

Draft
VISION 2040



**Supplemental Draft
Environmental Impact Statement**

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July 16, 2007

Dear Member of the Puget Sound Regional Council and Interested Parties:

The VISION 2040 Supplemental Draft Environmental Impact Statement identifies a Preferred Growth Alternative for forecasted growth to the year 2040 and discusses its environmental impacts. This analysis of the additional alternative supplements the information provided in a Draft Environmental Impact Statement, released in May 2006, which analyzed the environmental effects of four conceptual growth alternatives.

The Supplemental Draft is being prepared in accordance with the State Environmental Policy Act, Revised Code of Washington 43.21C, and the adopted procedures for Supplemental Environmental Impact Statement preparation under Washington Administrative Code 197-11-620.

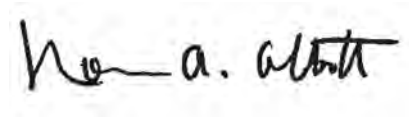
The Supplemental Draft Environmental Impact Statement is focused on the Preferred Growth Alternative, but also provides additional information on VISION 2040, its implementation process, and the supporting policies for VISION 2040. There have not been major changes in the assessment of impacts for the other alternatives discussed in the previous Draft Environmental Impact Statement, and therefore the analysis of those alternatives is not repeated in the Supplemental Draft Environmental Impact Statement.

The public is encouraged to provide thoughts, ideas, and concerns on the draft VISION 2040 and the Supplemental Draft Environmental Impact Statement. Information on how to comment is provided on the Fact Sheet, and a Comment Form is included on the last page of this document. For all parties who are commenting, the Regional Council requests a name and return address.

Copies of the draft VISION 2040 and the Draft and Supplemental Draft Environmental Impact Statements are available from the Regional Council's Information Center. These documents are also available on the Web at psrc.org.

Comments must be received or postmarked by close of business on September 7, 2007. If you have any questions or comments, please contact Sheila Rogers at 206-464-5815 or email at srogers@psrc.org.

Sincerely,

A handwritten signature in black ink that reads "Norman A. Abbott". The signature is written in a cursive style with a large initial 'N' and a long horizontal stroke.

Norman A. Abbott, PhD, AICP

Director of Growth Management Planning

SEPA Responsible Official



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Fact Sheet

Proposed Action: The Puget Sound Regional Council is developing VISION 2040, the regional long-range growth management, economic, and transportation strategy for the central Puget Sound region. VISION 2040 is an update of VISION 2020 which was last revised in 1995. VISION 2040 contains the region's multicounty planning policies, which are required by the Washington State Growth Management Act. VISION 2040 covers King, Kitsap, Pierce, and Snohomish counties and their respective cities and towns and provides a comprehensive regional approach for managing growth through the year 2040.

Purpose of the Supplemental Draft Environmental Impact Statement: The purpose is to assess and document the environmental impacts of a Preferred Growth Alternative. The analysis of the additional alternative supplements the information provided in a Draft Environmental Impact Statement, released in May 2006, which analyzed four conceptual growth alternatives. An additional purpose is to provide additional opportunities for public involvement and comment on the draft VISION 2040 and the Preferred Growth Alternative.

The Supplemental Draft Environmental Impact Statement is being prepared in accordance with the State Environmental Policy Act, Revised Code of Washington 43.21C, and the adopted procedures for Supplemental Environmental Impact Statement preparation under Washington Administrative Code 197-11-620. As indicated in 197-11-620, the Supplemental Draft does not repeat discussions of actions, alternatives, or impacts that are already contained in the Draft Environmental Impact Statement



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Licenses and Approvals Needed

No licenses or approvals are required before the Regional Council adopts VISION 2040.

Principal Contributors

A list of preparers for the Supplemental Draft Environmental Impact Statement is shown on the last page.

Date of Issuance and Comment Period

The date of issuance and beginning of the public comment period, for the Supplemental Draft Environmental Impact Statement is **Monday, July 16, 2007**. The public comment period ends on **Friday, September 7, 2007**. In order to solicit additional input, Regional Council staff is conducting a Pre-Release Comment Period which extends from April to July 2007. The pre-comment period is focused on the draft VISION 2040 and the Preferred Growth Alternative.

The length of the comment period exceeds the requirements of the Washington Administrative Code (WAC) 197-11-455 (6), which requires at least 30 days. As authorized by WAC 197-11-455 (7), as stated in the Regional Council's Public Involvement Plan for VISION 2040, and at the request of the Regional Council's boards, the Regional Council is extending the required period in order to encourage additional comments.

How to Comment

The public is encouraged to provide thoughts, ideas, and concerns on the draft VISION 2040 and Supplemental Draft Environmental Impact Statement. The public can comment in the following ways:

- By writing to Norman Abbott, State Environmental Policy Act (SEPA) Responsible Official, at the Regional Council address listed on the previous page.
- By visiting the Regional Council's Web site www.psrc.org. To submit a comment, go to the Comment section of the VISION update Web page and follow the instructions.
- By sending an email to vision2040@psrc.org.
- By attending any of the Regional Council's board or committee meetings and submitting a comment. A public comment period is offered at the beginning of each meeting.
- By returning the comment form that is included at the end of the Supplemental Draft Environmental Impact Statement.

For all parties who are commenting, the Regional Council requests a name and return address.

Regional VIEW, the Regional Council's monthly newsletter, is one good way to stay informed and involved. To receive a print copy of *Regional VIEW*, visit <http://www.psrc.org/datapubs/pubs/view/viewform.htm>, or call 206-464-7090.



The July 2007 Regional VIEW is focused specifically on the draft VISION 2040 and Supplemental Draft Environmental Impact Statement, and can be accessed at www.psrc.org.

Opportunities to Participate During Public Comment Period

Some of the specific opportunities to participate during the public comment period are as follows:

SDEIS Release Public Meeting

Wednesday, August 1, 2007
 8:30 a.m. – 3 p.m.
 Olympic Room, Seattle Center, Seattle

Open Houses

<p>KITSAP COUNTY Wednesday, August 8, 2007 4:00 - 7:00 p.m. Sylvan Way Library, Bremerton</p>	<p>SNOHOMISH COUNTY Thursday, August 9, 2007 4:00 - 7:00 p.m. Marysville Library (Jennings Park), Marysville</p>
<p>KING COUNTY Wednesday, August 15, 2007 4:00 - 7:00 p.m. Bellevue City Hall, Bellevue</p>	<p>PIERCE COUNTY Wednesday, August 22, 2007 4:00 - 7:00 p.m. UW Tacoma Campus, Tacoma</p>

Next Steps

- ***Public Comment Period on draft VISION 2040 and Supplemental Draft Environmental Impact Statement.*** Following the release of the draft VISION 2040 and the Supplemental Draft Environmental Impact Statement, the Regional Council will accept public comments from July 15 through September 7, 2007. The Regional Council has extended the comment period beyond the state requirement in order to encourage additional comments.
- ***Final VISION 2040 and Final Environmental Impact Statement.*** After the close of the public review and comment period for the Supplemental Draft Environmental Impact Statement (marking the second formal public comment period for the VISION update), the Growth Management Policy Board, with assistance from the Transportation Policy Board and the Economic Development District Board, will review public comment and will work with staff and consultants to incorporate changes and publish a Final VISION 2040 and Final Environmental Impact Statement. The Final Environmental Impact Statement will include a discussion of all substantive comments received during the two public review periods for the Draft and Supplemental Draft Environmental Impact Statements. The schedule is to release the Final VISION 2040 and Final Environmental Impact Statement in early winter 2008.



- ***Final Review and Action.*** The Regional Council's policy boards and committees will review and take final action to recommend approval to the Executive Board. The Executive Board will, in turn, make its recommendation to the Regional Council's General Assembly. The General Assembly is scheduled to take final action on the updated VISION in April 2008.

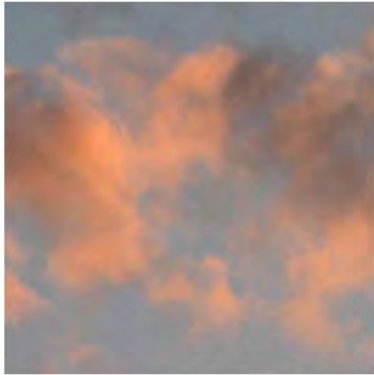
Related Documents

A complete list of references for the Supplemental Draft Environmental Impact Statement is provided in *Appendix A* of the Draft Environmental Impact Statement which can be accessed through the Regional Council's website at www.psrc.org.

The draft VISION 2040 and Supplemental Draft Environmental Impact Statement is available in a number of formats at no cost — on a compact disc and in electronic format on the Regional Council's website. Paper copies are available for review at the offices of the Regional Council, 1011 Western Ave., Suite 500, Seattle, WA 98104-1035. Paper copies are also available for review at the libraries listed in *Appendix I* of the Draft Environmental Impact Statement which can be accessed through the Regional Council's website at www.psrc.org.

Compact discs can be requested by contacting the Regional Council's Information Center at 206-464-7532, or by email at infoctr@psrc.org.





Summary

The central Puget Sound region is looking ahead to the year 2040 and has developed a preferred strategy for accommodating the forecasted 1.7 million additional residents and 1.2 million additional jobs.¹ This preferred growth strategy builds upon and improves the existing regional growth strategy.

This Supplemental Draft Environmental Impact Statement presents and discusses the potential significant environmental impacts that may occur upon implementation of this regional growth strategy. In this document, the regional growth strategy is referred to as the Preferred Growth Alternative in order to be consistent with the treatment of the four conceptual growth alternatives discussed in the Draft Environmental Impact Statement.

The Supplemental Draft consists of two chapters: (1) Development of the Preferred Growth Alternative, and (2) Analysis of the Preferred Growth Alternative. Following Chapter 2, a Comment Form is included to solicit public input. Technical appendices are bound under a separate cover. The two chapters and appendices are summarized below.

Summary of Chapter 1: Development of the Preferred Growth Alternative

VISION 2040 is the regional long-range growth management, economic, and transportation strategy for the central Puget Sound region. VISION 2040 contains a numeric Preferred Growth Alternative (referred to as the regional growth strategy in the draft VISION 2040), the region's multicounty planning policies, and related goals, potential implementation actions, and monitoring measures. VISION 2040 provides a comprehensive regional approach to manage growth through the year 2040 for King, Kitsap, Pierce, and Snohomish counties and their respective cities and towns.

¹ The figures 1.7 million new people and 1.2 million new jobs refer to growth from the base year 2000 (which is needed for modeling and analysis purposes) and the year 2040. When discussing growth from the year 2005 (the year the analysis was begun for the Draft Environmental Impact Statement), the figures 1.6 million new people and 1.1 million new jobs are used. To maintain consistency, the year 2000 and 2005 figures have been used in the Draft and Supplemental Draft Environmental Impact Statements.



The Preferred Growth Alternative identifies a preferred way for the region's cities, towns, and unincorporated areas to grow. The Preferred Growth Alternative represents a unifying perspective about the roles that different types of communities should play in accommodating growth as each county and its cities develop. The Preferred Growth Alternative is intended to guide the region's cities and towns as they work on countywide and local policies and plans.

Under the Preferred Growth Alternative, planned growth would be focused inside the urban area and, within the urban area, in cities with regional and subregional centers. Growth in unincorporated urban growth areas is envisioned as occurring in affiliated annexation areas, and growth in rural areas is minimized as compared to current plans and trends. The focus of growth creates a closer jobs-housing balance than exists today in all of the regional geographies (*see section "What are the Regional Geographies" on page 11*), including unincorporated urban and rural areas.

Between May 2006 and March 2007, following the release of the Draft Environmental Impact Statement, the Regional Council's Growth Management Policy Board led the process to develop VISION 2040, in coordination with other Regional Council boards and committees. During this time, the Board used four tools to develop the Preferred Growth Alternative: (1) the findings in the Draft Environmental Impact Statement, (2) input received during a public review and comment period, (3) staff analysis on a potential Preferred Growth Alternative, which included input from a technical advisory group made up of local jurisdiction staff, and (4) application of the evaluation criteria for selecting a Preferred Growth Alternative that was published in the Draft Environmental Impact Statement.

Based on the information provided through these four tools, the Board made a recommendation to the Regional Council's Executive Board to release the Preferred Growth Alternative for analysis in a Supplemental Draft Environmental Impact Statement. The Executive Board took this action in March 2007.

Summary of Chapter 2: Analysis of the Preferred Growth Alternative

The analysis of the Preferred Growth Alternative considers the likely environmental consequences that may occur following the adoption of VISION 2040. Given the long range nature and regional scale of draft VISION 2040, the analysis is conducted at a regional scale that considers major geographic features, typical current environmental conditions, and broad geographies such as counties or classes of cities.

Key Findings: All of the alternatives will increase the number of people and jobs in the region by over 50 percent. This increase in human activity will have impacts. The Preferred Growth Alternative shares, and intensifies, some of the localized impacts of current plans (Growth Targets Extended Alternative) for the region's major cities (the metropolitan cities), including intensified development and activity levels, affecting the amount of traffic, noise, and the need for public services in areas where growth would be focused. The growth patterns of the Preferred Growth Alternative could also provide economies of scale for brownfields redevelopment, and the higher potential need for retrofits to older infrastructure, while reducing expansion of infrastructure in less developed or rural areas. It could have impacts on already degraded urban waterways, and result in potential exposure to traffic, air pollution, noise, and hazardous waste sites for residents and employees in these areas.

The Preferred Growth Alternative is similar to the other focused growth alternatives discussed in the Draft Environmental Impact Statement (Metropolitan Cities and Larger Cities), and falls in the middle of the range of the alternatives for the amount of vehicle miles traveled, delay, trip times, and levels of air pollution emissions at the regional level. It could require less land than under current plans (Growth Targets Extended Alternative) to meet population and employment growth needs, resulting in lower levels of development and associated infrastructure in the region's undeveloped areas. The Preferred Growth Alternative also has some of the lowest estimates for impervious surface coverage at the regional level.

For the region's general population as well as its minority and low-income residents, the Preferred Growth Alternative is likely to have some of the best access among employment, services, and residences through transit. It also has the potential for more multifamily housing development, and an increased potential for providing more affordable housing units in areas with better transit service.

For all environmental analysis topic areas, the Preferred Growth Alternative falls within the range of the four conceptual growth alternatives analyzed in the Draft Environmental Impact Statement in terms of potential environmental effects. And, on nearly all measures, the Preferred Growth Alternative performs better than current plans (Growth Targets Extended).

The final section of Chapter 2 discusses the proposed multicounty planning policies that are included in the draft VISION 2040. The section includes the following: (a) what are multicounty policies and how are they used, (b) the draft VISION 2040 policy framework, and (c) summary of the proposed multicounty planning policies.

Areas of Uncertainty or Controversy: The long range population and employment forecasts the Regional Council has used to develop the alternatives are based on best available techniques, but there are inherent uncertainties about where and how growth will occur in the region. In addition, due to the size of the four-county region and the large variation of conditions among localized areas, the level of detail for the alternatives and the environmental analysis has been conducted at a broad programmatic scale. Localized impacts of growth could vary, but would depend on more specific actions that would be considered and approved through local or project-level processes.

The cumulative effects discussions for each environmental topic also identify other areas of uncertainty, including larger scale influences that could affect the region. This includes the effects of factors such as climate change and growth influences from nearby areas. Larger-scale geopolitical or economic change could also affect growth rates and environmental effects.



Summary of Appendices *(bound under separate cover)*

The five appendices are as follows:

- (1) ***Recommended Preferred Growth Alternative: Technical Tables*** - a new appendix serves as the complete definition of the Preferred Growth Alternative.
- (2) ***Evaluation Criteria for Selecting a Preferred Alternative*** - an updated appendix includes the evaluation of the Preferred Growth Alternative alongside the four alternatives that were included in the Draft Environmental Impact Statement.
- (3) ***Overview of Key Models and Output Data*** - some subsections of appendix D in the Draft Environmental Impact statement have been updated. This includes information on alternatives development methodology, estimates of impervious surface coverage, and updated transportation demand model results
- (4) ***Public Review and Comment Summary Report*** – a new appendix summarizes the results of the public review and comment period on the Draft Environmental Impact Statement.
- (5) ***A Regional Design Strategy for the Central Puget Sound*** - a new appendix provides an additional paper in the VISION 2040 Informational Paper series.





Chapter I: Development of the Preferred Growth Alternative

The central Puget Sound region is looking ahead to the year 2040 and has developed a Preferred Growth Alternative for accommodating the forecasted 1.7 million additional residents and 1.2 million additional jobs.²

The Preferred Growth Alternative responds to the question: "How and where can the region absorb this future growth while protecting the environment and our overall quality of life?"

This chapter describes the Preferred Growth Alternative and the process by which it was developed.

WHAT IS VISION 2040

The Puget Sound Regional Council is developing VISION 2040, the regional long-range growth management, economic, and transportation strategy for the central Puget Sound region. VISION 2040 contains the region's multicounty planning policies, which are required by the Washington State Growth Management Act. It provides a comprehensive regional approach to manage growth through the year 2040. VISION 2040 covers King, Kitsap, Pierce, and Snohomish counties and their respective cities and towns.

VISION 2040 is long-range and addresses a larger and complex geography than that of a single local jurisdiction. It is not simply a bigger version of a local comprehensive plan. While the relationship of VISION 2040 to local plan is mutually reinforcing, the regional plan plays the role of portraying the larger picture. VISION 2040 provides a benefit to localities by creating a common planning context. In turn, the local plan offers the details and specifics for implementation, including fiscal, infrastructure, and capacity analyses. It is appropriate for local level planning to be more detailed and address specific local issues.

The draft VISION 2040 builds on the 1995 version of VISION 2020. Some of the key elements of the draft VISION 2040 are a numeric regional growth strategy to achieve closer balance between jobs and housing within the counties and regional geographies, more effective guidance for distributing growth to urban growth areas, more explicitly address focusing growth into cities, minimizing rural development, distinguishing between different roles of regional geographies, and supporting growth in designated regional and subregional

² See footnote on the bottom of page S.5 regarding the growth forecast numbers.



centers. For population, the draft VISION 2040 calls for more growth in cities with regional growth centers and in larger cities, and for minimizing rural growth. For employment, the draft VISION 2040 calls for continuing the current locally-adopted policies for employment growth which emphasize a concentrated regional pattern with a focus on centers.

VISION 2040 contains **Multicounty Planning Policies** organized around six policy topic areas. The policies are guided by a set of goals, and each category contains implementation actions and monitoring measures. The policy categories, and the number of policies in each, are as follows: (1) Environment: *24 policies*; (2) Development Patterns: *60 policies*; (3) Economy: *20 policies*; (4) Transportation: *28 policies*; (5) Public Services: *26 policies*; and (6) Administrative: *2 policies*. The policies are presented in the draft VISION 2040; a discussion of the policies is provided in *Chapter II.7* of this document.

A new feature in the draft VISION 2040 is a numeric **Preferred Growth Alternative**. The Preferred Growth Alternative is not an attempt to forecast growth or establish local targets; rather, it is meant to establish regional guidance for a preferred way for the region's cities, towns, and unincorporated areas to grow. With the development of the Preferred Growth Alternative, the multicounty planning policies can now be structured and aligned to better implement the draft VISION 2040.

WHAT IS THE PREFERRED GROWTH ALTERNATIVE

The Preferred Growth Alternative is intended to guide the region's cities and towns as they work within their respective counties to periodically update local population and employment growth targets adopted in Countywide Planning Policies, and to provide guidance as they amend their local comprehensive plans. The Preferred Growth Alternative represents a unifying perspective about the roles that different types of communities should play in accommodating growth as each county and its cities develop.

The Regional Council's Growth Management Policy Board designed the Preferred Growth Alternative to be an ambitious and achievable focused growth alternative, developed as a hybrid of the most favorable elements of the four conceptual alternatives analyzed in the Draft Environmental Impact Statement (see *Chapter II* for more information comparing the Preferred Growth Alternative to the alternatives included in the Draft Environmental Impact Statement).

To create all of the regional growth alternatives for the environmental review, the Regional Council distributed the year 2040 forecasts for regional population and employment growth into six separate geographic categories within the region.

What are the Regional Geographies

Regional geographies are defined by the idea that the different types of cities and unincorporated areas will play a variety of roles in the region's future. These categories are based on current boundaries and reflect how existing population and employment occurs in these areas, how growth is anticipated in current plans, as well as current thinking about the roles these areas might play in the region's future.

These roles range from major hubs of activity – seen in the region's five central metropolitan cities – to less intensely developed regional, subregional and small cities. While relative amounts of emphasis within regional geographies may differ somewhat between counties, the roles of regional geographies within each county are structured to be consistent with the overall approach for the region as a whole. The regional geographies, shown on the map on the adjoining page, are as follows:

- **Metropolitan Cities.** The region's largest cities in each county containing designated Regional Growth Centers. Regional Growth Centers serve as a key framework for the region's adopted long-range multimodal transportation system. *Bellevue, Bremerton, Everett, Seattle, Tacoma* (5 cities, 216 square miles).
- **Core Cities.** The region's core cities containing designated Regional Growth Centers. Regional Growth Centers serve as a key framework for the region's adopted long-range multimodal transportation system. *Auburn, Bothell, Burien, Federal Way, Kent, Kirkland, Lakewood, Lynnwood, Puyallup, Redmond, Renton, SeaTac, Silverdale (Kitsap County), and Tukwila* (13 cities, plus unincorporated Silverdale, 197 square miles).

- **Larger Cities.** The region's inner-ring cities with combined population and employment over 22,500. Many of these cities contain important local and regional transit stations, park-and-ride facilities, ferry terminals, and other transportation connections. *Bainbridge Island, Des Moines, Edmonds, Issaquah, Kenmore, Marysville, Mercer Island, Mountlake Terrace, Mukilteo, Sammamish, Shoreline, University Place, and Woodinville* (13 cities, 131 square miles).

