

PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

CITY OF ROY COMPREHENSIVE PLAN

December 31, 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.¹ 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 major update to the comprehensive plan for the City of Roy, adopted by the city on August 24, 2015. PSRC last certified the Roy comprehensive plan in 2005. PSRC staff reviewed the comprehensive plan and coordinated with city staff in the development of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the City of Roy 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 Roy 2015 comprehensive plan conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.

¹ 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.

The remainder of this report contains a summary of the PSRC review of the City of Roy 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 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 Growth Management Act 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:

- ☑ Policies prompting coordination with neighboring jurisdictions and regional transportation agencies to identify potential options for public transit system expansion, to develop a highly efficient multimodal transportation network, and to prepare for disasters by developing prevention and recovery strategies (LU 10.1, T5.1, 6.2, 11.4, 14.1).
- ☑ Support of transportation demand management strategies, including actively pursuing the establishment of a park-and-ride facility, bike lanes, sidewalks, and pedestrian crossings along SR 507, encouraging development of vanpool and ride match programs, and promoting commute trip reduction practices (Goal T10, Policies T10.1-2).
- ☑ Policies and planned nonmotorized investments to increase pedestrian and bicyclist connectivity around Roy by linking residential neighborhoods, parks, open spaces, employment and civic centers, and shopping destinations (CC6.3, LU3.7, T6.2, 6.4, P1.6).

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(6) requires local plans to include a multiyear transportation financing plan for how each jurisdiction will meet the mobility needs identified for the 20-year planning period. While the plan provides important information such as projected 2015 city revenues, planned Transportation Facility Improvements for the next six years, along with their associated costs and funding sources, the city should more fully address financing for identified needs, including:
 1. Provide cost estimates for any improvements needed through the 2035 plan horizon.
 2. Develop a forecast of probable funding resources for transportation through the 2035 plan horizon.
 3. Provide an analysis of the sufficiency of funding resources compared to estimated costs of identified improvements, including maintenance, through the 2035 plan horizon.
 4. Create a reassessment strategy to address steps the city could take to close the gap between costs and revenues.

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

Part II: Consistency with Regional Plans and Policies

OVERVIEW

This section discusses consistency with the adopted MPPs (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 MPPs, 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 effectively 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 effectively addresses the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- ☑ Policies that emphasize the preservation and utilization of native vegetation in urban landscaping (CC5.4, 7.1, LU7.6-7, P1.5).
- ☑ Goals and policies to protect and provide habitat for wildlife by encouraging an increase in the amount of property permanently dedicated as open space (Goal P4, Policies P3.4, 4.1).
- ☑ Policy T12.1 supports strategies that reduce greenhouse gas emissions, including development of infrastructure to encourage the use of electric and low emission vehicles by including electric vehicle charging stations in new and substantially redeveloped public facilities.

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 the environment.

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:

- ☑ Goals and policies that accommodate expected population and employment growth in denser areas, especially along SR 507, to form a new Town Commons (Goal CC1, Policies CC1.1, LU2.7).
- ☑ Designation of the Roy Town Center as a Center of Local Importance, as well as prioritization of funding for multimodal transportation projects and other focused development within it (Goal LU6, Policies LU6.1- 3).
- ☑ A Community Character Element with goals and policies to preserve the city's history and enhance the sense of community within Roy (Goals CC2, 10; Policies CC4.2, 10.1-3, 10.5-9).

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 development patterns.

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 contained in VISION 2040.

Highlights include:

- ☑ Goals and policies that promote a mix of housing types and densities for households of various sizes, ages, and needs (Goals LU2, H2, 4; Policies LU2.1-4, H4.1-6).
- ☑ Housing strategies to provide environmental protection and accommodate growth, such as clustering, lot size reductions, innovative designs, and density bonuses (LU2.5, 7.3).
- ☑ Efforts to increase housing affordability for all economic segments of Roy's population (Goals H2-3; Policies H2.1-2, 3.3-5, 3.7-3.11, 3.13).

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 housing.

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 effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- ☑ Promotion of new businesses and home occupations in order to expand local economic opportunities for Roy residents and to meet their retail needs (LU2.9, 3.2).
- ☑ Policy LU3.10 encourages a combination of retail, office, and residential uses within commercial mixed-use areas that balances jobs and housing.

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:

- Consistent with VISION Ec-Action-6, the city should develop an economic development element that addresses the city's local circumstances, as well as multicounty planning policies on family-wage jobs, industry clusters, distressed areas, and disadvantaged populations (MPP-Ec-1, 3, 11, 12). PSRC's [Planning for Whole Communities Toolkit](#) has tools on enhancing economic opportunity.

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, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- ☑ Support of developing a safe, clean, and efficient transportation network that encourages increased utilization of clean and renewable energy (T11.3).
- ☑ Policies that prioritize the maintenance and preservation of existing transportation facilities over new construction (T9.1-2).
- ☑ Emphasis on creating complete streets within Roy to improve safety and access for all users of the city's transportation network (CC6.1-2, T1.2, 2.2, 11.2).
- ☑ Integration in planning of the Transportation 2040 physical design guidelines by encouraging shared parking facilities, parking to the side or rear of buildings, and shared access driveways (LU3.9, T3.4).

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 transportation (see comments addressing Growth Management Act transportation planning requirements on page 3 of this report).

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:

- Provisions that promote conservation of and reduce demand for public services and city utilities (LU7.12, 8.7, U3.1-2).
- Encouragement of innovative technologies to provide and maintain utility services, which can improve existing service and reduce negative impacts of additional utility service demands (U1.2, 3.3).

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:

- While the city has documented land use capacity to accommodate its growth targets, the plan notes that water availability and lack of sanitary sewer may constrain the city's ability to accommodate future growth. The plan includes policy LU8.4, which supports coordination with a variety of stakeholders to provide wastewater service to the city. Additionally, policy LU2.1 directs newly platted residential subdivisions to include dry sewers and shadow-plat strategies in order to accommodate sewer service when it becomes available. The city should continue its efforts and establish an actionable timeline to work on planning and financing for provision of urban services. In the next countywide update to growth targets, Roy should actively work with Pierce County to make sure targets reflect potential utilities-related constraints on growth potential. Please see the Washington Department of Commerce's [Capital Facilities Planning Guidebook](#) for more information.

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 jurisdiction has questions or needs additional information, please contact Liz Underwood-Bultmann at 206-464-6174 or LUnderwood-Bultmann@psrc.org.