



Land Use, Housing, and Centers Planning Commission Briefing

October 5, 2023

ATTACHMENT B



Overview

- Restructuring Elements
- Regional Centers
- Housing - Historical Growth, Reasonable Measures and Housing Growth Targets
- Housing Analysis - Findings From Housing Action Plan & Higher Density Residential Analysis
- Suggested Areas to Modify in Comprehensive Plan Update



Reorganization of Elements

- Element List (2015 Update)

1. Community Image and Identity
2. Economic Development
3. Housing
4. Natural Environment
5. Shorelines
6. Parks, Recreation and Open Space
7. Residential Neighborhoods
8. Tukwila International Boulevard District
9. Tukwila South
10. Southcenter – Tukwila’s Urban Center
11. Manufacturing/Industrial Center
12. Utilities
13. Transportation
14. Capital Facilities
15. Roles and Responsibilities

- Element List (2024 Update)

- Land Use
- Community Image and Identity
- Economic Development
- Regional Centers
- Housing
- Natural Environment
- Shorelines
- Parks, Recreation and Open Space
- ~~Residential Neighborhoods~~
- ~~Tukwila International Boulevard District~~
- ~~Tukwila South~~
- ~~Southcenter – Tukwila’s Urban Center~~
- ~~Manufacturing/Industrial Center~~
- Utilities
- Transportation
- Capital Facilities
- ~~Roles and Responsibilities~~



Content Distribution

- Residential Neighborhoods → • Land Use & Housing (*primarily*)
- Tukwila International Boulevard District → • Land Use
- Tukwila South → • Land Use
- Southcenter – Tukwila’s Urban Center → • Regional Centers
- Manufacturing/Industrial Center → • Regional Centers
- Roles and Responsibilities → • Community Image & Identity



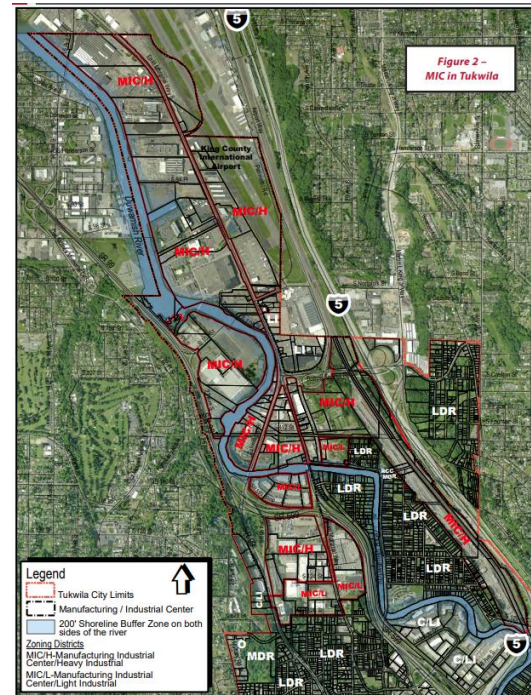
Regional Centers

- Tukwila has 2 Regional Growth Centers

Southcenter Urban Center



Manufacturing Industrial Center





Regional Centers

- **Status of Centers**
 - Regional Growth Centers (RGC) are the region’s solution to providing for the 5.8 million people and 3+ million jobs expected in the Puget Sound 2050 – by concentrating growth and encouraging the efficient use of land and infrastructure.
 - Tukwila elected to have regional growth centers in 1995
 - In 2014, PSRC provided guidance on required center “activity center” thresholds
 - Monitoring of Center’s progress – due in 2025
- **Draft of Centers Document**
 - Not many changes in policies needed - regionally required policies (equity, climate change) will be provided in other elements
 - More analysis regarding Centers’ status will be completed when data from Transportation Element and detailed analysis of available data (e.g., covered employment”) is completed