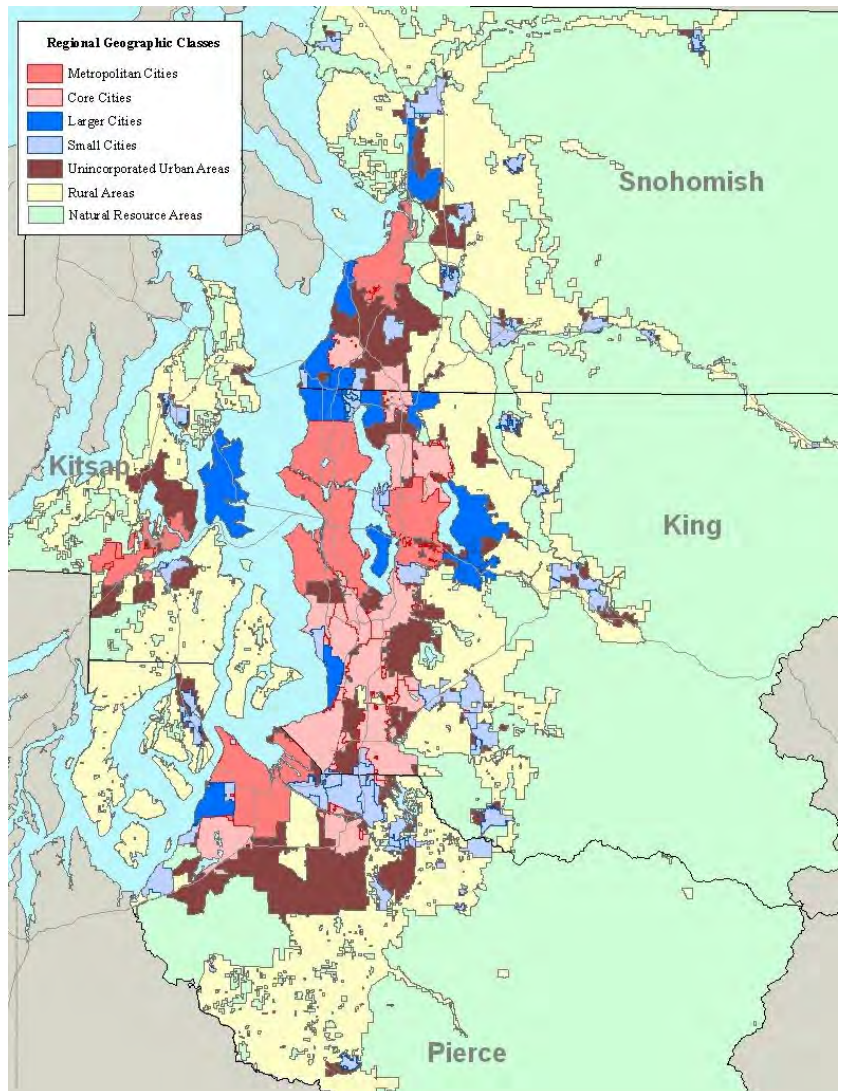
- **Small cities.** The region's small cities and towns. These jurisdictions represent a wide variety of communities, from historic towns and growing new cities, bedroom communities with limited retail and commercial activity and growth potential, to freestanding cities and towns separated from the region's contiguous urban growth area. As such, they have been divided into three sub-categories:

- **Type A:** Small Cities and Towns (located inside the contiguous urban growth area). These are often surrounded by larger jurisdictions, often with greater potential to absorb both population and employment growth than purely residential communities. *Algona, Arlington, Black Diamond, Bonney Lake, Brier, Covington, DuPont, Edgewood, Fife, Fircrest, Gig Harbor, Lake Forest Park, Lake Stevens, Maple Valley, Medina, Mill Creek, Milton, Newcastle, Normandy Park, Orting, Pacific, Port Orchard, Poulsbo, Ruston, Steilacoom, and Summer.*
- **Type B:** Small Residential Towns (inside the contiguous urban growth area). Small residential enclaves with little capacity to accommodate a great deal of future growth. *Beaux Arts, Clyde Hill, Hunts Point, Woodvay, and Yarrow Point.*
- **Type C:** Free-Standing Cities and Towns (outside the contiguous urban growth area). *Buckley, Carbonado, Carnation, Darrington, Duwall, Eatonville, Enumclaw, Gold Bar, Granite Falls, Index, Monroe, North Bend, Roy, Skykomish, Snohomish, Snoqualmie, South Prairie, Stanwood, Sultan, and Wilkeson.*

In the alternatives, Type A received a larger share of the geographic class distribution of population and employment growth than Types B and C (51 cities, 159 miles).

- **Unincorporated urban growth areas.** Areas within designated urban growth areas that are not within the boundaries of incorporated cities and towns (289 square miles).
- **Rural Areas.** Lands outside of urban growth areas that are not designated as resource areas under the Growth Management Act (1528 square miles).
- **Natural Resource Areas.** Include forests, agricultural lands, mining lands, and shorelines (3807 square miles). Note: The alternatives did not distribute additional population and employment in these areas.

FIGURE 1-1: REGIONAL GEOGRAPHIES MAP



Definition of the Preferred Growth Alternative

The Preferred Growth Alternative is a hybrid of the alternatives studied in the Draft Environmental Impact Statement, and accommodates future growth in a compact regional pattern. Similar to the Growth Targets Extended and Metropolitan Cities alternatives, the largest shares of the region’s future growth would occur in the region’s five major metropolitan cities: Seattle, Bellevue, Everett, Bremerton and Tacoma. Growth would also be focused into the region’s core cities – those larger municipalities that are already envisioned as important locations for regional concentrations of growth. In this alternative, considerable redevelopment could occur in the region’s metropolitan and core cities, with most new jobs reinforcing these areas as major regional employment centers. Job growth would be accompanied by a significant concentration of new residential growth in a variety of types and styles including new high-rise and mid-rise apartments, condominiums and townhouses built near job centers and in areas close to high capacity transit systems.

In the Preferred Growth Alternative, centers in larger cities would play an important and increased role over time as places that accommodate growth. These areas would develop in and around traditional downtown main streets, town centers and neighborhood shopping areas, key transit stations, ferry terminals, park and ride facilities, and other transportation and service centers. They would provide local and regional services and amenities, and would likely experience substantial redevelopment and increased activity, becoming more significant regional job centers. Many new mid- and low-rise apartments, condominiums and townhouses could also be built in these areas, although likely at lower intensities and at a reduced scale when compared to development in the larger regional growth centers in metropolitan and core cities.

At a smaller scale, locally-designated city and town centers would also serve similar roles for small cities, providing services and housing that support vital and active communities, at intensities appropriate to smaller municipalities. Growth in unincorporated urban growth areas would be prioritized in areas that are affiliated for annexation into incorporated jurisdictions. In the Preferred Growth Alternative, significantly less residential growth would occur in the region’s rural areas than the trend suggested in current plans.

The growth strategy continues to promote preserving existing Manufacturing and Industrial Centers. These are locations for intensive manufacturing, industrial and related uses. Manufacturing Industrial Centers, along with more active regional growth centers and city centers, can help the region to achieve a closer balance between jobs and housing within the counties and regional geographies, which can encourage people to live closer to their jobs and minimize long commutes.

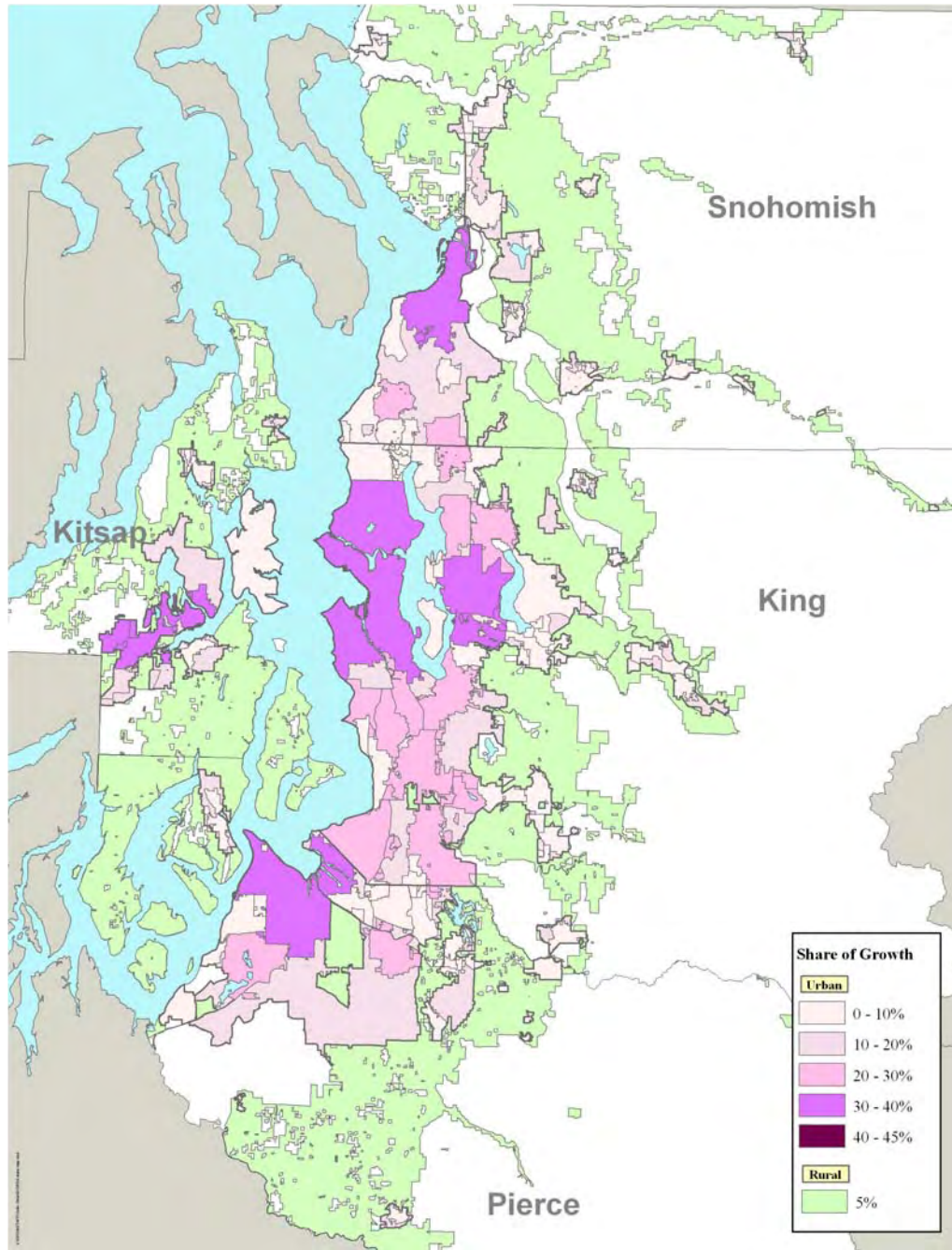
The following illustrates the definition of the Preferred Growth Alternative.

FIGURE 1-2: PGA: GROWTH BY REGIONAL GEOGRAPHY AND COUNTY (2000-2040)

		Metropolitan Cities		Core Cities		Larger Cities		Small Cities		Unincorporated UGAs		Rural Areas		TOTAL	
		% Share of Geography Change	Actual Change	% Share of Geography Change	Actual Change	% Share of Geography Change	Actual Change	% Share of Geography Change	Actual Change	% Share of Geography Change	Actual Change	% Share of Geography Change	Actual Change	% Share of Geography Change	Actual Change
Region Total	Pop	32%	540,000	21%	363,000	11%	181,000	9%	148,000	21%	362,000	7%	118,000	100%	1,712,000
	Emp	42%	511,000	29%	352,000	9%	111,000	8%	100,000	9%	113,000	3%	31,000	100%	1,219,000
King	Pop	41%	294,000	32%	230,000	14%	98,000	5%	39,000	6%	43,000	3%	20,000	100%	724,000
	Emp	45%	311,000	38%	262,000	10%	69,000	4%	25,000	3%	23,000	1%	5,000	100%	695,000
Kitsap	Pop	20%	30,000	12%	18,000	11%	16,000	8%	12,000	30%	45,000	19%	28,000	100%	149,000
	Emp	21%	14,000	23%	15,000	8%	5,000	12%	8,000	29%	18,000	8%	5,000	100%	65,000
Pierce	Pop	32%	127,000	19%	75,000	6%	23,000	15%	57,000	22%	87,000	6%	24,000	100%	393,000
	Emp	46%	97,000	19%	40,000	3%	6,000	17%	37,000	12%	25,000	3%	7,000	100%	212,000
Snohomish	Pop	20%	89,000	9%	40,000	10%	44,000	9%	40,000	42%	187,000	10%	46,000	100%	446,000
	Emp	36%	89,000	14%	35,000	13%	31,000	12%	30,000	19%	47,000	6%	14,000	100%	246,000



FIGURE 1-3: PGA CONCEPTUAL MAP: SHARE OF ADDITIONAL POPULATION AND EMPLOYMENT GROWTH, BY REGIONAL GEOGRAPHY (2000-2040)



SHARE OF GROWTH DATA - COMBINED POPULATION AND EMPLOYMENT

	<i>Amount</i>	<i>Percentage</i>
Metropolitan Cities	1,051,000	37%
Core Cities	715,000	25%
Larger Cities	291,000	10%
Small Cities	249,000	8%
Unincorporated UGAs	475,000	15%
Rural Areas	149,000	5%



Policy Direction in the Preferred Growth Alternative

The regional growth strategy described in the recommended Preferred Growth Alternative responds to the following guidance from the Regional Council's policy and Executive Board:

SUSTAIN THE EXISTING VISION 2020 POLICY

- Focus growth in the urban growth area
- Within the urban growth area, concentrate growth in centers
- Protect rural and resource lands
- Minimize environmental impacts of growth
- Make efficient use of existing infrastructure and investments

VISION 2040 PROPOSED POLICY REFINEMENTS

Regional – *Population and Employment.*

- More effectively distribute growth to and within the urban growth area
- Minimize rural developments
- Achieve a closer balance between jobs and housing within the counties and regional geographies
- Distinguish between different roles of regional geographies
- Support growth in subregional centers

Population: *More effectively distribute growth to and within urban areas, minimize rural development, and focus more growth in cities with Regional Growth Centers and in King County.*

- Emphasizes places with Regional Growth Centers as primary places for population growth
- Metropolitan Cities: increases future role relative to year 2000 share
- Core Cities: increases future role
- Larger Cities: increases future role, emphasizes growth in subregional centers
- Small Cities: increases future role, slightly less than planned share. emphasizes smaller subregional and town centers
- Unincorporated Urban Growth Area: increases future role, less than planned share. focuses on existing urbanized areas especially areas affiliated for annexation
- Rural Areas: decreases future role; minimizes population growth, commensurate with existing and desired rural character

Employment: *Continue current policy for employment, emphasizing a concentrated regional pattern with focus on centers, pursue increased regional share of employment to Snohomish, Pierce and Kitsap counties.*

- Emphasizes places with Regional Growth Centers as primary places for job growth
- Metropolitan Cities: continued strong job growth; less than planned share, but with larger roles for Everett, Tacoma and Bremerton
- Core Cities: increases future role
- Larger Cities: increases future role; emphasizes growth in subregional centers
- Small Cities: increases future role, slightly less than planned share; emphasizes smaller subregional and town centers and commercial & retail districts to serve surrounding rural and unincorporated areas
- Unincorporated Urban Growth Area: focuses on existing urbanized commercial areas and future commercial and retail to serve maturing residential communities; recognizes regional Manufacturing and Industrial Centers
- Rural Areas: maintains current role; emphasizes appropriate rural economic development, commensurate with existing and desired rural character

Comparison of the Preferred Growth Alternative to the Other Alternatives

The following tables compare the Preferred Growth Alternative to the alternatives analyzed in the Draft Environmental Impact Statement. For more detailed figures, at the regional and county levels, see *Appendix 1 - Recommended Preferred Growth Alternative: Technical Tables*.

FIGURE 1-4: SHARE OF POPULATION AND EMPLOYMENT GROWTH, BY REGIONAL GEOGRAPHY (2000-2040)

Alternatives	Metropolitan Cities	Core Cities	Larger Cities	Small Cities	Unincorporated UGAs	Rural Area
	Pop / Emp	Pop / Emp	Pop / Emp	Pop / Emp	Pop / Emp	Pop / Emp
Preferred Growth	32% / 42%	21% / 29%	11% / 9%	9% / 8%	21% / 9%	7% / 3%
Growth Targets Extended	26% / 45%	17% / 28%	9% / 7%	11% / 9%	24% / 8%	13% / 3%
Metropolitan Cities	40% / 45%	25% / 30%	15% / 10%	10% / 5%	5% / 5%	5% / 5%
Larger Cities	20% / 20%	30% / 30%	30% / 30%	5% / 5%	10% / 10%	5% / 5%
Smaller Cities	10% / 10%	10% / 10%	5% / 5%	30% / 30%	35% / 35%	10% / 10%

FIGURE 1-5: POPULATION GROWTH BY COUNTY (2000-2040)

	Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
	2040 Population	Change 2000-2040	2040 Population	Change 2000-2040	2040 Population	Change 2000-2040	2040 Population	Change 2000-2040	2040 Population	Change 2000-2040
King	2,461,000	724,000	2,440,000	704,000	2,733,000	996,000	2,705,000	968,000	2,406,000	669,000
Kitsap	380,000	149,000	386,000	154,000	326,000	94,000	336,000	104,000	370,000	138,000
Pierce	1,094,000	393,000	1,097,000	396,000	1,036,000	335,000	995,000	295,000	1,139,000	438,000
Snohomish	1,052,000	446,000	1,065,000	459,000	893,000	287,000	952,000	346,000	1,074,000	468,000
Region	4,988,000	1,712,000	4,988,000	1,712,000	4,988,000	1,712,000	4,988,000	1,712,000	4,988,000	1,712,000

FIGURE 1-6: EMPLOYMENT GROWTH BY COUNTY (2000-2040)

	Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
	2040 Employment	Change 2000-2040	2040 Employment	Change 2000-2040	2040 Employment	Change 2000-2040	2040 Employment	Change 2000-2040	2040 Employment	Change 2000-2040
King	1,975,000	695,000	2,045,000	766,000	2,062,000	824,000	2,046,000	767,000	1,718,000	439,000
Kitsap	144,000	66,000	147,000	68,000	146,000	62,000	151,000	72,000	194,000	115,000
Pierce	475,000	212,000	464,000	201,000	446,000	168,000	429,000	166,000	628,000	365,000
Snohomish	479,000	246,000	416,000	185,000	419,000	165,000	446,000	215,000	533,000	301,000
Region	3,072,000	1,219,000	3,072,000	1,219,000	3,072,000	1,219,000	3,072,000	1,219,000	3,072,000	1,219,000



How will the Preferred Growth Alternative be Used

The guidance contained in the Preferred Growth Alternative is for the relative distribution of growth within the counties and region, and the roles envisioned for regional geographies in each county and in the region as a whole. Overall percentages of regional and county growth may be more useful for local planning than the specific numbers contained in the forecasts, given that forecast numbers will change regularly.

Following the adoption of VISION 2040, within each county, the relative distribution of growth to individual jurisdictions and unincorporated areas will be adjudicated through countywide target setting processes, in order to take into account local circumstances.

How does the Preferred Growth Alternative Relate to the draft VISION 2040 Growth Strategy and Multicounty Planning Policies

The draft VISION 2040's growth strategy is comprised of two parts. First is a *growth concept* that builds on the foundation provided in VISION 2020, emphasizing the role of the urban growth area and urban centers in accommodating future population and employment. The second part contains *specific guidance* for the distribution of growth to regional geographies. The growth concept fits within the regional geographies framework, with growth focused into the urban growth area and into centers of different sizes and scales in all cities.

This Supplemental Draft Environmental Impact Statement analyzes the specific guidance for a growth pattern contained in the Preferred Growth Alternative. It is referred to as the Preferred Growth Alternative (or PGA in the figures) in the environmental review to ensure that it is analyzed and considered in a manner consistent with the four alternatives that were included in the Draft Environmental Impact Statement, which was released in May 2006.

The multicounty planning policies are designed to implement the Preferred Growth Alternative, and the potential impacts and potential mitigation measures of the Preferred Growth Alternative are discussed in the sub-sections of *Chapter II - Section 5: Environmental Effect and Mitigation*.

As the primary policy statements for implementing the regional growth strategy, the multicounty planning policies have been designed to support the concentration of growth within the region's designated urban growth area and to limit development in resource and rural areas. The multicounty planning policies provide an integrated framework for addressing land use, economic development, transportation, other infrastructure, and environmental planning.

The multicounty planning policies and Preferred Growth Alternative also guide countywide planning policies and local jurisdiction comprehensive plans, thereby helping to ensure that other planning documents are consistent the Preferred Growth Alternative (see *Chapter II - Section 7: Discussion of Multicounty Planning Policies*).

HOW WAS THE PREFERRED GROWTH ALTERNATIVE SELECTED

The Regional Council's Growth Management Policy Board has led the process to develop the draft VISION 2040, in coordination with other Regional Council boards and committees. The Board is comprised of elected officials from throughout the four county region and non-voting representatives from interest groups.

The Growth Management Policy Board makes recommendations to the Regional Council's Executive Board. The Regional Council's General Assembly, which consists of all council and commission members from member jurisdictions in the four-county region, will make the final decision on VISION 2040.

Between May 2006 and March 2007, following the release of the Draft Environmental Impact Statement, the Growth Management Policy Board used four tools to develop the Preferred Growth Alternative: (1) the findings in the Draft Environmental Impact Statement, (2) input received during a public review and comment period, (3) staff analysis on a potential Preferred Growth Alternative, which included input from a technical advisory group made up of local jurisdiction staff, and (4) application of the evaluation criteria for selecting a Preferred Growth Alternative that was published in the Draft Environmental Impact Statement. These are described below.

First Public Review and Comment Period

The extended public comment period on the Draft Environmental Impact Statement began on May 31, 2006 and ended on July 31, 2006. The Regional Council received letters from jurisdictions representing over 70 percent of the region's population. Staff reviewed the comment letters that were submitted in the period and developed a report for review by Policy Board members that provided an overview of the outreach process, described who submitted the letters, and identified the key issues that were raised.

Overall, the comments demonstrated a solid level of agreement that the region should grow in a focused and coordinated manner, and should pursue a Preferred Growth Alternative that is based on a focused growth pattern. Commenters, in nearly equal amounts, preferred the Metropolitan Cities and the Larger Cities alternatives or a hybrid alternative that uses the "best" elements of these alternatives.

At its September 2006 meeting, the Growth Management Policy Board took action to instruct Regional Council staff to apply the report's findings and conclusions to the development of a Preferred Growth Alternative (see *Appendix 4 - Summary of Public Review and Comment on the Draft Environmental Impact Statement*).

Results of Evaluation Criteria

Between September 2005 and January 2006, the Growth Management Policy Board developed a framework for evaluating the alternatives in the Draft Environmental Impact Statement, and then refined the framework to serve as evaluation criteria. As approved by the Policy Board, the criteria were included in the Draft Environmental Impact Statement. In summer 2006, Regional Council staff prepared a report that applied the evaluation criteria to the alternatives in the Draft Environmental Impact Statement.

While the Draft Environmental Impact Statement acknowledged that tradeoffs exist among the alternatives, the application of the evaluation criteria found that some alternatives fare significantly better than others in terms of meeting the criteria. For a few measures, the analysis found that growth distribution does not matter. However, for most of the measures, growth distribution does seem to matter, and the focused growth alternatives provided the most promising results.

At its September 2006 meeting, the Growth Management Policy Board took action to instruct Regional Council staff to apply the evaluation criteria to a preliminary Preferred Growth Alternative (see *Appendix 2 - Evaluation Criteria*).

