



CITY OF  
**TUMWATER**

**GENERAL GOVERNMENT COMMITTEE  
MEETING AGENDA**

**Online via Zoom and In Person at  
Tumwater City Hall, Council Conference  
Room, 555 Israel Rd. SW, Tumwater, WA  
98501**

**Wednesday, October 09, 2024  
8:00 AM**

1. Call to Order
2. Roll Call
3. Approval of Minutes: General Government Committee, September 11, 2024
4. 2025 Comprehensive Plan Periodic Update – Housing Allocation and Land Capacity Analysis (Community Development Department)
5. Additional Items
6. Adjourn

**Meeting Information**

All committee members will be attending remotely. The public are welcome to attend in person, by telephone or online via Zoom.

**Watch Online**

<https://us02web.zoom.us/j/84454318596?pwd=4RVWS9B0xznxoahhdZ7hx1a3tWKT47.1>

**Listen by Telephone**

Call (253) 215-8782, listen for the prompts and enter the Webinar ID 844 5431 8596 and Passcode 720656.

**Public Comment**

The public may submit comments by sending an email to [council@ci.tumwater.wa.us](mailto:council@ci.tumwater.wa.us), no later than 5:00 p.m. the day before the meeting. Comments are submitted directly to the Committee members and will not be read individually into the record of the meeting.

**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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contact the Washington State Relay Services at 7-1-1 or 1-(800)-833-6384. To contact the City's ADA Coordinator directly, call (360) 754-4129 or email [ADACoordinator@ci.tumwater.wa.us](mailto:ADACoordinator@ci.tumwater.wa.us).

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL MEETING  
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**CONVENE:** 8:00 a.m.

**PRESENT:** Chair Michael Althausser and Councilmembers Joan Cathey and Leatta Dahlhoff.

Staff: City Administrator Lisa Parks, Community Development Department Director Michael Matlock, Finance Department Director Troy Niemeyer, Transportation Engineer 1 Bernie Gertje, and Land Use and Housing Planner Erika Smith-Erickson.

**APPROVAL OF  
MINUTES: GENERAL  
GOVERNMENT  
COMMITTEE - SPECIAL  
JULY 17, 2024 MEETING:**

**MOTION:** Councilmember Cathey moved, seconded by Councilmember Dahlhoff, to approve the minutes of July 17, 2024 as published. A voice vote approved the motion.

**2025 COMPREHENSIVE  
PLAN PERIODIC  
UPDATE –** Planner Smith-Erickson reviewed the draft Transportation Plan of the Comprehensive Plan.

**TRANSPORTATION:** The City contracted with Fehr and Peers represented by Daniel Dye to assist staff in completing the update of the Transportation Plan.

The Comprehensive Plan is the centerpiece of local planning efforts and guides future development and expenditures. The State Growth Management Act (GMA) requires the City to thoroughly review and update the City’s Comprehensive Plan and development regulations every 10 years. SHB 2296 adopted in 2024 extended the update deadline from June 30, 2025, to December 31, 2025.

Transportation Goal 3 under the GMA states, “Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled, and are based on regional priorities and coordinated with county and city comprehensive plans.” Tumwater’s transportation system provides for the safe, efficient, cost-effective movement of people and goods in ways that support adopted land use plans, enhance neighborhood and community livability, support a strong and resilient economy, and minimize environmental impacts. Staff is working with the consultant to update priorities to cover the next 20 years. The focus of the update will be on safety for both drivers and pedestrians for all modes of transportation.

Elements included in the Transportation Plan are land use assumptions, state-owned transportation facility analysis, facility and service needs

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funding analysis, Intergovernmental coordination efforts, demand management strategies, and active transportation.

Major changes to state law require the City to address Climate Response and Comprehensive Planning (House Bill (HB 1181), Missing Middle Housing (House Bill 1110), and Accessory Dwelling Units (House Bill 1337). HB 1181 is overarching legislation affecting all elements of the Comprehensive Plan.

Under HB 1181, climate-related metrics for reducing greenhouse gas emissions (GHG) and per capita vehicle miles traveled (VMT) are required. GHG and VMT reductions within the city/jurisdiction must not shift VMT/GHG to elsewhere in the state. Focus should be on GHG/VMT reductions that benefit overburdened communities. The policies cannot restrict growth to achieve GHG/VMT reduction requirements.

Planner Smith-Erickson reviewed a table that analyzes the City's most impactful strategies for reducing GHG/VMT. Land use provides the highest potential for reductions in GHG/VMT. Land use would affect zoning and development regulations, especially density as increased density helps to reduce GHG/VMT. Parking policies were also addressed for middle housing within the Housing Element update. Road pricing was addressed by the consultant as gas taxes are reducing because of the increase in electric vehicles. Some strategies include taxing people based on vehicle miles driven for impacts to the road and the environment.

The term "pedestrian and bicycle facilities" will be replaced by "active transportation facilities," defined as "facilities provided for the safety and mobility of active transportation users including, but not limited to, trails, as defined in RCW 47.30.005, sidewalks, bike lanes, shared-use paths, and other facilities in the public right-of-way." Staff recommends extending the definition to include walking, rolling, scootering, and wheel chair access for equity. Active transportation facilities should be included in existing conditions reporting.

Engineer Gertje reported the Washington State Department of Transportation (WSDOT) provided new guidance on stress pedestrians and active transportation users experience as they navigate the transportation system. WSDOT recommends using the guidance as the basis for establishing level of service for active transportation users. The City will use the guidance for active transportation. Essentially, the standards are dependent on the type of road. Higher motorized usage generally creates more stress to pedestrians, cyclists, and other active users. It is likely greater requirements will be necessary for protection for users, such as increased physical separation or planted buffers between motorized traffic and active transportation facilities.

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Chair Althausser asked whether the guidance also accounts for ADA compliance, such as curb cuts to ensure accessibility for all users. Engineer Gertje said the new multimodal level of service (MMLOS) requirement is not based on the average of each segment but on the weakest part of any road. An example is the 70<sup>th</sup> Avenue and Littlerock Road intersection that includes a shared-use path along 70<sup>th</sup> Avenue approaching Littlerock Road. The shared use path ends prior to connecting to the sidewalk at the roundabout requiring pedestrians and other users to walk along the shoulder of the road creating a higher level of stress. While most of the road offers multimodal uses, the segment missing those improvements would result in a lower MMLOS.

Councilmember Dahlhoff referred to two emails she sent regarding that area and the crosswalk. A community member recently witnessed another community member who narrowly escaped from being hit by a vehicle. Cars speed and do not stop for the crosswalk with multiple instances of cars driving into the stormwater retention area. She asked whether planning would address areas that need improvement.

Engineer Gertje advised that the MMLOS assessment will be part of the update effort for the Transportation Plan by identifying high priority areas in the City. A large element of the prioritization will be based on location to the City center, access to government facilities, and other criteria.

Councilmember Dahlhoff recommended the prioritization process should include a discussion on rural areas of the City. The sidewalk along 70<sup>th</sup> Avenue provides access; However, her mother on a scooter is unable to access the other side of the street as it lacks a sidewalk and is obstructed by stormwater infrastructure. Engineer Gertje acknowledged the request as those issues are also factored as part of the prioritization process. Councilmember Dahlhoff added that staff should contact the Squaxin Island Tribe about its new development near 79<sup>th</sup> Avenue and Littlerock Road to discuss the possibility of completing a lighted sidewalk during the development process, as the development will generate more pedestrian traffic. Engineer Gertje acknowledged how staff works closely with developers to ensure the development of connected multimodal facilities.

Planner Smith-Erickson reported HB 1181 requires ADA Transition Plans as part of the Transportation Plan. The legislation requires the City to evaluate current facilities to assess ADA accessibility, develop program access plans or “transition plans” to address deficiencies, identify physical obstacles, describe methods to make the facilities accessible, develop a schedule for making changes, and identify public officials responsible for implementation. The plan must include a discussion of how funds will be secured to address identified needs of the transportation system, including state owned facilities. However, the City is not required to identify a source of funding or obtain funding for state owned transportation facilities other

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than state owned facilities must be addressed in the plan.

HB 1181 requires targeted outreach efforts for vulnerable populations and overburdened communities. Vulnerable populations include those at higher risk for poor health outcomes due to unemployment, high housing and transportation costs relative to income, racial or ethnic minorities, and low-income populations. Overburdened communities are a geographic area where vulnerable populations face combined, multiple environmental harms and health impacts that include but not limited to highly impacted communities.

“Missing” middle housing is housing types between single-family residences and mid-rise, multi-family residences and includes duplexes through sixplexes, townhouses, stacked flats, courtyard apartments, and cottage housing. Designated GMA cities need to allow certain minimum densities in support of middle housing. The new requirements for missing middle housing affect the Transportation Plan because of population due to increased density. Enabling more housing in higher densities of buildings and eliminating parking spaces must be considered in terms of accommodating housing parking needs. The review will also include current transportation impact fees. The new requirements would enable a minimum of two accessory dwelling units per lot. New state laws require changes in the City’s codes, as owner-occupancy is no longer required for the residential lot. Parking requirements will change as well as impact fee calculations.

Draft Comprehensive Plan Goals include:

1. Engagement – Continuous engagement with the community and the region.
2. Coordination – Coordination between Plans/Elements.
3. Vibrancy – Community Vibrancy – Foster livability by evoking a sense of identity through arts/culture, attracting and sustaining desired economic activity that supports the community. Make investments that emphasize Tumwater as a welcoming place and enhance community building.
4. Equity – Ensure that all members of the community, especially those whose needs have been systematically neglected, are well served by making decisions and investments through an anti-racist and inclusive process which results in equitable outcomes.
5. Resiliency – Increase climate resiliency by promoting sustainability, reducing pollution, promoting health habitats, and supporting clean air and water.
6. Fiscal Stewardship – Wise investments of public and private funds.
7. Environmental – Protection and enhancement.

City staff and the consultant project team met in June 2024 to review goals

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in the Transportation Plan. The current Transportation Plan includes 19 goals. Following more discussion, the team identified four top-level goals with many of the existing goals converted to policies and/or implementation actions under the main four-level goals.

Planner Smith-Erickson reviewed the 19 categories of existing goals:

1. Transportation & Land-User Consistency
2. Multimodal Transportation System
3. Barrier-Free Transportation
4. System Safety and Security
5. System Maintenance and Repair
6. Travel Demand Management
7. Transportation Technologies
8. Freight Mobility
9. Streets, Roads, and Bridges
10. Public Transportation
11. Bicycling
12. Walking
13. Rail
14. Aviation
15. Public Involvement
16. Intergovernmental Coordination
17. Environmental & Human Health
18. Performance Measures
19. Transportation Funding

Draft 2025 Transportation Plan Goals include:

- Improve and maintain a complete system that efficiently supports people walking, rolling, and biking, accessing transit, driving, and making regional connections
- Prioritize safety and quality of life especially for the most vulnerable users of our system
- Invest wisely to support a resilient and maintainable transportation system
- Minimize our impacts and advance environmental goals

Chair Althaus asked how trails are factored within the new goals. Prior community surveys rank trails as an important asset by the community. The City is also working on several trail projects.

Engineer Gertje reported trails generally fall within the realm of the Parks and Recreation Department. However, there is some overlap between the Transportation and Engineering Department and the Parks and Recreation Department. Trails should be included in the conversation with the consultant.

Planner Smith-Erickson reported the Planning Commission offered

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feedback on the four goals. Most of the comments pertained to language, such as “minimize our impacts” and cautions against including “our” as it speaks to ownership of an issue. The Commission suggested the goal of “investing wisely” could be improved to reflect a proactive statement.

Councilmember Dahlhoff asked about any discussion on the language of “vulnerable users” within the second goal of “Prioritize safety and quality of life.” The goal should speak to all types of users. Planner Smith-Erickson advised that the comment would be followed up with the project team.

Chair Althaus added that “vulnerable user” is a term the state uses based on recent law that speaks to pedestrian safety and vulnerable users. The state often uses the terminology, which could have been replicated in the new goal.

Engineer Gertje explained that the term refers to anyone not using a motorized vehicle. As vehicle safety has increased for occupants, safety has not kept pace for pedestrians and other multimodal transportation users.

Councilmember Cathey questioned the intent of the goal to “Minimize our impacts.” Engineer Gertje said the goal speaks to minimizing environmental impacts by reducing greenhouse gas emissions and reducing vehicle miles traveled.

Planner Smith-Erickson added that the goals are broadly stated but each goal includes policies and actions that provide more detail.

Councilmember Cathey conceded that as development of the plan continues, environmental impacts would be acknowledged because all transportation affects the environment greatly.

