

# Comprehensive Plan & Municipal Code Update

January 7, 2015

# Agenda/Purpose

- Draft Document Overview
- Review of Alternatives
- Supplemental Amendments and Information
  - Draft Comprehensive Plan Document Amendments
  - Municipal Code Update And Best Available Science Document Amendments
  - Fiscal Analysis
- Schedule

# DRAFT

City of Woodinville

**2015 Comprehensive Plan & Municipal Code Update**

**Draft Comprehensive Plan Update 2015**

**Draft Municipal Code Update & Best Available Science Review**

**Draft Environmental Impact Statement**

**Revised Draft Existing Conditions Report**

November 2014

**Prepared by:**

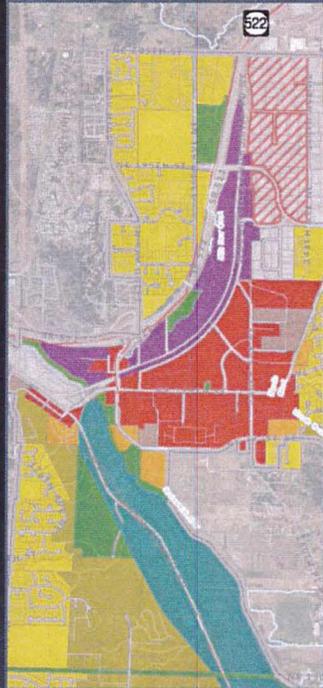
BERK Consulting  
MAKERS Architecture  
The Watershed Company  
Transportation Engineering Northwest  
Golder Associates

**Prepared for:**

City of Woodinville



# DRAFT



## City of Woodinville 2015 Comprehensive Plan & Municipal Code Update

### Draft Comprehensive Plan

November 2014

**Prepared by:**  
BERK Consulting  
MAKERS Architecture  
The Watershed Company  
Transportation Engineering Northwest  
Golder Associates

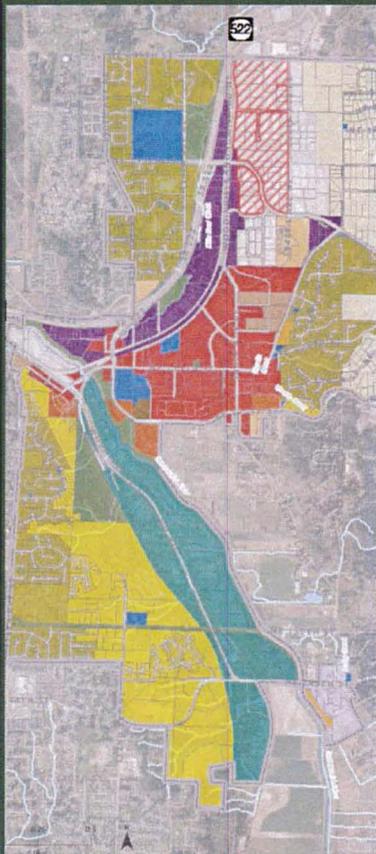
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City of Woodinville



# Plan Elements

- Introduction & Vision
- Land Use & Community Design
- Housing
- Economic Development
- Parks
- Transportation
- Capital and Public Facilities
- Utilities
- Environmental
- Graphically oriented
- Brief
- Contents
  - Conditions & trends
  - Challenges and opportunities
  - Objectives
  - Goals and Policies
  - Action Plan

# DRAFT



## City of Woodinville 2015 Comprehensive Plan & Municipal Code Update

### Municipal Code Update & Best Available Science Review

November 2014

**Prepared by:**  
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# Zoning Code & Critical Areas

- Land Use Code
  - Zoning amendments to implement future land use map
    - Amenity Mixed Use (AMU)
    - GB Zone mixed use
    - Regional Retail Overlay
  - Code changes addressing 2012 residential evaluation and newer dockets
    - ADUs in residential zones
    - Downtown density and height incentives
  - General simplification
- Critical Areas
  - Best Available Science Review and Gap Analysis
    - Includes proposed code amendments
  - Additional geologic hazards review
    - Map updates
    - Code suggestions

**DRAFT**



# City of Woodinville 2015 Comprehensive Plan & Municipal Code Update Environmental Impact Statement

Including proposed CBD Planned Action  
November 2014

**Prepared by:**  
BERK Consulting  
MAKERS Architecture  
The Watershed Company  
Transportation Engineering Northwest

**Prepared for:**  
City of Woodinville



# What is in an environmental impact statement (EIS)?

- An EIS provides information on:
  - Current study area conditions,
  - Potential alternatives,
  - Natural and built environment impacts,
  - Mitigation measures, and
  - Significant, unavoidable adverse impacts



*Non-project EIS focuses on alternatives and areawide/cumulative effects*

# Innovative SEPA Tools

- SEPA provides for innovative advanced environmental review in conjunction with GMA planning to:
  - Streamline growth consistent with a community's plans, and
  - Recognize the detailed development regulations already in place (e.g. zoning, critical areas, transportation concurrency, etc.)

## Tools in Draft EIS:

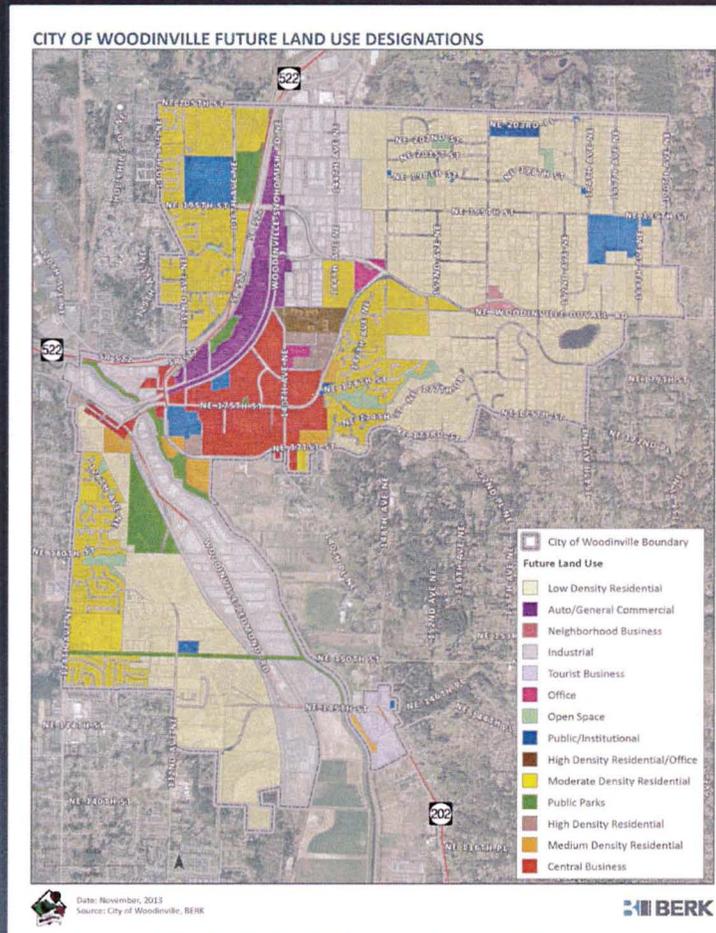
Planned Action EIS & Ordinance

Programmatic EIS with Mixed Use/Infill Exemption

# Three Alternatives

Scenario	Citywide Growth			
	New Housing Units		New Employment	
Alternative 1: Current Comprehensive Plan (No Action)				
Alternative				
Buildable Land Capacity	2,615		4,476	
Pending Development	225		413	
Alternative 2: Comprehensive Plan Update with Mixed Use Land Use Changes				
	<i>Min Range</i>	<i>Max Range</i>	<i>Min Range</i>	<i>Max Range</i>
Buildable Land Capacity	2,682	3,097	5,028	5,433
Pending Development	225		413	
Alternative 3: Current Comprehensive Land Use Plan with Greater Downtown Growth and City Infill				
Buildable Land Capacity	3,090		12,944	
Pending Development	217		1,471	

