INTRODUCTION

Purpose and Intent

This Comprehensive Plan (Plan) for the City of Orting is the long-term vision and plan for managing the city's natural and built environment. This Plan was developed pursuant to provisions of the State of Washington Growth Management Act (Revised Code of Washington Chapter 36.70A). The plan includes policy direction for community and economic development, housing, protection of environmentally sensitive areas, public services, growth, physical design elements, and community character. Serving as the "blueprint" for the next twenty years, this replaces the previous versions of the City's Comprehensive Plan.

The city is required to update its plan periodically to address changing conditions; this plan is the product of the periodic update completed in 2024 and the next periodic update is expected by 2034. Until then, the document may be amended on a yearly basis, but not more than once per year.

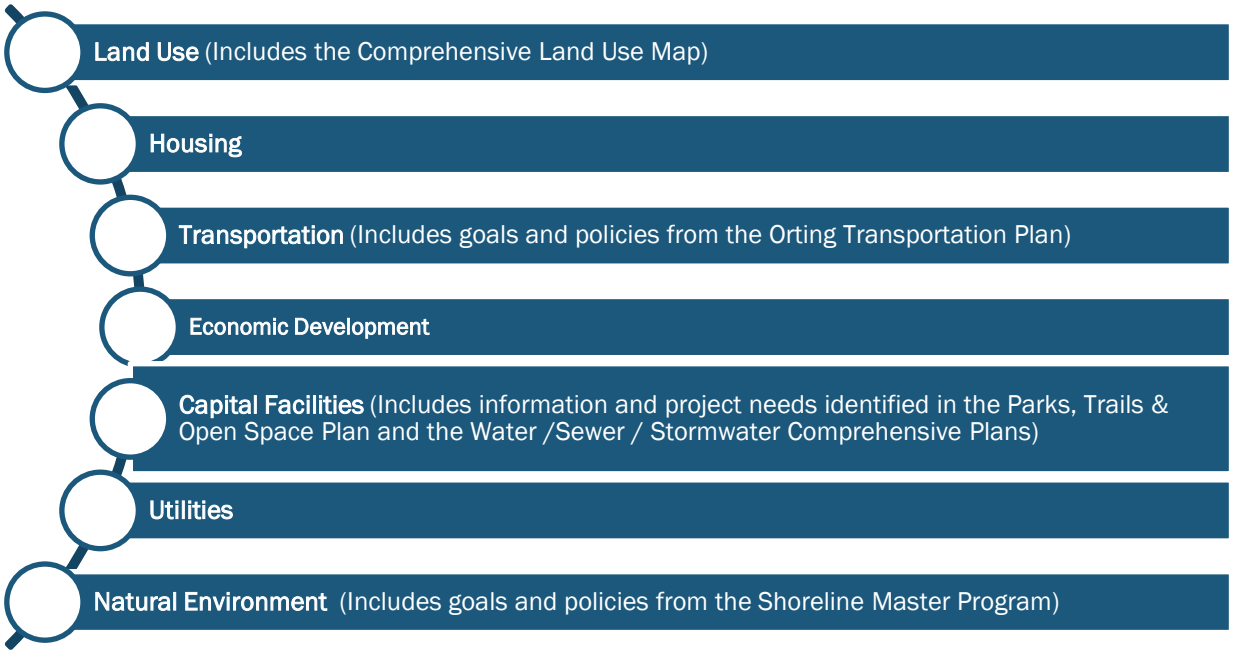
Structure

The Orting Comprehensive Plan (Plan) is composed of three basic parts:

1. Introduction, including implementation and amendment policies and procedures;
2. Comprehensive Plan Elements, including goals and policies; and
3. Appendices for each of the Comprehensive Plan elements.

This Introduction section includes a description of the requirements of the Growth Management Act (GMA) and the framework the Act established for planning in the State and Pierce County, together with regional planning requirements as overseen by the Puget Sound Regional Council (PSRC). The Implementation and Amendments section describes how the City is to implement and amend existing policies contained in the Comprehensive Plan, and it also describes the requirements of the Land use Regulatory Reform Act (~~ESHB 1724~~Chapter 36.70B RCW). This section also provides some important GMA language regarding concurrency.

The **Elements** provide goals and policies for the following:



Each element begins with a general discussion of ~~its~~ the purpose of the element, provides context with respect ~~relationship~~ to the GMA, and a summary of the issues identified through public involvement. The discussions also include current and forecast data, needs assessments or analyses and conclusions, and as appropriate, references to other source materials or policy documents. Goals and policies that address those issues follow.

The Comprehensive Land Use and Zoning Map gives geographic form to the Comprehensive Plan's land use policies by designating appropriate land use categories for the various areas within the city. ~~on for assumptions in all other elements. The Comprehensive Land Use and Zoning Map gives geographic form to the Comprehensive Plan's land use policies by designating appropriate land use categories for the various areas within the City.~~
~~The Plan Element Appendices include current and forecast data, needs assessments or analyses, and conclusions and as appropriate, references to other source materials or policy documents.~~

What is a Comprehensive Plan?

