

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

<b>AGENDA TITLE:</b>	Joint Meeting with the Planning Commission to Discuss the Proposed Process to Coordinate the State Mandated 2004 Update of the Comprehensive Plan with Proposed Master Plan Projects
<b>DEPARTMENT:</b>	Planning and Development Services, Public Works and Parks, Recreation and Cultural Services
<b>PRESENTED BY:</b>	Tim Stewart, Planning Director; Paul Haines, Public Works Director; Wendy Barry, Parks, Recreation and Cultural Services Director; and Rachael Markle, Planning Manager

**PROBLEM/ISSUE STATEMENT:** State law requires cities to update their comprehensive land use plans and development regulations to reflect local needs, new data, and new state and federal laws that have emerged since the adoption of these plans every five years and/or no later than December 1, 2004. The City adopted its Comprehensive Plan and Development Code in 1998. Council also adopted goals and a CIP calling for additional review of specific sections of the Comprehensive Plan such as:

- Goal #3: Improve parks, streets and drainage systems
  - North City/15<sup>th</sup> Avenue NE
  - Ronald Bog & 3<sup>rd</sup> Avenue Drainage
  - Review the Parks Master Plan
- Goal #8: Develop a water quality and environmental program to comply with state and federal regulations; and
- 2003 CIP: Develop a Transportation Master Plan

**ALTERNATIVES ANALYZED:**

- (1) Do Nothing: The City could choose not to meet the State's deadline by taking no legislative action to review its plans and regulations by December 1, 2004.
- (2) Complete each project separately: Update the Comprehensive Plan and Development Code; prepare a Transportation Master Plan; prepare a Parks, Recreation, and Open Space Master Plan, and a Stormwater Master Plan using separate project managers/teams, public processes, schedules and environmental review. Planning staff would provide the review for consistency with the GMA.
- (3) (Recommended Strategy) Coordinated Review, Development and Adoption of Amendments and Plans: Complete the 2004 Update of the Comprehensive Plan and associated amendments to the Development Code in coordination with the development of the Transportation and Stormwater Master Plans, and the Update of the Parks, Recreation, and Open Space Plan.

**FINANCIAL IMPACT:** The 2003 CIP includes \$250,000 to prepare a Transportation Master Plan, \$250,000 to prepare a Stormwater Master Plan, \$100,000 to prepare an update to the Parks, Recreation, and Open Space Plan and potentially \$170,000 in "carry over" funds remaining in the 2002 budget for the update of the Environment and Shoreline Comprehensive

Plan Elements and critical area regulations. In addition, the Washington State Department of Community, Trade, and Economic Development awarded the City a grant of \$42,000 to fulfill the mandates of the GMA and to update the environmental sections of the Development Code. The review of all other policies and development regulations, oversight to ensure that plans are consistent with local, state, and federal regulations, and public participation and environmental review for the entire process is currently only budgeted as part of the Planning and Development Services general budget.

#### **RECOMMENDATION**

No action is required. This information is being presented for the purposes of gaining Council and Planning Commission input and support for the proposed strategy, outcomes, and timeline for responding to the GMA mandate to update the Comprehensive Plan and Development regulations in coordination with the development of the Transportation and Stormwater Master Plans and the update of the Parks, Recreation and Open Space Master Plan.

Approved By: City Manager  City Attorney N/A

## **INTRODUCTION**

The Growth Management Act (GMA) RCW 36.70A.130(4)(a) states that, "The department shall establish a schedule for counties and cities to take action to review and, if needed, revise their comprehensive plans and development regulations to ensure the plan and regulations comply with the requirements of this chapter. The schedule established by the department shall provide for the reviews and evaluations to be completed as follows: On or before December 1, 2004, and every seven years thereafter, for Clallam, Clark, Jefferson, King, Kitsap, Pierce, Snohomish, Thurston, and Whatcom counties and the cities within those counties". Specifically, the major update requires cities to review the Comprehensive Plan and the development regulations to ensure that changes in state and federal laws are adequately addressed.

