



**PLANNING COMMISSION  
MEETING AGENDA**

**Online via Zoom and In Person at  
Tumwater Fire Department  
Headquarters, Training Room, 311 Israel  
Rd. SW, Tumwater, WA 98501**

**Tuesday, August 23, 2022  
7:00 PM**

1. Call to Order
2. Roll Call
3. Changes to Agenda
4. Commissioner's Reports
5. Manager's Report
6. Public Comment
7. Ordinance No. O2022-003, Final Docket for 2022 Comprehensive Plan Amendments
8. Next Meeting Date - 09/13/2022
9. Adjourn

**Meeting Information**

The public are welcome to attend in person, by telephone or online via Zoom.

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After registering, you will receive a confirmation email containing information about joining the webinar.

The public may also submit comments prior to the meeting by sending an email to:

[cdd@ci.tumwater.wa.us](mailto:cdd@ci.tumwater.wa.us). Please send the comments by 1:00 p.m. on the date of the meeting.

Comments are submitted directly to the Commission Members and will not be read individually into the record of the meeting.

If you have any questions, please contact Planning Manager, Brad Medrud at (360) 754-4180 or [bmedrud@ci.tumwater.wa.us](mailto:bmedrud@ci.tumwater.wa.us).

### **Post Meeting**

Audio of the meeting will be recorded and later available by request, please email [CityClerk@ci.tumwater.wa.us](mailto:CityClerk@ci.tumwater.wa.us).

### **Accommodations**

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### *What is the Planning Commission?*

*The Tumwater Planning Commission is a citizen advisory commission that is appointed by and advisory to the City Council on the preparation and amendment of land use plans and implementing ordinances such as zoning. Actions by the Planning Commission are not final decisions; they are Commission recommendations to the City Council who must ultimately make the final decision. If you have any questions or suggestions on ways the Commission can serve you better, please contact the Community Development Department at (360) 754-4180.*

TO: Planning Commission  
 FROM: Brad Medrud, Planning Manager  
 DATE: August 23, 2022  
 SUBJECT: Ordinance No. O2022-003, Final Docket for 2022 Comprehensive Plan Amendments

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1) Recommended Action:

Staff recommends the Planning Commission review the packet and be prepared to discuss.

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2) Background:

Pursuant to RCW 36.70A.130 and TMC 18.60.025(A)(2), proposed map and text amendments to the City's Comprehensive Plan and corresponding rezones are only considered once per calendar year.

The City's annual 2022 Preliminary Docket of Comprehensive Plan amendments include a private application for map amendments that was filed by the Monday, December 6, 2021 deadline for 2022 amendments and four City-sponsored Comprehensive Plan text and map amendments and rezone.

The Planning Commission had a briefing on all the amendments on August 9, 2022. The Planning Commission will hold a worksession to discuss potential amendments related to neighborhood character on August 23, 2022. A second Planning Commission worksession on the amendments is scheduled for September 13, 2022. A public hearing before the Planning Commission is tentatively scheduled for September 27, 2022.

The City Council's General Government Committee will review the proposed amendments in a briefing on October 12, 2022 and the City Council will hold a worksession to discuss the amendments on October 25, 2022. The City Council will consider the proposed amendments at a hearing tentatively scheduled for November 15, 2022.

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3) Alternatives:

☐ None

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4) Attachments:

- A. Staff Report
- B. Ordinance No. O2022-003
- C. Map of Single-Family Homeowner Associations within the City
- D. Toronto Globe and Mail Opinion Article
- E. New York City – City Environmental Quality Review (CEQR) Neighborhood Character Chapter
- F. How Discussions of 'Neighborhood Character' Reinforce Structural Racism

**2022 ANNUAL CITY OF TUMWATER  
COMPREHENSIVE PLAN MAP AND TEXT AMENDMENTS AND  
CORRESPONDING REZONES**

**FINAL DOCKET – ORDINANCE NO. 2022-003**

**STAFF REPORT**

**PLANNING COMMISSION WORKSESSION**

**Introduction**

Pursuant to RCW 36.70A.130 and TMC 18.60.025(A)(2), proposed map and text amendments to the City’s Comprehensive Plan and corresponding rezones can only be considered once per calendar year and must be considered together.

On March 1, 2022, the City Council approved the list of amendments that will be including in the final docket for further review. The final docket includes one private application for a map amendment filed by the Monday, December 6, 2021 deadline for the 2022 Comprehensive Plan amendments from citizens or property owners. The remaining four proposed amendments are City-sponsored Comprehensive Plan text or map amendments.

Private Map Amendment

1. **Wells Littlerock Comprehensive Plan Land Use Map Amendment (TUM-21-1848) and Corresponding Rezone (TUM-21-1804)** - A Comprehensive Plan map amendment and corresponding rezone for three adjacent parcels that total 2.76-acres located south of 7223 Littlerock Road SW. The amendment area includes Thurston County Assessor Parcel Numbers 1270-44-30901, 1270-44-30902, and 1270-44-30903.

City Sponsored Text and Map Amendments

2. **Neighborhood Character** – Review of the Housing and Land Use Elements of the Comprehensive Plan for potential amendments related to the use of “neighborhood character” and similar terms in support of the *Tumwater Housing Action Plan*.
3. **Thurston Climate Mitigation Plan** – Review updating greenhouse gas emission (GHG) targets in the Conservation Element to address HB 2311.
4. **Essential Public Facilities Amendments** – Review of the potential for amendments to the goals, policies, and actions in the Lands for Public

Purposes Element of the Comprehensive Plan and TMC Title 18 *Zoning* to allow an expansion of the area in the City that would allow for essential public facilities such as inpatient facilities including substance abuse facilities. These essential public facilities uses include, but not limited to, intensive inpatient facilities; long-term residential drug treatment facilities; recovery house facilities.

5. **Comprehensive Plan Map Amendment and Corresponding Rezone to Change Triangle West of the Dennis Street SW and Linderson Way SW Intersection** – A Comprehensive Plan map amendment and corresponding rezone for an approximately 0.30-acre portion of one parcel that totals 5.73-acres located at 6501 Linderson Way SW at the western corners of Linderson Way SW and Dennis Street SW. The amendment area is a portion of Thurston County Assessor Parcel Number 1270-32-40303.

Each of the five proposed Comprehensive Plan map and text amendments and corresponding rezones were reviewed separately and then all amendments going forward are reviewed together with the criteria found in TMC 18.60.025(B):

1. *Does the amendment conform to the Growth Management Act?*
2. *Is it consistent with the Comprehensive Plan, Thurston County-Wide Planning Policies, and related plans?*
3. *Have area conditions changed or are changing to justify a change in land use for the area?*
4. *Is there a need to provide a community-related use not anticipated by the Comprehensive Plan?*

### **Neighborhood Character Amendment Discussion**

The August 23, 2022 Planning Commission worksession will focus on Amendment #2 – Neighborhood Character and review the Housing and Land Use Elements of the Comprehensive Plan for potential amendments related to the use of “neighborhood character” and similar terms in support of the *Tumwater Housing Action Plan*.

Community Development Department staff recommends that the Planning Commission review Section A.1 *Neighborhood Character – Review Comprehensive Plan Housing and Land Use Elements* first and then Appendix 2.1 – *Relevant Sections of the Housing and Land Use Elements of the Comprehensive Plan*.

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## A. 2022 CITY SPONSORED COMPREHENSIVE PLAN MAP AND TEXT AMENDMENTS AND CORRESPONDING REZONE

### 1. Neighborhood Character – Review Comprehensive Plan Housing and Land Use Elements

#### **Summary**

The proposal is a City sponsored review of the Housing and Land Use Elements of the Comprehensive Plan for potential amendments related to the use of “neighborhood character” in support of the *Tumwater Housing Action Plan*.

#### **Proposal**

1. Review the Comprehensive Plan Housing and Land Use Elements and determine if there are amendments needed to address how the use of the term “neighborhood character” makes implementation of the *Tumwater Housing Action Plan* more difficult.

#### **Sponsor**

City of Tumwater

#### **Background**

The City Council placed the proposed Comprehensive Plan amendment on the 2022 Long Range Planning Work Program on January 18, 2022. The Planning Commission reviewed the preliminary docket and provided comments at their January 11, 2022 meeting. The Planning Commission recommended further review of the proposal on January 25, 2022, as part of the 2022 preliminary docket. On February 9, 2022, the General Government Committee reviewed the preliminary docket and forwarded it to the full City Council for review.

The City Council held a worksession on February 22, 2022 and recommended that the preliminary docket be placed on the City Council agenda for their March 1, 2022 meeting. On March 1, 2022, the City Council considered the Planning Commission’s recommendation and the review by the General Government Committee and included the proposal in the 2022 annual Comprehensive Plan amendment preliminary docket to be reviewed by Community Development Department staff and presented later in 2022.

After the City Council approved the final docket on March 1, 2022 for the 2022 annual Comprehensive Plan map and text amendments, Community Development Department staff reviewed the goals, policies, and actions and text in the Comprehensive Plan Housing and Land Use Elements to determine what specific amendments may be appropriate and prepared the staff report with recommendations.

Community Development Department staff reviewed the Comprehensive Plan Housing and Land Use Elements to evaluate the use of the term “neighborhood character” in support of the *Tumwater Housing Action Plan*. Appendix 2.1 contains the relevant sections of the Comprehensive Plan that address “character”, “atmosphere”, or similar terms in **yellow highlight** and Appendix 2.2 will contain potential texts amendments after discussions with the Planning Commission.

Community Development staff recommends that the Planning Commission review Appendix 2.1 to see how “character” or similar terms are being used now in the Comprehensive Plan Housing and Land Use Elements and reflect on how the use of the terms help or hinder implementation of the *Tumwater Housing Action Plan*. In addition, Community Development staff recommends that the Planning Commission review the goals, policies, and actions in the attached Housing and Land Use Elements on pages 13 – 21 and 34 – 46 of the staff report as well to understand the policy context for the discussion.

### ***City of Olympia Comprehensive Plan Land Use and Urban Design***

In 2021, at the direction of the Olympia City Council, the City of Olympia went through a Comprehensive Plan amendment process to review and amend the Land Use and Urban Design section of their Comprehensive Plan to address the use of the term “neighborhood character.” The Olympia City Council started with a recommendation for a definition of “neighborhood character” as “accessible, sustainable, and culturally inclusive neighborhoods.”

After further discussion with City of Olympia staff, the Council of Neighborhoods Association, and the Planning Commission, the Olympia City Council approved the final amendment language:

*Neighborhood character is made up of a variety of elements that give a neighborhood its distinct identity. Neighborhood characteristics are not stagnant and will change over time. Consideration of neighborhood character will vary by the unique features of a neighborhood and includes its physical attributes that contribute to its sense of place and identity. These elements may include, but are not limited to, a neighborhood’s land use, urban design, visual resources, and/or historic resources. This includes design elements of buildings (mass, scale, materials, setting, and setbacks), parks and open space, provision of City utilities, street grids and connections, and street trees. Our community considers it essential that all neighborhoods become accessible, sustainable, and culturally inclusive.*

- *Accessible: Includes ADA compliancy, multimodal mobility, and housing affordability.*



- *Sustainable: Promotes a healthy environment, a diverse and resilient local economy, and historic preservation, including, reuse, and adaptability of existing buildings.*
- *Culturally inclusive: Recognizes, supports and promotes diverse housing types, strong arts and historic preservation, and the various contributions of diverse Olympians, past and present.*

*Neighborhood character will be balanced with other plan goals and policies, such as increasing the variety of housing types and providing people-oriented places, and implemented through the City's development regulations.*

### ***Materials on “Neighborhood Character”***

To introduce some ideas for consideration and discussion, there are two opinion pieces concerning “neighborhood character” and the Neighborhood Character chapter from the New York City “City Environmental Quality Review (CEQR)” handbook included in the packet. A quick search of the internet for “neighborhood character” will bring up a range of additional discussions about what the term can mean for different people.

### ***Comprehensive Plan Review***

Community Development Department staff reviewed the Housing and Land Use Elements of the Comprehensive Plan. In Appendix 2.1 – Relevant Sections of the Housing and Land Use Elements of the Comprehensive Plan, Community Development Department staff identified all the sections of the Housing and Land Use Elements that addressed the character of the City, land use designation, or neighborhood.

In Appendix 2.2 – Potential Comprehensive Plan Text Amendments, Community Development staff identified the following Housing Element Comprehensive Plan goals and policies for further review and discussion by the Planning Commission for potential amendment to support the proposed amendments.

**[To be determined after discussion with the Planning Commission]**

Community Development staff identified the following Land Use Element Comprehensive Plan goals, policies, and implementation policies for further review and discussion by the Planning Commission for potential amendment to support the proposed amendments.

**[To be determined after discussion with the Planning Commission]]**

### ***Review and Approval Criteria***

Comprehensive Plan map and text amendments are subject to the criteria below from TMC 18.60.025(B):

1. *All amendments to the comprehensive plan must conform with the requirements of the Washington State Growth Management Act, Chapter 36.70A RCW, and all amendments for permanent changes to the comprehensive plan must be submitted to the Washington State Department of Commerce, pursuant to RCW 36.70A.106.*

The amendments being considered are in accordance with the City's annual Comprehensive Plan amendment process, as required by RCW 36.70A. If the amendments are approved by the City Council, the proposed amendments will be submitted to the Washington State Department of Commerce pursuant to RCW 36.70A.106.

The amendments meet the goals of the Washington State Growth Management Act as follows:

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

The proposed Comprehensive Plan text amendments are intended to support the *Tumwater Housing Action Plan*.

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

The proposed Comprehensive Plan text amendments are consistent with the goal as the proposed amendments are intended to reduce the inappropriate conversion of undeveloped land into sprawling, low-density development and focus future growth in the City.

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

The proposed Comprehensive Plan text amendments allow for urban level residential development in the City that would support efficient multimodal transportation systems.

- (4) *Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.*

The proposed Comprehensive Plan text amendments are consistent with the goal as the proposed amendments encourage the provision of a range of residential development in the City, including permanently affordable housing.

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

The proposed Comprehensive Plan text amendments are consistent with the goal as the proposed amendments support the residential development that supports economic development and allows more people to live closer to jobs and services.

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

The proposed Comprehensive Plan text amendments do not require any taking of private property.

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

The proposed Comprehensive Plan text amendments are being considered as a part of the City's annual Comprehensive Plan amendment review.

- (8) *Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive*

*forestlands and productive agricultural lands, and discourage incompatible uses.*

The proposed Comprehensive Plan text amendments do not affect natural resource industries.

- (9) *Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.*

The proposed Comprehensive Plan text amendments do not affect open space and recreation. Future residential development would need to comply with all development regulations that pertain to open space and parks requirements.

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

The proposed Comprehensive Plan text amendments would support protecting the environment by directing future development towards urban rather than rural areas. Future residential development would need to comply with all development regulations that pertain to open space and parks requirements.

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

City residents and all interested parties, agencies and jurisdictions will be notified about the application and the public hearing for the proposal as part of the proposed 2022 Comprehensive Plan map and text amendment and rezone process.

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

The proposed Comprehensive Plan text amendments are supported by the City's provision of sewer and water service in the urban area. Future

residential development would likely require traffic studies and mitigation of the impacts, as well as proof of adequate water and sewer service.

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

The proposed Comprehensive Plan text amendments do not affect historic preservation. As future residential development occurs, it would need to comply with all the applicable historical or archaeological regulations.

- (14) *Shorelines of the state.*

The proposed Comprehensive Plan text amendments do not affect the shorelines of the state. As future residential development occurs, it would need to comply with the City's Shoreline Management Program.

2. *Text amendments and site-specific rezone applications should be evaluated for internal consistency with the comprehensive plan, and for consistency with the county-wide planning policies, related plans, and the comprehensive plan of Thurston County or cities which have common borders with Tumwater.*

The proposed Comprehensive Plan text amendments are consistent with the Comprehensive Plan, including the Housing and Land Use Elements. The Comprehensive Plan is consistent with the Thurston County-Wide Planning Policies and the goals of Sustainable Thurston.

The applicable goals, policies, and actions of the Housing Element of the Comprehensive Plan that support the proposed Comprehensive Plan text amendments are as follows:

[To be determined after discussion with the Planning Commission]]

The proposed Comprehensive Plan text amendments are consistent with the Housing Element goals, policies, and actions above.

The applicable goals, policies, and actions of the Land Use Element of the Comprehensive Plan that support the proposed Comprehensive Plan text amendments are as follows:

[To be determined after discussion with the Planning Commission]]

The proposed Comprehensive Plan text amendments are consistent with the Land Use Element goals, policies, and actions above.

3. *Whether conditions in the area for which comprehensive plan change/zoning amendment is requested have changed or are changing to such a degree that it is in the public interest to encourage a change in land use for the area.*

The criterion does not apply, because a Comprehensive Plan map amendment and corresponding rezone is not proposed.

4. *Whether the proposed comprehensive plan zoning amendment is necessary in order to provide land for a community-related use which was not anticipated at the time of adoption of the comprehensive plan.*

The criterion does not apply.

### **Staff Conclusions**

1. The proposal meets the review and approval criteria found in TMC 18.60.025(B).
2. The proposed Comprehensive Plan text amendments are consistent with the goals of the Washington State Growth Management Act.
3. The proposed Comprehensive Plan text amendments are consistent with Goals [To be determined after discussion with the Planning Commission]] and Policies [To be determined after discussion with the Planning Commission]] of the Housing Element of the Comprehensive Plan.
4. The proposed Comprehensive Plan text amendments are consistent with Goals [To be determined after discussion with the Planning Commission]] and Policies [To be determined after discussion with the Planning Commission]] of the Land Use Element of the Comprehensive Plan.
5. The potential impacts of the proposed Comprehensive Plan text amendments have been considered together with the other amendments in the 2022 annual Comprehensive Plan map and text amendment final docket with the criteria found in TMC 18.60.025(B) and proposed amendments do not create any inconsistencies when evaluated together.
6. Based on the above review and analysis, Community Development Department staff concludes that the proposed Comprehensive Plan text amendments are consistent with the requirements of the Washington State

Growth Management Act, Thurston County-Wide Planning Policies, the goals of Sustainable Thurston, and the Comprehensive Plan.

***Staff Recommendation***

1. Staff recommends that the Planning Commission review and discuss the text in Appendix 2.1 – Associated Comprehensive Plan Text Amendments to determine what amendments are needed to go forward for approval as part of the proposed Comprehensive Plan text amendments.

***Effects of the Proposed Amendments***

The proposed Comprehensive Plan text amendments would necessitate changes to the Land Use and Housing Elements of the Comprehensive Plan as shown in the Appendix 2.1 – *Associated Comprehensive Plan Text Amendments* and Ordinance No. O2022-003.

## Appendix 2.1 – Relevant Sections of the Housing and Land Use Elements of the Comprehensive Plan

*(Pages 29-38 of the Comprehensive Plan Housing Element)*

### 5.1 Housing Goals, Policies, and Actions

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

<u>Policy</u>	<u>Action</u>
H-1.1	Assist city neighborhoods in maintaining and rehabilitating the existing housing stock as decent, safe, sanitary, and affordable housing.
	H-1.1.1 Create a formal maintenance and rehabilitation program beyond the current City code enforcement procedures to support Policy H-1.1 in coordination with the City's work with the Regional Housing Council.
H-1.2	Encourage a range of housing, economic development, and community revitalization in the city.
H-1.3	Promote the quality of life of existing communities and implementation of community housing goals through the preparation of comprehensive plans and the development review process.
H-1.4	Provide assistance to improve community surroundings and infrastructure in residential areas.
H-1.5	Encourage and facilitate economic development as an important part of provision of housing by providing jobs.
	H-1.5.1 Continue implementation of economic development efforts to provide jobs in Tumwater.

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



<u>Policy</u>	<u>Action</u>
H-2.1	Provide sufficient, suitably zoned land for development of all housing types to accommodate the future needs for each type of housing, including single-family detached dwellings, accessory dwelling units, townhouses, duplexes, triplexes, fourplexes, multi-family dwellings, cottage housing, senior housing, roominghouses, group housing, and manufactured homes in manufactured home parks and on single lots.
H-2.2	Provide opportunities for a range of housing types to provide for all economic segments of Tumwater's population.
H-2.2.1	Monitor the Land Use Element and Zoning Code to ensure an adequate supply of suitably zoned land.
<b>GOAL H-3:</b>	<b>To provide adequate, affordable housing for residents of all income groups, including sufficient housing affordable to low and moderate-income groups.</b>

<u>Policy</u>	<u>Action</u>
H-3.1	Encourage the development of innovative plans, codes, standards, and procedures in order to take advantage of new private and public sector approaches to housing provision.
H-3.1.1	The Zoning Code allows manufactured homes on single-family lots in all residential zones. It is the intent of the Housing Element to promote the designation of a sufficient supply of land for traditional mobile/manufactured home parks—and to recognize that modular/manufactured housing on single family lots and in manufactured home parks is a viable form of housing construction.
H-3.1.2	Increase code enforcement efforts and build public private partnerships to encourage renovations of unfit structures for use as transitional or affordable housing.
H-3.2	Encourage provision of adequate building sites through appropriate land use planning and zoning codes, infrastructure supply, and overall regulatory climate.

- H-3.3 Tumwater should assume its "fair share" of housing for low and moderate income groups, in cooperation with other jurisdictions in Thurston County.
- H-3.3.1 Monitor land supply, census data, and housing policies to ensure Tumwater accommodates its fair share of housing for low and moderate income groups.
- H-3.3.2 Work with Tumwater School District, Housing Authority, and other agencies and organizations to pursue grant funding and implement transitional housing strategies for families with children.
- H-3.3.3 Establish a multi-family tax exemption program that gives financial incentive for developers to create multi-family structures in target areas and to set aside a percentage of units as low-income housing.
- H-3.4 Tumwater should work with the other jurisdictions in Thurston County as part of the Regional Housing Council to share decision making responsibilities related to homelessness and affordable housing in Thurston County to allow for collaboration in expanding affordable housing options and sharing the planning for, identification of, and resource allocation to activities and programs intended to support individuals experiencing homelessness in Thurston County.

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

**Policy**

**Action**

- H-4.1 Support the inclusion of living opportunities for families with children throughout the city.
- H-4.2 Support and encourage a variety of housing types and price ranges through appropriate policies and regulations.
- H-4.2.1 Continue the requirement for reasonable maximum lot sizes in order to create smaller lots that are more

affordable and that allow a more efficient use of City services.

- H-4.2.2 Encourage homeowner associations to adopt Covenants, Conditions, and Restrictions (CCRs) consistent with this policy.

