

# AGENDA

## Lynnwood Planning Commission

Thursday, April 27, 2006 – 7:00 pm

City Council Chambers, 19100 – 44<sup>th</sup> Ave. W., Lynnwood WA

- A. Call to Order**      Chair DECKER  
                                 Commissioner BIGLER  
                                 Commissioner ELLIOTT  
                                 Commissioner PEYCHEFF  
                                 Commissioner WALTHER  
                                 VACANT – Position #1  
                                 VACANT – Position #3

**B. APPROVAL OF MINUTES:**

1. Minutes of April 13, 2006

**C. COUNCIL LIAISON REPORT:**

- D. CITIZEN COMMENTS** – on matters **not** on tonight's agenda.

**E. PUBLIC HEARING:**

1. Re-adoption of City Center Zoning – Ordinance  
Review an ordinance that will amend the City's Official Zoning Map and establish use districts for the City Center. Forward recommendation to City Council.

**F. WORK SESSIONS:**

1. Good Shepherd Baptist Church – Comprehensive Plan and Zoning Map Amendments  
A proposal to change one of two church lots from single-family to multi-family for the purpose of constructing a senior housing facility.
2. Parks & Recreation Element – Comprehensive Plan Text Amendments  
Annual update of this Plan element.
3. Transportation Element – Comprehensive Plan Text Amendments  
Text and policy updates of this Plan element, and the addition of a 20-year project list.

- G. BUSINESS:** None

**H. DIRECTOR'S REPORT & INFORMATION:**

1. City Council Actions
2. Upcoming Meetings

**I. ADJOURNMENT**

The public is invited to attend and participate in this public meeting. To request special accommodations for persons with disabilities, contact the City at (425) 670-6613 at least 24 hours prior to the meeting.

*Lynnwood Planning Commission*  
**Meeting of April 27, 2006**

## Staff Report

**Agenda Item: E-1**  
**Re-Adoption of City Center Zoning –**  
(2000CPL0002)

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

Lynnwood Dept. of Community Development — Staff Contact: Kevin Garrett, Planning Manager

### **ACTION:**

Following the public hearing, the Planning Commission will be asked to forward a recommendation on zoning designations for the City Center to City Council.

### **BACKGROUND:**

On March 14, 2005, the City Council adopted three ordinances that approved, at the concept level, the City Center Planning Project. Ordinance 2553 adopted the City Center Subarea Plan as part of the City's Comprehensive Plan (the Comprehensive Plan is the City's "constitution" for land use and development). That Plan envisions redevelopment of the City Center (the commercial area north of I-5 between the Transit Center and the Mall) into a vibrant urban center with: a mix of land uses; pedestrian-friendly streets; public and private open spaces; and urban intensities of development. This new center will attract major new investment providing jobs, retail shops and services, entertainment, public spaces and cultural attractions, as well as new housing, which do not now exist in the area. With this redevelopment, Lynnwood would become the premiere city north of Seattle, over the course of the next 20 years.

A major organizing feature of the Plan is the location of public spaces. A pedestrian Promenade crosses the City Center from west to east, connecting the three districts to each other and, in the future, also making connections to major locations west and northeast of the area. The Town Square sits on the south side of the Promenade in the heart of the Core district, with frontage in all directions on the new grid streets. The West End Plaza, intended as a public space for the mostly-residential West End, is located at the western end of the Promenade (and in the center of the West End district). Two small parks are located in at the northern edge of the West End (linking to the Civic Center area) and in the North End at a future extension of 194<sup>th</sup> St. SW.

Guiding development and use of land in the area calls for new development regulations and design guidelines. The Council approved these regulations and guidelines by adopting Ordinance 2554. Applying the regulations and guidelines to properties in the City Center required a new zoning map; Ordinance 2555 adopted new zoning designations (three new "districts", based on the Plan map) for the City Center. Copies of the Subarea Plan, the SEIS for the City Center, and the development regulations and

design guidelines are available on the City's web site ([www.ci.lynnwood.wa.us/Content/Business.aspx?id=72](http://www.ci.lynnwood.wa.us/Content/Business.aspx?id=72)).

Note that the new zoning designations did not apply new City Center zoning to three park sites (one in each district); the Council intended that the existing zoning of these sites remain in effect.

When the Council adopted these three ordinances, work on a program to upgrade public infrastructure (streets, parks, utilities) to accommodate the new development envisioned by the Plan had not been completed. Therefore, the Council delayed the effective date of the zoning map ordinance (No. 2555). Work on the mitigation program continued through the summer and fall, with two extensions of the effective date of the new zoning. This work recommended a revised street grid in the Core District and shifting the Town Square a short distance to the west of the location shown in the Plan.

In the fall, the City received a letter raising legal issues with the process whereby zoning designations for the future park sites were adopted. In February, with the new zoning scheduled to go into effect on March 6, and the Council not ready to approve the mitigation program, the Council repealed the zoning ordinance (No. 2555) and referred the matter of zoning designations to the Parks Board and Planning Commission for new recommendations. On April 4, the Parks Board that the City Council re-adopt zoning for the City Center with new street locations and preliminary park locations, and that the location of the public parks/plazas, and particularly the location of the "North End" park, should be reviewed as part of the City Center Parks Master Plan study.

This action provides the opportunity both to resolve any procedural issues with adoption of the zoning designations, to update the location of the Town Square AND to finalize the mitigation program. This action has no effect, however, on the City Center Subarea Plan, the development regulations and the design guidelines. The Plan, regulations and guidelines remain in effect. The schedule for the zoning designations calls for a new zoning ordinance to be presented to the City Council, together with recommendations from the Parks Board and Planning Commission, in May.

### **PROCESS:**

Planning Commission public hearing & recommendation to City Council – April 27.  
City Council Work Session – May 1.  
City Council public hearing and action (adoption, denial, etc.) – May 8.

### **RECOMMENDATION:**

Following the public hearing, recommend that the City Council approve City Center zoning designations, as attached to the staff report.

### **ATTACHMENT(s):**

1. Proposed Ordinance for City Center Zoning Designations – zoning map is Exhibit A.

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**CITY OF LYNNWOOD**  
**ORDINANCE NO. \_\_\_\_\_**

AN ORDINANCE AMENDING CHAPTER 21.04 OF THE LYNNWOOD MUNICIPAL CODE AND AMENDING THE OFFICIAL ZONING MAP OF THE CITY OF LYNNWOOD AND ESTABLISHING USE DISTRICTS FOR THE CITY CENTER; PROVIDING AN EFFECTIVE DATE; AND PROVIDING FOR SUMMARY PUBLICATION.

WHEREAS, the Subarea Plan for the Lynnwood City Center provides for three districts (West End, Core and North End), with separate mixes of land uses, development densities and intensities for each district; and

WHEREAS, the existing zoning designations for properties in the City Center are not consistent with the Subarea Plan; and

WHEREAS, on March 14, 2005, the City Council passed Ordinance 2555, entitled "An Ordinance Amending Chapter 21.04 of the Lynnwood Municipal Code and Amending The Official Zoning Map of the City of Lynnwood and Establishing Use Districts For the City Center and Providing an Effective Date"; and

WHEREAS, Section 5 of Ordinance 2555 provided that the ordinance shall take effect and be in force 120 calendar days after its passage, approval and publication (July 19, 2005) to allow time for the development and approval of interim mitigation fees for park and transportation facilities; and

WHEREAS, on June 27, 2005, the City Council passed Ordinance 2573 which amended Section 5 of Ordinance 2555 to extend the effective date of Ordinance 2555 from July 19, 2005 to December 12, 2005; and

WHEREAS, on November 28, 2005, the City Council passed Ordinance 2597, which further amended Section 5 of Ordinance 2555 (Section 1 of Ordinance 2597) to extend the effective date of Ordinance 2555 to March 6, 2006; and

WHEREAS, on February 13, 2006, the City Council was not ready to approve an interim mitigation fee and program for park and transportation facilities; and

WHEREAS, on February 13, 2006, the City Council adopted Ordinance 2607, repealing Ordinance 2555 and referring consideration of zoning designations to the City's Planning Commission and Parks Board for recommendation; and

WHEREAS, on April 4, 2006, the Parks Board recommended adoption of the zoning as shown on Exhibit A to this ordinance, provided that location of the public parks/plazas, and particularly the location of the "North End" park, should be reviewed as part of the City Center Parks Master Plan study; and

1 WHEREAS, on April 27, 2006, the Planning Commission held a public hearing on the  
2 proposed zoning designations for the City Center and, following that hearing, recommended  
3 adoption of the zoning as shown on Exhibit A to this ordinance; and  
4

5 WHEREAS, on May 8, 2006, the City Council held a public hearing on the proposed  
6 zoning designations for the City Center; and  
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8 WHEREAS, the City Council wishes to make the zoning designations in the City Center  
9 consistent with the Subarea Plan; and  
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11 WHEREAS, the City Council wishes to study further the appropriate development  
12 intensity and building height in a portion of the North End district; now, therefore  
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16 THE CITY COUNCIL OF THE CITY OF LYNNWOOD, WASHINGTON, DO  
17 ORDAIN AS FOLLOWS:  
18

19 Section 1. Chapter 21.04 of the Lynnwood Municipal Code and the official zoning map of the  
20 City of Lynnwood are amended as set forth in this ordinance.  
21

22 Section 2. Except as provided in Sections 3 and 4 of this ordinance, the zoning classifications of  
23 the properties in the City Center are hereby changed to the three City Center districts, as shown  
24 on Exhibit A to this Ordinance.  
25

26 Section 3. The four future park sites shown on Exhibit A and described in Exhibit B shall  
27 maintain their current zoning.  
28

29 Section 4. The portion of the North End district that is north of the proposed extension of 194<sup>th</sup>  
30 St. SW is designated as “Study Area” until such time as the City Council adopts development  
31 regulations for this portion of the North End. The current zoning of this area (Business and  
32 Technical Park) remains in effect.  
33

34 Section 5. This ordinance shall take effect and be in force five calendar days after its passage,  
35 approval and publication.  
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38 PASSED BY THE CITY COUNCIL the \_\_\_\_ day of May, 2006, and signed in authentication of  
39 its passage this \_\_\_\_ day of May, 2006.  
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41 APPROVED:  
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46 DON GOUGH, Mayor  
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1 ATTEST/AUTHENTICATED:  
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7 PATRICK DUGAN, Interim Finance Director  
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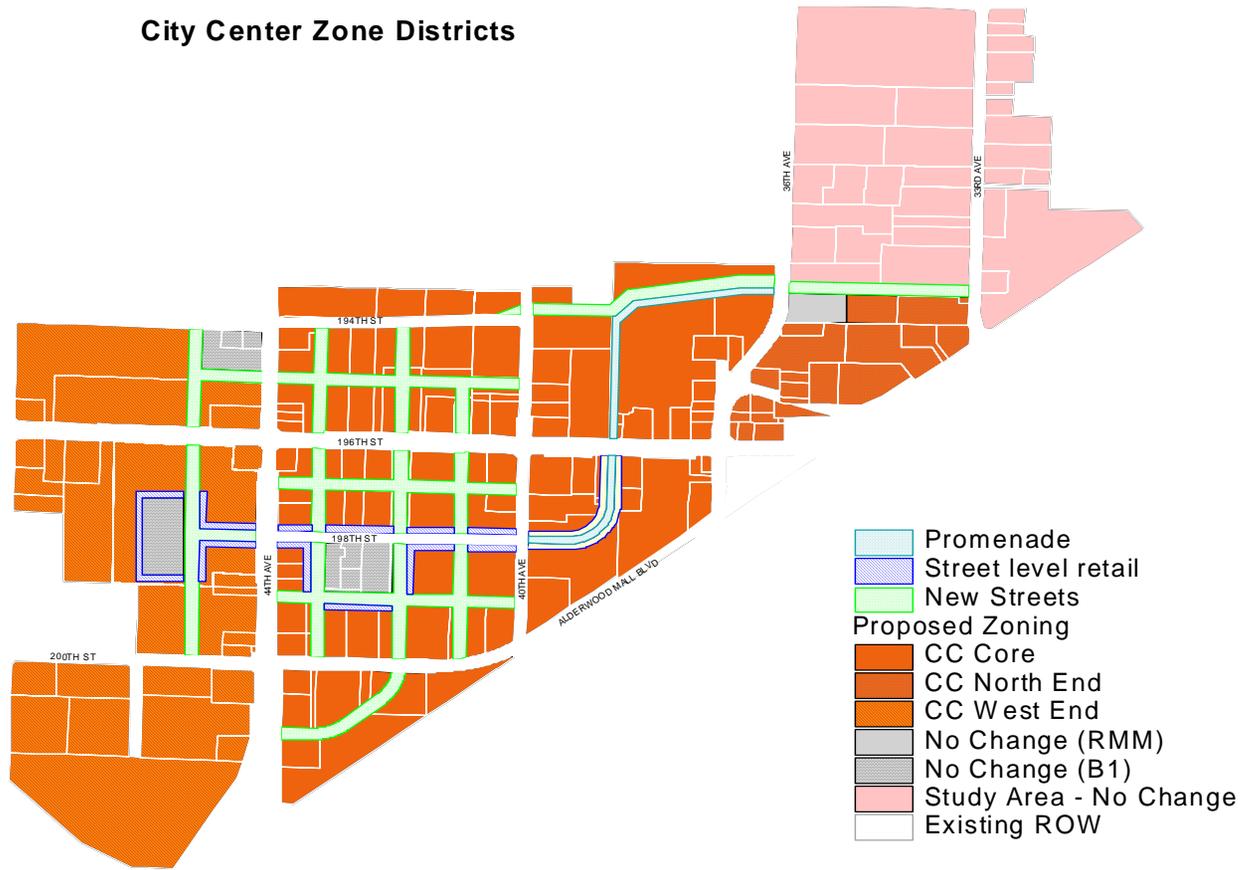
10 APPROVED AS TO FORM:  
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15 ROD KASEGUMA, Assistant City Attorney  
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22 PUBLISHED:  
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25 File Name: City Center Rezoning  
26 File Number: 00-CPL-0002  
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### Exhibit A City Center Zone Districts



G:\City Center Project\citycenterzones.apr:ExhibitA

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**Exhibit B**

**Property Description for Public Parks/Plazas**

North End Park

Starting at the southwest corner of Snohomish County Tax Lot Parcel #00-3726-002-008-05, then generally east along the south boundary of this parcel a distance of 320 feet, then generally north and perpendicular to the south property line a distance of 235 feet to the north boundary of this parcel, then west along the north boundary of this parcel to the northwest corner of this parcel (300 feet), then generally south along the west boundary of this parcel to the starting point.