In 1990, the Washington State Legislature adopted the Growth Management Act (GMA) to provide a basis for local, regional, and state solutions to growth pressures. Since 1990, the GMA has been

amended several times, with many substantial changes occurring in 2021, 2022, and 2023 with myriad changes resulting from legislative work in Olympia. ~~Orting is required to review its Plan and update for consistency with the GMA every eight years. More frequent annual reviews are allowed.~~

The GMA requires cities to develop Comprehensive Plans expressing ~~A Comprehensive Plan indicates~~ how the community envisions the city's future, and ~~sets~~ setting forth strategies for achieving the desired vision. A plan has three characteristics.

1. It is **comprehensive**: the plan encompasses all the geographic and functional elements that have a bearing on the community's physical development.
2. It is **general**: The plan summarizes the major policies and proposals of the City, but does not usually indicate specific locations or establish detailed regulations.
3. It is **long range**: the plan looks beyond the current pressing issues confronting the community, to the community's future. Although the planning time frame for this plan is twenty years, many of its policies and actions will affect the City of Orting well beyond that horizon.

Why is a Comprehensive Plan Needed?

Many of the day-to-day decisions made by City officials can have a significant impact on how the community develops and functions. A comprehensive plan coordinates and guides individual decisions in a manner that moves the community towards its overall goals.

RCW 36.70A.020 outlines the GMA goals with which this plan must comply which are~~. They are as follows~~:

Commented [A1]: We have used tracked changes in this section to show were adjustments have been made by the state.

1. **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. **Transportation.** Encourage efficient multi-modal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled and are based on regional priorities and coordinated with county and city comprehensive plans.
4. **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. **Economic development** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. **Property rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the

conservation of productive forest lands and productive agricultural ~~lands, and~~lands and discourage incompatible uses.

9. **Open space and recreation.** Retain open space and green space, enhance recreational opportunities, ~~conserve~~ enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
10. **Environment.** Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. **Public facilities and services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time of occupancy and use without decreasing current service levels below locally established minimum standards.
13. **Historic preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
14. **Climate change and resiliency**[1]**.** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.
15. **Shorelines of the state.** For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's C~~c~~omprehensive P~~p~~lan.

~~In addition to the state goals, the~~The Comprehensive Plan must also be consistent with regional planning policies as established by the Puget Sound Regional Council (PSRC) and with the Pierce County County-wide Planning Policies (CPPs)2~~, another GMA mandate~~. The CPPs provide the regional framework for population forecasting and allocation; maintaining an inventory of buildable lands; coordinating level of service standards; and considering how urban growth areas are sized, located, and developed.

Functions of a Comprehensive Plan

A C~~c~~omprehensive P~~p~~lan serves many purposes, including policy determination, policy implementation, and communication and education.

Policy Determination - First, the Comprehensive Plan encourages City officials to look at the big picture and to step away from current pressing needs to develop ~~overriding~~ broad policy goals for ~~their~~the community. Second, it ~~creates an environment~~ provides a setting for the City Council to

[1] Orting must add an additional element, addressing climate change and comprised of a Climate Resilience sub-element and a Greenhouse Gas Reduction sub-element before a deadline in 2029.
[2] Pierce County Ordinance Nos. 2022-46s and 2023-22s

guide its decision-making openly and democratically. The plan serves to focus, direct, and coordinate the efforts of ~~the departments within City government~~ various city departments by providing a general comprehensive statement of the City's goals and policies.

Policy Implementation ~~-~~– The adoption of a Comprehensive Plan (and the process leading up to it) provides a pathway for a ~~A~~ community ~~can move more effectively toward its~~ to agree to and formalize a set of goals and ~~implement its~~ policies ~~after they have been agreed to and formalized through the adoption of a Comprehensive Plan~~. After adoption occurs, the ~~The Comprehensive~~ Plan serves ~~is a basic source of~~ as a reference for officials as they consider the enactment of ordinances or regulations affecting the community's physical development (such as a zoning ordinance or a particular rezone), and when they make decisions pertaining to public facility investments (such as capital improvement programming or construction of a specific public facility). This ensures that the community's overall goals and policies are accomplished by those decisions.
The Plan also provides a practical guide to City officials as they administer City codes, ordinances, and programs. This ensures that the day-to-day decisions of City staff are consistent with the overall policy direction established by the Council.

Communication and Education ~~-~~– Because the ~~The~~ Comprehensive Plan is a tool for communicating the City Council's policies, ~~communicates to the public and to City staff the policy of the City Council. This allows~~ the staff, the public, private developers, business people, financial institutions, and other interested parties ~~to~~ can better anticipate what the decisions of the City Council are likely to be ~~on any particular issue~~. As such, the Plan provides predictability. Everyone is better able to plan activities knowing the probable response to their proposals and to protect investments made on the basis of policy. In addition, the Comprehensive Plan ~~can~~ serves to educate ~~the public, the business community, the City staff, and the City Council itself~~ those groups on the workings, conditions, and issues within their City, stimulating ~~. This can stimulate~~ interest about the community affairs and ~~increase~~ potentially increasing ~~the~~ citizen participation ~~in government~~.

Orting's Setting and Location

Orting is a vibrant and welcoming small city located near the geographic center of Pierce County, and on the southeast edge of the populated portion of the County, about 20 miles from Tacoma.

Orting was officially incorporated in 1889, the same year that Washington became a state. The original extent of the city was approximately less than a square mile, and annexations occurred in the years 1959 (to the south), 1977, 1988, 1990 and 1991 as shown in Figure I-1. The city is now approximately 2.71 square miles[3] (about 1,730 acres) in land area.

