



# Puget Sound Regional Council

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## **City of Orting 2017 Comprehensive Plan Update**

- 1) Certification report dated January 16, 2018 (see page 2). As of this Executive Board action taken at the February 22, 2018 meeting, the City of Orting comprehensive plan is now fully certified for consistency with the transportation-related provisions of the Growth Management Act, VISION 2040, and Transportation 2040.
- 2) Certification report dated September 24, 2015 (see page 3). This report summarizes complete review of the 2015 comprehensive plan update and a certification condition for the city to address by December 31, 2017.

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION



## CITY OF ORTING COMPREHENSIVE PLAN

January 16, 2018

### BACKGROUND

PSRC conditionally certified the City of Orting's 2015 periodic update of the city's comprehensive plan on October 29, 2015. In January 2018, the city adopted amendments to the plan that address the conditions and resubmitted the plan for further review and full certification.

### CERTIFICATION RECOMMENDATION

Based on the review of the 2017 City of Orting comprehensive plan amendments, 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 Orting 2017 comprehensive plan amendments conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.**

### 2017 COMPREHENSIVE PLAN AMENDMENTS

The September 24, 2015 certification report noted that while the plan includes notable policies that address pedestrian and bicycle facilities, additional work is needed to complete the pedestrian and bicycle component of the transportation element (RCW 36.70A.070(6)(a)(vii), WAC 365-196-430(2)(j)). Specifically, the component must include a plan for future pedestrian and bicycle networks that connect residential and employment areas with community and regional destinations and schools.

The 2017 plan amendments include new and revised policies supporting the implementation of bicycle and pedestrian facilities (Pol. T 15, Pol. T 43). The city also developed a nonmotorized plan and included it in the updated transportation element. The nonmotorized plan includes an inventory of bicycle and pedestrian facilities, a framework for prioritizing nonmotorized improvements, a nonmotorized improvements project list and financial strategy, and a discussion of emergency evacuation routes for people traveling by foot or bicycle. The amended plan demonstrates consistency with the GMA in planning for nonmotorized travel.

### Conclusion

PSRC staff worked closely with the city as they drafted the plan amendments that address the conditions for certification. If the Executive Board acts as recommended, the plan will no longer have conditions on its certification. PSRC looks forward to working with the city on future planning efforts and will continue to provide guidance and technical assistance on any further amendments to the plan, subarea plans, or functional plans developed in response to additional issues identified through the PSRC certification review.

Additional background and resources can be found in the [City of Orting 2015 PSRC Plan Review and Certification Report](#) and on the PSRC website at <https://www.psrc.org/our-work/plan-review>. Questions should be directed to Laura Benjamin at 206-464-7134 or [lbenjamin@psrc.org](mailto:lbenjamin@psrc.org).

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

## CITY OF ORTING 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 Orting, adopted by the city on July 8, 2015. PSRC last certified the city of Orting's 2004 comprehensive plan in January 2006. PSRC staff reviewed the updated 2015 comprehensive plan and coordinated with city staff in the development of this report.

### CERTIFICATION RECOMMENDATION

Based on the review of the City of Orting 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 conditionally certifies that the transportation-related provisions in the City of Orting 2015 comprehensive plan update conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.**

**Conditional status is in place until the city completes a pedestrian and bicycle component (see details on page 3) according to the following schedule:**

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<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.

1. **Orting City Council adoption of a resolution or scope of work that addresses the condition identified on page 3 by March 1, 2016.**
2. **Submission of a draft transportation element and supporting documents that addresses the condition to PSRC for review in advance of adoption.**
3. **Once the condition is adequately addressed, submission of the adopted and amended transportation element and supporting documents by June 30, 2017 for review and certification by PSRC.**

**The city acknowledges and understands these conditions.**

The remainder of this report contains a summary of the PSRC review of the City of Orting comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and [checklist for local comprehensive plans](#), is listed in high level bullets. Discussion in each topic area highlights 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, and 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 many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- The plan includes notable policies in the transportation, land use, and other elements that support and encourage safe and efficient pedestrian and bicycle travel, including identifying nonmotorized facility improvements on school walk routes, orienting nonresidential uses within the town center toward the

pedestrian, and requiring new development to ensure safety, comfort and convenience of pedestrians and bicyclists. Policies that require safe, attractive, and accessible sidewalks on all streets as well as on-street bicycle facilities on all arterial streets are particularly notable.

