



Meeting Agenda

Land Use & Environment Committee

City Hall
601 4th Avenue E
Olympia, WA 98501

Information: 360.753.8244

Thursday, January 19, 2023

5:30 PM

Online and Via Phone

Register to Attend:

https://us02web.zoom.us/webinar/register/WN_7UTNqDpER-mu4U2Nhcrb5A

1. **CALL TO ORDER**

2. **ROLL CALL**

3. **APPROVAL OF AGENDA**

4. **PUBLIC COMMENT**

(Estimated Time: 0-15 Minutes)

During this portion of the meeting, community members may address the Committee for up to two (2) minutes regarding the Committee's business meeting topics.

5. **APPROVAL OF MINUTES**

- 5.A [23-0079](#) Approval of December 15, 2022 Land Use & Environment Committee Meeting Minutes

Attachments: [Minutes](#)

6. **COMMITTEE BUSINESS**

- 6.A [23-0048](#) Annual Code Enforcement Programs Status Report

- 6.B [23-0037](#) SE Annexation Feasibility Analysis

Attachments: [SE Annexation Feasibility Analysis](#)

- 6.C [23-0047](#) 2023 Land Use and Environment Committee Work Plan

Attachments: [Draft 2023 LUEC Work Program](#)

7. **REPORTS AND UPDATES**

8. **ADJOURNMENT**

The City of Olympia is committed to the non-discriminatory treatment of all persons in employment and the delivery of services and resources. If you require accommodation for your attendance at the City Council Committee meeting, please contact the Council's Executive Assistant at 360.753.8244 at least 48 hours in advance of the meeting. For hearing impaired, please contact us by dialing the Washington State Relay Service at 7-1-1 or 1.800.833.6384.



City Hall
601 4th Avenue E.
Olympia, WA 98501
360-753-8244

Land Use & Environment Committee

Approval of December 15, 2022 Land Use & Environment Committee Meeting Minutes

Agenda Date: 1/19/2023
Agenda Item Number: 5.A
File Number:23-0079

Type: minutes **Version:** 1 **Status:** In Committee

Title

Approval of December 15, 2022 Land Use & Environment Committee Meeting Minutes



Meeting Minutes - Draft

Land Use & Environment Committee

City Hall
601 4th Avenue E
Olympia, WA 98501
Information: 360.753.8244

Thursday, December 15, 2022

5:30 PM

Online and Via Phone

Register to Attend:

https://us02web.zoom.us/webinar/register/WN_lkorEdzaTcOSLPqGWsLBtQ

1. CALL TO ORDER

Chair Madrone called the meeting to order at 5:30 p.m.

2. ROLL CALL

Present: 3 - Chair Dani Madrone, Committee member Jim Cooper and Committee member Clark Gilman

2.A OTHERS PRESENT

Community Planning and Development Staff:
Leonard Bauer, Director
Tim Smith, Deputy Director

3. APPROVAL OF AGENDA

The agenda was approved.

4. PUBLIC COMMENT

None

5. APPROVAL OF MINUTES

- 5.A** [22-1183](#) Approval of November 17, 2022 Land Use & Environment Committee Meeting Minutes

The minutes were approved.

6. COMMITTEE BUSINESS

- 6.A** [22-1172](#) Community Planning and Development 2023 Work Program Update

Mr. Smith gave a briefing on the draft 2023 Community Planning and Development Work Program.

The discussion was completed.

6.B [22-1168](#) Land Use and Environment Committee 2023 Work Plan

Mr. Bauer gave a briefing on the Land Use and Environment Committee (LUEC) Draft 2023 Work Plan. Committee members discussed additional items to be scheduled.

The discussion was completed.

7. REPORTS AND UPDATES

None

8. ADJOURNMENT

The meeting was adjourned at 6:30 p.m.



Land Use & Environment Committee

Annual Code Enforcement Programs Status Report

Agenda Date: 1/19/2023
Agenda Item Number: 6.A
File Number: 23-0048

Type: decision **Version:** 1 **Status:** In Committee

Title

Annual Code Enforcement Programs Status Report

Recommended Action

Committee Recommendation:

Briefing only. No action requested.

City Manager Recommendation:

Briefing only. No action requested.

Report

Issue:

Discussion of code enforcement programs.

Staff Contact:

Erik Jensen, Building Official, Community Planning and Development, 360.753.8280

Presenter(s):

Erik Jensen, Building Official, Community Planning and Development

Background and Analysis:

Olympia Building-Safety and Code Enforcement programs are part of the Community Planning and Development Department (CP&D). This report will update the Committee on the activities related to these programs.

The Code Enforcement program plays an important role in the health, safety and welfare of the City of Olympia. Each year the CP&D Code Enforcement program addresses many issues related to health, safety, and welfare, as well as property violations.

Climate Analysis:

Code Enforcement deals with unregulated camping on both public and private properties. Many of these camps burn trash and debris in the open. By enforcing Olympia's Property and Maintenance code, less carbon will enter the atmosphere through open burning. Code Enforcement will also often require solid waste clean-ups at varying sites. This action will increase the amount of solid waste

being sent to landfills but may, at the same time, prevent it from entering streams and other ecosystems directly.

Equity Analysis:

Residents, those that work, and visitors of Olympia will enjoy the benefits of a safe and clean Olympia due, in part, by the actions of our Code Enforcement team. The removal of trash and debris from public right of ways will allow safer accessibility and increase commerce. Any interaction with our Code Enforcement team may be the first step in getting appropriate resources to houseless individuals. This interaction may also be a burden on houseless individuals, as they may be in violation of public camping codes. Land/home owners may be burdened because Olympia's maintenance codes may require a higher degree of maintenance than the land/home owner wants to invest into their property.

Neighborhood/Community Interests (if known):

Enforcement of civil codes is of strong interest to the entire community.

Options:

1. Receive the briefing.
2. Do not receive the briefing.
3. Receive the briefing at another time.

Financial Impact:

There is no financial impact specific to this update. Code enforcement programs are funded within the City's annual operating budget.

Attachments:

None



Land Use & Environment Committee

SE Annexation Feasibility Analysis

Agenda Date: 1/19/2023
Agenda Item Number: 6.B
File Number: 23-0037

Type: discussion **Version:** 1 **Status:** In Committee

Title

SE Annexation Feasibility Analysis

Recommended Action

Committee Recommendation:

Briefing, discussion only.

City Manager Recommendation:

Briefing, discussion only.

Report

Issue:

Briefing and discussion on the SE Annexation Feasibility Analysis

Staff Contact:

Tim Smith, Deputy Director, Community Planning and Development Department, 360.570.3915

Presenter(s):

Tim Smith, Deputy Director, Community Planning and Development Department

Morgan Shook, ECONorthwest

Lee Ann Ryan, ECONorthwest

Background and Analysis:

The City of Olympia explored the feasibility of annexing the southeast portion of its Urban Growth Area (UGA) in 2019. A draft feasibility report was delivered through a contract with Local Planning Solutions. This report profiled the proposed annexation area and provided a high-level analysis of potential annexation phases and impacts. At its September 16, 2021 meeting, the Council's Land Use and Environment Committee (LUEC) reviewed several scenarios of the potential impacts of annexation on City operating expenses and revenues. The Committee directed staff to proceed with a more detailed annexation fiscal analysis. This information would then be presented to the City Council at a future study session in preparation for a decision of whether and how to proceed with an annexation process.

The City subsequently published a Request for Qualification and selected ECONorthwest to prepare the analysis. ECONorthwest is a consulting firm with expertise in municipal annexation fiscal analysis

and Washington state annexation laws. ECONorthwest was tasked with analyzing and measuring fiscal impacts of an annexation of the SE UGA under two scenarios: 1) City assumes responsibility for all services to the annexation area, including fire service provision, and (2) a Regional Fire Authority (RFA) assumes the City's fire service (formed with the City of Tumwater), which results in lower property tax revenues and lower service delivery costs in the annexation area.

The annexation Feasibility Analysis was completed in January 2023 and is attached. ECONorthwest will provide a presentation of the analysis findings. The purpose of the presentation is to update the LUEC on the analysis. In the spring, the analysis will be brought back before the LUEC for a recommendation to the City Council on whether to proceed with initiating a formal SE Annexation process. This decision will be coordinated with the outcome of the community vote on the RFA.

Climate Analysis:

An annexation of the SE Urban Growth Area would result in a higher level of urban services to the annexed area that will encourage infill and urban densities (key climate mitigation strategies). This would be accomplished in part through City permitting processes and application of City development standards such as the those established in the City's Urban Forestry Program, zoning code and building codes that differ from County regulations. An in-depth Climate Framework Analysis will be prepared concurrent with a formal annexation process.

Equity Analysis:

An annexation of the SE Urban Growth Area would result in a higher level of urban services and infrastructure, and access to and involvement with City decision making processes for the community members located in the annexation area. An in-depth equity framework analysis will be prepared concurrent with a formal annexation process. Staff will apply an equity lens to identify groups impacted by an annexation, identify existing demographic data, summarize any equity impacts of a proposed annexation and steps to mitigate equity impacts.

Neighborhood/Community Interests (if known):

Annexation proceedings generate substantial agency and community member interest. For any annexation proceeding, the City would follow a process that ensures all interested parties are well-informed and have an opportunity to participate.

Options:

Update/Discussion only.

Financial Impact:

CP&D received a 2022 budget enhancement for the consultant work on the SE Annexation Feasibility Analysis.

Attachments:

SE Annexation Feasibility Analysis

Olympia Annexation Feasibility Analysis

SE Urban Growth Area Scenarios

Prepared for: City of Olympia

Final Report

ECONorthwest
ECONOMICS • FINANCE • PLANNING

Park Place
1200 Sixth Avenue
Suite 615
Seattle, WA 98101
206-823-3060

This page intentionally blank

Table of Contents

1. INTRODUCTION	1
2. COMMUNITY CHARACTERISTICS AND BUDGET OVERVIEW	5
3. SOUTHEAST URBAN GROWTH AREA.....	9
4. SUMMARY OF FISCAL IMPACT ANALYSIS.....	13
5. CITY REVENUES	16
6. IMPACTS TO SERVICE PROVISION	22

This page intentionally blank

Executive Summary

The City of Olympia engaged ECONorthwest to assist with analyzing the fiscal impacts associated with annexing its Southeast Urban Growth Area (SE UGA). The City would like to measure impacts under two scenarios: (1) City assumes responsibility for all services, including fire service provision, and (2) a Regional Fire Authority (RFA) assumes the City's fire service provision (formed with the City of Tumwater), which results in lower property tax revenues and lower service delivery costs in the annexation area.

Annexation will increase the City's revenue by expanding its tax base, but it will add substantial service delivery costs in the areas of transportation, police, fire, stormwater and solid waste provision.

- Annexation would result in a significant population gain. In the first year following annexation, the City's population will grow by an estimated 7,950 residents and the City will add about 3,150 housing units. This represents about a 14 percent increase in the City's population.
- Population and housing gains will result in a larger tax base but will place proportionate demands on city services.
- Annexation would have a net negative revenue impact on the City under Scenario 1 (No RFA) and a net positive revenue impact under Scenario 2 (RFA is approved). Over a 20-year period, Scenario 1, in which no RFA is formed, and Olympia Fire Department assumes service of the SE UGA, will result in a net cost totaling \$69.2 million. Scenario 2 in which an RFA is formed with the City of Tumwater, will also result in a net revenue gain to the City totaling around \$10.8 million (See Exhibit 1).

Exhibit 1: Summary of Revenues and Cost Impacts, 2024 – 2045

Source: ECONorthwest

	Nominal (\$ millions)	
	No RFA Scenario	RFA Scenario
General Fund & Other Operating Tax	\$77.2	\$43.3
General Fund Cost Impact	(\$165.0)	(\$72.1)
Net Cost	(\$87.8)	(\$28.8)
OMPD Revenue	\$24.7	\$24.7
REET Revenue	\$14.9	\$14.9
Capital Cost (Fire Station)	(\$21.0)	
Net Cost/Revenue	(\$6.1)	\$14.9
Overall Net Cost/Revenue	(\$69.2)	\$10.8

Note: Capital cost does not include any off-setting revenues such as a voter-approved bond.

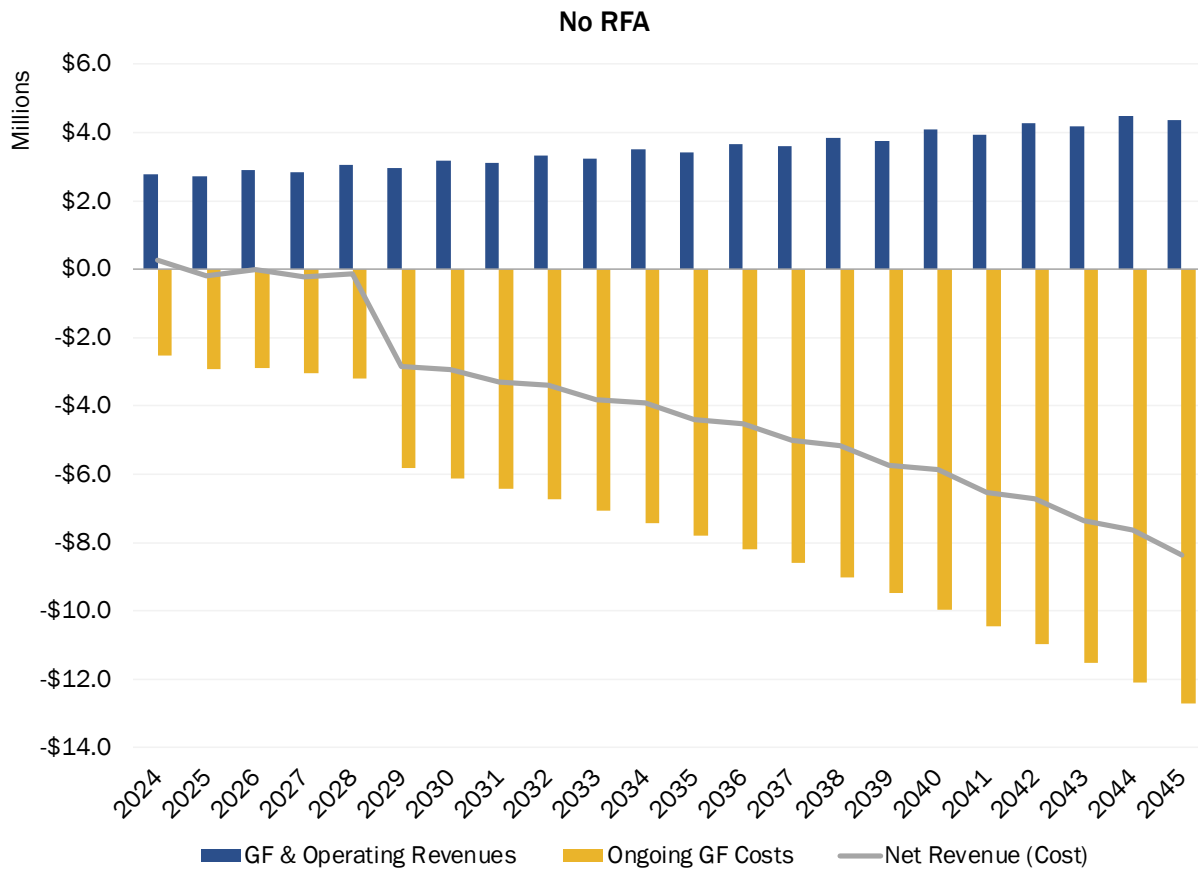
- The City will see revenue gains for the General and other operating funds as well as its special funds, primarily through the growth in property, sales, real estate excise tax revenues, and the Olympia Metropolitan Parks District tax.