**GOAL H-5: To supply sufficient, safe, suitable housing sites and housing supply to meet projected future housing needs for Tumwater over the next 20 years.**

<u>Policy</u>	<u>Action</u>
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H-5.1	Ensure appropriate land use designations and Zoning Code designations to provide sufficient land for housing construction.
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H-5.1.1	Monitor the Land Use Element and Zoning Code to ensure an adequate supply of suitably zoned vacant land. (2.1.1)
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H-5.1.2	Continue joint planning with Thurston County to plan for future growth in Tumwater.
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H-5.2	Lands not suitable for development due to site constraints such as wetlands, steep slopes, geologically hazardous areas, etc., should be identified and considered when determining sufficient land for new housing in accordance with Tumwater's Conservation Plan.
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H-5.3	Encourage construction practices, which exceed minimum standards. Tumwater will support the use of alternative building designs and methods that exceed the minimum standards set by Tumwater.
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**GOAL H-6: To promote a selection of housing that is decent, safe, and sound, in close proximity to jobs and daily activities, and varies by location, type, design, and price.**

<u>Policy</u>	<u>Action</u>
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H-6.1	Protect residential areas from undesirable activities and uses through aggressive enforcement of adopted City codes.
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H-6.2	Provide for a dynamic mix of residential land uses and zones in order to create a diverse mix of sites available for different housing types.
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- H-6.2.1 Continue to monitor the available land supply, census data, and City policies to ensure a diverse mix of land for residential housing stock.
- H-6.2.2 Continue to implement innovative design techniques, such as zero lot line developments, architectural design standards, alley houses, and attached single-family housing. Zero lot line developments are residential real estate in which the structure comes up to or very near to the edge of the property. Zero-lot-line houses are built very close to the property line in order to create more usable space.
- H-6.3 Support increasing housing opportunities along urban corridors and centers.
- H-6.4 Encourage provision of affordable housing near public transit routes to promote efficient transportation networks.
- H-6.4.1 Continue to involve Intercity Transit in Tumwater's development review process.
- H-6.5 Tumwater will maintain current Building Code standards and will use the most up to date future Code editions.
- H-6.6 Increase the variety of housing types outside of corridors and centers of appropriate intensities with supporting design guidelines to meet the needs of a changing population.
- GOAL H-7: To ensure that housing is compatible in quality, design, and density with surrounding land uses, traffic patterns, public facilities, and environmentally sensitive areas.**

**Policy****Action**

- H-7.1 Support the stability of established residential neighborhoods through appropriate plans and codes.
- H-7.1.1 Continue to implement design standards for multi-family and attached single-family dwellings in order to ensure compatibility with existing neighborhoods.
- H-7.2 Assure housing will be well maintained and safe.

H-7.3 Enhance the appearance of and maintain public spaces in residential areas.

H-7.4 Promote community involvement to achieve neighborhood improvement.

**GOAL H-8: To support healthy residential neighborhoods which continue to reflect a high degree of pride in ownership or residency.**

<u>Policy</u>	<u>Action</u>
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H-8.1	Support the stability of established residential neighborhoods.
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H-8.2	Assure housing will be well maintained and safe.
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H-8.2.1	Protect residential areas from undesirable activities and uses through aggressive enforcement of adopted City codes.
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H-8.3	Enhance the appearance of and maintain public spaces in residential areas.
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H-8.4	Promote community involvement to achieve neighborhood improvement.
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H-8.4.1	Encourage neighborhood meetings to discuss community issues as situations and concerns arise.
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H-8.5	Encourage home ownership for Tumwater residents.
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**GOAL H-9: To encourage a variety of housing opportunities for those with special needs, particularly those with problems relating to age or disability.**

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

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

<u>Policy</u>	<u>Action</u>
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|--------|---|
| H-10.1 | Encourage innovation and variety in housing design and development. Tumwater will support efforts to build housing with unique individual character, which avoids monotonous neighborhood appearance. |
| H-10.2 | Multi-family residential housing should be subject to design criteria that relate to density, structure bulk, size and design, landscaping, and neighborhood compatibility.                           |
|        | H-10.2.1 Continue to implement multi-family housing design standards.   |

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

<u>Policy</u>	<u>Action</u>
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|--------|--|
| H-11.1 | Reference the Transportation Element and anticipated transportation impacts when making housing decisions affecting the location and density of housing. |
| H-11.2 | Reference utility plans and the impact of housing decisions on capital improvements planning.  |
| H-11.3 | Encourage the construction of affordable housing, including cottage housing and accessory dwelling units, within a half mile or twenty minute            |

walk of an urban center, corridor or neighborhood center with access to goods and services to provide access to daily household needs.

**GOAL H-12: To encourage urban growth within the city limits with gradual phasing outward from the urban core.**

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

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

<b><u>Policy</u></b>	<b><u>Action</u></b>
H-13.1	Maintain the manufactured home park district zoning in appropriate areas in order to prevent conversion of affordable housing to other uses without replacement.
H-13.1.1	Encourage manufactured housing park district zoning to locate near transit services.

- H-13.2      When locating zones and designations for manufactured home parks, carefully consider the risks from natural hazards, such as flooding and liquefaction, and the impacts of those hazards on the future residents of those manufactured home parks, Tumwater's emergency responders, and the city as a whole.



*(Pages 29-38 of the Comprehensive Plan Land Use Element)***2.2 Residential Uses**

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

Residential development in Tumwater should be developed with the following guidelines:

- Residential development should provide for a dynamic mix of housing types to accommodate the many diverse housing needs of the citizens of Tumwater.
- New residential development should provide open spaces. "Wall to wall" development is not acceptable.
- Ensure that housing is compatible in quality, design, and intensity with surrounding land uses, traffic patterns, public facilities, and environmentally sensitive areas.
- Ensure that new residential development promotes a reasonable diversity in housing types.
- Support the stability of established residential neighborhoods.
- Support incentives for housing ownership in addition to rental housing.
- Enhance the appearance of and maintain public spaces in residential areas.
- Promote community involvement to achieve neighborhood improvement.

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

Compatibility should be achieved using buildings that are sized and designed to be residential in scale; small overall area devoted to neighborhood-scale commercial use; and design and layout, which screens residential areas from excessive noise, lights, storage, and parking areas. These uses should be oriented primarily towards pedestrian and bicycle use. Uses, which would result in excessive automobile traffic, should be discouraged, such as gas stations, drive-thru restaurants.

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

Mobile and manufactured home parks, which were legally established prior to adoption of this plan, should have the “Manufactured Home Park” designation applied to them in order to ensure a sufficient supply of land for manufactured homes in parks.

Several designations for residential land use in Tumwater were developed in order to meet the goals of the Growth Management Act, the Land Use Element, and the Housing Element. Each of these designations has specific criteria and characteristics related to development in each designation.

**Table 6. Range of Dwelling Units per Acre by Land Use Designation and Zone District**

Land Use Designation	Implementing Zone District	Dwelling Units Per Acre
Residential/Sensitive Resource	• Residential/Sensitive Resource	2-4 Dwelling Units/Acre
Single Family Low Density	• Single Family Low Density	4-7 Dwelling Units/Acre
Single Family Medium Density	• Single Family Medium Density	6-9 Dwelling Units/Acre
Multi-Family Medium Density	• Multi-Family Medium Density	9-15 Dwelling Units/Acre*
Multi-Family High Density	• Multi-Family High Density	14-29 Dwelling Units/Acre**
Manufactured Home Park	• Manufactured Home Park	6-9 Dwelling Units/Acre
Mixed Use	• Mixed Use	Minimum 14 Dwelling Units/Acre

Land Use Designation	Implementing District	Zone	Dwelling Units Per Acre
Capitol Boulevard Community	• Capitol Boulevard Community		Minimum 30 Dwelling Units/Acre or less, depending on subsection
Brewery District	• Brewery District		8-20 Dwelling Units/Acre
Tumwater Town Center	• Town Center		Minimum 30 Dwelling Units/Acre or less, depending on subsection

\* – Projects that provide permanently affordable housing dwelling units or other forms of permanently inclusive housing dwelling units in the Multi-Family Medium Density land use designation would be allowed to exceed the maximum density stated in Table 6 up to a new maximum density of 20 dwelling units per acre.

\*\* – Projects that provide permanently affordable housing dwelling units or other forms of permanently inclusive housing dwelling units in the Multi-Family High Density land use designation would be allowed to exceed the maximum density stated in Table 6 up to a new maximum density of 39 dwelling units per acre.

#### 2.2.1 Residential/Sensitive Resource (2-4 Dwelling Units/Acre)

The purpose of this designation is to recognize areas of **unique open space character** and sensitivity to environmental disturbance such as around stream corridors, lakes, and wetlands within the city limits and Tumwater's Urban Growth Area.

Residential/Sensitive Resource areas are intended to be used only for exceptional places within the City and its Urban Growth Area. This designation should be applied to areas that are not protected by the Shoreline Management Act and are not already built out. These areas are where intensive urban development would adversely affect ground or surface waters or environmental resource areas.

In addition to being of a relatively low density, development in these areas should be clustered. Clustering means grouping or "clustering" development onto part of a property so that the remainder can be preserved as unbuilt open space. The intent of clustering development in this area is to preserve open space along environmentally sensitive areas and provide a lot configuration that allows for the preservation of the specified amount of open space and also allows for future applied density to be achieved over the 20-year time period.

In addition to clustering, other methods of preserving open space shall be strongly encouraged to guide development into less sensitive portions of the land, such as

purchase or donation, easements or deed restrictions, covenants, land exchanges, and transfer of development rights as a method of preserving open space. Densities in this designation should be two to four dwelling units/acre.

In order to protect groundwater resources from contamination by failing septic tanks and to ensure that urban services can be provided to certain areas in a cost efficient manner, a minimum density policy of two dwelling units/acre is recommended.

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

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

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

The full range of urban services should be available or be planned in the near future in accordance with the City's Lands for Public Purposes Element and Capital Facilities Plan.

Construction activities in areas assigned this designation should only occur in the drier months of the year in order to protect Percival Creek from sedimentation and construction-associated runoff.

Density transfer in the Planned Unit Development overlay zoning district is not appropriate in this designation due to the extreme sensitivity of the area to environmental disturbance.

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

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

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

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

Designated manufactured housing should be permitted on single lots in this designation.

### 2.2.2 Single Family Low Density (4-7 Dwelling Units/Acre)

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

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

Designated manufactured housing should be permitted on single lots in this designation.

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

Single-family dwellings and duplexes should be permitted in this designation subject to Citywide Design Standards.

### 2.2.3 Single Family Medium Density (6-9 Dwelling Units/Acre)

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

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

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

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

Duplexes should be permitted in this designation subject to design standards. Designated manufactured housing should be permitted on single lots in this designation.

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

#### 2.2.4 Multi-Family Medium Density (9-15 Dwelling Units/Acre)\*

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

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

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

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

Designated manufactured housing should be permitted on single lots in this designation.

Manufactured home parks are permitted in the Multi-Family Medium Density Residential designation subject to City standards and site plan review by the Hearing Examiner.

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

\* – Projects that provide permanently affordable housing dwelling units or other forms of permanently inclusive housing dwelling units in the Multi-Family Medium Density land use designation would be allowed to exceed the maximum density stated in Tables 5 and 6 up to a new maximum density of 20 dwelling units per acre

#### 2.2.5 Multi-Family High Density (14-29 Dwelling Units/Acre)\*

The Multi-Family High Density designation should be applied in areas that are planned-for major transportation corridors and areas adjacent to the city center. The density of new development in the Multi-Family High Density designation should be averaged over the entire site in order to reach the maximum densities required to accommodate future population. It is not the intent of the City to require that lots be of a specific size but that densities are met as an average of the overall site.

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

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

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

\* – Projects that provide permanently affordable housing dwelling units or other forms of permanently inclusive housing dwelling units in the Multi-Family High Density land use designation would be allowed to exceed the maximum density stated in Tables 5 and 6 up to a new maximum density of 39 dwelling units per acre.

### 2.2.6 Manufactured Home Park (6-9 Dwelling Units/Acre)

The Manufactured Home Park (MHP) land use designation is intended to ensure consistency with RCW 36.70A.070(2)(c) which requires sufficient land be available for all types of housing including manufactured housing.

Manufactured home parks are permitted in this designation subject to City development standards and site plan review by the Hearing Examiner.

Designated manufactured housing should be permitted on pre-existing single lots of record in this designation.

This residential designation should help to provide sufficient land for manufactured housing in manufactured home parks and ensure neighborhood stability.

Uses that are incompatible or inconsistent with the goal of protecting and preserving manufactured home parks should not be allowed.

Manufactured Home Park designated areas should be accompanied by open space and environmental protection for sensitive areas in order to make these areas compatible with the community.

Subdivision and platting of properties for residential purposes, including condominiums, should not be allowed.

Additionally, these areas should be located along or near mass transit linkages and close to urban services.

Table 7 provides a summary of innovative land use techniques that are recommended to be used in each residential designation.



Table 7. Land Use Management Techniques for Residential Development

	<b>Residential / Sensitive Resource 2-4 Dwelling Units/Acre</b>	<b>Single Family Low Density 4-7 Dwelling Units/Acre</b>	<b>Single Family Medium Density 6-9 Dwelling Units/Acre</b>	<b>Multi- Family Medium Density 9-15 Dwelling Units/Acre *</b>	<b>Multi- Family High Density 14-29 Dwelling Units/Acre **</b>
Design Review	X	X	X	X	X
Revised Development Standards	X	X	X	X	X
Minimum Average Density	X	X	X	X	X
Clustering	X	X	X	X	X
Manufactured Homes on single lots	X	X	X	X	

\* – Projects that provide permanently affordable housing dwelling units or other forms of permanently inclusive housing dwelling units in the Multi-Family Medium Density land use designation would be allowed to exceed the maximum density stated in Tables 5 and 6 up to a new maximum density of 20 dwelling units per acre.

\*\* – Projects that provide permanently affordable housing dwelling units or other forms of permanently inclusive housing dwelling units in the Multi-Family High Density land use designation would be allowed to exceed the maximum density stated in Tables 5 and 6 up to a new maximum density of 39 dwelling units per acre.

*(Pages 47-50 of the Comprehensive Plan Land Use Element)***2.16 Design Review**

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

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

The Design Guidelines complement the City's zoning code and provide a better tool for ensuring lasting value. Unlike zoning codes that can be prohibitive and exclusionary in their tone and language, Design Guidelines are illustrative and prescriptive.

They have proved very effective in promoting well designed, mixed-use, new and infill development.

The intent of design review in Tumwater is to create design and development guidelines that ensure lasting value through:

1. Infill and strengthening existing neighborhoods;
2. Livable neighborhoods;
3. Affordable housing;
4. Diversity in housing types and styles; and
5. Streetscape design as well as building and site design.

The Design Guidelines establish a context for development and encourage resolution of technical planning and urban design issues such as pedestrian and traffic circulation, stormwater runoff, landscaping and buffering, and building location and design.

Functions of Design Review through design and development guidelines:

1. Establishes a community design context;
2. Creates community planning and urban design policy;
3. Assures conformance to City plans and policies; and
4. Expedites project approval.

The design review process includes elements such as:

1. The appearance or image of a community
2. Street layout and design
3. Incorporating transit
4. Natural and scenic resources
5. Streetscape
  - Street character and liveliness
  - Pedestrian environment
  - Landscape design
  - Residence and street transition
6. Site Planning
  - Neighborhood character
  - Adjacent properties
  - Siting
  - Natural elements
  - Transit facilitation

## 7. Building Design

- Architectural character
- Character and massing
- Architectural elements
- Exterior finish materials
- Parking garages
- Mixed-use buildings
- Conversions and additions
- Special needs housing

Design review is necessary in Tumwater to ensure that new development is compatible with existing neighborhoods; to provide guidelines for innovative land use management techniques; and to provide guidelines for special areas of the City.

Design Guidelines were developed as a follow on implementing ordinance for the remaining areas of the City after consultation with affected groups including citizens, builders, and City staff. Design standards were developed through a process involving substantial public participation.

The goals and purpose of the Design Guidelines in Tumwater are to:

- Encourage the development of visually sensitive developments;
- Encourage developments that will contribute to the stability and integrity of a safe and attractive neighborhood;
- Recognize that aesthetic considerations along with environmental review contribute toward an enhanced environment; and
- Recognize that aesthetic considerations are appropriate in order to protect property values of adjacent properties and to ensure that developments contribute to desirable neighborhood character.

*(Pages 53-66 of the Comprehensive Plan Land Use Element)***3.2 Goals, Policies, and Actions**

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

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

- LU-1.8 Coordinate the Land Use Element with the City's Economic Development Element.
- LU-1.8.1 Implement goals and associated policies and actions of the Economic Development Element.
- LU-1.9 Ensure consistency between the Land Use Element and the Tumwater Zoning Code.
- LU-1.9.1 Implement the Land Use Element by revising the Zoning Code and other municipal Codes to reflect the goals, policies, actions, and designations outlined in the Land Use Element.
- LU-1.10 Coordinate the Land Use Element with the City's Lands for Public Purposes Element and the Capital Facilities Plan.
- LU-1.10.1 Implement low impact development through land use and stormwater planning.
- LU-1.11 Make capital budget decisions consistent with the comprehensive plan in accordance with RCW 36.70A.120 (Reference the City's current six-year Capital Facilities and Transportation Improvement Plans).
- LU-1.12 Coordinate the Land Use Element with local, state, and national initiatives that support the City's vision whenever practical to increase the chance of additional funding.
- LU-1.13 Coordinate the Land Use Element with the strategies in the City of Tumwater Housing Action Plan.
- LU-1.14 Coordinate the Land Use Element with the strategies in the most recent version of the Thurston Climate Mitigation Plan.

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

<b><u>Policy</u></b>	<b><u>Action</u></b>
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| LU-2.1 | Encourage the highest intensity growth to locate within the City's corporate limits. |
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- LU-2.1.1 Implement goals and associated policies and actions of the Economic Development Element. (Reference Goal LU-1.8.1)
- LU-2.2 Reduce inappropriate conversion of undeveloped land into sprawling low-density development.
  - LU-2.2.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)
- LU-2.3 Encourage innovative land use management techniques such as density bonuses, cluster housing, zero-lot-line development, planned unit developments, and transfer of development rights to create vibrant centers, corridors, and neighborhoods while accommodating growth.
  - LU-2.3.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques.
- LU-2.4 Ensure new annexations adhere to the goals and policies of the City's Annexation Policy.
- LU-2.5 Encourage development of architectural and landscape design standards.
  - LU-2.5.1 Implement Goals 5 and 6 of the Economic Development Element.
- LU-2.6 Ensure the City's capital budget decisions in the City's current six-year Capital Facilities and Transportation Improvement Plans are coordinated with the Land Use Element, Lands for Public Purpose Element, and Transportation Element.
- LU-2.7 Create vibrant city centers and activity nodes along transit corridors that support active transportation and housing, jobs, and services.
- LU-2.8 Create safe and vibrant neighborhoods with places that build community and encourage active transportation.
- LU-2.9 Protect designated mineral resource lands from incompatible development.

LU-2.10 Reduce the City's carbon footprint where possible and move towards a carbon-neutral community.

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

**Policy      Action**

LU-3.1 Coordinate development with the City's six-year Capital Facilities Plan.

LU-3.1.1 Ensure the Capital Facilities Plan can be implemented through the Land Use Element's projected densities and the direction found in the Lands for Public Purposes Element.

LU-3.2 Ensure development is in conformance with the Water System Plan and Sanitary Sewer Comprehensive Plan.

LU-3.3 Analyze all proposed development for anticipated impact on services, either as an element of site plan review or as part of an environmental impact assessment.

LU-3.4 Give preference to providing adequate public facilities to settled areas rather than extending new services to sparsely settled or undeveloped areas and to serving incorporated land before serving unincorporated areas.

LU-3.4.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)

LU-3.5 Work with developers to determine where and when new public facilities are to be placed to permit proper development of commercial and residential projects. This process should be directly related to the Lands for Public Purposes Element, the Capital Facilities Plan, and site plan review in order to achieve concurrency.

LU-3.5.1 Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)



LU-3.6 Require residential and commercial development utilizing septic tanks for sewerage disposal to hook up to sanitary sewer when the system fails, needs replacement, or requires major repairs when sanitary sewer laterals are readily available.

LU-3.6-1 In consultation with the LOTT partners, develop a program to connect developments that are on septic systems to LOTT's sewerage treatment system to reduce impacts to groundwater and surface water quality.

LU-3.7 Require residential and commercial development utilizing private wells for water systems to connect to City water service when the well fails, needs replacement, or requires major repairs, where City water service available

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

<u>Policy</u>	<u>Action</u>
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LU-4.1	Coordinate the Land Use Element with the Housing Element and fully implement the goals, policies, and actions of the Housing Element.
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LU-4.2	Encourage innovative techniques for providing affordable housing resulting in an attractive product that will be an asset to the Tumwater community.
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LU-4.2.1	Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)
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LU-4.3	Continue to allow manufactured housing on individual lots within the City, as well as within mobile and manufactured home parks, to encourage affordable housing.
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LU-4.3.1	Consider methods to provide sufficient land for manufactured housing in accordance with the Growth Management Act.
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LU-4.4	Permit implementing regulations to experiment in new forms of residential development where amenities of open space, privacy, and visual quality can be maintained or improved, and flexible solutions to
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land use problems such as density, diversity, equitability, and affordability can be achieved.

LU-4.4.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)

LU-4.5 Encourage higher density residential uses in order to provide affordable housing. These uses should blend with the existing character of the community.

LU-4.6 Increase housing types and densities in corridors and centers to meet the needs of a changing population.

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

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

<u>Policy</u>	<u>Action</u>
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LU-5.1	Ensure coordination with the Transportation Element.
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LU-5.2	Ensure coordination with the Thurston Regional Transportation Plan.
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LU-5.2.1	Ensure the eleven County-Wide Policy elements in the County-Wide Policy Plan are implemented. (Reference Goal LU-1.1.1)
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LU-5.3	Ensure coordination with the Parks, Recreation, and Open Space Plan (Element).
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LU-5.4	Established pedestrian and bicycle trail links with various parts of Tumwater and within the business area.
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LU-5.4.1	Ensure coordination of the Land Use Element with the Parks, Recreation, and Open Space Plan (Element) and the Transportation Element.
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- LU-5.5 Encourage provision of urban plazas and access to transit stops when new construction or major renovation is proposed. Incentives for providing such amenities should be sought.
- LU-5.5.1 Consider revision of the City's Development Standards to encourage provision of these amenities. Consider development of a citywide design standards program. (Reference Goal LU-2.3.1)
- LU-5.6 Allow densities and mixes of uses that reduce the number and lengths of vehicle trips and increase the opportunity to use public transit and non-motorized modes of travel.
- LU-5.7 Reinforce the link between land use and public transportation by encouraging development to occur at urban residential densities along designated transit corridors, nodes, and near commercial centers.
- LU-5.8 Ensure proposed capacity improvements to the City's transportation systems are designed to serve proposals that are contiguous to existing development, as a means to discourage the occurrence of "leap frog" development patterns.
- LU-5.9 Provide development incentives, such as increased density, increased square footage, or increased height for proposed land developments located adjacent to transportation corridors when amenities for transit users, bicyclists, and pedestrians are included.
- LU-5.10 Encourage land development proposals to utilize the capacity of the existing transportation system, especially transit and non-motorized modes.
- LU-5.11 Encourage public and private development proposals to enhance the street side environment to maximize comfort for the transit user and the pedestrian.
- LU-5.12 Encourage subdivision and commercial and retail project design that facilitates cost-effective transit and emergency service delivery.
- LU-5.13 Discourage transportation improvements, regardless of their financing mechanisms that would trigger premature development; that is, development inconsistent with applicable comprehensive plans and zoning.

- LU-5.14 Ensure alternative transportation modes are included in comprehensive plans, subdivisions, and other land developments.
- LU-5.15 Expand bicycle and pedestrian data collection efforts.
- LU-5.16 Establish a regional bicyclist and pedestrian advisory body.
- LU-5.17 Support efforts of the local traffic safety campaigns to educate bicyclists and pedestrians of the laws pertaining to walking and biking.

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

**Policy      Action**

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

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

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

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

<b><u>Policy</u></b>	<b><u>Action</u></b>
LU-8.1	Ensure new development is in conformance with standards and requirements for critical areas within the Conservation Element.
LU-8.1.1	Consider implementation of the state geological study and mapping program for the City. This study should address geologic, erosion, landslide, seismic, and volcanic hazard areas.
LU-8.2	Reserve the right to prohibit or set conditions on development based on anticipated adverse environmental impact.
LU-8.3	Ensure development within the jurisdiction of the Shoreline Management Act adheres to the flood control policies, land use controls, and regulations

of the applicable environmental designation as described in the Tumwater Shoreline Master Program.

