2.0 LAND USE ELEMENT

2.1 Introduction

Covington's Land Use Element is intended to provide a foundation and guide for the location of a complete spectrum of land uses within the City's boundaries. The Land Use Element is divided into five sections. The Introduction section describes the intent and the relationship to Covington's community-wide vision of the future and other elements of the Comprehensive Plan. The Planning Context section summarizes the interrelationships of the element with the other local governments in the region and how the policies in this element respond to the requirements of the GMA and the Countywide Planning Policies (CPP). The Existing Conditions section provides a review of existing land use, population and employment data, and progress on ratified growth targets through the year 2022. The Future Land Use section designates the general location of land uses for the 20-year planning period with a Future Land Use Map. The Goals and Policies section provides guidance for future development and establishes the conceptual framework from which the more detailed recommendations for housing; transportation; downtown, economic development; parks, trails and open space; natural environment; human services; utilities; and capital facilities; are made in subsequent elements of this Plan.

The Land Use Element helps to achieve Covington's Vision Statement by providing for planned growth and economic development in a manner which supports preservation of the natural environment, and provides for a well-designed and pedestrian-friendly downtown, visually similar to Covington's small-town past. In addition the land use element intends to foster well-maintained and attractive neighborhoods affordable to residents, and a variety of cultural and recreational opportunities. The Land Use Element also contains policies to encourage a stable economic base and to promote more family-wage jobs and increased employment opportunities in the City.

2.2 Planning Context

The goals, policies, and strategies of this Comprehensive Plan have been developed to reflect the City Council's Vision Statement and Mission, while building on a variety of planning documents and processes, the King County Countywide Planning Policies, the 2008 King County Buildable Land Report, and the 2008 Population, Housing and Employment Report (see Appendix T-2).

2.2.1 Requirements of the Growth Management Act (GMA)

The most important aspect of the GMA is the requirement that other elements of the Comprehensive Plan relate back to the Land Use Element and that the Plan is internally consistent. Therefore, the GMA puts the Land Use Element in the central role of defining the direction of the Comprehensive Plan, and thereby carrying out the vision of the community.

In 1997, GMA was amended to establish a monitoring and evaluating program, known as the Buildable Lands Program (RCW 36.70A.270), to determine if actual growth and development in local jurisdictions is consistent with growth that was planned for in the King County Countywide Planning Policies (CPP) and Comprehensive Plan. Policies within this element take into consideration actual growth as identified in the Buildable Lands Program.

2.2.2 Regional Policies and Plans

There are two regional policy documents that were adopted and ratified by local governments in the Puget Sound area: Vision 2040 and the King County Countywide Planning Policies. Vision 2040, adopted in April, 2008, is the result of a four-county regional planning process undertaken by the Puget Sound Regional Council (PSRC). Following an extensive review of regional land use and transportation alternatives, PSRC adopted a regional growth strategy that emphasizes targeting growth to regional geography groupings and centers throughout the region. Vision 2040 subsequently has served as the framework for the Countywide Planning Policies for Kitsap, Pierce, Snohomish, and King Counties.

Countywide Planning Policies address several issues, including the designation of UGAs, promotion of contiguous and orderly development and provision of urban services to such development, affordable housing, and policies for joint county and city planning within UGAs. King County's CPP were developed in conjunction with local governments and the Growth Management Planning Council (GMPC), a group of elected officials from Seattle, King County, and suburban cities.

Vision 2040 has implications for Buildable Lands and targets in articulating a Regional Growth Strategy, which calls for a preferred distribution of future population and employment growth in the region. Each county is called on to plan for a given share of the region's growth, and within each county, each regional geography grouping (Covington is part of the "small city" geography grouping) is called on to plan for a prescribed share of the county's growth. In developing and adopting new growth targets, the GMPC has been very strongly guided by the Regional Growth Strategy in Vision 2040.

The resulting growth targets for housing and jobs must be accommodated within each local jurisdiction through the land use plan and development regulations. There are a number of GMA provisions that speak to this. Buildable Lands comes in as a mid-course check, if you will, on how well those local plans and regulations are performing in accommodating that growth, with special focus on achieved densities and the supply of buildable land. Local governments gather data each year, and the next evaluation is in 2012.

Countywide Planning Policies are: 1) adopted by GMPC and then 2) ratified by the county and cities individually. To become effective, a CPP amendment must be ratified by at least 30% of the jurisdictions in the county (including the county itself) containing at least 70% of the county's population.

According to the GMA, the intent of these policies is to establish a framework from which county and city comprehensive plans are developed, and to ensure that county and city plans are consistent as required by GMA Statutes. Therefore, these policies have a significant impact on Covington's local land-use policies and Comprehensive Plan.

2.3 Existing Conditions

2.3.1 Existing Land Use

The City relied heavily upon King County GIS data for analysis of existing land use and is supplemented by City staff and consultants. The existing land use is defined as the current use of a parcel and is NOT based on underlying zoning. The City identified eleven generalized existing land-use categories consisting of: single family residential; mobile home park; commercial; office; industrial; public utility; mining/quarry; schools/library; churches; open space; and vacant lands. Table 2.1 shows the acreage and distribution of each of the existing land-use categories, including potential annexation areas.

Table 2.1: Existing Land Use

Existing Land-Use Category	Total Covington	
	Acres	% of Total
Single Family	1813	55.17%
Mobile Home Park	17	0.53%
Commercial	68	2.06%
Office	9	0.29%
Industrial	10	0.29%
\Public Utility	107	3.24%
Mining/Quarry	181	5.52%
Schools/Library	152	4.64%
Churches	67	2.03%
Open Space	137	4.17%

Vacant lands	651	19.82%
Undetermined use	73	2.24%
Total (excluding lakes and roads)	**3,286**	**100.00%**

It is important to understand how potential development constraints may impact future growth and development patterns. Overlapping constraints to development are shown as Potentially Constrained Lands as the composite of areas constrained by floodplains, wetlands and associated buffers, streams and associated buffers, landslide hazard areas, seismic hazard areas, erosion hazard areas, power line easements, and gas line easements. Approximately 766 acres of Covington's total land area is potentially constrained, and discussed and mapped in the Environmental Element.

2.4 Population and Employment

2.4.1 Demographics

Population

King County population projections have been prepared by the Office of Financial Management (OFM) for growth management planning purposes. The OFM projections provide high, intermediate, and low population growth expectations for each county. Counties may select a population projection within the high, medium and low projection alternatives. The intermediate series is used in this plan to reflect a moderate growth rate for King County and the central Puget Sound region.

