

ESSENTIAL PUBLIC FACILITIES

Draft–Essential Public Facilities Element

The Essential Public Facilities Element emphasizes the following Framework Goals:

FRAMEWORK GOALS

- FG1:** Accommodate anticipated levels of growth and enhance the quality of life within the City of Shoreline.
- FG2:** Promote quality building and development that is compatible with the surrounding environment.
- FG3:** Support diverse and affordable housing opportunities which provide for Shoreline’s population growth.
- FG4:** Pursue a strong and diverse economy and assure economic development that complements neighborhood character.
- FG5:** Protect the natural environment and preserve environmentally sensitive areas.
- FG6:** Promote improvements to human services
- FG7:** Assure effective and efficient public investment for quality public services, facilities, and utilities.
- FG8:** Improve multi-modal transportation systems which provide for Shoreline’s present and future population.
- FG9:** Provide for wide involvement in community planning decisions.

Intent

The intent of the Essential Public Facilities Element is to define ~~what are~~ essential public facilities in Shoreline and to provide guidance for the siting and review of these major public facilities and amenities over the next twenty years.

Background and Context

Essential Public Facilities are facilities that are typically difficult to site, such as "state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities and in-patient facilities including substance abuse facilities, mental health facilities and group homes" (RCW 36.70A.200). Each City or county planning under RCW 36.70 may designate additional public facilities that are essential to providing services to ~~Shoreline-its~~ local community and to the region.

The City is required to ensure siting for Essential Public Facilities. Siting criteria can be imposed to assure that these Essential Public Facilities fit into the community. Siting criteria are developed through Comprehensive Plan policies and through development regulations, such as a Zoning Ordinance.

This section outlines the process for identifying Essential Public Facilities, defining locational criteria for siting specific facilities, and establishes a foundation for appropriate development standards. The policies in this section consider the long-term as well as short-term benefits and costs of siting criteria, provides for effective public review of major facilities and the amenities for affected neighborhoods and emphasizes reasonable compatibility with neighboring land uses.

This section divides Essential Public Facilities into two general categories: Regional Essential Public Facilities and Community Essential Public Facilities.

Definitions

Publicly owned and operated facilities: Facilities such as government services, parks, police, fire, transportation facilities, and utilities.

Quasi-public facilities: Facilities which may be publicly and/or privately owned and operated, but which have an over-riding public purpose. Quasi-public facilities can include, but are not limited to, educational institutions, continuing care retirement communities, museums, conference centers, and recreation areas.

Essential Regional Public Facilities: A facility that: (a) meets the GMA definition of an essential public facility; (b) is on a state, county or local list of essential public facilities; (c) serves a significant portion of the County or metropolitan region or is part of a countywide service system; or (d) is difficult to site or to expand.

Regional public facilities in Shoreline could serve a significant portion of the State of Washington, North King County and/or South Snohomish County, or Shoreline's

metropolitan region (including Shoreline, Edmonds, Mountlake Terrace, Lake Forest Park, Seattle, and/or unincorporated King County).

Essential Regional Facilities would include, but not be limited to:

- CRISTA Ministries
- Fircrest School
- Shoreline Community College
- Burlington Northern Railroad
- Major roadways: I-5, SR 99 (Aurora Avenue), SR 522 (Lake City Way), SR 523 (145th Street), SR 104 (~~North N.~~ 205th Street)
- King County Regional Facilities (e.g., Solid Waste Transfer Station)
- Metro King County Transit Facilities (e.g., Bus Barn, park-and-ride facilities)
- Regional utilities facilities (e.g., sewer treatment, wastewater treatment facilities, substations, power corridors)
- Regional parks (e.g., Richmond Beach Saltwater Park)
- Regional corrections facilities
- State and Regional health care facilities

Examples of potential future facilities might include, but not be limited to: an RTA station, a transit center, a Regional Wastewater Treatment Plant, and regional medical (inpatient) care centers.

