

MOTION NO. 5375

A MOTION relating to economic development;
and reaffirming the importance of Motion
4472 which sets forth the guidelines to be
used in the development of land use policies
for the General Development Guide.

WHEREAS, the intent of the General Development Guide is to
direct King County's decisions affecting land development; and

WHEREAS, support for economic activity should be one of the
important components of land use policy; and

WHEREAS, Motion 4472 outlined the basis for economic
development policy in King County; and

WHEREAS, a long-standing concern has been to foster a stable
economy, lessening the past dependence upon a few industries; and

WHEREAS, planning is King County's most effective tool for
encouraging economic development and diversity; and

WHEREAS, increased economic diversity should be encouraged
by allowing a full range of commercial and industrial activities
in centers within each community; and

WHEREAS, King County can assist private enterprise to keep
and attract new jobs by a clear enunciation of where firms can
locate, specifying the appropriate type and size for the various
communities within the County; and

WHEREAS, the integral parts of sound economic policy must
emphasize the efficient use of energy, maintenance of King
County's high quality environment, and predictability in the
marketplace;

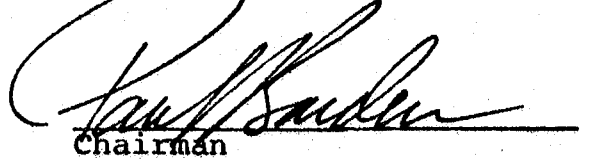
NOW, THEREFORE, BE IT MOVED by the Council of King County:

1. . The County Executive should continue to consider
economic development policy as an essential and logical part
of the General Development Guide or any other comprehensive
plan which will guide the physical development of King County;
and


1 2. The King County Council endorses the concept and
2 process which will accomodate commercial and industrial
3 growth in centers within each community as stated in Section #7
4 of the brochure entitled, "Summary of Public Comments on the
5 General Development Guide", published in 1981, and labeled as
6 Attachment A to the Motion.

7 PASSED this 21st day of December, 1981.

9 KING COUNTY COUNCIL
10 KING COUNTY, WASHINGTON

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12 Chairman

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14 ATTEST:

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17 DEPUTY Clerk of the Council

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SUMMARY OF PUBLIC COMMENTS ON THE GENERAL DEVELOPMENT GUIDE

This brochure summarizes the key issues raised through public review of the General Development Guide (second draft). The General Development Guide recommends new county-wide policies to update and replace the existing comprehensive plan for King County. If adopted by the King County Council, the Guide would be the basis for more detailed community plans, public facilities and services, zoning and other regulations affecting land use in unincorporated areas.

The purpose of public review was to find out whether the draft Guide adequately addresses people's concerns about land use and growth. Public comments on the draft Guide will be considered in revising the document before it is sent to the County Council for review and action.

PUBLIC REVIEW PROCESS

Work on the General Development Guide began as a joint program of the County Council and the County Executive in 1978. The County Council provided strong direction to the program by reviewing work products, and by adopting in Motion 4152 broad policies to guide land use planning. That motion directed that any new land use plan should accommodate projected growth while also protecting sensitive environmental features and natural resources, and minimizing costs for housing and public improvements.

Initial work toward a new plan included background studies on the housing market, land supply and demand, energy management options and public costs of various development patterns. A public information program in Spring of 1979 called attention to work on the plan, and invited initial public comment. The information program consisted of 13 public workshops, public service announcements on television and radio, and news releases. For additional public review, the County Council established a Growth Management Advisory Forum, a group of citizen activists and development industry representatives who were asked to comment on draft policies being considered.

A working draft of the General Development Guide was published March, 1980, to allow Council members to review the development concept and specific policies being considered for the Guide. After review, the Council directed that the Guide should describe a desired land use pattern similar to that of the existing comprehensive plan, should provide for a 20 year supply of land for residential and employment growth, and should clarify the relationship between the Guide, community plans, and functional plans such as transportation plans.

On May 15, 1981, a second draft of the Guide was published and offered for public review through September 30. During the public review period, planning staff organized or attended 117 meetings to explain the Guide, to stimulate extensive review, or to record public comments. Meetings included:

- 13 public meetings organized by King County and local communities to explain how the Guide would affect local areas.
- Meetings with government organizations including most of the cities; sewer, water and school districts; King County departments; and regional governments such as Metro and the Puget Sound Council of Governments.
- Meetings with community and business groups, including local chambers of commerce; community clubs and community councils; and county-wide organizations such as the Master Builders, the Municipal League, the Board of Realtors, the League of Women Voters, and others.
- Four public forums on specific issues such as energy and affordable housing. At the forums, speakers from various organizations critiqued the Guide's treatment of the issues.
- Six public hearings to record people's concerns about the Guide, and about the Draft Environmental Impact Statement for the Guide.

