

**UNIVERSITY PLACE CITY COUNCIL AND
LAKEWOOD CITY COUNCIL JOINT MEETING
Special Meeting Agenda
Monday, June 12, 2017, 6:00 p.m.**

Note: Times are approximate and subject to change.

**Lakewood Council Chambers
6000 Main Street SW
Lakewood, WA 98499-5027**

6:00 pm

1. **CALL SPECIAL MEETING TO ORDER**
2. **ROLL CALL**

STUDY SESSION:

3. **REVIEW OF THE REGIONAL CENTERS FRAMEWORK/PUGET SOUND
REGIONAL COUNCIL UPDATE**

7:00 pm

4. **ADJOURNMENT**

*PRELIMINARY CITY COUNCIL AGENDA

June 19, 2017
Regular Council Meeting

July 3, 2017
Regular Council Meeting - CANCELLED

July 17, 2017
Regular Council Meeting

August 7, 2017
Regular Council Meeting

Preliminary City Council Agenda subject to change without notice*
Complete Agendas will be available 24 hours prior to scheduled meeting.
To obtain Council Agendas, please visit www.cityofup.com.

**American Disability Act (ADA) Accommodations Provided Upon Advance Request
Call the City Clerk at 253-566-5656**



TO: Mayor and City Councilmembers

FROM: John Caulfield, City Manager *John E. Caulfield*

DATE: June 12, 2017 (Special Meeting)

SUBJECT: Joint Meeting - University Place City Council and the Puget Sound Regional Council

On this date, the City of Lakewood is hosting a joint meeting with University Place City Council and the Executive Director of Puget Sound Regional Council (PSRC), Josh Brown.

Over the past several months, some regional planning concerns have been raised by both Lakewood and University Place. The purpose of the joint meeting is to discuss these concerns with PSRC's Executive Director. It is anticipated that Mr. Brown will provide a general update on "all things PSRC"; however, Lakewood expects to use this meeting as an opportunity to discuss the following specific concerns:

1. Population estimates. Growth targets found on PSRC's website are 94,965 for the City of Lakewood and 53,990 for the City of University place by 2040. It is requested that PSRC can explain the methodology used for establishing these growth targets and whether or not they will be revisited in the near future. At least for Lakewood, this level of population growth counters historic population trends.
2. The Draft Regional Centers Framework published earlier this year provides advantages to larger, more established cities, over others. The City of Lakewood would like to discuss the proposed changes and the impacts they may have on our region.

On May 17th, 2017 the City of Lakewood provided a list of questions (attached) to PSRC, which had been raised by the Lakewood City Council in preceding months and at the Pierce County Regional Council (PCRC) meeting on April 18th, 2017. It is anticipated that these questions and responses provided by PSRC can help guide the conversation with Mr. Brown and, further, provide clarity on the aforementioned concerns.

Also included as part of the meeting materials are two reports commissioned by the City of Lakewood to evaluate Pierce County's regional planning organization options and PSRC's

resource allocation methods. After reviewing both reports, City staff recommended that the City of Lakewood, in partnership with Pierce County, examine ways to increase involvement with PSRC to insure that Pierce County is actively engaged and properly represented in future regional planning activities.

Time allowing, the joint meeting may serve as an opportunity to brainstorm what activities may assist with building a better relationships between Pierce County and PSRC. Activities may include:

- PSRC hosting regional meetings in a variety of locations;
- PSRC ensuring that stakeholder groups and committees proportionately represent member-cities
- More involvement from GMCC staff at PSRC; and
- Ensuring that our elected officials are informed of regional planning activities by engaging City Administrators and Managers throughout Pierce County.

Overall, we look forward to building a better relationship with the PSRC and receiving clarity regarding PSRC's goals and vision for our region.

Attachments:

1. PSRC Population Estimates
2. List of Questions sent to PSRC on May 17th, 2017
3. PSRC Responses to City Questions
4. Draft Regional Centers Framework Update
5. Regional Planning Organization Options report
6. Regional Resource Distribution report

Jurisdictions

(Boundaries as of April 1st, 2014)

County		Jurisdiction (Part) (1)		Total Population						Total Households						Household Population						Group Quarters Population					
				Estimates (2)		Forecast				Estimates (2)		Forecast				Estimates (2)		Forecast				Estimates (2)		Forecast			
				2000	2010	2025	2030	2035	2040	2000	2010	2025	2030	2035	2040	2000	2010	2025	2030	2035	2040	2000	2010	2025	2030	2035	2040
King	Albion	2,460	3,014	3,372	3,338	3,287	3,240	845	953	1,127	1,132	1,133	1,137	2,456	3,004	3,360	3,325	3,274	3,227	4	10	12	13	13	13		
King	Auburn - King	55,461	62,760	71,752	75,166	78,696	81,862	21,218	23,101	29,603	31,165	32,794	34,385	54,855	62,092	70,934	74,316	77,821	80,962	606	668	818	850	875	900		
King	Beaverton	307	299	334	334	326	335	121	113	124	125	126	127	307	299	334	334	326	335	0	0	0	0	0	0		
King	Bellevue	117,854	127,893	152,200	157,304	163,173	170,077	49,000	52,360	66,235	68,908	72,168	75,918	117,044	126,693	150,730	155,778	161,601	168,461	810	1,200	1,470	1,526	1,572	1,616		
King	Black Diamond	4,006	4,153	5,818	6,515	6,608	6,530	1,471	1,547	2,630	2,903	2,916	2,927	4,006	4,153	5,818	6,515	6,608	6,530	0	0	0	0	0	0		
King	Bonanza - King	15,706	17,090	28,549	29,819	31,187	32,436	6,517	7,110	12,285	12,868	13,492	14,139	15,582	16,912	28,276	29,535	30,895	32,136	124	178	273	284	292	300		
King	Burien	45,676	48,015	51,491	53,737	55,358	56,532	18,538	18,439	22,071	23,087	23,942	24,643	45,382	47,618	51,005	53,232	54,838	55,997	294	397	486	505	520	535		
King	Carnation	1,889	1,786	2,357	2,474	2,458	2,420	634	631	930	988	997	997	1,889	1,786	2,357	2,474	2,458	2,420	0	0	0	0	0	0		
King	Clyde Hill	2,869	2,984	3,046	3,036	3,053	3,060	1,046	1,028	1,114	1,114	1,116	1,122	2,869	2,984	3,046	3,036	3,053	3,060	0	0	0	0	0	0		
King	Covington	13,555	17,565	19,579	19,438	19,214	19,039	4,330	5,814	6,967	6,972	6,988	7,023	13,555	17,535	19,542	19,400	19,175	18,999	0	30	37	38	39	40		
King	Des Moines	29,487	29,672	33,181	34,666	36,222	37,998	11,399	11,663	13,906	14,582	15,349	16,171	28,225	29,076	32,451	33,908	35,441	37,195	1,262	596	730	758	781	803		
King	Duval	4,646	6,695	8,410	8,485	8,418	8,325	1,609	2,224	3,032	3,078	3,069	3,066	4,621	6,656	8,362	8,435	8,367	8,272	25	39	48	50	51	53		
King	Enumclaw	11,279	11,237	14,106	14,578	14,559	14,380	4,383	4,634	5,948	6,168	6,226	6,228	11,024	11,145	13,986	14,453	14,431	14,248	255	92	120	125	128	132		
King	Federal Way	85,509	89,304	97,506	100,012	102,521	104,477	32,272	33,187	40,059	41,327	42,802	44,151	85,037	88,473	96,488	98,955	101,433	103,358	472	831	1,018	1,057	1,088	1,119		
King	Hunts Point	443	394	427	415	432	411	165	151	169	173	173	173	443	394	427	415	432	411	0	0	0	0	0	0		
King	Issaquah	16,746	30,145	37,327	37,558	38,576	41,023	7,204	12,743	16,192	16,401	16,962	18,121	16,320	29,702	36,784	36,995	37,996	40,426	426	443	543	563	580	597		
King	Keenmore	18,668	20,471	24,777	26,124	27,514	28,899	7,301	7,988	10,252	10,855	11,550	12,323	18,581	20,348	24,626	25,968	27,353	28,733	87	123	151	156	161	166		
King	Kenmore	103,547	118,562	123,587	125,810	128,091	130,191	39,219	42,615	50,249	51,442	52,895	54,482	102,759	116,905	121,546	123,691	125,909	127,948	788	1,657	2,041	2,119	2,182	2,243		
King	King Rural	123,996	121,688	135,594	137,848	140,663	145,445	42,955	44,660	51,064	52,223	53,736	56,009	123,541	121,258	135,062	137,296	140,095	144,861	455	430	532	552	568	584		
King	Kingston - Incorporated UGA	105,805	123,471	126,156	126,847	125,843	124,765	38,208	45,111	49,320	49,813	49,737	49,915	105,738	123,018	125,655	126,368	125,306	124,213	67	453	501	519	537	552		
King	Kirkland	76,840	80,438	95,242	97,375	99,722	102,312	32,239	34,385	41,441	42,493	43,715	45,053	75,828	79,466	94,051	96,139	98,449	101,003	1,012	972	1,191	1,236	1,273	1,309		
King	Lake Forest Park	13,113	12,590	14,393	14,636	14,662	14,676	5,020	5,021	5,817	5,935	5,954	5,981	12,806	12,497	14,279	14,518	14,540	14,551	307	93	114	118	122	125		
King	Maple Valley	14,228	22,684	25,731	25,762	26,117	27,289	4,814	7,679	9,572	9,695	9,969	10,550	14,216	22,684	25,731	25,762	26,117	27,289	12	0	0	0	0	0		
King	Medina	3,011	2,969	3,090	3,124	3,132	3,114	1,111	1,061	1,185	1,193	1,198	1,203	3,011	2,969	3,090	3,124	3,132	3,114	0	0	0	0	0	0		
King	Merced Island	22,034	22,699	26,669	27,526	28,560	29,738	8,436	9,109	10,713	11,040	11,469	11,961	21,755	22,631	26,586	27,440	28,471	29,646	279	68	83	86	89	92		
King	Milton - King	291	831	861	856	871	910	105	337	389	389	391	395	291	831	861	856	871	910	0	0	0	0	0	0		
King	Newcastle	7,849	10,380	12,164	12,241	12,290	12,275	3,089	4,021	4,892	4,914	4,927	4,947	7,834	10,347	12,124	12,199	12,247	12,231	15	33	40	42	43	44		
King	Normandy Park	6,415	6,336	7,212	7,276	7,310	7,341	2,620	2,621	2,978	3,012	3,034	3,052	6,415	6,336	7,212	7,276	7,310	7,341	0	0	0	0	0	0		
King	North Bend	5,877	5,797	9,718	9,962	9,873	9,758	2,270	2,237	3,861	3,963	3,989	3,990	5,785	5,754	9,651	9,892	9,801	9,684	92	43	67	70	72	74		
King	Pacific - King	4,971	6,515	6,893	6,738	6,601	6,560	1,755	2,234	2,501	2,473	2,462	2,469	4,963	6,437	6,797	6,639	6,499	6,455	8	78	96	99	102	105		
King	Redmond	45,910	54,352	70,364	74,499	79,145	83,567	19,357	22,636	30,557	32,649	34,838	37,080	45,077	54,078	70,028	74,151	78,786	83,198	833	274	336	348	359	369		
King	Renton	71,566	91,711	109,841	113,482	117,442	122,399	29,984	36,270	47,065	48,759	50,744	53,167	71,144	91,019	108,975	112,583	116,516	121,447	422	692	866	899	926	952		
King	Sammamish	33,948	46,220	51,228	51,061	51,136	52,463	11,063	15,283	18,287	18,354	18,683	19,437	33,948	46,121	51,107	50,935	51,006	52,330	0	99	121	126	130	133		
King	Seattle	25,712	26,958	32,663	34,776	36,488	38,285	9,782	9,545	13,441	14,401	15,370	16,365	24,825	25,944	31,421	33,486	35,160	36,920	887	1,014	1,242	1,290	1,328	1,365		
King	Seattle	563,494	608,660	714,363	732,529	756,879	785,049	258,552	283,509	351,512	363,603	378,565	396,090	536,839	583,735	683,825	700,830	724,240	751,488	26,655	24,925	30,538	31,699	32,639	33,561		
King	Shoeline	53,025	53,007	59,801	60,633	61,082	61,952	20,714	21,561	25,242	25,920	26,946	28,467	51,723	51,592	58,063	58,828	59,224	60,041	1,302	1,415	1,738	1,805	1,858	1,911		
King	Skamania	214	200	236	235	248	245	104	96	113	114	114	114	214	200	236	235	248	245	0	0	0	0	0	0		
King	Snoqualmie	1,611	10,675	12,802	12,597	12,426	12,316	626	3,549	4,629	4,579	4,558	4,572	1,611	10,675	12,802	12,597	12,426	12,316	0	0	0	0	0	0		
King	Tukwila	17,298	19,090	23,154	24,574	26,149	27,596	7,266	7,154	10,060	10,838	11,618	12,410	17,201	18,859	22,871	24,460	25,846	27,285	97	231	283	294	303	311		
King	Woodinville	8,689	10,938	13,955	15,211	16,420	17,803	3,187	4,478	6,239	6,829	7,479	8,177	8,666	10,891	13,897	15,151	16,358	17,740	23	47	58	60	62	63		
King	Yarrow Point	1,029	1,001	1,121	1,127	1,123	1,123	387	374	442	444	445	447	1,029	1,001	1,121	1,127	1,123	1,123	0	0	0	0	0	0		
Kitsap	Bainbridge Island	20,308	23,025	27,531	28,929	31,229	34,903	7,979	9,470	11,419	12,071	13,094	14,625	20,145	22,814	27,273											

Jurisdictions (Boundaries as of April 1st, 2014)		Total Population						Total Households						Household Population						Group Quarters Population						
		Estimates (2)		Forecast				Estimates (2)		Forecast				Estimates (2)		Forecast				Estimates (2)		Forecast				
		2000	2010	2025	2030	2035	2040	2000	2010	2025	2030	2035	2040	2000	2010	2025	2030	2035	2040	2000	2010	2025	2030	2035	2040	
County	Jurisdiction (Part) (1)																									
Pierce	Gig Harbor	6,698	6,845	10,764	11,699	12,486	13,296	2,935	3,186	4,892	5,295	5,695	6,069	6,462	6,689	10,573	11,501	12,282	13,086	236	156	191	198	204	210	
Pierce	Lakewood	58,532	58,157	71,293	77,394	85,242	94,965	23,895	24,068	30,958	33,714	37,243	41,611	57,044	56,889	69,740	75,781	83,581	93,258	1,488	1,268	1,553	1,613	1,661	1,707	
Pierce	Milton - Pierce	5,025	6,301	6,990	7,004	6,992	7,007	2,092	2,651	3,062	3,057	3,067	3,106	4,937	6,296	6,984	6,998	6,985	7,000	88	5	6	6	7	7	
Pierce	Orting	3,753	6,739	7,965	8,134	8,432	8,843	1,314	2,180	2,953	3,098	3,254	3,443	3,751	6,561	7,747	7,908	8,199	8,603	2	178	218	226	233	240	
Pierce	Pacific - Pierce	154	92	101	111	113	111	58	36	39	43	45	45	154	92	101	111	113	111	0	0	0	0	0	0	
Pierce	Pierce Rural	145,003	158,881	169,256	167,278	165,727	164,880	50,683	57,750	65,226	65,161	65,445	66,302	142,734	156,587	166,713	164,638	163,008	162,085	2,269	2,294	2,543	2,640	2,719	2,795	
Pierce	Pierce Unincorporated UGA	165,290	207,943	248,607	251,672	247,497	247,240	55,627	71,485	95,280	97,086	97,300	98,041	155,833	202,092	241,172	243,953	239,549	239,067	9,456	5,851	7,435	7,719	7,948	8,173	
Pierce	Puyallup	34,408	37,022	46,302	51,069	58,347	68,736	13,413	14,950	19,536	21,643	24,847	29,432	33,897	36,312	45,432	50,166	57,417	67,780	511	710	870	903	930	956	
Pierce	Roy	455	793	1,020	1,067	1,114	1,127	160	303	401	423	445	463	455	793	1,020	1,067	1,114	1,127	0	0	0	0	0	0	
Pierce	Ruston	682	749	1,283	1,458	1,614	1,796	305	336	591	666	740	807	682	749	1,283	1,458	1,614	1,796	0	0	0	0	0	0	
Pierce	South Prairie	347	429	543	578	628	663	111	164	228	247	268	290	347	429	543	578	628	663	0	0	0	0	0	0	
Pierce	Stellacoom	6,068	6,082	7,267	7,302	7,409	7,515	2,578	2,593	3,221	3,206	3,265	3,301	6,068	6,075	7,258	7,293	7,400	7,506	0	7	9	9	9	9	
Pierce	Sumner	8,732	9,451	11,832	12,558	13,217	13,697	3,594	3,980	5,201	5,531	5,848	6,119	8,666	9,445	11,825	12,550	13,209	13,689	67	6	7	8	8	8	
Pierce	Tacoma	193,557	198,364	247,963	271,628	296,918	324,797	76,116	78,537	106,265	117,218	128,521	141,255	186,826	191,671	239,762	263,116	288,153	315,784	6,731	6,693	8,201	8,512	8,765	9,013	
Pierce	University Place	30,060	31,226	38,265	41,956	47,207	53,990	12,214	12,847	16,286	17,887	20,200	23,045	29,904	31,020	38,013	41,694	46,937	53,713	156	206	252	262	270	277	
Pierce	Wilkeson	283	477	510	532	555	558	105	169	213	223	234	243	283	477	510	532	555	558	0	0	0	0	0	0	
Snohomish	Arlington	11,889	17,944	21,499	22,341	23,063	23,702	4,319	6,570	8,589	9,007	9,472	10,019	11,742	17,737	21,245	22,078	22,792	23,423	147	207	254	263	271	279	
Snohomish	Bothell - Snohomish	13,965	16,410	21,127	22,429	23,806	25,456	5,167	6,385	8,487	9,060	9,699	10,408	13,873	16,267	20,952	22,247	23,619	25,263	92	143	175	182	187	193	
Snohomish	Brier	6,383	6,087	6,951	7,059	7,154	7,354	2,095	2,165	2,549	2,593	2,661	2,753	6,383	6,073	6,934	7,041	7,136	7,335	0	14	17	18	18	19	
Snohomish	Darrington	1,209	1,347	1,555	1,622	1,683	1,782	499	567	686	720	762	815	1,206	1,341	1,548	1,614	1,675	1,774	3	6	7	8	8	8	
Snohomish	Edmonds	39,476	39,697	46,402	47,144	48,215	49,553	16,883	17,383	20,182	20,639	21,208	21,839	39,124	39,237	45,819	46,539	47,592	48,912	352	460	583	605	623	641	
Snohomish	Everett	97,131	102,637	131,526	142,702	154,871	167,671	38,328	41,155	56,388	61,702	67,594	73,882	92,916	98,492	126,448	137,431	149,443	162,089	4,215	4,145	5,078	5,271	5,428	5,582	
Snohomish	Gold Bar	2,047	1,858	2,180	2,184	2,228	2,290	721	720	918	927	949	988	2,047	1,858	2,180	2,184	2,228	2,290	0	0	0	0	0	0	
Snohomish	Granite Falls	2,503	3,364	5,853	6,883	8,045	9,262	905	1,222	2,296	2,765	3,264	3,778	2,503	3,359	5,847	6,877	8,038	9,255	0	5	6	6	7	7	
Snohomish	Index	156	178	216	219	229	248	74	80	93	96	99	105	156	178	216	219	229	248	0	0	0	0	0	0	
Snohomish	Lake Stevens	21,336	28,069	34,587	36,281	38,199	40,116	7,327	9,810	13,086	13,841	14,684	15,639	21,298	28,040	34,551	36,244	38,161	40,077	38	29	36	37	38	39	
Snohomish	Lynnwood	34,172	35,759	43,388	47,226	51,791	56,639	13,431	14,063	18,659	20,425	22,428	24,603	33,650	35,125	42,631	46,440	50,982	55,807	522	634	757	786	809	832	
Snohomish	Marysville	46,858	60,014	73,820	78,186	82,735	87,357	16,762	21,217	28,690	30,613	32,722	35,023	46,557	59,414	73,085	77,423	81,949	86,549	301	600	735	763	786	808	
Snohomish	Mill Creek	14,024	18,229	21,285	21,146	21,253	21,523	5,449	7,546	8,870	8,867	8,998	9,150	14,002	18,224	21,279	21,140	21,246	21,516	22	5	6	6	7	7	
Snohomish	Monroe	13,775	17,342	18,929	19,388	19,790	20,366	4,171	5,038	6,052	6,218	6,427	6,688	11,780	14,733	15,733	16,070	16,373	16,853	1,995	2,609	3,196	3,318	3,417	3,513	
Snohomish	Mountlake Terrace	20,418	19,911	23,205	24,114	24,841	25,382	7,985	8,193	10,034	10,496	10,995	11,484	20,298	19,815	23,082	23,987	24,710	25,247	120	96	123	127	131	135	
Snohomish	Mukilteo	18,021	20,254	22,757	22,584	22,596	22,891	6,760	8,057	9,148	9,133	9,182	9,334	18,007	20,225	22,721	22,547	22,558	22,852	14	29	36	37	38	39	
Snohomish	Snohomish City	9,619	9,085	11,239	11,971	12,777	13,675	3,694	3,641	4,675	4,980	5,332	5,718	9,202	8,768	10,851	11,568	12,362	13,248	417	317	388	403	415	427	
Snohomish	Snohomish Rural	112,495	120,990	134,718	136,760	140,676	146,978	38,948	44,116	51,469	52,608	54,592	57,695	112,247	120,683	134,261	136,286	140,188	146,476	248	307	457	474	488	502	
Snohomish	Snohomish Unincorporated UGA	132,024	182,212	215,316	220,513	226,306	233,350	48,269	66,034	85,134	88,128	91,805	96,593	131,614	181,573	214,512	219,677	225,444	232,464	410	639	804	836	862	886	
Snohomish	Stanwood	4,256	6,227	8,400	9,124	9,799	10,654	1,521	2,385	3,468	3,807	4,184	4,610	4,047	6,081	8,221	8,938	9,608	10,457	209	146	179	186	191	197	
Snohomish	Sultan	3,331	4,642	5,604	6,047	6,554	7,075	1,208	1,604	2,165	2,352	2,577	2,846	3,331	4,642	5,604	6,047	6,554	7,075	0	0	0	0	0	0	
Snohomish	Woodway	936	1,079	1,329	1,301	1,276	1,280	336	374	500	494	494	502	929	1,073	1,322	1,293	1,268	1,272	7	6	7	8	8	8	
Totals for cities in list above in multiple counties																										
Multi	Auburn	55,607	70,179	80,749	83,951	87,764	92,596	21,269	26,057	33,353	34,868	36,670	38,988	55,001	69,511	79,931	83,101	86,889	91,696	606	668	818	850	875	900	
Multi	Bothell	29,671	33,500	49,676	52,248	54,993	57,892	11,684	13,495	20,772	21,928	23,191	24,547	29,455	33,179	49,228	51,782	54,514	57,399	216	321	448	466	479	493	
Multi	Milton	5,316	7,132	7,851	7,860	7,863	7,917	2,197	2,988	3,451	3,446	3,458	3,501	5,228	7,127	7,845	7,854	7,856	7,910	88	5	6	6	7	7	
Multi	Pacific	5,125	6,607	6,994	6,849	6,714	6,671	1,813	2,270	2,540	2,516	2,507	2,514	5,117	6,529	6,898	6,750	6,612	6,566	8	78	96	99	102	105	

(1) Cities that include

PSRC Questions: Draft Regional Centers Framework Update

General:

1. Why did the Puget Sound Regional Council (PSRC) board choose to pair Regional and county-Wide Centers with member requests to amend Manufacturing and Industrial Centers and the need to recognize military installations?
2. What are the benefits of completing the Regional Centers Framework Update?
3. How will the new Regional Centers designation impact transportation funding allocations?
4. Will PSRC provide an analysis comparing current funding allocations with future projected funding allocations, so local jurisdictions can better understand the impacts of the proposed update?
5. How frequently will the Regional Centers Framework be updated?
6. Is the Regional Centers Framework Update a catalyst for additional changes to Vision 2040?
7. Can PSRC begin to update Vision 2040 earlier than 2020?
8. As a matter of economic parity and social justice, is there added consideration given for low income areas, particularly pertaining to transportation funding?
9. At the April 27, 2017 GMCC meeting PSRC Staff reported that PSRC is looking at affordable housing policies as a means to address social equity. Please expand on PSRC's future plans as it pertains to affordable housing.
10. What role does the Pierce County Regional Council (PCRC) serve in adopting the Draft Regional Centers Framework Update? Will PSRC or the Growth Management Policy Board move forward without receiving input and formal recommendations from the other legislative bodies?
 - a. What steps is PSRC going to take to make modifications to the draft report to take into account comments, feedback, and recommendations from other jurisdictions?

Proposed Changes

11. At the April, 2017 Regional Staff Committee meeting a PSRC Staff representative provided a memo explaining that the nomenclature used to describe the regional center's is changing from 'Tier One' and 'Tier Two' to 'Regional Urban Centers' and 'Metropolitan Centers'. Please explain this change.
12. Are there any other changes being proposed by PSRC in reference to the Draft report?

Future Planning Requirements:

13. Will there be any trickle down planning requirements for individual Cities?

- a. Will the centers designation require that Cities with a higher or lower rating be subject to more requirements in their comprehensive plan or other planning documents?
14. Will PSRC be reaching out to cities to request updated planning information?
15. Will PSRC provide cities with an opportunity to amend their City center boundaries or prepare other necessary changes in order to be more competitive in the tier process?

Activity Units:

16. Cities are placed in tiers based on the number of activity units they have in their regional centers. How did PSRC come up with the activity unit measurement?
17. It is unclear how activity units are calculated, the report lists: existing jobs and housing, planning for growth, mix of uses, quality transit service, walkability, potential to grow and overall destination as “key ingredients”. With a “simple function” provided by PSRC that population + employment=activity units.
- a. Are activity units used as a best practice by other MPO’s?
 - b. What if one City has more open space in their regional center? Would providing open space cause a City to have more gross acres and thus fewer activity units?
 - c. What if the City has larger roads and right-of-way? Do existing sidewalks and bike lanes give a City more points for walkability or fewer points because it increases gross square acres?
18. How are the key ingredients factored in to Activity Units?
19. How are Cities given additional points for planning, for example, the implementation of a subarea plan?

Manufacturing and Industrial Centers

20. Lakewood is not listed as a manufacturing/industrial tier despite our zoning change and planned development in the Woodbrook area and existing Lakewood Industrial Park, the latter of which is the 4th largest private employer in Pierce County. How are planned targets evaluated?

Military Centers

21. If (when) Military Installations become recognized centers, will PSRC strike the following language found on page 21 of the Draft Regional Centers Framework Update: “However, because military bases are exempt from local control and have controlled access, military facilities should not be considered for stand-alone regional center status.”?

Responses to questions regarding the regional centers framework update by the City of Lakewood

June 6, 2017

The region's VISION 2040 growth strategy calls for focusing housing and job growth in regional and local centers, which are vibrant, healthy places that serve as community focal points. Center-oriented growth increases transportation options, helps mitigate transportation impacts, and reduces pressure on rural and resource lands. Updating the centers framework is an action identified in VISION 2040. Additionally, updating the framework responds to questions and issues that have been raised since VISION 2040 was adopted in 2008, including recognition of military installations and broader consideration of manufacturing locations. PSRC launched the centers framework update in 2015. A working group of a cross-section of regional staff completed a report in January this year. Ultimately, recommendations to be developed by the Growth Management Policy Board this fall are expected to be acted on by the Executive Board and some components are anticipated to be rolled into the update of VISION 2040.

The responses below address the specific questions raised. PSRC staff are also available to meet with local staff or present to elected bodies to talk about the centers framework update and VISION 2040.

General:

1. Why did the Puget Sound Regional Council (PSRC) board choose to pair Regional and county-Wide Centers with member requests to amend Manufacturing and Industrial Centers and the need to recognize military installations?

The Growth Management Policy Board adopted a [scope of work](#) that consolidated VISION 2040 implementation, recommendations from multiple studies, and member requests into one project.

2. What are the benefits of completing the Regional Centers Framework Update?

Focusing growth in designated centers is a core strategy of VISION 2040 and helps the region identify where and how the region will grow. The framework update will support the update of VISION 2040 and help the region consider questions about growth with greater accuracy and in a way that better represents the varied aspirations across the region.

3. How will the new Regional Centers designation impact transportation funding allocations?

The regional funding policy is established separately from the centers update and is reviewed every 2-3 years prior to the regional funding rounds. For the upcoming 2018 funding cycle, PSRC boards will review the funding policy later this year, although the centers framework update is not anticipated to be complete in time to affect this round.

4. Will PSRC provide an analysis comparing current funding allocations with future projected funding allocations, so local jurisdictions can better understand the impacts of the proposed update?

Once the Growth Management Policy Board develops a recommendation, the board may look at the implications for PSRC funding.

5. How frequently will the Regional Centers Framework be updated?

At this point, there is no set schedule for regular updates, and this is the first time PSRC has comprehensively reviewed the centers framework.

6. Is the Regional Centers Framework Update a catalyst for additional changes to Vision 2040?

Not yet. The PSRC has yet to determine the scope of the next VISION 2040 update, although centers framework recommendations could influence the VISION update scope.

7. Can PSRC begin to update Vision 2040 earlier than 2020?

PSRC is preparing for the update now, with a formal launch in 2018.

8. As a matter of economic parity and social justice, is there added consideration given for low income areas, particularly pertaining to transportation funding?

Yes, PSRC's funding scoring process considers users that will benefit from the project, including seniors, people with disabilities, those located in highly impacted communities, and/or areas experiencing high levels of unemployment or chronic underemployment.

9. At the April 27, 2017 GMCC meeting PSRC Staff reported that PSRC is looking at affordable housing policies as a means to address social equity. Please expand on PSRC's future plans as it pertains to affordable housing.

Housing affordability is an issue that has been raised by a number of stakeholders and members. At this point it is not part of the PSRC work program, but the topic could be addressed within the scope of the update to VISION 2040 at the direction of the Executive Board.

10. What role does the Pierce County Regional Council (PCRC) serve in adopting the Draft Regional Centers Framework Update? Will PSRC or the Growth Management Policy Board move forward without receiving input and formal recommendations from the other legislative bodies?

a. What steps is PSRC going to take to make modifications to the draft report to take into account comments, feedback, and recommendations from other jurisdictions?

The Growth Management Policy Board is taking time to review all comments and feedback provided to it from various jurisdictions and stakeholders and use them in the development of its recommendation. Multiple regional and countywide committees, including PCRC, were briefed on the project and offered input and formal recommendation to the Growth Management Policy Board. The board will be soliciting an additional round of comments, anticipated to occur this fall, prior to making a recommendation to the Executive Board.

PSRC does not plan to modify the Stakeholder Working Group report. That staff group provided options for the Growth Management Policy Board to consider, and their report serves as a valuable reference for the board's work, but their work is complete. The Growth Management Policy Board will be developing any recommendations to be considered for adoption by PSRC based on all of the input they have received.

