



CITY OF TUKWILA PLANNING COMMISSION (PC) AGENDA SEPTEMBER 28, 2023 - 6:30 PM

To Participate in the Virtual Meeting at 6:30 pm:

By Phone: Dial [+1 253-292-9750](tel:+12532929750), Access **779 253 241#**

Online: To join this meeting virtually please click on Planning Commission on the 9/28/23 calendar date on the events page located at <https://www.tukwilawa.gov/events/>

For Technical Support during the meeting, you may call 1-206-433-7155

Join in-person at: 6200 Southcenter Blvd, Council Chambers, Tukwila, WA. 98188

	<u>Start time</u>
I. Call to Order	6:30
II. Roll Call	6:32
III. Amendment of the Agenda (if necessary)	6:34
IV. Adoption of Minutes (to be reviewed at next meeting)	--
V. General Public Comments (acknowledge whether written comments were received)	6:36
VI. Old Business (none)	--
VII. New Business	
1. Economic Development Element – full draft	6:40
2. Utilities Element – full draft	7:15
3. Capital Facilities Element – full draft	8:00
VIII. Director’s Report	8:45
IX. Adjournment	8:55

Reminder: Staff is available to address Planning Commissioner questions regarding packets anytime – we encourage Commissioners to call or email staff **by noon on the Tuesday before** the Commission meeting date. Please call or email Commission Secretary Wynetta Bivens, at 206-431-3654 or Wynetta.Bivens@TukwilaWA.gov to be connected with the appropriate staff member. Thank you!



TO: Planning Commission
FROM: Nancy Eklund, AICP, Long Range Planning Manager
DATE: September 12, 2023
SUBJECT: Tukwila 2024-2044 Comprehensive Plan – Draft Economic Development Element

ISSUE

This is a briefing to the Planning Commission on the proposed updates to the Economic Development Element of the Comprehensive Plan.

BACKGROUND

At the June 8, 2023, Planning Commission Meeting, the City’s Economic Development Administrator, Derek Speck, presented the themes that guided the City’s revisions to the Economic Development Strategy¹.

Over the summer, the Economic Development division has continued to refine the Economic Development **Strategy** to reflect input from focus groups, interviews, and the Economic Development Advisory Committee. Staff have incorporated that input into the Economic Development strategy.

The Comprehensive Plan’s Economic Development **Element** correlates closely to the Economic Development division’s Strategy. In addition, the Element has been augmented by the regional policy guidance required by the Puget Sound Regional Council and the King County Countywide Planning Policies.

Staff have also reviewed the Implementation Strategies listed in the Economic Development Element of 2015 Comprehensive Plan are updating those to reflect the list of actions needed to implement the 2024 Policies. The final list will be provided to the PC later this year.

RECOMMENDATION

Staff recommends that the Planning Commission consider the draft Economic Development Element and move it forward to a later date in late winter 2024 when the entire draft Plan (including the Implementation Strategies) will be available for review, followed by a public hearing.

ATTACHMENTS

- A. Economic Development Element (proposed changes integrated)
- B. Economic Development Element (strikeout/underline version)

¹For previous report, please see attachments to 6/22/23 Planning Commission meeting packet in the digital records system: <http://records.tukwilawa.gov/weblink/1/edoc/392315/Planning%202023-06-22%20Item%207B%20-%20Economic%20Development%20Engagement%20Themes.pdf>

Existing Comprehensive Plan (with proposed changes)

➔ Put sources/explanations for amended texts in footnotes

WHAT YOU WILL FIND IN THIS CHAPTER:

- A description of Tukwila’s economic setting,
- A discussion of issues that affect economic development in the City, and
- Goals, policies, and strategies for enhancing the community’s economic well-being.

PURPOSE

The overriding goal of this element is to enhance the community’s economic well-being. The Economic Development element recognizes the City’s economy is strongly and directly influenced by the regional economy, while it still identifies policies and strategies the City can use to guide our local economy. The Economic Development element is a key component integrating all elements of the Comprehensive Plan, suggesting ways in which the City and its partners can use effective economic strategies in order to achieve the goals of the Plan.

There are four primary ways in which the City can affect local economic activity:

- Land use, transportation, and utility planning that determine, within the local regulation and infrastructure capacity, the space available for residential and nonresidential development;
- Providing quality public services such as public safety, transportation, and recreation;
- Directly or indirectly influencing private sector decisions as to location, operation, and development of business real estate, and
- Helping coordinate public and private sector efforts to enhance the employability and job advancement potential of the residential population.

The City’s general approach to enhancing the community’s economic well-being can be summarized as follows:

- Sustain moderate growth in the sectors of retail and entertainment, advanced manufacturing, aerospace, clean technology, information technology, life-sciences, and tourism
- Attract and retain businesses generating positive financial benefits for the City
- Target family wage and higher salary industries
- Improve and support the opportunities for education, skills training, and job acquisition for all Tukwila residents
- Provide capacity to meet Tukwila’s employment targets as set by the Countywide Planning Policies
- Encourage growth into certain areas through the use of zoning and developmental regulations
- Encourage the retention and growth of existing local businesses, particularly for Black, Indigenous, and other People of Color, immigrant, refugee, LGBTQIA+, disabled, and women owned businesses
- Encourage entrepreneurs, local startups and businesses to establish in Tukwila
- Provide efficient and timely administration of City services
- Respond to specific requests for assistance from local firms
- Provide quality public services and infrastructure including public safety, transportation, utilities, and recreation to existing and future needs of the economic sector
- Support job enhancement programs to increase residents’ employability through coordination of private and public sector activities.

The following are potential tools available to the City to enhance economic development in the City:

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- Business Improvement Areas (BIAs)
- Local Improvement Districts (LIDs)
- Transportation Benefit Districts
- Tax Increment Financing (TIF)
- Multi-family property tax exemption (MFTE)
- Lodging tax and tourism promotion area (TPA) fees for tourism
- Local, state, and federal government funding and private resources
- Strategic sales of City property
- Use of infrastructure investment
- Funded, staffed, and administered economic development work group

ECONOMIC SETTING

The following statistics help set the background for economic development policies. The Economic Development Background Memo contains additional supporting information, including employment and housing growth targets per the Countywide Planning Policies.

POPULATION, INCOME AND REVENUE

The population of Tukwila in 2023 was 22,780, an increase of approximately 3,264 from 2015 (OFM). The City's daytime population is estimated to be between 150,000 and 170,000. Taxes collected in 2015 were \$45.2 million, which are projected to increase to \$51.4 million in 2023.

During the same period (2015 to 2023), the assessed valuation of the City grew from \$5.00 billion to \$8.98 billion. In 2015, there were 7,832 housing units; by 2023, this number had increased to 9,194 units.

In 2021, the median age of Tukwila residents was 36.1 years; over 11% of all citizens were 65 or older; and 22.1% of the residents were under 20. In 2021, residents of color were 67.4% of the population. Foreign-born residents account for 39.2% of the population, and more than 70 languages are spoken in the Tukwila School District.

The median household income in the City in 2021 was \$71,688, up from \$45,923 in 2015. While Tukwila's median household income is still far below King County's median income of \$106,326, this represents a substantial increase, consistent with regional trends.

EMPLOYMENT

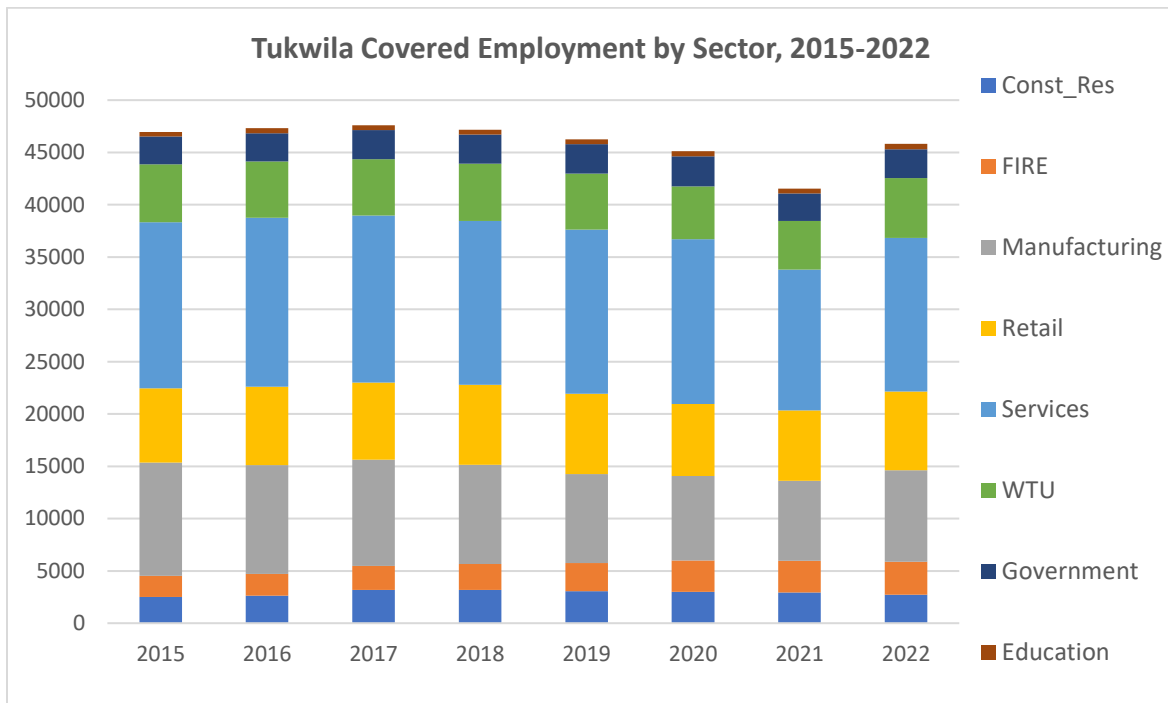
In 2015, Tukwila had 2.41 jobs per resident, this number decreased to 2.01 in 2022 with a slight decrease in total jobs and slight increase in population. This ratio of jobs to residents is extremely high compared to other King County cities and regionally. There were at least 2,291 licensed businesses of all types in Tukwila in 2022. The total number of jobs in Tukwila has fluctuated since 2015, with impacts from COVID-19 seen across almost all sectors. In 2015, the City had approximately 47,000 jobs, whereas, by 2022 the total number of jobs in the City had fallen 2.4% to just under 46,000, with some rebounding

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trend from pandemic impacts. The Service sector composes the largest sector of jobs, with 32% of all jobs.

Manufacturing is next with 19.1% of jobs in the City. The number of manufacturing jobs has been decreasing within Tukwila prior to this planning period, reflecting regional trends. Between 2015 and 2022 Tukwila lost almost 2,100 manufacturing sector jobs. This trend likely reflects the diminished presence of jobs with Boeing and other manufacturing firms in the City’s industrial areas. In 2022, retail accounted for 16.4% of jobs in Tukwila. Warehousing, transportation, and utilities made up 12.5%.



Services composed the largest percentage of jobs in 2022, with 32% of all jobs. Manufacturing (19.1%); Retail (16.4%); and Warehousing, Transportation and Utilities (12.5%) also make up sizable shares of Tukwila’s employment.

The shares of each sector, relative to each other, did not change significantly between 2015 and 2022. While the number of total jobs within Tukwila fluctuated between 2015 and 2022, most sectors remained fairly consistent in their share of total jobs. The Manufacturing and Service sectors displayed the largest decreases, at 4.0% and 1.7% respectively, while other sectors saw slight increases in share, with the FIRE (finance, insurance, and real estate) sector having the large proportional increase at 2.5%.

SMALL BUSINESS DEVELOPMENT CENTER (SBDC)

The SBDC at Highline specializes in providing business and training services to entrepreneurs and existing businesses, in order to be successful in today’s economy. The center provides:

- Knowledgeable, trusted, and confidential one-on-one advice on all aspects of a business.
- A link to 23 other SBDC centers in the Statewide network for additional advice.
- Guidance on the purchase of an existing business or a franchise.

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- Assistance in finding sources of capital to grow a business.
- Ideas about how an established businesses can move to the next level.
- Benchmarking a company's performance with others to identify improvement opportunities.
- Matching a businessperson with resources to accelerate the success trajectory of a business.
- Developing prospect lists through targeted database searches.
- Information about training and funding that can assist in growing a business.

ISSUES

There are a number of issues and trends affecting economic development in the City of Tukwila:

Financial Challenges

- **Retail Sales Tax:** While Tukwila continues to enjoy the dominant role in attracting retail, dining, and entertainment spending in South King County, sales tax has not grown as fast as inflation. Retail sales tax in 2022 was only 1.5% above 2019's pre-covid level. Retail and entertainment are still very strong in Tukwila, but sales tax growth has gone elsewhere due to competition from other retail centers, the State's change to destination-based sales tax, and consumer demand for online shopping.
- **Property Tax:** In 2001 Washington State voters passed an initiative that restricts cities' ability to levy their annual property tax to only 1% above their prior highest lawful levy. New construction is added to the tax rolls above the 1% limit, but then becomes part of the taxing district's levy and grows at a maximum of 1%. This law limits Tukwila's property tax growth and poses challenges for funding City services when the inflation rate is greater than 1%.

Public Safety and Public Image

- Tukwila has an excellent police department but still faces public safety challenges. Because Tukwila has millions of square feet of retail and is located at one of the busiest interchanges in the Pacific Northwest, it is a convenient location for shoplifting, car prowls, and other property crimes. The public perception of crime is often magnified because security businesses publish crime statistics on a per capita basis. Tukwila has a much higher crime rate per capita due to the large business sector and daytime population, compared to its small number of residents. In addition, the region's opioid and fentanyl crises have further blemished the public's perception of safety in the City.

Other Challenges

- Compared to King County as a whole, Tukwila's population has a significantly lower per capita income, \$36,673 compared to \$59,843, and higher poverty rate (12.4% compared to 9.4%) for 2021. Household median income is also lower than the county median at \$71,688 compared to \$106,326. Low per capita and household median incomes relative to the region limit funds available for Tukwila residents to support basic needs, save for larger purchases, and leaves them more susceptible to increasing or unexpected costs.
- The Tukwila South area presents a significant opportunity for new development, but it is so large that it is challenging to find a developer that can make a large enough investment to ensure a coordinated and cohesive mixed-use development.

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- Nearly all of the portion of Tukwila that lies on the valley floor south of I-405 and east of I-5 is protected by the Green River flooding by levees and embankments. The protection system is working, but maintenance, repairs, and improvements are becoming more complex and expensive, especially given the challenges of protecting the environment and endangered species in the river system.
- Housing costs in the Seattle region have increased significantly. This has led to some new single family and multi-family housing investments in Tukwila but as housing prices increase, the risk of residential displacement increases.
- Tukwila would like to receive additional office development since it can further support the retail sector, but the market demand for new office development is very limited. This is, in part, because office businesses preferred to be in downtown Seattle, Bellevue, or Redmond. Due to the significant increase in remote work, those office concentrations now have excess capacity.
- Boeing has been downsizing some of their facilities in Tukwila, but there is strong demand for manufacturing, warehouse, and distribution facilities. ProLogis and Amazon recently opened large, new facilities in Tukwila's manufacturing and industrial center (MIC).
- The Tukwila International Boulevard neighborhood has an active and entrepreneurial business community but many of the businesses generate income insufficient to afford to make significant investments in physical improvements or growth.

GOALS, POLICIES AND STRATEGIES

The following goals and policies provide the pathway how the City can realize its economic development vision that as a vibrant community with a strong and sustainable economy that celebrates and empowers its diversity, supports economic prosperity for all residents, and sustains a foundation for businesses of all sizes.

GOAL 1: A Vibrant, Diverse, and Resilient Economy

Policy 1.1 Continue to strengthen and balance economic and workforce development with strategic housing growth in Tukwila to ensure an adaptable and diverse economic base that leverages Tukwila's many assets and ensures the City's financial stability.

Policy 1.2 Attract and retain office, research and development, advanced manufacturing, aerospace, food manufacturing, and life sciences businesses, including those that provide services for export.¹

Policy 1.3 **Encourage commercial and mixed-use development that provides a range of job opportunities throughout the county to create a closer balance between the locations of jobs and housing.**²

Policy 1.4 Maintain support for and strengthen Tukwila's robust retail, hospitality, and experiential sectors.

¹ King County Countywide Planning Policy K_EC-6

² King County Countywide Policy K_EC-26

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- Policy 1.5** Evaluate the performance of economic development policies and strategies in developing businesses and creating middle-wage jobs.³
- Policy 1.6** Make local investments to maintain and expand infrastructure and services that support local and regional economic development strategies. Focus investment where it encourages growth in designated centers and helps achieve employment targets.⁴
- Policy 1.7** Promote the local workforce through priority hire programs that create middle-wage employment opportunities, encouraging workforce development partnerships, and identifying pipeline education or training opportunities.⁵

Regional Economy

- Policy 1.8** Coordinate local and countywide economic policies and strategies with VISION 2050 and the Regional Economic Strategy. Emphasize support for those industry clusters that are integral to that strategy.⁶
- Policy 1.9** Prioritize growth of a diversity of middle-wage jobs and prevent the loss of such jobs from the region.⁷

Regional Centers

- Policy 1.10** Concentrate economic and employment growth in designated regional, countywide, and local centers through local investments, planning, and financial policies.⁸
- Policy 1.11** Support economic growth that, along with land use planning and infrastructure development, facilitates Tukwila meeting its designated regional growth targets.
- Policy 1.12** Work to reduce the risk of industrial displacement through a variety of anti-displacement strategies.⁹

Partnerships

- Policy 1.13** Collaborate with the private sector to leverage catalytic development sites.
- Policy 1.14** Build and maintain relationships with property owners and businesses.

Site Selection and Development

³ King County Countywide Planning Policy K_EC-4

⁴ King County Countywide Policy K_EC-18

⁵ Combined King County Countywide Policy K_EC-13, and PSRC Consistency tool: Economy. "...Expand access to economic opportunities through actions such as adopting a priority hire ordinance, encouraging workforce development partnerships, and identifying pipeline education or training opportunities...).

⁶ King County Countywide Policy K_EC-1 and K_EC-3.

⁷ King County Countywide Policy K_EC-2, in part

⁸ King County Countywide Policy K_EC-17; this policy requires a strategy

⁹ PSRC MIC Consistency Tool: Economy, Guidance; this policy requires a strategy

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Policy 1.15 Facilitate redevelopment of contaminated sites through local, county, and state financing and other strategies that assist with planning, site design, and funding for environmental remediation.¹⁰

Policy 1.16 Continue working to achieve the vision in the Tukwila International Boulevard District and Southcenter District, emphasizing walkability, placemaking, and community gathering opportunities.

GOAL 2: A Safe, Desirable, and Healthy Community with a Positive Identity

Policy 2.1 Enhance Tukwila’s public safety perceptions and sense of place and support a positive identity as a city in which to “Live, Work, Stay and Play” – a community of choice for businesses, residents and visitors with outstanding transportation, quality housing, fun experiences, amenities, and supportive services.

Policy 2.2 Improve perceptions of public safety through crime reduction, visible enforcement, improved communications, and messaging.

Policy 2.3 Invest in placemaking efforts that stimulate and instill community pride, improve quality of life, and welcome visitors.

Policy 2.4 Promote positive aspects of the Tukwila community to the region.

Policy 2.5 Add to the vibrancy and sustainability of our communities and community health and well-being by ensuring the provision of safe and convenient access to local services, neighborhood-oriented retail, purveyors of healthy food (e.g., grocery stores and farmers markets), and sufficient transportation choices.¹¹

Policy 2.6 Promote Tukwila’s natural environment as a key economic asset and work to improve access to it as an economic driver. Work cooperatively with local businesses to protect and restore the natural environment in a manner that is equitable, efficient, predictable, and complements economic prosperity.¹²

GOAL 3: Prosperity and Opportunity for Businesses, Workers, and Residents

Policy 3.1 Expand avenues of durable economic success for workers, entrepreneurs, business owners, and residents in Tukwila, including workforce development, with a focus on shared prosperity, opportunity, and social responsibility for local communities.

Policy 3.2 Promote the local workforce through priority hire programs that create middle-wage employment opportunities in historically disadvantaged communities.¹³

¹⁰ King County Countywide Policy K_EC-24

¹¹ King County Countywide Planning Policy K_EC-19 (Edited from original)

¹² King County Countywide Planning Policy K_EC-20

¹³ King County Countywide Planning Policy K_EC-13

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Policy 3.3 Direct investments to community and economic development initiatives that elevate equitable economic opportunity for those communities most marginalized and impacted by disinvestment and economic disruptions¹⁴.

