

Discussion of Multicounty Planning Policies

The analysis of the growth distribution alternatives are part of a process that have led to VISION 2040, which contains the region's multicounty planning policies. VISION 2040 also contains a preferred strategy for how the region should grow and the policies are structured to help implement this growth strategy.

This section contains background material on the multicounty planning policies, discusses the relationship of the policies to the preferred growth alternative, and provides an overview of the proposed policies. The section contains the following subsections: (A) what are multicounty policies and how are they used, (B) Policy Assessment in Initial Phases of developing VISION 2040, (C) VISION 2040 policy framework, and (D) summary of proposed multicounty planning policies.

A. What Are Multicounty Policies and How Are They Used?

Multicounty planning policies adopted according to the Growth Management Act (RCW 36.70A.210 (7)) are essentially countywide planning policies adopted by two or more counties. According to the Act, multicounty policies are written policy statements that are used for the purpose of establishing a regionwide framework from which the county and city comprehensive plans are developed and adopted. Multicounty policies have both a practical and a substantive effect on the comprehensive plans of cities and counties. VISION 2040 includes the multicounty policies for the four-county region.

1. PURPOSE OF MULTICOUNTY PLANNING POLICIES

The value of having multicounty planning policies (MPPs) is several-fold. First, the MPPs are incorporated into a longrange strategy (VISION) at a four-county, regional level. They provide a common framework for local plans, as well as for other large-scale planning efforts in the region, including countywide planning policies, functional plans developed by PSRC, and plans developed by other groups and agencies, such as Puget Sound Clean Air Agency, transit agencies, and others.

Second, MPPs also provide an opportunity for the local elected officials in this region to collectively craft solutions that may not be appropriate in other parts of the state. Such policies are developed around issues, which the central Puget Sound region holds in common. The policies serve as statements of shared values. These regional policies can take the form of a definition, a general rule with specifically listed exceptions, or other approaches. MPPs can run the gamut from detailed to general.

Finally, MPPs provide assurance to local jurisdictions that those issues with broad benefit that would be difficult for individual localities to address alone will be addressed regionwide, within a collaborative and equitable framework rather than 86 fragmented and unilateral ones.

2. GUIDANCE FROM THE GROWTH MANAGEMENT HEARINGS BOARD AND COURT CASES

Guidance from the Growth Management Hearings Board and court cases. The same section of the Growth Management Act that authorizes multicounty planning policies (MPPs) also authorizes the adoption of countywide planning policies. The Central Puget Sound Growth Management Hearings Board has clarified the purpose of countywide planning policies — in ways that have applicability to multicounty policies as well. At least three purposes have been assigned to such policies:

- The immediate purpose of the countywide planning policies is to achieve consistency between and among the plans of cities and counties on regional matters.1
- A long-term purpose of the countywide planning policies is to facilitate the transformation of local governance in urban growth areas so that cities become the primary providers of urban governmental services.²
- Another long-term purpose of the countywide planning policies is to direct urban development to urban areas and to reduce sprawl.3

The same principles apply to VISION 2040 and its multicounty planning policies. A court ruling in the 1997 Des Moines, et al. case states that, although the Legislature did not explicitly direct that regional plans should prevail over local plans, "when construed as a whole, the GMA evinces the Legislature's intent to discard the traditional land use system in which each jurisdiction functioned as an isolated entity in favor of a scheme which stresses coordination, cooperation, and integration."

The case goes on to state that "in light of this legislative purpose, we agree with the PSRC that if the coordinated planning process does not result in consistency between regional and local plans, the regional plans must prevail." 4

3. SOME FURTHER USES OF THE MULTICOUNTY PLANNING POLICIES

In addition to the purposes described above, multicounty policies are used to guide a number of regional processes, including the review and certification of local comprehensive plans, the evaluation of transportation projects seeking PSRC funding, and developing criteria for PSRC projects, such as congestion management.

4. RELATIONSHIP OF THE MULTICOUNTY PLANNING POLICIES TO THE PREFERRED **GROWTH ALTERNATIVE**

The multicounty planning policies are designed to implement the Preferred Growth Alternative, and the potential impacts and potential mitigation measures of the Preferred Growth Alternative are discussed in the sub-sections of Chapter II - Section 5: Environmental Effect and Mitigation.

As the primary policy statements for implementing the regional growth strategy, the multicounty planning policies have been designed to support the concentration of growth within the region's designated urban growth area and to limit development in resource and rural areas. The multicounty planning policies provide an integrated framework for addressing land use, economic development, transportation, other infrastructure, and environmental planning.

The multicounty planning policies and Preferred Growth Alternative also guide countywide planning policies and local jurisdiction comprehensive plans, thereby helping to ensure that other planning documents are consistent the Preferred Growth Alternative. See Chapter II - Section 7: Discussion of Multicounty Planning Policies.

^{1 92-3-0009}c, Poulsbo, et al., v. Kitsap Co., Final Decision and Order, April 6, 1993 [at 23]. Central Puget Sound Growth Management Hearings

² Ibid.

^{3 93-3-0005}c, Edmonds, et al., Final Decision and Order, October 4, 1993 [at 25]. Central Puget Sound Growth Management Hearings Board.

⁹⁷ Wn. App. 920 The City of Des Moines, et al., Appellants, v. The Puget Sound Regional Council, et al., Respondents. Central Puget Sound Growth Management Hearings Board.

B. Policy Assessment in the **Initial Phases of Developing VISION 2040**

1. SCOPING AND THE GROWTH MANAGEMENT POLICY **BOARD'S REVIEW OF EXISTING MULTICOUNTY PLANNING POLICIES**

Between September 2003 and July 2004, the Growth Management Policy Board conducted an extended process to review policies and provisions in the existing VISION 2020 document. The purpose of this review was to provide preliminary guidance during the VISION 2020 Update scoping process on possible changes or additions to consider in the update to the regional strategy. The intent was not to develop formal recommendations at this time, but to get guidance from the Board on potential issues and opportunities to consider throughout the update process. The Board reviewed six of the eight major policy areas in the 1995 VISION 2020 document, including (1) open space, resource protection and critical areas, (2) rural areas, (3) urban growth areas, (4) economics, (5) housing, and (6) contiguous and orderly development.⁵

The Board issued a preliminary report on its review of existing policies in February 2004, with two addenda produced after its meetings in April and July.⁶ During this review, the Board identified areas where policies needed to be strengthened, areas where there were gaps, policies that could benefit from additional detail and clarity, and ways to keep the VISION current, relevant, and useful for decision-makers and the public. In addition, the Board worked with input from the scoping process and concluded that the revised multicounty policies should:

- Build on the current VISION.
- Be bold and provide regional leadership.
- Address new areas (and strengthen those areas that need it).
- Add clarity and detail.
- Provide guidance for implementation.
- Add measurable objectives where possible.

