

City of Olympia

Information: 360.753.8447

Meeting Agenda

City Council

Tuesday, February 25, 2014		y 25, 2014	5:30 PM	Room 207
			Special Study Session	
1.	ROLL CALL			
2.	COMMITTE	COMMITTEE BUSINESS		
	<u>14-0172</u>	Comprehensive Plan Update Initial Direction		
		Attachments:	Hyperlink - Imagine Olympia and Comp Plan Draft Webnage	

 Attachments:
 Hyperlink - Imagine Olympia and Comp Plan Draft Webpage

 Summary of Policy Changes in Draft Comp Plan with SEIS references

 City Manager & Staff Recommendations

 Memo
 Plain Talk Edits for Public Hearing Draft

3. ADJOURNMENT

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City of Olympia

City Council

City Hall 601 4th Avenue E. Olympia, WA 98501 360-753-8447

Comprehensive Plan Update Initial Direction

Agenda Date: 2/25/2014 Agenda Number: 6.A File Number: 14-0172

File Type: discussion

Version: 1

Status: Study Session

..Title

Comprehensive Plan Update Initial Direction

..Recommended Action

City Manager Recommendation:

- 1. Identify issues to:
 - Include in the Council's Public Hearing Draft; and/or
 - Discuss in more detail at future Council Study Session(s); and/or
 - Refer to a Council Committee.
- 2. If future study sessions are desired, direct staff to schedule open house style public workshops immediately before the study sessions to provide opportunities for public questions and comment.

..Report

Issue:

The draft Comprehensive Plan is moving forward to Council consideration in 2014. Staff has identified some issues for Council consideration. How do you wish to proceed?

Council will have an opportunity to review and provide initial guidance during tonight's Special Study Session and will be asked to confirm that guidance during the Council's Business Meeting.

Staff Contact:

Leonard Bauer, Deputy Director, Community Planning and Development, 360.753.8206

Presenter(s):

Leonard Bauer, Deputy Director, Community Planning and Development Sophie Stimson, Senior Planner, Public Works Stacey Ray, Associate Planner, Community Planning and Development Greg Wright, Deputy Fire Chief, Olympia Fire Department Rich Hoey, Director, Public Works Dave Okerlund, Program and Planning Supervisor, Parks-Arts-Recreation

Background and Analysis:

Tonight begins Council's review of the Planning Commission final draft of the Comprehensive Plan. Staff has reviewed the draft in detail and proposes 14 alternate

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recommendations for consideration, including a recommendation from the Land Use and Environment Committee about Implementation/Action Plan oversight.

The purpose of tonight's Study Session is to identify those topics that the Council may wish to review in more detail, either at a future Study Session or through referral to the Council's Land Use and Environment Committee.

Confirmation of any initial guidance identified during the Study Session will take place during the *Other Business* portion of tonight's Council Business Meeting,

Comprehensive Plan Draft and Documents

The final draft of the Comprehensive Plan prepared by the Olympia Planning Commission is posted on the City's website (attachment #1 is the link). Also posted are numerous other documents, including:

- 1. Final Supplemental Environmental Impact Statement
- 2. Summary of the Planning Commission Draft
- 3. Comparisons of the Planning Commission Draft to the existing Olympia Comprehensive Plan (originally adopted in 1994)
- 4. All documents produced during the "Imagine Olympia" public process leading to the final draft Comprehensive Plan.
- 5. Other documents describing the role of the city's comprehensive plan

The attachments highlight some of the policy changes in the Draft Comprehensive Plan from the existing city Comprehensive Plan, and the city manager's recommendations. A memo is also attached summarizing results of a consultant's "Plain Talk" edits, which will be incorporated later into a final Council public hearing draft of the Plan.

<u>Background</u>

In 2009, the City initiated a major update to its Comprehensive Plan. The Comprehensive Plan describes the City's vision for the next twenty years, and provides the policy direction for the City to achieve that vision. The state Growth Management Act (GMA) requires that the Comprehensive Plan accommodate the growth that is projected to occur over the next twenty years. Plan elements include land use, housing, capital facilities, utilities, natural resources, transportation, economic development, cultural resources, and other topics.

The Comprehensive Plan may be amended annually and a major update is required every eight years by the GMA. Each major update must also address development regulations, and coordination with Thurston County to update urban growth areas. This is the City of Olympia's major comprehensive plan update. The remaining portions of the City's required GMA update will be completed by the deadline in 2016. *Public Process*

Between 2009 and 2012, City staff and the Olympia Planning Commission reached

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out to the community through the *Imagine Olympia* process - including meetings, events, personal interviews, online surveys and more. Over one thousand community members participated in the public process to develop the draft Comprehensive Plan.

The Olympia Planning Commission completed preliminary draft recommendations in March 2013. After the Planning Commission submitted an Addendum to those recommendations in May 2013, the City Council returned the Addendum to the Commission in October for additional consideration. The Planning Commission completed its final recommendations in December 2013.

"Plain Talk" Edits

In October 2013, the City Council authorized a "Plain Talk" edit of the Comprehensive Plan to improve its clarity and usefulness to Olympia citizens. The professional editor has completed these edits, which are summarized in the attached memo (attachment #4). "Plain Talk" edits will be incorporated in the draft being prepared for the Council's Public Hearing (to be scheduled).

City Manager Recommendations

Staff has identified 14 recommendations that differ from the Planning Commission draft. The staff recommendations are outlined in attachment #3.

Public Hearing Draft Plan

An updated draft containing the "Plain Talk" edits and any Council-directed changes to the Planning Commission draft will be issued before the Council holds a Public Hearing. The date of the Hearing is yet to be scheduled.

The purpose of tonight's study session is to identify those issues Council wishes to discuss further at either a Study Session or with referral to Land Use & Environment Committee.

Neighborhood/Community Interests (if known):

There has been community-wide interest in the comprehensive plan update throughout its development.

Options:

- 1. Discuss each of the city manager recommendations included in the attachment. For each recommendation, direct staff to either:
 - a. Include the recommendation in an updated Draft Comprehensive Plan for consideration at a future public hearing; or
 - b. Schedule the recommendations for additional discussion at a future City Council work session or refer specific chapters or issues to a Council

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Committee. Include an open house-style public workshop immediately prior to each work session to receive public comment on the issue.