Proposed Changes

11. At the April, 2017 Regional Staff Committee meeting a PSRC Staff representative provided a memo explaining that the nomenclature used to describe the regional center's is changing from 'Tier One' and 'Tier Two' to 'Regional Urban Centers' and 'Metropolitan Centers'. Please explain this change.

Many people have reacted negatively to the use of "tier 1" and "tier 2". The Growth Management Policy Board has asked PSRC staff to work with other staff across the region to recommend better language. Using the comments from the Regional Staff Committee, PSRC staff will bring forward language options for the Growth Management Policy Board to consider as they develop a recommendation.

12. Are there any other changes being proposed by PSRC in reference to the Draft report?

No, the Stakeholder Working Group report is complete. PSRC is focused on supporting the Growth Management Policy Board in developing their recommendations including providing information and options at the board's request. The Growth Management Policy Board will assemble its own recommendation to the Executive Board based on all the input it has received to date and expects to receive when it seeks additional comment on a draft recommendation this fall.

Future Planning Requirements:

13. Will there be any trickle down planning requirements for individual Cities?

- a. Will the centers designation require that Cities with a higher or lower rating be subject to more requirements in their comprehensive plan or other planning documents?

The current centers designation criteria include local planning requirements. Any changes to those planning requirements are to be determined by the upcoming recommendation of the Growth Management Policy Board.

14. Will PSRC be reaching out to cities to request updated planning information?

Yes. PSRC is always interested in local planning for centers and we welcome updates at any time from cities working on center planning.

15. Will PSRC provide cities with an opportunity to amend their City center boundaries or prepare other necessary changes in order to be more competitive in the tier process?

The Growth Management Policy Board has yet to make a recommendation on tiers or the time frame for amending local plans.

Activity Units:

16. Cities are placed in tiers based on the number of activity units they have in their regional centers. How did PSRC come up with the activity unit measurement?

First, the Growth Management Policy Board has not made a recommendation on tiers. The current centers framework does use "activity units" as a threshold for regional center designation. PSRC has included benchmarks for both population and employment density in centers since the 1990 edition of VISION 2020. A combined measure of "activity units" has been the standard measure for designating regional growth centers since 2003. The minimum threshold and planned density is based on densities that support transit and economic development.

17. It is unclear how activity units are calculated, the report lists: existing jobs and housing, planning for growth, mix of uses, quality transit service, walkability, potential to grow and overall destination as “key ingredients”. With a “simple function” provided by PSRC that population + employment=activity units.

Activity units are the combined amount of population and jobs in the center. To calculate activity unit density, this total number is divided by the acreage in the center.

- a. Are activity units used as a best practice by other MPO's?

Other MPOs, such as Portland Metro and Capitol Area MPO in Austin, also use activity units (Portland refers to this measure as the number of “people per acre”). This measure is used by PSRC and others because it provides flexibility on how much population or employment will be included in each center and relates to research on population and employment density needed to support efficient transit service.

- b. What if one City has more open space in their regional center? Would providing open space cause a City to have more gross acres and thus fewer activity units?

Nearly all regional growth centers include parks or civic spaces, but including large areas of open space within the center boundary would mean that the center is either less dense overall or must plan for much higher densities in developed areas.

- c. What if the City has larger roads and right-of-way? Do existing sidewalks and bike lanes give a City more points for walkability or fewer points because it increases gross square acres?

Activity unit density is calculated with gross acres, which includes rights of way. Sidewalks and walkability are generally correlated with areas that have more jobs and population. For example, centers with the greatest difference between gross acres and net acres have dense grid street patterns, such as downtown Tacoma.

18. How are the key ingredients factored in to Activity Units?

“Key Ingredients” is a graphic in the report that summarizes criteria included in the alternatives. This includes existing density, planned density, availability of transit service, size and shape, growth potential, and mix of uses. Activity units are only used to quantify existing and planned density, not other criteria.

19. How are Cities given additional points for planning, for example, the implementation of a subarea plan?

One of the regional growth center alternatives (Alternative B) provides optional points for additional planning steps, such as completing a Planned Action EIS. A subarea plan is already required for regional growth centers.

Manufacturing and Industrial Centers

20. Lakewood is not listed as a manufacturing/industrial tier despite our zoning change and planned development in the Woodbrook area and existing Lakewood Industrial Park, the latter of which is the 4th largest private employer in Pierce County. How are planned targets evaluated?

The manufacturing/industrial centers identified in the report represent existing regionally designated centers and centers that have completed the countywide designation process. All regional centers must be first designated through a countywide process. Planning targets for manufacturing/industrial centers are evaluated during the regional designation process and the certification of the center plan. If Lakewood would like to pursue the designation of a manufacturing/industrial center, we can provide advice and technical assistance, but this is first a decision by the City of Lakewood to be endorsed by the PCRC as part of the countywide process.

Military Centers

21. If (when) Military Installations become recognized centers, will PSRC strike the following language found on page 21 of the Draft Regional Centers Framework Update: “However, because military bases are exempt from local control and have controlled access, military facilities should not be considered for stand-alone regional center status.”?

The Stakeholder Working Group report is complete and PSRC does not plan to modify their report. The Growth Management Policy Board will develop its own proposal. In fact, Pierce County representatives on the board have already proposed a modified option that would regionally recognize the largest military installations. Any language needed to describe the proposal would be made consistent with the board’s recommendation.



Regional Centers Framework Update Project

STAKEHOLDER WORKING GROUP REPORT | FEBRUARY 2017



Puget Sound Regional Council

Stakeholder Working Group Members

Name	Affiliation	Seat
Peter Heffernan (<i>chair</i>)	King County	Technical Advisory Group
Katie Baker	City of Puyallup	Technical Advisory Group
Patrick Bannon	Downtown Bellevue Assn	Business interests
Dan Cardwell	Pierce County	Technical Advisory Group
Bryan Flint	Metro Parks Foundation	Environment interests
Jim Bolger	Kitsap County	Kitsap County Land Use Technical Advisory Committee
Tom Hauger	City of Seattle	Technical Advisory Group
Shane Hope	City of Edmonds	Technical Advisory Group
Pat lolavera	Navy Region NW	Military interests
Michael Kattermann	City of Bellevue	Technical Advisory Group
Dave Koenig	City of Marysville	Snohomish County Tomorrow Planning Advisory Committee
Denise Lathrop	City of Des Moines	Technical Advisory Group
Eric Mendenhall	City of Sumner	Pierce County Growth Management Coordinating Comm.
Rob Odle	City of Redmond	King County Planning Directors/Sound Cities Association
Giulia Pasciuto	Puget Sound Sage	Social Equity interests
Geri Poor	Port of Seattle	MIC/Industrial interests, FAST Freight Advisory Committee
Allison Satter	City of Bremerton	Technical Advisory Group
Darin Stavish	Pierce Transit	PSRC Transportation Operators Committee
Steve Thomsen	Snohomish County	PSRC Regional Project Evaluation Committee
Steve Toy	Snohomish County	Technical Advisory Group

Other Participants

Don Cairns, City of Redmond, PSRC Regional Project Evaluation Committee (alternate)
 Ed Coviello, Kitsap Transit, PSRC Transportation Operators Committee (alternate)
 David Greetham and Darren Gurnee, Kitsap County (former members)
 Ed Peterson, Housing Hope (former member)
 Andrea Spencer, City of Bremerton (Centers Technical Advisory Group member)

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Puget Sound Regional Council • Information Center
 1011 Western Avenue, Suite 500 • Seattle, WA 98104-1035
 206-464-7532 • fax 206-587-4825 • info@psrc.org

Contents

Transmittal Letter _____	ii
Summary of Recommendations _____	iv
Introduction _____	1
VISION 2040 and the Role of Centers _____	2
Supporting Studies _____	4
Stakeholder Working Group Process _____	5
Regional Growth Center Recommendations _____	6
Key Concepts _____	6
Minimum Eligibility _____	7
Alternatives _____	9
Countywide Centers _____	12
Local Centers and Other Types of Centers _____	12
Manufacturing/Industrial Center Recommendations _____	13
Key Concepts _____	13
Minimum Eligibility _____	13
Alternatives _____	15
Military Installations in the Centers Framework _____	19
Findings _____	19
Recommendations _____	20
Implementation Recommendations _____	22
Planning _____	22
Regional Support _____	22
Project Timing + Implementation _____	23
Redesignation of Existing Centers _____	24
Designation Process and Procedures _____	24
Performance Measures _____	25
Future Research _____	25
Policy Discussions to Highlight _____	25
Appendices _____	26
A. Alternatives Evaluation Matrix _____	27
B. Criteria and Measures _____	36
C. Overview of Alternatives Development _____	60
D. Response to Project Findings _____	61
E. Resources and Background Materials _____	64

February 10, 2017

Dear Chair Mello and Vice-Chair Margeson,

Over the last 20 years, the region has changed in important ways. The central Puget Sound is now one of the fastest growing regions in the country. The region has worked to build a robust transit system, including voting in November 2016 to make major investments in high-capacity transit to connect transit stations and centers. Through VISION 2040, the region's long-range plan, the region has developed a sophisticated approach for planning for growth in centers. These changes speak to the need to update the region's approach to centers to ensure their success moving forward.

Centers are at the heart of PSRC's planning and framework for investments, so it is critical that the region has a robust approach to designating both regional and countywide centers. As we look forward to VISION 2050 and beyond, a new approach to centers can help inform growth expectations and the kinds of planning and support that each center needs.

The Centers Stakeholder Working Group, composed of staff from jurisdictions around the region, was asked to review the centers framework and look to the future to recommend changes. Research on growth and planning in centers, a comparison of peer regions, and a regional market study revealed that the existing system is strong in many ways, but there are opportunities to make it better.

While providing distinctly different alternatives for board consideration, this report recommends a system of centers that would:

- **Leverage our investment in regional transit.** Incorporating new criteria for transit in growth centers would better align the centers framework with the region's high capacity transit network.
- **Reflect the different scales of centers.** Tiers that emphasize existing density, planned growth, and regional and county roles would better characterize the centers we have today and in the future.
- **Support growing and vibrant urban centers.** Focusing on characteristics that spur new development will help centers succeed at accommodating new regional growth.
- **Strengthen local commitment.** Updated planning expectations and incentives for additional planning would encourage robust community planning for these important places.
- **Preserve industrial land for the long-term.** In manufacturing/industrial centers, emphasis on preserving core industrial land uses would better protect industrial land and irreplaceable infrastructure over the long term.
- **Establish consistent designation among the counties.** Updated standards and process at the countywide level would create a more consistent and fair process to designate new centers.
- **Focus on the big picture.** Considering overall regional planning objectives during the designation process would create a more robust and stable system that implements VISION 2040.

Centers help the region prioritize locations for growth, promote housing opportunities close to employment, support a connected multimodal transportation system, protect the environment, and

maximize benefits from investment in infrastructure. In the industrial context, centers preserve the industrial land base by protecting them from incompatible uses and support critical infrastructure. It is clear from local planning that centers will serve different roles going forward. Some will act as centers of their local communities with services, housing, and employment options, while others will see a significant share of the region's growth and provide connections to the broader region. Through this project, we hope that centers of all scales will continue to thrive and grow, and the region can plan for those changes.

This review of the centers framework is an important first step towards updating VISION 2040. The Stakeholder Working Group spent eight months discussing the centers framework, but we recognize that many other people and organizations have a vested interest in the process. We hope that through additional outreach and discussion by the board, the region can work together to fully realize an updated approach to centers.

Sincerely,

Peter Heffernan, Chair
Centers Stakeholder Working Group

Summary of Recommendations

The Centers Stakeholder Working Group recommendations are focused on improving the centers framework by responding to board direction and project findings. Recommendations include:

Eligibility

Update expectations for subarea planning. Expect cities and counties to complete additional planning before regional designation, including documentation of affordable housing strategies and environmental review.

Clarify key eligibility requirements. Require existing housing in growth centers prior to designation and document incentives and industrial preservation strategies in manufacturing centers prior to designation, among other changes.

Refine the designation process. Update the designation process to more fully consider location, distribution, and overall regional planning objectives.

Criteria

Alternatives for regional growth centers. Consider two alternatives to recognize different scales or types of centers. Key differences include the number of tiers, density thresholds, and the evaluation process.

Incorporate new criteria. Consider transit, center size, regional role, market potential, and core industrial zoning in the designation process.

Define countywide centers. Provide guidelines for a countywide process to designate these types of centers. Guidelines focus on a mix of uses, multimodal transportation options, local or county role, and local priorities for investment.

Alternatives for manufacturing/industrial centers. Consider three alternatives to recognize different scales or types of centers. Key differences include the number of tiers, employment thresholds, and amount of industrial land.

Recognize the role of military facilities. Consider options to recognize facilities at the county or regional level, as well as other recommendations.

Planning

Update planning criteria. Revise planning criteria to include additional housing planning requirements for growth centers and increased focus on core industrial zoning in manufacturing centers.

Regional Support

Leverage opportunities. Focus on broad needs for center development beyond regional transportation funds and identify opportunities to align other resources with regional centers.

Support centers through regional funds. Strengthen support for all types of designated centers and develop additional guidance on projects that support centers.

Implementation + Performance

Conduct ongoing performance monitoring. Establish region-wide goals for centers and evaluate progress for individual centers.

Introduction

PROJECT SCOPE AND OBJECTIVES

Centers are at the heart of VISION 2040 and the region’s approach to sustainably accommodating population and employment growth. Much has changed since the first set of regional centers was designated over two decades ago. The region is connecting centers through investments in high capacity transit, and the regional plan explicitly prioritized future growth and transportation funds to regional centers. New regional growth centers and manufacturing/industrial centers have been designated. Some long-established centers have been growing and thriving, while others have seen modest or limited growth.

The Regional Centers Framework Update seeks to recognize those changes and learn from 20 years of centers planning. What should the centers framework look like over the next 20 years? How should we support and recognize the region’s diverse centers? How should we balance promoting a regional vision for compact development with maintaining strategic and focused centers designations? How should we preserve the lands, infrastructure, and resources that are most critical to sustain industrial and manufacturing sectors?

VISION 2040

MPP-DP-12: Establish a common framework among the countywide processes for designating subregional centers to ensure compatibility within the region.

DP-ACTION-5: The Puget Sound Regional Council, together with its member jurisdictions and countywide planning bodies, will develop a common framework for identifying various types of central places beyond regional centers. Address the role of smaller nodes that provide similar characteristics as centers.

Working with its members and other partners, PSRC is evaluating the success of the current framework, initially adopted in 1995, and looking forward to the next 20 years. The project considers structural changes to recognize different scales of centers (including both regional and subregional) using consistent designation criteria and procedures, and considers other changes to help achieve both local and regional visions for central places. This report recommends alternatives for a new centers framework, including eligibility criteria, designation procedures, and administrative procedures. In addition, the recommendations suggest how a new framework should be implemented, which could include changes to multicounty and countywide planning policies, re-designation of existing regional centers into the new framework, criteria to designate subregional and local centers, changes to the policy framework for regionally managed federal transportation funds, and changes to other regional and local plans, policies, and procedures. An updated centers framework would apply to both existing and new centers.

The Growth Management Policy Board adopted the following guiding principles to direct this work.

The new framework and procedures should:

- *Support the Growth Management Act and VISION 2040.*
- *Focus growth consistent with the Regional Growth Strategy.*
- *Recognize and support different types and roles of regional and subregional centers.*
- *Provide common procedures across the region.*
- *Guide strategic use of limited regional investments.*
- *Inform future planning updates at regional, countywide, and local levels.*

The project is proceeding in five phases: Initiation, Research, Framework Development, Approval, and Implementation. A background research paper details analysis of the policy framework, approach for regional support, existing conditions and recent trends, and major findings about the current framework. This report provides findings on Framework Development from the Stakeholder Working Group.

VISION 2040 AND THE ROLE OF CENTERS

The Regional Centers Framework for the central Puget Sound is a suite of adopted policy that plans for focused population and employment growth in designated centers within the region’s urban growth area. It includes a set of 29 regional growth centers, nine manufacturing/industrial centers, and multicounty planning policies to plan for and support their current activity and future growth. The centers framework is at the heart of VISION 2040—the region’s long-range growth management strategy—and integral to the region’s ability to grow sustainably to 5 million people and 3 million jobs by 2040. VISION 2040 includes multicounty planning policies that guide local planning and implementation, as well as a Regional Growth Strategy that identifies the role that various cities, unincorporated areas, and rural lands categories play in accommodating the region’s residential, industrial and employment growth.

DESIGNATED REGIONAL CENTERS (2017)



A centers strategy is the linchpin for the region to achieve the region’s growth strategy, as well as a range of other objectives, particularly efficient land use development patterns that support connected regional transit and transportation systems. VISION 2040 calls for the creation of central places with a mix of uses and activities. *Regional growth centers* are locations of more compact, pedestrian-oriented development with a mix of housing, jobs, retail, services, and other destinations. The region’s plans identify centers as areas that should receive a significant share of the region’s population and employment growth compared with other parts of the urban area, while providing improved access and mobility—especially for walking, biking, and transit. *Manufacturing/industrial centers* are locations for more intensive industrial activity. Manufacturing/industrial centers preserve lands for family-wage jobs in basic industries and trade and provide areas where that employment may grow in the future. Both regional growth centers and manufacturing/industrial centers are focal points for economic development and transportation infrastructure investments.

Under VISION 2040’s Regional Growth Strategy, cities with regional growth centers are classified as either Metropolitan Cities or Core Cities. Metropolitan Cities – the largest and densest cities in each county – serve as civic, cultural, and economic hubs, and are expected to accommodate 32% of the region’s population growth and 42% of the region’s job growth through 2040. Core Cities are also key hubs for the region’s long-range multimodal transportation system and are important civic, cultural, and employment centers within their counties. VISION 2040 envisions an important role for these cities in accommodating regional growth.

Manufacturing/industrial centers have an important role to encourage and preserve industrial infrastructure and protect and enhance those sectors of a vibrant regional economy.

VISION 2040 also acknowledges that subregional and local centers, including downtowns in suburban cities and mixed-use centers, also play roles in accommodating growth. These centers are strategic locations for concentrating jobs, housing, shopping, and recreational opportunities. As the region grows, some of these locations may serve new roles over time and accommodate growth beyond 2040. Compared to regional centers, these centers serve a county or local population, provide local transit options and access to regional transit hubs, serve as secondary concentrations of development, and are expected to accommodate more modest future growth.

The region's four counties have adopted different processes for designating county-wide centers. Kitsap has identified 26 countywide centers through the county comprehensive plan. King County, where some selection criteria thresholds for a countywide center exceed those for a regional center, has designated 17 countywide centers—the same centers that are designated at the regional level. In Pierce County, a process to designate countywide centers exists, however no centers are currently designated. Snohomish County does not have a process to identify countywide centers.

VISION 2040 calls for each of the region's cities to develop one or more central places as compact mixed-use hubs, though not all of these local centers may be recognized under a regional centers system defined by activity, planning, and transit.

Major investments in high capacity transit service, such as Metro Rapid Ride, Kitsap Transit's fast ferries and SWIFT bus rapid transit, are the kind of substantive long-range investments that were envisioned when the centers framework was first adopted in 1995. These investments present a major opportunity to locate housing, jobs, and services close to these transit, and to do so in a way that benefits surrounding communities. Sound Transit 3 will invest additional \$54 billion in light rail, bus rapid transit, express bus, streetcar, and commuter rail. Among other investments, the

- 1995. VISION 2020 Update recognizes 21 "Urban Centers" and the importance of MICs identified through local planning processes.
- 2002. The Transportation Improvement Program prioritizes transportation projects that support centers and corridors that serve them. This policy is reconfirmed in subsequent TIP processes in 2004, 2006, 2009, 2012, and 2016. Eight MICs are identified
- 2003. Designation procedures and selection criteria formalize review and designation of new centers. All existing centers, and three new growth centers vested prior to the new procedures, are included in framework.
- 2005-2007. Two new RGCs (Burien and Seattle South Lake Union) and one reclassification of an existing MIC to a RGC (Redmond Overlake) are approved pursuant to the new designation procedures and criteria.
- 2008. VISION 2040's Regional Growth Strategy provides numeric guidance to allocate population and employment growth that includes location of regional centers in Metropolitan and Core Cities.
- 2011. PSRC updates Designation Procedures and Criteria for new centers to reflect provisions in VISION 2040.
- 2014. Regional Centers Monitoring Report presents comprehensive summary and comparison of the conditions and performance of existing regional centers.
- 2014-2016. Two new RGCs (University Place and Issaquah) and one MIC (Sumner-Pacific) approved pursuant to new procedures and selection criteria.
- 2015-2017. The Regional Centers Framework Update Project evaluates existing centers and recommends changes for a consistent framework for the designation of regional and subregional centers in the region.

passage of Sound Transit 3 in November 2016 marked an important milestone for the region’s vision of connecting centers via high-capacity transit.

SUPPORTING STUDIES

Transit-oriented development associated with bus rapid transit, ferries, commuter rail, and light rail, has emerged as a key implementation strategy for VISION 2040. Recent regional initiatives – Growing Transit Communities and Industrial Lands Analysis – provide data-driven perspectives on land use and transportation interdependencies and guidance on regional policy implementation, both of which inform the centers framework update.

The **Growing Transit Communities (GTC) Strategy** was the result of a multiyear process that engaged multiple regional partners to reach agreement on actions to promote thriving and equitable transit communities. While this grant-funded project focused on the light rail corridor, the tools and strategies for supporting transit-oriented development are applicable to other areas served by transit.

As the region continues to build out a regional high-capacity transit network and has committed to billions of dollars in additional investments in the coming decades, this initiative focused on equitable development outcomes in station areas to benefit both existing and future residents. The [GTC Strategy](#) advances goals of attracting a significant share of the region’s growth around high-capacity transit, providing housing choices affordable to a full range of incomes near high-capacity transit, and increasing access to opportunity for existing and future community members in transit communities. The strategies that emerged apply to these and many other transit-served locations in and outside of light rail corridors, including many regional, countywide, and local centers. By promoting transit ridership, sustainable patterns of development, and equitable social outcomes, the Growing Transit Communities Strategy benefits the entire region.

SOUND TRANSIT INVESTMENTS



THE SOUND TRANSIT PROGRAM WILL INVEST IN EXPANDED COMMUTER RAIL, NEW BUS RAPID TRANSIT CORRIDORS AND ADDITIONAL LIGHT RAIL SERVICE.

Among the GTC Strategy’s recommendations are numerous actions to be taken by state, regional, and local governments, transit agencies, and non-governmental organizations. The strategy includes calls for PSRC to explore potential next steps that include formal designation of transit communities, recognizing the role of transit-oriented development in the regional growth strategy, promoting transit-supportive densities, and making targeted transportation investments that support growth and equity in transit communities.

The Growing Transit Communities Compact is a voluntary regional agreement, currently signed by 45 governments, agencies, and organizations, including PSRC, that makes a commitment to work toward implementation of the GTC strategy. While initial work focused on long-range light rail corridors identified in Transportation 2040, the partnership encouraged application of the work to ferry terminal areas, commuter rail stations, and bus rapid transit corridors. The centers framework is an opportunity to consider how to address emerging transit station areas and other recommendations of the GTC strategy. [Equity and Access to Opportunity in the Regional Centers Framework](#) provides additional perspective on ways to advance social equity through this project.

The 2015 **Industrial Lands Analysis** included a comprehensive inventory of concentrations of industrial lands and manufacturing uses. The analysis identified subareas in the region that includes the nine regionally designated MICs and two countywide manufacturing centers—South Tacoma, and Arlington-Marysville—that have been identified through countywide designation procedures. In addition, the analysis identified clusters of industrial land at DuPont-Gray Field, SeaTac-Des Moines, I-405 Corridor, and North-Central Everett, in addition to dispersed industrial lands scattered throughout the region.

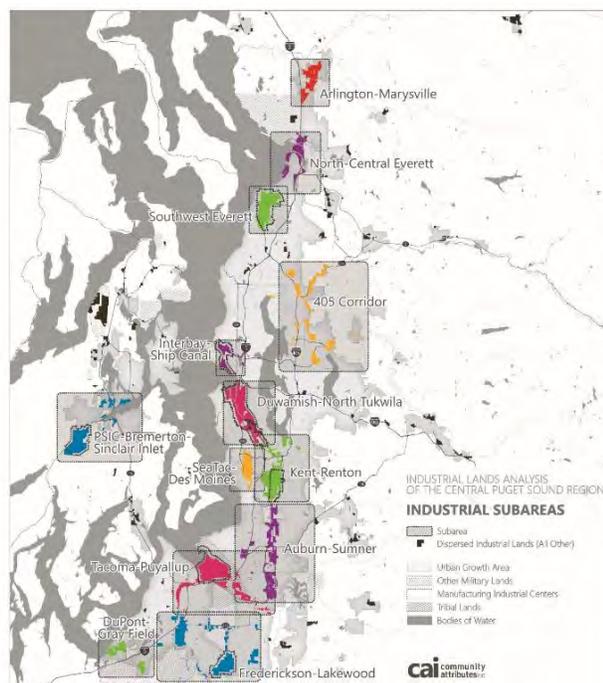
The Industrial Lands Analysis found that economic activity on industrial land is a significant contributor to the region’s prosperity and growth. The analysis underscored the need for industrial land to support intensive manufacturing and industrial activities, and create buffers from housing and other services. PSRC forecasts suggest that industrial jobs on industrial lands will increase by almost 84,000 between 2012 and 2040. The [Industrial Lands Analysis](#) identified demand and capacity for additional industrial activity that varies throughout the region. The report also recommended actions to strengthen industrial lands.

STAKEHOLDER WORKING GROUP PROCESS

The Stakeholder Working Group, composed of staff from jurisdictions around the region, met seven times from June 2016 through January 2017 to discuss the successes and opportunities of regional, subregional and local centers in the central Puget Sound region, lend topical expertise and geographic perspective to the development of alternative frameworks, and recommend implementation actions including timing and phasing of a new framework.

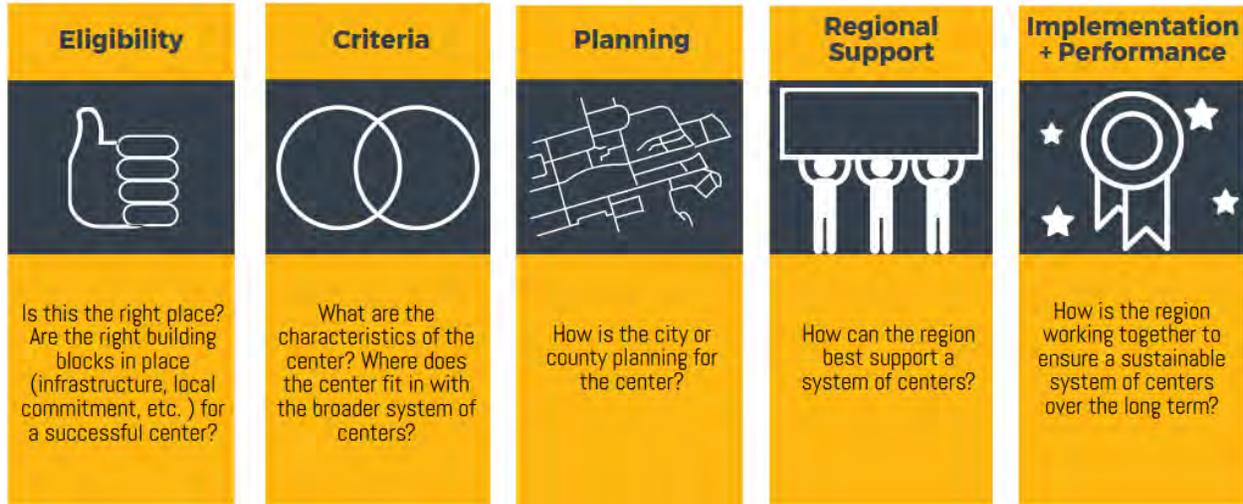
The working group meetings included review of Research phase findings [see Appendix C and D] and panel discussions on transit, manufacturing/industrial centers, market for mixed-use centers, and the role of military facilities. The working group discussed criteria, measures, alternative frameworks, and implementation strategies. The recommendations are outlined in this document.

MAJOR INDUSTRIAL SUBAREAS (2015)





Elements of a Centers Framework



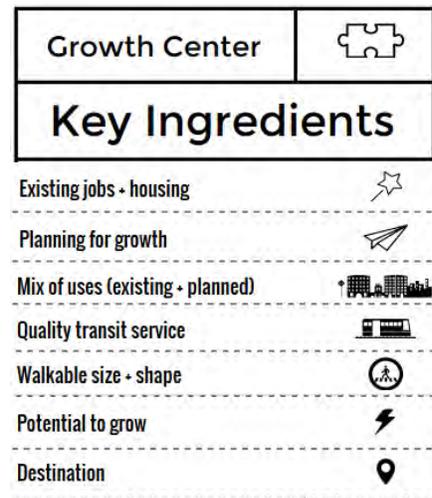
Regional Growth Center Recommendations

The recommendations in this section focus on **key concepts** to guide the framework and criteria, recommend **eligibility criteria**, propose two alternatives for a **tiered framework**, and recommend an **alternative** for board consideration.

REGIONAL GROWTH CENTER KEY CONCEPTS

The Stakeholder Working Group identified several key points of agreement to shape development of the alternatives and other recommendations. The centers framework should:

- o Acknowledge regional and county role, particularly the role of metropolitan city centers.
- o Evaluate centers by standardized criteria.
- o Connect centers to other centers by transit, and robust access to transit should be provided throughout the center. Transit modes available in the center is important, in conjunction with evaluating overall quality of transit service.
- o Evaluate market potential and growth trends during the designation process.
- o Encourage appropriately-sized centers to spur compact, transit-oriented development. The rationale for center size and shape should be evaluated during the designation process.



- o Focus on mixed-use areas where people live and where people from a wide area can work, shop, and find entertainment, education and cultural activities.
- o Emphasize inclusive, equitable development.
- o Focus on identifying regional and county-scale centers that meet the intent of VISION 2040. Many types of centers and central places should be encouraged across the region, but not all should be formally designated by the region or the county.

GROWTH CENTER MINIMUM

ELIGIBILITY

Minimum eligibility requirements ensure consistency in centers designation and ensure that new regional growth centers meet the intent of VISION 2040 while allowing for flexibility. The designation procedures should be updated to reflect the following eligibility criteria:

VISION 2040

GOAL: The region will direct growth and development to a limited number of designated regional growth centers.

GOAL: Subregional centers, such as those designated through countywide processes or identified locally, 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.

Local Interest and Commitment.

- o Documentation that the center is a local priority, and evidence of sustained commitment over time to local investments in creating a walkable, livable center
- o Resolution adopted by local jurisdiction stating shared commitment to regional and county vision for centers
- o Identified as a candidate regional growth center in local comprehensive plan and in countywide planning policies
- o Completion of a center plan (subarea plan, plan element or functional equivalent that provides detailed planning or analysis to demonstrate viability as a regional center) that meets regional guidance in advance of designation
 - Planning for a mix of uses, including housing and employment
 - Assessment of housing need, including displacement risk, as well documentation of tools, programs, or commitment to provide housing choices affordable to a full range of incomes and strategies to further fair housing

Jurisdiction and Location.

