

## DIRECTOR'S DECISION – PROJECT DESIGN REVIEW (PDR)

<b>Project Name:</b>	Community Transit Orange Line - Edmonds College Terminus
<b>File Numbers:</b>	PDR-009731-2021
<b>Location:</b>	Northeastern edge of Edmonds College - 20000 68th Ave W
<b>Tax Parcel Number(s):</b>	27042000206800
<b>Future Land Use:</b>	Mixed Use (MU)
<b>Zoning:</b>	College District Mixed-Use (CDM)
<b>Site Area:</b>	Lease for northeastern edge of Edmonds College (39,018 square feet)
<b>Property Owner:</b>	Edmonds College
<b>Applicant:</b>	OTAK (Windi Shipley) on behalf of Community Transit
<b>Staff Reviewer:</b>	Kristen Holdsworth, AICP, Senior Planner
<b>Applicable Design Guidelines:</b>	Citywide Design Guidelines for all districts and commercial districts
<b>Related Permits:</b>	NEPA and SEPA (completed by Community Transit) and associated construction permits
<b>Decision:</b>	Approved with Conditions

**Project Description:** OTAK submitted applications for Project Design Review (PDR) and a special lighting permit to construct the Community Transit Swift Orange Line Bus Rapid Transit (BRT) terminus at Edmonds College. Project includes one Swift station,

one drop-off area, one layover area, four local bus stops with layover areas, a restroom facility for drivers, parking reconfiguration at Edmonds College, and associated landscaping and signage. The project site is a leased northeastern portion of Edmonds College (39,018 square feet) that is zoned College District Mixed-Use (CDM) and is generally located at 20000 68<sup>th</sup> Ave W. NEPA and SEPA have been completed by the lead agency (Community Transit).

## **I. EXHIBITS**

1. Revised application and affidavit of ownership, received December 10, 2021
2. Project narrative, received December 10, 2021
3. Approved plan set dated October 2021 and received March 22, 2022
4. Design guidelines checklist, received December 10, 2021
5. Landscape maintenance plan, received March 18, 2022
6. Illumination memo, received December 10, 2021
7. Parking memo, received March 18, 2022
8. Arborist Report, received December 10, 2021
9. City and agency reviewer comments
10. Notice of complete application issued March 10, 2021
11. Notice of application and impending decision issued March 18, 2021
12. NEPA Determination dated May 21, 2020
13. NEPA Revised Evaluation dated August 4, 2021
14. SEPA DNS Determination issued June 11, 2021
15. Review Extension Letter, received March 22, 2022

## **II. FINDINGS OF FACT**

### **a. Background**

Community Transit is proposing to develop a Swift Orange Line Transit Center along the eastern edge of Edmonds College (20000 68<sup>th</sup> Ave W, Lynnwood, Parcel Number 27042000206800). Edmonds College currently

has a transit center loop along the eastern portion of campus at the intersection of 68<sup>th</sup> Ave W and 202<sup>nd</sup> St SW. The 2016 Edmonds College Master Plan calls for the existing transit center loop to be replaced by the new Transit Center along 68<sup>th</sup> Ave W.

The SWIFT Orange Line is part of Community Transit's expansion of bus rapid transit (BRT) service. It provides east/west connection on an approximately 11-mile route. The Swift Orange Line BRT will connect service to Edmonds College, Lynnwood City Center, Alderwood Mall, Mill Creek Town Center, four park and rides (Lynnwood, Swamp Creek, Ash Way, McCollum Park), and three future Sound Transit Link Light Rail stations. The western terminus is the Edmonds College Transit Center.

## **b. Proposal Description**

Summary of Proposal – The applicant (OTAK on behalf of Community Transit) proposes construction of a new transit center, which will include one Swift station, one Swift drop-off area, one Swift layover area, four local bus stops with layover area, a driver comfort station (restroom facility), hardscaping, landscaping, retaining walls, signage, and related improvements. The applicant seeks to increase the total allowed lumens per square foot allowed for the station area to comply with safety and security requirements from other agencies. The City has reviewed the request and approved. Additional regarding lighting is contained in Section II(f)(iii) of this decision.

Design – The proposal is subject to the Citywide Design Guidelines for all districts and commercial districts (LMC 21.57.500(A)).