In addition to the meetings, copies of the Guide were distributed to local libraries, public agencies, and interested community and business groups.

The four sources of recorded public reaction to the Guide are written comments from organizations and individuals; transcribed public hearing testimony; comments of speakers at the four public forums; and responses to a questionnaire.

WHAT'S NEXT

The major issues raised by the public will be considered during the County Executive's review of the Guide. Discussion papers describing the major issues and different options are now being prepared. The Executive's recommended resolution of issues will be incorporated into the next draft of the Guide, which will be presented to the King County Council in 1982 for review and action.

There will be further opportunities for public review and comment while the Council is considering the Guide. When established, the schedule of events will be mailed to those who receive this brochure in the mail.

To add your name to the mailing list, or for further information, contact the Growth Management Section, King County Planning Division, W-217 King County Courthouse, Seattle, WA, 98104. Telephone: 344-7550.

WRITTEN COMMENTS AND PUBLIC TESTIMONY

The Planning Division received many useful suggestions for improving the Guide from individuals attending meetings during the review period. More formal suggestions came by way of letters from 48 organizations and 30 individuals, and through testimony from 17 individuals at the public hearings. All suggestions will be considered in revising the draft Guide during the coming weeks.

In addition to suggestions for minor changes, public review also raised several major issues which must be resolved in the next draft of the Guide. The written comments and public testimony addressing those major issues are summarized below. The full text of public comments and a more detailed summary can be reviewed at the Planning Division, Room W-217, King County Courthouse, Seattle.

In addition to comments from individuals and King County departments, the following organizations submitted comments on the Guide:

Puget Sound Council of Governments
METRO
Port of Seattle
King County Conservation District

Washington State Department of Transportation
Washington State Department of Natural Resources
Washington State Parks and Recreation Commission
Washington State Department of Game

U.S. Forest Service
Federal Aviation Administration

City of Bellevue
City of Bothell
City of Carnation
City of Kent
City of Redmond
City of Renton
Bellevue School District
Highline Public Schools
Issaquah School District
Lake Washington School District
Renton School District

Friends of Washington
Leagues of Women Voters In King County
Property Owners of Washington
Issaquah Alps Trails Club
Communities Surrounding Factoria
Highline Community Council
Federal Way Community Council
Greater Kingsgate Council
Union and Novelty Hills Community Council
Seattle Chamber of Commerce
Greater Redmond Chamber of Commerce
Economic Development Council of Puget Sound
Land Use Research Council
Real Estate Governmental Affairs Committee
National Association of Industrial and
Office Parks, Seattle Chapter

Burlington Northern
Cumberland Northwest, Inc.
Hugh G. Goldsmith and Associates
Hillis, Phillips, Cairncross, Clark and Martin
Jonson, Jonson & Hamack, P.S.
The Quadrant Corporation
Trademark Corporation
URS Company
Weyerhaeuser Company

1. General Reaction to the Guide

Many groups and individuals expressed support for the general direction of the draft Guide or for particular policies. However, others criticized the Guide's approach. Six groups or individuals stated that the Guide as written does not adequately recognize market mechanisms or private property rights. Others suggested the plan should rely on incentives rather than regulations. One group stated that the Guide is biased toward growth and development, and does not emphasize protection of the current quality of life in King County.

2. Effect of the Guide on Urban Areas

The Guide would encourage higher residential densities in urban/suburban communities, and would allow more townhouses, apartments and small building lots. The Guide recommends this approach as a way to lower housing costs, reduce the need for heating energy, lower the public costs of providing services to a given population, and reduce transportation fuel needs by allowing more people to live close to work or shopping.

Remarks on the Guide's treatment of urban areas were offered by 18% of those commenting. Four expressed support for increased densities in urban areas, citing housing and public service costs and energy savings as reasons. Two added that allowing increased densities in already urban areas would slow the conversion of farms and forests to urban development.

The majority of comments, however, focused on the potentially negative effects of higher densities on established communities. Eight suggested that the Guide should include policies for neighborhood preservation to prevent deterioration of existing communities. The overall theme of comments from 13 groups or individuals was that the Guide should require mitigation of the impacts of increased density through preservation of greenery, maintenance of the quality of existing communities, or management of the growth of business areas to ensure compatibility with surrounding communities.

3. Concept of Rural Areas

The Guide would establish a rural area where farming and forestry would be protected, and where people could live in a rural environment. Residential densities would be low to minimize demand for urban services, and to protect rural characteristics. Rural towns would contain businesses geared to rural needs, as well as some housing on small lots, plus multi-family housing.