Town Square (Core District)

The rectangular parcel formed by the existing right-of-way of 198<sup>th</sup> St. SW and the future rights-of-way of 42<sup>nd</sup> Ave. W, 199<sup>th</sup> St. SW, and 41<sup>st</sup> Ave. W., as those streets are described in Ordinance No. \_\_\_\_\_, also known as the Street Protection Ordinance.

West End Square

Starting at the intersection of the eastern ROW line of 44<sup>th</sup> Ave. W. and the southern ROW line of 198<sup>th</sup> St. SW, then west a distance of 480 feet to the eastern boundary of the Square (true starting point), then south a distance of 200 feet to the southeast corner of the Square, then west a distance of 210 feet (southwest corner), then north a distance of 460 feet (northwest corner), then east a distance of 210 feet (northeast corner), then south to the true starting point.

West End – North Plaza

The rectangular parcel formed by the existing right-of-way of 194<sup>th</sup> St. SW and 44<sup>th</sup> Ave. W. and the future rights-of-way of 195<sup>th</sup> St. SW, and 45<sup>th</sup> Ave. W., as those streets are described in Ordinance No. \_\_\_\_\_, also known as the Street Protection Ordinance.

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**SUMMARY OF ORDINANCE NO. \_\_\_\_\_**

of the City of Lynnwood, Washington

On the \_\_\_\_ day of \_\_\_\_\_, 2006, the City Council of the City of Lynnwood, passed Ordinance No. \_\_\_\_\_. A summary of the content of said ordinance, consisting of the title, provides as follows:

AN ORDINANCE AMENDING CHAPTER 21.04 OF THE LYNNWOOD MUNICIPAL CODE AND AMENDING THE OFFICIAL ZONING MAP OF THE CITY OF LYNNWOOD AND ESTABLISHING USE DISTRICTS FOR THE CITY CENTER; PROVIDING AN EFFECTIVE DATE; AND PROVIDING FOR SUMMARY PUBLICATION.

The full text of this Ordinance will be mailed upon request.

DATED this \_\_\_\_ day of \_\_\_\_\_, 2006.

\_\_\_\_\_  
PATRICK DUGAN  
Interim Finance Director

**Lynnwood Planning Commission  
Meeting of April 27, 2006**

## Staff Report

**Agenda Item: F-1  
Comprehensive Plan Amendment –  
Good Shepard Baptist Church (2006CPL0002)**

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

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

### BACKGROUND:

#### Property Description:

Applicant: Good Shepherd Baptist Church/  
Amer. Baptist Homes of the West

Owner: Washington Baptist Convention

Request: Plan Change: SF-2 to **MF-2**  
Zone Change: RS-7 to **RMM**

Purpose: Multi-family Senior Housing

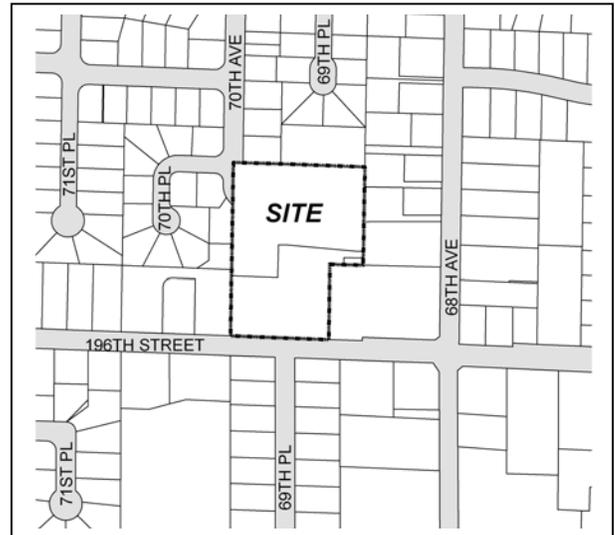
Location: 6916 – 196<sup>th</sup> Street SW

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)



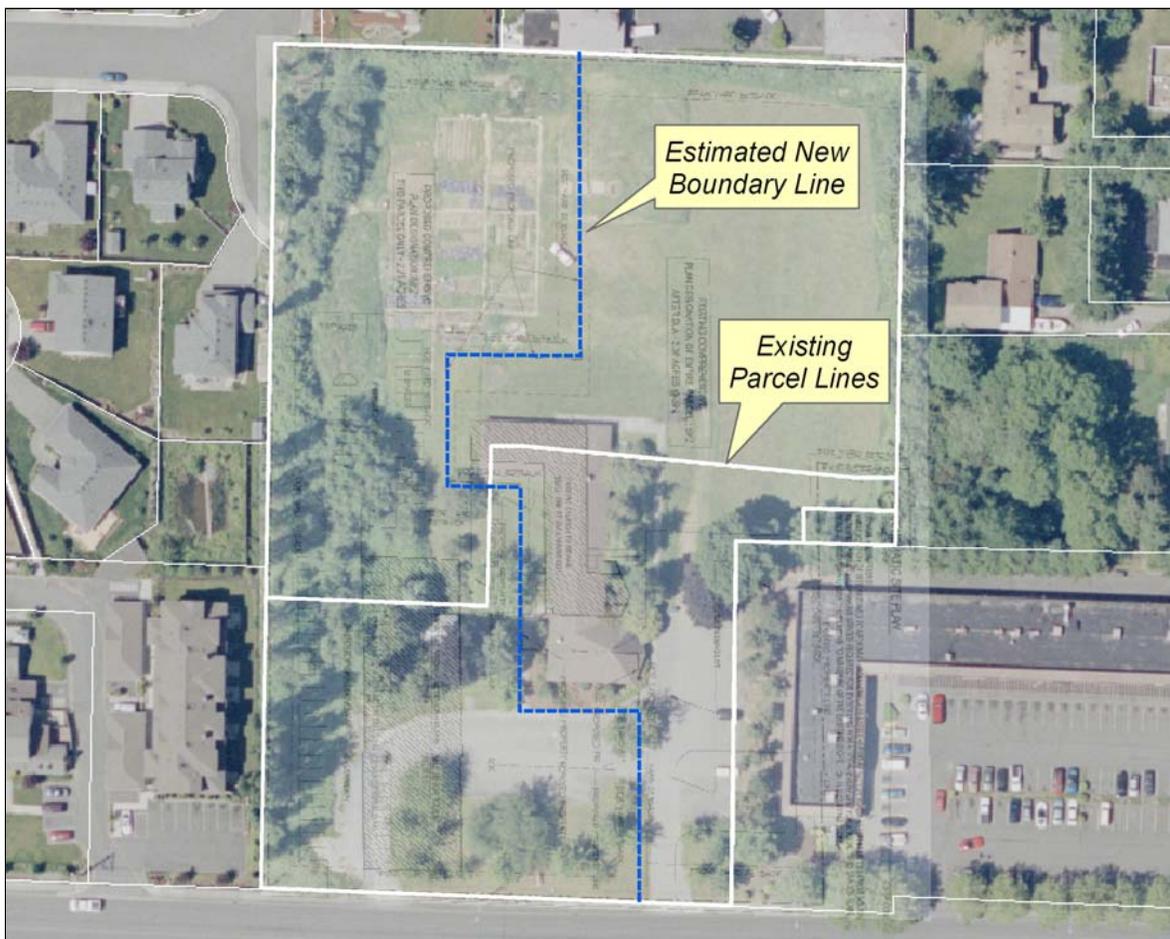
\* **Note:** The above map shows the current lot configuration. The proposal includes a Boundary Line Adjustment which would result in the lot sizes indicated.

### The Proposal:

**1. Plan Amendment:** The applicant would like to build a 40-unit senior housing facility on its property adjacent to the existing Baptist church. The property is zoned RS-7 (Medium-density Single-family). This is a single-family zone that doesn't allow multi-family developments. Therefore, the applicant is requesting 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. "Housing for the Elderly" is also allowed 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). 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 196<sup>th</sup> Street. The eastern lot would contain the church and its parking. The western lot would provide enough area (2.21 ac.) to accommodate a 40-unit housing facility and its required 60+ parking spaces. A portion of the northern end of that lot will remain vacant for possible future recreational or parking purposes.



**3. Concomitant Zoning Agreement:** A proposal similar to this one was processed in 2005. It received considerable neighbor opposition and was denied by the City Council. The opposition included concerns about the size and location of the senior housing structure, buffering, vehicular access and the lack of zoning guarantees that the facility would be for seniors only. The applicant feels their proposal will not be detrimental to their neighbors. To ensure that what they propose is what they will build, the applicants

are willing to lock in the key features of their proposal in a Concomitant Zoning Agreement (CZA) which would be adopted as a component of an approved change in zoning.

**LMC 21.22.800 – Concomitant Zoning Agreement, states:**

The city is specifically authorized to require that the applicant enter into a concomitant zoning agreement (CZA) with the city as a condition of the reclassification, and may through that agreement impose development conditions designed to mitigate potential impacts of the reclassification and development pursuant thereto.”

**Considerations:**

1. The Boundary Line Adjustment (BLA) has been submitted and is awaiting the final decision on this proposal. The BLA will then be completed as well.
2. The resulting two lots will share an irregular boundary that is designed to contain the existing church on the RS-7 lot and the senior housing on RMM. The lots have the proper area, street frontage and other characteristics.  
The Building Official has checked the type of construction of the church and determined that the adjusted setbacks may require very minor adjustments but appear to be generally sufficient for the intended project.
3. City code prohibits the use of a BLA to increase density. This proposal will actually reduce the size of one lot to allow a 40-unit apartment complex. The other lot will continue to be occupied by the church. That lot will increase in size but, since it will remain in the RS-7 zone, density will not be affected.
4. 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 intent of that goal was discussed during the 2005 process. Although this site could be used for single-family homes, the City must also consider its location on one of our busiest arterials and the fact that nearly all other properties along 196<sup>th</sup> Street have been zoned for multiple-family or commercial use. The "Single-family Retention" goal was intended primarily to retain our single-family housing stock. Thus, an argument can be made that there is no such housing to preserve on this site. While this proposal will not move the City closer to the 60/40 target, other important factors and criteria will also be considered.
5. A number of concerns were voiced by neighbors during the 2005 public hearings. The applicant has considered those concerns and has addressed them in the Evaluation Criteria and in the proposed Concomitant Zoning Agreement (CZA), as follows:



- a. Senior Housing Use Only: The CZA states, "New development on the subject lot shall be constructed and continually maintained as a residence for senior citizens."
- b. Design of the Structure: The new structure will be subject to the City's Design Review process to ensure that it complies with applicable Citywide Design Guidelines and is complementary to nearby development.
- c. Siting of the Structure: The new building will be as close to 196<sup>th</sup> Street as possible to minimize impacts on the single-family neighborhood to the north. To minimize impacts on adjacent multi-family residences, the structure will be moved eastward, well beyond the required 15 ft. setback.
- d. Fencing: A six-foot high site screening fence is proposed along the west and north property lines of the senior housing lot. However, fencing will not be provided between the new structure and the existing church so that a functional and aesthetic connection can be maintained.
- e. Parking: Off-street parking will be under the new building and behind the building and designed to meet the City's code requirements. No parking is proposed in the front yard area between the building and 196<sup>th</sup> Street.
- f. Landscaping: A continuous landscaped buffer is proposed along the western and northern property lines, to benefit both single-family and multi-family neighbors. The buffer, in general, will include evergreen conifer trees a maximum of ten feet apart with low evergreen groundcover beneath. A similar buffer will not be required along the eastern property line where it is important to maintain the relationship with the church.

If approved, the CZA will become part of the zoning of this property and can only be changed through the public rezone process.