2. INFORMATION AND MATERIAL FOR DEVELOPING REVISED MULTICOUNTY PLANNING POLICIES

Parallel to the work that developed the alternatives under review in this Environmental Impact Statement, was a project to develop a series of issue papers on major topics identified by the Growth Management Policy Board through the scoping process as meriting additional research and analysis. Outcomes from these papers have been incorporated into various parts of the analysis in the environmental impact statement and VISION 2040 document.



⁵ The Transportation Policy Board will also be conducting a similar review of the transportation-related multicounty policies in 2006.

VISION 2040/Policy Board Review of Existing 1995 VISION 2020 Policies and Strategies — Preliminary Report. (February 5, 2004, Growth Management Policy Board). VISION 2040/Policy Board Review of Existing 1995 VISION 2020 Policies and Strategies — Addendum: Housing Section. (April 2004. Growth Management Policy Board). VISION 2040/Policy Board Review of Existing 1995 VISION 2020 Policies and Strategies — Addendum: Contiguous and Orderly Development. (July 2004. Growth Management Policy Board).

The ten issue papers (plus two related papers) were reviewed by the Growth Management Policy Board, and they endorsed an action-to-proceed on the issue papers.⁷ The issue papers in the series — along with their completion dates — include:

- What's Health Got to Do with Growth Management, Economic Development and Transportation? (January 2005)
- 2. Subregional Centers: Town Centers, Secondary Centers, Activity Nodes, Redevelopment Corridors (March 2005)
- 3. Growth Management by the Numbers: Population, Household and Employment Growth Targets in the Central Puget Sound Region (July 2005)
- 4. Environmental Planning *including related papers on* Energy Consumption and Infrastructure Capacities and Sewer Utility Status (August 2005)
- 5. Rural Areas (August 2005)
- 6. Housing (August 2005)
- 7. Regional Demographic and Growth Trends (August 2005)
- 8. Environmental Justice Research (August 2005)
- 9. Economics (November 2005)
- 10. Transportation (January 2006)

These issue papers are included in the appendices to this environmental impact statement (see *FEIS Appendices - Appendix I-E*). In addition, five informational papers were also developed. Four were developed to support, and released with, the Draft Environmental Impact Statement, and one was developed to support, and released with the Supplemental Draft Environmental Impact Statement:

- At the Microscale: Compact Growth and Adverse Health Impacts (by Gail Sandlin, November 2005) (released with DEIS).
- Appropriate Urban Densities in the Central Puget Sound Region: Local Plans, Regional Visions, and the Growth Management Act (by Joe Tovar, November 2005) - (released with DEIS).
- Information Paper on the Cost of Sprawl (released with DEIS).
- Pre-GMA Vested Development in Rural Areas of the Central Puget Sound Region (released with DEIS).
- A Regional Design Strategy (released with Supplemental DEIS).

3. BROAD POLICY AREAS THE GROWTH MANAGEMENT POLICY BOARD HAS ASKED TO BE INCORPORATED INTO THE PUBLIC REVIEW OF THE EIS

Through its work in reviewing existing policies and developing preliminary recommendations through the issue paper series, the Growth Management Policy Board offered the following direction:

- Strengthen the policies to provide clearer direction for decision-making. This includes incorporating new policies on topics not previously addressed.
- Add detail and clarity by making the language of the policies and provisions more specific.
- Make implementing and monitoring easier by linking the policy language to standards-of-comparison.

The Growth Management Policy Board reviewed all ten issue papers (plus the two related papers on the environment), and took action-to-proceed on eight of the papers (plus the two related papers). Action-to-proceed means that the Policy Board is providing direction for further development of the considerations in the issue papers into more detailed recommendations for VISION 2040. The issue paper addressing the economy was subsequently approved for action-to-proceed by the Economic Development District Board. The issue paper on transportation was approved for action-to-proceed by the Transportation Policy Board in January 2006.

- Fully integrate growth management, economic development, transportation, and environmental planning.
- The updated VISION should be developed within an environmental framework.
- Health should be a theme woven throughout the updated VISION.
- Address the importance of centers development at all levels: regional, subregional and local.
- Improve coordination between regional, countywide and local planning where there is regional agreement.
- Provide regional guidance for addressing housing-related issues, including affordable housing and jobs-housing balance.
- Expand the treatment of rural areas in the updated VISION beyond a one-size-fits-all approach.
- Be attentive to issues related to social and environmental justice.

C. VISION 2040 Policy Framework

The multicounty planning policies are presented in a four-part framework with (1) goals, (2) policies, (3) actions, and (4) measures. Goals speak to the desired end states for each of the topics areas covered in the VISION 2040. They set the tone for the integrated approach and common framework for the regional policies.

The multicounty planning policies themselves are designed to be broad and overarching, addressing issues of a regional nature in a way that sets clear guidance for local implementation. Countywide policies and local comprehensive plans are then the appropriate mechanisms for providing more detail. The multicounty policies are designed to address what is to be accomplished and why.

The implementation actions relate to each set of multicounty policies. These actions lay out responsibilities and tasks for implementation and discuss who and how certain policy initiatives are to be carried out. Decisions on the timing and implementation of the proposed actions will be determined by the Regional Council's Executive Board members and others.

Finally, measures for assessing how the region is doing in meeting the goals and provisions of the policies are also included. The purpose of these measures is to track whether actions are occurring and if we are achieving desired results. This information will assist policymakers as they assess and amend policies and actions over time.

