

Countywide Planning Policies

for Pierce County, Washington

Effective October 29, 2009

**COUNTYWIDE PLANNING POLICIES
FOR
PIERCE COUNTY, WASHINGTON**

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I. INTRODUCTION

A. Background and Statutory Framework

In response to legislative findings that uncoordinated and unplanned growth together with a lack of common goals toward land conservation pose a threat to the environment, to the public health, safety and welfare, and to sustainable economic development, the State legislature enacted the Growth Management Act.¹ The Act identifies 13 planning goals which are intended to be used exclusively to guide the development and adoption of comprehensive plans and development regulations of municipalities and counties required to plan.² The categories in which goals have been propounded are: urban growth, sprawl reduction, transportation, housing, economic development, property rights, permits, natural resource industries, open space and recreation, environment, citizen participation and coordination, public facilities and services, and historic preservation. The principal focus of the Growth Management Act is on the comprehensive plan, which the County and each municipality must adopt by July 1, 1993. Land development regulations must be adopted within one (1) year thereafter. The Act specifies mandatory³ and optional⁴ plan elements as follows:

Mandatory Elements

land use
housing
capital facilities
utilities
rural (County only)
transportation

Optional Elements

conservation
solar energy
recreation
any other relating to the physical
development of the jurisdiction

In addition, subarea plans are permitted.⁵

¹ RCW Chapter 36.70A (1990).

² RCW 36.70A.020(1) - (13).

³ RCW 36.70A.070.

⁴ RCW 36.70A.080(1).

⁵ RCW 36.70A.080(2).

One of the most important planning tenets expressed in the Growth Management Act is the *consistency* requirement, which takes many forms as follows:

- consistency of municipal/County plans with the planning goals identified in RCW 36.70A.020
- internal consistency between plan elements
- consistency of all other plan elements with the future land use map
- consistency of any subarea plans with the comprehensive plan
- consistency of the transportation element with the land use element
- consistency of the transportation element with the six-year plans required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems
- consistency between the County Comprehensive Plan and the comprehensive plans of all municipalities within the County
- consistency of comprehensive plans of each municipality and county with comprehensive plans of neighboring municipalities and counties with common borders or faced with related regional issues
- consistency of development regulations with the comprehensive plan
- consistency of capital budget decisions with the comprehensive plan
- consistency of state agency actions in relation to the location, financing and expansion of transportation systems and other public facilities with county and municipal comprehensive planning

Despite the fact that the word "consistency" is used repeatedly in the Growth Management Act, it is not defined. The Standard Planning Enabling Act promulgated in 1928 by the United States Department of Commerce established the concept that zoning regulations should be "in accordance with a comprehensive plan." In the 64 years since the model act was developed this concept has evolved from being merely advisory or guiding to one that mandates that the goals, objectives, policies and strategies of each document must be in agreement with and harmonious with the provisions of all other required documents. The consistency doctrine has been continually strengthened by both state statutes and by court decision in both consistency statute states and those states adopting the concept by increasingly vigorous interpretation of the "in accordance with" statutory language.

A second planning tenet which the Growth Management Act promotes is *concurrency* -- *i.e.*, that concept that public facilities and services necessary to serve new development at adopted level of service standards are actually available at the time of development. The concurrency requirement is stated generally in the planning goals⁶ as follows:

Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

In the transportation element, which is a required plan element for all municipal and County comprehensive plans, the concurrency requirement is restated in more forceful terms as follows:⁷

. . . local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.

Concurrent with the development means that for non-transportation facilities, improvements or strategies are in place at the time of development and in the case of transportation facilities, that a financial commitment is in place to complete the improvements or strategies within six (6) years.

Portions of the mandatory planning, consistency and concurrency requirements combine to suggest a strong relationship between the accommodation of growth and the provision and financing of public facilities and services to meet facility and service demands generated by that growth. This relationship is then strengthened by the Urban Growth Area boundary designation and public facility requirements.⁸

In order to accomplish these new planning and plan implementation requirements, the legislature has expressly authorized the use of innovative techniques,⁹ including impact fees.¹⁰

⁶ RCW 36.70A.020(12).

⁷ RCW 36.70A.070(6)(b).

⁸ RCW 36.70A.110.

⁹ RCW 36.70A.090.

¹⁰ RCW 82.02.050 - .090.

In 1991, the State legislature amended the Growth Management Act, *inter alia*, to require that the legislative body of the County adopt countywide planning policies, in cooperation with the municipalities in the County. Countywide planning policies are written policy statements establishing a countywide framework from which county and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that municipal and County comprehensive plans are consistent.¹¹

The development of the countywide planning policies was intended to be collaborative between the County and the municipalities. The legislation required the County legislative body to convene a meeting with representatives of each municipality. The County and the municipalities then determine the process in which they will agree to all provisions and procedures of the countywide planning policies including but not limited to desired planning policies, deadlines and ratification. No later than July 1, 1992, the legislative authority of the County is required to adopt countywide planning policies in accordance with the agreed-upon process after holding the requisite public hearing or hearings.¹²

The Countywide Planning Policies are not substitutes for comprehensive plans but, rather goals, objectives, policies and strategies to guide the production of the County and municipal comprehensive plans.

The Countywide Planning Policies shall, at a minimum, address the following:¹³

- (a) Policies to implement RCW 36.70A.110;
- (b) Policies for promotion of contiguous and orderly development and provision of urban services to such development;
- (c) Policies for siting public capital facilities of a countywide or statewide nature;
- (d) Policies for countywide transportation facilities and strategies;
- (e) Policies that consider the need for affordable housing, such as housing for all economic segments of the population and parameters for its distribution;

¹¹ RCW 36.70A.210(1).

¹² RCW 36.70A.210(2).

¹³ RCW 36.70A.210(3)(a) - (h).

- (f) Policies for joint County and city planning within urban growth areas;
- (g) Policies for countywide economic development and employment; and
- (h) An analysis of the fiscal impact.

B. Framework Agreement for the Adoption of the Countywide Planning Policies

Pursuant to the Growth Management Act, Pierce County and the municipalities have entered into an Interlocal Agreement for the development and adoption of the Countywide Planning Policies.¹⁴ The Agreement provides for the establishment of a Steering Committee consisting of one elected official from Pierce County and one elected official from every municipality in the County. The principal responsibility of drafting the Countywide Planning Policies was given to the Steering Committee.¹⁵ The Steering Committee received technical/staff support from the Growth Management Coordinating Committee (GMCC), which additionally established the Urban Growth Area Subcommittee.¹⁶ The Steering Committee was authorized to retain consultants and pursuant to such authority hired the national and regional consulting firms of Freilich, Leitner, Carlisle & Shortlidge and Northwest Strategies.¹⁷

Ratification of the Countywide Planning Policies requires the affirmative vote of 60% of the affected governments in Pierce County representing a minimum of 75% of the total Pierce County population as designated by the State Office of Financial Management at the time of the proposed ratification.

C. Methodology for the Development of Countywide Planning Policies

The Countywide Planning Policies are intended to provide the guiding goals, objectives, policies and strategies for the subsequent adoption of comprehensive plans, but are not to be a substitute for such plans. The level of detail in the Countywide Planning Policies must be sufficient to provide specific guidance, yet not so detailed as to constrain appropriate local choice in future

¹⁴ Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R91-172, September 24, 1991)(See Attachment "B").

¹⁵ Interlocal Agreement, 2.

¹⁶ Interlocal Agreement, 4.

¹⁷ Interlocal Agreement, 5.

comprehensive planning by the County and municipalities. This is particularly true because the Countywide Planning Policies apply to the County and all municipalities, both large and small, both adjacent to other urban areas and remote from other urban areas, each with somewhat different characteristics.

Given this context, the development of Countywide Planning Policies acceptable to the County and the municipalities was no small task. It was accomplished through a two-step process.

Step 1

The Consultants developed a matrix for each policy area which emphasized the individual components (elements) of the issues and the alternative courses of action/decisions that could be made with respect to each element. Thus, for example, for the Fiscal Impact Policy, elements included:

- What types of decisions/projects should trigger an analysis of fiscal impact?
- What types of decisions/projects should be exempt from a fiscal impact analysis?
- Is there a defined threshold?
- How will the results of the Fiscal Impact Analysis be used?
- When in the development approval process should the Fiscal Impact Analysis be done?

The elements were intentionally stated in the form of questions to stimulate discussion by the Growth Management Coordinating Committee (consisting of technical staff from the governing entities) and the Steering Committee; and, similarly, they were intentionally phrased so that a simple "yes" or "no" answer was impossible. This methodology was particularly effective because it broadened the viewpoints of the Steering Committee members through use of a wide range of alternative formulations and at the same time compelled them to think in terms of the effects both countywide and in their particular municipality. In addition, in place of reading lengthy issue papers on the various policy areas, the key elements were packaged to allow for timely review and comment. The Step 1 process elicited considerable discussion and the results from Step 1 were very encouraging. Each policy area was, however, still being viewed independently.

Step 2

Step 2 was needed to build on the work in Step 1 in order to develop a comprehensive and coordinated set of Countywide Planning Policies. To accomplish that task, the Consultants developed a set of conceptual Alternative Development Scenarios. These included: Trend

Development; Compact Development; Modified Trend Development; and Adequate Public Facilities/Concurrency-Based Development. For each alternative development scenario, the Consultants identified the principal characteristics, the development impacts that the alternative is likely to exhibit, the principal advantages/disadvantages, the consistency of the alternative with the Growth Management Act and the regional VISION 2020 Plan, and the degree of conformity of the alternative with the State Planning Goals and the individual Countywide Planning Policies areas. The GMCC developed conceptual maps to illustrate the alternative development scenarios. These maps were not intended to suggest actual or precise boundaries of any sort, but were merely used to convey graphically the differences in the alternatives. The presentation of the alternative development scenarios and conceptual maps effectively served their intended purpose which was to transform individual policy areas into a comprehensive and coordinated set of policy directives.

In particular, the alternative development scenario analysis highlighted some of the key issues that needed to be addressed in the Urban Growth Area policy, which is the cornerstone of the Countywide Planning Policies. These issues included:

- delineation of Urban Growth Areas;
- determination and delineation of "tiers" *within* Urban Growth Areas;
- linkage of tier delineations to capital improvements programming;
- timing and phasing of growth;
- public facility and service adequacy;
- public facility and service availability at the time of development – concurrency;
- facility service provision and extension policies, with a particular focus on sanitary sewer service;
- financing of facility and service provision and extension and imposition of full, but fair share of costs on new development;
- joint County-municipal planning in Urban Growth Areas.

D. Effect of Adoption of Countywide Planning Policies

Countywide Planning Policies are written policy statements used solely for establishing a countywide framework from which county and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that municipal and County comprehensive plans are consistent.¹⁸ While the Growth Management Act does not specify the legal effect of adoption of the Countywide Planning Policies, it clearly acknowledges their importance by providing that failure to adopt Countywide Planning Policies meeting the requirements may result in the imposition of sanctions¹⁹ including, but not limited to the withholding of state revenues and rescinding the County or municipality's authority to collect the real estate excise tax.²⁰ Cities and the Governor may appeal adopted Countywide Planning Policies to the appropriate Growth Planning Hearings Board within sixty (60) days of the adoption of the policy.²¹ After the 60-day period, Countywide Planning Policies cannot be challenged. However, the effectiveness of the Countywide Planning Policies is not based merely on the fact that they are adopted, but rather on the fact that they must be adhered to and implemented in the County and municipality comprehensive plans and development regulations. The legislation provides a process to challenge the failure of a County or municipality to comply with the Countywide Planning Policies through petition to the Growth Planning Hearings Board.²² The Growth Planning Hearings Board shall hear and determine only those petitions alleging either: (a) that the State, county or municipality is not in compliance with the Growth Management Act; or (b) that the 20-year growth management planning population projections adopted by the State Office of Financial Management should be adjusted.²³ Petitions must be filed within sixty (60) days after publication of the ordinance adopting the comprehensive plan or development regulations.²⁴ Comprehensive plans and development regulations and amendments thereto are presumed valid upon adoption.²⁵

¹⁸ RCW 36.70A.210(1).

¹⁹ RCW 36.70A.210(5).

²⁰ RCW 36.70A.340(2) and (3).

²¹ RCW 36.70A.210(6).

²² RCW 36.70A.250.

²³ RCW 36.70A.280(1).

²⁴ RCW 36.70A.290(2).

²⁵ RCW 36.70A.320.

II. RULES OF INTERPRETATION

1. Words and terms used in the Countywide Planning Policies shall be defined as set forth in the Policies and in the Growth Management Act to the extent defined therein. To the extent not defined therein, words and terms shall be given their plain and ordinary meanings, except as otherwise provided herein.
2. The term "shall" is intended to be mandatory; the terms "may" and "should" are directory only. While the term "shall" is mandatory, it should be understood and implied that the policy statement in which it is used is applicable to a municipality and/or the County only when, through objective determination, the circumstances on which the Policy is premised are relevant.
3. It is understood and implied that policies are applicable to municipalities and/or the County only, if through objective determination, the circumstances upon which the Policy is premised are "reasonable" and "appropriate" to such municipality and/or the County.

III. COUNTYWIDE PLANNING POLICIES

PREAMBLE TO COUNTYWIDE PLANNING POLICIES

Countywide Planning Policies are written policy statements which are to be used solely for establishing a Countywide framework from which the County and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that the County and municipal comprehensive plans are consistent, as required by the Washington statutes.

RCW 43.17.250 Countywide Planning Policy Incentives requires State agencies that provide funding to review local proposals for consistency with any adopted countywide planning policies. State agencies will review local proposals to determine if they are addressed by a Countywide Planning Policy and accord additional preference to the County, city, or town if such Countywide Planning Policy exists. The County, and many of the municipalities within the County, typically address specific proposals within their local comprehensive plans and capital facilities plans. These locally adopted plans serve to supplement and refine the more generalized policies contained within the Countywide Planning Policies. Therefore, this document, as well as any locally adopted comprehensive plan and/or capital facilities plan, shall be considered by State agencies in making determinations under RCW 43.17.250.

**COUNTYWIDE PLANNING POLICY ON THE "NEED
FOR AFFORDABLE HOUSING FOR ALL ECONOMIC SEGMENTS
OF THE POPULATION AND PARAMETERS FOR ITS DISTRIBUTION"**

▪ **Background - Requirement of Growth Management Act**

The Washington Growth Management Act identifies as a planning goal to guide the development and adoption of comprehensive plans and development regulations that counties and cities encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of the existing housing stock. [RCW 36.70A.020(4)] The term "affordable housing" is not defined, but the context in which it appears suggests that its meaning was intended to be broadly construed to refer to housing of varying costs, since the reference is to all economic segments of the community.