LU-8.4 Ensure new development is in conformance with the standards of the City's Protection of Trees and Vegetation Ordinance.

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

**Policy      Action**

LU-9.1 Protect residential developments from excessive noise, odors, dirt, glare, and other nuisances emanating from commercial and industrial uses.

LU-9.2 Allow for multi-family residential development in the zoning code. Consideration should be given to encouraging this type of development near centers of community services.

LU-9.2.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)

LU-9.3 Integrate design features of existing natural systems into the layout and siting of new residential dwelling units. Preserve trees and significant ecological systems, whenever possible and practical.

LU-9.3.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)

LU-9.4 Permit experimentation in development regulations with newer forms of residential development where amenities of open space, privacy, and visual quality can be maintained or improved, and flexible solutions to land use problems can be achieved.

LU-9.4.1 Consider revision of the City's Development Standards to encourage innovative land use management techniques. (Reference Goal LU-2.3.1)

LU-9.5 Do not permit private residential gated communities.

LU-9.6 Promote nearby access to healthy food for residential developments.

LU-9.6.1 Allow and encourage farm stands supplying fresh food in residential areas.

LU-9.6.2 Consider measures to encourage the creation of healthy corner stores within residential areas.

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

<b><u>Policy</u></b>	<b><u>Action</u></b>
LU-10.1	Implement the goals, policies, and actions of the Economic Development Element through the Land Use Element.
LU-10.2	Encourage industry clusters to create jobs, and increase revenue circulation locally.
LU-10.3	Ensure adequate supply of developable land along primary transportation corridors and invest in commercial and industrial redevelopment.
LU-10.4	Encourage developers to concentrate non-residential land uses in integrated centers in order to insure convenient access and prevent strip development.
LU-10.5	Group commercial, industrial, and manufacturing uses into centers rather than dispersed throughout the City. These centers shall have a landscaped, urban park quality.
LU-10.6	Rest future development of commercial, manufacturing, and light industrial areas in Tumwater on a comprehensive, integrated planning scheme incorporating performance standards regarding green belts, and buffering, landscaping, parking facilities, and other items of site design as appropriate.
LU-10.7	Use land use regulations to guide new industrial development into areas and patterns that minimize heavy trucking through residential and business areas.
LU-10.8	Ensure commercial and industrial structures, where practical, are low profile and provide landscaping including lawns, trees, and shrubs.
LU-10.9	Locate commercial and industrial land uses close to arterial routes and freeway access and rail facilities.

- LU-10.10 Encourage neighborhood commercial uses that supply nearby residents with everyday convenience shopping goods in the City to reduce traffic generation, where, generally, these uses are very small, not generate excessive traffic, and compatible with nearby residences.
- LU-10.11 Encourage businesses to allow food trucks at work sites to bring diverse meal options and fresh produce to workers.
- LU-10.12 Emphasize sustainable practices while encouraging economic development.

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

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



LU-11.9 Develop a program to encourage energy retrofits of existing buildings to improve their energy efficiency.

LU-11.10 Coordinate the City's energy efficiency programs with the strategies in the most recent version of the Thurston Climate Mitigation Plan.

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

<b><u>Policy</u></b>	<b><u>Action</u></b>
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LU-12.1	Ensure coordination of the Land Use Element with Tumwater and Thurston County historic preservation programs.
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LU-12.2	Make land use decisions that protect designated state and national landmarks listed by the State Office of Archaeology and Historic Preservation.
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**GOAL LU-13: Protect Olympia Regional Airport from incompatible land uses and activities that could affect present and future use of airport facilities and operations. Regulations and criteria should reflect the urban environment adjacent to the airport.**

<b><u>Policy</u></b>	<b><u>Action</u></b>
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LU-13.1	Promote safe operation of Olympia Regional Airport by encouraging compatible land uses and activities and discouraging uses or activities that will impede safe flight operations or endanger the lives of people on the ground.
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LU-13.2	Coordinate protection of Olympia Regional Airport with Thurston County by developing consistent implementing regulations.
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*(Pages 66-68 of the Comprehensive Plan Land Use Element)***3.3 Implementation Policies**

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

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

1. Change zoning designations, as may be appropriate, in certain areas of the City to be consistent with the overall City Land Use Map, the individual neighborhood maps, and policies.
2. Develop or modify existing zoning and land use regulations to achieve mixed-use areas, allow clustering and the use of innovative housing techniques, and address infill.
3. Protect Olympia Regional Airport from incompatible uses by applying development standards of the Airport Overlay Zone, Chapter 18.32 of the Tumwater Municipal Code. The Airport Overlay Zone addresses three primary issues further described below: height hazards, compatible land uses, and Airport Overlay Zone disclosure statements. Any changes to this chapter, as may be appropriate, should be made after consideration of the State Department of Transportation Aviation Division Publication "Airports and Compatible Land Use, Volume 1," and other best available technical information to the extent practical within an urban area.
4. Height Hazards. Prohibit structures and trees from penetrating airspace surfaces as defined by Title 14 of the Code of Federal Regulations Part 77, except as necessary and incidental to airport operations.

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

5. Disclosure Statement. Require a disclosure statement to be recorded

with the Thurston County Auditor for subdivisions, short subdivisions, binding site plans, and building permits located within the Airport Overlay Zone. The disclosure statement should state the property is located within the Airport Overlay Zone in which a variety of aviation activities occurs. Such activities may include but are not limited to noise, vibration, chemicals, odors, hours of operation and other associated activities.

6. Develop urban design plans and development standards to address compatibility of new development, **preserve neighborhood character**, and create pedestrian-oriented transit supportive development.
7. Through the Tumwater and Thurston County joint planning process and the County-Wide Planning Policies for Thurston County, direct the timing and location of development with the provision of adequate facilities and services within Tumwater's Urban Growth Area.
8. Invest in public improvements to facilitate and complement private development including streetscape improvements, public open spaces, and other amenities.
9. Review and modify, as necessary, existing plans to ensure consistency with the Land Use Element.
10. Continue public involvement in the planning process so decisions made regarding the growth and development of the City are reflective of general community goals and sensitive to special interests of effected parties.
11. Modify the land use regulatory review, permitting, and approval system for consistency with the Growth Management Act and adopted plans to ensure predictability and allow processing of development permits in a timely and fair manner.
12. Work with the Port of Olympia and the Federal Aviation Administration to remove the restrictions on residential development on Port owned land in the Town Center to allow full implementation of the City of Tumwater Town Center.
13. Clarify the differences in the City of Tumwater's definitions of warehouse distribution center and warehousing that is accessory to a manufacturing use.

14. Implement the Housing Action Plan strategies through land use actions by the City.
15. Implement the strategies in the most recent version of the Climate Mitigation Plan through land use actions by the City.
16. Implement the Urban Forestry Management Plan through the municipal code, Development Guidelines, City employee processes, and community education and engagement.

***(Pages 37-39 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

**2.4 Brewery District**

The Brewery District designation has been applied to the area identified on the Brewery Neighborhood Future Land Use Map and in Figure 3. The designation is based on the *Brewery District Plan* adopted by the City Council in 2014. A Brewery District Zone will be created that consists of seven subdistricts. Zone district design and development standards will transform the Brewery District over time from a largely auto-oriented commercial node, into a lively, walkable, and economically vibrant neighborhood center with a mixture of housing and neighborhood-serving businesses in accordance with the goals and objectives of the Brewery District Plan. Additionally, the Brewery District Zone is intended to provide for a mix of uses within the former brewery properties consistent with the Economic Development Element, *Strategic Plan*, and the *Final Report for the Community Visioning Project for the Former Olympia Brewery*.

**Knoll.** The location overlooking the Deschutes River, with high visibility from the freeway and close proximity to the historic district, makes this a unique economic and community development opportunity. A mixture of uses is desirable to create a vibrant sense of place that appeals to pedestrians and creates a community focal point for Tumwater and the surrounding area. A broad mix of uses should be allowed in this subdistrict, including but not limited to retail, personal and professional services, restaurants, educational, entertainment, lodging, and residential.

**Valley.** Existing industrial buildings located adjacent to rail access make this area ideal for light industrial uses that do not create compatibility issues with other land uses, and the kinds of commercial uses that are most appropriately located as neighbors of industrial uses.

**Bluff.** Vacant land overlooking the valley and in close proximity to residential development to the south and east makes multifamily residential a possibility. A minimum net density of ten units per acre should be applied to promote the efficient use of land and to provide a density pattern that will support public transit in the long term.

**Triangle.** Given its proximity to surrounding residential neighborhoods and the former brewery properties, excellent transit service, and its visibility and access from Interstate 5 and major urban corridors, the Triangle has the potential to transform into a highly pedestrianized neighborhood center with a broad mixture of uses, including medium-density housing, and community-

serving commercial uses. New development in the Triangle should be a mixture of uses with buildings up to five stories in height. Active ground floor uses should be encouraged that engage the sidewalk, particularly along Cleveland Avenue “Main Street.”

**Deschutes.** Referred to as the South Focus Area in the *Brewery District Plan*, this subdistrict benefits from excellent freeway access as well as high volumes of pass-by traffic, which may increase upon completion of the E Street extension, and consequently, this area may experience increased development pressure in the future. Given its relative isolation from surrounding residential areas and the remainder of the Brewery District, new development in the Deschutes Subdistrict will likely remain dependent upon automobile access for its success. Such new development may include a mixture of office and retail uses, as well as housing, which may be desirable adjacent to the park.

Design and development standards should improve the **character of development in this area** as well as the appearance of this important gateway into the Brewery District, with a focus on decreasing the visibility of surface parking areas and improving building frontage conditions along key rights-of-way. This subdistrict extends further south than the South Focus Area depicted in the *Brewery District Plan*. The extension of this subdistrict to Linwood Avenue ensures that land on both sides of Capitol Boulevard at this southern gateway into the Brewery District will be developed in accordance with consistent development and design standards.

**Bates Neighborhood North.** Referred to as the Bates Neighborhood Periphery in the *Brewery District Plan*, development located in this subdistrict should create a transition between the small-scale, **residential character of development** in the Bates Neighborhood South and the higher-intensity commercial area in the Triangle and along Capitol Boulevard. Buildings may provide commercial-style elements and site development patterns, including large ground-floor windows, articulated architectural bays, and masonry facades, and may reach up to four stories in height.

**Bates Neighborhood South.** Referred to as the Bates Neighborhood Interior in the *Brewery District Plan*, new development in this subdistrict should reflect and be compatible with the detached, single-family structures currently seen in this area. While uses within these structures may be commercial or residential, buildings in this area should continue to be **residential in character**, mirroring not only surrounding building heights, but also providing site development and building design elements, including setbacks, landscaping, building materials, and architectural elements, that are

consistent with the surrounding residential character. New development should be limited to a maximum height of three stories.

*(Page 61 of the Comprehensive Plan Land Use Element Neighborhood Appendix)*

#### **4.6 Single Family Medium Density Residential**

The residential areas east of Cleveland Avenue and north of Yelm Highway form a well-established and stable neighborhood in Tumwater. This area should and will remain residential in character, continuing to infill with residential uses on the good building sites that are still vacant. It is anticipated that over a 20 year time period densities will increase in this area. In order to protect the quiet residential atmosphere, promote neighborhood stability and continuity, and provide a variety of affordable housing types, the Single Family Medium Density designation would be appropriate in this area.



***(Page 62 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

**4.8 Neighborhood Commercial**

The neighborhood store on the corner of Hoadly and North Streets, which provides a day to day service for residents in the surrounding area has been designated Neighborhood Commercial to protect and encourage the present use of the site. This area has been designated Neighborhood Commercial, in part to provide for less intensive commercial uses and to help minimize traffic conflict and circulation problems which have affected this area. The development of additional commercial areas along North Street would not be appropriate due to limitations for traffic circulation and the residential character of the area.

The Neighborhood Commercial designation would allow neighborhood scale retail uses, personal services and professional offices in residential areas where local demand, community support, and design solutions demonstrate compatibility with the neighborhood.

In any area where commercial development is adjacent to residential areas, landscaping, screening, and buffering should be used to protect the residences from possible adverse impacts. Existing trees and other vegetation with landscaping and aesthetic value should be preserved where practical. Whenever local commercial development is located adjacent to major streets, ingress, and egress should be from the lesser of the intersecting arterials. The intent of buffering Neighborhood Commercial uses from adjoining residential areas is to ensure that residential areas are not impacted by noise, light and glare, and excessive traffic.

Provision of urban plazas and access to transit stops should be encouraged when new construction or major renovation is proposed. Incentives for providing such amenities should be sought.

***(Pages 68-71 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

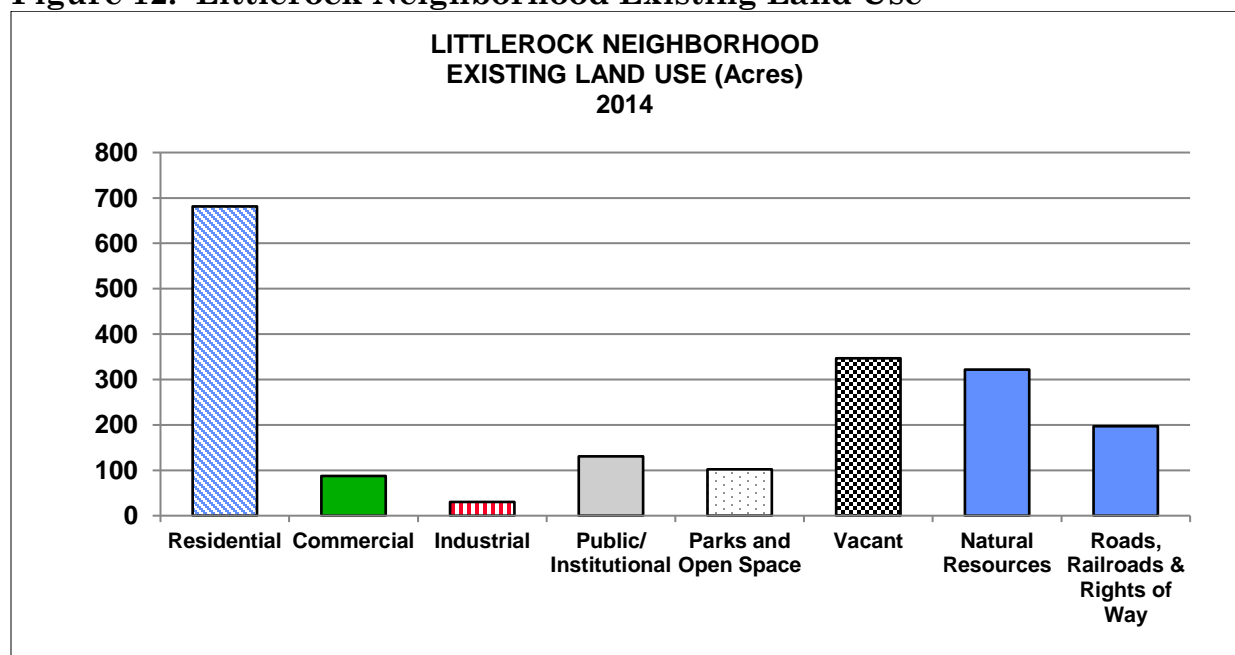
## 5.1 Introduction

The Littlerock Neighborhood is generally bounded on the north by the Trospen Road/Littlerock Road commercial area, , to the east by Interstate 5, to the west by Black Lake Belmore Road and the Black Lake Elementary School, and to the south by the present city limit boundary south of the Doelman farm and the Black Hills High School.

The eastern portion of this neighborhood can expect intensive commercial development within the near future. As a result, this area will probably experience significant future growth. Because of this anticipated growth, the potential exists for great changes in the **character of this neighborhood**. A subarea plan for the Littlerock neighborhood was completed in 1997 and updated in 2006 to provide a more detailed plan for this neighborhood. The updated *Littlerock Road Subarea Plan* should be referenced as a refinement of this chapter, particularly for the eastern side of the neighborhood lying along Littlerock Road.

Figure 13 illustrates the proportions of land uses that are presently within the Littlerock Neighborhood.

**Figure 12. Littlerock Neighborhood Existing Land Use**



Source: Thurston Regional Planning Council Buildable Lands Database – *Land Use by Planning Area*

The largest single land use in the neighborhood is residential which covers 41% of the neighborhood. The second most dominant land use is open space at 26%. Vacant land is the third largest land use in the neighborhood at 19%. The majority of the public/institutional category (7%) is taken up by the Black Lake Elementary School, the Tumwater Middle School, and the Black Hills High School. After the public/institutional category, the next most predominant land uses are commercial at 5% and industrial uses at 2%.

Littlerock Road, a minor arterial, serves as the major north-south transportation corridor in this neighborhood. Major east-west transportation routes include the 66th Avenue/70th Avenue corridor. Trosper Road and Israel Road provide an east-west link to other areas of the city. Tumwater Boulevard, presently a major arterial, connects the neighborhood with industrial uses near the Olympia Regional Airport. Both Trosper Road and Tumwater Boulevard link the Littlerock Neighborhood to the Tumwater Town Center located north of Tumwater Boulevard, south of Trosper Road and east of Interstate 5. The Glenwood Drive residential area and Gold Creek access Littlerock Road from the west.

For future road alignments in the area of the Black Hills High School, refer to the Black Hills Subarea Study, which was adopted into the Transportation Element in 2003. This detailed plan analyzes the existing transportation system in the area and provides guidance for future road projects.

For future road alignments in the Littlerock Subarea along Littlerock Road and Interstate 5 refer to the *Littlerock Road Subarea Plan* which was updated and re-adopted into the Comprehensive Plan in 2006. This detailed plan analyzes the existing transportation system in the area and provides guidance for future road projects.

Perhaps the most important transportation improvement planned for the Littlerock Neighborhood is a minor arterial, Tyee Drive that will run from Trosper Road to Tumwater Boulevard, and eventually further to the south, roughly parallel to and between Interstate 5 and Littlerock Road. The road would open up vacant land available for commercial and mixed-use development while reducing impacts along Littlerock Road itself.

A pedestrian bridge crosses Interstate 5, connects to Bishop Road, and leads to the Tumwater Middle School. This bridge is the only non-vehicular Interstate 5 crossing in Tumwater and provides an important pedestrian link between eastern and western areas of the city. Additionally, the bridge will eventually provide an important commuting link between state offices and other businesses expected to locate in the Tumwater Town Center. This bridge is identified as a part of Trail T8

in the Cities of Lacey, Olympia, and Tumwater Urban Trails Plan. The Parks, Recreation, and Open Space Plan (Element) includes the recommendations of this plan relating to this trail linkage. The Transportation Element identifies on-street linkages for trails in the Littlerock Neighborhood. The corridor along Bishop Street should be preserved for this trail linkage.

The *Littlerock Road Subarea Plan* describes a possible future trail location between Bishop Road and Tumwater Boulevard, generally located between the commercial and residential areas. The plan also includes an illustration of the possible route of this future trail. As the area along this route develops, open space dedications, when possible, should be located along this general route. Locating the open space in this manner will allow the eventual development of this pedestrian link and provide more of a buffer between the commercial and residential areas.

The Transportation Element and the *Littlerock Road Subarea Plan* make specific recommendations for transportation improvements in the Littlerock Neighborhood. These documents should be referenced for these specific improvement recommendations.

There is an existing Burlington Northern Railroad line bisecting the western portion of the neighborhood from north to south. This line is a candidate for possible future use as a recreational trail. Thurston County has acquired the southern portion of this railroad and it plans to convert it into a recreational trail.

The Parks, Recreation, and Open Space Plan (Element) and the *Littlerock Road Subarea Plan* make specific recommendations for trails, open space, and parks within the Littlerock Neighborhood. These documents should be referenced for specific recommendations that affect the Littlerock Neighborhood.

The *Littlerock Subarea Plan* is the key document for guidance in the eastern portion of the Littlerock Neighborhood. This Plan should be referenced first for goals and actions related to future land use and infrastructure planning within the eastern portion of the neighborhood.

The *Strategic Plan* also has specific goals and action strategies for the eastern portion of the Littlerock Neighborhood. The following is an excerpt from the plan:

*The vision for this area is to create a mixed use “village” atmosphere that is transit-oriented and pedestrian-friendly in the south/central portion of the subarea in the vicinity of the Israel Road/Littlerock Road intersection and along Littlerock Road south to Tumwater Boulevard, with commercial areas concentrated along I-5 to provide vibrant retail opportunities for Tumwater and surrounding residents.*

*Key strategies for advancing this vision focus on infrastructure investment and planning, including the Littlerock Road street improvement project and Tyee Drive planning.*

The *Strategic Plan* should be referred to for additional specific goals for the eastern portion of the Littlerock Neighborhood.<sup>1</sup>

#### 5.1.1 Economic Development Element

The Economic Development Element was adopted in 2010. It replaced the previous element, which was adopted in 1990. This element contains specific guidance and direction for land use planning within the Littlerock Neighborhood. The following is an excerpt from the Economic Development Element:

*Capitol Boulevard and the Littlerock Road Subarea are important short-term economic development opportunities, as they are changing and hold significant potential for development and redevelopment. Both areas are located near entrances to the city from I-5 and their development will help to define Tumwater's image in the region. City guidance and support via targeted infrastructure investment are important priorities of this Plan to ensure that these opportunities are fully realized.*

Both the Economic Development Element and the *Strategic Plan* stress the importance of infrastructure improvements within the Littlerock Road Subarea. Some of these projects are already well underway, such as the Littlerock Road street improvement project. The Tyee Drive extension has been completed from Trospen Road to Israel Road. The following is an excerpt from both plans:

1. *Use public investment and development regulations to encourage development of a village-like area in the south/central portion of the Subarea*
  - *Complete the Littlerock Road street improvement project*
  - *Do planning for the Tyee Drive extension*
  - *Revise development regulations to identify gateways and transition areas, including boundaries between zoning districts for the Subarea*
  - *Consider an additional review of the Subarea Plan to identify and*

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<sup>1</sup> See Action Strategy D on p.19 of the *Strategic Plan*

*plan for a unique street plan*

- *Consider adopting a street plan for the Subarea that includes east-west connector roads between Littlerock Road and Tyee Drive*
- *Consider adopting more specific building design guidelines for the Littlerock Road Subarea, consistent with possible adoption of a village-like area in the south/central portion of the Subarea*

2. *Seek opportunities to enhance the connection between the Subarea and neighboring areas*

The Economic Development Element should be referenced for further recommendations in this neighborhood.

#### 5.1.2 Other Considerations

Most of the vacant land within the eastern portion of the Littlerock Neighborhood has very few development limitations because of level topography and a stable underlying geology. Inversely, the western portion of the neighborhood has several very large wetlands and areas of high groundwater flooding.

City water and sewer service is available to most areas of the Littlerock Neighborhood at this time. The Capital Facilities Element identifies water and sewer extension along the north-south collector road route as a high priority.

Uses that surround the Littlerock Neighborhood include residential uses to the north, low-density residential uses in the county to the west, Interstate 5 to the east, and mostly vacant and scattered residential areas in the county to the south.

There is a large island of county land west of Littlerock Road. This area includes the neighborhood accessed by Glenwood Drive. The Littlerock Neighborhood is also adjacent to county areas to the south. Land use planning within this area is addressed through the Joint Plan. When feasible, this island should become part of Tumwater.

Portions of this neighborhood have seasonally high groundwater that can result in groundwater flooding in places. The *Littlerock Road Subarea Plan*, the *Salmon Creek Comprehensive Drainage Basin Plan*, and the *Tumwater Stormwater Comprehensive Plan* should be referenced for specific recommendations that affect groundwater, stormwater, and drainage issues within the Littlerock Neighborhood.