Staff Analysis of the draft Preferred Growth Alternative

Using the guidance from the Policy Board, the public review and comment period, as well as from the application of the evaluation criteria, staff developed a draft Preferred Growth Alternative for a focused regional growth pattern that represents a hybrid of the Metropolitan Cities and Larger Cities alternatives. The draft Preferred Growth Alternative was evaluated by a technical advisory group composed of staff from around the region. This group met over the summer of 2006, and used a series of technical evaluation measures, such as economic sector forecasts and growth target projections. Discussion and analysis led them to develop a preliminary Preferred Growth Alternative that they judged to be both reasonable and ambitious (see *Appendix 1 - Recommended Preferred Growth Alternative: Technical Tables*).



The draft Preferred Growth Alternative was introduced to the Growth Management Policy Board and discussed at its September 2006 meeting. At its October 2006 meeting, the Board took action to advance the draft Preferred Growth Alternative as a preliminary Preferred Growth Alternative.

As part of the action, Regional Council staff was instructed to conduct initial sensitivity tests and model the performance of the preliminary Preferred Growth Alternative to provide additional information for the Growth Management Policy Board to review and consider at its January 2007 meeting for potential action in February 2007.

Initial Evaluation of Preferred Growth Alternative

The purpose of the initial evaluation was to provide additional information to the Policy Board about how the preliminary Preferred Growth Alternative performed relative to the four alternatives evaluated in the Draft Environmental Impact Statement.

Based on an initial evaluation of 12 initial criteria measures, the preliminary Preferred Growth Alternative performed well when compared to the other alternatives. The preliminary Preferred Growth Alternative fared particularly well in Land Use measures, addresses job/housing balance measures, is strong in transportation measures, and seemed to provide many of the benefits of the focused growth Metropolitan Cities and Larger Cities alternatives. All of this initial evaluation is contained in the evaluation criteria (see *Appendix 2 - Evaluation Criteria*).

Release of Recommended Preferred Growth Alternative

Based on the initial evaluation and all of the information provided, in February 2007 the Policy Board made a recommendation to the Executive Board to release the Preferred Growth Alternative for full analysis alongside the other alternatives in this Supplemental Draft Environmental Impact Statement. The Executive Board took action in March 2007 to release the Preferred Growth Alternative for full analysis and for public review and comment in the summer of 2007.

WHAT ARE THE NEXT STEPS

The following are the next steps for the draft VISION 2040, the Preferred Growth Alternative, and the overall environmental review.

- **Public Comment Period on draft VISION 2040 and Supplemental Draft Environmental Impact Statement.** Following the release of the draft VISION 2040 and the Supplemental Draft Environmental Impact Statement, the Regional Council will accept public comments from July 15 through September 7, 2007. The Regional Council has extended the comment period beyond the state requirement in order to encourage additional comments.
- **Final VISION 2040 and Final Environmental Impact Statement.** After the close of the public review and comment period for the Supplemental Draft Environmental Impact Statement (marking the second formal public comment period for the VISION update), the Growth Management Policy Board, with assistance from the Transportation Policy Board and the Economic Development District Board, will review public comment and will work with staff and consultants to incorporate changes and publish a Final VISION 2040 and Final Environmental Impact Statement. The Final Environmental Impact Statement will include a discussion of all substantive comments received during the two public review periods for the Draft and Supplemental Draft Environmental Impact Statements. The schedule is to release the Final VISION 2040 and Final Environmental Impact Statement in early winter 2008.
- **Final Review and Action.** The Regional Council's policy boards and committees will review and take final action to recommend approval to the Executive Board. The Executive Board will, in turn, make its recommendation to the Regional Council's General Assembly. The General Assembly is scheduled to take final action on the updated VISION in April 2008.



Chapter II: Analysis of the Preferred Growth Alternative

This chapter presents information related to the key findings for the analysis of the Preferred Growth Alternative, which are focused on how environmental effects of the alternative would vary compared to the other alternatives previously evaluated in the Draft Environmental Impact Statement, which was released in May 2006.

This information and analysis supplements the information found in the Draft Environmental Impact Statement, and the 16 sections of this chapter correspond to the chapters in the Draft Environmental Impact Statement.

1. PURPOSE AND NEED FOR DEVELOPING VISION 2040

No major changes have been made to the information presented in *Chapter 1 - Purpose and Need* in the Draft Environmental Impact Statement.

2. REGIONAL ENVIRONMENTAL BASELINE

No major changes have been made to the information presented in *Chapter 2 - Regional Environmental Baseline* in the Draft Environmental Impact Statement.

3. VISION 2040 PROCESS AND BACKGROUND

Revisions to this chapter reflect the ongoing process to develop the draft VISION 2040 and the development of the Preferred Growth Alternative. All of the new text is already included in *Chapter I* of this document, under the subheadings "What is VISION 2040," "What is the Preferred Growth Alternative," and "How was the Preferred Growth Alternative Selected."



4. DEFINITION OF ALTERNATIVES

Revisions to this chapter reflect the development of the Preferred Growth Alternative. All of the next text is already included in Chapter I of this document, under the subheadings "Definition of the Preferred Growth Alternative" and "Comparison of the Preferred Growth Alternative."

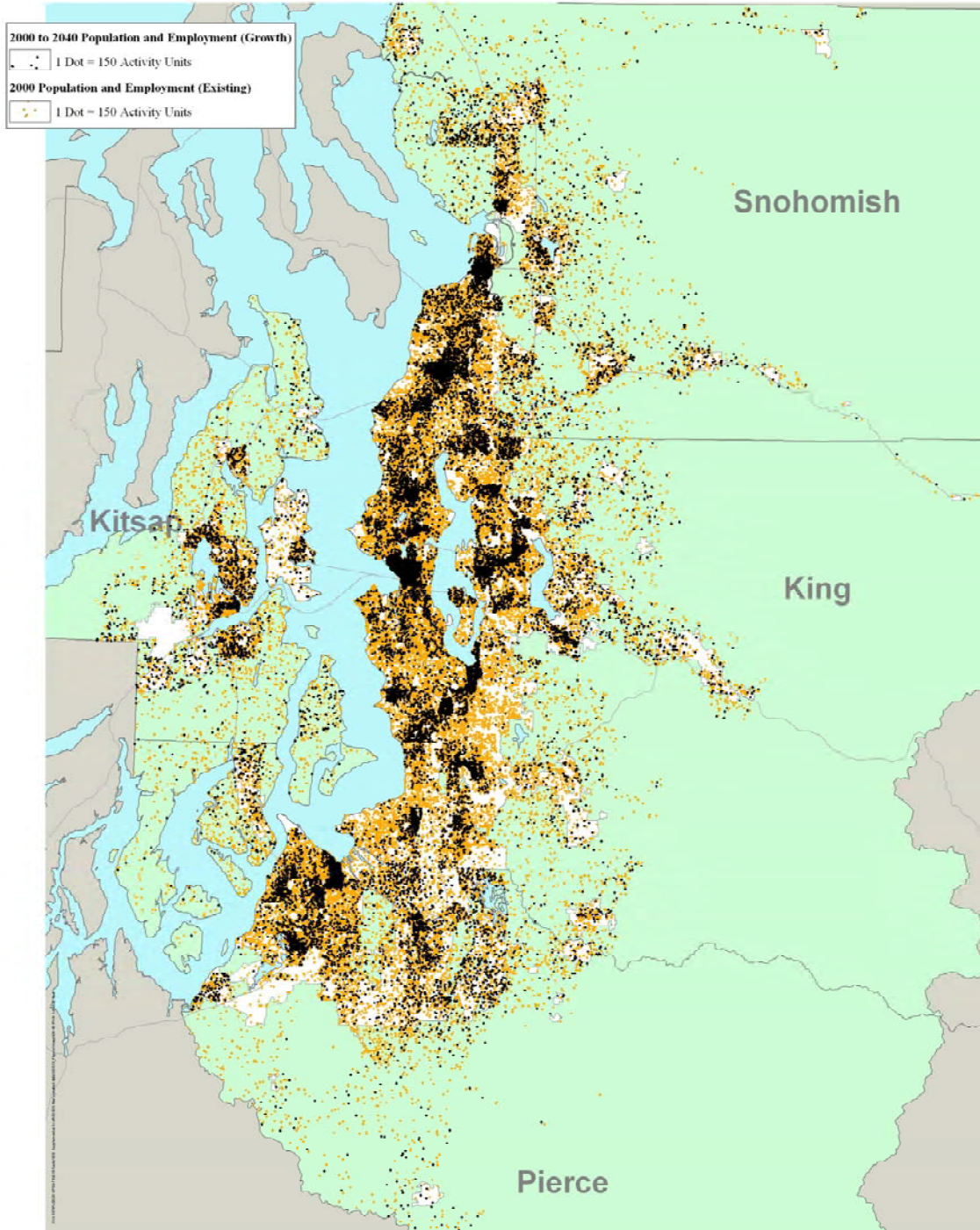
5.0 ENVIRONMENTAL EFFECTS AND MITIGATION

This section focuses on the impacts and mitigation measures for the Preferred Alternative. The Preferred Alternative analysis is based on the same discussions of affected environment and regulatory settings previously provided for the previous alternatives discussed in the Draft EIS. Therefore, that information is not repeated here.

5.1 POPULATION, EMPLOYMENT, AND HOUSING

The Preferred Growth Alternative has a focused growth pattern that concentrates population and employment into the region's designated urban growth areas. Within the urban growth area, the bulk of urban growth is distributed to cities with regional and countywide growth centers. Relative to current plans (Growth Targets Extended Alternative), this alternative improves the balance in distribution of jobs and population across counties and regional geographies.

**FIGURE 2-1: PGA CONCEPTUAL MAP:
SPATIAL DISTRIBUTION OF 2000 AND 2040 ACTIVITY UNITS**



Notes: (1) For conceptual maps: Regional Council staff used INDEX, a software analysis tool (see *Appendix D* for additional information), to paint or assign population and employment growth at the 5.5-acre grid cell level. The painting was guided by the future land use designations drawn from current local comprehensive plans. The distribution map shows generalized representations of the INDEX grid cell data. (2) *Activity Units* are calculated by simply adding a jurisdiction's population and employment numbers together. Activity units represent the total amount of activity present in an area and do not distinguish by the mix, or proportion, of the activity that is residential versus commercial.



Distributions by County. As displayed in *Figure 2.1* previously, the Preferred Growth Alternative, in comparison to current plans (Growth Targets Extended Alternative), distributes more population growth to King County (42 percent), a relatively equal share of population growth to Pierce County (23 percent), and less to Kitsap (9 percent) and Snohomish (26 percent) counties. On the employment side, the Preferred Growth Alternative decreases the share of job growth distributed to King County (to 57 percent), maintains the same level of job growth in Kitsap County (5 percent), and distributes more job growth to Pierce (17 percent) and especially Snohomish (20 percent) counties.

Distributions by Regional Geographies. As displayed in *Figure 2.1*, the Preferred Growth Alternative, relative to Growth Targets Extended, focuses a much larger share of future population growth (93 percent) into the region's urban areas. It significantly reduces the population growth received by rural areas (from 13 percent to 7 percent) and redistributes that growth to the region's designated urban growth areas. Within urban areas, a significantly greater proportion of population growth is distributed to metropolitan, core and larger cities, with over half of all growth (53 percent) going to cities with regional growth centers. Employment growth remains highly focused in urban areas (97 percent), with core cities, larger cities, and unincorporated urban growth areas receiving slightly larger shares of future employment growth. The great majority of total growth (71 percent) is distributed to cities with regional growth centers. The population and employment growth distributed to unincorporated urban growth areas is envisioned as occurring primarily in areas affiliated for future annexation by cities.

- ***Metropolitan Cities.*** The metropolitan cities receive 32 percent of the forecast 2000-2040 population growth (540,000 persons) and 42 percent of the forecast employment growth (511,000 jobs).
- ***Core Cities.*** The core cities receive 21 percent of the forecast population growth (363,000 persons) and 29 percent of the forecast employment growth (352,000 jobs).
- ***Larger Cities.*** The larger cities receive 11 percent of the forecast population growth (181,000 persons) and 9 percent of the forecast employment growth (111,000 jobs).
- ***Small Cities.*** The small cities receive 9 percent of the forecast population growth (148,000 persons) and 8 percent of the forecast employment growth (100,000 jobs).
- ***Unincorporated Urban Growth Areas.*** These areas receive 21 percent of the forecast population growth (362,000 persons) and 9 percent of the forecast employment growth (114,000 jobs).
- ***Rural Areas.*** The rural areas also receive 7 percent of the forecast population growth (118,000 persons) and 3 percent of the forecast employment growth (31,000 jobs).

Discussion of Impacts. The Preferred Growth Alternative would share the types of impacts described as common to all alternatives in the Draft Environmental Impact Statement. Comments on the Draft Environmental Impact Statement identified the growing need for affordable housing as a key potential impact for all alternatives. The Preferred Growth Alternative would also present this need, and the locations affected would be primarily those near where population and employment growth would be focused.

Compared to current plans (Growth Targets Extended), residential development under the Preferred Growth Alternative will be more highly focused into metropolitan, core and larger cities, and reduced in small cities, unincorporated urban and rural areas. By distributing a greater concentration of new population growth into the region's largely developed urban core, this alternative is likely to produce greater rates of higher density multifamily, small lot single family, infill and redevelopment activity in central places, and lesser rates of lower density single family construction in outlying areas.

Commercial development patterns under the Preferred Growth Alternative will look very similar to those occurring under the Growth Targets Extended as well as the Metropolitan Cities alternatives. The bulk of new job growth would likely be accommodated by intensifying commercial land uses in existing major employment centers (with employment growth being more heavily focused in these areas than population growth). Compared to Growth Targets Extended, the Preferred Growth Alternative distributes slightly higher levels of job growth to core cities, larger cities and unincorporated urban growth areas, to reflect the growth and maturation of suburban employment centers over time (see 5.2 – *Land Use*).

By concentrating a substantial share of new population and employment growth into already developed urban areas, this alternative promotes the efficient use of existing public infrastructure and services and reduces the need for costly new infrastructure in outlying areas of the region. However, the additional increment of growth in some places may strain existing infrastructure and services, which may necessitate increased investments into maintenance and upgrades in those areas (see 5.7 – *Public Services and Utilities*).

In comparison to Growth Targets Extended, the balance in the distribution of population and employment growth across counties and regional geographies within counties is significantly improved under the Preferred Growth Alternative. As such, this alternative results in improvements to several key transportation measures such as daily vehicle miles traveled, daily hours of delay, increased transit ridership and reduced single occupant vehicle travel (see 5.3 – *Transportation*).

The Preferred Growth Alternative envisions that the great majority of new job growth that is distributed to the region’s unincorporated urban growth area will occur in the designated regional manufacturing industrial centers and in areas affiliated for future annexation by cities. Counties and cities may need to establish policies (e.g. development phasing) and increase joint planning efforts for affiliated annexation areas to help channel new development to the most appropriate areas within the unincorporated urban growth area.

The Preferred Growth Alternative significantly reduces levels of population growth, and to a more modest degree job growth, in the region’s rural areas. The alternative envisions capping rural population growth at levels similar to those adopted in current local plans for 2022/25. As such, this alternative substantially improves the likelihood that agricultural lands, natural resources lands and critical areas in the region’s rural areas will be protected from encroachment by new development. Counties may be required to revisit their plans for rural areas and implement new policies to limit rural growth.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures for preserving and increasing access to affordable housing.

5.2 LAND USE

Under the Preferred Growth Alternative, planned growth would be focused inside the urban area and, within the urban area, in cities with regional and subregional centers. This focusing would create a closer balance between jobs and housing than exists today in all of the regional geographies, including in unincorporated urban and rural areas. Compared to current plans (Growth Targets Extended Alternative), the Preferred Growth Alternative concentrates growth in fewer regional geographies - with a focus on the more dense, urbanized geographies - thereby affecting land use in fewer areas.

This alternative would result in a land use pattern of highly developed cities (metropolitan and core cities), a second set of moderate density cities (the larger cities), and other areas of lower density urban and/or rural character (see 5.12 – *Visual Quality and Aesthetic Resources*). This alternative falls in the middle of the range of the alternative studied in term of impact to how much growth is assigned to individual regional geographies, which therefore reduced impacts to land use. The Preferred Growth Alternative would share the types of land use impacts described as common to all alternatives in the Draft Environmental Impact Statement.

The region’s small cities, unincorporated urban growth areas, and rural areas are assigned less population and employment growth under this alternative than under current plans (except for unincorporated urban growth areas receiving slightly more employment growth), which potentially means less land use change in these areas.

The following figures present a conceptual illustration of additional density of activity, and future density conditions, under the Preferred Growth Alternative.



FIGURE 2-2: MAP OF EXISTING DENSITY OF POPULATION AND EMPLOYMENT (2000)

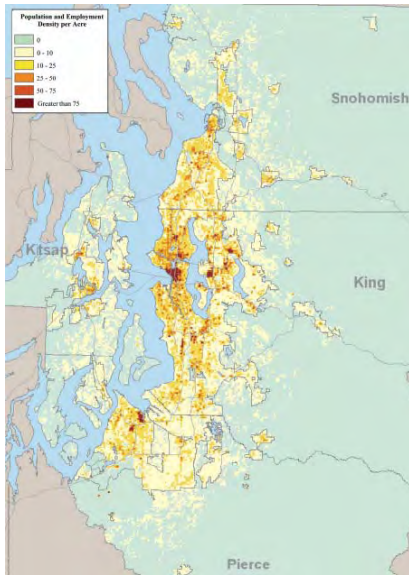
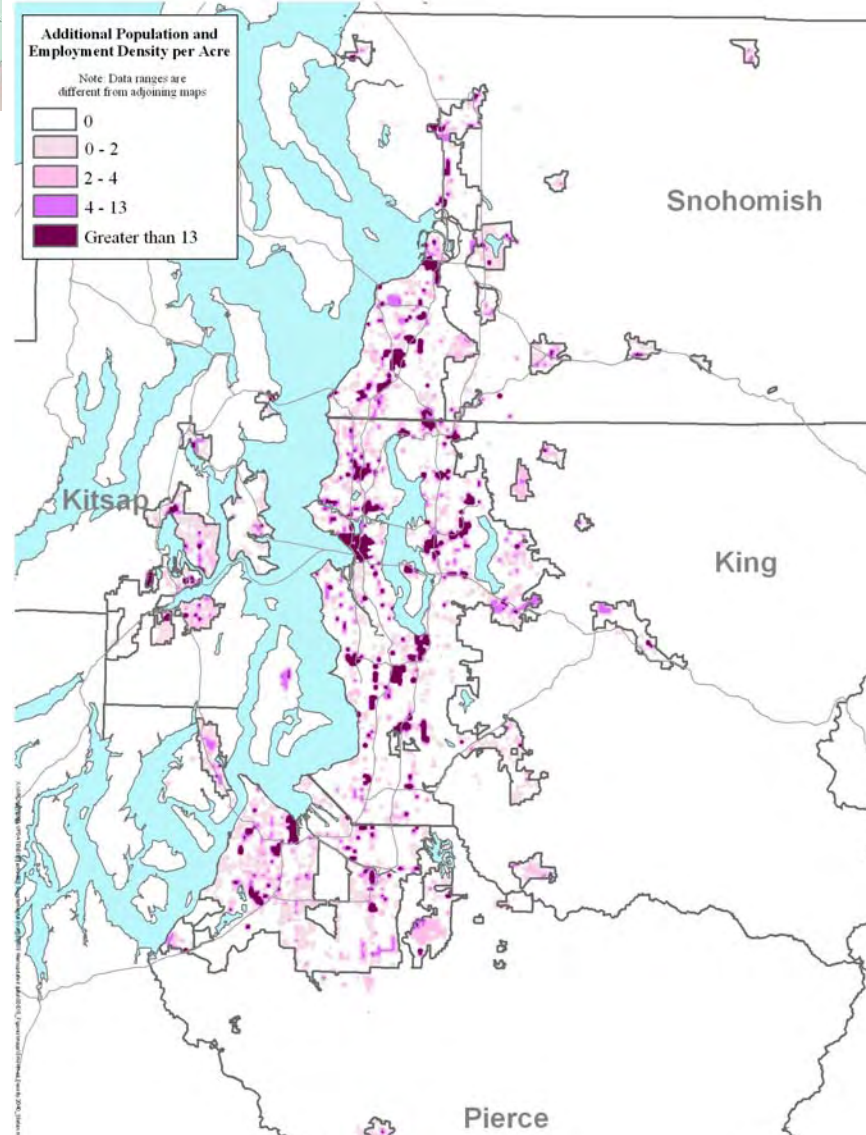
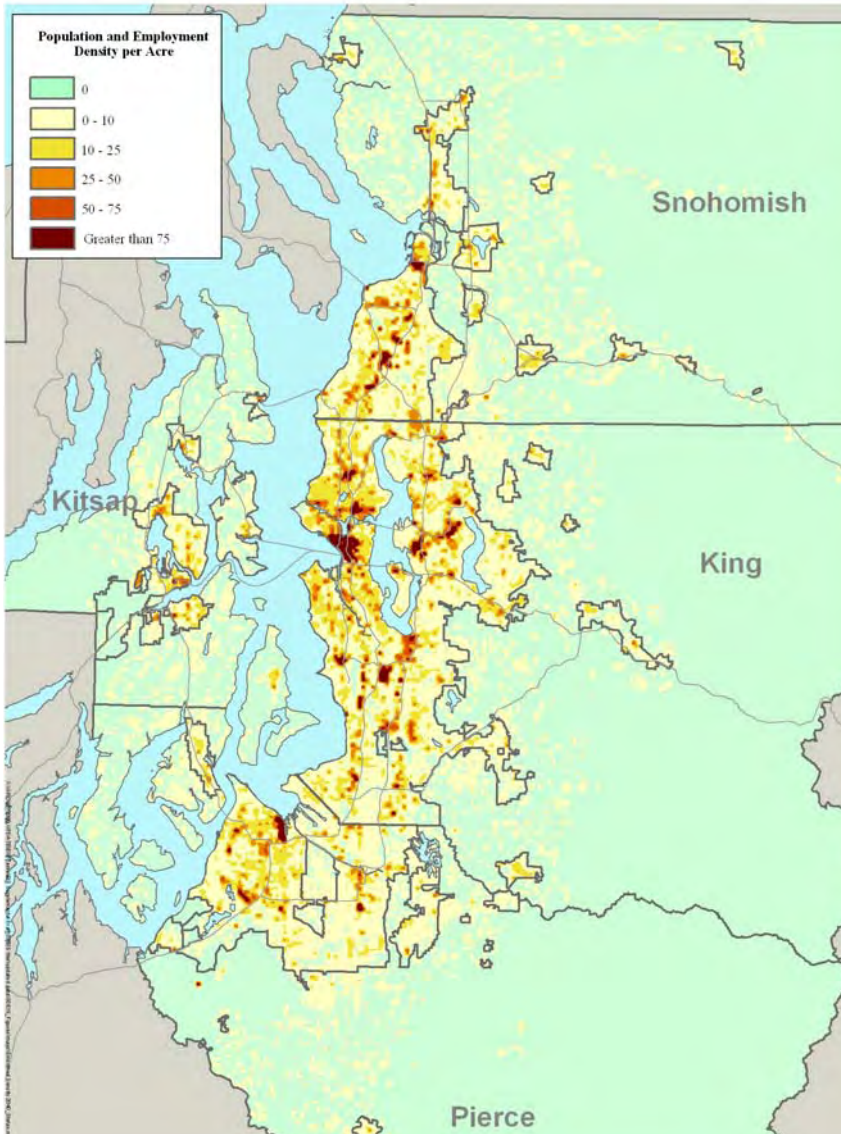


FIGURE 2-3: PGA CONCEPTUAL MAPS: DENSITY OF POPULATION AND EMPLOYMENT — GROWTH (2000-2040)



**FIGURE 2-4: PGA CONCEPTUAL MAPS:
DENSITY OF POPULATION AND EMPLOYMENT — *FUTURE CONDITION (2040)***



The following three proximity analysis tables below compare the Preferred Growth Alternative to the alternatives analyzed in the Draft Environmental Impact Statement.

