

AGENDA

Lynnwood Planning Commission

Thurs., July 22, 2004 — 7:00 pm — City Council Chambers, 19100 – 44th Ave. W., Lynnwood

A. Call to Order Chair JOHNSON
 Commissioner BIGLER
 Commissioner DECKER
 Commissioner PEYCHEFF
 Commissioner POWERS
 Commissioner WALTHER
 Commissioner ELLIOTT

B. APPROVAL OF MINUTES:

- Minutes of July 8, 2004 Planning Commission meeting

C. CITIZEN COMMENTS – on matters **not** on tonight's agenda:

D. COMMISSION MEMBER DISCLOSURES:

E. PUBLIC HEARING:

1. **Comprehensive Plan Amendments** – To accept public comments on the following Plan amendment proposals.
 - a. Raskin – Plan Map Amendment.
 - b. Kingsbury West Mobile Home Park – Plan Map Amendment.
 - c. College District Plan – Amendments to District Boundaries.
 - d. Growth Policies Review – Urban Growth Areas and Annexation.
 - e. Parks & Recreation Element – Annual data updates and revisions.
 - f. Implementation Program Update – Annual update of project scheduling.
 - g. Residential Balance – Consider replacing a land use ratio goal.
 - h. Data Updates – Non-policy updates of data and statistics.
 - i. Policies Adjustments – Moving some policies from codes to Comprehensive Plan.

F. UNFINISHED BUSINESS: None

G. NEW BUSINESS: None

H. WORK SESSION:

I. DIRECTOR'S REPORT & INFORMATION:

1. **Recent City Council Actions**
2. **Upcoming Commission Meetings**

J. ADJOURNMENT

The public is invited to attend and participate. To request special accommodations for persons with disabilities, contact the City at 425-670-6613 with 24 hours advance notice.

Lynnwood Planning Commission
Meeting of July 22, 2004

Staff Report

Agenda Item: E-1
Comprehensive Plan Amendments
Public Hearing

- Public Hearing
- Informal Public Meeting
- Work Session
- New Business
- Old Business
- Information
- Miscellaneous

Lynnwood Dept. of Community Development — Staff Contact: Ron Hough (425) 670-6655

Introduction:

The 2004 Plan Amendments List (PAL) was approved by the Council on May 10.

The Planning Commission has conducted five work sessions, during which it has reviewed and discussed all proposals. A public hearing will now be conducted to allow an opportunity for public comments on any of the nine proposals listed below. Two other proposals, the City Center Plan and Shoreline Master Program, are also going through the approval process and will have separate hearings at a later time.

The July 22 hearing will cover the nine proposals in the following order:

- a. Raskin – Plan Map Amendment.
- b. Kingsbury West Mobile Home Park – Plan Map Amendment.
- c. College District Plan – Amendments to District Boundaries.
- d. Growth Policies Review – Urban Growth Areas and Annexation.
- e. Parks & Recreation Element – Annual data updates and revisions.
- f. Implementation Program Update – Annual update of project scheduling.
- g. Residential Balance – Consider replacing a land use ratio goal.
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Next Steps:

The following is a tentative schedule to process the proposed Plan amendments:

- July 22 Planning Commission public hearing
- Aug. 12 Planning Commission recommendations to City Council.
- Aug. 26 Planning Commission public hearing on Shoreline Master Program.
- Aug. ? Planning Commission public hearing on City Center plan.
- Aug. City Council work sessions (to be scheduled)
- Sept. City Council work sessions (to be scheduled)
- Oct. City Council work sessions (to be scheduled)
- Nov. City Council final hearing and adoption of all approved amendments

Raskin Plan Map Amendment:

Applicant: MJR Development, Inc. (Michael Raskin, President) & Polygon Northwest

Location: Between Interurban Trail and Scriber Creek, east of Scriber Lake Alternative H.S.

The Site: This site consists of five tax parcels with a total area of 18.72 acres.