The Washington Growth Management Act also identifies mandatory and optional plan elements. [RCW 36.70A.070 and .080]. A Housing Element is a mandatory plan element that must, at a minimum, include the following [RCW 36.70A.070(2)]:

- (a) an inventory and analysis of existing and projected housing needs;
- (b) a statement of goals, policies and objectives for the preservation, improvement and development of housing;
- (c) identification of sufficient land for housing, including, but not limited to, government-assisted housing, housing for low income families, manufactured housing, multi-family housing, group homes, foster care facilities, and senior housing;
- (d) adequate provisions for existing and projected housing needs of all economic segments of the community.

Since the Comprehensive Plan of every city and county must be an internally consistent document [RCW 36.70A.070] and all plan elements must be consistent with the future land use map prepared as part of the required land use element [RCW 36.70A.070], these other plan elements will, to a great extent, dictate what will be in the housing element.

Thus, the land use element, relying upon estimates of future population, growth, average numbers of persons per household, and land use densities, will indicate how much (and where) land needs to be made available to accommodate the identified housing needs. The capital facilities, transportation and utilities elements will then indicate when and how public facilities will be provided to accommodate the projected housing, by type, density and location.

▪ **Countywide Planning Policy**

1. The County, and each municipality in the County, shall determine the extent of the need (*i.e.*, the demand) for housing for all economic segments of the population that are projected for the community over the planning period.
 - 1.1 the projection shall be made in dwelling units, by type, provided, that the projection may be a range and that the types of dwelling units may be in broad categories, such as single-family detached, single-family attached, duplex, triplex, fourplex, apartments and special housing types;
 - 1.2 the projection shall be reflective of census or other reliable data indicating the economic segments of the population for whom housing needs to be provided, and shall incorporate the jurisdiction's fair share of the County's housing needs;
 - 1.3 the projections shall be reflective of the Countywide fair share housing allocation as shall be established pursuant to federal or state law and supplemented by provisions established in intergovernmental agreements between County jurisdictions.

2. The County and each municipality in the County shall meet their projected demand for housing by one or more or all of the following:
 - 2.1 preservation of the existing housing stock through repair and maintenance, rehabilitation and redevelopment;
 - 2.2 identification of vacant, infill parcels appropriately zoned for residential development with assurances that neighborhood compatibility and fit will be maintained through appropriate and flexible zoning and related techniques, such as:
 - 2.2.1 sliding-scale buffering and screening requirements based on adjacent use considerations;
 - 2.2.2 performance standards;
 - 2.2.3 height and bulk limitations;
 - 2.2.4 provision of open space;
 - 2.2.5 front, side and rear yard requirements;
 - 2.2.6 protection of natural resources and environmentally-sensitive lands;
 - 2.2.7 architectural controls and design standards.

2.3 identification of other vacant lands suitable for residential development and permitting sufficient land through zoning to meet one or more or all of the following types and densities, of housing:

- 2.3.1 multi-family housing
- 2.3.2 mixed use development
- 2.3.3 cluster development
- 2.3.4 planned unit development
- 2.3.5 non-traditional housing

2.4 In determining the suitability of the location and identification of sites for affordable housing, the jurisdictions shall consider the availability and proximity of transit facilities, governmental facilities and services and other commercial services necessary to complement the housing.

3. The County, and each municipality in the County shall assess their success in meeting the housing demands and shall monitor the achievement of the housing policies not less than once every five years.
4. The County, and each municipality in the County, shall maximize available local, state and federal funding opportunities and private resources in the development of affordable housing.
5. The County, and each municipality in the County, shall explore and identify opportunities for non-profit developers to build affordable housing.
6. The County, and each municipality in the County, should explore and identify opportunities to reutilize and redevelop existing parcels where rehabilitation of the buildings is not cost-effective, provided the same is consistent with the Countywide policy on historic, archaeological and cultural preservation.
7. New fully-contained communities shall comply with the requirements set forth in the Growth Management Act and shall contain a mix in the range of dwelling units to provide their "fair share" of the Countywide housing need for all segments of the population that are projected for the County over the planning period.

COUNTYWIDE PLANNING POLICY ON AGRICULTURAL LANDS

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act identifies the maintenance and enhancement of natural resource-based industries, including productive agricultural industries, and the conservation of productive agricultural lands as planning goals to guide the development and adoption of comprehensive plans and development regulations. [RCW 36.70A.020(8)]. While the expression of planning goals in the Growth Management Act is linked to "natural resource industries," including productive timber and fisheries, a separate policy for Agricultural Lands has been proposed because of their unique importance in Pierce County and their relationship to urban growth area boundaries and policies. Although the Growth Management Act does not expressly require a countywide planning policy on agricultural lands, the requirement was added by the Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R91-172, September 24, 1991).

▪ **Countywide Planning Policy**

1. The County, and each municipality in the County, shall define agricultural lands. At a minimum, the definition shall be based upon one of the following criteria:
 - 1.1 the definition in RCW 36.70A.030(2): "land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.041 through 84.33.140, or livestock, and that has long term commercial significance for agricultural production" (and, including poultry raising, horse farms and ranches);
 - 1.2 identification based upon current land use, planned land use or soil type (*i.e.*, soils identified by the Soil Conservation Service as having high productivity for agricultural use);
 - 1.3 lands currently receiving "use value assessments" pursuant to Washington statutes and contracts with the County.
2. The purposes of agricultural preservation are:
 - 2.1 ensuring that agricultural lands are treated sensitively to their location and the presence of urban growth pressures;

- 2.2 preventing urban sprawl;
 - 2.3 maintaining open space and/or providing a visual green belt;
 - 2.4 retaining natural systems and natural processes;
 - 2.5 preserving the local economic base;
 - 2.6 preserving a rural lifestyle;
 - 2.7 maintaining specialty crops;
 - 2.8 maintaining regional, state and national agricultural reserves.
3. The County, and each municipality in the County, shall achieve agricultural preservation through:
- 3.1 maintaining large minimum lot sizes in agricultural areas;
 - 3.2 buffering agricultural areas from urban development;
 - 3.3 creating agricultural zoning districts;
 - 3.4 purchase of development rights;
 - 3.5 transfer of development rights within the jurisdiction, including the designation of receiving zones for agricultural development rights and between jurisdictions, including the designation of receiving zones by local agreement;
 - 3.6 lease of development rights for a term of years;
 - 3.7 "anti-nuisance" laws to protect agricultural activities from being defined as a public nuisance;
 - 3.8 preferential tax treatment ("use value assessment");
 - 3.9 other innovative techniques including, but not limited to, purchase-leaseback through issuance of bonds, university purchase for research, and prevention of the formation of improvement districts or the creation of benefit assessments within designated agricultural preservation areas.

4. The County, and each municipality in the County, shall allow limited development in some agricultural areas based upon stated criteria related to the predominant agricultural uses.
5. The County, and each municipality in the County, shall address the effect of agricultural practices on non-point source pollution and ground-water impacts.
6. The County, and each municipality in the County, shall extend the agricultural policies to locations within and/or adjacent to agricultural preservation areas in order to:
 - 6.1 protect such areas from encroachment by incompatible uses; and
 - 6.2 protect related development such as farmers markets and roadside stands.
 - 6.3 protect smaller-sized agricultural parcels which are not individually viable for agricultural production but, which taken cumulatively with other smaller-sized parcels in the area, have long term significance for agricultural production.
7. The County, and each municipality in the County, shall address the conversion of agricultural land from agricultural to non-agricultural use by:
 - 7.1 establishing criteria for zoning changes and comprehensive plan amendments;
 - 7.2 establishing mechanisms so that property owners realize economic value that would have accrued from conversion, but land remains in agricultural use if within Urban Growth Areas.
8. The County, and each municipality in the County, shall identify agricultural lands that are the most susceptible to conversion (which often are also the best and most productive agricultural lands and the lands which serve the most important agricultural purposes) by:
 - 8.1 identifying agricultural lands which are most sensitive to urban growth pressures and which, therefore, require the most immediate attention;
 - 8.2 utilizing agricultural land classifications established by the Department of Community, Trade, and Economic Development [RCW 36.70A.050(1)];
 - 8.3 consulting with and involving owners of agricultural lands.

9. The County, and each municipality in the County, shall identify agricultural lands that are not already characterized by urban growth and that have long-term significance for the commercial production of food or other agricultural products [RCW 36.70A.170(1)(a)] by developing standards and undertaking a land use survey.
10. The County, and each municipality in the County, shall ensure that prime agricultural lands presently in the unincorporated County or within a municipality are preserved and protected by the enactment of appropriate land use controls; or by including the land in the urban growth area boundary of a municipality only if the municipality has delineated standards and criteria relating to preserving the agricultural lands.
11. The County, and each municipality in the County, shall coordinate agricultural land preservation policies with other Countywide Planning Policies through:
 - 11.1 correlating agricultural land preservation policies with urban growth area policies and with public facility and service provision policies to avoid the extension of urban services to areas intended for continued agricultural use;
 - 11.2 ensuring that public facility and service extension, even if not directly serving the agricultural lands, do not stimulate the conversion of agricultural land or make its preservation and protection more difficult.
 - 11.3 joint jurisdictional planning of agricultural land.

COUNTYWIDE PLANNING POLICY ON ECONOMIC DEVELOPMENT AND EMPLOYMENT

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act identifies as a planning goal to guide the development and adoption of comprehensive plans and development regulations, that counties and cities encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of the state, especially for unemployed and disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities [RCW 36.70A.020(5)]. Additionally, the Growth Management Act expressly requires that the County adopt a planning policy on countywide economic development and employment [RCW 36.70A.210(3)(g)].

▪ **Countywide Planning Policy**

1. The County, and each municipality in the County, will assure consistency between economic development policies and adopted comprehensive plans by:
 - 1.1 creating in the land use element of each comprehensive plan a designation of areas for "commerce" and "industry" [RCW 36.70A.070(1)];
 - 1.2 providing within the areas designated for urban development, sufficient land to accommodate projected development within a market-based system;
 - 1.3 designating and zoning large tracts of appropriate land equitably distributed throughout the various jurisdictions based on the related population, employment base and land areas of the jurisdiction for planned commercial and industrial centers;
 - 1.3.1. "Equitably," means with consideration for the population and its characteristics, including the skills of the current population; the current employment base and its characteristics (*i.e.*, type of businesses and industries, permanency of the existing employment base, past trends and current projections); the amount of land in the jurisdiction; the amount of vacant land in the jurisdiction appropriately zoned for economic development; the current unemployment rate; current commuting patterns; and others, as appropriate.
 - 1.4 providing adequate public facilities and services to areas designated for economic development;

- 1.5 separating, buffering, or leaving natural buffers between residential development and areas of economic development where it is necessary due to the type, characteristics and impacts of the economic development activity;
 - 1.6 developing and adopting standards at the municipal level to guide commercial and industrial development in park-like settings;
 - 1.7 evaluating federal, state, and local regulatory, taxing, facility financing and expenditure practices to assure that they favor economic development at appropriate locations.
2. The County, and each municipality in the County, shall promote diverse economic opportunities for all citizens of the County, especially the unemployed, disadvantaged persons, minorities and small businesses. The following measures may be used in accomplishing this policy, where appropriate:
- 2.1 determining a reasonable "jobs/housing" balance and coordinating land use and development policies to help achieve the designated balance of adequate affordable housing near employment centers;
 - 2.2 identifying urban land suitable for the accommodation of a wide range of non-residential development activities;
 - 2.3 utilizing state or federal programs and financial assistance to the maximum extent possible;
 - 2.4 encouraging redevelopment of declining commercial areas;
 - 2.5 encouraging flexibility in local zoning and land use controls to permit a variety of economic uses, but without sacrificing necessary design and development standards;
 - 2.6 encouraging programs, in conjunction with other public, quasi-public and private entities, to attract desirable or appropriate business and industry;
 - 2.7 to the extent possible, encouraging the location of economic development activities in areas served by public transit and adequate transportation facilities;
 - 2.8 maintaining and enhancing natural resource-based industries, including productive timber, agriculture, fishing and mining;

- 2.9 collectively targeting the appropriate creation and retention of specific firms and industries including small business enterprises;
 - 2.10 promoting educational, job training, and cultural opportunities;
 - 2.11 providing opportunities and locations for incubator industries.
3. The County, and each municipality in the County, shall encourage economic development in areas in which there is an imbalance between available employment opportunities and the local population base by:
 - 3.1 considering development incentives for economic development;
 - 3.2 marketing development opportunities in slow growth areas.
4. The County, and each municipality in the County, shall take the following steps to ensure that economic growth remains within the capacities of the state's natural resources, public services and public facilities:
 - 4.1 identifying existing and future demand for services;
 - 4.2 encouraging the location of economic development activities within Urban Growth Areas;
 - 4.3 limiting incompatible economic development activities in or adjacent to designated natural resource lands and critical areas and/or by requiring adequate buffers between economic development activities and designated natural resource lands and critical areas and by ensuring that economic development activities occur in areas with adequate public facilities.
5. The County, and each municipality in the County, shall plan for sufficient economic growth and development to ensure an appropriate balance of land uses which will produce a sound financial posture given the fiscal/economic costs and benefits derived from different land uses by:
 - 5.1 insuring that the land use element of each Comprehensive Plan allows for an appropriate mix and balance of uses;
 - 5.2 reducing inefficient sprawl development patterns;
 - 5.3 reducing transportation demand;

- 5.4 coordinating the provision of public facilities and services and/or insuring that new development supports the cost of public facility and service expansions made necessary by such development;
 - 5.5 promoting development in areas with existing available facility capacity;
 - 5.6 encouraging joint public/private development.
6. The County, and each municipality in the County, shall strengthen existing businesses and industries to add to the diversity of economic opportunity and employment by:
- 6.1 promoting infill development to assist in maintaining a viable market for existing businesses;
 - 6.2 utilizing redevelopment or other techniques, where appropriate, to maintain existing businesses;
 - 6.3 making available information, technical assistance and loans for business expansion and job creation;
 - 6.4 protecting existing viable economic development activities from incompatible neighbors;
 - 6.5 streamlining permit processing;
 - 6.6 striving to maintain adequate public facilities and service levels;
 - 6.7 evaluating regulatory and other constraints to continued business operations and devising an appropriate plan to minimize the effect of such constraints.
7. The County, and each municipality in the County, shall provide both the private sector and the public sector with information necessary to support and promote economic development by:
- 7.1 coordinating the collection and dissemination of information with various local governments;
 - 7.2 cooperating with private and quasi-private entities and sharing information to attract new industries.

COUNTYWIDE PLANNING POLICY ON EDUCATION

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act does not identify education as a planning goal to guide the development and adoption of comprehensive plans and development regulations. Neither is education listed as a planning policy requirement in the Growth Management Act. However, the list of topics identified in the Growth Management Act is intended to delineate only the minimum policy requirements. Education was identified as an additional policy area in the Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R91-172, September 24, 1991).

