

RESOLUTION NO. 03-01

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF SNOQUALMIE, WASHINGTON, APPROVING FINDINGS, CONCLUSIONS AND RECOMMENDATION FOR APPROVAL OF AN ANNEXATION IMPLEMENTATION PLAN AND CONDITIONS OF THE MIXED USE FINAL PLAN FOR SNOQUALMIE RIDGE PHASE II.

WHEREAS, The Quadrant Corporation ("Quadrant") filed an application for approval of an Annexation Implementation Plan and Mixed Use Final Plan for Snoqualmie Ridge Phase II on February 18, 2003; and

WHEREAS, this matter came for hearing before the Planning Commission on August 13, 2003, with public notice as required by law; and

WHEREAS, Element 8 of the Snoqualmie Vicinity Comprehensive Plan requires the Planning Commission to make a recommendation on and City Council to approve an Annexation Implementation Plan prior to or as part of any request for annexation of land into the City of Snoqualmie; and

WHEREAS, chapter 17.30 of the Snoqualmie Municipal Code requires the Planning Commission to make findings upon certain matters and a recommendation to the City Council to approve, approve with conditions or deny applications for any proposed Mixed Use Final Plan; and

WHEREAS, the Planning Commission hereby makes the findings set forth in Attachment A hereto, which are hereby incorporated herein by this reference; and

WHEREAS, the Planning Commission, having considered the matter and made all findings required by Element 8 of the Snoqualmie Vicinity Comprehensive Plan and by chapter 17.30 of the Snoqualmie Municipal Code, concludes that the proposed Annexation

Implementation Plan and Mixed Use Final Plan for Snoqualmie Ridge Phase II should be APPROVED WITH CONDITIONS, now, therefore, be it

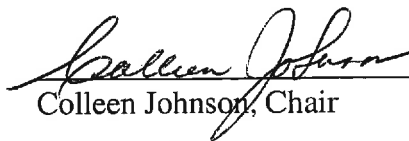
RESOLVED by the Planning Commission of the City of Snoqualmie, Washington, as follows:

Section 1. The Planning Commission hereby recommends that the Annexation Implementation Plan for Snoqualmie Ridge Phase II, (Attachment B to the Resolution), be APPROVED.

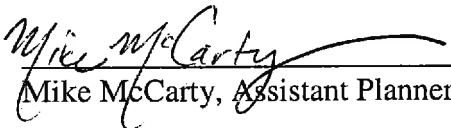
Section 2. The Planning Commission hereby recommends that the Mixed Use Final Plan for Snoqualmie Ridge Phase II, (Attachment C to this Resolution), including the Conditions included therein, be APPROVED.

Section 3. The Planning Commission will transmit Attachment C, Snoqualmie Ridge II Development Standards to the City Council under separate cover, prior to Council action on the Mixed Use Final Plan.

PASSED this 5th day of November, 2003.


Colleen Johnson, Chair

Attest:


Mike McCarty, Assistant Planner.

Attachment A

**CITY OF SNOQUALMIE PLANNING COMMISSION
SNOQUALMIE RIDGE PHASE II
ANNEXATION IMPLEMENTATION PLAN AND MIXED USE FINAL PLAN**

FINDINGS

1. The Planning Commission of the City of Snoqualmie hereby adopts the findings and conclusions contained in the following documents:
 - a. Staff Proposed Findings, Conclusions and Recommendations on Snoqualmie Ridge II Annexation Implementation Plan/Mixed Use Final Plan, July 18, 2003.
 - b. July 2003 Snoqualmie Ridge II Relationship to Plans and Policies matrix
 - c. SR II Final Plan Deliberations Water and Sewer, 7/30/03
 - d. letter from Jim Santrock to Pat Anderson dated July 29, 2003 confirming the adequate capacity of the City's wastewater treatment plant.
 - e. Memorandum from the Snoqualmie Parks Board dated September 2, 2003 explaining recommended revisions to parks conditions
 - f. Memorandum from staff dated September 10, 2003 regarding suggested amendments to MUFPP conditions 9/10, 15.2, 16.7 and 16.8
 - g. Memorandum from staff dated September 23, 2003 regarding HUD information on adjusted income and utility allowance calculations
 - h. Benefits of biochannels exhibit from Perteet Engineering, dated October 1, 2003
 - i. "Low Impact Development Performance Summary of Select Best Management Practices" by Perteet Engineering.
 - j. Memorandum from Denise Whitney to Nancy Tucker dated October 15, 2003 regarding Revised Retail and Service Commercial Demand Projection.

