MONROE CITY COUNCIL

Agenda Bill No. 20-023

SUBJECT:	***Discussion of Potential UGA Boundary Amendments***

DATE:	**DEPT:**	**CONTACT:**	**PRESENTER:**	**ITEM:**
2/04/2020	Community Development	Ben Swanson Shana Restall	Ben Swanson	Discussion Item #1

Discussion: 02/04/2020

Attachments:
1. Map of Potential UGA Expansion Areas
2. Letter from Susan and Lonnie Davis to Mayor Thomas dated November 5, 2019
3. 2015 – 2035 Comprehensive Plan FLUM

REQUESTED ACTION: Provide policy direction to City staff regarding potential modifications to the City's existing UGA boundaries.

POLICY QUESTION

Does the City Council want to pursue modifications to the City of Monroe's Urban Growth Area (UGA) boundaries or to maintain the existing UGA boundaries and increase the density contained therein?

BACKGROUND

Snohomish County processes proposed amendments to urban growth area boundaries every four years in association with the eight-year, state-mandated, periodic update to its comprehensive plan and the midpoints between those periodic reviews. The next deadline for submitting applications to the County to modify the UGA is October 30, 2020. Submittal of an application does not guarantee its approval. If the City's decides to move forward with modifying the UGA boundaries, additional financial resources will be needed.

Establishing a robust foundation on which to ground the application will necessitate a number of technical studies to be prepared by consultants. These studies are intended to evaluate the potential land use, environmental, and capital facilities impacts. Additional expenses will also be incurred from the increased staff time needed to prepare the application. Depending upon the scenario pursued, the expenditures are likely to range from $100,000 to $150,000. In addition the studies, City staff will need to justify to the County why the expansion is necessary. Basing the justification on existing conditions and Countywide Planning Policies, this will be difficult process for City staff as there are no obvious deficiencies in the City's population or growth rate.

Snohomish County has 24 months from the date of submittal to process the application. The Snohomish County Council is the decision authority on UGA amendments. With the understanding that the County reviews UGA boundary modifications every four years, staff is seeking direction from the Council regarding the City's will to amend its existing UGA. As shown in Attachment 1, four potential UGA expansion areas have been identified.

DESCRIPTION

In 2019, City staff was approached by Susan and Lonnie Davis and their consultant, Clay White, from LDC. The Davis' are requesting an amendment to the City's UGA to allow for future annexation of four contiguous tax parcels into the City. The subject properties are located immediately contiguous to the City's northern boundary and have a combined area of approximately 21.72 acres (Attachment 2). As the specified properties are not located within the

City's urban growth area, the Davis's request includes amending the City's UGA boundaries while concurrently annexing into the City.

In consideration of the increased work required of staff to process the Davis's request, City staff began evaluating other areas contiguous to the existing UGA to include in the proposal to take advantage of potential economies of scale. City staff identified three additional areas located to the southwest of the existing city limits/UGA. These areas are identified in Attachment 1 as Areas 2, 3, and 4.

Staff requests that the Mayor and City Council consider and provide feedback regarding five UGA amendment scenarios, which are based on the potential expansion areas. An analysis of the potential scenarios is also provided in this agenda bill.

Scenario 1:
Scenario 1 proposes the modification of the UGA boundaries to only incorporate Area 1, which contains the four parcels identified by Susan and Lonnie Davis in Attachment 2.

Scenario 2:
Scenario 2 proposes to modify the City's UGA boundaries to include both Areas 1 and 2 identified in Attachment 1.

Scenario 3:
Under Scenario 3, the existing UGA boundaries would be amended to include Areas 1, 2, and 3.

Scenario 4:
Scenario 4 proposes amending the City's UGA boundaries to include all potential expansion areas - Areas 1, 2, 3, and 4.

Scenario 5:
This scenario provides a "no action" option for the Council for consideration. Scenario 5 does not propose any modifications to the existing UGA boundaries.

