

**Attachment H to Proposed Ordinance ((17485))2016-0155**  
**Technical Appendix D to 2016 Comprehensive Plan**



**King County**

2016  
King County Comprehensive Plan Update

**~~((Executive Recommended Plan))~~**

**TECHNICAL APPENDIX D**

**GROWTH TARGETS AND THE URBAN  
GROWTH AREA**

# **Growth Targets and the Urban Growth Area**

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# I. Abstract

This appendix provides an analysis of growth trends in order to review the size and location of the King County Urban Growth Area (UGA). The appendix discusses the factors that contribute to review of the drawing of the UGA to accommodate projected population growth by 2022 pursuant to the state Growth Management Act (GMA). The relevant information for this study came from reports of the various technical committees assigned to provide data for the UGA, the Countywide Planning Policies, the Environmental Impact Statements of the Countywide Planning Policies and the King County Comprehensive Plan, the Buildable Lands amendment to the GMA, the *VISION 2040* plan of the Puget Sound Regional Council, and a review of the work of other jurisdictions developing similar policies throughout the country.

Appendix D was originally prepared in 1994 and updated in 2004, 2008 and 2012. This Appendix D-2016 supplements the original with new information. The analysis was updated in 2004 and 2008 to reflect four changes since 1994:

- Growth of population, housing units and jobs in the years since 1994;
- New population forecasts prepared by Washington State in early 2002 and 2007;
- The King County Buildable Lands Report, completed in 2002 and 2007 pursuant to the 1997 Buildable Lands amendment to the GMA; and
- New principles for allocating growth, specifically that each jurisdiction accommodate a share of the forecasted growth and that population and job growth should be in balance.

This 2016 Appendix incorporates the original Appendix D by reference, but does not address issues already covered by the original, such as delineation of the UGA. Therefore, it supplements but does not replace Appendix D. This revised Appendix describes modifications to the assumptions and methodology used to extend the original growth targets beyond 2012.

In 2002, 2007 and 2014, King County and its cities compiled land supply, land capacity and density data and submitted an evaluation report under the Buildable Lands amendment to the GMA. This report contained current measures of land capacity, revised to represent adopted plans and zoning throughout King County's UGA. This updated, more accurate land Supply information was combined with the updated land Demand information from State forecasts, in order to review the size and adequacy of the UGA.

The King County UGA is sized to adequately accommodate projected growth while also accounting for unpredictable circumstances that could alter the calculated supply of buildable land or the number of households needed to accommodate projected population growth. The location of the UGA takes in areas of the County that already have urban services or have solid commitments for urban services, and as a result, would be inconsistent with the criteria for rural land. The most recent Buildable Lands information, completed in 2007 and updated in 2014, affirms the adequacy of the existing UGA to accommodate all of the county's projected growth through 2031 ((22)) and beyond. This is true both for the entire Urban Growth Area and for the unincorporated portions of the UGA.

In 2015, the state Department of Commerce acknowledged that the 2012 King County Comprehensive Plan satisfies the GMA requirement for a 2015 plan update, including the growth targets contained in the 2012 Comprehensive Plan that allocate housing and job growth through 2031. As such, the 2016 Update is subject to the rules applicable to an annual comprehensive plan amendment. The GMA does not require the county to complete another comprehensive plan update until 2023.

## II. Background

The Countywide Planning Policies established a framework Urban Growth Area (UGA) for King County. King County designated a final UGA in its 1994 Comprehensive Plan based on this framework. Each city within King County is responsible for determining, through its comprehensive plan, land use within its borders, including accommodating the broad range of residential and nonresidential uses associated with urban growth. King County is responsible for establishing land use in the unincorporated portion of the UGA through its comprehensive plan.

Key factors used in setting the UGA include population forecasts, growth targets, and land capacity. **Population forecasts** are predictions about future behavior based on past trends. **Growth targets** are a jurisdiction's policy statement on how many net new housing units it intends to accommodate in the future based on population forecasts and the expected size of the average household. **Land capacity** is derived from an estimate of vacant land plus the redevelopment potential of land already partially developed or underutilized. **Discount factors** are applied to the estimate of land capacity to account for probable constraints to actually developing the land.

Forecasts are useful as an indicator of the potential future demand for land. Targets follow the development of specific goals and objectives for future growth and, under the GMA, they must be supported by commitment of funds, incentives, and regulations. Discounted capacity is a realistic estimate of how much growth may be accommodated in a geographic area.

Under the GMA, each county is required to accommodate 20 years of population growth. Counties are to establish UGAs "within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature" (RCW 36.70A.110(1)). Further based on OFM population projections, the GMA requires the UGA to "include areas and densities sufficient to permit the urban growth that is projected to occur in the county for the succeeding twenty-year period" (RCW 36.70A.110(2)). As part of the county's planning, it must accommodate housing and employment growth targets, including institutional and other nonresidential uses. As specified in RCW 36.70A.110(1), all cities are places for urban growth and, by law, must be included within the Countywide UGA. In addition, unincorporated areas may be included within the UGA "only if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth". Each UGA also shall include greenbelt and open space areas (RCW 36.70A.110(2)).

Several GMA goals, such as those dealing with affordable housing, economic development, open space, recreation, and the environment, have an important bearing on these UGA requirements. These goals need to be balanced with those which encourage efficient urban growth and discourage urban sprawl.

The so-called "concurrency" goal for public facilities and services directs jurisdictions to ensure that "those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy without decreasing current service levels below locally established minimum standards" (RCW 36.70A.020(12)). Ensuring adequate land for industrial and commercial development and providing enough land to allow for choices in where people live will help advance economic development and maintain housing affordability. If the UGA is adequately sized, then pressures to develop on environmentally constrained land and on areas set-aside for open space are reduced. These factors must be balanced with the goal of reducing urban sprawl when determining the UGA.

# III. Size of the Urban Growth Area

## A. Growth to be Accommodated

### 1. Projected Countywide Household Growth

The Growth Management Act (GMA), adopted in 1990, requires Washington State counties to accommodate forecasted growth, to allocate that growth among their jurisdictions and to designate Urban and Rural areas. In King County, the allocation takes the form of “growth targets” for household/housing unit and job growth over a 20-year or 25-year Growth Management period. The first set of growth targets was enacted by King County through the Countywide Planning Policies in 1994. For the period 1992 to 2012, the targets specified a range of household and job growth each city and the unincorporated area were expected to accommodate. These targets allowed King County jurisdictions collectively to accommodate the 293,100 additional people forecasted for the period 1992 to 2012. The growth targets were updated in 2002 to guide growth for the period 2001 – 2022, and again in 2010 for the 2006 – 2031 planning horizon.

