



SNOHOMISH COUNTY COUNCIL
SNOHOMISH COUNTY, WASHINGTON

AMENDED ORDINANCE NO. 08-064

RELATING TO THE GROWTH MANAGEMENT ACT, AMENDING INTRODUCTORY TEXT
TO THE SNOHOMISH COUNTY GROWTH MANAGEMENT ACT COMPREHENSIVE PLAN
(GMACP) (GPP 12 INTRODUCTORY TEXT AMENDMENTS)

WHEREAS, RCW 36.70A.130 and .470 direct counties planning under the Growth
Management Act (GMA) to adopt procedures for interested persons to propose amendments and
revisions to the GMACP or development regulations; and

WHEREAS, the Snohomish County Council adopted chapter 30.74 SCC,
"Growth Management Act Public Participation Program Docketing," to comply with the
requirements of RCW 36.70A.130 and .470; and

WHEREAS, the Snohomish County Council has determined that the consideration of the
proposed amendments and revisions to the GMACP and development regulations would promote a
county purpose as established under RCW 36.70A.130, RCW 36.70A.470 and chapter 30.74 SCC;
and

WHEREAS, on May 21, 2007, and May 29, 2007, the Snohomish County Council held
public hearings to receive public testimony on proposed county and non-county initiated
amendments to the GMACP for consideration on the 2007 Final Docket XII; and

WHEREAS, the Snohomish County Council, on June 25, 2007, approved, by Motion No.
07-182, a list of proposed comprehensive plan amendments for inclusion on Final Docket XII and
authorized the County Executive, through the Department of Planning and Development Services
(PDS), to process Final Docket XII consistent with chapters 30.73 and 30.74 SCC; and

WHEREAS, Final Docket XII, including the proposals to amend the map and text of the
GMACP were presented to the Planning Advisory Committee (PAC) of Snohomish County
Tomorrow (SCT); and

WHEREAS, pursuant to chapter 30.74 SCC, PDS completed final review and evaluation of
Final Docket XII, including the proposals to amend the map and text of the GMACP, and forwarded
recommendations to the Snohomish County Planning Commission; and

1 WHEREAS, the Snohomish County Planning Commission held a public hearing and
2 received public testimony on Final Docket XII on January 22, 2008, and January 29, 2008; and
3

4 WHEREAS, on January 29, 2008, the Snohomish County Planning Commission deliberated
5 on Final Docket XII at the conclusion of the public hearing and voted to recommend adoption of the
6 proposed GMACP and regulatory amendments as enumerated in its recommendation letter of
7 February 26, 2008; and
8

9 WHEREAS, the Snohomish County Council held a public hearing on April 30, 2008,
10 continued to May 12 and June 3, 2008, to consider the entire record, including the Planning
11 Commission recommendations on Final Docket XII, and to hear public testimony on this Amended
12 Ordinance No. 08-064.
13

14 NOW, THEREFORE, BE IT ORDAINED:
15

16 **Section 1.** The county council makes the following findings:
17

- 18 A. The county council adopts and incorporates the foregoing recitals as findings as if set forth fully
19 herein.
- 20 B. The amendment to the Introduction Chapter to the GPP states that the introduction sections to
21 Elements, Chapters, or Sections of the GPP are intended to provide context and reference to
22 relevant documents and not to provide policy or policy direction.
- 23 C. No inconsistencies between the proposed amendments to introductory text sections of the GPP
24 and the GPP goals, policies and objectives have been identified.
- 25 D. No inconsistencies between the proposed amendments to introductory text of the GPP and
26 Countywide Planning Policies (CPPs) have been identified.
- 27 E. The proposed text amendments comply with all requirements of the GMA.
- 28 F. An addendum to the Environmental Impact Statement completed for the GMA comprehensive
29 plan 10-Year Update was issued for this non-project action on December 26, 2007.
- 30 G. The county council includes in its findings and conclusions the final review and evaluation of
31 the proposal completed by PDS in accordance with chapter 30.74 SCC, which is hereby made a
32 part of this ordinance as if set forth herein.