- o Regional growth centers should be located within a city, with few exceptions
 - LINK light rail stations in unincorporated urban areas may be eligible for center designation at any scale, provided they are affiliated for annexation or planned for incorporation.
 - Other unincorporated urban areas may be eligible for countywide tier, provided they are affiliated for annexation or planned for incorporation.
- o Documented environmental review that demonstrates center area is appropriate for dense development, noting any floodplains or other critical areas

- Application for centers designation is at the discretion of the local jurisdiction, though locations planning for mixed-use development around LINK light rail station areas are particularly encouraged to consider designation to support regional growth and mobility objectives.

Existing Conditions.

- Existing infrastructure and utilities sufficient to support new center growth. Where the city or county is not the utility provider, documented coordination with utilities to support center growth
- A mix of both existing housing and employment
- Justification of size and shape (recommend centers to be nodal with a generally round or square shape)
- Pedestrian infrastructure and amenities, and a street pattern that supports walkability

REGIONAL GROWTH CENTER TIER ALTERNATIVES

Regional Growth Center Alternative A

This **2 tier regional growth center alternative** would differentiate centers based on **role, activity, size, and transit service**.

The Details

Checklist (centers must meet all criteria)

REGIONAL TIER 1	Criteria
<p>These centers have a primary regional role – they have dense existing jobs and housing, high-quality transit service, and are planning for significant growth. They are expected to accommodate significant growth over the long-term and will continue to serve as major transit hubs for the region.</p>	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 7-8 ✓ REGIONAL TIER 1 center must meet the following criteria:
	<ul style="list-style-type: none"> <input type="checkbox"/> Existing activity: 30 au/ac minimum <input type="checkbox"/> Planned target: 85 au/ac minimum <input type="checkbox"/> Minimum 320 acres - 640 acres maximum (unless served by an internal, high capacity transit system) <input type="checkbox"/> Existing or planned light rail, commuter rail, ferry, or other high capacity transit with the same service quality as light rail. Service quality is defined as either frequent (< 15-minute headways) and all-day (operates at least 18 hours per day on weekdays) –or- high capacity (e.g., ferry, commuter rail, regional bus, Bus Rapid Transit). Evidence the area serves as major transit hub and has high quality/high capacity existing or planned service. <input type="checkbox"/> Evidence of future market potential to support planning target <input type="checkbox"/> Evidence of REGIONAL role: <ul style="list-style-type: none"> <input type="checkbox"/> Clear <i>regional</i> role for center (for example, city center of metropolitan cities, other large and fast growing centers; important regional destination) <input type="checkbox"/> Jurisdiction is planning to accommodate significant residential and employment growth under Regional Growth Strategy
REGIONAL TIER 2	Criteria
<p>These centers have an important county or regional role – they have dense existing jobs and housing, high-quality transit service, and are planning for significant growth. They are expected to accommodate significant growth over the long-term. These centers may represent areas where major investments – such as high-capacity transit – offer new opportunities for growth.</p>	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 7-8 ✓ REGIONAL TIER 2 center must meet the following criteria:
	<ul style="list-style-type: none"> <input type="checkbox"/> Existing activity: 18 au/ac minimum <input type="checkbox"/> Planned target: 45 au/ac minimum <input type="checkbox"/> Minimum 200 acres - 640 acres maximum (unless served by an internal, high capacity transit system) <input type="checkbox"/> Transit service, including existing or planned fixed route bus, regional bus, Bus Rapid Transit (BRT), or other frequent and all-day bus service. May substitute high-capacity transit mode for fixed route bus. Service quality is defined as either frequent (< 15-minute headways) and all-day (operates at least 18 hours per day on weekdays) –or- high capacity <input type="checkbox"/> Evidence of future market potential to support planning target <input type="checkbox"/> Evidence of COUNTY role <ul style="list-style-type: none"> <input type="checkbox"/> Clear <i>county</i> role for center (serves as important destination for the county) <input type="checkbox"/> Jurisdiction is planning to accommodate significant residential and employment growth under Regional Growth Strategy

Regional Growth Center Alternative B

This **3 tier regional growth center alternative** would differentiate centers based on **levels of transit service**, with tiers further defined by **activity, role, planning, and market potential**.

The Details

	Criteria
	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 7-8
	<p>Menu of minimum criteria</p> <p>REQUIRED:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Existing or planned light rail transit, commuter rail, streetcar, ferry, Bus Rapid Transit, or similar type of high capacity transit service. Evidence the area serves as major transit hub and has either high quality existing or planned service <input type="checkbox"/> Minimum size of 200 acres to 640 acres maximum (unless served by an internal, high capacity transit system)
<p>REGIONAL TIER 1</p> <p>These centers are served by high-capacity transit, serve an important regional role, have a high density of existing activity and are planning for significant growth.</p>	
<p>REGIONAL TIER 2</p> <p>These centers are served or planning to be served by high-capacity transit, provide both housing and jobs, and are planning for growth. These centers may represent areas where major investments – such as high-capacity transit – offer new opportunities for growth.</p>	<p>ADDITIONAL POINTS:</p> <p>Existing activity:</p> <ul style="list-style-type: none"> <input type="checkbox"/> 18 au/ac minimum (2 points) OR <input type="checkbox"/> 30 au/ac minimum (5 points) <p>Planned Target:</p> <ul style="list-style-type: none"> <input type="checkbox"/> 45 au/ac minimum (2 points) OR <input type="checkbox"/> 85 au/ac minimum (5 points) <p>Regional or Subregional Role:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Center is a county or regional destination (1 point) OR <input type="checkbox"/> Center is the central business district of a Metro City (3 points) <p>Market potential:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Complete market study demonstrating market potential (1 point) <input type="checkbox"/> Recent growth of at least 5% over the last five years (1 point) <p>Actions to support development in the center</p> <ul style="list-style-type: none"> <input type="checkbox"/> Planned Action EIS (1 point)
<p>REGIONAL TIER 3</p> <p>These centers are served by local or express bus transit and serve important community roles as transit hubs and locations for good and services. These centers may have more modest existing activity or growth potential than those centers served by high-capacity transit but are planning for growth that integrates local and express bus service.</p>	<p>Center Tier Requirements:</p> <p>REGIONAL TIER 1 CENTERS must meet transit threshold, plus at least [9] additional points.</p> <p>REGIONAL TIER 2 CENTERS must meet transit threshold, plus at least [6] additional points.</p> <p>REGIONAL TIER 3 CENTERS must have local or express bus service, existing activity density of 10 activity units per acre, plus at least [3] additional points</p>

REGIONAL GROWTH CENTER PREFERRED ALTERNATIVE

A slight majority of Stakeholder Working Group members [9 members] preferred Alternative A. The rationale to support Alternative A included that it:

- Provides a checklist with a consistent set of requirements for designation.
- Considers regional role and function in the designation process.
- Offers a simpler structure with only two regional tiers.
- Uses features of the existing designation process (required checklist, existing minimum regional density and planning thresholds).
- Creates a tier with higher expectations than the current standards.

Other Stakeholder Working Group members [7 members] preferred Alternative B. The rationale to support Alternative B included that it:

- Provides a menu of optional requirements with more flexibility for local governments.
- Offers more options to designate centers with three tiers.
- Focuses on transit mode and service as a base-level criterion, taking a new approach to centers and leveraging transit investment.
- Develops new minimum density thresholds and provides more options to designate new and existing regional centers.
- Incentivizes supportive planning, like a planned action Environmental Impact Statement, in centers.

Two stakeholder working group members did not have a preference between the two alternatives.

Countywide Centers

What Would This Approach Achieve?

The COUNTYWIDE center criteria would establish a consistent definition of smaller, transit-served centers within each county. Designation of these centers would be delegated to a countywide process using consistent regional standards.

The checklist below represents **minimum** criteria for each county. Depending on county circumstance and priorities, countywide planning policies may include other numeric criteria (such as planning requirements) or additional standards within this overall framework.

The Details

Center Function	Criteria
<p>These centers serve important roles as places for concentrating jobs, housing, shopping, and recreational opportunities. These are often smaller downtowns or neighborhood centers that provide a mix of housing and services and serve as focal points for local and county investment and are linked to local transit. These centers would be a priority for countywide investment.</p>	<p>Demonstration that the center is a local planning and investment priority:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Identified as a county center in a local comprehensive plan; subarea plan recommended <input type="checkbox"/> Clear evidence that area is a local priority for investment, such as planning efforts, or infrastructure <p>The center is a location for compact, mixed-use development; including:</p> <ul style="list-style-type: none"> <input type="checkbox"/> A minimum existing activity unit density of 10 activity units/acre <input type="checkbox"/> Zoning that allows a mix of uses, including residential. Capacity for additional growth <p>The center supports multi-modal transportation, including:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Transit service <input type="checkbox"/> Pedestrian infrastructure and amenities <input type="checkbox"/> Street pattern that supports walkability <input type="checkbox"/> Bicycle infrastructure and amenities <input type="checkbox"/> Compact, walkable size of one-quarter mile squared (160 acres), up to half-mile transit walkshed (500 acres)

LOCAL CENTERS AND OTHER TYPES OF CENTERS

Cities and counties have identified a variety of other types of centers. These centers range from neighborhood centers to active crossroads in cities and communities of all sizes. VISION 2040 calls for developing central places in cities and towns, and these centers also support a centers-based approach to development in the region. The Regional Centers Framework Update process does not envision a regional or county designation for all types of mixed-use centers. The tiers and designation criteria outlined in this report may provide a path to regional or county designation for locations that continue to grow and change over time.

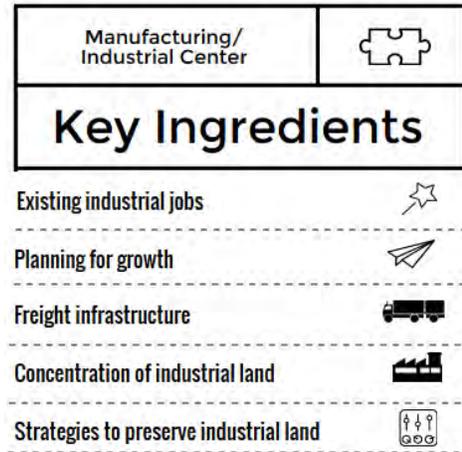
Manufacturing/Industrial Center Recommendations

The recommendations in this section focus on **key concepts** to guide the framework and criteria, recommend **eligibility criteria**, propose three alternatives for a **tiered framework**, and **recommend an alternative** for board consideration.

MANUFACTURING/INDUSTRIAL CENTER KEY CONCEPTS

The Stakeholder Working Group identified several key points of agreement to shape development of the alternatives and other recommendations. The centers framework should:

- o Recognize strategically-located concentrations of industrial activity as essential resources for the regional economy.
- o Protect and leverage critical and difficult-to-replace freight infrastructure (ports, airport, freight network).
- o Preserve industrial land base for the long-term.
- o Identify the important regional role of each center, factoring in commute area, distribution of goods and services to region, and type of activities in the center.
- o Use a minimum threshold for infrastructure.
- o Differentiate centers based on jobs, land use, infrastructure, and economic impact.
- o Support family wage/living wage jobs.
- o Focus on access and transportation demand management strategies for commuter-focused transportation measures, rather than transit exclusively. The land use pattern and commute trip times to/from many MICs may be inconsistent with a high degree of transit usage.
- o Emphasize the importance of freight movement.
- o Preserve the region’s supply of industrial land, though regional and county designation should focus on a limited set of centers.



MANUFACTURING/INDUSTRIAL CENTER MINIMUM ELIGIBILITY

Minimum eligibility requirements ensure consistency in centers

designation and that new manufacturing/industrial centers meet the intent of VISION 2040.

Local Interest and Commitment.

- o Documentation that the center is a local priority and evidence of sustained commitment over time to local investments in infrastructure, transportation, or other needs
- o Documented commitment to protecting and preserving industrial uses for the long term in the proposed center

VISION 2040

GOAL: The region will continue to maintain and support viable manufacturing/industrial centers to accommodate manufacturing, industrial, or advanced technology uses.

Manufacturing/industrial centers:

- o include intense manufacturing and industrial employment.
- o provide large spaces for goods assembly and outdoor storage.
- o have concentrated manufacturing and industrial land uses.
- o are served by major regional transportation infrastructure, including rail, highways, and port facilities.
- o discourage housing, retail, and non-related office uses.

- Sponsor jurisdiction must have established partnerships with relevant parties to ensure success of manufacturing/industrial center, including the local county, business community and ports (if present)—may also include military partners and other major landowners, if applicable.
- Resolution adopted by local jurisdiction stating shared commitment to regional and county vision for centers
- Identified as candidate regional manufacturing/industrial center in local comprehensive plan and in countywide planning policies
- Completion of a center plan (subarea plan, plan element or functional equivalent that provides detailed planning or analysis to demonstrate viability as a regional center) that meets regional guidance in advance of designation
 - Sponsor jurisdiction has put in place incentives to encourage industrial or manufacturing uses in the center, and/or adjacent jurisdictions have put in place disincentives for industrial and manufacturing uses outside of the center that might otherwise compete with the center

Jurisdiction and Location

- Manufacturing/industrial centers should be located within a city with few exceptions
- Documented environmental review that demonstrates center area is appropriate for development, noting any floodplains or other critical areas

Existing Conditions

- Infrastructure and utilities to support growth—including utilities and transportation investments (road, rail, airports, or seaports). Where the city or county is not the utility provider, documented coordination with utilities to support center growth
- Access to relevant transportation infrastructure, possibly including freight road corridors, airports, marine facilities, rail corridors, and intermodal connectors
- Documentation of economic impact
- Justification of size and shape of manufacturing/industrial center

MANUFACTURING/INDUSTRIAL CENTER TIER ALTERNATIVES

Manufacturing/Industrial Center Alternative A

This **2 tier regional manufacturing/industrial center alternative** would differentiate centers based on long-term role and preservation of future MIC-related development. Tiers are further defined by **employment, land area, mobility characteristics**, and other **strategies** that support manufacturing/industrial center development. This alternative also proposes a **county-scale** designation of manufacturing/industrial centers to promote retention of industrial jobs and land for the long-term. Designation of these centers would be delegated to a county-level process using consistent regional standards.

The Details

REGIONAL TIER 1	Criteria
<p>These centers have the highest concentration of manufacturing and industrial employment in the region.</p>	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 13-14 <p>REGIONAL MIC must meet the following criteria:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Existing jobs: 20,000 jobs minimum <input type="checkbox"/> Planning target: 50,000 jobs minimum <input type="checkbox"/> At least 75% of land area zoned for core industrial uses <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses <input type="checkbox"/> At least 50% of existing jobs are industrial or manufacturing in nature <input type="checkbox"/> Defined TDM strategies for the MIC and planning for transit where the surrounding land uses support it <input type="checkbox"/> Presence of irreplaceable industrial infrastructure¹
REGIONAL TIER 2	Criteria
<p>These centers have active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role.</p>	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 13-14 <p>MIC must meet the following criteria:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Existing jobs: 10,000 jobs minimum <input type="checkbox"/> Planned target: 20,000 jobs minimum <input type="checkbox"/> At least 75% of land area zoned for core industrial uses <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses <input type="checkbox"/> At least 50% of existing jobs are industrial or manufacturing in nature <input type="checkbox"/> Defined TDM strategies for the MIC and planning for transit where the surrounding land uses support it <input type="checkbox"/> Presence of irreplaceable industrial infrastructure
COUNTY MIC	Criteria
<p>These centers have an important county role, represent concentrations of industrial land or jobs, and demonstrate evidence of long-term demand. Designation of these centers would be delegated to a county-level process using consistent regional standards.</p>	<p>The checklist below represents minimum criteria for each county. Depending on county circumstance and priorities, countywide planning policies may include other numeric criteria or additional standards within this overall framework.</p> <p>Demonstration that the center is a local planning and investment priority:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Identified as a county center in a local comprehensive plan; subarea plan recommended <input type="checkbox"/> Clear evidence that area is a local priority for investment, such as planning efforts, or infrastructure <p>The center is supporting manufacturing/industrial center jobs and land uses</p> <ul style="list-style-type: none"> <input type="checkbox"/> At least 75% of land area zoned for core industrial uses <input type="checkbox"/> Minimum of 7,000 existing jobs OR minimum 2,000 acres core industrial land <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses <input type="checkbox"/> Defined TDM strategies for the MIC <input type="checkbox"/> Presence of key industrial infrastructure <input type="checkbox"/> Capacity for future growth

¹ Defined as industrial-related infrastructure that would be irreplaceable elsewhere, such as working maritime port facilities, air and rail freight facilities.

Manufacturing/Industrial Center Alternative B 1

This **2 tier regional manufacturing/industrial center alternative** would differentiate centers based on long-term role and preservation of future MIC-related development. Tiers are further defined by **employment, land area,** and other **strategies** that support manufacturing/industrial center development.

The Details	
REGIONAL TIER 1	Criteria
<p>These centers are highly active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role.</p>	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 13-14 <p>MIC must meet the following criteria:</p> <hr/> <ul style="list-style-type: none"> <input type="checkbox"/> Clear regional role for center (for example, major industrial employment center or important regional asset) <input type="checkbox"/> Existing jobs: 10,000 minimum <input type="checkbox"/> Planning target: 20,000 minimum <input type="checkbox"/> Access to transit service or defined TDM strategies for the MIC <input type="checkbox"/> Presence of irreplaceable industrial infrastructure <input type="checkbox"/> At least 75% of land area zoned for core industrial uses <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses
	REGIONAL TIER 2
<p>These centers have significant potential for future growth. These manufacturing/industrial centers have large concentrations of industrial land and jobs, evidence of long-term potential, and serve an important county role.</p>	<ul style="list-style-type: none"> ✓ Center must meet all ELIGIBILITY requirements on p. 13-14 <p>MIC must meet the following criteria:</p> <hr/> <ul style="list-style-type: none"> <input type="checkbox"/> Clear county role for center (serve as important industrial employment center for the county) <input type="checkbox"/> At least 75% of land area zoned for core industrial uses <input type="checkbox"/> Evidence of future market potential <input type="checkbox"/> Capacity for future growth <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses <input type="checkbox"/> Presence of key industrial infrastructure <input type="checkbox"/> Minimum 2,000 acres

Manufacturing/Industrial Center Alternative B2

This **regional manufacturing/industrial center alternative** includes one regional tier based on two types of regionally-important industrial areas based on concentration of jobs or areas with regional importance for long-term preservation of future MIC-related development. The two types of regional industrial areas are further defined by **employment, land area**, and other **strategies** that support manufacturing/industrial center development.

Both REGIONAL EMPLOYMENT CENTER and REGIONAL INDUSTRIAL LANDS are recognized as equivalent Regional Manufacturing/Industrial Centers

The Details	
REGIONAL EMPLOYMENT CENTER	REGIONAL INDUSTRIAL LANDS
<p>These centers are highly active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role.</p>	<p>These regional clusters of industrial lands have significant value to the region and potential for future job growth. These large areas of industrial land serve the region with international employers, have industrial infrastructure, concentrations of industrial jobs, and evidence of long-term potential.</p>
<p>✓ Center must meet all ELIGIBILITY requirements on p. 13-14 MIC must meet the following criteria:</p>	
<ul style="list-style-type: none"> <input type="checkbox"/> Clear regional role for center (for example, major industrial employment center, major industrial user, part of global freight infrastructure, or significant component of region's industrial land supply) <input type="checkbox"/> Existing jobs: 10,000 minimum <input type="checkbox"/> Planning target: 20,000 minimum <input type="checkbox"/> Access to transit service or defined TDM strategies for the MIC <input type="checkbox"/> Presence of irreplaceable industrial infrastructure <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses <input type="checkbox"/> At least 75% of land area zoned for core industrial uses 	<ul style="list-style-type: none"> <input type="checkbox"/> Clear regional role for center (for example, major industrial employment center, major industrial user, part of global freight infrastructure, significant component of region's industrial land supply) <input type="checkbox"/> Minimum 2,000 acres <input type="checkbox"/> Evidence of future market potential <input type="checkbox"/> Capacity and planning for future growth <input type="checkbox"/> Industrial retention strategies in place to preserve industrial uses <input type="checkbox"/> Presence of key industrial infrastructure <input type="checkbox"/> At least 75% of land area zoned for core industrial uses

MANUFACTURING/INDUSTRIAL CENTER PREFERRED ALTERNATIVE

A majority of Stakeholder Working Group members preferred a version of Alternative B, though the working group had a split vote on the manufacturing/industrial center alternatives.

Four Stakeholder Working Group members preferred Alternative A. The rationale to support Alternative A included that it:

- o Uses features of the existing designation process (checklist approach, existing minimum employment and planning thresholds).
- o Provides two regional tiers that focus on existing employment at different scales, with a tier with higher expectations than the current standards.
- o Provides options for designating new centers by establishing guidelines for a countywide tier.

Five Stakeholder Working Group members preferred Alternative B1. The rationale to support Alternative B1 included that it:

- Provides two regional tiers that focus on recognizing areas with existing employment and industrial centers with significant development potential
- Provides more options to designate existing and new centers by focusing on acres of zoned industrial land and reducing the emphasis on existing employment.

Seven Stakeholder Working Group members preferred Alternative B2. The rationale to support Alternative B2 included that it:

- Uses a non-hierarchical typology to differentiate between types of centers.
- Provides two regional types that recognizes areas with existing employment as well as areas with significant development potential.
- Provides more options to designate existing and new centers by focusing on acres of zoned industrial land and reducing the emphasis on existing employment.

Two Stakeholder Working Group members did not have a preference between the two alternatives.

Military Installations in the Centers Framework

In March 2015, the Executive Board adopted the following position statement related to military bases:

In recognition of their importance in the central Puget Sound region, the Puget Sound Regional Council recognizes military facilities as regionally significant employment areas. PSRC will reflect military facilities in regional planning as follows:

- **Centers** – Consider the role and inclusion of military facilities as part of the tiered centers framework.
- **Data** – Improve coordination and use of data related to military facilities in regional planning work.
- **Regional Economic Strategy** – Continue to include the military employment cluster in updates to the RES (2017), and support military employment in the region through the Washington Military Alliance.
- **Transportation 2040** – Ensure that transportation projects needed to improve access to military facilities are identified and considered in the plan (2018).
- **Maps** – Continue to include military facilities on regional planning maps and in plan elements.
- **PSRC Project Selection** – The project selection task force should consider reflecting military bases as locally defined centers to compete in the county-wide funding competitions for the 2016 project selection process.

The Regional Centers Stakeholder Working Group considered the issue of military installations in the framework.

FINDINGS:

Statewide and regional importance. Military facilities play an important role in the central Puget Sound region's economy. As noted in the Prosperity Partnership's [Regional Economic Strategy: Military Cluster Strategy](#) (2012), Washington State has one of the highest concentrations of military personnel claiming residence, with the majority of personnel located at installations in the central Puget Sound region. Of the eleven military bases in the state, eight are located in the central Puget Sound region. Joint Base Lewis McChord is the second largest employer in Washington and the largest employer in Pierce County. Naval Base Kitsap is the largest employer in Kitsap County. The combined economic output of the region's military installations contributes over \$13 billion to local, regional, and state economies each year.

Context and role. Military installations in the central Puget Sound vary greatly in size, activity, role and urban form—ranging from compact activity clusters such as Navy Base Kitsap Bremerton's 22,000 employees adjacent to the Bremerton regional growth center, to several tens of thousands of acres of strategic open space composing much of Joint-Base Lewis McChord. Some military facilities have a strategic or support role but have a relatively small number of employees. Some facilities are located

within cities, while others are located within urban unincorporated areas or outside the urban growth area.

Centers and relationship to regional growth patterns. Military bases and support facilities serve important employment roles in the region and have influenced regional growth patterns, but they have key differences from regional growth or manufacturing/industrial centers.

- Military facilities are not currently part of the regional growth centers strategy, and population and employment growth is less predictable over the long-term.
- Many military installations are planning for diverse housing choices, compact development, and mix of uses. Unlike centers in VISION 2040, housing opportunities on base are primarily available to military personnel and their families. Military bases offer a variety of civilian employment opportunities and services to military retirees and their families.

Jurisdiction. The military serves important roles in the region, but it does not plan for its facilities under the Growth Management Act or VISION 2040.

- Military installations do not plan under GMA or VISION 2040 and generally do not develop and adopt the kinds of center plans required of local governments under the centers framework.
- Both VISION 2040 and the Growth Management Act include provisions related to incompatible uses near bases.² Multiple jurisdictions have engaged with military facilities to conduct Joint Land Use Studies to address encroachment, compatible land uses, infrastructure and other issues and regularly coordinate planning with military facilities.
- Elective interjurisdictional coordination and policy support for military facilities has been beneficial for all parties to address mutual challenges.

Funding. Large military facilities can generate significant transportation impacts on surrounding jurisdictions.

- In recognition of traffic impacts surrounding Joint Base Lewis-McChord, *Connecting Washington* includes several projects along the I-5 corridor to address access to the base.
- The state and the federal governments are working to identify and ensure improvements to base access.
- PSRC has committed to identifying transportation projects needed to ensure base access are identified and considered in Transportation 2040. While PSRC's regional transportation funds cannot be spent on-base, identifying transportation challenges and improvements can aid further coordination and identify needs for state and federal resources.

RECOMMENDATIONS:

Role and growth. The role of large military facilities with significant concentration of personnel and housing should be addressed in the update of VISION 2040. Some large facilities, like Joint Base Lewis McChord, are of a size and scale consistent with large cities in the region. The VISION 2040 update should more fully consider the role, benefits and impacts of these facilities on the regional economy, growth patterns and infrastructure.

² RCW 36.70A.530

Planning. Military facilities, countywide groups, and cities and counties are encouraged to engage in joint planning with neighboring jurisdictions, especially where military activity is adjacent to centers.

Regional centers. For the purpose of regional centers designation, jurisdictions may count military activity towards center thresholds when the military facility is directly adjacent or surrounded by the center (such as the Naval Base Kitsap-Bremerton Shipyard to the Bremerton regional growth center). Center applications should include a justification of the functional relationship between the military facility and the center. The region recognizes the significance of military bases to the region’s economy. However, because military bases are exempt from local control and have controlled access, military facilities should not be considered for stand-alone regional center status.

Countywide centers. If planning has been completed, military facilities should be eligible to be identified as countywide centers.

Funding. PSRC, countywide groups, and local jurisdictions should continue to work with state and federal partners to secure infrastructure resources, provide support for military installations, and address impacts on surrounding jurisdictions.

Options:

Option A	Text as stated above. Effect: Under limited circumstances, jurisdictions could count military activity towards designation thresholds. Military facilities would not be eligible for regional center designation, but could be designated as countywide centers (consistent with current policy).
Option B	Change “directly adjacent” to “in proximity to, based on documented study of relationship.” Effect: Based on documented study, may allow activity from area military facilities (such as Bangor (Silverdale), JBLM (Lakewood) and Naval Base Everett (Everett)) to be counted towards activity in the closest designated center.
Option C	Change highlighted sentence to: “The region should develop a “Military Center” designation in VISION 2040 to recognize the most significant regional installations (Joint Base Lewis McChord, Naval Base Kitsap (Bremerton and Bangor) and Naval Base Everett” Effect: Develops unique designation for large military facilities.

MILITARY FACILITIES PREFERRED OPTION

A majority of Stakeholder Working Group members [11] preferred Option A, one member preferred Option B, four members preferred Option C, and two members did not have a stated preference.

Implementation Recommendations

This section includes a variety of recommendations for centers planning, strategies for regional support, designation processes and procedures, and additional future work. This section also includes a roadmap for project implementation.

PLANNING

Planning is critical to building and maintaining vibrant centers. The following changes are recommended for the centers planning checklist:

Update planning expectations for regional growth centers. The center plan or functional equivalent should be required *before* regional designation, and the level of planning required should be based on center tiers.

The center plan checklist should be updated to reflect additional planning expectations, including:

- ✓ Affordability, family-size housing, fair housing, displacement, and/or homelessness. Programs and services to meet the housing needs of communities below the area median income, including efforts to address displacement.
- ✓ Specific transportation planning investments, programs, and resources identified.
- ✓ Availability of public services, like K-12 education, to meet needs of households with children.

Update planning expectations for manufacturing/industrial centers. The center plan or functional equivalent should be required *before* regional designation, and the level of planning required should be based on center tiers.

The center plan checklist should be updated to reflect additional planning expectations, including:

- ✓ Expectations around core industrial uses and avoiding commercial, office uses that do not support manufacturing/industrial function, and residential encroachment.
- ✓ Clearly articulated long-term commitment to protect and preserve manufacturing/industrial land uses and businesses in the center.
- ✓ Specific transportation planning investments, programs, and resources identified.

REGIONAL SUPPORT

The centers framework should focus on the broad needs for center development beyond PSRC transportation funding. This may include housing in regional growth centers, economic development, and other capital funds, additional state resources, marketing, and other strategies. Staff should research and identify other potential funding sources or programs. PSRC should collaborate with other agencies and funders to identify additional funding sources to designated centers. PSRC should also explore funding for centers planning and technical assistance.

Strengthen support of centers through regional transportation funds.

- Update Policy Framework for Federal Funds to reflect updated tiers in centers framework.
- Explicitly connect countywide funding priority to county center tier.
- Review and develop policy guidance on types of projects that support development in centers and corridors connecting centers.

PROJECT TIMING + IMPLEMENTATION

Lead	Timeline ³
Puget Sound Regional Council	
Analysis of Designation Status	Fall–Winter 2017/18
Regional centers should not be expected to reapply for center designation under the new framework, but areas where centers may be inconsistent with new eligibility criteria should be identified. Jurisdictions should have the opportunity to provide a response to the draft analysis of designation status. PSRC staff will provide support and technical assistance.	
Update designation procedures for new centers	Fall–Winter 2017/18
Following adoption of a new framework, update the designation procedures for new centers. This work can likely proceed before the update of VISION 2040.	
Adopt administrative procedures for existing centers	Fall–Winter 2017/18
The designation procedures for new centers include several administrative steps that existing centers are not required to follow (review of major center boundary changes, etc.). Adopt administrative procedures for existing centers to ensure consistent standards for all regional centers. This work can proceed before the VISION 2040 update.	
Update Policy Framework for Federal Funds	Early actions in 2017, update in 2019
Update the policy framework for federal funds to be consistent with the updated centers framework. Some changes could proceed before the VISION 2040 update. Improved documentation of county-level centers should proceed for the 2018 funding round, while a comprehensive update to reflect revised centers framework could take place in 2019.	
Update center designations in VISION 2040 + Transportation 2040	2020 (VISION 2040 update)
Update center designations as part of the broader VISION 2040 and Transportation 2040 updates. Ensure the plans are consistent with the updated centers framework and support the implementation of the framework.	
Review and certify center plans and countywide planning policies	2019, ongoing as adopted
Work with countywide groups and review updated countywide planning policies for certification. Complete certification review of regional center plans.	
Countywide Groups	
Review and update countywide planning policies	By Spring 2018
Update countywide planning policies to reflect revised center thresholds, criteria, and process for consistency with regional framework.	
Designate countywide centers under the revised framework	By Spring 2019, ongoing
Proceed with reviewing and designating countywide centers consistent with the adopted criteria and procedures.	
Local Governments with Designated Regional Centers	
	Prior to update of VISION 2040
Address any identified gaps in designation status. Local jurisdictions should have the opportunity to update local policies to align with the regional framework prior to final action in 2020.	

