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Summary of Proposal, Issues, Analysis & Summary of Recommendations

Proposal Title: 2009 Yelm Population Update to the Yelm Comprehensive Plan and Yelm/Thurston County Joint Plan

Affected Chapters:

Chapter I: Introduction

Chapter II. Growth Management Act Planning Parameters

Chapter III. Land Use

Chapter IV. Housing

Proposed By: City of Yelm

Staff Contacts:

Grant Beck, Community Development Director

Tami Merriman, Associate Planner

Kathy McCormick, AICP, Senior Planner

Proposal Description:

Map Change(s) Text Change(s) Both

Affects Unified Development Code, other plans/documents?

Affects County or applies to Urban Growth Area?

Summary of Proposal

The proposed comprehensive plan amendments to the City of Yelm and Yelm Urban Growth Area (UGA) will bring the references to population up to date so they are consistent with the figures adopted by Thurston County in 2008 with Resolution No. 14034 and Ordinance No. 14035. The resolution and the ordinance include the population forecast and allocation data for the County. These were adopted on March 3, 2008 amending the Thurston County Comprehensive Plan.

The current population forecast numbers in the City of Yelm Comprehensive Plan and the Joint Plan with Thurston County are out of date. Figures in Chapter II. Growth Management Act Planning Parameters, Chapter III. Land Use, and Chapter IV. Housing are proposed to be updated as well as Chapter 1. Introduction C. Applicability Exhibit B. – the adopted Thurston County Resolution 14034 which includes updated population figures for Thurston County. Action on this amendment will make plans consistent with one another as required.

Issues & Analysis

Background

The City of Yelm and Thurston County have not updated the population figures in the joint plan since 2006. The population numbers in the Thurston County Comprehensive Plan were updated as part of the 2007-2008 Urban Growth Area sizing evaluation process. The population forecast relies on a realistic allocation of forecast population by Thurston Regional Planning Council (TRPC), in consultation with the cities. The most recent small area (city and rural) TRPC forecast was released in October 2007 and adopted by the Thurston County in 2008.

Process

All amendments were prepared with the assistance of Yelm and Thurston County staff. The Yelm Planning Commission will review, hold a hearing, and make a recommendation on the amendments to the Yelm City Council (YCC). The YCC will review, hold a hearing, and rule on the amendments.

As required by the joint planning agreement, the Thurston County Planning Commission will review, hold a hearing and make a recommendation on the Yelm/ Thurston County Joint Plan amendments to the Board of Thurston County Commissioners (BCC). The BCC will review, hold a hearing and rule on the amendments.

Issues

1. The City of Yelm Comprehensive Plan and the Joint Plan with Thurston County does not include the latest adopted population forecast figures.
2. Adoption of the amendments to the chapters as noted will make the Yelm Comprehensive Plan and Joint Plan with Thurston County consistent with the Thurston County Comprehensive Plan which was found to be compliant as it relates to populations and urban growth area sizes in March of 2008.

Options

Option 1 – Recommend approval of the amendments as proposed, making Yelm and Thurston County plans consistent with one another.

Option 2 – Do not recommend approval. The Yelm, and Yelm/Thurston County Joint Plan population forecast figures will not be consistent with the Thurston County Comprehensive Plan.

Effect of the Change

There will be no effect since the population forecast and allocation has already gone through an extensive review and adoption process by Thurston County and the forecast is already included in the Thurston County Comprehensive Plan.

Note: Proposed changes are shown in ~~strikeout~~, while new is shown in underline.

Conclusions/Recommendation

Update the Yelm Comprehensive Plan and Joint Plan with adopted Thurston County population forecast figures as proposed in:

- Chapter II. Growth Management Act Planning Parameters;
- Chapter III. Land Use;
- Chapter IV. Housing; and
- Chapter 1. Introduction C. Applicability Exhibit B. (the adopted Thurston County Resolution 14034 which includes updated population figures for Thurston County).

Action on this amendment will make Yelm and Thurston County plans consistent with one another as required.

Staff Contact:

Grant Beck, Community Development Director

Tami Merriman, Associate Planner

Kathy McCormick, AICP, Senior Planner

Summary of Recommendations:

See Attachment. Approve the amendments as shown and described above.

Yelm Staff Recommendation: Approve the amendments updating the City of Yelm Comprehensive Plan and the Yelm/Thurston County Joint Plan including: Chapter II. Growth Management Act Planning Parameters; Chapter III. Land Use; Chapter IV. Housing; and Chapter 1. Introduction C. Applicability Exhibit B. (the adopted Thurston County Resolution 14034 which includes updated population figures for Thurston County).

Yelm Planning Commission Recommendation:

Yelm City Council Recommendation:

Thurston County Planning Commission Recommendation to the Yelm/Thurston County Joint Plan:

Board of Thurston County Recommendation to the Yelm/Thurston County Joint Plan:

II. Growth Management Act Planning Parameters

A. Policies

Note: See Chapter 1, Page 1, Introduction, B. Content which identifies portions of the plan applicable to the City and UGA areas and C. Applicability for a list of the goals and policies applicable to the unincorporated portion of the Yelm UGA. In addition, (*) reiterates the portions of the plan adopted by Thurston County.

1.* Growth Management Act

The City of Yelm is participating in comprehensive planning under the provisions of the Growth Management Act, Chapter 36.70A RCW. The purpose of the Act is to promote responsive, responsible local planning to accomplish thirteen identified statewide goals.

The following State Growth Management Act goals are adopted to guide the development and adoption of comprehensive plans and development regulations of those counties and cities that are required or choose to plan under RCW 36.70A.040. The following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

- (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 are based on regional priorities and coordinated with county and city comprehensive plans.
- (4) Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- (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 forest lands and productive agricultural lands, and discourage incompatible uses.
- (9) Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- (10) Environment. Protect 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 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, sites, and structures that have historical or archaeological significance.

RCW 36.70A.020

The purpose of this Comprehensive Plan is to identify how the statewide goals will be met in the City of Yelm and the UGA.

Procedural guidelines for the adoption of this plan were provided by the Washington State Department of Community, Trade and Economic Development under WAC 365-195-300 which were followed in the preparation of this document.

2.* County-Wide Planning Policies (CWPP)

Thurston County, with the advice of the Cities and Towns in Thurston County, adopted County-Wide Planning Policies (CWPP) to aid and focus the Growth Management planning activities in Thurston County. These County-Wide Planning Policies were specifically approved by the City of Yelm. The CWPP in effect at the time the City of Yelm adopted its Comprehensive Plan are as set forth at Exhibit A. The purpose of this Comprehensive Plan is to identify how the CWPP, as applicable, will be implemented in the City of Yelm and the UGA. The County-Wide Planning Policies are specifically adopted as the policy base for the Joint Plan in both the incorporated and unincorporated areas of the Yelm UGA.

3. City of Yelm's Objectives

a. Background

The City of Yelm is a small town located in Northeastern Thurston County at the junction of two state highways. Growth in the vicinity is determined by the community's proximity to Fort Lewis and the rapidly growing Pierce County area, from Puyallup and Fredrickson toward the north, to Spanaway and Roy toward the south. The City of Yelm is also subject to growth pressures spilling over from the Thurston County metropolitan area and particularly the Lacey/East Lacey suburbs of the Lacey UGA.

It is expected that the growth induced by the development of the major planned communities at DuPont, Meridian Campus, and Hawks Prairie will also spur growth in the Yelm area, as will the Thurston Highlands Planned Community, which is being designed to reach the recreational/golf/retirement market which does not now exist in the area as a focus development.

In addition, Yelm is the urban center providing many of the urban services for a large suburban/rural community located in the Northeast Thurston County area.

b. Comprehensive Plan Purpose

The purpose of Yelm's Comprehensive Plan is to identify how the City will prepare for and deal with growth which it is legally required

to accommodate under the State Growth Management Act, as well as the other forces which will shape and guide the community in the future.

Yelm's Comprehensive Plan is a continuation of the Joint Planning process between the City of Yelm and Thurston County prior to 1990. (That Draft Plan is included as Volume 5/Appendix H for reference purposes, but is superseded by this Comprehensive Plan for all policy purposes). The stated purpose of that Joint Plan was "to promote consistency of local plans and certainty about future development," which continues to be the focus of City planning under this Comprehensive Plan.

The Comprehensive Plan identifies the policy base for implementing the County-Wide Planning Policies (copy attached at Exhibit A) within the Yelm UGA, including both incorporated and unincorporated Urban Growth Areas.

B. Population and Demographics

1.* Basis for Land Use Planning

a. Forecasted Population: (see Exhibit B for details)

| Total Estimated Population Between 2000 and 2028 2030 ¹ Yelm and Yelm UGA (from TRPC Exhibit B) | | |
|-----------------------------------------------------------------------------------------------------------------------------|------------------------------------------|-----------------------------|
| 2000 and 2005 2006 Population | Population Medium Growth ² | Population Growth |
| 2000 4,385 | 2026 —10,560 | 2005-2026 —4,970 |
| 2005-2006 5,590 <u>5900</u> | 2030 —11,480 | <u>2006-2028</u> 16,500 |
| | <u>2028</u> 22,400 | 2005-2030 —5,890 |

¹ Source: [Thurston County Profile, 2005](#); TRPC Small Area Population Estimates 2006
² TRPC traditionally updates population and employment forecasts every 3-5 years, and released the most recent small area (city and rural) populations forecasts in ~~July of 2005~~October 2007. ~~The latest release was prior to the proposal of the Thurston Highlands master planned community in Yelm, which may include 5,000 to 6,000 new dwelling units. The buildout of this development may exceed the time range of the 2030 forecast. TRPC will continue to monitor residential and commercial development activity and any proposed changes in Thurston County's rural zoning or the size of the Urban Growth Areas, and anticipates updating the small area (city and rural) populations forecasts in 2007.~~

Cities and counties are obliged to conduct their planning using population forecasts that are consistent with those developed for their county by the Office of Financial Management (OFM). This means that the forecasts used by each county must fall within the range of the High, Intermediate, and Low OFM series. Each county then determines the growth allocations for each city and its UGA, in consultation with the cities. In its County-Wide Planning Policies, Thurston County determines what forecast to use within the OFM range by relying on the forecasts of the Thurston Regional Planning Council (TRPC). Likewise, the County relies on TRPC to determine realistic allocations of population, in consultation with the cities. The most recent small area (city and rural) TRPC forecast was released in [July 2005-October 2007](#) and adopted in [2006-2008](#).

2. Basis for Public Facility and Utility Planning

The City of Yelm uses the Medium Density (population of [11,480-22,400](#) by [2030/2028](#)) for planning utilities and public facilities within the city limits and UGA. The use of the Medium Growth assumption for such planning is consistent with the regional model adopted as part of the regional allocation process. The City may also use a 50-year planning horizon for certain portions of public facilities as detailed in public facility plans.

3. Range of Accuracy on Projections and Trends

The TRPC has completed population and employment projections beginning in the 1970's. The County-wide long range projections have proven to be generally reliable. The smaller scale (e.g. individual cities) and shorter time periods (e.g. 5 – 10 years) are more variable. Consequently, the TRPC tracks growth and updates the projections every 3-5 years or so in order to make adjustments to projections that can be as accurate as possible for county, city and urban growth areas.