Remarks on proposed policies for rural areas were offered by 40% of those commenting. Thirteen groups and individuals expressed support for establishing a rural area to protect farms and forests from conflicts with urban uses, and to protect rural living environments. One commented that existing zoning is too permissive to accomplish this purpose. Two stated that the Guide should also protect pockets of farmland or other rural activities which now exist throughout the county. On the other hand, three disagreed with a long-term rural designation, suggesting that rural area preservation would conflict with economic development goals, or that provisions should be made for reducing the rural area over time.

The main concern expressed about proposed rural policies was what people viewed as excessive limits on economic growth in rural towns. Although nine stated that even clean industry could threaten rural areas, eleven commented that restricting businesses in rural towns solely to resource industries or businesses serving rural needs would limit the development of balanced and diverse local economies. They suggested that growth in rural towns could be managed to prevent negative impacts, rather than prohibiting certain types of firms altogether. They suggested planning for the expansion of rural towns to allow diversified economic growth while still protecting resource lands and rural character.

Another concern was the proposed five-acre lot size for non-resource lands in rural areas. Four commented that a down-zone from one-acre lots to five-acre lots would be unfair to investors, or would make rural lots too costly for most people. Four others commented that the large lot size would increase land consumption in rural areas and speed the encroachment of residential development on resource lands. One suggested that allowing high-density development in clusters in rural areas would be a better way to minimize conflicts with resource lands.

Three groups were concerned about the Guide's policy to exclude any major new airports from rural areas. They maintained that an airport in the relatively undeveloped rural area would have the fewest noise impacts. One also suggested that an airport near a rural town could use existing infrastructure, and therefore minimize public costs for roads and utilities for an airport.

4. Adequate Public Facilities and Services

The General Development Guide would coordinate public facilities and services with development both through community planning and through the development approval process. Draft policies would direct community plans to consider cost-effective facility and service provision when planning new areas for growth. The draft policies would also make adequate public improvements a condition of development. If roads, utilities or other improvements were not adequate to support a proposed development, the development would be denied or delayed until the capacity problem could be remedied.

Remarks on adequate facilities were offered by 26% of those commenting. Comments from 11 groups and individuals strongly approved strengthening the tie between development and public service provision. They supported the concept of either denying developments unless improvements (especially transportation) are adequate to handle the new growth, or allowing developers to provide the needed services and improvements. Three commented that community quality would depend on adequate improvements.

However, 15 raised questions as to how the county would ensure service provision. Comments noted that urban areas would be negatively affected if the adequacy policy were not implemented; they suggested adding details to clarify when government would provide improvements, and when developers would be expected to provide them. Four asked for clarification on which service inadequacies would be the basis for denying developments; two raised concern that withholding publicly provided services would be used to stop growth. Five suggested that a strategy to provide services be detailed in the Guide.

5. Growth Reserve Mechanism

The Guide would establish a growth reserve area as the way to phase public improvements with growth. Proposed policies recommend low density land uses in growth reserve areas until the land there is needed to accommodate growth, and until needed public improvements can be extended cost-effectively to growth reserve areas. Development in growth reserve areas would be on five acre lots, or in clusters with an average density of one unit per five acres. Community plans would redesignate growth reserve areas for urban densities when needed to accommodate growth, and would also plan for provision of needed public improvements.

Remarks on the growth reserve mechanism were offered by 45% of those who commented. Comments from 12 groups and individuals agreed with the concept of phasing new development and services. Metro stated that such a system could lower the cost of transit service by consolidating the area to be served. Others urged that existing urban services should be used fully before planning for urban development and service extensions in new areas.

Many raised concerns about the proposed method for taking land out of the growth reserve when needed for urban development. Eight were concerned that the method, which would require community plan amendments and area-wide review, would be too slow to respond to changes in market demands. They argued that a slow or complex process would result in a restricted land supply, which would result in higher land and housing costs. On the other hand, four commented that the amendment process, which could be initiated by individual developers, would circumvent community plans and other important controls and would not be subject to enough public scrutiny. Most requested clarification of the amendment process, including elaboration of the amendment criteria, the procedures to be followed, and the role of public and private groups in the process.

Five stated that the Guide should more specifically encourage utility agencies to plan ahead for capital improvements in growth reserve areas. One utility agency said that the growth reserve designation would help in long range planning, since it would indicate the ultimate land use--urban/suburban development. However, another asked for recognition that some utility improvements are more cost-effective if built for ultimate capacity rather than phased with development.

