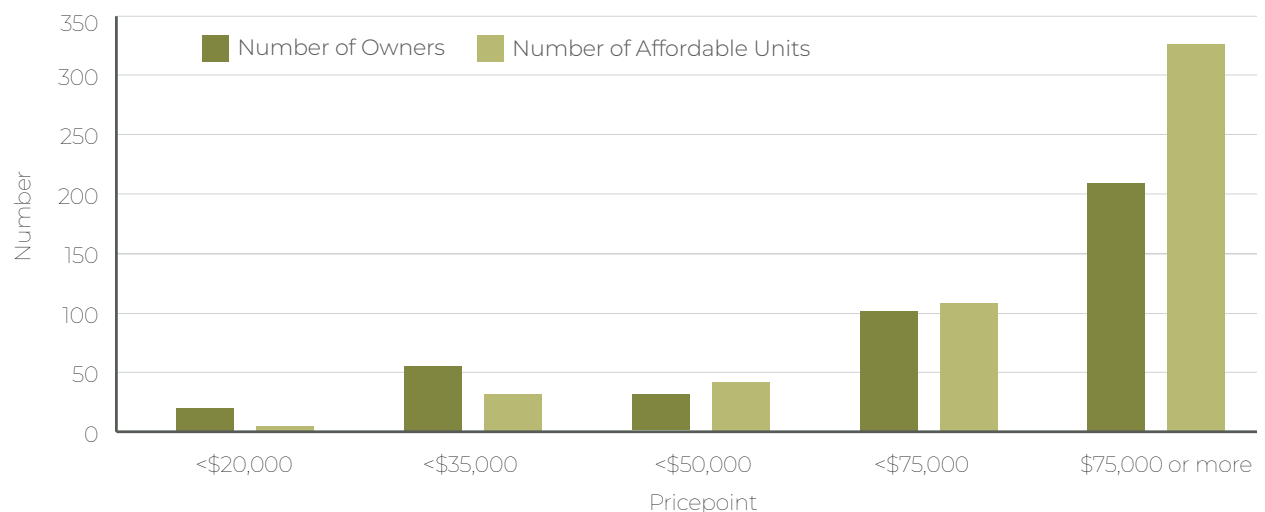


**Figure 5. Renter Households and Affordable Rental Units by Income in Tenino (2021)**

Source: City of Tenino Housing Needs Assessment (2023)

This same idea is reflected in the data in Figure 5 and Figure 6, where households making less than \$50,000 in annual income have a higher burden of cost due to lack of available affordable housing choices. The data shown below can help to better clarify where the City’s housing supply needs a boost. In this case, the gap between number of renters and number of affordable units would benefit from an increased supply of lower priced units. This may take the form of subsidized housing or rental assistance programs.

### Owner Households and Affordable Housing Units in Tenino (2021)



**Figure 6. Owner Households and Affordable Housing Units in Tenino (2021)**

Source: City of Tenino Housing Needs Assessment (2023)

Table 1. Estimated Housing Units Required in Tenino by Income (2030 - 2045)					
		2021	2030	2040	2045
% of Area Median Income	Total Housing Units	772	1,001	1,082	1,091
	Occupied Housing Units	725	953	1,029	1,038
Less than 19%	Less than \$20,000	18.3%	174	188	190
19% to 34%	\$20,000 to \$34,999	14.1%	134	145	146
34% to 48%	\$35,000 to \$49,999	10.9%	104	112	113
48% to 72%	\$50,000 to \$74,999	21.5%	205	221	223
72% or more	\$75,000 or more	33.8%	322	348	351
0%	Zero or negative income	1.4%	13	14	15

Source: 2021 American Community Survey 5-Year Estimates Table S2503, Thurston Regional Planning Council

Table 1 below shows a projection of the number of housing units required by income if the percentage of housing units per income were consistent through 2030, 2040, and 2045. With the information gleaned from Figures 6 and 7, it can be ascertained that the households making less than \$50,000 annually, or under 48% of the Area Median Income, are in need of additional available units, and that the percentage of housing units available to extremely low-, very low-, and low-income households should be increased.

### Summary Findings

While Tenino is projected to grow in population, the environmental constraints on the City make expansion of city limits and development of residential housing difficult. Review of the housing prices, values, and stock show that Tenino residents face a housing availability issue more than that of affordability. This is not to say that affordable housing is not necessary; rather, Tenino residents statistically make less than regional comparisons when looking at Median Household Income. There is also limited or no availability of low-income, senior housing, or nursing homes located within the city.

Reevaluating current zoning designations and density allowances would help to increase density and allow for development or redevelopment of parcels in these areas. Remodel and/or demolition of older structures or underutilized parcels will be important to review as development within the West Tenino area would be difficult due to the Mazama Pocket Gopher habitat. Density is projected to increase to the south where the City has seen some annexations and new subdivisions, this will likely continue. Emphasis should be placed on accommodating affordable rental units, while encouraging developers to build various types of middle housing units, such as adding Accessory Dwelling Units to lots with Single-Family residences and bringing new concept ideas such as cottage style housing.



# Community And Stakeholder Participation

Public comment was sought for the City of Tenino's Housing Action Plan through stakeholder interviews and meetings with the City Council and Planning Commission. These outreach opportunities provided insight and a better understanding of the community's interests and needs in terms of housing. The following themes were found throughout our discussions:

- ◆ **Affordability:** Residents and stakeholders stated that it's not just about affordability but attainability for the overall community. Suggestions included waiving permitting fees for nonprofits and small developers, and for the city to promote a variety of housing types.
- ◆ **Smaller Homes, Condos, and Townhomes:** In support of the increase in variety of residential unit types, input showed support for promoting construction or rehabilitation of smaller single-family residential homes, condos, and townhomes, as opposed to low-income apartments. Smaller units would assist both lower-income and senior populations looking for smaller, more affordable options.
  - Low-income apartments specifically received negative feedback due to poor connotations with the perceived quality of homeowner. Attainable or affordable housing for the community was the preferred description.
- ◆ **Short-Term Housing:** A large majority of stakeholders mentioned a need for short-term housing to assist seniors or military families that need a short-term solution until a long-term option became available. The length of time that was meant by "short-term" seemed to vary, but was generally around three to nine months.
- ◆ **Housing Maintenance:** Many homes in Tenino are more than 50 years old. The community expressed concern for residential maintenance, remarking that older homes show more disrepair and maintenance is more difficult and costly.

## Recommendations From Stakeholders

- ◆ Evaluate policies to better appeal to developers
- ◆ Increase density while promoting walkability
- ◆ Promote infill of residential properties close to downtown
- ◆ Increasing maximum height allowances
- ◆ Adjust SEPA thresholds
- ◆ Reduce setbacks for ADUs
- ◆ Balanced growth by promoting:
  - Commercial/Industrial development
  - Mobility and Transportation

# Policy and Regulations Evaluation

The purpose of the policy and regulations evaluation is to evaluate the City of Tenino’s housing element, last adopted Comprehensive Plan in 2016, and development regulations to determine the City’s successes and barriers to developing housing related to the achievement of goals, policies, and implementation consistent with RCW 36.70A.600 (2)(e).

Washington State has requirements and guidelines for Housing Planning and the Growth Management Act (GMA) includes specific requirements for how cities should plan for housing, including housing affordable to lower-income households. The GMA’s housing goal is “to 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.

## Housing and Land Use Element Policy Review

The policy evaluation analyzes housing related goals and policies from the city’s 2016 Comprehensive Plan. In addition to primarily reviewing the Housing Element, this document reviews other related Comprehensive Plan elements, including Land Use and Capital Facilities where policies related to housing are mentioned. This evaluation informs the strategies in the Housing Action Plan. This evaluation takes into consideration the findings of the Housing Needs Assessment including anticipated growth, permit issuance trends, and identified gaps concerning the city’s Comprehensive Plan policy implementation. The review considers the following evaluation criteria in terms of success in achieving housing unit needs as well as the achievement status of each goal and policy referenced. The full evaluation matrix and analysis is included in Appendix B, however, a condensed breakdown can be found below:

Connection to the HNA or HAP Objectives		Achievement of Goals, Policies, and Actions	
<b>C</b>	Continuing need for the goal/policy to meet identified gaps in the HNA or HAP objectives	<b>E</b>	Early or not yet initiated
<b>A</b>	Amend to address HNA gaps	<b>M</b>	Moderate progress
<b>N</b>	Not directly related to housing needs or objectives	<b>C</b>	Completed



These goals and policies directly affect potential development regulations as they lay the groundwork for the support of new or altered regulations. The Comprehensive Plan is a visionary document that reflects goals to assist the City to realize their vision. In this way the policy and regulations are connected and there is crossover between the two.

## Housing Goals & Policy Review

### How well do the City of Tenino’s housing element policies meet the community’s needs for housing?

The housing element policies outlined in the 2016 City of Tenino Comprehensive Plan allow for many avenues to address the community’s needs for housing. Many of the policies encourage additional dwelling units through updates to the development code, allowing more accessory dwelling units per lot, or through a variety of housing types. One suggestion as part of the evaluation review was to consider updating housing policies to have an attainable, easily identifiable goal.

### What is the City of Tenino’s progress in meeting housing targets or objectives for housing types and units?

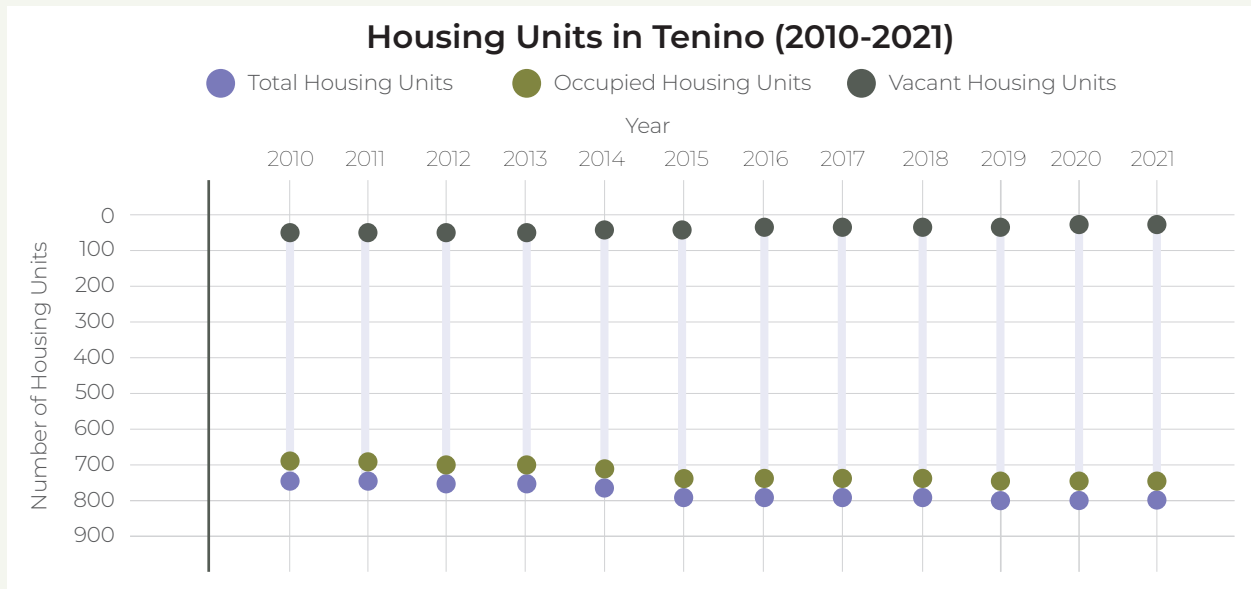
According to the 2016 City of Tenino Comprehensive Plan, the projected housing units for 2021 within city limits was 785, whereas the estimated total according to the 2021 American Community Survey (ACS) was 725 – a difference of 60 units.

Table 2. Estimate New Housing Units Required in Tenino (2021, 2045)		
	2021 Estimates	2045 Projection
Population	1,870	2,790
People per Household	2.53	2.53
Households	725	1,068
(5% Vacancy Rate)		53
Total Housing Units	772	1,168
<b>New Housing Units Required</b>		<b>396</b>

Thurston County and the City of Tenino expect a population growth to 2,790 residents within city limits by 2045. Using this projection, and ACS population data from 2021, the projection would account for an additional 832 residents over the course of twenty-four years. This projection can be used to estimate the number of housing units that will be needed in Tenino by 2045, as shown on the left.

Source: SCJ Alliance, Washington Office of Financial Management (OFM), 2021 American Community Survey 5-Year Estimates Table DP04 and S1101, TRPC

The total number of housing units in Tenino has gradually increased over the past decade, while occupied units increased at a slightly higher rate, leading to a decrease in the housing vacancy rate over time (Figure 4). The vacancy rate was 6.62 in 2010 and has decreased every year until 2021, when it jumped back up to 6.09. While Tenino currently sits at a healthy vacancy rate, the city will need to increase the additional units per year to meet future demand and to keep the vacancy rate stable. Currently, the city averages 4 additional units per year, while the number of occupied units increases by 6 annually.



**Figure 7. Housing Units in Tenino (2010-2021)**

Source: 2010-2021 American Community Survey (ACS) 5-Year Estimates, Table DP04

Many of the policies have been implemented to allow for a variety of housing types and units in residential zones, including policies that consider the need for or encourage construction of special housing.

Permitting a variety of housing types and styles in both residential and commercial zoning districts allows developers to add more units and layout designs in their plans. Residential building developers typically look at the bottom line, cost, and try to include as many units as possible while still considering the marketability and demand for certain types of units. As both affordability and availability of residential units have dwindled, the need for increased density and smaller affordable units has risen. Tenino has done well in updating their development code to be consistent with the goals and policies outlined in the City’s 2016 Comprehensive Plan.

Special housing includes group homes and care facilities, income-restricted housing, and senior housing options (including independent and assisted living facilities). In 2021, more than 480 residents in Tenino earned less than the Median Renter Income of \$50,449, compared to only 292 total low-income rental units. Figure 5 on page 12 shows the disparity between the number of renter households and their income to the number of affordable units in their range.



## Development Regulations Review

The city's development regulations can make or break housing production and supply specifically related to zoning, which regulates permitted uses. Zoning determines what can be built and where, including housing density, size, and type. As described in the Land Capacity Analysis of the HNA (Appendix A), Tenino's zoning code contains four residential and three commercial districts, not including the Master Planned West Tenino Zone: Single Family Environmentally Sensitive Residential (SF-ES), Single Family Residential (SF), Single Family Duplex (SFD), Multi-Family Residential (MF), Commercial 1 (C-1), Commercial 2 (C-2), and Commercial 3 (C-3). Additionally, some residential dwelling units are permitted in these zones as an accessory use or with a special use permit (for convalescent care, assisted living, and congregate care facilities). Overall, Tenino's zoning code is very straightforward and does not result in significant barriers to housing development. However, a code update could incentivize or facilitate intentional development that prioritizes housing, particularly in the SF and SFD Residential zones.

Tenino's permitted uses in both commercial and residential zones should be reviewed and updated to encourage a variety of dwelling units to accommodate an additional 396 dwelling units by 2045. According to the Thurston Regional Planning Council, the projected residential capacity within the City's commercial and residential zones is approximately 1,168 dwelling units. This number has been adjusted to reduce the amount of previously forecasted residential units within the West Tenino zone, which will need to be

redesignated during the Comprehensive Plan periodic Update due to the presence of Federally listed endangered species. To ensure projected capacity needs are met, the City will need to facilitate and incentivize housing development in all zones and also encourage higher densities in the residential zones.

Table 3 shows the permitted housing types within each zoning district, and whether they need a special permit or have considerations that further determine if the potential development of these dwelling units is permissible in each zone. The specific development regulation recommendations below were considered after careful review of the current regulations and use of the chart shown in Table 3:

1. Outright permit accessory dwelling units and/or secondary dwelling units across all residential zones, and on existing nonconforming residential lots within the commercial zones.
2. Raise SEPA thresholds for residential subdivisions
3. Expedite permitting for low- and moderate-income housing units to incentivize developers.
4. Permit longer-term (30 days to 6-months) transient lodging outright in residential districts.
5. Permit live-work structures throughout the commercial zones, remove the requirement for Mixed-Use Development for live-work structures, and reduce or eliminate density requirement in existing structures.
6. Add other innovative housing types (such as cottage style) to the permitted uses where appropriate.

