



# Puget Sound Regional Council

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## **City of North Bend 2015 Comprehensive Plan Update**

- 1) Certification memo dated April 20, 2017 (see page 2). As of this Executive Board action, the City of North Bend comprehensive plan is now fully certified for consistency with the transportation-related provisions of the Growth Management Act, VISION 2040, and Transportation 2040.
- 2) Certification report dated February 25, 2016 (see page 14). This report summarizes complete review of the 2015 comprehensive plan update and a certification condition for the city to address by December 2017.



## Puget Sound Regional Council

### CONSENT AGENDA

April 20, 2017

**To:** Executive Board

**From:** Councilmember Ryan Mello, Chair, Growth Management Policy Board  
Councilmember Rob Johnson, Chair, Transportation Policy Board

**Subject:** **Approve Certification of Comprehensive Plans for the Cities of Covington, Gig Harbor, North Bend and Snoqualmie**

### IN BRIEF

The Growth Management Policy Board and Transportation Policy Board have reviewed resolutions adopted by the cities of Covington, Gig Harbor, North Bend, and Snoqualmie and find that they are consistent with the Executive Board's direction on January 26 regarding an alternative path for full certification for certain cities.

In making the recommendations, the Growth Management Policy Board noted that while action may signify support of full certification, doing so does not indicate acceptance of all arguments included in each of the city's resolutions. Rather, full certification acknowledges that each city has substantively responded to each of the issues identified by the Executive Board and has made a commitment to continue efforts to act individually and in collaboration with other cities and counties, to manage growth and its impacts consistent with VISION 2040.

### RECOMMENDED ACTION

**The Executive Board should certify that the transportation-related provisions of the Covington, Gig Harbor, North Bend, and Snoqualmie comprehensive plan updates, as clarified by commitments made in adopted resolutions to support VISION 2040 and work with regional partners, conform to the Growth Management Act and are consistent with the multicounty planning policies and the regional transportation plan.**

### DISCUSSION

The 2015 comprehensive plan updates for the cities of Covington, Gig Harbor, North Bend, and Snoqualmie were conditionally certified last year as part of PSRC's plan review process. Conditional certification allowed the cities to qualify for PSRC managed federal funding (and two of the cities were awarded funds), while working to address questions about planning for growth significantly greater than adopted targets.

The issue of growth targets for Small Cities resulted in a number of challenging policy discussions. Board members reiterated that planning consistent with GMA and VISION 2040, and regional coordination are important and need to be clearly supported in all local plans. There was also recognition that amending plans now and addressing the underlying issues related to growth targets will require ongoing work and coordination at the local and regional levels. In January, the Executive Board approved the Growth Management Policy Board's recommendation to provide a new path for the affected Small Cities to become fully certified.

This path does not require cities to amend their plans now, provided they adopt a council commitment, such as a council-adopted resolution, to continue to work collaboratively on growth issues that clearly require a longer term to fully address.

### **Local Resolutions**

Following the Executive Board's approval of the new path to certification, Covington, Gig Harbor, North Bend and Snoqualmie proceeded toward development and adoption of council resolutions. Bonney Lake and Carnation are continuing to move ahead with comprehensive plan amendments to address the conditional certification requirements. Each of the adopted resolutions are attached.

#### **Covington**

Covington adopted a resolution that notes how their comprehensive plan embodies policies consistent with the Growth Management Act and VISION 2040. While the city recognizes that growth anticipated by a 2014 market study exceeds the adopted targets, it states the importance of managing the growth and mitigating its impacts. The resolution commits the city to continue to work collaboratively with regional and countywide planning organizations on growth target allocations and planning for growth consistent with those target updates. Covington has implemented a number of best practices to manage growth, including growth monitoring, impact fees, transportation concurrency requirements, nonmotorized transportation and transit planning, adequacy of public facilities, environmental regulations, and design review. The resolution also notes the city's planned 20-year growth is fully within the city's current city limits and no expansion of the Urban Growth Area (UGA) is contemplated in the comprehensive plan.

Covington's resolution states that it has addressed the issues identified in the conditional certification and requests full certification of its comprehensive plan.

Exhibits referenced in the Covington resolution have previously been provided to the boards and are available from PSRC.

#### **Gig Harbor**

The resolution adopted by Gig Harbor notes that a goal of the Gig Harbor comprehensive plan is to support the integration and implementation of VISION 2040 at the local level. The city notes that the plan and the city's development regulations demonstrate a commitment to managing growth consistent with the Regional Growth Strategy and addressing growth-related impacts, including the appropriate use of development regulations, impact fees and other tools. To partially offset the difference between targeted and anticipated growth, the city has worked collaboratively with other Pierce County jurisdictions to adjust small city growth targets, which

were recommended to be adjusted by the Pierce County Regional Council on March 16, 2017. The city has hired planning consultants to update the city's Transportation Element, impact fees, travel demand model, and Active Transportation Plan to help manage growth and its impact on transportation. The city notes the need to allow sufficient time to complete this work, rather than rush to meet the current conditional certification deadline.

