



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, September 11, 2024  
8:00 AM**

1. Call to Order
2. Roll Call
- [3.](#) Approval of Minutes: General Government Committee - Special, July 17, 2024
- [4.](#) 2025 Comprehensive Plan Periodic Update – Transportation (Community Development Department)
- [5.](#) 2025 Comprehensive Plan Periodic Update – Document Format (Community Development Department)
6. Additional Items
7. 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/83924331161?pwd=FDm8bha7exHoGpUaPvTOjGb0MdwXyB.1>

**Listen by Telephone**

Call (253) 215-8782, listen for the prompts and enter the Webinar ID 839 2433 1161 and Passcode 658802.

**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**

The City of Tumwater takes pride in ensuring that people with disabilities are able to take part in, and benefit from, the range of public programs, services, and activities offered by the City. To request an

accommodation or alternate format of communication, please contact the City Clerk by calling (360) 252-5488 or email [CityClerk@ci.tumwater.wa.us](mailto:CityClerk@ci.tumwater.wa.us). For vision or hearing impaired services, please 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 SPECIAL MEETING  
JULY 17, 2024 PAGE 1**

**CONVENE:** 8:00 a.m.

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

Staff: City Administrator Lisa Parks, City Attorney Karen Kirkpatrick, Fire Chief Brian Hurley, Community Development Director Michael Matlock, Water Resources & Sustainability Director Dan Smith, Planning Manager Brad Medrud, and Land Use and Housing Planner Erika Smith-Erickson.

**APPROVAL OF MINUTES:  
GENERAL GOVERNMENT  
COMMITTEE, JUNE 12,  
2024:**

**MOTION:** **Councilmember Cathey moved, seconded by Councilmember Dahlhoff, to approve the minutes of June 12, 2024 as published. A voice vote approved the motion.**

**2025 COMPREHENSIVE  
PLAN PERIODIC UPDATE -  
CLIMATE ELEMENT:** Manager Medrud said the intent of the discussion is to address any outstanding questions from the Council's recent joint work session with the Planning Commission.

Councilmember Cathey conveyed appreciation and support of Councilmember Dahlhoff's submittal of written comments.

Manager Medrud reminded the committee of the upcoming in-person open house on the Climate Element on August 14, 2024 from 7 p.m. to 9 p.m. at the ASHHO Cultural Community Center with a companion online component available through the end of September. Staff anticipates presenting some deliverables from the Climate Element with meetings scheduled in the fall to brief the Council and the committee. Staff is drafting all Comprehensive Plan elements for reviews beginning this fall.

Manager Medrud addressed questions about the extent of outreach efforts to increase open house attendance. A stakeholder group established for the development of the Climate Element is playing an important role in public outreach. Additionally, the City utilizes social media and its website to advertise and promote participation.

Councilmember Dahlhoff said she appreciated language within the Climate Element, such as action-oriented terminology rather than passive. The element also addresses historical language and reframes language to active and intentional terminology reflecting the City's goals for the future.

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 2**

Councilmember Cathey noted that some of the changes in the draft Climate Element reflect the direction of climate change and the City's response and required actions.

Manager Medrud attributed efforts by the Planning Commission in helping to frame the document. The main issue is transitioning to implementation actions and identifying specific one-time actions.

Chair Althaus commented that the actions reflect the depth of the element moving forward. The City is creating an important plan that outlines those actions.

Councilmember Cathey asked staff to convey appreciation to the Planning Commission for its work on the update of the Comprehensive Plan.

**2025 COMPREHENSIVE  
PLAN PERIODIC  
UPDATE – LANDS FOR  
PUBLIC PURPOSES AND  
UTILITIES:**

Planner Smith-Erickson presented the initial first draft of Lands for Public Purposes Element and Utilities Element of the Comprehensive Plan. She noted that most of the changes and modifications revise and/or add proactive language to goals, policies, and actions emphasizing initiatives and responsibilities.

The Lands for Public Purposes Element includes two goals and supporting actions:

- *Goal LPP-1: Provide efficient and necessary services to Tumwater and its urban growth area. No changes are proposed to the goal other than modifying the version of Implementation Action #7 from the Land Use Element to reflect, Direct the timing and location of development with the provision of adequate facilities and services within Tumwater's Urban Growth Area, through periodic updates to the Tumwater and Thurston County Joint Plan and regulations.*
- *Goal LPP-2: Support improvements in the provision of public services. The goal was modified to: Make recommendations for improvements in the provision of public service."*
  - Policy LPP-2.1 was modified: *Work with regional partners to expand and improve Tumwater's multimodal transit network in conjunction with the Transportation Plan.*
  - Policies LPP-2.2: *Improve waste management services and decrease waste production in the City and LPP-2.2.1 Promote reuse, composting, and recycling to minimize solid waste production in the*

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 3**

*City* are state requirements as part of House Bill 1799.

Members and staff discussed the proposed actions in response to legislation and to ensure the zoning code allows for the expansion of services. In response to questions about residential compost bins, Planner Smith-Erickson advised she would research the issue for potential implementation or actions to promote residential composting in addition to regular curbside recycling.

Chair Althausen questioned whether the use of rain barrels to capture stormwater is included as a strategy either in the Utilities Element or in the City's sustainability goals for water. The City incentivizes the use of rain barrels by offering a maximum rebate of \$60. Planner Smith-Erickson said rain barrels are likely included in the Utilities Element. The goals and policies were forwarded to Water Resources for review. She plans to follow up and review both state requirements and incorporate policies regarding rain barrels after additional review with Water Resources staff.

- Policy LPP-2.3 was modified to: *Work with the Tumwater and Olympia School Districts to site facilities that accommodate changing student populations.* Staff met with officials from the Tumwater School District during housing stakeholder outreach. The conversation centered on housing, students, classroom sizes, and needs for future facilities. She plans to follow-up with school district staff to review the policy and future growth in the next 20 years for possibly adding action items.

Chair Althausen noted that state law defines essential public facilities as a variety of uses ranging from schools to certain types of mental health facilities and juvenile justice correctional facilities. The update lacks any mention of other essential public facilities allowed by state law. He asked about adding a policy or action addressing the siting of essential public facilities.

Manager Medrud explained that the state definition of essential public facilities as required in the City's Comprehensive Plan address many uses that everyone needs but no one wants located near them or in the City, such as a jails, treatment facilities, or large universities. School facilities for K-12 do not attain the level of an essential public facility enabling a simpler process for project approvals. Staff is examining the appropriate element to add state required essential public facilities. He believes the use should be part of the Land Use Element. Language is also included in the

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 4**

Lands for Public Purposes Element as well. Future discussions on the Land Use Element will include a discussion on the draft of policies addressing essential public facilities. Staff is also examining processes for enabling an easier permitting process for local school districts. State law also requires the City to allow group homes, childcare facilities, and other types of uses, which are included in the City's current zoning code in commercial and residential zones.

Chair Althausen asked about the prospect of the Tumwater School District building a new school as many school districts are considering closure of existing schools across the state. Manager Medrud said he and Planner Smith-Erickson met with Mel Murray, the district's facility manager. He shared that the district anticipates the need for additional facilities within the next 20 years because of population growth and differences in composition of households than in the City of Olympia. Tumwater tends to have more families with children.

Councilmember Cathey cited a recent article about the construction of high schools and affects on climate change created by large parking lots as most high school students drive to school. Many districts are incorporating climate change impacts with respect to land use to stress the importance to students to avoid driving to school.

- Language in Policy LPP-2.4: *Work with the Tumwater and Olympia School Districts to site facilities that accommodate changing student populations* was modified to emphasize action.
- Policy LPP-1.3 was moved from the Land Use Element: *Direct the timing and location of development with the provision of adequate facilities and services within Tumwater's Urban Growth Area, through periodic updates to the Tumwater and Thurston County Joint Plan and regulations.*

Planner Smith-Erickson reviewed the Utilities Element.

- No changes are proposed to Goal U-1: *Increase efficiency when planning for and siting utilities.*
  - Action item, U-1.1.1: *Cooperate and participate with Puget Sound Energy in the formulation of policy and development of an underground management plan with respect to Puget Sound's aerial facilities with the City of Tumwater* was not changed. Staff is

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 5**

meeting with Puget Sound Energy (PSE) to review plans and services for utilities over the next 20 years with the potential of additional actions following the discussion.

- No changes are proposed to Policy U-1.3: *Utilize transportation rights-of-way for utility corridors whenever feasible.* The possibility exists of an implementation action to support PSE's pole charging program where they attach EV charging to existing utility and light poles for adjacent parking and charging. Staff reached out to other service providers and plans to follow up with cell phone providers, cable, other service providers, and LOTT Clean Water Alliance to discuss utilities.
- No changes are proposed to Policy U-1.4: *Provide timely notification to all affected utilities prior to road construction.*
- No changes are proposed to Policy U-1.5: *Approve utility permits when the project to be served is permitted whenever.* Staff is reviewing new state permitting requirements and revising as needed.
- Policy U-1.6 was modified to provide clarity: *Coordinate with neighboring jurisdictions to ensure consistency of the respective utility plans to facilitate orderly utility service.*
- Goal U-2: *Support energy generation from renewable resources to bring the region to net zero emissions by 2050* was modified because the City does not generate energy for the community except in a limited way for its own facilities.
  - No changes are proposed for Policy U-2.1: *Provide incentives to support the installation of distributed electrical generation equipment, (e.g., rooftop solar panels).*
    - Action U-2.1.1: *Encourage developers and homeowners to take advantage of existing national, local, and utility incentive programs (e.g., the tax credit program for the installation of solar systems in homes)* was not changed; however, an implementation action was added related to the Solar Star program: *The City of Tumwater is committed to going solar. Thanks to a streamlined permitting process, Tumwater residents can quickly have solar panels installed on homes and businesses and begin seeing the benefits of clean, renewable energy. For more information*

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 6**

*about the basics of solar energy, your solar options, and questions to ask solar professionals visit the Department of Energy's Homeowner's Guide to Going Solar.*

- No changes are proposed for Policy U-2.2: *Support large-scale, multi-jurisdictional renewable energy projects (e.g., large-scale solar arrays).*
- Policy U-2.3: *Maintain uniform building codes and permitting practices to make the installation of solar panels, or other distributed generation technologies, easier and faster* was modified.
- Goal U-3, *Support enhancement of the region's electricity distribution, monitoring, and storage infrastructure to support cleaner technologies and practices* was modified as the City does not manage energy infrastructure for the community except in a limited way for its own facilities.
  - Policy U-3.1 was modified: *Monitor system, or grid-scale, energy storage innovations, and use the experiences of communities that begin to deploy them to inform City codes and permitting.*
  - Policy U-3.2 was modified: *Support energy suppliers' equipment upgrades, innovative programs, and service offerings related to adding information technology to the system or grid.*
  - No changes are proposed for Policy U-3.3: *Collaborate with energy providers to assess innovative system-scale, grid-scale, energy storage solutions in isolated, controlled conditions. If, and when, technological progress is proven, collaborate with energy providers for the deployment of such storage solutions.*
  - For Policy U-3.4: *Support adding vehicle chargers to homes, businesses, and public parking infrastructure*, staff is addressing whether the language is appropriate because of new state requirements for certain types of buildings for EV charging. Members discussed requirements for permits to install EV chargers. Manager Medrud advised that electrical permits are issued by the state and that staff would modify the policy clarifying permitting requirements.
  - Policy U-3.5 was modified: *Promote equitable integration of electric vehicle infrastructure into new and existing facilities, including allowances in zoning regulations for charging stations in locations*



**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 7**

*where they are needed.* Staff is addressing whether an implementation actions eliminates the need to include allowances. Staff affirmed the need to clarify the term of “allowances.” Councilmember Dahlhoff asked for clarification as to the terminology of “equitable” in light of the affordability of an electric vehicle by low-income households. Manager Medrud said the question generates more questions; however, the City does have the ability to provide and support vehicle infrastructure. It may be possible to consider potential implementation actions to support expansion of] electric infrastructure to other income groups. The issue is about affordability and the capability of low-income households owning electric vehicles.

Councilmember Dahlhoff noted the frequent use of “support” in different ways. Manager Medrud advised that the inclusion of “support” within policy language is appropriate but implementation actions would need to define the scope and context of “support.”

The committee discussed terminology of permitting, timeliness, and streamlined and cited instances of citizens often avoiding change because of the cost or permitting process. Although streamlined is an objective to achieve, inspections taking months to complete can lead to frustration.

- No changes are proposed to Policy U-3.6: *Support local projects to increase the existing electric vehicle fleet.* Staff is working on the policy through the Green Team to electrify the City’s vehicle fleet.
- Policy U-3.7: *Support a change in state policies to increase the utility share of funding for undergrounding of overhead wires to reduce power outages* was modified. Staff is considering whether to add a policy with Puget Sound Energy’s language of “Support electric vehicle charging infrastructure throughout the community in order to support the decarbonization of our transportation sector.” The Natural Hazards Mitigation Plan requires undergrounding of all new utilities.
- No changes are proposed for Policy U-3.8: *Protect and reserve existing electrical transmission corridors to maintain their usefulness in meeting*

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 8**

*future needs.*

- Policy U-3.9 was modified: *Coordinate with the Natural Hazards Mitigation Plan to reduce service interruptions and provide services that are more dependable during hazard events.* Staff is reviewing whether the policy should reside in the Climate Element or reference the Climate Element.
- Goal U-4 was modified: *Support increasing energy efficiency and conservation to reduce the region's carbon footprint.*
  - Policy U-4.1 was modified: *Support new incentives for decarbonized green buildings.*
  - Policy U-4.2 was modified: *Partner with Puget Sound Energy and other utility providers to promote energy efficiency programs and initiatives and expedite permitting processes related to energy efficiency upgrades.*
  - Policy U-4.3 was modified: *Electrify the City vehicle fleet to the greatest extent feasible.*
  - Policy U-4.4 was modified: *Adopt policies that require properties to undertake an energy audit at time of sale or during substantial remodel, including, if deficiencies are found, encouraging energy retrofits to upgrade properties to a specified level.*
- No changes are proposed for Goal U-5: *Ensure vital utilities are created, operated, and maintained in a safe manner.*
  - Policy U-5.1 was modified: *Underground utilities to increase public safety.* Staff is crosschecking whether goal is included in other element. Councilmember Dahlhoff commented on unintended consequences of the policy in terms of cost impacts to manufactured home park tenants and low-income households for undergrounding utilities.
    - No changes are proposed for Action U-5.1.2: *Work with neighborhood associations to encourage the development of local improvement districts to provide funding for undergrounding existing utilities.*
  - No changes are proposed to Policy U-5.2: *Encourage pipeline safety through public awareness and regulations.*
    - Action U-5.2.1 was modified: *Adopt regulations that limit high-risk uses near*

**TUMWATER GENERAL GOVERNMENT COMMITTEE  
MINUTES OF VIRTUAL SPECIAL MEETING  
JULY 17, 2024 PAGE 9**

*pipelines to protect both the public and the pipelines themselves.*

- Action U-5.2.2 was modified: *Support education the public on pipeline safety and pipeline locations within the City.* Staff contacted pipeline companies and plan to follow-up on the initial contacts.

Planner Smith-Erickson thanked the committee for the feedback on the first draft. The elements will be presented to the Planning Commission on November 12, 2024 and to the committee on November 13, 2024. Staff continues to meet with stakeholders and with other departments to incorporate changes. She encouraged members to submit any suggested changes to the tables and email them to staff.

**ADJOURNMENT:**

**With there being no further business, Chair Althausen adjourned the meeting at 8:55 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, and Daniel Dye, Fehr and Peers  
DATE: September 11, 2024  
SUBJECT: 2025 Comprehensive Plan Periodic Update – Transportation

---

1) Recommended Action:

This is a discussion item about the Transportation Plan for the 2025 Comprehensive Plan periodic update.

---

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 June 30, 2025. Work on the periodic update started last fall.

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 General Government Committee discussed the current version of the Transportation Plan and guidance at their January 10, 2024, meeting. The intent of this work session is to discuss the approaches that are being taken to update the current version of the Plan.

---

3) Policy Support:

Strategic Priority: Create and Maintain a Transportation System Safe for All Modes of Travel.

---

4) Alternatives:

☐ None.

---

5) Fiscal Notes:

The periodic update is primarily an internally funded annual work program task. The City was awarded a Washington State Department of Commerce grant for \$125,000 to update the Transportation Plan and Economic Development Plan, which is covering \$100,000 of the cost of the Transportation Plan update. The City was awarded a Washington State Department of Commerce grant application for \$500,000 to support the development of a Climate Element and supporting implementation actions, which is covering \$100,000 of the cost of the Transportation Plan update.

---

6) Attachments:

- A. Staff Report
- B. Presentation

# MEMORANDUM

Date: September 11, 2024  
 To: General Government Committee  
 From: Brad Medrud, Planning Manager



## 2025 Comprehensive Plan Update – Transportation Plan

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. Work on the periodic update started last fall.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan and incorporate a large number of state required changes addressing housing, climate change, and other topics.

The General Government Committee discussed the current version of the Transportation Plan and guidance at their January 10, 2024, meeting. The intent of this work session is to discuss the approaches that are being taken to update the current version of the Plan.

### Contents

1 – Growth Management Act – Transportation Goals .....	2
2 – Current Transportation Plan .....	2
A – Background .....	2
B – Structure .....	3
C – Link to Current Transportation Plan .....	3
D – Link to State Guidance for Updating Transportation Plans.....	3
3 – Specific Topics Addressed as Part of the Update.....	4
1. General.....	4
2. Transportation .....	4
4 – Schedule .....	7
Phase 2 – Plan Development (Fall 2024 – Winter 2025) .....	7
Phase 3 – Legislative Process (Winter 2025 – December 31, 2025).....	7

1) Community Outreach..... 8

2) Schedule..... 8

Appendix A – Guidance ..... 10

Appendix B – Current Transportation Plan Goals and Policies..... 11

1 – Growth Management Act – Transportation Goals

The state Growth Management Act (Chapter 36.70A Revised Code of Washington (RCW)) requires that the City demonstrate that each Element in its Comprehensive Plan meets the relevant fifteen planning goals contained within the Act. The fifteen goals guide the development and adoption of the City’s Comprehensive Plan and development regulations. They are not listed in order of priority.

The following is a summary of how the updated Transportation Plan will need to meet the goals.

- 3. **Transportation.** *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.*

The Transportation goal was updated in 2023 by the state legislature to add reducing greenhouse gas emissions and per capita vehicle miles traveled. Achieving this goal will be done through a combination of goals, policies, and actions in the Land Use Element and Transportation Plan. The Land Use Element will contain goals, policies, and actions that ensure coordination with regional and local transportation plans. The Land Use Element will also propose residential, mixed-use, and neighborhood commercial land use designations that will encourage multi-modal, transit oriented development. Coordination with the new Climate Element will also be required.

2 – Current Transportation Plan

A – Background

The Transportation Master Plan looks at the transportation network within Tumwater and recommends projects to improve the network for forecasted future conditions. The plan considers all modes of travel and looks at system performance while also discussing funding and needs.

The 2016 Transportation Master Plan is consistent with the plans of our neighboring communities and regional partners.

The 2016 Transportation Master Plan covered the 20-year planning period from 2016 to 2036 and provides the functional framework for realizing Tumwater’s transportation vision:

*“Tumwater’s transportation system provides for the safe, efficient, cost-effective movement of people and goods in ways that support adopted land use plans, enhance neighborhood and community livability, support a strong and resilient economy, and minimize environmental impacts.” – page 6*

The Transportation Master Plan includes maps that show Roadway Functional Classification, Strategy Corridors, Bike Facilities and Pedestrian Facilities. Other maps include Street and Intersection Projects, Bike Projects, and Pedestrian Network Project Needs.

## B – Structure

The current Transportation Master Plan consists of the following chapters:

1. Introduction
2. Vision
3. Sub-Area Plans
4. Consistency
5. Modes of Travel
6. Managing Demand
7. Future Conditions
8. Goals and Policies
9. System Inventory
10. System Performance
11. Capital Improvements
12. Funding
13. Opportunities & Needs

## C – Link to Current Transportation Plan

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan>

## D – Link to State Guidance for Updating Transportation Plans

Your Community’s Transportation System (2012):

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan/2025-comprehensive-plan-update>



### 3 – Specific Topics Addressed as Part of the Update

#### 1. General

- A. Diversity, equity, inclusion, and environmental justice will be considered throughout the Comprehensive Plan.
- B. All elements, plans, and maps will be updated and be internally consistent.
- C. The updated Comprehensive Plan will consist of shorter individual Elements and Plans with a focus on simplified and updated goals, policies, and implementation actions with appendices that contain the required technical information.
- D. A new Comprehensive Plan Goal and Policy Guide will be created for use by staff and policymakers as well as a new User Guide for community members.
- E. Mutually agreeable Memorandum of Agreements between the City and tribes about collaboration and participation in the planning process will be discussed.

#### 2. Transportation

- Update Maps.
- Update existing conditions and operations.
- Update planned improvements and future operations to 2045.
- Update transportation improvement program.
- Update financial analysis.
- Update traffic impact fees.
- Update estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the State Department of Transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities.
- Update land use assumptions used in estimating travel.
- Update facilities and service needs, including:
  - An inventory of air, water, and ground transportation facilities and services, including transit alignments and general aviation airport facilities, to define existing capital facilities and travel levels as a basis for future planning.
    - This inventory must include state-owned transportation facilities within the city or county's jurisdictional boundaries.
  - Level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system.
    - These standards should be regionally coordinated.