- Centers
Population and
Shares of City
Population

	Existing Population (2010)			Population Change (2000-2010)		
	Center Population	City Population	% of City	Center Population	City Population	% of City
Regional Growth Center						
AUBURN	1,366	70,180	1.9%	10	14,477	0.1%
BELLEVUE DOWNTOWN	7,147	122,363	5.8%	4,559	9,519	47.9%
BOTHELL CANYON PARK	1,847	33,505	5.5%	698	3,348	20.8%
BREMERTON	1,821	37,833	4.8%	191	104	183.7%
BURIEN	2,945	33,313	8.8%	228	1,440	15.8%
EVERETT	5,960	103,019	5.8%	1,047	7,308	14.3%
FEDERAL WAY	0	89,306	0.0%	0	4,105	0.0%
KENT	1,486	92,411	1.6%	602	12,319	4.9%
KIRKLAND TOTEM LAKE	5,487	48,787	11.2%	852	3,581	23.8%
LAKEWOOD	3,159	58,211	5.4%	249	48	518.8%
LYNNWOOD	2,767	35,836	7.7%	-346	1,724	-
PUYALLUP DOWNTOWN	1,245	37,022	3.4%	67	2,608	2.6%
PUYALLUP SOUTH HILL	3,771	37,022	10.2%	679	2,608	26.0%
REDMOND DOWNTOWN	3,124	54,144	5.8%	1,460	8,239	17.7%
REDMOND OVERLAKE	2,139	54,144	4.0%	1,511	8,239	18.3%
RENTON	3,122	90,927	3.4%	1,292	20,073	6.4%
SEATAC	10,038	26,909	37.3%	-871	1,413	-
SEATTLE DOWNTOWN	25,920	608,660	4.3%	6,117	45,286	13.5%
SEATTLE FIRST HILL/ CAPITOL HILL	36,502	608,660	6.0%	1,920	45,286	4.2%
SEATTLE NORTHGATE	7,049	608,660	1.2%	740	45,286	1.6%
SEATTLE SOUTH LAKE UNION	4,234	608,660	0.7%	1,911	45,286	4.2%
SEATTLE UNIVERSITY COMMUNITY	23,198	608,660	3.8%	3,265	45,286	7.2%
SEATTLE UPTOWN	7,641	608,660	1.3%	2,242	45,286	5.0%
SILVERDALE	4,168	-	-	1,080	-	-
TACOMA DOWNTOWN	13,360	198,397	6.7%	2,308	4,841	47.7%
TACOMA MALL	3,761	198,397	1.9%	739	4,841	15.3%
TUKWILA	9	19,107	0.0%	-13	1,912	n/a
Manufacturing/Industrial Center						
BALLARD-INTERBAY	1,846	608,660	0.3%	467	45,286	1.0%
DUWAMISH	1,376	608,660	0.2%	-513	45,286	-
FREDERICKSON	961	-	-	584	-	-
KENT MIC	442	92,411	0.5%	272	12,319	2.2%
NORTH TUKWILA MIC	339	19,107	1.8%	134	1,912	7.0%
PAIN FIELD / BOEING EVERETT	1,690	-	-	-1,370	-	-
PORT OF TACOMA	1,300	198,397	0.7%	698	4,841	14.4%
SOUTH KITSAP INDUSTRIAL AREA	260	37,729	0.3%	-219	-	-

