

## CHAPTER 2 GROWTH MANAGEMENT ACT POLICIES AND GUIDELINES

### 2.1 An Overview of State Growth Management Requirements

The 1990 Washington State Legislature enacted the landmark Growth Management Act to guide Washington State as it grows into the future. The Growth Management Act was a significant first step in setting basic guidelines for growth management. Along with it, the Legislature approved several other measures that provide important new resources to assist with growth management, including increases in state transportation funding, new tax sources for local government open space acquisition, appropriations for habitat and recreation land acquisition, and new funding sources for local facilities financing.

The Growth Management Act requires the state's fastest growing counties (which include King and Snohomish counties), and cities within those counties, to prepare comprehensive plans. The City of Woodinville is located within King County, and is required to prepare a comprehensive plan (see below). The Growth Management Act also requires all counties to inventory agricultural, forest lands, and critical areas, and all cities and counties to make their zoning consistent with their comprehensive plans. State legislation also requires GMA counties and cities to update their comprehensive plan every five years. For the City of Woodinville, the first Comprehensive Plan 5-year update deadline was scheduled to be September 2002. However, a great deal of needed information coming from the 2000 Census is not scheduled for release until late 2002 or 2003. Therefore, the state legislature amended the deadline to July 2004 for all GMA counties and cities to allow jurisdictions to receive and evaluate updated demographic information.

Those cities and counties required to prepare comprehensive plans must designate urban growth areas, coordinate their plans with adjacent cities and counties, and include public participation in plan development.

The Growth Management Act has established 13 broad goals that cities and counties are required to follow. Each goal and a discussion of how the Comprehensive Plan meets the goal follows. Note that the City has periodically amended the Comprehensive Plan to reflect updated information related to plans and projects and/or changes in city policies.

1. Urban Growth - Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Discussion – The Comprehensive Plan guides future development to areas where services are available or can be provided efficiently. Most notable, the Land Use Element specifies where development may occur and specifically locates future development first in areas where services already exist and then in areas where services can be provided. Moreover, the annexation policies link any annexations to the ability to provide services in a cost-effective and efficient manner.

2. Reduce Sprawl - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Discussion – The Comprehensive Plan encourages the most intensive development in the Town Center Neighborhood. The Plan also encourages development throughout the City where urban impacts can be accommodated and services can be provided according to GMA concurrency requirements.

3. Transportation - Encourage efficient multi-modal transportation systems based on regional priorities and coordinated with city and county comprehensive plans.

Discussion – The Comprehensive Plan is consistent with both King County and

Snohomish County comprehensive plans, including the transportation elements. Moreover, the Comprehensive Plan, notably in the Land Use and Transportation Elements, emphasizes policies to encourage development appropriate for multi-modal transportation systems. Furthermore, several specific actions, such as creation of pedestrian amenities and trail systems, are called for in the Comprehensive Plan.

4. Housing - Encourage the availability of affordable housing to all economic segments of the population of the state, promote a variety of residential densities and housing types, and encourage preservation of existing housing.

Discussion – The Comprehensive Plan recognizes the importance of a wide variety of housing options available to all economic segments. The Comprehensive Plan promotes a wide variety of residential densities and housing types, preserves existing housing stock, and encourages the development of affordable housing. Notably, the Land Use policies and the Housing policies address these issues.

5. Economic Development - Encourage economic development throughout the state that is consistent with adopted comprehensive plans; promote economic opportunity for all citizens of the state, especially for unemployed and disadvantaged persons; and encourage growth, all within the capacities of the state's natural resources, public services, and public facilities.

Discussion – The Comprehensive Plan includes policies that promote a wide variety of economic development options by preserving industrial and commercial land, focusing attention on future mixed-use development within the Town Center, and promoting the emerging tourist and recreation based industries in Woodinville.

6. Property Rights - Private property shall not be taken for public use without just compensation. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

Discussion – The Comprehensive Plan does not reduce or impact private property rights. All decisions based on the plan's policies will continue to be subject to the proper procedures and restrictions associated with any condemnation actions.

7. Permits - Applications for both state and local government permits shall be processed in a timely and fair manner to ensure predictability.

Discussion – The Comprehensive Plan includes policies to create an efficient and fair permitting system (see Land Use and Economic Development elements).

