

1 Approved: September 28, 2011
2 Effective: Oct 10, 2011



3
4 SNOHOMISH COUNTY COUNCIL
5 SNOHOMISH COUNTY, WASHINGTON

6
7 AMENDED ORDINANCE NO. 11-053

8
9 AMENDING THE LAND USE AND INTERJURISDICTIONAL COORDINATION CHAPTERS OF THE
10 GENERAL POLICY PLAN (GPP) OF THE SNOHOMISH COUNTY GROWTH MANAGEMENT ACT
11 COMPREHENSIVE PLAN (GMACP) TO ACHIEVE BETTER INTEGRATION OF LAND USE AND
12 TRANSPORTATION PLANNING AND OUTCOMES
13

14 WHEREAS, the Snohomish County Council adopted chapter 30.73 Snohomish County
15 Code (SCC), "Type 3 decisions – Legislative" to comply with the requirements of RCW
16 36.70A.106 and .130 regarding annual amendments to the GMA Comprehensive Plan; and
17

18 WHEREAS, the Snohomish County Council has determined that the consideration of the
19 county-initiated proposed amendments and revisions to the GMACP and development regulations
20 with the pending Docket XV proposals would promote a county purpose consistent with RCW
21 36.70A.130 and .470 and Chapter 30.73 SCC; and
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23 WHEREAS, in 2007 the County Executive declared through Executive Order 07-048, the
24 need to address the importance of reducing the effects of climate change and redirected county
25 resources to minimize the impact of county government on the environment, and to organize the
26 county government to begin adaptation to the effects of global warming; and
27

28 WHEREAS, in 2009 the State of Washington adopted an *Integrated Climate Change*
29 *Response Strategy* (Chapter 43.21M RCW) that calls for collaboration between the state and local
30 jurisdictions on the preparation for and adaptation to climate change; and
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32 WHEREAS, there is significant scientific evidence that increasing emissions of greenhouse
33 gases are causing global temperatures to rise at rates that may have the potential to cause economic
34 disturbance, environmental harm and affect public health; and
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36 WHEREAS, improved integration of land use and transportation planning and outcomes
37 will produce more energy-efficient land use and development patterns that will contribute to long-
38 term reductions of greenhouse gas emissions as prescribed by Executive Order 07-048 and by
39 policies under Natural Environment goals # 10 and 11 in the *General Policy Plan (GPP)*; and
40

41 WHEREAS, on August 12, 2009, the Snohomish County Council, through Amended
42 Ordinance No. 09-051, approved amendments to the Centers sub-section of the Land Use chapter of
43 the *GPP* to refine the implementation of the centers concept and to lay the foundation for permanent
44 code provisions regulating the development of urban center projects; and
45

1 WHEREAS, on July 14, 2010, the Snohomish County Council, through Amended Motion
2 No. 10-186, approved a list of placeholders for potential comprehensive plan amendments,
3 including text amendments to the Land Use chapter to achieve better integration of land use and
4 transportation (GPP 5); and
5

6 WHEREAS, Amended Motion No. 10-186 set the initial list of county-initiated 2011
7 comprehensive plan amendment placeholders and authorized the County Executive, through the
8 Department of Planning and Development Services (PDS), to develop the amendments and process
9 them consistent with chapters 30.73 and 30.74 SCC; and
10

11 WHEREAS, on June 1, 2011, the Snohomish County Council adopted new countywide
12 planning policies through Amended Ordinance No. 11-021, including several new transportation
13 policies that support better integration of land use and transportation; and
14

15 WHEREAS, using the criteria in SCC 30.74.060(2), PDS completed its final review and
16 evaluation of proposed 2011 GMACP amendments, including the proposals within GPP5 to amend
17 the text of the GMACP, and forwarded recommendations to the Snohomish County Planning
18 Commission; and
19

20 WHEREAS, the planning commission recommended adoption of the proposal; and
21

22 WHEREAS, the Snohomish County Council held a public hearing on September 28, 2011 to
23 consider the entire record, including the planning commission recommendations on proposed 2011
24 GMACP amendments and to hear public testimony on the proposed amendments, including the
25 GPP5 proposal.
26
27

28 NOW, THEREFORE, BE IT ORDAINED:
29

30 Section 1. The county council makes the following findings:
31

- 32 A. The county council adopts and incorporates the foregoing recitals as findings as if set forth fully
33 herein.
- 34 B. The new and revised objectives and policies adopted herein will advance the relevant goals
35 within the Land Use and Interjurisdictional Coordination Chapters of the GMACP and are
36 necessary to 1) better integrate land use and transportation planning and outcomes; and 2) more
37 fully implement the broader policy direction and achieve the goals and objectives of the *GPP*.
- 38 C. The new and revised objectives and policies adopted herein are consistent with and mutually
39 supportive of parallel policy amendments to the Transportation Chapter considered under
40 placeholder GPP6 and proposed through separate ordinance.
- 41 D. Policy direction from these amendments is consistent with and helps implement those policy
42 amendments to the *GPP* adopted in 2008 regarding climate change and sustainability.