- 2. Refer the city manager recommendations to the Land Use and Environment, General Government, Finance or Community and Economic Revitalization Committee as Council deems appropriate for additional consideration and recommendation.
- 3. Direct staff to schedule a public hearing on the draft Olympia Comprehensive Plan, including specified city manager recommendations.

Financial Impact:

No immediate financial impact. Eventual adoption of the comprehensive plan will include policy direction for establishment or continuation of numerous city programs and projects, which would need to be included in future city budgets to be implemented.



Home » Imagine Olympia

Imagine Olympia

Featured Links

- FINAL Supplemental
 Environmental Impact
 Statement
- Shoreline Master Program
- Growth Management Act &

Send comments on the draft to City Council anytime at imagineolympia@ci.olympia.wa.us

Background

more.



shared their thoughts about how we can best shape our community, face collective challenges, and meet shared goals.

Over one thousand community members

In 2009, the City initiated a major update

to its Comprehensive Plan. Between 2009 and 2012, City staff and the Olympia

Planning Commission reached out to the

community through meetings, events,

personal interviews, online surveys and

What is a Comprehensive Plan?

The Comprehensive Plan is our roadmap for the future. How we face the challenges of today determines what kind of City Olympia will be tomorrow.

The Comprehensive Plan is a land use document that provides the direction to manage where and how growth needs are met. Plan elements include land use, housing, capital facilities, utilities, natural resources, transportation, economic development, cultural resources, and other topics.

The Comprehensive Plan may be amended annually and a major update is required every eight years.

What Does the Comprehensive Plan Do and How Does it Guide the City's Plans and Actions?

What's Happening Now?

We are in the final stages of updating the Comprehensive Plan vision, goals and policies. Other steps required by the State's Growth Management Act will be completed between 2014-2016.



Olympia Planning Commission's (OPC) Recommended Draft Now Available!

Click to view the <u>OPC Recommended Draft Plan</u> d. Our new online service allows for simple and intuitive viewing,

searching, cross-referencing, sharing and printing of City plans and documents.

Olympia's Comprehensive Plan Update is a work in progress. See proposed recommendations:

- <u>Changes in the current draft</u>
- Summary of Planning Commission Recommendations Revised December 2013
- <u>City Manager Recommendations Revised December 2013</u>

New Comparison Matrix: 1994 Comprehensive Plan and May 2013 Comprehensive Plan Draft

This document provides a method to track where the goals and policies in the existing Comprehensive Plan (also called the "1994 Comprehensive Plan") may be found in the December 2013 Comprehensive Plan Draft.

When goals or policies have been significantly revised, removed or replaced, brief notes explain the reason for the change. The notes provided are not intended to be an in-depth description. For additional information about a particular goal or policy, please contact







City Calendar

02/20 - 5:30 p.m. Land Use and Environment Committee

02/20 - 5:30 p.m. PUBLIC MEETING—22ND AVENUE SIDEWALK PROJECT

02/20 - 6:00 p.m. Parks & Recreation Advisory Committee

02/22 - 10:00 a.m. Volunteer Work Party

02/24 - 6:30 p.m. Olympia Planning Commission Regular Commission Meeting

Other calendars: Select

View full calendar...

City Updates

COMMITTEE APPLICATION DEADLINE EXTENDED. Apply by March 1 for appointment to Olympia's citizen-member advisory committees / commissions. <u>More...</u>

4TH AVENUE ENTRANCE TO ARTESIAN WELL CLOSED. The north end of the Artesian Well site, including the entrance from 4th Avenue, is closed for construction. Entrance and parking for people drawing water from the well is available from 5th Avenue and Jefferson Street. More...

2014-2019 FINAL CAPITAL FACILITIES PLAN The

City's 2014-2019 Final Capital Facilities Plan is now online. View proposed projects for Parks, Transportation, General Facilities and Utilities, plus highlights for projects that will be completed by the end of 2013.

OLYMPIA MUNICIPAL CODE. Quick link to the <u>Olympia</u> <u>Municipal Code.</u>

MEETINGS. Agenda and Minutes for City Council and most advisory committees. Associate Planner Stacey Ray at 360.753.8046.

- <u>Chapter 1: Land Use</u>
- <u>Chapter 2: Environment</u>
- <u>Chapter 3: Sustainable Economy</u>
- <u>Chapter 4: Urban Growth Management</u>
- <u>Chapter 5: Utilities</u>
- <u>Chapter 6: Transportation</u>
- <u>Chapter 7: Parks, Arts and Recreation</u>
- <u>Chapter 8: Energy</u>
- <u>Chapter 9: Historic Preservation</u>
- <u>Chapter 10: Urban Forestry</u>
- <u>Chapter 11: Housing</u>
- <u>Chapter 12: Public Involvement</u>
- <u>Chapter 13: Public Safety</u>

The City Council is beginning their review process. Once they determine a public hearing, and deliberation schedule, it will be posted here. The City Council hosted a series of public forums in October and November explaining new goals and policies, the Commission's recommendations, and the update process. "Phase 4 - Council Process" below links to information provided at the forums.

You may request that staff present information about the update to your organization or neighborhood by emailing imagineolympia@ci.olympia.wa.us.

How We Got Here - The Process

Phase 1 - Scoping New Information

During 2009-2010, the City asked community members to imagine the City over the next 20 years. We wondered, what are your hopes and dreams for Olympia? What are your priorities? What would a perfect day in the Olympia of the future be like?

This year-long conversation took place through meetings both small and large, online comments, mailed-in forms, a phone survey, as well as numerous personal interviews.

- <u>Community Conversations Summary (2009)</u>
- <u>Community Meeting Comments (2010)</u>
- Scope of the Update with Commentaries New

Phase 2 - Focus Areas

After reviewing the hundreds of comments collected during Phase 1, the Olympia Planning Commission selected four focus areas around which to engage the community in a deeper dialogue. The focus areas were downtown, urban corridors, neighborhood planning, and environmental stewardship.

The Planning Commission hosted meetings from October 2010 through Spring 2011 in an effort to learn more specific concerns and preferences of the community as well as to share the City's constraints and challenges around these issues. There were additional opportunities to get involved online.

Focus Meetings Summary

Phase 3 - Drafts and Recommendations New Information

April Draft

On April 2nd of 2012, City staff released the first draft of the Comprehensive Plan update. Recommended changes were based on the scope of the update and public input. These included new demographic and background information, incorporating master plans and other related planning efforts, and some new goals and policies that reflect the desires of the community.

