

**Planning Commission Meeting
November 7, 2018 - 6:00 PM
City Hall - Council Chambers SPECIAL
WORK SESSION
AGENDA**

I. CALL TO ORDER

A. PLEDGE OF ALLEGIANCE

II. OTHER BUSINESS

A. 2018 Annual Comprehensive Plan Amendments

A. Annual Comprehensive Plan Text Amendments (Case No. CPA18-0002)

1. **P/T #1** – Auburn School District 2018-2024 Capital Facilities Plan
2. **P/T #2** – Dieringer School District Capital Facilities Plan 2019-2024
3. **P/T #3** – Federal Way School District 2019 Capital Facilities Plan
4. **P/T #4** – Kent School District 2018/2019 – 2023/2024 Capital Facilities Plan
5. **P/T #5** – City of Auburn 2019-2024 Capital Facilities Plan
6. **P/T #6** - Modify text at the end of Volume 1, "Land Use Element" to clarify and distinguish between the various subcategories of "Special Planning Areas" that are already described in the Plan. Bring back some missing explanation from previous pre-2015 Comprehensive Plan to aid in describing the purpose and actions associated with each subcategory. The changes are shown in strike through and underline. Also, change Map No. 1.3 to correspond. See the related Map amendment CPM #1.
7. **P/T #7** - Amend text of Volume 6, Economic Development Element of Comprehensive Plan and the Comprehensive Plan's "Core Plan" (headline chapter) and specifically the Economic Development Vision Statement discussion to reflect preparation of the City of Auburn Ten-Year Economic Development Strategic Plan (TEDSP). Also, amend the Appendices to include the document as one of the background documents to the Plan. The changes are shown in strike through and underline.
8. **P/T #8** - Amend text and policies of Comprehensive Plan to add back the contents of the former Chapter 10, "Historical Preservation" from pre-2015 Comprehensive Plan as a new Chapter 8, with some minor revisions. Also, add a corresponding section to the "Core Plan" to maintain formatting, add a map of designated landmarks, as before and amend the Appendices to reflect the map

addition. See related Map amendment CPM #2. The text changes are shown in strike through & underline.

9. P/T #9 - Modify text of Volume 1, "Land Use Element" of the Comprehensive Plan to remove the mapped designation of "Residential Transition Overlay" from the Comprehensive Plan Map. The text requires modification to eliminate references to the map location. See related Map amendment CPM #3.

B. 2018 Annual Comprehensive Plan Amendments

Annual Comprehensive Plan Map Amendments (CPA18-0002 – City Initiated)

1. CPM #1 - Change the Comprehensive Plan Map, "Designated Areas, Map # 1.3" to remove "Environmental Park" Designated Area and amend "Impression Corridors Map #1.5," to agree with Plan text (See also related text amendment P/T #6).

2. CPM #2 - Add back the Historic Resource Inventory Map from former Chapter 10, Historic Preservation Chapter, from the pre-2015 Comprehensive Plan as a re-numbered Map 8.1. (See also related text amendment P/T #8)

3. CPM #3 - Amend Comprehensive Plan Map to remove the mapped designation of "Residential Transition Overlay". (See related text amendment P/T #9)

C. 2018 Annual Comprehensive Plan Amendments

Annual Comprehensive Plan Map Amendments (Privately- Initiated)

1. CMP #4, CPA18-0001 - Labrador Ventures LLC to change 3 parcels approx. 1.89 acres located NE of 40th and I ST NE from the "Residential Transition Overlay" to "Multiple Family Residential" and rezone from "R-7, Residential 7 dwelling units per acre" to "R-20, 20 Dwelling Units Per Acre".

2. CMP #5, CPA18-0003 - Auburn School Dist. to change 2 parcels totaling approx. 0.9 acres located west of Pioneer Elementary from "Single Family Residential" to "Institutional" and rezone from "R-7, Residential 7 dwelling units per acre" to "P-1, Public Use".

3. CMP #6, CPA18-0004 - Auburn School Dist. to change 4 parcels totaling approx. 22.08 acres located west of Kersey WY SE from "Residential Conservancy" to "Institutional" and rezone from "RC, Residential Conservancy" to "I, Institutional".

III. ADJOURNMENT

The City of Auburn Planning Commission is a seven member advisory body that provides recommendations to the Auburn City Council on the preparation of and amendments to land use plans and related codes such as zoning. Planning Commissioners are appointed by the Mayor and confirmed by the City Council.

Actions taken by the Planning Commission, other than approvals or amendments to the

Planning Commission Rules of Procedure, are not final decisions; they are in the form of recommendations to the city council which must ultimately make the final decision.



AGENDA BILL APPROVAL FORM

Agenda Subject:
2018 Annual Comprehensive Plan Amendments

Date:
October 31, 2018

Department:
Community Development

Attachments:
[Case No. CPA18-0002 Staff Report for P/T #1 to #9](#)

Budget Impact:
Current Budget: \$0
Proposed Revision: \$0
Revised Budget: \$0

Administrative Recommendation:

Background Summary:

At the November 7, 2018 Planning Commission Special Work Session staff will provide a brief overview of the 2018 Annual Comprehensive Plan Amendments.

A memorandum for items P/T #1 through P/T #9 is attached, additional materials are included in a working binder. A copy of the 2018 Annual Comprehensive Plan Amendments (working binder) has been provided to the City of Auburn City Clerk, Shawn Campbell. If you would like to view the working binder please contact Ms. Campbell at 253-931-3055 or by email at scampbell@auburnwa.gov

Reviewed by Council Committees:

Councilmember:

Staff:

Dixon

Meeting Date: November 7, 2018

Item Number:



AGENDA BILL APPROVAL FORM

Agenda Subject CPA18-0002, 2018 Annual Comprehensive Plan Amendments – Specifically, City Initiated Plan Policy/Text & Map Amendments		Date: October 15, 2018
Department: Community Development	Attachments: See separate policy/text & map amendment sections (tabs) of working binder	Budget Impact: N/A
Administrative Recommendation: Planning Commission to conduct public hearing and recommend to City Council approval of the 2018 City-Initiated Comprehensive Plan Amendments (Policy/Text & Map Amendments).		
Background Summary: The City of Auburn adopted amendments to its Comprehensive Plan in 1995 in response to the Washington State Growth Management Act (GMA) requirements, as amended. Since then the Auburn Comprehensive Plan has been amended annually. At the end of 2015, the City adopted a substantially updated Comprehensive Plan in compliance with state-required periodic updates. Annual Comprehensive plan amendments can be initiated by the City of Auburn (city-initiated) and by private parties (private-initiated). This year the city is initiating: <ul style="list-style-type: none"> Nine policy/text amendments Three map amendments Also, the city received three (3) private-initiated plan map amendment by the submittal deadline which will be presented in separate staff reports for the hearing. This staff report and recommendation addresses the City initiated amendments and specifically: <ul style="list-style-type: none"> Policy/Text (P/T) Amendments P/T # 1 through # 9 and Map (CPM) Amendments # 1 through # 3. The remaining three private applications for amendments will be addressed in separately provided staff reports for the Planning Commission. In terms of process, the Comprehensive plan amendments are initially reviewed during a public hearing process before the City of Auburn Planning Commission, who then provides a recommendation to the City Council for final action. City Council consideration and action on the amendments generally occurs but is not required prior to the end of the year.		
Reviewed by Council & Committees: <div style="display: flex; justify-content: space-between;"> <div> <input type="checkbox"/> Arts Commission <input type="checkbox"/> Airport <input type="checkbox"/> Hearing Examiner <input type="checkbox"/> Human Services <input type="checkbox"/> Park Board <input type="checkbox"/> Planning Comm. </div> <div> COUNCIL COMMITTEES: <input type="checkbox"/> Finance <input type="checkbox"/> Municipal Services <input type="checkbox"/> Planning & Dev. <input type="checkbox"/> Public Works <input type="checkbox"/> Other _____ </div> </div>		Reviewed by Departments & Divisions: <div style="display: flex; justify-content: space-between;"> <div> <input type="checkbox"/> Building <input type="checkbox"/> Cemetery <input type="checkbox"/> Finance <input type="checkbox"/> Fire <input type="checkbox"/> Legal <input checked="" type="checkbox"/> Public Works </div> <div> <input type="checkbox"/> M&O <input type="checkbox"/> Mayor <input type="checkbox"/> Parks <input checked="" type="checkbox"/> Planning <input type="checkbox"/> Police <input type="checkbox"/> Human Resources </div> </div>
Action: Committee Approval: <input type="checkbox"/> Yes <input type="checkbox"/> No Council Approval: <input type="checkbox"/> Yes <input type="checkbox"/> No Call for Public Hearing __/__/__ Referred to _____ Until __/__/__ Tabled _____ Until __/__/__		
Councilmember:		Staff: Dixon
Meeting Date: November 7, 2018		Item Number:

A. Findings

1. RCW 36.70A.130 (Washington State Growth Management Act (GMA)) provides for amendments to locally adopted GMA comprehensive plans. Except in limited circumstances as provided for in State law and City Code, comprehensive plan amendments shall be considered by the city legislative body no more frequently than once per year.
2. The City of Auburn established a June 8, 2018 deadline for the submittal of private initiated comprehensive plan applications (map or policy/text). Notice to the public of the application submittal deadline was provided on the City's website, posted, advertised in the Seattle Times Newspaper, and sent to a compiled notification list on May 4, 2018. The City received three (3) private initiated map amendment by the submittal deadline.
3. The City of Auburn received annual updates to the four (4) school district Capital Facilities Plans whose districts occur within the City of Auburn. These Capital Facilities Plans, as well as the City's Capital Facilities Plan are proposed to be incorporated by reference in the current Capital Facilities Element (Volume 3), of the 2015 Auburn Comprehensive Plan and are processed as Policy/Text (P/T) amendments.
4. The environmental review decision under the State Environmental Policy Act (SEPA) for the school district capital facilities plans were prepared separately by each school district acting as their own lead agency, as allowed by State law (State Environmental Policy Act (SEPA)).
5. The environmental review under the State Environmental Policy Act (SEPA) for the remaining city initiated amendments, the City Capital Facilities Plan, and the remaining policy/text and map amendments resulted in a Determination of Non-Significance (DNS) issued for the City-initiated Comprehensive Plan Amendments on September 19, 2018 (City File # SEP18-0010). The comment period ended October 4, 2018 and the appeal period ended October 18, 2018. The City did not receive any comments in response to the issuance of the Determination of Non-Significance (DNS). A copy of the DNS and environmental checklist application is provided in the working binder behind the "Environmental Review" tab.
6. Auburn City Code (ACC) Chapter 14.22 outlines the process for submittal of privately-initiated amendments and the general processing of comprehensive plan amendments as follows:

"Section 14.22.100

- A. The planning commission shall hold at least one public hearing on all proposed amendments to the comprehensive plan. Notice of such public hearing shall be given pursuant to Chapter 1.27 ACC and, at a minimum, include the following:
 1. For site-specific plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;
 - b. Notice shall be mailed by first class mail to all property owners of record within a radius of 300 feet of the proposed map amendment request, not less than 10 calendar days prior to the public hearing;
 2. For area-wide plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;

- b. Notice shall be mailed by first class mail to all property owners of record within the area subject to the proposed amendment;
 - c. Notice shall be posted in at least two conspicuous locations in the area subject to the proposed amendment not less than 10 calendar days prior to the date of the public hearing.
 - B. Notwithstanding the above, the director may expand the minimum noticing provisions noted above as deemed necessary.
 - C. Planning Commission Recommendation. The planning commission shall conduct a public hearing on all potential comprehensive plan amendments and shall make and forward a recommendation on each to the city council. The planning commission shall adopt written findings and make a recommendation consistent with those findings to the city council.
 - D. The city council, if it elects to amend the comprehensive plan, shall adopt written findings and adopt said amendments by ordinance.
 - E. State Review. All comprehensive plan amendments considered by the planning commission shall be forwarded for state agency review consistent with RCW 36.70A.106.
 - F. Any appeal of an amendment to the comprehensive plan shall be made in accordance with Chapter 36.70A RCW. (Ord. 6172 § 1, 2008.)"
7. As provided in the City code, the Comprehensive Plan amendments are initially reviewed during a public hearing process before the City of Auburn Planning Commission, who then provides a recommendation to the City Council for final action which generally occurs, but is not required to, prior to the end of the year.
8. Pursuant to RCW 36.70A.106, the proposed comprehensive plan amendments outlined in this agenda bill were sent to the Washington State Department of Commerce and other state agencies for the required state review. The Washington State Department of Commerce acknowledged receipt on October 22, 2018 by letter and Material ID # 25425. No comments have been received from the Washington State Department of Commerce or other state agencies as of the writing of this report. A copy of the transmittal and acknowledgement is provided in the working binder behind the "General Information & Correspondence" tab.
9. Due to the nature of policy/text changes, and the minimal amount of private-initiated map amendments, the optional process for holding a public open house as provided for in the city code, was not conducted.
10. The notice of public hearing was published on October 24, 2018 in the Seattle Times Newspaper and on the city website which is at least 10 days prior to the Planning Commission public hearing scheduled for November 7, 2018. A copy of the request to publish is provided in the working binder behind the "General Information & Correspondence" tab. Since, there are no city initiated site-specific map changes, only city-wide map changes, the site-specific noticing by mailing by first class mail to all property owners of record within a radius of 300 feet was not conducted.
11. The following report identifies Comprehensive Plan Policy/Text (P/T) and Map (CPM) amendments scheduled for the Planning Commission's November 7, 2018 public hearing with a staff recommendation.

Comprehensive Plan Policy/Text Amendments (File No. CPA18-0002, City initiated)

P/T #1

Incorporate the Auburn School District Capital Facilities Plan 2018 through 2024 into the City of Auburn Comprehensive Plan. *The CFP is provided in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

The Auburn School District has provided the City with its annually updated Capital Facilities Plan (CFP) covering from 2018-2024. The CFP was prepared by the District staff and adopted by the Auburn School District School Board of Directors on June 11, 2018 and has been subject to separate SEPA review and a Determination of Non-Significance (DNS) prepared by the District. Information contained in the School District CFP serves as the basis for the City's collection of school impact fees on behalf of the school district. The Planning Commission action is to incorporate the Auburn School District Capital Facilities Plan into the City's Comprehensive Plan by reference.

The CFP includes the following:

- six-year enrollment projections
- Auburn school district level of service standards
- An inventory of existing facilities
- The district's overall capacity of the 6-year period
- District capital construction Plan
- Impact fee calculations

A review of the Auburn School District's updated Capital Facilities Plan indicates the District is requesting a change in the fee obligations. The net fee obligation for single-family dwellings is proposed to be \$5,715.68, an increase of \$2,393.82 and the requested fee for multiple-family dwellings is \$4,488.43, an increase of \$2,407.14. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission to recommend approval of the Auburn School District Capital Facilities Plan 2018 through 2024 to the City Council.

P/T#2

Incorporate the Dieringer School District Capital Facilities Plan 2019-2024 into the City of Auburn Comprehensive Plan. *The CFP is provided in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

The Dieringer School District has provided the City with its annually updated Capital Facilities Plan 2019 - 2024. The CFP was adopted by the Dieringer School District Board of Directors on June 18, 2018. The CFP has been subject to separate SEPA review and a DNS prepared by the District. Information contained in the School District CFP serves as the basis for the City's collection of school impact fees on behalf of the school district. The Planning Commission action is to incorporate the School District Capital Facilities Plan into the City's Comprehensive Plan by reference.

The CFP includes the following:

- Overview
- An inventory of existing facilities
- six-year enrollment projections
- standard of service
- Capacity projects
- Finance plan
- Impact fee calculations

A review of the Dieringer School District's updated Capital Facilities Plan indicates the District is requesting a change in the fee obligations. The net fee obligation for single-family dwellings is proposed to be \$3,216.00, a decrease of \$269.00 and the requested fee for multiple family dwellings is \$450.00; a decrease of \$631.00. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission to recommend approval of the Dieringer School District Capital Facilities Plan 2019-2024 to the City Council.

P/T #3

Incorporate the Federal Way School District 2019 Capital Facilities Plan into the City of Auburn Comprehensive Plan. *The CFP is provided in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

The Federal Way School District has provided the City with its annually updated Capital Facilities Plan 2019. The CFP was adopted by the Federal Way School District School Board July 24, 2018 by Resolution No. 2018-10. The CFP has been subject to separate SEPA review and a DNS prepared by the District. Information contained in the School District CFP serves as the basis for the City's collection of school impact fees on behalf of the school district. The Planning Commission action is to incorporate the School District Capital Facilities Plan into the City's Comprehensive Plan by reference.

The CFP includes the following:

- Introduction
- Inventory of educational facilities & non-instructional facilities
- Needs forecast, existing & new facilities
- Six-year finance plan
- Maps of district boundaries
- Building capacities & portable locations
- Student forecast
- Capacity summaries
- Impact fee calculations
- Summary of changes from the year 2018 plan

A review of the Federal Way School District's updated Capital Facilities Plan indicates the District is requesting a change in the fee obligations. The net fee obligation for single-family dwellings is proposed to be \$7,221.00, representing an increase of \$379.00 and the requested fee for multi-family dwellings is \$19,454.00, a

decrease of \$632.00. The actual impact fees are established by ordinance through subsequent City Council action.