2. In addition to the findings identified in section 1 above, the Planning Commission makes the following additional findings in support of its recommendation:
 - a. **Final EIS.** The Planning Commission has reviewed the public comments received on the DEIS, and has been briefed by City staff and consultants on the analysis prepared for the FEIS in response to those comments. The main area of substantive additional analysis in the FEIS relates to traffic impacts and is discussed in more detail in the supplemental traffic findings in section h, below.

b. **Retail Uses.** The retail and service commercial demand projection revisions for estimated 2022 build-out population completed by Eric Hovee and Associates identifies a need for approximately 10 to 17 additional acres of retail uses, beyond the City's existing inventory. While the need for development of these additional retail uses may not arise until later in the development of SR II or beyond, the Planning Commission finds that there is not sufficient acreage elsewhere in the city to meet this future need. Further, simply allowing retail uses as additional permitted uses, as distinguished from the only permitted uses, would likely result in the property being developed for residential uses before the retail demand occurs, since the current residential market demand is substantially stronger than the current retail demand. Therefore, parcel S-11 has been designated exclusively for retail uses. The Planning Commission finds that the middle school site, Parcel S-12, would also be acceptable for retail uses (if not, in fact, preferable). However, because this site is not owned by the Applicant, and has already been conveyed to the School District, this MUFP recommendation cannot require a change in designation to the middle school site. The recommended conditions recognize the possibility of a future change to Parcel S-12. Should that occur and address the retail needs, then Parcel S-11 could be developed as residential. Similarly, lots 11 and 12 of the SR I business park might be suitable for retail development. However, again, those lots are not part of this mixed use final plan review and the Planning Commission cannot implement required changes to those lots as part of this recommendation. Such change would have to be the subject of a separate process either to amend the MUFP for SR I, to initiate a separate MUFP process for the Business park, and/or to revise the business park development standards to require retail uses. While the location of these business park lots (immediately across the parkway from the SR I Neighborhood Center) would be logical and appropriate for additional retail development, converting these business park lots from office to retail would result in a net loss of office-and light industrial designated lands within the city. This net loss could have negative tax revenue consequences, unless replaced with additional acreage elsewhere in the City or its UGA.

c. **Parcel S-21.** If Parcel S-21 were designated for retail uses, the Planning Commission finds that there would be significant pressure for this parcel to develop with freeway-oriented retail and commercial uses. The Planning Commission does not believe that freeway-oriented retail would meet the needs of City residents identified in the Hovee study update. In addition, freeway-oriented retail and commercial would negatively impact the gateway entrance to the City of Snoqualmie. In addition, the traffic analysis indicates that the 99th Street intersection will experience significant level of service problems if the number of northbound left turns in the pm peak hour exceeds approximately 60 vehicles. Freeway-oriented retail uses on Parcel S-21 would likely exceed this number. For these reasons, the Planning Commission is not recommending the additional retail uses identified in the July staff recommendation.

d. **Parcel S-1 Buffer.** The parcel immediately south of Parcel S-1 (across SE 96th Street) is currently undeveloped. There are no existing residences that will be impacted by development of Parcel S-1. In addition, that parcel has substantial sensitive areas constraints that will further separate any future residential development from development of Parcel S-1. For these reasons, the Planning Commission finds that the building setback and type I landscaping requirements recommended by the conditions of approval are adequate to buffer this rural area.

e. **Housing Variation.** The comprehensive plan and the annexation implementation plan contain several policies to encourage provision of a mix of housing types, sizes and ownership options and for mixing up the appearance of houses along the streetscape. This is important to ensure a range of housing choices is provided, to avoid monotony, enhance and encourage the pedestrian experience, and to also encourage neighborhoods with different ages, sizes and family mix. The recommended changes to the residential development standards are appropriate to implement these policies.

