

JEH/crd
11/22/91

DGA 89-1, Growth Boundary
Annexation Policy

ORDINANCE NO. 1658

ORIGINAL

AN ORDINANCE OF THE CITY OF REDMOND,
WASHINGTON, AMENDING CHAPTER 20B.80 OF THE
REDMOND COMMUNITY DEVELOPMENT GUIDE IN ORDER
TO UPDATE THE 1990 GROWTH BOUNDARIES, DGA 89-
1.

WHEREAS, Chapter 20B.80 of the Redmond Municipal Code and
Community Development Guide adopts 1990 growth boundaries and
policies related to annexation and growth by the City, and

WHEREAS, the City Staff, a Citizen's Committee, the
Planning Commission, and the City Council have conducted extensive
study of potential annexation areas and the City's growth policies
for the purpose of updating Chapter 20B.80, and

WHEREAS, the Planning Commission held at least one public
hearing concerning proposed amendments to the Redmond Community
Development Guide in order to implement new goals, policies and
growth boundaries, and

WHEREAS, the City Council has determined to implement the
1990 Growth Boundary Update through the adoption of the map, goals
and policies set forth in this ordinance, now, therefore,

THE CITY COUNCIL OF THE CITY OF REDMOND, WASHINGTON,
HEREBY ORDAINS AS FOLLOWS:

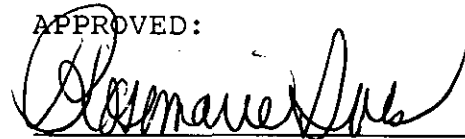
Section 1. Government Jurisdiction Boundaries. Chapter
20B.80 of the Redmond Municipal Code and Community Development
Guide is hereby amended to read as set forth in Exhibit A, attached
hereto and incorporated herein by this reference as if set forth in

full. The Potential Annexation Areas Map attached as part of Exhibit A is hereby adopted and made a part of Section 20B.80.020.

Section 2. Severability. If any section, sentence, clause or phrase of this ordinance should be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance.

Section 3. Effective Date. This ordinance, being an exercise of a power specifically delegated to the City legislative body, is not subject to referendum, and shall take effect five (5) days after passage and publication of the ordinance or a summary thereof consisting of the title.

APPROVED:



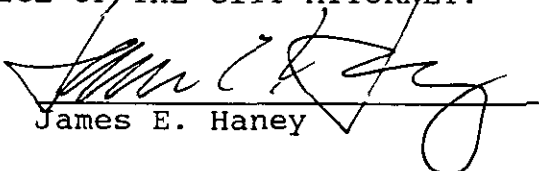
MAYOR, ~~DOREEN MARCHIONE~~
Rosemarie Ives

ATTEST/AUTHENTICATED:


CITY CLERK, DORIS SCHAIBLE

APPROVED AS TO FORM:
OFFICE OF THE CITY ATTORNEY:

By:


James E. Haney

FILED WITH THE CITY CLERK:
PASSED BY THE CITY COUNCIL:
PUBLISHED:
EFFECTIVE DATE:
ORDINANCE NO. 1658

December 5, 1991
December 10, 1991
December 15, 1991
December 20, 1991

20B.80.010 GOVERNMENTAL JURISDICTION PROFILE

CITY BOUNDARIES

The City boundaries of Redmond for most purposes establish the territory in which City services are provided and City policies and ordinances are applied.

Redmond was incorporated in 1912 with an area of 192.9 acres. The first annexation to the City took place in 1951 and added 332 acres. A summary of Redmond's annexation history is contained in the "Annexation History" table.

ANNEXATION HISTORY

Period of Annexation	Annexation Numbers	Area Annexed In Acres	Cumulative Area of City In Acres
Dec. 1912	Original Incorporation	193	193
April 1951 April 1955	1-2	332	525
Jan. 1956 Aug. 1960	3-18	1910	2435
Sept. 1961 Nov. 1964	19-37	3252	5687
Dec. 1964 Sept. 1969	38-49	1143	6831
Oct. 1969 Dec. 1975	50-59	204	7034
Jan. 1976 Dec. 1978	60-73	656	7696
Jan. 1979 Oct. 1982	73-83	812	8508
Nov. 1982 Nov. 1986	84-93	418	8944
Dec. 1986 June 1991	94-103	235	9179

ADDITIONAL JURISDICTIONS IN THE PLANNING AREA

Within the Redmond Planning Area, discussed below, Redmond and King County are only two jurisdictions with decision making authority affecting land use. The following table lists some of the many governmental units with jurisdiction, service responsibilities or at least an interest in some part of the Redmond Planning Area.