FIGURE 2-5: CONCEPTUAL ESTIMATE³ OF POPULATION AND EMPLOYMENT WITHIN ¼ MILE OF TRANSIT ROUTES

	Base Year 2000		Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total
King	2,562,000	86%	3,754,000	91%	3,847,000	86%	4,277,000	88%	4,113,000	87%	3,402,000	82%
Kitsap	185,000	62%	318,000	57%	316,000	59%	303,000	65%	329,000	68%	346,000	62%
Pierce	580,000	62%	1,027,000	58%	921,000	59%	978,000	67%	887,000	62%	947,000	54%
Snohomish	556,000	66%	1,033,000	64%	925,000	62%	900,000	70%	978,000	70%	1,061,000	66%
Region	3,882,000	77%	6,132,000	76%	6,010,000	75%	6,457,000	80%	6,306,000	78%	5,757,000	71%

Note: Totals may vary due to rounding.

FIGURE 2-6: CONCEPTUAL ESTIMATE OF POPULATION AND EMPLOYMENT WITHIN ¼ MILE OF THE URBAN GROWTH AREA BOUNDARY

	Base Year 2000		Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total
King	142,000	5%	197,000	5%	237,000	5%	223,000	5%	243,000	5%	336,000	8%
Kitsap	46,000	15%	88,000	16%	94,000	18%	75,000	16%	75,000	15%	111,000	20%
Pierce	101,000	11%	178,000	10%	190,000	12%	164,000	11%	164,000	12%	289,000	16%
Snohomish	88,000	10%	215,000	13%	201,000	14%	166,000	13%	170,000	12%	292,000	18%
Region	377,000	7%	679,000	8%	723,000	9%	628,000	8%	652,000	8%	1,028,000	13%

Note: Totals may vary due to rounding.

FIGURE 2-7: CONCEPTUAL ESTIMATE OF POPULATION AND EMPLOYMENT WITHIN ¼ MILE OF NATURAL RESOURCE LANDS

	Base Year 2000		Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total	Pop & Emp	% of Total
King	70,000	2%	95,000	2%	110,000	2%	111,000	2%	123,000	3%	134,000	3%
Kitsap	100	0%	100	0%	1,000	0%	100	0%	100	0%	200	0%
Pierce	39,000	4%	45,000	3%	64,000	4%	51,000	3%	52,000	4%	76,000	4%
Snohomish	63,000	7%	118,000	7%	127,000	9%	92,000	7%	87,000	6%	137,000	9%
Region	172,000	3%	258,000	3%	303,000	4%	254,000	3%	262,000	3%	348,000	4%

Note: Due to size of some of the figures, the totals are rounded to the hundreds, rather than to the thousands. Totals may vary due to rounding.

³ For all alternatives conceptual estimates: Regional Council staff used INDEX, a software analysis tool (see Draft Environmental Impact Statement - Appendix D for additional information), to "paint" or assign population and employment growth jurisdiction-by-jurisdiction at the 5.5-acre grid cell level. The painting of all alternatives was guided by the future land use designations drawn from current local comprehensive plans.

The following discussion of the Preferred Growth Alternative relates to the land use classes under the Growth Management Act and to the draft VISION 2040 regional geographies.

Urban Land. Compared to current plans (Growth Targets Extended), the most built-out portion of the urban area would undergo slightly more change under in this alternative, and the less built out areas would undergo slightly less change. It is expected that this growth could result in higher-density housing in urban areas, with higher employment levels also resulting in an increase in commercial and industrial land uses. Locating commercial and industrial land uses close to more compact residential uses supports goals to achieve a closer balance between employment and housing in the counties and regional geographies.

The Preferred Growth Alternative would likely support the trend in many local jurisdictions of passing zoning ordinances that allow infill development, small-lot single-family homes, multi-family homes, and mixed-use development. As displayed in the proximity analysis tables above, the Preferred Growth Alternative is estimated to have the third highest amount of population and employment that could be located adjacent to existing and planned transit routes, with almost 6,132,000 (an increase of about 58 percent over the base year 2000). This is over 120,000 more than current plans.

- *Metropolitan Cities* receive more population and slightly less employment growth than under Growth Targets Extended, with the second highest amount of growth overall. By concentrating a larger share of growth in metropolitan cities (and core cites), these areas could become much more compact with mixed-use neighborhoods containing jobs, retail, services, and housing. Potentially, the levels of growth distributed under this alternative might lead to the designation of new centers in these places.

The impacts of this growth are similar to those under Growth Targets Extended, although, because there is more residential growth and slightly less employment growth (creating a closer balance between jobs and housing), this alternative could have less impacts in these cities and their neighborhoods. Because there is slightly more population than under Growth Targets Extended, potential impacts could include increased crowding, which could negatively impact some residents and employees in these cities. At the same time, the closer job-to-housing balance could require more mid- to high-rise multifamily development, with mixed-use development being more likely than under Growth Targets Extended. This intensification could lead to a change in the existing character of these cities.

- *Core Cities* receive the second largest amount of population growth and third most employment growth under this alternative. This alternative has a fair amount of additional residential growth and slightly more employment growth than under Growth Targets Extended. These places all have designated regional growth centers, which could accommodate a substantial amount of the growth. The amount of growth under this alternative might lead to infill development and additional densification in both residential neighborhoods and in smaller commercial centers throughout these cities. Potentially, the levels of growth distributed under this alternative might lead to the designation of new centers in these cities. The increased population growth under this alternative would improve the job-to-housing balance, and the alternative could lead to more mid-rise multifamily development. Mixed-use development is probably slightly more likely than in Growth Targets Extended. Impacts could be similar, although to a lesser extent, to those described for metropolitan cities under this alternative.
- *Larger Cities* receive the third most population and employment growth under this alternative, but at levels well below those assigned in the Larger Cities Alternative. The impacts and effects of this growth could be slightly greater than under Growth Targets Extended. The growth assigned to these cities could potentially lead to the designation of new growth centers — possibly leading to the creation of a new class of "subregional center" as discussed in the *VISION 2040 Issue Paper on Subregional Centers* (see *Appendix E* of the Draft Environmental Impact Statement). Whether designated or not, some of these cities might choose to focus their growth in central locations, and might seek to encourage mixed-use development. Impacts could be similar, although to a lesser extent, to those described for metropolitan cities.



- *Small Cities* receive the second least amount of growth under this alternative — at levels similar to Growth Targets Extended but well below the Smaller Cities Alternative. This amount of growth could potentially be accommodated without a dramatic impact on the area as a whole, given the number of cities in this regional geography. There could be some increase in short-platting, and some of the larger lots may be subdivided, but major new commercial centers and major areas of new residential development might not be needed. More so than under current plans, the Preferred Growth Alternative provides a closer balance between population and employment growth.
- *Unincorporated Urban Growth Areas* would receive the third most amount of growth under this alternative, and at levels comparable to Growth Targets Extended. Similar to the discussion of small cities above, the impacts of this growth might not have a dramatic change to land use in these areas overall, given the geographic size of this regional geography. Key issues would relate to annexation and incorporation of these lands. As displayed in the proximity analysis tables above, this alternative is estimated to have the second lowest amount of population and employment that could be located adjacent to the urban growth area, with almost 680,000 (an increase of about 80 percent over the base year 2000). This is almost 44,000 less than current plans.

Rural Land. This alternative is equal to Growth Targets Extended with the least amount of employment growth in the rural area, and has just over half of what of the population growth assigned under Growth Targets Extended. By creating a closer balance between residential and employment growth in these areas, this alternative is likely to have less impact on the rural area. While this amount of growth could certainly have some impact on the creation of additional developed lots, it is possible that growth could be accommodated with minimal increases in arterials (although there might need to be some additional collector roads). This alternative could also help preserve a higher percentage of the rural lands from being developed, although this potentially impacts economic and land development in these areas.

Natural Resource Land. There is a correlation between the amount of growth assigned to the rural areas (and to some extent the unincorporated urban growth areas) and the impacts on these lands. Key issues that arise for natural resource lands are increased likelihood for conversion to other land use categories and the potential for land use conflicts. The Preferred Growth Alternative, in the aggregate, has less growth assigned to these two regional geographies than Growth Targets Extended, and therefore, the impacts to natural resource lands are likely to be minimized. As displayed in the proximity analysis tables above, this alternative is estimated to have the second lowest amount (essentially in the middle of the Metropolitan Cities and Larger Cities Alternatives) of population and employment that could be located adjacent to natural resource lands, with about 258,000 (an increase of about 50 percent over the base year 2000). This is nearly 45,000 less than Growth Targets Extended.

Critical Areas. These areas span all three Growth Management Act land use classes – urban, rural, and natural resource. Similar to natural resource lands, more growth in the rural areas (and to some extent the unincorporated urban growth areas) where there are many critical environmental areas, and increases the potential for impacts. The Preferred Growth Alternative has, in the aggregate, a lower amount of growth in these regional geographies as compared to Growth Targets Extended, and therefore the impacts are likely to be smaller.

Mitigation. The same potential land use impact mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures, including: encouraging sustainable or "green" building practices, encouraging regional efforts to retain and increase the supply of industrial/manufacturing land, encouraging the use of rural clustering and transfer of development rights programs.

5.3 TRANSPORTATION

The Preferred Growth Alternative would share the types of transportation impacts described as common to all alternatives in the Draft Environmental Impact Statement. For the analysis of the Preferred Growth Alternative, the following two figures compare the Preferred Growth Alternative first to all the other alternatives, and then to the no action alternative (which is Growth Targets Extended Alternative in the year 2040). For additional detail, see *Appendix 3C - Transportation Demand Model Output Data*.

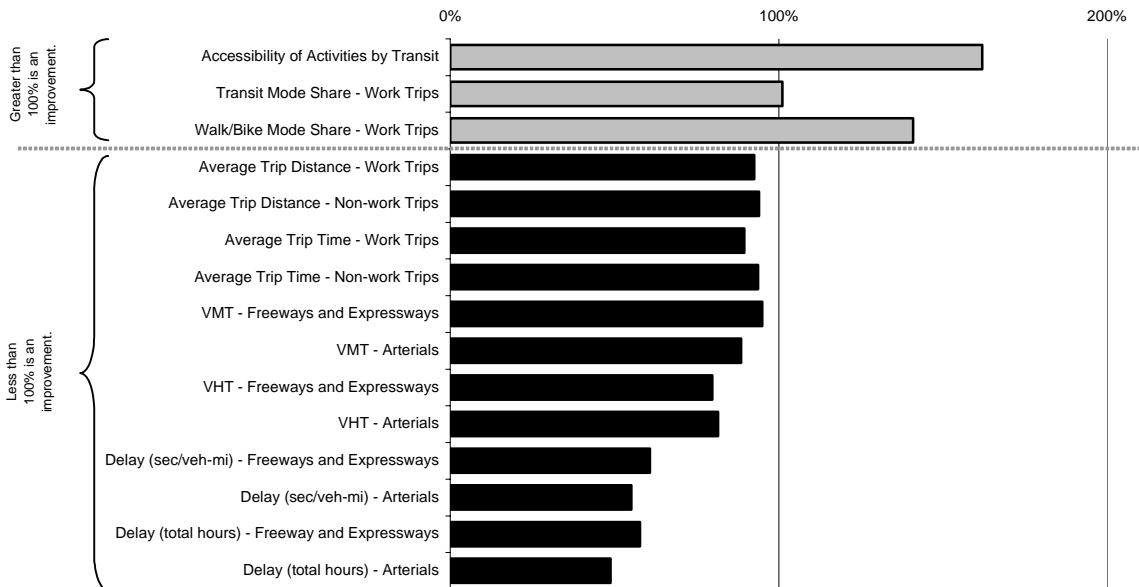
FIGURE 2-8: TRANSPORTATION PERFORMANCE OF ALTERNATIVES, REGIONAL

Performance Measure	Base Year (2000) Alternative	Preferred Growth Alternative	Growth Targets Extended Alternative	Metropolitan Cities Alternative	Larger Cities Alternative	Smaller Cities Alternative
Accessibility**						
Transit Access to Work	.70%	1.07%	.69%	1.52%	.70%	.48%
Transit Access to Non-work	.84%	1.18%	.77%	1.69%	.77%	.53%
Selected Mode Share - Work Trips						
% Single-occupancy vehicle	79.5%	74.9%	76.2%	73.6%	76.5%	79.3%
% Transit	8.4%	11.3%	11.6%	11.7%	10.5%	8.9%
% Walk/Bike	4.5%	6.3%	4.5%	7.2%	5.3%	4.1%
Selected Mode Share- Non-work Trips						
% Single-occupancy vehicle	46.2%	45.1%	45.5%	44.8%	45.7%	46.1%
% Transit	2.1%	2.9%	2.5%	3.1%	2.6%	2.1%
Average Trip Distance (miles)						
Work Trips	13.1	12.4	13.1	12.1	12.0	12.3
Non-work Trips	6.5	6.3	6.6	6.1	5.9	6.4
Average Trip Time (minutes)						
Work Trips	25.4	26.5	29.1	25.4	25.4	26.2
Non-work Trips	14.5	14.8	15.5	14.3	14.2	15.7
Vehicle Miles Traveled						
Total vehicle miles traveled	81,383,000	123,543,500	137,104,400	122,230,200	121,397,600	131,058,400
Freeway vehicle miles traveled	35,589,000	52,237,100	54,301,800	52,090,000	50,974,200	50,838,600
Arterial vehicle miles traveled	45,794,000	71,306,400	82,802,600	70,140,200	70,423,400	80,219,900
Vehicle Hours Traveled						
Total vehicle hours traveled	2,426,000	4,109,000	5,025,900	4,026,900	3,950,700	4,378,200
Freeway vehicle hours traveled	766,000	1,271,900	1,522,800	1,274,700	1,189,200	1,132,300
Arterial vehicle hours traveled	1,660,000	2,837,100	3,503,100	2,752,200	2,761,500	3,245,900
Delay (seconds/vehicle-mile)						
Total Delay	10.9	21.0	32.4	21.0	18.6	20.3
Freeway Delay	15.6	25.8	39.0	26.2	22.0	18.4
Arterial Delay	7.2	17.6	28.1	17.2	16.2	21.5
Delay (total hours)						
Total Delay	245,300	721,900	1,235,300	713,900	628,400	739,600
Freeway Delay	154,100	373,900	588,700	378,500	311,500	260,200
Arterial Delay	91,200	348,000	646,600	335,400	317,000	479,400

Note: For the geographical area listed in the figure title, the mode share and average time data refer to "trips attracted to" the geographical area; the vehicle miles traveled and delay data refer to "roadways within" the geographical area; and the accessibility data refers to "people living within" the geographical area. See *Appendix 3C - Transportation Demand Model Output Data*. ** Accessibilities represent the percentage (xx% of 100%) of the region's employment that is accessible by the average household within the allotted time frame and mode (i.e., a 10-minute walk, 20-minute bicycle ride, or 30-minute transit ride) within the region.



FIGURE 2-9: TRANSPORTATION PERFORMANCE OF PGA AND GROWTH TARGETS EXTENDED ALTERNATIVE



Note: 100 percent means the indicator for this alternative is the same as it would be for the Growth Targets Extended Alternative. For example, Accessibility of Activities by Transit is over 160 percent. Therefore, the amount of accessibility under the Preferred Growth Alternative is more than 1.6 times what it would be for the Growth Targets Extended Alternative.

Regional. As displayed in *figure 2-8*, from a transportation performance measure standpoint, the Preferred Growth Alternative closely resembles the Metropolitan Cities and Larger Cities Alternatives at the regional level. However, average trip distances and times at the regional level are somewhat longer than the focused growth alternatives and, similar to the Growth Targets Extended Alternative. This is likely due to the difference in the levels of housing and employment in the unincorporated urban and rural areas. Regional vehicle miles traveled, vehicle hours traveled, and delay are slightly greater than under the Metropolitan Cities and Larger Cities Alternatives.

The distributions of growth to metropolitan cities and core cities, where transit service is most available, results in the second highest estimated percentage of trips being made by transit, and is estimated to result in the second highest percentage of "activities" (such as retail, entertainment, schools) being accessible by transit. For similar reasons, this alternative is estimated to have the second highest percentage of walking or biking trips.

As displayed (in *figure 2-9*), the Preferred Growth Alternative results in better transportation performance on each of the regional level indicators as compared to the Growth Targets Extended Alternative.

Counties. For transit trips at the county level, transit mode shares for work trips to King County are the second highest under the Preferred Growth Alternative, next to the Growth Targets Extended. In Snohomish County, transit mode shares for work trips rank highest among all alternatives. For non-work trips, transit shares under the Preferred Growth Alternative are among their highest (after the Metropolitan Cities Alternative) at the county level. Vehicle miles traveled, vehicle hours traveled, and delay under are at some of their lowest levels in King County under the Preferred Growth Alternative. Only the Smaller Cities Alternative yields lower levels of these measures for King County. For the remaining counties, vehicle miles traveled, vehicle hours traveled, and delay levels under the Preferred Growth Alternative fall in the middle of the range when compared to the other alternatives. With the exception of transit accessibilities for Kitsap County, county-level accessibilities rank at or near the top under the Preferred Growth Alternative. Average travel times for work trip to King County are longer under the Preferred Growth Alternative – only the Growth Targets Extended Alternative yields longer average travel time for work trips to King County. For the other counties, average travel times for work trips under the Preferred Growth Alternative fall in the middle of the range. For non-work trips, average travel times under the Preferred Growth Alternative tend toward the middle of the range for all counties.

Regional Geographies.

- *Designated Regional Centers.* When comparing transit and non-motorized mode shares among the alternatives for trips to regional centers, the Preferred Growth Alternative ranks among the best of the alternatives. For work trips to regional centers, transit shares under the Preferred Growth Alternative rank second to the Growth Targets Extended Alternative and non-motorized shares rank second to the Metropolitan Cities Alternative. For non-work trips to regional centers, transit shares are highest under the Preferred Growth Alternative and non-motorized shares rank second to the Metropolitan Cities Alternative. The average travel time for work trips to regional centers is slightly longer than the other alternatives, with the exception of the Growth Targets Extended Alternative.
- *Metropolitan Cities.* Given the similar geographies, the modal profile for trips to metropolitan cities under the Preferred Growth Alternative mirrors the profile for trips to regional centers as discussed in the preceding paragraph. For vehicle miles traveled, vehicle hours traveled, and delay within metropolitan cities, levels experienced under the Preferred Growth Alternative are expected to be lower than the Growth Targets Extended and Metropolitan Cities Alternatives, but higher than the Larger and Smaller Cities Alternatives. Transit and non-motorized accessibilities for metropolitan cities are estimated to be the second highest, after the Metropolitan Cities Alternative. And similar to regional centers, the average travel time for work trips to metropolitan cities is slightly longer than the other alternatives, except for the Growth Targets Extended Alternative.
- *Core and Larger Cities.* For work trips to core and larger cities, transit and non-motorized shares under the Preferred Growth Alternative are lower than the Metropolitan Cities and Larger Cities Alternatives, but higher than the other alternatives. For non-work trips to core and larger cities, transit shares under the Preferred Growth Alternative are among the top, along with the Metropolitan Cities Alternative and non-motorized shares rank higher than under the Larger Cities Alternative. Transit and non-motorized accessibilities for core and larger cities are the second highest among all alternatives, after to the Larger Cities Alternative. Average travel times and distances for trips to core and larger cities (work and non-work) fall in the middle of range of the alternatives – they are longer than those found under the Metropolitan Cities and Larger Cities Alternatives, but shorter than those estimated for the Growth Targets Extended and Smaller Cities Alternatives.
- *Small Cities and Unincorporated Urban Growth Area.* For work trips to small cities and the unincorporated urban growth area, transit shares under the Preferred Growth Alternative falls in the middle of the range, lower than those found under the Metropolitan Cities and Larger Cities Alternatives, but higher than those expected under the Growth Targets Extend and Smaller Cities Alternatives. Accessibilities for small cities and the unincorporated urban growth area under the Preferred Growth Alternative are lower than those expected under the Smaller Cities Alternative but in line with the other alternatives. Average travel times for work trips to small cities and the unincorporated urban growth area are slightly longer than those expected under the Larger Cities and Smaller Cities Alternatives but average travel times for non-work trips are the shortest, along with the Larger Cities and Smaller Cities Alternatives.
- *Rural Areas.* Given the more modest number of transit and non-motorized trips to rural areas, there is not a large degree of variation among the alternatives with respect to mode shares. In terms of the number of trips, transit trips to rural areas (work and non-work) under the Preferred Growth Alternative are significantly lower than those expected under the Smaller Cities Alternative, but at a level consistent with the other alternatives. This relationship also holds true for all non-motorized trips to trips to rural areas. For vehicle miles traveled, vehicle hours traveled, and delay within rural areas, the levels experienced under the Preferred Growth Alternative are expected to be similar to those under the Metropolitan Cities and Larger Cities Alternatives, and lower than those expected under the Growth Targets Extended and Smaller Cities Alternatives. Accessibilities for rural areas under the Preferred Growth Alternative are lower than those expected under the Smaller Cities Alternative (where both more jobs and population is located in these areas than under current plans) but are consistent with those found in the other alternatives. There is little variation across alternatives in average travel times for work trips to rural areas. For non-work trips, however, average travel times to rural areas under the Preferred Growth Alternative are expected to be shorter than those under the Smaller Cities Alternative, but consistent with the other alternatives.



Mitigation. The same potential land use impact mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested the need to ensure the next update of the transportation plan, Destination 2030, align transportation strategies and investments with the Preferred Growth Alternative, and to further reduce transportation impacts through system or demand management programs, including tolling or other pricing strategies.

