



# KING COUNTY

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

## Signature Report

November 5, 2013

Ordinance 17687

Proposed No. 2013-0411.1

Sponsors Phillips

1 AN ORDINANCE relating to comprehensive planning and  
2 permitting; revising the Introduction and Chapters 1 and 2  
3 of the 2012 updates to the Comprehensive Plan; replacing  
4 Ordinance 17485, Attachment F, Technical Appendix D;  
5 and amending Ordinance 17485, Section 2.

6 STATEMENT OF FACTS:

- 7 1. King County adopted the 2012 updates to the King County  
8 Comprehensive Plan on December 3, 2012.
- 9 2. The city of Snoqualmie timely filed an appeal to the growth  
10 management hearings board ("board") and among the many issues it raised  
11 in its appeal, the city claimed that the updates to the Comprehensive Plan  
12 did not comply with SHB 1825, the 2009 amendments to the Washington  
13 State Growth Management Act.
- 14 3. On August 12, 2013, the board issued its Final Decision and Order on  
15 the city's appeal.
- 16 4. While the board found for the county on every substantive issue raised  
17 by the city in its appeal, it also determined that the Comprehensive Plan  
18 did not adequately demonstrate that the updates were reviewed and

19 potentially revised to comply with the requirements of the 2009  
20 amendments to the Growth Management Act.

21 5. As required by the 2009 amendment to RCW 36.70A.115, cities and  
22 counties that plan under the Growth Management Act, must "ensure that,  
23 taken collectively, adoption of and amendments to their comprehensive  
24 plans and/or development regulations provide sufficient capacity of land  
25 suitable for development within their jurisdictions to accommodate their  
26 allocated housing and employment growth, including the accommodation  
27 of, as appropriate, the medical, governmental, educational, institutional,  
28 commercial, and industrial facilities related to such growth, as adopted in  
29 the applicable countywide planning policies and consistent with the  
30 twenty-year population forecast from the office of financial management."

31 6. The board remanded back to the county the Comprehensive Plan's  
32 Introduction, Chapters 1 and 2, and Technical Appendix D to take  
33 appropriate action to show how the 2012 updates to the Comprehensive  
34 Plan comply with the requirements of the Growth Management Act,  
35 including amendments after 2008.

36 7. The King County Code authorizes a review of the Comprehensive Plan  
37 annually and to make amendments that are in response to an appeal of the  
38 Comprehensive Plan filed with the board.

39 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

40 SECTION 1. Findings: The King County council finds that the revisions to the  
41 2012 King County Comprehensive Plan found in Attachments A and B to this ordinance

42 are intended to clarify the county's consideration of the 2009 amendments to the Growth  
43 Management Act found in SHB 1825 in its review of the 2012 updates to the  
44 Comprehensive Plan.

45 SECTION 2. Ordinance 17485, Section 2, is hereby amended to read as follows:

46 A. King County performed its fourth comprehensive four-cycle review of the  
47 Comprehensive Plan in 2012. As a result of the review, King County amended the 2008  
48 Comprehensive Plan through passage of the King County Comprehensive Plan 2012.

49 B. The amendments to the King County Comprehensive Plan 2008 contained in  
50 Attachment~~((s))~~ A to Ordinance 17485, as amended by Attachment A to this ordinance,  
51 Attachments B, C, D~~((;))~~ and E to Ordinance 17485, ~~((F))~~ Attachment B to this  
52 ordinance, which replaced Attachment F to Ordinance 17485, and Attachment G to ~~((this~~  
53 ~~o))~~ Ordinance 17485 are hereby adopted as amendments to the King County  
54 Comprehensive Plan. Attachment A to ~~((this o))~~ Ordinance 17485, as amended by  
55 Attachment A to this ordinance, amends the policies, text and maps of the  
56 Comprehensive Plan and amends King County Comprehensive Plan Land Use Zoning.  
57 The land use amendments contained in Attachment A to ~~((this o))~~ Ordinance 17485 are  
58 adopted as the official land use designations for those portions of unincorporated King  
59 County defined in Attachment A to ~~((this o))~~ Ordinance 17485. Attachment B to ~~((this~~  
60 ~~o))~~ Ordinance 17485 contains Technical Appendix A (Capital Facilities), which replaces  
61 Technical Appendix A to the King County Comprehensive Plan 2008. Attachment C to  
62 ~~((this o))~~ Ordinance 17485 contains Technical Appendix B (Housing), which replaces  
63 Technical Appendix B to the King County Comprehensive Plan 2008. Attachment D to  
64 ~~((this o))~~ Ordinance 17485 contains Technical Appendix C (Transportation), which