The US Census reports that the 2000 population for the City of Covington was 13,783 persons. Because Covington is a recently incorporated area, historical population data for the area defined by the municipal boundaries is not readily available dating back before the year 1990. However, 2009 OFM population estimate for Covington indicates that the community has a population estimate of 17,530, already surpassing its projected 2020 population (Table 2.2). Factors that contribute to the current population increase in Covington include a combination of reasonable housing costs compared to the rest of King County, recently low interest rates, excellent soils for site development, and a relatively large supply of affordable land. This combination has created a strong market in the city for housing development. In addition, the City of Covington has been involved in a major planning effort to provide capacity for population, housing, and commercial growth. These factors will likely continue to encourage population growth at a high rate of increase in the future.

Table 2.2: Covington Population: 2003 - 2023

Covington Population	2003	2013	2023	% Change 2003-2023
Population	14,850	17,152	19,454	31%

Source: Office of Financial Management 2002; EDAW 2003.

Age Distribution

According to US Census and Washington State OFM data, Covington's population is comprised with a significant percentage (36.5 percent) of residents under 19 and very few seniors (4 percent). The majority of the population is between the years of 20 and 64 years of age (60 percent). Covington also contains an approximately 12 percent minority population. Covington's percent of population under the age of 19 is significantly higher than the rest of King County (25 percent) as a percentage of total population. Conversely, Covington has about one fourth the percentage of senior citizens (over 65 years of age) as the balance of King County (3.7 percent vs. 10.4 percent).

Growth Targets

Under agreements with the GMPC, the City of Covington is responsible for a target of an additional 1,173 households by 2022. Table 2.3 describes Covington's household target for 2022.

Table 2.3: 2022 Covington Household Target

Covington	2000	2022 Additional HH Target	Housing Units Needed to Meet 2022 Target	Existing Housing Units 2003
Total Households	4,398	1,173	5,571	5,048

Sources: 2000 US Census; 2002 King County Benchmark Report; Personal Communications, Chandler Felt, King County; Covington 2003.

The City of Covington is close to achieving the housing capacity needed to accommodate the GMPC 2022 household target, almost 20 years in advance. Therefore, Covington is meeting regional housing goals and growth mandates. However, if population growth occurs as projected (31 percent growth over 20 years), the City will need to provide additional residential development capacity, including possible expansion beyond current city and UGA boundaries, to be able to meet the housing demands of future residents.

2.4.2 Employment

Table 2.4 indicates the relative importance of major employment sectors within the City of Covington based on the number of employees. The data suggest that retail and service jobs (including government and education) are predominant in Covington. In addition, the construction sector is relatively specialized in Covington in comparison to similar sectors in Washington State.

King County employment projections for 2005 and 2010 estimate 1.2 percent

growth in the retail sector, 2.5 percent growth in the services sector, and 1.0 percent growth in the heavy construction sector countywide (King County Employment Securities Department Website).

The King County GMPC maintains 20-year job growth targets for the year 2022. County employment targets in urban areas are based on the following criteria (King County CPP 2002):

- The capacity and condition of existing and forecast capital facilities and utilities,
- Proximity to major employment centers,

Table 2.4: Number of Covington Employees by Employment Sector

Employment Sector	2002	Percent of Total
Services (Gov/Ed.)	2,136	42.2%
Retail	1,241	24.5%
Other Industries	780	15.4%
Construction	512	10.1%
Manufacturing	129	2.5%
Wholesale	101	2.0%
Agriculture	93	1.8%
Transportation	38	0.8%
Finance/Real Estate	19	0.4%
Mining	11	0.2%
Communications/Utilities	3	0.1%
Total All Industries	**5,063**	**100.0%**

Source: Herbert Research 2002.

- Access to existing and projected regional transit,
- Capacity of undeveloped land and potential for redevelopment given the character of existing development,
- The need for a range of housing types,
- Each jurisdiction's share of affordable housing as required by affordable housing policies,
- Consistency with the Countywide numbers.

The City of Covington's employment target for 2022 is 990 new jobs. Table 2.8 (in Section 2.7.2) provides a summary of the City's ability to provide commercial and industrial development capacity to meet this employment

target.

Covington strives to have a healthy economic structure by providing for orderly and efficient economic development while at least maintaining, and potentially increasing, its jobs per household balance. This ratio was 1.1 in 2003. The major component of future non-residential development includes diverse opportunities for commercial, office and manufacturing activities, with a significant portion of land appropriate for mixed use buildings. These land uses will provide needed services and jobs to Covington residents and also provides a major component of Covington's tax base through sales and property taxes. Because these kinds of activities typically generate more tax revenue than they consume in commensurate public services and facilities, they are often considered as an important fiscal benefit to the local government tax base.

2.5 Future Land Use

2.5.1 King County Urban Growth Area Boundary

The King County designated UGA encompasses all cities located within the county. The boundary of the UGA is established by the County in consultation with the cities through consideration of land use demand projections, identification of critical and resource lands, and determination of areas already characterized by urban growth. Open space corridors must be identified within and between UGAs. Covington's UGA contains 3,558.5 acres of incorporated lands and 275.5 acres of unincorporated lands which have already been identified as falling within the County's designated UGA (Figure 2.1). Of this latter category, nearly 168 acres are included within Covington's Potential Annexation Area and will likely be incorporated in the near future.

A growth boundary defines the limit within which the full range of urban services will be provided. These services are not offered beyond the growth boundary. Growth is first directed into areas already urbanized and that have existing public facility and service capacities to serve this development.

Secondarily, growth is directed to portions of the UGA requiring additional facilities and services. The purpose is to promote more compact urban development within and adjacent to existing urban areas in order to insure efficient utilization of land resources and to facilitate economic provision of urban services.

