

AGENDA

Lynnwood Planning Commission

Thurs., July 14, 2005 — 7:00 pm — City Council Chambers, 19100 – 44th Ave. W., Lynnwood

- A. Call to Order** Chair DECKER
 Commissioner BIGLER
 Commissioner ELLIOTT
 Commissioner GEORGIEV
 Commissioner JOHNSON
 Commissioner PEYCHEFF
 Commissioner WALTHER
- B. APPROVAL OF MINUTES:**
1. Minutes of June 23, 2005
- C. COUNCIL LIAISON REPORT**
- D. CITIZEN COMMENTS** – on matters **not** on tonight's agenda:
- E. COMMISSION MEMBER DISCLOSURES:**
- F. PUBLIC HEARING:** None
- G. WORK SESSION:**
1. **Comprehensive Plan Amendments**
This work session will cover the following Plan amendment proposals:
 ▪ **Formal Application:** Good Shepherd Baptist Church – Map Amendment
 ▪ **Proposal D:** Transportation Element Update
- H. BUSINESS:** None
- I. DIRECTOR'S REPORT & INFORMATION:**
1. **City Council Actions**
2. **Upcoming 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 14, 2005

Staff Report

Agenda Item: **G-1**

2005 Comprehensive Plan

- Good Shepherd Baptist Church
- Transportation Element Update

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

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

2005 Comprehensive Plan Amendments PROPOSED AMENDMENTS

INTRODUCTION

The 2005 Process:

This year's Comprehensive Plan amendment process began with the application deadline on April 1. One formal application was submitted and the City Council approved seven suggested amendments for processing this year. Two of the eight proposals are scheduled for this July 14 work session; the Good Shepherd Baptist Church map amendment and the Transportation Element Update.

Formal Proposal: Good Shepherd Baptist Church – July 14 work session.

Suggested Proposals:

- A. Timing of Plan Amendments – May 28 work session.
- B. B-2 Zone Review – June 23 work session.
- C. Parks & Recreation Element Update – May 28 work session.
- D. **Transportation Element Update** – July 14 work session.
- E. Economic Development Element Update – June 23 work session.
- F. Five-year Implementation Program – July 28 public hearing.
- G. City Center Plan (Study Area) – Separate track.

The Planning Commission is moving toward a **July 28** public hearing on all proposals. It will then forward its recommendations to the City Council. The Council will study the proposals, conduct a public hearing and take final action later this fall. The criteria on which the decisions will be based, were included in the Commission's May 26 report and will be addressed again in support of the administration's recommendations.

Good Shepherd Baptist Church – map amendment:

BACKGROUND:

Property Description:

Applicant: Wash. Baptist Convention
Request: Change Plan: SF-2 to MF-2
Rezone: RS-7 to RMM
Purpose: Multi-family Senior Housing
Location: 6916 – 196th Street SW
The Site: Lot #1: 2.64 ac.
Lot #2: 1.66 ac.
Total: 4.30 ac.
Land Use: Good Shepard Baptist Church
Current Plan: SF-2 (Single-family)
Current Zone: RS-7 (Single-family)

