

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

## CITY OF ALGONA COMPREHENSIVE PLAN

September 24, 2015



### BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.<sup>1</sup> This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

### DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of Algona, adopted by the city on June 9, 2015. PSRC last certified the Algona comprehensive plan in June 2006. PSRC staff reviewed the 2015 comprehensive plan and coordinated with city staff in the development of this report.

### CERTIFICATION RECOMMENDATION

Based on the review of the City of Algona comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

**The Puget Sound Regional Council certifies that the transportation-related provisions in the City of Algona 2015 comprehensive plan conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.**

The remainder of this report contains a summary of the PSRC review of the City of Algona comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and Local Comprehensive Plan Checklist, is listed in high level bullets. Discussion in each topic area highlights

<sup>1</sup> The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

exemplary provisions of the plan, as well as issues identified through the certification review where future work is needed to more fully address VISION 2040, Transportation 2040, or GMA planning requirements.

## Part I: Conformity with Growth Management Act Transportation Planning Requirements

### SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

**Land use assumptions and forecasts of travel demand** that are internally consistent and consistent with growth targets.

**Service and facility needs**, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

**Financing and investments**, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

**Intergovernmental coordination** with neighboring cities, counties, and regional and state agencies.

**Demand management**, including programs to implement the Commute Trip Reduction Act.

**Pedestrian and bicycle planning**, including project funding and capital investments, education, and safety.

**Land uses adjacent to airports**, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses the transportation planning requirements of the GMA and includes adequate air quality policies and provisions. Highlights include:

- The plan promotes nonmotorized travel by planning for new sidewalks and bike facilities and the maintenance of those facilities (TR-5.1-5.4).
- Policies TR-9.3 and TR-9.5 call for the city to support transportation demand management strategies such as carpooling, subsidized transit passes, and staggered work schedules through encouragement, education and providing assistance.

### DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comment at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- Freight routes are an important part of the transportation system and should be inventoried and planned for in comprehensive plan transportation elements. Any existing designated freight routes should be inventoried in the transportation element. For information on how to consider the freight system in the transportation element, see the Washington State Department of Commerce's Transportation Element Guidebook, pages 85-88 (<http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf>).

- The Growth Management Act (see RCW 36.70A.070(6)) requires that local comprehensive plans include a multiyear transportation financing plan for how the jurisdiction will meet the mobility needs identified for the planning period. The financing plan should include a list of investments to meet transportation needs over the planning period, estimated costs for those investments, estimated probable revenues available to the local jurisdiction, and a reassessment strategy in the event revenues fall short of costs. While the plan’s transportation element addresses many of these requirements, including a 6-year Transportation Improvement Program, the city should more fully address financing for identified needs, including:
  - Providing cost estimates for roadway, pedestrian, and bicycle improvements identified through the 2035 plan horizon.
  - Developing a forecast of probable funding resources for transportation through the 2035 plan horizon.
  - Providing an analysis of the sufficiency of funding resources compared to estimated costs of identified improvements, including maintenance.
  - Revising and expanding on the current reassessment strategy to address steps the city could take to close the gap between costs and revenues, such as demand management strategies to reduce the need for – or estimated cost of – improvements, pursuing new revenues, reducing the level-of-service standard, and changes to the land use element to reduce the need for improvements.

Further guidance on how to address the financial analysis in the plan can be found in the Department of Commerce’s [Transportation Element Guidebook](#). The guidebook discusses finance on pages 202 through 212.

## Part II: Consistency with Regional Plans and Policies

### OVERVIEW

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region’s long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region’s residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

### VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The city describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040.

## Environment

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

**Stewardship**, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

**Earth and habitat**, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

**Water quality**, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

**Air quality and climate change**, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan addresses many of the environmental policy topics in VISION 2040. Highlights include:

- In policy TR-4.1, the city makes a commitment to protecting publicly and privately owned natural preserves and parks and recreation areas identified as critical wildlife habitat.

### DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comment at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- VISION 2040 MPPs-En-13 and 14 call for maintaining natural hydrological functions within the region's ecosystems and watersheds and, where feasible, restoring them to a more natural state. The plan should be amended to address this policy, including restoration, in the natural environment element or other element.
- The MPPs in VISION 2040 and the strategies in Transportation 2040 call for reducing greenhouse gas emissions and adapting to impacts related to climate change. See page 42 of VISION 2040 for an overview of climate change and related policies and page 34 in Transportation 2040 for information on the four-part greenhouse gas reduction strategy (land use, user fees, choices, and technology). The plan already includes policies that support positive actions to reduce greenhouse gases, such as promoting energy conservation and alternative energy sources. However, the plan should be strengthened by adding policies on climate change and policies and provisions that support additional strategies such as urban forestry provisions, emissions reductions from municipal operations, and additional transportation demand management strategies. Helpful information on identifying emissions-reducing strategies can be found in the [Washington State Climate Change Resources](#), [Washington State Integrated Climate Change Response Strategy](#), and [PSRC Climate Change Information](#).

## Development Patterns—including the Regional Growth Strategy

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

**Urban areas**, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

**Centers**, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

**Unincorporated urban areas**, including policies that advance annexation and orderly transition of governance.

**Resource lands**, including identification of steps to limit development.

**Regional design**, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

**Health and active living**, addressing healthy environment, physical activity and well-being, and safety.

#### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city's comprehensive plan effectively addresses the development patterns policies in VISION 2040.