**Table 3. Permitted Housing Types by Zoning District (2023)**

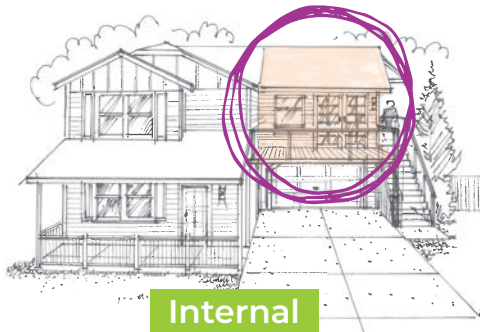
Residential Zone	Use	Detached Single Family	Duplex	Attached Single Family	ADU
SF-ES	Larger lots to allow for environmental constraints. Lots are in proximity to critical areas.	Permitted	X	X	Permitted
SF	Single-family residential units. Low-density residential area.	Permitted	X	X	Permitted
SFD	Single-family and Duplex units. Low-density residential area.	Permitted	Permitted	X	Permitted
MF	Small-lot detached dwellings and attached structures such as apartments, condominiums, and townhouses. The mix can take form on a single site or mixed within a general area.	Permitted	Permitted	Permitted	Permitted
C1	Some residential units allowed off ground level.	X	X	Administrative Use	X
C2	Primarily commercial uses, with some residential units allowed off ground level.	X	X	Administrative Use	X
C3	Mix of existing single-family uses, new and existing multifamily buildings, mixed use structures, and commercial uses.	Permitted if Existing	X	Administrative Use	X

Source: SCJ Alliance, City of Tenino

## Accessory Dwelling Units

Accessory Dwelling Units (ADUs) create new housing opportunities while respecting the look and scale of single-family dwelling developments. ADUs provide a mix of housing options to support a variety of housing needs. For example, they provide a means for residents, particularly seniors, single parents, and families with grown children, to remain in their homes and neighborhoods, and obtain extra income, security, companionship, and care.

# What is an ADU?



**Internal**  
Unit conversion.



**Attached**  
Unit conversion or new build.



**Detached**  
Unit conversion or addition.

**i** ADU is short for Accessory Dwelling Unit.



**Figure 8. What is an ADU?**

Source: SCJ Alliance

During community interviews and Planning Commission meetings it was clear that the community desired to improve the supply of smaller affordable unit options such as ADUs. This sentiment was expressed by parents who felt their grown child(ren) could rent or use the space until they could afford to live on their own. This was a common example and included concerns for low-income seniors and individuals with developmental disabilities, as additional housing support is needed for those special populations.

As part of the update to the city’s ADU code standards, the City could offer density bonuses to infill ADUs and/or other types of middle housing options, such as cottage style and senior housing in all residential zones and in some low-intensity commercial zones. This can include permitting those types outright in all residential zones, increasing the number of accessory units allowed per lot, eliminating the parking minimum requirement for accessory units, reducing minimum lot area size requirements, and increasing maximum structure size requirements.



## Cottage Housing

Cottage homes have historically served as working-class housing throughout the U.S. and are now being updated and reintroduced as an affordable alternative for a new generation of American families. Cottage developments are built in clusters designed to trade quantity of space for quality of life, while actively promoting a sense of community.

Cottages are typically clustered around a common open space, and depending on the lot size, can have anywhere from 4 to 20 units per development. These cottages are generally designed as one- or two-story detached housing units, with second storied built into the pitch of the roof.



Targeting singles, married couples, and empty nesters, this type of housing is considered moderate in size, but can be built smaller. Small cottages average 450 square feet on the main level, with a 100 square foot loft. Larger cottages can have up to 1,600 square feet and accommodate 2 bedrooms and 1.5 baths, though most cities limit the size of the units to approximately 800 to 1,000 square feet.<sup>6</sup>

## Rehabilitation and Maintenance Resources for Homeowners and Landlords

Keeping a house in good shape requires time, money, and effort. Maintaining housing can be a stretch for many people, including low-income and elderly households.<sup>7</sup> Just over 16% of the residential buildings in Tenino were built more than 50 years ago, and are now considered historic. This is far less than the countywide average and is likely due to Tenino's more recent growth and population boom since the 1990s.

The existing older housing stock can provide a source of naturally occurring affordable housing units, as they are smaller and often more centrally located to existing centers served by transit and commercial services. However, these buildings may also contain lead paint, and typically present ongoing maintenance problems which can be a source of financial burden on low- and moderate-income homeowners and senior residents.

Tenino can provide some resources, education, and incentives for homeowners and landlords to rehabilitate and maintain homes.

One possible resource to connect them with is the [USDA Rural Development division's Single Family Housing Repair Loans & Grants](#) (Section 504). This program provides loans to very-low-income homeowners to repair, improve, or modernize their homes, and grants to elderly very-low-income homeowners to remove health and safety hazards. As Tenino is in the eligible zone, homeowners should be aware of this opportunity. In other words, the City of Tenino can use its Comprehensive Plan as justification for code enforcement, making sure development aligns with the community goals and vision.

<sup>6</sup> Regulatory Barriers Clearinghouse - Breakthroughs, Cutting Costs with Cottage Housing. Jan 2008. <https://archives.huduser.gov/rbc/archives/newsletter/vol7iss1more.html>

<sup>7</sup> Brookings Institute - <https://www.brookings.edu/blog/the-avenue/2019/07/02/housing-affordability-and-quality-create-stress-for-heartland-families/>



## Minimizing Displacement

Minimizing displacement has been an increasing concern and cities should look to support anti-displacement efforts to ensure that low- and moderate-income residents and special housing residents are not displaced by new development activities occurring in the area. Below are some considerations that the City and its residents might consider moving forward as the number of housing units and households in the City are projected to increase exponentially by 2045.

1. Ensure housing options remain affordable amongst new developments by requiring multifamily developments in certain overlay areas or zones to provide a certain percentage of affordable, market rate housing units.
2. Support aging-in-place services and goals that encourage development patterns that provide suitably scaled, daily needs services within walking distance of residential areas, allowing a measure of independence for those who cannot or choose not to drive. Connect homeowners with resources to adapt their homes to their needs as they age such as the [USDA's Single Family Housing Repair Loans & Grants](#) program, as mentioned above.
3. Support education programs on homeownership, such as the [NeighborWorks Center for Homeownership Education and Counseling \(NCHC\)](#). The NCHC program provides certifications in housing and financial counseling, which could be a beneficial resource for low- and moderate-income households in Tenino seeking help buying or staying in a home. The [Washington State Home Advantage Program](#) offers seminars and access to other resources for those buying their first home; the City of Tenino could partner with and participate in this program to make this statewide resource more accessible at the local level.
4. Explore grant programs to support the effort to reduce homelessness. Programs such as the [Washington State Department of Commerce's Consolidated Homeless Grant \(CHG\)](#) provide resources to fund homeless crisis response systems to support communities in ending homelessness.
5. Adopt local tenant protections that require an increase to the notice time from 10-60 days to 90-180 days before the effective date and place a cap on rent payment late fees.

## Land Use Goals and Policies

Many of the goals and policies in the Land Use element encourage adoption and consideration of tools that foster sustainable development, variety of type, density, and affordability of housing units, and encourage consistent review of determining factors such as healthy vacancy rates or permit processing speeds and review. Many of the Land Use principles are beneficial to the public and potential residents and can contribute to community growth through smart design.

- ♦ **Land Use Policy 1.1** encourages the development of excellent neighborhoods throughout Tenino, using the Great Neighborhoods approach of connected developments. New proposed subdivision applications require improvements, such as trails, sidewalks, well-connected streets, and street trees. Developments for residential structures in single-family residential zones do not have required design standards. The City has maintained and updated their zoning code to ensure that single-family residences on existing lots are minimally impacted by development requirements. The City's development code encourages off-street alleys and side streets to connect to parking lots behind the structure, while the structure is placed closer to the street. This creates safer conditions for pedestrians and takes cars off the main arterial streets sooner.
- ♦ **Land Use Policy 2.2** requires most residential zones allow for accessory dwelling units, but not different dwelling types, such as bungalow courts, cottage house, and small multi-family structures. The single-family/duplex (SFD) zone allows for duplexes but not triplexes, quadplexes, or small apartment buildings. The multi-family residential (MF) zone allows for duplexes, and attached single family units including townhomes, condos, tri/quadplexes, and apartments.
- ♦ **Land Use Policies 3.0 and 9.1** recommend that new residential development have a mix of housing type, especially near downtown. Some types of housing are limited in some residential zones. Density overlay shows urban densities are aligned with single family (SF) and single-family duplex (SFD) zones. During the next comp plan update, the zoning map should be revised to better align zones with urban density areas.





# Housing Goals and Actions















This section discusses the specific local strategies that the City of Tenino will implement or further consider as part of the City’s review of development regulations and housing related policies, plans, and updates.






The City of Tenino has identified five goals for addressing housing needs within its community:






- ◆ Encourage a variety of housing types, densities, and a range of affordable housing.
- ◆ Utilize outside funding or assistance resources to pursue housing goals.
- ◆ Reduce costs to allow more low- and moderate-income housing options.
- ◆ Increase accessibility throughout urban and transit corridors.
- ◆ Add more permanent supportive housing.





The actions outlined for Tenino on the following tables are organized within each of the five goals. Each action also fills one or more of the six gaps identified through the Housing Needs Analysis and Public Outreach efforts.




LEGEND		
	Affordability	Reduce the cost of housing for low-income and cost-burdened households.
	Supply	Increase the inventory of housing for all households.
	Transit	Increase connectivity through accessible transit options to support housing.
	Middle Housing (Variety)	Increase the variety of housing sizes and types.
	Accessibility (Supportive Housing)	Increase permanent housing options for seniors, people with disabilities, and low- and extremely low-income households.
	Anti-Displacement	Managing neighborhood change resulting from new investment in housing.

Goal: Encourage a variety of housing types, densities, and a range of affordable housing	
<p>Action 1</p> 	<p>As part of comprehensive plan and development code changes, include an evaluation of the impact such changes will have on housing affordability, especially for low-income households.</p> 
<p>Action 2</p> 	<p>Mix market rate and low-income housing to avoid creating areas of concentrated low-income housing.</p> 
<p>Action 3</p> 	<p>Allow accessory dwelling units (ADUs) in all residential zones.</p> 
<p>Action 4</p> 	<p>Allow single-room occupancy (SRO) housing in all multifamily zones</p> 
<p>Action 5</p> 	<p>Strategically allow live-work units in nonresidential zones.</p> 
<p>Action 6</p> 	<p>Allow more housing types in commercial zones.</p> 
<p>Action 7</p> 	<p>Increase the types of housing allowed in low-density residential zones (duplexes, triplexes, small houses on small lots.).</p> 

Goal: Utilize outside funding or assistance resources to pursue housing goals.	
Action 1	<p>Identify and develop partnerships with organizations that provide or support low-income, workforce, and senior housing as well as other populations with unique housing needs.</p> 
Action 2	<p>Identify and develop partnerships with organizations that provide or support low-income, workforce, and senior housing as well as other populations with unique housing needs.</p> 
Action 3	<p>Use Community Development Block Grant (CDBG), Section 108 loans, and other federal resources for affordable housing.</p> 
Action 4	<p>Encourage local community groups, churches, and businesses to provide voluntary assistance with maintaining existing structures for the elderly, low-income, and those with special needs.</p> 
Action 5	<p>Encourage the Housing Authority of Thurston County to take greater advantage of State and Federal housing grants and tax incentives.</p> 




Goal: Reduce costs to allow more low- and moderate-income housing options	
Action 1	Offer density bonuses for low-income housing. 
Action 2	Discuss lower hook-up fees and other incentives for low-income affordable housing. 
Action 3	Offer developers density and/or height incentives for desired unit types. 
Action 4	Review fees/regulations to identify housing cost reductions. 
Action 5	Conduct education and outreach around city programs that support affordable housing 

Goal: Increase accessibility throughout urban and transit corridors	
Action 1	Reduce parking requirements for residential uses, including for multifamily developments near frequent transit routes. 
Action 2	Lower transportation impact fees for multifamily developments near frequent transit service routes. 
Action 3	Develop partnership with InterCity Transit to expand bus routes to additional areas of the city. 
Action 4	Expand the multifamily tax exemption to make it available in all transit corridors 

Goal: Add more permanent Supportive Housing	
Action 1	Define income-restricted housing as a different use from other forms of housing in the zoning code. 
Action 2	Monitor the need for special housing and increase opportunities for such housing. 
Action 3	Explore barriers and policies that can increase access to housing for formally incarcerated individuals. 

# Implementation and Monitoring

The City’s implementation of the five goals and accompanying actions will require coordinated efforts among City departments, staff, and local organizations. The majority of recommendations are intended to be achieved by the City with support from other organizations and entities. Each action is provided in the following implementation table to provide clear guidance on which department or entity is responsible for leading the implementation, the type of action process, and anticipated timing to complete the action.

LEGEND	
	<b>Short-Term:</b> Consider/ implement within 1-3 years from adoption of the plan
	<b>Mid-Term:</b> Consider/ implement within 6 years from adoption of the plan
	<b>Long-Term:</b> Consider/ implement within 10 years from adoption of the plan

This implementation table is meant to be reviewed and updated through the monitoring process to better meet the identified strategies.

The table of actions associated with each goal includes key information:

- ♦ Gaps or needs addressed by the action
- ♦ Timeframe for implementation




Table 4: Action and Implementation			
Action	Implementation Lead(s)	Type of Action	Proposed Timing
<b>Goal: Encourage a variety of housing types, densities, and a range of affordable housing</b>			
As part of the comprehensive plan and development code changes, include an evaluation of the impact such changes will have on housing affordability, especially for low-income households.	Community Development	Legislative	
Mix market rate and low-income housing to avoid creating concentrated areas of low-income housing.	Community Development	Legislative	
Allow accessory dwelling units (ADUs) in all residential zones.	Community Development	Legislative	






















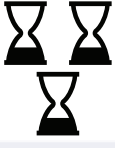

Table 4: Action and Implementation			
Action	Implementation Lead(s)	Type of Action	Proposed Timing
Strategically allow live-work units in nonresidential zones.	Community Development	Legislative	
Allow more housing types in commercial zones.	Community Development	Legislative	
Increase the types of housing allowed in low-density residential zones (duplexes, triplexes, small houses on small lots).	Community Development	Legislative	 
<b>Goal: Reduce costs to allow more low- and moderate-income housing options</b>			
Offer density bonuses for low-income housing.	Community Development	Legislative	
Discuss lower hook-up fees and other incentives for low-income affordable housing.	Community Development, Public Services	Administrative	 
Offer developers density and/or height incentives for desired unit types.	Community Development	Legislative	 
Review fees/regulations to identify housing cost reductions.	Community Development, Public Services	Administrative	 
<b>Goal: Increase accessibility through transit corridors</b>			
Reduce parking requirements for residential uses, including for multifamily developments near frequent transit routes.	Community Development	Legislative	 
Develop partnership with InterCity Transit to expand bus routes to additional areas of the city.	Community Development	Administrative	
<b>Goal: Utilize outside funding or assistance resources to pursue housing goals</b>			
Partner with low-income housing developers (such as Habitat for Humanity, HomesFirst) to expand homeownership opportunities.	Community Development	Administrative	

Table 4: Action and Implementation			
Action	Implementation Lead(s)	Type of Action	Proposed Timing
Identify and develop partnerships with organizations that provide or support low-income, workforce, and senior housing as well as other populations with unique housing needs.	Community Development	Administrative	
Use Community Development Block Grant (CDBG), Section 108 loans and other federal resources for affordable housing.	Community Development	Administrative	
Encourage local community groups, churches, and businesses to provide voluntary assistance with maintaining existing structures for the elderly, low-income, and those with special needs.	Community Development, Public Services	Administrative	
Encourage the Housing Authority of Thurston County to take greater advantage of state and federal housing grants and tax incentives.	Community Development	Administrative	
Work with the Thurston County Regional Housing Council to consider funding sources for a regional response to homelessness and affordable housing, and coordinate with existing funding programs.	Community Development	Administrative	
Goal: Add more permanent supportive housing			
Define income-restricted housing as a different use from other forms of housing in the zoning code.	Community Development	Legislative	
Explore barriers and policies that can increase access to housing for formally incarcerated individuals.	Community Development	Administrative	
Monitor the need for special housing and increase opportunities for such housing.	Community Development	Administrative	



