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1. Introduction

1.1. Purpose
VISION 2050 includes important updates to regional school siting policies and actions. It charges the Puget Sound Regional Council with several actions to support school siting in the central Puget Sound region. The purpose of this briefing paper is to provide an overview of school siting issues, legal context, and current practices as part of a broader long-term goal to improve the process by which cities, counties, and school districts plan for and coordinate future school siting needs.

1.2. Why Is School Siting Important?
Ultimately, public education is an investment in youth and in the future of our communities. Ensuring these investments create happy, healthy, and educated students and young adults is often challenging, and can be different for every community. One factor impacting the quality of public education and student success is school siting. The location of a school can have far-reaching impacts, shaping and influencing student outcomes and the community’s transportation, land use, health, and community development. A few factors have led to an increased interest in school siting among planners and policymakers in the region and state:

The region is growing
The population of school-aged individuals—those between the ages of five and 19—is expected to increase by about 160,000 by 2050, according to PSRC’s 2018 Macroeconomic Forecast. School districts and local jurisdictions need to plan for this anticipated population increase by building new schools and expanding existing ones. The vast majority of future growth will occur in the urban area. The challenge of meeting these growth expectations and continuing to serve existing populations while maintaining consistency with the Growth Management Act will require creative and collaborative solutions from local jurisdictions and school districts.

Schools are community hubs
Schools, in addition to providing education, are focal points of communities and serve as primary gathering places for people of all ages. Building schools to serve a range of community needs is not only a better use of taxpayer funds, but also serves to unite communities and foster a better sense of connection. Schools located close to where people live are better able to serve their neighborhoods and can help meet broader social, service, and recreational needs in underserved communities.

School locations have wide-ranging impacts to human health, the economy, and the environment
Siting schools on the periphery of communities can be easier due to lower land values and greater availability of suitable land, but there are several costs and risks for communities in the long term that may outweigh initial benefits. Transporting students and connecting utilities long
distances requires significant resources, can add to traffic congestion, and leaves a large environmental impact. Locating schools within the neighborhoods they serve would reduce travel distances and times, minimize the environmental footprint, and better support walking and biking to school compared to more distant location options, but typically comes with higher land costs and challenges in finding developable sites.

1.3. Process and Development

VISION 2050 calls for PSRC to implement several actions in regional school siting work. This briefing paper is the first step to better understanding effective strategies for school siting. Internal scoping began in the summer of 2020, with external outreach and presentations to PSRC’s Regional Staff Committee and Growth Management Policy Board taking place through February 2021.

While developing this briefing paper, PSRC met with the Washington Office of the Superintendent of Public Instruction (OSPI), the Department of Commerce, and counties, cities, school districts, health departments, and community-based groups.

PSRC will continue to meet and work with partners and stakeholders to address school siting actions after completing this briefing paper.

2. Legal and Policy Context

Washington’s statewide planning framework, the Growth Management Act (GMA), establishes priorities for land use planning and growth management. Regional planning, a state requirement for the central Puget Sound region, establishes policies and actions in a comprehensive regional plan that then guides countywide and local planning and implementation.

School districts, meanwhile, operate independently from municipal jurisdictions. While new schools must be built in accordance with local zoning and development regulations, school district siting decisions are driven by student enrollment needs, as well as state and local education program requirements.

2.1. Washington State Planning Framework

**Growth Management Act**

The Growth Management Act (GMA) is the framework guiding coordinated planning among cities, counties, and other agencies in Washington. GMA requires regions to adopt planning policies to manage growth (multicounty planning policies), which then guide the development of countywide planning policies, and, finally, local comprehensive plans.

GMA plays a key role in shaping school siting policies and practices. GMA requires cities and counties to plan for future growth, including the need for public facilities like schools.
A key priority for GMA is to locate urban growth and services inside urban growth areas, while limiting the growth of urban services in rural areas except under limited circumstances. This includes utilities that serve schools, like sewer lines (RCW 36.70A.110 (3), (4)).

Figure 2 shows the current urban growth area overlaid with school district boundaries. As can be seen, several school districts serve populations in both urban and rural areas.