Workforce Development and Partnerships

Policy 3.4 Improve awareness of, and access to, education and workforce development resources.

Policy 3.5 Facilitate connections between employers and education and workforce development institutions, seeking to increase graduation rates and develop a highly educated and skilled local workforce. Align and prioritize workforce development efforts with Black, Indigenous, and other People of Color communities; immigrant and refugees; and other marginalized communities.¹⁵

Policy 3.6 Act as a resource to residents and workers connecting them to workforce development organizations.

Policy 3.7 Encourage private, public, and non-profit sectors to incorporate environmental stewardship and social responsibility into their practices. Encourage development of established and emerging industries, technologies and services that promote environmental sustainability, especially those addressing climate change and resilience.¹⁶

GOAL 4: A Supportive Environment for Business and Entrepreneurs

Policy 4.1 Maintain a strong, supportive environment for local, independent, small, and micro-businesses and the entrepreneurial ecosystem to ensure they continue to flourish in Tukwila while attracting new business activities to the City.

Policy 4.2 Where possible, ease regulations that challenge small businesses.

Policy 4.3 Ensure that business and entrepreneurial resources are accessible to all, including businesses owned by historically marginalized people, refugees, and immigrants.

Policy 4.4 Ensure that Tukwila projects an ‘open for business’ culture, and help businesses thrive through:

- Transparency, efficiency, and predictability of local regulations and policies;
- Communication and partnerships between business, government, schools, civic and community organizations, and research institutions; and
- Government contracts with local businesses.¹⁷

¹⁴ King County Countywide Planning Policy K_EC-16

¹⁵ King County Countywide Planning Policy K_EC-12

¹⁶ King County Countywide Planning Policy K_EC-21

¹⁷ King County Countywide Planning Policy K_EC-5

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- Policy 4.5** Foster a broad range of public-private partnerships to implement economic development policies, programs, and projects, including partnerships with community groups. Ensure such partnerships share decision-making power with and spread benefits to community groups.¹⁸
- Policy 4.6** Use partnerships to foster connections between employers, local vocational and educational programs, and community needs.¹⁹
- Policy 4.7** Identify, support, and leverage key regional and local assets to the economy, including assets that are unique to our region's position as an international gateway, such as major airports, seaports, educational facilities, research institutions, health care facilities, long-haul trucking facilities, and manufacturing facilities.²⁰
- Policy 4.8** Support the regional food economy including the production, processing, wholesaling, and distribution of the region's agricultural food and food products to all King County communities. Emphasize improving access for communities with limited healthy, affordable, and culturally relevant food options.²¹
- Policy 4.9** Develop and implement systems that provide a financial safety net during economic downturns and recovery. Direct resources in ways that reduce inequities and build economic resiliency for those communities most negatively impacted by asset poverty.²²
- GOAL 5: A Community that Celebrates and Invites Diversity**
- Policy 5.1** Foster a business community in Tukwila that welcomes and empowers residential and business diversity in all its forms while capturing increased market share and building resilience to economic shocks.
- Policy 5.2** Seek to understand the dynamics, needs, and relationships that characterize the minority and immigrant owned business community in Tukwila.
- Policy 5.3** Celebrate the cultural diversity of local communities as a means to enhance social capital, neighborhood cohesion, the county's global relationships, and support for cultural and arts institutions.²³
- Policy 5.4** Promote business diversity by signaling public sector support and ensure public investment decisions protect culturally significant economic assets and advance the

¹⁸ King County Countywide Planning Policy K_EC-8

¹⁹ King County Countywide Planning Policy K_EC-9

²⁰ King County Countywide Planning Policy K_EC-10

²¹ King County Countywide Planning Policy K_EC-11

²² King County Countywide Planning Policy K_EC-27

²³ King County Countywide Planning Policy K_EC-14

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business interests of Black, Indigenous, and other People of Color communities; immigrant and refugees; and other marginalized communities.²⁴

Policy 5.5 Eliminate and correct for historical and ongoing disparities in income, employment, and wealth by building opportunities for Black, Indigenous, and other People of Color; women; and other intersecting marginalized identities.²⁵

Policy 5.6 Promote an economic climate that is supportive of business formation, expansion, and retention, and that emphasizes the importance of small businesses, locally owned businesses, women-owned businesses, and businesses with Black, Indigenous, and other People of Color; immigrant and refugee; LGBTQIA+; disabled; and women-owned or -led businesses, in creating jobs.²⁶

Policy 5.7 Stabilize and prevent the economic displacement of small, culturally relevant businesses and business clusters during periods of growth, contraction, and redevelopment. Mitigate displacement risks through monitoring and adaptive responses.²⁷

RELATED INFORMATION

King County Countywide Planning Policies (2022)

Vision 2050 (2021)

Economic Development Element Background Memo (*when available*)

²⁴ King County Countywide Planning Policy K_EC-28

²⁵ King County Countywide Planning Policy K_EC-15

²⁶ King County Countywide Planning Policy K_EC-7

²⁷ King County Countywide Planning Policy K_EC-29

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WHAT YOU WILL FIND IN THIS CHAPTER:

- A description of Tukwila’s economic setting,
- A discussion of issues that affect economic development in the City, and
- [Goals, and policies, and strategies](#) for enhancing the community’s economic well-being.

PURPOSE

The overriding goal of this element is [to enhance](#)~~ing~~ the community’s economic well-being. [The Economic Development element recognizes the City’s economy is strongly and directly influenced by the regional economy, while it still identifies policies and strategies the City can use to](#) ~~affect~~[guide our local economy.](#) ~~Through policy recommendations, the Economic Development element identifies a means of stimulating economic improvement for business and the community as a whole. It lays out a direction and strategies for dealing with economic variables and adjusting to economic forces that cannot be predicted or controlled. It~~[The Economic Development element](#) is a key component integrating all elements of the Comprehensive Plan, suggesting ways in which the City and its partners can use effective economic strategies in order to achieve the goals of the Plan.

There are ~~three~~[four](#) primary ways in which [the City can affect](#) local economic activity ~~can be affected~~:

- [Land use, transportation, and utility planning that determine, within the local](#) ~~regulation and~~ infrastructure capacity, the space available for residential and nonresidential development;
- [Providing quality public services such as public safety, transportation, and recreation](#);
- Directly or indirectly influencing private ~~-~~sector decisions as to location, operation, and development of business real estate, ~~by maintaining vibrant commercial districts and a supportive regulatory environment~~; and
- Helping coordinate public and private sector efforts to enhance the employability and job ~~progression~~[advancement potential](#) of the residential population.

[The City’s general approach to enhancing](#) ~~our~~[the community’s economic well-being](#)

~~The Economic Development element presents a focused approach to enhancing our City’s economic well-being. This approach~~ can be summarized as follows:

- [Sustain moderate growth in the sectors of retail and entertainment, advanced manufacturing, aerospace, clean technology, information technology, life-sciences, and tourism](#);
- [Attract and retain businesses generating positive financial benefits for the City](#);
- —
- Target [family wage and](#) higher salary industries
- Improve and support the opportunities for education, skills training, and job acquisition for [all](#) Tukwila residents
- Provide capacity to meet Tukwila’s employment targets as set by the Countywide Planning Policies
- Encourage growth into certain areas through the use of zoning and developmental regulations
- Encourage the retention and growth of existing local [firms-businesses, particularly for Black, Indigenous, and other People of Color, immigrant, refugee, LGBTQIA+, disabled, and women owned businesses](#)
- Encourage entrepreneurs, local startups and businesses to establish in Tukwila

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- Provide efficient and timely administration of City services

~~The City of Tukwila emphasizes the following activities in order to accomplish it's economic development goals:~~

- Responding to specific requests for assistance from local firms
- ~~Supporting the development of new businesses and expansion of current businesses that are minority-, veteran- and women-owned.~~
- ~~Expanding efforts to engage with and understand the economic development needs and priorities of traditionally under-represented groups in Tukwila neighborhoods~~
- ~~Emphasizing business development to encourage existing businesses to expand~~
- ~~Provid~~ Provide quality public services and infrastructure including public safety, transportation, utilities, and recreation to ~~Maintaining public works and utilities so the City's infrastructure can meet both~~ existing and future needs of the economic sector
- Supporting job enhancement programs to increase residents' employability through coordination of private and public sector activities.

The following are potential tools available to the City to enhance economic development in the City:

- ~~Industrial revenue bonds for certain areas~~
- [Business Improvement Areas \(BIAs\)](#)
- [Local Improvement Districts \(LIDs\)](#)
- [Transportation Benefit Districts](#)
- [Tax Increment Financing \(TIF\)](#)
- [Multi-family property tax exemption \(MFTE\)](#)
- [Lodging tax and tourism promotion area \(TPA\) fees for tourism](#)
- ~~Targeted~~ Local, state, and federal government [funding](#) and private resources
- ~~Targeted local, State and federal funds~~
- [Strategic sales of City property](#)
- Use of infrastructure investment ~~to attract new firms and development to designated areas~~
- Funded, staffed, and administered economic development work group
- ~~Timely, predictable customer-oriented permitting and City services~~
- ~~Lodging tax for tourism promotion~~

~~In this way, local government can play an important role in the economic vitality of the community. The policies developed in this element are aimed at implementing that role.~~

ECONOMIC SETTING

The following statistics help set the background for economic development policies. The Economic Development Background Memo contains additional supporting information, including employment and housing growth targets per the Countywide Planning Policies.

POPULATION, INCOME AND REVENUE

Existing Comprehensive Plan (with proposed changes)

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~~In 2003, t~~The population of Tukwila ~~was 17,270; estimated in 2011~~~~3~~ population was ~~21,545,780~~~~19,210~~, an increase of approximately ~~4,500~~~~3,264~~ from ~~2015~~~~00~~ (OFM). The City’s daytime population is estimated ~~to be~~ between 150,000 ~~to and~~ 170,000. Taxes collected in ~~2003-2015~~ were ~~estimated to be~~ \$~~28.2~~~~45.2~~ million, which ~~are projected to~~ increased to \$~~42.4~~~~51.4~~ million in ~~2013~~~~2023~~.

During the same period (~~2015 to 2023~~), the assessed valuation of the City grew from \$~~35.34~~~~00~~ billion to \$~~48.47~~~~98~~ billion. In ~~2002~~~~2015~~, there were ~~7,832~~~~628~~ housing units; by ~~2013~~~~2023~~, this number had increased to ~~8,039~~~~9,194~~ units.

In ~~2010~~~~2021~~, the median age of Tukwila residents was ~~33.66~~~~.1~~ years; ~~nearly over~~ ~~8~~~~11~~% of all citizens were ~~older than~~ ~~65~~~~65~~ or older; and ~~24~~~~22.1~~% of the residents were under ~~20~~~~18~~. In ~~2010~~~~2021~~, residents of color were ~~50.1~~~~67.4~~% of the population. Foreign-born residents account for ~~36.29~~~~.2~~% of the population, and ~~more than~~~~over~~ 70 languages are spoken in the Tukwila School District.

The median household income in the City in ~~2010-2021~~ was \$~~44,271~~~~71,688~~, ~~up from~~ \$~~45,923~~ in ~~2015~~. ~~While Tukwila’s median household income is still far below King County’s median income of \$66,174~~~~106,326~~, this represents a substantial increase, consistent with regional trends. ~~Adjusting for inflation, Tukwila’s median income fell between 2000 and 2010. Tukwila’s 2000 adjusted median income (in 2010 dollars) was \$53,127. Thus, real median income in the City fell 16.67% from 2000 to 2010.~~

EMPLOYMENT

~~In 2000, Tukwila had nearly three times as many jobs as it had residents, but that number fell to 2.27 in 2010.~~In 2015, Tukwila had 2.41 jobs per resident, this number decreased to 2.01 in 2022 with a slight decrease in total jobs and slight increase in population. This ratio of jobs to residents is extremely high compared to other King County cities and regionally. ~~There were over at least 2,575-291 licensed businesses of all types in Tukwila in 2013~~~~2022~~. The total number of jobs in Tukwila has ~~declined since 2000~~~~fluctuated since 2015, with impacts from COVID-19 seen across almost all sectors~~. In ~~2015~~~~00~~, the City had approximately ~~48,000~~~~7,000~~ jobs. ~~By 2013, whereas, by 2022~~ the total number of jobs in the City had fallen ~~2.4~~~~17~~% to just ~~under~~~~over~~ ~~40~~~~46,000~~, with some rebounding trend from pandemic impacts. The S

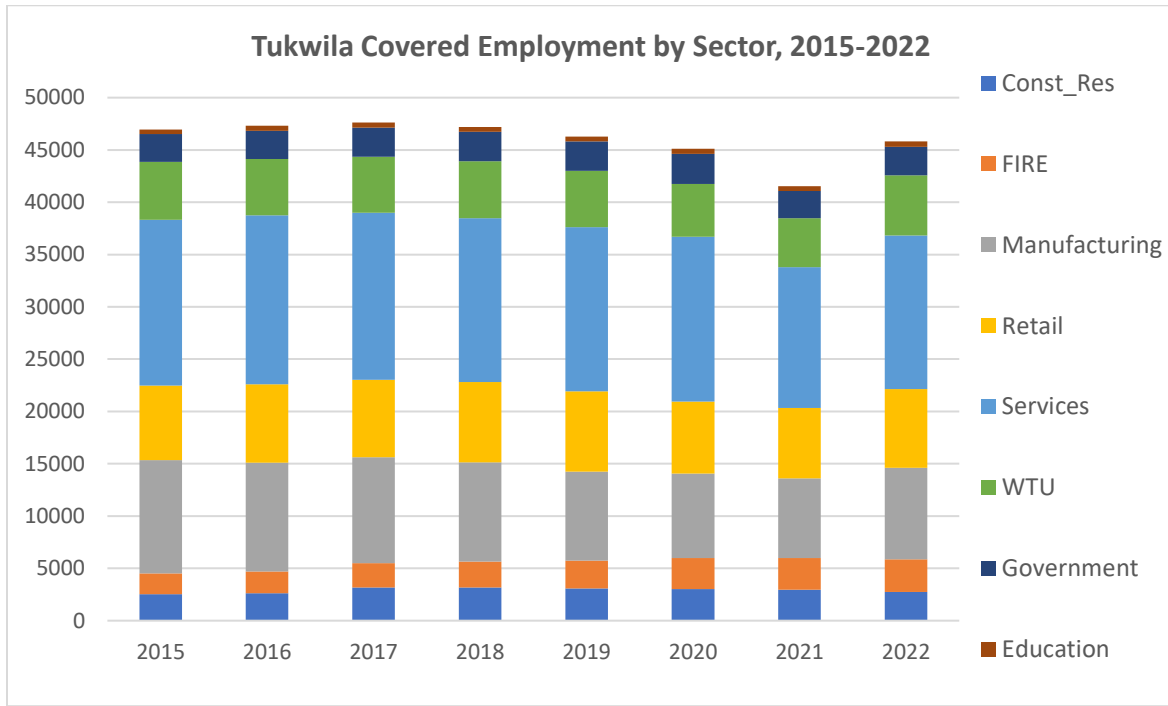
~~Employment within Tukwila is distributed among a number of different sectors. Se~~Service sector composes the largest ~~percentage~~~~sector~~ of jobs, with 32% of all jobs.

Manufacturing is next with ~~25~~~~19.1~~% of jobs in the City. ~~The number of m~~Manufacturing jobs ~~hasve been decreasing within Tukwila prior to this planning period, reflecting regional trends. Between 2015 and 2022 Tukwila lost almost 2,100 manufacturing sector jobs.~~ — In 1991, 56% of all jobs in the City were related to manufacturing. In 2002, the number of jobs in manufacturing dropped to 28%. Manufacturing continues to decrease in the City. This trend likely reflects the diminished presence of jobs with Boeing and other manufacturing firms in the City’s industrial areas.

In ~~2010~~~~2022~~, retail accounted for ~~14~~~~16.4~~% of jobs in Tukwila. Warehousing, transportation, and utilities made up ~~12.5~~%.

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Graphic

Employment within Tukwila is distributed among a number of different sectors. Services composed the largest percentage of jobs in 2010-2022, with 32% of all jobs. Manufacturing (25.1%); Retail (14.4%); and Warehousing, Transportation and Utilities (12.5%) also make up sizable shares of Tukwila’s employment.

The shares of each sector, relative to each other, did not change significantly between 2000-2015 and 2010-2022. While the number of total jobs within Tukwila fluctuated between 2015 and 2022, most sectors remained fairly consistent in their share of total jobs. The Manufacturing and Service sectors displayed the largest decreases, at -of 4.0% and 1.7% respectively, while other sectors saw slight increases in share, with the FIRE (finance, insurance, and real estate) sector as having the large proportional increase at 2.5%. All sectors, with the exception of Construction, showed slight decreases. The finance, Insurance and Real Estate (FIRE) sector decreased the most with a 3.7% decrease. Retail and Manufacturing also saw decreases of 2.3% and 2.4%, respectively.

SMALL BUSINESS DEVELOPMENT CENTER (SBDC)

The SBDC at Highline specializes in providing business and training services to entrepreneurs and existing businesses, in order to be successful in today’s economy. The center provides:

- Knowledgeable, trusted, and confidential one-on-one advice on all aspects of your business.
- A link to 23 other SBDC centers in the Statewide network for additional advice.
- Guidance on the purchase of an existing business or a franchise.
- Assistance in finding the best sources of capital to grow your business.

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- ~~A proven~~ Ideas about how an ~~pathway to breakout growth for~~ established businesses can ~~ready to move~~ take their business to the next level.
- Benchmarking ~~your a~~ company's performance with others ~~in your industry to uncover~~ identify improvement opportunities.
- Matching ~~you a~~ businessperson with resources to ~~hat can best~~ accelerate the success trajectory of ~~a your~~ business.
- Developing prospect lists through targeted database searches.
- Information about ~~little known~~ training and funding that can assist in ~~to growing a your~~ business.
- ~~A~~ "can-do" attitude about anything you need to successfully grow your business

RETAIL SALES

~~While Tukwila remains a strong attractor of consumer spending, the City has experienced a significant reduction in taxable retail sales, once adjustments are made for inflation. When adjusted for inflation, taxable retail sales in 2013 were lower than they were in 2003. The City's sales tax decline began to occur roughly around the late 1990s. Competition for retail sales among regional retail centers has grown stronger over the last ten years.~~

ISSUES

~~Current and existing economic trends suggest a variety of issues and needs for~~ There are a number of issues and trends affecting economic development in the City of Tukwila:

Financial Challenges

- Financial Challenges
Retail Sales Tax: While Tukwila continues to enjoy the dominant role in attracting retail, dining, and entertainment spending in South King County, sales tax has not grown as fast as inflation. Retail sales tax in 2022 was only 1.5% above 2019's pre-covid level. Retail and entertainment are still very strong in Tukwila, but sales tax growth has gone elsewhere due to competition from other retail centers, the State's change to destination-based sales tax, and consumer demand for online shopping.
- Property Tax: In 2001 Washington State voters passed an initiative ~~which~~ that restricts cities' ability to levy their annual property tax to only 1% above their prior highest lawful levy. New construction is added to the tax rolls above the 1% limit, but then becomes part of the taxing district's levy and grows at a maximum of 1%. This law limits Tukwila's property tax growth and poses challenges for funding City services when the inflation rate is greater than 1%.
- Public Safety and Public Image
- Tukwila has an excellent police department but still faces public safety challenges. ~~negative public perceptions of safety.~~ Because Tukwila has millions of square feet of retail and is located at one of the busiest interchanges in the Pacific Northwest, it is a convenient location for shoplifting, car

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prowls, and other property crimes. The public perception of crime is often magnified because security businesses publish crime statistics on a per capita basis. Tukwila has a much higher crime rate per capita due to the large business sector and daytime population, compared to its small number of residents. In addition, the region's opioid and fentanyl crises have further blemished the public's perception of safety in the City.