▪ **Countywide Planning Policy**

1. "Educational Facilities," includes all public and private educational facilities, including, but not limited to, kindergartens, elementary schools, middle schools, junior high schools, high schools, junior colleges, colleges, academies, and similar institutions.
2. The County, and each municipality in the County, shall strive to achieve excellence in education and to offer diverse educational opportunities to be made available to all residents of the County, cities and towns by:
 - 2.1 developing a broad tax base;
 - 2.2 encouraging citizen participation;
 - 2.3 encouraging coordination between educational and employment requirements.
3. The County, and each municipality the County, shall coordinate with other institutions or governmental entities responsible for providing educational services, to ensure the provision of educational facilities with other necessary public facilities and services and with established and planned growth patterns through:
 - 3.1 the capital facilities plan element;
 - 3.2 the land use element;
 - 3.3 school site location decisions;

- 3.4 coordination and, if necessary, formal interlocal agreements between school districts and other governmental entities exercising land use planning, regulation and capital improvement planning functions;
 - 3.5 the possible use of impact fees, voluntary advancements and other regulatory requirements for a portion of school facility financing;
 - 3.6 encouragement of joint (municipal/school district) use of playgrounds, parks, open-spaces and recreational facilities;
 - 3.7 support for sufficient funding of educational facilities and services;
 - 3.8 support for the provision of educational facilities and services to meet specialized needs.
4. The County, and each municipality in the County, shall address the issue of the multiplicity of school districts by:
 - 4.1 incorporating school facility location criteria, developed in conjunction with the local school district, in the local comprehensive plan;
 - 4.2 including school districts in the comprehensive planning process;
 - 4.3 developing a common base of data and sharing the data with school districts concerning population, household and school-age population projections, non-educational capital facility needs, and land uses;
 - 4.4 initiating dialogues with school districts about school district boundaries and service areas in relation to municipal boundaries, designated urban growth areas, annexation plans and service extension plans and policies.
5. The County, and each municipality in the County, shall determine specific siting requirements for all public and private educational facilities and shall meet specific educational facility needs by:
 - 5.1 locating schools consistently with the local comprehensive plan, including the capital facilities element;
 - 5.2 deciding all facility locations, types and sizes with consideration for the provision of other necessary public facilities and services and the compatibility and effect of the provision of such facilities on land use and development patterns.

COUNTYWIDE PLANNING POLICY ON FISCAL IMPACT

- **Background - Requirements of Growth Management Act**

The Washington Growth Management Act requires that the Countywide Planning Policies address the analysis of fiscal impact [RCW 36.70A.210(3)(h)]. However, the legislature did not define the scope of the required fiscal impact analysis to be addressed in the Countywide Planning Policies. During the legislative proceedings a number of alternatives were discussed, ranging from analysis of the policies themselves, analysis of the comprehensive plans and implementing regulations, analysis of governmental decisions affecting jurisdictional responsibilities and/or boundaries and analysis of significant public and private development projects. From these alternatives, the County, and each municipality, has determined that fiscal impact analysis will be required only for governmental decisions affecting jurisdictional responsibilities and/or boundaries and significant public and private development projects.

- **Countywide Planning Policy**

1. The purposes of fiscal impact analysis are to assess the relative costs of providing public facilities and services, with the public revenues that will be derived from decisions affecting jurisdictional responsibilities and/or boundaries and significant public and private development projects.
2. The County, and each municipality in the County, shall use the results of the fiscal impact analysis as one of the factors in determining acceptance, modification, or rejection of the proposal.

COUNTYWIDE PLANNING POLICY ON HISTORIC, ARCHAEOLOGICAL AND CULTURAL PRESERVATION

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act identifies as a planning goal to guide the development and adoption of comprehensive plans and development regulations, that counties and cities identify and encourage the preservation of lands, sites and structures, that have historical or archaeological significance. [RCW 36.70A.020(13)]. The term "significance" is not defined, although it is well-recognized that the federal and state governments have programs that have been in operation for some time by which land, sites, structures and districts of national significance are/or may be placed on the National Register of Historic Places and land, sites and structures of state significance are/or may be placed on the State Register of Historic Places. Certain cities, including Tacoma, have adopted local programs to designate land, sites and structures of local significance. Although the Growth Management Act Amendments do not require a countywide planning policy on historic, archaeological and cultural preservation, that requirement was added by the Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R91-172, September 24, 1991).

▪ **Countywide Planning Policy**

1. The County, and each municipality in the County, utilizing applicable federal, state and local designations, if relevant, (and where appropriate in cooperation with the Indian tribes) shall identify the presence of federal, state and local historic, archaeological and cultural lands, sites and structures, of significance within their boundaries.
2. The County, and each municipality in the County may, utilizing County standards or locally-developed standards, identify and designate local historic, archaeological and cultural lands, sites and structures of significance within their boundaries.
 - 2.1 Recommendations for local designations may be made by any person or entity or by any municipality or governmental body.
 - 2.2 The municipality may designate an individual, commission or committee to be responsible for review of recommendations and to forward such recommendations to the legislative body.
 - 2.3 Designations shall only be made by the local legislative body if the land, site or structure has only local significance.

- 2.4 All such designations shall be reflected in the land use element of the comprehensive plan.
- 2.5 Any municipality may request that the County's Landmarks Commission and/or staff provide assistance in designating land, sites or structures; if sought, such assistance may be provided pursuant to an interlocal agreement.
- 2.6 Preservation of significant lands, sites and structures shall be encouraged or accomplished by the County, and each municipality in the County, through any one or a combination of the following techniques, as determined to be appropriate by the local legislative body:
 - 2.6.1 designation;
 - 2.6.2 incentives for preservation;
 - 2.6.3 loans and grants;
 - 2.6.4 public purchase;
 - 2.6.5 non-development easement;
 - 2.6.6 development rights transfer;
 - 2.6.7 restrictive covenants;
 - 2.6.8 regulations for protection, maintenance and appropriate development;
 - 2.6.9 plans/policies/standards for preservation (U.S. Department of the Interior).
- 2.7 The County, and each municipality in the County, may utilize one or more of the following criteria or others as may be determined, to make designation decisions for recommended lands, sites or structures:
 - 2.7.1 archaeological, historic or cultural "significance;"
 - 2.7.2 condition;
 - 2.7.3 uniqueness;
 - 2.7.4 accessibility;
 - 2.7.5 cost/benefit;
 - 2.7.6 extent to which land, site or structure is undisturbed;
 - 2.7.7 presence of incompatible land uses or activities;
 - 2.7.8 presence of environmental, health or safety hazards;
 - 2.7.9 tourism potential;
 - 2.7.10 educational value;
 - 2.7.11 consent of owner.
- 2.8 The legislative body of the County, and each municipality in the County, may utilize one or more of the following criteria or others as may be determined, to make a de-designation decision:

- 2.8.1 error in historical/archaeological/cultural research for the original designation;
- 2.8.2 economic hardship for owner leaving no reasonable use of the land, site or structure;
- 2.8.3 deterioration of lands, site or structure;
- 2.8.4 discovery of other (better) examples of lands, sites or structures;
- 2.8.5 presence of land, site or structure on state or federal registers.

- 3. The County, and each municipality in the County, shall encourage public education programs regarding historic, archaeological and cultural lands, sites and structures as a means of raising public awareness of the value of maintaining those resources.

**COUNTYWIDE PLANNING POLICY ON
NATURAL RESOURCES, OPEN SPACE AND PROTECTION
OF ENVIRONMENTALLY-SENSITIVE LANDS**

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act identifies the following as planning goals: (1) maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries; (2) encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses [RCW 36.70A.020(8)]; (3) encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks [RCW 36.70A.020(9)]; and (4) protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water [RCW 36.70A.020(10)]. Although these goals are stated individually, the degree of interconnectedness between them leads to the development of a single, comprehensive planning policy. Although the Growth Management Act does not expressly require a countywide planning policy on natural resources, open space and protection of environmentally sensitive lands, the addition of such a policy was specifically identified in the Pierce County Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R-91-172, September 24, 1991).

▪ **Countywide Planning Policy**

1. The following governmental entities shall act in coordination to identify, designate and conserve resources, and protect open space and environmentally sensitive lands:
 - 1.1 The State [RCW 36.70A.050(1)];
 - 1.2 The County;
 - 1.3 Municipalities;
 - 1.4 Special Purpose Districts and entities;
 - 1.5 The Puget Sound Regional Council and Regional Authorities (Puget Sound Air Pollution Control Agency, Regional Transportation Planning Organization *et al*);
 - 1.6 The Federal government;
 - 1.7 Tribal governments;

- 1.8 Public utilities.
2. "Natural resources" shall be defined, for the purpose of these policies, to include: mineral resources and mineral lands, productive timber lands, and fisheries industries.
3. Countywide natural resources identified and designated pursuant to this Policy shall be maintained and enhanced through one or more of the following means:
 - 3.1 conservation;
 - 3.2 conservation combined with planned use;
 - 3.3 planned use;
 - 3.4 enhancement;
 - 3.5 education;
 - 3.6 preservation;
 - 3.7 purchase/acquisition;
 - 3.8 regulatory approaches; and
 - 3.9 compensable approaches.
4. The governmental entities specified in subpolicy 1 shall work cooperatively and consistently with each other to achieve this Policy through:
 - 4.1 identifying, designating, maintaining, conserving, enhancing and/or protecting, as appropriate, natural resources through adoption of specific elements in the county and municipal comprehensive plans;
 - 4.2 developing appropriate implementation strategies and regulations;
 - 4.3 adopting local capital improvement programs designed to achieve the objectives of this Policy;
 - 4.4 coordinating standards and criteria between the programs of the governmental entities specified in subpolicy 1, including where necessary the use of inter-governmental agreements, so as to be consistent with the objectives of this Policy.

5. The County, and each municipality in the County, shall consider the following regarding natural resources:
 - 5.1 placing a primary emphasis on maintaining, enhancing, conserving and/or protecting, as appropriate, designated and identified natural resources including lands of local, county and statewide significance;
 - 5.2 developing and applying criteria for limited development, if allowed, so as to maintain, enhance and conserve identified and designated important, productive or economically viable natural resources or natural resource based industries;
 - 5.3 ensuring the provision of buffers to protect environmentally sensitive lands where economic use of natural resource lands will cause adverse impacts;
 - 5.4 adopting a "no net loss" approach where applicable;
 - 5.5 utilizing positive incentives to ensure conservation over time;
 - 5.6 utilizing transfer of development rights or other flexible, clustered or compensable regulatory approaches;
 - 5.7 educating of all segments of the community concerning the importance of these Policy objectives;
 - 5.8 emphasizing the prevention of air and water quality degradation.

6. Environmentally sensitive lands, for the purpose of the Policy, shall include all designated critical areas pursuant to RCW 36.70A.030(5) including, but not limited to, wetlands, aquifer recharge areas, fish and wildlife habitat, geologically hazardous lands and shall include water supply areas, shorelines, creeks, streams, lakes, rivers, deltas, frequently flooded areas, estuaries, and unique geologic features such as canyons. The County, and each municipality in the County, shall maintain the following relationship between environmentally sensitive lands and development:
 - 6.1 give priority to protection of environmentally sensitive lands;
 - 6.2 develop standards and criteria for limited development if permitted in the County or in municipal comprehensive plans;
 - 6.3 where development is permitted, provide protection for environmentally-sensitive lands through the provision of appropriate buffers;
 - 6.4 adopt a "no net loss" approach;

- 6.5 utilize of positive incentives for conservation;
 - 6.6 utilize of transfer of development rights or other flexible, clustered or compensatory regulatory approaches;
 - 6.7 designate environmentally sensitive lands of local, county and statewide significance;
 - 6.8 educate all segments of the community concerning the importance of these Policy objectives.
7. The County, and each municipality in the County, shall determine the amount of development permitted on environmentally sensitive lands by the nature of the area sought to be protected, on a case-by-case basis, in conjunction with SEPA regulations. Enhancements of environmentally sensitive lands, such as parks and observation towers, may be allowed.
8. The County, and each municipality in the County, as well as the other governmental entities specified in subpolicy 1 shall be in compliance with and seek to exceed federal and state environmental quality standards where required to achieve the objectives of this Policy;
9. The County, and each municipality in the County, as well as the other governmental entities specified in subpolicy 1 shall consider policies on environmentally sensitive lands in conjunction with other Countywide Planning Policies, including, but not limited to, policies which address:
- 9.1 urban growth areas;
 - 9.2 contiguous orderly development and the provision of urban services to such development;
 - 9.3 capital facility siting;
 - 9.4 transportation congestion management;
 - 9.5 infill development;
 - 9.6 affordable housing;
 - 9.7 state and local Shoreline Master Programs;

- 9.8 goals and mandates of federal and state land jurisdiction agencies including the Washington State Department of Natural Resources, the U.S. Forest Service, the National Park Service and Tribal governments;
- 9.9 watershed management.
- 10. Open space, for the purpose of this Policy shall include parks, recreation areas, greenbelts/natural buffers, scenic and natural amenities or unique geological features or unique resources.
- 11. The County, and each municipality in the County, shall develop a plan for the provision of open space considering the following:
 - 11.1 environmentally sensitive lands may also include open space and/or greenbelt areas;
 - 11.2 open space areas are located only within urban growth areas;
 - 11.3 open space is defined in conjunction with recreation and facilities.
- 12. The County, and each municipality in the County, shall designate appropriate open space:
 - 12.1 following an assessment of local needs and based upon specific criteria:
 - 12.1.1 to encourage open space cluster design;
 - 12.1.2 to encourage natural buffering as part of development design;
 - 12.2 upon the recommendation of the governing body;
 - 12.3 if such areas meet the above criteria of 12.1 and 12.2 and are in:
 - 12.3.1 aquifer recharge areas;
 - 12.3.2 floodplains;
 - 12.3.3 unique resource areas;
 - 12.3.4 rare and endangered species (plant/animal) habitat.
- 13. The County, and each municipality in the County, may make the following uses of open space:
 - 13.1 recreational areas, including parks (golf courses, picnic areas, bicycle, equestrian and walking trails) and general recreation;
 - 13.2 uses as considered on a case-by-case basis;

- 13.3 uses derived from community definition (*i.e.*, greenbelts)
- 14. The County, and each municipality in the County, shall encourage new housing to locate in a compatible fashion with open space designations or outside of designated open spaces.
- 15. The County, and each municipality in the County, shall regulate open space through:
 - 15.1 zoning and subdivision ordinances, including but not limited to cluster and minimum lot size zoning, overlay zones and adequate off-site public facility regulations;
 - 15.2 development impact fees for park and open space acquisition;
 - 15.3 dedication of land or money in-lieu of land;
 - 15.4 designation of open space corridors;
 - 15.5 soil conservation measures;
 - 15.6 wetlands, shorelines, floodplain or other environmentally sensitive lands ordinances;
 - 15.7 development agreements.
- 16. The County, and each municipality in the County, shall inventory existing and newly designated open space by:
 - 16.1 local planning inventory;
 - 16.2 regional inventory.
- 17. The County, and each municipality in the County, shall authorize the following methods of retention of open space land or corridors:
 - 17.1 public acquisition of property in fee simple or through development easement acquisition;
 - 17.2 private acquisition with covenants, conditions and/or restrictions limiting the use of the property to open space;
 - 17.3 alternatives to public purchase, including:

- 17.3.1 flexible zoning, subdivision and regulatory approaches designed for protection or preservation;
 - 17.3.2 land trust;
 - 17.3.3 conservation easement;
 - 17.3.4 transfer of development rights and other compensable regulatory approaches;
 - 17.3.5 rails-to-trails;
 - 17.3.6 donation;
 - 17.3.7 preferential assessment;
 - 17.3.8 planned developments;
 - 17.3.9 dedication;
 - 17.3.10 impact fees;
 - 17.3.11 view easement;
 - 17.3.12 use value assessment;
- 17.4 retention of existing open space through:
- 17.4.1 coordination with the designation of resource lands of statewide significance;
 - 17.4.2 required open space preservation within and without Urban Growth Boundaries established by PSRC;
 - 17.4.3 coordination with agricultural land owners and right to farm policies.

