



VISION 2040

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Puget Sound Regional Council
PSRC December 2009

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The Growth Management, Environmental, Economic, and Transportation Strategy for the Central Puget Sound Region

Adopted by the PSRC General Assembly April 24, 2008

Amended by the PSRC Executive Board May 28, 2009

Puget Sound Regional Council
 December 2009



A RESOLUTION of the Puget Sound Regional Council Adopting VISION 2040

WHEREAS, the Puget Sound Regional Council is designated by the governor of the State of Washington, under federal and state laws, as the Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) for the central Puget Sound region encompassing King, Kitsap, Pierce, and Snohomish counties; and

WHEREAS, as the MPO and RTPO for the four-county region, the Regional Council has specific responsibilities under federal and state laws, including the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU) — which superseded the *Intermodal Surface Transportation Efficiency Act* and the *Transportation Efficiency Act for the 21st Century* — and the *Clean Air Act*, as well as carries out planning functions under the state Growth Management Act and related RTPO planning provisions; and

WHEREAS, the Interlocal Agreement signed by all the Regional Council members establishes the Council as a forum for collaborative work on regional growth management and transportation planning and other issues requiring regional coordination and cooperation, including maintaining the adopted regional growth strategy that addresses regional issues including transportation, open space, air and water quality, economic development, and regional facilities, as well as producing the regional transportation plan; and

WHEREAS, in 1992 the Regional Council was affirmed as the agency responsible for meeting the Growth Management Act requirement for multicounty planning policies, and the Regional Council adopted the 1990 VISION 2020 policies as the multicounty planning policies; and

WHEREAS, in 1993, the Regional Council adopted revised multicounty planning policies; and in 1995 adopted the VISION 2020 Update pursuant to the above referenced responsibilities and functions; and

WHEREAS, consistent with federal and state mandates, the regional VISION is being updated to reflect and incorporate planning work in the region completed under the Growth Management Act, to comply with the metropolitan transportation planning requirements of SAFETEA-LU, to refine the multicounty planning policies to address important common issues and areas of regional agreement affecting growth management, the environment, the economy, and transportation, to establish new implementing actions to continue progress in achieving the regional VISION, and to establish monitoring efforts to evaluate the extent to which the regional VISION is being achieved; and

WHEREAS, consistent with federal and state mandates, state environmental requirements, and with the Regional Council's Interlocal Agreement, Public Participation Plan and other operating procedures, the Regional Council has worked with local, state and federal jurisdictions and agencies in a continuing, cooperative and detailed planning process; it has made supporting materials available for public review, conducted public hearings, surveys, workshops, open houses, and other efforts, including providing extensive data and information related to the update on the Regional Council's website, in order to involve agencies, communities, businesses, interest groups, and individuals to provide input, discussion and review of VISION 2040 and its related Environmental Impact Statement; and it has incorporated in these documents the work of local governments and other member agencies, as well as the suggestions of individuals, businesses, and interests throughout the region; and

WHEREAS, the Regional Council has prepared a draft, a supplemental draft, and a final environmental impact statement on VISION 2040 pursuant to the State Environmental Policy Act; the Regional Council also engaged in a formal scoping process which concluded with the Growth Management Policy Board's review of and Executive Board's approval of a scoping report in June 2004 titled *Scope of the Environmental Review of the Update of VISION 2020*; and



WHEREAS, the Regional Growth Strategy and related provisions in VISION 2040 fall within the range of alternatives analyzed in the environmental review process; and

WHEREAS, VISION 2040 provides a common framework for the region's Metropolitan Transportation Plan and Regional Economic Strategy, as well as countywide planning policies and local comprehensive plans;

NOW, THEREFORE, BE IT RESOLVED, that the Regional Council General Assembly adopts VISION 2040 as the growth management, environmental, economic, and transportation vision for the central Puget Sound region, meeting state Growth Management Act requirements, and in so doing reaffirms its commitment to an integrated regional approach to growth management, the environment, the economy, and transportation.

BE IT FURTHER RESOLVED, that VISION 2040 supersedes the 1995 VISION 2020 document.

BE IT FURTHER RESOLVED, that the General Assembly establishes that the multicounty planning policies and related goals satisfy the requirements for regional guidelines and principles under state law.

BE IT FURTHER RESOLVED, that the Executive Board is authorized to make technical amendments to the Regional Growth Strategy to potentially reclassify cities within the VISION 2040 regional geographies framework before the counties set targets as required by the Growth Management Act.

BE IT FURTHER RESOLVED, that the Executive Board, in consultation with the policy boards as needed, is authorized to make amendments to implementation actions and measures contained in VISION 2040.