33
34 **Section 2.** The county council makes the following conclusions:
35

- 36 A. The amendment to the Introduction Chapter to the GPP states that the introduction sections to
37 Elements, Chapters, or Sections of the GPP are intended to provide context and reference to
38 relevant documents and not to provide policy or policy direction.
- 39 B. The proposed amendments to introductory sections of the GPP are consistent with the following
40 final review and evaluation criteria of chapter 30.74 SCC:

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AMENDMENTS)

- 1 1. The proposed amendments maintain consistency with other elements of the GMACP.
- 2 2. All applicable elements of the GMACP support the proposed amendments.
- 3 3. The proposed amendments meet the goals, objectives, and policies of the GMACP as
- 4 discussed in the specific findings.
- 5 4. The proposed amendments are consistent with the CPPs.
- 6 5. The proposed amendments comply with the GMA.
- 7 6. New information is available which was not considered at the time the plan or regulation
- 8 was amended.
- 9 C. The amendments are consistent with the GMA requirement that the comprehensive plan of a
- 10 county or city be an internally consistent document (RCW 36.70A.070).
- 11 D. The amendments maintain the GMACP's consistency with the CPPs for Snohomish County.
- 12 E. The proposed amendments meet the goals, objectives and policies of the GMACP as discussed
- 13 in the specific findings.
- 14 F. The amendments are consistent with and comply with the procedural and substantive
- 15 requirements of GMA.
- 16 G. All SEPA requirements with respect to this non-project action have been satisfied.
- 17 H. The County complied with state and local public participation requirements under the GMA and
- 18 chapter 30.73 SCC.

19
20 **Section 3.** The county council bases its findings and conclusions on the entire record of the county
21 council, including all testimony and exhibits. Any finding, which should be deemed a conclusion,
22 and any conclusion which should be deemed a finding, is hereby adopted as such.

23
24 **Section 4.** Based on the foregoing findings and conclusions, the Snohomish County GMA
25 Comprehensive Plan – General Policy Plan last amended by Ordinance No. 07-139, is amended as
26 indicated in Exhibit A to this ordinance which is attached hereto and incorporated by reference into
27 this ordinance as if set forth in full.

28
29 **Section 5.** The county council directs the Code Reviser to update SCC 30.10.060 pursuant to SCC
30 1.02.020(3).

31
32 **Section 6.** Severability. If any section, sentence, clause or phrase of this ordinance shall be held to
33 be invalid or unconstitutional by the Growth Management Hearings Board, or a court of competent
34 jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of
35 any other section, sentence, clause or phrase of this ordinance. Provided, however, that if any
36 section, sentence, clause or phrase of this ordinance is held to be invalid by the Board or court of
37 competent jurisdiction, then the section, sentence, clause or phrase in effect prior to the effective

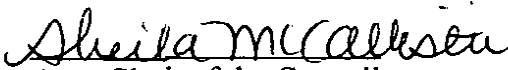
1 date of this ordinance shall be in full force and effect for that individual section, sentence, clause or
2 phrase as if this ordinance had never been adopted.

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5
6 PASSED this 3rd day of June, 2008.

7
8 SNOHOMISH COUNTY COUNCIL
9 Snohomish County, Washington

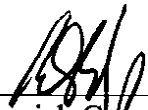
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12 
13 Council Chair

14 ATTEST:

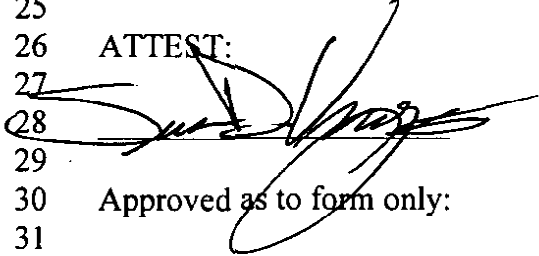
15 
16 Asst. Clerk of the Council

17
18 APPROVED
19 EMERGENCY
20 VETOED

21 DATE: 16 June, 2008

22
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24 
25 Snohomish County Executive
26 PETER B. CAMP
27 Executive Director

28 ATTEST:

29
30 
31 Approved as to form only:

32
33 Deputy Prosecuting Attorney

D.27

Exhibit A
Amended Ordinance No. 08-
Final Docket XII-GPP 12
Amending Introductory Text

Amend Introduction to the GPP starting on page IN-1 to add a text.

The proposed amendment to the Introduction to the GPP would read:

General Policy Plan Introduction to the 10-Year Update of the Plan

This introduction provides a general overview of the Snohomish County General Policy Plan (GPP) at the time of the 10-year up-date of the plan. Introductory text is provided with each section and element of the GPP. Introductory text is intended to provide context and reference to relevant documents and not to provide policy or policy direction. It represents a "snapshot in time" of the county's dynamic comprehensive plan, taken in the year 2005. The original introduction to the 1995 GPP, which provides extensive background on the GMA and represents another snapshot in time 10 years ago, has been preserved in Appendix G at the back of this document for historical reference purposes. A 10-year update of local comprehensive plans is required by the state Growth Management Act (GMA) to address new population and employment growth forecasts for a new 20-year planning period. The new "horizon" for this updated plan is now the year 2025.