- 1 E. Policy direction from these amendments is consistent with and helps to implement the broad
2 policy direction under Land Use Goals 2, 3, and 5 in the *GPP* concerning compact urban
3 development, urban centers and urban villages, and urban neighborhood structure.
- 4 F. Policy direction favoring corridor-based planning and transit-supportive development are
5 consistent with and help achieve several existing goals in the Land Use and Transportation
6 chapters of the *GPP*. Collectively, these goals encourage the development of neighborhoods and
7 communities that support and encourage alternative modes of transportation and promote both
8 personal health and environmental health through reduced reliance on automobiles.
- 9 G. The proposed amendment will strengthen the GMACP and contribute towards the achievement
10 of the following goals in the *GPP*:
- 11 1. Goal LU 2, “Establish development patterns that use urban land more efficiently.”
 - 12 2. Goal LU 3, “Establish compact, clearly defined mixed-use centers that promote a
13 neighborhood identification and support the county’s sustainability goals.”
 - 14 3. Goal ED 1, “Promote the maintenance and enhancement of a healthy economy.”
 - 15 4. Goal TR 2, “Provide public transportation services that support and are supported by the
16 land use element, natural environment element, and economic development element of the
17 county comprehensive plan.”
 - 18 5. Goal NE 10, “Help sustain Snohomish County’s economy, environment and communities by
19 minimizing greenhouse gas emissions and supporting clean energy development.”
- 20 H. The proposal is consistent with both the existing Countywide Planning Policies (CPPs) and the
21 proposed revisions to the CPPs recommended by the Snohomish County Tomorrow Steering
22 Committee on November 17, 2010.
- 23 I. The proposed amendment is consistent with the direction from the regional growth strategy in
24 *Vision 2040*, and particularly with the following Multi-County Planning Policies (MPPs):
- 25 1. **MPP-EN-19:** Continue efforts to reduce pollutants from transportation activities, including
26 through the use of cleaner fuels and vehicles and increasing alternatives to driving alone, as
27 well as design and land use.
 - 28 2. **MPP-DP-2:** Encourage efficient use of urban land by maximizing the development potential
29 of existing urban lands, such as advancing development that achieves zoned density.
 - 30 3. **MPP-DP-14:** Preserve and enhance existing neighborhoods and create vibrant, sustainable
31 compact urban communities that provide diverse choices in housing types, a high degree of
32 connectivity in the street network to accommodate walking, bicycling and transit use, and
33 sufficient public spaces.
 - 34 4. **MPP-DP-35:** Develop high quality, compact urban communities throughout the region’s
35 urban growth area that impart a sense of place, preserve local character, provide for mixed
36 uses and choices in housing types, and encourage walking, bicycling, and transit use.
 - 37 5. **MPP-DP-40:** Design transportation projects and other infrastructure to achieve community
38 development objectives and improve communities.

- 1 6. **MPP-DP-42:** Recognize and work with linear systems that cross jurisdictional boundaries
2 — including natural systems, continuous land use patterns, and transportation and
3 infrastructure systems — in community planning, development, and design.
- 4 7. **MPP-DP-45:** Promote cooperation and coordination among transportation providers, local
5 governments, and developers to ensure that joint- and mixed-use developments are designed
6 to promote and improve physical, mental, and social health and reduce the impacts of
7 climate change on the natural and built environments.
- 8 J. The proposed amendment complies with all requirements of the GMA and supports the
9 following GMA planning goals: (1) Urban Growth; (2) Reduce Sprawl; (3) Transportation; (4)
10 Housing; and (11) Citizen Participation and Coordination.
- 11 K. The environmental impacts of the proposal are within the range of impacts analyzed by the
12 DEIS and FEIS during the Ten-Year Update to the GMA comprehensive plan in 2005. No new
13 impacts have been identified for the proposal, and SEPA requirements have been met through
14 Addendum No. 26 issued on June 14, 2011, prior to a public hearing before the Snohomish
15 County Planning Commission.
- 16 L. The Washington State Attorney General issued an advisory memorandum in December of 2006
17 entitled “Advisory Memorandum: Avoiding Unconstitutional Takings of Private Property” to
18 help local governments avoid the unconstitutional taking of private property. The 2006
19 advisory memorandum was used by the county in objectively evaluating the regulatory changes
20 proposed by this ordinance.
- 21 M. The county council has considered and assessed potential constitutional issues related to the
22 policies proposed by this ordinance including, but not limited to: whether the proposed policies
23 will result in a permanent or temporary physical occupation of private property; whether the
24 proposed policies will deprive affected property owners of all economically viable uses of their
25 properties; whether the proposed regulations will deny or substantially diminish a fundamental
26 attribute of property ownership; whether the proposed policies require a property owner to
27 dedicate a portion of property or to grant an easement; and whether the proposed policies will
28 have a severe impact on the property owners’ economic interests.
- 29 N. The county complied with RCW 36.70A.106(1) by providing advance notification to the
30 Washington State Department of Commerce.

31
32 Section 2. The county council makes the following conclusions:

- 33
34 A. This proposed amendment is consistent with the following final review and evaluation criteria
35 of SCC 30.74.060(2) :
- 36 1. The proposed amendments maintain consistency with other elements of the GMACP,
37 including the Transportation Element as amended through companion Amended Ordinance
38 No. 11-054.
- 39 2. All applicable elements of the GMACP support the proposed amendments.
- 40 3. The proposed amendments meet the goals, objectives, and policies of the GMACP as
41 discussed in the specific findings.

- 1 4. The proposed amendments are consistent with the Snohomish County CPPs.
- 2 5. The proposed amendments comply with the procedural and substantive requirements of the
3 GMA.
- 4 6. New information is available that was not considered at the time the relevant comprehensive
5 plan or development regulation was adopted that changes underlying assumptions and
6 supports the proposed amendment.
- 7 B. SEPA requirements with respect to this non-project action have been satisfied through the
8 publication of an addendum to the FEIS for the Ten-Year Update comprehensive plan
9 amendments.
- 10 C. The county complied with state and local public participation requirements under the GMA and
11 Chapter 30.73 SCC.
- 12 D. The policies proposed by this ordinance do not result in an unconstitutional taking of private
13 property for a public purpose.

14
15 Section 3. The county council bases its findings and conclusions on the entire record of the county
16 council, including all testimony and exhibits. Any finding, which should be deemed a conclusion,
17 and any conclusion which should be deemed a finding, is hereby adopted as such.

18
19 Section 4. Based on the foregoing findings and conclusions, the Urban Development Patterns sub-
20 section of the Land Use chapter of the Snohomish County GMACP – GPP, last amended by
21 Amended Ordinance No. 10-042 on July 7, 2010, is amended as indicated in Exhibit A to this
22 ordinance, which is attached hereto and incorporated by reference as if set forth in full.

23
24 Section 5. Based on the foregoing findings and conclusions, the Centers sub-section of the Land
25 Use chapter of the Snohomish County GMACP – GPP, last amended by Amended Ordinance No.
26 10-042 on July 7, 2010, is amended as indicated in Exhibit B to this ordinance, which is attached
27 hereto and incorporated by reference as if set forth in full.

28
29 Section 6. Based on the foregoing findings and conclusions, the Interjurisdictional Coordination
30 chapter of the Snohomish County GMACP – GPP, last amended by Amended Ordinance No. 05-
31 069 on December 21, 2005, is amended as indicated in Exhibit C to this ordinance, which is
32 attached hereto and incorporated by reference as if set forth in full.

33
34 Section 7. The county council directs the Code Reviser to update SCC 30.10.060 pursuant to SCC
35 1.02.020(3).