Planner Smith-Erickson said the Commission also provided comments on the goal to “Improve and maintain a complete system” and expanding the goal to acknowledge all forms of the system, such as including freight, aviation, and other modes of transportation. It may result in revising the goal and addressing multimodal within the policies and actions.

Chair Althaus recommended replacing “Invest wisely” with “Invest strategically to support a resilient and maintainable transportation system.”

Planner Smith-Erickson said the team plans to begin reviewing other emerging transportation ideas of safety, multimodal considerations, level of service standards for all modes, congestion, state of good repair, and sustainability.

The consultant shared information with the Planning Commission on the safe team system approach. Safety is an important topic within the update



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covering safe road users, safe vehicles, safe speeds, safe roads, and post-crash care. The target goal for safety is zero with no accidents. The intent is to eliminate accidents and keep pedestrians safe. The previous focus was on vehicle driver safety with airbags and seat belts; however, the focus has been expanded to consider safety of all users of different transportation modes.

Councilmember Dahlhoff asked whether the fire and police departments review the Transportation Plan to provide feedback because they are the first responders to accidents. Planner Smith-Erickson said first responders are a component of the post-crash care in terms of how traffic and accessibility affect timely response and how quickly responders are able to reach accidents to provide assistance. The police and fire departments should be involved in the discussions.

Councilmember Dahlhoff cited a recent accident in front of Tumwater Middle School. The configuration of the road prevented the fire department from responding to the incident. Design elements in the transportation system should consider access by first responders. She would welcome police and fire feedback when they encounter barriers because of the design of roads, which affects response times.

Engineer Gertje described WSDOT's target zero campaign by prioritizing efforts that prevent fatal and serious injury crashes. A substantial element in the campaign is ensuring vulnerable transportation users are considered for all streets. Tumwater has some specific challenges with fire access and redundancy as the City has many hills and wetlands that prevent redundancy. It is also important that neighborhoods have multiple accesses through community development standards. Staff is considering all those aspects as part of the update.

Planner Smith-Erickson reviewed a diagram of Safe System Principles. The draft plan is also expanding level of service to reflect multimodal level of service encompassing, auto, pedestrian, bicycle, transit, and global. Some considerations under each mode include:

- Auto
  - Volume to capacity (Vice Chair Michel) ratio
  - Intersection delay
  - Corridor Travel time
- Pedestrian
  - Sidewalks
  - Connectivity
  - Block length
- Bicycle
  - Network completeness
  - Connectivity

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- Perception of Safety/stress
- Transit
  - Service present
  - Service quality
  - Corridor amenities
- Global
  - Mode split
  - VMT
  - Person trips
  - Person delay
  - Mobility units

Planner Smith-Erickson shared a diagram of Level of Traffic Stress (LTS) 1-4 with Level 1 representing the lowest level of stress that most children and their parents would find comfortable to Level 4 as tolerable for any significant distance only by strong and fearless bicycle riders who are comfortable riding in a mixed traffic environment.

Engineer Gertje explained that LTS is an assessment of the level of travel stress on any road. Most users would be uncomfortable riding a road rated LTS 4. The intent is to ensure all roads are accessible and appealing to all people by ensuring a rating of LTS 1 across the City. The same level of traffic stress is different for each street. A residential street with low traffic and speeds would be easy to rate as LTS 1, while collector and arterial roads would be more difficult to rate at LTS 1. The LTS model will be applied to all streets in the City to document needed improvements to achieve a rating of LTS 1 on all streets.

Planner Smith-Erickson cited the discussion on congestion. Studies have documented that when lanes are added or roads are widened, traffic will increase creating ongoing congestion. Adding capacity can decrease safety. Some capacity improvements are justified. However, the City prefers to avoid adding lanes to address traffic. The City has been progressive by adding roundabouts to reduce traffic congestion. The update will consider ways to address congestion other than adding more capacity.

The City was rated and received a report from the Society of Civil Engineers for aviation, bridges, dams, drinking water, roads, schools, transit, stormwater, and wastewater. The City's average score was C. Staff is considering ways to improve the rating during the periodic update of the Comprehensive Plan and through planning activities.

The Transportation Plan must also consider sustainability in terms of climate change, natural disasters, equity, and the economy. As the population increases, factors to consider is how well the transportation system can keep pace, what new tools and modes of travel could assist the

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City in managing transportation, and how can streets and roads support vibrant and local economies.

Councilmember Dahlhoff asked whether sustainability also considers the composition of materials used for roads. She asked how procurement of materials or the utilization of new technology is factored in the plan.

Engineer Gertje said that although the question is important, that aspect has not been considered during the update of the Transportation Plan. Councilmember Dahlhoff recommended including a discussion about the type of materials during the update and in forecasting the future. One example is using carbon-friendly materials, such as wood products for furniture. WSDOT lab has been testing different material compositions. Procurement of materials should be included in the sustainability element as a baseline. Engineer Gertje pointed out that the focus of maintaining existing roads rather than adding capacity would have some affect on the carbon impacts of materials. Councilmember Dahlhoff acknowledged the intent but preferred to include an element to ensure materials are considered.

Planner Smith-Erickson reported the current plan serves as a foundation for the update. The pandemic changed how and where everyone works and travels and there have been changes in transportation priorities at the federal, state, and local levels since 2016. The update will incorporate all the changes, input from the community, Planning Commission, stakeholders, and the committee. Staff continues working with the consultant on the draft goals and policies. Pending information to be received by the City include land capacity analysis and final housing allocations from Thurston Regional Planning Council. Staff plans to begin working on the details of the plan and updating language of the four goals.

**2025 COMPREHENSIVE  
PLAN PERIODIC  
UPDATE – DOCUMENT  
FORMAT:**

Planner Smith-Erickson presented a template of the proposed format of the Comprehensive Plan. The layout has been revised to increase user friendliness and accessibility. Goals and policies will be separate from technical information. The intent is to simplify when possible. The proposed plan introduction provides an overview of the plan, background, GMA, and overarching goals. Staff proposes to develop a separate user guide and a goal and policy guide. The plan includes all the elements with accompanying goals, policies, and implementation actions, a technical background document, subareas plans, maps and appendices. Some elements do not require subarea plans or maps, etc. Staff proposes to reduce some of the technical information by incorporating information in either the user guide, plan introduction, or the goal and policy guide. Throughout the plan, more graphics and pictures will be included to aid in the readability of the document.

Councilmember Dahlhoff asked whether staff uses a screen reader to test whether the document can be accessed and read by people who have

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difficulties seeing to access and interact with digital content. She also recommended using “plain talk” as state agencies have been mandated to use “plain talk” and ensure documents are understandable.

Planner Smith-Erickson explained that prior to uploading documents to the website staff completes accessibility checks. Staff received training from the Communications Department and it is a requirement for staff to complete an accessibility check.

Councilmember Dahloff asked whether staff also tests for translation and audio. Planner Smith-Erickson advised that she would follow up with the Communications Department to ensure all accessibility requirements are tested.

Planner Smith-Erickson asked the committee to provide feedback on formatting to ensure readability of the document by the public and whether the information is understandable.

Chair Althaus offered that his perception of an introduction section entails a discussion as to why the City completes a comprehensive plan. However, the introduction appears to be both an introduction and an executive summary. He supports providing a user guide for the community as the entire document would be difficult to navigate.

**ADJOURNMENT: With there being no further business, Chair Althaus adjourned the meeting at 9:03 a.m.**

Prepared by Valerie L. Gow, Recording Secretary/President  
Puget Sound Meeting Services, psmsoly@earthlink.net

TO: General Government Committee  
 FROM: Brad Medrud, Planning Manager  
 DATE: October 9, 2024  
 SUBJECT: 2025 Comprehensive Plan Periodic Update – Housing Allocation and Land Capacity Analysis

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1) Recommended Action:

This is a discussion item about the final Housing Allocation and Land Capacity Analysis prepared by the Thurston Regional Planning Council in support of the City’s 2025 Comprehensive Plan periodic update.

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2) Background:

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by December 31, 2025.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan. [2025 Comprehensive Plan Update | City of Tumwater, WA](#) contains links to guidance material and information about the update.

The intent of this briefing is to discuss how the region and the City will be addressing the requirements of House Bill 1220 in the Comprehensive Plan, which added new requirements to the Growth Management Act in 2021 for jurisdictions to “plan for and accommodate housing affordable to all economic segments of the population of this state.”

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3) Policy Support:

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.

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4) Alternatives:

None.

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5) Fiscal Notes:

An Interlocal Agreement between the City of Lacey, the City of Olympia, the City of Tenino, the City of Tumwater, City Yelm, Thurston County, and Thurston Regional Planning Council to Support Housing Element Updates was approved by the City Council in February 2024 that allowed the City of Tumwater to participate with other jurisdictions in the County in having the Thurston Regional Planning Council (TRPC) complete a land capacity analysis for housing in cities of Lacey, Olympia, Tenino, Tumwater, and Yelm, and Thurston County that meets regional needs for Comprehensive Plan updates due in 2025, and if necessary, facilitate a review and update to the housing allocations for the Thurston region completed in 2023. The total cost to the City will be \$8,149 and will be paid for by the General Fund.

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6) Attachments:

- A. Report
- B. Presentation



# Planning for and Accommodating Housing Needs in Thurston County

Implementing the Housing Affordability Requirements of HB 1220  
September 2024

**For more information contact:**

Michael Ambrogi, Senior Planner  
Thurston Regional Planning Council  
2411 Chandler Court SW, Olympia, WA 98502  
[ambrogim@trpc.org](mailto:ambrogim@trpc.org) | [info@trpc.org](mailto:info@trpc.org)



**Title VI Notice**

Thurston Regional Planning Council (TRPC) hereby gives public notice that it is the agency's policy to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, and related statutes and regulations in all programs and activities. Title VI requires that no person shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any Federal Highway Aid (FHWA) program or other activity for which TRPC receives federal financial assistance. Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with TRPC. Any such complaint must be in writing and filed with the TRPC's Title VI Coordinator within one hundred and eighty (180) days following the date of the alleged discriminatory occurrence.

**Americans with Disabilities Act (ADA) Information**

Materials can be provided in alternate formats by contacting the Thurston Regional Planning Council at 360.956.7575 or email [info@trpc.org](mailto:info@trpc.org).



**THURSTON REGIONAL PLANNING COUNCIL** is a 23-member intergovernmental board made up of local governmental jurisdictions within Thurston County, plus the Confederated Tribes of the Chehalis Reservation and the Nisqually Indian Tribe. The Council was established in 1967 under RCW 36.70.060, which authorized creation of regional planning councils.

TRPC’s mission is to “Provide visionary, collaborative leadership on regional plans, policies, and issues for the benefit of all Thurston region residents.” To support this mission, we:

- Support **regional transportation** planning consistent with state and federal funding requirements.
- Address **growth management, environmental quality**, and other topics determined by the Council.
- **Assemble and analyze data** that support local and regional decision making
- Act as a “**convener**”, build regional **consensus** on issues through information and citizen involvement.
- Build **intergovernmental consensus** on regional plans, policies, and issues, and advocate local implementation.

**2024 Membership**

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<b>Government Jurisdiction</b>	<b>Name of Representative</b>
Town of Bucoda	Miriam Gordon
City of Lacey	Robin Vazquez, Chair
City of Olympia	Dani Madrone
City of Rainier	Dennis McVey
City of Tenino	John O'Callahan, Secretary
City of Tumwater	Eileen Swarthout
City of Yelm	Joe DePinto
Thurston County	Carolina Mejia
Intercity Transit	Debbie Sullivan
LOTT Clean Water Alliance	Carolyn Cox
Port of Olympia	Amy Evans Harding, Vice Chair
PUD No. 1 of Thurston County	Chris Stearns
Olympia School District	Hilary Seidel
North Thurston Public Schools	Esperanza Badillo-Diiorio
Tumwater School District	Mel Murray
Confederated Tribes of the Chehalis Reservation	Amy Loudermilk
Nisqually Indian Tribe	David Iyall

**Associate Members**

Thurston County Economic Development Council	Michael Cade
Lacey Fire District #3	Liberty Hetzler
Puget Sound Regional Council	Josh Brown
Timberland Regional Library	Cheryl Heywood
The Evergreen State College	William Ward
Thurston Conservation District	David Iyall

**Executive Director**

Marc Daily

**Project Partners**

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City of Lacey	Vanessa Dolbee, Community and Economic Development Director Ryan Andrews, Planning Manager
City of Olympia	Leonard Bauer, Community Planning and Development Director Tim Smith, Interim Community Planning and Development Director Casey Schaufler, Associate Planner
City of Tenino	Cristina Haworth, SCJ Alliance Dan Penrose, SCJ Alliance
City of Tumwater	Brad Medrud, Long Range Planning Manager Mike Matlock, Community Development Director
City of Yelm	Gary Cooper, Planning and Building Manager
Thurston County	Ashley Arai, Interim Community Planning and Economic Development Director

**Thurston Regional Planning Council Staff**

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Allison Osterberg, Planning Manager  
Michael Ambrogi, Senior Planner

This project was funded by an interlocal agreement between TRPC and the project partner jurisdictions.

