

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

<b>AGENDA TITLE:</b>	Adoption of the 2018 Comprehensive Plan Amendment Docket
<b>DEPARTMENT:</b>	Planning & Community Development
<b>PRESENTED BY:</b>	Steven Szafran, AICP, Senior Planner Paul Cohen, Planning Manager Rachael Markle, AICP, Director
<b>ACTION:</b>	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing

**PROBLEM/ISSUE STATEMENT:**

The City may process Comprehensive Plan amendments once a year, with exceptions only in limited situations. Proposed amendments are collected throughout the previous year with a deadline of December 1<sup>st</sup> for public and staff submissions of amendments to be considered in the following year. The Comprehensive Plan Docket establishes the amendments that will be reviewed and studied during the year by staff and the Planning Commission prior to their recommendation to the City Council for final approval to amend the Comprehensive Plan by the end of the following year. The 2018 Docket contains six (6) City-initiated amendments and three (3) citizen-initiated amendments.

The proposed 2018 Comprehensive Plan Docket was presented to the Planning Commission on February 1, 2018, and the Planning Commission voted to forward the 2018 Docket to the City Council for consideration, with a recommendation to exclude Docket Amendment #5. The Council then discussed the 2018 Docket on March 26, 2018, and directed staff to bring the Docket back to the Council for adoption. Tonight, Council is scheduled to adopt the proposed 2018 Comprehensive Plan Docket.

**RESOURCE/FINANCIAL IMPACT:**

Docket Amendment #5 has the potential to impact the Planning and Community Development Department's work plan and budget. An amendment to the Land Use Designation and concurrent rezone of this scope and size is a major work plan item and staff would be responsible for creating a plan for public involvement, multiple community meetings and outreach, and evaluating the environmental impacts which will require the services of a consultant that would impact the Department's budget.

**RECOMMENDATION**

The Planning Commission and staff recommend that the Council move to adopt the 2018 Comprehensive Plan Amendment Docket with the exclusion of Docket Amendment #5.

Approved By:            City Manager **DT**    City Attorney **MK**

## **BACKGROUND**

The State Growth Management Act, RCW 36.70A, limits consideration of proposed Comprehensive Plan amendments to no more than once a year. To ensure that the public can view the proposals within a concurrent, city-wide context, the Growth Management Act directs cities to create a docket that lists the amendments to be considered in this “once a year” review process.

Proposed amendments are collected throughout the previous year with a deadline of December 1<sup>st</sup> for public and staff submissions of suggested amendments to be considered in the following year. The Docket establishes the amendments that will be reviewed and studied during the year by staff and the Planning Commission prior to their recommendation to the City Council for final approval to amend the Comprehensive Plan by the end of the following year.

Comprehensive Plan amendments usually take two forms: Privately-initiated amendments and City-initiated amendments. This year, the Planning Commission was presented with six City-initiated amendments, which include three amendments carried over by Council from 2017. Prior to the adoption of the 2017 Docket via Ordinance No. 802 on November 14, 2017, which adopted some, but not all, of the 2017 docketed amendments, the Council carried over the three items from the 2017 Docket to the 2018 Docket. Those “carried-over” amendments are as follows:

1. Amend the Comprehensive Plan for 145<sup>th</sup> Street annexation and all applicable maps.
2. Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the Richmond Beach Transportation Corridor Study as described in Policy PW-9. Also, consider amendments to the Comprehensive Plan that could result from the development of Interlocal Agreements as described in Policy PW-13.
3. Consider amendments to the Capital Facilities Element Goals and Policies and update of the Surface Water Master Plan.

The Planning Commission considered the draft 2018 Comprehensive Plan Docket on February 1, 2018 and voted to forward the proposed 2018 Docket (Attachment A) to the City Council for consideration. The Council then discussed the 2018 Docket on March 26, 2018. The staff report for this March 26<sup>th</sup> discussion can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2018/staffreport032618-9c.pdf>.