Two stated that phasing growth through the growth reserve mechanism would not work as intended. One opposed interim zoning to create five acre lots, arguing that it would result in suburban estates which could not be converted to urban uses later. Another argued that allowing five acre lots would divide land into parcels that would neither support rural uses nor accommodate urban development. Ten opposed down zoning from one-acre zones to five-acre zones, even for short periods, arguing that it was unfair or that building lots would be too costly.

Eight suggested that urban zoning should be applied immediately in all areas planned for eventual urbanization, and that growth should be phased by approving development of those urban zones when adequate services and public improvements were available. Two suggested that development approvals on a case-by-case basis would allow a quicker response to market conditions.

6. Role of Community Plans

Community plans would play a major role in implementing the county-wide policies of the draft Guide. Although the Guide would establish general criteria for locating housing, businesses and public improvements, the community plans would apply those general policies to local areas by recommending specific zoning and specific capital improvement projects. Community plans would be the primary mechanism for planning for urbanization of growth reserve areas, and for establishing new or expanded centers of business and industry.

Concerns about the role of community plans were raised by 15% of those commenting. Five groups agreed that community plans are a good way to use public input in planning, and stressed the need for a commitment to developing good community plans. However, eight groups asked for elaboration of the proposed community planning process in the Guide. They argued that the responsibility of community plans should be explicit, and that the Guide should indicate how the local plans would be expected to provide for county-wide needs.

Although one group suggested strengthening the role of community plans, three others raised the concern that community plans would take a provincial view, resulting in a barrier to development.

7. Economic Development

The Guide would establish a process for accommodating commercial and industrial growth in centers in each community. An annual growth report would monitor the supply of vacant land planned for economic and other growth to ensure a supply of land adequate to accommodate twenty year forecasts.

Comments by 6% of those commenting raised concerns about the Guide's posture toward economic growth. Most of those commenting suggested that the Guide should not merely accommodate growth, but should aggressively pursue economic growth and economic diversity. They suggested adding economic goals and an action plan to the Guide, to indicate how the county would compete for industrial growth, and what incentives would be offered.

8. Implementation of the Plan

The Guide includes a general description of the regulations and procedures which would be used to put its policies into effect. It also contains a plan map to indicate generally how policies of the Guide would affect each community.

Remarks on the Guide's approach to implementation were offered by 16% of those commenting. Three groups expressed strong support for the Guide's policy to encourage interlocal agreements as one way to implement the plan. One suggested that the nature of those agreements should be detailed in the Guide. Eight commented that the Guide should include more specifics on how all of its policies would be implemented. Comments suggested outlining an action plan or implementation strategy to clarify measures projected to carry out various policies. Five asked especially for clarification on how open space would be preserved. They suggested that without more specific implementation plans, the Guide would not offer predictability.

SUMMARY OF COMMENTS AT PUBLIC FORUMS

Four public forums were held in August to discuss county-wide issues addressed by the Guide. At the forums, representatives of specific organizations or interests critiqued the Guide's treatment of the issues.

The remarks by forum participants were similar to those raised in letters and public testimony about the Guide. The major points discussed at each forum are listed below. A more detailed summary and complete transcripts of the forums can be reviewed at the King County Planning Division.

1. Forestry, Farming and Rural Lifestyle

Moderator: Rebecca Kelly, KOMO

Forum Participants:

Jim Crotts, Weyerhaeuser Co.
Susan Allen, Edgewick-Middlefork Assoc.
Gaye Veenhuizen, Councilmember, City of Enumclaw
Bill Wallace, Dept. of Natural Resources
Ted Cowan, Tahoma-Raven Heights Community Plan Committee
Pat Parker, Sierra Club

Forum participants supported the goals of protecting the natural resources of King County, and of preserving the opportunity for residents to live in a rural setting. They agreed that separating urban development from forests and farms would support the continuing productivity of resource industries. However, they disagreed about whether low-density zoning in reserve and rural areas would help achieve those goals. Two were concerned that low density zoning would speed the encroachment of residential development on farms and forests.

Two also raised concerns about the impacts of resource industries, and questioned whether nearby rural residents would tolerate even reasonable impacts.

2. County-Wide and Local Planning

Moderator: Jane Hadley, Seattle PI

Forum Participants:

Jim Mawson, Federal Way Community Council
Jim Billings, King Subregional Council
Steve Lloyd, Municipal League
Bob Scheitlin, Councilmember, City of Redmond
Rosemary Zeuschel, Woodinville Community Action Council
Tom McCracken, Seattle Chamber of Commerce

Participants generally agreed that the Guide's emphasis on establishing interlocal agreements between King County and each of the cities would be a key to attaining the plan's goals. Most also stressed that local community involvement would be essential to successful implementation. One major area of concern was the lack of detail on how the Guide would be implemented. Participants felt that the lack of detail would mean ineffective implementation. Another major concern was that increased responsibility placed on the community planning process would fail unless community planning committees were given more authority in the planning process.