Regulatory Framework
The Growth Management Act (GMA) provides statutory authority for local governments to plan in Washington State. GMA establishes a framework for coordinated and comprehensive planning to help local communities manage their growth. A major goal of the Growth Management Act is to reduce urban sprawl by encouraging development in urban areas where adequate public facilities already exist or where such facilities can be more efficiently provided [RCW 36.70A.020(1-2)]. The GMA calls for the creation of urban growth areas (UGAs) where growth will be encouraged and supported with adequate facilities and urban services (RCW 36.70A.110). Essentially, the UGA is an area that has been identified for future expansion of a city. Areas outside the UGAs are reserved for non-urban uses such as rural and resource lands [RCW 36.70A.070(5)].

Analysis of Scenarios

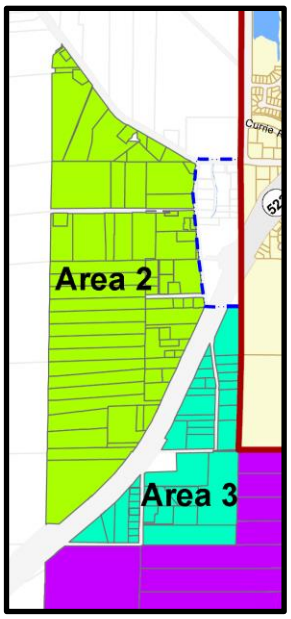
A. Current Conditions of Potential UGA Expansion Areas

1. Area 1:

a. Land Use and Zoning
Area 1 contains 4 parcels and an approximate area of 21.72 acres, and is zoned Rural Residential – 1 dwelling unit per 5 acres. The existing land uses are residential and vacant.

b. Environmental
Area 1 is impacted by a seasonal stream that is not fish-bearing. The stream coincides with a portion of the northern boundary of the lot identified by parcel number 28062500407700. Additionally, there are some portions of the subject site that are classified as being within erosion hazard areas. No other critical areas appear to be present in Area 1.

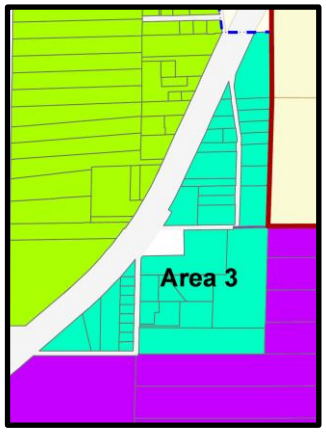
2. Area 2:



a. Land Use and Zoning
Area 2 contains approximately 76 parcels and an approximate area of 229.41 acres, and is zoned Rural Residential – 1 dwelling unit per 5 acres. The predominant existing land uses are residential and vacant.

b. Environmental
Area 2 significantly, but not completely impacted by critical areas. Geohazard areas, wetlands, and non fish-bearing streams are present.

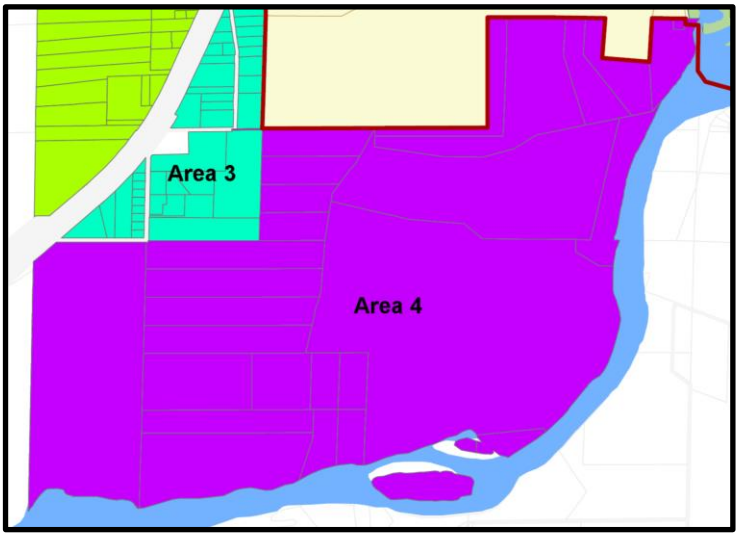
3. Area 3:



a. Land Use and Zoning
Area 3 contains approximately 40 parcels and an approximate area of 75.5 acres, and is zoned Rural Residential – 1 dwelling unit per 5 acres. The predominant existing land uses are residential and vacant.