4. Yelm School District Growth Planning

The Yelm School District enrollment increased by an average annual rate of 2.4% between the 1990/1991 school year and the 2000/2001 school year. Between the 2003/2004 and 2004/2005 school years the rate of change was 4.2%. The school district will track student growth for planning purposes by determining the student production rate per household.

| Student Enrollment, 1990-2005 Yelm Public School District | | | | | | | | | |
|--------------------------------------------------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|----------------------------------|-----------------|
| Student Enrollment | | | | | | | | Average Annual Rate of Change | |
| School District | 1990- 1991 | 1995- 1996 | 2000- 2001 | 2001- 2002 | 2002- 2003 | 2003- 2004 | 2004- 2005 | 90/91- 00/01 | 03/04- 04/05 |
| Yelm | 3,301 | 4,172 | 4,172 | 4,525 | 4,671 | 4,737 | 4,936 | 2.4% | 4.2% |

Source: Washington State Office of Superintendent of Public Instruction, www.k12.wa.us.

C.* Urban Growth Area Boundaries

1. Goals and Objectives of the Yelm UGA Boundary

The UGA is a product of joint planning with the Board of Thurston County Commissioners after review and recommendation by the Urban Growth Management Committee. The UGA is designed to permit growth to occur, at urban densities, during the next 20 years, while assuring adequate facilities and the preservation of sufficient land to assure adequate open space and preservation of critical areas. The area must also contain sufficient land area to assure reasonable choice and variety in meeting residential, commercial, and industrial needs and a reasonable allowance of reserve areas to provide competitive and affordable land on which new development should occur. See Chapter III Table 1 and 2 for estimates of land needed to accommodate population growth and land supply vs. demand.

2. The Planning Subarea Characterization of the Yelm Growth Area

The key elements used to identify the property in the City of Yelm and its Urban Growth Area are as follows:

- a. Characterized by urban growth or adjacent to territory already characterized by urban growth.
- b. Served or planned to be served by municipal utilities.
- c. Near urban areas and characterized by the ability to support urban growth.
- d. Follows logical boundaries.
- e. Provides adequate room for growth.
- f. Reflects citizen preference.

3. Urban Growth Area Boundaries

The Plan identifies growth boundaries which are designed to encourage development at urban levels of density on urban services. The City of Yelm will not annex beyond the Urban Growth Boundary and will extend utilities beyond the City limits only when a public health emergency requiring such action is approved by the County, and will not impose a financial burden on the City.

D.* The Planning Sub-Areas

1. "East" Planning Area (see Map 7)

The East Planning Area is bounded by the Burlington Northern Railroad tracks on the west, the Centralia Power Canal on the north and east, and State Route 510 on the south.

a. Urban Growth

The East Planning Area is characterized by significant commercial development within the City. The UGA is presently characterized by a well-established road network and areas of urban and suburban densities, as well as some property at lower densities, and a potential for future growth. The land is relatively free of environmentally sensitive lands, other than the aquifer which is shallow and uncapped, and is generally suitable for more intensive development provided groundwater controls are established. Phased utility planning will be used to facilitate development at urban levels of density.

b. Municipal Utilities

The East Planning Area is within the water service area of the City and development at any higher-level density requires sewers, since most of the area is underlain by an uncapped drinking water aquifer. Lower density areas are presently served by water, but not sewer services. Areas using on-site septic systems would be regulated through a sewer/septic utility, until sewers and higher density development are available.

c. Logical Boundaries

The railroad, the state highway, and the canal make logical physical boundaries for the East Planning Area, which is one of the two

planning areas within the City which are closest to Pierce County and the growth occurring in the Roy-McKenna area.

2. "South" Planning Area (see Map 8)

The South Planning area is bounded by State Highway 510 on its north and west boundaries. The east boundary is the Centralia Power Canal and the south boundary is the base of a ridge which reflects a logical point of division between the urban and rural areas.

a. Urban Growth

The core of the South Planning Area is part of the urban center of the community. A new school site is located on the western boundary of the site and the northern boundary is the commercial development prevalent along State Highway 510. The area close to the existing city limits is substantially developed in suburban lots, which is the anticipated development pattern.

The area near the City contains few limitations for development and is considered appropriate for urban levels of development.

b. Municipal Utilities

The South Planning Area is served or planned to be served by City sewer and water. City sewer is expected to be provided in the area. Due to the substantial recent development on septic tanks, the City anticipates using a septic maintenance program to monitor and assure adequate sewer service in this planning area until sewer lines are extended to facilitate urban growth.

c. Logical Boundaries

The state highways and the canal provide logical physical features for the urban boundary. The southern boundary is a physical feature and potential state highway corridor, which provides a logical area within which the City will provide urban services.

The Urban Growth Boundary area includes an existing Agriculture/Environmentally-Sensitive Area which is included because development is expected over time and the area makes a logical service boundary.

3. "Southwest" Planning Area (see Map 9)

The Southwest Planning Area is bounded by Fort Lewis on the west, 93 Ave SW and Highway 507 on the north, Highway 510 on the east, and the City Limits on the south.

a. Urban Growth

More than 90% of the Southwest Planning Area is included within the City of Yelm as part of the Southwest Yelm Annexation Area. The area is being planned as the Thurston Highlands Community. The area will have a mix of single family and multifamily residential uses as well as open space, parks, school sites, and commercial spaces. The overall average density of the Planned Community is 4 units per acre (gross density).

b. Municipal Utilities

All of the growth in the Southwest Planning Area is planned to be served by sewer and water from the City of Yelm. Any on-site systems approved in advance of sewer approval will be required to participate in and hook up to the extended sewers and would be subject to the City septic maintenance utility. The area is projected to contain a main water reservoir for the City, as well as a storage facility integrated into the golf course ponds, for irrigation water storage. The irrigation water may be recycled from the City's water treatment facility.

c. Logical Boundaries

The Southwest Planning Area is marked by a single large property ownership, Thurston Highlands, which is completely within the present City limits. Fort Lewis, 93rd, and the state highways are all used for planning purposes to define limits of sewer and water service areas and provide a logical boundary.

The Urban Growth Boundary area includes an Environmentally-Sensitive/Agriculture area. The area is surrounded by roads, utilities, and other urban development, and is included to ensure a logical and cost-effective service area boundary.

4. "Northwest" Planning Area (see Map 10)

The Northwest Planning Area is bounded on the north by the Centralia Power Canal, on the east by the Burlington-Northern Railroad, on the south by 93rd Avenue and SR 510, and on the west by the north-south

centerline of Section 14, Township 17N, Range 1E and the south line of the north half of Sections 13 and 14, Township 17N, Range 1E.

a. Urban Growth

The easterly portion of the Northwest Planning Area is comprised of one of the most rapidly growing areas in Yelm. The westerly portion, although of a lower residential density, is characterized by the Knight complex, which is used for education, publication, and other business uses, and often hosts programs which result in a periodic influx of visitors for public gatherings.

b. Municipal Utilities

The easterly portion of the Northwest Planning Area is to be accommodated by sewer and water service. The westerly portion is outside the urban growth boundary and will continue to be served by on-site systems until road and sewer improvements are available for extension of urban services.

c. Logical Boundaries

Major roads such as 93rd and SR 510, and defining features such as the Canal and Fort Lewis provide logical boundaries for the Northwest Planning Area.

E. Public Participation

1. Build on Existing Work Done

It is the policy of Yelm to build on work previously done, to include and incorporate prior public programs, such as joint planning, the Economic Summit, parks planning and visioning processes.

2.* Provide Public Notice

It is the policy of Yelm to provide public notice and opportunities for public participation throughout the Comprehensive Planning process.

3.* Provide Opportunity for Public Input

It is the policy of Yelm to provide opportunity for public input at all phases of Plan development.

III. Land Use

A.* Policy Guide

Note: See Chapter 1, Page 1, Introduction, B. Content which identifies portions of the plan applicable to the City and UGA areas and C. Applicability for a list of the goals and policies applicable to the unincorporated portion of the Yelm UGA ([also see policies with asterisk*](#)).

The purpose of this Land Use Section of the Comprehensive Plan is to identify a pattern of development which will:

1. Promote infill at urban densities;
2. Permit cost effective phasing of urban utilities to enable the community to sustain project growth patterns;
3. Identify policies to guide development regulations which will allow implementation of the Yelm Comprehensive Plan and Joint Plan; and
4. Provide a plan in which the required population is accommodated consistent with the State Growth Management Act and goals and policies of this Comprehensive Plan, consistent with the community resources.

B. Land Use Patterns

1. Existing Land Use Designations.

Within the city limits, the City of Yelm's current land use patterns are shown on Volume I, Map 2, which shows the existing zoning of the Yelm area. Development regulations will modify density, use, and other standards to be consistent with the criteria below.

- 2.* Proposed Land Use Designations.

The future land use plan is to be adopted as the land use and pre-annexation zoning for the City of Yelm. Properties which annex to the City will annex at the identified land use subject to the utility availability overlay.

- a. Residential

The residentially zoned areas provide for the bulk of the housing development in the planning areas. Minimum densities will help achieve overall density goals. Development standards will be established to permit integration of duplexes, townhouses, and accessory units within the City's residential areas, using appropriate controls to protect the safety and quiet enjoyment of the area.

Such housing is intended to broaden and increase the variety of housing available in the community and aid in achieving the overall urban density.

- (i) UGA, unincorporated (County jurisdiction) — 1 unit per 5 acres (gross density)

Yelm will propose development regulations to assure coordination and steps to aid in accomplishing the goals of this plan within the unincorporated urban area. Pursuant to County-Wide Planning Policies, the County will adopt coordinated regulations.

- (ii) City of Yelm

4 units per acre — no minimum density (3 units/acre is the expected gross density), (net density of 5.8 units/acre is currently being achieved)

6 units per acre (including mobile home parks and subdivisions) — 3 units per acre is minimum density (5 units/acre is the expected gross density)

Non-Sewered Overlay (all City lands where sewer is not yet available) — 1 unit per 5 acres until sewer service is approved through an approved sewer facilities plan designating the long-term disposal site, then underlying zoning applies. Any development within the Non-Sewered Overlay shall be consistent with CWPP 2.1(e) as further defined through development regulations.

- (iii) Apartment

Medium Density Apartment — 10 units per 1 acre (gross density)

High Density Apartment — 20 units per 1 acre (gross density), 15 acre minimum lot size

- (iv) Mixed Use (Planned Developments) in Residential Areas

Mixed use developments are used for larger parcels to provide a variety of uses, more efficient use of open space, and public facilities. Mixed use proposals must accomplish not less than 75% of the underlying density for a property and not more than 125% of the planned maximum density for the property. Mixed use developments must be able to screen or buffer impacts of non-residential uses from

existing or potential residential developments, and contain all open space and recreation areas within the site. The minimum acreage for a mixed use development shall be 40 acres. Mixed use developments may have 5% of the gross area in neighborhood commercial — no commercial use is to be larger than 5,000 square feet, 25% of the net land area in medium density or high density apartments, and 25% of the gross land area in open space, with not less than 5 acres of improved park space dedicated to the City. Development standards should be created to encourage mixed-use subdivisions. The "mixed use" alternative must be processed as a project and applies only to eligible properties.

