

# PLANNING COMMISSION MEETING AGENDA



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## *City of Lake Stevens Vision Statement*

*We are a thriving community that promotes a vibrant economy, preserves natural beauty, and supports an exceptional quality of life for all.*

June 3, 2024 - 6:00 PM

**HYBRID - THE MILL or ZOOM**

**Join Zoom Meeting: <https://lakestevenswa.zoom.us/j/86078318841>**

**or call in at: 253-215-8782 Meeting ID: 860 7831 8841**

- 1. Call to Order**
- 2. Roll Call**
- 3. Guest Business**
- 4. Action Items**
  - A. Approve Minutes of May 1, 2024
- 5. Discussion Items**
  - A. Transportation and Capital Facilities Discussion and Open House David Levitan
- 6. Commissioner Report**
- 7. Planning Director's Report**
- 8. Adjourn**

### ***THE PUBLIC IS INVITED TO ATTEND***

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# PLANNING COMMISSION MEETING MINUTES



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HYBRID/REMOTE AND IN PERSON AT THE MILL

May 1, 2024

CALL TO ORDER: 6:00 PM by Vice-Chair Janice Huxford

MEMBERS PRESENT: Commissioner Linda Hoult, Commissioner Nathan Packard, Commissioner Bruce Morton and Commissioner Michael Duerr

MEMBERS ABSENT: Conner Davis, Jennifer Davis

STAFF PRESENT: Community Development Director Russ Wright, Senior Planner David Levitan, Planning Manager Christi Schmidt, Associate Planner Jill Needham, Clerk Jennie Fenrich, Administrative Assistant Dawn Erickson

OTHERS PRESENT: VIA ZOOM, Council Member Ryan Donoghue

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Vice-Chair Huxford called the meeting to order at 6:00 p.m. and led the Pledge of Allegiance.

Roll Call: All present except Commission Chair Conner Davis and Commissioner Jennifer Davis -both excused.

Guest business: One student attended as part of a requirement for a Civics class; he was just there to listen and learn.

Approval of Minutes: Minutes of April 17, 2024 were approved as written. Commissioner Morton made the motion and Commissioner Duerr seconded (motion carried unanimously).

Discussion Items:

Senior Planner Levitan presented an overview of proposed updates to chapter 4 of the Comprehensive Plan Update (Environment and Natural Resources). He also discussed the process to update the city's critical areas ordinance (CAO), which must be adopted as an implementation task of the Comprehensive Plan. A desire for clarifying language regarding the "Transfer of Development Rights" section was expressed by Commissioner Morton. Vice-Chair Huxford inquired about added protection mechanisms surrounding the Aquifer Recharge section. Commissioner Duerr requested more specific language in section 4.4.13 to clarify that this applies to city purchasing, rather than holding contractors to this requirement. Feedback was also provided by several Commissioners regarding language of section 4.4.10, to reflect that the goal for the increase in tree canopy is to provide equity. Commissioner Packard suggested a ROI analysis to help determine the best approach for reaching this goal.

Commissioner Reports:

Commissioner Packard commented about traffic backing up eastbound at the first light coming from the trestle, asking if the cause could be investigated. Commissioner Hoult requested the summer schedule be e-mailed out to everyone. Commissioner Duerr requested the upcoming meeting schedule be included at the end of the agenda packet in the future.

Director's Report: Director Wright introduced Planning's new Administrative Assistant, Dawn Erickson. She will be assuming Clerking duties in the future. Discussion largely focused on covering the remaining four chapters in the Comprehensive Plan and the schedule for presenting these to the Commission. It was decided to meet on June 3<sup>rd</sup>, June 17<sup>th</sup> and July 15<sup>th</sup>, with the meetings also serving as community open houses. Staff needs to provide a draft of the Comprehensive Plan to the Department of Commerce in early July, with a public hearing to follow in September. The Commission will have sufficient time to review the complete Plan prior to the public hearing.

Adjourn: Motion by Commission Hoult, seconded by Commissioner Duerr to adjourn the meeting at 6:48 p.m. The motion carried unanimously.

