



AGENDA BILL APPROVAL FORM City Council

Agenda Subject/Title:

Ordinance No. 6840, CPA21-0001, 2021
Annual Comprehensive Plan Amendments –
Specifically, City Initiated Plan Policy/Text &
Map Amendments

Date:

November 8, 2021

Department:

Community Development

Budget Impact:

Current Budget: \$0

Proposed Revision: \$0

Revised Budget: \$0

Administrative Recommendation: Planning Commission to conduct public hearing and recommend to City Council approval of the 2021 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:

- Nine policy/text amendments
- One map amendment

This staff report and recommendation addresses the City initiated amendments and specifically:

- Policy/Text (P/T) Amendments P/T # 1 through # 9, and;
- Map (CPM) Amendment CPM # 1.

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.

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 7, 2021 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. The City did not receive any private initiated map or policy/text amendments 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 23, 2021 (City File # SEP21-0023). The comment period ended at 5:00 p.m. October 8, 2021 and the appeal period ended at 5:00 p.m. October 23, 2021. 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 September 22, 2021, by Submittal ID: # 2021-S-3159. 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 Determination of Non-Significance was published on September 23, 2021, and notice Public Hearing was published on October 6, 2021 in the Seattle Times Newspaper and on the city website which is at least 10 days prior to the Planning Commission public hearing on October 19, 2021. A copy of the Determination of Non-Significance 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 City Council Study Session on November 8, 2021.

Comprehensive Plan Policy/Text Amendments (File No. CPA21-0001, City initiated)

The Planning Commission conducted one hearing on **October 19, 2021** on Comprehensive Plan Annual Amendments, consisting of map and policy/text amendments. The Planning Commission considered the following set of Annual Comprehensive Plan Amendments.

P/T #1

Incorporate the Auburn School District Capital Facilities Plan 2021 through 2027 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 2021-2027. The CFP was prepared by the District staff and adopted by the Auburn School District School Board of Directors on June 14, 2021 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 decrease in the fee obligations. The net fee obligation for single-family dwellings is proposed to be \$3,652.19, a decrease of \$2,804.12 and the requested fee for multiple-family dwellings is \$8,938.23, a decrease of \$7,387.57. The District provided only impact fees for single family and multi-family dwellings, instead of by bedrooms per unit like in previous years. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission *recommended approval* of the Auburn School District Capital Facilities Plan 2021 through 2027 to the City Council.

P/T#2

Incorporate the Dieringer School District Capital Facilities Plan 2021-2027 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 2021 - 2027. The CFP was adopted by the Dieringer School District Board of Directors in June 2021. 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 has calculated an increase in fees compared to those currently adopted. The net fee obligation for single-family dwellings is \$6,247, an increase of \$2,071; and the fee for multiple family dwellings is \$1,903, an increase of \$1,114. However, as noted in an impact fee letter provided by the District, they are requesting to maintain impact fees consistent with those currently adopted (no increase). By ordinance No. 2021-111, Pierce County Council has "capped" by a "Maximum Fee Obligation" (MFO) which changes annually based on the Construction Cost Index published by the Engineering News Record. The previous year's MFO for single family development was \$4,200 and the MFO for multi-family development was \$2,230. The District is requesting that impact fees remain at the rate calculated in their 2021-2026 Capital Facilities Plan of \$4,176 for single family units and \$789 for multifamily units. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission recommended approval of the Dieringer School District Capital Facilities Plan 2021-2027 to the City Council.

P/T #3

Incorporate Federal Way Public Schools' 2022 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

Federal Way Public Schools has provided the City with its annually updated Capital Facilities Plan 2022. The CFP was adopted by the Federal Way Public Schools School Board June 29, 2021. 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
- Student forecasts
- Impact fee calculations
- Summary of changes from the year 2021 plan

A review of Federal Way Public Schools' 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 \$1,845, representing a decrease of \$1,398 and the requested fee for multi-family dwellings is \$15,073, a decrease of \$930. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission recommended approval of Federal Way Public Schools' 2022 Capital Facilities Plan to the City Council.

P/T #4

Incorporate the Kent School District Capital Facilities Plan 2020-2021 to 2025-2026 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 2020-2021 to 2026-2027 Capital Facilities Plan. The CFP was adopted by the Kent School District School Board in June 2021 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 \$5,818.09, representing an increase of \$125.24 and the requested fee for multi-family dwellings is \$2,457.53, an increase of \$53.90. Both increases are tied to the Consumer Price Index (CPI) of 2.2% for the Seattle Metropolitan Area in 2021. The actual impact fees are established by ordinance through subsequent City Council action.

Recommendation

Planning Commission *recommended approval* of the Kent School District Capital Facilities Plan 2019-2020 to 2026-2027 to the City Council.