In 2017, the Washington Legislature passed two bills amending the Growth Management Act to address school siting issues. One bill authorizes counties, in certain circumstances, to extend public facilities and utilities to schools located outside urban growth areas that serve students from both rural and urban areas. (RCW 36.70A.213). The second bill allows Pierce County specifically to authorize the siting of a school in a rural area that serves students from urban areas if certain requirements are met (RCW 36.70A.211, .212). The Washington Department of Commerce published a guide to help explain and clarify impacts following the passage of both bills.

Legislative Task Force on School Siting

In 2015, the Washington State Legislature formed the Legislative Task Force on School Siting to review school facility and siting challenges. The task force, composed of state lawmakers, school district representatives, and other stakeholders, reviewed the issue of siting schools inside and outside the urban growth area, including impacts to transportation, compatibility with local and regional growth plans, availability, and cost of providing utilities and public services, and financial sustainability. The task force developed a statement of intent and 11 recommendations to update statewide school siting policies in December 2015. The statement of intent reaffirmed the value of schools that serve as hubs for their communities, and that minimizing travel time to and from schools is in the best interest of students, parents, and communities. This was a key step prior to the Legislature’s 2017 GMA updates.
Figure 2 – Central Puget Sound Region School Districts

Source: Washington Office of Superintendent of Public Instruction, 2021
VISION 2050

VISION 2050 is the long-range plan for the central Puget Sound region for the next 30 years. VISION 2050 sets forth priorities and policies for the region’s land use, economic development, transportation, public services, and environmental planning. VISION 2050 also addresses current and past inequities, particularly among communities of color, people with low incomes, and historically underserved communities. VISION 2050 includes multicounty planning policies, as required by GMA, that serve three key roles: (1) implementing the Regional Growth Strategy, (2) creating a common framework for developing local plans, and (3) providing the policy structure for other regional plans, like the Regional Transportation Plan and Regional Economic Strategy.

VISION 2050 has three policies and two actions addressing school siting. These policies and actions encourage siting schools to “become the hubs and gathering places of their communities by locating urban-serving schools in urban settings and designing facilities to better integrate with their urban neighborhoods.”

The three policies on school siting call for collaborative planning of school facilities (MPP-PS-26), siting schools that serve urban populations in the urban growth area (MPP-PS-27), and siting schools that serve rural populations in neighboring cities and towns (MPP-PS-28).

VISION 2050 Actions on school siting direct PSRC to work with the Office of the Superintendent of Public Instruction (OSPI) and other stakeholders to update school siting standards (PS-Action-3), and to research and develop guidance on best practices for school siting (PS-Action-4).

“Schools should be encouraged to become the hubs and gathering places of their communities by locating urban-serving schools in urban settings and designing facilities to better integrate with their urban neighborhoods. Collaborative planning between school districts and local governments on siting urban schools has been successful in identifying locations, problem-solving development challenges, and encouraging walking and biking to schools.”

-VISION 2050, p. 142
VISION 2050 Multicounty Planning Policies and Actions

MPP-PS-26 – Work cooperatively with school districts to plan for school facilities to meet the existing and future community needs consistent with adopted comprehensive plans and growth forecasts, including siting and designing schools to support safe, walkable access and best serve their communities.

MPP-PS-27 – Site schools, institutions, and other community facilities that primarily serve urban populations within the urban growth area in locations where they will promote the local desired growth plans, except as provided for by RCW 36.70A.211.

MPP-PS-28 – Locate schools, institutions, and other community facilities serving rural residents in neighboring cities and towns and design these facilities in keeping with the size and scale of the local community, except as provided for by RCW 36.70A.211.

PS-Action-3 – School Siting: PSRC will initiate and support discussions with the Office of the Superintendent of Public Instruction to facilitate updates that modernize school siting standards, especially those related to site area requirements. Updates should work to align school siting standards with the goals of the Growth Management Act and facilitate school districts’ ability to better meet urban capacity needs.

PS-Action-4 – Regional Support for School Siting Best Practices: PSRC will research and develop guidance on innovative methods to update regulations and local plans to develop a regional approach to school siting and to assist local jurisdictions and school districts in siting new schools in urbanized areas.

