

2012 Annual Comprehensive Plan Amendment Proposals

Approval of the 2012 Docket

The City Council annually reviews proposals for amendments to the Comprehensive Plan. Proposals are submitted by private applicants or City or County staff. The number and nature of the proposals varies annually; however, the list always includes the City's Capital Facilities Plan (CFP), which is an element of the Comprehensive Plan.

As outlined by the Olympia Municipal Code (18.59.030), in the first part of the year, staff shall compile a list of all proposed amendments for the current year, including rezones, and forward the list to the City Council. The City Council shall review all such proposals, determine which are appropriate and worthy of further review and consideration, and move those to the Planning Commission (Commission) for review and public hearing.

Ordinarily the Council's choice is limited to whether or not an amendment should be considered. However, because the City is undergoing a more extensive update of the Comprehensive Plan called *Imagine Olympia*, this year Council may have chosen to direct any of the proposals be incorporated into that process instead of being considered separately.

February 14, Council discussed and approved three proposed amendments and the 2013-2018 CFP for consideration in 2012; also defined as the 2012 "docket." The original list of three proposals included a rezone request for a parcel in SE Olympia known as 'Trillium,' various amendments related to the study area known as the Ken Lake Basin, and amendments to the existing Parks, Arts and Recreation Chapter.

After consideration of staff resources, Council approved incorporating the Ken Lake proposal into *Imagine Olympia* on June 12, 2012, and removed from the docket. In September, Thurston County approached the City with a request to consider three additional proposals; one of which was a rezone request from a private applicant, and two were staff-generated regarding revising the Urban Growth Boundary and zoning designations for two areas located within the Olympia Urban Growth Area (UGA).

The final docket for Planning Commission consideration included a total of five amendment proposals:

1. **Trillium.** An amendment proposed by a private applicant to change the allowed number of housing units and mix of development types for a 79.31-acre parcel of land on the south side of Morse-Merryman Road known as 'Trillium;'
2. **Parks, Arts, and Recreation.** An amendment proposed by City staff to the Parks, Arts and Recreation Chapter of the existing Comprehensive Plan;

3. **French Loop Road and Butler Cove.** An amendment proposed by Thurston County to reconsider the UGA boundary and zoning in the unincorporated French Loop Road and Butler Cove study area;
4. **South Olympia and Chambers.** An amendment proposed by Thurston County to reconsider the UGA boundary and zoning in the unincorporated South Olympia and Chambers study area;
5. **Medela.** An amendment proposed by a private applicant to change the zoning designation of a 9.01-acre parcel in the unincorporated UGA located at 8th Avenue SE and Steele Street SE known as 'Medela.'

Planning Commission Public Hearings

On August 6, 2012, the Commission held a public hearing to receive public testimony on the Parks, Arts, and Recreation proposed amendment. On August 20, 2012, the Commission held a public hearing to receive public testimony on the proposed Trillium amendment and continue the hearing for the Parks, Arts, and Recreation amendment.

On October 10, 2012, the Commission held a joint public hearing with the Thurston County Planning Commission to receive public testimony on the proposed amendments in the UGA.

Following the public hearings, the Commission's role was to determine a recommendation on each proposal, and forward its recommendations to Council for consideration. See the descriptions of each proposal below for the Commission's recommendations.

2012 Comprehensive Plan Amendment Proposal Summaries

Each of the five proposed amendments is *briefly summarized* below, including the proposal, background and analysis, staff recommendation, and Planning Commission recommendation.

More information, including the complete record up until the Commission's deliberations, and more extensive analysis and background material is available for each of the five proposals by viewing the additional Agenda Item Summaries and attachments noted.

TRILLIUM

Lead Planner: David Nemens, Associate Planner, Community Planning and Development

Proponent: DR Horton (Property Owner), Chris Ferko, Senior Planner with Barghausen Consulting Engineers, Inc. (Representative), and Duana Koloušková, attorney with Johns Monroe Mitsunaga Koloušková, PLLC (Representative)

Proposal: An amendment by a private applicant to change the allowed number of housing units and mix of development types for a 79.31-acre parcel of land on the south side of Morse-Merryman Road. The parcel is referred to as 'Trillium.' The applicant's proposal is to change Trillium from a Neighborhood Village (NV) zoning designation to R6-12 (6 to 12 residential units per acre) or R4-8 (4 to 8 residential units per acre). This proposal would affect the Future Land Use Map and the Zoning Map.