65 replaces Technical Appendix C to the King County Comprehensive Plan 2008.  
66 Attachment E to ~~((this-ø))~~ Ordinance 17485 contains the transportation needs report,  
67 which replaces the transportation needs report in Technical Appendix C to the King  
68 County Comprehensive Plan 2008. Attachment ~~((F))~~ B to ~~((this-ø))~~ Ordinance xxxxx  
69 (Proposed Ordinance 2013-0xxx), which replaced Attachment F to Ordinance 17485,  
70 contains Technical Appendix D (Growth Targets and the Urban Growth Area 2012).  
71 Attachment G to ~~((this-ø))~~ Ordinance 17485 contains Technical Appendix P: Summary of  
72 Public Outreach for Development of the 2012 King County Comprehensive Plan Update.  
73 Attachment I to ~~((this-ø))~~ Ordinance 17485 is hereby adopted as an amendment of the Fall  
74 City Subarea Plan, which was adopted as a subarea plan of the King County  
75 Comprehensive Plan in Attachment A to Ordinance 13875. Attachment J to ~~((this~~  
76 ~~ø))~~ Ordinance 17485 contains Technical Appendix Q (King County School Siting Task  
77 Force report dated March 31, 2012).

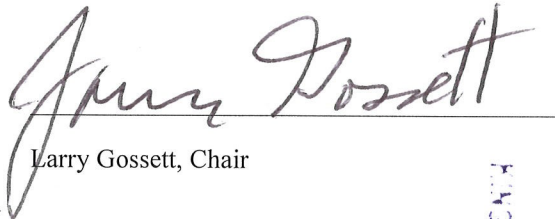
78         SECTION 3. The executive shall make the revisions contained in Attachment A  
79 to this ordinance to the web-based version of the Comprehensive Plan and indicate at the  
80 chapter level that the chapter has been revised and reference the enactment number of this  
81 ordinance. At the paragraph level, the executive shall indicate by footnote that the  
82 paragraph has been revised and reference the enactment number of this ordinance. The  
83 executive shall replace the March 1, 2012, version of Technical Appendix D on the web-  
84 based version of the Comprehensive Plan with Attachment B to this ordinance and  
85 indicate that Technical Appendix D has been revised and reference the enactment number  
86 of this ordinance.

87            SECTION 4. If any provision of this ordinance or its application to any person or  
88            circumstance is held invalid, the remainder of the ordinance or the application of the  
89            provision to other persons or circumstances is not affected.  
90

Ordinance 17687 was introduced on 9/16/2013 and passed by the Metropolitan King  
County Council on 11/4/2013, by the following vote:

Yes: 8 - Mr. Phillips, Mr. Gossett, Ms. Hague, Ms. Patterson, Ms.  
Lambert, Mr. Dunn, Mr. McDermott and Mr. Dembowski  
No: 0  
Excused: 1 - Mr. von Reichbauer

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON

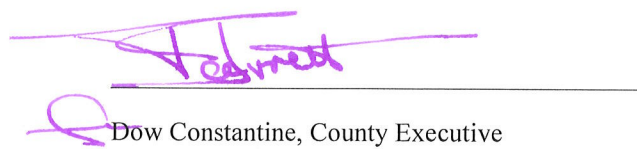
  
Larry Gossett, Chair

ATTEST:



Anne Noris, Clerk of the Council

APPROVED this 4th day of November, 2013.