- ~~Tukwila has an excellent police department but still faces negative public perceptions of safety. Because Tukwila has millions of square feet of retail and is located at one of the busiest interchanges in the Pacific Northwest, it is a convenient location for shoplifting, car prowls, and other property crime. The public perception of crime is often magnified because security businesses publish crime statistics on a per capita basis. Tukwila has a much higher crime rate per capita due to the large business sector and daytime population compared to the small number of residents. In addition, Tukwila faces the same challenges with the region's opioid and fentanyl crises and its relationship with homelessness and property crimes.~~

Other Challenges

- ~~Provide access to the regional highway, transit and air transportation system in a way that does not handicap local property development and redevelopment efforts.~~
- ~~Compared to King County as a whole, Tukwila's population has a significantly lower per capita income, ~~(\$36,673 compared to \$59,843,)~~ and higher poverty rate (12.4% compared to 9.34%) according to Census QuickFacts for ~~2021~~. Household median income is also lower than the county median at \$71,688 compared to \$106,326. Low per capita and household median incomes relative to the region limit funds available for Tukwila residents to support basic needs, save for larger purchases, and leaves them more susceptible to increasing or unexpected costs. Explore possible City actions to increase the median income of Tukwila's residents, including support for entrepreneurship, small business startups, and vocational training, particularly among low income or low English proficiency communities.~~
- ~~Establish coordinated transit hubs throughout the City including, but not limited to, the Southcenter area, Tukwila South, Tukwila International Boulevard, Interurban Avenue South, and the Manufacturing Industrial Center that efficiently mix modes of travel and stimulate development of real estate associated with transportation facilities.~~
- ~~Study and understand the factors causing the inflation-adjusted reduction in the City's overall taxable retail sales.~~
- ~~The Tukwila South area presents a significant opportunity for new development, but it is so large that it is challenging to find a developer that can make a large enough investment to ensure a coordinated and cohesive mixed-use development.~~
- ~~Nearly all of the portion of Tukwila that lies on the valley floor south of I-405 and east of I-5 is protected by the Green River flooding by levees and embankments. The protection system is working, but maintenance, repairs, and improvements are becoming more complex and expensive, especially given the challenges of protecting the environment and endangered species in the river system.~~

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- Housing costs in the Seattle region have increased significantly. This has led to some new single family and multi-family housing investments in Tukwila but as housing prices increase, the risk of residential displacement increases.
- Tukwila would like to receive additional office development since it can further support the retail sector, but the market demand for new office development is very limited. ~~In part,~~ this is, in part, because office businesses preferred to be in downtown Seattle, Bellevue, or Redmond. Due to the significant increase in remote work, those office concentrations now have excess capacity.
- Boeing has been downsizing some of their facilities in Tukwila, but there is strong demand for manufacturing, warehouse, and distribution facilities. ProLogis and Amazon recently opened large, new facilities in Tukwila’s manufacturing and industrial center (MIC).
- The Tukwila International Boulevard neighborhood has an active and entrepreneurial business community but many of the businesses generate income insufficient to afford to make significant investments in physical improvements or growth.
~~Support further enhancement of commercial and residential areas in the City’s neighborhoods.~~
- ~~Foster environmental remediation (brownfield cleanup), land conversion and redevelopment in the Manufacturing Industrial Center (MIC) and Interurban Avenue areas.~~
- ~~Increase the development, intensity and diversity of uses in the Southcenter area, including the development of housing and entertainment.~~
- ~~Develop policies, programs, projects and plans that include input from diverse groups within the residential and business community, using innovative engagement models such as the Community Connector Program.~~
- ~~Seek opportunities to join other organizational entities to accomplish effective public-private partnerships to promote economic development in the City~~
- ~~Enhance regional recognition of Tukwila as an economic hub, promoting the success and diversity of its businesses and focusing on its positive business climate.~~
- ~~Explore strategies to maintain a favorable and diverse tax base, to support the needs of our daytime and nighttime populations.~~
- ~~Meet the needs of our residential neighborhoods while maintaining the economic health of our business community.~~
- ~~Ensure that adequate public services are in place to support existing and proposed commercial, mixed-use and industrial developments.~~
- ~~Fund infrastructure and services by maintaining a solvent and diversified revenue stream.~~

VISION, GOALS, POLICIES AND STRATEGIES

Vision: The following goals and policies provide the pathway how the City can realize its economic development vision that as a vibrant community with a strong and sustainable economy that celebrates and empowers its diversity, supports economic prosperity for all residents, and sustains a foundation for businesses of all sizes.

GOAL 1: A Vibrant, Diverse, and Resilient Economy

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Policy 1.1 [Continue to strengthen and balance economic and workforce development with strategic housing growth in Tukwila to ensure an adaptable and diverse economic base that leverages Tukwila’s many assets and ensures the City’s financial stability.](#)

Policy 1.2 [Attract and retain office, research and development, ~~high-tech~~ advanced manufacturing, aerospace, food manufacturing, and life sciences businesses, including those that provide services for export.¹](#)

Policy 1.3 [Encourage commercial and mixed-use development that provides a range of job opportunities throughout the county to create a closer balance between the locations of jobs and housing.²](#)

~~Strategy 1.3.4 Promote the Tukwila International Boulevard neighborhood as an authentic, international district welcoming to visitors.~~

Policy 1.4 [Maintain support for and strengthen Tukwila’s robust retail, hospitality, and experiential sectors.](#)

Policy 1.5 [Evaluate the performance of economic development policies and strategies in developing businesses and creating middle-wage jobs.³](#)

Policy 1.6 [Make local investments to maintain and expand infrastructure and services that support local and regional economic development strategies. Focus investment where it encourages growth in designated centers and helps achieve employment targets.⁴](#)

Policy 1.7 [Promote the local workforce through priority hire programs that create middle-wage employment opportunities, encouraging workforce development partnerships, and identifying pipeline education or training opportunities.⁵](#)

Regional Economy

Policy 1.8 [Coordinate local and countywide economic policies and strategies with VISION 2050 and the Regional Economic Strategy. Emphasize support for those industry clusters that are integral to that strategy.⁶](#)

¹ [King County Countywide Planning Policy K EC-6](#)

² [King County Countywide Policy K EC-26](#)

³ [King County Countywide Planning Policy K EC-4](#)

⁴ [King County Countywide Policy K EC-18](#)

⁵ [Combined King County Countywide Policy K EC-13, and PSRC Consistency tool: Economy. “...Expand access to economic opportunities through actions such as adopting a priority hire ordinance, encouraging workforce development partnerships, and identifying pipeline education or training opportunities...”\).](#)

⁶ [King County Countywide Policy K EC-1 and K EC-3.](#)

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Policy 1.9 Prioritize growth of a diversity of middle-wage jobs and prevent the loss of such jobs from the region.⁷

~~**Policy 1C.** Collaborate with the private sector to ensure that catalytic development sites improve the desirability of living, working, staying and playing in Tukwila.~~

Regional Centers

Policy 1.10 Concentrate economic and employment growth in designated regional, countywide, and local centers through local investments, planning, and financial policies.⁸

Policy 1.11 Support economic growth that, along with land use planning and infrastructure development, facilitates Tukwila meeting its designated regional growth targets.

Policy 1.12 Work to reduce the risk of industrial displacement through a variety of anti-displacement strategies.⁹

Partnerships

Policy 1.13 Collaborate with the private sector to ~~ensure that~~ leverage catalytic development sites. ~~improve the desirability of living, working, staying, and playing in Tukwila.~~

Policy 1.14 Build and maintain relationships with ~~key~~ property owners and businesses.

Site Selection and Development

Policy 1.15 Facilitate redevelopment of contaminated sites through local, county, and state financing and other strategies that assist with planning, site design, and funding for environmental remediation.¹⁰

Policy 1.16 Continue working to achieve the vision in the ~~Implement the subarea plans for~~ Tukwila International Boulevard District and ~~the~~ Southcenter District, ~~with an emphasis~~ emphasizing on walkability, placemaking, and community gathering opportunities.

GOAL 2: A Safe, ~~and~~ Desirable, and Healthy Community with a Positive Identity

Policy 2.1 ~~Enhance Tukwila’s public safety perceptions and sense of place and~~ Enhance Tukwila’s public safety perceptions and sense of place and support a positive identity as a city in which to “Live, Work, Stay and Play” – a community of choice for businesses, residents

⁷ King County Countywide Policy K_EC-2, in part

⁸ King County Countywide Policy K_EC-17; this policy requires a strategy

⁹ PSRC MIC Consistency Tool: Economy, Guidance; this policy requires a strategy

¹⁰ King County Countywide Policy K_EC-24

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[and visitors with outstanding transportation, quality housing, fun experiences, amenities, and supportive services.](#)

Policy 2.2 [Improve perceptions of public safety through crime reduction, visible enforcement, improved communications, and messaging.](#)

Policy 2.3 [Invest in placemaking efforts that stimulate and instill community pride, improve quality of life, and welcome visitors.](#)

Policy 2.4 [Promote positive aspects of the Tukwila community to the region.](#)

Policy 2.5 [Add to the vibrancy and sustainability of our communities and community health and well-being by ensuring the provision of safe and convenient access to local services, neighborhood-oriented retail, purveyors of healthy food \(e.g., grocery stores and farmers markets\), and sufficient transportation choices.¹¹](#)

Policy 2.6 [Promote Tukwila’s natural environment as a key economic asset and work to improve access to it as an economic driver. Work cooperatively with local businesses to protect and restore the natural environment in a manner that is equitable, efficient, predictable, and complements economic prosperity.¹²](#)

GOAL 3: Prosperity and Opportunity for Businesses, Workers, and Residents

Policy 3.1 [Expand avenues of durable economic success for workers, entrepreneurs, business owners, and residents in Tukwila, including workforce development, with a focus on shared prosperity, opportunity, and social responsibility for local communities.](#)

Policy 3.2 [Promote the local workforce through priority hire programs that create middle-wage employment opportunities in historically disadvantaged communities.¹³](#)

Policy 3.3 [Direct investments to community and economic development initiatives that elevate equitable economic opportunity for those communities most marginalized and impacted by disinvestment and economic disruptions¹⁴.](#)

Workforce Development and Partnerships

Policy 3.4 [Improve awareness of, and access to, education and workforce development resources.](#)

Policy 3.5 [Facilitate connections between employers and education and workforce development institutions, seeking to increase graduation rates and develop a highly educated and skilled local workforce. Align and prioritize workforce development efforts with Black,](#)

¹¹ [King County Countywide Planning Policy K_EC-19 \(Edited from original\)](#)

¹² [King County Countywide Planning Policy K_EC-20](#)

¹³ [King County Countywide Planning Policy K_EC-13](#)

¹⁴ [King County Countywide Planning Policy K_EC-16](#)

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Indigenous, and other People of Color communities; immigrant and refugees; and other marginalized communities.¹⁵

Policy 3.6 ~~Ensure~~ Act as a resource to residents and workers connecting them to workforce development organizations. ~~feel like they can access jobs that fit their levels of experience and experience in Tukwila.~~

Policy 3.7 Encourage private, public, and non-profit sectors to incorporate environmental stewardship and social responsibility into their practices. Encourage development of established and emerging industries, technologies and services that promote environmental sustainability, especially those addressing climate change and resilience.¹⁶

GOAL 4: A Supportive Environment for ~~Small~~ Business and Entrepreneurs

Policy 4.1 Maintain a strong, supportive environment for local, independent, small, and micro-businesses and the entrepreneurial ecosystem to ensure they continue to flourish in Tukwila while attracting new business activities to the City.

Policy 4.2 Where possible, ease regulations that challenge small businesses.

Policy 4.3 Ensure that business and entrepreneurial resources are accessible to all, including businesses owned by historically marginalized people, refugees, and immigrants.

Policy 4.4 Ensure that Tukwila projects an ‘open for business’ culture, and help businesses thrive through:-

- Transparency, efficiency, and predictability of local regulations and policies;
- Communication and partnerships between business, government, schools, civic and community organizations, and research institutions; and
- Government contracts with local businesses.¹⁷

Policy 4.5 Foster a broad range of public-private partnerships to implement economic development policies, programs, and projects, including partnerships with community

¹⁵ [King County Countywide Planning Policy K_EC-12](#)

¹⁶ [King County Countywide Planning Policy K_EC-21](#)

¹⁷ [King County Countywide Planning Policy K_EC-5](#)

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[groups. Ensure such partnerships share decision-making power with and spread benefits to community groups.](#)¹⁸

Policy 4.6 [Use partnerships to foster connections between employers, local vocational and educational programs, and community needs.](#)¹⁹

Policy 4.7 [Identify, support, and leverage key regional and local assets to the economy, including assets that are unique to our region's position as an international gateway, such as major airports, seaports, educational facilities, research institutions, health care facilities, long-haul trucking facilities, and manufacturing facilities.](#)²⁰

Policy 4.8 [Support the regional food economy including the production, processing, wholesaling, and distribution of the region's agricultural food and food products to all King County communities. Emphasize improving access for communities with limited healthy, affordable, and culturally relevant food options.](#)²¹

Policy 4.9 [Develop and implement systems that provide a financial safety net during economic downturns and recovery. Direct resources in ways that reduce inequities and build economic resiliency for those communities most negatively impacted by asset poverty.](#)²²

GOAL 5: A Community that Celebrates and Invites Diversity.

Policy 5.1 [Foster a business community in Tukwila that welcomes and empowers residential and business diversity in all its forms while capturing increased market share and building resilience to economic shocks.](#)

Policy 5.2 [Seek to understand the dynamics, needs, and relationships that characterize the minority and immigrant owned business community in Tukwila.](#)

Policy 5.3 [Celebrate the cultural diversity of local communities as a means to enhance social capital, neighborhood cohesion, the county's global relationships, and support for cultural and arts institutions.](#)²³

Policy 5.4 [Promote business diversity by signaling public sector support and ensure public investment decisions protect culturally significant economic assets and advance the](#)

¹⁸ [King County Countywide Planning Policy K EC-8](#)

¹⁹ [King County Countywide Planning Policy K EC-9](#)

²⁰ [King County Countywide Planning Policy K EC-10](#)

²¹ [King County Countywide Planning Policy K EC-11](#)

²² [King County Countywide Planning Policy K EC-27](#)

²³ [King County Countywide Planning Policy K EC-14](#)

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business interests of Black, Indigenous, and other People of Color communities; immigrant and refugees; and other marginalized communities.²⁴

Policy 5.5 Eliminate and correct for historical and ongoing disparities in income, employment, and wealth by building opportunities for Black, Indigenous, and other People of Color; women; and other intersecting marginalized identities.²⁵

Policy 5.6 Promote an economic climate that is supportive of business formation, expansion, and retention, and that emphasizes the importance of small businesses, locally owned businesses, women-owned businesses, and businesses with Black, Indigenous, and other People of Color; immigrant and refugee; LGBTQIA+; disabled; and women-owned or -led businesses, in creating jobs.²⁶

Policy 5.7 Stabilize and prevent the economic displacement of small, culturally relevant businesses and business clusters during periods of growth, contraction, and redevelopment. Mitigate displacement risks through monitoring and adaptive responses.²⁷

Community Well-Being

GOAL 2.1

~~Tukwila has a strong role as a regional business and employment center which allows it to enhance and promote the community's well-being~~

POLICIES

~~2.1.1—Develop the tools needed to improve the economic development climate.~~

~~2.1.2—Strengthen Tukwila's engagement and partnership with other jurisdictions, educational institutions, agencies, economic development organizations, and local business associations to encourage business creation, retention and growth, and to implement interlocal and regional strategies.~~

~~2.1.3—Expand access to quality, healthy, affordable and culturally appropriate food and groceries for Tukwila residents.~~

²⁴ [King County Countywide Planning Policy K EC-28](#)

²⁵ [King County Countywide Planning Policy K EC-15](#)

²⁶ [King County Countywide Planning Policy K EC-7](#)

²⁷ [King County Countywide Planning Policy K EC-29](#)

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~~2.1.4—Monitor City actions and impacts on the local economy and review economic development incentives for all sizes of businesses.~~

~~2.1.5—Continue to fund economic development staff to serve as a single contact point and information source for the business community.~~

~~2.1.6—Leverage capital improvement funds to encourage in-fill, land assembly, redevelopment, and land conversion for family wage jobs, but only if concurrent with substantial private actions.~~

~~2.1.7—Partner with the private sector to fund infrastructure as part of a sub-area plan, in order to encourage redevelopment and as an inducement to convert outdated and underutilized land and buildings to high valued and/or appropriate land uses.~~

~~2.1.8—Consider non-financial ways (such as brokering and interlocal agreements) to assist industrial land owners to comply with State and federal government environmental remediation requirements.~~

~~2.1.9—Consider a public-private partnership to examine creating a small business incubator space in the City.~~

~~2.1.10—Improve Tukwila’s image, participation and influence in regional forums, especially those that influence Tukwila’s future and interests.~~

~~2.1.11—Promote understanding of the interdependencies and mutual interests among Tukwila businesses, residents and the City of Tukwila.~~

~~2.1.12—Promote an economic climate that supports business formation, expansion and retention, emphasizing the importance of the City’s entrepreneurs and small businesses in creating jobs.~~

~~2.1.13—Seek funds from non-City sources for use by the City to directly encourage economic development.~~

~~2.1.14—Design and support human service programs, such as partnerships for interns and job training in higher wage industries, to enhance the economic well-being of the City’s residents.~~

~~2.1.15—Promote Tukwila as a regional confluence of commerce, housing and entertainment.~~

~~2.1.16—Promote and preserve economic use of industrial lands outside the Manufacturing Industrial Center (MIC) through appropriate buffering requirements and use restrictions.~~

~~2.1.17—Include standards in the development regulations for industrial uses that adequately mitigate potential adverse impacts on surrounding properties and public facilities and services.~~

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~~2.1.18—Actively promote development in the Southcenter area by supporting existing uses, proactively developing programs and incentives to attract new businesses, investing in infrastructure and public amenities, and encouraging business owners and developers to invest in the quality of both the built and natural environment.~~

~~Implementation Strategies~~

- ~~● Develop an Economic Development Plan.~~
- ~~● Consider preparing overall area environmental impact statements for the Interurban/West Valley Highway corridor and Tukwila International Boulevard area.~~
- ~~● Develop a freight mobility plan that addresses the efficient and safe movement of freight in the City, while also ensuring that impacts to adjacent land uses are reduced and, where possible, eliminated.~~
- ~~● Zoning regulations that facilitate commercial in-fill development and redevelopment consistent with the Comprehensive Plan vision.~~
- ~~● Take joint owner-City-regulatory agency environmental remediation actions to facilitate brownfield redevelopment and in-fill.~~
- ~~● Focus public infrastructure investment to provide capacity in areas targeted for growth.~~
- ~~● Create Local Improvement Districts to finance specific transportation and utility in-fill improvements.~~
- ~~● Identify and eliminate confusing or outdated regulations.~~
- ~~● Encourage redevelopment through an informed business and real estate community.~~
- ~~● Support collaborative marketing initiatives with businesses.~~
- ~~● Partner with a broad range of non-profits, businesses and public sector agencies to develop a facility for food-related workforce development and entrepreneurship training.~~
- ~~● Support environmentally sustainable practices by offering energy and resource conservation and solid waste and energy reduction assistance programs for businesses, property owners and managers.~~
- ~~● Encourage businesses to incorporate environmental and social responsibilities into their practices.~~
- ~~● Increase communication between the City of Tukwila and Tukwila businesses using innovative community engagement models.~~
- ~~● Support business skills training for entrepreneurs and small businesses through partnerships with universities, colleges, community colleges, community-based organizations and other third parties.~~
- ~~● Support the food economy, including production, processing, wholesaling and distribution, as a means to provide job training, employment opportunities and increased access to healthy food for the diverse community.~~
- ~~● Support public/private partnerships to enhance existing and future business activity in the Urban Center.~~
- ~~● Work with local chambers of commerce on business retention, business development, outreach and joint efforts to promote the City.~~
- ~~● Collaborate with local school districts to improve the educational opportunities for Tukwila school children.~~

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- ~~• Consider providing information about City hiring processes and job openings at City-sponsored events and in City communications.~~

RELATED INFORMATION

King County Countywide Planning Policies (2022)

Vision 2050 (2021)

Economic Development Element Background Memo (*when available*)



TO: Planning Commission
FROM: Nancy Eklund, AICP, Long Range Planning Manager
DATE: September 12, 2023
SUBJECT: Tukwila 2024-2044 Comprehensive Plan – Draft Utilities Element

ISSUE

This is a briefing to the Planning Commission on the proposed updates to the Utilities Element of the Comprehensive Plan.

BACKGROUND

Public Works, TIS, and Community Development Department Staff have been updating the Utilities Element. There are only a few changes in this element, largely reflecting updates due to information being no longer accurate or current, new “best practice” information, and updated guidance from regional policy document (King County Countywide Planning Policies and Vision 2050).