In an effort to increase public access to the Plan, the text was edited to eliminate redundancy and for readability. The document was also reorganized and converted to a web-based format to improve accessibility and search-ability. Many options were offered to the public for commenting on the April Draft by using the City website, email, postal service, and hand deliveries to City Hall:

- Online Comments
- · Emails A to M alphabetically by last name
- · Emails N to Z alphabetically by last name
- Hard Copies by postal service or hand deliveries to City Hall

- April 21, 2012 Forum and Open House Comments
- Nonrecord Miscellaneous Comments

Planning Commission Public Hearing (July 2012) Draft

On July 6, 2012, the City released a second draft of the Comprehensive Plan Update. Staff reviewed and considered all comments on the April Draft in order to make revisions and prepare a draft on which the Olympia Planning Commission could base their recommendations for City Council. The Commission held seven public hearings between July and October 2012.

- 2012 Public Comment Response Summary
- July 23, 2012 Planning Commission Public Hearing Summary and Comments
- July 25, 2012 Planning Commission Public Hearing Summary and Comments

Public comments received during record period July 6 through July 27, 2012 by 5:00 p.m.

- <u>Emails 1</u>
- Emails 2
- Online submissions
- Hard Copies

Public comments received post-July 27, 2012 record closure

- Hard Copies
- · Emails and Hard Copies
- Additional Emails July 27 to September 4, 2012

Public comments received for the Planning Commission public hearing October 29, 2012

- Hard Copies
- Emails

Planning Commission extended the record to 5:00 p.m., November 2, 2012

<u>Comments of Record</u>

Planning Commission Recommendations

Following several months of reviewing the draft plan and accepting public comments, the Olympia Planning Commission submitted a recommendation to the City Council on March 18, 2013. Later in 2013, the Commission revised some of these recommendations, referred to as the 'Urban Neighborhoods' package, and forwarded their final recommendations to Council on December 16, 2013.

- <u>Chair's Cover Letter & Addendum</u>
- Individual Commissioner Letters
- Planning Commission Recommendations Revised December 2013 New

Phase 4 - Council Process

The City Council is beginning their review process. At 7:00 p.m. on January 21, 2014, the Council held a study session to learn more about the Planning Commission's recommendation. The Council will hold another study session at 7:00 p.m. on Tuesday, February 25, 2014. When the Council establishes a specific review process including a public hearing date, more information will be posted here. In the meantime, the 'Forum Materials' below provide some background information.

January 21st Council Study Session Materials

PowerPoint Presentation:

Olympia Planning Commission Recommended Draft December 2013

Video

Imagine Olympia - Shaping How We Grow

Forum Materials

PowerPoint Presentation:

Welcome and Forum Overview

Posters:

- Imagine Olympia Phase 1 [™]
- Imagine Olympia Phase 2

Imagine Olympia Phase 4 ₫

Handouts:

- Tips for Navigating the Online Comprehensive Plan
- Public Comment Card
- Planning Commission Recommendations Updated May 2013
- Substantive Change List for the Planning Commission May 2013 Draft

The Vision and the Process Handouts:

- Phase IV Council Review Timeline
- Public Process Update Fall 2013-2014
- What is the Comprehensive Plan
- Public Forums Plan Highlights
- 2009-2012 Planning Commission Process
- Olympia Community Values and Vision

Putting the Plan into Action Handouts:

- Implementation Strategy Action Plan
- Sub-Area Planning

Environmental Stewardship & Parks Handouts:

- Climate Change and Sea Level Rise
- Urban Forestry and Green Space
- Low Impact Development

Land Use - Urban Design Housing Handouts:

- Urban Agriculture
- Land Use and Design
- Scenic Views

Transportation Handouts:

- Transportation Chapter Overview
- West Olympia Transportation Studies
- Transportation Network Connectivity
- High Density Corridors FAQs
- Urban Corridors

Current and Previous Comprehensive Plans

- Current Comprehensive Plan as of December 2013
- 1994 Comprehensive Plan with updates
- Adopted Original 1994 Comprehensive Plan Section 1 | Section 2 | Section 3 | Section 4
- 1988 Comprehensive Plan Section 1 | Section 2 | Section 3 | Section 4 | Section 5
- <u>1975 Comprehensive Plan</u>
- 1959 Comprehensive Plan
- <u>1946 Comprehensive Plan</u>

Questions?

Email imagineolympia@ci.olympia.wa.us

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Imagine Olympia

Comprehensive Plan Update – Olympia Planning Commission Final Draft

Highlights of Changes from Existing Comprehensive Plan

Olympia's proposed comprehensive plan update includes a variety of changes from the current plan. The list below highlights some of these changes that may be of special interest. For more information see the <u>December 2013 Draft Comprehensive Plan</u>, and the Comparison Matrix on the <u>Imagine Olympia</u> <u>website</u>.

Specific Goal or Policy in Draft Comprehensive Plan	Topic of Change	Why does it matter?	Chapter Reference in Final Supplemental Environmental Impact Statement
Natural	Increased emphasis on	May lead to stricter	Section IV, Ch. 7
Environment policies 1.5 & 1.7	keeping existing topography, i.e., less grading	regulations, especially of hillside development	Pgs. 69-71
	of land		
Natural	New goal and policies	May lead to new open	Section IV, Ch. 11
Environment Goal	regarding land management	space preservation & other	Pgs. 79-80
2 & its policies	in urban setting	initiatives	
Natural	Guide to how City will	A topic new to Olympia's	Section IV, Ch. 14
Environment Goal	develop and implement a	comprehensive plan	Pgs. 87-88
5 & its policies	'sea level rise strategy'		
Natural	Guide to how City will	A topic new to Olympia's	Section IV, Ch. 17
Environment Goal	manage green-house gas	comprehensive plan	Pgs. 93-95
9 & its policies	emissions		
Natural	Goal for control of 'light	'Dark skies' is a topic new	Section IV, Ch. 18
Environment Goal	pollution'	to Olympia's	Pgs. 97-99
10 & its policies		comprehensive plan	
Land Use and	New policy of preserving	May lead to new building	Section IV, Ch. 24
Urban Design	"historic vistas" to and from	height and vegetation	Pgs. 113-115
policy 3.3	Capitol Campus	management rules	
Land Use Goal 15	Three new 'focus areas'	May lead to more detailed	Section IV, Ch. 28
& its policies	(special planning areas)	planning for Lilly/Pacific,	Pgs. 123-125
	identified	Martin Way, and Harrison	
		Avenue / Capital Mall areas	
Land Use policy	New policy of allowing long-	May result in long-term	No applicable
15.6	term approval of 'campus	'vesting' for SPSCC and	chapter
	plans'	other master plans	
Land Use policy	Reduce from 10 to 5 acres	May lead to amending	Section IV, Ch. 30
16.2	the size of projects that	multi-family development	Pgs. 129-130
	must mix housing types	code	
Land Use policy	New 'annual housing report'	Cost of producing annual	No applicable
16.14	policy	report	chapter
Land Use policy	Planning for downtown –	Moving details for	No applicable
17.1	much of content of current	downtown from	chapter
	plan to be removed and re-	comprehensive plan to a	
	adopted in a 'Downtown	separate document may	
	Plan'	change emphasis	

