

SUMMARY

FILE NO. 2416
ENTITY: CITY OF AUBURN
ACTION: RESOLUTION ANNEXATION
TITLE: THE BRIDGES ANNEXATION

THOMAS GUIDE MAP: 709,716,746
DATE FILED: 10/10/2023
DISTRIBUTED: 11/02/2023
EXPIRATION 45 DAYS: 11/27/2023
BOARD MEETING: 11/09/2023

NOI Link: https://kingcounty.gov/en/-/media/king-county/independent/governance-and-leadership/government-oversight/boundary-review-board/docs/nois/2416_amended.pdf?rev=6a5dbadd478f4539886f25a0bf0afb9e&hash=103EEB3C101EDC57F273AD18CA896305

Introduction	The City of Auburn proposes to annex a 156-acre island of Kent that is surrounded by Auburn per RCW 35.10.271(2).
Location	The annexation area is comprised of The Bridges neighborhood which is a 156-acre island of Kent that is surrounded by Auburn. It is near the Lea Hill area of Auburn. Specifically, the proposed annexation area is located in the West Half of Section 4, Township 21 North, Range 5 East, Willamette Meridian. The area is bounded by SE 288 th Street to the north, 124 th Avenue SE to the east, SE 304 th to the south and 118 th Avenue to the west.
Land Area	156 acres
No. of Parcels:	443
Existing Land Use	The proposed annexation area is predominantly developed as moderate density, single family residential with approximately 13 vacant acres.
Population	Approximately 1,062 residents
Assessed Valuation	\$208,411,500
Kent's Current Zoning:	Adopted zoning designations are SR-1 (Residential Agriculture) and SR-3 (Single Family Residential - 3.63 dwelling units per acre)
Auburn's Comprehensive Plan/Zoning	The City of Auburn's Comprehensive Plan, last updated in 2015, does not recognize this area as it is part of another municipality. Auburn will need to amend said Comprehensive Plan in order to establish a Comprehensive Plan land use designation and associated policies for that designation. Additionally, the City of Auburn will need to update its Development Regulations in order to establish an appropriate zoning designation for this area.
Franchises	Franchises between the City of Kent and City of Auburn currently exist but would need to be modified in the areas of water service and solid waste.
Special Purpose Districts	Fire protection service would change from the Puget Sound Regional Fire Authority to the Valley Regional Fire Authority.
Urban Growth Area (UGA)	The proposed annexation territory is located within the Urban Growth Area.
SEPA Declaration:	Although not required to do so, the City of Auburn prepared a SEPA environmental checklist in August 2023 and made a Determination of Nonsignificance in September 2023.

ENTITIES/AGENCIES NOTIFIED:

King County Councilmember:	Pete von Reichbauer, District 7
King County Departments	KCIT, King County Council, Department of Assessments, Department of Community and Human Services, Department of Executive Services, Department of Local Services, Department of Natural Resources and Parks, King County Elections, King County Executive's Office, King County Prosecuting Attorney's Office, Public Health Seattle & King County
Cities:	Renton, Tukwila, SeaTac, Normandy Park, Kent, Des Moines, Covington, Maple Valley, Black Diamond, Federal Way, Algona, Pacific, Milton
Fire Districts & Regional Fire Authorities:	King County Fire Protection District No. 25, King County Fire Protection District No. 40, King County Fire Protection District No. 43, King County Fire Protection District No. 10, King County Fire Protection District No. 37, Mountain View Fire and Rescue, Enumclaw Fire Department, King County Fire Protection District No. 31, King County Fire Protection District No. 2, Vashon Island Fire and Rescue, East Pierce Fire and Rescue, South King Fire, King County Fire Protection District No. 47, Renton Regional Fire Authority, Puget Sound Regional Fire Authority, Valley Regional Fire Authority,
Water Districts:	King County Water District 90, King County Water District 125, King County Water District 49, Highline Water District, King County Water District 54, Lake Meridian Water District, Covington Water District, Soos Creek Water and Sewer District, Lakehaven Water and Sewer District, Cedar River Water and Sewer District
Sewer Districts:	Valley View Sewer District, SW Suburban Sewer District, Midway Sewer District,
School District:	Renton, Tukwila, Highline, Kent, Tahoma, Issaquah, Vashon Island, Federal Way, Auburn, Enumclaw, Fife
Other:	Puget Sound Regional Council, Muckleshoot Indian Tribe, Puyallup Tribe of Indians, Puget Sound Energy

SUMMARY - FILE NO. 2416

The City of Auburn "Auburn" proposes to annex approximately 156 acres that is currently located in the City of Kent "Kent." The proposed annexation area "the Territory" is known as The Bridges neighborhood and is an island of incorporated Kent that is surrounded by Auburn. It is located within the Urban Growth Area as identified under the State Growth Management Act (GMA) and the King County Comprehensive Plan.