- Policies calling for the city to coordinate transportation planning with adjacent jurisdictions, as well as an overview of roadway projects currently planned or under consideration by Pierce County and WSDOT.

#### **DISCUSSION: CONDITIONS FOR CERTIFICATION**

The city must address the following provisions of the Growth Management Act and VISION 2040 in order to maintain certified status:

- While the plan includes notable policies that address pedestrian and bicycle facilities, additional work is needed to complete the pedestrian and bicycle component of the transportation element (RCW 36.70A.070(6)(a)(vii), WAC 365-196-430(2)(j)). Specifically, the component must include a plan for future pedestrian and bicycle networks that connect residential and employment areas with community and regional destinations and schools.

For more information about developing a pedestrian and bicycle component see the Commerce [Transportation Element Guidebook](#) (pages 115-139), the PSRC [Active Transportation Plan](#), and other helpful resources on PSRC's [plan review resources webpage](#).

#### **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:

- The plan should clarify that the level-of-service standard for SR 162 (Washington Ave), which as a Highway of Regional Significance is adopted by PSRC, is “D” as defined by the latest edition of the Highway Capacity Manual. The plan appears to incorrectly reference level-of-service standards for SR 162 in policy T 27 on page T-5 of the transportation element (“Maintain intersection level-of-service (LOS) according to the following standards: a. LOS C on arterial intersections in the Mixed-Use Town Center [which includes SR 162], b. LOS D on all other arterial intersections”) and in discussion on page T.App-26 (“the city affirms the establishment of LOS “C” for SR 162, a Highway of Regional Significance”). For more information, see PSRC's [level-of-service webpage](#).
- 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. The plan's transportation element addresses many of these requirements, including a list of roadway projects identified for the planning period and identification of general funding sources for those projects; however, the city should more fully address financing for identified needs, including:
  - Develop a forecast of probable funding resources for transportation through the plan horizon
  - Provide an analysis of the sufficiency of funding resources compared to estimated costs of identified improvements, including maintenance.

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

- In addition to a plan for future pedestrian and bicycle networks referenced in the condition for certification, the city should add additional detail to the pedestrian and bicycle component, including:
  - A map of existing pedestrian facilities (e.g., sidewalks, crosswalks, multiuse paths) and bicycle facilities (e.g. bike lanes, shared use paths, paved road shoulders, bicycle crossings)

- Identification of priority needs for improvements (e.g., gaps, locations with safety concerns or high travel demand)
- A project list of priority bicycle and pedestrian improvements and programs, including stand-alone projects that address identified gaps, including a financing plan
- VISION 2040 calls for level-of-service standards to be focused on the movement of people and goods instead of only the movement of vehicles (MPP-DP-54), and for concurrency programs to address multimodal transportation options – both in assessment and mitigation (MPP-DP-55). The city has tailored its level-of-service standards to support development in the downtown area, consistent with MPP-DP-56. The city should build on this concept and also work to address multiple modes in the city’s concurrency program, including focusing level-of-service standards on the movement of people and goods instead of only on the movement of vehicles. For more information see the Department of Commerce’s [Transportation Element Guidebook](#) (pages 140-160) and PSRC’s list of [concurrency resources](#).

## 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. VISION 2040 calls for local comprehensive plans to contain a brief statement of how the plan addresses the multicounty planning policies. 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 plan includes references to VISION 2040 in the land use and transportation elements. The city is encouraged to continue to expand on these references in future updates to the plan. Examples of context statements are provided in PSRC’s [Plan Review Manual](#), page 2-1.

## 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 with strong goals and actionable policies. Highlights include:

- ☑ Policies that call for the city to seek to retain wetlands, river and stream banks, ravines, and other essential habitat areas as open space.
- ☑ Coordination of the city's Shoreline Master Program with other elements of the comprehensive plan, including a policy to ensure consistency between shoreline management provisions and other regulations.
- ☑ Policies calling for the city to consider air quality effects of future development in project review and when considering amendments to the comprehensive plan.

