

**3-E CITY OF TUMWATER UGA  
RESIZING AND LAND USE ANALYSIS  
FINAL STAFF REPORT**

Date: March 30, 2010

Public Hearing Date: Projected to Occur in May 2010

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Thurston County

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City of Tumwater

Proponents: Thurston County

City of Tumwater

Action Requested: Reconsideration of Urban Growth Area Boundary and Zoning for property in the Salmon Creek Basin and the Black Lake watershed

Proposal Description: Amend the Comprehensive Plan Map M-14 Urban Growth Areas Map M-15 Future Land Use, the Tumwater/Thurston County Joint Plan Land Use Maps, and several text amendments in both plans. Amend the Official Zoning Map to be consistent with land use changes.

Map Changes  Text Changes  Both  Affects Comprehensive Plans/documents  
 Affected Jurisdictions: City of Tumwater and Thurston County

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**ISSUE:**

Properties in the unincorporated area of the City of Tumwater Urban Growth Area (UGA) are zoned for urban development. Portions the unincorporated UGA are located in the Salmon Creek Basin. High groundwater flooding in the Salmon Creek Basin is a well documented problem. Due to recurrent groundwater flooding, the land use and zoning of properties affected by high groundwater flooding issues need to be analyzed. The proposed changes are in Attachments A to this report.

1 **PRELIMINARY FINDINGS:**

2 Below is a summary of findings for the proposed amendment. More information is contained in  
3 the background and analysis sections below.

- 4 1. The Littlerock Road Study Area includes 853± acres and 172 properties proposed for  
5 removal from the Tumwater Urban Growth Area, and redesignation to Rural One Unit  
6 per Ten Acres and Rural Residential/Resource One Unit per Five Acres as described in  
7 the summary of options below.
- 8 2. The 88<sup>th</sup> Avenue Study Area includes 128± acres and 71 properties proposed for  
9 redesignation and rezoning from Single Family Low 4-7 units per acre to Residential  
10 Sensitive Resource 2 to 4 units per acre.
- 11 3. The Salmon Creek Basin has known and well documented high groundwater issues.
- 12 4. The Salmon Creek Comprehensive Drainage Basin Plan was adopted by both Thurston  
13 County and the City of Tumwater. The plan recommends the City and the County study  
14 the land use and zoning in this area.
- 15 5. Areas being recommended for removal or rezoning appear to be severely impacted by  
16 high groundwater. This is based on information from Thurston County Geo Data, public  
17 testimony, aerial photography, and information provided by the County's hydro  
18 geologist.
- 19 6. High groundwater Hazard areas have been a special management area in the Thurston  
20 County Critical Areas Ordinance since 2000. They were added because of the serious  
21 flooding that occurred in 1998-99 due to high groundwater.
- 22 7. Analysis by Thurston County conducted in the Fall of 2009 shows supports the high  
23 groundwater elevation maps as outlined in the 2004 (and 2001) Salmon Creek Basin  
24 Reports. Ground water elevations achieved because of intensive consecutive daily events  
25 for several winter months creates groundwater flooding severity. While there may be  
26 data gaps, the potential to flood in high groundwater hazard areas continues to be a  
27 problem.
- 28 8. Down zoning the 88<sup>th</sup> Avenue Study Area and removal of the Littlerock Road study area  
29 from the Urban Growth Area will lower the Reasonable Market Factor for the Tumwater  
30 UGA from 24 percent to 20 percent. There will be a slight adjustment to the overall  
31 Thurston County Reasonable Market Factor from 25 percent to 24 percent.
- 32 9. This will have a negligible impact on the capacity of the Tumwater UGA because many  
33 of the affected properties are already developed, zoned for industrial uses, or severely  
34 impacted by high groundwater.
- 35 10. The Tumwater City Council, Tumwater Planning Commission, and the Thurston County  
36 Planning Commission recommended approval of the alternatives shown in Attachment A.
- 37 11. The Thurston Regional Planning Council Urban Growth Area Sub-Committee still needs  
38 to make a recommendation to the Board of County Commissioners as to if the remaining  
39 size of the Tumwater Urban Growth Area will be adequate to accommodate residential  
40 growth.

