

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

<b>AGENDA TITLE:</b>	Adoption of Ordinance No. 909 – 2020 Comprehensive Plan Annual Docket Amendments to the Shoreline Comprehensive Plan
<b>DEPARTMENT:</b>	Planning & Community Development
<b>PRESENTED BY:</b>	Steven Szafran, AICP, Senior Planner Rachael Markle, AICP, Director
<b>ACTION:</b>	<input checked="" type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing

**PROBLEM/ISSUE STATEMENT:**

The State Growth Management Act, Chapter 36.70A RCW, limits review of proposed Comprehensive Plan Amendments (CPAs) to once a year with limited exceptions. Proposed amendments are collected throughout a given year with a deadline of December 1 for public submissions of suggested amendments to be considered in the following year. The “Docket” establishes the proposed amendments that will be reviewed and studied during the year by staff and the Planning Commission prior to the Planning Commission providing a recommendation to the City Council for final approval through the adoption of an ordinance amending the Comprehensive Plan. The Council established the final 2020 Docket on March 16, 2020.

The 2020 Docket consists of two (2) City-initiated amendments. Proposed Ordinance No. 909 (Attachment A) would amend the City’s Comprehensive Plan consistent with the Planning Commission’s recommendation on the 2020 Docket (Attachment B), which was provided on October 15, 2020 (Attachment C). Tonight, the City Council is scheduled to adopt proposed Ordinance No. 909.

**RESOURCE/FINANCIAL IMPACT:**

The proposed Comprehensive Plan Amendments are not anticipated to have a resource or financial impact.

**RECOMMENDATION**

Staff recommends that the City Council adopt proposed Ordinance No. 909, adopting Comprehensive Plan Amendments No. 1 and 2 as proposed by the Planning Commission, with the two staff-proposed amendments presented in this staff report.

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

## **BACKGROUND**

The State Growth Management Act, Chapter 36.70A RCW, limits review of proposed Comprehensive Plan Amendments (CPAs) to once a year with limited exceptions. To ensure that the public can view the proposals within a citywide context, the Growth Management Act directs cities to create a docket that lists the CPAs to be considered in this “once a year” review process.

Comprehensive Plan amendments usually take two forms: Privately-initiated amendments and City-initiated amendments. Anyone can propose an amendment to the Comprehensive Plan. Comprehensive Plan amendments must be submitted by December 1 to be considered in the following year and there is no fee for general text amendments. The process for accepting and reviewing CPAs for the annual docket is prescribed in Shoreline Municipal Code (SMC) Section 20.30.340(C).

The Docket establishes the amendments that will be reviewed and studied by staff and the Planning Commission prior to their recommendation to the City Council for final approval to amend the Comprehensive Plan.

The City Council discussed the Preliminary 2020 Docket, as recommended by the Planning Commission, on March 2, 2020. The staff report for this Council discussion can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2020/staffreport030220-9b.pdf>.

On March 16, 2020, the City Council once again discussed the Docket and specifically addressed amendment #3, which would have added language requiring commercial uses in mixed-use and commercial zones. Instead of adding the policy to the Comprehensive Plan, Council directed staff to work on adding requirements for ground-floor commercial uses in the North City and Ridgecrest Neighborhoods directly to the Development Code. At the conclusion of the discussion, the City Council established the Final 2020 Docket (Attachment B) to include two (2) proposed amendments as shown below:

1. Amend Table 6.6 of the Parks, Recreation, and Open Space Plan to acquire park and open space between Dayton Avenue and Interstate 5 and between 145th and 165th Streets.
2. Amend the Point Wells Subarea Plan to be consistent with Interlocal Agreement between City of Shoreline and Town of Woodway.

The staff report and attachments for the March 16, 2020 Council meeting can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2020/staffreport031620-8a.pdf>.

On September 17, the Planning Commission discussed the proposed Comprehensive Plan amendments. The staff report and attachments for the September 17, 2020 Planning Commission meeting can be found at the following link:

<https://www.shorelinewa.gov/home/showdocument?id=49310>.

On October 15, the Planning Commission held a Public Hearing on the proposed Comprehensive Plan amendments. The staff report and attachments for the October 15, 2020 Planning Commission meeting can be found at the following link: <https://www.shorelinewa.gov/home/showdocument?id=49560>.

A summary of the Planning Commission’s recommendation, which is also attached in Attachment C to this staff report, is provided in the table below.

<b>Comprehensive Plan Amendment</b>	<b>Planning Commission Recommendation</b>
1. Amend Table 6.6 of the Parks, Recreation, and Open Space Plan to acquire park and open space between Dayton Avenue and Interstate 5 and between 145th and 165th Streets.	<i>Approve</i>
2. Amend the Point Wells Subarea Plan to be consistent with Interlocal Agreement between City of Shoreline and Town of Woodway.	<i>Approve</i>

The Council discussed the proposed Comprehensive Plan Amendments in proposed Ordinance No. 909 on November 9. At that meeting, staff introduced two proposed amendments to the Point Wells Subarea Plan. Staff will discuss the two amendments below in the Discussion Section of this staff report below. The staff report and attachments for the November 9 Council meeting can be found at the following link: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2020/staffreport110920-9a.pdf>.

