

**CITY COUNCIL AGENDA ITEM**  
CITY OF SHORELINE, WASHINGTON

<b>AGENDA TITLE:</b>	Workshop Discussion on Comprehensive Plan Update & Master Plans – Planning Commission Recommended Plans
<b>DEPARTMENTS:</b>	P&DS, PW, and PRCS
<b>PRESENTED BY:</b>	Tim Stewart, Director P&DS Paul Haines, Director PW Dick Deal, Director PRCS

**PROBLEM/ISSUE STATEMENT:**

Cities and counties fully planning under the Growth Management Act (GMA) are to review their comprehensive plans and ordinances at least every seven years to see if their plans and regulations comply with the GMA. The deadline to complete this requirement varies from county to county; the schedule is established by RCW 36.70A.130 (4) (a). This section of the RCW establishes the deadline of December 1, 2004 for King County and the cities within it. The City began the process to update its Comprehensive Plan in mid 2003 and at that time also embarked on a process to adopt the City's first master plans for Transportation, Surface Water, and Parks Recreation & Open Space. The Planning Commission conducted three consecutive nights of public hearing at the end of September 2004 on these plans. On November 4, 2004 Planning Commission completed deliberations on the plans and made a motion to forward recommended drafts to City Council. In an effort to allow more time for public review City Council adopted Resolution 226 on November 8, 2004. This resolution established a schedule for the adoption of the plans, thereby indicating that the December 1, 2004 deadline would not be met and that the plans would likely be adopted by February 2005.

The purpose of this briefing is to update the Council on the status of the project, to receive and discuss the Planning Commission recommended Plans, and to talk about the future process for adoption of these plans. Several members of the Planning Commission and possibly members of the PRCS Board plan to be in attendance at this workshop to share with Council their recommended plans.

**RECOMMENDATION**

No action is required; staff is providing a briefing on Planning Commission recommended plans and the proposed future review and adoption process for them.

Approved By: City Manager  City Attorney 

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## **BACKGROUND**

Cities and counties fully planning under the Growth Management Act (GMA) are to review their comprehensive plans and ordinances at least every seven years to see if their plans and regulations comply with the GMA. The deadline to complete this requirement varies from county to county; the schedule is established by RCW 36.70A.130 (4) (a). This section of the RCW establishes the deadline of December 1, 2004 for King County and the cities within it. In an effort to allow more time for public review City Council adopted Resolution 226 on November 8, 2004. This resolution established a schedule for the adoption of the plans, thereby indicating that the December 1, 2004 deadline would not be met and that the plans would likely be adopted by February 2005.

The City began the process to update its Comprehensive Plan in mid 2003 and also embarked on a process to adopt three master plans for Transportation, Surface Water, and Parks, Recreation and Open Space Plan. The required update and the adoption of the master plans should be coordinated and processed together to take advantage of the benefits (environmental, fiscal) of coordinated planning. In addition, the adoption of the master plans also meets several of the City's Strategic Plan's (2003-2009) goals and City Council Goals (2003-2004), including:

- Adopt strategic plans for major facilities and services.
- Enhance our program for safe and friendly streets.
- Update elements of the Comprehensive Plan including environmental, surface water, transportation and parks and open space.
- Provide safe, secure and attractive neighborhoods for residents, motorists, and pedestrians.
- Provide park and open space recreational opportunities within a safe walking distance of each neighborhood.
- Provide and maintain excellent public utilities and infrastructure for each neighborhood.

The following is a brief summary of the Comprehensive Plan update and master plan projects:

### **Comprehensive Plan Update**

Recognizing the effort undertaken to develop the current Comprehensive Plan, the City's objective is not to completely rewrite the plan. No changes are proposed to the City's land use designations or framework goals. Background and inventory information has been updated to reflect changing conditions, accomplishments since 1998, and recent annexations. Goals and policies are proposed to be updated to respond to updated information and to better reflect community values. Changes to the plan's organization have also been proposed to focus the plan on its goals and policies, moving supporting information to the back of the plan.

### **Transportation Master Plan**

In addition to updating transportation related goals and policies of the Comprehensive Plan to reflect current community values, the draft Transportation Master Plan project develops a revised street classification map with descriptions of street classes, revised set of level of service standards, green streets program recommendations, “safe and friendly streets” recommendations, and other recommended long-range transportation improvements related to streets, pedestrian and bicycle systems, neighborhood traffic protection and actions to increase traffic safety.

### **Surface Water Master Plan**

The draft Surface Water Master Plan provides regulatory, capital, operation and program recommendations to address federal and state regulations as well as local drainage issues and community concerns. The plan includes an analysis of levels of service and surface water utility rates.