The "snapshot in time" taken in 1995, the date of the adoption of the first comp plan and this 2005 snapshot shows significant differences. An analysis of the two snapshots has guided the evolution of the 1995 plan into the 2025 plan.

Resource Lands

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Distinctive geomorphic forms have determined the county's overall character which is unlike other Puget Sound counties. These landforms have been and are the basis for the settlement patterns, economic vitality and land use. The scenic backdrop of the Cascade Mountains with their forest cover is a visual reminder of both the aesthetic and the economic benefits of forestry. The vitality of historical forestry carried forward to the 1995 plan, and it remains economically important today. This plan continues the 1995 recognition and conservation of the forest boundaries, land uses and zoning that enables forestry to remain a viable industry, as long as the market requires it and the land is stewarded.

Secondly, the glacial, volcanic, and other geological forces left rich resources of gravel, sand and hard rock as well as some precious minerals scattered throughout the county. In the early 19th century, these re-sources drew settlers, fueled the economy and caused the establishment of small towns. The 1995 plan began the process of identifying and classifying these mineral rich areas in the county. This plan continues that process, with an updated inventory of the

resources, goals and policies for enabling the extraction of resources in appropriate areas, the transfer of these products to markets, and the reclaiming of the areas. The inventory of the resources indicates that the county's sand, gravel and hardrock sources could meet market demands for 20 years. Like forestry, the mineral resources of the county are economically important.

Thirdly, the rich soils, mild climate and general abundance of water provided the third resource of historical significance--the agricultural areas of the county. As with minerals and forestry, the agricultural resources drew settlers to the county, and present day citizens of Snohomish County are still deeply connected to farming and the farmlands. Importantly, these areas are as visually dominant throughout the county as are the forested lands discussed above. The 1995 plan identified upland agriculture and riverway agriculture, classified and conserved these areas. According to the U.S. Census of Agriculture, the acreage in farming has fallen over the last 60 years from 195,000 acres in 1945, to 69,000 acres actually in farm use in 2002. From 1945 to 1992, the average loss was about 2,600 acres a year. After 1992, it was 550 acres a year. Since adoption of GMA in 1995, the average loss is about 500 acres per year. Agricultural economists have noted that since the passage of the 1995 plan, the rate of conversion has slowed, thus helping to preserve the land base.

However, in the ten years that have passed, market shifts, increased cost of business, real estate forces and changing needs have impacted farmers, causing some to leave the industry and the area.

Farming is at a crossroads. Clearly, it needs encouragement if it is to remain viable into the future. This plan continues the 1995 conservation measures for farming and has initiated some new goals and programs to encourage the industry.

Rural Areas

Snohomish County has an enviable rural land base, and many citizens enjoy and prefer the rural lifestyles. The 1995 plan recognized this rural area as an important part of the quality of life of the county. Clearly, the goals and policies of the 1995 plan helped to reverse the pre-GMA trend forecasts that showed 28% of the county's population growth occurring in rural areas. The 1995 Plan was based on a growth allocation that directed 15% of the county's population growth into the rural areas. Analysis of actual growth patterns experienced during the 1992-2004 period shows that only 13% of total population growth has occurred outside the UGAs. This dramatic shift in pre-GMA and post-GMA growth patterns strongly suggests that the county's plan has been a significant force for preservation of the county's rural lands.

Urban Areas

Snohomish County has 22 cities, all of which are classified as urban areas in the 1995 plan. Most of the cities have urban growth areas around them which allow for future expansion. In addition, the county has a large unincorporated urban area, also classified as the Southwest urban growth area. (SWUGA). The 1995 plan established goals and policies to continue the vitality of the cities through infill, growth and expansion for employment and population. Predicated upon the population and employment growth

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targets for the urban areas detailed in the Countywide Planning Policies, the plan envisioned that the unincorporated urban areas and the cities would together accommodate 85% of the county's total population growth. Growth Monitoring Reports prepared annually by the county following the plan's adoption, have shown that 87% of the population growth did occur in the urban areas from 1992-2004.

The updated plan continues to support the cities in accommodating new growth through infill of their present corporate boundaries and infill and modest expansion of their Urban Growth Areas. The unincorporated UGA's are also only modestly expanded in this updated plan primarily because analyses have shown that most of the projected population and employment growth can be accommodated within the current UGA boundaries, and through appropriate adjustments to the urban land use designations within them. Some UGA expansions are needed, however, to accommodate individual city UGA growth targets, to provide housing opportunities, additional economic development options for employment growth, and to provide a reasonable safety factor for forecasting error.