1  
2 **SUMMARY OF OPTIONS:**

3 Below is a summary of options presented in the Analysis section of this report.  
4

5 **Option 1:**

6 This option is consistent with recommendations from the City of Tumwater and the Thurston  
7 County Planning Commission, and would have the following effects in the Thurston County  
8 Comprehensive Plan, the Tumwater/Thurston County Joint Plan, and on the associated zoning  
9 maps:  
10

- 11 1. Maps in the Tumwater/Thurston County Joint Plan would be amended to remove the  
12 Littlerock Road Study Area, as shown on the “Revised Study Areas – West of I-5” map  
13 in Attachment A.
- 14 2. Thurston County Comprehensive Plan “Map M-14 Urban Growth Areas” would be  
15 amended to remove the Littlerock Road Study Area described below and as shown on the  
16 “Revised Study Areas – West of I-5” map in Attachment A.
- 17 3. Thurston County Comprehensive Plan Map “M-15 Future Land Use” would be amended  
18 to redesignate the Littlerock Road Study Area from urban densities to Rural Residential  
19 Resource One Unit per Five Acres and Rural One Unit per Ten Acres as shown on the  
20 “Proposed Future Land Use and Zoning Map” in Attachment A.
- 21 4. Maps in the Tumwater/Thurston County Joint Plan would be amended to redesignate the  
22 88<sup>th</sup> Avenue Study Area from Single Family Low (4-7 Units per Acre) to Residential  
23 Sensitive Resource (2-4 Units per Acre) as shown on the “Proposed Future Land Use and  
24 Zoning Map” in Attachment A.
- 25 5. The “Official Zoning Map, Thurston County, WA” and the “Official Zoning Map North  
26 County Urban Growth Areas, Thurston County, Washington” would be amended to  
27 rezone both the Littlerock Road Study Area and the 88<sup>th</sup> Avenue Study Area as described  
28 above.
- 29 6. Chapter 3 Land Use, “Table 2-1 Population Allocation, Forecast, and Residential Land  
30 Demand Data” on page 2-7 in the Thurston County Comprehensive Plan would be  
31 amended to reflect the changed excess capacity of the Tumwater Urban Growth Area and  
32 the overall capacity of the Thurston County Urban Growth Area.
- 33 7. Chapter 3 Land Use, “Table 2-1A Percentage of Land Allocated for Rural Uses” on page  
34 2-12 in the Thurston County Comprehensive Plan would be amended to reflect the  
35 changed allocation in rural land uses. This table will be changed to reflect past  
36 amendments approved by Thurston County in 2008, and may change to reflect changes  
37 recommended under other amendments.
- 38 8. The text in the Tumwater/Thurston County Joint Plan would be amended as shown in  
39 Attachment A. The changes are necessary to reflect the proposed land use plan  
40 amendments, and changed conditions in and around the study areas. The reasoning is  
41 described in the analysis section of this report.

42 **Option 2:**

43 No Change.

1  
2 **BACKGROUND:**  
3

4 **Salmon Creek Basin Plan:**

5 In June of 2004, Thurston County (Resolution No. 13177) and the City of Tumwater (Resolution  
6 No. R2004-012) adopted the “Salmon Creek Comprehensive Drainage Basin Plan Phase II  
7 (Basin Plan): Alternatives Analysis and Recommendations.” This plan was initiated because of  
8 the localized flooding in 1999, 1996 and previous years. Property owners experienced a range of  
9 conditions – from high groundwater around and under homes, to failed septic systems,  
10 contaminated drinking water, and restricted access to property. The findings in the plan  
11 concluded that on average, flooding occurs in the Salmon Creek Basin every 20 years or so, and  
12 that it is highly likely that periodic flooding in the basin will re-occur in the future. To date, the  
13 plan has resulted in changes to the basin’s stormwater management standards, as well as land use  
14 and zoning changes in the rural areas that resulted in lowering the permitted density, and  
15 removing a small area south of 93<sup>rd</sup> Avenue SE from the City of Tumwater Urban Growth Area  
16 (UGA).  
17

18 Recommendation 7.3.1 in the Salmon Creek Basin plan called for the City of Tumwater and  
19 Thurston County to re-evaluate the feasibility of supporting urban levels of development in areas  
20 that are subject to high groundwater (surface flooding and groundwater less than 6 feet from the  
21 surface). The plan’s analysis of land use found that development would be severely limited by  
22 the presence of high groundwater, and that areas designated for urban levels of development may  
23 not be able to support such development. A number of areas experienced a significant amount of  
24 surface flooding in the City of Tumwater Urban Growth Area, including the following sub basins  
25 shown in Attachment C:  
26