History:

A 14.7 acre portion of this site was approved in 2001 for an office park and a number of site improvements were made. The project was not built because the market for office space went into a tailspin, office rental rates plummeted and vacancies increased dramatically.

Since the project was no longer feasible, the owner looked at other development opportunities and found the site to be suitable for high-density residential. He formed a partnership with Polygon Northwest, a local housing provider. A conceptual plan was developed for a residential development and a 2003 Plan Amendment application was submitted, requesting the High-density Multi-family (MF-3) designation along with consistent RMH zoning. The Planning Commission recommended approval but it was denied by the Council.

Mr. Raskin has pursued other development alternatives with potential purchasers of the site and is also considering industrial options that would be consistent with the

underlying Light Industrial zoning. He believes high-density residential is still the best option for this site and is again requesting the MF-3 designation for the property.

Request:

Change the Comprehensive Plan designation from **BTP** (Business/Technical Park) to **MF-3** (High-density Multi-family).

Zoning:

This site has been approved for a business/office Planned Unit Development. Approval of the requested amendment will also change the zoning from **PUD** to **RMH** (High-density Multi-family) to maintain Plan/Zone consistency. The **RMH** zone allows one dwelling per 1,000 sq. ft. of developable land area, or a density of 43 units per net acre.

Issues to Consider:

- The “Residential Balance” (60/40) goal may have been a critical factor in the denial of Mr. Raskin’s 2003 proposal. A request is being considered to remove this goal. What effect would removal of this goal have on the Raskin decision?
- A consideration during the 2003 Raskin discussion was the City’s need for industrial land and jobs. The Comprehensive Plan cited a deficiency in our industrial sector and a need to promote more higher-paying industrial type jobs. How important is this factor?
- The site itself is near the I-5 freeway. A multi-family project could place hundreds of people into a living environment affected by automotive pollutants and noise. Building codes, Design Review, and site planning will address those issues. Adverse impacts can be reduced through good design, construction materials, buffering, etc. Is this location an important factor?

Kingsbury West Plan Map Amendment:

Applicant: Palmer Living Trust (Jeffrey Palmer, Park Manager)

Location: 5220 – 176th Street SW in Lynnwood

The Site: This site consists of two adjacent mobile home parks with a combined area of 11.3 acres and 89 units. Both are under the same ownership.

Kingsbury West 9.22 acres and 73 dwelling units.
Currently designated Medium-density Single-family (SF-2) and zoned RS-7.

Kingsbury West Annex 2.08 acres and 16 units.
Currently designated Low-density Multi-family (MF-1) and zoned RSL.



History:

A citywide Plan/Zone Consistency Review was conducted in 2001 to identify conflicts between the Comprehensive Plan and Zoning. Kingsbury West was planned for medium-density single-family at that time, but zoned for low-density single-family. That conflict was resolved by changing the zoning from RS-8 to RS-7. At the same time, the zoning of the Annex was changed from RMM to RML to be consistent with its Plan designation of Low-density Multiple-family.

In 2003, Jeff Palmer requested that the designation of Kingsbury West Annex be changed from MF-1 to MF-2, along with a consistent zoning change from RML to RMM. That request was not approved.

Request:

Mr. Palmer is requesting that both parks be viewed as one and that both be designated **High-density Single-family (SF-3)**.

High-density Single-family (SF-3) is a new designation approved by the City Council in 2003 to apply only to existing mobile home parks within one-quarter mile of Highway 99. Although the implementing zoning has not yet been adopted, the SF-3 designation has already been applied to two other parks (Kingsbury East and The Squire). A new RS-4 zone is being considered by the City Council and will be applied when adopted.

Current Zoning:

Kingsbury West MHP:	Medium-density Single-family (RS-7).
Kingsbury West Annex:	Low-density Multiple-family (RML).