³ Assumes approval of new framework by Summer 2017.

REDESIGNATION OF EXISTING CENTERS

Members of the Stakeholder Working Group recognized the work and investment many communities have made supporting existing centers, while acknowledging the need to maintain consistent standards for regional centers. Some existing designated centers do not meet the minimum current criteria and may not meet the regional designation criteria proposed in some of the alternatives. The working group discussed providing a path for those existing centers that are making progress, growing and where there has been a strong local commitment.

The Stakeholder Working Group recommended:

- A grace period should be allowed for existing centers to come into compliance with the new criteria.
- The first evaluation of existing centers should occur in 2018-2020 as part of the VISION update. Cities and counties should work with PSRC to identify the applicable center types and whether all of the criteria are already met or could be met during a grace period.
- The board should use discretion in evaluating existing centers to consider when centers are very close to the existing conditions criteria, to account from economic recessions, progress and growth, local investments or the lack of investments, and regional importance of a particular area (especially related to industrial infrastructure).
- Criteria related to physical improvements should be included in center plans, but may need to be addressed over the long-term, such as developing a complete walkable street network.
- Cities and counties should have some form of center plan (subarea plan or similar) already in place by the time of the VISION update, recognizing that the adopted plan may not be fully consistent with the new criteria. At the latest, cities and counties would be required to meet the full planning requirements for regional centers by the GMA deadline (2023/24).

DESIGNATION PROCESS AND PROCEDURES

When designating new regional centers, the PSRC boards should consider:

- **Geographic distribution of centers.** The boards should consider distribution of centers throughout the region and consider whether new center locations would be advantageous for overall regional growth objectives. Centers should be distributed in rational places, consistent with the regional vision, and in areas that do not place additional development pressure on rural and resource lands.
- Informed by additional analysis, the boards should also consider the **overall number of centers in the region.**

Complete additional review and monitoring on number and distribution of centers. VISION 2040 calls for a limited set of designated regional growth centers. Designation of new centers has raised questions about geographic distribution, competition for market share, and allocation of limited regional resources. Additional review is needed to understand the issue and inform guidelines on the number of centers. In the centers framework, PSRC and countywide planning groups should consider guidelines to manage the number and distribution of centers, factoring in projected growth, jurisdictional size, and location within the county.

Limit centers application window. Regional centers play an important part in establishing regional priorities and assigning growth. Application and review of new regional centers should be limited to

major plan updates of VISION 2040 and every five years, following the results of performance monitoring. County center designations should be processed every two years, or by an established timeframe set by the countywide planning body.

Update activity thresholds over time to account for changes in density and overall regional growth.

The centers are intended to grow over time and achieve targeted activity levels. Designation thresholds should be updated to recognize growth in both the region as a whole and the regional centers. To maintain a robust centers system, thresholds should be updated when the regional plan (VISION 2040) is updated to account for overall growth in centers over time. Center designations should remain relatively stable over the long term, but should allow centers to grow into new tiers when they have achieved higher levels of activity or other criteria.

PERFORMANCE MEASURES

In the VISION 2040 update, PSRC should consider performance measures for centers as a whole to evaluate success of the overall framework. Metrics could include overall growth goals or mode split goals for centers, level of local or regional investment, or other measures as appropriate, such as housing affordability, mix of uses, and health and equity.

PSRC should continue to conduct ongoing monitoring of performance measures for individual centers.

This could include progress towards growth targets and mode split goals, tracking implementation actions, or tracking other measures consistent with the designation requirements.

- PSRC should publish a centers performance monitoring summary every five years in order to stay on top of regional trends in centers development.
- PSRC should review centers for performance as part of the monitoring review and prior to regional plan update years, and consider possible changes or reclassification if the local jurisdiction is not taking steps to plan and support growth in center to meet targets or goals.

Future Research

This project has raised a number of questions, and the Stakeholder Working Group recommends additional review, research, and discussion on several items.

Centers on tribal land. The project scope of work asks how the region should address central places on tribal lands. Additional review and consultation with tribes is recommended in order to address this issue.

Economic measures for manufacturing/industrial centers. Given their important role in the regional economy, PSRC should perform additional research on economic impact measures for manufacturing/industrial centers (e.g. revenue generators, export value).

Policy Discussions to Highlight

The Stakeholder Working Group flagged some policy topics and unresolved questions that may warrant additional discussion by the board during its review.

Equity and social justice. Working group members and external comments raised several questions about how well the centers framework advances equity and social justice. Please see [Equity and Access to Opportunity in the Regional Centers Framework](#) for more information.

Distribution + number of centers. Designation of new centers has raised questions about geographic distribution, competition for market share, and allocation of limited regional resources. Additional review is recommended to understand the issue and inform guidelines on the number of centers.

Planning and funding implications of tiers. The stakeholder report does not delve into specific recommendations on how the tiers could be reflected in VISION 2040 growth allocations or the funding framework. Additional discussion and direction from the board is recommended.

Designating centers in urban unincorporated areas. Some existing centers are located in urban unincorporated areas, and some future high-capacity transit stations may be in unincorporated urban areas. The working group recommends some additional discussion on this topic.

Terminology. The Stakeholder Working Group recommended developing descriptive and inclusive naming conventions for each center type or tier. The working group recommends some additional discussion on this topic.

Criteria – technical details. These include:

- Minimum employment threshold (if any) for manufacturing/industrial centers
- Maximum size of regional centers
- Minimum transit span of service in regional growth centers (16 or 18 hours per day)

City of Lakewood



Regional Planning Organization Options

Prepared by: BERK Consulting

May 22, 2017

Lakewood's elected and appointed officials and City staff wish to acknowledge the numerous individuals who participated and contributed their valuable assistance in the preparation and production of this document.

CONSULTANT TEAM

BERK Consulting

LAKEWOOD CITY COUNCIL (2017)

Don Anderson, Mayor
Jason Whalen, Deputy Mayor
John Simpson, Councilmember
Michael Brandstetter, Councilmember
Mary Moss, Councilmember
Marie Barth, Councilmember
Paul Bocchi, Councilmember

CITY OF LAKEWOOD

John Caulfield, City Manager

Community Development Department

M. David Bugher, Assistant City Manager/ Community and Economic Development Director
Courtney Casady, Assistant to the City Manager

Regional Planning Organization Options

White Paper | May 8, 2017

Executive Summary.....	1
Background	3
Examples.....	20
Regional Governance Alternatives	23
Appendix. Supplemental Information – Population and Statutory Items.....	27

Executive Summary

PURPOSE

For the City of Lakewood’s consideration, BERK Consulting has prepared this White Paper that explores the creation of Metropolitan Planning Organizations (MPOs) under federal laws and Regional Transportation Planning Organizations (RTPOs) under state laws. The benefits and disadvantages of creating a county-specific MPO and RTPO are qualitatively described in comparison with participation in the multi-county Puget Sound Regional Council (PSRC). An alternative to creating a new agency is to form alliances and create changes in PSRC bylaws, regional plans, and budgets.

Accordingly, this White Paper includes the following sections:

- Background, including applicable laws, PSRC’s regional governance structure, authorities, and evolving role
- Case studies of other Washington counties that have a single county RTPO and MPO
- Options for regional governance, including their benefits and disadvantages

FORMATION OF PLANNING ORGANIZATIONS

Regional transportation and growth planning occurs under both federal and state laws.¹

¹ Washington State Department of Transportation. 2017. Regional Transportation Planning. Available: <http://www.wsdot.wa.gov/planning/Regional/Default.htm>. Accessed: March 13, 2017.

- Under federal transportation laws, an MPO covers an urbanized area and receives federal funding in support of its planning efforts.
- The Washington State Growth Management Act (GMA) created RTPOs, which address both urban and rural areas at no less than a county scale. RTPOs receive state funding in support of their planning efforts.

As noted by the Washington State Department of Transportation, “MPOs and RTPOs serve the same basic transportation planning functions – develop a long-range plan, coordinate transportation planning within a region, and prepare a transportation improvement program.”

PSRC AUTHORITIES AND VISION 2040 UPDATE OPPORTUNITY

PSRC has authority under federal and state laws to serve as an MPO and RTPO and create transportation plans and programs as well as certify local plans as consistent with regional transportation plans to help assure federal and state funds are advancing a coordinated system.

PSRC was granted other authority in the four-county interlocal agreement in 1993 including preparing a regional growth management strategy that “shall be based on and developed from local comprehensive planning and address only regional issues including transportation, open space, air and water quality, economic development and regional facilities.” This statement and the mission of PSRC reflect a bottom up approach of developing a regional plan based on local plans. Notably, the description of the strategy does not mention growth targets, land use, or housing.

Additional roles and responsibilities have come with making the regional growth strategy (RGS) include state-required multicounty planning policies, expanding the scope of Vision 2040 to include topics not listed in the Interlocal Agreement, and putting in place a more rigorous certification review in 2015.

In the 24-year history of PSRC since the Interlocal Agreement was put in place, there has been an expanding suite of responsibilities beyond the original PSRC mission and duties to serve as an MPO/RTPO developing transportation plan and developing a growth management plan that is based on local plans. These duties have been authorized sequentially by either the General Assembly or Executive Board through Vision 2040 adoption and associated implementation strategy adoption, rather than revisiting PSRC’s mission and duties.

The gap in time between the 2008 Vision 2040 adoption and local plan certification in 2015 means that some jurisdictions recently realized that Vision 2040 has become a higher standard than the requirements of the GMA. It is not clear that the approximately 80 cities and counties understood this policy shift from core duties and deference to local plans to having the RGS effectively control local plans. About 25 percent of the PSRC member communities received conditional certification, which may be an indication of this misunderstanding.

The Vision 2040 update is planned to start in 2017 and extend to 2020. It represents an opportunity to reexamine the scope of Vision 2040 in relation to the PSRC mission and authorities and determine the weight and role of Vision 2040 in local planning. Further, while delegation of implementation measures to the Executive Board is appropriate, delegated responsibilities should be examined for whether they would effectively result in new policies or interpretations. The update should clarify which policies are the minimum for local governments and which are optional; there could be incentives for implementing optional policies.

REGIONAL GOVERNANCE ALTERNATIVES

Based on the Comprehensive Plan Update certification process, as well as through a pending Centers framework update, Lakewood and other communities have expressed concerns about whether PSRC as a multi-county agency serving over 80 jurisdictions can appropriately balance a “bottom up” approach to planning consistent with the GMA and a “top down” approach that provides a collective vision to guide transportation funding and other resources.

To address regional governance concerns, two alternatives are considered in this White Paper: 1) increasing participation, forming alliances, and seeking amendments to PSRC bylaws and plans or 2) forming a county-specific agency. The two alternatives are qualitatively compared using the criteria of autonomy, collective voice, and resources.

Increasing participation and forming alliances could be a first phase alternative to improve local county outcomes within the current arrangement, maintaining Pierce County’s participation in the PSRC as a regional body that maximizes a collective regional voice at the state and federal level. Regarding greater participation at PSRC, this could involve the City of Lakewood, Pierce County, and other cities in the county becoming their own advocates, promoting elected official appointments to some of the standing boards, and encouraging staff to participate in ad-hoc bodies. PSRC could also identify an ombudsman for each county to improve communication.

An alternative to participating in PSRC is to form a county-specific RTP and associated MPO. Because Pierce County, Tacoma as the center city, and 60 percent of cities (~14 in addition to Tacoma) would be needed to form such an agency, this alternative would require extensive effort to assemble a critical mass of support. Given the need to further determine costs and benefits, and multi-year effort to develop agreements with many local cities and Pierce County, forming a county-specific agency could be a long-term or fallback strategy. The preference in federal laws and rules for consolidation of MPOs should also be considered.

Background

APPLICABLE LAWS AND DEFINITIONS

Regional transportation and growth planning occurs under both federal and state laws.²

- Under federal transportation laws, an MPO covers an urbanized area and receives federal funding in support of its planning efforts.
- The Washington State Growth Management Act (GMA) created RTPs, which address both urban and rural areas at no less than a county scale. RTPs receive state funding in support of their planning efforts.

² Washington State Department of Transportation. 2017. Regional Transportation Planning. Available: <http://www.wsdot.wa.gov/planning/Regional/Default.htm>. Accessed: March 13, 2017.

As noted by the Washington State Department of Transportation, "MPOs and RTPOs serve the same basic transportation planning functions – develop a long-range plan, coordinate transportation planning within a region, and prepare a transportation improvement program."²

Metropolitan Planning Organizations (MPOs) under Federal Laws

MPOs were first authorized through the Federal-Aid Highway Act of 1962, which required a continuing, comprehensive, and cooperative planning process in urbanized areas of 50,000 or more population as a condition of receiving federal transportation funds.³

The MPO must meet the following detailed population requirements:

Designations of metropolitan planning organizations (MPOs) made after December 18, 1991, shall be by agreement among the Governor(s) and units of general purpose local governments representing 75 percent of the affected metropolitan population (including the central city or cities as defined by the Bureau of the Census), or in accordance with procedures established by applicable State or local law. (see Section CFR 450.306 in the Appendix)

MPOs are governed by a committee or board that includes: local elected officials, officials of public agencies that administer or operate transportation facilities, and state officials. Sometimes there are non-voting members as well. Designation of officials and representatives must be in accordance with local bylaws or enabling statutes. A typical MPO structure is illustrated in Exhibit 1.

MPOs coordinate with the State of Washington Department of Transportation (WSDOT) to prepare multimodal plans and the MPO plans become part of State transportation plans. Planning products required of MPOs include:

- A **Unified Planning Work Program (UPWP)** addresses a one or two-year fiscal year period and provides a statement of work for planning priorities and activities within an MPO, including planning work descriptions, schedules, responsibilities, costs, and sources of funds.⁴ To be eligible for federal planning funds, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must approve the MPO's UPWP. ⁵

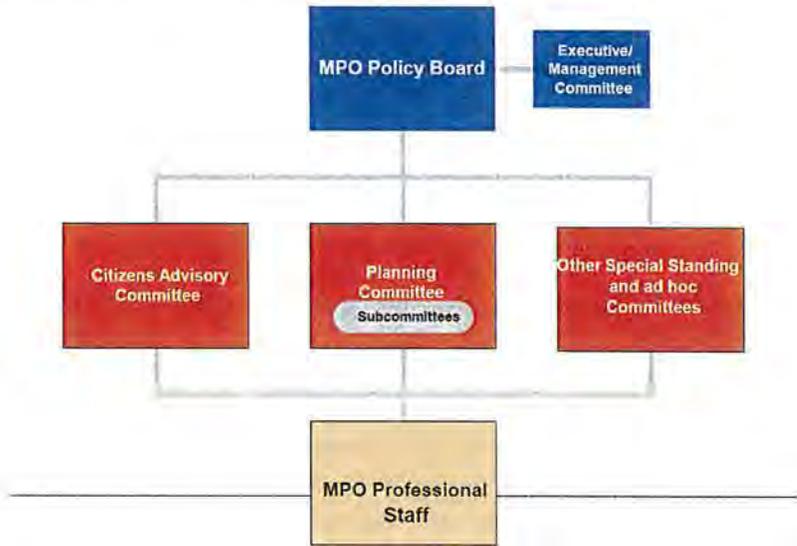
³ US Department of Transportation. 1988. Excerpt of "Urban Transportation Planning in the United States: An Historic Overview," as reported by Association of Metropolitan Planning Organizations. A Brief History. Available: <http://www.ampo.org/about-us/about-mpos/>. Accessed: March 13, 2017.

⁴ Federal Transit Administration. June 23, 2016. Unified Planning Work Program (UPWP). Available: <https://www.transit.dot.gov/regulations-and-guidance/transportation-planning/unified-planning-work-program-upwp>. Accessed: March 13, 2017.

⁵ State of Washington Department of Transportation (WSDOT). 2017. Metropolitan Transportation Planning. Available: <http://www.wsdot.wa.gov/planning/Metro/Default.htm>. Accessed: March 13, 2017.

- A **Transportation Improvement Program (TIP)** is prepared for a minimum four-year period and identifies all regionally significant transportation projects. The MPO TIPs are included in the Statewide Transportation Improvement Program (STIP). The STIP is approved by the FHWA and the FTA. WSDOT reviews TIP amendments monthly, and TIP amendments must be approved by the Secretary of Transportation for inclusion into the STIP.⁵

Exhibit 1. Typical MPO Structure



Source: Association of Metropolitan Planning Organizations, MPO 101, 2012

- A **Metropolitan Transportation Plan (MTP)** fulfills federal requirements (49 USC 5303(i)). The MTP must address MPO, state, and public transit objectives and describe how the metropolitan area will manage and operate its multi-modal system that includes transit, highway, bicycle, pedestrian, and accessible transportation. The plan needs to demonstrate how the multimodal system will meet the region's economic, transportation, development, and sustainability goals for a 20-year period under a fiscally constrained framework.⁶

In cooperation with WSDOT, MPO transportation plans must address the urbanized areas (UZAs) comprehensive planned development. In addition, the plans are to address multimodal transportation systems including nonmotorized facilities, and “serve as an intermodal system for the state, metropolitan areas, and the nation.”⁵

MPOs are designated by agreement between the State and local governments representing at least 75 percent of the affected population (including the largest incorporated city, based on population) or per requirements of applicable state law.⁷

An urbanized area with a population of over 200,000 is considered a Transportation Management Area (TMA). “[A]n MPO in a TMA has a stronger voice in setting priorities for implementing projects listed in the transportation improvement program and [is] responsible for additional planning products.”⁷

⁵ Federal Transit Administration. June 23, 2016. Metropolitan Transportation Plan (MTP). Available: <https://www.transit.dot.gov/regulations-and-guidance/transportation-planning/metropolitan-transportation-plan-mtp>. Accessed: March 13, 2016.

⁷ Federal Transit Administration. June 23, 2016. Metropolitan Planning Organization (MPO). Available: <https://www.transit.dot.gov/regulations-and-guidance/transportation-planning/metropolitan-planning-organization-mpo>. Accessed: March 13, 2017.

MPOs in Washington State are illustrated in Exhibit 2. The Puget Sound Regional Council, Spokane Regional Transportation Council, Southwest Washington Regional Transportation Council, and Benton-Franklin Council of Governments are considered TMAs. Urbanized areas in the central Puget Sound subject to designation under an MPO are identified in Exhibit 3 (see yellow shaded areas).⁸

A Federal Register notice in 2012 designated TMAs based on the 2010 U.S. Census. The "Seattle" UZA/TMA was listed as having a population of 3.06 million residents.

Per federal rules there is a preference to have fewer UZAs/TMAs than more, but the State can determine that it's appropriate based on size and complexity:

To the extent possible, only one MPO shall be designated for each UZA or group of contiguous UZAs. More than one MPO may be designated within an UZA only if the Governor(s) determines that the size and complexity of the UZA make designation of more than one MPO appropriate. (see Section CFR 450.306 in the Appendix)

Some federal rules were developed in December 2016 by FHWA and FTA to promote consolidation of MPOs within the same urbanized areas, and this could hinder the ability to create a separate organization.

The rule revises the definition of "Metropolitan Planning Area" (MPA) to align with its statutory definition, and requires the MPA to include the entire urbanized area. Where there are multiple MPOs in a single MPA, the rule would also require that those MPOs and their states' governors decide whether to consolidate, adjust their boundaries, prepare unified planning products, or request an exemption. DOT received more than 600 comments on the NPRM, and made changes to the rule to address feedback from stakeholders and the public. For example, the final rule includes an exception that allows multiple MPOs in an MPA to continue to generate separate planning products under certain circumstances. The final rule also extends the compliance deadline, so that states and MPOs have more time to lay the groundwork for the changes necessary to comply with the rule.⁹

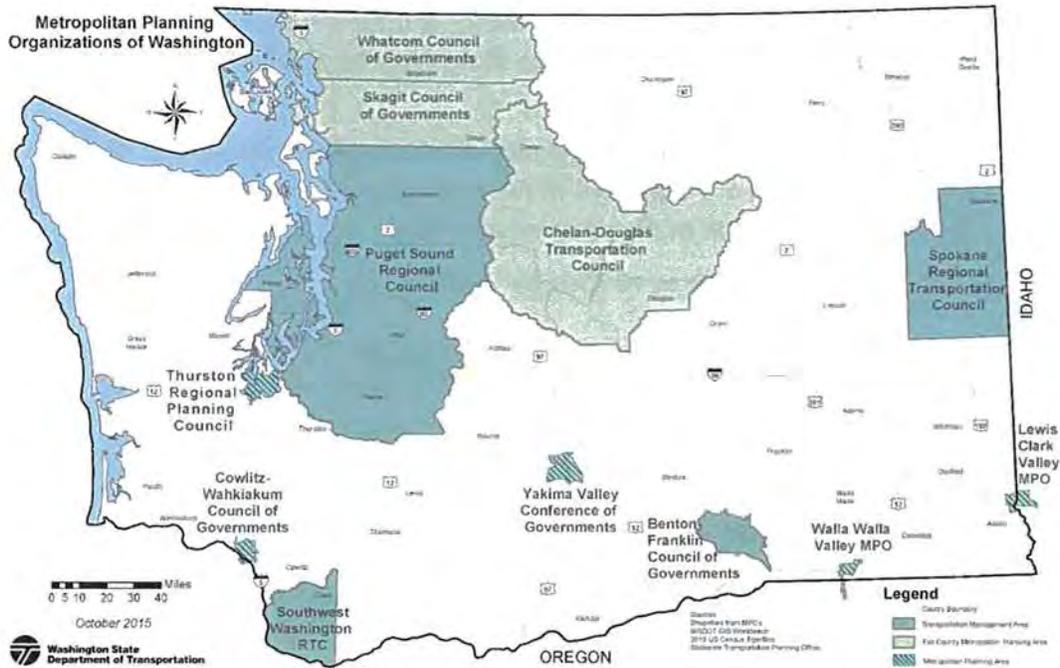
In March 2017, legislation was introduced from Democrats and Republicans to remove this rule.¹⁰

⁸ Federal Register. July 18, 2012. Designation of Transportation Management Areas. Available: <https://www.federalregister.gov/documents/2012/07/18/2012-17514/designation-of-transportation-management-areas>. Accessed: April 13, 2017.

⁹ FTA. December 15, 2016. Metropolitan Planning Organization Coordination and Planning Area Reform. <https://www.transit.dot.gov/regulations-and-guidance/transportation-planning/metropolitan-planning-organization-coordination-and>. Accessed: April 14, 2017.

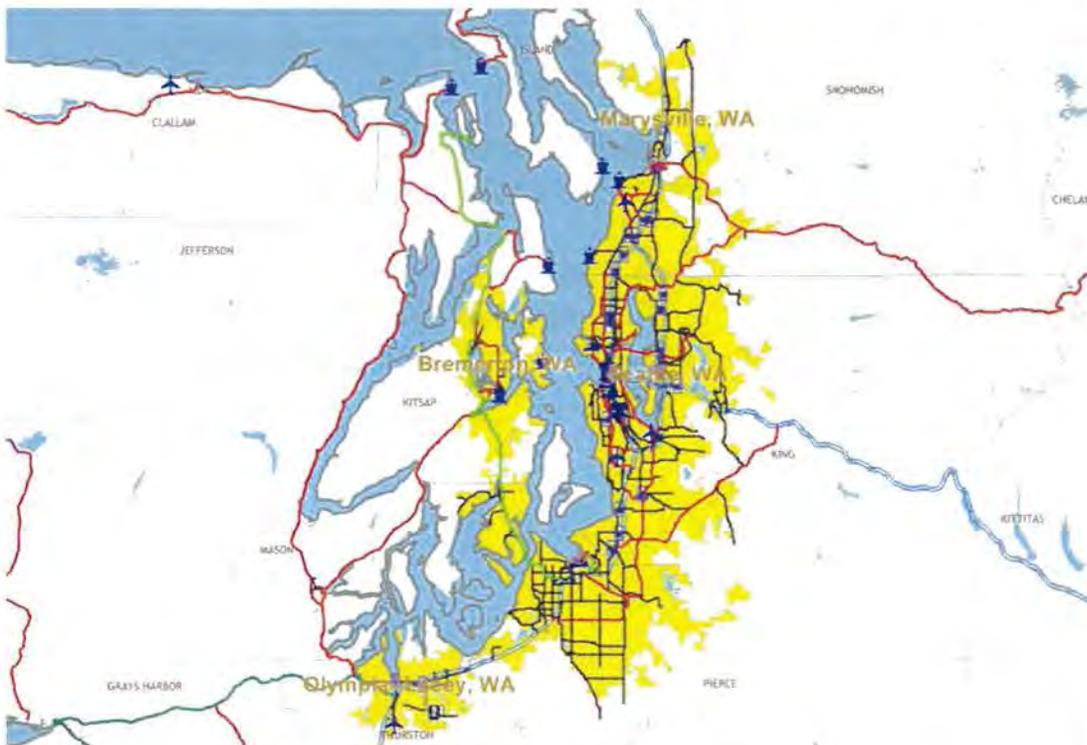
¹⁰ RT&S. Mischa Wanek-Libman, editor. Bills to repeal MPO consolidation rule enter Congress. Available: <http://www.rtands.com/index.php/track-maintenance/off-track-maintenance/bill-to-repeal-mpo-consolidation-rule-enters-congress.html>. Accessed: April 14, 2017.

Exhibit 2. Metropolitan Planning Organizations in Washington State: October 2015



Source: WSDOT, October 2015

Exhibit 3. Urbanized Areas 2010 (Yellow), U.S. Census Bureau, Federal Highway Administration



Source: U.S. Department of Transportation, Federal Highway Administration, 2017

Regional Transportation Planning Organizations Under State Law

Washington state authorizes Regional Transportation Planning Organizations (RTPOs) in RCW 47.80. RTPOs are voluntary associations encompassing at least one county and have a population of at least 100,000, a population of at least 75,000 with a Washington State ferry terminal, or contain a minimum of three counties.

Within the RTPO boundary, the member government population should represent 60 percent of the number of cities and towns and a minimum of 75 percent of the population of cities and towns. Where an MPO exists, RTPOs are the same organization as the designated MPOs.

The RTPO must meet the following requirements as verified by WSDOT:

The legislature hereby authorizes creation of regional transportation planning organizations within the state. Each regional transportation planning organization shall be formed through the voluntary association of local governments within a county, or within geographically contiguous counties. Each organization shall:

(1) Encompass at least one complete county;

(2) Have a population of at least one hundred thousand, have a population of at least seventy-five thousand and contain a Washington state ferries terminal, or contain a minimum of three counties; and

(3) Have as members all counties within the region, and at least sixty percent of the cities and towns within the region representing a minimum of seventy-five percent of the cities' and towns' population.

The state department of transportation must verify that each regional transportation planning organization conforms with the requirements of this section.

*In urbanized areas, the regional transportation planning organization is the same as the metropolitan planning organization designated for federal transportation planning purposes.
(RCW 47.80.020)*

Currently, there are 15 RTPOs covering 37 of the 39 counties in Washington; the two counties that are not part of an RTPO are Okanogan and San Juan¹¹ (See Exhibit 4). Okanogan County is considering formation of an RTPO if legislation is approved allowing a county of 40,000 to form one.¹²

¹¹ WSDOT. 2017. Regional Transportation Planning. Available: <https://www.wsdot.wa.gov/planning/Regional/Default.htm>. Accessed: March 13, 2017.

¹² See Senate Bill Report, SB 5649, available: <http://lawfilesexternal.leg.wa.gov/biennium/2017-18/Pdf/Bill%20Reports/Senate/5649%20SBR%20TRAN%2017.pdf>. Accessed: March 24, 2017.

Exhibit 4. Regional Transportation Planning Organizations in Washington State



Source: WSDOT, October 2015

RTPOs have a duty to adopt a regional transportation strategy and regional transportation plan consistent with adopted countywide planning policies, local comprehensive plans, and state transportation plans. RTPOs also certify that countywide planning policies and the transportation element of local comprehensive plans are consistent with the regional transportation plan. Further, they develop and maintain a six-year Regional Transportation Improvement Program. (RCW 47.80.023)

RTPOs must create a transportation policy board that provides policy advice. The board must include representatives of major employers within the region, the department of transportation, transit districts, port districts, and member cities, towns, and counties within the region. (RCW 47.80.040)

WSDOT biennially allocates appropriations to RTPOs consistent with RCW 47.80.050:

- (1) A base amount per county for each county within each regional transportation planning organization, to be distributed to the lead planning agency;
- (2) An amount to be distributed to each lead planning agency on a per capita basis; and
- (3) An amount to be administered by the department of transportation as a discretionary grant program for special regional planning projects, including grants to allow counties which have significant transportation interests in common with an adjoining region to also participate in that region's planning efforts.

PUGET SOUND REGIONAL COUNCIL (PSRC)

PSRC is a four-county MPO and RTPO including King, Kitsap, Pierce, and Snohomish counties and their cities. The four county populations are noted in Exhibit 5. Kitsap County also participates in the Peninsula RTPO, but only receives its share of funding from PSRC.¹³

Exhibit 5. Puget Sound Regional Council Member Counties and Population: 2010 and 2016

County	2010 Population U.S. Census	2016 Population Estimate OFM
King	1,931,249	2,105,100
Kitsap	251,133	262,590
Pierce	795,225	844,490
Snohomish	713,335	772,860
Total	3,690,942	3,985,040

Source: State of Washington Office of Financial Management (OFM) 2016; BERK Consulting 2017

Regional Governance Structure

PSRC is led by a General Assembly. PSRC's governance structure is shown in Exhibit 6.¹⁴

Exhibit 6. PSRC Organizational Chart



Source: Puget Sound Regional Council, 2017

Every member of PSRC is a voting member of the General Assembly; members include all mayors, county executives, commissioners, and councilmembers of PSRC member jurisdictions.¹⁵ Statutory members include ports, WSDOT, and the Washington State Transportation Commission.

The General Assembly votes on major decisions such as adoption of regional plans (VISION 2040, Destination 2040), establishes the two-year budget, and elects new officers. The General Assembly will meet next on May 31, 2017.¹⁶

¹³ Peninsula Regional Transportation Planning Organization (RTPO). About. Available: <http://www.wsdot.wa.gov/partners/prtpo/about.htm>. Accessed: March 24, 2017.

¹⁴ More information about PSRC boards and members is found here: <http://www.psrc.org/about/boards/>.

¹⁵ See full list of members, here: <http://www.psrc.org/about/members>.

¹⁶ See schedule, here: http://www.psrc.org/assets/12328/Meeting_Schedule_2017.pdf.