General Purpose Governments

- Bellevue
- Kirkland
- King County

Water Districts/Associations/Companies

- Union Hill Water Association
- Water District #81
- Water District #82
- Water District #104
- Water District #22
- NE Sammamish Water and Sewer District

Fire Districts

- Fire District #34, administered by Redmond
- Fire District #10
- Fire District #36
- Bellevue Fire Department

Police Districts

- Redmond Police Department
- Kirkland Police Department
- King County Department of Public Safety

School Districts

- Bellevue #405
- Lake Washington #414
- Northshore #417
- Snoqualmie Valley #410

Sewer Districts

- Sewer District #82
- Sewer District #104
- N.E. Sammamish Water and Sewer District
- Sammamish Plateau Water and Sewer District

The school, water, sewer and fire districts are discussed in more detail in Section 20B.70.010, "Community Facilities...Profile."

Along with the Local agencies exercising authority within the Redmond Planning Area, there are a large number of regional and supra-regional jurisdictions that influence land use decisions. These jurisdictions include the following:

- Environmental Protection Agency (EPA)
- Department of Housing and Urban Development (HUD)
- Department of Transportation (DOT)
- U.S. Army Corps of Engineers
- Bonneville Power Administration (BPA)
- All State agencies including:
 - Department of Ecology (DOE)
 - Department of Game
 - Department of Fisheries
 - Department of Transportation
- King County and its departments
- Puget Sound Regional Council
- Municipality of Metropolitan Seattle (METRO)
- Port of Seattle
- Central Puget Sound Economic Development District
- Community Health Centers of King County
- Seattle-King County Department of Public Health
- Puget Sound Air Pollution Control Agency

INTERGOVERNMENTAL LAND USE PLANNING AND DEVELOPMENT REVIEW

(20B.80.020)

The City of Redmond works with other jurisdictions to plan for land use and infrastructure in areas surrounding the City. There are four types of "areas of interest," briefly described below.

A. Planning Area

The Planning Area is the area outside of the City limits where the City prepares or participates in preparation of land use policies. This larger context enables the City to relate land use plans within the City limits to the policies that apply to lands immediately adjacent. The City also seeks to avoid negative impacts from nearby land use changes.

B. Municipal Service Area

Within the Planning Area is the Municipal Service Area. It includes the City's water, sewer and fire protection franchise areas and areas where the City has a contractual obligation to provide municipal services. The area includes lands currently being served as well as those which are planned to receive such service.

C. Annexation Area

The Potential Annexation Area falls within the larger Planning Area. The "City of Redmond Potential Annexation Areas" map represents the area where the City would consider annexations if other City goals and policies are met.

D. Impact Area

The City also recognizes an unmapped Impact Area outside of the city limits within which major new developments and land use activity are likely to have an impact on the City. This Impact Area includes major drainage basins and traffic sheds. Within the Impact Area, the City, County and adjacent cities notify one another of major projects, plans or programs. Although the City does not intend to formulate land use policy in this area, it would request a part in SEPA compliance for projects proposed within this area. The Impact Area would vary, depending on the issue and scope. Areas generally located in the Impact Area include Overlake, Evergreen Highlands, Woodinville, the Sahalee and Bear Creek Plateaus and Lake Sammamish.

Intergovernmental Coordination

The City has a strong interest in how development occurs adjacent to it, as city residents are affected by County and adjacent city land use plans, regulations and development. The following goals and policies indicate how the City will work with other jurisdictions on land use plans and related actions within the City's Planning and Impact areas.

GOAL: The City and surrounding jurisdictions should work cooperatively to achieve mutual public goals for areas of common interest.

POLICY: Encourage the coordination and, where appropriate, the joint development, of capital improvement programs and projects with neighboring jurisdictions.

POLICY: Encourage the coordination of land use planning with neighboring jurisdictions.

POLICY: Work toward the phasing and managing of development with King County and the neighboring special purpose districts.

POLICY: Work toward the consolidation of special purpose service districts, where possible and practical.

