Regional Centers Framework Update Project

STAKEHOLDER WORKING GROUP REPORT | FEBRUARY 2017

Puget Sound Regional Council

Stakeholder Working Group Members

Name	Affiliation	Seat
Peter Heffernan *(chair)*	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 Iolavera	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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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:

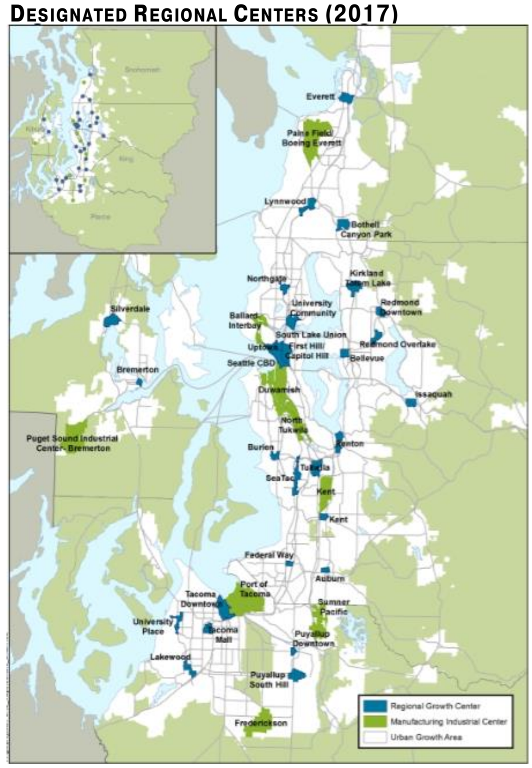
- *Support the Growth Management Act and VISION 2040.*
- *Focus growth consistent with the Regional Growth Strategy.*
- *Recognize and support different types and roles of regional and subregional centers.*
- *Provide common procedures across the region.*
- *Guide strategic use of limited regional investments.*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

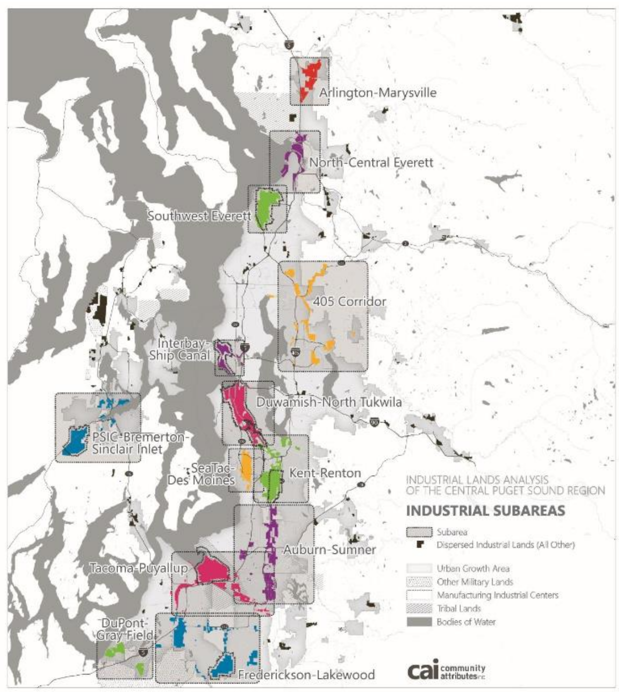
The Sound Transit program will invest in expanded commuter rail, new Bus Rapid Transit corridors and additional light rail service.

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.

Major Industrial Subareas (2015)

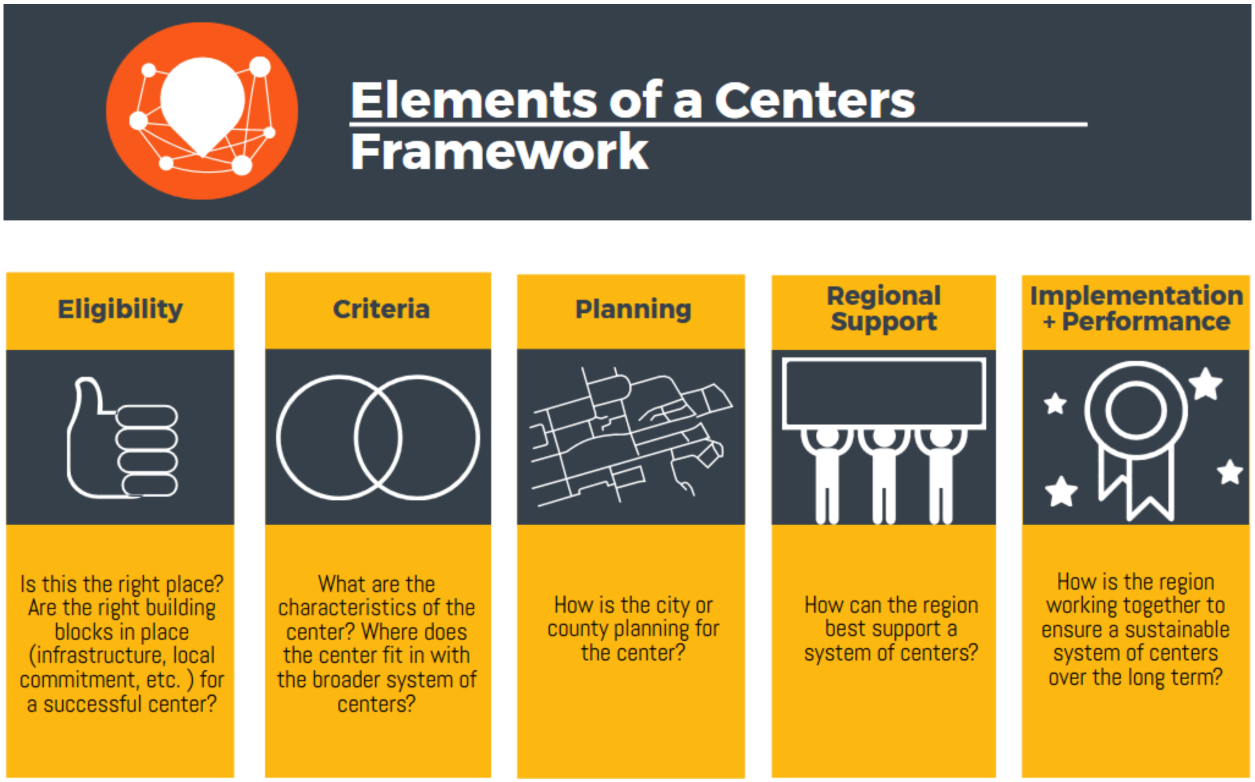


The Industrial Lands Analysis found that economic activity on industrial land is a significant contributor to the region's prosperity and growth. The analysis underscored the need for industrial land to support intensive manufacturing and industrial activities, and create buffers from housing and other 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.



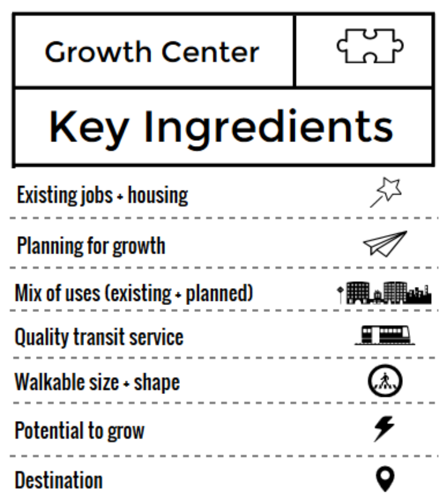
Regional Growth Center Recommendations

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:

- Acknowledge regional and county role, particularly the role of metropolitan city centers.
- Evaluate centers by standardized criteria.
- 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.
- Evaluate market potential and growth trends during the designation process.
- Encourage appropriately-sized centers to spur compact, transit-oriented development. The rationale for center size and shape should be evaluated during the designation process.



- 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.
- Emphasize inclusive, equitable development.
- 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.

- Documentation that the center is a local priority, and evidence of sustained commitment over time to local investments in creating a walkable, livable center
- Resolution adopted by local jurisdiction stating shared commitment to regional and county vision for centers
- Identified as a candidate regional growth 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
  - Planning for a mix of uses, including housing and employment
  - Assessment of housing need, including displacement risk, as well as 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.

- 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.
- 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 <u>all</u> criteria)

REGIONAL TIER 1	Criteria
	✓ Center must meet all ELIGIBILITY requirements on p. 7-8 ✓ REGIONAL TIER 1 center must meet the following criteria:

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.	☐ Existing activity: 30 au/ac minimum
	☐ Planned target: 85 au/ac minimum
	☐ Minimum 320 acres - 640 acres maximum (unless served by an internal, high capacity transit system)
	☐ 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.
	☐ Evidence of future market potential to support planning target
	☐ Evidence of REGIONAL role:
	    ☐ Clear *regional* role for center (for example, city center of metropolitan cities, other large and fast growing centers; important regional destination)
	    ☐ Jurisdiction is planning to accommodate significant residential and employment growth under Regional Growth Strategy

REGIONAL TIER 2	**Criteria**
	✓ Center must meet all ELIGIBILITY requirements on p. 7-8 ✓ REGIONAL TIER 2 center must meet the following criteria:

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.	☐ Existing activity: 18 au/ac minimum
	☐ Planned target: 45 au/ac minimum
	☐ Minimum 200 acres - 640 acres maximum (unless served by an internal, high capacity transit system)
	☐ 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
	☐ Evidence of future market potential to support planning target
	☐ Evidence of COUNTY role
	    ☐ Clear *county* role for center (serves as important destination for the county)
	    ☐ 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
	✓ Center must meet all ELIGIBILITY requirements on p. 7-8 **Menu** of minimum criteria REQUIRED: ☐ 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 ☐ Minimum size of 200 acres to 640 acres maximum (unless served by an internal, high capacity transit system)
REGIONAL TIER 1 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. **REGIONAL TIER 2** 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. **REGIONAL TIER 3** 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.	ADDITIONAL POINTS: Existing activity: ☐ 18 au/ac minimum (2 points) OR ☐ 30 au/ac minimum (5 points) Planned Target: ☐ 45 au/ac minimum (2 points) OR ☐ 85 au/ac minimum (5 points) Regional or Subregional Role: ☐ Center is a county or regional destination (1 point) OR ☐ Center is the central business district of a Metro City (3 points) Market potential: ☐ Complete market study demonstrating market potential (1 point) ☐ Recent growth of at least 5% over the last five years (1 point) Actions to support development in the center ☐ Planned Action EIS (1 point) Center Tier Requirements: REGIONAL TIER 1 CENTERS must meet transit threshold, plus at least [9] additional points. REGIONAL TIER 2 CENTERS must meet transit threshold, plus at least [6] additional points. 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

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
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.	Demonstration that the center is a local planning and investment priority: ☐ Identified as a county center in a local comprehensive plan; subarea plan recommended ☐ Clear evidence that area is a local priority for investment, such as planning efforts, or infrastructure The center is a location for compact, mixed-use development; including: ☐ A minimum existing activity unit density of 10 activity units/acre ☐ Zoning that allows a mix of uses, including residential. Capacity for additional growth The center supports multi-modal transportation, including: ☐ Transit service ☐ Pedestrian infrastructure and amenities ☐ Street pattern that supports walkability ☐ Bicycle infrastructure and amenities ☐ 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

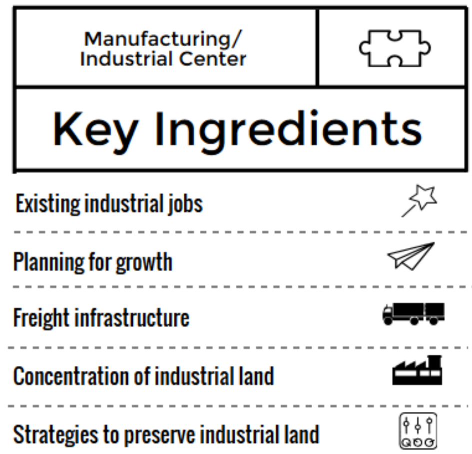
Cities and counties have identified a variety of other types of centers. These centers range from neighborhood centers to active crossroads in cities and communities of all sizes. VISION 2040 calls for developing central places in cities and towns, and these centers also support a centers-based approach 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:



- Recognize strategically-located concentrations of industrial activity as essential resources for the regional economy.
- Protect and leverage critical and difficult-to-replace freight infrastructure (ports, airport, freight network).
- Preserve industrial land base for the long-term.
- 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.
- Use a minimum threshold for infrastructure.
- Differentiate centers based on jobs, land use, infrastructure, and economic impact.
- Support family wage/living wage jobs.
- 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.
- Emphasize the importance of freight movement.
- Preserve the region's supply of industrial land, though regional and county designation should focus on a limited set of centers.