Land Use policy	Capitol dome view	Move to a specific policy	Section IV, Ch. 24
18.8	protection policy formerly	may increase emphasis	Pgs. 113-115
10.0	part of downtown detail	may mercuse emphasis	1 83. 113 113
Land Use Goal 23,	New program of 'subarea	Significant commitment of	Section IV, Ch. 4
Public	planning' in both the Public	resources to working with	Pgs. 61-63
Participation Goal	Participation and Land Use	public to implement plan in	1 201 01 00
5 & their sections	and Urban Design chapters	twelve geographic subareas	
Land Use goal 25	New food production and	May lead to new initiatives	Section IV, Ch. 32
and its policies	self-sufficiency goal and	and programs	Pgs. 133-134
	policies		. 8
Transportation	Require connecting parking	No policy requiring	Section IV, Ch. 46
policy 1.11	lots in commercial areas	commercial parking lots to	,
F /		connect	
Transportation	Include sidewalk access to	No policy requiring	Section IV, Ch. 49
policy 2.5	all designated transit stops	development to build off-	,
. ,		site sidewalks except for	
		safe routes to schools	
Transportation	Eliminate minimum parking	Minimum parking	Section IV, Ch. 48
policy 16.7	requirements along bus	requirements for new	
	corridors	developments. Reduce	
		requirements over time.	
Transportation	Require end-of-trip facilities	End-of-trip facilities	Related discussion in
policy 25.11	such as clothes lockers,	encouraged; some required	Section IV, Ch. 49
	showers and bike parking		
Utility policy 3.8	New policy for dispersing	Current policy is limited to	No applicable
	funds from all utilities to	the drinking water utility	chapter
	community programs		
Utility Goal 11 and	A second new 'sea level	Must be consistent citywide	Section IV, Ch. 14
its policies	strategy' goal – this one for	strategy listed above	Pgs. 87-88
	stormwater utility		
Parks policy 6.2	New effort to secure	Could result in significant	No applicable
	sources of funds for	change in budget	chapter
	maintenance of City grounds		
Parks policy 8.1	New policy of pursuing a	May lead to new initiatives	No applicable
	regional community arts	or significant budget impact	chapter
	center		
Parks policy 8.2	New policy of pursuing artist	May lead to new initiatives	Section IV, Ch. 53
	space		Pgs. 189-191
Parks policy 8.7	New policy supporting a	Topic not previously	No applicable
	downtown theatre and arts	addressed in Plan	chapter
	district		
Parks policy 8.9	New policy of encouraging	May result in new programs	No applicable
	'early arts education'	or initiatives	chapter
Economy policy	Policy of 'allowing more'	May lead to relaxing zoning	Section IV, Ch. 55
11.2	home-based businesses	limits on home occupations	Pgs. 197-198
Public Service	Plan-support for	A topic new to Olympia's	Section IV, Ch.56
goals 10 to 12 and	development code	Comprehensive Plan	Pgs. 199-200
that section	enforcement program	-	
Policies that	Amend a variety of	Current engineering	Section IV, Ch. 46
require changes to	engineering standards that	standards are revisited and	

engineering	guide size and specifications	amended regularly	
standards	for constructing public		
	facilities		



City of Olympia, WA Comprehensive Plan Update - Olympia Planning Commission (OPC) Final Draft City Manager and Staff Recommendations

Staff reviewed the Comprehensive Plan in detail and identified 14 policies with staff recommendations that differ from the Planning Commission draft.

One of those policies, Item #5 below (Action Plan Process), includes a recommendation from the Land Use and Environment Committee that responsibility for Comprehensive Plan Implementation/Action Plan Process rest directly with the City Council through the Council's Land Use and Environment Committee instead of the Planning Commission. The intent is to place responsibility for Comprehensive Plan implementation at the highest policy level with a community-wide focus.

Transportation Policies

1. Speed Limits

OPC Recommendation in Draft Plan:

The OPC recommends lowering speed limits to 20 mph on local access streets and in the City Center.

PT1.3 Establish speed limits to create a safe environment for pedestrians and bicyclists, while maintaining motor vehicle traffic flow. Speed limits shall not exceed 35 miles per hour on arterial and major collector streets, 25 miles per hour on neighborhood collectors, and 20 miles per hour on local access streets, and in the City Center.

Proposed City Manager Recommendation:

Staff recommends **c**ontinuing with a 25 mph speed limit on local access streets, with provisions to establish 20 mph speed limits for select conditions.

PT1.3 Establish speed limits to create a safe environment for pedestrians and bicyclists, while maintaining motor vehicle traffic flow. Speed limits shall not exceed 35 miles per hour on arterial and major collector streets, and 25 miles per hour on neighborhood collectors and local access streets, and in the City Center. Provisions are allowed to establish 20 mph speed limits for select conditions and as allowed by state law.

Discussion:

Speed limits on local access streets (small neighborhood streets) and in the City Center are 25 mph. On certain streets in school zones and near playgrounds, 20 mph can be posted. While a 20 mph speed limit may influence some people to drive slower, if dependent on enforcement, it is unrealistic that these speeds will be achieved. Street design and physical features that create "friction" influence speeds more than speed limits.

Currently, unless otherwise posted, the speed limit on City streets is 25 mph. It would be a major work effort and cost to add and replace signs indicating the 20 mph speed limit. Having all local access streets at 20 mph would de-emphasize the need for slower speeds in school zones and near playgrounds. 20 mph speed limits would be more effective in very specific and limited circumstances, like school zones.