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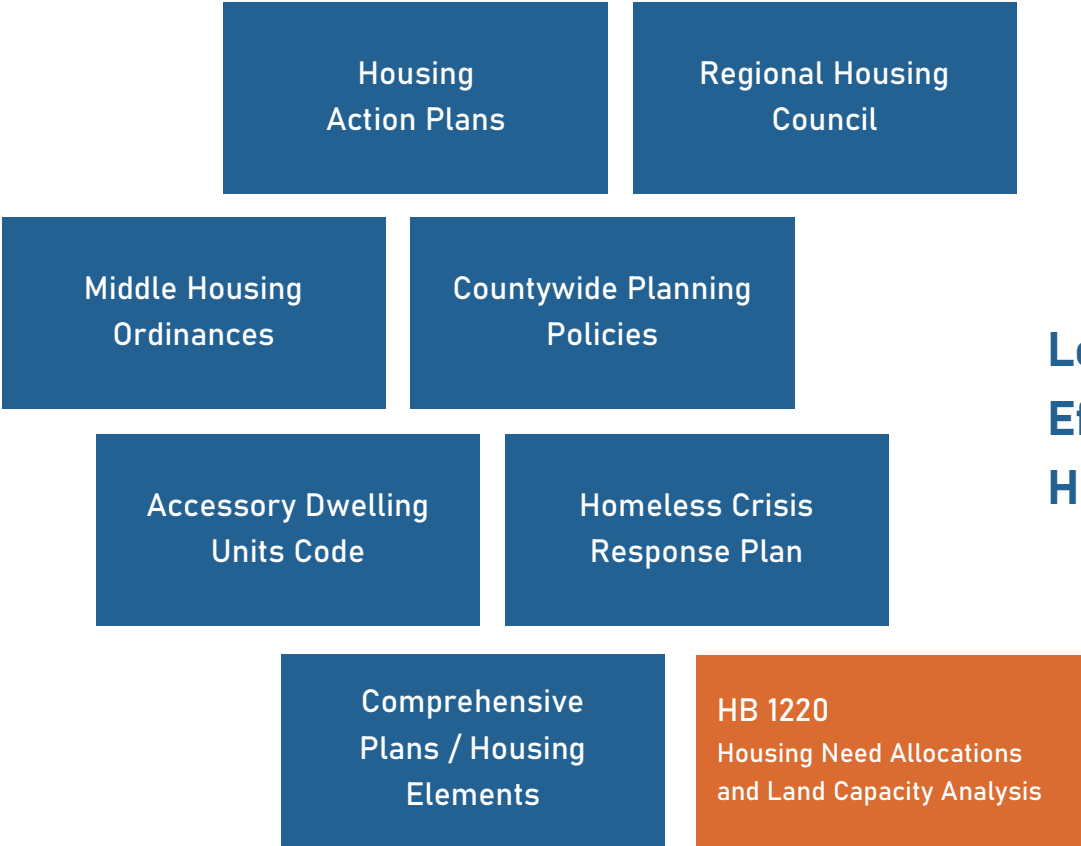
# EXECUTIVE SUMMARY

## New GMA Requirements

House Bill 1220 — passed by the state legislature in 2021— added new requirements to the Growth Management Act for jurisdictions to “**plan for and accommodate housing affordable to all economic segments of the population of this state.**” Thurston County and the cities of Lacey, Olympia, Tenino, Tumwater, and Yelm contracted with Thurston Regional Planning Council (TRPC) to facilitate a process and provide data analysis support to implement this law.

The Thurston region has a long history of planning for affordable housing and much has been done at both the local and regional level. HB 1220 addresses just a small piece of the affordable housing problem — whether land, and how it is zoned, is a barrier to new affordable housing.

HB 1220 requires jurisdictions to ensure zoning is not a barrier to affordable housing. On its own, the law will not lead to more affordable housing.

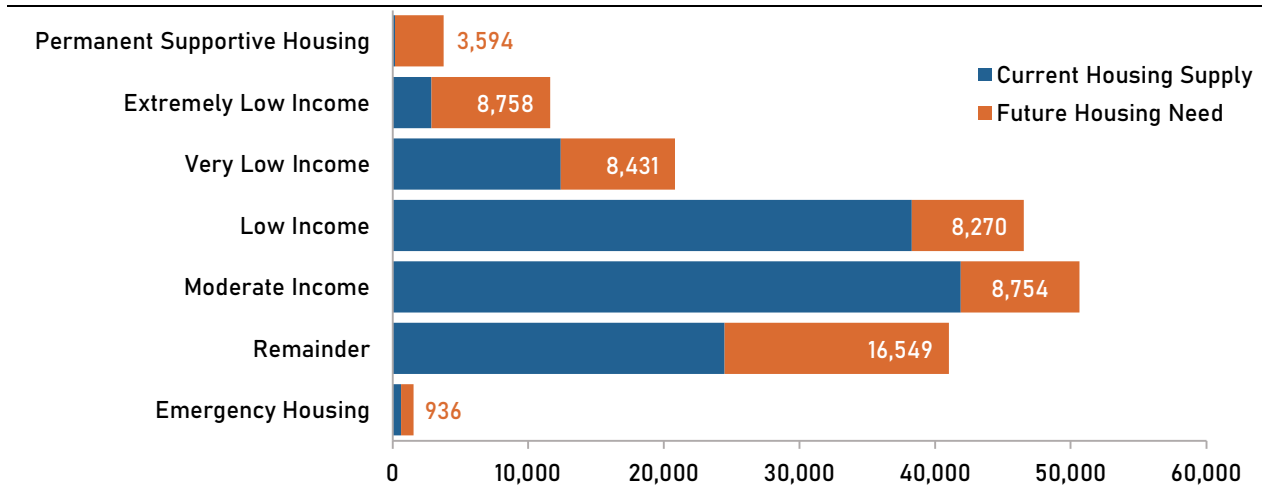


## Local and Regional Efforts to Address Housing Affordability

## A Growing Need for Affordable Housing

Data from TRPC and the state Dept. of Commerce identify a need for 54,356 new housing units to accommodate our region’s growing population. To address the current housing affordability crisis — and to ensure future residents can afford housing — **29,053 additional units will need to be affordable to low-income households**. An additional 936 emergency housing units and beds are needed for the population experiencing homelessness.

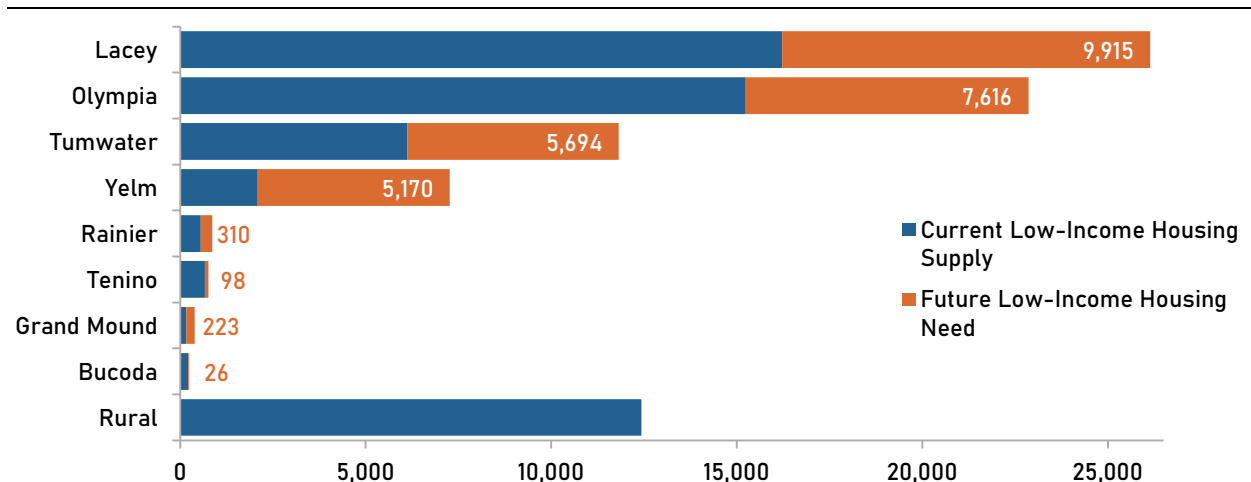
Figure 1  
Countywide Housing Need by Income



## Where Should Affordable Housing Go?

HB 1220 gives jurisdictions discretion to decide how much low-income housing each jurisdiction should plan for, as long as the countywide need is addressed. The project partners recommended TRPC accept an allocation that met the three values they identified: **fair, clear, and cooperative**.

Figure 2  
Low-Income Housing Need (0-80% AMI) Allocated to Each Jurisdiction and its UGA

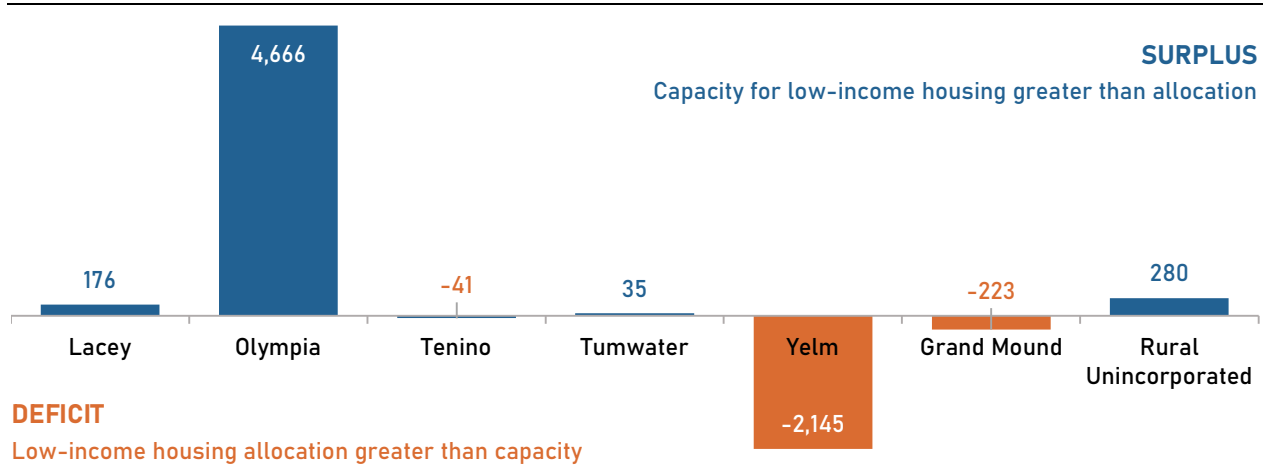


Thurston County's urban areas generally allow a wide range of housing types that can accommodate affordable housing, including accessory dwellings, duplexes, triplexes, manufactured homes, and apartments.

### Is Land the Barrier?

The project included a land capacity analysis that compared the low-income housing need allocated to each jurisdiction to the amount of buildable land in zones that can accommodate low-income housing types. **For most jurisdictions, land — and how it is zoned — is not the barrier to accommodating low-income housing.** Deficits were only found in three jurisdictions: Tenino, Yelm, and the Grand Mound UGA.

Figure 3  
Low-Income Housing Need Compared to Capacity for Jurisdictions and Their UGAS



### Findings and Next Steps

The land capacity analysis found that:

- The Lacey, Olympia, and Tumwater urban areas, and the rural unincorporated County have sufficient capacity to accommodate future low-income housing needs, as allocated regionally.
- The Tenino, Yelm, and Grand Mound urban areas have deficits in capacity to accommodate future low-income housing need, as allocated regionally. These jurisdictions will need to include strategies in their comprehensive plan update that will eliminate these deficits.

While HB 1220 requires jurisdictions to ensure zoning is not a barrier to affordable housing, on its own, the law will not lead to more affordable housing. All jurisdictions will need to identify policies, programs, and funding gaps to achieve the region's affordable housing goals in the housing elements of their comprehensive plans. Jurisdictions will also need to implement the other requirements of HB 1220 not discussed in this report, including addressing policies with racially disparate impacts and establishing anti-displacement policies.

