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DGA 96-003

ORDINANCE NO. 1905

ORIGINAL

AN ORDINANCE OF THE CITY OF REDMOND, WASHINGTON, AMENDING THE COMPREHENSIVE PLAN IN ORDER TO COMPLY WITH THE RULINGS OF THE CENTRAL PUGET SOUND GROWTH MANAGEMENT HEARINGS BOARD IN BENAROYA, ET AL. V. CITY OF REDMOND AS TO POPULATION PROJECTIONS AND POPULATION-DRIVEN ASSUMPTIONS, AND AS TO RESIDENTIAL DENSITIES, DGA 96-003.

WHEREAS, Ordinance 1847 of the City of Redmond, passed by the City Council on July 18, 1995, adopted a comprehensive plan to comply with the mandates of the Growth Management Act, Chapter 36.70A RCW, and

WHEREAS, in Benaroya, et al. v. City of Redmond, CPSGMHB Consolidated Case No. 95-3-0072, Final Decision and Order (March 25, 1996), the Central Puget Sound Growth Management Hearings Board ruled that certain portions of the Comprehensive Plan were not in compliance with the GMA and remanded those portions to the City for modification, and

WHEREAS, pursuant to appropriate mailed and published notice, the Redmond Planning Commission held a public hearing on the amendments set forth in this ordinance on August 14 and August 21, 1996, and, in addition, accepted written comments on the proposed ordinance until August 30, 1996, and

WHEREAS, the Planning Commission considered the public testimony and comment received by it and, on September 11, 1996, forwarded the amendments set forth in this ordinance to the City Council with a recommendation for approval, and

WHEREAS, the City Council considered the Planning Commission's recommendation at a public meeting on September 17, 1996 and decided to adopt the amendments as provided in this ordinance, NOW, THEREFORE,

THE CITY COUNCIL OF THE CITY OF REDMOND, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Findings, Conclusions and Analysis. In support of the amendments to the Comprehensive Plan adopted by this ordinance, the City Council hereby adopts the Findings, Conclusions, and Analysis contained in the Planning Commission Report to the City Council dated September 17, 1996 and signed by the Planning Commission Chair on September 11, 1996, together with Attachment A to that report.

Section 2. 2012 Population. The narrative preceding Policy FV-2 of the Comprehensive Plan is hereby amended to establish a projected 2012 population of 56,550 and to read as set forth in Section 1(A) of Attachment A to this ordinance, which is hereby incorporated herein by this reference as if set forth in full. In addition, all other references in the Comprehensive Plan to a 2012 population of 51,470 are hereby amended to refer to a 2012 population of 56,550.

Section 3. Average Gross Density for Plans and Zones. Policy LU-21 of the Comprehensive Plan is hereby amended to reduce the average gross density required for plans and zones from seven units per gross acre to six and one-half gross units per acre and to read as set forth in Section 2(A) of Attachment A to this ordinance.

Section 4. Residential Density on Developable Portion of Keller Farm. Policy LU-28 of the Comprehensive Plan is hereby amended to reduce the maximum allowable density

on the developable portion of the Semi-Rural land north of Bear and Evans Creeks and east of Avondale Road and commonly known as the Keller Farm from 10 units per acre to six units per acre and to read as set forth in Section 11(A) of Attachment A to this ordinance.

Section 5. Clarification of Low-Moderate Density Policies. Policies LU-30 through LU-33 of the Comprehensive Plan and the preceding narrative are hereby amended, and a new Policy LU-34 is hereby added, in order to clarify that the Low-Moderate Density Residential Zoning Policies will not result in zones less dense than four units per acre and to read as set forth in Section 12(A) of Attachment A to this ordinance.

Section 6. Consistent Zoning Districts for the Low-Moderate Density and Moderate Density Residential Designations. Policy LU-118 of the Comprehensive Plan is hereby amended to revise the list of consistent zoning districts applicable to the Low-Moderate Density and Moderate Density Residential Designations and to delete the Park zone, and to read as set forth in Section 15(A) of Attachment A to this ordinance.

Section 7. Upper Limit on Densities for the Low-Moderate Density Residential Designation. Policy LU-123 of the Comprehensive Plan is hereby amended to change the upper limit of the range of residential densities applicable to the Low-Moderate Density Residential designation from eight units per acre to six units per acre and to read as set forth in Section 16(A) of Attachment A to this ordinance.

