

# WORKSHOP

## LINKS BETWEEN

# the Growth Management Act, the Countywide Planning Policies and VISION 2040

King County Growth Management Planning Council and the  
King County Members of the PSRC Growth Management Policy Board

*September 28, 2016*



Department of Commerce



Puget Sound Regional Council



SOUND CITIES ASSOCIATION



**King County**



**City of Seattle**

# Overview



- The **framework** set by the Growth Management Planning Council to implement the Growth Management Act in King County
- Clarifying the **roles** of jurisdictions, GMPC, Puget Sound Regional Council
- How **VISION 2040** influences planning in King County
- How **growth targets** are set in King County
- How the PSRC comprehensive plan **certification process** works
- **Discussion**

# Presenters



- Jim Reid – Facilitator
  - Karen Wolf – King County (lead staff)
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- Ike Nwankwo – Dept. of Commerce
- Tom Hauger – City of Seattle
- Paul Inghram – PSRC
- Chandler Felt – King County
- Michael Hubner – PSRC

# GMA Framework

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**Ike Nwankwo**

Washington State

Department of Commerce



**Department of Commerce**

# GMA Framework: Goals



## **Local jurisdictions balance and prioritize goals, tailored to their local visions**

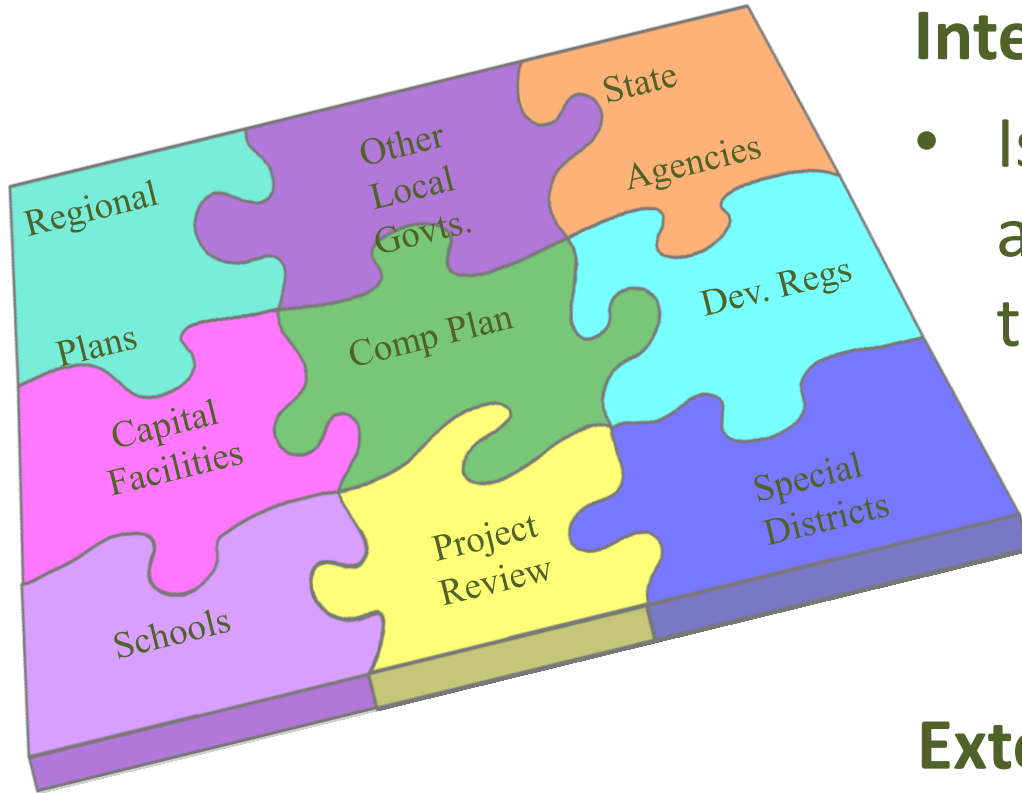
- Encourage compact urban growth
- Reduce sprawl
- Encourage coordinated, multimodal transportation
- Encourage affordable housing
- Encourage economic development
- Protect property rights
- Predictable permitting
- Maintain natural resource industries
- Retain open space, enhance recreation
- Protect the environment
- Encourage citizen participation
- Ensure availability of public facilities and services
- Encourage historic preservation
- Manage shoreline development

# GMA Framework: Planning Requirements



- Develop and adopt Countywide and Multicounty Planning Policies (**counties**)
- Designate Urban Growth Areas (**counties, in consultation with cities**)
- Classify, designate and protect Critical Areas (**cities, counties**)
- Classify, designate and conserve Natural Resource Lands (**mostly counties**)
- New growth must be concentrated in Urban Growth Areas
- New development not allowed unless adequate transportation facilities are provided concurrently, defined locally
- Jurisdictions must provide early/continuous public participation
- Development regulations and project review, must be consistent with the Plan

# GMA Framework: Coordination & Consistency



## Internal consistency

- Is the plan based on the same set of assumptions? Do the plan elements all tell the same story?
- Can adequate public facilities be provided with planned development? (concurrency)

## External consistency

- Neighboring jurisdictions
- Special Districts
- Regional and State plans

# GMA Framework: Review and Certification



- Commerce and other State Agencies provide technical and financial assistance to local govts. during plan development
- Commerce and other State Agencies review draft plans and provide comments to ensure required elements are included
- State Agencies including Commerce do not certify plans
- Regional Transportation Planning Organizations (RTPOs) established under RCW 47.80 also provide technical assistance to member jurisdictions
- **Only the RTPOs have certification authority** for plan elements



# GMA in King County

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**Tom Hauger**

City of Seattle

# GMA in King County



King County chose to work closely and collaboratively with cities to set the UGA and establish the Countywide Planning Policies

## Interlocal Agreement (1992)

- Growth Management Planning Council (GMPC)
- Interjurisdictional Staff Team
- Rules for adoption and ratification of Countywide Planning Policies

# GMA in King County



Countywide Planning Policies (last updated 2012) establish:

- Urban growth area boundary
- Criteria for revising growth boundary
- Growth targets for each jurisdiction
- Criteria for defining urban centers and manufacturing/industrial centers

# GMA in King County



Countywide Planning Policies provide guidance for local comprehensive plans on:

- Development pattern
- Transportation
- Affordable housing
- Public capital facilities
- Annexation and joint planning
- Economic development
- Environment