According to communication in 2017 from Tanya Nascimento, Student & Demographic Forecaster of the Federal Way Public Schools, there are several factors which have driven the impact fees to increase quite significantly last year. One factor is the steady increase in observed multiple-family student generation rates. In 2015, the first of three multi-family developments was opened and fully occupied in the City of Federal Way. The second was opened and occupied in late 2016 and the third was opened in fully occupied this summer. The first two developments have been included in the generation rate calculation for last year's plan. The specific generation rates can be found on Page 34. These multiple-family complexes are generating more than one student per unit which is significantly higher than past developments within the school district.

In addition to the high student generation rates, the district completed work with its Facilities Planning Committee which determined a need for additional capacity at a number of schools. As a result of this work, Phase II of the District's plan was the subject of a voter approved capital bond. The facilities impacted during Phase II can be found on Page 7 of the Capital Facilities Plan. It is important to note that not all projects within Phase II will create additional capacity. Only costs associated with project increasing needed capacity are used in the formula for calculating Impact Fees. The specific cost calculations are outlined on Page 32 of the Capital Facilities Plan.

Recommendation

Planning Commission to recommend approval of the Federal Way School District's 2019 Capital Facilities Plan to the City Council

P/T #4

Incorporate the Kent School District Capital Facilities Plan 2018-2019 to 2023-2024 into the City of Auburn Comprehensive Plan. *The CFP is provided in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

The Kent School District has provided its annually updated 2018-2019 to 2023-2024 Capital Facilities Plan. The CFP was adopted by the Kent School District School Board on June 27, 2018 and has been subject to separate SEPA review and a DNS prepared by the District. Information contained in the School District CFP serves as the basis for the City's collection of school impact fees on behalf of the school district. The Planning Commission action is to incorporate the School District Capital Facilities Plan into the City's Comprehensive Plan by reference.

The CFP includes the following:

- Executive Summary
- Six-year enrollment projection & history
- District standard of service
- Inventory, capacity & maps of existing schools
- Six-year planning & construction plan
- Portable classrooms

- Projected classroom capacity
- Finance Plan, cost basis and impact fee schedules
- Summary of changes to previous plan

A review of the Kent School District's updated Capital Facilities Plan indicates the District is requesting a change in the fee obligations. The net fee obligation for single-family dwellings is proposed to be \$5,397.00, representing an increase of \$162.00 and the requested fee for multi-family dwellings is \$2,279.00, an increase of \$12.00. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission to recommend approval of the Kent School District Capital Facilities Plan 2018-2019 to 2023-2024 to the City Council.

P/T #5

Incorporate the City of Auburn's 6-year Capital Facilities Plan 2019-2024, into the City's Comprehensive Plan. *The CFP is provided in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

A Capital Facilities Plan is one of the comprehensive plan elements required by the Washington State Growth Management Act (GMA) (RCW 36.70A). The GMA requires that a capital facilities plan include an inventory of existing capital facilities (showing locations and capacities), a forecast of future needs for such capital facilities, proposed locations and capacities of new or expanded capital facilities, and a minimum of a six-year plan to finance capital facilities with identified sources of funding. The proposed City of Auburn 6-year Capital Facilities Plan 2019-2024 satisfies the GMA requirements for a capital facilities element as part of the Comprehensive Plan.

Each comprehensive plan prepared under the GMA must include a capital facilities plan element. More specifically, RCW 36.70A.070(3) of the GMA requires the following:

"A capital facilities plan element consisting of:

- (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
- (b) a forecast of the future needs of such capital facilities;
- (c) the proposed locations and capacities of expanded or new capital facilities;
- (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
- (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element."

A capital facility is defined as a structure, street or utility system improvement, or other long-lasting major asset, including land. Capital facilities are provided for public purposes. Capital facilities include, but are not limited to, the following: streets, roads, highways,

sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreation facilities, and police and fire protection facilities. These capital facilities include necessary ancillary and support facilities.

The memo dated September 28, 2018 prepared by the City's Finance Department contained in front of the CFP in the working binder highlights the major changes in the CFP from last year's CFP by projects completed (removed) and projects added. The City of Auburn 6-year Capital Facilities Plan 2019-2024 is proposed to be incorporated by reference in the Comprehensive Plan, Capital Facilities Element (Volume No. 3).

Recommendation

Planning Commission to recommend approval of the City of Auburn's 6-year Capital Facilities Plan 2019-2024 to the City Council.

P/T #6

Modify text at the end of Volume 1, "Land Use Element" to clarify and distinguish between the various subcategories of "Special Planning Areas" that are already described in the Plan. Bring back some missing explanation from previous pre-2015 Comprehensive Plan to aid in describing the purpose and actions associated with each subcategory. The changes are shown in strike through and underline. Also, change Map No. 1.3 "Designated Areas" and Map #1.5 "Impression Corridors" to correspond. See the related Map amendment CPM #1, below. *The changes are shown in strike through and underline in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

The Land Use Element (Volume No. 1) of the Comprehensive Plan at Page LU-18 discusses "Special Planning Areas".

By Ordinance No. 6584 the City of Auburn adopted a new Comprehensive Plan at the end of 2015 that included a revised section in the Land Use Element titled "Special Planning Area Designation". This section provides descriptions, designation criteria, and policies for each of the four (4) types of Special Planning Areas (smaller geographic areas of the City). The four types of Special Planning Areas include:

- Districts,
- Subareas,
- Impression Corridors, and
- Gateways.

The Special Planning Areas known as "Subareas" are further broken down into five (5) different types of Subareas:

- "Identified Areas",
- "Designated Areas",
- "Designated Areas – Economic Development Strategy Areas",
- "Designated Areas – Areas of Concern", and
- "Adopted Areas".

The purpose of designating these Special Planning Areas within the City of Auburn is to recognize areas that warrant additional emphasis in planning, investments, and policy

development. Additionally, the policies contained within the Special Planning Area Designation section are intended to identify, provide guidance for, and deal with the unique problems or opportunities that exist in certain specific smaller portions of the City. This section is "...useful in developing and applying implementing tools (such as zoning provisions); for interpreting the associated land use designation Map (i.e. the Comprehensive Plan Map) as it applies to specific regulatory decisions or development proposals; and in adjusting or amending the associated land use designation map when changing conditions or land use markets warrant" (*Chapter 14 - Comprehensive Plan Map, Land Use Element, Amended 2011, pg. 14-1*). While the majority of the Special "Planning Areas Designation" section is derived from the former Chapter 14 "Comprehensive Plan Map", of the previous, now archived Comprehensive Plan, revisions are needed to improve its clarity and applicability.

REQUESTED CHANGE

For the purpose of summarizing the changes for Planning Commission review, the proposed revisions to the "Special Planning Area Designation" section have been categorized into "minor revisions" and "major revisions".

1.0 Minor revisions: minor revisions consist of the following changes:

- 1.1 Reorganization of designation criteria and policies;
- 1.2 Renumbering of designation criteria and policies;
- 1.3 Re-categorization of "Subareas";
- 1.4 Improving the section nomenclature (e.g. making sure titles are the same); and
- 1.5 Aligning the list of "Impression Corridors" with the locations shown on the "Impression Corridors Map #1.5".

2.0 Major revisions: major revisions consist of the following changes:

- 2.1 Addition of policy language for "Designated Areas";
- 2.2 Removal of "Auburn Environmental Park/Green Zone" as a "Designated Area – Economic Development Strategy Area";
- 2.3 Identification of priority impression corridors; and
- 2.4 Identification of priority gateways;

The text amendments to this section at the end of Volume 1, "Land Use Element" to clarify and distinguish between the various subcategories of "Special Planning Areas" is provided in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.

The nature of revisions are shown follow these guidelines:

- Insertions are shown in green, underlined text.
- Additions to inserted text is shown in green, underlined, bold **text**.
- Deletions are shown in red, strikethrough ~~text~~.
- Moves from are shown in blue, strikethrough ~~text~~.
- Moves to are shown in blue, underlined text.

The next few paragraphs describe the “minor revisions” and “major revisions” in greater detail.

MINOR REVISIONS

Reorganization of designation criteria and policies

Most of the revisions fall under the category of reorganization. Throughout the entire Special Planning Areas Designation section, text was moved from one area to another to improve the reading flow of the document. Blue text is that which already exists in this section; specifically, text moved from one location is shown in blue, strikethrough ~~text~~, and the location it was moved to is shown in blue bold, underlined **text**.

Renumbering of designation criteria and policies

Due to the reorganization of the entire Special Planning Areas Designation section, the policies were renumbered to maintain sequential numbering.

Re-categorization of “Subareas”

Within the five previously mentioned subareas, 28 different and distinct subareas exist. The current Comprehensive Plan Special Planning Areas Designation section lumps all of the 28 subareas, with the exception of the three “Areas of Concern” into one category called “subareas”. This method of categorization while simple, does not allow the City (staff) to denote the different types of subareas. There is a need to distinguish and denote the subareas into specific categories as not all types of subareas feature the same concerns, issues, long term focus, or and goals. Denoting the specific types of subareas is necessary because it helps inform or outline the focus of the particular subarea. For example, the “Areas of Concern” are denoted as a specific type of subarea in the current Comprehensive Plan. Denoting “Areas of Concern” as a specific type of subarea is important because it informs staff and decision-makers that the long term focus of these areas is to improve the infrastructure within these areas.

Therefore, subareas have been re-categorized into three categories: one (1) general category, and two (2) subcategories. The two (2) subcategories of subareas are proposed as “Areas of Concern” and “Economic Development Strategy Areas”. As mentioned above, “Areas of Concern” are a specific subcategory because it identifies areas in which the infrastructure needs to be improved prior to or in conjunction with future redevelopment of the area. “Economic Development Strategy Areas” have been identified as a specific subcategory as these areas warrant a particular focus on economic growth and development. It should be noted that the “Areas of Concern” and “Economic Development Strategy Areas” were identified and discussed in Chapter 14, the “Comprehensive Plan Map” chapter of the previous, now archived, Comprehensive Plan (amended in 2011). Chapter 14 of the archived Comprehensive Plan helped inform which subareas should be categorized as “Areas of Concern” and “Economic Development Strategy Areas”.

Improving the section nomenclature (e.g. making sure titles are the same)

Several titles or terms were modified in order to either clarify or ensure that the nomenclature of the section was consistent. For example, the title for the “Areas of

Concern” was formally changed to “Designated Areas – Areas of Concern” to reinforce the fact that they are a subcategory of subareas.

MAJOR REVISIONS

Addition of policy language for “Designated Areas”

The current Comprehensive Plan, adopted in 2015 under Ordinance No. 6584, does not contain specific policies for the “designated subareas”. While the previous, now archived, Comprehensive Plan (as was amended in 2011) featured policies for each “Designated Area” these were removed during the update of the current Comprehensive Plan. However, Staff has concluded that having specific policies for the Designated Areas is necessary. The purpose of a subarea is to anticipate, support, and guide long-term growth and redevelopment through planned development and a unique vision for how that area should look and function in the future. Therefore, without specific policies for each designated area, Staff cannot anticipate or identify unique problems or characteristics for a particular area.

Specific policies for the “designated” subareas, including Auburn Municipal Airport, BNSF Rail Yard, Stuck River Road, Lakeview, Mt. Rainier; the “Economic Development Strategy Areas” were added under the “Designated Areas Policies” (Page 9) discussion . Note that the majority of the changes are shown in **green** as the text for the policy language was derived from the previous, now archived, Comprehensive Plan. Minor changes, shown in green, underline bold **text**, were added to a few of the designated areas policies. The purpose of these minor changes is to update or provide clarification to the policy.

Removal of Auburn Environmental Park (AEP)/Green Zone as a “Designated Area” from the Designated Areas list.

The “AEP/Green Zone” designated area was originally an “Economic Development Strategy Area” special planning area within the previous, now archived Comprehensive Plan. The stated purpose of the AEP/Green Zone was to “...create an economically enhanced area that complements the Auburn Environmental Park and sustains environmentally sensitive industries”. To complement the designation of this area as an economic development strategy area, in 2006 (Ordinance No. 6036), the City adopted the EP, Environmental Park zoning district (EP zone), and a majority of the area was zoned EP. The EP zone was intended to focus on medical, biotech and “green” technologies including energy conservation, engineering, water quality, and similar uses.

Its designation as a special planning area was carried over in the current Comprehensive Plan adopted in 2015 (Ordinance No. 6584). Specifically, in the current Comprehensive Plan it is a “Designated Area”. However, since the current Comprehensive Plan was adopted, the portion of the area zoned EP has been rezoned by the City to M-1, Light Industrial (rezoned in 2017 under Ordinance No. 6660). The area was rezoned from EP to M-1 due to the lack of private sector investment into the privately owned properties within the EP zone, while substantial investment within the nearby M-1 and M-2 zoned properties occurred. Therefore, the focus on medical, biotech and “green” technologies or environmentally sensitive industries was not viable. Consequently, the need for the area to remain as a designated area or economic development strategy area no longer

exists. Therefore, the proposal is to remove the AEP/Green zone from the list of designated areas and remove it from Map #1.3, the “Designated Areas Map”, of the Comprehensive Plan. The corresponding map change is provided in the working binder behind the “Comp. Plan Map Amendments” tab. (See also CPM #1, below)

Identification of priority Impression Corridors

The Comprehensive Plan adopted in 2015 (Ordinance No. 6584) included a new section in the Land Use Element titled “Special Planning Area Designation” and “Impression Corridors” were adopted as a new special planning area within the new Comprehensive Plan. Impression corridors are aligned with a particular street, trail, river, stream, or specific linear corridor. The purpose of the impression corridors is to identify the key passageways in which residents, businesses, and visitors move throughout the City. Currently, 25 impression corridors are identified in the special planning area designation section of the Comprehensive Plan. While each of these corridors are key passageways throughout the City, due to the sheer number of impression corridors, some focus and refinement of priority corridors is necessary. Distinguishing key corridors provides direction to the City on which impression corridors take precedent. Priority is given to the impression corridors that are a part of a subarea. The corresponding change to “Impression Corridors Map #1.5” is provided in the working binder behind the “Comp. Plan Map Amendments” tab. (See also CPM #1, below)

Identification of priority Gateways

The 2015 Comprehensive Plan included a new section in the Land Use Element titled “Special Planning Area Designation” and “Gateways” were adopted as a new Special Planning Area within the new Comprehensive Plan. Gateways are specific places, intersections, or blocks within the City. Gateways are essential locations because they constitute the first impression of Auburn. Currently, eight (8) gateways are identified in the Special Planning Area section of the Comprehensive Plan. While each of the gateways constitutes a “first impression” into the City, the identification of key gateways is necessary. Distinguishing key gateways provides direction to the City on which gateways take precedent. Priority is then given to the gateways that are along a priority impression corridor. Priority gateways function as an entrance to an impression corridor.

Recommendation

Planning Commission to recommend approval of policy text amendments to Volume 1, “Land Use Element” to clarify and distinguish between the various subcategories of “Special Planning Areas” that are already described in the Plan. Bring back some missing explanation from previous pre-2015 Comprehensive Plan to aid in describing the purpose and actions associated with each subcategory.

P/T #7

Amend text of Volume 6, Economic Development Element of Comprehensive Plan and the Comprehensive Plan's "Core Plan" (Introductory chapter) and specifically the Economic Development Vision Statement discussion to reflect preparation of the City of Auburn Ten-Year Economic Development Strategic Plan (TEDSP). Also, amend and the Appendices to include the document as one of the background documents to the Plan. *The changes are*

shown in strike through and underline in the working binder behind the “Comp. Plan Policy/Text Amendments” tab.

Discussion

In the fall of 2015, the City of Auburn embarked on a process to develop an Economic Development Strategic Plan guided by the City’s Economic Development section of the Administration Department and prepared for the purpose of guiding the City’s economic development and activities and investment over the next decade. The City hired a team of expert consultants in specialized subject areas that included:

- TIP Strategies (an economic development consultant),
- Heartland (a real estate advisory & investment consultant), and the
- Retail Coach (a retail recruitment & development consultant).

This consultant team (“Team”) built on the then, recent “Imagine Auburn” public outreach and participation plan that had been implemented for the preparation of the city’s Comprehensive Land Use Plan. The City’s Comprehensive Plan was adopted by Ordinance No. 6584 on December 4, 2015.

The development of the resultant document: City of Auburn Ten-Year Economic Development Strategic Plan, included its own outreach effort to inform its contents. The Team conducted extensive public input reaching out to more than 200 employers, community and regional leaders, residents, and other stakeholders. The Team also prepared a detailed analysis of demographic, economic, and market data for the City and regional context. The research and methodology are described on Page 8 of the Plan. The goals and strategies were also informed by the consulting team’s knowledge of trends and best practices that shape economic development outcomes and programs across the nation. The result is a set of strategies and actions that will propel the City of Auburn forward towards its vision for 2025. The Findings of the investigative effort are described starting at Page 11 of the document.

The timing of the preparation of the Plan was timely due to both the then, recent adoption of the guiding document--the City’s Comprehensive Plan--and due Auburn’s key location in the path of path of growth radiating from Seattle and the assets and attractiveness of Auburn as expressed by some important early development projects. In addition, this Plan is more extensive in scope and greater in depth than preparation of past economic development strategy document preparation efforts by the City.

