



**King County**

**Metropolitan King County Council  
Local Services and Land Use Committee**

**STAFF REPORT**

<b>Agenda Item:</b>	5, 6, 7	<b>Name:</b>	Erin Auzins Jenny Ngo Jake Tracy
<b>Proposed No.:</b>	2023-0438 2023-0439 2023-0440	<b>Date:</b>	February 21, 2024

**SUBJECT**

A discussion of the 2024 King County Comprehensive Plan. Today's meeting will include a staff briefing on Chapters 5 and 6 of the Comprehensive Plan.

**SUMMARY**

The 2024 King County Comprehensive Plan (2024 KCCP) is the first opportunity where the entire Plan will be open for review and update since 2016. Additionally, it will also serve as the Growth Management Act (GMA) mandated periodic review and update. The Executive transmitted the Executive's Recommended 2024 KCCP to the Council on December 7, 2023, and the Council has referred the 2024 KCCP to the Local Services and Land Use (LSLU) Committee.

Review of the 2024 KCCP will be led by the LSLU Chair, consistent with past updates, and will include Committee briefings on the substance of the Executive's Recommended 2024 KCCP, analysis by policy staff of each substantive change, public outreach, development of a LSLU Chair's striking amendment, line amendments by LSLU Committee members, and a vote in LSLU in June 2024. Full Council adoption is expected in December 2024, after a formal public hearing on November 19, 2024.

Today' staff presentation will cover:

- Chapter 5: Environment; and
- Chapter 6: Shorelines.

## **BACKGROUND**

**King County Comprehensive Planning.** The King County Comprehensive Plan (KCCP) is the guiding policy document for land use and development regulations in unincorporated King County. The King County Code (K.C.C.) allows for amendments to the KCCP on an annual, midpoint, or ten-year update schedule.<sup>1</sup> The ten-year update is on the same timeline as the GMA mandated review and update. The entire KCCP, and associated implementing regulations, is open for substantive revision, subject to limitations in the GMA, VISION 2050, the Countywide Planning Policies, KCCP policies, and the King County Code.

**Scoping Motion.** K.C.C. 20.18.060 requires the County to approve a scope of work for the ten-year KCCP update, known as the scoping motion. The scoping motion establishes the baseline issues that the County proposes to consider in the development of the 2024 KCCP; additional issues beyond what is in the scope of work may also be addressed in the ten-year update. The Council approved the scoping motion, as well as the State Environmental Policy Act (SEPA) work program and public participation plan, as part of Motion 16142 in June 2022. The scope of work included three focus areas: Pro-Equity, Housing, and Climate Change and the Environment. It also adopted a General category to cover other required and priority items for the County.