### **Parks, Recreation and Open Space Plan**

The draft Parks, Recreation and Open Space Plan guides acquisition, planning and development of public recreation facilities and programs over the next several years. The plan evaluates user needs and the current inventory of recreation programs to address the need for trails, neighborhood parks, natural areas and improvements to existing facilities and programs. It also identifies several parks for “mini masterplans”.

### **Plans Work Together**

The transportation, surface water, and parks master planning efforts were drafted in conjunction with the Comprehensive Plan Update to increase consistency between plans, meet the goals of the Growth Management Act, and to identify solutions that have the potential to solve multiple objectives, such as street improvements that also improve surface water management or parks that provide recreation opportunities and wildlife habitat.

The first drafts were written with consideration of the following guidance:

- Council Policy & Priorities
- Current land use, transportation, surface water, and parks data and analysis, such as a computer model of future traffic conditions
- Regulatory mandates, such as the Growth Management Act
- Staff understanding of existing deficiencies, and operation and maintenance needs
- Public input obtained from meetings, comment forms, the parks survey and other outreach activities, including from past activities
- Consultant expertise on technical issues
- Cross-discipline review of draft concepts
- Good fiscal management practices
- Input from Planning Commission workgroups and the PRCS Board

## **DISCUSSION**

### **Release of Draft Plans**

The City staff and consultant team began the process of updating the Comprehensive Plan and developing the master plans last fall, holding public open houses on September 24<sup>th</sup> and 25<sup>th</sup> to collect initial input on the project. Subsequently, the Planning Commission divided into three workgroups and reviewed public comments, existing policies and policy options during a series of informal work sessions. Between October and December of last year, 19 workgroup meetings were held, each open to the public.

During the first few months of the update process, the City received several comment letters. Early themes that seemed to repeat themselves in many of the comment letters included:

- Business access on Aurora
- Street classification and speed limits
- Basin-wide improvements to Thornton Creek
- Enhanced environmental protection

There are many more areas that were also recognized to be of interest. The issues list used to drive the development of the plans was extensive and derived from many years of community meetings, project development, Council Policy & Priorities, regulatory mandates, operation and maintenance needs, professional experience, and good fiscal management practices. Following the meetings with the Planning Commission workgroups and workshops, staff and consultants worked to develop draft plans that responded to all of these issues to the extent feasible.

### **Public Open House and Public Comments**

Concurrent with the release of the draft plans, the City mailed a project newsletter and open house announcement. The announcement, which was mailed to all listed addresses in the City, provided information about the plans and the planning process and advertised the open house date and location: May 13, 2004, at the Shoreline Center. The open house served to provide copies of the draft plans to the public, display the key elements of the plans, answer questions, and to accept comments. Korean translating services were also available.

### **Planning Commission Review**

Based on public input and continued staff analysis, the staff and consultant team has prepared a recommendation to the Planning Commission that included the draft plans and a draft 20-year Capital Facilities Program. The Planning Commission reviewed the draft plans through a combination of workshop and hearing meetings. Each of these meetings was open to the public and public comments were encouraged at each.

**Planning Commission Workshops: Date & Topic**

7/22/04	Comprehensive Plan update workshop
7/29/04	Transportation Master Plan workshop
8/5/04	Surface Water Master Plan workshop
8/12/04	Parks, Recreation and Open Space Plan workshop

In an effort to get more feedback from the public, the public hearing was kept open for three consecutive nights at three locations in the city:

**Planning Commission Public Hearing: Date & Location**

9/28/04	St. Dunstan's of the Highlands Church
9/29/04	Bethel Lutheran Church of Shoreline
9/30/04	Shoreline Conference Center – Board Room

Deliberation continued over several meetings, and the final unanimous vote for moving the plans to City Council occurred at the November 4, 2004 regular Planning Commission meeting.

**Creation of Planning Commission Recommended Drafts**

Planning Commission considered volumes of written comments (145 written comments were submitted, many covering multiple topics) and all verbal testimony they received at meetings. Planning Commission then voted to amend the draft plans (issued in May 2004) to reflect these public comments. The plans referenced in **Attachment A** are reflective of these recommendations.

The changes that the plans went through are summarized in the discussion that follows, and is organized by each plan:

**Planning Commission Recommended  
Updated Comprehensive Plan**

In response to Planning Commission input and public comments, a variety of changes were made to further update the draft Comprehensive Plan and master plans. The review matrices document (titled "Goals and Policies Review Matrices") shows how each individual goal or policy in the Comprehensive Plan has evolved during the drafting process. Key changes include:

"Regulating disturbance and development" was added to Goal EN II for clarification and Goal EN III was updated to emphasize protection of native vegetation:

**Goal EN II:** Protect people, property and the environment from geologic hazards, including steep slope areas, landslide hazard areas, seismic hazard areas, and erosion hazard areas by regulating disturbance and development.