Countywide Planning

Under GMA, counties are required to work with their respective cities to adopt countywide planning policies that establish a framework for planning policies of countywide significance. In the central Puget Sound region, countywide planning policies must be consistent with multicounty planning policies, while leaving more detailed planning issues to local discretion.

Counties are also required to manage urban growth areas (36.70A.110). These are areas where urban growth will occur and outside of which only less intensive growth can occur. Counties designate and amend urban growth area boundaries through consultation with cities during the countywide planning process.

Per RCW 36.70A.115, cities and counties must ensure that their comprehensive plans and development regulations provide sufficient capacity for educational facilities consistent with the Washington State Office of Financial Management’s 20-year population forecast. Countywide planning groups are currently working to update their countywide planning policies.
School Siting Countywide Planning Policies (as of June ‘21)

King County’s countywide planning policies include three pertaining to school siting. PF-18 calls for locating schools that primarily serve students from urban areas inside the Urban Growth Area and PF-19 calls for locating schools serving students primarily from rural areas in neighboring cities and towns. Both PF-18 and PF-19 include exceptions for the 2011 School Siting Task Force. The third policy, PF-19A, was added in 2016 and outlines requirements for cooperative planning between jurisdictions and school districts. More information about the 2012 Task Force and PF-19A is available on page 15.

Kitsap County has two policies related to school siting in its countywide planning policies. Policy CCOD-4-e calls for designing schools to be compatible with the surrounding community character and needs. Policy CF-3-b calls for locating schools in Designated Centers or near major transportation corridors and public transportation routes. The countywide planning policies also reference Safe Routes to School as a potential strategy for reducing vehicle trips.

Pierce County’s countywide planning policies include an Education element, which is an optional component of GMA. There are three policies specific to school siting in this element: Ed-3 calls for the county, municipalities, and education service providers to coordinate planning activities. Ed-4 outlines specific measures and activities to fulfill the requirements in Ed-3. Ed-5 calls for determining specific site requirements for all public and private schools, with an emphasis on locating in urban areas and compatibility with neighborhood characteristics.

Snohomish County includes two policies specific to school siting in its countywide planning policies. Policy DP-2-e-6 outlines how schools should be located inside urban growth areas primarily, and, if not, to allow for urban growth area expansions if a site is adjacent to the existing urban area. Policy ED-11 calls for ensuring adequate land for future school needs. Two transportation policies reference working with schools to improve public transportation, walking, and biking.

Local Comprehensive Planning

While GMA requires consistency between multicounty planning policies in VISION 2050, countywide planning policies and local comprehensive plans, it acknowledges that specific aspects of implementation often occur through local actions. With 86 cities and counties in the central Puget Sound region, there are a multitude of priorities, values, and needs that influence local decisions in general and school siting in particular. A city like Tacoma, which is primarily urban, has a different local context from a city like Maple Valley, which is at the edge of the
urban area. Recognizing the range of communities’ concerns, GMA provides flexibility for local
governments in determining development decisions.

2.2. Education Policy Framework

While local jurisdiction decisions, such as zoning and capital planning, must be consistent with
GMA, the administration of Washington’s K-12 education system is managed through a
different framework. The Office of the Superintendent of Public Instruction (OSPI) oversees
education statewide and provides school districts with resources and expertise needed to
provide high-quality education.

Office of Superintendent of Public Instruction

The Office of the Superintendent of Public Instruction oversees Washington’s K-12 public
school system, which serves over one million students across 295 school districts and six
state-Tribal education compacts. OSPI works with school districts to provide funding, tools,
resources, and technical expertise to ensure that districts can provide high-quality education.

OSPI is charged with implementing and administering provisions in the Washington
Administrative Code (WAC) Title 392. The WAC outlines rules and regulations across all facets
of school operation and management, including financing, education requirements,
transportation, health and safety, special education, and facilities.

WAC 392-342-020 directs districts to consider recommended minimums of five acres plus one
acre for each additional 100 students for elementary schools, and larger minimums for middle
and high schools. However, districts may consider sites less than the recommended minimum
acreage if a number of basic site suitability factors are taken into account. OSPI has developed
criteria to assist in the review of school sites in accordance with the WAC.