2.5.2 City of Covington Urban Growth Area

Covington's UGA includes 81 acres of land adjacent to the City limits that have been identified as appropriate for future annexation. Covington's UGA is specific to the City and does not overlap with annexation areas of adjacent cities. Expansion of the City by future annexations shall take place

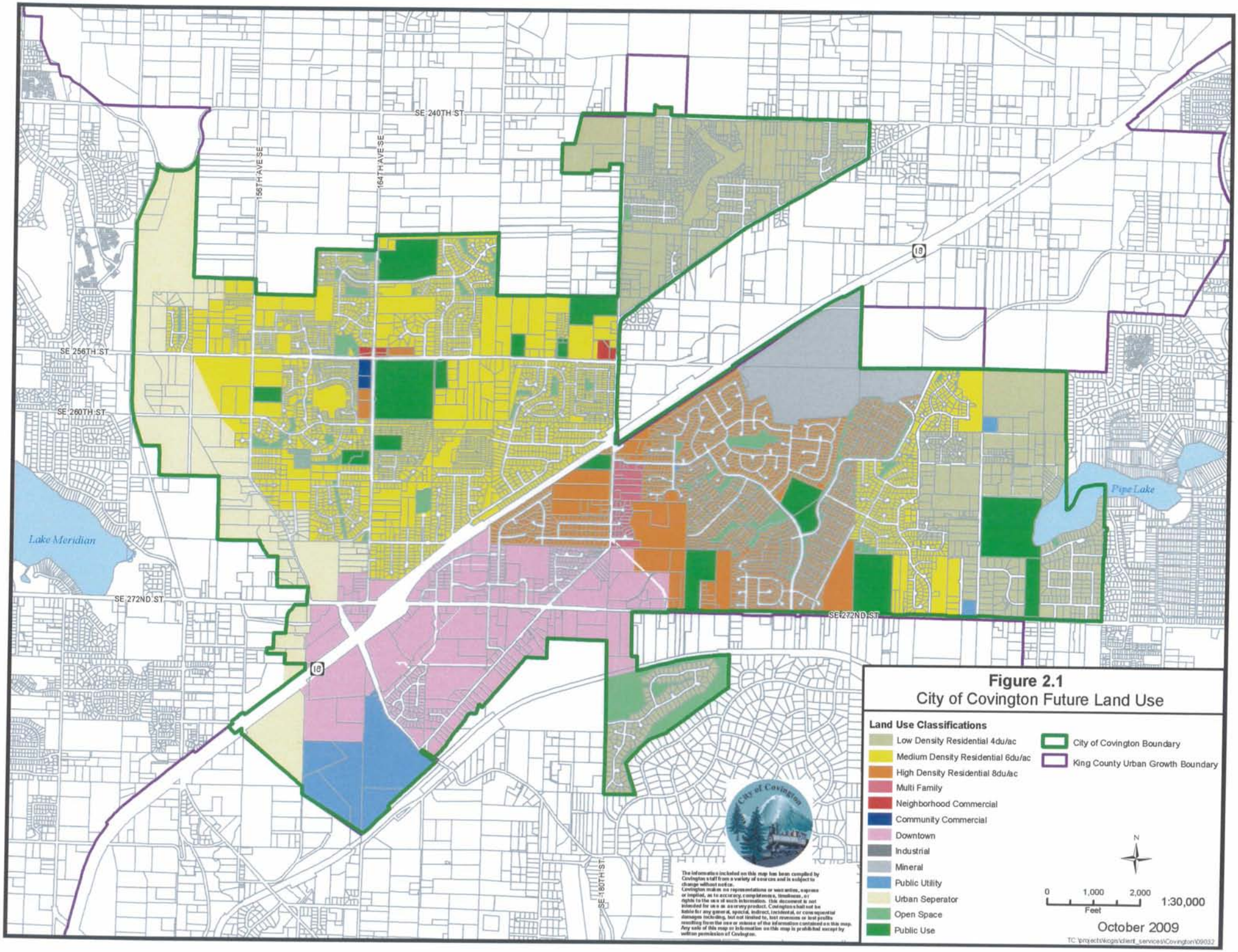


Figure 2.1
City of Covington Future Land Use

according to policies contained in this Plan and supporting development regulations.

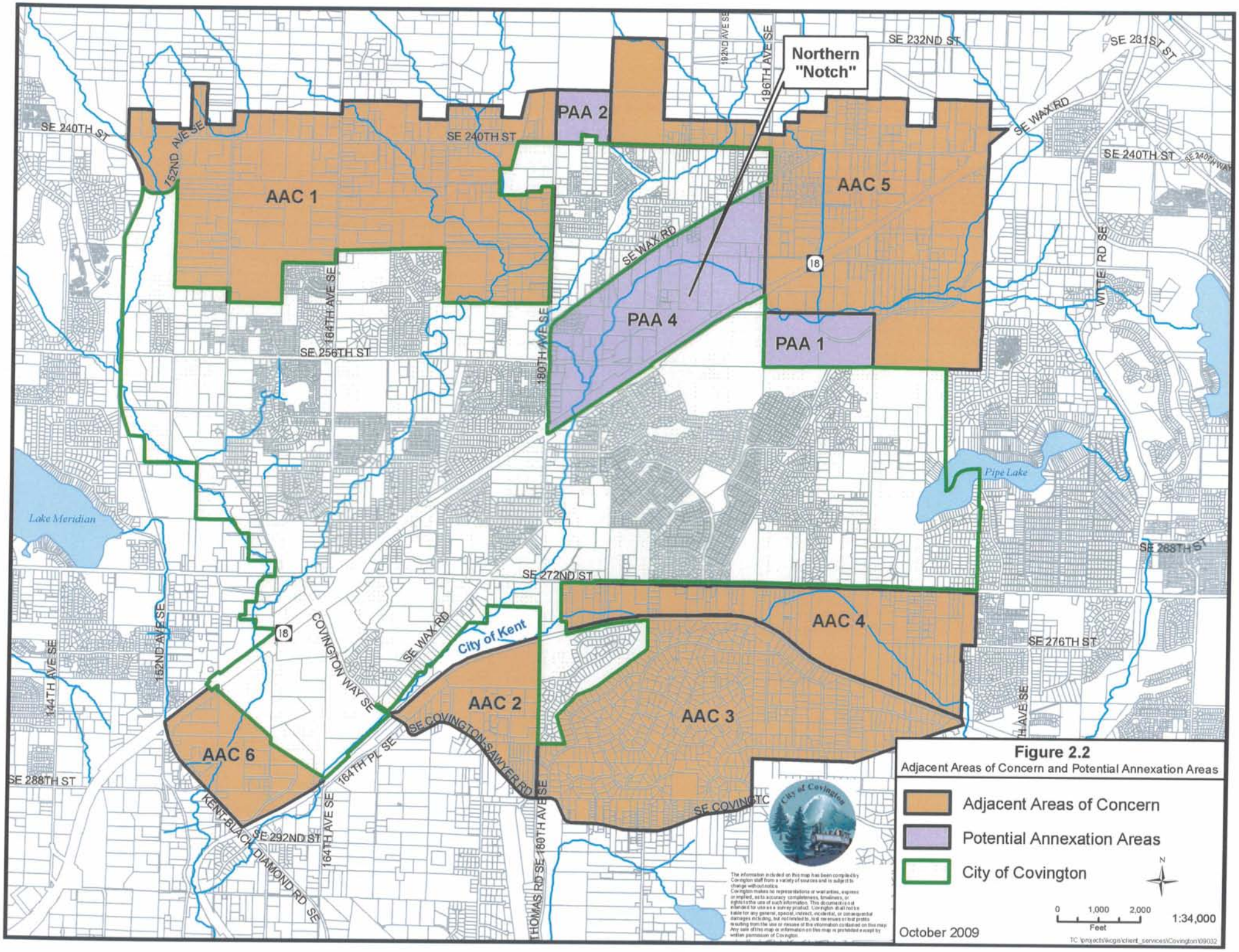
Adjacent Areas of Concern/Potential Future Annexation Areas