  
Dow Constantine, County Executive

RECEIVED  
2013 NOV 14 PM 4:06  
CLERK  
KING COUNTY COUNCIL

**Attachments:** A. Amendment to 2012 King County Comprehensive Plan Update, B. Technical  
Appendix D, Growth Targets and the Urban Growth Area



In response to VISION 2040, ~~the county and the cities within the county ((King County's Growth Management Planning Council))~~ approved a major overhaul and update to the Countywide Planning Policies (CPPs) ~~((in 2011,))~~ in 2013. ~~((Originally adopted in 1992, the))~~ These revised CPPs implement the regional vision ~~((within King County and the cities within the county, provide))~~ by providing a ~~countywide framework to plan for new development, including housing, commercial, institutional and other non-residential uses, and for job growth ((targets, and))~~. The CPPs provide broad direction to individual jurisdiction comprehensive plans, including the King County Comprehensive Plan. The goals of the policies include: promoting a compact and centers-focused growth pattern that uses land and infrastructure efficiently, protecting the Rural Area and Resource Lands, providing affordable housing throughout the county and coordinating protection and restoration of the natural environment in King County.

Prompted by residents concerned about sprawl, King County adopted its first comprehensive land use plan in 1964. Two decades later, the 1985 comprehensive land use plan was the first to identify an urban growth boundary line to limit urban growth to areas with the infrastructure needed for facilities and services. It also established policies to preserve the Rural Area, conserve the natural environment and designate resource lands for long-term agriculture and forest production.

Later, as King County's efforts to manage growth matured, it played a key role in the development of *Vision 2020*, a long-range growth management, economic and transportation strategy for the central Puget Sound region developed by the Puget Sound Regional Council. In 2008, VISION 2040 replaced Vision 2020 as the long range guide for the future of the four-county region.

The Growth Management Act (GMA) requires urban counties to develop comprehensive land use plans addressing growth. The county's first comprehensive plan under the GMA was adopted in 1994. The GMA also requires counties and cities to work together to develop framework policies to guide the comprehensive plan development. ~~((These Countywide Planning Policies (CPP), first adopted in 1992, subsequently updated, and substantially so in 2011 for adoption in 2012,))~~ The Countywide Planning Policies (CPPs) were first adopted by King County and ratified by the cities within the county in 1992, and have been periodically amended since then. In 2010, King County and the cities within the county embarked on a comprehensive update of the CPPs. King County adopted these updated CPPs in 2012, and they were subsequently ratified by the cities. The 2012 King County Countywide Planning Policies establish a vision for the future of King County – its cities, unincorporated urban areas, rural areas, and farms and forests. Under the CPP vision for the year 2030, King County will boast a diversified sound regional economy and high quality of life with a viable Rural Area, vibrant urban centers linked by a high-capacity transit system, bountiful agricultural areas and productive forest lands, and protected critical areas. King County's Comprehensive Plan builds on this vision for the unincorporated part of the county.



Countywide planning is conducted by King County in cooperation with the cities to address a wide range of issues that affect the entire county. State law requires that planning be coordinated on a countywide level, and that the county itself adopt a comprehensive plan to regulate those areas for which it has direct responsibility. The Countywide Planning Policies (CPPs) are required by the state Growth Management Act and provide a countywide framework to coordinate local comprehensive plans and implement VISION 2040. ~~((The CPPs were first adopted by the King County Council and ratified by the cities within the county in 1992.))~~ The Growth Management Planning Council is the formal body charged with developing the CPPs and then sending a recommendation to the King County Council for its review and approval. The Growth Management Planning Council (GMPC) is a representative body consisting of elected officials from King County, Seattle, the ~~((Suburban))~~ Sound Cities Association, and the City of Bellevue.

~~The CPPs were first adopted by King County and ratified by the cities within the county in 1992. Starting in 2010, as part of a multi-year process, the GMPC undertook a major revision of CPPs. It forwarded these revised CPPs to the King County council in 2012. The council adopted an amended version of them in late 2012, which were then ratified by the cities in 2013.~~ The CPPs describe an overall vision for the cities and unincorporated portions of King County, and provide general strategies and approaches to be used by local jurisdictions, acting individually and cooperatively, to achieve that vision. The policies address those issues that benefit from greater consistency across jurisdictions and those that are of a countywide or regional nature. ~~The 2012 King County Countywide Planning Policies ((are currently undergoing the first major update since 1992 to))~~ reflect the requirements of the Growth Management Act, the ~~((recent))~~ adoption of VISION 2040; revised population, housing, and employment growth targets; and the fact that ~~previous ((the)) policies were ((are))~~ out-of-date after nearly 20 years of growth and development.