Other items to note about the draft element:

- Implementation Strategies - This Element will also contain Implementation Strategies, however those continue to be refined by the various departments to ensure that they are consistent with intended work programs by City Departments. The final list will be provided to the PC later this year.
- This Element is currently #12 in the Comprehensive Plan. Because we are consolidating the various elements, that numbering has been removed for the draft. When we finalize the plan, the Element will be renumbered.
- The footnotes in Clean version may be relevant only for the track changes version.

RECOMMENDATION

Staff recommends that the Planning Commission consider the draft Utilities Element and move it forward to a later date in late winter 2024 when the entire draft Plan (including the Implementation Strategies) will be available for review, followed by a public hearing.

ATTACHMENTS

- A. Utilities Element (proposed changes integrated)
- B. Utilities Element (strikeout/underline version)

Existing Comprehensive Plan (with proposed changes)

- * Provide references (source, date, page) for all data added
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PURPOSE

The availability and adequacy of utility facilities and services are closely linked to other comprehensive plan elements and goals. The City of Tukwila provides a range of utility facilities and services and also relies on other public and private agencies to provide many of these services.

Sewer, water, surface water management, solid waste, electricity, natural gas and telecommunications are addressed in this Element. Policies pertaining to utilities and vegetation are located in the Natural Environment element. The Utilities Element profiles both City and non-City-owned utilities operating within Tukwila. Sewer and water services are provided by the City, adjacent municipalities, and special districts. Surface water drainage is managed locally, but with interjurisdictional and watershed wide cooperative planning and management. The remaining utilities are provided to residents and businesses through franchise agreements between the City and service providers.

The Utilities Element establishes a basis for decision-making that is consistent with Washington's Growth Management Act, the Puget Sound Regional Council's Vision 2050, and King County's Countywide Planning Policies, including targets for housing units and employment, which are a basis for determining demand for utility services and infrastructure. These State and regional requirements are fulfilled by the Utilities Background Report, Comprehensive Sanitary Sewer Plan, Comprehensive Water Plan, and the Surface Water Comprehensive Plan. These documents, along with the six-year Capital Improvement Program and the City of Tukwila budget, are adopted by reference in Tukwila's Comprehensive Plan.

Informational block:

TUKWILA UTILITY PROVIDERS WATER

City of Tukwila

City of Seattle

City of Renton

King County Water District #20

King County Water District #125

Highline Water District

SEWER

City of Tukwila

City of Seattle

City of Renton

Valley View Sewer District

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SURFACE WATER

City of Tukwila

ELECTRICITY

Puget Sound Energy

Seattle City Light

NATURAL GAS

Puget Sound Energy

REGULATORY REQUIREMENTS

This element is consistent with Washington State GMA, PSRC Vision 2050, and King County County-wide Planning Policies requirements for utilities planning, based on housing and employment targets.

These requirements are fulfilled by the following documents:

Utilities Background Report

Comprehensive Sanitary Sewer Plan

Comprehensive Water Plan

Comprehensive Surface Water Management Plan

ISSUES

Several key issues in meeting the utility needs of the City are addressed in this Utilities Element:

Service Extensions. Planned extensions of utility services are based on existing needs, or to accommodate planned growth or growth targets.

Coordination of Service Providers. The City-managed utilities must coordinate with adjacent providers that provide utility services to portions of the City. Coordination among Tukwila's three non-City sewer and five non-City water districts is critical.

Concurrency and Implications for Growth. Utility projects and other capital facilities must be developed so that improvements are in place by the time they are needed, to address growth and to accommodate growth targets.

Environmental Sustainability. Utility planning and operations requires compliance with federal and state laws including the Clean Water Act, NPDES, ESA, State Waste Discharge Permit, and contribute to watershed-wide restoration efforts to preserve the quality of the natural environment.

Existing Comprehensive Plan (with proposed changes)

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Residential Neighborhood and Sub-Area Vitality. City-planned utility improvements and extensions place priority on improving and sustaining residential neighborhood quality and livability. Utility investments affect neighborhood quality of life and the ability to realize established visions for specific sub-areas.

System Rehabilitation, Replacement, and Retrofit. Much of the City’s utility infrastructure has reached or is near its life expectancy. Rehabilitation or replacement of these systems is needed to ensure their continued reliability. Federal, State and, local polices require utility system improvements to comply with new regulations.

SYSTEM DESCRIPTIONS

WATER AND SEWER

The City of Tukwila purchases all of its water from the Cascade Water Alliance under a contract through the year 2064. Tukwila’s Comprehensive Water System Plan identifies areas of water supply and distribution deficiency, and the six-year Capital Improvement Plan proposes corrective improvements. See Map 12-1.

The Tukwila sewer system is exclusively a collector system with no treatment component. King County DNRP Wastewater Treatment Division provides Regional wastewater treatment at the South Treatment Plant in Renton. The Comprehensive Sewer System Plan identifies deficiencies in the system, and corrective improvements are proposed in the six-year Capital Improvement Plan. See Map 12-2.

Certain areas of the City are served by other water and sewer providers, which develop their own plans in coordination with the City of Tukwila.

Tukwila’s Comprehensive Water System and Sewer System Plans are adopted by reference as part of the Comprehensive Plan. Those system plans identify present and future improvements and establish certain required levels of service and priorities for system improvements. Level of service standards are also established by applicable Board of Health regulations, the Uniform Plumbing Code, and the Uniform Fire Code. Consistent with State mandates, Tukwila revises and updates system plans to assure consistency with the Comprehensive Plan and the Capital Improvement Program.

SURFACE WATER MANAGEMENT

Tukwila’s surface water system consists of both built stormwater drainage infrastructure and surface waters such as rivers and creeks. All of the city’s sub-basins drain to the the Green/Duwamish River. For locations of surface water management facilities, see Map12-3.

Existing Comprehensive Plan (with proposed changes)

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The Surface Water Comprehensive Plan contains an inventory of existing facilities and identifies current system deficiencies and planned improvements. It evaluates the system under present development conditions and identifies remedies for segments of the system where problems exist or are likely to develop in the future as a result of growth and development. Proposed improvements are included in the Six-Year Capital Improvement Program (CIP).

The City reviews and updates its Surface Water Management Plan annually to assure consistency with this Plan, State and local regulations, the CIP, and other ongoing City planning processes.

Map 12-1: Water Districts

Map 12-2: Tukwila Sewer System

Map 12-3: Surface Water Management Facilities

Image

TURNING WASTE INTO ENERGY

King County's Cedar Hills Landfill is the destination for much of Tukwila's solid waste.

The landfill has a gas-to-energy project which leads to cleaner air and reductions in greenhouse gas emissions. In 2021, the landfill generated an average of about 6,500 standard cubic feet per minute of landfill gas. This gas is transmitted to the Bio Energy Washington (BEW) gas-to-energy plant and converted into pipeline-quality biogas. The renewable gas produced equals the amount of energy needed to meet the natural gas needs of over 17,500 homes in King County.

Image source: King County Solid Waste Division

SOLID WASTE

Solid Waste collection, transportation and disposal in Tukwila is governed by State and local regulations, an interlocal agreement with King County, and collection contracts with solid waste providers. Through a competitive ten-year contract with the City, as of November 1, 2023, Recology provides comprehensive garbage, recyclings, and food and yard waste collection services to residential, multifamily, and commercial customers. Residential garbage collection is voluntary.

The City's solid waste is ultimately taken to King County's Cedar Hills Landfill for disposal. As part of the Solid Waste Interlocal Agreement (ILA) with King County, Tukwila and other parties

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will develop plans and alternatives to waste disposal at Cedar Hills Landfill in advance of its closure in 2038.

ELECTRIC POWER

Electric power involves both transmission systems and distribution systems. Tukwila’s electric power is provided by Puget Sound Energy, with approximately 3,800 customers, and Seattle City Light, serving approximately 5,700 residential and 1,000 commercial customers in Tukwila. Both companies operate under non-exclusive franchise agreements with the City. See Map 12-4.

Electrical Service Providers

Map 12-4: Electric Service Providers

Plans from both Seattle City Light and Puget Sound Energy place a priority on using energy conservation as a way to increase service capacity. Puget Sound Energy estimates that half of its long-term need for electric power can be met by energy efficiency and additional wind-power. The rest is likely to be met with added natural gas-fired resources. To meet future demand, some new transmission lines and substations will be built in Tukwila, and existing ones rebuilt and/or maintained. Distribution plans include line and station projects. Future distribution improvements will be required to meet the demands of Tukwila’s projected growth. Seattle City Light’s plans for future distribution capacity include additional feeder capacity that is expected to meet demand in Tukwila through the year 2031. Seattle City Light intends to meet electrical load growth through conservation and new generation resources powered by renewable energy.

NATURAL GAS

Puget Sound Energy, an investor-owned utility, builds, operates and maintains natural gas facilities serving approximately 3,400 customers in Tukwila. Puget Sound Energy covers virtually all of Tukwila with their main distribution lines. The utility foresees no difficulties in meeting future demand during the planning period. No major improvement projects are planned at this time. For natural gas service areas in Tukwila, see Map 12-5.

TELECOMMUNICATIONS

As telecommunications technologies have evolved, convergence of these technologies has occurred, resulting in multiple communication services migrating into consolidated networks.

Telecommunications in Tukwila includes both wired and wireless telephone services, cable and satellite television, and high-speed broadband technology. Through partnerships with franchised telecommunications companies, internal public works projects and completion of capital projects, the City has a robust conduit infrastructure that would enable and facilitate

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future fiber optic connectivity projects benefitting the City, its residents and businesses, and project partners. The City has joined a connectivity consortium of cities and other public partners that would construct and maintain a regional fiber-optic telecommunications system. This fiber-optic system would provide redundancies, enhance communications networks, and emergency operations.

Natural Gas Provider

Map 12-5: Natural Gas Service

CABLE AND SATELLITE TELEVISION

The City of Tukwila has a non-exclusive franchise agreement with Comcast Corporation to construct, operate and maintain a cable system in compliance with Federal Communications Commission (FCC) regulations. Comcast’s network provides high-definition television capacity and high-speed internet access through cable modems, and includes coaxial and fiber optic cabling systems deployed both underground and overhead using utility poles leased from power and telephone companies.

Satellite television competes directly with cable television by delivering hundreds of channels directly to mini-dishes installed in homes and businesses throughout Tukwila.

WIRELINE AND WIRELESS COMMUNICATIONS

Many companies offer telecommunications services including integrated voice and data, and voice over internet protocol(VoiP) technology. CenturyLink, the Incumbent Local Exchange Carrier (ILEC), is now joined by several Competitive Local Exchange Carriers (CLECs) in providing more communications service options to Tukwila residents and businesses.

With expansion of telecommunications infrastructure, new technologies and competition, telecommunications utilities are expected to meet voice, video and broadband demands during the planning period.

GOALS, POLICIES AND STRATEGIES

GOAL 1 Utility services and facilities that meet the community’s current and future needs in a safe, reliable, efficient, economic, and environmentally responsible manner.

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➤ *POLICIES FOR CITY-MANAGED UTILITIES*

Service Extensions

- Policy 1.1** Ensure that the City of Tukwila utility functional plans and operations meet applicable federal, State, regional and county requirements and regulations to address health and safety requirements, address deficiencies, and assure quality of service.
- Policy 1.2** Require the use of Tukwila’s applicable service standards to design and construct all utility service extensions.
- Policy 1.3** Base the extension and sizing of utility system components on applicable design standards and Comprehensive Plan development priorities.
- Policy 1.4** Ensure that new development, redevelopment, and other actions within the City of Tukwila’s jurisdiction do not cause significant adverse upstream or downstream impacts on flooding, erosion, and natural resources within and outside of Tukwila’s jurisdiction.¹

Coordination of Service Providers

- Policy 1.5** Coordinate with service providers for reliable and cost-effective utility services to the public.
- Policy 1.6** Coordinate with other jurisdictions and agencies in planning and implementing utility operations, facility additions and improvements located in or affecting multiple jurisdictions.
- Policy 1.7** Participate in the regulation of all water, sewer, and surface water utility services within the City’s boundaries.
- Policy 1.8** Allow utility service outside City boundaries only when required by adjustments to City limits or to provide temporary service due to emergency.
- Policy 1.9** Establish and maintain franchises and working agreements with electricity, gas, sewer, and water utilities currently operating within the City limits, to ensure that the level of service provided is consistent with the City’s requirements and revitalization plans.

¹ Environmental policy

Existing Comprehensive Plan (with proposed changes)

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Policy 1.10 Allow special-purpose sewer and water districts to continue to operate and serve Tukwila residents and businesses, when appropriate.

Concurrency and Implications for Growth

Policy 1.11 Schedule and phase utility extensions to occur concurrently with expected growth and development.²

Policy 1.12 Approve development only if adequate utilities are available when a need is created for those facilities, or within a reasonable period as required by State law.

Environmental Sustainability

Policy 1.13 Provide environmentally sound and sustainable operations with cost-effective methods in water, sewer and surface water management utilities operations.

Policy 1.14 Make conservation and efficiency efforts an integral part of Tukwila’s utility operations and management.³

Policy 1.15 Promote energy efficiency, conservation methods, and sustainable energy sources in utility operations to support climate change reduction goals.

Policy 1.16 Consider Tukwila’s Urban Forest together with other green stormwater infrastructure systems – during utility planning, design, installation and/or maintenance – to ensure that trees and water quality are protected.

Policy 1.17 Require water reuse and reclamation, where feasible, especially for high-volume non- potable water users such as parks, schools, and golf courses.⁴

Neighborhood and Sub-Area Vitality

Policy 1.18 Give priority to the City’s regional growth and manufacturing/industrial centers, while balancing the needs of residential neighborhoods for City-planned utility improvements and extensions.

Policy 1.19 Design, construct, and maintain facilities to minimize impacts on adjacent neighborhoods and businesses.

² Supporting a PSRC-RGC requirements (Public Services)

³ Partial for King County Countywide Planning Policy K_PF-10

⁴ King County Countywide Planning Policy, PF-11

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Water Utility

Policy 1.20 Actively participate in determining a regional solution to Tukwila’s water supply and addressing the potential impacts of climate change and fisheries protection on regional water resources.⁵

Policy 1.21 Provide safe, reliably-maintained and sustainable water service for domestic, commercial, industrial, fire flow and water emergency uses, to meet present and future needs.⁶

Equity

Policy 1.22 Promote affordable and equitable access of public services, including drinking water and telecommunication infrastructure, to provide access to all communities, especially underserved communities⁷

Sewer Utility

Policy 1.23 Serve all existing and potential residences and businesses with a sewer utility.

Policy 1.24 Replace failing septic systems within the city with sanitary sewers or alternative technology that is comparable or better.⁸

Surface Water Utility

Policy 1.25 Serve all of Tukwila’s residences and businesses with a surface water utility.

Policy 1.26 Provide capital, maintenance, education, and enforcement programs as a function of the surface water utility.

Policy 1.27 Require low impact development techniques including green stormwater infrastructure for both development and redevelopment projects.

Policy 1.28 Apply an adopted surface water design manual and all appendices as the minimum requirement for all development projects and other actions that could cause or worsen flooding, erosion, water quality and habitat problems, for both upstream and downstream development.

Policy 1.29 Coordinate water quality improvement programs with adjoining jurisdictions whose surface waters flow into or through Tukwila.

⁵ King County Countywide Planning Policy K_PF-5

⁶ King County Countywide Planning Policy K_PF-6

⁷ Vision 2050, MPP-PS-2, PS-16, PS-22

⁸ MPP-PS-11

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Policy 1.30 Use the Surface Water Fund to retrofit surface water systems to improve water quality, support forest conservation and restoration, restore aquatic and riparian habitat and enhance fish passage, by establishing:

- A water quality retrofit program that prioritizes projects based on need, benefit and other criteria, and takes into account Washington Department of Ecology’s expanded listing of impaired water bodies; and
- A Habitat restoration programs that restore aquatic and riparian habitats and remove fish barriers. Project priorities are based on on habitat needs, benefits and other criteria and meet regulatory requirements.
- An urban canopy preservation program that emphasizes supports Citywide canopy preservation policies and strategies.

Policy 1.31 Encourage the retention and planting of trees for their beneficial effects on surface water runoff, including flow attenuation, water quality enhancements and temperature reduction including through the use of Green Stormwater Infrastructure, such as rain gardens.

UTILITIES NOT OPERATED BY THE CITY

Aside from water, sewer and surface water management, most utilities serving the residents of Tukwila are not owned or operated by the City. While the City can provide input on planning efforts for these utilities, it does not directly control service rates or the exact location of new infrastructure.

Private utilities are required to obtain any City permits necessary to operate or install infrastructure within the City and must comply with all applicable City and State regulations.

Image Source: Puget Sound Energy

➤ *POLICIES FOR NON-CITY-OWNED UTILITIES*

Non-City-owned utilities develop strategic and operational plans with varying degrees of input and involvement from the City. They set capacity and service levels on an area-wide basis, and rely on the local government’s involvement to ensure that capacity is sufficient.

As a condition of applying for a permit, new development that uses non-City owned water and sewer utilities is required to obtain a letter of service availability. This letter establishes that utility service meeting City standards is either available or will be available prior to occupancy.

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The electric power and natural gas utilities project adequate capacity during the 20-year planning period, assuming responsible use of these resources. Electric utility capacity is set regionally, with Tukwila’s needs determined and provided for as part of an area-wide system. Similarly, natural gas is provided via a regional delivery system.

With new technologies, telecommunications utilities project virtually limitless capacity within the planning horizon.

Through long-term Interlocal Agreements (ILAs), the solid waste system will continue to be upgraded to meet Tukwila’s current and future needs. The Cedar Hills Landfill expects to reach full capacity in 2025. The current ILA that expires in 2040 addresses the process that cities and King County will follow to develop disposal options prior to Cedar Hills Landfill reaching its full capacity. Tukwila and other suburban cities participate in planning and contribute to reaching regional goals via their recycling and waste reduction strategies and practices.

General Policies

- Policy 1.32** Actively coordinate project implementation with individual utilities, based on Tukwila’s Comprehensive Plan and development regulations.
- Policy 1.33** Require new development that uses non-City-owned water and sewer utilities to obtain a letter of service availability as a condition of receiving a Tukwila permit.
- Policy 1.34** Require utilities operating in the right-of-way to obtain a franchise that includes service levels and requirements meeting Comprehensive Plan forecasts and other applicable federal, State, and local regulations.
- Policy 1.35** Encourage utilities to consolidate facilities, use existing transportation corridors, and minimize visual impacts of facilities, where technically feasible.
- Policy 1.36** Encourage communication between the City of Tukwila, the Washington Utilities and Transportation Commission, and the utilities regarding cost distribution and rate-setting for existing and proposed facilities and services.
- Policy 1.37** All new electrical and communication facilities shall be constructed underground, unless specifically exempted by the Tukwila Municipal Code or determined by the City Council to be financially impractical.
- Policy 1.38** If a utility relocation is required by a public works project – such as a street widening project, utility repairs or upgrades – or any major replacement of aerial

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facilities, the relocated/replaced facilities shall be underground, unless the City determines that doing so is not in the best interest of the public.

Policy 1.39 Recognize and support agreements with water purveyors to promote effective conveyance of water supplies and secure adequate supplies for emergencies.⁹

Telecommunications

Policy 1.40 Provide telecommunication infrastructure to serve growth and development in a manner consistent with Tukwila’s vision, as outlined in the Comprehensive Plan.

Policy 1.41 Encourage the equitable provision of telecommunication infrastructure and affordable, convenient, and reliable broadband internet access to businesses, and households of all income levels, with a focus on underserved areas.¹⁰

Solid Waste Management

Policy 1.42 Reduce the solid waste stream and encourage reuse and recycling.¹¹

Policy 1.43 Maintain a comprehensive solid waste management program that includes environmental responsibility and sustainability, competitive rates, and customer service excellence for Tukwila’s residential, multifamily, and commercial customers.

Policy 1.44 As current franchise agreements expire in areas annexed to the City, provide waste management services that are consistent with that provided to other areas of the City.¹²

Policy 1.45 Encourage and actively participate in a uniform regional approach to solid waste management.