- b. The Environmentally Sensitive Area (ESA) category pertains to properties that are in the urban growth area but presently in agricultural use and affected by critical lands with environmental limitations. .

- c. Commercial

Yelm has identified three levels of commercial categories to meet community needs: Neighborhood Service/Professional Office, General Retail/Commercial Core, and a Commercial Service district (larger and more intensive commercial uses, including auto and machine oriented, modular housing, and recreational sales, service, and repair.

- d. Industrial/Warehouse

Yelm has identified two industrial categories which are on major transportation routes, near existing utilities, and capable of being buffered for other needed development to avoid undue impact on the community. The two categories are to serve community needs: warehouse, assembly, and distribution; and manufacturing/industrial, focusing on the production of goods, utilities, or services. The former are more appropriate on the perimeter of the industrial area, the latter designed to be included in the industrial core. The County will consider rezoning the industrial-designated area to a light industrial zone, Chapter 20.28 Thurston County Code, prior to annexation.

- e. Public Institutional/Open Space

Yelm has identified two land use designations or categories which reflect public ownership of the land or land permanently set aside as dedicated open space or critical areas. Public purpose lands

which are presently identified are shown on the Future Land Use Map, Map #3.

C.* Changing the Land Use Map

1. The purpose of the Joint Plan is to identify land uses within the UGA. The land use designations shown on the Future Land Use Map (Map #3) in the unincorporated area will not take effect until annexation and inclusion within a sewer discharge permit area. Those land uses within the City shall take effect upon approval for inclusion within a sewer discharge area. If the land use designations are to be changed from the map, such changes should take place in the context of the Comprehensive Plan review.
2. To promote coordinated development, any land use approved in this Joint Plan will not be unilaterally changed by either the City or the County for three years from the date of this plan without written approval from the other jurisdiction.

D.* Intergovernmental Coordination

The City of Yelm will cooperate with governmental jurisdictions, including the Commander of the Fort Lewis military base and neighboring jurisdictions. The city will take into consideration the current land use and long-range goals of jurisdictions. The City will provide notification and opportunity to comment prior to final action on a Comprehensive Plan or development regulation amendment. At a minimum, the City will provide notification to state agencies as listed by the Community Trade and Economic Development Department, and the Fort Lewis Base Commander.

E.* Transfer of Development Rights Program

The City of Yelm supports the Transfer of Development Rights program to support certain rural programs. Proper regulations need to assure that such a program is not counterproductive to urban goals and objectives of this plan. The City and County have established a county-wide Transfer of Development Rights program, in which some portion of the density range within the low-density residential designation is achievable through the purchase of transferred development rights rather than allowed outright. The objective of a county-wide Transfer of Development Rights program is to support conservation of important natural and/or cultural resources (e.g. long-term agricultural lands, historic properties, or significant wildlife habitat).

F.* The Planning Sub-Areas – City of Yelm and UGA Land Needs Assessment

The community is divided into four sub-areas to permit the identification of logical service areas and the development and monitoring of the goals and policies of

this Comprehensive Plan. See maps 7, 8, 9, and 10. The subareas also provide a reasonable basis for the urban growth area lands needs assessment which is set forth in tables 1 and 2.

| Table 1 – Estimated Population and the Housing Needed to Accommodate Growth | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------|
| Projected population at year 2026 <u>2028</u> ¹ Projected population at year 2030⁺ | 10,560 <u>22,400</u> ¹ 11,480 | Master Planned Dwellings Units¹ 2005-2030+ |
| Amount of population growth expected between 2005–2006 and 2026 <u>2028</u> | 4,970 <u>16,500</u> | Vested or recently approved 1,200 dwelling units |
| Amount of population growth expected between 2005 and 2030 | 5,890 | |
| Approximate number of housing units needed to accommodate the projected growth between 2005 <u>2006</u> and 2006 <u>2028</u> | 2,719 <u>7300</u> units | |
| Approximate number of housing units needed to accommodate the projected growth between 2005 and 2030 | 3,239 units | |
| Capacity for new dwelling units 2006 – 2028 Approximate number of acres needed for housing, based on average target density of 4 dwelling units per net developed acre (3 units/acre gross) | 2,026 <u>9900</u> units 2,030 <u>906</u> /acres 1,080/acres | Presubmission Review 5,000 to 6,000 dwelling units |

Source: Thurston Regional Planning Council – Population and Employment Forecast –~~2006;2007~~;~~Regional Benchmarks for Thurston County, July 2003.~~

¹TRPC traditionally updates population and employment forecasts every 3-5 years, and released the most recent small area (city and rural) populations forecasts in ~~July of 2005~~October 2007. ~~The latest release was prior to the proposal of the Thurston Highlands master planned community in Yelm, which may include 5,000 to 6,000 new dwelling units. The buildout of this development may exceed the time range of the 2030 forecast. TRPC will continue to monitor residential and commercial development activity and any proposed changes in Thurston County's rural zoning or the size of the UGA, and anticipates updating the small area (city and rural) populations forecasts in 2007.~~

Amendment Note: The following table is eliminated since the population and employment forecast uses population and dwellings not acres.

| Table 2¹ | | | | | |
|------------------------------------------------------|--------------------------------|-----------------------------|-------------|-----------------------------|-------------|
| Analysis of Land Supply vs. Demand, 2000-2025 | | | | | |
| Yelm and Yelm Urban Growth Area (UGA) | | | | | |
| Land Use Type | Supply 2000 (acres) | Demand (acres) 2000- | | Percent Remaining in | |
| | | 2020 | 2025 | 2020 | 2025 |
| Residential | 3,144 | 1,365 | 1,594 | 57% | 49% |
| Commercial | 400 | | 185 | | 54% |
| Industrial | 251 | | 22 | | 91% |

Source: *Buildable Lands Report for Thurston County, TRPC, 2002. Regional Benchmarks, July 2003; based on Forecast of Land Demand Population and Employment Forecast for the Thurston County, 1999. TRPC.*

¹The table reflects current zoning, however, the supply column for Residential Uses includes the 1,250 acre proposal for the Thurston Highlands Master Planned Community. Some of this land will be residential, some commercial, some institutional, and a large amount of open space. When the Master Plan review process is complete, the amount of residential acreage and the estimated percentage of residential land remaining can be recalculated.

IV. Housing

A.* Introduction

This housing element addresses the housing needs of the City of Yelm and its UGA. The goal of the City of Yelm is to establish a baseline for evaluating the growth of the community and to assure that adequate facilities are available to serve the needs of the community. ¹The housing element considers population and income characteristics; housing characteristics, including the condition of the existing housing stock; housing problems; and strategies. It then sets forth the goals and policies that will be used to encourage the provision of affordable housing in the City of Yelm. The capacity utilities and planned densities within the UGA provide ample opportunity to meet housing needs above the median incomes levels.

1. Growth Management Act Requirements

The Growth Management Act requires Yelm to meet the relevant planning goals in the Act. The relevant goal for housing elements is Goal 4:

"Housing. Encourage the availability of affordable housing to all economic segments of the population of this State; promote a variety of residential densities and housing types; and encourage preservation of existing housing stock."

This housing element contains a number of goals and policies designed to encourage the availability of affordable housing, promote variety in housing, and encourage the preservation of existing housing.

2. County-Wide Planning Policies

The City and County will institute measures to encourage the availability of affordable housing for all incomes and needs and ensure that each community includes a fair share of housing for all economic segments of the population by:

7.1 Establishing a process to accomplish a fair share distribution of affordable housing among the jurisdictions.

7.2 Working with the private sector, Housing Authority, neighborhood groups, and other affected citizens to facilitate the development of attractive, quality low and moderate income housing that is compatible with the surrounding neighborhood and located with easy access to public transportation, commercial areas and employment centers.

- 7.3 Accommodating low and moderate income housing throughout each jurisdiction rather than isolated in certain areas.
- 7.4 Exploring ways to reduce the costs of housing.
- 7.5 Examining and modifying current policies that provide barriers to affordable housing.
- 7.6 Encouraging a range of housing types and costs commensurate with the employment base and income levels of their populations, particularly for low, moderate and fixed income families.
- 7.7 When possible, provide assistance in obtaining funding and/or technical assistance for the expansion or establishment of low cost affordable housing for low, moderate and fixed income individuals and families.

This housing element was written to be consistent with the County-Wide Planning Policies.

B.* Inventory and Analysis

1. Population and Demographics
 - a. Population

The population of Yelm has grown irregularly over the last 75 years. As shown in Table 1 below, the largest increases occurred during the 1990's, more than doubling the population. Population increased by 35% between 2000 and 2005. It is anticipated this growth rate will continue over the next 20 to 25 years.

The 1970's increase is attributed to a program of the federal Farmers Home Administration (FmHA) to provide low-cost loans for low-income families relocating to rural communities. Growth since 1990 has been high, in part due to people searching for more affordable housing and the general pattern of population increase for Thurston County. Southern Pierce County, directly across the Nisqually River, is also growing rapidly and Yelm is seeing spillover growth from Pierce County.

| Table 1 | | |
|----------------------------------------------------|-------------------|-----------------------|
| Historic Population Change for City of Yelm | | |
| Year | Population | Average Annual |
| 1930 | 384 | --- |
| 1940 | 378 | -0.2% |
| 1950 | 470 | 2.2% |
| 1960 | 479 | 0.2% |
| 1970 | 628 | 2.7% |
| 1980 | 1,294 | 7.5% |
| 1990 | 1,337 | 0.3% |
| 2000 | 3,289 | 9.4% |
| 2005 | 4,445 | 7.0% |

Source: 1930 to 2000 – U.S. Bureau of the Census. 2005 Washington State Office of Financial Management. TRPC Small Area Population Estimates; The Profile.
 Note: Includes growth by annexation.

| Table 2 | | | | | | | | |
|--------------------------------------------------------------|--------------|-----------------|--------------|--------------|--------------|--------------|--------------|--------------------------------------------------|
| Population Estimates, Yelm and Yelm UGA | | | | | | | | |
| 1995, 2000 – 20052008 | | | | | | | | |
| Jurisdiction | Total | Estimate | | | | | | Preliminary |
| | | 1995 | 2000 | 2001 | 2002 | 2003 | 2004 | Estimate |
| Yelm | | | | | | | | 20052008 |
| | City | 2,295 | 3,289 | 3,420 | 3,485 | 3,830 | 4,150 | 4,4555150 |
| | UGA | 1,085 | 1,095 | 1,110 | 1,105 | 1,105 | 1,115 | 1,1351215 |
| | Total | 3,380 | 4,384 | 4,530 | 4,590 | 4,935 | 5,265 | 5,5906365 |

Source: 1930 to 2000 – U.S. Bureau of the Census. [2005](#)–Washington State Office of Financial Management; UGAs – TRPC Small Area Population Estimates, [2008](#); [The Profile 2008](#).

| Table 3 Population Projections – Yelm and Yelm UGA 2005-2006 to 2026¹ and 2030 | | |
|----------------------------------------------------------------------------------------------------------------------|-----------------------------|----------------------------------------------------------|
| Population Estimate (2005 2006) | 5,590 5,900 | Master Planned Dwelling Units ⁺ 2005-2030+ |
| Population Projection (2026 2028) | 40,560 22,400 | |
| Population Projection (2030) | 11,480 | Vested or recently approved 1,200 dwelling units |
| Population Growth (2005 2006 to 2026 2028) | 4,970 16,500 | |
| Population Growth (2005 to 2030) | 5,890 | |
| Projected Dwelling Units Needed to Accommodate Growth (2005 2006 to 2026 2028) | 2,719 7300 | Presubmission Review 5,000 to 6,000 dwelling units |
| (2005 to 2030) | | |
| <u>Capacity for New Dwelling Units</u> | <u>3,239</u> 9900 | |
| Approximate Number of Acres needed for Housing by 2026 | 906 ² | |
| By 2030 | 1,080 | |

Source: TRPC Population and Employment Forecast ~~2007~~2006, Regional Benchmarks for Thurston County, July 2003.