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## INTRODUCTION

In 2021, the Washington State Legislature passed HB 1220 which requires cities, towns, and counties to “plan for and accommodate” future housing affordable to a range of incomes and to document the projected housing need each jurisdiction is planning for in the housing element of its comprehensive plan. Specifically, jurisdictions must estimate the number of housing units needed for moderate, low, very low, and extremely low-income households; and emergency housing, emergency shelters, and permanent supportive housing (Table 1). Jurisdictions must also show that there is sufficient land available to accommodate the housing need identified.

The state Dept. of Commerce (Commerce) provided guidance for jurisdictions to implement HB 1220<sup>1</sup>. The guidance recommends that jurisdictions work collaboratively to implement the law. In that spirit, Thurston County and the cities of Lacey, Olympia, Tenino, Tumwater, and Yelm (the “project partners”) contracted with Thurston Regional Planning Council (TRPC) to facilitate a process among the project partners and provide the necessary data analysis. The city of Rainier and town of Bucoda were also invited to participate.

The project was completed in two phases. In Phase 1, the project partners reviewed options for allocating the countywide housing need to jurisdictions. In Phase 2, TRPC completed a land capacity analysis identifying any zoning constraints to accommodating those allocations.

HB 1220 also established requirements for jurisdictions to identify local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing and identify and implement policies and regulations to undo them; and identify areas at higher risk of displacement and establish anti-displacement policies. These requirements are being addressed by the jurisdictions in a separate process and are not included in this report.

Table 1: Housing Types Called out in HB 1220, and Thurston County Income Thresholds

Housing Type	Percent of Thurston Area Median Income*	Equivalent 2023 Household Income*
Extremely Low Income	Less than 30%	Less than \$30,750
Very Low Income	30 to 50%	\$30,750 to \$51,250
Low Income	50 to 80%	\$51,250 to \$82,000
Moderate Income	80 to 120%	\$82,000 to \$102,500
Permanent supportive housing	Subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors.	
Emergency housing	Temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing, and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement.	
Emergency shelter	Facilities that provide a temporary shelter for individuals or families who are currently homeless. Emergency shelter may not require occupants to enter into a lease or an occupancy agreement. Emergency shelter facilities may include day and warming centers that do not provide overnight accommodations.	

Note: Housing types are defined in [RCW 36.70A.030](#). \*Income thresholds are based on HUD estimates for a family of four.

### Income Ranges

HB 1220 uses information from the U.S. Department of Housing and Urban Development (HUD) to define income levels. While the percent of the area median income (e.g. 30-50% AMI) is used as shorthand for the income ranges in this report, these values refer to a four-person reference household. HUD adjusts income thresholds based on household size.

## HOUSING NEED ALLOCATIONS

The first step in implementing HB 1220 is to identify the housing need allocation for each jurisdiction — the number of units apportioned to each jurisdiction to meet the countywide need for moderate, low, very low, and extremely low-income households; and emergency housing, emergency shelters, and permanent supportive housing. While HB 1220 requires Commerce to identify the countywide number of units in each income range, it gives jurisdictions discretion in how that need is allocated to cities, unincorporated urban growth areas (UGAs), and the rural unincorporated County.

Between August and October 2023, TRPC convened a project team that included planning directors and staff from Thurston County and the cities of Lacey, Olympia, Tumwater, and Yelm. This group identified the following shared values to assess different housing need allocation methods and select a preferred approach:

### Fair

- Distributes new low-income units across all jurisdictions
- Recognizes the differences among jurisdictions and existing housing distribution
- Recognizes needs of community members – especially people who rely on permanent supportive housing and emergency housing

### Clear

- Easy to communicate to public and elected officials
- Tailored to jurisdiction boundaries (including UGAs)
- Uses established methods to limit risk of legal challenges

### Cooperative

- Builds on existing structures and processes – including the Regional Housing Council, Comprehensive Plan updates, Countywide Planning Policies
- Supported by all workgroup members

The project partners also agreed that the total number of housing units allocated to each jurisdiction should be consistent with the jurisdiction population, employment, and housing projections adopted by TRPC in September 2019.<sup>2</sup>

## Countywide Housing Needs

HB 1220 builds on existing requirements for jurisdictions to plan for population growth. TRPC's most recent population and employment forecast estimates that 54,356 new housing units will be needed between 2020 and 2045 to support projected population growth (88,707 new people).<sup>2</sup> Table 2 shows the number of housing units projected for each jurisdiction. These projections were developed consistent with Thurston County's Countywide Planning Policies.

Table 2: TRPC Projected Housing Need by Jurisdiction

		Housing Units		
		2020 Census	2045 TRPC Projection	2020-2045 Projected Need
Bucoda	Town	241	375	134
Lacey	City	23,042	28,196	5,154
	UGA	13,562	22,532	8,970
Olympia	City	25,642	38,286	12,644
	UGA	5,093	6,744	1,651
Rainier	City	850	1,421	571
	UGA	54	77	23
Tenino	City	780	1,299	519
	UGA	5	14	9
Tumwater	City	11,064	17,740	6,676
	UGA	1,210	3,726	2,516
Yelm	City	3,456	10,960	7,504
	UGA	515	659	144
Grand Mound	UGA	424	734	310
Rural Unincorporated		35,500	43,031	7,531
<b>Total</b>		<b>121,438</b>	<b>175,794</b>	<b>54,356</b>

Note: TRPC forecast adopted September 6, 2019, for jurisdiction boundaries as of September 1, 2023. Numbers may not add to total due to rounding.

HB 1220 adds a requirement that jurisdictions plan for a specific number of housing units affordable for moderate, low, very low, and extremely low-income households; and emergency housing, emergency shelters, and permanent supportive housing. Commerce's Housing for All Planning Tool (HAPT)<sup>2</sup> provided the estimated housing need for each income range and housing type shown in Table 3. Income ranges are expressed as a percent of the area median income; the equivalent household incomes for the Thurston region in 2023 are shown in Table 3. While HB 1220 does not require jurisdictions to plan for housing affordable to households earning more than 120% of the area median income, this need is included so the number of units can be summed up to the total (identified as "Remainder" in tables).

While cities, towns, and counties have discretion over how this need is allocated among the jurisdictions, the countywide housing need identified by Commerce for each income range cannot be changed.

Table 3: Dept. of Commerce Housing Needs by Income Level for Thurston County

	Estimated Supply (2020)	Total Future Supply (2045)	Net Need (2020-2045)	Estimated Supply (2020)	Total Future Supply (2045)	Net Need (2020-2045)
<b>Housing Units</b>						
0-30% AMI (PSH)	180	3,774	3,594	0.1%	2.1%	6.6%
0-30% AMI (Non-PSH)	2,874	11,632	8,758	2.4%	6.6%	16.1%
30-50% AMI	12,405	20,836	8,431	10.2%	11.9%	15.5%
50-80% AMI	38,285	46,555	8,270	31.5%	26.5%	15.2%
80-100% AMI	26,403	30,776	4,373	21.7%	17.5%	8.0%
100-120% AMI	15,489	19,870	4,381	12.8%	11.3%	8.1%
Remainder	24,476	41,025	16,549	20.2%	23.3%	30.4%
Other	1,327	1,327	0	1.1%	0.8%	0.0%
<b>Total</b>	<b>121,438</b>	<b>175,794</b>	<b>54,356</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>
<b>Emergency Housing (Beds)</b>	<b>626</b>	<b>1,562</b>	<b>936</b>	—	—	—

Note: "AMI" refers to the area median family income, which HUD estimates was \$102,500 in 2023 for Thurston County. Income ranges are expressed relative to the AMI; income ranges are for a family of four. "PSH" is permanent supportive housing. "Other" includes recreational, seasonal, or migrant labor housing. Numbers may not add up to totals due to rounding. Housing types are defined in [RCW 36.70A.030](#).

## Baseline Housing Supply

The project partners agreed that it was important to plan for housing in both the incorporated and unincorporated urban growth areas of each jurisdiction. Since the tools provided by Commerce did not provide estimates for UGAs, TRPC revised the baseline housing supply estimates provided by Commerce using the assumptions listed below. In addition, TRPC revised the baseline supply to reflect current (September 1, 2023) jurisdiction boundaries.

- Use TRPC's parcel-level housing estimates where newly annexed jurisdiction boundaries do not align with 2020 Census blocks.
- The percentage of housing by income range in each UGA is the same as what Commerce estimated in the HAPT tool for its adjacent incorporated area.
- There is no permanent supportive housing or emergency housing in the unincorporated UGA.
- Any permanent supportive housing units where Commerce was unable to determine the jurisdiction (68 units total) were assumed to be in Olympia based on data provided by Olympia staff in the 2023-2027 Thurston-Olympia Consolidated Plan.
- The revised housing supply uses newly released 2020 decennial census data on seasonal and migrant housing instead of American Community Survey (ACS) estimates used in the Commerce HAPT tool. (While HB 1220 does not require jurisdictions to plan for seasonal and migrant housing, these units are removed from the available housing supply.)

HB 1220 only requires housing need allocations for cities, towns, and the unincorporated areas. However, the partners requested housing allocations for the unincorporated UGAs to inform how they plan for housing needs in areas likely to be annexed over the next 20 years. These UGA estimates are for informational purposes only; Thurston County — in consultation with the cities — has discretion over how

the housing need is allocated between urban and rural unincorporated areas as long as the total housing units align with Table 1.

## Preferred Allocation Method

The project partners reviewed several methods for allocating the countywide housing need to jurisdictions. Two methods were developed by Commerce in its HAPT tool. TRPC staff also meet with staff from King, Kitsap, Pierce, and Snohomish Counties to discuss their method. Due to their earlier periodic Comprehensive Plan update deadline, all four counties had made progress implementing HB 1220.

The project partners ultimately preferred a variation of the method used by Snohomish County, because it best achieves the shared values identified on Page 7. The preferred method modifies the Snohomish County method so that no low-income housing or emergency housing is allocated to the rural unincorporated County. The partners developed this modification in response to feedback from Commerce that **residential zoning in rural areas — predominantly large, single-family lots — cannot accommodate the housing types and utilities required for low-income housing, permanent supportive housing, and emergency housing.**

The preferred method:

- Begins with an expectation that each jurisdiction should plan for the same share of the new housing need in each income range, but credits jurisdictions that currently have a higher-than-average share of low-income housing.
- Results in allocations that are positive and consistent with the housing need projected for each jurisdiction (Table 2) and for each income range countywide (Table 3).
- Is consistent with the Countywide Planning Policies and is supported by all project partners.
- Limits allocation of low-income housing to rural areas, in line with Commerce guidance.

The preferred housing need allocation is shown in Table 4; the process for calculating it is described in Appendix I. The housing need allocations were accepted by TRPC on **December 6, 2024 (anticipated)**. These allocations replace numbers provisionally accepted by TRPC on March 1, 2024.

Table 4: 2020-2045 Housing Need Allocations

		Housing Units								Beds
		Total	Income Level (Percent of Area Median Income)							Emergency Housing
			0-30%		30-50%	50-80%	80-100%	100-120%	Remainder	
			PSH	Non-PSH						
Bucoda	Town	134	6	12	0	8	67	20	21	3
Lacey	City	5,154	424	1,086	1,199	515	0	540	1,390	103
	UGA	8,970	684	1,698	1,468	2,841	0	721	1,558	179
	Total	14,124	1,108	2,784	2,667	3,357	0	1,261	2,948	282
Olympia	City	12,644	942	2,339	2,877	590	2,093	1,144	2,660	253
	UGA	1,651	156	278	435	0	235	152	395	33
	Total	14,295	1,098	2,617	3,312	590	2,328	1,296	3,055	286
Rainier	City	571	43	107	0	161	44	103	114	11
	UGA	23	0	0	0	0	0	0	23	0
	Total	594	43	107	0	161	44	103	137	12
Tenino	City	519	33	65	0	0	220	96	105	10
	UGA	9	0	0	0	0	0	0	9	0
	Total	528	33	65	0	0	220	96	114	11
Tumwater	City	6,676	554	1,320	1,002	1,129	806	627	1,238	133
	UGA	2,516	170	415	307	797	333	171	323	50
	Total	9,192	723	1,736	1,309	1,926	1,140	798	1,561	184
Yelm	City	7,504	557	1,373	1,090	2,085	518	757	1,125	150
	UGA	144	10	25	30	0	0	41	38	3
	Total	7,648	567	1,398	1,120	2,085	518	798	1,163	153
Grand Mound	UGA	310	16	40	23	143	57	11	19	6
Rural Unincorporated		7,531	0	0	0	0	0	0	7,531	0
<b>Thurston County</b>		<b>54,356</b>	<b>3,594</b>	<b>8,758</b>	<b>8,431</b>	<b>8,270</b>	<b>4,373</b>	<b>4,381</b>	<b>16,549</b>	<b>936</b>

Accepted by TRPC on *December 6, 2024 (anticipated)*.