# Alternatives 1 and 3

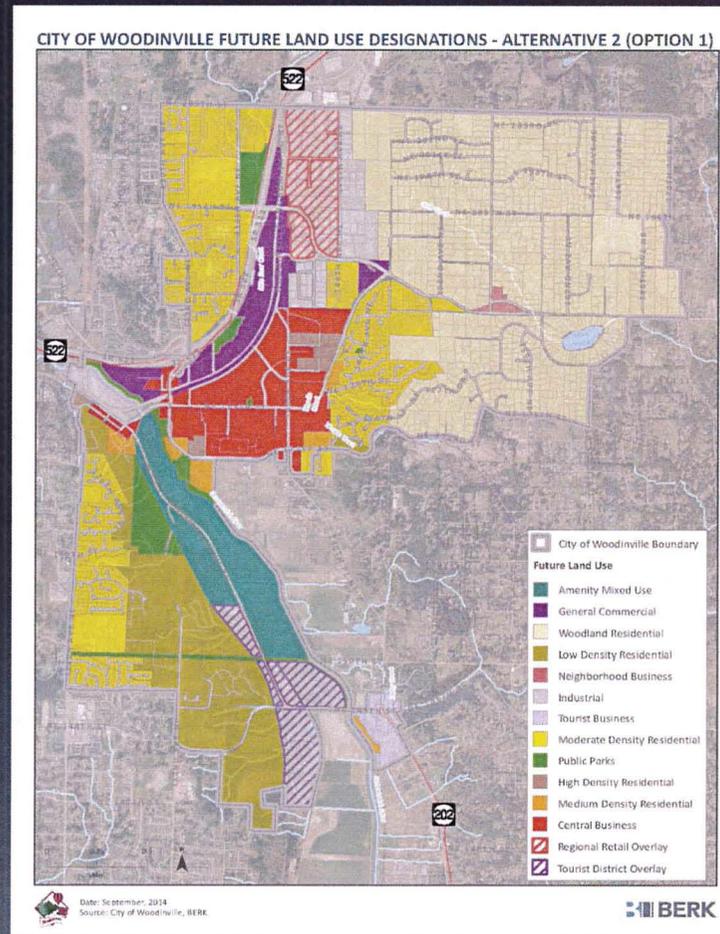


# Alternative 2

Two Options

Option 1 at right

Option 2 same but extends AMU in place of Tourist Overlay



# Key Issues Under Review

- Policy Amendments:
  - Add policy on importance of views from SR 202 to Sammamish River
  - Clarify transportation policies; add functional class map
- Map Options
  - Continued consideration of Alternatives 1, 2, and 3
  - Sub-option explored of reducing the Regional Retail Overlay proposed in Alternative 2 to cover only the area north of 200<sup>th</sup>



# Key Issues Under Review

- Code Options
  - Updated pedestrian core frontage map to clarify location of ground level commercial uses
  - Expanding the list of permitted uses in the Industrial District, notably those in support of the Warehouse District wineries
  - Further simplified use charts
- P/I Property change to CBD: A parcel highlighted below would be changed from P/I to CBD reflecting its private ownership and surrounding zoning of CBD:



# Fiscal Analysis

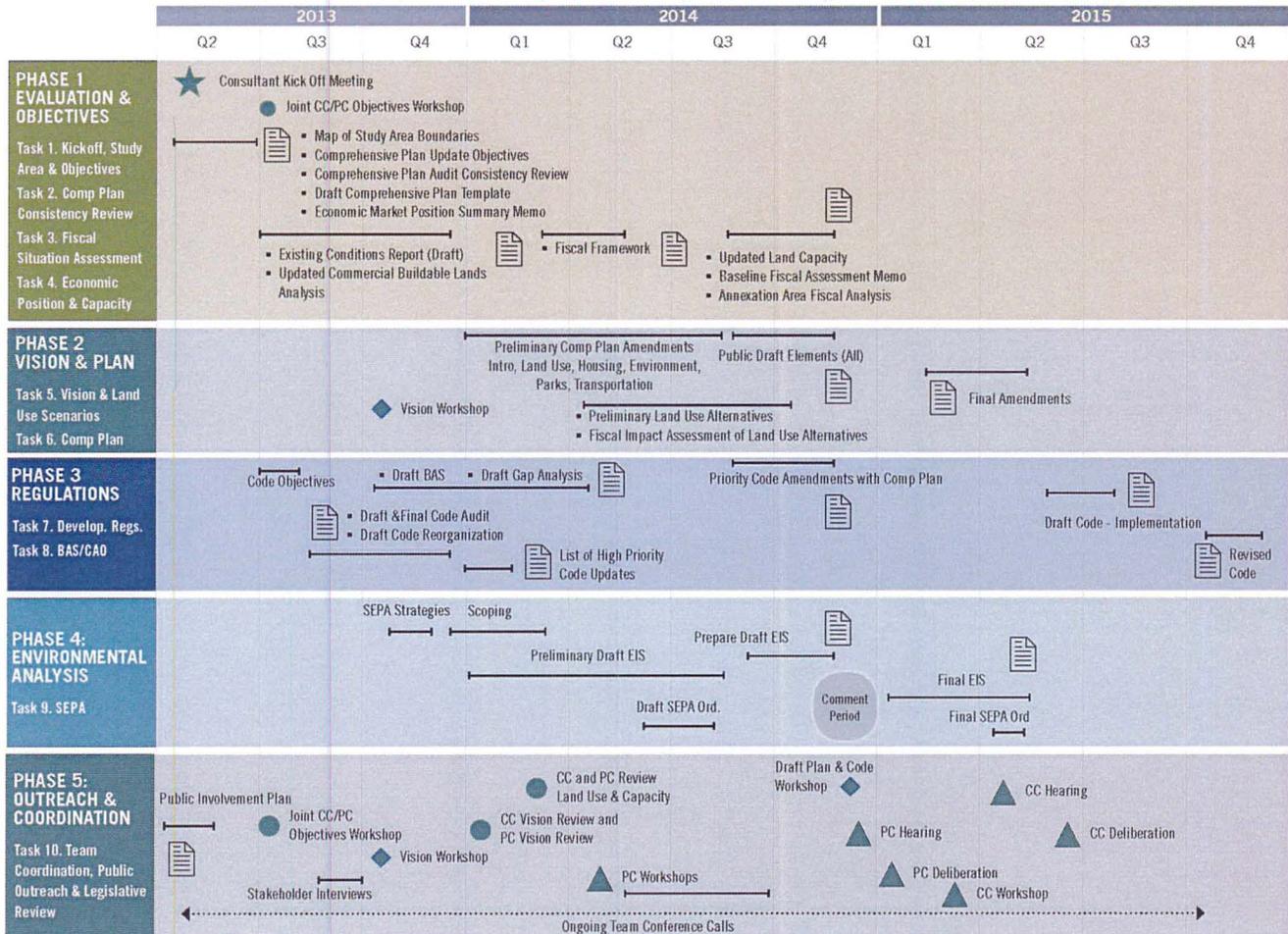
- Companion to EIS Analysis
- Assumes current fiscal policies stay in place in 2035
- Tests implications of three alternatives
- Shows all alternatives are fiscally balanced
  - Operating surplus in 2035 is expected to increase for all three alternatives
  - The alternatives are different in terms of implications on overall fiscal balance
  - Although relative impacts on revenues and expenditures favor Alternative 3, this does not account for impacts on capital needs

# Schedule

# Current and Next Steps



## CITY OF WOODINVILLE COMPREHENSIVE PLAN & CODE SCHEDULE 2013 - 2015



Schedule Prepared: September 2014

# Public Comment

- Draft Plan/EIS Workshop
  - November 19, 2014 – Planning Commission & Public Workshop
- **Comment Periods**
  - **Plan and EIS: November 17 to January 9**
- **Planning Commission Public Hearing – January 7**
- Other Planning Commission and City Council Meetings
  - Planning Commission: November 19, 2014 to mid-February 2015
  - City Council
    - Briefings November 2014-February 2015
    - Receive Planning Commission Recommendation – late-February 2015
    - Council Review – March – June 2015
    - Action per GMA – June 30, 2015