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

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.

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

- 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
	✓ Center must meet all ELIGIBILITY requirements on p. 13-14 REGIONAL MIC must meet the following criteria:
These centers have the highest concentration of manufacturing and industrial employment in the region.	☐ Existing jobs: 20,000 jobs minimum ☐ Planning target: 50,000 jobs minimum ☐ At least 75% of land area zoned for core industrial uses ☐ Industrial retention strategies in place to preserve industrial uses ☐ At least 50% of existing jobs are industrial or manufacturing in nature ☐ Defined TDM strategies for the MIC and planning for transit where the surrounding land uses support it ☐ Presence of irreplaceable industrial infrastructure[1]
REGIONAL TIER 2	**Criteria**
	✓ Center must meet all ELIGIBILITY requirements on p. 13-14 MIC must meet the following criteria:
These centers have active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role.	☐ Existing jobs: 10,000 jobs minimum ☐ Planned target: 20,000 jobs minimum ☐ At least 75% of land area zoned for core industrial uses ☐ Industrial retention strategies in place to preserve industrial uses ☐ At least 50% of existing jobs are industrial or manufacturing in nature ☐ Defined TDM strategies for the MIC and planning for transit where the surrounding land uses support it ☐ Presence of irreplaceable industrial infrastructure
COUNTY MIC	**Criteria**
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.	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. Demonstration that the center is a local planning and investment priority: ☐ Identified as a county center in a local comprehensive plan; subarea plan recommended ☐ Clear evidence that area is a local priority for investment, such as planning efforts, or infrastructure The center is supporting manufacturing/industrial center jobs and land uses ☐ At least 75% of land area zoned for core industrial uses ☐ Minimum of 7,000 existing jobs OR minimum 2,000 acres core industrial land ☐ Industrial retention strategies in place to preserve industrial uses ☐ Defined TDM strategies for the MIC ☐ Presence of key industrial infrastructure ☐ 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 B1

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
These centers are highly active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role.	✓ Center must meet all ELIGIBILITY requirements on p. 13-14 MIC must meet the following criteria: ☐ Clear **regional** role for center (for example, major industrial employment center or important regional asset) ☐ Existing jobs: 10,000 minimum ☐ Planning target: 20,000 minimum ☐ Access to transit service or defined TDM strategies for the MIC ☐ Presence of irreplaceable industrial infrastructure ☐ At least 75% of land area zoned for core industrial uses ☐ Industrial retention strategies in place to preserve industrial uses
REGIONAL TIER 2	Criteria
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.	✓ Center must meet all ELIGIBILITY requirements on p. 13-14 MIC must meet the following criteria: ☐ Clear **county** role for center (serve as important industrial employment center for the county) ☐ At least 75% of land area zoned for core industrial uses ☐ Evidence of future market potential ☐ Capacity for future growth ☐ Industrial retention strategies in place to preserve industrial uses ☐ Presence of key industrial infrastructure ☐ 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
These centers are highly active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role.	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.
✓ Center must meet all ELIGIBILITY requirements on p. 13-14 MIC must meet the following criteria:	
☐ 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) ☐ Existing jobs: 10,000 minimum ☐ Planning target: 20,000 minimum ☐ Access to transit service or defined TDM strategies for the MIC ☐ Presence of irreplaceable industrial infrastructure ☐ Industrial retention strategies in place to preserve industrial uses ☐ At least 75% of land area zoned for core industrial uses	☐ 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) ☐ Minimum 2,000 acres ☐ Evidence of future market potential ☐ Capacity and planning for future growth ☐ Industrial retention strategies in place to preserve industrial uses ☐ Presence of key industrial infrastructure ☐ 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:

- Uses features of the existing designation process (checklist approach, existing minimum employment and planning thresholds).
- Provides two regional tiers that focus on existing employment at different scales, with a tier with higher expectations than the current standards.
- 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 aide 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 polices 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)

Appendix A: Alternatives Evaluation Matrix

HOW CAN THE REGION BETTER SUPPORT GROWING CENTERS AT THE REGIONAL, SUBREGIONAL, AND LOCAL LEVELS?

PSRC has worked with its members and other partners to evaluate the regional centers framework and recommend structural changes to recognize both regional and subregional centers. The goal has been to develop consistent designation criteria and procedures, and other changes that will help achieve both local and regional visions for central places. After an initial outreach and research phase in 2015, the Growth Management Policy Board hosted a two-part joint board work session in spring 2016 to discuss findings and provide direction for a Stakeholder Working Group charged with developing and recommending changes to the regional centers framework. Considering the potentially far-reaching influence of this project, the joint board work sessions developed the following principles to guide 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.

Policy Board members also discussed outcomes statements that could be used as overarching goals for a new framework, as well as a means of evaluating alternative frameworks against each other. These statements were derived from adopted board policy and other board actions, including VISION 2040, Transportation 2040, the Regional Economic Strategy, Transportation Prioritization, and the *Growing Transit Communities Strategy*.

- Growth: *Centers attract robust population and employment growth—a significant and growing share of the region's overall growth.*
- Mobility: *Centers provide diverse mobility choices so that people who live and work in centers have alternatives to driving alone.*
- Environment: *Centers improve environmental sustainability by diverting growth away from rural and resource lands, habitat, and other critical areas, and towards urban areas with existing infrastructure.*
- Social Equity and Opportunity: *Centers offer high access to opportunity, including affordable housing choices and access to jobs, to a diverse population.*
- Economic Development: *Centers help the region maintain a competitive economic edge by offering employers locations that are well connected to a regional transportation network, and are attractive and accessible to workers.*
- Public Health: *Centers create safe, clean, livable, complete and healthy communities that promote physical, mental, and social well-being.*

The Centers Stakeholder Working Group met monthly from June 2016 – January 2017. Its objective was to develop a set of alternative frameworks (with a preferred alternative), evaluate the alternatives, and develop implementation recommendations. The stakeholder working group discussed the successes and opportunities of regional, subregional and local centers in the central Puget Sound region, lent topical expertise and geographic perspective to recognize different types or scales of centers, and considered major differences in growth trajectories among existing centers and existing centers that do not meet current criteria. They also considered emerging centers, including high-capacity transit station locations, candidate MICs, the role of military facilities, and inconsistencies between county designation processes, particularly for countywide centers. The following table summarizes the alternatives developed by the Stakeholder Working Group, and evaluates them through comparison to the desired outcomes developed by the policy boards.

Appendix A: Alternatives Evaluation Matrix

	Regional Growth Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**RGC Alternative A** *Preferred Alternative (split vote)*	**RGC Alternative B**	**Observations**
Alternative Description	Single-tier regional growth center framework that does not differentiate between center role, activity, size, or type of transit service. No recognition or guidance for subregional or local centers.	This Two-tier regional growth center alternative would differentiate centers based on role, activity, size, and transit service. Regional Tier 1 is made up of those centers with a primary regional role, significant concentrations of jobs and housing, that leverage the region's most significant investments in transit and accommodate the region's largest allocations of jobs and population, consistent with VISION 2040. Regional Tier 2 are those centers with regional importance, but primarily serve a countywide role, and are growing centers of jobs and housing integrated with transit service. Regional guidance provided for County center designations.	This Three-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. Regional Tier 1 represents higher levels of planning and density to serve high-capacity transit. Centers in Regional Tier 2 and Regional Tier 3 represent locations that have light rail transit or other high-capacity transit and land uses that support high levels of transit. These tiers emphasize transit-oriented development and planning consistent with VISION 2040. Regional guidance provided for County center designations.	The current framework recognizes a single tier of Regional Growth Center, whereas RGC Alternatives A and B identify 2 and 3 tiers of centers, respectively, with different expectations for role and amount of growth in the center. With growth and over time, a center could be re-designated into a higher tier, although tier thresholds and criteria may also be adjusted proportional to regional growth. In RGC Alternatives A and B, regional guidance is provided for designation of County level centers. In the current framework, subarea planning must be completed under specific time requirements for newly designated centers, while those designated prior to 2011 have no specific subarea planning deadlines.
Growth: *Centers attract robust population and employment growth—a significant and growing share of the region's overall growth.*	Centers plans required for new centers, but not for those designated prior to revised centers criteria (2011). VISION 2040 policies encourage growth targets for centers, but not required. Purpose and Objectives section clearly states that there should be a limit to the number and geographic distribution of regional centers.	Refined and strengthened eligibility criteria require completion of a center plan that meets regional guidance prior to designation. Minimum thresholds for existing 30 au/ac and planned 85 ac/au are higher than those for current framework and Alternative A, representing increased expectations for amount of growth in highest tier regional centers. Tier 1 Regional Centers would be more intensively developed under this alternative than the current framework or Alternative A. Does not address limits to overall number of regionally-recognized centers.	Refined and strengthened eligibility criteria require completion of a center plan that meets regional guidance prior to designation. Ranges of existing and planned au/acre generally the same as current framework, maintaining expectations for amount of growth in highest tier regional centers. It's possible that due to planned light rail, a larger number of Tier 2 centers developed at more moderate densities could be designated under this alternative than either the current framework or Alternative B. Does not address limits to overall number of regionally-recognized centers	Different frameworks pose the question of whether there is a desired overall number of regionally recognized centers, and how much differentiation there should be between activity levels in Regional and Subregional centers. Neither RGC Alternative A nor B address limits to the overall number or geographic distribution of centers. Development levels in RGC Alternative B's Regional Tier 1 are lower than those in RGC Alternative A. No alternative identifies goals for overall amount of regional growth to be captured by designated regional centers.