Section 8. Lower Limit on Densities for the Moderate Density Residential Designation. Policy LU-124 of the Comprehensive Plan is hereby amended to change the lower limit on the range of residential densities applicable to the Moderate Density Residential

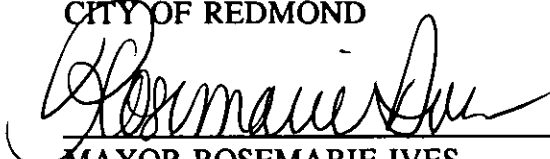
Designation from nine units per acre to eight units per acre and to read as set forth in Section 17(A) of Attachment A to this ordinance.

Section 9. PRO Plan Tables. Tables P-6, P-7, P-8 and P-9 of the Parks and Recreation Chapter of the Comprehensive Plan are hereby deleted and Table P on Attachment A is hereby added in order to revise the summary of park and facility needs within the Redmond City limits to take into account the change in the City's 2012 population projection from 51,470 to 56,550 and in order to comply with the Central Puget Sound Growth Management Board's requirement that the City amend any population-driven assumptions to reflect the increased population projection.

Section 10. 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 11. 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 an approved summary thereof consisting of the title.

CITY OF REDMOND

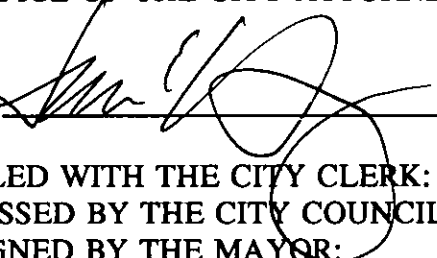


MAYOR ROSEMARIE IVES

ATTEST/AUTHENTICATED:

Bonnie Mattson
CITY CLERK, BONNIE MATTSON

APPROVED AS TO FORM:
OFFICE OF THE CITY ATTORNEY:

By: 

FILED WITH THE CITY CLERK:	September 13, 1996
PASSED BY THE CITY COUNCIL:	September 17, 1996
SIGNED BY THE MAYOR:	September 17, 1996
PUBLISHED:	September 21, 1996
EFFECTIVE DATE:	September 26, 1996
ORDINANCE NO. <u>1905</u>	

ATTACHMENT A

Comprehensive Plan Amendments Proposed to Respond to the Comprehensive Plan Appeal Remands

1. Adopt 56,550 as the 2012 Population of Redmond.

A. Modify the narrative preceding Policy FV-2 as follows. Also change all other references and uses of the population.

To determine the demand for various land uses and services, Redmond has projected future population and employment growth. A population of 56,550~~51,470~~ persons and a total employment base of 68,500 employees is projected for 2012. These projections are coordinated with the Office of Financial Management population projections for King County and the housing and employment targets set by the Countywide Planning Policies. The Comprehensive Plan is on based these population and employment projections. The City will update other plans, such as the water plan and sewer plan, to meet these projections. These plans are called functional plans.

B. Reasons for the Amendments

After Redmond adopted its 1995 comprehensive plan, some parts of the plan were appealed to the Central Puget Sound Growth Management Hearings Board. The board is a state agency created by the Growth Management Act to resolve disputes about whether comprehensive plans and development regulations comply with the Growth Management Act. While the board concluded that most of the Redmond Comprehensive Plan complied with the Growth Management Act, it concluded that some provisions violated either procedural or substantive requirements of the Growth Management Act.

One of these provisions is the population projection included in the 1995 comprehensive plan. The board concluded that the housing population projections complied with the Growth Management Act, but that the population projection did not. The board held that unless different methods of projecting population were approved by the county when it allocated the housing targets, cities must use the same method of estimating population that the county uses. Since Redmond did not, the city's population projections must be recalculated using the county method and the new projections must be used in the plan. *See Benaroya et al. v. City of Redmond*, CPSGMHB No. 95-3-0072, 1763-1765 (March 25, 1996).

To comply with this holding, the city has recalculated the population projection based on the method King County used. Technical Appendix D of the King County Comprehensive Plan describes the method King County used to convert the State of Washington Office of Financial Management population projection to households. Table 4 of Appendix D which shows these calculations is included as Appendix C of this report. The countywide planning policies allocated households to Redmond. Redmond then chose a household target of 9,878. This target was within the range set by the countywide planning policies. So Redmond must then reverse the process King County used to convert population to households to convert households to population.