# VISION 2040



**Paul Inghram**

Puget Sound Regional Council



Puget Sound Regional Council

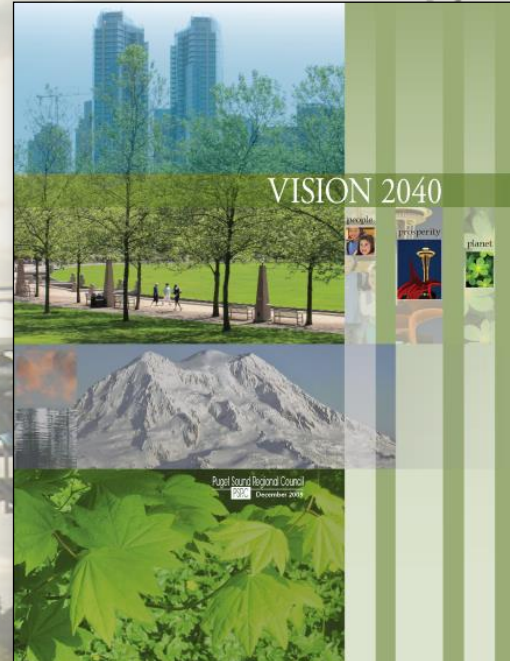


# VISION 2040

People

Prosperity

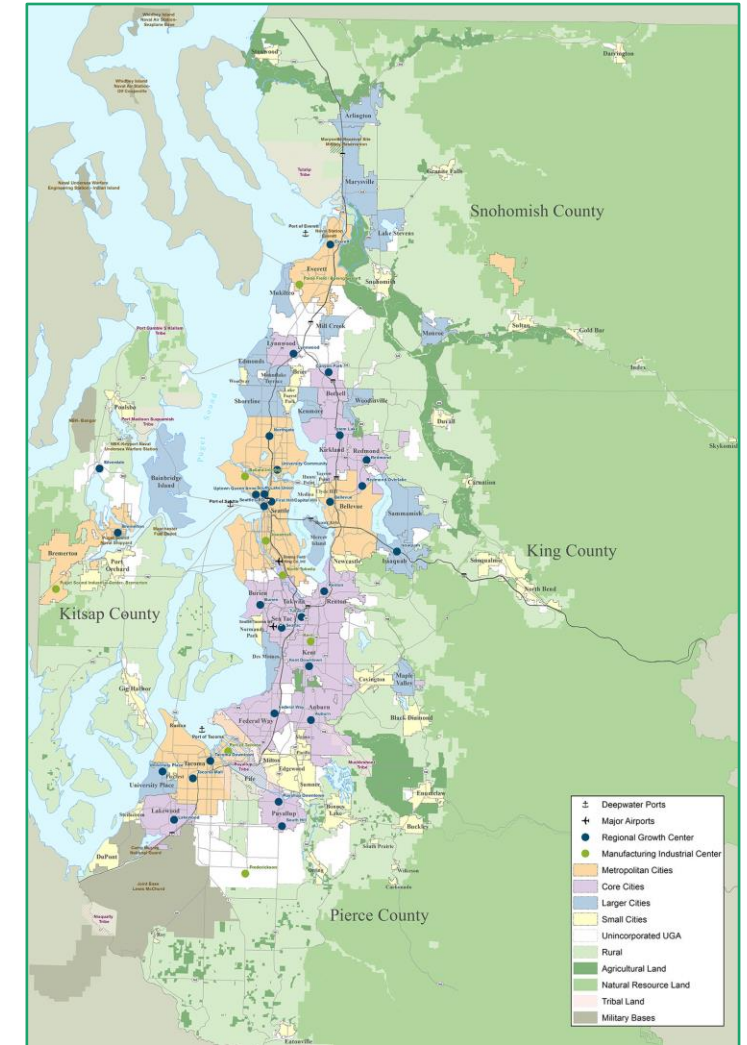
Planet





# VISION 2040

- A strong economy and a healthy environment
- Working together to achieve a regional VISION
- Focusing jobs, housing, and activities in cities and centers
- A coordinated regional transportation system
- Preserving our waters, farms, recreation and resource lands
- Minimizing environmental and climate impacts



# Multicounty Planning Policies

- Regional policy direction
  - Development patterns
  - Environment
  - Housing
  - Economy
  - Transportation
  - Public Services
- Establish a common region-wide framework to ensure consistency among comprehensive plan and countywide planning policies

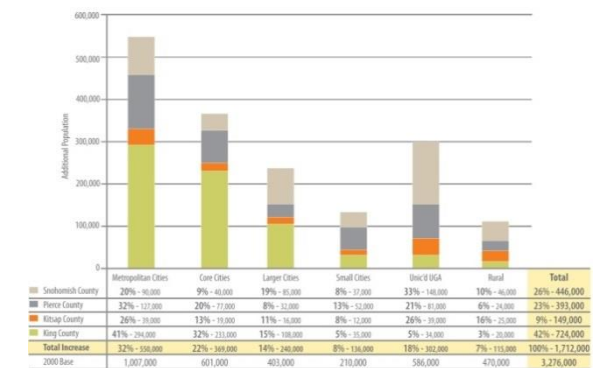




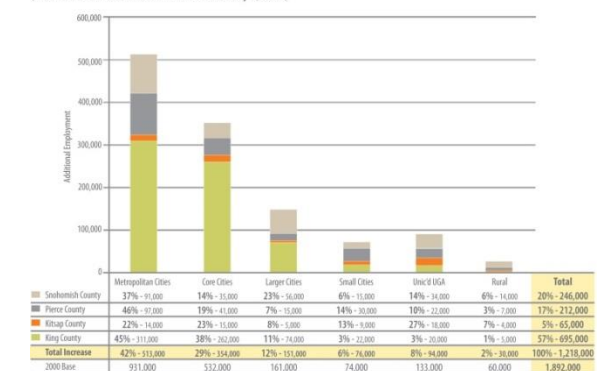
# Regional Growth Strategy

- Region selected a growth pattern that accommodates future population and employment growth in a way that minimizes adverse impacts on the environment, can be more efficiently served by infrastructure and services, and supports the growing economy
- Provides numerical guidance for countywide targets
- MPPs support consistency between Growth Targets and the Regional Growth Strategy, and consistency between Growth Targets and Land Use Assumptions in Plan
- Acknowledgement that targets and local plans may not precisely align with RGS in every geography
  - “consistent with” is the term in VISION 2040 and Countywide Planning Policies
  - Where land use assumptions vary from targets, jurisdictions to show actions and measures to bend the trend

Population Growth by Regional Geography and County, 2000-2040  
(Final Draft Technical Amendment as of January 8, 2009)

