

ORDINANCE  
NO. 1018

AN ORDINANCE adopting the Middle Plan for Bear Creek as an addendum to the Comprehensive Plan for King County.

Preamble

It has become apparent from past studies that development of guidelines and documentation of rationale is needed in the establishment of initial zoning on an area-wide basis. The County Planning Ordinance No.00263 has provided for more comprehensive planning and zoning for distinct geographic areas in King County. Section 3 of Article 2 of the Ordinance permits amplification and augmentation of the Comprehensive Plan for distinctive geographic areas, thus allowing the adoption of official zoning maps.

The Bear Creek Area Study is the first study to be initiated after the adoption of Ordinance No.00263 and represents an initial attempt to apply its full provisions. The "Middle Plan for Bear Creek" was developed by both the Department of Planning and the Environmental Development Commission through meetings with area residents and property owners. It contains the Environmental Development Commission's recommended guidelines for zoning, as prescribed in Section 2(b), Article 4 of Ordinance No.00263, and is the official County policy when considering reclassification requests in the area.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. "The Middle Plan for Bear Creek" attached hereto is hereby adopted as an addendum to the Comprehensive Plan for King County and as an amplification and augmentation of the Comprehensive Plan it constitutes official County policy for the Bear Creek Planning Area.

1 stated conditions.

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3 INTRODUCED AND READ for the first time this 16<sup>th</sup> day of

4 August, 1971.

5 PASSED at a regular meeting of the King County Council

6 this 18<sup>th</sup> day of October, 1971.

7 KING COUNTY COUNCIL  
8 KING COUNTY, WASHINGTON

9 Robert B. Dunn  
Chairman

10 ATTEST

11 Lee Kraft  
12 Clerk of the Council

13 APPROVED this \_\_\_\_\_ day of \_\_\_\_\_, 1971.

14 \_\_\_\_\_  
COUNTY EXECUTIVE'S SIGNATURE

15 DATED: October 28, 1971

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17 King County Executive  
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## THE MIDDLE PLAN FOR BEAR CREEK

Part I: A Planning Concept for Bear Creek  
Part II: Policies Relating to Uses and Areas

The idea of a "Middle Plan" is to better bridge the gap between the long-range, County-wide Comprehensive Plan and the day to day affairs of constructing public improvements and imposing zoning regulations. The Middle Plan is a statement of official County policy with a legal status similar to that of the Comprehensive Plan. The Middle Plan applies just to a portion of the total County to better allow consideration of community needs and desires. While the Comprehensive Plan relates to circumstances expected to occur over the next 20-60 years, the Middle Plan is oriented to circumstances which can be anticipated and/or planned within the next 6-10 years. The Middle Plan should remain in effect as long as its stated assumptions remain valid.

## A PLANNING CONCEPT FOR BEAR CREEK

## The Foundation of the Middle Plan

The purpose of a planning concept is to outline the basic approach, or philosophy, of the middle plan by recognizing the growth and development potential of the area and by realizing the suitability of the area to support growth and development. The concept is then the foundation from which the primary plan policies can be formulated.

KING COUNTY DEPARTMENT OF PLANNING

~~OCTOBER~~  
~~AUGUST~~ 1971

## A PLANNING CONCEPT FOR BEAR CREEK

LIMITED GROWTH SITUATION

King County and the Puget Sound Region as a whole are expected to experience limited growth within the next 5 to 10 years. Continued declines in total employment within the next 1 to 3 years will result in migration out of the region. Because the central city traditionally gains or loses proportionally more people to both in and out migration, King County, which contains this central city, should lose more people to out-migration than other counties in the region.

By 1975 a slight recovery should be underway which may offset the loss registered in the early part of the decade. Natural increase will be primarily responsible for the slight population recovery.

Table A indicates the regional projections as adopted and utilized by members of the Puget Sound Government Conference.