General Fund Impacts

Annexation would result in net costs to the General Fund under both scenarios (See Exhibits 2-3 below). In Scenario 1 (no RFA), the General Fund would begin to experience a net cost in 2025 and continue to grow as police and fire services are phased in over time. Scenario 1 would result in a net cost to the General Fund over the next 20 years (Exhibit 16), totaling approximately \$77 million in revenue and \$162 million in expenditures.

Exhibit 2: Annual Fiscal Impact Scenario 1 (No RFA), 2024 – 2045

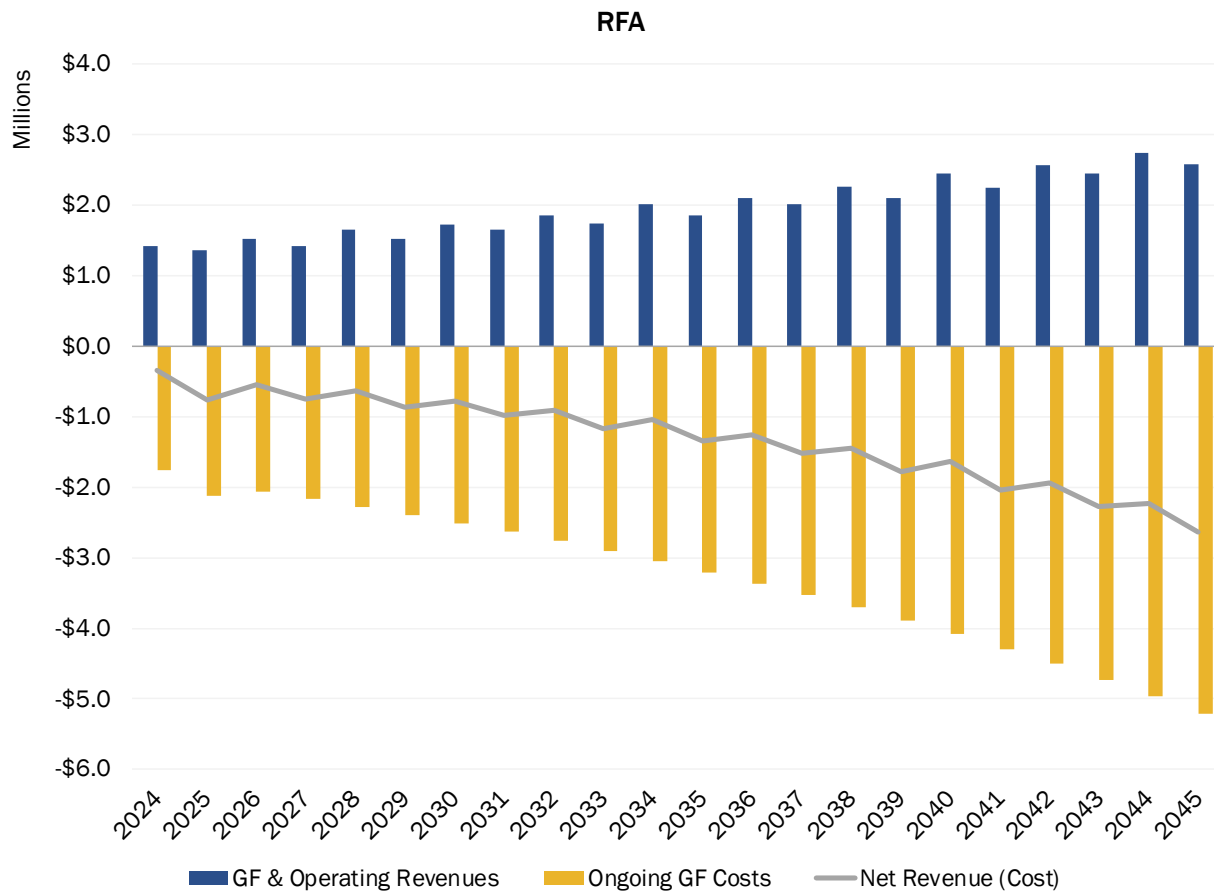
Source: ECONorthwest



In Scenario 2 (an RFA is formed, and a lower property tax rate is levied), the General Fund would begin experiencing a net cost immediately and it would continue to grow at a steadier pace than Scenario 1, as Scenario 2 does not include the major investment in an additional fire engine company. Scenario 2 would result in a net cost to the General Fund over the next 20 years, totaling approximately \$43 million in revenue and \$72 million in expenditures.

Exhibit 3: Annual Fiscal Impact Scenario 2 (RFA), 2024 – 2045

Source: ECONorthwest



Service Delivery Impacts

Service impacts will be felt in the areas of police, fire, transportation, stormwater and solid waste.

- The City of Olympia is considering the formation of a Regional Fire Authority (RFA) with the City of Tumwater. If the RFA is formed, the City will see a reduction in property tax revenue, but it will no longer incur ongoing costs of maintaining a local fire department. However, if the RFA is not approved by voters, the Olympia Fire Department will provide services to the area. This would require a new fire station, estimated at around \$21 million in 2029, and about \$92 million in ongoing costs for a new engine company over the 20-year period.
- Olympia Police Department will need to add another patrol area with 6 officers to service the SE UGA, which is included in the ongoing costs to the General Fund. This study assumes officers will be phased in over a two-year period following annexation. Total upfront and ongoing costs are approximately \$51 million over the 20-year period.

- The miles of roadway the City is responsible for maintaining will increase by about 12 percent, from 527 miles to 589 miles. The increase will impact the City's Public Works Department, more specifically its transportation division, in two categories: road maintenance and road replacement. Costs to the General Fund include the cost of maintaining additional roadway based on estimated average cost per mile.
- The City will assume responsibility for the stormwater utility in the SE UGA and will incur one-time capital costs and ongoing costs to service the area. The utility is largely funded through the collection of user fees, which are considered in the analysis. In the first year of service to the SE UGA, the City will realize a net revenue of approximately \$37,000. It is assumed the City will continue to adjust its user fees to cover costs as necessary, therefore they are not included in the 20-year revenue and cost summary.
- Waste ReSources, the City's solid waste utility will also incur one-time capital costs and ongoing costs to service the area. Similar to stormwater, the utility is primarily funded through user fees. It is assumed the City will take responsibility for providing solid waste services to the area beginning in 2034 and it is estimated the utility will incur a net revenue of about \$1.3 million. However, the utility will also require about \$1.5 million upfront to deploy services to the SE UGA. It is assumed Waste ReSources will adjust its user fees to help plan for the capital investments during the required 10-year transition period.

1. Introduction

The City of Olympia engaged ECONorthwest to assist with analyzing the fiscal impacts associated with annexing its Southeast Urban Growth Area (SE UGA). The City would like to measure impacts under two scenarios: (1) City assumes responsibility for all services, including fire service provision, and (2) a Regional Fire Authority (RFA) assumes the city's fire service provision (formed with the City of Tumwater), which results in lower property tax revenues and lower service delivery costs in the annexation area.

This report provides background information on the annexation process, describes relevant current conditions in the City of Olympia and the SE UGA, measures the impacts to service provision, estimates incremental taxes, and presents the results of the fiscal impacts to the City if annexation of the SE UGA were to occur in 2024. Fiscal impacts are measured in terms of both revenues and service delivery costs through 2045.

Annexation & Fiscal Sustainability

The City of Olympia seeks an analysis of how the annexation of the SE UGA would affect the City's future revenues and service costs. However, fiscal impacts are only one subset of all benefits and costs, and it is typically limited to an evaluation of government revenues and expenditures. Fiscal impacts do not include an evaluation of all economic impacts of potential development patterns, such as the number of jobs created or additional spending in the local economy.

ECONorthwest's study is intended to provide a reasonable estimate of potential future costs and revenues for the City of Olympia associated with annexation. Specifically, the analysis estimates both the incremental tax revenues generated by the residential development in the SE UGA over the next 20 years (2024-2045) and the additional administrative, fire, police, and public works costs related to the increased level of service required to meet the needs of the additional residents over the same period.

If the City proceeds with annexation, this analysis provides a basis from which the City can begin the process of planning for any higher service demands a larger city and population might require. However, the actual implementation will be accomplished through the City's regular budget process wherein City management will revisit the balance of costs and revenues in light of updated information and the overall needs of the City at that time.

Annexation Process and Procedures for Washington State

Annexation by cities and towns in Washington state is a process defined in statute, with the Growth Management Act (GMA) providing the framework for cities located in counties subject to GMA requirements. The annexation process may be initiated by the city or town's council or by individual property owners. Annexation methods vary by city classification. Olympia is

classified as a code city and must follow the annexation procedures outlined RCW 35A.14. Cities and towns located in counties that plan under the Growth Management Act may only annex property that is located within their designated urban growth areas. This applies to the City of Olympia, as Thurston County fully plans under the Growth Management Act.

The most commonly used method for annexation is the 60 percent petition method, which requires signatures of property owners that represent 60 percent of the assessed value of the area to be annexed. The process is initiated by a notice of intent to annex, signed by property owners that represent ten percent of the assessed value of the area. If accepted, the process can move on to the 60 percent notice of intent to annex. If the city or town council accepts the petition to annex, the process may move to the County's Boundary Review Board (BRB) for approval. Once BRB approval is obtained, the City Council may move to annex by passing an ordinance. Council decisions on annexations are not appealable.

The City of Olympia has already collected signed annexation agreements from a large share of the households in the SE UGA, as property owners in unincorporated Thurston County were required to sign annexation agreements to receive city-provided sewer and/or water service. The City of Olympia will sign the annexation petition on behalf of those property owners.

The City of Olympia has undergone 6 annexations since 2007, the latest of which was in 2016.¹

Summary of 2019 Draft Feasibility Report

In 2019, the City completed its first annexation feasibility analysis for the SE UGA. The study provided a rich background and overview of anticipated impacts to the City if annexed, and served as a foundation for this report.

2019 Results

The report found an overall net loss of \$636,948 for the total study area, when calculating the total revenues against the total costs. These values are reflected in Exhibit 4.

¹ <https://www.co.thurston.wa.us/permitting/boundary/boundary-proposals-past.html>

Exhibit 4: Summary of 2019 Feasibility Study Results

Source: Southeast Urban Growth Area Annexation Feasibility Analysis, 2019

	North	South	Total Study Area
Revenues			
Property Tax	\$ 1,299,836	\$ 1,303,162	\$ 2,602,988
OMPD Assessment	\$ 262,385	\$ 263,507	\$ 526,342
Stormwater Utility	\$ 261,330	\$ 224,912	\$ 486,242
Transportation Benefit Dist	\$ 70,040	\$ 51,040	\$ 121,120
Utilities and Franchise Fee	\$ 432,989	\$ 371,133	\$ 804,122
State Shared Revenues	\$ 111,792	\$ 96,988	\$ 208,780
Development Fees	\$ 274,679	\$ 235,440	\$ 510,119
Total Revenues	\$ 2,713,051	\$ 2,546,182	\$ 5,295,713
Costs			
Police	\$ 1,018,728	\$ 912,854	\$ 1,931,582
Roads & Transportation	\$ 884,642	\$ 313,124	\$ 1,197,776
Stormwater	\$ 461,000	\$ 75,000	\$ 536,000
Community Development	\$ 284,475	\$ 243,836	\$ 528,311
Street Lights	\$ 27,337	\$ 23,431	\$ 50,768
Fire	\$ 909,044	\$ 779,180	\$ 1,688,224
Total Costs	\$ 3,585,226	\$ 2,347,425	\$ 5,932,661
Net Revenue	\$ (872,175)		\$ (636,948)

Impact on Services - 2019 Annexation Study

Fire Department

Upon annexation, the City of Olympia's Fire Department would become the service provider, and so the transfer of fire protection and emergency services to the city has the potential to impact both the city and the fire district. The three main potential impacts to the affected fire districts are 1) loss of property tax revenue, 2) loss of assets through a required transfer to the annexing city, and 3) a loss/transfer of personnel.

Police Department

In a similar vein, annexation would also impact the level of service for police protection. The City would need to hire additional commissioned officers in addition to significant initial investment for equipment, training, and vehicles in order to maintain the same level of service currently experienced by the City of Olympia (1.41 commissioned officers per 1,000 residents).

Utilities

Utilities would also be impacted, with annexation increasing the number of catch basins that must be cleaned every year by slightly over 10%. However, as there is already infrastructure in place for this to be done, the costs would be marginal in comparison to the fire and police departments.

Construction and Infrastructure

While most of the roads in the annexation area are in good shape, there were 25 sections within the County's data set that had a pavement condition index (PCI) rating below 80 and would thus need repairs to be done. Repairs and additional staffing are estimated to total costs of \$1.2 million. Because the city already owns and maintains the park lands within its Urban Growth Areas, annexation would not result in any increased costs.

Updates on 2019 Assumptions

Since the 2019 annexation study was completed, a few assumptions have changed. The City of Olympia has acquired a large site within the SE UGA with plans for a future school and park. Taxes captured on the value of the construction for both the school and the park are factored into the results of this report. However, since the park is already planned for and will move forward regardless of annexation, the capital cost of the park development is not included in this report.

The City is also in the midst of evaluating the feasibility of forming a Regional Fire Authority (RFA) with the City of Tumwater. The decision will go to vote in Spring 2023. ECONorthwest's analysis considers the two scenarios for annexation.