A formal list of Essential Public Facilities will be developed and adopted by the City Council as part of the implementation of the Comprehensive Plan.

Essential Community Public Facilities: A facility that: (a) meets the GMA definition of an essential public facility; (b) is on a state, county or local list of essential public facilities; (c) serves a significant portion of the local community, or (d) is difficult to site or to expand.

A preliminary list of Essential Community Facilities includes, but is not limited to:

- City of Shoreline government offices
- King County Libraries
- Shoreline School District Schools, ~~and~~ Facilities, and Conference Center
- Police and Fire Stations and Facilities
- King County District Court
- ~~Shoreline Conference Center~~
- Local utilities (e.g. water, sewer, ~~wastewater~~, electric lines, substations, gas lines, and cable lines)

Potential future facilities could include local corrections facilities, transit facilities, outpatient medical clinics, neighborhood parks, and local utilities.

A formal list of Essential Public Facilities will be developed and adopted by the City Council as part of the implementation of the Comprehensive Plan.

State List of Public Facilities: This is a list of essential state public facilities that are required or likely to be built within the next six years. The list is maintained by the

Washington State Office of Financial Management. Facilities of a statewide nature which are deemed essential should appear on this list within a time frame critical to their siting.

County List of Public Facilities: This is a list adopted by the County which sets forth essential public facilities of a countywide or regional nature. This listing should be made pursuant to countywide planning policies adopted in consultation with cities, as required by RCW 36.70.A. B. C.

City List of Public Facilities: This is a list of locally essential facilities, adopted by each city. A facility may be funded by or operated by a public or a private entity other than the City. The critical concern is that the facility be needed locally and/or be of a type which is ordinarily difficult to site.

Existing Conditions

The existing conditions for essential public facilities listed above are discussed in other elements of the Comprehensive Plan, particularly the Land Use Element.

Goals and Policies

Goal EPF I: To assure that Essential Public Facilities are sited and designed consistent with King County Countywide Planning Policies and with the State Growth Management Act (GMA).

Policies: The following policies establish a process for identifying and siting regional and community facilities. These policies are consistent with both GMA and the Countywide Planning Policies.

EPF1: Provide for essential regional and community facilities as required by State regulations. Ensure that these essential regional and community facilities:

- Provide for basic public needs (health, welfare, and safety);
- Offer substantial public benefits to Shoreline and to the greater community (e.g., public services, public amenities);
- Enhance the identity and image of the community (e.g., attractive, compatible with surrounding community, community service orientation); and
- Are accessible to community members and/or to the regional population, where appropriate.

EPF2: An official list of Essential Public Facilities shall be developed and adopted by the City Council as part of the implementation of the Comprehensive Plan.

EPF3: Shoreline Comprehensive Plan policies shall ensure that the siting of Essential Public Facilities is consistent with the adopted County and municipal comprehensive plans, including:

- the future City of Shoreline land use map;

- the identification of lands for public purposes in the Land Use Element;
- applicable Shoreline Comprehensive Plan Elements;
 - the Capital Facilities Plan Element and budget;
 - the Utilities Element;
 - the Transportation Element;
 - the Housing Element;
 - the Economic Development Element;
 - the Environmental Element;
 - the Community Design Element;
- regional general welfare considerations; and
- where feasible and appropriate, the comprehensive plans of adjacent jurisdictions that may be affected by the facility siting.

EPF4: Ensure that all new development, redevelopment, and/or expansion of an existing use shall comply with Essential Public Facilities policies and regulations.

EPF5: To ensure compliance, the state, regional or local agency proposing the project shall provide a Statement of Justification of Need for the public facilities and for their location within Shoreline city limits. The Statement shall include:

- Need for public facilities (current and forecast future need);
- Reason for location within Shoreline city limits;
- Logical service area;
- Suitability of the proposed site for proposed development; and
- Analysis of alternative sites.