# Appendix

# Appendix A: Housing Needs Assessment

## Project Information

---

Project: Housing Action Plan  
Prepared for: City of Tenino  
149 Hodgden St S  
Tenino, WA 98597

## Project Representative

---

Prepared by: SCJ Alliance  
8730 Tallon Lane NE  
Lacey, WA 98516  
360.352.1465  
scjalliance.com  
  
Contact: Malissa Paulsen, SCJ Alliance

*Front Cover, Bottom Banner, and Section Covers Banner Photo Credit: Suzanne LaGasa*

# Table of Contents

- Introduction..... 1
- Issue Statement..... 1
- Community Profile ..... 1
- Population and Demographics ..... 2
  - Historic and Future Population..... 2
  - Age and Race/Ethnicity..... 3
  - Household Characteristics ..... 4
    - Household Size, Type, and Tenure ..... 4
    - Household Income..... 6
  - Household Needs and Risk ..... 8
    - Low-Income and Cost-Burdened Households..... 8
- Housing Inventory ..... 10
  - Housing Characteristics ..... 10
    - Housing Units, Production and Vacancy Rates ..... 10
    - Type, Size, and Age of Units..... 12
  - Housing Cost..... 13
  - Special Housing Inventory..... 16
    - Income-Restricted & Senior Housing ..... 16
- Workforce Profile..... 17
  - Employment Projections ..... 18
- Land Capacity Analysis ..... 20
  - Zoning..... 20
  - Vacant and Underutilized Land ..... 22
  - Environmental Constraints..... 23
    - Critical Areas ..... 23
- Gap Analysis ..... 26
  - Quantity of Housing Units to Income Levels..... 26
  - Housing Units Needed to Accommodate Projected Population ..... 27
  - Conclusion ..... 29

# Tables & Figures

Figure 1: Tenino Historic Population (1910 – 2040) ..... 2

Figure 2: Age Distribution in Tenino (2021) ..... 3

Figure 3: Ethnicity in Tenino (2020) ..... 3

Figure 4: Not Hispanic or Latino Ethnicity in Tenino (2020) ..... 4

Table 1: Household Types in Tenino with Regional Comparison (2021).... 4

Figure 5: Tenino Household Size with Regional Comparison (2021)..... 5

Figure 6: Tenure in Tenino (2021)..... 6

Figure 7: Inflation-Adjusted Tenino Household Income with Regional Comparison (2021) ..... 6

Figure 8: Inflation-Adjusted Tenino Household Income (2010-2021).... 7

Figure 9: Median Household Income by Tenure in Tenino (2021) ..... 7

Table 2: Olympia-Tumwater Metro Area (Thurston County) 2022 HUD Income Limits (\$) ..... 8

Figure 10: Household Incomes in Tenino (2019)..... 9

Figure 11: Cost-Burdened Households in Tenino (2019) ..... 9

Figure 12: Housing Units in Tenino (2010-2021) ..... 10

Figure 13: Housing Types by Tenure (2021)..... 11

Figure 14: Tenino Residential Permit Activity (2010-2021)..... 11

Figure 15: Units in Structure, Tenino (2021) ..... 12

Figure 17: Age of Housing in Tenino (2021) ..... 13

Figure 18: Median Sales Price vs Number of Sold Homes in Tenino (2012-2022) ..... 14

Figure 19: Inflation-Adjusted Median Gross Rent in Tenino with Regional Comparison (2010-2021) ..... 14

Figure 20: Change in Rent, Home Value, and Income in Tenino (2014-2021) ..... 15

Table 3 :Low Income Housing Availability in Tenino (2022) ..... 16

Table 4: Senior Housing Types Available in Tenino (2022) ..... 16

Figure 21: Job Density in Tenino (2019) ..... 17

Figure 22: Top Industries in Tenino, 2019 ..... 18

Table 5: Industry Growth Projections for Pacific Mountain Workforce Area (2022) ..... 18

Table 6 :Tenino and Thurston County Job Earnings (2019) ..... 19

Figure 23: Commuting Patterns in Tenino (2019) ..... 19

Figure 24: City of Tenino Zoning (2022)..... 20

Table 7: Tenino Zoning Districts and Use Intent (2022) ..... 21

Figure 25: Comparison of 2017 vs Projected 2045 Residential Density in Tenino (2017) ..... 22

Figure 26: Environmentally Constrained Areas in Tenino (2022) ..... 23

Figure 27: Water-based Environmental Constraints ..... 24

Figure 28: Mazama Pocket Gopher Areas ..... 25

Figure 29: Renter Households and Affordable Rental Units by Income in Tenino (2021) ..... 26

Figure 30: Owner Households and Affordable Housing Units in Tenino (2021) ..... 27

Table 8: Estimated New Housing Units Required in Tenino (2021, 2045)  
27

Table 9: Estimated Housing Units Required in Tenino by Income (2030–2045) ..... 28

Table 10: Estimated Housing Units Required in Tenino by Type (2030–2045) ..... 29

# Introduction

A Housing Needs Assessment (HNA) is a tool for communities to understand the way that their unique demographics, housing stock, economy, and available land determine current and future housing needs. By analyzing each of these components, the HNA can show important gaps between the housing needs of residents and the available housing in a community and help plan for mitigating those gaps and ensuring access to housing for all economic and demographic segments of a community.

# Issue Statement

Tenino is a predominately white community of 1,958 people with unique housing needs and challenges stemming from its economy and demographics. Tenino faces a growth projection leading to a need for additional new housing units to balance the supply and demand of housing stock as the city grows.

# Community Profile

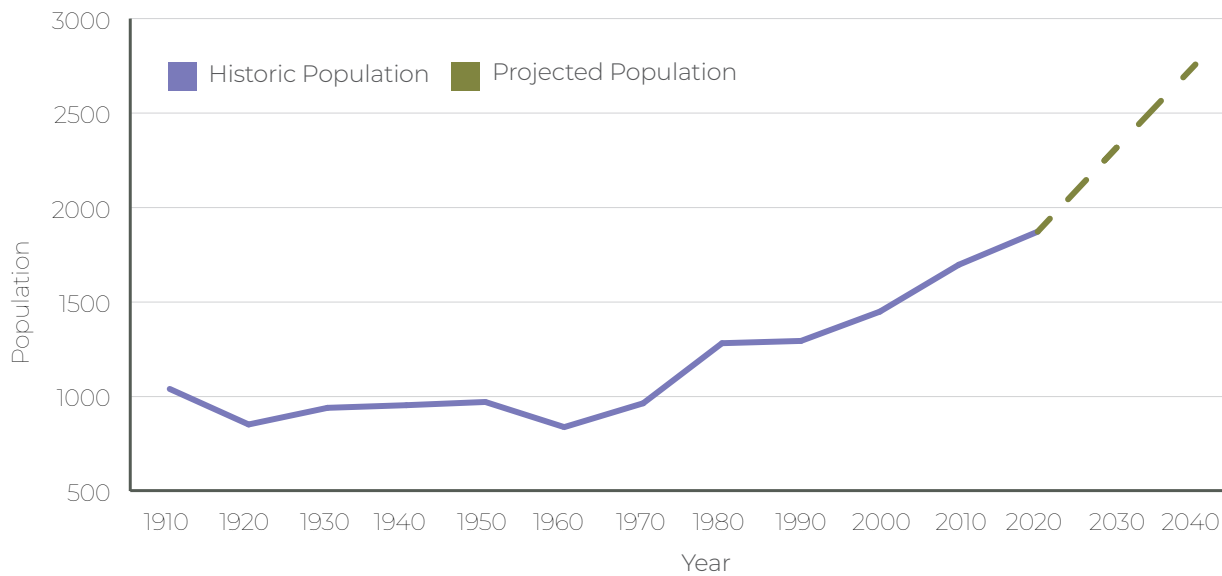
The Community Profile discusses Tenino’s current and future population and the age, race, and ethnicity of residents. It also discusses the size, income, and characteristics of the City’s households, as well as households with specific needs and risks including cost-burdened households. These demographic and household characteristics provide background and context for the types of housing required to better serve all Tenino’s current and future residents.

*Photo Credit: Orin Blomberg*

# Population and Demographics

## Historic and Future Populations

### Tenino Historic Population (1910 – 2040)



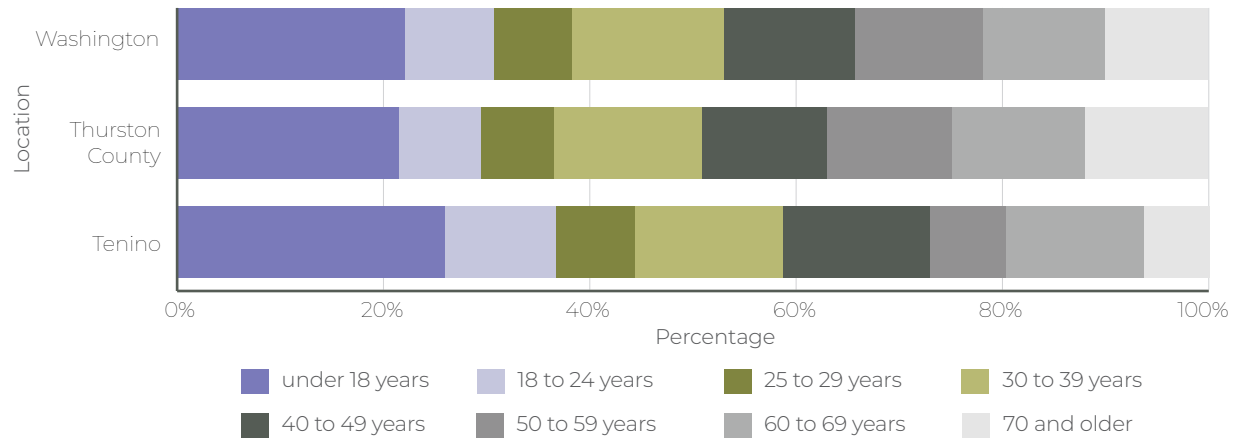
**Figure 1: Tenino Historic Population (1910 – 2040)**  
Source: Washington Office of Financial Management (OFM), TRPC 2021 Statistical Profile

The City of Tenino was incorporated in 1906 and the 1910 Census showed a population of 1,038 people. The population dropped between 1910 and 1920, fluctuating but remaining below 1,000 until sometime in the 1970s when the city began to grow rapidly, as shown in Figure 1, with a 94% increase from 1970 to 2020. According to the Thurston County Historic Commission, the population had originally started to boom in the late 1800s with the construction of the Northern Pacific Railroad Depot and the opening of the sandstone quarries. Over the preceding decades the sandstone industry collapsed and by 1926 the quarry was closed leading to the decline of the population reflected above.

Currently, the population sits around 1,958, with a projected 25% increase by 2030, and a 33% increase by 2045 with an estimated population growth to around 2,790 residents. Population projections are based on additional housing units that have been or are projected to be permitted within the next twenty years.

# Age and Race/Ethnicity

### Age Distribution in Tenino (2021)

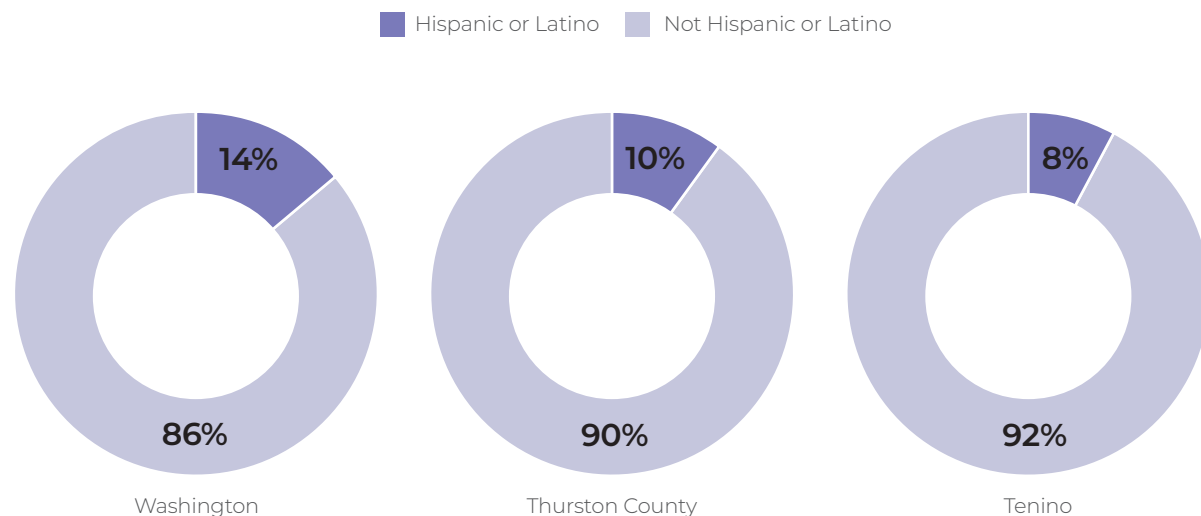


**Figure 2: Age Distribution in Tenino (2021)**

Source: 2021 American Community Survey (ACS) 5-year Estimates, Table S0101, 2020 U.S. Census

The population of Tenino is slightly younger than Thurston County or Statewide demographics. Just under 45% of the population is below 29 years of age. Tenino also has a smaller percentage of individuals 50 years or older, with 27% of the population compared to the County and State, at 36% and 34% respectively. Reflected in Figure 2, the city sees a higher number of families looking for a tight-knit community with close recreational opportunities.

### Ethnicity in Tenino



**Figure 3: Ethnicity in Tenino (2020)**

Source: 2020 American Community Survey (ACS) 5-year Estimates, Table P2, 2020 U.S. Census



As shown in Figures 3 and 4, Tenino’s population is predominately non-Hispanic, with approximately 80% of the population identifying as non-Hispanic white. Hispanic/Latino residents make up around 8% of the population.

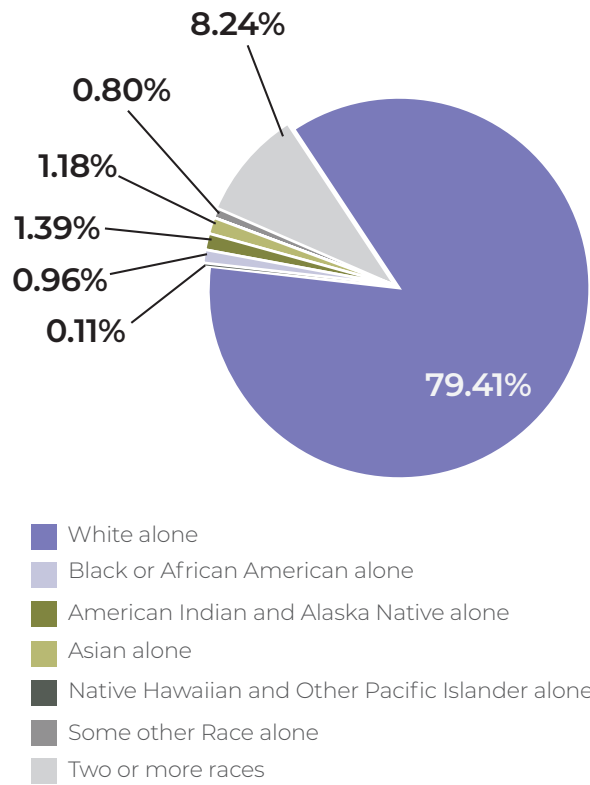
# Household Characteristics

## Household Size, Type, and Tenure

The U.S. Census Bureau defines a household as “all the people who occupy a housing unit”. Households can be comprised of any combination of related family members, unrelated people, or individuals. The 2020 American Community Survey estimated 706 households in Tenino.

As shown above in Table 1, just shy of two-thirds Tenino’s households are family households with around half of those married couples.

