Woodway Municipal Urban Growth Area

Subarea Plan

Town of Woodway

Adopted August 5, 2013
Town of Woodway Municipal Urban Growth Area Subarea Plan-2013

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Woodway Municipal Urban Growth Area
Subarea Plan

Setting
The Subarea Plan for Woodway’s Municipal Urban Growth Area is authorized under the Washington State Growth Management Act and must be consistent with the Town’s overall Comprehensive Plan. The subarea includes approximately 97 acres, is situated adjacent to the Town’s western border, and extends westward to Puget Sound. For planning purposes, the area is divided into two distinct geographic areas: the “Upper Bluff”, defined as the area adjacent to the Town’s western border extended westward to approximate contour 100 feet at the Point Wells Development east property line; and the “Point Wells” area, extending west of contour 100 feet/Point Wells Development east property line to the shoreline.

County and Regional Context
The subarea is in unincorporated Snohomish County and surrounded by the Woodway corporate borders on three sides and Puget Sound on the west. In order to meet the provisions of the Growth Management Act to ensure that plans are coordinated, the Snohomish Countywide Planning Policies and the Puget Sound Regional Council’s adopted growth strategy (Vision 2040) are used to guide the development of plans and development regulations for the subarea. The Snohomish County Comprehensive Plan designates the subarea as the Woodway Municipal Urban Growth Area (Woodway MUGA).

The Snohomish Countywide Planning Policies provide for the planning, development and annexation of unincorporated land situated in a municipality’s UGA/MUGA. Specifically, Countywide Planning Policy DP-5 establishes the factors to be included in comprehensive plans for UGA, and enables cities to prepare and adopt plans and development regulations for Municipal UGAs to which the city or town has determined it is capable of providing urban services at some point in the future via annexation.

Further, policy DP-17 states that “city comprehensive plans should have policies on annexing the areas in their unincorporated Urban Growth Area/Municipal Urban Growth Area”. The Puget Sound Regional Council’s adopted regional growth strategy, Vision 2040, directs unincorporated lands to annex to affiliated cities with services provided by the adjacent municipality. The Vision 2040 goal for unincorporated urban growth areas states that “all unincorporated lands within the urban growth area will either annex into existing cities or incorporate as new cities.” Multicounty policies provide for unincorporated lands adjacent to cities to be affiliated with such cities and that annexation is preferred over incorporation. Additional policies support the provision of urban services to unincorporated urban areas by the adjacent city.

Thus, the Woodway Municipal Urban Growth Area Subarea Plan draws on the adopted goals and policies of both the County and Region in creating the plan’s stated vision, goals, and policies.
Planning Background

The Town has been engaged in planning for the subarea for many years. In 1999, the Point Wells Advisory Committee was created to work with property owners, residents, and surrounding jurisdictions to prepare for the eventual conversion of the industrial asphalt use to an urban non-industrial use. The Advisory Committee prepared several alternatives for consideration by the Town Planning Commission and Council. The alternatives prepared by the Planning Commission focused on residential uses or passive open space for the upper bluff and a variation of three mixed-use land patterns with varying urban uses and densities for Point Wells. The separate alternative desired by the Point Wells landowner (Chevron-Texaco) was to maintain the current Industrial land use designation as set forth in the Snohomish County comprehensive plan. The Advisory Committee recommended that the Planning Commission select the residential alternative for the upper bluff and to maintain the industrial alternative for the lower bluff. The Town Council adopted the Planning Commission’s recommendation with a specific policy in the 2000 Comprehensive Plan that stated the industrial designation would be used for the near-term but may be amended with a more intensive use when geo-political conditions warrant.

In 2009, Snohomish County received an application to amend its comprehensive plan for Point Wells from Industrial to Urban Center. As part of the Urban Center comp plan designation, the County received an application for the development of a mixed-use urban center. Following a ruling by the Central Puget Sound Growth Hearings Board that Point Wells did not meet the County’s criteria for an Urban Center, the County re-designated Point Wells in 2012 to an Urban Village. Pursuant to the County’s General Policy Plan, Urban Villages are typically smaller and less intensive than an Urban Center.

The City of Shoreline has also prepared a plan for Point Wells. Shoreline is situated in King County and a portion of the northern boundary of the City’s Richmond Beach neighborhood is adjacent to Point Wells. The City prepared a subarea plan for Point Wells in 2011 given that the primary access to Point Wells is via Richmond Beach Drive and that the majority of future transportation trips from Point Wells will impact Shoreline. The plan recognizes the Snohomish County development application of an intensive mixed-use proposal and seeks to mitigate transportation impacts through the preparation of a transportation corridor study. The Shoreline plan also proposes to provide urban services to the area via a future cross-county annexation.