Table 1 shows how the King County process was applied to determine the population for the City of Redmond.

Table 1 Redmond's 2012 Population Projection prepared using the King County Method		
1993 Total Housing Units		16,517
1993 Households (Occupied Housing Units)		15,599
Increase in Households 1993-2012		9,878
Total 2012 Households		25,477
2012 Average Household Size		2.20
2012 Population in Households		56,049
1993 Population in Group Quarters		504
2012 Total Population		56,553
Redmond Households Derived from Population Using King County Formula as a Check		
	Target 2012	Change 1993- 2012
2012 Total Population	56,553	17,566
Less Population in Group Quarters	504	
Population in Households	56,049	17,566
Household Size	2.20	
Total 2012 Households	25,477	9,878

As was noted above, the population was determined through a reversal of the King County method. That is King County used this method to convert population to households. Redmond needed to convert households to population. As a method of verifying that the methodology was applied correctly, the population was then reconverted to housing units using the same method King County used to convert total county population to households in Table 4 of Appendix D of the County's Technical Appendices (see excerpt in Attachment C of this report). Note that this check results in a target of 9,878 households, which is Redmond's adopted target. The projected 2012 population was then rounded to 56,550.

Since this amendment is a mandatory requirement, we will not analyze its compliance with the comprehensive plan amendment criteria. Public comment on whether the King County methodology was properly applied is encouraged.

C. Public Comments on the Proposed Amendment

Sam Pace, speaking on behalf of the Seattle-King County Association of Realtors®, said that Redmond should use a person per household average of 1.95 and increase the number of units included in the household target to reach the population consistent with the housing unit target set for the city. He said this is the right course because Redmond contemplated a persons per household ratio of 1.95. Since Redmond did not prove this number is unfounded, they must use that number.

Lisa Tracy, a Redmond resident, said that she was very concerned about increasing growth in the city. Redmond lacks the infrastructure needed to accommodate more housing growth and the funding needed to pay for it. The infrastructure should be in place before the growth is allowed. She said the Planning Commission should be very careful about zoning an area that lacks adequate infrastructure.

D. Staff Response

The proposed amendment to Redmond's 2012 population projection adequately addresses the Board's remands for the following reasons:

First, the board upheld the housing target adopted in the 1995 comprehensive plan.

Second, Redmond used a ratio of 1.95 persons per housing unit to estimate future population, not 1.95 persons per household. So the basic assumption that Redmond used a person per household estimate of 1.95 is incorrect.

Third, the board said that Redmond can use the King County assumptions in calculating the 2012 population. The proposed 2012 population of 56,550 does this.

E. Planning Commission Recommendation

The Planning Commission recommends that the 2012 population of 56,550 be adopted. It is consistent with the approved housing target upheld in Redmond's comprehensive plan. It uses the assumptions King County used in converting housing units to population according to the King County Comprehensive Plan Technical Appendix D and so is consistent with the Growth Planning Hearings Board decision. Taking the approach advocated by the Realtors® will require an increased of at least 12,212 households, over 2,330 units more than the target adopted by the Redmond City Council and higher than the Planning Commission recommendation.

10. Change the average gross density required for plans and zones from seven to six and a half housing units.

A. Modify Comprehensive Plan Policy LU-21 as follows:

LU-21 The combined density of all primarily residential Comprehensive Plan designations and zoning districts in Redmond shall average to at least six and half seven units per gross acre.

B. Reasons for the Amendments

The purpose of Policy LU-21 is to guide plan designations and zones so that the needed housing units and affordable housing units can be provided. Policy LU-21 was amended by the Redmond City Council when the 1995 comprehensive plan was adopted to better maintain the desirable character of the city's residential neighborhoods and fit the capability of the land in the city.

In the appeal of the comprehensive plan, the Central Puget Sound Growth Management Hearings Board concluded that Redmond did not provide adequate information and analysis to support the change and the public did not have the opportunity to adequately comment on the change. The board required the city to provide more information and analysis of the change and the opportunity for public comment. *See Benaroya et al. v. City of Redmond*, CPSGMHB No. 95-3-0072, 1772-1774 & 1778 (March 25, 1996). This report contains that information and analysis.