Proposed Ordinance No. 909 (Attachment A and Exhibits A and B) reflects the Planning Commission recommendation and the staff proposed amendments to the Point Wells Subarea Plan on the 2020 Comprehensive Plan Docket.

### **DISCUSSION**

The City Council discussed two potential revisions to the Planning Commission’s recommendation on November 9. The first revision is to the Point Wells Subarea Plan Land Use Policy #1. The revision will change the term “gross” to “net” when referring to the maximum allowable density. This amendment is consistent with the changes being made by the Town of Woodway.

#### **Amendatory Motion #1 – Updating Land Use Policy 1**

LU Policy 1: Characteristics of the Planned Area 4 designation include a mix of land uses, integrated into a pedestrian-scaled pattern with sustainable site improvements, infrastructure, buildings, and open spaces. The predominant use is residential, with any medium density multi-family residential housing situated in multi-story buildings of varying heights, strategically sited to preserve and enhance public view corridors. The

maximum allowable residential density is 44 units per gross net acre, with attendant uses including but not limited to retail, office, transit facilities, structured parking, and public spaces. Site design emphasizes defined building envelopes separated with open space corridors, pedestrian circulation throughout the site and public access to a restored shoreline.

**Rationale:** As discussed above, the Town of Woodway is considering similar policies and regulations pursuant to the Interlocal Agreement (ILA) between Shoreline and Woodway. The joint work group made up of staff from Woodway and Shoreline discussed revising the subarea plan policies and regulations to have residential density calculated using net acres instead of gross acres. This change is likely to result in a lower potential yield of dwelling units as it does not allow for areas such as roads, open space, critical areas, and areas below high tides be counted for purposes of calculating residential density. Amendments being considered by the Town of Woodway will also be proposing the use of net density. Staff is recommending Shoreline's amendments be revised to maintain alignment with the Town of Woodway as called for in the ILA.

**Amendatory Motion** – If Council would like to amend Land Use Policy #1, a Council member would need to move to modify the Planning Commission's recommendation as follows:

*I move to modify the Planning Commission's recommendation by amending Land Use Policy #1 to read, "Characteristics of the Planned Area 4 designation include a mix of land uses, integrated into a pedestrian-scaled pattern with sustainable site improvements, infrastructure, buildings, and open spaces. The predominant use is residential, with any medium density multi-family residential housing situated in multi-story buildings of varying heights, strategically sited to preserve and enhance public view corridors. The maximum allowable residential density is 44 units per net acre, with attendant uses including but not limited to retail, office, transit facilities, structured parking, and public spaces. Site design emphasizes defined building envelopes separated with open space corridors, pedestrian circulation throughout the site and public access to a restored shoreline".*

**Recommendation** – Staff recommends that the Council amend the Planning Commission recommendation with language provided in the amendatory motion.

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The second revision to the Point Wells Subarea Plan is to Transportation Policy #3. Policy #3 is the policy that puts in place different limiting traffic restrictions on Richmond Beach Drive and the Richmond Beach Road Corridor. The proposed changes to the policy bring additional clarity to the future traffic restrictions of maximum daily trips, level-of-service standards, and volume to capacity ratio.

### **Amendatory Motion #2 – Updating Transportation Policy #3**

T/C Policy 3: Development within Point Wells shall comply with the following traffic restrictions: ~~1) not generate more than 4,000 average daily trips onto Richmond Beach~~

Drive shall be limited to 4,000 average daily trips; and 2) within the City of Shoreline and ~~the remaining~~ Richmond Beach Road Corridor shall not exceed a level of service (LOS) D with 0.9 volume-to-capacity (V/C) ratio.

**Rationale:** The staff recommended revision will clarify the vehicle trip limit, LOS, and V/C ratio limit are all restrictions that generally apply, regardless of any future development in the Point Wells Subarea. As written, it could be understood that a Point Wells development could add up to 4,000 ADT to Richmond Beach Drive or other impacts up to the LOS and V/C ratio limits. Instead, it is intended that these traffic limitations are effective, and the proposed policy and associated regulations are identifying them as they are likely to relate to any future use or development in the Point Wells Subarea.

**Amendatory Motion** – If Council would like to amend Transportation Policy #3, a Council member would need to move to modify the Planning Commission’s recommendation as follows:

*I move to modify the Planning Commission’s recommendation by amending Transportation Policy #3 to read, “Development within Point Wells shall comply with the following traffic restrictions: 1) Richmond Beach Drive shall be limited to 4,000 average daily trips; and 2) The Richmond Beach Road Corridor shall not exceed a level of service (LOS) D with 0.9 volume-to-capacity (V/C) ratio”.*

**Recommendation** – Staff recommends Council amend the Planning Commission recommendation with language provided in the amendatory motion.