5.4 AIR QUALITY

The Preferred Growth Alternative would share the types of air quality impacts described as common to all alternatives in the Draft Environmental Impact Statement. Comments on the Draft Environmental Impact Statement emphasized climate change impacts from greenhouse gases. All of the alternatives would be expected to result in greenhouse gas emissions.

The Preferred Growth Alternative concentrates growth inside the unincorporated urban growth area, inside cities and inside regional and countywide centers. The Preferred Growth Alternative falls between the ranges set by the other four alternatives for both total vehicle miles traveled and emissions from all pollutants. Due to the carbon monoxide maintenance area following primarily the central urbanized area, the Preferred Growth Alternative (which as better transportation results but also more growth in the urban core) results in slightly higher emissions of this pollutant than all but the Growth Targets Extended alternative.

The following figures compare the performance of the Preferred Growth Alternative on criteria pollutants - first in tabular and then in chart form.

FIGURE 2-10: AIR QUALITY - PROJECTED POLLUTANT EMISSIONS (TONS/DAY)¹

Pollutant	Emissions Budget ²	Preferred Growth Alternative	Growth Targets Extended Alternative	Metropolitan Cities Alternative	Larger Cities Alternative	Smaller Cities Alternative
Carbon Monoxide ⁵	2,510.00	1,163.91	1,231.13	1,151.08	1,147.59	1,155.85
Volatile Organic Compounds	248.20	55.56	61.24	54.20	53.78	58.70
Nitrogen Oxides	263.01	42.08	45.13	41.06	40.87	44.68
PM ¹⁰						
Kent	0.12	0.07	.07	.08	.08	.06
Duwamish	0.42	0.17	.19	.23	.18	.16
Tacoma	0.23	0.13	.14	.15	.11	.13
PM _{2.5}	N/A ³	1.97	2.09	1.91	1.91	2.08
CO ₂	N/A ⁴	60,503	64,138	58,736	58,588	63,756

¹ Due to technological improvements assumed in forecast years in MOBILE6.2 (e.g., cleaner fuels and vehicles), emission factors in forecast years are lower than current emission rates.

² From the Central Puget Sound Region Maintenance Plans for the National Ambient Air Quality Standards, 2004.

³ There is no emission budget for PM_{2.5} because the Puget Sound region has never been designated nonattainment for PM_{2.5}.

⁴ CO₂ is not one of the six criteria pollutants to which areas are designated attainment/nonattainment; therefore, there is no motor vehicle emissions budget for this pollutant.

⁵ The CO maintenance boundary primarily follows the central urbanized area. For this reason, alternatives that focus growth in the urban area tend to result in slightly higher emissions on this measure.

The Preferred Growth Alternative falls in the middle of the range for emissions of volatile organic compounds, nitrogen oxides, PM^{2.5} and carbon dioxide compared to the other four alternatives. Higher emissions of these pollutants are produced from the Growth Targets Extended and Smaller Cities alternatives, due to their pattern of more dispersed, rather than focused, growth throughout the region. Due to the specific locations of the three PM¹⁰ maintenance areas, there is greater variation among the alternatives for emissions of this pollutant. Emissions in all three PM¹⁰ maintenance areas are the second lowest under the Preferred Growth Alternative. Emissions of all pollutants, however, are expected to be within the regional motor vehicle emissions budgets.

FIGURE 2-11: CARBON MONOXIDE EMISSIONS IN 2040 (TONS/DAY)

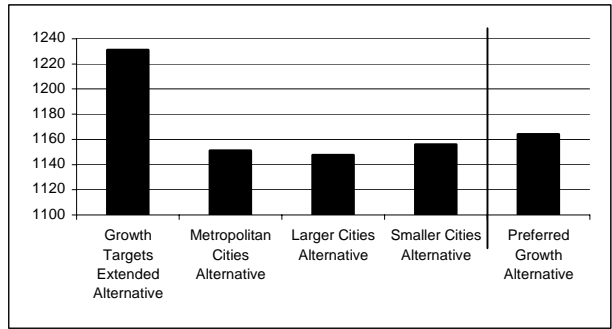


FIGURE 2-12: OZONE EMISSIONS IN 2040 (TONS/DAY)

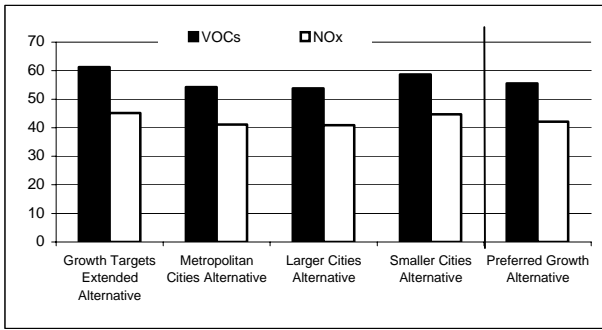


FIGURE 2-13: PM¹⁰ EMISSIONS IN 2040 (TONS/DAY)

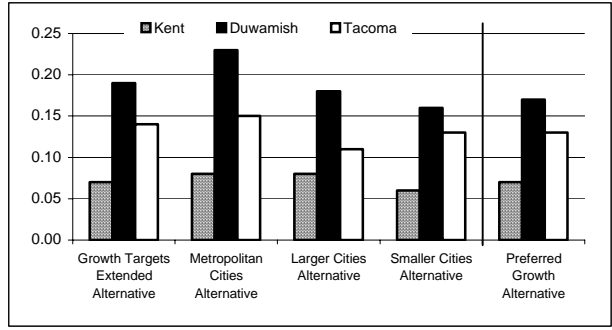


FIGURE 2-14: PM^{2.5} EMISSIONS IN 2040 (TONS/DAY)

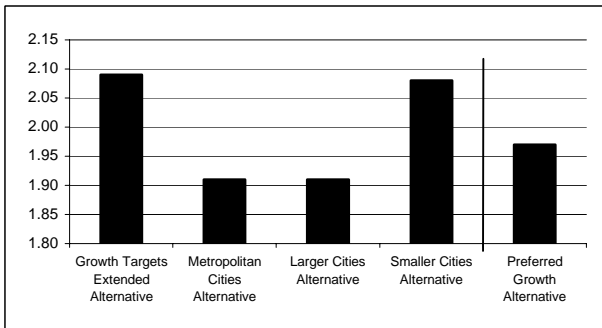
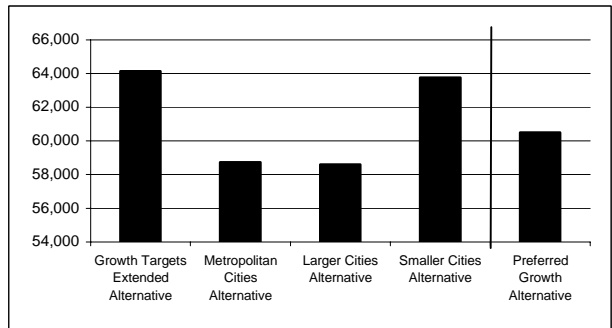


FIGURE 2-15: CO₂ EMISSIONS IN 2040 (TONS/DAY)



Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures that included additional strategies for reducing air quality impacts, particularly those related to climate change. This included interdisciplinary planning and design programs to reduce automobile dependence, and measures to encourage alternative energy sources and cleaner technologies.



5.5 ECOSYSTEMS

The Preferred Growth Alternative would share the ecosystem impacts common to all alternatives, as discussed in the Draft Environmental Impact Statement. This includes direct and indirect loss of habitat through development and increased human activity. It also include change to water quality and water quantities through increased stormwater runoff in urban areas, and through increased use of water for people and industry.

The Preferred Growth Alternative assigns higher amounts of growth than under current plans (Growth Targets Extended) to the urbanized, already developed portions of the region. This is expected to decrease the impacts that could potentially arise if current plans are followed. Also, because more of the anticipated growth would be distributed into the most urbanized areas, where water resources are likely less susceptible to increases in impervious surface (see 5.6 – *Water Quality and Hydrology*), the Preferred Growth Alternative could be expected to have fewer negative impacts from increases in impervious surface levels region-wide as compared to current plans.

Rural and unincorporated urban growth areas have the greatest likelihood of supporting native habitats and open space. Because growth in these regional geographies is decreased as compared to current plans, the Preferred Growth Alternative could be expected to decrease the risk to ecosystem resources compared to current plans, although it could be higher than under the most focused growth alternatives. This decrease comes from both a lesser assignment of growth to the more pristine areas and the commensurate decrease in associated infrastructure such as roads and other facilities.

Mitigation. The Preferred Growth Alternative has the same potential mitigation measures as identified in the Draft EIS. Comments on the Draft Environmental Impact Statement suggested additional mitigation measures, including restoration of habitat, market based strategies and programs to encourage conservation and restoration, and improved regional environmental and watershed planning.

5.6 WATER QUALITY AND HYDROLOGY

The Preferred Growth Alternative would share the types of impacts within the five broad areas noted below as described as common to all alternatives in the Draft Environmental Impact Statement.

Impervious Surfaces. All of the alternatives anticipate an increase in the amount of impervious surface cover in the region. Of the alternatives, the Preferred Growth Alternative is estimated to have the least amount of land in the over 30 percent impervious surface coverage category,⁴ with 730 square miles of land in this category (see figure below). The net effect of this is an estimate of 480 square miles of impervious surfaces in the region — same as the Metropolitan Cities and Larger Cities alternatives for the lowest amount. Given the co-location of population and employment growth to the areas of the region that are already more densely developed (and closer jobs-housing balance at the county and regional geography levels), this alternative assumes a high level of mixed-use development. The INDEX analysis tool has a lower impervious percentage estimated for mixed use areas than it does single purpose commercial or industrial land uses, which may have more surface parking areas, and less landscaping amenities. This has the effect of decreasing the amount of highly impervious land uses under this alternative.

⁴ Three general thresholds regarding the environmental impacts of impervious surfaces are considered in the literature: (1) 1 to 10 percent impervious, (2) 11 percent to 25 percent impervious and (3) greater than 26 percent impervious. Negative impacts to the region's water resources escalate along with increasing impervious surface coverage, and these thresholds are useful in analyzing the different impacts of varying impervious surface intensity. While the literature found thresholds to important, various conclusions about particular values exist. In this analysis, impervious surface for the region is estimated and analyzed here using modified thresholds (based on the INDEX analysis tool thresholds and data: (1) 0 percent, (2) 10 percent, (3) 20 percent, and (4) greater than 30 percent imperviousness).

FIGURE 2-16: IMPERVIOUS SURFACE - ESTIMATED SQUARE MILES ⁵

	Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
	Total Sq. Miles in Category	Impervious Square Miles	Total Sq. Miles in Category	Impervious Square Miles	Total Sq. Miles in Category	Impervious Square Miles	Total Sq. Miles in Category	Impervious Square Miles	Total Sq. Miles in Category	Impervious Square Miles
0 percent	4,870	0	4,510	0	4,870	0	4,880	0	4,860	0
10 percent	560	60	630	60	520	50	500	50	360	40
20 percent*	170	30	170	30	170	30	170	30	170	30
30 percent and greater	730	380	1,020	470	760	400	780	400	930	470
Impervious Surface Total		480		560		480		480		540

* The only land use types that received the "20 percent" estimate in the INDEX analysis tool were government or military lands. Since no population or employment growth was distributed to these lands, the 20 percent estimate does not change. Source: Puget Sound Regional Council, 2006

Many water resources in these highly urbanized areas are already degraded to a point that the resources are less susceptible to increases in impervious surface. However, even within these highly urbanized areas, many viable subwatersheds exist, and the adverse impacts from additional impervious surface could still need to be offset or mitigated by the preservation of remaining high-quality riparian corridors and the revitalization of existing impaired ones. On the other hand, redevelopment can help improve existing stormwater systems in areas where they do not meet current standards.

Compared to the Growth Targets Extended Alternative, the Preferred Growth Alternative is estimated to reduce the overall level of impacts from impervious surface increases in the region. This is particularly noticeable for the rural, unincorporated urban growth areas, and small cities. Rural areas generally have the lowest levels of existing impervious surface and the highest levels of forest cover in the region. Unincorporated urban growth areas generally have the next lowest levels of existing impervious surface and next highest levels of forest cover in the region. While critical areas regulations and other environmental protections could likely reduce the impacts, these areas would still be particularly sensitive to changes in impervious surface levels.

Regional geographies in which the Preferred Growth Alternative distributes more growth (which include the metropolitan, core and larger cities) could potentially have greater increases in impervious surface levels. However, because these areas are already more built out, overall regional impacts from impervious surface level increases are estimated to be lower than under current plans.

Impaired Waters. Metropolitan cities and larger cities also tend to coincide with concentrations of water resources listed on Ecology's 1998 303(d) – Impaired Waters listing, and therefore these impaired waters may be less susceptible to additional degradation from surrounding growth than water resources in the outlying areas. The Preferred Growth Alternative falls in the middle of the range (although closer to the focused growth alternatives) in terms of vehicle miles traveled and delay, and would therefore be estimated to result in less transportation-related pollution impacts than Growth Targets Extended.

Sole Source Aquifers. The Preferred Growth Alternative falls in the middle in terms of the amount of growth in areas that are currently undeveloped. Therefore the alternative falls in the middle in terms of the likelihood of increased impervious surface cover in the vicinity of the Central Pierce County Newberg Area and Vashon-Maury Island sole source aquifers.

⁵ Impervious surface coverage for the region was calculated at the INDEX 5.5 acre grid cell level. See *Appendix 3B - Impervious Surface Estimation Methodology*.



Large Contiguous Floodplains. Many of the small cities and unincorporated areas that would experience less growth under this alternative than under Growth Targets Extended are located along the Snohomish, Skykomish, and Green Rivers, which have large associated floodplains. Because growth is reduced in this alternative as compared to Growth Targets Extended, the rural areas surrounding these small cities could experience lesser development pressure. While development within the floodplain would be regulated under the local jurisdictions' critical areas code and specific development standards, decreasing urbanization surrounding these floodplains could result in fewer impacts.

Wetlands, Lakes and Streams. Wetlands, lakes and streams occur throughout the region and given the broad, conceptual nature of the alternatives, the Draft Environmental Impact Statement did not contain localized analysis. As with other alternatives, existing regulations would help to reduce development-related impacts to these resources. Water withdrawals required for growth would have the potential to reduce stream flows, which could also impact wetlands.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative.

5.7 PUBLIC SERVICES AND UTILITIES

The Preferred Growth Alternative would share the types of impacts within the six broad areas noted below as common to all alternatives in the Draft Environmental Impact Statement.

Solid Waste. Due to increased population, solid waste generation will increase over time, and related impacts are expected to be generally similar under all alternatives. Under the Preferred Growth Alternative, since growth is concentrated in metropolitan and core cities, the need to expand or construct new transfer facilities in urban areas is expected in these cities. Additionally, the level of growth in the unincorporated urban growth area may require additional facilities in these areas. Larger cities, small cities, and rural areas will likely not experience a sharp rise in demand for solid waste services and infrastructure under this alternative. Compared to current plans (Growth Targets Extended), this alternative distributes slightly higher levels of employment growth to counties outside of King and therefore non-residential collections could be slightly higher.

Sanitary Sewer. Current levels of sanitary sewer service capacity will not meet long-term demand and will require expansion under all alternatives. The Preferred Growth Alternative could require improvements to current sewer systems in metropolitan cities, and perhaps core cities, to increase their capacity and useful life in order to accommodate the growth under this alternative. It is possible that the lower levels of small city growth envisioned in the Preferred Growth Alternative might not increase demand for new or expanded wastewater treatment facilities, especially for cities bordering counties outside the region, in the same way that the Smaller Cities Alternative could. As such, small cities could, in general, take a less aggressive approach when deciding whether or not to expand sewer lines or continue the use of septic systems.

Since sewer systems are already in place in metropolitan and larger cities, expansion of existing sewer lines could be necessary to meet increased demand and maintenance of existing systems. The high levels of metropolitan and core city growth in this alternative could place substantial strain on existing sewer capacity in metropolitan and core cities, well beyond that currently anticipated in current long range system plans. New sites and facilities to serve these geographies may be needed under this alternative. For the unincorporated urban growth areas, this alternative assigns less growth than under current plans (Growth Targets Extended), and therefore could require less expansion of sewer lines and treatment capacity into currently unserved areas, thereby saving resources and being more easily served by utilities and others that are already implementing long-range system plans within their service areas. By law, sewer service cannot be extended into rural areas except in limited circumstances; therefore, the population growth in rural areas (which is less than in Growth Targets Extended) under this alternative would have to be served by septic systems.

Water Supply. Regardless of which growth alternative is considered, additional supply and/or reduced demand (e.g., conservation) will be needed to meet projected demand throughout the region by 2020 (if not before for some areas) and through 2040. In addition, the growth alternatives will need varying degrees of distribution and water movement across service areas to meet future demand in some locations. The Preferred Growth Alternative shifts growth from the small cities, unincorporated urban and rural areas (that have fewer potential supply options) to metropolitan, core, and larger cities (that have greater options). Areas where the greatest increases occur as compared to current plans (Growth Targets Extended) are in the 5 metropolitan cities (an additional 88,000 in population but 34,000 less in employment growth), in the 14 core cities (an additional 77,000 population and 5,000 in employment), and 13 larger cities (and additional 29,000 population and 31,000 employment). The other regional geographies all have less growth than under Growth Targets Extended, and therefore it can be assumed that future regional demand for municipal water for these geographies could be within the range of demand predicted under existing water system plans; however, additional planning will need to be conducted even for these areas given the 2040 planning horizon which may go beyond some service providers' planning horizons.

With growth focused in the metropolitan and core cities (and to a lesser extent to larger cities) under the Preferred Growth Alternative, it could be even more imperative that current plans for additional transmission lines and larger pipes feeding these locations be implemented to reduce the severity of impacts on water supply shortfalls. Without the ability to offset increasing demand through reuse and/or conservation, it is possible that planned system improvements could need to be updated to increase their capacity to meet future supply under this alternative.

Fire Protection and Police Services. Additional fire and police services could be needed throughout the region, with existing facilities and staff levels potentially needing to be expanded and new stations or response centers built in some areas. In areas with higher densities, the nature of police and fire services could change as more high-rise developments emerge. For instance, police services could change from vehicular patrols to foot or bicycle patrols. The Preferred Growth Alternative, which encourages growth in metropolitan and core cities, as well as in unincorporated urban growth areas, could require new and renovated neighborhood fire and police stations to provide additional service capacity. Such efforts are already underway in cities such as Seattle, which passed the Fire and Facilities Emergency Response Levy in November 2003. The Preferred Growth Alternative has a lessened impact on small cities, unincorporated urban and rural areas than under current plans (Growth Targets Extended) to expand their current levels of staffing and infrastructure. Small cities in rural areas could potentially continue to utilize part time staff and could continue to coordinate with neighboring cities to provide fire and police services.

Health and Emergency Medical Services (Including Hospitals). In the denser areas, existing facilities, and service types and techniques, may need to be expanded, and new stations or response centers could need to be constructed in some areas in order to meet increased demand under this alternative. Conversely, fewer facilities and staff will likely be needed in the outlying areas of the region as compared to Growth Targets Extended.

Schools. The need for new, expanded, or remodeled schools may increase for all counties under all alternatives. The location of new or expanded schools could vary by alternative, but the overall magnitude of the need could be similar. Transportation costs may be increased in areas where growth is more widely distributed. Enhancements and expansion of existing educational facilities and construction of new education facilities in metropolitan cities, core cities, and unincorporated urban growth areas could be necessary under this alternative. School transportation costs for this alternative could be lower than with the Growth Targets Extended or the Smaller Cities alternatives. Overall costs per capita for public education could also be lower. Given that the Preferred Growth Alternative improves the jobs-housing balance at the regional geography level as compared to Growth Targets Extended, there is the possibility that a greater number of people may live within a reasonable distance of existing educational facilities, perhaps improving transportation choices for commuting to educational facilities.



Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures focused on incentive programs to reduce demand for a variety of public services, including water, sewer, and solid waste. Improved emergency and disaster planning programs for the region were also identified as a need.

5.8 PARKS AND RECREATION

The Preferred Growth Alternative would share the types of transportation impacts described as common to all alternatives in the Draft Environmental Impact Statement.

In the Preferred Growth Alternative, the metropolitan cities are envisioned to accommodate 32 percent of regional population growth and 42 percent of regional employment growth, which could result in higher activity levels in existing parks and recreational facilities, as well as increased demand for new facilities and programs. Growth would also be distributed to unincorporated urban and rural areas, but at levels lower than under existing plans (the Growth Targets Extended Alternative).

Acres of Parks per Residential Population. Planning guidelines suggest that roughly 25 to 30 acres of local facilities should be available for every 1,000 residents. The definition of the alternatives did not include the identification of additional new locally-owned parks and open spaces facilities. Considering the current amount of parks and open space facilities in local ownership, and the addition of approximately 1.7 million additional people and 1.2 million jobs to the region between 2000 and 2040, the total acres of locally-owned neighborhood, community and regional parks and open spaces per 1,000 residents in the year 2040 will be reduced unless new parks are added. The following figure shows the amount of parks available per 1,000 residents for all of the alternatives.

FIGURE 2-17: CONCEPTUAL ESTIMATE OF ACRES OF LOCALLY-OWNED PARKS AND OPEN SPACES PER 1,000 RESIDENTS

	Acres Parks/ Open Space	Base Year 2000		Preferred Growth Alternative		Growth Targets Extended Alternative		Metropolitan Cities Alternative		Larger Cities Alternative		Smaller Cities Alternative	
		2000 Population	Acres per 1000 Res.	2040 Population	Acres per 1000 Res.	2040 Population	Acres per 1000 Res.	2040 Population	Acres per 1000 Res.	2040 Population	Acres per 1000 Res.	2040 Population	Acres per 1000 Res.
King	65,500	1,737,000	38	2,461,000	27	2,440,000	27	2,733,000	24	2,705,000	24	2,406,000	27
Kitsap	18,700	232,000	81	381,000	49	386,000	48	326,000	57	336,000	56	370,000	51
Pierce	5,800	701,000	8	1,094,000	5	1,097,000	5	1,036,000	6	995,000	6	1,139,000	5
Snohomish	14,100	606,000	23	1,052,000	13	1,065,000	13	893,000	16	952,000	15	1,074,000	13
Region	104,100	3,276,000	32	4,988,000	21	4,988,000	21	4,988,000	21	4,988,000	21	4,989,000	21

Note: Totals may not sum consistently due to rounding.
Source: PSRC Parks and Open Space Database, 2001

With an increase in regional population of approximately 1.7 million residents by the year 2040 in all the alternatives, the regional ratio of acres of locally-owned parks per 1,000 residents drops from 32 in the year 2000 to 21 in the year 2040. Under the different alternatives, the distribution of growth affects the amount of available parkland at the subregional level. Facilities in Pierce and Snohomish counties would appear to be put under particular strain from increased demand. In any alternative, additional park and open space facilities could be needed in these counties.