Health departments are also responsible for administering portions of the WAC for schools.
Prior to any new school construction, expansions, or remodels, school districts must receive
approval from a health officer that the site presents no health problems (WAC 246-366-030).

Washington Sustainable Schools Protocol

The Revised Code of Washington (RCW) also sets forth requirements for OSPI. Per RCW
chapter 39.35D, school construction projects receiving state funding and over 5,000 square
feet must meet either the Leadership in Energy and Environmental Design (LEED) silver
standard or the Washington Sustainable School Protocol (WSSP). Both LEED and WSSP guide
districts in siting and designing schools with sustainable, high-performance features. OSPI is
responsible for designing and updating the WSSP.

Updated in 2018, the criteria to meet the WSSP establishes required and optional elements
with the goal of making schools more environmentally sustainable. For school siting, points are
awarded on the WSSP scorecard for schools that are located within certain distances to
students, share space with other community facilities, near transit, on a smaller footprint,
reduce parking, and integrate Safe Routes to School (Figure 3). The WSSP is helping raise
awareness and account for the benefits of siting schools using sustainable practices.
School Districts

In the central Puget Sound region, there are more than 50 school districts, 1,000 schools, and nearly 600,000 students in the K-12 public education system (OSPI Report Card Enrollment, 2019-20). While OSPI sets high-level priorities for education in Washington, local school districts are ultimately responsible for delivering educational services. School districts are also politically and fiscally independent from local jurisdictions, and vary considerably from one another in terms of size, costs, and population served. Seattle Public Schools, the largest district in the region, serves more than 55,000 students, while Index Public Schools, among the smallest, serves just 32.

Running a public school system requires a significant number of staff and resources to pay staff, provide transportation, and keep up with other capital and operational costs. As such, many districts are among the largest employers in their communities and vital to local economies.

Private Schools

Private schools are independently owned and operated from public schools. Private schools must maintain certain educational and facility standards, as well as conform with local zoning,
but have considerably more discretion in terms of setting curriculum and operations. There are more than 300 private schools serving 60,000 K-12 students in the central Puget Sound region (Washington State Board of Education, 2018-19).

3. Local Issues and Considerations

Taking stock of how local governments are addressing school siting challenges can help other local governments anticipating similar challenges. Keeping track of existing guidance and understanding the experiences of local governments in the central Puget Sound region will help PSRC develop guidance for school siting at the regional level.

3.1. Legacy of School Siting Policies

School siting as a planning concept was first envisioned in the early 20th century, corresponding with increases in school attendance. The number of teenagers enrolled in secondary schools jumped from 10% in 1910 to 90% in 1970 (McDonald, 2010). To ensure schools would be able to accommodate the large influx of students, experts and education groups recommended standards for school construction and design, including minimum acreage guidelines. These acreage minimums started out modestly—five acres for an elementary school and 10 acres for a high school in 1949—and were adopted widely by the late 1950s.

However, recommended minimums increased quickly—doubling for elementary schools and tripling for high schools by the 1960s. This led communities to build fewer schools to serve a larger population of students as opposed to small, neighborhood-oriented schools. From the late 1940s to 2003, the number of schools decreased 70% in the U.S., while the average number of students per school increased from 127 to 653 (Deka, Von Hagen, 2013).

Along with this change, school design shifted from more compact, multistory buildings to spread-out single-story campuses. As more communities have become increasingly developed, finding sites for schools has become a challenge and has in fact led to a rebound in multi-story schools—often built to replace one-story buildings—in recent years. Lake Washington School District’s Mead Elementary School, which was rebuilt into a multi-story building in 2019, is an example of this trend (Figure 4). However, local zoning regulations and requirements continue to be a barrier to developing schools on small, urban sites.
3.2. Coordination Challenges

From cities and counties to school districts, multiple government entities are involved in school siting and development decisions, each with different priorities and planning timelines. For a city or county, ensuring growth is consistent or coordinated with local and regional comprehensive planning policies is essential. For school districts, ensuring schools can meet future capacity needs is a key objective. Often, these priorities can conflict with each other, where the best options for one stakeholder may be at odds with the goals of another.