Four unincorporated adjacent areas of concern that are adjacent to Covington's Municipal Boundary and outside of Covington's UGA include Adjacent Areas of Concern (AAC), Northwest (NW), Northeast (NE), Southwest (SW) and Southeast (SE). The four AAC are currently under consideration for future annexation by the City in the future as required to meet Covington's long-term growth needs. (Refer to Figure 2.2). Future annexation of these areas would require adjustment of the UGA boundary. These four areas are currently under the jurisdiction of the King County Comprehensive Plan and Development Regulations, provided that the potential annexation areas contained within the larger southern area are joint planning areas. The City is committed to being involved in future land-use decisions regarding any major developments in these areas.

2.6 Future Land-Use Categories

The Future Land Use Map (Figure 2.1) contains the location of generalized future land uses through the year 2020 that Covington intends to achieve through adoption and implementation of the Comprehensive Plan and supporting development regulations. However, for Public and Public Utility uses the map shows only existing locations. The future locations of Public and Public Utility uses may occur throughout the City pursuant to Comprehensive Plan goals and policies and Development Regulation provisions, which are intended to reduce impacts on surrounding land uses. The Preferred Future Land-Use Map is based on the following considerations:

- City of Covington's Vision Statement
- Community preferences and needs as expressed through community forums and workshops, the City Council, Planning Commission, Parks Commission, Youth and Family Services Commission, Covington Economic Development Council (CEDC) and Covington Chamber of Commerce and other means;
- The GMA and CPP;
- Protection of critical areas, urban separators, and natural resources consistent with salmonid protection and NMFS ESA Section 4(d) rules; and
- Theoretical land capacity analysis to determine if appropriate developable


Northern "Notch"
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AAC 2
AAC 3
AAC 4
AAC 5
AAC 6
PAA 1
PAA 2
PAA 4
SE 240TH ST
152ND AVE SE
SE 256TH ST
164TH AVE SE
180TH AVE SE
192ND AVE SE
186TH AVE SE
SE 232ND ST
SE 231ST ST
SE WAX RD
WITTE RD SE
SE 240TH WAY
Lake Meridian
Pipe Lake
SE 272ND ST
SE 288TH ST
SE 276TH ST
144TH AVE SE
COVINGTON WAY SE
City of Kent
SE COVINGTON-SAWYER RD
164TH PL SE
KENT-BLACK DIAMOND RD SE
SE 292ND ST
THOMAS RD SE
SE COVINGTC
18
Figure 2.2
Adjacent Areas of Concern and Potential Annexation Areas
Adjacent Areas of Concern
Potential Annexation Areas
City of Covington
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October 2009
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land is available to meet growth targets.

2.6.1 Single Family Residential

The City's existing neighborhoods are primarily characterized by attractive single family residential development. Existing platted subdivisions fall predominantly within the range of four to eight units per acre. The Plan recommends that the remaining vacant properties in residential areas develop in the range of four to eight units per acre to meet most of the projected housing needs of the community and to maintain compatibility with the existing neighborhoods and open space corridors.

Minimum density standards for residential developments shall be utilized to ensure that land is used efficiently, that urban density standards of the GMA are met, and that low-density sprawling development does not occur. This Plan supports a variety of densities in order to provide for housing types and prices that meet the needs of the community.

Appropriately sited mixed-use, in or near, Downtown, will help to provide housing options and meet the variety of housing needs in Covington.

Cottage Housing is allowed within the City's downtown as an alternative housing style and provides options for infill development. Cottage Housing provides a benefit to the city by allowing a diversity of housing, and potentially a new form of affordable housing in our downtown and adjacent to commercial, retail, and office development.

2.6.2 Multifamily

Structures designed to accommodate several unrelated households. Multifamily residences include duplexes, apartments, townhomes, and condominiums. These buildings may be communities, or a collection of separate entities. Multi family dwellings are potentially an affordable alternative to the single family home.

Major concentrations of multifamily units should be avoided by dispersing apartment complexes throughout the city. High density residential and downtown commercial designations should be evaluated to accommodate multifamily structures, specify densities and type multifamily housing. This evaluation will further the city's goals of developing sound neighborhoods and ensuring variety and affordability of housing types consistent with the needs of the population.

2.6.3 Mixed Uses

The concept of mixed uses provides a wide array of integrated employment

and housing opportunities for the City. The mixed use concept encourages buildings where retail and office uses may locate in close proximity to residential uses. The land uses within a development shall be compatible with each other and surrounding land uses.

Mixed use developments are intended to promote well-designed pedestrian and transit friendly development and to create attractive areas where people may be able to live, work, play and shop in close proximity to one another. Such developments are seen as an innovative technique to accommodate affordable housing needs and to disperse commercial activities into smaller more manageable clusters with fewer impacts than large concentrated commercial centers.

2.6.4 Downtown

The Downtown Commercial designation entails mixed use located entirely within the Downtown Subarea and is intended to provide the majority of the retail commercial and office opportunities within the City, as well as various civic, social, residential, and recreational uses. The Downtown Commercial designation is intended to accommodate economic growth in a compact form with a mix of uses that lessens automobile trip lengths and promotes travel modes other than vehicles occupied by one person. Residential uses integrated with commercial uses in mixed-use buildings are encouraged. Additional housing in the Downtown Commercial designation would add vitality to the area and help meet community housing needs.