Source: Regional Centers Monitoring Report—2013 Edition, Figure 17



- Centers Housing and Shares of City Housing

	Existing Housing Units (2010)			Housing Change (2000-2010)		
	Center Units	City Units	% of City	Center Units	City Units	% of City
Regional Growth Center						
AUBURN	725	27,834	2.6%	23	5,761	0.4%
BELLEVUE	7,151	55,551	12.9%	4,921	5,820	84.6%
BOTHELL CANYON PARK	787	14,255	5.5%	416	1,948	21.4%
BREMERTON	1,096	17,273	6.3%	89	400	22.3%
BURIEN	1,705	14,322	11.9%	163	427	38.2%
EVERETT	2,999	44,609	6.7%	237	4,554	5.2%
FEDERAL WAY	0	35,444	0.0%	0	2,120	0.0%
KENT	600	36,424	1.6%	-42	3,730	-
KIRKLAND TOTEM LAKE	3,115	24,345	12.8%	641	2,464	26.0%
LAKEWOOD	1,574	26,548	5.9%	197	1,152	17.1%
LYNNWOOD	1,334	14,939	8.9%	-122	1,041	-
PUYALLUP DOWNTOWN	669	16,171	4.1%	74	2,136	3.5%
PUYALLUP SOUTH HILL	1,982	16,171	12.3%	360	2,136	16.9%
REDMOND DOWNTOWN	2,040	24,177	8.4%	985	3,669	26.8%
REDMOND OVERLAKE	1,193	24,177	4.9%	850	3,669	23.2%
RENTON	2,617	38,930	6.7%	1,541	7,951	19.4%
SEATAC	4,130	10,360	39.9%	-493	184	-
SEATTLE DOWNTOWN	19,185	308,516	6.2%	7,461	37,992	19.6%
SEATTLE FIRST HILL / CAPITOL HILL	25,972	308,516	8.4%	2,998	37,992	7.9%
SEATTLE NORTHGATE	4,569	308,516	1.5%	828	37,992	2.2%
SEATTLE SOUTH LAKE UNION	3,107	308,516	1.0%	1,915	37,992	5.0%
SEATTLE UNIVERSITY COMMUNITY	8,431	308,516	2.7%	1,378	37,992	3.6%
SEATTLE UPTOWN	6,110	308,516	2.0%	1,545	37,992	4.1%
SILVERDALE	2,260	-	-	765	-	-
TACOMA DOWNTOWN	7,990	85,786	9.3%	1,600	4,684	34.2%
TACOMA MALL	1,916	85,786	2.2%	605	4,684	12.9%
TUKWILA	4	7,755	0.1%	2	22	9.1%
Manufacturing/Industrial Center						
BALLARD-INTERBAY	780	308,516	0.3%	199	37,992	0.5%
DUWAMISH	523	308,516	0.2%	-143	37,992	-
FREDERICKSON	344	-	-	215	-	-
KENT MIC	199	36,424	0.5%	139	3,730	3.7%
NORTH TUKWILA MIC	157	7,755	2.0%	54	22	245.5%
PAINE FIELD / BOEING EVERETT	582	-	-	-551	-	-
PORT OF TACOMA	25	85,786	0.0%	-22	4,684	-
SOUTH KITSAP INDUSTRIAL AREA	127	17,273	0.4%	-69	400	-

Source: Regional Centers Monitoring Report—2013 Edition, Figure 25



- Centers
Employment and
Shares of City
Employment

	Existing Housing Units (2010)			Housing Change (2000-2010)		
	Center Units	City Units	% of City	Center Units	City Units	% of City
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Source: Regional Centers Monitoring Report—2013 Edition, Figure 25



Reasonable Measures

- Due to under production of housing and jobs compared to adopted growth targets between 2006 and 2018, Tukwila has been recommended to adopt “Reasonable Measures” in the 2024 Comprehensive Plan Update to address this inconsistency
- About 1,250 new units have been produced from 2019 to present. This would need to be the sustained growth rate from 2024-2044 (250 new net units per year) to meet housing targets
- This amount of annual development is unlikely to occur without changes made by the City



Reasonable Measures

Exhibit 54. Recommendations for Adoption of Reasonable Measures

Jurisdiction	Inconsistency	Type(s) of Reasonable Measure Recommended
Tukwila	<ul style="list-style-type: none"> Housing growth inconsistent with target Employment growth rate inconsistent with target 	<ul style="list-style-type: none"> Action(s) to encourage and/or incentivize residential development Action(s) to encourage and/or incentivize non-residential development

Following the adoption of comprehensive plans in 2024, each jurisdiction will be required to monitor progress toward resolving the inconsistency, with regular reporting to the Growth Management Planning Council.

(2021 King County Urban Growth Capacity Report)