36
37 Section 8. Severability. If any section, sentence, clause or phrase of this ordinance shall be held to
38 be invalid or unconstitutional by the Growth Management Hearings Board, or a court of competent
39 jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of
40 any other section, sentence, clause or phrase of this ordinance. Provided, however, that if any
41 section, sentence, clause or phrase of this ordinance is held to be invalid by the Board or court of
42 competent jurisdiction, then the section, sentence, clause or phrase in effect prior to the effective

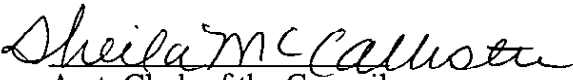
1 date of this ordinance shall be in full force and effect for that individual section, sentence, clause or
2 phrase as if this ordinance had never been adopted.

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4
5 PASSED this 28th day of September, 2011.

6
7 SNOHOMISH COUNTY COUNCIL
8 Snohomish County, Washington

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10 
11 Council Chair

12 ATTEST:

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14 
15 Asst. Clerk of the Council

16
17 APPROVED
18 EMERGENCY
19 VETOED

20 DATE: 10/6/11, 2011

21
22
23
24
25 ATTEST:

26 
27 per: Snohomish County Executive

28 **GARY HAAKENSON**
29 **Deputy County Executive**

30 Approved as to form only:

31 _____
32 Deputy Prosecuting Attorney
33

D.22

Exhibit A

Amended Ordinance No. 11-053

2011 GPP Amendments to the Urban Development Patterns
Section of the Land Use Chapter of the *General Policy Plan*
[GPP 5]

Urban Development Patterns

To promote efficient utilization of land within unincorporated UGAs, the county will encourage well-designed, more pedestrian-friendly urban development patterns. Within designated centers (described in the next section) and along their connecting network of transit emphasis corridors (as defined in the Transportation Chapter), the county will encourage ((with)) a greater mix of uses and a more efficient, creative use of land and transportation assets. By improving land use and transportation integration and efficiency in UGAs, several GMA objectives can be accomplished:

- reduced dependence on the automobile;
- increased support for public transportation;
- improved air quality;
- increased choice of housing types;
- improved efficiency of infrastructure provision and usage;
- reduced consumption of fossil fuels and associated emissions of greenhouse gases; and
- reduced ((consumption)) transformation of rural lands to urban use.

In addition to the GMA, the Washington State Integrated Climate Change Response Strategy (Chapter 43.21M RCW), the Vision 2040 multi-county planning policies and the countywide planning policies also support these objectives.

Snohomish County's Opinion Survey and Visual Preference Assessment, Transit Oriented Development Guidelines (Snohomish

County Tomorrow, 1999), the Residential Development Handbook for Snohomish County, the Snohomish County Tomorrow Urban Centers paper and Snohomish County centers studies all provide additional direction and support for these concepts.

To improve the efficiency of urban residential land utilization, planning within UGAs and development regulations will ensure that future residential subdivisions will achieve a minimum net density of 4 to 6 dwelling units per acre. Higher minimum densities will be pursued in appropriate locations, such as within designated centers and near transit facilities along designated transit emphasis corridors. Only ((except)) within or near critical areas that are large in scope, ((with)) have a high rank order value, and are complex in structure and function will lower densities be permitted. In addition, the county will provide for ((higher density-and)) mixed use and a broader range of housing types around-and-within centers and along ((major-transportation)) transit emphasis corridors(;;). The county will also encourage infill and intensification ((of areas at existing residential densities;)) within UGAs ((and also broaden the variety of housing types within both traditional single-family and multi-family neighborhoods)) while respecting the vitality and character of established residential neighborhoods. A mix of housing types with a range of densities will be encouraged throughout UGAs, as long as they are carefully sited, well designed, and sensitively integrated into existing communities.

For all commercial and industrial developments, the intent is to encourage the expansion, revitalization, redevelopment, and intensification of these areas before establishing new sites. The county also intends to limit new strip commercial development and focus the majority of new commercial growth within mixed-use commercial centers or revitalized strip commercial areas.

To ensure efficient expansion of infrastructure and services, the plan provides for the designation of urban growth phasing overlay areas. This overlay designation, when used, will direct development into areas where existing infrastructure capacity is available before infrastructure is extended into predominantly undeveloped areas.

The growth phasing overlay was originally applied to rural areas added to several urban growth areas with the adoption of the GPP in 1995. It served to phase development in these areas until plans for land use, public facilities and services to serve urban development were

complete. There may be no areas within the growth phasing overlay on the Future Land Use map at any given time. However, the policies and designation remain for future use should similar circumstances arise as a result of comprehensive plan updates or UGA expansions.

Mobile home parks and manufactured home parks provide affordable housing to many county residents. In many cases, they provide the opportunity of home ownership to households which cannot afford to purchase more traditional types of housing. Mobile and manufactured home parks provide a transition between traditional single family detached dwellings and higher density attached housing. Preservation of mobile and manufactured home parks is an important goal of the county. However, preservation requires a careful balance between the rights of park owners and the rights of the tenants living within in them.

GOAL LU 2

Establish development patterns that use urban land more efficiently.

Objective LU 2.A

Increase residential densities within UGAs by concentrating and intensifying development in appropriate locations, particularly within designated centers and along identified transit emphasis corridors.

LU Policies 2.A.1

Within UGAs, development regulations shall be adopted and maintained which will require that new residential subdivisions achieve a minimum net density of 4-6 dwelling units per acre in all unincorporated UGAs, except (1) in the UGAs of Darrington, Index, and Gold Bar as long as those cities do not have sanitary sewer systems and (2) in areas without sanitary sewers which the sewer purveyor with jurisdiction, or in nearest reasonable servicing proximity will certify are either an unsewered urban enclave or are not capable of being connected to public sewers via annexation within the next six years or by the improvements provided pursuant to its adopted six year capital facilities plan, (3) where regulations

for development on steep slopes require reduced lot or dwelling unit yields, or (4) where a lower density is necessary because of the existence of critical areas that are large in scope, with a high rank order value, and are complex in structure and function. Lot size averaging, planned residential developments, sewerage regulations and other techniques may be used to maintain minimum density or to insure later development at minimum densities is not inhibited when sanitary sewers become available.