P/T #5

Incorporate the City of Auburn's 6-year Capital Facilities Plan 2022-2027, 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 2022-2027 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 City of Auburn 6-year Capital Facilities Plan 2022-2027 is proposed to be incorporated by reference in the Comprehensive Plan, Capital Facilities Element (Volume No. 3).

Recommendation

Planning Commission recommended approval of the City of Auburn’s 6-year Capital Facilities Plan 2022-2027 to the City Council.

P/T #6

Amend text reference of Volume 3, Capital Facilities Element of Comprehensive Plan. *The changes are shown in strike through and underline in the working binder behind the “Comp. Plan Policy/Text Amendments” tab.*

Key Changes/Points:

Water is in the process of applying for an extension of their Comprehensive Water Plan (separate document incorporated by reference) effective to 2026 through the Washington State Department of Health, at which time a full update will be completed. Water believes this request is valid because the capital projects, water demands, and population growth projections presented in the current Water System Plan are still accurate projections of the City’s current planning efforts.

- No text changes to the Capital Facilities Element are needed, although the referenced Comprehensive Water Plan in Policy CF-13 is expected to be updated by 2024 with current data as part of the Periodic Update.

Recommendation

Planning Commission recommended approval of text reference amendments to Volume 3, Capital Facilities Element of Comprehensive Plan.

P/T #7

Amend text of Volume 5, Transportation Element of Comprehensive Plan. *The changes are shown in strike through and underline in the working binder behind the “Comp. Plan Policy/Text Amendments” tab.*

Key Changes/Points:

As part of the 2021 Annual Comprehensive Plan Amendments, the city seeks to change the Comprehensive Plan to update the Transportation Element. The main changes to the Comprehensive Plan document include:

- Update Transportation Improvement Program (TIP) information/project list;

- Add one project from Comprehensive Plan list to the (TIP) list to maintain continuity in the future transportation network conditions;
- Additional minor changes will relate to grammar, punctuation, choice of words, references, etc.

In addition to the strike through and underline in the working binder, a memorandum prepared by Cecile Malik, Senior Transportation Planner, for the Planning Commission is included in the working binder behind the “Comp. Plan Policy/Text Amendments” tab. The memorandum explores the summary of text changes.

Recommendation

Planning Commission recommended approval of policy text amendments to Volume 5, Transportation Element of Comprehensive Plan.

P/T #8

Amend text of Volume 2, Housing Element of the Comprehensive Plan. *The changes are shown in strike through and underline in the working binder behind the “Comp. Plan Policy/Text Amendments” tab.*

Key Changes/Points:

The City adopted a Housing Action Plan (HAP) in July 2021, which was also presented to the Planning Commission in February and June 2021 by City staff. The HAP provides recommendations on policies and code changes to implement HAP strategies. The proposed policy revision allows for better alignment with PSRC *Vision 2050* policy MPP-H-11 which addresses supporting identification of potential physical, economic, and cultural displacement, and mitigating to the extent feasible.

- Include reference and brief description of Housing Action Plan in Conditions and Trends section beginning on page H-1 of the Housing Element.
- Revise Policy H-24(f) to include text regarding minimizing displacement impacts. The revision of this policy will better align with PSRC *Vision 2050*’s recognition of displacement risk. Revising this policy allows for alignment with PSRC requirements in advance of the 2024 Periodic Update.
- Address text formatting for Policy H-24 sub-policies

Recommendation

Planning Commission recommended approval of policy text amendments to Volume 2, Housing Element of Comprehensive Plan.

P/T #9

Amend text of Volume 1, Land Use Element of the Comprehensive Plan. *The changes are shown in strike through and underline in the working binder behind the “Comp. Plan Policy/Text Amendments” tab.*

Key Changes/Points:

The City adopted a Housing Action Plan (HAP) in July 2021, which was also presented to the Planning Commission in February and June 2021 by City staff. The HAP provides recommendations on policies and code changes to implement HAP strategies. One such

policy is located in the Land Use Element (additional detail below).

- Revise Policy LU-39 to include affordable housing and mixed-income development. In addition to allowing additional height or density in exchange for supplemental amenities identified in this policy, this revision would include affordable housing development as eligible uses for deviations in height, density, or intensity.

Recommendation

Planning Commission recommended approval of policy text amendments to Volume 1, Land Use Element of Comprehensive Plan.

Comprehensive Plan Map Amendments (File No. CPA21-0001, City initiated map changes)

CPM #1

This proposed amendment updates a number of maps found throughout the city's Comprehensive Transportation Plan, which is adopted by reference in the City of Auburn Comprehensive Plan. This is consistent and in conjunction with P/T #7. *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 #7 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 #7.)

Recommendation

Planning Commission recommend approval with conditions of map amendments to the Comprehensive Transportation Plan, adopted as a reference to the City of Auburn Comprehensive Plan. The conditions concern removal of John Reddington Rd NE street label and inclusion of Green River Rd on all maps. This change is reflected in the maps provided in both the binder and electronic files transmitted to Council.