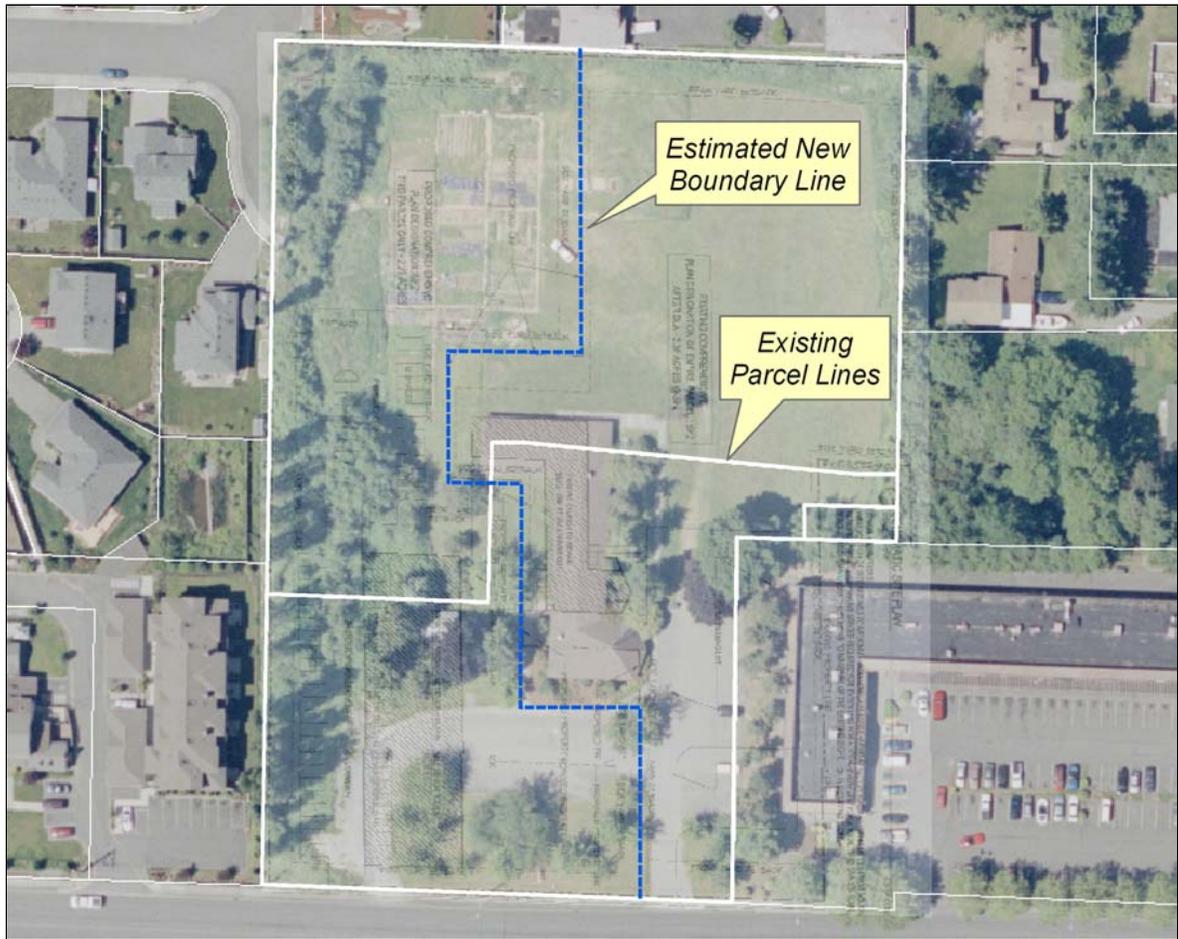


The Proposal:

1. Plan Amendment: The applicant would like to build a senior housing facility adjacent to the existing Baptist church. The property is zoned RS-7 (Medium-density Single-family). This zoning doesn't allow multi-family developments. Therefore, the Washington Baptist Convention (owner) has requested a Comprehensive Plan Amendment to change the designation of one of its two lots to MF-2 (Medium-density Multiple-family). If approved, the zoning would also be changed to RMM, which allows multi-family housing and allows "Housing for the Elderly" with approval of a Conditional Use Permit.

2. Boundary Line Adjustment: The site consists of two lots. The dividing lot line runs east-west, as shown in the map above. The line is irregular and appears to pass through a portion of the existing church (see aerial photo on following page). The Comprehensive Plan and Zoning Maps are site specific. Therefore, a necessary component of this proposal is a property line adjustment to accommodate the existing church on one lot and the proposed housing facility on the other.

To accomplish the intended arrangement, both lots would be adjusted to have frontage on 196th Street. The eastern lot would contain the church and its parking. The western lot would provide adequate area (2.21 ac.) to accommodate a housing facility and its parking spaces. Portions of the lot that are not needed for the building or parking may remain vacant for possible future recreational or parking purposes. However, approval of a specific development plan is not part of the Plan amendment process and the design or intent of a particular project should not influence the Plan and zoning decisions.