Based on Council goals, the City will also be undertaking a more comprehensive update for selected chapters of the Comprehensive Plan, including the development of a Transportation Master Plan and Stormwater Master Plan, the update of the Environmental and Shoreline Comprehensive Plan policies and associated development regulations, and the update of the Parks, Recreation and Open Space Plan. The required update and the comprehensive updates of selected chapters should be coordinated and processed together to take advantage of the benefits (environmental, fiscal) of coordinated planning, which will be discussed in this report. In addition, state law only allows cities to amend their Comprehensive Plans once a year further necessitating the coordination of scheduling these items for Planning Commission and Council.

## **BACKGROUND**

Staff previously discussed with the Council and Commission the GMA requirements for updating the Comprehensive Plan and development regulations in March 2002. The State extended the deadline for the major update from December 2002 to December 2004. Staff would like to take this opportunity to: 1) briefly reintroduce the Council and Planning Commission to the GMA requirements for updating Comprehensive Plans and development regulations; 2) propose a strategy to meet these requirements; and 3) propose a strategy to coordinate the update and/or creation of the Transportation Master Plan, the Stormwater Master Plan, the Parks, Recreation and Open Space Master Plan, and the achievement of Council's goals regarding water quality and environmental programs.

The three Master Plans are part of the Comprehensive Plan process and will all most likely require amendments to the Development Code to achieve implementation. The Parks, Recreation and Open Space Master Plan is currently an Appendix of the Comprehensive Plan.

The anticipated work products include:

1. Update of all Comprehensive Plan Elements and associated Development Regulations to meet GMA and implement policy changes;
2. Stormwater Master Plan;
3. Transportation Master Plan;
4. Updated Parks, Recreation and Open Space Plan;

### **Work Product #1: Updated Comprehensive Plan and Development Regulations**

Update all chapters of the Comprehensive Plan and applicable sections of the Development Code to:

- Reflect changes in state and federal law (ex., update the Environmental element and Critical Areas regulations to reflect ESA);
- Incorporate the 2000 Census figures and other more recent data; and
- Remove policies that have been completed.

### **Work Product #2: Development of the Stormwater Master Plan**

The purpose of developing a Stormwater Master Plan is to provide guidance and funding for capital improvement programs (CIPs) relating to maintenance, enhancement and mitigation of the City's natural and constructed storm water systems. In brief, the Master Plan will:

- ◆ Identify the long term needs of the stormwater systems, recommend a prioritized improvements list for 2005-2018, and recommend funding sources for these improvements;
- ◆ Develop guidelines for stormwater CIP planning and construction;
- ◆ Develop guidelines for stormwater system maintenance;
- ◆ Provide the City with a list of recommendations on how to provide a predictable development process in regards to the installation and maintenance of stormwater facilities;
- ◆ Develop a strategic funding strategy for SWM capital development and construction of CIPs, maintenance, and operation costs;
- ◆ Prepare amendments to the City of Shoreline Comprehensive Plan Environment, Utilities and Capital Facilities Element in accordance with State and local regulations and procedures;
- ◆ Prepare amendments to the City's Development Code if necessary to implement the Stormwater Master Plan; and
- ◆ Develop water quality baseline information, testing locations and parameters.

### **Work Product #3: Development of the Transportation Master Plan**

The purpose of developing a Transportation Master Plan is to create a master list of roadway, safety, operational, pedestrian and bicycle projects as well as a Master Arterial Street plan. In brief, the Master Plan will:

- ◆ Develop a concurrency management system;
- ◆ Identify new potential funding sources for new development;
- ◆ Develop a project prioritization process to aid in the development of future CIPs and recommend funding;
- ◆ Perform transportation modeling of the Comprehensive Plan land uses;
- ◆ Prepare amendments to the City of Shoreline Comprehensive Plan Transportation and Capital Facilities Element in accordance with State and local regulations and procedures.
- ◆ Prepare amendments to the City's Development Code if necessary to implement the Transportation Master Plan