- For state-owned transportation facilities, include the level of service standards for highways to gauge the performance of the system.
- Identify specific actions and requirements for bringing into compliance locally owned transportation facilities or services that are below an established level of service standard.
- Update forecasts of traffic for at least ten years based on the adopted Land Use Element to provide information on the location, timing, and capacity needs of future growth.
- Identify state and local system needs to meet current and future demands.
  - Identified needs on state-owned transportation facilities must be consistent with the statewide multimodal transportation plan.
- Update financial analysis, including:
  - An analysis of funding capability to judge needs against probable funding resources.
  - A multiyear financing plan based on the needs identified in the Comprehensive Plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required for cities and for public transportation systems.
    - The multiyear financing plan should be coordinated with the ten-year investment program developed by the state Office of Financial Management.
  - If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met.
- The Transportation Plan, the six-year Capital Facilities Plans for cities and for public transportation systems, and the ten-year investment program for the state, must be consistent.
- Provide a projection of state and local system needs to meet current and future demand.
- Provide a pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.
- Consider approaches that increase physical activity.
- Describe any existing and planned transportation demand management strategies, such as high occupancy vehicle lanes or subsidy programs and parking policies.
- Provide an analysis of future funding capability to judge needs against probable funding resources.
- Provide a multi-year financing plan based on needs identified in the Comprehensive Plan, the appropriate parts of which serve as the basis for the six-year street, road, or transit program.

- If probable funding falls short of meeting identified needs, provide a discussion of how additional funds will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met.
- Describe intergovernmental coordination efforts, including an assessment of the impacts of the Transportation Plan, land use assumptions on the transportation systems of adjacent jurisdictions, and how the Plan is consistent with the regional transportation plan.
- Identify lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses.
- Identify open space corridors within and between urban growth areas, including lands useful for trails.
- Update, as needed, the process or criteria for identifying and locating essential public facilities in coordination with the update of the Lands for Public Purposes Element.
- Update demand-management strategies.
- Update information on pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.
- Revisions to allow for some form of Intercity Transit turnarounds on Littlerock Road and Old Highway 99 to allow for future transit services.
- Update to include work done on the Thurston Thrives walkability study, Intercity Transit studies, and the Old Highway 99 Corridor Study.
- Allow active transportation facilities, transportation demand management, or public transportation services to meet concurrency.
- Incorporate equitable implementation.
- Estimate multimodal level of service impacts to state transportation facilities.
- Add impact fee revenue for bike and pedestrian facilities.
- Provide multimodal level of service and needs forecasts for arterials, transit routes, and active transportation facilities.
- Give priority to the greatest multimodal safety benefit to each category of roadway users.
- Include Americans with Disabilities Act transition plan.
- Provide funding analysis that includes state transportation facilities.

## 4 – Schedule

### Phase 2 – Plan Development (Fall 2024 – Winter 2025)

Feedback gathered through the community outreach process will be incorporated into the draft Transportation Plan. Staff will present the drafts to the Planning Commission and General Government Committee as well as external and internal stakeholders and focus groups comprised of subject-area experts for review.

- Continuing Community Outreach – January 2024 – December 2024
- Transportation Plan Development Meetings
  1. Includes Appendices and Maps
  2. Planning Commission Work Sessions
    - September 10, 2024
    - October 8, 2024 – Transit 101
    - October 22, 2024
  3. General Government Committee Briefing
    - September 11, 2024
- Commerce Preliminary Review
  - Review of Comprehensive Plan Format
    - Fall 2024
- Complete Draft of Comprehensive Plan
  - All Elements, Maps, and Appendices
  - March 2025

### Phase 3 – Legislative Process (Winter 2025 – December 31, 2025)

Staff will complete a draft version of the Comprehensive Plan during Phase III. Staff will present the draft to the Planning Commission and General Government Committee as well as external and internal stakeholders for review.

The Planning Commission will hold a number of work sessions to discuss the Comprehensive Plan and then conduct a public hearing to gather formal public comment on the draft Comprehensive Plan before developing findings of fact, conclusions, and recommendations that will be forwarded to City Council.

The City Council will hold a number of work sessions to discuss the Comprehensive Plan. The City Council will consider the recommendation forwarded by the Planning Commission.

The process will culminate in the adoption of an updated Comprehensive Plan by the Growth Management Act deadline of December 31, 2025.

## 1) Community Outreach

- Final Actions:
  - To be determined based on the results of Phase 2 and the Community Outreach Plan.

## 2) Schedule

- Commerce Review
  - Winter 2025 – Spring 2025
- Prepare Comprehensive Plan Update Ordinance
  - Winter 2025
- SEPA Review
  - Spring 2025
- Commerce Notice of Intent
  - Spring 2025
- Public Adoption Meetings
  1. Planning Commission
    - Briefing for Comprehensive Plan Update Ordinance
      - March 27, 2025
    - Work Session
      - April 8, 2025
      - April 22, 2025 (Joint with City Council)
      - June 24, 2025
    - Public Hearing
      - July 22, 2025
      - August 12, 2025
  2. General Government Committee
    - Briefing for Comprehensive Plan Update Ordinance
      - September 10, 2025
  3. City Council Work Session

- December 10, 2024 (Joint with Planning Commission)
  - October 14, 2025
- 4. City Council
  - November 11, 2025
- Notice of Adoption
  - 1. Submit Notice of Adoption to Commerce
  - 2. December 31, 2025

## **Appendix A – Guidance**

The State Department of Commerce has provided guidance specific to the periodic update on their Periodic Update webpage.

<https://www.commerce.wa.gov/serving-communities/growth-management/periodic-update/>

[www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics](http://www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics)

In addition, the Puget Sound Regional Council is conducting a series of workshops on a variety of topics related to the periodic update.

[www.psrc.org/our-work/passport-2044-comprehensive-plan-workshop-series](http://www.psrc.org/our-work/passport-2044-comprehensive-plan-workshop-series))

The Municipal Research Services Center has a Comprehensive Planning webpage.

<https://mrsc.org/getdoc/d7964de5-4821-4c4d-8284-488ec30f8605/Comprehensive-Planning.aspx>

## **Appendix B – Current Transportation Plan Goals and Policies**

Transportation goals and policies provide a framework for transportation decision-making. The policy elements in this Plan derive from a regionally-coordinated process and are consistent with the Regional Transportation Plan and Sustainable Thurston, both of which are regional policy initiatives supported by Tumwater. The goals and policies in this Transportation Master Plan support localized efforts while maintaining consistency with established regional objectives and the policy frameworks of adjacent communities.

### **1. Transportation and Land Use Consistency**

**Goal: Ensure the design and function of transportation facilities are consistent with and support sustainable, healthy urban, suburban, and rural communities.**

#### **Policies:**

- a. Commit to the development and implementation of land use plans, development patterns, parking requirements, and design standards that encourage walking, bicycling, transit use, and other alternatives to driving alone.
- b. Provide transportation facilities that support the location of jobs, housing, industry, and other activities as called for in Tumwater's adopted land use plan.
- c. Support policies, programs, and procedures that promote urban infill, and make transportation investments that support increased urban densities and mix of uses consistent with Tumwater's plans for the Brewery District and Capitol Boulevard.
- d. Create vibrant city centers and activity nodes that support active transportation and housing, jobs, and services as called for in Tumwater's Comprehensive Plan.
- e. Create safe and vibrant neighborhoods with places that build community and encourage active travel.
- f. Create urban parks and places that reduce pressure on the region's farms, forests, prairies, and open spaces.
- g. Meet mobility, access, and economic goals in designated Strategy Corridors with an appropriate combination of investments, policies, and land use measures.
- h. Design and invest in transportation projects that have a lasting positive impact, reflect the goals of the people who live and work in Tumwater, and contribute to a sense of place and community.
- i. Ensure adequate transportation capacity to address growth consistent with this Comprehensive Plan.
- j. Preserve and promote awareness of Tumwater's historic, cultural, and natural heritages.

### **2. Multimodal Transportation System**

**Goal: Work toward an integrated, multimodal transportation system that supports adopted land use plans, reduces overall need to drive, and provides alternative travel choices.**



### Policies:

- a. Provide quality travel choices appropriate to existing and future land uses, including walking, bicycling, transit, motor vehicles including freight, and rail.
- b. Ensure that development of transit transfer centers, activity centers, employment centers, schools, and the airport accommodate multiple modes of travel and safe, efficient connections among those modes of travel.
- c. Invest in mode-specific strategies that contribute to overall development of an integrated, multimodal transportation system.
- d. Promote public awareness on the rights and responsibilities of drivers, bicyclists, and walkers, and ways these modes can travel together safely and efficiently.
- e. Incorporate practical design considerations where appropriate, designing to solve mobility problems more so than to meet design standards if doing so increases functional mobility of the transportation system.

## **3. Barrier-free Transportation**

**Goal: Ensure transportation system investments support the special travel needs of youth, elders, people with disabilities, people with literacy or language barriers, those with low incomes, and other affected groups.**

### Policies:

- a. Work over time to ensure that transportation facilities comply with the Americans with Disabilities Act.
- b. Construct transit stops and walkway approaches that are accessible for those with differing capabilities.
- c. Provide appropriate transportation services, facilities, programs, and on-line resources that reduce barriers to people who do not speak or read English.
- d. Present information and provide public participation opportunities for everyone, including people with physical disabilities and/or people with limited literacy skills.
- e. Implement land use policies that provide a variety of housing types on corridors with excellent transit service connecting to employment centers, services, retail, health care, and other essential services to support the lifestyles of people who cannot drive.

## **4. System Safety and Security**

**Goal: Enhance the safety and security of those who use, operate, and maintain the transportation system.**

### Policies:

- a. Combine education, enforcement, engineering, and evaluation to maintain and enhance system safety.
- b. Design transportation infrastructure to encourage safe user behavior.
- c. Support projects that improve passenger safety and security at facilities like park-and-ride lots and transit transfer centers.
- d. Provide safe walking routes to schools.
- e. Retrofit essential transportation facilities where possible to improve their ability to withstand a major earthquake or other natural disaster.
- f. Build in system redundancy through a well-connected street grid to support emergency response and reduce community disruption during natural or man-made disasters.
- g. Encourage coordination between transportation system providers and emergency response providers who rely on that system.

## 5. System Maintenance and Repair

**Goal: Protect investments that have already been made in the transportation system and keep life-cycle costs as low as possible.**

### Policies:

- a. Prioritize maintenance, preservation, operation, and repair of the existing transportation system.
- b. Use preventive maintenance programs to ensure lowest life-cycle costs.
- c. Use street restoration standards and coordinate utility and street projects to minimize destructive impacts of utility projects on streets, leveraging where possible investments for both project types to deliver more cost-effective public facilities.
- d. Explore innovative programs that reduce infrastructure life-cycle costs or increase efficiency of service delivery, including use of new materials, technologies, and resource partnerships.

## 6. Travel Demand Management

**Goal: Increase overall operating efficiency of the transportation system through the effective use of measures that reduce the need to drive alone.**

### Policies:

- a. Promote transportation-efficient development and redevelopment, and site public services and facilities where transit, walking, and biking are now or will be viable alternatives to driving alone.
- b. Encourage use of public transportation, ridesharing, biking, and walking by improving access, convenience, and reliability of those options.

- c. Sustain and expand private and public sector programs and services that encourage employees to commute to work by means other than driving alone, or to change commuting patterns through teleworking, flex-time, or compressed work weeks.
- d. Manage parking to improve consistency with transportation demand management objectives.
- e. Promote technologies that enable people to meet their needs without having to travel.
- f. Use travel demand management techniques to provide alternatives during temporary congestion, such as during major construction.
- g. Work to mainstream telework as a primary transportation demand management strategy among public and private employers.
- h. Strive to meet State Commute Trip Reduction targets for the City.

## 7. Transportation Technologies

**Goal: Use technology-based approaches to address transportation congestion, safety, efficiency, and operations.**

### Policies:

- a. Use transportation technologies to improve the operating efficiency and safety of the existing transportation system.
- b. Use transportation technologies to better integrate transportation modes.
- c. Make short-range technology investments that support future technology implementation strategies.
- d. Look for opportunity to integrate transportation technology considerations in all projects.
- e. Recognize that transmittal of electronic information is an important function of a transportation system, and integrate this into transportation system evaluation, policies, and implementation strategies.

## 8. Freight Mobility

**Goal: Promote efficient, cost-effective, timely, and safe movement of the freight within and through the region.**

### Policies:

- a. Plan for freight access to and from highways and other major freight corridors, and between intermodal facilities and industrial areas.
- b. Support efforts to increase the amount of freight that is moved by rail to enhance efficiency, productivity, safety, and mobility.

- c. Explore strategies to reduce conflict and optimize safety for all transportation system users where industrial or commercial land uses are adjacent to highly urbanized areas.
- d. Implement policies and design standards that support local economic vitality by accommodating delivery trucks serving businesses and services while minimizing impacts on local streets.

## 9. Streets, Roads, and Bridges

**Goal: Establish a street and road network that provides for the safe and efficient movement of people and goods while supporting adopted land use goals.**

### Policies:

- a. Design and construct multimodal, context-sensitive, complete streets and roads.
- b. Coordinate regionally to identify new connections that provide more direct routes and reduce vehicle miles traveled.
- c. Avoid widening any local arterial or collector more than two through-lanes in each direction with auxiliary turn lanes where warranted (maximum five lanes mid-block width) to preserve an acceptable community scale and minimize transportation impacts on non-motorized travelers and adjacent land uses.
- d. Develop an interconnected grid of local streets and roads to increase individual travel options and neighborhood connectivity, while improving efficient use of the overall transportation system.
- e. Use new technologies or alternative designs to safely and efficiently manage the flow of traffic, such as roundabouts where appropriate as alternatives to traffic signals or stop signs.
- f. Use access management techniques to improve roadway capacity and operating efficiency, and increase overall system safety.
- g. Ensure that street, road, and bridge projects are integrated with pedestrian amenities in districts and neighborhoods, and add lasting value to the community.
- h. Incorporate alternative strategies to address congestion where road widening and traffic control devices are not suitable, particularly along Strategy Corridors.
- m. Strategy Corridors are places where street widening is not a preferred option to address congestion problems. This may be because the street is already at the maximum number of lanes (5), or that adjacent land uses are either fully built out or are environmentally sensitive. In strategy corridors, level of service (LOS) may not meet adopted standards, suggesting instead that a different approach is needed for maintaining access and mobility in these areas such as increased transit service, more sidewalks or bike facilities, a complete and connected street grid, transportation technology measures that improve system operating efficiency, access management, parking management, incentives for employees

to telework or carpool, or land use measures that increase the density of land use activities in these corridors that support the best alternatives to driving.

i. Design and build streets that are important freight or bus routes to reduce weather-induced weight restrictions.

j. Meet pm peak Level of Service (LOS) standards:

- LOS E or better in Urban Core Areas [where these areas overlap with Strategy Corridors the LOS may exceed adopted standards]
- LOS D or better elsewhere inside the City limits

## 10. Public Transportation

**Goal: Provide an appropriate level of reliable, effective public transportation options commensurate with the region's evolving needs.**

### Policies:

- a. Support Intercity Transit's long-range plan emphasizing trunk and primary routes servicing core areas along designated Urban Corridors and other strategy corridors with supportive land use and appropriate design standards.
- b. Increase the share of trips made by public transportation.
- c. Support regional commuter vanpool programs to provide cost-effective, flexible alternatives to commuting in single-occupancy vehicles.
- d. Support safe, convenient, and cost-effective transportation services for youth, elders, people with disabilities, and low-income populations by increasing the supply of housing on high-quality transit corridors.
- e. Schedule public meetings where possible in locations served conveniently by transit; include transit route information on meeting notices.
- f. Integrate public transportation considerations into the planning for newly emerging urban centers and locations such as those south and east of the airport, including innovative partnerships or programs where fixed-route service is not feasible in the near-term.

## 11. Bicycling

**Goal: Increase the share of all trips made safely and conveniently by bicycle.**

### Policies:

- a. Develop a continuous, safe, and convenient bicycle network that functions as an integral part of the whole transportation system.
- b. Provide safe and convenient bicycle routes to all schools in the city, and encourage their use.

- c. Participate with regional partners in developing a network of contiguous and interconnected north-south and east-west dedicated shareduse corridors to serve as the backbone for the region's non-motorized transportation system.
- d. Provide bicycle parking facilities at transit centers, park-and-ride locations, and other multimodal locations.
- e. Provide short- and long-term bicycle parking and other supporting facilities at locations like schools, employment sites, and activity centers.
- f. Support education programs for motorists and bicyclists to increase understanding and awareness of bicycling laws, and encourage safe and lawful sharing of the streets.
- g. Participate with regional partners in exploring longterm strategies for funding bicycle facilities and services.

## 12. Walking

**Goal: Increase the share of all trips made safely and conveniently by walking.**

### Policies:

- a. Provide a convenient, interconnected, safe pedestrian network that supports existing and desired land uses.
- b. Construct and maintain safe and accessible sidewalks and effective crossing opportunities within an appropriate distance of every school in the city, and encourage their use.
- c. Provide frequent pedestrian crossings, especially in urban areas and on urban corridors, along transit routes, and near activity centers.
- d. Develop and promote non-motorized connections for pedestrian and bike travel to shorten the length of trips to destinations where walking and biking are viable travel options.
- e. Require pedestrian-friendly site design and building standards in activity centers, along urban corridors and other key transit routes, and in high density mixed-use zoning districts.
- f. Provide street lighting, pedestrian buffers, trees, benches, and other street elements that make walking safe and pleasant.
- g. Encourage neighborhood-scale planning efforts to identify and refine important pedestrian routes that increase connectivity and improve walkability.
- h. Consider asphalt walkways as appropriate practical solutions for sidewalks when functional pedestrian mobility needs to be improved prior to the availability of adequate funds for construction as called for in adopted sidewalk and street design standards.

## 13. Rail

**Goal: Ensure the continued long term viability of existing and rail-banked rail lines for future freight and passenger rail travel.**

Policies:

- a. Support appropriate regional opportunities for the potential shared use of freight rail lines for passenger rail travel.
- b. Advocate for regional acquisition and continued operation of short-line railroads where needed to support current and future economic development needs.
- c. Use design techniques, technology, and operations coordination to minimize potential conflicts between trains and other modes of travel, and between trains and adjacent land uses.
- d. Work with regional partners to acquire railroad rights-of-way threatened with abandonment in order to preserve these corridors for future transportation uses.
- e. Participate as appropriate in the partnerships necessary to foster efficient, high-speed passenger rail service in the Pacific Northwest.
- f. Coordinate with regional partners to position the Thurston Region for a commuter rail connection in the future.

#### 14. Aviation

**Goal: Provide an appropriate level of facilities and services to meet the general aviation needs of residents and businesses in the region.**

Policies:

- a. Coordinate with the Port of Olympia and Thurston County to maintain consistency between adopted land use plans and long-range airport development strategies, and ensure land use compatibility in areas adjacent to the airport.
- b. Support multimodal access to the Port of Olympia's airport terminal.

#### 15. Public Involvement

**Goal: Build a community of engaged and informed constituents that contributes ideas and supports actions to create a highly functional multimodal transportation system consistent with the goals and policies of this transportation element.**

Policies:

- a. Provide broad-based, early, and continuing public involvement opportunities in all aspects of the transportation planning process.
- b. Ensure equal access to participation for all users of the transportation system.
- c. Promote increased public understanding of the relationships between land use patterns and transportation choices facing Tumwater.

- d. Explore innovative participation techniques to increase public involvement in transportation issues, and maximize use of “plain English” and other communication techniques to translate complex issues or decisions so they can be widely understood.

## 16. Intergovernmental Coordination

**Goal: Ensure transportation facilities and programs function seamlessly across community borders.**

### Policies:

- a. Participate in coordination activities at the local, regional, state, tribal, and federal level that address the condition or operations of the transportation system.
- b. Work with other agencies to coordinate land use and public facility siting decisions, implement countywide planning policies, and refine the tools needed to achieve transportation-efficient community development patterns.
- c. Coordinate street projects with Olympia, Thurston County, WSDOT, and Intercity Transit as appropriate.
- d. Coordinate development of local plan updates with regional efforts when possible to ensure consistency.
- e. Collaborate with other local jurisdictions, TRPC, Intercity Transit, the Port of Olympia, the Thurston EDC, and other entities to facilitate informed, reasoned decision-making processes that advance shared transportation and land use objectives.

## 17. Environmental and Human Health

**Goal: Minimize transportation impacts on the natural environment and the people who live and work in Tumwater.**

### Policies:

- a. Protect water quality from the impacts of stormwater runoff by minimizing impervious surface area and by using low impact development methods where feasible to effectively treat and manage unavoidable runoff.
- b. Use transportation planning, design, and construction measures that minimize negative impacts on priority fish-bearing streams and other environmentally sensitive areas.
- c. Develop a transportation system that supports compact, mixed-use development and related nonmotorized travel to curb growth in miles of motor vehicle travel, increase energy efficiency, reduce environmental impacts, and encourage physical activity and community health.
- d. Support state and national efforts to promote the use of alternative fuels and technologies that reduce pollution and other environmental impacts from motorized vehicles.



- e. Ensure federal Title VI requirements for environmental justice are met so that minority populations and people with low incomes do not incur disproportionately high and adverse human health or environmental impacts from transportation policies, programs, and investments.
- f. Comply with federal Clean Air Act transportation requirements.
- g. Support policies and programs that reduce greenhouse gas emissions associated with travel.
- h. Reduce the impacts of transportation on the natural environment during construction, retrofit, and maintenance.
- i. Plan and design for impacts associated with changing weather and climate patterns, such as increased flooding and extreme weather events.
- j. Support regional efforts to decrease annual per capita vehicle miles traveled within the Thurston region to:
  - 1990 levels by 2020
  - 30 percent below 1990 levels by 2035
  - 50 percent below 1990 levels by 2050.

## 18. Performance Measures

**Goal: Develop performance measures that are realistic, efficient to administer, effective in assessing performance, and meaningful to the public.**

### Policies:

- a. Use transportation performance measures to evaluate, monitor, and respond to the performance of Tumwater policies and investments.
- b. Use transportation performance measures that reflect priority city and regional objectives such as consistency of transportation and land use decision-making, improved mobility and access, adequate maintenance and repair of the system, environmental health, and safety.
- c. Develop performance measures that reflect the needs and contributions of all modes of travel.
- d. Where feasible, use performance measures consistent with those used by other agencies and organizations to enable compatible comparisons.