**Not Hispanic or Latino Ethnicity in Tenino (2021)**



**Figure 4: Not Hispanic or Latino Ethnicity in Tenino (2020)**

Source: 2021 American Community Survey (ACS) 5-year Estimates, Table S0101, 2020 U.S. Census

Table 1: Household Types in Tenino with Regional Comparison (2021)				
Household Type	City of Tenino		Thurston County	
	Total	Percent	Total	Percent
<b>Total Households</b>	<b>725</b>	<b>100%</b>	<b>114,556</b>	<b>100%</b>
<b>Family Households</b>	<b>425</b>	<b>66.0%</b>	<b>75,621</b>	<b>65.8%</b>
Married-Couple Family	318	43.9%	58,376	51.0%
Other Family	107	14.8%	17,245	15.1%
<b>Nonfamily Households</b>	<b>300</b>	<b>41.4%</b>	<b>38,935</b>	<b>34.0%</b>
Householder living alone	208	28.7%	29,141	25.4%
Householder 65 years and over	71	9.8%	12,360	10.8%

Source: 2021 American Community Survey (ACS) 5-Year Estimates, Table S2501

Household data for Tenino from the 2021 American Community Survey (U.S. Census, Tables S1101, S2501, and DP02) show that while average household size for the city is slightly larger than regional comparison at 2.53 compared to 2.51 for Thurston County. This corresponds with 64.8% of those households having no related children under 18 years. However, average family sizes are larger than regional comparison, with an average 3.16 for Tenino and 2.99 at county level. This information, and the data shown in Figure 3 (Page 3) and Table 1, above, suggest that while many of the households in Tenino do not have children living in the home, those that do typically have more than one.

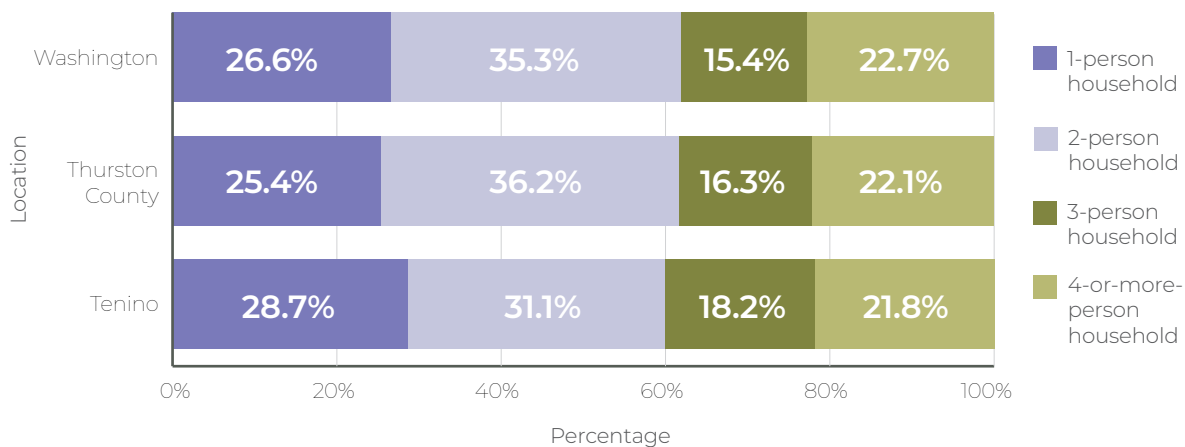
Renter-occupied housing also has a lower rate of multiple occupants per room as

compared to owner-occupied housing (0% vs. 1.9%, respectively). Households averaging more than one occupant per room are considered overcrowded, meaning that homeowners are in smaller housing units than what may be desired.

When compared regionally, Tenino's household sizes are smaller, as shown in Figure 5, with 29% of households comprised of only 1-person, compared to 27% statewide. Given the data on households and that 99% of households have one or less occupants per room, these are primarily smaller single-person households with a mix of younger families.

As compared to Thurston County, Tenino has a higher percentage of renter-occupied units, as shown in Figure 6.

**Tenino Household Size with Regional Comparison (2021)**

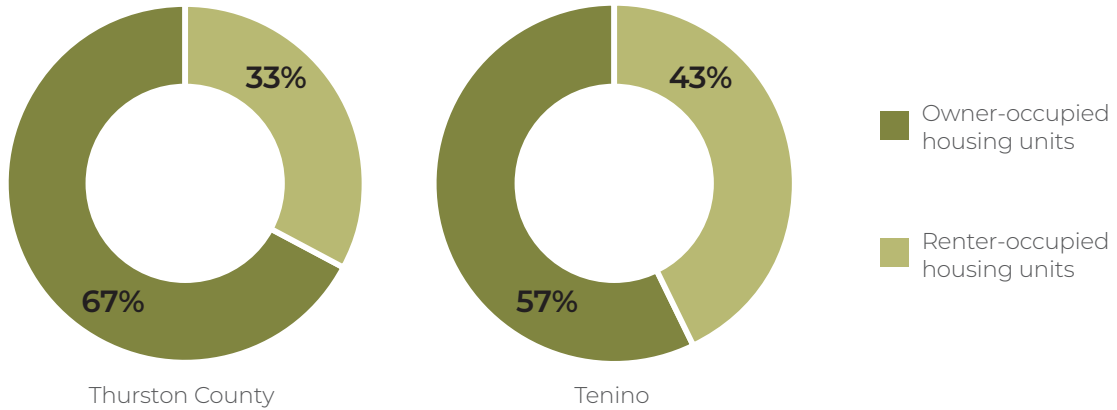


**Figure 5: Tenino Household Size with Regional Comparison (2021)**

Source: 2021 American Community Survey (ACS) 5-Year Estimates, Table S2501



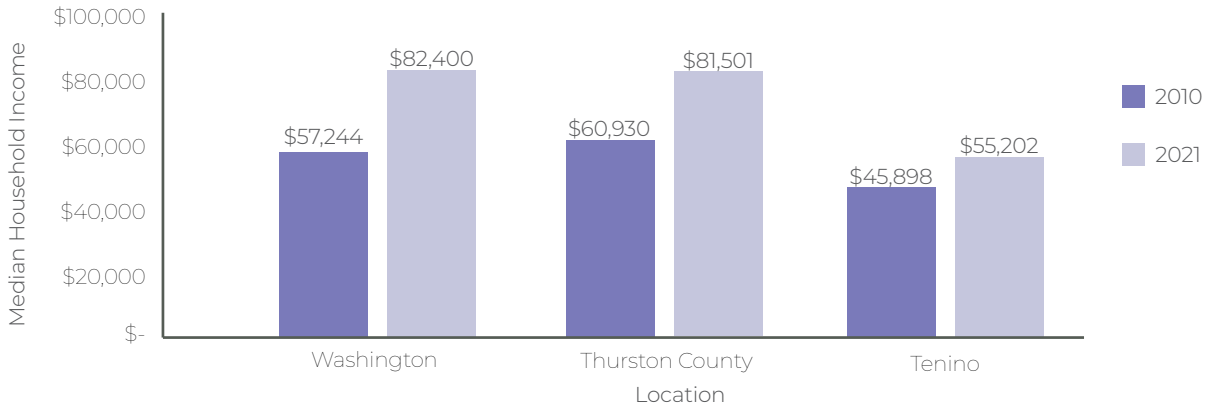
### Tenure in Tenino (2021)



**Figure 6: Tenure in Tenino (2021)**  
 Source: 2021 American Community Survey (ACS) 5-Year Estimates, Table S1101

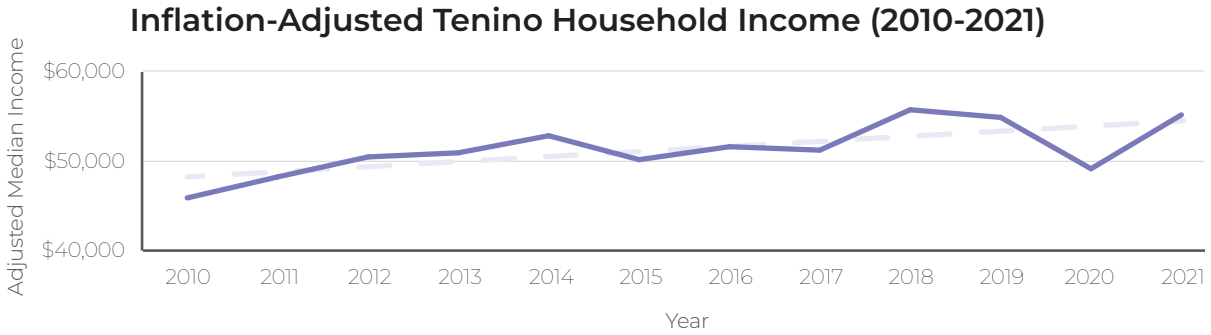
## Household Income

### Inflation-Adjusted Tenino Household Income with Regional Comparison (2021)



**Figure 7: Inflation-Adjusted Tenino Household Income with Regional Comparison (2021)**  
 Source: 2010, 2021 American Community Survey (ACS) 5-Year Estimates, Table S2503

In Tenino, the Median Household Income (MHI) has not kept pace with the region, rising only 20% between 2010 and 2021, to \$55,202, when adjusted for inflation. While this is smaller than regionally, the MHI in Tenino fluctuates greatly with any variance in households.



**Figure 8: Inflation-Adjusted Tenino Household Income (2010-2021)**

Source: 2010-2020 American Community Survey (ACS) 5-Year Estimates, Table S2503

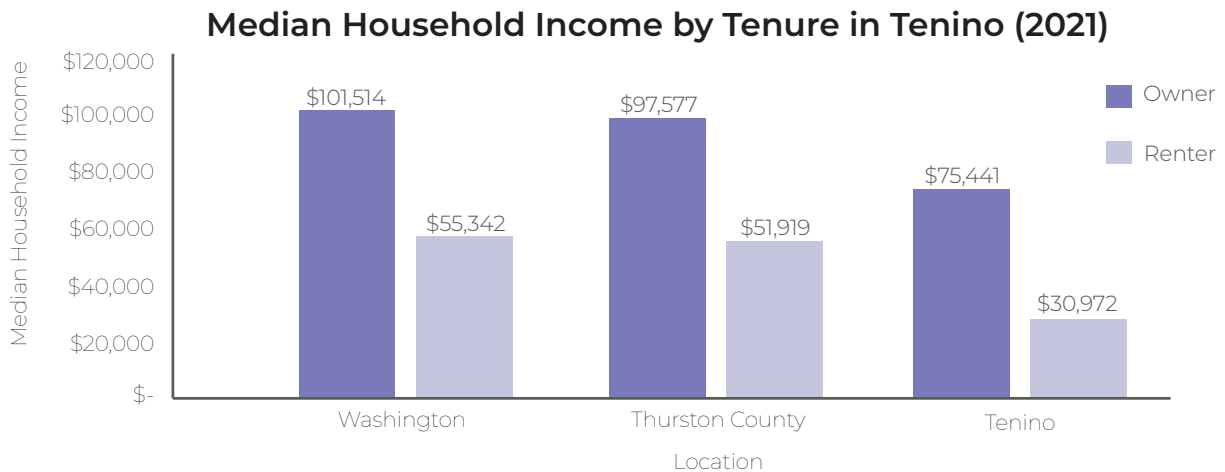
While there has been an overall increase in MHI over the past decade, Tenino’s household incomes have fluctuated over the past decade, reflected in Figure 8. There were some periods of decline overall between 2014 and 2015, and 2018 to 2020 before it saw a jump back up in 2021.

Smaller cities typically see a greater fluctuation when comparing annual data. This is because the median household income is determined by selecting the middle value when the data is ordered from least to greatest. When there are smaller sets of data, combined with a wider spread (difference between lowest and highest

values) which is typical when reviewing incomes, the median tends to fluctuate greatly from year to year, in this case, showing decline even as the comprehensive view shoes an incline.

Median data can shift when a household leaves or enters the community, a household loses or gains employment, or changes jobs or positions.

Renters also earn significantly less than homeowners in Tenino. The MHI for homeowners in 2021 was \$75,441 compared with \$30,972 for renters – almost \$45,500 more, annually.



**Figure 9: Median Household Income by Tenure in Tenino (2021)**

Source: 2010-2020 American Community Survey (ACS) 5-Year Estimates, Table S2503

# Household Needs and Risk

## Low-Income and Cost-Burdened Households

The U.S. Department of Housing and Urban Development (HUD) calculates income thresholds to determine eligibility for subsidized affordable housing units. In Thurston County, the 2022 Area Median Income (AMI) was \$103,500. Table 2 shows the 2022 Thurston County HUD Income Limits for low, very low, and extremely low-income households making 80%, 50%, and 30% of the AMI, respectively.

**Table 2: Olympia-Tumwater Metro Area (Thurston County) 2022 HUD Income Limits (\$)**

Household Income Level	1-person Household	2-person Household	3-person Household	4-person Household	5-person Household
Extremely Low Income (30% AMI)	21,200	24,200	27,250	30,250	32,700
Very Low Income (50% AMI)	35,350	40,400	45,450	50,450	54,500
Low Income (80% AMI)	56,500	64,600	72,650	80,700	87,200

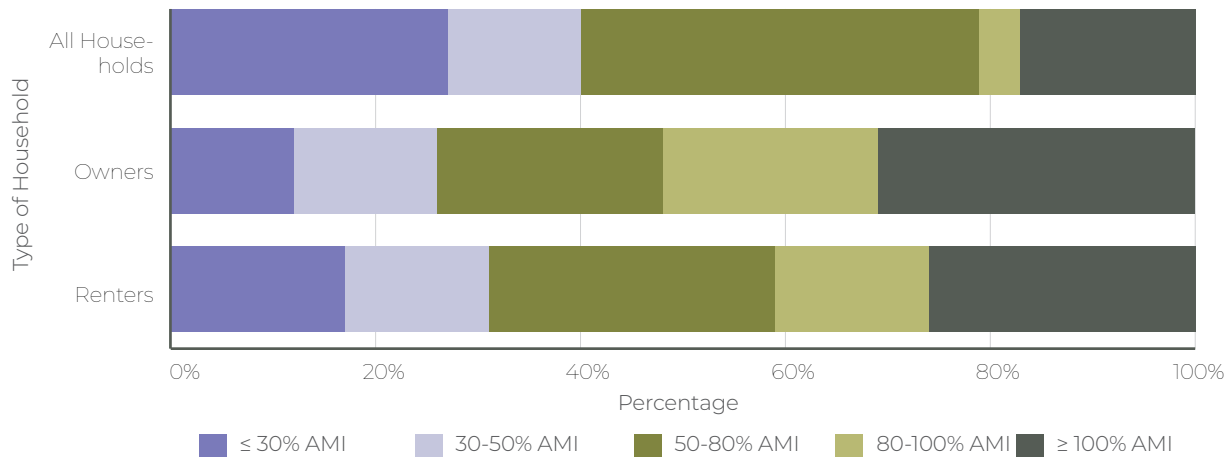
Source: HUD

Figure 10 shows a breakdown of Tenino’s households by income level and tenure. Overall, about 59% of Tenino households are earning less than 80% AMI, a common threshold for subsidized housing eligibility. As discussed previously, renters earn overall lower incomes than homeowners, with 80% of rental households earning under 80% AMI compared with 48% of ownership households, and over twice as many rental households earning under 30% AMI as ownership households.

Households with income at or below 30% AMI qualify to receive rental assistance through HUD’s Section 8 program; however, students and individuals under the age of 24 do not typically qualify for assistance.



### Household Incomes in Tenino (2019)



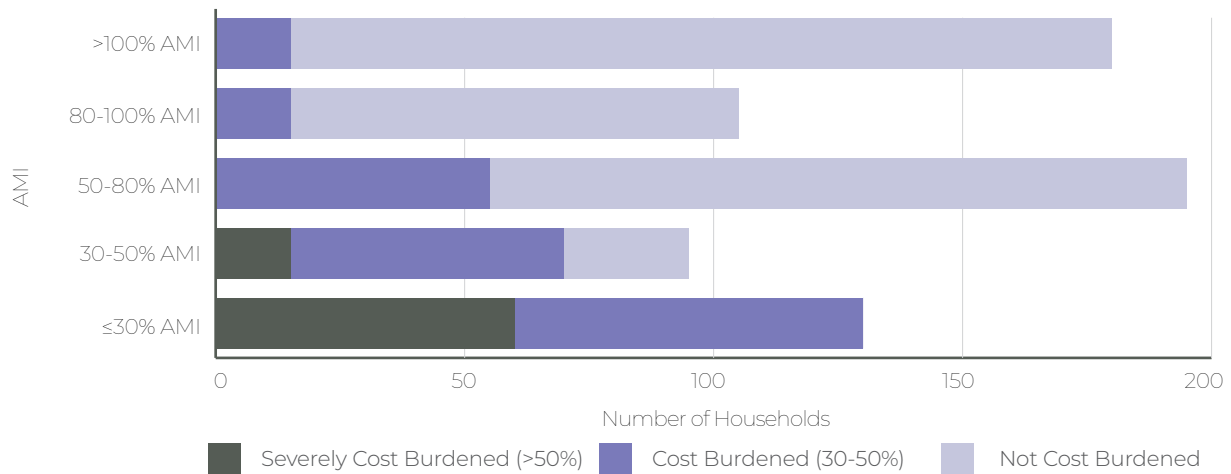
**Figure 10: Household Incomes in Tenino (2019)**

Source: HUD Comprehensive Housing Affordability Strategy (CHAS)

In addition to income, HUD used a measurement of “cost burden” to further determine which subset of a community’s residents are most in need of housing support or most at risk of displacement or housing hardship. A household is “cost-burdened” if they are spending more than 30% of their monthly income on housing costs (including rent and utilities). A “severely cost-burdened” household spends more than 50% of its monthly income on housing costs.