¹TRPC traditionally updates population and employment forecasts every 3-5 years, and released the most recent small area (city and rural) populations forecasts in July of 2005-October 2007 (these were formally approved in ~~2008~~2006). ~~The latest release was prior to the proposal of the Thurston Highlands master planned community in Yelm, which may include 5,000 to 6,000 new dwelling units. The buildout of this development may exceed the time range of the 2030 forecast. TRPC will continue to monitor residential and commercial development activity and any proposed changes in Thurston County's rural zoning or the size of the Urban Growth Areas, and anticipates updating the small area (city and rural) populations forecasts in 2007.~~

²~~At an average density of 4 units/net developed acre (3 units/acre gross) 906 acres would be needed to accommodate 2,719 housing units (estimated between 2005 and 2026).~~

b. Household Characteristics

The table below shows the types and sizes of households within the City. It is anticipated that the average household size will continue to drop due to lower birth rates, increased longevity of elderly persons, and a trend toward later marriage. It should eventually drop close to the rates for the larger metropolitan area (Olympia, Lacey, and Tumwater). Since more housing is needed in general to support anticipated growth, the amount of actual housing will be even greater, since fewer people will live in each dwelling unit.

c. Special Needs Population

The goal of the community is to provide an opportunity to meet special needs population requirements within the incorporated

growth area. Yelm's principal special needs population is the low income elderly. As the City grows the variety of special needs will increase. It is the policy of the City and Thurston County to provide, in all housing designations, provisions for housing for special populations, including group homes. The City will adopt standards and criteria which assure within the community, facilities which provide access, affordability, and choice, and which promote and protect residential neighborhood needs for quiet enjoyment and safety.

The Housing Authority of Thurston County and other public and private social service groups, serve special needs households. Not surprisingly, the need here also far exceeds the County, State and Federal ability to provide services or assistance.

| Table 4 Households Served and on Waiting List for the Thurston County Housing Authority | | | |
|----------------------------------------------------------------------------------------------------|---------------------|------------------------------------------------------------|---------------------|
| | City of Yelm | % County Households Served And on Wait List in Yelm | County Total |
| 2006 Households Currently Served | 69 | 3.4% | 2,003 |
| 2006 Households on Waiting List | 194 | 5% | 3,820 |

Source: Thurston County Housing Authority

| Table 5 Household Characteristics for Yelm (2000) | | | | |
|--------------------------------------------------------------|-------------|-------|-------------------------|-------|
| | Yelm | | County (Overall) | |
| Total Households | 1,216 | | 81,625 | |
| Family Household | 807 | 66.4% | 54,981 | 67.3% |
| Family Household with Children Under 18 | 505 | 41.5% | 26,896 | 33.0% |
| Female Head of Household | 175 | 14.4% | 8,429 | 10.3% |
| Female Household with Children Under 18 | 130 | 10.7% | 5,712 | 7.0% |
| Single Person Households | 330 | 27.1% | 20,473 | 25.1% |
| Elderly Households (65+) | 363 | 29.8% | 16,546 | 20.3% |
| Average Household Size | 2.67 | | 2.50 | |

Note: Percent of total. Percentages total more than 100% because some households fit in more than one category.

Source: Census 2000.

2. Income and Affordability

a. Introduction

A several-step process was used to determine the availability of affordable housing in this section. First, the household income for Yelm was determined and divided into federally-defined poverty categories. Second, information on households spending more than 30% of their income for housing, using standard census bureau income ranges, was determined for both renters and owners. Finally, the resulting information was converted into the federally-defined poverty categories. This resulted in information on Yelm households that spend more than 30% of their income on housing, in each of the federal poverty categories.

b. Household Income

The household income ranges in dollars for Yelm and unincorporated Thurston County (1999) and the number of households within each range are shown in Table 6 below.

For purposes of this housing element, the federal poverty categories for income are used. These categories vary by community, depending on the median income within the particular community. This often requires converting census data into data that can be used within the federal poverty categories, and may mean the numbers are estimated. For Thurston County, the median income in 1999 was \$46,975. The federal poverty categories and income for Thurston County, in 1999 dollars, are:

Extremely low income households - making less than 30% of county median income (\$0 - \$14,093)

Very low income households - making between 30% and 50% of county median income (\$14,094-\$23,488)

Low income households - making between 51% and 80% of county median income (\$23,489-\$37,580)

Moderate income households - making between 81% and 95% of county median income (\$24,782-\$44,626)

| Income in 1999 | Yelm | | Thurston County | |
|-----------------------------------|---------------|----------------|------------------------|----------------|
| | Number | Percent | Number | Percent |
| Households | 1,206 | 100.0 | 81,666 | 100.0 |
| Less than \$10,000 | 122 | 10.1 | 5,422 | 6.6 |
| \$10,000 - \$14,999 | 100 | 8.3 | 4,251 | 5.2 |
| \$15,000 - \$24,999 | 147 | 12.2 | 9,099 | 11.1 |
| \$25,000 - \$34,999 | 150 | 12.4 | 10,417 | 12.8 |
| \$35,000 - \$49,999 | 253 | 21.0 | 14,501 | 17.8 |
| \$50,000 - \$74,999 | 300 | 24.9 | 19,489 | 23.9 |
| \$75,000 - \$99,999 | 82 | 6.8 | 9,655 | 11.8 |
| \$100,000 - \$149,999 | 40 | 3.3 | 6,430 | 7.9 |
| \$150,000 - \$199,999 | 9 | 0.7 | 1,160 | 1.4 |
| \$200,000 or more | 3 | 0.2 | 1,242 | 1.5 |
| Median Household Income (Dollars) | 39,453 | (X) | 46,975 | (X) |

Source: Census 2000.

c. Housing Affordability

Housing is generally considered to be affordable if the cost does not exceed 30% of family income. Table 7 below shows that for owner-occupied housing in Yelm, 34.0% (196 out of 574) households paid 30% or more of their family income for housing. For owner-occupied housing in Thurston County (overall), (9,801 out of 41,441) of households paid 30% or more. Table 8 shows that for renter-occupied housing, 38% in Yelm pay 30% or more of their family income for housing, and 40% in Thurston County (overall) pay 30% or more.

| Selected Monthly Owner Costs as a Percentage of Household Income in 1999 | Yelm | | Thurston County | |
|-----------------------------------------------------------------------------------------|---------------|----------------|------------------------|----------------|
| | Number | Percent | Number | Percent |
| Less than 15.0 percent | 103 | 17.9 | 12,218 | 29.3 |
| 15.0 to 19.9 percent | 89 | 15.5 | 7,424 | 17.8 |
| 20.0 to 24.9 percent | 82 | 14.3 | 6,873 | 16.5 |
| 25.0 to 29.9 percent | 104 | 18.1 | 5,125 | 12.3 |
| 30.0 to 34.9 percent | 63 | 11.0 | 3,186 | 7.7 |
| 35.0 percent or more | 133 | 23.2 | 6,615 | 15.9 |
| Not computed | -- | -- | 190 | .5 |

Source: Census 2000.

| Gross Rent as a Percentage of Household Income in 1999 | Yelm | | Thurston County | |
|-------------------------------------------------------------------|---------------|----------------|------------------------|----------------|
| | Number | Percent | Number | Percent |
| Less than 15.0 percent | 105 | 21.9 | 4,009 | 14.8 |
| 15.0 to 19.9 percent | 62 | 12.9 | 4,074 | 15.1 |
| 20.0 to 24.9 percent | 71 | 14.8 | 3,999 | 14.8 |
| 25.0 to 29.9 percent | 45 | 9.4 | 2,941 | 10.9 |
| 30.0 to 34.9 percent | 24 | 5.0 | 2,504 | 9.3 |
| 35.0 percent or more | 159 | 33.2 | 8,385 | 31.0 |
| Not computed | 13 | 2.7 | 1,108 | 4.1 |

Source: Census 2000.

Table 9
City of Yelm and Thurston County
Estimate of Affordable Housing Stocks and Households
By Income Category, 2000

| HUD Income Ranges | Number of Dwelling Units Available in Range | | | Number of Households Within Income Range |
|-----------------------|---------------------------------------------|---------------|---------------|------------------------------------------|
| | Rentals | Owner | Total | |
| Yelm | | | | |
| 0-30% of Median | 102 | 40 | 142 | 204 |
| >30 to 50% of Median | 130 | 20 | 150 | 145 |
| >50 to 80% of Median | 220 | 196 | 416 | 217 |
| >80 to 95% of Median | 37 | 146 | 183 | 112 |
| Remainder | 14 | 374 | 388 | 528 |
| Total | 503 | 776 | 1,279 | 1,206 |
| Thurston County Total | | | | |
| 0-30% of Median | 1,777 | 3,004 | 4,781 | 8,901 |
| >30 to 50% of Median | 8,685 | 1,735 | 10,420 | 8,334 |
| >50 to 80% of Median | 13,659 | 6,761 | 20,420 | 14,408 |
| >80 to 95% of Median | 2,049 | 6,847 | 8,896 | 6,898 |
| Remainder | 1,760 | 36,842 | 38,602 | 43,124 |
| Total | 27,930 | 55,189 | 83,119 | 81,665 |

Note: This table is not intended to show a one-to-one relationship between the number of households within an income range and the number of units available within that same income range. In reality, a large number of units in the mid-to-lower ranges are rented or owned by those who are spending less than 30% of their income for these units. These households “buy-down” and effectively lower their housing costs while at the same time reducing the inventory available for those with no other options.

Explanation Rentals: Gross Rent – SF3 H62 Universe: Specified renter-occupied housing units; Rent Asked – SF3 H59 Universe: Specified vacant-for-rent housing units.

Owner: Value for all Owner-Occupied Housing Units SF3 H84 Universe: Owner-Occupied; Housing Units; Price Asked – SF3 H87 Universe: Specified vacant-for-sale-only housing units. Households: Household Income in 1999 – SF3 P52 Universe: Households.

Source: 2000 Census, TRPC

3. Data on Housing

a. Authorized Housing Units

Table 10 below shows the total authorized housing units as of 2000 and estimated for 2005. The data show that single-family homes in Yelm and in the county make up 75% of the housing stock (78% if manufactured homes are included).