Vehicle speeds are a major influence on the safety and comfort for bicycling and walking. Speeds should be evaluated on both major and local access streets. Considerations should include the function of the street, as well as the safety of bicyclists and pedestrians.

2. Street Connectivity

OPC Recommendation in Draft Plan:

The OPC recommends adding a policy to evaluate all street connections.

PT4.21 Pursue all street connections. When a street connection is proposed, the developer, City, or County will analyze how not making the street connection will impact the street network. This information will be shared with the neighborhood and other stakeholders before any final decision is made. At a minimum, this evaluation will include:

- Impacts on directness of travel for pedestrians, bicyclists, transit users, and motorists
- Impacts on directness of travel for emergency-, public-, and commercial-service vehicles
- An assessment of travel patterns of the larger neighborhood area
- An assessment of traffic volumes at the connection and at major intersections in the larger neighborhood area
- Identification of major topographical barriers or environmental constraints that make a connection infeasible
- Involve the neighborhood and other stakeholders in the identification of potential mitigation measures for the new connection
- Bicycle and pedestrian safety
- Noise impacts and air pollution
- Likelihood of diverting significant cross-town arterial traffic on to local neighborhood streets
- Effectiveness of proposed traffic-calming measures

Proposed City Manager Recommendation:

Staff recommends adding a policy to require an analysis only when a street connection is opposed.

PT4.21 Pursue all street connections. If a street connection is opposed, the developer or the City will analyze how the street connection will impact the street network. This information will be shared with stakeholders before any final decision is made. At a minimum, this evaluation will include:

- Impacts on directness of travel for pedestrians, bicyclists, transit users, and motorists
- Impacts on directness of travel for emergency-, public-, and commercial-service vehicles
- An assessment of travel patterns of the larger neighborhood area

- An assessment of traffic volumes at the connection and at major intersections in the larger neighborhood area
- Identification of major topographical barriers or environmental constraints that make a connection infeasible
- Identification of potential mitigation measures for the new connection, with the involvement of the neighborhood

Discussion:

Street connectivity helps to achieve transportation safety and efficiency, and increase mode choice. A connected grid of streets allows short, direct route options for walking, biking, driving, and to access transit. A connected street grid also provides better access for emergency and commercial vehicles.

Olympia has not been able to build many planned street connections. Staff proposes street connectivity policy language that all street connections have value, and provides guidance about when to make exceptions to street connectivity policy. The goal is to make fewer exceptions to policy and to base the decision on objective measures. These measures gauge the impact of not making the connection on the transportation system.

The OPC's recommendation to evaluate all street connections undermines the base assumption that all street connections have value and will require a great deal of City staff resources.

3. Connection of Park Drive SW

OPC Recommendation in Draft Plan:

The OPC recommends the future connection of Park Drive as a bike, pedestrian and emergency access connection only. Text in Appendix A reads:

"If at some future time, Kaiser Road is extended to Black Lake Boulevard, extension of Park Drive to Kaiser Road may be considered in order to provide access for bicycles, pedestrians, and emergency vehicles."

The proposal to limit the Park Drive connection to bike, pedestrian and emergency vehicle access would also need to be reflected in the updated Comprehensive Plan project list and the Transportation 2030–Westside map.

Proposed City Manager Recommendation:

Staff recommends the future connection at Park Drive be a full-street connection providing access for walking, biking, and motor vehicles. Text in Appendix A would read:

"A neighborhood collector street connection is also planned between Kaiser Road and Park Drive. Both connections add needed connectivity to the area, serving different functions in the street network. The neighborhood collector connection between Kaiser Road to Park Drive will not be a substitute for the major collector connection between Kaiser Road and Black Lake Boulevard. The Park Drive connection should not be built until the Kaiser Road connection is in place."

Discussion:

Future street connections are planned from Park Drive to Kaiser Road, and Kaiser Road to Black Lake Boulevard. These street connections are needed for transportation safety and efficiency in this area. Both streets should be constructed together, or Kaiser Road, the larger street, should be connected first so that traffic is not directed to Park Drive.

Park Drive currently does not have sidewalks. When Park Drive is made a full-street connection, trafficcalming devices and sidewalk would be appropriate modifications to the street. When changed from a dead-end street to a connected street, a pedestrian walking facility (sidewalk or shoulder) would be built to improve pedestrian safety.

Eliminating vehicle access at Park Drive will result in fewer route options for drivers when construction or emergencies occur, and longer routes for motor vehicle drivers in the vicinity of Park Drive.

4. Alleys

OPC Recommendation in Draft Plan:

The OPC recommends requiring alleys in new development

- PT3.4 Require alleys and retain alleys as public right-of-way.
- PT3.5 Require alleys behind lots fronting on arterials and collectors, so that houses or businesses can face the street, sidewalks are continuous, and vehicles can access properties from behind.

Proposed City Manager Recommendation:

Staff recommends that alleys be encouraged, but not required.

- PT3.4 Encourage alleys and retain alleys as public right-of-way.
- PT3.5 Encourage alleys behind lots fronting on arterials and collectors, so that houses or businesses can face the street, sidewalks are continuous, and vehicles can access properties from behind.

Discussion:

Alleys contribute to more access and mobility in our transportation system. Alleys contribute to improved urban form, by minimizing the need for driveways at the front of a lot. However, more alleys would be difficult for the City to maintain. Funding is not in place to maintain the alleys we already have. Because alleys are typically paved or compacted gravel, more alleys will result in more impervious surfaces, which will result in rainwater runoff that must be treated and/or conveyed off site.

Public Participation Policies

5. Action Plan Process

OPC Recommendation in Draft Plan:

PP1.1 and PP1.2 in the Public Participation and Partners Chapter in the draft Comprehensive Plan describe specific roles for staff, Council, and the Commission in the development and ongoing management of the Implementation Strategy (Action Plan). In PP1.1, the Council and Commission are charged with identifying actions with a special emphasis on the priorities of advisory groups. PP1.2 specifically outlines how the Plan will be managed and updated, including the creation of a committee, the make-up of that committee, and what bodies the committee will report to on an annual basis.

Proposed City Manager Recommendation:

Staff recommends that proposed policies PP1.1 and PP1.2 be replaced with one policy that identifies that there will be an Implementation Strategy. However, the details regarding how it will be developed and maintained would not be specified.