TABLE A  
INTERIM POPULATION FORECAST 1970 - 1990\*

	<u>King County</u>		<u>Puget Sound Region</u>	
	Forecast	% Change**	Forecast	% Change
1970	1,156,000		1,934,000	
1975	1,155,000	-0.14%	1,967,000	+1.71%
1980	1,260,000	+9.10%	2,146,000	+9.10%
1985	1,377,000	+9.29%	2,345,000	+9.27%
1990	1,476,000	+7.19%	2,558,000	+9.08%

\* Forecasts projected by the Puget Sound Governmental Conference Planning Directors Committee Population Subcommittee

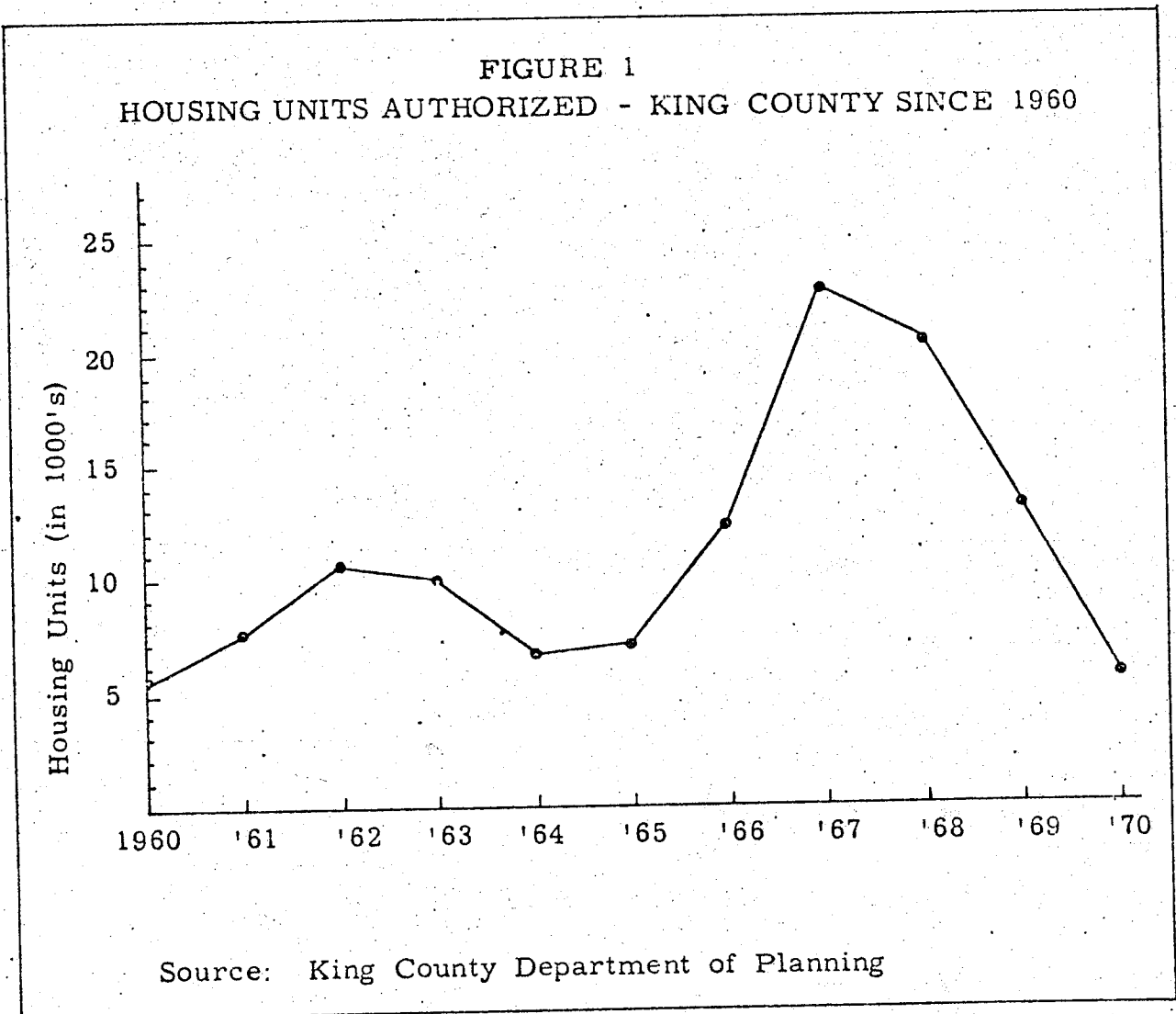
\*\* % change to the next 5-year interval

Total increase in the County for the decade 1970 - 1980 will

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probably be about 100,000 or approximately 1/2 the increase of the 1960 - 1970 decade.