Note: Numbers may not add to totals due to rounding. "PSH" refers to permanent supportive housing.

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## LAND CAPACITY ANALYSIS

The second step in implementing HB 1220 is a land capacity analysis to identify if there is sufficient capacity — based on zoning and development regulations — to accommodate the identified housing need. Commerce’s guidance for updating housing elements<sup>1</sup> outlines five steps for completing the land capacity analysis, which are described in this report:

1. Summarize Land Capacity by Zone
2. Categorize Zones by Allowed Housing Types and Density Category
3. Relate Zone Categories to Potential Income Levels and Housing Types
4. Summarize Capacity by Zone Category
5. Compare Allocated Housing Need to Capacity

These steps are described below. The land capacity analysis was completed as part of Phase 2 of the project.

Due to the unique nature of joint planning in Thurston County, the partners requested that the land capacity analysis combine data for cities and their unincorporated urban growth areas. How low-income housing is allocated within unincorporated urban areas will be addressed in the cities’ comprehensive plans and the joint plans the cities have with Thurston County.

### Summarize Land Capacity by Zone

“Capacity” refers to the potential number of new dwelling units that could be built on a parcel based on zoning, development regulations, development trends, and market factors. Capacity includes greenfield development, infill development, and redevelopment. Under the ILA for Phase 2, the partners agreed to use the land capacity model developed for TRPC’s most recently adopted forecast and the 2021 Buildable Lands report. The documentation for that model — including the assumptions that went into it — can be found in TRPC’s forecast documentation<sup>4</sup> and the Buildable Lands report<sup>5</sup>.

The capacity estimates for each zone are shown in Appendix II.

### Changes from Adopted Forecast

While TRPC used the same land capacity model to develop TRPC’s adopted forecast and the 2021 Buildable Lands Report, the capacity estimates differ from those published in 2021 Buildable Lands Report for the following reasons:

*Extension of Planning Horizon to 2045.* The planning horizon for the Buildable Lands Report was 2040 while the planning horizon for Comprehensive Plans is 2045. The capacity for housing need allocations includes additional capacity due to:

- Land expected to be redevelopable after 2040
- Accessory dwelling units expected to be built between 2040 and 2045
- Development of some master planned communities projected to occur after 2040

- Difficult-to-sewer areas and areas without sewer expected to have sewer after 2040

*Recent development.* TRPC also adjusted the capacity to account for recent housing development. If a project was permitted that exceeded the capacity estimate in TRPC’s model, the capacity was revised to the permitted number of units.

TRPC did not revise capacity to account for changes in market trends, zoning, or development regulations that have occurred since the last forecast was updated. Doing so would require substantial updates to the population and housing forecast adopted by TRPC in 2019 that serves as the foundation for the housing need allocations and was not included in the scope of work of the current ILA.

*Bush Prairie Habitat Conservation Plan.* The City of Tumwater and the Port of Olympia are working on a habitat conservation plan (the “Bush Prairie HCP”) to mitigate the impacts of development on four species protected under the Endangered Species Act. TRPC’s adopted forecast includes assumptions that mitigation in the Bush Prairie HCP (and other jurisdiction HCPs) would reduce capacity in the rural unincorporated County. However, the latest draft of the Bush Prairie HCP identifies significant mitigation within Tumwater’s city limits. Therefore, the land capacity analysis reduced capacity in the zones where mitigation is most likely to occur by the factors show in Table 5. The estimated acres removed for mitigation were provided by Tumwater staff.

Table 5. Capacity Reduction Factors for Bush Prairie HCP

Zone	Acres Removed for Mitigation	Total Area (Vacant Parcels)	Reduction Factor
MFH	5	18.7	26.8%
MFM	30	83.1	36.1%
MU	30	27.0	100.0%
SFL	190	354.6	53.6%
SFM	40	227.2	17.6%

*Note: Acres removed for mitigation provided by Tumwater staff. Total area is from TRPC’s land capacity model. Reduction only applied to capacity on vacant parcels.*

### Capacity for Accessory Dwelling Units

TRPC’s method for projecting accessory dwelling units (ADUs) mirrors Commerce’s guidance. TRPC projects the number of ADUs likely to be built over the next 20 to 25 years based on past trends and recent changes to development regulations. The units are then allocated to “potential ADU lots.” The estimated number of ADUs for each jurisdiction is shown in Table 6.

Within urban areas of Thurston County (including cities, towns, and unincorporated urban areas), TRPC projects 565 ADUs across 11,886 potential ADU lots — a participation rate of about five percent. Potential lots have only one single-family unit and no additional dwellings and are located in areas platted prior to 1970 (referred to as “infill areas”). For the rural unincorporated county, TRPC projects 280 ADUs across 24,271 potential ADU lots — a participation rate of about one percent. Potential lots have one single-family unit and no additional dwellings.

For the land capacity analysis, Tumwater and Yelm requested revisions to the ADU assumptions in their urban areas based on observed or expected trends. These are shown in Table 6.

Table 6: Estimates of Accessory Dwelling Units by Jurisdiction.

Jurisdiction		Accessory Dwellings		Potential ADU Lots
		Adopted Forecast	For LCA	
Bucoda	City	9	No Change	195
Lacey	City	97	No Change	2,045
	UGA	43	No Change	906
Olympia	City	309	No Change	6,502
	UGA	1	No Change	16
Rainier	City	5	No Change	104
	UGA	0	No Change	0
Tenino	City	19	No Change	395
	UGA	0	No Change	0
Tumwater	City	73	No Change	1,536
	UGA	0	10	0
Yelm	City	9	100	185
	UGA	0	20	2
Grand Mound	UGA	0	No Change	0
<b>Urban Total</b>		<b>565</b>	<b>686</b>	<b>11,886</b>
<b>Rural Total</b>		<b>280</b>	<b>No Change</b>	<b>24,271</b>
<b>Countywide</b>		<b>845</b>	<b>966</b>	<b>36,157</b>

### Capacity for Emergency Housing

Per Commerce’s guidance, jurisdictions do not need to do a land capacity analysis for emergency housing if:

- The jurisdiction has one or more zones that allow hotels, all of which allow for emergency housing by right. Alternatively, this condition may be met by demonstrating that emergency housing is allowed by right in a majority of zones within a one-mile proximity to transit.
- The jurisdiction has no regulations that limit the occupancy, spacing, or intensity of emergency housing.

The project partners confirmed at least one of these conditions applied to their jurisdictions, therefore TRPC did not complete a land capacity analysis for emergency housing.

## Categorize Zones by Allowed Housing Types and Density Category

Step 2 of Commerce’s guidance recommends that jurisdictions assign a density category to each zone based on the density and types of housing allowed. The partners agreed to use the example categories in Commerce’s guidance shown in Table 7. In May 2024, TRPC met with jurisdiction staff to review the housing types allowed in each zone and assign a density category; this information is shown in Appendix II.

Table 7: Categories for Classifying Zones by Housing Types Allowed

Zone Category	Typical housing types allowed
Low Density	Detached single-family homes
Moderate Density	Townhomes, duplex, triplex, quadplex
Low-rise Multifamily	Walk-up apartments (up to 3 floors)
Mid-rise Multifamily	Apartments in buildings with ~4-8 floors (~40-85 feet in height)
High-rise/Tower	Apartments in buildings with ~9 or more floors (>85 feet in height) and requiring steel frame construction

Note: Adapted from Commerce’s guidance. Manufactured homes are not listed as a housing type because by law they should be allowed in all zones that permit residential uses. High-Rise/Tower zones are likely to be relevant only in major metropolitan cities. Condominiums are omitted since they are a type of ownership, not housing.

## Relate Zone Categories to Potential Income Levels and Housing Types

For the land capacity analysis, housing types are tied to an affordability level. Commerce’s guidance provides examples of this relationship for moderate- and high-cost communities in Washington State which may be used in the land capacity analysis if a more detailed market analysis is not available. The project partners agreed to use the relationship for moderate-cost communities (Table 8) for this analysis.

Note that the assigned affordability levels are intended to indicate the potential for that zone to accommodate housing affordable to different income levels, not a guarantee that any housing in those zones actually will be affordable at specific household income levels.

Table 8: Relationship of Zone Categories to Housing Income Levels Served in Moderate-Cost Communities

Zone category	Lowest potential income level served		Assumed affordability level for capacity analysis
	Market Rate	With subsidies and/or incentives	
Low Density	Higher income (>120% AMI)	Not typically feasible at scale	Higher income (>120% AMI)
Moderate Density	Moderate income (>80-120% AMI)	Not typically feasible at scale	Moderate income (>80-120% AMI)
Low-rise Multifamily	Low income (>50-80% AMI)	Extremely low and Very low income (0- 50% AMI)	Low income and PSH (0-80% AMI)
Mid-rise Multifamily	Low income (>50-80% AMI)	Extremely low and Very low income (0- 50% AMI)	Low income and PSH (0-80% AMI)
ADUs (all zones)	Low income (>50-80% AMI)	N/A	Group with Low-rise and/or Mid-rise Multifamily

Note: Adapted from Commerce's guidance

### Capacity for Low-Income Housing in Moderate Density Zones

The project partners noted that in some situations, low-income housing may be built in low or moderate density zones. This could include:

- Housing built by Habitat for Humanity or similar organizations. Table 9 shows the number of recently constructed Habitat for Humanity projects in Thurston County.
- Under HB 1110, cities between 25,000 and 75,000 are required to allow duplexes in residential zones, and quadplexes if at least one unit is affordable to a low-income household.

The land capacity analysis used HB 1110 as a guide for estimating how much capacity in moderate-density zones could accommodate low-income housing. The land capacity model found 1,104 parcels in Lacey, Olympia, and Tumwater — the three jurisdictions affected by the law — with capacity for four or more units. Total capacity on those parcels is 18,697, or 4,674 low-income units assuming one in four is an income-restricted unit (Table 10).

Table 9: Recent or Upcoming Habitat for Humanity Projects

Jurisdiction	Project	Units	Zone	Density Category
Lacey	Deyoe Vista Subdivision	33	MD	Low-rise Multifamily
Tumwater	Tâícn Housing Development	28	MFM	Low-rise Multifamily
Yelm	—	22	R-4	Moderate Density
Olympia	3900 Boulevard Rd	112	RM-18	Low-rise Multifamily
Olympia	Fairview	16	R-4-8	Moderate Density
Olympia	Trinity Court	6	R-4-8	Moderate Density
Olympia	Covenant Court	20	RM-24	Mid-rise Multifamily
<b>Total</b>		<b>237</b>		

Table 10: Parcels with Capacity for Four or More Units in Moderate Density Zones

Jurisdiction	Parcels	Capacity	
		Total	Low-Income
Lacey City	92	1,540	385
Lacey UGA	334	8,376	2,094
Olympia City	333	3,144	786
Olympia UGA	114	1,466	366
Tumwater City	205	3,737	934
Tumwater UGA	26	435	109
<b>Total</b>	<b>1,104</b>	<b>18,697</b>	<b>4,674</b>

## Summarize Capacity by Zone Category

In Step 4, the total capacity in each zone category is summarized. This provides the total capacity that could accommodate housing in each income level. These totals are shown in Table 11; detailed capacity by zone is in Appendix II (“Total Capacity” columns).

Table 11: Capacity by Zone Category

	ADUs	Midrise Multifamily	Lowrise Multifamily	Moderate Density		Low Density	Total
	0-80% AMI	0-80% AMI	0-80% AMI	0-80% AMI	80-120% AMI	>120% AMI	
Lacey and UGA	140	2,387	5,085	2,479	8,256	50	18,397
Olympia and UGA	310	3,468	7,352	1,152	5,404	1,255	18,941
Tenino and UGA	19	39	0	0	376	211	644
Tumwater and UGA	83	1,455	3,148	1,043	3,692	2,441	11,861
Yelm and UGA	120	0	2,655	0	5,610	745	9,130
Rainier UGA	0	0	0	0	0	108	108
Grand Mound UGA	0	0	0	0	406	0	406
Rural Unincorporated	280	0	0	0	0	17,744	18,024
<b>All Partner Jurisdictions</b>	<b>952</b>	<b>7,349</b>	<b>18,239</b>	<b>4,674</b>	<b>23,744</b>	<b>22,554</b>	<b>77,512</b>

## Compare Allocated Housing Need to Capacity

The final step of the land capacity analysis is to compare the allocated housing need allocated to each jurisdiction to the capacity for new housing. A summary of the difference between the allocated housing need and capacity is shown in Table 12; detailed findings are shown in Tables 13-20 (“Surplus or Deficit” columns). A positive number (surplus) indicates that there is sufficient capacity to accommodate the allocated housing need for a given income level while a negative number (deficit) indicates that there is insufficient capacity. HB 1220 does not require jurisdictions to plan for or accommodate housing for high-income households; data for that income range is excluded.