The density target in policy LU-21 applies to the Large Lot Residential, Low Density Residential, Low-Moderate Density Residential, Moderate Density Residential, and High Density Residential Designations. Note that this does not include the high density City Center designation which provides for housing at densities at and above 55 units per acre. Estimates developed by the city's geographic information system (GIS) show that approximately 5,494 acres are in the designations to which policy LU-21 applies with in the City of Redmond. Table 2 shows the number of units that could be generated if the average densities where achieved for each target number. Of course, all of these housing units will not be developed because much of this land is already developed. The difference between the two target numbers is 1,786 housing units.

Acres in Primarily Residential Zones	Land area remaining after deductions for other uses, streets, and undevelopable land (35 %)	Housing Units at 6.5 gross housing units per acre	Housing Units at 7 gross housing units per acre
5,494 acres	3,571 acres	23,212 units	24,998 units

While the change in the housing unit capacity can be quantified, it is more difficult to address the effects on housing affordability. Some observations can be made, however. First as to housing affordable to households making 80 percent or less of the county median income, there has been little change in housing capacity. The needs of those income groups will be primarily met by housing in the Moderate Density Residential, High Density Residential, and City Center Designations. These are the areas that allow housing at the densities, 12, 18, 20, 30, and up to 55 or more housing units per acre needed to be affordable to these income groups. Here, there was

little change between City Council's adopted plan and Planning Commission's recommendation. For example, the City Council's adopted High Density Residential acreage is only 11 acres less than the Planning Commission recommendation. The City Council designated 422 acres as High Density Residential. The City Council increased the Moderate Density Residential designation by twenty-five acres to 615 acres.

Second, the effect of the change will be to allow some lower intensity zones in the Low-Moderate Density Residential and Low Density Residential designations. This will affect housing affordability to middle and upper middle income households to some degree.

C. Compliance with the Comprehensive Plan Amendment Criteria

(i) Consistency with the Growth Management Act, Procedural Criteria, and Countywide Planning Policies

The Growth Management Act urban growth goal, in RCW 36.70A.020(1), encourages development in urban areas where adequate public facilities and services exist or can be efficiently provided. The Growth Management Act's second goal calls for reducing the inappropriate conversion of undeveloped land into sprawling, low-density development. See RCW 36.70A.020(8). Reading both of these goals together, the Central Puget Sound Growth Management Hearings Board has set a bright line test for compact urban development of four housing units per net acre. (*See Bremerton et al. v. Kitsap County*, CPSGMHB Case No. 95-3-0039, 1183 & 1200 (October 6, 1995)). This policy as amended meets this requirement since the average housing gross density is 6.5 units per acre, well above the bright line density.

The Growth Management Act housing goal, in RCW 36.70A.070(2), provides that comprehensive plans are to encourage the availability of housing affordable to all economic segments of the population. The policy, as amended, sets a minimum average density the city must meet. This will help ensure that housing affordable to all income groups is provided. While the policy amendment made by the City Council may not be as effective in this regard as the Planning Commission recommendation, it is still an important policy. The 6.5 housing unit per gross acre target, for example, would mean that the city could not zone all lands within the Low-Moderate Density Designation R-4 and R-5 without adding higher density zoning elsewhere in the city. It is also important to remember that the policy refers to gross density. This is equivalent to net densities of about ten units per acre. *See Susan C. Enger, AICP, Preparing the Heart of Your Comprehensive Plan, A Land Use Element Guide*, 61 (Washington State Department of Community Development, April 1993). Ten units per acre net is the citywide target density set by Oregon's Metropolitan Housing Rule, a rule that has successfully made housing more affordable in the Portland Metropolitan area. *See Paul Ketcham and Scot Siegel, Managing Growth to Promote Affordable Housing: Revisiting Oregon's Goal 10, Technical Report*, 2 & 10 (1000 Friends of Oregon & The Home Builders Association of Metropolitan Portland, September 1991).

Also remember that these calculations include the Large Lot Residential Designation and the Low Density Residential Designations. These comprehensive plan designations are applied to sites that because of natural limitations are not well suited to housing. So they tend to have lower densities. Nevertheless, when included the city's gross density must still average to 6-and-half housing units per acre.

The Growth Management Act, in RCW 26.70A.070, requires that the “vitality and character of established residential neighborhoods” be ensured. The amendments to the policies help achieve this requirement by ensuring that the zones fit existing neighborhoods.

No procedural criteria are implicated by these amendments.