All uses within the Littlerock Neighborhood should follow the guidelines for groundwater protection set forth in the *Northern Thurston County Ground Water Management Plan*.

Following are discussions of each land use designation as they are applied by this plan in the eastern portion of the Littlerock Neighborhood. The *Littlerock Road Subarea Plan* should be referenced to supplement this information.

***(Page 73 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

**5.2 Residential/Sensitive Resource**

The area near Kirsop Road has been designated Residential/ Sensitive Resource (2 - 4 Dwelling Unit/Acre) to ensure that the **unique open space character and** environmental sensitivity of the extensive wetlands is protected from the effects of intensive urban development. Although these large wetlands drain to both Black Lake and Trosper Lake, these drainages lack sufficient stream flow to be under the protection of the Shoreline Management Act and, therefore, lack the special protection measures afforded by the Act.

There are two urban farms located within this neighborhood and within this designation. One is an unnamed blueberry farm on the western portion of 54th Avenue and the other is Kirsop Farms on Kirsop Road. Kirsop Farms also has a secondary location on Littlerock Road near the Black Hills High School. While an urban area is generally not conducive to large-scale farming, there is certainly a role for smaller scale urban farms and community gardens. Because of the importance of food access, food security, and overall environmental sustainability, there is a role for Tumwater in encouraging a wide range of farming and gardening within Tumwater. For further information on agriculture, the Conservation Element should be referenced.



***(Pages 73-74 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

### **5.3 Single Family Low Density Residential**

Several areas within this neighborhood are suitable for the Single Family Low Density Residential designation because of existing development patterns and natural and physical constraints. The Single Family Low Density Residential designation best accomplishes the goals of preserving the existing neighborhoods while providing for development that is sensitive to the inherent limitations of the topography.

There is a very small area within the city limits located on the west side of Littlerock Road and south of the Tumwater Middle School that has been designated Single Family Low Density Residential to reflect the existing uses surrounding the site. Another small but similar area is located behind the school and has been designated Single Family Low Density for the same reasons. Most of the adjacent area (Glenwood Drive) west of Littlerock Road is under the jurisdiction of Thurston County. Please refer to the Tumwater/Thurston County Joint Plan for land use planning information for that area.

The area on the north side of 70th Avenue is characterized primarily by low, urban density single-family development. These are established neighborhoods and should be protected and preserved. In order to protect the residential atmosphere, and promote neighborhood stability and continuity, this area is designated Single Family Low Density Residential. This area includes the single-family development on Miner Drive (Gold Creek) and a number of single-family subdivisions on the north side of 70th Avenue.

A large area along the entire western end of the neighborhood has been designated Single Family Low Density. This includes most of the area west of the power line easement, which runs north to south from Littlerock Road to the substation on Troser Road. The Black Lake Park and Black Hawk subdivisions as well as a large portion of the Doelman farm are within this area. The Doelman farm has been envisioned to develop as an urban village and has had a number of different land use designations placed on the property in order to facilitate this development vision for the property. Refer to the Multi-Family Medium Density Section of this chapter for more information on the Doelman urban village.

Where the Single Family Low Density Residential designation abuts an area designated Light Industrial, such as on Belmore Street, landscaping, screening and buffering should be used to protect the residential development from possible adverse impacts and visually separate the different uses.

***(Pages 74-75 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

#### **5.4 Single Family Medium Density Residential**

The area along the south side of 70th Avenue west of Littlerock Road was once characterized by rural residential single-family development. However, within the last decade several hundred new single-family homes have been built in this area. The lots for these homes are relatively small and are consistent with the Single Family Medium Density designation. This area should remain residential in character, continuing to in-fill as densities increase over time. In order to maintain the residential atmosphere and provide a variety of affordable housing types, the Single Family Medium Density Residential designation is appropriate for this area.

The small area on the north side of 70th Avenue, south of Miner Drive, near Littlerock Road is also an appropriate location for this designation. This area is characterized by older single-family homes on large deep lots. As redevelopment of these lots occurs, the Single Family Medium Density designation would allow for platting of these lots. This would allow densities to increase over time and provide a variety of housing types in close proximity to urban services.

The area designated Single Family Medium Density Residential that is west of the Black Hills High School is a portion of a large area under a single ownership known as the Doelman farm. This property extends from Littlerock Road west to the Burlington Northern railroad corridor and it has received a mix of land use designations. The portion of this property designated Single Family Medium Density Residential should receive a planned unit development overlay zone to ensure its consistency with the overall development of this property. A more detailed discussion of policies for development of this property is contained near the end of the next Section, Multi-Family Medium Density Residential.

The area west of Littlerock Road south of Tumwater Boulevard has been designated Single Family Medium Density Residential. This area has some rural residential uses and a small single-family subdivision. It should be encouraged to infill with similar, compatible types of residential uses in order to provide a mixture of housing types for all income levels in this portion of the subarea. This area is close to the high school just west of Littlerock Road, and to a node of commercially designated land on the west side of Littlerock Road. Littlerock Road also is anticipated to be a primary transit route in this area. It is important to provide a mixture of housing types close to these needed services.

***(Pages 75-77 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

### **5.5 Multi-Family Medium Density Residential**

The area on the east side of Littlerock Road generally between the Bishop Road area and Israel Road consists of primarily residential development. Currently, this area is a mixture of single and multi-family residential development. The residential character of this area should be protected and allowed to infill and slightly increase in density. This is consistent with the recommendations of the Littlerock Road Subarea Plan to provide for housing in close proximity to planned commercial and mixed-use development to the north, east, and south, and to provide a transition between those areas and the single-family residential areas and the middle school to the west. The Multi-Family Medium Density Residential designation would best accomplish these goals.

Several areas of Multi-Family Medium Density Residential development have been located along Littlerock Road. Two of these areas are close to the high school just west of Littlerock Road, and to a node of commercially designated land on the west side of Littlerock Road. Littlerock Road is anticipated to be a primary transit route in this area. It is important to provide a mixture of housing types close to these needed services. To accomplish this, Multi-Family Medium Density Residential areas are interspersed with Single Family Medium Density Residential along this portion of Littlerock Road. These areas contain existing multi-family and single-family uses.

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

Additional multi-family housing units will be provided close to employment centers through the designation of a Multi-Family Medium Density Residential area on the west side of the intersection of Tumwater Boulevard and Littlerock Road. This area currently is adjacent to a manufactured home park and other residential uses.

An area north of the Laurel Park Estates Mobile Home Park has been designated Multi-Family Medium Density Residential to help provide a variety of affordable housing types within the neighborhood.

An area west of Littlerock Road near the Black Hills High School has also been designated Multi-Family Medium Density Residential. This is a portion of a large area under single ownership and known as the Doelman farm. This property extends from Littlerock Road west to the Burlington Northern railroad corridor and it has

received a mix of land use designations. These include Mixed Use, Multi-Family High and Medium Density, Single Family Low and Medium Density, Utilities and Public Institutional. In the past, this property has been a part of the Doelman dairy farming operation and it has been used primarily for growing feed and winter cattle storage. Land use designations have been assigned to this property with the purpose of creating a framework for the development of a mixed-use village, which would provide a variety of housing types close to needed services, such as commercial establishments, a high school, and a transit route along Littlerock Road.

To facilitate the development of the Doelman property according to this stated purpose, it is recommended that the multi-family designated portions of the property be developed as a Planned Unit Development. It is also recommended that development near the several wetland areas and utility transmission corridors on the property receive an overlay zone to ensure they are developed under Planned Unit Development standards. The Planned Unit Development standards require public hearings for any development that would be proposed for these areas. Clustering and density transfers using a Planned Unit Development approach should be considered where limitations for development exist. This land, developed as a Planned Unit Development, could be ideally suited for cluster construction of small lots with large open spaces of undeveloped area to preserve natural features and avoid siting residences close to high-voltage utility transmission lines.

Special attention should be paid during the design review process to maintaining a similar quality and appearance of construction throughout the village envisioned for the Doelman property.

Multiple access routes should be provided for automobile, transit, pedestrian, and bicycle transportation into the Doelman property from Littlerock Road; 81st, 70th, and 66th Avenues; and Kirsop Road to ensure adequate traffic circulation through the village. Within the village, pedestrian and bicycle routes should be emphasized to encourage their use. Street patterns should provide for numerous circulation routes through the village, and it should be designed to discourage automobile travel at speeds that are not compatible with safe pedestrian use. A pedestrian/bicycle trail should be encouraged in the Burlington Northern railroad corridor in the western portion of the property.

The Black Hills Subarea Transportation Plan was completed in 2003 through a joint effort between the Doelman family, Tumwater, Thurston County, the Tumwater School District and nearby residents. This plan has been integrated into Transportation Element and it should be referenced for specific transportation recommendations for this particular area.

The Strategic Plan and the Economic Development Element should be also referenced for guidance regarding the future development of the Doelman properties.

All multi-family development in Tumwater should be subject to specific multi-family urban design standards, which would assure compatibility of the development with the surrounding neighborhoods.

***(Pages 88-89 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

## **6.2 Single Family Low Density Residential**

The Bush Mountain residential development is located in the southern portion of the Mottman/Black Lake Neighborhood and is characterized by single-family homes on lots of five acres or larger. The Single Family Low Density Residential designation is appropriate in this area due to the nature of existing residential uses in this area.

The area north of Sapp Road consists of scattered low-density residential development that is currently rural in character. The designation of Single Family Low Density Residential would be appropriate in this area because of its location and proximity to proposed urban facilities. This area should be buffered from light industrial uses to the north. Recommendations for a buffer in this area are contained in Section 5.3.

The land west of the Burlington Northern Santa Fe Railway right of way, outside of the jurisdiction of the Shoreline Master Program, have been designated Single Family Low Density Residential. More intensive residential uses are not likely in this area due to the constraints of being adjacent to or surrounded by wetland areas and the unavailability of sewer and water service to the area. Because this area is protected by the stringent land use regulations of the Shoreline Management Act, this area would not meet the criteria required for application of the Residential/Sensitive Resource designation. It is envisioned that residential uses will eventually be phased out in the area that is surrounded by the jurisdiction of the Shoreline Master Program. Park or open space would be an appropriate long-term use of this area.

*(Page 95 of the Comprehensive Plan Land Use Element Neighborhood Appendix)*

## **7.2 Single Family Medium Density Residential**

The area south of Dennis Street and along 6th Avenue SW is a part of Tumwater's downtown neighborhood. This area forms a well-established and stable neighborhood in Tumwater. This area should and will remain residential in character, continuing to infill with residential uses on the good building sites that are still vacant. It is anticipated that, over the 20-year planning period, densities will increase in this area. In order to protect the residential atmosphere, promote neighborhood stability and continuity, and provide a variety of housing types, the Single Family Medium Density designation would be appropriate in this area.

***(Pages 97-105 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

**7.7 Tumwater Town Center**

The citizens of Tumwater envision a future downtown on 190-acres of the New Market Neighborhood bordered by Interstate 5, Tumwater Boulevard, Nicholas Street, and Israel Road. This Section of the Land Use Element Appendix offers a framework for a mixed-use, urban density, transit-supported community services center, a true downtown for a city whose urban nucleus was decimated by freeway construction in the late 1950s. This area is called the Tumwater Town Center, and it represents a component of the New Market Neighborhood.

The vision for this area includes creation of a downtown and community gathering place, a broad mix of uses, clustered development to create a critical mass for public transportation, and continuing responsiveness to regional goals for growth management and environmental protection.

In addition to the major goal of replacing the town center lost by the construction of Interstate 5, other goals of the Tumwater Town Center plan are to:

- Create a mixed-use town center consisting of commercial developments of office, retail, and service businesses, residential, educational, civic services, support facilities, and public assembly facilities.
- Site and develop new professional office facilities to build a critical mass of employment, which is critical to encouraging high-capacity public transit and discouraging the use of single-occupant vehicles.
- Create open space and park areas to preserve the area's natural resources and beauty.

Portions of this area are located in the Airport Overlay Zone. The purpose of the overlay zone in Chapter 18.32 Tumwater Municipal Code is to protect the viability of Olympia Regional Airport as a significant resource to the community by encouraging compatible land uses and densities and reducing hazards that may endanger the lives and property of the public and aviation users. The Airport Overlay Zone identifies a series of compatible use zones designed to minimize such hazards. New developments in the Airport Overlay Zone must comply with the standards of the overlay zone in addition to the standards of the underlying zoning district.

This plan is distinguished by nine elements:



1. **Land Use** – The Tumwater Town Center is envisioned to include a mix of land uses: state facilities, private commercial developments of office, retail, and service businesses, residential, educational, civic and community services, support facilities/services (i.e., childcare), public assembly, open spaces, and parking. A vibrant mixture of activity, with people potentially present 24 hours a day, is anticipated. Land uses that reinforce this activity are encouraged.

Tumwater Town Center is divided into four subareas. Each of these subareas is described below. Supporting policies provide a framework to guide future development of the Tumwater Town Center.

- A. **Mixed Use.** The goal of the Mixed Use Subarea is to provide mixed retail, office, and residential uses at a level of intensity sufficient to support transit services and to provide a focus for the town center. A broad mix of land uses should be allowed, including retail, offices, services, restaurants, entertainment, lodging, community facilities and residential. The following percentages represent a desirable mix of ground floor land uses for this subarea. These percentages are intended to monitor the development of the entire Mixed Use Subarea over time. It is not the intent to apply these percentages to individual development proposals.

Office – 45%

Retail – 40%

Residential – 15%

#### Mixed Use Policies:

- Consider use of incentives and zoning requirements for mixed-use developments that incorporate retail or office uses on the ground floor with services or housing on upper stories.
- New Market Street is designated as the main street for the Tumwater Town Center. Encourage retail uses along this street. Consideration should be given to adopting zoning code requirements for ground floor retail as a component of land development projects on New Market Street to promote development of a concentrated shopping area that serves as an activity, people oriented focus to the town center.

- Buildings should be oriented toward the street and other public spaces. Where a lot is adjacent to more than one street, and one of the streets is New Market Street, buildings should be oriented toward New Market Street. Building facades should provide visual interest to pedestrians. Street level windows, minimum building setbacks, on-street entrances, landscaping, and articulated walls should be encouraged.
- Encourage public and private sector cooperation in providing capital investment, such as parking and street improvements that contribute to encouraging new business to locate in the town center.
- Initiate a capital improvement strategy to implement pedestrian and street improvements, gateway and other beautification projects, and parks and other civic facilities in the town center. Refer to the action items identified in the *Tumwater Town Center Street Design Plan* as a starting point in developing such a strategy.
- Among the existing uses in this area are an underground petroleum pipeline and a United Parcel Service distribution facility and a fabrication and assembly facility. New zoning standards for the town center should allow the distribution, fabrication and assembly facilities to remain as conditional uses. Future additions or expansions of these facilities of up to 50% of the existing floor space should be allowed subject to design and development standards to ensure compatibility with the surrounding area.

- B. **Professional Office.** The goal of this subarea is to provide an area for large professional office buildings in close proximity to transit and arterial and collector roadways. This subarea is intended to provide for employment growth in professional, business, health, and personal services.

#### Professional Office Policies

- Encourage retention, location, and expansion of professional, financial, and commercial office land uses for personal and business services.

- Provide opportunities for complementary retail uses within office structures.

- C. **Civic.** Existing civic land uses include the Tumwater City Hall, Tumwater Timberland Library, and the new Tumwater Headquarters Fire Station. The goal of this subarea is to provide civic uses that provide identity and focus for the Tumwater Town Center.

#### Civic Policies

- Encourage development of buildings and public spaces within the Civic Subarea that can provide civic functions.

- D. **Residential.** The goal of the Residential Subarea is to provide for a high quality, high-density living environment within walking distance of jobs, shopping and public transportation.

#### Residential Policies

- Encourage the development of housing in the Tumwater Town Center to support business activities and to increase the vitality of the area.
- Encourage a mix of housing choices to create variety in residential opportunity and to maintain a jobs/housing balance within the Tumwater Town Center, to make the town center a people place in the early morning, daytime and evening hours.
- Encourage a variety of well-designed housing styles.
- Apply development standards and guidelines to promote aesthetically pleasing, private, safe, and comfortable housing through design and open space.

2. **Density and Scale** – The area should consist of multi-story buildings that will define a new town center for Tumwater. The density should be greatest along New Market Street. Such density is needed to accommodate predicted future use demands and create the development pattern. Further, the density is desirable to create a critical mass of potential transit ridership.

3. **Architectural Character – Creation of an urban character that is not rural or suburban is key.** Buildings should front directly on designated main streets where possible. Overhangs and awnings could provide pedestrian protection and link individual buildings. Parking should not disrupt building activity and should be located unobtrusively. Design review guidelines and development standards have been developed for this area to facilitate its future development as a town center. These standards require urban features, such as wide sidewalks, zero setbacks and public plazas. Future development should be encouraged to install benches, kiosks and other street furniture to provide a unifying element and aid in developing the pedestrian scale of the area.
4. **Landscaping and Open Space –** A plaza, central square or commons should be provided as a gathering place in the Tumwater Town Center. Visual pedestrian features, e.g., fountains, sculptures and other focal points that will draw people to this type of facility should be considered. A centrally located site that could be re-developed as a plaza is the current City maintenance shop site located south of City Hall.

The Parks, Recreation, and Open Space Plan (Element) calls for a neighborhood park to be developed in a central location within the downtown area. The element specifically calls for this park to be oriented toward passive recreation. A potential site for a neighborhood park should be identified.

Open space corridors with trails should be provided throughout the Tumwater Town Center area. Specific routes for trails/walkways should be identified. Routes should connect other open space or landscaped areas. Connection of land uses provides for activity throughout the town center at all times of the day and night. Existing City open space and landscaping standards should be required for new developments locating in the city center area. Funding alternatives for public open space areas should be explored.

Consolidation of open space areas in the Tumwater Town Center into a specific area may be considered as an alternative to providing small pockets of open space throughout the town center.

5. **Lighting and Signage –** Lighting and signage should provide a consistent and distinguishable character to the area. Architectural features and focal buildings will define primary destinations and access points. Signage and lighting should add to those features by providing

information, orientation, and safety. Of particular importance will be transit signage. Transit shelters and other facilities should be consistent with the **city center character** and meet the needs and standards of Intercity Transit. Lighting must not create any navigational hazards for the Olympia Regional Airport.

6. **Circulation** – The *Tumwater Town Center Street Design Plan* identifies locations, alignments, and streetscape designs for town center streets. This plan incorporates three types of streets: Main Street (New Market Street), Green Streets (71<sup>st</sup> and 73<sup>rd</sup> Avenues), and Connector Streets (additional north-south streets). The street plan provides for numerous multi-modal transportation connections into and through the area.

New Market Street and other north-south streets identified in the street plan should be extended to permit circulation route alternatives between Tumwater Boulevard and Israel Road; 71<sup>st</sup> and 73<sup>rd</sup> Avenues should be extended to provide east-west street connections linking the town center to Linderson Way to the west, and Cleanwater Lane and Capitol Boulevard to the east. Streets through the area in both north to south and east to west directions will encourage growth of retail services, housing and commercial/residential mixed-use projects. The streets should also enhance transit service alternatives and increase pedestrian activity. Walkways throughout the Tumwater Town Center should be wide and generous to provide pedestrian-friendly access and circulation.

7. **Utilities** – All utilities are available to the area. Electrical power, natural gas, water, storm drainage, and sanitary sewer systems will require upgrading and extension to complete the utility service system. The concept for distribution follows existing and new public rights-of-way.

The subsurface conditions in the area are significant to the Tumwater Town Center's development. Groundwater is at relatively shallow depths, typically about ten feet. Surface materials are highly permeable and they will require significant storm drainage retention/detention systems as part of the area's development. Options for addressing storm drainage should be explored. One alternative is to provide a regional storm drainage facility on property located outside of the neighborhood. Another option is to incorporate low impact development techniques to minimize stormwater runoff in conjunction with storm drainage facilities for individual developments. Design and aesthetic standards should be developed to ensure the facilities are safe (i.e. not too steep)

and aesthetically pleasing. Utility improvements are envisioned to be concurrent with proposed development.

8. **Street Design** – The *Tumwater Town Center Street Design Plan* identifies design standards for town center streets. Its principle elements are summarized below. Please refer to the street design plan for specific standards for each street.

#### Main Street

New Market Street will form the town center's activity spine, linking public facilities at the north to mixed-use and retail business at the south. It is envisioned as a traditional main street, with curbside parking and small retail on the first floor of zero-setback mixed-use buildings. In order to attract businesses and customers along this corridor and to interface with fast-paced Tumwater Boulevard, the southern part of the town center should develop as larger retail stores, with excellent visibility and access from Tumwater Boulevard.

New Market Street will provide an excellent pedestrian environment with extended sidewalks (curb bulbs) at intersections and mid-block crosswalks. Small-scale street trees, street furniture, landscaping, and accent paving will enhance the pedestrian experience.

#### East/West Green Streets

The east/west green corridors, 71st and 73rd Avenues, will be the opposite of the **main street in character**. The wide right-of-way will be mainly dedicated to landscaping and pedestrian and bicycle traffic. The corridors will provide the residences and offices with an attractive setting and connect them to the highly active main street. With heavy, informal landscaping, these corridors will provide a more peaceful promenade environment, a unique feature in a town center of this size.

#### Connector Streets

Connector streets that provide convenient access and, in some cases, on-street parking complete the proposed street grid. In terms of **design character**, these streets serve to unify the town center with uniform street trees and paving.

#### Gateways

Gateways are recommended at the intersections of Israel Road/Capitol Boulevard, Israel Road/New Market Street, New Market Street/Tumwater Boulevard, Tumwater Boulevard/Linderson Way, and Linderson Way/Israel Road. Gateways should reflect **the traditional character** of the town center's public buildings, and the general design should be adaptable to the configurations of the different intersections.

### Streetscape Elements

Streetscape elements will provide both continuity and variety. Street lights as described in the Tumwater Town Center Street Design Plan, colored crosswalk pavements, concrete sidewalks, and standardized street furniture finished in Tumwater's signature dark green color will be the unifying elements. To provide variety, the main street will feature special accent pavements, small-scale street trees, raised planters, banners, and trellises. Contrasting informal landscaping and gently curving sidewalks will give the green streets a **more campus-like character**.

9. **Parking** – Parking alternatives should be explored. On-street parking should be accommodated in the Tumwater Town Center. The City should work with Intercity Transit to identify possible sites for the eventual construction of a transit center. One or more parking garages should be considered. Possible sites, funding options, and design features (e.g. first floor retail) should be evaluated. Development standards for surface parking lots and parking garages will be developed in the design review guidelines for the area. Several concepts the City should consider are provided below.
  - Limit the amount of street front surface parking lots, with no surface parking lots on New Market Street.
  - Limit curb cuts to minimize the apparent width of parking lots.
  - Adopt design guidelines that will apply to parking structures that face the street, unless such structures are located underground.
  - Require parking structures to be located behind building.
  - Allow parking structures to be located along the street if the ground floor is utilized for retail use.
  - Restrict surface parking lots on corners so that buildings are the

- dominant features of the intersection.
- Require parking facilities to be designed so that access is from an alley or from a street at locations that do not conflict with pedestrian circulation. Maximize on-street parking for customer short-term use to provide a pedestrian-friendly environment; develop standards for on-street parking areas.