f. **Existing Topography and viewshed.** With the exception of the northeast parcel, the SR II parcels that are located within the Snoqualmie Falls viewshed are substantially further away from the falls than either the parcels in SR I or the parcels in the Falls Crossing development, previously reviewed by the City. The EIS analysis indicates that substantial existing vegetation will protect views from the falls. As such, the existing topography limitation for viewshed protection is not necessary in SR II.

g. **Grading and Retaining Walls.** Residential development on SR I has occasionally conducted massive re-grading of a site to accommodate flat lots for residential development. This has resulted in significant retaining walls, in some cases, totally isolating adjacent sensitive areas and causing potential long-term impacts on the vegetation within the sensitive areas buffer adjacent to the retaining walls. In addition, a key principle of low impact development is to reduce and minimize the amount of site grading necessary, to minimize loss of adjacent vegetation and to minimize loss of the existing topsoil. For these reasons, the Planning Commission is recommending limitations on site grading for residential plats, limiting retaining wall heights (unless the City determines there is not feasible alternative), and encouraging use of step-foundations for houses in those areas where they are appropriate to match existing site topography. While the Planning Commission recognizes that substantial site grading may still be necessary to accommodate the proposed urban densities, the intent of these conditions is to reduce the required grading through plat layout and step-foundation alternatives.

h. **Transportation.** Additional traffic analysis conducted for the FEIS supports several revisions to the traffic improvements recommended in the July 2003 Staff recommendation, as follows:

- (i) The City received comments from adjacent rural neighbors regarding 96th street access, and the potential safety concerns at the intersection with the Parkway. In response to these concerns, the Planning Commission requested additional traffic analysis of this intersection and whether access to SR II could, instead, be taken directly from the Parkway, opposite the proposed Community Park intersection. Based on the additional traffic analysis conducted for the FEIS, the Planning Commission has determined that a 4-way intersection at this Community Park site will better accommodate SR II traffic, will mitigate safety hazards at the SE 96th Street intersection, and will accommodate the proposed residential development of Parcels S-1, S-2, S-3 and S-4. The FEIS traffic analysis recommends a traffic signal at this intersection.
- (ii) The FEIS traffic analysis has also identified the need for 4 through lanes on the Parkway from the existing southerly terminus of the 4-lane Parkway section north

of SE 96th Street to the I-90/SR 18 Interchange. The projected volumes of traffic on the Parkway, including background (existing and growth), SR I and SR II, the proposed Salish expansion and the Kimball Creek development are projected to exceed the volumes that a single lane could handle without reducing the level of service below City standards. These additional lanes south of SE 96th would be required with or without the SR II development. Based on the FEIS analysis, Snoqualmie Ridge I and II combined represent approximately 86% of the total during the pm peak hour. City background traffic contributes about 1.3%. The City comprehensive plan policy 6F1 addresses level of service requirements in the city and applies LOS standards to collectors and arterials in addition to intersections. City concurrency requirements apply to the Snoqualmie Parkway and require the City to either condition or deny the proposed development unless the Snoqualmie Parkway capacity impact can be mitigated. The WSDOT budget for 2003 (nickel tax package) includes improvements to the I-90/SR 18 interchange, including some lane widening "approximately 1000 feet north of the interchange." Some portion of the funds needed to widen the Parkway appear to be included within the WSDOT project. In addition, the City has already collected approximately \$77,000 from the Kimball Creek project for improvements at the interchange. The Applicant's share of the Parkway widening requirements should take into account these other funding sources. Because the existing City's background share of this Parkway traffic (approximately 1.3%), the City should not be responsible for paying any of the costs associated with these additional lanes.