In its adopted resolution, the city commits to advance the integrity and mission of VISION 2040 and the regional growth strategy through the policies and strategies of its comprehensive plan. The resolution directs city staff to continue to work collaboratively with other cities, Pierce County, the Pierce County Regional Council, and PSRC on growth targets and planning for growth, and seeks full certification.

### **North Bend**

North Bend notes in its resolution its intent to remain a small town, and its plans and provisions to preserve open space and to protect farm land and the Mountains to Sound Greenway. It also notes how the targets differ from the city's capacity for housing and employment that could be achieved at build-out. In its resolution, the city commits to continue to work collaboratively with local and regional stakeholders to manage growth consistent with the Growth Management Act, VISION 2040, and the regional growth strategy; to continue to work collaboratively on the next round of growth target allocations; and to manage growth within its city and UGA boundaries. The city requests full certification of its 2015 comprehensive plan.

North Bend also reiterated their interest in seeing PSRC's plan review process provide comments to communities early in the process to provide greater clarity regarding requirements. This comment was included in the Taking Stock report and will be carefully considered as PSRC updates the plan review process prior to the next round of GMA updates.

### **Snoqualmie**

The resolution adopted by Snoqualmie acknowledges anticipated growth and the importance of managing its impacts on surrounding communities, rural and resource lands, and the regional transportation system. The resolution identifies several strategies the city employs to manage growth, including land conservation, growth monitoring, development agreements, impact fees, and concurrency requirements. The city states that no expansion of the UGA is planned to accommodate growth and that the city will prioritize consistency with the regional growth strategy when considering future land use, zoning and infrastructure changes that significantly affect growth capacity. Snoqualmie's resolution is lengthy and states the city's position on PSRC's authority and the city's actions that it feels are consistent with GMA and VISION 2040, but the resolution appears to address each of the key points identified by the Executive Board.

Each of the resolutions is a statement of intent by each individual community to work collaboratively to manage future growth. Each resolution speaks to local perspectives and also addresses areas of shared interest, including managing growth and its impacts, working collaboratively on growth and target setting, planning for growth within the urban growth area, and considering the regional growth strategy in long-range planning decisions. These statements correspond to the points identified by the Executive Board, which were developed with a recommendation of the Growth Management Policy Board and with input from the affected cities and county. Certification of the cities' plans acknowledges the contribution and commitment of cities to work on managing growth. It does not mean full agreement on the individual perspectives expressed in each resolution.

Please let staff know if you have any questions about the attached resolutions that could be addressed prior to the board meeting.

For more information, please contact Paul Inghram at (206) 464-7549 or [pinghram@psrc.org](mailto:pinghram@psrc.org) or Michael Hubner at (206) 971-3289 or [MHubner@psrc.org](mailto:MHubner@psrc.org).

Attachments:

PSRC Exec Board Approved action item 10 - January 26, 2017

Covington Resolution 2017-04

Gig Harbor Resolution 1074

North Bend Resolution 1749

Snoqualmie Resolution 1380

Executive Board – January 26, 2017

Agenda Item #10

Under this option, the cities would be asked to:

- Acknowledge that the planned housing and employment growth anticipated in the small city's adopted comprehensive plan is greater than adopted growth targets for the city, and acknowledge the importance of managing that growth and mitigating its impacts, including on surrounding communities, rural and resource lands, and the regional transportation system.
- Continue to work collaboratively with regional and countywide planning organizations on growth allocations during the next and future and target updates and commit to planning for growth in future plan updates consistent with those collaboratively-set and adopted-target updates.
- Identify and continue strategies cities are using to manage and mitigate the impacts of growth.
- Reinforce the city's commitment to managing its growth within current city and UGA boundaries, while minimizing impacts on surrounding rural and resource lands; commit to using the adopted countywide criteria for evaluating any requested UGA modifications.
- Commit to prioritize consistency with the Regional Growth Strategy when considering future land use and zoning changes and capital facilities investments.

## RESOLUTION 1749

### **A RESOLUTION OF THE CITY OF NORTH BEND, WASHINGTON, PROCLAIMING THE CITY'S COMMITMENT TO CERTAIN GROWTH PLANNING PRIORITIES AND REQUESTING FULL CERTIFICATION OF THE 2015 NORTH BEND COMPREHENSIVE PLAN FROM THE PUGET SOUND REGIONAL COUNCIL**

**WHEREAS**, after conducting an in-depth, three-year comprehensive plan periodic update and public participation process pursuant to Chapter 36.70A RCW, the Growth Management Act ("GMA"), on December 8, 2015, the City of North Bend ("City") adopted Ordinance No. 1574, the City of North Bend Comprehensive Plan 2015 (the "2015 Comprehensive Plan"); and

**WHEREAS**, the City received no comments from the Puget Sound Regional Council ("PSRC") on the draft Comprehensive Plan provided to PSRC on June 2, 2015 and November 9, 2015 during the period update and comment process; and

**WHEREAS**, on December 14, 2015 the City forwarded the adopted 2015 Comprehensive Plan to PSRC for certification; and

**WHEREAS**, in January 2016 following the City's adoption of its Comprehensive Plan, PSRC provided comments stating a concern that the build-out capacity associated with housing and employment projections in the 2015 Comprehensive Plan exceeded the City's growth targets as determined by PSRC's Vision 2040 Regional Growth Strategy ("Vision 2040"); and