The GMA requires a ten-year update of Growth Management plans. During the period since the first set of targets were adopted, six new cities have incorporated in King County, and other cities have annexed large areas. By the time of the 2000 Census, King County had 173,000 more residents than in 1994. Furthermore, in 2002 and again in 2007, the Washington State Office of Financial Management (OFM) released a new set of population forecasts for whole counties, out to 2030.

It is important to note that the 2002, 2007 and 2012 OFM forecasts ratified the accuracy of earlier forecasts, of the adopted targets, and of the 1994 delineation of the Urban Growth Area (UGA). King County population growth since 1994 has tracked well against OFM's forecasts which were the basis for the 1994 Comprehensive Plan targets and UGA. Therefore, no radical change to the targets is necessary – only an extension to accommodate additional years of growth.

Land use decisions are more closely dependent on the expected growth in households and dwelling units than on simple population forecasts. As a result, the OFM population forecast of an additional 469,000 people between 2006 and 2031 must be translated into a number of additional households in order to be meaningful for purposes of land use planning. Household size is an estimate of the number of people expected to live in each dwelling unit and is used to calculate how many new households will be needed to accommodate the expected increase in population. The paragraphs below explain how analysis of forecasts and household sizes resulted in the translation of the OFM population forecast into new household and job growth targets for 2031.

The Growth Management Planning Council (GMPC), made up of elected officials representing King County jurisdictions, appointed a committee of planning directors and other city and county staff to plan methodology and develop new targets, for both the 2002 and post-2007 target updates. The committee's methodology grew out of two principles: that each jurisdiction would take a share of the County's required growth, and there would be an earnest attempt to balance household and job growth in broad clusters of jurisdictions.

The methodology began by removing “group quarters” (institutional) population from consideration, since such population does not constitute households living in housing units. The methodology also removed Rural areas from consideration as locations of growth. This assumed Rural areas will gain only a small share of total household growth – four percent of total growth, later reduced to three percent – consistent with recent trends. Remaining steps of the methodology focused on the Urban Growth Area, in order to accommodate the projected growth there. See Summary of Methodology below.

| Table A                                                                                     | Population<br>2006 | Population<br>2031 | 25-year<br>Change | Notes |
|---------------------------------------------------------------------------------------------|--------------------|--------------------|-------------------|-------|
| Total Population                                                                            | 1,835,000          | <b>2,304,300</b>   | + <b>469,300</b>  | a.    |
| less Group Qtrs.                                                                            | - 38,000           | - 57,500           | - 19,500          | b.    |
| = Pop. in HHolds                                                                            | 1,797,000          | <b>2,246,800</b>   | <b>449,800</b>    |       |
| divided by HHsize                                                                           | 2.36               | 2.26               | -0.19             | c.    |
| = households                                                                                | 761,400            | 994,000            | + <b>232,600</b>  |       |
| + vacancy rate                                                                              | 4.8%               | 4.3%               |                   | d.    |
| = housing units                                                                             | 799,800            | 1,038,400          | + <b>238,600</b>  |       |
| less Rural                                                                                  | 48,000             | 53,400             | 5,400             | e.    |
| = <b>Urban housg units</b>                                                                  | 751,800            | 985,000            | + <b>233,200</b>  | f.    |
| Notes:                                                                                      |                    |                    |                   |       |
| a. Source of countywide population forecast: OFM Dec 2007, and Vision 2040.                 |                    |                    |                   |       |
| b. Group quarters (institutional population) forecasted to increase approx 50%.             |                    |                    |                   |       |
| c. Average household size forecasted to decrease moderately.                                |                    |                    |                   |       |
| d. Vacancy rates, currently high, forecasted to return to historical averages.              |                    |                    |                   |       |
| e. Rural areas are projected to take 3% of countywide population growth                     |                    |                    |                   |       |
| f. Urban housing units to allocate: + <b>233,200</b> housing units over 25 years 2006-2031. |                    |                    |                   |       |
| All numbers are rounded.                                                                    |                    |                    |                   |       |
| Sources: US Census, OFM, King County Targets Committee, and King County PSB.                |                    |                    |                   |       |

## 2. Allocation of Population, Housing and Job Growth within King County

### **New OFM and PSRC Forecasts and New Policy Guidance from Vision 2040**

Washington State's Office of Financial Management released new population projections in 2007, which showed King County growing at a faster rate than previously forecasted. OFM projected one-third more growth by 2022 than its 2002 forecast had predicted. Overall, for the extended planning period, the county is expected to grow by about 469,000 people between 2006 and 2031 to a total population of 2.3 million. OFM provides a range of forecasts from high to low, but King County has used the medium or what OFM deems the “most likely” forecast number. The medium forecast for King County in 2030 is about 2,263,000 persons.

Employment forecasts released by PSRC in 2006 showed growth in the county, over this same 25-year period, of about 490,000 jobs to a total of about 1.7 million jobs in 2031. This is also an increase over the earlier employment targets which, over a somewhat shorter period, anticipated a 22-year increase of 289,000 jobs in King County.

In 2008, the Puget Sound Regional Council adopted *VISION 2040*, a growth management, transportation, and economic development strategy for the 4-county region. With *VISION 2040*, the PSRC has amended its Multicounty Planning Policies (MPPs) to address coordinated action around a range of policy areas, including development patterns and the distribution of growth. King County also updated the Countywide Planning Policies in 2012 to address the policy guidance contained in the newly updated MPPs.