General

- 18. The County, and each municipality in the County, should protect and enhance the natural ecosystems through comprehensive plan policies and development regulations that reflect natural constraints and protect sensitive features.
- 19. The County, and each municipality in the County, should preserve, protect, and where practicable, restore natural habitat critical for the conservation of salmonid species listed under the federal Endangered Species Act, through the adoption of comprehensive plan policies that seek to protect, maintain, or restore aquatic ecosystems.
 - 19.1 Jurisdictions should consider creation of a Public Benefit Rating System under the Current Use Assessment Program (RCW 84.34) or other Tax Incentive Programs that includes a higher priority for fish and wildlife habitat conservation areas.
 - 19.2 Consider fish and wildlife habitat conservation areas when designating land use designations and companion zoning regulations.

- 19.3 Amend existing critical area regulations, as necessary, to protect fish and wildlife habitat conservation areas from development impacts.

Coordination of Watershed Planning and Land Use Planning

“Watershed” means a geographic area that drains toward or contributes flow to a stream or river and the geographic limits of a watershed are defined by the points at which the ground slope changes to drain surface water into the tributaries that feed the stream or river system.

20. The County, and each municipality in the County, should protect the natural habitat critical for the conservation of salmonid species listed under the federal Endangered Species Act, whenever practicable, through the use of planning activities or study techniques that are capable of determining changes in stream hydrology and water quality.
 - 20.1 The County, and each municipality in the County, should coordinate watershed planning and land use planning activities and implementation activities within a watershed boundary including:
 - 20.1.1 recognize that watershed planning may be useful in analyzing changes in stream hydrology, flooding, water quality and capital facilities under different land use scenarios;
 - 20.1.2 evaluate the use of vegetation retention, tree conservation, and maximum impervious surface standards;
 - 20.1.3 whenever possible, utilize watershed boundaries instead of jurisdictional boundaries for plans and studies;
 - 20.1.4 consider the implications of planning and implementation activities on natural environmental and built systems that are located outside jurisdictional boundaries but within the shared watershed;
 - 20.1.5 when updating land use plans and regulations, consider information that is contained within watershed plans.

Inter-jurisdictional Cooperation

21. The County, and each municipality in the County, shall work together to identify and protect natural habitat corridors that cross jurisdictional boundaries.
 - 21.1 Establish informational sharing workshops or present information at established coordinating committees.
 - 21.2 Whenever possible, utilize watershed boundaries instead of jurisdictional boundaries for plans and studies.

22. The County, and each municipality in the County, should coordinate watershed/aquatic restoration planning and implementation activities within a watershed.
 - 22.1 Consider the implications of planning and implementation activities not only within jurisdictional boundaries, but also the implications of decisions and activities on habitat for critical fish species that is located outside jurisdictional boundaries but within the shared watershed.
23. The County, and each municipality in the County, shall cooperatively work together to create and adopt modifications to their Critical Areas Regulations that include the best available science for the protection of existing habitat, wetlands, estuaries, and riparian areas by avoiding negative impacts.
 - 23.1 Encourage the removal of invasive species and the replanting of natural vegetation.
 - 23.2 Encourage local community groups in critical habitat restoration and enhancement efforts.
 - 23.3 Utilize incentives to encourage landowners to retain, enhance, or restore critical habitat.
 - 23.4 Develop complementary, coordinated, integrated, and flexible approaches for the collection, analysis, and sharing of monitoring information (e.g., GIS data, hydrologic and hydraulic analysis).

Development Standards

24. Upon adoption of a state classification system, the County and each municipality in the County, should work together to establish a single system for stream typing.
25. The County, and each municipality in the County, should maintain or enhance water quality through control of runoff and best management practices to maintain natural aquatic communities and beneficial uses.

Monitoring, Best Available Science and Adaptive Management

26. The County, and each municipality in the County, should work cooperatively toward creating and implementing methodologies designed to determine the effectiveness of enhancement and recovery strategies for listed species. (The term recovery is applied to species and not to habitat.)

- 26.1 Monitoring and evaluation strategies should be designed to develop data and information that can be used to evaluate future policy choices and management actions.
 - 26.2 Whenever practicable, adoption of local plans, which include Conservation Plans or watershed basin plans, should include monitoring and evaluation criteria.
27. The County, and each municipality in the County, recognizes that the best available science to address listed species recovery issues is evolving. Each jurisdiction should apply an adaptive management strategy to determine how well the objectives of listed species recovery and critical habitat preservation/restoration are being achieved.
- 27.1 Consider the results of pilot developments in land use planning.

**COUNTYWIDE PLANNING POLICY ON
SITING OF PUBLIC CAPITAL FACILITIES
OF A COUNTYWIDE OR STATEWIDE NATURE**

▪ **Background - Requirements of Growth Management Act**

The Growth Management Act requires that the comprehensive plan of the County and of each municipality in the County include a process for identifying and siting essential public facilities [RCW 36.70A.200(1)]. "Essential" public facilities include, but are not limited to, those facilities that are typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities, including substance abuse facilities, mental health facilities and group homes [RCW 36.70A.200(1)]. The State Office of Financial Management is required to maintain a list of essential state public facilities that are required or likely to be built within the next six (6) years. Facilities may be added to the list at any time. The Growth Management Act further mandates that no local comprehensive plan or development regulation may preclude the siting of essential public facilities [RCW 36.70A.200(2)].

▪ **Countywide Planning Policy**

1. The County, and each municipality in the County, shall adopt a policy and incorporate same in its comprehensive plan, on the siting of essential public capital facilities of a Countywide or statewide nature.
 - 1.1 In addition to essential public facilities, other capital facilities included must be for a public use, must have a useful life of 10 years or more and be either:
 - 1.1.1 a Countywide facility which has the potential for serving the entire County or more than one jurisdiction in the County; or
 - 1.1.2 a statewide facility which serves or has the potential for serving the entire state, or which serves less than the entire state, but more than one county.
2. The County, and each municipality in the County, shall identify lands useful for public purposes and incorporate such designations in their respective comprehensive plans.
3. The County, and each municipality in the County, shall incorporate a policy and process in their respective comprehensive plans to identify and site essential public facilities on the list maintained by the State Office of Financial Management. The process and policy shall include the following components:

- 3.1 a requirement that the state provide a justifiable need for the public facility and for its location in Pierce County based upon forecasted needs and a logical service area;
 - 3.2 a requirement that the state establish a public process by which the residents of the County and of affected and "host" municipalities have a reasonable opportunity to participate in the site selection process.
4. The County and municipal policies shall be based upon the following criteria:
- 4.1 Specific facility requirements;
 - 4.1.1 minimum acreage;
 - 4.1.2 accessibility;
 - 4.1.3 transportation needs and services;
 - 4.1.4 supporting public facility and public service needs and the availability thereof;
 - 4.1.5 health and safety;
 - 4.1.6 site design;
 - 4.1.7 zoning of site;
 - 4.1.8 availability of alternative sites;
 - 4.1.9 community-wide distribution of facilities.
 - 4.2 Impacts of the facility:
 - 4.2.1 land use compatibility;
 - 4.2.2 existing land use and development in adjacent and surrounding areas;
 - 4.2.3 existing zoning of surrounding areas;
 - 4.2.4 existing Comprehensive Plan designation for surrounding areas;
 - 4.2.5 present and proposed population density of surrounding area;
 - 4.2.6 environmental impacts and opportunities to mitigate environmental impacts;
 - 4.2.7 effect on agricultural, forest or mineral lands, critical areas and historic, archaeological and cultural sites;
 - 4.2.8 effect on areas outside of Pierce County;
 - 4.2.9 effect on designated open space corridors;
 - 4.2.10 "spin-off" (secondary and tertiary) impacts;
 - 4.2.11 effect on the likelihood of associated development being induced by the siting of the facility.
 - 4.3 Impacts of the facility siting on urban growth area designations and policies:

- 4.3.1 urban nature of facility;
- 4.3.2 existing urban growth near facility site;
- 4.3.3 compatibility of urban growth with the facility;
- 4.3.4 compatibility of facility siting with respect to urban growth area boundaries.

- 5. The County and municipal policies shall ensure that the facility siting is consistent with the adopted County and municipal comprehensive plans, including;
 - 5.1 the future land use map and other required and optional plan elements not otherwise listed below;
 - 5.2 the identification of lands for public purposes in the land use element;
 - 5.3 the capital facilities plan element and budget;
 - 5.4 the utilities element;
 - 5.5 the rural element;
 - 5.6 the transportation element;
 - 5.7 the housing element;
 - 5.8 the comprehensive plans of adjacent jurisdictions that may be affected by the facility siting;
 - 5.9 regional general welfare considerations.
- 6. The County and municipal policies may include standards and criteria related to:
 - 6.1 the time required for construction;
 - 6.2 property acquisition;
 - 6.3 control of on- and off-site impacts during construction;
 - 6.4 expediting and streamlining necessary government approvals and permits if all other elements of the County or municipal policies have been met;
 - 6.5 the quasi-public or public nature of the facility, balancing the need for the facility against the external impacts generated by its siting and the availability of alternative sites with lesser impacts.

7. The County and municipal policies may include standards and criteria related to:
 - 7.1 facility operations;
 - 7.2 health and safety;
 - 7.3 nuisance effects;
 - 7.4 maintenance of standards congruent with applicable governmental regulations, particularly as they may change and become more stringent over time.

8. The County and municipal policies on facility siting shall be coordinated with and advance other planning goals including, but not necessarily limited to, the following:
 - 8.1 reduction of sprawl development;
 - 8.2 promotion of economic development and employment opportunities;
 - 8.3 protection of the environment;
 - 8.4 positive fiscal impact and on-going benefit to the host jurisdiction;
 - 8.5 serving population groups needing affordable housing;
 - 8.6 receipt of financial or other incentives from the state and/or the County or other municipalities;
 - 8.7 fair distribution of such public facilities throughout the County;
 - 8.8 requiring state and federal projects to be consistent with this policy.

COUNTYWIDE PLANNING POLICY ON TRANSPORTATION FACILITIES AND STRATEGIES

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act identifies transportation facilities planning and, specifically, encouraging efficient multi-modal transportation systems based on regional priorities and coordinated with local comprehensive plans, as a planning goal to guide the development and adoption of comprehensive plans and development regulations [RCW 36.70A.020(3)]. In addition, it identifies a transportation element as a mandatory element of a county or city comprehensive plan [RCW 36.70A.070(6)]. The transportation element must include: (a) land use assumptions used in estimating travel; (b) facilities and services needs; (c) finance; (d) intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions; and (e) demand management strategies [RCW 36.70A.070(6)(a)- (c)]. The Growth Management Act expressly requires a Countywide Planning Policy on transportation facilities and strategies [RCW 36.70A.210(3)(d)].

▪ **Countywide Planning Policy**

1. For the purpose of this Policy, the following transportation services shall be deemed Countywide in nature:
 - 1.1 state and federal highways;
 - 1.2 major arterials;
 - 1.3 public transit facilities and services;
 - 1.4 waterborne transportation (ferries, shipping);
 - 1.5 airports (passenger or freight);
 - 1.6 rail facilities (passenger or freight).
2. The following facilities and system components shall be included in the multi-modal network:
 - 2.1 roads, including major highways, arterials and collectors;
 - 2.2 public transit, including bus, rail, and park & ride lots;
 - 2.3 non-motorized facilities;

- 2.4 ferries;
 - 2.5 airports;
 - 2.6 parking facilities;
 - 2.7 facilities related to transportation demand management.
3. The County, and each municipality in the County, shall coordinate service levels between jurisdictions including federal and state departments of transportation and other transportation service providers by:
- 3.1 designating or adopting roadway, intersection and transit Levels of Service (LOS);
 - 3.2 understanding that the adopted LOS will affect not only the quality of the transportation system, but also the amount of public investment required and the permissible growth levels which the transportation system can support;
 - 3.3 entering into interlocal agreements, where necessary, to establish uniform, coordinated service levels between jurisdictions for countywide facilities.
4. In the County, and in each municipality in the County, the adopted LOS may be:
- 4.1 set below existing levels (thereby allowing reserve capacity for growth and minimizing the need for new capital investment, but, perhaps allowing congestion above what is tolerable to the public);
 - 4.2 set above existing levels (thereby increasing comfort and convenience of travel, enhancing economic development and minimizing some environmental impacts, but, perhaps, requiring additional public expenditures and/or precipitating development moratoria);
 - 4.3 set at existing levels (thereby allowing new development to mitigate full marginal impacts, but, existing level may not mirror what is acceptable to the public);
 - 4.4 set at different levels of service in different zones;
 - 4.5 set at different levels of service based on facility classifications;
 - 4.6 set for multi-modal facilities;

- 4.7 taken directly from standards developed by the Washington State Department of Transportation for Highways of Statewide Significance and directly from standards developed by the Puget Sound Regional Council for regionally significant state highways.
5. The County, and each municipality in the County, shall determine the adequacy of transportation facilities taking into account existing development, approved but unbuilt development and proposed development through utilization of:
 - 5.1 capacity-to-demand (LOS);
 - 5.2 availability of capacity including phased capacity;
 - 5.3 coordination of appropriate standards of design across jurisdictional lines.
6. The County, and each municipality in the County, shall address substandard LOS for existing facilities or "existing deficiencies" by:
 - 6.1 designating funding mechanisms within each jurisdiction;
 - 6.2 prioritizing facilities needed to correct existing deficiencies in capital improvements/transportation improvements programs;
 - 6.3 using transportation demand management (*i.e.*, demand-side regulations) to minimize demand created by existing users of transportation facilities;
 - 6.4 using transportation systems management (*i.e.*, supply-side adjustments to transportation system) to redirect traffic to uncongested areas and to modify travel behavior.
7. The following jurisdictions will be responsible for the correction of existing transportation deficiencies in the Urban Growth Areas:
 - 7.1 the County, in unincorporated areas;
 - 7.2 a municipality, in incorporated areas;
 - 7.3 joint County-municipal, when part of an agreement for a joint planning area.
8. The County, and each municipality in the County, shall adopt parking regulatory codes for:
 - 8.1 park/ride;

- 8.2 parking requirements for public facilities so as to encourage public transit use.
- 9. The County, and each municipality in the County, shall address concurrency through the following methods:
 - 9.1 providing transportation facilities needed to accommodate new development within six years of development approval;
 - 9.2 limiting new development to a level that can be accommodated by existing facilities and facilities planned for completion over the next six years;
 - 9.3 encouraging new and existing development to implement measures to decrease congestion and enhance mobility through transportation demand and congestion management.
- 10. The County, and each municipality in the County, shall address compatibility between land use and transportation facilities by:
 - 10.1 requiring new transportation facilities and services in areas in which new growth is appropriate or desirable to be phased within a twenty-year time frame consistent with six year capital improvement programs;
 - 10.2 restricting the extension of new transportation facilities into areas not planned for growth (*e.g.*, outside urban growth areas);
 - 10.3 using development regulations to ensure that development does not create demands exceeding the capacity of the transportation system
 - 10.3.1 density limits in areas outside of urban growth areas;
 - 10.3.2 concurrency management and adequate public facility regulation;
 - 10.3.3 integrated multi-modal and non-motorized networks.
 - 10.4 using land use regulations to increase the modal split between automobiles and other forms of travel:
 - 10.4.1 high densities in transit and transportation corridors;
 - 10.4.2 dedications/impact fees to provide public transit facilities;
 - 10.4.3 require pedestrian-oriented design;
 - 10.4.4 encourage or require mixed use development;
 - 10.4.5 facilitate ease of access for physically challenged individuals.
 - 10.5 approving transportation facilities in conjunction with land use approvals.

