



TO: Planning and Community Development Committee

FROM: Nora Gierloff, AICP, DCD Director

BY: Nancy Eklund, AICP

CC: Mayor Ekberg

DATE: May 31, 2022

SUBJECT: Tukwila 2024-2044 Comprehensive Plan Update Process - Briefing

ISSUE

This agenda item is to brief the City Council on the required Periodic Update of the City's Comprehensive Plan, to be completed by the end of 2024.

Staff is requesting Council direction to begin work on the Tukwila Comprehensive Plan Periodic Update.

BACKGROUND

The Washington State Growth Management Act (GMA) requires certain cities, towns, and counties to develop comprehensive plans that plan for anticipated population growth in a coordinated and intentional way, creating both regional and statewide alignment. Comprehensive Planning provides cities with the opportunity to consider how and where they want to distribute growth, accommodate new trends, and coordinate municipal and community efforts to adapt to change over time.

The GMA requires that each jurisdiction, as part of an eight-year periodic review cycle (RCW 36.70A.130)¹, take legislative action to review and, if needed, revise their comprehensive plan and associated development regulations to ensure that they comply with the GMA. At a minimum, the review must include consideration of critical area ordinances and provide an analysis of how the City will plan for population growth expected over the next 20 years.

The review of the comprehensive plan and development regulations is required to include a public participation program, and needs to address state laws identified through Washington Department of Commerce GMA Periodic Review Checklist; align with the Puget Sound Regional Council's Vision 2050 and Regional Growth Strategy; respond to the King County Countywide Planning Policies (CPPs); and address any

¹ This interval was amended to require plan updating every 10 years by the 2022 legislature.

planning issues identified as locally important. The City of Tukwila’s periodic review and necessary updates must be adopted by December 31, 2024.

Tukwila’s Comprehensive Plan

A comprehensive plan is a broad statement of community goals and policies that direct the orderly and coordinated physical development of a jurisdiction into the future. It reflects the results of public involvement, technical analysis, and the judgment of decision makers. The goals, policies, and maps of this Comprehensive Plan provide the guide for designating the use of land, implementing regulations, investing in infrastructure, and developing programs and services.

The City’s first Comprehensive Plan under GMA was adopted in 1995. The Plan has been kept current with specific annual updates, as well as through a more comprehensive review in 2004 and in a phased review from 2011 through 2015. During each update, the City reached out to City residents, employees, and property owners to encourage them to participate in shaping the priorities that would be identified in the Plan. A plan for how that outreach will occur for this coming update is being developed.

The City’s current Comprehensive Plan includes the following elements (i.e., chapters):

Required Elements	Optional Elements
Land Use*	Natural Environment
Housing	Shoreline
Capital Facilities	Residential Neighborhoods
Utilities	Subarea plans
Transportation	Tukwila International Boulevard District
Economic Development	Tukwila South
Parks, Recreation and Open Space	Southcenter – Tukwila’s Urban Center
	Manufacturing / Industrial Center
	Community Image and Identity
	Roles and Responsibilities
*The City does not have a single Land Use element but has individual elements for the major areas of the City.	

Each element provides goals and policies, which are realized through the implementation of the City’s associated development regulations. At the time of the adoption of the Comprehensive Plan, all implementing regulations must also be adopted.

2024 Tukwila Comprehensive Plan Update

The 2024 update will integrate state, regional, and county requirements with community feedback, the City Council’s vision for the City, and guidance from City studies and plans. The scope of the update includes:

1. Confirming and updating the vision for growth and development in the City, including expanding housing and employment capacity within the City, its identified Regional Growth Centers, and targeted local centers, to be consistent with the growth targets identified in the Countywide Planning Policies (CPPs);
2. Amending the Housing element section to be consistent with the revised Housing section of the CPPs and addressing the need for more housing types and affordable options for all;
3. Including policies that address and aim to correct the legacy of discrimination;
4. Employing consistent, equitable outreach and engagement with the full diversity of the City's communities;
5. Including policies that address the causes and impacts of climate change and enhance the resiliency of the built and natural environments;
6. Making policy changes in all the elements that reflect the City's priorities for the next 20 years;
7. Updating the Plan's implementation strategies to ensure local accountability for implementing the plan, and enabling the City to comply with new requirements that an implementation monitoring report be submitted within 5 years of the Plan Update's adoption; and
8. Exploring opportunities to modify the format and presentation of the Plan and its goals and policies to enhance the document's accessibility and utility to the City Council, City departments and staff, and residential, commercial, and business communities. This could mean reviewing existing policies to identify opportunities for consolidating policy intent to help streamline the City's policy direction.