**WHEREAS**, in 2012 the City's Transportation Element was certified by PSRC with higher populations and employment projections; and

**WHEREAS**, the comments received by PSRC in January 2016 was the first indication provided by PSRC that a shift had occurred in the organization's methodology with regard to the purpose and intent of the 20 year growth targets, utilizing them as a ceiling and not a floor; and

**WHEREAS**, on February 25, 2016, the PSRC Growth Management Policy Board issued a Plan Review Report and Certification Recommendation (the "Certification Report") regarding the 2015 Comprehensive Plan; and

**WHEREAS**, on April 28, 2016, the PSRC Executive Board approved the Certification Report with a requirement to address consistency between the anticipated growth included in the Comprehensive Plan and the housing and employment growth targets adopted by King County (the "Conditional Certification"); and

**WHEREAS**, the 2015 Comprehensive Plan must be reviewed against the full context of the GMA and Vision 2040, and not just against certain subsections of Vision 2040; and

**WHEREAS**, the City voluntarily provided additional information to PSRC regarding the City's implementation of smart growth techniques to ensure compliance with GMA, Vision 2040 and alignment with 20 year growth targets; and

**WHEREAS**, in response to the Conditional Certification, the City voluntarily sent letters to PSRC on April 26, 2016, and September 28, 2016, in which the City clearly stated its opinion that the 2015 Comprehensive Plan complies with the GMA and Vision 2040, and is consistent with the City's 20-year growth targets and should therefore be fully certified; and

**WHEREAS**, several Small Cities (as categorized by Vision 2040) have planned for growth capacity that exceeds the adopted 20-year growth targets in their comprehensive plan periodic updates, and, as a result, received conditional certification from PSRC; and

**WHEREAS**, it is the City of North Bend's intent to remain a small town, facilitating growth only as necessary to provide urban services at a reasonable cost to the citizens; and

**WHEREAS**, both response letters included the following findings and facts regarding the 2015 Comprehensive Plan and Vision 2040's smart planning principles:

- a. Both Vision 2040 and GMA emphasize the need for cities to be built at urban densities to support pedestrian mobility, transit, and an efficient use of land. The City has zoned for urban densities and planned for capital improvements within the planning period to support these needs and principles.
- b. Vision 2040 identifies the City of North Bend as a free-standing City, categorized under Small Cities. Its description of free-standing cities states that these cities "*should serve as hubs for relatively higher density housing choices and as job and service centers for surrounding rural areas.*" The City's Land Use Element has planned for housing choices in the context of a small city, in the range of 2-4 dwelling units per acre (du/acre) for single family residential development, and as a job and service center accordingly.
- c. Vision 2040 states on p. 14 that "*part of the intent of designating the urban growth area is to help channel investments in infrastructure within already built-up areas, especially cities, and to discourage growth in rural areas.*" Since the adoption of the GMA and the establishment of the City's UGA, the City has been planning urban growth and investments in infrastructure in accordance with this stated strategy and as necessary to provide public health, safety and welfare within a free standing small city.
- d. Affordable housing is one of the principal housing challenges facing the City of North Bend, consistent with that of the greater region. The GMA directs cities to encourage the availability of affordable housing to all economic segments of the population. Reducing residential densities further to align with targets as a ceiling and not a floor will only increase the cost of housing



within the City by forcing larger lots and reducing the potential supply of available housing.

- e. Over the last 12 years, the City Council, in exercising its exclusive land use decision making authority, has implemented numerous zoning changes that reduced the overall residential development capacity significantly, including as follows:
  - i. In 2006 the entire Low Density Residential zone, including the entire UGA, was down zoned from 6-8 du/acre to 4 du/acre;
  - ii. In 2014/15, the City approved amendments to the NBMC Bulk and Dimensional Standards, which increased the minimum lot size, but did not reduce the required park requirements. The result appears to yield a density of our new neighborhoods at approximately 3.5 dwelling units per acre;
  - iii. Most recently, with the approval of the new Comprehensive Plan the City created the Constrained Low Density Residential (CLDR) zone. This caps the density to 2 du/acres and 18,000 sq. ft. minimum lot size. The CLDR zone includes all of the undeveloped areas of our UGA and a few undeveloped areas within the city limits.
- f. The City's Residential Recreation and Common Space Requirements contained in Chapter 17.25 NBMC requires 5 percent of the net area of a single family residential development proposal, and 200 square feet of open space area per unit for multifamily residential projects (outside of required setbacks) be reserved for park and open space purposes, reducing the potential density of these developments.
- g. The City prohibits a number of land uses which do not conform to the City's vision nor provide for the desired and needed job base. This includes limitations on warehousing to ensure that the City's commercial and light-industrial lands eventually develop with uses providing higher levels of employment, enabling the City to achieve a better jobs/housing balance consistent with the GMA.
- h. The City's Parks and Open Space Element of the City's Comprehensive Plan establishes a park level of service standard that calls for acquisition of an additional 44 acres of parks and open space lands, which will further reduce the housing capacity over this time period.
- i. Over the last 20 years, the City has acquired and protected over 800 acres of otherwise commercially zoned land within City Limits (including Tollgate Farm, portions of Meadowbrook Farm, and other park properties) and rezoned these properties to parks and open space, permanently protecting these open space and significantly reducing the employment and residential capacity within the City in perpetuity.
- j. In March 2017, the City will acquire an additional 36 acres of residentially zoned property, located on Rattlesnake Mountain and along the I-90 Mountains to Sound Greenway corridor, for a City park and King County regional trailhead, further reducing housing capacity.