Under Production of Housing

Exhibit 13. Residential Growth Compared to Targets, 2006-2018

City/Jurisdiction	2006 Total Housing Units	2006-2035 Housing Target	2006-2018 Housing Production	2018 Total Housing Units	% of 2035 HU target pace	Remaining 2035 Target	Annual Growth Needed to Achieve Target
Metropolitan Cities							
Bellevue	55,107	20,056	6,591	61,698	79%	13,465	1.3%
Seattle	292,881	99,760	63,675	356,556	154%	36,085	0.6%
Subtotal	347,988	119,816	70,266	418,254	142%	49,550	0.7%
Core Cities							
Auburn	23,602	11,159	3,138	26,740	68%	8,021	1.8%
Bothell	9,522	4,420	2,204	11,726	121%	2,216	1.1%
Burien	19,584	5,150	1,225	20,809	57%	3,926	1.1%
Federal Way	34,560	9,396	2,525	37,085	65%	6,871	1.1%
Kent	43,552	10,753	4,259	47,811	96%	6,495	0.8%
Kirkland	35,556	9,941	3,100	38,656	75%	6,841	1.0%
Redmond	22,790	11,896	4,946	27,736	100%	6,950	1.5%
Renton	36,168	17,231	6,607	42,775	93%	10,623	1.5%
SeaTac	10,301	6,728	548	10,849	20%	6,180	3.4%
Tukwila	7,739	5,626	130	7,869	6%	5,496	4.1%
Subtotal	243,374	92,300	28,683	272,057	75%	63,617	1.4%



Under Production of Housing

Figure 6. Scale of Single-Family Housing Built, Tukwila, 1960-2020
Source: King County Assessor's Office, 2020.

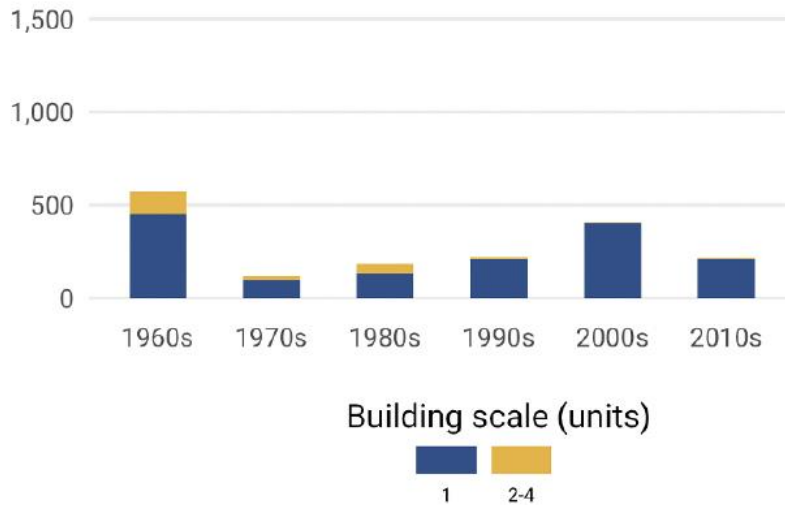
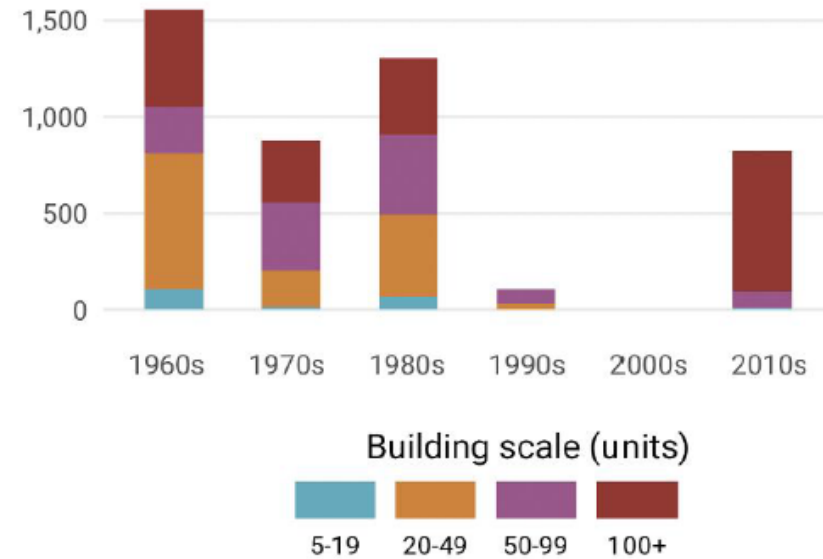


Figure 7. Scale of Multifamily Housing Built, Tukwila, 1960-2020
Source: King County Assessor's Office, 2020.