To recognize and incorporate the City’s Ten-Year Economic Development Strategic Plan text/policy amendments are required and excerpts of the City’s Comprehensive Plan documents are provided showing strike through and underline changes to show deletions and additions, respectively:

- Volume 6 - The Economic Development Element, Pages ED-1 through ED-6.
- Core Plan, Policy Elements Section, - Economic Development Policy Element, Pages C4-16 through C4-17.
- Appendices (While this document is not provided, it is intended to be updated to add to the listing, the Ten-Year Economic Development Strategic Plan.), Page A-1

Key Changes/Points:

As part of the 2018 Annual Comprehensive Plan Amendments, the city seeks to change the Comprehensive Plan to recognize and incorporate the Ten-Year Economic Development Strategic Plan. The main changes to the Comprehensive Plan document include:

- Change wording to ensure consistency and agreement with the Ten-Year Economic Development Strategic Plan. It is appropriate to change the Comprehensive Plan to ensure consistency.
- Update information due to the passage of time.
- Update wording to increase clarity and understanding.
- Align the policy statements with the strategies/actions listed in the Ten-Year Economic Development Strategic Plan. However, since the Comprehensive Plan document is a policy document while the Ten-Year Economic Development Strategic Plan is an implementation tool, not every strategy or action listed will have a corresponding policy statement.

Recommendation

Planning Commission to recommend approval of policy text amendments to Volume 6, Economic Development Element of Comprehensive Plan and the Comprehensive Plan's "Core Plan" to reflect preparation of the City of Auburn Ten-Year Economic Development Strategic Plan (TEDSP). Also, amend the Appendices to include as a background document to the Plan.

P/T #8

Amend text and policies of Comprehensive Plan to add back the contents of the former Chapter 10, "Historical Preservation" from pre-2015 Comprehensive Plan as a new Chapter 8, with some minor policy and format revisions. Also, add a corresponding section to the "Core Plan" to maintain formatting, add a map of landmark and designated properties, similar to before and amend the Appendices to reflect the map addition. See also related Map amendment CPM #2. *The changes are shown in strike through and underline to the previous chapter in the working binder behind the "Comp. Plan Policy/Text Amendments" tab.*

Discussion

By Ordinance No. 6584, the City of Auburn adopted a major, new Comprehensive Plan at the end of 2015. There were so many changes being made to the document at the time that in oversight the Historic Preservation element was not included. Some "clean up" is now required. This omission leaves the city without policy guidance in our Comprehensive Plan and is not consistent with provisions of Auburn City Code Section 15.76, "Historic Preservation", which reinforces that the city shall consider historic preservation issues in its decision making and provides the process for contracting with King County Office of Historic Preservation for professional expertise.

Staff proposes to add a new chapter to the Comprehensive Plan document to reincorporate much of the former Chapter with a few changes. These minor changes include:

- **Renumbering the added narrative as Volume 8**, to fit in the context of the more recent Comprehensive Plan. The changes are shown as strike-through (eliminations) and underlines (additions) on the previous wording of Chapter 10. All of the changes would be additions to the current Comprehensive Plan document.
- **Supplementing the policy statements** in response to a recent review by King County Historic Preservation Staff. The changes suggested by experts generally added to the range of tools available for flexibility without being more restrictive. Language continues to be permissive with "should" statements.

- **Reorganizing the information** into the current format of the Comprehensive Plan, such as changing headings, dividing into specific sections and renumbering policies.
- **Add discussion in the “Core Plan”** – Since the Core Plan (Introductory chapter) contains a recitation of the contents of the later Volumes (separate chapters later in the document) in order to provide this “working document” with actions emphasized, a new section is added at the end of the Core Plan on historic preservation.
- **Add back an updated Map of Historical Resources** - The former Chapter 10, “Historic Preservation”, contained a map of officially recognized properties located in the City of Auburn. Staff proposes to update and provide this map in the Plan. Updates are warranted due to new designations since the adoption.
- **Modify the Appendix** - to recognize the addition of the map in the listing of maps in the Comprehensive Plan document. In addition, the table of Contents will be changed to reflect the new Volume 8.

Recommendation

Planning Commission to recommend approval of policy text amendments to create a “new” Volume 8, Historic Preservation Element of Comprehensive Plan and add discussion in the Comprehensive Plan's "Core Plan" (Introductory chapter) to correspond. And modify the Appendix and Table of Contents to agree.

P/T #9

Modify text of Volume 1, “Land Use Element” of the Comprehensive Plan to remove the mapped designation of “Residential Transition Overlay” from the Comprehensive Plan Map. The text requires modification to eliminate references to the map location. See related Map amendment CPM #3. *The changes are shown in strike through and underline in the working binder behind the “Comp. Plan Policy/Text Amendments” tab.*

Discussion

With the adoption of the overhauled Comprehensive Plan document at the end of 2015, the City of Auburn adopted a new Comprehensive Plan Land Use map containing a new mapped designation termed: “Residential Transition Overlay” (or “RT Overlay”). While the purpose of this new map designation or “overlay” was intended to ensure that, where there is a sharp transition in different land uses adjacent to one another, the Comprehensive Plan would provide the City with the authority to develop, adopt, and implement subsequent development regulations, such as zoning, to better manage negative impacts or conflicts that may result from the proximity of these disparate land uses.

Since the adoption of the RT Overlay, practical challenges have been encountered regarding how the proposed policies could be implemented. Further, many of the areas mapped within the City that were included within the RT Overlay may not be appropriate given their location and their current land use. Staff is requesting to modify the RT Overlay policy language and map designation in order to better align it with its intent.

The RT Overlay Comprehensive Plan designation was applied to areas currently designated as “Single Family Residential” and zoned R-1, R-5, or R-7 that are located adjacent to more intensive zoning districts throughout the City. These adjacent more intensive zoning districts include Commercial, Industrial, and Public Uses. The

geographic areas covered by this mapped RT Overlay varies in width since it followed the parcel boundaries of any property that would be abutting the more intensive zoning districts, but generally, this is a 150-200 foot wide area.

Through the adoption of the RT Overlay and Comprehensive Plan policies, the guidance and direction was established to enable the City to subsequently create zoning regulations that would directly implement the intent of the RT Overlay policies. The policy guidance of the Comprehensive Plan does not by itself regulate; as a policy document, it only provides guidance or policy that sets the direction for subsequent adoption of related development regulations. The policies or direction must be implemented by the City developing, adopting, and implementing subsequent development regulations. The policies themselves do not have regulatory effect; however, city code requires that the Comprehensive Plan and development regulations must be consistent.

Practical difficulties in implementation

Generally, any new regulations that are developed based on the policies of the Comprehensive Plan apply only to new development (new construction or alterations) that takes place after the new regulations are adopted, unless specified otherwise. Not making the regulations retroactive is generally preferable since it avoids surprising property owners and avoids creating non-conforming situations and risk. So, not being retroactive, the RT overlay would not correct any existing circumstances of adjacent disparate land uses; since it only applies to new locations. This reduces the effectiveness and takes longer to achieve broad results.

In addition, this proposed approach of incorporating transition overlays within their Comprehensive Plan is uncommon to jurisdictions, thus unexpected, and not likely to be understood by users as a comprehensive plan map designation. When the intent is to apply specific certain development regulations to a specific geographic area, this is more commonly accomplished through a “zoning overlay” rather than at the higher level, long-range focused comprehensive plan policy. Typically, an overlay is applied to existing zoning districts and adds a specific level of regulations that are geographically focused. Examples include applying view sensitive overlays that limit height in certain areas, or manufacturing/industrial type overlays that limit the amount of retail in certain areas.

The concept of applying regulations to better manage the transition between incongruent land uses is laudable and found in many jurisdictions throughout the region and country. However, approach is generally opposite way; jurisdictions ensure that height limits, additional landscaping, and limitations on high intensity uses are applied to the more intensive commercial and industrial zoning districts that are located near single-family and multi-family areas, rather than the less intensive zoning districts. This is accomplished through zoning overlays that have specific standards or with transition zoning districts that only permit certain types of uses and have specific development standards. In some cases, such as with the Cities of Kent and Bellevue, any non-single-family residential site that is located within 300 feet from a single-family neighborhood is subject to additional transition standards found within the zoning code. Within the City of Auburn, there are multiple code requirements that are able to provide a transition between different land uses.

The policies for the Residential Transition Overlay encourage connecting uses with pedestrian ways, allowing for a variety of housing types, and seeking to minimize noise,

light, and air impacts. In the Comprehensive Plan narrative and mapped locations, the RT Overlay was applied to “Single-Family Residential” land use designations that were zoned R-1, R-5, and R-7 that abut more intensive zoning districts such as commercial and industrial. While the general intent of the RT Overlay focuses on protecting less intense land uses from impacts resulting from nearby more intensive land uses, the mapped locations for the RT Overlay contain policies that would allow for single-family areas to be developed with more intensive multi-family and mixed-use developments. This dynamic results in a direct conflict with what the RT Overlay is trying to achieve, as areas that are currently reserved for less intense development would have the potential to be developed with more intense land use such as multi-family. For example, if the rear yards of single family and industrial lots border each other, allowing additional dwelling units may result in increased vehicle traffic to the single family neighborhood.

While purpose of this 2015 change was to provide an incentive to better manage the transition through allowing the bonus of intensifying development, it also places the burden on the single-family residence and generally the owner of a smaller property who is least likely to be able to afford it. On a small-lot by small-lot basis, managing the transition is likely to be less effective and not achieve the desired effect.

Further, the areas designated for the RT Overlay were based off a mapping analysis that doesn’t accurately reflect what areas are in need of having the RT Overlay applied. It does not adequately take into account existing man-made or natural features that serve as effective barrier to manage the transition. Examples include:

- Single-family subdivisions that are separated by steeply sloped areas from nearby industrial properties in which an effective transition is already provided, such as along West Valley Highway;
- Rural and undeveloped areas near the Auburn Adventist Academy and White River that are not located near any high intense land uses;
- Single-family areas near Downtown Auburn that are already surrounded by intensive land uses and should be protected

In addition, the name of “Residential Transition Overlay” closely resembles terminology from other designations used elsewhere in the Comprehensive Plan document, and thus, the multiple, similar sounding terms, each with different meanings and applications, is confusing to users. Specifically, the Comprehensive Plan contains provisions for a future “Residential Transition zoning district”.

This approach does not acknowledge the various zoning code requirements are already currently in effect to help ensure that a transition is provided between incompatible land uses. These requirements include:

- Maintaining similar height limits for low intensity commercial uses and public facility type uses with single-family residential uses
- Requiring commercial, industrial, and multi-family uses to provide minimum landscaping buffers when they abut single-family residential uses.
- Requiring industrial and some commercial type uses to meet performance standards to minimize odors, noise, and other nuisances.
- Establishment of the RO Residential Office zone, which allows for conversion of older single-family residences into low intensity commercial uses such as offices. These locations are generally located on busier roads and separate commercial or multi-family zoning districts from single-family residential neighborhoods.

Proposed Change/Approach:

To remedy this situation while maintaining the necessary policy framework that will assist in providing better transitions between incompatible land uses, City staff is proposing to remove the mapped RT Overlay from the Comprehensive Plan Land Use map while keeping slightly modified RT Overlay policy statements. This will allow for flexibility in approach and gives the basis for the city to, as a future action, implement a zoning overlay (rather than comprehensive plan overlay) by developing specific regulations in the future that can apply to the more intensely zoned areas to provide improved protection to residential uses. This requires a future code amendment that would be reviewed by Planning Commission and City Council.

Comprehensive Plan Map Amendments (File No. CPA18-0002, City initiated map changes)

CPM #1

Change the Comprehensive Plan Map, "Designated Areas, and Map #1.3" to remove "Environmental Park" Designated Area, since the area was rezoned in 2017 to M-1 Light Industrial and thus is no longer unique and distinguished from other areas. Also, change the Comprehensive Plan Map, "Impression Corridors Map #1.5" to agree with the list of streets provided in the Comprehensive Plan. *The changes are shown in the working binder behind the "Comp. Plan Map Amendments" tab.*

Discussion

(This is the same topic as text amendment P/T #6, but is repeated as a map amendment since it requires revision to both the text and map of the comprehensive plan document. See discussion and analysis under text amendment P/T #6.)

During the Planning Commission meeting held on October 16, 2018, the Planning Commission requested that staff perform the following:

1.0 Reconcile the list of "Impression Corridors" included on Pages 7-8 of the "Amendment to Special Planning Areas Designation" Section of the Land Use Element, and those shown on the "Impression Corridors Map #1.5"; and

2.0 Determine why State Route 167 is shown as an Impression Corridor on Map #1.5, while State Route 18 is not.

1.0 Reconcile Impression Corridors list vs. Map #1.5

Staff reviewed the list of Impression Corridors provided on Pages 7-8 of the "Amendment to Special Planning Areas Designation" section of the "Land Use Element". To reconcile the list, staff reviewed drafts of the "Special Planning Areas" text and maps that were previously presented to the Planning Commission prior to adoption of the new Comprehensive Plan in 2015. It appears that due to a mapping error, the following Impression Corridors were omitted from the "Impression Corridors Map #1.5":

- M ST SE/Harvey RD (between Auburn WY S and 15th ST NE)

- 15th ST NW/NE (between Harvey RD and W Valley HWY)
- 8th ST NE (between Auburn WY N and Lea Hill RD SE)
- W Valley HWY (between the northern and southern City limits)

Additionally, for ease in identification, labels were added to Map #1.5 for the following impression corridors:

- Interurban Trail
- Mill Creek
- Auburn Black Diamond Road
- Division Street
- Green River Road

Lastly, for consistency the following street labels included on Pages 7-8 of the proposed text amendment were changed to agree with the actual names depicted on Map #1.5:

- Lake Tapps Corridor was changed to Lake Tapps Pkwy SE
- 132nd St SE was changed to 132nd Ave SE

2.0 State Route 167 (SR 167) vs. State Route 18 (SR 18)

Per the City's Transportation Element, the Washington State Department of Transportation (WSDOT) has jurisdiction over three major routes within Auburn: SR 167, SR 18, and SR 164 (Auburn Way South). Unlike Auburn Way South, both SR 167 and SR 18 are "full control limited access highways" – within the City limits and access is only allowed at interchanges. SR 164 is classified differently and does not have the same access restrictions as SR 18 and SR 167. The City of Auburn classifies SR 164 as an "Principal Arterial"; principal arterials carry the highest traffic volumes, experience the longest vehicle trips, and have the highest speed limits of all City streets. As a Principal Arterial the City has the ability to affect infrastructure changes within the right of way, including pedestrian and aesthetic improvements. Improvements to an impression corridor consistent of aesthetic signage, landscaping, and monument features, and the rehabilitation or removal of existing buildings and property. For that reason, neither SR 18 nor SR 167 were included in the Impression Corridor list because the City does not have the ability to make these types of improvements. Therefore, staff concludes SR 167 was included on Map #1.5 in error and as shown the map included, SR 167 has been removed from Map #1.5

Recommendation

Planning Commission to recommend approval of a map amendment to change the Comprehensive Plan Map, "Designated Areas Map #1.3" to remove "Environmental Park" Designated Area and change the Comprehensive Plan Map, "Impression Corridors Map #1.5" to agree with the updated list of streets in the Comprehensive Plan.

CPM #2

Add back an updated “Historic Resource Inventory” map from the pre-2015 Comprehensive Plan, Chapter 10, ‘Historic Preservation Chapter’, as a renumbered Map #8.1 retitled to “Historical Landmark & Registry Inventory Map” to correct an omission. Map shows landmark registry properties within the City. *The changes are shown in the working binder behind the “Comp. Plan Map Amendments” tab.*

Discussion

(This is the same topic as text amendment P/T #8, but is repeated as a map amendment since it requires revision to both the text and map of the comprehensive plan document. See discussion and analysis under text amendment P/T #8.)

Recommendation

Planning Commission to recommend approval of a map amendment to add back an updated “Historical Landmark & Registry Inventory Map #8.1” from the pre-2015 Comprehensive Plan, Chapter 10, Historic Preservation Chapter.

CPM #3

Amend Comprehensive Plan Map to remove the mapped designation of "Residential Transition Overlay" from Map #1.1. The mapped designation from 2015 Comprehensive Plan sets the stage for development of subsequent implementing regulations, however there are practical difficulties in formulating and applying these implementing regulations in location shown that warrant removing the mapped designation. *The changes are shown in the working binder behind the “Comp. Plan Map Amendments” tab.*

Discussion

(This is the same topic as text amendment P/T #9, but is repeated as a map amendment since it requires revision to both the text and map of the comprehensive plan document. See discussion and analysis under text amendment P/T #9.)

Recommendation

Planning Commission to recommend approval of a map amendment to Amend Comprehensive Plan Map to remove the mapped designation of "Residential Transition Overlay" from Map #1.1.



AGENDA BILL APPROVAL FORM

Agenda Subject:

2018 Annual Comprehensive Plan Amendments

Date:

October 31, 2018

Department:

Community Development

Attachments:

No Attachments Available

Budget Impact:

Current Budget: \$0

Proposed Revision: \$0

Revised Budget: \$0

Administrative Recommendation:**Background Summary:**

To view the staff report for items CPM #1 through #3, please review the report provided for item II.B.