**Goal EN III:** Sustain habitat of sufficient diversity and abundance to maintain existing indigenous fish and wildlife populations. Recognize the City's designation as an urban area by balancing the right of private property owners to develop and alter land with the protection of native vegetation and critical areas.

Policy **ENb** (matrix item 117) was revised to recognize LEED and BuiltGreen low impact building standards.

A new policy was added to the Transportation Element regarding neighborhood traffic impacts:

**Ti:** Monitor traffic growth on collector arterials and neighborhood collectors and take measures to keep volumes within reasonable limits.

Two new policies were added to the Community Design Element:

**CDa.** When making improvements to the public right-of-way ensure that site access and adequate parking remains on affected properties.

**CDb:** City projects and those on City owned property should use native, drought tolerant plantings and natural pesticides and fertilizers where appropriate.

Additional various changes to improve intent and clarity were made to policies **LUa, LU24, LU30, LU47, EN3, EN5, H5, PRb, PR25, ED19, CD24.**

Text was changed in the Land Use Supporting Analysis to recognize the presence of salmon in Thornton Creek. The term "artificial water course" was eliminated from the Comprehensive Plan.

Fircrest was added to the reference list of major employers in the city.

Capital project recommendations were further refined as shown in the individual master plans.

The Planning Commission also acted to include the body of the Central Shoreline Subarea Plan, without its recommended development regulations, in the Comprehensive Plan to recognize the vision and opportunities presented in it. The subarea plan is included as an appendix in the November draft.

## **Planning Commission Recommended Transportation Master Plan**

The restructured policies in the Transportation Element reflect the community's desire for "safe and friendly streets" in Shoreline and to protect neighborhoods from cut-through and spillover traffic. The policies affirm the City's commitment to multi-modal transportation alternatives, including transit, pedestrian and bicycle facilities. The policies give priority to maintaining the existing infrastructure as well as to safety and pedestrian improvements. In particular, the policies call for several new City initiatives, including a safety management plan, a street lighting plan, and a transit plan.

In addition to updating transportation-related goals and policies to reflect current community values, the draft Transportation Element and Transportation Master Plans include:

- a revised street classification map with descriptions of street classes,
- revised set of level of service standards,
- green streets program recommendations,
- "safe and friendly streets" recommendations, and
- other recommended long-range transportation improvements related to streets, pedestrian and bicycle systems, neighborhood traffic protection and actions to increase traffic safety.

The draft plan received many public comments and this process provided the public an opportunity to express a wide variety of concerns. While many were operational concerns and were immediately provided to the appropriate CIP project or operations team, there were a number that were addressed through the Transportation Master Plan. Most notable was the concern regarding a proposed project to restripe Richmond Beach Road and the potential opening of Stone Avenue N at N 175<sup>th</sup> Street. Both projects were removed from the list as actual construction items and will instead be addressed through corridor studies. Comments also emphasized the need for pedestrian and non-motorized facilities throughout the city. Other discussion topics included roundabouts, roadway classifications and connectivity across I-5.

The Commission also started a discussion for a future beyond the implementation of this plan and funded a study to develop a multi-modal approach to measuring Level of Service. The current proposed plan uses delay of vehicles to determine the Level of Service at any given intersection which then produced the prioritized list of roadway improvements. Looking to the future, the commission felt that any measure of Level of Service should include transit usage, multi-modal services and pedestrian issues to serve Shoreline into the future. As a result of this proposed change, the corridor study for N 175<sup>th</sup> Street and Meridian Avenue N were combined into one large subarea study and will identify potential improvements.

Finally, regarding the physical presentation of the plan, a number of people commented that the maps were difficult to read in the black and white format. As part of the recommended draft we have printed 11x17 maps in color. Current printings have these maps bound within the document. Finally, some reformatting was accomplished to improve the organization of the appendices.

## **Planning Commission Recommended Surface Water Master Plan**

### **Surface Water Master Plan Requirements**

The Surface Water Master Plan (SWMP) part of the City's Revised Comprehensive Plan as mandated by State Law. The SWMP is the blueprint for Planning, designing and managing the City's Storm Drainage infrastructure. The development of the SWM Plan is the result of data collection, field observations and public testimony designed to arrive at a long range CIP program in addressing key elements such as flooding, clean water, and habitat.