### **RESOURCE/FINANCIAL IMPACT**

The proposed Comprehensive Plan Amendments are not anticipated to have a resource or financial impact.

### **RECOMMENDATION**

Staff recommends that the City Council adopt proposed Ordinance No. 909, adopting Comprehensive Plan Amendments No. 1 and 2 as proposed by the Planning Commission, with the two staff-proposed amendments presented in this staff report.

### **ATTACHMENTS**

- Attachment A – Proposed Ordinance No. 909
- Attachment A, Exhibit A – Proposed Table 6.6 of the PROS Plan
- Attachment A, Exhibit B – Proposed Point Wells Subarea Plan
- Attachment B – 2020 Comprehensive Plan Docket
- Attachment C – Planning Commission Recommendation

**ORDINANCE NO. 909**

**AN ORDINANCE OF THE CITY OF SHORELINE, WASHINGTON  
ADOPTING THE 2020 COMPREHENSIVE PLAN ANNUAL DOCKET  
AMENDMENTS TO THE SHORELINE COMPREHENSIVE PLAN.**

WHEREAS, the City of Shoreline is a non-charter optional municipal code city as provided in Title 35A RCW, incorporated under the laws of the state of Washington, and planning pursuant to the Growth Management Act, Chapter 36.70A RCW; and

WHEREAS, in conformance with the Growth Management Act, the City has adopted a Comprehensive Land Use Plan; and

WHEREAS, the Growth Management Act provides for the opportunity to amend the Comprehensive Plan once a year, and the City has developed an annual docketing review process for continuing review and evaluation of its Comprehensive Plan; and

WHEREAS, at its March 16, 2020 regular meeting, the City Council established the 2020 Comprehensive Plan Annual Docket containing two (2) proposed City-initiated amendments; and

WHEREAS, on September 17, 2020, the City of Shoreline Planning Commission held study sessions on the docketed amendments via Zoom; and

WHEREAS, the environmental impacts of the 2020 Comprehensive Plan Annual Docket resulted in the issuance of a Determination of Non-Significance (DNS) on September 30, 2020, pursuant to the State Environmental Policy Act (SEPA); and

WHEREAS, on October 15, 2020, the City of Shoreline Planning Commission held a properly noticed public hearing on the 2020 Comprehensive Plan Annual Docket, via Zoom, so as to receive public testimony; and

WHEREAS, at the conclusion of the public hearing, the City of Shoreline Planning Commission recommended approval of both docketed amendments; and

WHEREAS, at its November 9, 2020 regular meeting via Zoom, the City Council considered the entire public record, public comments, written and oral, and the Planning Commission's recommendation; and

WHEREAS, the City Council has accepted the Planning Commission's recommendation; and

WHEREAS, the City Council has determined that the docketed amendments as recommended by the Planning Commission are consistent with the Growth Management Act and the other provisions of the Comprehensive Plan, and meet the criteria set forth in SMC 20.30.320 and SMC 20.30.340 and;

WHEREAS, the City provided public notice of the amendments and the public meetings and hearing as provided in SMC 20.30.070; and

WHEREAS, pursuant to RCW 36.70A.370, the City has utilized the process established by the Washington State Attorney General so as to assure the protection of private property rights when considering the 2020 Comprehensive Plan Annual Docket and concurrent rezone; and

WHEREAS, pursuant to RCW 36.70A.106, the City has provided the Washington State Department of Commerce with a 60-day notice of its intent pertaining to the 2020 Comprehensive Plan Annual Docket and concurrent rezone; and

**NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF SHORELINE, WASHINGTON DO ORDAIN AS FOLLOWS:**

**Section 1. Amendment to Comprehensive Plan.**

A. The City of Shoreline Comprehensive Plan, Element 7, Parks, Recreation, and Open Space Element, incorporating the PROS Plan, is amended as set forth in Exhibit A.

B. The City of Shoreline Comprehensive Plan, Appendix B Subarea Plans – Point Wells Subarea Plan is repealed in its entirety and replaced with the Point Wells Subarea Plan as set forth in Exhibit B.

C. The City of Shoreline Comprehensive Plan Land Use Map and all other maps contained in the Comprehensive Plan are amended, as necessary, to denote a land use designation of Planned Area 4 for Point Wells.

D. The City of Shoreline Comprehensive Plan, Element 1, Land Use Element, Policy 51 is amended as follows:

LU 51: Pursue annexation of Point Wells, pursuant to the Settlement and Interlocal Agreement between the City of Shoreline and Town of Woodway. If annexed to the City of Shoreline, and implement the Planned Area 4 land use designation and the City of Shoreline Point Wells Subarea Plan for this area.

**Section 2. Transmittal of Amendment to Washington State Department of Commerce.**

A. Pursuant to RCW 36.70A.106, the Director of Planning and Community Development, or designee, shall transmit a complete and accurate copy of this Ordinance and attachments, if any, to the Washington State Department of Commerce within ten (10) calendar days of the date of passage.