Highlights include:

- ☑ Policy LUP-3.1 supports the efficient use of urban land by encouraging innovative design options.
- ☑ Policy LUP-3.2 prioritizes investments in improvements that foster growth, maintain current infrastructure, serve population concentrations, and promote targeted changes in land use densities.
- ☑ Policies LU-7.1 through 7.9 encourage industrial development that strengthens the local economy through supporting complementary uses and businesses, protecting industrial land from encroachment by incompatible uses, and facilitating the integration and/or buffering of industrial development with adjacent non-industrial areas.

#### **DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for further work under the topic of development patterns to better align the plan with regional guidelines and principles.

## **Housing**

#### **SCOPE OF REVIEW**

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

**Increased housing production opportunities**, including diverse types and styles for all income levels and demographic groups.

**Affordable housing needs**, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

**Regional housing objectives** in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

#### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city's comprehensive plan effectively addresses the housing provisions in VISION 2040. Highlights include:

- ☑ Policy HU-1.1 encourages the use of affordable housing techniques and incentives to assure housing opportunities for people of all incomes, ages, and assistance needs.
- ☑ Policies HU-2.1 through 2.8 ensure an adequate choice of living accommodations in Algona by providing for a range of housing types.
- ☑ Policy HU-5.2 allows for clustering and smaller lot sizes in return for protection and rehabilitation of sensitive areas.

## DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- RCW 36.70A.070(2)d and MPP-H-2 require jurisdictions to plan for sustaining and expanding a sufficient supply of housing to meet the needs of households of all incomes by enacting policies that promote affordable housing preservation and development. The housing needs assessment should be strengthened to address a more complete range of indicators, including: assessment of special needs population, household size, and race and ethnicity. An updated needs assessment will demonstrate the existing and future need and may influence the direction of housing element policies and goals.
- Since nearly 15% of the Algona housing stock is comprised of manufactured housing—a critical source of affordable ownership housing— existing policies, such as HU-1.3 and policies under Goal HU-4, should be expanded to focus on preserving and rehabilitating manufactured housing. This is especially important since the share and number of manufactured units in Algona has decreased since 2005. For more information on housing issues, see PSRC’s [housing webpage](#).

## Economy

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses business, people, and places.

**Retention and recruitment efforts** that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

**Equitable benefits and impacts**, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

**Adequate housing growth in centers** through collaboration with the private sector and through the provision of infrastructure.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan effectively addresses the economy policies in VISION 2040. Highlights include:

- ☑ Policy ED-4.2 encourages the use of incubator facilities to attract start-up businesses.
- ☑ Policy ED-5.4 directs the city to work with appropriate local and regional human resource and social service agencies to provide programs for underemployed and unemployed persons in the community.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work under the topic of economy to better align the plan with regional guidelines and principles.

## Transportation

### SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

**Maintenance, management, and safety**, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.



**Support for the Regional Growth Strategy**, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

**Improved transportation options and mobility**, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

**Linking land use and transportation**, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

#### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city's comprehensive plan effectively addresses the major transportation emphases in VISION 2040 and Transportation 2040. Highlights include:

- Policies TR-5.1 through 5.11 support the development of a transportation network that promotes livability, pedestrian orientation, high quality design, physical activity and limits stress factors such as noise pollution and traffic congestion.
- Policy TR-9.2 promotes public education efforts aimed at reducing transportation-related activities that increase air pollution.
- Policy TR-5.8 commits the city to reducing the accident rate on city roads by at least five percent below the base 2011 - 2014 conditions and seeks the elimination of serious injuries and fatalities.

#### **DISCUSSION: AREAS FOR FURTHER WORK**

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- Transportation and other plan elements have many policies supportive of walking, biking and transit. The Growth Management Act requires level of service standards for all locally owned arterials and transit routes, and the MPPs call for other modes, such as biking and walking, to be addressed through this approach. This will help with the evaluation of needs when comparing the inventories to the standards, as well as multimodal concurrency requirements. The Washington State Department of Commerce's Transportation Element Guidebook has information on how to set level of service standards and identify system needs (pages 143-150 and 183-189). (<http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf>).
- The multicounty planning policies call for protecting the transportation system against disaster and developing prevention and recovery strategies for disasters. If such work has been completed by the city, such as an emergency management plan, these efforts should be incorporated in the transportation element (MPP-T-8).

## **Public Services**

#### **SCOPE OF REVIEW**

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

**Promote more efficient use of existing services**, such as waste management, energy, and water supply, through conservation--including demand management programs and strategies.

**Promote renewable energy and alternative energy sources.**

**Plan for long-term water needs**, including conservation, reclamation and reuse.

### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city's comprehensive plan effectively addresses the public services provisions of VISION 2040. Highlights include:

- ☑ Policy UT-1.8 directs the city to employ a “State of Good Repair” principle in maintaining its capital facilities to avoid more major capital repair needs in the future.
- ☑ Policies UT-2.1 through 2.4 encourage energy conservation through measures such as conversion to more efficient technologies and fuels.

### **DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for further work under the topic of public services to better align the plan with regional guidelines and principles.

### **Conclusion**

PSRC staff thank the city for working through the plan review process. PSRC is available to provide assistance for future plan updates and additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the city has questions or needs additional information, please contact Erika Harris at 206-464-6360 or [eharris@psrc.org](mailto:eharris@psrc.org).