Table 10
Total Small Area Dwelling Unit Estimates by Type
Yelm and Yelm UGAs, Thurston County Total 2000 and 2005

| Jurisdiction | | 2000 | | | Preliminary Estimate 2005 | | |
|------------------------------|--------------|---------------|--------------|-------------------|------------------------------|--------------|-------------------|
| | | Single-Family | Multifamily | Manufactured Home | Single-Family | Multifamily | Manufactured Home |
| Yelm | City | 865 | 330 | 130 | 1,160 | 475 | 135 |
| | UGA | 270 | 15 | 140 | 295 | 15 | 150 |
| | Total | 1,140 | 340 | 270 | 1,450 | 485 | 285 |
| Thurston County Total | | 15,930 | 6,160 | 2,080 | 17,770 | 6,890 | 2,200 |

Sources: Thurston Regional Planning Council; Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater, Yelm, and Thurston County building departments; U.S. Bureau of the Census; Washington State Office of Financial Management.

Table 11
City of Yelm and Thurston County
Trends in Housing Costs, Income and Housing Tenure, 1990 to 2000

| | Thurston County | Yelm |
|---------------------------------------------------------------------------|-----------------|---------|
| Selected Owner Occupied Home Values and Renter Occupied Gross Rent | | |
| 1990 Median Value | 79,700 | 56,400 |
| 2000 Median Value | 145,200 | 117,400 |
| Percent Increase | 82% | 108% |
| 1990 Median Gross Rent | 460 | 379 |
| 2000 Median Gross Rent | 655 | 625 |
| Percent Increase | 42% | 65% |
| Income | | |
| Median Household Income in 1989 | 30,976 | 19,053 |
| Median Household income in 1999 | 46,975 | 39,453 |
| Percent Increase | 52% | 107% |
| Tenure | | |
| 1990 Owner Occupied | 40,226 | 277 |
| 1990 Renter Occupied | 21,924 | 190 |
| 1990 Percent Owner Occupied | 65% | 59% |
| 1990 Percent Renter Occupied | 35% | 41% |
| 2000 Owner Occupied | 54,364 | 736 |
| 2000 Renter Occupied | 27,261 | 479 |
| 2000 Percent Owner Occupied | 67% | 61% |
| 2000 Percent Renter Occupied | 33% | 39% |

Sources: 1990 Census and 2000 Census, SF1 and SF3 files.

Note: Housing costs have increased since 1999. Average sales price between March and May 2006 was approximately \$232,000; rents ranged from \$495 to \$1475. Source: Multiple Listing Service.

4. Analysis

Yelm's UGA is expected to grow substantially during the next 20 to 25 years, and household size to continue to decrease.. These two factors point to a continuing demand for affordable housing. Although housing costs are less expensive than in many other Thurston County jurisdictions, average income is also lower. As Table 7 and 8 illustrate, there is an existing need for affordable housing that is expected to increase proportionate to the population. Based on a review of 2000 data, adequate single-family housing is likely to be available. While multi-family units are being constructed, there is likely a need for more multi-family housing that will be occupied by an aging population, by single persons, and by those who marry later in life. The adopted Land Use Plan provides for a variety of additional housing types and multi-family zoned property income is also lower.

| Table 12 | | |
|----------------------------------------------|-----------------------------------------|-------------------------------------------|
| Yelm and County Housing Stock Age | | |
| | Yelm Housing Stock Age Total | County Housing Stock Age Total |
| Built Before 1980 (1980 and older) | 565 | 45,393 |
| 1980 to 2000 (598 of these built since 1990) | 752 | 41,259 |
| Yelm Housing Stock Age by Decade | | |
| Built Before 1939 | 120 | 6,138 |
| 1940 – 1959 | 82 | 8,530 |
| 1960 – 1969 | 54 | 9,356 |
| 1970 – 1979 | 309 | 21,369 |
| 1980 – 1989 | 172 | 17,247 |
| 1990 – March 2000 | 580 | 24,012 |
| Total | 1,317 | 86,652 |

Source: Census 2000.

C. Goals and Policies

Housing Goals and Policies within the UGA

GOAL 1:* Encourage a variety of housing types and densities and a range of affordable housing.

Policy 1-1:* Monitor the need for special needs housing and work toward increasing opportunities for such housing.

Policy 1-2: Review the zoning ordinance to ensure that a range of housing is available throughout the City.

Policy 1-3:* Encourage opportunities for a range of housing costs to enable housing for all segments of the population.

Policy 1-4:* Encourage the provision of adequate affordable building sites through appropriate zoning, infrastructure, and the overall regulatory climate.

Policy 1-5:* Permit a variety of housing types within the residential and mixed use designations to promote the range of alternatives within the community, including but not limited to government assisted housing, housing for low-income families, manufactured housing, multi-family housing, group and foster homes.

GOAL 2: Encourage housing with a pedestrian orientation in order to promote a sense of community and safety.

Policy 2-1: Review the zoning ordinance and development standards to ensure residents can safely walk to points throughout the City.

GOAL 3:* Meet County-wide planning policy requirements to ensure a fair share of affordable housing.

Policy 3-1:* Yelm and Thurston County shall encourage a variety of housing types in the residential designations to assure choice, opportunity, and availability of a fair share of affordable housing throughout the community.

Policy 3-2:* Yelm and Thurston County should participate with other jurisdictions within the County in a regional process to monitor achieving the Fair Share Affordable Housing targets throughout the County.

GOAL 4:* Encourage housing that meets adequate safety standards.

Policy 4-1:* Continue to adopt the most up-to-date and safest building, housing, mechanical and other codes.

Policy 4-2: Require owners of unsafe dwelling units to correct significant problems.

GOAL 5:* Promote energy efficient housing to reduce the overall costs of home ownership.

Policy 5-1:* Support programs that improve existing structures to make them more energy efficient.

Policy 5-2: Periodically review energy efficiency requirements adopted by the City to ensure that they are up-to-date.

Policy 5-3:* Promote residential subdivision designs that maximize solar heating opportunities.

Policy 5-4: Accessory dwelling units should be permitted in all residential zones, within the City, provided that development standards and design criteria are satisfied.

GOAL 6:* Conserve and improve the existing housing stock and neighborhoods.

Policy 6-1:* Support rehabilitation efforts for substandard housing.

Policy 6-2:* Encourage and facilitate economic development as an important element of improving housing conditions by providing economic opportunity.

D.* Future Needs and Alternatives

1. Introduction

This section discusses the number of affordable housing units within each income category that will be needed from one forecast period to the next. These figures are based upon the population forecast approved by the Urban Growth Management Committee of Thurston Regional Planning Council (TRPC) in 1993. Since Yelm is required to plan for the growth anticipated within the UGA, the estimates are for the entire Yelm UGA rather than for the current City limits. The estimates are shown in Table 13 below:

Table 13
Estimated Housing Need for Low and Moderate Income Housing by Income Category
and Forecast Period for Yelm and Yelm UGA
[All figures Subject to Rounding]

| Year | Need ex low | Need very low | Need low | Need moderate | TOTAL |
|-----------|-------------|---------------|----------|---------------|-------|
| 91 – 92 | 22 | 17 | 18 | 6 | 63 |
| 93 – 95 | 18 | 14 | 15 | 5 | 52 |
| 96 – 2000 | 24 | 16 | 17 | 5 | 62 |
| 2001 – 05 | 16 | 12 | 13 | 4 | 45 |
| 2006 – 10 | 19 | 15 | 16 | 5 | 55 |
| 2011 – 15 | 22 | 17 | 17 | 6 | 62 |
| | | | | TOTAL: | 339 |

2. Population Estimates for Yelm and Yelm UGA

These figures are the target population for the "Medium Growth" scenario as agreed to by all jurisdictions within Thurston County in ~~2006~~2007.ⁱ

Initial population (2000): 4,385

Target population (~~2030~~2028): ~~11,480~~22,400

The estimated need projected in 1993 is approximately 12% of the total new housing stock anticipated in the Yelm growth area over the next 25 years. Table 13 above outlines the fair share projections for Yelm and its UGA by income level. The table could be updated if a regional committee replicated the work completed in 1993.

It is important to note, that this information does not mean that people in these income levels are not currently housed. Nor does it mean that this many people in the future will be without housing. It does mean that many are and will be paying far more than 30 percent of their income for housing. This leaves them even less money for transportation, medical care, clothing, insurance, etc. And this further reduces the quality of their lives.

3. Strategies for Housing to Meet Year 2026 and 2030 Need

Provide Infrastructure to Support Housing Needs

The land use plan accommodates a variety of housing types to promote choice and opportunity in housing. In neighborhoods a variety of housing types and densities are encouraged to enable adequate sewer and water facilities at reasonable prices. This is key to accommodating a variety of densities at affordable prices. The City

focus under this plan is to assure that such facilities are planned for and available to meet growth demands which reflect the changing population needs. Housing patterns will be monitored to assure that the City is continuing to meet its required housing needs. Adjustments will be made throughout Yelm and the Yelm UGA during periodic revisions to the Plan where monitoring shows a Sub-Area need for change to assure that required housing needs continue to be met.

Encourage Diversity of Housing Types to Offer Choice and Affordability

Diversity in housing types and location will help to increase housing choices. This will help meet the changing housing requirements associated with a changing population. Households are getting smaller. More people live alone. People are living longer. Some prefer to live in condominiums or townhouses to be free of the maintenance requirements of a detached house.

Provide Housing Choice In Transportation Efficient Areas

Meeting housing needs especially for low income and elderly means expanding housing opportunities near essential services and accessible transportation. This allows households an opportunity to choose to own fewer cars. Studies show that household vehicle costs consume 18 percent of income and are the second largest household expenditure after housing. (Source: Livable Places and Victoria Transportation Policy Institute, 2002.) Low income households in low density suburban areas spend 25 percent of their income on transportation. (Source: Transportation Research Board, 2001.)

Maintain Existing Older Housing Stock

Keeping and maintaining the existing affordable housing (much of which is the existing older housing stock) is generally a more effective strategy than trying to create an equivalent quantity of comparably priced new housing. Community Development Block Grant (CDBG) funds are used to rehabilitate deteriorating housing units in the rural county and south county towns but the need exceeds the available federal funding.

ATTACHMENT 1

The attached Resolution 14034 is proposed to replace the existing – outdated population memo from Chapter I. Introduction, C. Applicability, Exhibit B. Resolution 14034 includes the updated population figures for Thurston County adopted March 3, 2008

RESOLUTION NO. 14034

A RESOLUTION AMENDING THE THURSTON COUNTY COMPREHENSIVE PLAN TO UPDATE THE POPULATION FORECAST, ADD POLICY LANGUAGE RELATING TO THE SIZING OF URBAN GROWTH AREAS (UGAs) TO CHAPTER TWO, LAND USE, AND AMEND MAP M-15, FUTURE LAND USE, REDUCING THE CITY OF TUMWATER'S UGA.