- Replace PP1.1 with: *PP 1.1 Engage partners in the development and regular updating of an implementation strategy to fulfill Comprehensive Plan goals and policies. This strategy will include a monitoring and reporting process.*
- Delete PP1.2.

Discussion:

The intent of adding the Implementation Strategy to scope of the update was to develop a tool for identifying and prioritizing specific actions for carrying out the goals and policies in the Comprehensive Plan. Subsequently, it allowed the staff writing team to draft the update with a focus on goal and policy-level language. Policies that were more akin to methods of implementation were removed and reserved for possible inclusion in a Strategy. PP1.1 and PP1.2 are highly prescriptive methods for public participation in implementation and performance measurement.

Secondly, during initial phases of discussions with LUEC, they determined in September 2012 that LUEC (i.e. Council) is the most appropriate advisory body to provide staff with strategic direction on development of the Strategy, as opposed to the Commission. This was because the Strategy is a community-wide document that will help guide community-wide priorities for implementation, and is more in line with the role of Council. This allows for the Strategy design, performance measures, and ongoing maintenance to remain adaptive and responsive to feedback from LUEC, all advisory groups, and community members.

Land Use and Urban Design Policies

6. Re-Zoning Criteria for Low Density Neighborhoods Land Use Designation

OPC Recommendation in Draft Plan:

The Land Use and Urban Design chapter text includes five detailed criteria that proposed rezones would be required to meet (pages 56-57 of the OPC Final Draft Plan).

Proposed City Manager Recommendation:

Revise the text as follows to refer to topics that should be addressed in future development code amendments that govern rezones:

"Proposed rezones shall meet criteria to be adopted into the Olympia Municipal Code that address:

- 1. Consistency with the comprehensive plan.
- 2. Consistency with the city's development regulations that implement the comprehensive plan.
- 3. Consideration of adjoining zoning districts
- 4. Adequacy of infrastructure in light of development potential of the proposed zoning."

Discussion:

The current comprehensive plan includes 34 categories of land use designations, each of which corresponds directly with a single zoning district that implements it. A request for a change in zoning district also required a comprehensive plan amendment.

The Draft Plan's Future Land Use Map aggregates the 34 land use designations into 15 categories, without recommending any changes to the number of zoning districts. As a result, most of the land use categories will have multiple zoning districts that could implement them. Requests from property owners for changes to the zoning for their property would be possible without also requiring a comprehensive plan amendment. This could lead to an increase in requests from property owners for rezones.

The city code contains decision criteria for rezone requests (OMC 18.59.050). However, it is fairly general and the OPC recommends additional criteria to guide future rezone requests. Staff agrees, but recommends the detailed criteria be contained in the city code, with general guidance for developing that criteria in the comprehensive plan.

7. High Density Neighborhoods Minimum Density Requirement

OPC Recommendation in Draft Plan:

High Density Neighborhoods are multi-family residential, commercial and mixed use neighborhoods with densities of at least 25 dwelling units per acre. Specific zoning may provide for densities higher than 25 units per acre.

Proposed City Manager Recommendation:

High Density Neighborhoods are multi-family residential, commercial and mixed use neighborhoods with a goal of densities of at least 25 dwelling units per acre for single-use

residential developments. Specific zoning may provide for densities higher than 25 units per acre, but not less than 15 units per acre.

Discussion:

High-density Neighborhood overlay zones are recommended in the Draft Plan for three areas: Downtown Olympia; Pacific Ave/Martin Way/Lilly Road triangle; and the Capital Mall vicinity. The overlay would concentrate high-density residential mixed with commercial uses, which would directly serve the residents and allow people to meet their daily needs without traveling outside their neighborhoods. These neighborhoods would transition from their current automobile orientation to becoming more walkable.

Staff concern centers on requiring a minimum density of 25 units per acre. While a few developments in the city have been built at that density (e.g. Boardwalk Apartments downtown), the Olympia market has primarily supported multi-family development at a lesser density (approximately 14-18 units per acre). Restricting residential development to at least 25 units per acre may preclude the type of multi-family development that is currently supported by the market. Staff recommendation would retain that higher density as a goal, but provide flexibility for a broader range of residential development to locate in these neighborhoods.

8. Urban Corridors

OPC Recommendation in Draft Plan:

The OPC recommends:

- removing sections of the Urban Corridor on Capitol Boulevard south of I-5; and
- reducing the width of Urban Corridors on East 4th and State Avenues, and Harrison Avenue (from ¼ mile to about one-lot deep).

Proposed City Manager Recommendation:

Staff supports removal of Capitol Boulevard but recommends no change to the width of the Urban Corridor along Harrison, Fourth and State

Discussion:

Urban Corridors are an integrated transportation and land use concept initially designated in 1994 by Olympia, Lacey, Tumwater and Thurston County. They are major arterials with high-density mixed land uses ¼ mile on either side. Along these corridors, the compact land uses are supported by a multimodal transportation system, including high-quality transit service. Urban Corridors are key to the region's strategy to avoid sprawl by providing an appealing housing alternative for people who want to live in an attractive, walkable, urban environment close to transit, work, services and shopping.

Olympia's current Plan describes half-mile wide mixed use corridors in these areas, but designated only the lots along the main street for commercial use. The remaining portions of the corridor were designated for low to medium density housing, with a target of 7 units per acre. The staff recommendation reaffirms the 7 units per acre target, and allows for mixed commercial/residential uses throughout the corridor subject to 'transition policies.'

Residents of the Capitol Boulevard area opposed this proposal and strongly requested eliminating the urban corridor designation in their area. Although in their March, 2013, action OPC initially supported

staff's proposal, ultimately OPC went beyond the request of the Capitol Boulevard residents' proposal and recommended reducing the urban corridors along 4th/State and Harrison corridors, as well.

Reducing the size of these corridors diminishes the City's commitment to achieving their long-term vision. The reduction to areas designated as Urban Corridors will minimize commercial uses in these corridors. Without the commercial uses, the transit system is not optimized to its fullest potential. Without the commercial uses as envisioned, the corridors will not function as areas where people can work, as well as access shopping and other services within their neighborhood.

Maintaining the Urban Corridors for the ¼ mile width on either side of these arterials provides flexibility in achieving the region's vision. Specific zoning can be refined to address the unique characteristics of districts along these corridors, while maintaining the envisioned mix of land uses.

9. Design Review Jurisdiction

OPC Recommendation in Draft Plan:

Proposed policy PL6.1 requires residential and commercial development adjacent to freeways and public streets be subject to design review process.