## **Work Product #4: Update of the Parks, Recreation and Open Space Plan**

The purpose of updating the Parks, Recreation and Open Space Plan is to provide a solid foundation of information to be used to determine the community's needs and provide direction for the acquisition, development, renovation, maintenance, and management of park lands, open space and facilities. In addition, this plan will address the delivery and coordination of recreation and cultural services. In brief, the Master Plan will:

- ◆ Evaluate current levels of service and assess future community needs;
- ◆ Establish target levels of service for parks, programs, and services;
- ◆ Establish a six year action and capital improvement plan and update long range plan;
- ◆ Create a decision making tool to maximize benefits and optimize funds;
- ◆ Establish eligibility for federal, state, and local funding; and
- ◆ Support objectives of the GMA and ADA.

### **ALTERNATIVES ANALYSIS**

#### **STRATEGIES**

**(1) Do Nothing:** The City could choose not to meet the State's deadline by taking no legislative action to review its plans and regulations by December 1, 2004. The consequences could be as follows:

- A failure to take action to comply with a requirement of the GMA may be challenged under RCW 36.70A.280(1).
- A petition to review alleging a "failure to act" claim may be filed at any time.
- Economic sanctions are available against a county or city that fails to act by December 1, 2004 under RCW 36.70A.340.
- [Note: This alternative assumes the Master Plans will be completed as budgeted and scheduled, but the 2004 GMA Update would not occur or be delayed.]

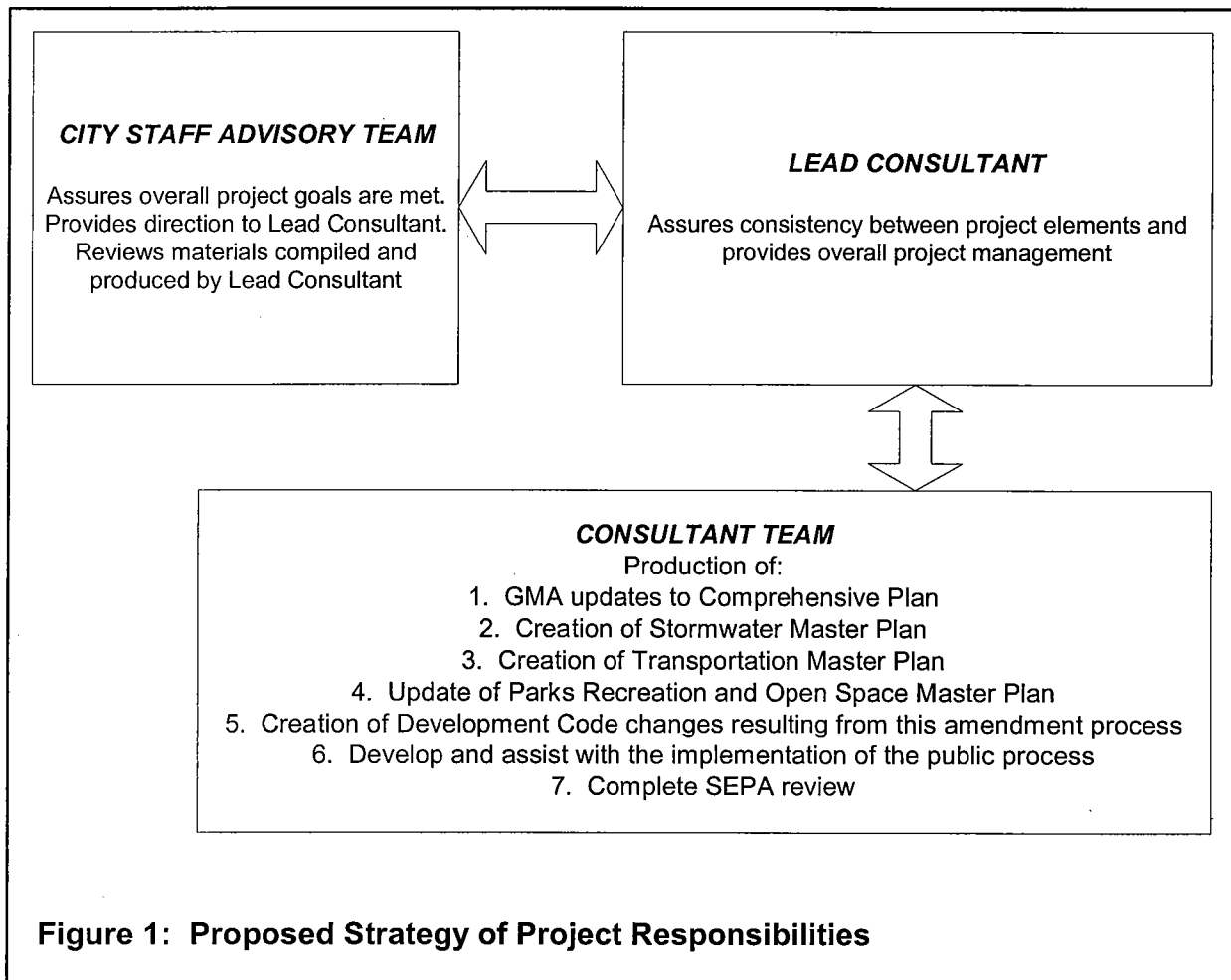
**(2) Complete each project separately:** Update the Comprehensive Plan and Development Code, prepare a Transportation Master Plan, prepare a Parks, Recreation, and Open Space Master Plan, and a Stormwater Master Plan using separate project managers/teams, public processes, schedules and environmental review. Planning staff would provide the review for consistency with the GMA.

**(3) (Recommended Strategy) Coordinated Review, Development and Adoption of Amendments and Plans:** Complete the 2004 Update of the Comprehensive Plan and associated amendments to the Development Code in coordination with the development of the Transportation and Stormwater Master Plans, and the Update of the Parks, Recreation, and Open Space Plan.

The benefits of combining these work products, rather than addressing them separately, include:

- Savings (time and cost) for the community through more efficient planning;
- Coordinated SEPA review to achieve a greater degree of environmental protection due to a better understanding of how much growth the "environment" can handle through a coordinated review of all policies and regulations;
- Coordinated public process; and
- Greater level of internal and external consistency.

1. **Utilize the services a Consulting Team led by a Lead Consultant.** This alternative utilizes the services of a consulting team led by a Lead Consultant. The Lead Consultant, a member of the consulting team, will be the contact between the Consulting team and City Staff Advisory Team. The consulting team would be responsible for the preparation and coordination of all work products under the direction of the Lead Consultant. A City Staff Advisory Team would be assembled to work with the Lead Consultant to oversee the development and completion of each work product.



2. **Incorporate Council Goal No. 8 into two larger projects.** For clarification, 2003 Council Goal No. 8 (formerly Council Goal No. 4) would no longer be referred to as a “separate” project. Council Goal No. 8 will be achieved by amending the Environment and Shoreline Master Program Elements of the Comprehensive Plan and applicable development regulations. These tasks would under this strategy be included in the Comprehensive Plan and Development Code Update work product.

*Note: The Stream Inventory, on which the Council will also receive an update on March 3rd will be used as a tool to develop the amendments and plan. The fundamental value of the study is that it provides essential scientific data needed for development of policies, regulations, operational standards, capital improvements and the Storm Water Master Plan. The information will serve as the best available science (BAS) information for the updates to critical area policies and regulations required under the GMA. The next steps identified in the Stream Inventory report, with the exception of the public hearing on the report, will be incorporated into the 2004 Major Update process.*

3. **Combine the CIP funding for the Master Plans and Council Goal No. 8.** By combining functions such as the public process, environmental review, internal and external coordination, publication, and advertising staff anticipates a savings in funds and staff time, not to mention the time spent by citizens, the Parks, Recreation and Cultural Services Board, the Planning Commission and Council. The financial savings would be used to fund the review and update of all of the Chapters of the Comprehensive Plan and associated development regulations as opposed to just the Transportation, Environment, Parks and Open Space, and Shoreline Master Program Elements.