2. Community Characteristics and Budget Overview

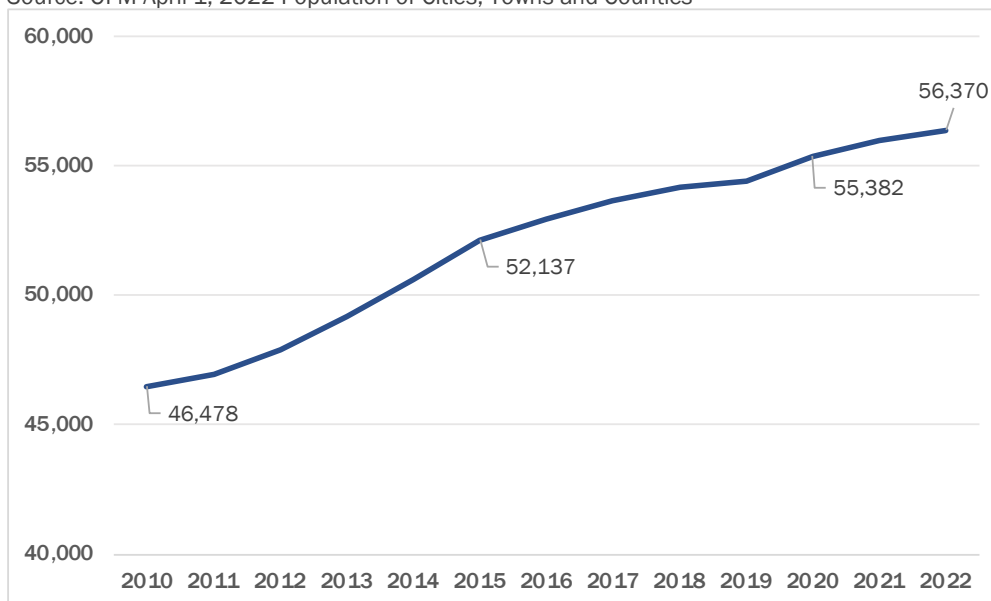
Population and Housing Overview

Olympia is located in Thurston County, along the Interstate 5 corridor. As of 2022, the City is estimated to have approximately 56,370 residents². Olympia borders Tumwater to the south and Lacey to the east and occupies approximately 20 square miles.

Exhibit 5 shows Olympia's population growth since 2010. The City's population has grown by about 21 percent since 2010, at about 1.8 percent each year.

Exhibit 5: Population, City of Olympia, 2010-2022

Source: OFM April 1, 2022 Population of Cities, Towns and Counties



As of 2020, Olympia had approximately 23,031 households with an average of 2.2 persons per household, which is slightly lower than Thurston County overall (2.5 persons per household). The median household income is around \$63,185, substantially lower than the County overall (\$81,659)³. About 56 percent of the City's housing stock is single-family and 53 percent of the housing stock is renter-occupied.

² Washington State Office of Financial Management April 1 Population Estimate, 2022.

³ 2020 ACS 5-year Estimates

Assessed Value

The total assessed value of the City of Olympia is about \$11.9 billion as of 2022. The majority of the taxable value comes from residential properties (approximately \$8.7 billion), and almost \$3 billion comes from commercial property.

Exhibit 6: Total Assessed Value, City of Olympia, 2022

Source: City of Olympia Assessor Data; ECONorthwest Calculations

	Parcel Count	Total Assessed Value
Agriculture	1	\$ 490
Commercial	1,429	\$ 2,770,408,900
Condominium	629	\$ 234,875,800
Conventional Family	13,026	\$ 6,154,328,020
Manufacturing	72	\$ 215,071,100
Mobile Home	50	\$ 46,681,300
Multi-Family	827	\$ 2,176,023,000
Other Residential	17	\$ 159,299,600
Vacant (Commercial)	1,342	\$ 139,190,100
Total \$ (Billions)	17,393	\$ 11.9

Regional Growth and Annexation History

Thurston County's growth is influenced by two primary factors: 1) natural increase, or the difference between births and deaths, and 2) migration, or the difference between people moving to the region and people moving away from the region. Natural increase tends to be fairly steady, while migration is heavily dependent on the local economy.

Olympia has had five annexations since 2013, with three of them in 2013, one in 2014, and one in 2016.

- 2013: The City annexed a total of 36.19 acres across the three annexations.
 - Cooper Point Road: 8.69 acres
 - Division Street: 8.5 acres
 - Olympia Regional Learning Academy: 19 acres
- 2014: 192.2 acres were annexed under the Boulevard/I-5 Annexation
- 2016: 8.5 acres were annexed under the Hulbert, Hong, and Slater Annexation

Budget Summary

The City of Olympia 2022 Operating Budget is \$177.1 million. The General Fund, which funds general government operations such as parks and police, is \$96.5 million. Olympia's largest expenditures are for Public Works and Public Safety, accounting for almost 67 percent of total

expenditures. The City's largest revenue sources are from taxes and licensing, which includes property, sales, business and occupation, and licenses and permits and then charges for services – including solid waste, drinking water, and wastewater fees among others.⁴ Exhibit 7 below shows a summary of main taxes the City uses to fund its general fund.

Exhibit 7: City Olympia Tax Revenue 2021 Budget Summary

Source: City of Olympia 2022 Final Operating Budget

General Fund Tax Revenues	2021 Actuals
Property Tax	\$ 16,022,819
Retail Sales & Use Tax	\$ 27,544,444
Business & Occupation Tax	\$ 18,303,641
Other Taxes	\$ 277,076

Olympia has two other taxing authorities, the Olympia Metropolitan Park District (OMPD) and Transportation Benefit District (TBD), that each go through separate budget processes. While their revenues from the SE UGA annexation are provided, they are not included in the summary of General Fund revenues and expenditures.

City of Olympia 2023 Operating Budget

Olympia Metropolitan Parks Fund

The Olympia Metropolitan Parks District Fund is used to account for the property tax funds received from the Olympia Metropolitan Parks District (OMPD), a separate taxing authority. For accounting purposes, OMPD is a blended component unit. Property taxes received by the OMPD are used to provide capital acquisition and development of City parks and their operations.

Transportation Benefit District (TBD)

The Transportation Improvement District Fund is used to account for the funds received from the Transportation Improvement District, a separate taxing authority. For accounting purposes, TBD is a blended component unit. Fund collected via a \$20 per vehicle registration fee are used to support the preservation, maintenance, capacity, safety and operation of the City streets. In 2019, Washington voters approved Initiative I-976 to reduce vehicle licenses fees to \$30, thereby eliminating the TBD \$20 registration fee. The Initiative was challenged by several cities in the state as unconstitutional and is currently tied up in litigation.

Taxes and Rates

Exhibit 8 below shows Olympia's General Fund and other operating taxes and their associated rates. Olympia also collects a Real Estate Excise Tax that can only be used for capital

⁴ City of Olympia 2022 Final Operating Budget

investments per state law. The City also has other dedicated sales taxes can only be used for specific purposes like criminal justice and public safety.

Exhibit 8: General fund and Other Operating Tax Rates

Source: City of Olympia 2022 Final Operating Budget

Property Tax	Rates
	\$1.73 per
City of Olympia	\$1,000
Retail Sales & Use Tax	Rates
City of Olympia	1%%
Housing and Related	
Services	0.10%
Public Safety	0.10%
Business and Occupation	Rates
Service and Other	0.002%
All other businesses	0.001%
Utility Taxes	Rates
Telephone Utility Service	9%
Gas Utility Service	9%
Electric Utility Service	6%
Cable TV	6%
Steam Utility	1%
Water, Sewer, Solid	
Waste, Stormwater	6%

Regional Fire Authority

Olympia is currently evaluating the feasibility of creating a Regional Fire Authority (RFA) with the City of Tumwater, which will go to a vote of the people in Spring 2023. The SE UGA is currently served by two fire districts: Fire District 3 primarily services the area north of Yelm Highway and a portion to the south, and Fire District 6 primarily serves the area south of Yelm Highway.

In Scenario 1, the City of Olympia assumes responsibility for the SE UGA to the north of Yelm Highway and contracts with Fire District 6 to serve the area to the south until 2029 when the City assumes full service of the SE UGA. In Scenario 2, the RFA is approved, and the SE UGA is annexed and included within the RFA's jurisdictional boundary. Tax impacts for each scenario are presented later in this report.

Utility Service Providers

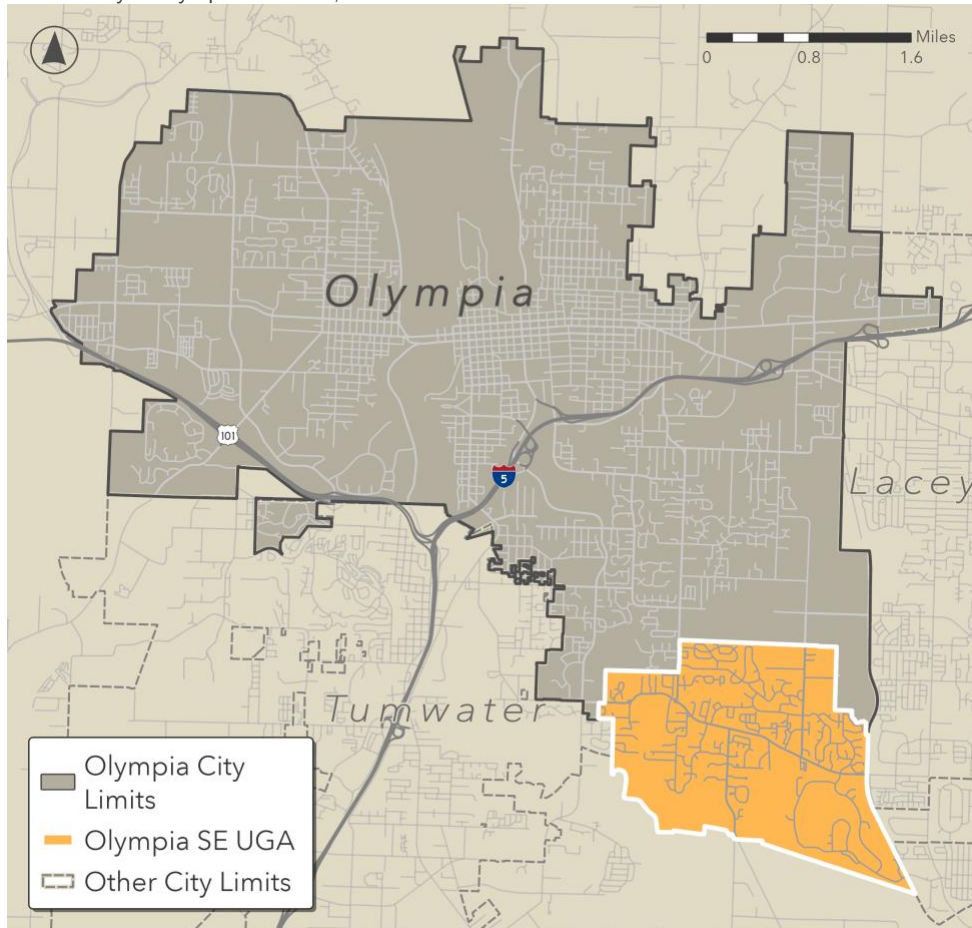
The City of Olympia owns and operates four major utilities: water, wastewater, stormwater and Waste ReSources (solid waste).

3. Southeast Urban Growth Area

The SE UGA is located just to the southeast of Olympia's City limits and is split by Yelm Highway which runs roughly east-west through the center of the area. The SE UGA is primarily residential, with a small amount of commercial uses. The area is largely built out, with limited vacant lands, encompassing approximately 3 square miles.

Exhibit 9: Olympia's SE UGA, Thurston County

Source: City of Olympia GIS Data; ECONorthwest



Population Estimates and Growth Assumptions

Thurston County Regional Planning Council (TRPC) provided population and dwelling unit forecasts through 2045 for the SE UGA. ECONorthwest used TRPC 2022 estimates and 2045 projections as the baseline assumptions for the fiscal analysis and applied TRPC assumed housing unit mix to SE UGA parcels.

As of 2022, the SE UGA is estimated to have approximately 7,950 residents and 3,150 housing units. By 2045, it is expected to grow to a total of 8,900 residents and 3,810 housing units, representing an almost 12 percent increase over the 23-year period.

Exhibit 10: SE UGA Population Assumptions

Source: Thurston County Regional Planning Council

	Population			Housing Units		
	2017	2022	2045	2017	2022	2045
SE UGA	7,620	7,950	8,900	3,000	3,150	3,810

As previously mentioned, the SE UGA is largely residential in nature. About 72 percent of the housing units are single-family and 28 percent of the units are multifamily. TPRC's growth projections assume the housing mix will remain the same unless a major change in policy or zoning in the SE UGA occurs.

Exhibit 11: SE UGA Housing Mix Assumptions

Source: Thurston County Regional Planning Council

	Mix of Housing Units			
	2022		2045	
Single Family	2,261	72%	2,731	72%
Multifamily	873	28%	1,064	28%
Manufactured Homes	20	0.6%	16	0.4%
Total	3,154		3,810	

Assessed Value

The total assessed value of the SE UGA was \$1.5 billion as of 2022. Nearly all of the taxable value comes from residential properties. Exhibit 12 shows the breakdown of the SE UGA's taxable value.