- (iii) The 2003 WSDOT budget (nickel gas tax package) includes 3.2 million dollars for necessary improvements at the I-90/SR 18 interchange. The state is still in the design phase of determining what improvements, exactly, will be constructed with this appropriation. Based on the traffic analysis in the draft and final EIS, in addition to the Parkway widening described above, two west-bound lanes on the westbound ramp are required. At the intersection of the westbound ramp and the Snoqualmie Parkway, two southbound right turn lanes, two southbound through lanes, two northbound through lanes and a northbound left turn lane are required. The EIS analysis identifies the Applicant's share of traffic at this interchange, depending upon the particular movement, at approximately 15 %. The Applicant's share of these improvements should be identified in a development agreement between the City, the Applicant and WSDOT and should take into consideration the funding provided by the nickel gas tax package.
- (iv) Similarly, the EIS analysis identifies small Applicant shares for state facilities at SR 202/SR 203, at SR 202/Tokul Road and at SR 202/North Bend Way. The North Bend Way intersection improvements are funded by the WSDOT nickel gas tax package. The Applicant's pro-rata share of the other state facility improvements should be based on the signal and channelization improvements for those intersections as opposed to some potential larger improvement. The pro-rata funds for the Tokul Road intersection should be allocated specifically to that improvement. The pro-rata funds from the other improvements should be

combined and spent on the Parkway/Interchange improvements deemed appropriate in the Development Agreement.

- (v) The additional traffic analysis conducted for the FEIS identified potential level of service problems at the 99th street intersection, especially with north bound left turns. If project-related left turns use the left turn lane, conflicts with existing left turns out of the Leisure Time Resort driveway could result. The EIS analysis concluded that pm peak hour left turns in excess of approximately 60 vehicles would result in unacceptable queing, as well as create substantial delays for vehicles exiting the existing Leisure Time Resort at this same intersection. To mitigate for this impact and maintain acceptable levels of service, the Applicant will either have to construct access to S-21 from the Parkway, at a sufficient distance north of the 99th Street intersection to provide for left-turn queing and for a refuge lane for cars turning left out of 99th onto the Parkway northbound; or will have to limit the intensity of uses on Parcel S-21 so that the pm peak hour left turns do not exceed 60 vehicles. Based on the FEIS analysis, either alternative appears to be feasible.

- i. **D Creek Culvert.** While the culvert is not located within the SR II development, there is potential high quality fish habitat within the SR II site upstream of this blocking culvert. The DEIS analysis indicates that impacts from the proposed development on fisheries can be mitigated to below levels of significance. However, this mitigation is dependant on detailed monitoring and there remains some potential for the proposed urban development to have negative impacts on the D creek fisheries resource. The proposed condition and the Applicant participation in grant matching funds for replacement (but only if the City is able to obtain the necessary permission and grant funds) is an appropriate mitigation measure to respond to the unquantified impacts from urban development.

- j. **Low Impact Development.** The Planning Commission was presented with a substantial amount of testimony and information regarding low impact development ("LID") principles for managing storm water on the site, some of which conflicted regarding the potential effectiveness of these LID measures. Having considered all of the information presented, the Planning Commission makes the following additional findings regarding LID:
 - (i) LID principles encourage the dispersal of stormwater management facilities throughout a development site, as much as possible, to provide opportunities for retention, evapotransporation and infiltration. While it is acknowledged that the amount of infiltration over till soils (present throughout much of the SR II site) is relatively small, nonetheless, the information presented indicates that some infiltration can and will occur and demonstrates that it is reasonable to expect positive environmental benefits from biochannel, rain garden and other LID facilities. (see, e.g., Exhibits 70 and 84).

 - (ii) While LID approaches to stormwater management are relatively new and, therefore, there is limited long-term data regarding performance, the information presented indicates that it is reasonable for the City to expect these facilities to work and

to provide environmental benefits over traditional stormwater collection and detention designs.

(iii) There was significant evidence presented that, depending upon the features selected and the individual parcel or plat design proposed, the costs for using LID stormwater designed, can be comparable to, or even less than conventional, "non-LID" plat design.

(iv) The evidence presented indicates that the expected costs for long-term maintenance of LID features is not expected to exceed the costs for traditional stormwater infrastructure maintenance.

(v) The City should assume ownership of required LID infrastructure, either in the public rights of way, or in common open space or landscaped tracts, so that the City also will bear the responsibility for maintenance and long-term liability for LID facility performance. The initial construction warranty language can and will adequately address any responsibility or liability associated with the adequacy of the initial construction.