In addition, this updated plan envisions that the unincorporated urban areas will annex to cities during the lifetime of the plan, 2005-2025. Goals and policies establish the intention of the county to transfer these lands to the cities. Some intermediate steps must be taken however, before that transfer will be completed. A coherent planning system must be established which addresses 13 earlier subarea plans.

A second important intermediate step for the county is the recognition that its urban zoning and building codes need revision to encourage higher standards of design and development. New goals and policies in the urban design, interjurisdictional cooperation, urban land use and centers sections of this update address this new initiative.

Newer forms of land use can also encourage higher urban design standards and make the areas more suitable for annexation. The 1995 plan goals and policies encouraged centers with identifiable public realms, design standards, neighborhood compatibility, a mixture of residential, commercial and office uses, and pedestrian friendly facilities. Very recently, the concept of a mixed-use center has reached some market maturity and several new urban centers have been built as envisioned by the plan. This update builds on this earlier success and adds goals and policies on centers development. New areas where mixed use should be encouraged are designated on the land use map. Many changes are found in the Centers section of the Land Use Chapter.

A third intermediate step is forging partnerships with the cities to evaluate how to transition the unincorporated urban areas into each city. The county and cities have begun early discussions, and this plan sets forth some goals and policies to enable a smooth transition of these areas. This is found in the Interjurisdictional Coordination section of the updated plan.

The GPP provides overall policy direction for all of the various components of the GMA Comprehensive Plan, and includes

goals and policies for all of the plan elements, the future land use map, and other supporting maps. The other major components of the GMA Comprehensive Plan, which are contained in separate volumes, include:

- Transportation Element,
- Capital Facilities Plan,
- Capital Improvement Program, and
- Comprehensive Parks and Recreation Plan.

These plan elements work together to guide the public and private development which is necessary to support the projected population and employment growth for Snohomish County. Each plan element addresses specific GMA requirements for local comprehensive plans, and implements the general policy guidance of the Countywide Planning Policies.

The county's GMA comprehensive plan was originally adopted in 1995 and has been amended several times since to include more detailed land use plans for several UGAs. These UGA plans provide greater detail in specific geographical areas, particularly for land uses and densities in unincorporated urban areas. They were the product of intensive joint planning studies with the affected cities and maintained the policy direction established in the GPP. The following UGA plans were adopted after the original plan adoption in 1995:

- Gold Bar UGA Plan (1997)
- Snohomish UGA Plan (1998)
- Mill Creek "A" UGA Plan (1998)

- Lake Stevens UGA Plan (2001)
- Mill Creek East UGA Plan (2002)

As part of the 10-year update process, the primary policy components of these plans have been incorporated into the GPP, and the plan documents themselves are super-ceded by this plan but are referenced below as technical support documents.

In addition, this document is accompanied by a Final Environmental Impact Statement which gives greater analysis on the plan.

GPP - Purpose and Use

Snohomish County adopted the first GPP in June 1995. The GPP has been amended several times through the annual amendment process, the seven-year compliance review, and in response to Growth Management Hearings Board decisions. This document includes all GPP text, goal, policies, objectives and map changes and amendments including those that resulted from the 10-year plan update required by the GMA for the years 2005-2025. Future amendments will be added to the GPP in the form of loose-leaf supplements.

The Snohomish County GMA Comprehensive Plan replaced the thirteen pre-GMA sub area plans that were adopted under the county's constitutional and charter authority and the authority of the Planning Enabling Act, Chapter 36.70 RCW. These plans were the products of county planning during the decades prior to the passage of the GMA in 1990. They represented a long history of plan development and together provided the foundation for the

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county's first GMA comprehensive plan in 1995.

The General Policy Plan serves as a guide to Snohomish County's growth and development from now through the year 2025. As required by the GMA, the GPP delineates urban growth area boundaries that provide for areas of present and future urban development. It establishes goals to address urban structure, character and design in UGA's. Outside the UGAs, the GPP designates rural and natural resource areas. The GPP also provides direction for the county's development regulations which implement the citizens' vision of the county's future as expressed in the plan.

The GPP provides the direction and framework for ongoing and future county planning efforts. These efforts may include annual plan amendments, more detailed or geographically focused planning studies, monitoring of urban and rural land consumption and development patterns, and policy evaluation and refinement. In addition, the GPP provides direction for development regulations to implement the county's GMA comprehensive plan. The GMA requires that development regulations be consistent with the county's GMA comprehensive plan.