- k. The City has imposed two moratoriums on single family development in the Cottage Housing zone and the Neighborhood Business zone.

**WHEREAS**, since April 2016, the Small Cities, PSRC Staff, the Growth Management Policy Board, Puget Sound Regional Council and the Sound Cities Association have worked to identify a path for the Small Cities to receive full certification without again incurring the costs associated with conducting a full Comprehensive Plan amendment; and

**WHEREAS**, on January 26, 2017, the PSRC Executive Board officially identified that the path, which requires the adoption of a resolution proclaiming the City's commitment to specific growth planning priorities; and

**WHEREAS**, this Resolution does not grant any authority or powers to PSRC above or beyond those granted pursuant to the GMA or other applicable law;

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF NORTH BEND, WASHINGTON, DOES HEREBY RESOLVE AS FOLLOWS:**

**Section 1.** The City of North Bend ("City") will continue to work collaboratively and in partnership with local and regional stakeholders to manage growth consistent with the Growth Management Act (Chapter 36.70A RCW, "GMA"), the Vision 2040 Regional Growth Strategy consistent with GMA and the commitments proclaimed below.

**Section 2.** The City acknowledges that the planned housing and employment growth capacity, at build-out, anticipated in the 2015 Comprehensive Plan is greater than the adopted 20-year growth targets, and acknowledges the importance of managing that growth and mitigating its impacts, including on surrounding communities, rural and resource lands, and the regional transportation system.

**Section 3.** The City will continue to work collaboratively with regional and countywide planning organizations on growth allocations during the next target updates, and commits to planning for the 20-year growth in future plan updates consistent with those collaboratively set and adopted target updates.

**Section 4.** The City will continue to identify and implement strategies to manage and mitigate the impacts of growth.

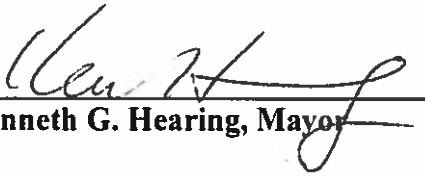
**Section 5.** The City hereby reinforces its commitment to managing its growth within current City and UGA boundaries, while minimizing impacts on surrounding rural and resource lands, as well as the City's commitment to using the adopted countywide criteria for evaluating any requested UGA modifications.

**Section 6.** The City commits to prioritize consistency with local policies, the GMA and Vision 2040 Regional Growth Strategy consistent with GMA, when considering future land use and zoning changes and capital facilities investments.

**Section 7.** The City will hereby provide a copy of this Resolution to PSRC and request full certification of the North Bend Comprehensive Plan 2015, as adopted on December 8, 2015.

**PASSED BY THE CITY COUNCIL OF THE CITY OF NORTH BEND, WASHINGTON, AT A REGULAR MEETING THEREOF, THIS 7<sup>TH</sup> DAY OF MARCH, 2017**

**CITY OF NORTH BEND:**

  
Kenneth G. Hearing, Mayor

**APPROVED AS TO FORM:**

  
Michael R. Kenyon, City Attorney

**ATTEST/AUTHENTICATED:**

Effective: March 7, 2017  
Posted: March 8, 2017

  
Susie Oppedal, City Clerk



# City Council Agenda Bill

<b>SUBJECT:</b>	<b>Agenda Date: March 7, 2017</b>	<b>AB17-032</b>
<b>A Resolution of the City of North Bend, Washington, Proclaiming the City's Commitment to Certain Growth Planning Priorities Identified by the Puget Sound Regional Council and Requesting Full Certification of the 2015 North Bend Comprehensive Plan</b>	Department/Committee/Individual	
	Mayor Ken Hearing	
	City Administrator – Londi Lindell	
	City Attorney - Mike Kenyon	
	City Clerk – Susie Oppedal	
	Finance – Dawn Masko	
	Public Works – Mark Rigos	
	Community & Economic Development – Gina Estep	X
Cost Impact: N/A		
Fund Source: N/A		
Timeline: Immediate		

**Attachments:** Resolution

## SUMMARY STATEMENT:

Per the Growth Management Act all Cities were required to conduct a major update of their Comprehensive Plans. For North Bend the deadline was December 31, 2015. The City successfully embarked on a 3 year public process that involved numerous public hearings, the Planning Commission and City Council and ultimately updated the Comprehensive Plan on December 8, 2015.

It has been the City's desire to remain a small livable town despite of the growth pressures it is faced with. The update of the Comprehensive Plan included zoning changes that reduced the overall build-out population.