- 2.A.2 The county shall not support any proposed annexation by a city unless and until an annexation agreement has been signed by the county and said city ensuring the continued implementation of Policy LU 2.A.1 for the area to be annexed.
- 2.A.3 Any UGA shall provide for a variety of residential densities identifying minimum and maximum allowable. Density ranges shall consider the presence of critical areas.
- 2.A.4 Any UGA shall provide opportunities for a mix of affordable housing types (e.g. small lot detached, townhouses, duplex, triplex, 6 to 8 unit apartment and small group housing units) within medium density residential areas.
- ~~((2.A.5 Medium and high density residential development (including elderly and disabled housing) shall be encouraged to locate, where possible, within walking distance of transit access or designated transit corridors, medical facilities, urban centers, parks, and recreational amenities.))~~
- 2.A.65 Within UGAs, alternatives to standard single family designs such as zero lot line housing and cottages on small lots around a central courtyard, shall be considered in development regulations for residential areas.
- 2.A.76 Rezones and subdivisions in areas designated Other Land Uses shall only be allowed when a detailed UGA plan and, if required by the General Policy Plan, a master plan has been adopted for the area.

Objective LU 2.B

Plan for future land use and development patterns that are consistent with countywide and regional planning policies and that complement and support the future transportation system outlined in the Transportation Element.

LU Policies 2.B.1

In association with affected local, regional, and state agencies, the county shall pursue integrated land use and transportation planning along transit emphasis corridors. Corridor planning and corridor

plans will include the following features consistent with the direction in the Transportation chapter, and may also address other topics relevant to each particular corridor:

- (a) Potential comprehensive plan changes along the corridor – and particularly around stations/stops - to strengthen ridership on existing and planned transit services;
- (b) Potential land use regulation changes along the corridor, including the development of one or more new zoning classifications and/or overlays appropriate to mixed-use development; possible regulatory changes may address height and bulk limits, incentives for public amenities, mixing of uses and transit-supportive features, parking requirements, and permitted and prohibited uses;
- (c) Any appropriate adjustments to UGA and/or MUGA boundaries;
- (d) Potential changes to transit service or facility design to improve connections with neighboring development to stations and stops;
- (e) Phasing of land use and regulatory changes with planned transit service additions/enhancements and capital facility improvements;
- (f) Non-motorized facility improvements within and adjacent to the corridor needed to strengthen neighborhood connections with transit facilities and corridor businesses.
- (g) Other transportation improvements and policy implementation measures consistent with the direction in the Transportation Element.

LU 2.B.2 The county shall encourage, and may require, higher minimum densities within designated urban centers, urban villages, and along connecting transit emphasis corridors to support planned transit service.

LU 2.B.3 Through corridor-based planning, the county shall identify opportunities for mixed use and medium and high density residential development (including housing for the elderly and disabled). These uses shall be encouraged to locate within walking distance of transit facilities, particularly along transit emphasis corridors, and, where possible, in close proximity to medical facilities, urban centers, parks, and recreational amenities.

Objective LU 2.((B))C Encourage intensification and revitalization of existing and planned commercial and industrial areas.

LU Policies 2.((B))C.1 The county shall encourage the expansion, revitalization, redevelopment, and intensification of existing areas, with special

focus on those located within designated centers or along transit emphasis corridors, before new sites are designated and zoned.

2.~~(B)~~C.2 The majority of new commercial development shall be accommodated as mixed use in urban centers and/or urban villages or adjacent to transit stations or within ~~((designated))~~ transit emphasis corridors (see also policies under ~~((LU 3.A.1 or))~~ objectives LU 2.B, LU 3.A, LU 4.A and 4.B).

2.~~(B)~~C.3 The intensification or redevelopment of existing strip commercial developments shall be encouraged including changing to mixed use in appropriate locations, particularly along transit emphasis corridors.

2.~~(B)~~C.4 New strip commercial development shall be discouraged.

2.~~(B)~~C.5 New industrial areas within the UGAs shall be designated only ~~((within areas which have))~~ where direct access to existing and/or proposed transportation facilities (airports, highways, rail and transit lines), utilities and services ~~((and in areas with))~~ has been adequately planned and programmed ~~((or existing roads, utilities and services))~~.

Objective LU 2.~~(C)~~D Preserve mobile and manufactured home parks within urban growth areas.

LU Policies 2~~(C)~~D.1 The county shall create development regulations to encourage the preservation of mobile and manufactured home parks. Development regulations shall allow a variety of uses while fulfilling this policy.

2~~(C)~~D.2 Whether to allow the rezoning of mobile and manufactured home parks to other zones should involve a balancing of the property rights of mobile home parks owners and the rights of owners of mobile homes who are renting space in mobile home parks. Some of the factors to consider are: (1) the cost to the mobile home park owner of maintaining the property as a mobile home park or related use; (2) the cost to the mobile home park tenant of the closure of a mobile home park; (3) whether the uses allowed under the proposed rezone are compatible with the existing neighborhood; (4) whether there are available spaces in other mobile home parks in the vicinity that can accommodate relocating the mobile home park tenants that would be displaced by the closure of the mobile home park; and (5) whether there is relocation or financial assistance for the parks' tenants.

Objective LU 2.~~(D)~~E Provide for reasonable flexibility in land use regulation and planned mixing of uses, where

appropriate, while maintaining adequate protection for existing neighborhoods.

2.((D))E.1

Land use designations on the Future Land Use Map are used to indicate general locations of land uses by broad categories, such as residential, commercial and industrial. In limited situations within UGAs, it may be appropriate to designate certain areas with two overlapping designations. The following criteria shall be used in evaluating the suitability of any proposal that includes overlapping FLU Map designations. All criteria must be met before any proposal for FLU Map amendment that includes overlapping designations may be approved.

- (a) The proposal involves property or aggregated properties under unified development control that is likely to develop or redevelop over an extended period (five years or more) comprising at least 50 contiguous acres. The area of overlapping designations must cover no more than 50% of the proposal area (50 contiguous acres or more).
- (b) The public facilities necessary to support development from any of the implementing zones for either of the proposed overlapping designations are in place, planned, or proposed by the applicant as part of the proposal.
- (c) At least 75% of the perimeter of the area proposed for overlapping designations, whether on-site or off-site of the overall proposal, is bounded by lands having – or proposed for - the same land use designations as those in the proposed overlapping designation area (i.e., the area of overlapping designation occurs along the boundary of the two overlapping designations). And
- (d) The proposal and site exhibit a comparable situation where both of the proposed overlapping designations would be individually compatible with the surrounding land use designations and neighborhood character.