(vi) Both the staff and the Applicant prefer a median strip location for LID biochannels in neighborhood collectors. However, in those circumstances where parking is required on both sides of the collector, a median biochannel would result in a larger required right of way width. This is because a planter strip is required between the sidewalk and the travel lanes on each side of the neighborhood collector to provide aesthetic and safety separation between pedestrians and vehicles. Where a biochannel is located on one side of the street, that biochannel can also serve as the planter strip. If the biochannel is located in the center of the street, the biochannel cannot serve that function and additional right of way would be required for the planter strip. Locating the biochannel on one side of the collector then means the biochannel would be located between the street and the front yards of the adjacent residential development. The Applicant objected to this configuration, but also objected to increased right of way width. The Planning Commission has considered these objections and finds that pedestrian safety and aesthetics of planter strips are an appropriate public objective and are consistent with the City's Comprehensive Plan policies. The Planning Commission also finds that adequate access can be provided from the street to the individual residential lots across the biochannel, if the biochannel is located on one side of the street, using designs such as culvert crossings of the biochannel.

k. **Wetlands Fill.** The record contains an exhibit presented by the Applicant which identifies potential areas on the SR II site where wetland fill mitigation may be provided. This exhibit illustrates that there are several potential locations for this mitigation. However, the City has not completed the necessary review to actually approve any particular location at this time. There may be opportunities to mitigate for wetland impacts offsite. However, because of the potential downstream flooding concerns, the City will require that any storage functions be mitigated on site, rather than offsite.

l. **Stormwater and Groundwater Monitoring.** Past experience with stormwater monitoring on SR I has demonstrated that the approach was not providing adequate information in a timely fashion. Communication between the SR I developer and the City was inadequate. SRI monitoring conditions permitted the property owner to conduct its own monitoring and submit reports to the City. Because of the inadequacies of that existing monitoring system, the Planning Commission is recommending, through Attachment I, that the City be in charge of the monitoring program, with the Applicant paying the costs. While this requirement changes the party ultimately in charge from the property owner to the City, the Planning Commission still intends that the City and the owner coordinate monitoring efforts, consult regularly, and share all data and information collected without screening or alteration. As much as possible, while also striving to avoid duplicate costs, the City and the Applicant should implement the monitoring requirements as a joint effort.

m. **Construct Traffic Impacts.** Especially in the North parcels, all construction traffic will have to use existing public streets for access. This could result in damage to these existing city streets (especially Douglas and McCullough). For this reason, the Planning Commission has recommended an additional condition to require assessment of any SR II construction-related damage and repair at the Applicant's expense, after completion of construction.

n. **Noise.** The City has recently amended its noise regulations in response to specific concerns. The Planning Commission finds that noise regulation should be consistent throughout the City, because of the potential public nuisance nature of noise impacts. For that reason, the Planning Commission has recommended a noise condition that simply follows whatever existing City standards will be at the time of construction.

o. **Internet.** High speed internet service is currently only provided either by phone lines or cable TV lines. For that reason, to avoid the implication that the Planning Commission was requiring a different source of internet access, the Planning Commission has recommended deleting the specific reference in the utilities condition.

p. **Parkway Conduit.** The existing Snoqualmie Parkway has several empty conduits installed. The City may have need in the future to use one (or a portion of one) of these conduits to connect existing City utility and communication facilities to City facilities located downtown, at the new municipal campus or at the Public Works facility. These empty conduits represent a potential revenue source to the Applicant who originally installed them. As consideration for granting the city use of one or a portion of one conduit, as provided for in the conditions of approval, the City would give Quadrant access to use (without charge) of space within any vaults that may be constructed by the City if/when it chooses to install lines within the conduit.