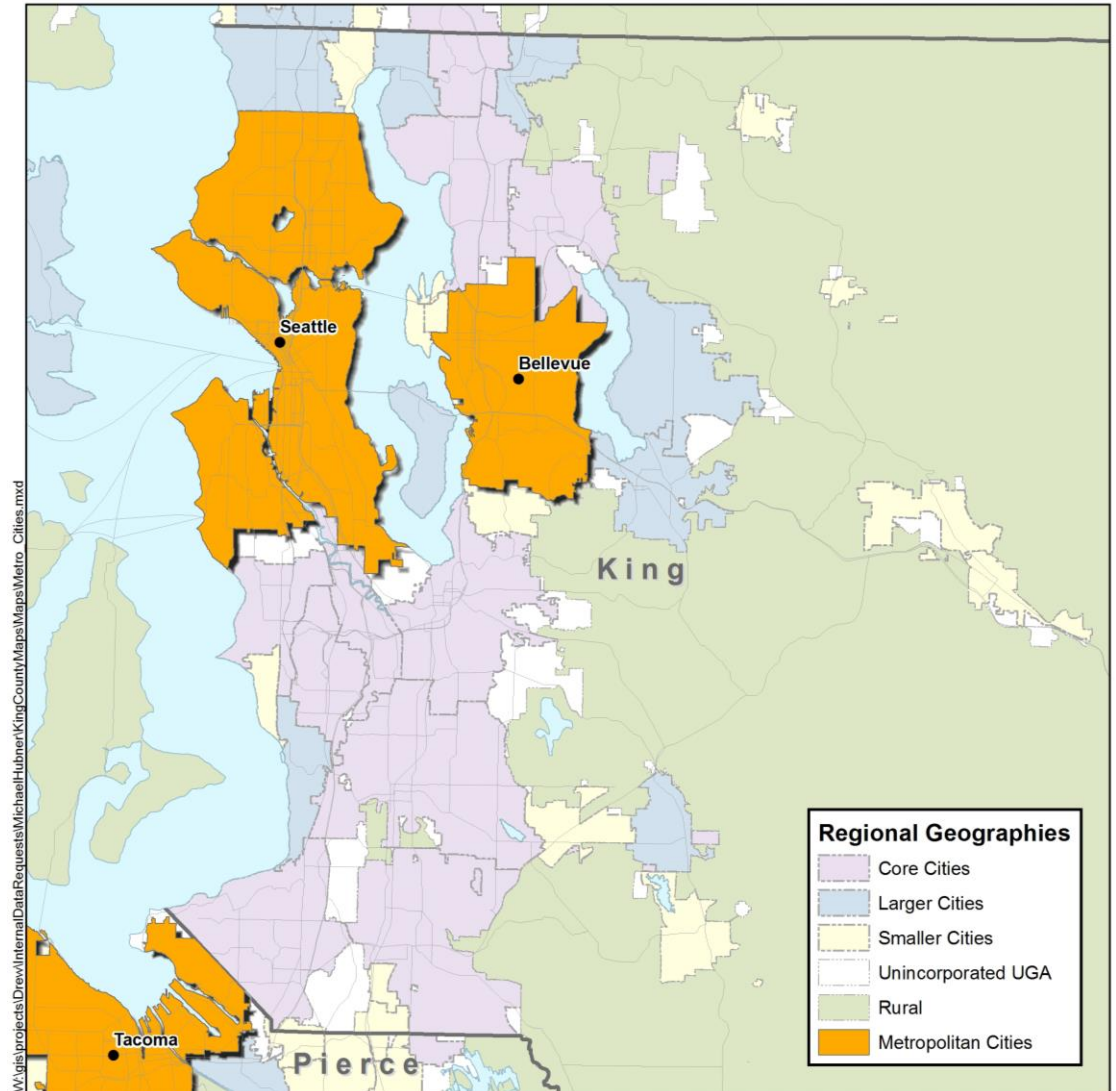


Employment Growth by Regional Geography and County, 2000-2040  
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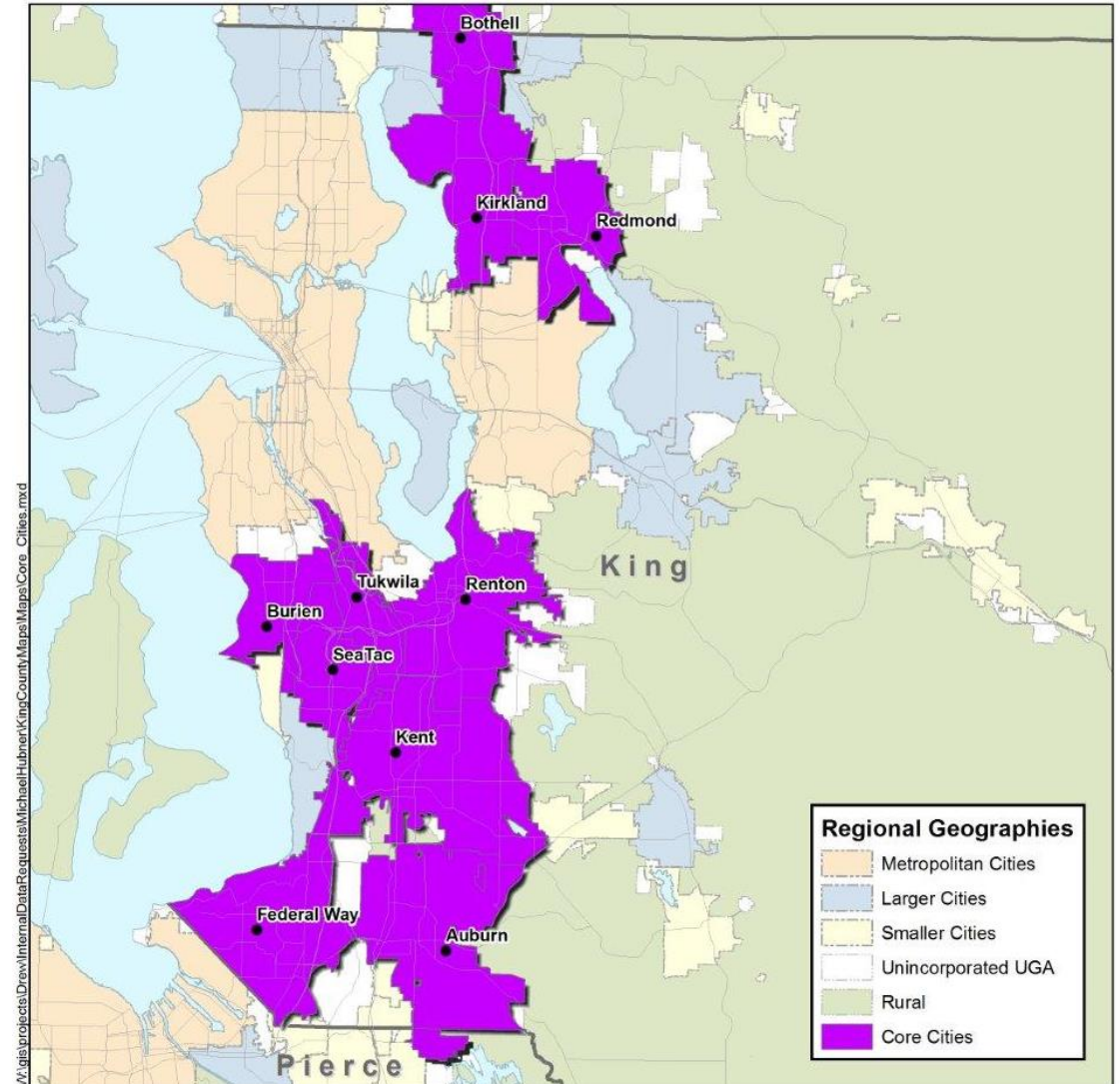
# Metropolitan Cities

- Civic, cultural, and economic hubs in each county
- A focal point for accommodating both population and employment growth
- Accommodate 32% of region's population growth; 42% job growth by 2040
- Consistent with the spirit of the RGS for Metropolitan Cities to “accommodate an even larger share of forecast regional growth”



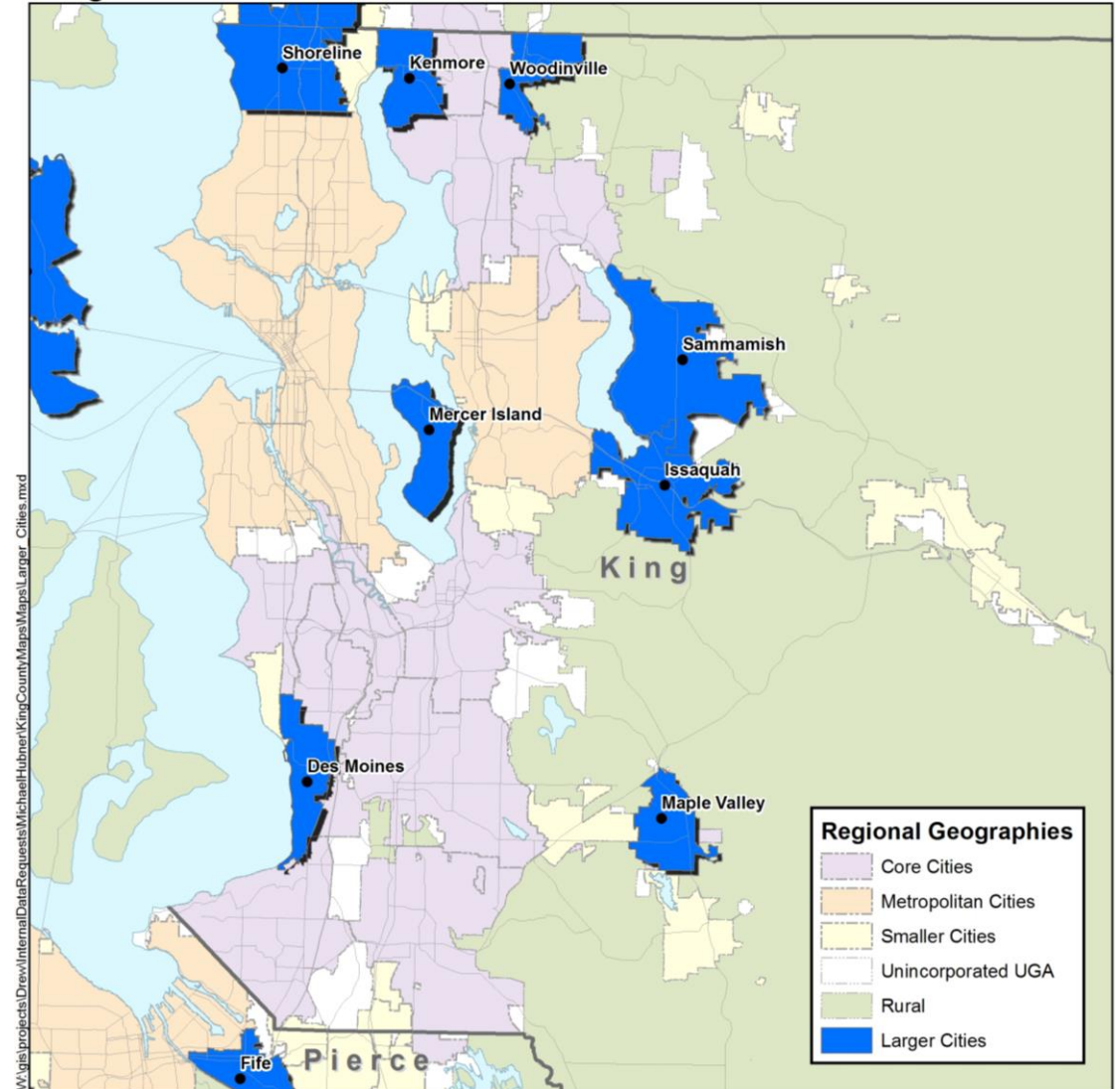
# Core Cities

- Other major cities with regionally designated growth centers
- Key hubs for the region's long-range multimodal transportation system
- Major civic, cultural, and employment centers
- Accommodate 22% of region's population growth; 29% of job growth by 2040