The Executive Board is composed of elected officials representing member agencies and representatives of statutory members; standing members include representatives from each county and the cities of Everett, Seattle, and Tacoma. The Executive Board is chaired by the PSRC President, meets monthly, and serves as the governing board. The Executive Board carries out delegated powers and responsibilities between meetings of the General Assembly. It appoints the Executive Director. The President is responsible for directing the Executive Director and the staff and making reports to the General Assembly and Executive Board.

The President and Vice President of PSRC are elected by the General Assembly and must be from different counties. The President conducts the annual meeting of the General Assembly and chairs the Executive Board as described above. The Vice President presides if the President is unable, and chairs the Operations Committee.

The other referenced boards and their duties include:

- Operations Committee: Reviews and makes recommendations to the Executive Board on the budget and work program
- Transportation Policy Board: Makes recommendations on key transportation issues to the Executive Board
- Growth Management Policy Board: Makes recommendations on key growth management issues to the Executive Board
- Economic Development Board: Responsible for regional economic development planning and collaborates with various private and public sector agencies. Directs the activities of the regional Economic Development District (EDD), the federally designated economic development district for the central Puget Sound.

Voting

The General Assembly votes on the annual work program and budget, and amendment of regional growth management and transportation strategies as well as amendment of bylaws. A quorum is defined as one-half of the member jurisdictions, representing at least 50 percent of the regional population. Two-thirds of those present must vote affirmatively to approve the budgets, bylaws, and regional plans. Votes on other items by the General Assembly can be passed by simple majority. The General Assembly uses weighted votes based on population to make decisions. Weights as of 2015 are shown in Exhibit 7.

- Counties are entitled to fifty percent (50%) of their respective county's total vote.
- Cities' votes are based on their respective share of the total incorporated population of their county.
- Tribal representatives' votes are based on their respective share of the region's population.
- The vote of statutory members are based on applicable statutes or per the Executive Board.

Exhibit 7. General Assembly Weighted Voting, 2015 Shares

MEMBER TYPE	WEIGHTED VOTE
County Votes	498.30
Cities Votes	498.30
Tribal Votes	3.40
Statutory Members	153.00
Total	1153.00

Source: Puget Sound Regional Council, 2016

More than two counties' population is needed to achieve two-thirds of the weighted votes for the most significant items before the General Assembly. However, as can be seen with the population weights in Exhibit 8, King County and its cities' shares together equal almost half.

Exhibit 8. General Assembly Weighted Voting 2015: Counties and Major Cities (Washington State Top 20)

Agencies	Weighted Vote
Counties and Cities	
King County	261.17
Seattle	97.87
Bellevue	19.95
Kent	18.16
Federal Way	13.41
Kirkland	12.33
Auburn (All)	12.07
Redmond	8.74
Sammamish	7.39
Other King County Cities	69.72
King County Total	520.81
Kitsap County	33.37
Bremerton	15.25
Other Kitsap Cities	18.13
Kitsap County Total	66.75
Pierce County	106.98
Tacoma	48.99
Lakewood	14.14
Other Cities	41.65
Pierce County Total	211.76

Agencies	Weighted Vote
Snohomish County	96.78
Everett	24.46
Marysville	14.83
Other Cities	61.23
Snohomish County Total	197.30
Tribal Members	
The Suquamish Tribe	0.22
Muckelshoot Indian Tribal Council	0.71
Puyallup Tribe of Indians	2.47
Tribal Total	3.40
Statutory Members	
Port of Bremerton	3
Port of Seattle	50
Port of Tacoma	30
Port of Everett	10
WSDOT	30
WSTC	30
Total Statutory Members	153
GRAND TOTAL	
	1153.0
<i>Two Thirds of Possible Votes</i>	768.7
<i>Half of Possible Votes</i>	576.5

Source: PSRC 2016

The General Assembly attendance for 2015 and 2016 is summarized in the table below, as well as the 2015 weighted vote total. About two-thirds of the member cities and counties sent representatives in 2015 and 2016. The population represented was about 94% of the region. King County jurisdictions represented the greatest share of weighted votes at the meeting. The agenda topics for the meetings were the adoption of the budget and work program. In 2016, an additional topic was the creation of a new regional economic strategy.

Exhibit 9. Example General Assembly Voting Representation 2015 and 2016

Quorum Attendees	Total Representatives		Number of Jurisdictions		Weighted Voting - 2015		
	2015	2016	2015	2016	Total Possible	Vote Count	Percent of Possible
King County	38	40	26	25	520.8	510.9	98%
Kitsap County	15	17	5	5	66.8	66.8	100%
Pierce County	14	13	7	8	211.8	171.5	81%
Snohomish County	29	24	12	10	197.3	181.9	92%
Other Quorum Attendees	8	8	6	6	156.4	150.2	96%
Total	104	102	56	54	1,153.0	1,081.2	94%

Source: PSRC 2017; BERK 2017

The Executive Board is made up of elected officials, and has standing members including each county and the cities of Everett, Seattle, and Tacoma. Other statutory and local government members are appointed based on an interlocal agreement. All actions of the Executive Board are by majority vote.

PSRC Authorities

PSRC has authority under federal and state laws to accomplish the following:

- Serve as an MPO under federal law to prepare a Metropolitan Transportation Plan, Transportation Improvement Program, and a Unified Work Program. (23 U.S. Code § 134)
- Serve as an RTPO under state law to prepare a regional transportation strategy, plan, and improvement program consistent with adopted countywide planning policies, local comprehensive plans, and state transportation plans. RTPOs also certify that countywide planning policies and the transportation element of local comprehensive plans are consistent with the Regional Transportation Plan. (Chapter 47.80 RCW)

The Interlocal Agreement (March 11, 1993) adopted by the PSRC General Assembly describes the mission and duties of PSRC as follows:

- **Mission.** The mission of the Regional Planning Agency is to preserve and enhance the quality of life in the central Puget Sound area. In so doing, it shall prepare, adopt, and maintain goals, policy [ies], and standards for regional transportation and regional growth management in the central Puget Sound area, in accordance with federal and state law and based on local comprehensive plans of jurisdictions within the region. The agency shall ensure implementation in the region of the provisions of state and federal law which pertain to regional transportation planning and regional growth management.
- **Functions and Authorities** are excerpted below:
 - **Transportation.** Produce a Regional Transportation Plan (RTP), as prescribed by federal and state law and regulations and based on local comprehensive planning. The RTP will establish planning direction for regionally significant transportation projects, as defined in state law and shall be consistent with the regional growth management strategy.

- **Growth Management.** The agency shall maintain VISION 2020 as the adopted regional growth management strategy. The regional growth management strategy shall be based on and developed from local comprehensive planning and address only regional issues including transportation, open space, air and water quality, economic development, and regional facilities.
- **Countywide Comprehensive Plans.** One year after adoption of this Agreement, a process for the regional review of countywide plans (which reflect city and county comprehensive plans) for consistency with the adopted regional growth strategy and/or the regional transportation plan shall be considered by the governing Board of the new Regional Council.
- **Regional Data Base Development.** The agency shall provide for establishment and maintenance of a regional data base.
- **Technical Assistance.** As requested, the agency shall provide technical assistance to local, state, and federal governments through regional data collection and forecasting services, consistent with the mission and functions of the agency.
- **Discussion Forum.** The agency may provide a forum for discussion among local and state officials and other interested parties of common regional issues.

The mission states that the regional plan needs to be based on the “local comprehensive plans of jurisdictions within the region.” Notably, the duties on growth management mention the regional growth strategy (RGS) shall be based on and developed from local comprehensive planning and address only regional issues of transportation, open space, air and water quality, economic development, and regional facilities. Not mentioned are: growth targets, land use, or housing.

Changing PSRC Objectives and Relationship to Local Plans

In the 24-year history of the PSRC since the Interlocal Agreement was put in place, there has been an expanding suite of responsibilities beyond the original PSRC mission and duties to serve as an MPO/RTPO developing transportation plan and developing a growth management plan that is based on local plans and focuses on regional issues. These duties have been authorized sequentially by either the General Assembly or Executive Board through Vision 2040 adoption and associated implementation strategy adoption, rather than revisiting the mission and duties. The expanded duties included:

- **Multicounty Planning Policies:** Not listed in the Interlocal Agreement, but based on the GMA and the authority that the General Assembly gave to PSRC in 1992, Vision 2020 served as multicounty planning policies. (RCW 36.70A.210(7)) GMA does not require that multicounty planning policies be housed in a MPO/RTPO regional plan. PSRC member agencies agreed to having the Vision 2020 policies serve that purpose. This is the beginning of the RGS taking on more meaning under local plan reviews.
- **RGS and Growth Shares:** The RGS is embodied in Vision 2040. It was adopted in Resolution A-08-04 and superseded Vision 2020. The RGS promotes focused growth within urban growth areas and particularly urban centers. The RGS creates a hierarchy of cities across the four counties and regional growth centers and manufacturing industrial centers. It sets growth shares by counties and by the hierarchy of cities. Metropolitan cities, core cities, and larger cities take the most growth and small cities and unincorporated UGAs take less growth. There are no city-specific growth targets in

the plan. Yet, through the certification process jurisdictions that planned for more growth than their County-City negotiated allocation were considered inconsistent with the RGS. Those that didn't match growth capacity to targets were also considered inconsistent with the RGS. See below.

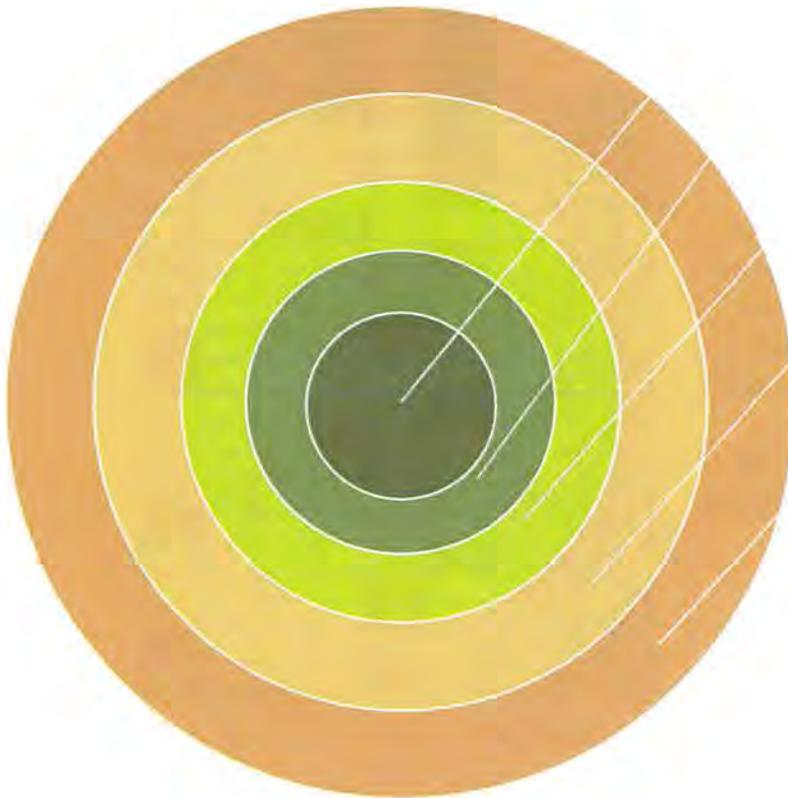
- **Implementation Activities Delegated including Vision 2040 Interpretation:** The resolution adopting Vision 2040 delegated authority for technical amendments to the plan – including city reclassification – to the Executive Board. The Executive Board was also given authority to make amendments to implementation actions and measures. Implementation activities led to interpretations that are stricter than the interlocal agreement or GMA would call for. Some implementation activities are highlighted below:
 - Appendix II-B Bend the Trend to the RGS: While considering several city reclassifications in 2009, PSRC also developed guidance on targets via Appendix II-B on Aligning Local Growth Targets with the RGS. In that document, PSRC's certification is to be based on "actions and measures... to bend the trend" of recent growth to align with VISION 2040, and "not just on an assessment of the target alone" The purpose of Appendix II-B was to support County-City growth target negotiations that had an original completion date of 2011.¹⁷ Appendix II-B is considered informational in some documents¹⁸ but also considered a yardstick in some certification results in 2015, including identifying where cities were inconsistent with the RGS policies, County-City negotiated targets or buildable land capacity.¹⁹ Its use in certification review gives Appendix II-B more weight than intended or authorized.
 - Certification and Plan Review: Certification is primarily required to ensure the transportation element is consistent with the regional transportation plan (RCW 47.80). PSRC's Plan Review Manual adds to required certification review a RGS consistency review. The June 2015 Plan Review Manual was developed after the GMA countywide growth allocation processes (adopted in 2011 in Pierce County). Offering a strict interpretation of the RGS later during local plan adoption caused concerns that PSRC interpretations were in effect resulting in amended regional policies.

In summary, the gap in time between the Vision 2040 adoption in 2008 and local plan certification in 2015 mean that many jurisdictions only recently realized that Vision 2040 has become a higher standard than the requirements of the GMA. It is not clear that the approximately 80 cities and counties understood this policy shift from core duties and deference to local plans to having the RGS effectively control local plans. About 25 percent of PSRC's member communities received conditional certification which may illustrate a difference in understanding.

¹⁷ Bakkena, Ben, personal communication, May 4, 2017.

¹⁸ Puget Sound Regional Council. July 21, 2016. Memo: Josh Brown, Executive Director, to Executive Board. "Conditional Certification Questions."

¹⁹ See the PSRC Plan Review & Certification Recommendation (Revised April 28, 2016) for Pierce County: <https://www.psrc.org/sites/default/files/pierce-county-compplan-2015-certification-adopted.pdf>.



1993 Interlocal Agreement

- 1) Create Transportation Plans as MPO/RTPO
- 2) Develop RGS based on local plans and focusing on regional issues

1993 Vision 2020 serves as multicounty planning policies

2008 Vision 2040 RGS with multicounty planning policies and growth shares

2009 Vision 2040 Amendment of cities classifications plus an informational appendix promoting "bend the trend" of local plans to RGS instead of RGS based on local plans

2015 Certification Review - apply stricter interpretation of Vision 2040 policies compared with GMA

Exhibit 10. Expanding PSRC Planning Responsibilities after 1993 Interlocal Agreement

Examples of increased authorities beyond a minimum standard of GMA, and assuming roles given to counties and cities under GMA are as follows:

- Vision 2040 uses population shares that differ from negotiated County-City projections and are given greater weight than required under GMA. For example, growth targets are considered floors not ceilings in GMA case law, but PSRC considers plans that exceed growth targets to be of concern.
- Vision 2040 describes land capacity as a county-city activity, but PSRC gave conditional certification to communities that had capacities that did not appear to support targets. Counties have a role under GMA to develop buildable land methodologies and to work with cities on results.

- PSRC is beginning to manage the Region’s Urban Growth Areas (UGAs) through the emphasis of bending the trend to VISION 2040 and growth targets that differ from GMA and Countywide Planning Policies. GMA indicates that management of UGAs is a county role.

About 20 jurisdictions – or about 25 percent of member cities and counties – were given conditional certification²⁰ due to growth not in alignment with VISION 2040 or other matters found in the certification review (see Exhibit 11). To be certified, some agencies were given specific tasks or given guidance on a range of measures to bring plans into alignment. Some of the guidance appeared to be controversial such as growth metering or downzoning in fast-growing jurisdictions, e.g. Bonney Lake or Covington. Some required additional funding to be allocated to analysis, such as Lakewood’s employment capacity analysis.

In “Taking Stock 2016: Regional and Local Perspectives on Local Plan Updates and VISION 2040 Implementation” (PSRC March 2017), PSRC published results of a survey of local governments after certification. While jurisdictions found value in PSRC comments and a willingness to work through the plan review and certification process, challenges included:

- Confusion about the respective roles of PSRC, Washington State Department of Commerce, and the Growth Management Hearings Board, particularly regarding scope of review (VISION 2040, GMA), approval or certification role.
- Plan submittal procedures were not clear.
- PSRC seen as more “top-down.” For some local jurisdictions, VISION 2040 and the ensuing certification process felt more top-down than previous rounds of local planning under VISION 2020.
- Comment letters not consistent with certification reports. There were cases where the comments in the letter sent in response to draft plans did not match the recommendations and conditions included in

Exhibit 11. Summary of Conditionally Certified Plans

Jurisdiction	Target	Capacity	Bike/Ped	Finance	RGS	Consistency
Arlington						
Bonney Lake						
Carnation						
Covington						
Duvall						
Gig Harbor						
Granite Falls						
Lakewood						
Milton						
Newcastle						
North Bend						
Orting						
Pacific						
Pierce County						
Puyallup						
Snoqualmie						
South Prairie						
Stanwood						
Tukwila						
Wilkeson						

Source: PSRC 2017

²⁰ This means that certification included one or more pending conditions. Conditional certification allows eligibility for transportation funding while plan review and amendment is accomplished based on certification conditions.

the certification report. Primarily, this was an issue as the Growth Management Planning Board provided further guidance on criteria related to alignment of local plans with growth targets.

- Distinction between requirements and recommendations unclear. Some cities saw a lack of clarity in the comment letters and certification reports regarding what were requirements for certification versus “only” recommendations.
- Costs of responding to PSRC comments and certification actions. Addressing certification conditions and non-certification issues alike create costs for local governments with limited resources, especially where it involves complex issues.

PSRC is considering several steps to improve technical assistance and certification review:

- Provide information early regarding countywide and local plan expectations, well ahead of future updates to Countywide Planning Policies and comprehensive plans. Consider an update to the Plan Review Manual and Checklist to improve clarity and address concerns raised in Taking Stock 2016.
- Provide proactive “hands-on” technical assistance, particularly for small towns.
- Update and improve certification procedures.
- Consider options for making certification determinations earlier in the planning process, such as within the state 60-day review period in which the Washington State Department of Commerce reviews and provides input on plans.
- Work with counties and cities to address common certification issues ahead of next plan updates.
- Address and clarify issues related to Small Cities’ conditional certifications in VISION 2040 update, including the role of countywide growth targets, and what criteria will be used to review local plan updates for certification.

These suggested steps appear to acknowledge flaws in the application of certification and ways to improve the process. This Taking Stock 2016 evaluation of the certification process does not address the overall scope of PSRC growth management activities.

Vision 2040 Update and Reexamination

The Vision 2040 update is planned to start in 2017 and go through 2020. It represents an opportunity to reexamine the scope of Vision 2040 in relation to the PSRC mission and authorities and determine the weight and role of Vision 2040 in local planning. Further, while delegation of implementation measures to the Executive Board is appropriate, delegated responsibilities should be examined for whether they would effectively result in new policies or interpretations. The update should clarify which policies are the minimum for local governments and which are optional; there could be incentives for implementing optional policies.

Ad-hoc groups that support examination and evaluation of Vision 2040 provide an important sounding board for what has worked well and what could be improved – e.g. Regional Centers Framework Update Project 2016 (issued 2/2017) or Taking Stock 2016 (issued 3/2017). However, results of these assessments should be examined for implicit narrowing of policy options in the Vision 2040 update.

For example, the Regional Centers Stakeholder Working Group recommendations are to change the hierarchy of Regional Centers. Depending on how this is implemented, the potential changes in Center

hierarchy (tiers, scales, and other factors) could change the allocation of funding and further reinforce centers in King County and Seattle that have more resources, with less funding allocated to communities like Lakewood that have sizable populations but need more investment to advance revitalization. This is described further in the Regional Resource Distribution white paper. The Stakeholder Working Group's recommendations also assume no change in status for JBLM as a regional growth center. The Regional Centers Framework Update report indicates that the Centers review process will conclude with the Growth Management Policy Board and PSRC Executive Board. If there is a fundamental shift in Centers it should receive wider review through the General Assembly.

Examples

Example counties in Washington state that have populations of at least 200,000 and are represented by a one-county RTPPO are described in this section. Two single counties in California with MPOs of at least 400,000 and military bases are also described.

Exhibit 12. Regional Planning Agencies with Single Counties

FEATURE	SPOKANE RTC	THURSTON RPC	YAKIMA VALLEY COG	SANTA BARBARA CAG	SAN DIEGO ASSOC. OF GOVERNMENTS
Total 2016 County Population ^a	492,530	272,690	250,900	444,900	3,275,084
Annual Operating Budget ^b	\$1,360,979	\$3,888,499	\$3,335,303	\$5,256,700	\$43,555,178
Operational Budget per Capita	\$2.76	\$14.26	\$13.29	\$11.82	\$13.30
Voting Rules	Simple majority of quorum ^c	Simple majority of quorum ^d	Simple majority of quorum	Simple majority	Majority of quorum and majority of weighted vote ^e
Eligible Voting Members	County and cities based on population size, employer, transit, airport, WSDOT, WSTC.	County, cities, towns, tribes, school districts, water alliance, port, PUD, transit	County and cities/towns	County and eight cities in the county. County has 5 votes; each city gets 1 vote.	18 cities and the County
Voting Members (Number)	14	16	15	13	19
FTEs	10.7	17	10	20	222
Military and Civilian Employees	5,800	Part of JBLM ^f	Part of JBLM ^f	18,000	100,000
Website	www.srtc.org	www.trpc.org	www.yvcog.org	www.sbcag.org	www.sandag.org

a. 2016 population estimates from Washington Office of Financial Management and 2015 estimates from the California Department of Finance.

b. FY 2017 work program or operations budget, excluding capital facilities.

- c. The SRTC allows a simple majority by quorum. If a quorum is not present, they may do an electronic vote by email, which must be a simple majority of all voting members.
- d. The TRPC works on a simple majority of quorum basis, but two or more members can call for an optional vote in which Thurston County is weighted at ¼ of the total vote and larger jurisdictions are given more than one vote.
- e. Weighted vote is based on percent of total population, but adjusted so that all member agencies get at least one vote and the maximum number of votes for any member agency is 40.
- f. JBLM has 46,800 military population and 16,300 civilian workforce for a total of 63,100 military employees. Denny Miller Associates, Hyjek & Fix, Inc. and Gordon Thomas Honeywell. December 2012. Retaining and Expanding Military Missions: Washington State's Importance and Opportunities for the Department of Defense in Achieving Its Strategic Initiatives. Available: http://www.ofm.wa.gov/reports/mil_report.pdf. Accessed: March 20, 2017.

PSRC has about 77 full time equivalent employees, and a 2017 operating budget of \$27,731,000, which would be a per capita population expenditure of about \$6.96, an efficient amount compared to the examples in Exhibit 12.

SPOKANE REGIONAL TRANSPORTATION COUNCIL

Spokane Regional Transportation Council (SRTC) is lead agency for transportation planning services in Spokane County, including serving MPO and RTPO regional transportation planning functions and addressing air quality conformity. It is adjacent to the Kootenai MPO that plans for Kootenai County and Coeur d'Alene in Idaho. Spokane County is home to Fairchild Air Force Base and installation that employs approximately 5,800 civilian and military personnel.

SRTC includes 14 voting members and three non-voting members. Voting members represent a variety of interests.

- The Spokane Transit Authority, the Spokane Airport Board, WSDOT, and the Washington State Transportation Commission have one member each.
- One member is an elected official that represents all jurisdictions with populations under 5,000. Three members are elected officials from small towns with populations up to 50,000 people.
- Each jurisdiction with a population between 50,000 to 100,000 gets one member.
- Jurisdictions over 100,000 get two members.
- One member represents a major employer, with preference given to a private sector transportation provider.
- Non-voting members include one representative of the rail industry, the chair of the SRTC's Transportation Advisory Committee, and the chair of SRTC's Transportation Technical Committee.

THURSTON REGIONAL PLANNING COUNCIL

The Thurston Regional Planning Council (TRPC) acts as MPO and RTPO for Thurston County and it also coordinates some regional growth management and environmental planning. It provides GIS and transportation modeling to all jurisdictions and contracts with jurisdictions to provide outreach services and provides smaller jurisdictions with planning services.

Members include county and city governments in Thurston County, representing a wide range of community sizes. Voting members also include a variety of public agencies including school districts, utility providers, transit, and local tribes. Non-voting members include stakeholders such as the Thurston County Economic Development Council (EDC), fire district, library, and the Evergreen State College.

Located adjacent to the southwest of PSRC, it has prepared the JBLM/I-5 Congestion Relief Action Plan. JBLM is addressed in the Regional Transportation Plan “What Moves You” with the following recommendations:

Coordinate with partners outside the region, such as the South Sound Military & Communities Partnership, Joint Base Lewis-McChord, the Regional Catastrophic Planning Team, and the Puget Sound Regional Council, as well as statewide organizations like the Washington State Rideshare Organization, the Agency Council on Coordinated Transportation, transit agencies such as Sound Transit, and the Commute Trip Reduction Board. Activities may range from general communication and coordination to active involvement in relevant plans and processes.

JBLM is identified in countywide planning policies regarding economic development. The Countywide Planning Policies are developed through TRPC and adopted by Thurston County’s Board of County Commissioners.

Economic Development and Employment, Policy 7.4 Acknowledge and look for opportunities to engage with regional economic drivers such as state government, the Port of Olympia, and Joint Base Lewis-McChord. Coordinate economic development efforts as well with other jurisdictions, the Economic Development Council, Chambers of Commerce, and other affected groups.

YAKIMA VALLEY CONFERENCE OF GOVERNMENTS

The Yakima Valley Conference of Governments (YVCOG) is a regional planning organization for 14 cities/towns and Yakima County. It serves as MPO and RTPO and also coordinates a regional response to homelessness and provides local governments with planning-related services. It is in central Washington and is not adjacent to another MPO. Membership is offered to any general or special purpose government agency in or near the Yakima County area, but only incorporated towns/cities within the boundaries of the YVCOG and the County are voting members.

SANTA BARBARA COUNTY ASSOCIATION OF GOVERNMENTS

The Santa Barbara County Association of Governments (SBCAG) is a single county MPO that fulfills a variety of regional planning functions, including the distribution of local, state, and federal transportation funds and addressing regional planning issues related to housing needs, airport compatible land use planning, growth planning, and coordination with adjacent regional planning agencies. It is located immediately adjacent to the Southern California Association of Governments that coordinates the greater Los Angeles area. Santa Barbara County is home to Vandenberg Air Force Base, the third largest Air Force Base in the country, employing approximately 18,000 active military personnel and civilians.

Membership in SBCAG is made up of representatives from County government and each of the eight cities in the county. Each city gets one vote and the County gets five votes, one for each of the elected member of the Santa Barbara County Board of Supervisors. Non-voting members include state elected officials and Caltrans. Although the cities of Santa Barbara and Santa Maria represent almost half of the population in the county, the other six cities represent a variety of jurisdictions ranging from under 5,000 to approximately 50,000 people.

SAN DIEGO ASSOCIATION OF GOVERNMENTS

The San Diego Association of Governments (SANDAG) is a public agency that coordinates regional decision making for San Diego County. In addition to acting as the MPO for regional transportation funding, it also addresses regional plans for growth, public safety, environmental concerns, economic development, and airport access. It also coordinates with other regional agencies and with Mexico on border planning. San Diego County is home to over 17 military bases and installations, for a total military and civilian employment of approximately 100,000 people.

Members of SANDAG include 18 cities and the County. About half of the jurisdictions are large cities over 100,000 in population, with the City of San Diego the largest by far at approximately 1.3 million. The other half of the members represent smaller and medium sized cities.

Regional Governance Alternatives

Based on the Comprehensive Plan Update certification process, as well as through a pending Centers framework update, Lakewood and other communities have expressed concerns about whether PSRC as a multi-county agency serving over 80 jurisdictions can appropriately balance a “bottom up” approach to planning consistent with GMA and a “top down” approach that provides a collective vision to guide transportation funding and other resources.

To address regional governance concerns, two alternatives are considered: 1) forming alliances and seeking amendments to PSRC bylaws and plans or 2) forming a county-specific agency. These two alternatives are described below and evaluated qualitatively regarding how well the alternatives offer:

- Autonomy
- Collective Voice
- Resources: Staff and Funding

1. FORM ALLIANCES AND PROPOSE CHANGES TO PSRC

Currently it takes votes by more than two counties and their cities to successfully change PSRC bylaws, regional plans, and budget. To influence change, Lakewood and other Pierce County communities could seek alliances with Kitsap and Snohomish Counties, as well as other voting agencies. Areas of common concern could include:

- Adding military facilities as a part of the regional growth centers strategy to be eligible to compete in the regional competition for transportation funds (see Regional Resource Distribution White Paper).
- The process by which transportation projects are selected, including the number of regionally significant projects allowed to be considered (see Regional Resource Distribution White Paper).

- Revising funding criteria to further address the measurable benefit of a transportation project on the regional transportation system,²¹ return on investment, equity, and other factors to rebalance funding decisions (see Regional Resource Distribution White Paper).
- Changing the bylaws in terms of weighted voting, ensuring the Vision 2040 update is scoped consistent with the Interlocal Agreement, changing regional plan certification review processes, or other procedural matters.

Increasing participation and forming alliances with other communities would require discussions with elected and appointed officials and staff resources to develop positions and attain agreement, particularly ahead of annual General Assembly meetings, and to influence the Executive Board on an ongoing basis. Existing organizations could be leveraged to help accomplish the formation of alliances, including the Pierce County Regional Council (PCRC), South Sound Military and Communities Partnership, and other parallel organizations in other counties.

2. FORM COUNTY-SPECIFIC AGENCY

An alternative to participating in the PSRC is to form a county-specific RTPO and associated MPO. Steps are shown below. Because Pierce County, Tacoma as the center city, and 60 percent of cities (~14 in addition to Tacoma) would be needed to form such an agency, this alternative would require extensive effort to assemble a critical mass of support.



The formation of a county-specific agency would maximize local autonomy to create a regional growth and transportation plan that fits local governments in Pierce County. Funding could be directed to communities based on locally-developed criteria. On the other hand, a county-specific agency could lessen the impact of a collective regional voice in the Puget Sound, which may lessen its influence with the federal and state governments that provide funding.

If this option is pursued, more analysis would be needed to determine the short- and long-term costs and potential benefits of forming such an agency. Issues would include cost of administration, cost of developing and maintaining regional growth and transportation plans, competitiveness for funding, and other factors.

²¹ As described in the Regional Resource Distribution White Paper, SANDAG has an elaborate evaluation system that applies explicit and specific performance standards to potential projects to measure their impact on achieving the policy goals of its regional plan.

Some discretionary funding streams could potentially increase or decrease depending on whether Pierce County were competitive on its own compared to the PCRC. For example, Washington State distributes funds to RTPOs through a base amount regardless of size, a per capita amount, and a discretionary competitive grant amount for special regional planning projects (RCW 47.80.050). It is possible that there could be a potential increase or decrease in amount awarded through discretionary grant programs for special regional planning projects.²²

WSDOT describes projects of regional significance as follows:^{23 24}

Regionally Significant projects are those that are on a facility which serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes or employment centers; or transportation terminals) and are normally included in the modeling of the regional transportation network. At a minimum, this would include all principal arterial highways and all fixed guideway transit facilities that offer a significant alternative to regional highway travel.

As noted in the Regional Resource Allocation white paper, there is a cap on the regionally significant projects that are in competition at the PSRC, and there could be more opportunity for projects in consideration of the state's discretionary grants through a separate MPO/RTPO.

In terms of relationships with state agencies, it appears that WSDOT collaborates with all MPOs and RTPOs since the MPO and RTPO plans roll up into state plans and programs (e.g. unified State Transportation Improvement Program), which is necessary for attaining federal and state funds.