Exhibit B
Amended Ordinance No. 11-053
2011 GPP Amendments to the Centers Section
of the Land Use Chapter of the *General Policy Plan*
[GPP 5]

Centers

Urban centers have been identified by the county and its cities where significant population and employment growth can be located, a community-wide focal point can be provided, and the increased use of transit, bicycling and walking can be supported. These centers are intended to be compact and centralized living, working, shopping and/or activity areas linked to each other by ~~((high capacity or local))~~ transit emphasis corridors. The concept of centers is pedestrian and transit orientation with a focus on circulation, scale and convenience with a mix of uses.

An important component of centers is the public realm. The public realm is the area within centers that the public has access to for informal rest and recreation activities such as walking, sitting, games and observing the natural environment. The public realm along with residential and employment uses help define a sense of place and give centers an identity.

The pedestrian and transit-oriented design of centers helps reduce ~~((vehicle-generated trips, especially))~~ single-occupancy auto trips. ~~((;))~~ Similar attention to the transit emphasis corridors that connect the centers can further reduce such trips and the resulting ~~((and consequently helps to lower))~~ greenhouse gas emissions – a main contributor to climate change. A reduction in vehicle miles traveled helps the county in meeting its goals for climate change as detailed in the Natural Environment chapter of this comprehensive plan.

Specific centers also promote the county's goals for sustainability by incorporating environmentally friendly building design and development practices according to Leadership in Energy and Environmental Design (LEED) building certification and low impact development (LID) techniques into the development process.

The primary direction for the development of centers came from the Puget Sound Regional Council's (PSRC) Vision 2020 regional growth strategy (as subsequently refined in Vision 2040). Specific guidelines for development were also derived from the Snohomish County Tomorrow Urban Centers paper and Transit Oriented Development Guidelines Report and are updated based on recent regional center development and the SW Snohomish County Urban Center Phase 1 Report (February 2001).

The PSRC is an association of cities, towns, counties, ports, and state agencies that serves as a forum for developing policies and making decisions about regional growth and transportation issues in the central Puget Sound region encompassing King, Kitsap, Pierce and Snohomish counties. The PSRC is responsible for the long-range growth management, and the economic and transportation strategy for the four-county central Puget Sound region – most recently captured in Vision 2040. PSRC's Vision 2040 and the countywide planning policies

provide further direction for the development of centers.

Snohomish County initially designated centers as a circle on the Future Land Use Map in the 1995 GMA Comprehensive Plan to provide a starting point for more detailed planning. Urban Centers were also designated in adopted UGA plans.

Snohomish County has three types of centers in unincorporated UGAs that are differentiated by purpose, location, intensity, and characteristics:

- Urban Centers (A subcomponent of Urban Centers is the Transit Pedestrian Villages)
- Urban Villages
- Manufacturing and Industrial Centers

Urban Centers provide a mix of high-density residential, office and retail development with public and community facilities and pedestrian connections located along a designated high capacity route and/or a transit emphasis corridor. The plan designates Urban Centers at the following locations:

- Interstate 5 and 128th St SE;
- Interstate 5 and 164th St SW;
- State Route 527 and 196th St SE;
- State Route 99 and State Route 525;
- State Route 99 and 152nd St SW;
- Interstate 5 and 44th Avenue West; and
- Point Wells

Transit Pedestrian Villages are the areas within designated Urban Centers that surround an existing or planned high capacity transit station. They feature uses that enhance and support the high capacity transit station. Emphasis is placed on a

compact walkable area that is integrated with multiple modes of transportation. The plan designates a Transit Pedestrian Village at the following location:

- 164th St SW and Ash Way

Urban Villages like other centers, promote a reduction in vehicle miles traveled by emphasizing pedestrian oriented, mixed-use design within close proximity to transit. They are smaller scale than urban centers, have lower densities, allow mixed uses and may be located on or outside a high capacity transit station.

Of special note is the planning process for the Urban Village at Cathcart Way and State Route 9, which incorporates principles of sustainability and “green” building in accordance with Leadership in Energy and Environmental Design (LEED) certification. The goal is for the development at this site to serve as a model for “green” building and sustainable neighborhood development in Snohomish County.

The plan designates Urban Villages at the following locations:

- State Route 99 and Airport Road;
- State Route 99 and Center Road;
- 112th St SE and 4th Ave W;
- 164th St SW and 33rd Ave W;
- Cathcart Way and State Route 9;
- 148th St SE and Seattle Hill Road;
- State Route 527 and 185th St SE;
- Filbert Road and North Road;
- Maltby Road and 39th Ave SE;
- 80th Ave NW and 284th St NW; and
- 79th Ave SE and 20th St SE.

Manufacturing/Industrial Centers are major existing regional employment areas of intensive, concentrated manufacturing and industrial land uses which cannot be easily mixed at higher densities with other land uses and located with good access to the region's transportation system. The plan designates a Manufacturing and Industrial Center at Paine Field.

Whenever possible, it is the county's intent to support the efforts of the cities to preserve, enhance, or develop centers within their city

limits. Centers within unincorporated UGAs will be established with special emphasis on areas within the Southwest UGA cognizant of the cities' efforts for their own centers. The county will explore incentives and develop other techniques to make center development viable in the long term. Careful attention must be given to the recreational and cultural needs of those who will live and work in unincorporated county areas.

GOAL LU 3 **Establish a system of compact, clearly defined mixed-use centers, linked by well-planned transit emphasis corridors, that promote a neighborhood identification and support the county's sustainability goals.**

Objective LU 3.A **Plan for Urban Centers within unincorporated UGAs consistent with Vision 2040 and the CPP's.**

- LU Policies**
- 3.A.1 The Future Land Use Map (FLUM) and UGA land use plans shall include designations and implementation measures for Urban Centers, based on the characteristics and criteria below.
 - 3.A.2 Urban Centers shall be compact (generally not more than 1.5 square miles), pedestrian-oriented areas within designated Urban Growth Areas with good access to higher frequency transit and urban services. Pedestrian orientation includes pedestrian circulation, pedestrian scaled facilities and pedestrian convenience. These locations are intended to develop and redevelop with a mix of residential, commercial, office, and public uses at higher densities, oriented to transit and designed for pedestrian circulation. Urban Centers should also include urban services and reflect high quality urban design. Urban Centers shall emphasize the public realm (open spaces, parks and plazas) and create a sense of place (identity). Urban Centers will develop/redevelop over time and may develop in phases.
 - 3.A.3 Urban Centers shall be located adjacent to a freeway/highway and a principal arterial road, and within one-fourth mile walking distance from a transit center, park-and-ride lot, or be located on a regional high capacity transit route.