Recent trends in building permit activity suggest the validity of the aforementioned projections. Figure 1 indicates total permit volume since 1960. It will be noted that total volume for 1970 is below the 1960-1970 decade low recorded in 1964 and early indications suggest an even lower volume for 1971. The pressure for economic development and population growth will be less in the next three years than in the past three years.



PLANNING CONCEPT

The opportunity presents itself for a strict land use concept for the immediate future which would direct urban development to vacant, "skipped-over" land in and around existing urban centers which already possess the essential urban services and which would limit development in presently undeveloped areas. The Bear Creek Planning Area has characteristics which makes it particularly amenable to such a concept, the basis for which includes the following:

1. The Bear Creek Planning Area is expected to have decreasing demand for development in the near future due to the limited growth situation in the County as a whole.
2. The area presently has no sewer and has limited transportation, water and other utility services.
3. Schools have exceeded their capacities, no new ones may be built without sewer services, and new students to the area will have to be bussed to other facilities.

4. The people living in the area have indicated a desire to have the significant environmental characteristics of the area preserved. If these characteristics are to be protected, population and development must be directed to those areas which can best support development.

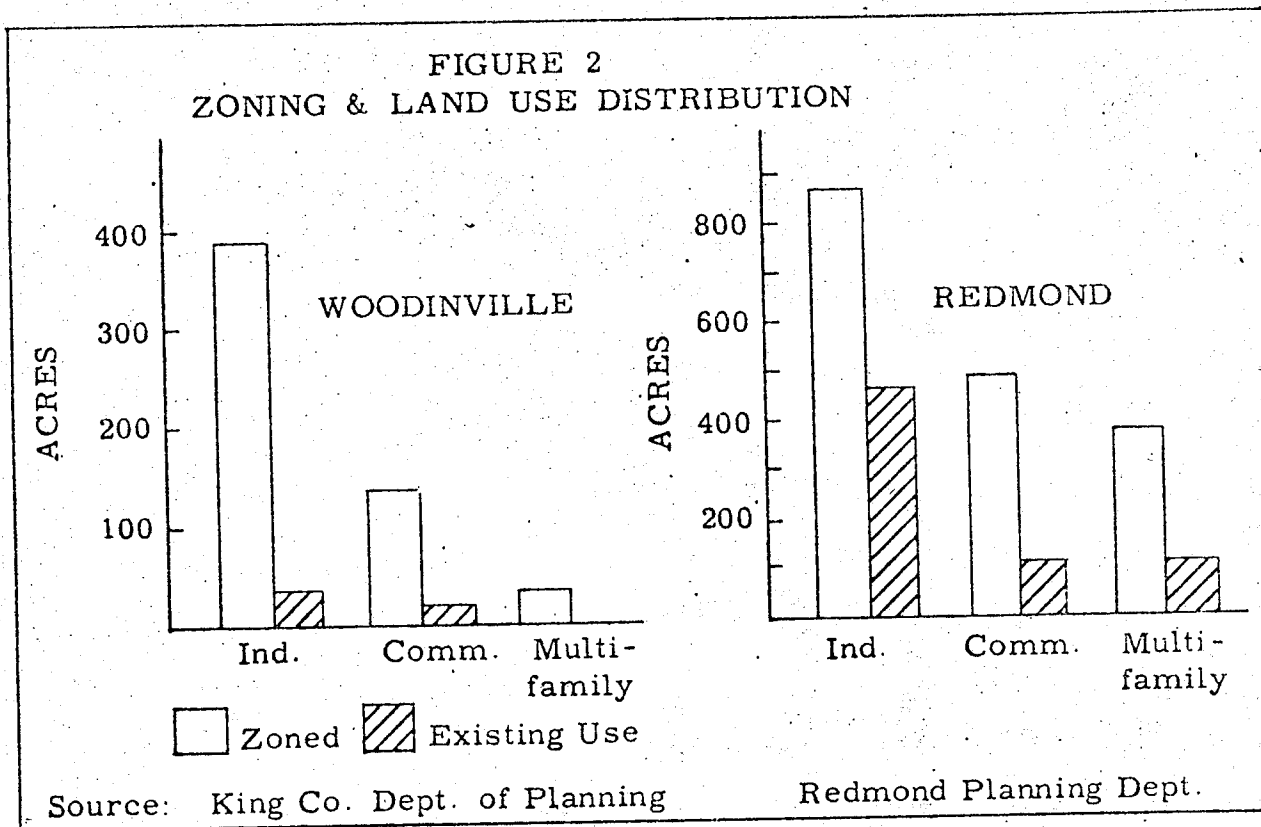
Geological characteristics, soil conditions, steep slopes, slide areas, and other factors of ecological significance which have been documented on maps for the area.