Exhibit 12: Total Assessed Value, SE UGA, 2022

Source: City of Olympia Assessor Data; ECONorthwest Calculations

Source: City of Olympia Assessor Data, 2009 Northwest Calculations

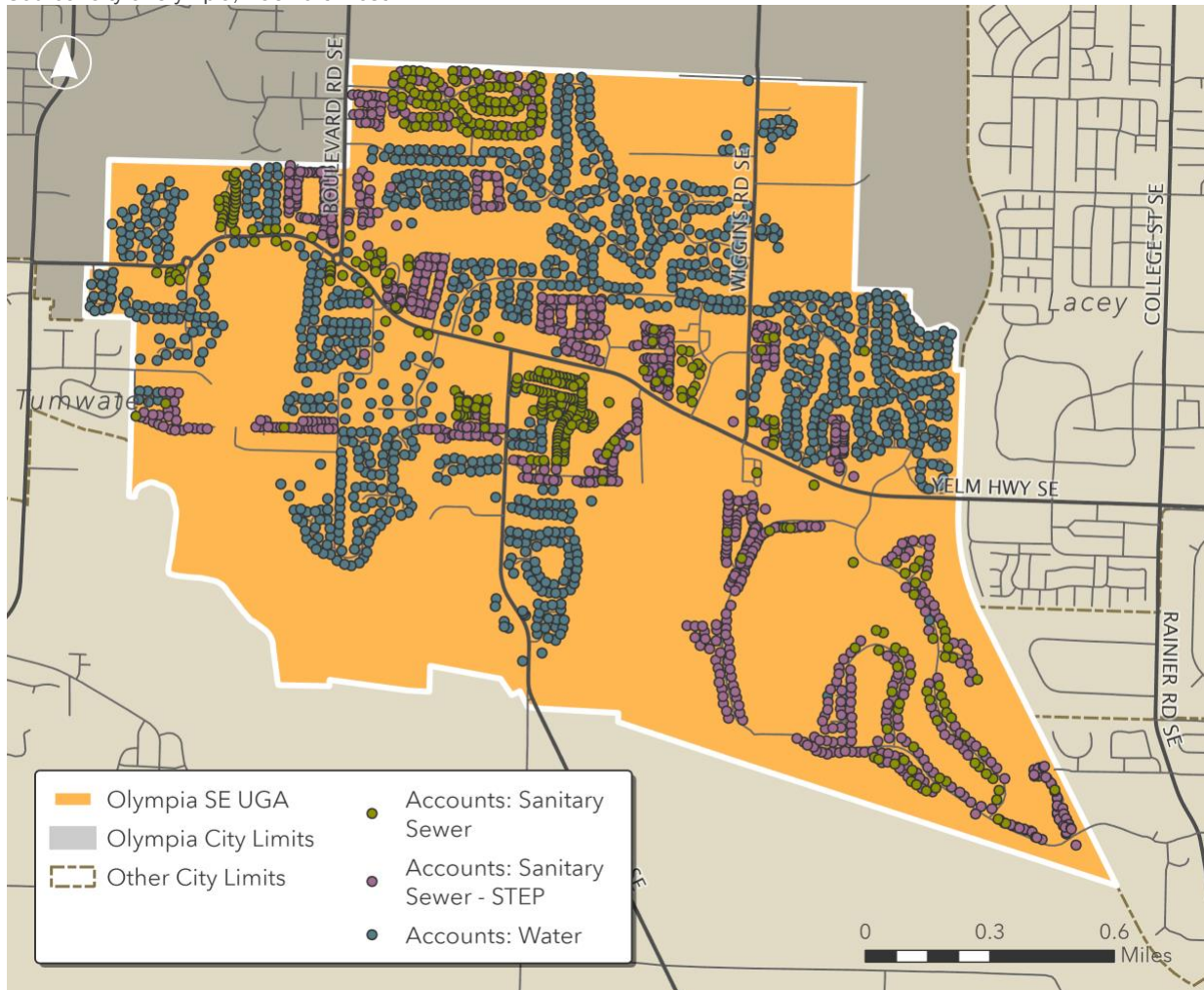
	Parcel Count		Building Value		Land Value	Total Assessed Value
Commercial	10	\$	24,591,600	\$	3,709,500	\$ 28,301,100
Condominium	195	\$	31,388,600	\$	12,266,400	\$ 43,655,000
Conventional Family	2,361	\$	1,009,844,100	\$	287,101,170	\$ 1,296,945,270
Manufacturing	6	\$	11,911,900	\$	1,631,900	\$ 13,543,800
Mobile Home	9	\$	1,388,000	\$	1,378,000	\$ 2,766,000
Multi-Family	62	\$	128,458,600	\$	25,171,400	\$ 153,630,000
Other Residential	2	\$	1,308,000	\$	280,400	\$ 1,588,400
Vacant (Commercial)	4	\$	-	\$	2,500,900	\$ 2,500,900
Vacant (Residential)	170	\$	-	\$	7,905,590	\$ 7,905,590
Total	2,819	\$	1,208,890,800	\$	341,945,260	\$ 1,550,836,060

Service Provider Summary

The City of Olympia currently provides both water and wastewater services within the SE UGA. Exhibit 13 shows where service accounts for both utilities are active within the SE UGA.

Exhibit 13: City of Olympia Water and Wastewater Service, SE UGA

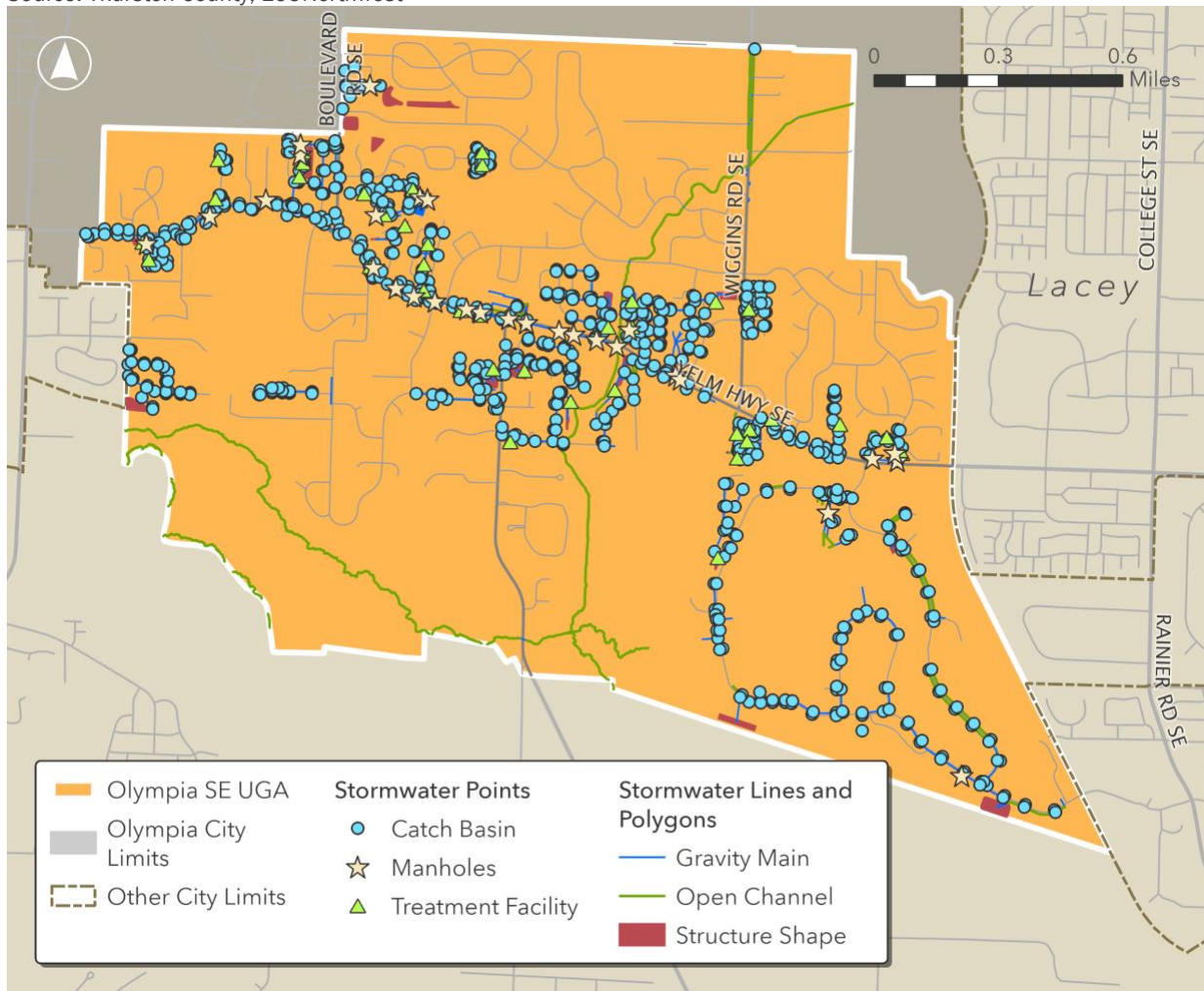
Source: City of Olympia; ECONorthwest



The City does not currently manage stormwater services and facilities in the SE UGA, but there are stormwater facilities existing within the SE UGA. The City of Olympia would assume responsibility of the operation and maintenance of those facilities once annexation occurred. Exhibit 14 shows where existing facilities are concentrated within the SE UGA.

Exhibit 14: Existing Stormwater Facilities, SE UGA

Source: Thurston County; ECONorthwest



4. Summary of Fiscal Impact Analysis

Annexation will have fiscal impacts to the City of Olympia in terms of growth in tax revenues generated within the annexed area, and growth in expenditures due to increased service demands. This report considers both types of impacts over the period 2024 through 2045. Because of the 20-year planning horizon under consideration, assumptions about growth and inflation are incorporated into the fiscal models used as the basis of this analysis.⁵

- Growth in tax bases are assumed to grow at a rate of inflation of 3.5%
- Growth in service costs are assumed to grow at a rate of inflation of 5%

The fiscal impacts of proposed annexation are considered under two scenarios:

- (1) The City assumes responsibility for all services, including fire service provision
- (2) A regional fire authority is formed, which results in lower property tax revenues and lower service delivery costs in the annexation area.

Fiscal Impacts Considerations

An annexation impact analysis is simple in concept but challenging to execute in practice. Here are some issues to keep in mind:

Costs and revenues included in this analysis: This analysis specifically focuses on Olympia's major tax streams and service costs. Population growth will impact major tax streams as well as intergovernmental revenues. User fees and other revenue sources will also be impacted, but because cities have the ability to change them to cover costs of the services they are designed to purchase, they are not included in this analysis.

Economies of Scale. Olympia will experience economies of scale following annexation – meaning that the average cost-per-resident of providing many city services decreases as the city grows. In practical terms, the analysis framework reflects economies of scale by assuming that administrative functions will not be affected by annexation.

Dealing with time. An annexation impact analysis that spans years or even decades presents challenges:

- **Timing of new growth.** The timing of development affects fiscal impacts. When development occurs it generates new revenue and creates a need for new services and infrastructure improvements. This analysis assumes a growth pattern consistent with Thurston County Regional Planning Council's growth estimates as outlined in Section 3.

⁵ The long-term inflation rate used for revenues and costs is 3.5 percent. ECONorthwest November 2022 forecast.

- **Future changes in rates for taxes and fees.** Future changes in rates for taxes and fees, or how future governments choose to allocate their more fungible resources, will impact levels of revenue and the sources of funding for specific activities. The analysis usually assumes that the basic funding framework remains the same for the duration of the forecast period.
- **Dealing with inflation.** Conducting an annexation impact analysis requires an examination of both the short-run and long-term impacts. During the current economic climate, inflation adds another degree of uncertainty and difficulty that affects revenues and costs.

Summary of Fiscal Impacts

Annexation would have a net negative revenue impact on the City under Scenario 1 (No RFA) and a net positive revenue impact under Scenario 2 (RFA is approved). Scenario 1, in which no RFA is formed and Olympia Fire Department assumes service of the SE UGA, will result in a net cost totaling \$69.2 million over the 20-year period. Scenario 2 in which an RFA is formed with the City of Tumwater, will result in a net revenue gain to the City totaling around \$10.8 million.

Exhibit 15 below provides a breakdown of General Fund and other tax revenue impact, net of ongoing General Fund cost impacts (fire, police and public works). It also includes the large capital investment the City will need to plan for, a new fire station in 2029 under Scenario 1. Relevant capital revenues (REET) resulting from the annexation that can help pay for this investment is also included to show a more comprehensive net impact under both scenarios. Further explanation of all impacts is provided below.

Exhibit 15: Revenues and Cost Impacts, 2024 – 2045

Source: ECONorthwest

	Nominal (\$ millions)	
	Full Annexation	RFA Scenario
General Fund & Other Operating Tax	\$77.2	\$43.3
General Fund Cost Impact	(\$165.0)	(\$72.1)
Net Cost	(\$87.8)	(\$28.8)
OMPD Revenue	\$24.7	\$24.7
REET Revenue	\$14.9	\$14.9
Capital Cost (Fire Station)	(\$21.0)	
Net Cost/Revenue	(\$6.1)	\$14.9
Overall Net Cost/Revenue	(\$69.2)	\$10.8

Note: Capital cost does not include any off-setting revenues such as a voter-approved bond.

General Fund Revenues and Expenditures Summary

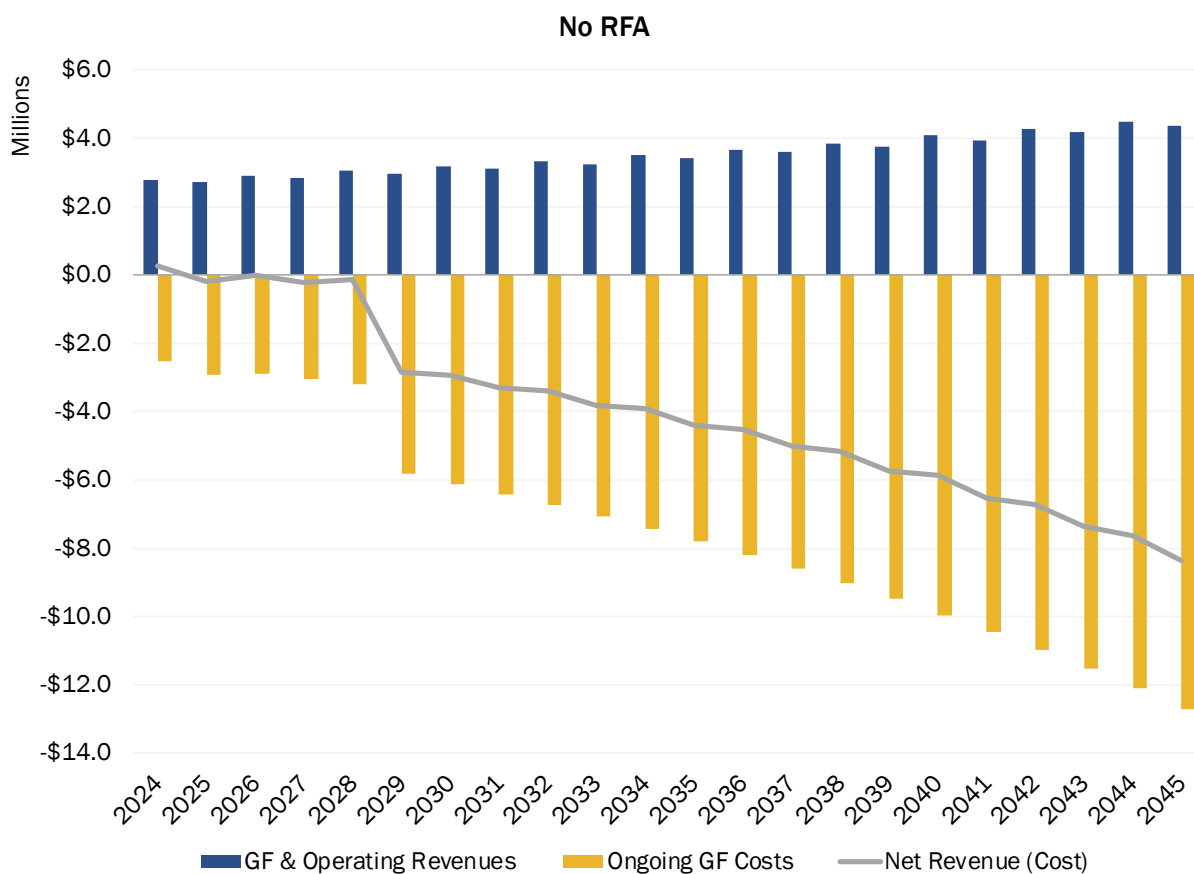
The following exhibits (Exhibit 16 and Exhibit 17) show the ongoing net costs to the General Fund, which occur under both scenarios. The General Fund summary shows a net cost under

both scenarios because it does not account for other tax revenues that would be deposited into special funds (e.g., the TBD or the OMPD), and only includes the ongoing costs for impacted services that are funded through the General Fund; police, fire, and public works. It does not include the anticipated fire capital investments.