BE IT FURTHER RESOLVED, that the Regional Council staff is directed to prepare, reproduce and distribute the final VISION 2040 document.

ADOPTED by the Assembly this 24th day of April, 2008



Sue Singer
Mayor Pro Tem, City of Auburn
President, Puget Sound Regional Council

ATTEST:



Bob Drewel
Executive Director, Puget Sound Regional Council

people • prosperity • planet

The concept of people, prosperity and planet provides a central theme for VISION 2040. It describes what is referred to as the triple bottom line approach of capturing an expanded spectrum of values when planning for the future and in measuring results. It signals that the region uses an approach to public decision-making that produces social, cultural, economic, and environmental benefits.

The phrase conveys that the people of the region, our economic prosperity, and our relationship to the planet are tied together in a mutually supportive and interdependent way. Social and environmental goals cannot be achieved without economic prosperity — and achieving prosperity is highly related to social well-being and environmental quality.







The Central Puget Sound Region

The central Puget Sound region is one of the principal metropolitan regions in the Pacific Northwest of the United States. It includes King, Kitsap, Pierce and Snohomish counties and their 82 cities and towns, covering an area of nearly 6,300 square miles (16,300 square kilometers). The region's geography is diverse, and includes urban, rural, and resource lands. Numerous hills, mountains, and lakes provide significant variety to the topography of the region, which ranges in elevation from sea level at Puget Sound to over 14,000 feet (more than 4,000 meters) at Mount Rainier.

	2007 POPULATION ESTIMATES	2007 EMPLOYMENT ESTIMATES	AREA (SQUARE MILES)
Central Puget Sound Region	3,583,000	1,968,000	6,290
King County	1,861,000	1,290,000	2,126
Kitsap County	245,000	93,000	396
Pierce County	791,000	306,000	1,679
Snohomish County	686,000	278,000	2,089

Source: Washington State Office of Financial Management



The Central Puget Sound Region



What is the Puget Sound Regional Council?

The Puget Sound Regional Council is an association of cities, towns, counties, ports, and state agencies that serves as a forum for developing policies and making decisions about regional growth management, environmental, economic, and transportation issues in the four-county central Puget Sound region of Washington state.

The Regional Council is designated under federal law as the *Metropolitan Planning Organization* (required for receiving federal transportation funds), and under state law as the *Regional Transportation Planning Organization* for King, Kitsap, Pierce, and Snohomish counties. The Regional Council's members include 71 of the region's 82 cities and towns. Other statutory members include the four port authorities of Bremerton, Everett, Seattle, and Tacoma, the Washington State Department of Transportation, and the Washington Transportation Commission. Both the Muckleshoot Indian Tribe and the Suquamish Tribe are members. In addition, a memorandum of understanding with the region's six transit agencies outlines their participation in the Regional Council.

Environmental Justice

Addressing the needs of and impacts on minority and low-income populations is the cornerstone of environmental justice. This takes into account the fair distribution of costs and benefits, based on a concern for social equity. Presidential Executive Order 12898, signed in 1994, directs federal agencies to make environmental justice part of their missions by identifying and addressing the effects of all programs, policies, and activities on minority and low-income populations. This also applies to agencies and programs that receive assistance or funding from federal agencies, including the Puget Sound Regional Council.

Associate members include the Port of Edmonds, the Evans School of Public Affairs–University of Washington, Island County, Puyallup Tribe of Indians, Snoqualmie Tribe, Thurston Regional Planning Council, and the Tulalip Tribes.

As a membership agency with specific shared planning responsibilities, the Puget Sound Regional Council does not duplicate planning efforts carried out by countywide groups and local governments, but complements their activities. The Regional Council's primary decision body is the *General Assembly*, which is composed of the elected officials from all member jurisdictions — county executives and commissioners, mayors, and city and county councilmembers.

To oversee routine functions of the Regional Council, an *Executive Board* comprised of local elected officials meets on a monthly basis. Policy boards provide recommendations to the Executive Board on matters involving growth management and transportation. These boards are also made up of local elected officials, with ex officio representatives from various interests in the region. In addition, the Regional Council supports the work of the four-county *Economic Development District*, which is governed by a board that coordinates regional economic planning.

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A Vision for 2040



Our vision for the future advances the ideals of our people, our prosperity, and our planet. As we work toward achieving the region's vision, we must protect the environment, support and create vibrant, livable, and healthy communities, offer economic opportunities for all, provide safe and efficient mobility, and use our resources wisely and efficiently. Land use, economic, and transportation decisions will be integrated in a manner that supports a healthy environment, addresses global climate change, achieves social equity, and is attentive to the needs of future generations.