***(Pages 111-113 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

### **8.3 Single Family Medium Density Residential**

The residential areas east of Capitol Boulevard and north of Dennis Street, form a well-established and stable neighborhood in Tumwater. This area should and will **remain residential in character**, continuing to infill with residential uses on the good building sites that are still vacant. It is anticipated that over a 20-year period, densities will increase in this area. In order to **protect the quiet residential atmosphere**, promote neighborhood stability and continuity, and provide a variety of affordable housing types, the Single Family Medium Density designation would be appropriate for these areas.

Portions of this area are located in the Airport Overlay Zone. The purpose of the overlay zone in Chapter 18.32 of the Tumwater Zoning Code is to protect the viability of Olympia Regional Airport as a significant resource to the community by encouraging compatible land uses and densities and reducing hazards that may endanger the lives and property of the public and aviation users. The Airport Overlay Zone identifies a series of compatible use zones designed to minimize such hazards. New developments in the Airport Overlay Zone must comply with the standards of the overlay zone in addition to the standards of the underlying zoning district.

Two areas, one located on Tumwater Boulevard southeast of the Silver Ridge residential subdivision, and the other area on Henderson Boulevard northwest of the intersection of Henderson Boulevard and 68<sup>th</sup> Avenue SE, have been designated Single Family Medium Density. The close proximity to the businesses and job opportunities available in the Tumwater Town Center and the neighboring Neighborhood Commercial areas make both these areas logical locations for moderately dense single-family homes.

The area located between Interstate 5 and Capitol Boulevard, north of Dennis Street and south of West V Street is also an area of well-established single-family homes. In order to **protect the residential atmosphere**, promote neighborhood stability and continuity, and provide a variety of affordable housing types, the Single Family Medium Density designation would be appropriate for this area.

Where commercial development is adjacent to residential areas, landscaping, screening, and buffering should be used to protect the residences from possible adverse impacts. Existing trees and other vegetation and landscaping of aesthetic value should be preserved wherever possible. The overall intent of these measures should be to visually separate the residential from the commercial uses and aid in discouraging through traffic from using the residential streets.

There are approximately 90 homes with roughly 200 residents within the residential area accessed via West X Street. West X Street is the only access point for all of these homes. For health and safety reasons, as well as convenience for the residents of the neighborhood, a second access point to this particular neighborhood is necessary. 7<sup>th</sup> Avenue should be improved and connected between 65<sup>th</sup> Way and West Y Street through either a City project or when development occurs adjacent to the site. Steps should be taken to ensure the adjacent commercial uses to the west do not utilize this road on a regular basis. Steps can include, but are not limited to, restricting the adjacent commercial access points on the 7<sup>th</sup> Avenue frontage to gated emergency access only. Additional recommendations for this area are contained within the *Capitol Boulevard Corridor Plan*.

The area south of the Bonneville Power easement, east of Linderson, should be preserved in order to buffer the residences to the south from commercial uses. This area contains mature trees and vegetation that would provide a suitable natural buffer.

Many of the single-family areas within the SE Capitol Boulevard Neighborhood will probably experience pressures for higher density in the future as the need for housing increases in this area of Tumwater because of the development of the Tumwater Town Center. The Tumwater Town Center will result in a significant increase in the number of people working in the area. These people will probably be interested in obtaining housing near where they work. It is expected that pressures for commercial conversion of property will decrease due to the availability of large areas of vacant commercially zoned properties to the west along Littlerock Road.

*(Page 129 of the Comprehensive Plan Land Use Element Neighborhood Appendix)*

## **10.2 Residential/Sensitive Resource**

The area west of Rural Road south of Sapp Road has been designated Residential/Sensitive Resource (2 - 4 Dwelling Units/Acre) to ensure that the **unique open space character** and environmental sensitivity of Percival Creek is protected from the effects of intensive urban development. Most of the southern portion of Percival Creek lacks sufficient stream flow to be under the protection of the Shoreline Management Act and, therefore, lacks the special protection measures afforded by the Act. However, Percival Creek connects two areas of the city that are under the protection of the Shoreline Management Act: Trosper Lake and the Black Lake Drainage Ditch/Percival Creek Lower Reach.

Areas in the 100-year flood plain have been designated Parks/Open Space to ensure consistency with the Conservation Element. Areas outside of the 100-year flood plain, however, should receive a land use designation that would be low intensity yet still allow for development on sanitary sewer in order to protect Percival Creek and the groundwater in this area.

This designation is also appropriate for a large area west of Lambskin Street along the south side of 54th Avenue. This area includes a relatively large amount of sizeable wetlands associated with Fishpond Creek, which drains into Black Lake and Trosper Lake.

*(Page 130 of the Comprehensive Plan Land Use Element Neighborhood Appendix)*

#### **10.4 Single Family Medium Density Residential**

The area east and north of the Beehive Industrial Park, has been designated Single Family Medium Density Residential. It is anticipated that this area will develop slowly due to the need for the extension of roads, water, and sewer, and topographical limitations for construction such as poorly drained soils and low areas. Most of the property is presently vacant. As the remaining portion of this area is developed, it should be buffered from industrial uses in the Beehive Industrial Park. Clustering and density transfer should be considered where limitations for development exist.

The area west and north of Barnes Lake forms a well-established and stable neighborhood in Tumwater. **This area should and will remain residential in character.** It is anticipated that over a 20 year time period densities will increase in this area. In order to protect the **quiet residential atmosphere**, promote neighborhood stability and continuity, and provide a variety of affordable housing types, the Single Family Medium Density designation would be appropriate in this area.

**To protect the residential character of this neighborhood,** physical buffers should be established to minimize the impact of the commercial development along Trooper Road. These buffers should be provided as new commercial development occurs. These buffers could take many forms, but their overall intent should be to visually separate the residential from the commercial uses and aid in discouraging through-traffic from using the residential streets.

***(Pages 130-131 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

**10.5 Multi-Family Medium Density Residential**

The area south of Barnes Lake is dominated by the Barnes Lake Park condominium development. The Multi-Family Residential Medium Density designation best reflects this current use and it will serve as an appropriate designation for the future. To protect the residential character of this neighborhood, physical buffers should be established to minimize the impact of the commercial development along Trospen Road. These buffers could take many forms, but their overall intent should be to visually separate the residential from the commercial uses and aid in discouraging through-traffic from using the residential streets.

Near Schoth Road, south of Trospen Road, are some duplexes and a few single-family homes that have deteriorated over the years. This area has been designated Multi-Family Medium Density Residential as it is envisioned that these uses will transition to higher density residential uses as development in the area increases.

The area east of Barnes Lake and west of 2nd Avenue is an area that is transitioning from older single-family large lot residential uses to multi-family uses. This trend is likely to continue in the future, and the Multi-Family Medium Density Residential designation would best anticipate this trend.

Clustering and density transfer using a Planned Unit Development should be considered where limitations for development exist in this area. The land, developed as a Planned Unit Development, could be ideally suited for cluster construction of small lots with large open spaces of undevelopable area.

*(Page 141 of the Comprehensive Plan Land Use Element Neighborhood Appendix)*

## **11.2 Residential/Sensitive Resource**

The area north of Sapp Road, east of RW Johnson Boulevard, south of Somerset Hill Drive, and west of Crosby Boulevard has been designated Residential/Sensitive Resource (2-4 Dwelling Units/Acre) to ensure that the **unique open space character** and environmental sensitivity of Percival Creek is protected from the effects of intensive urban development. Most of Percival Creek lacks sufficient stream flow to be under the protection of the Shoreline Management Act; and, therefore, lacks the special protection measures afforded by the Act.

However, Percival Creek connects two areas of the city that are under the protection of the Shoreline Management Act: Trosper Lake and the Black Lake Drainage Ditch/Percival Creek Lower Reach. Areas in the 100-year flood plain have been designated Parks/Open Space to ensure consistency with the Conservation Element. Areas outside of the 100-year flood plain, however, should receive a land use designation that would be low intensity yet still allow the area to be developed on sanitary sewer in order to protect Percival Creek itself and the groundwater in the area.

***(Page 142 of the Comprehensive Plan Land Use Element Neighborhood Appendix)***

#### **11.4 Single Family Medium Density Residential**

The area east of RW Johnson Boulevard, south of Mottman Road is known as the Firland development. This development consists of houses on small lots. Phase II of the Firland subdivision has been constructed east of RW Johnson Boulevard and south of Somerset Hill Drive. The Single Family Medium Density best reflects the existing use of this area. Existing and future residential uses in this area should be protected from impacts from industrial uses using buffering and other means where possible. Additionally, truck traffic should be discouraged from traveling through these residential areas.

The area of Somerset Hill Drive, west of Crosby Boulevard is a well-established, single-family neighborhood with some duplex development. The Single Family Medium Density designation would best reflect the current use of this area and would allow for possible future infill that is compatible with the existing neighborhood. Areas adjacent to the Parks/Open Space designation of Percival Creek would not meet the criteria established for application of the Residential/Sensitive Resource Designation (2 - 4 Dwelling Units/Acre).

The residential areas of the Tumwater Hill Neighborhood west of Interstate 5 form a well-established and stable neighborhood in Tumwater. This area should and will remain residential in character, continuing to in-fill with residential uses on the good building sites that are still vacant. It is anticipated that, over a 20-year period, densities will increase in this area. In order to protect the quiet residential atmosphere, promote neighborhood stability and continuity, and provide a variety of affordable housing types, the Single Family Medium Density designation would be appropriate in this area.

## **Appendix 2.2 – Potential Comprehensive Plan Text Amendments**

[Potential amendments to the Housing and Land Use Elements of the Comprehensive Plan to be determined after discussion with the Planning Commission.]



## B. SUMMARY OF ALL AMENDMENTS

### 2. Public Approval Process

The City Council placed the five proposed Comprehensive Plan amendments on the 2022 Long Range Planning Work Program on January 18, 2022. The Planning Commission reviewed the preliminary docket and provided comments at their January 11, 2022 meeting. The Planning Commission recommended further review of the proposal on January 25, 2022, as part of the 2022 preliminary docket. On February 9, 2022, the General Government Committee reviewed the preliminary docket and forwarded it to the full City Council for review.

The City Council held a worksession on February 22, 2022 and recommended that the preliminary docket be placed on the City Council agenda for their March 1, 2022 meeting. On March 1, 2022, the City Council considered the Planning Commission's recommendation and the review by the General Government Committee and included five of the six proposed amendments in the 2022 annual Comprehensive Plan amendment preliminary docket to be reviewed by Community Development Department staff and presented later in 2022.

After the City Council approved the final docket on March 1, 2022 for the 2022 annual Comprehensive Plan map and text amendments for further review, Community Development Department staff reviewed the goals, policies, and actions and text in the Comprehensive Plan Conservation, Housing, and Land Use Elements.

Letters notifying all property owners within 300 feet of the exterior boundaries of the proposed map amendment area of the public review process went out on July 27, 2022. The Notice of Intent was filed with the Washington State Department of Commerce on August 3, 2022 for Ordinance No. O2022-003. The SEPA environmental checklist was issued on August 2, 2022 for Ordinance No. O2022-003 and the Determination of Nonsignificance was issued on August 16, 2022.

The Planning Commission received a briefing on the amendments on August 9, 2022 and the Planning Commission will discuss the proposed amendments at worksessions on August 23, 2022 and September 13, 2022.

The Planning Commission is expected to hold a public hearing for the proposed amendments on September 27, 2022. Following the public hearing and deliberations, the Planning Commission is expected to make their recommendation on the proposed amendments to the City Council.

The General Government Committee is expected to review the proposed Comprehensive Plan amendments in a briefing on October 12, 2022. The City Council

is expected to hold a worksession to discuss the amendments on October 25, 2022 and consider the proposed amendments at a meeting on November 15, 2022.

### **3. Public Notification**

A Notice of Public Hearing for the Planning Commission will be issued after the Planning Commission establishes a hearing date on the final docket. The notice will be posted in the proposed map amendment areas, published as a press release, distributed to interested individuals and entities that have requested such notices, and published in *The Olympian*. Letters notifying all property owners within 300 feet of the exterior boundaries of the proposed map amendment areas of the public hearing are expected to be sent out around at the same time.

### **4. Staff Conclusions**

1. All the proposed Comprehensive Plan map and text amendments and corresponding rezones meet the review and approval criteria found in TMC 18.60.025(B).
2. All the proposed Comprehensive Plan map and text amendments and corresponding rezones are consistent with the goals of the Washington State Growth Management Act.
3. All the proposed Comprehensive Plan map and text amendments and corresponding rezones are consistent with the goals of the Conservation Element of the Comprehensive Plan.
4. All the proposed Comprehensive Plan map and text amendments and corresponding rezones are consistent with the goals of the Housing Element of the Comprehensive Plan.
5. All the proposed Comprehensive Plan map and text amendments and corresponding rezones are consistent with the goals of the Land Use Element of the Comprehensive Plan.
6. The potential impacts of all the proposed 2022 Comprehensive Plan map and text amendments and corresponding rezones have been considered together with the criteria found in TMC 18.60.025(B) and proposed amendments do not create any inconsistencies when evaluated together.
7. Based on the above review and analysis, Community Development Department staff concludes that all the proposed Comprehensive Plan map and text amendments and corresponding rezones are consistent with the requirements of the Washington State Growth Management Act, Thurston

County-Wide Planning Policies, the goals of Sustainable Thurston, and the Comprehensive Plan.

**5. Staff Recommendation**

Community Development Department staff recommends approval of all the proposed Comprehensive Plan map and text amendments and corresponding rezones by Ordinance No. O2022-003.

**6. Effects of the Proposed Amendments Considered Together**

As noted above, the potential impacts of all the proposed 2022 Comprehensive Plan map and text amendments and corresponding rezones have been considered together with the criteria found in TMC 18.60.025(B) and proposed amendments do not create any inconsistencies when evaluated together.

**7. Staff Contact**

Brad Medrud, AICP, Planning Manager  
City of Tumwater Community Development Department  
(360) 754-4180  
[bmedrud@ci.tumwater.wa.us](mailto:bmedrud@ci.tumwater.wa.us)

**ORDINANCE NO. O2022-003**

**AN ORDINANCE** of the City Council of the City of Tumwater, Washington, related to planning under the Growth Management Act of the State of Washington and the 2022 City of Tumwater Comprehensive Plan map and text amendments and corresponding rezones amending the text and land use designation map of the Comprehensive Plan and the Zoning Map.

**WHEREAS**, the City is required to plan under the Growth Management Act, Chapter 36.70A RCW; and

**WHEREAS**, this ordinance meets the goals and requirements of the Growth Management Act; and

**WHEREAS**, the Growth Management Act, Chapter 36.70A RCW, and Tumwater Municipal Code 18.60.025(A)(2) require amendments to the City's Comprehensive Plan be considered concurrently and no more than once annually; and

**WHEREAS**, the City Council, Planning Commission, property owners, or City staff may propose amendments to the City's Comprehensive Plan map and text, and corresponding zone districts; and

**WHEREAS**, the deadline for 2022 private applications for proposed Comprehensive Plan map and text amendments and corresponding rezones was Monday, December 6, 2021; and

**WHEREAS**, Tumwater Municipal Code 18.60.025(A) establishes a process by which the preliminary docket of proposed Comprehensive Plan map and text amendments and corresponding rezones undergoes an initial review by the Planning Commission for recommendation to the City Council; and

**WHEREAS**, the City Council made a determination on which proposed Comprehensive Plan map and text amendments and corresponding rezones in the preliminary docket would be included in the final docket on March 1, 2022; and

**WHEREAS**, the Growth Management Act, Chapter 36.70A RCW, requires a process of early and continuous public participation for the proposed Comprehensive Plan map and text amendments and corresponding rezone; and

**WHEREAS**, the adoption of proposed Comprehensive Plan map and text amendments and corresponding rezones must be processed in compliance with the requirements of the State Environmental Policy Act; and

**WHEREAS**, the City Council reviewed all the evidence presented and has made findings of fact and conclusions related to the proposed Comprehensive Plan map and text amendments and corresponding rezones which are set forth below.

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF TUMWATER, STATE OF WASHINGTON, DOES ORDAIN AS FOLLOWS:**

**Section 1. Findings.** For the purposes of effective land use planning, the Tumwater City Council adopts the following findings of fact:

**A. General Findings**

1. The proposed Comprehensive Plan map and text amendments and corresponding rezones meet the intent of and are consistent with the Growth Management Act, Chapter 36.70A RCW, County-Wide Planning Policies, and internal goals and policies of the City's Comprehensive Plan.
2. The Attorney General Advisory Memorandum: Avoiding Unconstitutional Takings of Private Property (September 2018) on takings was reviewed and utilized by the City in objectively evaluating the proposed Comprehensive Plan map and text amendments and corresponding rezone.
3. The proposed Comprehensive Plan map and text amendments and corresponding rezones have been prepared in conformance with the Public Participation and Intergovernmental Coordination Procedures contained in the City's Comprehensive Plan, which meet the Growth Management Act, Chapter 36.70A RCW, requirements for the same.
4. The City engaged the community through public briefings, worksessions, and meetings with the Planning Commission, the General Government Committee, and the City Council.
5. An Environmental Checklist for a non-project action was prepared under the State Environmental Policy Act (Chapter 43.21C RCW), pursuant to Chapter 197-11 WAC on August 2, 2022, and a Determination of Non-Significance was issued on August 16, 2022.
6. The ordinance was sent to the Washington State Department of Commerce on August 3, 2022 for the required 60-day review before the proposed Comprehensive Plan map and text amendments and corresponding rezones were adopted, in accordance with RCW 36.70A.106.

7. The Planning Commission reviewed the preliminary docket and provided comments at their January 11, 2022 and January 25, 2022 meetings.
8. The General Government Committee discussed the Planning Commission's preliminary docket recommendation at their February 9, 2022 meeting.
9. The City Council held a worksession on February 22, 2022 and recommended that the preliminary docket be placed on the City Council agenda for their March 1, 2022 meeting.
10. The City Council approved the preliminary docket for further review by staff at their March 1, 2022 meeting.
11. City staff completed their review of the final docket of proposed Comprehensive Plan map and text amendments and corresponding rezone.
12. The potential impacts of the proposed Comprehensive Plan map and text amendments and corresponding rezones have been considered together and they do not create any inconsistencies when evaluated together.
13. The property owners within 300 feet of the proposed Comprehensive Plan map amendment areas were notified on July 27, 2022 by letter of the proposed amendments and the proposed public meeting schedule.
14. The Planning Commission received a briefing on the final docket of the proposed Comprehensive Plan map and text amendments and corresponding rezones on August 9, 2022 and discussed the proposed amendments at worksessions on August 23, 2022 and September 13, 2022.
15. A Notice of Public Hearing for the Planning Commission public hearing was issued on September \_\_\_\_\_, 2022. The notice was posted in the subject areas, published as a press release, distributed to interested individuals and entities that have requested such notices, and published in *The Olympian*. The letters notifying all property owners within 300 feet of the exterior boundaries of the map amendment areas of the public hearing was sent out on September \_\_\_\_\_, 2022.
16. The Planning Commission held the public hearing for the Comprehensive Plan map and text amendments and corresponding rezones on September 27, 2022.
17. Following a public hearing and deliberations on September 27, 2022, the Planning Commission recommended approval of the proposed Comprehensive Plan map and text amendments and corresponding rezones to the City Council.

18. The City Council's General Government Committee reviewed the proposed Comprehensive Plan map and text amendments and corresponding rezones in a briefing on October 12, 2022.
19. The City Council discussed the proposed Comprehensive Plan map and text amendments and corresponding rezones in a worksession on October 25, 2022.
20. On November 15, 2022, the City Council held the public meeting to consider the 2022 Comprehensive Plan map and text amendments and corresponding rezone.
21. The proposed Comprehensive Plan map and text amendments and corresponding rezones will be submitted to the Washington State Department of Commerce ten days after final adoption, pursuant to RCW 36.70A.106.
22. Any Conclusion herein, which may be deemed a Finding, is hereby adopted as such.

## **B. Findings – Comprehensive Plan Land Use Map and Zoning Map**

### **Wells Littlerock – Comprehensive Plan Map Amendment and Corresponding Rezone**

1. The applicant filed timely applications for a Comprehensive Plan map amendment and corresponding rezone on November 17, 2021 for the 2.76-acre property located to the south of 7223 Littlerock Road SW (Parcel Numbers 1270-44-30901, 1270-44-30902, and 1270-44-30903) (Permit Numbers TUM-21-1804 and TUM-21-1848). The applications would change the Single Family Medium Density Residential (SFM) Comprehensive Plan map designation to Multi-Family Medium Density Residential (MFM) Comprehensive Plan map designation and the Single Family Medium Density Residential (SFM) to Multifamily Medium Density Residential (MFM) zone district.
2. Staff sent out a letter of completeness for the applications (Permit Numbers TUM-21-1804 and TUM-21-1848) on December 10, 2021.
3. During the preliminary docket review, the City Council, Planning Commission, and staff supported further review of the proposed amendment.
4. Approval of the amendment would result in Comprehensive Plan map amendments of the property from the Single Family Medium Density Residential (SFM) Comprehensive Plan map designation to Multi-Family Medium Density Residential (MFM) Comprehensive Plan map designation, and a corresponding rezone from the Single Family Medium Density

Residential (SFM) to Multifamily Medium Density Residential (MFM) zone district.

5. The subject property is currently vacant.
6. The Comprehensive Plan map designations of the properties surrounding the amendment area are Multi-Family Medium Density Residential (MFM) to the north, Mixed Use (MU) to east, and Single Family Medium Density (SFM) to the west and south.
7. The zone districts of the properties surrounding the amendment area are Multifamily Medium Density Residential (MFM) to the north, Mixed Use (MU) to east, and Single-Family Medium Density (SFM) to the west and south).
8. Single-family dwellings are to the north and west.
9. A residential subdivision is under construction to the south.
10. Littlerock Road SW and 73<sup>rd</sup> Avenue SW are to the east.
11. The proposed Comprehensive Plan map amendment and corresponding rezone are in accordance with the City of Tumwater's annual Comprehensive Plan amendment process, as required by Chapter 36.70A RCW.
12. The proposed Comprehensive Plan map amendment and corresponding rezone meet the fourteen goals of the Washington State Growth Management Act.
13. The proposed Comprehensive Plan map amendment and corresponding rezone for the subject area are internally consistent with the City of Tumwater Comprehensive Plan, including the Housing and Land Use Elements. The City of Tumwater Comprehensive Plan is consistent with County-wide Planning Policies.
14. Conditions in the area have changed to the degree that it is in the public interest to support the amendments to the Comprehensive Plan map and zone district.

### **C. Findings – Housing and Land Use Elements**

#### **Neighborhood Character Comprehensive Plan Text Amendments**

1. The proposal is text amendments to the Housing and Land Use Elements of the Comprehensive Plan to amend the goals, policies, and actions and text of



the Housing and Land Use Elements of the Comprehensive Plan to support the amendments to address neighborhood character.

2. The proposed Comprehensive Plan text amendments are in accordance with the City of Tumwater's annual Comprehensive Plan amendment process, as required by Chapter 36.70A RCW.
3. The proposed Comprehensive Plan text amendments meet the fourteen goals of the Washington State Growth Management Act.
4. Based on City staff review and analysis, the proposed Comprehensive Plan texts amendments are internally consistent with the Comprehensive Plan and County-Wide Planning Policies.