Electric and Gas Utility

Policy 1.46 Reduce the rate of energy consumption, and use efficiency and conservation as a means to lower energy costs and mitigate environmental impacts associated with traditional energy supplies.¹³

⁹ King County Countywide Planning Policies, K_PF-9 - policy has been pared back from scope of original

¹⁰ King County Countywide Planning Policies, PF-17

¹¹ King County Countywide Planning Policies, K_PF-14

¹² This is a clarification of the circumstances – it relates to waste disposal in Tukwila South.

¹³ King County Countywide Planning Policies, K_PF-15

Existing Comprehensive Plan (with proposed changes)

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Policy 1.47 Promote use of renewable and alternative energy resources to help meet long-term energy needs, reduce environmental impacts associated with traditional energy supplies, and increase community sustainability.¹⁴

Policy 1.48 Ensure that development regulations are consistent with and do not otherwise impair fulfilling public service and other obligations imposed by federal and State law.

Policy 1.49 Actively support the greenhouse gas reduction policies pertaining to utilities described in the Natural Environment Element of this Comprehensive Plan (*These policies will be listed as noted below*)¹⁵.

¹⁴ King County Countywide Planning Policies, K_PF-16

¹⁵ In the interests of reducing repetitiveness in the Plan, policies pertaining to the reduction of greenhouse gases have been moved to the Natural Environment element.

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RELATED INFORMATION

Utilities Background Report

Tukwila Water Plan

Tukwila Sewer Plan

Tukwila Surface Water Plan

Tukwila Capital Improvement Program (CIP)

Valley View Sewer District

City of Renton Utilities

City of Seattle (Water, Sewer)

Highline Water District

King County Water District #125

King County Water District #20

Puget Sound Energy (Electric, Natural Gas)

Seattle City Light

Waste Management, Inc. (Solid Waste, Recycling)

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City of Renton

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King County Water District #125

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SEWER

City of Tukwila

City of Seattle

City of Renton

Valley View Sewer District

SURFACE WATER

City of Tukwila

ELECTRICITY

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Environmental Sustainability. Utility planning and operations requires environmental compliance with federal and state laws including the ~~protection~~Clean Water Act, NPDES, ESA, State Waste Discharge Permit, and contribute to ~~and watershed-~~wide restoration efforts, to preserve the quality of the natural environment and its contributions to human health and vitality.

Residential Neighborhood and Sub-Area Vitality. City-planned utility improvements and extensions place priority on improving and sustaining residential neighborhood quality and livability. Utility investments affect neighborhood quality of life and the ability to realize established visions for specific sub-areas.

System Rehabilitation, Replacement, and Retrofit. Much of the City’s utility infrastructure has reached or is near its life expectancy. Rehabilitation or replacement of these systems is needed to ensure their continued reliability. Federal, State and, local polices require utility system improvements to comply with new regulations.

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WATER AND SEWER

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The Tukwila sewer system is exclusively a collector system with no treatment component. King County DNRP Wastewater Treatment Division provides Regional wastewater treatment at the South Treatment Plant in Renton. The Comprehensive Sewer System Plan identifies deficiencies

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in the system, and corrective improvements are proposed in the six-year Capital Improvement Plan. See Map 12-2.

Certain areas of the City are served by other water and sewer providers, which develop their own plans in coordination with the City of Tukwila.

Tukwila’s Comprehensive Water System and Sewer System Plans are adopted by reference as part of the Comprehensive Plan. Those system plans identify present and future improvements, and establish certain required levels of service and priorities for system improvements. Level of service standards are also established by applicable Board of Health regulations, the Uniform Plumbing Code, and the Uniform Fire Code. Consistent with State mandates, Tukwila revises and updates system plans to assure consistency with the Comprehensive Plan and the Capital Improvement Program.

SURFACE WATER MANAGEMENT

Tukwila’s surface water ~~drainage~~ system consists of both [built stormwater drainage infrastructure](#) ~~drainage improvements~~ and ~~the natural drainage of the area~~ [surface waters such as rivers and creeks](#). ~~Except for a small area in the Ryan Way neighborhood, All of the city’s sub-basins~~ [drainage drain to the](#) ~~is ultimately to~~ the Green/Duwamish River. For locations of surface water management facilities, see Map12-3.

The ~~Comprehensive~~ Surface Water ~~Management~~ [Comprehensive](#) Plan contains an inventory of existing facilities and identifies current system deficiencies and planned improvements. It evaluates the system under present development conditions and identifies remedies for segments of the system where problems exist or are likely to develop in the future as a result of growth and development. Proposed improvements are included in the Six-Year Capital Improvement Program (CIP).

The City reviews and updates its Surface Water Management Plan ~~annually~~ [regularly](#) to assure consistency with this Plan, State and local regulations, the CIP, and other ongoing City planning processes.

Map 12-1: Water Districts

Map 12-2: Tukwila Sewer System

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Map 12-3: Surface Water Management Facilities

Image source: ~~King County Solid Waste Division~~

TURNING WASTE INTO ENERGY

~~King County's Cedar Hills Landfill, which is the destination for much of Tukwila's solid waste, is also the site of the nation's third largest landfill gas energy project. Methane gas from garbage is processed and purified, then sold to Puget Sound Energy power plants to be used to generate electricity.~~

The landfill has a gas-to-energy project which leads to cleaner air and reductions in greenhouse gas emissions. In 2021, the landfill generated an average of about 6,500 standard cubic feet per minute of landfill gas. This gas is transmitted to the Bio Energy Washington (BEW) gas-to-energy plant and converted into pipeline-quality biogas. The renewable gas produced equals the amount of energy needed to meet the natural gas needs of over 17,500 homes in King County.

~~Converting landfill gas to electricity in this way reduces the landfill's greenhouse gas emissions and provides additional revenue to the County's Solid Waste Division, keeping disposal rates low for residents across King County.~~

Image source: King County Solid Waste Division

SOLID WASTE

Solid Waste collection, transportation and disposal in Tukwila is governed by State and local regulations, an interlocal agreement with King County, and collection contracts with solid waste providers. Through a competitive ~~ten~~ multi-year contract with the City, as of November 1, 2023, Recology provides comprehensive garbage, recycling, and food and yard-waste collection services to residential, multi-family, and commercial customers. Residential garbage collection is voluntary.

~~Tukwila has considered implementing mandatory garbage collection to curb illegal dumping, litter and accumulation of trash/garbage on private property, but garbage collection remains~~

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~~voluntary. Approximately 75% of Tukwila residents subscribe to curbside garbage services, and the remaining 25% either self-haul to King County’s Bow Lake Transfer Station in Tukwila or use other disposal methods.~~

The City’s solid waste is ultimately taken to King County’s Cedar Hills Landfill for disposal. As part of the Solid Waste Interlocal Agreement (ILA) with King County, Tukwila and other parties will develop plans and alternatives to waste disposal at Cedar Hills Landfill in advance of its closure in 2038~~25~~.

ELECTRIC POWER

Electric power involves both transmission systems and distribution systems. Tukwila’s electric power is provided by Puget Sound Energy, with approximately 3,800 customers, and Seattle City Light, serving approximately 5,700 residential and 1,000 commercial customers in Tukwila. Both companies operate under non-exclusive franchise agreements with the City. See Map 12-4.

Electrical Service Providers

Map 12-4: Electric Service Providers

Plans from both Seattle City Light and Puget Sound Energy place a priority on using energy conservation as a way to increase service capacity. Puget Sound Energy estimates that half of its long-term need for electric power can be met by energy efficiency and additional wind-power. The rest is likely to be met with added natural gas-fired resources. To meet future demand, some new transmission lines and substations will be built in Tukwila, and existing ones rebuilt and/or maintained. Distribution plans include line and station projects. Future distribution improvements will be required to meet the demands of Tukwila’s projected growth. Seattle City Light’s plans for future distribution capacity include additional feeder capacity that is expected to meet demand in Tukwila through the year 2031. Seattle City Light intends to meet electrical load growth through conservation and new generation resources powered by renewable energy.

NATURAL GAS

Puget Sound Energy, an investor-owned utility, builds, operates and maintains natural gas facilities serving approximately 3,400 customers in Tukwila. Puget Sound Energy covers virtually all of Tukwila with their main distribution lines. The utility foresees no difficulties in meeting

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future demand during the planning period. No major improvement projects are planned at this time. For natural gas service areas in Tukwila, see Map 12-5.

TELECOMMUNICATIONS

As telecommunications technologies have evolved, convergence of these technologies has occurred, resulting in multiple communication services migrating into consolidated networks.

Telecommunications in Tukwila includes both wired and wireless telephone services, cable and satellite television, and high-speed broadband technology. Through partnerships with franchised telecommunications companies, internal public works projects and completion of capital projects, the City has a robust conduit infrastructure that would enable and facilitate future fiber optic connectivity projects benefitting the City, its residents and businesses, and project partners. The City has joined a connectivity consortium of cities and other public partners that would construct and maintain a regional fiber-optic telecommunications system. This fiber-optic system would provide redundancies, enhance communications networks, and emergency operations.

Natural Gas Provider

Map 12-5: Natural Gas Service

CABLE AND SATELLITE TELEVISION

The City of Tukwila has a non-exclusive franchise agreement with Comcast Corporation to construct, operate and maintain a cable system in compliance with Federal Communications Commission (FCC) regulations. Comcast’s network provides high-definition television capacity and high-speed internet access through cable modems, and includes coaxial and fiber optic cabling systems deployed both underground and overhead using utility poles leased from power and telephone companies.

Satellite television competes directly with cable television by delivering hundreds of channels directly to mini-dishes installed in homes and businesses throughout Tukwila.

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WIRELINE AND WIRELESS COMMUNICATIONS

Many companies offer telecommunications services including integrated voice and data, and voice over internet ~~protocol~~ telephony (VoIP) technology. CenturyLink, the Incumbent Local Exchange Carrier (ILEC), is now joined by several Competitive Local Exchange Carriers (CLECs) in providing more communications service options to Tukwila residents and businesses.

With expansion of telecommunications infrastructure, new technologies and competition, telecommunications utilities are expected to meet voice, video and broadband demands during the planning period.

GOALS, POLICIES AND STRATEGIES

GOAL ~~12.1~~___

Utility services and facilities that meet the community’s current and future needs in a safe, reliable, efficient, economic, and environmentally responsible manner.

➤ POLICIES FOR CITY-MANAGED UTILITIES

Service Extensions

~~12.~~Policy 1.1 Ensure that the City of Tukwila utility functional plans and operations meet applicable federal, State, regional and county requirements and regulations to address health and safety requirements, address deficiencies, and assure quality of service.

Policy 1.2~~12.1.2~~ Require the use of Tukwila’s applicable service standards to design and construct all utility service extensions.

Policy 1.3~~12.1.3~~ Base the extension and sizing of utility system components on applicable design standards and Comprehensive Plan development priorities.

Policy 1.4~~12.1.4~~ Ensure that new development, redevelopment, and other actions within the City of Tukwila’s jurisdiction do not cause significant adverse upstream or

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downstream impacts on flooding, erosion, and natural resources within and outside of Tukwila’s jurisdiction.¹

Coordination of Service Providers

Policy 1.5~~12.1.5~~ Coordinate with service providers for reliable and cost-effective utility services to the public.

Policy 1.6~~12.1.6~~ Coordinate with other jurisdictions and agencies in planning and implementing utility operations, facility additions and improvements located in or affecting multiple jurisdictions.

Policy 1.7~~12.1.7~~ Participate in the regulation of all water, sewer, and surface water utility services within the City’s ~~eventual~~ boundaries.

~~12.1.8 Consider annexing~~Continue partnering with water and sewer providers, when requests by or within the Districts occur, or to achieve efficiencies and minimum levels of service for customers of the Districts.

Policy 1.8~~12.1.9~~ Allow utility service outside City boundaries only when required by adjustments to City limits or to provide temporary service due to emergency.

Policy 1.9~~12.1.10~~ Establish and maintain franchises and working agreements with electricity, gas, sewer, and water utilities currently operating within the City limits, to ensure that the level of service provided is consistent with the City’s requirements and ~~neighborhood~~ revitalization plans.

Policy 1.10~~12.1.11~~ Allow special-purpose sewer and water districts to continue to operate and serve Tukwila residents and businesses, when appropriate.

Concurrency and Implications for Growth

¹ [Environmental policy](#)

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Policy 1.11~~12.1.12~~ Schedule and phase utility extensions to occur concurrently with expected growth and development.²

Policy 1.12~~12.1.13~~ Approve development only if adequate utilities are available when a need is created for those facilities, or within a reasonable period as required by State law.

Environmental Sustainability

Policy 1.13~~12.1.14~~ Provide environmentally sound and sustainable operations with cost-effective methods in water, sewer and surface water management utilities operations.

Policy 1.14~~12.1.15~~ Make conservation and efficiency efforts an integral part of Tukwila’s utility operations and management.³

Policy 1.15~~12.1.16~~ Promote energy efficiency, conservation methods, and sustainable energy sources in utility operations to support climate change reduction goals.

Policy 1.16~~12.1.17~~ Consider Tukwila’s Urban Forest together with other green stormwater infrastructure systems – during utility planning, design, installation and/or maintenance – to ensure that trees and water quality are protected.

Policy 1.17~~1.17~~ Require water reuse and reclamation, where feasible, especially for high-volume non- potable water users such as parks, schools, and golf courses.⁴

RESIDENTIAL Neighborhood and Sub-Area Vitality

² Supporting a PSRC-RGC requirements (Public Services)

³ Partial for King County Countywide Planning Policy K PF-10

⁴ King County Countywide Planning Policy, PF-11

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Policy 1.18~~12.1.18~~ Give priority to the City’s regional growth and manufacturing/industrial centers, while balancing the needs of residential neighborhoods for City-planned utility improvements and extensions.

Policy 1.19~~12.1.19~~ Design, construct, and maintain facilities to minimize impacts on adjacent neighborhoods and businesses.

Water Utility

Policy 1.20~~12.1.20~~ Actively participate in determining a regional solution to Tukwila’s water supply and addressing the potential impacts of climate change and fisheries protection on regional water resources.⁵

Policy 1.21~~12.1.21~~ Provide safe, reliably-maintained and sustainable water service for domestic, commercial, industrial, fire flow and water emergency uses, to meet present and future needs.⁶

Equity

Policy 1.22~~12.1.22~~ Promote affordable and equitable access of public services, including drinking water and telecommunication infrastructure, to provide access to all communities, especially underserved communities⁷

Sewer Utility

Policy 1.23~~12.1.23~~ Serve all existing and potential residences and businesses with a sewer utility.

Policy 1.24 ~~12.1.24~~ Replace failing septic systems within the city with sanitary sewers or alternative technology that is comparable or better.⁸

⁵ King County Countywide Planning Policy K PF-5

⁶ King County Countywide Planning Policy K PF-6

⁷ Vision 2050, MPP-PS-2, PS-16, PS-22

⁸ MPP-PS-11

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Surface Water ~~Management~~ Utility

Policy 1.25~~12.1.25~~ Serve all of Tukwila’s residences and businesses with a surface water utility.

Policy 1.26~~12.1.26~~ Provide capital, maintenance, education, and enforcement programs as a function of the ~~storm and~~ surface water ~~management~~ utility.

Policy 1.27~~12.1.27~~ Require low impact development techniques including green stormwater infrastructure~~on-site detention or retention and treatment of surface water~~ for both development and redevelopment projects, ~~unless a regional facility benefiting a drainage basin is constructed, or storage is provided in the Green/Duwamish River for previously treated surface water as documented in the Surface Water Comprehensive Plan.~~

Policy 1.28~~12.1.28~~ Apply an adopted surface water design manual and all appendices as the minimum requirement for all development projects and other actions that could cause or worsen flooding, erosion, water quality and habitat problems, for both upstream and downstream development.

Policy 1.29~~12.1.29~~ Coordinate water quality improvement programs with adjoining jurisdictions whose surface waters flow into or through Tukwila.

Policy 1.30~~12.1.30~~ Use the Surface Water Fund to retrofit surface water systems to improve water quality, support forest conservation and restoration, restore aquatic and riparian habitat and enhance fish passage, by establishing:

- A water quality retrofit program that prioritizes projects based on need, benefit and other criteria, and takes into account ~~upstream land uses and~~ Washington Department of Ecology’s expanded listing of impaired water bodies; and
- ~~A fish passage~~ Habitat restoration programs that restore aquatic and riparian habitats and remove fish barriers. Project priorities are based on ~~prioritizes projects based on~~ habitat needs, benefits and other criteria and meet and compliance with Washington Department of Fish and Wildlife requirements.~~regulatory requirements.~~

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- An urban canopy ~~vegetation protection~~ preservation program that emphasizes supports Citywide canopy preservation policies and strategies.

Policy 1.31~~12.1.31~~ Encourage the retention and planting of trees for their beneficial effects on surface water runoff, including flow attenuation, water quality enhancements and temperature reduction including through the use of Green Stormwater Infrastructure, such as rain gardens.

UTILITIES NOT OPERATED BY THE CITY

Aside from water, sewer and surface water management, most utilities serving the residents of Tukwila are not owned or operated by the City. While the City can provide input on planning efforts for these utilities, it does not directly control service rates or the exact location of new infrastructure.

Private utilities are required to obtain any City permits necessary to operate or install infrastructure within the City and must comply with all applicable City and State regulations.

Image Source: Puget Sound Energy

➤ POLICIES FOR NON-CITY-OWNED UTILITIES

Non-City-owned utilities develop strategic and operational plans with varying degrees of input and involvement from the City. They set capacity and service levels on an area-wide basis, and rely on the local government’s involvement to ensure that capacity is sufficient.

As a condition of applying for a permit, new development that uses non-City owned water and sewer utilities is required to obtain a letter of service availability. This letter establishes that utility service meeting City standards is either available or will be available prior to occupancy.

The electric power and natural gas utilities project adequate capacity during the 20-year planning period, assuming responsible use of these resources. Electric utility capacity is set regionally, with Tukwila’s needs determined and provided for as part of an area-wide system. Similarly, natural gas is provided via a regional delivery system.

With new technologies, telecommunications utilities project virtually limitless capacity within the planning horizon.

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Through long-term Interlocal Agreements (ILAs), the solid waste system will continue to be upgraded to meet Tukwila’s current and future needs. The Cedar Hills Landfill expects to reach full capacity in 2025. The current ILA that expires in 2040 addresses the process that cities and King County will follow to develop disposal options prior to Cedar Hills Landfill reaching its full capacity. Tukwila and other suburban cities participate in planning and contribute to reaching regional goals via their recycling and waste reduction strategies and practices.

General Policies

Policy 1.32~~12.1.32~~ Actively coordinate project implementation with individual utilities, based on Tukwila’s Comprehensive Plan and development regulations.

Policy 1.33~~12.1.33~~ Require new development that uses non-City-owned water and sewer utilities to obtain a letter of service availability as a condition of receiving a Tukwila permit.

Policy 1.34~~12.1.34~~ Require utilities operating in the right-of-way to obtain a franchise that includes service levels and requirements meeting Comprehensive Plan forecasts and other applicable federal, State, and local regulations.

Policy 1.35~~12.1.35~~ Encourage utilities to consolidate facilities, use existing transportation corridors, and minimize visual impacts of facilities, where technically feasible.

Policy 1.36~~12.1.36~~ Encourage communication between the City of Tukwila, the Washington Utilities and Transportation Commission, and the utilities regarding cost distribution and rate-setting for existing and proposed facilities and services.

Policy 1.37~~12.1.37~~ All new electrical and communication facilities shall be constructed underground, unless specifically exempted by the Tukwila Municipal Code or determined by the City Council to be financially impractical.

Policy 1.38~~12.1.38~~ If a utility relocation is required by a public works project – such as a street widening project, utility repairs or upgrades – or any major replacement of aerial facilities, the relocated/replaced facilities shall be underground, unless the City determines that doing so is not in the best interest of the public.

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Policy 1.39~~1.39~~ Recognize and support agreements with water purveyors to promote effective conveyance of water supplies and secure adequate supplies for emergencies.⁹

SOLID WASTE MANAGEMENT

Telecommunications

Policy 1.40~~12.1.40~~ Provide telecommunication infrastructure to serve growth and development in a manner consistent with Tukwila’s vision, as outlined in the Comprehensive Plan.

Policy 1.41~~1.41~~ Encourage the equitable provision of telecommunication infrastructure and affordable, convenient, and reliable broadband internet access to businesses, and households of all income levels, with a focus on underserved areas.¹⁰

Solid Waste Management

Policy 1.42~~12.1.42~~ Reduce the solid waste stream, and encourage reuse and recycling.¹¹

Policy 1.43~~12.1.43~~ Maintain a comprehensive solid waste management program that includes environmental responsibility and sustainability, competitive rates, and customer service excellence for Tukwila’s residential, multi-family, and commercial customers.