# For More Information

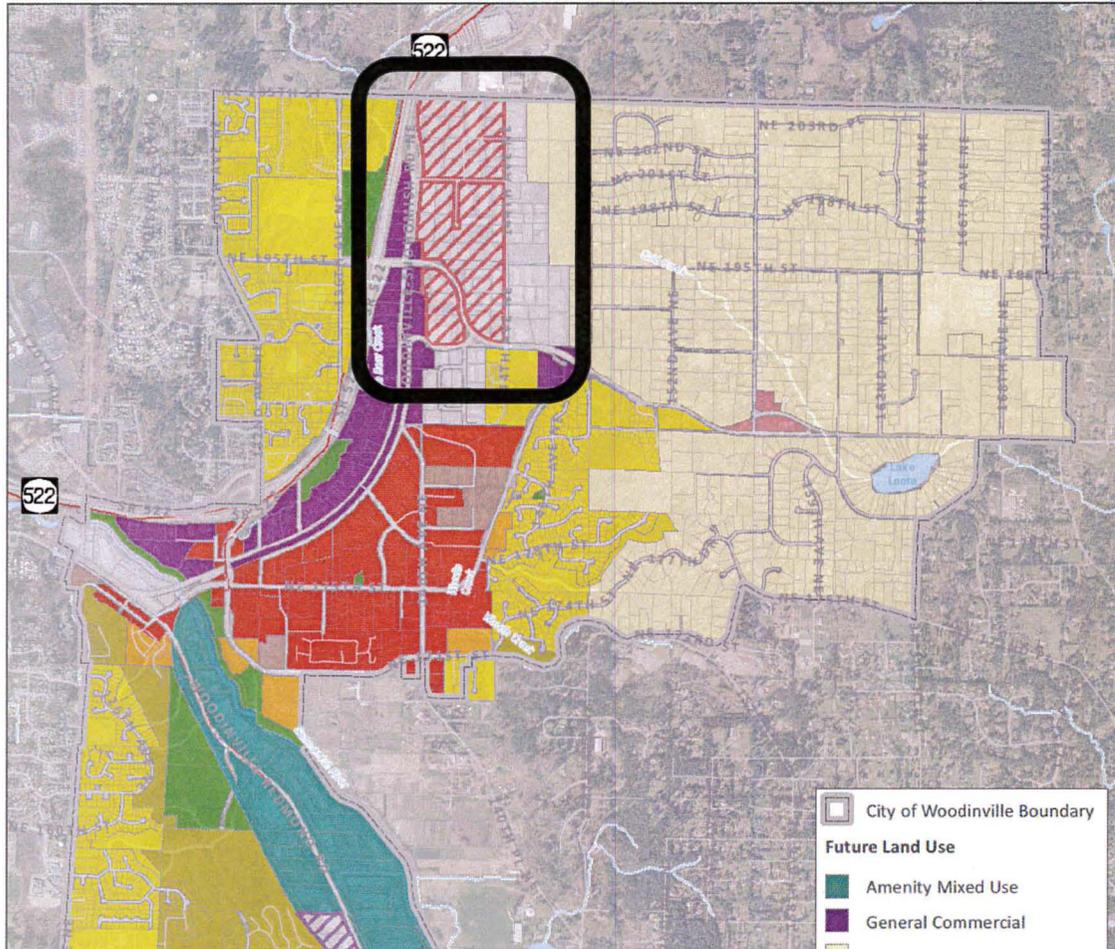
City Website:

<http://www.ci.woodinville.wa.us/Work/ComprehensivePlan2015.asp>

# Land Use Plan



# Regional Retail Overlay



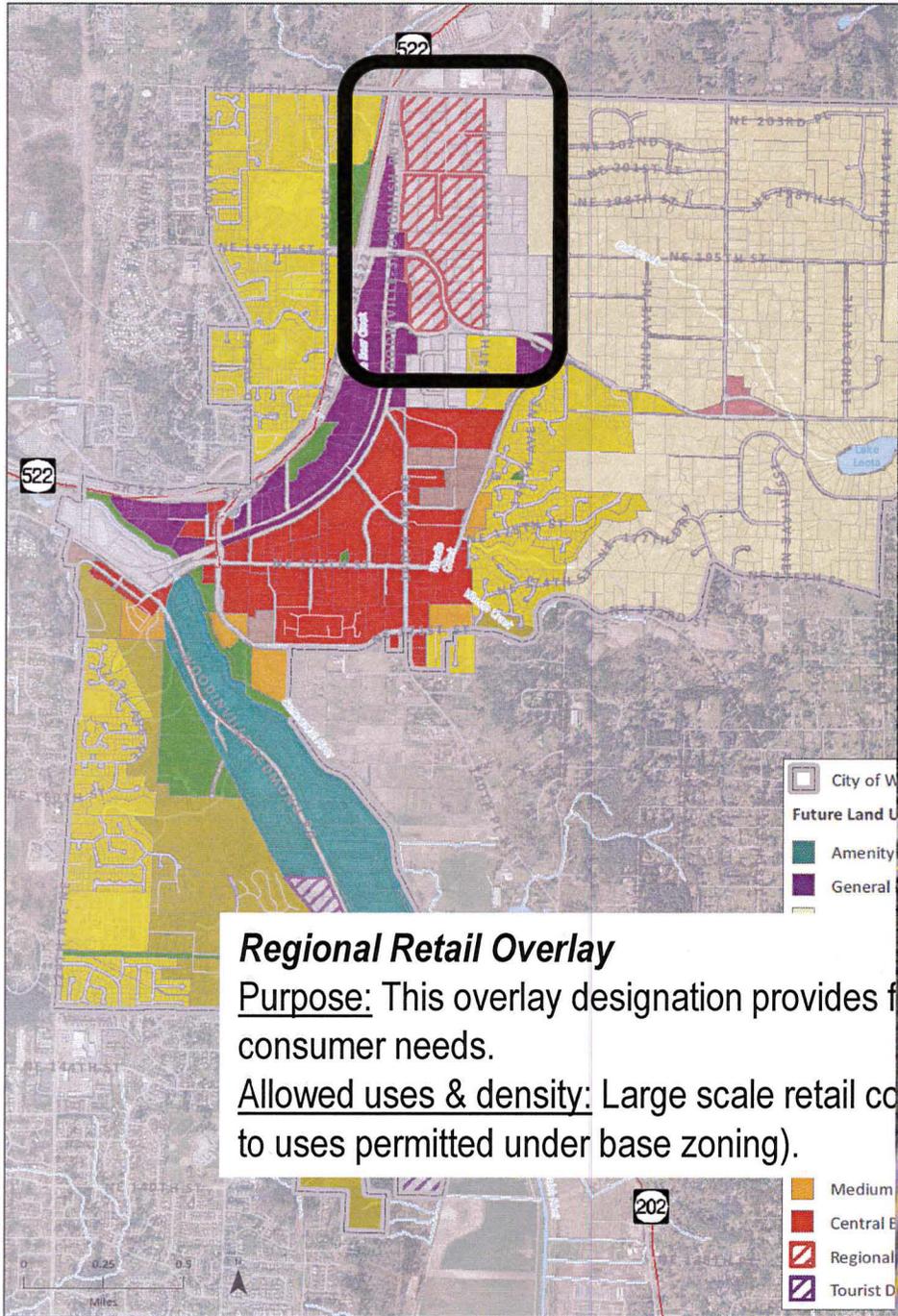
***Regional Retail Overlay***

Purpose: This overlay designation provides for large scale retail uses that serve regional consumer needs.

Allowed uses & density: Large scale retail commercial uses plus accessory uses (in addition to uses permitted under base zoning).



