

**GROWTH MANAGEMENT PLANNING COUNCIL AGENDA ITEM
KING COUNTY, WASHINGTON**

AGENDA TITLE: CPP Map Amendments Related to the King County Comprehensive Plan Update

PRESENTED BY: Paul Reitenbach

EXECUTIVE SUMMARY

The 2012 update of the King County Comprehensive Plan (KCCP) includes several proposals that would require amending maps that have been adopted as part of the Countywide Planning Policies. Two proposed map amendments - the Snoqualmie Mine and Soaring Eagle near Sammamish - plus twelve technical corrections to the Urban Growth Area (UGA) involving road rights of way, and a map correction for a split parcel in Maple Valley, are consistent with adopted King County plans and policies and are included in the Executive Recommended 2012 update of the KCCP.

There are also five additional proposals to amend the UGA – Snoqualmie Interchange, Woodinville/Sammamish Valley UGA, Sammamish/Duthie Notch, Covington /Jenkins Creek Notch, and Rainier Christian School – which raise significant land use issues and are not included in the 2012 Executive Recommended update of the KCCP.

These proposals affect the Potential Annexation Area (PAA) map and the UGA designation on the land use map; all proposals to add or remove land from the UGA include a corresponding amendment to the PAA map so no new unclaimed unincorporated urban areas are created.

APPLICABLE COUNTYWIDE PLANNING POLICIES:

Please note that the adopted and ratified CPP's have been used for this analysis, not the recently approved by GMPC CPP's that have not yet been acted on by the King County Council and have not been ratified.

LU-31 In collaboration with adjacent counties and cities and King County, and in consultation with residential groups in affected areas, each city shall designate a potential annexation area. Each potential annexation area shall be specific to each city. Potential annexation areas shall not overlap. Within the potential annexation area the city shall adopt criteria for annexation, including conformance with Countywide Planning Policies, and a schedule for providing urban services and facilities within the potential annexation area. This process shall ensure that unincorporated urban islands of King County are not created between cities and strive

to eliminate existing islands between cities.

LU-26 The lands within Urban Growth Areas shall be characterized by urban development. The Urban Growth Area shall accommodate the 20-year projection of household and employment growth with a full range of phased urban governmental services. The Countywide Planning Policies shall establish the Urban Growth Area based on the following criteria:

- a. Include all lands within existing cities, including cities in the Rural Area and their designated expansion areas;
- b. The Growth Management Planning Council recognizes that the Bear Creek Master Plan Developments (MPDs) are subject to an ongoing review process under the adopted Bear Creek Community Plan and recognizes these properties as urban under these Countywide Planning Policies. If the applications necessary to implement the MPDs are denied by King County or not pursued by the applicant(s), then the property subject to the MPD shall be redesignated rural pursuant to the Bear Creek Community Plan. Nothing in these Planning Policies shall limit the continued review and implementation through existing applications, capital improvements appropriations or other approvals of these two MPDs as new communities under the Growth Management Act;
- c. Not include rural land or unincorporated agricultural, or forestry lands designated through the Countywide Planning Policies plan process;
- d. Include only areas already characterized by urban development which can be efficiently and cost effectively served by roads, water, sanitary sewer and storm drainage, schools and other urban governmental services within the next 20 years;
- e. Do not extend beyond natural boundaries, such as watersheds, which impede provision of urban services;
- f. Respect topographical features which form a natural edge such as rivers and ridge lines; and
- g. Include only areas which are sufficiently free of environmental constraints to be able to support urban growth without major environmental impacts unless such areas are designated as an urban separator by interlocal agreement between jurisdictions.

LU-37 All jurisdictions shall cooperate in developing comprehensive plans which are consistent with those of adjacent jurisdictions and with the Countywide Planning Policies.

MAP AMENDMENTS WITH NO POLICY ISSUES:

The following two proposed land use map amendments raise no significant policy issues. These proposed UGA boundary amendments are supported by the King County Executive and the affected city:

1. Sammamish – Soaring Eagle: A proposal to include a 29.9 acre park site that is adjacent to the City of Sammamish within the UGA and the Potential Annexation Area (PAA) of the City of Sammamish.
2. Snoqualmie – Mining Site: A proposal to remove a 75 acre active mining operation from the UGA and the PAA of the City of Snoqualmie.

