



King County

Metropolitan King County Council

STAFF REPORT

Proposed No.:	2019-0413	Name:	Erin Auzins Andy Micklow Jenny Ngo Jake Tracy
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SUBJECT

Proposed Ordinance 2019-0413 would adopt the 2020 King County Comprehensive Plan update, which includes the Skyway-West Hill Community Service Area Subarea Plan.

SUMMARY

The 2020 King County Comprehensive Plan (KCCP) update is a midpoint update under the County's Comprehensive Planning structure. As transmitted by the Executive, changes to the KCCP are those identified in the scope of work adopted by the Council in February 2019. At previous meetings, Executive staff briefed the Executive's proposed Skyway-West Hill Community Service Area (CSA) Subarea Plan, and the 2020 KCCP update; Council staff also provided a "key issues" briefing that covered the entirety of the Executive's transmitted Plan, and our identified key issues. At the January 22 Committee meeting, Council staff provided a written staff report on a number of Committee-identified topics. At the February 12 Committee meeting, Council staff provided additional analysis for the changes related to Mineral Resources and Fossil Fuel Facilities.

At the July 24th special full Council meeting, the Council will deliberate and vote on the 2020 Update, including any offered amendments.

BACKGROUND

Comprehensive Plan Midpoint Update

The King County Comprehensive Plan (KCCP) is the guiding policy document for land use and development regulations in unincorporated King County. In 2018, the Council approved a change to the County's Comprehensive Planning structure and schedule.¹ The restructure adopted and codified into the King County Code (K.C.C.) allows for three main types of updates to the plan: annual updates, midpoint updates, and 8-year

¹ Ordinance 18810

updates.² The next 8-year update to the KCCP will be transmitted to the Council in 2022, with adoption in 2023.

Because of the length of time between the last major update in 2016 and the next 8-year update in 2023, as part of the restructure ordinance, the Council included a requirement for the 2020 KCCP update, both in the K.C.C. and as a Workplan Action Item in the KCCP. The 2020 KCCP update is considered a midpoint update under K.C.C. 20.18.030.D.4. Midpoint updates allow substantive changes to the Comprehensive Plan, including changes to the urban growth area, if they are identified in the scoping motion.

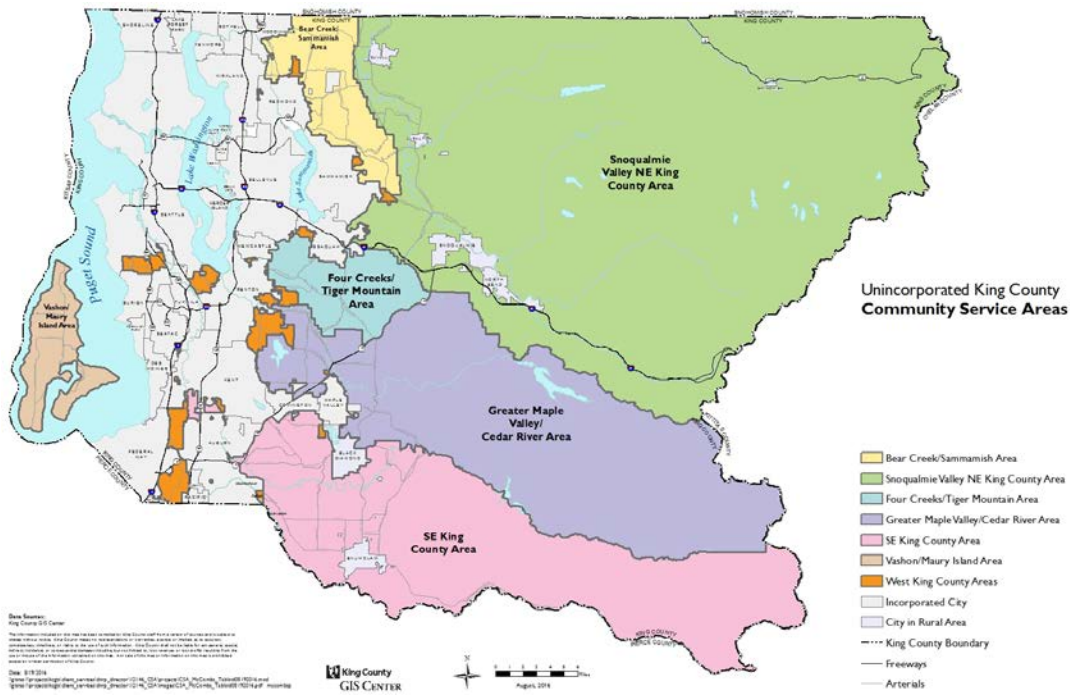
In February 2019, the Council adopted the scoping motion for the 2020 KCCP update. Motion 15329 outlined the key issues that the Council and the Executive identified for specific consideration in the KCCP update. The scoping motion set the work plan for the 2020 KCCP update and unlike the 8-year update, topical areas, including land use and zoning changes and urban growth area changes, are limited to what is included in this scoping motion.

It is worth noting that while the 2020 KCCP update is considered a midpoint update, the Code and the KCCP would also allow changes allowed as part of an annual update. K.C.C. 20.18.030.B. states, in part: “Every year the Comprehensive Plan may be amended to address technical updates and corrections, to adopt community service area subarea plans and to consider amendments that do not require substantive changes to policy language or do not require changes to the urban growth area boundary....” K.C.C. 20.18.030.B. lists 16 categories that limit the kinds of changes that can be considered as part of what is referred to as the annual update in this section of code. Changes allowed as part of an annual update can be included as part of the ordinance that adopts the 2020 KCCP update.

Community Service Area Subarea Plan

As part of the 2016 KCCP, the Council included Workplan Action #1, Implementation of the Community Service Area (CSA) Subarea Planning Program. As part of this Workplan Action item, the County has started subarea planning using the geography of the six rural Community Service Areas, and for the five remaining large urban unincorporated potential annexation areas, as shown in the map in Chapter 11 and below.

² K.C.C. 20.18.030



The focus of the CSA subarea plans are on land use issues in these subarea geographies, including:

[A] regular assessment of the Community Service Area's goals, population changes, new development, employment targets and similar demographic and socioeconomic indicators. These assessments are called Community Service Area Subarea Plans. To address the unique issues in each geography, Community Service Area subarea plans may also have more refined, land uses focuses on rural town centers, urban neighborhoods, or corridor approaches.

The high level review along with more detailed land use planning will be guided by a series of criteria such as community interest, social equity, funding, and new development. Equity and social justice principles will play a particularly key role during subarea plan public engagement activities. People of color, low-income residents, and populations with limited English proficiency will be informed and offered equitable and culturally-appropriate opportunities to participate in its planning process.

The schedule for the CSA Subarea Plans is also found in Chapter 11. The Council review time frame is shown in the "Adoption Year" for each CSA Subarea Plan. CSA Subarea Plans are reviewed and approved as part of an annual update to the KCCP.

Schedule of Community Service Area Subarea Plans

Planning Year	Adoption Year	Geography	Other Planning
2018-19	2019-20	Skyway West Hill PAA	2020 Comprehensive Plan
2019-20	2020-21	North Highline PAA	
2020-21	2021-22	Snoqualmie Valley/NE King CSA	
2021-22	2022-23	<i>No Subarea Plan</i>	Eight-Year Comp. Plan Update
2022-23	2023-24	Greater Maple Valley/Cedar CSA	
2023-24	2024-25	Fairwood PAA	
2024-25	2025-26	Bear Creek/Sammamish CSA	
2025-26	2026-27	Southeast King County CSA	Potential Midpoint Update
2026-27	2027-28	Four Creeks/Tiger Mountain CSA	
2027-28	2028-29	East Renton PAA	
2028-29	2029-30	Federal Way PAA	
2029-30	2030-31	<i>No Subarea Plan</i>	Eight-Year Comp. Plan Update

Note: The planning year is a 12-month, July to June process. The adoption year is a 12-month, July to June process.

Vashon-Maury Island Subarea Plan. In 2017, the Council reviewed and adopted the first subarea plan created under the new CSA subarea planning program: the Vashon Maury-Island CSA Subarea Plan.³ The plan was a robust document that included adoption of many new policies across all policy areas of the KCCP: land use; rural area and natural resource lands; housing and human services; environment; parks, open space and cultural resources; transportation; and services, facilities and utilities. An implementation matrix was also included that outlined one or more “actions” for implementation of each policy in the subarea plan. The adopted plan also included a Workplan with three action items for implementation of the subarea plan.

Council review of the plan identified several areas of substantive policy issues in the transmittal, including inconsistency with the GMA, inconsistency with adopted KCCP policies, changes to current countywide and area-specific policy direction, potential for unanticipated County responsibilities, King County budget impacts, and service implications countywide and/or for other CSA geographies. It was also apparent that coordination and collaboration between DPER and PSB might not have occurred as required. Partly as a result of these issues, the Council adopted the budget provisos described below.

Skyway-West Hill SWAP and West Hill Community Plan Update. In 2014, the County adopted Motion 14221, which called for a comprehensive update to the 1994 West Hill

³ Attachment A to Ordinance 18623

Community Plan.⁴ Around this same time, Executive staff were also providing technical assistance to a community-led effort to update some elements of the Community Plan. This community-led effort resulted in the development of a series of proposed local implementation actions called the Skyway-West Hill Action Plan (SWAP). The SWAP was proposed to be adopted as an addendum to the existing 1994 Community Plan during the 2016 update of the KCCP.⁵ No policy changes to the Community Plan were included in the proposed SWAP.

The SWAP was a community-developed document, and was drafted prior to the adoption of the new subarea planning program framework in the 2016 KCCP. The SWAP process did not include comprehensive review and/or updates to the underlying Community Plan, as called for by Motion 14221 or the underlying subarea planning program goals. Additionally, a variety of policy issues, such as substantive budgetary impacts, were identified during Council review of the transmitted SWAP. As a result, the 2016 KCCP directed the Executive to work with the community to review the proposed SWAP and to comprehensively update the Community Plan within the context of the subarea planning program. The 2016 KCCP included a March 1, 2018 deadline for transmittal of the subarea plan. However, due to the adoption of the budget provisos discussed below, Executive work on development of the Skyway-West Hill subarea plan was put on hold while that work was completed.

2017-18 King County subarea planning budget provisos. Following Council review of the proposed 2016 SWAP and the transmitted 2017 Vashon-Maury Island CSA Subarea Plan, the Council identified the need for the Executive to reassess the subarea planning program, including the program's structure and schedule, the elements of subarea plans, and interdepartmental roles in the development of subarea plans. As a result, Proviso P2 of Section 5 and Proviso P3 of Section 47 of Ordinance 18602, a supplemental 2017-2018 King County Budget ordinance, were adopted in November 2017.

The two provisos restricted \$200,000 each from DPER's and PSB's budgets, and directed that no funds could be expended on subarea planning activities, unless and until the Council acts on the motion to approve the proviso response. The key elements of the subarea planning program restructure plan called for in the provisos are as follows.

- A. Consistency.** Methods to ensure subarea plans will be consistent with existing laws, policies, and adopted budget direction.
- B. DPER and PSB coordination.** Recommendations for coordination and collaboration between DPER and PSB's Regional Planning Unit in the development of subarea plans.
- C. Departmental consultation.** Methods to ensure subarea plans will be developed in consultation with and with concurrence by other County departments.
- D. Schedule.** Evaluation of potential changes to the subarea planning schedule to ensure sufficient time to complete plan development and adoption, including

⁴ Adopted in 1993 via Ordinance 11166. Only minor map and zoning amendments to the Community Plan have been adopted since 1993.

⁵ Included as Attachment J to the Executive's transmitted 2016 KCCP.

considering whether subarea plans should be developed and/or adopted at the same time as major KCCP updates are developed and/or adopted.

In May 2018, the Council adopted Motion 15142, which approved the Executive's plan to restructure the Community Service Area subarea planning program. The restructure was largely implemented through Ordinance 18810 in October 2018 as part of the 2018 KCCP update. The changes to the subarea planning structure in Ordinance 18810 include:

- Modifying the Comprehensive Plan from a 4-year update cycle to an 8-year cycle.
- Modifying the Council review time frame from a 9-month March to December review, to a 12-month July to June review. It also set a deadline for Council adoption of the KCCP at the end of each June.
- Modifying the CSA Subarea planning structure to make the approach for subarea plan development and adoption in a manner that is similar to the current KCCP process. Each subarea plan is proposed to have a two-year process, where Executive development of a proposed plan would take one year, and Council review and adoption would take one year. Development of a subarea plan would be led by the Permitting Division, in coordination with PSB and other County departments through an interdepartmental team. Similar to the KCCP, the Plan proposes to include the following process for development of subarea plans.
 - Internal scoping with County departments, Councilmembers, and Council staff
 - External scoping with the community
 - Development of a Public Review Draft
 - A public comment period
 - Development of an Executive recommended plan
 - Transmittal to the Council for review and possible action
- Pausing the development of CSA subarea plans during the development of the 8-year KCCP updates.
- Narrowing the scope of the CSA subarea plans to focus on land use issues, such as review of land use designations, zoning classifications, Special District Overlays (SDOs), and property-specific (P-Suffix) development conditions. Other “built environment” topics are also proposed to be addressed, but would be done so in the context of existing functional plans, such as the Transportation Needs Report (TNR) and Regional Trail Needs Report (RTNR). Additionally, the plans are proposed to “generally rely” on the adopted policies of the KCCP; potential for new, subarea-specific policies would be limited.
- Including an implementation matrix to reflect community-identified priorities, similar to the matrix in the Vashon-Maury Island CSA Subarea Plan. Development of the “actions” in the matrix is proposed to be informed by the adopted County budget, including review of existing and planned programmatic work and funded, planned, and unfunded capital plans and projects for the subarea. The Plan states that this proposed process would have communities prioritize their interests, which would then be considered as part of future biennial budgets.

- Including monitoring the implementation of the subarea plans and using performance measures is proposed, which is expected to result in a reduction or elimination of “the need for workplan items” when adopting subarea plans.
- Modifying the schedule and geography (as described earlier in this staff report) to reflect these changes.
- Better coordination between the Permitting Division and the Regional Planning Unit in PSB, using an interdepartmental staff team, and “documenting leadership support” for proposed policies and actions within their respective departments. The Council also approved two additional FTEs as part of the 2019-2020 budget for subarea planning to implement the restructure.

Skyway-West Hill SWAP and West Hill Community Plan Update. The Skyway-West Hill CSA Subarea Plan is included in the Executive's transmittal of Proposed Ordinance 2019-0413, as Attachments F and G. The Executive's proposed plan includes a Subarea Plan, proposed Map Amendments, a community center feasibility analysis, an equity analysis of service delivery, and an equity impact review of the plan.

Public Participation

K.C.C. 20.18.160 and RCW 36.70A.140 call for “early and continuous” public engagement in the development and amendment of the comprehensive plan and any implementing development regulations. As part of that process, the Executive is required to publish a Public Review Draft (PRD) of the KCCP that allows for public input on the draft changes to the plan. For the 2020 KCCP update, the Executive issued the PRD on July 1, 2019, which was open for public comment through July 31, 2019. The Executive hosted five community meetings on the PRD, in Carnation, Skyway, Maple Valley, Vashon-Maury Island, and North Highline. An additional meeting focusing on sea level rise was held on Vashon-Maury Island on July 2, 2019. For the Skyway-West Hill CSA Subarea Plan, the Executive held four focus group meetings, three community meetings, and 22 stakeholder interviews.

Following closure of the PRD comment period, the Executive considered the public feedback and finalized the proposed 2020 KCCP update. The Executive transmitted a recommended KCCP update to the Council on September 30, 2019, as required by K.C.C. 20.18.030.D.4. The Council will review and deliberate on the Executive’s proposal, with adoption expected by the end of July 2020.

ANALYSIS

Committee and Council Review Process

At two briefings in the Mobility and Environment Committee in 2019, Executive staff briefed the changes proposed by the 2020 KCCP update and the Skyway-West Hill CSA Subarea Plan. At the December 13, 2019 Committee meeting, Council staff presented initial analysis of the Executive's legislation. Additional Council staff analysis was provided at the January 22, 2020 and February 12, 2020 Committee meetings. Subsequently, an initial striking amendment S1, was issued by the Chair of the Committee that made substantive changes from the Executive's transmitted 2020 Update. A public

hearing notice was issued based on this initial striking amendment, as well as a series of line amendment concepts under consideration.

On June 9, the Council heard public testimony, and Council staff briefed all known amendments. On July 7 and July 21, the Council held a continued public hearing, to hear additional public testimony.

On July 24th, the Council is scheduled to be briefed on all of the amendments, deliberate, and hold a final vote on the 2020 update, including any offered amendments.

Attachment 3 to this staff report includes the tentative Committee and Full Council review schedule for the 2020 Update, updated as of July 22, 2020.

Growth Management Planning Council Review

On June 24, 2020, the Growth Management Planning Council (GMPC) approved Motion 20-1 which recommends that the 2016 King County Countywide Planning Policies Urban Growth Area Boundary Map and the Potential Annexation Areas Map be amended. The changes include three amendments to the Urban Growth Area adjacent to the City of Woodinville, the City of Maple Valley, and the City of Issaquah. The GMPC was also briefed on the proposed changes at its February 2020 meeting.

ATTACHMENTS

1. Transmittal Letter
2. Fiscal Note
3. 2020 Comprehensive Plan Update Schedule, as of July 22, 2020

LINKS

All components of the transmitted 2020 update to the 2016 KCCP, as well as additional information about the Council's review of the proposal, can be found at:

<https://www.kingcounty.gov/council/CompPlan/2020compplan.aspx>

Direct link to the Council amendment page:

<https://www.kingcounty.gov/council/CompPlan/2020compplan/amendments.aspx>

September 30, 2019

The Honorable Rod Dembowski
Chair, King County Council
Room 1200
C O U R T H O U S E

Dear Councilmember Dembowski:

This letter transmits an ordinance adopting the 2020 update to the 2016 King County Comprehensive Plan (2020 update). In 2018, the County restructured its comprehensive planning program, moving to an 8-year statutory update schedule and allowing a midpoint review every four years. Because of the timing of the next statutory update in 2023, the Council directed a midpoint review in 2020, via Workplan Action 14 in Ordinance 18810 and King County Code 20.18.030.

The process began on January 1, 2019 with submittal of the Scope of Work to the King County Council. King County Motion 15329 adopted the scope on February 27, 2019 and serves as the foundation for the 2020 update. The unique timing of the 2020 update meant that the typical scoping and public review processes were shorter than usual. Several land use and code studies were conducted, as directed; the outcomes of these studies are included with this transmittal.

The 2020 update would advance planning in King County through the following proposals.

- Establish regulations for fossil fuel facilities to protect public health and safety.
- Establish policy and regulatory changes to prepare for sea level rise impacts.
- Implement recommendations from the 2018 Marijuana Report in Proposed Motion 2019-0012.
- Establish new zoning for the Bear Creek Urban Planned Development.
- Make changes to reflect the Regional Affordable Housing Plan and Action Strategy.

The 2020 update also includes the Skyway-West Hill Community Service Area Land Use Subarea Plan, which replaces the existing 1994 West Hill Community Plan. This subarea plan, led by the Permitting Division of the Department of Local Services, will be the first conducted under the restructured subarea planning process adopted by the Council in Ordinance 18810.

While the 2020 update does not include any substantive expansions of the Urban Growth Area, there are minor technical changes in some areas, and the plan includes a proposed contraction of the Urban Growth Area for a portion of the area known as the East Cougar Mountain Potential Annexation Area (PAA).

This transmittal package includes the following documents.

- Ordinance adopting amendments to the King County Code.
- Comprehensive Plan and King County Code Amendments.
- Comprehensive Plan Policy I-207 Analysis.
- Plain Language Summary of Code Amendments.
- Forty-two Land Use and Zoning Map Amendments.
- Eight Area Land Use and Zoning Studies.
- Ten Code Studies and Reports.
- Public Participation Report.
- Other Miscellaneous Items.

As in past updates, a State Environmental Policy Act (SEPA) review and threshold determination will be completed in advance of final action by the King County Council.

The 2020 update is consistent with the King County Strategic Plan. By addressing public health and safety, housing, environmental, and other issues, it responds to the Strategic Plan's vision statement that the County is a diverse and dynamic community with a healthy economy and environment where all people, businesses, and organizations have the opportunity to thrive.

The County's Comprehensive Plan and development regulations are a core element of the County's climate action strategy. By focusing new development in urban areas served by high capacity transit, and protecting working farms and forests the sequester carbon, the county curbs growth in greenhouse gas emissions as the region grows. Consistent with the county's Strategic Climate Action Plan, this 2020 update hold the line on sprawl and strengthens protection of public health and safety from risk of fossil fuel facilities and mining. This 2020 update also proposes new development standards to reduce risks of sea level rise. The amendments in the 2020 update align with the goals related to Accessible and Affordable Housing, a Healthy Environment, and others.

It is estimated that this report required approximately 10,300 staff hours to produce, costing approximately \$770,000.

I urge your careful consideration of the proposed plan and implementing regulations. Together, they will help to ensure that our region continues to manage growth effectively while ensuring the County's compliance with the Growth Management Act.

The Honorable Rod Dembowski
September 30, 2019
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If you have any questions about this transmittal, please contact Lauren Smith, Director, Regional Planning, at 206-263-9606.

Sincerely,

Dow Constantine
King County Executive

Enclosures

cc: King County Councilmembers
 ATTN: Carolyn Busch, Chief of Staff
 Melani Pedroza, Clerk of the Council
Dwight Dively, Director, Office of Performance, Strategy and Budget (PSB)
Lauren Smith, Director, Regional Planning, PSB

2019-2020 FISCAL NOTE

Ordinance No. 2019-XXXX
Title: 2020 Update to the 2016 Comprehensive Plan
Affected Agency and/or Agencies: Executive Office
Note Prepared By: Ivan Miller
Date Prepared: 9/3/2019
Note Reviewed By: Chris McGowan
Date Reviewed: 9/5/2019

Description of request:

This legislation adopts the proposed changes to King County Comprehensive plan.

Revenue to:

Agency	Fund Code	Revenue Source	2019-2020	2021-2022	2023-2024
			0	0	0
TOTAL			0	0	0

Expenditures from:

Agency	Fund Code	Department	2019-2020	2021-2022	2023-2024
			0	0	0
			0	0	0
TOTAL			0	0	0

Expenditures by Categories

	2019-2020	2021-2022	2023-2024
	0	0	0
TOTAL	0	0	0

Notes and Assumptions:

Although adoption of the Comprehensive Plan does not itself have any effect on the fiscal affairs of King County, some of the policy changes within the plan may result in unpredictable future changes to revenues and expenditures.

**Proposed Ordinance 2019-0413
2020 King County Comprehensive Plan Update and Skyway-
West Hill CSA Subarea Plan**

**King County Council committee review and adoption schedule
As of June 29, 2020 – subject to change**

<i>Date</i>	<i>Event</i>
September 30, 2019	Executive's Transmittal of 2020 King County Comprehensive Plan Update
October 15	Briefing in Mobility and Environment Committee <ul style="list-style-type: none"> • Executive staff brief Skyway-West Hill CSA Subarea Plan
November 5	Briefing in Mobility and Environment Committee <ul style="list-style-type: none"> • Executive staff brief 2020 KCCP Update
December 3	Briefing in Mobility and Environment Committee <ul style="list-style-type: none"> • Key Issues Overview
February 12	Briefing in Mobility and Environment Committee <ul style="list-style-type: none"> • Review of Mineral Resources and Fossil Fuel Facilities
June 9	Public Hearing at full Council
July 7	Continued Public Hearing
July 21	Continued Public Hearing
July 24 9:00 a.m.	Possible vote at full Council <ul style="list-style-type: none"> • Consideration of amendments Vote on final adoption of proposed 2020 King County Comprehensive Plan Update and Skyway-West Hill Land Use Strategy

The July 24th Council meeting will be held as a remote meeting. More information can be found here:

https://www.kingcounty.gov/council/committees/full_council.aspx