WHEREAS, the Growth Management Act (GMA), Chapter 36.70A RCW, requires counties within its scope to adopt comprehensive plans which are guided by the Act's goals and meet the Act's requirements. Revisions to a comprehensive plan, in order to maintain GMA compliance, are authorized by RCW 36.70A.130; and

WHEREAS, Thurston County has been planning under the authority of the GMA since its adoption on July 1, 1990; and

WHEREAS, the amendments adopted by this Resolution are consistent with the goals and requirements of the GMA; and

WHEREAS, the Western Washington Growth Management Hearings Board's (WWGMHB) July 20, 2005 Final Decision and Order in *1000 Friends of Washington v. Thurston County*, case #05-2-0002, held that several parts of the County's Comprehensive Plan and development regulations were out of compliance with the Growth Management Act (GMA), Chapter 36.70A RCW; and

WHEREAS, the WWGMHB held, in part, that the County's Urban Growth Areas (UGAs) provide an excess of residential land supply over projected demand for such urban lands without explanation in violation of RCW 36.70A.110; and

WHEREAS, the WWGMHB held, in part, that the County failed to establish a variety of rural residential densities in the rural area as required by the GMA; and

WHEREAS, the WWGMHB held, in part, that the County's policies and zoning districts that allowed rural residential development at a density greater than 1 dwelling unit per 5 acres did not comply with the GMA unless they met the criteria for designation as Limited Areas of More Intensive Rural Development (LAMIRDs); and

WHEREAS, the WWGMHB ordered the County to achieve compliance with the GMA pursuant to its decision; and

WHEREAS, Thurston County adopted Ordinance 13886 and Resolution 13885 on August 27, 2007, amending the Thurston County Comprehensive Plan, Official Zoning Map, and development regulations to establish one dwelling unit per 10 acre and one

dwelling unit per 20 acre zoning districts and an innovative technique to protect environmentally sensitive areas; and

WHEREAS, in response to the WWGMHB ruling, Thurston County adopted Resolution No. 13833 and Ordinance No. 13834 on June 18, 2007, amending the Thurston County Comprehensive Plan, Official Zoning Map, and development regulations to designate LAMIRD zoning districts and rezoning 9,063 acres that did not qualify for LAMIRD designation to a rural residential zoning density of one unit per five acres; and

WHEREAS, in response to the WWGMHB ruling, the Thurston Regional Planning Council (TRPC) has provided the County with current 20-year projected growth population allocation, forecast and residential land demand information that has previously been incorporated into County Planning efforts; and

WHEREAS, TRPC completed the "Buildable Lands Report" which analyzed the effects of the rural rezoning and LAMIRD designation changes on density allocations throughout Thurston County; and

WHEREAS, Thurston County has evaluated the size of its UGAs using the aforementioned information from TRPC and information regarding local circumstances provided by the municipalities within the County; and

WHEREAS, the County also identified potential environmentally sensitive areas to be evaluated for removal from the UGAs; and

WHEREAS, the County finds that the 2007 Thurston County Buildable Lands Report prepared by TRPC is the best available information for purposes of analyzing the size of the UGAs located in Thurston County; and

WHEREAS, the County is required to use TRPC's analysis pursuant to the County Wide Planning Policies; and

WHEREAS, the analysis shows that the County's UGAs are sized appropriately to accommodate the 20-year projected population growth including a reasonable land market supply factor as provided under RCW 36.70A.130(3); and

WHEREAS, RCW 36.70A.110(2) allows for a UGA determination to include a reasonable land market supply factor (market factor) and states that "cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth;" and

WHEREAS, the Thurston County UGAs have been in place for over ten years and long range planning and infrastructure decisions have been based upon the UGA boundaries; and

WHEREAS, development has occurred within all areas of the Thurston County UGAs; and

WHEREAS, Thurston County finds that a market factor of 25% or less is reasonable because it is reflective of the anticipated number of land owners that will choose not to put their land on the market during the 20-year planning horizon due to owner preference, investment or speculative holdings, or a declining housing market; and

WHEREAS, the County found from its analysis that, although the size of its UGAs has remained unchanged for the most part, the County's population is steadily increasing and has never decreased; Thurston County is one of the fastest growing counties in the State of Washington due to its unique proximity to several surrounding job markets and Fort Lewis; and

WHEREAS, according to Thurston Regional Planning Council's October 18, 2007 memorandum, analyzing growth trends for Thurston County, the difference in housing prices, combined with an increased willingness to commute long distances for jobs, has led to a shift in where residential growth is locating in the State of Washington. Thurston County's median home price is \$18,000 less than Pierce County and \$173,000 less than King County; and

WHEREAS, Lacey, Olympia, and Tumwater share common borders and function essentially as one urban area with a variety of commercial concentrations. Lacey exports almost 27 percent of its workforce to other counties; Olympia and Tumwater export approximately 17 percent of their workforce to other counties. Yelm, which is located adjacent to Pierce County, exports 35 percent of its workforce to other counties. Yelm is increasingly seen as an affordable community and this is unlikely to change in the 20 year planning horizon; and

WHEREAS, a June 14, 2005 "Urban Land Availability" survey of Snohomish County (a County similarly situated on the I-5 corridor with residents willing to commute to Seattle and population steadily increasing) urban landowners, done by the Gilmore Research Group found that approximately 21 percent of people surveyed were unlikely, or very unlikely to make their land available for development in the next 20 years. This survey indicates that the use of a market factor of 25 percent or less is reasonable considering how fast Thurston County is growing, its proximity to job markets, the difference in housing prices with several neighboring counties and the fact that many landowners will not put their land on the market. Use of a reasonable market factor will prevent the County from artificially constricting the supply of land to the point where rising land costs adversely affect housing affordability. This takes into consideration goals 4 and 5 of the GMA; and

WHEREAS, Thurston County's UGAs, when considered cumulatively, have a market factor of 25%; and

WHEREAS, the County is currently working on several projects that will likely reduce capacity in rural areas. Additionally, the County's innovative techniques for creating a variety of rural densities will reduce capacity in the rural area; and

WHEREAS, Thurston County has also considered its UGAs separately and all but the City of Yelm's UGA have a market factor of 25% or less; and

WHEREAS, the County has determined that a market factor of 35% for the Yelm UGA is reasonable due to its unique local circumstances; and

WHEREAS, the Thurston Regional Planning Council noted as part of their updated population projections in October of 2007 that growth in small, fast growing communities, is volatile in nature and difficult to predict; and

WHEREAS, in small jurisdictions such as Yelm, a small number of dwelling units can have a profound impact on the market factor percentage. The addition of approximately 32 dwelling units per year over the twenty year planning horizon in the Yelm UGA would equate to a market factor of 25%; and

WHEREAS, a recent retail trade study by the City of Yelm concluded that there is presently no market factor for retail growth in the City of Yelm and that additional lands in the UGA will need to be rezoned from residential to commercial zoning to accommodate anticipated commercial growth, removing up to 486 potential dwellings from the residential market factor; and

WHEREAS, the on-going right-of-way acquisition of the SR 510 Yelm Loop by the Washington State Department of Transportation was accounted for in the buildable lands report by the Thurston Regional Planning Council, but the right-of-way required for this new State Route has more than doubled since TRPC completed their work and the State of Washington has removed over 40 residential lots and dwelling units that were counted as 'pipeline' lots in the buildable lands report; and

WHEREAS, Thurston County has removed duplicative information from its Comprehensive Plan in the section pertaining to UGAs titled: "VII. Goals, Objectives, and Policies;" and

WHEREAS, the GMA requires a public participation program to be established for amendments to the County's Official Zoning Map. The County established and followed a public participation program pursuant to Thurston County Code Chapter 2.05 and the GMA to ensure early and continuous public participation throughout the amendment process; and

WHEREAS, in October 2007, the County posted draft amendment staff reports on the Thurston County website for public review; disseminated public hearing notices to the public and appropriate agencies; and published hearing notices to local media, including publication in *The Olympian* and *The Nisqually Valley News*; and

WHEREAS, the Planning Commission's proposed amendments to the Thurston County Comprehensive Plan Chapter two, Land Use and Map M-15, Future Land Use were the subject of a public hearing before the Thurston County Planning Commission on October 17, 2007; and

WHEREAS, the proposed amendments to the Thurston County Comprehensive Plan Chapter two, Land Use and Map M-15, Future Land Use adopted by this Resolution were the subject of a public hearing before the Thurston County Board of Commissioners on November 19, 2007; and finalized on November 27, 2007 at a public post-hearing work session after revisions based on public input received at the public hearing; and

WHEREAS, based on the public comments received prior to and during the November 19, 2007 public hearing, the Board of County Commissioners identified a small area of land currently within the Tumwater UGA for removal due to environmental and split-zoning issues; and

WHEREAS, the Eastern most portion of 93rd Avenue within the Tumwater UGA has high groundwater hazard and flooding issues that make it unsuitable for development at urban densities. Eleven parcels within this area are also split-zoned, with half the parcels zoned at a density of six to nine dwelling units per acre and the other half zoned at a rural density of one dwelling unit per five acres; and

WHEREAS, if the area identified is not removed from the Tumwater UGA, it has the potential to be developed at high densities; This could lead to potential groundwater and flooding issues; and

WHEREAS, the Board of County Commissioners received a letter from the City of Tumwater asking for this Eastern 93rd Avenue area, referred to in the letter as the "93rd Avenue Study Area", to be removed from the Tumwater UGA. The City has stated, as support for their proposal, that eleven of the twenty-eight properties within this area are split by the UGA boundary; and

WHEREAS, the Board received multiple public comment letters, including a petition with 90 signatures, and testimony regarding the 93rd Avenue area from residents during and prior to the November 19, 2007 public hearing on the UGA Sizing Evaluation project. These individuals requested the area be removed from the Tumwater UGA due to previous flooding events, the presence of high groundwater hazard areas, the split-zoning of some of the parcels, and the general environmental sensitivity of the area; and

WHEREAS, removing the 93rd avenue area east of Littlerock Road from the Tumwater UGA will correct an existing split-zoning issue, and protect this environmentally sensitive area from being developed at urban densities. This action is taken to provide for the preservation of the public health, safety, and general welfare of Thurston County residents; and

WHEREAS, the measures adopted by this Resolution comply with the GMA and other governing laws; and

WHEREAS, the amendments adopted by this Resolution were considered in a SEPA Determination of Nonsignificance issues on November 27, 2007.

NOW, THEREFORE, THE BOARD OF COUNTY COMMISSIONERS OF THURSTON COUNTY, STATE OF WASHINGTON, DOES RESOLVE AS FOLLOWS:

Section 1. The Thurston County Comprehensive Plan, Chapter 2, Land Use, is hereby amended as shown in Attachment A to this Resolution.

Section 2. The Thurston County Comprehensive Plan Map 15, Future Land Use, shall be amended as depicted in Attachment B to this Resolution.


Section 3. Severability. If any clause, sentence, paragraph, section or part of this Resolution and the provisions adopted hereunder or the application thereof to any person or circumstances shall be found to be invalid, the court order or judgment shall be confined in its operation to the controversy in which it was rendered and shall not affect or invalidate the remainder of any part thereof to any other person or circumstances.

ADOPTED: March 3, 2008.

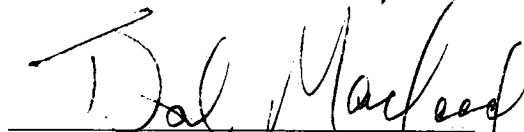
ATTEST:

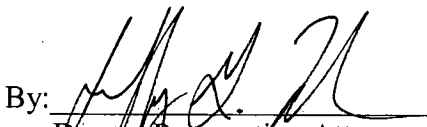
BOARD OF COUNTY COMMISSIONERS
Thurston County, Washington



Clerk of the Board


Commissioner

APPROVED AS TO FORM:
EDWARD G. HOLM
PROSECUTING ATTORNEY


Commissioner

By: 
Deputy Prosecuting Attorney


Commissioner

ATTACHMENT A

CHAPTER TWO--LAND USE

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II. URBAN GROWTH AREAS

A. History and Purpose of Thurston County's Urban Growth Areas:

In 1983, Thurston County, along with the cities of Olympia, Lacey and Tumwater, blazed the trail for growth management in Washington State by signing an inter-local government agreement called the "Urban Growth Management Agreement." That early agreement included an Urban Growth Management Boundary around the three cities to serve as a limit for the cities' expansion for 20 years.