Summary of Proposed Multicounty Planning Policies

VISION 2040 calls for better integration of growth management, economic planning, transportation, and other infrastructure, in an environmentally responsible way, that improves the well-being of the region's people. This section describes the proposed multicounty planning policies, which are arranged around seven sections:

- General 5 policies.
- **Environment** 25 policies.
- Development Patterns 56 policies.
- *Housing* 9 policies. 4.
- Economy -22 policies.
- **Transportation** 33 policies.
- Public Services and Orderly Development 24 policies.

There are 174 policies in the seven topic areas, and these fall within 27 goal statements. These are supported by 68 implementation actions and 20 monitoring measures.

In addition to the specific policies in the environment section, environmental policies are also integrated into the other topic areas, based on the interest of the Growth Management Policy Board of having the environment serve as the organizing framework for VISION 2040. This integration of environmental elements into each of the policy topic areas has the effect of seeking to minimize potential environmental impacts.

For each policy section, there is a brief statement regarding the purpose of the section, a summary of what the 1995 version of VISION 2020 said about this topic, a detailed summary of what the VISION 2040 goal and policies now say, a summary of the potential actions and measures for that set of policies, and a discussion of the potential environmental consequences for that set of policies.

1. GENERAL POLICIES

Purpose. The 1995 VISION 2020 document did not contain a General policies section. The purpose of including a General policies section is to identify those areas that are applicable to all of the other six policy sections or specifically address implementation of the VISION overall.

Policy Summary. There are five General policies. These policies call for coordination to facilitate a common vision and consistency, state that the countywide planning policies are to be updated prior to the end of the 2010 calendar year, and call for monitoring the implementation of VISION 2040. They also call for exploring new and existing sources of funding, and to identify necessary reforms to regulatory, pricing, taxing and expenditure practices to help implement VISION 2040.

Summary of Actions and Measures. Actions established to implement the General policies include: develop an outreach for VISION 2040 implementation; convene an interjurisdictional advisory group to evaluate and refine the monitoring program; investigate existing and new sources of funding for facilities and services to assist local governments in accommodating growth; and address changes in funding criteria to ensure that investments in facilities and services advance the regional vision. Monitoring measures related to the General Policies focus on measuring the adequacy of infrastructure capital and operating financial resources to support growth.

Environmental Effects. No additional impacts are anticipated as a result of the General policies, as they all address implementation of the VISION.

2. ENVIRONMENT

Purpose of Policies. A core principle of VISION 2040 is maintaining and improving both the natural and built environments. Land use, transportation, air quality and human health are interconnected and therefore require integrated planning, regulations, and implementation actions. The policies and actions in the Environmental section focus on re-confirming our core value of maintaining and improving natural and build environments, and our commitment to sustaining the environment through conservation of resources, protection of habitat, restoration of natural systems.

What VISION 2020 Says. While the 1995 VISION 2020 did not have a separate chapter or section focusing on the environment, it emphasized the importance of regional open space, resource lands, and environmentally critical areas – topical areas specifically referenced in the Growth Management Act. In VISION 2020, the environment was addressed in the section titled Open Space, Resource Protection and Critical Areas, as well as through the air quality related assessment of transportation. Open space was recognized as a broad term that could include environmentally sensitive areas, nature resource lands, as well as parks and trails. VISION 2020 called for development of a greenspace strategy, which resulted in the completion of some initial work in the form a regional greenspace database. Air and water quality protection were tied to local comprehensive plan development and implementation.

What's Changed and Why. A separate Environmental section has been created to emphasize the importance of the topic, and includes a systems approach to environmental assessment; policies on habitat, noise, water quality; and the goal of reducing the region's contribution to climate change.

Policy Summary. VISION 2040 describes the importance of these environmental features to help support economic activity, provide aesthetic, scenic, and recreational benefits, help protect our air and water, protect human health, and provide wildlife habitat. Open spaces are also described as providing relief from and buffering urban development, as well as having a role to help define urban form.

The environmental section embraces the concept of developing a regional open space system that protects, conserves, and connects these lands. This section has expanded to address the region's environment more comprehensively and more in line with what is required locally. The emphasis of this expanded section is to preserve, restore, and enhance the environment to maintain the region's high quality of life for current and future generations.

The overarching goal of the environmental section is: "The region will care for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, reducing greenhouse gas emissions and air pollutants, and address potential climate change impacts. The region acknowledges that the health of all residents is connected to the health of the environment. Planning at all levels should consider the impacts of land use, development patterns and transportation on the ecosystem." This goal is supported by environmental policies structured around five separate goals: environmental stewardship, earth and habitat, water quality, air quality, and climate change.

- The environmental stewardship goal is: "The region will safeguard the natural environment by meeting the needs of the present without compromising the ability of future generations to meet their own needs." This goal is supported by seven policies that call for region-wide environmental strategies, using integrated and interdisciplinary approaches, maintaining and where possible improving the environment, ensuring all residents benefit, promoting environmentally sensitive siting and development practices, using best available information, and mitigating noise pollution.
- The earth and habitat goal is: "The region will preserve the beauty and natural ecological processes of the Puget Sound basin through the conservation and enhancement of natural resources and the environment." This goal is supported by six policies that call for open space networks, environmental review of countywide planning policies and local plans, preventing new inclusions on and accelerating removal from the Endangered Species List, protecting wildlife corridors both inside and outside the urban growth area, promoting native vegetation to address threats from invasive species, and addressing impacts of climate change on hydrological systems.
- The water quality goal is: "The region will meet or do better than standards established for water quality. The quality of the water flowing out of the region including Puget Sound should be as good as or better than the quality of water entering the region." This goal is supported by three policies that call for maintaining hydrological functions, improving water bodies and systems, and reducing chemical pollutants through the identification of less harmful alternatives.
- The air quality goal is: "The overall quality of the region's air will be better than it is today." This goal is supported by three policies that call for maintaining or doing better than existing pollution levels for all the criteria pollutants, and reducing transportation activity pollutants.
- The climate change goal is: "The region will reduce its overall production of harmful elements that contribute to climate change." This goal is supported by six related policies that call for addressing the region's contribution to climate change by committing to comply with state initiatives and including an analysis of climate change impacts in environmental reviews, reducing per capita rates of energy consumption, developing energy management technology, using conservation and alternative energy, reducing vehicle miles traveled and carbon emissions, and addressing the impacts of climate change on water systems.