Figure 11 shows that Tenino’s most cost-burdened households are also those earning the lowest incomes. The majority of households earning less than 30% AMI are also severely cost-burdened. Overall, nearly 11% of Tenino’s households are severely cost-burdened. These households can face difficult choices between prioritizing spending on housing and other household needs such as food and health care.

### Cost-Burdened Households in Tenino (2019)



**Figure 11: Cost-Burdened Households in Tenino (2019)**

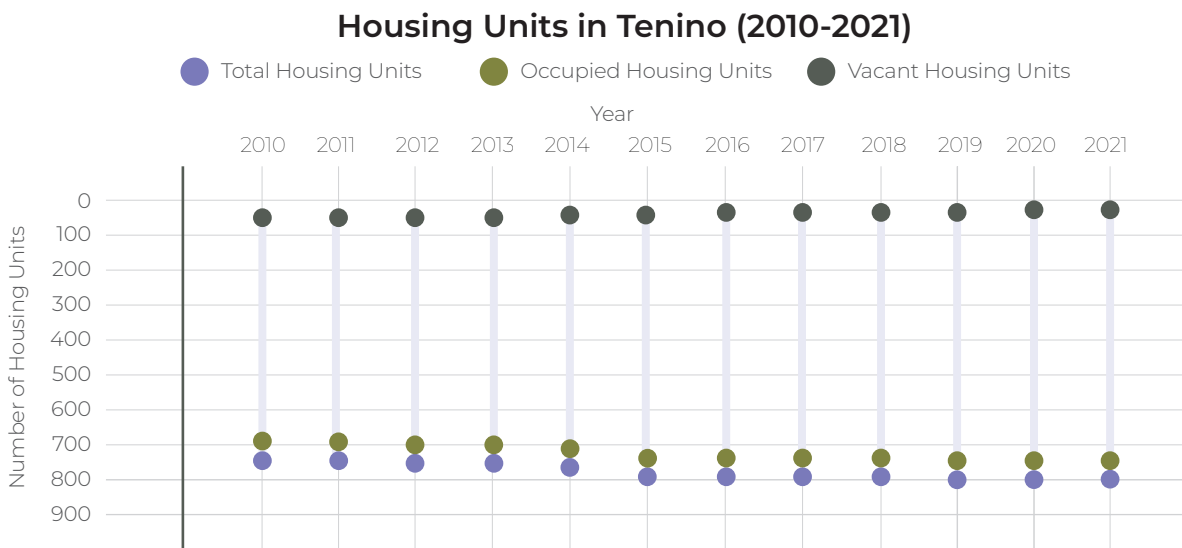
Source: HUD Comprehensive Housing Affordability Strategy (CHAS)

# Housing Inventory

This section discusses the type and age of Tenino’s existing housing stock, current and future housing production, and trends in ownership and rental housing costs in the city. It also identifies special housing types in Tenino, including subsidized affordable units and senior housing. An inventory of the existing housing creates a baseline for future planning and identifies important trends.

## Housing Characteristics

### Housing Units, Production and Vacancy Rates

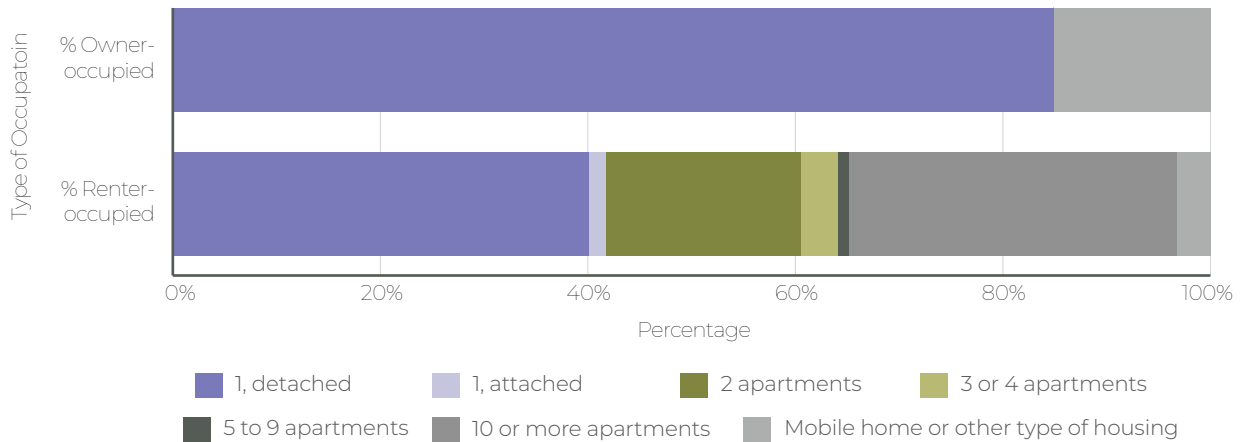


**Figure 12: Housing Units in Tenino (2010–2021)**

Source: 2010–2020 American Community Survey (ACS) 5-Year Estimates, Table DP04.

The 2022 Postcensal Estimates from the Office of Financial Managements count of housing units in Tenino was 846, of which 609 were single family residences, 83 multifamily, and 154 mobile home or other types of housing. As shown in Figure 12, the total number of housing units in Tenino has gradually increased over the past decade, while occupied units increased at a slightly higher rate, leading to a decrease in the housing vacancy rate over time. The vacancy rate was 6.62 in 2010 and has decreased every year until 2021 when it jumped back up to 6.09. While Tenino currently sits at a healthy vacancy rate, the city will need to increase the additional units per year to meet future demand and to keep the vacancy rate stable. Currently, the city averages 4 additional units per year, while the number of occupied units increases by 6 annually.

### Housing Types by Tenure (2021)



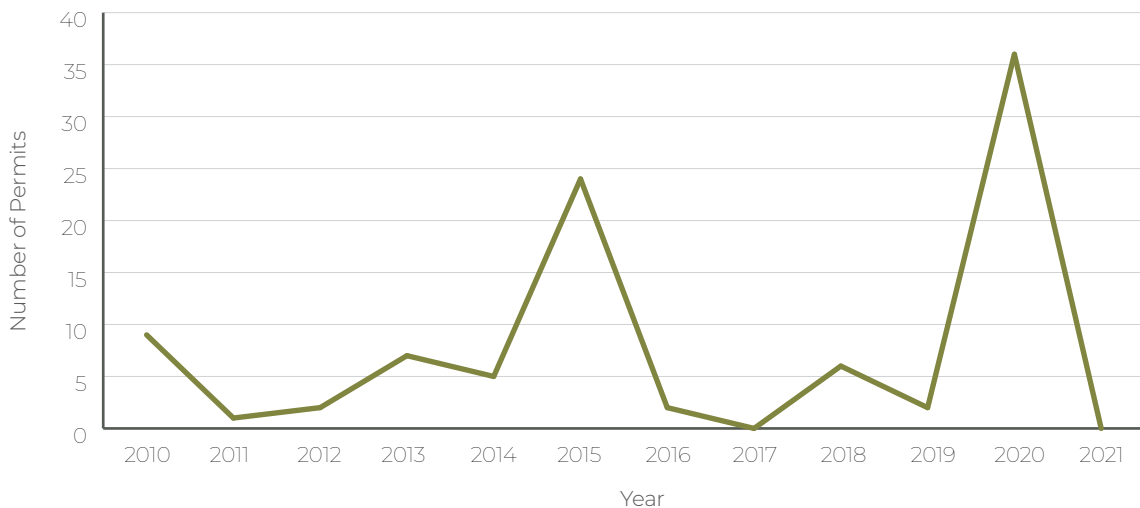
**Figure 13: Housing Types by Tenure (2021)**

Source: 2021 American Community Survey (ACS) 5-Year Estimates, Table S1101

Data from the 2021 ACS (U.S. Census, Table S2504) shows that most of the occupied units in the city are detached single-family homes, occupied by both owners and renters. Homeowners mostly live in single-family homes, with a smaller portion in mobile homes, and renters largely live in single-family or apartment buildings and duplexes (not including triplexes or quadplexes). Apartment buildings with 5 to 9 units make up the smallest percentage of housing type in Tenino.

Figure 14 breaks down recent construction of residential units as reported by the Thurston Regional Planning Council. The figure considers development per unit and not per structure, therefore this considers all individual units as separate living spaces or structures. Permit activity spiked in 2015 and 2020 with two single-family residential developments in the southwestern and eastern areas of the city.

### Tenino Residential Permit Activity (2010-2021)



**Figure 14: Tenino Residential Permit Activity (2010-2021)**

Source: Thurston Regional Planning Council, 2022

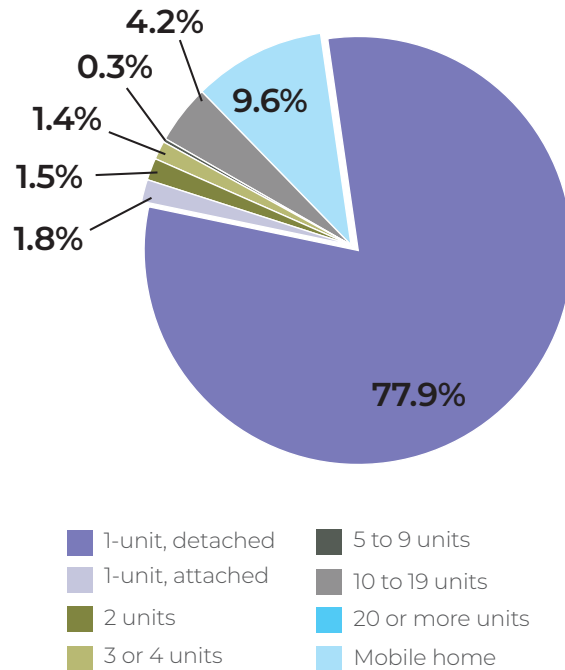


## Type, Size, and Age of Units

Tenino’s housing stock is comprised primarily of single-family homes, as shown in Figure 15, making up more than 78% of the total stock. A majority of the remaining 22% are mobile homes and apartment buildings with 10 or more units along with a smaller share of duplexes, triplexes, and quadplexes. This housing mix reflects the growth of the single-individual and family-oriented population as reflected in the Household Characteristics section on Page 4, and its demand on the housing market.

Figure 16, below, helps to describe the size of units within Tenino. This is an important consideration because unit size helps to assess how well the housing stock meets the needs of the community. In this case, a majority of the housing stock is comprised of units with 2 to 3 bedrooms. As discussed on Page 5, the average household size for Tenino is 2.53. Analysis of both of these numbers reflects that Tenino does not typically have an issue of overcrowding. Overcrowding is determined if an average household has more than one occupant per bedroom.

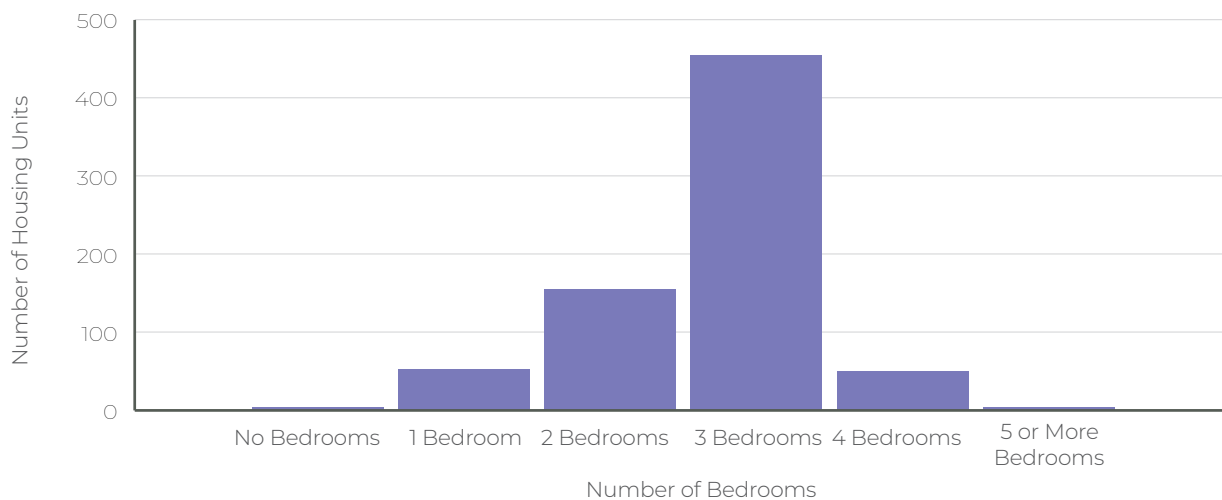
**Units in Structure, Tenino (2021)**



**Figure 15: Units in Structure, Tenino (2021)**

Source: 2021 American Community Survey (ACS) 5-Year Estimates, Table DP04

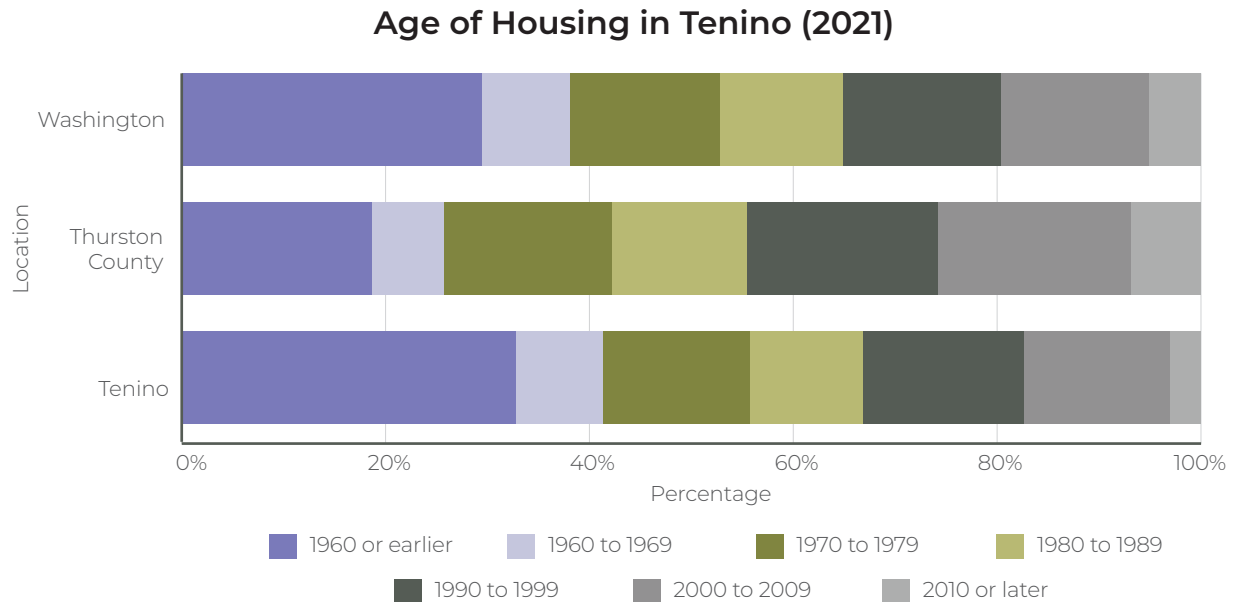
**Housing Units in Tenino by Number of Bedrooms (2021)**



**Figure 16: Housing Units in Tenino by Number of Bedrooms (2021)**

Source: 2020 American Community Survey (ACS) 5-Year Estimates, Table DP04

The housing in Tenino is largely considered historic (more than 50 years old) with a mix of more recently constructed homes, as shown in Figure 17. Just under 63% of the buildings in Tenino were built more than 50 years ago. While older buildings may contain lead paint and present ongoing maintenance problems, they can also provide a source of naturally occurring affordable housing units. The city’s housing stock has not developed in the same capacity as compared to the region, this is likely because Tenino has a preference to keep and revitalize historic structures rather than redevelop.