The King County Countywide Planning Policies set targets for affordable housing. By setting a minimum density for all residential plan designations and zones, affordability is enhanced. King County Countywide Planning Policy LU-26 provides that lands within the urban growth area shall be characterized by urban development. The policy requires that all residential plan designations and zones average to at least 6.5 housing units per gross acre, well above the 4 units per acre net set by the Central Puget Sound Growth Management Hearings Board as the definition of compact urban development. So this policy is met.

(ii) Consistency with the Comprehensive Plan policies and designation criteria

The amendment is consistent with the comprehensive plan. The Vision calls for maintaining the character of existing neighborhoods. Framework Policy FV-6 calls for maintaining the character of existing neighborhoods. The preferred land use pattern provides that new residential development should be at densities compatible with existing single-family neighborhoods. Housing policy HO-2 provides for a compatible mix of housing types. The amended policy will help meet these provisions while helping to ensure that affordable housing is provided in Redmond. Providing affordable housing is consistent with Redmond Comprehensive Plan Housing Policy FH-3.

(iii) Consistency with the capability of the land, including the prevalence of sensitive areas

The amendment will allow the city to tailor densities to the capability of the land by allowing less dense comprehensive plan designations and zones on some sensitive areas due to a reduction in the minimum required density.

(iv) Consistency with the preferred growth and development pattern in the Land Use Chapter of the Comprehensive Plan

The preferred land use pattern provides that new residential development should be at densities compatible with existing single-family neighborhoods. The amended policy will help meet these provisions while helping to ensure that affordable housing is provided in Redmond.

(v) Consistency with the capacity of public facilities and services and whether public facilities and services can be provided cost-effectively at the intensity allowed by the designation

Services can be provided at an average gross density of 6.5 housing units per acre.

(vi) Whether the allowed uses are compatible with nearby uses

The amended policy, by allowing a little more flexibility in assigning housing densities to properties, will help ensure that nearby densities are compatible with nearby uses.

- (vii) For amendments whose purpose is to change the allowed uses, the need for the uses and whether the change would result in the loss of the capacity to meet other needed land uses, especially whether the proposed change complies with the policy providing for no-net loss of housing capacity**

Not applicable.

- (viii) Whether there has been a change in circumstances that makes the proposed plan designation or policy change appropriate or whether the amendment is needed to remedy a mistake**

The Central Puget Sound Hearings Board remanded this policy back to the city for more analysis and public comment. This constitutes a change in circumstances.

D. Public Comments on the Proposed Amendment

No comments were made on this amendment.

E. Planning Commission Recommendation

The Planning Commission recommends adoption of the amendment for the reasons set out in B and C above.

11. Change the residential density allowed on the developable portion of the Keller Farm from ten to six housing units per acre.

A. Modify Comprehensive Plan Policy LU-28 as follows:

LU-28 Clustering density bonuses shall be established for the Semi-Rural land north of Bear and Evans Creeks and east of Avondale Road to provide for opportunities for the permanent preservation of large continuous tracts of open space in the aquifer recharge areas and the flood plains adjacent to Evans and Bear Creek. These density bonuses combined with those provided for in policy LU-120, the Semi-Rural Designation, shall allow no more than 29 percent of the site to be developed at a maximum average density of ~~6~~ 10 units per acre. These density bonuses may be allowed if all of the following conditions are met:

- **The density bonus provisions may be used only if all of the Semi-Rural land in the same or related ownership is included in a master plan.**
- **The entire development (including roads and associated infrastructure) shall be contained within the area nearest existing development. Generally this is the northwest portion of the property. Wetlands, habitat, flood and stormwater mitigation, including relocation, replacement, enhancement and compensating storage, may be allowed on the portion of the site not devoted to residential clustering.**
- **The total allowable area for development, excluding flood storage, shall be determined by demonstrating that the entire area is located outside the floodway and that it minimizes and mitigates any intrusions into the high significance aquifer recharge areas and the floodplain.**
- **These density bonus shall be granted through two provisions: One bonus shall be granted for the permanent dedication of the remaining undeveloped portion of the site for open space and limited recreational uses. The second bonus shall be granted for the dedication of land for the Bear Creek trail.**
- **All housing units shall be small-lot, detached single-family units.**
- **View corridors shall be maintained from Avondale Rd. and Union Hill Rd. through the property.**
- **For the 120 acres of property north of Bear Creek and Evans Creek and running from Avondale east, the entire development (including roads and associated infrastructure, but excluding wetlands, habitat, flood and stormwater mitigation) shall not exceed 35 acres and shall be contained within the northwest portion of the property.**
- **Impacts to area wildlife, specifically Great Blue Herons, shall be avoided.**