The update will include changes to numerous elements of the plan and, possibly, the future land use map. Updates to the vision and policy direction of the plan may be required as public outreach either confirms or revises the community vision. The level of environmental review that will be needed for this update (per the State Environmental Policy Act) will likely be an addendum to the existing environmental documents, depending on the degree of "course correction" expressed during the public outreach.

DISCUSSION

The horizon year for the upcoming comprehensive plan update is 2044. To plan for 2044, the comprehensive plan will need edits to many sections. As guided by policy direction from Vision 2050 and the CPPs, one significant focus of the update will be to

evaluate and enhance the jobs and housing balance within the City. This balance is key to supporting regional mobility, access to living-wage jobs, and affordable housing.

Housing and Jobs Targets

Housing and jobs targets are based on population forecasts done by the Washington Office of Financial Management (OFM). Population is then allocated to counties by the PSRC, and then to the regional geographies and individual cities by the County. In King County, the Urban Growth Capacity Analysis (Buildable Lands) evaluates housing unit and employment capacity in each city based on existing development, zoning, and development projects in the pipeline. The capacity analysis informs the assignment of housing and employment targets for each City, which are then adopted as part of the King County Countywide Planning Policies (CPPs).

The CPPs define the growth targets for housing and jobs for each city within King County. Based on forecasts, the population growth for the Puget Sound region for 2019-2044 period is anticipated to be approximately 1.3 million and job growth projection is 884,450 jobs. King County is expected to take approximately 50 percent of this growth. Tukwila is one of the 10 Core cities in King County, and collectively these Core cities are expected to plan for 112,850 new housing units and 222,800 new jobs. Tukwila’s 2044 growth targets (in the blue column below) are as follows:

King County Growth Targets for the City of Tukwila			
Housing	2021 Housing Units ¹ (Estimated)	Existing Target ² (2015-2035 planning period)	New Target³ (2019-2044 planning period) ⁴
	8,839	5,626 new units	6500 new units
Jobs	2020 Employment ⁴ (Covered)	Existing Target ² (2015-2035 planning period)	New Target³ (2019-2044 planning period)
	45,180	20,358 new jobs	15,890 new jobs
<p>¹ Washington State Office of Financial Management, Forecasting and Research Division, Postcensal Estimates of Housing Units, April 1, 2020 to April 1, 2021 (Revised)</p> <p>² King County, 2021 King County Urban Growth Capacity Report, June 2021, pages 32 and 42.</p> <p>³ King County, 2021 King County Countywide Planning Policies, p. 23.</p> <p>⁴ PSRC, 2020 Covered Employment Estimates by Jurisdiction, (based on the Washington State Employment Security Department’s (ESD) Quarterly Census of Employment and Wages (QCEW) series) (Covered employment refers to a specific category of work that is protected by the United States labor laws. These laws prohibit employers from discriminating against employees or applicants based on certain characteristics, such as race, sex, or age. Covered employment also includes workers who are eligible for overtime pay and other benefits.)</p>			

The Buildable Lands process indicated that Tukwila has both sufficient housing and job capacity to absorb the targets for housing units and jobs for the 2044 horizon. Although the City has capacity for this growth, the City’s overall rate of growth has been well

below that needed to achieve the targets. Between 2018 and 2020, a total of 846 housing units were constructed in Tukwila, a sharp rise from the 2006-2018 period when a total of 130 new units were added. This reflects new multifamily developments in the Tukwila Urban Center and the Tukwila International Blvd. corridor.

Affordable Housing

In addition, the 2021 Washington Legislature instructed local governments to “plan for and accommodate” housing affordable to *all income levels*. These requirements include an inventory and analysis of existing and projected housing needs for all economic segments, as well as the need for permanent supportive housing, emergency housing, and emergency shelters.