In Scenario 1 (no RFA), there would be a modest net revenue gain (\$250,000) for the General Fund in the first year of annexation (2024), but the net cost would begin in 2025 and continue to grow as police and fire services are phased in. The major increase in the net cost observed in 2029 is due to the additional engine company the Olympia Fire Department (OFD) would need to service the entire SE UGA. The contract with Fire District 6 for services would end in 2028, and OFD would begin servicing the area. Details regarding the phasing in of fire services are provided further below. Scenario 1 would result in a net cost to the General Fund over the next 20 years (Exhibit 16), totaling approximately \$77 million in revenue and \$162 million in expenditures.

Exhibit 16: Annual General Fund Fiscal Impact Scenario 1 (No RFA), 2024 – 2045

Source: ECONorthwest

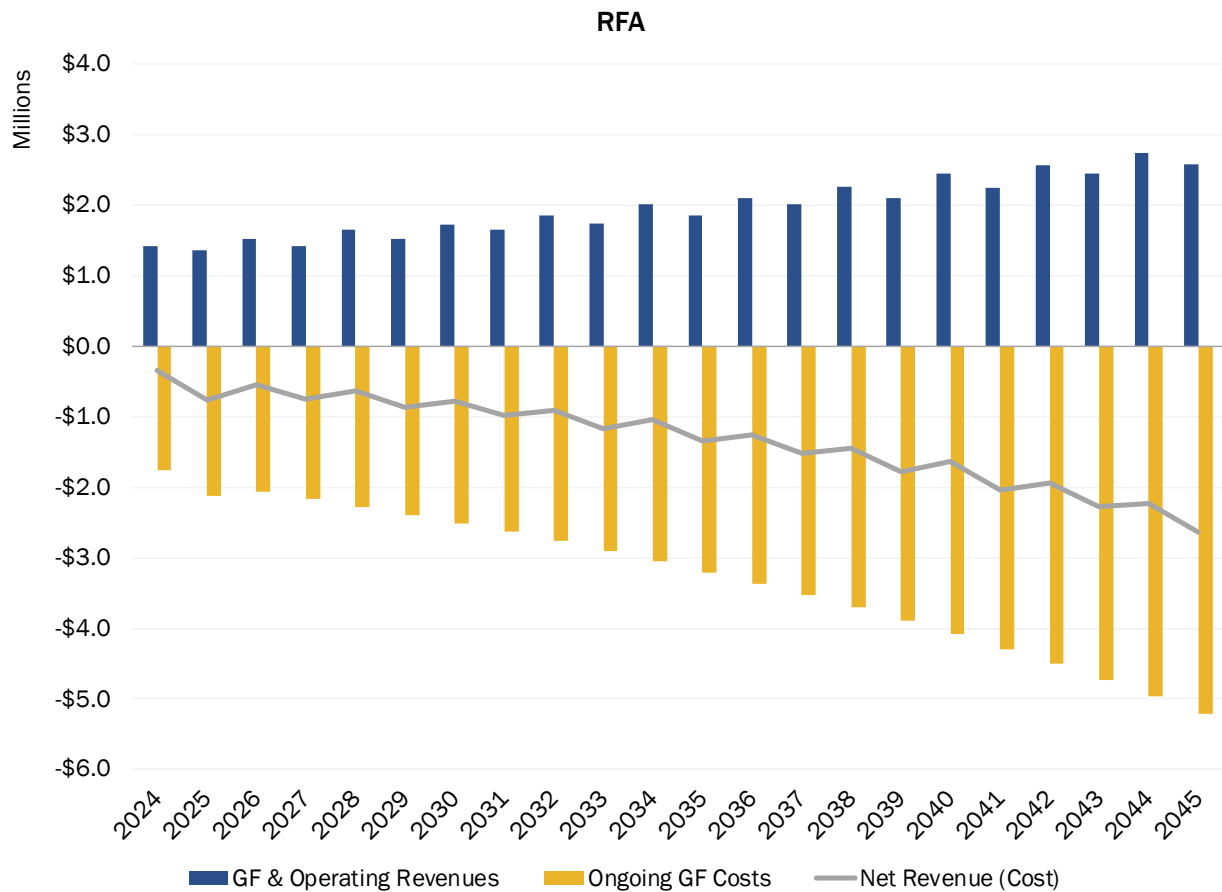


In Scenario 2 (an RFA is formed and a lower property tax rate is levied), there would be a modest net cost (\$336,000) for the General Fund in the first year of annexation (2024), and would continue to grow at a steadier pace than Scenario 1, as Scenario 2 does not include the

major investment in an additional fire engine company. Scenario 2 would result in a net cost to the General Fund over the next 20 years (Exhibit 17), totaling approximately \$43 million in revenue and \$72 million in expenditures.

Exhibit 17: Annual General Fund Fiscal Impact Scenario 2 (RFA), 2024 – 2045

Source: ECONorthwest



5. City Revenues

Annexation will increase City tax revenues due to an increase in the property tax base, sales tax from e-commerce, sales and business and occupation (B&O) from construction within the area, real estate excise taxes, utility taxes, and state-shared revenues due to the absorbed population. The City will also realize a negligible (less than \$10,000) increase in ongoing B&O taxes from the limited commercial presence in the annexation area. Primary revenue impacts come from property taxes. The assessed value of the annexation area is \$1.6 billion in 2022, a 13 percent increase over City totals.

Property Tax

Because of potential lag issues associated with property tax, this analysis assumed annexation would be official before August 1, 2023 and property tax revenues would begin flowing to the City in 2024 (after August 1 of a given year and property taxes collection would begin two years after). For the annexed area, the property tax impact is twofold. First, annexed properties would begin paying property taxes to the City as its local service provider depending on the timing mentioned above. This process resets the City's maximum allowable levy by and amount of the application of the city levy to these annexed properties. Second, once these properties are annexed and construction activities are assessed as new construction, the new construction value is added to the City's "add-on" value to its levy limit calculation.

The analysis models the City's property tax so that it conforms to the levy limit factor and adjusts for changes to new construction and assessed value growth. Specifically:

- A limit factor of 1% plus an add-on value of new construction is assumed in calculating the city's maximum allowable levy.
- New construction of 213 conventional single-family homes is assumed every 10 years within the annexation area.
- New construction at the city level is capped at 0.75% of the city's overall assessed value base.
- Assessed value growth in the city and annexation area is assumed to be revalued at 2% a year.

The effect of these assumptions results in property tax revenue growth in the annexation area at approximately 2.1% over the study period. Much of this effect is explained by the structural legislative parameters explained above but is best represented by the steady lowering of the city's levy rate which is estimated to fall at -1.0% a year over the study period.⁶

Other Revenues

The City will also realize revenue from other taxes that are not included in the General Fund, including taxes for the Transportation Benefit District, Olympia Metropolitan Parks District, Share of State Criminal Justice Sales Tax, City of Olympia Housing Sales Tax, City of Olympia Public Safety Sales Tax, and a Real Estate Excise Tax (REET).

Exhibit 18 and Exhibit 19 below show total anticipated annual revenues, over the 20-year period for both scenarios. Scenario 1 totals approximately \$122 million and Scenario 2 totals \$88 million.

⁶ The analysis does not impose any policy choices by elected officials or voters such as "banking" levy capacity or voter-approved levy lid lifts. It is important to note that the analysis does not assume any city-entitled county road district taxes when the road district taxes that have been levied but not yet collected on property within the annexed territory.

Exhibit 18: All City Revenues, Scenario 1 (No RFA), 2024 - 2045 (Nominal Dollars)

Source: ECONorthwest

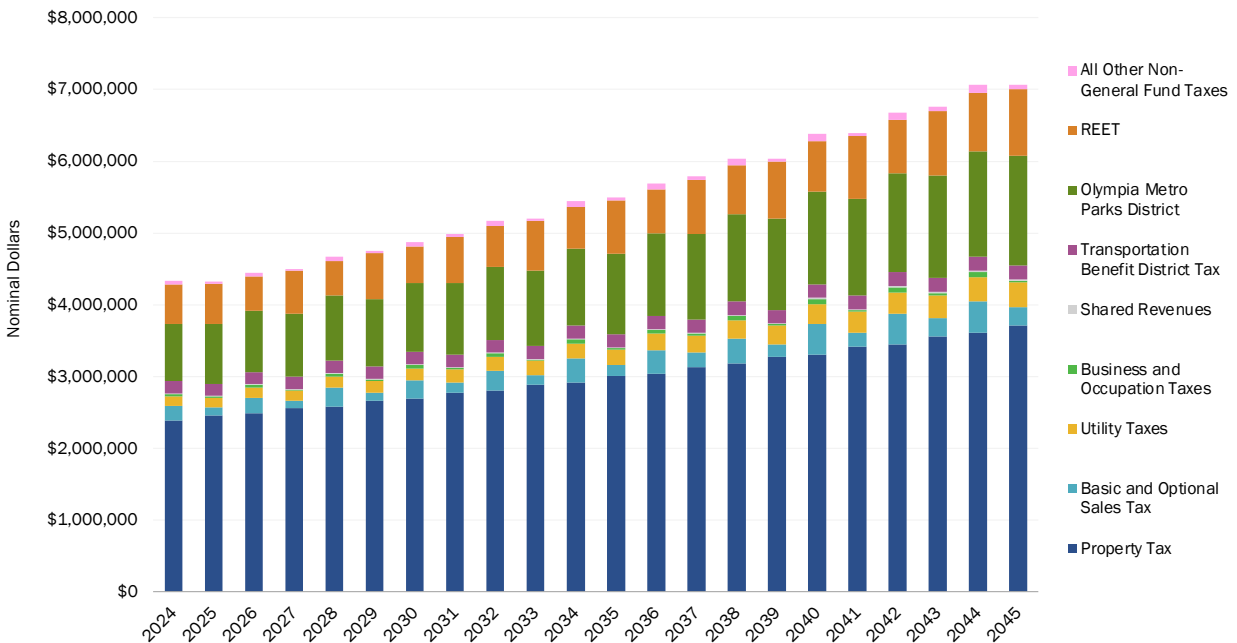
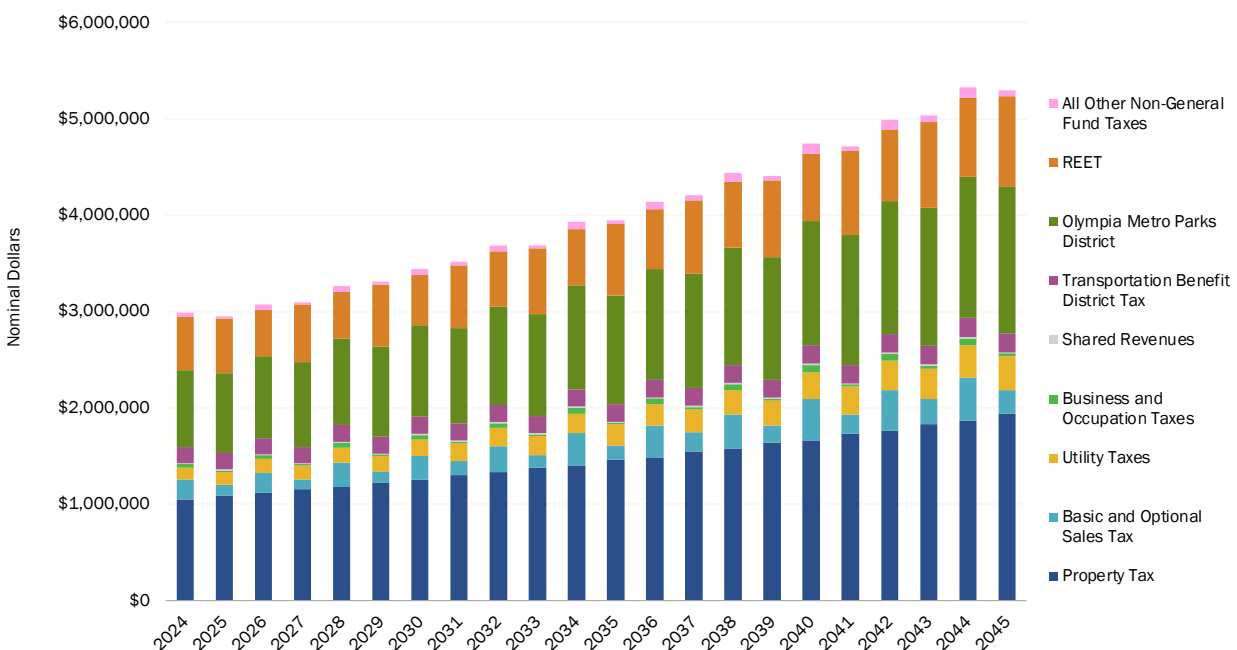


Exhibit 19: All City Revenues, Scenario 2 (RFA), 2024 - 2045 (Nominal Dollars)

Source: ECONorthwest



General Fund and Other Operating Taxes

Annexation of the SE UGA would result in an approximately \$77 million in General Fund revenue under Scenario 1 (No RFA) and about \$43 million in Scenario 2 (RFA) over the 20-year planning horizon. As previously mentioned, property taxes are the primary revenue source and

are the only differentiator between the two scenarios due to the lower tax rate if an RFA is formed.⁷