B. Reasons for the Amendments

In the appeal of the comprehensive plan, the Central Puget Sound Growth Management Hearings Board concluded that Redmond did not provide adequate information and analysis to support this amendment and the public did not have an adequate opportunity to comment on the change. The board required the city to provide more information and analysis of the changes and the opportunity for public comment. *See Benaroya et al. v. City of Redmond*, CPSGMHB No. 95-3-0072, 1772-1774 & 1778 (March 25, 1996). This report contains that information and analysis.

The City Council amended the density allowed on the developable land on the Keller Farm from 10 units per acre to 6 units per acre because of the significant natural limitations on the site. Most of the site is within the hundred-year flood plain, large parts of it are in floodways. Almost all of the property is in a seismic hazard area. Bear and Evans Creeks flow through the property and support important salmon and steelhead and other critical wildlife habitats.

Any development on this site will have to be partially in floodplains and seismic hazards. Too much development will impinge on floodways and the stream itself. The property just cannot support the 310 housing units recommended by the Planning Commission. Staff had recommended against this higher unit count. The potential 210 housing unit density bonus allowed on the property is still a significant density increase over the underlying zoning but may be achievable. The consequences of not making this amendment will be damage to the new homes constructed on the site and damage to the environment. The Keller Farm site specific analysis is hereby adopted as part of this discussion as are the sensitive areas maps in the Draft EIS on the City of Redmond Comprehensive Plan.

C. Compliance with the Comprehensive Plan Amendment Criteria

(i) Consistency with the Growth Management Act, Procedural Criteria, and Countywide Planning Policies

Goal 10 of the Growth Management Act, in RCW 36.70A.020(10), provides for protection of the environment and the quality of life. Reducing the density allowed on some of this property will help protect the environment and is consistent with this goal. Six units per acre over 35 acres, assuming 35 developable acres can be found, will provide economic use of this very constrained property. This meets the property rights goal of the Growth Management Act, in RCW 36.70A.020(6).

The Growth Management Act, in RCW 36.70A.070(1), requires comprehensive plans to include measures to protect Puget Sound and the waterways tributary to it from water pollution. Excessive densities on this property will create higher levels of runoff and pollute Bear and Evans Creeks. Both creeks are salmon spawning streams and tributaries of Puget Sound. The amendment, by reducing densities, will help protect Puget Sound from water pollution.

More density on this property is not needed to meet any of the other goals of the Growth Management Act. Given the environmental constraints, developing more density will be costly and likely would not contribute to housing affordability.

The procedural criteria, in WAC 365-195-305(2)(i) & (j), recommend that as part of the process of preparing a land use element, critical areas (which Redmond refers to as sensitive areas) and open space corridors should be identified and taken into account. This property is an identified open space corridor in the Redmond Comprehensive Plan. The reduced density is based on just such an analysis.

The King County Countywide Planning Policies provide for the protection of the environment and water quality. See Policies FW-4 and FW-5. The density reduction will protect sensitive areas, the amended policy will help protect the environment and water quality.

(ii) Consistency with the Comprehensive Plan policies and designation criteria

Policies NE-10, NE-18, and NE-24 direct development away from the sensitive areas on this property. This property is an identified open space corridor in the Redmond Comprehensive Plan. The density reduction will help implement these policies while giving the landowner some economic use as provided for in Policy FV-8.

(iii) Consistency with the capability of the land, including the prevalence of sensitive areas

By helping to match the intensity of development to the constrained capability of this site due to sensitive areas, the amendment increases consistency with the capability of the land.

(iv) Consistency with the preferred growth and development pattern in the Land Use Chapter of the Comprehensive Plan

The preferred growth and development pattern directs development away from the Bear and Evans Creek Valleys. This property is in both. The amended density will help carry out the preferred growth and development pattern.

(v) Consistency with the capacity of public facilities and services and whether public facilities and services can be provided cost-effectively at the intensity allowed by the designation

Public facilities and services can be provided to the site at the lower density.

(vi) Whether the allowed uses are compatible with nearby uses

Extensive testimony during the comprehensive plan adoption process established that development on this property at ten units per acre over the potential 35 acre development site was not compatible with nearby uses. The reduced density is compatible.