Site Information – The project site is a leased northeastern portion of Edmonds College (39,018 square feet) that is zoned College District Mixed-Use (CDM) and is generally located at 20000 68<sup>th</sup> Ave W. There is an approximately three-foot grade difference between the parking lot and 68<sup>th</sup> Ave W. The Edmonds College Transit Station can be accessed from 68<sup>th</sup> Ave W between 200<sup>th</sup> ST SW and 202<sup>nd</sup> St SW. The project site is part of Edmonds College, which is predominantly zoned Public (P-1). Directly across from 68<sup>th</sup> Ave W is a mixture of residential uses which are zoned CDM.

Future Land Use and Zoning – The Comprehensive Plan future land use designation of this site is Mixed Use (MU). The property is zoned College District Mixed-Use (CDM) on the Lynnwood Official Zoning Map. CDM is identified in the Comprehensive Plan as a consistent implementing zone for the MU future land use designation (2015 Comprehensive Plan, page 11.5).

**c. Noticing**

The application was submitted February 9, 2021. Additional materials were resubmitted and it was deemed complete on March 10, 2021. On March 18, 2021, in accordance with Chapter 1.35 Lynnwood Municipal Code (LMC), a Notice of Application and Impending Decision was posted at the City of Lynnwood official posting sites and was published in the Everett Herald. Owners of property and tenants within a 300-foot radius of the subject property were also mailed a Notice of Application and Impending Decision. The comment period ended on April 1, 2021. In accordance with LMC 1.35.333, all written comments received prior to the date this decision have been considered.

**d. Environmental Review (NEPA and SEPA)**

Community Transit is the lead agency for this proposal and has completed all necessary NEPA and SEPA evaluations. Copies of these documents are included as exhibits in the project file.

**e. Review Time Limit**

LMC 1.35.025 requires a decision within 120 calendar days after the city notifies the applicant that the application is complete, except as provided in subsections LMC 1.35.025(A) through (C). This decision has been issued on the 138<sup>th</sup> day of active permit processing. In accordance with LMC 1.35.025(A)(4), the applicant submitted a letter (Exhibit 15) authorizing continued processing of the application.

**f. Zoning Analysis**

**i. Compliance with the College District Mixed-Use (CDM) Zone (Chapter 21.57 LMC)**

The College District Mixed-Use (CDM) zone is “designated to provide opportunities for the creation of a college- and neighborhood-oriented mixed use district in close proximity to the campus and the Highway 99 commercial node at the 196th Street intersection.”

Public transit stops and stations are permitted “by right” in the CDM zone (LMC 21.57.300(A)3).

The proposal complies with the development standards of LMC 21.57.400 for the CDM zone.

In addition to general decision criteria for Project Design Review permits in Chapter 21.25 LMC, the following criteria in LMC 21.57.500 shall be considered:

1. The proposal shall be compatible with the design and function of surrounding development and land uses;
2. Streetscapes shall be designed to include a combination of facilities to serve pedestrians, cyclists and transit patrons, such as attractive lighting, awnings and canopies, seating, directional signage, information kiosks, designated street crossings, bus shelters, and/or other amenities to enhance the pedestrian environment; and
3. Public sidewalks and/or trails, bikeways or greenbelt linkages shall be provided to connect parks, municipal golf course, the college and other public areas frequented by the general public when the proposed development is on or adjacent to such planned facilities.

Staff have reviewed the development proposal and find it is consistent with the decision criteria listed above. The development is compatible with vision of the College District Subarea Plan and Comprehensive Plan. The proposal includes a streetscape which increases transit access and incorporates pedestrian and cyclist amenities.

**ii. Compliance with Landscaping (Chapter 21.08 LMC)**

The applicant has provided a landscape plan (Exhibit 3), irrigation plan (Exhibit 3), and maintenance plan (Exhibit 5) in accordance with Chapter 21.08 LMC and the Citywide Design Standards.

The proposal includes landscaping throughout the site and in parking areas. Planting layouts include a wide variety of plant species rather than linear (formal) forms to avoid uniformity and provide a variety of textures that change in the same scale as the planting space. To provide for seasonal variety, perennial plants with season dependent attributes such as flowers, changing leaves, and colored bark were selected. The Citywide Design Guidelines require 75% of plant material used to be evergreen varieties. The proposal complies with this requirement. A total of 7,192 plants are to be installed at Edmonds College in association with this project, 94% are an evergreen variety 6% deciduous.

Citywide Design Guidelines also require a 15-to-20 foot landscape area between parking lots and the street right-of-way. The transit center and incorporated landscaping will provide an average buffer of about 80 feet. Landscaping has been designed to ensure

high visibility and clear lines of sight through the facility and visibility from the street for safety purposes.