The design of the Downtown Commercial area should reflect the character of Covington and contain central public spaces such as public plazas that serve as community gathering places. Residents recognize a healthy and vital downtown as an important element of the City's future identity and key to a healthy tax base structure. The Downtown should consist of four inter-related land use designation as follows and as described in more detail in the Downtown Element:

(a) Town Center: The town center should be concentrated south of the SE 272nd Street corridor between Covington Way, SE Wax Road, and 168th/165th Place SE.

(b) Mixed Commercial: The mixed commercial should adjoin the town center to the west, north and northeast. These areas are the "gateways" to downtown Covington from Kent to the west and Maple Valley to the east.

(c) Mixed Housing and Office: The mixed housing and office should be located along SE Wax road to the east and some portions of the west. Single Family detached housing within the downtown should be considered within the mixed housing and office designation.

(d) General Commercial: The general commercial should be located south of SE 272nd Street and west of the town center.

2.6.5 Neighborhood Commercial

The Neighborhood Commercial designation is appropriate for small-scale commercial uses that provide convenience goods and services to serve the everyday needs of the surrounding neighborhoods while protecting neighborhood character. Neighborhood Commercial development can serve to reduce automobile trip lengths and frequency by providing dispersed commercial uses closer to resident homes. Second-floor residential uses are encouraged in Neighborhood Commercial buildings, but not required. The design and scale of these areas shall be strictly regulated during the review process to ensure compatibility with the surrounding neighborhood.

2.6.6 Community Commercial

The Community Commercial designation is intended to provide for a broader range of commercial activities and services than those typically found in the Neighborhood Commercial designation but at an intensity of use still compatible with the surrounding residential neighborhoods. Community commercial activities should be designed and scaled to serve a range of day-to-day needs for the residents of one or more neighborhoods in the city, but are not intended to provide for the needs of the traveling public who live outside of those areas. Uses should be sized and permitted accordingly to maintain compatibility with the surrounding residential neighborhoods.

2.6.7 Mineral

The GMA requires cities and counties to designate, where appropriate, resource lands and develop Plan policies and regulations to protect them. Covington does not contain agricultural or forest lands of long-term significance; however, the city does contain mineral resource lands of long-term commercial significance. Mineral resource lands are usually home to an extractive industry which mines rock, gravel, fill dirt and other useful minerals important to the continued development of the region.

The existing mineral resource site located in the northeastern portion of Covington is Lakeside Industries, which mines sand and gravel resources and operates an asphalt batch plant. Mineral extraction activities have been performed in this area for approximately 40 years, and it is anticipated that the gravel quarry can continue for an additional 10 to 15 years.

2.6.8 Public Use

The Public Use designation is placed on the library and all government-owned property within the Covington UGA. There are currently eight public

schools, two private schools, and nine churches (see Figure 10.2 for location of public and private schools). The future location of public uses may occur throughout the city consistent with Comprehensive Plan goals and policies and Development Regulation provisions, which are intended to reduce impacts on surrounding land uses.

2.6.9 Public Utility

The Public Utility designation is only placed on properties which are currently developed with a public utility use such the Bonneville Power Administration Substation, large water tanks, and regional sewer pump stations. The future location of Public Utility uses may occur throughout the city consistent with Comprehensive Plan goals and policies and Development Regulation provisions, which are intended to reduce impacts on surrounding land uses. Although mapped as a specific land-use designation, portions of Covington designated "Public Utility" may have any zone, as this land-use designation does not affect underlying zoning.

2.6.10 Urban Separator

The Urban Separator designation is comprised of the corridor along Soos Creek on the western portion of the UGA. The identifiable boundary created by the Urban Separator will help the City of Kent and the City of Covington develop as distinct communities and maintain an individual identity and sense of place. Much of the Urban Separator consists of Soos Creek Park. Low density residential development of up to one dwelling unit per acre is appropriate for the remaining portion of the Urban Separator.

2.6.11 Open Space

The Open Space designation includes dedicated public and private open space. Much of this land is part of residential plats, dedicated tracts, or parcels located between plats, that is undeveloped, either because of environmental constraints or in order to provide buffers between areas or passive recreation opportunities.

2.7 Future Land-Use Plan

The Future Land-Use Plan is shown on Figure 2.1 and is comprised of the future land-use acreages as shown in Table 2.5.

2.7.1 Zoning Consistency

The GMA requires that a Comprehensive Plan and its accompanying Development Regulations be consistent. Table 2.6 lists the Future Land-Use Designations and the zoning districts that implement those designations.

2.7.2 Development Capacity

A development capacity calculation is a critical measure of future development potential within the City. Development capacity refers to the projected amount of development that could be accommodated within the city and provides an examination of current land uses to determine the availability of unconstrained vacant and underdeveloped or re-developable lands. It is important to understand that the development capacity is NOT a growth projection and does not take into account the City's current ability to provide municipal services or to fund capital improvements. The analysis is intended to depict full build-out of all buildable vacant land and all underutilized land. For the purpose of this analysis, underutilized land consists of existing improved land suitable for building at a higher use or density than its current use, based on a relatively low value of improvements on the parcel relative to the land value according to King County Assessor. Comprehensive Plan such as dedicated open space, public utilities, parks,

Table 2.5: Future Land Use

Future Land-Use Category	Total Covington	
	Acres	% of Total
Single Family Residential	21,549	61.71%
Downtown Commercial	2,465	7.06%
Neighborhood Commercial	110	0.32%
Community Commercial	0	0%
Industrial	1,859	5.32%
Mineral	1,429	4.09%
Public Use	2,359	6.76%
Public Utility	3	0.01%
Urban Separator	3,686	10.55%
Open Space	1,460	4.18%
Urban Reserve Overlay	-0-	-0-
Total	**34,919**	**100.00%**

Table 2.6: Corresponding Land-Use Designations and Zoning Districts

Future Land-Use Designation	Consistent Zoning District
SFR Single Family Residential	R-4 Residential 4 Units Per Acre
MDR Single Family Residential	R-6 Residential 6 Units Per Acre
HDR Single Family Residential	R-8 Residential 8 Units Per Acre
DN Downtown Commercial	DN Commercial, Downtown
NC Neighborhood Commercial	CN Commercial, Neighborhood
CC Community Commercial	CC Commercial, Community
I Industrial	I Industrial
M Mineral	M Mineral
EP Public Use	All underlying zones
EPU Public Utility	All underlying zones
US Urban Separator	US Urban Separator
OSPF Open Space/Public Facility	PF Public Facility
URO Urban Reserve Overlay	UR Urban Reserve