11. The County, and each municipality in the County, shall address environmental impacts of the transportation policies through:
 - 11.1 programming capital improvements and transportation facilities designed to alleviate and mitigate impacts on land use, air quality and energy consumption such as high-occupancy vehicle lanes, public transit, vanpool/carpool facilities, or bicycle/pedestrian facilities designed for home-to-work travel;
 - 11.2 locating and constructing transportation improvements so as to discourage adverse impacts on water quality and other environmental features.
12. The County, and each municipality in the County, shall address energy consumption/conservation by:
 - 12.1 designing transportation improvements to encourage alternatives to automobile travel;
 - 12.2 locating and designing new development so as to encourage pedestrian or non-automobile travel;
 - 12.3 providing regulatory and financial incentives to encourage the public and private sector to conserve energy;
 - 12.4 reducing the number of vehicle miles traveled and number of vehicle trips.
13. The County, and each municipality in the County, shall provide the following facilities to encourage alternatives to automobile travel and/or to reduce the number of vehicle miles traveled (modal split, trip generation and trip length):
 - 13.1 structural alternatives (public transit [fixed guideway/rail systems, buses, paratransit services]; construction of new high-occupant vehicle lanes; limitations on highway/roadway construction; carpool/vanpool facilities; non-recreational bicycle/pedestrian facilities);
 - 13.2 non-structural/regulatory alternatives (growth management [concurrency; urban growth areas]; road/congestion pricing; auto-restricted zones; parking management; site design; ridesharing incentives).
14. The County, and each municipality in the County, shall utilize the following transportation systems management measures (*i.e.*, measures to improve the efficiency of the existing transportation network by utilizing lower cost and more quickly implemented improvements) to make the most efficient use of the existing roadway system:

- 14.1 structural improvements (*e.g.*, super street arterials, signalization improvements, computerized signal systems, one-way streets, ramp metering, designation of HOV lanes, reversible traffic lanes);
 - 14.2 non-structural improvements (*e.g.*, incident detection and monitoring systems; network surveillance and control; motorist information systems; turn prohibitions; alternative work hours).
15. The County, and each municipality in the County, shall consider a number of financing measures, including but not limited to:
- 15.1 general revenues;
 - 15.2 fuel taxes;
 - 15.3 toll roads;
 - 15.4 bonding;
 - 15.5 congestion pricing;
 - 15.6 public/private partnerships;
 - 15.7 assessment and improvement districts, facility benefit assessments, impact fees, dedication of right-of-way and voluntary funding agreements;
 - 15.8 others, as may be appropriate.
16. Access needs and control for County and/or municipal funded transportation facilities will be coordinated through:
- 16.1 designating limited access facilities in the regional plan;
 - 16.2 determining access regulations through mutual agreement by the affected jurisdictions and/or by an agency designated by the affected jurisdictions;
 - 16.3 developing access regulations by the agency having primary jurisdiction or funding responsibility.

**COUNTYWIDE PLANNING POLICY ON URBAN GROWTH AREAS,
PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT
AND PROVISION OF URBAN SERVICES TO SUCH DEVELOPMENT**

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act identifies the encouragement of development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner [RCW 36.70A.020(1)], the reduction of sprawl (*i.e.*, the inappropriate or premature conversion of undeveloped land into low-density development) [RCW 36.70A.020(2)], and the provision of adequate public facilities and services necessary to support urban development at the time the development is available for occupancy and use (without decreasing current service levels below locally established minimum standards) [RCW 36.70A.020(12)] as planning goals to guide the development and adoption of comprehensive plans and development regulations.

The Growth Management Act further requires (1) that the County designate an "urban growth area" (UGA) or areas within which urban growth shall be encouraged and outside of which growth shall occur only if it is not "urban" in character; (2) that each municipality in the County be included within an UGA; (3) that an UGA include territory outside of existing municipal boundaries only if such territory is characterized by urban growth or is adjacent to territory that is already characterized by urban growth. [RCW 36.70A.110(1); for definition of "urban growth" see RCW 36.70A.030(17).]

The designated UGAs shall be of adequate size and appropriate permissible densities so as to accommodate the urban growth that is projected by the State Office of Financial Management to occur in the County for the succeeding 20-year period. While each UGA shall permit urban densities, it shall also include greenbelt and open space areas [RCW 36.70A.110(2)].

As to the timing and sequencing of urban growth and development over the 20-year planning period, urban growth shall occur *first* in areas already characterized by urban growth that have existing public facility and service capacities to service such development, *second* in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources [RCW 36.70A.110(3)]. Urban government services shall be provided primarily by cities, and should not be provided in rural areas.

The Growth Management Act Amendments expressly require that countywide planning policies address the implementation of UGA designations [RCW 36.70A.210(3)(a)], the promotion of contiguous and orderly development, the provision of urban services to such

development [RCW 36.70A.210(3)(b)], and the coordination of joint county and municipal planning within UGAs [RCW 36.70A.210(3)(f)].

▪ **Principles of Understanding Between Pierce County and the Municipalities in Pierce County**

While following the goals and regulations of the Growth Management Act, Pierce County and the municipalities in Pierce County will strive to protect the individual identities and spirit of each of our cities and of the rural areas and unincorporated communities.

Further agreements will be necessary to carry out the framework of joint planning adopted herein. These agreements will be between the County and each city and between the various cities.

The services provided within our communities by special purpose districts are of vital importance to our citizens. Consistent with the adopted regional strategy, these districts will be part of future individual and group negotiations under the framework adopted by the County and municipal governments.

While the Growth Management Act defines sewer service as an urban service, Pierce County currently is a major provider of both sewer transmission and treatment services. The County and municipalities recognize that it is appropriate for the County and municipalities to continue to provide sewer transmission and treatment services.

The County recognizes that unincorporated lands within UGAs are often potential annexation areas for cities. These are also areas where incorporation of new cities can occur. The County will work with existing municipalities and emerging communities to make such transitions efficiently.

At the same time, annexations and incorporations have direct and significant impacts on the revenue of county government, and therefore, may affect the ability of the County to fulfill its role as a provider of certain regional services. The municipalities will work closely with the County to develop appropriate revenue sharing and contractual services arrangements that facilitate the goals of GMA.

The Countywide Planning Policies are intended to be the consistent "theme" of growth management planning among the County and municipalities. The policies also spell out processes and mechanisms designed to foster open communication and feedback among the jurisdictions. The County and the cities and towns will adhere to the processes and mechanisms provided in the policies.

▪ **Centers**

Centers are to be areas of concentrated employment and/or housing within UGAs which serve as the hubs of transit and transportation systems. Centers and connecting corridors are integral to creating compact urban development that conserves resources and creates additional transportation, housing, and shopping choices. Centers are an important part of the regional strategy (VISION 2040) for urban growth and are required to be addressed in the Countywide Planning Policies. Centers will become focal points for growth within the county's UGA and will be areas where public investment is directed.

Centers are to:

- be priority locations for accommodating growth;
- strengthen existing development patterns;
- promote housing opportunities close to employment;
- support development of an extensive multimodal transportation system which reduces dependency on automobiles;
- reduce congestion and improve air quality; and
- maximize the benefit of public investment in infrastructure and services.

VISION 2040, the adopted regional growth strategy, identifies several different types of centers as an integral feature, including three types of Urban Centers: (1) Regional Center, (2) Metropolitan Center, (3) Urban Center, which feature a mix of land uses, as well as a category for Town Center. (Note: In 2003, PSRC replaced the term “Urban Centers” with “Regional Growth Centers.” Regional Growth Centers is the term used in PSRC’s Designation Criteria.) VISION 2040 also identifies Manufacturing/Industrial Centers, which consist primarily of manufacturing and industrial uses. (See 1995 VISION 2040 Update, pages 85 and 86.) Pierce County has five Urban Centers and two Manufacturing/Industrial Centers that have been adopted into the regional vision. Pierce County Regional Growth Centers are designated as either Metropolitan Centers, Regional Growth Centers, or Countywide Centers as follows:

Metropolitan Centers

Tacoma Central Business District

Regional Growth Centers

Tacoma Mall

Lakewood

Puyallup Downtown

Puyallup South Hill

Currently there are no designated Countywide Centers.

Manufacturing/Industrial Centers are areas where employee- or land-intensive uses will be located. These centers differ from Regional Growth Centers in that they consist of an extensive land base and the exclusion of non-manufacturing or manufacturing-supportive uses is an essential feature of their character. These areas are characterized by a significant amount of manufacturing, industrial and advanced technology employment uses. Large retail and non-related office uses are discouraged. Other than caretakers' residences, housing is prohibited within Manufacturing/Industrial Centers. However, these centers should be linked to high density housing areas by an efficient multimodal transportation system. The efficiency of rail and overland freight to markets is the critical element for manufacturers and industries located in these centers.

The designated Manufacturing/Industrial Centers, within Pierce County are as follows:

Frederickson
Port of Tacoma

Within Pierce County, a limited number of additional centers may be designated through amendment of the Countywide Planning Policies consistent with the process below.

Designated centers may vary substantially in the number of households and jobs they contain today. The intent of the Countywide Planning Policies is that Regional Growth Centers become attractive places to live and work, while supporting efficient public services such as transit and being responsive to the local market for jobs and housing.

The Countywide Planning Policies establish target levels for housing and employment needed to achieve the benefit of a center. Some centers will reach these levels over the next twenty years, while for others the criteria set a path for growth over a longer term, providing capacity to accommodate growth beyond the twenty year horizon.

County-Level Centers Designation Process

The County and any municipality in the County that is planning to include a Metropolitan Center, Regional Growth Center, Countywide Center or Manufacturing / Industrial Center within its boundaries shall specifically define the area of such center within its comprehensive plan. The comprehensive plan shall include policies aimed at focusing growth within the center and along corridors consistent with the applicable criteria contained within the Countywide Planning Policies. The County or municipality shall adopt regulations that reinforce the center's designation.

No more often than once every two years, the Pierce County Regional Council (PCRC) shall invite jurisdictions with centers already adopted in their comprehensive plan that seek to be designated as centers in the Countywide Planning Policies to submit a request for such designation. Said request shall be processed in accordance with established procedures for amending the Countywide Planning Policies.

Each jurisdiction seeking to have a center designated in the Countywide Planning Policies shall provide the PCRC with a report demonstrating that the proposed center meets the minimum criteria for designation together with a statement and map describing the center, its consistency with the applicable Countywide Planning Policies, and how adopted regulations will serve the center.

Transit services shall be defined in the broadest sense and shall include local and regional bus service, rail where appropriate, vanpool, carpool, and other transportation demand measures designed to reduce vehicle trips.

The minimum designation criteria to establish a candidate center by type are as follows:

Metropolitan Center

Area: up to 1-1/2 square miles in size;

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 25 employees per gross acre of non-residential lands with a minimum of 15,000 employees;

Population: a minimum of ten households per gross acre; and

Transit: serve as a focal point for regional and local transit services.

Regional Growth Center

Area: up to 1-1/2 square miles in size;

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 2,000 employees;

Population: a minimum of seven households per gross acre; and

Transit: serve as a focal point for regional and local transit services.

Countywide Center

Area: up to one square mile in size;

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 1,000 employees;

Population: a minimum of 6 households per gross acre; and

Transit: serve as a focal point for local transit services.

Manufacturing / Industrial Center

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 7,500 jobs and/or 2,000 truck trips per day; and

Transportation: within one mile of a state or federal highway or national rail line.

The minimum criteria report and statement shall be reviewed by the Growth Management Coordinating Committee for consistency with Countywide Planning Policies, the Transportation Coordination Committee for consistency with transportation improvements plans of WSDOT, and with Pierce Transit's comprehensive plan. The coordinating committees shall provide joint recommendation to the PCRC.

Once included in the Countywide Planning Policies, the jurisdiction where a center is located may go on to seek regional designation of the center from the Puget Sound Regional Council (PSRC) in accordance with its established criteria and process.

In order to be designated a Regional Growth Center the center should meet the regional criteria and requirements including those in VISION 2040, the regional growth, economic and transportation strategy as may be amended and designated by the Puget Sound Regional Council.

After county-level designation occurs within the Countywide Planning Policies and until regional-level designation by the PSRC occurs the center shall be considered a “candidate” Regional Growth Center.

Each jurisdiction which designates a Regional Growth Center shall establish 20-year household and employment growth targets for that Center. The expected range of targets will reflect the diversity of the various centers and allow communities to effectively plan for needed services. The target ranges not only set a policy for the level of growth envisioned for each center, but also for the timing and funding of infrastructure improvements. Reaching the target ranges will require careful planning of public investment and providing incentives for private investments.

Urban Growth Outside of Centers

A variety of urban land uses and areas of growth will occur outside of designated centers but within the UGA. Local land use plans will guide the location, scale, timing and design of development within UGAs. The UGA will be where the majority of future growth and development will be targeted. Development should be encouraged which complements the desired focus of growth into centers and supports a multimodal transportation system. For example, policies which encourage infill and revitalization of communities would help to achieve the regional and statewide objectives of a compact and concentrated development pattern within urban areas. The Countywide Planning Policies provide guidance for development and the provision of urban services to support development within the UGA.