The organization of the GPP reflects the goals and requirements of the GMA. The plan chapters include a short narrative and goals, objectives and policies for:

- Population and employment.
- Land use for urban, rural and natural resource areas.
- Housing.

- Transportation.
- Capital facilities.
- Utilities.
- Economic development.
- Natural environment.
- Interjurisdictional coordination.

Each chapter is organized around several major goals, which build upon and augment the 13 goals of the GMA. Each GPP goal has one or more objectives and policies which, together, implement the 13 GMA (see Appendix C for these specific relationships).

The GPP contains appendices that provide supplemental information, background, and technical data related to the goals, objectives and policies of the GPP including a:

- County profile with land use and demographic data (Appendix A).
- Process for siting essential public facilities (Appendix B).
- Table showing the relationship of the GPP objectives and policies to GMA goals (Appendix C).
- Population and employment growth targets for cities and unincorporated areas (Appendix D).
- Glossary of acronyms and definitions (Appendix E).
- Review criteria for school district plans (Appendix F).
- Introduction to the 1995 GPP (Appendix G).

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- Master Plans (Appendix H)
- List of Technical Reports (Appendix I)

Two appendices previously contained in the GPP have been dropped from this edition. The 1994 county motion that adopted the 1994 Comprehensive Park and Recreation Plan (Appendix G) has been deleted because the county subsequently adopted a new park plan as an element of the GMA Comprehensive Plan, and that action is referenced at the beginning of the document together with all of the other plan amendment actions taken by county council since 1995. The list of pro-proposed implementation measures (old Appendix H) has also been deleted (because they have been considered and rejected or are no longer applicable under the recommended policy revisions), and the measures have either been deleted, incorporated into the body of the GPP, or are identified in a separate document outlining a proposed implementation work plan. A new Appendix G has been added to preserve the original 1995 introduction to this document, which provided extensive background information regarding the history of county planning, GMA planning requirements, as well as the development of the county's first plan under the 1990 GMA.

A new Appendix H has been added to serve as the repository of master plans that may be prepared for urban centers, special area studies or neighborhood issues.

The remainder of this introduction focuses on new or modified features of

the plan that resulted from the 10-year update.

10-Year Update Background GMA Requirements

The GMA requires that the county review its urban growth areas (UGAs) at least once every ten years. This review includes a required evaluation of the adequacy of the UGAs to accommodate the succeeding 20 years of anticipated population and employment growth.

In 2003, the county and cities jointly developed new population and employment targets in preparation for the required 10-year update. The county council incorporated the Initial 2025 Population and Employment Growth Targets into Appendix B of the Countywide Planning Policies.

In 1998 the county and cities also began annually monitoring development activity within incorporated and unincorporated areas. In 2002, the Buildable Lands Report, prepared jointly by the county and cities, made the following findings:

- For the period from 1995 to 2000, the cities and the county achieved urban densities consistent with their adopted comprehensive plans.
- The county's UGAs, taken as a whole, had sufficient capacity to accommodate the 2012 growth targets.

At the ten-year mark of the 20-year planning period, the GMA requires that UGAs have sufficient capacity to accommodate growth, not only for the remaining 10-year planning period, but

for a new 20-year planning horizon. Therefore, based on the buildable lands information – including an updated land capacity analysis performed for this plan up-date and adopted concurrently with the plan - and the 2025 growth targets, the county evaluated UGA capacities and/or the densities permitted within them to determine whether revisions would be needed to meet the state's update requirement.

10-Year Update Process

In 2002, Snohomish County launched a major planning process to undertake the 10-year plan update. Key components of this process were a public participation program, the development of land use alternatives, an environmental impact statement for the evaluation of three alternative growth and development scenarios, the development of a preferred land use alternative, and amendments to plan policies.

Public Participation:

Snohomish County's residents, business and community leaders, groups and organizations have long been active participants in the County's comprehensive planning process. The Growth Management Act encourages the early and continuous involvement of citizens and stakeholders in the planning process. Public participation was a key component in the development of the 1995 GMA comprehensive plan and continued to play a fundamental role in the 10-year up-date.

Early and extensive public outreach efforts began late in 2002 with a series of "stake-holder" interviews. These interviews sought a cross-section of community perspectives. Business

representatives, realtors, builders, farmers, citizen leaders, foresters, as well as newspaper editors and directors of non-profit organizations were identified. From December 2002 to March 2003, over 60 interviews were conducted with key community members. The process provided a unique opportunity for in-depth discussions about the future of Snohomish County. The stakeholder comments indicated that the vision expressed in the 1995 Comprehensive Plan provided a solid basis upon which to develop the 10-year update. Comments gathered during this process assisted staff in:

- Guiding the development of future public participation efforts.
- Providing an overview of local history and trends.
- Comparing 1995 public perceptions with those of 2002-2003.
- Developing overall plan process goals and ideas.
- Setting parameters for the planning and environmental review process.