Additional materials are included in a working binder. A copy of the 2018 Annual Comprehensive Plan Amendments (working binder) has been provided to the City of Auburn City Clerk, Shawn Campbell. If you would like to view the working binder please contact Ms. Campbell at 253-931-3055 or by email at scampbell@auburnwa.gov

Reviewed by Council Committees:**Councilmember:****Staff:**

Dixon

Meeting Date: November 7, 2018

Item Number:



AGENDA BILL APPROVAL FORM

Agenda Subject:

2018 Annual Comprehensive Plan Amendments

Date:

October 31, 2018

Department:

Community Development

Attachments:

[CMP #4, CPA18-0001 - Staff Report](#)

[CMP #5, CPA18-0003 - Staff Report](#)

[CMP #6, CPA18-0004 - Staff Report](#)

Budget Impact:

Current Budget: \$0

Proposed Revision: \$0

Revised Budget: \$0

Administrative Recommendation:**Background Summary:**

Attached are the staff reports for items CPM #4 through CPM #6, CPA18-0001, CPA18-0003, and CPA18-0004.

Additional materials are included in a working binder. A copy of the 2018 Annual Comprehensive Plan Amendments (working binder) has been provided to the City of Auburn City Clerk, Shawn Campbell. If you would like to view the working binder please contact Ms. Campbell at 253-931-3055 or by email at scampbell@auburnwa.gov

Reviewed by Council Committees:**Councilmember:****Staff:**

Dixon

Meeting Date: November 7, 2018

Item Number:



AGENDA BILL APPROVAL FORM

Agenda Subject: CPA18-0001 & REZ18-0002, Labrador Ventures Comprehensive Plan Land Use Amendment & Rezone		Date: October 16, 2018
Department: Community Development	Attachments: (See exhibit listing at the end of this report) <i>For exhibits, see "Comp. Plan Map Amendments" tab in working binder</i>	Budget Impact: N/A
Administrative Recommendation: Planning Commission to conduct a public hearing and recommend to City Council approval of the Labrador Ventures Comprehensive Plan Amendment and Rezone (zoning map amendment).		
Background Information: <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> APPLICANT: David Toyer, Owner Toyer Strategic Consulting 3705 Colby Ave., Ste. 1 Everett, WA 98201 </div> <div style="width: 45%;"> PROPERTY OWNER: Brad Hughes, Manager Labrador Ventures, LLC 1931 Valley Center Dr. Henderson, NV 89052 </div> </div> <p>REQUEST: File Nos. CPA18-0001 & REZ18-0002: Request to amend the Comprehensive Plan Land Use Map Designation of three vacant parcels totaling approximately 1.89 acres from "Single Family Residential" with a "Residential Transition Overlay" to "Multiple Family Residential"; and the rezoning (zoning map amendment) from "R-7, Residential 7 dwelling units per acre" to "R-20, Residential 20 dwelling units per acre".</p> <p>LOCATION: The proposal consists of three adjacent parcels located on the east side of 'I' St. NE, approximately 200 ft. north of 40th St. NE. King Co. Parcel Nos. 000420-0010, 000420-0027, and 000420-0028.</p>		
Reviewed by Council & Committees: <div style="display: flex;"> <div style="flex: 1;"> <input type="checkbox"/> Arts Commission <input type="checkbox"/> Airport <input type="checkbox"/> Hearing Examiner <input type="checkbox"/> Human Services <input type="checkbox"/> Park Board <input type="checkbox"/> Planning Comm. </div> <div style="flex: 1;"> COUNCIL COMMITTEES: <input type="checkbox"/> Finance <input type="checkbox"/> Municipal Serv. <input type="checkbox"/> Planning & CD <input type="checkbox"/> Public Works <input type="checkbox"/> Other _____ </div> </div>		Reviewed by Departments & Divisions: <div style="display: flex;"> <div style="flex: 1;"> <input checked="" type="checkbox"/> Building <input type="checkbox"/> Cemetery <input type="checkbox"/> Finance <input checked="" type="checkbox"/> Fire <input type="checkbox"/> Legal <input checked="" type="checkbox"/> Public Works <input type="checkbox"/> Information Services </div> <div style="flex: 1;"> <input type="checkbox"/> M&O <input type="checkbox"/> Mayor <input type="checkbox"/> Parks <input checked="" type="checkbox"/> Planning <input type="checkbox"/> Police <input type="checkbox"/> Human Resources </div> </div>
Action: Committee Approval: <input type="checkbox"/> Yes <input type="checkbox"/> No Council Approval: <input type="checkbox"/> Yes <input type="checkbox"/> No Referred to _____ Tabled _____		
Councilmember:		Staff: Gouk
Meeting Date: November 7, 2018		Item Number:

SEPA STATUS: A Determination of Non-Significance (DNS) was issued under city file SEP18-0008 on August 16, 2018. The comment period ended August 31, 2018 and the appeal period ended September 14, 2018.

FINDINGS OF FACT:

1. The Applicant, David Toyer, of Toyer Strategic Consulting, representing Brad Hughes, Manager of Labrador Ventures, LLC ("Labrador Ventures"), submitted a Comprehensive Plan Map Amendment (City File No. CPA18-0001) and Rezone request (REZ18-0002) applications on May 4, 2018. More specifically, the applications request a change in the land use designation of three vacant parcels totaling approximately 1.89 acres from "Single Family Residential" with a "Residential Transition Overlay" to "Multiple Family Residential" (see Exhibit 2); and the rezoning (zoning map amendment) from "R-7, Residential 7 dwelling units per acre" to "R-20, Residential 20 dwelling units per acre" (see Exhibit 3).
2. The proposed site consists of three adjacent parcels located on the east side of 'I' St. NE, approximately 200 ft. north of 40th St. NE. The site is composed of King Co. Parcel Nos. 000420-0010, 000420-0027, and 000420-0028.
3. Pursuant to Chapter 197-11 WAC and Chapter 16.06 ACC, this proposal is subject to State Environmental Policy Act ("SEPA") decision. A Determination of Non-Significance ("DNS"), for the Comprehensive Plan amendment and Rezone request was issued under City File No. SEP18-0008 on August 16, 2018; with the comment period ending August 31, 2018 and an appeal period ending September 14, 2018. One written public comment was received and responded to, and is attached as Exhibit 9; no appeal was filed.
4. The public hearing notice was published on November 24, 2018 in the Seattle Times newspaper, at least 10 days prior to this November 7, 2018 Planning Commission public hearing. Public notice was also mailed to property owners within 300 feet and those requesting said notice, posting on the City's website, and posting on the subject properties.
5. This staff report and recommendation describes and addresses a Comprehensive Plan map amendment and rezone by the Labrador Ventures LLC. The other private initiated Comprehensive Plan amendment applications, as well as the 2018 City initiated Comprehensive Plan Amendments are addressed in separate staff reports.

Comprehensive Plan Related Findings

6. The City of Auburn first adopted amendments to its Comprehensive Plan in compliance with the Washington State Growth Management Act (GMA) requirements, as amended, in 1995. The Auburn Comprehensive Plan has been amended annually each year since, generally for housekeeping items and for coordination with the Capital Facilities Plan.
7. The City of Auburn adopted a substantially revised Comprehensive Plan (including map amendments) in response to periodic updates required by the GMA under Ordinance No. 6584 on December 15, 2015.

8. City Code Section 14.22, "Comprehensive Plan" provides the city's laws for amending the Comprehensive Plan. Amendments can be initiated by the City of Auburn (city-initiated) and by private citizens (privately-initiated).
9. RCW 36.70A.130 (GMA) provides for annual amendments to locally adopted comprehensive plans. Except in limited circumstances, these amendments shall be considered by the City's Legislative body no more frequently than once per year. The annual limitation and exceptions are also restated in city code under ACC 14.22.060.
10. The City of Auburn established a June 8, 2018 submittal deadline for comprehensive plan amendments for the year 2018 (map or policy/text amendments). Notice to the public of the application filing deadline was provided on the City's website, publication of a legal notice the Seattle Times Newspaper, and sent to a notification list of potentially interested parties.
11. Auburn City Code (ACC) Chapter 14.22 outlines the process for submittal of privately-initiated amendments and the general processing of Comprehensive Plan amendments as follows:

"Section 14.22.100

- A. The planning commission shall hold at least one public hearing on all proposed amendments to the comprehensive plan. Notice of such public hearing shall be given pursuant to Chapter 1.27 ACC and, at a minimum, include the following:
 1. For site-specific plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;
 - b. Notice shall be mailed by first class mail to all property owners of record within a radius of 300 feet of the proposed map amendment request, not less than 10 calendar days prior to the public hearing;
 2. For area-wide plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;
 - b. Notice shall be mailed by first class mail to all property owners of record within the area subject to the proposed amendment;
 - c. Notice shall be posted in at least two conspicuous locations in the area subject to the proposed amendment not less than 10 calendar days prior to the date of the public hearing.
- B. Notwithstanding the above, the director may expand the minimum noticing provisions noted above as deemed necessary.
- C. Planning Commission Recommendation. The planning commission shall conduct a public hearing on all potential comprehensive plan amendments and shall make and forward a recommendation on each to the city council. The planning commission shall adopt written findings and make a recommendation consistent with those findings to the city council.
- D. The city council, if it elects to amend the comprehensive plan, shall adopt written findings and adopt said amendments by ordinance.
- E. State Review. All comprehensive plan amendments considered by the planning commission shall be forwarded for state agency review consistent with RCW 36.70A.106.

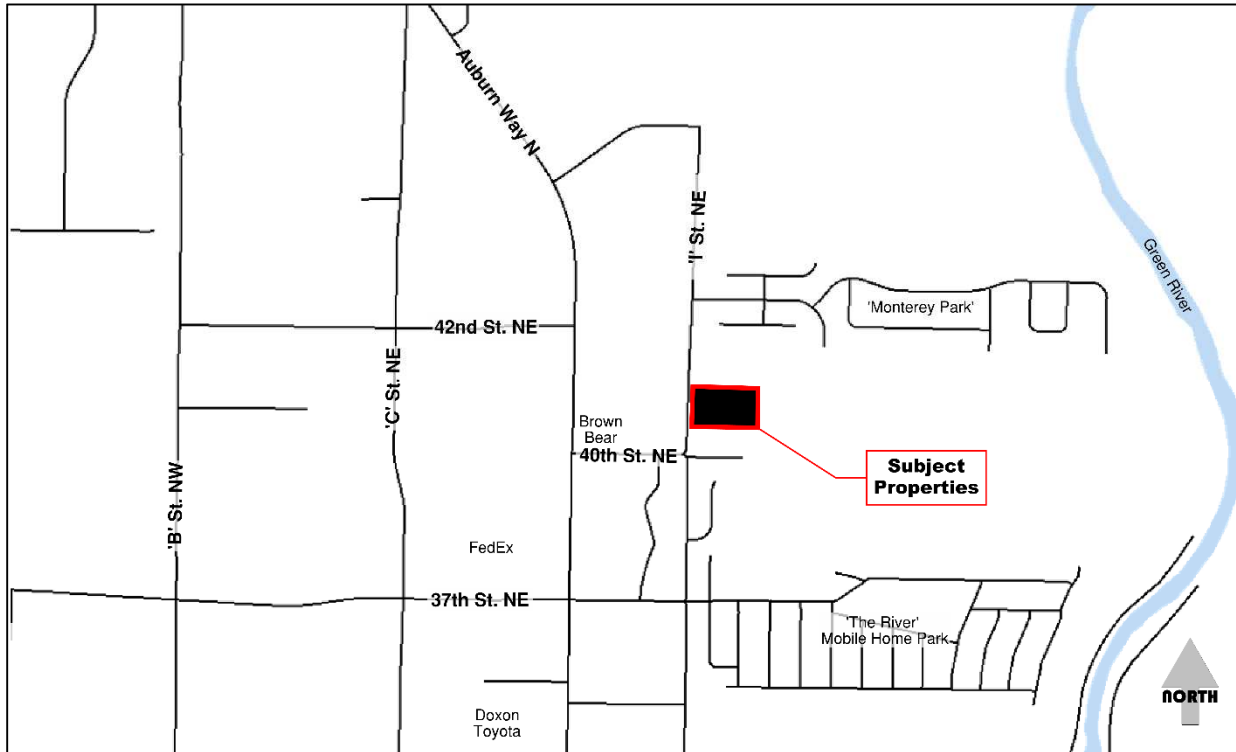
- F. Any appeal of an amendment to the comprehensive plan shall be made in accordance with Chapter 36.70A RCW. (Ord. 6172 § 1, 2008.)”
12. Per Chapter 14.22 Auburn City Code (“ACC”), privately-initiated amendments to the Comprehensive Plan shall have at least one public hearing before the Planning Commission who then forward on a recommendation to the City Council. City Council consideration and action on the amendments generally occurs, but is not required, prior to the end of the year.
13. Pursuant to RCW 36.70A.106, the proposed comprehensive plan amendments outlined in this agenda bill were sent to the Washington State Office of Commerce and other state agencies as required for the 60-day state review. See Exhibit 10. No comments have been received from the Dept. of Commerce or other State agencies as of the date of this report.
14. Due to the nature of policy/text changes, and the minimal amount of private-initiated map amendments, the optional process for a public open house as provided for in the City Code, was not conducted.

Zoning Code Related Findings

15. In June 2018 the City Council adopted Ordinance No. 6655 which allows the Planning Commission and City Council to consider associated map changes (for Comp. Plan and Zoning map amendments), concurrently. This eliminates the need for the Hearing Examiner to subsequently consider a zoning map amendment public hearing when it is related to a Comprehensive Plan map amendment.
16. Chapter 18.68 ACC (Zoning) Amendments outlines the process for submittal of privately-initiated zoning amendments and the general processing. Per ACC 18.68.030(B)(1)(b), when the Planning Commission is considering a rezone (zoning map amendment) which requires a Comprehensive Plan Land Use Map amendment, the public hearings shall be conducted concurrently and a recommendation on both shall be forwarded to the City Council.
17. Pursuant to RCW 36.70A.106, the proposed Comprehensive Plan amendment outlined in this agenda bill were sent to the Washington State Dept. of Commerce and other State agencies as required for the 60-day State review. See Exhibit 10. No comments have been received from the Dept. of Commerce or other State agencies as of the date of this report.
18. The following Staff Report and recommendation describes and addresses the Comprehensive Plan Land Use Map amendment and Rezone request by Labrador Ventures.

COMPREHENSIVE PLAN AMENDMENT AND REZONE– STAFF ANALYSIS:

1. The Comprehensive Plan amendment seeks to change the designation of three parcels from “Single Family Residential” with a “Residential Transition Overlay” to “Multiple Family Residential”. The parcels are King Co. Parcel Nos. 000420-0010, 000420-0027, and 000420-0028. The three parcels total approximately 1.89 acres. See [Exhibit 2](#) and the following vicinity map:



2. Similarly, the Rezone request seeks to change the classification of the same three parcels from “R-7, Residential Seven Dwelling Units per Acre” to “R-20, Residential Twenty Dwelling Units per Acre”.
3. The Applicant has supplied narratives for the Comprehensive Plan amendment and the Rezone request applications (See [Exhibit 4](#)). At this time there is no specific project planned for the property if the requests are approved.

4. As shown in the table below and the following map, the surrounding properties have varying degrees of development. The properties to the north contain existing single-family residences, the properties to the south and east are vacant and across 'I' St. NE to the west is developed commercial land.



5. The current Comprehensive Plan Land Use designation, zoning classification, and current land uses of the subject properties and surrounding properties are as follows:

	Comp Plan Designation	Zoning Classification	Existing Land Use
On-Site	"Single Family Residential" w/ "Residential Transition Overlay"	R-7, Residential	Vacant
North	"Single Family Residential" w/ "Residential Transition Overlay"	R-7, Residential	Single-family homes
South	"Multiple Family Residential"	R-20, Residential	Vacant
East	"Multiple Family Residential"	R-20, Residential	Vacant
West	"Heavy Commercial"	C-3, Heavy Commercial	Commercial and Manufacturing Uses

See Exhibit 2 and Exhibit 3 for maps showing the existing and requested Comprehensive Plan Designation and Zoning Classification.

6. The western-most of the three parcels fronts onto 'I' St. NE; the other two parcels are located adjacent and to the east. 'I' St. NE is classified as a 'Minor Arterial' street and connects to Auburn Way S ('Principal Arterial' classified street) via both 40th St. NE ('Local Residential') and 45th St. NE ('Residential Collector'). Future development of one or all of the parcels would require street frontage improvements to 'I' St. NE as well as internal access and circulation for vehicles.
7. A Traffic Memorandum was submitted in support of the application and was reviewed the City's Traffic Engineer (Exhibit 5) to look at how many additional trips would be generated based on a project built at the R-20 density. If the three parcels were fully built-out at the R-7 density it would include up to 9 single-family homes and under R-20 up to 38 multi-family units. Based on the Institute of Traffic Engineers (ITE) Trip Generation Manual (an industry standard), a project constructed under the R-7 zone would generate 9 PM peak-hour trips, and 21 PM peak-hour trips under R-20. "PM peak-hour trips" are weekday trips at the highest one-hour period between the hours of 4-6:00PM and are what the City's Level of Service standards in the Comprehensive Transportation Plan are based off of (LOS-04). Detailed trip generation numbers are included in Exhibit 5.
8. The purpose of the City's Comprehensive Plan is to provide a policy basis for potential zoning changes to ensure that the Comprehensive Plan and Zoning Ordinance are consistent, as required by the following City Code provision:

"14.22.050 Conformance and consistency.

The zoning, land division and other development codes contained or referenced within Auburn City Code shall be consistent with and implement the intent of the comprehensive plan. Capital budget decisions shall be made in conformity with the comprehensive plan."