Appendix A: Alternatives Evaluation Matrix

	Regional Growth Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**RGC Alternative A** ***Preferred Alternative (split vote)***	**RGC Alternative B**	**Observations**
<u>Mobility</u>: ***Centers provide diverse mobility choices so that people who live and/or work in centers have alternatives to driving alone.***	Quality or availability of transit not explicitly linked to eligibility or designation. Centers designation framework initially developed prior to completion of first phases of light rail and other HCT service in the region, with only a limited update in 2011. Expectation that planning will occur to support multimodal networks and complete streets, transit supportive planning, context-sensitive design, green streets, tailored concurrency standards, and mode-split goals.	Requirement for existing or planned light rail, ferry, or other transit with same service quality as light rail. Jurisdictions must provide evidence the area serves as major transit hub and has high quality existing and planned service. Eligibility criteria encourage areas with Link Light Rail stations to consider designation. Eligibility requirements specify availability of pedestrian infrastructure and amenities and a street grid that supports walkability.		RGC Alternatives A and B both have an explicit requirement for high capacity transit service or its equivalent as a threshold eligibility criterion. The current framework does not. RGC Alternatives A and B require existing pedestrian infrastructure and amenities and a street grid that supports walkability. The current framework has an expectation that a center plan will address multimodal networks and infrastructure.
<u>Environment</u>: ***Centers improve environmental sustainability by diverting growth away from rural and resource lands, habitat, and other critical areas, and towards urban areas with existing infrastructure.***	Expectation that planning will occur to address critical areas, parks and open space, public spaces, stormwater, air pollution, and greenhouse gas emissions.	More upfront consideration of environmental factors, including documented environmental review demonstrating that a center area is appropriate for development, noting any floodplains or other critical areas. Clear requirement that centers should be located within cities, with few exceptions. Eligibility criteria encourage areas with Link Light Rail stations to consider designation.		RGC Alternatives A and B would require environmental planning or regulations prior to designation, while the current framework has expectations that environmental planning or regulations be completed at an unspecified point. RGC Alternative A's more intense development in Tier 1 centers could result in less overall land consumption, energy savings, reduced travel RGC Alternative B's Planned Action Environmental Impact Statement option would provide additional level of center-wide environmental analysis. Orientation around light rail or other high capacity transit offers potential for greenhouse gas emission reductions.

Appendix A: Alternatives Evaluation Matrix

	Regional Growth Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**RGC Alternative A** ***Preferred Alternative (split vote)***	**RGC Alternative B**	**Observations**
Social Equity and Opportunity: *Centers offer high access to opportunity, including affordable housing choices and access to jobs, to a diverse population.*	Expectation that planning will occur to address affordable housing.	Refined and strengthened eligibility criteria require documentation of tools for affordable housing. Refined planning expectations identify housing affordability, family-sized housing, fair housing, displacement, and/or homelessness, as well as programs and services to meet the housing needs of communities below the area median income, including efforts to address displacement.		Eligibility criteria for RGC Alternatives A and B (advance requirements for subarea planning) require up-front documentation of tools and programs to address affordable housing. Subarea planning expectations for RGC Alternatives A and B identify a wider array of social equity issues, including displacement, housing affordability, access to fair housing choice, family housing. Explicit high capacity transit orientation in RGC Alternatives A and B offer better access to opportunity.
Economic Development: *Centers help the region maintain a competitive economic edge by offering employers locations that are well connected to a regional transportation network, and attractive and accessible to workers.*	Expectation that jurisdictions will allocate a specific portion of city employment targets to the center. Expectation that planning address the Regional Economic Strategy's industry clusters and the overall economy, including the economic role of the center in its city and the region. In Purpose and Objectives, identifies that centers should have potential to generate sufficient market demand to make centers successful. For new centers, expectations that local jurisdictions include a market analysis of the center's development potential as part of subarea planning.	Requirement for infrastructure and utilities sufficient to support new center growth, as well as a mix of both housing and employment uses. Requirement for evidence of future market potential to support planning targets, and evidence that the center has a regional or county role.	In designation criteria, additional points are available if center can demonstrate that it is a regional or county destination, a central business district of a Metropolitan City, has completed a market study demonstrating market potential, or has grown by at least 5% over the previous five years.	Eligibility criteria for RGC Alternatives A and B have more explicit up front consideration of economic issues, and require demonstration of market suitability for regional designation.

Appendix A: Alternatives Evaluation Matrix

	Regional Growth Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**RGC Alternative A** *Preferred Alternative (split vote)*	**RGC Alternative B**	**Observations**
<u>Public Health</u>: ***Centers create safe, clean, livable, complete and healthy communities that promote physical, mental, and social well-being.***	Expectation that planning will occur to address complete and livable communities, including a healthy environment, a mix of land uses, housing affordable to a variety of households, the economy, and multimodal transportation networks. While these have health implications, public health is not explicitly addressed.	Eligibility criteria emphasize up-front planning for complete and livable communities, including a variety of land uses, more compact and walkable urban form, and a healthy environment. Regional guidance for County Centers provides more specificity about expectations for characteristics, form, and roles of less intensively developed centers, including transit-orientation, compact size, and walkability.		All frameworks contain provisions to encourage complete and livable communities. RGC Alternatives A and B require more up front planning prior to designation. Additional guidance for county and lower tier centers could encourage good planning for complete and livable communities at a variety of scales, potentially yielding public health benefits more widely through the region. No framework explicitly addresses public health.

Appendix A: Alternatives Evaluation Matrix

	Manufacturing Industrial Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**MIC Alternative A**	**MIC Alternative B1 and MIC Alternative B2** ***B2 Preferred Alternative (split vote)***	**Observations**
Alternative Description	**Single tier** framework of regional MICs, emphasizing long-term preservation of industrial land base and the protection of the most critical industrial land and infrastructure resources, consistent with VISION 2040.	This **Two-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. **Regional Tier 1** represents the highest-level of concentrated industrial employment activity. These represents currently active centers with a concentration of industrial land. **Regional Tier 2** represents a regional MIC designation consistent with thresholds in the current framework. 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. This alternative emphasizes long-term preservation of industrial land base and the protection of the most critical industrial land and infrastructure resources, consistent with VISION 2040.	Two variations of a second alternate MIC framework were developed, both emphasizing long-term preservation of industrial land base, consistent with VISION 2040. **Alternative B1** This **Two-tier** regional manufacturing/industrial center alternative would differentiate centers based on long-term role and preservation of future MIC-related development. **Regional Tier 1** represents a regional MIC designation consistent with thresholds in the current framework. **Regional Tier 2** represents a longer-term regional role to preserve limited industrial lands base for future growth. **Alternative B2** (*Preferred Alternative with a split vote*) This is a **Single-tier** framework with two types of regional centers. One type uses current regional thresholds to identify regional employment centers. A second regional MIC type is recognized in the tier based on a clear regional role, size, and commitment to preservation of industrial land, with no minimum existing employment amount required for designation. The intent of this second type is to designate important, regionally significant concentrations of industrial and manufacturing land for long-term preservation and development.	The current framework recognizes a single tier of relatively high manufacturing/industrial uses and concentrations, similar to MIC Alternative A (Tier 2), B1 (Tier 1) and B2. MIC Alternative A recognizes a Regional Tier 1 of significantly higher manufacturing/industrial activity than the other alternatives. Alternative A also recognize a Tier 2 of somewhat lower existing and planned manufacturing/industrial activity, consistent with the current framework. Alternative B1 includes a higher tier that recognizes relatively more intensive existing industrial activity, consistent with the existing framework. Both variations of Alternative B designate a second type of Regional MIC based on longer term preservation of industrial capacity. Alternative A also includes a **County** tier with lower activity levels than the current framework.

Appendix A: Alternatives Evaluation Matrix

	Manufacturing Industrial Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**MIC Alternative A**	**MIC Alternative B1 and MIC Alternative B2** ***B2 Preferred Alternative (split vote)***	**Observations**
Growth: ***Centers attract robust employment growth—a significant and growing share of the region's overall growth.***	Existing employment levels of at least 10,000 jobs, and minimum planning target of 20,000 jobs. At least 80% of land within center boundaries must be planned and zoned for industrial and manufacturing uses. Provisions to discourage incompatible land uses (residential, general commercial) are required.	For Tier 1 Regional MIC, existing employment levels of at least 20,000 jobs, and minimum planning target of 50,000 jobs. For second tier, 10,000 minimum existing jobs, 20,000 planning target. For both tiers, at least 75% of land within center boundaries must be planned and zoned for industrial and manufacturing uses, and 50% of existing jobs industrial or manufacturing in nature. Provisions to discourage incompatible land uses (residential, general commercial) are required. County MIC criteria provided for counties to identify important additional, smaller scale concentrations of manufacturing and industrial activities with minimum 7,000 jobs or 2,000 acres of core industrial land.	Under B1, demonstration that there is a clear regional role for highest tier MIC as a major industrial employment center or important regional asset. Existing employment levels of at least 10,000 jobs, and planning targets for 20,000. For all tiers, at least 75% of land within center boundaries must be planned and zoned for industrial and manufacturing uses, and 50% of existing jobs industrial or manufacturing in nature.	MIC Alternative A recognizes a higher level, more intensely developed and active MIC with employment over 20,000 and planning for 50,000+ jobs. For the highest tier designation, the current framework and Alternative B1 have lower minimum existing and planned employment levels, 10,000 and 20,000, respectively, than Tier 1 in MIC Alternative A. MIC Alternatives A and B1 recognize a second tier of less intensively developed Tier 2 MICs. MIC Alternative A's Tier 2 MIC requires substantial existing employment, while MIC Alternative B would allow designation with appropriate planning and size, and no requirement for existing employment. MIC Alternative B2 would include an "industrial reserve" type of designation, without hierarchical distinction from MICs with more intensive existing activity. MIC Alternatives B1 and B2 offer designations designed to preserve less intensively developed industrial reserve areas. MIC Alternatives B1 and B2 have provisions that MICs must demonstrate a "clear regional role."
Mobility: ***Centers provide diverse mobility choices so that people who work in centers have alternatives to driving alone.***	Expectations that jurisdictions will plan for transportation networks, including planned improvements, capacity for freight movement, employee commuting, and mode split goals.	Eligibility criteria specify required presence of infrastructure to support growth, including utilities and roads, as well as access to relevant transportation infrastructure, possibly including freight road corridors, airports, marine terminals, rail corridors, and intermodal connectors. Recognition of presence and role of irreplaceable industrial infrastructure Defined TDM strategies for the MIC and planning for transit.		MIC Alternatives A, B1 and B2 use a minimum infrastructure threshold, and require the MIC to support planned growth. MIC Alternatives A, B1 and B2 recognize irreplaceable industrial infrastructure (e.g., airports, deep water ports) MIC Alternative A, B1 and B2 make commute access to the MIC a priority, rather than transit alone.