*VISION 2040* also contains a Regional Growth Strategy that provides substantive guidance for planning for the roughly 1.7 million additional people and 1.2 million additional jobs expected in the region between 2000 and 2040. The strategy retains much of the discretion that counties and cities have in setting local targets, while calling for broad shifts in where growth locates within the region. It establishes six clusters of jurisdictions called “regional geographies” – four types of cities defined by size and status in the region and two unincorporated types, urban and rural.<sup>1</sup> In comparison to previous trends, the Strategy calls for:

- **Increasing** the amount of growth targeted to cities that contain regionally designated urban centers (to include both **Metropolitan Cities** and **Core Cities**)
- **Increasing** the amount of growth targeted to other **Larger Cities**
- **Decreasing** the amount of growth targeted to **Urban unincorporated** areas, **Rural** designated unincorporated areas, and to many **Small Cities**
- Achieving a greater **jobs-housing balance** within the region by shifting projected population growth into King County and shifting forecasted employment growth out of King County.

### **New Growth Targets, 2006 – 2031**

To guide the required update of comprehensive plans, the GMPC approved a new set of housing and job growth targets for each King County jurisdiction, covering the 25-year period 2006 – 2031. These were adopted in 2010, re-adopted with the Countywide Planning Policies in 2012, and are still in effect. The new updates to the targets, based on the 2007 population projections from OFM and the requirements and policy framework contained in *VISION 2040*, provide substantive guidance to cities so they can update their 20-year comprehensive plans. New growth targets extend the countywide planning period horizon to 2031, 20 years beyond the originally-slated 2011 comprehensive plan update deadline. The new targets are organized by the Regional Geography categories in *VISION 2040*. This new geography *replaces* the 4 planning subareas—SeaShore, East County, South County, and Rural Cities—which provided a framework for allocating the targets in the earlier CPPs. Where the previous targets foster jobs-housing balance in the 4

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<sup>1</sup> Under *VISION 2040*, King County jurisdictions are clustered in six “regional geographies”:

- Metropolitan Cities: Seattle, Bellevue
- Core Suburban Cities: Auburn, Bothell, Burien, Federal Way, Kent, Kirkland, Redmond, Renton, SeaTac, Tukwila
- Larger Suburban Cities: Des Moines, Issaquah, Kenmore, Maple Valley, Mercer Island, Sammamish, Shoreline, Woodinville
- Small Cities: Algona, Beaux Arts, Black Diamond, Carnation, Clyde Hill, Covington, Duvall, Enumclaw, Hunts Point, Lake Forest Park, Medina, Milton, Newcastle, Normandy Park, North Bend, Pacific, Skykomish, Snoqualmie, Yarrow Point
- Urban Unincorporated King County: all unincorporated within Urban Growth Area
- Rural Unincorporated King County: rural- and resource-designated areas outside UGA.

subareas, the new target approach aims to achieve improved balance at the county level and within jurisdictions classified by Regional Geographies.

These new growth targets for King County ((will)) move toward achieving the desired pattern of growth laid out in *VISION 2040*, while recognizing the long-term nature of the regional land use goals and the many challenges involved in moving away from past growth patterns.

### **Summary of Methodology**

In 2009, a committee of policy and technical staff from the county and cities convened to develop updated growth targets as a collaborative effort. The committee prepared a set of draft working targets for large areas—the county as a whole and Regional Geographies—then began the process of allocating the Regional Geography growth numbers to each individual jurisdiction. The methodology used to generate the draft targets included the following steps and factors:

- **Establish target time frame.** The year 2031 was established as the target horizon year, giving cities a full 20-year planning period from the original GMA update deadline of 2011. The year 2006 was used as a base year because of the availability of complete data, including Buildable Lands estimates. Notably, the proposed target ranges did not account for annexations since 2006.
- **Establish county total for population growth.** Assuming the 4-county region as a whole plans for the mid-range projection of population, King County gets 42% of the region-wide population growth through 2031, consistent with *VISION 2040*. The result: growth of 567,000 people between 2000 and 2031 to a total population of 2,304,000. This number represents a small shift of population to King County from other counties, compared with OFM projections.
- **Establish county total for job growth.** Using the PSRC forecast of employment for the region, King County gets 58% of the regional employment growth through 2031, consistent with *VISION 2040*. The result: growth of 441,000 jobs between 2000 and 2031 to a total of 1,637,000 jobs. This number represents a shift of about 50,000 jobs out of King County to the other three counties in the region compared with earlier forecasts.
- **Allocate population to Regional Geographies** within the county, based closely on *VISION 2040*, but also accounting for factors such as recent growth trends and anticipated annexation of major PAAs.
- **Convert population to total 2031 housing units.** Housing units are the element that jurisdictions can regulate and monitor. Also, *VISION 2040* calls for housing unit targets for each regional geography and jurisdiction. This is a change from the previous King County CPPs, which set targets for households. Total housing stock needed in 2031 was calculated based on the following assumptions:
  - assumed group quarter (institutions) rates, 2.5% of the year 2031 population;
  - assumed future average household size, 2.26 persons per household, a decline of 0.14 persons per household from the 2000 Census;
  - assumed vacancy rates to convert households into housing units, a countywide average of 4.3%.

Each of the assumptions was adjusted to fit the demographic and housing market differences between Regional Geographies.

- **Calculate housing growth need within Regional Geographies.** As a final step, the base year (2006) housing stock was subtracted from the total 2031 units to determine the net additional new housing units needed by 2031 in each Regional Geography.
- **Allocate employment growth to Regional Geographies** within the county, based closely on *VISION 2040*, and also accounting for employment changes since 2000.

The results of this process are shown in the tables below.

**Table 1: Population by County**

|                  | Population  | Population  | Reg'l Growth Strategy | Population Change |
|------------------|-------------|-------------|-----------------------|-------------------|
| Year:            | <i>2000</i> | <i>2030</i> | <i>2000-2040</i>      | <i>2000-2031</i>  |
| <b>King</b>      | 1,737,000   | 2,263,000   | 42.3%                 | <b>567,360</b>    |
| <b>Snohomish</b> | 606,000     | 950,100     | 26.1%                 | 349,510           |
| <b>Pierce</b>    | 700,800     | 1,050,900   | 23.0%                 | 307,970           |
| <b>Kitsap</b>    | 232,000     | 314,600     | 8.7%                  | 116,760           |
| <b>Region</b>    | 3,275,800   | 4,578,600   | 100%                  | 1,341,600         |