CITY OF WOODINVILLE FUTURE LAND USE DESIGNATIONS - ALTERNATIVE





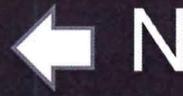




Examples









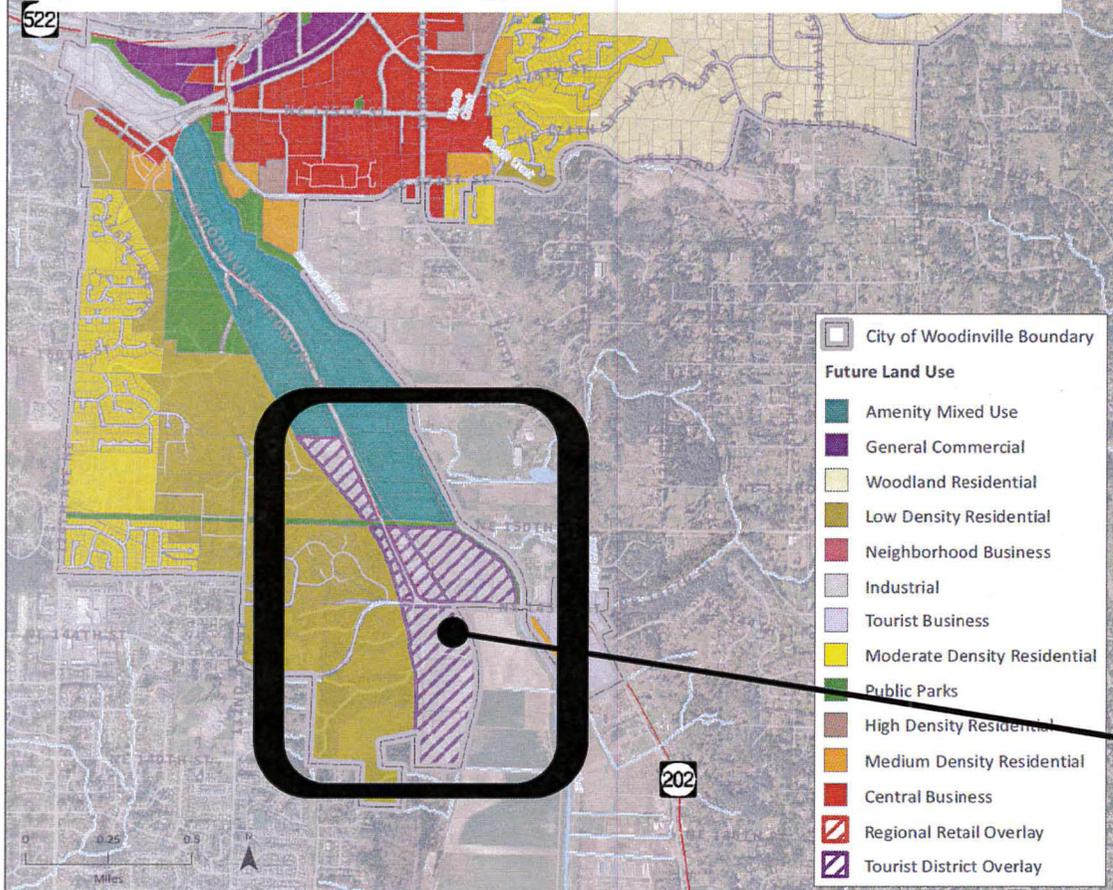


# Warehouse District

**Tourist District Overlay (ALT 2 PROPOSAL)**

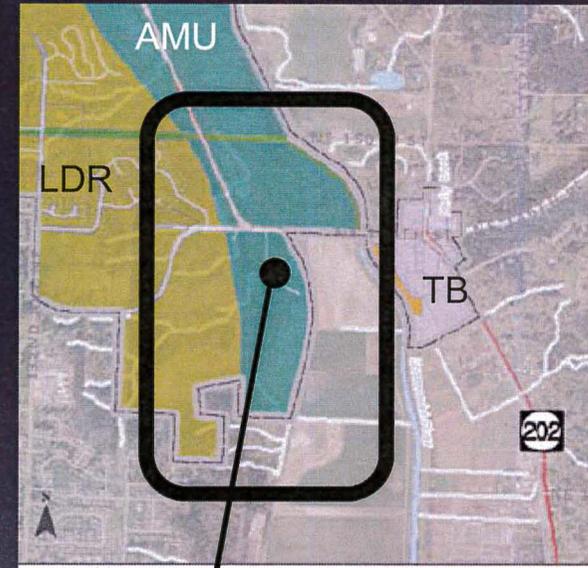
Purpose: This overlay designation provides for wineries and other similar tourist related activities near the southern City limits of Woodinville.

Allowed uses & density: Wineries, hotels, and other complementary tourist related activities (in addition to uses permitted under base zoning).



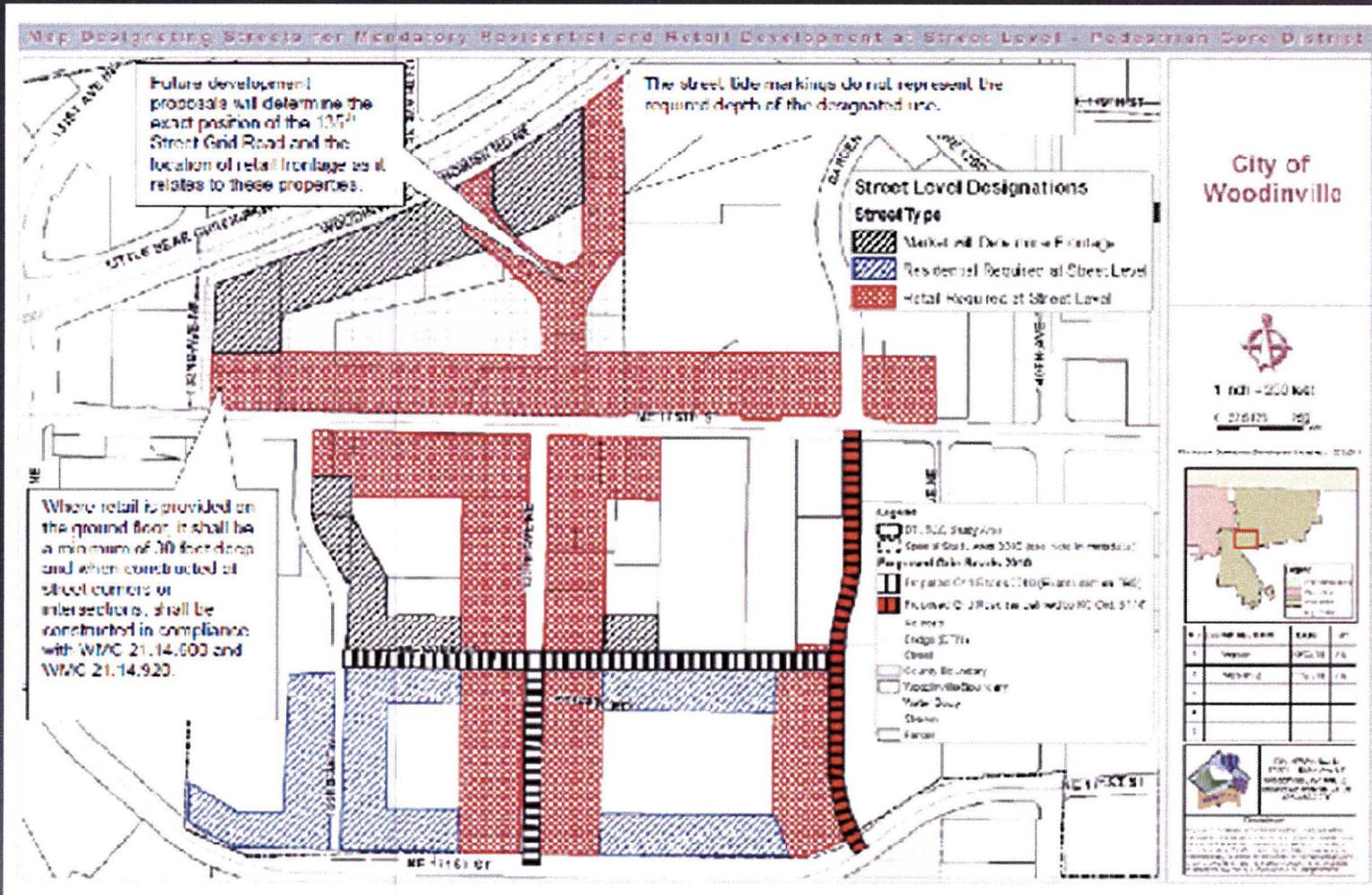
**Other Options for Area:**

- Extend AMU designation southward to include this area
- Redesignate as Tourist Business (same as Hollywood Schoolhouse/ District on east side of river – shaded light purple color on map)