Issues to Consider:

- The applicant feels that this Plan Amendment would help achieve the goal of preserving a manufactured home park for City residents. The Commission needs to take a closer look at this. The SF-3 designation (and its future zone) are designed to accommodate conventional site-built housing – not to preserve mobile home parks. The property could be subdivided for a neighborhood of new homes at a higher density than currently exists. Unless the property owner creates a subdivision designed for manufactured homes, the designation would have little or no value in preserving the existing mobile home park.
- The SF-3 designation can only be applied to existing mobile home parks within one-quarter mile of Highway 99. Two mobile home parks that meet that criteria were designated SF-3 in 2003. Kingsbury West is similar to those parks in location, size, age and other characteristics.
- Are there any questions as to whether or not Kingsbury West and the Annex meet the designation criteria?
- Are there any concerns about the appropriateness of this location for a high-density single-family development at some time in the future?

College District Adjustments:

Applicant: City of Lynnwood – Initiated by City Council

History:

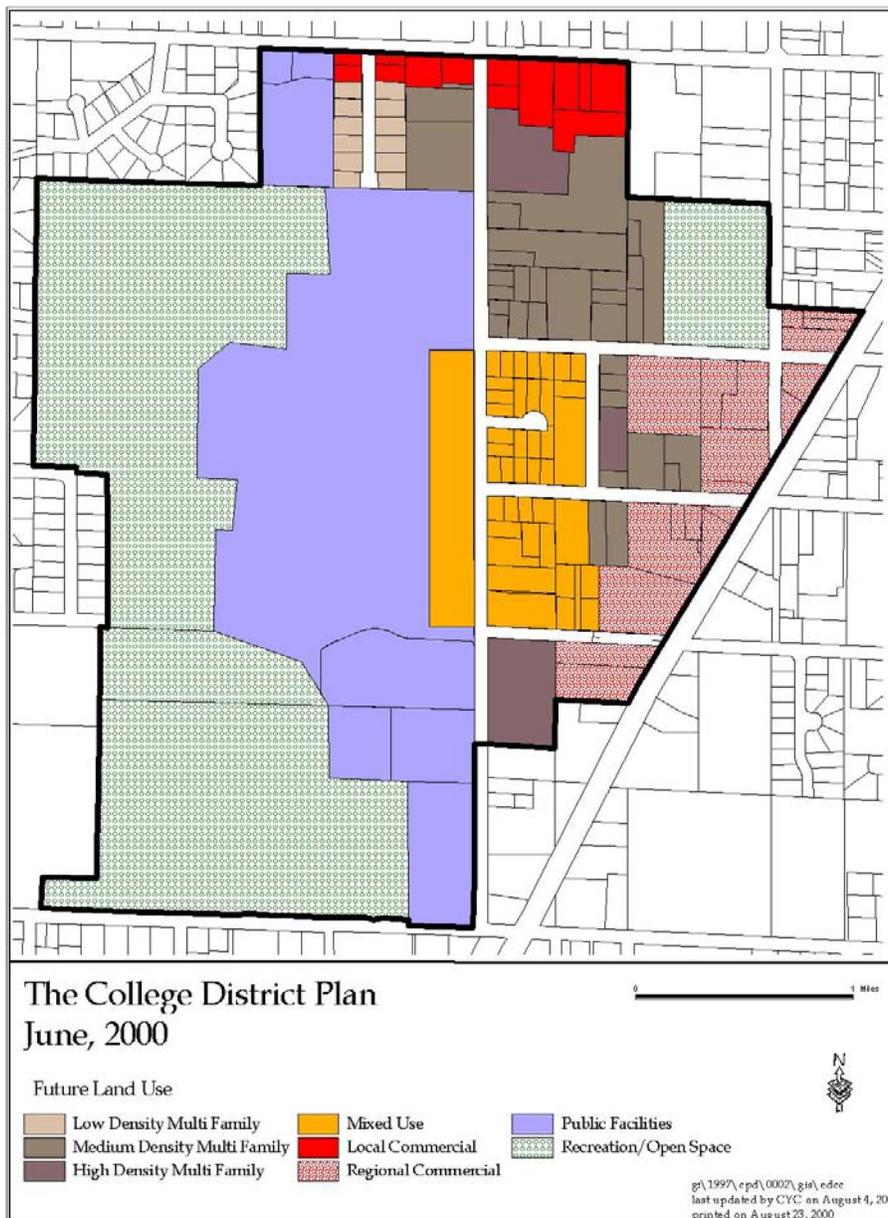
The City recently processed a code amendment that exempted commercial sites fronting on Highway 99 from the provisions of the College District Overlay (CDO) zone. It was determined that CDO zone’s development requirements conflicted with the proposed