**Table 2: Jobs by County**

|                  | Jobs        | Jobs        | Share of Job Growth | Job Change       |
|------------------|-------------|-------------|---------------------|------------------|
| Year:            | <i>2000</i> | <i>2030</i> | <i>2000-2040</i>    | <i>2000-2031</i> |
| <b>King</b>      | 1,196,043   | 1,664,780   | 57.7%               | 441,372          |
| <b>Snohomish</b> | 217,673     | 350,001     | 20.1%               | 153,754          |
| <b>Pierce</b>    | 261,695     | 367,248     | 17.1%               | 130,805          |
| <b>Kitsap</b>    | 84,632      | 115,649     | 5.1%                | 39,012           |
| <b>Region</b>    | 1,760,043   | 2,497,678   | 100%                | 764,943          |

**Table 3: Population and Housing by Regional Geography in King County**

|                           | Share of Pop Growth | 25-Year Pop. Change | Group Quarters Share | Persons per Household | Vacancy Rate | Housing Units Needed |
|---------------------------|---------------------|---------------------|----------------------|-----------------------|--------------|----------------------|
| Regional Geography        |                     |                     | <i>2031</i>          | <i>2031</i>           | <i>2031</i>  | <i>2006-2031</i>     |
| <b>Metro Cities</b>       | 44%                 | <b>206,100</b>      | 4.5%                 | 2.035                 | 4.7%         | <b>103,100</b>       |
| <b>Core Sub Cities</b>    | 30%                 | <b>139,700</b>      | 1.5%                 | 2.260                 | 4.4%         | <b>72,900</b>        |
| <b>Larger Sub Cities</b>  | 13%                 | <b>62,200</b>       | 1.9%                 | 2.450                 | 3.6%         | <b>29,000</b>        |
| <b>Smaller Sub Cities</b> | 5%                  | <b>22,700</b>       | 0.5%                 | 2.540                 | 3.0%         | <b>10,800</b>        |
| <b>Uninc Urban</b>        | 5%                  | <b>25,300</b>       | 0.5%                 | 2.600                 | 3.0%         | <b>18,100</b>        |
| <b>Rural</b>              | 3%                  | 13,000              | 0.5%                 | 2.800                 | 5.0%         | 5,400                |
| <b>King County Total</b>  | 100%                | <b>469,000</b>      | 2.5%                 | 2.26                  | 4.3%         | <b>239,200</b>       |
| <b>UGA only:</b>          |                     |                     |                      |                       |              | <b>233,800</b>       |

| <b>Table 4: Jobs by Regional Geography in King County</b> |                            |                |                             |                |                     |
|-----------------------------------------------------------|----------------------------|----------------|-----------------------------|----------------|---------------------|
| Data:                                                     | Share of Future Job Growth | Total New Jobs | Adjusted for 2000-06 growth | Total New Jobs | Share of Job Growth |
| Year:                                                     | 2000-2040                  | 2000-2031      |                             | 2006-2031      | 2006-2031           |
| Metro Cities                                              | 45.2%                      | 199,700        | -                           | 199,700        | 46.5%               |
| Core Sub Cities                                           | 37.8%                      | 166,700        | -                           | 166,700        | 38.8%               |
| Larger Sub Cities                                         | 10.4%                      | 45,700         | 3,000                       | 42,700         | 9.9%                |
| Smaller Sub Cities                                        | 3.2%                       | 14,000         | 4,400                       | 9,600          | 2.2%                |
| Uninc Urban                                               | 2.7%                       | 12,100         | 1,500                       | 10,600         | 2.5%                |
| Rural                                                     | 0.7%                       | 3,200          | 3,600                       | -              | -                   |
| King County Total                                         | 100.0%                     | 441,400        |                             |                |                     |
| UGA Only:                                                 |                            | 438,200        |                             | 429,300        | 100.0%              |

**Allocate housing units and jobs to individual jurisdictions.** Within each Regional Geography, staff met to develop a proposed range of draft targets for housing and jobs for each jurisdiction. Criteria that were used to inform the allocation included the following:

- Countywide Planning Policies, including previous targets for the 2001-2022 planning period
- Data from the 2007 Buildable Lands Report, including development trends and land capacity
- Current population, jobs, and land area
- Local policies, plans, zoning and other regulations
- Local factors, such as large planned developments, and opportunities and constraints for future residential and commercial development
- “Fair share” distribution of the responsibility to accommodate future growth
- Location within the county.

The results of this process ultimately became Table DP-1, which was reproduced on page D-14 of Technical Appendix D to the 2012 Comprehensive Plan.

In November 2015 the GMPC approved a technical adjustment to Table DP-1 to account for recent annexations to Bellevue, Bothell, Sammamish and Tukwila. Annexations shift the potential-annexation-area target from unincorporated King County to the annexing city. The revised Table DP-1, effective through January 2, 2016, is reproduced on page D-15 of this Technical Appendix.

See table of adjusted 2006-2031 targets on page D-15. The table shows 25-year household growth targets for each city and for unincorporated areas within the UGA. Unincorporated Urban-targets add to only 11,140 housing units, less than 5% of the Urban-area total housing target. Most of the Urban growth is expected to occur in cities. In addition, the adopted targets provide for annexation of the remaining Urban area by specifying the number of households in potential annexation areas (PAAs). These numbers are shown as “PAA housing target” in the table. As cities annex territory, the responsibility to accommodate that specific share of growth goes with the annexation, and shifts from unincorporated target into a city target. Before 2031, all of King County is expected to be within city limits except for designated Rural and Resource areas.

In 2012, Washington State OFM released a new set of population forecasts. The 2012 forecast was so similar to OFM's 2007 forecast (within 1% in 2030) that revision of the targets was deemed unnecessary, given GMA guidance to plan within a broad range of forecasted population growth.

### **3. Allocation of Projected Household Growth to Cities and Unincorporated King County**

The Urban-area 2006-31 growth target of 233,000 housing units was allocated to each of King County's 39 cities and to the County's Urban unincorporated area by the Countywide Planning Policies.<sup>2</sup> These targets are *estimates* of the number of new housing units that jurisdictions expect to receive and plan for during the period. The targets for each of the cities and the unincorporated area are intended as a guide with some flexibility to reflect the limited capability of individual jurisdictions to determine their precise levels of growth. It is essential that each jurisdiction adopt policies and regulations that allow the jurisdiction to accommodate that targeted amount.