<u>Summary of Actions and Measures</u>. Regional actions established to implement the environmental policies include: Reports and recommendations concerning the Puget Sound Regional Council's role in environmental planning and in regional water quality issues; development of a regional greenspace strategy; expanded coordination of critical areas protection at the county level to achieve common methodologies; development of a estuary restoration toolkit for urban waterways; development of a regional air quality guide; development of a climate change action plan and potential benchmark program; and working with counties, cities, and water providers to develop standards and targets for monitoring the region's waterways.

County level actions included coordination on critical areas; common methodologies for habitat assessments; and developing standards and targets for monitoring the region's waterways. Local actions include expanded environmental planning to include landscape scale analyses.

Monitoring efforts related to the environmental policies include: assessing coordination taking place among the region's environmental stakeholders, identifying changes in land cover, especially related to critical areas, designating impaired waters, measuring unhealthy air days, working with other agencies and partners to develop greenhouse gas emission reduction estimates, and tracking local programs to address climate change and other environmental policies.

Environmental Effects. The five goals and 25 policies in the environmental section all state the intention to maintain the natural environment by protecting important features, reducing pollutants, and by using state of the art planning methods. The environmental goals and policies would encourage the development and implementation of the mitigation measures and practices identified in the Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation*. In many cases, the provisions would create more specific mechanisms to preserve and conserve the natural environment, and to improve conditions related to human health (such as environmental health, noise and vibration, parks and recreation, air pollution). This would result in actions that minimize impacts from any of the growth alternatives. At the same time, the goals and policies would not specifically regulate or restrict existing project-level approvals or planning processes.

3. DEVELOPMENT PATTERNS

<u>Purpose of Policies</u>. The Development Patterns section reflects key elements of the Preferred Growth Alternative with a focus on the continued growth of designated regional centers and subregional centers. It includes policies to establish and meet housing and employment targets at the countywide and local levels. It also reemphasizes preserving rural lands and not allowing development to diminish rural character and scale.

<u>What VISION 2020 Says</u>. This section focused primarily on land use — including the region's urban form or land use typology, along with other features of the built environment, especially housing. VISION 2020 presented a land use typology with three basic categories: (1) urban areas, (2) rural lands, and (3) open space, critical areas and resource lands.

Development patterns are addressed in several portions of VISION 2020, including the sections on *Urban Growth Areas, Contiguous and Orderly Development*, and Rural Areas. The strategy for urban growth areas calls for supporting "compact communities" and to focus growth in "centers." Compact communities were defined as "urban locations which offer transportation, housing, and shopping choices that reduced the need for automobile travel and support an efficient development pattern."

VISION 2020 also called for the redevelopment of "selected urban transportation corridors." It anticipated that the region would have 20 or so designated "regional growth centers." Three types of centers are described were: (1) regional growth centers, (2) town centers, and (3) manufacturing/industrial centers.

"Contiguous and orderly development" is a term used in the Growth Management Act (Revised Code of Washington RCW 36.70A.210 (3)). VISION 2020 applied the term to the principle of encouraging the siting and timing of growth to (1) support the development of centers, and (2) to use existing service and facility capacity. The multicounty policies in this section addressed a wide variety of topics, including phasing growth, annexation, regulatory and taxing practices, service provision, and monitoring. Priority was given to regional growth centers and manufacturing/industrial centers for providing services and facilities. Joint planning and implementation activities to achieve local-regional consistency were also addressed in this section.

What's Changed and Why. The Development Patterns section reorganizes dispersed policies into one section and groups them under headings that correspond with the Growth Management Act: The 27 existing policies are now reorganized and revised to address natural resource lands, urban growth areas, regional growth centers, compact urban communities, and rural areas. The section also contains new policies addressing target setting, innovative techniques, and urban design.

Policy Summary. The Development Patterns section emphasizes the direction in the Preferred Growth Alternative to focus growth within already urbanized areas in a compact, pedestrian-oriented manner. The policies provide guidance for redoubling efforts to foster centers development, and to maintain a wide variety of healthy, accessible communities with unique local character.

The overarching goal of the development patterns policies is: "The region will focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character. Centers will continue to be a focus of development. Rural areas and natural resource lands will continue to be vital parts of the region." This goal is supported by goals and policies structured around two separate topic areas: land use; and elements of orderly development.

- The land use topic area has 11 subtopic areas, nine goals, and 30 policies. The following subtopics are addressed in the land use topic area:
 - The urban growth areas subtopic area goal is: "The region will promote the efficient use of land, prevent urbanization of rural and resource lands, and provide for the efficient delivery of services within designated urban growth areas." This goal is supported by two policies that call for regionalizing the process for setting the urban growth area line, and for maximizing the development potential of existing urban lands.
 - The growth targets subtopic area goal is: "The region, countywide planning bodies, and local jurisdictions will work together to set population and employment growth targets consistent with the regional vision." This goal is supported by two policies that call for using a consistent process for employment, housing and regional centers targets, and for focusing growth first in urban areas.
 - The urban lands regional growth centers subtopic area goal is: "The region will direct growth and development of a limited number of designated regional growth centers." This goal is supported by three policies that call for focusing growth in designated regional centers, providing a regional framework for designating regional centers, and giving funding priority in regional and countywide sources to designated regional centers.
 - The urban lands regional manufacturing/industrial centers subtopic area goal is: "The region will continue to maintain and support viable regional manufacturing/industrial centers to accommodate manufacturing, industrial, or advanced technology uses." This goal is supported by three policies that call for focusing employment growth in designated regional centers, providing a regional framework for designating regional centers, and giving funding priority in regional and countywide sources to designated regional centers.
 - The urban lands other centers, including countywide and local centers subtopic area goal is: "Subregional centers, such as those designated through countywide processes or identified locally, will also play important roles in accommodating planned growth according to the regional vision. These centers will promote pedestrian connections and support transit-oriented uses." This goal is supported by three policies that call for encouraging centers in all jurisdictions, creating a common framework for designating these centers through the countywide planning process, and directing county-level and local funding to these centers.
 - The two policies in the urban lands compact urban communities and redevelopment opportunities subtopic area call for compact and complete urban communities outside of centers, and for reusing brownfields and other underutilized lands.
 - The two policies in the urban lands cities in rural areas subtopic area call for focusing growth in rural areas into neighboring cities and for promoting transit service into existing rural area cities.
 - The urban lands unincorporated subtopic area goal is: "All unincorporated lands within the urban growth area will either annex into existing cities or incorporate as new cities." This goal is supported by three policies that call for affiliation of all unincorporated urban growth areas for annexation, a preference for annexation over incorporation, support for joint planning between cities and counties, and for coordinating on service provision.
 - The rural lands subtopic area goal is: "The region will permanently sustain the ecological functions, resource value, lifestyle, and character of rural lands for future generations by limiting the types and intensities of development in rural areas." This goal is supported by eight policies that call for land use management practices to minimize environmental impacts, not allowing urban net densities in these areas, avoiding new fully contained communities and creating a regional review role for any proposals, avoiding the construction of urban-levels of infrastructure or new highways and major roads, and supporting agriculture and forestry within rural areas. They also call for development to be rural in character and focused in existing communities and rural activity
 - The resource lands subtopic area goal is: "The region will conserve its natural resource land permanently by designating, maintaining and enhancing farm, forest, and mineral lands." This goal is supported by four policies that call for protecting these lands (as well as open spaces and critical areas), using best management and sustainability approaches, avoiding conversion to other uses, and ensuring that these lands are not adversely affected by incompatible adjacent land uses.