State Environmental Policy Act (SEPA) Determination:

The City of Olympia issued a Draft Supplemental Environmental Impact Statement on August 16, 2012.

Background and Analysis:

Designating and zoning the site as Residential 4-8 helps to maintain the City's buildable land inventory, and helps the City to accommodate projected population growth and in a manner consistent with the existing or planned development in the immediate vicinity of the site. The rezone will return the property to its pre-Neighborhood Village zoning, which is shared by most surrounding properties.

Rezoning the Trillium property will lower the number of lots and houses that could be built on the site, which will generally lower the level of development-related impacts. Specific development-related impacts will be identified and addressed at the time that a specific development proposal is reviewed by the City.

Stormwater. The R 4-8 zoning district has lower impervious surface limits than does the NV zone; subsequently, a designation of R 4-8 could reduce the total new impervious surface, and lower the total volume of post-development stormwater runoff from the site. Development under any zoning would require compliance with current stormwater detention standards, which require that post-development peak runoff rates not exceed the pre-development rate. Title 18 Olympia Municipal Code (Unified Development Regulations) establishes maximum impervious surface requirements in R 4-8 ranging from 55% (for small lots) to 70% (for townhomes), whereas the impervious surface limit in the Neighborhood Village zone is 70% for all residence types and lot sizes, and up to 85% for commercial/multifamily residential mixed-use buildings.

Transportation. Rezoning the Trillium property to Residential 4-8 will lower the number of lots and houses that could be built on the site, and consequently will lower the number of daily and PM peak-hour trips generated by the site. The property under the current Neighborhood Village zoning could generate about 4,545 new daily residential trips and almost 460 PM peak-hour trips, whereas development under R 4-8 would generate fewer than 3,285 new daily trips and about 350 new PM peak-hour trips.

School Capacity. Rezoning the Trillium property to Residential 4-8 will lower the number of lots and houses, and therefore likely would lower the number of new students needing to be enrolled by the Olympia School District. According to Timothy Byrne, Supervisor of Capital Planning & Construction for the Olympia School District, the District passed a \$97 million bond issue in February 2012. The bond will fund, among other projects, the construction of a new intermediate/middle school serving the SE area, including the Trillium site. The School District already owns property for the school. Depending on fall enrollment figures, the school could be built and open as early as the 2015-2016 school year.

Neighborhood Character. Rezoning the Trillium property from Neighborhood Village to Residential 4-8 will lower the number of lots and houses that could be built on the site, which in the view of some people may make the character of the site more consistent with the character of other neighboring properties already developed at R 4-8 or similar densities. On the other hand, in the current NV zone, design standards apply to most new development, whereas in R 4-8 (and other single-family residential zones) design standards only apply to small lot single-family, townhome, and duplex development.

City Staff Recommendation:

Redesignate the zoning for the Trillium site to R4-8 (4 to 8 residential units per acre).

Planning Commission Recommendation:

The Planning Commission concluded its deliberations on the Trillium proposal on October 22, 2012, without adopting a recommendation to the Council. Several themes emerged from the deliberations.

Both of the motions that were brought to the floor for a vote involved splitting the site along the generally north-south ridgeline, with a lower density designation on the approximately 50 acres located east of the ridge (and from where stormwater runoff eventually flows to the Chambers Ditch), and a higher-density zone to the west of the ridge (where runoff does not end up in the Chambers Ditch). The splits voted on by the Planning Commission were R6-12/R-4 (failed 3 for, 2 against, 1 abstained), and R4-8/R4 (failed 3 for, 3 against).

Other concerns articulated by one or more Planning Commissioners included: a difference of opinion between the City and County over the downstream impacts of development on the Trillium site; the importance of meeting density and population goals; and the apparent need for better intergovernmental coordination with the Ditch District to help assure better ditch maintenance.

See Attachments 5 and 6 to review public comments the Planning Commission received on the proposed Trillium amendment.

For a complete analysis and all supporting documentation for this proposal view Agenda Item (File): # 12-0506 (September 10, 2012 Planning Commission Regular Meeting) and #12-0673 (October 22, 2012 Planning Commission Regular Meeting)

PARKS, ARTS, AND RECREATION

Lead Planner: Jonathon Turlove, Associate Planner, Parks, Arts, and Recreation

Proponent: Parks, Arts, and Recreation

Proposal: An amendment by City staff to the Parks, Arts and Recreation Chapter of the existing Comprehensive Plan. This amendment will make the chapter consistent with the 2010 Parks, Arts, and Recreation Plan.