The City has been working hard and will continue to work to implement smart growth techniques in order to remain a small and highly livable town. These techniques include acquisition of open spaces, increased lot sizes, the creation of the CLDR zone, and a few downzones since 2006 to name a few.

Puget Sound Regional Council (PSRC) is charged with reviewing each City's Transportation Element of the Comprehensive Plan in an effort to ensure coordinated Transportation Planning throughout the region and alignment with Vision 2040. PSRC does not have authority beyond regional transportation coordination.

The City received no comment from the Puget Sound Regional Council on the draft Comprehensive Plan provided on June 2, 2015 and November 9, 2015 during the period update process. After the City Council adopted the 2015 Comprehensive Plan on December 14, 2015 the City forwarded the adopted 2015 Comprehensive Plan to PSRC for certification.

In January 2016, and after the City's 3 year periodic update process and Comprehensive Plan adoption, PSRC provided the first comments to the City, stating a concern that the build-out capacity associated with housing and employment projections in the 2015 Comprehensive Plan exceeded the City's growth targets as determined by PSRC's Vision 2040 Regional Growth Strategy ("Vision 2040").

## City Council Agenda Bill

In 2012 the City's Transportation Element was certified by PSRC with higher populations and employment projections. The comments received by PSRC in January 2016 was the first indication provided by PSRC that a shift had occurred in the organization's methodology with regard to the purpose and intent of the 20-year growth targets, utilizing them now as a ceiling and not a floor.

Then on February 25, 2016, the PSRC Growth Management Policy Board (GMPB) issued a Plan Review Report and Certification Recommendation (the "Certification Report") regarding the 2015 Comprehensive Plan. On April 28, 2016, the PSRC Executive Board approved the Certification Report with a requirement to address consistency between the anticipated growth included in the Plan and the housing and employment growth targets adopted by King County (the "Conditional Certification").

It is important to note that the 2015 Comprehensive Plan must be reviewed against the full context of the GMA and Vision 2040, and not just against certain subsections of Vision 2040.

The City voluntarily provided additional information to PSRC regarding the City's implementation of smart growth techniques to ensure compliance with the Growth Management Act, Vision 2040 and alignment with the 20-year growth targets. In response to the Conditional Certification, the City voluntarily sent letters to PSRC on April 26, 2016, and September 28, 2016, in which the City clearly stated its opinion that the 2015 Comprehensive Plan complies with the GMA and Vision 2040, and is consistent with the City's 20-year growth targets and should therefore be fully certified.

It is the City of North Bend's intent to remain a small town, facilitating growth only as necessary to provide adequate services at a reasonable cost to the citizens and will continue to do so. The attached Resolution reinforces just that. The attached Resolution is the result of collaboration between the Small Cities, GMPB, GMPC and PRSC in an effort to allow for full certification and the time needed prior to the new updated Office of Financial Management (OFM) population forecasts to update the 20-year growth targets, the stakeholders to provide clear intent policy regarding the growth targets, and ultimately the next Comprehensive Plan update process to occur in the next 3 to 7 years.

**COMMITTEE REVIEW AND RECOMMENDATION:** This topic was discussed in depth at the February 28, 2017 Council Workstudy.

**RECOMMENDED ACTION: MOTION to approve AB17-032, a resolution proclaiming the City's commitment to certain growth planning priorities identified by the Puget Sound Regional Council and requesting full certification of the 2015 North Bend Comprehensive Plan**

### RECORD OF COUNCIL ACTION

<i>Meeting Date</i>	<i>Action</i>	<i>Vote</i>
March 7, 2017	Passed Resolution 1749	7-0

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

## CITY OF NORTH BEND COMPREHENSIVE PLAN

February 25, 2016



### BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.<sup>1</sup> This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

### DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of North Bend. Two elements—transportation, and energy and sustainability—were adopted in 2012 and certified by PSRC at that time as amendments to the 2004 update. The remaining plan elements were adopted by the city on December 8, 2015. All elements, which collectively comprise the 2015 periodic GMA plan update, are reviewed here for certification. PSRC staff coordinated with city staff in the review of the updated 2015 comprehensive plan and development of this report.

### CERTIFICATION RECOMMENDATION

Based on the review of the comprehensive plan for the City of North Bend, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

**The Puget Sound Regional Council conditionally certifies that the transportation-related provisions in the comprehensive plan update for the City of North Bend conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.**

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<sup>1</sup> The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.