The County sought further public involvement and participation through a series of 4 open houses conducted by the county in February 2003. Meetings were held in Everett, Lynnwood, Monroe and Arlington and provided the public with information on the existing comprehensive plan, the 10-year update process, and an opportunity for public question and comment. Summaries, tapes, or verbatim transcripts are available for these public meetings and hearings.

The Snohomish County Council and Planning Commission continued outreach efforts with a joint public informational meeting in July 2003. Discussions were

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held relating to growth issues and alternative scenarios.

In addition, the department published a series of 10-year update newsletters with a mailing list of nearly 2,800 recipients. Information on the planning process, various reports and technical information, meeting and hearing notices, were all published and updated regularly on the project's website. Two "Planners in the Library" events were conducted in various public libraries throughout the county to ensure that public education and input on the planning process continued.

In 2003 the County launched an environmental review process with an extended scoping period that also included community meetings, a joint county council / planning commission public meeting, and executive public hearings. These meetings were held at various locations and times throughout the county. Three public workshops were conducted in June, 2004 to assist in the development of a preferred land use alternative. An additional joint Council-Planning Commission public meeting was also held in late June, 2004. Members reviewed public input and discussed fundamental choices about the County's future.

In October 2004, a Preferred Future Land Use Map was presented to the Snohomish County Planning Commission and public. The draft map was the result of over 20 months of extensive public review and in-put. Two more informational open houses were held in October. During November four joint city and county planning commission workshops were held that focused on plan policies and measures to address

impacts associated with plan implementation. These workshops provided guidance in the development of draft policy amendments to the comprehensive plan.

A questionnaire was developed and printed in The Herald in late February, as well as mailed to nearly 2,800 recipients on the project's mailing list. The results were tabulated into a report which was used to help inform county staff, the County Council and Planning Commission as they finalized the comprehensive plan. The results of the questionnaires also guided the planning department as they developed their 2005-2006 work program, which includes implementing the changes to the comprehensive plan.

In 2005, a complete package of comprehensive plan amendments were prepared by staff and presented to the planning commission and county council. Public open houses in April allowed the general public to see the various changes and ask questions of staff. Public hearings were jointly held by the planning commission and county council in May and early June to take formal testimony before the planning commission made its recommendation. County council held public hearing(s) on the planning commission's recommendation before taking final action.

Development of Plan Alternatives:

Snohomish County developed three alternative growth and land use scenarios in response to the 10-year update requirement of GMA. The alternatives were based on concepts organized around a range of population growth targets and on responses from citizens

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and organizations during the public participation process. All alternatives had significant population increases within the range of projections issued by the Washington State Office of Financial Management (OFM). Similarly, employment growth was significant in all alternatives. The primary difference between the alternatives was in the amount of population growth, the geographical distribution of that growth, the degree of emphasis on residential infill within existing UGAs versus UGA expansions.

Alternative 1 represented the 2004 FLU Map as the "No Action Alternative." "No action" meant that no changes in the UGA boundaries or land use designations were made, although population and employment growth would continue since the current UGAs have infill potential. This alternative could accommodate about 862,000 residents by the year 2025. This alternative was based upon development densities and housing unit yields that had been increasing over the past five years and had effectively increased the 1995 plan's buildable land capacity. This alternative required an estimated \$600 million in arterial road improvements by 2025 and the development of nine new community parks.

Alternative 2 represented a mid-point alternative in terms of population growth and UGA expansions. This alternative expanded the Southwest, Marysville, Arlington, Sultan, Gold Bar, Granite Falls and Stanwood UGAs by a total of about 2.4 square miles and could accommodate approximately 895,000 residents by 2025. About 3.5 square miles of land within existing unincorporated UGAs were

proposed for higher density residential plan designations in various infill locations. Alternative 2 required about \$640 million in arterial road improvements and 11 new community parks over the next 20 years.

Alternative 3 represented the high growth alternative. This alternative included the UGA expansions of Alternative 2 and expanded the Monroe, Maltby, and Snohomish UGAs for total expansion of 11.5 square miles. Within the UGAs, approximately 6 square miles of infill areas were proposed for higher residential plan designations. This alternative could accommodate about 950,000 residents and a population reserve of 15,000 in future fully-contained communities in as of yet undefined locations. The required arterial road improvements for this alternative were estimated to cost about \$900 million. The projected population required 16 new community parks by 2025.