## **DISCUSSION**

As noted during the March 26<sup>th</sup> Council discussion, the nine (9) proposed 2018 Comprehensive Plan Docket amendments are as follows:

### **Amendment #1 (2017 Carry-Over)**

Amend the Comprehensive Plan for 145<sup>th</sup> Street annexation and all applicable maps.

**Analysis:**

This amendment was carried over from the 2017 Final Docket. This amendment will amend Policy LU47 which states, "Consider annexation of 145<sup>th</sup> Street adjacent to the existing southern border of the City".

There are some maps contained in the Comprehensive Plan that do not include 145<sup>th</sup> Street. If the City annexes 145<sup>th</sup> Street, all of the maps in the Comprehensive must be amended to include 145<sup>th</sup> Street as a street within the City of Shoreline.

The City is currently working towards annexation of 145<sup>th</sup> Street. On April 11, 2016, the City Council adopted a preferred design concept for the corridor, and the 145<sup>th</sup> Street Multimodal Corridor Study Final Report was completed in November 2016. The eastern portion of the corridor (SR 522 to the 145<sup>th</sup> light rail station) is included in the Sound Transit 3 package for capital improvements that will facilitate Bus Rapid Transit services on SR 522 and SR 523. The City has received grant funds to help fund design of the Interstate-5 interchange improvements and is currently working with partner agencies to develop agreements on how to move forward with construction and funding of the improvements. The corridor west of the Instate-5 interchange will require partnership with other agencies to move the adopted preferred design concept forward.

The corridor is not under the ownership of the City of Shoreline and completion of the corridor improvements will require intergovernmental cooperation, especially with King County and the City of Seattle, the two current owners of the corridor. Future ownership of the corridor could be a matter of consideration as agreements are reached regarding the implementation of the City's preferred design concept.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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**Amendment #2 (2017 Carry-Over)**

Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the Richmond Beach Transportation Corridor Study as described in Policy PW-9. Also, consider amendments to the Comprehensive Plan that could result from the development of Interlocal Agreements as described in Policy PW-13.

**Analysis:**

This amendment has been carried-over since 2013. The City anticipated that the Transportation Corridor Study (TCS) on mitigating adverse impacts from BSRE's proposed development of Point Wells would be completed in 2013 and every subsequent year since. Staff does not anticipate that the Richmond Beach TCS will be completed in 2018 and therefore any recommendations coming out of the study will not be considered by the City Council until at least 2019. However, in the event the TCS is completed this year, maintaining it on the docket will ensure its consideration.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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### **Amendment #3 (2017 Carry-Over)**

Consider amendments to the Capital Facilities Element Goals and Policies and update of the Surface Water Master Plan.

#### **Analysis:**

The City's Public Works Department is currently in the process of updating the Surface Water Master Plan and the Capital Facilities Element of the Comprehensive Plan. The proposed 2018 Surface Water Master Plan will address drainage and water quality problems associated with population and development growth, increasing regulations, and aging infrastructure within the City. The 2018 Surface Water Master Plan will consolidate information from several different technical manuals and plans in order to develop a plan that will guide the utility for the next five to 10 years.

The 2018 Surface Water Master Plan will help the City develop:

- Levels of Service definition;
- Prioritized asset management improvement strategy;
- Requirements to comply with the 2018-2022 National Pollutant Discharge Elimination System (NPDES) Phase II permit;
- Recommendations for Capital Improvement Projects (CIP);
- Rate structure and financial planning recommendations;
- Policy recommendations for Council consideration;
- Condition Assessment Plan;
- Technical drainage capacity issues memo; and
- Operations and Maintenance Manual.

#### **Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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### **Amendment #4 (Proposed by the Public Works Department)**

Consider deleting Appendix D – Master Street Plan from the Transportation Master Plan and replace with reference to the Engineering Design Manual pursuant to SMC 12.10.015.