**Conditional status is in place until the City of North Bend addresses consistency between the anticipated growth included in the plan and the housing and employment growth targets adopted by King County. This will include consideration of:**

- **Amending the plan to recognize the objective of managing growth consistent with the Regional Growth Strategy and the role of designated Small Cities.**
- **Including in the plan a 20-year projection of population and employment growth that more closely aligns with adopted countywide targets.**
- **Working with PSRC to review and identify strategies to manage growth in alignment with the Regional Growth Strategy and address the impacts of growth on regional and local infrastructure and the environment.**

**Coordination with the county, state, and other agencies is also appropriate to more fully address the potential regional impacts of planned growth that exceeds agreed-upon targets.**

**These conditions will be addressed according to the following schedule:**

- 1. Council action to authorize a work plan that addresses the conditions identified in the certification report by May 31, 2016.**
- 2. Submission of a draft amended comprehensive plan and/or supporting documents that address the condition to PSRC for review and comment in advance of adoption.**
- 3. Once the condition is adequately addressed, submission of the adopted amended comprehensive plan and/or supporting documents by December 31, 2017, for review and certification by PSRC.**

**The city acknowledges and understands these conditions.**

It is recognized that the city's comprehensive plan is highly supportive of the goals and policies of VISION and that the city has already taken a number of steps to work towards implementing VISION 2040. It is also recognized that the level of future development that the city anticipates occurring during this planning period reflects zoning for urban densities within the Urban Growth Area boundary and areas annexed by the city prior to the development of the comprehensive plan update. The city has taken a number of positive steps to focus growth within its downtown, to promote and protect environmental sustainability, and to invest in infrastructure that improves the quality of life of its residents, to promote employment growth that enhances the local economy and improves jobs-housing balance. The city has also taken steps to limit future development potential through reduced residential densities and land acquisition in areas of the city that are within or near the flood plain.

This report contains a summary of the PSRC review of the City of North Bend comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and Local Comprehensive Plan Checklist, is listed in high level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the city, including detailed conditions for certification, is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements.

# Part I: Conformity with Growth Management Act Transportation Planning Requirements

## SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

**Land use assumptions and forecasts of travel demand** that are internally consistent and consistent with growth targets.

**Service and facility needs**, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

**Financing and investments**, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

**Intergovernmental coordination** with neighboring cities, counties, and regional and state agencies.

**Demand management**, including programs to implement the Commute Trip Reduction Act.

**Pedestrian and bicycle planning**, including project funding and capital investments, education, and safety.

**Land uses adjacent to airports**, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

## DISCUSSION: EXEMPLARY PLAN PROVISIONS

The North Bend comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- ☑ Policies promoting transportation demand management and transportation system management are furthered with specific strategies which include encouraging development in locations where transportation facilities already exist, increased car- and van-pooling, nonmotorized network investments, roadway channelization, and intersection optimization techniques such as roundabouts, and consolidation of access points along arterial streets.
- ☑ Strategies to support and encourage bicycle travel include bicycle parking standards, the provision of bicycle lanes, paths, and signage, and street calming techniques on local streets. Strategies to support and encourage pedestrian travel include policies calling for the construction of pedestrian facilities along all streets and with new development, a prioritization scheme for sidewalk construction funding, and a continued emphasis on developing a pedestrian-friendly, mixed-use downtown area.
- ☑ The financial analysis on pages 92 to 98 of the transportation element includes a thorough analysis of transportation funding needs and available resources, including cost estimates for projects through the horizon year 2030 and estimates of local and non-local transportation funding potential.

## DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:



- The land use element was updated in 2012. The city is planning to amend the transportation element further within the next several years to bring it into full consistency with other plan elements and to integrate more up-to-date information on transportation projects in the city. The transportation element currently addresses growth through the year 2030. The city should update the land use assumptions used to estimate future transportation demand to account for growth anticipated through 2035. In the amended transportation element, the city should bring the land use assumptions in this element closer to the amount of growth projected in the land use element.
- In the next update to the transportation element, the city should add more detail to the pedestrian and bicycle component of the recommended transportation plan, including a mapped sidewalk and bicycle facility inventory and more complete definition of planned bicycle facilities.

## Part II: Consistency with Regional Plans and Policies

### OVERVIEW

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region’s long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region’s residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

### VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The plan includes a description of VISION 2040 in the land use element and also includes a listing of all major items on the PSRC plan review checklist. The statement may be revised to address conditions for certification described on pages 5 and 6 of this report.

### Environment

#### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

**Stewardship**, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

**Earth and habitat**, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

**Water quality**, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

**Air quality and climate change**, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

#### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The North Bend comprehensive plan addresses the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- ☑ Policy LU-7.1 establishes a transfer of development rights program designed to protect open space and critical areas within the city.
- ☑ Policies CA-3.1 to 3.3 protect the hydrologic function of streams and rivers by limiting and mitigating the impact of new development and also through low-impact development practices.

- ☑ The plan includes strong policies on wetland protection and restoration (see policies CA-5.1 and 5.2) implemented through techniques such as property tax exemptions and conservation easements (CA-5.6).
- ☑ Policies CA-6.1 to 6.7 comprise an array of collaborative and integrated strategies for protecting important natural habitat in the city and surrounding Urban Growth Area.
- ☑ Open space is a thread throughout the plan, including open space as it relates to benefits for the environment, urban design, public health, and recreation.
- ☑ The energy and sustainability element includes a comprehensive strategy for reducing the city's contribution to climate change. Specific strategies include efforts to make municipal operations more energy efficient. Other strategies in the comprehensive plan that will limit greenhouse gas emissions include incentives for energy efficiency in new development, support for electric vehicle charging infrastructure, education programs for residents, and transportation policies that incentivize the reduction of vehicle miles travelled.