Proposed City Manager Recommendation:

Delete residential from policy PL6.1.

Discussion:

Olympia's existing design review process applies to projects within designated design review districts, as well as certain development in other limited circumstances. The staff-recommended Draft Plan included a policy to extend design review to all commercial development adjacent to freeways or public streets. OPC further extended the recommendation to include all residential development adjacent to freeways and public streets. This would include virtually all development in the City of Olympia. Staff is concerned that this would significantly increase costs to the City and applicants, while expanding the permitting process for developments that have raised little to no concerns in the community (e.g., single-family homes).

10. View Protection Goal and Policies

OPC Recommendation in Draft Plan:

The OPC supported a policy amendment proposed by staff of protecting views from designated public points instead of from street corridors, and expanded this proposal to be a goal with additional policies. Two of these would constrain implementation methods:

PL8.1 Implement public processes, including the use of Olympia's digital simulation software, to identify important landmark views and observation points.

PL8.2 Use Olympia's digital simulation software to identify view planes and sightline heights between the landmark view and observation point.

Proposed City Manager Recommendation:

Staff recommends that the Plan not specifically call for use of specific analysis methods such as 'digital simulation software,' view planes and sightline heights. These two policies should be consolidated into a single policy:

Through a public process, identify important landmark views and observation points and appropriate methods (e.g., visual simulations) for preserving valued aspects of these public views.

Discussion:

One of the guiding principles of this Comprehensive Plan update was to provide flexibility in implementing the plan. As a result staff removed many such provisions from the Plan, with the intent of bringing options forward as part of the complementary implementation strategy. As recommended by OPC, proposed new policies 8.1 and 8.2 would unnecessarily constrain the City to just one of the many techniques for analyzing scenic views. In staff's opinion, it is overly specific and might prevent the City from utilizing new or other better methods and technologies

11. Urban Green Space and Tree Canopy

OPC Recommendation in Draft Plan:

The Planning Commission drafted and recommended policy PL7.4 with the intent to increase green space and tree canopy by specific methods and measures: area per capita of urban green space and tree canopy-to-area ratio within each neighborhood.

Proposed City Manager Recommendation:

Staff is recommending that the policy be revised to reflect a target to increase the total acreage of preserved urban green space that currently exists (i.e. no net loss of urban green space), rather than a target based on increasing a ratio of open space to population. A separate policy in the Natural Environment Chapter already addresses tree canopy: *PN3.2 Measure the tree canopy and set a city-wide target for increasing it through tree preservation and planting*

Revise policy PL7.4 to state:

PL7.4 Increase the availability of urban green space throughout the community.

Discussion:

The primary concerns of staff are that it is likely not possible to maintain the current ratio of urban green space to population as population increases, and that tree canopy shall be increased to a target ratio at the neighborhood scale as opposed to citywide.

Using GIS, staff has already determined that approximately 25% of the city is currently set aside as urban green space. "Set aside" is meant that the land is limited in its ability to be developed and very likely to remain as open space for the foreseeable future. Examples include parks, critical areas, and privately owned open space, such as tree tracts or village greens.

The Parks, Arts, and Recreation Department currently manages 765 acres of public open space, which equates to an impressive 11.62 acres per 1,000 residents (in addition to approximately 200 acres of

parks with a "Neighborhood" or "Community" classification). Staff has determined that with the current population growth projections, to maintain the existing ratio of open space, 142 acres of additional land would need to be purchased every ten years (pg. 101-102, 2010 Parks, Arts, and Recreation Plan).

If the City were to attempt to increase urban green space as population increases, implementation would need to include some combination of the following tools:

- Additional revenue for purchase of city-owned open space;
- Enhanced regulation for requiring open space as an element of new development;
- Increased open space impact fees; or
- Other conservation tools, such as land banks or conservation easements.

Secondly, it is common practice in urban forestry to measure tree canopy, and having a tree canopy goal is an effective way to ensure progress towards a healthy and diverse urban forest. To that end, staff drafted a policy in the Natural Environment Chapter that addresses tree canopy: *PN3.2 Measure the tree canopy and set a city-wide target for increasing it through tree preservation and planting.* Policy PN3.2 sufficiently addresses tree canopy; reserve determination of an appropriate canopy coverage goal and scale at which to measure progress for the Implementation Strategy.

Unlike the Commission's recommended policy, PN3.2 purposely leaves determination of the target as an action for implementation, and directs canopy to be measured city-wide. Good urban forest managers are always aware of the need for equity citywide; however, implementation on a neighborhood scale limits flexibility to plant trees where appropriate and use resources efficiently citywide. This is especially true within an urban growth area, where both increasing density and tree canopy need to balance.

Public Services Policies

12. Disaster Planning (Subduction Earthquake Policies)

OPC Recommendation in Draft Plan:

Adopt a new set of policies addressing the risk of a 'Cascadia subduction zone earthquake,' specifically:

- Policy S13.9: Educate citizens about the possibility, and potential impacts, of a Cascadia subduction zone earthquake and actions they can take to prepare for such an event.
- Policy S13.10: Address the severe and extended impacts of a Cascadia subduction zone earthquake in the City's emergency response plans and preparations.
- Policy S13.11: Continue to gather best available information on the impacts of a Cascadia subduction zone earthquake, including the potential magnitude and impacts of vertical movements and tsunamis

Proposed City Manager Recommendation:

Do not adopt the language in the recommendations; instead, continue policy of coordinating City's efforts related to disaster risks through the accepted standard of all-hazard formatting in cooperation with the region's other Emergency Management programs. Revise policy S13.11 to state:

Continue to gather best available information on earthquakes, and the potential magnitude and impacts of vertical movement, while educating citizens on the impacts of all hazards.

Discussion:

The City of Olympia coordinates with neighboring jurisdictions in preparing and updating 'Resilient Washington State – A Framework for Minimizing Loss and Improving Statewide Recovery after an Earthquake,' a 'Natural Hazards Mitigation Plan for the Thurston Region' and the City's own 'Comprehensive Emergency Management Plan.' In implementing the former, the State of Washington provides information to all local jurisdictions regarding certain development standards, such as seismic-related elements of the building code. The latter two plans address all manner of hazards, such as fires, floods and earthquakes, and form the foundation for the City's efforts to minimize and respond to damage resulting from such events. Direction from the State is to plan in an all hazard format as is the standard of the industry.