The Auburn City Council approved a Resolution for Annexation of the Territory pursuant to RCW 35.10.271(2) in September 2023. RCW 35.10.271(2) states:

"The legislative body of a city or town may on its own initiative by resolution indicate its desire to be annexed to a city or town either in whole or in part, or ***the legislative body of a city or town proposing to annex all or part of another city or town may initiate the annexation by adopting a resolution indicating that desire.**** In case such resolution is passed, such resolution shall be transmitted to the other affected city or town. The annexation is effective if the other city or town adopts a resolution concurring in the annexation, unless the owners of property in the area proposed to be annexed, equal in value to sixty percent or more of the assessed valuation of the property in the area, protest the proposed annexation in writing to the legislative body of the city or town proposing to annex the area, within thirty days of the adoption of the second resolution accepting the annexation. Notices of the public hearing at which the second resolution is adopted shall be mailed to the owners of the property within the area proposed to be annexed in the same manner that notices of a hearing on a proposed local improvement district are required to be mailed by a city or town as provided in chapter 35.43 RCW. An annexation under this subsection shall be potentially subject to review by a boundary review board or other annexation review board after the adoption of the initial resolution, and the second resolution may not be adopted until the proposed annexation has been approved by the board."

****Emphasis added***

This proposed annexation area "the Territory" spans 156 acres comprised of 443 parcels and houses approximately 1,062 residents. The existing use is moderate density, single family residential with approximately 13 vacant acres wherein Auburn officials report expected future development of 100 to 130 new dwelling units at a moderate residential density level with an associated population increase of 250 to 300 people. Auburn officials also state that Auburn's Comprehensive Plan will need amendment to reflect annexation of the Territory and that the current plan does not recognize the Territory due to it being incorporated Kent and not in a Potential Annexation Area associated with Auburn. Auburn officials share that this amendment will be put before the Auburn City Council along with related development regulation amendments by the end of 2023. Auburn is a city with more than 75,000 residents and will need to permit for middle housing per HB 1110. Both Auburn and Kent are identified as Core Cities in the 2021 King County Countywide Planning Policies. Overall, Auburn plans to accommodate 12,000 new housing units. Auburn officials report that the proposed annexation would create 100 to 130 new dwelling units in support of this plan.

Auburn officials state that they have been collaborating with Kent officials regarding this proposed annexation. On October 16, 2023, the Auburn City Council passed Resolution No. 5740 which authorizes the Auburn Mayor to enter into an interlocal agreement "ILA" on behalf of Auburn with Kent in order to, among other things, "establish a process and procedures for transferring property, records and jurisdiction related to The Bridges from the City of Kent to the City of Auburn, and for completing the annexation process prescribed in Chs. 35.10 and 35A.14 RCW." Finally, Auburn officials report that it and Kent officials have been conducting outreach with Territory residents and have found that they generally support the proposed annexation and due to many residents already identify the neighborhood as part the general Lea Hill area of Auburn despite its being located within incorporated Kent.

Auburn officials report the following general services changes to the Territory upon annexation.

	Current	Post Action
Water	City of Kent	City of Kent
Sanitary Sewer	City of Auburn	City of Auburn
Storm Drainage	City of Kent	City of Auburn
Police	City of Kent	City of Auburn
Fire/EMS	Puget Sound Regional Fire Authority	Valley Regional Fire Authority
Public Schools	Auburn School District	Auburn School District
Solid Waste	Republic Services (via contract w/ City of Kent)	Waste Management (via contract w/ City of Auburn)
Hospital	Public Hospital Dist. 1	Public Hospital Dist.1
Other Municipal Services	City of Kent	City of Auburn

In order to implement said changes, Auburn officials state that Auburn will need a franchise agreement with Kent in order for Kent to continue to provide water service to the Territory but that service methods will not change. Further, Auburn already provides sewer service to the Territory, and its officials state that those service methods also will not change. Additionally, a franchise agreement will need to be signed with Waste Management for the provision of solid waste services pursuant to Auburn’s contract with said firm.