State Environmental Policy Act (SEPA) Determination:

The City of Olympia issued a Draft Supplemental Environmental Impact Statement on August 16, 2012.

Background and Analysis:

The City is working with a consultant to update park impact fee rates. The rate analysis is complete and staff will recommend that a new fee schedule to go into effect on January 1, 2013. The rates are based on levels of service standards adopted in the 2010 Parks, Arts and Recreation Plan. The current Parks, Arts and Recreation Chapter of the Comprehensive Plan has outdated level of service standards and land inventory tables that conflict with the 2010 Parks, Arts and Recreation Plan.

Earlier this year City Council directed staff to make the minimal changes to the Comprehensive Plan necessary to adopt new park impact fees in the event that the *Imagine Olympia* Comprehensive Plan Update process was not going to be completed by the end of the year. The minimal changes proposed by this amendment will be superseded by an entirely new Parks, Arts and Recreation chapter upon completion of the *Imagine Olympia* process in 2013.

City Staff Recommendation:

Amend the Parks, Arts and Recreation Chapter, including the following revisions:

- Updates to Level of Service and Inventory Tables;
- Removal of references to "Special Use Parks" as this park classification has been consolidated into the "Community Park" category;
- Removal of outdated park project list;
- Replacement of the implementation strategy section with a short paragraph referencing the 2010 Parks, Arts and Recreation Plan for a complete description of the implementation approach; and
- Replacement of the existing park map with an updated map of existing parks and trails.

Planning Commission Recommendation:

October 22, 2012, the Commission moved to recommend Council adopt the City staff recommendation.

For a complete analysis and all supporting documentation for this proposal view Agenda Item (File): #12-0460 (August 6, 2012 Planning Commission Regular Meeting)

FRENCH LOOP AND BUTLER COVE

Lead Planner: Amy Buckler, Associate Planner

Proponent: Thurston County

Proposal: An amendment by Thurston County to reconsider the UGA boundary and zoning in the unincorporated French Loop Road and Butler Cove study area. This includes 376 acres located in the northwest corner of the Olympia UGA. This proposal would affect the Olympia/Thurston County joint plan Future Land Use Map (See Attachment 2) and Olympia Zoning Map.

State Environmental Policy Act (SEPA) Determination: Thurston County is the lead SEPA agency for this proposal. A Determination of Non-Significance (DNS) was issued on October 9, 2012.

Background and Analysis: Thurston County is the primary agency responsible for analysis of this proposal. As part of the joint planning process, City staff provides a recommendation to the Olympia Planning Commission and City Council regarding the proposed joint plan amendment and pre-zoning in the UGA.

The Joint Comprehensive Plan for Olympia and Thurston County indicates the City's population growth needs to be accommodated in a sustainable manner while maintaining environmental quality. Growth and development should be directed to areas with the capacity to absorb development where facilities can be provided cost-effectively. Environmental constraints should be taken into consideration when making land use decisions.

In addition, Olympia's Comprehensive Plan includes policies providing for both long-term and short-term urban growth boundaries:

UGM 1.3 – Establish a long-term urban growth boundary, consistent with the County-wide Planning Policies that provides sufficient land to accommodate the Olympia Growth Area's projected growth for the next 20 years. Review the long-term growth boundary at least every 10 years relative to the current Office of Financial Management 20-year population forecast and make adjustments as warranted to accommodate the projected growth.

UGM 1.4 – Phase urban-density land uses into the unincorporated urban growth area in an organized, logical, and timely manner. Use the short-term Urban Growth Boundary as a means to contain and concentrate urban development and enable cost-effective provision of utilities and services.

The "short-term" urban growth area was to be an area within which urban growth would occur over the next ten years; "long-term" urban growth areas provided for growth to occur over an

11 to 25-year time horizon. Although Olympia’s Comprehensive Plan adopts this two-tiered approach, it was ultimately never adopted within the joint plan so it is not current practice.

Constraints on Development. Due to environmental and other constraints that limit the ability to develop to current zoning standards, reducing the zoning is appropriate. Based on existing conditions, R4 is practical for the portions of the study area to the east and west that are currently eligible for public utility services. As urban services are provided, it should remain in the UGA.