Development on such areas may be undesirable as well as dangerous, not only to that development, but to the surrounding environment. Misuse of these areas will eventually produce the threat of an undesirable environment for man.

5. Much of the eastern portion of the Planning Area is held in ownerships which, by virtue of their considerable size, make it easier to assemble land for (a) an airport, if such is deemed to be essential regardless of its environmental effects, or, (b) a "planned community or city" form of development.



which serve the Bear Creek Area, have an abundant supply of land which is vacant and designated for industrial, commercial and multi-family uses, as well as utilities, existing or planned for the near future, to serve those uses.



7. With the exception of the extension of SR 520, State freeway from Seattle and the Lake Leota Junior High School (both of which are at the fringes of the Planning Area), the capital improvements planned for the area are not of an extent which would encourage or serve an urban scale of development.

Therefore, a planning concept for the next six years for Bear Creek should limit development in rural areas to those uses and intensities not requiring an urban or suburban level of utilities and services and encourage the location of higher intensity activities in existing centers with adequate transportation and utility systems. Where acute problems do exist in the rural area, it may be feasible for limited public facilities to be introduced for the resolution of these problems only, as long as such facilities do not support or expand an urban pattern of development at this time.

## POLICIES OF THE MIDDLE PLAN

## Relating to Uses and Areas

Policies set the primary structure of the middle plan. The application of policies through zoning, capital improvement programs and other implementing measures will control and guide development. Policies take several forms. Some are mere detailing of the planning concept, while others may respond to specific problems and appear to be a type of recommendation, or statement of action. These policies are intended to supplement those contained in the Comprehensive Plan.

POLICIES RELATING TO BUSINESS

BEAR CREEK PLANNING AREA

POLICY 1 Woodinville and the City of Redmond are recognized local urban centers and should experience fuller development of their existing business areas prior to location of urban and community business uses elsewhere in the Bear Creek trade area.

POLICY 2 A planned neighborhood business center to serve the Cottage Lake Elementary School neighborhood should be located at and confined to one quadrant of the intersection of Ayondale Road and Woodinville-Duvall Road. The ultimate size of such a center should be consistent with the Comprehensive Plan including access and buffering. Additional neighborhood centers in the Planning Area should not be considered until all conditions exist as prescribed in the policies of the King County Comprehensive Plan.

POLICY 3 Existing convenience business areas shall not be expanded and new convenience business sites shall not be considered unless incorporated into a residential planned unit development with a potential population of 2,000 to 4,000.

POLICY 4 Stripping of commercial uses along Woodinville-Duvall Road, Avondale Road and other secondary and major arterials in the planning area should not be permitted. Commercial development along other streets shall be prohibited unless they are included in and primarily serve a residential planned unit development.

POLICIES RELATING TO INDUSTRY  
BEAR CREEK PLANNING AREA

POLICY 5 The urban centers of Woodinville and Redmond have an abundant amount of land reserved for an entire range of industrial uses; manufacturing, warehousing, fabrication, etc., with proper transportation linkages to move raw materials, finished products and commuting workers. Therefore, all intensive industrial uses should be located in the two existing urban centers.

POLICY 6 The large Redmond gravel extraction and manufacturing area produces vehicular traffic heavy in volume and mode and therefore should have sufficient internal circulation with controlled ingress and egress limited primarily to and from SH 522 and restricted from the fragile brick surface of 196th Avenue S. E.