b. Environmental
Area 3 appears to be completely encumbered by critical areas, containing a Shoreline of the State, wetlands, a fish habitat stream, and extensive geohazard areas.

4. Area 4:



a. Land Use and Zoning
Area 4 contains approximately 76 parcels and an approximate area of 229.41 acres and is zoned Agriculture – 10 acres. The predominant existing land uses are residential and vacant.

b. Environmental
Area 4 also appears to be completely encumbered by critical areas, containing a Shoreline of the State, wetlands, a fish habitat stream, and extensive geohazard areas. Furthermore, the entirety of Area 4 is located within a floodway.

B. Scenarios

1. Scenario 1

   Scenario 1 is a proposal to amend the City's existing UGA boundaries to include the parcels identified by Susan and Lonnie Davis, which are shown in Area 1 of Attachment 1.

   Development Suitability

   As Scenario 1 only affects area 1 in Attachment 1. Area 1 is minimally encumbered by critical areas. Additionally, the zoning of the properties allows for less dense residential development than is permitted by adjacent zoning in the City of Monroe (R4). This option is likely to add residential capacity to the City.

2. Scenario 2

   Scenario 2 proposes to amend the City's existing UGA boundaries to include the parcels in Area 1 and Area 2, as shown in Attachment 1.

   Development Suitability

   Scenario 2 would incorporate Areas 1 and 2 into the City's UGA. Areas 1 and 2 are less impacted by critical areas than Area 3 or Area 4. Additionally, the zoning of the properties allows for less dense residential development than is permitted by adjacent residential zoning in the City of Monroe (R4). This option is likely to add residential capacity to the City.

3. Scenario 3

   Scenario 3 proposes to amend the City's existing UGA boundaries to include the parcels in Area 1, Area 2, and Area 3, as shown in Attachment 1.

   Development Suitability

   Area 3 appears to be entirely impacted by critical areas, thus resulting in a mostly undevelopable area. Areas 1 and 2, which are included in the scenario, are less impacted and more developable, and still may add residential capacity, as described above.

4. Scenario 4

   Scenario 4 proposes to amend the City's existing UGA boundaries to include the parcels in Area 1, Area 2, Area 3, and Area 4, as shown in Attachment 2.

   Development Suitability

   Areas 3 and 4 appears to be entirely impacted by critical areas, thus resulting in a mostly undevelopable area. Areas 1 and 2, which are included in the scenario, are less impacted and more developable, and still may add residential capacity, as described above.

5. Scenario 5

   This scenario assumes no changes to the existing UGA boundaries and is based on future land use categories and zoning districts in place today. On October 22, 2019, the City Council adopted pre-annexation zoning designations for the City's UGA, as authorized by RCW 35A.14.330. Pre-annexation zoning designations are consistent with the land use designations for the UGA that were adopted as part of the 2015 - 2035 Monroe Comprehensive Plan Future Land Use Map (Attachment 3). The majority of the properties in the City's UGA have been pre-zoned as single-family residential (R-4 or R-7) with the other areas pre-zoned as General Commercial (GC), Mixed Use

General (MG), or Institutional (IN). As this scenario does not modify the existing UGA boundaries, no additional action would be needed at this time.