Areas in the middle portion of the study area have more extreme constraints that limit development. City staff would prefer not to remove this portion from the UGA as that would prevent property owners from connecting to services when they become available. The City of Olympia Wastewater Management Plan proposes a future wastewater pump station near 28th and Cooper Pt. Road that will serve this area. Subsequently, City staff recommends identifying this area as being within a long-term growth boundary. Once services become available, the density potential may be changed through a Comprehensive Plan amendment.

City staff recognizes that the concept of applying a long-term growth boundary would be a “pilot” application; fostering a county-wide discussion regarding long-term growth boundaries as an element of the update to County-wide Planning Policies in 2013.

City Staff Recommendation (See Attachment 3 for a map of recommendations):

- Keep in the Urban Growth Area (UGA)
- Redesignate the eastern portion of the study area eligible for public utility services from Residential 4 to 8 units per acre (R4-8) to Residential 4 units per acre (R4).
- Redesignate the western portion of the study area eligible for public utility services from Residential 4 to 8 units per acre (R4-8) to Residential 4 units per acre.
- Redesignate the center portion not currently eligible for sewer services from Residential 4 to 8 units per acre (R4-8) to Residential 1 unit per 5 acres (R 1/5.), and apply a long-term urban growth boundary.
- Do not adopt text changes to R 1/5 definition as proposed in the Preliminary County Staff Report at this time.

County staff will issue their recommendation to the Thurston County Commissioners in early November.

Planning Commission Recommendation: October 22, 2012, the Commission moved to recommend Council adopt the City staff recommendation.

For a complete analysis and all supporting documentation for this proposal view Agenda Item (File): #12-0677 (October 22, 2012 Planning Commission Meeting)

SOUTH OLYMPIA AND CHAMBERS

Lead Planner: Amy Buckler, Associate Planner, Community Planning and Development

Proponent: Thurston County

State Environmental Policy Act (SEPA) Determination: Thurston County, the lead SEPA agency for this proposal, issued a Determination of Non-Significance (DNS) on October 9, 2012.

Proposal: An amendment by Thurston County to reconsider the UGA boundary and zoning in the unincorporated South Olympia and Chambers study area. This includes 76 acres located south of Wiggins Road SE and 40th Avenue SE. This proposal would affect the Olympia/Thurston County joint plan Future Land Use Map (See Attachment 2) and Olympia Zoning Map.

Background and Analysis: Thurston County is the primary agency responsible for analysis of this proposal. As part of the joint planning process, City staff provides a recommendation to the Olympia Planning Commission and City Council regarding the proposed joint plan amendment and pre-zoning in the UGA.

The Comprehensive Plan indicates the city's population growth needs to be accommodated in a sustainable manner while maintaining environmental quality. Growth and development should be directed to areas with the capacity to absorb development where facilities can be provided cost effectively. Environmental constraints should be taken into consideration when making land use decisions.

Chambers Lake. The R4-CB zoning is applied to an area northeast of the subject site which is also part of the Chambers Lake drainage basin. As similar circumstances exist within the subject area, City staff found R4-CB may also be appropriate for the area of the subject site north of Chambers Ditch.

The R4-CB zoning is a modified version of the existing Residential 4 units per acre zoning (R4); it is designed for high groundwater areas and applies stormwater design standards for meeting full stormwater dispersion. In 2008, the City applied the R4-CB zoning district to the area north of the Chambers Ditch within a previous moratorium. The City applied Residential 4 to 8 units per acre (R 4-8) to the area south of the Ditch, where topographic and soil conditions allow for better infiltration. At the time, the City recognized it lacked information to draw a more specific line of divide between the two zones, but given what was known reasoned it was the best choice available.

Consistency with Adjacent Zoning. The recommendation is to apply zoning within the subject site that is consistent with the City's adjacent zoning. That is to apply R4-CB to the areas north of the Ditch, and R4 south of the ditch. Both are lower density than what currently exists, and

are intended to accommodate residential development in areas sensitive to stormwater runoff in a manner and density that avoids stormwater related problems.

City Staff Recommendation:

- Re-designate the area north of Chambers Ditch from Residential 4-8 Units per Acre (R 4-8) to Residential 4 - Chambers Basin (R-4CB.)
- Re-designate the area south of Chambers Ditch from Residential 4-8 Units per Acre (R 4-8) to Residential 4 units per acre.
- Keep the entire area within the Urban Growth Area (UGA)

County staff will issue their recommendation to the Thurston County Commissioners in November, 2012.