The nature of a subduction zone earthquake including the potential to generate a tsunami (tidal wave), if occurring in the vicinity of Olympia, leads some to a conclusion that it would result in catastrophic damage both in Olympia and a much wider region. Projected effects on Olympia differ depending on models used and the inclusion of tsunami damage is highly speculative. A subduction zone earthquake by definition would have to occur along the subduction zone that is off the Washington Coast. Although such an earthquake may cause a tsunami, such a wave would be in the Pacific Ocean and have to travel around the northwest corner of the state and down the Puget Sound before reaching Olympia. This travel around significant landforms would significantly dissipate the destructive energy of a wave. Like all earthquakes, the timing and scale of such an earthquake is unpredictable. However, research

indicates that there is about a .2% chance of such an earthquake in the western Washington area in any given year.

The possibility of a subduction zone earthquake is just one of the many types of natural hazards addressed by federal, state, and local emergency and disaster planning. While additional focus on this specific risk could lead to reduction in damage and better response were such an event to occur, it could also result in diverting attention and resources away from preparation for other more likely hazards. Further, given the scale of this particular type of disaster it is unlikely that the City of Olympia working alone could make a significant difference. Instead, Olympia's experience has demonstrated that multijurisdictional coordinated all hazard emergency management, including education and preparation for all types of hazards, is more effective than localized focus on a single risk.

Utilities Policies

13. Locating underground utilities

OPC Recommendation in Draft Plan:

Draft policy PU3.6 states that utilities will be grouped, and to include in the Engineering Design and Development Standards (EDDS) a guidance drawing with street trees and public and private utilities colocated in the public right-of-way.

Proposed City Manager Recommendation:

Revise policy PU3.6 as follows:

Locate public and private utilities in public rights-of-way and/or easements on private property in a manner to facilitate safe and efficient operation, maintenance and repair. Provide a guidance drawing within the Engineering Design and Development Standards that shows how and where public and private utilities should be located.

Discussion:

If adopted, the proposed policy conflicts with the City's current practice of allowing for utilities in the right-of-way, but also in an easement on private property. The policy states that public and private utilities should be co-located within the public right-of-way only.

The EDDS require all new utilities to be installed underground (see 3.090(B)). A Standard Utilities Location Schematic (4-44) demonstrates that utilities be located under the street surface in right-of-way or in a section of easement adjacent to the sidewalk on private property.

Additionally, the policy emphasizes grouping underground utilities together, so would necessitate a revised schematic with additional details regarding *how* and where to place underground utilities. Lastly, the proposed policy elevates accommodating street trees—particularly an issue in areas where a planting strip is not a required element of the frontage improvements. This is also in alignment with new policy language in the Natural Environment Chapter to provide new trees with adequate conditions for healthy growth.

Public Health, Arts, Parks and Recreation Policies

14. Parks Maintenance and Operations Funding Consideration

OPC Recommendation in Draft Plan:

Draft policy PR6.5 states:

Ensure adequate park maintenance and operation funding before new facilities are developed.

Proposed City Manager Recommendation:

Revise Policy 6.5 to read:

Ensure adequate maintenance and operation funding before new park facilities are <u>acquired and</u> <i>developed.

Also, in the chapter-concluding section titled 'For More Information', the statement, "The Parks, Arts & Recreation Plan contains a detailed list of proposed projects and programs for the next 10 years" should be deleted.

Discussion:

The proposed Public Health, Arts, Parks and Recreation chapter should be revised to better reflect the planning process. Specifically, policy PL6.5 does not reflect that consideration of adequate maintenance and operation funding occurs before new park facilities are acquired.

The existing Parks, Arts and Recreation Plan is updated every five years, and the next scheduled update will begin in the next year. The reference to the current list of proposed projects in that plan is dated. For clarity, it should be deleted from the draft comprehensive plan.



Comprehensive Plan Update



Comprehensive Plan Draft Edits

In June, 2010, the City Council approved a Scope for the Comprehensive Plan Update. Included in the approved scope was direction to "Improve public access to the [Comprehensive] Plan by eliminating redundancy, editing for readability and reorganizing the document to improve accessibility and ensure that it is adapted to internet searching and display."

Plaintalk Training

Several steps have been taken throughout the *Imagine Olympia* update process to ensure the final adopted Comprehensive Plan (Plan) is clear, concise, simple to navigate, and easy to read. The first was to use a style of writing for the Plan called 'Plaintalk.'

Plaintalk has been adopted by the State of Washington, and is widely recognized as producing documents that are very readable for a diverse audience. City staff members who were going to participate in drafting the Plan attended state-hosted trainings to learn how to write using Plaintalk guidelines.

Staff also met with consulting editor Dana Botka of Plainpoint Communications, an expert in Plaintalk. Ms. Botka provided a personalized training for staff writers. Based on the training, staff then developed an internal Style Guide to capture the Plaintalk writing principles and use as a reference during the writing process.

Technical Review

Prior to issuing the first draft of the Plan in April, staff hired Joy Michaud of Herrera Environmental Consultants to complete a technical review. Ms. Michaud's review focused on the organization of the document, confirming factual information, eliminating redundancy, and ensuring a consistent writing 'voice' throughout the Plan.

Plaintalk Review

After the Planning Commission completed their initial recommendations, Council confirmed staff's recommendation to retain the services of a third-party consultant to review the Plan for a second time. Ms. Botka was hired to make recommended edits consistent with Plaintalk guidelines. Ms. Botka's edits focus on the following three main goals:

- Establish an obvious and consistent structure;
- Keep the Plan's content as concise as possible out of respect for the reader's time and practical purposes; and
- Choose terms that should be understandable to the layperson.

To achieve those goals, Ms. Botka's recommended edits do the following:

- Highlight words that are 'jargon' for a replacement term or a definition;
- Eliminate redundancy;
- Eliminate words that aren't needed to express a concept;
- Ensure one written 'voice' throughout the document;
- Maintain a consistent tense; and
- Replace, remove, or add headings to help a reader navigate the Plan.

Other Fixes

Since issuing the Planning Commission Draft in December, staff has also found other minor errors that should be corrected prior to issuing the City Council Public Hearing Draft. Examples of minor edits include:

- Correcting punctuation;
- Correcting minor grammar mistakes;
- Rewriting photo captions for ADA accessibility; and
- Adding hyperlinks between sections in the Plan that are closely related.