Considerations:

1. The applicant has submitted an application for the Boundary Line Adjustment (BLA). Early processing of the BLA will allow processing of the Plan Amendment. A Plan amendment can't be approved for a nonexistent lot.
2. The Boundary Line Adjustment will result in two adjacent lots sharing an irregular boundary designed to wrap around the existing church. The lots appear to have the proper area, street frontage and other characteristics.
3. City code provides the following purpose for a BLA.

LMC 19.55.010 A boundary line adjustment is intended to apply to minor boundary changes, to correct a controversy regarding the location of a boundary line or to remedy adverse topographical features. A BLA does not apply to boundary changes that would directly result in increased development or density otherwise regulated by applicable land use codes and regulations, or to actions requiring replat, amendment, alteration, or vacation of a plat or short subdivision.

4. City code prohibits the use of a BLA to increase density. This proposal will reduce the size of the western lot but still allow an apartment complex. The other lot will increase in size but will continue to be occupied by the church and will not affect density. This BLA does not violate any code requirements.

LMC 19.55.030 A boundary line adjustment shall not:

- A. Create any additional lot, tract, parcel, site or division;
- B. Result in a lot, tract, parcel, site or division which contains increased density . . .

5. The City's Comprehensive Plan includes a "Single-family Housing Retention" subgoal that says the City will "**attempt to reach 60% single-family and 40% multi-family units in the area of the City outside of the City Center Study Area.**" The proposal conflicts with that goal. The applicant's intention is to limit occupancy of the future apartments to seniors, although the RMM zone allows all other kinds of multi-family housing as well. If approved, the project will add multi-family units to the City's housing stock. Although no single-family dwellings will be eliminated, this proposal would remove 2.2 acres from the single-family zone. It would also increase the percentage of multi-family units and lower the percentage of single-family units throughout the City, which is inconsistent with the adopted goal.

6. The Land Use Element of the Comprehensive Plan includes the following policy:

Policy LU-2.12: No single-family residential property (SF) shall be rezoned to any form of multi-family (MF) use; except in rare instances, and then only upon a showing of clear and convincing evidence of need."

The City Council may approve this Plan Amendment if it finds that it meets the approval criteria. The Planning Commission's role is to make a recommendation that is most consistent with adopted City policy and in the best interests of the community. The Commission will have to decide if the applicant's senior housing intent is important enough to the community to overcome adopted City policies and justify a positive recommendation.



Current Zoning:

The previous map shows the church site as presently zoned RS-7 (Medium-density Single-family). The neighborhoods to the north, northeast and northwest are currently zoned RS-8 (Low-density Single-family).

A small shopping center is located at the corner of 68th Ave. and 196th St. Other properties along 196th Street to the west are zoned for multiple-family residential uses.

The zoning along the south side of 196th Street is primarily commercial.

Process:

This is the only formal application for a Plan Amendment in 2005. The Planning Commission's role includes the following steps:

- Study and discuss the proposal
- Conduct a public hearing and accept public comments
- Consider all testimony, information in the staff report and referral comments
- Forward a recommendation to the City Council to (1) approve the request, (2) approve it with modifications or (3) deny the request.

The City Council will also study the proposal, conduct a public hearing and take final action on all proposals in the fall.

Other Submittals:

- A formal application for the Boundary Line Adjustment has been submitted.
- A memo to the Lynnwood Planning Commission from the Good Shepherd Church Envisioning Committee Chair Lynn Melby, Pastor Boyer and President Dale Sutton was distributed at the May 26, 2005, Commission meeting.

Recommendations:

1. Review the staff report and discuss the proposal at the July 14 meeting.
2. Ask questions of staff and request additional information, as necessary.

The Commission will conduct a public hearing on July 28 at which time it will receive testimony from all interested parties. An "Administrative Recommendation" will be presented for the Commission's consideration.