design of a new auto dealership. It was also concluded that businesses within the Highway 99 corridor have unique characteristics that are not similar to those of the College District neighborhood and, therefore, the CDO zone was inappropriately applied to those properties.

The discussions prompted the City Council to initiate a review of the College District boundaries and the possible removal of other commercially-zoned properties.

The College District:

The boundaries of the College District were established in 1998. They were intended to enclose an area that shared a number of different characteristics, with the college at the center. The boundaries went to 196th Street on the north and Highway 99 on the east for several reasons, including transportation, access, land use interrelationships and people movement.



Highway 99 Corridor:

The College District's boundaries (see map) extend eastward to Highway 99 and include several businesses that front on the Highway, generally between 200th Street and 204th Street. Those properties were recently exempted from all provisions of the College District Overlay (CDO) zone. This was done because the CDO zone attempts to bring new buildings closer to the street, provide pedestrian amenities between the building and street, and place parking to the side or rear of the buildings.

The CG (General Commercial) zone on Highway 99 is intended for intense commercial uses and those that cater to high traffic volumes. This zone allows most types of auto-related sales and services, including boats, trailers, recreational vehicles and other businesses that tend to have a regional, rather than local, market.

196TH Street:

Since the CDO zone also applies to commercially-zoned properties along the south side of 196th Street, there was concern that all businesses weren't being treated equally if we removed the CDO zone from some but not all.

Nine properties along 196th Street and within the CDO zone are currently zoned "Community Business (B-1)" and four others are zoned "Neighborhood Business (B-3)." Upon further analysis, it was found that 196th Street is a different environment than the Highway 99 Corridor and that EdCC has a significant presence in this area.

Most of the properties in this area are owned or otherwise used by the college. The Elks has a lodge in the area and only two properties are in commercial use. One of those is a small retail strip mall constructed 42 years ago. Several properties are nonconforming and probably candidates for redevelopment.

There are basic differences between this area and the more intense regional commercial zoning along Highway 99. Businesses are smaller in scale, intended to serve the neighborhood and community, and the area is more pedestrian oriented. Zoning in this area doesn't allow most of the auto-related businesses that are allowed on Highway 99, nor do they allow open lot auto sales.

Issues to Consider:

- The CDO zone's standards were intended to improve the quality of development throughout the College District. If there are areas in which the City doesn't want buildings near the street or if we prefer to have parking lots in the front yards rather than landscaping and pedestrian amenities, then we can either:
 - Remove those areas from the College District entirely, or
 - Exclude those areas or properties from the CDO zone.
- In the case of a nonconforming building, the reduced setbacks of the CDO zone could result in the relocation of a building that is severely damaged to the extent that it can't be repaired. Nonconforming structures have to comply with current codes when rebuilt. Existing buildings were "grandfathered" under the codes in effect when they were built, so the CDO zone, or other changes in zoning, has not affected them.

