

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Reconsideration of the 2019 Comprehensive Plan Amendment Docket

DEPARTMENT: Planning & Community Development

PRESENTED BY: Steven Szafran, AICP, Senior Planner
Rachael Markle, AICP, Director

ACTION: ☐ Ordinance ☐ Resolution ☒ Motion
 ☐ Discussion ☐ Public Hearing

PROBLEM/ISSUE STATEMENT:

The City processes 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 1st 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.

The Council adopted the Final 2019 Comprehensive Plan Amendment Docket on April 15. Amendment #3, amending the Fircrest Land Use Designation and Concurrent Rezone of a portion of the Fircrest Campus, was added to the Docket on April 15 and since that time, the State failed to pass legislation related to Fircrest to budget for the allocation of a portion of underutilized property to the King County Housing Authority and to transfer up to five acres of property to the City of Shoreline. Instead, the State directed the Department of Natural Resources to develop a plan to have this occur in the future. Staff has included a copy of the draft of the proviso that is included in the State budget. There will be no transfer of property from the State to the City for recreational purposes as part of this year's legislative process.

Since the Department of Natural Resources will be developing a plan for the excess property at Fircrest for the next year, staff would not be able to analyze a Comprehensive Plan amendment and concurrent rezone for a portion of the Fircrest campus until DNR and the State has a plan in place. Given this, Mayor Hall requested this amendment be removed from the Final 2019 Docket. Tonight, the Council will vote to reconsider Amendment #3 on the 2019 Docket while that State completes a plan for the excess property at Fircrest.

RESOURCE/FINANCIAL IMPACT:

If Council approves the removal of Amendment #3, there will be no impact to staff time or financial resources by the City. In the future, if the State approves a plan for excess property at Fircrest, this amendment will require staff time from several departments:

Planning and Community Development (PCD), Public Works (PW), Parks, Recreation and Cultural Services (PRCS), Administrative Services (ASD), and the City Manager's Office (CMO). Docketing this amendment would likely require adjustments to the City's 2019/2020 Workplan. Consultants are also needed to complete environmental and traffic studies (estimated \$110,000-\$130,000), and possibly assist with the development of planning and outreach materials for a robust community engagement process. The City anticipates resources to be provided by the State and King County to support this effort. The State has also indicated that they will transmit up to five (5) acres of property to the City for community recreation/open space needs.

RECOMMENDATION

Staff recommends that the Council reconsider Amendment #3 on the 2019 Comprehensive Plan Docket and approve to remove Amendment #3 until the State completes a plan for the Fircrest campus.

Approved By: City Manager City Attorney

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 1st 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.

The Planning Commission considered the Preliminary 2019 Comprehensive Plan Amendment Docket on February 7, 2019 and voted to forward the Preliminary 2019 Docket to the City Council for consideration. The Council then discussed the Preliminary 2019 Docket on March 18, 2019. The staff report for this March 18th discussion can be found at the following link:
<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2019/staffreport031819-8a.pdf>.

The Final 2019 Docket (**Attachment A**) was adopted on April 15 with four proposed amendments. Based on Council’s decision to docket amendments 1-4, the next step would be for staff to analyze these amendments during 2019 and make a recommendation to the Planning Commission. The Planning Commission will then discuss the amendments and hold a public hearing on each item on the Docket. Staff will present Planning Commission’s recommendation on each of the amendments on the Docket later in the fall of 2019.

DISCUSSION

On February 22, 2019, the City Council received a letter from the 32nd District Legislators (**Attachment B**) requesting that the City Council consider adding an amendment to the 2019 Docket regarding state-owned property on the Fircrest Campus that the Department of Health and Human Services (DSHS) has determined is not needed for the future operation of the Fircrest School. The 32nd District Legislators’ request was for a Comprehensive Plan amendment and a concurrent rezone. This item was added to the 2019 Docket as Amendment #3 on April 15.

At the time of the request, Council was not yet interested in taking the lead to amend the land use and zoning for the underutilized property unless there was a public benefit to doing so, such as a property transfer to the City of land that could be used to meet the community’s park, recreation and open space needs. Council expressed that if the State requested a change in land use designation and zoning, that they would need to subdivide the underutilized property from the Fircrest Campus. Council indicated that if these uncertainties could be resolved, Council may consider a role in changing the land use designation and zoning for the underutilized property.