#### **D. Findings – Comprehensive Plan Land Use Map and Zoning Map**

##### **Triangle West of the Dennis Street SW and Linderson Way SW Intersection – Comprehensive Plan Map Amendment and Corresponding Rezone**

1. The City is proposing a Comprehensive Plan map amendment and corresponding rezone for the northern approximately 0.30-acre portion of a 5.73 acre property located at 6501 Linderson Way SW at the western corners of Linderson Way SW and Dennis Street SW (Portion of Parcel Numbers 1270-32-40303). The amendment would change the Single Family Medium Density Residential (SFM) to Multi-Family High Density Residential (MFH) Comprehensive Plan map designation and the Single-Family Medium Density Residential (SFM) to Multifamily High Density Residential (MFH) zone district.
2. During the preliminary docket review, the City Council, Planning Commission, and staff supported further review of the proposed amendment.
3. Approval of the amendment would result in Comprehensive Plan map amendments of the property from the Single Family Medium Density Residential (SFM) to Multi-Family High Density Residential (MFH) Comprehensive Plan map designation, and a corresponding rezone from the Single-Family Medium Density Residential (SFM) to Multifamily High Density Residential (MFH) zone district.
4. The subject property is currently vacant.
5. The Comprehensive Plan map designations of the properties surrounding the amendment area are Interstate 5 to the north and west, Single Family Medium

Density Residential (SFM) to the east, and Multi-Family High Density Residential (MFH) to the south.

6. The zone districts of the properties surrounding the amendment area are Interstate 5 to the north and west, Single-Family Medium Density Residential (SFM) to the east, and Multifamily High Density Residential (MFH) to the south.
7. Linderson Way SW and single-family dwellings are to the east.
8. A multifamily development is to the south.
9. Interstate 5 is to the north and west.
10. The proposed Comprehensive Plan map amendment and corresponding rezone are in accordance with the City of Tumwater's annual Comprehensive Plan amendment process, as required by Chapter 36.70A RCW.
11. The proposed Comprehensive Plan map amendment and corresponding rezone meet the fourteen goals of the Washington State Growth Management Act.
12. The proposed Comprehensive Plan map amendment and corresponding rezone for the subject area are internally consistent with the City of Tumwater Comprehensive Plan, including the Housing and Land Use Elements. The City of Tumwater Comprehensive Plan is consistent with County-wide Planning Policies.
13. Conditions in the area have changed to the degree that it is in the public interest to support the amendments to the Comprehensive Plan map and zone district.

**Section 2. Conclusions.** For the purposes of effective land use planning, the Tumwater City Council makes the following conclusions:

#### **A. General Conclusions**

1. Based on its review of the requirements of Chapter 36.70A RCW, the analysis and proposed revisions prepared by City staff, and the public comments received, the City Council finds and declares that the Comprehensive Plan map and text amendments and corresponding rezones have been prepared in conformance with applicable law. This includes Chapter 36.70A RCW, Chapter 43.21C RCW, and the City of Tumwater Public Participation and Intergovernmental Coordination Procedures.

2. Based on its review of the requirements of Chapter 36.70A RCW, the analysis and proposed revisions prepared by City staff, the proposed revisions forwarded by the Planning Commission, and the public comments received, the City Council accepts the Comprehensive Plan map and text amendments, and corresponding rezones. The City Council hereby finds and declares that the Comprehensive Plan map and text amendments and corresponding rezones comply with the requirements of Chapter 36.70A RCW.
3. Any Finding herein, which may be deemed a Conclusion, is hereby adopted as such.

## **B. Conclusions – Comprehensive Plan Land Use Map and Zoning Map**

### **Wells Littlerock – Comprehensive Plan Map Amendment and Corresponding Rezone**

Consistent with the aforementioned findings, the properties located south of 7223 Littlerock Road SW (Thurston County Assessor Parcel Numbers 1270-44-30901, 1270-44-30902, and 1270-44-30903) are to be re-designated from Single Family Medium Density Residential (SFM) to Multi-Family Medium Density Residential (MFM) the Comprehensive Plan map designation of the parcels and rezoned from Single-Family Medium Density Residential (SFM) to Multifamily Medium Density Residential (MFM) as shown in Exhibit “A-1”, Exhibit “A-2”, and Exhibit “A-3”.

## **C. Conclusions – Housing and Land Use Elements**

### **Neighborhood Character – Comprehensive Plan Text Amendments**

Consistent with the aforementioned findings, the text of the Housing and Land Use Elements of the Comprehensive Plan is to be amended as shown in Exhibit “B-1” and Exhibit “B-2”.

## **D. Conclusions – Comprehensive Plan Land Use Map and Zoning Map**

### **Triangle West of the Dennis Street SW and Linderson Way SW Intersection – Comprehensive Plan Map Amendment and Corresponding Rezone**

Consistent with the aforementioned findings, the northern approximately 0.30-acre portion of a 5.73 acre property located at 6501 Linderson Way SW at the western corners of Linderson Way SW and Dennis Street SW (A portion of Parcel Number 1270-32-40303) are to be re-designated from Single Family Medium Density Residential (SFM) to Multi-Family High Density Residential (MFH) the Comprehensive Plan map designation of the parcels and rezoned from Single-

Family Medium Density Residential (SFM) to Multifamily High Density Residential (MFH) as shown in Exhibit “C-1”, Exhibit “C-2”, Exhibit “C-3”, and Exhibit “C-4”.

**Section 3. Wells Littlerock – Comprehensive Plan Map Amendment and Corresponding Rezone.** The City-Wide Land Use Map in the City of Tumwater Comprehensive Plan (Exhibit “A-1”), the Littlerock Neighborhood Future Land Use Map (Exhibit “A-2”), and the City of Tumwater City-Wide Zoning Map (Exhibit “A-3”) are hereby amended as shown in Exhibits “A-1”, “A-2”, and “A-3” attached hereto.

Parcel Numbers 1270-44-30901, 1270-44-30902, and 1270-44-30903 are hereby re-designated from Single Family Medium Density Residential (SFM) to Multi-Family Medium Density Residential (MFH) and rezoned from Single-Family Medium Density Residential (SFM) to Multifamily Medium Density Residential (MFH).

**Section 4. Housing and Land Use Elements – Neighborhood Character Comprehensive Plan Text Amendments.** The Housing and Land Use Elements of the Comprehensive Plan are hereby amended as shown in Exhibits “B-1” and “B-2” to modify the goals, policies, and actions and text of the Housing and Land Use Elements of the Comprehensive Plan.

**Section 5. Triangle West of the Dennis Street SW and Linderson Way SW Intersection – Comprehensive Plan Map Amendment and Corresponding Rezone.** The City-Wide Land Use Map in the City of Tumwater Comprehensive Plan (Exhibit “C-1”), the New Market Neighborhood Future Land Use Map (Exhibit “C-2”), SE Capitol Boulevard Neighborhood Future Land Use Map (Exhibit “C-3”), and the City of Tumwater City-Wide Zoning Map (Exhibit “C-4”) are hereby amended as shown in Exhibits “C-1”, “C-2”, “C-3”, and “C-4” attached hereto.

A portion of Parcel Number 1270-32-40303 is to be re-designated from Single Family Medium Density Residential (SFM) to Multi-Family High Density Residential (MFH) the Comprehensive Plan map designation of the parcels and rezoned from Single-Family Medium Density Residential (SFM) to Multifamily High Density Residential (MFH).

**Section 6. Corrections.** The City Clerk and codifiers of this ordinance are authorized to make necessary corrections to this ordinance including, but not limited to, the correction of scrivener/clerical errors, references, ordinance numbering, section/subsection numbers, and any references thereto.

**Section 7. Ratification.** Any act consistent with the authority and prior to the effective date of this ordinance is hereby ratified and affirmed.

**Section 8. Severability.** The provisions of this ordinance are declared separate and severable. The invalidity of any clause, sentence, paragraph, subdivision, section, or portion of this ordinance or the invalidity of the application thereof to any person or circumstance, shall not affect the validity of the remainder of the ordinance, or the validity of its application to other persons or circumstances.

**Section 10. Effective Date.** This ordinance shall become effective thirty (30) days after passage, approval, and publication as provided by law.

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

CITY OF TUMWATER

\_\_\_\_\_  
Debbie Sullivan, Mayor

ATTEST:

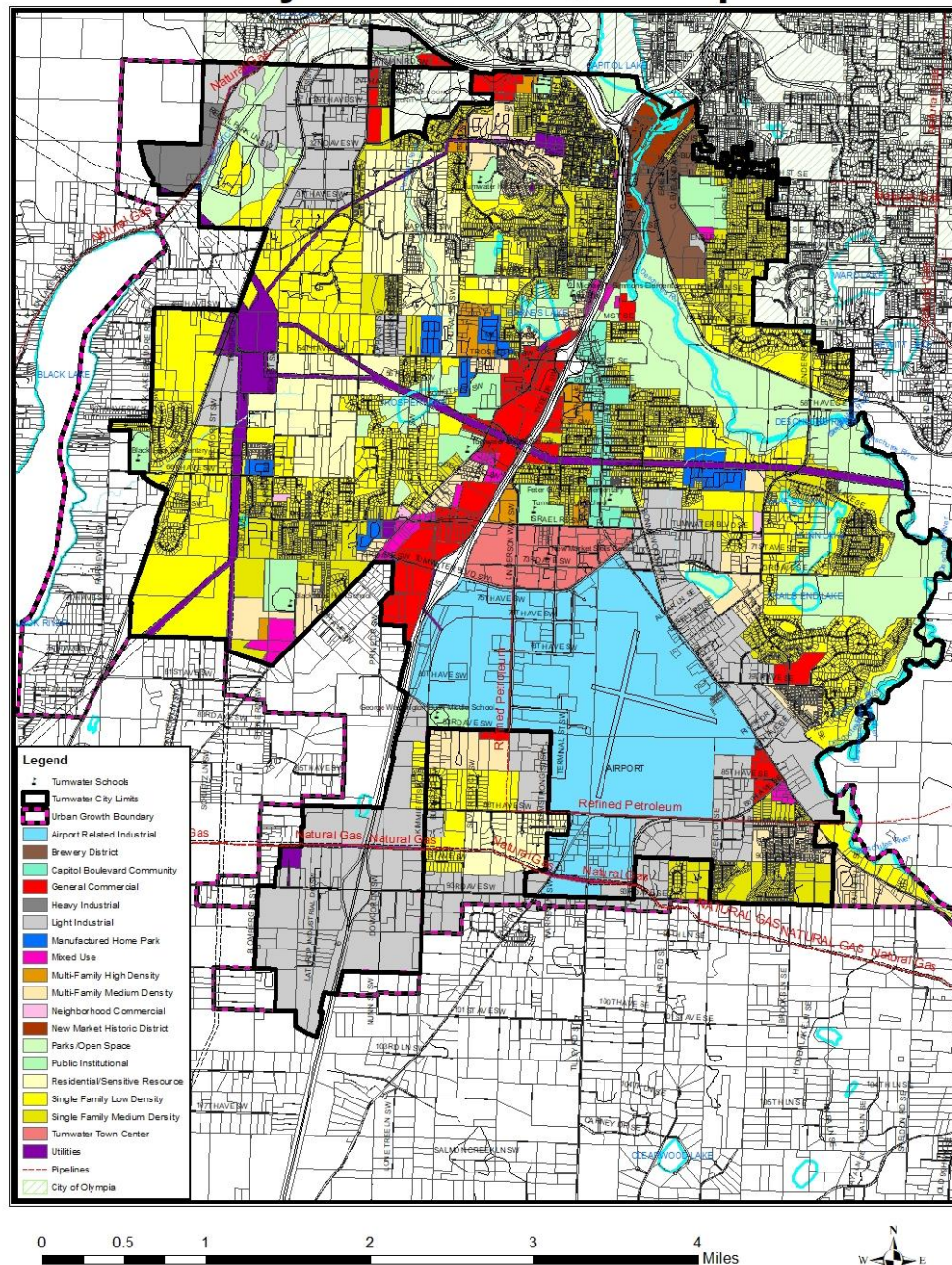
\_\_\_\_\_  
Melody Valiant, City Clerk

APPROVED AS TO FORM:

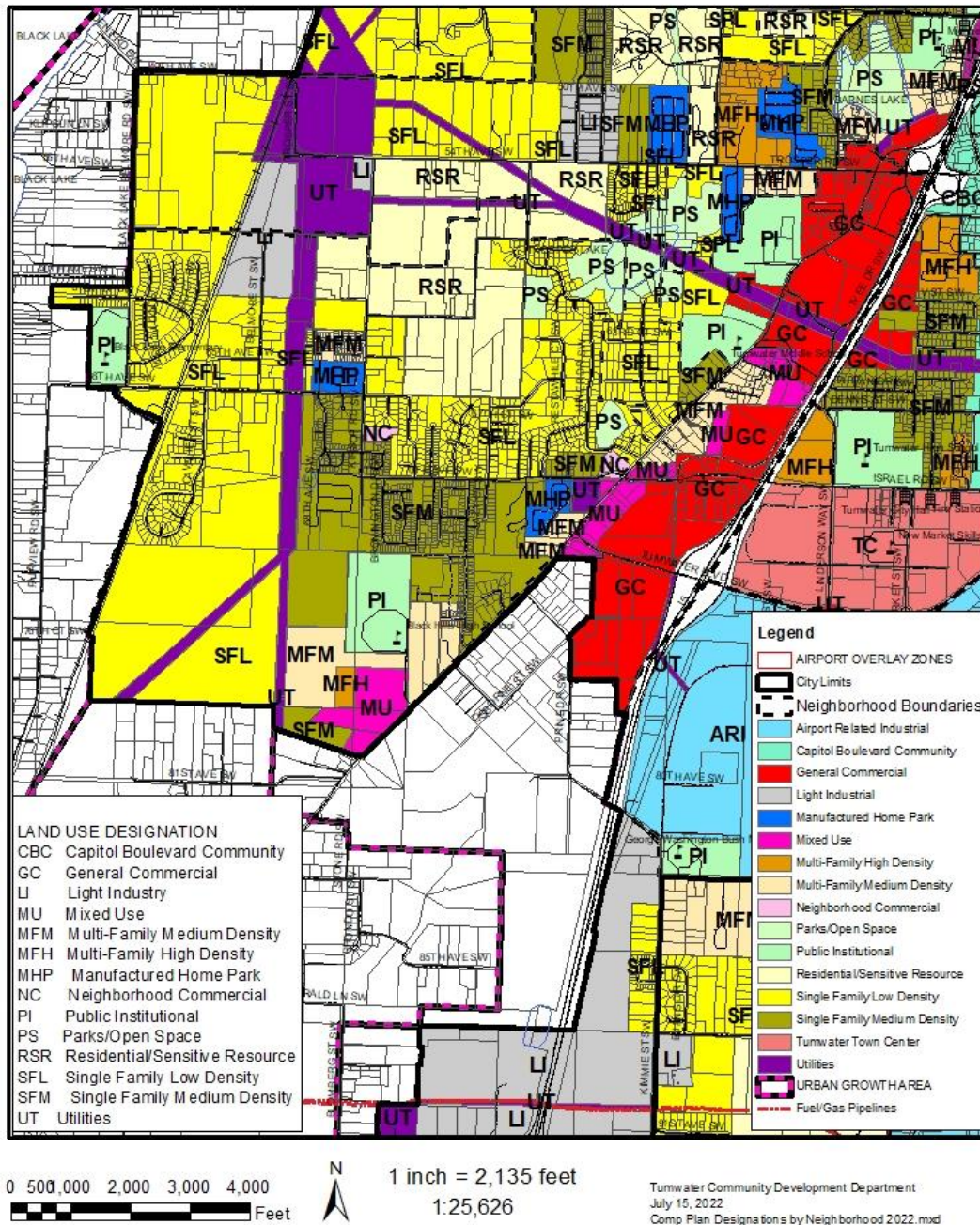
\_\_\_\_\_  
Karen Kirkpatrick, City Attorney

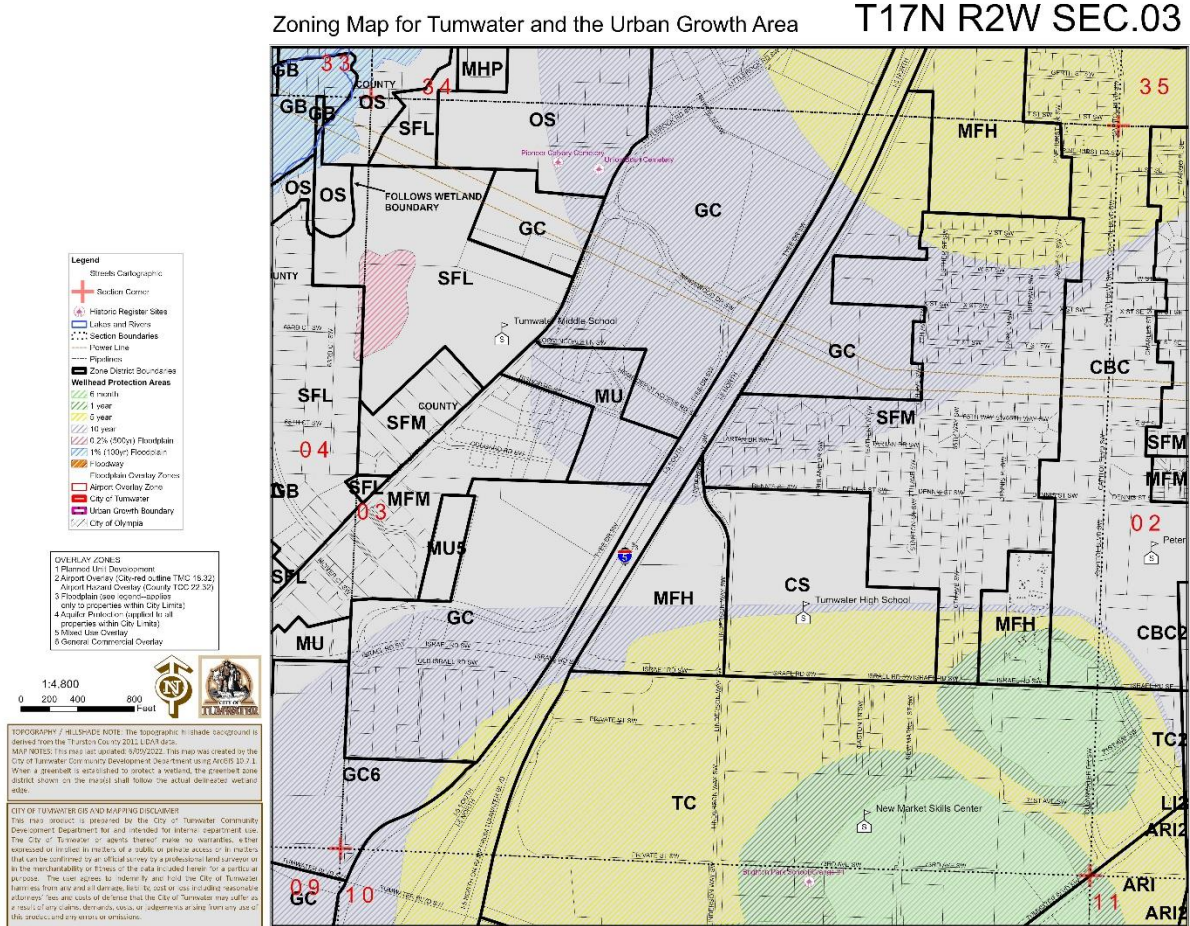
Published:\_\_\_\_\_

Effective Date:\_\_\_\_\_

*Exhibit "A-1"***Wells Littlerock Amendment to the City of Tumwater Comprehensive Plan  
City-Wide Land Use Map****City of Tumwater  
City-Wide Land Use Map**



*Exhibit "A-2"***Wells Littlerock Amendment to the City of Tumwater Comprehensive Plan  
Littlerock Neighborhood Future Land Use Map****Littlerock Neighborhood  
Future Land Use**

*Exhibit "A-3"**Wells Littlerock Amendment to the City of Tumwater City-Wide Zoning Map*



*Exhibit “B-1”*

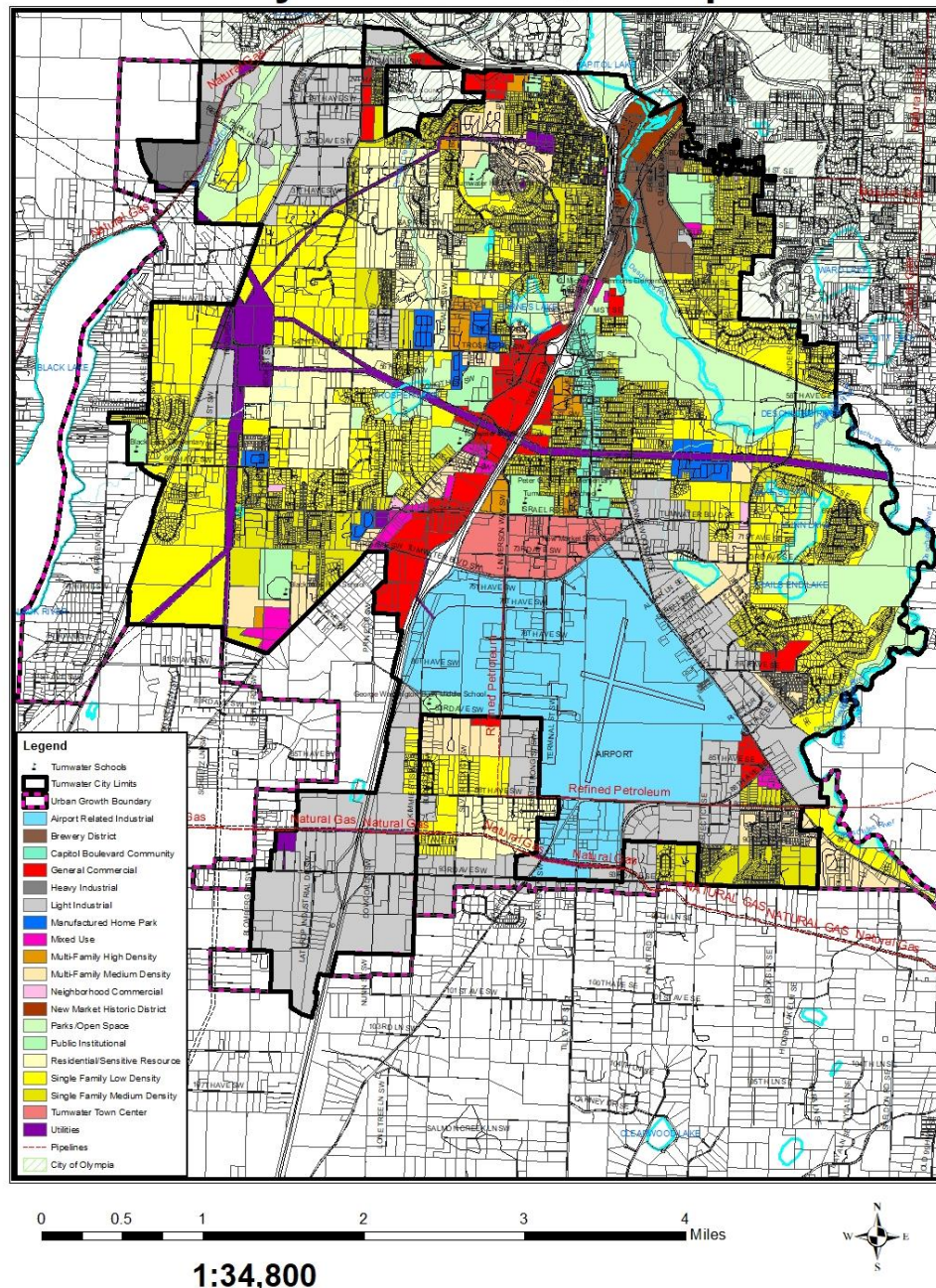
***Text Amendments to the Housing Element of the Tumwater Comprehensive Plan for Neighborhood Character.***

[To be determined after discussion with the Planning Commission]