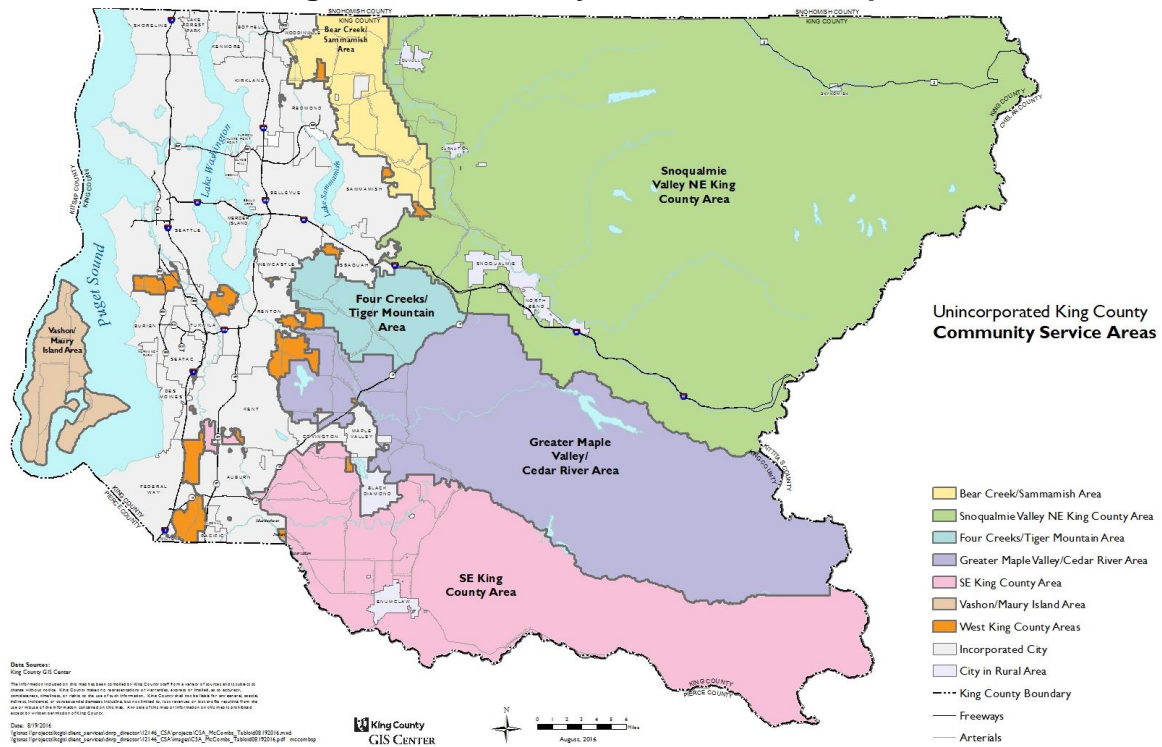
**SEPA Environmental Impact Statement.** The SEPA review for the 2024 KCCP includes an environmental impact statement (EIS), which includes alternatives analysis based on the scope of work and other potential amendment concepts. The Executive issued a Draft EIS concurrent with transmittal of the 2024 KCCP to the Council on December 7, 2023. The public comment period on the Draft EIS closed on January 31, 2024. A Final EIS will be developed based on any comments received, and the Committee-Recommended version of the 2024 KCCP and any new amendment concepts to be considered by the Council before final adoption. Amendment concepts raised after publication of the Draft EIS must be within the scope of the alternatives analyzed in the Draft EIS, otherwise a supplemental EIS may be required.

**Subarea Planning.** 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 will conduct subarea planning using the geography of the six rural CSAs, and the five remaining large urban unincorporated potential annexation areas (PAAs), as shown in the map in Chapter 11 of the 2024 KCCP and in Figure 1 of this staff report.

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<sup>1</sup> K.C.C. 20.18.030, including changes proposed with the 2024 KCCP.

**Figure 1. Community Services Area Map**



Since the implementation of the Subarea Planning Program in 2016, three subarea plans have been adopted: Vashon-Maury Island in 2017, Skyway-West Hill in 2022, and North Highline in 2022. The Executive's proposed Snoqualmie Valley/NE King County (SVNE) subarea plan will be taken up concurrently with the 2024 KCCP and the remaining subarea plans will later be taken up in the following order: Greater Maple Valley/Cedar River CSA, Fairwood PAA, Bear Creek/Sammamish CSA, Southeast King County CSA, Four Creeks/Tiger Mountain CSA, East Renton PAA, and Federal Way PAA.

*2020 Changes to the Subarea Planning Program.* As part of the 2020 KCCP, policy and code changes were made regarding the Subarea Planning Program. Generally, the changes required that subarea plans: be developed based on an established scope of work, use equity impact tools and resources in plan development, have more robust community engagement, and be monitored through performance measures and evaluation. K.C.C. 2.16.055.B. requires the Department of Local Services (DLS), in coordination with the regional planning unit and the Councilmember office representing the geography, to manage the CSA subarea planning program, and requires that each subarea plan:

- Be consistent with the KCCP;
- Be based on a scope of work established with the community;
- Establish a long-range vision and policies that implement that vision, but that are not redundant to the KCCP;
- Establish performance metrics and monitoring;
- Use the tools and resources of the Executive's Office of Equity and Racial and Social Justice (OERSJ) throughout development, implementation and monitoring,

including for community engagement and incorporating the findings of an equity impact analysis;

- Review existing policies (primarily from Chapter 11) of the KCCP and retain/transfer those that are still applicable;
- Review land use designations and zoning classifications, including special district overlays (SDOs) and property-specific (P-suffix) development conditions, and amend as necessary; and
- Incorporate the community needs list required to be developed simultaneously.