B. The City Clerk shall denote the date of transmittal after the signature lines of this Ordinance as provided herein.

**Section 3. Corrections by City Clerk or Code Reviser.** Upon approval of the City Attorney, the City Clerk and/or the Code Reviser are authorized to make necessary corrections to this Ordinance, including the corrections of scrivener or clerical errors; references to other local,

state, or federal laws, codes, rules, or regulations; or ordinance numbering and section/subsection numbering and references.

**Section 4. Severability.** Should any section, subsection, paragraph, sentence, clause, or phrase of this Ordinance or its application to any person or situation be declared unconstitutional or invalid for any reason, such decision shall not affect the validity of the remaining portions of this Ordinance or its application to any person or situation.

**Section 5. Publication and Effective Date.** A summary of this Ordinance consisting of the title shall be published in the official newspaper. This Ordinance shall take effect five days after publication.

**PASSED BY THE CITY COUNCIL ON NOVEMBER 23, 2020.**

\_\_\_\_\_  
Mayor Will Hall

ATTEST:

APPROVED AS TO FORM:

\_\_\_\_\_  
Jessica Simulcik Smith  
City Clerk

\_\_\_\_\_  
Julie K. Ainsworth-Taylor  
Assistant City Attorney on behalf of  
Margaret King, City Attorney

Date of Publication:       , 2020  
Effective Date:           , 2020

Date of Transmittal to Commerce       , 2020



Table 6.6: Acquisition targeted for 2024-2029 (timing may be adjusted as appropriate if earlier funding opportunities arise)

	<b>INFLATOR =</b>	<b>24%</b>	<b>29%</b>	<b>33%</b>	<b>38%</b>	<b>43%</b>	<b>48%</b>	
	<b>2017 Project</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>6-YEAR</b>
	<b>Cost estimate</b>							<b>TOTAL</b>
<b>SHAPING OUR FUTURE: PARK ACQUISITION AND ASSOCIATED DEVELOPMENT PROJECTS</b>								
<b>Rotary Park Development</b>	\$1,093,000		\$1,406,000					\$1,406,000
<b>145th Station Area Acquisition</b>	\$4,803,000	\$1,494,000	\$1,545,000	\$1,598,000	\$1,654,000			\$6,291,000
<b>145th Station Area Development</b>	\$808,000				\$1,113,000			\$1,113,000
<b>185th &amp; Ashworth Acquisition</b>	\$967,000	\$1,203,000						\$1,203,000
<b>185th &amp; Ashworth Development</b>	\$404,000		\$520,000					\$520,000
<b>5th &amp; 165th Acquisition</b>	\$5,473,000		\$7,041,000					\$7,041,000
<b>5th &amp; 165th Development</b>	\$3,348,000			\$4,456,000				\$4,456,000
<b>Paramount Open Space Acquisition</b>	\$2,755,000		\$886,000	\$917,000	\$949,000	\$982,000		\$3,734,000
<b>Paramount Open Space Improvements</b>	\$200,000		\$257,000					\$257,000
<b>CEDARBROOK PLAYGROUND</b>	\$404,000	\$503,000						\$503,000
<b>AuroraDayton-I-5 145th-165th Acquisition</b>	\$7,210,000				\$9,931,000			\$9,931,000

	<b>INFLATOR =</b>	<b>24%</b>	<b>29%</b>	<b>33%</b>	<b>38%</b>	<b>43%</b>	<b>48%</b>	
	<b>2017 Project Cost estimate</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>6-YEAR TOTAL</b>
<b>AuroraDayton-I-5 145th-165th Development</b>	\$1,093,000						\$1,615,000	\$1,615,000
<b>DNR Open Space Access Acquisition</b>	\$1,576,000		\$2,027,000					\$2,027,000
<b>DNR OPEN SPACE Development</b>	\$432,000					\$616,000		\$616,000
<b>RONALD BOG PARK TO JAMES KEOUGH PK TRAIL</b>	\$65,000		\$84,000					\$84,000
<b>Total Acquisition Costs</b>	\$29,006,000	\$2,697,000	\$15,491,000	\$2,515,000	\$15,313,000	\$982,000	\$0	\$36,998,000
<b>Total Acquisition Development Costs</b>	\$7,847,000	\$503,000	\$2,267,000	\$4,456,000	\$1,113,000	\$616,000	\$1,615,000	\$10,570,000
<b>TOTAL Costs</b>	\$36,853,000	\$3,200,000	\$17,758,000	\$6,971,000	\$16,426,000	\$1,598,000	\$1,615,000	\$47,568,000
<b>REVENUES Specific to Acquisition and NEW development</b>								
<b>KC CONSERVATION INITIATIVE</b>	\$1,000,000		\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,000,000
<b>KING COUNTY CONSERVATION FUTURES TRUST</b>	\$1,050,000	\$50,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,050,000
<b>PARK IMPACT FEE</b>	\$1,650,000	\$150,000	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000	\$1,650,000
<b>Total</b>	\$3,700,000	\$200,000	\$700,000	\$700,000	\$700,000	\$700,000	\$700,000	\$3,700,000

DRAFT – Revised November 9, 2020

## Point Wells Subarea Plan

### Geographic Context

The Point Wells Subarea is an unincorporated area of approximately 61 acres in the southwestern most corner of Snohomish County. It is bordered on the west by Puget Sound, on the east by the Town of Woodway, and on the south by the Town of Woodway and the City of Shoreline (see Figure 1). Point Wells is not contiguous with any other portion of unincorporated Snohomish County.