Vision Statement

The planning horizon for the 2013 Comprehensive Plan extends to 2035. The vision to guide land use decision-making throughout the planning period will continue to emphasize a balance between the Town’s strong environmental ethic and the preservation and enhancement of its prominent residential neighborhoods.

The vision for Woodway’s Municipal Urban Growth Area (Woodway MUGA) focuses on two geographic areas. For the area situated west of the current Town boundaries to the eastern property line of the Paramount Asphalt facility (referred to as the “Upper Bluff”), the vision is the creation of a well-designed single-family residential neighborhood that complements adjacent
neighborhood character, preserves public view corridors and environmental critical areas, and provides pedestrian access to the planned neighborhood park/open space. For the portion of the MUGA situated at the foot of the bluff and surrounded by Puget Sound (Point Wells), the vision is to create a unique, world-class, environmentally-sustainable, mixed-use urban village with varying housing types, energy efficient buildings with tiered building heights that preserve public view corridors, sustainable infrastructure, alternative transportation facilities, a restored natural environment, and a waterfront that emphasizes habitat restoration and public access. The urban village will be an inclusive community with well-designed public gathering spaces and exceptional architecture and site amenities. The MUGA will be annexed by the Town and provided with Woodway municipal services.

Subarea Goals and Policies
A set of goals and policies are listed below to enable the community to move forward with land use decisions and actions to meet the intent of the vision statement for the subarea. The goals and policies are updated from the 2004 Comprehensive Plan to address recent planning efforts by surrounding jurisdictions and the new land owner of Point Wells.

LU.Goal-1a. The Upper Bluff is annexed to the Town and developed as a low-density residential neighborhood with high quality architectural design, while preserving public open space and view corridors to the Olympic Mountains and Puget Sound.

LU.Goal-2a. Point Wells is annexed to the Town and developed pursuant to an approved master plan/development application resulting from a coordinated planning effort between the property owner, the Town, the City of Shoreline, and affected property owners. The master plan/development is a well-designed, pedestrian-oriented, sustainable, mixed-use urban village that is supported by adequate infrastructure and complements surrounding neighborhoods.

Land Use Policies
LU.Policy-1a. Work with the property owner to plan for the design, development, and annexation of a new residential neighborhood situated on the Upper Bluff. The new neighborhood will be developed with sustainable site improvements, conform to environmental critical area regulations, include a public passive park/open space overlooking Puget Sound, and be connected to and complementary with existing neighborhoods. The maximum residential density will be five dwelling units per acre.

LU.Policy-2a. Designate the portion of the subarea west of the current corporate limits, including the bluff area affected by steep slopes and environmentally critical areas, as Urban Residential on the Comprehensive Plan Land Use Map. The Urban Residential designation will be implemented with the Town’s Urban Restricted zone district, as amended.
LU. Policy-3a  A passive neighborhood park/open space is planned within the Urban Residential designation on the upper bluff. The park/open space should be designed as a passive space not less than ½ acre in size that focuses on public viewing areas of Puget Sound and complements the surrounding residential areas. The park shall be dedicated to the Town upon annexation.

LU.Policy-4a.  Designate Point Wells as Woodway Urban Village in the Comprehensive Plan Land Use Map. Characteristics of the Urban Village designation include a mix of land uses, integrated into a pedestrian-scaled pattern of sustainable site improvements, infrastructure, buildings, and open space. The predominant use is high density multi-family housing situated in multi-storied buildings with varying heights and strategically sited to preserve and enhance view corridors. Attendant uses include retail, office, transit facilities, structured parking, and public spaces. Site design emphasizes pedestrian circulation throughout the site and shoreline together with restoration of the natural environment.

LU.Policy-5a.  Implementation of the Woodway Urban Village designation will occur through the adoption of the Town’s Urban Village zone district and the Town’s Shoreline Master Program for Point Wells. The zone district will be based upon applicable sections of Snohomish County’s development code related to the Point Wells development.

LU.Policy-6a.  The Upper Bluff and Point Wells areas are situated in Woodway’s Municipal Urban Growth Area and, pursuant to Countywide Planning Policies, is designated as Woodway’s urban service area. Services to the area will include fire service from the Town, law enforcement from the Town, sewer and water service from the Town or special purpose districts, and energy through regional providers.