## 19. Transportation Funding

**Goal: Secure adequate funding from all sources to implement the goals and policies in this plan.**

Policies:

- a. Provide timely and comprehensive public information about transportation funding issues and opportunities to better enable citizens to participate and make informed decisions on complex funding issues.
- b. Prioritize the maintenance and preservation of the existing transportation system to minimize lifecycle costs.
- c. Consider the full array of costs and benefits in the selection of transportation projects to ensure the best long-term investment decisions.
- d. Make strategic transportation investments that reinforce land use and transportation decisions consistent with the goals and policies of this transportation element.
- e. Ensure that transportation investments are equitable to all segments of the community in terms of costs associated with relocations, health impacts, and land use disruptions, as well as the benefits derived from system performance and travel choices.
- f. Support regional efforts to improve the availability, reliability, and flexibility of transportation revenues.
- g. Use transportation funding policies and investments to make development decisions predictable, fair, and cost-effective.
- h. Continue policies that require new development to pay for its share of impacts on the transportation system; where appropriate support multimodal mitigations and not just street capacity.

# Transportation Plan Update for the City of Tumwater's 2025 Comprehensive Plan Update

*Balancing Nature and Community:  
Tumwater's Path to Sustainable Growth*

Daniel Dye, Fehr and Peers

General Government Committee, September 11, 2024



# Tonight's Agenda

1. Why / The Need
2. Requirements
3. Preliminary Goals
4. Emerging Ideas
5. The Current Plan
6. The New Plan
7. Next Steps

# Why We're Doing This

- The Comprehensive Plan is the centerpiece of local planning efforts, guiding future development and expenditures
- Under the State Growth Management Act (GMA), Tumwater must conduct a thorough review and update of its Comprehensive Plan and development regulations every 10 years
- SHB 2296 in 2024 extended the deadline from June 30, 2025, to December 31, 2025



# Growth Management Act Transportation Goal

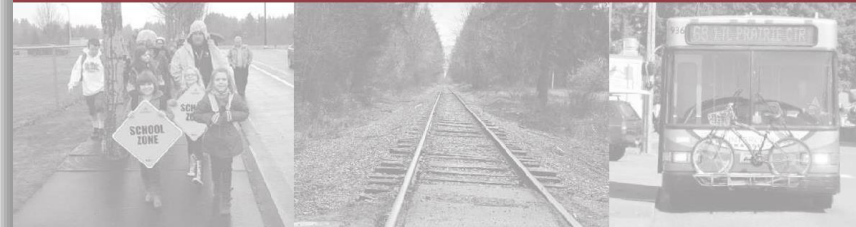
- 3. *Transportation.*** *Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled, and are based on regional priorities and coordinated with county and city comprehensive plans.*

# Transportation Plan

*Tumwater's transportation system provides for the safe, efficient, cost-effective movement of people and goods in ways that support adopted land use plans, enhance neighborhood and community livability, support a strong and resilient economy, and minimize environmental impacts*



## Tumwater City Plan 2036 Transportation Master Plan



November 2016



# Transportation Plan



Land use assumptions



State-owned transportation facility analysis



Facility and service needs



Funding Analysis



Intergovernmental coordination efforts



Demand management strategies



Active transportation





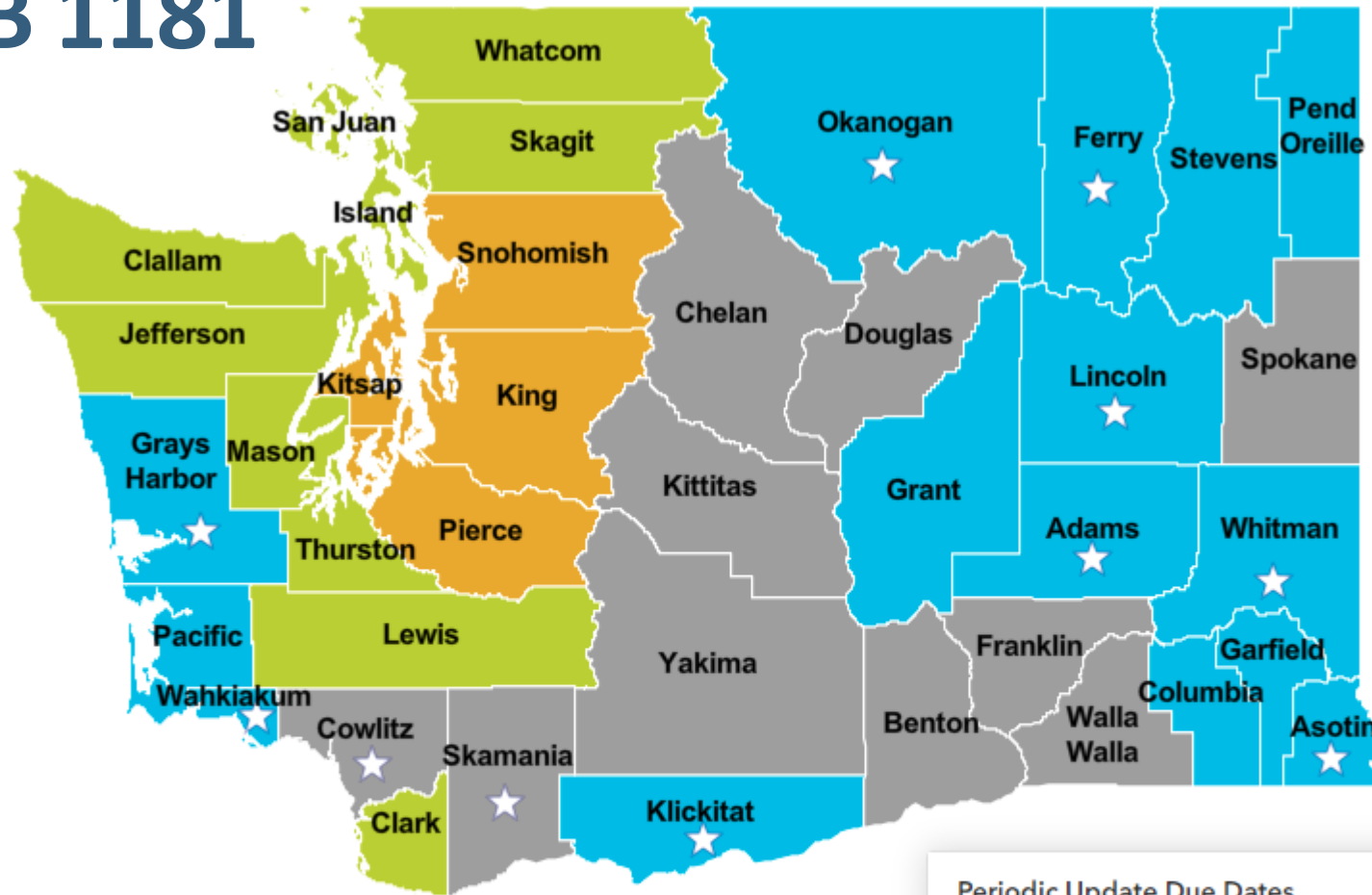
# New Requirements to Address

Recent major changes to State Law

- HB 1181: Climate Response and Comprehensive Planning
- HB 1110: Missing Middle Housing
- HB 1337: Accessory Dwelling Units



# HB 1181



## Periodic Update Due Dates

- 2024 - Due December 31st
- 2025 - Due December 31st
- 2026 - Due June 30th
- 2027 - Due June 30th

<https://www.commerce.wa.gov/serving-communities/growth-management/periodic-update/>

- “...improving the state’s climate response through updates to the state’s planning framework...”
- Passed in April 2023
- The first plans required to include the new requirements are due in 2025



## Greenhouse Gas (GHG) Emissions and Vehicle Miles Traveled (VMT) per Capita

## GHG emissions and per capita VMT reducing policies required

- GHG and VMT reductions within the city/jurisdiction must not shift VMT/GHG to elsewhere in the state
- Focus on GHG/VMT reductions that benefit overburdened communities
- Cannot restrict growth to achieve GHG/VMT reductions requirements

## VMT management strategies and potential average impact (● = 5%)

[illegible]

# HB 1181: Active Transportation

The term “pedestrian and bicycle facilities” will be replaced by “active transportation facilities”

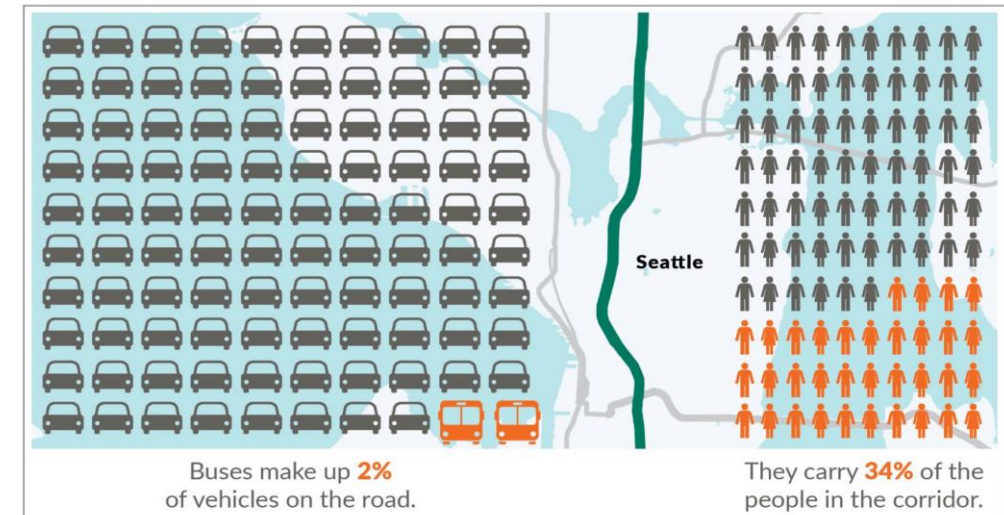
- Defined as “*facilities provided for the safety and mobility of active transportation users including, but not limited to, trails, as defined in RCW 47.30.005, sidewalks, bike lanes, shared-use paths, and other facilities in the public right-of-way*”
- Active transportation facilities should be included in existing conditions reporting



# HB 1181: Multimodal Planning and Level of Service

## Multimodal Level of Service (MMLOS) in place of vehicular Level of Service (LOS)

- Forecast multimodal demand
- MMLOS impacts to replace general “traffic impacts”
  - Development cannot be denied for LOS failure/concurrency reasons if impacts can be mitigated through active mode, transit, ride sharing, demand management, or other transportation management strategies funded by the development
- Facilities that provide the greatest safety benefit to each category of roadway users should be prioritized



<https://wsdot.wa.gov/sites/default/files/2023-01/2023-state-of-transportation.pdf>





# HB 1181: ADA Transition Planning

## ADA Transition Plans for transportation are required as part of the Transportation Plan

- Perform self-evaluations of current facilities in relation to ADA accessibility requirements
- 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
  - Identify public officials responsible for implementation



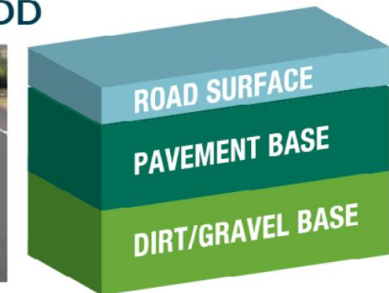
# HB 1181: State Facilities Funding

Plan must include a discussion of how funds will be raised to address identified needs of the transportation system, *including state owned facilities*

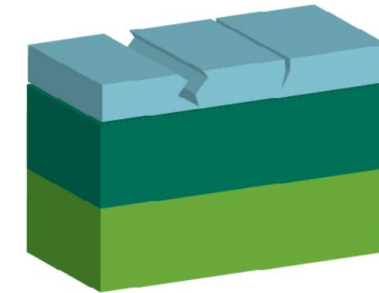
WHAT DRIVERS SEE  
GOOD/VERY GOOD



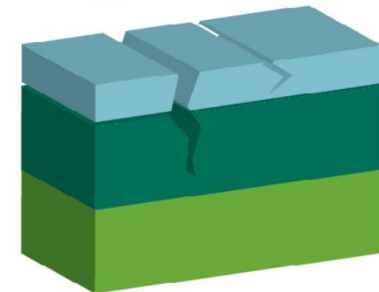
WHAT IS HAPPENING



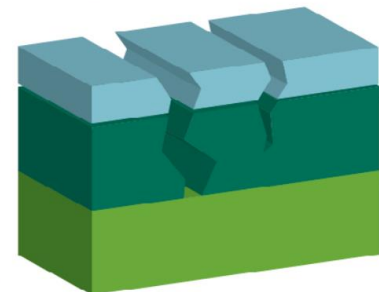
FAIR



POOR



VERY POOR



<https://wsdot.wa.gov/sites/default/files/2021-10/Washington-State-DOT-Transportation-Asset-Management-Plan.pdf>

# HB 1181: Targeted Outreach

Vulnerable Populations & Overburdened communities

**Outreach efforts should include targeted outreach 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, low-income populations, etc.

Overburdened communities are “*A geographic area where vulnerable populations face combined, multiple environmental harms and health impacts, and includes, but is not limited to, highly impacted communities*”



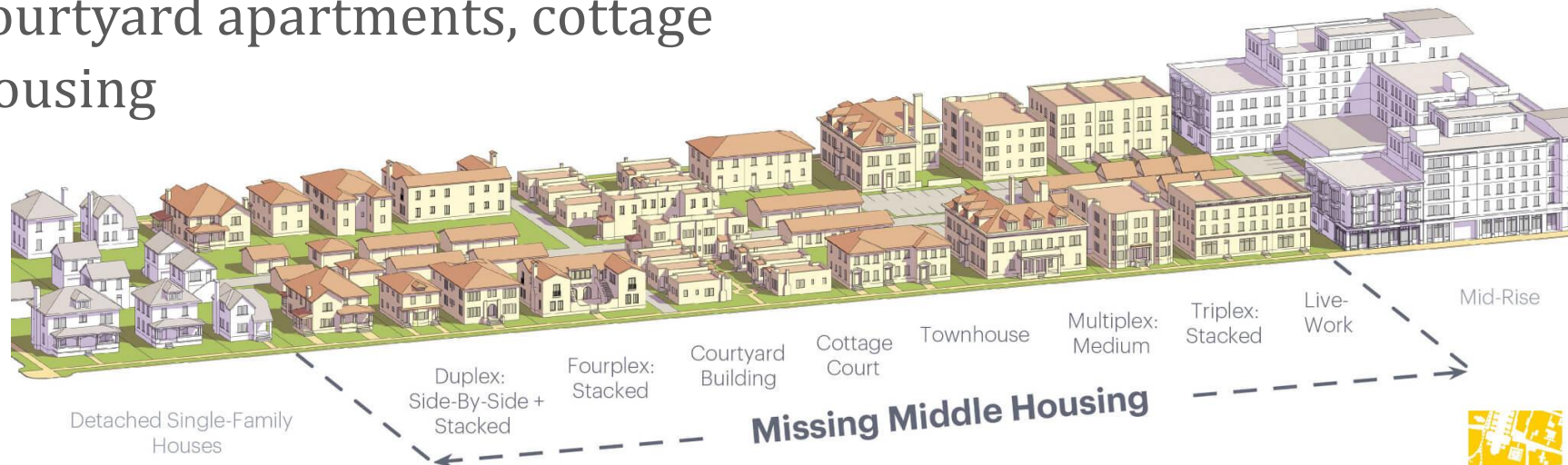


# HB 1110: Middle Housing

**“Missing” Middle Housing:**  
housing types between single-family residences and mid-rise, multi-family residences

From duplexes to sixplexes,  
townhouses, stacked flats,  
courtyard apartments, cottage  
housing

Designated Growth Management Act (GMA) cities now need to allow certain minimum densities in support of middle housing



# HB 1110: Middle Housing

Minimum Number of Middle Housing Units Allowed per Lot in Predominantly Residential Zones	PREDOMINANTLY RESIDENTIAL ZONES	NEAR A TRANSIT STOP (within ¼ mile walking distance of major transit stop)	WITH AFFORDABLE HOUSING: (where density in applicable zone does not otherwise allow this number)
<b>TIER ONE:</b> Cities with population of at least 75,000	<b>4 du/lot</b> , unless zoning permits higher densities	<b>6 du/lot</b> , unless zoning permits higher densities	<b>6 du/lot</b> if at least 2 units are affordable, unless zoning permits higher densities
<b>TIER TWO:</b> Cities with population of at least 25,000 but less than 75,000	<b>2 du/lot</b> unless zoning permits higher densities	<b>4 du/lot</b> , unless zoning permits higher densities	<b>4 du/lot</b> if at least 1 unit is affordable, unless zoning permits higher densities
<b>TIER THREE:</b> Cities with population under 25,000 that are contiguous with a UGA that includes the largest city in a county with a population over 275,000	<b>2 du/lot</b> , unless zoning permits higher densities	N/A	N/A



# HB 1337: Accessory Dwelling Units

**Accessory Dwelling Units (ADUs):**  
small, self-contained residential units located on the same lot as an existing single-family home, either attached or detached

- ADUs include a kitchen, sleeping area, and bathroom
- New requirement to allow a minimum of two ADUs per lot in all GMA urban growth areas
- Applies to all GMA-planning local governments regardless of population and includes unincorporated growth areas



<https://www.planning.org/blog/9224994/seattle-implements-accessory-dwelling-unit-strategy-with-gis-to-expand-housing-choices/>



# HB 1337: Accessory Dwelling Units

- Tumwater cannot require...
  - ADUs to be smaller than 1,000 square feet
  - Dimensional or aesthetic standards
  - Street improvements
  - Owner occupancy
  - Parking
- Tumwater cannot prohibit the sale of a condominium unit independently of a principal unit solely on the grounds that the condo was originally an ADU
- Impact fees are limited to no more than 50% of those assessed to the principal housing unit



ADUniverse Step-by-Step Guide Pre-approved DADUs Property Search ADU Rules Data Annual Reports ▾

## Pre-approved DADUs

To simplify and streamline permitting, the City of Seattle developed pre-approved DADU construction plans that offer a faster, easier, and more predictable design and permitting process. **Here's how it works:**

### Browse the gallery

Explore our catalog of pre-approved DADU plans that vary in size, type, and style. Review the images and details for each design to find one suitable for your needs and site.

### Select a design

Once you choose a plan, connect with its designer through the contact information below. The designer can guide you through the permitting process, describe other services they offer, and share the fee to use their design.

### Prepare a site plan

To complete permitting, you'll prepare a site plan showing the pre-approved structure on your site. This allows the City to review zoning, drainage, and other site-specific factors.

### Get your permit

Submit a building permit application to Seattle Department of Construction and Inspections (SDCI). By using a pre-approved plan, you'll get your permit cheaper and faster — as quickly as 2-6 weeks for most sites.

Browse our pre-approved designs in the gallery below. We also showcase more than 160 design submissions from which we selected our pre-approved plans.

**Ready to move forward?** Review these program details, read Tip 310, and contact a designer to proceed. Our help article explains how to submit your permit application through the

Have you designed a DADU that is approved by the Washington Department of Labor & Industries?

Email us at [DADUplans@seattle.gov](mailto:DADUplans@seattle.gov) with information about your design. We will feature valid L&I-approved designs in this gallery.

<https://aduniverse-seattlecitygis.hub.arcgis.com/>

# Draft Overall Comprehensive Plan Goals

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.



# Developing Preliminary Transportation Goals

- City staff met with the Fehr & Peers project team in June to discuss the goals of the Transportation Plan
- The existing plan has 19 goals
- After much discussion, the team ended up with four top level goals
- Many of the existing goals will live as policies or implementation actions under the four top level goals





# Existing Goals

## **T-1** Transportation & Land-Use Consistency

Ensure the design and function of transportation facilities are consistent with and support sustainable, healthy urban, suburban, and rural communities.

## **T-3** Barrier-free Transportation

Ensure transportation system investments support the special travel needs of the disadvantaged.

## **T-5** System Maintenance and Repair

Protect investments that have already been made in the transportation system and keep life-cycle costs as low as possible.

## **T-2** Multimodal Transportation System

Work toward an integrated, multimodal transportation system that supports adopted land use plans, reduces overall need to drive, and provides alternative travel choices.

## **T-4** System Safety and Security

Enhance the safety and security of those who use, operate, and maintain the transportation system.

## **T-6** Travel Demand Management

Increase overall operating efficiency of the transportation system through the effective use of measures that reduce the need to drive alone.



# Existing Goals

## **T-7** Transportation Technologies

Use technology-based approaches to address transportation congestion, safety, efficiency, and operations.

## **T-8** Freight Mobility

Promote efficient, cost-effective, timely, and safe movement of the freight within and through the region.

## **T-9** Streets, Roads, and Bridges

Establish a street and road network that provides for the safe and efficient movement of people and goods while supporting adopted land use goals.

## **T-10** Public Transportation

Provide an appropriate level of reliable, effective public transportation options commensurate with the region's evolving needs.

## **T-11** Bicycling

Increase the share of all trips made safely and conveniently by bicycle.

## **T-12** Walking

Increase the share of all trips made safely and conveniently by walking.

## **T-13** Rail

Ensure the continued long-term viability of existing and rail-banked rail lines for future freight and passenger rail travel.





# Existing Goals

## **T-14** Aviation

Provide an appropriate level of facilities and services to meet the general aviation needs of residents and businesses in the region.

## **T-16** Intergovernmental Coordination

Ensure transportation facilities and programs function seamlessly across community borders.

## **T-18** Performance Measures

Develop performance measures that are realistic, efficient to administer, effective in assessing performance, and meaningful to the public.

## **T-15** Public Involvement

Build a community of engaged and informed constituents that contributes ideas and supports actions to create a highly functional multimodal transportation system consistent with the goals and policies of this transportation element.

## **T-17** Environmental & Human Health

Minimize transportation impacts on the natural environment and the people who live and work in Tumwater.

