



Tukwila City Council Agenda

❖ WORK SESSION ❖

Thomas McLeod, Mayor

Marty Wine, Interim City Administrator

Mohamed Abdi, Council President

Councilmembers: ❖ **De'Sean Quinn** ❖ **Tosh Sharp**

❖ **Armen Papyan** ❖ **Jovita McConnell**

❖ **Dennis Martinez** ❖ **Hannah Hedrick**

ON-SITE PRESENCE:

TUKWILA CITY HALL
COUNCIL CHAMBERS
6200 SOUTHCENTER BOULEVARD

REMOTE PARTICIPATION FOR THE PUBLIC:

1-253-292-9750, ACCESS CODE: 70090635#
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Monday, May 6, 2024; 5:30 PM

1. CALL TO ORDER

2. BUSINESS ITEMS

2023 – 2024 Tukwila Comprehensive Plan Update:
Introduction to plan issues, process, and requirements.

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3. ADJOURNMENT

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INFORMATIONAL MEMORANDUM

TO: City Council

FROM: Nora Gierloff, AICP, Department of Community Development, Director

BY: Nancy Eklund, AICP, Long Range Planning Manager
Neil Tabor, AICP, Senior Planner

CC: Thomas McLeod

DATE: April 30, 2024

SUBJECT: 2023-2024 Tukwila Comprehensive Plan Update – Introduction

ISSUE

This is an introductory presentation about the City's Draft Comprehensive Plan and the regional, state, and local analysis and requirements that shape its content.

BACKGROUND

The City is completing an update of its Comprehensive Plan, which must be adopted no later than December 31, 2024. State law requires that Comprehensive Plan amendments occur no more frequently than once a year. Because of the Council's need to adopt a budget in 2024, adoption of the Plan is scheduled for late summer so Council can focus on budget issues in the later months of the year.

DISCUSSION

The Comprehensive Plan Update discussion in **Attachment A** addresses the requirements that guide the Plan's development, the format and content changes to the 2015 adopted Comprehensive Plan and the proposed 2024 Plan, as well as a summary of the public outreach and Planning Commission review conducted during the planning process since 2022. This information is provided as a foundation for future discussions with the Council about the Plan.

FINANCIAL IMPACT

Consideration of this information will have no financial impact on the City.

RECOMMENDATION

- For Attachment A, staff has no recommendations for action.

ATTACHMENTS

Attachment A - The Tukwila 2024 Comprehensive Plan Update
Attachment B – Presentation on Tukwila Comprehensive Plan Update – Introduction

Attachment A

THE TUKWILA 2024 COMPREHENSIVE PLAN UPDATE

The City is completing an update of its Comprehensive Plan, which must be adopted no later than December 31, 2024. Because the City Council will be focusing on the 2025-2026 budget this year, staff is aiming to bring the Plan Update to the Council for a September 2024 public hearing.

REGULATORY CONTEXT FOR THE PLAN UPDATE

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

The GMA requires that each jurisdiction periodically update its comprehensive plan and associated development regulations. The review includes analysis of how the City will plan for population growth expected over the next 20 years. An update needs to: address current state laws identified in the [Washington Department of Commerce](#) guidance and Periodic Review Checklist; align with the Puget Sound Regional Council's [Vision 2050](#) and Regional Growth Strategy; respond to the [King County Countywide Planning Policies](#) (CPPs); and address planning issues identified as locally important. The Plan is also guided by analysis used to determine the anticipated growth in the Puget Sound area, and where and how this new population could be allocated among area communities (2021 [King County Urban Growth Capacity Report](#)).

The City has received two grants from the Washington Department of Commerce to provide primary funding for the development of the periodic update.

The Existing 2015 Comprehensive Plan

The City's first Comprehensive Plan under GMA was adopted in 1995. The Plan has been kept current with specific annual updates, as well as through a more comprehensive review in 2004 and in a phased review from 2011 through 2015.

The City's current Comprehensive Plan includes 15 "elements" (i.e., chapters). GMA requires Plans to include seven mandatory elements: Land Use, Housing, Capital Facilities, Utilities, Transportation, Economic Development, and Parks, Recreation, and Open Space. Tukwila has not had a standalone Land Use element but the 2015 Plan and previous plans put land use information in several different elements.

The 2015 Plan also has several optional elements, including two elements addressing the City's two regional growth centers (Southcenter – Tukwila's Urban Center, and the Manufacturing /Industrial Center), two subareas (Tukwila International Boulevard District and Tukwila South), and five optional elements (Community Image and Identity, Natural Environment, Shoreline, Residential

Neighborhoods, and Roles and Responsibilities). Information, goals, and policies for the Natural Environment and the City’s Shoreline¹ area are required to be addressed in GMA plans, and many jurisdictions include that information in their Land Use elements.