LU.Policy-7a.  The Town will continue to engage property owners and surrounding jurisdictions to effectively implement the planned Woodway Urban Village consistent with the subarea vision, goals, policies, and development regulations. The Town will coordinate with affected jurisdictions to define environmental impacts and ensure that such impacts are adequately mitigated.

LU.Policy-8a.  The Town herein adopts the Snohomish County Tomorrow Annexation Principles, attached hereto, as a guide for the transition of land and services from Snohomish County to the Town of Woodway. In accordance with such principles, the Woodway MUGA is designated as a high priority for annexation.
Subarea Land Use Plan Designations

Figure 1
Subarea Zoning Districts
Figure 2
Transportation Policies

T.Policy-1a. Vehicular transportation access to the Upper Bluff will occur through the extension and termination of 238th Street S.W. and via a public street connected to 116th Avenue W. The streetscapes of both streets will be designed with narrow travel lanes, street-side landscaping, and separated pedestrian pathways. Any street lighting will adhere to the Town’s Dark Sky policy.

T.Policy-2a. The Town will coordinate with the City of Shoreline, the Richmond Beach Neighborhood, and affected property owners to ensure that transportation improvements related to the development within the Woodway Urban Village zoning district are compatible with the existing adjacent residential neighborhoods.

T.Policy-3a. Transportation impacts associated with development within the Woodway Urban Village shall be fully disclosed in required environmental documents. The Town will coordinate with regional transit and transportation providers to ensure that proposed mitigation measures are complementary and compatible with neighborhood character.

T.Policy-4a. Mitigation measures described in environmental documents to address impacts to the Town’s transportation network shall ensure that such measures are consistent with established level of service standards and preserve the Town’s streetscape character.

T.Policy-5a. The Town shall work with property owners within and adjacent to the Woodway Urban Village zone district to provide safe and efficient connectivity to the Town’s street network, including access for pedestrians and emergency/public vehicles.

T.Policy-6a Surface transportation access shall continue to be provided to the waterfront area through the existing transportation network of Richmond Beach Drive N.W. Future development of Point Wells should be designed to ensure that the maximum vehicle trips per day do not exceed 8,250 on that portion of Richmond Beach Drive N.W that exists within the Town limits.

Capital Facilities/Utility Policies

CF/U.Policy-1a. The Town will provide capital facilities to serve the projected needs of the subarea population. Capital facilities anticipated to serve the Upper Bluff will include local public streets; stormwater, water, and sewer facilities; and a neighborhood park. Fire protection, emergency medical services, and police protection will be provided from facilities located outside of the subarea and within the current Town limits.

CF/U.Policy-2a. Capital facilities that will serve the existing land uses at Point Wells will include public streets and stormwater facilities. As new development is proposed, the Town will negotiate with development proponents to determine which, if any, of required new capital facilities will be dedicated to the Town and which will remain private. All
planned capital facilities for Point Wells shall be coordinated with the Town’s current service providers.

**CF/U.Policy-3a.** The Town will work with sewer and water providers to transfer administrative services to the Town.

**CF/U.Policy-4a.** All proposed electric and communication line extensions to the subarea shall be installed underground in public rights of way or utility easements. All underground utility installations outside of public rights of way shall be improved with appropriate landscaping.

**CF/U.Policy-5a.** The Town will work with regional utility providers to ensure an appropriate level of service to Town residents. Major utility facilities shall be appropriately landscaped and where possible, screened from public views.

**Conservation Policies**

**C.Policy-1a.** Conservation and preservation of natural resources shall be a major consideration in planning land developments throughout the subarea. The landslide hazard areas and wetlands situated in the Upper Bluff shall be designated by qualified professionals with buffers and building setbacks as regulated by the Town’s environmental policies and regulations.

**C.Policy-2a.** The landslide hazard area associated with the upper bluff is an important environmental corridor and wildlife habitat. Future land development in the subarea shall prepare environmental studies for the corridor to ensure the long-term preservation of wildlife and associated habitat.

**C.Policy-3a.** The redevelopment of Point Wells from the current industrial petroleum-related use to a future mixed-use urban village will require an extensive environmental clean up to ensure the suitability for residential and public use. The Town will coordinate with federal and state environmental agencies responsible for monitoring clean-up efforts to ensure that all hazardous material has been adequately removed prior to any permit issuance by the Town.

**C.Policy-4a.** Site development and building construction shall adhere to the highest level of sustainability certification (US Green Building Council) for the design, construction, and operation of buildings, homes, and neighborhoods.