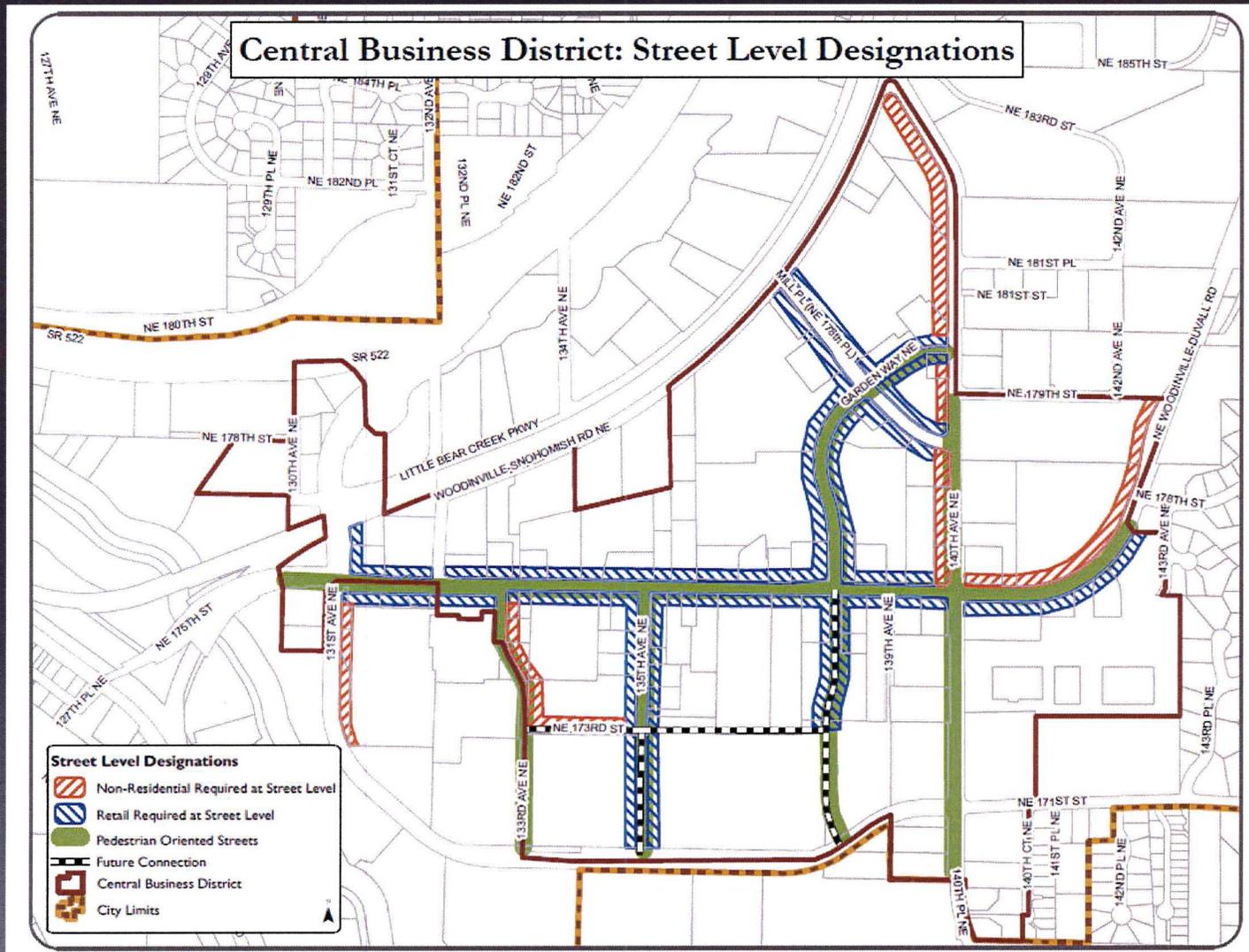


# Zoning Code Amendments

# CBD Street Level Uses (existing)



# CBD Street Level Uses (proposed)



# Simplifying Use Charts

# Office Uses

## 21.08.060 Business services land uses.

A. Business services land use table.

Use	Zoning District										
	R 1-4	R 5-8	R 9-18	R 19+	NB	TB	GB	CBD <sup>11</sup>	AMU	I	P/I
Self-service storage			C	C			P		<u>P<sup>1</sup></u>	P	
Professional office					<u>P</u>	<u>P<sup>26,27</sup></u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P<sup>16</sup></u>	<u>P<sup>2</sup></u>
Professional office* small scale (<2,000sf floor area)					<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P<sup>2</sup></u>	
Professional office* medium scale (2,000-20,000sf floor area)					<u>C</u>	<u>C</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P<sup>2</sup></u>	
Professional office* large scale (>20,000sf floor area)							<u>P</u>	<u>P</u>	<u>P</u>		
Conference center*	<u>D<sup>3</sup></u>	<u>D<sup>3</sup></u>	<u>D<sup>3</sup></u>	<u>D<sup>3</sup></u>				<u>D</u>	<u>D</u>		

Office

# Drive-Through Uses

## 21.08.070 Retail land uses.

### A. Retail land use table.

Use	Zoning District										
	R 1-4	R 5-8	R 9-18	R 19+	NB	TB	GB	CBD <sup>1</sup>	 AMU	I	P/I
<u>Commercial use providing drive-through service*</u>					p <sup>4</sup>		P	p <sup>5</sup>			

### B. Development conditions:

4. No drive-through window restaurants, except drive-through kiosks with a footprint of less than 200 square feet that serve beverages and pre-prepared, pre-packaged food items to be consumed off site.
5. Within the Pedestrian Core Design District, drive through window and stacking lanes are permitted only if they are contained entirely within a building.

# Home Improvement Stores

## 21.08.070 Retail land uses.

### A. Retail land use table.

Use	Zoning District										
	R 1-4	R 5-8	R 9-18	R 19+	NB	TB	GB	CBD <sup>1</sup>	AMU	I	P/I
<u>Home improvement store*</u>						<u>p<sup>6</sup></u>	<u>p<sup>6</sup></u>	<u>p<sup>6</sup></u>	<u>p<sup>6</sup></u>	<u>p<sup>6</sup></u>	

Delete

### B. Development conditions:

6. Home improvement establishments shall be limited to the following size (in gross building floor area):
  - a. 5,000 square feet in the Tourist District, Amenity Mixed-Use District, and the Industrial District;
  - b. 24,000 square feet in the Central Business District; and
  - c. No limit in the General Business District.

### NOTE: PROPOSED NEW DEFINITIONS ASSOCIATED WITH THE USE CHART:

#### 21.06.xxx Home improvement store.

An establishment providing the sale of a diverse range of hardware and related materials generally used in the maintenance, repair, or construction of buildings or other structures, including lawn and garden supplies. May want to distinguish that home improvement stores serve the general public as well as contractors

# Retail Uses (& Food Stores)

## 21.08.070 Retail land uses.

### A. Retail land use table.

Use	Zoning District										
	R 1-4	R 5-8	R 9-18	R 19+	NB	TB	GB	CBD <sup>1</sup>	AMU	I	P/I
Retail, small scale (<2,000sf gross floor area)					P	P	P	P	P	p <sup>16</sup>	
Retail, medium scale (2,000-20,000sf gross floor area)					p <sup>11</sup>	p <sup>12</sup>	P	p	p <sup>12</sup>	p <sup>15</sup>	
Retail, large scale (20,001-60,000sf gross floor area)							P	p <sup>13</sup> C			
Retail, super scale (>60,000sf gross floor area)							P				

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**Comment [b15]:** Considering allowing smallest scale retail – per discussion adding more flexible use provisions in the Industrial District – provided it's within a multi-tenant building.

**Comment [b16]:** NOTE– there is a current 10,000sf size limit provision that applies only to Food stores. Elsewhere, we suggest that food stores can be larger than standard retail uses. The Downtown Plan doesn't have any specific policies or language on this issue, thus we'd suggest allowing all retail up to 20k – but only conditionally allowing larger scale retail, if there's a preference in limiting the scale in this part of downtown.