Figure 1. Point Wells Subarea

The only vehicular access to Point Wells is via Richmond Beach Drive and Richmond Beach Road and the regional road network via the City of Shoreline. However, there is potential for easterly access through the Town of Woodway connecting to 116<sup>th</sup> Avenue West.

### **County and Regional Context**

In order to meet the provisions of the Growth Management Act that ensure that plans are consistent and coordinated, the Snohomish and King County Countywide Planning Policies and the Puget Sound Regional Council's adopted growth strategy (Vision 2040) are used to guide the development of plans and development regulations for the subarea. The Snohomish County Comprehensive Plan designates the subarea as the Woodway Municipal Urban Growth Area (Woodway MUGA).

The Snohomish Countywide Planning Policies provide for the planning, development and annexation of unincorporated land situated in a municipality's MUGA. Specifically, Countywide Planning Policy DP-5 establishes the factors to be included in comprehensive plans for UGAs, and enables cities to prepare and adopt plans and development regulations for Municipal UGAs to which the city or town has determined it is capable of providing urban services at some point in the future via annexation. Further, policy DP-17 states that "*city comprehensive plans should have policies on annexing the areas in their unincorporated Urban Growth Area/Municipal Urban Growth Area*".

King County Countywide Planning Policy DP-21 goes on to state: "Coordinate the preparation of comprehensive plans among adjacent and other affected jurisdictions as a means to avoid or mitigate the potential cross-border impacts of urban development."

The Puget Sound Regional Council's adopted regional growth strategy, Vision 2040, directs unincorporated lands to annex to affiliated cities with services provided by the adjacent municipality. The Vision 2040 goal for unincorporated urban growth areas states that "all unincorporated lands within the urban growth area will either annex into existing cities or incorporate as new cities." Multicounty policies provide for unincorporated lands adjacent to cities to be affiliated with such cities and that annexation is preferred over incorporation. Additional policies support the provision of urban services to unincorporated urban areas by the adjacent city.

Thus, the Woodway Municipal Urban Growth Area Subarea Plan draws on the adopted goals and policies of both the County and Region in creating the plan's stated vision, goals, and policies.

### **Woodway Municipal Urban Growth Area Subarea Plan**

Point Wells is situated within Woodway's Municipal Urban Growth Area (MUGA). A subarea plan for the Woodway MUGA was adopted in April 2013 by the Woodway Town Council and incorporated into the Snohomish County General Policy Plan in 2015. The Point Wells Subarea Plan for Shoreline was adopted by the Shoreline City Council in 2010.

The Woodway MUGA subarea contains two distinct geographic areas; Point Wells and the land area located east of the BNSF railroad right of way commonly referred to as the Woodway

Upper Bluff. The Upper Bluff was annexed into the Town in June 2015 and is planned and zoned for low density residential development. The Point Wells portion of the subarea is unincorporated in Snohomish County and is mostly situated west of the BNSF right of way and extends westward to Puget Sound. The southernmost portion of Point Wells is adjacent to the City of Shoreline in King County.

### **Shoreline Future Service and Annexation Area**

In 1998, the City identified Point Wells as a Potential Annexation Area, signifying its desire to annex Point Wells to the City. In 2012, the City amended this identifier to Future Service and Annexation Area (FSAA). The intent of the FSAA identification is not only to recognize Shoreline's intent that this area of unincorporated Snohomish County is appropriate for annexation to Shoreline at some point in the future but, that even if annexation did not occur, Shoreline would be the jurisdiction predominately providing public services to the area.

Although there is potential easterly access to Point Wells through the Town of Woodway connecting to 116th Avenue West, presently Point Wells is connected to the regional road network only via Richmond Beach Drive and Richmond Beach Road in the City of Shoreline. Therefore, services and infrastructure for future re-development of Point Wells would be most efficiently, effectively, and equitably provided by the City of Shoreline and its public safety partners. These would include police from the Shoreline police department and emergency medical services and fire protection from the Shoreline Fire Department. In addition, the City would be responsible for development permit processing, code enforcement, parks, recreation and cultural services, and public works roads maintenance.

Future residents of Point Wells would become a part of the Richmond Beach community by virtue of the shared parks, schools, libraries, shopping districts and road grid. As citizens of the City of Shoreline, they would be able to participate in the civic life of this "community of shared interests," including the City's Parks Board, Library Board, Planning Commission, or other advisory committees, and City Council.