Areas where parking is temporarily removed and replaced are landscaped in accordance with parking lot design code requirements and design standards.

**iii. Compliance with Outdoor Lighting Standards (Chapter 21.17 LMC)**

The site is in Lighting Zone 2 (LZ-2), which allows a maximum of 2.5 lumens per square foot of hardscape. The applicant has requested a special lighting permit to allow a maximum of 4.8 lumens per square foot to meet goals for pedestrian safety, security, and the ability for bus drivers to inspect buses. The applicant has provided a site lighting plan and cutsheets (Exhibit 3) as well as a memo requesting and justifying the special lighting allowance (Exhibit 6) in accordance with LMC 21.17.090.

Community Transit is proposing to exceed the maximum hardscape lighting allowance to provide illumination conditions safe for all transit users and employees, and to meet requirements from other agencies, such as WSDOT and L&I. The lighting will complement and be shielded from other adjacent lighting elements and will contribute to the overall character. Lighting in the parking lots will be 30 feet in height, while lighting in pedestrian areas will be 12 feet in height. Fixtures are down-shielded to prevent light spillover onto adjacent properties and the public right-of-way and use energy-efficient LED bulbs. Lighting design complies with the Illuminating Engineering Society of North America's Recommended Practices and Design Guidelines.

LMC 21.17.090(C) includes requirements the applicant shall meet. The following is a summary of how the applicant complies, based on the information provided in the lighting memo (Exhibit 6).

1. *(The applicant) Makes every reasonable effort to mitigate the effects of light on the environment and surrounding properties, supported by a signed statement describing the mitigation measures. Such statement shall be accompanied by the calculations required for the performance method under LMC 21.17.080(B).*

The applicant has provided calculations and mitigation measures in the lighting memo (Exhibit). The memo includes several references to safety requirements by other regulatory agencies, safety evaluation studies, and information from peer agency standards indicating the lighting levels are necessary.

2. *Employs lighting controls to reduce lighting at a project specific curfew (“curfew”) time to be established in the permit.*

All fixtures proposed reduce and “minimize the impact of outdoor lighting on views of the night sky by minimizing glare, obtrusive light and artificial glow, and limiting lighting that is misdirected, excessive or necessary” (LMC 21.17.010). No light is emitted above 90 degrees. In addition, proposed light placement of lights in proximity to 68<sup>th</sup> Ave W maximize the lights effectiveness towards the transit center and away from adjacent residential areas, minimizing glare and spillover.

3. *Complies with the performance method under LMC 21.17.080(B) after curfew. The city shall review each such application. A permit may be granted if, upon review, the city believes that the proposed lighting will not create unwarranted glare, sky glow, or light trespass.*

Community Transit has proposed to dim lights at the Edmonds College Termini during non-service hours, which is currently 11:30 PM to 4:30 AM (future services hours may vary). The light levels during this time will comply with the maximum allowed illumination and will not exceed 2.5 lumens per square foot of hardscape. A condition is included in this decision that lights shall be dimmed during non-service hours.

#### **iv. Compliance with Parking (Chapter 21.18 LMC)**

Currently, Edmonds College has 2,348 parking stalls. 2,218 parking stalls are required. After construction, the proposal will result in 2,236 parking stalls (a net-loss of 112 parking stalls). The parking memo (Exhibit 7) provides information to justify the proposal and indicates Edmonds College will continue to comply with off-street parking requirements

In 2004, Lynnwood City Council adopted Ordinance No. 2528 which revised the off-street parking requirements for colleges, universities, or institutions of higher learning to “1 space per employee, plus 1 space per 3.5 day-student FTEs.”<sup>1</sup>

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<sup>1</sup> A code update in 2007 inadvertently used an outdated version of code and removed the changes from Ordinance No. 2528, resulting in off-street parking requirements in Table 21.08.03 LMC to be reverted back to the old standard unintentionally. The City and Edmonds College have repeatedly confirmed through various Subarea Plan and College Facility Master Planning efforts the off-street parking standard adopted through Ordinance No. 2528.

**Table 1. Parking Requirements and Reductions**

	<b>Number</b>	<b>Requirement</b>	<b>Total Required</b>
<b>Employees</b>	899	1 stall per employee	900
<b>Students</b>	4,627	1 stall per 3.5 students	1,355
<b>Bike Parking Reduction (LMC 21.18.855)</b>	80	1 stall per 5 bike stalls	-16
<b>Required Parking Stalls</b>			<b>2,218</b>

Edmonds College currently has 2,348 parking stalls available for use. If 112 stalls are permanently removed, the available parking stalls will be 2,236, which exceeds the amount of parking stalls required.