Policy 1.44~~12.1.44~~ As current franchise agreements expire in areas annexed to the City, provide ~~Assume greater control over the City’s~~ waste management services that are consistent with that provided to other areas of the City.¹² ~~in annexed areas through contracts for services as current franchise agreements expire.~~

⁹ King County Countywide Planning Policies, K PF-9 - policy has been pared back from scope of original

¹⁰ King County Countywide Planning Policies, PF-17

¹¹ King County Countywide Planning Policies, K PF-14

¹² This is a clarification of the circumstances – ~~it~~this relates to waste disposal in Tukwila South.

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Policy 1.45 Encourage and actively participate in a uniform regional approach to solid waste management.

Electric and Gas Utility

Policy 1.46 Reduce the rate of energy consumption, and use efficiency and conservation as a means to lower energy costs and mitigate environmental impacts associated with traditional energy supplies.¹³

Policy 1.47 Promote use of renewable and alternative energy resources to help meet long-term energy needs, reduce environmental impacts associated with traditional energy supplies, and increase community sustainability.¹⁴

Policy 1.48 Ensure that development regulations are consistent with and do not otherwise impair fulfilling public service and other obligations imposed by federal and State law.

Policy 1.49 Actively support the greenhouse gas reduction policies pertaining to utilities described in the Natural Environment Element of this Comprehensive Plan (These policies will be listed as noted below)¹⁵. ~~use of local, renewable energy generation techniques for both residential and commercial properties in Tukwila, with the goal of generating 5.5% of total City electricity use from a combination of rooftop solar power, solar water heating, and utility scale solar power by 2025.~~

~~12.1.46 Actively support conservation techniques and programs for both residential and commercial properties in Tukwila, with the goal of reducing the total City energy use by 25% by 2025.~~

¹³ King County Countywide Planning Policies, K PF-15

¹⁴ King County Countywide Planning Policies, K PF-16

¹⁵ In the interests of reducing repetitiveness in the Plan, policies pertaining to the reduction of greenhouse gases have been moved to the Natural Environment element.

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RELATED INFORMATION

Utilities Background Report

Tukwila Water Plan

Tukwila Sewer Plan

Tukwila Surface Water Plan

Tukwila Capital Improvement Program (CIP)

Valley View Sewer District

City of Renton Utilities

City of Seattle (Water, Sewer)

Highline Water District

King County Water District #125

King County Water District #20

Puget Sound Energy (Electric, Natural Gas)

Seattle City Light

Waste Management, Inc. (Solid Waste, Recycling)



TO: Planning Commission

FROM: Nora Gierloff, AICP, Director
Nancy Eklund, AICP, Long Range Planning Manager

DATE: September 13, 2023

SUBJECT: Tukwila 2024-2044 Comprehensive Plan – Draft Capital Facilities Element

ISSUE

This is a briefing to the Planning Commission on the proposed updates to the Capital Facilities Element of the Comprehensive Plan.

BACKGROUND

Several City Departments/Divisions have been meeting over the last few months to discuss the policies and inventory content in the Capital Facilities Element. Those meetings have included representatives from City Administration, Finance, Parks, Public Works, Community Development, and other City offices.

Changes identified as necessary in the Capital Facilities Element result from the following circumstances:

- Information is out of date, inaccurate, or no longer represents current City practice, or
- Regional and local policy shifts necessitate modifications to policies (i.e., those required by the King County Countywide Planning Policies or Vision 2050).

Other items to note about the draft element:

- Implementation Strategies - This Element will contain Implementation Strategies; however those continue to be refined by the various departments to ensure that they are consistent with intended City work programs. The final list will be provided to the PC later this year.
- This Element will be renumbered (it is currently Chapter 14) when the Plan is assembled in total. At that time, policies may also be renumbered to indicate the chapter/element with which they are associated.
- The “orphaned” footnotes in the Clean version may be relevant only for the Track Changes version.

RECOMMENDATION

Staff recommends that the Planning Commission consider the draft Capital Facilities Element and move it forward to a later date in late winter 2024 when the entire draft Plan (including the Implementation Strategies) will be available for review, followed by a public hearing.

ATTACHMENTS

- A. Capital Facilities Element (proposed changes integrated)
- B. Capital Facilities Element (strikeout/underline version)

Existing Comprehensive Plan (with proposed changes)

WHAT YOU WILL FIND IN THIS CHAPTER:

- A description of how and why capital facilities are planned;
- A discussion of the funding methods and challenges facing the City; and
- Goals and Policies for providing adequate levels of service.

PURPOSE

Growth Management Act Capital Facility Planning Requirements

This element of the Comprehensive Plan presents the goals and policies for Tukwila’s Capital Facilities. Capital Facilities Planning under the Growth Management Act (GMA) requires an inventory of public facilities and their capacities; establishment of a minimum acceptable level of service for those facilities; a list of needed capital projects to serve growth and that maintain the adopted standards; a realistic financing plan; and stipulation that adjustment of the Plan will occur if funding is inadequate or if growth requires previously unanticipated expansion.

In Tukwila, Capital Facilities are defined as including structures, streets, land, parks, major equipment and other infrastructure necessary for both general government and enterprise funds, and that are usually amortized over a long period of time.

In adopting its Comprehensive Plan and the supporting documents, Tukwila makes a commitment that the land use intensities and pattern of uses are appropriate for the community and that its adopted levels of service will be met and maintained.

WHY PLAN FOR CAPITAL FACILITIES?

Under GMA, the City is required to include a capital facilities element in its Comprehensive Plan. The Capital Facilities Element and associated Capital Facilities Plan describe how public services will be provided and financed. Capital facilities planning also helps the City manage limited funds, provide the greatest value to City residents and take full advantage of available funding opportunities.

WHAT IS CONCURRENCY?

“Concurrency” exists when adequate public facilities or services are in place to serve new development. Specifically pertaining to streets and utilities in Tukwila, concurrency requirements are intended to prevent new development from outpacing Tukwila’s ability to provide the improvements that are needed to serve the new development. New development’s infrastructure demands can result in congestion or overcrowding that will impact new and existing residents alike, if improvements are not made in time. Concurrency is often referred to as a pass-or-fail test for a new development.

The GMA Capital Facilities Plan for Tukwila consists of:

Attachment A

Existing Comprehensive Plan (with proposed changes)

1. The Comprehensive Plan Capital Facilities goals and policies;
2. The Capital Facilities Element Background Report, which contains a discussion of the City’s growth targets for the Comprehensive Plan’s planning period to 2044;
3. The City’s Capital Improvement Program/Financial Planning Model (CIP/FPM), which includes projects for the six-year period and projects to address community needs and maintain standards to 2044. The Comprehensive Plan’s goals cannot be carried out unless the supporting infrastructure can be financed. The CIP/FPM addresses how specific projects and facilities will be financed, and provides a current assessment of the City’s financial capacities and limitations; and
4. The systems plans and their regular updates, such as ¹ the Puget Sound Regional Fire Authority Capital Facilities Plan; the Parks, Recreation and Open Space Plan; the Surface Water Comprehensive Plan; the Water Plan; the Sewer Plan; and the Transportation Plan; all of which are adopted by reference as part of this Comprehensive Plan.

Concurrency

A key concept of the GMA and capital facilities planning is concurrency – that specific public facilities will be available when the impacts of development occur or within ten years of the development for transportation. Concurrency in Tukwila is supported through policy and systems planning and implemented in current regulation. Tukwila implements concurrency on water delivery, sewer collection, and transportation facilities.

Tukwila’s public facility needs are served not only by City facilities but also by regional agencies such as the Washington State Department of Transportation, Sound Transit, King County, and the Port of Seattle; and by special purpose districts such as Tukwila and Renton School Districts, King County Library System, and the King County Flood Control, Valley View Sewer, Highline Water, and the Metropolitan Park Districts. (*See also the Utilities Element.*) In addition to maintaining adequate levels of service on City-provided facilities, the City of Tukwila must coordinate with these special purpose districts and regional providers on Tukwila’s growth and land use planning.

Capital Facility Planning in Tukwila

Capital facilities planning in Tukwila is separated into two categories:

- Capital Project² Funds which include funds for general capital needs such as residential streets, arterials, buildings, parks and trails, and other improvements.

¹ This will no longer be a stand-alone plan as it’s being rolled into the Transportation Element.

² This is the name of the fund.

Existing Comprehensive Plan (with proposed changes)

- Enterprise Funds, which include funds for which fees are received in exchange for specific goods and services. In Tukwila these include water, sewer, surface water, and the Foster Golf Course.

General Government Facilities

General government facilities are designed, built, and operated for the general public, unlike enterprise funds, which serve specific fee paying customers. Any person may drive on City streets, walk on a trail, play in a City park, be served by fire and emergency aid, etc.

Tukwila does capital improvement planning by organizing its general government facilities needs into similar programmatic categories, which are referred to as funds. There are four categories of funds³, which illustrate the focus of the City’s capital planning and spending. All phases of a capital project are included in capital planning, from plan and project development, preliminary engineering, right-of-way acquisition, permitting, construction engineering, to construction.

- The Residential Streets Program is specifically identified for street improvement in ⁴residential neighborhoods, and includes lane widening, curbs and gutters, sidewalks, illumination, and utilities undergrounding. Funding for the program’s projects is primarily through City General revenues, grants, and motor vehicle excise tax.
- The Bridges and Arterial Streets Program is designed to improve mobility within the City and to correct deficiencies in arterial streets and traffic operations and is the largest category of spending in the City’s Capital Facilities Plan. The dollar size for the current six-year list of projects is ten times larger than any of the other City program funds. It also complements the City’s Transportation Improvement Program, which is a State requirement. Expenses supported through this fund include transportation planning, sidewalks, new streets, traffic control devices, nonmotorized improvements, and lane additions.

In addition to City General revenues, projects in this program are paid for with grants, real estate excise tax, motor vehicle excise tax, parking tax, developer funds, local improvement district funds, and impact fees.

- The Parks and Trails Program supports the acquisition and development of land for parks and recreational facilities, ⁵including the planning and design costs associated with the

³ This section reflects a restructuring of the funds to programs by the Finance Department.

⁴ References to Single Family are being removed from the Plan to recognize recent allowances for higher densities in traditionally Single family areas.

⁵ Fisheries projects are now paid for through Surface Water funds in PW.

Existing Comprehensive Plan (with proposed changes)

projects. Dollars to pay for these projects come from City funds, grants, real estate excise tax, excess property tax levy, and impact fees.

^{6, 7, 8}

- The Fire Improvements Program⁶ is designed for major capital fire and aid equipment and fire stations, and is established to account for revenues from the fire impact fee.

General government sources of revenue for capital expenditures and allocation percentages by funding category are illustrated in Figure 14-1.

[image]

Figure 14-1: General government sources of capital revenue and expenditures by capital improvement programming categories

Enterprise Facilities Funds

Enterprise Funds are supported by revenues generated by user fees and charges. Grants and developer contributions supplement the Water, Sewer and Surface Water Funds, and the Foster Golf Course is self-supporting. Enterprise funds are used by public agencies to account for operations that are financed and operated in a manner similar to private business enterprises. They are established as fully self-supporting operations with revenues provided primarily from fees, charges, or contracts for services, and require periodic determination of revenues earned, expenses incurred, and net income for capital maintenance, public policy, management control and accountability.

In order to provide for the short-term and long-term operating and capital needs of the water, surface water and sewer utilities, the City evaluates and utilizes a combination of revenue sources such as utility rates, bonds, loans, grants, developer contributions, Public Works Trust Fund loans, and local improvement districts (LIDs). An example of enterprise capital sources of funds and expenditures is illustrated in Figure 14-2.

[Graphic]

Figure 14-2: Enterprise capital sources of funds and expenditures.

⁶ This was replaced by the Public Safety Plan bonds.

⁷ This fund is going away because it does not qualify as a capital project fund.

⁸ This will be true even after annexation into the PSRFA.

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Water and Sewer Funds

Slightly more than 50 percent of the area of the City is served by Tukwila Water and Sewer Utilities. With respect to sewer service, the remainder of the City is either not served or served by other districts. In order to provide infrastructure in the unserved portions of the City, additional revenue is needed in order to extend service to these areas. Available revenue sources include local improvement districts, grants, Trust Fund loans, rate increases, customer contributions, and general fund loans or transfers.

Surface Water Fund

This fund accounts for operations and capital improvements for the management of the City’s storm drainage system and surface waters, including stormwater, flood hazard management and habitat restoration projects as well as the City’s NPDES pollution prevention program. Surface Water capital projects are required to correct deficiencies and to meet federal, State, and local laws and priorities. Required infrastructure is paid for by developers, local improvement districts, and grants, but the largest fund contribution comes from the utility’s ratepayers.

Foster Golf Course

This is a publicly-owned facility funded by operating revenues, primarily user fees but also general obligation bonds, Councilmanic bonds, and transfers in from the General Fund. The City has chosen to account for the Golf Course as an enterprise fund for a number of reasons. Enterprise funds may be used to report any activity for which a fee is charged to users for goods or services, and the enterprise fund structure provides transparent accounting of costs and revenues. The Golf Course is expected to meet its capital and operating needs over the 20-year planning period, and maintain a rate structure competitive with nearby municipal courses. Capital improvements will be funded from the above-mentioned revenues. The Golf Course Enterprise Fund accounts for operation, maintenance, and improvements of the municipal golf facility. The difference between the Golf Course Enterprise Fund and other utility enterprise funds is that the Golf Fund serves voluntary customers as opposed to the users of the water, sewer, and surface water funds, who have no choice in service provider.

Relationship To Other Plans

Capital facility planning is related to a variety of other long-range, sub-area and system plans adopted by the City. Figure 14-3 illustrates how these various plans are interrelated.

[Graphic]

Figure 14-3: Relationship of Adopted City of Tukwila Planning Documents

Existing Comprehensive Plan (with proposed changes)

ISSUES

The following issues are based upon City experiences as well as from likely events that could impact Tukwila's ability to pay for its future.

Decreases in Capital Spending

Figure 14-4 shows 10 years in operations and maintenance spending versus capital spending. There is a trend line that shows the increasing percentage of City revenues being spent on operations and maintenance, and less on capital. In addition, capital projects are being funded by dedicated revenue sources rather than general operating revenues.

External Forces Reducing Available Local Revenues

The Washington State legislature capped the growth of property tax revenue to no more than one percent over the previous years' revenues or Implicit Price Deflator⁹ (IPD), whichever is lower. The 1% property tax limitation is still the most revenue restrictive element of the general revenue base. Accordingly, other revenue categories must make up the difference in order to achieve the overall 3% revenue growth target.

[Graphic]

Figure 14-4: Operations vs. Capital Spending Trend (2003-2012).

Sales tax is the City's largest revenue source. The pandemic that started in early 2020 caused businesses to close for a few months in the spring 2020. Businesses slowly reopened throughout the summer months but the effects of businesses being closed significantly reduced this revenue stream. While sales tax revenue has returned to pre-pandemic levels, increases have not kept pace with inflation resulting in ongoing expenditures rising faster than ongoing revenues. Retail sales tax from construction activity is expected to remain relatively strong as a number of projects are in the pipeline. Additionally, the Washington State Legislature ended

⁹ Definition for clarity: The implicit price deflator for personal consumption expenditures is a figure compiled by the federal Bureau of Economic Analysis (BEA) to measure inflation. A few local governments use the implicit price deflator as an inflation index for certain fees or benefits, although it is more common to use other indexes such as the [Consumer Price Index](#). But the primary importance of the IPD to local governments in Washington State is that it can impact how much property tax revenue local governments with a population of 10,000 or more can collect in the upcoming year, as discussed in the remainder of this page.

Under state law, a local government may not increase its property tax levy more than 1% in a given year (the "101% limit factor"), plus additional levy amounts generated by new construction, property improvements, and other "add-ons" listed in [RCW 84.55.010](#), as well as any changes due to new annexations ([RCW 84.55.030](#) and [WAC 458-19-035](#)). Jurisdictions may only exceed the 101% limit factor if they have banked capacity available or if voters have approved a levy lid lift.

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the payment of Streamlined Sales and Use Tax Agreement mitigation payments to cities hard-hit by destination-based sales tax. The mitigation payments decline each year and are scheduled to end in 2026.

WHAT ARE SPECIAL PURPOSE DISTRICTS?

Special Purpose Districts can be created to provide a new service or a higher level of service than is currently available. Special Purpose Districts can be established for a variety of purposes, such as agriculture, economic development, education, parks, or environmental protection. Special Purpose Districts may collect funds within their boundaries to provide services related to their stated purpose, though funding mechanisms (property tax, fees, etc.) vary by district.

Levying New Taxes and Fees

There are several ways that the Tukwila community has been able to compensate for the decrease in revenues. . Beginning in 2006 the City instituted a Utility Tax, which applies to electric, natural gas and communication sales. The City enacted a solid waste utility tax in 2009 to address revenue shortfalls in certain areas and unexpected costs in other areas. Utility tax revenues have remained fairly level over the past several years but took a dip in 2020 due to businesses being closed for a few months. Increases of up to 2.4% are expected in 2023 but, due to conservation efforts and changes in consumer behavior, no growth is projected for 2024. The City enacted a business license fee in 2010 which currently is expected to generate revenues exceeding \$3.2 million per year.

In order to continue to provide the same high-level of services in the next biennium and in the out years, it will be necessary for the City to implement a new revenue stream. The Council approved a modest business and occupation (B&O) tax to take effect in January 2024. The tax is levied on businesses that exceed \$750 thousand annual gross revenue. In addition to maintaining the current level of service, this new revenue source will allow the City to hire frozen commissioned officer police positions within the Police Department.

Real Estate Excise Tax (REET)

Real Estate Excise Tax (REET) is levied on the sales of real property. The tax is calculated based on the selling price, including the amount of any liens, mortgages, and other debts given to secure the purchase. The tax is due at the time of sale and is collected by the County at time of recording. The City of Tukwila imposes a 0.25% real estate excise tax- known as REET1 or the “first quarter percent” and an additional 0.25% REET2 tax on the “second quarter percent” with such proceeds to be used primarily for capital projects and limited maintenance.

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Creating More Special Purpose Districts

Forming special purpose districts allows the community to collect additional money for specific needs, such as for parks. In 2011 a Metropolitan Park District was created with coterminous boundaries with the City of Tukwila, in order to sustain the operation of the Tukwila Pool. Beginning in 2013, Tukwila property owners began paying an additional 15 cents per \$1,000 of assessed valuation.

[Graphic]

Levee repair at Lilly Point

Preparing for Disasters and Emergencies

The effects of climate change can be felt throughout the Puget Sound region and can be categorized into six categories: temperature, precipitation, sea level rise, vegetation change, ocean acidification and slope stability. We have witnessed firsthand temperatures rising, and patterns of rain and drought changing. Flooding events will occur with greater frequency, water levels will rise, and more droughts will occur. Tukwila is already experiencing more severe weather impacts due to climate change and the opportunity for flooding to occur more often. A significant water feature of the City is the Duwamish/Green River and its tributaries.

Property owners of the City pay taxes to the King County Flood Control District which manages the levee system along the Green/Duwamish River. The primary levee located with Tukwila is the Tukwila 205 Levee which mitigates flood risks to both residents and business along the Lower Green River. The Tukwila 205 Levee is a 4.3-mile levee located along the left bank of the Green River from the southern boundary of the city extending to I-405. Over the course of the next 25 years the city in conjunction with the King County Flood Control District is rebuilding this entire levee system to provide 500-year level of flood protection plus 3 feet of freeboard. There are other smaller levees and revetments found throughout Tukwila along the Green/Duwamish River that mitigate flooding risks. The 205 levee is a prioritized project in the Regional Hazard Mitigation Plan.

Tukwila is located in a seismic zone and is vulnerable for earthquake or a hazardous substance release. As one of the responsible public service entities, the ability to support the community after such an event is paramount. The location and condition of the City's infrastructure to withstand significant catastrophes, and the presence of a reserve to pay for unexpected events, must be included in the City's capital planning. The city is in compliance with all regulations to be eligible for federal and state reimbursement if it experiences a Presidential Declared Disaster.

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GOALS, POLICIES AND STRATEGIES

These policies are intended to ensure the availability of financing to accomplish the goals expressed here and in the other elements of the Comprehensive Plan over the next 20 years.