Commented [NS2]: June 25,2024 Modifications:
We updated this paragraph and corrected the typo in the map (now shows 1889, not 1989) as caught by the Planning Commission

[3] Source: Washington State Office of Financial Management (OFM); land area excluding lakes and other water areas, based on the 2020 TIGER/Line Shapefiles places (cities) layer with adjustments made over time using OFM's boundary change submissions to the Census Bureau's Boundary and Annexation Survey program

~~The city's name is a native word meaning "town on the prairie."~~ The city is nestled between the Carbon and Puyallup Rivers, in a fertile valley with stunning views of Mt. Rainier. Washington State Route 162 runs through town and connects Orting to its neighbors including the cities of Puyallup and Sumner. Orting is on the outskirts of the Puget Sound region, and benefits from its close proximity to the larger urban area but also lies outside of the hustle and bustle of the larger cities, delighting residents who value the community's size and unique geographic location.

Commented [NS3]: June 25, 2024 Modification: This Statement is not verified and will not be added.

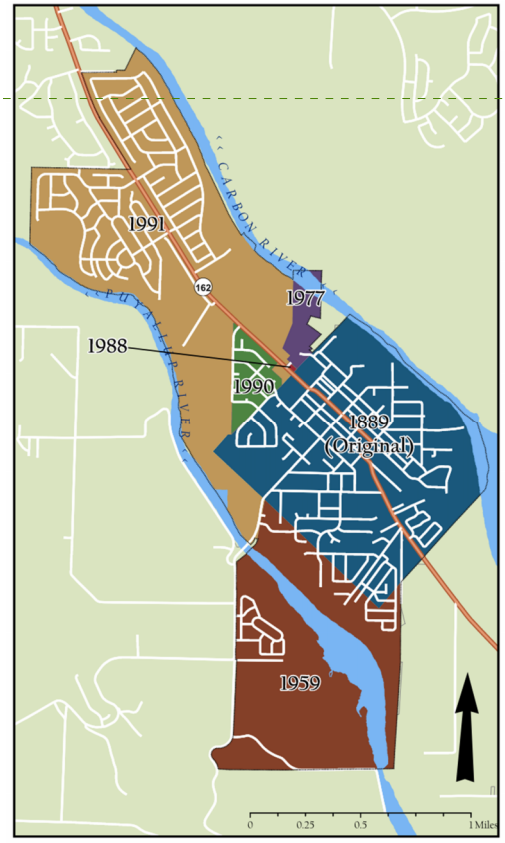


Figure I-1: Annexation History

Is Orting "rural"?

Previous Comprehensive Plans for the City[4] frequently used the term "rural" to describe the character and feel of Orting. While "rural" can mean different things to different people, the term has a specific meaning under the GMA, and cities are not rural in that context, and so use of that term is now generally avoided.

Instead of using the term "rural" to describe the City of Orting, this plan substitutes other words or emotions that can invoke the community character that was traditionally known as "rural" including:

- Close-knit
- Not rushed or busy; friendly
- Self-Reliant
- Close to Nature
- Not intensively developed
- Rustic or traditional
- Having to do with the Countryside (gardening / farming)

Public Process and Visioning

Orting began planning under the GMA in 1990, one year after celebrating the city's Centennial. The early process included a community workshop and survey that resulted in a vision statement. Then, as technical analyses were completed, the Planning Commission worked on goals and policies and incorporated implementation actions and strategies that came together in the Comprehensive Plan that was adopted January 11, 1996.

~~The~~ Later, the first ~~comprehensive~~ GMA-mandated update was completed in 2004, the process of which included open houses and workshops to solicit public outreach and foster communication. Since then, annual updates have occurred in many years, and additional plans have been adopted and/or updated which relate to the Comprehensive Plan including ~~in addition to the creation of a Downtown Orting Vision Plan, an update of~~ the Parks, Trails and Open Space Plan and ~~an~~ updates to the Shoreline Master Program. The planning process behind each plan involved extensive public outreach.

The Downtown Orting Vision Plan is another plan that involved public outreach and relates to the Comprehensive Plan. In 2008, the community engaged in a downtown visioning process to create specific goals for increasing economic development opportunities and amenities. This was also intended to define public investment strategies for a new library, a new city hall, and a community center. In 2016, the City put these goals to work and formed a citizen committee that collaborated with staff to plan for a new multi-purpose city hall. The new facility was completed in 2020 without any debt and is located in Orting's downtown.

In 2015, another periodic update process further built upon this existing foundation of public engagement with open houses and a public opinion survey. The City began the comprehensive plan update process (for the 2015-2035 plan) by creating an online public opinion survey to check in with the community on local issues, values, and strategies. Over 120 community members participated, and 86 ~~percent~~ % found the existing vision statement was still relevant. While 63 ~~percent~~% of participants rated Orting's quality of life as "excellent" or "above average", participants shed light on

[4] Such as but not limited to: 2017 Orting Comprehensive Plan (Ord. No. 2017-1019 and as amended via Ord. No. 2019-1040); 2020 Orting Comprehensive Plan (Ord. No. 2020-1067 and as amended via Ord. No. 2023-1104). These plans additionally contained reference to agricultural activities and farming, including urban agriculture.

local issues requiring attention, such as public safety, education, smart growth, and traffic. Strategies to mitigate these issues informed the 2015-2035 Plan update which included revisions to goals and policies.