### **Planning Background**

#### **Town of Woodway**

The Town has been engaged in planning for the subarea for many years. In 1999, the Point Wells Advisory Committee was created to work with property owners, residents, and surrounding jurisdictions to prepare for the eventual conversion of the industrial asphalt use to an urban non-industrial use. The Advisory Committee prepared several alternatives for consideration by the Town Planning Commission and Council. The alternatives prepared by the Planning Commission focused on residential uses or passive open space for the upper bluff and a variation of three mixed-use land patterns with varying urban uses and densities for Point Wells. The separate alternative desired by the Point Wells landowner (Chevron-Texaco in 2000) was to maintain the current Industrial land use designation as set forth in the Snohomish County comprehensive plan. The Advisory Committee recommended that the Planning Commission select the residential alternative for the upper bluff and maintain the industrial alternative for

Point Wells. The Town Council adopted the Planning Commission's recommendation with a specific policy in the 2000 Comprehensive Plan that stated the industrial designation would be used for the near-term but may be amended with a more intensive use when geo-political conditions warrant.

In 2009, Snohomish County received an application to amend its comprehensive plan for Point Wells from Industrial to Urban Center. As part of the Urban Center comp plan designation, the County received an application for the development of a mixed-use urban center. Following a ruling by the Central Puget Sound Growth Hearings Board that the Point Wells urban center designation did not meet the County's criteria for an Urban Center, the County re-designated Point Wells in 2012 to the Urban Village future land use designation. Pursuant to the County's General Policy Plan, Urban Villages are typically smaller and less intensive than an Urban Center.

With the re-designation of Point Wells by Snohomish County and the change in geo-political conditions, the Town embarked on a planning process to reconsider the previous Industrial designation of Point Wells. The Woodway Planning Commission prepared a new plan for the Point Wells portion of the MUGA subarea that was adopted by the Town Council in April 2013. That plan designates and zones the entire 60 acres of Point Wells as Urban Village. The Urban Village designation is implemented with the Town's Urban Village zone district upon annexation. The district substantially replicates Snohomish County's zoning, providing for mixed use land uses with a residential density range from 12 to 44 units per gross acre.

### **City of Shoreline**

The City of Shoreline also prepared a subarea plan for Point Wells in 2010 (see Ord. No. 571), given that the primary access to Point Wells is via Richmond Beach Drive and that the majority of future transportation trips to and from Point Wells will impact Shoreline. The City's subarea plan recognizes the Snohomish County development application of an intensive mixed-use proposal and seeks to mitigate land use, environmental, aesthetic, servicing and transportation impacts through the preparation of a transportation corridor study. The Shoreline subarea plan also proposes to provide urban services to the area following a future cross-county annexation.

In 2017 Shoreline began the process to enable a future annexation of Point Wells. The City proposed an amendment to the Snohomish County Planning Policies that, if approved, would allow the eventual cross-county annexation of Point Wells to Shoreline. The Snohomish County Tomorrow countywide planning group reviewed the proposal and recommended that Shoreline's proposal be denied. The Snohomish County Council subsequently agreed and passed a motion rejecting the request in May 2018.

### **Woodway/Shoreline Settlement Agreement**

As previously stated, Point Wells has been identified as a future annexation area for both the City of Shoreline and Town of Woodway in each jurisdiction's Comprehensive Plan. Both plans include vision statements and policies regarding the planning, servicing and development of Point Wells. Given that both jurisdictions have had disagreements in the past concerning the

governance of Point Wells that have resulted in litigation and attendant expenditure of valuable municipal resources, it is prudent for both jurisdictions to move forward with a cooperative approach to plan for the desired future land uses, services, environmental considerations and annexation of Point Wells.

Toward this end, Woodway and Shoreline both agree that it is of mutual benefit to provide a framework on how both jurisdictions will work together to plan for future land uses, servicing and redevelopment of Point Wells. The mayors of both cities signed a Settlement and Interlocal Agreement in October 2019 to address issues regarding annexation, development standards, individual city responsibilities, servicing, and resolution of outstanding litigation between the two cities.

### **Framework**

Given that both jurisdictions have individual subarea plans for Point Wells, and Shoreline and the Town desire to coordinate their planning for the site, the policies and implementing development regulations (that would become effective upon annexation) presented below are intended to be largely identical in both jurisdictions' subarea plans.

### **Vision for Point Wells**

The current planning horizon for the Woodway and Shoreline Comprehensive Plans extends to 2035. The vision listed below is intended to guide land use decision-making throughout the planning period and provide the basis for a series of land use, servicing, governance and environmental policies that will be implemented with the application of practical development regulations and design standards.

The vision for Point Wells is:

To create a unique, primarily residential, Puget Sound shoreline community compatible with surrounding neighborhoods. Appropriately scaled mixed-use buildings will be pedestrian-oriented and incorporate exceptional architecture, sustainable design and building heights that preserve public view corridors. The community will be designed and developed with low-impact, environmentally sustainable development practices and infrastructure, and include a restored natural environment, well-designed public gathering spaces and a waterfront that emphasizes habitat restoration and extensive public access to the Puget Sound.