In Washington state, there are no counties of Pierce County's size that have formed a single-county RTPO organization. Island County recently formed an RTPO after splitting off from the Skagit-Island RTPO.²⁵ Okanogan is in the process of forming a county-specific agency if legislation passes.¹² The Benton-Franklin MPO/RTPO recently achieved TMA status, and would have altered their organizational duties. Though smaller, Pierce County could consult with these counties to identify lessons learned.

EVALUATION OF ALTERNATIVES

The two alternatives described in this paper are qualitatively compared using the criteria of autonomy, collective voice, and resources. Forming alliances could be a first phase alternative to try to improve local

²² One example of two MPOs in a shared urbanized area is found in Richmond/Tri-Cities, Virginia. In that example, Virginia has developed an agreement with the two MPOs to share funds based on population proportion using the most recent census. Other examples of abutting MPOs in a single urbanized area are found in North Carolina and potentially other locations. Generally, key issues would be how to equitably distribute the money, whether all the projects need to appear in all the TIPS, and ensuring that the smaller share is large enough to fund a project before the funds expire. (Personal Communication, David Hyder, Tri-Cities Area MPO, April 21, 2017; and Personal Communication, Paul Agnew, AICP, George Washington Regional Commission/ Fredericksburg Area MPO, April 18, 2017).

²³ WSDOT. 2015. Annual Statewide Transportation Improvement Program (STIP) Review. Available: <http://www.wsdot.wa.gov/NR/rdonlyres/A018F877-E55A-4470-A14E-ADDD240AD1F0/0/2015STIPTrainingPresentation.pdf>. Accessed: April 13, 2017.

²⁴ WSDOT. 2012. NEW Web-Based Statewide Transportation Improvement Program (STIP). Available: <http://www.wsdot.wa.gov/NR/rdonlyres/4648B428-26FF-4350-B6D7-16888FC1FC2E/0/STIPTrainingManual.pdf>. Accessed: April 13, 2017.

²⁵ See article: <http://www.whidbeynewstimes.com/news/governor-signs-measure-allowing-county-rtpo/>.

county outcomes within the current arrangement, maintaining Pierce County's participation in the PSRC as a regional body that maximizes a collective regional voice at the state and federal level.

Regarding greater participation at PSRC, this could involve the City of Lakewood, Pierce County, and other cities in the county becoming their own advocates, promoting elected official appointments to some of the standing boards, and encouraging staff to participate in ad-hoc bodies. PSRC could also identify an ombudsman for each county to improve communication.

Given the need to further determine costs and benefits, and multi-year efforts to develop agreements with many local cities and Pierce County, forming a county-specific agency could be a long-term or fall back strategy. Further, it appears that the federal laws and rules promote fewer MPOs for contiguous UZAs/TMAs.

Exhibit 13. Evaluation of Alternative Regional Governance Approaches

FEATURE	PARTICIPATE FORM ALLIANCES	FORM COUNTY AGENCY	COMMENTS
Autonomy	±	+	A county-specific agency would provide more local control and autonomy.
Collective Voice	+	±	The collective voice with the current PSRC structure – as enhanced through stronger alliances – could be more competitive at the state and national level for funding. Continuing with PSRC would be more straightforward regarding multicounty planning policies. If forming a county-specific agency, there would still be a need to prepare multicounty planning policies with King and Snohomish counties that would result in some complexity if there were two organizations.
Resources: Efficient RTPO Administration	±	-	As a large organization, PSRC attracts talented staff, would likely have greater capacity to seek more funding options, and can spread costs of administration more efficiently.
Resources: Increased Local Funding	Improved Position, Amount Undetermined	Potential for Increased County-specific Funding, Requires Further Evaluation	This topic would require more evaluation to fully understand the costs and benefits.

Legend: Low: - Moderate: ± High: +

Appendix. Supplemental Information – Population and Statutory Items

PIERCE COUNTY POPULATION AND MPO/RTPO REQUIREMENTS

There are 24 cities with territory in Pierce County, though only 23 have population. Some are partially in the County (three jurisdictions). The number of jurisdictions that would be needed to form a MPO or RTPO would equal 15 (60% of cities) if all 24 are counted. To achieve the 75% of population, or about 634,000, there would be sufficient population just with the County, Tacoma, and Lakewood, but given that 60% of cities would be needed, more population would be achieved.

Exhibit 14. Pierce County and Cities Population: 2015 and 2016

Jurisdiction	2010 Population Census	2016 Population Estimate
Pierce County	795,225	844,490
Unincorporated Pierce County	366,738	392,260
Incorporated Pierce County	428,487	452,230
Auburn (part)	7,419	9,720
Bonney Lake	17,374	20,000
Buckley	4,354	4,550
Carbonado	610	635
DuPont	8,199	9,330
Eatonville	2,758	2,925
Edgewood	9,387	9,735
Enumclaw (part)	0	0
Fife	9,173	9,910
Fircrest	6,497	6,625
Gig Harbor	7,126	9,065
Lakewood	58,163	58,800
Milton (part)	6,137	6,625
Orting	6,746	7,535
Pacific (part)	92	55
Puyallup	37,022	39,850
Roy	793	805
Ruston	749	935
South Prairie	434	435
Steilacoom	5,985	6,170
Sumner	9,451	9,705
Tacoma	198,397	206,100
University Place	31,144	32,230
Wilkeson	477	490

Source: Office of Financial Management, 2016

PSRC Membership and Withdrawal

Section XII of the Interlocal Agreement allows withdrawals from the PSRC by giving 6 months' notice prior to the annual assessment of dues. The City of Lakewood's Fiscal Year 2018 Dues are \$17,163 and its Fiscal Year 2019 Dues are \$17,850 This includes the City's participation in the PSRC and the Central Puget Sound Economic Development District (CPSEDD). Most of the dues are associated with PSRC.

A. Any member shall have the right to withdraw from this Interlocal Agreement by giving written notice, six months prior to the annual assessment, to the Executive Board.

B. The members agree that withdrawal will not absolve them of responsibility for meeting financial and other obligations of annual contracts or agreements which exist between the State of Washington or the federal government and the Regional Planning Agency at the time of withdrawal.

C. Upon termination of this Agreement any money or assets in possession of the Regional Planning Agency after payment of all liabilities, costs, expenses, charges validly incurred under this agreement, shall be returned to all contributing governments in proportion to their assessment determined at the time of termination. The debts, liabilities, and obligations of the Regional Planning Agency shall not constitute a debt, liability or obligation of any member agency.

MPO Formation and Duties

Federal law provides for the formation and duties of metropolitan transportation planning organizations:

23 U.S. Code § 134 - Metropolitan transportation planning

(a)POLICY.—It is in the national interest—

(1) to encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight, foster economic growth and development within and between States and urbanized areas, and take into consideration resiliency needs while minimizing transportation-related fuel consumption and air pollution through metropolitan and statewide transportation planning processes identified in this chapter; and

(2) to encourage the continued improvement and evolution of the metropolitan and statewide transportation planning processes by metropolitan planning organizations, State departments of transportation, and public transit operators as guided by the planning factors identified in subsection (h) and section 135(d).

(b)DEFINITIONS.—In this section and section 135, the following definitions apply:

(1)METROPOLITAN PLANNING AREA.—

The term "metropolitan planning area" means the geographic area determined by agreement between the metropolitan planning organization for the area and the Governor under subsection (e).

(2)METROPOLITAN PLANNING ORGANIZATION.—

The term "metropolitan planning organization" means the policy board of an organization established as a result of the designation process under subsection (d).

(3)NONMETROPOLITAN AREA.—The term "nonmetropolitan area" means a geographic area outside designated metropolitan planning areas.

(4)NONMETROPOLITAN LOCAL OFFICIAL.—The term “nonmetropolitan local official” means elected and appointed officials of general purpose local government in a nonmetropolitan area with responsibility for transportation.

(5)REGIONAL TRANSPORTATION PLANNING ORGANIZATION.—The term “regional transportation planning organization” means a policy board of an organization established as the result of a designation under section 135(m).

(6)TIP.—The term “TIP” means a transportation improvement program developed by a metropolitan planning organization under subsection (i).

(7)URBANIZED AREA.—The term “urbanized area” means a geographic area with a population of 50,000 or more, as determined by the Bureau of the Census.

(c)GENERAL REQUIREMENTS.—

(1)DEVELOPMENT OF LONG-RANGE PLANS AND TIPS.—To accomplish the objectives in subsection (a), metropolitan planning organizations designated under subsection (d), in cooperation with the State and public transportation operators, shall develop long-range transportation plans and transportation improvement programs through a performance-driven, outcome-based approach to planning for metropolitan areas of the State.

(2)CONTENTS.—The plans and TIPs for each metropolitan area shall provide for the development and integrated management and operation of transportation systems and facilities (including accessible pedestrian walkways, bicycle transportation facilities, and intermodal facilities that support intercity transportation, including intercity buses and intercity bus facilities and commuter vanpool providers) that will function as an intermodal transportation system for the metropolitan planning area and as an integral part of an intermodal transportation system for the State and the United States.

(3)PROCESS OF DEVELOPMENT.—The process for developing the plans and TIPs shall provide for consideration of all modes of transportation and shall be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems to be addressed.

(d)DESIGNATION OF METROPOLITAN PLANNING ORGANIZATIONS.—

(1)IN GENERAL.—To carry out the transportation planning process required by this section, a metropolitan planning organization shall be designated for each urbanized area with a population of more than 50,000 individuals—

(A)by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the largest incorporated city (based on population) as determined by the Bureau of the Census); or

(B)in accordance with procedures established by applicable State or local law.

(2) STRUCTURE.—Not later than 2 years after the date of enactment of MAP-21, each metropolitan planning organization that serves an area designated as a transportation management area shall consist of—

(A) local elected officials;

(B) officials of public agencies that administer or operate major modes of transportation in the metropolitan area, including representation by providers of public transportation; and

(C) appropriate State officials.

(3) REPRESENTATION.—

(A) In general.—Designation or selection of officials or representatives under paragraph (2) shall be determined by the metropolitan planning organization according to the bylaws or enabling statute of the organization.

(B) Public transportation representative.—Subject to the bylaws or enabling statute of the metropolitan planning organization, a representative of a provider of public transportation may also serve as a representative of a local municipality.

(C) Powers of certain officials.—An official described in paragraph (2)(B) shall have responsibilities, actions, duties, voting rights, and any other authority commensurate with other officials described in paragraph (2).

(4) LIMITATION ON STATUTORY CONSTRUCTION.—Nothing in this subsection shall be construed to interfere with the authority, under any State law in effect on December 18, 1991, of a public agency with multimodal transportation responsibilities—

(A) to develop the plans and TIPs for adoption by a metropolitan planning organization; and

(B) to develop long-range capital plans, coordinate transit services and projects, and carry out other activities pursuant to State law.

(5) CONTINUING DESIGNATION.—A designation of a metropolitan planning organization under this subsection or any other provision of law shall remain in effect until the metropolitan planning organization is redesignated under paragraph (6).

(6) REDESIGNATION PROCEDURES.—

(A) In general.—A metropolitan planning organization may be redesignated by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the existing planning area population (including the largest incorporated city (based on population) as determined by the Bureau of the Census) as appropriate to carry out this section.

(B) Restructuring.—A metropolitan planning organization may be restructured to meet the requirements of paragraph (2) without undertaking a redesignation.

(7) DESIGNATION OF MORE THAN 1 METROPOLITAN PLANNING ORGANIZATION.—More than 1 metropolitan planning organization may be designated within an existing metropolitan planning area only if the Governor and the existing metropolitan planning organization determine that the size and complexity of the existing metropolitan planning area make designation of more than 1 metropolitan planning organization for the area appropriate.

(e) METROPOLITAN PLANNING AREA BOUNDARIES.—

(1) IN GENERAL.—For the purposes of this section, the boundaries of a metropolitan planning area shall be determined by agreement between the metropolitan planning organization and the Governor.

(2) INCLUDED AREA.—Each metropolitan planning area—

(A) shall encompass at least the existing urbanized area and the contiguous area expected to become urbanized within a 20-year forecast period for the transportation plan; and

(B) may encompass the entire metropolitan statistical area or consolidated metropolitan statistical area, as defined by the Bureau of the Census.

(3) IDENTIFICATION OF NEW URBANIZED AREAS WITHIN EXISTING PLANNING AREA BOUNDARIES.—

The designation by the Bureau of the Census of new urbanized areas within an existing metropolitan planning area shall not require the redesignation of the existing metropolitan planning organization.

(4) EXISTING METROPOLITAN PLANNING AREAS IN NONATTAINMENT.—

(A) In general.—Notwithstanding paragraph (2), except as provided in subparagraph (B), in the case of an urbanized area designated as a nonattainment area for ozone or carbon monoxide under the Clean Air Act (42 U.S.C. 7401 et seq.) as of the date of enactment of the SAFETEA-LU, the boundaries of the metropolitan planning area in existence as of such date of enactment shall be retained.

(B) Exception.—The boundaries described in subparagraph (A) may be adjusted by agreement of the Governor and affected metropolitan planning organizations in the manner described in subsection (d)(6).

(5) NEW METROPOLITAN PLANNING AREAS IN NONATTAINMENT.—In the case of an urbanized area designated after the date of enactment of the SAFETEA-LU, as a nonattainment area for ozone or carbon monoxide, the boundaries of the metropolitan planning area—

(A) shall be established in the manner described in subsection (d)(1);

(B) shall encompass the areas described in paragraph (2)(A);

(C) may encompass the areas described in paragraph (2)(B); and

(D) may address any nonattainment area identified under the Clean Air Act (42 U.S.C. 7401 et seq.) for ozone or carbon monoxide.

(f) COORDINATION IN MULTISTATE AREAS.—

(1) IN GENERAL.—The Secretary shall encourage each Governor with responsibility for a portion of a multistate metropolitan area and the appropriate metropolitan planning organizations to provide coordinated transportation planning for the entire metropolitan area.

(2) INTERSTATE COMPACTS.—The consent of Congress is granted to any 2 or more States—

(A) to enter into agreements or compacts, not in conflict with any law of the United States, for cooperative efforts and mutual assistance in support of activities authorized under this section as the activities pertain to interstate areas and localities within the States; and

(B) to establish such agencies, joint or otherwise, as the States may determine desirable for making the agreements and compacts effective.

(3) RESERVATION OF RIGHTS.—The right to alter, amend, or repeal interstate compacts entered into under this subsection is expressly reserved.

(g) MPO CONSULTATION IN PLAN AND TIP COORDINATION.—

(1) NONATTAINMENT AREAS.—If more than 1 metropolitan planning organization has authority within a metropolitan area or an area which is designated as a nonattainment area for ozone or carbon monoxide under the Clean Air Act (42 U.S.C. 7401 et seq.), each metropolitan planning organization shall consult with the other metropolitan planning organizations designated for such area and the State in the coordination of plans and TIPs required by this section.

(2) TRANSPORTATION IMPROVEMENTS LOCATED IN MULTIPLE MPOS.—If a transportation improvement, funded from the Highway Trust Fund or authorized under chapter 53 of title 49, is located within the boundaries of more than 1 metropolitan planning area, the metropolitan planning organizations shall coordinate plans and TIPs regarding the transportation improvement.

(3) RELATIONSHIP WITH OTHER PLANNING OFFICIALS.—

(A) In general.—The Secretary shall encourage each metropolitan planning organization to consult with officials responsible for other types of planning activities that are affected by transportation in the area (including State and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, and freight movements) or to coordinate its planning process, to the maximum extent practicable, with such planning activities.

(B) Requirements.—Under the metropolitan planning process, transportation plans and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the metropolitan area that are provided by—

(i) recipients of assistance under chapter 53 of title 49;

(ii) governmental agencies and nonprofit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the Department of Transportation to provide nonemergency transportation services; and

(iii) recipients of assistance under section 204.

(h) SCOPE OF PLANNING PROCESS.—

(1) IN GENERAL.—The metropolitan planning process for a metropolitan planning area under this section shall provide for consideration of projects and strategies that will—

- (A) support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- (B) increase the safety of the transportation system for motorized and nonmotorized users;
- (C) increase the security of the transportation system for motorized and nonmotorized users;
- (D) increase the accessibility and mobility of people and for freight;
- (E) protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- (F) enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- (G) promote efficient system management and operation;
- (H) emphasize the preservation of the existing transportation system;
- (I) improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
- (J) enhance travel and tourism.

(2) PERFORMANCE-BASED APPROACH.—

(A) In general.—The metropolitan transportation planning process shall provide for the establishment and use of a performance-based approach to transportation decisionmaking to support the national goals described in [section 150\(b\) of this title](#) and the general purposes described in [section 5301 of title 49](#).

(B) Performance targets.—

(i) Surface transportation performance targets.—

(I) In general.—Each metropolitan planning organization shall establish performance targets that address the performance measures described in [section 150\(c\)](#), where applicable, to use in tracking progress towards attainment of critical outcomes for the region of the metropolitan planning organization.

(II) Coordination.—Selection of performance targets by a metropolitan planning organization shall be coordinated with the relevant State to ensure consistency, to the maximum extent practicable.

*(ii)Public transportation performance targets.—*Selection of performance targets by a metropolitan planning organization shall be coordinated, to the maximum extent practicable, with providers of public transportation to ensure consistency with sections 5326(c) and 5329(d) of title 49.

*(C)Timing.—*Each metropolitan planning organization shall establish the performance targets under subparagraph (B) not later than 180 days after the date on which the relevant State or provider of public transportation establishes the performance targets.

*(D)Integration of other performance-based plans.—*A metropolitan planning organization shall integrate in the metropolitan transportation planning process, directly or by reference, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans developed under chapter 53 of title 49 by providers of public transportation, required as part of a performance-based program.

*(3)FAILURE TO CONSIDER FACTORS.—*The failure to consider any factor specified in paragraphs (1) and (2) shall not be reviewable by any court under this title or chapter 53 of title 49, subchapter II of chapter 5 of title 5, or chapter 7 of title 5 in any matter affecting a transportation plan, a TIP, a project or strategy, or the certification of a planning process.

(i)DEVELOPMENT OF TRANSPORTATION PLAN.—

(1)REQUIREMENTS.—

*(A)In general.—*Each metropolitan planning organization shall prepare and update a transportation plan for its metropolitan planning area in accordance with the requirements of this subsection.

(B)Frequency.—

*(i)In general.—*The metropolitan planning organization shall prepare and update such plan every 4 years (or more frequently, if the metropolitan planning organization elects to update more frequently) in the case of each of the following:

(I)Any area designated as nonattainment, as defined in section 107(d) of the Clean Air Act (42 U.S.C. 7407(d)).

(II)Any area that was nonattainment and subsequently designated to attainment in accordance with section 107(d)(3) of that Act (42 U.S.C. 7407(d)(3)) and that is subject to a maintenance plan under section 175A of that Act (42 U.S.C. 7505a).

*(ii)Other areas.—*In the case of any other area required to have a transportation plan in accordance with the requirements of this subsection, the metropolitan planning organization shall prepare and update such plan every 5 years unless the metropolitan planning organization elects to update more frequently.

*(2)TRANSPORTATION PLAN.—*A transportation plan under this section shall be in a form that the Secretary determines to be appropriate and shall contain, at a minimum, the following:

(A)Identification of transportation facilities.—

(i) In general.—An identification of transportation facilities (including major roadways, public transportation facilities, intercity bus facilities, multimodal and intermodal facilities, nonmotorized transportation facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions.

(ii) Factors.—In formulating the transportation plan, the metropolitan planning organization shall consider factors described in subsection (h) as the factors relate to a 20-year forecast period.

(B) Performance measures and targets.—A description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with subsection (h)(2).

(C) System performance report.—A system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets described in subsection (h)(2), including—

(i) progress achieved by the metropolitan planning organization in meeting the performance targets in comparison with system performance recorded in previous reports; and

(ii) for metropolitan planning organizations that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario has improved the conditions and performance of the transportation system and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets.

(D) Mitigation activities.—

(i) In general.—A long-range transportation plan shall include a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan.

(ii) Consultation.—The discussion shall be developed in consultation with Federal, State, and tribal wildlife, land management, and regulatory agencies.

(E) Financial plan.—

(i) In general.—A financial plan that—

(I) demonstrates how the adopted transportation plan can be implemented;

(II) indicates resources from public and private sources that are reasonably expected to be made available to carry out the plan; and

(III) recommends any additional financing strategies for needed projects and programs.

(ii) Inclusions.—The financial plan may include, for illustrative purposes, additional projects that would be included in the adopted transportation plan if reasonable additional resources beyond those identified in the financial plan were available.

(iii) Cooperative development.—For the purpose of developing the transportation plan, the metropolitan planning organization, transit operator, and State shall cooperatively develop estimates of funds that will be available to support plan implementation.

(F) Operational and management strategies.—Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods.

(G) Capital investment and other strategies.—Capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters.

(H) Transportation and transit enhancement activities.—Proposed transportation and transit enhancement activities including consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption in a cost-effective manner and strategies and investments that preserve and enhance intercity bus systems, including systems that are privately owned and operated.

(3) COORDINATION WITH CLEAN AIR ACT AGENCIES.—In metropolitan areas that are in nonattainment for ozone or carbon monoxide under the Clean Air Act (42 U.S.C. 7401 et seq.), the metropolitan planning organization shall coordinate the development of a transportation plan with the process for development of the transportation control measures of the State implementation plan required by that Act.

(4) OPTIONAL SCENARIO DEVELOPMENT.—

(A) In general.—A metropolitan planning organization may, while fitting the needs and complexity of its community, voluntarily elect to develop multiple scenarios for consideration as part of the development of the metropolitan transportation plan, in accordance with subparagraph (B).

(B) Recommended components.—A metropolitan planning organization that chooses to develop multiple scenarios under subparagraph (A) shall be encouraged to consider—

(i) potential regional investment strategies for the planning horizon;

(ii) assumed distribution of population and employment;

(iii) a scenario that, to the maximum extent practicable, maintains baseline conditions for the performance measures identified in subsection (h)(2);

(iv) a scenario that improves the baseline conditions for as many of the performance measures identified in subsection (h)(2) as possible;

(v) revenue constrained scenarios based on the total revenues expected to be available over the forecast period of the plan; and

(vi) estimated costs and potential revenues available to support each scenario.

(C)Metrics.—In addition to the performance measures identified in section 150(c), metropolitan planning organizations may evaluate scenarios developed under this paragraph using locally-developed measures.

(5)CONSULTATION.—

(A)In general.—In each metropolitan area, the metropolitan planning organization shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of a long-range transportation plan.

(B)Issues.—The consultation shall involve, as appropriate—

(i)comparison of transportation plans with State conservation plans or maps, if available; or

(ii)comparison of transportation plans to inventories of natural or historic resources, if available.

(6)PARTICIPATION BY INTERESTED PARTIES.—

(A)In general.—Each metropolitan planning organization shall provide citizens, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as a carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan.

(B)Contents of participation plan.—A participation plan—

(i)shall be developed in consultation with all interested parties; and

(ii)shall provide that all interested parties have reasonable opportunities to comment on the contents of the transportation plan.

(C)Methods.—In carrying out subparagraph (A), the metropolitan planning organization shall, to the maximum extent practicable—

(i)hold any public meetings at convenient and accessible locations and times;

(ii)employ visualization techniques to describe plans; and

(iii)make public information available in electronically accessible format and means, such as the World Wide Web, as appropriate to afford reasonable opportunity for consideration of public information under subparagraph (A).

(7)PUBLICATION.—A transportation plan involving Federal participation shall be published or otherwise made readily available by the metropolitan planning organization for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web, approved by the metropolitan planning organization and submitted for

information purposes to the Governor at such times and in such manner as the Secretary shall establish.

(8) SELECTION OF PROJECTS FROM ILLUSTRATIVE LIST.—Notwithstanding paragraph (2)(E), a State or metropolitan planning organization shall not be required to select any project from the illustrative list of additional projects included in the financial plan under paragraph (2)(E).

(j) METROPOLITAN TIP.—

(1) DEVELOPMENT.—

(A) In general.—In cooperation with the State and any affected public transportation operator, the metropolitan planning organization designated for a metropolitan area shall develop a TIP for the metropolitan planning area that—

- (i) contains projects consistent with the current metropolitan transportation plan;
- (ii) reflects the investment priorities established in the current metropolitan transportation plan; and
- (iii) once implemented, is designed to make progress toward achieving the performance targets established under subsection (h)(2).

(B) Opportunity for comment.—In developing the TIP, the metropolitan planning organization, in cooperation with the State and any affected public transportation operator, shall provide an opportunity for participation by interested parties in the development of the program, in accordance with subsection (i)(5).

(C) Funding estimates.—For the purpose of developing the TIP, the metropolitan planning organization, public transportation agency, and State shall cooperatively develop estimates of funds that are reasonably expected to be available to support program implementation.

(D) Updating and approval.—The TIP shall be—

- (i) updated at least once every 4 years; and
- (ii) approved by the metropolitan planning organization and the Governor.

(2) CONTENTS.—

(A) Priority list.—The TIP shall include a priority list of proposed Federally supported projects and strategies to be carried out within each 4-year period after the initial adoption of the TIP.

(B) Financial plan.—The TIP shall include a financial plan that—

- (i) demonstrates how the TIP can be implemented;
- (ii) indicates resources from public and private sources that are reasonably expected to be available to carry out the program;
- (iii) identifies innovative financing techniques to finance projects, programs, and strategies; and

(iv) may include, for illustrative purposes, additional projects that would be included in the approved TIP if reasonable additional resources beyond those identified in the financial plan were available.

(C) **Descriptions.**—Each project in the TIP shall include sufficient descriptive material (such as type of work, termini, length, and other similar factors) to identify the project or phase of the project.

(D) **Performance target achievement.**—The transportation improvement program shall include, to the maximum extent practicable, a description of the anticipated effect of the transportation improvement program toward achieving the performance targets established in the metropolitan transportation plan, linking investment priorities to those performance targets.

(3) INCLUDED PROJECTS.—

(A) **Projects under this title and .**—A TIP developed under this subsection for a metropolitan area shall include the projects within the area that are proposed for funding under chapter 1 of this title and chapter 53 of title 49.

(B) **Projects under chapter 2.**—

(i) **Regionally significant projects.**—Regionally significant projects proposed for funding under chapter 2 shall be identified individually in the transportation improvement program.

(ii) **Other projects.**—Projects proposed for funding under chapter 2 that are not determined to be regionally significant shall be grouped in 1 line item or identified individually in the transportation improvement program.

(C) **Consistency with long-range transportation plan.**—Each project shall be consistent with the long-range transportation plan developed under subsection (i) for the area.

(D) **Requirement of anticipated full funding.**—The program shall include a project, or an identified phase of a project, only if full funding can reasonably be anticipated to be available for the project or the identified phase within the time period contemplated for completion of the project or the identified phase.

(4) **NOTICE AND COMMENT.**—Before approving a TIP, a metropolitan planning organization, in cooperation with the State and any affected public transportation operator, shall provide an opportunity for participation by interested parties in the development of the program, in accordance with subsection (i)(5).

(5) SELECTION OF PROJECTS.—

(A) **In general.**—Except as otherwise provided in subsection (k)(4) and in addition to the TIP development required under paragraph (1), the selection of Federally funded projects in metropolitan areas shall be carried out, from the approved TIP—

(i) by—

(I) in the case of projects under this title, the State; and

(ii) in the case of projects under chapter 53 of title 49, the designated recipients of public transportation funding; and

(ii) in cooperation with the metropolitan planning organization.

(B) Modifications to project priority.—Notwithstanding any other provision of law, action by the Secretary shall not be required to advance a project included in the approved TIP in place of another project in the program.

(6) SELECTION OF PROJECTS FROM ILLUSTRATIVE LIST.—

(A) No required selection.—Notwithstanding paragraph (2)(B)(iv), a State or metropolitan planning organization shall not be required to select any project from the illustrative list of additional projects included in the financial plan under paragraph (2)(B)(iv).

(B) Required action by the secretary.—Action by the Secretary shall be required for a State or metropolitan planning organization to select any project from the illustrative list of additional projects included in the financial plan under paragraph (2)(B)(iv) for inclusion in an approved TIP.

(7) PUBLICATION.—

(A) Publication of tips.—A TIP involving Federal participation shall be published or otherwise made readily available by the metropolitan planning organization for public review.

(B) Publication of annual listings of projects.—

(i) In general.—An annual listing of projects, including investments in pedestrian walkways and bicycle transportation facilities, for which Federal funds have been obligated in the preceding year shall be published or otherwise made available by the cooperative effort of the State, transit operator, and metropolitan planning organization for public review.

(ii) Requirement.—The listing shall be consistent with the categories identified in the TIP.

(k) TRANSPORTATION MANAGEMENT AREAS.—

(1) IDENTIFICATION AND DESIGNATION.—

(A) Required identification.—The Secretary shall identify as a transportation management area each urbanized area (as defined by the Bureau of the Census) with a population of over 200,000 individuals.

(B) Designations on request.—The Secretary shall designate any additional area as a transportation management area on the request of the Governor and the metropolitan planning organization designated for the area.

(2) TRANSPORTATION PLANS.—In a transportation management area, transportation plans shall be based on a continuing and comprehensive transportation planning process carried out by the metropolitan planning organization in cooperation with the State and public transportation operators.

(3) CONGESTION MANAGEMENT PROCESS.—

(A) In general.—Within a metropolitan planning area serving a transportation management area, the transportation planning process under this section shall address congestion management through a process that provides for effective management and operation, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities eligible for funding under this title and chapter 53 of title 49 through the use of travel demand reduction (including intercity bus operators, employer-based commuting programs such as a carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), job access projects, and operational management strategies.

(B) Schedule.—The Secretary shall establish an appropriate phase-in schedule for compliance with the requirements of this section but no sooner than 1 year after the identification of a transportation management area.

(C) Congestion management plan.—A metropolitan planning organization serving a transportation management area may develop a plan that includes projects and strategies that will be considered in the TIP of such metropolitan planning organization. Such plan shall—

(i) develop regional goals to reduce vehicle miles traveled during peak commuting hours and improve transportation connections between areas with high job concentration and areas with high concentrations of low-income households;

(ii) identify existing public transportation services, employer-based commuter programs, and other existing transportation services that support access to jobs in the region; and

(iii) identify proposed projects and programs to reduce congestion and increase job access opportunities.

(D) Participation.—In developing the plan under subparagraph (C), a metropolitan planning organization shall consult with employers, private and nonprofit providers of public transportation, transportation management organizations, and organizations that provide job access reverse commute projects or job-related services to low-income individuals.

(4) SELECTION OF PROJECTS.—

(A) In general.—All Federally funded projects carried out within the boundaries of a metropolitan planning area serving a transportation management area under this title (excluding projects carried out on the National Highway System) or under chapter 53 of title 49 shall be selected for implementation from the approved TIP by the metropolitan planning organization designated for the area in consultation with the State and any affected public transportation operator.