- There are significant differences between 196th Street and the Highway 99 corridor. They function differently, the scales are different and the zoning and land uses are different. One area is intended to serve the neighborhoods and community, while the other serves the region. Given these differences, is it necessary to remove both the Highway 99 properties and the 196th Street properties from the College District?
- The College has a clear presence along 196th Street, so it may be appropriate to keep those areas in the College District. Only two of the 13 commercially-zoned parcels along 196th Street are in commercial use. If the City feels that the CDO zone's development standards are too rigid, those properties could be made exempt from the provisions of the CDO zone.
- EdCC just began an update of its campus master plan. During the coming months, the planning committee and consultants will review the growth needs of the college and propose changes. Those changes may involve some commercially-zoned properties along 196th Street. Since we don't know what kinds of recommendations this process will produce, premature changes to the College District Plan or its zoning could adversely affect the college's future growth options. In turn, the campus planning exercise may result in new recommendations for Plan amendments in 2005.

Growth Policies Review:

Applicant: City of Lynnwood – Dept. of Community Development

Description:

Lynnwood adopted a Municipal Urban Growth Area (MUGA) in November 2002. Snohomish County recently adopted the MUGA map, which still includes gaps and an overlap with the City of Mill Creek's MUGA. In most cases, our boundaries follow existing streets. In some locations they divide existing neighborhoods, cut through individual properties and include a portion of Martha Lake.

This item includes a review of our "Urban Growth Policies" (page 9 of the Implementation Element) and the guidelines for evaluating proposed annexations, as adopted in 1996 by Resolution No. 96-21. The objective of this review is a clear growth policy for the City of Lynnwood to help guide MUGA adjustments and future annexations.

MUGA Boundaries:

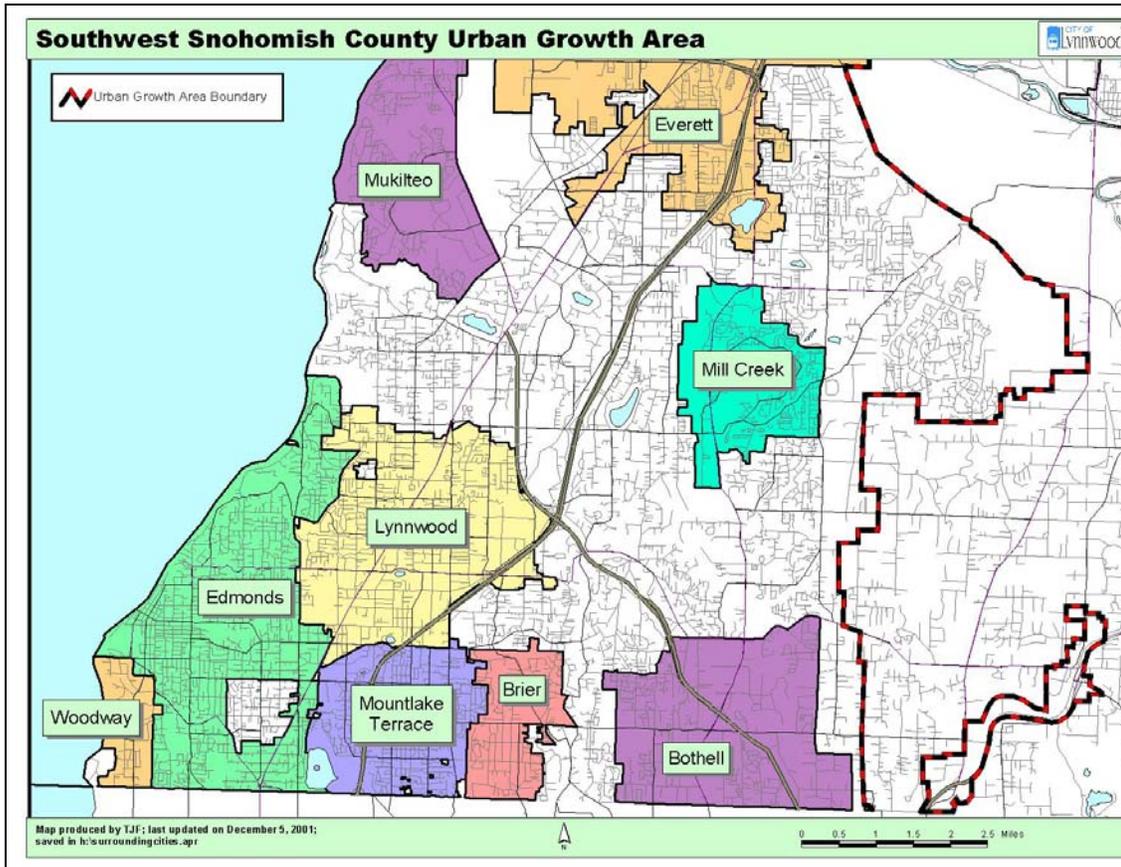
Lynnwood adopted Municipal Urban Growth Area (MUGA) boundaries in November 2002. The short-term Priority #1 areas of a growth map from the mid-1990s was adopted as our MUGA. The new MUGA map was not coordinated with adjacent cities and was not considered or recommended by the Planning Commission. It resulted in some important gaps and a significant overlap with Mill Creek's MUGA on the east side of Interstate 5.