Future Considerations

1. Scenarios 1 - 4
   Scenarios 1 through 4 would require amending the City's UGA. Each of these scenarios would have substantial fiscal impacts, which could range between $100,000 and $150,000, depending upon which scenario is pursued. Furthermore, applications to the County are due by October 30, 2020. The City would need to hire consultants to complete the required technical studies prior to submittal of the amendment application to Snohomish County. These scenarios would also significantly impact staff workloads.
2. Scenario 5
   As stated previously, this scenario does not modify the existing UGA boundaries. No additional studies, legislative actions, or financial resources are needed to maintain the existing UGA boundaries, as proposed by this scenario.

FISCAL IMPACTS

The fiscal impacts vary depending upon which scenario the City Council wishes to pursue. Scenarios 1 – 4 may result in expenditures up to $150,000 to account for required technical studies and consultant fees. Scenario 5 assumes no changes and would not require the provision of additional financial resources.

TIME CONSTRAINTS

Applications to amend the UGA must be filed with Snohomish County by October 30, 2020.

ALTERNATIVES

None at this time. Discussion only.

CITY OF MONROE

POTENTIAL UGA EXPANSION AREAS

- Area 1
- Area 2
- Area 3
- Area 4

Boundaries

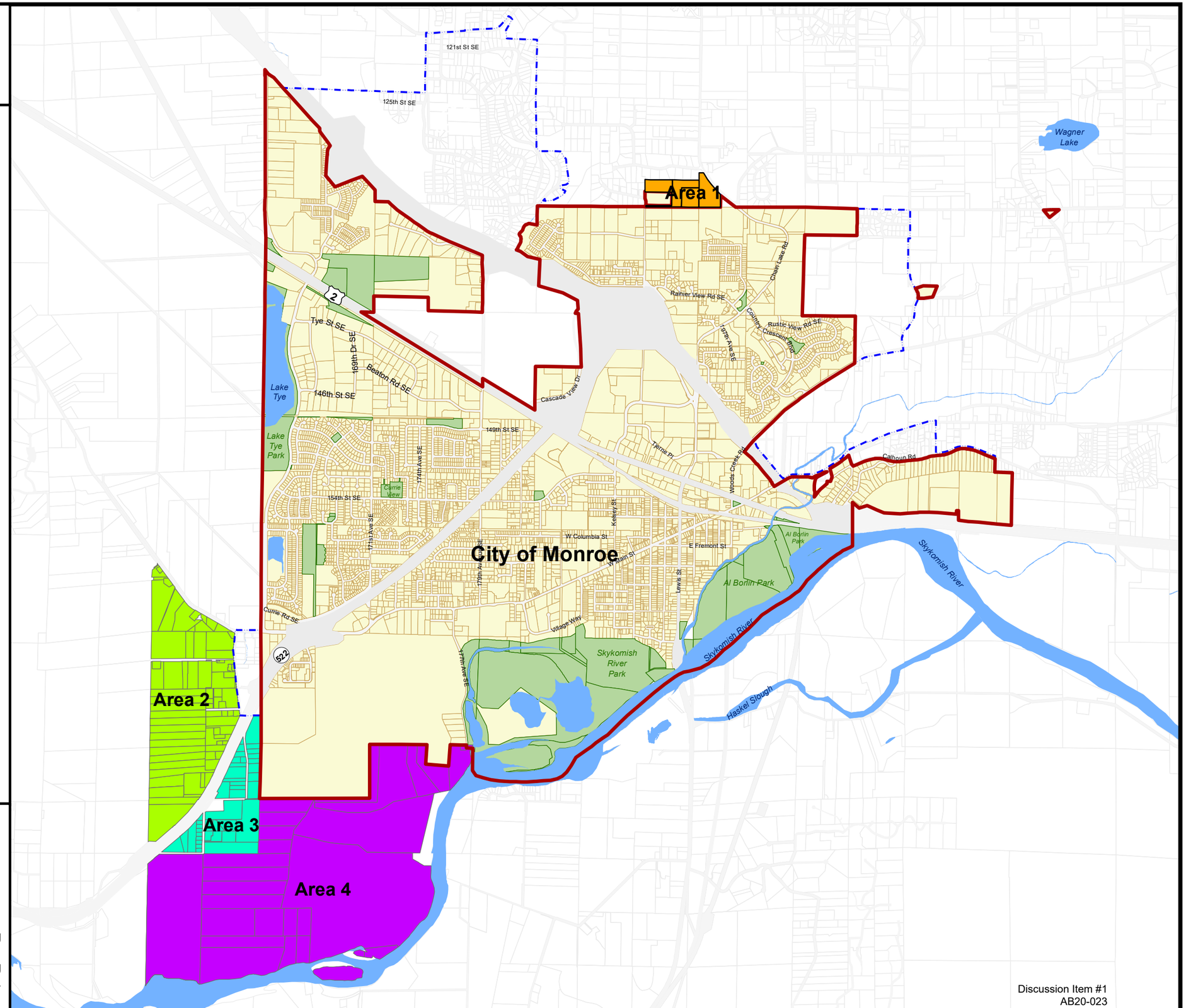
- Monroe City Limits
- Urban Growth Area