POLICY: Pursue City goals and protect City interests by working with surrounding governments and special purpose districts using all of the following methods:

1. Use interlocal agreements to formalize mutual goals and intentions for joint decision making;
2. Review and comment on other agencies' SEPA documents;
3. Assume lead agency status for projects under SEPA on actions where the City must provide service or expects to annex;
4. Obtain agreement to jointly review and condition development approvals with other governments and special purpose districts which have direct authority;
5. Coordinate with other agencies' planning of and conditions for development of utilities and infrastructure to meet the City's goals and policies;
6. Work with elected and administrative officials of other agencies to inform them of Redmond's concerns and policies and to collaborate on problem solving.

Annexations and Incorporations

As urban and suburban areas develop, local residents often seek greater local control of land use, capital improvements and other policy through either annexation or incorporation of new cities. The following goals and policies set forth principles to guide the City's response to annexation and incorporation proposals.

GOAL: Urban areas should be served by cities, including existing cities or newly-incorporated ones.

POLICY: The City will consider annexation of areas within the boundaries shown on the map, "Potential Annexation Areas" when proposals are consistent with the other goals and policies of this chapter.

POLICY: The City will update the Potential Annexation Areas map in conjunction with area-wide land use plans as follows:

1. If areas designated "Study Area" in the Bear Creek Neighborhood are redesignated by the City for urban densities they will be added to the Potential Annexation Areas map.
2. If any of the uplands in the Southeast Redmond subarea are redesignated for urban densities, they should be included in the Potential Annexation Areas Map at the time the study recommendations are adopted.
3. Areas north of NE 124th/128th Street may be appropriate for inclusion in the Potential Annexation Areas map. Consideration for inclusion should occur as part of review and adoption of the Northshore Community Plan.
4. Urban-designated Areas on the Sammamish Plateau, to SE 8th Street, are included in the Potential Annexation Areas map. This area should be reviewed and amended through review and adoption of the East Sammamish Community Plan.

POLICY: Evergreen Highlands, Performance Area D may be appropriate for inclusion in the Potential Annexation Areas map. Redmond and Bellevue should evaluate this issue in conjunction with review of annexation and development proposals.

POLICY: The City will work cooperative with citizen efforts to incorporate urban designated areas surrounding the City by helping to develop information on incorporation and annexation costs and benefits.

POLICY: Limit the provision of municipal services generally to territory within the City.

Annexation Consistent with Goals and Policies

Annexations require coordination between cities, counties and special purpose districts to provide appropriately for services and development review. The following subsection sets forth the standards for implementing City goals and policies for potential annexation areas.

GOAL: Assure annexations are consistent with and implement land use goals and policies.

POLICY: The City and County should work together to prepare for annexations by using interlocal agreements, land use policies and regulations and other methods to assure implementation of the following mutual goals:

- Rural densities within the Bear, Evans and Patterson Creek corridors should be preserved;
- Environmentally sensitive areas should be preserved and protected;
- A full range of public services should be provided to urban areas to accommodate growth prior to or concurrent with development, and;
- Urban and rural densities shown in the adopted land use plans of King County and Redmond should be implemented.

POLICY: Do not allow future sewer connections in rural areas through which a sewer line goes unless to correct a public health and safety problem.

Rural and Agriculture Areas

Rural and resource lands adjacent to urban areas have historically experienced pressure to develop at higher densities. Proximity to the City or annexation can raise property owner expectations for more intensive development, and may result in disinvestment in resource or rural land use. In light of these pressures for change, and the City's strong interest in long term rural preservation, the City will need to seek and use stronger tools to assure preservation of rural areas and agricultural areas within and adjacent to the City. The City should be a leader in encouraging the co-existence of urban and long term rural lands.

GOAL: Preserve designated rural and agricultural areas within and adjacent to the City.

POLICY: Pursue methods to emphasize the City and County's commitment to preserving rural and agricultural areas including:

1. Enter into contractual agreements such as interlocal agreements with King County and special purpose districts to jointly commit to preserving rural areas.
2. Work jointly with other jurisdictions to develop and use effective tools to preserve rural and agricultural areas both within and outside City boundaries. These tools should include dedication of development rights, conservation easements, and transfer of density credits programs.

3. Apply rural zoning prior to annexing any rural areas located in the Potential Annexation Area and fix the zoning upon annexation for the maximum amount of time allowed by State statutes.

POLICY: Seek a clarification of State statutes to recognize permanent rural lands inside cities as a legitimate part of achieving state growth management goals where:

- it would preserve environmentally critical areas;
- it would preserve areas of existing rural activities that are important to a community's vision and part of the community's long range comprehensive plan.

Potential Annexation Areas Map

Growth in the region underscores the need for governments at each level -- state, regional, county and local -- to coordinate their planning and decision-making. Annexation is an example of where that coordination is especially needed. By planning ahead for potential annexation, the City can more effectively plan for service provision and compatible land use.

The Potential Annexation Areas Map reflects the following concepts:

- Areas designated for urban/suburban densities (generally commercial, industrial and 1 unit per acre or greater density residential) require a full range of urban services, which are most efficiently and consistently supplied by cities.
- Rural (less than 1 dwelling unit/acre) and agricultural areas not needing urban services should come into cities only when including them is necessary to maintain logical boundaries and consistent service provision.
- King County has adopted plans calling for urban density in the areas east, north and southeast of the City. If these areas develop, they will need services and should be in cities.
- In many cases more efficient and cost effective services can be provided when urban areas inside the City of Redmond's service area annex to the City rather than incorporate or join another city.
- Cities can provide a cost efficient package of services to urban density areas; City services are less efficiently provided to low density residential areas.
- People in existing neighborhoods often identify with a particular city, and this sense of connection should be respected as Redmond annexes.

- Neighborhoods with an orientation and identification with Redmond should be allowed to annex eventually to the City. This identification can spring from post office/ mailing address, school district boundaries, access to business and facilities from home, access to arterials and other neighborhoods in that community, topography, land use, lifestyle (rural vs. urban/suburban), and a community focal point.
- The sensitive environmental features adjacent to and east of Redmond are important to Redmond residents; these areas are visible from and part of Redmond's identity and quality of life. Including them within the City gives Redmond residents a stronger voice in preservation and management.
- Where possible, topography should be used as a boundary, particularly if it is used to divide urban and rural land uses. Topographic boundaries help establish more easily recognizable boundaries which make it easier to provide emergency and utility services and also strengthen a community's sense of identity.
- Annexation boundaries should coincide with service district boundaries to the greatest extent possible.
- Annexation boundaries should contribute to the efficient provision of services, such as police, fire, water, sewer, and transportation, to City residents.

The concepts discussed above provided a basis for the boundaries on the "Potential Annexation Areas" map. The map includes areas developed or planned for urban densities and some intervening rural areas. The boundaries are described as follows:

- On the north the map includes areas up to NE 124th St./NE 128th, reflecting current interlocal service agreements.
- To the east the map includes lands adjacent to the City, generally west of Bear Creek, where urban/suburban densities have been adopted by King County and City of Redmond plans. Lands under study for potential urban densities are indicated as potential additions, to be determined in conjunction with City land use plan decisions.
- On the southeast, areas designated by the County for densities of 1 unit/acre and greater were included; planned and existing rural densities were excluded.
- On the southwest the boundaries are generally the Bellevue-Redmond Road and NE 20th St.
- On the west, 132nd Avenue NE and 148th Ave. NE are generally the annexation boundaries.

The map includes most urban-designated areas in City and King County land use plans because areas developed at these densities typically require high levels of police, fire, sewer, water, park/recreation, administrative and transportation services. In Washington State, cities have the widest range of authority and revenue raising ability to provide this package of services. Most cities can provide this package at lower cost and more efficiently than counties or regional governments, and in a way which is more responsive to local needs.

GOALS AND POLICIES FOR REVIEWING PROPOSED ANNEXATIONS

(20B.80.030)

This section accompanies the "Potential Annexation Areas" map and sets forth goals and policies further defining it and indicating criteria for review and approval of individual annexations.

A. Regulations Prior to Annexation

State law enables cities to establish land use policies and zoning for areas that may annex. City/County agreement on land use for these areas can eliminate potential annexation disputes and clarify policy intent for all interested parties. The following goals and policies encourage establishment of regulations through joint city/county planning for potential annexation areas prior to any application.

GOAL: Provide clear policy direction on land use for potential annexation areas.

POLICY: Adopt pre-annexation zoning to establish City intent in regulating areas once they annex.

POLICY: Pre-annexation zoning and associated development proposals for annexation areas should be consistent with the land use plan.

POLICY: Use interlocal agreements to provide for joint review of development prior to annexation and during the period of transition between governments.

POLICY: Individual annexations should improve environmental quality and semi-rural characteristics consistently with Community Development Guide policies through use of the following:

1. Open space;
2. Trail and park systems (consistent with Community Development Guide standards);
3. Preservation of environmentally sensitive areas;
4. Maintenance of existing agricultural lands, and adjacent land uses that are consistent with agricultural uses, and;
5. Maintenance of a diversity of habitat for existing flora/fauna.

B. Rural Areas

These goals and policies indicate the City's intent to preserve long term rural areas and methods to accomplish that.

GOAL: Use annexation conditions to preserve rural designated areas that annex to the City.

POLICY: Annex designated rural areas only when necessary to maintain logical service boundaries and only when long term rural use and density can be assured.

POLICY: Utilize a variety of techniques when annexing to assure preservation of rural areas including:

1. Use "critical areas" designations, where applicable, for rural areas;
2. Use a variety of long term preservation methods such as transfer of density credits, dedication of development rights, conservation easements, contract zoning running with the land, and rural and agricultural use protection districts.

C. Neighborhoods

Frequently, people in neighborhoods adjacent to the City identify strongly with a particular community. This sense of community should be respected as Redmond annexes.

GOAL: As City boundaries are extended, preserve the integrity of existing and planned neighborhoods.

POLICY: Annexation boundaries should not dissect neighborhoods.

POLICY: Annexation boundaries should be drawn based on neighborhood indicators such as: post office/ mailing address, school district boundaries, access to business and facilities from home, access to arterials and other neighborhoods in that community, topography, land use, lifestyle (rural vs. urban/suburban), and community focal points.

D. Service Areas and Identifiable Boundaries

Extension of services often immediately follows annexation and can be the main reason to annex. The shape of an annexation, timing and land uses in an annexed area will affect both the immediate and long-term cost of needed services.

GOAL: Annexations should be designed and timed to result in efficient and cost effective provision of services by the City.

POLICY: Annexations should have regular boundaries based on service delivery, and should use easily-identified landmarks for boundaries (such as streets, streams, permanent physical features and existing neighborhood boundaries).

POLICY: Islands of unincorporated area and City peninsulas should be avoided. Lands closest to City boundaries should annex before areas further out. Annexations should avoid peninsular or finger shapes, especially if extending into areas planned for long term rural densities.

POLICY: Where possible, expand the City boundaries logically via contiguous land formations to reflect service needs tied to land formations, such as drainage management.

E. Fiscal Issues

Rapid annexation of new areas can create demand for additional City services, diverting City monies away from services to existing residents. The economies of scale that cities experience in extending services to new areas decrease when those areas are low density and/or produce little tax revenue. State law allows cities to decide for each annexation whether new residents should help pay for bonds issued by existing residents. Often such bonds fund facilities already being used by people outside the City; in other cases, annexation may increase use of the facilities.

GOAL: Annexations should have a positive fiscal impact on the City, and should help maintain or enhance existing levels of service and revenue.

POLICY: The cost of services to an area should be analyzed and needed improvements be identified in light of potential revenue prior to accepting an annexation.

POLICY: Individual annexations should be timed or conditioned to assure revenue equals or exceeds costs of service to the area in the long term. Annexations should contribute to a revenue neutral status for the City.

POLICY: Areas designated urban should be annexed only after commitments for providing and paying for necessary facilities and services are secured from property owners and commitments for mitigating impacts are obtained.

POLICY: Newly annexed territory should assume its equitable share of the City's bonded indebtedness.

F. Transportation Facilities

This subsection establishes guidelines for individual annexations to assure annexations make adequate provisions for road improvements at City standards, and to encourage assignment of responsibility for construction and maintenance of roads and intersections to a single jurisdiction.

GOAL: Individual annexations should enhance transportation facility construction and maintenance.

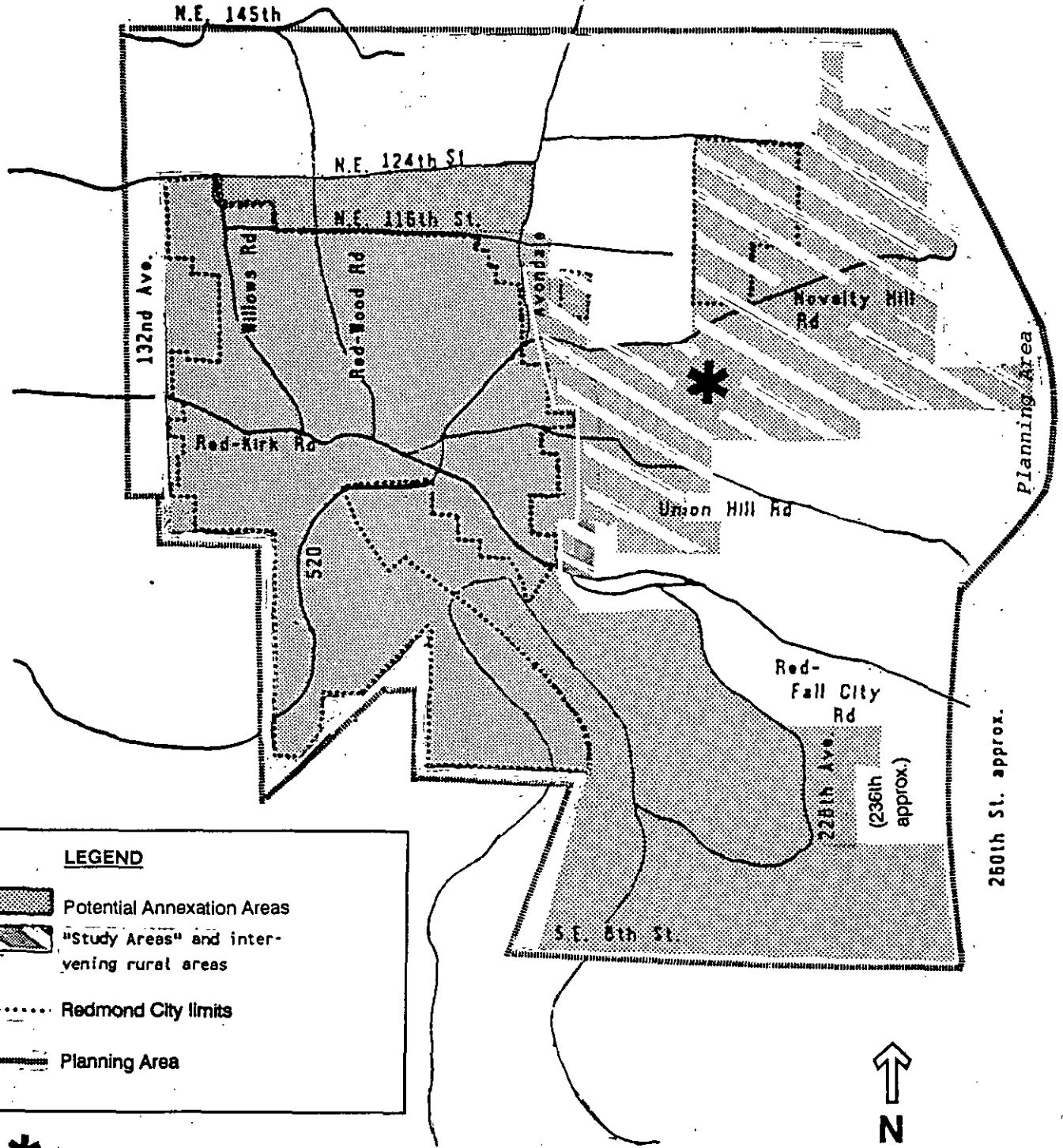
POLICY: Street systems in annexed areas should meet City standards for the existing density. If not to City standards, annexation should occur only when necessary improvements are funded.

POLICY: In most cases, annexations which include streets should include the full right of way; annexing half streets should be avoided.

POLICY: Annexations bordering major intersections should include all of the intersection.

o:\kvt\Cynthia\@IRVSGB2.DOC

City of Redmond
 Potential Annexation Areas Map



* "Study Areas" and intervening rural areas east of the dashed line are excluded from the potential annexation area unless the "Study Areas" are designated for urban densities.