8. Natural Resource Industries - Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.

Discussion – The City of Woodinville currently does not contain any lands devoted to natural-resource based industries. However, the Comprehensive Plan does contain policies to protect and conserve sensitive areas, wildlife habitat, and water quality and quantity. As such, the Comprehensive Plan provides safeguards to prevent the potential harm to fisheries in the area or downstream, as well as local agricultural industries. In 2002 an Environmental Element was added in response to the Federally Designated fish species on the Endangered Species Act list for the Puget Sound to further protect sensitive areas, habitats, and water supply.

9. Open Space and Recreation- Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

Discussion – The Comprehensive Plan contains policies related to the preservation of open space, the protection of wildlife habitat, the development of parks, and the availability of public access to natural resource lands and open space. The Land Use Element contains many of the policies related to preservation of open space and habitats while the Parks, Recreation, and Open Space Element addresses the development of parks and open space as well as public access. Additionally, the Parks, Recreation, and Open Space Element references the Parks, Recreation, and Open Space Plan adopted as part of the Comprehensive Plan that further refines Park, Recreation, and Open Space policy. The Capital Facilities Plan further elaborates on policies for park and open space development.

10. Environment - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Discussion – The Comprehensive Plan addresses environmental protection with goals and policies that protect and conserve environmentally sensitive areas and water supplies. Most of these goals and policies appear in the new Environmental Element, the Land Use Element, and the Utilities Element.

11. Citizen Participation and Coordination - Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

Discussion – The Comprehensive Plan is based on a significant amount of public involvement. This included a visioning process as well as the participation of citizen advisory panels to develop goals and policies along with a number of public workshops were held throughout the planning process to developing the initial Comprehensive Plan. Public Participation for the 5-year update has progressed in the same manner with CAPs and Public meeting.

12. Public Facilities and Services - Ensure that those public facilities and services necessary to support development shall be adequate at the time the development is available, without decreasing current service levels below locally established minimum standards.

Discussion – The Comprehensive Plan contains goals and policies that address the levels of service for public services and specifically prohibit new development or annexations that cannot be adequately served. The Capital Facilities Plan addresses the necessary steps to provide services to those areas where future development will occur in a timely and efficient manner.

13. Historic Preservation - Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.

Discussion – The Comprehensive Plan contains goals and policies that address the preservation of the City of Woodinville's history and character. These goals and policies can be found in the Community Design Element.

The Growth Management Act requires counties, in collaboration with their cities, to designate urban growth areas (UGAs), within which urban growth is to be encouraged and outside of which growth may occur only if it is not urban in nature. UGAs are to be sized to accommodate the growth projected for the next 20 years, as forecasted by the state Office of Financial Management. For the City of Woodinville, the 20-year allocation is 1,750-1,842 new households and 1,900-2,000 new jobs. UGAs may contain more than one city and may

contain unincorporated territory if the territory is already characterized by urban growth or is adjacent to other territory characterized by urban growth.

The elements required by the Growth Management Act for all county and city comprehensive plans and the required contents of these elements are listed below.

1. **Land Use.** The Land Use Element shall designate land for housing, commerce, industry, recreation, open space, public facilities and other uses, and include densities, building intensities, and estimates of future population growth.
2. **Housing.** The Housing Element shall include an inventory and analysis of existing and projected needs; goals, policies, and objectives to preserve, improve, and develop housing; identify sufficient land for housing; and provide for existing and projected needs of all economic segments of the community.
3. **Capital Facilities.** The Capital Facilities Element shall include an inventory of existing capital facilities owned by public entities; a forecast of the future needs for such capital facilities; proposed locations and capacities of expanded or new facilities; at least a six-year plan to finance facilities; and a requirement to reassess the land use element if probable funding falls short of meeting needs. Under the law, development is not allowed unless and until capital facilities are adequate to serve the development at an adopted standard of service.
4. **Utilities.** The Utilities Element shall consist of the general location, proposed location, and capacity of existing and proposed utilities, including but not limited to electrical lines, telecommunication lines, and natural gas lines.
5. **Transportation.** The Transportation Element shall include land use assumptions; inventory of existing facilities; facility needs based on adopted level of services standards; traffic forecasts for at least 10 years; system expansion and management needs; a financing plan; and intergovernmental coordination. As was the case with Capital Facilities, the law states that development is not to be allowed unless and until transportation systems are adequate to serve the development at an adopted standard of service.
6. **Economic Development.** The Economic Development element shall profile the City's business community and provide goals, policies, and actions to promote vibrant and sustainable economic activity.
7. **Parks and Recreation.** The Parks and Recreation element shall provide for the recreational and aesthetic needs of Woodinville residents while enhancing the City's unique character.