# Larger Cities

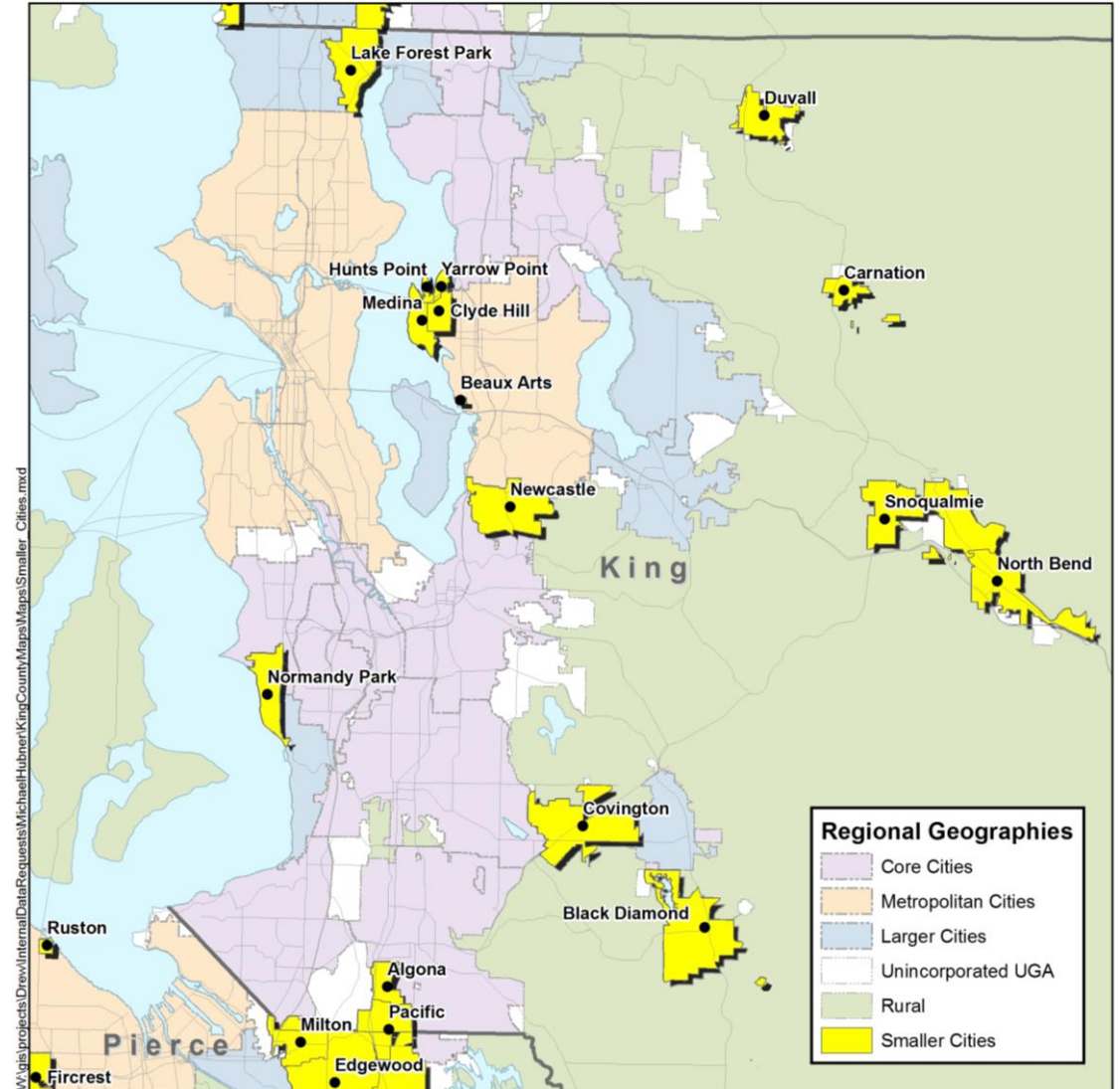
- Combined population and employment total over 22,500
- Home to important local and regional transit stations, ferry terminals & park-and-ride facilities
- Expected to become more important subregional job, service, cultural, and housing centers over time
- Accommodate 14% of pop growth; 12% job growth by 2040





# Small Cities

- Expected to remain relatively small for the long term
- City and town centers provide local job, service, cultural, and housing areas for their communities
- A moderate role in accommodating growth
- Accommodate 8% of region's population growth; 6% of job growth by 2040



# Small Cities

## 1. Inside the Contiguous Urban Growth Area:

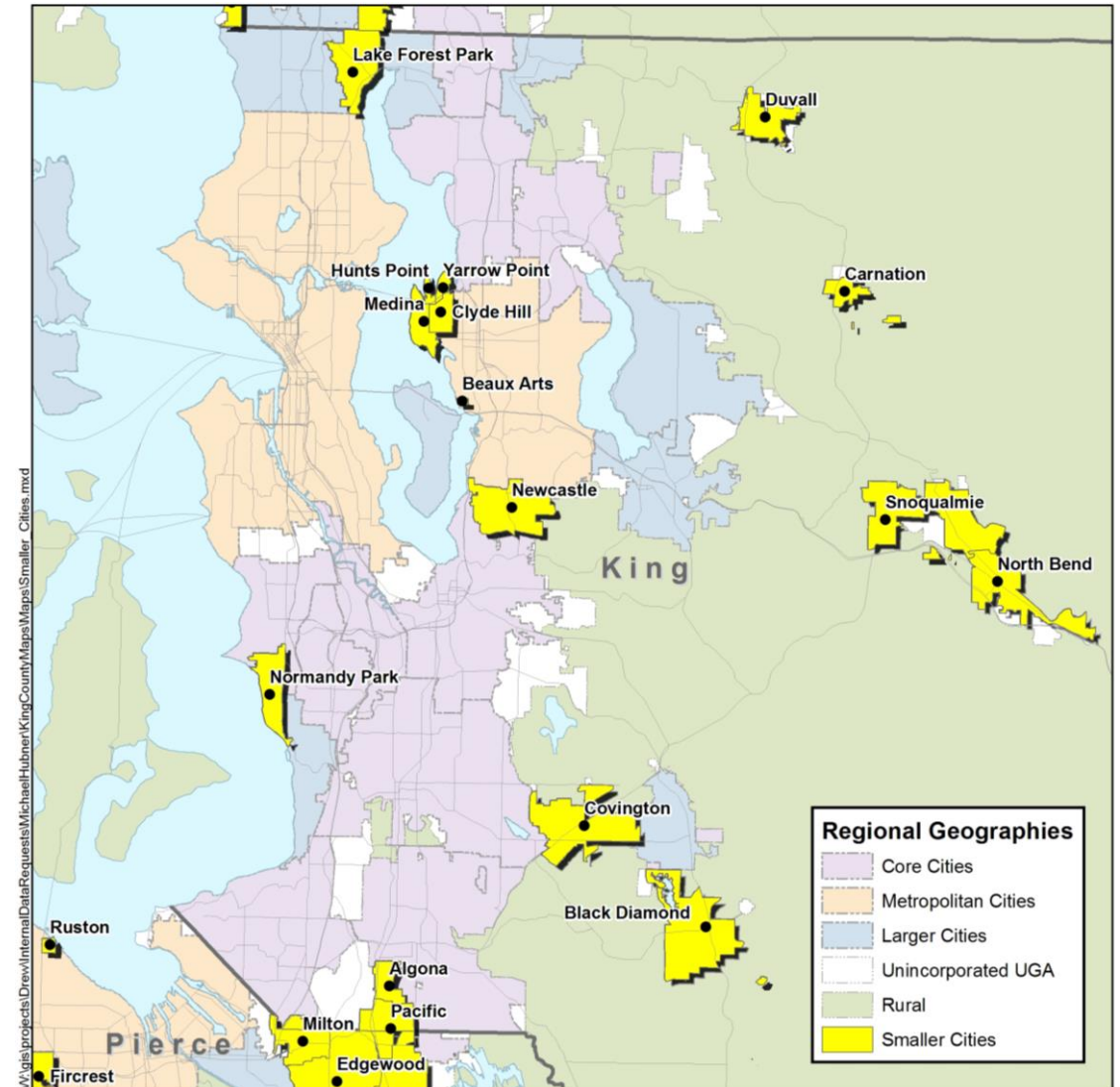
These cities will likely receive a larger share of Small City growth due to their proximity to the region's larger cities, existing and planned transportation systems, and other supporting infrastructure. Over time, some of these cities may become Larger Cities, and assume an even greater role in accommodating regional growth and activity. Most, however, will remain relatively small over the long term.

## 2. Small Residential Towns:

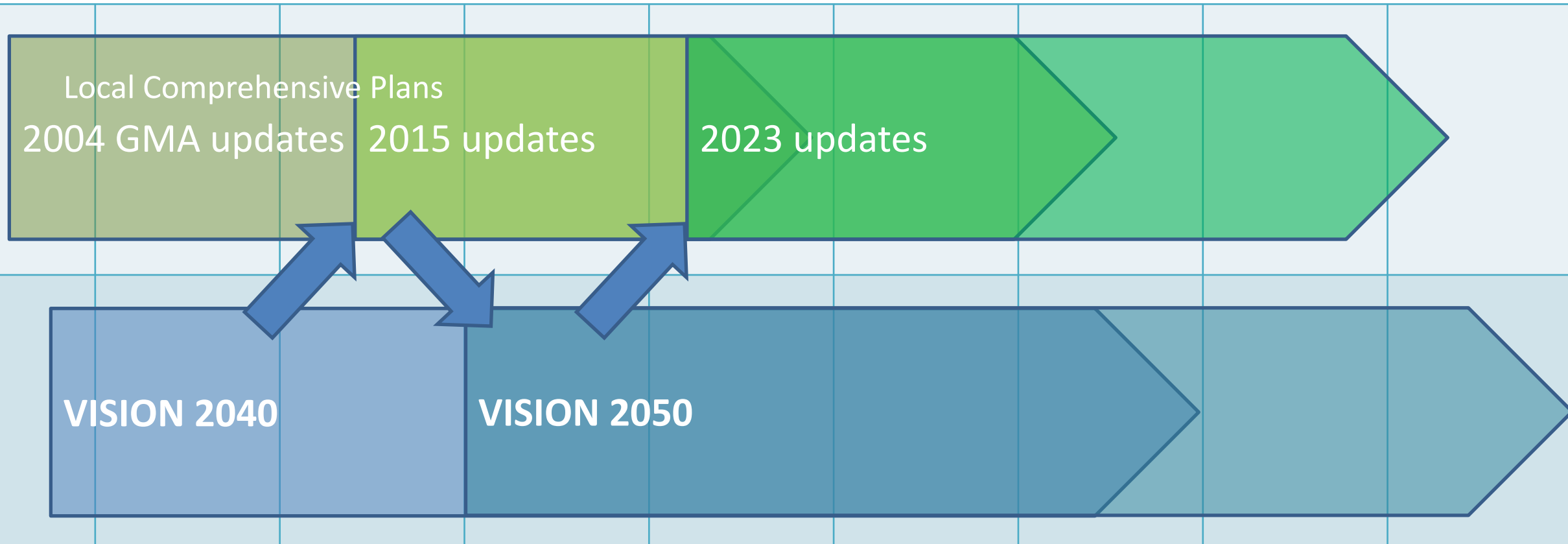
These very small towns are primarily residential, with little potential for accommodating a great deal of growth. They will likely remain quite similar to today, and receive a lesser share of Small City growth.