Satellite Cities and Towns

The cities and towns in the rural areas are a significant part of Pierce County's diversity and heritage. They have an important role as local trade and community centers. These cities and towns are the appropriate providers of local rural services for the community. They also contribute to the variety of development patterns and housing choices within the county. As municipalities, these cities and towns provide urban services and are located within the County's designated UGA. The urban services, residential densities and mix of land uses may differ from those of the large, contiguous portion of the UGA in Pierce County.

▪ **Countywide Planning Policy**

1. The County shall designate a countywide urban growth area, and identify where appropriate municipal urban growth areas within the countywide urban growth area, based on consultations between the County and each municipality and pursuant to the following process:
 - 1.1 Preliminary County designation of proposed countywide urban growth area;
 - 1.2 Initial proposals for municipal urban growth areas made by municipalities;
 - 1.1 County review of initial municipal urban growth area proposals considering:
 - 1.1.1 Growth Management Act criteria and standards;
 - 1.1.2 coordination with other countywide policies, particularly those on agricultural land preservation; natural resources, open space and protection of environmentally-sensitive lands; transportation; and affordable housing;
 - 1.1.3 overlapping proposed municipal urban growth area boundaries;
 - 1.1.4 gaps between proposed urban growth area boundaries.
 - 1.2 County referral of proposed urban growth area designations to the Pierce County Regional Council.
 - 1.2.1 The Pierce County Regional Council may refer the proposed designations to the Growth Management Coordinating Committee (GMCC), or its successor entity for technical advice and for a report.
 - 1.2.2 The Pierce County Regional Council may conduct public meetings to review the proposed designation and, at such meetings, may accept oral or written comments and communications from the public.
 - 1.2.3 At the conclusion of its review and analysis, the Pierce County Regional Council shall make a recommendation to the County and to the municipalities in the County.
 - 1.3 County designation and attempt to reach agreement through negotiation with each municipality or, in case of impasse, through a designated mediation process within the County prior to State Department of Community, Trade, and Economic Development review;
 - 1.3.1 if no agreement, justification by County in writing for designated urban growth area delineation;

- 1.3.2 possible formal objection by municipality to Central Puget Sound Growth Management Hearings Board;
- 1.3.3 resolution of conflict via mediation by State Department of Community, Trade, and Economic Development;
- 1.4 Following an agreement between the County and municipality on the designation of the urban growth area, or, in the case of an impasse, following a designation determination via mediation by the State Department of Community, Trade, and Economic Development or directive by the Central Puget Sound Growth Management Hearings Board, the legislative body of the County shall consider adoption of the urban growth area designation by ordinance.
- 1.5 The adopted urban growth area designations shall be transmitted to the legislative bodies of each municipality in the County and said municipality shall consider ratification by resolution or ordinance.
- 1.6 Once adopted by the County, the urban growth area designations shall not be changed except in accordance with the Countywide Policy on "Amendments and Transition."
- 2. The following specific factors and criteria shall dictate the size and boundaries of urban growth areas:
 - 2.1 Size
 - 2.1.1 urban growth areas must be of sufficient size to accommodate *only* the urban growth projected to occur over the succeeding 20-year planning period taking into account the following:
 - a. land with natural constraints, such as critical areas (environmentally- sensitive land);
 - b. agricultural land to be preserved;
 - c. greenbelts and open space;
 - d. New Fully Contained Communities pursuant to RCW § 36.70A.350 consistent with the classification of centers as specified in the VISION 2020 Plan. (New fully contained communities are characterized by mixed uses, *i.e.*, residential of various types and styles, commercial, office and other, presence of employment centers, affordable housing and transportation modalities. A large-scale residential-only development does not qualify as a new fully contained community for purposes of this Policy.);

- e. maintaining a supply of developable land sufficient to allow market forces to operate and precluding the possibility of a land monopoly but no more than is absolutely essential to achieve the above purpose;
- f. existing projects with development potential at various stages of the approval or permitting process (*i.e.*, the "pipeline");
- g. land use patterns created by subdivisions, short plats or large lot divisions;
- h. build-out of existing development and areas which are currently only partially built out;
- i. follow existing parcel boundary lines (if a parcel is split and more than 50% is within the urban growth boundary, the entire parcel shall be considered part of the urban growth area as long as the increase does not exceed 2% of the municipality's total urban growth area).

2.1.2 The County, and each municipality in the County, shall develop and propose objective standards and criteria to disaggregate the State Office of Financial Management's Countywide growth forecasts for the allocation of projected population to the County and municipalities, utilizing as the primary criteria the availability and concurrency of public facilities and services with the impact of development.

2.2 Boundaries

- 2.2.1 Any of the following shall be considered in determining the location of urban growth area boundaries:
- a. geographic, topographic, and manmade features;
 - b. public facility and service availability, limits and extensions;
 - c. jurisdictional boundaries including special improvement districts;
 - d. location of designated natural resource lands and critical areas;
 - e. avoidance of unserviceable islands of County land surrounded by other jurisdictional entities;
 - f. Destination 2030 urban/rural line and PSCAA urban line.

Phasing of Development within the Urban Growth Area

- 2.3 The County and each municipality in the County shall seek to direct growth as follows:
 - a. first to centers and urbanized areas with existing infrastructure capacity;
 - b. second to areas that are already urbanized such that infrastructure improvements can be easily extended; and
 - c. last to areas requiring major infrastructure improvements.
 - 2.3.1 Capital facilities plans shall identify existing, planned, and future infrastructure needs within Urban Growth Areas.
 - 2.3.2 The County and each municipality in the County should identify appropriate levels of service and concurrency standards that address schools, sewer, water, and parks.
 - 2.3.3 The County and each municipality in the County shall identify appropriate levels of service and concurrency standards that address roads.

- 2.4 Municipal urban growth area boundaries shall be determined as set forth above and with consideration for the following additional factors:
 - 2.4.1 the VISION 2020 document, including Multi-county Planning Policies;
 - 2.4.2 the carrying capacity of the land considering natural resources, agricultural land and environmentally-sensitive lands;
 - 2.4.3 population and employment projections;
 - 2.4.4 financial capabilities and urban services capacities;
 - 2.4.5 consistency and compatibility with neighborhood, local and regional plans;
 - 2.4.6 the existing land use and subdivision pattern.

- 2.5 The urban growth area in unincorporated portions of the County shall be limited to the following:
 - 2.5.1 build-out of existing partially developed areas with urban services;
 - 2.5.2 new fully contained communities;
 - 2.5.3 redevelopment corridors;

- 2.6 The County's urban growth area may be extended to allow for build-out of newly developed areas only if development capacity within municipal urban growth boundaries and growth in the areas identified in Policy 2.5 is determined to be inadequate to meet total population and employment projections consistent with the other policies set forth herein.

3. Within the delineated urban growth areas, the County, and each municipality in the County, shall adopt measures to ensure that growth and development are timed and phased consistent with the provision of adequate public facilities and services.
 - 3.1 "Adequacy" shall be defined by locally established service level standards for local facilities and services both on the site and off-site. For facilities and services provided by other agencies, adequacy shall be defined by level of service standards mutually agreed upon by the service provider and the jurisdiction served. The definition of levels of service standards may allow for the phasing-in of such standards as may be provided in the capital facilities element of County or municipal comprehensive plans.
 - 3.2 "Public facilities" include:
 - 3.2.1 streets, roads, highways, sidewalks, street and road lighting systems, and traffic signals
 - 3.2.2 domestic water systems
 - 3.2.3 sanitary sewer systems
 - 3.2.4 storm sewer systems
 - 3.2.5 park and recreational facilities
 - 3.2.6 schools
 - 3.3 "Public services" include:
 - 3.3.1 fire protection and suppression
 - 3.3.2 law enforcement
 - 3.3.3 public health
 - 3.3.4 education
 - 3.3.5 recreation
 - 3.3.6 environmental protection
 - 3.3.7 other governmental services, including power, transit and libraries
 - 3.4 Public Sanitary Sewer Service. The following policies shall be applicable to the provision of public sanitary sewer service in the County and its municipalities:
 - 3.4.1 Relationship of Sewer Interceptors to Comprehensive Plans. The timing, phasing and location of sewer interceptor expansions shall be included in the capital facilities element of the applicable municipal or County comprehensive plans and shall be consistent with Countywide Planning Policies, the Urban Growth Area boundaries and the local comprehensive land use plan. The phased expansions shall

be coordinated among the County and the municipalities therein and shall give priority to existing unserved urbanized areas within the Urban Growth Area except as provided in 3.4.2 a. and b. below.

3.4.2

Public Sewer Interceptor and Service Extensions/Expansions

- a. Public sewer interceptors shall only extend or expand outside of Urban Growth Areas where:
 - (i) sewer service will remedy ground water contamination and other health problems by replacing septic systems, or
 - (ii) a formal binding agreement to service an approved planned development was made prior to the establishment of the Urban Growth Area, or
 - (iii) an interceptor will convey wastewater originating within a designated Urban Growth Area to sewerage facilities in another designated Urban Growth Area, or
- b. New sanitary sewer service inside Urban Growth Areas must follow phasing of capital facilities as provided in the municipality's adopted comprehensive plan or any adopted Sewer Master Plan unless:
 - (i) sewer service will remedy ground water contamination and other health problems by replacing septic systems and community on-site sewage systems, or
 - (ii) a new municipality incorporates, or
 - (iii) a formal binding agreement to service an approved planned development was made prior to the establishment of the Urban Growth Area;
 - (iv) an interceptor will convey wastewater originating within a designated Urban Growth Area to sewerage facilities in another designated Urban Growth Area.
- c. New sanitary sewer service connections from interceptors shall not be made available to properties outside the Urban Growth Area except as provided in (a) above.
- d. Sanitary Sewer service shall not be provided in areas designated "rural," except as provided in 3.4.2(a)(i)(ii)
- e. A sewer interceptor or trunk line constructed or planned for construction through a rural area to

convey wastewater from a designated Urban Growth Area to sewerage facilities in a designated Urban Growth Area shall not constitute a change of conditions that can be used as the basis for a change in land use designation or urban/rural designation, either for adjacent or nearby properties.

3.4.3

On-Site and Community Sewage Systems

- a. In order to protect the public health and safety of the citizens of Pierce County and of the municipalities in the County, to preserve and protect environmental quality including, but not limited to, water quality and to protect aquifer recharge areas, to work toward the goal of eliminating the development of new residential and commercial uses on on-site and community sewage systems within the urban areas in the unincorporated County or within municipal boundaries consistent with the Countywide Planning Policies, the County and each municipality shall adopt policies on the use of on-site and community sewage including:
 - (i) the most current Tacoma-Pierce County Board of Health Land Use Regulations for On-Site and Community Sewerage Systems
 - (ii) policies which require connection to sanitary sewers when they are available in the following circumstances:
 - (a) if a septic system fails,
 - (b) for all new development except existing single-family lots,
 - (c) for development with dry sewer systems.
 - (iii) if sewer service is not available, dry sewer facilities shall be required.
- b. New industrial development on community or on-site sewage systems shall not be allowed in urban areas in the unincorporated County or within municipal boundaries. Sanitary facilities necessary for recreation sites may be exempt from this policy.
- c. It is not the intent of these policies to require any individual property owner on an existing, properly permitted and functioning septic system to connect to a public sewer unless:
 - (i) the septic system fails;

- (ii) or the system is not in compliance with the most current version of the Tacoma-Pierce County Board of Health Land Use Regulations or the current use of the property changes;
- (iii) or the density of development on the property increases;
- (iv) or the existing septic system was originally permitted as an interim system to be abandoned when sewers became available;
- (v) or a municipality had a mandatory policy.

3.4.4 Achieving an adopted Level of Sewer Service

- a. The County, each municipality, and sewer providers shall work together to achieve adopted levels of service for sewers. All sewer service providers shall work with municipalities to process sewer permits in a manner that allows municipalities to comply with timelines imposed under RCW 36.70B.080(1).
- b. The County, each municipality, and their sewer providers shall work to secure funding sources to achieve the adopted levels of sewer service such as:
 - (i) Grants
 - (ii) Public Works Trust Fund
 - (iii) State Revolving Fund
 - (iv) Centennial Clean Water Fund
 - (v) Municipally imposed surcharges to fund sewer improvements in the jurisdictions where the surcharges are collected.

3.4.5 The availability or potential for availability of sewer treatment plant capacity shall not be used to justify expansion of the sewer system or development in a manner inconsistent with the Countywide Planning Policy, Urban Growth Area boundaries and the applicable municipal or County comprehensive land use plans.

3.5 Non-Municipal Service-Provision Entities

3.5.1 Special purpose districts shall conform their capital facility and service plans so as to be consistent with the capital facility element of the County or municipal comprehensive plans.

3.5.2 Where facilities and services will be provided by special purpose, improvement or facility service provision entities, such entities shall coordinate the provision of facilities and

services with the County, and each affected municipality in the County, so that new growth and development is, in fact, served by adequate public facilities and services at the time of development.

- 3.6 The County, and each municipality in the County, shall adopt plans and implementation measures to ensure that sprawl and leapfrog development are discouraged in accordance with the following:
- 3.6.1 urban growth within UGA boundaries is located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development;
 - 3.6.2 urban growth is located next in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources;
 - 3.6.3 "urban growth" refers to a predominance of areas or uses within the Urban Growth Area which exhibit one or a combination of the following:
 - a. intensive use of land for buildings and structures;
 - b. high percentage of impermeable surfaces;
 - c. incompatibility with the primary use of land for the production of food, other agricultural products or fiber, or the extraction of mineral resources;
 - d. need for urban governmental services.
 - 3.6.4 "Characterized by urban growth" refers to:
 - a. land having urban growth on it;
 - b. land located in relationship to an area with urban growth on it as to be appropriate for urban growth.
 - 3.6.5 Urban government services shall be provided primarily by cities and urban government services shall not be provided in rural areas.
- 3.7 Public facilities and services will be considered available "*at the time of development*" as follows:
- 3.7.1 as to all public facilities and services other than transportation, if the facility or service is in place at the time demand is created, or if the County or municipality has made appropriate provision to meet the demand for the public facility or service through one or more of the following techniques:

- a. inclusion of the public facility or service in the applicable County or municipal capital facilities plan element and specification of the full source of the funding for such project;
 - b. impact fees;
 - c. required land dedication;
 - d. assessment districts;
 - e. users fees and charges;
 - f. utility fees;
 - g. other.
- 3.7.2 as to transportation facilities, if needed transportation improvements are within the then existing 6-year capital facilities plan element and program, but only if a specific financial commitment to the transportation improvement project has been made.
- 3.7.3 public facilities and services will not be considered available at the time of development unless they are provided consistently with the applicable level of service standards adopted in the capital facilities element of the Comprehensive Plan.
- 3.8 Public facility and service *adequacy* shall be determined by the County, and each municipality in the County, based upon:
- 3.8.1 the specific public facility or service;
 - 3.8.2 the adopted or established level of service standard
 - a. established by each municipality for local facilities and services;
 - b. by mutual agreement between provider and municipality served for other facilities and services;
 - c. established through interlocal agreements for cross-jurisdictional facilities and services.
 - 3.8.3 the current usage of the existing public facilities and services, existing development commitments and obligations, the vested or non-vested status of pipeline approvals or existing lots of record, and new development applications.
 - 3.8.4 where development projects partially meet adequacy of public facilities and services standards, development approval may be authorized for that portion of the project that meets the adequacy standards or the project may be phased to coincide with the phasing of future availability of adequate public facilities and services.