*Exhibit “B-2”*

***Text Amendments to the Land Use Element of the Tumwater Comprehensive Plan for Neighborhood Character.***

[To be determined after discussion with the Planning Commission]

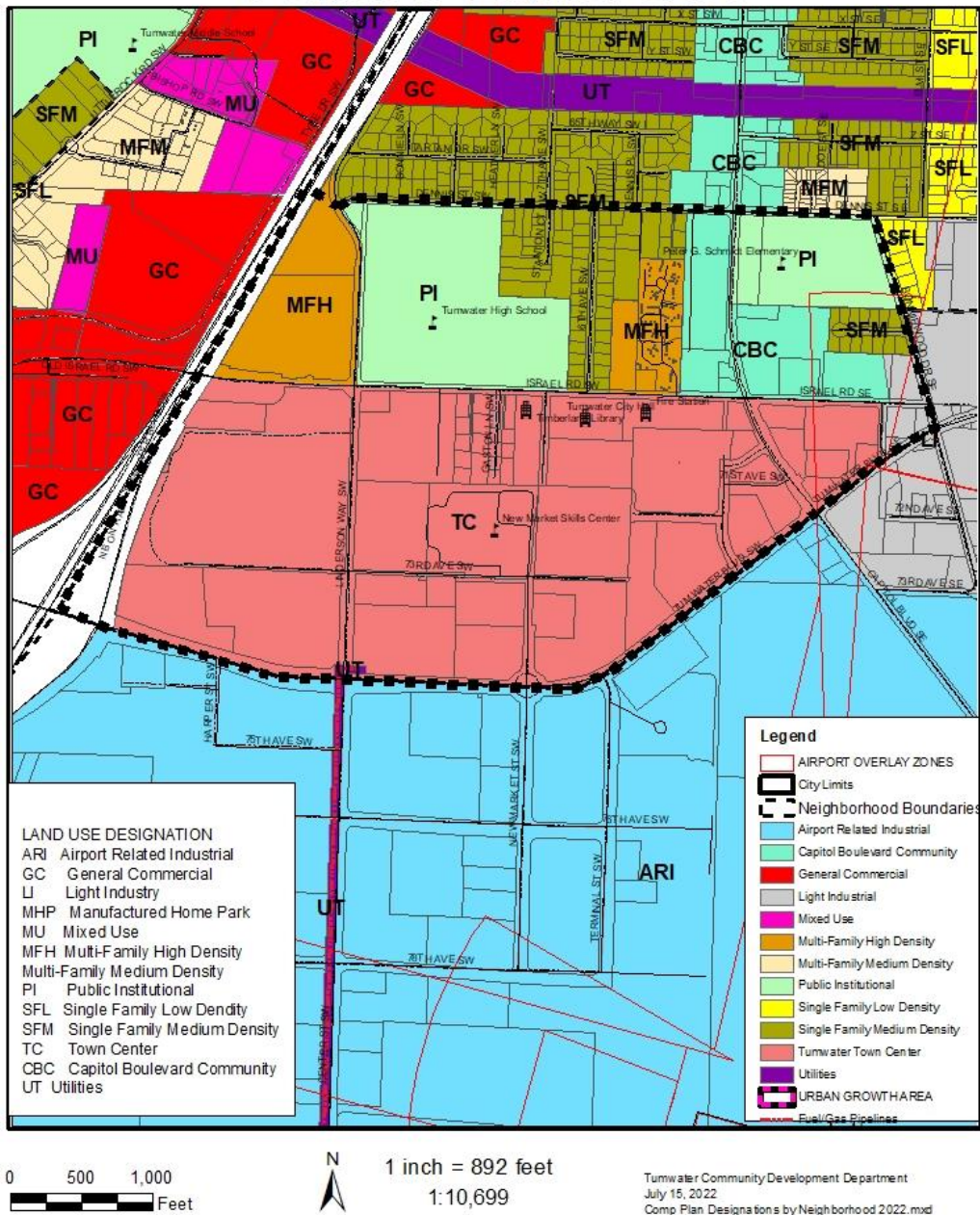
*Exhibit "C-1"****Triangle West of the Dennis Street SW and Linderson Way SW Intersection  
Amendment to the City of Tumwater Comprehensive Plan City-Wide  
Land Use Map*****City of Tumwater  
City-Wide Land Use Map**



*Exhibit "C-2"*

***Triangle West of the Dennis Street SW and Linderson Way SW Intersection  
Amendment to the City of Tumwater Comprehensive Plan New Market  
Neighborhood Future Land Use Map***

## New Market Neighborhood Future Land Use



*Exhibit "C-3"*

***Triangle West of the Dennis Street SW and Linderson Way SW Intersection  
Amendment to the City of Tumwater Comprehensive Plan SE Capitol  
Boulevard Neighborhood Future Land Use Map***

## SE Capitol Boulevard Neighborhood Future Land Use

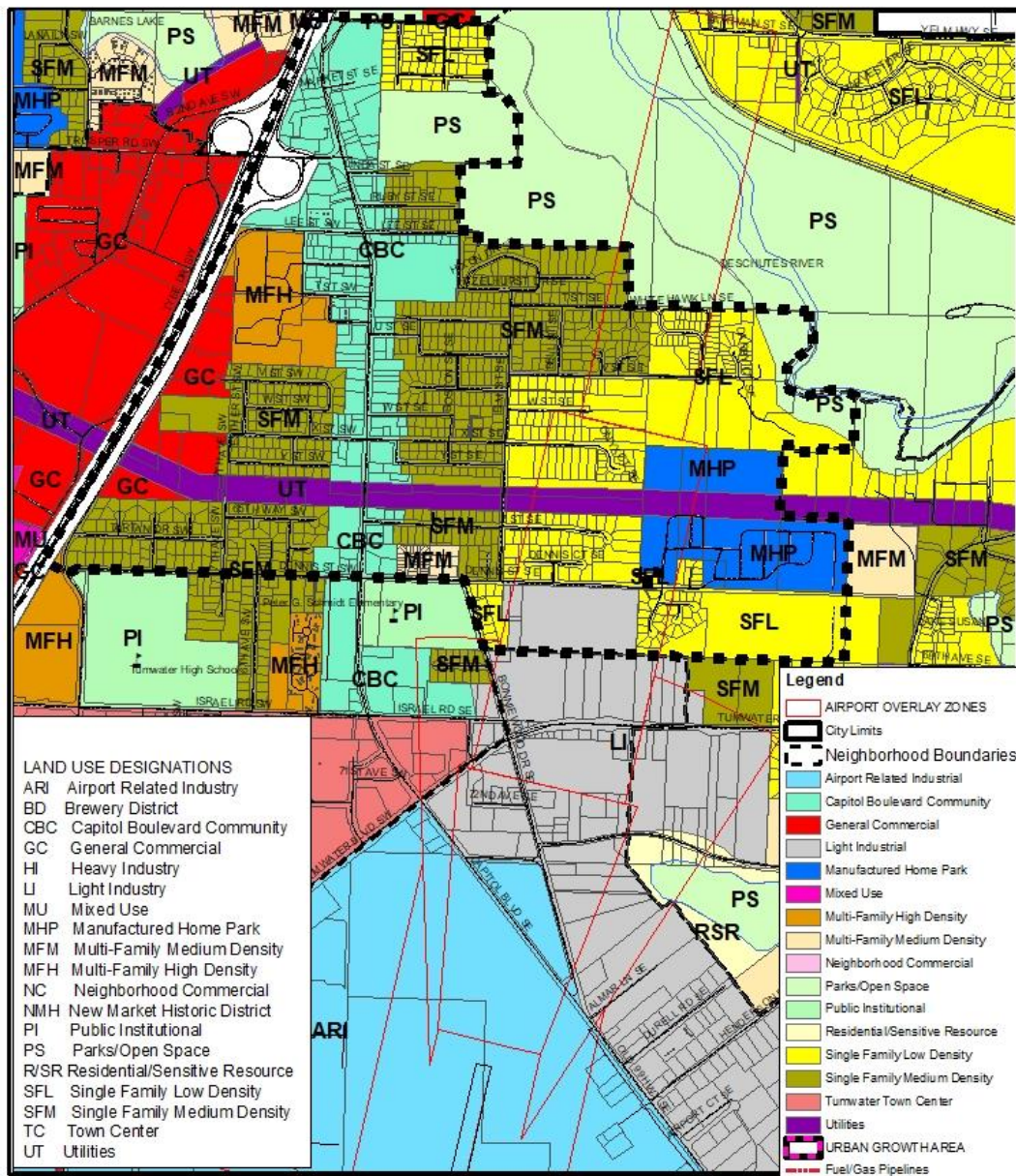
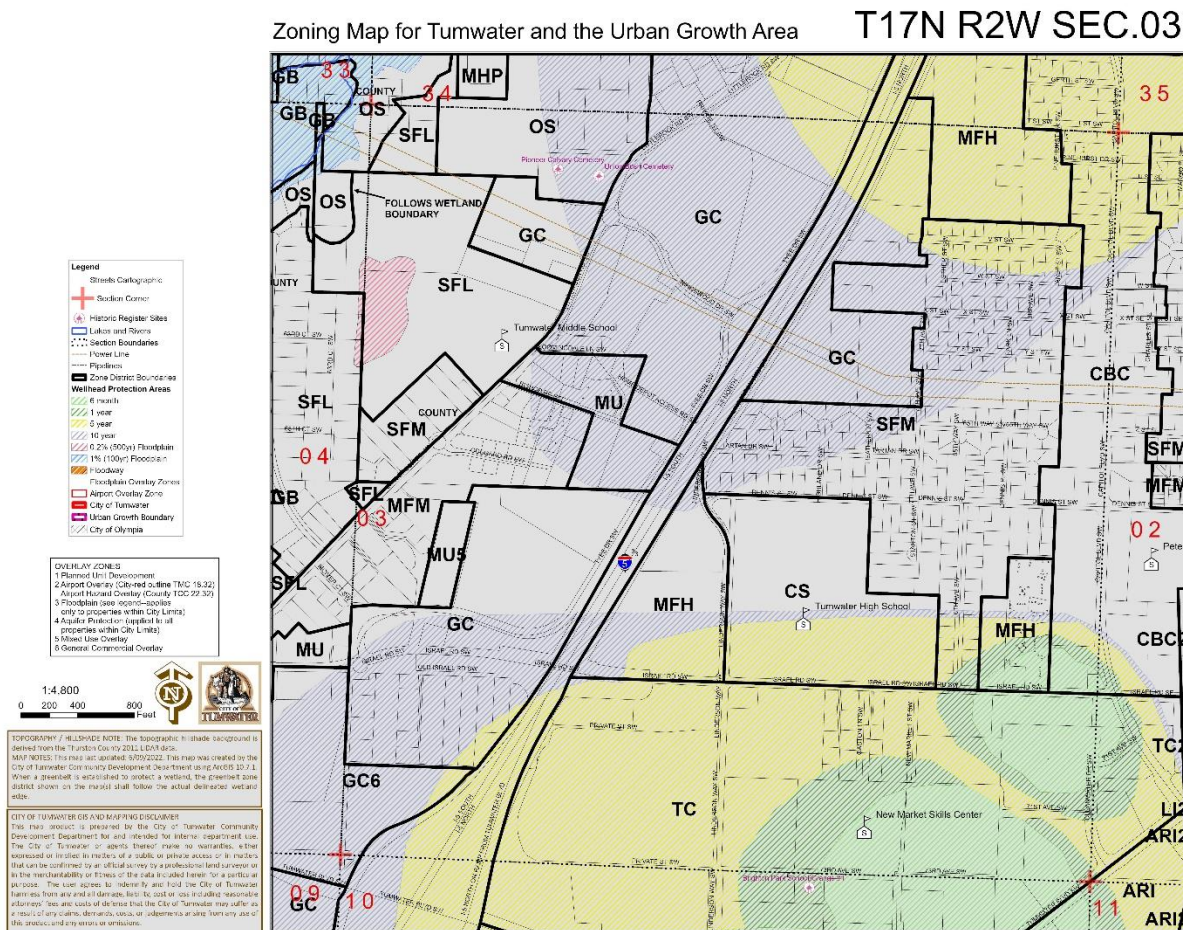
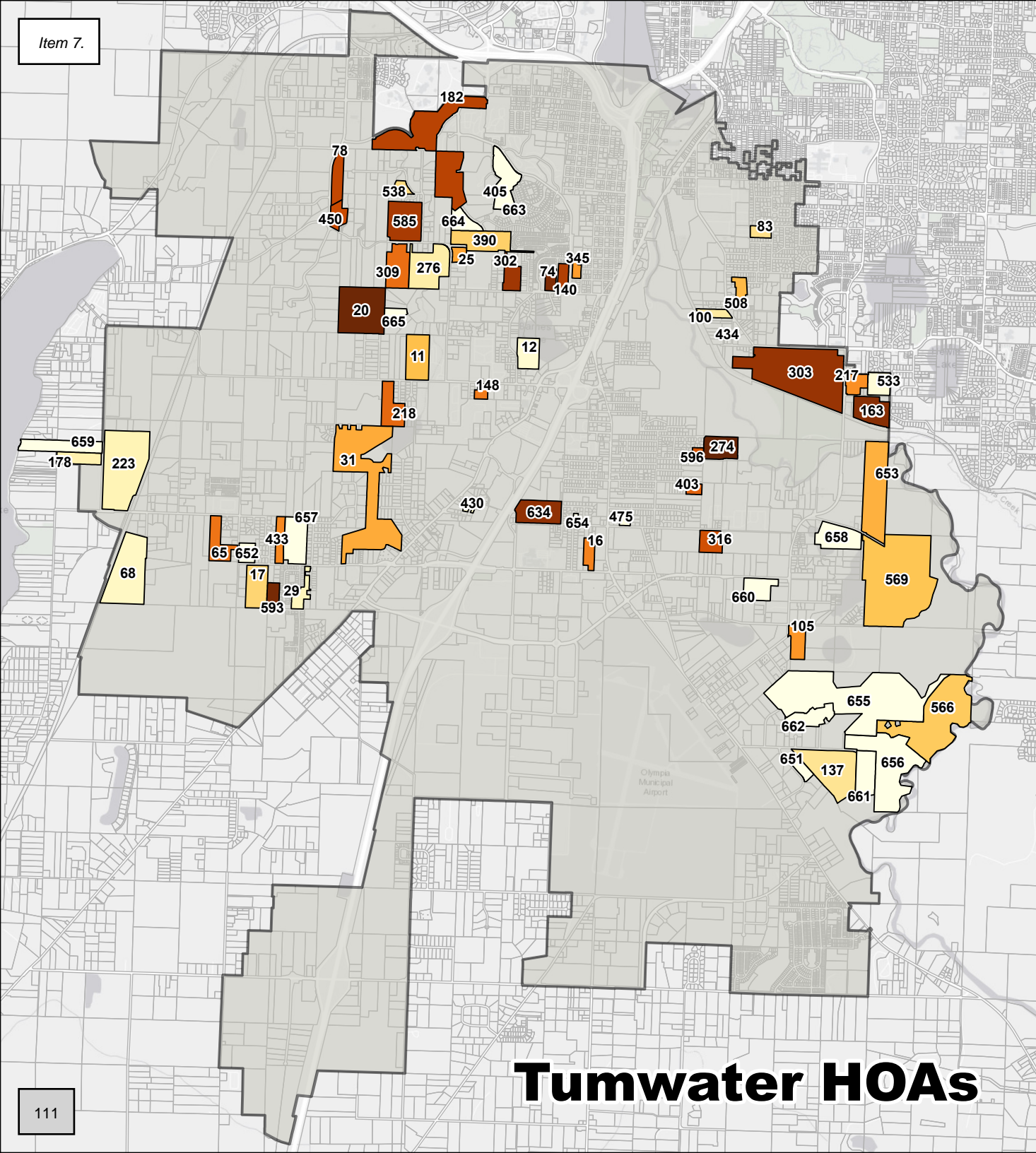




Exhibit "C-4"

***Triangle West of the Dennis Street SW and Linderson Way SW Intersection  
Amendment to the City of Tumwater City-Wide Zoning Map***





- 11: Eagles Landing Mobile Home Park
- 12: Barnes Lake Park
- 16: Indian Creek Condos
- 17: Countryside
- 20: Troser Ridge
- 25: Grotto Gardens Lot Owners
- 29: Black Hills
- 31: Gold Creek
- 65: Kirsop Village
- 68: Black Hawk
- 74: The Ridge at Suncrest HOA
- 78: Simmons Mill
- 83: Calvary Estates
- 100: Bluff
- 105: Henderson Estates
- 137: Bridlewood
- 140: Springers
- 148: Kensington Townhomes
- 163: The Ridge at Clearwater
- 178: Black Lake Terrace
- 182: Somerset Hill
- 217: Henderson Ridge
- 218: Lakeside Estates
- 223: Black Lake Park
- 274: White Hawk Pointe
- 276: Blackstone
- 302: Susitna
- 303: The Farm
- 309: Klahowya
- 316: Silver Ridge
- 345: H Street Plat
- 390: Crosby Heights
- 403: Onyx Court
- 405: Overlook at Somerset Hill
- 430: Bishop Road Multi-Family
- 433: Hosannah Park
- 434: Brech St Neighborhood
- 450: Simmons Heights
- 475: Allen Orchard Plat
- 508: Eaglewood
- 533: Arlington Estates
- 538: Chapparel Landing
- 566: Deschutes Heights
- 569: Deschutes River Highlands
- 585: Streamland Estates
- 593: The Village at Countryside
- 596: Silver Oaks
- 634: The Highlands at Somerset Hill-Sunset Ridge
- 651-652: No official name known
- 653: Freestone at Deschutes River
- 654-665: No official name known



## OPINION

# The term ‘neighbourhood character’ is a euphemism for something ugly



**ALEX BOZIKOVIC** ARCHITECTURE CRITIC

PUBLISHED JUNE 7, 2019 UPDATED JUNE 14, 2019

TORONTO GLOBE AND MAIL

This article was published more than 3 years ago. Some information may no longer be current.

Alex Bozikovic is The Globe and Mail's architecture critic. He is the co-author of *Toronto Architecture: A City Guide* and the co-editor of the new anthology *House Divided: How the Missing Middle Can Solve Toronto's Affordability Crisis*.

Toronto's city council was talking about front doors. The question: How many of them should a house be allowed to have? It was March, and council was considering new rules about “secondary suites” – usually basement apartments – and whether they should be allowed to have their own entrance facing the street. A dull debate, you would think.

But for some, the stakes seemed high. “This has serious implications on the feel and the character of Toronto's neighbourhoods,” argued councillor Jaye Robinson. In the end, she moved to enforce the current rule: A second front door in most areas will still require specific permission. The “stability, the character and the feel of these neighbourhoods,” as Ms. Robinson put it, would be preserved. Her motion passed. And tenants will mostly need to enter through the side door.

[Book excerpt: How Toronto can answer the planet's urgent call to mitigate climate change](#)

The fact that anyone considered this a victory – or indeed that the leaders of Canada's biggest city thought it was worth discussing – is telling. The idea of “neighbourhood character” pops up everywhere in discussions about city planning. And the concept is, for all that, surprisingly vague. When it gets defined, it usually turns out to be a euphemism for something ugly. On the surface, it speaks about architecture and aesthetic concerns, but its substance is about who gets to live where and who, especially today, gets shut out.

The two-doors debate reflects a larger issue in Toronto. However, this issue is not unique. Most cities on the continent have similar rules, including Vancouver, which has its own two-front-doors restriction.



At a time when prosperous cities such as Toronto are facing a crisis of housing affordability, such rules are anachronisms. That only seems more true as you unpack the basis of “character” arguments, in very different historical situations. First, beginning in the 1920s, came the ideal of a master-planned city, where activities – and people of different classes – were sorted out. Second came the idealism of the 1960s gentrifiers and the preservation movement, who romanticized the physical shape of old urban neighbourhoods.

The history of this idea in Toronto reflects these larger trends in North America. “Toronto is eminently a city of homes,” said a Toronto Globe editorial in 1897. As Gil Meslin recounts in an essay in *House Divided*, a new book I co-edited, apartment houses were an innovation that was linked to undesirable populations: immigrants and women living out of wedlock. This antipathy to the apartment building did not change quickly; it just became somewhat less explicit. Toronto’s first Official Plan, in 1949, included this phrase: “Land use planning is concerned with the preservation of the character of neighbourhoods.”

In the postwar period, “character” was widely used as “a defensive term,” historian Richard White says. Neighbourhood character “nearly always [was] something to protect, not something to create.”

And what did it mean? In short, a “neighbourhood” was a place of houses where families with children could live well. Such older neighbourhoods in Toronto had been built before planning really came into effect. But they were under threat in the 1960s from the twin pressures of suburban flight and dense urban redevelopment – apartment buildings. The city was interested in “protecting such areas ... to ensure that they remain good places for families with children.”

In the 1960s, planners were getting this idealistic vision of “the neighbourhood” from elsewhere, mostly the United States. The scholar Suleiman Osman, in *The Invention of Brownstone Brooklyn*, sees the term “neighbourhood” being used often by “brownstoners” – the educated middle-class people who chose to settle in certain older neighbourhoods of that New York borough. Rejecting the sameness of the suburbs, these new arrivals “used phrases such as ‘neighbourhood,’ ‘neighbourly,’ ‘traditional neighbourhood,’ or ‘real neighbourhood’ to describe the area.”

But, he argues, this understanding of the place did not map with the way many long-time residents experienced it; instead, the new arrivals were responding to nostalgic fiction and memoirs, and the political constructions of their own moment. The idea of the neighbourhood was “a seductive commemoration of urban ethnic folk culture, working-class comity, and pastoral innocence,” Prof. Osman writes.

The local details vary, but we all have an idea of what that meant in North American cities: a sepia-toned image of busy, social streets, with colourful “ethnic” foods and cultural practices, a place where everybody knew everybody. Jane Jacobs’s dreamy “sidewalk ballet,” in New York’s Greenwich Village, captures that ideal in high literary style.

One problem is that this city, always somewhat romanticized, no longer exists. Cities change. The old North American neighbourhoods that seemed to need “protection” in 1960 or 1970 are now bastions of wealth. The young people who made the choice to occupy them are now senior citizens. Their cheaply bought real estate is now exceedingly valuable. And if they sell, the “character” of those who come next is likely to be different. The people who are now buying century houses in Vancouver and Toronto are likely to have as many millions as they do children.

And the wider North American experience of the suburbs reflects similar patterns. For much of the baby boomers’ lives, metropolitan houses in the most prosperous cities were accessible to the middle class; now, they are not.

In Toronto, the doctrine of “character” applies in both the old city and the bigger postwar city. And because postwar urbanism was built for the baby boom and designed to be coherent – with only one front door on each house – character there stands even more firmly in the way of change. In Toronto, one-third of the city, or 200 square kilometres, is zoned exclusively for detached houses. It’s now legal to add a secondary suite, the most invisible form of density, to one of these buildings, but not a three-flat or a four-storey apartment building.

And yet those areas are changing. Small houses are being replaced by new chateaux, which have no connection to the architectural styles of the existing neighbourhood. Because these new buildings are single-family houses, they are okayed by city planning regulations, which in Toronto, call for them to “respect and reinforce the existing physical character of the neighbourhood.” What that means is not a policing of architectural style, or materials, or even, often, the size of new houses. It is a prohibition on apartments. “Character” means exclusion.

At the same time, many house neighbourhoods are actually losing people. Across North America, baby-boomer neighbourhoods are emptying out. Smaller families; fewer tenants; elders aging in place; all of these factors contribute to a continuing depopulation of urban neighbourhoods. That includes parts of Vancouver and Toronto. In the latter city, according to planner Cheryll Case, two-thirds of the city’s neighbourhoods have seen their population density decline or remain flat in the past 30 years.