Planning Commission Recommendation: October 22, 2012, the Commission moved to recommend Council adopt the City staff recommendation.

See Attachment 7 for additional comments received on the South Olympia and Chambers proposal after the Commission held their public hearing.

For a complete analysis and all supporting documentation for this proposal view Agenda Item (File): #12-0678 (October 22, 2012 Planning Commission Meeting)

MEDELA

Lead Planner: Amy Buckler, Associate Planner, Community Planning and Development

Proponents: Thurston County and Applicants: Melvin Armstrong (Property Owner), Medela Group LLC, Ron Niemi (Representative), Woodard Bay Works, Inc.,

State Environmental Policy Act (SEPA) Determination: Thurston County is the lead SEPA agency for this proposal. A Determination of Non-Significance (DNS) was issued on October 11, 2012.

Proposal: Change the zoning designation of a 9.01-acre site in the unincorporated UGA located at 8th Avenue SE and Steele Street SE from R4-8 (4 to 8 residential units per acre) to RM-18 (18 residential multi-family units per acre). This proposal would affect the Olympia/Thurston County joint plan Future Land Use and Transportation 2025 Maps and the Olympia Zoning Map.

Background and Analysis: Thurston County is the primary agency responsible for analysis of this proposal. As part of the joint planning process, City staff provides a recommendation to the Olympia Planning Commission and City Council regarding the proposed joint plan amendment and pre-zoning in the UGA.

Various goals and policies within the Land Use & Transportation elements of the Joint Comprehensive Plan for Olympia and its UGA aim to:

- Maintain or improve the character and livability of established neighborhoods;
- Provide for a variety of transportation alternatives to enable less reliance on automobiles;
- Provide people with opportunities to live close to work;
- Create desirable, livable neighborhoods that provide a variety of housing opportunities, accommodate different lifestyles and income levels, and provide a sense of community;
- Provide for a compact growth pattern to efficiently use the remaining buildable land and enable cost effective provision of utilities and services.
- Encourage well-designed “infill” development so that Olympia will become more urban.

Urban Corridors. Most of the Medela site is within ¼ mile from Pacific Avenue, an arterial envisioned for greater development intensity and activity. Over time, the Plan calls for this area to transition into an ‘urban corridor’ that accommodates a balanced mix of commercial, residential, and recreational uses. Within these areas, an average of 15 units per acre is desired in order to facilitate efficient and effective mass transit. Olympia’s Comprehensive Plan is consistent with the Thurston Regional Transportation Plan, which focuses heavily on the urban corridors concept to help our region achieve its sustainable land use and transportation goals.

Street Reclassification. Access to the Medela site off Boulevard Road SE is provided by 7th and 9th Avenues, which are both classified as local access streets. A preliminary traffic assessment

was completed based on the proposed land use and a preliminary site plan estimating build-out at an average density of 15.5 units per acre. The preliminary assessment indicates traffic generated by this level of density would exceed the threshold of 500 average daily trips for local access streets. Thus, to designate the area as RM-18 would require an additional Plan amendment to reclassify 9th Avenue between Boulevard Road and Chambers from a Local Access Street to a Neighborhood Collector.

Neighborhood Impacts. The public raised concerns including potential impacts to neighborhood safety and character, flooding and loss of wildlife habitat. Many of these concerns are addressed by regulations that would be applied at the time a permit is issued. Development would be subject to standards of the applicable jurisdiction (currently the County). The City and County have compatible (but not identical) zoning and critical areas regulations.

City Staff Recommendation: Re-designate the area from Residential 4-8 units per acre (R4-8) to Residential Multi-Family 18 Units per Acre (RM 18) (as *proposed by applicant.*) Reclassify 9th Ave between Boulevard Rd. and Chambers St. from Local Access Street to Neighborhood Collector (*in addition to applicant's proposal.*)

Thurston County staff will issue their recommendation to the Thurston County Commissioners in November, 2012.

Planning Commission Recommendation: October 22, 2012, the Commission moved to recommend Council adopt the City staff recommendation.

See Attachment 7 for additional comments received on the Medela proposal after the Commission held their public hearing.

For a complete analysis and all supporting documentation for this proposal view Agenda Item (File): #12-0676 (October 22, 2012 Planning Commission Meeting)