

SULTAN CITY COUNCIL AGENDA ITEM COVER SHEET

ITEM NO: D-1

DATE: June 30, 2009

SUBJECT: Comprehensive Plan - 2011 Update

CONTACT PERSON: Deborah Knight, City Administrator

ISSUE:

This is an introduction to the required seven year update to the city's comprehensive plan under RCW 36.70A.130.

The Growth Management Act (GMA) requires the city to update its comprehensive plan by December 1, 2011. City staff recommends beginning the update process now to ensure adequate time to review, discuss and analyze proposed changes to the city's comprehensive plan (plan) and involve the Sultan community in the review.

The comprehensive plan update must also be coordinated with amendments to the City's Water System Plan (WSP), General Sewer Plan (GSP), Parks and Open Space Plan (POS), Industrial Parks Master Plan and development regulations. There is a significant amount of work that must be done in the next 24 months with enough lead time for mandatory public participation and comment on proposed changes.

STAFF RECOMMENDATION:

The city council and planning board need to review the materials provided for the joint meeting and provide direction to staff on the scope of work to accomplish the comprehensive plan update in a timely manner. Staff is seeking direction on the following topics:

- Mandatory tasks for the seven-year update – What process should the city use to update its comprehensive plan goals and policies to be consistent with the multi-county planning policies and county-wide planning policies?
- Public participation – How should the city achieve the requirement to provide “early and often” public participation?
- Discretionary tasks – Should the city revise its growth strategies during the seven year update or wait until the ten-year update in 2015?

SUMMARY:

The Growth Management Act (GMA) requires periodic reviews and updates of county and city comprehensive plans according to the following schedules:

- Local plan compliance review and update every 7 years – next due by 2011
- Urban Growth Area review and update at least every 10 years – next due by 2015.

Seven year update

The mandatory requirements of the seven-year update include:

- Aligning the city's comprehensive plan with the multi-county planning policies (MPP) developed by the Puget Sound Regional Council and the county-wide planning policies developed by Snohomish County.
- Incorporating new multi-county planning policies and county-wide planning policies (e.g. climate change) into the comprehensive plan.
- Reviewing the city's infrastructure inventories and development regulations to ensure consistency with the growth management act.

Because the city just completed a major plan revision in 2008, the seven year update could be a relatively minor effort. The city could wait and place greater emphasis on the ten-year update in 2012-2015.

Ten year update

The ten year update will begin in 2012 following projections from the 2010 census. The census will be used to develop population growth projections and allocate populations to the urban growth areas.

This is an opportunity for the city to analyze its future land use map. The city will need to ensure there is adequate land available to accommodate people and jobs. The city could evaluate its growth strategies and request an expansion or revision to its urban growth area during the ten-year update.

Planning for change

City staff needs direction from the city council and planning board on the scope of effort for the seven year update. Work on the seven year update should begin in 2009 with the majority of the effort in 2010. The Council needs to allocate funding in the 2010 budget for consultant analysis of any proposed changes to the plan. 2011 would be used to finalize the plan and formally present the plan for public comment prior to adoption by December 1, 2011.

DISCUSSION:

The big picture

The Growth Management Act creates a pyramid of statewide planning that begins at a regional level. Pierce County, King County and Snohomish County and all the cities within these counties are a part of a regional planning organization called the Puget Sound Regional Council (PSRC).

The PSRC is responsible under the Growth Management Act to develop a set of multi-county planning policies (MPP) that guide the region's growth for the future. Multi-county planning policies provide a common region-wide framework for countywide and local planning in the central Puget Sound Region. PSRC adopted its revised multi-county planning policies in April 2008. The adopted document is titled *Vision 2040* and replaces the previous planning document *Vision 2020*.

Vision 2040 sets a bold new direction for the region. *Vision 2040* stresses the importance of the natural environment and protecting water, air and land resources. Some planning professionals believe PSRC exceeded its core functions of addressing the urban growth area, contiguous and orderly development, siting capital facilities, transportation, housing, joint planning, and economic development. Regardless, there are now multi-county planning policies for environmental stewardship, earth and habitat, water quality, air quality and climate change.

County-wide planning policies

The adoption of *Vision 2040* created new priorities for county and city updates:

- County-wide planning policies (CPP) need to be consistent with *Vision 2040* multi-county planning policies by December 31, 2010.
- Local plans need to align with *Vision 2040* and the county-wide planning policies at the time of the 7-year updates by December 1, 2011.

The work to update the CPP is already underway. Snohomish County through Snohomish County Tomorrow (SCT) and the Planning Advisory Committee (PAC) is working with its cities to evaluate and make recommendations to update the county-wide planning policies.