2,300 1,150 0 2,300 Feet

N W E S

Map data shown is the property of the City of Monroe and Snohomish County. Inaccuracies may exist and the City of Monroe and Snohomish County imply no warranties or guaranties regarding any aspect of data depiction. No real estate decisions are to be made using this map. Please contact the City of Monroe Planning and Permitting Department to verify the designation(s).

Q:\PLANNING\SHANA RESTALL\GIS\Shana GIS Base.mxd



Discussion Item #1
AB20-023

November 5th, 2019

Mayor Geoffrey Thomas
806 West Main Street
Monroe, WA 98272
Sent via email: gthomas@monroewa.gov

RE: Request to engage with the City of Monroe regarding docket application to expand the City of Monroe Urban Growth Area (UGA) and subsequent annexation

Dear Mayor Thomas:

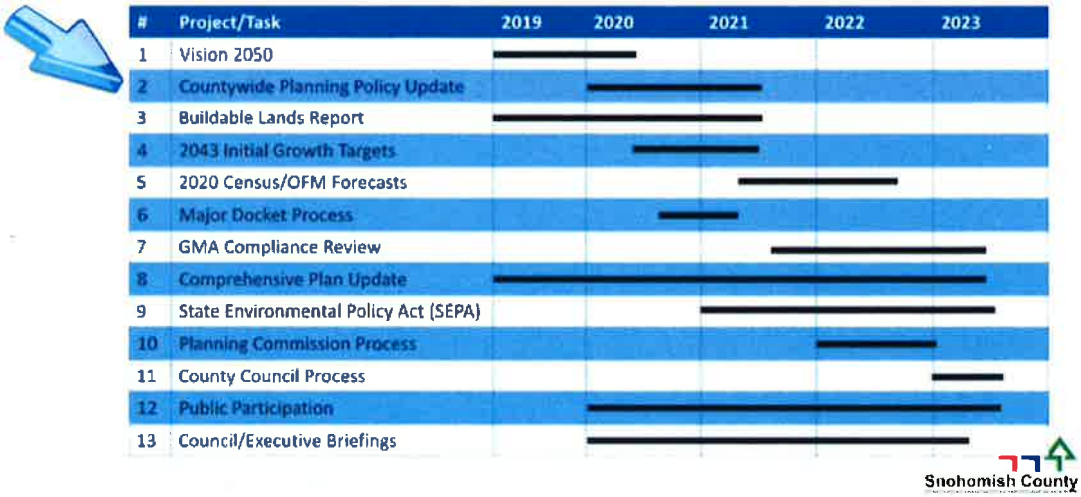
It was a pleasure meeting with both you and Community Development Director Swanson on October 24th to discuss our desire to be included in the City of Monroe UGA and to annex our property into the city corporate boundaries. While we understand that it is ultimately Snohomish County that makes decisions about UGA expansions, we want to determine whether the City of Monroe has any desire to include this property in the City before we move forward with a submitting docket application at this time. Over the next 3-4 months, we would very much like to work with you, Director Swanson, and the City Council as you set your strategic direction for the coming Comprehensive Plan update process.