- 27 • Sub basin SC 9 at the intersection of 93<sup>rd</sup> Avenue with 216.88± acres flooded in 1999
- 28 • Sub basin SC 10 an area east of Littlerock Road and south of 83<sup>rd</sup>, along Rhondo Street  
29 where 62.67± acres flooded in 1999.
- 30 • Sub basin SC 11 an area east of Littlerock Road and north of 83<sup>rd</sup>, along Rhondo Street  
31 where 128.16± acres flooded in 1999.
- 32 • Sub basin SC 13 an area north of 93<sup>rd</sup> and east of Kimmie Road where 71.69± acres  
33 flooded, mostly around the Walter Court area.  
34

35 **Subdivision Moratorium:**

36 During Thurston County’s UGA resizing analysis in 2007, the County found significant  
37 environmental constraints to development in several locations, including two areas covering  
38 much of the residentially zoned portions of the Tumwater UGA. Because of these findings, a  
39 moratorium on new residential subdivisions has been continued since the resolution of the Urban  
40 Growth Area sizing issue in 2008. To resolve the moratorium, the Board of County  
41 Commissioners instructed staff to review the land use and zoning for areas in the Salmon Creek  
42 Basin and those that were under moratorium. A map of current moratorium areas is shown in  
43 Attachment D Subdivision Moratorium Map.  
44

45 **2006 City of Tumwater Study Area Recommendations:**

46 In 2006, the City of Tumwater submitted a letter to Thurston County in response to the UGA  
47 resizing analysis calling out several study areas for either removal from the UGA or that could be

1 down zoned. This letter is shown in Attachment E, 2006 City of Tumwater Recommendations.  
2 These study areas were selected for several reasons including environmental constraints.

3  
4 **Comprehensive Plan Amendment Final Study Areas:**

5 The study areas for this amendment include the following areas; 1) properties under the  
6 subdivision moratorium, 2) areas called out for further study by the City of Tumwater in 2006,  
7 and 3) properties generally located between the southern City of Tumwater boundary and the  
8 UGA boundary.

9  
10 **High Groundwater Flooding and Critical Areas Regulations:**

11 Areas that are subject to high groundwater flooding were added as a special management area in  
12 the Thurston County Critical Areas regulations in 2000 with Ordinance No. 12155. This was the  
13 result of the serious groundwater flooding that occurred throughout Thurston County in 1998-  
14 1999. This flooding led Thurston County to declare a local emergency in February of 1999  
15 (Resolution No. 11890), which was replaced in May 1999 (Resolution No. 11931), and to adopt  
16 a moratorium (Ordinance No. 12010) in August of 1999 suspending the issuance of certain  
17 permits, including subdivision and building permits, until high groundwater regulations could be  
18 adopted. This flooding also resulted in the Salmon Creek Basin Plan discussed above.

19  
20 High groundwater flooding occurs when subsurface geologic conditions prevent water from  
21 moving out of an area either to a deeper aquifer or laterally through the soil as fast as the water  
22 enters the groundwater system. Aside from surface flooding, high groundwater can cause the  
23 failure of on-site wastewater treatment systems, contamination of drinking water wells, and  
24 interfere with surface stormwater facilities.

25  
26 **ANALYSIS:**

27 Projected development patterns in the Salmon Creek Basin based on the Thurston County  
28 Comprehensive Plan and Tumwater/Thurston County Joint Plan cannot be supported in areas  
29 severely impacted by periodic high groundwater surface and subsurface flooding. The land use  
30 and zoning of these areas need to be reanalyzed to see if the current designations are appropriate,  
31 and if not, the areas need to be redesignated and rezoned to a lower density.

32  
33 During the rural rezoning project completed by Thurston County in 2007, it was determined that  
34 the existing land use and zoning designations in the rural area of the Salmon Creek Basin were  
35 too intense. These ranged in density from two units per acre to one unit per five acres. The  
36 Rural One Unit per Ten Acres (R 1/10) land use designation and zoning district was created  
37 specifically to address the unique characteristics of the Salmon Creek Basin and the findings in  
38 the Salmon Creek Basin Plan. The designation criteria for R 1/10 are located in Attachment F.  
39 The majority of the area in the Salmon Creek Basin to the south of the City of Tumwater in the  
40 rural county was redesignated and rezoned to the new R 1/10 designation.

41  
42 In keeping with the above decision, when the County removed the area south of 93<sup>rd</sup> Avenue SE  
43 and east of Hart Road SE from the City of Tumwater UGA in 2008, the County also redesignated  
44 and rezoned property removed from the UGA in the Salmon Creek Basin to R 1/10. Properties  
45 within the Salmon Creek Basin proposed for removal from the Urban Growth Area should also  
46 be redesignated and rezoned to the R 1/10 designation to maintain consistency with previous  
47 actions by Thurston County.