TECHNICAL MAP AMENDMENTS

The following twelve map amendments are technical corrections to the UGA boundary affecting only segments of road rights of way adjacent to the following cities:

3. Auburn – 148th Ave. SE
4. Black Diamond – 212th Ave. SE
5. Redmond – NE Union Hill Road/196th Ave NE
6. Black Diamond – Lake Sawyer Road SE
7. Renton – SE Old Petrovitski Road
8. Maple Valley – SE 281st Way
9. Maple Valley – SE 288th St.
10. Enumclaw – SE 440th St.
11. North Bend – SE 142nd St.
12. North Bend – SE 150th St.
13. Auburn – SE Green Valley Road
14. Duvall – SR 203/NE 140th St.

The following one technical correction to the UGA boundary affects one small parcel that appears to be entirely within the City of Maple Valley while the official UGA boundary line cuts through the back yard of an existing home:

15. Maple Valley split parcel.

STAFF RECOMMENDATION: Since the 15 items above raise no significant policy issues and affected jurisdictions agree on the proposed changes, these items should be treated as “consent items” and are included in Motion 12-5 as attachments 1 through 15.

MAP AMENDMENTS WITH POLICY ISSUES:

The following five proposed UGA changes raise significant policy issues. The following proposed amendments are not supported by the Executive Recommended 2012 update of the King County Comprehensive Plan. If any of the following land use proposals are supported by the GMPC, they will need to be added as amendments to Proposed Motion 12-5.

1. Snoqualmie Interchange - A proposal to add 85 acres north of this interchange to the UGA adjacent to the City of Snoqualmie. This land is currently designated Rural. The proposal is to designate the land urban for the purpose of commercial development.

The City of Snoqualmie’s reasons for supporting this proposed amendment include:

- A consultant study found that the City is “leaking” retail uses to other established commercial centers, resulting in a loss of sales tax revenue. Snoqualmie has the stated goal of capturing as much of this lost revenue as possible.
- Snoqualmie does not have sufficient land to meet needs of present and future residents for goods and services, considering all land in the current city limits and unincorporated UGA and considering reasonable measures to rezone to change uses or increase density, according to the consultant study. This study identified the need for 25 acres to satisfy a

reasonable percentage of Snoqualmie residents' needs for goods and services. Snoqualmie residents currently must drive to Issaquah or Bellevue to meet the majority of their needs for goods and services.

- Their study also indicated there is no suitable land within the existing city and its designated annexation area to accommodate new retail land use and zoning designations, and that no reasonable measures are feasible to designate more commercial land within the existing UGA.
- Snoqualmie's position is that a recent amendment to the GMA supports their proposal.

The reasons this proposal are not supported by the Executive include:

- The city's study focused on retail leakage, and did not conclude that the city lacked the development capacity to accommodate adopted growth targets.
- Allowing an individual city to determine that retail leakage is justification to expand the UGA undermines the regional cooperation that allowed King County and the 39 cities within the county to agree to work together through the Growth Management Planning Council.
- In the extreme, any of the 14 cities that abut the UGA could conduct a study and argue that if their residents shop at Bellevue Square or purchase cars in Issaquah, they would be also entitled to an expansion of the UGA.
- We believe Snoqualmie is confusing a section of the GMA that has to do with how cities are to designate land within their portion of the UGA with requirements for delineating the UGA boundary. The city cites RCW 36.70A.110(2) as the justification for expanding the UGA next to a city, but that section only says that each county and city must include areas sufficient to accommodate a broad range of uses. It does not say that in order to provide such areas, the UGA shall be expanded. The city notes that the section refers to both cities and counties, suggesting that cities have an ability to move or mandate that the County move a UGA line. A previous subsection in 36.70A.110 clearly states that the County has authority to designate UGAs and a subsequent section sets forth general criteria for designation. RCW 36.70A.110(2) appears to be more about the range of land uses that cities must plan for within their UGA. It doesn't really obligate the County to expand the UGA.