Residential Development Capacity

The residential development capacity for Covington is shown in Table 2.7. The estimates were derived from zoning districts that allow residential use and broken down by theoretical additional housing units from either vacant land or from the redevelopment of an existing developed parcel. In summary, 2,224 theoretical additional dwelling units could be developed from vacant land and 5,749 additional units could be redeveloped from underutilized parcels, for a net total of 7,973 additional dwelling units. As shown on Table 2.2, Covington's housing target by the year 2022 is 1,173 additional households. Comparing the theoretical development capacity with the growth target added to the 2000 housing inventory baseline of 4,398 units results in a gross surplus of 2,402 dwelling units. However, this total must be reduced to account for the influence on the development capacity of land of such factors as the size of the parcels, amount of constrained critical areas, roads and infrastructure reductions, and the assumed density range of the parcel's future land-use designation, market conditions and other factors.

To address these issues, a 25 percent reduction factor to account for these external impacts and to provide a cushion to allow markets to operate without price distortion must be applied, yielding a net surplus of approximately 1,800 dwelling units. This analysis shows that there may be sufficient, appropriately designated developable land available to meet Covington's residential growth target for the year 2022.

Table 2.7: Residential Development Capacity in Relation to Household Target for 2022

2022 GMPC Household Target	Housing Units Needed	Residential Development Capacity from Vacant Parcels (housing units)	Residential Development Capacity from Redevelopable Parcels (housing units)	Total Residential Capacity (housing units)	Surplus Residential Capacity in Relation to Target (housing units)
B	C = (A + B)	D	E	F = (D + E)	G = (F - C)
1,173	5,571	2,224	5,749	7,973	2,402

Sources: 2000 US Census; King County GMPC; Covington 2003.

It should be noted that the housing units needed by 2023 identified in Table 2.7 do not reflect the GMPC target for the City. The City has almost reached the 2022 GMPC household target in the year 2003. Instead, this analysis represents how much housing the City would need to provide in order to accommodate projected population growth for 2023 as identified in the City's 2003 Population, Housing and Employment Report.

Commercial and Industrial Development Capacity

The commercial and industrial development capacity for the Covington UGA is shown in Table 2.8. The estimates are listed by zoning districts for commercial and industrial lands and employment generating and broken

down by net unconstrained acres of vacant and redevelopable land. The last column is a calculation of the additional jobs that could be accommodated by the total net unconstrained vacant and redevelopable acres.

In summary, the existing acres of vacant and underutilized commercial and industrially zoned land could potentially be developed with enough commercial and industrial uses to generate 4,432 additional jobs assuming a density of 15 jobs per acre in industrial and neighborhood commercial zones and 45 jobs per acre in downtown and regional commercial areas. Community Commercial was not considered in this analysis. Covington's employment target by the year 2022 is at least 990 new jobs on top of the 4,398 jobs located in Covington in 2000. By combining the existing and targeted jobs (5,388) and comparing it with total zoned capacity for only 4,432, jobs it appears that commercially and industrially zoned land will not provide sufficient employment capacity, falling short by some 956 jobs. However, it should be noted that this zoning-based methodology does not account for employment occurring in other zones in the city. For example, the single largest employer in Covington is government/education which employed 2,136, over 42.2 per cent of Covington's workforce in 2002. Most of these jobs are in schools which are located in the Existing Public land-use designation. Likewise, the fast-growing home-based employment sector will likely to continue to be located in all residential zones but have not been estimated.

Table 2.8: Commercial/Industrial Development Capacity

Employment Sectors	2000 Employees	2022 GMPC Employment Target	Jobs Needed	Employment Capacity on Vacant Parcels (jobs)	Employment Capacity on Redevelopable Parcels (jobs)	Total Employment Capacity (jobs)	Surplus Employment Capacity in Relation to Target (jobs)
	A	B	C = (A + B)	D	E	F = (D + E)	G = (F - C)
Downtown Commercial	NA	NA	NA	646	1045	NA	NA
Regional Commercial	NA	NA	NA	657	202	NA	NA
Industrial	NA	NA	NA	559	1297	NA	NA
Neighborhood Commercial	NA	NA	NA	26	0	NA	NA
Total	**4,398**	**990**	**5,388**	**1,888**	**2,544**	**4,432**	**-956**

2.8 Goals and Policies

2.8.1 Growth Strategy

LNG 1.0 The City of Covington will encourage a future growth and development pattern that implements the Vision Statement, minimizes urban sprawl, protects critical areas, enhances the quality of life of all residents, and supports a healthy economy and employment growth.

LNP 1.1 Plan for a fair share of King County growth by accommodating urban development while limiting the conversion of undeveloped land into low-density sprawling development.

LNP 1.2 Direct growth as follows: a) first, to areas with existing infrastructure capacity; b) second, to areas where infrastructure improvements can be easily extended; and c) last, to areas requiring major infrastructure improvements.

LNP 1.3 Emphasize environmental standards for urban development that allow maximum permitted densities and uses of urban land while protecting critical areas.

LNP 1.4 Utilize mitigating measures that serve multiple purposes, such as drainage control, ground water recharge, stream protection, open space, cultural and historic resource protection and landscaping.

LNP 1.5 Provide areas of low, medium and high-density single family residential development, multifamily residential and mixed-use areas so that existing neighborhoods and open space areas are preserved and transit opportunities are enhanced.

LNP 1.6 Designate a Town Center that concentrates employment, multifamily residential, mixed-use, infrastructure, and transit improvements.

LNP 1.7 Review all new development against guidelines of the Vision Statement to preserve community character and neighborhood quality.

LNP 1.8 Collaborate with regional agencies and neighboring communities when amending the Comprehensive Plan and implementing regulations in a manner that is consistent with Washington State law.

2.8.2 Urban Growth Area and Potential Annexation Areas

LNG 2.0 The City of Covington will designate an UGA and Potential Annexation Area which will define Covington's planning area and projected city limits for the next 20 years.

LNP 2.1 UGA boundary shall be coordinated with King County and surrounding jurisdictions, and will reflect the regional growth vision as expressed in Vision 2040 and the Countywide Planning Policies.