In Tukwila’s Plan, each topical element includes a background report which summarizes and analyses existing conditions, the element itself which summarizes the background information and provides goals and policies and implementation strategies. As a printed document, the 2015 Plan is a substantial 320 pages in length, not including the individual background reports that range in size from 10 pages to more than 300 pages.

In addition, the Plan’s goals and policies are, in part, implemented through development regulations and standards that will need to be updated. Recent changes in state law require many regulations to be adopted no later than June 1, 2025, if not sooner.

Amendments Proposed for the 2024 Plan

Format Changes

To comply with regulatory requirements, streamline the plan to enhance readability, and create intuitive groupings of goals and policies, the 2015 element structure has been changed. Some elements have been consolidated and collapsed into one element and other elements have been renamed, refocused, or removed. Changes have been made to eliminate redundancy between elements, although many of the goals and policies have been moved into new elements without changes, or with only minor revisions. A full overview of element changes is provided in Table 1.

The final plan will include several other changes, including an index and standalone booklet of the Goals and Policies and Implementation strategies. These enhancements will help the reader navigate the Plan more easily, and will enable elected and appointed officials, City staff, and the public better identify the City’s approved policy guidance, and the strategies to be implemented to realize that vision.

Table 1

2015 Plan Elements	Action	2024 Plan Elements
Community Image and Identity	Consolidated into Community Character	Community Character (<i>Renamed</i>)
Economic Development	Retained	Economic Development
Housing	Retained	Housing
Natural Environment	Retained	Natural Environment
Shoreline	Retained	Shoreline
Parks, Recreation and Open Space	Retained	Parks, Recreation and Open Space

¹ The Shoreline Element and its Goals and Policies are governed by the Washington Department of Ecology, which has responsibility for the Shoreline Management Act in Washington state. The process required for updating that element is overseen by Ecology and was not initiated as a part of the update of the Comprehensive Plan. The City will be required to update its Shoreline regulations in the next few years.

2015 Plan Elements	Action	2024 Plan Elements
Residential Neighborhoods	Consolidated into Housing	--
Tukwila International Boulevard District	Consolidated into Land Use Element	Land Use Element (<i>New</i>)
Tukwila South	Consolidated into Land Use Element	
Southcenter - Tukwila's Urban Center	Consolidated into Regional Centers Element	Regional Growth Centers (<i>New</i>)
Manufacturing/Industrial Center	Consolidated into Regional Centers Element	
Utilities	Retained	Utilities
Transportation	Retained	Transportation
Capital Facilities	Retained	Capital Facilities
Roles and Responsibilities	Consolidated into Community Character Element	--

Content Changes

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

1. **Policy changes** in all the elements **that reflect the City’s regulatory and programmatic priorities for the next 20 years.**
 - To ensure comprehensive plan policies are being implemented by jurisdictions, PSRC and King County are both requiring monitoring at specific intervals of the success of policy implementation between periodic updates. For this reason, implementation strategies in the plan take on greater significance than in previous comprehensive plans. This is intended to help the City and the region focus on the stated priorities that will benefit and realize Tukwila’s vision for the next 20 years.

2. **Confirmation and updating of the vision for growth and development** in Tukwila, **including housing and employment capacity** within the City, its identified Regional Growth Centers, and targeted local centers, consistent with the growth targets identified in the Countywide Planning Policies (CPPs).
 - Under the Growth Management Act, King County, in coordination with the cities in King County, adopts growth targets for the 20-year planning period. Growth targets are policy statements about the amount of housing and employment growth each jurisdiction is planning to accommodate within its comprehensive plan. The growth targets and the CPPs were last amended August 15, 2023 (Ordinance 19660) and were ratified November 30, 2023.

At only 6 percent of its housing growth target achieved between 2006 and 2018, the pace of Tukwila’s residential growth in meeting its 2035 Target of 5,626 new housing units (data

shown below) was the lowest of all King County Core Cities². Other Core cities achieved much higher housing production rates, extending between 20% and 121% of their targets. Neighboring South King County Core cities also fared much better than Tukwila, with Kent achieving 96% of its target, Renton 93%, Burien 68%, and SeaTac 20%. This data indicates a significant inconsistency between Tukwila’s planning goals (5,626 new housing units) and its actual growth (130 new housing units). As a result, Tukwila is required to identify Reasonable Measures that could be taken to improve housing production. This need is discussed in the Plan’s Land Use and Housing elements.

2006 Total Housing Units	2006-2035 Housing Target	2006-2018 Housing Production	2018 Total Housing Units	Percent of 2035 Housing Unit target pace	Remaining 2035 Target	Annual Growth Needed to Achieve Target
7,739	5,626	130	7,869	6%	5,496	4.1%

New targets set for 2044 require the City to plan for 6,500 additional housing units between 2019 and 2044. Although Tukwila has seen an increase in housing growth from 2019 to present, there is no indication that this increase in housing growth will sustain without significant changes to regulations and housing allowances. Tukwila will need to produce 240-250 new housing units per year to meet its new target for 2019-2044.