Likewise, the 2024 update process continued this tradition of public engagement through a public workshop, "community conversation" booths at local events, and an online survey. The public feedback received during the most recent update consistently raised questions and concerns relating to two key growth constraints: transportation (mobility) problems and the looming lahar hazard.

The Orting Vision

Orting's original vision statement was formulated with public input in 1990. The following Vision statement, which is modified from its original form for the 2024-2044 update, describes what Orting will be at the end of the planning period:

~~Orting is a cohesive rural community nestled in the Orting valley. Its distinctive natural features include two river corridors and a spectacular view of Mount Rainier. Orting's downtown is its historic center. It should be enhanced as a vital center where all residents come to transact daily commerce and to meet for social activities. Orting should expand its employment base so that young people can choose to live and work in the community. Orting should preserve its pastoral heritage which is rooted in its open spaces, undisturbed ridges, and small scale agricultural establishments. It should preserve the distinctive qualities of its natural amenities, which should be linked through scenic corridors of green along its rivers. Foremost, Orting should preserve its small town character. It should remain a place that is free of urban pressures; where people know their neighbors, take time to tend a garden, and have mutual respect for their fellow citizens.~~

> Orting is a cohesive, small community nestled in the Orting valley featuring two river corridors and a spectacular view of Mount Rainier. Orting's downtown is the historic center, which is enhanced as a thriving location that is popular for meeting daily commerce needs and serves as a gathering point for social activities. Over the years the city has grown its economic base so that young people can choose to live and work in the community. The pastoral heritage, which is rooted in its open spaces, undisturbed ridges, and small-scale agricultural establishments is preserved. Orting should preserve the distinctive qualities of its natural amenities, which should be linked through scenic corridors of green along its rivers. Foremost, Orting embraces the benefits of a small city and has remained a place where people know their neighbors, enjoy the natural scenery and open spaces, and have mutual respect for their fellow community members.

Commented [A4]: Some suggested edits are made. For example, we changed this to not say "employment base"
Employment base = people (workers)
Economic base is broader, and can mean more businesses and working opportunities
Also we try to remove the word "citizens" where possible as citizenship can be a loaded term

Vision Goals

The vision statement is amplified with the following over-arching goals that direct the more specific goals and policies of the plan elements.

- PRESERVE SIGNIFICANT OPEN SPACE ~~AND THE CHARACTER OF THE RURAL LANDSCAPE~~
- PRESERVE CRITICAL ENVIRONMENTAL RESOURCES
- PRESERVE ~~IMPORTANT AGRICULTURAL LANDS~~FARMING PRACTICES (WASHINGTON STATE SOLDIERS HOME'S ORTING VETERANS FARM)

Commented [A5]: This wording change is important because preservation of agricultural lands generally runs counter to the roles of cities per the GMA; ag lands are supposed to be in Counties (unincorporated lands)

- ENCOURAGE THE RETENTION & ESTABLISHMENT OF VITAL BUSINESSES WITHIN THE DOWNTOWN
- PROVIDE A VARIETY OF HOUSING CHOICES FOR NEW RESIDENTS
- FOSTER A FINANCIALLY SOUND DEVELOPMENT PATTERN
- PRESERVE A REASONABLE USE OF THE LAND FOR ALL LANDOWNERS
- REDUCE RELIANCE ON THE AUTO & ENCOURAGE ESTABLISHMENT OF PEDESTRIAN AND BICYCLE-ORIENTED DEVELOPMENT
- PROVIDE AFFORDABLE HOUSING
- PROVIDE A PLACE WHERE ~~CITIZENS~~ COMMUNITY MEMBERS CAN ~~BOTH~~ LIVE, ~~AND~~ WORK AND RECREATE

Commented [A6]: This is rather challenging for many communities like Orting. However, this has been listed in previous versions of the Comprehensive Plan and should be retained as it aligns with regional and state objectives/ mandates.

Commented [A7]: This is rather challenging for many communities like Orting. However, this has been listed in previous versions of the Comprehensive Plan and should be retained as it aligns with regional and state objectives.

~~In 2008, the community engaged in a downtown visioning process to create more specific goals for increasing economic development opportunities and amenities. This was~~is ~~also intended to define public investment strategies for a new library, and possibly a new city hall~~ and a ~~community center. The vision also addresses future street improvements and other amenities that will help to make the downtown a destination. Goals include:~~

- ~~Develop a downtown center with public facilities, gathering places, and private retail attractions~~
- ~~Locate new downtown parking facilities to support public and business uses~~
- ~~Increase safe, attractive pedestrian ways linked to the Foothills Trail and parks~~
- ~~Facilitate the development of new housing in mixed use projects~~
- ~~Leverage Orting's historic character and tourism attractions to create opportunities for business~~

~~In the fall of 2013, the City began the 2015 GMA update process (by creating an online public opinion survey to check in with the community on local issues, values, and strategies. Just over 120 community members participated, and 86 percent found the existing vision statement was still relevant. While 63 percent of participants would rate Orting's quality of life as "excellent" or "above average", participants shed light on local issues requiring attention, such as public safety, education, smart growth, and traffic. Strategies to mitigate these issues have informed the current update, and the revision of goals and policies.~~