Appendix A: Alternatives Evaluation Matrix

PSRC Policy Board Outcome Statements	Manufacturing Industrial Centers Alternative Frameworks Evaluation Current Framework	MIC Alternative A	MIC Alternative B1 and MIC Alternative B2 *B2 Preferred Alternative (split vote)*	Observations
Environment: ***Centers improve environmental sustainability by diverting growth away from rural and resource lands, habitat, and other critical areas, and towards urban areas with existing infrastructure.***	Expectations that local jurisdictions identify critical/environmentally sensitive areas in the MIC, and reference relevant policies and programs to protect those areas, including policies and programs for stormwater management, and air pollution and GHG emissions reduction.	More upfront consideration of environmental factors, including documented environmental review demonstrating that a center area is appropriate for development, noting any floodplains or other critical areas. Clear requirement that centers should be located within cities, with few exceptions.		MIC Alternatives A, B1 and B2 would require environmental planning or regulations prior to designation, while the current framework has expectations that environmental planning or regulations be completed at an unspecified point. The current framework and MIC Alternative A place greater emphasis on designating already urbanized areas, while MIC Alternatives B1 and B2 offer paths for less intensively developed areas to be designated to preserve capacity for future manufacturing and industrial development.
Social Equity and Opportunity: ***Centers offer high access to opportunity, including access to jobs, to a diverse population.***	Designation, preservation, and growth of MICs provide opportunities for family/living-wage jobs.	Industrial retention strategies in place to preserve industrial uses and family/living-wage jobs. Defined TDM strategies for the MIC and planning for transit, focusing on access to employment.		There is a similar, indirect treatment of equity and opportunity in all four frameworks, which is reliance of support for family/living wage jobs to address most equity concerns. MIC Alternatives A, B1 and B2 require adoption of industrial retention policies to preserve industrial uses and their family-wage jobs.
Economic Development: ***Centers help the region maintain a competitive economic edge by offering employers locations that are well connected to a regional transportation network, and attractive and accessible to workers.***	Expectation that jurisdictions will allocate a specific portion of city employment targets to the center. Expectation that planning include strategies to support or maintain manufacturing industrial activities. For new centers, expectations that local jurisdictions include a market analysis of the center's development potential as part of subarea planning.	Recognition of presence and role of irreplaceable industrial infrastructure. Sponsor jurisdictions must have established partnerships with relevant parties to ensure success of MIC, including the local county and business community—may also include military partners and other major landowners, if applicable.		MIC Alternatives A, B1 and B2 require up-front completion of a center plan with incentives to encourage industrial or manufacturing uses in the center, and adoption of industrial retention policies to preserve industrial uses and their family-wage jobs. MIC Alternatives A, B1 and B2 require disincentives for non-industrial uses in the center, as well as for competing industrial and manufacturing uses outside the center. MIC Alternatives A, B1 and B2 recognize presence and role of irreplaceable industrial infrastructure. MIC Alternatives A, B1 and B2 require demonstration of partnerships with the business community.

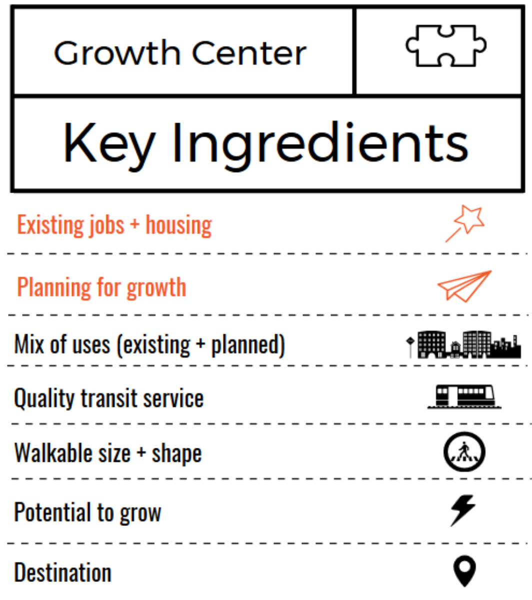
Appendix A: Alternatives Evaluation Matrix

	Manufacturing Industrial Centers Alternative Frameworks Evaluation			
PSRC Policy Board Outcome Statements	**Current Framework**	**MIC Alternative A**	**MIC Alternative B1 and MIC Alternative B2** ***B2 Preferred Alternative (split vote)***	**Observations**
<u>Public Health</u>: ***Centers create safe, clean, livable, complete and healthy communities that promote physical, mental, and social well-being.***	Expectation that planning will occur to address a healthy environment, support for job growth and the economy, and safe multimodal transportation networks. While these have health implications, public health is not explicitly addressed.	Requires up-front documentation of environmental review demonstrating the area as appropriate for development, noting any floodplains or other critical areas, prior to designation.		No framework explicitly addresses public health. MIC Alternatives A, B1 and B2 require up-front documentation of environmental review demonstrating the area as appropriate for development, noting any floodplains or other critical areas, prior to designation.

Existing + Planned Density

WHY IS THIS IMPORTANT?

Regional growth centers are characterized by compact, pedestrian-oriented development with a mix of residences, jobs, retail, services, and entertainment. These development patterns and uses translate into residents and jobs. Existing activity is a key indicator that an area meets the role of a center within the context of the regional growth strategy.



Activity units are important both to understand existing conditions and to inform plans, zoning, and growth targets in centers. Measuring existing activity ensures centers are designated in locations that are most ready to support new growth and transit service. Locations that exhibit characteristics of a center now provide a basis for continuing to attract compact mixed-use development in the future. Planned density is also important to ensure that a center is accommodating future population and employment growth.

WHAT IS THE CURRENT STANDARD?

Activity units is a simple measure that relates to research on centers and allows flexibility on the relative proportion of jobs and housing. The current measure relates to density, and gross acres are used because it is a regionally-consistent measure that includes the full extent of the designated center. Gross density is also a better measure of proximity of uses to each other and to transit nodes.

Population
+
Employment
=
Activity Units

The current standard requires a minimum existing activity level (population + jobs) of at least 18 activity units per gross acre.

The current standard of 18 activity units per acre was set in 2011 following regional review of the designation procedures.

In addition to a minimum required existing activity, centers must also plan for future activity. The designation criteria require a minimum target [planned] activity level (population + jobs) of 45 activity units per gross acre. The required target activity level is based on the jurisdiction’s adopted growth target and the allocated portion to the center. Additionally, jurisdictions must have sufficient zoned development capacity to adequately accommodate targeted levels of growth.

Appendix B: Criteria and Measures

HOW DO THE EXISTING CENTERS COMPARE?

The following tables provide an overview of activity unit density and total activity units in existing designated centers.

As a point of reference, the region's urban growth area has an average density of 8.05 activity units per gross acre. When regional growth centers and manufacturing industrial centers are removed from this calculation, the average activity unit density across the entire urban growth area is 7.01 per gross acre.

Activity Unit Density per Gross Acre (2015)

CENTER	Activity Units Per Acre (2015)
Seattle Downtown	209.9
Bellevue	139.4
Seattle South Lake Union	128.7
Seattle First Hill/Capitol Hill	88.8
Seattle University Community	83.9
Seattle Uptown	73.0
Redmond Overlake	50.7
Seattle Northgate	49.6
Redmond Downtown	37.8
Everett	35.0
Tacoma Downtown	34.9
Renton	33.8
SeaTac	28.4
Tacoma Mall	27.4
Tukwila	24.6
Issaquah	22.2
Kirkland Totem Lake	21.9
Lynnwood	20.6
Bremerton*	20.4
Auburn	20.4
Kent	19.8
University Place	19.2
Federal Way	19.0
Burien	18.5
Puyallup Downtown	17.5
Lakewood	16.6
Bothell Canyon Park	14.9
Silverdale	13.2
Puyallup South Hill	10.1

*does not include possible addition of NBK Shipyard activity

45 AU/acre
Existing planning goal

18 AU/acre
Current threshold

Appendix B: Criteria and Measures

WHAT DOES RESEARCH SHOW?

Development that contains a mix of retail services, jobs, housing and other uses can attract a critical mass of people and activity. Compact, higher density development patterns shorten the distance people must travel to reach their destination and can support more frequent high-capacity transit service and a great variety of routes.

VISION 2040 recommends a minimum activity level of 30-50 au/ac or 20,000-25,000 total activity units in high-capacity transit station areas.

There is a range of research and experience that provides a framework for evaluating the relationship between density levels and support for high capacity transit. One study that looked at actual experiences in over 50 cities throughout the world (Newman and Kenworthy, 1999) found that densities of 100 people per hectare (40 people per acre) could support frequent all-day transit service. In a study conducted in the Puget Sound region (Pivo and Frank, 1994), researchers found several density thresholds at which single-occupancy vehicle use drops and transit use increases. For major activity centers, significant transit ridership gains begin to occur when densities exceed 30 people (employees and/or residents) per gross acre and transit use expands most rapidly when densities exceed 45-50 jobs and residents per gross acre. A synthesis of research conducted for the Federal Transit Administration (Seskin and Cervero,1996) documented additional studies with similar findings.

WHAT STANDARDS ARE USED IN OTHER REGIONS?

Metro (Portland)

Metro's 2040 Growth Concept identifies a variety of focal points for growth: central city, town centers, main streets, regional centers, corridors, neighborhoods, industrial areas and freight terminals, parks and natural areas, rural reserves, and neighboring cities. Portland also measures density by the number of people (jobs and residents) per acre.

The following average number of residents and workers per acre is *recommended* for each:

- Central City - 250 persons
- Regional Centers - 60 persons
- Station Communities - 45 persons
- Corridors - 45 persons
- Town Centers - 40 persons
- Main Streets - 39 persons

Appendix B: Criteria and Measures

SANDAG (San Diego)

Centers must meet minimum residential targets (dwelling units per acre [du/ac]), minimum employment targets (employees per acre [emp/ac]), and minimum transit service characteristics to qualify as an existing or planned smart growth opportunity area.

Center Type	Minimum Residential Target	Minimum Employment Target	Minimum Transit Service Characteristics
Metropolitan Center	75 du/acre	80 emp/ac	Commuter Rail, Light Rail, BRT
Urban Center	40 du/acre	50 emp/ac	Light Rail, BRT
Town Center	20 du/acre	30 emp/ac	Light Rail, BRT, Streetcar
Community Center	20 du/ac	NA	Local Bus, Streetcar
Rural Village	10.9 du/ac	NA	NA
Special Use Center	Optional	45 emp/ac	Light Rail, BRT, Local Bus
Mixed-Use Transit Corridor	25 du/ac	NA	Local Bus or Streetcar

CAMPO (Austin)

CAMPO's 2040 regional plan identifies a regional network of mixed-use activity centers. To become a center (regional, town, community, or village), an area must meet minimum activity density, transit service level, and size requirements.

Center Type	Minimum Activity [Planned Capacity]	Transit Service	Size
Regional Center	75 activity units/acre	High-capacity transit service	At least 100 acres
Town Center	45 activity units/acre	High-capacity or local transit service	100-640 acres
Community Center	25 activity units/acre	Local transit service	100-640 acres
Village Center	10 activity units/acre	No transit service required	100-250 acres

Other Resources

- Activity Unit Overview. PSRC 2017 (attached)
- Transit-Supportive Densities and Land Uses. PSRC 2015
- Impacts of Mixed Use and Density on Utilization of Three Modes of Travel: Single-Occupant Vehicle, Transit, and Walking. Frank and Pivo 1994
- Central Puget Sound Region: High Capacity Transit Corridor Assessment (PSRC for Sound Transit). PSRC 2004

Activity Unit Guide

POLICY: Highest *planned* activity unit threshold for regional growth centers in the region (King Co CPPs) **85**

RESEARCH: *Optimal minimum density* for average cost light rail system (Guerra & Cervero, 2010) **56**

POLICY: Regional growth centers *planning target* in current designation procedures **45**

PLACE: Average density of all current regional growth centers **42.5**

POLICY: VISION 2040 recommended range for high capacity transit station areas **30-50**

POLICY: Regional growth centers minimum *existing activity* in current designation procedures **18**

RESEARCH: *Optimal minimum density* for BRT, depending on system costs (Guerra & Cervero, 2010) **17**

POLICY: Regional centers minimum existing activity threshold in 2003 designation procedures **13**

PLACE: Average density across the entire urban growth area **8**

100

75

50

25

activity units per acre

210 Seattle Downtown

89 Seattle Capitol Hill/ First Hill

Redmond Overlake **51**

Everett **35**

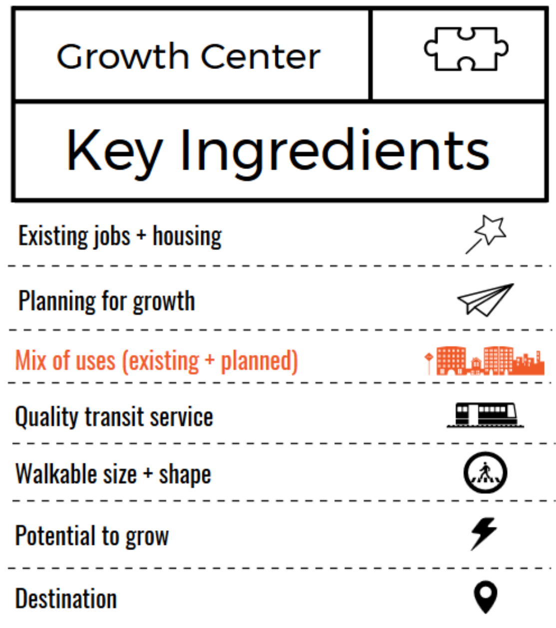
Lynnwood **21**

Puyallup South Hill **10**

Mix of Uses

WHY IS THIS IMPORTANT?

Residential development in regional growth centers is important to achieve the objectives of VISION 2040. Historically, regional growth centers have featured significantly more employment than residential development. On average, centers have about twice as many jobs as residents, with some centers focused entirely on employment uses.



WHAT IS THE CURRENT STANDARD?

The designation process considers activity unit density and does not specify a minimum mix of housing and employment in regional growth centers. The 2013 Regional Centers Monitoring Report recommended a range or ratio of jobs and residents in centers prior to designation. A minimum amount of housing could be used to establish whether a location is appropriate for future residential growth and center designation.

WHAT DOES RESEARCH SHOW?

A successful center needs a balance of uses to reinforce one another and meet the needs of nearby residents and workers (Morris, 1996). The ideal mix of uses in a center is dependent on the local market, ranging from centers with a wide range of uses to others with a predominant anchor such as a major employer or shopping center with a few smaller supplemental uses.

Research shows that a jobs-housing balance in the range of 0.75 to 1.50 jobs per household (about 33% jobs to 67% households) is the point where single occupant vehicle (SOV) use drops and other modes of transportation become more convenient (Cervero, 1996). Seattle First Hill/Capitol Hill and University Place fall into this range. The presence of jobs near housing has more of an effect on travel behavior than the presence of retail alone.

Appendix B: Criteria and Measures

How do the existing centers compare?

The following table provides an overview of activity mix in existing designated centers.

Centers Activity Type Mix, 2015

CENTER	2015 POPULATION	2015 EMPLOYMENT	POPULATION share of activity units	EMPLOYMENT share of activity units
Issaquah	--	10,285	0%	100%
Tukwila	--	20,800	0%	100%
Federal Way	101	3,699	3%	97%
Redmond Overlake	935	25,408	4%	96%
Bothell Canyon Park	596	10,111	6%	94%
Seattle South Lake Union	6,022	40,261	13%	87%
Lynnwood	2,480	13,222	16%	84%
Bellevue Downtown	9,268	47,908	16%	84%
Seattle Downtown	32,783	163,177	17%	83%
Silverdale	2,200	8,980	20%	80%
Renton	4,626	15,854	23%	77%
Puyallup South Hill	2,146	6,427	25%	75%
Kent	1,485	4,311	26%	74%
Tacoma Downtown	13,661	34,494	28%	72%
Kirkland Totem Lake	5,537	13,339	29%	71%
Auburn	1,410	3,355	30%	70%
Lakewood	2,775	6,156	31%	69%
Puyallup Downtown	1,250	2,529	33%	67%
Redmond Downtown	5,691	10,677	35%	65%
Tacoma Mall	4,657	8,630	35%	65%
Seattle Northgate	7,437	12,827	37%	63%
Seattle Uptown	9,413	15,023	39%	61%
SeaTac	9,961	15,187	40%	60%
Everett	6,645	9,891	40%	60%
Seattle University Community	29,984	37,399	42%	58%
Burien	2,925	3,628	45%	55%
Bremerton	1,790	1,909	48%	52%
Seattle First Hill/Capitol Hill	41,459	39,764	51%	49%
University Place	5,818	3,675	61%	39%

Average
27% Population
73% Employment

What standards are used in other centers?

Three regions (SANDAG, Metro Vancouver, CAMPO) with density/activity unit requirements for centers have distinct requirements for population or housing and employment densities. The other regions with density/activity unit requirements use an average of population and employment, similar to PSRC's current framework. More information on peer regions available in the project background paper, Appendix B.

Appendix B: Criteria and Measures

SANDAG (San Diego, CA) uses a 7-tier hierarchy for center designation. The top 3 tiers have minimum residential and employment targets that call for close to an equal amount of population and employment. Each tier has transit requirements in addition to the density requirements.

CENTER TYPE	% POP	% EMPLOY
Metropolitan Center	48%	52%
Urban Center	44%	56%
Town Center	40%	60%

Metro Vancouver (Vancouver, BC) sets dwelling unit (DU) and employment targets for its four designated centers. Vancouver also sets growth targets for dwelling units and employment to maintain a balance of uses as centers grow.

CENTER TYPE	% DU	% EMPLOY
Metropolitan Core	26%	74%
Surrey Metro Centre	32%	68%
Regional City Centres	36%	64%
Municipal Town Centres	42%	58%

CAMPO (Austin, TX) allows a range while requiring a minimum mix of population and employment in centers. This helps to ensure a minimum of 20% population or employment and a maximum of 80% population or employment. This range provides more flexibility than a single standard ratio.

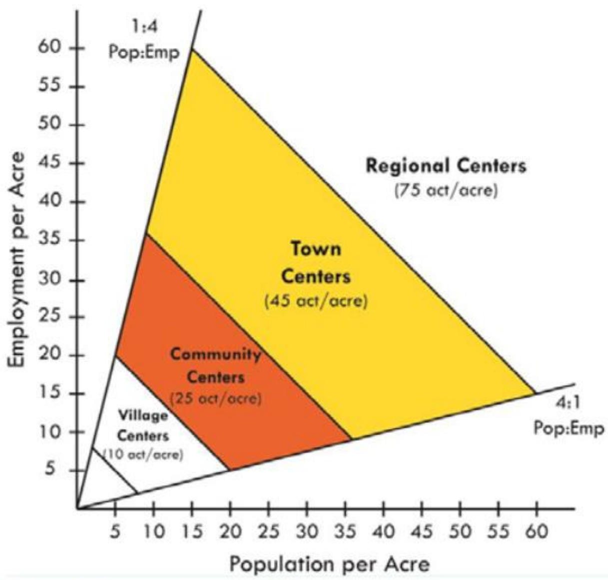


Figure 17: Activity Density and Ratios in Centers

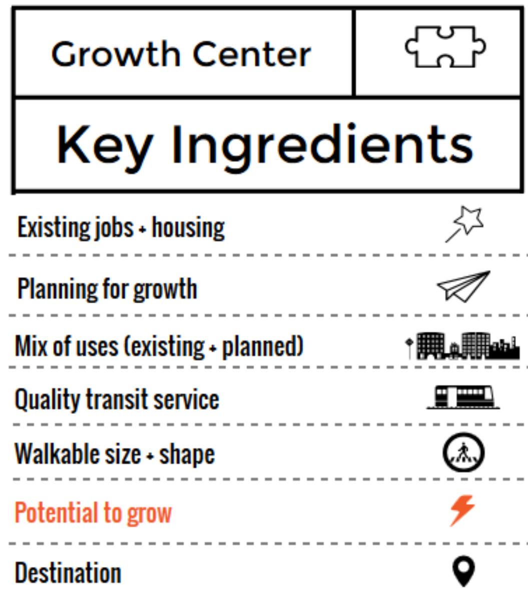
Source: CAMPO Austin

Market Potential

WHY IS THIS IMPORTANT?

Centers are critical to the success of the regional growth strategy. It is important to understand potential for future growth in these locations. Urban centers provide different mixes of services, employment, and housing, different locations within the region, different transportation assets, and other unique qualities. These factors can shape potential for growth over time.

Many existing centers were designated 20 years ago and have exhibited different growth trajectories over time.



WHAT IS THE CURRENT STANDARD?

A market analysis demonstrating a center's development potential to meet targeted levels of growth is required as part of the current designation criteria. However, there is no evaluation of the market analysis as part of the designation process.

WHAT DOES RESEARCH SHOW?

The 2016 Regional Centers Market Study identified several important indicators of growth:

- Market size shapes urban growth. Large firms are more likely to locate in large and well-developed urban centers.
- Service sector oriented centers grow faster. Industries and firms oriented around large, global markets tend to drive growth in centers.
- Transportation accessibility to regional concentrations of jobs facilitates urban center growth. Location in the region and accessibility, particularly by transit, to other centers is an important factor for both employment and population growth in centers.
- Employment growth spurs population growth in centers.
- Sufficient zoning capacity reduces barriers to residential and job development. Limited zoned development capacity can be a barrier to employment and population growth.

Walkability contributes to growth. More walkable centers will likely experience faster employment and residential growth.

Appendix B: Criteria and Measures

How do the existing centers compare?

Past performance is a strong indicator of future growth potential. The table below shows 5-year growth trends for existing centers.

Centers Activity Unit Change, 2010 - 2015

	Activity Units		
CENTER	2010	2015	Change
Seattle South Lake Union	23,775	46,283	95%
Redmond Downtown	12,633	16,368	30%
Bellevue	45,645	57,176	25%
Renton	16,650	20,480	23%
Lynnwood	12,997	15,702	21%
Seattle Downtown	162,438	195,960	21%
Issaquah	8,554	10,285	20%
Tacoma Mall	11,075	13,287	20%
Tukwila	17,408	20,809	20%
Federal Way	3,183	3,800	19%
Seattle Uptown	20,783	24,436	18%
Bothell Canyon Park	9,169	10,707	17%
Seattle University Community	56,110	64,383	15%
Seattle Northgate	18,087	20,264	12%
Auburn	4,254	4,765	12%
SeaTac	22,817	25,148	10%
Kirkland Totem Lake	17,209	18,876	10%
University Place	8,700	9,493	9%
Puyallup South Hill	7,894	8,573	9%
Puyallup Downtown	3,489	3,779	8%
Tacoma Downtown	44,487	48,155	8%
Redmond-Overlake	24,833	26,343	6%
Seattle First Hill/Capitol Hill	77,216	81,223	5%
Burien	6,303	6,553	4%
Kent	5,706	5,796	2%
Lakewood	8,809	8,931	1%
Bremerton	3,734	3,699	-1%
Everett	17,052	16,536	-3%
Silverdale*	-	-	-

* - to be corrected (boundary changed in 2016)

In addition to recent growth, other indicators such as land prices, rents, and vacancy rates can provide valuable information to assess market conditions. These indicators are typically evaluated in a local market study.

Appendix B: Criteria and Measures

What market criteria is used in other regions?

SANDAG (San Diego)

SANDAG's regional plan differentiates the roles the center types play based on the size and reach of their market. The concept of market-sheds provides a distinguisher among the center types. For example:

- Employment draws *from throughout the region*, while other uses draw mainly from within the subregional area.
- Employment draws *from the immediate area.*

Metro (Portland)

Cities or counties may propose new centers or changes to an existing center's designation type. As part of this process, a city or county must perform an assessment of the center including market conditions in the area, and assess existing and potential incentives to encourage mixed-use, pedestrian-friendly and transit-supportive development.

Metro Vancouver (Vancouver, BC)

The Metro Vancouver regional plan differentiates the roles the center types play based on the area served by the center (i.e., their market-shed). Specifically, the language states:

- Regional-scale employment, services, business, and commercial activities are offered by *regional-serving* centers (Metropolitan Core, Surrey Metro Centre, and Regional City Centres).
- Local-scale employment, services, business and commercial activities are characteristic of *local municipal*- or *local area-serving* centers.

Other Resources

Regional Centers Market Study. ECONorthwest for PSRC. 2016

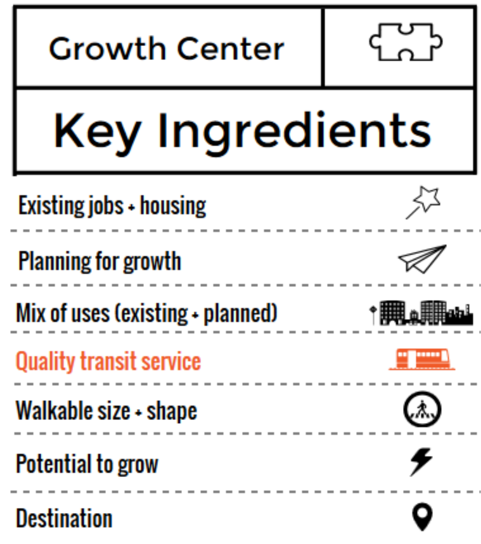
Appendix B: Criteria and Measures

Transit Service

WHY IS THIS IMPORTANT?

VISION 2040 calls for regional growth centers to be supported by high-capacity transit service and for all types of centers to be served by local transit. In turn, compact mixed-use development in centers supports and leverages investments in regional transit service by boosting ridership. Access to and among centers is critical to link people to housing, jobs, and services and to support future growth.

The strength of the relationship between density and transit ridership varies by transit mode, frequency of service, and by type of land use. Transit modes (such as light rail, commuter rail, streetcar, ferry, bus rapid transit, and other bus service) provide different levels of frequency and capacity and require different levels of existing activity to support ridership.



WHAT IS THE CURRENT STANDARD?

Transit availability is not a formal criterion in the existing designation procedures for new centers.

WHY AND HOW TO DISTINGUISH BY TRANSIT MODE?

Transit service modes yield different mobility outcomes and have implications for future development potential. Research has identified fixed transit as investments that catalyze the real estate market and help attract housing and job growth. In addition, higher activity densities are necessary to optimize fixed transit investments. Transit modes that offer fixed station locations, separate guideways from vehicular traffic, high capacity for passengers, and frequent service allow transit users to meet more of their daily needs via transit. Light rail offers the broadest range of such center-supportive characteristics. Other transit modes also provide many benefits that support development in centers.

In the central Puget Sound region, there are many transit modes that offer varying levels of fixed stations, guideway separation, transit capacity, and frequency of service. The following table compares modes across these measures:

Transit Mode	Fixed Stations	Separate Guideway	Transit Capacity	Frequency	Average Rating
Light Rail	⍟⍟⍟	⍟⍟⍟	⍟⍟⍟	⍟⍟⍟	⍟⍟⍟
Bus Rapid Transit	⍟⍟	⍟⍟	⍟⍟	⍟⍟⍟	⍟⍟
Commuter Rail	⍟⍟⍟	⍟⍟⍟	⍟⍟⍟	⍟	⍟⍟
Ferry	⍟⍟⍟	⍟⍟⍟	⍟⍟⍟	⍟	⍟⍟
Streetcar	⍟⍟	⍟⍟	⍟	⍟⍟	⍟⍟
Express Bus	⍟	⍟	⍟⍟	⍟	⍟
Bus	⍟	⍟	⍟	⍟⍟	⍟

Appendix B: Criteria and Measures

How do the existing centers compare?

The following table summarizes existing and planned transit mode in current regional growth centers.

Regional Growth Center	High Capacity Transit (● Existing ○ Planned and funded)					Highest Mode Available
	Light Rail ★★★	Commuter Rail ★★	BRT ★★	Streetcar ★★	Ferry ★★	
Auburn		●				★★
Bellevue	○		●			★★★
Bothell Canyon Park			○			★★
Bremerton					●	★★
Burien			●			★★
Everett	○	●	●			★★
Federal Way	○		●			★★★
Issaquah	○					★
Kent		●				★★
Kirkland Totem Lake			○			★
Lakewood		●				★★
Lynnwood	○					★★★
Puyallup Downtown		●				★★
Puyallup South Hill						★
Redmond Downtown	○		●			★★
Redmond Overlake	○		●			★★★
Renton			●			★★
SeaTac	●		●			★★★
Seattle Downtown	●	●	●	●	●	★★★
Seattle First/Capitol Hill	●			●		★★★
Seattle Northgate	○					★★★
Seattle South Lake Union	●		●	●		★★★
Seattle University Comm.	●					★★★
Seattle Uptown	○		●			★★
Silverdale						★
Tacoma Downtown	○	●		●		★★
Tacoma Mall						★
Tukwila		●	●			★★
University Place						★

Why and how to distinguish by quality of transit service?

As noted above, transit mode is a useful indicator of mobility quality and development potential. Beyond presence of any individual mode, high quality daily bus service is also important to support high-capacity transit in centers and serve residents and employers throughout the center. Frequent bus service can be defined as bus service that operates for at least 18 per hours a day on 15-minute frequency.

There are several other possible measures of transit service that can be quantified, including coverage, span of service, and transit access to activity:

Appendix B: Criteria and Measures

- Transit coverage and span. Can you easily access a transit stop in a center at different times of day? *Transit coverage and span* measures the percentage of the center that is within a 15-minute walking distance of a transit stop (of ANY mode) that provides a 15-minute headway or better transit frequency at different times of the day. A metric for span of frequent service could be the addition of the transit coverage percentage at 8:00 a.m. (peak) and the transit coverage percentage at 7:00 p.m. (non-peak) into a composite score.
- Transit access to activity. Where will transit service in the center take you within the region? *Transit access to activity* measures the amount of activity units (population + jobs) that is within a defined transit trip from a center. For example, the total number of population and jobs within a 30-minute transit trip of a center at 8:00 a.m. Transit access to activity could be measured for different lengths of trips and at different times of day. These scores could be combined or averaged to create a composite metric.

Quality of service changes more easily and frequently than transit mode, which should be considered in developing appropriate measures for long-term centers designation.

Because the land use pattern and commute trip times to/from many manufacturing/industrial centers are inconsistent with a high degree of transit usage, transportation measures for industrial centers should instead focus on access and transportation demand management strategies rather than transit exclusively.

WHAT DOES RESEARCH SHOW?

Research has identified fixed transit as investments that catalyze the real estate market and help attract housing and job growth. In addition, higher activity densities are necessary to optimize fixed transit investments. Therefore, modes such as light rail are likely to promote and support center-like levels of development and provide high quality service for residents.

Research on transit-supportive density highlights that appropriate densities vary based on the cost of the system in place. Higher-cost transit systems (such as light rail) require higher densities to encourage the kind of frequent use to support the overall system.

WHAT TRANSIT MEASURES ARE USED IN OTHER REGIONS?

MAPC (Boston)

MAPC developed its Regional Screening Tool to quantitatively measure potential Priority Development Areas in a standardized manner. Different weights are given for various indicators—such as WalkScore, commuter rail proximity, and population/employment density—that fall under six categories: travel choices; walkable communities; open spaces; healthy watersheds; current assets; and growth potential. After measuring a potential PDA for each indicator, that area is given a composite score and then ranked against other potential PDAs.

CAMPO (Austin)

CAMPO's 2040 regional plan identifies a regional network of mixed-use activity centers. To become a center (regional, town, community, or village), an area must meet minimum activity density, transit service level, and size requirements.

Appendix B: Criteria and Measures

Center Type	Minimum Activity [Planned Capacity]	Transit Service	Size
Regional Center	75 activity units/acre	High-capacity transit service	At least 100 acres
Town Center	45 activity units/acre	High-capacity or local transit service	100-640 acres
Community Center	25 activity units/acre	Local transit service	100-640 acres
Village Center	10 activity units/acre	No transit service required	100-250 acres

Other Resources

- Transit-Supportive Densities and Land Uses. PSRC 2015
- Central Puget Sound Region: High Capacity Transit Corridor Assessment (PSRC for Sound Transit). PSRC 2004

Size and Shape

Why is this important?

Maintaining a walkable center size and shape is important to ensure that the center is accessible by foot with easy access to transit. A relatively compact size also focuses local planning and investments.

What is the current standard?

VISION 2040 and the center planning checklist encourage a fairly uniform size and shape that is roughly 1 square mile (640 acres). King County and Pierce County countywide planning policies both list a maximum center size of 1.5 square miles (960 acres).

Growth Center

Key Ingredients

- Existing jobs + housing
- Planning for growth
- Mix of uses (existing + planned)
- Quality transit service
- Walkable size + shape
- Potential to grow
- Destination

How do the existing centers compare?