The requirements mandate that jurisdictions link their goals with overall County goals to ensure that the comprehensive plan housing element goals are met. Commerce will be providing these projections of affordable housing need to King County, and then the County will work with its cities to project their individual housing need, broken out by income levels (moderate, low, very low and extremely low income), as well as special housing needs (emergency housing, emergency shelters and permanent supportive housing). The County’s [Affordable Housing Committee](#) of the Growth Management Planning Council (GMPC) will identify the affordable housing need allocations by November 2022, and will provide a recommendation to the GMPC for their action in early 2023.

One of the largest challenges that Washington communities are facing is how to provide “missing middle” housing. Missing Middle Housing is defined as a range of modestly sized buildings with multiple units – compatible in scale and form with detached single family homes – that are located within walkable neighborhoods. This housing can include duplexes, triplexes, fourplexes, cottage courts, multiplexes, and other small-footprint homes, and is typically two to three stories in height. Because of the diversity in unit footprint, this type of housing also provides a wider range of housing costs. Tukwila has also prioritized greater housing development and options in the City’s Urban Center and those areas adjacent to the transit hubs.

Additional Focus Areas of the Update (based on direction CPPs and Vision 2050)

In addition to addressing the strategy for achieving the City’s housing and job targets, the Comprehensive Plan’s update will also need to:

- embed race and social equity into the planning process and plan content;
- address the potential for displacement of residents and jobs;
- strengthen and preserve a strong sense of community in the face of environmental and social changes;
- improve the quality of life for Tukwila residents; and
- consider how to support community resilience in response to disruptive environmental, economic, and social events.

The updated comprehensive plan will address these values and issues in a cohesive, accessible document that expresses continuity in community vision, goals, policies, strategies, and implementation actions.

Several ongoing parallel efforts may continue to shift the direction of Plan update work over the next couple years. Ongoing legislative actions, particularly regarding potential requirements for a new Climate and Resiliency Element, and additional provisions for “missing middle” housing may continue to impact the baseline state requirements. Rulemaking for the 2022 legislation will also guide the update. Staff will provide additional detail at subsequent study sessions highlighting the schedule and potential impacts for this ongoing work. A high-level draft schedule is included as an attachment to this memo (Attachment A).

Community Engagement Strategy: Throughout the development of the plan, staff will periodically check in with the Council regarding the plan’s progress. The Tukwila Planning Commission is tasked with reviewing proposed amendments, and conducting public outreach and ultimately a public hearing, after which the plan is forwarded to the Council (TMC 18.80). The Council will then review the recommendation, hold another public hearing, and issue a decision. DCD staff will develop a public engagement plan for the process that will be shared with the Council at a future meeting.

DCD is coordinating with other City departments to combine engagement efforts as they work on related projects such as Public Works’ Transportation Master Plan and the Economic Development Plan. The intent of this coordination is to increase efficiency and reduce outreach fatigue. We are also drawing on information from other efforts such as Health Point’s community engagement report.

Public engagement will be conducted through surveys, outreach to identified community groups deemed relevant for revising each element, and through limited meetings with the public. While a robust outreach is desirable, the staff will work within its available resources, unless the Council wishes to have more public engagement than can be reasonably conducted in-house. Staff will evaluate options and make a request of council if appropriate. Phases of the public engagement plan are as follows:

- **Phase 1: Vision Engagement** – Prepares residents to participate by building awareness of the Comprehensive Plan, gathering feedback on livability-related issues, and building relationships with diverse community groups through conversations about key data and trends.
- **Phase 2: Policy Engagement** – Engages public in discussions about policy direction and growth strategy.

- **Phase 3: Revise and Refinement** – Residents will be invited to respond to the draft and contribute to refining policy changes. The timeline is integrated with the overall timeline.

FINANCIAL IMPACT

The process of reviewing, analyzing, and updating the City’s Comprehensive Plan in order to align with the new policy direction and other state and regional mandates will require significant staff time and possible consultant assistance. Limited funding from the Washington Department of Commerce has been made available for periodic update work; “missing middle” housing planning as well as racial equity analysis and development of anti-displacement policies; and development of an optional climate action element. Staff are currently developing grant applications for some of that funding. The department may provide a request for additional City funds to support the effort as a part of the City’s annual budget process.

RECOMMENDATION

Staff recommends that this item be forwarded to the City Council Committee of the Whole on June 27th, 2022.