### Current Zoning:

The map to the right 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 68<sup>th</sup> Ave. and 196<sup>th</sup> St. Other properties along 196<sup>th</sup> Street to the west are zoned for multiple-family residential uses.

The zoning along the south side of 196<sup>th</sup> Street is primarily commercial.



### Process:

The Planning Commission's role includes the following steps:

- Study and discuss the proposal in a work session. Ask questions of the applicant and/or staff.
- Conduct a public hearing and accept public comments.
- Consider all testimony, information in the staff report and related data.
- 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.

### **Criteria:**

Application materials have addressed the City's criteria for amending the Comprehensive Plan (see attached). These criteria will be used in the review of this proposal by the Planning Commission and City Council:

- A. The proposal is consistent with the provisions of the Growth Management Act (GMA) and will not result in Plan or regulation conflicts; and
- B. The proposal will change the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, businesses, or residents; and
- C. The proposed amendment can be accommodated by all applicable public services and facilities, including transportation; and
- D. The proposal will help implement the goals and policies of the Lynnwood Comprehensive Plan; and
- E. If the proposal could have significant impacts beyond the Lynnwood City limits, it has been sent to the appropriate Snohomish County officials for review and comment.

### **Next Steps:**

- The Planning Commission's public hearing on this proposal is tentatively scheduled for June 8.
- The Commission's recommendations will not be finalized until the hearing is closed, which will be on or after June 22.
- Staff recommendations will be provided on all of this year's proposals prior to the Commission's final actions.



*Lynnwood Planning Commission*  
**Meeting of April 27, 2006**

## Staff Report

**Agenda Item: F-2**  
**Comprehensive Plan Amendment –**  
**Parks & Recreation Element Update**  
(2006CPL0006)

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

Dept. of Parks, Recreation & Cultural Arts — Staff Contact: Laurie Cowan, Park Planner

### **ACTION:**

Presentation and discussion only – no action necessary at this meeting.

### **BACKGROUND:**

The Dept. of Parks, Recreation and Cultural Arts is proposing a number of data and text changes to the Parks, Recreation and Open Space Element. Among the changes are:

- Park acres are revised to reflect current inventory.
- LOS is revised to reflect current population and inventory.
- Completion dates are updated in Goals, Objectives and Policies.
- Parks map is updated to show new park properties.

In addition to the text changes, revisions to the Comprehensive Plan Map and Zoning Map are proposed for the following park sites:

- Weston property (3 ac.) on 164<sup>th</sup> Street SW in north Lynnwood  
-- Change from Single-family Residential to Parks, Recreation & Open Space (PRO)
- Wetland property (21 ac.) on 48<sup>th</sup> Ave. W. in the MUGA.  
-- Change from Undeveloped to Parks, Recreation & Open Space (PRO)
- Hageman property (7.69 ac.) on 178<sup>th</sup> Street SW in the MUGA.  
-- Change from Single-family Resid. & Undeveloped to Parks, Rec. & Open Space (PRO)

### **PROCESS:**

The Planning Commission will review the materials presented in the attached document. If additional materials or significant changes are forthcoming, another work session can be scheduled in late May or early June. If not, the proposed amendments will go to a public hearing in June and the Commission will forward its recommendations to the City Council. The Council will conduct its own work sessions, followed by a public hearing in August or September prior to adoption of this year's amendments.

## **RECOMMENDATIONS:**

- Review the proposed amendments.
- Ask questions of staff during the work session.
- Suggest changes, additions or modifications, as appropriate.
- Take public testimony at the upcoming public hearing.
- Recommend City Council action of the updated element following the hearing.

## **ATTACHMENTS:**

1. Proposed changes to the Parks, Recreation & Open Space Element.
2. Updated map of parks, open space and trails (last page of the element).

# PARKS, RECREATION AND OPEN SPACE ELEMENT

Introduction	1
Planning Context	1
Summary of Issues	2
Existing Conditions	3
Demand & Needs Assessment	4
Goals, Objectives & Policies	6

## INTRODUCTION

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Parks, recreation and open space are essential to a high quality of life in a community. Since incorporation in 1959, the City of Lynnwood has acquired and developed many park and open space lands and established an excellent recreation program. As Lynnwood and the Puget Sound region grow and change, it is vital to be prepared to accommodate new growth while maintaining and enhancing the quality of life we have grown to enjoy.

This element of the Comprehensive Plan includes a summary of the existing conditions and issues relevant to the City's parks, recreation and open space system. The element includes a demand and needs assessment and concludes with the goals, objectives and policies for the City's parks, recreation and open space system.

Supporting data for this element on which Plan objectives and policies are based, including analyses, references and detailed inventories, can be found in the **Background Report** of this Plan. This element is also supported by the Parks and Recreation Comprehensive Plan, currently being updated to be consistent with the Comprehensive Plan.

## PLANNING CONTEXT

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The Parks, Recreation and Open Space Element of the Comprehensive Plan is optional under the Growth Management Act (GMA), but the City is choosing to incorporate this element into the Plan because it is a vital part of a high quality community.

The GMA goals pertaining to the parks, recreation and open space element are:

**Open Space and Recreation:** Encourage the retention of open space, development of recreational opportunities, conserve wildlife habitat and increase access to natural resource lands.

**Environment:** Protect the environment and the state's high quality of life.

## **Regional Planning:**

Lynnwood's Comprehensive Plan is consistent with Destination 2030's policies related to parks, recreation, and open space. The Plan calls for preservation, acquisition, and development of parks, recreation, and open space facilities, including non-motorized facilities, consistent with the regional vision.

## **County-Wide Planning Policies:**

Countywide planning policies do not specifically address community parks and recreation issues within cities or their urban growth areas. It is, however, the County's policy to provide greenbelts and open space to provide separation from adjacent urban areas, and regional park facilities within urban growth areas. Snohomish County's Parks and Recreation Comprehensive Plan states that "parks are necessary for development." This policy provides the opportunity for cities to work with the County to provide park land within urban growth areas.

## **SUMMARY OF ISSUES**

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The following is a summary of issues relating to parks, recreation and open space in the City. It is the intent of the Comprehensive Plan to propose solutions to these issues through the implementation of programs and policies in this element.

- Due to the limited amount of vacant land in the City, the timing of acquisition and the location of park and open space lands are important if the City wants to maintain a balance of land uses and meet the proposed level of service standards, planning standards and goals.
- There is currently a deficit of active park facilities in Lynnwood. Additional acres of Core Parks (mini, neighborhood and community parks) are needed to meet the recommended level of service for Core Parks.
- The City's primary recreation facility need is renovation and expansion of the existing Recreation Center and construction of a new community center for programming youth/teen and senior activities, performing arts and sports. A new community center would relieve over programming at the existing Recreation Center with complimentary programs.
- Preservation of the City's historical resources and interpretation of Lynnwood's past is a priority. Continued renovation of the historic structures, programming of heritage activities, and development of interpretive exhibits at Heritage Park will provide the community with a sense of its heritage.
- To provide more walking, bicycling and commuter opportunities, a comprehensive system of trails and bicycle lanes needs to be developed. Additional trails are also needed to meet the recommended level of service. The city-wide Non-Motorized Transportation Plan is currently being developed with Public Works to help identify the non-motorized transportation needs of the community.
- The acquisition and preservation of open space continues to be a high priority, and is an important consideration when determining funding priorities.
- The availability of funding to provide new parks and recreation facilities, and improvements to existing facilities, is a critical issue. Alternate funding sources such as user fees, park mitigation fees, grant funds, bonds, and partnerships with other agencies, non-profit organizations and the private sector, need to be considered for future parks and recreation needs.

- To reduce the demand on existing parks and recreation facilities within the city limits, the acquisition of park land in future UGA annexation areas is a major consideration. It is necessary to pursue joint acquisition of these sites with Snohomish County.
- To preserve and protect our existing assets, the maintenance and operations of our parks and recreation facilities need to remain an important budget consideration.
- The preservation of existing trees during subdivision development is an issue of public concern.
- Athletic facility users have expressed a need for additional quality athletic facilities. The demand for athletic facilities in the City exceeds the current supply.
- A revised Level of Service policy has been adopted for parks and recreation needs in the City Center that is half of the existing standard. Future characteristics and social patterns for City Center users and residents are expected to be different than that of the rest of the city. Park mitigation fees are also being considered for development in the City Center.
- To provide the park, recreation and open space facilities needed within the City Center, sites must be identified and acquired in accordance with the City Center Master Parks Plan.

## **EXISTING CONDITIONS**

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The City's current parks, recreation and open space inventory amounts to approximately 376 acres and includes park facilities, within the city and in the UGA, that offer both active and passive recreational opportunities. The park facilities within the city are categorized into the following functional classifications for planning and programming purposes, according to size and function.

### **Core Parks:**

Core Parks (mini, neighborhood and community parks) traditionally provide a combination of active and passive uses, including play equipment, picnic areas, athletic fields, and trails. The City currently operates 14 developed parks in the Core Parks category. When funding is available, four additional Core Park properties will be developed within the city, and three within the City's Urban Growth Area. Core Park land accounts for approximately 143 acres, or 40% of the total inventory.

### **Special Use Areas:**

Four facilities in Lynnwood are classified as "Special Use Areas" based on their current purpose and/or activity - the Municipal Golf Course, the Recreation Center, the Senior Center and Heritage Park - for a total of 81.45 acres. Because of its primary historical purpose, Heritage Park is included in this category.

### **Open Space:**

The City's Open Space classification includes large natural areas and urban greenbelts. It is the City's policy to preserve natural resources for the conservation of important habitats and for passive recreational use whenever possible. Approximately 134 acres in and adjacent to Lynnwood are preserved as Parks and Recreation-maintained open space. Scriber Lake Park and Scriber Creek Park are included at this time because they do not have active recreation

elements. Detailed information and the locations of Lynnwood's parks, recreation and open space facilities are included on Table 1 and the Parks, Recreation and Open Space Map in this Plan and on Table 4 in the **Background Report**.

Regional Parks are not included in the City's parks and open space inventory. Regional parks are typically large facilities that draw from multiple jurisdictions and are often located in unincorporated urban growth areas. These facilities are historically provided at the County level, whereas neighborhood and community parks are provided by cities, usually within their boundaries. Meadowdale Beach County Park is an example of a regional park within our UGA.

## DEMAND AND NEEDS ASSESSMENT

Over the years, the City of Lynnwood has continued to improve and expand its inventory of recreational resources. Residents are well served by a variety of leisure opportunities, but with population growth comes an increasing demand for more parks, open space and recreation facilities in order to maintain the recommended Parks Level of Service Standard (LOS).

**Level of Service:** The recommended Parks LOS Standard in Lynnwood is 10 acres per 1,000 population. This standard is expressed as acres of park, recreation and open space needed for each 1,000 persons, using the 2005 OFM estimated population of 34,830. The standard is further delineated as 5 acres per 1,000 population for Core Parks (mini, neighborhood and community parks), and 5 acres per 1,000 population for Other Park Land (open space and special use facilities). The adopted City Center Sub-Area Plan recommends a reduced Parks Level of Service Standard for the City Center project.

The demand and need for parks, recreation and open space in Lynnwood has been assessed through analyses of existing conditions, potential park sites, available resources and level of service. Trends in recreation were considered and public input was obtained through surveys and community meetings.

**Table 1: Parks, Recreation and Open Space  
DEMAND AND NEED WITHIN THE CITY**

#	Classification	Existing <sup>1, 4</sup>	2005–34,830 OFM Est. Population		2025–43,910 Est. Population <sup>5</sup>	
			Demand <sup>2</sup>	Need <sup>3</sup>	Demand <sup>2</sup>	Need <sup>3</sup>
	<b>Core Parks:</b>					
5	Mini	3.32 ac	5.22 ac	1.90 ac	6.58 ac	3.26 ac
9	Neighborhood	45.21 ac	52.25 ac	7.04 ac	65.87 ac	20.66 ac
4	Community	94.77 ac	116.68 ac	21.91 ac	147.10 ac	52.33 ac
	<b>Subtotal:</b>	<b>143.30 ac</b>	<b>174.15 ac</b>	<b>30.85 ac</b>	<b>219.55 ac</b>	<b>76.25 ac</b>
	<b>Other Park Land:</b>					
4	Special Use	81.45 ac	69.66 ac	0 ac	87.82 ac	6.37 ac
	Open Space	134.22 ac	104.49 ac	0 ac	131.73 ac	18.54 ac
	<b>Subtotal:</b>	<b>215.67 ac</b>	<b>174.15 ac</b>	<b>0 ac</b>	<b>219.55 ac</b>	<b>24.91 ac</b>
	<b>TOTAL:</b>	<b>358.97 ac</b>	<b>348.3 ac</b>	<b>0 ac</b>	<b>439.10 ac</b>	<b>101.16 ac</b>
4	<b>Trails:</b>	<b>7.10 mi</b>	<b>8.71 mi</b>	<b>1.61 mi</b>	<b>10.98 mi</b>	<b>3.88 mi</b>

Source: City of Lynnwood Parks, Recreation and Cultural Arts Department, 2000, revised 4/2006.