#### **DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the environment.

### **Development Patterns – Including Regional Growth Strategy**

#### **SCOPE OF REVIEW**

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

**Urban areas**, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

**Centers**, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

**Unincorporated urban areas**, including policies that advance annexation and orderly transition of governance.

**Resource lands**, including identification of steps to limit development.

**Regional design**, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

**Health and active living**, addressing healthy environment, physical activity and well-being, and safety.

#### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city's comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- ☑ The plan includes a number of provisions that seek to address the historical suburban land use pattern in the city. For example, policy LU-3.8 promotes reducing sprawl through infill development on small lots, and policies in the land use and transportation elements promote pedestrian and bicycle connectivity linking existing neighborhoods.
- ☑ The land use element emphasizes new and infill development in the historic downtown. The economic development element emphasizes revitalization of the downtown and historic district through tools that include a master plan and design standards (policy ED-1.1), mixed-use development (policy ED-1.4), and incentives for private investment (ED-1.8).

**DISCUSSION: CONDITIONS FOR CERTIFICATION**

North Bend will address the following provision of the Growth Management Act and VISION 2040 in order to maintain certified status:

- RCW 36.70A.130 requires that local comprehensive plan updates accommodate the growth projected to occur over the subsequent 20-year period. VISION 2040 (MPP-DP-3) calls for countywide adoption of housing and employment growth targets that promote the Regional Growth Strategy. MPP-T-9 calls for coordination of state, regional, and local transportation planning in support of that strategy. RCW 36.70A.070 requires the transportation element of local comprehensive plans to implement and be consistent with the land use element.

To implement the Regional Growth Strategy, King County and its cities developed housing and employment targets for the 2006-2031 period. The targets allocate a modest amount of housing and jobs to Small Cities, which include the City of North Bend, as a reflection of the stated regional role for these cities to accommodate limited growth. The targets for North Bend are to grow by 665 housing units and 1,050 jobs over the period of 2006-2031.

Background

The North Bend comprehensive plan establishes a long range vision for how the city will accommodate growth and is largely consistent with the Growth Management Act and VISION 2040. The plan acknowledges the PSRC guidance for local comprehensive plans to use “land use assumptions that correspond with the most recently adopted growth targets” and focus transportation improvements to “support existing and planned development as allocated by the Regional Growth Strategy” (see transportation pages 5 and 6 and also policy 2.1.2). However, the plan as adopted anticipates an amount of residential and employment growth that significantly exceeds the remaining growth targets. Because this level of growth is a departure from implementation of the Regional Growth Strategy, it raises concerns about impacts to the regional transportation plan.

The table below summarizes the city’s adopted growth targets, actual growth that occurred since the target base year, and remaining growth targets for the planning period. In comparison, the table also shows assumed growth in the North Bend comprehensive plan, which is based on build out of existing development capacity in the city and Urban Growth Area (UGA), as well as information on growth anticipated from projects in the development pipeline.

**Growth Statistics for North Bend**

	Housing	Jobs
<b>Growth Targets 2006-2031</b>	665	1,050
<b>Actual Growth 2006-2014*</b>	250	900
<b>Remaining Target to 2035</b>	<b>415</b>	<b>150</b>
<b>Development in Pipeline**</b>	700	200
<b>Total Planned Capacity ***</b>	2,331	7,092

\*Estimated from PSRC residential permit and covered employment databases

\*\*City of North Bend estimates.

\*\*\*2015 North Bend Comprehensive Plan Update

As shown in the table, the city has progressed substantially toward achieving its growth targets through actual growth since 2006. With growth anticipated through completion of projects in the development pipeline, the city will exceed both the housing and employment targets for 2031. The city anticipates

additional market demand through 2035 that would result in considerably more growth above and beyond the adopted targets. As the city plans for future infrastructure needs over the 20-year planning period and beyond, it has assumed future land use that is consistent with the capacity under the existing land use designations and zoning.

North Bend planning staff have identified a number of local factors supporting the growth numbers used in the plan update and also identified steps the city has taken to manage growth consistent with VISION 2040. These include:

- Accommodating growth at urban densities with supportive infrastructure within an urban growth boundary that was established well before the adoption of VISION 2040.
- Providing a variety of housing types at a variety of urban densities to meet affordability needs
- Adopting provisions that have reduced residential densities allowed in single-family zones. In 2006, the city reduced density in the Low Density Residential zone in the UGA from 6-8 dwelling units per acre to 4 dwelling units per acre. More recently, the comprehensive plan update has reduced densities allowed in the Constrained Low Density Residential zone to 2 dwelling units per acre. Additional recent code changes lower the effective yield of single-family residential development.
- Setting aside land for open space. The city has acquired and protected over 500 acres of land, permanently protecting these open space and passive recreational areas from commercial and residential development. More recently, adoption of a parks level-of-service standard calls for setting aside an additional 44 acres of parkland as the city grows.
- Careful management of the city's commercial and light industrial lands to achieve well-designed projects that contribute quality design, public amenities, and jobs that enhance the local economy and jobs-housing balance.