CENTER	Acres
Tacoma Downtown	1,378
Seattle Downtown	934
Seattle First Hill/Capitol Hill	915
SeaTac	885
Kirkland Totem Lake	860
Silverdale	849
Tukwila	847
Puyallup South Hill	845
Seattle University Community	767
Lynnwood	764
Bothell Canyon Park	719
Renton	606
Lakewood	538
Redmond Overlake	519
University Place	493
Tacoma Mall	485
Everett	472
Issaquah	464
Redmond Downtown	433
Bellevue	410
Seattle Northgate	409
Seattle South Lake Union	359
Burien	354
Seattle Uptown	335
Kent	292
Auburn	234
Puyallup Downtown	215
Federal Way	200
Bremerton	181

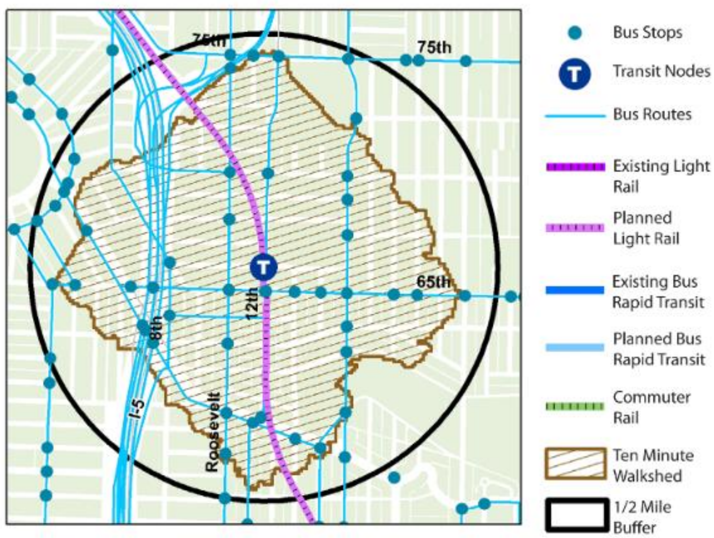
960 acres / 1.5 sq mi
King & Pierce CPPs - max size

640 Acres / 1 sq mi
Current guideline

Appendix B: Criteria and Measures

Research shows that many people are willing to walk 10 minutes, or up to a half mile, to access high-capacity transit, such as light rail or commuter rail. For this reason, the half-mile walk distance (or walkshed) around transit stations is the preferred area for measuring and planning for transit-supportive densities for these modes (Guerra et al., 2011). A half-mile network buffer is a more accurate estimation of a 10-minute walkshed, and will encompass somewhat less than 500 acres.

This graphic demonstrates how a 10-minute walkshed can vary from a half-mile radius around a transit station area.



WHAT ARE THE STANDARDS USED IN OTHER REGIONS?

Association of Bay Area Governments

Priority Development Areas are at least 100 acres. Transit station area size is based on a half-mile radius around the transit station (roughly 500 acres).

CAMPO (Austin)

CAMPO includes minimum size based on center type and doesn't include a maximum size for the densest areas served by high-capacity transit.

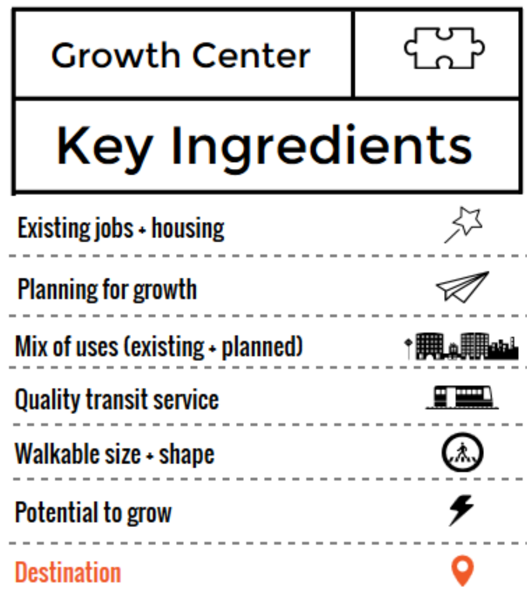
Center Type	Minimum Activity [Planned Capacity]	Transit Service	Size
Regional Center	75 activity units/acre	High-capacity transit service	At least 100 acres
Town Center	45 activity units/acre	High-capacity or local transit service	100-640 acres
Community Center	25 activity units/acre	Local transit service	100-640 acres
Village Center	10 activity units/acre	No transit service required	100-250 acres

OTHER RESOURCES

- Transit-Supportive Densities and Land Uses. PSRC 2015

Regional Role/Destination

WHY IS THIS IMPORTANT?



A regional center serves as a destination for people from across the region. As a destination, a center plays a regional role that is often defined by the number of people that can access the center, the number of people served by the center, and access to regional transportation facilities and services. Centers with a subregional or local role will primarily serve more local populations.

Regional centers provide services, amenities, and transportation that are not available locally. These include:

- Major employers that draw employees from a subregional or regional area.
- Major institutions, such as universities and colleges, hospitals and concentrated medial services.
- Civic functions, such as city, county, state, and federal offices and libraries.
- Entertainment and cultural attractions, such as performance halls and other live performance venues, sports arenas, museums and other cultural centers, and convention/conference centers.
- Transit connections, such as transit centers and connections from one transit system to another.

WHAT IS THE CURRENT STANDARD?

VISION 2040 describes centers as the primary locations for the arts, civic activity, commerce, and recreation in the region. There is currently no standard for regional role, however, the required existing and planned activity units and transportation requirements capture some of the aspects of destination such as concentrations of significant businesses, governmental and cultural activities, and regional transit hubs. Data on trip destinations could also inform this assessment.

HOW DO THE EXISTING CENTERS COMPARE?

The Regional Growth Center profiles provide information for each center on the types of services and amenities including commerce, retail, arts, civic activity, and recreation. As there is no standard for regional role in the current designation standards, the information on existing centers is primarily qualitative.

Appendix B: Criteria and Measures

What does research show?

Research shows that centers come to play a regional role for several reasons. Centers tend to form in areas with high concentrations of jobs and people, often referred to in the literature as "labor pools" and "human capital pools" (Jacobs, 1969). As more jobs and services locate in a center, the area become more desirable for other jobs and services to locate and build upon the concentration and regional draw (Scott, 2000).

What are the standards used in other regions?

SANDAG

San Diego's Regional Comprehensive Plan discusses the differentiated roles for center types in terms of market-shed. For example, it includes the following language as related to employment:

- Employment draws *from throughout the region*, while other uses draw mainly from within the subregional area.
- Employment draws *from the immediate area.*

Portland Metro

Metro's regional plan identifies different roles for each type of center, with a description of uses, markets served, and transportation facilities and services. There are overarching goals for all centers related to higher-density mixed-use areas. The growth concept differentiates among its centers based on market accessibility to the larger region:

- The central city is the largest market area, the region's employment and cultural hub and accessible to *millions* of people.
- Regional centers serve large market areas outside the central city, are connected to it by high-capacity transit and highways and are accessible to *hundreds of thousands* of people.
- Connected to each regional center, by road and transit, are smaller town centers with local shopping and employment opportunities within a local market area. They are accessible to *tens of thousands* of people.

Metro Vancouver

In addition to activity and transit goals for different center types, Metro Vancouver's regional plan differentiates the roles the center types play based on the area served by the center (i.e., their market-shed). Specifically, the language states:

- Regional-scale employment, services, business, and commercial activities are offered by *regional-serving* centers (Metropolitan Core, Surrey Metro Centre, and Regional City Centres).
    - Local-scale employment, services, business and commercial activities are characteristic of *local municipal*- or *local area-serving* centers.

Association of Bay Area Governments

ABAG discusses the differentiated roles of center types in terms of who utilizes commercial and transportation services.

- Regional Centers: Primary *centers of economic and cultural activity for the region*. These are the regional downtowns. Assumed to accommodate high volumes of housing growth through 2040.

Appendix B: Criteria and Measures

- City Centers: PDAs in already-established secondary cities. Mixed use character. Magnets for surrounding areas, while also *serving as commuter hubs to the larger region.*
- Suburban Centers: Mixed-use character surrounding existing or planned transit stations, and typically have densities similar to City Centers but featuring more recent development. *Can act as both origin and destination settings for commuters*, with a mix of transit service connected to the regional network.
- Transit Town Center: Mixed-use areas that offer relatively robust transit services within urban areas, but *serve a more localized population of residents and workers, rather than attracting significant patronage from beyond the local area*.
- Urban Neighborhood: Moderate- to high-density residential uses that also *feature supportive retail and employment centers*, rather than being primarily commercial centers. Transit is present but not necessarily a focus point here.
- Transit Neighborhoods: *Primarily residential areas, well served by transit*, but with existing low- to moderate densities.

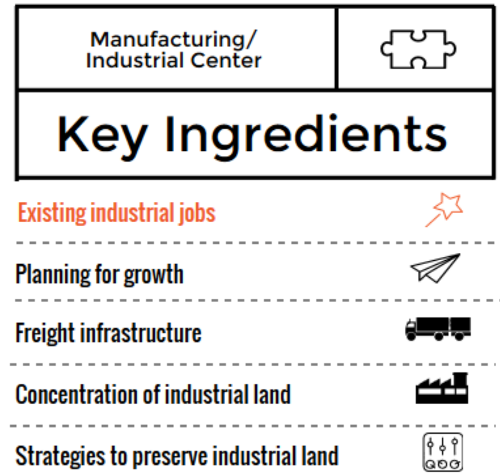
OTHER RESOURCES

- PSRC Regional Centers Market Study . ECONorthwest, 2016

Manufacturing/Industrial Employment

WHY IS THIS IMPORTANT?

VISION 2040 defines manufacturing/industrial centers as locations of intensive employment with large facilities for the production and assembly of goods and areas suitable for outdoor storage. Total employment is an indicator of regional importance, and an indicator of critical mass of industrial activity that may be a foundation for future growth.



WHAT IS THE CURRENT STANDARD?

The designation criteria require a minimum existing employment level of at least 10,000 jobs with a minimum target of at least 20,000 jobs. The required target is based on the jurisdiction's adopted growth target that guides the center subarea plan. The current standard does not differentiate between industrial jobs – that is, jobs classified as industrial in nature—versus non-industrial jobs from other commercial sectors such as services and retail.

HOW DO THE EXISTING CENTERS COMPARE?

MIC	2015 Total Jobs	2015 Industrial Jobs	2015 % Industrial Jobs
Ballard-Interbay	18,140	8,821	49%
Duwamish	65,775	51,198	64%
Frederickson	4,669	4,081	87%
Kent MIC	17,883	16,057	90%
North Tukwila	13,934	51,198	64%
Paine Field / Boeing Everett	51,300	47,301	92%
Port of Tacoma	10,175	8,261	81%
Puget Sound Industrial Center- Bremerton	1,144	947	83%
Sumner-Pacific	11,447	9,108	80%
Candidate MICs	**2015**	**2015**	**2015**
Arlington-Marysville	7,366	5,908	80%
South Tacoma Industrial Area	7,792	4,029	52%

*Duwamish and North Tukwila combined due to sector suppression

Appendix B: Criteria and Measures

WHAT DOES THE RESEARCH SHOW?

Studies on concentrations of economic activity in regions find that 10,000 jobs represents an important benchmark of employment concentration (Giuliano and Small, 1991). Subsequent studies have reiterated use of the 10,000-minimum threshold for regional-scale employment activity and the regional importance of a 20,000-job concentration (Giuliano and Redfearn, 2005).