Dawn Erickson, Planning Administrative Assistant

# PLANNING COMMISSION STAFF REPORT



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**Agenda Date:** 6/3/2024

**Subject:** Transportation and Capital Facilities Discussion and Open House

**Contact Person/Department:** David Levitan, Community Development

**Budget Impact:**

**Legal Review:** No

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## **RECOMMENDATION(S)/ACTION REQUESTED:**

No action is required. Commissioners are asked to review drafts of the updated goals and policies of the Transportation Element (Attachment 1) and Capital Facilities Element (Attachment 2) of the 2024 Comprehensive Plan in advance of a community open house on transportation and capital facilities. At the June 3 meeting, staff and its consultant team will walk through a presentation that covers a variety of topics, including road classifications, levels of service, active transportation (trails, sidewalks, bike lanes), future conditions, and capital projects (both completed and future).

Commissioners and community members will have the opportunity to review and ask questions about draft maps and other materials that will be incorporated into the Comprehensive Plan. Drafts of the full Transportation and Capital Facilities elements are currently being completed and will be available for Planning Commission review in advance of a planned July 15 Planning Commission Open House to introduce the draft Comprehensive Plan in its entirety.

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## **SUMMARY/BACKGROUND:**

The City of Lake Stevens is currently undertaking a periodic update to its comprehensive plan, which under state law must be adopted by December 31, 2024. The current comprehensive plan was adopted in 2015; however, the city has made yearly updates to individual chapters via the annual docketing process, which allows the city to adopt comprehensive plan text and map amendments no more than once per year.

The 2015 comprehensive plan includes an introduction and eight elements (a total of nine chapters), all of which will be updated as part of this periodic update. To date, the Planning Commission has reviewed and provided comments on updated drafts of the following elements:

- The Parks, Recreation and Open Space Element (Chapter 5) at their [November 15, 2023 meeting](#); and
- The Public Services and Utilities Element (Chapter 7) at their [March 20, 2024 meeting](#).
- The Introduction (Chapter 1) and Economic Development Element (Chapter 6) at their [April 17, 2024 meeting](#).
- The Environment and Natural Resources Element (Chapter 4) at their [May 1, 2024 meeting](#).

In June 2023, the city completed an [audit and gap analysis](#) of the current plan to identify needed changes. That analysis determined that the plan was largely compliant with the Growth Management Act (GMA) but did require several updates to be consistent with recent GMA changes as well as new [multicounty planning policies](#) (MPPs) from the Puget Sound Regional Council's (PSRC) Vision 2050 and [countywide planning policies](#) (CPPs) adopted by Snohomish County.

In 2023, House Bill 1181 revised the GMA to include a climate change goal and require jurisdictions to adopt a Climate Change element into their comprehensive plans, as well as specific updates to the transportation element. The city's deadline to complete this work is 2029, and the city anticipates adopting a standalone Climate Change element in the future. In the interim, the city will be incorporating climate change goals and policies into existing elements and providing additional background information in the Introduction.

#### Format and Materials for June 3 Open House

The Planning Commission's June 3 meeting will utilize a different format than what has been done for topics/elements reviewed to date. The meeting will focus on the interrelated topics of Transportation and Capital Facilities, both of which are mandatory elements under the GMA ([RCW Section 36.70A.070\(3\) and \(6\)](#)). As opposed to focusing on full drafts of each element (see the link above for mandatory components of each element), staff has included drafts of the updated goals and policies for Transportation (Attachment 1) and Capital Facilities (Attachment 2), which will help to frame the discussion on June 3.

While the adopted version of [Chapter 8](#) (Transportation) has not been updated since the 2015 periodic update, [Chapter 9](#) (Capital Facilities) has been consistently updated as part of the city's annual comprehensive plan docket, primarily to maintain and update the list of projects on the city's 6-year and 20-year capital projects lists. As with

other elements previously reviewed by the Commission, two of the main focus areas in updating the goals and policies are equity and sustainability.

#### Summary of New and Updated Policies

Commissioners likely noticed that the draft Transportation goals and policies in Attachment 1 are not shown in track changes format. After reviewing the existing (2015) goals and policies and comparing them to the CPPs and MPPs, the city's transportation consultant (the Transpo Group) opted to present a full new set of goals and policies, utilizing the PSRC and Commerce checklists as a guide. Several of the existing policies have been consolidated while outdated and redundant policy language or policies that would be more appropriate within the development code or Engineering Design and Development Standards (EDDS) have been removed.