- 3.9 Facility and service provision/extension to new development areas shall be subject to the following:
- 3.9.1 imposition of requirement for payment of the full, but fair, share of costs of needed facilities and services on the new development through:
 - a. impact fees;
 - b. assessment districts;
 - c. user fees and charges;
 - d. surcharges;
 - e. dedication;
 - f. utility fees;
 - g. other, as appropriate.
 - 3.9.2 consideration of the total impact of the facility or service extension on the achievement of other policies, goals and objectives, in addition to the impact on the area being served.
 - 3.9.3 if necessary to minimize off-site impacts, specify that such service extensions (*e.g.*, sewer, water) are *not* subject to connection by intervening landowners.
4. Joint planning. Joint planning between local governments can provide numerous possible benefits, including but not limited to:
- More efficient delivery of services
 - Shared use of public facilities
 - Coordinated permitting processes
 - Cost-sharing for planning and construction of public facilities (*e.g.*, water, sewer infrastructure, parks, etc.)
 - Consistent development standards
 - Shared regional data, including GIS data
 - Proactive identification of potential issues
- 4.1 Joint planning may be municipal-municipal as well as municipal-County. The County and each municipality shall jointly plan for the designated urban growth area of that municipality (outside of municipal corporate limits) and may include municipal utility service areas. Joint municipal-municipal planning may occur in those other areas where the respective jurisdictions agree such planning would be beneficial.
- 4.2 Any jurisdiction initiating joint planning with one or more other jurisdictions shall do so by submitting a written proposal from its legislative authority to the legislative authority of the other jurisdiction(s). In forming its proposal, the initiating jurisdiction should consider the Joint Planning Framework recommended by the Pierce County Regional Council, April 15, 1993, and

adopted by Resolution No. R93-127 of the Pierce County Council, July 13, 1993. The proposal shall include, but not be limited to, the following:

- 4.2.1 size of the proposed joint planning study area;
- 4.2.2 location of the proposed study area in relation to urban growth boundaries;
- 4.2.3 description of the issues proposed to be addressed in the joint planning process;
- 4.2.4 proposed end-product of the joint planning process (e.g., amendments to comprehensive plans or implementing ordinances of each jurisdiction, interlocal agreement, etc.);
- 4.2.5 proposed resources (e.g., staff, funding, technology, etc.) to be provided by the initiating jurisdiction toward completing the joint planning process;
- 4.2.6 evidence that notification of the joint planning process will be provided to residents, property owners, businesses, service providers, special districts, or other parties affected by the proposed joint planning process.

4.3 A jurisdiction receiving a proposal under policy 4.2 (above) for joint municipal-County planning required by these policies (see 4.1 above) shall respond by either:

- 4.3.1 issuing a resolution of its legislative authority indicating an intent to enter into a joint planning process as proposed; or
- 4.3.2 entering into discussions with the proposing jurisdiction regarding alternatives to joint planning proposal; or
- 4.3.3 proposing to Pierce County that the proposal be included as part of an appropriate community planning process, if mutually agreeable to all jurisdictions involved.

If at any time Pierce County receives more proposals for participation in joint planning than its resources will provide, the County shall forward the proposals to the Pierce County Regional Council for consideration and a recommendation on prioritization based on planning needs. The Pierce County Regional Council shall consider proposals for joint planning that have been forwarded to them, and prioritize the proposals according to the probable benefit to the County as a whole. Prioritization shall be based on the information included in the proposal, plus other criteria agreed upon by the Pierce County Regional Council. These criteria could include, but are not limited to:

- 4.3.4 rate of growth in the proposed study area;

- 4.3.5 scope of existing municipal utility provision in the proposed study area;
- 4.3.6 existence of special districts serving both the proposed study area and the municipality;
- 4.3.7 degree to which development standards or comprehensive plan policies may differ between jurisdictions within the proposed study area;
- 4.3.8 criteria 4.5.1 through 4.5.3 below.

4.4 When joint planning is required, the joint planning effort shall determine and resolve issues including, but not limited to, the following:

- 4.4.1 how zoning, subdivision and other land use approvals in designated urban growth areas of municipalities will be coordinated;
- 4.4.2 how appropriate service level standards for determining adequacy and availability of public facilities and services will be coordinated;
- 4.4.3 how the rate, timing, and sequencing of boundary changes will be coordinated;
- 4.4.4 how the provision of capital improvements to an area will be coordinated;
- 4.4.5 to what extent a jurisdiction(s) may exercise extra jurisdictional responsibility.

4.5 Joint planning may be based upon factors including, but not limited to, the following:

- 4.5.1 contemplated changes in municipal and special purpose district boundaries;
- 4.5.2 the likelihood that development, capital improvements, or regulations will have significant impacts across a jurisdictional boundary;
- 4.5.3 the consideration of how public facilities and services are and should be provided and by which jurisdiction(s).

5. Urban Development Standards.

- 5.1 The provisions of this section shall apply to all municipalities and urban growth areas located in the County.
- 5.2 The following development standards shall be the minimum required for urban developments and shall apply to all new development in urban growth areas, except as provided in Section 5.6 below.

- 5.2.1 Streets, Roads and Arterials. All public streets, roads, and arterials shall be constructed to the minimum requirements outlined in the City and County Design Standards adopted pursuant to RCW 35.78.030 and RCW 43.32.020. Curbs, gutters, and sidewalks will be required on both sides. Private streets and roads may be approved, but shall be required to meet these requirements.
 - 5.2.2 Street Lighting. Street lighting shall be required at signalized intersections. Street lighting in new subdivisions shall be provided at all intersections controlled by a traffic signal or sign, and at certain road corners, elbows, and cul-de-sacs. Installation and maintenance of street lighting in subdivisions shall be the responsibility of the developer or homeowner's association unless the local jurisdiction assumes responsibility. When ownership of the street lighting has not been assumed by the local jurisdiction, the light standards shall be located on private property.
 - 5.2.3 Domestic Water. A domestic water system must meet requirements under RCW 70.119 and WAC 246-290 for group "A" systems, or the functional equivalent.
 - 5.2.4 Storm Water Facilities. A storm water drainage system shall be designed and constructed in accordance with the Department of Ecology Storm Drainage Technical Manual or a locally adopted storm water manual approved by DOE.
 - 5.2.5 Sanitary Sewer. (Refer to policy 3.4)
 - 5.2.6 The County and each municipality shall develop policies that require developers to extend sewers to their developments to design the facilities to allow further extension to adjacent unsewered areas.
 - 5.2.7 Fire Protection. Fire protection and flow requirements shall be in accordance with Pierce County Code Chapter 15.12.
 - 5.2.8 Solid Waste and Recycling. Garbage pick-up shall be provided weekly, and recycling and yard waste pick-up biweekly, consistent with federal and state laws and regulations.
- 5.3 It is desired by the signatories to these policies that the following Urban Development Standards be the minimum goals for urban developments in Urban Growth Areas.
- 5.3.1 Street Cleaning. Standards for street cleaning shall be discussed and should be developed, consistent with requirements of federal and state water quality standards.

- 5.3.2 Transit. Urban transit service plans adopted by the Pierce County Public Transit Benefit Authority.
 - 5.3.3 Library. Appropriate jurisdictions should provide 450 square feet of library space per 1,000 persons.
 - 5.3.4 Parks and Recreation. Provisions for parks at a level of 3.0 acres of neighborhood/community parks per 1,000 population should be made for all plats and short plats as required by RCW 58.17. Such provision can be made either through dedication to the public of land, or through provision of funds, as mitigation, for park land purposes.
- 5.4 All development within an urban growth area shall be provided services pursuant to the provision of this agreement and the joint planning agreements adopted pursuant to it. It is recognized that the County may provide certain urban services within an Urban Growth Area, and that cities may provide certain urban services within the same area, but outside their current municipal boundaries.
- 5.5 The County and each municipality shall enter into an interlocal cooperation agreement providing for the approval and delivery of public facilities and services in the Urban Growth Area. Such further agreements shall include, where appropriate, provisions relating to services such as law enforcement and schools and the services of special purpose districts and other service providers.
- 5.6 Ordinances allowing low impact development standards and create environmentally-sensitive development shall be allowed as alternative development standards. Any other ordinances allowing variances and deviations to the urban development standards may be adopted by each responsible jurisdiction for those limited circumstances necessary to allow for recognition of community plans and goals, recognized historic character, or special physical or engineering circumstances, as long as such variances and deviations are otherwise consistent with these policies. A legislative authority adopting a variance or deviation to the minimum urban development standards under this section must inform the Pierce County Regional Council (PCRC) of such adoption.
6. The County and each municipality shall adopt within their respective comprehensive plans, policies to ensure that development within the urban growth area uses land efficiently, provides for a wide variety of uses, conserves natural resources, and allows for the connection of communities to an efficient, transit-oriented, multimodal transportation system. Policies shall:

- 6.1 provide for more choices in housing types and moderate increases in density to achieve at least an average net density of four units per acre;
 - 6.2 support infill and compact development; and
 - 6.3 provide for land uses that encourage travel by foot, bike and transit.
7. The County and each municipality shall provide for conveniently located, appropriately scaled commercial development to serve the immediate local needs of the surrounding community by encouraging revitalization of underused commercial areas before establishing new areas.
8. The County and each municipality shall adopt plans to encourage concentrated development within the urban growth area which will accommodate the twenty year projected population and employment growth.
9. Satellite Cities and Towns are local focal points where people come together for a variety of activities, including business, shopping, living and recreation. These cities and towns may include the core of small to medium sized cities and towns and may also be located in unincorporated areas. Often Satellite Cities and Towns include a strong public presence because they are the location of city hall, main street and other public spaces.
10. Satellite Cities and Towns will be characterized by a compact urban form that includes a moderately dense mix of locally-oriented retail, jobs and housing that promotes walking, transit usage and community activity.
 - 10.1 Satellite Cities and Towns will be developed at a higher density than surrounding urban and rural areas;
 - 10.2 small scale forms of intensification such as accessory housing units and development of vacant lots and parking lots help achieve the qualities of centers while preserving the neighborhood character.
11. At a minimum, Satellite Cities and Towns will be served by State Routes which connect them to other centers and to the regional high capacity transit system. In some instances, Satellite Cities and Towns may have direct connections to the local public transportation system.

OVERALL POLICIES FOR NON-INDUSTRIAL CENTERS

Vision

12. Centers shall be designated based upon the following:
 - 12.1 consistency with specific criteria for centers adopted in the Countywide Planning Policies;
 - 12.2 the center's location in the County and its potential for fostering a logical and desirable countywide transportation system and distribution of centers;
 - 12.3 the total number of centers in the County that can be reasonably developed based on projected growth over the next twenty years;
 - 12.4 environmental analysis which shall include demonstration that urban services including an adequate supply of drinking water are available to serve projected growth within the center and that the jurisdiction is capable of ensuring concurrent urban services to new development;
 - 12.5 if a jurisdiction designates a center, it must also adopt the center's designation and provisions in its comprehensive plans and development regulations to ensure that growth targeted to centers is achieved and urban services will be provided;
 - 12.6 Centers shall be characterized by all of the following:
 - 12.6.1 clearly defined geographic boundaries;
 - 12.6.2 intensity/density of land uses sufficient to support high-capacity transit;
 - 12.6.3 pedestrian-oriented land uses and amenities;
 - 12.6.4 pedestrian connections shall be provided throughout;
 - 12.6.5 urban design standards which reflect the local community;
 - 12.6.6 provisions to reduce single-occupancy vehicle use especially during peak hours and commute times;
 - 12.6.7 provisions for bicycle use;
 - 12.6.8 sufficient public open spaces and recreational opportunities;
 - 12.6.9 uses which provide both daytime and nighttime activities;
and
 - 12.6.10 centers shall be located in urban growth areas.
13. Each jurisdiction which designates a center within its comprehensive plan shall define the type of center and specify the exact geographic boundaries of the center. Centers shall not exceed one and one-half square miles of land and Countywide

centers shall not exceed one square mile of land. Infrastructure and services shall be either present and available or planned and financed consistent with the expected rate of growth.

Design Features of Centers

14. The County and each jurisdiction that designates a center within its comprehensive plan shall encourage density and development to achieve targeted growth.
 - 14.1 Any of the following approaches could be used to implement center development:
 - 14.1.1 encouraging higher residential densities within centers;
 - 14.1.2 avoiding creation of large blocks of single-use zones;
 - 14.1.3 allowing for greater intensity of use within centers;
 - 14.1.4 increasing building heights, greater floor/area ratios within centers;
 - 14.1.5 minimizing setbacks within centers;
 - 14.1.6 allowing buildings to locate close to street to enhance pedestrian accessibility; and
 - 14.1.7 encouraging placement of parking to rear of structures.
 - 14.2 Designated centers are expected to receive a higher proportion of projected growth in conjunction with periodic disaggregation of countywide population allocations.
15. Centers shall provide necessary capital facilities needed to accommodate the projected growth in population and employment. Facilities include, but are not limited to, roads, sewers and other utilities, schools, parks, and open space. In order to provide balance between higher intensity of use within centers, public and/or private open space shall be provided.
16. Streetscape amenities (landscaping, furniture, etc.) shall be provided within centers to create a pedestrian friendly environment.
17. The following regulatory mechanisms shall be used within centers.
 - 17.1 Adopt development standards that encourage pedestrian-scaled development such as those that address:
 - 17.1.1 interconnections between buildings and sidewalks;
 - 17.1.2 pedestrian links between residential and non-residential areas;
 - 17.1.3 street trees/furniture; and

17.1.4 minimizing separations between uses.

Transportation, Parking and Circulation

18. To encourage transit use within centers, jurisdictions shall establish mechanisms to limit the use of single occupancy vehicles. Such mechanisms should include:
 - 18.1 charges for parking;
 - 18.2 limiting the number of off-street parking spaces;
 - 18.3 establishing minimum and maximum parking requirements;
 - 18.4 commute trip reduction (CTR) measures and other transportation demand management measures; and
 - 18.5 development of commuter programs for multiple employers not otherwise affected by the CTR law.
19. Centers should receive a high priority for the location of high-capacity transit stations and/or transit centers.
20. Locate higher densities/intensities of use close to transit stops within centers and seek opportunities to:
 - 20.1 create a core area to support transit and high occupancy vehicle use;
 - 20.2 allow/encourage all types of transit facilities (transit centers, bus pullouts, etc.) within centers; and
 - 20.3 establish incentives for developers to provide transit and transportation demand management supportive amenities.
21. Allow on-street parking within centers in order to narrow the streetscape, provide a buffer between moving traffic and pedestrians, and provide common parking areas.
22. Provisions for non-motorized transportation shall be provided, including but not limited to:
 - 22.1 bicycle-friendly roadway design;
 - 22.2 wider outside lane or shared parking/bike lanes;
 - 22.3 bike-activated signals;

- 22.4 covered, secure bicycle parking at all places of employment;
- 22.5 bicycle racks; and
- 22.6 pedestrian pathways.