The allocation of households to jurisdictions is connected to the allocation of estimated future jobs. Although not required by the GMA, the Countywide Planning Policies included a 25-year employment target in addition to the housing target and also allocated the employment target to the cities and unincorporated King County. The Countywide employment growth target of 429,000 (Table 4) was based on job forecasts prepared by the Puget Sound Regional Council and was allocated to the cities and the county based upon factors listed above. The cities' housing targets are tied in part to their employment targets because of the relationship between household and employment growth and the need to support Urban Centers while balancing local employment opportunities in activity centers and neighborhoods in the urban area.

Targets represent a commitment by the jurisdiction to accommodate growth. The Countywide Planning Policies require jurisdictions to plan for their targeted growth and to adopt a regulatory framework and the necessary infrastructure funding to achieve the targeted growth. The way each jurisdiction achieves its targets is within its discretion. It is the responsibility of each jurisdiction to determine how best to plan for its growth targets. The jurisdictions impose a variety of regulatory measures, appropriate to their area, to achieve their goals. It is the responsibility of King County to implement its growth targets through zoning decisions and other policies in the unincorporated areas.

Under this methodology, new cities are treated the same way as annexations. In this way, the entire Urban unincorporated allocation can be distributed among the annexing and new cities as they absorb unincorporated communities over time. The Rural target allocation remains in unincorporated King County because it is not annexed or incorporated. Annexations to six Rural Cities are not subject to these adjustments because their target allocation already includes their UGA expansion area.

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<sup>2</sup> King County Countywide Planning Policies, Policy DP-12. King County Council Ordinance No. 17486, December 3, 2012.

## **B. Land Capacity in the UGA**

### **1. Countywide**

King County is required by the GMA to ensure sufficient land is available to accommodate the expected number of households within the planning horizon. Most of the anticipated growth will occur in the UGA, including cities and unincorporated Urban areas. Estimating land capacity involves much more than merely adding up all vacant and potentially redevelopable land in the county. Land capacity is an estimate of the amount of buildable land that is likely to be actually developable; that means taking the base, or raw, number and subtracting out land that is unbuildable due to environmental and other constraints.

A 1997 amendment to the GMA required King County and its cities to measure “Buildable Land” capacity, to verify that the Urban Growth Area has sufficient land capacity to accommodate our targeted growth. The Buildable Lands amendment requires rigorous analysis of land capacity, using a methodology ensuring that the capacity measurement is realistic, not theoretical. The factors for calculating land capacity must reflect the actual densities of development achieved by the jurisdiction in the previous five years. King County and its cities followed these requirements, fully discounting for critical areas, future rights-of-way, public purpose lands and a market factor. The market factor recognizes that, for market reasons, some buildable lands may not be developed during the time horizon of the analysis.

In 2007, using this methodology, King County jurisdictions conducted an updated inventory of land supply (measured in acres) and land capacity (measured in housing units and jobs that can be accommodated) as of 2006. The 2007 Buildable Lands Evaluation Report (BLR), published in September, 2007, concluded that the King County UGA contains more than 21,900 acres of land suitable for residential growth. The UGA can accommodate more than 289,000 new housing units. This capacity is sufficient to absorb the 2006-2031 target of 233,000 new housing units. Furthermore, each of the Regional Geographies had sufficient capacity to accommodate their growth targets.

The same exacting methodology was carried out in the most recent buildable lands analysis. The 2014 Buildable Lands Report found a similar surplus of capacity in the King County UGA. As of 2012, the entire King County UGA has an estimated residential capacity of 417,300 additional housing units, more than twice the remaining target of 177,600 housing units. Each of the Regional Geographies has sufficient capacity to absorb targeted growth. The 2014 BLR also reported that the UGA has capacity for more than 658,000 jobs, 60% more than the remaining job target of 410,600 jobs. All the city Regional Geographies have a surplus of job capacity. These are measures of current capacity, based on plans and zoning currently (2012) in place, estimated using the rigorous methodology and criteria in the Buildable Lands amendment, RCW 36.70A.215. The 2007 and 2014 Buildable Lands Reports affirm that there exists sufficient capacity in the King County UGA to accommodate the entire county's growth forecast through 2031. This includes capacity for residential uses and non-residential uses including institutional, commercial and industrial uses. Based on this updated information, it is clear that no change to the UGA is necessary.

## 2. Unincorporated King County

The Buildable Lands Evaluation Reports measured land capacity in each of King County's five Urban Regional Geographies and by individual jurisdiction. Detailed information is available from those Reports, incorporated here by reference.

(see <http://your.kingcounty.gov/budget/buildand/bldInd07.htm> and <http://kingcounty.gov/depts/permitting-environmental-review/codes/2014%20KC%20Buildable%20Lands%20Report.aspx> ).

Unincorporated Urban King County as a whole can accommodate more than 12,700 new housing units, only three percent of the Urban King County total, but sufficient to accommodate the remaining unincorporated Urban target of 7,970 housing units. As unincorporated Urban areas are annexed to cities, the associated targets shift to the city, so that by the end of the planning period, the unincorporated Urban target will dwindle to near zero.

The 2014 Buildable Lands Report measured an employment capacity in unincorporated King County of just over 6,900 jobs, slightly less than the remaining urban unincorporated target of 7,700 jobs. Under the GMA, VISION 2040 and the Countywide Planning Policies, cities are designated and intended to accommodate almost all employment growth in the county. Prior to planning under the GMA, unincorporated King County absorbed a large share of the county's residential and job growth. Since beginning to plan under the GMA, the county's growth has shifted almost entirely into the cities. However, a commensurate share of urban unincorporated growth targets did not shift into the cities. Annexations transferred more capacity than target into annexing cities, leaving residual unincorporated targets that are out of balance with actual capacity. Bearing in mind that the UGA as a whole does have sufficient capacity for commercial and industrial growth, the small shortfall in urban unincorporated job capacity is a technical issue that will be addressed as further annexations occur.

## IV. Conclusion

This Appendix provides updates to the Appendix D of the 2012 Comprehensive Plan. In 2015, the state Department of Commerce acknowledged that the 2012 Comprehensive Plan satisfies the GMA requirement for King County to update a comprehensive plan by June 2015. The Countywide Planning Policies, also adopted in 2012, affirmed the growth targets for King County and its cities for the period 2006 – 2031. Those targets remain in effect, and they guide cities and the county in preparing comprehensive plan updates. Therefore, this Appendix augments the 2012 Appendix D to explain how analysis of projected growth and capacity in the UGA led to the current 2006 – 2031 growth targets.