Regional Goals

The following overarching goals provide the framework for each of the six major policy sections of VISION 2040 that appear in Part III.

Environment. The region will care for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, reducing greenhouse gas emissions and air pollutants, and addressing potential climate change impacts. The region acknowledges that the health of all residents is connected to the health of the environment. Planning at all levels should consider the impacts of land use, development patterns, and transportation on the ecosystem.

Development Patterns. The region will focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character. Centers will continue to be a focus of development. Rural and natural resource lands will continue to be permanent and vital parts of the region.

Housing. The region will preserve, improve, and expand its housing stock to provide a range of affordable, healthy, and safe housing choices to every resident. The region will continue to promote fair and equal access to housing for all people.

Economy. The region will have a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.

Transportation. The region will have a safe, cleaner, integrated, sustainable, and highly efficient multimodal transportation system that supports the regional growth strategy, promotes economic and environmental vitality, and contributes to better public health.

Public Services. The region will support development with adequate public facilities and services in a coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives.





Introduction

VISION 2040 is a shared strategy for moving the central Puget Sound region toward a sustainable future. The combined efforts of individuals, governments, organizations and the private sector are needed to realize this vision. As the region has continued to grow and change, its residents have stepped up to ensure that what is most valued about this place remains timeless. Positive centers-oriented development trends in recent years are a cause for optimism. Yet VISION 2040 recognizes that business as usual will not be enough. As a result, VISION 2040 is a call for personal and institutional change.

VISION 2040 recognizes that local, state, and federal governments are all challenged to keep up with the needs of a growing and changing population. VISION 2040 is designed to guide decisions that help to make wise use of existing resources — and ensure that future generations will have the resources they need.

VISION 2040 was developed under various federal and state planning authorities and mandates, including the Washington State Growth Management Act. (See Appendix 1.) Provisions in VISION 2040 commit the region to work together to explore new fiscal tools and resources. (See General Policies in Part III.)

VISION 2040 addresses the key question:

“How can the region accommodate the anticipated growth that will bring it to 5 million people and 3 million jobs by 2040 while enhancing the environment and our overall quality of life?”

Demographics and the Region. The region’s physical geography is one of its greatest assets. Its mountain ranges, waterways, lush forests, and greenery offer a stunningly beautiful natural environment. These features also serve to restrict the region’s developable land area. Set in a basin between the Cascade and Olympic mountain ranges, and bisected by the saltwater inlets of the Puget Sound and numerous rivers and lakes, the region

cannot simply expand outward in concentric rings as do many other metropolitan areas. Historically, the region's geography has caused the central Puget Sound region to expand north along the Sound and south toward Olympia and beyond.

The region was home to almost 3.6 million people in 2007 and will continue to grow — due to natural increases in the population, as well as people moving here in pursuit of job opportunities and to enjoy the area's quality of life. The region has a relatively young and very well-educated labor force in comparison to the nation, which it attracts from other parts of the country and the world.

The region is forecast to reach a population of nearly 5 million people by 2040. King County is expected to receive the largest share of the forecast growth; however, if trends over the last 30 years continue to hold, an increasing share of the growth is likely to be absorbed by Kitsap, Pierce and Snohomish counties.

The region's total employment in 2007 was almost 2 million jobs. Consistent with national trends, the region's economy is shifting away from its traditional manufacturing, industrial, and resource-based jobs toward a services base. This trend is forecast to continue as the region grows to more than 3 million jobs by 2040. While growth is forecast in nearly every sector, the services sector is projected to receive almost 70 percent of all new jobs by the year 2040. It will contain more than half of the region's total jobs and become the most dominant sector.

Average household size is expected to continue to decline, although at a slower pace than it has over the last several decades. Smaller average household size translates into a need for even more housing units to accommodate the same amount of forecast population growth.

Another anticipated demographic shift is the aging of the baby-boomer generation. The population age 65 and older, which represented 10 percent of the region's population in 2000, is expected to grow by nearly 150 percent to constitute 17 percent of total 2040 population. These demographic changes will place new demands on the region's services and socio-economic infrastructure.

Overview of the Document. VISION 2040 serves as the long-range growth management, environmental, economic, and transportation strategy for the central Puget Sound region. VISION 2040 combines a public

commitment to environmental sustainability and growth management with the economic strength and efficient transportation facilities and infrastructure necessary to support that vision. It looks ahead at what we want the region to be in the year 2040 and identifies key issues that we need to tackle to get there. It is a vision of how to accommodate the growth that is coming, as well as a strategy for creating the resources and infrastructure needed to help the region's communities manage that growth. It is a vision for a region that will preserve its natural environment for both the present and future generations. It is a vision for a region that will grow more compactly and be designed to be more walkable and transit-oriented.