### B. Development conditions:

11. Includes only food stores with up to 5,000 square feet of gross floor area.
12. Retail uses are limited to 5,000 square feet in gross floor area, except for food stores, which are permitted up to 20,000 square feet in gross floor area.
13. Food stores are permitted up to 24,000 square feet (gross floor area). Larger food stores and all other retail uses are conditionally permitted.
15. Retail area is limited to 10 percent of the gross floor area not to exceed 3,000 square feet regardless of gross floor area of the principal manufacturing use.
16. Subject use must be within a multi-tenant building.

**Comment [b17]:** Suggest allowing food stores to be at least as big as home improvement stores and allow other retail an opportunity to be larger via CUP.

NOTE: PROPOSED NEW DEFINITIONS ASSOCIATED WITH THE USE CHART:

21.06.xxx Retail.

Retail: any use which involves the display and sale of retail consumer goods.

NOTE – THE FOLLOWING USES HAVE BEEN CONSOLIDATED PER THE FOLLOWING:

- To Retail:
  - Department and variety stores
  - Food stores
  - Auto supply stores
  - Apparel, jewelry and accessory stores
  - Furniture and home furnishing stores
  - Drug stores
  - Liquor stores
  - Antique, collectable shops
  - Collectable shops
  - Second hand/used merchandise shops
  - Sporting goods and related stores
  - Book, stationery, video, and art supply stores
  - Hobby, toy, game shops
  - Photographic and electronic shops
  - Fabric shops
  - Florist shops
  - Personal medical supply stores
  - Ped shops
  - Bulk retail
  - Gift shops

# Heavy Retail

## 21.08.070 Retail land uses.

### A. Retail land use table.

Use	Zoning District										
	R 1-4	R 5-8	R 9-18	R 19+	NB	TB	GB	CBD <sup>1</sup>	AMU	I	P/I
Heavy retail*							P <sup>2</sup>			P <sup>8</sup>	

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### B. Development conditions:

- Outdoor storage or display is prohibited in the Pedestrian Core Design District and permitted only as an accessory activity in other applicable areas or districts. Such outdoor storage and sales area shall be limited to no more than 33 percent of the size of the applicable retail building or 10,000 square feet, whichever is less.
- Subject use is limited to 40,000 square feet in gross floor area.
- Excludes bars and related drinking establishments.

Deleted: No

Deleted: All activity associated with permitted use shall take place within an enclosed building

### NOTE: PROPOSED NEW DEFINITIONS ASSOCIATED WITH THE USE CHART:

#### 21.06.xxx Heavy retail and service.

Heavy retail and service: A category of retail and/or service activities that primarily served automobile- and truck-dependent users. These uses typically require storage, warehousing or service areas exceeding 15,000 square feet [?], and have greater external impacts and heavier truck traffic than general service establishments. Examples of uses in this category includes storage, servicing and sales of agricultural supplies, building materials, manufactured homes, heating fuels, heavy equipment, and trucks.

### NOTE – THE FOLLOWING USES HAVE BEEN CONSOLIDATED PER THE FOLLOWING:

- To Heavy retail
  - Forest product sales
  - Agricultural crop sales
  - Monuments, tombstones, and gravestones
  - Fuel dealers

# Industrial Uses (current)

Print Doc 08.080 Manufacturing land uses. [SHARE](#) [f](#) [t](#) [e](#)

A. MANUFACTURING LAND USES												
NAICS#	SPECIFIC LAND USE	R1 – 4	R5 – 8	R9 – 18	R19+	NB	TB	GB	CBD	O	I	P/I
311	Food and kindred products							C1	C1, 3		P2	
31212	Winery/brewery/distillery						P	C1	C1, 3		P	
31213												
31214												
313	Textile mill products										P	
315	Apparel and other textile products							C			P	
321	Wood products, except furniture							C6			P	
337	Furniture and fixtures							C			P	
322	Paper and allied products										P	
511	Printing and publishing					P7	P7	P7	P7		P	
325	Chemicals and allied products										P	
32411	Petroleum refining and related industries										C	
3261	Plastics and rubber products manufacturing										P	
3262												
326212	Tire retreading										C	
316	Leather and leather goods							C			P	
3271 – 3279	Stone, clay, glass and concrete products							P4, 9			P	
331	Primary metal industries										C	

# Industrial Uses (proposed)

## 21.08.080 Manufacturing land uses.

### A. Manufacturing land use table.

Use	Zoning District										
	R 1-4	R 5-8	R 9-18	R 19+	NB	TB	GB	CBD <sup>5</sup>	AMU	I	P/I
<u>Light industry*</u>							<u>p<sup>1</sup></u>	<u>p<sup>2,3</sup></u>	<u>p<sup>4</sup></u>	P	
<u>Heavy industry*</u>									<u>C<sup>4</sup></u>	<u>C</u>	
Food and kindred products							C	<u>p<sup>5</sup>, C<sup>5</sup></u>	<u>p<sup>4</sup></u>	p <sup>2</sup>	
Winery/brewery/distillery							C	<u>p<sup>5</sup>, C<sup>5</sup></u>	<u>p<sup>1</sup></u>	P	

### B. Development conditions:

1. Outdoor storage or display is permitted only as an accessory activity. Such outdoor storage area shall be limited to no more than 33 percent of the size of the applicable light industrial building.
2. No outdoor storage or display. All activity associated with permitted use shall take place within an enclosed building.
3. Includes light industrial activities that result in the production of goods placed for on-site retail sale. Special restrictions:
  - a. No operation of power tools or equipment is allowed which would negatively impact the surrounding area by reason of decibel levels, frequency, light (see xxxxx for standards), dust or other physical effect; and
  - b. Production or manufacturing activity shall not occur between the hours of 10:00 p.m. and 6:00 a.m.

# Industrial Uses (proposed)

NOTE – NEW DEFINITIONS PROPOSED ASSOCIATED WITH CHANGES ABOVE.

**21.06.xxx Heavy industry.**

Heavy industry: A category of uses primarily associated in construction, mining, transportation, manufacturing and production. These establishments are typically large industrial uses, and generate intense traffic, noise, odor, or other external impacts. These establishments require large building areas and may include accessory outdoor storage uses. Examples of uses in this category include building material, stone, or glass manufacturing; metal or plastic fabrication; chemical products; freight facilities; aircraft or automotive manufacturing.

**21.06.xxx Light industry.**

Light industry: A category of uses that accommodate limited intensity levels of manufacturing and assembly activities, storage, warehousing, services and associated offices. Examples of uses in this category include call centers, textile, printing, wood products, pharmaceutical production, machinery manufacturing, research and development, regional distribution centers, and crematories.

NOTE – THE FOLLOWING USES HAVE BEEN CONSOLIDATED PER THE FOLLOWING:

- To Heavy Industry:
  - Generally all similar uses that are conditionally permitted in the industrial zone
- To Light Industry:
  - Generally all similar uses that are outright permitted in the industrial zone

# Fiscal Analysis

# Fiscal Evaluation

- **Challenge facing cities** – the ability to meet community expectations in a fiscally constrained environment
- **Comprehensive Plan Alternatives Analysis** - provides an opportunity to understand the fiscal implications of alternative land use scenarios under a long-term community vision – it is an **ideal process for considering fiscal sustainability issues**
  - Land use drives tax revenues & demand for services
  - Alternatives allow the City to consider a variety of land use patterns, including a no action scenario, that might improve the prospects for fiscal sustainability