3. Amendments to the **Housing Element to be consistent with the revised Housing Countywide Planning Policies**, and policies and approaches to addressing the need for more housing types and affordable options for all. These amendments also include policies and approaches aimed at correcting the legacy of discrimination.
 - The CPPs support a range of affordable, accessible, and healthy housing choices for current and future residents across King County. A significant element in the revised CPPs is the policy response to addressing the legacy of discriminatory housing and land use policies and practices (e.g., redlining, racially restrictive covenants, exclusionary zoning, etc.) that have led to significant racial and economic disparities in access to housing and neighborhoods of choice.

The policies reflect the region’s commitment to addressing the findings of the 2018 Regional Affordable Housing Task Force:

- Dramatic housing price increases between 2012 and 2017 resulted in an estimated 156,000 extremely low-, very low-, and low-income households spending more than 30 percent of their income on housing (housing cost burdened); and
- Black, Hispanic, Indigenous, and extremely low-income households are among those most disproportionately impacted by housing cost burden.

² Cities in King County are categorized, for data purposes, by population: Seattle and Bellevue are “Metropolitan Cities”, and Tukwila is one of the 10 next largest “Core Cities”.

The Tukwila Plan policies must be consistent with the CPPs and therefore ensure the City plans for and accommodates its allocated share of existing and projected housing needs of the county.

Staff will address the proposed Housing Policy amendments in more detail at a future City Council Workshop meeting (scheduled for 5/20/24).

4. **Amendments that support the City's consistent, equitable outreach, and engagement with the full diversity of the City's communities.**

- The King County Countywide Planning Policies and Vision 2050 policies both take a clear direction on the region's opportunities for improving equity and social justice. Recognizing that historical land use and housing policies have played a role in creating and maintaining racial inequities. Noting that some explicitly discriminatory laws have been overturned, their legacy and effects have remained, preventing Black, Indigenous, and other People of Color communities from sharing the recent prosperity of the county.

To address this past, policies addressing equity and health outcomes are central to the regulatory framework to be adopted by King County jurisdictions. These policies seek to ensure that community and capital improvements and resource allocations explicitly counter and remedy disparities. The policies' collective vision for the county's shared future will have a significant effect on how the City allocates public resources, with the intention of achieving a future where everyone enjoys a safe and healthy place to live, work, and play.

5. Policies that **address the causes and impacts of climate change** and enhance the resiliency of the built and natural environments.

- Recognizing the impact that greenhouse gases have on King County's natural resources and the need to react to such changes, the CPPs provide guidance on how cities can collectively work to reduce greenhouse gas emissions through efficient energy consumption, coordination on land use patterns, and the promotion of transportation systems that provide practical alternatives to single-occupancy vehicles.

6. **Updates and commitments to the Plan's implementation strategies** to ensure local accountability for Plan implementation.

- As noted in #1, King County and PSRC jurisdictions are required to provide, within 5 years, a monitoring report that documents the City's progress on completing the adopted implementation strategies.

Outreach Conducted for the Comprehensive Plan Update

During each update of the Plan, the City has reached out to City residents, employees, and property owners to encourage them to participate in shaping the priorities to be identified in the Plan.

City Council, Planning Commission, and Other City Boards & Commissions' Review

City staff have been meeting since 2022 with the Planning Commission to discuss the Comprehensive Plan. Since the summer of 2023, the Commission has been meeting twice monthly to meticulously review all the proposed Plan elements. On March 14, 2024, the Commission held a public hearing on the Plan Goals and Policies and voted to forward that draft, with their comments, to the City Council for their consideration and adoption.

Staff has discussed the Comprehensive Plan with the City Council and its Planning and Community Development (PCD) Committee more than a dozen times over the past 2 years. Staff has also presented to several City Boards and Commissions to acquire policy input and priorities, and to review applicable updated policy language.

Public Outreach

For the current Plan Update, the staff conducted significant public outreach with the community and key stakeholders between 2022 and this past winter, contacting hundreds of City residents and others at community events, businesses, community-based organizations. This outreach was conducted prior to initiating any policy development, a process that helped to ensure that key concerns of the community were captured and would be reflected and addressed in the final document. Concerns consistently raised included, but were not limited to, the following: housing costs; housing that meets household needs (i.e., number of bedrooms for household size); safety; environmental pollution; climate change; tree retention and environmental protection; transit availability; job creation; parking availability; and long-term financial stability.