- The elements of orderly development and design topic area has five subtopic areas, two goals, and 25 policies. The following subtopics are addressed in the elements of orderly development topic area:
 - The regional design subtopic area goal is: "The region will use design to shape the physical environment in order to create more livable communities, better integrate land use and transportation systems, and improve efforts to restore the environment." This goal is supported by 10 policies that call for protection of important visual, historic and cultural resources, and promoting high-quality urban design and a diverse range of building and community types that create a sense of community and place. For infrastructure, the policies creating community through investments in parks, civic and public places, and transportation infrastructure, and for following natural boundaries and linear systems that cross jurisdictional boundaries in the placement of infrastructure.
 - The built environment and health subtopic area goal is: "The region's communities will be planned and designed to promote physical, social and mental well-being so that all people can live healthier and more active lives." This goal is supported by five policies that call for non-motorized friendly design, addressing health in planning documents and processes, coordination between the public-private-nonprofit sectors, healthy building design guidelines, and supporting local food production.
 - The three policies in the *innovative techniques* subtopic area call for using conservation mechanisms to focus growth inside the urban area and protecting rural and natural resource areas, encouraging healthy buildings and a broader range of building types, and for streamlining regulations.
 - The three policies in the *incompatible land uses* subtopic area call for avoiding incompatible land use and encroachment near airports and military and industrial lands.
 - The three policies in the *concurrency* subtopic area call for programs that consider a variety of comprehensive plan level goals, as well as using a multimodal approach and tailoring programs for centers and transit-supported areas.

Summary of Actions and Measures. Regional actions established to implement the land use provisions include: creating a regional framework for urban growth area adjustments; regularly evaluating regional development patterns and centers development; pursuing additional funding to assist with centers development; developing common frameworks for identifying subregional and local centers and for conducting buildable lands analyses; updating the inventory of industrial lands; and developing compatible approaches for setting housing and employment targets.

County level actions include developing strategies for cleanup and redevelopment of underutilized sites such as brownfields and low-density retail strips along thoroughfares, and developing approaches to reconcile different standards for development and infrastructure in unincorporated urban areas, especially in areas already identified for future annexation. Local actions include identification of underused lands, developing regional growth center plans, and establishing mode split goals for each center.

Actions established to implement the *orderly development* provisions include: developing best practices for sustainable design; advancing development practices and improvements in mobility that contribute to physical, social and mental well-being; crafting a regional approach to purchasing and transferring development rights; and providing guidance for addressing multimodal approaches to concurrency.

Monitoring efforts include setting targets for cities and centers, tracking new transportation and infrastructure investments in centers, assessing the distribution of new building permits in relation to different regional geographies such as natural resources areas, and monitoring efforts related to health and orderly development that include assessments of body mass indexes across the region.

Environmental Effects. The development patterns goals and policies provide additional guidance for the implementation of the Preferred Growth Alternative, with many policies emphasizing a regional framework or other collaborative mechanism. The 10 goals and 56 policies in the Development Patterns section envision a more integrated approach to development. This includes a stronger regional role in many areas and consistency with the regional growth strategy. This includes distributing growth in the context of protecting natural resource and critical areas, concentrating growth inside the urban growth area, inside cities, and inside regional and countywide centers, improving jobs-housing balance at the regional geography and county levels, and capping growth in rural areas, at levels similar to those set in existing plans for 2022/2025.

The policies also support interdisciplinary planning and design measures, helping to implement the impact mitigation and avoidance measures identified in the Final Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation* and *Chapter 6 - Environmental Justice*. This includes policies providing for creating living environments and communities that will support healthy lifestyles, and avoiding impacts to natural resources. This would result in actions that minimize impacts from any of the growth alternatives.

4. HOUSING

<u>Purpose of Policies</u>. The Housing section has been made into a stand-alone section in VISION 2040, whereas it was part of the Development Patterns section in the earlier draft. The Housing section responds to the Growth Management Act's requirements for providing sufficient housing for all economic segments of the region's population.

<u>What VISION 2020 Says.</u> The housing provisions in VISION 2020 were brief and primarily promoted a variety of "housing types to meet the needs of all segments of the population" The strategy recognized that rural areas are diverse and sought to preserve rural character by "protecting and enhancing" natural areas and low-density living areas (page 33). VISION 2020 addressed (1) permitted land uses in rural areas, (2) densities appropriate for rural character, (3) rural levels-of-service, and (4) interjurisdictional coordination.

<u>Policy Summary.</u> The housing topic area has one goal and nine policies. The goal is: "The region will preserve, improve and expand its housing stock to provide a range of affordable, healthy and safe housing choices to every resident. The region will continue to promote fair and equal access to housing for all people."

This goal is supported by policies that call for providing a range of housing that is affordable, maintaining an adequate supply of lower-cost housing, promoting home ownership opportunities for lower through moderate-income residents, encouraging coordination and partnerships, increasing housing supply in centers, supporting housing in centers with public funding prioritization, encouraging the use of innovate techniques to broaden the range of housing types available, and promoting housing that is accessible to employment.