#### Conditions

In order to further address the significant inconsistency between the city's planned growth and the adopted targets, the following conditions need to be addressed:

**Clarify policy support for the Regional Growth Strategy.** The plan currently acknowledges the local responsibility to implement VISION 2040. The city will consider whether the plan should be amended to state more clearly that the city intends to explore and implement, where feasible, strategies to shape the amount or timing of growth to better align with the growth targets and with the Regional Growth Strategy in VISION 2040.

**Update and adjust growth assumptions.** The city should consider a reassessment of growth potential within the 20-year planning period based on current data, regional and countywide policies, and local actions taken to influence the amount or timing of future development. The city may work with King County and other cities in the county to adjust the growth targets to more closely match development potential in the city, while maintaining consistency with the Regional Growth Strategy.

**Manage long-term growth to address impacts and to better align with VISION 2040.** The city will work with PSRC staff to identify strategies the city is using now or may adopt in the future to appropriately manage growth and work toward better alignment with the Regional Growth Strategy. Strategies may address the amount, timing, or pattern of planned growth as well as impacts on regional and local infrastructure and services and on the environment. Coordination with the county, state, and other agencies should also occur to address the potential regional impacts of planned growth that exceeds agreed-upon targets.

PSRC staff is available to provide technical guidance on reconciling the growth assumptions, documenting data sources, and identifying potential actions and measures.

## DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any additional major areas for improvement of the plan to better align with regional guidelines and principles on development patterns.

## Housing

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

**Increased housing production opportunities**, including diverse types and styles for all income levels and demographic groups.

**Affordable housing needs**, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

**Regional housing objectives** in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- ☑ The housing element promotes a greater diversity of housing types in the city (Policy H-1.2 and 1.3 and Policies 4.1 and 4.2).
- ☑ The housing element calls for incentives for private development to include affordable units (Policy H-1.4), such as through reduced impact fees (Policy H-1.7) and zoning tools (Policy H-4.3).
- ☑ The plan directs the city to pursue active engagement with public and non-profit developers of affordable housing (see policies H-1.5, 1.6, and 1.9).
- ☑ The housing element includes discussion of housing needs for people with special needs and for aging in place, accompanied by strong goals and policies (see Goals H-5 and 6).

## DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on housing and housing affordability.

## Economy

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

**Retention and recruitment efforts** that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

**Equitable benefits and impacts**, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

**Adequate housing growth in centers** through collaboration with the private sector and provision of infrastructure.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- ☑ The comprehensive plan includes an economic development element that emphasizes opportunities related to tourism and recreation, retail trade, and the historic downtown.

#### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on economic development.

## Transportation

### SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

**Maintenance, management, and safety**, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

**Support for the regional growth strategy**, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

**Improved transportation options and mobility**, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

**Linking land use and transportation**, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The North Bend comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- ☑ The transportation element includes policies calling for maintenance and safety improvements to be a high priority, and also calls for new roads and other facilities to be designed with maintenance costs in mind. These policies are implemented through an annual pavement overlay program, a list of recommended projects and programs through 2030, which includes substantial maintenance and preservation funding for roads and sidewalks, and an equivalent 6-year Transportation Improvement Program.
- ☑ The city's transportation plan supports the development of clean and energy-efficient transportation programs and facilities, including through policies that promote safe and complete bicycle and pedestrian networks, streets designed with minimum pavement areas to reduce impervious surfaces, and development of measures and education programs to limit idling, especially at major truck stops in the city.
- ☑ The transportation policies and investments in the plan support the continued development of a central, pedestrian-oriented, mixed-use historic downtown area as a focal point for the city. Specific projects supporting North Bend's downtown include multiple sidewalk construction or reconstruction projects, construction of a plaza that will serve as a community gathering place, and other transportation improvements that will support efficient travel.
- ☑ Policy 3.1.1 addresses parking strategies to include implementing parking maximums and reduced parking minimum requirements to match actual parking demand in new development.

## DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- As recommended on page 3 of this report, the city should consider updating the transportation element to address planning needs through 2035, to integrate more up-to-date information on projects and community needs, and to bring land use assumptions into consistency with other elements of the plan, adopted growth targets, and the regional growth strategy.

## Public Services

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

**Promote more efficient use of existing services**, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

**Promote renewable energy and alternative energy sources.**

**Plan for long-term water needs**, including conservation, reclamation and reuse.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The North Bend comprehensive plan update contains policies that address the public services provisions of VISION 2040. Highlights include:

- ☑ ES Goal 6 and implementing policies promote energy conservation in municipal facilities, including through employee education, technology retrofits, and energy audits of city buildings.
- ☑ CF Goal 3.1 and implementing policies address mitigation of impacts, public involvement, and leveraged opportunities for utilizing capital facilities. Policy CF-3.2 promotes joint development and use with community organizations. SF-3.6 promotes multi-use of corridors for utilities and other capital facilities.
- ☑ Utilities Goal 5 and implementing policies promote conservation and efficiency in the delivery of utilities and services to residents by multiple agencies.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on public services.

## Conclusion

PSRC staff thanks the city for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the city has questions or needs additional information, please contact Michael Hubner at 206-971-3289 or [mhubner@psrc.org](mailto:mhubner@psrc.org).