A variety of engagement opportunities were created with the intent to involve a greater swath of the community, including those unable to participate in traditional outreach methods. Some examples of outreach included: contracting with community-based organizations to gather input on topics of interest; hosting a website and an online engagement hub to offer a variety of information on the Planning process and how to provide input; offering in-person and online survey opportunities; holding a wide range of stakeholder interviews; conducting tabling at locations around the City at different times of day, and at different types of events; speaking with business and high school classes; presenting to City boards and commissions; providing content for City and Comprehensive Plan-focused newsletters to reach out to community groups; promoting events and engagement opportunities through social media; and hosting several communitywide open houses. Translation services were provided where possible to better capture the diversity of Tukwila voices.

Staff recommends holding another Open House following the Council's substantive review (in August) and before the scheduled Council public hearing date in September.

Planning Commission Public Hearing, March 14, 2024

In addition to comments received prior to the Public Hearing, the Planning Commission received several comments on the Plan's Goals and Policies that were factored into their final recommendation on the Plan. These will be discussed in more detail at a later meeting with the Council.



2024-2044 Comprehensive Plan Update

City Council Work Session Briefing

May 6, 2024



Background

- The Growth Management Act (GMA) requires all fully planning cities to adopt a periodic update of their comprehensive plans at regular intervals, generally every 8-10 years.
- Periodic updates are framed around a 20-year planning period (2024-2044)
- Jurisdictions within King, Pierce, Snohomish and Kitsap counties are required to adopt a periodic update of their comprehensive plans by December 31, 2024.
- The most significant update areas for this periodic update cycle are:
 - Equity
 - Housing
 - Climate Change



Big Issues to Address

1. Housing and Job targets
2. Affordable Housing
 1. Requirement to plan for and accommodate “housing affordable to *all income levels*”; and
 2. Address special housing needs (emergency housing, emergency shelters and permanent supportive housing)
3. Missing Middle Housing
4. Address potential for displacement of residents and jobs
5. Support community resilience – environmental, economic, and social
6. Continue to improve quality of life for community



Requirements

- **Required consistency with new policy guidance and analysis from agencies -- document through checklists (Washington Department of Commerce, Puget Sound Regional Council, and King County)**
- **Plus, address revisions to State laws, and changes to local priorities and practices**
- **Failure to adopt an approved comprehensive plan by December 31, 2024, will restrict Tukwila's eligibility for transportation grants from the Puget Sound Regional Council**



Schedule

- 2022-23 Outreach Plan and Engagement of the Community
- 2023 Development of Elements / Planning Commission review
- 2024 Finalization of Planning Commission review and Public Hearing
City Council Review, Open House, Public Hearing, and Adoption



Outreach Conducted

- Using variety of methods, focused outreach to all members of the Tukwila community
- Concerns consistently raised included:
 - housing costs
 - housing that meets household needs (i.e., # of bedrooms)
 - safety
 - environmental pollution
 - climate change
 - tree retention and environmental protection
 - transit availability
 - job creation
 - parking availability
 - long-term financial stability.



Plan Content Changes

- 1. Policy changes in all the elements that reflect the City's regulatory and programmatic priorities for the next 20 years.**
- 2. Confirmation and updating of the vision for growth and development in Tukwila, including housing and employment capacity**
- 3. Amendments to the Housing Element to be consistent with the revised Housing Countywide Planning Policies.**
- 4. Amendments that support the City's consistent, equitable outreach, and engagement with the full diversity of the City's communities.**
- 5. Policies that address the causes and impacts of climate change and enhance the City's responsiveness**
- 6. Updates and commitments to the Plan's implementation strategies that ensure local accountability for the Plan's implementation.**



Plan Structure Changes

2015 Plan Elements	Action	2024 Plan Elements
Community Image and Identity	Consolidated into Community Character	Community Character (Renamed)
Residential Neighborhoods	Consolidated into Housing	--
Tukwila International Boulevard District	Consolidated into Land Use Element	Land Use Element (New)
Tukwila South	Consolidated into Land Use Element	
Southcenter - Tukwila's Urban Center	Consolidated into Regional Centers Element	Regional Growth Centers (New)
Manufacturing/Industrial Center	Consolidated into Regional Centers Element	

The Economic Development, Housing, Natural Environment, Shoreline, Parks, Recreation and Open Space (PROS), Utilities, Transportation and Capital Facilities Elements have not been restructured from the last update.



Planning Commission Review

- Reviewed draft goals and policies of each element from Summer 2023 to Spring 2024, with a public hearing held on 3/14/2024
- Recommended all elements to go forward for adoption to City Council, with limited amendments or other requests.
- Some of these requests included:
 - An update of final Transportation Element policies added at a later Planning Commission meeting.
 - Various changes to goal and policy languages to be integrated into council review.



Questions & Discussion