<u>Summary of Actions and Measures</u>. A number of regional initiatives and strategies relate directly to <u>housing</u>. For example, the regional growth strategy is designed to influence the location of housing. Both policies and implementation actions related to setting targets provide mechanisms to translate population forecasts to housing units. Jurisdictions are to develop affordable housing targets, as well as housing targets for regionally designated centers. Provisions in the land use subsection and regional transportation policies are designed to leverage regional funding to support housing development in centers.

Additional regional level actions established to implement the housing provisions as part of VISION 2040 include: developing a comprehensive regional housing strategy; setting targets for housing; developing local housing production and implementation strategies and plans; and providing technical assistance by the Regional Council to local governments. The Regional Council will work with its member jurisdictions to integrate these various efforts into their local housing elements, to make the whole process for addressing housing more transparent.

Monitoring efforts related to housing include tracking efforts to develop and implement a regional housing strategy, assessing the distribution of housing permits, and assessing the supply and distribution of ownership and rental housing opportunities.

Environmental Effects. The effects of the policies and actions related to housing are meant to help implement the regional growth strategy. The policies seek to ensure that a sufficient supply of housing, affordable to all economic segments, is made available. This would assist in minimizing impacts, such as discussed in *Chapter 5.1 - Population*, Employment, and Housing and Chapter 7 - Environmental Justice, including displacement, gentrification, or the need for longer-distance commuting are minimized. This would minimize impacts from any of the growth alternatives.

5. ECONOMY

Purpose of Policies. Economic prosperity is a necessary component in achieving our long-range vision. A healthy and growing economy provides good jobs and opportunity. It pays for vital public services such as education, criminal justice, and transportation. It allows us to support the arts, maintain our parks, and build our communities. It permits us to care and provide for our families and ourselves. It enables us to care for those who are vulnerable, protect the environment, and preserve the quality of life that makes the region uniquely livable.

What VISION 2020 Says. The economic strategy description identified a number of principles and objectives designed to address economic needs based on public-private perspectives, balancing these demands with public resources, and developing information to support decision-making. VISION 2020 emphasized business retention, expansion, and diversification through public-private coordination that helps to identify needs. It also recognized the unique business needs in centers, to enhance the viability of centers and complete communities by providing adequate housing, employment, amenities and transportation.

VISION 2020 called for supporting viable economic growth in rural areas and land use management practices that protect long-term productivity. It also discussed the need to identify transportation and communications investments that are necessary to support economic activity, accessibility, and the flow of people, information and goods. Finally, the economic provisions described the need to build a regional database to track the economy and support decision-making.

What's Changed and Why. Since the adoption of VISION 2020, the Regional Council has merged with the federally designated Central Puget Sound Economic Development District and has taken on new responsibilities. In 2004, the Regional Council launched the Prosperity Partnership to develop and take action on a four-county economic strategy. Members include businesses, port districts, nonprofit organizations, local governments, workforce development councils, chambers of commerce, economic development councils, educational institutions and others. The proposed revisions to the economic multicounty policies better align with the Regional Economic Strategy and its three main components:

- Economic Principles: (1) People living in the region have good jobs and earn good incomes, (2) Jobs are created by businesses, (3) Embracing the region's diversity is good for business, (4) The region has vibrant cities and thriving communities, (5) The region has a healthy and beautiful environment and a good quality of life, and (6) Regional collaboration on a shared economic agenda ensures the region's long-term sustainable economic prosperity.
- Foundation Initiatives: Linked to supporting the fundamental "economic foundations" of the economy, initiatives were developed for the areas of education, technology commercialization, new and small business support, tax structure, transportation, and social capital and quality of life.
- Cluster Initiatives: Five pilots were chosen to develop cluster-specific action initiatives. The five pilot clusters are aerospace, clean technology, information technology, life sciences and logistics and international trade.

Policy Summary. The economic policies focus on creating a prosperous and sustainable regional economy. They incorporate new focus areas, based on the Regional Economic Strategy. The policies are organized around the topics of business, people, and places. This new structure maintains many of the existing policies, but streamlines them while now addressing many new topics.

The overarching goal of the Economy section is: "The region will have a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life." This goal is supported by economic policies structured around three separate goals: business support, investing in people, and creating great places.

The business support goal is: "The region's economy prospers by supporting business and job creation." This goal is supported by seven policies that call for business retention and diversification, fostering a positive business climate through coordination, supporting established and emerging industry clusters, supporting trade-related activities, supporting small and local businesses, investing in infrastructure (particularly in centers), and encouraging responsible practices for all sectors.

- The investing in people goal is: "The region's economy prospers by investing in all of its people." This goal is supported by seven policies that call for creating widely-shared prosperity, ensuring high-quality and accessible education and job-training systems, address unique obstacles faced by disadvantaged populations and in distressed areas, supporting culturally and ethnically diverse communities, and recognizing the important role of arts and cultural institutions for the region's community life.
- The creating great places goal is: "The region's economy prospers through the creation of great central places, diverse communities, and high quality of life that integrates transportation, the economy and the environment." This goal is supported by eight policies that call for ensuring environmental quality while we grow, maintaining our unique regional assets and character, concentrating significant amounts of growth in centers, protecting our manufacturing centers, providing an adequate supply of housing near employment centers, using incentives to create a better balance between jobs and housing, and supporting economic development in rural and natural resource areas at an appropriate size and scale.

Summary of Actions and Measures. Actions established to implement the economic policies include: regular updates to the Regional Economic Strategy and the Prosperity Partnership's Implementation Actions; regional assessment of local economic development efforts and economic planning in policies and local comprehensive plans; a report on educational opportunities and access to education; maintenance of a regional economic data clearinghouse; and updated countywide policies and local comprehensive plan provisions addressing economic development.

Monitoring efforts related to the economy section include: Reporting progress in addressing Prosperity Partnership foundation and cluster initiatives, and action items; analysis of distribution of employer and job locations and unemployment rates subregionally, evaluation of real wages per worker by employment and industry categories and economic clusters; and tracking educational achievement indicators including the number of post-secondary degrees awarded per 1,000 individuals and high-school completion rates for targeted population groups.