If the annexation proposal is successful, both police and fire services will change as described above. Police services will transfer from the Kent Police Department to the Auburn Police Department, but dispatch services will be continue provided by Valley Communications Center as that entity already provides service to both cities. However, Auburn contracts with the South Correctional Entity for its city-responsible jail beds wherein Kent operates its own municipal jail. Therefore, Auburn will need to account for that change should this proposed annexation be successful. In regard to fire protection services, service would change from the Puget Sound Fire Authority “PSFA” to the Valley Regional Fire Authority “VRFA.” Although it estimates that it will lose approximately \$359,983 annually in revenue, PSFA submitted a letter of support of the proposed annexation, stating

“The noncontiguous nature of PSF’s service to the Bridges Neighborhood has brought confusion over the years. Having this area deannexed from the City of Kent and annexed to the City of Auburn would allow the Bridges Neighborhood to be served by the VFRA, which serves the immediately surrounding area. Members of the Bridges Neighborhood have voiced their support of the neighborhood’s deannexation from Kent and its annexation to Auburn. PSF similarly notes its support of the same through this letter.”

Auburn officials report that VRFA would provide fire protection service directly to the Territory via its 116 EMG/D-Fib employees, 20 of which are on duty every day and three are on duty 24 hours per day at the nearest station, Station 34, which is located approximately 7,000 feet away from the Territory at SE 312st Street and 124th Avenue SE. Auburn officials further report that VRFA can offer a response time of three minutes and 13 seconds, and that Station 34 is equipped with one Type 1 Structural Fire Engine with 750 gallons of water, one Support Tender that carries 2500 gallons of water, one Type 5 Brush Truck with 400 gallons of water and one support ATV and trailer.

Auburn has reportedly conducted fiscal analyses related to the proposed annexation of the Territory. Regarding this, its officials state:

“We expect the net cost of providing service to exceed \$750,000 per year, and likely grow over time with inflation. For residential areas, like this, the only direct source of funding for general city services (public safety, transportation, parks, etc.), is property tax. The property tax generated is not expected to fully cover the cost of services. Other taxes (sales tax, excise tax) are not expected to increase since those types of taxes are not generated in residential areas. For certain programs, costs are charged back directly to the program participant (ex. recreation program fees, permit fees, etc.) and in these cases, the additional cost for providing the service will be partially offset by the charges for service fees. Although these programs do not operate with a 100% cost recovery model and are still subsidized with other General Fund taxes. Rates for utility services will

be adjusted over time to adequately cover the additional utility system costs associated with service.

Auburn representatives state that the proposed action is consistent with applicable provisions of the Growth Management Act (RCW 36.70A.020), the King County Comprehensive Plan and King County Countywide Planning Policies. Per Auburn staff, the Growth Management Act, King County Comprehensive Plan and King County Countywide Planning Policy sections which support this action include:

Growth Management Act

- **(1) Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **(12) Public facilities and services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