Exhibit 20: 20-year General Fund and Operating Taxes, No RFA versus RFA

Source: ECONorthwest

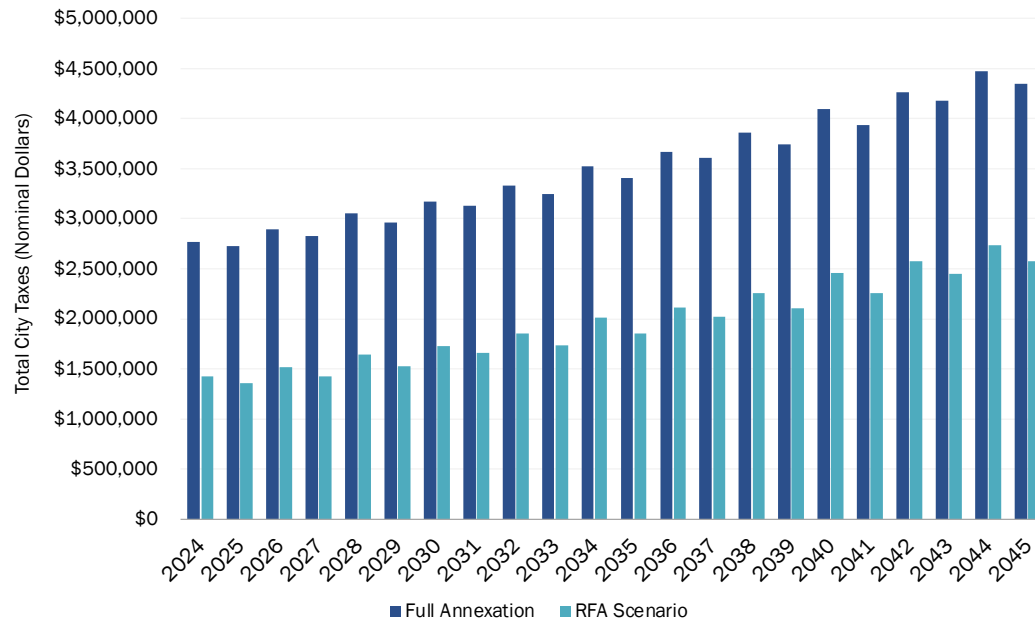
General Fund & Other Operating Tax Component	Nominal (\$ millions)	
	No RFA	RFA
Property Tax	\$65.9	\$32.0
Basic and Optional Sales Tax	\$5.3	\$5.3
Utility Taxes	\$4.9	\$4.9
Business and Occupation Taxes	\$0.8	\$0.8
Shared Revenues	\$0.3	\$0.3
Total	\$77.2	\$43.3

The first year following annexation would have considerable influx of revenue, with marginal increases in years following once the annexation area is absorbed into the tax base. If the SE UGA were annexed, the first year yields an estimated \$2.7 million in General Fund Revenue in Scenario 1 where no RFA is formed. In Scenario 2 where an RFA is formed and the City's property tax levy decreases, the first year yields an estimated \$1.4 million in General Fund Revenue. Exhibit 21 below compares 20-year General Fund and other operating revenues of the two scenarios resulting from annexation of the SE UGA between 2024-2045.

⁷ In 2018, Olympia community members voted to raise property taxes for Public Safety initiatives with an initial levy of \$2.8 million. Revenues for the Public Safety initiatives are included in the property tax calculations in this report. Of note, the City of Olympia also maintains a Public Safety sales tax shown in Exhibit 21.

Exhibit 21: General Fund & Other Operating Tax Comparison, No RFA and RFA, 2024 - 2045 (Nominal)

Source: ECONorthwest



Other Tax Revenues

As previously mentioned, the City could also anticipate revenue generated from taxes that are not included in the General Fund or other operating funds. These revenues would occur under both scenarios. Non-General Fund revenues total nearly \$45 million over the 20-year period. While these funds are will not be deposited into the General Fund, they can be used to offset some cost impacts associated with annexation. For example, the City will incur costs associated with road maintenance given the additional road mileage. The Transportation Benefit District (TBD) is a separate taxing authority, but funds can be used for maintenance of the City's streets.

Exhibit 22: 20-year Non-General Fund Revenues, 2024-2045

Source: ECONorthwest

Other Tax (Non-General Fund) Component	Nominal (\$ millions)
Transportation Benefit District Tax	\$4.0
Olympia Metro Parks District (OMPD)	\$24.7
Share of State Criminal Justice Sales Tax	\$0.1
City of Olympia Housing Sales Tax	\$0.6
City of Olympia Public Safety Sales Tax	\$0.6
REET	\$14.9
Total	\$44.9

One-Time Tax Revenues

Annexation of the SE UGA will result in approximately \$4.5 million in one-time tax revenues, primarily due to construction that would support the assumed population growth within the area over the next 20 years. These revenues would occur under both scenarios. Exhibit 23 below provides a breakdown of the one-time tax revenues. These one-time taxes would be assessed annually as build out of the SE UGA is assumed to occur, and are included in the totals shown in Exhibit 22.

Exhibit 23: One-Time Tax Revenue, 2024-2045

Source: ECONorthwest

One-Time Tax	Nominal Dollars
Basic and Optional Sales Tax	\$2,051,692
Business and Occupation Taxes	\$483,604
City of Olympia Housing Sales Tax	\$241,802
City of Olympia Public Safety Sales Tax	\$241,802
REET	\$1,571,554
Total	\$4,590,454

Impact Fee Revenue

New residential construction in Olympia is subject to impact fees for parks, transportation, and schools. Impact fees typically pay for new or expanded facilities necessary due to the increased demand for services generated by new development. School impact fees are not summarized in this study as they are not a city-provided service.

Exhibit 24 summarizes the anticipated revenue generated through impact fees between 2024-2045. The SE UGA is expected to grow by an additional 661 housing units by 2045; 470 single-family units and 191 multifamily units. Impacts fees were assessed on a per unit basis using the City's 2022 impact fee schedule. Over the 20-year period, the City could realize \$5.4 in impact fees.

Exhibit 24: Impact Fee Revenue, 2024-2045

Source: ECONorthwest

Impact Fee Revenue	2022 Dollars
Parks	\$3,345,556
Transportation	\$2,131,568
Total	\$5,477,124

6. Impacts to Service Provision

With its General Fund, the City funds general services that benefit the whole community, such as planning services and cultural facilities, as well as administrative functions that support city-wide operations such as courts, finance, and elected leadership. Importantly, in an annexation scenario, these administrative functions are unlikely to be measurably impacted by increased population or land area and are not included in this analysis.

However, due to the substantial increase in population and square mileage, there will be a greater need for expanded fire and police services in particular. Since both services are supported through the General Fund, a substantial increase in expenditures will be required. The other service supported by the General Fund that should anticipate impacts is Public Works (transportation). The two other city-provided utilities impacted are stormwater and solid waste (Waste ReSources), which are supported by the Utility Fund and not included in General Fund expenditures.

Exhibit 25 and Exhibit 26 shows a summary of the estimated annual costs to the General Fund for police, fire, and road maintenance services in the SE UGA. The key differentiator between the two scenarios is the elimination of city-provided fire service in Scenario 2 if an RFA is formed. The SE UGA would be served by the RFA.

Impacts to the General Fund will total \$165 million in Scenario 1. A substantial increase is observed in 2029 when the contract for service with Fire District 6 ends and OFD's new engine company begins to service the area. More detail regarding the transition of fire service in Scenario 1 are provided further below. Approximately \$72 million in ongoing costs to the General Fund will occur in Scenario 2. Scenario 2 results in a substantial decrease in costs compared to Scenario 1, as the RFA would assume fire service of the SE UGA.

Ongoing costs for the two utilities, stormwater and solid waste are not forecasted out beyond one year, as it is assumed the City will adjust user rates to recover additional costs incurred upon annexation. Capital costs, including the fire station and the new park on the Spooner Farms site are also not included in the summary provided in Exhibit 25 and Exhibit 26.⁸

⁸ The Spooner Farms site will be developed regardless of annexation, so its capital cost is not considered as part of this report.

Exhibit 25: Summary of Service Delivery Costs Scenario 1 (No RFA), General Fund, 2024-2045

Source: ECONorthwest

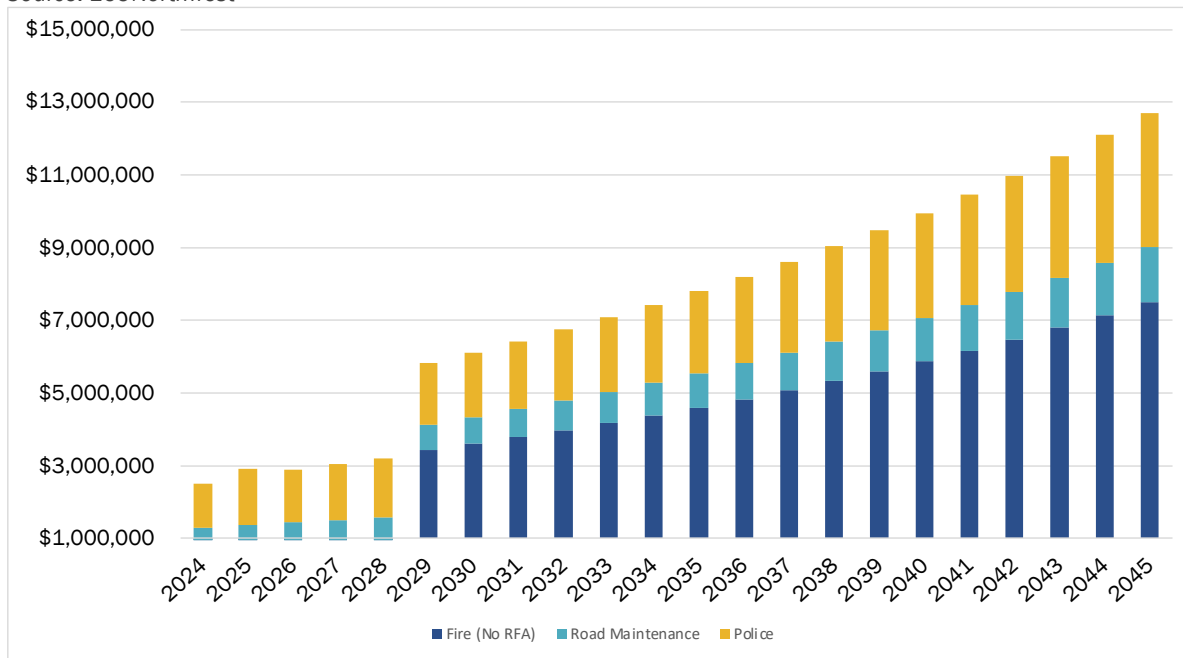
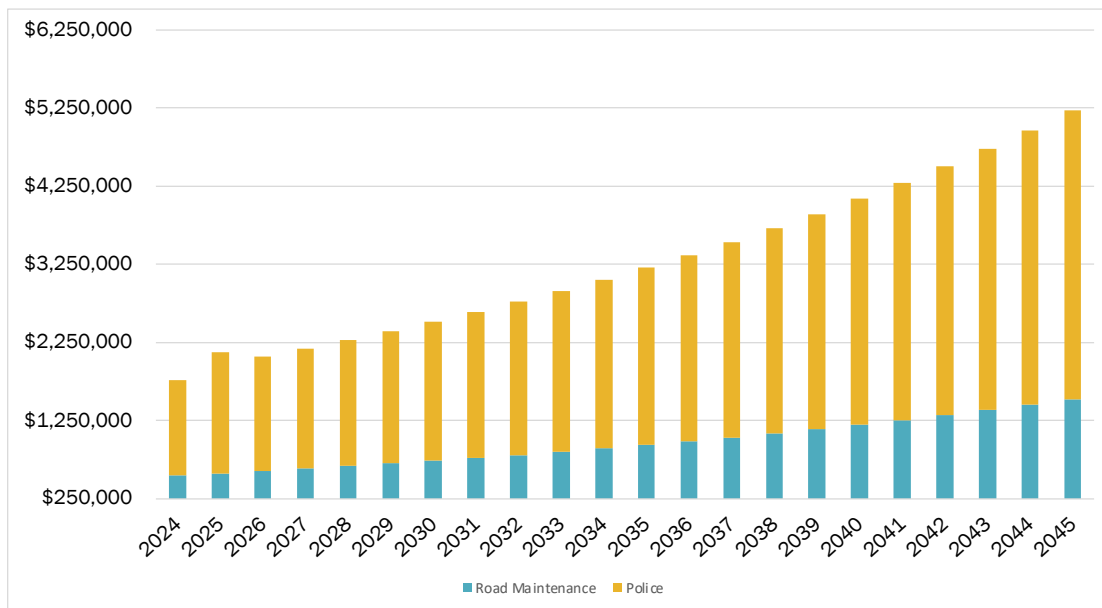


Exhibit 26: Summary of Service Delivery Costs Scenario 2 (RFA), General Fund, 2024-2045

Source: ECONorthwest



General Fund Services

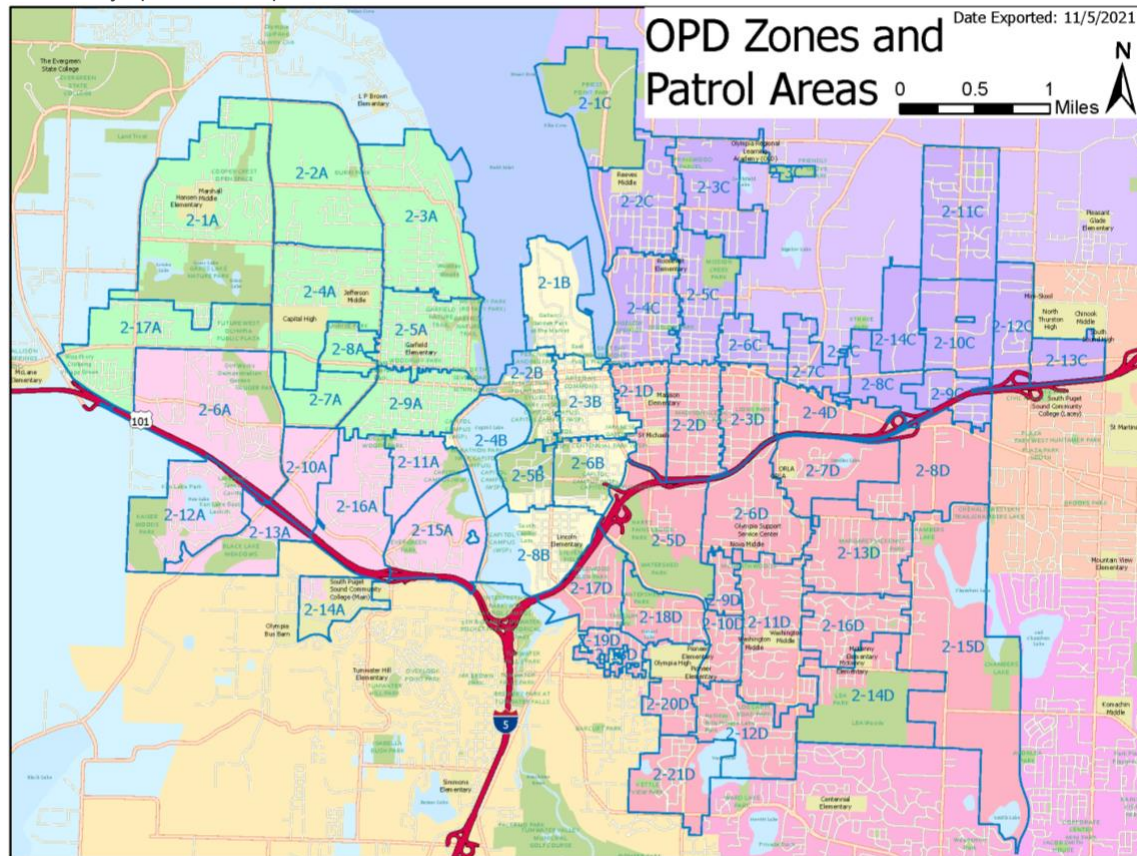
Olympia Police Department

ECONorthwest met with members of the Olympia Police Department (OPD) to discuss future service demand in the annexation area. The incorporated area surrounding the SE UGA is

known as the David Patrol Area, and it is currently one of the City's largest patrol areas. It would be unable to absorb the SE UGA. OPD would need to create an additional patrol area for the SE UGA, which would require six additional Police Officers.