Plan Summary

The Comprehensive Plan is informed by the following ~~major findings~~fundamental issues or facts:

- The Plan is intended to guide Orting's growth between ~~2015~~ 2024 and ~~2035~~2044. ~~, although the Plan references a 2030 planning horizon. This is due to the fact that Pierce Countywide Planning Policies established population and employment targets for all jurisdictions for 2030.~~ The analyses and conclusions regarding land use, transportation and capital facilities capacities are consistent with the City's view, particularly since it is likely that Orting will achieve substantial build out much earlier. As subsequent annual updates are prepared, more consistency will be provided with the evolving 20-year view.
- City residents have voiced concerns over the existential threat posed by the potential eruption of Mt. Rainier, because Orting is located on the floor of a valley that could be inundated with material that would wash downstream; in the event of a volcanic event there would be a limited period of time to evacuate the community.
- Orting residents want the City to retain ~~its~~ a small ~~rural~~ town atmosphere and "rural" character as it grows. Residential development should remain predominantly single~~-~~family, with some multi-family development in the mixed-use town center and in close proximity to services.
- The Plan establishes the following development pattern: a central core of mixed-use development in the downtown commercial area of Orting, surrounded by ~~single-family~~ residential development at moderate densities. Other commercial uses and light industrial development may be allowed or encouraged along major arterials (or ~~and~~ in future urban growth areas, if any are designated for Orting).
- The mix of land uses in the town center includes small scale retail, restaurants, offices, community facilities and housing in a pedestrian~~-~~friendly environment.
- Community health is very important to the City. The City employed the Tacoma-Pierce County's Healthy Community Planning tools during the 2015 periodic update to increase the Plan's focus on community health, particularly goals and policies related to physical activity and healthy food. These efforts have been carried forward in the 2024 update.
- The Plan calls for a system of recreational trails and parks. A non-motorized system of trails is recommended which link the Foothills Trail in the center portion of the City with more local trails throughout town and along the Carbon and Puyallup Rivers.
- The Plan promotes the benefits of ~~urban agriculture, including maintaining~~ open spaces, fostering the availability of locally-sourced food, ~~providing a source of local food~~, building social connections, providing recreation opportunities, establishing ~~rural~~ small-town character, preserving view corridors, and providing employment opportunities for the residents of Orting.
- Transportation needs in Orting ~~range from~~ center around three central themes: (1) adequately accommodating current and potential future traffic volumes on the existing roadways, (2) ~~to the~~ properly configuring the future roadway system, and (3) exploring ~~to~~ the feasibility of future transit services ~~in the Orting area~~. The Transportation Element addresses transportation issues and links them into a cohesive assessment of Orting's transportation options and future.
- ~~To maintain the City's existing small town character, the~~The Plan adopts a level of service standard C/D for its roadway facilities and services.
- The Plan promotes a ~~diversity~~ variety of housing options within the community, including single-family homes, mixed use housing, duplexes, and manufactured homes, ~~moderate to~~

Commented [NS8]: June 25, 2024 modification: We have added duplexes

~~high priced homes~~at a variety of price levels. This ~~diversity~~ range of housing types is intended to meet Orting's affordable housing needs, as well as needs of different individuals (such as people living alone or in small households, aging-in-place, etc.).

- The Plan recommends level of service standards for transportation, water, stormwater, sewer facilities, and parks, trails and open space. The Plan also recommends service goals for police and fire protection. New development must be served by adequate public facilities and cannot cause the level of service to be degraded below these adopted standards.
- The Plan directs growth for the next twenty years to areas within the City limits, to encourage the provision of adequate public facilities and services concurrent with development.
- The Plan is intended to work consistently with the City's critical areas ordinance for protection of environmentally sensitive areas. If a conflict should arise, the most restrictive provisions ~~shall prevail~~will apply.

Plan Elements

Commented [A9]: We are trimming this part back significantly to reduce redundancy. Also we may need to make some further adjustments as additional Element drafts are prepared.

Land Use Element

The Land Use Element contains demographic information for the City and includes the Land Use map.

The future land use policies establish the pattern of development in Orting for years to come. The City's overall planning goals provide guidance for the development of these policies. Specifically, the goals highlight preservation of open space and the character of the ~~rural~~ landscape, promotion of urban agriculture as a community resource, retention and expansion of the City's employment base, and protection of vital environmental resources.

~~By 2030, the City is projected to grow to 7,570 The Plan seeks to preserve the small town character of the City, while fostering the town center. In the areas within or adjacent to the town center, the Element promotes pedestrian oriented, mixed usemixed-use development that allows for a diversity of land uses including housing, small-scale shopping, civic facilities, recreation, and employment.~~

~~Surrounding the town center, the Plan designates neighborhoods that allow for a mix of less intense uses and accommodate a range of housing types and densities. They are predominantly composed of single familysingle family homes of mixed densities, and designate a small portion of the City in proximity to commercial services and transportation facilities for multi-family development.~~

~~Expanding opportunities for residents to work and live in the community is another principle of the Land Use Element.~~

~~The Plan encourages Planned Unit Developments (PUDs), which use flexible lot sizes and development standards to encourage creativity and avoid cookie cutter subdivisions that do not fit within the character of the landscape. With flexible lot sizes, common greens, community gardens and active recreation areas could be set aside for the benefit of the residents of the development.~~

Natural Environment Element

The Natural Environment element contains the discussion, goals, and policies related to shorelines, critical areas, environmental protection, and natural hazard mitigation. Given the position of the Puyallup and Carbon R~~r~~ivers, issues affecting shorelines, wetlands, flood areas, and water quality are crucial to consider when planning in Orting.