King County Comprehensive Plan

- **RP-102** King County shall actively solicit public participation from a wide variety of sources in its planning processes, including the development, update, and implementation of its plans.
- **RP-103** King County shall seek comment from tribes during its planning processes.
- **UP-116** King County shall use housing and employment targets to implement the Comprehensive Plan in urban communities. The targets allocated to subareas of unincorporated King County will be monitored and may be refined through future planning that includes communities, affected cities and service providers.
- **UP-118** New residential development in the Urban Growth Area should occur where facilities and services can be provided at the lowest public cost and in a timely fashion. The Urban Growth Area should have a variety of housing types and prices, including mobile home parks, multifamily development, townhouses and small-lot, single-family development.
- **UP-119** King County shall seek to achieve through future planning efforts, over the next 20 years, including collaborative efforts with cities, an average zoning density of at least eight homes per acre in the Urban Growth Area through a mix of densities and housing types. A lower density zone may be used to recognize existing subdivisions with little or no opportunity for infill or redevelopment.
- **UP-121** New multifamily housing should be built to the scale and design of the existing community or neighborhood, while contributing to an area-wide density and development pattern that supports transit and allows for a range of housing choices. Multifamily housing in unincorporated urban areas should be sited as follows: a. b. c. In or next to unincorporated activity centers or next to community or neighborhood business centers; In mixed-use developments in centers and activity areas; and On small, scattered parcels integrated into existing urban residential areas. Over time, zoning should encourage a larger proportion of multifamily housing to be located on small scattered sites rather than on larger sites.
- **F-204** King County should work with the cities, special purpose districts and other service providers to define regional and local services and to determine the appropriate providers of those services.
- **F-213** King County's capital improvement program shall demonstrate that projected needs for facilities and services can be met within the Urban Growth Area and can be served in compliance with the concurrency requirements of the Growth Management Act or, if that is not possible, King County shall determine where and when deficits may occur and how needed facilities and services might be phased in and or financed to serve such deficit areas. Alternative phasing and financing strategies must be identified and determined to be infeasible prior to triggering a land use and zoning reassessment under Policy F-223.

- **F-214** School districts that choose to have the county collect impact fees for them, and water and sewer utilities that provide their services to unincorporated King County, shall prepare capital facility plans consistent with requirements of the Growth Management Act, the Countywide Planning Policies and King County Code.

King County Countywide Planning Policies

- **DP-4** All jurisdictions shall accommodate housing and employment by:
 - Using the adopted growth targets as the land use assumption for their comprehensive plan;
 - Establishing local growth targets for regional growth centers and regional manufacturing/industrial centers, where applicable;
 - Ensuring adopted comprehensive plans and zoning regulations provide capacity for residential, commercial, and industrial uses that is sufficient to meet 20-year growth targets and is consistent with the desired growth pattern described in VISION 2050;
 - Ensuring adopted local water, sewer, transportation, utility, and other infrastructure plans and investments, including special purpose district plans, are consistent in location and timing with adopted targets as well as regional and countywide plans; and
 - Transferring an accommodating unincorporated area housing and employment targets as annexations occur
- **DP-23** Coordinate the preparation of comprehensive plans with adjacent and other affected jurisdictions, military facilities, tribal governments, ports, airports, and other related entities to avoid or mitigate the potential cross-border impacts of urban development and encroachment of incompatible uses.
- **DP-28** Allow cities to annex territory only with their designated Potential Annexation Area as shown on the Potential Annexation Areas Map in Appendix 2. Phase Annexations to coincide with the ability of cities or existing special purpose districts to coordinate the provision of a full range of urban services to areas to be annexed.
- **DP-30** Evaluate proposals to annex or incorporate unincorporated land based on the following criteria:
 - a) Conformance with Countywide Planning Policies including the Urban Growth Area boundary;
 - b) The ability of the annexing or incorporating jurisdiction to provide urban services at standards equal to or better than the current service providers; and
 - c) The effect of the annexing or incorporating jurisdiction to serve the area in a manner that will avoid creating unincorporated islands of development.
 - d) The ability of the annexing or incorporating jurisdiction to serve the area in a manner that addresses racial and social equity and promotes access to opportunity; and
 - e) Outreach to community, the interest of the community in moving forward with a timely annexation or incorporation of the area.
- **PF-4** Recognize cities as the appropriate providers of services to the Urban Growth Area, either directly or by contract. Extend urban services through the use of special districts only where there are agreements with the city in whose Potential Annexation Area the extension is proposed. Within the Urban Growth Area, as time and conditions warrant, cities will assume local urban services provided by special service districts.