## 3. Free-Standing Cities and Towns:

These cities are urban islands surrounded by rural and resource lands and separated from the contiguous urban growth area. They should serve as hubs for relatively higher density housing choices, and as job and service centers for surrounding rural areas. Due to their isolation from the rest of the designated urban growth area, they will likely receive a lesser overall share of Small City growth, and are not expected to grow as much as Small Cities within the contiguous urban growth area.



# Coordinate Planning



- Adopted in 2008, VISION 2040 set the stage for 2015 GMA updates
- Will revisit Regional Growth Strategy in VISION 2050 update in ~2018-2020

# Technical Amendments



- Two technical amendments in 2009, 2011
  - Reclassified several cities to support setting growth targets
- 2014-15 discussion about potential technical amendments
  - General consensus at that time was to wait until VISION update to address broader issues of RGS and to support next round of targets
  - No need to make changes mid-cycle



# PSRC / GMPB Role



- Regional plan (VISION 2040 – MPPs and RGS)
- Establish a numeric regional growth strategy that guides local targets and informs transportation planning
- Classification of cities as Small, Larger, Core, or Metro
- Designation of regional growth centers and manufacturing/ industrial centers (after countywide promotion)
- Certification of local comprehensive plans for consistency of transportation-related provisions with VISION, Transportation 2040, GMA
- Regional coordination
- Local assistance & resources

# Countywide / GMPC Role



- Countywide planning policies (CPPs) that guide local plans
- Establish housing and employment targets for each jurisdiction consistent with the desired growth pattern described in VISION 2040
- Designation of urban centers and manufacturing/industrial centers
- Coordination and monitoring

# Target Setting in King County



**Chandler Felt**

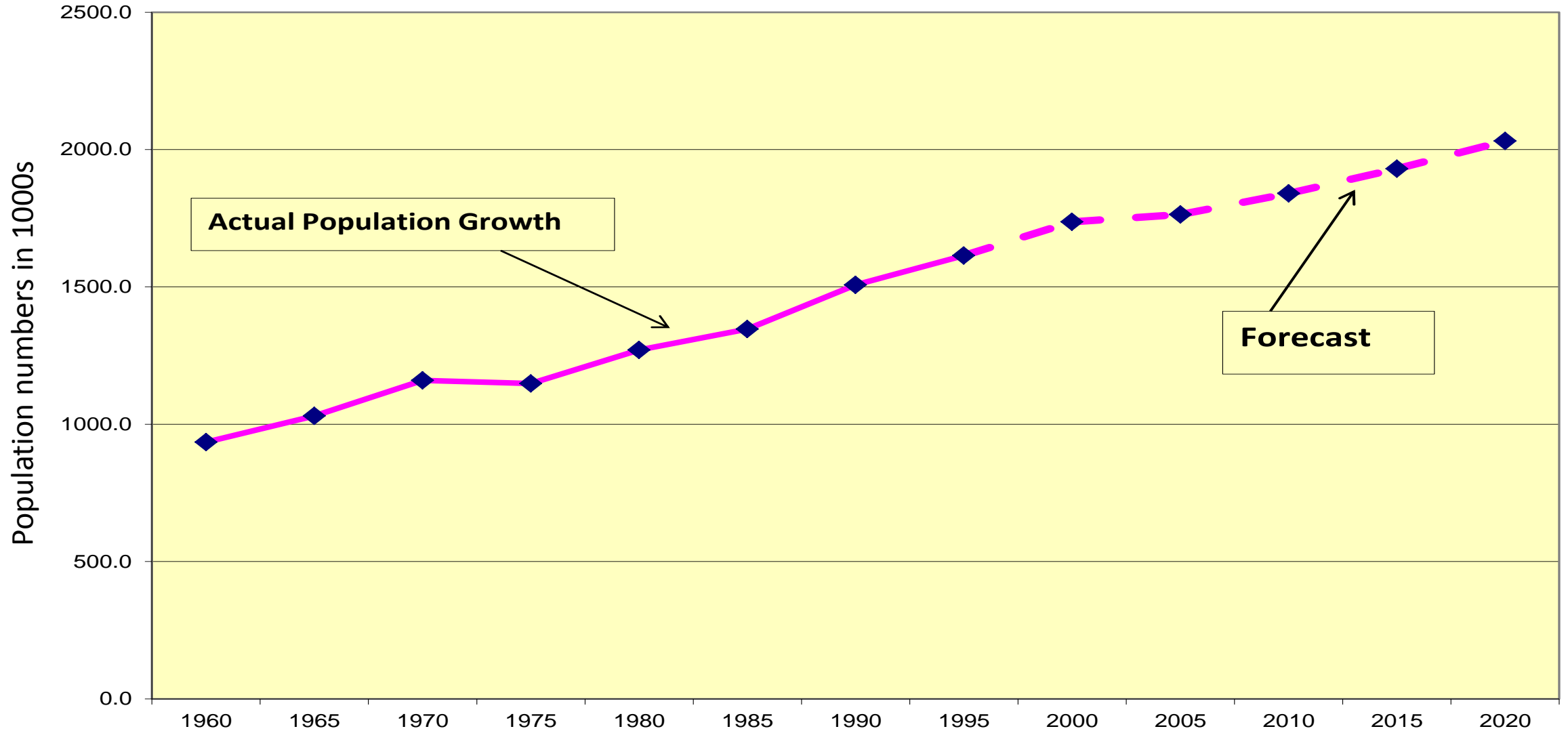
King County

# Target Setting: First Round of Targets ('92-94)



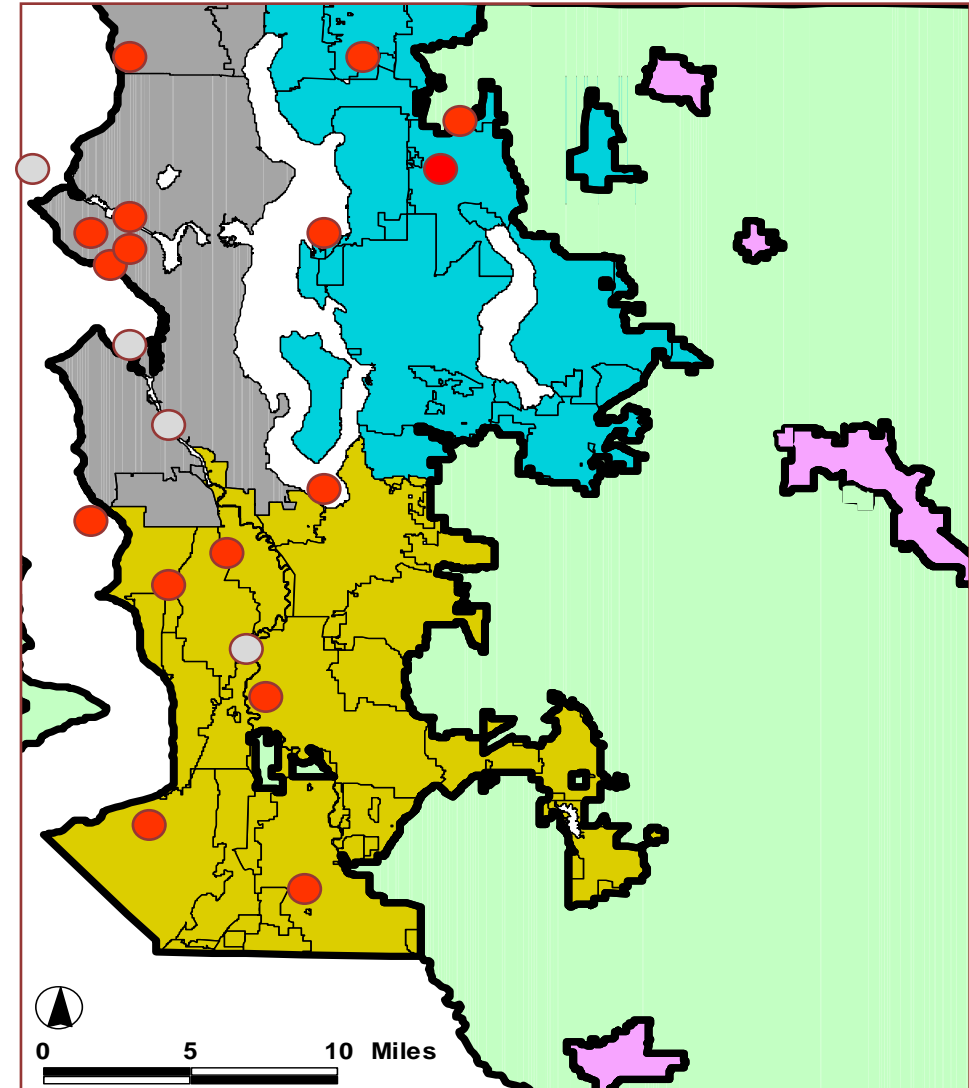
- 1992: received 20 year OFM population forecast
  - PSRC provided jobs forecast
  - Converted population to households
  - Principle: jobs/housing balance within UGA
  - Target = policy statement of each jurisdiction
- 
- 1994: GMPC adopted first set of targets for both employment and household growth