### **Point Wells Subarea Goals and Policies**

A set of goals and policies are listed below to enable the communities to move forward with land use decisions and actions to implement the vision for Point Wells.

**Land Use Goal 1:** Point Wells is designated as Planned Area 4 by the City of Shoreline and an Urban Village by the Town of Woodway. Both designations are based on a coordinated planning effort and incorporated into the comprehensive plan for the Town of Woodway and City of Shoreline. Development of Point Wells occurs pursuant to a master plan approved through a development agreement enabled by the City's Development Code and implementing Planned Area 4 regulations. The master plan is prepared by an applicant and includes a primarily

residential community that is compatible with surrounding neighborhoods. Mixed-use buildings will be appropriately scaled and pedestrian-oriented and designed consistent with the City's design standards. The development will be supported by a full range of urban services.

### **Land Use Policies**

LU Policy 1: Characteristics of the Planned Area 4 designation include a mix of land uses, integrated into a pedestrian-scaled pattern with sustainable site improvements, infrastructure, buildings, and open spaces. The predominant use is residential, with any medium density multi-family residential housing situated in multi-story buildings of varying heights, strategically sited to preserve and enhance public view corridors. The maximum allowable residential density is 44 units per net acre, with attendant uses including but not limited to retail, office, transit facilities, structured parking, and public spaces. Site design emphasizes defined building envelopes separated with open space corridors, pedestrian circulation throughout the site and public access to a restored shoreline.

LU Policy 2: Implementation of the Planned Area 4 designation will occur through the adoption of a Planned Area 4 zone district that will best implement the vision, goals, and policies for the Point Wells Subarea. The implementing zone district should address at a minimum: permitted land uses, building height, open space requirements, bulk standards, parking, and master plan requirements. The maximum building height is 75 feet. A development agreement enabled by RCW 36.70B will serve as the entitlement for development approval of the master plan. The City's development regulations, including but not limited to zoning, subdivision standards, critical area regulations (e.g. geologic hazard areas), stormwater regulations, and shoreline master programs, will be applicable upon annexation.

LU Policy 3: Urban design standards will be prepared to serve as a guide for the planning, design and construction of buildings, street network, parking, pedestrian spaces, signage, open space, utility placement, landscaping and servicing. Administration of the design standards will occur through administrative review and approval.

***Capital Facilities/Utilities Goal 2:*** Point Wells is served with a full range of urban services, including sewer and water, stormwater facilities, fire protection, law enforcement, energy and telecommunication facilities provided through the City, special purpose districts, and regional providers. Alternative energy sources such as solar, wind and co-generation facilities should be incorporated into the master plan to reduce its carbon footprint.

CF/U Policy 1: The provision of urban services provided by special purpose districts, regional providers or other local governments will be reviewed by the City for adequacy to serve intended development(s) within the subarea.

CF/U Policy 2: Each jurisdiction may negotiate with development proponents to determine which, if any, of required new capital facilities will be dedicated to the City and which, if any, will remain private. All planned capital facilities for Point Wells should be coordinated with the City and service providers.



CF/U Policy 3: All proposed electric and communication line extensions to Point Wells should be installed underground in public rights-of-way or utility easements. All underground utility installations outside of public rights of way should be improved with appropriate landscaping.

***Transportation/Circulation Goal 3:*** Vehicular access to and from Point Wells is of paramount concern. Transportation impacts are identified and fully mitigated in all development proposal applications. Richmond Beach Drive remains as a local access street to adjacent properties and the Richmond Beach Neighborhood, with multimodal street improvements. Secondary access through Woodway is designed and constructed to address environmental constraints and impacts to neighbors, to accommodate multimodal uses, including pedestrian, emergency services and vehicular access.

T/C Policy 1: A transportation corridor study and mitigation plan shall be prepared and funded by development applicants under the direction of the City, with input, participation, and leadership, as appropriate, from Woodway, Snohomish County, WSDOT, and other stakeholders. The scope of the study and mitigation plan should be prepared with input from each jurisdiction with an emphasis on identification of impacts and mitigating measures, design improvements and associated costs, needed services, including design and financing for multimodal solutions to improve mobility within the surrounding neighborhoods and communities.

T/C Policy 2: The needed improvements identified in the corridor study and mitigation plan should be built and operational concurrent with the occupancy of any approved phasing of the development.

T/C Policy 3: Development within Point Wells shall comply with the following traffic restrictions: 1) Richmond Beach Drive shall be limited to 4,000 average daily trips; and 2) The Richmond Beach Road Corridor shall not exceed a level of service (LOS) D with 0.9 volume-to-capacity (V/C) ratio.

T/C Policy 4: Any combination of residential or commercial development or redevelopment that would generate 250 or more average daily trips shall provide a general-purpose public access road wholly within the Town of Woodway that connects into Woodway's transportation network and provides a full second vehicular access point from Point Wells into Woodway.