4. **Coordinate Public Participation, Internal and External Consistency, SEPA Review, Contracting and Scheduling:**

**Public Participation:** Local governments are required by the GMA to ensure that there are adequate opportunities for public participation in the 2004 Update. We are seeking a creative plan from the selected consultant team on how to design the public process for the 2004 Major Update and completion of the master planning work. It is important to coordinate the public process to:

- Ensure a high degree of public involvement;
- Respect our citizens time by focusing the public outreach and reducing the duplication of public efforts; and
- Provide a comprehensive “picture” of the proposed impacts and benefits of amendments to existing plans and the development of new plans.

**Internal and External Consistency:** The consulting team would be tasked with reviewing each amendment to the Comprehensive Plan and all components of the Master Plans for the following:

- Consistency with existing local policies and regulations;
- Consistency with newly proposed amendments/additions to local policies and regulations;
- Consistency with State Law; and
- Consistency with Federal Law.

In addition, the consulting team will be responsible for making sure the language and presentation of the information is consistent throughout the plans.

**SEPA Review:** The consulting team would prepare the necessary documentation to meet the requirements of the SEPA. This effort would combine the review and analysis of all work products into an interrelated comprehensive project. Previously, each Master Plan and the Comprehensive Plan Update project would be preparing separate SEPA documents, each requiring notices, comment periods, separate appeals, etc.

**Scheduling:** As previously mentioned, each of the proposed work products will require an amendment to the Comprehensive Plan. The state mandates that the Comprehensive Plan only be amended one time per year. Therefore, the timely adoption of all of these work products relies on coordinated review and scheduling. Prior to devising the strategy to contract with one dynamic consulting team to manage, process and develop the related work products, each work product would have been managed by a separate project manager with its own distinct schedule, budget and process.

5. **Note:** The Parks Department is currently in the process of selecting a consultant to complete the update on the Parks, Recreation and Open Space Plan. If the Parks Department selects a firm prior to the selection of the consulting team that will be used to complete the other Master Plans and 2004 update of the Comprehensive Plan – the Parks consultant will be required to either subcontract with the consulting team or at a minimum participate as member of the Senior Project Team.

#### **Expected Outcomes and Timeline**

<b>Task</b>	<b>Expected Outcome</b>	<b>Timeline</b>
1	Seek City Council (CC) and Planning Commission (PC) Support for the Process – Workshop.	March 3, 2003
2	Prepare and solicit a RFQ to hire a consulting team to manage the coordinated development, review and processing of amendments to the Comprehensive Plan and Development Code including the Transportation, Stormwater and Parks, Recreation, and Open Space Plans.	Early 2 <sup>nd</sup> Quarter 2003
3	Consultant + Senior Project Team: Establish Public Outreach and Review Process	Third Quarter 2003
4	Prepare Draft Code and Comprehensive Plan Revisions for public review and SEPA review	Third and Fourth Quarters, 2003
5	PC Workshop on Comprehensive Plan and Development Code Updates including Transportation, Stormwater & Parks, Rec, Open Space Plan	First and Second Quarters, 2004
6	SEPA Review Begins	Second Quarter 2004
7	PC Public Hearings and Recommendation to City Council	Second and Third Quarters 2004
8	City Council Workshop	Third and Fourth Quarters 2004
9	City Council Adoption	Fourth Quarter 2004
10	Required Completion by State	December 1, 2004



### **RECOMMENDATION**

No action is required. This information is being presented for the purposes of gaining Council and Planning Commission input and support for the proposed strategy, outcomes, and timeline for responding to the GMA mandate to update the Comprehensive Plan and Development regulations in coordination with the development of the Transportation and Stormwater Master Plans and the update of the Parks, Recreation and Open Space Master Plan.

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