The Growth Management Act and Regional Planning

*The Washington State Growth Management Act, first passed in 1990, mandates local comprehensive planning in heavily populated and high growth areas of the state. It establishes 13 broad goals, such as managing urban growth, protecting agricultural, forestry, and environmentally sensitive areas, protecting property rights, reducing sprawl, and encouraging efficient multimodal transportation systems. VISION 2040 provides a regional framework for achieving these goals, by building on and supporting local, county, regional, and state planning efforts. The **Regional Growth Strategy** and multicounty planning policies in VISION 2040 reflect broad direction agreed to by member jurisdictions and agencies that, in general, will be implemented through local comprehensive and agency plans. (Chapter 36.70A, Revised Code of Washington. See Appendix 1 for a more detailed description of the federal, state, and regional authorities and mandates under which VISION 2040 was developed.)*

VISION 2040 is comprised of four parts: (1) a sustainable environment framework, (2) the *Regional Growth Strategy*, (3) multicounty planning policies, and (4) a section on implementation.

Part I addresses environmental stewardship and sustainability, providing the context for planning, development, and environmental management in the region. This framework describes the role that the environment plays — along with the benefits, challenges, and opportunities it provides — and how it affects our prosperity and quality of life.

Part II contains the *Regional Growth Strategy*. VISION 2040 identifies an ambitious and achievable approach to promote a focused regional growth pattern. It builds on current growth management plans, and recommits the region to directing future development into the urban growth area, while focusing new housing and jobs in cities and within a limited number of designated regional growth centers. Focusing growth in urban areas helps to protect natural resources and sensitive environmental areas, encourages a strong economy, provides more housing opportunities for all economic segments of the population, improves regional jobs-housing balance, and minimizes rural residential growth. The *Regional Growth Strategy* describes the roles of all communities in implementing VISION 2040.

Part III of VISION 2040 contains the region's multicounty planning policies, adopted under the state's Growth Management Act. The policies are divided into six major sections: **Environment, Development Patterns, Housing, Economy, Transportation, and Public Services**. The policies are designed to help us achieve the *Regional Growth Strategy* and address regionwide issues within a collaborative and equitable framework. They provide guidance and direction to regional, county, and local governments on such topics as setting priorities for transportation investment, stimulating economic development, planning for open space, making city and town centers

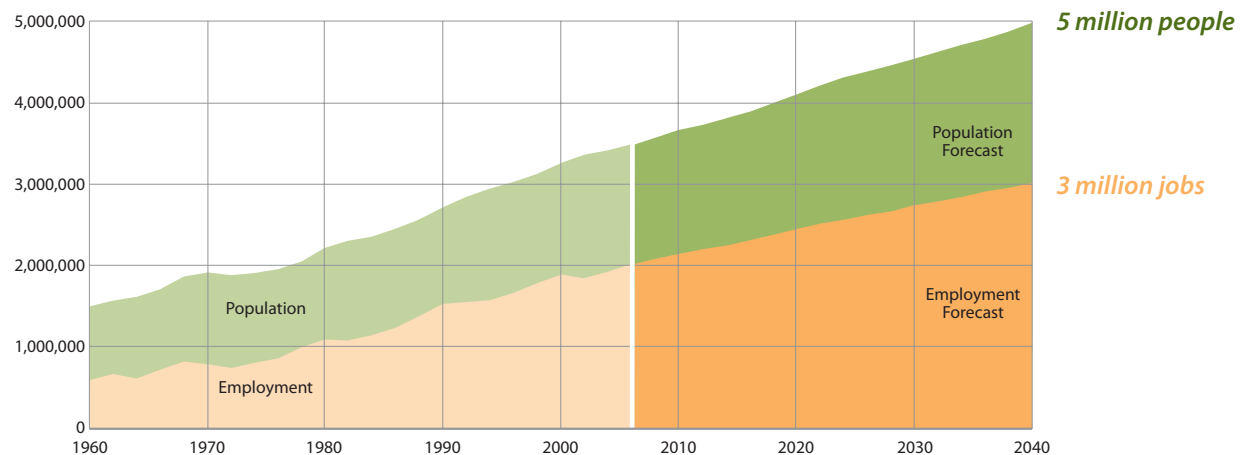
more hospitable for transit and walking, and improving transportation safety and mobility. Multicounty planning policies lay the foundation for securing the necessary funding for services and facilities, and provide direction for more efficient use of public and private investments. Each policy section contains actions that lay out steps the region will need to take to achieve VISION 2040.