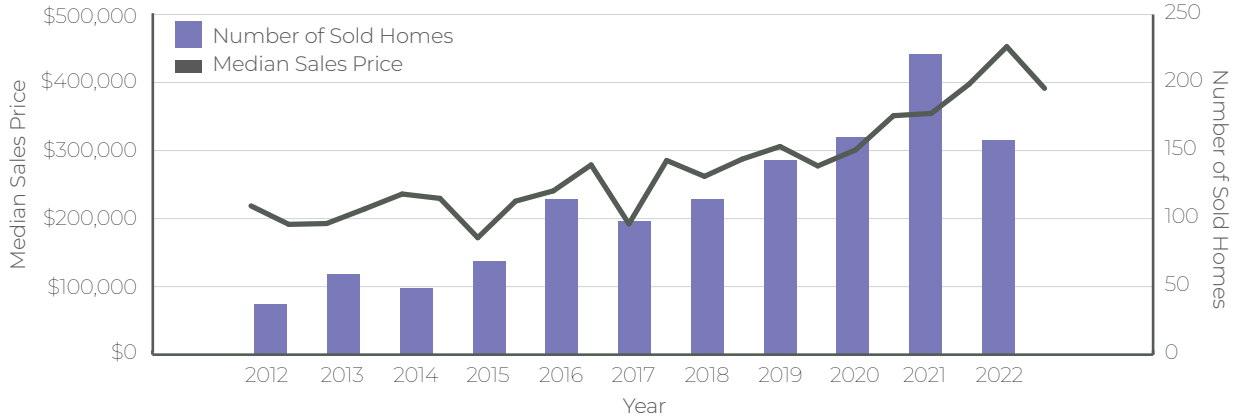
**Figure 17: Age of Housing in Tenino (2021)**  
Source: 2021 American Community Survey (ACS) 5-Year Estimates, Table DP04

## Housing Cost

Both rental and homebuying costs have increased in price over the past decade, and sales prices have increased particularly fast since the onset of the COVID-19 pandemic. Figure 18 shows Tenino’s median sales prices over the past decade. Overall, the trendline shows a steady increase in housing cost with a noticeable increase of sales in 2021. Zillow’s Home Value Index, which estimates the typical home value for a region, currently estimates the cost to purchase a home in Tenino at \$498,326 as of October 2022.



### Median Sales Price vs Number of Sold Houses in Tenino (2012-2022)



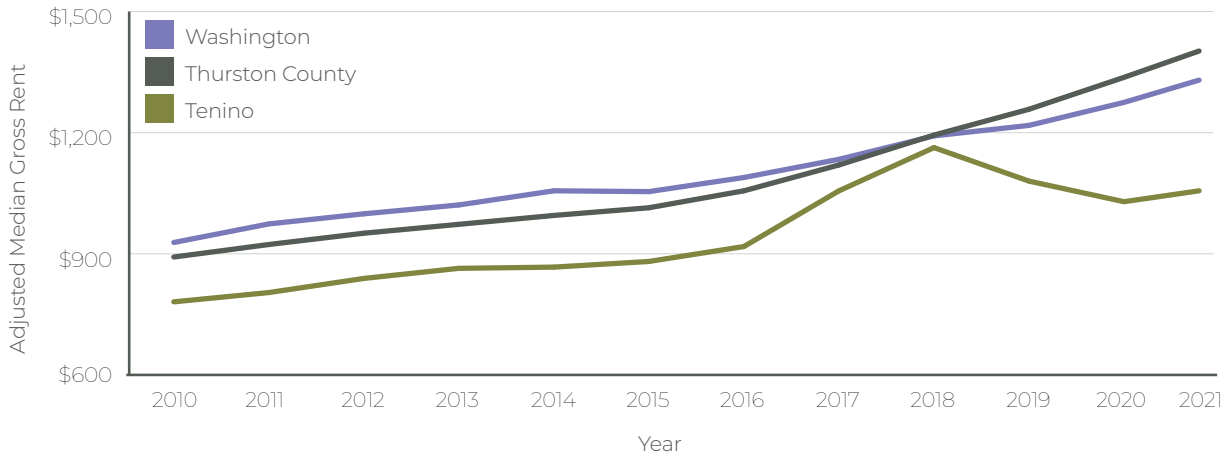
**Figure 18: Median Sales Price vs Number of Sold Homes in Tenino (2012-2022)**

Source: Thurston County Assessor’s Data, 2022 (through June 2022)

Rent cost is significantly more difficult to track, particularly for smaller geographies. Census data on rents is both delayed and self-reported and large real-estate websites do not track rent costs well for smaller communities. However, the Census data can provide a window into larger trends. In Tenino, rent costs are typically less than

those in Thurston County and have been increasing at a similar rate. Both County and City rent costs have not increased as quickly as they have Statewide, as shown in Figure 19. The 2021 ACS reports the Median Gross Rent in Tenino to be \$1,059, with an increase of 36% since 2010 however it is 23% less than Thurston County in the same year.

### Inflation-Adjusted Median Gross Rent in Tenino with Regional Comparison (2010-2021)



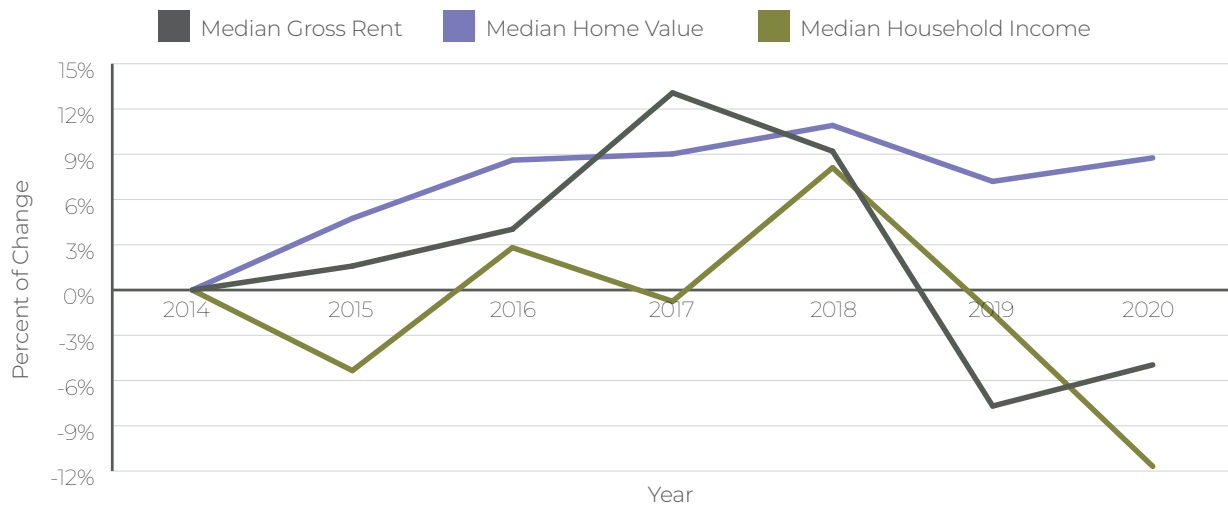
**Figure 19: Inflation-Adjusted Median Gross Rent in Tenino with Regional Comparison (2010-2021)**

Source: 2010–2021 American Community Survey (ACS) 5-Year Estimates, Table DP04

Comparing rent prices, home prices, and incomes can provide a window into housing affordability. Figure 20 takes 2014 as a baseline year and shows the change in each indicator over a 6-year period. Median household income is shown to fluctuate greatly, while median home values show a similar pattern but far more muted. Household income has greatly decreased, falling more than 15% between 2018 and 2021. As shown in Figure 8 (Page 7), median household income typically shows a greater fluctuation when there is a smaller number of data points within an entire set, which explains the exaggerated decline reflected in Figure 20, below. In 2017, Income and Home Values began to decline while the cost of rent increased – compounding the housing affordability difficulties in the community. These issues are also affecting communities across Thurston County, as demonstrated by the University of Washington Center

for Real Estate Research that shows the countywide Housing Affordability Index (HAI) falling since 2020. From 2020 to 2021, rent, home value, and household income saw a jump with increases across the board. These increases reflect the impacts of the Covid-19 pandemic and the work-from-home movement that found people searching for homes in more rural locations due to not having to commute. As most of these households had high-value jobs or careers, the intended residents started to compete to purchase homes as the number of homes available were far fewer than the households looking to purchase. This created momentum in the housing market, causing intended residents to compete in bidding wars to be able to purchase a home, increasing the purchase price and therefore the value of the home. When home values increase, rent also sees a similar change – but typically much more volatile.

### Change in Rent, Home Value, and Income in Tenino (2014-2021)



**Figure 20: Change in Rent, Home Value, and Income in Tenino (2014-2021)**

Source: 2014 - 2021 American Community Survey 5-Year Estimates, Tables S2503, DP04, Zillow

# Special Housing Inventory

Special Housing Inventory includes Group Homes and Care Facilities, Income-Restricted Housing, and Senior Housing options. According to the 2021 Decennial Census there were no members of the population identified as residing in an institutionalized facility within the City of Tenino. Institutionalized facilities include Correctional or Healthcare facilities that can accommodate residents.

## Income-Restricted & Senior Housing

**Table 3 :Low Income Housing Availability in Tenino (2022)**

Low Income Housing	Total Low-Income Units	Assistance Type
Sandstone Apartments Building B (298 Ritter St S)	30	Section 515
Sandstone Apartments Building A - Tenino Senior (118 McArthur St)	22	Senior & Disabled Persons, USDA Rental Assistance, Section 8

Source: HUD LIHTC Database, Affordable Housing Online

Income-restricted housing includes complexes and apartment communities that provide affordable housing options for low-income families, elderly, or developmentally delayed individuals. The reduction of cost to the renter is typically provided through subsidies paid to the complex or community by both local and federal government agencies.

The Sandstone apartments as mentioned in both Table 3 and 4, have two buildings that offer different types of assistance. Building B is an “affordable housing” option that follows requirements set by the HUDs Section 515 Rural Rental Housing

Loan program. According to the Housing Assistance Council (HAC), the Rural Rental Housing program facilitates mortgages made by USDA to provide affordable rental housing for very low-, low-, and moderate-income families, elderly persons, and persons with disabilities.

There are multiple types of senior housing, typically assessed at the different stages of care that a senior citizen may need. These types include senior living community (independent living), assisted living, memory care, and rehabilitation or skilled nursing.

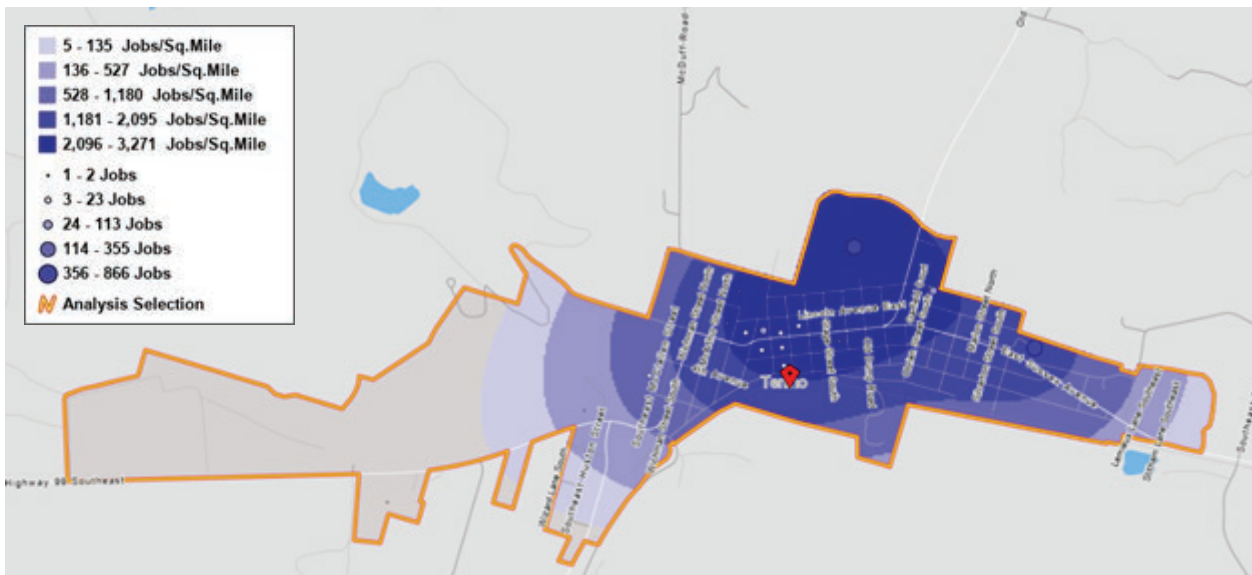
**Table 4: Senior Housing Types Available in Tenino (2022)**

Senior Housing	Unit Types
Sandstone - Tenino Senior (Building A, 118 McArthur ST)	26 One-Bedroom
	4 Two-Bedroom

Source: Mercy Housing

# Workforce Profile

Understanding workforce and employment trends is essential for housing planning. Tenino's economy, location, and housing shortage have negative impacts on its economic health. Understanding the relationship between the City's economy and housing challenges can provide better opportunities for economic development and access to jobs in the future.



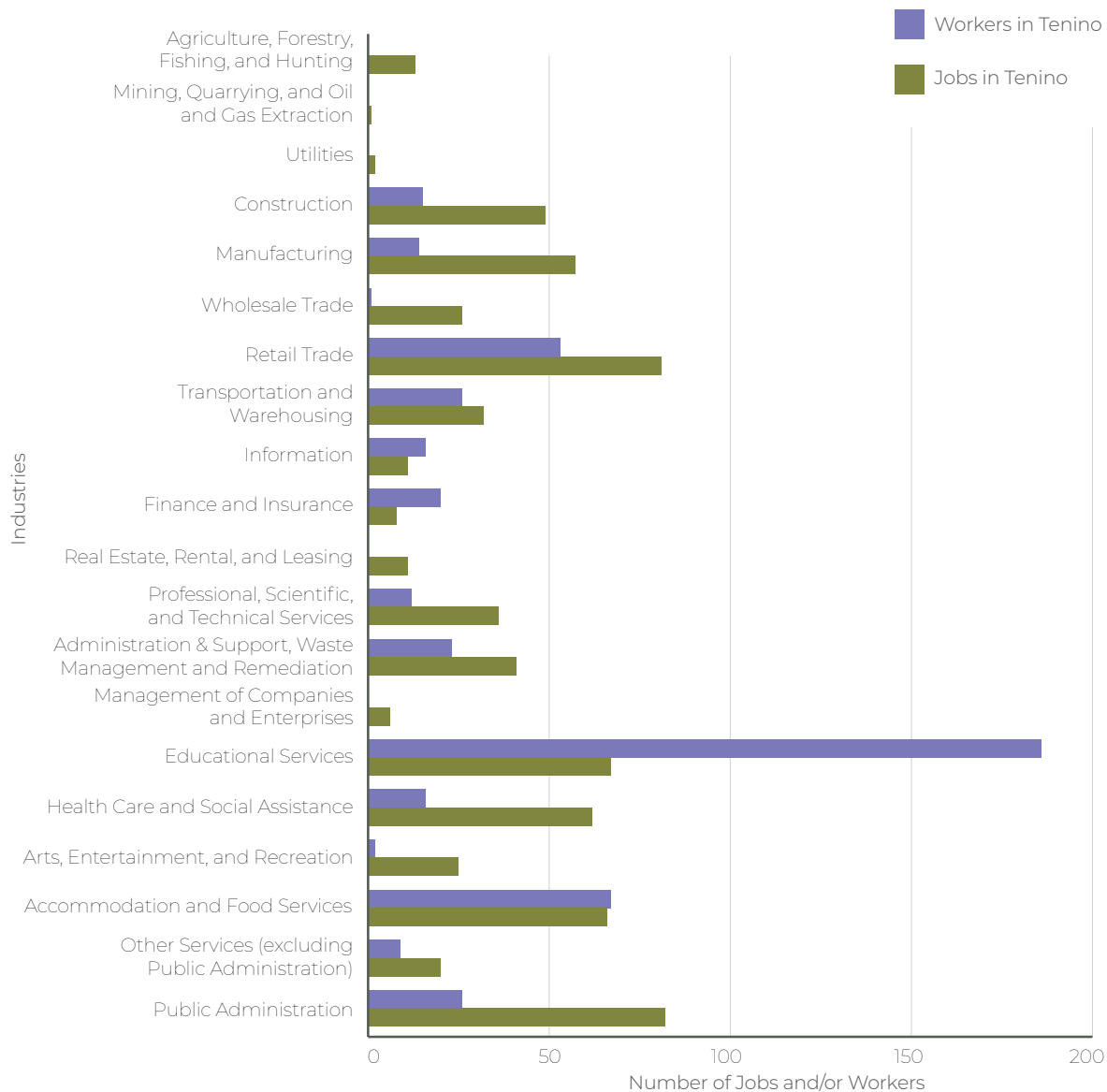
**Figure 21: Job Density in Tenino (2019)**

Source: Census OnTheMap

Job density is concentrated along the northeastern boundary of the city where the Elementary, Middle, and High Schools are located and the nearby commercial corridor, as shown in Figure 21. According to Census Data, the school district, retail, and food industries account for a large share of the jobs, as shown in Figure 22. As the population grows, the number of children in the area will grow and all three industries are expected to expand with the increased demand and educational needs. School Districts are dependent on taxes and levies for funding which will naturally see an increase with the growth of the population.