Under the Preferred Growth Alternative, the following list details available park acreage by county in 2000 and 2040.

- *King County.* The ratio of parks to 1,000 residents falls from 38 acres in 2000 to 27 acres in 2040, at the midpoint of the standard recommended range.
- *Kitsap County.* The ratio of parks to 1,000 residents falls from 81 acres in 2000 to 49 acres in 2040, still above the suggested standard. This was the alternative with the lowest ratio for Kitsap County
- *Pierce County.* The ratio of parks to 1,000 residents falls from 8 acres in 2000 to 5 acres in 2040, well below the recommended range.
- *Snohomish County.* The ratio of parks to 1,000 residents falls from 23 acres in 2000 to 13 in 2040, below the recommended range.

Access to Local Parks. To generally compare the alternatives in terms of the ease of access to existing local parks and open space for future populations, the Regional Council considered the potential for each alternative to distribute population and employment within ¼ mile of existing local parks and open space facilities using the Regional Council's Parks and Open Space database. The Regional Council calculated the number of regional residents and jobs in each alternative expected to have access to existing locally-owned resources. This method did not attempt to calculate access to the regional facilities contained in the major public lands portion of the database. As these major resources are largely outside the urban growth area, accessibility was assumed to be the same for each alternative:

FIGURE 2-18: CONCEPTUAL ESTIMATE OF POPULATION AND EMPLOYMENT WITHIN ¼ MILE BUFFER OF LOCAL PARKS AND OPEN SPACES

	Base Year 2000	Preferred Growth Alternative	Growth Targets Extended Alternative	Metropolitan Cities Alternative	Larger Cities Alternative	Smaller Cities Alternative
King	1,845,000	2,682,00	2,826,000	2,960,000	2,917,000	2,483,000
Kitsap	97,000	170,000	179,000	169,000	182,000	189,000
Pierce	302,000	511,000	474,000	479,000	472,000	477,000
Snohomish	330,000	564,000	553,000	571,000	644,000	569,000
Region	2,574,000	3,927,000	4,032,000	4,180,000	4,216,000	3,719,000

Note: Totals may not sum consistently due to rounding.
Source: PSRC Parks and Open Space Database, 2001

At the regional level in 2040, approximately 3,927, 000 residents and jobs in the Preferred Growth Alternative would be likely to be located within ¼ mile of an existing local park or other open space contained in the Regional Council Regional Open Space Database. This compares to 2,574,000 residents and jobs in the year 2000.

- *King County.* Approximately 2,682,000 residents and jobs in Growth Targets Extended could be located within ¼ mile of a local park or other open space in 2040.
- *Kitsap County.* Approximately 170,000 residents and jobs in Growth Targets Extended could be located within ¼ mile of a local park or other open space in 2040.
- *Pierce County.* Approximately 511,000 residents and jobs in Growth Targets Extended could be located within ¼ mile of a local park or other open space in 2040.
- *Snohomish County.* Approximately 564,000 residents and jobs in Growth Targets Extended could be located within ¼ mile of a local park or other open space in 2040.



Impacts. Parks and recreation facilities of metropolitan cities in particular would likely experience a higher level of use (and at levels higher than under current plans) that could affect the quality of the average visitor's experience, unless these cities expand programs or facilities. Increased use of more developed urban open spaces such as green streets, boulevards, plazas, and squares, created as part of infill and redevelopment projects, could also help serve additional demand. Greater numbers of users could also increase the scope and budget of parks and recreation facilities. Increased use of existing facilities might result in conflicts between user types, such as joggers and bicyclists or boaters and wildlife watchers, or between organized sports and other uses. Some of the likely increased demand for parks, recreation, and open space in the Preferred Growth Alternative could be addressed by acquiring land and developing it into a variety of new local facilities, including neighborhood mini parks or larger community facilities.

Core cities are envisioned to receive 21 percent of the region's population growth and 29 percent of the region's employment growth under the Preferred Growth Alternative. Increased use could negatively affect some visitors' experiences in parks, recreation facilities, and open spaces. However, land in these regional geographies could still be relatively available, and the inventory of existing parks, trails, sports fields, and open space in these cities could be expanded to accommodate the growing population. Significant levels of planning and funding would be required to design and construct these new facilities and to ensure that maintenance keeps pace with increasing use.

Growth in larger cities, under the Preferred Growth Alternative, would be moderate, but at slightly higher levels than under Growth Targets Extended. Parks and recreational facilities in the larger cities would likely experience increased use, but existing and planned facilities could probably absorb this growth to the extent that it would not significantly affect the quality of the average user's experience.

Unincorporated urban growth areas are estimated to receive 21 percent of the region's forecasted population growth and 9 percent under the Preferred Growth Alternative. Typically, these geographies have few local parks, but rather rely on schools for sports fields and county, state, and private lands, as well as facilities in neighboring suburban cities, for other types of outdoor recreation. The levels of growth could increase demand for the development of new neighborhood parks and athletic complexes. While land for these facilities could be available, it could place additional pressure on counties to develop, operate, and maintain these facilities. This would represent a reversal of current trends, which show that a lack of county resources available for parks have led county governments to increasingly rely on local jurisdictions for the provision, operation, and maintenance of local parks and recreational facilities.

In addition, growth in unincorporated urban growth areas would likely increase the use of parks and facilities operated and maintained by neighboring jurisdictions. While these jurisdictions may be able to satisfy demand, residents living in unincorporated areas will not contribute to the local taxes generated for operation and maintenance. Outdoor recreation that relies on access to relatively undeveloped or undisturbed natural areas might be affected by displacement of these resources, and increased population could cause a higher level of use that might impact the quality of some visitors' experiences. Conversely, others might enjoy the increased activity.

The Preferred Growth Alternative represents the middle of the range of the alternatives in terms of overall growth in rural and unincorporated urban growth areas. For both areas, the majority of the growth is population. In some rural areas increased demand on existing facilities might exceed their capacity. Increased demand could be addressed by developing additional facilities, presumably to be administered by the counties. This would represent a reversal of current trends, which show that current resources have forced county governments to increasingly rely on local governments for the provision, operation and maintenance of local parks and recreational facilities.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures focused on measures to preserve and expand park and recreation resources and to improve non-motorized access to parks.

5.9 ENVIRONMENTAL HEALTH

Under all alternatives, there is the potential for residents potentially to be exposed to toxic substances, and to live in communities that are not conducive to active living. The Preferred Growth Alternative would share the types of environmental health impacts described as common to all alternatives in the Draft Environmental Impact Statement. Comments on the Draft Environmental Impact Statement also noted that the physical environment, including features that encourage or discourage healthy lifestyles, can have an impact on human health.

Exposure. The Preferred Growth Alternative distributes more growth to the older, denser urbanized portions of the region, and less growth to the less urbanized and rural portions of the region as compared to current plans (Growth Targets Extended). The Preferred Growth Alternative focuses growth in cities that are more established and have a higher level of occurrence of past uses that are likely to have caused releases to the environment; therefore there could be a greater likelihood that development and redevelopment would encounter contaminated sites. Cleanup would be a benefit, but costs for development could increase. In economic terms, higher intensity development could create an "economy of scale," or provide sufficient market value for available redevelopable land to attract investments.

Healthy Communities. The co-location of population and employment growth under the Preferred Growth Alternative has a higher potential to increase density in currently suburban cities. These areas would have an increased potential for changes in transportation choices, particularly transit, walking, and biking. Given that they also tend to have lower levels of localized air quality pollutants than the densest urban cities, and exposure of people to adverse health effects of urbanization could be somewhat less for growth in these areas than under current plans (Growth Targets Extended). However, the Preferred Growth Alternative would also focus growth in the urban centers, areas that are already more dense and tend to have higher levels of transportation and industrial activity and resultant pollution.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative.

5.10 ENERGY

Under all alternatives, energy consumption is anticipated to increase as the population increases. More energy sources will likely be needed, and conservation strategies will likely need to be implemented regardless of which growth alternative is selected. The Preferred Growth Alternative would share the same types of energy needs and related impacts common to all alternatives, as discussed in the Draft Environmental Impact Statement. These included increased demand for electrical power, natural gas, and petroleum.

Electrical Power. Alternatives that disperse population and employment the most (such as the Growth Targets Extended and Smaller Cities alternatives) are more likely to require the expansion of utilities into areas that are currently not served or have limited service. On the other hand, alternatives that focus growth (such as the Metropolitan Cities, Preferred Growth, and Larger Cities alternatives) may offer some efficiency by concentrating growth where utility infrastructure is already well established. However, some upgrades to these existing utilities could be needed to serve the increased population and employment.

Natural Gas. The alternatives are anticipated to have similar effects on natural gas infrastructure and demand as on electrical power infrastructure and demand.

Petroleum. In terms of non-transportation uses, the alternatives are anticipated to have similar effects on petroleum infrastructure and demand as on electrical power infrastructure and demand. For transportation, alternatives (such as Growth Targets Extended and Smaller Cities) that feature more dispersed development patterns with less opportunity for transit, bicycling or walking are estimated to have higher vehicle use and therefore higher oil consumption impacts, as well as air quality/global warming impacts. The converse is true for the focused growth alternatives - Metropolitan Cities, Larger Cities, and Preferred Growth.



Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures for improved conservation planning and the use of renewable or alternative energy sources. Other suggestions included coordinated planning of energy utilities with transportation and other corridor infrastructure projects to help energy providers reduce costs as they meet the demands of growth.

5.11 HISTORIC, CULTURAL, ARCHAEOLOGICAL RESOURCES

The Preferred Growth Alternative would share the impacts common to all alternatives, as discussed in the Draft Environmental Impact Statement. By focusing more growth in the more densely urbanized portions of the region than under current plans (Growth Targets Extended), the Preferred Growth Alternative could place the pressure on redevelopment of properties in major metropolitan cities and core cities. In some instances, growth pressures on urban historic buildings could result in removal of significant structures, and alter or destroy historic settings. In other instances, however, it could create a market for renovation and reuse. Growth outside of older neighborhoods and downtowns could be less likely to impact historic resources. The Preferred Growth Alternative could also lessen impacts on rural, unincorporated areas, and small cities' archaeological sites, although typical impacts discussed above could still occur.

King and Pierce counties contain the highest number of identified historic structures as well as the two most highly populated cities within the region, Seattle and Tacoma. The Preferred Growth Alternative distribution to King is in the middle of the range of the alternatives and distributions to Pierce is second most. Since the Preferred Growth Alternative encourages growth within metropolitan cities and core cities, the impacts of this alternative on historic structures could likely be in the mid-range of the impacts expected for other alternatives within King and about the same as under current plans (Growth Targets Extended) in Pierce, Kitsap and Snohomish Counties. However, as with all alternatives, examples of mid 20th Century development and architecture is likely to be found throughout the region and may be most likely to be affected by redevelopment activity. Buildings from this era (World War II through the 1950s) are also less likely to be already recognized as historic resource in local, state or federal listings.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement for recognizing and preserving historic and cultural resources would apply to the Preferred Growth Alternative.

5.12 VISUAL QUALITY AND AESTHETIC RESOURCES

The Preferred Growth Alternative would share the impacts to visual quality and aesthetic resource common to all alternatives, as discussed in the Draft Environmental Impact Statement. These impacts include changes to natural and built environment features and views that would be likely with increased development.

Regional Geographies.

- *Metropolitan Cities.* In the Preferred Growth Alternative, populations of metropolitan cities are predicted to grow by 540,000 by 2040, and employment growing by over 510,000. This is almost 100,000 more population and over 40,000 more jobs than under current plans (Growth Targets Extended). This growth will be accommodated by construction on undeveloped private property and redevelopment of built property with land uses that are denser, larger, and taller than existing development. In some places, surface streets could be widened from residential to arterial and large-scale transportation projects could be required to provide transportation for a growing population. This development could affect visual and aesthetic character in several important ways. Undeveloped and relatively low-density areas that have been zoned for new types of development could experience the most notable changes. In some areas, multi-use development with offices, retail, and multifamily residences might replace stand-alone houses that are currently common in parts of neighborhood centers or in adjacent districts of other activity centers.

In some cases development and redevelopment might detract from visual and aesthetic character by replacing human scale development or buildings with unique or historic character with large, more modern structures. Natural features that are part of visual and aesthetic features of metropolitan cities could also be impacted or enhanced by the Preferred Growth Alternative. For instance, denser development of private property might remove existing vegetation and leave less room for new plantings. Public parks, greenbelts, shorelines and other sensitive natural areas might be affected by increased numbers of visitors. In areas that currently have low aesthetic quality due to poor maintenance or land uses that do not lend themselves to scenic views (e.g., warehouses, industrial, parking), increased population could provide the financial basis for residential, retail, business, and recreation redevelopment with attractive structures, open spaces and street level activity that provides visual interest.

- *Core Cities.* This class of cities would see an increase of 360,000 residents and 350,000 jobs, both levels being higher than under Growth Targets Extended. These levels of growth could change these largely residential communities and the retail/business areas that serve them. The density and extent of retail/business centers of these cities could increase, and moderate to large-scale development could become more common along arterials and intersections. Numbers of multiple-family residences might greatly increase to accommodate more residences within these cities, as could medium to large-scale retail and office structures. Regional transportation facilities could be added or expanded to serve growing transportation needs. Many existing private undeveloped open spaces could be developed, and both native and introduced vegetation could be displaced as part of new development. In some areas, available open space could be converted to public parks, athletic fields, and other types of recreational facilities to keep up with the demands of a growing population.
- *Larger Cities.* This class of cities would see an increase of 180,000 residents and 110,000 jobs, both levels being higher than under Growth Targets Extended. These cities are currently developed at relatively low densities and large tracts of undeveloped land are limited. Growth could likely be accommodated through a combination of the subdivision of remaining large lots into a denser configuration, and the addition and densification of pockets of higher-density activity centers. This development could adversely affect visual resources like views, open space, natural features, and historic architecture. Carefully planned and designed new development could also result in attractive architecture (both private and civic structures), creation of vibrant public spaces like revitalized or entirely new downtown cores, parks, sports fields, urban plazas, and streetscapes that are inviting and safe for people on foot.
- *Small Cities.* This class of 51 cities would see an increase of 150,000 residents and 100,000 jobs. This is less population and slightly more employment, creating a closer balance, than under Growth Targets Extended. These cities are distributed throughout the region, and are generally on the periphery of the urban growth area, or in urban islands surrounded by rural or resource lands. The level of growth anticipated under Preferred Growth Alternative is less than under Growth Targets Extended, but still could have potential to modestly impact the existing visual and aesthetic character of these communities. Some existing undeveloped open space will likely be converted to other uses, while town centers and activity clusters will likely see modest redevelopment.
- *Unincorporated Urban Growth Areas.* These areas within the four counties would experience growth of over 360,000 population and over 110,000 employment under the Preferred Growth Alternative. This is less slightly less population and slightly more employment, creating a closer balance, than under Growth Targets Extended. Currently, land use in the unincorporated urban growth area consists of a wide variety of developed and undeveloped urban form, with a mixture open space, both single- and multifamily housing, and commercial areas. Small clusters of retail and business developments serve mostly local needs. The Preferred Growth Alternative could likely result in additional amounts of the same type of development. Because the height and bulk of this potential development could likely be small to moderate, view blockage could be minimal. The overall visual character of the unincorporated urban growth area could begin to trend toward suburban, but undeveloped open space in many areas might still be a notable visual and aesthetic feature.



- *Rural Areas.* Increases in populations (almost 120,000) and employment (over 30,000) in rural areas are less under the Preferred Growth Alternative than under Growth Targets Extended. While the new growth could be spread over a relatively large area, in some areas impacts could be more noticeable because of the conversion of undeveloped land. Residential cluster development in rural areas could possibly minimize some of these impacts. Specific visual resources, open views, agricultural land uses, natural resources, low density development, historic buildings or buildings which might be eligible for historic status might be either displaced or affected by changes in the surrounding visual and aesthetic character. Development could also tend to be less dense and would occupy more area per person than in urban areas, perhaps changing the overall character of some rural areas from a mixture of agricultural, open space and low density residential uses to one that is more largely low density residential.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures for interdisciplinary design practices, and programs to preserve and enhance parks and open space, views, and natural resource features in the region.

5.13 EARTH

The Preferred Growth Alternative would share the impacts common to all alternatives, as discussed in the Draft Environmental Impact Statement. These include impacts from geologic hazards such as earthquakes, floods, landslides, volcanic activity and previous mining activities.

The Preferred Growth Alternative would concentrate more growth than under Growth Targets Extended to areas that are already densely populated and largely covered with impervious surfaces. Existing stormwater management and treatment systems, along with upgrades to systems made as redevelopment occurs, have the potential to manage any increased stormwater associated with impervious surfaces. As geologic hazards are somewhat localized, impacts arising from an event in the region's largest cities in the more densely populated portions of the region could affect a greater number of people than if more growth were more widely distributed in less populated areas. However, there is more redundant transportation, utility and emergency services in cities that are larger, which could be a benefit if infrastructure were damaged by a geologic hazard.

Growth in small cities, unincorporated and rural areas is more likely to create new impervious surface area as previously undeveloped areas are converted to more urban uses, which could require the development of new stormwater management systems to prevent flooding problems. If a natural disaster such as a volcanic eruption or flood were to occur, people in areas such as the Puyallup Valley might need to evacuate, which could be increasingly difficult in more populous small cities that had limited evacuation routes. More dispersed development patterns in these areas, however, might mean that fewer people are impacted by localized hazard events.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement for geological impacts would apply to the Preferred Growth Alternative.

5.14 NOISE

The Preferred Growth Alternative would share the noise impacts from urbanization common to all alternatives, as discussed in the Draft Environmental Impact Statement. These include increases in transportation uses, which are a major source of noise, as well as increases in people in close proximity to noise sources.

Under the Preferred Growth Alternative, growth would be focused in metropolitan cities, core cities, and larger cities. As compared to current plans (Growth Targets Extended), the densities associated with this growth pattern would result in fewer vehicle trips in the region, and fewer vehicle trips within urbanized areas. On average, the number of trips would not double, and therefore would not yield a readily perceivable increase in noise levels. Outside of the metropolitan, core and larger cities, the Preferred Growth Alternative would result in less noise increase as compared to the Growth Target Extended alternative.

Even though the increases are less than current plans, because a substantial amount of growth under the Preferred Growth Alternative would be within urban areas, most investments in transportation capacity would likely be to the existing infrastructure. In the case of transportation, improved transit headways and additional road capacity can cause slight increases in noise levels. As density increases in metropolitan and core cities, however, other noise sources (such as ambulances) could likely contribute to rising noise levels in those areas.

Mitigation. The same potential noise and vibration mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative.

6. ENVIRONMENTAL JUSTICE DISCUSSION

The Draft Environmental Impact Statement identified the existing low income and minority populations in the region, and discussed the likely range of impacts that could affect these groups as the region continues to grow. The Preferred Growth Alternative would share the impacts common to all alternatives, as discussed in the Draft Environmental Impact Statement.

The bullets below correspond to the sub-sections of section 5 presented on the previous pages.

- **Land Use and Population.** The majority of growth under the Preferred Growth Alternative is focused in the metropolitan and core cities, areas which have a higher level of environmental justice populations. Directing growth into already built urban areas where there is less vacant developable land could encourage and increase the potential for infill, redevelopment, and higher density development to accommodate growth. Increased development activity could likely bring new business opportunities, jobs, and a greater variety of housing choices to these communities. Redevelopment and infill have the potential to increase the quality of housing stocks and commercial structures, and to remediate existing environmentally degraded conditions.

The Preferred Growth Alternative also has the potential to increase demand for land and building sites, and therefore raise rents and land values. Improved housing conditions and physical infrastructure also carries the potential for the displacement of low-income populations in urban activity centers by higher income residents. Conversely, with more growth concentrated in urban activity centers, low-income and minority communities in the remainder of the region could encounter less development and redevelopment pressure. The Preferred Growth Alternative, by providing a closer jobs-housing balance than current plans, could also be expected to better serve minority and low-income communities.

- **Employment.** The Metropolitan Cities, Preferred Growth, and Larger Cities alternatives could likely have the greatest employment benefits for minority and low-income populations because they would distribute employment growth to urban activity areas where these populations are already somewhat concentrated, where a larger stock of affordable housing exists, and where transit services are already available. On the other hand, the Smaller Cities Alternative would result in the greatest dispersal of job growth across the region, resulting in commercial land use patterns that are difficult to serve by transit. As noted earlier, low-income and minority communities have historically been more dependent on public transportation for access to jobs and services than the population as a whole. The Growth Targets Extended, Preferred Growth, and Larger Cities alternatives could result in commercial development patterns somewhere in between the most concentrated (the Metropolitan Cities Alternative) and most dispersed (the Smaller Cities Alternative) employment growth alternatives.



- **Housing.** Under all alternatives, growth in population and economic activity could likely produce additional pressure on housing costs, which is a key issue for minority and low income populations. Given an increase in overall travel demand, worsening traffic conditions are likely to raise demand for housing in neighborhoods closer, or with good access, to major employment centers. A related critical housing concern for low-income populations is the potential for lower income residents (both renters and homeowners) in a neighborhood to be displaced by higher income households. While this displacement process could be mitigated by the creation of affordable housing at a variety of income levels, displacement is a concern for all of the alternatives.

Development and land use patterns under the Metropolitan Cities and Preferred Growth Alternatives are likely to have the greatest potential for the construction of multifamily apartments, condominiums, and townhomes through infill and redevelopment (e.g., the conversion of older single-family homes to higher density developments) within urban areas. As such, it could promote more opportunities for non-traditional homeownership than the other alternatives.

Low-income and minority populations could likely benefit most from development patterns under Metropolitan Cities, Preferred Growth, and Larger Cities alternatives that produce the greatest diversity of new housing opportunities in existing urban communities that are closer to major employment centers and are better served by transit. However, larger families may require housing with greater square footage than what is typically available from multifamily and other non-traditional housing options.

- **Transportation.** The Larger Cities Alternative is estimated to result in the lowest regionwide total vehicle miles traveled in the year 2040. This projection is consistent with the nature of this alternative, which emphasizes centralized growth in the metropolitan and core cities where employment and other activities could be generally concentrated in relatively close proximity to residential areas - a benefit to all residents, particularly so for residents that have limited access to personal automobiles.

Although the total number of regional person trips is fairly consistent among alternatives, mode share proportions highlight differences. The Metropolitan Cities Alternative is anticipated to have the lowest number of single-occupant-vehicle and high-occupancy-vehicle trips, while the Smaller Cities Alternative is projected to have the highest number of single-occupant-vehicle and high-occupancy-vehicle trips. Again, these are key issues for residents with limited access to personal automobiles.

Because of the proximity of population and jobs, and because of the improved high-occupancy-vehicle shares, the focused growth alternatives (Metropolitan Cities Alternative, followed by the Larger Cities, and then Preferred Growth), would likely have the most transportation benefits for minority and low-income populations.