Notes:

- 1 Includes developed and undeveloped park facilities within the city limits only.
- 2 Demand reflects total park acres required to meet adopted level of service standard for each category.
- 3 Need reflects additional park land required to meet adopted level of service standard for each category. See Table 6 in **Background Report** for detailed analysis.
- 4 City park property located outside the city in the UGA is not included in the City's demand and need analysis.
- 5 The 2025 population estimate includes the City Center population, which is projected to be 5,400. The demand and need for 2025 reflects a recommended LOS standard reduction of 5 ac/1000 for the City Center population.

Population projections were applied to determine future impacts on the City's existing parks system. In addition to maintaining and improving the City's existing facilities, additional park facilities will be needed to meet current and future demands and the recommended LOS within the City and in the City's urban growth areas.

### **Within City Boundaries:**

The adopted Parks Level of Service Standard is 10 acres per 1000 population. The current level of service for combined park classifications achieved is 10.31 acres per 1000 population. There remains a need for an additional 30.85 acres in the Core Parks category to meet the demand (recommended acres) for 174 acres of active park land. The inventory also shows a deficit of 1.61 miles in the Trails category to meet the demand for 8.71 miles of trails outside parks.

By the year 2025, it is estimated that Lynnwood's population will increase to approximately 43,910. This includes the estimated City Center population of 5,400. The need for park land in the City Center is calculated using a reduced Parks LOS Standard of 5 ac/1000. Continued park acquisition and development will be necessary to meet the demand for parks, open space and recreation facilities in 2025. Table 1 summarizes the existing and future demand and need within the city. See also Table 6 – City Level of Service/Demand and Need in the **Background Report** for a more detailed analysis.

### **Within Urban Growth Areas:**

New residential and commercial development in the UGA is generating demand for parks, recreation facilities and open space. In the future North Gateway annexation area, approximately 93 acres of open space in the Swamp Creek corridor have been preserved jointly by Snohomish County and the City of Lynnwood. The City has also acquired a 9-acre future park site adjacent to the North Gateway annexation area, and 7.69 acres of future park property in the Tutmark Hill area east of Interstate 5.

There are currently no active use park facilities in the City's UGA, which has a population of over 30,000. As a result, Lynnwood's parks are over-burdened with non-resident use. Applying our Parks Level of Service Standard to the UGA population would require approximately 300 acres of parks and open space. To provide park facilities needed by the growing population now and in the future, the City will continue to seek equitable methods of acquisition and development with Snohomish County and other jurisdictions.

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## GOALS, OBJECTIVES AND POLICIES

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### GOAL:

**Provide a comprehensive system of parks, open space and recreation facilities that serves the needs of current and future residents, and visitors to Lynnwood.**

### Subgoal: Park System

**Provide a system of mini, neighborhood and community parks to meet the recreational needs of the community.**

### Objectives:

**P-1: Acquire Core Park land in the city to help meet the community's recreational needs.**

**Policy P-1.1:** Provide the minimum adopted level of service of 5 acres/1000 population for Core Parks.

**Policy P-1.2:** Acquire park land in accordance with the Annual Budget and Capital Facilities Plan.

**Policy P-1.3:** Annually review vacant and underdeveloped parcels and park service areas to determine underserved neighborhoods in the city.

**Policy P-1.4:** Plan for the location of parks in the proximity of high-density developments.

**Policy P-1.5:** Use a variety of methods for funding acquisition of park lands including grants, user fees, City funding, interjurisdictional cost-sharing, land developer contributions and other sources.

**Policy P-1.6:** Adopt and implement a program to require new residential and commercial development to provide impact mitigation to the City, either by dedication of park land, plazas, park improvements, or payment of "in-lieu-of" fees.

**Policy P-1.7:** Preserve land for future park development.

**P-2: Acquire park land in urban growth areas for future development.**

**Policy P-2.1:** Pursue cooperative planning efforts with Snohomish County and neighboring jurisdictions in urban growth areas and future annexation areas.

**Policy P-2.2:** Annually review potential parks and open space sites in UGA, and related facilities needed to provide the recommended level of service.

**Policy P-2.3:** Seek methods of acquisition and development of these sites and facilities, which reflect the responsibilities of Snohomish County and the City.

**P-4: Plan and develop new parks and renovate existing parks in the city and in urban growth areas.**

**Policy P-4.1:** Design new parks in accordance with the purpose, size and classification of each.

**Policy P-4.2:** Design new parks and provide improvements to existing parks to promote public safety and security.

**Policy P-4.3:** Provide a variety of recreational opportunities to serve a diverse population.

**Policy P-4.4:** Provide accessibility to all park facilities in accordance with Americans with Disabilities Act standards.

**P-5: Plan and develop Tutmark Hill community park in the UGA per Interlocal Agreement with Snohomish County, by 2008.**

**P-6: Begin first phase of Scriber Lake Park renovation by 2007.**

**P-7: Develop new neighborhood parks, Stadler Ridge Park and Rowe Park, per master plans in 2007-2008.**

**Subgoal: Open Space System**

**Provide a system of open space to preserve and protect the area's remaining native forests, wetlands, streams and wildlife habitats.**

**Objectives:**

**OS-1: Continue acquisition of open space properties in the Lund's Gulch, Swamp Creek and Scriber Creek watersheds.**

**Policy OS-1.1:** Provide the minimum adopted level of service of 3 acres/1000 population for Open Space.

**Policy OS-1.2:** Preserve areas with significant environmental features such as view corridors, landforms and plant and animal communities.

**Policy OS-1.3:** Use a variety of methods for funding open space acquisitions including grants, donations, tax abatements, City funding, interjurisdictional cost-sharing, land developer contributions and other sources.

**Policy OS-1.4:** Support volunteer and interjurisdictional efforts for restoration and preservation of the four major watersheds in South Snohomish County: Scriber Creek, Lund's Gulch, Swamp Creek and Hall Creek.

**Policy OS-1.5:** Continue to encourage stewardship of open space and natural areas through the City Stewards program.

**OS-2: Plan conservation and passive development of 21-acre Lund's Creek headwaters property with the Brackett's Landing Foundation.**

**OS-3: Develop Master Plan for Lund's Gulch and Meadowdale Beach Park in partnership with Snohomish County, the Brackett's Landing Foundation and Friends of Lund's Gulch.**

**OS-4 Acquire open space within urban areas to buffer and enhance the built environment.**

**Policy OS-4.1:** Conduct an annual review of vacant and underdeveloped parcels within the city for potential acquisition of open space.

**Policy OS-4.2:** Preserve open space corridors and trail linkages between parks, neighborhoods, schools and commercial centers. Where possible, acquire key linkages between parks and trail segments to create connected trail system.

**OS-5: Provide passive recreational opportunities in acquired natural areas.**

**Policy OS-5.1:** Provide neighborhood access to natural areas with trailheads and parking, in accordance with Chapter 17 of the Lynnwood Municipal Code and ESA regulations.

**Policy OS-5.2:** Provide environmental educational opportunities in natural areas with interpretive signage, nature trails and overlooks.

**OS-6: Work with Public Works and community volunteers in the enhancement of City-owned stormwater detention areas for passive community use.**

**Subgoal: Facilities and Programs**

**Provide facilities and programs that promote a balance of recreational opportunities.**

**Objectives:**

**FP-1: Identify and prioritize the need for new/upgraded facilities and programs on an annual basis.**

**Policy FP-1.1:** Seek adequate funding and timely development of such facilities in accordance with the Annual Budget and Capital Facilities Plan.

**Policy FP-1.2:** Provide the minimum adopted level of service of 2 acres per 1000 persons for Special Use facilities.

**Policy FP-1.3:** Provide improvements to facilities that are cost-effective, durable, attractive and energy efficient.

**Policy FP-1.4:** Provide facilities that meet competitive playing standards and requirements for all age groups and recreational interests.

**Policy FP-1.5:** Continue to offer specialized programming for diverse community groups such as seniors, youth and teens, and preschool.

**FP-2: Complete phased development of Heritage Park, including renovation of all the historic structures, by 2007, and develop heritage programming of park.**

**Policy FP-2.1:** Work with the community to provide information to interpret the history of the Lynnwood/Alderwood Manor area, including historical displays, programs, interpretive signage and expansion of the transportation museum in the Wickers Building.

**Policy FP-2.2:** Work with Snohomish County Tourism Bureau to facilitate visitor information services.

**Policy FP-2.3:** Work with the Alderwood Manor Heritage Association on a park docent program and historical programming within the park.

**Policy FP-2.4:** Work with the Sno-Isle Genealogical Society to provide a community genealogical library in the Humble House.

**Policy FP-2.5:** Work with the Car 55 Restoration Committee to complete renovation of Interurban Car 55.

**Policy FP-2.6:** Work with Snohomish County Master Gardeners to develop demonstration gardens.

**FP-3: Renovate the existing Recreation Center and construct a new multipurpose community center that will provide for recreational, cultural, civic and leisure activities to serve varied age groups and community interests.**

**Policy FP-3.1:** Consider development of a Metropolitan Park District as a strategy to achieve a property tax levy to fund site acquisition, development and operations of a new community center and renovation of the existing recreation center. Take levy to voters in the fall of 2008.

**Policy FP-3.2:** Select and acquire property for new Community Center.

**FP-4: Develop a master plan for Wilcox Park, Scriber Lake Park and the adjoining School District property, reflecting how these areas can be connected for pedestrian access and related activities.**

**FP-5: Participate in the planning and design of a regional performing arts facility.**

**Subgoal: Trail System**

**Provide a connecting system of trails for recreational, commuter and general circulation purposes.**

**Objectives:**

**T-1: With other City departments, develop a Non-Motorized Transportation Plan and Trails Master Plan that links parks, schools, community facilities, commercial centers, neighborhoods and adjacent regional trail systems, by 2007.**

- Policy T-1.1:** Work with other jurisdictions to provide a continuous regional trail network.
- T-2: Develop additional trails outside of parks to meet the adopted minimum level of service.**
- Policy T-2.1:** Provide the adopted minimum level of service standard of 0.25 miles/1000 population for trails outside parks.
- Policy T-2.2:** Design and construct trails to required standards to serve a variety of users at varying skill levels.
- Policy T-2.4:** Include bicycle lanes when City streets are being reconstructed or built, and add bike routes to existing City streets, where feasible.
- Policy T-2.5:** Require new subdivisions to provide access to parks, trails and school sites.
- Policy T-2.6:** Encourage public and private funding for the development of trails.
- T-3: Plan and construct the northward extension of the Scriber Creek Trail to generally follow the creek route, from Scriber Lake Park north to the Meadowdale area and Lund's Gulch.**
- T-4: Provide improvements to the Interurban Trail to include trailheads, enhanced landscaping, signage and historic markers.**
- Policy T-4.1:** Support interjurisdictional efforts to provide consistent and aesthetic improvements along the length of the Interurban Trail.
- Policy T-4.2:** Promote trail safety through signage and educational activities for pedestrians and bicyclists.
- T-5: Construct Interurban Trail pedestrian bridge at 44<sup>th</sup> Ave., to complete "missing link" in Interurban Trail between 40<sup>th</sup> Ave. and 44<sup>th</sup> Ave, by 2007.**
- T-6: Coordinate completion of South Lund's Gulch Trail with Snohomish County, Brackett's Landing Foundation and volunteers. Trail is planned to cross Lund's Gulch Creek and connect with existing Meadowdale Beach Park trail, giving Lynnwood residents access to Lund's Gulch open space and a walkable connection to Puget Sound.**

**Subgoal: Activity Centers**

**Ensure that parks and open space are included as part of the land use mix in the activity centers' master plans.**

**Objectives:**

- AC-1: Work with Community Development to identify parks and open space sites, related improvements, and implementation strategies for the City Activity Centers and City Center plans, 2007-2011.**

**AC-2: Establish park and open space guidelines and achieve revised level of service standards for public and private improvements in the City Center.**

**Subgoal: Interjurisdictional Coordination**

**Coordinate parks, open space and facility planning and development with appropriate jurisdictions and agencies for mutually beneficial partnerships.**

**Objectives:**

**IC-1: Partner with Edmonds School District to improve selected existing school recreation sites for shared school/park use.**

**Policy IC-1.1:** Work with other agencies to provide adequate recreational facilities for community use.

**IC-2: Work closely with service providers and other local private and non-profit organizations in order to meet the diverse program and special events needs of the community.**

**IC-3: Pursue cooperative planning efforts with Snohomish County in the urban growth area to provide parks and open space in future annexation areas.**

**Subgoal: Facilities Management**

**Manage and maintain parks, open space and recreation facilities to optimize use and protect public investment.**

**Objectives:**

**FM-1: Continue a regular schedule for maintenance of parks, facilities and open space, and revise annually.**

**Policy FM-1.1:** Maintain and upgrade existing parks and facilities for the safety, comfort and satisfaction of park users.

**Policy FM-1.2:** Ensure that adequate funding and staff are available for management and maintenance of parks, facilities and open space.

**Policy FM-1.3:** Promote interjurisdictional operations of parks and facilities.

**Policy FM-1.4:** Advise the City Council and other City boards and commissions on a regular basis about facility management issues.