## **T-19** Transportation Funding

Secure adequate funding from all sources to implement the goals and policies in this plan.



# Draft 2025 Transportation Plan Goals

## 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

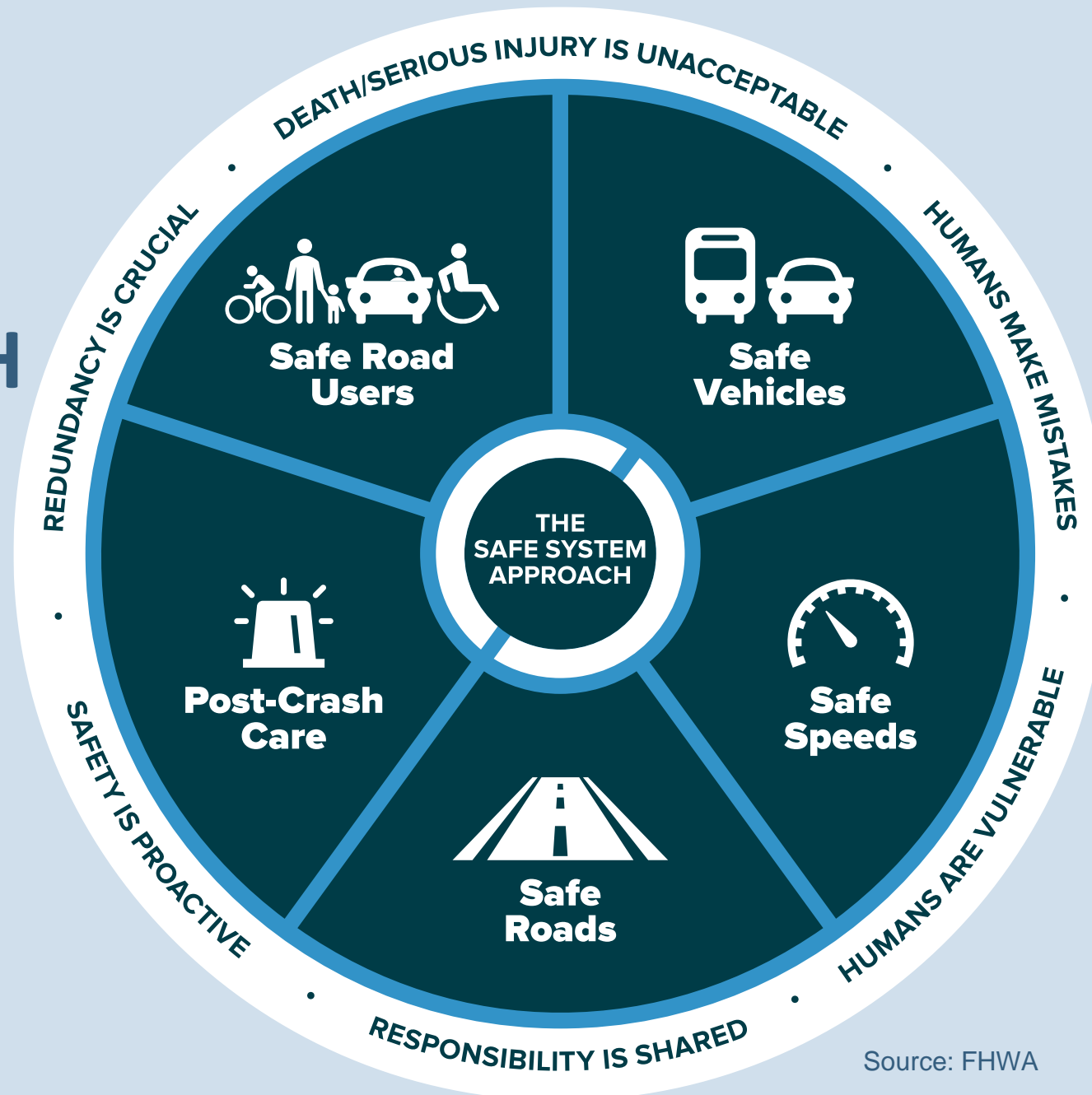


# Emerging Transportation Ideas

- Safety
- Multimodal considerations and level of service standards for all modes
- Congestion
- State of good repair
- Sustainability



# THE SAFE SYSTEM APPROACH



Source: FHWA



# THE SAFE SYSTEM PRINCIPLES



Death/serious injury  
is unacceptable



Humans make  
mistakes



Humans are  
vulnerable



Responsibility is  
shared



Safety is proactive



Redundancy  
is crucial



# THE SAFE SYSTEM ELEMENTS



Safe road users



Safe vehicles



Safe speeds



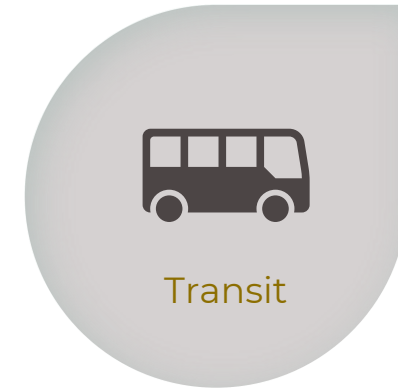
Safe roads



Post-crash care



# Multimodal considerations and MMLoS



# The Menu is Large!

## AUTO



- V/C ratio
- Intersection delay
- Corridor travel time

## PEDESTRIAN



- Sidewalks
- Connectivity
- Block length

## BICYCLE



- Network completeness
- Connectivity
- Perceptions of safety/stress

## TRANSIT



- Service present
- Service quality
- Corridor amenities

## GLOBAL

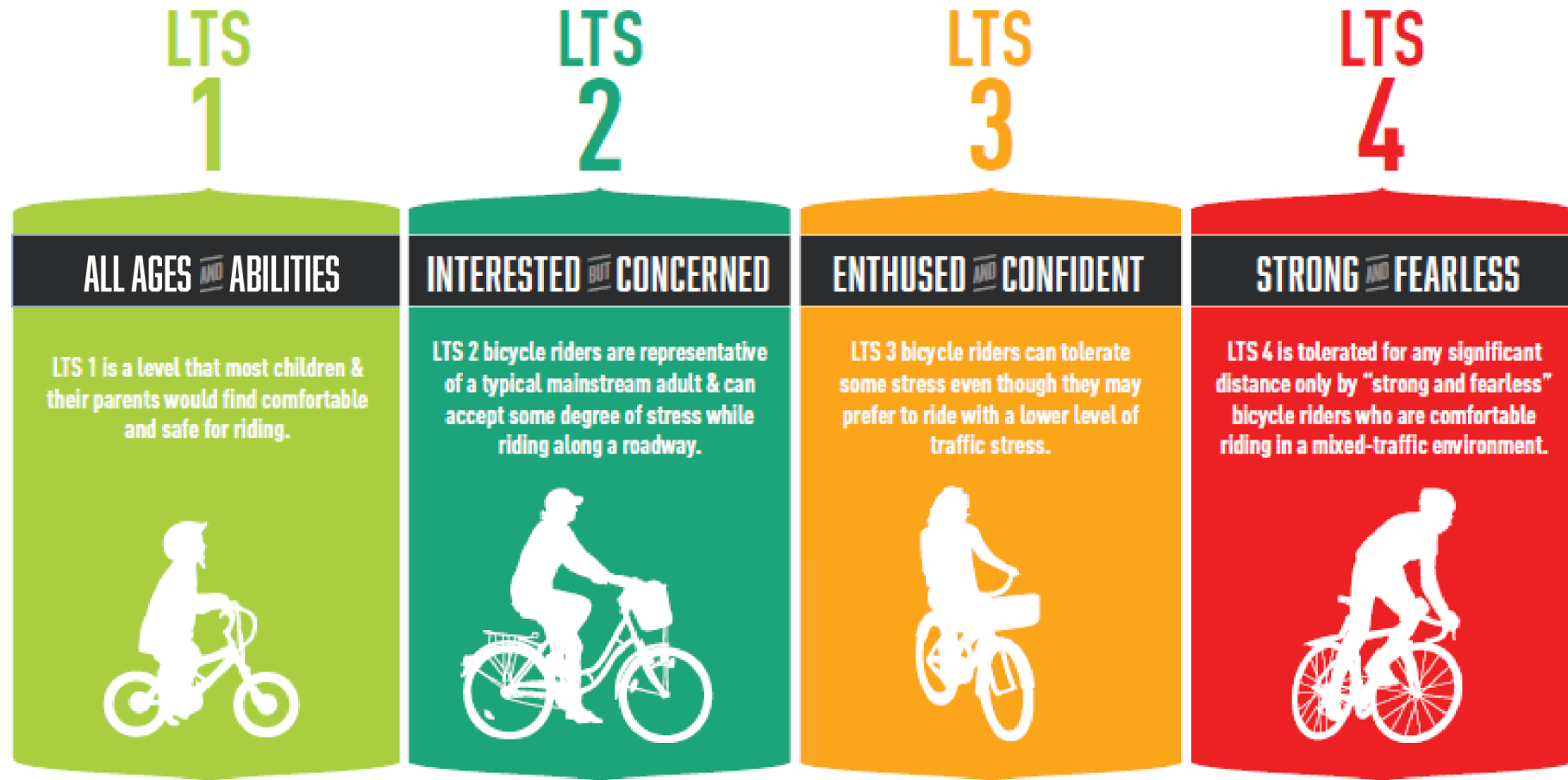


- Mode split
- VMT
- Person trips
- Person delay
- Mobility units





# Level of Traffic Stress



Source: City of Bellevue

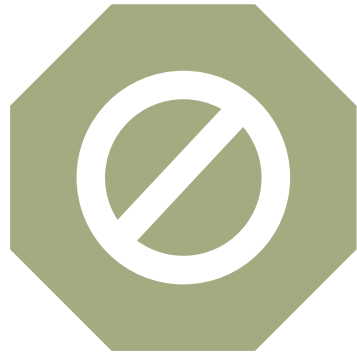


# Congestion

- We cannot build our way out of congestion
- Adding capacity can decrease safety
- How can we operate our system more efficiently?
- Some capacity improvements are justified



# A Resilient Response to Congestion



**More lanes may not be the  
answer**



**System expansion**

Active Transportation

Public Transportation



# State of Good Repair

- Return on investment - preservation



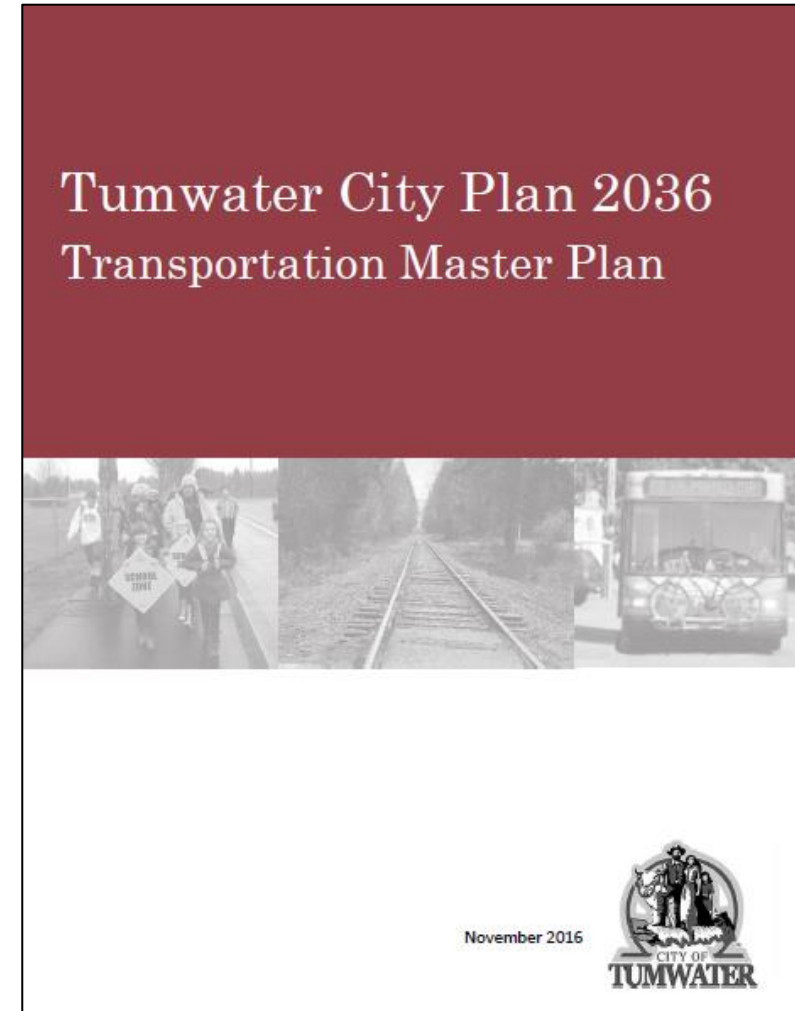
# Sustainability

- Climate change – Wildfires, flooding, excessive heat, sea-level rise, extreme storm events
- Disasters – Cascadia subduction earthquake, infrastructure failure, cybersecurity threats
- Equity – Making sure our transportation system is accessible to everyone; addressing negative effects of transportation on overburdened neighborhoods
- Economy – Our population is growing, how will the transportation system keep up – so what new tools, modes help us manage travel? How can streets and roads support vibrant local economies?



# The Current Plan

- Firm foundation for this update
- Pandemic has changed how and where we work and travel
- Changes in transportation priorities at the federal, state, and local levels since 2016



# The New Plan

- Incorporate the changes we've discussed, as well as the input from the Committee, Planning Commission, stakeholders, and the community

*Look towards Tumwater's future*

*While acknowledging how we got here*





# Next Steps





# Comments and Contact information

Written comments are welcome at any time during the periodic update process and staff will address and publish all formal comments

## City of Tumwater Contact:

Brad Medrud, AICP  
City of Tumwater Planning Manager  
Community Development Department  
555 Israel Road SW  
Tumwater, WA 98501  
Phone: 360-754-4180  
Email: [bmedrud@ci.tumwater.wa.us](mailto:bmedrud@ci.tumwater.wa.us)

- The periodic update email is [compplan@ci.tumwater.wa.us](mailto:compplan@ci.tumwater.wa.us)
- All documents related to the periodic update are located on the [City's periodic update webpage](#)



TO: General Government Committee  
 FROM: Brad Medrud, Planning Manager  
 DATE: September 11, 2024  
 SUBJECT: 2025 Comprehensive Plan Periodic Update – Document Format

1) Recommended Action:

This is a discussion item about the document format for the 2025 Comprehensive Plan periodic update.

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 June 30, 2025. Work on the periodic update started last fall.

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 presentation of the Comprehensive Plan will be changing as part of the 2025 periodic update and the General Government Committee will be asked for their input on the new format.

3) Policy Support:

Comprehensive Plan Goal LPP-1 Provide sufficient and efficient services to Tumwater and the Urban Growth Area.

3) Alternatives:

☐ None.

5) Fiscal Notes:

This is primarily an internally funded annual work program task.

4) Attachments:

- A. Staff Report
- B. Draft Plan Introduction Section
- C. Draft Utilities Element - Part 1 Goals and Policies
- D. Draft Utilities Element - Part 2 Technical Information

# STAFF REPORT

Date: September 11, 2024  
To: General Government Committee  
From: Brad Medrud, Planning Manager



## 2025 Comprehensive Plan Periodic Update – Document Format

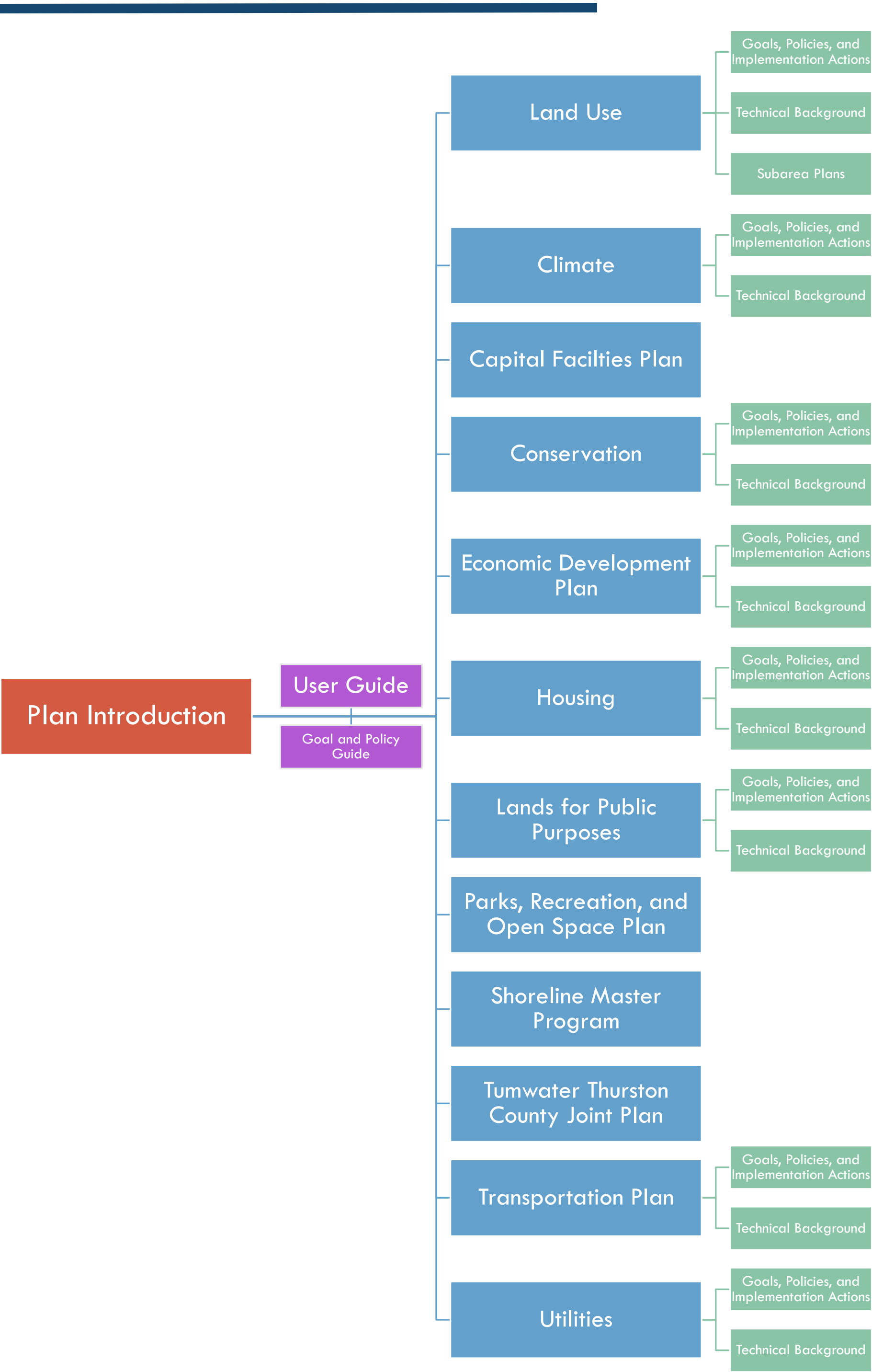
On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is obligated to complete work on the periodic update by December 31, 2025. Work on the periodic update started last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

The presentation of the Comprehensive Plan will be changing as part of the 2025 periodic update. The Planning Commission were asked for their input on the new format at their Tuesday, August 13, 2024, meeting. The intent of the General Government Committee meeting on Wednesday, September 11, 2024, is to review the proposed format for the 2025 Comprehensive Plan using rough drafts of the Utilities Element and the new Plan Introduction as examples. The 2025 Comprehensive Plan will be primarily an online document but formatted for printing as needed.

In the Fall of 2022 at the direction of John Doan, the City Administrator, it was decided that the Comprehensive Plan document that would come out of the 2025 periodic update process would be shorter, leaner, and more user friendly. The updated Comprehensive Plan will consist of shorter individual Elements and Plans containing the necessary goals, policies, and implementation actions with a separate section that contains the required technical information. At the end of the process, there will also be a Plan Introduction that contains information relevant to all the Elements, a brief Comprehensive Plan Goal and Policy Guide for use by staff and policymakers and a User Guide for the community.

### 1. Proposed Comprehensive Plan Structure

The updated Comprehensive Plan will consist of the following individual parts as shown in the diagram on the next page.



## 2. Plan Introduction Example

Attachment B in the packet is the proposed template for the Plan Introduction section of the Comprehensive Plan.

### A. Foundation of the Plan

Chapter 1 of the Plan Introduction contains the purpose and scope of the entire Comprehensive Plan as well as the City's Vision, Mission, and Beliefs that guide the periodic update and subsequent annual amendment process. The chapter contains the City's 2024-25 Strategic Plan goals, State Growth Management Act goals, and the County-Wide Planning Policies that are applicable to the whole Comprehensive Plan.

Chapter 1 also includes sections addressing the ongoing Comprehensive Plan review program, the Plan amendment and update process, as well as public participation and intergovernmental coordination.

All the text in the template of this chapter is from the 2016 Plan and will need to be updated.

### B. Overall Plan Goals, Policies, and Implementation Actions

Chapters 2 and 3 focus on overarching goals, policies, and implementation actions that are applicable to the entire Comprehensive Plan. Staff's initial draft goals include the following, which are not listed in an order of priority:

#### Engagement

Goal CP-1 Continuously engage with the community and the region.

#### Coordination

Goal CP-2 Ensure coordination between Elements, Plans, and Subarea Plans of the Comprehensive Plan.

#### Community Vibrancy

Goal CP-3 Foster livability by evoking a sense of identity through arts and culture, attracting and sustaining desired economic activity that supports the community. Make investments that emphasize Tumwater as a welcoming place and enhance community building.

#### Equity

Goal CP-4 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.

## Climate Resilience

Goal CP-5 Increase climate resiliency by promoting sustainability, reducing pollution, promoting healthy habitats, and supporting clean air and water.