Transportation Element Update:

Background:

The Transportation Element is one of the mandatory elements of all comprehensive plans. The Dept. of Public Works A number of specific wording revisions and additional policies will be proposed to update and expand the scope of the Transportation Element to provide direction for:

- Implementation of the City Center Subarea Plan.
- Expansion of program areas such as Neighborhood Traffic Calming.
- Systematic annual updating of the Transportation Element.
- The methodology for project prioritization.

The proposed changes are all in the Goals, Objectives & Policies section of the element and are shown in strikethrough and underscore format in the following pages.

Staff from the Public Works Department will be on hand at the July 14 work session to discuss the proposed changes and answer questions.



Transportation Element: Goals, Objectives and Policies

GOAL:

To provide mobility for residents, visitors and commuters through a balanced system of transportation alternatives that supports the City's land use vision, protects neighborhoods from transportation impacts and minimizes adverse impacts on the environment.

SUBGOALS, OBJECTIVES & POLICIES:

Subgoal: Roadway System

Provide a City system of streets for the safe, efficient, and economical movement of people and goods to local and regional destinations.

OBJECTIVES:

- T-1:** Monitor traffic patterns and accident histories to formulate solutions that reduce the potential for serious accidents. In cooperation with the Police Department, analyze statistics for citywide traffic, pedestrian and bike accidents on a monthly basis.
- T-2:** Conduct bi-monthly meetings of the traffic safety committee to evaluate proposals for traffic system improvements.
- T-3:** Work with communities to evaluate traffic problems and provide appropriate traffic calming solutions based on available funding and relative need.
- T-4:** Provide for the yearly inspection of City owned bridges as required by Federal and State law.
- T-5:** Recommend an annual overlay program supported by the City's Pavement Management System, identify the implications of deferred maintenance if funding levels fall below recommended levels.
- ~~**T-6:** Review status of all existing traffic signal equipment on yearly basis and prepare the annual budget with recommended improvements and/or replacements.~~

Subgoal: Signal System

A traffic signal system that provides safe movement through high volume intersections and a responsive level of service during off peak hours for the residents moving within the City limits.

Objectives:

- ~~**T-6:** Review status of all existing traffic signal equipment on yearly basis and prepare the annual budget with recommended improvements and/or replacements.~~

- T-7:** Completion of the video detection upgrade to all signals as permitted by local and grant funding with a goal of completing the system by December 2005.
- T-8:** Begin measuring travel time on SR-99 during peak travel periods by the completion of the Lynnwood phase of the SR-99 project.
- T-10:** Establishing City measures of effectiveness (MOE's) for traffic.

Subgoal: Public Transit System:

Work with the transit providers to make transit an attractive travel option for local residents, employees and users of regional facilities.

Objectives:

- T-11:** Work with the transit providers to establish a hierarchy of transit services focused on three major elements: 1) neighborhood services, 2) local urban service, and 3) inter-community and regional services.
- T-12:** Continue working with Sound Transit on the development of the improvements to the Park and Ride Lot.
- T-13:** Work with the transit providers to develop an operational procedure for the use of transit signal priority during peak travel hours. (ongoing)
- T-14:** On a yearly basis, monitoring public transit operations through the City and the related impacts to east-west mobility and traffic progression during peak travel hours.
- T-15:** Work with private development and transit agencies to integrate transit facilities and pedestrian and bicycle connections to residential, retail, manufacturing, commercial office and other types of development.

Subgoal: Non-motorized Transportation Systems

Strive to complete an integrated safety-orientated pedestrian, school walkway and bicycle system to provide mobility choices, reduce reliance on vehicular travel and provide convenient access to schools, recreational facilities, services, transit and businesses.

Objectives:

- T-16:** During 2005, develop an integrated non-motorized transportation system of sidewalks and bicycle facilities that link neighborhoods, businesses, parks, schools and activity centers.
- T-17:** Establish clear policies and priorities to guide the planning for and construction of public sidewalks throughout the City.
 - Policy T-17.1:** Public sidewalks shall be required of new development, Including residential subdivisions.
 - Policy T-17.2:** Public sidewalks, walkways shall be included in the design and construction of all future arterial streets.
 - Policy T-17.3:** The highest priority for public walkways on non-arterial streets shall be those that connect parks, recreational areas, schools or other public facilities, or that are needed to correct a unique safety concern.