#### **Analysis:**

The City's Public Works Department is proposing various amendments to the City's Master Street Plan which is Appendix D of the Transportation Master Plan. The proposed changes include:

- Delete Appendix D from the Transportation Master Plan; and
- Update all applicable sections of the Comprehensive Plan to reference the Master Street Plan in the Engineering Development Manual (EDM).

The deletion of the Master Street Plan from the Comprehensive Plan will allow the flexibility of the Public Works Department to make adjustments to the Master Street Plan as needed due to street related requirements being located in the Engineering Development Manual.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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**Amendment #5 (Privately-Initiated by Kellogg)**

Consider amending the land use designation for all parcels designated Low-Density Residential and Medium-Density residential between Fremont Avenue N, Ashworth Avenue N, 145<sup>th</sup> Street, and 205<sup>th</sup> Street to High-Density Residential. Conversely, change the zoning of all parcels between the previously mentioned streets from R-6, R-8, R-12, and R-18 to R-24.

**Analysis:**

This is a privately-initiated amendment. The applicant states that rezoning the above referenced areas will provide a transition between the Aurora Corridor and single-family homes west of Fremont Avenue and east of Ashworth Avenue. Furthermore, single-family zoned property would no longer be adjacent to commercial zoning along the Aurora Corridor which would eliminate the need for transition area development regulations. The above referenced area should also be rezoned since the area is in close, walking distance to mass-transit (Metro Transit E-Line) and other amenities that are available within the Aurora Corridor.

City staff believes this proposed amendment to the Comprehensive Plan Land Use Map and concurrent rezone may be possible and does comply with many of the goals and policies of the Comprehensive Plan. However, a change of this scope is a major work plan item and staff would be responsible for creating a plan for public involvement since the amount of properties this affects is substantial. This project could be, at a minimum, a two-year project. Also, staff would be responsible for evaluating the environmental impacts of the rezone which may require the services of a consultant that would impact the Department's budget.

**Planning Commission Discussion**

This amendment generated the most discussion at the February 1, 2018 Planning Commission public hearing. Some Commissioners were interested in the idea of studying the proposed change to the Land Use Designations and concurrent rezone but most of the Commission thought this item should be discussed in a bigger, community-wide planning process.

Most Commissioners were concerned that the proposed area of rezone is much bigger than the area of the 145<sup>th</sup> and 185<sup>th</sup> Street Station Subarea plans combined and that this proposed project would impact staff's work plan for 2019-2020.

**Planning Commission Recommendation:**

Exclude this amendment from the 2018 Comprehensive Plan Docket.

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**Amendment #6 (Privately-Initiated by McCormick)**

Consider amendments to Transportation Policy T44 which clarifies how an Arterial Streets' Volume over Capacity (V/C) ratio is calculated.

**Analysis:**

This is a privately-initiated amendment to clarify how the City calculates an Arterial Street's Volume over Capacity Ratio (V/C). The applicant's interpretation is that neither the AM or PM peak, one-directional traffic volume may exceed 90 percent (90%) of the arterial's peak AM or peak PM, one-directional capacity. The amendment also clarifies the following items:

- One leg of an arterial intersection may be greater than 90% only at signalized intersections;
- One leg of an intersection refers to that portion of an arterial that is between the signalized intersection and the next nearest intersecting arterial or nonarterial;
- Level-of-Service (LOS) D is not to be exceeded for either the AM or PM peak; and
- Memorializes the grandfathered 1.10 V/C ratio for the specified road segments on Dayton Avenue N and 15<sup>th</sup> Avenue NE.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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**Amendment #7 (Privately-Initiated by Mailhot)**

Consider amendments to the Point Wells Subarea Plan.

**Analysis:**

This is a privately-initiated amendment to amend and update the Point Wells Subarea Plan. The applicant states that many changes have occurred since the adoption of the Plan in 2010 and should be updated to reflect those changes.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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**Amendment #8 (Proposed by the Planning and Community Development Department)**

Consider amending Land Use Designations Mixed-Use 1 and Mixed-Use 2 in the Land Use Element to provide clarification.