**Policy FM-1.5:** Update staff training in playground safety standards and play equipment inspection.

**FM-2: Coordinate the operations and maintenance of Heritage Park with community groups, including operations of the Visitor Information Center, Alderwood Manor Heritage Cottage, Sno-Isle Genealogical Library, heritage programming and demonstration gardens.**

**Policy FM-2.1:** Work with non-profit organizations and other community volunteers on parks, trails and open space service projects through the "City Stewards" volunteer program.

**FM-3:** Continue to implement City Pesticide and Fertilizer Use Policy within the City on public properties, including posting of areas to be treated in accordance with state and local requirements.

**Subgoal:     Monitoring and Evaluation**

**Monitor, evaluate and update parks, recreation facilities and open space to ensure balanced, efficient and cost-effective programs.**

**Objectives:**

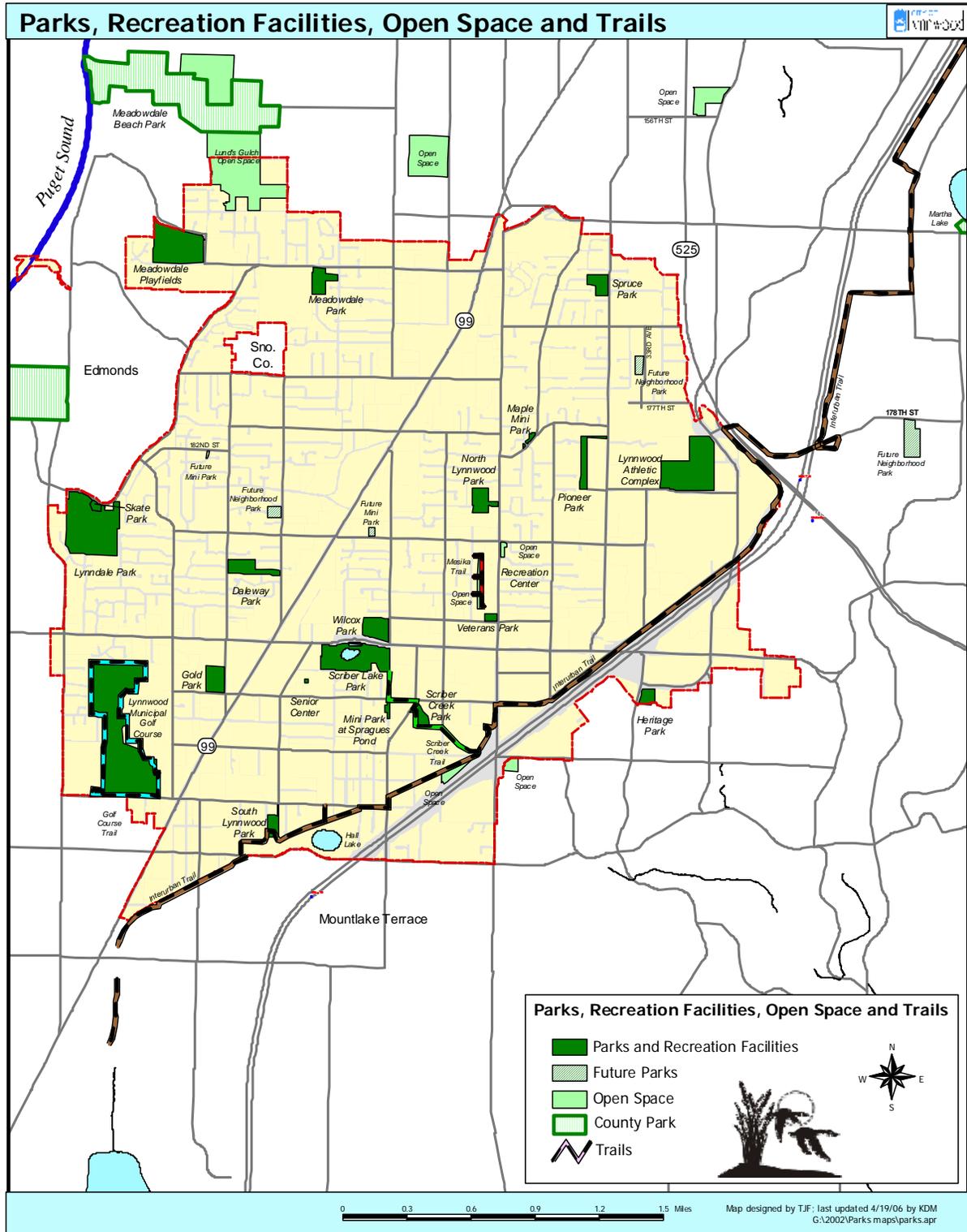
**ME-1: Update parks, facilities and programs in accordance with public input and survey results.**

**Policy ME-1.1:** Encourage community input by providing opportunities for public involvement in park, recreation and open space planning.

**ME-2: Annually update the Parks, Recreation and Open Space Element of the Comprehensive Plan, in accordance with State Interagency Committee for Outdoor Recreation (IAC) guidelines.**

**ME-3: Continue public information program to increase public awareness of the City's parks, recreation and open space system.**





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# TRANSPORTATION ELEMENT

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## INTRODUCTION

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Transportation continues to play a major role in Lynnwood's development as the economic center of southwest Snohomish County. Lynnwood's unique geographic position, half way between Everett and Seattle at the convergence of I-5 and I-405, provides a very convenient location with easy access to the north, south and the East Side of Lake Washington. The Washington State Ferry System, only minutes away, is another link in the highway system that provides direct access to the Kitsap and Olympic Peninsulas. The City's goal for the transportation system is:

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

## PLANNING CONTEXT

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### Growth Management Act:

Transportation is one of the five Comprehensive Plan "elements" mandated by the Growth Management Act (GMA) of 1990. The state transportation goal is:

**"Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans."**

GMA sets forth the requirements for this element, including goals, inventories, levels of service standards, etc. This element has been developed to fully comply with those requirements, including the "concurrency" requirement that requires a financial commitment in place to provide necessary transportation system improvements within six years for a new development.

GMA requires each jurisdiction to determine whether it can provide adequate transportation facilities and services, timed to serve the growth that it is required to accommodate. The definition of what is adequate is a local decision. The City of Lynnwood uses the SEPA review process to evaluate transportation impacts and to determine whether a development

is required to mitigate transportation impacts. The City has adopted a Level of Service "E" for all categories of the arterial street system except for the three hour period during peak commute periods when a LOS "F" will be permitted. A Level of Service "C" is adopted for residential streets.

Much of the technical work for this element was completed for the Transportation Element of the 1995 Comprehensive Plan. During that process, the City coordinated its efforts with adjacent cities, Snohomish County, Community Transit and Edmonds School District (bus data). This element also reflects the vision derived through extensive public participation.

Since the incorporated area of Lynnwood is now about 95 percent developed, the City is turning toward infill and the redevelopment of older areas. Its boundaries may also be expanded through the process of annexation. This will add more miles of streets to improve and maintain.

### **Regional Planning Strategy:**

The Puget Sound Regional Council (PSRC) adopted *Vision 2020: The Growth and Transportation Strategy for the Central Puget Sound Region* as the multi-county planning policies for King, Pierce, Snohomish and Kitsap counties. *Vision 2020* designated a subregional center in Lynnwood – one of only three such centers in Snohomish County.

The strategy is to connect such centers to suburban residential areas and other centers with an efficient, transit-oriented, multi-modal transportation system. This Plan also proposes to "develop a transportation system that emphasizes accessibility, includes a variety of mobility options, and enables the efficient movement of people, goods and freight."

### **Countywide Planning Policies (CPP):**

At the countywide level, the Snohomish County Council adopted Countywide Planning Policies in February 1993. These policies establish a framework for interjurisdictional transportation planning and coordination. This plan incorporates similar goals and policies. In particular, the City will continue to work with the County and nearby cities to promote transit and other alternatives to the single-occupant vehicle.

## **SUMMARY OF ISSUES**

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Demands on the transportation system continue to grow.

Along with population increases and economic growth, come increases in commuter trips, miles traveled, shipment of goods and other traffic demands. As Lynnwood's population increases, and more people choose to live in denser developments near the City's core, transportation will become an essential part of the City's economic health. A sound transportation system is essential to support the existing economy, to facilitate desired growth, to minimize the cost of congestion and to preserve mobility.

The following is a summary of major transportation issues facing the City in the future.

1. Transportation issues in the City of Lynnwood are complex and will require a coordinated effort with other jurisdictions to address current and future needs.

2. Major transportation projects will require multiple funding sources to make them financially feasible. The ability to secure grant funding, or other sources of funding, will determine how street and intersection improvements are accomplished.
3. Lynnwood lacks adequate east/west transportation corridors. Several existing streets will be studied for widening to relieve 196<sup>th</sup> St. SW Interstate 5 is an impediment to circulation in the vicinity of Alderwood Mall. A new north/south crossing of I-5 in the 33<sup>rd</sup> Ave. W. corridor will be studied.
4. It is the City's policy to preserve and protect the quality and character of our residential neighborhoods. A comprehensive program for dealing with neighborhood traffic issues will be developed.
5. Transportation improvements must balance the needs of providing access to neighborhoods, access to businesses, and providing an efficient flow of traffic.
6. Increased congestion creates an increase in delay and lowers Lynnwood's quality of life. However, solutions to congestion can have negative impacts on the City's quality as well. Wider roadways are not always the correct response to congestion. Denser development, more transit use, and less reliance on single-occupant-vehicle travel must be utilized as well.
7. Bicycle and pedestrian improvements should be considered whenever physically and financially feasible to continue the development of safe bicycle and pedestrian facilities.
8. The City will need to use technology to maximize traffic flow and safety on the City's arterial streets as our region continues to grow.
9. Lynnwood residents comprise a high proportion of the ridership on Community Transit buses that use the Lynnwood Transit Center and the Ash Way Park & Ride Lot. The City will need to work with regional transit service providers to enhance alternate travel mode opportunities for citizens.
10. The City's role as a regional service and transportation center requires the efficient movement of freight and goods.
- 11.
12. .
13. The City will include non-SOV (single occupancy vehicle) alternatives in its multimodal transportation strategy, including:
  - Pedestrian access and amenities
  - Bike lanes and facilities
  - Additional bus linkages
  - Van and car pools
  - Flex-time or altered start times

The land within the existing City limits in the year 2000 is approximately 98% developed. The City is in a period of redevelopment. Lynnwood's future is more toward that of a compact city, with denser mixed use development, than towards a traditional suburb. Projects such as the Convention Center, the new City Center and the redevelopment of the Edmonds School District properties (including the Lynnwood High School site) are expected to contribute to the continuation of that pattern. The transportation system must alter for this redevelopment, focusing more on pedestrian and transit to move people around these new mixed use neighborhoods.

Because vehicular access to the significant amount of commercial property in Lynnwood remains a critical function of the transportation system, a continued effort will be directed to improving the City's traffic control equipment, thereby optimizing the existing street system.

Existing grants will provide the funding for upgrades to approximately 70% of the traffic signals controlled by the City.

## **TRANSPORTATION FACILITIES AND CONDITIONS:**

### **1. Roads:**

The City's arterial street network is classified into a hierarchy of four categories: Principal, Minor, and Collector Arterials, and Neighborhood Streets as shown on the Arterial Roadway System map. In general, a Principal Arterial is the highest street category and has the greatest vehicular capacity. Its function is to connect major regional facilities (such as freeways) to the rest of the street network, and to move people and goods into and out of Lynnwood. The principal arterial system carries most of the trips entering and leaving the city, also travel between central business districts and residential communities or between major inner city destinations.

Lynnwood has three Principal Arterials that are also state highways:

- 196th Street SW (SR-524)
- 44th Avenue West (SR-524 Spur), south of 196th Street SW
- SR-99

Interstate-5, I-405, and SR-525 are located along the City's borders, and are directly fed by the City's arterial street system.

The Minor Arterial is the next highest arterial category, connecting principal arterials to other minor arterials, collector arterials and neighborhood streets. Minor Arterials provide for vehicular movements among the various areas within the City of Lynnwood. They accommodate trips of moderate length.

The Collector Arterials collect traffic from the neighborhood streets and convey it to the Principal and Minor Arterials. Collectors also serve as connections between the smallest areas within the City providing safe and reasonable access between neighborhoods. **Figure T-1** shows the mileage for each type of arterial in Lynnwood. The Existing Arterial Roadway System map shows the City's existing street network.

The majority of Lynnwood's traffic congestion is located at the intersections along the Principal and some Minor Arterials. The arterials are significantly affected by traffic passing through the City. As much as forty-five percent (45%) of the traffic on these arterials passes through the City, primarily during the morning and afternoon rush hours.

<b>Fig. T-1: Road Mileage</b>		
<b>Class</b>	<b>Mileage</b>	<b>Percent</b>
Principal Arterial	7.95	9%
Minor Arterial	17.85	20%
Collector Arterial	13.75	15%
Neighborhood Collector	50.80	56%
<b>TOTAL:</b>	<b>90.40</b>	<b>100%</b>
Source: Lynnwood Dept. of Public Works		

The Existing Traffic Counts and Volume to Capacity Ratio (V/C) at PM Peak map shows traffic counts on the existing roadway network. Figure T-2 lists the major intersections in Lynnwood where traffic volumes exceed the Level Of Service of the intersection during the afternoon peak hour. Additional capacity was added to the City's arterial street system with the completion of the I-5/196<sup>th</sup> Street SW interchange improvements at the end of 1999 and with the Highway 99 Widening project completed in 2003. Most of the intersections along Highway 99 have peak hour volumes at or above intersection capacity; other intersections are operating below capacity.