Background – why this is the right time to discuss

While we understand that the next Comprehensive Plan update won't be enacted until June of 2023, a docket application is due to Snohomish County in October of 2020 (should we decide to move our project forward). Further, we understand that the County is already in the early stages of the Comp Plan Update process. Our goal is to actively work with the City leaders and staff during this time.

In speaking with our consultant (Clay White with LDC) now is the right time for the City to be thinking about its goals as this process begins. How much population and employment growth do you want to plan for? What policy changes are necessary to support your goals? As the table below demonstrates, the Buildable Lands update process has already begun and both the initial population target setting process and Countywide Planning Policy (CPP) update will take place in 2020. The next few months are critically important, especially given how much the City has grown since the Comprehensive Plan was adopted four years ago.

2023 Update Timeline



Overview of our proposal

The Davis/Johnson properties have been in the same family since the late 30's/early 40's, and are approximately 21.72 acres combined (parcels 28062500407600, 28062500407700, 28062500300600, 2806250040800). These properties are in the North Hill Area, adjacent to Mainvue's residential developments and City of Monroe water towers (which we believe Sue's grandparents sold to the City back in the 80's). Together, these properties span the entire distance between 191st Ave SE and 197th Ave SE, with 60% of our property boundary line being a common boundary with the City of Monroe. We also have a natural gas/water line easement running east/west from 197th to 191st, and believe this could be a great opportunity to create an east/west trail connection between the proposed Chain Lake Road Trail and the North Hill Park anticipated at the intersection of 191st Ave SE and 134th St SE.

It is our collective desire that these 4 properties be brought in the UGA and concurrently annexed into the City of Monroe. If the City believes this to be a logical expansion and agrees with making this docket application during the October 2020 docketing process, we would be happy to work with the City to put together an agreement to not further develop this property until the annexation takes place.

We understand that the City may want to focus future UGA expansion to the SW portion of the City. However, in speaking to Clay, this set of properties would provide a relatively small amount of new residential development and create a solid City limit boundary. Both goals could be accomplished.

Conclusion

Out of great respect for the City of Monroe, we are asking to engage with you first on this very important issue. We hope to have the opportunity to be part of a future City Council study session about future growth in the City and garner your support for this proposed project. Our family has been a part of this community for the past eight decades and would really love to be a part of the City. We would also enjoy having the opportunity to answer any questions you might have at this stage.

We look forward to hearing from you soon. If you need additional information, just let us know. We can be reach at realestatesue@comcast.net or at 425-344-1029