Environmental Effects. The three goals and 22 policies in the Economy section all support an integrated and sustainable approach to economic prosperity and development. This section considers social, economic and environmental issues, and supports economic growth while preserving key regional assets and a high quality of life. The economic prosperity goals and policies provide additional guidance for the implementation of Preferred Growth Alternative, with policies focused on actions that would help implement the impact mitigation and avoidance measures identified in the Final Environmental Impact Statement, in Chapter 5 - Environmental Effects and Mitigation and Chapter 6 - Environmental Justice.

6. TRANSPORTATION

Purpose of Policies. The region's long-range transportation strategy is to establish a coordinated multimodal transportation system that is integrated with and support of region wide growth management planning objectives. To support the regional vision for focusing growth within the designated urban growth area, especially in identified centers, transportation facilities and programs must contribute to establishing a balanced transportation system that provides opportunities for travel options.

What VISION 2020 Savs. A hallmark of both VISION 2020 and Destination 2030 (the functional transportation plan), is the principle that land use and transportation are mutually supportive and therefore inextricably linked. The way land is developed affects mobility and accessibility — and vice versa. Both VISION 2020 and Destination 2030 have received national recognition for addressing land use and growth strategies as part of the overall transportation plan for the central Puget Sound region.

The transportation system in VISION 2020 and Destination 2030 connects multiple regional centers. Additional emphasis is also placed on improving total regional mobility within and between the region's diverse communities by preserving the basic elements of all transportation modal systems. These plans also recognize that transportation is a vital component of a vibrant and economically sound region. More recently, as the Regional Council has taken on the development of a regional economic strategy, there is recognition that each land use and transportation decision involves an economic nexus.

The transportation strategy in VISION 2020 called for developing a regional transportation system that provides a variety of travel options and creates opportunities for travel choices, including private automobile, public transit, ridesharing, walking and biking. The strategy called for changing the operating environment to make walking, biking and using transit attractive options to driving alone.

The overall goal of the existing transportation policies is to "develop a transportation system that emphasizes accessibility, includes a variety of mobility options, and enables the efficient movement of people, goods and freight, and information." About three dozen policies are arranged around four policy topics: (1) Optimize and Manage the Use of Transportation Facilities and Services, (2) Manage Travel Demand Addressing Traffic Congestion and Environmental Objectives, (3) Focus Transportation Investments Supporting Transit and Pedestrian-Oriented Land Use Patterns, and (4) Expanding Transportation Capacity Offering Greater Mobility Options.

What's Changed and Why. The existing policies have been reduced to 20 reworked policies, and thirteen new policies. The reworked policies now focus on single policy topics and have fewer redundancies and overlaps. The topics addressed in the new policies include safety, security, environmental justice, context-sensitive design, and railroad capacity. The sources of these topics are primarily federal or state transportation planning factors, or comments received during the environmental impact statement process.

Policy Summary.

The transportation policies focus on creating a cleaner, more efficient transportation system, and provide guidance to the region's metropolitan transportation plan - Destination 2030. The overarching goal of the Transportation section is: "The region will have a safe, cleaner, integrated, sustainable, and highly efficient multimodal transportation system that supports the regional growth strategy, promotes economic and environmental vitality, and contributes to better public health." This goal is supported by transportation 33 policies that are structured around three separate goals: maintenance and safety, supporting the growth strategy, and providing greater options and mobility.

- The maintenance and safety goal is: "As a high priority, the region will maintain, preserve, and operate its existing transportation system in a safe and usable state." This goal is supported by eight policies. These call for providing safe and efficient systems, effective maintenance programs, investments in non-capital improvements, and improving safety. Additionally, under the heading "sustainable transportation", the policies call for fostering a less-polluting system, promoting non-polluting and energy efficient modes, developing a system that minimizes health impacts, and developing disaster preparation approaches.
- The supporting the growth strategy goal is: "The future transportation system will support the regional growth strategy by focusing on connecting centers with a highly efficient multimodal transportation network." This goal is supported by 14 policies that fall under four sub-topic areas: Coordination, Centers and Compact Communities, Freight, and Context and Design.
 - Coordination: These two policies call for coordination of planning efforts, and promoting good development practices and supportive public investments (particularly in regional centers)
 - Centers and Compact Communities: These six policies call for prioritizing projects in the urban growth area, giving funding priority to centers, considering economic impacts, providing facilities that are safe and convenient, and for supporting multimodal investments.
 - Freight: These For freight, these three policies call for considering all levels of system continuity, improving existing investments, and coordinating on railroad capacity plans.
 - Context and Design: These three policies call using context-sensitive and urban design approaches, for reducing impacts from facilities, and avoiding negative impacts on people.
- The providing greater options and mobility goal is: "The region will invest in transportation systems that offer greater options, mobility, and access in support of the regional growth strategy." This goal is supported by 11 policies that call for encouraging investments in alternative modes to increase the proportion of trips made by these modes, providing for special needs transportation, and increasing efficiency and strategic capacity investment through the use of cost-benefit analysis of projects. The policies also call for the expansion of key facilities that connect the region to nation and world markets, limiting facilities in rural and natural resource areas, preserving rights-of-way for future high-capacity transit investments, partnering to support freight and air transportation capacity, integrating modal connections, and promoting use-based financing methods.

Summary of Actions and Measures. Actions established to implement the transportation policies include: Regular updates to and implementation of the region's Metropolitan Transportation Plan; Reports and recommendations for regional congestion relief strategies, including new system management approaches and technologies; system safety trend reports; updates to the Coordinated Transit-Human Services Transportation Plan, (5) freight and goods transportation recommendations; guidance for transit agency long-range plans and for local comprehensive plans regarding transit; a regional ferry service plan; revised provisions for the Regional Council Policy and Plan Review Process; updates to regional aviation plans and strategies; recommendations for Commute Trip Reduction and other demand management programs; determination of the Regional Council's role in disaster response and recovery; updated policy guidance and evaluation criteria for the Regional Council's transportation funding processes to align with the regional growth strategy and policies related to health and greenhouse gas emissions; projects to coordinate planning with state agencies to seek to ensure that investments align with the regional growth strategy, and an updated Regional Bicycle and Pedestrian Implementation Strategy.