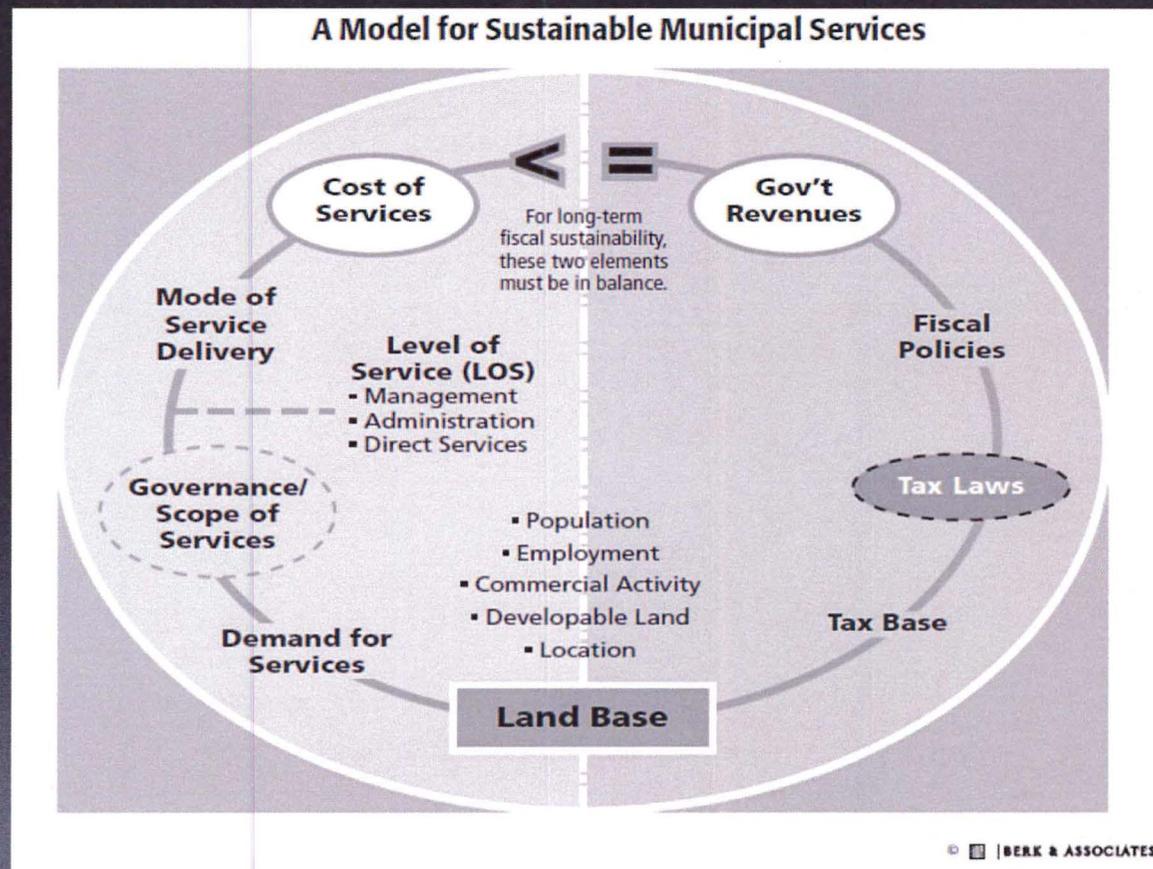
# Questions to be evaluated

The City has an opportunity to effectively manage toward a more sustainable future using the economic recovery as a platform on which to build. **Fiscal evaluation helps answer:**

1. How does each land use alternative improve the City's ability to grow revenues without increasing tax rates?
2. How does each land use alternative offer development opportunities that will be competitive in the marketplace or encourage a steady and sustainable level of development activity?
3. How does each land use alternative provide the opportunity to leverage existing infrastructure and service capacity, such that incremental tax revenues are not offset by significant new service costs?
4. How does each land use alternative increase the tax diversity of the City and provide greater resilience in times of recession?

# Fiscal Tradeoffs

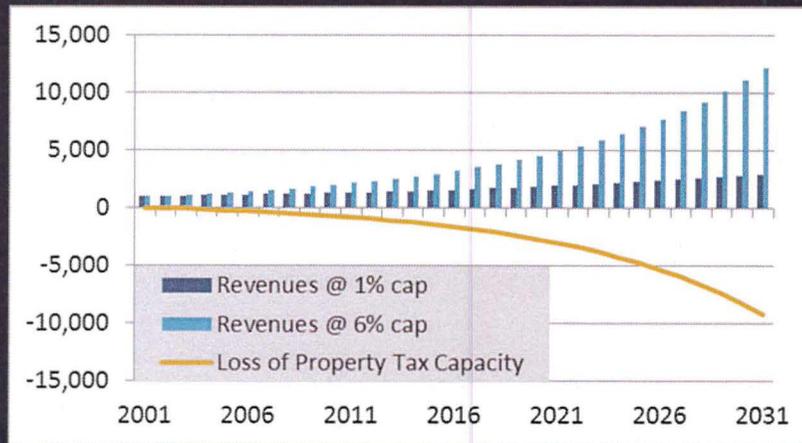
- Comprehensive Plan alternatives can be assessed in terms of the tradeoffs between an acceptable tax burden and community service and investment needs.



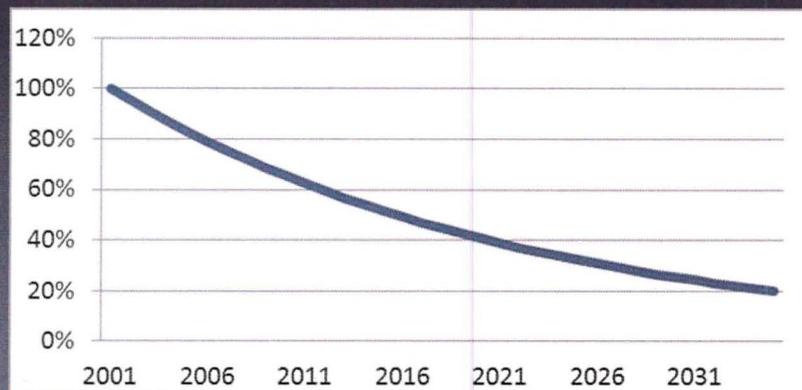
# Fiscal Sustainability Challenges:

## *1% Cap on Property Tax Levy Growth*

### 1% Property Tax Levy Impacts on Levy Growth



### 1% Property Tax Levy as a Percent of Historical 6% Capacity



- In 2002 ,WA restricted property tax levy growth to 1%, a significant decrease from the previous 6% cap
- A 1% cap makes it extremely difficult for local jurisdictions to keep up with costs
- This limitation is eroding the productivity of the property tax base
- Cities can exceed the 1% limit with voted-approval from citizens

# Key to Fiscal Sustainability

- The key factor managing sustaining a fiscally sustainable city is:  
**Incremental revenues > Incremental operating costs**
- What this means in practical terms:
  1. As the cost of continuing to deliver existing services increases due to inflation, revenues must grow at least this same amount
  2. Since the property tax levy is unlikely to keep up with base cost growth, then, some combination of the following must happen:
    - Growth (new taxpayers) must contribute a net increase in revenues above costs to serve the growth
    - Other components of the City's tax base need to grow faster (i.e. taxable retail sales)
    - The City will need to reduce the growth of base costs through efficiencies or reduced service levels
    - The City will need to increase tax rates or broaden its tax diversity through implementation of new taxes or fees

# Woodinville Alternatives Analysis: Operating\* Revenue and Expense Summary (2013\$)

	Revenue	Expense	Surplus	Ratio
<b>2013</b>	\$ 13,298,265	\$ 9,340,680	\$ 3,957,585	1.42
Alternative 1	\$ 19,651,505	\$ 13,893,781	\$ 5,757,724	1.41
Alternative 2	\$ 20,721,050	\$ 14,545,291	\$ 6,175,759	1.42
Alternative 3	\$ 26,285,294	\$ 16,942,897	\$ 9,342,397	1.55
<b>Increment over 2013 Base</b>				
Alternative 1	\$ 6,353,240	\$ 4,553,101	\$ 1,800,139	1.40
<i>Percent</i>	47.8%	48.7%	45.5%	
Alternative 2	\$ 7,422,785	\$ 5,204,611	\$ 2,218,175	1.43
<i>Percent</i>	55.8%	55.7%	56.0%	
Alternative 3	\$ 12,987,029	\$ 7,602,217	\$ 5,384,812	1.71
<i>Percent</i>	97.7%	81.4%	136.1%	