Exhibit 27: OPD Patrol Areas

Source: Olympia Police Department



Upfront costs for hiring new officers, plus training and equipping them will be a substantial investment for the City. Due to anticipated impacts to the General Fund upon annexation, the City has discussed the feasibility of phasing in services to the area, including police service. It could be possible to annex the SE UGA and contract back with the Thurston County Sheriff's Department in an agreement to continue servicing the area until a chosen sunset date. However, this is not a preferred method for Olympia PD and would require further discussions with Thurston County Sheriff's Office to determine the intricacies of a phased in approach.

Instead, for the purposes of this study, the City has opted to phase in hiring of the additional police officers over a two year period and cover the gap in service during Year 1 with overtime. Therefore, three officers would be hired in Year 1 and additional overtime costs will be included until Year 2 when the final three officers are hired. Assumed overtime rate is \$ \$73.22 per hour (provided by Olympia PD). As previously mentioned, the hiring of new officers will require new equipment and training, including two additional patrol vehicles. These costs have been

phased in over the same two-year period. Exhibit 28 includes the summary of anticipated upfront costs for Year 1 and Year 2.

Exhibit 28: Year 1&2 Upfront Costs for OPD

Source: Olympia Police Department and ECONorthwest

Upfront Costs (Year 1 & 2)	Year 1 (2024 Dollars)	Year 2 (2025 Dollars)
FTEs	\$597,775	\$1,318,094
Patrol Vehicle	\$83,790	\$92,378
Training	\$32,975	\$72,709
Maintenance	\$59,535	\$65,637
Overtime	\$516,893	
Total, Upfront Costs (Year 1 & 2)	\$1,290,968	\$1,548,819

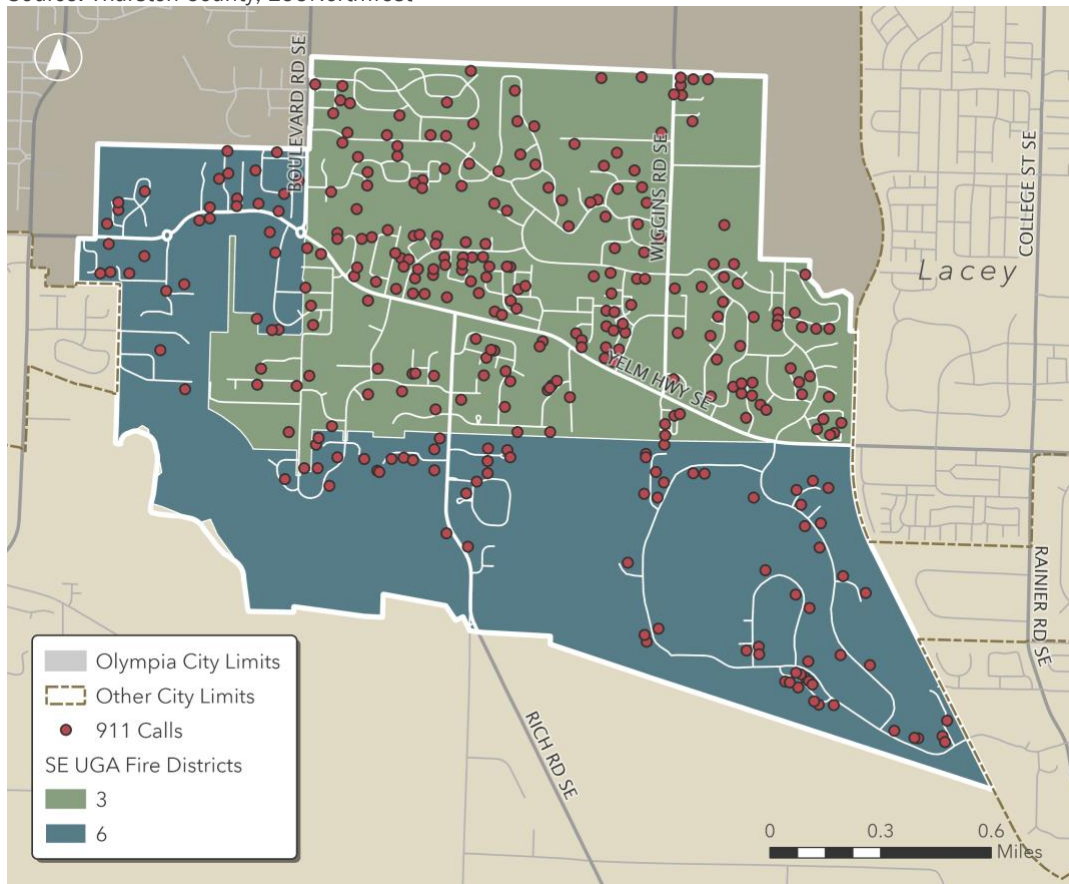
Beginning in 2026, OPD will realize approximately \$1.4 million in ongoing annual salaries of the six new officers and ongoing annual maintenance of the two new patrol vehicles.

Olympia Fire Department

Olympia is evaluating the feasibility of creating a Regional Fire Authority (RFA) with the City of Tumwater, which will go to a vote of the people in Spring 2023. The SE UGA is currently served by two fire districts shown in Exhibit 29. This study analyzes two scenarios for fire service.

Exhibit 29: Existing Fire District Boundaries, Fire Districts 3 and 6

Source: Thurston County; ECONorthwest

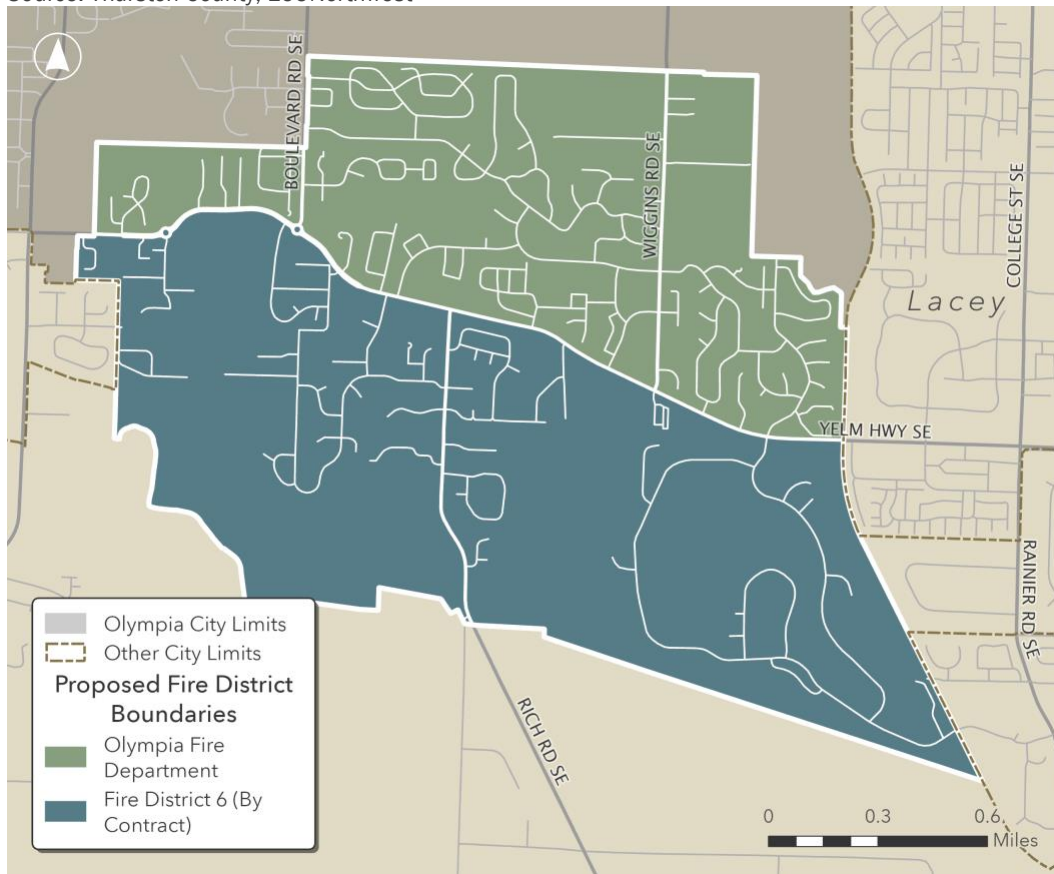


Scenario 1 - No RFA is Formed

In Scenario 1, no RFA with Tumwater is formed and Olympia's Fire Department (OFD) assumes responsibility for fire service for the entire area north of Yelm Highway and contracts with Fire District 6 to service the area south of Yelm Highway until 2029 (proposed boundaries shown in Exhibit 30).

Exhibit 30: Proposed Fire Service Area Boundaries, 2024-2028

Source: Thurston County; ECONorthwest



This phased in approach is necessary since OFD does not have the current staff capacity or facilities to service the entire annexation area. OFD would only be able to service the area north of Yelm highway with its existing capacity in Station 3, located at the intersection of 22nd Ave SE and Boulevard Road SE, just north of the SE UGA. To service the entire area, OFD would need a new station and engine company.

The contract with Fire District 6 to service the area south of Yelm Highway is based on the area's assessed value and 2022 Fire District 6 rate of \$0.91 per \$1,000. In 2024, the contract amount is assumed to be approximately \$755,000, sunseting after 2028. After the contract with Fire District 6 ends, it is assumed OFD will service the entire SE UGA with a new station and company in place (Exhibit 31) New FTEs include four lieutenants and 13 firefighters. Total ongoing costs for OFD FTEs begin in 2029 at approximately \$3.4 million.

Exhibit 31: OFD New Engine Company Costs, 2029

Source: Olympia Fire Department; ECONorthwest

New Engine Company Costs 2029	2022 Dollars	2029 Dollars
New Station	\$15,000,000	\$21,000,000
4 Lieutenants	\$620,000	\$872,402
13 Firefighters	\$1,820,000	\$2,560,923
Total Ongoing Costs	\$2,440,000	\$3,433,325

Scenario 2 - RFA is Formed

In Scenario 2, the RFA with the City of Tumwater is approved by voters and the SE UGA (if annexed) is included within the RFA's jurisdictional boundary. There are no anticipated impacts to expenditures under this scenario, as the City will transfer OFD's budget to the RFA. Instead, the fiscal impact of this scenario is realized as a reduction in property tax revenues compared to Scenario 1, as previously discussed.

Transportation

The City of Olympia contains 527 miles of road, and the SE UGA contains 62 miles, thus annexation would result in a 12 percent increase to the City's current road mileage. The increase will impact the City's Public Works Department, more specifically its transportation division, in two categories; road maintenance and road replacement.

Road Replacement

Pavement backlogs are notoriously hard to quantify in terms of costs to taxpayers or degradation of current service levels. Further analysis by the City (in particular, of road condition) is needed to better understand how this increase will ultimately affect the City's current pavement backlog. In coordination with the City's transportation team, it was decided a simple method of analysis would be appropriate for this annexation study. Since the City's pavement backlog currently stands at \$1 million, it is assumed that a 12 percent increase would increase the backlog to \$1.12 million.

Road Maintenance

Adding lane miles to the City's existing inventory would increase maintenance demand on the Public Works Department. Public Works staff informed ECONorthwest that 2.0 FTE in traffic and street operations would be needed to service the SE UGA and keep staff per lane mile at baseline levels (see Exhibit 32 below)⁹.

⁹ Staff costs are based on average salary, benefit, and overhead costs across all positions in Traffic Operations and Street Operations except for supervisor and director roles.

Exhibit 32: Impacts to Road Maintenance

Source: City of Olympia; Calculations by ECONorthwest

Road Maintenance	Pre-Annexation	Post Annexation
Traffic Operations Staff	7.5	8.5
Street Operations Staff	11.5	12.5
Staff Total	19.0	21.0
Lane Miles	527.0	589.0
Staff per Lane Mile	0.04	0.04

ECONorthwest used City-provided data and information on current road maintenance costs to estimate costs of maintaining roads in the annexation area (see Exhibit 33 below). Per City staff, the area will have minimal traffic signals but does have street lighting, of which the City will assume responsibility. Public Works was unable to determine the cost of street lighting maintenance apart from signals, as they are paired within the budget. ECONorthwest utilized the 2018 estimated costs for street lighting documented in the 2019 annexation study as a baseline. They are shown below in 2024 dollars. The increase in road mileage will increase the City's existing road maintenance budget by about \$547,000 in the first year after annexation.

Exhibit 33: Road Maintenance Costs

Source: City of Olympia; Calculations by ECONorthwest

	Pre-Annexation (2022)	Pre-Annexation (2024)	Post-Annexation (2024)	2024
Street Surfaces and ROW Maintenance	\$1,155,197	\$1,310,000	\$1,467,000	\$157,000
Street Lights	\$933,085	\$1,058,000	\$1,116,000	\$58,000
Signs	\$351,678	\$399,000	\$447,000	\$48,000
Staff Costs	\$2,717,598	\$2,996,152	\$3,280,000	\$284,000
Total				\$547,000

Utility Fund Impacts

Stormwater

The City will assume maintenance and operations of existing stormwater facilities located within the SE UGA, including but not limited to catch basins, drain pipes, and retention facilities. Public Works staff anticipate the need for the purchase of an additional construction truck and an excavator with trailer in order to extend stormwater operations to the SE UGA, resulting in a one-time cost of approximately \$214,000 (see Exhibit 34).