Some of the goal and policy language in Attachment 1 is still being finalized as Transpo completes its work on topics such as adopted transit and active transportation levels of service (Policies 8.7.4 and 8.7.5). The city has also added a new goal (Goal 8.4) and a series of underlying policies related to climate change adaptation and mitigation, many of which are based on strategies and recommendations in the city's Climate Sustainability Plan.

The proposed changes to the Capital Facilities goals and policies (Attachment 2) are more limited in scale and focus primarily on addressing sustainability and equity. There is substantial overlap between the Capital Facilities, Transportation, and Public Services elements, so city staff will be reviewing the policy language across all elements in the coming weeks to remove redundant policy language.

#### Requested Feedback and Next Steps

Commissioners are asked to provide feedback on the proposed changes to the goals and policies of the Transportation and Capital facilities elements, as well as the draft graphics and other materials presented on June 3. Staff envisions the June 3 event as an opportunity for the Commission and public to ask questions and provide general feedback before the plan is finalized. The presentation and discussion will be led by the city's transportation consultant, the Transpo Group, who will be able to respond to both general and technical questions.

Staff anticipates utilizing a similar format at the Commission's June 17 meeting to review the draft goals and policies for the two remaining elements (Housing and Land Use) and discuss those topics in more detail. The Commission's July 15 meeting would then serve to unveil a full draft of the Comprehensive Plan, before moving into public hearings in late Summer and early Fall.

Future Meeting Schedule

June 17: Land Use and Housing Discussion and Open House

July 15: Review Full Draft of Comprehensive Plan

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**APPLICABLE CITY POLICIES:**

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**ATTACHMENTS:**

1. Attachment 1 - Transportation Draft Goals and Policies
2. Attachment 2 - Capital Facilities Draft Goals and Policies



## **GOALS AND POLICIES**

### **GOAL 8.1 Work with Puget Sound Regional Council on the planning, funding and implementation of Vision 2050 - the Regional Transportation Plan.**

#### Policies

- 8.1.1 Coordinate with the PSRC Regional Transportation Planning Organization to support the Regional Growth Strategy and ensure consistency and compatibility between city, county, and regional transportation plans.
- 8.1.2 Provide a safe, convenient and efficient transportation system for all users and the movement of freight and goods.
- 8.1.3 Reduce the need for new capital improvements through investments in operations, demand management strategies and system management activities that improve the efficiency of the current system.
- 8.1.4 Encourage, plan for, and invest in "pedestrian-scale" neighborhoods and centers to enhance access and mobility for all users.
- 8.1.5 Plan for increased resilience of the transportation system to major disasters and disruptions by developing prevention and recovery strategies and planning for coordinated responses with state, regional, and local agencies.
- 8.1.6 Explore and plan for the development of an Intelligent Transportation System (ITS) along the City's arterial and regional highway system.
- 8.1.7 Prepare the city's transportation systems and infrastructure for emerging trends and technologies such as electric vehicle charging stations, automated and connected vehicles, on-demand smart signals, etc.

### **GOAL 8.2 Provide a transportation system that supports existing and future land uses and accommodates the regional growth strategy.**

#### Policies

- 8.2.1 Prioritize investments for both motorized and non-motorized transportation in activity centers.
- 8.2.2 Prioritize multimodal investments in local centers and connections to regional employment centers.
- 8.2.3 Encourage compact and mixed-use development to reduce vehicle trips and encourage transit use.



**DRAFT Chapter 8 – Transportation Element**

- 8.2.4 Coordinate multimodal transportation facilities and development densities near areas served by transit.
- 8.2.5 Promote pedestrian and bicycle access to public facilities and centers.
- 8.2.6 Prioritize construction of sidewalks, walkways, and trails to provide alternative routes to employment centers, shopping areas, transit stops, schools and public and recreational facilities.
- 8.2.7 Support land use and street patterns that promote walking, biking, and transit use while reducing the quantity and length of trips by single occupant vehicles.
- 8.2.8 Support land use patterns that reduce the quantity and length of trips by single occupant vehicles; pursue the use of Traffic Demand Management (TDM) strategies to reduce traffic congestion and as an alternative or supplement to roadway capacity improvements; and work with Community Transit to implement employer outreach programs to promote the use of alternative transportation modes and other worksite-based strategies such as alternative work schedules.

**GOAL 8.3 Encourage and solicit equitable public participation in the planning, design, and implementation of a multimodal transportation system.**

Policies

- 8.3.1 Incorporate racial and social equity in planning for transportation improvements, programs, and services in historically underserved neighborhoods and to vulnerable populations.
- 8.3.2 Ensure mobility choices for people with special transportation needs, including persons with disabilities, the elderly, the young and low-income populations when considering new projects, maintenance and modification to the street network.

**GOAL 8.4 Adapt to and mitigate the transportation-related impacts of climate change through implementation of the city's Climate Sustainability Plan and utilization of emerging technologies and best available science.**

Policies

- 8.4.1 Evaluate and seek to minimize greenhouse gas emissions, vehicle miles travelled and climate change impacts when considering new and improved transportation infrastructure.
- 8.4.2 Electrify the city's vehicle fleet and work to expand vehicle charging infrastructure, including the development of an EV Infrastructure Plan.



## **DRAFT Chapter 8 – Transportation Element**

- 8.4.3 Educate residents on the benefits, incentives, and other information regarding electric vehicles.
- 8.4.4 Evaluate stormwater management, street tree canopy coverage, shading, urban heat island effect and future air quality when designing city streets.
- 8.4.5 Utilize climate-resilient street trees and other vegetation such as Low Impact Development design.
- 8.4.6 Develop strategies, programs and partnerships to increase carpooling and transit use by residents and employees.

### **GOAL 8.5 Develop the City's transportation system to serve and promote economic growth.**

#### Policies

- 8.5.1 Maintain and operate transportation systems to provide safe, efficient and reliable movement of people, goods and services.
- 8.5.2 Manage local freight truck traffic with the Truck Route Ordinance and appropriate signage while maintaining and improving the regional freight system.
- 8.5.3 Coordinate with the railroads and trucking industry to improve the safety and efficiency of freight movement and reduce the impacts on other travel modes.

### **GOAL 8.6 Minimize adverse impacts of transportation facility improvements on the natural environment.**

#### Policies

- 8.6.1 Commit to meeting federal and state air quality requirements and work with state, regional, and local agencies to develop emissions reduction programs to attain or maintain air quality requirements.
- 8.6.2 Encourage fish passage improvements and the use of low impact development techniques on transportation projects to reduce stormwater impacts and prevent measurable harm to streams, lakes, wetlands and other natural aquatic systems.
- 8.6.3 Develop a transportation system that protects the natural environment, human health and safety, and promotes a healthy community.
- 8.6.4 Consider alternative transportation options when considering land use decisions and designations to support increased use of walking, biking, carpooling and bus riding.



**DRAFT Chapter 8 – Transportation Element**

- 8.6.5 Encourage low impact development projects and low impact development techniques on non-LID projects to conserve and use existing natural site features, integrate distributed, small-scale stormwater controls and prevent measurable harm to streams, lakes, wetlands and other natural aquatic systems from commercial, residential or industrial development sites by maintaining a more hydrologically functional landscape.

**GOAL 8.7 Maintain, preserve, and operate the transportation system in a safe and usable way, and regularly monitor and inventory the conditions and performance.**

Policies

- 8.7.1 Maintain an inventory of the existing multimodal system and update as the system changes.
- 8.7.2 For traffic levels of service (LOS), the city adopts intersection LOS C or better at peak hour traffic for residential areas and intersection LOS E along arterials and collectors in other areas.
- 8.7.3 The City shall adopt the same (LOS) D standards for Highways of Statewide Significance (HSS) and Highways of Regional Significance (HRS) as adopted by Puget Sound Regional Council (PSRC) and the Washington State Department of Transportation (WSDOT).
- 8.7.4 TRANSIT LOS TO BE COMPLETED.
- 8.7.5 ACTIVE TRANSPORTATION LOS TO BE COMPLETED.
- 8.7.7 Ensure that the transportation system is adequate to serve existing and future land uses by developing a multimodal transportation concurrency management system.
- 8.7.8 Modeling of the city's transportation system shall be at an arterial and collector level, and used to identify system needs to improve public safety and human health.
- 8.7.9 Protect the investment in the existing system and lower overall life-cycle costs through effective maintenance and preservation programs.
- 8.7.10 Improve safety of the transportation system and, in the long term, achieve the state's goal of zero deaths and disabling injuries.

Commented [A1]: What is status of these?

Commented [A2R1]: Any update on the analysis to determine the LOS for these two?



**GOAL 8.8 Coordinate infrastructure planning and financing with other agencies to ensure implementation of a system that supports regional mobility goals and land use plans.**

Policies

- 8.8.1 Develop an annual Six Year Transportation Improvement Program (TIP) that is financially feasible, leverages available City funding, and is consistent with the Comprehensive Plan.
- 8.8.2 Investigate alternative methods of obtaining financing for transportation improvements, including local option taxes, bonding, Local Improvement Districts, combining efforts with other agencies, grant and loan opportunities such as the Public Works Trust Fund, and interlocal agreements for mitigation costs with Snohomish County.
- 8.8.3 Develop a 20-year finance plan that balances transportation improvement needs, costs, and revenues available for all modes to assist in updating the Transportation Impact Fee (TIF) program and the annual adoption of the Six-Year Transportation Improvement Program (TIP).
- 8.8.4 Ensure that the transportation system is adequate to serve all existing and future land uses by administering a concurrency management system, exploring alternatives for demand management, and securing adequate financing for transportation. If the adopted LOS cannot be maintained, then the City will not issue development permits until:
  - a.) Mitigation restores LOS to adopted standard;
  - b.) Improvements to restore LOS are funded;
  - c.) Land use element growth capacity is reduced; or
  - d.) Adopted LOS is changed to allow development.
- 8.8.5 Coordinate on a regular basis with neighboring jurisdictions, regional transportation agencies and the Washington State Department of Transportation to address shared transportation needs and concerns.
- 8.8.6 Work with Snohomish County and neighboring cities to ensure that projects outside of the city do not adversely impact the city's transportation system and do not result in a diversion of traffic through city neighborhoods.
- 8.8.7 Continue coordination with the Washington State Department of Transportation on State Route corridor improvements with an emphasis on SR-9 and SR-204 vicinity safety and capacity improvements.

## GOALS AND POLICIES

### GOAL 9.1 THE CITY WILL STRIVE TO BE A SUSTAINABLE AND EQUITABLE COMMUNITY AROUND THE LAKE WITH UNSURPASSED INFRASTRUCTURE FOR AN EXCEPTIONAL QUALITY OF LIFE.

#### Policies

- 9.1.1 Ensuring good fiscal stewardship.
- 9.1.2 Using smart growth principles to understand how the city's adopted growth targets and planned growth pattern affects the investments that will be needed, and investing in where new growth should be projected to occur.
- 9.1.3 Expertly planning for the short and long term costs to support infrastructure expenditures and leave a quality legacy.
- 9.1.4 Consider equity, sustainability, energy efficiency and environmental justice when siting, developing and maintaining infrastructure and public facilities.
- 9.1.5 Thoroughly evaluate existing infrastructure as part of future annexation efforts and coordinate with the county on identifying needed improvements.

### GOAL 9.2 PROVIDE PUBLIC FACILITIES IN A MANNER WHICH PROTECTS INVESTMENTS IN, AND MAXIMIZES USE OF, EXISTING FACILITIES AND PROMOTES ORDERLY COMPACT URBAN GROWTH.

#### Policies

- 9.2.1 Provide Capital improvements ~~shall be provided~~ to correct existing deficiencies, to replace worn out or obsolete facilities and to accommodate ~~desired~~ projected future growth.
- 9.2.2 Incorporate measures to strengthen resilience to climate impacts and natural disasters when developing and maintaining city facilities and infrastructure.
- ~~9.2.32~~ 9.2.3 ~~Include~~ Capital improvement projects identified for implementation in this Plan and at a cost of at least \$10,000 ~~shall be included~~ in the Six-Year Schedule of Improvement. Capital improvements with a cost of less than \$10,000 should be reviewed for inclusion in the six-year Capital Improvement Program and the annual capital budget.
- ~~9.2.43~~ Proposed capital improvement projects shall be evaluated and prioritized in

consideration of the following criteria:

- a. Need exists to correct existing deficiencies, replace facilities, or to provide for growth;
- b. Elimination of public hazards;
- c. Elimination of capacity deficits;
- d. Financial feasibility;
- e. Site needs based on projected growth patterns;
- f. Environmental impacts;
- g. New development and redevelopment;
- h. Plans of state agencies; and
- i. Local budget impact including costs for operations and maintenance.

**GOAL 9.3 DEVELOPMENT SHALL BEAR ITS FAIR SHARE OF COSTS OF PROVIDING PUBLIC FACILITIES AT THE ADOPTED LEVELS OF SERVICE.**

Policies

- 9.3.1 Transportation and park impact fees shall be ~~sufficient-analyzed and periodically updated~~ to ~~ensure they~~ pay the fair share of improvement costs necessitated by new development.
- 9.3.2 Appropriate funding mechanisms for developments' contribution of a fair share of other public facility improvements [such as recreation, drainage and solid waste] will be considered for implementation as the city develops them.

**GOAL 9.4 PROVIDE NEEDED CAPITAL IMPROVEMENTS TO MAINTAIN ADOPTED LEVELS OF SERVICE.**

Policies

- 9.4.1 The city shall continue to adopt an annual capital budget and a six-year capital improvement program as part of its budgeting process.
- 9.4.2 Debt shall be managed so that city general obligation debt will not exceed debt limitations set by state law and the city's ability to pay. There are no limits placed on revenue bonds other than the ability to pay.
- 9.4.3 Efforts shall be made to secure grants or private funds whenever available to finance the provision of capital improvements.

- 9.4.4 Fiscal policies to direct expenditures for capital improvements will be consistent with other Comprehensive Plan Elements.

**GOAL 9.5 COORDINATE LAND USE DECISIONS AND FINANCIAL RESOURCES WITH A SCHEDULE OF CAPITAL IMPROVEMENTS TO MEET ADOPTED LEVEL OF SERVICE STANDARDS AND MEASURABLE OBJECTIVES.**

Policies

- 9.5.1 Certain public facilities and services needed to support development shall be available concurrent with the development. The city shall ~~adopt-maintain and periodically update a concurrency program subject to~~ concurrency requirements ~~which shall include~~for transportation, parks and sanitary sewer. The city will consider in the future the feasibility of implementing concurrency for stormwater and potable water.
- 9.5.2 ~~The city will s~~Support and encourage the joint development and use of cultural and community facilities with other governmental or community organizations in areas of mutual concern and benefit.
- 9.5.3 Support and participate in the capital facilities planning process for partner agencies and service districts including the Lake Stevens and Snohomish school districts, Snohomish Regional Fire and Rescue, and Snohomish County PUD.
- 9.5.~~43~~ ~~The city will e~~Emphasize capital improvement projects, which promote the conservation, preservation or revitalization of commercial, industrial and residential areas in Lake Stevens.
- 9.5.~~54~~ Proposed Plan amendments and requests for new development or redevelopment shall be evaluated according to the following guidelines as to whether the proposed action would:
- Contribute to a condition of public hazards;
  - Exacerbate any existing condition of public facility capacity deficits;
  - Generate public facility demands that exceed capacity increase planning in the Six-Year Schedule of Improvements;
  - Conform to future land uses as shown on the future land use map of the Land Use Element;
  - Accommodate public facility demands based upon adopted LOS standards and attempts to meet specified measurable objectives, when public facilities are developer-provided;

- f. Demonstrate financial feasibility, subject to this element, when public facilities are provided, in part or whole, by the city; and
- g. Affect state agencies' facilities plans and siting of essential public facilities.

9.5.65 Continue to update prioritizations on Table 9.2 as needs are identified; and move projects/facilities to and/or from Table 9.1 to 9.2 as funding becomes available.