King County and all cities and towns of King County are responsible for ensuring that their respective comprehensive plans are consistent with and implement the CPPs. As the regional government, King County provides leadership on issues of countywide importance.

King County, together with its cities, published the 2007 King County Buildable Lands Report. Ratified in 2008, the Report fulfills the requirements of the GMA for the county and its cities to, every five years, evaluate whether there is sufficient suitable land to accommodate the projected county-wide population. The Buildable Lands evaluation represents a mid-course check on achievement of GMA goals. The focus of the evaluation is on the designated urban areas of King County and growth targets for those areas as established in the CPPs. Based on data from 2001 through 2005, the 2007 Buildable Lands Report evaluated the actual housing constructed, densities of new residential development, and the amount of actual land developed for commercial and industrial uses within the UGA. Based on that data, it projected that there is a sufficient amount of land within the UGA to accommodate housing, commercial and industrial uses, through 2022 and beyond.

The Growth Management Act requires the county to designate an Urban Growth Area where most growth and development forecasted for King County will be accommodated. By designating an Urban Growth Area, King County and other counties in the state will:

- Limit sprawling development;
- Reduce costs by encouraging concentrated development;
- Improve the efficiency of transportation, human services and utilities;
- Protect the Rural Area and Resource Lands;
- Enhance open space; and
- Mitigate the impacts of climate change and adapt its effects.

The Urban Growth Area (UGA) for King County is designated on the official Land Use Map adopted with this plan. The original Countywide Planning Policies (CPP) provided the framework that the Metropolitan King County Council used when adopting the UGA as part of the 1994 Comprehensive Plan.

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King County shall provide adequate land capacity for residential, commercial, ~~((and))~~ industrial, and other non-residential growth in the urban unincorporated area. This land capacity shall include both redevelopment opportunities as well as opportunities for development on vacant lands.

## **Technical Appendix D**

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

**August 2013**

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# I. Abstract

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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 and 2008. This Appendix D-2012 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 2012 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, and again in 2007, 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. 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 September 2007, affirms the adequacy of the existing UGA to accommodate all of the county's projected growth through 2022 and beyond. This is true both for the entire Urban Growth Area and for the unincorporated portions of the UGA.

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## II. Background

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The Countywide Planning Policies established a framework 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 households 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 hous-

ing 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.

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# III. Size of the Urban Growth Area

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## 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 22-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 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 and 2007 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 1992 forecast which was the basis for the 1994 Comprehensive Plan targets and UGA. Therefore, no radical change to the targets is necessary – only an extension to accommodate another ten 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 by 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, 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 2006	Population 2031	25-year 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 show King County growing at a faster rate than previously forecasted. OFM now projects one-third more growth by 2022 than its 2002 forecast predicted. Overall, for the extended planning period, the county is expected to grow by about 460,000 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.

The latest employment forecasts released by PSRC in 2006 show 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, anticipate a 22-year increase of 289,000 jobs in King County.

The Puget Sound Regional Council recently 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. The GMPC has also updated the Countywide Planning Policies in 2010 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 current targets and plans, 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.

### **PROPOSED NEW GROWTH TARGETS, 2006 – 2031**

To guide the required 2011 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. The new updates to the targets, based on the new population projections from OFM and the requirements and policy framework contained in *VISION 2040*, will provide substantive guidance to cities so they can update their 20-year comprehensive plans. New growth targets would 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—

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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.

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 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**

Beginning in mid-2008, a committee of policy and technical staff from the county and cities convened to develop the updated growth targets as a collaborative effort. The committee brought a set of draft working targets for large areas—the county as a whole and Regional Geographies—to GMPC at its April 15 meeting. Subsequent to that meeting, the committee began the process of allocating the Regional Geography growth numbers to each individual jurisdiction and unincorporated subarea. 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 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 do 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 regional 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 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 current 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 current 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**

	<b>Population</b>	<b>Population</b>	<b>Reg'l Growth Strategy</b>	<b>Population Change</b>
Year:	<b>2000</b>	<b>2030</b>	<b>2000-2040</b>	<b>2000-2031</b>
<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**