EPF6: Ensure that the design of these facilities will mitigate impacts to the project site and community through:

- Siting of facilities in a location that will have the least impacts on the surrounding community.
- Design of facilities to be visually attractive and harmonious with existing facilities and with surrounding developments. Structures, landscaping, signage and other improvements should comply with the goals outlined in the Community Design Element of the Comprehensive Plan.
- Use of aesthetically compatible buffers (e.g. fences, landscaping and similar means) to separate the Essential Public Facilities from surrounding uses.
- Improvements to limit impacts to environmental health (e.g. noise quality; air quality; use, storage and destruction of hazardous materials, storm water runoff management).
- Infrastructure improvements (e.g., transportation, capital facilities and utilities) to support the underlying facility. Improvements may include, but need not be limited to streets, sidewalks, streetlights, transit shelters, parking and utility lines.
- Open space as part of the development plan. Where feasible and appropriate, this open space should be accessible to the public.

- Provision of aesthetic improvements (such as, One Percent for the Arts) as a part of the development plan; where feasible and appropriate, these arts improvements should be accessible for community viewing.

EPF7: Include standards and criteria in City implementing ordinances which relate to:

- balancing the need for the facility against the external impacts by its siting and the availability of alternative sites with lesser impacts;
- types of facility uses and operations and their impacts;
- health and safety requirements;
- control of environmental nuisances; and
- maintenance of standards based upon applicable governmental regulations, particularly as they may change and become more stringent over time; standards will be linked to impacts to the development site and to surrounding land uses.

EPF8: All new Essential Public Facilities and substantial modifications to existing Essential Public Facilities shall be required to undergo a siting process by the City of Shoreline except that where site-specific standards are in place for the proposed Essential Public Facilities, those specific standards will apply to development. Facility siting shall consider:

- consistency with locations identified as appropriate for public purposes on the Land Use Element Map;
- compatibility with adjacent land uses;
- fair distribution of public facilities throughout the City;
- reduction of sprawl development;
- promotion of economic development and employment opportunities;
- protection of the environment;
- positive fiscal impact and on-going benefit to the host jurisdiction;
- consistency with City of Shoreline Comprehensive Plan (e.g. Capital Facilities, Utilities, Transportation, Housing, Economic Development, the Environment and Community Design);
- ability to meet zoning criteria for Special Use Permits as defined in the Shoreline Municipal Code;
- public health and safety;
- forecasted regional or state-wide need;
- ability of existing facilities to meet that need;
- compatibility with this Comprehensive Plan;
- evaluation in context of agency or district plan (and consistency with this agency or district plan);
- analysis of alternative sites; and
- provide a public review process that includes, at a minimum, public notice and a public comment period. Special Permits and Master Plans may require public meetings and/or a public hearing process.

The siting process for Essential Public Facilities shall be coordinated with neighboring jurisdictions and with King and Snohomish counties by

participating in the interjurisdictional process developed by the King County Growth Management Planning Council and the process adopted by Snohomish County (where appropriate). Specific siting processes will be established in Comprehensive Plan implementing regulations.

- EPF9:** All regional facilities will have an underlying Single-Family-Institution land use designation and single-family zone established by the Comprehensive Plan. Each regional facility will conform to the development standards for the underlying designation/zone, *except that* where site-specific standards are in place for the proposed Essential Public Facilities, those specific standards will apply to development.
- EPF10:** All community facilities will have a land use designation and zone consistent with the Comprehensive Plan land use designation and zoning for the site and the surrounding area. Each community facility will conform to the development standards of the underlying designation/zone, *except that* where site-specific standards are in place for the proposed Essential Public Facilities, those specific standards will apply to development.
- EPF11:** All new Essential Public Facilities shall be required to undergo development review by the City of Shoreline. Development standards and review criteria shall consider:
- the types of facility uses and operations and their impacts;
 - compatibility of the proposed development with the development site, with neighboring properties and with the community as a whole;
 - environmental review pursuant to State Environmental Policy Act (SEPA Rules WAC 197-11); and
 - development standards to mitigate aesthetic and functional impacts to the development site and to neighboring properties.
- EPF12:** Existing Essential Regional Public Facilities and Existing Community Public Facilities shall be required to undergo development review by the City of Shoreline for substantial redevelopment, for new development, expansion of a use and/or change of use. Development standards and review criteria shall consider:
- the types of facility uses and operations and their impacts;
 - compatibility of the proposed development with existing development, with permitted future use of the development site, with neighboring properties and with the community as a whole;
 - environmental review pursuant to State Environmental Policy Act (SEPA Rules WAC 197-11); and
 - development standards to mitigate aesthetic and functional impacts to the development site and to neighboring properties.
- EPF13:** The development review processes for new and/or existing Essential Regional Public Facilities and Essential Community Public Facilities shall include standards and criteria related to:
- the types of facility uses and operations and their impacts;