### Top Industries in Tenino, 2019



**Figure 22: Top Industries in Tenino, 2019**

Source: Census OnTheMap, 2020 American Community Survey 5-Year Estimates, Tables S2404

## Employment Projections

According to the Washington State Employment Security Department (ESD), which provides regional employment projections, the Pacific Mountain workforce area (which encompasses Grays Harbor, Lewis, Mason, Pacific and Thurston Counties) will see annual growth of 2% between 2020 and 2025, which will taper to 1.64% annually by 2030. These projections are based on staffing patterns from occupational employment statistic surveys and converted to industry classifications based on industry control totals (ICT) definitions. Projections for the top industries in the City of Tenino are shown below in Table 5.

Table 5: Industry Growth Projections for Pacific Mountain Workforce Area (2022)		
Industry Title	Growth Projections	
	2020-2025	2025-2030
Construction	2.23%	1.68%
Retail Trade	1.55%	1.11%
Professional, Scientific, and Technical Services	3.13%	2.24%
Educational Services	2.62%	2.31%
Health Care and Social Assistance	2.10%	2.24%
Accommodation and Food Services	6.55%	1.59%

Source: 2022 Employment Security Department Industry Projections

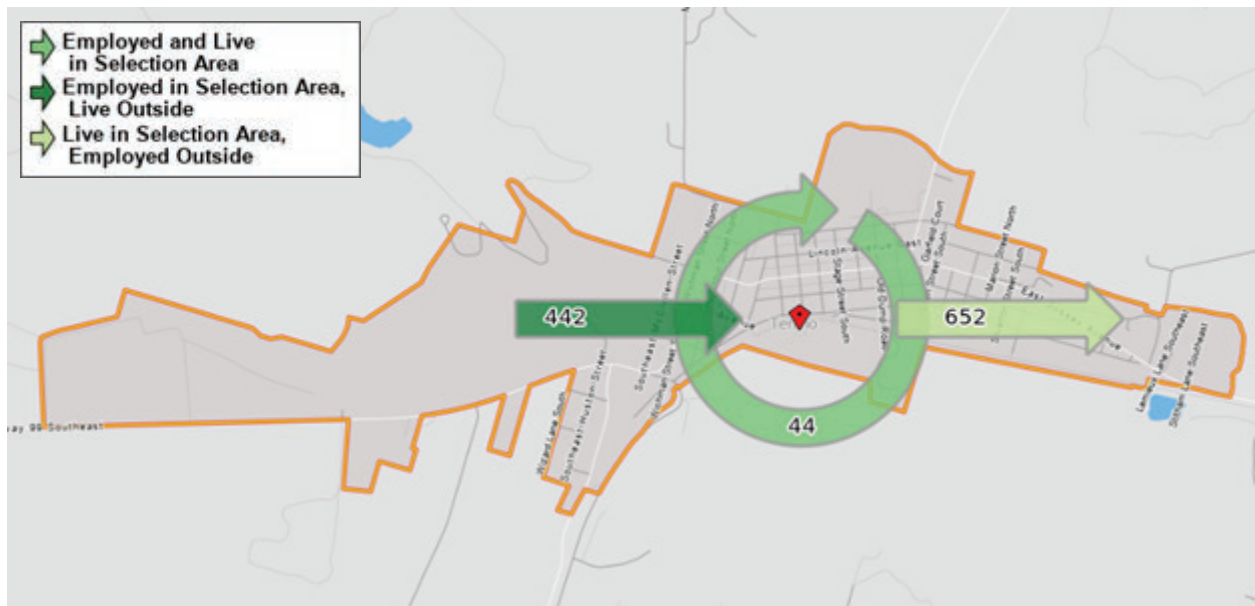
Jobs in Tenino pay less than jobs in Thurston County as a whole, with 18% of jobs paying \$1,250 a month or less in the city compared to 17% in Thurston County, as shown in Table 6. Tenino residents who commute also tend to earn less than those who work in the city, and there are a significant number of residents and employees in Tenino earning less than \$3,333 per month, which increase the risk of being burdened by housing costs for sole earners, based on the rent estimates discussed earlier in this analysis.

Table 6 :Tenino and Thurston County Job Earnings (2019)			
Earnings	Jobs in Tenino	Jobs Worked by Tenino Residents	Jobs in Thurston County
\$1,250 per month or less	17.7%	28.2%	16.7%
\$1,251 to \$3,333 per month	35.2%	32.5%	28.3%
more than \$3,333 per month	47.1%	39.3%	55.0%

Source: Census OnTheMap

While the data from Table 6 and Figure 23 are from 2019, it is important to note that this is the most recent data available, and while not entirely accurate due to the age of that data – both the table and map provide valuable insight into the general tendencies with jobs, commuting, and pay for people who live and/or work in Tenino.





**Figure 23: Commuting Patterns in Tenino (2019)**

Source: Census OnTheMap

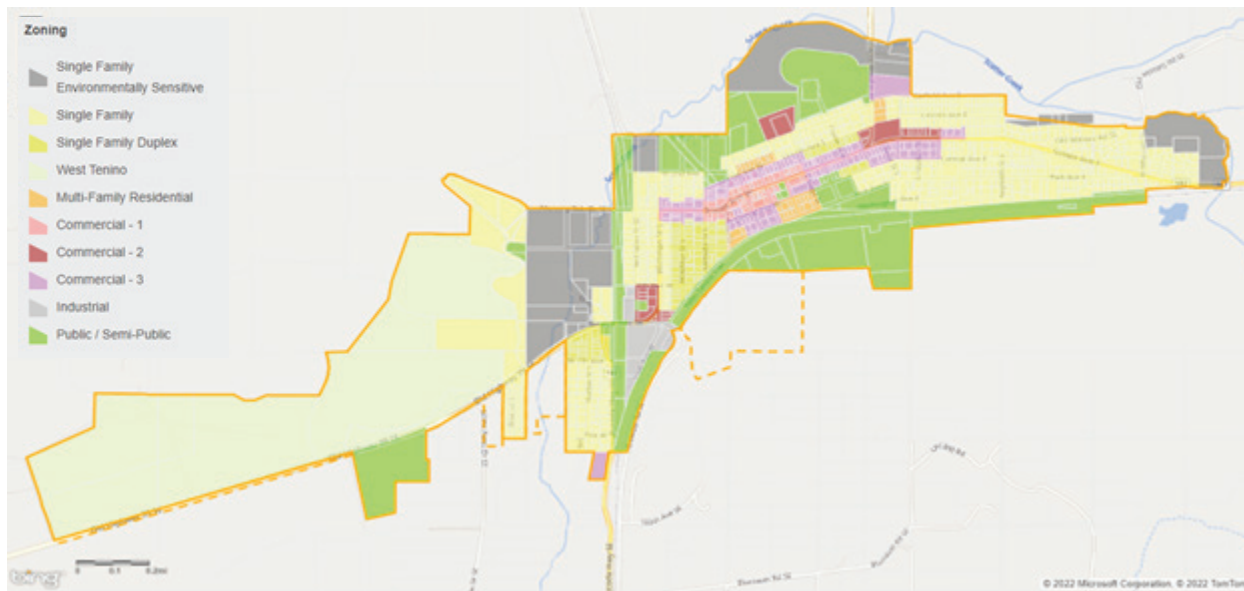
Tenino’s workforce faces long commute times and geographic challenges related to employment opportunities. The majority of residents in Tenino do not work in the City, and vice versa, as shown in Figure 23. According to community members interviewed by SCJ Alliance in the Fall of 2022, housing affordability is not the top concern for most residents as costs in Tenino tend to be less than other areas within Thurston County, but availability of affordable housing stock is a concern. This explains the high number of people who commute into, or out of the city, with a larger proportion commuting elsewhere.

# Land Capacity Analysis

This section analyzes existing and potential capacity for housing production based on Tenino’s current zoning code and correlates the results with the number of housing units the City will need based on population and household forecasts. This section also discusses other opportunities and constraints to development, including availability of water, sewer, and other municipal services, environmental constraints, zoning, and other factors.

## Zoning

Tenino’s zoning code contains four commercial and three residential districts, not including the West Tenino as shown in Figure 24, in light yellow. The City’s C-1 Commercial District covers historic downtown Tenino and is meant to “build on the historic and walkable nature of the area” (TMC 106.40.010). This model ensures that the downtown core stays vibrant and walkable with a variety of commercial offerings such as retail stores, service-oriented establishments, and apartments – with other residential uses allowed provided development occurs off ground level.



**Figure 24: City of Tenino Zoning (2022)**

Source: Esri, City of Tenino

The City of Tenino is 1,485 acres (2.32 square miles) not including the UGA, and a large portion of the land within city limits is designated West Tenino for master planned development proposals for residential units. While the land designated for the West Tenino is considered developable, the development would be slow as much of the encompassed area is home to the Mazama Pocket Gopher and therefore environmentally protected.

**Table 7: Tenino Zoning Districts and Use Intent (2022)**

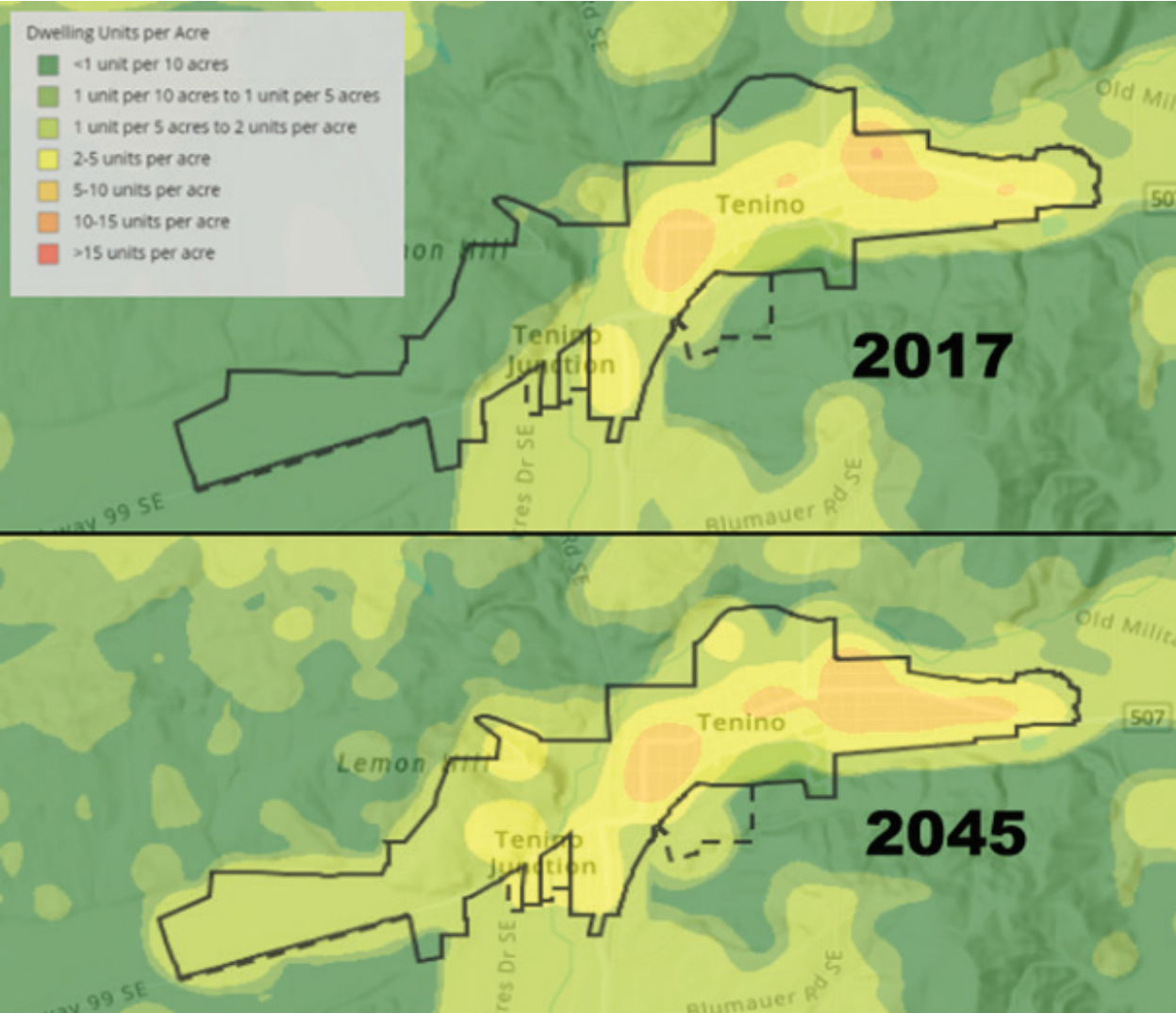
Zoning District		Residential Use Allowance
Non-Residential		
C-1	Commercial 1	Some residential units allowed off ground level.
C-2	Commercial 2	Primarily commercial uses, with some residential units allowed off ground level.
C-3	Commercial 3	Mix of existing single-family uses, new and existing multifamily buildings, mixed use structures, and commercial uses.
I	Industrial	Commercial and Utilities activities and large-scale industrial. No residential units.
Residential		
SF-ES	Single Family Environmentally Sensitive	Larger lots to allow for environmental constraints. Lots are in proximity to critical areas.
SF	Single Family	Single-family residential units. Low-density residential area.
SFD	Single Family/Duplex	Single-family and Duplex units. Low-density residential area.
MF	Multi-Family Residential	Small-lot detached dwellings and attached structures such as apartments, condominiums, and townhouses. The mix can take form on a single site or mixed within a general area.
Special Purpose		
P/SP	Public/Semi-Public	No residential units.
WT	West Tenino	Intent is to allow for the land to be developed in a planned and structured capacity through the adoption of a master plan unless otherwise applicable.