LNP 2.2 The UGA shall provide enough land to accommodate at least twenty years of projected growth of households and employment.

LNP 2.3 Monitor the UGA boundary as build-out occurs and make necessary adjustments in coordination with King County.

LNP 2.4 Refine the Potential Annexation Area, working with King County, adjacent cities and jurisdictions, and citizens in Unincorporated King County.

LNP 2.5 Coordinate future planning and interlocal agreements for Potential Annexation Areas with the appropriate agencies and jurisdictions.

LNP 2.6 Consider only annexations that are within the Potential Annexation Area. Annexations shall be phased to coincide with the ability of the City and districts serving the area to provide a full range of urban services to areas to be annexed.

LNP 2.7 Annexation decisions shall not be made until a cost-benefit analysis is completed and reviewed by the City Council.

LNP 2.8 Designate "Potential Future Annexation Areas" to facilitate long-range planning and decision making consistent with Covington's growth long term growth needs.

LNP 2.9 Actively pursue extensions of the UGA to include both sides of roads to enable roadway corridor improvements to be consistent on both sides of the corridor.

LNP 2.10 Actively pursue extensions of the Urban Growth Boundary to include City-owned lands.

2.8.3 Property Rights

LNG 3.0 The City of Covington will not take private property for public use without just compensation. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

LNP 3.1 Minimize impacts on private property rights, when feasible and consistent with the Vision Statement.

LNP 3.2 Protect the rights of private property owners from arbitrary and discriminatory actions while continuing to make land-use decisions that promote the Vision Statement, public health, safety and welfare of its citizens.

2.8.4 Permits

LNG 4.0 The City of Covington will process permit applications in a fair and timely manner to ensure predictability, public health, safety and welfare.

LNP 4.1 Allocate adequate resources to the permit review process.

LNP 4.2 Establish and utilize policies and procedure for permit reviews in a manner that is consistent, fair and predictable.

2.8.5 Community Involvement

LNG 5.0 The City of Covington will provide for and promote public participation in the development and amendment of City policies and implementing regulations.

LNP 5.1 Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

2.8.6 Historic Resources

LNG 6.0 The City of Covington will preserve significant historic and archaeological properties and identify strategies and incentives for protection of these resources for the enrichment of future generations.

LNP 6.1 Encourage the protection, preservation, recovery and rehabilitation of significant archaeological resources and historic sites.

LNP 6.2 Consider the impacts of new development on historical

resources as part of its environmental review process.

LNP 6.3 Encourage efforts to rehabilitate sites and buildings with unique or significant historic characteristics.

2.8.7 Residential Development

LNG 7.0 The City of Covington will accommodate the City's UGA allocated 20-year housing target..

LNP 7.1 Provide adequate land and densities in the Future Land-Use Plan to accommodate housing targets while protecting and enhancing the character, quality, and function of existing residential neighborhoods. Average net residential densities should be at least four units per acre in order to adequately support urban services.

LNP 7.2 Monitor residential development to determine annually the total number of new and redeveloped units receiving permits and units constructed, housing types, developed densities and remaining capacity for residential growth.

LNP 7.3 Plan and finance City transportation and capital facilities in the city to accommodate the City's housing targets. Coordinate with King County and adjacent jurisdictions on the phasing of public services and expenditures in the unincorporated area.

LNP 7.4 Provide urban level facilities and services prior to or concurrent with development to mitigate the subsequent impacts of resident populations. These services include, but are not limited to fire and emergency medical services, water, sewer service, schools, and roads. Where appropriate, it also includes transit, parks, recreation, and human services.

LNP 7.5 Provide higher density housing opportunities in a manner that is compatible with the existing neighborhood character and require all residential construction to adhere to design standards.

LNP 7.6 Phase development according to the availability of adequate public services.

2.8.8 Housing

LNG 8.0 The City of Covington will provide opportunities for a variety of housing types, options, and densities.

LNP 8.1 Increase the opportunities for affordable home ownership and rental housing in the community by providing for a variety of higher density housing forms, such as townhouses, apartments, senior housing, mixed-uses with residences above or attached to businesses, cottage housing, duplexes, and manufactured home parks.

LNP 8.2 Establish a minimum density for new construction in each residential district.

LNP 8.3 Encourage urban water and sewer systems for all new construction. However, septic systems, private wells, and/or small water systems may serve isolated single-lot development until urban services are available.

LNP 8.4 Provide for single family detached housing at densities ranging from 4 to 8 dwelling units per acre.

LNP 8.5 Provide for a mix of detached single family and multifamily residential opportunities, including accessory dwelling units, in the single family residential designation.

2.8.9 Economic Development

LNG 9.0 Provide for orderly and efficient economic development to serve an increased population in accordance with the Goals and Policies of the Economic Development Element.

LNP 9.1 Promote varied job opportunities and work training for all residents, especially for unemployed and economically disadvantaged persons, and encourage economic growth in areas experiencing insufficient economic growth, all within the capacities of Covington's natural resources, public services, and public facilities.

LNP 9.2 Work cooperatively with King County on a regional basis and with private sector participation to evaluate the trends, opportunities and weaknesses of the existing economy and to analyze the economic needs of key industries.

LNP 9. 3 Foster a business climate that is supportive of business formation, expansion, and retention and recognizes the importance of small businesses in creating new jobs.

LNP 9.4 Seek to achieve an appropriate balance between the needs for economic growth and the need for protecting the environment. Work cooperatively with businesses to help

them comply with environmental protection regulations.

LNP 9.5 Foster the development and use of private/public partnerships to implement economic development policies, programs and projects.

LNP 9.6 Seek to maintain an appropriate balance of jobs and housing.

LNP 9.7 Allow resident-owned home occupations and home industry in residential areas with appropriate restrictions on uses, signs, traffic/parking, and employees, to ensure compatibility with neighboring residences.

2.8.10 Downtown Commercial

LNG 10.0 Provide for a variety of employment opportunities in a well-designed and pedestrian-friendly commercial core, in accordance with the goals and policies in the Downtown Element.

LNP 10.1 Downtown Commercial should primarily provide shopping and other services for residents of Covington and the surrounding area and should include a mix of uses such as public open space, pedestrian and public transit oriented development, and residential dwelling units with appropriate commercial/office uses.

LNP 10.2 Development in the downtown area shall provide for complementary functional relationships between various land use designations.

LNP 10.3 Establish development standards that promote flexible and cohesive design in the downtown and in accordance with the goals and policies of the Downtown Element.