Edmonds College will continue to comply with off-street parking requirements after 112 parking stalls are removed. It should also be noted the new SWIFT Orange BRT will provide new high-frequency transit service to the college approximately every 10 minutes on weekdays, which will provide additional opportunities for non-motorized access to Edmonds College and reduce demand for parking. In addition, the Edmonds College's Facilities Master Plan (January 22, 2016) proposes to repurpose the existing transit center for parking once it is relocated. Conceptual studies of this area indicate 123 parking stalls could be provided in the area, which would result in a net increase of 11 more stalls than currently exist onsite.

### **III. PDR DECISION CRITERIA (LMC 21.25.145(B))**

#### **a. It is consistent with the comprehensive plan.**

The property is designated on the Future Land Use Plan Map in the Comprehensive Plan as Mixed Use (MU).

The following policies and strategies from the Comprehensive Plan are relevant to this Project Design Review and action on this application:

- Community Character Policy CC-18.7: "Support Community Transit's implementation of its Long Range Transit Plan which encourages bus ridership, expansion of Bus Rapid Transit (BRT) Swift



Line and the Commute Trip Reduction (CTR) program to continue the reduction of single occupant vehicle trips.”

- Community Character Policy CC-18.12: “Continue to concentrate compact, mixed-use, walkable transit-oriented centers, specifically within the Regional Growth Center (which includes City Center), along Highway 99, around Alderwood Mall and within the College Mixed-Use District.”
- Transportation Strategy T-3.5: “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.”
- Transportation Strategy T-9.2: “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.”

Staff Analysis: The project is consistent with the Comprehensive Plan. It will expand the existing transportation network and implement Community Transit’s Long Range Transit Plan. The addition of a new BRT route will advance the goal of encouraging compact transit-oriented development within the City and the CDM zone. The Edmonds College Transit Center will be the western terminus of the Swift Orange Line. The Orange Line will connect to pedestrian and bicycle networks, as well as to other regional transportation hubs.

**b. It is consistent with all applicable provisions of Chapter 21.25 LMC (PDR).**

The proposal is subject to the Citywide Design Guidelines for all districts and multifamily districts because it is for construction of a multifamily property over 1,000 square feet. Project design review is intended to:

- Review the proposal for compliance with design guidelines;
- Help insure that the proposal is coordinated, as is reasonable and appropriate, with other known or anticipated development on private properties in the area and with known or anticipated right-of-way and other public improvement projects within the area; and
- Encourage proposals that embody good design principles that will result in high quality development on the subject property.

The applicant has provided materials (refer to exhibits) to demonstrate consistency with Chapter 21.25 LMC.

- c. It is consistent with the applicable design guidelines found in the Lynnwood Citywide Design Guidelines, adopted by this reference and incorporated in the provisions of the LMC and this chapter as fully as if herein set forth.**

**i. Design Guideline Analysis**

This project is consistent with the purpose of design review as defined in Chapter 21.25 LMC. Site plans and elevations were provided to the City (Exhibit 3) as well as design checklists and descriptions (Exhibit 4). The proposal has pedestrian connections and amenities, and is designed with high-quality materials that provide visual interest.

**ii. Design Departures**

The applicant has requested a design departure for the location of minor accessory structures. The Citywide Design Guidelines require minor accessory structure to be screened from view. Community Transit's adopted safety standards require clear lines of sight to be maintained between the driver comfort station and the buses. The driver comfort station will be given a similar architectural finish to match the look of the adjacent Edmonds College and will be integrated into the overall design of the Transit Center.

LMC 21.25.150 allows the Director to authorize design alternatives for transit centers on the basis of the unique function it is designed to serve. Safety of both drivers and the buses is paramount in the design of the Transit Center to provide successful transit service. The Director approves the design departure.

- d. For development applications for remodeling or expansion of an existing development, it is consistent with those provisions in the Lynnwood Citywide Design Guidelines identified by the director as being applicable. For such applications, the director may modify applicable design standards and guidelines to provide continuity between existing and new development and/or proposed phases of development.**

The proposed development is located on an existing site. Applicable Citywide Design Guidelines have been reviewed. No additional modifications were required.