The MUGA map and related planning policies have been adopted by Snohomish County. The boundaries that Lynnwood adopted in 2002 are now official and we can no longer place our boundaries wherever we desire. Agreement and action by other affected cities is now necessary. To fix the Mill Creek overlap area, we must come to a mutual agreement with Mill Creek, unless one of the two cities conforms to the boundary of the other. When agreement is reached, each city would amend its MUGA boundaries (if necessary) in its Comprehensive Plan and the County will follow by amending the County Plan map.

MUGA boundaries are part of the Comprehensive Plan and can be adjusted only once each year during the Plan Amendment process. It may be too late to begin negotiations with Mill Creek and adequately cover other growth issues during this 2004 amendment process. However, it may not be too late to resolve an other MUGA-related issue between Lynnwood and Mountlake Terrace.

Issues to Consider:

- Most of Lynnwood's MUGA boundaries follow streets, but in some locations they divide existing neighborhoods, cut through properties and cross Martha Lake. Should we proposed corrective adjustments this year?
- Our MUGA boundary extends to the City limits of Mountlake Terrace and prevents that city from annexing and extending municipal services. The 204th Street Annexation proposed to bring this area into Lynnwood, but the proposal was rejected by the City Council. This may be a difficult area to serve and unattractive to annex. If so, should we adjust our MUGA boundary to allow the City of Mountlake Terrace to expand? They are ready to work with us.
- Our MUGA east of I-5 overlaps Mill Creek's MUGA and there has been no effort to resolve the conflict. Snohomish County's adopted MUGA map continues to show this overlap. Should we try to resolve this conflict?
- Lynnwood isn't growing as proposed in the 1995 Comprehensive Plan. Our current MUGA boundary was our 10-year growth boundary nearly ten years ago. The North Gateway Annexation failed, the 204th Street Annexation was severely reduced in size, and the Hardy Annexation was rejected. Staff needs to clearly understand the City's goals, objectives and policies pertaining to growth when talking to the public and potential annexation petitioners.
- The Implementation Element of the Comprehensive Plan includes a section on "Urban Growth Policies" which describes the City's early Priority #1 and #2 planning and annexation areas and the MUGA process. This section should be bolstered to include goals, objectives and policies to guide the City's growth.
- Staff and the Planning Commission are currently reviewing the guidelines for evaluating proposed annexations, which were adopted in 1996 by Resolution No. 96-21 and included in the Commission's May 27 staff report.



Parks & Recreation Element Update:

Applicant: City of Lynnwood – Dept. of Parks and Recreation

Description:

The Parks Dept. makes annual adjustments and updates to this element. The following is a summary of this year's proposals:

- All text that includes level of service calculations will be revised to reflect 2004 population.
- All text referring to acres of park property will be revised to reflect current inventory.
- Table 1 will be updated.
- Summary of Issues will be updated to reflect current issues.
- Completion dates included in Goals, Objectives and Policies will be updated.
- Proposed park projects and level of service for the City Center Project will be included in the Summary of Issues, Goals, Objectives and Policies and Demand and Needs Assessment.
- The Implementation Element will be updated to reflect current status.