The City completed an update of the pavement management system in 2002. On the average, the City's street network was in good condition. The overall average score for the City's streets was 78 where 100 represents a new or recently overlaid street. The pavement management scores will be updated in 2006 or 2007. In the recent past, the City has spent approximately \$300,000 per year on street overlays and \$100,000 per year on major street repairs. The pavement management system recommends an annual overlay program of over \$1 million to maintain the current level of pavement conditions.

Lynnwood's street maintenance budget for 2005 was approximately \$850,000. This money was spent on routine maintenance items such as minor roadway repair, striping, signage, street cleaning, snow removal, landscaping maintenance, and minor sidewalk repairs. The funding levels for roadway maintenance have been sufficient to provide safe and well-maintained streets.

**Fig. T-2: Intersections That are Near or Exceed Capacity at Peak Hour**

Intersection	1992 PM Peak Hour Volume	Volume/ Capacity
Hwy. 99 / 200 <sup>th</sup>	4,319	1.01
Hwy. 99 / 196 <sup>th</sup>	6,052	0.97
Hwy. 99 / 188 <sup>th</sup>	4,322	1.01
Hwy. 99 / 180 <sup>th</sup>	4,524	1.13
Hwy. 99 / 176 <sup>th</sup>	4,545	0.92
Hwy. 99 / 164 <sup>th</sup>	3,597	0.90
196 <sup>th</sup> / Poplar	3,211	0.98
196 <sup>th</sup> / 28 <sup>th</sup>	1,630	1.42
196 <sup>th</sup> / 24 <sup>th</sup>	1,109	0.97

Source: Based on an analysis by Bell-Walker Engineers

**2. Bridges:**

The City is currently responsible for the maintenance and inspection of two bridges. They are the Scriber Creek bridge at Wilcox Park, which has been closed to vehicular traffic since 1995, and the north bridge of the three bridges completed in 1999 that make up the Alderwood Mall Blvd. crossing over 196<sup>th</sup> Street SW. All of the other bridges within the City are maintained by the Washington State Department of Transportation.

**3. Parking**

The City of Lynnwood experiences a major demand for parking for both employees and customers of retail stores. The demand for parking convenient to the workplace will continue to be substantial. The following areas within the City have a relatively large supply and demand for parking:

- Lynnwood Transit Center with 985 stalls (second largest in the state)

- Alderwood Mall (two new parking structures increased supply to nearly 5,300 stalls)
- Quadrant Office Complex
- Major retail facilities on:
  - Highway 99
  - 196<sup>th</sup> St. SW
  - Alderwood Mall Parkway
  - Alderwood Mall Blvd.
- Edmonds Community College

The land uses along Highway 99 are expected to remain auto oriented, and the parking needs are likely to remain higher than other areas.

#### 4. Sidewalks, Paved Shoulders and Bicycle Facilities

Like other cities that developed as a suburb, Lynnwood has an auto-oriented transportation system. More emphasis has been placed on getting to places by car and less emphasis has been placed on non-motorized connections.

<b>Fig. T-3: Sidewalk Mileage</b>			
<b>Class</b>	<b>Potential Sidewalks (miles)</b>	<b>Existing Sidewalks (miles)</b>	<b>Percent</b>
Principal Arterial	16	15	94%
Minor Arterial	28	25	89%
Collector Arterial	33	25	76%
Neighborhood Street	99	53	54%
<b>Citywide Total</b>	<b>176</b>	<b>118</b>	<b>68%</b>
Source: Lynnwood Public Works Dept., Field Inventory, May 2001.			

Walking and biking between destinations within Lynnwood can be a challenge. Sidewalks, where they exist, often do not connect with each other or with primary activity centers. As Lynnwood redevelops, an attractive pedestrian environment, which is a key element in a city center area economic development strategy, will become more predominant, as most intense retail uses are heavily dependent on foot traffic to generate sales. The lack of existing non-motorized connections between residential areas, transit facilities, schools, parks, shopping and other nearby activities limits opportunities to walk short distances. To help alleviate this shortcoming, the City has constructed almost \$1 million worth of walkway improvement projects during the last six years, adding approximately one mile of sidewalks or walkways. Still, over half of the City's 95 miles of streets are without continuous pedestrian facilities on at least one side of the road. The City has focused on building missing links along routes connecting schools, parks and communities.

Bicycle facilities (see map) are added to existing streets when feasible. The need for bicycle lanes must often be balanced between the loss of traffic lanes and the loss of on street parking.

#### 5. Signal System:

The Existing Traffic Signals map shows the locations of signals throughout Lynnwood. The City currently owns and operates 50 traffic signals. Thirteen

additional signals are operated through interlocal agreements with Mountlake Terrace, and Edmonds.

The City has aggressively pursued new technologies to improve signal operation and monitor traffic flow through the City. As of the end of 2005, the City has installed over 400 video detection cameras and has twenty-five Pan/Tilt/Zoom cameras for traffic signal monitoring.

The cameras are just one part of the Lynnwood Intelligent Transportation System (ITS) Program. This program is essentially a city-wide computer network, using fiber optic cable, linking all of the traffic signals to a central computer in City Hall. All of these components have been recently upgraded with the assistance of federal ITS grants. The Lynnwood ITS system will allow City engineers to monitor traffic, collect data, and reprogram signals all from the central location. In addition, many signal components can now communicate their status real-time, allowing faster trouble shooting and repairs.

## 6. Transit

Community Transit (CT) provides the local public transit service in Lynnwood. CT uses a "hub-and-spoke" system. Sixty percent (60%) of all CT buses pass through Lynnwood on a daily basis. Most of the routes serving Lynnwood start or stop at the Lynnwood Transit Center. The transit center at Edmonds Community College was completed in 1998 and the park-and-ride lot at Ash Way was opened in 1999. Sound Transit completely rebuilt the Lynnwood Transit Center and added a direct access ramp to the HOV lanes on I-5. The new work was completed in late 2004. The CT routes serving the City are shown on the Existing Transit System map.

Community Transit (CT) reported a total ridership of 8,515,706 for 1998. They operate the third largest vanpool program in the nation with 262 vanpool vehicles. CT divides its bus service into two separate components: local service (within Snohomish County) and commuter service. CT operates the local service. The Commuter service component, which includes senior and special needs services through Dial-a-Ride Transit (DART) and vanpools, is all contracted out.

Local service includes routes to Alderwood Mall, Edmonds Community College, and Boeing with connections to Everett Transit. Commuter routes are further divided into three destinations: Seattle, the University District, and Bellevue. Figures supplied by CT show that for ridership in 1993, all trips through Lynnwood equaled 57 percent of the total bus service, with approximately 70 percent of the trips being intracounty local trips and the remaining 30 percent being commuter trips to Seattle. CT figures

**Fig. T-4**  
**1993 Community Transit Ridership**

	Total Riders	Lynnwood Residents	
		Riders	% of Total
Weekday	1,325,108	728,810	55%
Saturday	145,588	106,135	73%
Sunday	100,078	65,050	65%
All Trips	1,579,291	891,185	57%

Source: Community Transit Planning division

also show that 55 percent of weekday trips, 73 percent of Saturday trips and 65 percent of Sunday trips passed through the Lynnwood Park-and-Ride. CT estimates approximately 5,330 total riders pass through Lynnwood per week and that approximately 3,050 of that total are Lynnwood riders.

CT also reported 1993-weekday and Saturday ridership for commute service from the Lynnwood Park-and-Ride Lot serving Seattle as 1,059,511 and 32,861, respectively. These figures are rough estimates of the number of trips by Lynnwood residents since all routes also serve areas outside Lynnwood.

Community Transit reported that its most successful local routes are along Highway 99 and Edmonds Community College (Routes #610 & 620), these routes have 20 minute and 30 minute headways. The routes serving Alderwood Mall (160 & 170) have recently increased ridership; both have a 30-minute headway. The CT Board will purchase smaller vehicles for local routes in urbanized areas, such as Lynnwood.

Sound Transit began operating commuter routes to and from the Lynnwood park and ride lot in 1999.

## **7. Demand Management:**

In response to the State's Commute Trip Reduction (CTR) Law adopted in 1991(RCW 70.94.521-551) and incorporated into the Washington Clean Air Act in 1993, the City of Lynnwood Council adopted Ordinance No. 1930, establishing the Commute Trip Reduction Program for the City of Lynnwood and affected employers. The Commute Trip Reduction Program established target commute trip reduction goals of 15 percent by 1997, a 25 percent reduction by 1997, and an additional 10 percent reduction by 1999.

In 1997, Substitute House Bill 1513 was passed into law amending the state CTR Law. This amendment revised the goals established by RCW 70.94.527, noted above. All new affected employers will have two years to meet the first CTR goal of 15 percent; four years to meet the second goal of 25 percent; and twelve years to meet the fourth goal of 35 percent from the time they begin their program.

There are five employers in Lynnwood who meet the criteria set forth by the state law. The following table shows the affected employers, the number of employees, and the Single Occupant Vehicle (SOV) reduction goal for 2005.

The affected employers have developed the following programs in response to the City's Ordinance.

1. Developed Commute Trip Reduction programs by the completion of employee survey's, and assigning and training Employee Transportation Coordinators (ETC).
2. Conducted on-site employee educational efforts, e.g., CTR fairs, newsletters, voice mail reminders, to name only a few educational activities.
3. Placed "Commuter Option Boards" (information boards with bus schedules, carpool and vanpool information and other materials) in highly visible locations on-site.
4. Offered incentives to employees to not drive their cars by themselves to work, e.g., subsidized bus passes, vanpool subsidy.
5. Reviewed the feasibility of offering work schedule modifications.

The City of Lynnwood functions as the Commute Trip Reduction program reviewer for the affected employers.

<b>Fig. T-5: Commute Trip Reduction Goal</b>				
	<b>Full-time Employees</b>	<b>Affected Employees</b>	<b>SOV Base*</b>	<b>2005 SOV* Goal</b>
<b>City of Lynnwood</b>	205	182	93%	58%
<b>Department of Social &amp; Health Services</b>	1411	141	90%	55%
<b>Edmonds Community College</b>	911	413	87%	52%
<b>Edmonds School District</b>	117	110	93%	58%
<b>Harris Ford</b>	149	135	93%	58%
* Affected Employee Single-Occupant Vehicle				

## TRAVEL DEMAND FORECASTS

The City analyzed its future land uses to forecast the travel demand from potential growth. For the 1995 Comprehensive Plan, the City's transportation consultant prepared a technical memorandum entitled "*Long-Range Arterial Needs Study*". Current traffic volumes have been added to the study and volume to capacity ratios adjusted using information from sources such as the Sound Transit EIS traffic analysis. The need for transportation projects was reviewed based on improvements completed since 1995 and the six-year transportation plan amended.

Once the positive traffic effects of the I-5 interchange improvements are realized along with the improvements planned for SR-99 which is scheduled for completion in 2001, and the operational changes associated with the traffic signal upgrades, the City will undertake a comprehensive update to the traffic model. This will also include a possible change in the level of service standard from the traditional volume to capacity ratio of intersections to a delay-based standard that includes roadway segments.

For the purposes of this update, the work has focused on the need for mitigation to meet any potential level of service deficiencies. Because the City is approaching full build out within its existing boundaries and the amount of additional traffic created by redevelopment under existing zoning limitations is not substantial, each proposed development will be evaluated for traffic impacts during the environmental review process.

The benefits of the I-5/196<sup>th</sup> Street SW interchange project and the improvements to SR 99 will not be fully realized until drivers adjust their travel habits. To that end, the City has installed a system of new trail-blazing signs that are intended to assist with identifying the new commercial routes. The City will need to complete a major update of the traffic model in 2001 or 2002 once the new travel patterns have been established and have reached a steady state.

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## CONCURRENCY MANAGEMENT

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### **State Owned Transportation Facilities:**

The 1998 legislation, commonly known as the Level of Service Bill, amended several laws including the Growth Management Act requiring local jurisdictions to include transportation facilities and services of statewide significance in their comprehensive planning. The State has been tasked with giving higher priority to correcting identified deficiencies on transportation facilities of statewide significance as they are deemed essential public facilities under GMA.

Level of service standards for state owned transportation facilities are to be set by WSDOT, Regional Transportation Planning Organizations and local jurisdictions through a collaborative process that process has just started in 2000. The intent of the new legislation is to recognize the importance of specific transportation facilities that are of statewide importance, from a state planning and programming perspective. These facilities are to be reflected within the local plan and measures for monitoring consistency are required to promote local, regional and state plan integration and financial plan consistency.

WSDOT, in coordination with local and regional entities, is currently undertaking a major update of Washington's Transportation Plan (WTP). The updated WTP will serve as a blueprint of how to support our state's transportation system through strategic investment decisions while working to maintain a balance for a livable sustainable environment, vibrant communities and vital economy. Setting the LOS standard for state facilities are core work elements of the WTP update.