## Fiscal Stewardship

Goal CP-6 Make wise investments of public and private funds in community infrastructure and projects.

## Environmental

Goal CP-7 Protect and enhance the environment.

## C. How to Use the Plan

Whether the information in Chapter 4 belongs in the Plan Introduction section or in a separate User's Guide is still under discussion.

## D. Summary of the Elements of the Plan

Chapter 5 contains a brief summary of each of the elements of the Plan addressing issues and opportunities and general implementation strategies in the Plan. All the text in this chapter is from the 2016 Plan and will need to be updated.

## 3. Utilities Element Example

### A. Part 1 – Goals, Policies, and Implementation Actions

#### Introduction

Chapter 1 contains a brief introduction to the Element and instructions about how to read this element. All of the text in this chapter is from the 2016 Plan and will need to be updated.

#### County-Wide Planning Policies

Chapters 2 and 3 contain the Growth Management Act Goals and County-Wide Planning Policies that are relevant to the Utilities Element and an explanation of how the Element addresses each.

#### Element Goals, Policies, and Implementation Actions

Chapters 4 and 5 contain the Utilities Element goals, policies, and implementation actions.

## B. Part 2 – Technical Information

### **Introduction**

Chapter 1 contains a brief introduction to the Element, background on local, state, and federal regulations of private utilities, and a discussion of how the Element would apply to the City's Urban Growth Area. All of the text in this chapter is from the 2016 Plan and will need to be updated.

### **Individual Utility Types**

Chapters 2 through 5 discuss regulatory context and the systems of the individual private utilities in the City that include natural gas, electricity, natural gas and fuel pipelines, and telecommunication.

### **Future Demand**

Chapters 6 and 7 discuss future demands on the utility system because of growth and climate change.

### **Maps**

The Element also includes maps of the utility systems.

# Plan Introduction

## City of Tumwater 2025 Comprehensive Plan

*Balancing Nature and Community: Tumwater's Path to Sustainable Growth*

**DRAFT VERSION JULY 2024**

**FORMAT EXAMPLE ONLY**

**CHAPTERS 1, 4, AND 5 HAVE NOT BEEN UPDATED FROM 2016 ADOPTED PLAN**

December 2025

Ordinance No. O2025-0XX







# Plan Introduction

## Table of Contents

1. Foundation of the Plan .....	6
A. Purpose and Scope .....	6
B. Vision, Mission, and Beliefs .....	6
Vision .....	6
Mission .....	6
We Believe in P-E-O-P-L-E .....	6
C. Strategic Plan Goals .....	7
D. Growth Management Act Goals .....	7
E. County-Wide Planning Policies .....	9
F. Ongoing Plan Review Program .....	9
G. Amendments and Updates .....	10
H. Public Participation .....	10
I. Intergovernmental Coordination .....	11
2. Summary of Overall Plan Goals .....	13
A. Engagement .....	13
B. Coordination .....	13
C. Community Vibrancy .....	13
D. Equity .....	13
E. Climate Resilience .....	13
F. Fiscal Stewardship .....	14
G. Environmental .....	14
3. Overall Plan Goals, Policies, and Implementation Actions .....	15
A. Engagement .....	15
B. Coordination .....	15
C. Community Vibrancy .....	16
D. Equity .....	16
E. Climate Resilience .....	17
F. Fiscal Stewardship .....	17
G. Environmental .....	17
4. How to Use the Comprehensive Plan .....	19



## Plan Introduction

A.	Introduction .....	19
B.	XXXX .....	19
C.	XXXX .....	19
D.	XXXX .....	19
E.	XXXX .....	19
5.	Elements of the Comprehensive Plan .....	20
A.	Introduction .....	20
B.	Land Use .....	20
	Issues and Opportunities .....	20
	Implementation Strategies .....	21
C.	Climate .....	21
	Issues and Opportunities .....	21
	Implementation Strategies .....	21
D.	Capital Facilities Plan .....	22
	Issues and Opportunities .....	22
	Implementation Strategy .....	22
E.	Conservation .....	22
	Issues and Opportunities .....	23
	Implementation Strategies .....	23
F.	Economic Development Plan .....	23
	Issues and Opportunities .....	23
	Implementation Strategies .....	24
G.	Housing .....	24
	Issues and Opportunities .....	24
	Implementation Strategies .....	26
H.	Lands for Public Purposes .....	26
	Issues and Opportunities .....	26
	Implementation Strategies .....	27
I.	Parks, Recreation, and Open Space Plan .....	27
	Issues and Opportunities .....	27
	Implementation Strategies .....	28



## Plan Introduction

J. Shoreline Master Program .....	29
Issues and Opportunities .....	29
Implementation Strategies .....	29
K. Tumwater Thurston County Joint Plan .....	29
Issues and Opportunities .....	29
Implementation Strategies .....	29
L. Transportation Plan .....	29
Issues and Opportunities .....	29
Implementation Strategies .....	31
M. Utilities .....	31
Issues and Opportunities .....	31
Implementation Strategies .....	33
N. Subarea Plans .....	34
Brewery District Plan .....	34
Black Hills Subarea Transportation Plan .....	34
Capitol Boulevard Corridor Plan .....	34
Littlerock Road Subarea Plan .....	34
Town Center Plan .....	34

## List of Tables

Table 1. Tumwater and Urban Growth Area 20-Year Population Forecast .....	20
Table 2. Tumwater and Urban Growth Area 20-Year Housing Forecast .....	21
Table 3. Capital Facilities Budget .....	22
Table 4. Current Transportation Inventory .....	31

## List of Figures

Figure 1. Housing Unit Sizes .....	25
Figure 2. Housing Costs as a Percent of Income .....	25
Figure 3. Students Enrolled .....	26
Figure 4. Parks Level of Service and Capital Projects .....	28



## Plan Introduction

Figure 5. Map of Utility Corridors.....	32
Figure 6. Natural Gas Usage by Sector .....	33
Figure 7. Electricity Usage by Sector .....	33
Figure 8. Electricity Sources .....	33

## Appendices: Under Separate Cover

- Appendix A: County-Wide Planning Policies
- Appendix B: List of Foundational Plans and Documents
- Appendix C: Glossary
- Appendix D: Ordinance No. O2025-0XX City Council Final Order

## Abbreviations Used in Document

- CDD** – Community Development Department
- TMC** – Tumwater Municipal Code



# Plan Introduction

## 1. Foundation of the Plan

### A. Purpose and Scope

The Tumwater Comprehensive Plan was prepared in accordance with the requirements of the Growth Management Act (Chapter 36.70A

RCW) adopted Thurston County-Wide Planning Policies. The Plan serves as XXXX.

### B. Vision, Mission, and Beliefs

The following provides overarching direction for the future of the City. These were developed through the City's Strategic Planning Process.

#### Vision

Tumwater of the future will be people-oriented and highly livable, with a strong economy, dynamic places, vibrant neighborhoods, a healthy natural environment, diverse and engaged residents, and a living connection to its history.

#### Mission

In active partnership with our community, we provide courageous leadership and essential municipal services to cultivate a prosperous economy, a healthy natural environment, vibrant neighborhoods, and a supportive social fabric.

#### We Believe in P-E-O-P-L-E

##### *People*

We respect the diverse people that make up the social fabric of our community and strive to be inclusive of all people. We value and seek to strengthen our vibrant neighborhoods, that are cornerstones of civic life and community

identity. As we pursue our goals and the long-term sustainability of the City organization, we value the contributions and diversity of our staff, support their continued personal and professional growth, and act to retain their expertise for the good of the community.

##### *Excellence*

We strive for excellence and integrity in providing City services. By providing quality services, being responsible and efficient stewards of public resources, and empowering employees to achieve excellence, we continue to build public trust and encourage civic involvement. We know that excellence does not have to come at the price of our sense of community or our small city character.

##### *Opportunity*

We seize opportunities to improve our community's social, environmental, and economic well-being. We endeavor to realize positive opportunities in adverse situations and periods of change.

##### *Partnership*

We work collaboratively with residents, businesses, and community organizations. We



## Plan Introduction

also actively partner with other jurisdictions to address regional, state, and even broader issues.

### Learning

We are a learning organization which strives to benefit from past experience, foresight, and innovation to seek new ways to enhance the community and improve City operations and services.

### Environment

We act to preserve and enhance the natural environment and the social fabric of our community.

## C. Strategic Plan Goals

The following Tumwater Strategic Plan Goals establish the priorities for realizing the City's Vision. These goals were developed through the City's Strategic Planning Process.

The City's Strategic Priorities and Goals 2025 – 2026 include the following goals:

- Build a Community Recognized for Quality, Compassion, and Humanity.
- Be a Leader in Environmental Health and Sustainability.

- Create and Maintain a Transportation System Safe for All Modes of Travel.
- Provide and Sustain Quality Public Safety Services.
- Pursue and Support Targeted Community and Economic Development Opportunities.
- Refine and Sustain a Great Organization.

## D. Growth Management Act Goals

The State of Washington requires the City of Tumwater to plan under the Growth Management Act (RCW 36.07A.040).

Each Element of the Comprehensive Plan describes how the XXXX.

The following fifteen Growth Management Act goals guide the development and adoption of the City's Comprehensive Plan and development regulations and are not listed in order of priority:

1. **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. **Transportation.** Encourage efficient multimodal transportation systems that



## Plan Introduction

- 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.
4. **Housing.** Plan for and accommodate housing affordable 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.
  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.
  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.
  7. **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
  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.
  9. **Open space and recreation.** Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
  10. **Environment.** Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
  11. **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.
  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.
  13. **Historic preservation.** Identify and encourage the preservation of lands,



## Plan Introduction

sites, and structures, that have historical or archaeological significance.

14. **Climate change and resiliency.** Ensure that the City's Comprehensive Plans and development regulations adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural

hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.

15. **Shorelines of the state.** For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the City's Comprehensive Plan.

### E. County-Wide Planning Policies

The Growth Management Act requires that the City of Tumwater Comprehensive Plan be consistent with Thurston County's County-Wide Planning Policies, as amended in 2015.

The adopted County-Wide Planning Policies are included in this document in their entirety in Appendix A.

### F. Ongoing Plan Review Program

Tumwater will undertake a program of ongoing review to monitor the performance of its Comprehensive Plan goals, policies, and implementation actions. At the City, this will be done principally through XXXX.

The Comprehensive Plan is meant to be a flexible and easily used document. As Tumwater grows and changes, the Comprehensive Plan will need to be revised and amended to reflect new circumstances.





## Plan Introduction

### G. Amendments and Updates

The Comprehensive Plan is subject to amendment to ensure internal and interjurisdictional consistency of the Comprehensive Plan and with the development regulations implementing the Comprehensive Plan. An evaluation of new conditions will be an integral part of the amendment process.

State law allows amendment of the Comprehensive Plan once annually, except in cases of emergency. The process the City uses to amend the plan and development regulations implementing the plan are set forth in Chapter 18.60 Tumwater Municipal Code. The Planning Commission and City Council will individually consider concurrently all proposed changes to the document accumulated over time since the last amendment, to ascertain the cumulative impact of the proposed changes.

The Comprehensive Plan may be amended outside of the normal annual amendment cycle if findings are adopted by the City Council demonstrating that the emergency meets all the following criteria:

1. The circumstances of the emergency request, if processed within the normal amendment cycle, will result in delays that contribute to significant imminent impact on the community in general, or a specific neighborhood; and
2. The emergency request relates to an issue or issues of a community or neighborhood-wide significance beyond the interests of a particular property owner, provided that an issue pertaining to an individual property may be considered if findings reveal that impacts to the community or specific neighborhood would result from the individual property.

The nature of the emergency and the proposed amendment shall be presented to the City Council, which shall decide if the proposal qualifies as an emergency. Any proposal deemed an emergency should proceed ahead of the normal amendment schedule.

### H. Public Participation

Public participation in comprehensive planning is required both as a matter of law and policy. The public participation program affirms the City's commitment to public involvement in the planning process. The intent of the program is to ensure that citywide and neighborhood planning is done with the contribution of all interested parties, including residents, property owners, business owners, neighborhood associations, and others. Tumwater will make

every effort to involve citizens in the processes to develop and update the Comprehensive Plan, subarea plans, zoning, and other development regulations.

Public participation and intergovernmental coordination procedures are set forth below to insure conformance with the Growth Management Act. Specifically, these procedures are set forth to establish policy providing for



## Plan Introduction

early and continuous public participation in the City's development and amendment of the Comprehensive Plan and development regulations implementing the plan. Errors in exact compliance with the established procedures do not invalidate the Comprehensive Plan or development regulations.

1. Before the due date for submittal of requests for Comprehensive Plan amendments, the City will publish an article on the City's media platforms and distribute it to local news media inviting amendment requests and informing the public of the deadline.
2. Proposed amendments to the Comprehensive Plan and development regulations that affect the unincorporated Urban Growth Area will be subject to public hearings by the Tumwater and Thurston County Planning Commissions, Tumwater City Council, and Thurston County Board of Commissioners.
3. City publications, bulk mail, direct mail, email, broadcast and print media, or the City's website should be utilized by the City to inform affected parties about current or proposed plans or regulations, as well as opportunities for participation in City decision processes.
4. Procedures for providing notice of public hearings are set forth in Chapter 18.60 Tumwater Municipal Code. The City should have proposed amendments to the Comprehensive Plan and development regulations available to the public for inspection at City Hall during regular business hours beginning on the first business day following the date the public hearing notice is published.
5. In addition to hearings and other formal opportunities for oral and written public comment, the City should use various outreach techniques such as opinion surveys, speakers' programs, forums, workshops, open houses, hands-on events, and task forces.
6. The Planning Commission may request that the Mayor appoint a subcommittee of the Planning Commission when the size, technical complexity, or content of a proposed comprehensive plan or development regulation amendment warrant. The subcommittee would be responsible for preparing draft planning documents and ordinances for Planning Commission consideration. Subcommittee meetings would have the status of open public meetings, which can be attended by any interested individuals or groups.

### I. Intergovernmental Coordination

Adjacent local jurisdictions, fire districts, school districts, public transit agencies, appropriate

state agencies, Port of Olympia, and the Squaxin Island Tribe will be mailed a notice of draft



## Plan Introduction

Comprehensive Plan and development regulation amendment proposals prior to final adoption by the City Council. The notice will contain a description of the amendments and methods for obtaining the draft proposal. Methods for providing input will also be included. Whenever possible, this notification

process will be accomplished prior to Planning Commission consideration and in conjunction with the state agency notification requirement set forth in RCW 36.70A.106.

DRAFT

## Plan Introduction

## 2. Summary of Overall Plan Goals

Goals are not listed in order of priority.

### A. Engagement

Goal CP-1 Continuously engage with the community and the region.

### B. Coordination

Goal CP-2 Ensure coordination between Elements, Plans, and Subarea Plans of the Comprehensive Plan.

### C. Community Vibrancy

Goal CP-3 Foster livability by evoking a sense of identity through arts and culture, attracting and sustaining desired economic activity that supports the community. Make investments that emphasize Tumwater as a welcoming place and enhance community building.

### D. Equity

Goal CP-4 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.

### E. Climate Resilience

Goal CP-5 Increase climate resiliency by promoting sustainability, reducing pollution, promoting healthy habitats, and supporting clean air and water.



## Plan Introduction

### F. Fiscal Stewardship

Goal CP-6 Make wise investments of public and private funds in community infrastructure and projects.

### G. Environmental

Goal CP-7 Protect and enhance the environment.

DRAFT

## Plan Introduction

### 3. Overall Plan Goals, Policies, and Implementation Actions

#### A. Engagement

**Goal CP-1 Continuously engage with the community and the region.**

[Add Short Explanatory Text]

Policies and Implementation Actions	Lead	Period	Notes
<b>CP-1.1 Engage residents in planning for the City.</b>	CDD	Ongoing	
CP-1.1.1 Structure public involvement in the planning process so decisions made regarding the growth and development of the City engage all parts of the community, reflect general community goals, and are sensitive to special interests of effected parties.	CDD	Ongoing	

#### B. Coordination

**Goal CP-2 Ensure coordination between Elements, Plans, and Subarea Plans of the Comprehensive Plan.**

[Add Short Explanatory Text]

Policies and Implementation Actions	Lead	Period	Notes
<b>CP-2.1 XXXX</b>			
CP-2.1.1 XXXX			

## Plan Introduction

### C. Community Vibrancy

**Goal CP-3 Foster livability by evoking a sense of identity through arts and culture, attracting and sustaining desired economic activity that supports the community. Make investments that emphasize Tumwater as a welcoming place and enhance community building.**

[Add Short Explanatory Text]

Policies and Implementation Actions	Lead	Period	Notes
CP-3.1 XXXX			
CP-3.1.1 XXXX			

### D. Equity

**Goal CP-4 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.**

[Add Short Explanatory Text]

Policies and Implementation Actions	Lead	Period	Notes
CP-4.1 XXXX			
CP-4.1.1 XXXX			

## Plan Introduction

### E. Climate Resilience

**Goal CP-5 Increase climate resiliency by promoting sustainability, reducing pollution, promoting healthy habitats, and supporting clean air and water.**

[Add Short Explanatory Text]

Policies and Implementation Actions	Lead	Period	Notes
CP-5.1 XXXX			
CP-5.1.1 XXXX			

### F. Fiscal Stewardship

**Goal CP-6 Make wise investments of public and private funds in community infrastructure and projects.**

[Add Short Explanatory Text]

Policies and Implementation Actions	Lead	Period	Notes
CP-6.1 XXXX			
CP-6.1.1 XXXX			

### G. Environmental

**Goal CP-7 Protect and enhance the environment.**

[Add Short Explanatory Text]



# Plan Introduction



Policies and Implementation Actions	Lead	Period	Notes
CP-7.1 XXXX			
CP-7.1.1 XXXX			

DRAFT

## Plan Introduction

---

### 4. How to Use the Comprehensive Plan

#### A. Introduction

XXXX

#### B. XXXX

XXXX

#### C. XXXX

XXXX

#### D. XXXX

XXXX

#### E. XXXX

XXXX



# Plan Introduction

## 5. Elements of the Comprehensive Plan

### A. Introduction

XXXX

### B. Land Use

There are a wide variety of land uses within Tumwater, such as housing, parks, industries, or stores. The City’s Zoning Map shows where each type of use can be located, and the Tumwater Municipal Code describes what requirements developers and landowners must follow to place such as use. It is important to consider the effect of land use regulations on development so the City can support its current and future residents.

more efficiently. The City has proposed several policies that encourage dense development to maximize the value of existing services, utilities, and infrastructure. These polices also balance the goal of density with that of protecting the character of established neighborhoods.

“Density” in the context of the Comprehensive Plan means the number of people would live or work within a specified area. It can also refer to the number of buildings within an area.

For example, Tumwater has a density of about 1,200 people per square mile or the density for a project could be four dwelling units per acre.

### Issues and Opportunities

#### Projected Population Increase

Tumwater is expecting a 70% increase in population by 2035. If managed properly, this influx of people could give the City an opportunity to create the density and economic demand necessary to provide public services

Table 1. Tumwater and Urban Growth Area 20-Year Population Forecast

	2025 Population	2045 Population	Population Increase	Percent Increase 2025 - 2045
City				
City’s Urban Growth Area				
Combined Areas				

## Plan Introduction

Table 2. Tumwater and Urban Growth Area 20-Year Housing Forecast

	2025 Dwelling Units	2045 Dwelling Units	Dwelling Units Increase	Percent Increase 2025 - 2045
<b>City</b>				
<b>City's Urban Growth Area</b>				
<b>Combined Areas</b>				

### Increased Need for Housing

To accommodate the estimated 2035 population, approximately 7,900 new dwelling units will need to be built in the City. There is currently enough land in the City to build these units, but if preexisting buildings are redeveloped, there is increased capacity.

- Use the new Design Guidelines to encourage new developments to be more people oriented.
- Encourage innovative design techniques that support more affordable and diverse housing types.
- Invest in public improvements to streets and other public spaces.

### Implementation Strategies

- Encourage mixed-use buildings to increase density and walkability.
- Support new developments or redevelopments that happen in or near the City center.

**“Redevelopment”** is the practice of reusing pre-existing buildings for purposes different from their original use and can include reconstruction and additional construction to meet the needs of the new use.

## C. Climate

### Issues and Opportunities

XXXX

### Implementation Strategies

XXXX



## Plan Introduction

### D. Capital Facilities Plan

The Capital Facilities Plan outlines what projects the City will pursue in the next six years, such as major construction, infrastructure improvements, land acquisitions, and equipment purchases, and how the City will pay for those projects.

#### Issues and Opportunities

##### Prioritization

With the City's finite resources, Tumwater leaders must prioritize projects. Here is the list of criteria used in the process of ranking projects in order from greatest to least need:

- Is it an emergency repair?
- Is the City required by law to do it?
- Is it an older project that is still being carried out?
- Does it support or implement the City's goals and objectives?
- Can it get outside funding?
- Is it an enhancement or repair of an existing facility?
- Does it involve the acquisition and development of new facilities?

##### Funding

The funding for capital facilities projects comes from a variety of sources such as grants, loans, and money generated from City taxes. It is important that the Capital Facilities Plan explore seeking funding from as many sources as possible so that the City can improve at a faster rate.

#### Implementation Strategy

Table 3. Capital Facilities Budget

Type of Project	Total Projects	Total Cost
<b>General Governmental</b>	31	\$39,094,240
<b>Transportation</b>	25	\$30,845,957
<b>Water</b>	21	\$24,221,500
<b>Sanitary Sewer</b>	12	\$8,365,000
<b>Storm Drain</b>	23	\$4,919,500

### E. Conservation

Tumwater takes a great deal of pride in the preservation of its natural assets from trees to wetlands. It has made the City more attractive and enjoyable to visitors and residents alike. With an undeniable population increase on the

horizon, the City will have to find a way to strike a balance between increasing the City's capacity and retaining an acceptable quality and quantity of natural resources.