**Future Subarea Plan Amendments**

The subarea plan is the official public policy of the Town that provides direction to public agencies and the general citizenry concerning the use, servicing and conservation of land with the geographic boundaries of the subarea. It has been prepared in accordance with the Washington State Growth Management Act, the Puget Sound Regional Council Growth Strategy as prescribed in Vision 2040 and the Snohomish County Countywide Planning Policies.
Consistent with state law and the Town’s municipal code, the subarea plan and attendant development regulations will be reviewed and evaluated on occasion to ensure it is up to date and addresses current issues. When revisions to the plan are necessary, the Town will utilize the process set forth in the Woodway Municipal Code at Section 15.04 to entertain and process amendment requests.
Appendices

Snohomish County Tomorrow Annexation Principles

The following principles are intended as a “roadmap” for successful annexations but are not intended to require cities to annex all UGA lands. The desired outcome will reduce Snohomish County’s current delivery of municipal services within the urban growth area while strengthening the County’s regional planning and coordinating duties. Likewise, cities/towns will expand their municipal services to unincorporated lands scattered throughout the UGAs in Snohomish County. These principles propose altering historical funding and service delivery patterns. All parties recognize that compromises are necessary.

1. The County and all Snohomish County cities will utilize a six-year time schedule which will guide annexation goals. This work will be known as the Six Year Annexation Plan. As follow-up to the county’s Municipal Urban Growth Area (MUGA) policies, those cities that have a (MUGA) land assignment, should designate this land assignment a priority. Each jurisdiction shall conduct its normal public process to ensure that citizens from both the MUGA areas and city proper are well informed. All Snohomish County cities have the option of opting in or out of this process. Cities that opt in will coordinate with the county to establish strategies for a smooth transition of services and revenues for the annexations proposed in the accepted Six Year Plan.

2. Each city will submit a written report regarding priority of potential annexation areas to the county council every two years, at which time each city will re-evaluate its time schedule for annexation. This report will serve as an update to the Six Year Annexation Plan.

   The report to the county council should be based upon each city’s internal financial analyses dealing with the cost of those annexations identified for action within the immediate two-year time period. This analysis shall include: current and future infrastructure needs including, but not be limited to, arterial roads, surface water management, sewers, and bridges. A special emphasis should be given to the financing of arterial roads, including historical county funding and said roads’ priority within the county’s current 6-year road plan. Where financing and other considerations are not compelling, the city and county may “re-visit” the annexation strategies at the next two-year interval.

3. To facilitate annexation within urban growth areas (UGAs), the host city and the county may negotiate an Interlocal agreement providing for sub-area planning to guide the adoption of consistent zoning and development regulations between the county and the city. Coordination of zoning densities between the county and the host city may require the revision of land use maps, adoption of transfer rights or other creative solutions. Upon completion of sub-area planning, if densities cannot be reconciled, then the issue would be directed to SCT for review and possible re-assignment to alternate sites within the UGA.
The Interlocal Agreement would also address development and permit review and related responsibilities within the UGA, apportioning related application fees based upon the review work performed by the respective parties, and any other related matters. The format for accomplishing permit reviews will be guided in part by each city’s unique staffing resources as reflected in the Interlocal agreement between the host city and the county.

4. The city and the county will evaluate the financial and service impacts of an annexation to both entities, and will collaborate to resolve inequities between revenues and service provision. The city and county will negotiate on strategies to ensure that revenues and service requirements are balanced for both the city and the county. These revenue sharing and/or service provision strategies shall be determined by individual ILAs to address service operations and capital implementation strategies.

5. The county and the host city will negotiate with other special taxing districts on annexation related issues. Strategies for accomplishing these negotiations will be agreed to by the county and host city, and reflected in the host city’s annexation report. (See preceding Principle #2.)

6. To implement the goals of the Annexation Principles regarding revenue sharing, service provision, and permit review transitions, the county and the cities will consider a variety of strategies and tools in developing Interlocal Agreements, including:

- Inter-jurisdictional transfers of revenue, such as property taxes, Real Estate Excise Taxes (REET), storm drainage fees, sales tax on construction, and retail sales tax. Dedicated accounts may be opened for the deposit of funds by mutual agreement by the county and city;
- Service provision agreements, such as contracting for service and/or phasing the transition of service from the county to the city;
- Identifying priority infrastructure improvement areas to facilitate annexation of areas identified in Six Year Annexation Plans.