In addition to the above required elements, Woodinville has elected to include three optional elements:

1. **Human Services.** The Human Services Element shall include an inventory of existing human services and provide goals, policies and actions to promote a healthy, stable and productive community.
2. **Community Design.** The Community Design element shall include goals, policies, and actions to enhance the visual image of the City through the application of building, landscaping, and site and neighborhood design techniques.
3. **Environmental.** During the 5-year Comprehensive Plan update, the City has added an additional element. The Environmental Element includes goals and policies that are used to protect and preserve sensitive lands and native species.

Finally, the Growth Management Act authorizes cities and counties to establish impact fees to pay for a proportionate share of certain public improvements necessary to mitigate the impacts from new development. Impact fees may not be collected to correct existing deficiencies, and

financing for new system improvements may not rely solely on impact fees. Any capital facilities proposed to be financed with impact fees must be included in the jurisdiction's capital facilities or transportation elements.

## 2.2 A Summary of Multi-County and Countywide Planning Policies

To ensure consistency among the comprehensive plans of neighboring cities and counties, the Growth Management Act mandates the adoption of multi-county and countywide planning policies. These policies, according to state law, are written statements "used solely for establishing a countywide (or multi-county) framework from which county and city plans are developed and adopted..." By law, multi-county policies and countywide planning policies are required to address the following:

- Policies to implement urban growth areas (see below),
- Policies to promote contiguous and orderly development and provide urban services to such development,
- Policies for siting public capital facilities of a countywide or statewide nature,
- Policies for countywide transportation facilities and strategies,
- Policies for joint city and county planning within urban growth areas,
- Policies for countywide economic development and employment, and
- An analysis of the fiscal impact.
- Policies that consider the need for affordable housing, such as housing for all economic segments of the population and parameters for its distribution.

Vision 2020, produced by the Puget Sound Regional Council, contains multi-county policies affecting King, Snohomish, Pierce, and Kitsap counties. In addition, both King and Snohomish counties have adopted countywide planning policies that provide a framework for Woodinville's plan.

### 2.2.1 Vision 2020

Vision 2020 is the regional long-range growth and transportation strategy for central Puget Sound. Adopted in 1991 by the regional council of governments, Vision 2020 provides the framework for countywide planning policies and local comprehensive planning efforts, as mandated by the Growth Management Act. In May 1995, Vision 2020 was updated to reflect current countywide planning efforts and to establish an integrated regional vision (Puget Sound Regional Council, 1995). These policies "promote diverse, economically healthy and environmentally sensitive communities that offer affordable housing for all economic segments of the population and are connected and served by a high-quality, efficient transportation system." The framework policies that guide the development of policies for each element are listed below and their reference number within Vision 2020 is shown in parentheses (i.e., RF-#).

- Concentrate development in urban areas to conserve agricultural, forest, and environmental resources. Within urban growth areas, promote growth into centers that are connected by an efficient, transit-oriented, multi-modal transportation system (RF-1).
- Protect critical areas, conserve resource lands, and preserve lands and resources of regional significance (RF-2).
- Phase development of public facilities and services to achieve the adopted regional vision (RF-3).

- Develop a transportation system that emphasizes accessibility, includes a variety of mobility options, and enables the efficient movement of people, goods, and freight (RF-4).
- Provide diversity and choice in housing and employment options (RF-5).
- Maintain economic opportunities while managing growth (RF-6).
- Mitigate potential adverse effects of concentrating development by early action (RF-7).

### **2.2.2 King County**

King County's Countywide Planning Policies were adopted by the King County Council in July 1992 and updated in August of 2000. These policies provide a framework for coordinating development between King County and the 39 cities within it.

The King County Countywide Planning Policies were developed by the Growth Management Planning Council (the Planning Council), which is responsible for identifying Urban Centers, adopting 20-year target numbers for projected population and employment, and identifying the Urban Growth Area within the county.