*Community Needs List.* As part of the 2020 KCCP, the Council established a Community Needs List (CNL) for each of the CSA geographies in the subarea planning program. Each CNL is intended to be consistent with its respective subarea plan by identifying potential services, programs, facilities, and improvements that respond to community-identified needs. Development of the CNLs, including community engagement, must use tools from the County’s Office of Equity and Racial and Social Justice (formerly OESJ). CNLs are required to be submitted with transmittal of the applicable subarea plan, and with each county budget, via ordinance.

**Council Review Process.** LSLU will meet on the 1<sup>st</sup> and 3<sup>rd</sup> Wednesday of each month from January through June 2024, and is expected to make a recommendation to the full Council at its June 5, 2024, committee meeting. Each committee meeting will be dedicated to specific chapters of the 2024 KCCP. This approach allows for detailed review of each chapter but will not provide time in Committee to revisit most issues discussed in earlier meetings. The Snoqualmie Valley/NE King County (SVNE) Subarea Plan will be briefed at the beginning of the Committee review process, and then heard with the striking amendment at the end of the Committee review process.

The schedule takes into account a number of factors, including the EIS process; LSLU Committee meeting dates; public comments; lead time to analyze and produce amendments; minimum noticing timeframes; and the state deadline for adoption. The schedule assumes one meeting solely for briefing the striking amendment and one meeting to vote on the underlying ordinance, the striking amendment, and all line amendments.

Special LSLU Evening Meetings. The Committee is expected to hold five special evening LSLU meetings on the 2024 KCCP and Draft EIS. The dates, locations, and the focus of each special evening meeting are provided in the following table. The remaining evening meetings will only allow for in person public comment. If KCTV determines that remote participation and livestreaming capabilities are feasible at other locations, these options will be provided.

Meeting Date/Time	Location	Focus
Thursday, January 18, 2024 Doors open: 6:00pm Meeting starts: 6:30pm	County Council Chambers 516 Third Ave, Room 1200 Seattle	Hearing on Draft EIS
Thursday, February 8, 2024 Doors open: 6:00pm Meeting starts: 6:30pm	Covington City Hall 16720 SE 271st Street, Suite 100 Covington	KCCP Overview

Thursday, March 7, 2024 Doors open: 6:00pm Meeting starts: 6:30pm	Riverview Educational Service Center 15510 1st Ave NE Duvall	Snoqualmie Valley / NE King County Subarea Plan
Thursday, April 4, 2024 Doors open: 5:00pm Meeting starts: 5:30pm	Vashon Center for the Arts 19600 Vashon Hwy SW Vashon	Map changes, Shoreline code changes
Thursday, May 16, 2024 Doors open: 6:00pm Meeting starts: 6:30pm	Skyway VFW 7421 S 126th St Seattle	Committee Striking Amendment

These locations were chosen based on the location of significant map amendments and issues of interest, and to provide geographic distribution of the meetings. The first meeting on January 18th was primarily to hear verbal public comment on the Draft EIS. Comments on the KCCP will be accepted at each evening meeting. The final evening meeting on May 16th will be focused on the Committee Chair's striking amendment.

Evening meetings are expected to include: a welcome/open house at the beginning, followed by Councilmember remarks, a staff presentation, and public comment. The majority of the meeting will be dedicated to receiving public comment. Materials to share information and obtain written comment will be prepared and provided at the meeting.

Chair Striking Amendment. The Committee Chair is expected to sponsor and lead development of the Committee striking amendment. Policy staff will prepare analysis and potential options that will be distributed to all Committee members' offices for their consideration in advance of the amendment request deadline.

Regular briefings for district staff will be provided, and policy staff will be available to brief Councilmembers individually.