Until the updated WTP is adopted in the fourth quarter of 2001, the current adopted level of service standard is LOS "D-mitigated" for state highways in urban areas.

### **City Transportation Facilities:**

The City of Lynnwood has developed a Level of Service standard to quantify and qualify the flow of traffic, and to measure the overall transportation system's ability to move people and goods. Realizing that there is a difference between residential streets, arterial routes and state facilities, the City developed a different level of service for each.

The volume to capacity ratio is a numerical measurement of traffic flow and safety. This measurement is the result of the number of vehicle trips in comparison to the capacity of the intersection or segment to accommodate these trips. The volume to capacity ratio is a standard measurement of level of service. The City derived the volume to capacity ratio for the segments and intersections from actual counts and transportation modeling as defined by the 1985 *Highway Capacity Manual*.

**Fig. T-6: Volume to Capacity Ratio**

<b>LEVEL OF SERVICE (LOS)</b>	<b>Volume to Capacity Ratio (V/C)</b>	<b>Intersection Delay</b>
A	.00 - .59	Never Stop
B	.61 - .70	Only Hesitate
C	.71 - .80	Short Wait
D	.81 - .90	1/4 Signal Cycle Wait
E	.91 -1.00	1/2 Signal Cycle Wait
F	1.01 - 1.10	1 Signal Cycle Wait
	1.11 - 1.20	2+ Signal Cycle Wait
	1.21+	4+ Signal Cycle Wait

The LOS for residential streets takes into consideration the need to protect neighborhoods from excessive pass through traffic. The level of service for residential streets is established as LOS "C".

The arterial street system consists of collector, minor and principal arterial that by definition carry increasingly larger volumes of traffic. In Urban areas they are expected to operate at or near capacity during the AM and PM peak times. This plan establishes LOS "E" for all categories of arterial roads except for the three hour period during peak commute periods when a LOS of "F" will be permitted.

All significant developments would be evaluated for traffic impacts during the SEPA environmental review process. Those projects not meeting the respective LOS would be required to develop acceptable mitigation plans. A significant development is defined as one that generates more than ten additional trips during the p.m. peak hour.

Proposed projects would be evaluated based on trips generated during the peak travel times and their impact to the existing transportation system. Redevelopment projects would be evaluated on the net increased traffic during the peak travel times. Significant developments shall be asked to study traffic patterns for the surrounding arterial system as well as on the adjacent neighborhood streets. If they increase the volumes over the established LOS they will be required to propose and evaluate mitigation to provide alternatives which would reduce or eliminate their impact.

Such mitigation would include providing additional capacity, improving the operation of existing streets to encourage better use of the existing network, making operational improvements to free additional capacity, or a reduction in their peak hour traffic by improving transit, pedestrian or bicycle facilities in the vicinity of the proposed project.

**Exemptions:**

The portion of any facility used for any of the following purposes is exempt only from meeting the transportation LOS standard during the environmental review process but is still required to do site specific improvements:

1. Developments exempt from SEPA environmental review and therefore exempt from GMA concurrency requirements as described in WAC 197-11-800.
2. Re-developments that do not generate any additional traffic or transportation impacts or any development creating less than ten (10) peak hour trips.
3. Day-care facilities for children if not operated for profit.
4. Privately operated not for profit social service facilities recognized by the Internal Revenue Service under the IRS code.
5. Low-income housing, which is defined as housing which is affordable to persons whose income is below fifty (50) percent of the median income for the persons residing in the Snohomish County Area. Not more than ten (10) percent of the total number of units shall be exempt.
6. Single family homes on legal lots of record.
7. Rezones that are not accompanied by a specific site development permit.
8. Boundary line adjustments.
9. Temporary use permits.
10. Variances.
11. Shoreline substantial development permits or variances.
12. Building permits for single-family homes or duplexes.
13. Administrative interpretations.
14. Sign permits
15. Street vacations.
16. Right-of-way use permits
17. Utility permits.

**Change of Use:**

Any change, redevelopment or modification of use not meeting the exemption criteria in above, shall require an environmental review for changes in traffic impacts. If a change of use shall have a greater impact on the transportation system than previous use, then an environmental review of the net increase in traffic is required. If a change of use results in a traffic impact determined to be less than the previous use, then an environmental review is not required.

**Approach:**

In 1995 the City developed a multi-modal approach to determining a Level of Service utilizing a point system based on a volume to capacity analysis, degree of Transit Service, types of pedestrian and bicycle facilities, safety history and overall street circulation. This approach placed a high value on the ability of the non-capacity issues to alleviate congestion. The City has developed a revised two-step approach to level of service, which first looks at the VOLUME TO CAPACITY ratio. The environmental review process is used to evaluate traffic impacts, level of service/concurrency compliance and the level of mitigation required for project approval. The flow-chart (fig. ) outlines the process.

Any mitigation goes beyond the required site specific improvements required by code or which result directly from a development permit or hearing examiner decision. Site specific

improvements may include, but are not limited to, site access, turning lanes, traffic signals, changes in traffic signal operation, modification of intersection geometrics, right-of-way and related frontage improvements.

If the project is of a small size and is exempt from the SEPA process the project would move directly to the permit review process. Other projects are required to do a traffic analysis to determine their impact on the existing LOS. If they meet the LOS standard, they proceed with the permitting process with individual review focusing on development mitigation and code required improvements. Those projects not meeting the VOLUME TO CAPACITY ratio would be required to propose and evaluate mitigation for their impact.

### **LOS Mitigation:**

A development proposal will be required to meet the LOS standard established by the City or mitigate the environmental impact. If mitigation is required to meet the LOS standard, the developer may instead choose to 1) reduce the size of the development, 2) delay the development until the City or others provide the required improvement, 3) provide the required mitigation. Mitigation must be acceptable in form and amount, to guarantee the developer's pro rata share of the financial obligation for capital improvements for the benefit of the subject property.

Acceptable mitigation must:

1. Be consistent with the City's comprehensive plan and zoning.
2. Contribute to the performance of the transportation system.
3. Not shift traffic to a residential neighborhood.
4. Not shift traffic to other intersections resulting in a violation of the LOS standard without any possible mitigation.
5. Not violate accepted engineering standards and practices.
6. Not create a safety problem.

Evaluation characteristics include the volume to capacity ratio (V/C ratio) used in the initial determination as well as transit service, pedestrian facilities, bicycle facilities, safety and overall circulation. Each characteristic can help to reduce individual trips and mitigate the proposed development's impact of the road system.

Proposed mitigation may include system improvements or modifications involving one or more of the following categories.

1. **Transit Service:** Mitigation projects would include possible bus pullouts, transit stop improvements, better access routes to bus or a TDM program for the project. Projects could be both adjacent to the development and citywide.
2. **Pedestrian and Bicycle Facilities:** Pedestrian and bicycle facilities promote use of alternative modes of transportation thereby reducing trips. Improve sidewalk connections, new sidewalk routes and safer highway crossings could be used to promote pedestrian use. Shoulder pavement and revised channalization could assist bicyclists. On site storage facilities would promote use of bicycles.
3. **Safety:** Safety concerns within the city should be evaluated and projects selected that would reduce accidents and speed traffic. Improvements could reduce drivers concerns at certain locations and encourage possible alternative routes.
4. **Street Circulation:** The overall street circulation would be looked at and projects developed that could change existing traffic patterns. Access points may change, turn lanes added or small street segments added and modified. If projects can be identified that will improve the transportation system by reducing overall trips on the system or by increasing capacity the impact of the development can then be lowered. An agreement with the project proponent as to scope of projects, development review and code compliance for site improvements could mitigation impacts.
5. **Transportation Demand Management:** As a mitigation measure, the developer may establish transportation demand management (TDM) strategies to reduce single occupant vehicle trips generated by the development. The developer shall document the specific measures to be implemented and the number of trips generated by the development to be reduced to each measure. The environmental review may require performance monitoring and remedial measures if the TDM strategies are not successful in obtaining the predicted reduction in peak hour trips.

As a participant in the environmental review process, the Public Works Director shall determine whether mitigation is required and appropriate under this chapter due to a development exceeding the LOS standard, and, if so, whether any mitigation proposed by the developer is appropriate.

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## TRANSPORTATION FACILITY PLAN

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In the past, the City has been very successful in securing grants to help pay for its most pressing transportation needs; e.g., the I-5/196th Street Interchange project, Highway 99 improvement project, Hazardous Elimination Project (HES) funding, and the like. With the passage of Initiative 695 in 1999, the availability of funds to support transportation is changing. The reduction in the amount of funds available for transportation will mean smaller programs with fewer projects in the future. For a more detailed accounting of the financial sources and plan refer to the Capital Facilities Element. The following is a brief discussion of how this element meets the requirements of the GMA.

RCW 36.70A.070 (6)(c) outlines the requirements relating to the Transportation Element's ability to finance the identified needs in order to meet both the forecasted growth and fix the deficiencies that were found through this transportation planning effort. The requirements for financing this plan require the City to develop a three-step process, as follows.

**Step One:** RCW 36.70A.070 (6)(c)(i) calls for an analysis of the City's funding capacity to judge the needs against probable funding resources.

**Step Two:** RCW 36.70A.070 (6)(c)(ii) requires the City to develop a multiyear financing plan based on the needs identified in the Comprehensive Plan, the appropriate parts of which will serve as the basis for the six-year street, road, or transit program.

**Step Three:** RCW 36.70A.070 (6)(c)(iii) states that if probable funding falls short of meeting identified needs, a discussion will take place on how additional funding will be raised or how land use assumptions will be reassessed to ensure that the Level Of Service standards will be met.

In order to meet the **Step One** requirement the City has identified the following existing potential funding sources. Additionally, due to the City's strategic location, in the Regional Transit Authority System, there may be extra funding sources to assist Lynnwood in meeting its transportation needs.

### Existing Funding Sources for Transportation:

The following grants are currently available for transportation facilities. Most require a local match from the Arterial Street Fund, a general fund source or private sector funding such as a local improvement district. Large transportation improvements usually require two or more grant sources with a local match.

1. HUD Block Grants: federal funds used for sidewalks and compliance with Americans with Disabilities Act
2. Hazardous Elimination and Safety Program (HES): TEA-21 federal gas tax funds used to eliminate hazards on the transportation network
3. Transportation Improvement Account (TIA): state funds used to support local transportation projects
4. Urban Arterial Transportation Fund (UATF): state funds used to support arterial improvements especially the state routes
5. Public Works Trust Fund (PWTF): a state sponsored loan program requiring repayment using local funds for a specific project.

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6. General Obligation Bonds: bonds supported by the City's general fund for repayment.
  7. Revenue Bonds: bond financing requiring a dedicated source of tax revenue
  8. Developer Contribution: funds supplied by the developer in order to mitigate impacts caused by that developer
  9. Local Improvement District (LID): special taxing district of established by those parties most affected by the improvement
  10. Washington State Department of Transportation (WSDOT): WSDOT is responsible for the maintenance of State facilities within the City limits. They may also be a funding partner for major improvements to state facilities.
  11. Transportation Efficiency Act for the 21<sup>st</sup> Century (TEA-21): federal gas tax grants for transportation projects
  12. Arterial Street Funds: state gas tax funds distributed to cities on a per capita basis restricted to the construction and improvement of designated arterial roads.
  13. Interlocal Agreement: agreements between government agencies.
  14. Commute Trip Reduction planning funds: state funding to support the planning in meeting the state Commute Trip Reduction Act
  15. DCTED Community Development Grant: state funding to support community improvements that link transportation with land uses.
  16. Sound Transit (ST) - Transit Development Funds: regional funds dedicated to support transit station development and other land uses related to the Regional Transit plan, Sound Move.

The City met the **Step Two** requirement by developing its short-term and long-term multiyear transportation improvement program based on the ability of existing funding sources to meet the identified needs. The first phase, 2002-2007 six-year funding program is approximately \$51 million dollars. Also, approximately \$19 million was spent in 1999 - 2001 for completion of the I-5 Interchange and the Highway 99 Overlay and Widening project. An additional \$16.2 million is anticipated in future grants needs based on prior trends. The second phase includes years seven to twenty. Note that these totals do not include the improvements programmed by Sound Transit for the improvements to the Lynnwood Park and Ride Lot.

The City met the **Step Three** requirement by evaluating the impacts of significant development and redevelopment as part of the SEPA environmental assessment. Mitigation is proposed that utilizes demand management strategies to reduce peak hour traffic impacts and multi-modal solutions.

The City also recognizes that there are certain circumstances under which a facility will be constrained. This means that the City will not be able to fix the problem to a Level Of Service E during peak periods, but that the City will strive to lower the impacts to the overall system.

### **Funding Shortfall Strategy:**

Transportation improvement projects are often highly significant in terms of their impact on the surrounding environment, their physical complexity and their cost. They often must be constructed in linked phases over the course of time. Major planning, environmental and design studies must often precede actual construction. Similarly, the funding for

transportation projects is often based on a complex package emanating from a number of sources, such as city funds, grants and local improvement district funding. Identifying and securing funding requires careful prior planning and an ongoing commitment to advocating projects. Due to the long lead time involved in bringing transportation projects to fruition, a long-term approach to planning, designing and funding the transportation program is both necessary and desirable.