## Plan Introduction

### Issues and Opportunities

#### *Water Resources*

The City has heavily invested in the quality of its water. To maintain that level of quality that made Tumwater famous, the City must protect the groundwater and surface water sources from threats.

#### *Wetland Protection*

Wetlands have an array of benefits such as filtering stormwater runoff and providing habitat for local wildlife. Preventing and mitigating wetland loss is very important for the preservation of water quality and regional biodiversity.

#### *Local Food Production*

Historically, the spread of new urban development eliminated valuable agricultural lands. Tumwater should seek to prevent this trend from occurring and preserve farmlands for increasing the availability of locally produced food to the City.

### Implementation Strategies

- Monitor and review zoning so that hazardous uses cannot locate next to sensitive natural areas.
- Enforce low-impact development regulations and other ordinances that protect critical areas.
- Offer incentives to become more water and energy efficient like rebates for high efficiency fixtures and retrofits.
- Educate the public on best sustainable practices through outreach events and programs.
- Support dense development in the urban core.
- Implement a septic to sewer program.
- Stay up to date on natural resource lands classifications to ensure that critical areas are getting the protection they need.

## F. Economic Development Plan

The City can support certain strategies and policy decisions to make Tumwater more attractive to new businesses and further support the ones that are already in the City.

### Issues and Opportunities

#### *Supporting Businesses*

An important step in building a stronger local economy is to retain the City's existing

businesses. Engaging with the businesses of Tumwater will give the City a good idea of how to better support its current and future businesses.

#### *Tumwater's Image and Future*

To draw in new businesses and workers, Tumwater should focus on marketing the City as a desirable place to live and favorable environment to start or expand a business in.

## Plan Introduction

The City can also take advantage of its brewing history to draw in brewing and associated businesses.

### *Neighborhood Plans and Neighborhood Centers*

Neighborhood or sub-area plans are similar to the City Plan but on a smaller scale. Smaller plans allow for detail and citizen participation. Implementing and monitoring these plans helps to utilize the individual characteristics of each neighborhood.

## Implementation Strategies

- Promote Tumwater as an attractive place to visit, live, and work.
- Communicate with businesses to identify their needs and ways for the City to meet them.
- Stabilize and redevelop the Old Brewhouse and other brewery properties.
- Continue to implement and review neighborhood plans.



## G. Housing

Housing is one of the most important parts of the everyday lives of the City's residents. One of the City's top priorities is to work to provide residents with a range of housing options within their budget so that their home is suitable and affordable.

more bedrooms. While this works well for the many families living in Tumwater, the expected housing trend for the City is that households will shrink in size and become older on average. More people are living by themselves or with a partner, but without children. Single homes and large apartments are not always the best.

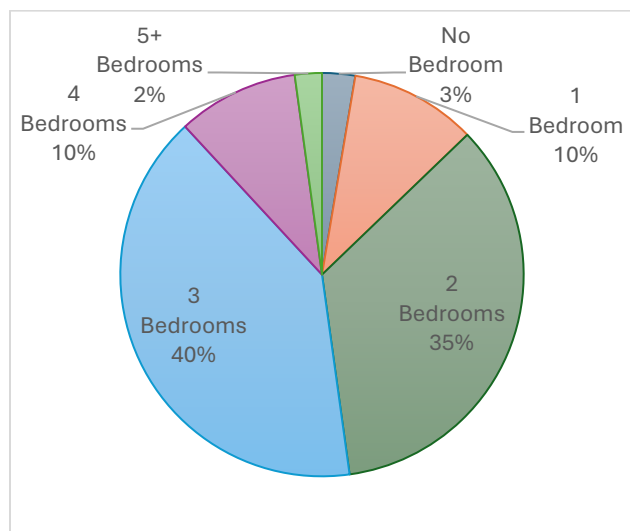
## Issues and Opportunities

### *Household Sizes*

Most of the current housing units in the City are designed for single families needing three or

## Plan Introduction

Figure 1. Housing Unit Sizes



financial option for childless couples or single person households.

### Homelessness

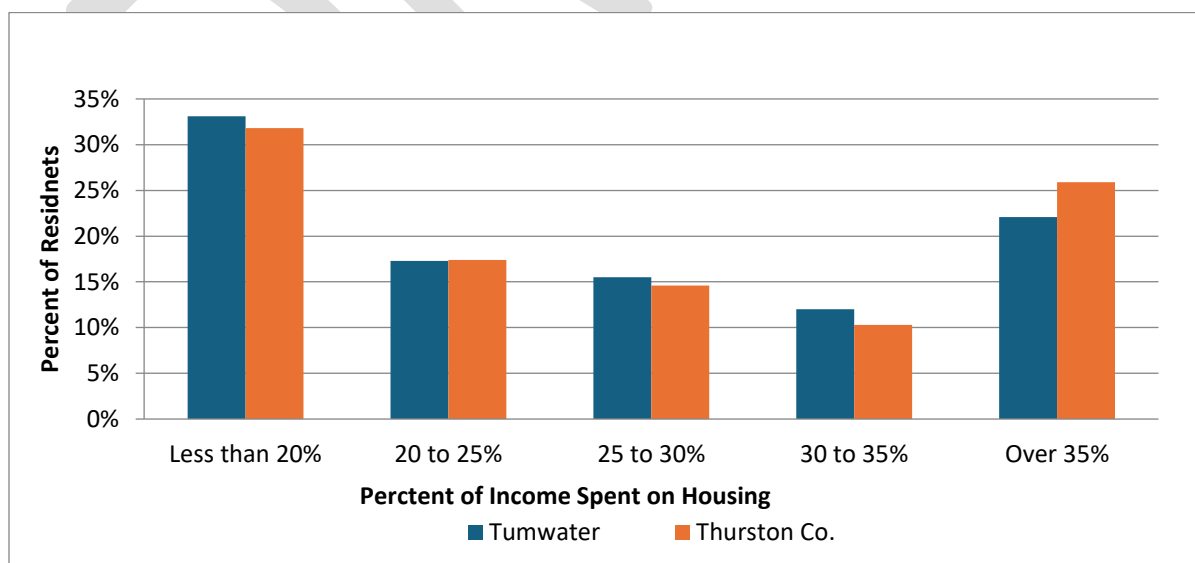
The local homeless population is estimated by Thurston County to be approximately 476 people who are living outdoors, in shelters, or in transitional housing. Within the Tumwater School District, there are an estimated 246

homeless students, and that number is considered an underestimate due to the stigma surrounding homelessness. The local shelter organizations are beyond capacity night after night. They need increased funding or additional services to help address the critical needs of Tumwater's less fortunate population. Tumwater already has about 50 transitional housing units, but more can and should be done.

### Affordable Housing

While most of Tumwater has stayed relatively affordable, 22% of the City's 2015 population was rent burdened, meaning they spent over a third of their income on housing costs. This limits the amount they can use to cover other costs of living such as food or health care. This trend is predicted to continue as the City grows unless changes are made to the current housing stock.

Figure 2. Housing Costs as a Percent of Income





## Plan Introduction

### Implementation Strategies

- Identify rarely used building strategies that can reduce the cost of development and encourage creating affordable housing.
- Provide a greater mix of housing styles and sizes to provide an affordable selection of housing for all of Tumwater's residents.
- Create new housing units to meet the needs of the City's future population

while also maintaining the character of existing neighborhoods.

- Continue the discussion on how to help the homeless population best in Tumwater with strategies like building transitional housing.
- Encourage housing to be near transportation hubs, jobs, and other daily activities.

### H. Lands for Public Purposes

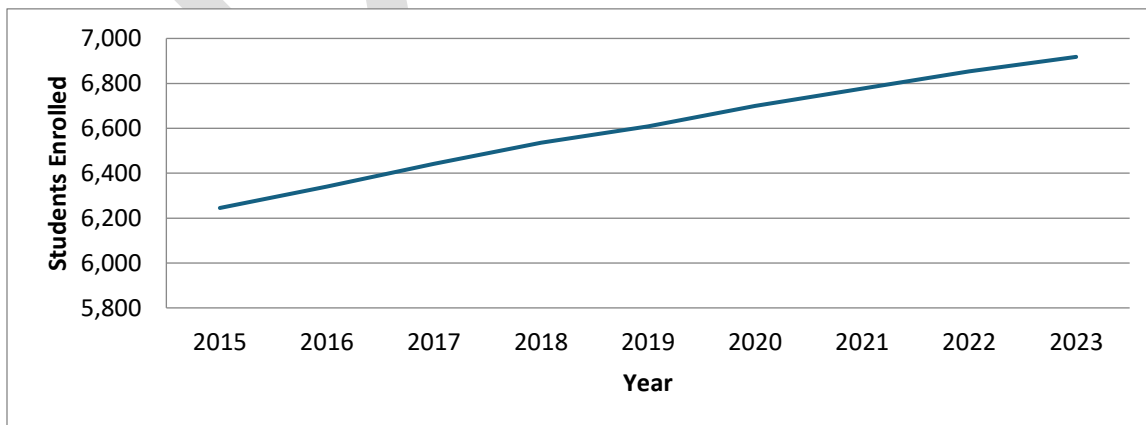
Public services and utilities require careful planning to make sure they are placed in the most efficient manner possible. Tumwater aims to balance the goals of serving the greatest number of people with the highest quality service while maintaining the lowest possible operating costs.

### Issues and Opportunities

#### School District

With the current population projections, the Tumwater School District is expected to gain about 670 new students by 2023. To accommodate the incoming student population, the City of Tumwater should help the School District pick out sites for new schools and other facilities.

Figure 3. Students Enrolled





## Plan Introduction

### *Waste Management*

Solid waste in Tumwater is taken to the Thurston County Waste and Recovery Center (WARC). While the WARC is functioning fine now, some of its facilities are beginning to wear down. The HazoHouse, the hazardous materials drop-off center, needs a replacement in the near future. Slightly further out, there may be need for an entirely new WARC as Tumwater and the County grow.

### *Reduce, Re-use, Recycle*

The WARC receives about 550 tons of waste per day, only 4 tons of that being recyclable. As solid waste landfills are a big contributor to greenhouse gas emissions and Washington State is trying to reduce those emissions, Tumwater should do its part to increase recycling efforts.

### Implementation Strategies

- Coordinate with the Olympia and Tumwater School Districts to plan for the future need for new school facilities.
- Work with the County to develop a new HazoHouse Facility and other facilities.
- Assist residents to increase recycling and re-use.
- Support green economic opportunities to build local markets, jobs, and firms in recycling, re-use, and related material management efforts.
- Encourage innovative and alternative technologies for converting municipal solid waste to energy or fuel.

## I. Parks, Recreation, and Open Space Plan

Parks and open spaces have a significant impact on life within Tumwater. They provide recreation, social, and educational opportunities to both residents and tourists with the added bonus of preserving green space in the city.

### Issues and Opportunities

#### *Community Parks*

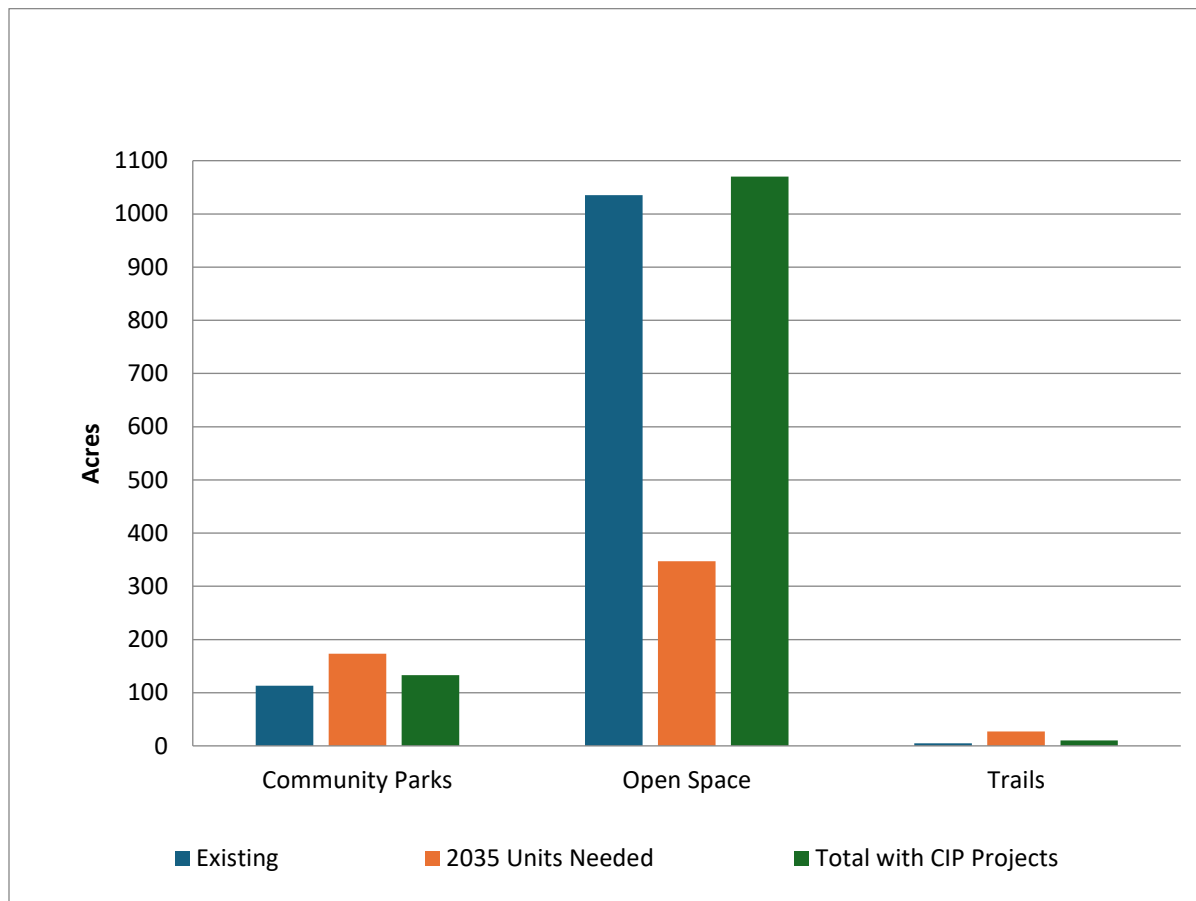
According to projections, Tumwater will be short on the amount of community parks to meet the needs of the 2035 population increase.

#### *Trails*

Tumwater is looking to create a network of trails for bikers and pedestrians to cross the city. Currently, the Parks Department is designing and constructing these trails, section by section, as funding allows.

## Plan Introduction

Figure 4. Parks Level of Service and Capital Projects



### Staffing

The Parks and Recreation department maintains 393.4 acres of parks and natural areas and the grounds of all City-owned properties as well as providing recreation services. Low staffing has resulted in sub-standard maintenance and program offerings. Additional staff members will be necessary to improve the current and future level of service.

### Implementation Strategies

- Explore funding options, such as grants or collaborating with other entities, to

increase the quality and quantity of parks and services the City can provide.

- Discuss the most efficient ways to use current and future resources to support the creation of new parks and programs.
- Create a citywide system of streetscapes, parkways, and gateways that access and highlight the scenic attributes of Tumwater.
- Create a comprehensive system of on and off-road hike and bike trails that access scenic, environmental, historical, and open space attributes of Tumwater.

## Plan Introduction

### J. Shoreline Master Program

#### Issues and Opportunities

XXXX

#### Implementation Strategies

XXXX

### K. Tumwater Thurston County Joint Plan

#### Issues and Opportunities

XXXX

#### Implementation Strategies

XXXX

### L. Transportation Plan

Transportation is an important aspect of daily life. How people are able to move within Tumwater affects how the City will grow and what shape that growth will take as the City transitions to a more urban place.

#### Issues and Opportunities

##### *Multi-Modal Transit*

To support the additional trips traveled by the incoming population, Tumwater has to create

and expand the City's multi-modal transit network. Multi-modal transportation considers all the different ways people get around—from walking and biking to busing and driving. As Tumwater's Town Center transitions into a more urban area, the roadways should reflect the variety of transit modes.

## Plan Introduction



Rural

Urban



### Walkability

Walkability is a measure of how easy it is to live in an area without a car. Factors like sidewalk conditions and nearby grocery stores come together to create a “walkscore,” or grade for an area. Tumwater’s “walkscore” is 28. This signifies a car-dependent transportation

environment. By improving its non-motorized transportation system, Tumwater can boost its quality of life and become friendlier to those who choose not to own cars for financial, environmental, or other reasons.





## Plan Introduction

### Safety

As the City's transportation system becomes more diverse, the City must address the issue of safety. Some streets in the City are too narrow for bikes and cars to share and create a dangerous and trying environment for both. In addition, some streets may not have enough crossing opportunities for pedestrians, thus encouraging them to jaywalk. There may also be a lack of accommodation for people with disabilities and temporary mobility issues.

Table 4. Current Transportation Inventory

Infrastructure Type	Quantity
<b>Public Streets/Roads</b>	140 miles
<b>Owned by the City</b>	100 miles
<b>To be added</b>	15-20 miles
<b>Bus System</b>	6 major routes (12, 13, 42, 43, 68, 609)
<b>Trails</b>	5 miles

### M. Utilities

Utilities in Tumwater, with the exception of water and sewer services, are provided through private companies that work closely with the City. Tumwater cannot directly affect pricing or distribution of most private utilities, but the City can create incentives to increase efficiency and create opportunities to expand utilities.

Infrastructure Type	Quantity
<b>Sidewalks</b>	104 miles
<b>Bike Lanes</b>	11.5 miles
<b>Airport Facilities</b>	835 acres

### Implementation Strategies

- Adopt land use based street design guidance.
- Adopt multi-modal Level of Service standards.
- Expand bicycle and pedestrian data collection.
- Establish bicycle and pedestrian advisory body.
- Conduct a local traffic safety campaign.
- Identify and prioritize projects or areas of improvement.

### Issues and Opportunities

#### Natural Gas and Electricity

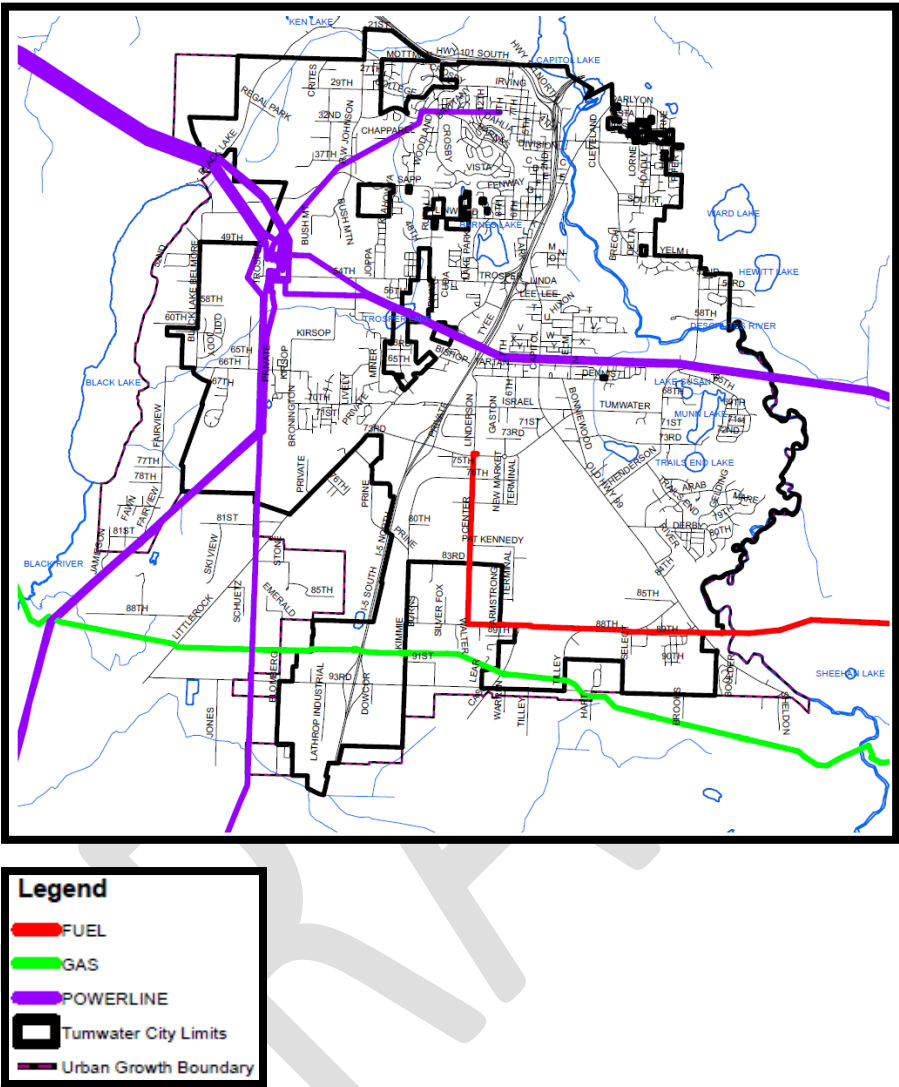
Puget Sound Energy (PSE) provides natural gas and electricity to Tumwater and a large portion of the Puget Sound region. PSE is currently meeting Tumwater's gas and electricity needs and will work with the City to provide for the future population increase.