King County's first set of growth targets, covering the period from 1992 – 2012, was based on Washington State OFM's 1992 population forecast. The county's actual population growth tracked well against the 1992 forecast. In 2002, 2007 and 2012, OFM published revised forecasts which were used to update growth targets to cover the 2001 – 2022 planning period, then the 2006 – 2031 period. King County's population growth has continued to track the OFM predictions well.

In 2007, OFM released a population forecast to 2030 that formed the basis for updating King County growth targets in 2009. King County officials responded with an extensive process to update the growth targets again, based on the 2007 forecast. This update was conducted as part of the revisions made to the Countywide Planning Policies, which were recommended by the Growth Management Planning Council, adopted by King County in 2012, and ratified by the cities

in 2013. The update also incorporated guidance from the Puget Sound Regional Council's *VISION 2040* plan, which calls for focusing housing and job growth into cities with major Urban Centers. King County's current growth targets, covering the period 2006 – 2031, were restructured from a subarea orientation to fit six "Regional Geographies" outlined by *VISION 2040*. In compliance with *VISION 2040*, these new targets direct most growth (74% of housing, 85% of jobs) into two "Metropolitan Cities" and 10 "Core Suburban Cities", each with a major Urban Center. Within unincorporated King County, the targets provide for modest growth in Urban areas and very limited growth in Rural and Resource areas.

Data from the 2010 US Census confirm that King County's population growth comports with OFM's 2007 forecast. Land capacity data from the 2007 and 2014 Buildable Lands Report, together with updated development plans of the county's major cities, confirm that King County's Urban Growth Area continues to be appropriately sized in order to accommodate growth expected through the year 2031, and that the UGA has sufficient capacity to accommodate forecasted residential and non-residential growth including institutional, commercial and industrial uses. However, in accordance with both county's Comprehensive Plan policies and the Countywide Planning Policies, the Urban Growth Area may be adjusted if a countywide analysis determines that the current Urban Growth Area is insufficient in size and additional land is needed to accommodate the housing and employment growth targets, including institutional and other non-residential uses, and there are no other reasonable measures, such as increasing density or rezoning existing urban land, that would avoid the need to expand the Urban Growth Area.

**King County Growth Targets Update: Revised Table DP-1**  
**Table for inclusion in Countywide Planning Policies, June 2011 –adjusted 2015**

| Regional Geography<br>City / Subarea | Housing Target | PAA Housing<br>Target | Employment<br>Target | PAA Emp. Target |
|--------------------------------------|----------------|-----------------------|----------------------|-----------------|
|                                      | Net New Units  | Net New Units         | Net New Jobs         | Net New Jobs    |
|                                      | 2006-2031      | 2006-2031             | 2006-2031            | 2006-2031       |
| <b>Metropolitan Cities</b>           |                |                       |                      |                 |
| Bellevue                             | 17,290         |                       | 53,000               |                 |
| Seattle                              | 86,000         |                       | 146,700              |                 |
| <b>Total</b>                         | <b>103,290</b> |                       | <b>199,700</b>       |                 |
| <b>Core Cities</b>                   |                |                       |                      |                 |
| Auburn                               | 9,620          |                       | 19,350               | --              |
| Bothell                              | 3,810          | 810                   | 5,000                | 0               |
| Burien                               | 4,440          |                       | 5,610                |                 |
| Federal Way                          | 8,100          | 2,390                 | 12,300               | 290             |
| Kent                                 | 9,270          | 90                    | 13,280               | 210             |
| Kirkland                             | 8,570          | 0                     | 20,850               | 0               |
| Redmond                              | 10,200         | 640                   | 23,000               | --              |
| Renton                               | 14,835         | 3,895                 | 29,000               | 470             |
| SeaTac                               | 5,800          |                       | 25,300               |                 |
| Tukwila                              | 4,850          | 50                    | 17,550               | 0               |
| <b>Total</b>                         | <b>79,495</b>  |                       | <b>170,590</b>       |                 |
| <b>Larger Cities</b>                 |                |                       |                      |                 |
| Des Moines                           | 3,000          |                       | 5,000                |                 |

| <b>Regional Geography</b><br>City / Subarea | <b>Housing Target</b> | <b>PAA Housing Target</b> | <b>Employment Target</b> | <b>PAA Emp. Target</b> |
|---------------------------------------------|-----------------------|---------------------------|--------------------------|------------------------|
|                                             | Net New Units         | Net New Units             | Net New Jobs             | Net New Jobs           |
|                                             | 2006-2031             | 2006-2031                 | 2006-2031                | 2006-2031              |
| Issaquah                                    | 5,750                 | 110                       | 20,000                   |                        |
| Kenmore                                     | 3,500                 |                           | 3,000                    |                        |
| Maple Valley**                              | 1,800                 | 1,060                     | 2,000                    |                        |
| Mercer Island                               | 2,000                 |                           | 1,000                    |                        |
| Sammamish                                   | 4,180                 | 350                       | 1,800                    |                        |
| Shoreline                                   | 5,000                 |                           | 5,000                    |                        |
| Woodinville                                 | 3,000                 |                           | 5,000                    |                        |
| <b>Total</b>                                | <b>28,230</b>         |                           | <b>42,800</b>            |                        |
| <b>Small Cities</b>                         |                       |                           |                          |                        |
| Algona                                      | 190                   |                           | 210                      |                        |
| Beaux Arts                                  | 3                     |                           | 3                        |                        |
| Black Diamond                               | 1,900                 |                           | 1,050                    |                        |
| Carnation                                   | 330                   |                           | 370                      |                        |
| Clyde Hill                                  | 10                    |                           | --                       |                        |
| Covington                                   | 1,470                 |                           | 1,320                    |                        |
| Duvall                                      | 1,140                 |                           | 840                      |                        |
| Enumclaw                                    | 1,425                 |                           | 735                      |                        |
| Hunts Point                                 | 1                     |                           | --                       |                        |
| Lake Forest Park                            | 475                   |                           | 210                      |                        |
| Medina                                      | 19                    |                           | --                       |                        |
| Milton                                      | 50                    | 90                        | 160                      |                        |
| Newcastle                                   | 1,200                 |                           | 735                      |                        |
| Normandy Park                               | 120                   |                           | 65                       |                        |
| North Bend                                  | 665                   |                           | 1,050                    |                        |
| Pacific                                     | 285                   | 135                       | 370                      |                        |
| Skykomish                                   | 10                    |                           | --                       |                        |
| Snoqualmie                                  | 1,615                 |                           | 1,050                    |                        |
| Yarrow Point                                | 14                    |                           | --                       |                        |
| <b>Total</b>                                | <b>10,922</b>         |                           | <b>8,168</b>             |                        |
| <b>Urban Unincorporated</b>                 |                       |                           |                          |                        |
| Potential Annexation Areas                  | 8,760                 |                           | 970                      |                        |
| North Highline                              | 820                   |                           | 2,170                    |                        |
| Bear Creek Urban Planned Dev                | 910                   |                           | 3,580                    |                        |
| Unclaimed Urban Unincorp.                   | 650                   |                           | 90                       |                        |
| <b>Total</b>                                | <b>11,140</b>         |                           | <b>6,810</b>             |                        |
| <b>King County UGA Total</b>                | <b>233,077</b>        |                           | <b>428,068</b>           |                        |