Exhibit 34: Stormwater One-Time Costs, 2024

Source: Southeast Urban Growth Area Annexation Feasibility Analysis, 2019; ECONorthwest

One-time Costs	2019 Annexation Report	2024 Estimated
Construction Truck	\$90,000	\$116,977
Excavator with Trailer	\$75,000	\$97,481
Total, One-Time Costs	\$165,000	\$214,458

The City will need two additional FTEs and will incur costs related to sediment removal and disposal. Ongoing costs are estimated at \$642,000 in 2024 dollars. The City supports the provision of stormwater service through the collection of user fees. ECONorthwest estimated the annual revenue that would be collected in the SE UGA. Stormwater revenues were estimated using the 2023 flat monthly rate for single-family units (\$17.12), using the number of single-family housing units in the SE UGA as of 2022. Stormwater fees for multifamily are also expressed in equivalent residential units (ERUs). ECONorthwest used the City's Category II monthly rate (\$12.84) for multifamily units since it is assumed the majority of multifamily sites maintain some level of stormwater management.¹⁰

See Exhibit 35 below for ongoing costs and revenue impacts for stormwater management. The City will realize a net revenue of about \$37,000 in the first year following annexation. Costs and revenues are not included in the 20-year revenue and expenditure summary because it is assumed the City will adjust rates annually (or as needed) as needed to cover costs.

Exhibit 35: Stormwater Maintenance Costs and Revenues

Source: Southeast Urban Growth Area Annexation Feasibility Analysis, 2019; City of Olympia, 2022 cost adjustments; 2024 inflationary adjustments and revenue estimates by ECONorthwest

	Assumptions	2022	2024
Stormwater Maintenance	\$276,439	\$276,439	\$304,774
Sediment Removal and Disposal (adjusted from 2019 report)	\$121,000	\$161,333	\$209,692
Environmental Service	\$65,800	\$65,800	\$72,545
Vegetation Management	\$50,300	\$50,300	\$55,456
Total, Ongoing Costs	\$513,539	\$553,873	\$642,467
Estimated Revenues	\$486,242	\$599,012	\$680,000
Net Revenue			\$37,533

Waste ReSources

The City of Olympia provides solid waste services through its utility, Waste ReSources. Upon annexation, Waste ReSources would assume responsibility for providing solid waste services to the area. However, since the SE UGA is currently serviced by a private hauler, there is a

¹⁰ The City of Olympia maintains three categories of non-residential rates (multifamily is considered "non-residential when calculating stormwater rates); Category I - Sites with Low Impact Development (50% discount), Category II - Sites with any stormwater management: flow control or treatment (25% discount), and Category III - Sites with no stormwater management (same rate as single-family).

required transition period of 10 years from the date of annexation¹¹. Once the transition occurs, there will be financial and operation impacts to the utility.

Waste ReSources provided a memo outlining financial assumptions for assuming service of the SE UGA after the 10-year period following annexation. This memo was in response to the 2019 annexation feasibility study, as impacts to Waste ReSources were not included in the report. Cost assumptions from the memo have been updated to reflect 2034 dollars, when service is assumed to begin in the SE UGA. Cost assumptions include:

- Upfront capital costs
 - Residential collection truck
 - Deployment of carts and containers (materials, labor, and equipment)
 - Dumpsters for commercial and multifamily properties
- Ongoing costs
 - Truck driver

Waste ReSources is largely funded through the collection of user fees and assuming service of the SE UGA would generate additional revenue. According to the City of Olympia 2022 Operating Budget, the typical user fee for basic 65-gallon service for single family households that participate in the recycling program is \$27.03 per month. ECONorthwest applied that rate to the number of housing units within the SE UGA estimate additional revenue for Waste ReSources.

Exhibit 36 below shows the ongoing annual cost beginning in 2034 when service is expected to begin in the SE UGA compared to annual revenue generated from user fees from new customers in the SE UGA.

Exhibit 36: Ongoing Costs and Revenues, SE UGA, 2034

Source: Waste ReSources 2019 Annexation Report; ECONorthwest

Ongoing Costs and Revenues	2022	2034 (Year Service Begins)
Truck Driver	\$115,763	\$207,893
Estimated Revenues	\$849,174	\$1,524,995
Net Revenue	\$733,412	\$1,317,103

Exhibit 37 shows the one-time costs Waste Resources would incur to expand services to the SE UGA. Assumptions made in the 2019 report were updated to reflect 2034 dollars. However, it

¹¹ According to state law, there is a minimum 7-year transition period. However, previous case law, and an agreement between the City and Lemay/Waste Connections, set the transition period to 10 years from date of official annexation for when the city assumes solid waste collection. Relevant RCWs include 35.02.160 and 81.77.020.

may be possible for Waste ReSources to begin planning for the one-time costs much earlier given the 10-year transition period.

Exhibit 37: One-Time Costs, SE UGA, 2034

Source: Waste ReSources 2019 Annexation Report; ECONorthwest

One-time Costs	2019 Report	2034
		Estimated
Residential Collection Truck	\$400,000	\$846,860
Deployment of Carts	\$463,386	\$832,175
Deployment of Commercial Containers	\$100,000	\$179,586
Total, One-Time Costs	\$963,386	\$1,858,620

According to Waste ReSources 2019 memo, the utility would begin planning for the added costs of equipment and staff beginning with the date of annexation by adjusting user fees to account for necessary capital costs. Therefore they are not included in the 20-year revenue and expenditure summary.

Other Services

Parks

There are currently no developed parks in the SE UGA. Therefore, there are no additional costs the City will incur related to the operation and maintenance of parks when annexation occurs. However, the Olympia Parks and Recreation Department has been actively planning for the annexation of the SE UGA and has acquired land at the former Spooner Berry Farm site with the intent on developing a future park. For the purposes of this study, construction costs for the park are estimated at around \$20 million, which will yield \$250,000 in one-time sales tax revenues. The construction of the park is planned regardless of whether annexation occurs or not, so the capital cost is not included in the impact summary.

As previously mentioned in this report, the City of Olympia has a separate taxing authority that collects property taxes used by the Olympia Metropolitan Parks District (OMPD) to fund acquisition, development, and operations of the City's park system. Revenue between 2024-2045 for the OMPD resulting from annexation of the SE UGA is estimated to be around \$24 million. Revenues generated by the OMPD are not included in the General Fund.

Other Utilities

Water and sewer service provision will not be impacted by annexation, as the City currently provides these services within the SE UGA.



Land Use & Environment Committee

2023 Land Use and Environment Committee Work Plan

Agenda Date: 1/19/2023
Agenda Item Number: 6.C
File Number: 23-0047

Type: recommendation **Version:** 1 **Status:** In Committee

Title

2023 Land Use and Environment Committee Work Plan

Recommended Action

Committee Recommendation:

Not referred to a committee.

City Manager Recommendation:

Approve the 2023 Land Use and Environment Committee Work Plan recommendation and forward to the City Council for approval.

Report

Issue:

Whether to approve the 2023 Land Use and Environment Committee Work Plan recommendation and forward to the City Council for approval.

Staff Contact:

Leonard Bauer, Director, Community Planning and Development, 360.753.8206

Presenter(s):

Leonard Bauer, Director, Community Planning and Development

Background and Analysis:

The Committee annually sets a program of work items to consider that year. A draft 2023 LUEC work program is attached. It contains items carried over from LUEC's 2022 work program, and items included on the initial draft work programs for City staff and the Olympia Planning Commission.

Climate Analysis:

(Note: This is a high-level summary of all the agenda items on the 2023 LUEC Work Program. A more detailed analysis will be completed for each of the agenda items when they come before the LUEC.)

The majority of the agenda items in the proposed 2023 LUEC work program include actions intended to specifically support climate action strategies. Many of the items focus on the transportation and

land use sector by seeking and promoting ways for the City to accommodate future growth in denser land use patterns. Such patterns increase opportunities for residents to live closer to jobs and services, promoting non-automobile travel modes such as walking, biking and transit. These patterns also reduce urban sprawl, preserving forest and agriculture outside the current city boundaries.

Other agenda items support the buildings and energy; water and waste; and agriculture, forests, and urban tree canopy sectors. They do this through increased energy efficiency and electrification of buildings, diverting solid waste from landfills, preserving and enhancing urban tree canopy, and supporting small urban agriculture. In addition, climate adaptation actions are supported through the sea level rise plan.

The agenda items are policy discussions regarding a potential range of strategies and actions. Decisions to go further along the range toward stronger support of climate actions is possible for each item. However, each of those decisions also may have other implications for cost of development of housing, vehicle transportation congestion, economic development, and other community priorities.

Equity Analysis:

(Note: This is a high-level summary of all the agenda items on the 2023 LUEC Work Program. A more detailed analysis will be completed for each of the agenda items when they come before the LUEC.)

Proposed agenda items will generally benefit existing and new residents and businesses with increased property values, opportunities to be closer to jobs and services with concurrent opportunities for reduced transportation costs, increased housing supply and variety, new programs to enhance homes' energy efficiency, decreased greenhouse gas emissions, preserved tree canopy, and opportunities for urban agriculture bringing local food options.

Some residents may be burdened by additional construction near their home, likely increases in property taxes, and potentially more occupied on-street parking.

There are existing income, race, and homeowner/renter disparities between neighborhoods that could be exacerbated by some of the agenda items. To avoid this, intentional examination of these possibilities must be included, as well as specific actions to prevent or reverse those disparities. Such examination could include public investment in specific housing types and infrastructure within areas that are currently lower-income, as well as provisions within new building regulations that provide flexibility or relief from certain requirements for lower-cost housing.

Neighborhood/Community Interests (if known):

The agenda items on the Committee's work program are typically of interest to all neighborhoods and the entire community.

Options:

1. Recommend City Council approval of the proposed 2023 LUEC work program.
2. Direct changes to the proposed 2023 LUEC work program and recommend the revised version for City Council approval.
3. Direct changes to the proposed 2023 work program and schedule for additional review at the Committee's next meeting.

Financial Impact:

Staff work on all items on the draft 2023 LUEC work program are included in the City's adopted 2023 budget. Individual work program items may have additional financial impacts that will be identified during LUEC consideration of those items.

Attachments:

Draft 2023 LUEC Work Program

LAND USE AND ENVIRONMENT COMMITTEE 2023 WORK PLAN DRAFT		
Meetings are the <u>third</u> Thursday of the month starting at 5:30 PM unless otherwise noted.		
Agenda Item	Staff Responsible	Summary
January 19		
1. Annual Code Enforcement Status Report*	Erik Jensen	Briefing
2. SE Annexation Study	Tim Smith	Briefing
3. LUEC 2023 Work Program*	Leonard Bauer	Recommendation
4.		
February 16		
1. Solid Waste Plan Update	Ron Jones	Recommendation
2. Neighborhood Centers Recommendations	?	Discussion and Recommendation
3. 2022 EDDS Update*	Steve Sperr	Recommendation
4.		
March 16		
1. MFTE Feasibility Study Recommendations	Darian Lightfoot	Discussion
2. Joint Plan Update	?	Recommendation
3. Martin Way Corridor Study	Sophie Stimson	Briefing
4.		
April 20		
1. Update to Parking Requirements and Permit Process	Joyce Phillips/Leonard Bauer	Recommendation. May include EV Charging requirements.
2. Building Codes Update	Erik Jensen	Recommendation
3. Phase 2 housing study	Darian Lightfoot	Discussion. Potential scope of phase 2 study of housing options
4.		
May 18		
1. Capital Mall Triangle Subarea Plan	David Ginther	Recommendation
2. SE Annexation	Tim Smith	Recommendation
3. Downtown Parking Enforcement	Max DeJarnatt	Briefing and Recommendation on proposed changes to implement Parking Strategy
4.		
June 15		
1. Sidewalk Maintenance	Michelle Swanson	Briefing and Discussion

2. Rental Housing Actions, Part 2	Christa Lenssen	Discussion and potential recommendation. Additional rental housing actions, including rental housing registry and potentially actions from fair housing assessment
3. General Facilities Charge – Low-Income Housing Discount	Rich Hoey/Darian Lightfoot	Discussion
4.		
July 20		
1. Potential residential retrofit strategy	Pamela Braff/Ali Bailey	Briefing
2. Home energy score disclosure program	Pamela Braff	Briefing
3. Comp Plan Periodic Update	Joyce Phillips	Briefing on status of 2025 Periodic Update process
4.		
August 17		
1. Review of potential barriers to agricultural uses	Leonard Bauer	Briefing. Partnership with Thurston Conservation District.
2. Housing Metrics Update*	Max DeJarnatt	Briefing
3. EDDS 2023 Update*	Steve Sperr	Recommendation
4.		
September 20		
1. Climate Risk and Vulnerability Assessment	Pamela Braff	Briefing and discussion on next steps
2. Greenhouse Gas Inventory and Carbon Wedge Analysis	Pamela Braff	Briefing and discussion
3.		
4.		
October 19		
1. Comp Plan Periodic Update	Joyce Phillips	Briefing on status of 2025 Periodic Update process and housing displacement analysis
2. Zoning changes to address housing	Joyce Phillips?	Simplify zoning standards and process for SROs, townhouse, co-op, and cottage housing; removing restriction of one use per lot; other changes? Examine potential impacts on cost of construction.
3.		
4.		
November 16		

1. Urban Forestry and Tree Canopy	Kym Foley/Pamela Braff	Update on progress related to tree canopy goals in Comp Plan and Regional Climate Plan
2. Sea Level Rise Plan Implementation Update*	Susan Clark/Rich Hoey	Briefing
3.		
4.		
December 21		
1. CPD 2024 Work Plan Update*	Tim Smith	Briefing
2. LUEC 2024 Work Plan*	Leonard Bauer	Discussion
3.		
To Be Scheduled		
Review of SEPA Categorical Exemptions	Nicole Floyd	Discussion of statutory options
Subdivision Code Amendments	Joyce Phillips	Update of OMC Title 17
Downtown Creative District – Development Code Amendments	?	Recommendation on potential zoning and development code amendments to implement Creative District
Broadband Access/Affordability	TBD/TRPC	Briefing on regional coordination efforts
Transfer of Development Rights Program	Leonard Bauer	Review and discussion of program
Design Requirements for Fire Prevention/Transition to RFA	Randy Haines?	Requested by CM Cooper. Depends on RFA outcome.
Moxlie/Indian Creek Outfall at East Bay	?	Stabilization and also discuss watershed issues and contaminated properties

*=regular LUEC work program items each year