GOAL 1 **Public facilities and services that reflect desired levels of quality, address past deficiencies, and anticipate the needs of growth through acceptable levels of service, prudent use of fiscal resources, and realistic timelines.**

General Policies

Policy 1.1 The City shall use non-capital and regionally-shared capital options to meet its public facility needs when there are financial or economies of scale to be gained. Such options include:

- Contracted services, such as King County Animal Control;
- Cooperative programs with other public entities, such as Valley Communications for dispatch services and South County Correctional Entity for jail services, and Cascade Water Alliance for water supply;
- Demand management strategies; and
- Rent or lease options.

Policy 1.2 The City’s management of its capital facilities shall follow this order:

1. Regular inspection of systems for evaluation and to ensure conformity with current safety standards;
2. Prioritizing projects when making improvements, if the public health and safety is at risk;
3. Preventive maintenance and cost-effective replacement of aging elements; and
4. Planning for the orderly extension and upgrading of capital systems to accommodate future growth

Policy 1.3 Projects listed to be initiated during the 7–20 year time frame shall be generally developed, described, estimated, and evaluated using Comprehensive Plan goals, while projects in the six-year CIP/FPM shall be more specifically described.

Policy 1.4 The City shall ensure that transportation capital facilities are provided within a maximum of six years of the occurrence of impacts that will degrade adopted level of services standards.

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- Policy 1.5** Dedicated funding for building needs shall be included in the CIP/FPM.
- Policy 1.6** Continue to fund the correction of residential neighborhood infrastructure deficiencies, including transportation, surface water, sewer and water, through interfund loans or general fund transfers, in order to address emergency and public health and safety issues.
- Policy 1.7** No capital improvement projects located outside the city limits shall be approved without specific City Council approval.

Paying For Facilities

- Policy 1.8** If the City determines that the public’s health, safety, and welfare will be benefited, or if funding is available through external sources such as development or grant funds, the City may allocate funding for preliminary engineering and design of commercial and residential street projects.¹¹
- Policy 1.9** Late-comer agreements shall be considered an acceptable means of funding capital projects, improvements, and replacements, in whole or in part when requested by a developer.
- Policy 1.10** The City shall initiate property negotiations in all projects with a request for donation of the property needed for rights-of-way and easements.
- Policy 1.11** Arterial street improvements listed in the six-year CIP/FPM may be funded through an LID or financing external to the City. The City may use operating revenues, grants, or bonds, based on health and safety needs or public benefit.
- Policy 1.12** The City may consider paying for local improvement district formation costs in addition to the preliminary and construction engineering costs, in order to provide a more timely option for residential street improvements.
- Policy 1.13** The City shall, whenever practical and advantageous, apply for grants, loans, or other external financing sources. Grant applications for capital facilities shall be made:
- Only for projects listed in the CIP/FPM, and
 - After City Council approval.¹²

¹⁰ Priorities are addressed in the section Prioritizing Facility Construction later in the element.

¹¹ Reflects current practice.

¹² These protocols shall be internal Council decisions.

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Policy 1.14 Transportation, fire, and parks impact fees shall be collected so that “growth may pay for growth” and growth-caused improvements may be constructed.

Policy 1.15 Impact fees shall be adjusted periodically based upon an appropriate capital cost index and/or other relevant data, to ensure that the fees reflect the cost of planned system improvements related to growth and shall be subject to City Council approval.

Policy 1.16 The City shall consider issuance of bonds for facilities, if repayment can be made from revenue allocations and if it is more cost-effective.

Policy 1.17 Non-transportation and non-utility capital projects and improvements (i.e., parks, trails, City offices) shall be funded by general revenues, impact fees, grants, or bonds as determined in the biennial CIP/FPM review process.

14

Facility Construction – Prioritizing, Site Selection, and Design¹⁵

Policy 1.18 Provide affordable and equitable access to public services to all communities, especially the historically underserved. Prioritize investments to address disparities.¹⁶

Policy 1.19 Capital improvements shall be coordinated, whenever feasible, with related improvements by other jurisdictions.

Policy 1.20 Transportation improvements shall be coordinated with related improvements such as utility, landscaping, sidewalks, etc.

Policy 1.21 Capital facility projects shall be prioritized using Comprehensive Plan and Strategic Plan goals and policies.

Policy 1.22 Prioritize the selection, design, and construction of capital facility projects using consideration of how these choices reduce greenhouse gas emissions (GHG) and support state, regional, and local GHG reduction goals¹⁷

¹³ The Council should have flexibility to change their grant procedures without a Comp Plan change.

¹⁴ This has been changed by the Council to fund the Public Safety Plan

¹⁵ Reflects current practice.

¹⁶ King County Countywide Planning Policies, K_Pf-2

¹⁷ PSRC goals/policies: (MPP-CC-1, CC-3, CC-5, CC-11-12, CC-Action-3)

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Policy 1.23 Prioritize capital facility decisions that require and expand the use of conservation, alternative energy sources, and energy management technology.¹⁸

Policy 1.24 Support coordinated planning for public safety services and programs, including emergency management, in partnership with communities that have disproportionately carried the burden of harm from social, or political disenfranchisement.¹⁹

Policy 1.25 Establish new or expanded sites for public facilities, utilities, and infrastructure in a manner that ensures disaster resiliency and public service recovery.²⁰

Financial Planning and Plan Maintenance

Policy 1.26 Capital planning decisions shall be linked to City-wide goals, by tracking actual growth patterns and evaluating growth targets and level-of-service standards.

Policy 1.27 The CIP/FPM shall be updated biennially and include reviews of forecasts and actual growth, revenue, and cost totals.

Policy 1.28 Capital Facility policies shall be reviewed biennially during revisions to the CIP/FPM. Desirable changes shall be implemented during the annual Comprehensive Plan amendment process.

Policy 1.29 Policies and practices of sound governmental budgeting and accounting principles, revenue diversity, and promoting the economic well-being of the City shall be used, in order to maintain an AA bond rating or better for the City.

Policy 1.30 In the event that anticipated funding falls short of meeting existing and/or anticipated needs, the City shall reassess and revise the following, as needed:

- Funding alternatives; and/or
- The level of service standards of the City.

Enterprise Funds Policies

Policy 1.31 Utility rates and charges shall be structured to ensure adequate infrastructure development, in addition to compliance with operation, maintenance, and federal and State requirements.

¹⁸ PSRC goals/policies: (MPP-CC-1, CC-3, CC-5, CC-11-12, CC-Action-3)

¹⁹ King County Countywide Planning Policy K_PF-26

²⁰ King County Countywide Planning Policy PF-27

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- Policy 1.32** Adequate reserved working capital balances shall be maintained for each enterprise fund’s annual expenditures. The fund balance for enterprise funds, at the close of each fiscal year, shall equal or exceed 20% of the previous year’s revenue, exclusive of significant non-operating, non-recurring revenues such as real estate sales, transfers in from other funds, or debt proceeds.
- Policy 1.33** Rate increases shall be small, applied frequently, and staggered to avoid an overly burdensome increase and undue impact in any given year.
- Policy 1.34** Each enterprise fund shall be reviewed at least biennially and shall have a rate structure adequate to meet its operations and maintenance and long-term capital requirements.
- Policy 1.35** Rate increases of external agencies (i.e., King County secondary wastewater treatment fees) shall be passed through to the users of the utility.
- Policy 1.36** For safety and health reasons, the City shall provide sewers to all residential and commercial areas in the City’s service area by using a combination of operating revenues, grants, loans, bonds, voluntary local improvement district formations, and/or interfund loans.
- Policy 1.37** Interfund loans shall be permissible if practical. Interest rates shall be computed based on the discounted market rate that is based on the US Treasury note rate(s) corresponding to the term of the loan, in order to adequately compensate the loaning fund.
- Policy 1.38** When there is a general long-term benefit to the respective enterprise fund and its customers, the City shall use bonded indebtedness as a funding alternative.

Level-of-Service Standards

- Policy 1.39** Sufficient system capacity for surface water, water, sewer, and transportation is required prior to approval of any new development. (Standards for surface water, water and sewer are codified in the City’s Municipal Code, and the transportation standards are in the Transportation Element of this Plan.) New development must pass the concurrency tests before development may be permitted.
- Policy 1.40** The City shall monitor the capacity and maintain the water, sewer, surface water, and transportation systems at the adopted standards.

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- GOAL 2** **A Capital Improvement Program and facility designs that meet the broad spectrum of the City’s human needs, rather than just traditional needs such as vehicular and pedestrian circulation, drinking water distribution, and sewage collection.**
- Policy 2.1** The City shall recognize and provide for multiple purposes and functions of all City facilities and, where possible, incorporate the needs of the individual within the design.
- Policy 2.2** The design of infrastructure improvements shall include conservation of resources, such as water reuse and energy-efficient electric fixtures, and the use of local power generation.
- Policy 2.3** The design and location of infrastructure improvement shall consider the impact of climate change, environmental justice, seismic occurrence, flood risk, and maintaining the ability to serve the community in the event of a natural or other²¹ disaster.
- Policy 2.4** Minimizing the costs of maintaining, operating, and other life cycle costs shall be used as a criterion in the design and funding for any capital facility.
- Policy 2.5** The design and construction of capital projects shall:
- Use best practices for constructing in accordance with crime prevention through environmental design;
 - Create high-quality built places that, as appropriate, are accessible to all;
 - Have a strong landscape component;
 - Maximize environmental and economic benefits;
 - Minimize environmental impacts; and
 - Promote public health by providing opportunities for safe and convenient daily physical activity.
- Policy 2.6** Throughout the City, the focus of capital investments shall be on creating a connected, dynamic urban environment.
- Policy 2.7** The City, both acting on its own or in coordination with flood protection partners, shall seek, design, and implement flood hazard reduction projects, that are long-term and low-maintenance flood hazard management solutions that

²¹ To account for man-made disasters - huge fires, explosions, etc.

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meet multiple objectives, such as flood hazard protection, flood storage, water quality, recreation and habitat restoration.

Policy 2.8 Reduce the solid waste stream and encourage reuse and recycling.²²

RELATED INFORMATION

Capital Facilities Element Background Report

Capital Improvement Program/Financial Planning Model (CIP/FPM)

Fire Master Plan

Parks, Recreation and Open Space Plan

Surface Water Plan

Water Plan

Sewer Plan

Transportation Background Report

²² King County Countywide Planning Policy, K_PF-14

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WHAT YOU WILL FIND IN THIS CHAPTER:

- A description of how and why capital facilities are planned;
- A discussion of the funding methods and challenges facing the City; and
- Goals and Policies for providing adequate levels of service.

~~"Tukwila makes a commitment that the land use intensities and pattern of uses are appropriate for the community, and that its adopted levels of service will be met and maintained."~~

PURPOSE

Growth Management Act Capital Facility Planning Requirements

This element of the Comprehensive Plan presents the goals and policies for Tukwila's Capital Facilities. Capital Facilities Planning under the Growth Management Act (GMA) requires an inventory of public facilities and their capacities; establishment of a minimum acceptable level of service for those facilities ~~in the~~ community; a list of needed capital projects to serve growth and that maintain the adopted standards; a realistic financing plan; and stipulation that adjustment of the Plan will occur if funding is inadequate or if growth requires previously unanticipated expansion.

In Tukwila, Capital Facilities are defined as including structures, streets, land, parks, major equipment and other infrastructure necessary for both general government and enterprise funds, and that are usually amortized over a long period of time.

In adopting its Comprehensive Plan and the supporting documents, Tukwila makes a commitment that the land use intensities and pattern of uses are appropriate for the community and that its adopted levels of service will be met and maintained.

WHY PLAN FOR CAPITAL FACILITIES?

Under GMA, the City is required to include a capital facilities element in its Comprehensive Plan. The Capital Facilities Element and associated Capital Facilities Plan describe how public services will be provided and financed. Capital facilities planning also helps the City ~~local jurisdictions~~ manage ~~their~~ limited funds, ~~to~~ provide the greatest value to ~~their~~ City residents, and take full advantage of available funding opportunities.

WHAT IS CONCURRENCY?

"Concurrency" exists when adequate public facilities or services are in place to serve new development. Specifically pertaining to streets and utilities in Tukwila, concurrency requirements are intended to prevent new development from outpacing Tukwila's ability to

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provide the improvements that are needed to serve the new development. New development’s infrastructure demands can result in congestion or overcrowding that will impact new and existing residents alike, if improvements are not made in time. Concurrency is often referred to as a pass-or-fail test for a new development.

The GMA Capital Facilities Plan for Tukwila consists of:

1. The Comprehensive Plan Capital Facilities goals and policies;
2. The Capital Facilities Element Background Report, which contains a discussion of the City’s growth targets for the Comprehensive Plan’s planning period to 2044~~31~~;
3. The City’s Capital Improvement Program/Financial Planning Model (CIP/FPM), which includes projects for the six-year period and projects to address community needs and maintain standards to 2044~~31~~. The Comprehensive Plan’s goals cannot be carried out unless the supporting infrastructure can be financed. The CIP/FPM addresses how specific projects and facilities will be financed, and provides a current assessment of the City’s financial capacities and limitations; and
4. The systems plans and their regular updates, such as ~~the Walk & Roll Non-Motorized Plan¹~~; the [Puget Sound Regional Fire Authority Capital Facilities Master Plan](#); the Parks, Recreation and Open Space Plan; the Surface Water [Comprehensive Plan](#); the Water Plan; the Sewer Plan; [and the Transportation Plan](#); ~~the Fire Services Plan~~; all of which are adopted by reference as part of this Comprehensive Plan.

Concurrency

A key concept of the GMA and capital facilities planning is concurrency – that specific public facilities will be available when the impacts of development occur or within ten years of the development [for transportation](#). Concurrency in Tukwila is supported through policy and systems planning, and implemented in current regulation. [Tukwila implements concurrency on water delivery, sewer collection, and transportation facilities.](#)

Tukwila’s public facility needs are served not only by City facilities but also by regional agencies such as the Washington State Department of Transportation, Sound Transit, King County, and the Port of Seattle; and by special purpose districts such as Tukwila and Renton School Districts, King County Library System, and the King County Flood Control, Valley View Sewer, Highline Water, and the Metropolitan Park Districts. (See also the *Utilities Element*.) In addition to maintaining adequate levels of service on City-provided facilities, the City of Tukwila must coordinate with these special purpose districts and regional providers on Tukwila’s growth and land use planning.

¹This will no longer be a stand-alone plan as it’s being rolled into the [Transportation Element](#).

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Capital Facility Planning in Tukwila

Capital facilities planning in Tukwila is separated into two categories:

- ~~General Government~~ Capital Project² Funds, which include funds for general capital needs such as residential streets, arterials, buildings, parks and trails, and other improvements.
- Enterprise Funds, which include funds for which fees are received in exchange for specific goods and services. In Tukwila these include water, sewer, surface water, and the Foster Golf Course.

General Government Facilities FUNDS

General government facilities are designed, built, and operated for the general public, unlike enterprise funds, which serve specific fee paying customers. Any person may drive on City streets, walk on a trail, play in a City park, be served by fire and emergency aid, etc.

Tukwila does capital improvement planning by organizing its general government facilities needs into similar programmatic categories, which are referred to as funds. There are ~~four~~^{six} categories of funds³, which illustrate the focus of the City's capital planning and spending. All phases of a capital project are included in capital planning, from plan and project development, preliminary engineering, right-of-way acquisition, permitting, construction engineering, to construction.

- The Residential Streets Program ~~Fund~~ is specifically identified for street improvement in ~~single-family~~⁴ residential neighborhoods, and includes lane widening, curbs and gutters, sidewalks, illumination, and utilities undergrounding. Funding for the program's projects is primarily through City General revenues, grants, and motor vehicle excise tax.
- The Bridges and Arterial Streets Program ~~Fund~~ is designed to improve mobility within the City and to correct deficiencies in arterial streets and traffic operations, and is the largest category of spending in the City's Capital Facilities Plan. The dollar size for the current six-year list of projects is ten times larger than any of the other City program funds. It also ~~functions as~~ complements the City's Transportation Improvement Program, which is a State requirement. Expenses supported through this fund ~~included~~ ~~are~~ transportation planning,

² This is the name of the fund.

³ This section reflects a restructuring of the funds to programs by the Finance Department.

⁴ References to Single Family are being removed from the Plan to recognize recent allowances for higher densities in traditionally Single family areas.

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sidewalks, new streets, traffic control devices, non-motorized improvements, and lane additions.

In addition to City ~~general~~ General revenues, projects in this program are paid for with grants, real estate excise tax, motor vehicle excise tax, parking tax, developer funds, local improvement district funds, and impact fees ~~and mitigation payments~~.

- The Parks and Trails Program ~~Fund~~ supports ~~is for~~ the acquisition and development of land for parks and recreational facilities, ~~and fisheries projects,~~⁵ including the planning and ~~engineering~~ design costs associated with the projects. Dollars to pay for these projects come from City funds, grants, real estate excise tax, excess property tax levy, and impact fees.

~~The Facilities Replacement Program Fund is for government buildings, such as City Hall. It also includes the Tukwila Village project, which is an urban renewal/redevelopment project on Tukwila International Boulevard.~~

⁶

~~The General Improvements Fund is designated for maintainance and repair, and other miscellaneous minor capital projects not provided for elsewhere, and, for example, included the emergency levee costs associated with the Howard Hanson Dam repair.~~⁷

⁸

- The Fire Improvements Program ~~Fund~~ is designed for major capital fire and aid equipment and fire stations, and is established to account for revenues from the fire impact fee.

General government sources of revenue for capital expenditures and allocation percentages by funding category are illustrated in Figure 14-1.

[image]

Figure 14-1: General government sources of capital revenue and expenditures by capital improvement programming categories

Enterprise Facilities Funds

⁵ Fisheries projects are now paid for through Surface Water funds in PW.

⁶ This was replaced by the Public Safety Plan bonds.

⁷ This fund is going away because it does not qualify as a capital project fund.

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[Graphic]

Figure 14-2: Enterprise capital sources of funds and expenditures.

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—This fund accounts for operations and capital improvements for the management of the City's storm drainage [system](#) and surface waters, [including stormwater, flood hazard management and habitat restoration projects as well as the City's NPDES pollution prevention program](#). Surface Water capital projects are required to correct deficiencies and to meet federal, State, and local [mandates laws and priorities](#). Required infrastructure is paid for by developers, local improvement districts, and [possibly](#) grants, but the largest fund contribution comes from the utility's ratepayers.

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The City has chosen to account for the Golf Course as an enterprise fund for a number of reasons. Enterprise funds may be used to report any activity for which a fee is charged to users for goods or services, and the enterprise fund structure provides transparent accounting of costs and revenues. The Golf Course is expected to meet its capital and operating needs over the 20-year planning period, and maintain a rate structure competitive with nearby municipal courses. Capital improvements will be funded from the above-mentioned revenues. The Golf Course Enterprise Fund accounts for operation, maintenance, and improvements of the municipal golf facility. The difference between the Golf Course Enterprise Fund and other utility enterprise funds is that the Golf Fund serves voluntary customers as opposed to the users of the water, sewer, and surface water funds, who have no choice in service provider.

Relationship To Other Plans

Capital facility planning is related to a variety of other long-range, sub-area and system plans adopted by the City. Figure 14-3 illustrates how these various plans are interrelated.

[Graphic]

Figure 14-3: Relationship of Adopted City of Tukwila Planning Documents

ISSUES

The following issues are based upon City experiences as well as from likely events that could impact Tukwila’s ability to pay for its future.

Decreases in Capital Spending

Figure 14-4 shows 10 years in operations and maintenance spending versus capital spending. There is a trend line that shows the increasing percentage of City revenues being spent on operations and maintenance, and less on capital. [In addition, capital projects are being funded by dedicated revenue sources rather than general operating revenues.](#)

External Forces Reducing Available Local Revenues

~~In 2002 the voters of~~ [The](#) Washington State [legislature capped the growth of property tax revenue](#) ~~approved a property tax initiative that limits annual revenues~~ to no more than one percent over [the](#) previous years’ revenues or Implicit Price Deflator⁹ (IPD), whichever is lower.

⁹ Definition for clarity: [The implicit price deflator for personal consumption expenditures is a figure compiled by the federal Bureau of Economic Analysis \(BEA\) to measure inflation. A few local governments use the implicit price deflator as an inflation index for certain fees or benefits, although it is more common to use other indexes such as](#)

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The 1% property tax limitation is still the most revenue restrictive element of the general revenue base. Accordingly, other revenue categories must make up the difference in order to achieve the overall 3% revenue growth target.