1 The Single Family Low Density Residential Four to Seven Dwelling Units per Acre (SFL 4-7)  
2 designation was created to provide areas for low density residential development, and was used  
3 for properties that had periodic surface flooding. Residential properties in the Salmon Creek  
4 Basin were largely designated SFL in 1995-1996. This of course was prior to the flooding in  
5 1999, and the completion of the Salmon Creek Basin Plan in June of 2004. The  
6 Tumwater/Thurston County Joint Plan designation criteria are located in Attachment G.

7  
8 The Residential/Sensitive Resource (RSR) designation was created to address environmentally  
9 sensitive areas and as a method to preserve open space. It was included in the 1995  
10 Tumwater/Thurston County Joint Plan and Title 22 Tumwater Urban Growth Area Zoning in  
11 1996. The intent is to accommodate low-density residential neighborhoods while still meeting  
12 density goals of the Growth Management Act and provide services. The use of this designation  
13 in the 1995 Joint Plan was limited to areas that included sensitive wetlands and areas in sensitive  
14 watersheds (Percival Creek). The designation has remained largely unchanged since the  
15 adoption of the new high groundwater standards and the Salmon Creek Basin Plan.

16  
17 **Proposed Text Amendments to Tumwater/Thurston County Joint Plan:**

18 Staff is recommending that the language in the Tumwater/Thurston County Joint Plan be  
19 amended to clarify that the RSR designation and zoning district is appropriate for areas that are  
20 impacted by high groundwater issues as evidenced by the “High Groundwater Flood Hazards  
21 Resource Map.” The designation would be applied to already developed areas subject to high  
22 groundwater that are too far inside the City of Tumwater UGA for removal, or to areas partially  
23 developed at urban densities that may cause an irregular boundary. The proposed text  
24 amendments are located in Attachment A. The amendments would also include changes to  
25 Section 3.5.4 Southern Subarea to add the RSR land use category to the future land use section,  
26 and to clarify the appropriateness of the SFL land use designation for high groundwater flooding.

27  
28 **Option 1: Text Amendment**

29 With this option, the text in the Tumwater/Thurston County Joint Plan would be amended as  
30 outlined above and shown in Attachment A, Proposed Text Amendment. This option would be  
31 selected if the staff recommended options outlined for each study area are not selected for  
32 adoption.

33  
34 **Option 2: No Change**

35 With this option, the text in the Tumwater/Thurston County Joint Plan would remain unchanged.  
36 This option would be selected if the staff recommended options are not selected for adoption.

37  
38 **Proposed Text Amendments to the Thurston County Comprehensive Plan**

39 Staff is recommending that Tables 2-1 and 2-1A be updated to reflect how conditions will  
40 change with the proposed amendment. The text shown in Attachment A reflects Option 1 for  
41 each of the proposed land use map changes.

42  
43 **Option 1: Text Amendment**

44 With this option, the text in the Thurston County Comprehensive Plan would be amended to  
45 reflect changed conditions.

46  
47 **Option 2: No Change**

1 With this option, the text in the Thurston County Comprehensive plan would not be amended to  
2 reflect changed conditions.

3  
4 **101st Avenue Study Area:**

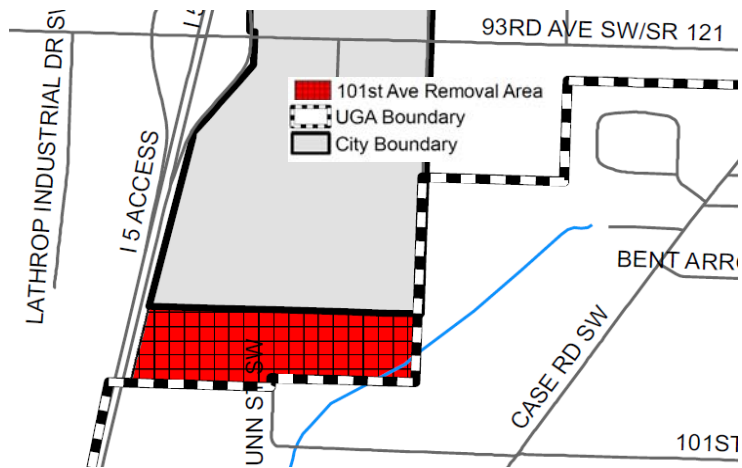
5 Total Acreage: 42±

6 Number of Properties: 5

7  
8 **Proposal:** Leave the study area in  
9 the Tumwater UGA.