The purposes of the county's original growth areas remain relevant today:

To provide for higher intensity development around the county's incorporated cities and towns and unincorporated community centers in order to concentrate development in areas where minimal impact to the environment, natural resources and rural atmosphere will occur.

To minimize public costs and conserve energy by using services and facilities efficiently through concentration of development and integration of jobs, shopping, services and housing.

To phase urban growth and infill with the provision of urban public services and facilities.

One of the main effects of an urban growth area is to provide a limit for the extension of urban utilities, especially sewer service. To that end, overall residential density in urban growth areas should be high enough to support urban public services and to provide affordable housing choices. There should be a variety of housing types, with most densities ranging from 4 to 16 dwelling units per acre.

Map M-14 identifies the urban growth areas for each city or town in Thurston County. The UGAs must accommodate the urban growth projected over the next 20 years including a reasonable market factor. Policies and actions emphasize the provision of urban land uses and services and include provisions specifically aimed at reducing low density residential sprawl. Joint plans established with each city and town include planning policies for each UGA. Joint plans are contained in separate documents, but are incorporated as part of the Thurston County Comprehensive Plan.

Detailed land use designations for all UGAs around cities and towns are provided in the following joint plans (Map M-14 is keyed to the numbering below):

1. Olympia/Thurston County Joint Plan
2. Lacey/Thurston County Joint Plan
3. Tumwater/Thurston County Joint Plan

4. Yelm/Thurston County Joint Plan
5. Rainier/Thurston County Joint Plan
6. Tenino/Thurston County Joint Plan
7. Bucoda/Thurston County Joint Plan

B. Growth Management Act Requirements for Urban Growth Areas:

The following points summarize the GMA requirements for urban growth areas (36.70A.110 RCW):

For each city or town, the county must designate an urban growth area, within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.

An urban growth area may include territory outside of a city or town only if the territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth.

The urban growth areas in the county must be sufficient to permit the urban growth that is projected to occur in the county over the next 20 years.

Urban growth areas must permit urban densities and include open spaces.

Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional public facilities and services needed.

At least every 10 years, the county must reevaluate Urban Growth Areas and the densities permitted within them.

In addition to these requirements, the GMA required all jurisdictions in the county to jointly develop a set of County-Wide Planning Policies to guide joint planning between the County and cities for urban growth areas. The policies in this chapter are consistent with the County-Wide Planning Policies.

C. Market Factor

Pursuant to RCW 36.7A.110(2), the Growth Management Act allows counties to include a "reasonable land market supply factor" when sizing urban growth areas.

RCW 36.70A.110(2). An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. In determining this market factor, cities and counties may consider local circumstances. Cities and counties have discretion in

their comprehensive plans to make many choices about accommodating growth.

The County will require cities to bring forward evidence to justify that this “market factor” is to account for land that is not likely to be available during the next 20-year period. A “market factor” is not a substitution for population projections, which are addressed separately in Section III.

D. Subarea planning

Subarea planning is used in Thurston County to study and plan for distinct unincorporated communities within the county. Appendix C lists subarea plans that are no longer active. The County maintains active subarea plans for the communities of Rochester, Grand Mound, and Nisqually Valley. These plans are incorporated by reference into the Comprehensive Plan.

The **Grand Mound Subarea Plan** represents a detailed plan for lands within the Grand Mound Urban Growth Area. Like joint plans, the Subarea Plan is consistent with and adopted as a part of this Comprehensive Plan. Together, the Grand Mound Subarea Plan and this Comprehensive Plan constitute the growth management plan for the Grand Mound UGA, in compliance with the GMA and County-Wide Planning Policies. Refer to the Grand Mound Subarea Plan for more information.

The Grand Mound Subarea plan grew out of a study of the Rochester-Grand Mound area, a 9,500 acre area in southwest Thurston County with pockets of moderate density growth. The **Rochester Subarea Plan** was adopted in 1996 to determine land uses, densities and levels of development compatible with the GMA. The Plan does not recommend expansion of the urban growth area boundary beyond that incorporated in the Grand Mound UGA, but calls for consideration of a Future Urban Service Area (FUSA) overlay district for portions of the subarea. The FUSA designation indicates areas that should require additional analysis regarding the eventual delivery of public sewer and/or water systems as population growth and groundwater aquifer conditions may dictate in the future.

The **Nisqually Subarea Plan**, together with this Comprehensive Plan and associated development regulations, governs the land use in the Nisqually Valley.

III. POPULATION ALLOCATION AND FORECAST

As mentioned above, the GMA requires the County to plan to accommodate the population projected by Washington State Office of Financial Management (OFM). The County-Wide Planning Policies direct the Thurston Regional Planning Council (TRPC)¹ to develop small-area population projections based on the framework of the countywide population projection provided by OFM. These small-area projections are often referred to as "population distributions" because they split up the projected population growth, distributing it among the

¹ The Thurston Regional Planning Council is a 2015-member intergovernmental board made up of local government jurisdictions within Thurston County, plus the Confederated Tribes of the Chehalis Reservation and the Nisqually Indian Tribe, as well as the Washington State Capitol Committee and Intercity Transit.

county's cities, towns, and rural areas. The Thurston Regional Planning Council derives its own countywide population projections using a computer model that includes analysis of employment trends and more up-to-date assumptions population changes than what OFM uses.

The population distributions are intended to ensure that each city and town's Comprehensive Plan and any applicable Joint Plan accommodates the projected population growth. These population distributions are individually discussed in each of the Joint Plans adopted by the county. TRPC updates its population and land supply forecasting data under the GMA-required Buildable Lands Program. Therefore, numbers reflected in this plan should be treated as a point-in-time accounting of population distribution, and more current information may be obtained from TRPC.

RCW 36.70A.215 establishes a "Buildable Lands Program" requiring jurisdictions to track their ability to accommodate population growth. Thurston Regional Planning Council is the lead agency in Thurston County for the Buildable Lands Program, and provides data to the County for comprehensive and joint plan amendments required by RCW 36.70A.130 (1) and RCW 36.70A.130(3). **The 20037 Buildable Lands Report by TRPC found that a sufficient residential land supply exists to accommodate 250 years of projected population growth in all jurisdictions within Thurston County.**

**Table 2-1
Population Allocation, Forecast, and Residential Land Demand Data²**

| <u>City/Town and UGA Jurisdiction</u> | <u>Population (April 1, 20036)</u> | <u>Residential-Land Supply (acres)³ (Capacity for New Dwelling Units)</u> | <u>20258 Population Forecast^{4,3}</u> | <u>20258 Residential-Land Demand^{6,4} (New Dwelling Units – Not Including Market Factor)</u> | <u>Excess Capacity⁵</u> |
|--------------------------------------------|------------------------------------|--------------------------------------------------------------------------------------|------------------------------------------------|-------------------------------------------------------------------------------------------------------|--------------------------------------------------------------|
| Bucoda⁶ | 645 650 | 84 240 | 687 990 | 30 140 | 67% (Bucoda does not have a UGA outside of its city limits.) |
| Grand Mound UGA | 824 840 | 158 860 | 2,064 2,550 | 87 740 | 16% |
| Lacey & UGA | 61,892 66,900 | 5,697 20,600 | 94,697 104,000 | 4,106 16,600 | 24% |
| Olympia & UGA | 52,719 55,200 | 4,192 15,800 | 79,025 80,400 | 2,713 13,000 | 22% |
| Rainier & UGA | 1,684 1,790 | 554 590 | 2,314 2,810 | 369 500 | 19% |
| Tenino & UGA | 1,610 1,540 | 505 860 | 1,967 3,480 | 353 760 | 13% |
| Tumwater & UGA | 20,282 21,700 | 4,459 10,100 | 38,165 40,100 | 2,340 8,200 | 24% |
| Yelm & UGA | 4,953 5,900 | 3,144 9,900 | 11,389 22,400 | 1,594 7,300 | 35% |
| Chehalis Reservation | 40 | N/A | 160 | N/A | N/A |
| Nisqually Reservation | 630 | N/A | 910 | N/A | N/A |
| RURAL AREA | 70,151 76,000 | 145,553 25,000 ⁷ | 104,035 105,100 | 67,733 14,400 | = |
| Thurston County Total^{8,9} | 214,800 231,000 | 164,343 84,300 | 334,261 363,000 | 79,316 61,700 | 25% ⁸ |

² Provided by the 20037 Benchmarks Buildable Lands Report, Thurston Regional Planning Council (TRPC). Numbers may be updated more frequently than the Comprehensive Plan. For current information, visit www.trpc.org.

³ Based on 2000 data. Tenino and Bucoda's data changed in 2004, but new land supply and demand numbers could not be generated in time for this update. See the Tenino and Bucoda Joint Plans and the most recent buildable lands report by TRPC for current information.

³ Population forecast, 2007 Update, TRPC

⁴ Population forecast modeling by TRPC using a computer model (EMPFOR), except Bucoda, which provided its own estimate.

⁴ Estimates the number of new dwellings necessary to accommodate forecast population for the first quarter of 2028. There is an average 3 month lag time between construction and occupancy.

⁵ Estimates that the amount of land consumed by the forecast population by 2025, assuming the county experiences growth consistent with state and regional forecasts, and zoning remains consistent. Source: 2003 Benchmarks Report.

⁵ Excess capacity of up to 25% can be justified as a "market factor", which pursuant to RCW 36.70.110(2), accounts for the portion of the net land supply that is withheld from development or redevelopment during the forecasted 20-year period.

⁶ All of Bucoda's UGA is currently within City limits – therefore no adjustment to the unincorporated UGA is possible.

⁷ Theoretical capacity assuming water rights, public infrastructure and facilities are available to support rural development.

⁸ Numbers may not add due to rounding.

⁹ The excess capacity total is only for the cities and UGAs within Thurston County and does not include the rural area.

A. Growth Trends and Density

The most densely built areas of the County are, by design, the urban growth areas and cities. In new subdivisions the cities achieved an average net residential density of over 7.6 dwelling units per acre, where the unincorporated urban growth areas achieved 6.0 dwelling units per acre (between the years 2000 and 2004). This was a substantial increase over the previous five years (1995-1999), where net residential density was 6.2 units per acre in the cities, and 3.6 units per acre in the unincorporated growth areas. This was an increase of 24% in the cities, and 65% in the unincorporated growth areas. The cities achieved an average net residential density of over 6 dwelling units per acre, where the urban growth areas achieved 4.73 dwelling units per acre (between the years 1996 and 2000). Much of the urban growth area development during this time period was on existing, older lots with larger lot sizes, and in areas where lack of sewer prevented more dense development. However, development regulations provide for additional density to be added to these areas when sewer becomes available, so densities are expected to increase over time. New residential development tends to be clustered around the medium density (3-8 du/acre) zoning density range in the urban area. This category also has the greatest number of both buildable acres and acres zoned for residential use.