POLICIES RELATING TO RESIDENTIAL  
BEAR CREEK PLANNING AREA

POLICY 7 High density residential uses, such as apartments, townhouses, duplexes and dense single family developments should be located in or immediately adjacent to the existing urban centers of Redmond and Woodinville where they are functionally convenient to complementary urban uses such as employment and education centers, major transportation and urban business uses.

POLICIES RELATING TO TRANSPORTATION  
BEAR CREEK PLANNING AREA

The completion of SR 520, providing freeway linkage between Redmond and the Evergreen Point Bridge, will significantly improve access to and from the Bear Creek area. Until additional north-south routes are provided, Avondale Road can be expected to bear the primary traffic load. Because it exists and there is no need for an alternate route through the valley, Avondale Road will continue to be needed as a low capacity rural arterial. To be consistent with the planning concept for the Bear Creek area, the following policies should apply to Avondale Road and other arterial development:

POLICY 8 Future urban development of the western and eastern plateaus should be served by new, better located arterials designed for greater capacity.

POLICY 9 Avondale Road only between SR 520 and Novelty Hill Road should be established as a major arterial with the purpose of linking SR 520 from Seattle to the eastern plateau via Novelty Hill Road.

Roadway construction or improvement requires grading and filling which may have adverse impacts on certain native ecological characteristics. Soil conditions and geological characteristics can be altered, as well as the course and nature of streams. Such alterations or impacts can be minimized through conscientious design and route selection. The Bear Creek Valley possesses many characteristics of ecological concern which could be affected by intensive improvement of and subsequent heavy traffic on Avondale Road. Therefore:

POLICY 10 Avondale Road between the Woodinville-Duvall Road and Novelty Hill Road should receive special design consideration in order to maintain it as a rural secondary arterial, but should also provide for safe, through traffic. Expanded right-of-way for trails and scenic buffers may be a method of preserving its rural character. Substantial setbacks may be necessary to preserve the natural area in the future right-of-way.

POLICY 11 196th Avenue N.E., between Union Hill Road and SHN 522, is an unusual and historic brick road and should be preserved as such by restoring all or major portions of its brick surface, by incorporating it into trail and park plans and by prohibiting heavy vehicular traffic upon its surface.

POLICIES RELATING TO OPEN SPACE  
BEAR CREEK PLANNING AREA

Prime public park sites and open space areas are often desirable for residential development. In areas where unexpected rapid growth occurs the cost of these prime areas greatly increases and consequently are pursued for intensive private development before public acquisition is initiated. The Bear Creek Area possesses many natural areas which should be preserved for its future population, however, funds for advance acquisition presently are not available to offer such assurance. The limited growth period, assumed to be accompanied by a stable market, presents an opportune time to designate and acquire future parks and open space in the Bear Creek area. Therefore:

POLICY 12 During the limited growth period, every effort should be made to designate future park sites and open space areas within the Bear Creek area and to explore possible means for their preservation.



No funds were allocated for park and open space projects for the rural and suburban portions of the Bear Creek Planning Area as a result of the Forward Thrust Program. However, the possibility may exist that some of those monies still could be used for projects in the Bear Creek Area by applying surplus acquisition funds after all designated sites have been acquired, by applying investment returns for continued acquisition, and by reallocating or redistributing portions of acquisition funds from projects in other areas which are infeasible or have not met citizen approval. Therefore:

POLICY 13 Consideration should be given to the application of surplus or reallocated Forward Thrust funds to park and open space projects in the Bear Creek Area.

#### POLICIES RELATING TO THE EASTERN PLATEAU

The eastern plateau generally possesses the natural suitability for urban development. Its landscape consists of intense natural cover, bogs, marshes, slopes and other amenities, which in harmony with conscientious design and development, would provide an unique urban environment of varied proportions. However, the plateau presently does not have urban facilities and services available to it necessary to support such an environment. The area also has been mentioned as a possible site for a regional airport, which, if selected, would affect its potential as a desirable living environment.

POLICY 14 At such time when facilities are available which are capable of supporting an urban pattern on the eastern plateau, King County will inform regional authorities that the eastern plateau is no longer an urban reserve area and that a revised Middle Plan is being or will be prepared to indicate more intensive uses for the plateau, taking into consideration and including, but not limited to, such factors as necessary urban facilities and services, ecological factors, with recognition of relationships to surrounding land uses, cities, school facilities, parks, open spaces, etc.