10  
11 **Issues/Considerations:**

12 These five properties are zoned  
13 Light Industrial. One property is  
14 split by the UGA boundary. The  
15 development pattern in this area is  
16 rural with homes located on three  
17 of the properties. Some high  
18 groundwater flooding areas exist on the properties. City sewer and water are not currently  
19 located inside or near this study area. Access to the area is from the south via 101<sup>st</sup> Avenue SW  
20 off Case Road SW. This would be a limiting factor for future industrial developments unless  
21 Kimmie Road is fully improved and extended from the north. Several property owners in this  
22 study area requested removal of their properties from the UGA in 2006.



23  
24 This area is the same as the area identified by the Tumwater City Council in their February 28,  
25 2006, letter to the Thurston County Commissioners regarding potential resizing/rezoning of the  
26 Tumwater UGA.

27  
28 It should be noted that building permits have been submitted for limited development of  
29 Assessor's Parcel Number 12721410301 to allow the improvement of Kimmie Street SW to the  
30 property, construction of a parking area, and the placement of a trailer. These permits have not  
31 been approved yet as of the writing of this staff report. In addition, the property owner has  
32 several violations including clearing and filling in a high groundwater area, clearing in a stream  
33 and wetland buffer, and installation of a culvert and crossing of a stream (Hopkins Ditch).

34  
35 **Option 1: No Change**

36 With this option, the properties would remain in the Tumwater UGA.

37  
38 **Option 2: Removal from UGA**

39 With this option, the properties in the study area would be removed from the UGA and  
40 redesignated as Rural One Unit per Ten Acres. The area would be removed because there is a  
41 known and documented high groundwater issue, and future access and provision of facilities  
42 would be difficult. In 2006, a number of property owners requested removal. It was one of the  
43 areas selected in 2006 for removal by the Tumwater City Council. However, at the Planning  
44 Commission Public Hearing, four out of five property owners requested to stay in the UGA. The  
45 redesignation to Rural One Unit per Ten Acres would be consistent with past land use decisions  
46 for properties in the Salmon Creek Basin outside of an UGA.

1 **88th Avenue Study Area:**

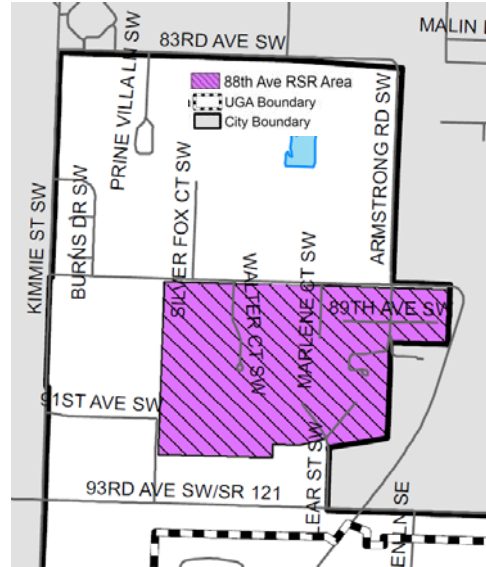
2 Total Acreage: 128±

3 Number of Properties: 71

4  
5 **Proposal:** Redesignate and rezone the study area  
6 from Single Family Low (4-7 units/acre) to  
7 Residential/Sensitive Resource (2-4 units/acre).

8  
9 **Issues/Considerations:**

10 Existing zoning is Single Family Low Density  
11 Residential (4-7units/acre). The study area was zoned  
12 Rural Residential One Unit per Five Acres prior to the  
13 adoption of the Tumwater/Thurston County Joint Plan  
14 (1995) and Title 22 Tumwater UGA Zoning (1996).  
15 The study area is located in the Salmon Creek Basin.  
16 A large amount of the area was inundated during the  
17 1999 high groundwater flooding event, specifically  
18 properties at the end of Walter Court. Development consists of single family residential homes,  
19 most of which are located within three residential subdivisions that predate the joint plan and  
20 have ½ acre and larger lots. The developed density is somewhat consistent with the RSR  
21 designation and zoning district. City sewer and water are not currently located inside this study  
22 area. However, sewer and water are located at the Washington State Patrol Facility directly north  
23 of this area. The area is not recommended for removal from the UGA because of its location.