The selection of projects from the twenty-year planning horizon for the six-year transportation improvement program is also designed to provide policy guidance for the pursuit of transportation grants. A significant portion of the TIP and the twenty year long range transportation plan consists of discretionary grant revenues from state or federal sources. City efforts to obtain grants shall be consistent with the TIP and twenty year long range transportation plan.

As development proceeds, it is expected that the City will continue to identify and secure the financial resources needed to implement the transportation plan in support of the adopted land use plan. However, many factors related to facility planning and funding are beyond the City's immediate control, such as the growth in traffic from areas outside the City, general availability of grant revenues at the regional and state level, fluctuations in local revenue, and broad changes in society's travel patterns.

The following funding shortfall strategy will be used to balance the City's transportation needs and its transportation concurrency requirement under GMA.

1. Reduce transportation funding needs.
  - Reevaluate the need for projects
  - Promote transportation demand management actions to reduce vehicle trips
  - Rescope project needs and downsize where possible
2. Develop new revenue options.
  - Increase revenues by using existing resources
  - Participate in regional funding strategy development
  - Seek new or expanded revenue sources
  - Pursue private/public partnerships
3. Change the City's level of service standard. Options include:
  - Adjust the LOS to allow additional development
  - Adjust the LOS to allow limited additional development
  - Adjust the LOS to discourage growth
  - Do nothing and allow the LOS standard to determine whether development is allowed.
4. Change the City's land use and zoning.
  - Revise the land use plan to encourage or discourage growth.
  - Adjust the target forecast for the City's growth.
  - Delay development until facilities are in place to meet the LOS standard.

### **Six-year Transportation Projects:**

Transportation projects scheduled for completion during the upcoming six-year period are included in the Six-Year Transportation Improvement Program (TIP), which is provided under separate cover and updated annually.

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## Long Range Transportation Projects:

The Six-Year and Long Range Capital Plan include a listing of anticipated projects, including transportation projects, throughout the remainder of the 20-year planning period. That listing contains additional related information such as project schedule, estimated costs, funding sources and priorities.

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## GOALS, OBJECTIVES AND POLICIES

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### 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-6:** Coordinate completion of South Lund's Gulch Trail with Snohomish County, Brackett's Landing Foundation and volunteers. Trail is planned to cross Lund's Gulch Creek and connect with existing Meadowdale Beach Park trail, giving Lynnwood residents access to Lund's Gulch open space and a walkable connection to Puget Sound.
- 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-7:** Complete Intelligent Transportation System (ITS), including Transportation Management Center (TMC) and all field infrastructure. [added 2005]

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**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:** Complete Intelligent Transportation System (ITS), including Transportation Management Center (TMC) and all field infrastructure.
- 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:** Establish 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:** 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:** Review and revise the Level of Service (LOS) standard and methodology.
- Policy T-21.1:** Develop an approach for inclusion in the yearly Comprehensive Plan Update for the new LOS system based on delay.
  - 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 citywide 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.

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- 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:** Establish ongoing condition assessments and funding plans for transportation related programs including street overlays, sidewalks, traffic signal rebuild and street maintenance and operations.
- 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 Subarea Plans**

**Support the implementation of specific subarea plans such as the City Center Subarea Plan.**

#### **Objectives:**

- T-36:** Develop a schedule and funding plan for City Center infrastructure projects and implement the Plan.
- 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 (SCT).
- T-42:** Participate in special purpose sub-regional and regional forums convened to deal with specific issues of concern to Lynnwood.



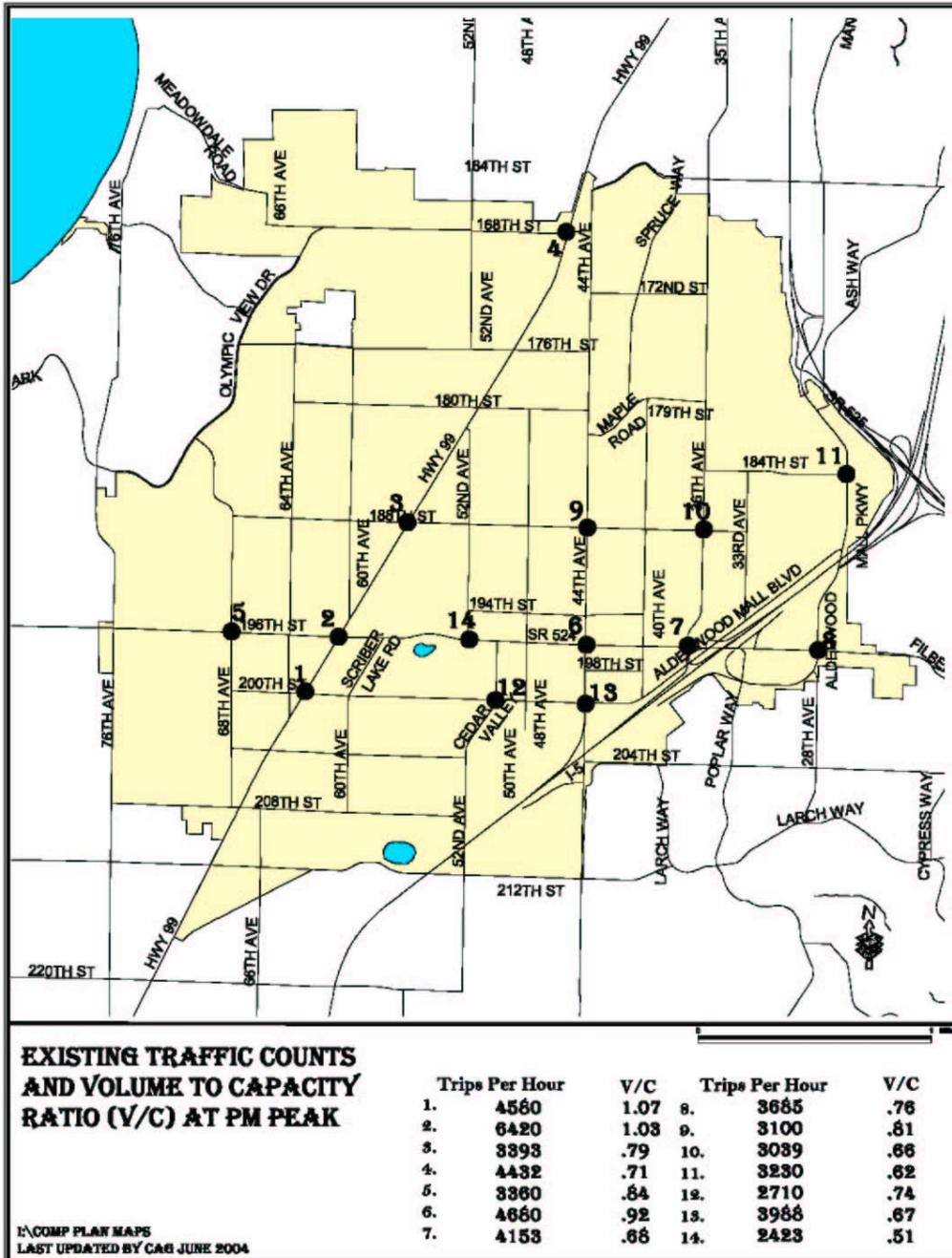
**Transportation Element Maps** (on following pages):

- Existing Street System
- Existing Arterial Roadway System
- Existing Traffic Counts and Volume to Capacity Ratio (V/C) at PM Peak
- Existing and Future Bicycle Plan
- Existing Traffic Signals
- Existing Transit System

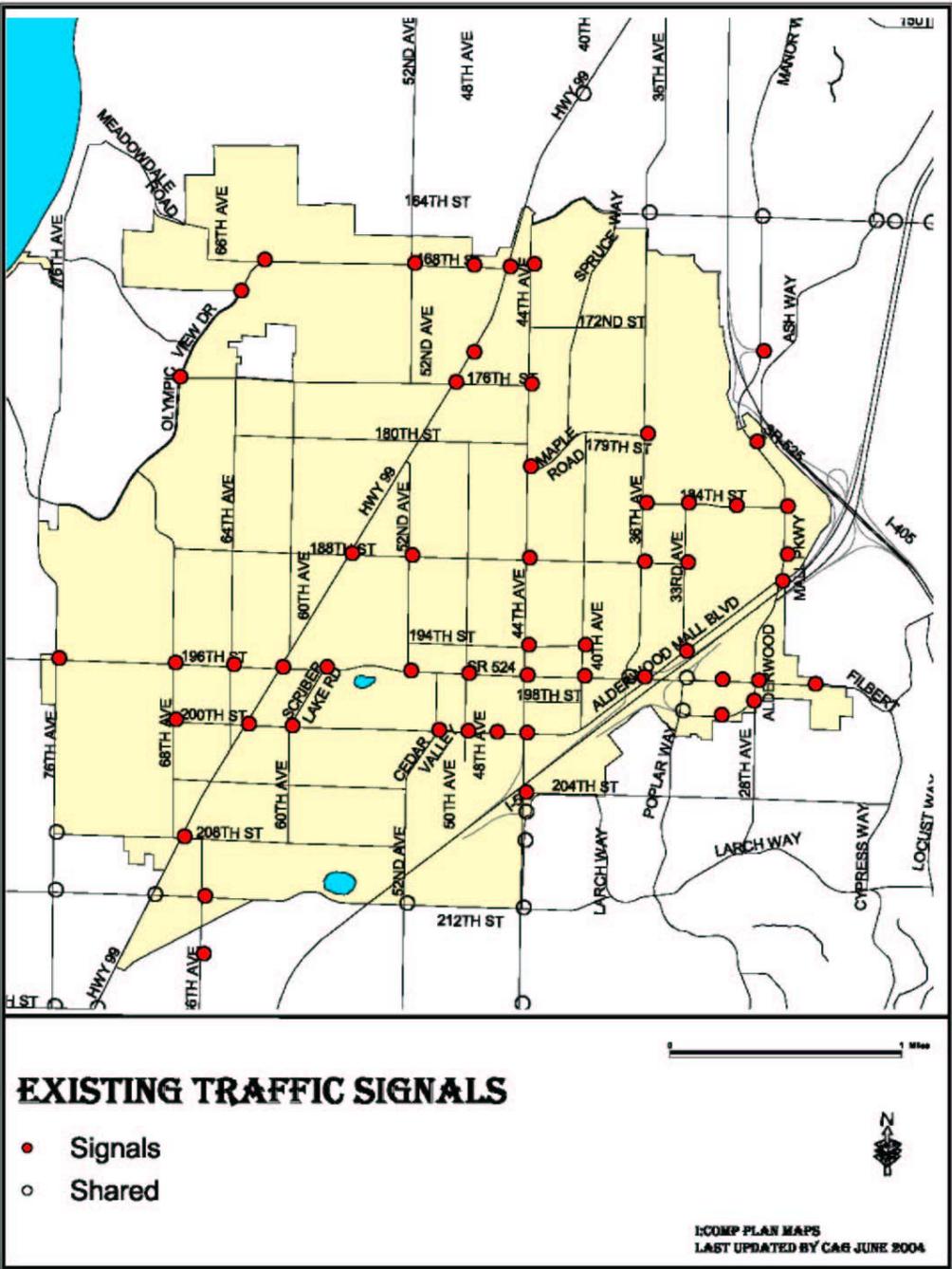


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**Lynnwood Planning Commission  
Meeting of April 27, 2006**

**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.

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**April 27**      **Public Hearing:**      City Center Zoning  
**Work Sessions:**      Parks & Recreation Element – Plan Amendments  
    Transportation Element – Plan Amendments  
    Good Shepherd Church – Plan Amendment

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**May 11**      **Public Hearing:**      Transportation Improvements Plan (TIP)  
**Work Sessions:**      Mobile Home Park "Zone" – Plan Amendment  
    Code Amendments – to be determined

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**May 25**      **Public Hearing:**      None Scheduled  
**Work Sessions:**      Essential Public Facilities – Plan Amendment  
    ESD – Bus Barn Site – Plan Amendment  
    ESD – Service Center – Plan Amendment

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**June 8**      **Public Hearing:**      Comp. Plan Amendments – Group 1  
    - Good Shepherd Baptist Church  
    - Essential Public Facilities  
    - Parks & Recreation Element Update  
    - Transportation Element Update  
**Work Sessions:**      Comp. Plan Amendments – As needed  
    Code Amendments – if ready

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**June 22:**      **Public Hearing:**      Comp. Plan Amendments – Group 2  
    - Mobile Home Park "Zone"  
    - ESD Bus Barn Site  
    - ESD Service Center Site  
    - 5-year Implementation Program Update

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**July 13:**      **Public Hearing:**      Shoreline Master Program  
                  **Work Sessions:**      Code Amendments – as ready

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**July 27:**      **Public Hearing:**      TBA  
                  **Work Sessions:**      TBA

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**Aug. 10:**      **Public Hearing:**      TBA  
                  **Work Sessions:**      TBA

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**Aug. 24:**      **Public Hearing:**      TBA  
                  **Work Sessions:**      TBA