- 3.A.4 Residential net densities shall not be less than 12 dwelling units per acre; maximum densities may be established as part of more detailed planning. Population and employment size will be consistent with criteria in the Countywide Planning Policies and General Policy Plan.
- 3.A.5 Urban Centers are designated on the FLUM and additional Urban Centers may be designated in future amendments to the Comprehensive Plan.
- 3.A.6 Desired growth within Urban Centers shall be accomplished through application of appropriate zoning classifications, provision of necessary services and public facilities, including transit, sewer, water, stormwater, roads and pedestrian improvements, parks, trails and open space, and protection of critical areas. The County will identify and apply methods to facilitate development within designated Urban Centers, including supportive transit, parks, road and non-motorized improvements.

Objective LU 3.B Plan for Transit Pedestrian Villages within Urban Centers.

- LU Policies**
- 3.B.1 Transit Pedestrian Villages are areas within designated Urban Centers that surround an existing or planned high capacity transit center. Transit Pedestrian Villages may be designated on the FLUM.
 - 3.B.2 Transit Pedestrian Villages will be located around existing or planned transit centers.
 - 3.B.3 Minimum densities within Transit Pedestrian Villages shall be determined through more detailed planning and implementing development regulations.
 - 3.B.4 The county shall develop and adopt a detailed master plan for each Transit Pedestrian Village as an amendment to the GPP. State Environmental Policy Act review shall be conducted for each plan. The plan and planning process shall include the following elements:
 - (a) a survey of local residents and property owners to identify local issues;
 - (b) analysis of land use, including an assessment of vacant and redevelopment land potential, ownership patterns, and a ranking of sites based on their potential for development/redevelopment in the near and long terms;
 - (c) analysis of demographic and market conditions, to help identify the most feasible mix of land uses;

- (d) assessment of environmental constraints and issues (e.g., wetlands, streams, views);
- (e) identification and mapping of the geographic boundaries for each Village center;
- (f) identification of and creation of a conceptual plan for the Village area, indicating the general location and emphasis of various land uses including residential, employment and the public realm, and any potential phases of development;
- (g) review and allocation or reallocation of targets for population and employment growth and affordable housing, in conjunction with land use planning;
- (h) identification of public service and capital facility needs (e.g., drainage, sewerage facilities, parks, cultural/educational facilities, transit facilities), and development of a targeted, phased capital improvement program;
- (i) development of a circulation plan, including street improvements, parking management, and pedestrian and bicycle improvements;
- (j) recommendations to address specific design concerns and planning or regulatory issues; and
- (k) analysis of existing and potential transit service.

3.B.5 Transit Pedestrian Villages shall be regulated through appropriate zoning classification(s).

3.B.6 Snohomish County will work with key service providers and agencies to develop coordinated capital facility plans for each designated village. The county will also use its budgeting process to target and prioritize provision of adequate county services and facilities to designated centers.

Objective LU 3.C

LU Policies 3.C.1

Plan for Urban Villages within Unincorporated UGAs.

Urban Villages shall be planned as compact (approximately three to 25 acres in size), pedestrian-oriented areas within designated Urban Growth Areas. The development will include a variety of small-scale commercial and office uses, public buildings, high-density residential units, and public open space. Pedestrian orientation includes circulation, scale and convenience with connections between neighborhoods, communities and other centers. Urban Villages should also include urban services and reflect high quality urban design. Urban Villages serve several neighborhoods within a radius of about two miles. Urban Villages will develop/redevelop over time and may develop in phases.

- 3.C.2 Urban Villages shall be located adjacent to a principal arterial road or within one-fourth mile of existing or planned access to public transit.
- 3.C.3 Residential net densities shall be at least 12 dwelling units per acre; maximum densities may be established as part of more detailed planning.
- 3.C.4 Additional Urban Villages may be designated in the future through amendments to the comprehensive plan.
- 3.C.5 Urban Villages will be implemented through application of appropriate zoning classifications, provision of necessary services and public facilities (including transit, sewer, water, stormwater, roads and pedestrian improvements, parks, trails and open space) and protection of critical areas. The county will identify and apply methods to facilitate development within designated Urban Villages, including targeting of public facilities such as transit, parks and road improvements.
- 3.C.6 The urban village at the county Cathcart site will be developed with principles of sustainability and “green” building design to serve as a vibrant community focal point for the surrounding neighborhoods in the northeast areas of the Southwest UGA. Neighborhood-serving businesses and service providers – including public services such as library and postal service - will be especially encouraged to locate at the village.

Objective LU 3.D

Identify and plan a network of transit emphasis corridors to link significant concentrations of population and employment, which may be in ~~((Link))~~ new and redeveloped neighborhoods, ~~((and))~~ centers, ~~((with))~~ or existing neighborhoods, commercial development, and employment areas.

LU Policies

- 3.D.1 The county shall work with affected cities, transit service providers, and other stakeholders to pursue integrated land use and transportation planning along identified transit emphasis corridors, consistent with policy direction concerning these corridors in the Transportation chapter.
- 3.D.~~((+))~~2 The county shall work to create pedestrian, bicycle and public transportation linkages ~~((to be included in))~~ between new and redeveloped areas within the corridors and adjacent neighborhoods to reduce the dependence on the automobile.
- 3.D.~~((2))~~3 The county shall work to link new and existing neighborhoods within and near identified transit emphasis corridors creating a sense

of community and shall include sidewalks and paths, where practicable, for safe passage to schools and other places of activity in the community.

Objective LU 3.E Plan for Manufacturing and Industrial Centers within the unincorporated UGA.

- LU Policies**
- 3.E.1 Manufacturing and Industrial Centers shall be one to two square miles in size and allow a mix of nonresidential uses that support the center and its employees.
 - 3.E.2 The Manufacturing and Industrial Centers shall be sized to allow a minimum of 10,000 jobs at an average employment density of 20 employees per employment acre for new growth.
 - 3.E.3 The Manufacturing and Industrial Centers shall be shown on the Future Land Use Map as an overlay.
 - 3.E.4 Within Manufacturing and Industrial Centers large retail or non-related office uses shall be discouraged.
 - 3.E.5 Manufacturing and Industrial Centers shall be supported by adequate public facilities and service, including good access to the regional transportation system.
 - 3.E.6 The county shall designate the Paine Field-Boeing area as a Manufacturing/Industrial Center in coordination with the City of Everett.
 - 3.E.7 Land uses and zoning of Paine Field will continue to be governed by the Snohomish County Airport Paine Field Master Plan and Snohomish County Zoning Code consistent with federal aviation policies and grant obligations.