24  
25 This area is the same as identified by the City Council in their February 28, 2006, letter to the  
26 Thurston County Commissioners regarding potential resizing/rezoning of the Tumwater UGA.

27  
28 **Option 1: Redesignate and Rezone**

29 With this option, the properties in the study area would be redesignated and rezoned from Single  
30 Family Low (4-7 units/acre) to Residential/Sensitive Resource (2-4 units/acre). The area has a  
31 well documented issue with high groundwater. Removal has not been recommended because it  
32 is too far inside the Tumwater UGA. Along with map changes, additional language in the  
33 Tumwater/Thurston County Joint Plan will be amended to clarify that the RSR designation and  
34 zoning district is appropriate for areas that are impacted by high groundwater issues. The  
35 amendments would be to Section 3.5.4 Southern Subarea, and are shown in Attachment A.

36  
37 **Option 2: No Change**

38 With this option, the land use designation and zoning would not change.

39  
40 **Littlerock Road Draft Study Area:**

41 Total Acreage: 853±

42 Number of Properties: 172

43  
44 **Proposal:**

45 Remove properties from the Urban Growth Area. Redesignate properties in the study area north  
46 of Littlerock Road from the Single Family Low (SFL 4-7 units/acre) to Rural Residential and  
47 Resource One Unit per Five Acres. Redesignate properties in the study area south of Littlerock  
48 Road from SFL and Light Industrial to Rural One Unit per Ten Acres.

1 **Issues/Considerations:**

2 Properties in most of this area are currently zoned Single Family Low Density Residential (SFL  
3 4-7 units/acre) with a smaller portion south of 93<sup>rd</sup> Avenue SW zoned Light Industrial (LI). A  
4 very minor portion (less than 4 properties) located at the northern edge of the study area on  
5 Littlerock Road are designated/zoned Single Family Medium (6-9 units per acre). Prior to the  
6 adoption of the Tumwater/Thurston County Joint Plan (1995) and Title 22 Tumwater UGA  
7 Zoning (1996) the area north of 88<sup>th</sup> Avenue SW was zoned Rural Residential One Unit per Five  
8 Acres. The area south of 88<sup>th</sup> Avenue was zoned Planned Industrial Development. It does not  
9 appear that a significant amount of development has occurred within the study area since 1996.  
10 The northern half of the study area consists of undeveloped parcels, low-density single family  
11 home sites, and a couple of pre-GMA subdivisions. The subdivisions typically have lots ranging  
12 from ½ acre to 1 acre in size.

13  
14 At the northwest corner of the study, area is the Ski View Lake residential development. It was  
15 developed under the Rural One Unit per Five Acres zoning district. The Ski View Lake  
16 development also has a 98± acre property (mostly wetlands and open space) that is split by the  
17 UGA Boundary. The plat for the Ski View Lake development was recorded in 1993, and was  
18 developed under the pre joint plan RR 1/5 zoning. At the time of development, critical areas  
19 (wetlands) were not excluded from the density calculations. It is not anticipated that any further  
20 development could take place on this property. Future development is restricted by wetlands to  
21 the west, a large septic drain field area to the east, and a wellhead protection area in the far  
22 southeast corner of the development. Under current regulations, wetlands would be excluded  
23 from the permitted density calculations.

24  
25 The portion of the study area south of Littlerock Road is located entirely within the Salmon  
26 Creek Basin and has a large amount of properties that flooded during the 1999 high groundwater  
27 flooding event. Aerial photography from 1973 in Attachment H Photos shows this general area  
28 as flooded during a 1973 flood event. City sewer and water are not yet available in this study  
29 area.

30  
31 The majority of the southern half of the study area consists of the Department of Natural  
32 Resources (DNR) Webster Seedling Nursery that is a long term agricultural operation. The only  
33 other properties within this portion of the study area are a small U.S. Forest Service facility and  
34 approximately 80 acres of vacant land north of 93<sup>rd</sup> Avenue SW owned by an investment group.  
35 The land owned by the investment group, Vitality Investment, is significantly impacted by high  
36 groundwater flooding.

37  
38 On May 5, 2006, the DNR sent a letter to both Thurston County and Tumwater requesting  
39 removal of their lands from the UGA, which is shown in Attachment I DNR Letter. The letter  
40 was received approximately three months after the City of Tumwater completed its analysis of  
41 the UGA and forwarded a recommendation to the County Commissioners. A recent letter dated  
42 September 3, 2009, from the DNR confirms they have not changed their position on this issue  
43 and would still like to be removed from the Tumwater UGA.