## 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:

- ☐ The multicounty planning policies 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 some policies that support positive actions to reduce greenhouse gases, such as developing a mixed-use downtown and increasing pedestrian and bicycle transportation options. However, the plan should be strengthened by adding policies on climate change and adding more specific provisions, such as promoting renewable energy, energy-efficient building, and additional transportation demand management measures into the plan. The city should also work to include an analysis of climate change impacts when conducting environmental review processes for future plan updates. 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 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 addresses the development patterns policies in VISION 2040 with a particular emphasis on planning for the city's downtown area. Highlights include:

- A focus on planning for a pedestrian-oriented, mixed-use downtown core that provides goods, services, and social activities for the Orting valley community.
- A thorough and helpful discussion of the status and context of downtown Orting as well as a particularly enlightening market analysis of the feasibility of various types of development under different regulatory scenarios.

### 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:

- The city should add discussion to the land use element that addresses the relationship between adopted growth targets, developable land capacity, and the amount of population and employment growth the city assumes for purposes of transportation planning, coordination with utility and other public facility and service providers, and neighboring jurisdictions.

## 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 addresses the housing provisions contained in VISION 2040. The plan incorporates a number of best housing practices that address identified housing needs. Highlights include:

- Strong overarching goals to provide for a range of housing choices and affordability levels to meet community needs.
- Planned land uses and zoning accommodate adopted housing growth targets and the plan (see policies H1 to H6) calls for the city to ensure the development regulations provide the opportunity for a variety of housing densities and housing types.

### 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:

- The growth management act (see RCW 36.70A.070(2), [WAC 365-196-410\(2\)\(c\)-\(e\)](#)) requires that comprehensive plans include an analysis of housing needs, including affordable housing. The needs analysis should be addressed in a regional context. The plan includes a housing appendix with a number of valuable data points that provide context for the housing policies. With future updates to the housing needs assessment, the city should reference Pierce County CPP AH-33, which calls for each local jurisdiction to plan for 25% of its future housing growth to be affordable to households earning 80% of



the countywide median income. This goal provides a framework for coordination in meeting housing needs and address MPP-H-2 which calls for “a sufficient supply of housing to meet the needs of low-income, moderate-income, middle-income, and special needs individuals and households that is equitably and rationally distributed throughout the region.” For more information, see PSRC’s [Housing Element Guide](#) and the Department of Commerce [Housing Element Guidebook](#).

## 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 provision of infrastructure.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan update contains a thorough and detailed economic development element that effectively addresses many of the economic provisions of VISION 2040. Highlights include:

- ☑ A thorough economic development baseline analysis that documents important characteristics of the city, describes the city’s competitive position, and evaluates the market potential for development in retail, office, industrial, and tourism sectors.
- ☑ Policies and detailed implementation strategies to support economic growth, promote the creation of family-wage jobs, promote the tourism and agriculture sectors, and promote infill and redevelopment of downtown Orting.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on economic development.

## 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 addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- Policies calling for the city to maintain a comprehensive street improvement plan that provides guidance for appropriate streetscapes based on the city’s functional classifications and that fit the context of the areas they serve.
- Policies calling for the city to maintain and monitor a scheduled street maintenance program and maintain a street utility to support system preservation, maintenance, and operations.
- Policies to ensure connectivity between adjacent developments, including minimizing the use of cul-de-sacs, dead-end streets, and other designs that reduce connectivity throughout the city.

#### **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:

- The city should be aware that widening of SR 162 is not a programmed project in Transportation 2040. Given that the roadway is already operating below the adopted level-of-service standard (“D” per the latest edition of the Highway Capacity Manual) for vehicles, the city is encouraged to continue working with Pierce County and WSDOT to develop appropriate transportation demand management strategies to mitigate congestion. For example, the city could complete planning work to ensure that safe and comfortable pedestrian and bicycle facilities are available to attract a greater share of local trips, move forward with parking management strategies identified in the transportation element for downtown, identify measures to promote carpooling and vanpooling, and coordinate planning with Pierce County to seek to reduce or mitigate additional impacts to SR 162.
- The city should work to develop policies and provisions that will ensure mobility choices for people with special transportation needs, including persons with disabilities, the elderly, youth, and low-income populations. For more information, see WSDOT’s [Americans with Disabilities Act resource page](#) and PSRC’s [Special Needs Transportation website](#).

## **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 update contains policies that address the public services provisions of VISION 2040. Highlights include:

- Policies calling for the provision of cost-effective and efficient water, stormwater, and sewer service to Orting and its service area.

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

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

## **Conclusion**

PSRC staff thanks the jurisdiction 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 Yorik Stevens-Wajda at 206-464-6179 or [ystevens-wajda@psrc.org](mailto:y Stevens-wajda@psrc.org).