In addition to total employment, manufacturing/industrial activity in centers can also be evaluated by the percent of industrial-sector jobs. The Industrial Lands Analysis defines industrial jobs using standard job classification. A definition of industrial-sector jobs is included in Appendix B of that report.

WHAT ARE THE STANDARDS USED IN OTHER REGIONS?

Atlanta Regional Commission (Atlanta)

The Atlanta Regional Commission (ARC) has designated Industrial/Logistics Areas (ILAs) to characterize the major intermodal freight facilities and logistics centers throughout the region. There is no existing nor target employment standard for designation.

OTHER RESOURCES

Industrial Lands Analysis. PSRC/Community Attributes, 2015

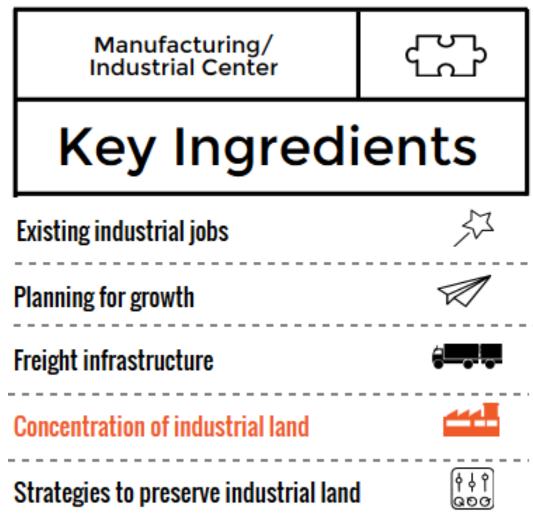
Appendix B: Criteria and Measures

Core Industrial Land Use

WHY IS THIS IMPORTANT?

Manufacturing/Industrial centers are areas in which manufacturing and industrial land uses are concentrated and cannot easily be mixed with other activities. The preservation of industrial lands is critical to maintain and grow the region's manufacturing and industrial capabilities and competitiveness in the national and global markets.

While regional growth centers are expected to accommodate a growing share of new population and employment growth, manufacturing/industrial centers focus on preserving the limited industrial land base and maintaining existing jobs, in addition to growth.



WHAT IS THE CURRENT STANDARD?

Percent of land in industrial zoning indicates commitment to and permanence of industrial uses and employment in the MIC. The current standard requires at least 80% of property within the center boundaries to have planned future land use and current zoning designation for industrial and manufacturing uses. This may include both industrial commercial zoning and zoning for core industrial uses.

> Core industrial. This segment includes zoning designations on lands dominated by traditional industrial land uses such as manufacturing, transportation, warehousing and freight terminals. These zoning designations include lands on which traditional industrial land uses and supportive activities are permitted to occur.
>
> Industrial-commercial. This segment includes zoning designations on lands with a significant component of both industrial and commercial uses. These zoning designations include lands on which industrial and commercial uses are permitted to occur.

HOW DO THE EXISTING CENTERS COMPARE?

The Industrial Lands Analysis included an assessment of existing land use classifications. Based on the review completed at the time, zoning classifications were identified as "core industrial" or "industrial-commercial." The following table summarizes that assessment.

Appendix B: Criteria and Measures

CENTER	Acres Zoned Core Industrial	Total MIC Acres	% Zoned Core Industrial
Kent MIC	1,962	1,970	99.6%
Port of Tacoma	4,901	4,963	98.8%
Frederickson	2,553	2,650	96.3%
North Tukwila	893	961	93.0%
Duwamish	4,568	4,961	92.1%
Sumner-Pacific	1,908	2,160	88.3%
Puget Sound Industrial Center - Bremerton	2,688	3,246	82.8%
Paine Field / Boeing Everett	3,465	4,241	81.7%
Ballard-Interbay MIC	746	971	76.9%

What does research show?

PSRC's 2015 Industrial Lands Analysis highlighted concerns regarding the encroachment of non-industrial commercial uses on industrial land, specifically uses that generate heavy traffic volumes or substantially increase land values. Conversion of industrial land to other types of land use, such as retrofitting warehouses for residential and retail uses, is also eroding the region's industrial lands base. These trends are more prevalent on industrial lands in urbanized settings.

The Industrial Lands Analysis recommended amending the designation procedures to reflect that 1) the core industrial land designation protects industrial land more effectively than the industrial-commercial designation and 2) housing should not be allowed on core industrial land.

What are the standards used in other regions?

While peer regions occasionally designate areas for concentrated industrial uses (see *MIC Employment* summary), none include comparable industrial land use requirements.

Other Resources

Industrial Lands Analysis. PSRC/Community Attributes, 2015

Appendix C: Overview of Alternatives Development

The Centers Stakeholder Working Group met from June 2016 through January 2017 to provide guidance on recommendations for alternative frameworks and implementation actions. This stakeholder planning process responded to PSRC board direction and the project's research phase findings, and follow the project's broader scope of work.

The Stakeholder Working Group developed, reviewed, and refined several alternative frameworks for Regional Growth Centers and Manufacturing/Industrial Centers before coming to consensus on the preferred alternatives included in their final report. The group reviewed over 30 possible classification criteria and several framework structures which were used to inform the initial nine preliminary alternatives. These initial alternatives were then refined into four alternatives – two for regional growth centers and two for manufacturing/industrial centers. These four alternatives were further refined at subsequent meetings, and a fifth manufacturing/industrial center alternative was added. A compilation of the draft criteria and preliminary alternatives that were included in the agenda packets for the July 20, October 19, and November 16, 2016 meetings is available online.

Appendix D: Overview of Background Findings

The Background research paper identified several findings related to regional growth centers, manufacturing/industrial centers, support for centers, and designation processes. This appendix provides an overview of these initial project findings and the proposed approach to address these findings through the Stakeholder Working Group recommendations.

Background Research Findings	Stakeholder Working Group Recommendations
REGIONAL GROWTH CENTERS AND OTHER GROWING MIXED-USE PLACES	
1A. Growth. Some regional growth centers have experienced significant population and employment growth, while other centers have seen little to no growth. Some mixed-use places that are not regional growth centers have experienced more growth than some regional centers.	• Evaluate market potential with market study or evidence of recent growth factored into regional designation • Recognize center tiers with different levels of activity • Require mix of housing and employment to spur future residential market • Establish performance monitoring of centers over time
1B. Scale and function. Centers at the regional, subregional, and local levels vary greatly in scale and function. Some regional growth centers do not meet the minimum activity levels for a new center today, while some mixed-use places that are not regional growth centers are denser and have a greater mix of uses. Some centers are predominantly focused on employment and have accommodated little housing growth, while others have experienced the residential or mixed-use development expected of centers.	• Recognize center tiers with different levels of activity • Require higher activity thresholds for some center types • Require existing housing to spur future residential market • Redesignate centers and establish consistent expectations for centers
1C. Transit Access. The regional growth centers do not align with the region's high-capacity transit system built to date. Some mixed-use places that are not designated centers have better transit and transportation access than some existing designated centers.	• Establish minimum transit service requirements • Address walkability through standards on center size and shape

Appendix D: Overview of Background Findings

Background Research Findings	Stakeholder Working Group Recommendations
1D. Military and tribal lands. Some places, such as military installations and tribal lands, play important regional functions. However, these places vary in their urban form—from dispersed uses on rural or resource lands to denser, urban land use patterns—and they do not plan for growth subject to the Growth Management Act and VISION 2040.	• Recognize role and importance of both major military facilities and tribal lands in future regional plan updates • Combine activity for centers directly adjacent to military facilities • Complete additional review and consultation to address centers on tribal lands
MANUFACTURING/INDUSTRIAL CENTERS, INDUSTRIAL LANDS, AND OTHER EMERGING JOB CENTERS	
2A. Center type. Manufacturing/Industrial Centers are very different types of places than regional growth centers in terms of planning expectations, growth patterns, infrastructure needs, and implementation strategies.	• Clearly acknowledge of preservation function of MICs through designation criteria • Update and tailor designation criteria for manufacturing/industrial centers
2B. Growth and scale. There is a wide range of manufacturing/industrial areas in the region, recognized at the regional, countywide, or local levels. These places vary greatly from each other in growth, infrastructure, and development patterns. Some emerging industrial employment districts have more jobs and have experienced more growth than some existing MICs.	• Alternatives provide options to recognize center tiers with different levels of activity • Redesignate centers and establish consistent expectations for centers
2C. Critical infrastructure and resources. Some important industrial areas, infrastructure sites, and corridors are not part of the current MIC framework, while designated MICs have had mixed success in protecting industrial land and limiting incompatible, non-industrial uses.	• Incorporate minimum criteria for core industrial zoning as part of designation • Provide new opportunities to designate industrial areas at the county or subregional scale that may not meet current activity thresholds
REGIONAL AND LOCAL SUPPORT FOR CENTERS	
3A. Consistent geographies. The vast majority of PSRC funds may be used to support either regional centers, countywide centers, or local centers. However, unlike regional centers, there is no established definition or identified geographies for countywide or local centers that are consistent across the region.	• Create a minimum standard and process for smaller center centers through county centers and updated regional center designation criteria

Appendix D: Overview of Background Findings

Background Research Findings	Stakeholder Working Group Recommendations
3B. Motivation for center selection. Stakeholders have observed that competition for limited infrastructure funding may motivate the selection of some local centers that primarily address local transportation needs, rather than selecting locations that achieve the land use and growth objectives of VISION 2040.	• Identify of other potential funding opportunities to support the centers framework • Update minimum designation criteria to more clearly identify purpose and expectations for designated centers. • Incorporate planning expectations to ensure centers of different scales contribute to the regional growth strategy • Update implementation actions to ensure regional funds support centers that achieve region's goals
DESIGNATION PROCESSES	
4A. Expectations for new versus existing centers. There are different administrative expectations for new centers compared to those centers designated prior to the current designation procedures. The result is that not all centers meet the same standards for planning and performance.	• Establish timeline for redesignation of existing centers to allow grace period for existing centers to meet all other standards • Develop administrative procedures to ensure consistent expectations for centers at different tiers/scales
4B. County designation procedures. There are inconsistent designation procedures and selection criteria within counties for the nomination of regional centers and the designation of local and countywide centers. This may lead to disparate access to regional designation and access to PSRC funds.	• Update countywide planning policies to ensure consistent designation procedures and criteria by county
4C. The Big Picture. There are neither policy guidelines nor a defined board process to discuss the strategic value or regional impacts of particular regional designations, including issues such as the total number of regional centers, their distribution in the region, or their impact on measures such as social equity and the environment.	• Develop performance metrics to evaluate centers individually and as a group • Incorporate evaluation of center role in designation procedures • Consider regional planning goals, such as location and distribution of centers, through the designation process

Appendix E: Resources and Background Materials

There are several resources available with additional information on the existing regional centers framework, designated centers, and supporting studies. These include:

- Project Scope of Work
- Background Research Paper
    - Appendix A: Military Background Paper
    - Appendix B: Peer Regions Center Planning + Implementation
- Summary of Market Study
- Designation Procedures (2011 Update)
- Regional Center Plans Checklist (2014 Update)
- Industrial Lands Analysis (2015)
- Growing Transit Communities Strategy (2013)