Objective LU 3.F Support city efforts to preserve enhance or develop urban or small town centers and main streets.

- LU Policy**
- 3.F.1 Coordinate land use planning efforts with towns and cities and encourage development within the unincorporated area that enhances the vitality of a city's center or main street.

Objective LU 3.G Investigate and develop techniques to ensure the long-term success of center development.

- LU Policies**
- 3.G.1 The county shall recognize the importance of centers in setting high priorities for development and installation of capital improvements within urban centers, and shall encourage similar recognition by other service providers.
 - 3.G.2 The county shall coordinate the design and development of centers and their connecting transit emphasis corridors in unincorporated

areas with developers, transit planning agencies and service providers, and other stakeholders to achieve compatibility of land use, transportation, and capital facility objectives within centers. (See Urban Design Section)

- 3.G.3 The county shall develop and implement techniques within designated centers that allow the phasing of development and ensure the centers' long-term development potential.
- 3.G.4 The county shall investigate innovative methods that will facilitate center development such as land assembly, master planning, and urban redevelopment.
- 3.G.5 Centers should be located and designed to be connected to bicycle and pedestrian trails.
- 3.G.6 The county shall explore the suitability of incentives used by other jurisdictions to encourage mixed-use development ~~((for suitability))~~ for use in appropriate locations within unincorporated UGAs, such as along transit emphasis corridors connecting urban centers, in urban villages, and in other concentrations of employment and population ~~((to encourage mixed-use development))~~.
- 3.G.7 The county shall codify suitable incentives for mixed-use development.
- 3.G.8 The county shall explore the use of floor area ratio (FAR) to determine density in centers. FAR is the relationship between the total amount of floor space in a multi-story building and the land area occupied by that building.
- 3.G.9 Snohomish County shall support city annexation of areas designated Urban Center, Transit Pedestrian Village, or Urban Village after the annexing city and the county adopt an interlocal agreement consistent with the annexation principles developed by Snohomish County Tomorrow. The interlocal agreement shall address the smooth transition of services from the county to the city and shall ensure that the city comprehensive plan and development regulations provide capacity for at least the same overall density and intensity of development provided by the county comprehensive plan and development regulations. If the area to be annexed includes an area designated as a receiving area under the county's Transfer of Development Rights (TDR) program, then the interlocal agreement shall also ensure that the area remains a TDR receiving area or that other areas of the city are designated TDR receiving areas so that the city development regulations provide equivalent or greater capacity for receiving TDR certificates and equivalent or greater incentives for the use of TDR certificates.

3.G.10 The county shall utilize lease, purchase and/or development agreements with all development partners at the county Cathcart site to ensure that county objectives for the site, generally, and the urban village in particular, are achieved.

3.G.11 The county shall explore potential incentives for small to medium-sized businesses that commit to employing local residents to locate at the county Cathcart site as a means to reduce commute trips and strengthen the local economy.

Objective LU 3.H

Encourage transit-supportive land uses that are compatible with adjacent neighborhoods (~~and supporting land uses adjacent to centers and transit facilities~~) to locate and intensify within designated centers and along transit emphasis corridors.

LU Policies

3.H.1 The county shall encourage mixed-use and/or higher density residential development in (~~commercial and high density residential zones when adjacent to center or transit facilities or~~) appropriate locations along transit emphasis corridors. Corridor planning can help identify those locations where higher densities and mixed uses can best support transit and non-motorized access.

3.H.2 (~~Properties adjacent to centers, transit facilities~~) Projects within or near designated centers or along transit emphasis corridors shall provide pedestrian and bicycle connections to transit facilities and/or the center to encourage pedestrian activity, support transit use and decrease auto trips.

Exhibit C
Amended Ordinance No. 11--053
2011 GPP Amendments to the Interjurisdictional Coordination Chapter
of the *General Policy Plan*
[GPP 5]

Interjurisdictional Coordination

Intergovernmental or interjurisdictional coordination has been described as “a meaningful effort to bring all parties together to identify concerns, discuss issues, examine solutions, resolve problems, and employ joint approaches, where appropriate, to manage the uncoordinated and unplanned growth posing a threat to the environment, economic development and high quality of life in the state.” (Working Together - A Guide to Intergovernmental Coordination Under the Growth Management Act, State of Washington DCD, July 1992). Such cooperative efforts between jurisdictions can lead to increased efficiency in the preparation of plans, provision of public services, annexations and incorporations, and many other activities by minimizing conflicts and duplications.

There are many planning and regional growth management issues such as transportation and water quality management that transcend jurisdictional boundaries. The lack of a range of housing opportunities near employment centers, public facility sizing, and scheduling of transportation improvements concurrent with development are all issues that could be better managed through a coordinated approach.

The development of unincorporated land adjacent to cities has created a number of complex issues. When cities seek to extend

their corporate boundaries through annexation without coordination with the county, they may find it difficult to provide public services to this new land at appropriate urban service levels because of: incompatible lot sizes; road alignments; utility line sizes; and differing design standards typical of these more rural areas. If unincorporated, urbanizing areas remain under the county's jurisdiction, there often is pressure for the county to provide additional urban services that may be cost prohibitive. Once areas are annexed, the county faces a loss of tax revenues that may exceed the former costs of servicing the area, may have been dedicated to amortizing capital facilities in the area, and may reduce the county's ability to provide regional services.

Annexations and incorporations may affect county programs such as stormwater management or financing of transportation improvements if the land removed by annexation no longer contributes financially to the program. Special purpose districts are also affected by annexations and transition measures need to be considered as service providers change.

Snohomish County and its cities, towns, and the Tulalip Tribes recognize the benefits of coordinated planning. The cities, county and Tribes continue to participate in Snohomish County Tomorrow (SCT), a joint planning

process through which goals have been formulated to guide the development and revision of local comprehensive plans. These goals form the basis for the countywide planning policies which were also developed through SCT. SCT has been instrumental in developing annexation policies which are used by the county and the cities.