POLICY 15 Private interests and public officials should jointly formulate a master plan for a planned city form of development on the eastern plateau in order to coordinately plan and program private and public improvements prior to their development.

NOTE

The eastern plateau is generally considered to be that upland portion of the Bear Creek Planning Area east of the Bear Creek Valley, south of the Woodinville-Duvall Road, west of the Snoqualmie Valley and north of State Highway 522.

## POLICIES RELATING TO BEAR CREEK VALLEY

Bear Creek supports a salmon run worth about 1/4 million dollars per year. Although it may be possible to develop a fairly high density population within the valley itself and still maintain this salmon run, it is very unlikely that this would in fact be done. The effects of urban density on lakes and streams are all too often increased run-off rate in winter and decreased water supply in summer, decreased water quality, increased human activity in the stream hence harassment of the fish, as well as the same consequences on aquatic life of all kinds. The present controls the County can apply consider one development, by itself, do not regulate the stages of development, and without planned unit developments, do not handle much of site planning. The results of such planning and development therefore has the potential, legally, to destroy a resource such as Bear Creek as well as preserve it.

Because of these problems it would be wise to restrict development in the Bear Creek-Cottage Lake Creek Valleys. There are additional reasons for low density. Some of the soil is suited for agricultural use. With something like 2% to 3% of King County Soil so suited, this is a scarce resource which should be utilized. Other parts of the valley are within the 100 year flood plain. While it would be possible to dike or fill this land such activity is contradictory to the goal of preserving the stream in its natural state (which it approximates in many areas now). Other areas are subject to sliding, others to seasonal high water. While it is possible to handle these problems in isolated cases, where

a number of these occur in one area, it is expensive to handle all problems and it is uncertain that the solutions to a series of problems won't be counter-productive.

A further case can be made for the value of the ground water recharge area. This is what keeps the stream flowing during dry seasons. Removing the areas which allow water to be absorbed into the ground and eventually become part of the ground water supply in time reduces the amount of ground water in small basins. (Redmond now uses ground water in the lower end of the study area as water supply). Therefore, the best course of action appears to be as follows:

POLICY 16 Urban services within the valley should be discouraged and encouraged to concentrate in areas more suitable for development of facilities and structures.

POLICY 17 Existing zoning categories such as Flood Plain (F-P), Agriculture (A), and Suburban Estates (S-E), should be applied where appropriate throughout the valley to maintain low densities.

The Agriculture zone should be applied to areas of the Bear Creek Valley which possess the relatively scarce class II and III soils, as well as to areas which have existing agricultural uses not allowed in the S-E zone.

However, soils studies indicate that those areas possessing class II and III soils are small in size and are scattered throughout the Valley. Therefore, it may not be economically feasible to produce commercial agriculture products and therefore the application of the S-E zone, allowing non-commercial agricultural production, may be more practical. However, this should be a determination of the property owner. Therefore:

POLICY 18

Areas in the Bear Creek Valley initially zoned Agriculture should be allowed to be reclassified S-E permitting non-commercial agricultural production, upon application for reclassification in the future.

POLICY 19

Potential zone classifications shall be applied to all areas classified Flood Plain, "F-P", for the purpose of establishing the basic zone when new hazard overzone restrictions are applied and implemented.

POLICY 20

The Flood Plain zone as applied to actual flood plain areas may be altered by reclassification only after re-establishment by the Division of

Hydraulics, King County Department of Public Works of the original flood plain as determined by the Army Corps of Engineers. Property owners may be requested to present satisfactory justification if they desire re-establishment on their properties.

POLICY 21

Improved forms of development controls should be designed which can better recognize and protect significant environmental characteristics.