Amendment deadlines. The review schedule, Attachment 1 to this staff report, includes the established amendment deadlines. The attached schedule also includes the amendment deadlines for full Council.

Key Committee review dates include:

<b>Date</b>	<b>Deadline</b>
<b>March 29</b>	Amendment requests for Striking Amendment due – Except for Critical Area Regulations
<b>April 5</b>	Substantive direction deadline for Striking Amendment – Except for Critical Area Regulations
<b>April 12</b>	Amendment requests for Striking Amendment due – Critical Area Regulations
<b>April 19</b>	Substantive direction deadline for Striking Amendment – Critical Area Regulations
<b>May 14</b>	Striking Amendment released
<b>May 22</b>	Line amendment direction due
<b>May 31</b>	Public line amendments released

## **ANALYSIS**

**Executive Transmittal.** The Executive transmittal of the 2024 KCCP follows 18 months of work by the Executive, including, in part, public issuance of an early concepts document, an interbranch review by Council staff at two stages, a Public Review Draft with a public comment period, and an interdepartmental review of the plan by Executive staff. There are 3 proposed ordinances in the Executive's transmittal to the Council.

- 1) Proposed Ordinance 2023-0440 would make changes to development and other implementing regulations and adopt the 2024 King County Comprehensive Plan, as well as the associated appendices (Housing, Transportation, Capital Facilities and Utilities, Regional Trails, Growth Targets). The transmittal also includes the following:
  - Changes to the Vashon-Maury Island Subarea Plan and associated zoning map conditions;
  - Proposed land use designation and zoning map amendments;
  - I-207 matrices and Plain Language Summary;
  - Equity Analysis; and
  - Other supporting materials (i.e. Public Participation Summary, area zoning and land use studies, code studies, best available science summary<sup>2</sup>).
- 2) Proposed Ordinance 2023-0439 would adopt the Snoqualmie Valley/Northeast King County Subarea Plan with subarea-specific development regulations and map amendments, as well as a Fall City residential study.
- 3) Proposed Ordinance 2023-0438 would adopt updated Countywide Planning Policies.

**How the Analysis Section is Organized.** As noted previously, each committee meeting will be dedicated to specific chapters of the 2024 KCCP. The analysis in this staff report focuses on the following items in the 2024 KCCP:

- 2024 KCCP (PO 2023-0440):
  - Chapter 5: Environment; and
  - Chapter 6: Shorelines.

Analysis of other chapters in the Executive's Recommended 2024 KCCP will be provided at subsequent LSLU meetings, as noted in the schedule attached to the staff report. Staff analysis of each component includes identification of each change and discussion of any policy issues or inconsistencies with adopted policies and plans.

One continuous theme throughout the KCCP chapters is a significant reduction in the amount of lead-in text, and reorganization with and across chapters to better group topics. The staff analysis will not address those, except when they represent a substantive change.

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<sup>2</sup> The required best available science and critical area regulations update will be transmitted to the Council on March 1, 2024, for the Council to incorporate into the LSLU striking amendment.

## **2024 KCCP Chapter 5: Environment<sup>3</sup>**

Chapter 5 of the KCCP describes and includes policies related to the natural environment, climate change and greenhouse gas emission reduction, air quality, land and water resources (including biodiversity, stormwater, upland areas, aquatic resources, salmon recovery, flood hazard management, and hazardous waste), geologically hazardous areas, planning for disasters, and monitoring and adaptive management.

Key themes in the Executive's Transmittal for Chapter 5 include policy changes addressing:

- Climate equity and engagement with frontline communities;
- Strategic Climate Action Plan (SCAP) and climate change impact and resiliency;
- Regional stormwater planning;
- Greenhouse gas emission reduction goals;
- Energy use reduction, including phasing out fossil fuel use;
- Extreme heat impacts;
- Wildfire risk and smoke impacts;
- Protection of mature and old-growth forests and forest health;
- Fish passage;
- Organics reuse;
- Land conservation; and
- Lake water quality.