\* King County Growth Management Planning Council, adopted October 2009 and ratified by cities in 2010. These were re-adopted with the countywide planning policies in 2012 and ratified in 2013.

Targets base year is 2006. PAA / city targets have been adjusted to reflect annexations through 2016.

| <b>Regional Geography</b><br>City / Subarea | <b>Housing Target</b> | <b>PAA Housing Target</b> | <b>Employment Target</b> | <b>PAA Emp. Target</b> |
|---------------------------------------------|-----------------------|---------------------------|--------------------------|------------------------|
|                                             | Net New Units         | Net New Units             | Net New Jobs             | Net New Jobs           |
|                                             | 2006-2031             | 2006-2031                 | 2006-2031                | 2006-2031              |

\*\* Target for Maple Valley PAA is contingent on approval of city-county joint plan for Summit Place.

**King County Growth Targets Update: Revised Table DP-1**  
**Table for inclusion in Countywide Planning Policies, June 2011**

| Regional Geography<br>City / Subarea | Housing Target | PAA Housing<br>Target | Employment<br>Target | PAA Emp.<br>Target |
|--------------------------------------|----------------|-----------------------|----------------------|--------------------|
|                                      | Net New Units  | Net New Units         | Net New Jobs         | Net New Jobs       |
|                                      | 2006-2031      | 2006-2031             | 2006-2031            | 2006-2031          |
| <b>Metropolitan Cities</b>           |                |                       |                      |                    |
| Bellevue                             | 17,000         | 290                   | 53,000               |                    |
| Seattle                              | 86,000         |                       | 146,700              |                    |
| <b>Total</b>                         | <b>103,000</b> |                       | <b>199,700</b>       |                    |
| <b>Core Cities</b>                   |                |                       |                      |                    |
| Auburn                               | 9,620          |                       | 19,350               | -                  |
| Bothell                              | 3,000          | 810                   | 4,800                | 200                |
| Burien                               | 4,440          |                       | 4,960                |                    |
| Federal Way                          | 8,100          | 2,390                 | 12,300               | 290                |
| Kent                                 | 9,270          | 90                    | 13,280               | 210                |
| Kirkland                             | 8,570          | -                     | 20,850               | -                  |
| Redmond                              | 10,200         | 640                   | 23,000               |                    |
| Renton                               | 14,835         | 3,895                 | 29,000               | 470                |
| SeaTac                               | 5,800          |                       | 25,300               |                    |
| Tukwila                              | 4,800          | 50                    | 15,500               | 2,050              |
| <b>Total</b>                         | <b>78,635</b>  |                       | <b>168,340</b>       |                    |
| <b>Larger Cities</b>                 |                |                       |                      |                    |
| Des Moines                           | 3,000          |                       | 5,000                |                    |
| Issaquah                             | 5,750          | 290                   | 20,000               |                    |
| Kenmore                              | 3,500          |                       | 3,000                |                    |
| Maple Valley                         | 1,800          | 1,060                 | 2,000                |                    |
| Mercer Island                        | 2,000          |                       | 1,000                |                    |
| Sammamish                            | 4,000          | 350                   | 1,800                |                    |
| Shoreline                            | 5,000          |                       | 5,000                |                    |
| Woodinville                          | 3,000          |                       | 5,000                |                    |
| <b>Total</b>                         | <b>28,050</b>  |                       | <b>42,800</b>        |                    |
| <b>Small Cities</b>                  |                |                       |                      |                    |
| Algona                               | 190            |                       | 210                  |                    |
| Beaux Arts                           | 3              |                       | 3                    |                    |
| Black Diamond                        | 1,900          |                       | 1,050                |                    |
| Carnation                            | 330            |                       | 370                  |                    |
| Clyde Hill                           | 10             |                       | -                    |                    |
| Covington                            | 1,470          |                       | 1,320                |                    |
| Duvall                               | 1,140          |                       | 840                  |                    |
| Enumclaw                             | 1,425          |                       | 735                  |                    |
| Hunts Point                          | 1              |                       | -                    |                    |
| Lake Forest Park                     | 475            |                       | 210                  |                    |
| Medina                               | 19             |                       | -                    |                    |
| Milton                               | 50             | 90                    | 160                  |                    |
| Newcastle                            | 1,200          |                       | 735                  |                    |
| Normandy Park                        | 120            |                       | 65                   |                    |
| North Bend                           | 665            |                       | 1,050                |                    |
| Pacific                              | 285            | 135                   | 370                  |                    |
| Skykomish                            | 10             |                       | -                    |                    |
| Snoqualmie                           | 1,615          |                       | 1,050                |                    |
| Yarrow Point                         | 14             |                       | -                    |                    |
| <b>Total</b>                         | <b>10,922</b>  |                       | <b>8,168</b>         |                    |
| <b>Urban Unincorporated</b>          |                |                       |                      |                    |
| Potential Annexation Areas           | 10,090         |                       | 3,220                |                    |
| North Highline                       | 820            |                       | 2,170                |                    |
| Bear Creek UrbanPlannedDev           | 910            |                       | 3,580                |                    |
| Unclaimed Urban Unincorp.            | 650            |                       | 90                   |                    |
| <b>Total</b>                         | <b>12,470</b>  |                       | <b>9,060</b>         |                    |
| <b>King County UGA Total</b>         | <b>233,077</b> |                       | <b>428,068</b>       |                    |

The base year for these Targets is 2006. As cities annex territory, PAA targets shift into Targets column.  
Adjustments to Burien, Kent and Kirkland targets have been made to account for 2010 and 2011 annexations.