~~The City has plans and programs in place to address future impacts of potential natural hazards. The City is a participant in the Pierce County Forum's development of the Region 5 All Hazard Mitigation Plan process. That plan contains an extensive City-specific mitigation strategy for avoiding and/or addressing impacts of natural hazards including floods, lahars, storms and other events. The City has implemented some of these strategies through the completion of setback levees, and the on-going planning for the Carbon River Evacuation Bridge (Bridge for Kids). In addition, the City manages public education and involvement activities related to the strategies.~~

~~Maps showing areas subject to natural hazards are included in the AppendixNatural Environment Element.~~

Housing Element

~~As growth occurs within and around Orting, there will be an~~ There is an ever-increasing need for more housing that is affordable, desirable, and appropriate for a variety of residents. Remaining developable land within the City is slated for residential, mixed use, or public facilities development. The City's challenge will be to ensure that the pattern of development provides a ~~diversity~~ variety of housing options and economic development opportunities ~~while maintaining the desired character of the community.~~that meet the needs and desires of all Orting residents.

Transportation Element

The Transportation Element uses a detailed assessment of current conditions, forecasts of future growth, and local and state standards to form a framework of policies and a determination of project needs. This complex picture includes facilities for which the City is responsible as well as county and state facilities. The analyses consider capacity, safety, and multi-modal performance as well as pedestrian, non- motorized, and public transportation. Orting's dependency upon SR 162 for regional connections is an over-riding problem that can only be solved by a coordinated partnership of the City, Pierce County and the state.

~~The Element seeks to maintain level of service (LOS) D. The community is accustomed to high service standards, but the travel forecasts indicate that service levels could drop significantly, depending on how the growth patterns and the transportation facilities are developed. With a standard ranging from LOS C to LOS D, the City has flexibility in meeting the high standards that the community's expectations while changing from a rural community to a suburban community.~~

Economic Development Element

An economic "baseline" study prepared in 2014 (summarized in the Economic Development Appendix) assessed Orting's strengths, weaknesses, opportunities, and threats. Strengths include the recent strong population growth; Orting's physical setting;

availability of underdeveloped land and utility capacity; and the established downtown. Weaknesses include Orting's isolation; and limited accessibility.

Opportunities include increasing the mix of local-serving business to recapture retail sales "leakage"; increasing leverage of tourism; and increase in demand for shopping and services as the surrounding area grows. Threats include strong retail competition from Bonney Lake and Puyallup's South Hill as well as eventual economic development in Tehaleh that could weaken Orting's ability to attract employers.

The Element contains goals and policies that provide a foundation for action to diminish the weaknesses and threats and take advantage of the strengths and opportunities.

~~Shoreline Element~~

~~In response to state Department of Ecology changes to the Shoreline Master Program (SMP) guidelines, and GMA direction to coordinate comprehensive plans and shoreline plans, the City conducted a comprehensive update of the SMP in 2007. The update included a significant inventory and characterization of the shoreline conditions along the Carbon and Puyallup Rivers. In particular, "opportunity sites" for potential shoreline restoration and increased public access were identified. A minor update of the SMP was adopted in 2013, and again in 2019.~~

~~The Shoreline Element includes the goals and policies of the SMP. There is no Shoreline Appendix, as the detailed analysis is found in the SMP. Shoreline development regulations are also included in the SMP. All of the shorelines within the City have been designated Urban Conservancy. No development except for limited public facilities is allowed within the first 150 feet of the shoreline jurisdiction along the Rivers.~~

Commented [A10]: This discussion can be removed. The City's adopted SMP (and as amended) is by default the Shoreline Element. Instead of listing the Shoreline Element out separately, we have referenced the SMP and it's role in the "Natural Environment Element" draft

Capital Facilities & Utilities Elements

The two major issues addressed in the Capital Facilities and Utilities Elements are the implementation of the "concurrency" requirement and the status of the City's water, stormwater, and sewer facilities. In compliance with state law, the Orting Plan requires that adequate public facilities be in place concurrent with the impacts of new development. This concurrency requirement means that improvements or strategies must be in place at the time of the development or that a financial commitment must be in place to complete the improvements or strategies within six years.

In order to determine whether or not public services are adequate to serve the forecasted population growth for the City, the Capital Facilities Element establishes level of service standards for water, sewer, stormwater, police, fire, parks, trails and open space, and transportation. New development must demonstrate that its impact will not degrade these facilities below the level of service standards adopted in the plan.

Implementation of the Comprehensive Plan

Purpose & Relationship to the GMA

A ~~c~~Comprehensive P~~p~~lan is implemented through the goals and policies it identifies to guide and coordinate local decision making. The plan's policies shape the course of action taken by the community as ~~it begins to implement the plan~~implementing development regulations are adopted (through revisions to the City's zoning code, for example) and decisions are made (such as budgetary approvals and capital project authorizations). The GMA encourages innovative implementation methods that are both regulatory and non-regulatory. Regulatory actions may include the adoption of a zoning ordinance or other land use regulations, while non-regulatory actions include implementation of the capital facilities plan, pursuit of economic development strategies, and the promotion of affordable housing development. Some actions may involve a complicated series of related steps which themselves may need to be carefully planned (for example, improvements made to a major utility system). This section will describe these actions, plans, and measures necessary to implement this Plan.