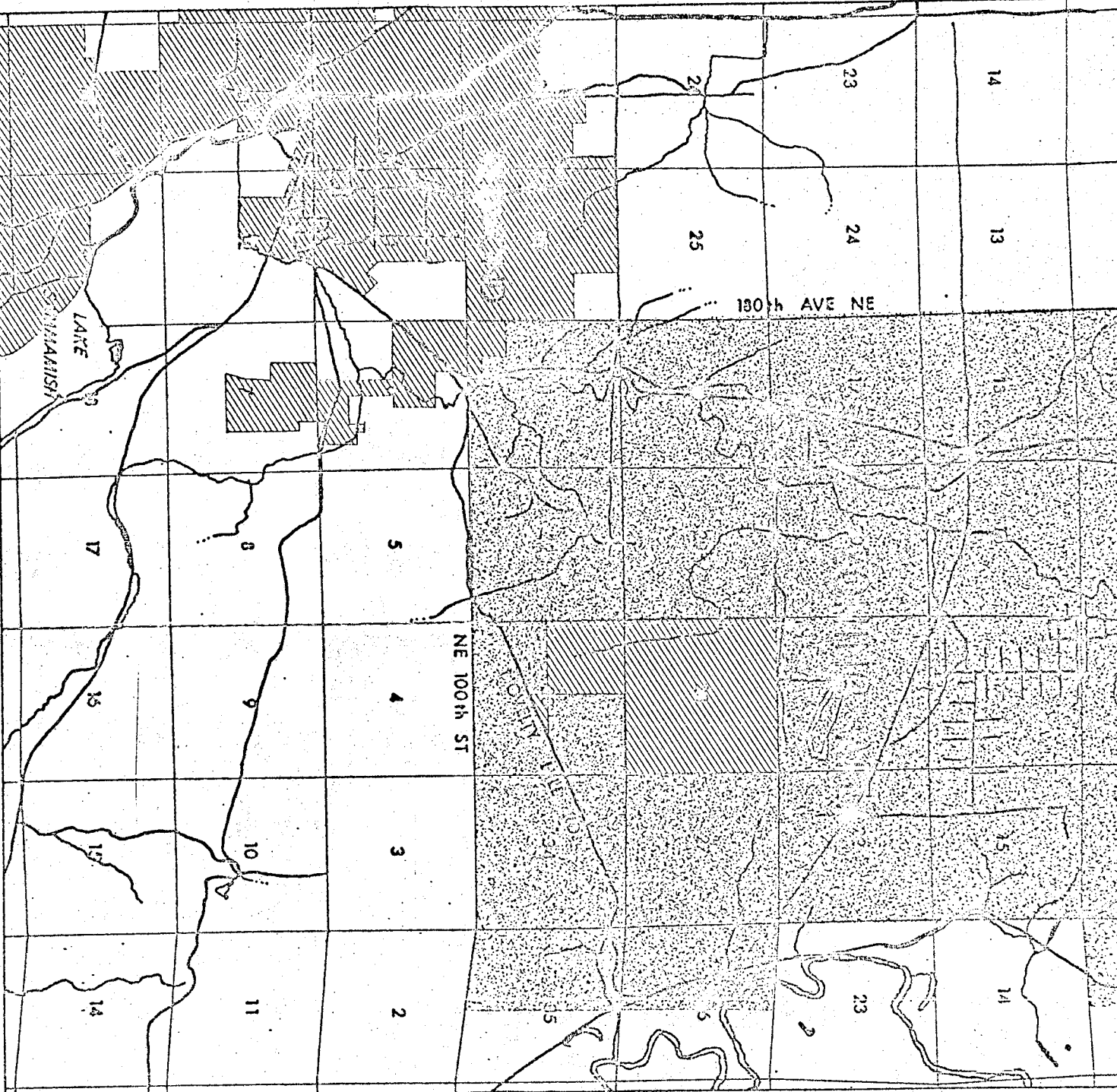
The upland area west of the Bear Creek Valley lies within the Bear Creek Watershed and possesses steep slope and drainage characteristics which may adversely affect Bear and Cottage Creeks. Since a portion of this area is already platted to urban densities and the remaining area is adjacent to a large plateau area which is naturally suited and desirable for urban development, careful consideration should be given to the development of this area so as to assure a proper transition between the Valley and the upland plateau. Therefore:

POLICY 22

The zone classification of G (Potential S-R) shall be applied to require planned unit development approaches to any future development of this area.

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**BEAR CREEK PLANNING AREA**  
KING COUNTY DEPARTMENT of PLANNING

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