(B) National highway system projects.—Projects carried out within the boundaries of a metropolitan planning area serving a transportation management area on the National Highway System shall be selected for implementation from the approved TIP by the State in cooperation with the metropolitan planning organization designated for the area.

(5) CERTIFICATION.—

(A) In general.—The Secretary shall—

(i) ensure that the metropolitan planning process of a metropolitan planning organization serving a transportation management area is being carried out in accordance with applicable provisions of Federal law; and

(ii) subject to subparagraph (B), certify, not less often than once every 4 years, that the requirements of this paragraph are met with respect to the metropolitan planning process.

(B) Requirements for certification.—The Secretary may make the certification under subparagraph (A) if—

(i) the transportation planning process complies with the requirements of this section and other applicable requirements of Federal law; and

(ii) there is a TIP for the metropolitan planning area that has been approved by the metropolitan planning organization and the Governor.

(C) Effect of failure to certify.—

(i) **Withholding of project funds.**—If a metropolitan planning process of a metropolitan planning organization serving a transportation management area is not certified, the Secretary may withhold up to 20 percent of the funds attributable to the metropolitan planning area of the metropolitan planning organization for projects funded under this title and chapter 53 of title 49.

(ii) **Restoration of withheld funds.**—The withheld funds shall be restored to the metropolitan planning area at such time as the metropolitan planning process is certified by the Secretary.

(D) Review of certification.—In making certification determinations under this paragraph, the Secretary shall provide for public involvement appropriate to the metropolitan area under review.

(I) REPORT ON PERFORMANCE-BASED PLANNING PROCESSES.—

(1) IN GENERAL.—The Secretary shall submit to Congress a report on the effectiveness of the performance-based planning processes of metropolitan planning organizations under this section, taking into consideration the requirements of this subsection.

(2) REPORT.—Not later than 5 years after the date of enactment of the MAP-21, the Secretary shall submit to Congress a report evaluating—

(A) the overall effectiveness of performance-based planning as a tool for guiding transportation investments;

(B) the effectiveness of the performance-based planning process of each metropolitan planning organization under this section;

(C) the extent to which metropolitan planning organizations have achieved, or are currently making substantial progress toward achieving, the performance targets specified under this section and whether metropolitan planning organizations are developing meaningful performance targets; and

(D)the technical capacity of metropolitan planning organizations that operate within a metropolitan planning area with a population of 200,000 or less and their ability to carry out the requirements of this section.

(3)PUBLICATION.—The report under paragraph (2) shall be published or otherwise made available in electronically accessible formats and means, including on the Internet.

(m)ABBREVIATED PLANS FOR CERTAIN AREAS.—

(1)IN GENERAL.—Subject to paragraph (2), in the case of a metropolitan area not designated as a transportation management area under this section, the Secretary may provide for the development of an abbreviated transportation plan and TIP for the metropolitan planning area that the Secretary determines is appropriate to achieve the purposes of this section, taking into account the complexity of transportation problems in the area.

(2)NONATTAINMENT AREAS.—The Secretary may not permit abbreviated plans or TIPs for a metropolitan area that is in nonattainment for ozone or carbon monoxide under the Clean Air Act (42 U.S.C. 7401 et seq.).

(n)ADDITIONAL REQUIREMENTS FOR CERTAIN NONATTAINMENT AREAS.—

(1)IN GENERAL.—Notwithstanding any other provisions of this title or chapter 53 of title 49, for transportation management areas classified as nonattainment for ozone or carbon monoxide pursuant to the Clean Air Act (42 U.S.C. 7401 et seq.), Federal funds may not be advanced in such area for any highway project that will result in a significant increase in the carrying capacity for single-occupant vehicles unless the project is addressed through a congestion management process.

(2)APPLICABILITY.—This subsection applies to a nonattainment area within the metropolitan planning area boundaries determined under subsection (e).

(o)LIMITATION ON STATUTORY CONSTRUCTION.—Nothing in this section shall be construed to confer on a metropolitan planning organization the authority to impose legal requirements on any transportation facility, provider, or project not eligible under this title or chapter 53 of title 49.

(p)FUNDING.—Funds apportioned under paragraphs (5)(D) and (6) of section 104(b) of this title or section 5305(g) of title 49 shall be available to carry out this section.

(q)CONTINUATION OF CURRENT REVIEW PRACTICE.—Since plans and TIPs described in this section are subject to a reasonable opportunity for public comment, since individual projects included in plans and TIPs are subject to review under the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.), and since decisions by the Secretary concerning plans and TIPs described in this section have not been reviewed under that Act as of January 1, 1997, any decision by the Secretary concerning a plan or TIP described in this section shall not be considered to be a Federal action subject to review under that Act.

(r)BI-STATE METROPOLITAN PLANNING ORGANIZATION.—

(1) DEFINITION OF BI-STATE MPO REGION.—In this subsection, the term “Bi-State MPO Region” has the meaning given the term “region” in subsection (a) of Article II of the Lake Tahoe Regional Planning Compact (Public Law 96–551; 94 Stat. 3234).

(2) TREATMENT.—For the purpose of this title, the Bi-State MPO Region shall be treated as—

(A) a metropolitan planning organization;

(B) a transportation management area under subsection (k); and

(C) an urbanized area, which is comprised of a population of 145,000 in the State of California and a population of 65,000 in the State of Nevada.

(3) SUBALLOCATED FUNDING.—

(A) Planning.—In determining the amounts under subparagraph (A) of section 133(d)(1) that shall be obligated for a fiscal year in the States of California and Nevada under clauses (i), (ii), and (iii) of that subparagraph, the Secretary shall, for each of those States—

(i) calculate the population under each of those clauses;

(ii) decrease the amount under section 133(d)(1)(A)(iii) by the population specified in paragraph (2) of this subsection for the Bi-State MPO Region in that State; and

(iii) increase the amount under section 133(d)(1)(A)(i) by the population specified in paragraph (2) of this subsection for the Bi-State MPO Region in that State.

(B) STBGP set aside.—In determining the amounts under paragraph (2) of section 133(h) that shall be obligated for a fiscal year in the States of California and Nevada, the Secretary shall, for the purpose of that subsection, calculate the populations for each of those States in a manner consistent with subparagraph (A).

The designation and redesignation of a metropolitan planning organization is addressed in federal rules in Section CFR 450.306 regarding the Federal Aid Policy Guide, and indicates that it requires a center city (e.g. Tacoma)²⁶ plus 75 percent of the area population, and Governor approval.

(a) Designations of metropolitan planning organizations (MPOs) made after December 18, 1991, shall be by agreement among the Governor(s) and units of general purpose local governments representing 75 percent of the affected metropolitan population (including the central city or cities as defined by the Bureau of the Census), or in accordance with procedures established by applicable State or local law. To the extent possible, only one MPO shall be designated for each UZA or group of contiguous UZAs. More than one MPO may be designated within an UZA only if the Governor(s) determines that the size and complexity of the UZA make designation of more than one MPO appropriate.

²⁶ <https://www.census.gov/population/estimates/metro-city/cencty.txt>

- (b) The designation shall clearly identify the policy body that is the forum for cooperative decisionmaking that will be taking the required approval actions as the MPO.
- (c) To the extent possible, the MPO designated should be established under specific State legislation, State enabling legislation, or by interstate compact, and shall have authority to carry out metropolitan transportation planning.
- (d) Redesignation (designation of a new MPO(s) to replace an existing MPO) shall occur by agreement of the Governor and affected local units of government representing 75 percent of the population in the entire metropolitan area. The central city(ies) must be among the units of local government agreeing to the redesignation.
- (e) Nothing in this subpart shall be deemed to prohibit the MPO from utilizing the staff resources of other agencies to carry out selected elements of the planning process.
- (f) Existing MPO designations remain valid until a new MPO is redesignated, unless revoked by the Governor and local units of government representing 75 percent of the population in the area served by the existing MPO (the central city(ies) must be among those desiring to revoke the MPO designation), or as otherwise provided under State or local procedures. If the Governor and local officials decide to redesignate an existing MPO, but do not formally revoke the existing MPO designation, the existing MPO remains in effect until a new MPO is formally designated.
- (g) Redesignation of an MPO in a multistate metropolitan area requires the approval of the Governor of each State and local officials representing 75 percent of the population in the entire metropolitan planning area. The local officials in the central city(ies) must be among those agreeing to the redesignation.
- (h) Redesignation of an MPO covering more than one UZA requires the approval of the Governor and local officials representing 75 percent of the population in the metropolitan planning area covered by the current MPO; the local officials in the central city(ies) in each urbanized area must be among those agreeing to the redesignation.
- (i) The voting membership of an MPO policy body designated/redesignated subsequent to December 18, 1991, and serving a TMA, must include representation of local elected officials, officials of agencies that administer or operate major modes or systems of transportation, e.g., transit operators, sponsors of major local airports, maritime ports, rail operators, etc. (including all transportation agencies that were included in the MPO on June 1, 1991), and appropriate State officials. Where agencies that operate other major modes of transportation do not already have a voice on existing MPOs, the MPOs (in cooperation with the States) are encouraged to provide such agencies a voice in the decisionmaking process, including representation/membership on the policy body and/or other appropriate committees. Further, where appropriate, existing MPOs should increase the representation of local elected officials on the policy board and other committees as a means for encouraging their greater involvement in MPO processes. Adding such representation to an MPO will not, in itself, constitute a redesignation action.
- (j) Where the metropolitan planning area boundaries for a previously designated MPO need to be expanded, the membership on the MPO policy body and other committees, should be reviewed to ensure that the added area has appropriate representation.

(k) Adding membership (e.g., local elected officials and operators of major modes or systems of transportation, or representatives of newly urbanized areas) to the policy body or expansion of the metropolitan planning area does not automatically require redesignation of the MPO. To the extent possible, it is encouraged that this be done without a formal redesignation. The Governor and MPO shall review the previous MPO designation, State and local law, MPO bylaws, etc., to determine if this can be accomplished without a formal redesignation. If redesignation is considered necessary, the existing MPO will remain in effect until a new MPO is formally designated or the existing designation is formally revoked in accordance with the procedures of this section.

RTPO Formation

The formation of an RTPO requires the voluntary membership of the County and 60 percent of the cities and towns in the region representing at least 75 percent of the cities' and towns' population. WSDOT needs to verify the consistency with the requirements at RCW 47.80.020.

The legislature hereby authorizes creation of regional transportation planning organizations within the state. Each regional transportation planning organization shall be formed through the voluntary association of local governments within a county, or within geographically contiguous counties. Each organization shall:

- (1) Encompass at least one complete county;*
- (2) Have a population of at least one hundred thousand, have a population of at least seventy-five thousand and contain a Washington state ferries terminal, or contain a minimum of three counties; and*
- (3) Have as members all counties within the region, and at least sixty percent of the cities and towns within the region representing a minimum of seventy-five percent of the cities' and towns' population.*

The state department of transportation must verify that each regional transportation planning organization conforms with the requirements of this section.

In urbanized areas, the regional transportation planning organization is the same as the metropolitan planning organization designated for federal transportation planning purposes.

City of Lakewood



Regional Resource Distribution

Prepared by: BERK Consulting

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CONSULTANT TEAM

BERK Consulting

LAKEWOOD CITY COUNCIL (2017)

Don Anderson, Mayor
Jason Whalen, Deputy Mayor
John Simpson, Councilmember
Michael Brandstetter, Councilmember
Mary Moss, Councilmember
Marie Barth, Councilmember
Paul Bocchi, Councilmember

CITY OF LAKEWOOD

John Caulfield, City Manager

Community Development Department

M. David Bugher, Assistant City Manager/ Community and Economic Development Director
Courtney Casady, Assistant to the City Manager

Regional Resource Distribution

White Paper

Regional Resource Distribution	1
Executive Summary	1
Background	2
Resource Distribution	3
Funding Performance	11
Alternative Resource Distribution.....	16
System Evaluation.....	17
Appendix 1. Estimated Allocation of FHWA Funds – 2016 Policy Framework.....	20
Appendix 2. Primary and Secondary Beneficiaries Calculations	21

Executive Summary

For the City of Lakewood’s consideration, BERK Consulting has prepared this White Paper that explores the distribution of regional resources under the Puget Sound Regional Council (PSRC) and the Vision 2040 framework, as well as alternative approaches.

State and Federal law establish authority for PSRC to coordinate regional transportation based on an adopted plan. Under this authority PSRC distributes Federal Highway Administration (FHWA) funds through two major processes: a countywide process and a regional process.

- Countywide funds are assigned based on population and projects are prioritized by each county using a body of PSRC member jurisdictions and agencies. Recommendations are forwarded to PSRC for review, approval, and funding.
- Regional projects are submitted to a competitive review process. Projects are processed by PSRC staff and reviewed by a committee and a policy board prior to selection. Both processes require projects to be consistent with the regional plan, but by PSRC policy regional process projects must support the designated regional centers and manufacturing/industrial centers identified in Vision 2040.

A review of the distribution of resources shows that in the past PSRC has awarded funds to member jurisdictions consistently and equitably between 1992-2016. The percentage of funds awarded to projects in each county is about even with the percentage of population. Although it may appear there

are disparities when calculating per capita benefits per county resident, the gap narrows when figures are adjusted to account for benefits shared by out of county commuters.

Given that resources have historically been evenly distributed, the major issues with regional resource distribution are policy based. As the region proceeds with updates of its regional plans, including Vision 2040, it should consider these policy issues:

- Proposed changes to the designation of regional centers could result in a need to modify the current two-process funding system. What policy changes will be needed to ensure that the distribution of resources continues to meet county and regional funding needs equitably?
- As federal installations, military facilities are not subject to state or regional planning authority. Military facilities are acknowledged as regionally important to the economy and employment, but are not recognized as regional centers in Vision 2040. This policy affects eligibility for competitive regional funds. How should the region recognize and plan for the impacts of military facilities? What are the implications for funding?
- Vision 2040's centers policy already prioritizes investments in areas that have the most infrastructure. This geographic hierarchy may be reinforced with proposed policy changes to the centers designation process. How will future policies and funding priorities address regional imbalances in housing affordability and jobs-housing balance to ensure equity?

Background

PSRC is a four-county Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) including King, Kitsap, Pierce, and Snohomish Counties and their cities. The creation and function of MPOs under federal laws and of RTPOs under state laws are discussed more fully in the Regional Organization Structural Options White Paper. Although MPOs and RTPOs are established under different authorities, they “serve the same basic transportation planning functions – develop a long-range plan, coordinate transportation planning within a region, and prepare a transportation improvement program.”¹

FEDERAL POLICY FRAMEWORK

In 2015 the FAST Act (Fixing America's Surface Transportation) authorized five years of federal funding for surface transportation. Administered by the Federal Highways Administration (FHWA), the FAST Act is charged with improving mobility on America's highways, creating jobs and supporting economic growth, and accelerating project delivery and promoting innovation. Building upon the previous transportation funding act (MAP-21), the FAST Act continues to support a streamlined, multi-modal transportation system

¹ Washington State Department of Transportation. 2017. Regional Transportation Planning. Available: <http://www.wsdot.wa.gov/planning/Regional/Default.htm>. Accessed: March 13, 2017.

that improves safety, reduces congestion, improves freight movement, protects the environment, and maintains infrastructure condition.²

To receive transportation funds under the FAST act, PSRC must maintain a Transportation Improvement Plan (TIP) and select projects to receive transportation funds from federal sources. As required, PSRC documents how the distribution of funds will be prioritized in the *2016 Policy Framework for PSRC's Federal Funds*.³ This framework supports implementation of *Vision 2040*, *Transportation 2040*, and the *Regional Economic Development Strategy*. The Regional TIP includes federally funded projects, Washington State Department of Transportation (WSDOT) projects, projects of regional significance regardless of funding source, and projects from previous TIPs that are still using funding awards. Although PSRC selects projects that receive federal funding, projects on the Regional TIP are also funded through local agencies, WSDOT, and other federal agencies that select projects to receive discretionary funds. Thus, the policy framework influences project selection at multiple levels.

STATE POLICY FRAMEWORK

The state RTPO framework is designed to ensure consistency of transportation plans across state, regional, county, and local levels. RTPOs have a duty to adopt a regional transportation strategy and regional transportation plan consistent with adopted countywide planning policies, local comprehensive plans, and state transportation plans. RTPOs also certify that countywide planning policies and the transportation element of local comprehensive plans are consistent with the Regional Transportation Plan. Further, they develop and maintain a six-year Regional TIP (RCW 47.80.023.) Where MPOs exist, the RTPO must be the same organization. However, an RTPO can be designated in areas of the state that are not included in the federal MPO program.

Required content of the Regional Transportation Plan is established by state law in RCW 47.80.030. Regional Transportation Plans should be cost-effective, address regional development and investment, make efficient use of existing facilities, plan for multi-modal, and be consistent with other plans.

Resource Distribution

Resource distribution by the PSRC is influenced by a variety of factors including the Interlocal Agreement with PSRC members, the 2016 Policy Framework for Federal Funding, and regional planning documents. In particular, *Vision 2040* (the regional growth strategy) and *Transportation 2040* (the Regional Transportation Plan) affect regional resource distribution.

² Federal Highway Administration. 2017. Fixing America's Surface Transportation Act of "FAST Act." Available: <https://www.fhwa.dot.gov/fastact/summary.cfm>. Accessed March 8, 2017.

³ <http://www.psrc.org/assets/13363/2016PolicyFrameworkFULL.pdf>

INTERLOCAL AGREEMENT

The *Interlocal Agreement for Regional Planning of the Central Puget Sound Area*⁴ is the agreement signed between PSRC and its member counties and cities agreeing to the terms of participation in regional planning. Although the interlocal does not contain a formula or criteria for resource distribution, it establishes the purpose and authority that underlies the distribution of funds.⁵ The mission of PSRC is to preserve and enhance the quality of life in the Central Puget Sound. *"In so doing, it shall prepare, adopt, and maintain goals, policy, and standards for regional transportation and regional growth management in the central Puget Sound area, in accordance with federal and state law and based on local comprehensive plans of jurisdictions within the region."* Development of the Regional Transportation Plan and growth management strategy are based on a collaborative process intended to draw on state and local policy directives. The interlocal agreement establishes that the Regional Transportation Plan and growth management strategy set the policy direction for allocation of federal funding.

2016 POLICY FRAMEWORK DOCUMENT

As described above, the Policy Framework is required for all MPOs to ensure the transparent distribution of federal funds. This document outlines exactly how resources will be divided, the process for project selection, and how funded projects will be tracked. To be eligible for funding, all projects must be consistent with Vision 2040, Transportation 2040, and the local comprehensive plan. In addition, the local comprehensive plan must have received either full or conditional certification by PSRC. PSRC confirms local consistency with Vision 2040 and Transportation 2040 through the certification process.

Federal funds come from a variety of sources, but are split into two main categories, FHWA funds and FTA funds, based on the federal agency that administers them. FTA funds are eligible only for transit-related projects serving the three federal urbanized areas (UZAs) within PSRC's geography: the Seattle-Tacoma-Everett UZA, Bremerton UZA, and Marysville UZA. Funds are distributed by an earned share formula determined by FTA and through a competitive regional process. Only designated agencies (transit agencies, ferries, City of Seattle, WSDOT) can receive FTA funds.

PSRC splits FHWA funds evenly into an allocation for regional selection process and an allocation for countywide selection process. Prior to the funding split, it sets aside money to fund the following priorities:

- 10% is set aside for pedestrian and bicycle improvements and assigned to the countywide funding process
- \$3 million is set aside for the Rural Town Centers and Corridors program to implement town center and corridor improvements and assigned through the regional funding process⁶

⁴ <http://www.psrc.org/assets/2898/Interlocal.pdf>

⁵ Membership, voting rights, and organizational structure as established in the Interlocal Agreement is covered in the Regional Organization Structural Options White Paper.

⁶ FHWA requires a percentage of funds to be dedicated to rural areas. PSRC complies with this requirement by dedicating a set \$3 million, which exceeds the federal requirement.

- 20% of the funds sourced from the Surface Transportation Block Grant (STP) program are assigned to preserve existing facilities through the Preservation Pilot Set-Aside

Funds are also set aside to help fund the PSRC work program and for Kitsap County. Kitsap County is not part of the air quality attainment area and not eligible for funds sourced from the Congestion Mitigation & Air Quality Improvement Program (CMAQ). As a result, Kitsap County's allocation is taken from eligible sources and assigned to the countywide funding process. Once funds are set-aside and assigned to the countywide or regional process, countywide funds are assigned to each countywide process based on population share.⁷ Details of the 2016 funding allocation process are shown in Appendix 1.

Countywide Selection Process

Funds allocated to each county are distributed through a countywide selection process. This includes funds assigned based on population estimates, funds set aside for pedestrian/bicycle projects, and preservation of existing facilities. The use of a countywide selection process recognizes that each county may have unique considerations that factor into transportation planning and decision-making. Each of the four counties holds a funding competition and then transmits its recommendations to the PSRC Transportation Policy Board. In Pierce County, the regional body is the Pierce County Regional Council (PCRC). This process is shown below.



Review criteria for the competition must be consistent with Vision 2040, Transportation 2040, and the Regional Economic Strategy, but both regionally- and locally-identified centers are eligible for funding. The Transportation Policy Board examines the recommendations from each countywide competition and forwards a final recommendation to the PSRC Executive Board for action. Recommendations of the Transportation Policy Board can be appealed, with final resolution by Executive Board. Review of the 2014 and 2016 funding process shows that PSRC funded all of the projects recommended by PCRC. In the past, when additional funds were available, PSRC also funded projects on a contingency list.

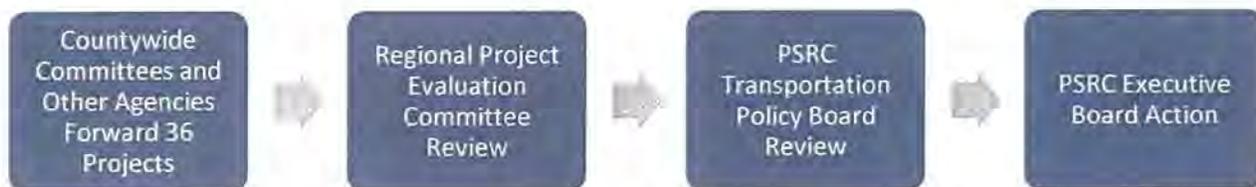
Regional Selection Process

Regional funds are programmed using a shared regional selection process put in place in 1995 and coordinated by PSRC. For the bulk of the funds, only 36 projects are entered in the regional selection

⁷ There is a distinction regarding county-assigned funds and discretionary funds in the RTPO law at RCW 47.80.050 relevant to state funds. There isn't a federal requirement for this county/regional process, but rather a population based distribution of funds for approximately 50% of the funds. (In the FAST act the percentage grows each year the act is authorized.)

process and they must address issues related to regionally designated growth centers or manufacturing/industrial centers.⁸ Like the process to determine the countywide funding allocation, an individual county process is used by each county to recommend projects for the regional competition. In total, 12 regional projects come recommended from the King County countywide process and six projects each from the Kitsap, Pierce, and Snohomish countywide processes. WSDOT, Sound Transit, and the Puget Sound Clean Air Agency recommend two projects each based on internal processes.

PSRC staff evaluates and scores all 36 projects and transmits them to the Regional Project Evaluation Committee. Projects are scored with regional project evaluation criteria developed based on Vision 2040, Transportation 2040, and the Regional Economic Strategy. As a requirement of federal funding, PSRC sets aside regional funds to be directed to rural areas. Project readiness, the ability to efficiently utilize funds, and air quality benefits are included in the technical criteria for review. In making its recommendations to the Transportation Policy Board, the Regional Project Evaluation Committee may consider factors in addition to the review score, such as equity, cost effectiveness, environmental protection, history of successful project completion, etc. After reviewing the recommendations of the Regional Project Evaluation Committee, the Transportation Policy Board forwards a final recommendation to the PSRC's Executive Board for action. This process is shown below.



REGIONAL PLANNING DOCUMENTS

Vision 2040, Transportation 2040, and the Regional Economic Strategy are the regional planning documents that establish the policy direction for the distribution of federal and state resources. These plans were developed through extensive processes led by the Growth Management Policy Board, Transportation Policy Board, and Prosperity Partnership. Both Vision 2040 and Transportation 2040 are built upon a regional centers framework, which was first introduced in 2002, but refined and reinforced in policy updates since then. The regional centers framework designates regional growth centers for population and employment. The policy focus for distribution of PSRC's funds has been to support the development of centers and the transportation corridors that serve them. All projects selected for funding must be consistent with the regional centers framework, and projects related to designated centers are prioritized.

⁸ Federal rules require some of the FHWA funds to be set aside for rural areas. PSRC currently sets aside \$3 million for the Rural Town Centers and Corridors program. Funding for that program comes from the regional process funds and is awarded through a similar competitive process. However, for the rural set aside, each county may submit three projects for consideration.

Vision 2040

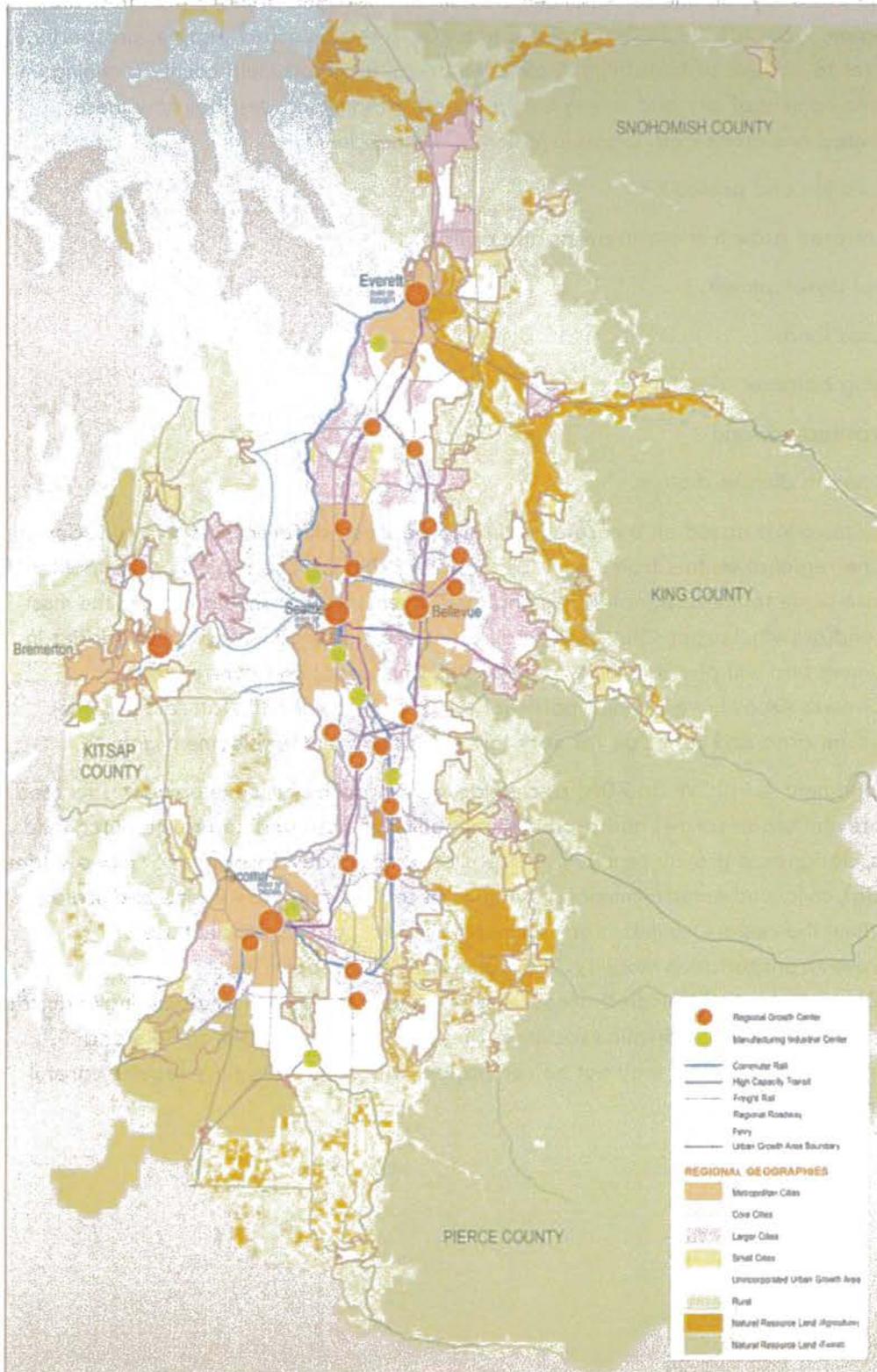
Adopted in 2008, Vision 2040 lays out the regional centers framework as the primary growth strategy for the Puget Sound Region. It considers how the decisions made as a region affect people, prosperity, and the planet and strives to achieve sustainability in all three areas. It adopts multi-county planning policies to guide the development of city and county Comprehensive Plans and describes how these policies will be implemented and monitored. Goals in Vision 2040 include:

- environmental restoration and protection
- focused and concentrated growth in urban areas and centers
- minimization of rural development
- protection of resource lands
- a better jobs/housing balance
- efficient use of infrastructure; and
- a reduced contribution to climate change.

The regional centers framework is based on a careful distinction between different geographies. Seven geographies make up the regional centers framework, as shown in Exhibit 1. The region's Metropolitan Cities and Core Cities are home to the designated regional growth centers that should receive the most intensive development and growth. Larger Cities and Small Cities are classified based on similarities in population and employment and will play a variety of roles in accommodating future growth. Unincorporated Urban Growth Areas have varying potential for growth. Rural and Natural Resource areas are outside the urban area and set aside for very low population and employment growth.

Using the Growth Management Act (RCW 36.70A) as a guide, new growth and development is focused within urban areas to prevent urban sprawl and protect the viability of rural and natural resource lands. Within the urban areas, designated growth centers are areas of compact development that mix a variety of residential, commercial, civic, and entertainment uses. Although centers may vary in size and scale, concentrating growth within the centers minimizes environmental impacts, makes efficient use of infrastructure, and improves transportation mobility. The framework also recognizes manufacturing/industrial centers as concentrated areas of regional employment. Manufacturing/industrial centers should be served by major transportation facilities. They are important to the people and prosperity of the region. Even though they may not be compatible with other uses, they require careful planning and protection.

Exhibit 1. Regional Growth Strategy for Central Puget Sound



Source: Puget Sound Regional Council. *Vision 2040*. <http://www.psrc.org/assets/366/7293-V2040.pdf>

The multi-county planning policies adopted in Vision 2040 support the prioritization of regional centers for resource distribution:

- **MPP-DP-7:** Give funding priority – both for transportation infrastructure and for economic development- to support designated regional growth centers consistent with the regional vision. Regional funds are prioritized to regional growth centers. County-level and local funding are also appropriate to prioritize to regional growth centers.
- **MPP-DP-10:** Give funding priority – both for transportation infrastructure and for economic development- to support designated regional manufacturing/industrial centers consistent with the regional vision. Regional funds are prioritized to regional manufacturing/industrial centers. County-level and local funding are also appropriate to prioritize to these regional centers.
- **MPP-DP-13:** Direct subregional funding, especially county-level and local funds, to centers designated through countywide processes, as well as to town centers, and other activity nodes.
- **MPP-EC-18:** Concentrate a significant amount of economic growth in designated centers and connect them to each other in order to strengthen the region's economy and communities and to promote economic opportunity.
- **MPP-T-12:** Give regional funding priority to transportation improvements that serve regional growth centers and regional manufacturing and industrial centers.