Regulatory Measures

The GMA requires that local governments enact land development regulations that are consistent with and implement the Comprehensive Plan. In order to accomplish this, the development regulations (comprised of the zoning code, the subdivision code, etc.) should be regularly reviewed to ensure consistency with the comprehensive plan in order to identify the need for amendments.

In particular, the zoning code and zoning map must be consistent with the future land use map and policies established in the plan. The future land use map and land use policies in the Comprehensive Plan establish the use, density, and intensity of future development within the City. ~~As part of the update of the land use regulations, Orting is also obligated by ESHB 1724 adopted by the 1995 Legislature to combine project permitting and environmental reviews; consolidate appeals processes; and clarify the timing of the development of the review process.~~

~~Concurrency Management~~

~~Comprehensive plan policies also meet the GMA requirements for concurrency by establishing level of service (LOS) standards for capital facilities. The concurrency management system sets forth the procedures to be used to determine whether public facilities have adequate capacity to accommodate a proposed development. And, the concurrency management system also identifies the responses to be made by the City when it is determined that the proposal will exceed the level of service established, and therefore exceed the defined capacity, failing to maintain concurrency. The includes the criteria the City uses to determine whether development proposals are served by adequate public facilities, and establishes monitoring procedures to enable periodic updates of public facilities and services capacities.~~

~~Under the GMA, concurrency management must be established for transportation and capital facilities; however, jurisdictions may establish concurrency for any public facilities for which they~~

~~have established level of service standards in their comprehensive plan. Level of service standards may be established for fire and emergency facilities, police, schools, sewer and water, transportation, and parks and recreational facilities and services.~~

Six-Year Capital Improvement Plan

Another major implementation tool of the Plan is the six-year schedule of capital improvements. The Capital Improvements Plan, or CIP, sets out the capital projects that the City must undertake within the next six years in order to implement the Plan. ~~The six-year schedule is updated annually, with the first year of the schedule acting as the capital budget for the fiscal year. During the annual updating of the six-year schedule, the cost estimates and funding sources listed are updated and revised to reflect any additional information that the City has received. The CIP schedule is also be revised to include any additional capital projects that are needed to maintain the City's adopted level of service standards.~~

Coordination with Pierce County

Through the County-wide Planning Policies (CPPs), the City ~~is a partner~~partners with Pierce County and the other cities in shaping regional policies and actions. This includes updating the CPPs; discussing methods for maintaining the record of buildable lands; and evaluating ~~UGA issues~~Urban Growth Areas (UGAs) which are areas around cities that are eligible for annexation (however, Orting does not have a UGA that extends beyond the City limits). ~~More specifically, Orting and the County have a discrete set of common interests including future land use controls in the rural portions of the Orting Valley; transportation; shoreline management; hazard mitigation and the provision of services.Orting's lack of annexation area and environmental growth constraints will limit the City's abilities to be a significant participant in county-wide plans for accommodating future residential growth and low-income housing.~~

The City of Orting is situated near the Alderton-McMillin community, an unincorporated area in Pierce County. The Pierce County Comprehensive Plan includes a "community plan" for the Alderton-McMillin area (Appendix A of the Piece County Comprehensive Plan). That document is quite detailed and contains useful information about many planning aspects that may also apply to Orting to some extent, such as local area history and agricultural practices[5] as well as detailed information about the natural environment. The document sets out specific goals and policies that pertain to the unincorporated area, and additionally describes the process which cities adjacent to the area (including Orting) could follow to expand their UGAs.

~~Administrative Actions~~

~~The Plan includes a number of policies that should be carried out through administrative actions, such as interlocal agreements, revised development and review procedures, and public involvement programs. Development and review procedures must be revised to implement concurrency and to ensure that new development complies with the performance standards established.~~

Commented [A12]: We recommend deleting this section. It does not add anything and parts are inaccurate (adoption of an interlocal agreement is a legislative action, not administrative).

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Public Involvement

~~In order for the Plan to remain alive, the citizens of the community must remain in touch with its implementation. As the Plan is tested by development, there will be the need for ongoing amendments to respond to changing conditions. As the community matures, the vision of the future will change and new needs and priorities will emerge. The City is obligated to coordinate many aspects of the Plan with adjacent jurisdictions, which will also generate changes. Continued public involvement and communication is crucial to keeping the process fresh and engaging so that the planning "wheel" does not have to be reinvented every few years.~~In order for the Plan to remain relevant and be useful, community members must have an opportunity to remain in touch with its implementation. As the Plan is implemented with future development, there will be the need for ongoing amendments to respond to changing conditions. As the community matures and external factors shift (such as economic trends, new technologies emerge, and so forth) the vision of the future may change, and new needs and priorities may emerge. Continued public involvement and communication is crucial to keeping the process fresh and engaging so that the planning "wheel" does not have to be reinvented every few years.