Auburn officials report that the proposed annexation of the Territory is consistent with the provisions of RCW 36.93 (Boundary Review Board Regulations). Specifically, RCW 36.93.180 requires that such actions be evaluated with respect to nine objectives. In this application, the Enumclaw has identified the two following key objectives as being potentially relevant for specific consideration:

- Objective 1:** Preservation of natural neighborhoods and communities
- Objective 2:** Use of physical boundaries, including but not limited to bodies of

water, highways, and land contours

Objective 3: Creation and preservation of logical service areas

Objective 4: Prevention of abnormally irregular boundaries

Objective 7: Adjustment of impractical boundaries

Objective 8: Incorporation as cities or towns or annexation to cities or towns of unincorporated areas which are urban in character

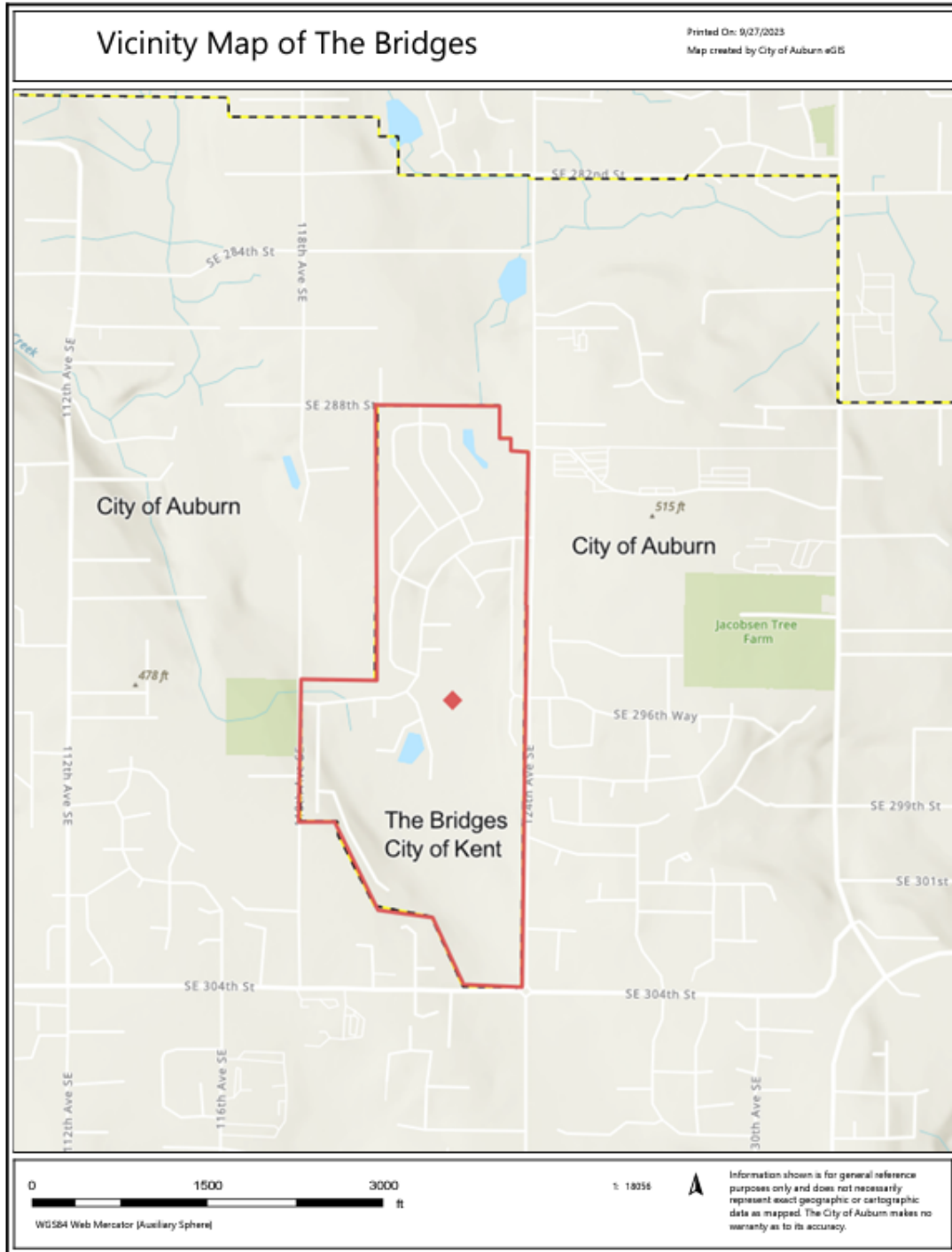
MAPS - FILE NO. 2416

Link to Unmarked Assessor's Office Map – NW 04-21-05:

https://aqua.kingcounty.gov/assessor/emap/InternetPDF/qs_NW042105.pdf

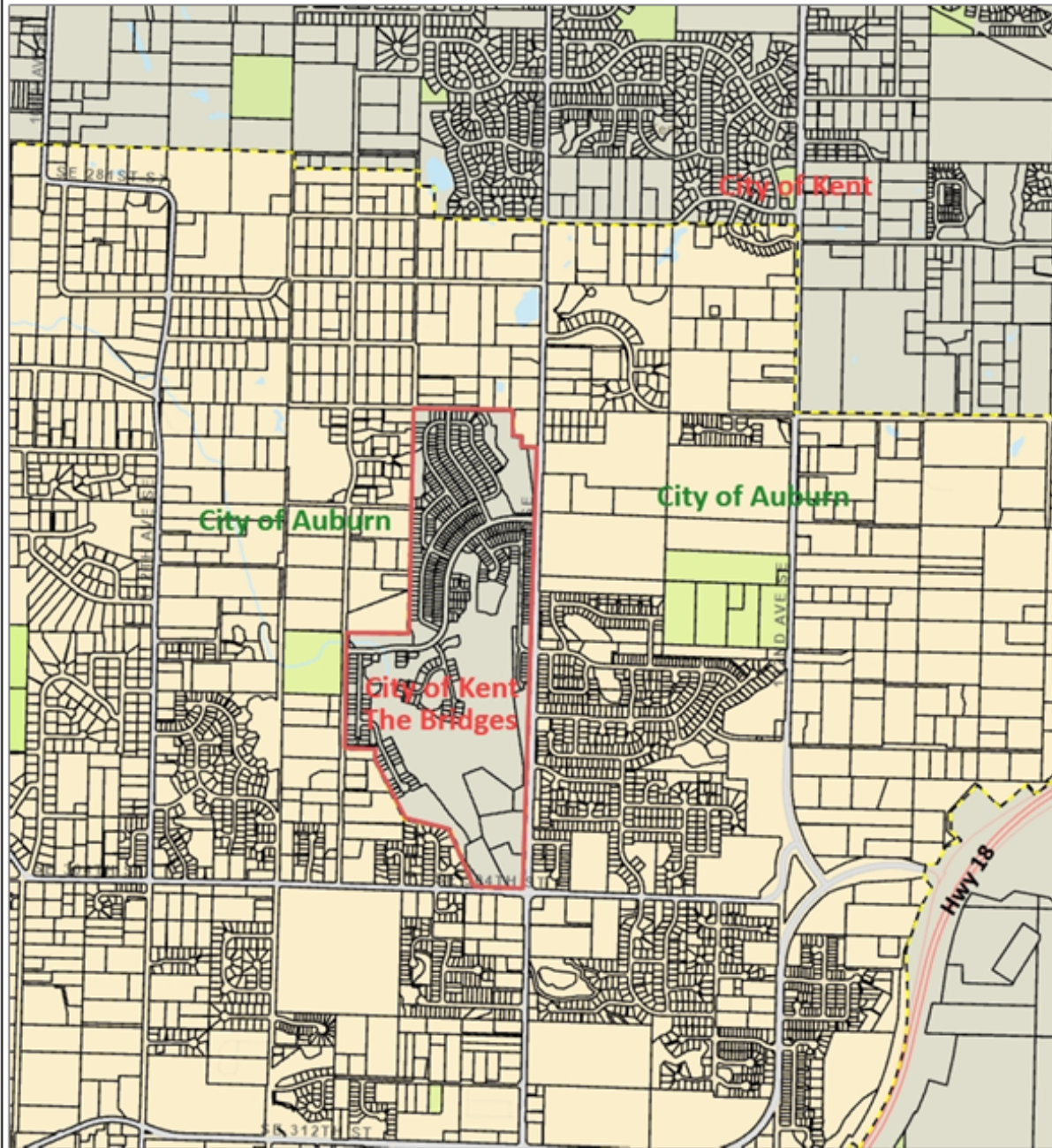
Link to Unmarked Assessor's Office Map – SW 04-21-05:

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The Bridges Parcel Configuration

Printed Date: 7/15/2022
Map Created by City of Auburn eGIS
Imagery Date: May 2015



2,666.7 0 1,333.3 2,666.7 Feet

NAD_1983_StatePlane_Washington_North_FIPS_4601_Feet

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