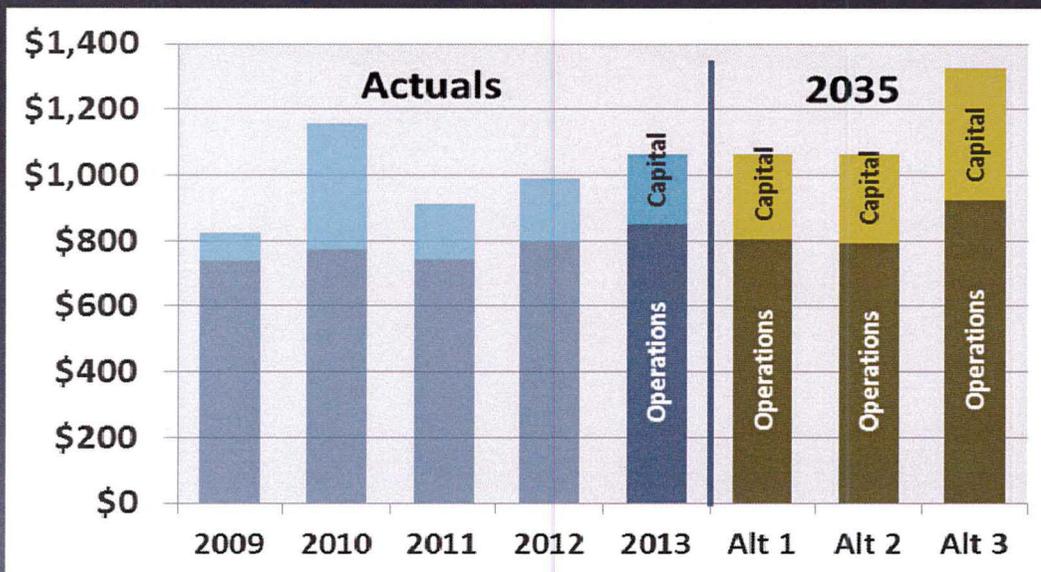
\*Excludes REET revenues, capital project expenses, and external funding

- Operating surplus in 2035 is expected to increase for all three alternatives
- The alternatives are different in terms of implications on overall fiscal balance
- Although relative impacts on revenues and expenditures favor Alternative 3, this does not account for impacts on capital needs

# Capital Spending Implications

- Due to the nature of capital facilities programs, Woodinville will likely continue to have more capital needs than capital resources
- Each alternative will generate some increment of capital need
- Using 5-year actual spending averages as a base, per capita spending assumption indicates the future for capital operations and investments

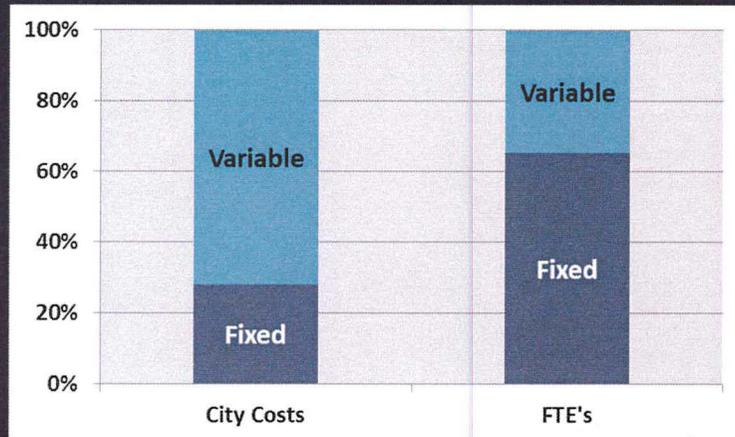
**Capital Spending per Capita Comparison (2013\$)**



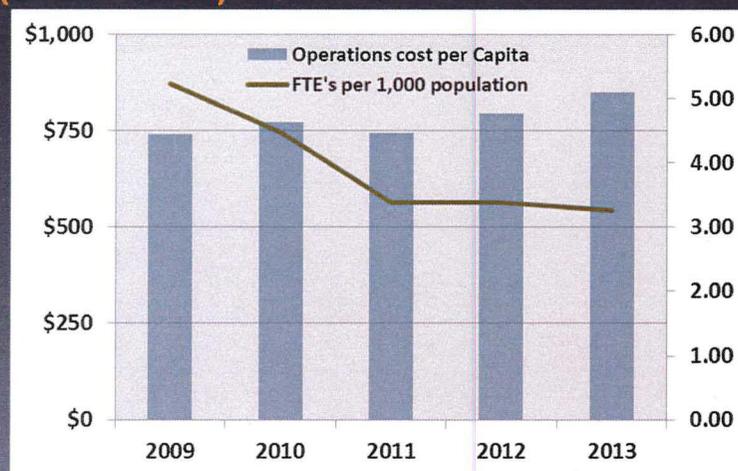
- Alternative 3 is estimated to generate higher costs per capita, but also higher revenues per capita
- Alternatives 1 and 2 produce costs per capita that are similar to today

# Additional Considerations: *Staffing Changes*

## 2013 Fixed and Variable Costs



## FTE and Operations Costs per Capita (2009 – 2013)

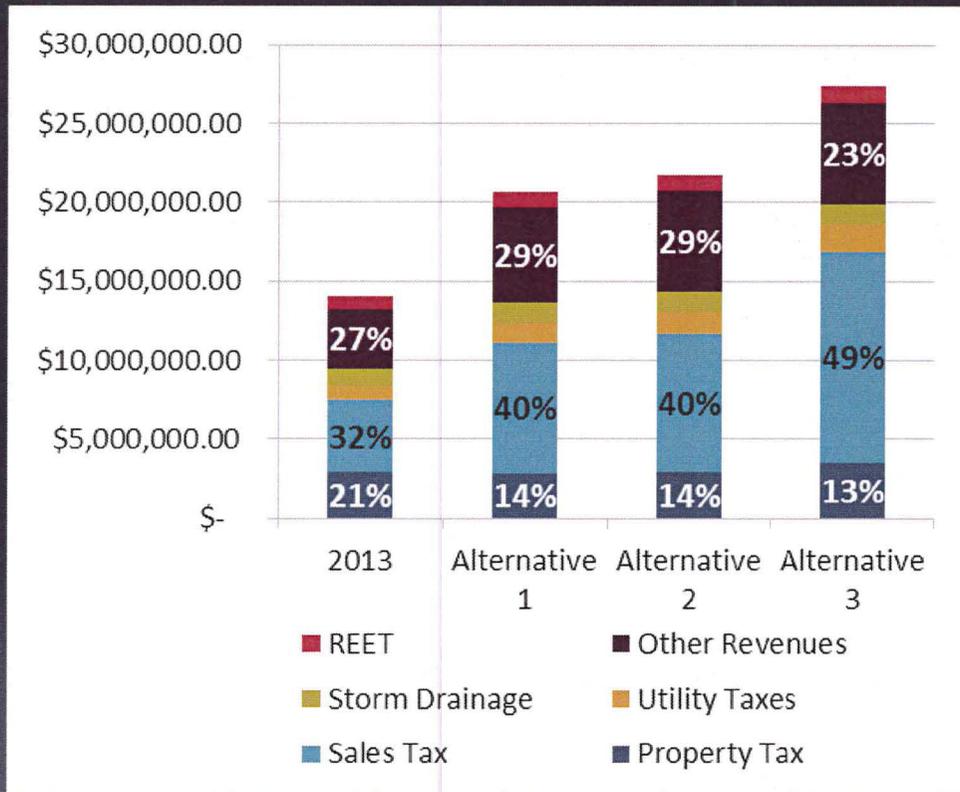


- Staffing and contract arrangements over the past five years has been variable
- Gaps have been filled with contracted professional services
- The estimated future fiscal balance is based on continuation of the current service model and current levels-of-service
- If there were a desire to increase service levels in the future, this would likely reduce the net revenues available for capital

# Additional Considerations:

## 1% Property Tax Cap

Contribution of Major Tax Revenues (2013 \$)



- Due to the 1% cap, gains in property tax revenues will be primarily due to new construction, especially commercial development in the CBD and mixed use zones
- Share of revenues from property tax expected to decline

# Additional Considerations: *Annexation Implications*

- Annexation of the area to the north of Woodinville would provide a variety of challenges and opportunities to Woodinville's fiscal outlook
  - Largely commercial and industrial - significant positive revenue impacts associated with sales and property tax
  - There may be additional costs associated with law enforcement contracting in a second county and management of public safety services
  - Small residential capacity would likely result in less service demands but potentially at a greater per unit cost than cost of growth projected within the current City boundary
  - The revenue impacts are likely to be greater than the cost impacts, even with marginally higher unit costs