### **Priority Matrices**

The development of this SWM plan required that we develop a clear priority matrix designed to address critical issues in the city's storm water infrastructure. The financing limitations and legal mandates played a strong role in developing proposed priority CIPs. The first priority focused on protecting public safety and reducing damage, the second had to do with addressing legal mandates prescribed by Federal and State Laws such as the Clean Water Act and finally, habitat restoration.

### **Public Participation**

Part of the venues in developing SWM CIP priorities included public participation and comment. Several public forums were conducted soliciting public comment and suggestions for addressing flooding, clean water and habitat restoration. The public was asked to suggest priorities, point out long standing concerns relating to drainage infrastructures and environmental concerns. Additionally, meetings with the Planning Commission Sub-Committees were to develop clear priorities, establish funding levels for CIPs and assist in the selection of proposed projects dealing with flooding, clean water, and habitat issues.

### **Planning Commission Hearings**

The one primary issue that the Planning Commission required was additional clarification regarding the use of Surface Water Funds in Parks and Transportation CIPs. Staff clarified this issue to the satisfaction of the Planning Commission. The clarification was as follows.

The redevelopment of Shoreline's parks and improvement of roads will provide an opportunity (in some cases) to fix the aging and sometimes failed storm drainage infrastructure within the City. In Shoreline, surface water is classified as a utility. Other utilities such as water, sewer, and power generally find it to be cost-effective to perform necessary upgrades when a major Parks or Transportation project is undertaken. This is a cost-effective way of upgrading the City's vital infrastructures by providing multiple beneficiaries for a single capital improvement project.

Surface water dollars will only be used to fund flood protection, water quality, and habitat issues associated with future Parks and Transportation projects. For flood protection, these dollars would generally be used to replace or upgrade pipes, catch basins, manholes, and other drainage infrastructure. For addressing water quality, surface water dollars could be used to purchase oil/water separators or sediment traps to keep pollutants out of the City's surface water bodies. In the case of parks projects, surface water dollars may be used toward wetland restoration if it provides a water quality benefit. In some cases, surface water dollars may allow the City to go above and beyond the water quality requirements in place at the time of the project to provide a higher level of water quality protection. Surface water dollars would go towards replacing a road culvert that is currently a potential fish migration barrier with one that is not.

### **Financial Impacts**

Financing was the next targeted step in developing a responsible financial plan designed to address most if not all of the proposed priorities within a 20-year plan. Several iterations were developed and considered, however a final financial proposal was agreed to and supported by the commission.

## **Planning Commission Recommended Parks, Recreation & Open Space Master Plan**

The updated draft of the Parks, Recreation, and Open Space plan includes several changes that reflect comments from the Parks Recreation, and Cultural Services advisory board, Planning Commission, and citizens. Most changes to the initial May 2004 draft were minor in nature, but improve or help clarify the work that needs to be accomplished. The most notable changes are in Chapter #8 – Implementation, which now includes the 20-year listing of projects and updated priority project listings.

In addition, several people commented that portions of the initial draft document were difficult to follow. To improve readability the document has been reformatted and the reference materials in some chapters have been moved to an appendix. These changes make the document easier to read, but those interested can refer to the appropriate appendix for more detailed information.

### **City Council Adoption Process**

Resolution 226 as adopted by Council in November 2004 established a schedule for the adoption of the Updated Comprehensive Plan and associated master plans. This resolution indicated that the Council would adopt the plans some time between January to February 2005. Staff recommends moving forward with the following schedule to meet this deadline:

1. Initiate Public Hearing Process on December 13, 2004 and continue the hearing to January 10, 2005.
2. Deliberation / Adoption on January 18, 2005
3. Continued Deliberation / Adoption on January 24, 2004 (if needed)

### **RECOMMENDATION**

No action is required; staff is providing a briefing on Planning Commission recommended plans and the proposed future review and adoption process for them.

**Attachment A:**  
**Planning Commission Recommended Updated  
Comprehensive Plan\* and Master Plans for  
Transportation, Surface Water, and Parks,  
Recreation & Open Space.**

**Plans were transmitted to City Council on November 22, 2004, and are not being distributed as part of this packet. One copy of each plan is available free of charge at the Planning & Development Services Department, City Hall Annex.**

\* The updated Comprehensive Plan is transmitted in two formats:

1. Legislative markup formatting – see document titled “Goals and Policies Review Matrices” (legal sized document that is bound by a staple). This document illustrates how goals and policies have been updated since the 1998 plan and utilizes ~~formatting~~ ~~strikethrough~~ to show text deletions and underline to show text additions.
2. For ease of reading we have also provided a document in regular formatting without the strikethrough and underline – see document titled “Comprehensive Plan 2004 Update Planning Commission Recommended Draft” (letter sized document that is bound by black comb binding).

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