**Analysis:**

Staff received concerns from some Councilmembers that the City's Comprehensive Plan Land Use Designations for Mixed-Use 1 and Mixed-Use 2 are too similar and therefore unclear of their differences. Also, these designations are unclear as to which zoning districts implement each Land Use Designation. Staff will propose language and bring back a proposal by the end of 2018.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

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**Amendment #9 (Proposed by the Public Works Department)**

Consider updates to the Pedestrian System Plan from the Transportation Master Plan

**Analysis:**

The Pedestrian System Plan will update key arterial and local streets in need of improvement in order to create a network of sidewalks. The Public Works Department has started a year-long process to create a sidewalk prioritization plan, as directed by the City Council. Major components of the process will be to create a system for identifying projects, as well as researching and recommending ways to fund them.

**Planning Commission Recommendation:**

Place this amendment on the 2018 Comprehensive Plan Docket.

**Planning Commission and Staff Recommendation**

At their February 1, 2018 meeting, the Planning Commission voted to forward the 2018 Docket to the City Council for consideration, with a recommendation to exclude Docket Amendment #5. Staff concurs with this recommendation. The City Council then discussed the 2018 Docket on March 26, 2018. Council had a robust discussion of many of the proposed Comprehensive Plan amendments, and directed staff to bring the Docket back to the Council for adoption as recommended by the Planning Commission and staff. Tonight, Council is scheduled to adopt the proposed 2018 Comprehensive Plan Docket.

**RESOURCE/FINANCIAL IMPACT**

Docket Amendment #5 has the potential to impact the Planning and Community Development Department's work plan and budget. An amendment to the Land Use Designation and concurrent rezone of this scope and size is a major work plan item and staff would be responsible for creating a plan for public involvement, multiple community meetings and outreach, and evaluating the environmental impacts which will require the services of a consultant that would impact the Department's budget.

**RECOMMENDATION**

The Planning Commission and staff recommend that the Council move to adopt the 2018 Comprehensive Plan Amendment Docket with the exclusion of Docket Amendment #5.

**ATTACHMENT**

Attachment A – Proposed 2018 Comprehensive Plan Amendment Docket



## 2018 DRAFT COMPREHENSIVE PLAN AMENDMENT DOCKET

The State Growth Management Act generally limits the City to amending its Comprehensive Plan once a year and requires that it create a Docket (or list) of the amendments to be reviewed.

### Proposed 2018 Comprehensive Plan Amendments

1. Amend the Comprehensive Plan for 145<sup>th</sup> Street annexation and all applicable maps. (2017 Carry-over)
2. Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the Richmond Beach Transportation Corridor Study as described in Policy PW-9. Also, consider amendments to the Comprehensive Plan that could result from the development of Interlocal Agreements as described in Policy PW-13. (2017 Carry-over)
3. Consider amendments to the Capital Facilities Element Goals and Policies and update of the Surface Water Master Plan. (2017 Carry-over)
4. Consider deleting Appendix D – Master Street Plan from the Transportation Master Plan and replace with reference to the Engineering Design Manual pursuant to SMC 12.10.015. (Public Works)
5. ~~Consider amending the land use designation for all parcels designated Low-Density Residential and Medium-Density residential between Fremont Avenue N, Ashworth Avenue N, 145<sup>th</sup> Street, and 205<sup>th</sup> Street to High-Density Residential. Conversely, change the zoning of all parcels between the previously mentioned streets from R-6, R-8, R-12, and R-18 to R-24. (Kellogg)~~
6. Consider amendments to Transportation Policy T44 which clarifies how an Arterial Street's Volume over Capacity (V/C) ratio is calculated. (McCormick)
7. Consider amendments to the Point Wells Subarea Plan. (Mailhot)
8. Consider amending Land Use Designations Mixed-Use 1 and Mixed-Use 2 in the Land Use Element in order to provide clarification. (P&CD)
9. Consider updates to the Pedestrian System Plan from the Transportation Master Plan. (Public Works)

*Estimated timeframe for Council review/adoption: November 2018.*