2. Woodinville – Sammamish Valley UGA – A proposal to add about 28 acres of land to the UGA. The map submitted with the docket request shows two parcels are fully within the Agriculture Production District (1526059028 and 1026059170) and one property is partially within the APD (1026059031) for a total of about 9 acres within the APD. The remaining 20 acres are designated Rural.

The City of Woodinville's reasons for supporting this proposed amendment include:

- The City indicated this area would be the gateway to the city, to be developed with medical offices and other uses.
- The three parcels to the south near the Hollywood School would complement the city's tourism and wine districts.

The reasons this proposal are not supported by the Executive include:

- No evidence has been submitted by the City of Woodinville that additional urban land is needed to accommodate adopted growth targets.

- Urban development in the rural buffer adjacent to the Sammamish Valley Agriculture Production District, and on about 9 acres inside the APD, will bring pressure to bear on other nearby properties to seek similar land use designations and urban zoning.

3. Sammamish - Duthie Notch – A proposal to include about 47 acres of Rural land north of Duthie Hill Road within the UGA for the purpose of annexation and urban development.

The City of Sammamish’s reasons for supporting this proposed amendment include:

- This Notch abuts the UGA on three sides and could be provided with a full range of urban services upon annexation.

The reasons this proposal are not supported by the Executive include:

- No evidence has been submitted by the City of Sammamish that additional urban land is needed to accommodate their adopted growth targets.
- Since there is a large contiguous rural area to the south, across Duthie Hill Road, and the Notch has two access points to Duthie Hill Road, there have been no unusual service delivery problems for King County.
- No property owner within this Notch or the City of Sammamish has submitted a docket request to make this change during the 2012 update of the King County Comprehensive Plan.

4. Covington - Jenkins Creek Notch - A proposal to include about 270 acres of Rural land within the UGA for the purpose of annexation and commercial development for at least 70 acres.

The City of Covington’s reasons for supporting this proposed amendment include:

- The available vacant or re-developable land in downtown Covington is not conducive to locating a future retail center and the city is responding to the needs of residents to shop locally.
- This Notch is surrounded on three sides by the City of Covington and development patterns in the Notch are similar to those within the city.
- The Notch is adjacent to a relatively new freeway interchange and is therefore a logical and underutilized location for regional commercial development.
- The city indicates a willingness to increase critical areas buffers to protect Jenkins Creek.

The reasons this proposal are not supported by the Executive include:

- No evidence has been submitted by the City of Covington that additional urban land is needed to accommodate their adopted growth targets.
- The Rural designation is intended to protect Jenkins Creek, a salmon bearing stream that is within the Notch.
- Approval of this proposal would bring pressure to bear on adjacent properties to seek urban land use and zoning in the future.

5. Renton – Rainier Christian School – A proposal to include about 42.5 acres of land developed with a private school into the UGA. The site is a former Nike missile base. It is adjacent to the Kent 4 site, owned by the Kent School District that was evaluated as part of the King County School Siting Task Force.

The main justification for an Urban designation is the presence of an old sewer line to the private school. This sewer line has not been used in years, as the school is served by an on-site septic system. However a sewer district official stated to county staff that the property has been billed for sewer service despite the use of the septic system, and the sewer district intends to upgrade the old sewer line.

No docket request was filed for this proposal and it is not included in the scope of work motion for the 2012 update of the KCCP adopted by the King County Council.

The reasons this proposal are not supported by the Executive include:

- No evidence has been submitted to indicate the City of Renton supports expansion of the UGA in this area.
- The Buildable Lands Report indicates there is sufficient development capacity within the existing Urban Growth Area to accommodate adopted growth targets. Renton has sufficient capacity to accommodate its adopted growth targets.
- Access to the site is a problem. Currently, access is by a private road through the adjacent designated open space. This private road would likely not support traffic from an expanded private school. Property owners along this private road who attended our 2004 public meeting indicated they opposed use of the private road for expanded school access. The most likely alternative route would be through the Woodside neighborhood, which residents believe would adversely affect their community. Nearly 200 people, mostly from Woodside, spoke in opposition to this proposal at a 2004 public meeting. The only other option appears to be to build a new road through dedicated open space, which is inconsistent with County policy.

STAFF RECOMMENDATION: Approve Motion 12-5.