COMPREHENSIVE PLAN RELATED – CONCLUSIONS:

The City Code provides certain criteria for decisions on amending the Comprehensive Plan under ACC 18.14.22.110. These criteria are listed below, followed by a Staff Analysis in *italics*. The Applicant's responses to these criteria are included in Exhibit 4.

1. Criterion #1 – ACC 14.22.110(A)(1): The proposed change will further and be consistent with the goals and objectives of the plan and the plan will remain internally consistent.

Staff Analysis: *The Comprehensive Plan (Land Use Element, Page LU-9) provides the following explanation for the "Multiple Family Residential" Land Use Designation:*

"Multiple Family Designation

Description

This category shall be applied to those areas that are either now developed or are reserved for multiple family dwellings. Densities may range from 20 to 24 units per acre. These communities are served by transit, have nonmotorized connections to surrounding amenities and services, or have access to on-site amenities.

Designation Criteria

1. *Previously developed high-density residential or manufactured/mobile home parks; or*
2. *Properties that are connected to single-family and nonresidential designations by the Residential Transition designation and meet the development parameters of the Multifamily designation.*

Implementing Zoning Designations

R-20 Residential Zone and Manufactured/Mobile Home Park

Policies

- Policy LU-22. Development regulations should include density bonuses and flexible development City of Auburn Comprehensive Plan standards that create incentives for innovative site and building design, incorporation of open space and public art, nonmotorized connectivity to parks and commercial areas, proximity to transit services, supplemental natural resource protection, supplemental use of CPTED, and supplemental use of low-impact development techniques.*
- Policy LU-23. Home occupations and shared housing should be allowed in this designation; however, given their high densities, it is appropriate to establish additional restrictions, procedures, and requirements in order to ensure that they are compatible with their surroundings and do not adversely affect the community.*
- Policy LU-24. Live-work units are encouraged.*
- Policy LU-25. Improve the quality of low-income neighborhoods and implement programs that encourage rehabilitation of deteriorating structures and facilities the downtown area, areas between lower-density residential uses and more intense nonresidential activities, and areas with high levels of transit service and available high-quality services.*
- Policy LU-26. Multiple-family development should be subject to building and site design standards. These standards should address the appearance of buildings, compatibility with nearby uses, exterior lighting, connectivity with surrounding properties and uses, the relationship of ground floor spaces and entryways with the streetscape, and connectivity to nearby nonresidential hubs (shopping centers and schools).*
- Policy LU-27. Provide a variety of housing typologies to suit the needs of various potential residents.*
- Policy LU-28. Establish intensity limitations such as floor area ratios, density, building height, coverage ratios, setbacks, and other standards.*
- Policy LU-29. Access to nearby amenities and health and human services should be considered when reviewing senior housing developments.*
- Policy LU-30. Encourage development of permanent supportive housing to address the homeless population and those with special needs.*
- Policy LU-31. Encourage adaptive reuse, particularly of historic properties.”*

Per ACC 18.23.030(C), the intent of the R-20, Residential zoning district is:

“...intended to provide for multiple-family residential development and is further intended as a residential zone primarily of multiple-family residences, except as specifically provided elsewhere in this chapter. A related consideration is to make it possible to more

efficiently and economically design and install all physical public service facilities in terms of size and capacity to adequately and permanently meet needs resulting from a defined intensity of land use.”

As identified in the R-20 intent statement above, this zoning district is geared toward multi-family developments, however, also allows uses such as mixed-use, nursing homes, etc. The full list of uses allowed within the R-20 zone are attached as Exhibit 6. Although no specific use is proposed at this time, any future development will be governed by the codes and standards in place at that time.

As shown and discussed above, the properties to the south and east are zoned R-20 (vacant land) and there is an existing apartment complex a few hundred feet to the southwest from the subject properties. Changing the Comprehensive Plan designation and Zoning classification to R-20 would not be out of character with the surrounding properties.

The requested Comprehensive Plan amendment will remain internally consistent with the Comprehensive Plan through approval / adoption of the associated Rezone request.

2. Criterion #2 – ACC 14.22.110(A)(2): Whether the capacity to provide adequate services is diminished or increased.

Staff Analysis: The proposed application for a change in the Comprehensive Plan designation has been reviewed by the City’s Utilities, Traffic division, and the Valley Regional Fire Authority. Based on these reviews, the change would not adversely affect the provision of services. As is typical with development in the City, adequate infrastructure improvements will be required to be provided concurrent with future development. Although no specific construction activity is proposed or permitted with this amendment, eventual buildout of one or more of these parcels is not anticipated to be detrimental to public services. A Traffic Memorandum has been prepared and reviewed by the City’s Traffic Engineer and no detrimental impacts to the City’s transportation system are anticipated.

3. Criterion #3 – ACC 14.22.110(A)(3): Assumptions upon which the comprehensive plan is based are found to be invalid.

Staff Analysis: While the policies of the Comprehensive Plan are not invalid, the Applicant’s request to change three parcels from single-family residential to multi-family residential is not out of character with the designations or uses in the immediate vicinity. The requested change is a logical request based on these existing surrounding uses and land use designations.

4. Criterion #4 – ACC 14.22.110(A)(4): A determination of change or lack of change in conditions or circumstances has occurred since the adoption of the latest amendment to the specific section of the comprehensive plan that dictates the need for a proposed amendment.

Staff Analysis: The proposed change is for three parcels to Multiple Family Residential which is consistent with the adjacent parcels to the south and east. The Residential Transition Overlay was put in place during the 2015 update to the Comprehensive Plan and is proposed to be removed during this periodic update, thereby leaving a Single Family

Residential designation on these properties. Both the Single-Family and Multiple Family designations could be appropriate designations, however, based on the location in relation to existing Multiple Family designated properties and proximity to a “minor arterial” street, the Multiple Family designation appears to be best-suited.

5. Criterion #5 – ACC 14.22.110(A)(5): If applicable, a determination that a question of consistency exists between the comprehensive plan and Chapter 36.70A RCW, the countywide planning policies for either King and/or Pierce County, as appropriate, and Vision 2040: Growth and Transportation Strategy for the Puget Sound Region.

Staff Analysis: *The change, if approved, would continue to be consistent with the Growth Management Act (Chapter 36.70A RCW), the King County Countywide Planning Policies and Vision 2040. The proposal is consistent because upon future development it will provide housing.*

6. Criterion #6 – ACC 14.22.110(A)(6): If the request is to change the land use designation of a specific property on the comprehensive plan land use map, the applicant must demonstrate one of the following:
- a. The current land use designation was clearly made in error or due to an oversight;
 - b. The proposed land use designation is adjacent to property having a similar or compatible designation, or other conditions are present to ensure compatibility with surrounding properties;
 - c. There has been a change in conditions since the current land use designation came into effect.

Staff Analysis: *The requested change is consistent with Item b in that the adjacent properties to the west and south are designated “Multiple Family Residential”.*

REZONE RELATED – CONCLUSIONS:

The Applicant has requested a rezone from “R-7, Residential” to “R-20, Multiple Family Residential”. Per ACC 18.68.030(B)(1)(b) if the rezone request also requires changes to the Comprehensive Plan, the Planning Commission shall hold a public hearing and make a recommendation to the City Council. Chapter 18.68 ACC contains the intent and process for zoning code amendments, in this case a site-specific zoning map amendment has been requested. Auburn City Code does not contain any specific rezone criteria for City Staff to review; however, Case Law offers some rezone criteria (“*A Little Bit Pregnant: The Multi-Personalities of Site Specific Rezones - Or - A Cheat Sheet for Everything You Need to Know about Site-Specific Rezones*”, by Phil Olbrechts on mrsc.org, April 1, 2013) as follows:

“...require that the proponents of a rezone must establish that conditions have substantially changed since the original adoption and that the rezone must bear a substantial relationship to the public health, safety, morals or welfare. If a rezone implements the comprehensive plan, a showing that a change of circumstances has occurred is not required.”

With the change in City procedures by Ordinance No. 6655 to allow concurrent recommendations by the Planning Commission on both the Comprehensive plan and zoning map changes, the recommendations on each should be consistent and therefore does not need to show a change in circumstances has occurred.

The requested rezone bears a substantial relationship to the public health, safety, morals and welfare. Adequate public facilities such as water, sewer, and electricity, are capable of being provided for the parcels upon future development and would therefore not be detrimental to public health. The rezone itself is not anticipated to allow any uses or acts that would pose any detrimental effects on the morals or welfare of the public. No impacts to public safety outside of normal residential development are anticipated.

STAFF RECOMMENDATION:

Planning Commission to recommend to City Council **approval** of the Labrador Ventures request for a Comprehensive Plan Land Use Map amendment for three parcels (Parcel Nos. 000420-0010, 000420-0027, and 000420-0028) from “Single Family Residential” with a “Residential Transition Overlay” to “Multiple Family Residential”; and a rezone from “R-7, Residential” to “R-20, Residential”.

EXHIBIT LIST:

(For exhibits please see behind the “Comp. Plan Map Amendments” tab in the ‘working binder’.)

- Exhibit 1. Staff Report CPA18-0001 and REZ18-0002
- Exhibit 2. Comprehensive Plan Map Amendment – Proposed Change
- Exhibit 3. Zoning Map Amendment – Proposed Change
- Exhibit 4. Completed Comprehensive Plan Amendment and Rezone Application forms and materials including Applicant’s Narrative Statement
- Exhibit 5. Traffic Memorandum, Prepared by Gibson Traffic Consultants
- Exhibit 6. Uses Allowed in the R-20 Zoning District
- Exhibit 7. Completed SEPA environmental checklist application SEP18-0008
- Exhibit 8. Combined Notice of Application and Determination of Non-Significance SEP18-0008
- Exhibit 9. SEPA Comment Letter and City Response
- Exhibit 10. Dept. of Commerce 60-Day Acknowledgement Letter
- Exhibit 11. Notice of Public Hearing
- Exhibit 12. Affidavits of Publication, Mailing, and Posting



AGENDA BILL APPROVAL FORM

Agenda Subject CPA18-0003 & REZ18-0003, Auburn School District, Pioneer Elementary Comprehensive Plan Amendment & Rezone		Date: October 22, 2018			
Department: Community Development	Attachments: (See exhibit listing at the end of this report) <i>For exhibits, see "Comp. Plan Map Amendments" tab in working binder</i>	Budget Impact: N/A			
Administrative Recommendation: Planning Commission to conduct public hearing and recommend to City Council approval of the Auburn School District Pioneer Elementary Comprehensive Plan Map Amendment and Rezone.					
APPLICANTS/OWNERS: Auburn School District No. 408 Attn: Jeff Grose, Executive Director of Capital Projects 915 Fourth St NE Auburn, WA 98002					
AGENT: Shockey Planning Group, Inc. Attn: Camie Anderson, Senior Associate 2716 Colby Ave Everett, WA 98201					
REQUEST: File No. CPA18-0003 & REZ18-0003: Request to amend the Comprehensive Plan map designation of t two parcels, totaling approximately 0.9 acres from the current designation of "Single-Family" to "Institutional" and to rezone the site from "R-7 Residential – Seven Dwelling Units per Acre" to "P-1 Public Use District". The Applicant identifies that this is a non-project action.					
LOCATION: The proposal consists of two parcels (King County parcel numbers 1921059282 & 1921059190) on the east side of K ST SE in the 2200 block (between 21 st ST SE and 25 th ST SE, addressed as 2230 & 2236 K ST SE. This site is located within the southeast ¼ of Section 19, T21N, R5E, WM.					
EXISTING ZONING: The zoning classification of the two parcels is R-7, Residential - Seven Dwelling Units per Acre.					
<table style="width: 100%; border: none;"> <tr> <td style="width: 33%; vertical-align: top;"> Reviewed by Council & Committees: <input type="checkbox"/> Arts Commission <input type="checkbox"/> Airport <input type="checkbox"/> Hearing Examiner <input type="checkbox"/> Human Services <input type="checkbox"/> Park Board <input type="checkbox"/> Planning Comm. </td> <td style="width: 33%; vertical-align: top;"> COUNCIL COMMITTEES: <input type="checkbox"/> Finance <input type="checkbox"/> Municipal Services <input type="checkbox"/> Planning & D <input type="checkbox"/> Public Works <input type="checkbox"/> Other _____ </td> <td style="width: 33%; vertical-align: top;"> Reviewed by Departments & Divisions: <div style="display: flex; justify-content: space-between;"> <div> <input type="checkbox"/> Building <input type="checkbox"/> Cemetery <input type="checkbox"/> Finance <input type="checkbox"/> Fire <input type="checkbox"/> Legal <input type="checkbox"/> Public Works </div> <div> <input type="checkbox"/> M&O <input type="checkbox"/> Mayor <input type="checkbox"/> Parks <input checked="" type="checkbox"/> Planning <input type="checkbox"/> Police <input type="checkbox"/> Human Resources </div> </div> </td> </tr> </table>			Reviewed by Council & Committees: <input type="checkbox"/> Arts Commission <input type="checkbox"/> Airport <input type="checkbox"/> Hearing Examiner <input type="checkbox"/> Human Services <input type="checkbox"/> Park Board <input type="checkbox"/> Planning Comm.	COUNCIL COMMITTEES: <input type="checkbox"/> Finance <input type="checkbox"/> Municipal Services <input type="checkbox"/> Planning & D <input type="checkbox"/> Public Works <input type="checkbox"/> Other _____	Reviewed by Departments & Divisions: <div style="display: flex; justify-content: space-between;"> <div> <input type="checkbox"/> Building <input type="checkbox"/> Cemetery <input type="checkbox"/> Finance <input type="checkbox"/> Fire <input type="checkbox"/> Legal <input type="checkbox"/> Public Works </div> <div> <input type="checkbox"/> M&O <input type="checkbox"/> Mayor <input type="checkbox"/> Parks <input checked="" type="checkbox"/> Planning <input type="checkbox"/> Police <input type="checkbox"/> Human Resources </div> </div>
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Action: Committee Approval: <input type="checkbox"/> Yes <input type="checkbox"/> No Council Approval: <input type="checkbox"/> Yes <input type="checkbox"/> No Call for Public Hearing ____/____/____ Referred to _____ Until ____/____/____ Tabled _____ Until ____/____/____					
Councilmember:		Staff: Lawrence			
Meeting Date: November 7, 2018		Item Number:			

EXISTING

COMPREHENSIVE

PLAN DESIGNATION: The Comprehensive Plan designation of the site is "Single-Family Residential".

SEPA STATUS: A Determination of Non-Significance (DNS) was issued under city file SEP18-0012 on August 9, 2018. The comment period ended August 24, 2018 and the appeal period ended September 7, 2018. There were no comments or appeals.

FINDINGS OF FACT

1. The Applicant, Camie Anderson of Shockey Planning Group, representing Jeff Grose of the Auburn School District, submitted applications for a Comprehensive Plan map amendment (File No. CPA18-0003) and a related rezone (File No. REZ18-0003). More specifically, the applications request a change in the designation of the two parcels, totaling approximately 0.9 acres from the current designation of "Single-Family" to "Institutional" and a rezone from "R-7 Residential – Seven Dwelling Units per Acre" to "P-1 Public Use District". The Applicant identifies that this is a non-project action.
2. The Site, comprised of the two parcels, is located on the east side of K ST SE in the 2200 block (between 21st ST SE and 25th ST SE, addressed as 2230 & 2236 K ST SE. The two parcels are identified as King County parcel numbers 1921059282 & 1921059190.
3. A Determination of Non-Significance (DNS), the environmental review decision required under the State Environmental Policy Act (SEPA), for the application by Auburn School District for a Comprehensive Plan Map Amendment and Rezone was issued under City File No. SEP18-0012 on August 9, 2018. The comment period ended August 24, 2018 and the appeal period ended September 7, 2018. There were no comments or appeals.
4. The public hearing notice was published on October 24, 2018 in the Seattle Times at least 10-days prior to the Planning Commission public hearing scheduled for November 7, 2018. Public notice was also mailed to property owners of record within 300 feet, posting on-site and on the city's webpage.
5. The following report identifies a comprehensive plan map amendment and rezone requested by Auburn School District scheduled for the Planning Commission's November 7, 2018 public hearing with a staff recommendation. The other private initiated Comprehensive Plan amendment applications, including another application received this year from the District, as well as the 2018 City initiated Comprehensive Plan Amendments are addressed in separate staff reports.

Comprehensive Plan Related Findings

6. The City of Auburn first-adopted amendments to its Comprehensive Plan in compliance with the Washington State Growth Management Act (GMA) requirements, as amended in 1995. The Auburn Comprehensive Plan has been amended annually each year since generally for housekeeping items and for capital facilities plan coordination.
7. The City of Auburn adopted a substantially revised Comprehensive Plan (including map amendments) in response to periodic updates required by the Growth Management Act (GMA) by Ordinance No. 6584 on December 14, 2015.