- environmental review pursuant to State Environmental Policy Act (SEPA Rules WAC 197-11);
- facilitation of timely government approvals and permits;
- expediting and streamlining of necessary government approvals and permits if all other elements of the municipal policies have been met; and
- a public involvement process appropriate to the types of facility uses and operations and their impacts.

EPF14: A Master Plan is encouraged for Essential Regional Public Facilities. A Master Plan is also encouraged, where appropriate, for Essential Community Facilities. The purpose of the Master Plan is to incorporate all proposed new development, redevelopment and/or expansion of an existing development. A Master Plan is a comprehensive, long-range plan for the use of the property. Its purpose is to guide the growth and development of the facility so that they serve their users and benefit the community.

A Master Plan shall include:

- a Statement of Justification for the proposed development;
- a narrative description and drawings of uses existing on the site (including historic sites and environmentally sensitive areas);
- uses to be developed on site;
- location of existing/proposed uses;
- bulk and scale of existing/proposed uses;
- conceptual architectural design of proposed structures/integration of new and existing uses OR a process by which the applicant will submit a specific architectural design at the time when a specific development is proposed;
- existing/conceptual proposed landscaping (native vegetation and decorative plantings) OR a process by which the applicant will submit a specific architectural design at the time when a specific development is proposed;
- existing/conceptual proposed access, parking-plans;
- buffers, as appropriate, between on-site uses;
- buffers between the site and surrounding properties; and
- an environmental analysis including impacts and proposed mitigation for noise, light, glare, and any other environmental impacts to be expected from the use.

A Master Plan may be revised for proposed new development subject to Master Plan regulations. Master Plan amendments should occur concurrently with the City's process for amending the Comprehensive Plan, and should include a public participation process.

EPF15: When a Master Plan is accepted by the City, an overlay designation will be placed upon the property, indicating that the Master Plan is the governing document for new development or redevelopment.

Specific project applications under an approved conceptual Master Plan may require site plan review. This review would ensure that the specific projects are consistent with the Master Plan and conform to applicable implementation regulations. Building permits will be required for all new construction.

Any proposed development that is not in the approved Master Plan will be considered under a Development Permit Application or a Special Use Permit and will be reviewed through the underlying Land Use Designation/Zoning regulations.

- EPF16:** A cooperative interjurisdictional approach to the siting of Regional Facilities is encouraged for all new development, substantial redevelopment and/or substantial expansion of an existing development.
- EPF17:** The City and other appropriate jurisdictions shall seek to mitigate disproportionate financial burdens due to the siting of regional facilities
- EPF18:** Clustering of facilities is encouraged where those facilities have similar and/or compatible uses (e.g., health and human services). Clustered facilities should provide improvements such as joint plazas, joint parking and joint co-located utility lines.
- EPF19:** The City supports public/private partnerships for development and operation of Essential Regional and Community Public Facilities.
- EPF20:** Investigate the use of methods, such as Payment In Lieu of Taxes (PILOT), that would enable tax-exempt facilities to contribute to the City in a manner commensurate with their impacts and need for services.