Amending the Comprehensive Plan

Purpose and Relationship to the GMA

For the Plan to function as an effective decision-making document, it must be flexible enough to accommodate changes in public attitudes, developmental technologies, economic forces, and legislative policy, yet focused enough to ensure consistent application of development principles. The Growth Management Act requires that the City establish a public participation program that identifies the procedures and schedules to be used to update or amend the C~~c~~omprehensive P~~p~~lan.

Type of Amendments

~~Other than the 7-year review and update process, the~~ The GMA limits C~~c~~omprehensive Plan amendment cycles to no more frequently than annually. In addition, ~~proposed amendments must be reviewed relative to the plans of adjacent jurisdictions, and all~~ proposed amendments ~~proposed in any one year~~ must be considered concurrently so that the cumulative effect of the various proposals can be determined. Under certain circumstances, the following types of amendments may be considered more frequently than once per year:

- The initial adoption of a subarea plan;
- The adoption or amendment of a shoreline master program;
- The amendment of the Capital Facilities Element of the plan that occurs concurrently with the adoption or amendment of the city budget; and
- To resolve an appeal of a comprehensive plan filed with a Growth Management Hearings Board or with the court.

~~Annual Review Amendment~~

~~This process addresses site specific requests and minor policy changes. In some cases, amendments to the Plan may be necessitated by amendments to the GMA or Countywide Planning~~

Commented [A13]: This seems somewhat redundant with the section above and it is not appropriate to list application requirements in the comp. plan.

~~Policies or changes in federal or state legislation. These types of plan amendments or development regulations may be undertaken once a year, and may be recommended by the City Council, Planning Commission, City Staff, or any citizen.~~

~~The City requests that Comprehensive Plan amendment proponents provide the following information in their application for amendment:~~

~~A statement of what is proposed to be changed and why;~~
~~A statement of the anticipated impacts of the change, including geographic area affected and issues presented; and~~
~~A description of any changes to development regulations, modifications to capital improvement programs, subarea, neighborhood, and functional plans required for implementation so that regulations will be consistent with the Plan.~~

Review and Amendment Process

Commented [A14]: This is good info. Would the City prefer this to be in the code?

The annual review and plan amendment process provides an opportunity to refine and update the Comprehensive Plan and to monitor and evaluate the progress of the implementation strategies and policies incorporated therein. During the review and amendment process, the Planning Commission and City Council shall consider current development trends to determine the City's progress in achieving the economic, land use, and housing goals established in the Plan.

Information to be considered may include vacant land absorption, residential versus economic development, amounts and values of non-residential construction, number and types of housing units authorized by building permit, the effect of changes to adopted functional plans in the community, as well as activity levels in such processes as subdivision approvals, annexations, and building permits. Other information that may be relevant to consider includes the current capacity status of major infrastructure systems for which levels of service have been adopted in the Plan (transportation, and parks and trails) and the levels of police and fire services being provided by the City.

The process may also include monitoring of overall population growth and relative comparison with the forecast growth projections contained in the Plan (and the inclusion of updated projections where appropriate).

The annual review and amendment process requires public participation, both through community meetings to familiarize the public with the amendment proposals, as well as a formal public hearing before the City Council. Proposed plan amendments must be submitted to the State Department of Commerce for review at least 60 days prior to final City Council adoption.

Policies

The following policies guide the annual plan review and amendment process:

Policy I 1 Except for years in which the city is processing a periodic update, the City shall schedule an annual review of the Comprehensive Plan, to consider the need for amendments. At that time, both City-initiated, and private party or developer-initiated amendment requests will be considered.

Policy I 2 All Comprehensive Plan amendments shall be processed together with any necessary zoning, subdivision or other ordinance amendment, to ensure consistency.

Policy I 3 Amendment procedures ~~shall be fully~~ are outlined in the City's land development regulations (OMC 15-12-5).

Annual Plan Review and Amendment Schedule

The plan amendment process is designated to be flexible to accommodate unique conditions such as the nature, complexity, or amount of plan amendment requests in a single year. The annual "window" of plan amendment submittals from the public will be open throughout the year (that is, the public can submit requests for amendments at any time). However, they will only be "processed" in accordance with the adopted regulations. The timing of the annual update process is represented by the following ~~generalized~~ general schedule:

~~**First Quarter** City accepts initial public requests for comprehensive plan amendments (docket).~~

~~**Second Quarter** Staff performs an initial review of all timely submitted proposed amendments and prepares a report for submission to City Council. City Council decides which proposed amendments should be considered and establishes a plan amendment schedule.~~

~~**Third Quarter** Planning Commission evaluates the proposed amendments and forwards its final recommendation to the City Council.~~
~~Environmental and state agency review is conducted.~~

~~**Fourth Quarter** City Council reviews the recommendation, holds a public hearing, and decides on adoption of the proposed amendments.~~

All amendment proposals shall be considered concurrently by the Planning Commission and the City Council so that their cumulative impacts can be determined.

~~Emergency Plan Amendment Consideration~~

The Comprehensive Plan may be amended outside the normal schedule if findings are adopted (by City Council resolution) to show that the amendment was necessary, due to an emergency of a neighborhood or citywide significance in accordance with RCW 36.70A.130(2)(b). Plan and zoning amendments related to annexations may be considered during the normal annexation process and need not necessarily be coordinated with the annual plan amendment schedule. The nature of the emergency shall be explained to the City Council, which shall decide whether or not to allow the proposal to proceed ahead of the normal amendment schedule.