44  
45 In addition, the Mazama Pocket Gopher, a threatened species, has been located by the  
46 Washington Fish and Wildlife Department on both the US Forest Service property and the DNR  
47 properties on the south side of 93<sup>rd</sup> Avenue. The Mazama Pocket Gopher was listed as a

1 threatened species in 2006 (after the recommendation by the City Council was sent to the County  
2 Commissioners).

3  
4 Recently the City of Tumwater acquired a small stand alone water system, which serves Lathrop  
5 Industrial Drive and several other properties including the DNR offices at the Webster Seedling  
6 Nursery. The system is not currently connected to the City water system. It appears the DNR  
7 connection to the water system was necessitated by contaminated drinking water supplies onsite.  
8 Removal of the DNR properties from the UGA, even though they are served by City water, is not  
9 a problem. They can continue to utilize the existing connection, even if removed from the UGA.

10  
11 **Option 1, Removal from UGA and Redesignate to RRR 1/5**

12 With this option, the properties in question would be removed from the City of Tumwater UGA  
13 and redesignated to Rural Residential/Resource One Unit per Five Acres (RRR 1/5) north of  
14 Littlerock Road and to Rural One Unit Per Ten Acres south of Littlerock Road. The Rural One  
15 Unit per Ten Acres designation would be consistent with past land use decisions for properties in  
16 the Salmon Creek Basin outside of the UGA.

17  
18 **Option 2, No Change**

19 With this option, no change would occur.

20  
21 **Impacts on Capacity of Tumwater UGA:**

22 The proposed changes outlined for each of the study areas was sent to the Thurston Regional  
23 Planning Council (TRPC) for analysis. TRPC staff is the lead on the Buildable Lands Analysis  
24 for Thurston County. The Buildable Lands Analysis helps to determine the appropriate size of  
25 the Thurston County Urban Growth Areas, which includes the City of Tumwater UGA. The key  
26 question the analysis provides an answer to, is if there will be enough land supply in Thurston  
27 County Urban Growth Areas to accommodate future population and employment growth.

28  
29 The analysis in Attachment J shows that the areas under consideration are likely to have very  
30 little additional capacity for residential growth, as they are already developed, zoned for  
31 industrial uses, or subject to high groundwater flooding. Therefore, the proposed changes would  
32 have a negligible impact on residential capacity in the Tumwater UGA and the Thurston County  
33 UGA. According to TRPC analysis, there would be an approximate reduction in capacity of  
34 about 140-280 homes which would lead to a reduction in the reasonable market factor for the  
35 Tumwater UGA of four (4) percent from 24 percent to 20 percent. The reasonable market factor  
36 for all Thurston County Urban Growth Areas combined would be slightly affected, and would be  
37 reduced from 25 percent to 24 percent.

38  
39 According to the “2007 Buildable Lands Report for Thurston County”, the 20-year projected  
40 need for industrially zoned land in the Tumwater UGA is 340± acres. In 2007, there were  
41 1,060± acres of vacant or partially used land available in industrial zoning districts for job  
42 growth.

43  
44 The impact on the availability of industrially zoned land in Thurston County Urban Growth  
45 Areas is also slight. The 20-year projected need for industrially zoned land is 550± acres. In  
46 2007, there were 1,850± acres of vacant or partially used land available for job growth in  
47 Thurston County Urban Growth Areas.

1 This is well in excess of the projected demand; therefore, removing 128± acres from the urban  
2 growth area as proposed by the Planning Commission will not have a significant impact on the  
3 availability of industrial land in the Tumwater UGA. In addition, 118± acres are part of the  
4 DNR Webster Tree Farm, and are unlikely to redevelop as a higher intensity industrial use in the  
5 near future.

6  
7 **Consistency with Countywide Planning Policies**

8 Removal from the Tumwater UGA is proposed for three of the study areas described above.  
9 According to the Countywide Planning Policies, reductions of Urban Growth Areas must be  
10 consistent with the following criteria:

- 11  
12 1. Sufficient land will remain within the reduced UGA to permit the urban growth that is  
13 forecast to occur in the succeeding 20 years; and  
14 2. The reduced UGA will include cost-effective sewer and water and transportation service  
15 areas; and  
16 3. Reduction of the UGA is compatible with the use of the designated resource lands and  
17 with critical areas.