T/C Policy 5: A network of well-connected streets, sidewalks, and multipurpose pathways should be developed as part of a master plan and constructed and phased concurrently with redevelopment of the subarea.

***Environmental Preservation/Protection Goal 4:*** Point Wells is a unique landform on Puget Sound with sensitive environmental features that are identified and protected through federal, state, and local legislative edicts. The current site conditions and contamination is remediated and monitored to provide for a clean and safe environment for residents, visitors, flora, and fauna. Low impact development techniques are incorporated into site development and the near shore environment is enhanced and preserved consistent with the goals, policies and regulations of the City's Shoreline Master Program.

EP/P Policy 1: Site restoration and clean-up will be managed by the State Department of Ecology, with participation and input by Snohomish County, the Town of Woodway, the City, and other stakeholders.

EP/P Policy 2: Extensive environmental review, documentation and analysis will be managed by the City and funded by the applicants seeking entitlements for development. The scope of the environmental review will be determined by all jurisdictions and agencies affected by the proposal within the context of the State Environmental Policy Act (SEPA), including the impacts of sea level rise and climate change on the development proposal through anticipated buildout.

EP/P Policy 3: The proposed location of buildings, streets, infrastructure, and other physical site improvements set out in the master plan should avoid impacts to the sensitive environmental constraints and features in the subarea. The development agreement will include provisions for monitoring of environmental features including but not limited to soil, groundwater, and sea level rise.

EP/P Policy 4: Consistent with the goals, policies and regulations of the City's Shoreline Master Program, the near-shore environment will be restored and enhanced to predevelopment conditions and incorporate extensive public access and passive open space improvements.

EP/P Policy 5: The master plan should incorporate sustainable site and building design that serves as a leader in current practices that implement sustainability.

**Governance Goal 5:** Planning for future development of Point Wells has been and will continue to be of interest to all three affected local jurisdictions - Snohomish County, Shoreline and Woodway as well as other key stakeholders. Pursuant to the Growth Management Act, PSRC Vision 2040, and Countywide Planning Policies, Point Wells is annexed to Woodway and provided with urban services. Woodway has coordinated all aspects of the proposed development with affected jurisdictions and agencies to assure each jurisdiction's respective interests are appropriately addressed. If Woodway, by resolution or formal action of its Town Council, notifies Shoreline of Woodway's election to not annex Point Wells, Shoreline may seek annexation of Point Wells pursuant to applicable statutes.

G Policy 1: The City's institutional processes related to the planning, servicing and administration of entitlements should be participatory, accountable, transparent, efficient, inclusive and respect the rule of law.

G Policy 2: The City shall provide the Town of Woodway with at least 30 calendar days written notice (unless otherwise agreed to or waived in writing), and a review and comment opportunity, before any legislative actions that may modify or amend the Point Wells Subarea Plan or implementing development regulations, or that otherwise impacts the uses, development, or redevelopment of the subarea. Notice shall include, but not be limited to, notice of all Planning Commission and City Council meetings and hearings related to such legislative considerations or actions.

Subarea Land Use Plan Designation



Figure 2 – Land Use Designation

Subarea Zoning



Figure 3 – Zoning



*City of Shoreline*

## **2020 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.

### **2020 Comprehensive Plan Amendments**

1. Amend Table 6.6 of the Parks, Recreation, and Open Space Plan to acquire park and open space between Dayton Avenue and Interstate 5 and between 145th and 165th Streets.
2. Amend the Point Wells Subarea Plan to be consistent with Interlocal Agreement between City of Shoreline and Town of Woodway.



TO: Honorable Members of the Shoreline City Council

FROM: Jack Malek, Vice Chair  
Shoreline Planning Commission

DATE: October 15, 2020

RE: 2020 Comprehensive Plan Amendments

The Shoreline Planning Commission has completed its review of the 2020 Comprehensive Plan Amendments that the City Council placed on the Final Docket in March 2020. After the Final Docket was established, the Planning Commission held one (1) study session on September 17, 2020 on the proposed amendments and a public hearing on October 15, 2020.

In consideration of the Planning Staff's recommendations, written and oral public testimony, and the decision criteria set forth in SMC 20.30.340 for comprehensive plan amendments and SMC 20.30.320 for the concurrent rezone, the Planning Commission respectfully recommends:

- Proposed Amendment No. 1 - APPROVE

*Amend Table 6.6 of the Parks, Recreation, and Open Space Plan to acquire park and open space between Dayton Avenue and Interstate 5 and between 145th and 165th Streets.*

- Proposed Amendment No. 2 – APPROVE

*Amend the Point Wells Subarea Plan to be consistent with Interlocal Agreement between City of Shoreline and Town of Woodway..*

In addition, as part of Proposed Amendment No. 2, the Planning Commission recommends that all maps contained in the Comprehensive Plan be amended, as necessary, to reflect the recommended land use designation of "Planned Area 4" for the Point Wells Subarea.