The countywide policies are divided into nine areas: (1) Critical Areas, (2) Land Use Pattern, (3) Transportation, (4) Community Character and Open Space, (5) Affordable Housing, (6) Contiguous and Orderly Development, (7) Siting Public Capital Facilities of a Countywide or Statewide Nature, and (8) Economic Development, and (9) Regional Finance and Governance. Specific policies for each of these eight areas are summarized in the Appendix for each respective planning element. Consistency between the King County Countywide Planning Policies and the Woodinville Comprehensive Plan is demonstrated in Table 2-1.

### **2.2.3 Snohomish County**

The development of countywide planning policies for Snohomish County was initiated in October 1990 by the Snohomish County Tomorrow Steering Committee. This committee was a group of elected officials from the county, cities, towns, and the Tulalip Tribes who sought to "adopt a publicly shared vision and goals to guide effective growth management and preserve Snohomish County's unique quality of life." Similar to King County, the countywide policies for Snohomish County are focused on the designation of Urban Growth Areas, housing, economic development, siting of essential public facilities, fiscal impact, and transportation. In addition, Snohomish County has specific policies guiding development in rural areas.

Countywide planning policies for each comprehensive planning element are described below in their respective section. Consistency between Snohomish County Countywide Planning Policies and the Comprehensive Plan is shown in Table 2-1. This table describes only those policies (paraphrased) that require consistency on the part of the City of Woodinville.

## **2.3 Summary of Implementation Requirements and Procedures for Updating and Amending the Comprehensive Plan**

Although adopted by ordinance, comprehensive plans have traditionally been policy documents with the implementation accomplished by land development regulations and other ordinances. However, the Growth Management Act has authorized action in a variety of innovative regulatory and non-regulatory implementation methods, which are addressed in each element of this Comprehensive Plan. The City will continue its public education program following Plan adoption to inform the community about the rationale and goals of the Plan, as well as changes that will take place in the City.

Existing development regulations will be updated to be consistent with this Comprehensive Plan following plan adoption. In reviewing regulations for consistency, the City will ensure that development patterns suggested in the Plan are encouraged. In addition to new development regulations identified in the Land Use Element, other regulations will be enacted as necessary to implement the Plan.

Planning is an ongoing process, and improved data or changing circumstances will require amendments to the Comprehensive Plan. In particular, the Plan will be updated once a year or in the event of an emergency such as something that would cause the Plan to be internally inconsistent or for an unseen event that would create a need to revise the Plan within the one year. The updates will also address any specific concerns, clarify inconsistencies that were identified during the year, review adequacy of the adopted level of service standards, and update any environmental information. In addition, the City will update their Comprehensive Plan every 7-years, as mandated by the Growth Management Act. The community's vision provides long-range guidance for the City (see Chapter 1). To maintain consistency and allow sufficient time for decisions to take effect, these general guidelines should not be changed more than every five years. However, as specific goals and policies are achieved, revision of the Plan in each element may be required to continue progress toward the overall goals.

The City of Woodinville is committed to following its adopted Comprehensive Plan and will allow for an adequate period of time for policies and actions to take effect prior to considering changes to it. The City is also committed to working with King and Snohomish counties and other jurisdictions to coordinate and resolve local and regional issues.

## **2.4 Buildable Lands**

The Buildable Lands Program is required for six Western Washington counties, (Clark, King, Kitsap, Pierce, Snohomish, and Thurston) and the 97 cities and towns within their boundaries. In May 1997, the program as a part of a larger bill, was adopted by the state legislature and signed by the governor. The bill added the Buildable Lands Program to the Growth Management Act. The purpose of the program is for these local governments to compare anticipated growth against actual development over time to answer two basic questions: (1) Do local governments have suitable land to accommodate expected growth for the 20 year planning period? and (2) Are urban densities (four units to the acres and greater) being achieved in the Urban Growth Area?

Participating jurisdictions are required to gather data annually and evaluate, at five year intervals, the level and type of development occurring. This information is then sent to the county for comparison and publication. This applies to housing, commercial, and industrial land uses. The data collected shows vacant and redevelopable parcels with the City of Woodinville in residential, commercial, and industrial zones. Vacant land is defined as parcels with no structures and redevelopable land is defined as parcels with older structures but with possible redevelopment in the future.