Attachment 3 to this staff report provides the staff analysis on the Executive's transmittal, including some additional policy changes that could be made to further clarify or streamline the Executive's transmittal. At today's meeting, policy staff will brief the new policy and substantive policy changes.

It should also be noted that policies in Chapter 5 address critical areas. The Executive is anticipating transmitting additional changes in Chapter 5 as part of the best available science/critical area regulation changes package, on March 1, 2024. Those changes will be briefed in Committee at the May 1, 2024, LSLU meeting.

## **2024 KCCP Chapter 6: Shorelines<sup>4</sup>**

Chapter 6 of the KCCP describes and includes policies regarding the shoreline jurisdiction, general policy goals, shoreline element goals, relationship to other laws, environmental designations, environmental protection, shoreline use and modification, and administration.

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<sup>3</sup> Attachment 2 to this Staff Report

<sup>4</sup> Attachment 4 to this Staff Report

Attachment 5 to this staff report provides the staff analysis on the Executive's transmittal, including some additional policy changes that could be made to further clarify or streamline the Executive's transmittal.

While there are no new or substantive changes to existing policies proposed in Chapter 6, there are some changes related to shoreline stabilization that policy staff will brief at today's meeting.

Chapter 6 also addresses critical areas in the shoreline jurisdiction. The Executive is anticipating transmitting additional changes in Chapter 6 as part of the best available science/critical area regulation changes package, on March 1, 2024. Those changes will be briefed in Committee at the May 1, 2024 LSLU meeting.

## **ATTACHMENTS**

1. Council's Review Schedule for 2024 KCCP, updated January 29, 2024
2. Proposed Ordinance 2023-0440 – Chapter 5 of the KCCP
3. Council staff analysis of Chapter 5
4. Proposed Ordinance 2023-0440 – Chapter 6 of the KCCP
5. Council staff analysis of Chapter 6

## **INVITED**

- Lauren Smith, Director of Regional Planning Unit, Office of Performance, Strategy and Budget
- Chris Jensen, Comprehensive Planning Manager, Office of Performance, Strategy and Budget

## **LINKS**

**All materials of the transmitted 2024 KCCP, as well as additional information about the Council's review of the proposal, can be found at:**  
[kingcounty.gov/CouncilCompPlan](https://kingcounty.gov/CouncilCompPlan)

### **Proposed Ordinance 2023-0440 – 2024 King County Comprehensive Plan**

- Attachment A – 2024 King County Comprehensive Plan
- Attachment B – Capital Facilities and Utilities
- Attachment C – Housing Needs Assessment
- Attachment D – Transportation
- Attachment E – Transportation Needs Report
- Attachment F – Regional Trail Needs Report
- Attachment G – Growth Targets and the Urban Growth Area
- Attachment H – Vashon-Maury Island Subarea Plan Amendments
- Attachment I – Land Use and Zoning Map Amendments

### **Supporting Materials**

- Transmittal Letter
- Fiscal Note



- Summary of Proposed Ordinance
- Policy I-207 Analysis Matrix
- Equity Analysis
- Area Land Use and Zoning Studies
- Middle Housing Code Study
- Vashon-Maury Island P-Suffix Conditions Report
- Vashon Rural Town Affordable Housing Special District Overlay Final Evaluation
- Update on Best Available Science Critical Area Ordinance Review
- Public Participation Summary

**Proposed Ordinance 2023-0439 – Snoqualmie Valley/Northeast King County Subarea Plan**

- Attachment A – Supplemental Changes to the Comprehensive Plan
- Attachment B – Snoqualmie Valley/Northeast King County Subarea Plan
- Attachment C – Land Use and Zoning Map Amendments
- Attachment D – Fall City Moratorium Report

Supporting Materials

- Transmittal Letter
- Fiscal Note
- Summary of Proposed Ordinance
- Policy I-207 Analysis Matrix

**Proposed Ordinance 2023-0438 – Countywide Planning Policy Update**

- Attachment A – GMPC Motion 23-4 Relating to the Four-to-One Program

Supporting Materials

- Transmittal Letter
- Fiscal Note