# Plan Introduction



Figure 5. Map of Utility Corridors



## Plan Introduction

Figure 6. Natural Gas Usage by Sector

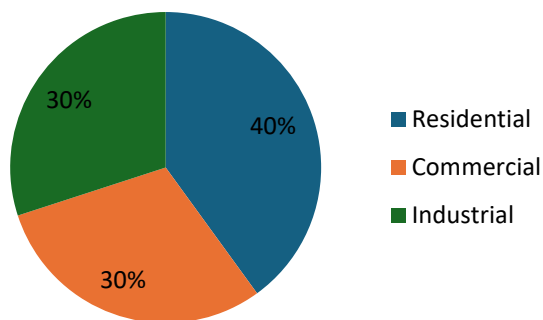


Figure 7. Electricity Usage by Sector

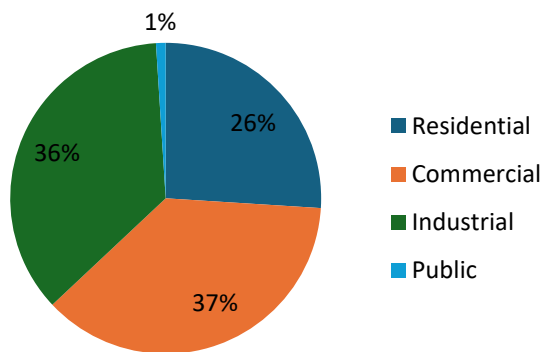
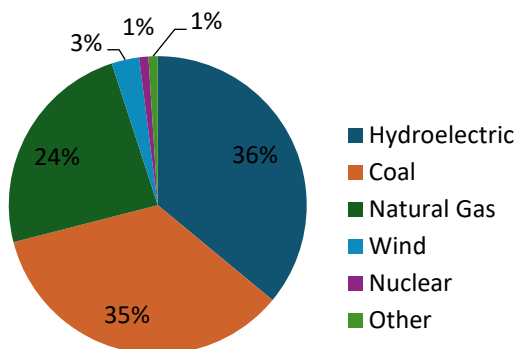


Figure 8. Electricity Sources



### Telecommunication

Telecommunication utilities such as broadband internet, television, and telephone services are

vital to businesses and attractive to residents. A number of companies provide these services to Tumwater. The most prominent are Comcast, CenturyLink, and HughesNet. While current demand is being met, the City should consider opportunities to expand telecommunication services with new strategies like expanding the fiber optic network.

### Implementation Strategies

- Require that private utility companies communicate with the City when siting new utilities.
- Increase the use of renewable resources to reduce the region's carbon footprint.
- Enhance the region's electricity distribution, monitoring, and storage infrastructure to support adoption of cleaner technologies and practices.
- Encourage energy efficiency and conservation through incentives and policy changes.



# Plan Introduction

## N. Subarea Plans

### Brewery District Plan

#### Implementation Strategies

XXXX

#### Issues and Opportunities

XXXX

#### Implementation Strategies

XXXX

### Black Hills Subarea Transportation Plan

#### Issues and Opportunities

XXXX

#### Implementation Strategies

XXXX

### Capitol Boulevard Corridor Plan

#### Issues and Opportunities

XXXX

#### Implementation Strategies

XXXX

### Littlerock Road Subarea Plan

#### Issues and Opportunities

XXXX

#### Implementation Strategies

XXXX

### Town Center Plan

#### Issues and Opportunities

XXXX

# Utilities Element

## Goals, Policies, and Implementation Actions

### City of Tumwater 2025 Comprehensive Plan

*Balancing Nature and Community: Tumwater's Path to Sustainable Growth*

**DRAFT VERSION JULY 2024**

**FORMAT EXAMPLE ONLY**

**CHAPTER 1 HAS NOT BEEN UPDATED FROM 2016 ADOPTED PLAN**

December 2025

Ordinance No. O2025-0XX





# Utilities Element

Goals, Policies, and Implementation Actions

## Table of Contents

- 1. Introduction ..... 3
  - A. How to Read this Element..... 3
- 2. Growth Management Act – Element Goals ..... 4
- 3. County-Wide Planning Policies ..... 5
- 4. Summary of Element Goals..... 8
- 5. Element Goals, Policies, and Implementation Actions ..... 9

## Abbreviations Used in Document

- CDD** – Community Development Department
- TED** – Transportation & Engineering Department
- TMC** – Tumwater Municipal Code
- WRS** – Water Resources & Sustainability Department



# Utilities Element

## Goals, Policies, and Implementation Actions

### 1. Introduction

The Utilities Element is part of Tumwater's Comprehensive Plan. It was created to meet the state Growth Management Act (Chapter 36.70A RCW) requirements to XXXX.

This section of the Utilities Element specifies goals, policies, and actions meant to set forth a direction to XXXX in Tumwater. The goals, policies,

and actions also serve to ensure coordination with separate Comprehensive Plan Elements, regional plans, and County-Wide Planning Policies. Additionally, they serve as the plan for implementing certain actions within the Utilities Element.

#### A. How to Read this Element

The City's Vision, Mission, and Belief Statements provide overarching direction for the future of the community are found in the Comprehensive Plan Summary.

The Summary of Element Goals and Strategies provides a high-level overview of the Utilities Element's five goals and supporting Strategies.

The remaining document presents each goal in full detail, with introductory text, explanation of the lead and timeline for each policy and implementation action, and identification of priority items.

## Utilities Element

Goals, Policies, and Implementation Actions

### 2. Growth Management Act – Element Goals

The state Growth Management Act (Chapter 36.70A Revised Code of Washington (RCW)) requires that the City demonstrate that each Element in its Comprehensive Plan meets the relevant fifteen planning goals contained within the Act. The fifteen goals guide the development and adoption of the City's Comprehensive Plan and development regulations.

The following is a summary of how the updated Utilities Element will show how it meets the two goals related to growth.

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

Utilities Element ensures that utility services provided by the private sector, such as natural gas, electricity, or

telecommunication services, are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the twenty-year planning period.

10. **Public Facilities and Services.** *Ensure that those public facilities and services necessary to support development shall be adequate.*

The Utilities Element, as required by the Growth Management Act, must include an inventory of the general location of all existing and proposed utility facilities and a description of the current capacity and the expected future capacity of each utility.

# Utilities Element

Goals, Policies, and Implementation Actions



## 3. County-Wide Planning Policies

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

### I. General Policies

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

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

### II. Urban Growth Areas

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

*[...]*

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

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

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

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

*[...]*

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

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

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

- b. Making public investments that further multiple community goals, target identified priorities, and leverage additional investment.*

*[...]*

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

## Utilities Element

### Goals, Policies, and Implementation Actions

*sustainable, and cost-effective manner.*

*e. Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.*

*f. Developing, and ensuring the enforcement of, agreements between Thurston County and the cities and towns within its borders, that ensure development occurring within unincorporated urban growth areas is consistent with city utility and stormwater planning and conforms to the development standards and road/street level of service standards of the associated city or town.*

*3.4 Provide capacity to accommodate planned growth by:*

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

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

### *VII. Economic Development and Employment*

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

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

*[...]*

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

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

*[...]*

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



## Utilities Element

### Goals, Policies, and Implementation Actions

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

#### IX. Transportation

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

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

#### X. Environmental Quality

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

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

Goals U-2 and U-4 of this element address reducing energy consumption and increasing energy generation from renewable sources to minimize the City of Tumwater's carbon footprint.



## Utilities Element

Goals, Policies, and Implementation Actions

### 4. Summary of Element Goals

Goals are not listed in order of priority.

- Goal U-1      Increase efficiency when planning for and siting utilities.
- Goal U-2      Support energy generation from renewable resources to bring the region to net zero emissions by 2050.
- Goal U-3      Support enhancement of the region's electricity distribution, monitoring, and storage infrastructure to support cleaner technologies and practices.
- Goal U-4      Support increasing energy efficiency and conservation to reduce the region's carbon footprint.
- Goal U-5      Ensure vital utilities are created, operated, and maintained in a safe manner.

## Utilities Element

Goals, Policies, and Implementation Actions

### 5. Element Goals, Policies, and Implementation Actions

**Goal U-1 Increase efficiency when planning for and siting utilities.**

[Add Short Explanatory Text]

Policies and Implementation Actions		Lead	Period	Notes
<b>U-1.1</b>	<b>Communicate with private utility companies when siting utilities to discuss anticipated growth projections and how to size utilities appropriately to meet anticipated demand.</b>	CDD / TED	Ongoing	
U-1.1.1	Cooperate and participate with Puget Sound Energy in the formulation of policy and development of an underground management plan with respect to Puget Sound's aerial facilities with the City of Tumwater.	CDD / TED	Ongoing	
<b>U-1.2</b>	<b>Be aware of public service obligations when local review of utility improvements occurs.</b>	CDD / TED	Ongoing	
<b>U-1.3</b>	<b>Utilize transportation rights-of-way for utility corridors whenever feasible.</b>	CDD / TED	Ongoing	
<b>U-1.4</b>	<b>Provide timely notification to all affected utilities prior to road construction.</b>	CDD / TED	Ongoing	
<b>U-1.5</b>	<b>Approve utility permits when the project to be served is permitted whenever feasible and as quickly as possible.</b>	CDD / TED	Ongoing	
<b>U-1.6</b>	<b>Coordinate with neighboring jurisdictions to ensure consistency of the respective utility plans to facilitate orderly utility service.</b>	CDD / TED	Ongoing	

## Utilities Element

Goals, Policies, and Implementation Actions

**Goal U-2 Support energy generation from renewable resources to bring the region to net zero emissions by 2050.**

[Add Short Explanatory Text]

Policies and Implementation Actions		Lead	Period	Notes
<b>U-2.1</b>	<b>Provide incentives to support the installation of distributed electrical generation equipment, (e.g., rooftop solar panels)..</b>	CDD	Ongoing	
U-2.1.1	Encourage developers and homeowners to take advantage of existing national, local, and utility incentive programs (e.g., the tax credit program for the installation of solar systems in homes).	CDD	Ongoing	
<b>U-2.2</b>	<b>Support large-scale, multi-jurisdictional renewable energy projects (e.g., large-scale solar arrays).</b>	CDD	Ongoing	
<b>U-2.3</b>	<b>Maintain uniform building codes and permitting practices to make the installation of solar panels, or other distributed generation technologies, easier and faster.</b>	CDD	Ongoing	

**Goal U-3 Support enhancement of the region's electricity distribution, monitoring, and storage infrastructure to support cleaner technologies and practices.**

[Add Short Explanatory Text]

Policies and Implementation Actions		Lead	Period	Notes
<b>U-3.1</b>	<b>Monitor system, or grid-scale, energy storage innovations, and use the experiences of communities that begin to deploy them to inform City codes and permitting.</b>	CDD	Ongoing	



## Utilities Element

Goals, Policies, and Implementation Actions

Policies and Implementation Actions		Lead	Period	Notes
<b>U-3.2</b>	Support energy suppliers' equipment upgrades, innovative programs, and service offerings related to adding information technology to the system or grid.	CDD	Ongoing	
<b>U-3.3</b>	Collaborate with energy providers to assess innovative system-scale, grid-scale, energy storage solutions in isolated, controlled conditions. If, and when, technological progress is proven, collaborate with energy providers for the deployment of such storage solutions.	CDD / TED	Ongoing	
<b>U-3.4</b>	Support adding vehicle chargers to homes, businesses, and public parking infrastructure.	CDD	Ongoing	
<b>U-3.5</b>	Promote equitable integration of electric vehicle infrastructure into new and existing facilities, including allowances in zoning regulations for charging stations in locations where they are needed.	CDD	Ongoing	
<b>U-3.6</b>	Support local projects to increase the existing electric vehicle fleet	CDD	Ongoing	
<b>U-3.7</b>	Support a change in state policies to increase the utility share of funding for undergrounding of overhead wires to reduce power outages.	CDD	Ongoing	
<b>U-3.8</b>	Protect and reserve existing electrical transmission corridors to maintain their usefulness in meeting future needs.	CDD	Ongoing	
<b>U-3.9</b>	Coordinate with the Natural Hazards Mitigation Plan to reduce service interruptions and provide services that are more dependable during hazard events.	CDD	Ongoing	



## Utilities Element

Goals, Policies, and Implementation Actions

**Goal U-4 Support increasing energy efficiency and conservation to reduce the region's carbon footprint.**

[Add Short Explanatory Text]

Policies and Implementation Actions		Lead	Period	Notes
<b>U-4.1</b>	<b>Support new incentives for decarbonized green buildings.</b>	CDD	Ongoing	
<b>U-4.2</b>	<b>Partner with Puget Sound Energy and other utility providers to promote energy efficiency programs and initiatives and expedite permitting processes related to energy efficiency upgrades.</b>	CDD	Ongoing	
<b>U-4.3</b>	<b>Electrify the City vehicle fleet to the greatest extent feasible.</b>	CDD / TED / WRS	Ongoing	
<b>U-4.4</b>	<b>Adopt policies that require properties to undertake an energy audit at time of sale or during substantial remodel, including, if deficiencies are found, encouraging energy retrofits to upgrade properties to a specified level.</b>	CDD	Ongoing	Recommend discussion of staffing and resources needed for education and enforcement of this action.

**Goal U-5 Ensure vital utilities are created, operated, and maintained in a safe manner.**

[Add Short Explanatory Text]

Policies and Implementation Actions		Lead	Period	Notes
<b>U-5.1</b>	<b>Underground utilities to increase public safety.</b>	CDD / TED	Ongoing	



## Utilities Element

Goals, Policies, and Implementation Actions

Policies and Implementation Actions		Lead	Period	Notes
U-5.1.1	Work with neighborhood associations to encourage the development of local improvement districts to provide funding for undergrounding existing utilities.	CDD / TED	Ongoing	
<b>U-5.2</b>	<b>Encourage pipeline safety through public awareness and regulations.</b>	CDD	Ongoing	
U-5.2.1	Adopt regulations that limit high-risk uses near pipelines to protect both the public and the pipelines themselves.	CDD	Ongoing	
U-5.2.2	Support education the public on pipeline safety and pipeline locations within the City.	CDD	Ongoing	

# Utilities Element

## Technical Information

### City of Tumwater 2025 Comprehensive Plan

*Balancing Nature and Community: Tumwater's Path to Sustainable Growth*

**DRAFT VERSION JULY 2024**

**FORMAT EXAMPLE ONLY**

**TEXT IN ENTIRE DOCUMENT HAS NOT BEEN UPDATED FROM 2016 ADOPTED PLAN**

December 2025

Ordinance No. O2025-0XX





# Utilities Element

## Technical Information

### Table of Contents

1. Introduction .....	5
A. Background .....	5
B. Utilities Regulations .....	5
State Regulation .....	2
Federal Regulation .....	2
Franchise Agreements.....	2
C. Urban Growth Area.....	2
2. Natural Gas.....	2
A. Regulatory Context .....	2
Natural Gas Policy Act 1978 .....	2
The Clean Air Act Amendment of 1990 .....	2
The Clean Air Rule .....	2
Olympic Region Clean Air Agency .....	3
B. Systems Analysis .....	3
Residential Rates .....	3
Industrial Rates .....	4
Natural Gas Usage.....	5
3. Electricity .....	6
A. Regulatory Context .....	6
The Western Electricity Coordinating Council .....	6
The Northwest Power Pool .....	6
The Northwest Power and Conservation Council .....	7
Washington Energy Independence Act.....	7
Western Interstate Energy Board.....	7
B. Electricity Supply .....	8
Understanding Electricity Transmission and Distribution.....	9
C. System Analysis .....	10
Electricity Rates.....	11





## Utilities Element

### Technical Information

Electricity Usage.....	12
4. Natural Gas And Fuel Pipelines.....	13
A. Olympic Pipeline .....	13
B. Williams Northwest Pipeline.....	13
C. Puget Sound Energy Natural Gas Pipelines.....	13
5. Telecommunication .....	15
A. Broadband.....	15
B. Digital Subscriber Line (DSL) .....	15
C. Cable .....	16
D. Wireless.....	16
E. Satellite .....	16
F. Mobile .....	16
G. Fiber Optic.....	16
H. Television.....	17
6. Meeting Future Demand .....	18
A. System-level Impacts of Energy Efficiency .....	20
7. Potential Impacts Of Climate Change .....	21
Appendix A Foundational Documents.....	22

### List of Tables

Table 1. Current Inventory of Infrastructure .....	17
Table 2. The City of Tumwater and Urban Growth Area 20-Year Population Projection .....	18
Table 3. The City of Tumwater and Urban Growth Area 20-Year Housing Projection .....	18
Table 4. The City of Tumwater and Urban Growth Area 20-Year Energy Consumption Projection .....	19

### List of Figures

Figure 1. Residential Natural Gas Prices (2015) .....	4
Figure 2. Industrial Natural Gas Prices (2015).....	4

# Utilities Element

Technical Information



Figure 3. Natural Gas Usage by Sector ..... 5

Figure 4. Current Fuel Mix for Electricity ..... 9

Figure 5. Electricity Usage by Sector ..... 12

## List of Maps

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

## Abbreviations Used in Document

- CDD** – Community Development Department
- TMC** – Tumwater Municipal Code



# Utilities Element

## Technical Information

### 1. Introduction

#### A. Background

The Utilities Element ensures that utility services provided by both public and private suppliers are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the 20-year planning period.

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

- Natural gas
- Electricity

- Telephone
- Utility pipelines
- Cable television
- Cellular
- Broadband internet

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

The Utilities Element, as required by the Growth Management Act, must include an inventory of the general location of all existing and proposed utility facilities and a description of the current capacity and the expected future capacity of each utility. This Element identifies ways of improving the quality of these services and includes policies that ensure utilities are coordinated with land use. The City of Tumwater will implement these policies through its franchise agreements with the utilities and through the land use permit process. Table 1 provides a list of the plans that provide the foundation for this element of the Comprehensive Plan.

#### B. Utilities Regulations

Both public and private agencies are involved with regulation, coordination, production, delivery, and supply of services. This section of the Utilities Element identifies the major pieces

of legislation and organizations that are most prominent in the utilities sector.



## Utilities Element

### Technical Information

#### State Regulation

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

The commission, under Title 81 RCW, also regulates the rates and safety practices of the transportation of solid waste (garbage), intrastate petroleum and gas products via pipeline, and scheduled auto transportation services. As part of its mission to protect consumers, the commission maintains a call center for customer complaints at 1-888-333-9882 and coordinates the 811 Call Before You Dig line, a free service for locating utilities on public or private property that anyone can use.

#### Federal Regulation

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

well as licensing natural gas and hydropower generation projects.

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

#### Franchise Agreements

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

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



## Utilities Element

### Technical Information

#### C. Urban Growth Area

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

County-wide policies should guide the development and provision of lands for public

purposes within the Tumwater Urban Growth Area. These policies are implemented through the Joint Planning process. Tumwater coordinates with the Thurston Regional Planning Council and Thurston County along with other service providers to identify areas of shared need for public facilities.



## Utilities Element

### Technical Information

## 2. Natural Gas

The City of Tumwater and the surrounding urban growth area are served entirely by Puget Sound Energy. Puget Sound Energy serves all municipalities within Thurston, King, Pierce, Lewis, Snohomish, and Kittitas Counties, with approximately 1.1 million electric and 775,000

gas customers. This service area has experienced over 70% increase in customers since 2004.

### A. Regulatory Context

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

#### Natural Gas Policy Act 1978

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

#### The Clean Air Act Amendment of 1990

The passage of the Clean Air Act amendments in 1990 has shown a federal intent to promote the diversification of fuel sources for motor vehicles.

This is in response to the need to both reduce carbon dioxide atmospheric emissions and to reduce the nation's reliance on gasoline for strategic reasons.

The Olympic Region Clean Air Agency serves Clallam, Grays Harbor, Jefferson, Mason, Pacific, and Thurston counties and it is one of seven such regional air pollution control agencies in the state of Washington. Olympic Region Clean Air Agency works cooperatively with the State Department of Ecology and the regional United States Environmental Protection Agency to measure criteria ambient air pollutants, meteorological parameters, and other air-related data. It currently operates and maintains air monitoring equipment for measurement of three of the six criteria pollutants: particulate matter (PM<sub>2.5</sub>), ozone (O<sub>3</sub>), and carbon monoxide (CO).

#### The Clean Air Rule

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



## Utilities Element

### Technical Information

Under the new rule to cap and reduce carbon pollution, businesses that are responsible for 100,000 metric tons of carbon pollution annually are required to cap and then gradually reduce their emissions. Organizations regulated by the Clean Air Rule are required to reduce emission beginning in 2017. Beginning in 2020, the threshold reduces by 5,000 metric tons every three years. By 2035, the compliance threshold will be 70,000 metric tons of carbon dioxide equivalent or more. The threshold will remain constant at 70,000 MTCO<sub>2</sub>e after 2035.

### Olympic Region Clean Air Agency

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

## B. Systems Analysis

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

The City of Tumwater's natural gas supply system currently serves existing customers. Washington Utilities and Transportation Commission regulations prohibit Puget Sound Energy from extending gas facilities to areas that are not expected to pay for themselves from the outset. While this keeps the existing ratepayers from

financing improvements in other areas, it does limit service delivery of natural gas to marginally profitable areas.