- **Air quality.** Effects of the draft VISION 2040 alternatives on air quality and levels of emissions are not anticipated to affect minority and low-income populations differently than non-minority and non-low-income populations.
- **Ecosystems.** Effects of the draft VISION 2040 alternatives on ecosystems, plants, and animals are not anticipated to affect minority and low-income populations differently than non-minority and non-low-income populations.
- **Water quality and hydrology.** Effects of the draft VISION 2040 alternatives on water quality and hydrology are not anticipated to affect minority and low-income populations differently than non-minority and non-low-income populations.
- **Public services and utilities.** The Growth Targets Extended and Smaller Cities alternatives, which encourage dispersed growth, will likely require more utility infrastructure in order to extend service to presently underdeveloped areas. Improvements and retrofits to existing electrical utility infrastructure will be needed under all alternatives, but more so under the Metropolitan Cities, Preferred Growth, and Larger Cities alternatives, which encourage concentrated growth in developed urban centers, which could have the greatest impacts on existing systems. Development where pre-existing utilities are located generally help keep housing costs down, which benefit low-income populations in particular.

With an increase in population, the need for more services, such as schools, libraries, and medical facilities, will increase as well. Under the Growth Targets Extended and Smaller Cities alternatives, a greater number of people may not live within a reasonable distance of existing facilities; thus construction of new facilities could be necessary under these alternatives. Enhancements and expansion of existing facilities could be especially necessary under the Metropolitan Cities, Preferred Growth, and Larger Cities alternatives as well as construction of new facilities in order to accommodate an increase in population. More public services are currently located in metropolitan and core cities, where high concentrations of minority and low-income populations live, so the Metropolitan Cities, Preferred Growth, and Larger Cities alternatives are the most likely to meet the service needs for these populations.

- ***Parks and recreation.*** Effects on recreational resources generated by population increases could include competition for limited facility space, need for increased maintenance, increased capital expense, conflicts between different types of recreational users, degradation of natural resources, displacement of undeveloped open space, and diminished convenience of access. Parks and recreation facilities in metropolitan and core cities could likely experience a higher level of use that could affect the quality of the average visitor's experience. This crowding effect could be most prominent under the Metropolitan Cities Alternative and could occur to a much lesser degree under the Growth Targets Extended and Smaller Cities.

However, the Metropolitan Cities and the Preferred Growth Alternative could provide the best access to parks and recreational facilities due to the location of these resources near transit services and high concentrations of minority and low-income populations. Active use of parks facilities can also improve safety, and the attractiveness of the facilities themselves, as they become more vibrant, active places with a wider variety of users.

- ***Environmental health.*** All alternatives would indirectly result in redevelopment or development activities that could potentially occur in the presence of hazardous materials, and all of the alternatives could involve urban activities that could involve the use of hazardous materials. Given the historic presence of industry in the part of the region first developed (such as the older, more urbanized parts of the region), the alternatives that focus the most growth into these cities could increase the potential for exposure to hazardous materials. When growth is focused in areas with previous releases, cleanup and management requirements could result in an environmental benefit, although the costs of development could be higher for a cleaned property. Minority and low-income populations in neighborhoods where contaminated sites have been cleaned up could benefit from this process. For all alternatives, there are health disparities that low income and minority groups are likely to experience, in part because of environments that do not promote physical activity or that expose them to air pollution. The Preferred Growth Alternative and alternatives that focus people into more compact communities can often create more opportunities for walking and recreation, although air pollution exposure could also increase.
- ***Energy.*** Effects of the draft VISION 2040 alternatives on energy are not anticipated to affect minority and low-income populations differently than non-minority and non-low-income populations.
- ***Historic, cultural, and archaeological resources.*** Effects of the draft VISION 2040 alternatives on these resources are not anticipated to affect minority and low-income populations differently than non-minority and non-low-income populations.
- ***Visual quality and aesthetic resources.*** Redevelopment of areas with aging infrastructure, poor maintenance, or that are visually incompatible with adjacent land uses might improve the visual and aesthetic environment. This redevelopment is likely to occur in areas where there are already high concentrations of minority and low-income populations. It could occur with any of the alternatives, but is most likely with the Metropolitan Cities Alternative. The Preferred Growth, Growth Targets Extended and Smaller Cities alternatives could have a similar level of this type of redevelopment. The Smaller Cities Alternative could be least likely to have this type of redevelopment.



- ***Noise.*** The Growth Targets Extended and Smaller Cities alternatives are most likely to need added capacity in the form of new or expanded transportation facilities. New facilities are likely to cause noise impacts on nearby land uses. Most growth under the Metropolitan Cities, Larger Cities, and the Preferred Growth Alternatives could be near existing transportation infrastructure, and fewer new sources are likely to be created. The Metropolitan Cities Alternative could have the greatest number of urban centers with noticeable sound level increases, and due to its emphasis on compact urban growth, is most likely to result in sensitive noise receptors near freeways and busy highways and streets. Consequently, the Metropolitan Cities Alternative could have the greatest effects on minority and low-income populations, although all alternatives could have the potential to affect these populations. Noise-compatible land use planning, buffer zones, noise barriers, and quieter road paving materials and tires are some strategies to mitigate noise impacts in urban areas (Sandlin, 2005).
- ***Earth.*** Effects of the draft VISION 2040 alternatives on soils, topography, and geologic features are not anticipated to affect minority and low-income populations differently than non-minority and non-low-income populations.

Mitigation. The same potential mitigation measures identified in the Draft Environmental Impact Statement would apply to the Preferred Growth Alternative. In addition, comments on the Draft Environmental Impact Statement suggested potential mitigation measures to reduce impacts, including broader application of outreach, and specific planning activities focused on low income and minority populations. Other measures to reduce impacts could include planning and design efforts to help improve areas where living conditions and land uses erode public health and do not promote healthy lifestyles. Related programs identified as mitigation measures for specific environmental topics could also benefit low income and minority populations, including programs to maintain and expand the supply of affordable housing in the region.

7. DISCUSSION OF MULTICOUNTY PLANNING POLICIES

This section contains background material on the multicounty planning policies, discusses the relationship of the policies to the preferred growth alternative, and provides an overview of the proposed policies. The section contains the following subsections: (A) what are multicounty policies and how are they used, (B) VISION 2040 policy framework, and (C) summary of proposed multicounty planning policies.

A. What Are Multicounty Planning Policies and How Are They Used

Purpose of multicounty planning policies. Multicounty planning policies adopted according to the Growth Management Act (RCW 36.70A.210 (7)) are essentially countywide planning policies adopted by two or more counties. According to the Act, multicounty policies are written policy statements that are used for the purpose of establishing a regionwide framework from which the county and city comprehensive plans are developed and adopted. Multicounty policies have both a practical and a substantive effect on the comprehensive plans of cities and counties. VISION 2040 includes the multicounty policies for the four-county region.

The value of having multicounty planning policies (MPPs) is several-fold. First, the MPPs are incorporated into a long-range strategy (VISION) at a four-county, regional level. They provide a common framework for local plans, as well as for other large-scale planning efforts in the region, including countywide planning policies, functional plans developed by PSRC, and plans developed by other groups and agencies, such as Puget Sound Clean Air Agency, transit agencies, and others.

Second, MPPs also provide an opportunity for the local elected officials in this region to collectively craft solutions that may not be appropriate in other parts of the state. Such policies are developed around issues, which the central Puget Sound region holds in common. The policies serve as statements of shared values. These regional policies can take the form of a definition, a general rule with specifically listed exceptions, or other approaches. MPPs can run the gamut from detailed to general.

Finally, MPPs provide assurance to local jurisdictions that those issues with broad benefit that would be difficult for individual localities to address alone will be addressed regionwide, within a collaborative and equitable framework — rather than 86 fragmented and unilateral ones.

Guidance from the Growth Management Hearings Board and court cases. The same section of the Growth Management Act that authorizes multicounty planning policies (MPPs) also authorizes the adoption of countywide planning policies. The Central Puget Sound Growth Management Hearings Board has clarified the purpose of countywide planning policies — in ways that have applicability to multicounty policies as well. At least three purposes have been assigned to such policies:

1. The immediate purpose of the countywide planning policies is to achieve consistency between and among the plans of cities and counties on regional matters.⁶
2. A long-term purpose of the countywide planning policies is to facilitate the transformation of local governance in urban growth areas so that cities become the primary providers of urban governmental services.⁷
3. Another long-term purpose of the countywide planning policies is to direct urban development to urban areas and to reduce sprawl.⁸

The same principles apply to VISION 2040 and its multicounty planning policies. A court ruling in the 1997 *Des Moines, et al.* case states that, although the Legislature did not explicitly direct that regional plans should prevail over local plans, “*when construed as a whole, the GMA evinces the Legislature’s intent to discard the traditional land use system in which each jurisdiction functioned as an isolated entity in favor of a scheme which stresses coordination, cooperation, and integration.*”

The case goes on to state that “*in light of this legislative purpose, we agree with the PSRC that if the coordinated planning process does not result in consistency between regional and local plans, the regional plans must prevail.*”⁹

Some further uses of the multicounty planning policies. In addition to the purposes described above, multicounty policies are used to guide a number of regional processes, including the review and certification of local comprehensive plans, the evaluation of transportation projects seeking PSRC funding, and developing criteria for PSRC projects, such as congestion management.

Relationship of the Multicounty Planning Policies to the Preferred Growth Alternative. The multicounty planning policies are designed to implement the Preferred Growth Alternative, and the potential impacts and potential mitigation measures of the Preferred Growth Alternative are discussed in the sub-sections of *Chapter II - Section 5: Environmental Effect and Mitigation.*

As the primary policy statements for implementing the regional growth strategy, the multicounty planning policies have been designed to support the concentration of growth within the region's designated urban growth area and to limit development in resource and rural areas. The multicounty planning policies provide an integrated framework for addressing land use, economic development, transportation, other infrastructure, and environmental planning.

The multicounty planning policies and Preferred Growth Alternative also guide countywide planning policies and local jurisdiction comprehensive plans, thereby helping to ensure that other planning documents are consistent the Preferred Growth Alternative. See *Chapter II - Section 7: Discussion of Multicounty Planning Policies.*

6 92-3-0009c, Poulsbo, et al., v. Kitsap Co., Final Decision and Order, April 6, 1993 [at 23]. Central Puget Sound Growth Management Hearings Board.

7 Ibid.

8 93-3-0005c, Edmonds, et al., Final Decision and Order, October 4, 1993 [at 25]. Central Puget Sound Growth Management Hearings Board.

9 97 Wn. App. 920 The City of Des Moines, et al., Appellants, v. The Puget Sound Regional Council, et al., Respondents. Central Puget Sound Growth Management Hearings Board.



B. VISION 2040 Policy Framework

The multicounty planning policies are presented in a four-part framework with (1) goals, (2) policies, (3) actions, and (4) measures. Goals speak to the desired end states for each of the topics areas covered in the draft VISION 2040. They set the tone for the integrated approach and common framework for the regional policies.

The multicounty planning policies themselves are designed to be broad and overarching, addressing issues of a regional nature in a way that sets clear guidance for local implementation. Countywide policies and local comprehensive plans are then the appropriate mechanisms for providing more detail. The multicounty policies are therefore designed to address what is to be accomplished and why.

The implementation actions relate to each set of multicounty policies. These actions lay out responsibilities and tasks for implementation and discuss who and how certain policy initiatives are to be carried out. Decisions on the timing and implementation of the proposed actions will be determined by the Regional Council's Executive Board members and others.

Finally, measures for assessing how the region is doing in meeting the goals and provisions of the policies are also included. The purpose of these measures is to track whether actions are occurring and if we are achieving desired results. This information will assist policymakers as they assess and amend policies and actions over time.

C. Summary of the Proposed Policies

The draft VISION 2040 calls for better integration of growth management, economic planning, transportation, and other infrastructure, in an environmentally responsible way, that improves the well-being of the region's people. This section describe the proposed multicounty planning policies, which are arranged around six sections: (1) Environment, (2) Development Patterns, (3) Economy, (4) Transportation, (5) Public Services and Orderly Development, and (6) Administrative.

There are 159 policies in six topic areas: environment, development patterns, economy, transportation, public services, and administrative. In addition to the specific policies in the environment section, environmental policies are also integrated into the other topic areas, based on the interest of the Growth Management Policy Board of having the environment serve as the organizing framework for VISION 2040. This integration of environmental elements into each of the policy topic areas has the effect of seeking to minimize potential environmental impacts.

For each policy section, there is a brief statement regarding the purpose of the section, a summary of what the 1995 version of VISION 2020 said about this topic, a detailed summary of what the draft VISION 2040 goal and policies now say, a summary of the potential actions and measures for that set of policies, and a discussion of the potential environmental consequences for that set of policies.

ENVIRONMENT

Purpose of Policies. A core principle of VISION 2040 is maintaining and improving both the natural and built environments. Land use, transportation, air quality and human health are interconnected and therefore require integrated planning, regulations, and implementation actions. The policies and actions in the Environmental section focus on re-confirming our core value of maintaining and improving natural and build environments, and our commitment to sustaining the environment through conservation of resources, protection of habitat, restoration of natural systems.

What VISION 2020 Says. While the 1995 VISION 2020 did not have a separate chapter or section focusing on the environment, it emphasized the importance of regional open space, resource lands, and environmentally critical areas – topical areas specifically referenced in the Growth Management Act. In VISION 2020, the environment was addressed in the section titled *Open Space, Resource Protection and Critical Areas*, as well as through the air quality related assessment of transportation. Open space was recognized as a broad term that

could include environmentally sensitive areas, nature resource lands, as well as parks and trails. VISION 2020 called for development of a *greenspace strategy*, which resulted in the completion of some initial work in the form of a regional greenspace database. Air and water quality protection were tied to local comprehensive plan development and implementation.

What's Changed and Why. A separate Environmental section has been created to emphasize the importance of the topic, and includes a systems approach to environmental assessment; policies on habitat, noise, water quality; and the goal of reducing the region's contribution to climate change.

Policy Summary. VISION 2040 describes the importance of these environmental features to help support economic activity, provide aesthetic, scenic, and recreational benefits, help protect our air and water, and provide wildlife habitat. Open spaces are also described as providing relief from and buffering urban development, as well as having a role to help define urban form.

The environmental section embraces the concept of developing a regional open space system that protects, conserves, and connects these lands. This section has expanded to address the region's environment more comprehensively and more in line with what is required locally. The emphasis of this expanded section is to preserve, restore, and enhance the environment to maintain the region's high quality of life for current and future generations.

The overarching goal of the environmental section is: "*The region will care for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, reducing greenhouse gas emissions and air pollutants, and preparing for climate change impacts. Planning at all levels should consider the impacts of land use, development patterns and transportation on the regional ecosystem.*" This goal is supported by environmental policies structured around five separate goals: environmental stewardship, earth and habitat, water quality, air quality, and climate change.

- The environmental stewardship goal is: "The region will safeguard the natural environment by meeting the needs of the present without compromising the ability of future generations to meet their own needs." This goal is supported by seven policies that call for region-wide environmental strategies, using integrated and interdisciplinary approaches, maintaining and where possible improving the environment, ensuring all residents benefit, promoting environmentally sensitive development practices, using best available information, and mitigating noise pollution.
- The earth and habitat goal is: "The region will preserve the beauty and natural ecological processes of the Puget Sound basin through the conservation and enhancement of natural resources and the environment." This goal is supported by six policies that call for open space networks, environmental review of countywide planning policies and local plans, preventing new inclusions on and accelerating removal from the Endangered Species List, protecting wildlife corridors, promoting native vegetation, and addressing impacts of climate change on hydrological systems.
- The water quality goal is: "The region should meet or exceed standards for water quality. The quality of the water flowing out of the region - including Puget Sound - should be as good as or better than the water quality entering the region." This goal is supported by three policies that call for maintaining hydrological functions, improving water bodies and systems, and reducing chemical pollutants.
- The air quality goal is: "The overall quality of the region's air will be better than it is today." This goal is supported by three policies that call for maintaining or doing better than existing standards for all the criteria pollutants, and reducing transportation sector pollutants.
- The climate change goal is: "The region will reduce its overall production of harmful elements that contribute to climate change." This goal is supported by five policies that call for reducing per capita rates of energy consumption, developing energy management technology, using conservation and alternative energy, reducing carbons, and addressing the impacts of climate change on water systems.

The five goals and 24 policies in the environmental section all state the intention to maintain the natural environment by protecting important features, reducing pollutants, and by using state of the art planning methods.



Summary of Actions and Measures. Actions established to implement the environmental policies include: (1) Reports and recommendations concerning the Puget Sound Regional Council's role in environmental planning and in regional water quality issues, (2) development of a regional greenspace strategy, (3) development of a regional air quality guide and a climate change action plan, (4) expanded coordination of critical areas protection at the county level, and (5) expanded ecological assessment in the preparation of local plans.

Monitoring efforts related to the environmental policies include: (1) assessing coordination taking place among the region's environmental stakeholders, (2) identifying changes in land cover, especially related to critical areas, (3) designating impaired waters, (4) measuring unhealthy air days, and (5) working with other agencies and partners to develop greenhouse gas emission reduction estimates.

Environmental Effects. The environmental goals and policies would encourage the development and implementation of the mitigation measures and practices identified in the Draft Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation*, and in many cases would create more specific mechanisms to preserve and conserve the natural environment, and to improve conditions related to human health (such as environmental health, noise and vibration, parks and recreation, air pollution). This would result in actions that minimize impacts from any of the growth alternatives. At the same time, the goals and policies would not specifically regulate or restrict existing project-level approvals or planning processes.

DEVELOPMENT PATTERNS

Purpose of Policies. The Development Patterns section reflects key elements of the Preferred Growth Alternative with a focus on the continued growth of designated regional centers and subregional centers. It includes policies to establish and meet housing and employment targets at the countywide and local levels. It also reemphasizes preserving rural lands and not allowing development to diminish rural character and scale.

What VISION 2020 Says. This section focused primarily on land use — including the region's urban form or land use typology, along with other features of the built environment, especially housing. VISION 2020 presented a land use typology with three basic categories: (1) urban areas, (2) rural lands, and (3) open space, critical areas and resource lands.

Development patterns are addressed in several portions of VISION 2020, including the sections on *Urban Growth Areas, Contiguous and Orderly Development, Housing, and Rural Areas*. The strategy for urban growth areas calls for supporting "compact communities" and to focus growth in "centers." Compact communities were defined as "urban locations which offer transportation, housing, and shopping choices that reduced the need for automobile travel and support an efficient development pattern."

VISION 2020 also calls for the redevelopment of "selected urban transportation corridors." It anticipated that the region would have 20 or so designated "regional growth centers." Three types of centers are described were: (1) regional growth centers, (2) town centers, and (3) manufacturing/industrial centers.

"Contiguous and orderly development" is a term used in the Growth Management Act (Revised Code of Washington RCW 36.70A.210 (3)). VISION 2020 applied the term to the principle of encouraging the siting and timing of growth to (1) support the development of centers, and (2) to use existing service and facility capacity. The multicounty policies in this section addressed a wide variety of topics, including phasing growth, annexation, regulatory and taxing practices, service provision, and monitoring. Priority was given to regional growth centers and manufacturing/industrial centers for providing services and facilities. Joint planning and implementation activities to achieve local-regional consistency were also addressed in this section.

The housing provisions in VISION 2020 were brief and primarily promoted a variety of "housing types to meet the needs of all segments of the population" The strategy recognized that rural areas are diverse and sought to preserve rural character by "protecting and enhancing" natural areas and low-density living areas (page 33). VISION 2020 addressed (1) permitted land uses in rural areas, (2) densities appropriate for rural character, (3) rural levels-of-service, and (4) interjurisdictional coordination.

What's Changed and Why. The Development Patterns section reorganizes dispersed policies into one section and groups them under headings that correspond with the Growth Management Act: The 32 existing policies are now reorganized and revised to address natural resource lands, urban growth areas, regional growth centers, compact urban communities, rural areas, and housing. The section also contains new policies addressing target setting, innovative techniques, and urban design.

Policy Summary. The Development Patterns section emphasizes the direction in the Preferred Growth Alternative to focus growth within already urbanized areas in a compact, pedestrian-oriented manner. The policies provide guidance for redoubling efforts to foster centers development, and to maintain a wide variety of healthy, accessible communities with unique local character.

The overarching goal of the development patterns policies is: "*The region will have focused growth within already urbanized area to create compact, transit oriented, pedestrian-oriented communities while maintaining unique local character. Centers will continue to be a focus of development. Vital parts of the region will continue to be permanent rural lands and natural resource lands. All citizens of the region will have safe and affordable housing.*" This goal is supported by goals and policies structured around three separate topic areas: land use; housing; and elements of orderly development.

- The *land use* topic area has 11 subtopic areas, nine goals, and 30 policies. The following subtopics are addressed in the land use topic area:
 - The *resource lands* subtopic area goal is: "*The region will conserve its natural resource land permanently by designating, maintaining and enhancing farm, forest, and mineral lands.*" This goal is supported by five policies that call for protecting these lands (as well as open spaces and critical areas), using best management and sustainability approaches, and ensuring that incompatible adjacent land uses do not adversely impact one another.
 - The *urban growth areas* subtopic area goal is: "*The region will promote the efficient use of land, prevent urbanization of rural and resource lands, and provide for the efficient delivery of services within designated urban growth areas.*" This goal is supported by one policy that calls for regionalizing the process for setting the urban growth area line.
 - The *growth targets* subtopic area goal is: "*The region, countywide planning bodies, and local jurisdictions will work together to set population and employment growth targets consistent with the regional vision.*" This goal is supported by two policies that call for creating a consistent process for employment, housing and regional centers targets, and for focusing growth first in urban areas.
 - The *urban lands - regional growth centers* subtopic area goal is: "*The region will direct growth and development of a limited number of designated regional growth centers.*" This goal is supported by three policies that call for focusing growth in designated regional centers, providing a regional framework for designating regional centers, and giving funding priority to designated regional centers.
 - The *urban lands - regional manufacturing/industrial centers* subtopic area goal is: "*The region will continue to maintain and support viable regional manufacturing/industrial centers to accommodate manufacturing, industrial, or advanced technology uses.*" This goal is supported by three policies that call for focusing employment growth in designated regional centers, providing a regional framework for designating regional centers, and giving funding priority to designated regional centers.
 - The *urban lands - subregional and secondary centers* subtopic area goal is: "*Secondary centers, such as locally designated centers established through countywide processes, will also play important roles in accommodating planned growth according to the regional vision. These centers will promote pedestrian connections and support transit-oriented uses.*" This goal is supported by three policies that call for encouraging centers in all jurisdictions, creating a common framework for designating these centers, and directing funding to these centers.