2.8.11 Neighborhood Commercial/Community Commercial

LNG 11.0 Develop appropriately located community and neighborhood commercial areas, auxiliary to downtown, to serve the needs of neighborhoods.

LNP 11.1 Neighborhood and Community Commercial should provide for:

a. public facilities;

b. pedestrian-oriented design;

c. appropriately sized commercial uses and activities.

LNP 11.2 Establish development standards for the Neighborhood and Community Commercial zone that promote flexible and compatible designs with the adjacent neighborhood character.

LNP 11.3 Encourage the grouping of businesses and joint use of parking so that persons can make a single stop to use several businesses located at a central area.

2.8.12 Public Utility

LNG 12.0 Public utility land use should be designed in a manner which is compatible within nearby uses.

LNP 12.1 Establish criteria in the Public Utility designation to allow for expansion and operation both now and in the future.

LNP 12.2 Buffers and other techniques should be used to protect public utility uses and nearby uses from land-use conflicts.

LNP 12.3 Coordinate with all utility providers to ensure that quality services are available to meet community needs, consistent with local community Comprehensive Plans and the State Growth Management Act.

2.8.13 Public Use

LNG 13.0 Provide sufficient land for a variety of public and quasi-public uses serving the community including parks, schools, libraries, churches, community centers, fire and police stations, and other municipal facilities in a well-designed manner that is compatible with surrounding land uses.

LNP 13.1 Limit the Public Use land-use designation to land used for public and semi-public purposes owned by local, state, and federal government agencies, special districts, and charitable and community institutions.

2.8.14 Design Standards

LNG 14.0 Encourage high-quality site and building design for public use, commercial, multifamily and mixed-use developments.

LNP 14.1 Establish design guidelines for all public use,, commercial, Multi family and mixed-use development in

relation to the goals and policies of the Downtown Element The guidelines will encourage architectural form and site design that are pedestrian in scale, contribute to a fully accessible, lively, attractive and safe pedestrian streetscape, and encourage design that will enhance the overall coherence of an area's visual character.

2.8.15 Mineral

LNG 15.0 Facilitate the efficient utilization of mineral resources and effective site reclamation and enhancement when consistent with maintaining environmental quality and minimizing impacts.

LNP 15.1 Designate active mineral resource operations to conserve mineral resources, promote compatibility with nearby land uses, protect environmental quality, maintain and enhance mineral resource industries, and as a method to inform nearby property owners and residents of existing and prospective mineral resource activities.

LNP 15.2 Review periodically the Future Land-Use Map and consult with mine operators to remove those designated mineral resource sites that no longer can be used for mineral extraction.

LNP 15.3 Approve mineral extraction and processing proposals within the Mineral designation following site-specific environmental study.

LNP 15.4 Work with the State Department of Natural Resources and landowners/operators to ensure that mineral extraction areas are reclaimed in a timely and appropriate manner.

LNP 15.5 Prevent or minimize land-use conflicts between mining and processing operations and adjacent land uses by continuing to keep potential impacts of developments adjacent to the mine to a minimum.

LNP 15.6 Work with the mining operator and potential future owners to ensure that the site's plans are consistent with the City's long term planning goals.

2.8.16 Urban Separator

LNG 16.0 Provide for the protection and enhancement of valuable natural areas that will help Covington develop as a distinct community while maintaining an identity and sense of place.

LNP 16.1 Establish urban separators as permanent low-density lands which protect adjacent resource lands, rural areas, and critical areas and create open space corridors within and between Urban Areas which provide environmental, visual, recreational and wildlife benefits. Low density residential development of up to one dwelling unit per acre is appropriate.

LNP 16.2 Retain designated urban separators and do not redesignate in the future (in the 20-year planning cycle) to other urban uses or higher densities. King county will be informed of all new development modifications.

LNP 16.3 Explore opportunities to acquire property within the Urban Separator as a means of further protecting the natural character of the area.

LNP 16.4 Establish development standards to implement the goals of this land use designation. Such development standards would support cluster site development for all land uses and require a minimum of 50 percent open space and a maximum of 30 percent impervious surface per parcel.

2.8.17 Essential Public Facilities

LNG 17.0 Essential public facilities will be prioritized, coordinated, planned, expanded and sited through an inter-jurisdictional process.

LNP 17.1 Locate proposed new or expansions to existing essential public facilities consistent with the King County Comprehensive Plan.

LNP 17.2 Share essential public facilities with King County, the City and neighboring counties and cities, if advantageous to both to increase efficiency of operation.

LNP 17.3 Ensure that no racial, cultural or class group is unduly impacted by essential public facility siting or expansion decisions.

LNP 17.4 Site essential public facilities in coordination with King County equitably countywide. No single community should absorb an undue share of the impacts of essential public facilities. Siting should consider environmental equity and environmental, technical and service area factors.

LNP 17.5 A facility may be determined to be an essential public facility if it has one or more of the following characteristics:

a. the facility meets the Growth Management Act definition of an essential public facility;

b. the facility is on a state, county or local community list of essential public facilities;

c. the facility serves a significant portion of the County or metropolitan region or is part of a Countywide service system; or

d. the facility is difficult to site or expand.

LNP 17.6 Site proposed new or expansions to existing essential public facilities based on the following:

a. an inventory of similar existing essential public facilities, including their locations and capacities;

b. a forecast of the future needs for the essential public facility;

c. an analysis of the potential social and economic impacts and benefits to jurisdictions receiving or surrounding the facilities;

d. an analysis of the proposal's consistency with policies County and City Policies;

e. an analysis of alternatives to the facility, including decentralization, conservation, demand management and other strategies;

f. an analysis of alternative sites based on siting criteria developed through an inter-jurisdictional process;

g. an analysis of environmental impacts and mitigation; and

h. extensive public involvement.

LNP 17.7 Actively regulate and monitor designated essential public facility operations to ensure that such facilities do not cause or create a public nuisance.

2.8.18 Commercial Areas

LNG 18.0 Provide sufficient land for a variety of appropriate economic development opportunities.

LNP 18.1 Establish Downtown Commercial, and Neighborhood Commercial areas and development policies to accommodate appropriate commercial, office and attached residential activities. The pattern and scale of developments should be suitable to their location and the population they will serve.

LNP 18.2 Create relatively high density areas that allow people to live, shop, and possibly work without being dependent on their automobiles.