#### IV. PUBLIC AND AGENCY COMMENTS

A 14-day public comment period on the proposal ended on April 1, 2021. Referrals were sent to all applicable City Departments and outside agencies. All comments are available in the project file (Exhibit 9). A summary of the comments is included below:

- **Building Division** – Comments regarding location of accessible parking. Requirements will be reviewed at time of building permit submittal.
- **Private Development Engineering Division** –
  - Comments regarding DOE requirements for stormwater which will be addressed at time of civil permits. All construction permits, including civil permits, will be required to comply with current requirements at time of permit submittal.
  - Sewer connection fees are required.
- **Public Works Traffic Engineer** – Several comments received regarding traffic signal specifications and civil plans. These comments will be addressed at time of civil permit review.
- **South County Fire** – No comments
- **Parks, Recreation, and Cultural Arts Department** – Comments and questions regarding right-of-way maintenance. The applicant has confirmed Community Transit will maintain the Transit Center.
- **PUD** - Sufficient electrical capacity presently exists.
- **AWWD** – AWWD indicated there is an existing 4-foot easement to AWWD along the north property line they are willing to relinquish if it is not being utilized by the City. Public Works did not want to relinquish the easement.
- **Public Comments** – No comments from the public were received.

#### V. CONCLUSION AND CONDITIONS OF APPROVAL

##### a. Conclusion

Based on the application materials (exhibits) and the analysis contained in this staff report, staff concludes that the applicant has met the decision criteria for approval of the Project Design Review (PDR).

##### b. Conditions of Approval

Staff recommends approval of the Community Transit Orange Line – Edmonds College Terminus Project Design Review application (PDR-009731-2021) subject to the following conditions:

1. The site plan, landscaping plan, irrigation plan, and elevations (Exhibit 3) received March 22, 2022, shall be the approved plan set. Additional materials included in the plan set are not approved through this PDR and require additional permits and review.
2. Any changes to the design of the project will require additional review and may delay issuance of subsequent development permits for the proposal and/or inspections during construction. Requests for modification shall be subject to the review fees in LMC 3.104.210.
3. All landscaping shall be installed prior to issuance of the certificate of occupancy.
4. All landscaping shall be maintained in accordance with the Landscape Maintenance Plan (Exhibit 5).
5. Community Transit shall dim lights at the Edmonds College Termini during non-service hours. The light levels during this time will comply with the maximum allowed illumination for Lighting Zone 2 in Chapter 21.17 LMC.
6. All waste shall be stored in enclosed receptacles. All areas shall be kept free from nuisances, including overflow waste, leaks, or pests.
7. Sewer connection charges shall be assessed at the current rates at issue of building permit.
8. All electric utilities shall be installed underground.
9. All PDR land use notice signs associated with the proposal shall be removed prior to issuance of the certificate of occupancy.

**REVIEWED BY:**



April 12, 2022

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**Ashley Winchell, AICP, Community Planning Manager**

**Date**

**VI. DIRECTOR'S DECISION**

I concur with the above conclusions and grant approval with conditions of the Project Design Review application for the Community Transit Orange Line - Edmonds College Terminus.



April 12, 2022

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**David Kleitsch, Development and Business Services Director**

**Date**

**VII. NOTICE OF DECISION AND RIGHT TO APPEAL**

Administrative decisions of the director may be appealed by filing a written request for appeal with the Development and Business Services Department within 14 calendar days. The appeal deadline shall be **April 29, 2022**. An appeal filed within this time limit shall be processed pursuant to Process II, as identified in LMC Section 1.35.200.

**VIII. LAPSE OF APPROVAL**

The applicant under this process must begin construction or submit to the city a complete building permit application for the proposal **within two years** after the final decision on the matter, or the decision becomes void. The applicant must substantially complete construction for the proposal approved under this process and complete the applicable conditions listed in the decision within five years after the final decision of the city on the matter, or the decision becomes void per LMC 21.25.165. No later than two weeks prior to the lapse of approval, the applicant may submit a written request with supporting documentation to the Development and Business Services Department requesting a one-time extension of those time limits of up to one year per LMC 21.25.170(A).

**IX. REVISIONS AFTER APPROVAL**

The determination that the proposal meets the criteria for a subsequent modification exception is based on all plans, details, catalogue cuts, specifications, renderings, notes, materials and color samples submitted for design review. Any changes to the design of the project as indicated by the above submitted materials will require additional review and may delay issuance of subsequent development permits for the proposal and/or inspections during construction.