The land capacity analysis found no deficits in the Lacey, Olympia, and Tumwater urban areas. Deficits were found in Tenino, Yelm, and Grand Mound. The project partners agreed that they would identify strategies to eliminate these deficits as part of their periodic Comprehensive Plan updates. All deficits were found in the low-income categories; no deficits were found in the moderate-income range.

No deficits were found in the rural unincorporated County. Per Commerce guidance, the low-density residential zoning in rural areas — predominantly large lots — cannot accommodate the housing types and utilities required for low-income housing, permanent supportive housing, and emergency housing.

Table 12: Summary of Surplus/Deficit by Jurisdiction

	Lacey and UGA	Olympia and UGA	Tenino and UGA	Tumwater and UGA	Yelm and UGA	Rainier UGA	Grand Mound UGA	Rural
<b>Aggregate Housing Need</b>								
0-80% AMI	9,915	7,616	98	5,694	5,170	0	223	0
80-120% AMI	1,261	3,623	316	1,937	1,316	0	68	0
<b>Capacity</b>								
0-80% AMI	10,091	12,282	58	5,729	3,025	0	0	280
80-120% AMI	8,256	5,404	376	3,692	5,860	0	406	0
<b>Surplus / Deficit</b>								
0-80% AMI	176	4,666	-41	35	-2,145	0	-223	280
80-120% AMI	6,995	1,781	60	1,755	4,545	0	338	0

Note: A positive number (surplus) indicates that there is sufficient capacity to accommodate the allocated housing need for a given income level while a negative number (deficit) indicates that there is insufficient capacity

### Yelm Master Planned Community

Yelm is the community with the largest deficit in the land capacity analysis. However, 60 percent of Yelm’s capacity for future housing — an estimated 5,000 units — is on 1,250 vacant acres zoned Master Planned Community (MPC). The land capacity analysis assumes that 2,000 low-rise multifamily units that could accommodate low-income households, and 3,000 moderate density units that could accommodate moderate-income households. However, exactly how much affordable housing this area could accommodate will depend on the master plan the City approves.

Table 13: Lacey City and UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	1,108	9,915	10,091	176
0-30% Other		2,784			
30-50%		2,667			
50-80%		3,357			
80-100%	Moderate Density	0	1,261	8,256	6,995
100-120%		1,261			

Table 14: Olympia City and UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	1,098	7,616	12,282	4,666
0-30% Other		2,617			
30-50%		3,312			
50-80%		590			
80-100%	Moderate Density	2,328	3,623	5,404	1,781
100-120%		1,296			

Table 15: Tenino City and UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	33	98	58	-41
0-30% Other		65			
30-50%		0			
50-80%		0			
80-100%	Moderate Density	220	316	376	60
100-120%		96			

Table 16: Tumwater City and UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	723	5,694	5,729	35
0-30% Other		1,736			
30-50%		1,309			
50-80%		1,926			
80-100%	Moderate Density	1,140	1,937	3,692	1,755
100-120%		798			



Table 17: Yelm City and UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	567	5,170	3,025	-2,145
0-30% Other		1,398			
30-50%		1,120			
50-80%		2,085			
80-100%	Moderate Density	518	1,316	5,860	4,545
100-120%		798			

Table 18: Rainier UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	0	0	0	0
0-30% Other		0			
30-50%		0			
50-80%		0			
80-100%	Moderate Density	0	0	0	0
100-120%		0			

Note: Rainier did not participate in the project so data for the city are not available

Table 19: Grand Mound UGA

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	16	223	0	-223
0-30% Other		40			
30-50%		23			
50-80%		143			
80-100%	Moderate Density	57	68	406	338
100-120%		11			

Table 20: Rural Unincorporated County

Income Level	Zone Categories Serving These Needs	Housing Need	Aggregate Housing Need	Total Capacity	Surplus or Deficit
0-30% PSH	Low-rise Multifamily Mid-rise Multifamily ADUs	0	0	280	280
0-30% Other		0			
30-50%		0			
50-80%		0			
80-100%	Moderate Density	0	0	0	0
100-120%		0			

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## REFERENCES

1. Dept. of Commerce (2023) Guidance for Updating Your Housing Element  
<https://deptofcommerce.app.box.com/s/1d9d517g509r389f0mjpowh8isjpirlh>
2. Dept. of Commerce (2024) Housing for All Planning Tool (HAPT)  
<https://deptofcommerce.app.box.com/s/i4ku9gqhckvs73yj66mzlfc3hn036ct5>
3. TRPC (September 6, 2019) Consent Calendar  
<https://www.trpc.org/Calendar.aspx?EID=344>
4. TRPC (2019) Population and Employment Land Supply Assumptions for Thurston County  
<https://www.trpc.org/236/Population-Employment-Forecasting>
5. TRPC (2021) Buildable Lands Report for Thurston County  
<https://www.trpc.org/164/Buildable-Lands>

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# APPENDIXES

## Appendix I: Housing Need Allocation Method

The project partners preferred the method used by Snohomish County to allocate the housing need to jurisdictions best achieved the values the group identified: fair, clear, and cooperative.

The Snohomish County method was modified so that no low-income housing or emergency housing was allocated to the rural unincorporated County. This was in response to feedback from Commerce that residential zoning in rural areas — predominantly large lots — could not accommodate the housing types and utilities required for low-income housing, permanent supportive housing, and emergency housing.

The allocation method follows a four-step process. Examples for the city of Lacey are include.

### Step 1: Same-Share Housing Need (HAPT Method A)

Calculate each jurisdiction's 2020-2045 housing need, assuming the same percentage is affordable in every jurisdiction. This is the same as Allocation Method A in Commerce's HAPT tool.

*16.1% of the countywide 2020-2045 housing need needs to be affordable to a very low-income household. For the city of Lacey, that would equate to 799 housing units.*

### Step 2: Theoretical Housing Baseline

Calculate the theoretical 2020 housing supply if every jurisdiction had the same share of housing in each income range.

*Currently, 10.3% of housing units in Thurston County are affordable to a very low-income household. If the percentage of housing affordable in each income range was the same in every jurisdiction, Lacey would have 2,371 housing units affordable to a very low-income household.*

### Step 3: Housing Need Adjustment Factor

Subtract the theoretical 2020 housing supply (Step 2) from the actual 2020 housing supply to get an adjustment factor.

*Lacey currently has 1,832 housing units affordable to a very low-income household — less than the theoretical equal-share distribution (Step 2). Lacey's housing need adjustment factor for the very-low-income range is 539 housing units (2,371 minus 1,832).*

### Step 4: Initial Housing 2020-2045 Need

Add the housing need adjustment (Step 3) to the same-share allocation (Step 1). Set any negative allocations in Step 4 to zero. Set any low- or moderate-income housing (0 to 120% AMI) allocated to the rural unincorporated County to zero.

Lacey's initial housing need is 1,338 housing units (799 plus 539). If this number had been negative, it would be set to zero.

### Step 5: Final 2020-2045 Housing Need

Removing the negative allocations results in total housing numbers that are higher than Commerce's estimate of housing need. Step 5 reduces the allocations generated in Step 4 proportionally to match both TRPC's housing unit projections for each jurisdiction and the countywide housing need in each income range identified by Commerce. An iterative process is used — called "Iterative Proportional Fitting" — to ensure that all rows and columns sum to the correct total.

After the negative allocations in Step 4 are set to zero, the total low-income housing allocation for all jurisdictions is 159 units higher than the countywide need. The initial allocations are reduced to match the housing totals (Table 2 and Table 3).

Table 21: Preferred Method Sample Calculation of the Very-Low-Income (30-50% AMI) Housing Need.

Jurisdiction		2020 Housing Supply	Step 1	Step 2	Step 3	Step 4	Step 5
			Equal-Share Housing Need	Theoretical 2020 Supply	Adjustment Factor	Initial Allocation	Final Allocation
Bucoda	Town	120	21	25	-96	Less Than 0	0
Lacey	City	1,832	799	2,371	539	1,338	1,199
	UGA	1,075	1,391	1,391	316	1,707	1,468
Olympia	City	1,782	1,961	2,635	853	2,814	2,877
	UGA	356	256	522	167	423	435
Rainier	City	211	89	88	-123	Less than 0	0
	UGA	13	4	5	-8	0	0
Tenino	City	211	80	81	-130	Less than 0	0
	UGA	1	1	1	-1	0	0
Tumwater	City	1,099	1,036	1,138	39	1,075	1,002
	UGA	120	390	124	4	394	307
Yelm	City	247	1,164	356	109	1,273	1,090
	UGA	37	22	53	16	39	30
Grand Mound	UGA	52	48	43	-9	39	23
Rural		5,249	1,168	3,573	-1,677	Less than 0	0
<b>Total</b>		<b>12,405</b>	<b>8,431</b>	<b>12,405</b>	<b>0</b>	<b>9,103*</b>	<b>8,431</b>

Notes: \*Sum of positive values.

## Appendix II: Estimated Capacity and Density Category by Zone

Notes: P: housing type is permitted; C: housing type is conditionally allowed. Information is included to support the density category assigned to each zone. Consult jurisdiction code for specifics on which housing types are allowed. The city of Rainier and town of Bucoda are not included in the interlocal agreement so are omitted from the TRPC analysis. Per Dept. of Commerce guidance, manufactured homes are omitted since they should be permitted in all zones. Capacity estimate excludes accessory dwelling unit assumptions. Capacity in this table excludes accessory dwelling units.

Zone		Capacity	Density Category	Select Housing Types				
				Single-Family	Townhome	2 to 4-Plex	Apartment	ADU
<b>Bucoda</b>								
All Zones	City	—	N/A					
<b>Lacey</b>								
AG	UGA	11	Low Density	P				P
AQUATC	City	0	Nonresidential					
AQUATC	UGA	0	Nonresidential					
C	City	0	Nonresidential					
CBD 4	City	44	Mid-rise Multifamily	P	P	P	P	P
CBD 5	City	110	Mid-rise Multifamily		P		P	
CBD 6	City	55	Mid-rise Multifamily				P	
CBD 6	UGA	0	Mid-rise Multifamily				P	
CBD 7	City	12	Mid-rise Multifamily				P	
CCD	City	144	Low-rise Multifamily		P		P	
CO	City	227	Mid-rise Multifamily		P		P	
GC	City	0	Nonresidential					
HD	City	1,598	Mid-rise Multifamily		P	P	P	P
HD	UGA	386	Mid-rise Multifamily		P	P	P	P
HPBD-BC	City	68	Mid-rise Multifamily		P		P	
HPBD-C	City	17	Mid-rise Multifamily		P		P	
LD	City	1,666	Moderate Density	P	P	P		P
LD	UGA	4,933	Moderate Density	P	P	P		P
LHN	City	31	Low Density	P				P
LI	City	0	Nonresidential					
LI	UGA	0	Nonresidential					
LI-C	City	0	Nonresidential					
MD	City	1,338	Low-rise Multifamily	P	P	P	P	P
MD	UGA	906	Low-rise Multifamily	P	P	P	P	P
ME	UGA	0	Nonresidential					
MGSA	UGA	3,166	Moderate Density	P	P			P
MHDC	City	525	Mid-rise Multifamily		P		P	

Zone		Capacity	Density Category	Select Housing Types				
				Single-Family	Townhome	2 to 4-Plex	Apartment	ADU
MHDC	UGA	710	Mid-rise Multifamily		P		P	
MMDC	City	73	Moderate Density	P	P	P	P	P
MMDC	UGA	172	Moderate Density	P	P	P	P	P
NATURL	City	1	Low Density	P				P
NC	City	0	Nonresidential				P	
NC	UGA	0	Nonresidential				P	
OS-I	City	1	Nonresidential					
OS-I	UGA	0	Nonresidential					
OSI-P	City	0	Nonresidential					
OSI-P	UGA	0	Nonresidential					
OSI-S	City	0	Nonresidential					
OSI-S	UGA	0	Nonresidential					
SHORES	City	3	Low Density	P	P	P		P
SMU	City	0	Nonresidential					
URBCON	City	3	Low Density	P				P
V(U)C	City	178	Moderate Density	P	P	P	P	P
V(U)C	UGA	547	Moderate Density	P	P	P	P	P
WD	City	1,332	Mid-rise Multifamily		P		P	
<b>Olympia</b>								
AS	City	0	Nonresidential					
CAP	City	0	Nonresidential					
COSC	UGA	31	Low-rise Multifamily	P	P	P	P	P
CSH	City	0	Nonresidential	P	P	P	P	P
DB	City	1,442	Mid-rise Multifamily	P	P	P	P	P
GC	City	168	Low-rise Multifamily	P	P	P	P	P
HDC-1	City	3	Moderate Density	P	P	P	P	P
HDC-2	City	4	Moderate Density	P	P	P	P	P
HDC-3	City	37	Moderate Density	P	P		P	P
HDC-4	City	3,019	Mid-rise Multifamily	P	P	P	P	P
I	City	0	Nonresidential					
LI-C	City	0	Nonresidential					
LI-C	UGA	0	Nonresidential					
MHP	City	0	Moderate Density	P	P	P		P
MR-10-18	City	117	Low-rise Multifamily	P	P	P	P	P
MR-7-13	UGA	0	Moderate Density	P	P	P	P	P
MS	City	217	Mid-rise Multifamily	P	P	P	P	P
NR	City	2	Moderate Density	P	P	P	P	P