- Policy T-17.4:** With the exception of situations described in Policy c, the City shall provide public walkways within residential neighborhoods only when funded through a Local Improvement District (LID), grant or other private development.
- Policy T-17.5:** Paved pedestrian walkways should be provided on corner development sites from street to building entrances to encourage walking between businesses, especially at signalized intersections, to reduce development traffic impacts.
- Policy T-17.6:** A safe, well lit pedestrian walkway network should be provided throughout commercial development sites.
- Policy T-17.7:** At appropriate locations, walkways should be extended to the edge of development sites to connect to existing walkways on adjacent property or allow for future connections when adjacent property is developed or redeveloped.
- Policy 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 traffic impacts.
- T-18:** Continue the program of linking schools and parks with sidewalks by 2010, in accordance with a prioritized master plan.
 - Policy T-18.1:** Review and update the City's sidewalk program each year prior to budget development.
- T-19:** Continually improve the safety of walkways and cross walks.
 - Policy T-19.1:** Identify safe walk routes for students and work with school district staff to enhance the safety of crosswalks.
 - Policy T-19.2:** Review the routes and the transportation system in the vicinity of each school on a yearly basis prior to the start of the school year to identify safety deficiencies or special maintenance requirements for corrective action.
- T-20:** Continue programs to construct, maintain and repair sidewalks as funded by available grants and budget levels.

Subgoal: Consistency and Concurrency

A transportation plan that is consistent with and supportive of the land use plan, and that assures the provision of transportation facilities and services concurrent with development, which means the improvements or strategies are in place at the time of development, or that a financial commitment is in place within the next six years.

Objectives:

- T-21:** Apply the new transportation model and use the results to investigate and adopt an alternative method for evaluating roadway and intersection Level Of Service.
 - Policy T-21.1:** Develop an approach for inclusion in the yearly Comprehensive Plan Update for the new LOS system based on delay with adoption by the end of 2005.

- Policy T-21.2:** The transportation impacts of projects already permitted, under construction or otherwise legally vested prior to adoption of the new LOS system will be evaluated and mitigated in accordance with the City's existing system. (Projects in the development pipeline would be grandfathered under the existing system. It will take 18 to 24 months after budget authority is secured to implement a new LEVEL OF SERVICE system.)
- Policy T-21-3:** The City shall provide staff training and consultant assistance during the initial set-up of the new LOS system and related model.
- Policy 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.

T-22: Review land use changes and development patterns on a yearly basis for major changes from the assumptions used in the City's traffic model and re-calibrate the model at least every three years.

Subgoal: Transportation Functionality and Safety

Maximize the functionality and safety of the local circulation system to guide the design of all transportation facilities, incorporating new materials and technology and responding to the needs of neighborhoods, visitors and businesses.

Objectives:

T-23: Control the location and spacing of commercial driveways and the design of parking lots to avoid traffic and pedestrian conflicts and confusing circulation patterns.

Policy T-23.1: Driveways shall be located to provide adequate sight distance for all traffic movements and not interfere with traffic operations at intersections.

Policy T-23.2: On-site traffic circulation shall be designed to ensure safe and efficient storage and movement of driveway traffic.

Policy T-23.3: Driveway access onto all classifications of arterial streets shall be avoided whenever possible. Require property access to streets with lower classifications.

Policy T-23.4: Shared vehicle access between adjacent commercial and industrial development sites should be provided where feasible or provisions made to allow for future shared access to reduce development traffic impacts.

Policy T-23.5: Access to properties should be oriented away from properties that are used, zoned or shown on the Comprehensive Plan less intensively.

T-24: Enhance the safety of residential streets and the livability of neighborhoods.