# Target Setting: OFM King County Forecast



# Target Setting: Subareas of the UGA

- Urban Centers
- Manufacturing Centers
- UGA Boundary
- Subareas**
- East County
- Rural Cities
- South County
- Sea-Shore
- Rural Unincorporated



# Target Setting: KC establishes targets through:



- Reference to OFM forecast and existing data
- A Subcommittee of Planning Directors
  - with every city represented
- Periodic Review by the GMPC
- Continuous communication among the jurisdictions
- Final adoption by GMPC as part of the Countywide Planning Policies

# Target Setting: CPPs establish guiding principles



- Accommodate most recent 20-year population forecast from OFM, and 20-year jobs forecast from PSRC.
- Plan for growth consistent with Regional Growth Strategy
  - Focus growth in cities with major centers, & in other large cities
  - Limit development in Rural Areas, protect Resource Lands
- Efficiently use existing development capacity
- Promote a land use pattern served effectively with infrastructure and transit
- Improve jobs/housing balance within the county

*Source: Policy DP-11 in Countywide Planning Policies, 2012*



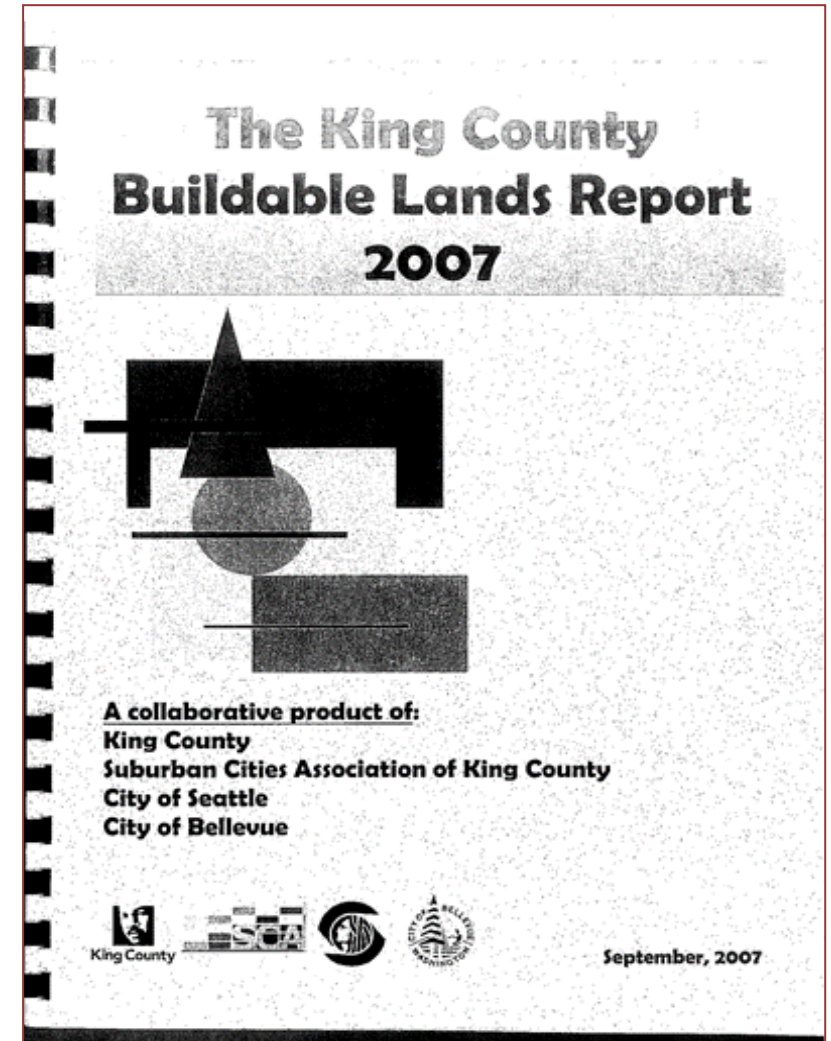
# Target Setting: 2006-2031 Growth Targets



- Targets currently in effect were adopted by the GMPC in 2010
- Reaffirmed with the adoption of updated Countywide Planning Policies in 2012
- Three drivers of revising targets in 2009:
  - 2007 OFM forecast
  - 2007 Buildable Lands Report
  - Vision 2040 and its Regional Growth Strategy

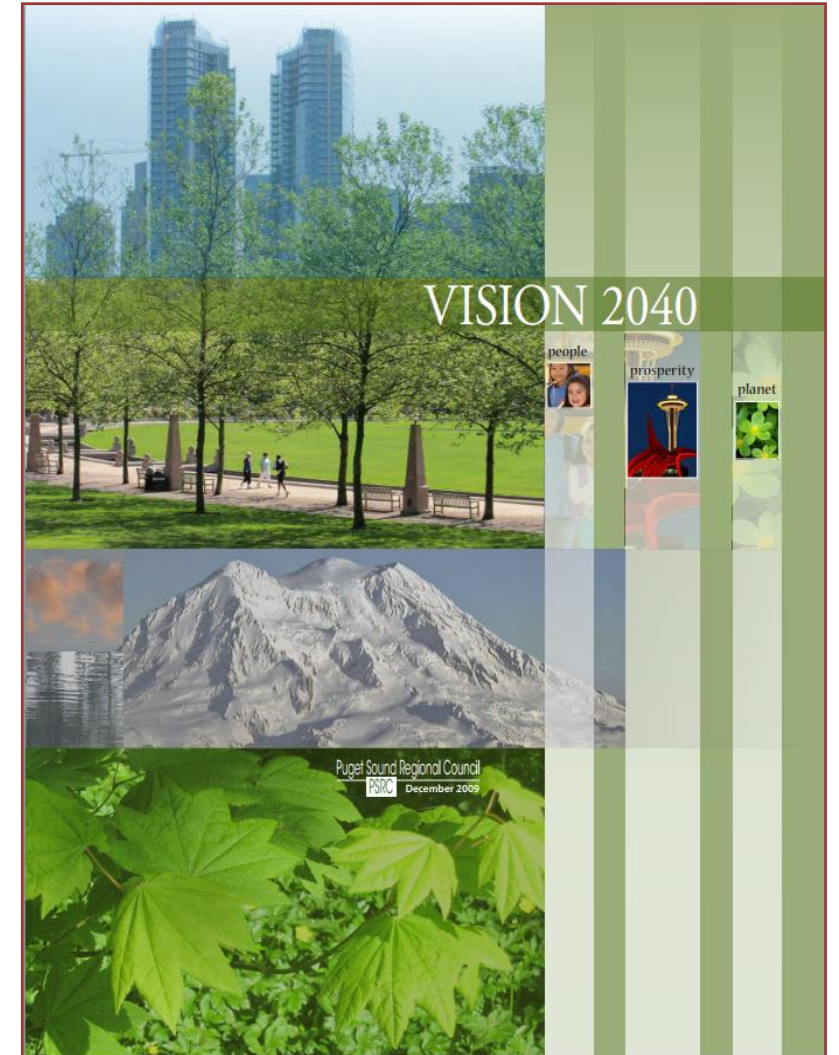
# Target Setting: 2007 Buildable Lands Report

- Reported on achieved densities in King County jurisdictions.
- Found that there is sufficient capacity to accommodate forecasted growth in the King County Urban Growth Area