Need for Housing

Indicators demonstrate the impacts of housing scarcity on Tukwila

- Vacancy Rate
 - 3.6% residential vacancy rate in Q2 2023, indicating a constrained housing market, at below 5%
- Rate Increases
 - Median single-family home price has increased 56% over five years (Jan 2018-Jan 2023)
 - Rent growth increased 4.1% YoY from Q2 of 2022 to 2023



Need for Housing

Many existing comprehensive plan goals and policies support housing production to meet the needs of the entire community

- Goal 3.1
 - *The City of Tukwila provides the City's fair share of regional housing.*
- Goal 3.2
 - *The City of Tukwila has safe, healthy and affordable homes for all residents in Tukwila.*
- Policy 3.2.1
 - *Provide zoning that allows a variety of housing throughout the City to allow for diverse, equitable neighborhoods.*



Trends & Lack of Variety in Production

- Of the large multifamily housing production that has occurred since 2019:
 - Most development has occurred in the Tukwila Urban Center (TUC) under relaxed requirements for parking, height and density
 - Many developments have been done through a Development Agreement (DA), as they could not meet all development standards
 - Many of the projects have been housing for persons 55+, which has reduced requirements for parking and other onsite features
 - Most market rate development has relied on a multifamily tax exemption (MFTE)



Findings from Studies

- The City has commissioned a number of industry experts in housing real estate and development in the last few years
- These next few slides attempt to distill down findings and recommendations from this work



Middle Housing Work

- Within the 2022-2023 Middle Housing Grant, the City worked with subconsultant Neighborhood Workshop, an expert on middle housing policy and regulations, to analyze potential for greater middle housing allowance, market expectations, and best practices for integrating regulations
- Work from Neighborhood Workshop has been integrated into planning commission presentations and will be utilized into future code amendment proposals



Findings

- 87% of residential only zoning only is exclusively in LDR, which only permits single-family homes and ADUs
- Cost of land is a big driver of increased costs of development
- HB 1110 (Middle Housing Bill) will require significant updates to allowed housing types across LDR and MDR zones
- Reductions in items like minimum lot size, could have significant impacts to the cost of development

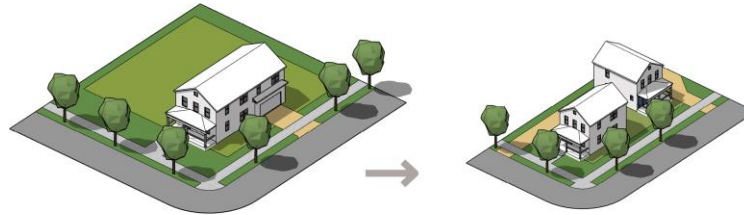


Recommendations

- Increased flexibility of housing types could bring down costs of housing per unit significantly
- With relatively large lot sizes, there is high potential for additional units on existing single-family lots in many forms
- Broadening allowances to comply with HB 1110 and reducing minimum lot sizes in LDR would provide opportunities for homeownership at lower sales prices



Recommendations



Tukwila, Washington Policy Choice Fiscal Sensitivity Testing

	New Construction	Sales Price	3-Person HH AMI	Monthly Rent	3-Person HH AMI	
Current Standards	Large Lot Single-Detached	\$1,004,840	425%	\$6,859	512%	Less Affordable / Less Likely
.....						
Modified Standards	Allow More Homes per Lot (up to Four)	\$472,719	200%	\$3,227	239%	More Affordable / More Likely
	Modified Lot Area Requirements	\$393,460	167%	\$3,183	197%	
	Right-Sized Parking	\$386,339	164%	\$3,132	194%	
	Increase Buildable Area (Setbacks/Lot Coverage)	\$345,251	147%	\$2,803	174%	
	Allow Fee Simple Land Division (up to Four)	\$342,006	145%	\$2,803	174%	
	Percent of Change Before Market Decisions	-66%		-60%		

There is an additional opportunity to reduce costs by improving the construction approval process. Every three months in delay adds \$8,000 to the cost of constructing these homes.