Implementation Strategies

- 23. Jurisdictions should consider incentives for development within centers such as:
 - 23.1 streamlined permitting;
 - 23.2 financial incentives;
 - 23.3 density bonuses or transfer of development rights;
 - 23.4 using SEPA Planned Action provisions to streamline environmental review by conducting environmental analysis during planning and providing permit applicants and public with more certainty of how impacts will be addressed; and
 - 23.5 shared mitigation such as stormwater detention and joint parking.
- 24. The hierarchy of centers shall be one criteria used to prioritize that portion of countywide and regional funding distribution oriented toward urban transportation improvements.

METROPOLITAN CENTER

Vision

- 25. Metropolitan Centers function as anchors within the region for a high density mix of business, residential, public, cultural and recreational uses, and day and night activity. They are characterized by their historic role as the central business districts and regional centers of commerce. Metropolitan Centers may also serve national or international roles.

Design

- 26. Metropolitan Centers shall plan for a development pattern that will provide a successful mix of uses and densities that will efficiently support high capacity transit and shall plan to meet the following criteria:

- 26.1 a minimum of 50 employees per gross acre of non-residential lands;
- 26.2 a minimum of 15 households per gross acre;
- 26.3 a minimum of 30,000 employees; and
- 26.4 not exceed a maximum of 1-1/2 square miles in size.

Transportation, Parking and Circulation

- 27. Metropolitan Centers shall be planned to have fast and frequent high capacity transit and other forms of transit.

REGIONAL GROWTH CENTER

Vision

- 28. Regional Growth Centers are locations that include a dense mix of business, commercial, residential and cultural activity within a compact area. Regional Growth Centers are targeted for employment and residential growth, and provide excellent transportation service, including fast, convenient high capacity transit service, as well as investment in major public amenities.

Design

- 29. Regional Growth Centers shall plan to meet the following criteria:
 - 29.1 a minimum of 25 employees per gross acre of non-residential lands; and
 - 29.2 a minimum of 10 households per gross acre; and/or
 - 29.3 a minimum of 15,000 employees; and
 - 29.4 not to exceed a maximum of 1-1/2 square miles in size.

Transportation, Parking and Circulation

- 30. Regional Growth Centers shall plan to have fast and frequent high capacity transit, as well as other forms of transit.

COUNTYWIDE CENTER

Vision

31. Countywide Centers are local focal points where people come together for a variety of activities, including business, shopping, living and recreation. These centers may include the core of small to medium-sized cities and may also be located in unincorporated areas. Often Countywide Centers include a strong public presence because they are the location of city hall, main street, and other public spaces.

Design

32. Countywide Centers shall be characterized by a compact urban form that includes a moderately dense mix of locally-oriented retail, jobs and housing that promotes walking, transit usage and community activity.
 - 32.1 Countywide Centers shall be developed at a higher density than surrounding urban areas to take advantage of connecting centers.
 - 32.2 Small-scale forms of intensification such as accessory housing units and development of vacant lots and parking lots help achieve the qualities of centers while preserving neighborhood character.
33. Countywide Centers shall plan for a development pattern that will provide a successful mix of uses and densities that will efficiently support transit. Each Countywide Center shall plan to meet the following criteria:
 - 33.1 a minimum of 15 employees per gross acre of non-residential lands;
 - 33.2 a minimum of 7 households per gross acre;
 - 33.3 a minimum of 2,000 employees; and
 - 33.4 not to exceed a maximum of 1 square mile in size.

Transportation, Parking and Circulation

34. At a minimum, Countywide Centers shall plan to be served by public transit and/or ferries which connect them to other centers, surrounding residential communities, and to the regional high capacity transit system. Countywide Centers should have direct connections to high capacity local and regional transit hubs.

MANUFACTURING/INDUSTRIAL CENTER

Vision

35. Manufacturing/Industrial Centers shall be locally determined and designated based on the following steps:

- 35.1 consistency with specific criteria for Manufacturing/Industrial Centers adopted within the Countywide Planning Policies;
- 35.2 consideration of the Center's location in the County and region, especially relative to existing and proposed transportation facilities;
- 35.3 consideration of the total number of Manufacturing/Industrial Centers in the County that are needed over the next twenty years based on projected need for manufacturing/industrial land to satisfy regional projections of demand for manufacturing/industrial land uses;
- 35.4 environmental analysis which shall include demonstration that the jurisdiction is capable of concurrent service to new development; and
- 35.5 adoption within the jurisdiction's comprehensive plan of the center's designation and provisions to ensure that job growth targeted to the Manufacturing/Industrial Center is achieved.

Design

- 36. Manufacturing/Industrial Centers shall be characterized by the following:
 - 36.1 clearly defined geographic boundaries;
 - 36.2 intensity of land uses sufficient to support alternatives to single-occupant vehicle use;
 - 36.3 direct access to regional highway, rail, air and/or waterway systems for the movement of goods;
 - 36.4 provisions to prohibit housing; and
 - 36.5 identified transportation linkages to high-density housing areas.
- 37. Provisions to achieve targeted employment growth should include:
 - 37.1 preservation and encouragement of the aggregation of vacant land parcels sized for manufacturing/industrial uses;
 - 37.2 prohibition of land uses which are not compatible with manufacturing/industrial, manufacturing/industrial supportive, and advanced technology uses;

37.3 limiting the size and number of offices and retail uses and allowing only as an accessory use to serve the needs of employees within centers; and

37.4 reuse and intensification of the land.

Transportation, Parking and Circulation

38. Transportation network within Manufacturing/Industrial Centers should provide for the needs of freight movement and employees by ensuring a variety of transportation modes such as transit, rail, and trucking facilities.

39. The transportation system within Manufacturing/Industrial Centers shall be built to accommodate truck traffic and acceleration. Review of projects should consider infrastructure enhancements such as:

39.1 turn lanes and turn pockets to allow turning vehicles to move out of through traffic lanes;

39.2 designing turn lanes with a width to allow freight vehicles to turn without interrupting the flow of traffic in other lanes;

39.3 designing the far side of intersections with acceleration lanes for trucking vehicles and heavy loads to facilitate traffic flow;

39.4 constructing climbing lanes where necessary to allow for slow moving vehicles;

39.5 providing off-street truck loading facilities to separate goods loading and unloading; and

39.6 arterial grade separations with rail freight and designation of Heavy Haul corridors or truck only lanes.

Implementation Strategies

40. All jurisdictions will support transportation capital improvement projects which support access and movement of goods to Manufacturing/Industrial Centers.

41. Jurisdictions having a designated Manufacturing/Industrial Center shall:

41.1 plan for and fund capital facility improvement projects which support the movement of goods;

- 41.2 coordinate with utility providers to ensure that utility facilities are available to serve such centers;
- 41.3 provide buffers around the center to reduce conflicts with adjacent land uses;
- 41.4 facilitate land assembly;
- 41.5 assist in recruiting appropriate businesses; and
- 41.6 encourage employers to participate in commute trip reduction program.

COUNTYWIDE PLANNING POLICY ON BUILDABLE LANDS

▪ **Background Requirements of RCW 36.70A.215**

RCW 36.70A.215 requires six counties, including Pierce County, to evaluate whether a county and its municipalities are achieving urban densities within urban growth areas. To do this, the counties and municipalities are to compare growth and development assumptions, targets, and objectives contained in the Countywide Planning Policies and the County and city and town comprehensive plans with actual growth and development that has occurred. At a minimum, the evaluation is to determine if there is sufficient suitable land to accommodate the countywide population projection and determine the density of housing that has been constructed and amount of land developed for commercial and industrial uses within the urban growth area. Detailed procedures, standards, and definitions for implementing this policy and complying with RCW 36.70A.215 are found in the current report titled *Pierce County Buildable Lands, Procedures for Collecting and Monitoring Data*, hereinafter referred to as the *Procedures Report*.

▪ **Countywide Planning Policy**

1. Each municipality within Pierce County shall provide information on land development activities to the County and assist in an inventory of buildable lands. The development activity information shall be incorporated into a population/employment analysis of the jurisdiction's residential/commercial/industrial zoned lands to determine if there is sufficient suitable land to accommodate the countywide population projection allocated to each jurisdiction. The County and municipalities shall follow the guidelines specified in the *Procedures Report* for the collection, monitoring, and analysis of development activity and potential residential/employment capacity.
2. Pierce County, in cooperation with the municipalities, shall prepare a Buildable Lands Capacity Report every five years, with the first report completed by September 2002. The report will detail growth, development, and the ability to accommodate future population and employment land needs.
3. Pierce County, in cooperation with the municipalities, shall conduct a consistency evaluation between the comprehensive plan goals and actual densities for Pierce County and the municipalities within it. The evaluation may be incorporated into the Buildable Lands Report or into a separate report.
4. The County and municipalities shall use the results of the consistency evaluation to determine the most appropriate means to address identified inconsistencies

between observed and planned densities and ensure suitable land to accommodate future population and employment needs. In addressing the inconsistencies, the County and municipalities shall identify reasonable measures, other than adjusting urban growth areas, that may be taken to comply with the requirements of RCW 36.70A.215.

5. The County and each municipality shall resolve disputes between and among jurisdictions regarding inconsistencies in the collection and analysis of land development activities by first attempting to reach an agreement through negotiation or through a designated mediation process agreeable to all parties. In case of an impasse, the matter shall be referred to the Pierce County Regional Council for review and resolution.

COUNTYWIDE PLANNING POLICY ON AMENDMENTS AND TRANSITION

▪ **Background - Requirements of Growth Management Act**

The Washington Growth Management Act contemplates that the Countywide Planning Policies will remain effective throughout the comprehensive plan preparation, adoption and implementation processes to ensure that municipal and county comprehensive plans are consistent, as required by the Act [RCW 36.70A.210(1)]. Because the factors, data and analysis upon which the Countywide Planning Policies have been formulated are subject to change, it is important that a process be established to effectuate such changes, when appropriate and needed.

The Washington Growth Management Act requires that each County which adopts a comprehensive plan designate an urban growth area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature [RCW 36.70A.110(1)]. As discussed above, the factors, data and analysis upon which the UGA designations are initially made are similarly subject to change.

▪ **Countywide Planning Policy**

1. Countywide Planning Policies adopted pursuant to the Growth Management Act may be amended by Pierce County and ratified by the municipalities in the County using the same process by which the Countywide Planning Policies are originally adopted as set forth in the Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R91-172, September 24, 1991).
 - 1.1 Ratification of the Countywide Planning Policies requires the affirmative vote of 60% of the affected governments in the County representing a minimum of 75% of the total Pierce County population as designated by the State Office of Financial Management at the time of the proposed ratification.
 - 1.2 Demonstration of ratification shall be by execution of an interlocal agreement or by adoption of an amendment to the initial Interlocal Agreement.
 - 1.3 An amendment to the Countywide Planning Policies or to any individual policy (all hereinafter referred to as proposed amendments) may be initiated by the County or any municipality in the County or by the Pierce County Regional Council. The proposed amendment shall include the following:

- 1.3.1 the exact language of the proposed amendment (shown in "strike out" for deletions and "underlineation" for additions);
 - 1.3.2 a brief explanation of the need for the proposed amendment, including the factors, data or analyses that have changed since the original adoption of the Countywide Planning Policies and/or the experiences with the existing Countywide Planning Policies that have prompted the proposed amendment.
- 1.4 A proposed amendment to the Countywide Planning Policies shall be initially referred to the Pierce County Regional Council for analysis and recommendation.
2. Urban Growth Area boundaries designated by the County pursuant to the Growth Management Act may be amended by Pierce County and accepted by the municipalities in the County pursuant to the same process by which the Urban Growth Areas were originally adopted and pursuant to subpolicies 1 and 2 of the "Countywide Planning Policy on Urban Growth Areas, Promotion of Contiguous and Orderly Development and Provision of Urban Services to Such Development."
- 2.1 An amendment to Urban Growth Area boundaries may be initiated by the County or any municipality in the County.
 - 2.2 A proposed amendment to Urban Growth Area boundaries shall include:
 - 2.2.1 a map indicating the existing urban growth area boundary and the proposed boundary modification;
 - 2.2.2 a statement indicating how, and the extent to which, the proposed boundary modification complies with each of the factors listed in subpolicies 2.2, 2.4, 2.5 and 2.6 of the Countywide Planning Policy on Urban Growth Areas, Promotion of Contiguous and Orderly Development and Provision of Urban Services to Such Development.
 - 2.2.3 a statement indicating the factors, data or analyses that have changed since the designation of the initial Urban Growth Area boundaries and/or the experience with the existing Urban Growth Area boundaries that have prompted the proposed amendment.
 - 2.3 The urban growth area of a jurisdiction may be expanded only if the jurisdiction's observed development densities are consistent with the planned density assumptions as documented in the most recently published Buildable Lands Report as required by RCW 36.70A.215.

- 2.3.1 If the consistency evaluation, as required through the Countywide Planning Policies on Buildable Lands, policies 3. and 4., identifies an inconsistency between the observed and planned densities, the jurisdiction shall either:
 - 1) demonstrate reasonable measures were adopted to rectify the inconsistencies. Documentation shall also be submitted that summarizes the monitoring results of the effectiveness of the measures in rectifying density inconsistencies, or
 - 2) document updated development data that indicates consistency.

- 2.4 A proposed amendment to the Urban Growth Area boundaries shall be referred to the Pierce County Regional Council for its review and recommendation.

- 3. The Pierce County Regional Council shall have the following responsibilities in addition to those already specified in the Interlocal Agreement: Framework Agreement for the Adoption of the Countywide Planning Policy (Pierce County Council Resolution No. R91-172, dated September 24, 1991):
 - 3.3 development of model, uniform implementation methodologies for the County, and all cities in the County, to be used at their discretion;
 - 3.4 assistance in resolution of interjurisdictional disputes;
 - 3.5 input to joint planning issues in Urban Growth Areas;
 - 3.6 input with respect to Countywide facilities;
 - 3.7 advice and consultation on phased development, short plats, vested rights and related issues;
 - 3.8 coordination of these responsibilities with the Puget Sound Regional Council;
 - 3.9 making a recommendation on the respective location of municipal and the County Urban Growth Area boundaries consistent with these policies;
 - 3.10 making a recommendation with regard to dissolution of the Boundary Review Board;

- 3.11 monitoring development in the County, including population and employment growth and its effect on the development capacity within urban growth areas;
- 3.12 advice and consultation on population disaggregation.