Local jurisdictions and school districts also plan on different time horizons. Population projections for counties and local jurisdictions, in coordination with PSRC’s macroeconomic forecast, currently extend to 2050. School districts, meanwhile, look at shorter time horizons for projections, often six years into the future.

With few policies requiring local governments and school districts to work together formally on school siting decisions, it is often a challenge reconciling differences in priorities between parties. Taking advantage of the expertise and knowledge of both local governments and school districts through collaborative decision-making can lead to better outcomes for schools, students, and their communities in the long term.
King County School Siting Work

In 2011, as King County set to update their countywide planning policies, there were disagreements on whether schools serving urban populations could be sited outside the urban growth area and served by sewers. To address the issue, the King County Growth Management Planning Council (GMPC) convened a task force in 2011.

The task force issued a report and specific recommendations for undeveloped sites outside the urban growth area owned by school districts, as well as a recommendation for the GMPC to adopt a work program committing to increased coordination between jurisdictions to identify future school sites. This resulted in the adoption of a new countywide planning policy in 2015, PF-19A, that requires bi-annual coordination and reporting between jurisdictions and school districts. Three sets of meetings under this framework have been held in 2016, 2018, and 2020.

Another product of King County’s school siting work was a GMPC-directed motion in 2018 that included best practice recommendations jurisdictions can use to facilitate the development of schools within the urban growth area.

The experience of King County offers key lessons for other counties, local jurisdictions, and school districts facing challenges of finding suitable sites for future schools inside the urban growth area. First, the task force was able to reach consensus by carefully crafting recommendations for each rural site in question and avoided implementing one-size-fits-all policies. Second, the requirement for bi-annual communication between districts and jurisdictions has helped them anticipate future challenges and find solutions.

3.3. Costs and Tradeoffs of Siting Decisions

School districts and local jurisdictions have unique challenges in terms of minimizing both capital and operational costs with siting decisions. In urban areas, districts have difficulty finding suitable sites at affordable costs due to high land values and lack of vacant developable land. In the rural area, districts must address student transportation needs in a large geographic area.

VISION 2050’s Regional Growth Strategy calls for substantial growth to occur within local downtowns, near transit stations, and other urban centers. This enables the region to accommodate anticipated growth while minimizing impacts to transportation and the environment. It is a core component of VISION 2050. A consequence of this strategy is that most development will be in these urban centers, increasing competition for land and making the siting of major public facilities like schools difficult. As demand for land increases in urban areas, public agencies’ ability to compete with the private sector is reduced.
Recognizing these challenges, some communities are considering strategies to reduce costs for new or remodeled schools, especially in fast-growing communities. PSRC heard from county and school district staff about some of the strategies being explored or implemented at the local level, such as creating shared-use facilities for athletics, co-locating schools with parks, community centers, and other public facilities, and modifying zoning codes to facilitate building schools taller or on smaller footprints.

School district geography also presents a challenge for siting. Few school districts are contiguous with local jurisdiction boundaries, and many serve multiple jurisdictions. Some districts, such as Northshore School District, serve two counties. Several districts in the region serve significant populations in both the urban and rural areas (Figure 2). Some of these districts, such as the Bethel and Snohomish school districts, contain large unincorporated rural areas far from urban areas. With GMA limiting certain development outside urban growth areas, these districts can have difficulty finding sites that serve students from urban and rural areas equally well.

### 3.4. Transportation Impacts

Every school day, more than 600,000 students and thousands of teachers and other staff travel to school using cars, school buses, public transit, biking, and walking in the central Puget Sound region. Creating opportunities for walking and biking can reduce traffic congestion, air pollution, greenhouse gas emissions, and improve student health and well-being.

School locations may have major consequences for travel modes and the wider transportation network. Schools far from students or on busy roads see lower percentages of walking and biking. Schools in areas of high connectivity and low traffic are likely to have more students who walk (B. Giles-Corti et al, 2011). Though students who live within one mile of school are three to five times more likely to walk or bike, in general, students are traveling farther to school than in past decades and walking and biking at lower rates (Davison et al., 2008). Barriers in the existing transportation network may also impact walkability even where a school is located close to students. Travel modes for individual schools become reinforced over time. When more students are driven (or drive themselves) to school, traffic volumes increase, which in turn lowers the perception of safety for walking and biking, ultimately establishing a pattern of automobile dependence. Making efforts to reduce travel distances, supporting efforts to site schools in neighborhoods, and minimizing exposure and interaction with vehicles can help break this pattern and encourage more walking and biking.