King County Growth Targets Committee, Growth Management Planning Council, August 2009. Adjusted June 20

| King County 2001-2022 Household and Employment Targets |                  |                          |               |                |                      |                |
|--------------------------------------------------------|------------------|--------------------------|---------------|----------------|----------------------|----------------|
| Subareas                                               | Household Target | Housing Capacity in PAA* | PAA HH Target | Job Target     | Job Capacity in PAA* | PAA Job Target |
| <b>South King County</b>                               |                  |                          |               |                |                      |                |
| Algona                                                 | 298              |                          |               | 108            |                      |                |
| Auburn                                                 | 5,928            | 2,635                    | 926           | 6,079          | 252                  | 252            |
| Black Diamond                                          | 1,099            |                          |               | 2,525          |                      |                |
| Burien                                                 | 1,552            |                          |               | 1,712          |                      |                |
| Covington                                              | 1,173            |                          |               | 900            |                      |                |
| Des Moines                                             | 1,576            | 5                        | 2             | 1,695          |                      |                |
| Federal Way                                            | 6,188            | 3,754                    | 1,320         | 7,481          | 134                  | 134            |
| Kent                                                   | 4,284            | 1,763                    | 619           | 11,500         | 44                   | 44             |
| Milton                                                 | 50               | 106                      | 37            | 1,054          |                      |                |
| Maple Valley                                           | 300              |                          |               | 804            |                      |                |
| Normandy Park                                          | 100              |                          |               | 67             |                      |                |
| Pacific                                                | 996              | 127                      | 45            | 108            |                      |                |
| Renton                                                 | 6,198            | 5,622                    | 1,976         | 27,597         | 458                  | 458            |
| SeaTac                                                 | 4,478            | 14                       | 5             | 9,288          | 496                  | 496            |
| Tukwila                                                | 3,200            | 13                       | 5             | 16,000         | 497                  | 497            |
| Unincorp King County                                   | 4,935            |                          |               | 2,582          | 701                  | 701            |
| <b>Total</b>                                           | <b>42,355</b>    | <b>14,039</b>            | <b>4,935</b>  | <b>89,500</b>  | <b>2,582</b>         | <b>2,582</b>   |
| <b>East King County</b>                                |                  |                          |               |                |                      |                |
| Beaux Arts Village                                     | 3                |                          |               | -              |                      |                |
| Bellevue                                               | 10,117           | 184                      | 178           | 40,000         | 27                   | 27             |
| Bothell                                                | 1,751            | 603                      | 584           | 2,000          | 174                  | 174            |
| Clyde Hill                                             | 21               |                          |               | -              |                      |                |
| Hunts Point                                            | 1                |                          |               | -              |                      |                |
| Issaquah                                               | 3,993            | 827                      | 802           | 14,000         | 1                    | 1              |
| Kenmore                                                | 2,325            |                          |               | 2,800          |                      |                |
| Kirkland                                               | 5,480            | 770                      | 747           | 8,800          | 221                  | 221            |
| Medina                                                 | 31               |                          |               | -              |                      |                |
| Mercer Island                                          | 1,437            |                          |               | 800            |                      |                |
| Newcastle                                              | 863              | 1                        | 1             | 500            |                      |                |
| Redmond                                                | 9,083            | 402                      | 390           | 21,760         | 21                   | 21             |
| Sammamish                                              | 3,842            |                          |               | 1,230          |                      |                |
| Woodinville                                            | 1,869            |                          |               | 2,000          |                      |                |
| Yarrow Point                                           | 28               |                          |               | -              |                      |                |
| Unincorp King County                                   | 6,801            | **4222                   | **4099        | 4,637          | **4193               | **4193         |
| <b>Total</b>                                           | <b>47,645</b>    | <b>7,009</b>             | <b>6,801</b>  | <b>98,527</b>  | <b>4,637</b>         | <b>4,637</b>   |
| <b>Sea-Shore</b>                                       |                  |                          |               |                |                      |                |
| Lake Forest Park                                       | 538              |                          |               | 455            |                      |                |
| Seattle                                                | 51,510           |                          |               | 92,083         |                      |                |
| Shoreline                                              | 2,651            |                          |               | 2,618          |                      |                |
| Unincorp King County***                                | 1,670            | 1,670                    | 1,670         | 694            | 1,544                | 694            |
| <b>Total</b>                                           | <b>56,369</b>    | <b>1,670</b>             | <b>1,670</b>  | <b>95,850</b>  | <b>1,544</b>         | <b>694</b>     |
| <b>Rural Cities ****</b>                               |                  |                          |               |                |                      |                |
| Carnation                                              | 246              |                          |               | 75             |                      |                |
| Duvall                                                 | 1,037            |                          |               | 1,125          |                      |                |
| Enumclaw                                               | 1,927            |                          |               | 1,125          |                      |                |
| North Bend                                             | 636              |                          |               | 1,125          |                      |                |
| Skykomish                                              | 20               |                          |               | -              |                      |                |
| Snoqualmie                                             | 1,697            |                          |               | 1,800          |                      |                |
| <b>Total</b>                                           | <b>5,563</b>     |                          |               | <b>5,250</b>   |                      |                |
| <b>King County Total</b>                               | <b>151,932</b>   |                          |               | <b>289,127</b> |                      |                |

\*PAA: Potential Annexation Area in Unincorporated King County Urban Area; \*\*Bear Creek UPD; \*\*\*North Highline

\*\*\*\*The Rural Cities' targets are for the current city limits and rural expansion area for each city. Thus the methodology for adjusting targets as annexations occur is not applicable to the rural cities.

Editor's Note: Source for 2001 housing and job capacity figures for PAAs is the 2002 King County Buildable Lands evaluation. Subarea unincorporated targets were allocated to PAAs based on proportional capacity.