8. City Code Section 14.22, "Comprehensive Plan" provides the city's laws for amending the Comprehensive Plan. Amendments can be initiated by the City of Auburn (city-initiated) and by private citizens (privately-initiated).
9. RCW 36.70A.130 (The Washington State Growth Management Act (GMA)) provides for annual amendments to locally adopted comprehensive plans. Except in limited circumstances as provided for in State law, Comprehensive Plan amendments shall be considered by the city or county legislative body no more frequently than once per year. The annual limitation and exceptions are also restated in city code at ACC 14.22.060.
10. The City of Auburn established a June 8, 2018 submittal deadline for comprehensive plan amendments for the year 2018 (map or policy/text amendments). Notice to the public of the application filing deadline was provided on the City's website, publication of a legal notice the Seattle Times Newspaper, and sent to a notification list of potentially interested parties.
11. Auburn City Code Chapter 14.22, "Comprehensive Plan", outlines the process for submittal of private initiated amendments and the processing of Comprehensive Plan amendments as follows:

"Section 14.22.100

- A. The planning commission shall hold at least one public hearing on all proposed amendments to the comprehensive plan. Notice of such public hearing shall be given pursuant to Chapter 1.27 ACC and, at a minimum, include the following:
 1. For site-specific plan map amendments:
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 2. For area-wide plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;
 - b. Notice shall be mailed by first class mail to all property owners of record within the area subject to the proposed amendment;
 - c. Notice shall be posted in at least two conspicuous locations in the area subject to the proposed amendment not less than 10 calendar days prior to the date of the public hearing.
- B. Notwithstanding the above, the director may expand the minimum noticing provisions noted above as deemed necessary.
- C. Planning Commission Recommendation. The planning commission shall conduct a public hearing on all potential comprehensive plan amendments and shall make and forward a recommendation on each to the city council. The planning commission shall adopt written findings and make a recommendation consistent with those findings to the city council.
- D. The city council, if it elects to amend the comprehensive plan, shall adopt written findings and adopt said amendments by ordinance.
- E. State Review. All comprehensive plan amendments considered by the planning commission shall be forwarded for state agency review consistent with RCW 36.70A.106.

- F. Any appeal of an amendment to the comprehensive plan shall be made in accordance with Chapter 36.70A RCW. (Ord. 6172 § 1, 2008.)”
12. Per Chapter 14.22 Auburn City Code (“ACC”), privately-initiated amendments to the Comprehensive Plan shall have at least one public hearing before the Planning Commission who then forward on a recommendation to the City Council. City Council consideration and action on the amendments generally occurs, but is not required, prior to the end of the year.
13. Pursuant to RCW 36.70A.106, the proposed comprehensive plan amendments outlined in this agenda bill were sent to the Washington State Office of Commerce and other state agencies as required for the 60-day state review. No comments have been received from the Washington State Department of Commerce or other state agencies as of the writing of this report.
14. Due to the scope and limited number of privately initiated policy/text changes, the optional process as provided in the city code for a public open house was not conducted.

Zoning Code Related Findings

1. In June 2018 the City Council adopted Ordinance No. 6655 which allows the Planning Commission and City Council to consider associated map changes (for Comp. Plan and Zoning map amendments), concurrently. This eliminates the need for the Hearing Examiner to subsequently consider a zoning map amendment public hearing when it is related to a Comprehensive Plan map amendment.
2. Chapter 18.68 ACC (Zoning) Amendments outlines the process for submittal of privately-initiated zoning amendments and the general processing. Per ACC 18.68.030(B)(1)(b), when the Planning Commission is considering a rezone (zoning map amendment) which requires a Comprehensive Plan Land Use Map amendment, the public hearings shall be conducted concurrently and a recommendation on both shall be forwarded to the City Council.
3. The intent of the P-1 Public Use Zone is “...to provide for the appropriate location and development of public uses that serve the cultural, educational, recreational, and public service needs of the community.” While not explicitly called out in the current Comprehensive Plan, the P-1 Public Use Zone is most consistent with the “Institutional” Comprehensive Plan designation.

Comprehensive Plan Map Amendment – Staff Analysis

1. The Applicant submitted a Comprehensive Plan map amendment application on June 6, 2018, before the year 2018 application submittal deadline for comprehensive plan amendments (June 8, 2018).
2. The property owner is Auburn School District No. 408, represented by Jeff Grose, Executive Director of Capital Projects. The applicant is Camie Anderson, Senior Associate of Shockey Planning Group Inc.
3. In addition to the Comprehensive Plan Map Amendment Application and rezone application (File No. REZ18-0003), the Applicant also submitted an environmental checklist application (File No. SEP18-0012).

4. The Comprehensive Plan Map Amendment application seeks to change the comprehensive plan map designation of King County parcel numbers 1921059282 & 1921059190 from the current designation of “Single-Family” to “Institutional”.
5. The Applicant also seeks to change the zoning classification of King County parcel numbers 1921059828 & 1921059190 from “R-7 Residential, Seven Dwelling Units per Acre” to “P1, Public Use District”. The Applicant identifies in the environmental checklist application that this is a non-project action.
6. As indicated by the Applicant’s narrative statement submitted with the application, the Comprehensive Plan Amendment and related rezoning have been requested for the purpose of matching the surrounding Comprehensive Plan map designation and zoning of Pioneer Elementary, abutting the site directly to the east. This will allow for the future reconstruction of Pioneer Elementary to include and occupy the subject two properties, as well as within its existing area. Specific details on the proposed reconstruction of Pioneer Elementary are unknown at this time.
7. The current Comprehensive Plan designation, zoning classification and current land uses of the sites and surrounding properties are as follows:

	Comprehensive Plan Designation	Zoning Classification	Existing Land Use
On-Site	Single-Family Residential	R-7 Residential Seven Dwelling Units per Acre	Single-Family Dwellings
North	“Institutional”	P1, Public Use	Elementary School Play Field
South	“Institutional”	P1, Pubic Use	Elementary School Play Field
East	“Institutional”	P1, Public Use	Elementary School
West	“Single-Family Residential”	R-7 Residential, Seven Dwelling Units per Acre	Single-Family Residential

Vicinity Map with Site outlined.



Process and Criteria for Requested Amendment

8. The Comprehensive Plan Map Amendment application seeks to change the designation of two adjacent parcels. The northernmost parcel, Parcel #1921059282 consists of approximately 0.36 acres and next parcel, Parcel # 1921059190 consists of approximately 0.54 acres.

The two properties considered together are rectangular in shape with the longer axis oriented north-south and measuring approximately 208 feet.

9. The northern property (Parcel #1921059282) contains a single-family residence. The southern property (Parcel #1921059190) also contains a single-family residence.
10. Both sites are bordered to the west by developed K ST SE, which is classified by the City as a "Local Non-Residential" street, which prescribes a two-lane road with 50 feet of right-of-way. The adjacent street is not currently fully developed to the "Local Non-Residential" street standards, as there is not sidewalk or vertical curb abutting the property.
11. The property is located within the King County portion of the City of Auburn. Ordinance No. 1239 annexed it to the City in 1958.
12. Based on historic zoning maps, the subject properties were zoned "R-2, Residential – Single Family", at the time of annexation up until 2009 when it was part of an area wide rezone to "R-7 Residential Zone – Seven Dwelling Units per Acre".
13. As indicated by the Applicant's narrative submitted with the application, the Comprehensive Plan Amendment and related rezoning have been requested for the purpose of changing the land use designation of the property to ensure a consistent designation with Pioneer Elementary School, which abuts the site directly to the east. Pioneer Elementary is proposed to be demolished and rebuilt in the future.
14. The City's Comprehensive Plan contains the following objectives and policy guidance, as it relates to this application:

Volume 1 – Land Use Element

"Public and Institutional Land Use Designations"

"Character Sketch"

"Public and institutional uses will occur in both low and high-density environments. For passive uses, land and views will be protected; limited access to these areas will be typical. For more active uses, usability and accessibility will be key features and new development will be subject to standards reflecting programmed space and interconnectivity. These spaces will be varied in type, providing service to areas large and small, urban and more rural in character. Sustainable solutions and innovations that are responsive to the native ecology will be typical of public and institutional uses."

"General Policies"

A general policy appropriate to this request is:

“Policy LU-89. The primary purpose of this designation is to address public needs while taking advantage of synergies with the adjacent areas where they are sited.”

“Institutional Designation”

“Description”

“This category includes those areas that are reserved for public or institutional uses. These public uses include public schools and institutional uses such as large churches and schools. It is also intended to include those of a significant impact, and not those smaller public uses that are consistent with and may be included in another designation. For example, public uses of an industrial character are included in the industrial designation, and small-scale religious institutions of a residential character are included in the residential designation”

“Designation Criteria1. Previously developed institutional uses; or
2. Located along major arterial streets;
3. Properties that are buffered from the single-family designation by landscaping, environmental features, or the Residential Transition designation and buffered from all other Residential designations; and
4. Meets the development parameters of the Institutional designation.
5. Properties identified in the Airport Master Plan as Landing Field.”

An Institutional-related policy appropriate to this request is:

“Policy LU-102 Appropriate uses for this designation include facilities that serve the needs of the larger community such as public schools, active parks; city operated municipal facilities, large churches, and fire stations.”

The Capital Facilities Element also contains objectives and policies relevant to the request, as follows:

Volume 3 – Capital Facilities Element

“Planning Approach”

“The Capital Facilities planning approach is to manage growth in a manner that enhances rather than detracts from community quality and values by actively coordinating land use type and intensity with City facility and service development and provision.”

“Objectives and Policies”

“Objective 1.1. Ensure that new development does not outpace the City’s ability to provide and maintain adequate public facilities and services, by allowing new development to occur only when and where adequate facilities exist or will be provided, and by encouraging development types and locations that can support the public services they require.”

“Policy CF-3. Development shall be allowed only when and where such development can be adequately served by public services (police and fire) without reducing the level of service elsewhere.”

“Objective 1.2. To ensure that new developments are supported by an adequate level of public services through an effective system of public facilities.”

“Policy CF-10. Public facilities shall be provided in accord with the guidance of the Capital Facilities Plan or, as may be appropriate a system plan for each type of facility designed to serve at an adequate level of service the locations and intensities of uses specified in this Comprehensive Plan.”

“Objective 1.8. To site public and institutional buildings in accord with their service function and the needs of the members of the public served by the facility.”

“Policy CF-63. Public and institutional facilities that attract a large number of visitors (City Hall, museums, libraries, educational facilities, permit and license offices, health and similar facilities, etc.) should be sited in areas that are accessible (within ¼ mile) by transit.”

15. The purpose of the City’s Comprehensive Plan document is to provide a policy basis for the zoning changes to ensure that the Comprehensive Plan and Zoning Ordinance are consistent as required by the following city code provision:

“ACC 14.22.050 Conformance and consistency.

The zoning, land division and other development codes contained or referenced within Auburn City Code shall be consistent with and implement the intent of the comprehensive plan. Capital budget decisions shall be made in conformity with the comprehensive plan. “

16. The City code provides certain criteria for decision-making for comprehensive plan amendments as follows:

“ACC 14.22.110 Decision criteria for plan amendments.

- A. The comprehensive plan was developed and adopted after significant study and public participation. The principles, goals, objectives and policies contained therein shall be granted substantial weight when considering a proposed amendment. Therefore, the burden of proof for justifying a proposed amendment rests with the applicant, who must demonstrate that the request complies with and/or relates to the following decision criteria:
1. The proposed change will further and be consistent with the goals and objectives of the plan and the plan will remain internally consistent;
 2. Whether the capacity to provide adequate services is diminished or increased;
 3. Assumptions upon which the comprehensive plan is based are found to be invalid;
 4. A determination of change or lack of change in conditions or circumstances has occurred since the adoption of the latest amendment to the specific section of the comprehensive plan that dictates the need for a proposed amendment;
 5. If applicable, a determination that a question of consistency exists between the comprehensive plan and Chapter 36.70A RCW, the countywide planning policies for either King and/or Pierce County, as appropriate, and Vision 2040: Growth and Transportation Strategy for the Puget Sound Region.”

COMPREHENSIVE PLAN RELATED – CONCLUSIONS:

The City Code provides certain criteria for decisions on amending the Comprehensive Plan under ACC 18.14.22.110. These criteria are listed below in **bold**, followed by a Staff Analysis.

1. The first criterion is that the change must further and be consistent with the goals and objectives of the plan and the plan will remain internally consistent.

Staff analysis: As discussed above, the subject two properties are adjacent to the existing Pioneer Elementary School. The parcels are needed in order to expand the area in which Pioneer Elementary is located and allow for its reconstruction in the future. The site is served by public infrastructure, including a “local non-residential” street to the west and, should it be combined with the existing Pioneer Elementary site, a minor arterial street is located to the east. The proposal to change the mapped land use designation of the site from “Single-Family” to “Institutional” is supported by numerous Comprehensive Plan policies within both the Land Use Element and the Capital Facilities Element, as noted above. The proposal to change the land use designation on the site to institutional will not be in conflict with the Comprehensive Plan. Since it allows for a public facility to meet the needs of the community, adequate public facilities will be provided concurrent with the development to serve the future redevelopment of the site, and will be served by public transit.

2. The second decision criterion is that the comprehensive plan amendment must not diminish or increase the ability to provide adequate services.

Staff analysis: The applications for a change in Comprehensive Plan designation and zoning have been reviewed by Valley Regional Fire Agency and the City Utilities and Traffic divisions. Based on these reviews, the changes would not adversely affect the provision of services. The proposed Comprehensive Plan map change by itself, if approved will not affect the ability to provide adequate services. As typical with development in the city, the infrastructure improvements needed to support the development would be the responsibility of the future development. At the time of development, adequate services would be required to be provided concurrent with the development in order for the project to be authorized. Therefore, it is not anticipated that approval of the request negatively affects provision of services. Utility and street frontage improvements would be required to support the development

While the site is currently developed with single-family residences, it will eventually include a portion of the future Pioneer Elementary School. The existing Pioneer Elementary School is located directly to the east and currently served by adequate City services. Existing services either exists or can be provided to support the Comprehensive Plan Amendment to change the site’s map designation from “Single-Family Residential” to “Institutional”.

3. The third decision criterion is that the assumptions on which the comprehensive plan is based are found to be invalid.

Staff analysis: While the policies of the Comprehensive Plan are not invalid, the map designation of Pioneer Elementary directly to the east is “Institutional”. Auburn School District acquired the two subject parcels in 2010 and 2012 with the intent of including them in the Pioneer Elementary School campus. As such, the requested change is logical, in that it will expand the existing “Institutional” designation that makes up the Pioneer Elementary School campus.

- 4. The fourth decision criterion is that there has been a change or lack of change in conditions or circumstances has occurred since the adoption of the latest amendment to the comprehensive plan that dictates the need for a proposed amendment.**

Staff analysis: There has been a change in conditions that generates the need for the map change. Auburn School District acquired both of the subject parcels after the development of Pioneer Elementary, which was constructed in 1959. According to the Applicant, Pioneer Elementary will be redeveloped in the future to serve 650 students and have the ability to accommodate 150 students more through future phases. Based on the need for the Elementary School replacement and the increase in residential development and corresponding increase in student population throughout the surrounding area since the original 1959 construction date of the school, it is apparent that conditions have changed which would warrant the Comprehensive Plan amendment to "Institutional".

- 5. The fifth decision criterion is that the change must be determined to be consistent with the Growth Management Act (RCW 36.70A), the Countywide Planning Policies of the relevant county and "Vision 2040: Growth and Transportation Strategy for the Puget Sound Region".**

Staff analysis: The change if approved would continue to be consistent with the Growth Management Act (RCW 36.70A), the Countywide Planning Policies of King County and "Vision 2040: Growth and Transportation Strategy for the Puget Sound Region". The proposal is consistent because it provides land suitable for institutional development, which will directly provide services (educational) to the immediate community within an urban area.

- 6. The sixth decision criterion, applies only to changes of the mapped land use designation of a specific property, the applicant must demonstrate one of the following:**
- a. The current land use designation was clearly made in error or due to an oversight;**
 - b. The proposed land use designation is adjacent to property having a similar or compatible designation, or other conditions are present to ensure compatibility with surrounding properties;**
 - c. There has been a change in conditions since the current land use designation came into effect.**

Staff analysis: The same land use designation as proposed occurs on the adjacent Pioneer Elementary School site to the east, and thus, meets Item b, matching an adjacent property in designation.

REZONE RELATED – CONCLUSIONS:

While the City of Auburn does not have rezone criteria adopted, the following criteria are analyzed to ensure that the proposed rezone is consistent with Washington State case law.

- 1. The intent of the zoning code and the comprehensive plan of the City. Is the rezone consistent with the Comprehensive Plan?**

Staff analysis: As provided at ACC 18.35.020, “Intent of Special Purpose Zones”, the intent of the “P-1 Public Use Zone” is: “...to provide for the appropriate location and development of public uses that serve the cultural, educational, recreational, and public service needs of the community.” While not explicitly called out in the current Comprehensive Plan, the P-1 Public Use Zone is most consistent with the “Institutional” Comprehensive Plan designation. Further, the existing Pioneer Elementary site is currently zoned P-1 Public Use Zone, which makes the zoning change more practical than to rezoning to a different zoning district. It should also be note that the P-1 zone is likely to only remain on a temporary basis, as all P-1 zoning designations throughout the City are anticipated to be amended on an area wide basis at a later time.

Provided that the concurrent Comprehensive Plan map amendment is granted, changing the site’s current “Single-Family Residential” designation to “Institutional”, the proposed rezone from “R-7” to “P-1” will be consistent with and implement the Comprehensive Plan. The proposed use of the site as a public school is consistent with the “P-1” Public Use Zone intent statement.

2. The availability of municipal services such as water, sewer, roads, fire and police protection, which might be required by reason of the proposed rezone.

Staff analysis: As previously noted in the Comprehensive Plan map amendment analysis, adequate services will be provided to the site, including water, sewer, roads, and fire and police protection.