Implementation Program Update:

Applicant: City of Lynnwood – Departments of Community Development, Parks & Recreation, and Public Works

Description:

The Implementation Element of the Comprehensive Plan includes a Five-year Implementation Program that brings together measurable objectives of these three City departments. This schedule may be affected by grant availability, City staffing levels, budgets and other factors and, therefore, is reviewed and updated annually.

Residential Balance – Land Use Element Subgoal:

Applicant: Martin Nelson

History:

The applicant asks that the “Residential Balance” subgoal of the Land Use Element be removed on the basis that it is without merit, unrealistic and impossible to achieve.

At its June 10 work session, the Planning Commission discussed the proposal and the replacement goal that was offered, as well as the need to recommend a replacement. It was decided that, if the Commission recommends removal of the Residential Balance subgoal, it should offer a replacement goal that clearly addresses a need in the community and does not merely reflect other goals and policies in other elements of the Comprehensive Plan.

The following revised replacement goal was considered at the Commission’s July 8 work session and was found to meet the intent:

Subgoal: Single-Family Housing Retention

Assure retention of existing single-family housing, and areas of such housing, through protection from conflict with or encroachment of incompatible land uses or activities.

Data Updates:

Applicant: City of Lynnwood – Dept. of Community Development

Description:

Some of our Comprehensive Plan data are outdated. New data from the 2000 Census and other sources are now available and staff proposes to update statistics, tables and

other information throughout the Plan. Only those changes that will not affect adopted goals, objectives or policies will be proposed. The specific changes will be presented at a future work session.

Policy Adjustments from City Codes:

Applicant: City of Lynnwood – Dept. of Community Development

History:

In 2003, several policies were moved from development regulations to the Environmental Resources Element of the Comprehensive Plan. Not all of the policies were found to be appropriate for that element and are now being proposed for inclusion in other elements of the Plan, as appropriate.

These changes are essentially housekeeping modifications and will not affect other adopted goals, objectives and policies of the Comprehensive Plan.

New Policies:

Two new policies were proposed by the City's Environmental Review Committee (ERC) to provide Comprehensive Plan policy support when SEPA traffic mitigation measures are proposed for proposals with identified significant adverse traffic impacts. These policies are:

- **T-17.8:** Street right-of-way adjacent to development sites should be fully improved to current City standards, including the provision of sidewalks, to reduce development traffic impacts.
- **T-21.4:** Traffic generated by new and redevelopment projects should be evaluated to determine the impact on the operation of surrounding intersections and street network. Projects that create adverse traffic impacts should include measures demonstrated to mitigate those impacts.



Lynnwood Planning Commission
Meeting of July 22, 2004

Staff Report

Agenda Item: I-2

Upcoming Commission Meetings

- Public Hearing
- Informal Public Meeting
- Work Session
- New Business
- Old Business
- Information**
- Miscellaneous

Lynnwood Dept. of Community Development — Staff Contact: Ron W. Hough, Planning Manager

- The following schedule is for planning purposes – subject to adjustments.

July 22 Public Hearing: Comprehensive Plan Amendments & Recommendations

- a. Raskin – Plan Map Amendment.
- b. Kingsbury West Mobile Home Park – Plan Map Amendment.
- c. College District Plan – Amendments to District Boundaries.
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Aug. 12 Public Hearing: None scheduled
New Business: Urban Transition Resolution – Recommendation
Unfin. Business: Comprehensive Plan Amendments – Recommendations
Work Session: Shoreline Master Program
 City Center Plan (Tentative)

Aug. 26 Public Hearing: Shoreline Master Program
Work Session: None scheduled

Sept. 9 Public Hearing: None Scheduled
Work Session: None scheduled