TOD Housing Strategies Plan

- Tukwila contracted with ECONorthwest, a consulting firm specializing in economics and land use, to create a Housing Action Plan focusing on the Tukwila International Boulevard District
- Work concluded in 2021 and provided a wealth of findings, analysis and recommendations available in the Transit Oriented Development Housing Action Plan



Findings

- High market demand for housing exists in the TIB District
- The following existing standards make most multifamily development financially infeasible in the TIB District without modifications to development standards:
 - Structured parking requirements,
 - High parking requirements,
 - Unit-mix requirements,
 - Height limits
 - Stepback requirements,
 - Recreation space requirements
- Changes need to be accompanied with anti-displacement measures








Recommendations

Figure 54. Recommended Actions and Implementation Considerations

Objective	#	Recommended Action	Recommendation Type	TIB Station Area or Citywide?	Near-term or Long-Term?	Impact to City Resources
Encourage Higher Density Development	A1	Modify Unit Mix Requirements		TIB Station Area	Near-Term	Moderate staff time
	A2	Reduce Parking Ratios		TIB Station Area	Near-Term	Moderate staff time
	A3	Modify Parking Standards for 4-over-1 Development		TIB Station Area	Near-Term	Moderate staff time
	A4	Adjust Recreational Space Requirements		TIB Station Area	Near-Term	Moderate staff time
	A5	Reduce Step Back Requirements		TIB Station Area	Near-Term	Moderate staff time
	A6	Promote Site Assembly for Smaller Parcels		TIB Station Area	Near-Term	Moderate staff time



Recommendations

Anti-Displacement and Community Stabilization	B1	Consider a 12-year MFTE Program		TIB Station Area	Near-Term	Moderate staff time and lost tax revenue for the duration of the program
	B2	Identify Opportunities to Increase Homeownership		Citywide	Long-term	Moderate staff time and program funding
	B3	Support Community and Faith-Based Institutions' Efforts to Develop Affordable Housing		Citywide	Long-term	Moderate staff time and program funding
	B4	Expand Tenant Supports		Citywide	Long-term	Moderate staff time and program funding
	B5	Monitor and Track Regulated Affordable Housing		Citywide	Long-term	Some staff time and potential program funding



Recommendations

Anti-Displacement and Community Stabilization	B6	Monitor and Track Unregulated Affordable Housing	\$	Citywide	Long-term	Some staff time and potential program funding
	B7	Offer Tools and Strategies for Housing Preservation	\$	Citywide	Long-term	Moderate staff time and program funding
	B8	Evaluate a Preservation Funding Program in Exchange for Affordability Restrictions	\$	Citywide, TIB Station Area Focus	Long-term	Moderate staff time and program funding
	B9	Develop TIB Community Economic Development Strategies	\$	TIB Station Area Focus	Near-Term	Moderate staff time and budget for consultant study
	C1	Create a TIB Station Area Parking Strategy		TIB Station Area	Long-Term	Significant staff time and program funding
	C2	Connect the Station Area to Parcels South of SR 518	\$	TIB Station Area	Near-Term	Significant staff time and program funding



Medium & High Density Zoning Analysis

- As part of the periodic grant update process, Leland Consulting Group, a real estate and community planning consultant was contracted as a subconsultant to analyze higher density zones within Tukwila, primarily focusing on the MDR & HDR zones
- Tukwila staff is currently working with Leland to finalize their findings and recommendations, will share initial findings and recommendations



Findings

- Many areas of development regulations make developing multifamily properties in Tukwila more difficult than other South King County Cities. Some of these areas include:
 - Upper-floor stepback increases
 - Higher than expected parking requirements
 - Low densities in “MDR” , “HDR” and other high-density zones
 - Low lot coverage allowances
 - Low height allowances
 - High requirements for structured parking
 - High open space/recreation space requirements
 - Non-administrative design review adds uncertainty to projects



Recommendations

- Leland Consulting Group offered the following initial recommend changes to the MDR and HDR zones based on their findings:
 - Increase the allowed density
 - Increased the allowed height
 - Increase lot coverage allowances
 - Reduce or eliminate upper-story stepbacks
 - Reduce open space/recreate space requirements
 - Reduce parking requirements
 - Allow administrative design review



Suggested Comp Plan Areas To Address

- Need for a holistic housing strategy
- Address areas that Tukwila can control to impact housing development by first creating policies to support future development regulation amendments
- Areas of influence:
 - Expanding Middle Housing options at lower densities
 - Zoning allowances and development standards
 - Reducing impediments in the development review process
 - Other areas out of step with comparable cities



Discussion