Source: City of Tenino

Table 7 identifies the residential use allowances allowed by current zoning regulations within the City per zoning district. Controlling residential use allowances is similar to requirements of density in residential areas helps to control the type of housing and therefore supply. Not all types of housing are similar; typically, higher density equals lower housing cost. This is a general rule for the housing market, but not always accurate as

there are also different styles such as luxury apartments, which have larger living areas and square footage, or low-income housing that are packed as dense as the property and municipal code will allow. Low-income housing developers typically apply for the Low-Income Housing Tax Credit (LIHTC) through the Department of Housing and Urban Development (HUD) or other applicable tax credit or loan programs

# Vacant and Underutilized Land



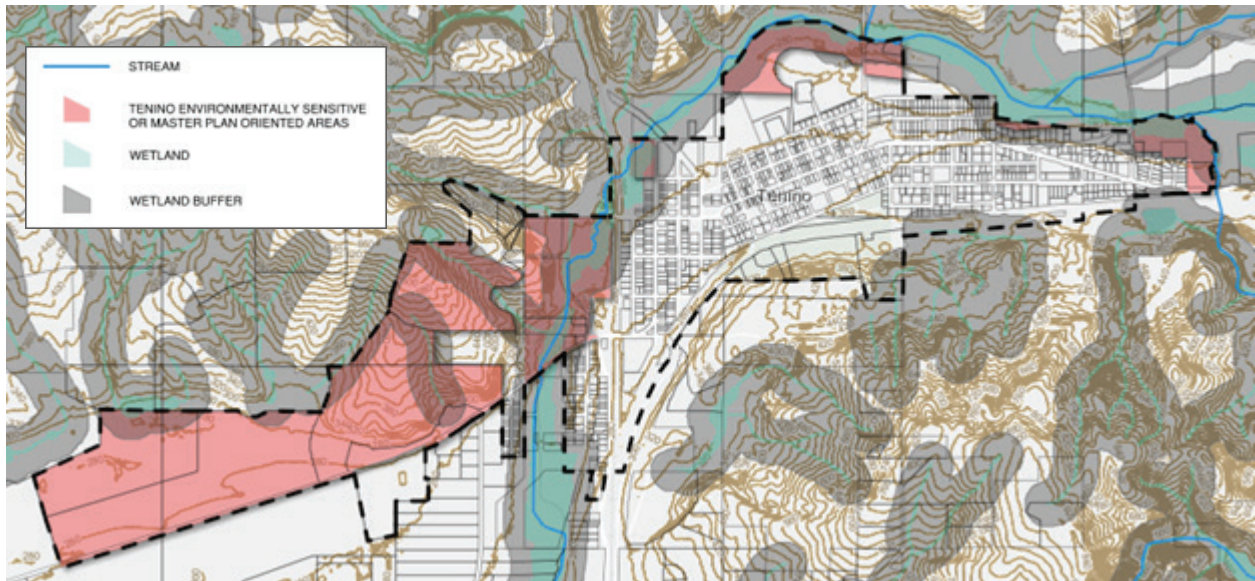
**Figure 25: Comparison of 2017 vs Projected 2045 Residential Density in Tenino (2017)**  
 Source: Thurston Regional Planning Council, Thurston County Housing Density

The Thurston Regional Planning Council provides insight into future density areas, or areas where there will be a higher density of people living in the future. Figure 25 shows the Residential Density projected for 2045, where the density is mainly still in the eastern portion of the city where the R-1 and R-2 districts are and some increased density throughout West Tenino.

The above mapping does not take into consideration some environmental constraints on development including shoreline jurisdiction and Mazama Pocket Gopher Habitat. Residential capacity expansion is projected, but not likely in the most western portion of Tenino due to Mazama Pocket Gopher Habitat, further discussed in the Environmental Constraints section, below.

# Environmental Constraints

While the recreational opportunities within and surrounding Tenino are plentiful, this also means that there are constraints to development that must be taken into account. Environmental regulations are codified under the city’s Shoreline Master Program (Title 109), Critical Areas Ordinance (Title 112), the State Environmental Policy Act (Title 110) and Floodplain Management standards (Chapter 5.24).



**Figure 26: Environmentally Constrained Areas in Tenino (2022)**

Source: Thurston GeoData, ESRI, City of Tenino, SCJ Alliance

## Critical Areas

Tenino defines a critical area to include frequently flood areas, wetlands, fish and wildlife habitats and geologically hazardous areas. These areas can also overlap with Shoreline jurisdiction, as outlined in the next section.

Development within a critical area or its buffer requires an environmental review, including a critical area report to evaluate the proposal and all probable impacts to the critical area(s).

## Shoreline Jurisdiction

Proposed development within shoreline jurisdiction (those lands which extend landward two hundred (200) feet as measured on a horizontal plane from the ordinary high-water mark (OHWM)) are regulated by the Shoreline Master Program, and Critical Areas Ordinance. The city has worked with the Washington State Department of Ecology to develop these regulations and ensure no net loss of ecological functions.

Scatter Creek, a protected shoreline runs along the northeast border and down through the middle of the city. The creek's shoreline designation is "Conservancy" and is defined as a Type S stream, which has a minimum environmental buffer of 150 feet landward from the OHWM. No development or alteration of the habitat or land is permitted without prior approval through the shoreline permit processes. However, uses aligned with single-family residences and their development are permitted, but may require a Substantial Development Permit or statement of exemption

approval. These permits and processes add increased costs to development while.

As reflected in Figure 27, streams within the area, especially larger streams such as Scatter Creek present a flood hazard. Proposed residential development within flood hazard areas are required to build one to three feet above "Base Flood Elevation" and follow floodplain management regulations in Tenino's Critical Areas Ordinance and Floodplain Management standards and which can increase the cost of development.



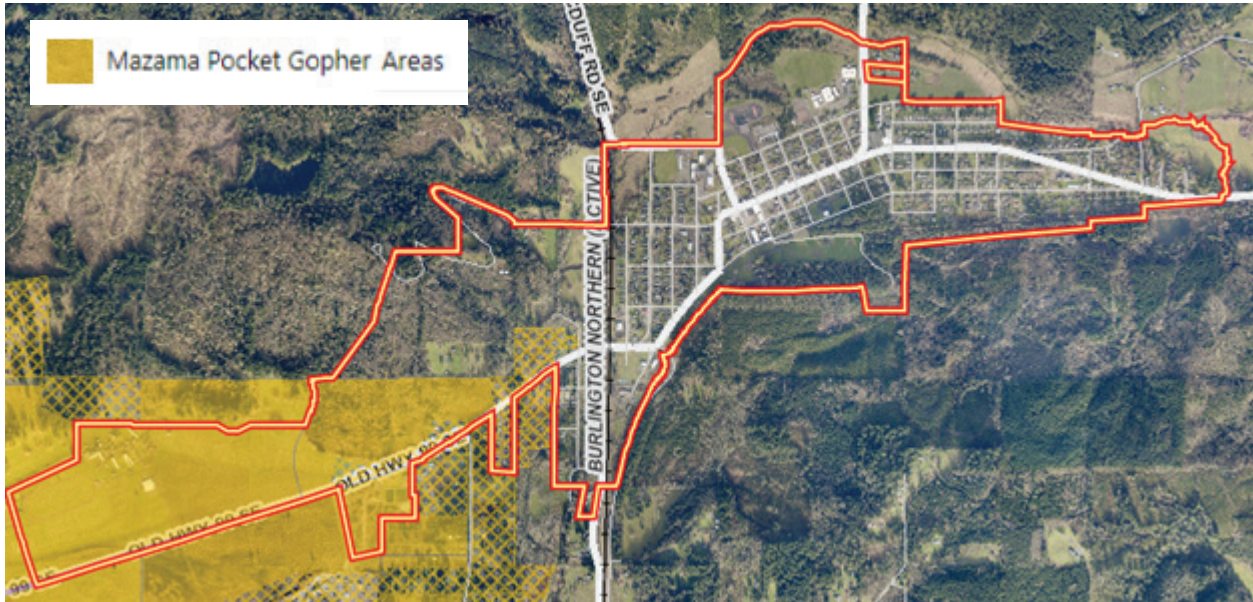
**Figure 27: Water-based Environmental Constraints**

Source: Thurston GeoData, ESRI, City of Tenino, SCJ Alliance



## Mazama Pocket Gopher

Much of West Tenino remains undeveloped due to high levels of Mazama Pocket Gopher activity and habitat. According to the U.S. Department of Fish and Wildlife, the name Mazama Pocket Gopher encompasses four subspecies that are only found in Thurston and south Pierce County, Washington. All four subspecies have been listed as threatened under the Endangered Species Act since April 2014. Their primary threat is degradation and loss of their habitat due to conversion of prairie land to agriculture, commercial and residential development.



**Figure 28: Mazama Pocket Gopher Areas**

Source: Thurston GeoData, ESRI, City of Tenino, SCJ Alliance

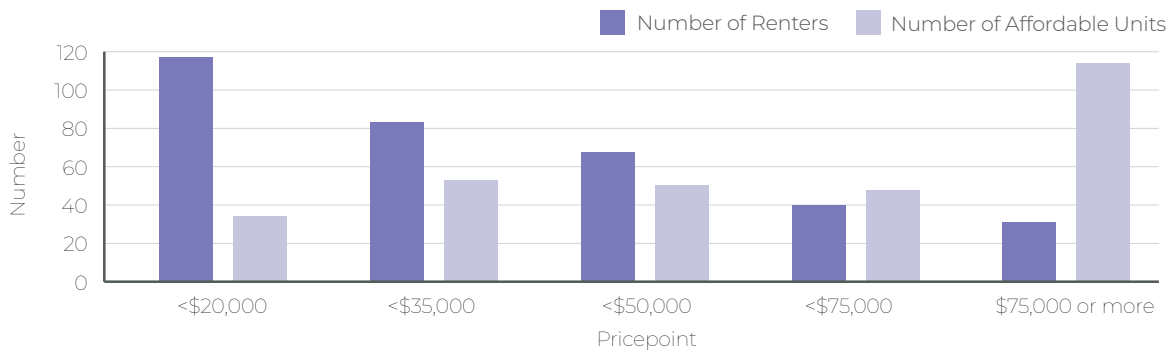
# Gap Analysis

This section identifies specific gaps following from the demographic, service member, and housing data discussed above. These gaps identify segments of the population with particular housing needs and important issues and trends which may emerge in coming years and should be used to formulate policy considerations to close these gaps.

## Quantity of Housing Units to Income Levels

As discussed above, the housing market is typically thought of as two pieces: the rental market and the sales market. While there is overlap in household income levels between these two markets, typically there is a higher demand for affordable rental units and lower prices. This same idea is reflected in the data in Figure 29, below, where households making less than \$35,000 in annual income have a higher burden of cost due to lack of available affordable housing choices. Data like that shown below, helps to better understand where the City’s housing supply needs a boost. In this case, the gap would best benefit from an increase of subsidized housing or rental assistance programs.

**Renter Households and Affordable Rental Units by Income in Tenino (2021)**



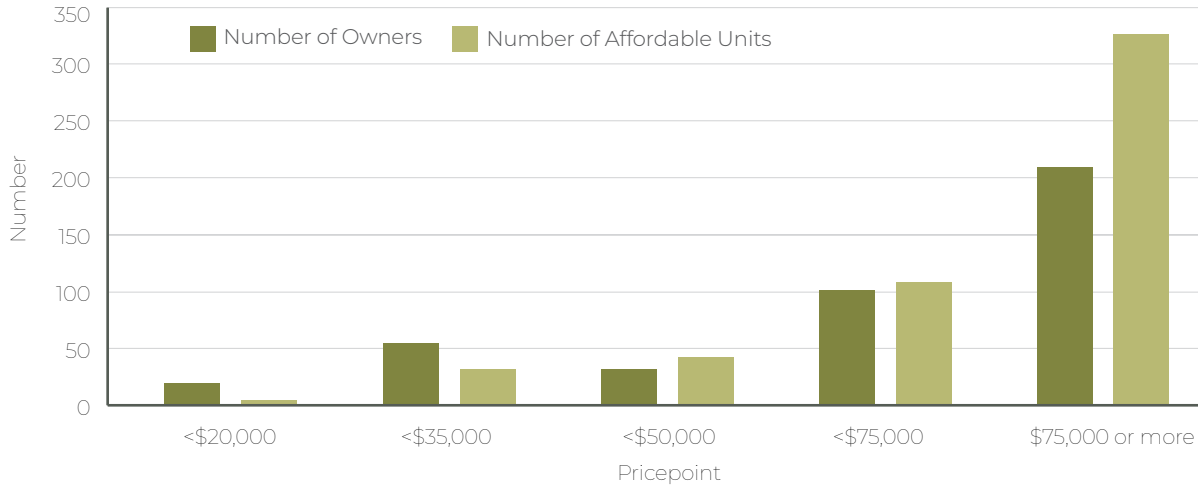
**Figure 29: Renter Households and Affordable Rental Units by Income in Tenino (2021)**

Source: 2021 American Community Survey 5-Year Estimates, Tables S2503





### Owner Households and Affordable Housing Units in Tenino (2021)



**Figure 30: Owner Households and Affordable Housing Units in Tenino (2021)**

Source: 2021 American Community Survey 5-Year Estimates, Tables S2503, B25106

## Housing Units Needed to Accommodate Projected Population

Thurston County and the City of Tenino expect a population growth to 2,790 residents within city limits by 2045, as discussed in the Historic and Future Populations section on Page 2. Using this projection, and ACS population data from 2021, the projection would account for an additional 832 residents over the course of twenty-four years. This projection can be used to estimate the number of housing units that will be needed in Tenino by 2045, as shown below.

Table 8: Estimated New Housing Units Required in Tenino (2021, 2045)		
	2021 Estimates	2045 Projection
Population	1,870	2,790
People Per Household	2.53	2.53
Households	725	1068
(5% Vacancy Rate)		53
Total Housing Units	772	1,168
<b>New Housing Units Required</b>		<b>396</b>

Source: Washington Office of Financial Management (OFM), 2021 American Community Survey 5-Year Estimates Table DP04 and S1101, Thurston Regional Planning Council

Table 9 presents a breakdown of projected housing units for 2030, 2040, and 2045. The calculations are based off the 2021 ACS listed household size and percentage of occupied housing units by income, with an added 5% to account for the standard vacancy rate. The table uses the projected population to break down the total housing units using the same method as Table 8, then assumes a 5% vacancy rate to obtain the projected occupied housing units and further breaks down the occupied housing units by 2021 percentage of housing units by income.

Table 9: Estimated Housing Units Required in Tenino by Income (2030-2045)					
		2021	2030	2040	2045
% of Area Median Income	Total Housing Units	772	1,001	1,082	1,091
	Occupied Housing Units	725	953	1,029	1,038
Less than 19%	Less than \$20,000	18.30%	174	188	190
19% to 34%	\$20,000 to \$34,999	14.10%	134	145	146
34% to 48%	\$35,000 to \$49,999	10.90%	104	112	113
48% to 72%	\$50,000 to \$74,999	21.50%	205	221	223
72% or more	\$75,000 or more	33.80%	322	348	351
0%	Zero or negative income	1.40%	13	14	15

Source: 2021 American Community Survey 5-Year Estimates Table S2503, Thurston Regional Planning Council

Another way of breaking down the housing unit projections is by type of structure. Table 10 represents the projections of housing unit needs if the City chose to keep the statistical proportions of 2021. Just over 65% of the City’s housing units were 1-unit, detached (also known as Single Family residences (SFR)). If the same ratio is applied to growth by 2045, there would be a projected need of 712 SFRs by 2045 (an additional 208 units). The City’s current zoning requirements use lot size area minimums and regulate residential density by site area and availability of utilities (such as sewer and water).



**Table 10: Estimated Housing Units Required in Tenino by Type (2030-2045)**

Units in Structure	2021		2030	2040	2045
<b>Total Housing Units</b>	<b>772</b>	<b>%</b>	<b>1002</b>	<b>1082</b>	<b>1091</b>
1-unit, detached	504	65.3%	654	707	712
1-unit, attached	5	0.6%	6	6	7
2 units	68	8.8%	88	95	96
3 or 4 units	11	1.4%	14	15	15
5 to 9 units	3	0.4%	4	4	4
10 to 19 units	108	14.0%	140	151	153
20 or more units	0	0.0%	0	0	0
Mobile home	70	9.1%	91	98	99
Boat, RV, van, etc.	3	0.4%	4	4	4

Source: 2021 American Community Survey 5-Year Estimates Table DP04

This analysis does not consider other potential changes in the housing stock, particularly loss of housing stock due to age or poor condition, which could increase the number of new units required. The City’s average permit intake for housing units has fluctuated greatly over the last decade due to fluctuating need for multi-family structures. Though in recent years (aside from 2020, due to the onset of the COVID-19 pandemic) the overall number of permits has increased, the city will still likely see fluctuation based on demand from the increased population.

## Conclusion

While Tenino is projected to grow in population, the environmental constraints on the City make expansion of city limits and development of residential housing difficult. Review of the housing prices, values, and stock show that Tenino residents face a housing availability issue more than that of affordability. This is not to say that affordable housing is not necessary but rather Tenino residents statistically make less than regional comparisons when looking at Median Household Income. There is also limited or no availability of low-income, senior housing, or nursing homes located within the city.

Growth projections from Thurston County show that residential density will increase along Sussex Ave E, with hot spots along Morning Side Dr SE and along the north side of Old Hwy 99, west of Bucoda Hwy. Reevaluating current zoning designations and density allowances, especially in the areas referenced above would help to increase density and allow for development or redevelopment of parcels in these areas. Remodel and/or demolition of older structures or underutilized parcels will be important to review as development within the West Tenino area would be difficult due to the Mazama Pocket Gopher habitat. Density is projected to increase to the south where the City has seen some annexations and new subdivisions, this will likely continue.



# City of Tenino

*Washington*