Vision 2040 is scheduled for update in 2020. PSRC is already laying the groundwork for the update with the Regional Centers Framework Update Project, initiated in 2015. In February 2017, the Stakeholder Working Group issued a final report with findings based on review of issues identified earlier in the process. One of the findings of the report recommends the development of a new framework for designating and recognizing regional and countywide centers. Approval of the framework is expected to occur in 2017. PSRC will consider implementation the new framework from 2017-2020 as part of the Vision 2040 update.

The proposed regional centers framework would change the criteria for the designation of centers. There would be an established criteria for the designation of regional centers and countywide centers under the regional growth plan to ensure consistency throughout the region.⁹ Jurisdictions would still use their own criteria for the designation of local centers. Regional centers would be organized into a two or three tier system based on an evaluation of existing and planned activity levels, transit service, function or role, and size. Under one alternative, market potential would also factor in designation. PSRC would also consider the number of centers and the distribution of centers in establishing its regional tiered system and in designating centers.

Implementation of this tiering system will involve a review of existing regional centers. It is anticipated that under the new framework existing regional centers will be reclassified, with only some of the centers

⁹ The regional growth plan adopted in 2020 to replace Vision 2040.

meeting the Tier 1 criteria. There are two proposed designation criterion. Under both proposed alternatives, a standard threshold for existing activity for Tier 1 status is 30 activity units per acre (au/ac).¹⁰ Of the 29 existing regional centers, only 12 meet this threshold, and Downtown Tacoma is the only Pierce County center to meet the threshold.

Although alternatives have been proposed, the exact criteria for the framework, the number of tiers, and the policy and practical implications of designation as a lower tier regional center are unknown. The Stakeholder Working Group flagged several issues for additional discussion such as: the planning and funding implications of the tier system, and equity and social justice in the designation of the centers. Equity and access considerations include housing affordability and displacement, access for transit dependent populations (low income, elderly, disabled, and youth), and access to employment opportunities.

Transportation 2040

Transportation 2040 is the Regional Transportation Plan and was last adopted in 2010, with updates in 2015. Consistent with the triple bottom line of people, prosperity, and planet, Transportation 2040 considers the impacts of regional transportation on quality of life, environmental sustainability, and economic development. It addresses strategies for easing congesting and improving mobility, protecting the environment, and funding transportation investments.

Building off the regional centers framework in Vision 2040, Transportation 2040 focuses on moving people and goods efficiently throughout the region. Priority is given to creating an efficient transportation network between designated regional centers and maintaining and preserving existing infrastructure. Investments in Metropolitan Cities and Core Cities should emphasize reduced vehicle trips, increased transit use, and enhancement of existing facilities. Transportation investments in these areas a key factor in making designated centers functional, livable, and attractive. Subregional centers in other urban geographies can also benefit from transportation investments, particularly where they help to concentrate new development into compact, mixed-use communities.

Regional Economic Strategy

The existing Regional Economic Strategy was adopted in 2012 and is updated every five years.¹¹ It sets forth a plan for regional economic and employment growth based on five goals: ensuring education and workforce development, fostering a good business climate, supporting entrepreneurship and innovation, improving infrastructure, and ensuring a great quality of life and thriving natural environment. The strategy identifies ten industry clusters key to the region's economy: aerospace, business services, clean tech, information technology, life sciences and global health, military, philanthropy, maritime, tourism, and transportation and logistics.

¹⁰ Activity units are a combination of employment and housing units. The 30 au/ac threshold is not a bright line test in any of the proposed alternatives. Centers with less activity units could still potentially be designated as Tier 1 centers if they meet other criteria.

¹¹ A new Regional Economic Strategy is in development and is anticipated to be adopted in 2017.

Although the goals and strategies of the Regional Economic Strategy are generally consistent with Vision 2040, there are no explicit connections with the regional centers framework. Its goal of advancing the region's infrastructure does dovetail with Transportation 2040's priority of maintaining and preserving existing infrastructure. The infrastructure goal also supports other important goals from Vision 2040 and Transportation 2040, such as improving the jobs-housing balance, supporting freight mobility. Support for a high-quality environment is also a consistent goal amongst the three plans. Adopted strategies in the Regional Economic Strategy that support Vision 2040 or Transportation 2040 goals and policies include:

- **4.1:** Maintain and improve the region's physical infrastructure to support the needs of established and emerging industry clusters.
- **4.3:** Improve the jobs-housing balance in the region to minimize the effects of projected growth on the transportation system.
- **4.4:** Explore funding strategies for freight mobility projects.
- **5.1:** Protect the region's natural environment and cultural amenities as key economic assets.
- **5.2:** Support the development of affordable, vibrant, healthy, and safe communities for all residents.

With its focus on the military as a key regional industrial cluster, the Regional Economic Strategy does distinguish itself from Vision 2040. Military facilities, including Joint Base Lewis McCord, are not designated as regional growth centers or manufacturing/industrial centers in the regional centers framework. However, the Regional Economic Strategy recognizes their importance in several adopted strategies:

- **1.5:** Improve the ability to retain existing talent studying in the region's educational institutions, serving at military installations, or visiting the region.
- **2.2:** Continue to support and strengthen the mission of military bases in the region.
- **4.6:** Preserve and protect industrial and military lands from encroachment and incompatible uses in order to support the economy's industrial base.

Funding Performance

Since 1992, PSRC has distributed nearly \$2 billion in FHWA funds and approximately \$2.8 billion in FTA funds to the region. Exhibit 2 and Exhibit 3 show the amounts awarded by area.

Exhibit 2. FTA Funds Awarded by PSRC 1992-2016¹²

FEDERALLY RECOGNIZED URBAN AREA (UZA)	AMOUNT AWARDED
Bremerton UZA	\$54,881,611
Marysville UZA ^a	\$26,130,958
Seattle-Everett UZA ^b	\$561,398,054
Seattle-Tacoma-Everett UZA ^b	\$2,061,242,844
Tacoma UZA ^b	\$95,804,137
Total	\$2,799,457,604

a. Marysville UZA designated in 2003.

b. Seattle-Everett UZA and Tacoma UZA were de-designated in 2002 and re-designated in 2003 as the Seattle-Tacoma-Everett UZA.

Source: Puget Sound Regional Council, 2017 and BERK Consulting.

Exhibit 3. FHWA Funds Awarded by PSRC 1992-2016¹³

PROJECT LOCATION	AMOUNT AWARDED	PERCENT POPULATION	PERCENT TOTAL FUNDS	PERCENT FUNDS W/O MULTI-COUNTY
King County	\$995,516,498	52.83%	51.73%	56.13%
Kitsap County	\$125,999,747	6.59%	6.55%	7.10%
Pierce County	\$363,717,568	21.19%	18.90%	20.51%
Snohomish County	\$288,397,096	19.39%	14.99%	16.26%
Multi-county Projects	\$150,706,976	n/a	7.83%	n/a

Source: Puget Sound Regional Council, 2017 and BERK Consulting.

To compare benefits based on population size, Exhibit 4 and Exhibit 5

¹² Although FTA funds are a significant portion of the federal funds awarded by PSRC, this category of funds is distributed much differently than FHWA funds. FTA funds can only be assigned to authorized transit agencies operating within a designated urbanized area (UZA). A share is assigned by federal formula and a portion is assigned by a regional competition. It is much more difficult to assign a benefit area to these projects, particularly for transit agencies that operate across county boundaries.

¹³ PSRC compares the percentage of funds spent by county to the percentage of population to gauge the geographic equity of its funding process.

Exhibit 5 show the benefit of FHWA funds awarded on a per capita basis by county. In Exhibit 4, the total amount of funds awarded for projects located in each county was divided by the 2016 population estimate released by the Washington State Office of Financial Management (OFM).¹⁴ This figure assumes that residents of each county are the only beneficiaries of the projects for which the funds are awarded. Exhibit 5 adjusts the funds awarded to account for benefits that county residents may receive in other PSRC counties. Through *On the Map*, the Census provides data on commutes to work. For each county, the total funds awarded were proportionally divided between primary beneficiaries (all county residents) and secondary beneficiaries (commuters from other PSRC counties). Adjusted funds were then totaled by county to account for the value of the primary and secondary benefits received.¹⁵

With this adjustment, fund totals for King County dropped because only about 10% of King County's residents commute to other PSRC counties. In contrast, between 25-45% of residents in Kitsap, Pierce, and Snohomish counties commute to King County. Although Kitsap County projects have received the fewest awards over the last 24 years, residents received the greatest per capita benefits in both estimates due to the relatively small population.

Exhibit 4. Per Capita Benefit of PSRC Awards for County Residents 1992-2016*

PROJECT LOCATION	FUNDS AWARDED	PER CAPITA BENEFIT FOR COUNTY RESIDENTS	RANK
King County	\$995,516,498	\$472.91	2
Kitsap County	\$125,999,747	\$479.83	1
Pierce County	\$363,717,568	\$430.69	3
Snohomish County	\$288,397,096	\$373.16	4
Total	\$1,773,630,909	\$445.07	

*Awards of FHWA funds, does not include multi-county projects.
 Source: Puget Sound Regional Council, 2017; Office of Financial Management, 2016; BERK Consulting.

¹⁴ The per capita benefit is an estimate for comparison purposes that accounts for funds awarded over the last 24 years based on the current number of county residents. Population figures come from the Washington State Office of Financial Management 2016 population estimates. Funds awarded are not adjusted for inflation.

¹⁵ See Appendix 2 for additional details.

Exhibit 5. Primary and Secondary Per Capita Benefits for County Residents 1992-2016*

COUNTY	ADJUSTED FUNDS AWARDED	PER CAPITA BENEFIT FOR COUNTY RESIDENTS	RANK
King	\$912,129,762	\$433.30	3
Kitsap	\$133,607,041	\$508.80	1
Pierce	\$394,109,721	\$466.68	2
Snohomish	\$333,784,386	\$431.88	4
Total	\$1,773,630,909	\$446.07	

*Awards of FHWA funds, does not include multi-county projects.

Source: Puget Sound Regional Council, 2017; US Census On the Map, 2017 (2014 data); Office of Financial Management, 2016; BERK Consulting.

Exhibit 4 and Exhibit 5 show the distribution of all FHWA funds without consideration of whether they are distributed through a countywide process or the regional process. Funds distributed through the countywide process are already divided between the counties based on population. The regional process distributes funds competitively. Looking at the distribution of funds through regional processes should evaluate the funding performance and geographical equity of the competitive process.

The distribution of regional funds has changed through the years. This has been related to changes in federal transportation legislation. Exhibit 6 shows the total funds distributed through regional processes from 1992-2016. Exhibit 7 shows the funds distributed on the recommendation of the Regional Project Evaluation Committee (RPEC). This table shows the distribution of the bulk of the funds awarded through the regional process and accounts for primary and secondary benefit areas, using the same methodology as Exhibit 5. Exhibit 8 shows the distribution of funds through the Rural Town Centers and Corridors Program. These funds have only been awarded since 2005. This table shows a breakdown of funds based on whole county population and based on unincorporated population. None of the figures below include the funding amounts for Multi-county projects.

Exhibit 6. Distribution of All Regional Process Funds by County 1992-2016

PROJECT LOCATION	FUNDS AWARDED	PERCENTAGE POPULATION	PERCENTAGE FUNDS
King County	\$434,485,159	52.83%	59.41%
Kitsap County	\$39,526,236	6.59%	5.40%
Pierce County	\$152,222,831	21.19%	20.81%
Snohomish County	\$105,159,012	19.39%	14.38%

Exhibit 7. Distribution of Funds Through the Regional Project Evaluation Committee

COUNTY	RPEC FUNDS AWARDED	PER CAPITA BENEFIT PER RESIDENT	RANK	ADJUSTED RPEC FUNDS AWARDED	PER CAPITA BENEFIT PER RESIDENT	RANK
King	\$366,672,049	\$174.18	1	\$333,876,791	\$158.60	2
Kitsap	\$32,083,500	\$122.18	3	\$35,477,460	\$135.11	3
Pierce	\$123,840,900	\$146.65	2	\$135,161,061	\$160.05	1
Snohomish	\$86,132,239	\$111.45	4	\$104,213,376	\$134.84	4
Total	\$608,728,688	\$152.75	average	\$608,728,688	\$155.94	average

Note: Funds do not include multi-county projects. Adjusted funds are based on primary and secondary beneficiaries.

Source: Puget Sound Regional Council, 2017; US Census On the Map, 2017 (2014 data); Office of Financial Management, 2016; BERK Consulting.

Exhibit 8. Distribution of Funds Through the Rural Town Centers and Corridors Program

PROJECT LOCATION	RTCC FUNDS AWARDED	PER CAPITA BENEFIT PER RESIDENT	RANK	RURAL POPULATION	PER CAPITA BENEFIT PER RURAL RESIDENT	RANK
King County	\$4,562,023	\$2.17	4	245,920	\$18.55	1
Kitsap County	\$1,279,750	\$4.87	2	174,310	\$7.34	3
Pierce County	\$5,001,372	\$5.92	1	392,260	\$12.75	2
Snohomish County	\$1,847,300	\$2.39	3	338,995	\$5.45	4
Total	\$12,690,445	\$3.18	average	1,151,485	\$11.02	average

Note: Funds do not include multi-county projects.

Source: Puget Sound Regional Council, 2017; US Census On the Map, 2017 (2014 data); Office of Financial Management, 2016; BERK Consulting.

Looking at the distribution of funds within Pierce County takes additional analysis. Project locations are only listed by county, but each project has a sponsoring agency. Where the sponsoring agency is a city, projects are typically located within that city. Where the sponsoring agency is a county, transit agency, or port, project names often describe the location of the improvement.

Tacoma is the largest city in Pierce County, with about a quarter of the county's total population. It is more than three times the size of the next largest city, Lakewood. Funds awarded to Tacoma include projects sponsored by the City of Tacoma and projects sponsored by others (Port of Tacoma, Pierce County, Sound Transit, and Pierce Transit) that list project locations in Tacoma. Exhibit 9 shows the

distribution of funds to Tacoma projects compared to percentage of population. Data was not available to adjust these funds to account for primary and secondary beneficiaries.

Exhibit 9. Distribution of PSRC Funds in Pierce County 1992-2016

	FUNDS AWARDED	PERCENTAGE POPULATION	PERCENTAGE FUNDS
Tacoma	\$135,417,807	24.41%	37.23%
Rest of Pierce County	\$228,299,761	75.59%	62.77%

Note: Funds do not include multi-county projects.

Source: Puget Sound Regional Council, 2017; Office of Financial Management, 2016; BERK Consulting.

Alternative Resource Distribution

Consistent with the federal framework, all MPOs must develop a Regional Transportation Plan (RTP) to guide the selection of projects for federal funding. All federally funded projects must also be part of a Regional Transportation Improvement Program (RTIP) that prioritizes regionally significant transportation projects for funding over a minimum four-year period. As a requirement of federal funding, RTIPs must be integrated into the State TIP as well. Although all MPOs must follow these requirements, MPOs can develop their own policy framework and selection process for prioritizing and selecting projects for the distribution of federal funds. This section describes how other MPOs assign funding to highlight different processes of resource distribution. More information on the authority, purpose, and structure of these MPOs can be found in the Organizational Structure white paper.

SPOKANE REGIONAL TRANSPORTATION COUNCIL

Spokane Regional Transportation Council (SRTC) coordinates with WSDOT and the Spokane Transit Authority to select projects for federal FHWA funding allocations. The Spokane Transit Authority selects projects for FTA funds. Local jurisdictions submit their TIPs to SRTC, which reviews projects for consistency with the *Horizon 2040* (the RTP) and develops a list of regionally significant projects for the RTIP. After a public and agency review period, the SRTC Transportation Advisory Committee sends a recommended RTIP and funding list to the SRTC Policy Board for approval. Voting members on the Policy Board include representatives of local jurisdictions (larger jurisdictions get more than one vote), transportation agencies, and a business member.

All federal projects are evaluated for compliance with *Horizon 2040*, which addresses regional growth and transportation needs. The guiding principles and policies address economic vitality, environmental stewardship, regional cooperation, mobility choice, maintenance and preservation, safety, and health and equity.

THURSTON REGIONAL PLANNING COUNCIL

The process for project selection for the Thurston Regional Planning Council (TRPC) is substantially like that of SRTC. Member jurisdictions submit their locally adopted TIPs to TRPC where they are reviewed, compiled into a draft RTIP for review, which is followed by a Transportation Policy Board review and recommendation to the TRPC Board for adoption. Voting members of the TRPC represent a broad

variety of interests including local jurisdictions and public agencies such as school districts and utility providers.

Since 2001, TRPC has used a prioritization system for federal funds that emphasizes multi-modal, safety, preservation, and efficiency. The guiding principles for *What Moves You: Regional Transportation Plan 2040* are to develop a transportation system that is sustainable, supportive, responsive, fiscally responsible, safety conscious, environmentally sensitive, and collaborative. Key policies in the document include identification of corridors where multi-modal systems will increase capacity and efficiency, prioritizing preservation and maintenance of the existing system, and supporting development within urban growth areas. These principles and policies guide the selection and prioritization of regional projects for federal funding. TRPC considers coordination of planning efforts with JBLM an essential action necessary to achieving the goals of the Regional Transportation Plan.

SAN DIEGO ASSOCIATION OF GOVERNMENTS

San Diego Forward is the San Diego Association of Governments' (SANDAG) RTP. It is organized around three goals: innovative mobility and planning, healthy environment and communities, and a vibrant economy. Communities send projects to the SANDAG which ranks projects based on the goals in *San Diego Forward*. The highest-ranking projects are evaluated in a series of transportation network scenarios using established performance measures. Performance measures analyze the effects of the projects on environmental impacts, efficiency, and social equity. The Transportation Advisory Committee reviews this work, establishes priority projects and corridors for funding, and forwards a recommended RTIP to the SANDAG Board of Directors for adoption. Member jurisdiction votes in SANDAG are weighted based on population.

System Evaluation

Based on the information gathered on regional resource distribution, there are three areas of for further consideration regarding how this responsibility is handled by the PSRC.

PSRC MULTI-TIERED PROCESS

Unlike the other MPO case studies, PSRC uses a multi-tiered process for delivering federal funding. After set-asides, federal FHWA money is split between two processes: the regional decision making process and the countywide decision making process. Countywide funds are assigned to counties based on population share and local county committees prioritize the projects for federal funding. Regional funding goes through a shared decision making process where county committees submit projects into a regional competition.

SAN DIEGO FORWARD PERFORMANCE MEASURES

SANDAG evaluates proposed projects based on adopted performance measures such as:

- Average travel times to and from destination such as nearby counties, military bases, or the Mexico border
- Percentage of population or employment near high frequency transit, bike facilities, jobs, or education facilities
- Out of pocket travel costs
- Average particulate matter exposure
- Percentage of population near retail, medical facilities, beaches, or parks

The advantage of this multi-tiered process is that funding dedicated for countywide use can be applied to projects that address local needs. Although countywide projects must be consistent with Vision 2040 and have some regional significance, they are not necessarily limited by the regional centers framework. The process of prioritizing countywide projects in a local committee before transmitting them to the Transportation Policy Board, or agreeing locally on projects to submit for the regional process, could provide a greater opportunity for local input than other MPO processes.

In the PSRC's regional process, the disadvantage of the system is that King County has several major advantages over the other counties in the regional competition. King County gets to submit twice as many projects as any other county. Also, since voting is weighted based on population, King County potentially has a stronger voice in the prioritization and selection of regional projects.¹⁶ Despite these advantages, King County ranks second in per capita awards per resident (Exhibit 4) and third when per capita awards are adjusted to account for commuting patterns (Exhibit 5).

With a potential change in the Centers Framework there are additional implementation questions that should be asked. Will secondary regional centers have a lower priority for regional process funding? How will it impact countywide funding process? Does it make sense to continue to 50/50 split between the countywide and the regional funding process? How will the multi-tiered process need to change to ensure equitable distribution of federal funds?

CONSISTENCY IN REGIONAL PLANNING DOCUMENTS

One of the federal requirements for MPOs is to create a Regional Transportation Plan (RTP) that provides policy direction for the assignment of federal funds. Transportation 2040 is PSRC's RTP, but the agency's adopted Policy Framework goes further. It requires federal funds to be consistent with lists Vision 2040 and the Regional Economic Strategy as well. Vision 2040 and Transportation 2040 are companion documents, both supporting the regional centers framework as the organizing concept for land use and transportation planning.

Although the goals of the Regional Economic Strategy are consistent with Vision 2040 and Transportation 2040, it does not directly respond to the regional centers framework. Instead, the Regional Economic Strategy focuses on the development of ten industry clusters. Mostly, industry clusters are in designated growth centers or manufacturing/industrial centers - areas compatible with the regional centers framework.

One major exception is the military cluster. Multiple policies in the Regional Economic Strategy support the development, protection, and support of military facilities. Yet, under Vision 2040, major military bases, such as JBLM, are not considered regional centers. They may be considered local centers or employment areas, if designated as such in a local Comprehensive Plan. In 2015 the Executive Board acknowledged the need to review the regional significance of military installations and the relationship to the regional centers policy. A 2017 Centers Stakeholders Working Group Report¹⁷ acknowledges the regional significance of military centers on transportation, employment, and economic growth. However,

¹⁶ For more information about weighted voting in the PSRC, see the Organizational Structure white paper.

¹⁷ <http://www.psrc.org/assets/15239/centers-swg-final-report.pdf>

the report distinguishes military installations from other areas because planning is federally controlled (thus not subject to GMA), and many facilities are only available to military families. After analyzing options for including military facilities in the regional centers framework, the stakeholder group strongly favored keeping the policy the same. This continues to recognize military installations as centers of local significance but excludes them from the regional centers framework. This is a significant inconsistency in regional policy.

The impact of the inconsistency in regional policy is that transportation projects primarily geared at improvements for military facilities are likely to be ineligible to compete in the regional competition for funds.

GEOGRAPHY BASED POLICY

The regional centers policy is based on a hierarchy of geographies. This hierarchy not only prioritizes urban areas over rural areas, as required by GMA, but also classifies and ranks urban areas. Designated regional centers only occur in Metropolitan Cities and Core Cities. One advantage is the efficient concentration of investment where there are existing facilities, or where investment in new facilities serve a larger population. A disadvantage occurs when funding is limited. Investments flow into communities that already have an established baseline of facilities, but could be withheld from areas that do not. This potentially reinforces a regional system of “have” and “have not” communities.

The proposed new Centers Framework could create additional levels of hierarchy. Particularly in centers with lots of established facilities and investments, housing affordability is likely to be a key issue. Commuter patterns show there is a jobs-housing imbalance in the region. Within PSRC's jurisdiction those who live in King County are less likely to commute to work outside the county, but those in Pierce, Kitsap, and Snohomish Counties are commuting to King County for work in large numbers. As the region invests in the Centers Framework, it must ensure that it is preserving housing affordability in centers so workers are not forced into longer commute distances in order to find affordable housing options. Likewise, there needs to be a focus on employment growth in areas where residents commute long distances. Achieving the regional goals established in Vision 2040 will require consideration of how such issues affect the sustainability of the triple bottom line.

Other MPOs distribute funding based on other policy criteria. Many of these criteria are similar to the “people, prosperity, planet” triple bottom line that is a consistent theme in the PSRC's regional plans. TRPC identifies priority corridors where policies may be most efficiently applied, but it does not restrict funding to these corridors. SANDAG has an elaborate evaluation system that applies explicit and specific performance standards to potential projects to measure their impact on achieving the policy goals of its regional plan. These methods of prioritizing projects may provide alternative ways of resource distribution that measurably meet regional goals without reinforcing a hierarchical geography.

Appendix 1. Estimated Allocation of FHWA Funds – 2016 Policy Framework

Estimated 2018-2020 FHWA Funds (in millions, rounded)

Surface Transportation Program (STP) Funds	\$149.10	Annotations in this column are added by BERK:					
Congestion Mitigation & Air Quality Improvement Program (CMAQ) Funds*	\$80.10						
Total Estimated FFY 2018-2020 Funds Available for Programming	\$229.20						
Adjustment for 2014 Supplemental Funding Action and FFY 2015 Final Allocations							
STP Funds \$16.2 million	\$132.90	Funds are adjusted to meet existing obligations.					
CMAQ Funds \$6.9 million	\$73.20						
Total Estimated Funds Available for Programming	\$206.10						
Funds Taken Off the Top							
10% for bicycle/pedestrian set-aside (STP & CMAQ)	\$20.61	Set-asides noted in the policy framework. All but the PSRC work program are added back to the countywide process, below.					
6.6% for Kitsap County adjustment (per 2015 OPM population estimate) (STP)	\$8.77						
20% of STP for preservation set-aside	\$26.58						
5% from previous preservation set-aside to countywide forums	\$6.65						
PSRC Work Program (STP) - \$1m per year	\$3.00						
Total Fundstaken off the top	\$65.61						
Funds remaining for Regional & Countywide processes							
50/50% split: Regional Process	\$70.25	Funds split 50/50 between the regional and countywide process.					
50/50% split: Countywide Processes	\$70.25						
Regional Process							
Rural Town Centers & Corridors Program	\$3.00	Total estimated funds for the regional process. A portion is dedicated to rural areas by federal rule.					
Remaining for Regional Competition	\$67.25						
STP \$26.90 CMAQ \$40.35							
Regional Process Total:	\$70.25						
Countywide Processes							
50% of \$140.49	\$70.25	Total estimated funds for countywide processes. This includes the set-asides from above added back in.					
plus Kitsap County distribution	\$8.77						
plus 5% from previous preservation set-aside	\$6.65						
plus funds for bicycle/pedestrian set-aside	\$20.61	Each county is assigned a share of these funds based on population, as shown in the breakdown below.					
plus funds for preservation set-aside	\$26.58						
Countywide Process Total:	\$132.85						
Breakdown of Countywide Funds							
County	2015 Pop %	Share^	10% NM	20% Pres	Subtotals	CMAQ	STP**
King County	52.65%	\$43.11	\$10.85	\$14.00	\$67.96	\$18.52	\$49.43
Kitsap County	6.62%	\$9.21	\$1.36	\$1.76	\$12.34	\$0.00	\$12.34
Pierce County	21.29%	\$17.43	\$4.39	\$5.66	\$27.48	\$7.49	\$19.99
Snohomish County	19.43%	\$15.91	\$4.00	\$5.17	\$25.08	\$6.84	\$18.24
Totals	100.00%	\$85.66	\$20.61	\$26.58	\$132.85	\$32.85	\$100.00

* A portion of CMAQ funds must be spent in the PM_{2.5} maintenance area, this amount is being determined in coordination with FHWA.

^ Note - since Kitsap's share of funds is taken "off the top," the remaining portion of countywide funds is assigned proportionately to the other three counties.

** A required minimum amount of STP must be spent in the federally designated rural area, at an estimate of \$2.89 million per year for 2018-2020. Per policy, these county are based on the average between the federally defined rural population and rural center line miles, and are as follows: King County \$2.43 million, Kitsap County \$2.17 million, Pierce County \$2.17 million, Snohomish County \$2.17 million.

Source: 2016 Policy Framework for PSRC's Federal Funds, Attachment 6, annotations added by BERK Consulting.

Appendix 2. Primary and Secondary Beneficiaries Calculations

LOCATIONS WHERE RESIDENTS WORK

The US Census maintains data on where residents work by county in its application *On the Map*. These 2017 figures report on 2014 data. Only commuters from other PSRC counties are shown in the table below. The columns in this table show the count and percentage share of people commuting to the county named at the top of the column. The rows show the county of origin.

	KING COUNTY		SNOHOMISH COUNTY		KITSAP COUNTY		PIERCE COUNTY	
	Count	Share	Count	Share	Count	Share	Count	Share
King County	825,143	84.33%	153,692	44.32%	24,465	28.85%	114,687	34.48%
Snohomish County	52,610	5.38%	156,545	45.14%	3,303	3.90%	10,394	3.12%
Pierce County	42,278	4.32%	7,890	2.28%	7,284	8.59%	171,515	51.56%
Kitsap County	6,729	0.69%	2,612	0.75%	41,825	49.32%	5,225	1.57%

BENEFICIARIES OF AWARDS BY COUNTY

These charts assume that all county residents enjoy a share of benefits, as well as the commuters that come from the other PSRC counties. County resident shares are based on Washington State Office of Financial Management 2016 population estimates. Commuter shares are drawn from the *On the Map* commuter information in the tables above.

King County

	COUNT	PERCENT BENEFIT	SHARE OF KING COUNTY AWARDS 1992-2016
King	2,105,100	87.79%	\$873,941,085
Kitsap	24,465	1.02%	\$10,156,747
Pierce	114,687	4.78%	\$47,612,789
Snohomish	153,692	6.41%	\$63,805,878

King County awards totaled \$995,516,498 from 1992-2016.

Snohomish County

	COUNT	PERCENT BENEFIT	SHARE OF SNOHOMISH COUNTY AWARDS 1992-2016
King	52,610	6.27%	\$18,080,515
Kitsap	3,303	0.39%	\$1,135,144
Pierce	10,394	1.24%	\$3,572,113
Snohomish	772,860	92.10%	\$265,609,324

Snohomish County awards totaled \$288,397,096 from 1992-2016.

Kitsap County

	COUNT	PERCENT BENEFIT	SHARE OF KITSAP COUNTY AWARDS 1992-2016
King	6,729	2.43%	\$3,059,116
Kitsap	262,590	94.74%	\$119,377,800
Pierce	5,225	1.89%	\$2,375,372
Snohomish	2,612	0.94%	\$1,187,459

Kitsap County awards totaled \$125,999,747 from 1992-2016.

Pierce County

	COUNT	PERCENT BENEFIT	SHARE OF PIERCE COUNTY AWARDS 1992-2016
King	42,278	4.69%	\$17,049,047
Kitsap	7,284	0.81%	\$2,937,349
Pierce	844,490	93.63%	\$340,549,447
Snohomish	7,890	0.87%	\$3,181,725

Pierce County awards totaled \$363,717,568 from 1992-2016.

PRIMARY AND SECONDARY BENEFITS BY COUNTY

This table compiles the benefits by county from across the tables above. Primary benefits come from the county's share of awards based on population and secondary benefits and are drawn from the share of benefits commuters receive in other PSRC counties. The total amount is divided by OFM 2016 population

estimates for each county to get a per capita estimate of benefits. This table (also shown below) is reported in Exhibit 5

Exhibit 5. Primary and Secondary Per Capita Benefits for County Residents 1992-2016*.

COUNTY	ADJUSTED FUNDS AWARDED	PER CAPITA BENEFIT FOR COUNTY RESIDENTS
King	\$912,129,762	\$433.30
Kitsap	\$133,607,041	\$508.80
Pierce	\$394,109,721	\$466.68
Snohomish	\$333,784,386	\$431.88
Total	\$1,773,630,909	\$445.07