	<b>Jobs</b>	<b>Jobs</b>	<b>Share of Job Growth</b>	<b>Job Change</b>
Year:	<b>2000</b>	<b>2030</b>	<b>2000-2040</b>	<b>2000-2031</b>
<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**

	<b>Share of Pop Growth</b>	<b>25-Year Pop. Change</b>	<b>Group Quarters Share</b>	<b>Persons per Household</b>	<b>Vacancy Rate</b>	<b>Housing Units Needed</b>
Regional Geography			<b>2031</b>	<b>2031</b>	<b>2031</b>	<b>2006-2031</b>
<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>

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
<b>Metro Cities</b>	45.2%	199,700	-	<b>199,700</b>	46.5%
<b>Core Sub Cities</b>	37.8%	166,700	-	<b>166,700</b>	38.8%
<b>Larger Sub Cities</b>	10.4%	45,700	3,000	<b>42,700</b>	9.9%
<b>Smaller Sub Cities</b>	3.2%	14,000	4,400	<b>9,600</b>	2.2%
<b>Uninc Urban</b>	2.7%	12,100	1,500	<b>10,600</b>	2.5%
<b>Rural</b>	0.7%	3,200	3,600	-	-
<b>King County Total</b>	100.0%	441,400			
<b>UGA Only:</b>		<b>438,200</b>		<b>429,300</b>	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 existing 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 is reproduced on the last page of this Technical Appendix.

See table of 2001-2031 targets on page D-14. The table shows 25-year household growth targets for each city and for unincorporated areas within the UGA. Unincorporated Urban targets add to only 12,470 households, less than 6% of the Urban-area total target. Most of the remaining 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 would shift from unincorporated target into a city target. Before 2022, all of King County will be within city limits except for designated Rural and Resource areas.

In 2012, Washington State OFM will release a new set of population forecasts. Before the next update of this Comprehensive Plan, King County jurisdictions will collaborate to extend the growth targets again, in a process similar to that described above.

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

The Urban-area household 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 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 adopted a 25-year employment target in addition to the household 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 accomplish its growth targets. The jurisdictions will 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 an unincorporated community in pieces 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.

The unincorporated growth targets are accommodated through a variety of zoning densities appropriate to the respective geographic areas of the County. The Executive Proposed King County Comprehensive Plan directs that development in the UGA should occur at an average of seven to eight dwelling units per acre. Within the Urban Area, growth is targeted to go first to the Full Service Planning Areas where urban services are currently available, and second to the Service Planning Areas in which one or more urban service is not currently available.

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<sup>2</sup> King County Countywide Planning Policies, Policy DP-12. King County Council Ordinance 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 redevelopable land available in the county. Land capacity is an estimate of the amount of buildable land that is likely to be actually available; 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. In 2007, 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 Buildable Lands Evaluation Report, 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 2031 target of 233,000 new housing units. Furthermore, each of the Regional Geographies has sufficient capacity to accommodate their growth targets.

The 2007 Buildable Lands Report affirms that there exists sufficient residential capacity in the King County UGA to accommodate the entire county’s growth forecast. Based on this updated information, it is clear that no change to the UGA is necessary.

### **2. Unincorporated King County**

The Buildable Lands Evaluation Report measured land capacity in each of King County’s four Urban subareas and by individual jurisdiction. Detailed information is available from that Report, which is incorporated here by reference (see <http://your.kingcounty.gov/budget/buildland/bldlnd07.htm>). Unincorporated Urban King County as a whole can accommodate less than 25,000 new households, only nine percent of the Urban King County total, but sufficient to accommodate the unincorporated Urban target of 12,470 households. 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.

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# IV. Conclusion

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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, OFM published a new forecast which was used to update growth targets to cover the 2001 – 2022 planning period. King County's population growth has continued to track the OFM prediction well.

In 2007, OFM released a new population forecast to 2030. 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 new 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 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. 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**

Regional Geography City / Subarea	Housing Target	PAA Housing Target	Employment Target	PAA Emp. Target
	Net New Units 2006-2031	Net New Units 2006-2031	Net New Jobs 2006-2031	Net New Jobs 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.