The county and the cities realize that coordinated planning is beneficial in updating comprehensive plans for the unincorporated areas around cities, and particularly along identified transit emphasis corridors and within designated urban centers and urban villages. The county and cities are exploring urban transition options that would result in improved regulatory consistency between jurisdictions over standards for land use development in the UGAs.

The county's Southwest Urban Growth Area (SWUGA) includes nine cities and unincorporated county land. Urban-level services within UGAs should ultimately be provided by cities. Dividing the SWUGA into separate Municipal Urban Growth Areas (MUGAs) will facilitate coordinated planning between the cities and Snohomish County. The delineation and adoption of initial MUGA boundaries by the county council allows the county to plan for the development of these urban areas in coordination with the city they are most likely to

join in the future. MUGAs which have been established within the SWUGA will continue to help ensure predictability for residents and businesses in the unincorporated areas as to the municipality that will eventually become their urban services provider.

The following goals, objectives and policies provide general policy direction for continued and improved interjurisdictional coordination.

GOAL IC Promote the coordination of planning, financing, and implementation programs between the county and local jurisdictions including tribal governments.

Objective IC 1.A Continue participation in joint planning processes.

IC Policies 1.A.1 The county shall continue participation in Snohomish County Tomorrow to reconcile, monitor and, if necessary, adjust population and employment growth targets; to resolve possible inconsistency between the local jurisdictions' plans; and to provide for common siting of essential public facilities.

1.A.2 The county shall work with cities, transit agencies, utility providers and other stakeholders, including private citizens, to develop more detailed plans where local conditions and interests demand it – particularly within designated centers and transit emphasis corridors.

Objective IC 1.B Work with cities and towns to provide for the orderly transition of unincorporated to incorporated areas within UGAs.

IC Policies 1.B.1 The county shall work with cities in planning for orderly transfer of service responsibilities in anticipation of potential or planned annexations or incorporations within UGAs.

1.B.2 In newly annexed areas within UGAs, the county shall continue to provide regional services while the cities provide urban services.

1.B.3 The county shall seek interlocal agreements with the cities to establish a process for transferring authority over pending projects, permits, and records and establishes reciprocal impact mitigation for transportation, parks, and schools prior to potential or planned annexations or incorporations.

1.B.4 The county shall not support any proposed annexation of unincorporated lands in Snohomish County by a city or special district situated predominately outside of Snohomish County unless and until an annexation agreement has been signed by the county and said district or city. Such agreement shall address and substantially resolve issues of land use, applicable development regulations, permit processing, public services delivery, facilities financing, transportation planning, concurrency management, and any other similar jurisdictional issues identified by the county. Such agreement should be approved prior to city acceptance of an annexation petition.

- 1.B.5 The county and affected cities should collaborate on the development of appropriate urban design measures, such as: pedestrian, bicycle and transit orientation; compatibility and access among adjacent developments; appropriate open spaces and gathering places; adequate landscaping; and streetscapes and parking arrangements.
- 1.B.6 The county should consider interlocal agreements with cities to coordinate county and municipal planning under GMA within UGAs. These planning processes should emphasize public participation and the role of elected officials in local decision-making. Such interlocal agreements may address the following interjurisdictional issues:
- (a) Transition processes for planning and development projects and capital facilities projects;
 - (b) Provision of clear, adequate public participation processes;
 - (c) Provision for fiscal equity between the county and the cities and identification of funding sources, fees, and revenue sharing;
 - (d) Coordination between and delineation of tasks and schedules for staff, planning commissions and councils in the review, adoption and appeal process;
 - (e) Development of application procedures and determination of applicable regulations and standards to be used; and
 - (f) Other issues such as SEPA review, appeals, transportation concurrency, surface water, solid waste and public safety.

Objective IC 1.C Ensure that county and city development regulations are consistent within UGAs.

- IC Policies** 1.C.1 The county shall seek interlocal agreements with the cities which identify development standards for each UGA.
- 1.C.2 The county should work with cities to determine the city's role in the review of applications for development within the unincorporated portions of UGAs.

Objective IC 1.D Promote interjurisdictional planning and implementation of capital facilities.

- IC Policy** 1.D.1 The county shall seek the participation of cities when planning and financing capital facilities, particularly as part of center and/or corridor planning within UGAs.

Objective IC 1.E **Re-evaluate and, as required, modify MUGA boundaries to facilitate county planning for the development of these urban areas.**

- IC Policies** 1.E.1 The MUGA boundaries shall be as adopted by the county and shown in Map 3. The county and the cities within the SWUGA shall, when necessary, modify MUGA boundaries for the purposes of allocating population (Appendix D) as required by GMA and delineating future annexation areas for each of the nine cities in the SWUGA.
- 1.E.2 Inconsistencies which result in overlapping MUGAs between cities or gap areas which are not included in any city’s MUGA should be reconciled between the affected cities within Snohomish County and the county as soon as is practical. “Affected cities” may also include cities located outside of Snohomish County only at such time interlocal agreements between the cities and Snohomish County have been adopted.
- 1.E.3 MUGA boundaries shall be reevaluated on a periodic basis and adjustments made as needed through the county’s Comprehensive Plan amendment process.
- 1.E.4 MUGA boundaries congruent with the SWUGA boundary may be amended by agreement and action by the county and geographically affected cities following consultation with the cities, consistent with 1.E.3.
- 1.E.5 MUGA boundaries that are not congruent with the SWUGA boundary may be amended by agreement and action by the affected cities and the county, consistent with 1.E.3.
- 1.E.6 Interlocal agreements executed by the county and a city shall define terms of the transfer of responsibilities for planning and/or development within a city’s established MUGA boundary.
- 1.E.7 The county shall seek interlocal agreements with the cities to establish a process for all project and permit transfers, record transfers and reciprocal impact mitigation for transportation, parks, and schools within the city’s MUGA prior to potential or planned annexations or incorporations.

Objective IC 1.F **Cooperate with local jurisdictions to access and distribute regional financial resources.**

- IC Policies** 1.F.1 The county shall coordinate with cities to investigate the potential for sharing of tax revenue to assist in the provision of equitable levels of public services within the county.

- 1.F.2 The county shall join with local jurisdictions in consortia for the purpose of attracting and distributing regional financial resources such as community development block grants, emergency shelter grants, and HOME investment partnerships program grants.