[Graphic]

Figure 14-4: Operations vs. Capital Spending Trend (2003-2012).

Sales tax is the City's largest revenue source. The pandemic that started in early 2020 caused businesses to close for a few months in the spring 2020. Businesses slowly reopened throughout the summer months but the effects of businesses being closed significantly reduced this revenue stream. While sales tax revenue has returned to pre-pandemic levels, increases have not kept pace with inflation resulting in ongoing expenditures rising faster than ongoing revenues. Retail sales tax from construction activity is expected to remain relatively strong as a number of projects are in the pipeline. Additionally, the Washington State Legislature ended the payment of Streamlined Sales and Use Tax Agreement mitigation payments to cities hard-hit by destination-based sales tax. The mitigation payments decline each year and are scheduled to end in 2026.

~~The Streamlined Sales and Use Tax Agreement (SSUTA) of 2008 allows Washington State to cooperate with multiple states and the business community to create a more uniform sales and use tax structure. Under SSUTA, sales tax sourcing changed from being based on origin of sales to being based on destination of goods purchased. In 2000, sales tax revenues of \$18.5 million were the largest revenue source for Tukwila, generally over 40% of total revenue. In 2012, sales tax of \$15.0 million accounts for 23% of total revenues. The State established a mitigation fund to compensate localities that lost revenue from implementation of SSUTA, but it does not compensate for 100% of the loss, and there is no guarantee that the State will maintain the fund. Since 2009 the City has received about \$1.2 million in compensation for lost sales tax revenues, which — prior to SSUTA — would range from a high of \$19.4 million in 2007 to a low of \$14.4 million in 2009.~~

the Consumer Price Index. But the primary importance of the IPD to local governments in Washington State is that it can impact how much property tax revenue local governments with a population of 10,000 or more can collect in the upcoming year, as discussed in the remainder of this page.

Under state law, a local government may not increase its property tax levy more than 1% in a given year (the "101% limit factor"), plus additional levy amounts generated by new construction, property improvements, and other "add-ons" listed in RCW 84.55.010, as well as any changes due to new annexations (RCW 84.55.030 and WAC 458-19-035). Jurisdictions may only exceed the 101% limit factor if they have banked capacity available or if voters have approved a levy lid lift.

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~~HOW DOES THE SSUTA AFFECT LOCAL REVENUE?~~

~~The SSUTA was designed in response to Congressional debates about how tax should be collected for sales made by mail order and on the Internet. Because sales tax is now based on the destination of the sale, sales tax that was previously collected by Tukwila on products being shipped out of the city is now being collected by other jurisdictions. Sales tax for products sold within the city or to customers who pick up their orders in person are unaffected.~~

WHAT ARE SPECIAL PURPOSE DISTRICTS?

Special Purpose Districts can be created to provide a new service or a higher level of service than is currently available. Special Purpose Districts can be established for a variety of purposes, such as agriculture, economic development, education, parks, or environmental protection. Special Purpose Districts may collect funds within their boundaries to provide services related to their stated purpose, though funding mechanisms (property tax, fees, etc.) vary by district.

Levying New Taxes and Fees

There are several ways that the Tukwila community has been able to compensate for the decrease in revenues. ~~The City created a Revenue Generating Regulatory License (RGRL), which is a fee levied on businesses operating within the City, and Beginning in 2006 the City~~ instituted a Utility Tax, which applies to electric, natural gas and communication sales. The City enacted a solid waste utility tax in 2009 to address revenue shortfalls in certain areas and unexpected costs in other areas. Utility tax revenues have remained fairly level over the past several years but took a dip in 2020 due to businesses being closed for a few months. Increases of up to 2.4% are expected in 2023 but, due to conservation efforts and changes in consumer behavior, no growth is projected for 2024. Both the RGRL and the utility tax are The City enacted a business license fee in 2010 which currently is expected to generate revenues exceeding \$3.2 million per year.

In order to continue to provide the same high-level of services in the next biennium and in the out years, it will be necessary for the City to implement a new revenue stream. The Council approved a modest business and occupation (B&O) tax to take effect in January 2024. The tax is levied on businesses that exceed \$750 thousand annual gross revenue. In addition to maintaining the current level of service, this new revenue source will allow the City to hire frozen commissioned officer police positions within the Police Department. relatively new revenue sources that were created and levied to compensate for the recent changes in the funding sources from traditional means.

Real Estate Excise Tax (REET)

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Real Estate Excise Tax (REET) is levied on the sales of real property. The tax is calculated based on the selling price, including the amount of any liens, mortgages, and other debts given to secure the purchase. The tax is due at the time of sale and is collected by the County at time of recording. The City of Tukwila imposes a 0.25% real estate excise tax- known as REET1 or the "first quarter percent" and an additional 0.25% REET2 tax on the "second quarter percent" with such proceeds to be used primarily for capital projects and limited maintenance.

Creating More Special Purpose Districts

Forming special purpose districts allows the community to collect additional money for specific needs, such as for parks. In 2011 a Metropolitan Park District was created with coterminous boundaries with the City of Tukwila, in order to sustain the operation of the Tukwila Pool. Beginning in 2013, Tukwila property owners began paying an additional 15 cents per \$1,000 of assessed valuation. ~~Fire Protection is a topic that has also been discussed as a potential breakaway service that would benefit from its own taxing authority.~~

[Graphic]

Levee repair at Lilly Point

Preparing for ~~NATURAL~~ Disasters and Emergencies

The effects of climate change can be felt throughout the Puget Sound region and can be categorized into six categories: temperature, precipitation, sea level rise, vegetation change, ocean acidification and slope stability. —

~~climate of the world is changing. We have witnessed firsthand The climate of the world is changing. T~~emperatures ~~are~~ rising, and patterns of rain and drought ~~are~~ changing. Flooding events will occur with greater frequency, water levels will rise, and more droughts will occur. Tukwila is already experiencing more severe weather impacts due to climate change and the opportunity for flooding to occur more often. The frequency and impact of flooding has the potential to become a more regular reality for the City of Tukwila. For Tukwila, A significant water feature of the City is the Duwamish/Green River and its tributaries.

Property owners of the City ~~are part of the~~ pay taxes to the King County Flood Control District ~~that which~~ manages the levy levee system ~~that protects the commercial and industrial base of the City along the Green/Duwamish River.~~ An infrastructure repair and the potential for flooding caused millions of dollars in unexpected expenses to the City in the last six years. Response to these changes needs to be regionally collaborative and combined with targeted local efforts. The primary levee located with Tukwila is the Tukwila 205 Levee which mitigates flood risks to both residents and business along the Lower Green River. The Tukwila 205 Levee is a 4.3-mile levee located along the left bank of the Green River from the southern boundary of the city

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extending to I-405. Over the course of the next 25 years the city in conjunction with the King County Flood Control District is rebuilding this entire levee system to provide 500-year level of flood protection plus 3 feet of freeboard. There are other smaller levees and revetments found throughout Tukwila along the Green/Duwamish River that mitigate flooding risks. The 205 levee is a prioritized project in the Regional Hazard Mitigation Plan.-

Tukwila is located in a seismic zone, and is vulnerable for to potential natural and man-made disasters such as an earthquake or a hazardous substance leak. R.release. As one of the the responsible public service entities, the ability to support the community after such an event is of a paramount importance job. The location and condition of the City's infrastructure to withstand significant catastrophes, and the presence of a reserve to pay for unexpected events, must should be a factor included included in the City's capital planning of the City. The city is in compliance with all regulations to be eligible for federal and state reimbursement if it experiences a Presidential Declared Disaster.

GOALS, POLICIES AND STRATEGIES

These policies are intended to ensure the availability of financing to accomplish the goals expressed here and in the other elements of the Comprehensive Plan over the next 20 years.

GOAL ~~14.1~~

Public facilities and services that reflect desired levels of quality, address past deficiencies, and anticipate the needs of growth through acceptable levels of service, prudent use of fiscal resources, and realistic timelines.

General Policies

~~14~~Policy .1.1 The City shall use non-capital and regionally-shared capital options to meet its public facility needs when there are financial or ~~space~~ economies of scale to be gained. Such options include:

- Contracted services, such as King County Animal Control;
- Cooperative programs with other public entities, such as Valley Communications for dispatch services and South County Correctional Entity for jail services, and Cascade Water Alliance for water supply;
- Demand ~~Management~~ management strategies; and
- Rent or lease options.

Policy ~~14.1.2~~ The City's management of its capital facilities shall follow this order:

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1. Regular inspection of systems for evaluation and to ensure conformity with current safety standards;
2. Prioritizing projects when making improvements, if the public health and safety is at risk;
3. Preventive maintenance and cost-effective replacement of aging elements; and
4. Planning for the orderly extension and upgrading of capital systems to accommodate future growth.

Policy 14.1.3 Projects listed to be initiated during ~~for~~ the 7–20 year time frame shall be generally developed, described, estimated, and evaluated using Comprehensive Plan goals, while projects in the six-year CIP/FPM shall be more specifically described.

Policy 14.1.4 The City shall ensure that transportation capital facilities are provided within a maximum of six years of the occurrence of impacts that will degrade adopted level of services standards.

~~14.1.5 Prioritize and fund residential street improvements whenever financially feasible.¹⁰~~

Policy

14.1.56 ~~A~~ Dedicated facility funding and allocation for building needs shall be included in the CIP/FPM.

Policy 14.1.67 Continue to fund the correction of ~~single-family~~ residential neighborhood infrastructure deficiencies, including transportation, surface water, sewer and water, through interfund loans or general fund transfers, in order to address emergency and public health and safety issues.

Policy 14.1.78 No capital improvement projects located outside the city limits shall be approved without specific City Council approval.

Paying For Facilities

Policy 14.1.89 If the City determines that the public's health, safety, and welfare will be benefited, or if funding is available through external sources such as

¹⁰ Priorities are addressed in the section Prioritizing Facility Construction later in the element.

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development or grant funds, the City ~~may shall~~ allocate funding for preliminary engineering and design of commercial and residential street projects.¹¹

Policy 14.1.9~~10~~ Late-comer agreements shall be considered an acceptable means of funding capital projects, improvements, and replacements, in whole or in part when requested by a developer.

Policy 14.1.10~~1~~ The City shall initiate property negotiations in all projects with a request for donation of the property needed for rights-of-way and easements.

Policy 14.1.11~~2~~ Arterial street improvements listed in the six-year CIP/FPM may be funded through an LID or financing external to the City. The City may ~~participate using~~ use operating revenues, grants, or bonds, based on health and safety needs or public benefit.

Policy 14.1.12~~3~~ The City ~~shall may~~ consider paying for local improvement district formation costs in addition to the preliminary and construction engineering costs, in order to provide a more timely option for residential street improvements. ~~To initiate this action, a majority of affected property owners must petition the City for creation of a local improvement district.~~

~~Residents shall pay the other costs such as: for undergrounding utilities in the street and undergrounding from the street to their house; for the actual construction contract cost; and for any improvements on private property such as rockeries, paved driveways, or roadside plantings. Both the process and requirement for initiating a local improvement district by petition are set forth in State and local law.~~

Policy 14.1.13~~4~~ The City shall, whenever practical and advantageous, apply for grants, loans, or other external financing sources. Grant applications for capital facilities shall be made:

- Only for projects listed in the CIP/FPM, and
- After ~~approve~~ City Council approval ~~al of the appropriate Council Committee, who shall report to the full Council on any pending grant.~~¹²

~~14.1.15 Full Council approval is required for any grant acceptance.~~¹³

¹¹ Reflects current practice.

¹² These protocols shall be internal Council decisions.

¹³ The Council should have flexibility to change their grant procedures without a Comp Plan change.

Existing Comprehensive Plan (with proposed changes)

~~Policy 14.1.16 The City shall continue to target a minimum of 33 percent of total sales tax proceeds to pay for capital projects.~~

~~14.1.147~~ Transportation, fire, and parks impact fees shall be collected so that “growth may pay for growth” and growth-caused improvements may be constructed.

~~Policy 14.1.158~~ Impact fees shall be adjusted periodically based upon an appropriate capital cost index and/or other relevant data, to ensure that the fees reflect the cost of planned system improvements related to growth, and shall be subject to City Council approval.

~~Policy 14.1.169~~ The City shall consider issuance of bonds for facilities, if repayment can be made from revenue allocations and if it is more cost-effective.

~~14.1.20 The City shall consider projects identified in the CIP/FPM for general operating revenues if substantial funding from grants, developers, other jurisdictions or other funding sources becomes available.~~

~~Policy 14.1.1721~~ Non-transportation and non-utility capital projects and improvements (i.e., new fire station, parks, trails, City offices) shall be funded by general revenues, impact fees, grants, or bonds as determined in the biennial CIP/FPM review process.

~~14.1.22 The first ¼-cent real estate transfer tax shall be dedicated to park and open space land acquisition. The second ¼-cent tax, along with the parking tax revenues, shall be used for arterial streets.¹⁴~~

~~PRIORITIZING Facility Construction – Prioritizing, Site Selection, and Design~~

~~14.1.23 Residential streets with safety issues, high traffic volumes, high pedestrian activity and poor roadway conditions shall be considered the highest priority projects.¹⁵~~

¹⁴ This has been changed by the Council to fund the Public Safety Plan

¹⁵ Reflects current practice.

Existing Comprehensive Plan (with proposed changes)

Policy 14.1.18 — Provide affordable and equitable access to public services to all communities, especially the historically underserved. Prioritize investments to address disparities.¹⁶

Policy 14.1.24¹⁹ Capital improvements shall be coordinated, whenever feasible, with related improvements by other jurisdictions.

Policy 14.1.25²⁰ Transportation improvements shall be coordinated with related improvements such as utility, landscaping, sidewalks, etc.

Policy 14.1.26²¹ Capital facility projects shall be prioritized using Comprehensive Plan and Strategic Plan goals and policies.

Policy 1.22 Prioritize the selection, design, and construction of capital facility projects using consideration of how these choices reduce greenhouse gas emissions (GHG) and support state, regional, and local GHG reduction goals¹⁷

Policy 1.23 Prioritize capital facility decisions that require and expand the use of conservation, alternative energy sources, and energy management technology.¹⁸

Policy 1.24 Support coordinated planning for public safety services and programs, including emergency management, in partnership with communities that have disproportionately carried the burden of harm from social, or political disenfranchisement.¹⁹

Policy 1.25 Establish new or expanded sites for public facilities, utilities, and infrastructure in a manner that ensures disaster resiliency and public service recovery.²⁰

Financial Planning and Plan Maintenance

¹⁶ King County Countywide Planning Policies, K PF-2

¹⁷ PSRC goals/policies: (MPP-CC-1, CC-3, CC-5, CC-11-12, CC-Action-3)

¹⁸ PSRC goals/policies: (MPP-CC-1, CC-3, CC-5, CC-11-12, CC-Action-3)

¹⁹ King County Countywide Planning Policy K PF-26

²⁰ King County Countywide Planning Policy PF-27

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Policy 14.1.27246 Capital planning decisions shall be linked to City-wide goals, by tracking actual growth patterns and evaluating growth targets and level-of-service standards.

Policy 14.1.28257 The CIP/FPM shall be updated biennially and include reviews of forecasts and actual growth, revenue, and cost totals.

Policy 14.1.29268 Capital Facility policies shall be reviewed biennially during revisions to the CIP/FPM. Desirable changes shall be implemented during the annual Comprehensive Plan amendment process.

Policy 14.1.30279 Policies and practices of sound governmental budgeting and accounting principles, revenue diversity, and promoting the economic well-being of the City shall be used, in order to maintain an ~~A-1~~AA bond rating or better for the City.

Policy 14.1.312830 In the event that anticipated funding falls short of meeting existing and/or anticipated needs, the City shall reassess and revise the following, as needed:

- ~~• The land uses in the Comprehensive Plan;~~
- Funding alternatives; and/or
- The level of service standards of the City.

Enterprise Funds Policies

Policy 14.1.322931 Utility rates and charges shall be structured to ensure adequate infrastructure development, in addition to compliance with operation, maintenance, and federal and State requirements.

Policy 14.1.3023 Adequate reserved working capital balances shall be maintained for each enterprise fund's annual expenditures. The fund balance for enterprise funds, at the close of each fiscal year, shall equal or exceed 20% of the previous year's revenue, exclusive of significant non-operating, non-recurring revenues such as real estate sales, transfers in from other funds, or debt proceeds.

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Policy 14.1.3134 Rate increases shall be small, applied frequently, and staggered to avoid an overly burdensome increase and undue impact in any given year.

Policy 14.1.3245 Each enterprise fund shall be reviewed at least biennially, and shall have a rate structure adequate to meet its operations ~~&~~and maintenance and long-term capital requirements.

Policy 14.1.3356 Rate increases of external agencies (i.e., King County secondary wastewater treatment fees) shall be passed through to the users of the utility.

Policy 14.1.3467 For safety and health reasons, the City shall provide sewers to all residential and commercial areas in the City's service area by using a combination of operating revenues, grants, loans, bonds, voluntary local improvement district formations, and/or interfund loans.

Policy 14.1.3578 Interfund loans shall be permissible if practical. Interest rates shall be computed based on the discounted market rate that is based on the US Treasury note rate(s) corresponding to the term of the loan, in order to adequately compensate the loaning fund.

Policy 14.1.3689 When there is a general long-term benefit to the respective enterprise fund and its customers, the City shall use bonded indebtedness as a funding alternative.

Level-of-Service Standards

Policy 14.1.37940 Sufficient system capacity for surface water, water, sewer, and transportation is required prior to approval of any new development. (Standards for surface water, water and sewer are codified in the City's Municipal Code, and the transportation standards are in the Transportation Element of this Plan.) New development must pass the concurrency tests before development may be permitted.

Policy 14.1.3841 — 40 The City shall monitor the capacity and maintain the water, sewer, surface water, and transportation systems at the adopted standards.

GOAL 14.2

Existing Comprehensive Plan (with proposed changes)

A Capital Improvement Program and facility designs that meet the broad spectrum of the City's human needs, rather than just traditional needs such as vehicular and pedestrian circulation, drinking water distribution, and sewage collection.

POLICIES

Policy 14.2.1 The City shall recognize and provide for multiple purposes and functions ~~in~~of all City facilities and, where possible, incorporate the needs of the individual within the design.

Policy 14.2.2 The design of infrastructure improvements shall include conservation of resources, such as water reuse and energy-efficient electric fixtures, and the use of local power generation.

Policy 14.2.3 The design and location of infrastructure improvement shall consider the impact of climate change, environmental justice, seismic occurrence, flood risk, ~~environmental justice~~, and maintaining the ability to serve the community in the event of a natural or other²¹ disaster.

Policy 14.2.4 Minimizing the costs of maintaining, operating, and other life cycle costs shall be used as a criterion in the design and funding for any capital facility.

Policy 14.2.5 The design and construction of capital projects shall:

- Use best practices for constructing in accordance with ~~a~~ crime prevention through environmental design ~~free environment~~;
- Create high-quality built places that, as appropriate, are accessible to all;
- Have a strong landscape component;
- Maximize environmental and economic benefits;
- Minimize environmental ~~costs~~impacts; and
- Promote public health by providing opportunities for safe and convenient daily physical activity.

Policy 14.2.6 Throughout the City, the focus of capital investments shall be on creating a connected, dynamic urban environment.

²¹ To account for man-made disasters - huge fires, explosions, etc.

Existing Comprehensive Plan (with proposed changes)

Policy 14.2.7 The City, both acting on its own or in coordination with flood protection partners, shall seek, design, and implement flood hazard reduction projects, ~~which that~~ are ~~permanent, long-term and~~ low-maintenance flood ~~protection~~ hazard management solutions that meet multiple objectives, such as flood ~~hazard control~~ protection, ~~water supply~~ flood storage, water quality, recreation and ~~fisheries protection~~ habitat restoration.

Policy 2.8 Reduce the solid waste stream and encourage reuse and recycling.²²

RELATED INFORMATION

Capital Facilities Element Background Report

Capital Improvement Program/Financial Planning Model (CIP/FPM)

~~Walk and Roll Non-Motorized Plan~~

Fire Master Plan

Parks, Recreation and Open Space Plan

Surface Water Plan

Water Plan

Sewer Plan

Transportation Background Report

²² [King County Countywide Planning Policy, K PF-14](#)