~~The average achieved net residential density in rural Thurston County for that same time period was .32 dwelling units/acre.¹⁰ The rural portion of the county contains areas designated as limited areas of more intensive rural development (LAMIRDS). The LAMIRDS accommodate small lot development and subdivisions that occurred prior to the adoption of the Growth Management Act in 1990 (e.g., around lakes, along some marine shorelines, or at crossroads), as well as cluster-type developments. The goals and policies in this plan seek to maintain rural character and resource uses, as well as minimize and contain existing areas or uses of more intensive rural development in the rural area while directing urban growth to appropriate areas.~~

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VII. GOALS, OBJECTIVES AND POLICIES¹¹⁴⁴

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Goal 2: TO DESIGNATE URBAN GROWTH AREAS THAT CUMULATIVELY PROVIDE THE AREA AND DENSITIES SUFFICIENT TO PERMIT THE URBAN GROWTH THAT IS PROJECTED TO OCCUR IN THE COUNTY OVER THE SUCCEEDING 20 YEARS.

¹⁰ Estimated by TRPC in the 2003 Benchmarks Report (buildable lands data). Net Density includes all lots developed for residential uses. It excludes nondevelopable lands such as critical areas, open space, and rights of way, as well as vacant lands and those lands developed for commercial, industrial, or mixed-use purposes.

¹¹ Additional Goals, Objectives, and Policies throughout this Plan further elaborate on rural land use issues. For example, resource protection is discussed in Chapters 3 and 9, utilities and public services are discussed in Chapters 5, 6, and 7, and economic development in the rural area is discussed in Chapter 8. All the policies within this Plan are internally consistent. Draft Comprehensive Plan Amendments – BoCC Public Hearing – November 2007

OBJECTIVE A: Designating Urban Growth Areas – Include in urban growth areas territory that is located outside of a city or town only if such territory is already characterized by urban growth or is adjacent to territory already characterized by urban growth.

POLICIES:

1. Urban growth areas should contain areas characterized by urban growth.
2. Urban growth areas should be served or planned to be served by municipal utilities.
3. Urban growth areas should contain vacant land near existing urban areas that is capable of supporting urban development.
4. Urban growth areas should be designated so as to be compatible with the use of designated natural resource lands and critical areas.
5. Urban growth areas should follow logical boundaries and consider citizen preferences.
6. The county should attempt to reach agreement with each city and town on the location of an urban growth area within which the city or town is located.
7. Expansion of an urban growth boundary should ensure provision of transportation, municipal water and an adequate water supply for the succeeding 20 years in a manner that does not degrade the Puget Sound or water flowing into it. North County jurisdictions (Lacey, Olympia and Tumwater) must ensure that the area can be served by municipal sewer, and South County jurisdictions (Yelm, Rainier, Tenino, Bucoda and Grand Mound UGA) must demonstrate that the expansion area can be served by sewage disposal methods that provide for the effective treatment of waste water in a manner that does not degrade water flowing into the Puget Sound in the succeeding 20 years.
8. Expansion of an urban growth area boundary should meet one of the following two criteria:
 - a. there is insufficient land within the existing urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years; or
 - b. There can be shown an overriding public benefit to public health, safety and welfare by moving the urban growth boundary.
9. The area that is designated for the expansion of any urban growth area should be contiguous to an existing urban growth boundary.
10. Reductions in any urban growth boundary should ensure that sufficient land will remain within the reduced urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years including a reasonable market factor.
11. A variety of densities and housing types should be provided in urban growth areas, with planned densities of four units per acre or higher, except where limited by physical

constraints. The exact locations of housing densities are to be determined by joint plans or subarea plans.

~~12. Reductions in any urban growth area should be compatible with the use of designated natural resource lands and with critical areas.~~

13.12. Expansion or reduction of any urban growth area should be compatible with the use of designated natural resource lands, designated archaeological and historic resources, and with critical areas.

14.13 The designation of or change to urban growth areas should be consistent with the Thurston County County-Wide Planning Policies.

15.14 In order to protect the supply of adequate water to rural area residents and natural resources industries, the County should consider mitigation methods for rural area water supplies that are purchased or transferred from the rural area for use in a city or urban growth area.

...

OBJECTIVE C: Accommodating Projected Growth - Concentrate medium and higher-intensity residential, commercial and industrial development in urban growth areas in a way that ensures livability and preservation of environmental quality, open space retention, varied and affordable housing, and high quality urban services at the least cost.

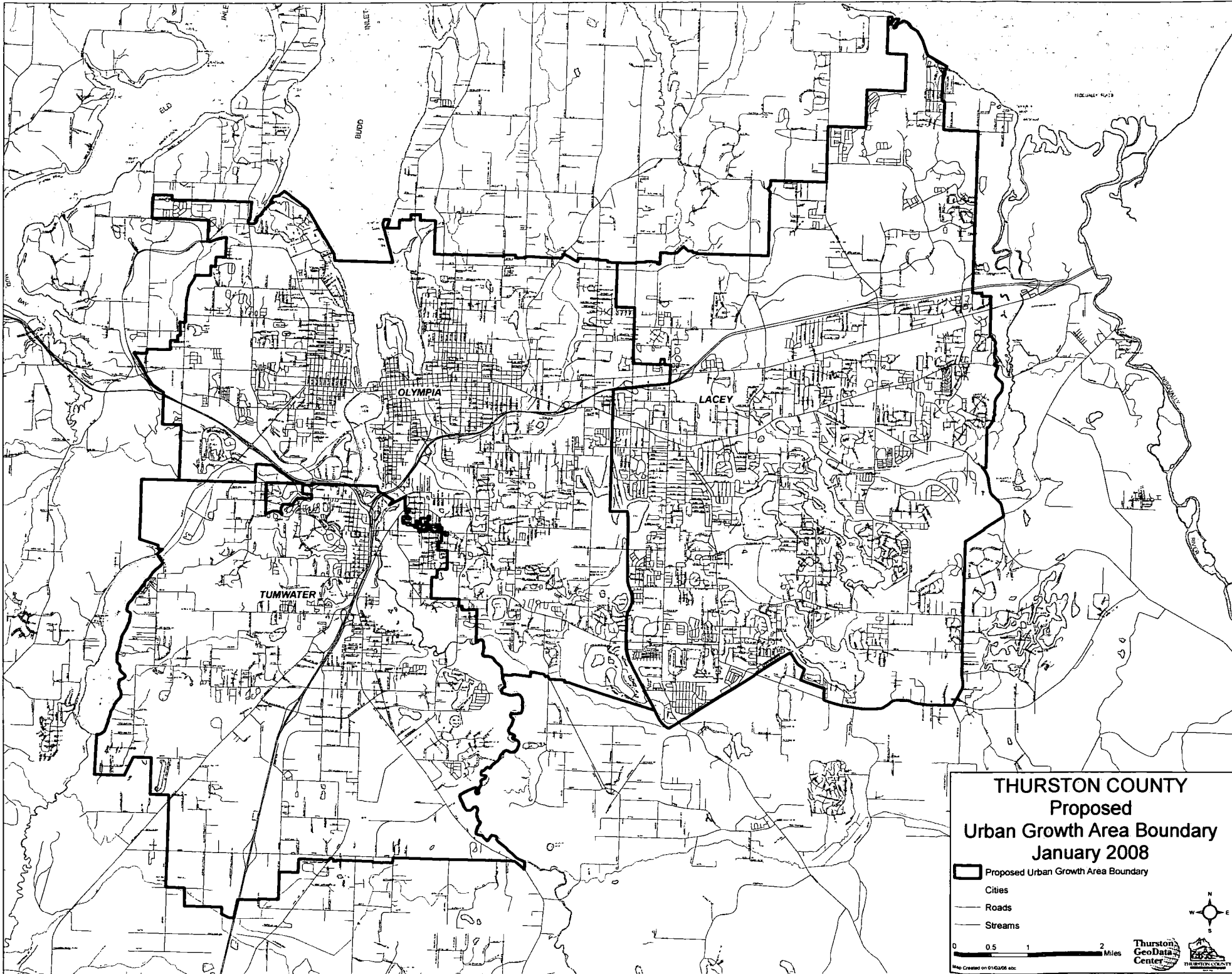
POLICIES:

1. Encourage infilling in areas already characterized by urban growth that have the capacity and provide public services and facilities to serve urban development.
2. Through the Buildable Lands Program, the County should ensure that average residential densities in urban growth areas are sufficient to enable the county as a whole to accommodate its 20-year population projection including a reasonable market factor.
3. Where urban services and utilities are not yet available, require development to be configured so urban development may eventually infill and become urban.
4. Consider the use of innovative development techniques within urban growth areas, such as cluster housing and the transfer of development rights.
5. Land use plans within urban growth areas should balance change with recognition of the distinct identities of neighborhoods and support variety and choice in living and working environments.
6. Residential development in urban growth areas should include a variety of housing types. Overall densities should be high enough to support efficient public services and provide affordable housing choices, but there should be a variety of densities based on land capability, environmental sensitivity, and constraints in providing services. In areas where urban growth and sewer extensions are scheduled to take place later, residential development should be kept at very low densities for the short-term or developed in a

manner that will not preclude later infilling at higher densities.

7. Mining, forestry, farming, and related natural resource industries may occur in urban growth areas, but in the long-term can expect to be replaced by more intensive urban land uses and activities.
8. Industrial and commercial development of all types may occur in urban growth areas, particularly the larger and more intensive types of development which require higher levels of public services and facilities. Within the urban growth areas around the incorporated towns, the industrial and larger commercial development should take place inside the towns themselves in order to support their roles as the economic centers of their areas.
9. The highest levels of public services and facilities should be provided in urban growth areas, but may be provided at lesser levels in the smaller towns' urban growth areas. Some services and facilities may only be provided after areas incorporate or are annexed to adjacent cities or towns. These urban services and facilities may include water supply; sanitary and storm sewers; police and fire protection; paved streets with curbs, sidewalks and street lights; and public transit and bicycle paths. Other services may include community and neighborhood parks, government offices, libraries, medical facilities, manned fire stations, and animal control.
10. Open space lands contributing to the livability of urban growth areas should be preserved, including those providing scenic amenity, community identity and buffers within and between urban and rural areas.
11. Reductions in any urban growth boundary should ensure that the reduced urban growth area will include effective sewer and water and transportation service areas, and will retain the ability to accommodate projected population growth for a 20-year period including a reasonable market factor.
12. The County should continue to evaluate the Rochester Subarea's future urban service area and consider designation of some or all of the area as a LAMIRD.
13. Significant archeological and historic resources contributing to the sense of place, providing links to our past, and enhancing quality of life should be protected and preserved.
14. The County should weigh the need to accommodate projected growth in a particular area against the potential impacts of that growth on critical areas. Some areas of the County are not appropriate for urban growth due to the occurrence and/or sensitivity of critical areas or the possibility of creating a public safety hazard.

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THURSTON COUNTY
Proposed
Urban Growth Area Boundary
January 2008

— Proposed Urban Growth Area Boundary
— Cities
— Roads
- - - Streams

0 0.5 1 2 Miles

Thurston
GeoData
Center

THURSTON COUNTY

Map Created on 01/03/08 etc.