Part IV describes several programs and processes, including a monitoring program that includes tracking action on agreed-upon steps, measuring progress over time, and determining whether we are achieving desired results. This section includes specific measures that relate to the policies and actions provided in Part III.

Together, these four parts of VISION 2040 will help guide the region as it experiences dynamic population and employment growth.

VISION 2040 has emerged from the hearts and minds of local decision-makers, interest groups, and individuals. In adopting VISION 2040, the Regional Council's members have recognized that jurisdictions in the region are increasingly interdependent. The decisions we make regarding how to accommodate growth, the transportation systems we use, our economy, and how we protect the environment are inextricably linked. VISION 2040 advances a future that benefits our people, our prosperity, and our planet.

Historic and Forecast Growth

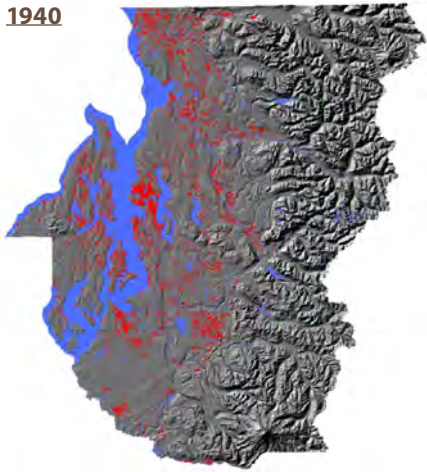


Source: PSRC

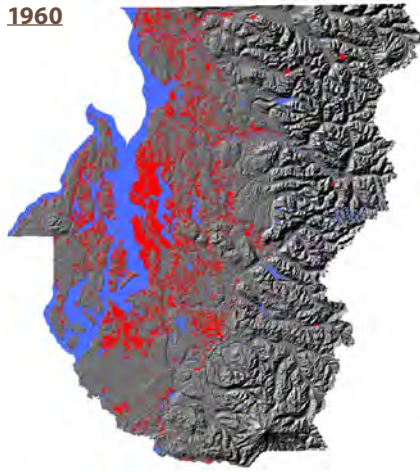
The central Puget Sound region experienced substantial growth between 1970 and 2000, increasing by more than 1.3 million people. During that period, the region grew at an average annual rate of 1.8 percent, compared to 1.1 percent for the nation overall. The region grew at a particularly rapid pace during the 1980s, adding more than half a million people at an average annual rate of 2.1 percent. The region's jobs base more than doubled during that same period, rising from about 760,000 to 1.9 million. The regional job growth rate averaged 3.1 percent per year, a full percentage point higher than that of the nation. A strong regional economy acts as a magnet for job seekers from outside the region. Growth in jobs has been a major reason that the region experienced robust population growth. Between 2000 and 2040 the region is forecast to grow by an additional 1.7 million people, increasing 52 percent to reach a population of 5 million. Current forecasts of regional employment show the central Puget Sound region adding another 1.2 million jobs between 2000 and 2040, bringing the regional jobs base to more than 3.1 million, an increase of 64 percent during the period.

Growth of the Region's Footprint

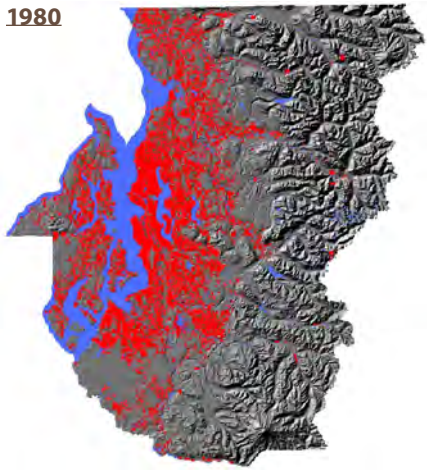
1940



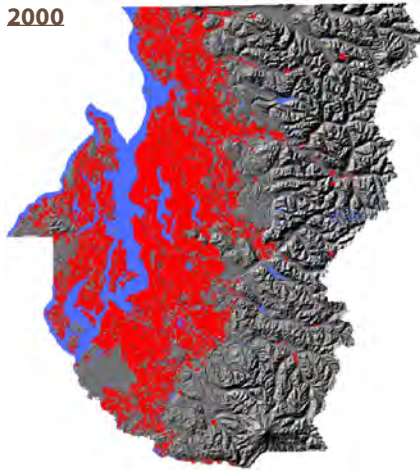
1960



1980



2000



Source: Urban Ecology Research Lab, University of Washington

Footprint is depicted by parcel boundaries that contain development, not by building footprint.