And more people are coming: A recent study by the Canadian Centre of Economic Analysis and the Canadian Urban Institute suggested more than a million people will move to Toronto by 2041.

This is going to mean physical change. A dramatic increase in social housing is already badly needed; when this comes, it will mean apartments and a change in character. Today’s smaller households need more units; this, too, will change character. The houses built for the nuclear families of the 1960s will no longer be able to dominate the city in the same way that they have. But there is room, in the green and park-rich house neighbourhoods of North America, for a lot more people.

But letting those people in will require serious shifts in the architecture and urban design of those places; the presence of hundreds of thousands of homes will be unmistakable. The “character,” in the way we often think about it, will change. There will be more front doors. But the alternative is a city that shuts out new arrivals, or shunts them into illegal rooming houses, and grey-market basements, and condos on old industrial sites. If that is the city we end up building, it will say a lot about our character.

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# NEIGHBORHOOD CHARACTER

## CHAPTER 21

In a neighborhood character assessment under CEQR, one considers how elements of the environment combine to create the context and feeling of a neighborhood and how a project may affect that context and feeling. Thus, to determine a project's effects on neighborhood character, the elements that contribute to a neighborhood's context and feeling are considered together.

New York City's neighborhoods are organic and dynamic places, often identified as much by a long-established character as they are by their changes. Such changes are often brought on by factors independent of the proposed project, such as increases and decreases in population; local, regional, and global economic forces; and shifts in demographic patterns. Neighborhood character impacts are rare. Only under unusual circumstances would a combination of moderate effects to the neighborhood result in an impact to neighborhood character, in the absence of an impact in any of the relevant technical areas.

Moreover, a significant impact identified in one of the technical areas that contribute to a neighborhood's character is not automatically equivalent to a significant impact on neighborhood character. Rather, it serves as an indication that neighborhood character should be examined. The examination focuses on whether a defining feature of the neighborhood's character may be significantly affected. For example, a significant traffic impact may occur if a project adds vehicles to an intersection, increasing the delay to unacceptable levels. This significant impact would not constitute an impact on neighborhood character, however, if a neighborhood's traffic conditions are not considered one of its defining features (*i.e.*, if the traffic conditions are comparable to those of many other neighborhoods and areas in the City). Conversely, a significant impact on neighborhood character may result due to an increase in traffic or a change in the type of traffic (*i.e.*, an increase in truck deliveries) on a neighborhood's roadways if that neighborhood is defined by particularly quiet residential streets, even if that increase did not constitute a significant traffic impact.

As indicated throughout the Manual, it is important for an applicant to work closely with the lead agency during the entire environmental review process. Because the neighborhood character assessment requires considerable coordination among the different technical areas that make up neighborhood character—land use, urban design and visual resources, historic resources, socioeconomics, transportation, and noise—the lead agency should consult, as appropriate, with the City's expert agencies for that specific technical area.

### 100. DEFINITION

Neighborhood character is an amalgam of various elements that give neighborhoods their distinct "personality." These elements may include a neighborhood's land use, urban design, visual resources, historic resources, socioeconomics, traffic, and/or noise. These technical areas are often considered in a CEQR assessment and are defined and described individually in other chapters of the Technical Manual.

### 200. DETERMINING WHETHER A NEIGHBORHOOD CHARACTER ASSESSMENT IS APPROPRIATE

An assessment of neighborhood character is generally needed when a proposed project has the potential to result in significant adverse impacts in any technical area presented below, or when the project may have moderate effects on several of the elements that define a neighborhood's character.



## 210. SIGNIFICANT IMPACTS IN OTHER TECHNICAL AREAS

To determine whether a Neighborhood Character assessment is appropriate, answer the following question:

*Would the project have the potential to result in any significant adverse impacts in the following areas?*

- A. Land Use, Zoning, and Public Policy;
- B. Socioeconomic Conditions;
- C. Open Space;
- D. Historic and Cultural Resources;
- E. Urban Design and Visual Resources;
- F. Shadows;
- G. Transportation; or
- H. Noise.

If “Yes,” a preliminary assessment of neighborhood character may be appropriate. For guidance on conducting a preliminary neighborhood character assessment, proceed to Section 310, below. If the answer is “No,” a preliminary assessment of neighborhood character probably is not required. However, depending on the project, a combination of moderate changes in several of these technical areas may potentially have a significant effect on neighborhood character. See Section 220, below, for further information.

## 220. COMBINATION OF MODERATE EFFECTS

Even if a project does not have the potential to result in a significant adverse impact in any specific technical area(s), additional analysis may be required based on the potential for a combination of moderate effects in more than one area. A “moderate” effect is generally defined as an effect that is reasonably close to the significant adverse impact threshold for a particular technical analysis area.

When considered together, effects on defining elements of a neighborhood may have the potential to significantly affect neighborhood character. These may consist of a combination of urban design, historic resources, shadows, open space, and noise effects. Moderate effects on several these elements may affect defining features of a neighborhood and, in turn, a pedestrian’s overall experience. Additionally, a combination of moderate effects on the land use, socioeconomics, and transportation conditions of a neighborhood may also result in changes in the prevailing businesses and economics of an area, which in turn may affect defining features of the neighborhood and the overall experience of pedestrians, workers, residents, and visitors. If it is determined that two or more categories may have potential ‘moderate effects’ on the environment, the following question should be answered:

*Would the proposed project result in a combination of moderate effects to several elements that cumulatively may affect neighborhood character?*

If a project would result in only slight effects in several analysis categories, then no further analysis is needed. If the answer to the above question is “Yes,” then proceed to the preliminary analysis in Section 320, below.

## 300. ASSESSMENT METHODS

### 310. STUDY AREA

The study area for a preliminary analysis of neighborhood character is typically consistent with the study areas in the relevant technical areas assessed under CEQR that contribute to the defining elements of the neighborhood.

Unless the project covers a substantial physical area or is a generic action, the study area should generally include at least the project site and the area within 400 feet of the project site boundaries. The extent of the study area



may be modified, as appropriate, either to include any additional areas that may be affected by the project or to exclude areas that would clearly not be affected by the project.

Larger study areas may be appropriate in certain circumstances, such as when projects are large in scale, located just outside a well-defined neighborhood that they may affect, or may result in truck routes or other project-related traffic some distance from the proposed site. For example, if a project would facilitate a new commercial building on the outskirts of a well-defined neighborhood, such as Brooklyn Heights, a larger study area may be appropriate. Even if that neighborhood is outside of the quarter-mile radius generally considered an appropriate study area for a new commercial building, it may be appropriate to include a portion of the Brooklyn Heights neighborhood in the study area if the new building may affect its character.

Smaller study areas may be appropriate if the neighborhood that may be affected is itself smaller than the typical study area. An example may be a mid-rise (15- to 20-story) building proposed for midblock in a residential part of the Upper West Side of Manhattan and the midblock portion of the block has a strongly defined low-rise (four- to five-story) residential character that is very different from the ends of the block, where mid-rise buildings with ground floor retail front wide avenues. The proposed building may not affect the character of the ends of the block, but may affect the mid-block portion. Therefore, it may be appropriate for the study area to focus on the midblocks. Considering a study area that is too large would dilute the intensity of the effects.

For generic actions that would affect relatively small areas, the affected areas would serve as the study area. When large areas would be affected, the analysis considers neighborhoods typical of those that would be affected.

### 320. PRELIMINARY ASSESSMENT

A preliminary assessment determines whether changes expected in other technical areas may affect a contributing element of neighborhood character. The assessment should answer the following two questions:

1. *What are the defining features of the neighborhood?*
2. *Does the project have the potential to affect the defining features of the neighborhood, either through the potential for a significant adverse impact or a combination of moderate effects in relevant technical areas?*

#### **DEFINING FEATURES**

Because a neighborhood's character is the result of the combination of various contributing elements, the salient features of the neighborhood should be identified. The discussion should focus on the major characteristics of the neighborhood and how they relate to the area's overall character, and should not merely repeat information about each of the contributing technical areas (*e.g.*, land use, socioeconomic conditions, *etc.*) found elsewhere in the environmental assessment. For instance, the analysis may consider whether a particular housing type, such as rent-stabilized housing, serves to define the socioeconomic character of an area. The displacement of a large amount of this type of housing from the area may potentially affect neighborhood character. This information should be available from the socioeconomic conditions analysis (see Chapter 5, "Socioeconomic Conditions," for guidance). The discussion of neighborhood character should address all of the various components of neighborhood character, even if changes to only one of these elements have triggered the need for an analysis. Some of these elements are critical to the character, while others may only contribute to it.

For example, the Financial District area of Manhattan is characterized and defined by its tall buildings and narrow, winding streets. The skyscrapers front uniformly onto the street, creating a wall. During much of the day, these streets are crowded with pedestrians. In this neighborhood, the height and form of the buildings, the width of the streets, the block form, and the pedestrian activity are the defining characteristics. Other elements, such as socioeconomic conditions, traffic, and noise, contribute to the character, but are not key features of the Financial District area.



In another area, however, such as suburban Staten Island, the width of the streets and the buildings' positions relative to the street may not be important, but the size and form of its single-family, detached homes, the landscaping, and the quiet and traffic-free streets may be.

For purposes of the preliminary assessment, a description of the neighborhood's general defining features is usually appropriate, and depending on the project, a site visit may also be recommended. If a detailed assessment is necessary, that assessment may go into greater depth as needed to make an impact determination.

#### **POTENTIAL TO AFFECT DEFINING FEATURES OF A NEIGHBORHOOD**

After the defining features of a neighborhood are identified, the potential for the project to affect the defining features of the neighborhood, either through the potential for a significant adverse impact or a combination of moderate effects in relevant technical areas, should be examined. For example, a project may affect a defining neighborhood feature if a significant adverse shadow impact was identified on sunlight sensitive features of an historic building or park and that resource was determined to be central to a neighborhood's character. A combination of moderate effects that could affect defining features may occur, for example, with a proposal for a large office complex in an area characterized by quiet residential streets with limited pedestrian and vehicular traffic. In this instance the project may result in an increase in traffic and pedestrian activity on local streets to the extent that the character of the area may be significantly altered.

If the project has the potential to affect defining features of a neighborhood, a detailed assessment of neighborhood character may be appropriate. If there is no potential for the project to affect such features, further analysis is likely not required.

### **330. DETAILED ASSESSMENT**

After a preliminary assessment has been performed and it has been established that a project would affect a contributing element of neighborhood character, the detailed assessment is used to examine potential effects of the project by gathering information through field visits, photographs, and interviews, as needed. Using this information as a baseline, the future No-Action and future With-Action conditions are then projected and compared. The steps involved in a detailed assessment of neighborhood character are described in this section.

#### **331.1. Gather Information**

##### **FIELD VISIT**

Generally, the first step in a detailed analysis is to conduct a field visit to observe the neighborhood. Field visits typically are made during active periods rather than at odd hours. Observations are made of such features as major uses, scale and types of buildings, activity patterns and intensities, and the relationship between traffic, noise, and the character of the streets. Any unusual features or combination of features are identified.

##### **PHOTOGRAPHS**

Photographs are an effective way to illustrate a neighborhood's characteristics.

##### **OTHER AVAILABLE INFORMATION**

Data gathered for other technical areas of the environmental assessment (such as land use, urban design and visual resources, community facilities, socioeconomics, *etc.*) are useful in identifying a neighborhood's characteristics.

##### **INTERVIEWS**

Interviewing neighborhood residents and workers to learn about the neighborhood may also be useful in some cases, but is not generally necessary.



### 331.2. Describe the Existing Character

Both graphics and text may be used to describe the character of the neighborhood affected by the project. This assessment should be organized to identify those elements that have a major determining role in the character of the neighborhood. For examples of how to determine the existing character see Section 320, above.

Generic actions may be assessed similarly. Neighborhoods may be described by the regularity of street grid, building form, site planning and configuration, parking, and streetscape, as well as by predominant land use(s): low-rise residential, medium-density residential, commercial, industrial, or undeveloped.

### 332. Future No-Action Condition

Using the information gathered for other technical areas about changes expected in the future, predict how the character of the neighborhood would change in the future without the proposed project (the No-Action condition). This analysis focuses on the key elements that contribute to neighborhood character and if, and how, they may change without the proposed project.

### 333. Future With-Action Condition

To determine how the proposed project may affect neighborhood character compared to the No-Action condition, the assessment should describe the proposed project in terms of how it would affect the key elements that define the study area's character (the With-Action condition). For example, if one of the most important aspects of a neighborhood's character is that a street ends in a cul-de-sac so that the area is very quiet and has very little traffic, note whether the project would change that condition (by continuing the street through, for example). In the example of Manhattan's Financial District, where the height and form of the buildings, narrowness of the streets, and pedestrian activity are the defining characteristics, a tower-on-a-plaza design for an office building may change neighborhood character in its vicinity, even if it represented a one-for-one replacement of floor area. Also, in this case an increase in traffic alone, although it may be a significant traffic impact that requires mitigation, may not affect neighborhood character.

Generic actions may be assessed in much the same way with somewhat less detail than an assessment of site-specific projects. In some cases, when less detail about the project is available, the assessment considers the circumstances or issues that may affect neighborhood character in the study area.

## 400. DETERMINING IMPACT SIGNIFICANCE

An understanding of the key elements that define neighborhood character, and their relationships to one another, forms the basis for determining impact significance. Usually, a significant change to one of the determining elements of neighborhood character would result in a significant impact on neighborhood character. In general, the more uniform and consistent the existing neighborhood context, the more sensitive it is to change. A neighborhood that has a more varied context is typically able to tolerate greater changes without experiencing significant impacts.

A significant impact identified in one of the technical areas that may contribute to neighborhood character is not automatically equivalent to a significant impact on neighborhood character. Rather, it serves as an indication that neighborhood character should be examined. If that examination determines that one of the defining features of the neighborhood's character would be significantly affected, then a significant impact may occur. For example, a significant traffic impact may occur if a project adds vehicles to an intersection, increasing the delay there. This traffic impact does not result in an impact on neighborhood character if traffic is not an important determining characteristic of that neighborhood. Alternatively, a significant impact on neighborhood character may occur because of an increase in traffic on area roadways, even if that increase did not constitute a significant traffic impact.

Significant impacts on neighborhood character may also occur even if the proposed project would not have a significant impact on any one defining feature of the area. In such cases, the project may have moderate impacts on a num-





ber of defining features that, cumulatively, result in a significant impact on the neighborhood character. For example, a commercial strip in a suburban section of Staten Island may be different in land use and in urban design from the area's detached houses with lawns and landscaping, but not significantly; it may add some traffic to local residential streets, but not a significant amount; and it may increase area noise levels, but not significantly. Altogether, however, the commercial strip may have a significant impact on the neighborhood's character by changing it from a small-scale, quiet residential area to a busier commercial one.

As with other technical areas, significant impacts on neighborhood character may be either beneficial or adverse. Because a neighborhood's character is perceived and contextual, this judgment may be more subjective than in other technical areas. For example, a new and modern apartment building in an older neighborhood may be perceived as an improvement by some, but as out of context and adverse by others. The lead agency should consider comments made during public review in making such a determination as to which significant impacts are adverse and require mitigation.

## 500. DEVELOPING MITIGATION

Often, mitigation proposed for significant impacts in the technical areas that contribute to neighborhood character may also mitigate neighborhood character impacts. For example, if a significant traffic impact is predicted and increases in traffic also significantly affect neighborhood character, measures that mitigate the significant traffic impact may also reduce traffic to levels that are consistent with the neighborhood. Mitigation of urban design impacts often also effectively mitigate related impacts on neighborhood character.

In other situations, however, mitigation measures may alleviate significant adverse impacts in other technical areas, but significant impacts on neighborhood character may remain. In the example of significant traffic impacts, above, mitigation measures may reduce the delay at area intersections to acceptable levels, but not the overall effect that increased traffic may have on the character of the area. The number of vehicles may still be sufficiently large to change the character of the streets. Another example is a project that may result in both significant adverse socioeconomic impacts related to secondary residential displacement and a related significant impact on neighborhood character because of the change in the area's population profile. The socioeconomic impacts may be mitigated by finding affordable housing for displaced residents, but if the residents move out of the neighborhood, the significant impact on the neighborhood's character still occurs.

If mitigation measures presented for the project's other significant adverse impacts, if any, would not mitigate neighborhood character impacts, other mitigation measures are to be identified where feasible. For example, if a signal timing change addresses a traffic impact, but not a related neighborhood character impact, the solution may be deliberate rerouting of project-related traffic to a more suitable street. This solution may be considered even if the diversion causes a new traffic impact (which may be mitigated), but does not affect neighborhood character.

## 600. DEVELOPING ALTERNATIVES

Alternatives proposed to avoid impacts in other technical areas of the environmental assessment may also avoid neighborhood character impacts. Similar to mitigation, alternatives proposed in response to impacts in other technical areas may not necessarily avoid neighborhood character impacts.

Mitigation measures developed specifically to avoid neighborhood character impacts may be incorporated into alternative proposals.

## 700. REGULATIONS AND COORDINATION

### 710. REGULATIONS AND STANDARDS

There are no special statutes, regulations, or standards that specifically control the study of neighborhood character. Regulations and standards for each of the technical areas that may contribute to neighborhood character are discussed in Section 700 of the appropriate Manual chapters.

**720. APPLICABLE COORDINATION**

The neighborhood character assessment requires considerable coordination among the different technical areas that make up neighborhood character—land use, urban design and visual resources, historic resources, socioeconomics, transportation, and noise. The lead agency should ensure that the analysts addressing individual technical areas are aware of the issue of neighborhood character and that the analyst addressing neighborhood character coordinates with these other disciplines.

**730. LOCATION OF INFORMATION**

Information related to the elements of neighborhood character is found in Section 700 of the appropriate technical chapters of this Manual.

## How Discussions of 'Neighborhood Character' Reinforce Structural Racism

Racial covenants aren't enforceable by law anymore, but they're de facto.

by [Gretchen Brown](#)

July 17, 2020 | [Our Future](#) from *www.rewire.org*

When the city of St. Paul, Minnesota, proposed developing apartment buildings and retail space on an empty industrial site, an opinion piece in [Growler Magazine](#) compared the proposed development to a metal shredder.

"Rather than conserving and improving the neighborhood's qualities and characteristics," Charles Hathaway writes. "The redevelopment endorsed by the city's plan disregards the neighborhood's unique characteristics and diminishes its quality."

The site has sat empty in St. Paul's Highland Park neighborhood since the 86-year-old Ford Motor Company Assembly Plant closed a decade ago.

Developer Ryan Companies purchased the site, with plans to build 3,800 housing units, 20 percent of which will be designated affordable housing.

But opponents say development would ruin the "character" of the neighborhood, a place they say has a small town feel amid a mid-sized city.

This isn't just a common phrase; it's literally written right into the language of the [city's zoning code](#) for conditional use:

"The use will not be detrimental to the existing character of the development in the immediate neighborhood or endanger the public health, safety and general welfare."

But what counts as "neighborhood character," and who gets to define it?

In many cities, it's wealthy, white homeowners who have lived there for decades.

"A common tactic is to use zoning for single family homes or large lot zoning that requires the single family homes to have a significant amount of land around the structure," said [Lance Freeman](#), a professor at the Columbia University Graduate School of Architecture, Planning and Preservation.

"Things like that make it difficult to construct multifamily housing. So clearly that would serve to keep out certain types of housing that would be more affordable."



### ICYMI: Did Your Neighborhood Contribute to Institutional Racism?

#### **Racist zoning laws**

Zoning laws in the United States have a [racist history](#). The earliest weren't just implemented to control land use, but also for social control, an effort to keep wealthy neighborhoods from becoming slums.

Though they were intended to improve the environment, they were also used to keep out "undesirables," namely poor people, people of color and immigrants.

While wealthy communities were able to [use zoning](#) to their advantage — preserving their property values, and controlling development of schools and businesses, poor communities of color are often [burdened by what's called "expulsive zoning,"](#) living next to industrial and hazardous waste sites and landfills, and without access to public parks and grocery stores.

We don't just see this in St. Paul. We also see it in cities like [Charleston, South Carolina](#), which is facing an affordable housing crisis but has blocked further development in the center of the city, in the name of historic preservation.

Last year, St. Paul's neighbor, Minneapolis became the [first major city](#) to end single-family housing restrictions, instead allowing multi-family housing to be built anywhere in the city.

But across the river in St. Paul, the battle over density is still happening.

**What's considered 'character?'**

Tom Basgen, 32, is a renter in St. Paul who has been going to public meetings about the former Ford plant site for a decade. He's lived in the city since 2009.



There are more U.S. renters today than there have been at any point since at least 1965. | Credit: Adobe

"They couldn't say, you know, this is Highland Park. We don't want poor people living here," he said.



"They would say, how will this affect the character of our wonderful neighborhood? And it is a wonderful neighborhood. My contention was that as a renter now and a renter then, you know, I like to think I pick up trash, I contribute to that good character of the neighborhood."

Basgen said there's a belief that renters are tumbleweeds, just blowing through a neighborhood with no real commitment to it.

But with [rising home prices](#) and stagnant wages, homeownership is increasingly [out of reach](#) for many Americans. There are [more U.S. renters today](#) than there have been at any point since at least 1965.

In St. Paul, most residents are renters.

But the voices in community meetings are often long time homeowners.

Many homes in the Highland Park neighborhood were historically [bound by racial covenants](#), as Michael Daigh writes for Streets.mn, barring people of color from purchasing them.

Racial covenants haven't been enforceable for decades. But it doesn't mean they didn't have a lasting effect on what we consider "character."

"If a Baby Boomer purchased their Highland home 30 years ago, it is a statistical likelihood that they purchased in the 1980s from another longtime resident who intentionally bought a home that was 'protected' by racial covenants," Daigh writes.

"...It is also reasonable to surmise that, in the twilight of legal racial covenants, homeowners still made intentional choices about whom they sold to."

### **Representation for renters**

There is change happening in St. Paul. Basgen worked to elect Mitra Jalali to the St. Paul City Council two years ago.

Basgen and Jalali have been [described as YIMBYs](#) ("Yes in my backyard") for fighting the neighborhood's [NIMBYs](#) ("Not in my backyard").

Historically, renters haven't had a voice in St. Paul. Jalali made headlines as the first renter and youngest member on the council.

"People who use coded language like 'neighborhood character' and 'historic preservation' are participating in structural white supremacy that has historically and presently mostly valued white 'character' and white 'history' at the expense of everyone else," Jalali said.

"We don't need to discard maintaining historic significance or physical structures in our city, but we do need to discard blocking any and all positive change in the name of one narrow segment of the population's definition of 'history' and 'character.'"

Jalali recently pushed to rezone another area of the city to allow three-story apartment buildings, saying the move would benefit public transit, young people and people of color.

She said the city needs to take a racial equity lens to all urban planning, land use and engagement decisions going forward, to empower communities of color who have been disproportionately affected by racist urban planning. And she says there's more St. Paul could do to improve and expand its zoning code, like eliminating parking minimums.

Last week, the St. Paul City Council passed a [set of renter protections](#) that included limiting security deposits to one month's rent. The protections also require landlords to provide written justification when they do not renew a tenant's lease.

"I think the bellwether of whether this fight is over," Basgen said. "Is whether or not we have homeless people in this town."



**[Gretchen Brown](#)** is an editor for Rewire. She's into public media, music and really good coffee. Email her at [gbrown@rewire.org](mailto:gbrown@rewire.org), or follow her on Twitter [@gretch\\_brown](https://twitter.com/gretch_brown).

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