Monitoring efforts related to transportation will include: Evaluation of the type, location and distribution of transportation investments; reports on travel mode shares by type and location; reports on traffic volumes, transit boardings, travel times, and delay; and measuring total and per capita vehicle miles traveled at a variety of geographies.

Environmental Effects. The transportation goals and policies provide additional guidance for transportation strategies and investments needed to implement the Preferred Growth Alternative, with policies focused on actions to provide transportation infrastructure and planning process that would help support the regional growth patterns defined by the Preferred Growth Alternative. The three goals and 33 policies in the Transportation section all support an integrated, multimodal - and intermodal approach to transportation. The multicounty planning policies relating to transportation also provide guidance and direction to the long-range transportation plan for the four-county region, Destination 2030.

It is anticipated that by streamlining and refining the transportation-related policies, the direction for other facets of regional transportation planning and regional decision-making will be clearer and more specific. In addition, cities and counties should be able to better understand and work with regional planning provisions at the local level, including certification requirements. These actions would help implement the impact mitigation and avoidance measures identified in the Final Environmental Impact Statement, in Chapter 5 - Environmental Effects and Mitigation and Chapter 6 - Environmental Justice.

7. PUBLIC SERVICES AND FACILITIES

The discussion of public services and facilities in the 1995 VISION occurs primarily in two sections: Contiguous and Orderly Development (see discussion above under Development Patterns) and Regional Capital Facilities. The current document discusses public services and facilities in very general terms. There is little mention of specific types of services; there are only limited references to health and human services facilities, parks, and wastewater facilities. One policy calls for developing a process for siting regional public facilities — which has not been completed (RF-3.2).

Purpose of Policies. Ensuring that people have adequate services and facilities is essential to maintaining the health, safety, and economic vitality of our communities. The Growth Management Act now requires that needed facilities and services to serve the desired growth pattern be identified and that financing be identified. In order to curb sprawl and leapfrog development, urban services are not to be provided in rural areas.

What VISION 2020 Says. The discussion of public services and facilities in VISION 2020 occurred primarily in two sections: Contiguous and Orderly Development (see discussion above under Development Patterns) and Regional Capital Facilities. There was little mention of specific types of services; there were only limited references to health and human services facilities, parks, and wastewater facilities. One policy called for developing a process for siting regional public facilities — which has not been completed.

The VISION identified "key urban services" as water, sewer, fire and police protection, schools, library and transportation. It was noted that the region's rapid growth has often outpaced our ability to provide services. Moreover, services and facilities have not consistently served fiscal and environmental objectives, and other adopted policy goals.

<u>What's Changed and Why.</u> While VISION 2020 identified a number of key urban services in the text, the policies tended to talk about public services and facilities in broad, generalized terms. The revised policies in VISION 2040 have been expanded to provide policy guidance for specific service and facility areas.

Policy Summary. The overarching goal of the public services and facilities policies is: "The region will support development with adequate public facilities and services in a coordinated, efficient and cost-effective manner that supports local and regional growth planning objectives." This goal is supported by public services and facilities policies structured around three separate subtopic areas: services in general, services by type, and siting facilities.

- The six policies in the <u>services</u> in general subtopic area call for providing facilities and services while protecting the environment, using investments to guide growth, reducing demand through conservation, and encourage the consolidation or dissolution of special districts. In rural areas, they call for not providing urban levels of service, and for providing facilities and services at an appropriate size and scale.
- The ten policies in <u>services by type</u> subtopic call for conservation measures for *solid waste collection and disposal.*There are also four policies related to sanitary sewer, septic and stormwater management systems that call for conservation measures, and transitioning from septic to sewer systems, for using reclaimed water, and for replacing failing septic systems within the urban growth area. Policies related to energy supply call for renewable energy resources, and conservation, and policies related to telecommunications calls for consistency with the regional growth strategy. There are two policies related to public safety and emergency services that call for coordination and locating facilities near centers and transit.
 - Under services by type, there is one goal, and four policies related to water supply. The goal is: "Residents of the region will have access to high-quality drinking water that meet or are better than federal and state requirements." The four policies call for additional water supply, interagency coordination, reduction of consumption, and protecting water supply sources.
- There are four policies under the <u>siting facilities</u> subtopic area. Two policies related to <u>schools</u>, <u>institutions</u>, <u>and other community facilities</u> call for siting facilities in urban areas or, for rural-serving facilities, in neighboring cities. The two policies related to <u>regional capital facilities</u> call for reducing impacts, balancing location among jurisdictions, and favoring sites within the urban area.

<u>Summary of Actions and Measures</u>. Regional actions established to implement the public services provisions include: taking steps to bring special service district planning into compliance with local and regional growth management goals and objectives; determining the role of the Regional Council in water supply planning; working with energy supplies in planning for future development needs; and monitoring the availability of telecommunications infrastructure. Local actions include monitoring special service district plans for consistent with growth management planning, improving coordination between planning and the capital improvement programming of special service districts such as schools; and looking for opportunities to co-locate municipal and special service district facilities.

The one monitoring measure related to public services has been moved to the General Policies section, and relates to measuring the adequacy of infrastructure capital and operating financial resources to support growth.

Environmental Effects. The Public Services and Facilities section provides additional guidance for developing the services and infrastructure needed to implement the Preferred Growth Alternative, with policies focused on actions that would help support the regional growth patterns defined by the Preferred Growth Alternative. The goals and policies in the Public Services and Facilities section seek to assure that development happens in a contiguous and orderly fashion, services and facilities must be provided in a manner that is timely and adequate to meet needs, while conserving natural and financial resources and supporting local and regional growth management objectives. These provisions would help implement the impact mitigation and avoidance measures identified in the Final Environmental Impact Statement, in Chapter 5 - Environmental Effects and Mitigation and Chapter 6 - Environmental Justice.

While none of the goals and policies directly changes existing service structures, planning processes, or project approvals, they would have the potential to lead to higher standards for the provision of public services and facilities, particularly in the less dense areas of the region, such as unincorporated urban growth areas. While this could increase costs for individual developments, it would also help to minimize other impacts (particularly for the natural environment) that can occur with growth.

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1011 Western Avenue, Suite 500 Seattle, Washington 98104-1035 206-464-7090 • fax 206-587-4815 psrc.org