3. The conditions of the area have substantially changed.

Staff analysis: As previously noted in the Comprehensive Plan map amendment analysis, the conditions of the area have substantially changed since development of the site. Through the continued urbanization of the surrounding area since the construction of Pioneer Elementary in 1959 and the increase in need for the existing Pioneer Elementary to be upgraded, it is evident that the conditions of the area have substantially changed.

4. The proposed rezone bears a substantial relationship to the public health, safety, morals, and welfare.

Staff analysis: The proposed rezone from “R-7” to “P-1” bears a substantial relationship to the public health, safety, morals, and welfare in that it will allow a site to be included with the existing Pioneer Elementary School site, a necessary public facility in need of being redeveloped to meet current community needs. During the development of the site, the project will be required to meet all local zoning, building, and other requirements currently established by the City.

STAFF RECOMMENDATION

Planning Commission to recommend to the City Council **approval** of the Auburn School District No. 408 (CPA18-0003) request for a Comprehensive Plan Map Amendment to change the map designation of two parcels, Parcel Nos. 192105-9282 and 192105-9190 from “Single-Family” to “Institutional” and to rezone both parcels from “R-7, Residential Zone - Seven Dwelling Units per Acre” to “P-1, Public Use” zoning district.

EXHIBIT LIST

(For exhibits, please see behind the "Comp. Plan Map Amendments" tab in the 'working binder'.)

Exhibit 1	Staff Report CPA18-0003 & REZ18-0003
Exhibit 2	Comprehensive Plan Map Amendment - Proposed Change
Exhibit 3	Zoning Map Amendment - Proposed Change
Exhibit 4	Completed Comprehensive Plan Amendment and Rezone Application forms and materials including Applicant's Narrative Statement
Exhibit 5	Completed SEPA Environmental Checklist Application SEP18-0012
Exhibit 6	Combined Notice of Application and Determination of Non-Significance SEP18-0012
Exhibit 7	Dept. of Commerce 60-Day Acknowledgement Letter
Exhibit 8	Notice of Public Hearing
Exhibit 9	Affidavits of Publication, Mailing, and Posting



AGENDA BILL APPROVAL FORM

Agenda Subject CPA18-0004 & REZ18-0004, Auburn School District – Elementary School No. 15 Comprehensive Plan Amendment & Rezone		Date: October 23, 2018
Department: Community Development	Attachments: (See exhibit listing at the end of this report) <i>For exhibits, see "Comp. Plan Map Amendments" tab in working binder</i>	Budget Impact: N/A

Administrative Recommendation: Planning Commission to conduct public hearing and recommend to City Council approval of the Auburn School District Elementary School No. 15 Comprehensive Plan Map Amendment and Rezone.

APPLICANTS/OWNERS:

Auburn School District Attn: Jeff Grose Executive Director of Capital Projects 915 Fourth St NE Auburn, WA 98002	Robert & Mary Fulford Parcel # 3221059016 3001 57 th St SE I Auburn, WA 98092
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AGENT: Shockey Planning Group, Inc.
 Attn: Camie Anderson, Senior Associate
 2716 Colby Ave
 Everett, WA 98201

REQUEST: File No. CPA18-0004 & REZ18-0004:
 Request to amend the Comprehensive Plan map designation of four parcels, totaling approximately 22.08 acres from the current designation of "Residential Conservancy" to "Institutional" and to subsequently rezone the site from "RC, Residential Conservancy" to "I, Institutional Zone". The Applicant identifies that this is a non-project action.

LOCATION: The proposal consists of four parcels (King County parcel numbers 3221059058, 3221059057, 3221059056, & 3221059016) on the west side of Kersey Way Southeast (between 53rd ST SE and 57th ST SE), addressed as 2901, 2925, & 3001 57th ST SE. This site is located within the southeast ¼ of Section 32, T21N, R5E, WM.

EXISTING ZONING: The zoning designation of the four subject parcels is "RC, Residential Conservancy" Zone.

Reviewed by Council & Committees:

- | | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <input type="checkbox"/> Arts Commission
<input type="checkbox"/> Airport
<input type="checkbox"/> Hearing Examiner
<input type="checkbox"/> Human Services
<input type="checkbox"/> Park Board
<input type="checkbox"/> Planning Comm. | COUNCIL COMMITTEES:
<input type="checkbox"/> Finance
<input type="checkbox"/> Municipal Services
<input type="checkbox"/> Planning & D
<input type="checkbox"/> Public Works
<input type="checkbox"/> Other _____ |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Reviewed by Departments & Divisions:

- | | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <input type="checkbox"/> Building
<input type="checkbox"/> Cemetery
<input type="checkbox"/> Finance
<input type="checkbox"/> Fire
<input type="checkbox"/> Legal
<input type="checkbox"/> Public Works | <input type="checkbox"/> M&O
<input type="checkbox"/> Mayor
<input type="checkbox"/> Parks
<input checked="" type="checkbox"/> Planning
<input type="checkbox"/> Police
<input type="checkbox"/> Human Resources |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Action:

Committee Approval: ☐ Yes ☐ No
 Council Approval: ☐ Yes ☐ No
 Referred to _____ Until ____/____/____
 Tabled _____ Until ____/____/____

Councilmember:

Staff: Lawrence

Meeting Date: November 7, 2018

Item Number:

EXISTING
COMPREHENSIVE

PLAN DESIGNATION: The Comprehensive Plan designation of the site is “Residential Conservancy”

SEPA STATUS: A Determination of Non-Significance (DNS) was issued under city File No. SEP18-0013 on August 14, 2018. The comment period ended August 24, 2018 and the appeal period ended September 12, 2018. Three comment letters were received in response to the combined public Notice of Application and DNS. These comments and City responses have been made Exhibit #7 to this staff report.

FINDINGS

1. The Applicant, Camie Anderson of Shockey Planning Group, representing Jeff Grose of the Auburn School District, submitted applications for a Comprehensive Plan map amendment (File No. CPA18-0004) and a related rezone (File No. REZ18-0004). More specifically, the applications request a change in the designation of four parcels, totaling approximately 22.08 acres from the current designation of “Residential Conservancy” to “Institutional” and to subsequently rezone the site from “RC, Residential Conservancy” to “I, Institutional Zone”. The Applicant identifies that this is a non-project action.
2. The Site is comprised of four parcels located on the west side of Kersey WY SE (between 53rd ST SE and 57th ST SE), addressed as 2901, 2925, & 3001 57th ST SE and identified as King County parcel numbers 3221059058, 3221059057, 3221059056, & 3221059016.
3. A Determination of Non-Significance (DNS) the environmental review decision required under the State Environmental Policy Act (SEPA), for the application by Auburn School District for a Comprehensive Plan Map Amendment and Rezone was issued under City File No. SEP18-0013 on August 14, 2018. The comment period ended August 29, 2018 and the appeal period ended September 12, 2018.
4. The applicant provided a Traffic Impact Analysis, prepared by PH Consulting LLC, dated September 25, 2017, noting the potential traffic impacts that could arise should the site be developed as a K-5 elementary school with a capacity of up to 800 students, with a build year of 2021. While limited in scope, the findings from the Traffic Impact Analysis confirmed that development of an elementary school for up to 800 students on the property would not result in any nearby intersections to not meet City of Auburn Level of Service (LOS) standards. A more detailed Traffic Impact Analysis will be prepared once the specific design of the school is determined, at which point, specific mitigation (if any) will be determined. The applicant’s Traffic Impact Analysis is marked as Exhibit
5. The public hearing notice was published on October 24, 2018 in the Seattle Times at least 10-days prior to the Planning Commission public hearing scheduled for November 7, 2018. Public notice was also mailed to property owners of record within 300 feet, posting on-site and on the city’s webpage.
6. The following report identifies a comprehensive plan map amendment and rezone request requested by Auburn School District scheduled for the Planning Commission’s November 7, 2018 public hearing with a staff recommendation.

Comprehensive Plan Related Findings

7. The City of Auburn first-adopted amendments to its Comprehensive Plan in compliance with the Washington State Growth Management Act (GMA) requirements, as amended in 1995. The Auburn Comprehensive Plan has been amended annually each year since generally for housekeeping items and for capital facilities plan coordination.
8. The City of Auburn adopted a substantially revised Comprehensive Plan (including map amendments) in response to periodic updates required by the Growth Management Act (GMA) by Ordinance No. 6584 on December 14, 2015.
9. City Code Section 14.22, "Comprehensive Plan" provides the city's laws for amending the Comprehensive Plan. Amendments can be initiated by the City of Auburn (city-initiated) and by private citizens (privately-initiated).
10. This staff report and recommendation describes and addresses a Comprehensive Plan map amendment and rezone by the Auburn School District. The other private initiated Comprehensive Plan amendment applications, including another application received this year from the District, as well as the 2018 City initiated Comprehensive Plan Amendments are addressed in separate staff reports.
11. Comprehensive Plan amendments are initially reviewed during a public hearing process before the City of Auburn Planning Commission, who then provides a recommendation to the City Council for final action. City Council consideration and action on the amendments generally occurs but is not required prior to the end of the year.
12. RCW 36.70A.130 (The Washington State Growth Management Act (GMA)) provides for annual amendments to locally adopted comprehensive plans. Except in limited circumstances as provided for in State law, Comprehensive Plan amendments shall be considered by the city or county legislative body no more frequently than once per year. The annual limitation and exceptions are also restated in city code at ACC 14.22.060.
13. The City of Auburn established a June 8, 2018 submittal deadline for comprehensive plan amendments for the year 2018 (map or policy/text amendments). Notice to the public of the application filing deadline was provided on the City's website, publication of a legal notice the Seattle Times Newspaper, and sent to a notification list of potentially interested parties.
14. Three comment letters from the surrounding neighborhood were received by the City in response to the combined public Notice of Application and DNS. Specifically, the comments presented concerns regarding traffic, pedestrian safety for children walking to the school, and issues that could arise with parents dropping off and picking up children at the school. Copies of these comments have been included with this staff report as Exhibit 7.
15. In response to the public comments received, staff noted that the Applicant will be required to construct a sidewalk along Kersey Way SE, the future elementary school is planned to only have its students dropped off via school bus or private vehicle. , that specific project related impacts will be reviewed more thoroughly when the school moves forward with the actual design of the school, that the assumption of the traffic analysis are based on review of historic traffic count data in the area, and that site project specific mitigation will be required when the school submits a specific design plan for review to the City. The staff response letter is marked as Exhibit 8.

16. Auburn City Code Chapter 14.22 “Comprehensive Plan”, outlines the process for submittal of private initiated amendments and the processing of Comprehensive Plan amendments as follows:

“Section 14.22.100

- A. The planning commission shall hold at least one public hearing on all proposed amendments to the comprehensive plan. Notice of such public hearing shall be given pursuant to Chapter 1.27 ACC and, at a minimum, include the following:
1. For site-specific plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;
 - b. Notice shall be mailed by first class mail to all property owners of record within a radius of 300 feet of the proposed map amendment request, not less than 10 calendar days prior to the public hearing;
 2. For area-wide plan map amendments:
 - a. Notice shall be published once in the official newspaper of the city not less than 10 calendar days prior to the date of public hearing;
 - b. Notice shall be mailed by first class mail to all property owners of record within the area subject to the proposed amendment;
 - c. Notice shall be posted in at least two conspicuous locations in the area subject to the proposed amendment not less than 10 calendar days prior to the date of the public hearing.
- B. Notwithstanding the above, the director may expand the minimum noticing provisions noted above as deemed necessary.
- C. Planning Commission Recommendation. The planning commission shall conduct a public hearing on all potential comprehensive plan amendments and shall make and forward a recommendation on each to the city council. The planning commission shall adopt written findings and make a recommendation consistent with those findings to the city council.
- D. The city council, if it elects to amend the comprehensive plan, shall adopt written findings and adopt said amendments by ordinance.
- E. State Review. All comprehensive plan amendments considered by the planning commission shall be forwarded for state agency review consistent with RCW 36.70A.106.
- F. Any appeal of an amendment to the comprehensive plan shall be made in accordance with Chapter 36.70A RCW. (Ord. 6172 § 1, 2008.)”

17. Pursuant to RCW 36.70A.106, the proposed comprehensive plan amendments outlined in this agenda bill were sent to the Washington State Office of Commerce and other state agencies as required for the 60-day state review. No comments have been received from the Washington State Department of Commerce or other state agencies as of the writing of this report.

18. Due to the scope and limited number of privately initiated policy/text changes, the optional process as provided in the city code for a public open house was not conducted.

Zoning Code Related Findings

1. In June 2018 the City Council adopted Ordinance No. 6655 which allows the Planning Commission and City Council to consider associated map changes (for Comp. Plan and

Zoning map amendments), concurrently. This eliminates the need for the Hearing Examiner to subsequently consider a zoning map amendment public hearing when it is related to a Comprehensive Plan map amendment.

2. Chapter 18.68 ACC (Zoning) Amendments outlines the process for submittal of privately-initiated zoning amendments and the general processing. Per ACC 18.68.030(B)(1)(b), when the Planning Commission is considering a rezone (zoning map amendment) which requires a Comprehensive Plan Land Use Map amendment, the public hearings shall be conducted concurrently and a recommendation on both shall be forwarded to the City Council.
3. The intent of the I Institutional Zone is "... to provide an area wherein educational, governmental, theological, recreational, cultural and other public and quasi-public uses may be allowed to develop. It is further intended these areas be significant in scope, which will allow a combination of uses, which may not be permitted outright, within other zones. This district is not intended to include those smaller or singular public uses which are consistent with and permitted in other zones." The I Institutional Zone is an implementing zoning district of the "Institutional" Comprehensive Plan land use designation.

(Comp Plan Map Amendment) – Staff Analysis

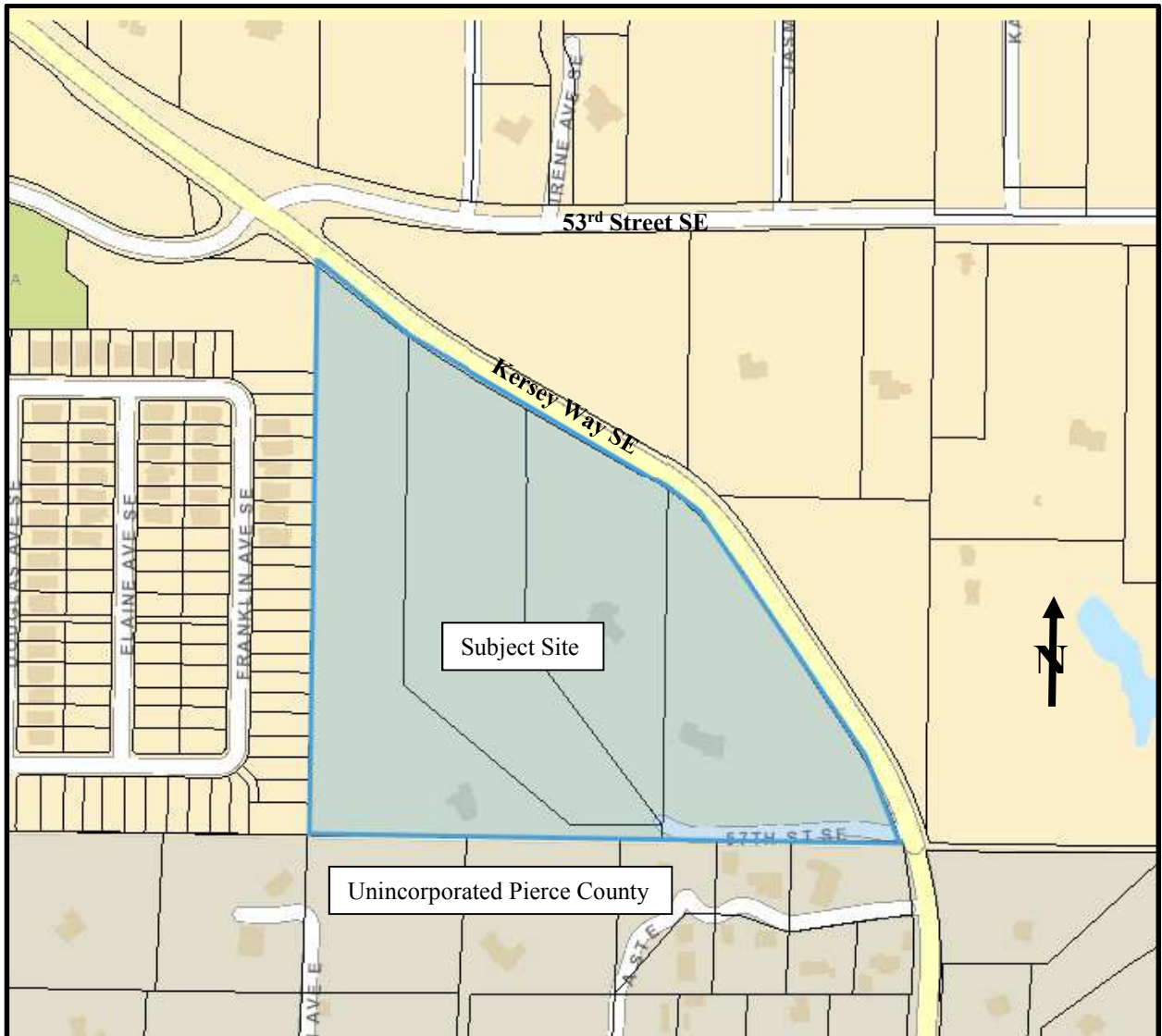
Background

1. The Applicant submitted a Comprehensive Plan map amendment application on June 6, 2018, before the year 2018 application submittal deadline for comprehensive plan amendments (June 8, 2018).
2. The property owner is Auburn School District No. 408, represented by Jeff Grose, Executive Director of Capital Projects. The applicant is Camie Anderson, Senior Associate of Shockey Planning Group Inc. It should be note that at the time of application submittal, two of the four parcels subject to the map amendment and rezone were not owned by the District and owned by different parties. Since that time, one additional property has been acquired by the District. Currently, it is the City's understanding that Auburn School District has either obtained ownership of the last remaining parcel (parcel number 322105-9016) or will have ownership of it in the near future. The application for the Comprehensive Plan Map Amendment and Rezone has been signed by all property owners associated with the request.
3. In addition to the Comprehensive Plan Map Amendment Application and rezone application (File No. REZ18-0004), the Applicant also submitted an environmental checklist application (File No. SEP18-0013).
4. The Comprehensive Plan Map Amendment application seeks to change the comprehensive plan map designation of King County parcel numbers 3221059058, 3221059057, 3221059056, & 3221059016 from the current designation of "Residential Conservancy" to "Institutional".
5. The Applicant also seeks to change the zoning designation of King County parcel numbers 3221059058, 3221059057, 3221059056, & 3221059016 from RC, Residential Conservancy" to "I Institutional Zone". The Applicant identifies in the environmental checklist application that this is a non-project action.