### Equity in School Siting

School transportation is an equity issue. People of color are less likely to own a vehicle or have the necessary flexibility to drop off and pick up kids at school. Siting schools and building infrastructure so that students can safely walk, bike, or take transit reduces these conflicts and can lead to improved outcomes for low-income students and students of color.
Safe Routes to School

Safe Routes to School (SRTS) is a comprehensive strategy and concept to promote walking and bicycling to school through infrastructure improvements, education, and incentives. Developed in response to the growing percentage of students who are driven to school and its associated impacts, SRTS has been adopted and implemented widely, including by the state of Washington, the City of Seattle, and other local jurisdictions in the central Puget Sound region.

WSDOT’s School Walk and Bike Routes guide provides guidance for districts on how to influence travel behavior and safety when considering new schools. From site selection to design, several factors impact how easy and safe it is to walk or bike to school. Taking measures to maximize walking and biking has shown to increase safety, reduce transportation costs for school districts and families, improve academic performance, improve health, and reduce environmental impacts.

The City of Seattle School Traffic Safety Committee’s Best Practices for School Traffic Design report provides recommendations for improving transportation conditions for Seattle Public Schools. Priorities include safer pedestrian crossings, reducing conflicts between pedestrians and vehicles, reducing parking for private vehicles, and safer, more convenient access for walking and biking.

3.5. Environment and Health Impacts

Research shows that neighborhood schools—schools located a walkable distance from students’ homes—are beneficial for public health, air quality, and the environment as a whole. Neighborhood schools lead to reduced automobile emissions and improved air quality as a result of fewer or shorter driving trips. In addition, schools near high automobile activity face greater health hazards. Making it easier for schools to be sited and built centrally in their neighborhoods and away from busy highways or arterials is more sustainable for communities in the long term (B. Giles Corti, et al, 2011).

Schools sited in areas without access to urban services and utilities also have a larger environmental footprint. Linking to utilities like water, sewer, and electricity is often expensive and resource-intensive, whereas neighborhood schools may more easily and cost-effectively tap into existing services, though must often pay connection costs.
Environmental Protection Agency Guidance

The Environmental Protection Agency (EPA) has developed a number of resources and guidelines for state and local governments to help site schools that minimize environmental impacts, promote student and community health, and incorporate meaningful public involvement.

The EPA School Siting Guidelines, published in 2011, are designed to help states, tribes, and local governments understand and appropriately consider the full range of environmental and health factors on school siting decisions. Built on a foundation of four underlying principles, the guidelines detail the steps needed to site schools that prioritize safety and health, incorporate rigorous environmental review and public involvement, contribute to the livability and sustainability of communities, and address the needs of underserved populations.

Following up to the 2011 School Siting Guidelines, the EPA developed the Smart School Siting Tool in 2016. The Smart School Siting Tool consists of two parts—one workbook to help a community assess the level of coordination in its school siting process, and another workbook to help a community evaluate and compare candidate sites for a school. Together, the two workbooks can help communities throughout the school siting process by breaking down organizational barriers and identifying opportunities for collaboration.

4. VISION 2050 Action Implementation Process

VISION 2050 includes updated actions for school siting, one directing PSRC to initiate and support discussions with OSPI to update school siting standards (PS-Action-3), and another calling for PSRC to research and develop guidance to assist with siting new schools (PS-Action-4). This briefing paper is intended to provide a baseline of understanding on the issues, policies, and legal framework pertaining to school siting in the region and to start a conversation with regional partners and stakeholders regarding the implementation of the siting actions, PS-Action-3 and PS-Action-4.

In the short term, PSRC will continue to work with stakeholders while taking further steps to inventory baseline conditions through data analysis prior to developing a scope of implementation for the two actions.
5. **References and Resources**

**References**


**Other Resources**

- [Oregon School Siting Handbook (2005)](#)
- [Safe Routes Partnership](#)