18  
19 Selecting Option 1 for each of the study areas is consistent with the criteria in the above  
20 countywide planning policies for removing areas from the UGA. There will be very little change  
21 in the development capacity within the City of Tumwater UGA. The reasonable market factor  
22 for the City of Tumwater in the Thurston County Comprehensive Plan will be reduced by four  
23 percent (4%) from 24% to 20%. Even with the removal or redesignation to a lower density land  
24 use category as outlined in Option 1 for all of the study areas, sufficient land supply will exist to  
25 accommodate protected growth for the 20 year planning horizon.

26  
27 The areas slated for removal are located on the edge of the current Tumwater UGA, and are not  
28 served by sewer and water (with the single exception of the water connection at the DNR offices  
29 at the Webster Seedling Nursery for health reasons).

30  
31 The reason for the UGA reduction is to address a known high groundwater issue. High  
32 groundwater areas have been a special management area in the Thurston County Critical Areas  
33 Ordinance (TCC Chapter 17.15) since 2000. Critical areas are well documented in the proposed  
34 removal areas.

35  
36 **SEPA:**

37 The City of Tumwater made a Determination of Non-Significance (DNS) on February 11, 2010  
38 (DSD-10-0001). The appeal deadline was March 3, 2010, and no appeal was filed. Thurston  
39 County intends on adopting the DNS issued by the City of Tumwater.

40  
41 **NOTIFICATION:**

42 Written notice will be sent to affected property owners prior to the Board of County  
43 Commissioners public hearing, and will be published in The Olympian at least 20 days prior to  
44 the public hearing per TCC Chapter 2.05 Growth Management Act Public Participation.

45  
46 **PUBLIC COMMENT:**

47 Public testimony will be taken during the public hearing. Written public testimony received  
48 before and after the Planning Commission, public hearing is located in Attachment L.

1  
2 **TUMWATER PLANNING COMMISSION RECOMMENDATION:**

3 Option 1. The Tumwater Planning Commission recommended the Littlerock Road Study Area  
4 be removed from the Tumwater Urban Growth Area, and the 88<sup>th</sup> Avenue Study Area be  
5 redesignated and rezoned as described in this report. The text in the Tumwater/Thurston County  
6 Joint Plan should also be amended to reflect the changed conditions. This recommendation is  
7 consistent with Option 1 above.

8  
9 **TUMWATER CITY COUNCIL RECOMMENDATION:**

10 Option 1. The Tumwater City Council have recommended the Board of County Commissioners  
11 remove the Littlerock Road Study Area from the Tumwater Urban Growth Area, and redesignate  
12 and rezone the 88<sup>th</sup> Avenue Study Area consistent with the Tumwater Planning Commission  
13 Recommendation. This recommendation is consistent with Option 1 above.

14  
15 **THURSTON COUNTY PLANNING COMMISSION RECOMMENDATION:**

16 Option 1. The Thurston County Planning Commission made a recommendation consistent with  
17 the Tumwater City Council recommendation to remove the Littlerock Road Study area,  
18 redesignate and rezone the 88<sup>th</sup> Avenue Study Area, and make the necessary text amendments in  
19 the Tumwater/Thurston County Joint Plan. In addition, the Board should redesignate and rezone  
20 the removal area Rural One Unit per Ten Acres in the area south of Littlerock Road, and  
21 redesignate and rezone the removal area north of Littlerock Road to Rural Residential/Resource  
22 One Unit per Five Acres. This recommendation is consistent with Option 1 above.

23  
24 **THURSTON COUNTY STAFF RECOMMENDEATION:**

25 At this time, staff recommends the Board of County Commissioners select Option 1.

26  
27 **ATTACHMENTS:**

28

29 Attachment A	Proposed Map and Text Changes
30 Attachment B	Study Area Maps
31 Attachment C	Salmon Creek Basin Plan Maps
32 Attachment D	Subdivision Moratorium Map
33 Attachment E	2006 City of Tumwater City Council Recommendation
34 Attachment F	Thurston County Comprehensive Plan Designation Criteria
35 Attachment G	Excerpts of Title 22 Tumwater UGA Zoning
36 Attachment H	Photos
37 Attachment I	Department of Natural Resources Letter
38 Attachment J	TRPC Buildable Lands Memorandum
39 Attachment K	March 24, 2010 Hydrogeologist Summary Memorandum
40 Attachment L	Public Comments

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43  
44 O:\Track\LONG RANGE PLANNING\UGA Moratorium\2009 to 2010 Tumwater UGA Rezoning\Tumwater UGA Rezoning 033010 Staff Report and Attachments\TumUGA Staff  
45 Report.V1.112409.sc.doc