# Target Setting: VISION 2040

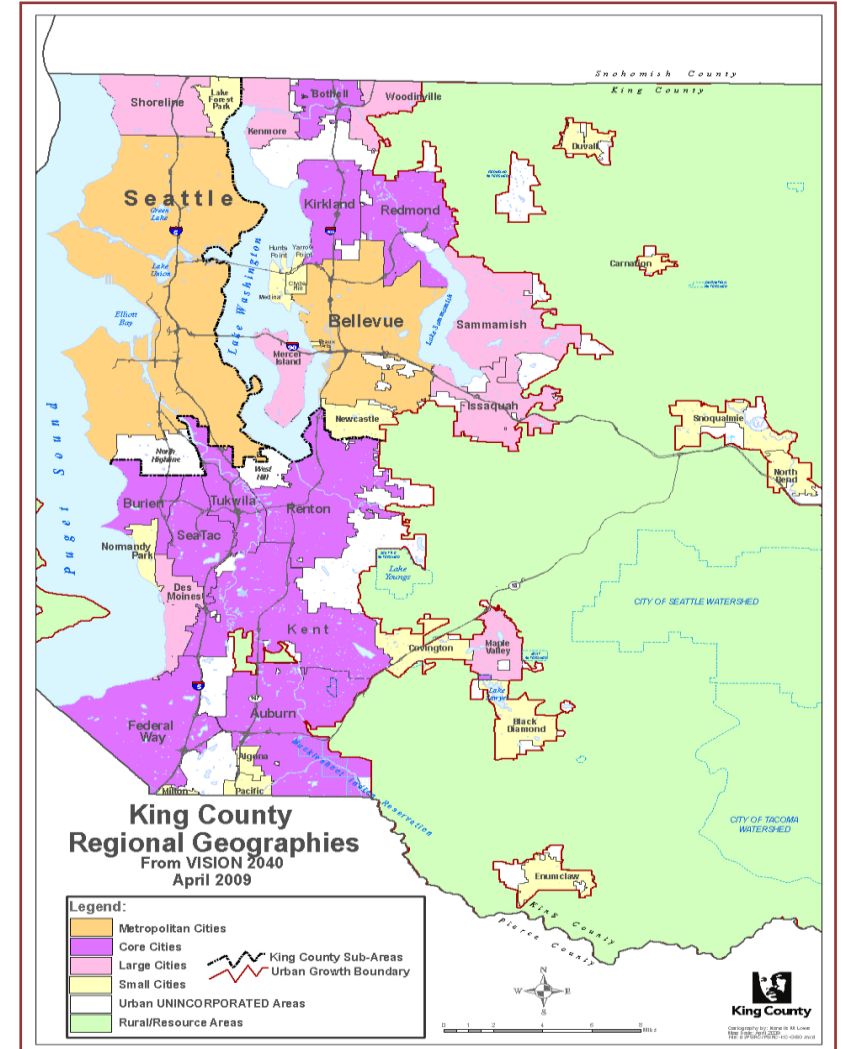
- Adopted in 2008
- Contains the Regional Growth Strategy



# Target Setting: Regional Growth Strategy

**Regional Growth Strategy** calls for:

- **Increased** growth in mid- to large-size cities, especially cities with designated Centers
- **Decreased** growth in Rural areas
- **Decreased** growth in Urban unincorporated areas and smaller cities, especially at the urban edge
- **Increased** jobs-housing balance in the region



# Target Setting: Targets Methodology in 1 Slide!



- OFM 2007 forecast
- Convert population to housing units
- Use PSRC job forecast
- Fit 25-year horizon within 40-year Regional Growth Strategy
- Allocate housing / job growth to VISION 2040 Regional Geographies
- Focus most of growth into 3 city types
- Adjust to account for growth already occurred
- Allocate within each Regional Geography

# Target Setting: GMPC Takes Action



- Draft targets brought to GMPC in 2010
- GMPC discussed and adopted October 2009
- King County Council approved and cities ratified
- 2006-2031 targets re-adopted with CPPs



# Plan Certification Process

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**Michael Hubner**

Puget Sound Regional Council



Puget Sound Regional Council

# Puget Sound Regional Council and Plan Certification

PSRC is a Regional Transportation Planning Organization

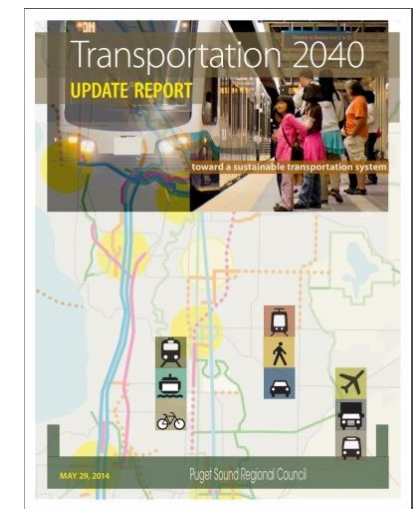
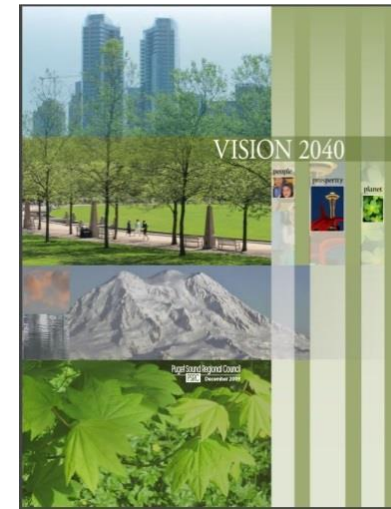
Responsibilities, per RCW 47.80.023, include certification of:

- Local comprehensive plans
- Countywide Planning Policies
- Transit agency plans

Local plans (transportation related provisions) must be consistent with:

- VISION 2040
- Transportation 2040
- GMA

Local plans must be certified to be eligible to compete for regional transportation funds



Growth Management Act Laws and Rules



# Plan Review and Certification Process



PSRC Guidance and Technical Assistance  
/ Plan Review Checklist




PSRC Comments on Draft Plan



Certification Report with  
Recommendations



Policy Board (GMPB and TPB) Review and  
Recommendation for Executive Board



Executive Board Action on Certification

# Executive Board Certification Actions in 2015 and 2016



Total of 74 local comprehensive plan updates certified

Full certifications

- 55 plans

Conditional certifications

- 19 plans
- Satisfied majority of certification criteria
- Limited set of issues to address, such as:
  - Completeness of transportation element
  - Internal or external consistency on growth #s
  - Capacity to accommodate growth
- Eligibility for regional funds retained
- Amended plan resubmitted for full certification in 2017

# VISION 2040, Targets, Small Cities, and Certification

At issue: Small Cities planning for housing and/or employment growth significantly above adopted growth targets

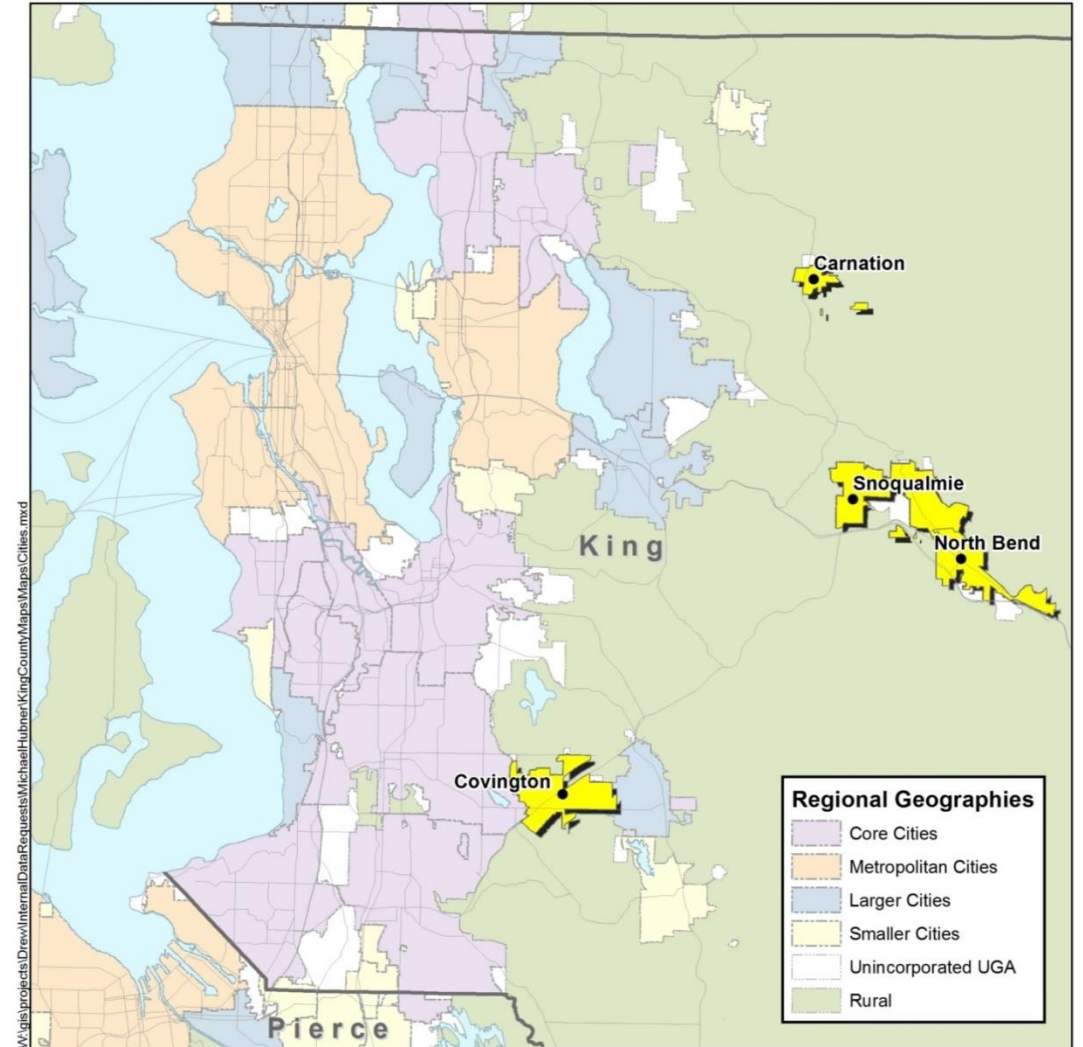
Growth Management Policy Board:

- Extensive discussion late 2015/early 2016
- Consulted with Regional Staff Committee
- Considered Regional Growth Strategy
  - **VISION 2040:** Small Cities “expected to remain relatively small over the long term” with a “moderate role” in accommodating growth (5% of population and 3% of jobs added in King Co by 2040)
- Evaluated planned growth in comparison to countywide adopted targets
  - **King County CPPs (DP-13):** All jurisdictions shall adopt “comprehensive plans and zoning regulations that provide capacity for residential, commercial, and industrial uses that is sufficient to meet 20-year growth needs and is consistent with the desired growth pattern described in VISION 2040.”
- Considered local factors and context for planned growth

# Conditional Certifications for Small Cities

GMPB and Executive Board actions in 2016:

- Conditional certifications for 6 Small Cities (4 in King County, 2 in Pierce County)





# Local Context for Planned Growth above Targets



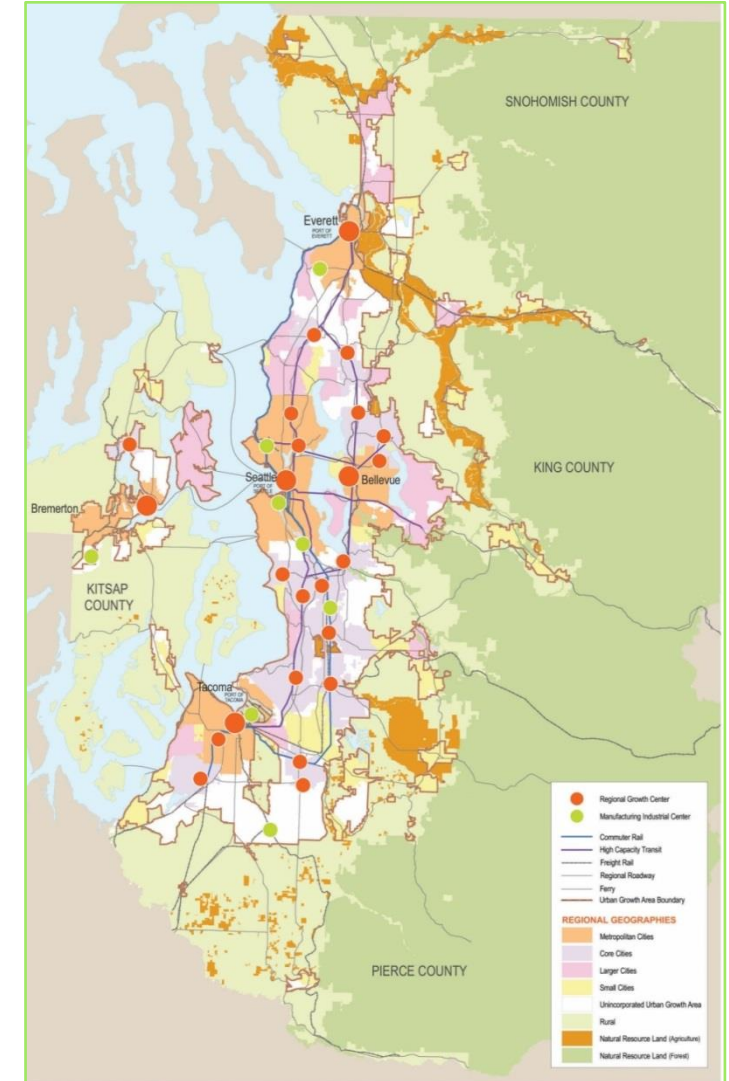
Cities cited various reasons for planning for more growth than targeted, including:

- Growth trends
- Development in the pipeline
- Market demand
- Land use capacity
- Infrastructure investments
- Tax base
- Anticipated re-classification as Larger City

# GMPB Discussion

In recommending conditional certification for each city, the Board considered the following:

- Alignment of local plans with regional transportation investments
- Need for coordination in planning for growth and infrastructure
- Potential impacts on surrounding cities and unincorporated areas
- Local role in managing growth and adopting measures to better align with targets
- Acknowledgement of “unavoidable” growth, such as vested projects



# Next Steps on Conditional Certifications

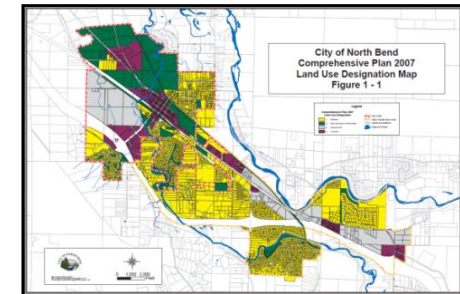
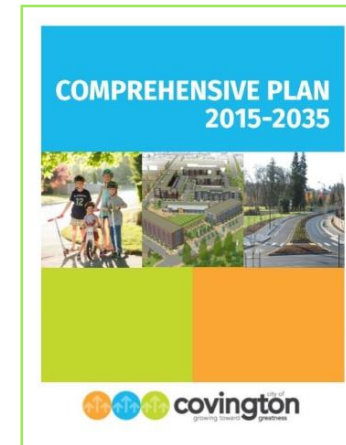
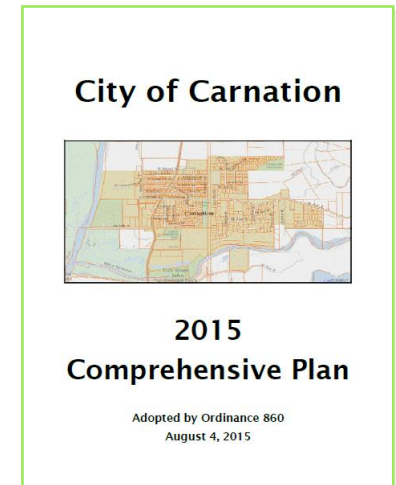
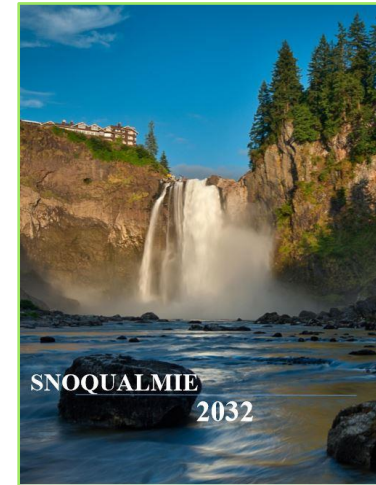
## Conditional Certifications

To further address the city's planned growth and the adopted targets, the plan was certified with conditions to:

- Clarify policy support for the Regional Growth Strategy
- Update and adjust growth assumptions
- Manage long-term growth to address impacts and to better align with VISION 2040

Cities have all adopted resolutions to work to address conditions

- PSRC staff will work with cities in responding to conditions
- Resubmit amended plans and other supporting documents in 2017



# Discussion, Question and Answer Session



**Jim Reid**

Facilitator

# For More Information



- **Karen Wolf, King County**  
*(GMPC lead staff)*  
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# Acronyms



- CPP: Countywide Planning Policy
- GMA: Growth Management Act
- GMPC: Growth Management Planning Council
- GMPB: Growth Management Policy Board
- IJT: Interjurisdictional Team (staff to GMPC)
- MPP: Multicounty Planning Policy (part of VISION 2040)
- OFM: Office of Financial Management
- PSRC: Puget Sound Regional Council
- RGS: Regional Growth Strategy (part of VISION 2040)
- RTPO: Regional Transportation Planning Organization (PSRC in Central Puget Sound)
- UGA: Urban Growth Area



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*September 28, 2016*



Department of Commerce



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**SCA**

SOUND CITIES ASSOCIATION



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