Environmental Impact Statement:

All three alternatives were evaluated in the Draft Environmental Impact Statement (DEIS) for the 10-Year plan update. The DEIS covered this possible range of plan choices and allowed a comparative analysis of different UGA expansion and infill scenarios. The key planning issues explored in the alternatives and illuminated by the environmental analysis included:

- Amount and distribution of growth.
- Accommodating infill and then expanding UGAs.
- Changes in allowable development types and intensities when compared to current plan, policies and zoning classifications.

- Level and cost of capital improvements needed to support the projected growth.
- Extent to which impacts could be expected and could be mitigated.

Preferred Alternative:

The Preferred Alternative was developed following the public DEIS review process and additional public workshops. It was based on elements of all three alternatives and followed principles that were based on public and agency comments. It was characterized by the following features:

- Maintained designated resource lands of long-term commercial significance (agricultural, forestry and mineral lands).
- Supported the projected population.
- Encouraged employment growth.
- Supported infill development in appropriate locations within UGAs.
- Included higher density development such as multi-family, condominium, and multi-story buildings in appropriate areas.
- Allowed modest expansion of UGAs adjacent to existing urban areas and where urban services can be efficiently extended.
- Provided policies and standards to evaluate potential proposals for a fully contained community.
- Included policies that promote livable communities in cities and in unincorporated-rated areas.

- Provided for high quality development with people-oriented design standards.
- Built on infrastructure already in place or readily available for new development, including transportation, surface water, drainage, water supply, sanitary sewers and parks facilities.

The Preferred Alternative was the basis for the final EIS and the 2005 update of the plan following some additional modifications by the planning commission and the county council.

In addition to incorporating numerous policy changes and other textual amendments to the plan documents, this plan includes some final refinements to the preferred alternative map of October 2004, including refinements to reflect technical corrections to better align zoning and land use and to better reflect parcel lines. Other refinements include: 1) ad-additional UGA expansions to the northwest of Monroe; 2) adjustments to the infill designation changes in the Southwest UGA to better reflect existing conditions and new permits; and 3) additional refinements to reduce split parcels and in response to new information.

Key Changes between the 1995 and 2005 Plans

The 2005 plan represents a logical evolution of the existing plan and builds on and further develops the Diversified Centers concept of the 1995 GPP. Projected population and employment growth will be accommodated primarily within existing cities and unincorporated urban areas through various infill strategies, including changes in urban

land use designations in appropriate locations.

Approximately five square miles of land area within the former UGAs are re-designated to more intense urban development. Included within that total are new areas designated as Village Centers that will encourage the development of neighbor-hood-scale focal points with a mix of retail, office, public use and some medium to high density residential development with increased design standards.

The UGAs have been expanded by approximately 3.5 square miles as a result of the update. Seven cities including Arlington, Granite Falls, Marysville, Monroe, Snohomish, Stanwood and Sultan experienced modest UGA expansions needed to accommodate their new 2025 population growth targets as determined after a land capacity analysis. The UGA expansion areas are about equally dedicated to new residential areas to accommodate population growth and new commercial or industrial areas to accommodate and encourage employment growth, consistent with the county's desire to retain and attract new job growth.

Additional opportunities for new economic development projects are provided through the designation of additional industrial land within expansion of the Marysville and Maltby UGAs and through a potential master-planned development at the county's Cathcart site, located northwest of the inter-section of SR 9 and SR 96.

The 2005 GPP also provides the framework for the potential development of a new "fully contained community" (FCC). Such new communities are

provided for in the GMA which envisions the development of new towns outside of existing urban growth areas that include significant business development as well as residential development. Residents can find employment and have their daily service needs met within the "fully-contained community." The plan includes FCC policies that require the establishment of high standards for urban infrastructure and urban design with appropriate mitigation of impacts on adjacent lands, the environment and public infrastructure systems.

The 2005 GPP provides for continued vitality of resource lands. Goals and policies ensure commercial forestry may continue. Changes have been made to the mineral lands policies and maps to enable the industry to permit and operate more efficiently. New programs and policies have been initiated in the 2025 plan to encourage the agricultural industry in Snohomish County. Finally, the 2025 GPP recognizes the need for more innovate land uses such as mixed use centers and the need for better design and development standards in unincorporated-rated urban areas. The transition of these areas to cities is also the subject of the Inter-jurisdictional Coordination section of the plan.