3. Affordable Housing and Services Phased With Growth

Moderator: Wes Uhlman, Attorney

Forum Participants:

Richard Weinman, Land Use Research Council
Lee Carpenter, League of Women Voters
Paul Roberts, Seattle-King County Board of Realtors
Ann Aagaard, Friends of Northshore

All of the forum participants agreed that the goals of encouraging affordable housing and ensuring that development is accompanied by adequate levels of public services were important and necessary parts of a comprehensive plan. However, each of the forum participants expressed some reservations about the achievement of those goals due to lack of specific implementation measures in the Guide. They raised the concern that the Guide does not define "adequate facilities", nor establish a measurement system. They suggested that the Guide should specify in detail the mechanism that would link capital improvements and new development. Some were concerned that the Guide would restrict development in reserve and rural areas, yet not provide enough incentives for development in urban areas, thus driving land costs up.

4. Land Use and Energy

Moderator: Lee Somerstein, KOMO

Forum Participants:

Roger Pence, METRO
Donald McDonald, State Homebuilders Energy Committee
Gerrit Moore, Newcastle Community Plan Committee
Dick Nelson, Washington State Representative
Sally King, Western SUN

Most of the forum participants agreed with the policies of the General Development Guide that encouraged energy conservation through the use of higher density development and the clustering of development around activity centers. The Guide's goal of attaining energy conservation through reducing travel distances in new development was particularly supported by most panel members.

One participant disagreed about the extent to which energy considerations should shape land use patterns, arguing that building and transportation technology could address these problems more effectively.

RESULTS OF QUESTIONNAIRE

A short questionnaire was distributed at public meetings on the draft General Development Guide. The questionnaire was returned by those who wished to comment in this format. A total of 166 completed questionnaires were returned.

The questionnaire was intended for use as a discussion tool, and to get initial reaction from people who may not have read the Guide. Therefore, questions focus on general principles rather than specific policies. The basic principles of the Guide were outlined and people were asked to indicate whether or not they agreed. The results are summarized below. A more detailed analysis of results can be reviewed at the King County Planning Division.

	Agree	Disagree	No Opinion or No Answer
1. King County's plan for growth emphasizes that roads, sewers, schools, parks and other improvements should be provided as new housing and commercial areas develop. New development will be approved only when necessary improvements are made. To what extent do you agree with this principle?	72%	24%	4%
2. The Guide encourages cost effective improvements--roads, sewers, water, drainage systems. To do this, it encourages new development to locate in or near areas with existing improvements. In other areas, it calls for very low densities until land is needed for urban growth and improvements can be made. To what extent do you agree with this method of reducing public improvement costs?	71%	26%	3%
3. The Guide encourages energy conservation by providing for centers of employment and shopping in each community. Locating jobs and shopping near where people live can reduce energy used for transportation. To what extent do you agree with this method of encouraging energy conservation?	71%	27%	2%

**SUMMARY OF PUBLIC COMMENTS
ON THE GENERAL DEVELOPMENT GUIDE**

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Division of Planning
W-217 King County Courthouse
516 3rd Avenue
Seattle, Washington 98104



	Agree	Disagree	No Opinion or No Answer
4. The Guide encourages increased residential density in areas with adequate roads and other improvements. That is, it allows more shared-wall housing and small lot developments. This emphasis on density is in part a response to consumer demand. It has the additional advantage of reducing housing costs and costs for new roads, sewers and other improvements.			
To what extent do you agree that higher densities should be encouraged as a way to reduce housing and public improvement costs?	59%	36%	5%
5. In order to encourage farming and forestry in King County, the Guide establishes a rural area where farming and forestry will be the preferred land use. Land uses which conflict with forestry and farming, as for example dense residential development, will be excluded, except within rural towns.			
To what extent do you agree with this method of protecting forestry and farming?	68%	24%	8%
6. The Guide plans for large open spaces to separate and provide greenery between communities. It also calls for smaller open spaces to preserve beauty and visual variety within developed areas.			
To what extent do you agree that each type of open space is important?			
a. Large open spaces to separate communities.	69%	20%	11%
b. Small open spaces within communities.	72%	15%	13%

FOR MORE INFORMATION: CONTACT THE GROWTH MANAGEMENT SECTION, KING COUNTY PLANNING DIVISION, W-217 KING COUNTY COURTHOUSE, SEATTLE, WA. 98104. 344-7550.