- The two policies in the *urban lands - compact urban communities and redevelopment opportunities* subtopic area call for compact and complete urban communities outside of centers, and for reusing underutilized lands.
- The two policies in the *urban lands - cities in rural areas* subtopic area call for focusing growth in rural areas into neighboring cities and for promoting transit service into existing rural area cities.
- The *urban lands - unincorporated* subtopic area goal is: "*All unincorporated lands within the urban growth area will either annex into existing cities or incorporate as new cities.*" This goal is supported by three policies that call for affiliation of all unincorporated urban growth areas for annexation, a preference for annexation over incorporation, support for joint planning between cities and counties, and for coordinating on service provision.
- The *rural lands* subtopic area goal is: "*The region will permanently sustain the ecological functions, resource value, lifestyle, and character of rural lands for future generations by limiting the types and intensities of development in rural areas.*" This goal is supported by six policies that call for land use management practices to minimize environmental impacts, avoiding fully contained communities and creating a regional review role for any proposals, avoiding the construction of new highways and major roads, and supporting agriculture and forestry within rural areas.
- The *housing* topic area has one goal and seven policies. The goal is: "*The region will preserve, improve and expand its housing stock to provide a range of affordable, healthy and safe housing choices to every resident in the region. The region will continue to promote fair and equal access to housing for all persons.*" This goal is supported by seven policies that call for providing a range of housing that is affordable, maintaining an adequate supply of lower-cost housing, promoting home ownership opportunities for lower-income residents, encouraging coordination and partnerships, increasing housing supply in centers, supporting housing in centers with public funding prioritization, and promoting housing that is accessible to employment.
- The *elements of orderly development* topic area has five subtopic areas, two goals, and 22 policies. The following subtopics are addressed in the elements of orderly development topic area:
 - The *built environment and health* subtopic area goal is: "*The region's communities will be places planned and designed to promote physical, social and mental well-being so that all people can live healthier and more active lives.*" This goal is supported by five policies that call for non-motorized friendly design, addressing health in planning documents and processes, coordination between the public-private-nonprofit sectors, healthy building design guidelines, and supporting local food production.
 - The three policies in the *innovative techniques* subtopic area call for using mechanisms to focus growth inside the urban area and protecting rural and natural resource areas, encouraging healthy buildings, and streamlining regulations.
 - The two policies in the *incompatible land uses* subtopic area call for avoiding incompatible land use near airports and military lands.
 - The two policies in the *concurrency* subtopic area call for using a multimodal approach, and tailoring programs for centers and transit-supported areas.
 - The *urban design* subtopic area goal is: "*The region will use design to shape the physical environment in order to create more livable communities, better integrate land use and transportation system, and improve efforts to restore the environment.*" This goal is supported by 10 policies that call for protection of important visual, historic and cultural resources, and promoting high-quality urban design and a diverse range of building and community types that create a sense of community and place. For infrastructure, the policies creating community through investments in parks, civic and public places, and transportation infrastructure, and for following natural boundaries and linear systems that cross jurisdictional boundaries in the placement of infrastructure.

The 11 goals and 59 policies in the Development Patterns section envision a more integrated approach to development. This includes a stronger regional role in many areas and consistency with the regional growth strategy. This includes distributing growth in the context of protecting natural resource and critical areas, concentrating growth inside the urban growth area, inside cities, and inside regional and countywide centers, improving jobs-housing balance at the regional geography and county levels, and capping growth in rural areas, at levels similar to those set in existing plans for 2022/2025.

Summary of Actions and Measures. Actions established to implement the *land use* provisions include: (1) creating a regional framework for urban growth area adjustments, (2) developing compatible approaches for setting housing and employment targets, (3) regularly evaluating regional development patterns and centers development, and (4) updating the inventory of industrial lands. Monitoring efforts related to land use include setting targets for centers, tracking new transportation and infrastructure investments in centers, and assessing the distribution of new residential building permits.

A number of regional initiatives and strategies relate directly to *housing*. For example, the regional growth strategy is designed to influence the location of housing. Both policies and implementation actions related to setting targets provide mechanisms to translate population forecasts to housing units. Jurisdictions are to develop affordable housing targets, as well as housing targets for regionally designated centers. Provisions in the land use subsection and regional transportation policies are designed to leverage regional funding to support housing development in centers. Additional actions established to implement the housing provisions as part of VISION 2040 include: (1) developing a comprehensive regional housing strategy, (2) setting targets for housing, (3) developing local housing implementation strategies and plans, and (4) providing technical assistance by the Regional Council to local governments. The Regional Council will work with its member jurisdictions to integrate these various efforts into their local housing elements, to make the whole process for addressing housing more transparent. Monitoring efforts related to housing include developing a regional program to track progress and monitoring of housing market conditions.

Actions established to implement the *orderly development* provisions include: (1) developing best practices for sustainable design, (2) providing guidance for addressing multimodal approaches to concurrency, (3) advancing development practices and improvements in mobility that contribute to physical, social and mental well-being, (4) crafting a regional approach to purchasing and transferring development rights. In addition to tracking the actions described above, monitoring efforts related to health and orderly development include routine measure of body mass index, as well as tracking improvements to the region's nonmotorized network.

Environmental Effects. The development patterns goals and policies provide additional guidance for the implementation of the Preferred Growth Alternative, with many policies emphasizing a regional framework or other collaborative mechanism. The policies also support interdisciplinary planning and design measures, helping to implement the impact mitigation and avoidance measures identified in the Draft Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation* and *Chapter 6 - Environmental Justice*. This includes policies providing for affordable housing, creating living environments and communities that will support healthy lifestyles, and avoiding impacts to natural resources. This would result in actions that minimize impacts from any of the growth alternatives.

ECONOMY

Purpose of Policies. Economic prosperity is a necessary component in achieving our long-range vision. A healthy and growing economy provides good jobs and opportunity. It pays for vital public services such as education, criminal justice, and transportation. It allows us to support the arts, maintain our parks, and build our communities. It permits us to care and provide for our families and ourselves. It enables us to care for those who are vulnerable, protect the environment, and preserve the quality of life that makes the region uniquely livable.

What VISION 2020 Says. The economic strategy description identified a number of principles and objectives designed to address economic needs based on public-private perspectives, balancing these demands with public resources, and developing information to support decision-making. VISION 2020 emphasized business retention, expansion, and diversification through public-private coordination that helps to identify needs. It



also recognized the unique business needs in centers, to enhance the viability of centers and complete communities by providing adequate housing, employment, amenities and transportation.

VISION 2020 called for supporting viable economic growth in rural areas and land use management practices that protect long-term productivity. It also discussed the need to identify transportation and communications investments that are necessary to support economic activity, accessibility, and the flow of people, information and goods. Finally, the economic provisions described the need to build a regional database to track the economy and support decision-making.

What's Changed and Why. Since the adoption of VISION 2020, the Regional Council has merged with the federally designated Central Puget Sound Economic Development District and has taken on new responsibilities. In 2004, the Regional Council launched the Prosperity Partnership to develop and take action on a four-county economic strategy. Members include businesses, port districts, nonprofit organizations, local governments, workforce development councils, chambers of commerce, economic development councils, educational institutions and others. The proposed revisions to the economic multicounty policies better align with the *Regional Economic Strategy* and its three main components:

- *Economic Principles:* (1) People living in the region have good jobs and earn good incomes, (2) Jobs are created by businesses, (3) Embracing the region's diversity is good for business, (4) The region has vibrant cities and thriving communities, (5) The region has a healthy and beautiful environment and a good quality of life, and (6) Regional collaboration on a shared economic agenda ensures the region's long-term sustainable economic prosperity.
- *Foundation Initiatives:* Linked to supporting the fundamental "economic foundations" of the economy, initiatives were developed for the areas of education, technology commercialization, new and small business support, tax structure, transportation, and social capital and quality of life.
- *Cluster Initiatives:* Five pilots were chosen to develop cluster-specific action initiatives. The five pilot clusters are aerospace, clean technology, information technology, life sciences and logistics and international trade.

Policy Summary. The economic policies focus on creating a prosperous and sustainable regional economy. They incorporate new focus areas, based on the *Regional Economic Strategy*. The policies are organized around the topics of business, people, and places. This new structure maintains many of the existing policies, but streamlines them while now addressing many new topics.

The overarching goal of the Economic section is: "*The region will have a prospering and sustainable regional economy by supporting businesses and job creation, investing in all of the region's people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.*" This goal is supported by economic policies structured around three separate goals: business support, investing in people, and creating great places.

- The business support goal is: "*The region's economy prospers by supporting business and job creation.*" This goal is supported by seven policies that call for business retention and diversification, fostering a positive business climate through coordination, supporting established and emerging industry clusters, supporting trade-related activities, supporting small and local businesses, investing in infrastructure (particularly in centers), and encouraging responsible business practices.
- The investing in people goal is: "*The region's economy prospers by investing in all of its people.*" This goal is supported by six policies that call for creating widely-shared prosperity, ensuring high-quality and accessible education and job-training systems, address unique obstacles faced by disadvantaged populations and in distressed areas, and supports culturally and ethnically diverse communities.
- The creating great places goal is: "*The region's economy prospers through the creation of great central places, diverse communities, and high quality of life that integrates transportation, the economy and the environment.*" This goal is supported by seven policies that call for ensuring environmental quality while we grow, maintaining our unique regional assets and character, concentrating significant amounts of growth in centers, protecting our manufacturing centers, providing an adequate supply of housing, and supporting economic development in rural and natural resource areas at an appropriate size and scale.

The three goals and 20 policies in the Economic section all support an integrated and sustainable approach to economic prosperity and development. This section considers social, economic and environmental issues, and supports economic growth while preserving key regional assets and a high quality of life.

Summary of Actions and Measures. Actions established to implement the economic policies include: (1) regular updates to the Regional Economic Strategy and the Prosperity Partnership’s Implementation Actions, (2) regional assessment of local economic development efforts and economic planning in policies and local comprehensive plans, (3) a report on educational opportunities and access to education, (4) maintenance of a regional economic data clearinghouse, and (5) updated countywide policies and local comprehensive plan provisions addressing economic development.

Monitoring efforts related to the economy section include: (1) Reporting progress in addressing Prosperity Partnership foundation and cluster initiatives, and action items, (2) analysis of distribution of employer and job locations, (3) evaluation of real wages per worker by employment and industry categories and economic clusters (4) documentation of local comprehensive plan economic development elements, (5) tracking number of post-secondary degrees awarded per 1,000 individuals and in targeted population groups.

Environmental Effects. The economic prosperity goals and policies provide additional guidance for the implementation of Preferred Growth Alternative, with policies focused on actions that would help implement the impact mitigation and avoidance measures identified in the Draft Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation* and *Chapter 6 - Environmental Justice*.

TRANSPORTATION

Purpose of Policies. The region's long-range transportation strategy is to establish a coordinated multimodal transportation system that is integrated with and support of region wide growth management planning objectives. To support the regional vision for focusing growth within the designated urban growth area, especially in identified centers, transportation facilities and programs must contribute to establishing a balanced transportation system that provides opportunities for travel options.

What VISION 2020 Says. A hallmark of both VISION 2020 and *Destination 2030*(the functional transportation plan), is the principle that land use and transportation are mutually supportive and therefore inextricably linked. The way land is developed affects mobility and accessibility — and vice versa. Both VISION 2020 and *Destination 2030* have received national recognition for addressing land use and growth strategies as part of the overall transportation plan for the central Puget Sound region.

The transportation system in VISION 2020 and *Destination 2030* connects multiple regional centers. Additional emphasis is also placed on improving total regional mobility within and between the region’s diverse communities by preserving the basic elements of all transportation modal systems. These plans also recognize that transportation is a vital component of a vibrant and economically sound region. More recently, as the Regional Council has taken on the development of a regional economic strategy, there is recognition that each land use and transportation decision involves an economic nexus.

The transportation strategy in VISION 2020 called for developing a regional transportation system that provides a variety of travel options and creates opportunities for travel choices, including private automobile, public transit, ridesharing, walking and biking. The strategy called for changing the operating environment to make walking, biking and using transit attractive options to driving alone.

The overall goal of the existing transportation policies is to "develop a transportation system that emphasizes accessibility, includes a variety of mobility options, and enables the efficient movement of people, goods and freight, and information." About three dozen policies are arranged around four policy topics: (1) Optimize and Manage the Use of Transportation Facilities and Services, (2) Manage Travel Demand Addressing Traffic Congestion and Environmental Objectives, (3) Focus Transportation Investments Supporting Transit and Pedestrian-Oriented Land Use Patterns, and (4) Expanding Transportation Capacity Offering Greater Mobility Options.



What's Changed and Why. The existing policies have been reduced to 20 reworked policies, and eight new policies. The reworked policies now focus on single policy topics and have fewer redundancies and overlaps. The topics addressed in the new policies include safety, security, environmental justice, context-sensitive design, and railroad capacity. The sources of these topics are primarily federal or state transportation planning factors, or comments received during the environmental impact statement process.

Policy Summary. The transportation policies are structured around three separate goals: maintenance and safety, supporting the growth strategy, and providing greater options and mobility.

- The maintenance and safety goal is: "*The region will continue to maintain and improve its existing urban and rural transportation systems in a safe and usable state.*" This goal is supported by six policies that call for providing safe and efficient systems, effective maintenance programs, investments in non-capital improvements, improving safety, developing disaster preparation approaches, and providing for special needs transportation.
- The supporting the growth strategy goal is: "*The future transportation system will support the regional growth strategy, focusing on connecting centers with a highly efficient multimodal transportation network.*" This goal is supported by 14 policies that call for coordination of planning efforts, promoting good development practices and supportive public investments (particularly in regional centers), considering economic impacts, and supporting multimodal investments. For freight, the policies call for considering all levels of system continuity, improving existing investments, and coordinating on railroad capacity plans. From an urban design perspective, the policies call for reducing impacts from facilities, using context-sensitive and urban design approaches, and avoiding negative impacts on people.
- The providing greater options and mobility goal is: "*The region will invest in transportation systems that offer greater options, mobility, and access in support of the regional growth strategy.*" This goal is supported by eight policies that call for cost-benefit analysis of projects, limiting facilities in rural areas, encouraging investments in alternative modes, investing in areas with transit supportive densities, partnering to support freight and air transportation capacity, integrating modal connections, and promoting use-based financing methods.

The three goals and 28 policies in the Transportation section all support an integrated, multimodal - and intermodal approach to transportation. The multicounty planning policies relating to transportation also provide guidance and direction to the long-range transportation plan for the four-county region, *Destination 2030*. It is anticipated that by streamlining and refining the transportation-related policies, the direction for other facets of regional transportation planning and regional decision-making will be clearer and more specific. In addition, cities and counties should be able to better understand and work with regional planning provisions at the local level, including certification requirements.

Summary of Actions and Measures. Actions established to implement the transportation policies include: (1) Regular updates to and implementation of the region's Metropolitan Transportation Plan, (2) Reports and recommendations for regional congestion relief strategies, including new system management approaches and technologies, (3) updates to the Coordinated Transit-Human Services Transportation Plan, (4) system safety trend reports (5) freight and goods transportation recommendations (6) guidance for transit agency long-range plans; (7) guidance for local comprehensive plans regarding transit (8) revised provisions for the Regional Council Policy and Plan Review Process, (9) updates to regional aviation plans and strategies, (10) recommendations for Commute Trip Reduction and other demand management programs; (11) determination of the Regional Council's role in disaster response and recovery, (12) a regional ferry service plan, (13) updated policy guidance and evaluation criteria for the Regional Council's transportation funding processes, (14) an updated Regional Bicycle and Pedestrian Implementation Strategy, including data, guidelines and criteria for local jurisdictions, and a regional bicycle network signage program.

Monitoring efforts related to transportation will include: (1) Evaluation of the type, location and distribution of transportation investments, (2) assessment of extent of connections to regional centers, (3) reports on travel mode shares by type and location, (4) reports on traffic volumes, transit boardings, travel times, and delay.

Environmental Effects. The transportation goals and policies provide additional guidance for transportation strategies and investments needed to implement the Preferred Growth Alternative, with policies focused on actions to provide transportation infrastructure and planning process that would help support the regional growth patterns defined by the Preferred Growth Alternative. These actions would help implement the impact mitigation and avoidance measures identified in the Draft Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation* and *Chapter 6 - Environmental Justice*.

PUBLIC SERVICES AND FACILITIES

Purpose of Policies. Ensuring that people have adequate services and facilities is essential to maintaining the health, safety, and economic vitality of our communities. The Growth Management Act now requires that needed facilities and services to serve the desired growth pattern be identified and that financing be identified. In order to curb sprawl and leapfrog development, urban services are not to be provided in rural areas.

What VISION 2020 Says. The discussion of public services and facilities in VISION 2020 occurred primarily in two sections: *Contiguous and Orderly Development* (see discussion above under *Development Patterns*) and *Regional Capital Facilities*. There was little mention of specific types of services; there were only limited references to health and human services facilities, parks, and wastewater facilities. One policy called for developing a process for siting regional public facilities — which has not been completed.

The VISION identified "key urban services" as water, sewer, fire and police protection, schools, library and transportation. It was noted that the region's rapid growth has often outpaced our ability to provide services. Moreover, services and facilities have not consistently served fiscal and environmental objectives, and other adopted policy goals.

What's Changed and Why. While VISION 2020 identified a number of key urban services in the text, the policies tended to talk about public services and facilities in broad, generalized terms. The revised policies in VISION 2040 have been expanded to provide policy guidance for specific service and facility areas.

Policy Summary. The overarching goal of the public services and facilities policies is: "*Development will be supported by adequate public facilities and services in a coordinated, efficient and cost-effective manner that supports local and regional growth planning objectives.*" This goal is supported by public services and facilities policies structured around 11 separate subtopic areas: general services; special service districts; solid waste collection and disposal; sanitary sewer, septic, and stormwater management systems; water supply; energy supply; telecommunications; public safety and emergency services; schools, institutions, and other community facilities; siting regional capital facilities; and fiscal considerations.

- The five policies in the *general services* subtopic area call for providing facilities and services while protecting the environment, using investments to guide growth, reducing demand through conservation, and in rural areas providing facilities and services at an appropriate size and scale.
- The one policy in the *special service districts* subtopic area calls for municipally provided services to encourage the consolidation or dissolution of special districts.
- The one policy in the *solid waste collection and disposal* subtopic area calls for conservation measures.
- The four policies in the *sanitary sewer, septic and stormwater management systems* subtopic area call for conservation measures, and transitioning from septic to sewer systems.
- In the *water supply* subtopic area, there is one goal and four policies. The goal is: "*Residents of the region will have access to high-quality drinking water supplies that meet or exceed federal and state drinking water requirements.*" The four policies call for additional water supply, interagency coordination, reduction of consumption, and protecting water supply sources.
- The two policies in the *energy supply* subtopic area call for renewable energy resources, and conservation.
- The one policy in the *telecommunications* subtopic area calls for consistency with the regional growth strategy.



- The two policies in the *public safety and emergency services* subtopic area call for coordination and locating facilities near centers and transit.
- The two policies in the *schools, institutions, and other community facilities* subtopic area call for siting facilities in urban areas or, for rural serving facilities, in neighboring cities.
- The two policies in the *siting regional capital facilities* subtopic area call for reducing impacts, balancing location among jurisdictions, and favoring sites within the urban area.
- The two policies in the *fiscal considerations* subtopic area call for increasing sources of funding to support growth, and optimizing regulatory and fiscal practices to achieve growth objectives.

The goal and 26 policies in the Public Services and Facilities section seek to assure that development happens in a contiguous and orderly fashion, services and facilities must be provided in a manner that is timely and adequate to meet needs, while conserving natural and financial resources and supporting local and regional growth management objectives.

Summary of Actions and Measures. Actions established to implement the public services provisions include: (1) taking steps to bring special service district planning into compliance with local and regional growth management goals and objectives, (2) determining the role of the Regional Council in water supply planning, (3) working with energy supplies in planning for future development needs, (4) improving coordination between planning and the capital improvement programming, and (5) investigating existing and new funding sources to provide the infrastructure needed to serve growth. Monitoring efforts related to public services focus on measuring the adequacy of infrastructure capital and operating financial resources to support growth.

Environmental Effects. The Public Services and Facilities section provides additional guidance for developing the services and infrastructure needed to implement the Preferred Growth Alternative, with policies focused on actions that would help support the regional growth patterns defined by the Preferred Growth Alternative. These actions would help implement the impact mitigation and avoidance measures identified in the Draft Environmental Impact Statement, in *Chapter 5 - Environmental Effects and Mitigation* and *Chapter 6 - Environmental Justice*.

While none of the goals and policies directly changes existing service structures, planning processes, or project approvals, they would have the potential to lead to higher standards for the provision of public services and facilities, particularly in the less dense areas of the region, such as unincorporated urban growth areas. While this could increase costs for individual developments, it would also help to minimize other impacts (particularly for the natural environment) that can occur with growth.

ADMINISTRATIVE POLICIES

VISION 2020 did not contain administrative policies. The purpose of including administrative policies is to identify those areas that are applicable to all of the other 5 policy sections or specifically address implementation of the draft VISION 2040.

Policy Summary. There are two administrative policies. These policies call for coordination to facilitate a common vision and consistency, and state that the countywide planning policies are to be updated prior to the end of the 2010 calendar year.

Environmental Effects. No impacts are anticipated as a result of the administrative policies.



VISION 2040

Supplemental Draft Environmental Impact Statement:

Comment Form

What's your vision of a Preferred Growth Alternative for the central Puget Sound region? We want your input and need to hear from you!

The public comment period lasts from Monday, July 16 to Friday, September 7, 2007.

The public is encouraged to provide thoughts, ideas, and concerns on the Supplemental Draft Environmental Impact Statement to help finalize the Preferred Growth Alternative. Comments can be made in one of the following ways:

- By writing to Norman Abbott, State Environmental Policy Act (SEPA) Responsible Official, at the Puget Sound Regional Council, 1011 Western Ave, Suite 500, Seattle WA 98104-1035
- By visiting the Regional Council's Web site www.psrc.org. To submit a comment, go to the Comment section of the VISION update Web page and follow the instructions.
- By sending an email to vision2040@psrc.org.
- By attending any of the Regional Council's board or committee meetings and submitting a comment. A public comment period is offered at the beginning of each meeting.
- By returning this comment form.

The comments that you make will become part of the public record for this project. Your thoughts will help decision makers finalize a Preferred Growth Alternative. Responses to your comments will be provided in the Final Environmental Impact Statement.

Regional VIEW, the Regional Council's monthly newsletter, is one good way to stay informed and involved. To receive a print copy of *Regional VIEW*, visit <http://www.psrc.org/publications/pubs/view/viewform.htm>, or call 206-464-7090.

CONTACT INFORMATION:

At a minimum, please provide your name, the county in which you live, and ZIP Code. If you would like to be added to the project mailing list, please fill out the rest of the contact information and check the box below.

NAME _____

ORGANIZATION _____

ADDRESS _____

CITY _____ STATE _____ ZIP _____

E-MAIL _____ CHECK HERE IF YOU WOULD LIKE TO BE ADDED TO THE PROJECT MAILING LIST.



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