(vii) For amendments whose purpose is to change the allowed uses, the need for the uses and whether the change would result in the loss of the capacity to meet other needed land uses, especially whether the proposed change complies with the policy providing for no-net loss of housing capacity

Not applicable.

(viii) Whether there has been a change in circumstances that makes the proposed plan designation or policy change appropriate or whether the amendment is needed to remedy a mistake

The Central Puget Sound Hearings Board remanded this policy back to the city for more analysis and public comment. This constitutes a change in circumstances.

D. Public Comments on the Proposed Amendment

No comments were made on this amendment.

E. Planning Commission Recommendation

By a vote of 5 to 1, the Planning Commission recommends adoption of the amendment for the reasons set out in B and C above.

12. Clarify that the Low-Moderate Density Residential Zoning Policies will not Result in Zones less Dense than Four Units per Acre and Respond to Remands.

A. Modify Comprehensive Plan Policies LU-28 through LU-32 and the preceding narrative as follows:

Policies on Implementing the Low-Moderate Density Residential Designation

The Low-Moderate Density Residential designation shall be implemented by three residential zones. These zones are intended to create residential zones that provide opportunities for housing at different densities which are compatible with existing neighborhoods while meeting housing needs.

The following policies are intended to guide the application of the three zones. These policies will be used in applying zones through the city-wide rezone adopted in 1996 to implement the adopted comprehensive plan and applications to rezone property in the future.

LU-30 In developed single-family residential neighborhoods, residential zones shall be applied in a manner that is consistent with the neighborhood's building densities and development pattern. Areas designated Low-Moderate Density Residential shall not be given a zone with a density lower than the R-4 zone.

LU-31 For newly developing neighborhoods, a four-unit-per-acre residential zone should be applied to areas which comply with the Low-Moderate Density Residential designation criteria, but due to land capability, public facility limitations, neighborhood policies, or other factors, are not designated for or suitable for development at a greater density.

LU-32~~1~~ For newly developing neighborhoods, a fivesix-unit-per-acre residential zone should be applied to single-family residential neighborhoods that comply with the Low-Moderate Density Residential designation criteria and have public facilities and land capability that is suitable for development at an overall density of five units per gross acre where this density is consistent with neighborhood policies.

LU-32~~3~~ For newly developing neighborhoods, a sixeight-unit-per-acre residential zone should be applied to areas that meet the Low-Moderate Density Residential designation criteria, have land with the capability of being developed at six units per gross acre without significant adverse environmental impacts, can be adequately served with public facilities and services, and where such density is consistent with neighborhood policies.

LU-34 All properties designated Low-Moderate Density Residential shall be zoned R-4, R-5, or R-6. In no case shall policies LU-30 through LU-33 be applied so as to result in a zoned density less than four units per acre in areas designated as Low-Moderate Density Residential. Neighborhood

policies shall not result in a zoned density of less than four units per acre in areas designated as Low-Moderate Density Residential.

Renumber the following policies.

B. Reasons for the Amendments

The amendments to policies LU-30 through LU-33 were made by the City Council. The Central Puget Sound Growth Management Hearings Board remanded these amendments back to the city to clarify that the policies will not result in zones less dense than those set in the comprehensive plan. The remand also required the city to provide more analysis and allow more public comment on whether the zones should be changed from six to five in policy LU-31 and from eight to six in Policy LU-33.

The City Council amended policies LU-30 through LU-33 to clarify how the R-4, R-5, and R-6 zones should be applied in areas the Comprehensive Plan designated as Low-Moderate Density Residential. The policies provide for zones which fit the development capability of the land, existing neighborhoods, and other factors. The new amendments also comply with the board's remand.

The City Council also amended to policies to provide that the density range in the Low-Moderate Density Residential Designation is four to six units per acre. This change was made to better maintain the desirable character of the city's residential neighborhoods and better fit the capability of the land.