Consistency with Other Plans

The 2005 GPP continues to implement and is consistent with the GMA and several other policy directives. The GPP addresses each of the GMA goals and applies them to unincorporated Snohomish County in a balanced manner:

- Encouragement of development and/or redevelopment in urban areas with

existing or planned public facilities and services.

- Reduction of urban sprawl.
- Adequate provision of efficient multi-modal transportation systems.
- Availability of affordable housing for citizens of all income levels.
- Promotion of economic opportunity.
- Respect for private property rights.
- Predictability and timeliness of permit review processes.
- Conservation of natural resources.
- Retention of open space and provision of recreational opportunities.
- Protection and enhancement of the environment.
- Citizen participation in the planning process.
- Adequate provision of necessary public facilities and services.
- Preservation of historic and archaeological resources.
- Utilization, protection, restoration and preservation of shorelines of statewide significance.

The GPP also implements and is consistent with the regional vision as expressed in the multi-county policies that were adopted by the Puget Sound Regional Council (PSRC). These policies call for population and employment growth to be focused in mixed-use centers that are served by a multi-modal transportation system. The GPP designates several locations as centers and provides policy guidance for their development, consistent with the PSRC Vision 2020 document.

The GPP is consistent with the Countywide Planning Policies (CPPs) for Snohomish County. The CPPs were originally adopted in 1993 and have been amended several times to meet changing GMA requirements. The CPPs consist of

policy statements that establish a countywide framework from which county and city comprehensive plans are developed. They ensure that city and county comprehensive plans are consistent with each other. The initial 2025 population and employment growth targets and their distribution throughout Snohomish County are one of the most significant components of the CPPs. The updated GPP, which retains the overall policy direction of the original GMA Comprehensive Plan through the diversified centers concept, remains consistent with the planning framework and the updated growth targets of the CPPs.

The GPP also strives for consistency with the plans of adjacent jurisdictions. During the preparation of the 2005 plan update, the county sought to coordinate plan development with the cities, Native American tribes, and other affected public agencies. The county attempted to respond to the concerns of these jurisdictions and made appropriate changes to the plan.

Since many cities had not completed their own 10-year updates at the time of county plan consideration and adoption, and since some city plans may not have been completely compatible with county goals and objectives, a plan reconciliation process may be appropriate. The countywide planning policies anticipate and provide for such a reconciliation process following plan adoption by all GMA planning jurisdictions in the county. The process is intended to allow the county and any affected cities to work out significant differences in their selected growth targets and any corresponding plan differences. The reconciliation process could produce plan amendments

AMENDED ORDINANCE NO. 08-064

RELATING TO THE GROWTH MANAGEMENT ACT, AMENDING INTRODUCTORY TEXT TO THE SNOHOMISH COUNTY GROWTH MANAGEMENT ACT COMPREHENSIVE PLAN (GMACP) (GPP 12 INTRODUCTORY TEXT AMENDMENTS)

to one or several jurisdictions' comprehensive plans during the annual cycles for such amendments.

Continuing Plan Development

An effective comprehensive plan cannot be a static document, but must be a dynamic guide to the future - one that is continually monitored and refined in response to changing circumstances and events. While the 10-year update represents a significant milestone in the development of the county plan, there will certainly be adjustments and refinements over the coming years.

In addition to changes in the GMA itself, which have occurred several times since its adoption in 1990, there are changing interpretations through new decisions from the three state hearings boards. The numerous courts of competent jurisdiction that review complaints based on comprehensive plans or implementing development regulations also render such decisions. These legal forces, as well as external economic and political forces at the local, state and federal levels all shape the environment in which the comprehensive plan must operate.

Among the many circumstances that could produce changes to this plan, the following must certainly be included: the growth target and plan reconciliation process with selected cities; a master planning process anticipated for the

county's Cathcart site; further development and refinement of the Centers pro-gram; further development and refinement of the Transfer of Development Rights (TDR) program; and emerging county initiatives in the areas of agricultural practices and economic development. An update to the critical areas ordinance, and the county's shoreline master program now in process, and an up-date to the county's buildable lands report that is due in 2007, are also possible sources of future comprehensive plan amendments. Finally, the annual docketing process ensures that the general public - as well as the county itself - has a regular opportunity to propose plan amendments for formal consideration. These and other considerations will help en-sure that this plan remains an effective guide for the county in an ever-changing world.

Technical Reports

The 2005 update of the GPP was prepared using several plans and technical reports as a reference. Some of these reports are required by GMA. These documents are listed in Appendix I at the back of this document and are available from the Department of Planning and Development Services and the Department of Public Works.