Zone		Capacity	Density Category	Select Housing Types				
				Single-Family	Townhome	2 to 4-Plex	Apartment	ADU
NR	UGA	10	Moderate Density	P	P	P	P	P
NV	City	410	Low-rise Multifamily	P	P	P	P	P
PO/RM	City	688	Low-rise Multifamily	P	P	P	P	P
PUD	City	83	Mid-rise Multifamily	C	C	C	C	C
R-1/5	City	4	Low Density	P	P	P		P
R-1/5	UGA	39	Low Density	P	P	P		P
R-4	City	16	Low Density	P	P	P		P
R-4	UGA	154	Low Density	P	P			P
R-4-8	City	3,758	Moderate Density	P	P	P		P
R-4-8	UGA	1,553	Moderate Density	P	P			P
R-4CB	City	445	Low Density	P		P		P
R-6-12	City	1,141	Moderate Density	P	P	P		P
R-6-12	UGA	51	Moderate Density	P	P	P		P
RLI	City	464	Low Density	P	P	P	P	P
RLI	UGA	133	Low Density	P	P	P	P	P
RM-18	City	945	Low-rise Multifamily	P	P	P	P	P
RM-18	UGA	837	Low-rise Multifamily	P	P	P	P	P
RM-24	City	999	Mid-rise Multifamily	P	P	P	P	P
RM-H	City	0	Mid-rise Multifamily	P	P	P	P	P
RMU	City	23	Mid-rise Multifamily	P	P	P	P	P
UR	City	187	Mid-rise Multifamily	P	P	P	P	P
UV	City	271	Low-rise Multifamily	P	P	P	P	P
UW	City	778	Mid-rise Multifamily				P	
UWH	City	604	Mid-rise Multifamily		P		P	
<b>Rainier</b>								
All Zones	City	—	N/A					
NC	UGA	0	Low Density					
RRR1/5	UGA	108	Low Density	P	P			P
<b>Tenino</b>								
C-1	City	2	Low-rise Multifamily		C		C	
C-2	City	2	Low-rise Multifamily		C		C	
C-3	City	26	Low-rise Multifamily	C	C		C	
I	City	0	Nonresidential					
MF	City	8	Low-rise Multifamily	P	P	P	P	C
P/SP	City	0	Nonresidential					
PO	City	1	Moderate Density	P				C

Zone		Capacity	Density Category	Select Housing Types				
				Single-Family	Townhome	2 to 4-Plex	Apartment	ADU
RRR1/5	UGA	27	Low Density	P	P			P
SF	City	346	Moderate Density	P				C
SF-D	City	28	Moderate Density	P		P		C
SF-ES	City	69	Low Density	P				C
WT	City	115	Low Density	P				C
<b>Tumwater</b>								
ARI	City	0	Nonresidential					
BD	City	666	Mid-rise Multifamily	P	P	P	P	P
CBC	City	742	Mid-rise Multifamily				P	
CS	City	0	Nonresidential					
GB	City	0	Nonresidential	P				
GB	UGA	0	Nonresidential	P				
GC	City	1,344	Mid-rise Multifamily				P	
GC	UGA	0	Mid-rise Multifamily				P	
HC	City	0	Mid-rise Multifamily				P	
HI	City	0	Nonresidential					
HI	UGA	0	Nonresidential					
LI	City	0	Nonresidential					
LI	UGA	-1	Nonresidential					
MFH	City	356	Mid-rise Multifamily		P	P	P	P
MFM	City	822	Low-rise Multifamily		P	P	P	P
MFM	UGA	615	Low-rise Multifamily	P	P	P	P	P
MHP	City	46	Moderate Density	P				
MU	City	17	Low-rise Multifamily		P	P	P	P
MU	UGA	1	Low-rise Multifamily		P	P	P	P
NC	City	0	Low Density		P	P	P	
NC	UGA	0	Low Density					
OS	City	3	Nonresidential	P				
OS	UGA	0	Nonresidential	P				
R/SR	City	465	Low Density	P		P		P
R/SR	UGA	53	Low Density	P				P
SFL	City	2,413	Moderate Density	P		P		P
SFL	UGA	1,923	Low Density	P				P
SFM	City	1,836	Moderate Density	P	P	P		P
SFM	UGA	440	Moderate Density	P	P	P		P
TC-C	City	0	Nonresidential					
TC-MU	City	7	Mid-rise Multifamily				P	

Zone		Capacity	Density Category	Select Housing Types				
				Single-Family	Townhome	2 to 4-Plex	Apartment	ADU
TC-PO	City	0	Nonresidential					
TC-R	City	33	Mid-rise Multifamily				P	
<b>Yelm</b>								
AC	UGA	2	Low Density			P		
C-1	City	91	Mid-rise Multifamily				C	P
C-2	City	58	Mid-rise Multifamily				C	P
C-3	City	15	Mid-rise Multifamily				C	P
CBD	City	99	Mid-rise Multifamily	P		C		P
I	City	0	Nonresidential					P
LI	UGA	0	Nonresidential					
MPC	City	3,776	Low-rise Multifamily	Multiple housing types/densities likely in planned community. Capacity split into two categories for the land capacity analysis.				
		2,000	Moderate Density					
OS/ID	City	0	Nonresidential					
R-16	City	390	Mid-rise Multifamily	P	P	P	P	P
R-4	City	928	Moderate Density	P	P	P	P	P
R-6	City	906	Moderate Density	P	P	P	P	P
RR1/5	UGA	243	Low Density	Single-family, townhome, and ADUs currently permitted. Joint plan allows for higher densities after annexation.				
		250	Moderate Density					
		250	Low-rise Multifamily					
<b>Grand Mound</b>								
AC	UGA	120	Moderate Density	P	P	P	P	P
LI	UGA	0	Nonresidential					
PID	UGA	0	Nonresidential					
R3-6/1	UGA	239	Moderate Density	P	P	P	P	P
R4-16/1	UGA	47	Moderate Density	P	P	P	P	P
<b>County</b>								
HC		0	Nonresidential					
LTA		359	Low Density	P				P
LTF		1	Nonresidential	P				
MEI		0	Nonresidential					
MGSA		724	Low Density	P				P
MR		0	Nonresidential					
NA		0	Nonresidential					
NC		0	Nonresidential					
PP		0	Nonresidential					

Zone		Capacity	Density Category	Select Housing Types				
				Single-Family	Townhome	2 to 4-Plex	Apartment	ADU
R 1/10		209	Low Density	P				P
R 1/20		374	Low Density	P				P
RCC		1	Nonresidential					
RL1/1		836	Low Density	P	P			P
RL1/2		347	Low Density	P	P			P
RL2/1		588	Low Density	P	P			P
RR1/5		257	Low Density	P	P			P
RRI		0	Nonresidential					
RRR1/5		13,817	Low Density	P	P			P
UR 1/5		235	Low Density	P				P

# Planning for and Accommodating Housing Needs in Thurston County

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Implementing the Housing Affordability Requirements  
of HB 1220

# HB 1220

## New Requirements for Housing Elements

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Jurisdictions must “**plan for and accommodate housing** affordable to **all economic segments** of the population”

Identify sufficient capacity of land for housing all economic segments





# Not starting from scratch

All contain policies to promote housing for a **range of incomes** across **all jurisdictions**

# Who are we planning for?

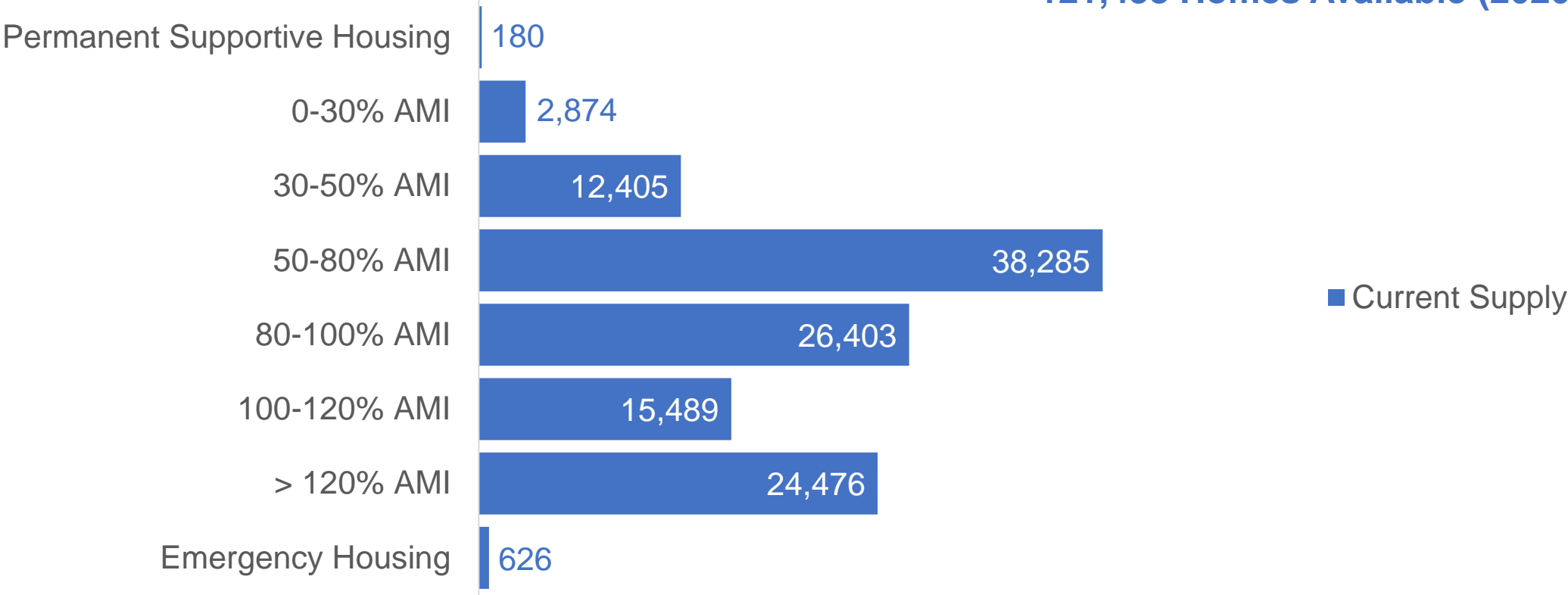
Income Category	Percent of Area Median Income*	Equivalent Household Income*
Emergency Shelter	—	—
Emergency Housing	—	—
Permanent Supportive Housing	0-30% AMI	Less than \$30,750
Extremely Low-Income		
Very Low-Income	30-50% AMI	\$30,750 to \$51,250
Low-Income	50-80% AMI	\$51,250 to \$82,000
Moderate-Income	80-100% AMI	\$82,000 to \$102,500
	100-120% AMI	\$102,500 to \$123,000