The State failed to pass legislation related to Fircrest to budget for the allocation of a portion of underutilized property to the King County Housing Authority and to transfer up to five acres of property to the City of Shoreline. Instead, the State directed the Department of Natural Resources to develop a plan to have this occur in the future. The plan must be submitted to the appropriate committees by December 31, 2019. Staff has included a copy of the draft of the proviso that is included in the State budget (**Attachment C**).

The proviso stated there will be no transfer of property from the State to the City for recreational purposes as part of this year's legislative process. Instead, the State allocated \$250,000 to the Department of Natural Resources to develop a plan for excess property at Fircrest and the appropriation by the State is provided solely for the following purposes:

1. The department must, in consultation with the department of social and health services and the office of financial management, develop recommendations for future use of underutilized portions of the Fircrest School campus, including the southeast and southwest corners. Recommendations must include options for developing affordable housing and public open space on underutilized portions of the Fircrest School campus and any specific statutory language necessary to implement these recommendations. Recommendations must consider: (a) current zoning restrictions; (b) current use; (c) current ownership; (d) current revenue generating capacity; (e) any specific statutory language necessary to implement these recommendations and (f) any legal constraints.
2. The department must submit a report to the appropriate committees of the legislature by December 31, 2019.

Since the Department of Natural Resources will be developing a plan for the excess property at Fircrest for the next year, staff would not be able to analyze a Comprehensive Plan amendment and concurrent rezone for a portion of the Fircrest campus until DNR and the State has a plan in place.

Amendatory Motion to Remove this Amendment:

Mayor Hall requested this amendment be removed from the Final 2019 Docket. If Council would like to remove this amendment, a Councilmember would need to move to modify the Council's Recommendation as follows:

I move to modify the Council's recommendation by removing Amendment #3 from the Final 2019 Comprehensive Plan Amendment Docket.

RESOURCE/FINANCIAL IMPACT

If Council approves the removal of Amendment #3, there will be no impact to staff time or financial resources by the City. In the future, if the State approves a plan for excess property at Fircrest, this amendment will require staff time from several departments: Planning and Community Development (PCD), Public Works (PW), Parks, Recreation

and Cultural Services (PRCS), Administrative Services (ASD), and the City Manager's Office (CMO). Docketing this amendment would likely require adjustments to the City's 2019/2020 Workplan. Consultants are also needed to complete environmental and traffic studies (estimated \$110,000-\$130,000), and possibly assist with the development of planning and outreach materials for a robust community engagement process. The City anticipates resources to be provided by the State and King County to support this effort. The State has also indicated that they will transmit up to five (5) acres of property to the City for community recreation/open space needs.

RECOMMENDATION

Staff recommends that the Council reconsider Amendment #3 on the 2019 Comprehensive Plan Docket and approve to remove Amendment #3 until the State completes a plan for the Fircrest campus.

ATTACHMENTS

Attachment A – Final 2019 Comprehensive Plan Amendment Docket
Attachment B – February 22, 2019 Letter from the 32nd District Delegation
Attachment C – State Budget Proviso Related to Fircrest



2019 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.

Final 2019 Comprehensive Plan Amendments

1. Change the Land Use Designation from Medium Density Residential to Mixed-Use 2 and change the Zoning from Residential, 8 units/acre (R-8) to Community Business (CB) of Two Parcels at 1510 and 1517 NE 170th Street.
2. Update Natural Environment Goal V by limiting greenhouse gas emissions to 1.5° C of global warming above pre-industrial levels.
3. Amend Comprehensive Plan Figure LU-1 Land Use Designations to change the portion of the Fircrest Campus that has been determined by the Department of Social and Health Services (DSHS) to be surplus to the operation and support of the Residential Habilitation Center (RHC) from "Campus" to "Mixed Use 2". Additionally, the City's Official Zoning Map would be amended to change the surplus Fircrest property from Fircrest Campus Zone (FCZ) to Neighborhood Business or Community Business to implement the proposed "Mixed Use 2" land use designation. References in the Comprehensive Plan and Development Code to the acreage of the Fircrest Campus and maps would also need to be amended to reflect the removal of the surplus property from the total acreage of the Campus.
4. Amend Comprehensive Plan Policy LU2 to allow for professional offices in the R-8 and R-12 zones.

Estimated timeframe for Council review/adoption: November 2019.