Snohomish County and its member cities have decided to take the following approach to update the county-wide planning policies:

- Continue the process to update the CPPs for consistency with *Vision 2040* multi-county planning policies by December 31, 2010.
- Keep the two upcoming GMA-mandated formal plan updates separate – 2011 for the 7-year update and 2015 for the 10-year urban growth area expansion to be consistent with revised growth targets based on the 2010 census.

- Provide an opportunity for local jurisdictions to update their plans to reflect the Vision 2040 Regional Growth Strategy by 2011 based on early, preliminary indication of potential growth to 2035 (20-year update).

Seven year update – mandatory requirements

Sultan adopted its last **update** in 2004. In 2008 the city adopted **revisions** to its comprehensive plan to be consistent with the Growth Management Act. Revisions and updates are different and should not be confused.

Updates are mandatory. Updates subject all local GMA policies and regulations to legal challenge of any part of the GMA policies and regulations previously adopted. A plan revision is an amendment. Revisions narrow the legal challenge to only the revised portion of the plan not the entire plan.

Even though the city adopted revisions to its plan in 2008 it is required to update the plan by 2011. As a part of the seven-year update, the city is required to:

- Align its goals and policies with the goals and policies adopted by the Puget Sound Regional Council (PSRC) and Snohomish County¹
- Have an accurate inventory of capital facilities, utilities and housing
- Review and update its development regulations to be consistent with its comprehensive plan

Public participation

The GMA requires “early and often” public participation.² There are many ways to gather public input including surveys, town meetings, open houses, regular council and planning board meetings, and formal public comment opportunities. City staff needs direction on the level and types of public participation the council and planning board would like to provide in order to establish a timeline for public involvement.

A full discussion of public participation alternatives is provided in agenda item D.

Discretionary tasks

The city can choose to go beyond the mandatory requirements and address other issues in the comprehensive plan such as its growth strategies. Current growth

¹ Copies of the multi-county planning policies (MPP) and county-wide planning policies (CPP) are available in the comprehensive plan notebook provided to members of the city council and planning board.

² The basic legal requirement for public participation says that every jurisdiction planning under the Growth Management Act (GMA) “shall establish and broadly disseminate to the public a public participation program identifying procedures providing for **early and continuous public participation** (emphasis added) in the development and amendment of comprehensive land use plans and development regulations implementing such plans.” (RCW 36.70A.140)

strategies require development adjacent to existing infrastructure such as water and sewer mains before extending infrastructure to unserved areas of the city. City staff needs direction from the city council and planning board on the discretionary tasks, if any, that will be included in the seven year update:

- Reevaluate the growth strategy to require retail development before adding more housing development (retail before rooftops)
- Encouraging in-fill development before extending services to outlying areas (concentric circle growth pattern)
- Discouraging annexations into the city until buildable land is unavailable within the city limits.

City staff recommends picking one or two discretionary tasks to analyze during the seven year update. Additional discretionary items can be evaluated during the 10-year update which will begin in 2012. A full discussion of mandatory and discretionary tasks is provided under item D-3.

FISCAL IMPACT:

The fiscal impact depends on the level of effort the council and planning board want to engage in during the seven-year update. A decision to only address the mandatory elements will be the low cost alternative and could be accomplished for less than \$65,000 using mostly in-house resources.

Adding tasks from the discretionary list such as changing the city's growth strategies and aligning the future land use map with the flood plain will increase the cost depending on the level of complexity.

Overall, city staff estimates the seven-year update could cost as little as \$45,000 or as much as \$250,000. This estimate does not include updating the ancillary plans (e.g. water system plan, general sewer plan, parks and open space plan, etc.).

ALTERNATIVES:

1. Discuss the seven-year and ten-year updates and provide direction to staff. This alternative implies the council and planning board have enough information to select a preferred approach. Staff will incorporate council's preferred approach into a proposal for the 2010 budget.
2. Discuss the seven-year and ten-year updates. Ask for additional information and set a time for another joint meeting to resolve issues and select a preferred approach. This alternative implies the city council and planning board have questions or concerns regarding the alternatives. Additional information would assist the council in making a final decision. Staff would like direction no later than September 2009 to ensure time to incorporate expenditures into the 2010 budget.

3. Do not discuss the seven-year and ten-year updates. This action indicates the council and planning board are not prepared to make a decision at this time.

RECOMMENDED ACTION:

Review the materials provided for the joint meeting and provide direction to staff on the scope of work to accomplish the comprehensive plan update in a timely manner.

ATTACHMENTS:

A – Comprehensive Plan Notebooks with background information

B – Final 2008 Comprehensive Plan Revisions (Adopted September 25, 2008)

COUNCIL ACTION:

DATE: