



## **Pacific Raceways Area Zoning and Land Use Study**

### **I. OVERVIEW**

This item has been identified by the King County Council as a potential land use map and zoning map amendment as part of the 2020 update to the 2016 Comprehensive Plan. The proposal would review the land use designations and implementing zoning on parcels 0321059190, 1021059002, 1021059008, 1021059003, 1021059019, 1021059029, 1121059035, and the surrounding area, to include modifying or removing the existing P-suffix development condition.

### **II. BACKGROUND INFORMATION**

#### **Parcel Information**

The Pacific Raceways property is made up of seven properties that total 330.32 acres ("Pacific Raceways Property" or "site"). The owner of this property is Race Track LLC, except that Parcel #0321059190 is owned by the State of Washington Department of Transportation.<sup>1</sup>

The property is located outside the Urban Growth Area. It has a land use designation of Rural Area (RA), and a split zoning designation of Industrial (I) and Rural Area, one unit per 5 acres (RA-5). The portion of the property zoned RA-5 generally is undevelopable due to critical areas. The I-zoned property has a property specific development condition, or P-suffix condition. SC-P02 limits the development on the site to racetrack uses, and prohibits any other industrial use.<sup>2</sup>

The southern portion Pacific Raceways Property is partially developed as a racetrack, with associated structures. The racetrack has been in operation since 1960. There is an existing go-kart track in the central portion of the site and a motocross area on the western portion of the site. Other portions of the site are used for event and commuter parking. Excavation for a dragstrip on the north/west portion of the site was completed, but the dragstrip has not been constructed. This existing development has impacts on the site and surrounding area; in addition to typical impacts

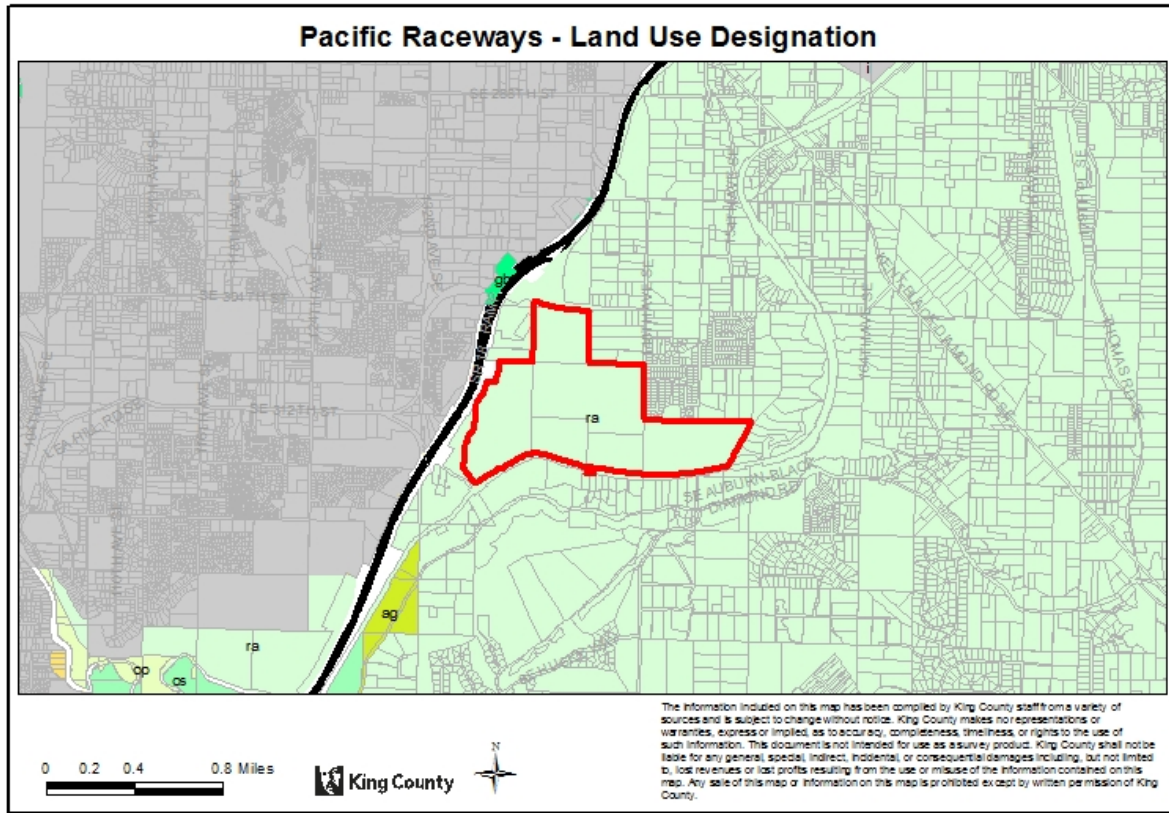
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<sup>1</sup> One of the seven properties is shown in Assessor information of being owned by the Washington State Department of Transportation. It has been previously included in legislation regarding Pacific Raceways, and is included in this Area Land Use and Zoning Study.

<sup>2</sup> SC-P02 was first adopted by Ordinance 10197, in 1991.

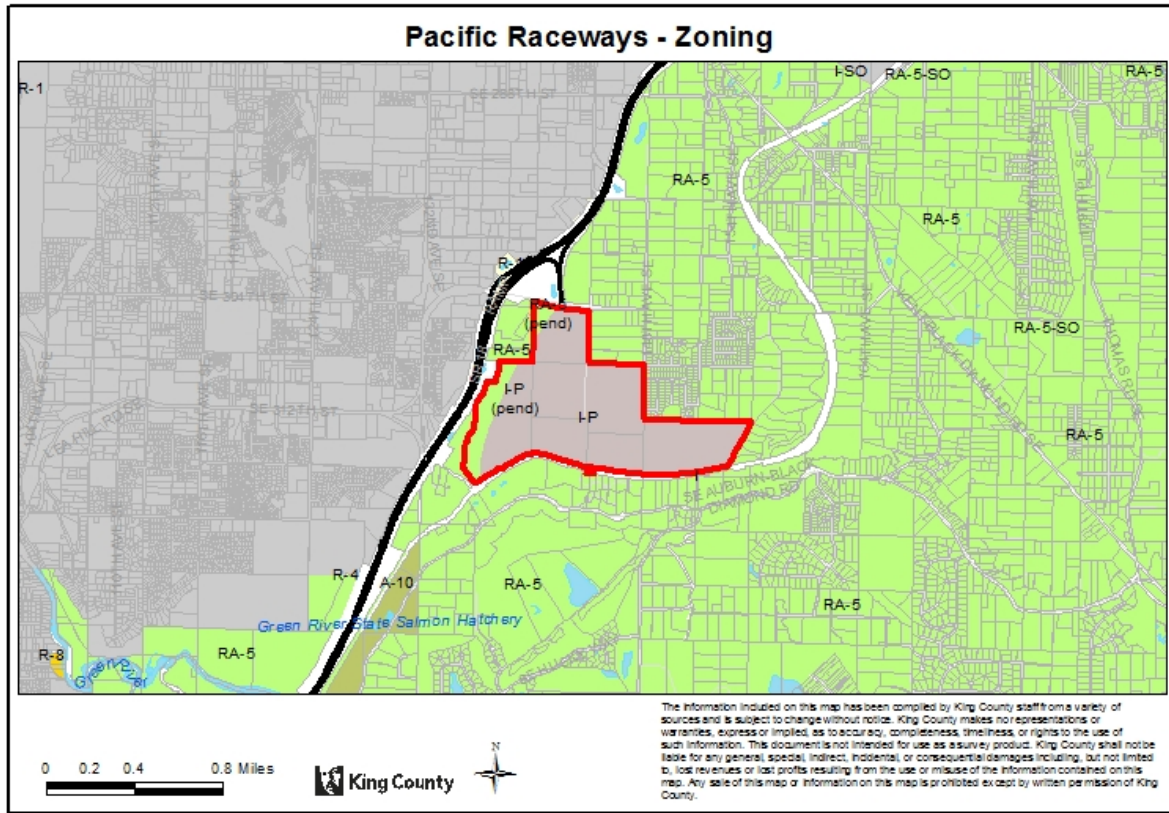


Figure 2 - Comprehensive Plan Land Use Designations



Comprehensive Plan Land Use Designations	
ra	Rural Area
ag	Agriculture
op	Other parks/wilderness
os	King County Open Space & Parks

Figure 3 - Zoning



<b>King County Zoning Classifications</b>	
I – Industrial	
RA-5 – Rural Area, 1 unit per 5 acres	
A-10 – Agricultural, 1 unit per 10 acres	
R-4 – Residential, 4 units per acre	
R-8 – Residential, 8 unit per acre	
-P – P-Suffix Development Condition	
-SO – Special District Overlay	

## Land Use Information

### P-suffix Development Condition

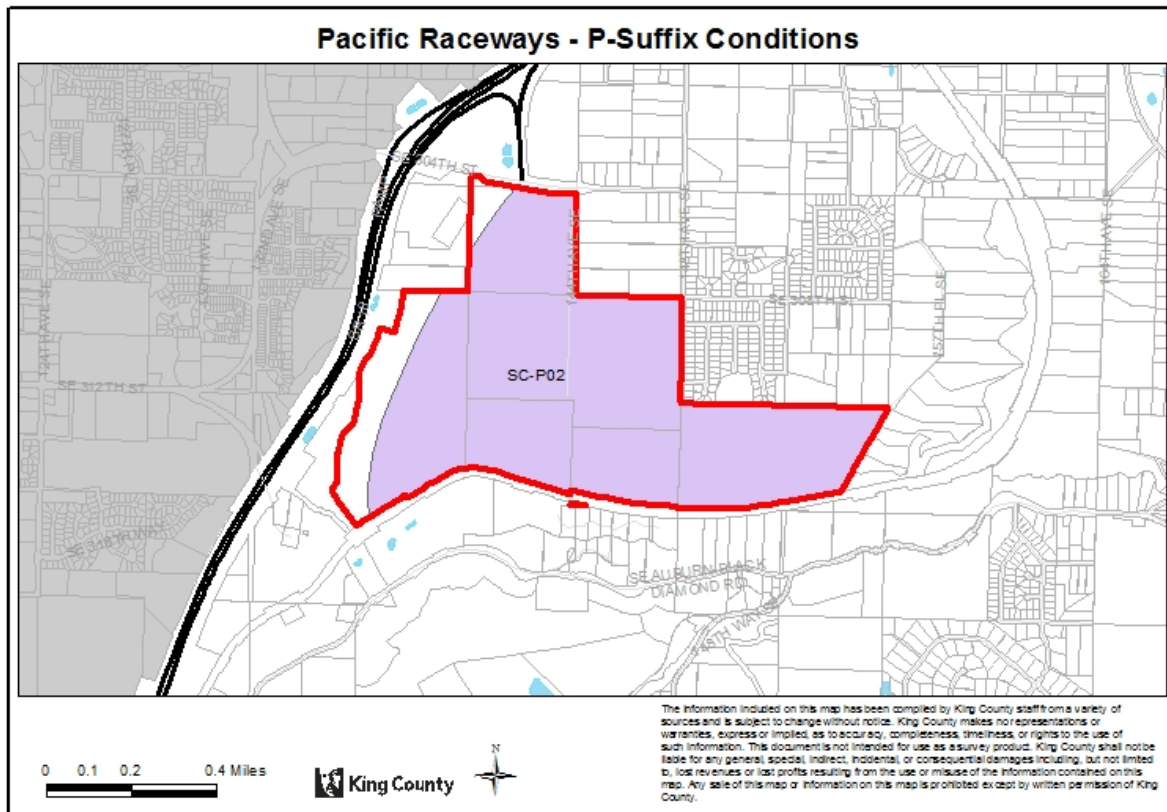
As part of the Soos Creek Community Plan adopted in 1991 by Ordinance 10197, a P-suffix development condition was added to portions of the Pacific Raceways Property in order to comply with policy F-18 in the Soos Creek Community Plan. This P-suffix development condition was revised in 1997 by Ordinance 12824 to say:

**SC-P02** The site is limited to racetrack uses only; no other industrial uses are allowed which are not permitted by the SIR Special Use Permit. The Rural land use designation will remain; should the racetrack use be terminated, this property should continue to be designated Rural and the zoning shall revert to RA-5.

The area impacted by the P-suffix development condition was modified by Ordinance 14044 adopted in 2001. As part of this Ordinance, a portion of the Pacific Raceways Property was zoned from RA-5 to I, and another portion was zoned from I to RA-5. The P-suffix development condition followed the change of industrial land, and does not apply to the RA-5 zoned area. The land rezoned to RA-5 is near Soosette Creek. A conservation easement was applied to that area at that time, and this rezone has been effectuated.

In 2012, another rezone was approved as part of Ordinance 17485, to essentially swap the zoning for a portion of RA-5 zoned property and a portion of I zoned property. This rezone included a pre-effective condition requiring the property owner to record a conservation easement and complete on-site mitigation in the vicinity of Soosette Creek, which runs on the western property line. The on-site mitigation has been completed, but the conservation easement has not been recorded, so this rezone has not been effectuated.

Figure 4 – P-Suffix Development Condition



### Demonstration project

In 2012, the Council adopted Ordinance 17287, which established a demonstration project for a master planning process for a regional motor sports facility. The purpose of the demonstration project is to test out a comprehensive, streamlined permit review process of a major land use proposal that produces development and operating agreement that governs the development of the site and establishes the key requirements to meet through each phase of development, the operating standards to govern the project's operation including impacts of the use (noise, traffic, hours of operation, number and types of special events) and what types of non-racing uses could be permitted. The Ordinance includes a new definition for "regional motor sports facility", which is broader than, but consistent with, the restriction on a racetrack use in the P-suffix development condition.

The uses that would be allowed by the demonstration project include racetrack-related uses such as a road course, motocross course, and drag strip; as well as accessory uses, including fire station, driving school and training for police and fire safety. Other racing-related accessory uses that would be permitted by the demonstration project include sale of racing- or event-related items; repair, service, modification or storage of motor vehicles used primarily at the facility; custom fabrication of racing motor vehicles, or vehicle parts to be incorporated into those vehicles, that will be used primarily at the facility; motor vehicle fuel sales for event participants; daycare for

people employed at the facility and event participants and spectators; food service and concessions for event participants and spectators; and short-term recreational vehicle parking for persons attending or participating in events at the facility.

The demonstration project ordinance sets out specific timelines and criteria for the County to review the development and operating agreements, includes public outreach and opportunity for public comment, and includes review and recommendation by the King County Hearing Examiner. In order for the demonstration project to inform the Council of the results of the project, the Hearing Examiner will conduct annual monitoring on the development and operating agreement, including opportunity for public comment, and a process by which to modify the agreement. The Permitting Division Director is also charged with submitting a report after adoption of the development and operating agreement evaluating the efficacy of the master planning demonstration project. The purpose of these reports and follow up monitoring is to see if the process has broad applicability elsewhere in the County's development regulations.

In 2015, Ordinance 18184 modified the terms of the demonstration project to allow an interim use permit, which tested the master planning process on a smaller scale, for a discreet portion of the overall project. This interim use allows up to 400,000 square feet of a "regional motor sports facility," and associated excavation and processing of materials. The Ordinance set out a process and criteria by which the interim use could be permitted, with specific timelines for permit review. It includes public notice requirements, and a public hearing and decision by the Hearing Examiner. The interim use permit was approved in 2019 for 205,000 square feet of a regional motor sports facility, and a grading permit has been issued and some excavation and other site work has begun. Building permit applications are expected to be submitted to the Permitting Division in 2020.

#### State of Washington Actions

In 2014, Ordinance 17761 authorized the transmittal of a letter from King County supporting the designation of the Pacific Innovation Center at the Pacific Raceways Property as a project of statewide significance. The letter sent to the Washington State Department of Commerce by the Council supporting the designation of Pacific Raceways as a project of statewide significance noted the potential for legislative changes to KCC 21A.55.105 and the P-suffix development condition governing development of Pacific Raceways. Pacific Raceways has been designated by the Washington state Department of Commerce as a project of statewide significance in accordance with chapter 43.157 RCW.

In October 2019, the Pacific Innovation Center at the Pacific Raceways property has been added to the City of Auburn's Urban Center for Innovative Partnerships and Innovative Partnership Zone authorized by RCW 43.330.270. Designated Innovative Partnership zones are intended to "encourage and support research institutions, workforce training organizations, and globally competitive companies to work cooperatively in close geographic proximity to create commercially viable products and jobs."



### Property Owner Interest

The property owner is interested in making use of these state designations on the site and that could require zoning change to Industrial. The property owner has expressed interest in uses that could provide research and development facilities for technological advancements in the automotive industry. This could include research and development, testing and manufacturing, and assembly and distribution facilities.

## **III. INFRASTRUCTURE AND SERVICES**

**Utilities:** The eastern half of the site is within the boundary of the Covington Water District, and the entire site is within the District's water service area. The site is outside the boundary of any sewer service district or agency.

**Schools:** The site is within the Auburn School District #408. There are schools to the west of this site, on the other side of State Route 18.

**Roads:** This site has access to SE 304<sup>th</sup> Street, which classified as a Collector to the west of the site, and a local access street to the east. There is also direct access to an on-ramp onto State Route 18.

Any future development on the site, either at the existing zoning or with a change or removal of the P-suffix development condition, would be required to submit a project specific traffic impact analysis that would identify existing transportation issues and propose mitigation (such as road widening) for adverse traffic impacts that result from the proposed development.

**Transit:** There is not transit service to this site. The nearest transit service is west of the site, across State Route 18, where Routes 164 and 181 serve Green River College. Route 164 connects the Green River College to Kent Station; Route 181 connects Green River College to Auburn and Federal Way.

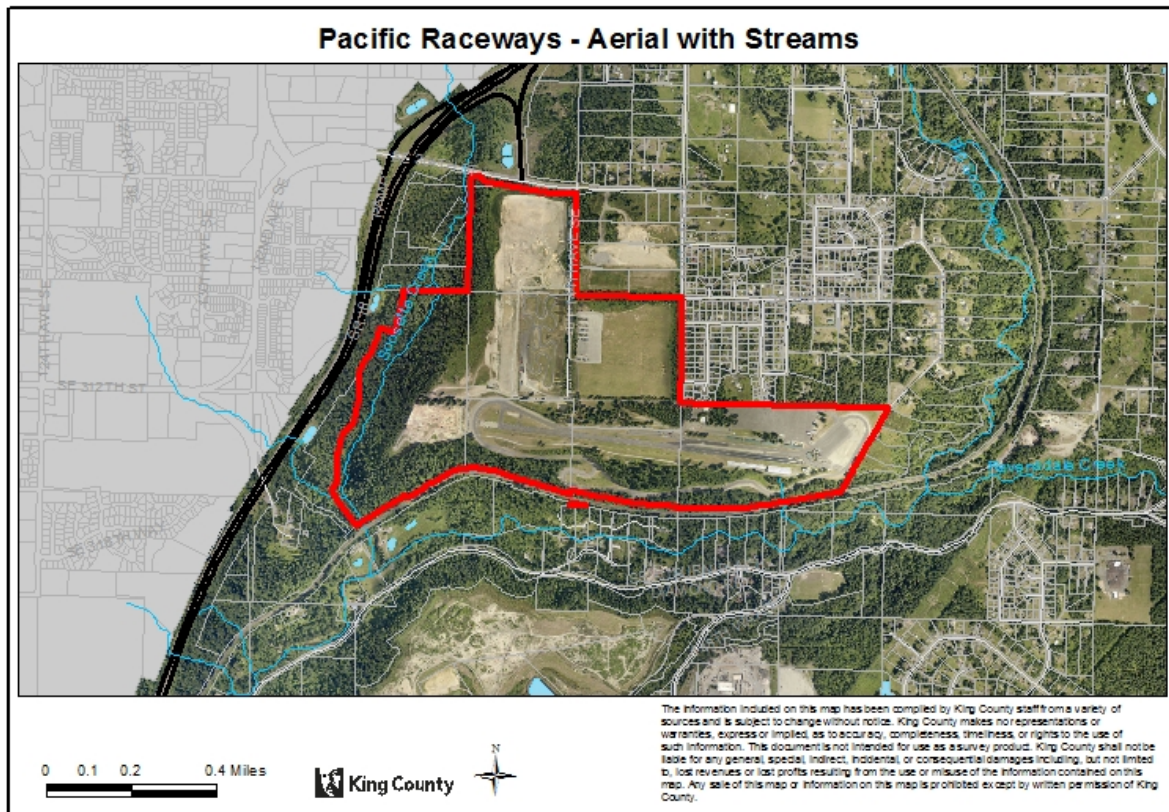
## **IV. ENVIRONMENT AND CRITICAL AREAS**

Soosette Creek runs north to south along the western property line, and a combination of critical area code buffers and conservation easements restrict development of this area. Steep slopes are associated with Soosette Creek.

Soos Creek runs east to west, south of the racetrack.



Figure 5 - Critical Areas



Portions of the site are located within a Class II Critical Aquifer Recharge Area, which restricts certain resource, manufacturing, and regional uses. Further evaluation would be necessary to confirm a lack of impacts of any use or development, which would occur during permit review.

## V. POLICY CONTEXT

The following Comprehensive Plan policies are relevant to this property:

### Non-Resource Industrial Uses

- R-512**                      **The creation of new Industrial-zoned lands in the Rural Area shall be limited to those that have long been used for industrial purposes, do not have potential for conversion to residential use due to a historic designation and that may be accessed directly from State Route 169.**
- R-513**                      **Rural Public Infrastructure Maintenance Facilities, and agriculture and forestry product processing should be allowed in the Rural Area. Other new industrial uses**

in the Rural Area shall be permitted only in Rural Towns and in the designated industrial area adjacent to the Rural Neighborhood Commercial Center of Preston.

**R-514**

Development regulations for new industrial development in the Rural Area shall require the following:

- a. Greater setbacks, and reduced building height, floor/lot ratios, and maximum impervious surface percentage standards in comparison to standards for urban industrial development;
- b. Maximum protection of sensitive natural features, especially salmonid habitat and water quality;
- c. Building and landscape design that respects the aesthetic qualities and character of the Rural Area, and provides substantial buffering from the adjoining uses and scenic vistas;
- d. Building colors and materials that are muted, signs that are not internally illuminated, and site and building lighting that is held to the minimum necessary for safety;
- e. Heavier industrial uses, new industrial uses producing substantial waste byproducts or wastewater discharge, or new paper, chemical and allied products manufacturing uses in the urban industrial zone shall be prohibited; and
- f. Industrial uses requiring substantial investments in infrastructure such as water, sewers or transportation facilities, or facilities that generate substantial volumes of heavy-gross weight truck trips, shall be reduced in size to avoid the need for public funding of the infrastructure.

### Economic Development

**ED-211**

King County should support programs and strategies to preserve and plan for an adequate supply of industrial and commercial land, including but not limited to:

- a. Complying with the State of Washington Buildable Lands Program – RCW 36.70A.215 – and, in cooperation with the cities, inventorying and monitoring the use of industrial, commercial, and residential lands every five years;
- b. Partnering with other jurisdictions and the private sector, to advocate for development and maintenance of a regional Geographic Information System to track the supply of land;
- c. Actively applying for federal, state, and other resources to help defray the costs of assessment, remediation, and redevelopment of private and/or public Brownfields;
- d. Selling county-owned surplus industrial and commercial lands for development by the private sector;

- e. **Promoting the redevelopment and infill of industrial and commercial areas and exploring the feasibility of using incentives to achieve this goal; and**
- f. **Preventing the encroachment of non-industrial uses on industrially-zoned land and the rezoning of industrial land to other uses.**

### Soos Creek Community Plan

CP-1014 The operation of Pacific Raceway is expected to continue indefinitely. The area authorized for racetrack use shall be confined to maximize protection of Soosette Creek and its riparian area. Any future consideration of permits for its operation should be consistent with the spirit and intent of the 1991 rules and conditions which regulate operation of the facility. (F-18)

## **VI. ANALYSIS**

### Underlying zoning

The terms of the P-suffix require that the only industrial use allowed is a racetrack use, and if the racetrack use is terminated, the property reverts to RA-5 zoning. Under the current Zoning Code (Title 21A), RA-5 zoning would allow a base density of 1 unit per 5 acres. Residential and nonresidential uses are allowed within the RA-5 zone; however, a motor vehicle racetrack is not permitted (a motor vehicle racetrack is only permitted in the I zone).

### Industrial zone

**Zone Purpose.** K.C.C. 21A.04.130 describes the purpose of the Industrial zone in unincorporated King County:

A. The purpose of the industrial zone (I) is to provide for the location and grouping of industrial enterprises and activities involving manufacturing, assembly, fabrication, processing, bulk handling and storage, research facilities, warehousing and heavy trucking. It is also a purpose of this zone to protect the industrial land base for industrial economic development and employment opportunities. These purposes are accomplished by:

1. Allowing for a wide range of industrial and manufacturing uses;
2. Establishing appropriate development standards and public review procedures for industrial activities with the greatest potential for adverse impacts; and
3. Limiting residential, institutional, commercial, office and other non-industrial uses to those necessary for the convenience of industrial activities.

B. Use of this zone is appropriate in urban activity centers or rural towns designated by the Comprehensive Plan and community plans which are served at the time of development by adequate public sewers, water supply, roads and other needed public facilities and services.

**Permitted Uses.** K.C.C. chapter 21A.08 regulates the permitted uses in unincorporated King County. The Industrial zone allows the following use:

Residential land uses: none allowed

Recreational/cultural land uses:

<b>SIC#</b>	<b>SPECIFIC LAND USE</b>	<b>I</b>
	<b>PARK/RECREATION:</b>	
*	Park	P13
*	Trails	P
*	Campgrounds	P16 C16a
*	Marina	P
	<b>AMUSEMENT/ENTERTAINMENT:</b>	
*	Theater	P25
793	Bowling Center	P
7999 (14)	Amusement and Recreation Services	P21
*	Indoor Paintball Range	P26
*	Shooting Range	P10
	<b>CULTURAL:</b>	
841	Museum	P

General services land uses:

<b>SIC#</b>	<b>SPECIFIC LAND USE</b>	<b>I</b>
	<b>PERSONAL SERVICES:</b>	
72	General Personal Service	P3
7216	Drycleaning Plants	P
7218	Industrial Launderers	P
*	Day Care I	P7
*	Day Care II	P7
074	Veterinary Clinic	P
753	Automotive Repair (1)	P
754	Automotive Service	P
76	Miscellaneous Repair (44)	P
0752	Animal specialty services	P
*	Artist Studios	P
*	Interim Recycling Facility	P
*	Dog training facility	P
	<b>HEALTH SERVICES:</b>	

801-04	Office/Outpatient Clinic	P
807	Medical/Dental Lab	P
	<b>EDUCATION SERVICES:</b>	
*	Vocational School	P
*	Specialized Instruction School	P 38
*	School District Support Facility	P15

Government/business services land uses:

<b>SIC#</b>	<b>SPECIFIC LAND USE</b>	<b>I (30)</b>
	<b>GOVERNMENT SERVICES:</b>	
*	Public agency or utility office	P16
*	Public agency or utility yard	P
*	Public agency archives	P
9221	Police Facility	P
9224	Fire Facility	P
*	Utility Facility	P
*	Commuter Parking Lot	P35
*	Private Stormwater Management Facility	P8
*	Vactor Waste Receiving Facility	P
	<b>BUSINESS SERVICES:</b>	
*	Construction and Trade	P
*	Individual Transportation and Taxi	P
421	Trucking and Courier Service	P
*	Warehousing, (1) and Wholesale Trade	P
*	Self-service Storage	P
4221 4222	Farm Product Warehousing, Refrigeration and Storage (38)	P
*	Log Storage (38)	P
47	Transportation Service	P
473	Freight and Cargo Service	P
48	Communication Offices	P
482	Telegraph and other Communications	P
*	General Business Service	P16
*	Professional Office	P16
7312	Outdoor Advertising Service	P
735	Miscellaneous Equipment Rental	P
751	Automotive Rental and Leasing	P
752	Automotive Parking	P
*	Off-Street Required Parking Lot	P32
873	Research, Development and Testing	P2
*	Heavy Equipment and Truck Repair	P

	<b>ACCESSORY USES:</b>	
*	Commercial/Industrial Accessory Uses	P
*	Helistop	C24

Retail land uses:

<b>SIC#</b>	<b>SPECIFIC LAND USE</b>	<b>I</b>
54	Food Stores	P6
*	Agricultural Product Sales (28)	P25
*	Farmers Market	P24
*	Motor Vehicle and Boat Dealers	P
553	Auto Supply Stores	P
554	Gasoline Service Stations	P
58	Eating and Drinking Places	P
*	Sporting Goods and Related Stores	P22
598	Fuel Dealers	P
*	Florist Shops	
*	Auction Houses	P
*	Livestock Sales (28)	P

Manufacturing land uses (only uses that do not require a CUP)

<b>SIC #</b>	<b>SPECIFIC LAND USE</b>	<b>I (11)</b>
20	Food and Kindred Products (28)	P2
*	Winery/Brewery /Distillery Facility II	P31
*	Materials Processing Facility	P
23	Apparel and other Textile Products	P
24	Wood Products, except furniture	P
25	Furniture and Fixtures	P
27	Printing and Publishing	P
*	Marijuana Processor II	P25
31	Leather and Leather Goods	P
32	Stone, Clay, Glass and Concrete Products	P
34	Fabricated Metal Products	P
35	Industrial and Commercial Machinery	P
357	Computer and Office Equipment	P
36	Electronic and other Electric Equipment	P

38	Measuring and Controlling Instruments	P
39	Miscellaneous Light Manufacturing	P
*	Aircraft, Ship and Boat Building	P10
7534	Tire Retreading	P
781-82	Movie Production/Distribution	P

Resource land uses:

<b>SIC#</b>	<b>SPECIFIC LAND USE</b>	<b>I</b>
	<b>AGRICULTURE:</b>	
01	Growing and Harvesting Crops	P
02	Raising Livestock and Small Animals (6)	P
*	Marijuana producer	P20 C21
	<b>FORESTRY:</b>	
08	Growing & Harvesting Forest Production	P
*	Forest Research	P
	<b>FISH AND WILDLIFE MANAGEMENT:</b>	
0921	Hatchery/Fish Preserve (1)	P
0273	Aquaculture (1)	P
	<b>MINERAL:</b>	
2951, 3271, 3273	Asphalt/Concrete Mixtures and Block	P
	<b>ACCESSORY USES:</b>	
*	Resource Accessory Uses	P4

Regional land uses (excludes most uses that require a CUP or SUP)

<b>SIC#</b>	<b>SPECIFIC LAND USE</b>	<b>I (15)</b>
*	Public Agency Animal Control Facility	P
*	Non-hydroelectric Generation Facility	P12
*	Communication Facility (17)	P
*	Earth Station	P
*	Transfer Station	P
*	Wastewater Treatment Facility	C
*	Rural Public Infrastructure	P



	Maintenance Facility	
*	Transit Bus Base	P
*	Transit Comfort Facility	P26
*	School Bus Base	P
7948	Racetrack	S24
*	Regional Motor Sports Facility	P
8221- 8222	College/University(1)	P

The uses anticipated by the property owner with a change to Industrial zoning, including research facilities and warehousing, do not appear to be inconsistent with the zone purpose; and the impacts of these uses appear to be comparable to or less than the existing racetrack use. The property owner has not submitted a permit application that specifies the proposed uses on the site, and site-specific analysis would need to be completed to determine compliance with the full range of the County's development regulations.

Policy options for the Council to consider include:

1. Modify those portions of the parcels outside the conservation area, with the land use designation of Rural Area to Industrial and the zoning classification of RA-5 to Industrial, and modify the existing P-suffix condition that limits the use to racetrack uses, to include other uses, such as those allowed by the regional motor sports facility demonstration project, the project of statewide significance, and/or the innovative partnership zone.
2. Modify those portions of parcels outside of the conservation area, with the land use designation of Rural Area to Industrial and the zoning classification of RA-5 to Industrial, with no P-suffix development condition.
3. Modify those portions of the parcels outside the conservation area, with the land use designation of Rural Area to Industrial and the zoning classification of RA-5 to Industrial, with a P-suffix development condition that limits the uses. Such limits could:
  - a. Prohibit certain types of uses (such as retail uses and general services uses)
  - b. Limit the uses to those allowed in certain tables (such as manufacturing and business services)
  - c. Limit the use to specified SIC or County Code defined uses.
4. Do not approve any change to the land use designation or zoning classification of the property.