6. As indicated by the Applicant's narrative statement submitted with the application, the Comprehensive Plan Amendment and related rezoning have been requested in order to allow for the construction of a future elementary school on the site to serve student population growth.
7. The current Comprehensive Plan designation, zoning classification and current land uses of the sites and surrounding properties are as follows:

	Comprehensive Plan Designation	Zoning Classification	Existing Land Use
On-Site	Residential Conservancy	RC Residential Conservancy	Single-family dwellings and vacant
North	Residential Conservancy	RC Residential Conservancy	Vacant / Single-Family Residential
South	Single-Family in Pierce County (within Auburn's Potential Annexation Area)	MSF – Moderate Density Single-Family Zone (Unincorporated Pierce County)	Single-Family Residential
East	Residential Conservancy	RC Residential Conservancy	Single-Family Residential
West	Single-Family Residential	PUD Planned Unit Development	Single-Family Residential

Vicinity Map with Site outlined.



Process and Criteria for Requested Amendment

8. The Comprehensive Plan Map Amendment application seeks to change the designation of four adjacent parcels. Parcel #322105-9058 is approximately 2.25 acres; Parcel #322105-9057 is approx. 5.89 acres; Parcel #322105-9056 is approx. 4.26 acres; Parcel #322105-9016 is approx. 5.04 acres.
9. Parcel #322105-9058, addressed as 2901 57th St SE, contains a single-family residence. Parcel #322105-9057 is vacant. Parcel #322105-9056, addressed as 2925 57th St SE, contains a single-family residence. Parcel #322105-9016, addressed as 3001 57th St SE, contains a single-family residence.
10. All four parcels are served by 57th St SE, a private road (driveway) connecting directly to west side of Kersey WY SE, which is classified as a “Minor Arterial”. Kersey WY SE is not currently fully developed to the “Minor Arterial” street standards, as there is not sidewalk or vertical curb abutting the property.
11. The property is located within the King County portion of the City of Auburn. Ordinance No. 2271 annexed it to the City in 1968.
12. Based on historic zoning maps, the subject properties previously were zoned “RR, Rural Residential” until 2009 when it was part of an area wide rezone to “RC Residential Conservancy”.
13. As indicated by the Applicant’s narrative submitted with the application, the Comprehensive Plan Amendment and related rezoning have been requested for the purpose of allowing the future construction of an elementary school.
14. The City’s Comprehensive Plan contains the following objectives and policy guidance, as it relates to this application:

Volume 1 – Land Use Element

“Public and Institutional Land Use Designations”

“Character Sketch”

“Public and institutional uses will occur in both low and high-density environments. For passive uses, land and views will be protected; limited access to these areas will be typical. For more active uses, usability and accessibility will be key features and new development will be subject to standards reflecting programmed space and interconnectivity. These spaces will be varied in type, providing service to areas large and small, urban and more rural in character. Sustainable solutions and innovations that are responsive to the native ecology will be typical of public and institutional uses.”

“General Policies”

A general policy appropriate to this request is:

“Policy LU-89. The primary purpose of this designation is to address public needs while taking advantage of synergies with the adjacent areas where they are sited.”

“Institutional Designation”

“Description”

“This category includes those areas that are reserved for public or institutional uses. These public uses include public schools and institutional uses such as large churches and schools. It is also intended to include those of a significant impact, and not those smaller public uses that are consistent with and may be included in another designation. For example, public uses of an industrial character are included in the industrial designation, and small-scale religious institutions of a residential character are included in the residential designation”

“Designation Criteria

1. Previously developed institutional uses; or
2. Located along major arterial streets;
3. Properties that are buffered from the single-family designation by landscaping, environmental features, or the Residential Transition designation and buffered from all other Residential designations; and
4. Meets the development parameters of the Institutional designation.
5. Properties identified in the Airport Master Plan as Landing Field.”

Institutional-related policies appropriate to this request are:

“Policy LU-102 Appropriate uses for this designation include facilities that serve the needs of the larger community such as public schools, active parks, city operated municipal facilities, large churches, and fire stations.”

“Policy LU-103 This designation permits a wide array of uses that tend to be located in the midst of other dissimilar uses. For this reason, special emphasis should be directed at the following:

- a. The appropriateness of new requests for this designation and the impacts that it may have on the surrounding community.
- b. Site-specific conditions that should be attached to the granting of new requests for this designation that are designed to mitigate impacts on the surrounding community.
- c. Site-specific conditions that should be attached to development proposals that are designed to mitigate impacts on the surrounding community.”

The Capital Facilities Element also contains objectives and policies relevant to the request, as follows:

Volume 3 – Capital Facilities Element

“Planning Approach”

“The Capital Facilities planning approach is to manage growth in a manner that enhances rather than detracts from community quality and values by actively coordinating land use type and intensity with City facility and service development and provision.”

“Objectives and Policies”

“Objective 1.1. Ensure that new development does not outpace the City’s ability to provide and maintain adequate public facilities and services, by allowing new development to occur only when and where adequate facilities exist or will be provided,

and by encouraging development types and locations that can support the public services they require.”

“Policy CF-3. Development shall be allowed only when and where such development can be adequately served by public services (police and fire) without reducing the level of service elsewhere.”

“Objective 1.2. To ensure that new developments are supported by an adequate level of public services through an effective system of public facilities.”

“Policy CF-10. Public facilities shall be provided in accord with the guidance of the Capital Facilities Plan or, as may be appropriate a system plan for each type of facility designed to serve at an adequate level of service the locations and intensities of uses specified in this Comprehensive Plan.”

“Objective 1.8. To site public and institutional buildings in accord with their service function and the needs of the members of the public served by the facility.”

15. The purpose of the City’s Comprehensive Plan document is to provide a policy basis for the zoning changes to ensure that the Comprehensive Plan and Zoning Ordinance are consistent as required by the following city code provision:

“ACC 14.22.050 Conformance and consistency.

The zoning, land division and other development codes contained or referenced within Auburn City Code shall be consistent with and implement the intent of the comprehensive plan. Capital budget decisions shall be made in conformity with the comprehensive plan. “

16. The City code provides certain criteria for decision-making for comprehensive plan amendments as follows:

“ACC 14.22.110 Decision criteria for plan amendments.

- A. The comprehensive plan was developed and adopted after significant study and public participation. The principles, goals, objectives and policies contained therein shall be granted substantial weight when considering a proposed amendment. Therefore, the burden of proof for justifying a proposed amendment rests with the applicant, who must demonstrate that the request complies with and/or relates to the following decision criteria:
1. The proposed change will further and be consistent with the goals and objectives of the plan and the plan will remain internally consistent;
 2. Whether the capacity to provide adequate services is diminished or increased;
 3. Assumptions upon which the comprehensive plan is based are found to be invalid;
 4. A determination of change or lack of change in conditions or circumstances has occurred since the adoption of the latest amendment to the specific section of the comprehensive plan that dictates the need for a proposed amendment;
 5. If applicable, a determination that a question of consistency exists between the comprehensive plan and Chapter 36.70A RCW, the countywide planning policies for either King and/or Pierce County, as appropriate, and Vision 2040: Growth and Transportation Strategy for the Puget Sound Region.”

COMPREHENSIVE PLAN RELATED CONCLUSIONS

The City Code provides certain criteria for decisions on amending the Comprehensive Plan under ACC 18.14.22.110. These criteria are listed below in **bold**, followed by a Staff Analysis.

1. The first criterion is that the change must further and be consistent with the goals and objectives of the plan and the plan will remain internally consistent.

Staff Analysis: As identified in the submittal information, the Applicant's purpose for the Comprehensive Plan map amendment is to allow for the subject four parcels to be developed with an elementary school. The applicant's justification for the request notes that state-wide minimum class size mandates has put a greater need for Auburn School District to increase its elementary capacity in this area. Further, the area has experienced an increase in residential development, with more housing anticipated for the area in the future. The site is served by public infrastructure, including a "minor arterial" street immediately to the east. The proposal to change the mapped land use designation of the site from "Residential Conservancy" to "Institutional" is supported by numerous Comprehensive Plan policies within both the Land Use Element and the Capital Facilities Element, as noted above. The proposal to change the land use designation on the site to "Institutional" will not be in conflict with the Comprehensive Plan, as it will allow for a public facility to meet the needs of the community and adequate public facilities will be provided concurrent with the development to serve the future land use of the site.

2. The second decision criterion is that the comprehensive plan amendment must not diminish or increase the ability to provide adequate services.

Staff Analysis: The applications for changes in comprehensive plan designation and zoning have been reviewed by Valley Regional Fire Agency and the City Utilities and Traffic divisions. Based on these reviews, the changes would not adversely affect the provision of services. The proposed Comprehensive Plan map change by itself, if approved will not affect the ability to provide adequate services. As typical with development in the City, the infrastructure improvements needed to support the development would be the responsibility of the future development. At the time of development, adequate services would be required to be provided concurrent with the development in order for the project to be authorized. As such, it is not anticipated that approval of the request will negatively affect the provision of services. Utility and street frontage improvements, and possibly off-site improvements, would be required to support the development

While three of the four parcels that make up the site are developed with single-family residences, it is the District's plan to remove these and eventually redevelop the site with an elementary school and associated site improvements. Existing services either exists or can be provided to support the Comprehensive Plan Amendment to change the site's map designation from "Residential Conservancy" to "Institutional".

3. The third decision criterion is that the assumptions on which the comprehensive plan is based are found to be invalid.

Staff Analysis: While the policies of the Comprehensive Plan are not invalid, the current map designation of the site as "Residential Conservancy" would not be consistent with a future rezone to the "I, Institutional" zoning needed to allow for an elementary school to be built on

the site. Auburn School District acquired or is in the process of acquiring the parcels that make up the site with the intent of developing them with a new elementary school.

- 4. The fourth decision criterion is that there has been a change or lack of change in conditions or circumstances has occurred since the adoption of the latest amendment to the comprehensive plan that dictates the need for a proposed amendment.**

Staff Analysis: There has been a change in conditions that generates the need for the map change. According to the Applicant, Auburn School District has been searching for a viable site in this general area to construct an elementary school for several years with difficulty. Based on the need for an elementary school to serve the increase in new housing surrounding the area and to maintain class size requirements, it is apparent that conditions have changed which would warrant the Comprehensive Plan amendment to "Institutional".

- 5. The fifth decision criterion is that the change must be determined to be consistent with the Growth Management Act (RCW 36.70A), the Countywide Planning Policies of the relevant county and "Vision 2040: Growth and Transportation Strategy for the Puget Sound Region".**

Staff Analysis: The change if approved would continue to be consistent with the Growth Management Act (RCW 36.70A), the Countywide Planning Policies of King County and "Vision 2040: Growth and Transportation Strategy for the Puget Sound Region". The proposal is consistent because it provides land suitable for institutional development which will directly provide services (educational) to the immediate community within an urban area.

- 6. The sixth decision criterion, applies only to changes of the mapped land use designation of a specific property, the applicant must demonstrate one of the following:**
- a. The current land use designation was clearly made in error or due to an oversight;**
 - b. The proposed land use designation is adjacent to property having a similar or compatible designation, or other conditions are present to ensure compatibility with surrounding properties;**
 - c. There has been a change in conditions since the current land use designation came into effect.**

Staff Analysis: According to the Applicant, Auburn School District has been searching and investigating property in this area for several years. No error or oversight in the Comprehensive Plan designation exists because when the last Comprehensive Plan was updated, the subject parcels were not identified as a school site by the School District and the designation had been in place for many years. The change is the school district

Further, if approved the designation will be compatible with the adjacent "Single Family Residential" to the west and south since the intensity of an elementary school is commonly located proximate to single family residential neighborhoods. Further, the site contains steeply sloping topography along its norther and eastern boundaries and a large wetland along its westerly boundary, all acting as buffers from nearby single-family development. Such conditions directly tied to Comprehensive Plan Policy LU-103. Elementary schools are most often located in single-family neighborhoods, as they serve a smaller immediate area than schools for upper grades. Also, if approved, the designation would be compatible with the "Residential Conservancy" designation located to the east, since this is separated by the

minor arterial street of Kersey WY SE and steep transitions in ground surface elevation. In fact, these four parcels are an “island” of “Residential Conservancy” designation located on the west side of Kersey WY SE. The change would eliminate this “island”. As such, the proposal meets items b and c.

REZONE RELATED – CONCLUSIONS:

While the City of Auburn does not have rezone criteria adopted, the following criteria are analyzed to ensure that the proposed rezone is consistent with Washington State case law.

1. The intent of the zoning code and the comprehensive plan of the City. Is the rezone consistent with the Comprehensive Plan?

Staff Analysis: As provided at ACC 18.35.020, “Intent of Special Purpose Zones”, the intent of the “I, Institutional” zone is: “...to provide an area where educational, governmental, theological, recreational, cultural and other public and quasi-public uses may be allowed to develop. It is further intended these areas be significant in scope, which will allow a combination of uses, which may not be permitted outright, within other zones. This district is not intended to include those smaller or singular public uses which are consistent with and permitted in other zones”. The “I, Institutional” zone is listed as an implementing zone of the “Institutional” Comprehensive Plan designation.

Provided that the concurrent Comprehensive Plan map amendment is granted, changing the site’s current “Residential Conservancy” designation to “Institutional”, the proposed rezone from “RC Conservancy” to “I Institutional Zone” will be consistent with and implement the Comprehensive Plan. The proposed use of the site as a public school is consistent with the “I” Institutional Zone intent statement.

2. The availability of municipal services such as water, sewer, roads, fire and police protection which might be required by reason of the proposed rezone.

Staff Analysis: As previously noted in the Comprehensive Plan map amendment analysis, adequate services will be provided to the site, including water, sewer, roads, and fire and police protection. Further, the Traffic Impact Study provided by the applicant confirmed that a K-5 elementary school with up to 800 students constructed in 2021 would not result in any intersections failing to meet Auburn Level of Service Standards.

3. The conditions of the area have substantially changed.

Staff Analysis: The area has experienced a substantial increase in residential development, beginning in the mid 1990’s with the development of Lakeland Hills and the Kersey III residential subdivisions, located up hill to the west. Through the continued urbanization and increase in need for educational services to meet the needs of the surrounding neighborhood, it is evident that the conditions of the area have substantially changed.

4. The proposed rezone bears a substantial relationship to the public health, safety, morals, and welfare.

Staff Analysis: The proposed rezone from “RC” to “I” bears a substantial relationship to the public health, safety, morals, and welfare in that it will allow a site to be developed with a future elementary school, a necessary public facility that will meet current community needs.

During the development of the site, the project will be required to meet all local zoning, building, transportation “level of service” and other requirements currently established by the City.

STAFF RECOMMENDATION

Planning Commission to recommend to the City Council **approval** of the Auburn School District No. 408 (CPA18-0004) request for a Comprehensive Plan Map Amendment to change the map designation of four parcels, Parcel Nos. 3221059058, 3221059057, 3221059056, & 3221059016 from “Residential Conservancy” to “Institutional” and to rezone the four parcels from “RC Residential Conservancy” to “I Institutional” zoning district.

EXHIBIT LIST

(Please see behind the “Comp. Plan Map Amendments” tab in the ‘working binder’ for exhibits.)

Exhibit 1	Staff Report
Exhibit 2	Comprehensive Plan Map Amendment - Proposed Change
Exhibit 3	Zoning Map Amendment - Proposed Change
Exhibit 4	Completed Comprehensive Plan Amendment Application Form
Exhibit 5	Completed Rezone Application Form
Exhibit 6	Applicant’s Narrative Statement
Exhibit 7	Public Comments Received
Exhibit 8	City Response to Public Comments
Exhibit 9	SEPA Environmental Checklist
Exhibit 10	Traffic Impact Analysis, PH Consulting, LLC, September 25, 2017
Exhibit 11	Combined Notice of Application and Determination of Non-Significance SEP18-0013
Exhibit 12	Dept. of Commerce 60-Day Acknowledgement Letter
Exhibit 13	Notice of Public Hearing
Exhibit 14	Affidavits of Publication, Mailing, and Posting