- Policy T-24.1:** Non-local and bypass traffic on local neighborhood streets shall be discouraged. Discourage through traffic on local access streets.
- Policy T-24.2:** Traffic calming measures and innovative street design features shall be required where traffic analysis indicates that a development will introduce traffic that exceeds the established neighborhood level of service standard.
- Policy T-24.3:** Local street networks shall be linked through subdivisions to provide efficient local circulation, as appropriate.
- Policy T-24.4:** Place high priority on the access needs of public safety vehicles.
- Policy T-24.5:** Encourage directing increased traffic volumes onto streets with sufficient capacity to provide safe and efficient traffic flow or where adequate traffic improvements will be provided in conjunction with the development, require adequate vehicular and pedestrian access to new developments, and minimize pedestrian-vehicular conflict points.
- Policy T-24.6:** Encourage land uses that would generate relatively low volumes of traffic, or complementary peak traffic periods, or would have the potential to increase the use of public transportation systems.

Policy T-24.7: Institute a city-wide Neighborhood Traffic Calming Program to address traffic issues on local streets and to afford continued protection to neighborhoods.

- T-25:** Existing curb cuts and parking areas shall be consolidated during development and redevelopment to the greatest extent possible.
- T-26:** Ensure that all transportation facilities will accommodate the needs of physically challenged persons.
 - Policy T-26.1:** Require the construction and operation of transportation facilities and services to meet the standards of the Americans with Disabilities Act (ADA).

Subgoal: Environmental Factors

Minimize the impacts of the transportation system on the City's environment and neighborhood quality of life.

Objectives:

- T-28:** Minimize consumption of natural resources through the efficient coordination of traffic flow, the promotion of non-motorized alternatives, and the use of public transit.
- T-29:** Minimize spillover parking from commercial areas, parks and other facilities encroaching on residential neighborhoods.
- T-30:** Preserve the safety of residential streets and the livability of residential neighborhoods by discouraging non-local traffic on streets classified as residential streets.

- T-31:** Develop a strong neighborhood traffic control program to discourage cut-through traffic on non-arterial streets.
- T-32:** Design new residential streets to discourage cut-through traffic, while providing for connectivity.

Subgoal: Funding

Develop a multi-year Funding Plan and contingency plans for funding needed transportation improvements.

Objectives:

- T-33:** Assure adequate funding to preserve the City's transportation infrastructure.
- T-34:** Assure adequate funds to provide local match for grant opportunities in order to maximize the benefits to Lynnwood of all funding sources.
- T-35:** Utilize creative funding mechanisms to facilitate development of new transportation infrastructure.

Subgoal: Support Implementation of Sub-area Plans

Support the implementation of specific Sub-area Plans such as the City Center Sub-area Plan.

Objectives:

- T-36:** Work with all stakeholders in the Lynnwood Community to develop effective means to support economic development in the City Center and to fund needed public improvements.
- T-37:** Work with appropriate community stakeholders to develop effective means to support implementation of the Edmonds Community College Master Plan and the Plan for the surrounding neighborhood.

Subgoal: Revise Transportation Element

Systematically revise the Transportation element on a five-year basis.

Objectives:

- T-38:** Review and revise the Arterial Street Map every five years.
- T-39:** Review and revise the 20-Year Project List every five years.
- T-40:** Review and revise the Priority Ranking System every five years.

Subgoal: Facilitate Intergovernmental Coordination

Develop a strategy to coordinate effectively with other local, regional, state, and federal agencies.

Objectives:

- T-41:** Attend regular meetings of long-standing forums such as Snohomish County Infrastructure Coordinating Committee (ICC), Regional Project Evaluating Committee

(RPEC) at PSRC, Snohomish County Committee for Improved Transportation (SCCIT), WSDOT Quarterly meetings, and Snohomish County Tomorrow.

T-42: Participate in special purpose sub-regional and regional forums convened to deal specific issues of concern to Lynnwood such as the Regional Transportation Improvement District (RTID); the Sound Transit Long Range Plan Revision and Phase 2 Project List; and the I-5 City Center Off Ramp Access Study.