q. **Fiscal.** Primarily due to the impacts of I-747, the City of Snoqualmie, like many cities, will be facing significant budget deficits in future years. This deficit will occur with or without the SR II development and, over the long-term, will be larger with SR II than without. This means the City will have to make future choices regarding reduced levels of service and/or request voter-approved tax increase to balance its budget, with or without SR II. Anticipated construction tax revenues from SR II would delay this problem. The City's fiscal consultant, Berk and Associates, has been conducting fiscal analysis for the City, both for the

comprehensive plan update, as well as for SR II impact assessment. That analysis illustrates a range of potential impacts from the SR II development which could range from zero to several thousand dollars per residential unit, depending on what assumptions are made. City comprehensive plan policies require new development to mitigate for its share of fiscal impacts. However, the exact amount of that impact (and any associated mitigation) should be determined by the City Council, because the City Council is the more appropriate body to make judgments regarding what level of service and tax increase assumptions should be included in the analysis. Therefore, the Planning Commission has recommended that the amount of any fiscal impact mitigation should be determined by the City Council and included in the development agreement for SR II. Considerations which the Planning Commission recommend be included by the Council are as follows:

(i) Element 8 of the Snoqualmie Vicinity Comprehensive Plan addresses annexations, such as Snoqualmie Ridge, Phase II. That element contains policies that encourage the City to ensure fiscal sustainability in annexations and annexation planning. Those policies also encourage the City to consider timing or phasing of annexations to match growth targets and to address fiscal impacts or fiscal imbalances that may otherwise occur with new annexations. Element 8 also allows the City to consider special circumstances that would justify consideration of annexations beyond those necessary to address the next 2 years growth targets in "special circumstances" or where the City determines there are sufficient benefits to the proposed larger or earlier annexation. The City Council is responsible, ultimately for making decisions regarding annexations. The Planning Commission's role is limited to recommendations on the land use planning policies (and, in this case, the mixed use final plan requirements) for such annexations. In addition, the City Council previously determined, through execution of the Snoqualmie Preservation Initiative, and through acceptance of the notice of intent for the SR II annexation, that the City is willing to consider annexation of SR II at this time. This suggests that the benefits from the Snoqualmie Preservation Initiative, including protection of significant open space and the Falls Viewshed are deemed to be special circumstances, sufficient to justify at least consideration of the annexation at this time, even if the annexation is not necessary at this time to meet the growth targets for the City over the next few years.

(ii) The fiscal impact assessment and the fiscal modeling that Berk and Associates has been conducting for the City's comprehensive plan update suggests that the City is likely to face budget shortfalls in the future, with or without SR II. In general, except for high-end housing, residential development generally represents a net fiscal negative to the City (service costs exceed total tax revenues). In general retail and commercial development represents a net fiscal positive. SR II is primarily a residential development, with the exception of the 10 acres of retail required by Condition 1.9. The extent of the potential fiscal positive or negative impact from the SR II development is in part based on the projected mix of residential and non-residential development proposed.

(iii) The extent of the potential fiscal positive or negative impact from the SR II development is also in part based on what assumptions the City Council determines are reasonable regarding levels of service into the future and what, if any, levy lid lifts the City may choose to (or be forced) to ask for from the voters. Appropriate fiscal impact projections can only be estimated after the City Council has evaluated these underlying assumptions.

(iv) Because any fiscal impact assessment will necessarily be based on a set of assumptions, and because real performance often does not exactly match assumptions, the City Council may want to consider some type of fiscal impact monitoring as part of the recommended fiscal impact development agreement, to provide milestones at which the City can reassess the mix of uses, the pace of different types of development, the associated tax revenues and service costs, potential approved tax increase, government levels of service adjustments and whether the SR II development is proceeding at a pace and mix that is contributing to the long-term sustainability of a positive City fiscal situation.

(v) The City Council fiscal mitigation agreement should also consider phasing of residential development, if determined necessary now, or at some monitoring milestone in the future, to mitigate fiscal impacts by better assuring a balance of residential and nonresidential land uses as the City develops over the next 10 years. The City Council should also consider an adjustment to any fiscal mitigation payment based on the amount of retail and/or commercial development that has occurred.

r. Annexation Implementation Plan. The Planning Commission finds that the Mixed Use Final Plan, together with the proposed Conditions of Approval is consistent with and adequately implements the proposed policies of the Annexation Implementation Plan for Snoqualmie Ridge Phase II.