Best regards,

Susan and Lonnie Davis

Cc: Ben Swanson, Community Development Director

Davis & Johnson properties

City of Monroe

MONROE WASHINGTON

COMPREHENSIVE PLAN MAP

COMP. PLAN DESIGNATIONS

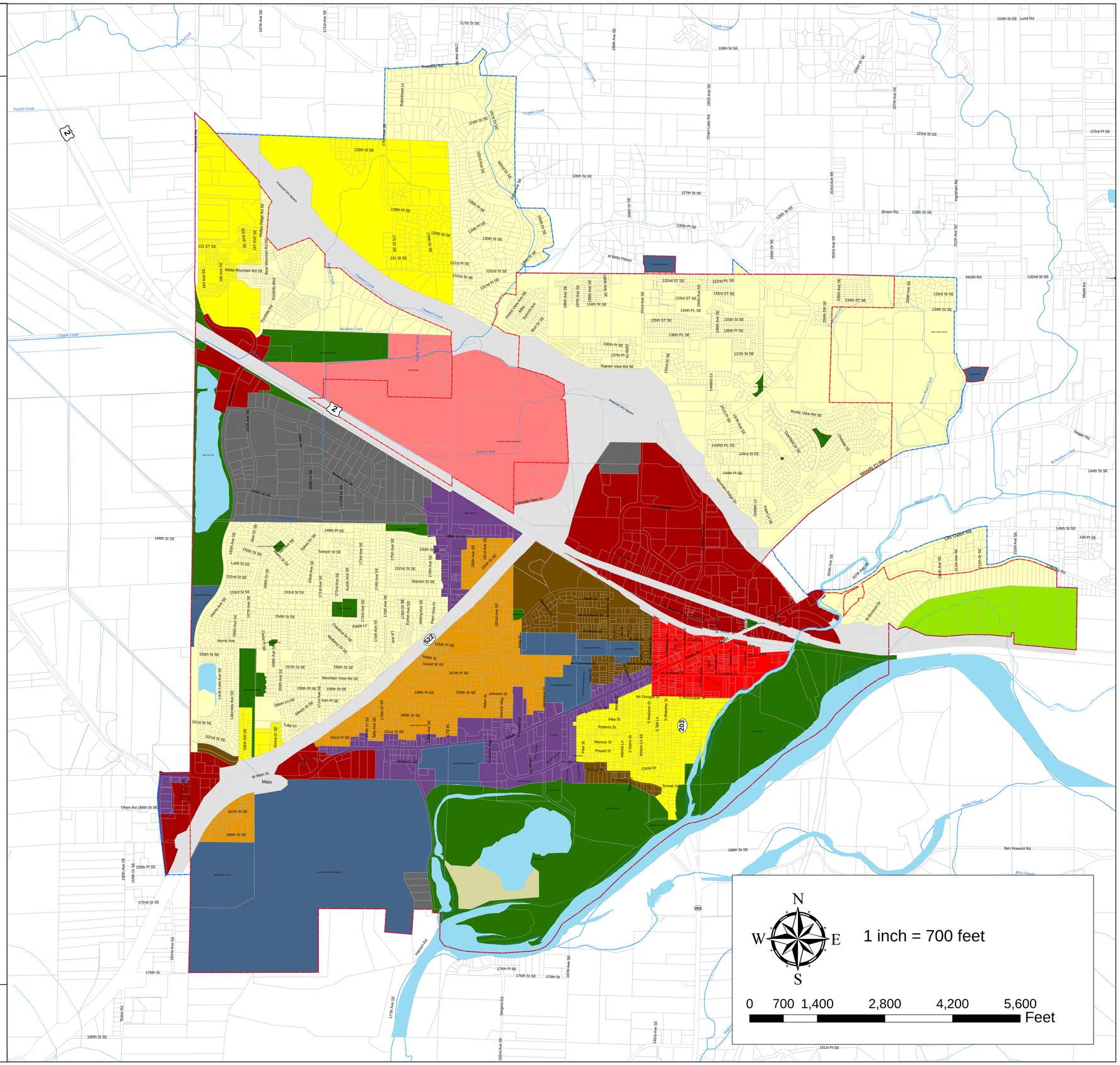
- Downtown Commercial
- Tourist Commercial
- General Commercial
- Mixed Use
- Industrial
- Institutional
- Low Density SFR
- Medium Density SFR
- High Density SFR
- Multifamily
- Parks
- Limited Open Space
- Shoreline Industrial
- Transportation

BOUNDARIES

- Urban Growth Area
- Monroe City Limits

Official City of Monroe 2016 Comprehensive Plan Map

This is to certify that this is the official comprehensive plan map of the City of Monroe, Washington.

Adopted December 8, 2015
(Signed Copy in City Records)

Map data shown is the property of the City of Monroe & Snohomish County. Inaccuracies may exist and the City of Monroe & Snohomish County imply no warranties or guarantees regarding any aspect of data depiction. No real estate decisions are to be made using this map. Please contact the City of Monroe Planning and Permitting Department to verify the designation(s).