\*2023 HUD estimate for a four-person household



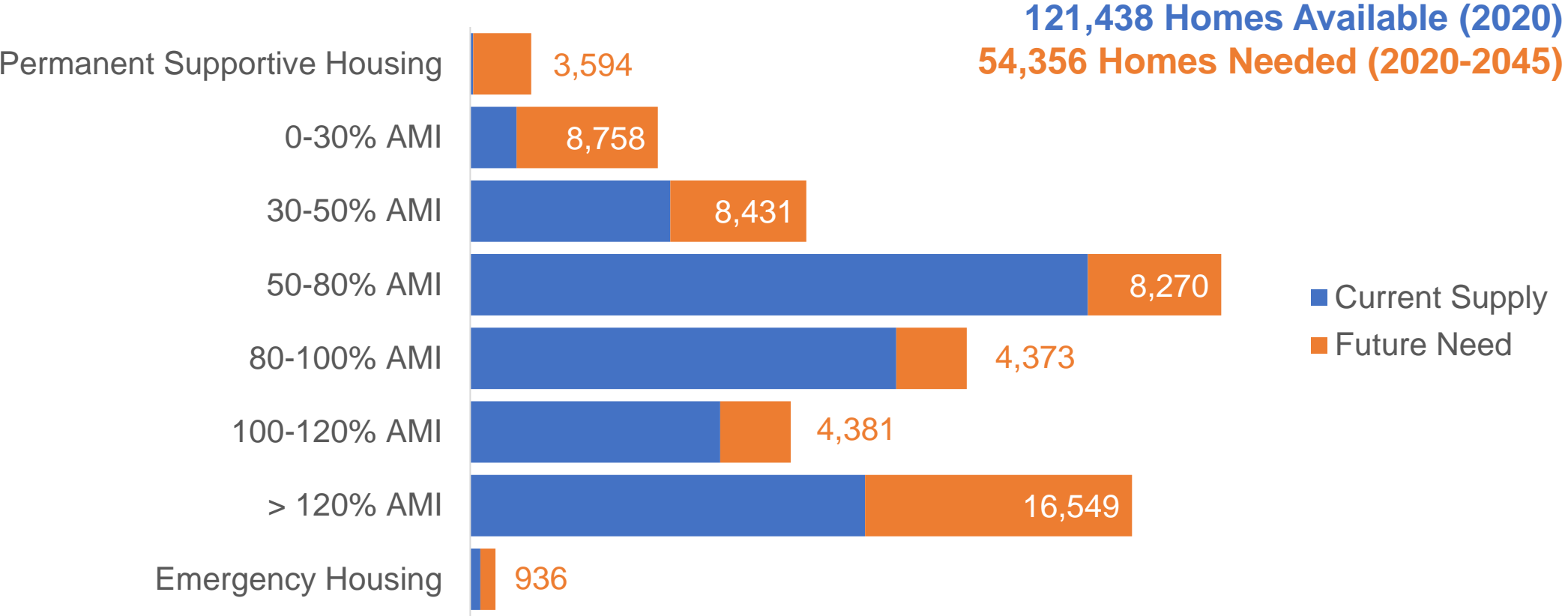
# Countywide Housing Need

121,438 Homes Available (2020)



AMI = Area Median Income (\$102,500 in 2023)  
Source: Dept. of Commerce

# Countywide Housing Need



AMI = Area Median Income (\$102,500 in 2023)  
Source: Dept. of Commerce

# HB 1220 Process

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Thurston County and the cities of Lacey, Olympia, Tenino, Tumwater, and Yelm contracted with TRPC to facilitate process and do data analysis

**Step 1**

## Identify housing need for each jurisdiction

How many low-income units should each jurisdiction plan for?

**Step 2**

## Conduct land capacity analysis

Is there sufficient land to accommodate the low-income housing need?

# Jurisdiction Housing Needs

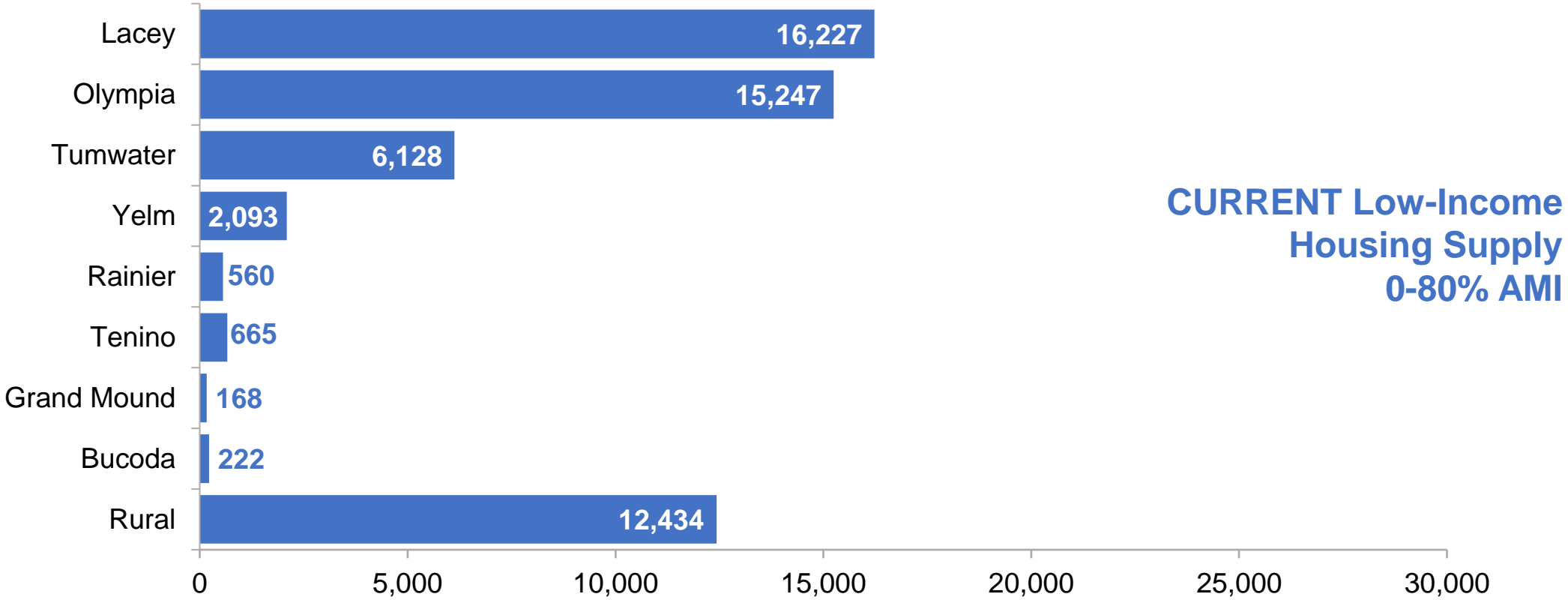
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How many units in each income range should jurisdictions plan for?

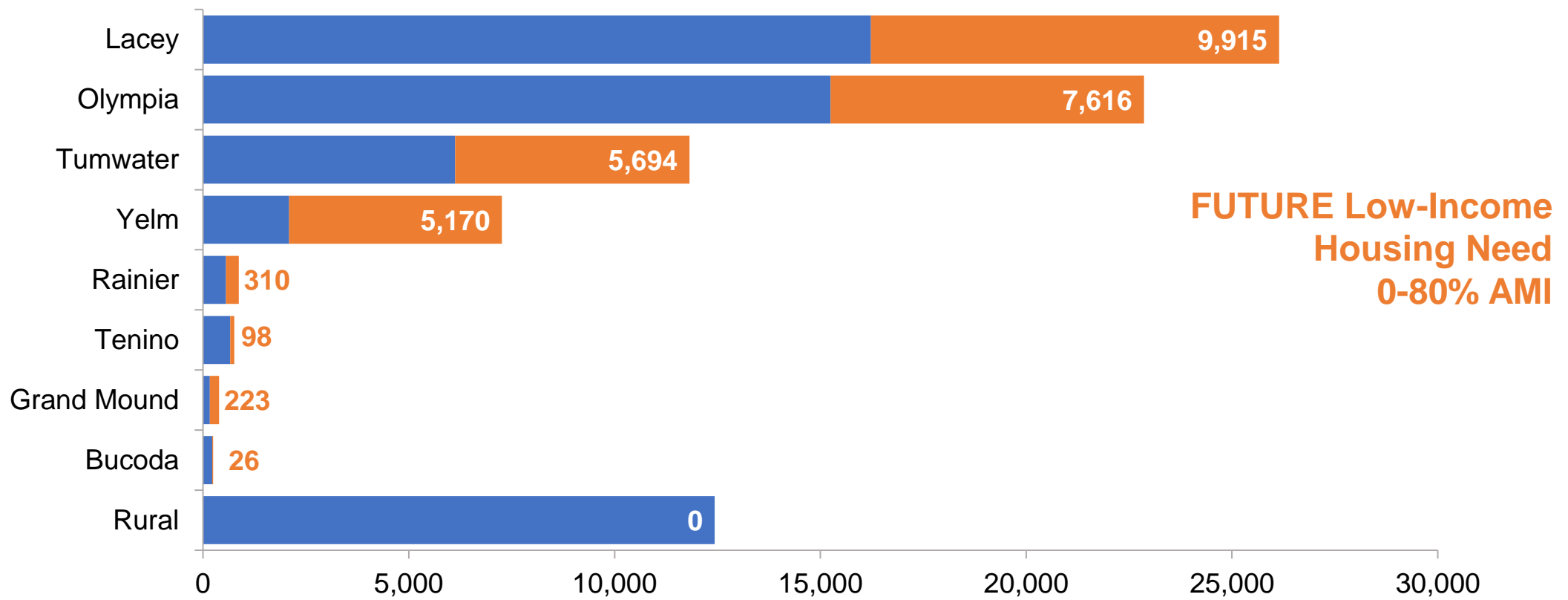
HB 1220 allows jurisdictions to determine the housing need they are planning for

- Process should be multijurisdictional/collaborative
- Jurisdiction need should sum up to the countywide need
- Project partners will ask TRPC to accept their recommended allocation

# Low-Income Housing Supply



# Low-Income Housing Need



# Land Capacity Analysis

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## Buildable Lands Report

- Is there enough land for 20-years of population growth?

## HB 1220 Land Capacity Analysis

- Is there enough land to accommodate 20-year **low-income** housing need?
- Is land (zoning and development regulations) a barrier to low-income housing development?

# Findings

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- No deficits found in Lacey, Olympia, or Tumwater urban areas
- No deficits found in the rural unincorporated County
- **Deficits found** in Tenino, Yelm, and Grand Mound urban areas
  - These jurisdictions will need to include strategies to eliminate these deficits in their Comp Plan updates.



# Lacey (City and UGA)

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	1,108	9,915	10,091	176
	0-30% Other		2,784			
Very Low-Income	30-50%		2,667			
Low-Income	50-80%		3,357			
Moderate Income	80-100%	<ul style="list-style-type: none"> <li>• Moderate Density</li> </ul>	0	1,261	8,256	6,995
	100-120%		1,261			

# Olympia (City and UGA)

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	1,098	7,616	12,282	4,666
	0-30% Other		2,617			
Very Low-Income	30-50%		3,312			
Low-Income	50-80%		590			
Moderate Income	80-100%	<ul style="list-style-type: none"> <li>• Moderate Density</li> </ul>	2,328	3,623	5,404	1,781
	100-120%		1,296			

# Tenino (City and UGA)

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus or Deficit
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	33	98	58	-41 (Deficit)
	0-30% Other		65			
Very Low-Income	30-50%		0			
Low-Income	50-80%		0			
Moderate Income	80-100%	• Moderate Density	220	316	376	60
	100-120%		96			

# Tumwater (City and UGA)

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	723	5,694	5,729	35
	0-30% Other		1,736			
Very Low-Income	30-50%		1,309			
Low-Income	50-80%		1,926			
Moderate Income	80-100%	<ul style="list-style-type: none"> <li>• Moderate Density</li> </ul>	1,140	1,937	3,692	1,755
	100-120%		798			

# Yelm (City and UGA)

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus or Deficit
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	567	5,170	3,025	-2,145 (Deficit)
	0-30% Other		1,398			
Very Low-Income	30-50%		1,120			
Low-Income	50-80%		2,085			
Moderate Income	80-100%	• Moderate Density	518	1,316	5,860	4,545
	100-120%		798			

# Grand Mound UGA

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus or Deficit
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	16	223	0	-223 (Deficit)
	0-30% Other		40			
Very Low-Income	30-50%		23			
Low-Income	50-80%		143			
Moderate Income	80-100%	<ul style="list-style-type: none"> <li>• Moderate Density</li> </ul>	57	68	406	338
	100-120%		11			

# Rural Unincorporated

Income Level		Zone Categories Serving These Needs	Housing Need	Aggregate Need	Total Capacity	Surplus
Extremely Low-Income	0-30% PSH	<ul style="list-style-type: none"> <li>• Low-rise Multifamily</li> <li>• Mid-rise Multifamily</li> <li>• ADUs</li> </ul>	0	0	280	280
	0-30% Other		0			
Very Low-Income	30-50%		0			
Low-Income	50-80%		0			
Moderate Income	80-100%	<ul style="list-style-type: none"> <li>• Moderate Density</li> </ul>	0	0	0	0
	100-120%		0			

# Next Steps

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- Project partners will ask TRPC to approve revised housing need allocations (November/December)
- Jurisdictions will document housing need in Housing Elements of Comprehensive Plans
- Include policies in Housing Elements to promote housing affordability and address deficits (if necessary)
- Joint Planning: Within UGAs, cities and County can consider where low-income housing is most appropriate