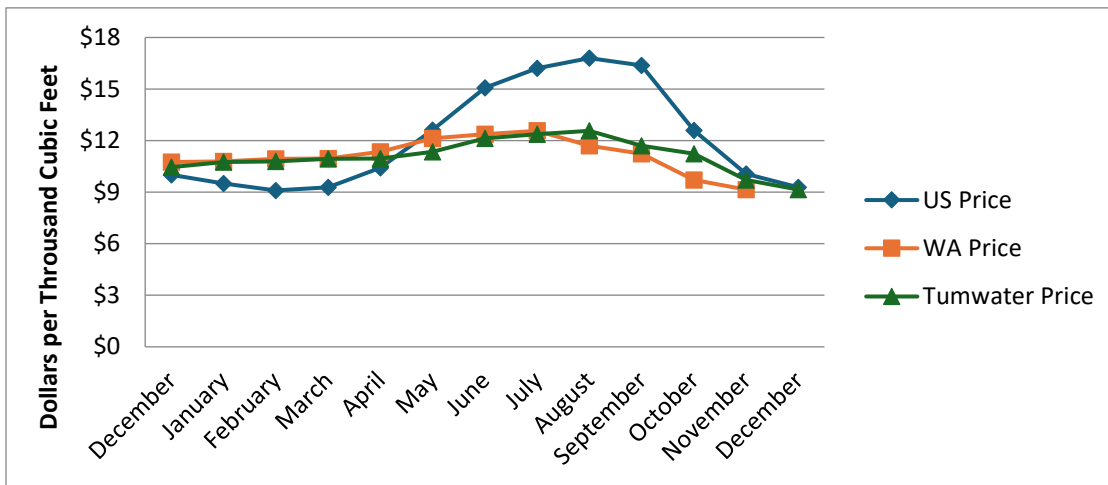
### Residential Rates

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

# Utilities Element

## Technical Information

Figure 1. Residential Natural Gas Prices (2015)

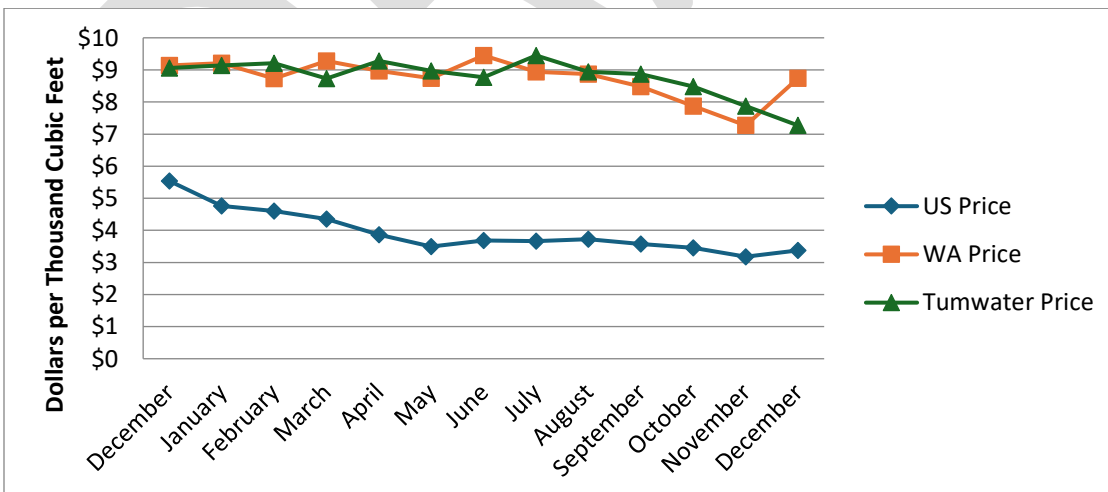


## Industrial Rates

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

natural gas rate in the City of Tumwater decreased 19%, from \$9.06 per thousand cubic feet in December 2014 to \$7.27 per thousand cubic feet in December 2015.

Figure 2. Industrial Natural Gas Prices (2015)



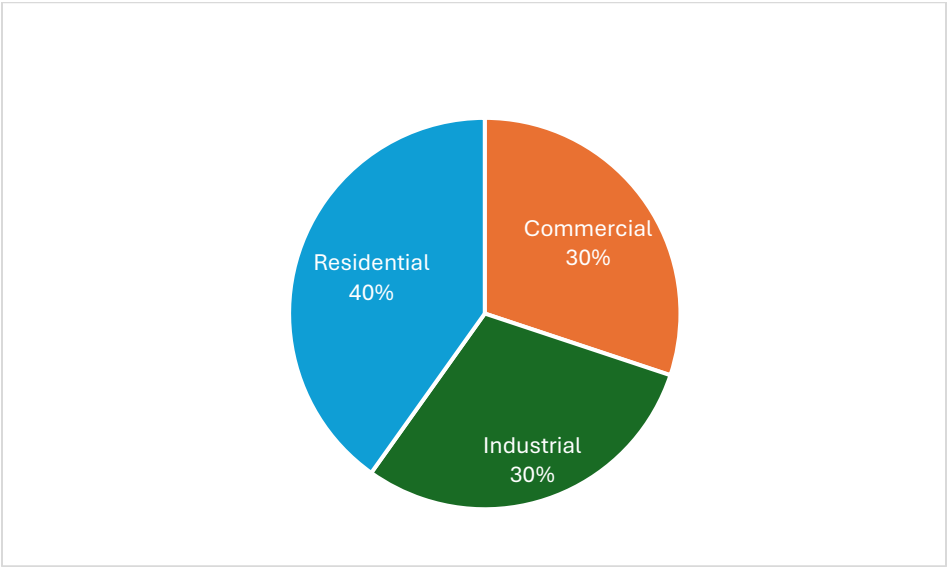


Puget Sound Energy expects nominal retail gas rates to rise between 2.9% and 3.4% per year, depending on the class, between 2016 and 2033.

Natural Gas Usage

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

Figure 3. Natural Gas Usage by Sector



## Utilities Element

### Technical Information



## 3. Electricity

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

generating plants, transmission lines, substations, and distribution systems.

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

### A. Regulatory Context

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

#### The Western Electricity Coordinating Council

Western Electricity Coordinating Council is responsible for coordinating electricity supply across the western United States. It covers all of

the United States west of the Rockies and parts of Mexico and Canada. Its primary function is to coordinate wheeling of power between the regions and to provide safeguards in the national grid so that a power disturbance in one part of the country will not leave another region without power.

#### The Northwest Power Pool

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



## Utilities Element

### Technical Information

#### The Northwest Power and Conservation Council

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

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

The plans and policies the Council develops and approves are implemented by numerous agencies including Bonneville Power Administration, U.S. Army Corps of Engineers, Bureau of Reclamation, and Federal Energy Regulatory Commission as well as both investor-owned and public utilities. State, tribal, and local

governments often work closely with the Council as it develops its power and fish and wildlife plans, and these entities implement measures in those plans. The Power Plan and the fish and wildlife program are updated at least every five years.

#### Washington Energy Independence Act

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

#### Western Interstate Energy Board

The Western Interstate Energy Board was created Western Interstate Nuclear Compact. It is an organization of governors and premiers of the eleven western states and three western Canadian provinces. The Board's purpose is to provide the instruments and framework for cooperative state efforts to enhance the economy of the West and contribute to the well-being of the region's people. Most of the Board's work is conducted through its three committees:

1. The High-Level Radioactive Waste Committee works with the U.S. Department of Energy to develop a safe and publicly acceptable system for transporting spent nuclear fuel and high-level radioactive waste under the Nuclear Waste Policy Act.
2. The Energy Minerals Reclamation Committee works to improve the



## Utilities Element

### Technical Information

administration of the Surface Mining Control and Reclamation Act in coal producing states.

Western Conference of Public Service Commissioners to improve the efficiency of the western electric power system.

3. The Committee on Regional Electric Power Cooperation works with the

### B. Electricity Supply

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

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

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

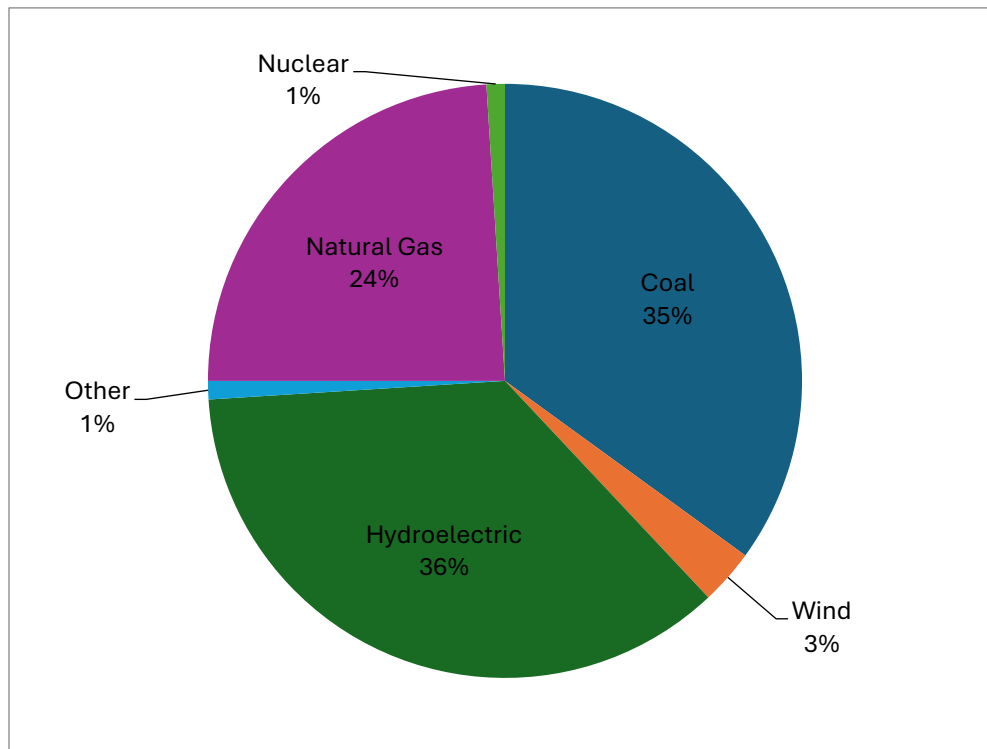
In 2003, the company's energy production was 40% hydro resources and 60% thermal plants. Thermal plants take a number of forms, including coal-fired, natural gas-fired, and oil-fired. Puget Sound Energy does not presently own any nuclear generating facilities.

# Utilities Element

## Technical Information



Figure 4. Current Fuel Mix for Electricity



## Understanding Electricity Transmission and Distribution

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

The City of Tumwater is included in a Puget Sound Energy service area, which also covers the Cities of Bucoda, Lacey, Olympia, Rainier, Rochester, Tenino, and Yelm, and the unincorporated areas of Thurston County. There is one power generation station in the City of Centralia near the sub-area that feeds electricity

into Puget Sound Energy's transmission system. Other sources of power outside this subarea flow through three transmission stations in Thurston County.

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

The 500 kV system continues north to the Bonneville Power Administration Olympia



## Utilities Element

### Technical Information

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

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

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

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

### C. System Analysis

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

- Increase energy efficiency measures.

- Develop the capability to deploy demand response resources or rely on increased market imports to meet system capacity needs under critical water and weather conditions.
- Invest in new natural gas-fired generation.

At the local level, Puget Sound Energy continues to pursue energy efficiency programs. Puget



## Utilities Element

### Technical Information

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

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

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

- Natural variations in weather;
- Potential increases or decreases in retail loads due to changes in local, regional, and national economic conditions;
- Future local, state, and national policy requirements;

- Cost and availability of fuel;
- Changes in existing or contracted generating resources;
- Availability of new and existing uncommitted regional resources;
- Availability and reliability of import/export markets and transmission limits; and
- Future climate change impacts to retail loads, stream flows, and resources.

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

### Electricity Rates

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

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

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

# Utilities Element

Technical Information

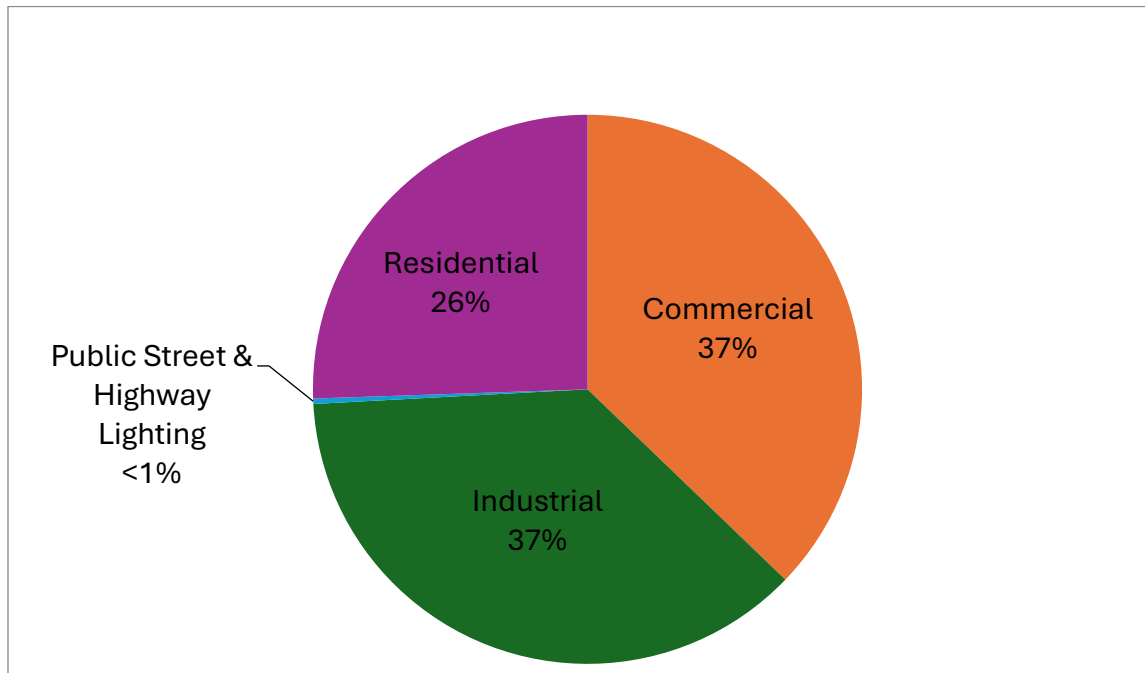


## Electricity Usage

The City of Tumwater used about 315 million kWh in 2015. The sectors that used the most

were commercial and industrial with 118 million kWh and 115 million kWh, respectively.

Figure 5. Electricity Usage by Sector





## Utilities Element

### Technical Information

## 4. Natural Gas And Fuel Pipelines

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

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

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

### A. Olympic Pipeline

The Olympic Pipeline spur was used to carry liquid fuels from Olympic Pipelines' main north-south pipeline east of the City of Tumwater to a bulk storage tank facility at the corner of Linderson Way and Tumwater Boulevard. The lease for that bulk storage facility has lapsed and it is no longer a conforming land use for that

location. The spur pipeline and easement remain in place but is currently inactive. No plans are currently on file to relocate the bulk storage facility or reactivate this pipeline spur.

### B. Williams Northwest Pipeline

The Williams Northwest Company pipeline conveys natural gas from Williams Northwest Company Pipeline main north-south pipeline east of the City of Tumwater to the Satsop Business Park in Grays Harbor County. This pipeline consists of two parallel 16-inch diameter gas pipelines located within a right of

way that passes through the southern portion of the City of Tumwater and its urban growth area. This pipeline is active, and no further expansion of this pipeline is planned at this time.

### C. Puget Sound Energy Natural Gas Pipelines

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

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



## Utilities Element

### Technical Information

- |   |   |
|---|---|
| <ol style="list-style-type: none"> <li>1. Olympia Gate Station at Flying Carpet and Fir Tree. This gate station also serves the Cities of Olympia and Lacey.</li> <li>2. Olympia Town Border Station at 42nd and Boulevard. This station also serves the Cities of Olympia and Lacey.</li> <li>3. Littlerock Gate Station at 90th Lane SW and Littlerock Road.</li> <li>4. Black Lake Gate Station at Delphi and 62nd Avenue SW.</li> </ol> | <ol style="list-style-type: none"> <li>1. A six-inch gas main from Olympia Gate to the Capitol, serving about 5,000 residential customers.</li> <li>2. A four-inch West Olympia Main from Black Lake to Evergreen College serving about 1,600 residential customers.</li> <li>3. A four-inch main from Littlerock to the City of Tumwater serving about 1,600 residential customers.</li> </ol> |
|---|---|

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

## Utilities Element

### Technical Information



## 5. Telecommunication

The telecommunications industry is currently undergoing large advances in technology. Cellular and optical fiber technology have changed the way telecommunications services are delivered. In addition to this, technology is

evolving that will eliminate current physical barriers that separate data, video, and voice technologies.

### A. Broadband

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

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

### B. Digital Subscriber Line (DSL)

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

## Utilities Element

### Technical Information

#### C. Cable

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

#### D. Wireless

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

station making it susceptible to weather conditions.

#### E. Satellite

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

orbiting satellite making it susceptible to weather conditions.

#### F. Mobile

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

#### G. Fiber Optic

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

Many providers of digital subscriber line, cable, or satellite phone and television services use the

same infrastructure to provide internet services. Table 3 includes a current inventory of this infrastructure that is registered by the Federal Communications Commission, the national regulator of interstate communications.



## Utilities Element

### Technical Information

Table 1. Current Inventory of Infrastructure

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

### H. Television

Cable television is available to residents through Xfinity. Service is through a franchise agreement. Lines installed in public rights of way provide cable transmission. The lines are usually required to be underground. All of the City of Tumwater currently has access to cable TV including recently annexed areas. Xfinity plans

to accommodate future population as market conditions demand. It is not bound by the level of service and concurrency requirements under the Growth Management Act.

## Utilities Element

### Technical Information

## 6. Meeting Future Demand

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

Growth in the City of Tumwater follows closely with growth trends in other parts of the Puget

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

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

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

	2015 <sup>1</sup> Population	2035 <sup>2</sup> Population	Population Increase	Percent Increase 2015-2035
Tumwater	21,939	34,680	12,741	58%
Urban Growth Area	3,250	8,203	4,954	152%
<b>Combined Areas</b>	<b>25,188</b>	<b>42,883</b>	<b>17,695</b>	<b>70%</b>

Source: <sup>1</sup> Office of Financial Management, Forecasting Division

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

Table 3. The City of Tumwater and Urban Growth Area 20-Year Housing Projection

	2015 Housing Units <sup>1</sup>	2035 Housing Units <sup>2</sup>	Housing Increase	Percent Increase 2015-2035
Tumwater	8,680	13,840	5,160	60%
Urban Growth Area	2,710	5,330	2,620	97%



## Utilities Element

### Technical Information

	2015 Housing Units <sup>1</sup>	2035 Housing Units <sup>2</sup>	Housing Increase	Percent Increase 2015-2035
<b>Combined Areas</b>	<b>11,390</b>	<b>19,170</b>	<b>7,780</b>	<b>68%</b>

Source: <sup>1</sup> Office of Financial Management, Forecasting Division

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

One simple measure of energy intensity is the gross measure of total energy consumed divided by the population. This per capita indicator is a good measure of energy consumption because decisions by individual consumers have an important effect on overall energy consumption.

Combined with energy efficiency projections outlined in Section 6.1 of this document, this measure provides a straight-line projection that provides a conservative picture of anticipated demand.

Table 4. The City of Tumwater and Urban Growth Area 20-Year Energy Consumption Projection

	2015 Households <sup>1</sup>	2035 Households <sup>2</sup>
<b>Tumwater</b>	<b>8,470</b>	<b>13,390</b>
<b>Natural Gas</b>	276,400 MBTU	346,800 MBTU
<b>Electricity</b>	116,956,800 kWh	153,459,000 kWh
<b>Urban Growth Area</b>	<b>1,255</b>	<b>3,167</b>
<b>Natural Gas</b>	41,000 MBTU	82,030 MBTU
<b>Electricity</b>	17,325,800 kWh	36,298,300 kWh
<b>Combined Areas</b>	<b>9,725</b>	<b>16,557</b>
<b>Natural Gas</b>	317,400 MBTU	428,830 MBTU
<b>Electricity</b>	134,277,200 kWh	189,757,300 kWh

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



# Utilities Element

## Technical Information

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

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

Average household size was estimated to be 2.59 people.

### A. System-level Impacts of Energy Efficiency

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

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

In 2005, in response to WAC 458-20-273, Puget Sound Energy, which serves the City of Tumwater and many other communities in the Puget Sound area, launched a renewable energy

production incentive payment program. Under this program, Puget Sound Energy makes payments to interconnected electric customers who own and operate eligible renewable energy systems that include solar PV, wind, or anaerobic digesters. Average annual credits range from \$0.12 to \$1.08 per kWh of energy produced by their system. Puget Sound Energy receives a state tax credit equal to the payments made to customers. By the end of 2014, Puget Sound Energy had paid \$3,130,000 to 2,000 customers eligible for production payments.

Puget Sound Energy anticipates that electric demand side efficiency efforts have the potential to reduce consumption 20% and similar efforts for natural gas efficiencies may reduce consumption by 17% by 2035.



## 7. Potential Impacts Of Climate Change

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

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

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

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

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

# Utilities Element

Technical Information



## Appendix A Foundational Documents

The table below identifies the foundational planning documents that form the basis for the Utilities Element of the Comprehensive Plan.

Topic Index	Supporting Plans and Materials
<b>Natural Gas</b>	<ul style="list-style-type: none"> <li>• Pipeline and Hazardous Materials Safety Administration Strategic Plan (2012-2016)</li> <li>• Pipeline Safety Act, Washington State (Chapter 81.88 RCW) (2007)</li> <li>• Land Use Planning in Proximity to Natural Gas and Hazardous Liquid Transmission Pipelines in Washington State, Washington Utilities and Transportation Commission (2006)</li> </ul>
<b>Electricity</b>	<ul style="list-style-type: none"> <li>• Northwest Regional Forecast of Power Loads and Resources 2016 through 2025, Pacific Northwest Utilities Conference Committee (2015)</li> <li>• Pacific Northwest Loads and Resources Study, Bonneville Power Administration (2015)</li> <li>• Pacific Northwest Power Supply Adequacy Assessment for 2020, Northwest Power and Conservation Council (2015)</li> <li>• Public Utility District No. 1 of Thurston County Electric Initial Business Assessment, Thurston County PUD (2012)</li> <li>• Seventh Northwest Conservation and Electric Power Plan, Appendix M Climate Impacts, Northwest Power and Conservation Council (2016)</li> <li>• State Energy Data System, U.S. Energy Information Administration (2015)</li> <li>• Sustainable Thurston Energy White Paper, Thurston Regional Planning Council (2011)</li> </ul>
<b>Puget Sound Energy (Natural Gas and Electricity Provision)</b>	<ul style="list-style-type: none"> <li>• Comprehensive Assessment of Demand-Side Resource Potentials 2016-2035, Puget Sound Energy (2015)</li> <li>• Integrated Resource Plan, Puget Sound Energy (2015)</li> <li>• Puget Sound Energy Annual Statistics (2015)</li> <li>• Puget Sound Energy Franchise Agreement, City of Tumwater and Puget Sound Energy (2015)</li> </ul>



# Utilities Element

## Technical Information

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