ATTACHMENTS

A. Project Schedule

DRAFT

Attachment A

SCHEDULE

Updating the Comprehensive Plan will be a two-year process to adequately address the full scope of work.

The following phases will be informed by the input received from the City's elected and appointed officials, staff, and various stakeholders, and the public.

- Phase 1: Project Kick-off and Vision Statement Update. The goals of this phase are to refine and update the Vision in the Comprehensive Plan to align with the community's and the Council's vision for the City. During this phase, we will initiate the community engagement plan.
- Phase 2a: Analyze and Lay the Foundation. This is a technical exercise ensuring that language and policies are consistent with the City Council direction and priorities across elements. This effort will also provide data to the community about the City's current environment and will seek feedback and input on local priorities in order to build the foundation of understanding needed to develop a Plan for the City's future.
- Phase 2b: Audit and Evaluate Plan Goals and Policy Foundation. Relative to required Plan modifications necessary due to state, regional, and county policy guidance, and City Council direction and priorities, and community input, assess the degree of modification needed to comply with update requirements. The Washington Department of Commerce checklist (expected to be released in Summer 2022) will be used, along with the Puget Sound Regional Council Certification Checklist.
- Phase 3: With an understanding of the breadth of regulatory requirements, and community guidance, the city will develop any land use alternatives necessary, which may require substantive environmental review. At this time, the City is intending to use the ability to update the environmental review of the Plan with an addendum. This phase will define whether greater environmental review (i.e., an environmental impact statement) of alternatives is warranted, in which case, additional city funding will be necessary.
- Phase 4: Revise and Refine. This phase includes the revision of the draft update based on feedback from the Council, boards, and commissions (including Planning Commission), and community.

The state requires the Plan be adopted no later than December 2024. Staff's timeline plans on discussing plan updates with the Planning Commission starting in Summer 2022 and conducting public hearings on the various elements between 2023 and 2024, with the Planning Commission holding final public hearings on the full document in early 2024 and Council adopting the Plan in Summer or fall 2024.

A high-level scope of work and schedule follows:

COMPREHENSIVE PLAN UPDATE PROGRAM	2022	2023	2024	Tasks
Initial Approach and Discussion				<ul style="list-style-type: none"> • Review existing comp plan, subarea plan(s) and development regulations • Review requirements in WA Dept of Commerce and PSRC Checklists, and King County Countywide Planning Policies, and recent legislation • Apply for grant funding • Determine approach and extent of update, work program, and schedule
Data Collection and Mapping				<ul style="list-style-type: none"> • Update relevant inventories, demographics, and population projections • Housing Needs Assessment • Capacity analysis • GIS mapping • Contract with consultant/s
Foundational Work and Element Review				<ul style="list-style-type: none"> • Allocate King County Countywide Planning Policy requirements to Plan elements • Allocate PSRC Vision 2050 Multicounty Planning Policy requirements to Plan elements • Address & Complete PSRC Checklist analysis • Coordinate with other departments on Transportation, Utilities (Sewer Water Plan, Stormwater Plan), Economic Development, and Parks Plans/Element revisions, and other City departments (Finance, TIS, Police, Fire)

COMPREHENSIVE PLAN UPDATE PROGRAM	2022	2023	2024	Tasks
				<ul style="list-style-type: none"> • Review all elements; identify/complete potential plan amendments and policy language • Address specific area plans (SRO Subarea?) • Identify potential zoning amendments
Prepare Draft Comprehensive Plan Amendments				<ul style="list-style-type: none"> • Draft goals, policies, maps, etc. • Draft code and map changes • City Council review of draft elements at committee level.
SEPA Compliance and Notice				<ul style="list-style-type: none"> • Informal Scoping - Determine if plan update warrants SEPA EIS, or if 1995 and subsequent analysis mitigates impacts • Complete environmental checklist • Publish notice of SEPA decision and public hearing • Provide information and notice to interested parties
Draft and Final Plan Review				<ul style="list-style-type: none"> * Planning Commission Review * Planning Commission Public Hearing and recommendation * City Council preliminary review of elements * City Council review, revision, and adoption * Provide 60-day notice to Department of Commerce
Public Outreach				<ul style="list-style-type: none"> * Develop/implement public outreach program * Develop informational materials * Continuous public involvement events