Legislative Building

Washington State Legislature

Olympia, WA 98504-0600

February 22, 2019

The Honorable Will Hall
Shoreline Mayor
17500 Midvale Avenue N
Shoreline, WA 98133-4905

Re: The Fircrest Campus

Dear Mayor Hall and Members of the Shoreline City Council:

We are writing to discuss the uses of state property on the Fircrest campus in Shoreline. Under state law, designated state agencies must identify under-utilized state-owned land suitable for the development of affordable housing. The Department of Social and Health Services has determined that a portion of state-owned land on the Fircrest campus is no longer needed for operating the Fircrest School and that property has a strong potential as a site for affordable housing.

We are particularly interested in affordable housing and with the surplus property determination in mind, we would like to express our support for the following uses of underutilized state-owned lands on the Fircrest campus:

- Promote the mixed-income, mixed-use development of affordable housing on underutilized state property at Fircrest.
- Ensure community benefit with open space, a community garden, and a dog park.
- Create conditions for the development of a family-wage jobs center.

As the re-visualization of the Fircrest campus takes place, we reaffirm our support for the Fircrest School and maintaining, in perpetuity, the only campus-based residential community within the Seattle urban corridor providing medical care and support services for people with intellectual and developmental disabilities. As a community, we must continue care and services for our most vulnerable citizens, and the safety, health, and well-being of Fircrest residents remains a priority.

To begin the community engagement process, we respectfully request the Council direct a comprehensive plan amendment with a concurrent rezone be added to the 2019 docket.

Specifically, we ask that you amend the Comprehensive Plan Figure LU-1 Land Use Designations to change the portion of the Fircrest Campus that has been determined by the Department of Social and Health Services (DSHS) to be surplus to the operation and support of the Residential Habilitation Center (RHC) from "Campus" to "Mixed Use 2". Additionally, amend the City's Official Zoning Map to change the surplus Fircrest property from Fircrest Campus Zone (FCZ) to Neighborhood Business or Community Business to implement the proposed "Mixed Use 2" land use designation. Amend references in the Comprehensive Plan and Development Code to the acreage of the Fircrest Campus and maps to reflect the removal of the surplus property from the total acreage of the Campus.

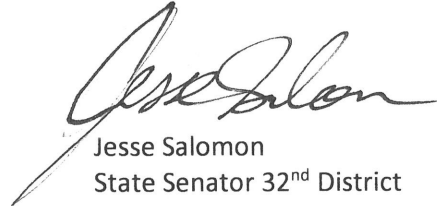
Comprehensive Plan and Development Code to the acreage of the Fircrest Campus and maps to reflect the removal of the surplus property from the total acreage of the Campus.

Finally, we would like to create a strong partnership with the city and community as we reimagine the future uses of under-utilized, state-owned property at Fircrest for affordable housing and community benefit. We stand ready to take legislative action to promote and support the development of mixed-income, mixed-use affordable housing with community benefit on under-utilized property at Fircrest. Please advise us regarding the Council's desired level participation in the planning process as we plan for the future uses at Fircrest.

Sincerely,



Cindy Ryu
State Representative 32nd District, Pos. 1



Jesse Salomon
State Senator 32nd District



Lauren Davis
State Representative 32nd District, Pos. 2

Cc:

Honorable Doris McConnell, Deputy Mayor
Honorable Susan Chang, Councilmember
Honorable Keith McGlashan, Councilmember
Honorable Chris Roberts, Councilmember
Honorable Betsy Robertson, Councilmember
Honorable Keith Scully, Councilmember
Debbie Tarry, City Manager
Nathan Daum Economic Development Program Manager
Jim Hamond Intergovernmental/CMO Program Manager

NEW SECTION. **Sec. 1. FOR THE DEPARTMENT OF NATURAL
RESOURCES**

Fircrest Property (xxxxxxx)

The appropriation is subject to the following conditions and limitations:

The appropriation is provided solely for the following purposes:

(1) The department must, in consultation with the department of social and health services and the office of financial management, develop recommendations for future use of underutilized portions of the Fircrest School campus, including the southeast and southwest corners. Recommendations must include options for developing affordable housing and public open space on underutilized portions of the Fircrest School campus and any specific statutory language necessary to implement these recommendations. Recommendations must consider: (a) current zoning restrictions; (b) current use; (c) current ownership; (d) current revenue generating capacity; (d) any specific statutory language necessary to implement these recommendations and (e) any legal constraints.

(2) The department must submit a report to the appropriate committees of the legislature by December 31, 2019.

Appropriation:

Charitable, Educational, Penal, Reformatory, Institutional Account—State	\$250,000
Prior Biennia (Expenditures).....	\$0
Future Biennia (Projected Costs).....	\$0
TOTAL.....	\$250,000