The Planning Commission recommended policies set the R-6 zone as the default zone in the Low-Moderate Density Residential Comprehensive Plan Designation and R-8 as the high end. This means that when the zoning is adopted, the R-6 zone would have been the zone chosen unless the area was very well suited to residential uses or not very well suited to residential uses. The amended regulations set R-5 as the default zone and R-6 as the high end. This means that the capacity of the Low-Moderate Density Residential Designation has been reduced. However, this reduction does not affect the target adopted by Redmond because staff never assumed any R-8 zoning in the Low-Moderate Density Residential Designation when calculating targets. The changes also mean that less opportunity to produce housing affordable to lower middle class and working class families will be available in the Low-Moderate Density Residential Designation. Again, this is somewhat mitigated by the fact that even under the policy recommended by the Planning Commission, not a lot of land designated Low-Moderate Density Residential would have been zoned R-8.

C. Compliance with the Comprehensive Plan Amendment Criteria

(i) Consistency with the Growth Management Act, Procedural Criteria, and Countywide Planning Policies

The Growth Management Act urban growth goal, in RCW 36.70A.020(1), encourages development in urban areas where adequate public facilities and services exist or can be provided efficiently. The policies, as amended, further this goal. By maintaining the desirable character of residential areas, new development will be encouraged in existing residential areas with the urban growth area. The policy, by providing that the zones should be consistent with the development pattern in existing developed neighborhoods, maintains the desirable character of the neighborhoods. The policies also take public facilities and services into account when applying zones. The amendments also require that zones applied to these areas have densities of four or

more housing units per acre, gross. This exceeds the bright line test established by the Central Puget Sound Growth Management Hearings Board for compact urban development. Maintaining the desirability of existing residential neighborhoods and applying zoning that exceeds the bright line test will help reduce sprawl as provided for in the Growth Management Act's sprawl reduction goal in RCW 36.70A.020(2).

The property rights goal of the Growth Management Act, in RCW 36.70A.020(6), provides that property owners "shall be protected from arbitrary and discriminatory actions." By providing criteria for applying zones in areas designated Low-Moderate Density Residential, property owners are protected from arbitrary and discriminatory actions.

Goal 10 of the Growth Management Act, in RCW 36.70A.020(10), provides for protection of the environment and the quality of life. By including land capability as a factor in the policies, they will help protect the environment and are consistent with this goal.

The public facilities and services goal of the Growth Management Act, in RCW 36.70A.020(12), provides those public facilities and services necessary to serve new developments should be available at occupancy. These policies provide that public facilities and services should be a consideration in determining the zones that are applied to the various areas designated Low-Moderate Density Residential. This will help implement this goal.

The Growth Management Act, in RCW 26.70A.070, requires that the "vitality and character of established residential neighborhoods" be ensured. The amendments to the policies help achieve this requirement by ensuring that the zones fit those neighborhoods.

No procedural criteria are implicated by these amendments.

The King County Countywide Planning Policies provide for the protection of the environment. See Policies FW-4 and FW-5. By matching zones to the environment, the amended policies will help protect the environment. Policy LU-26 provides that lands within the urban growth area shall be characterized by urban development. The amendments also require that zones applied to areas designated as Low-Moderate Density Residential have densities of four or more housing units per acre, gross. This exceeds the bright line test established by the Central Puget Sound Growth Management Hearings Board for compact urban development. So this policy is met.

(ii) Consistency with the Comprehensive Plan policies and designation criteria

The policies as amended are consistent with the comprehensive plan. For example, the amendments are consistent with the range of zones allowed in the Low-Moderate Density Residential Designation. See Policies LU-118 and LU-123. The policies provide for R-5 zoning where there are no limitations and R-6 zones for areas well suited for it. This will help the city achieve the household target provided for in the countywide planning policies and the comprehensive plan.

(iii) Consistency with the capability of the land, including the prevalence of sensitive areas

The policies, as amended, provide that the capability of the land must be considered in applying the zoning to properties designated Low-Moderate Density Residential by the Comprehensive Plan. This is consistent with this criterion.

(iv) Consistency with the preferred growth and development pattern in the Land Use Chapter of the Comprehensive Plan

The preferred growth and development pattern provides that the densities of new residential developments are to be at densities compatible with those areas. See the Comprehensive Plan Land Use Chapter, "B. The Preferred Growth and Development Pattern" on pages 42-3. The amended policies provide that the zoning is to be consistent with the density of existing residential neighborhoods. So the policies are consistent with the preferred growth and development pattern.

(v) Consistency with the capacity of public facilities and services and whether public facilities and services can be provided cost-effectively at the intensity allowed by the designation

The policies, as amended, provide that the capacity of public facilities and services must be considered in apply the zoning to properties designated Low-Moderate Density Residential by the Comprehensive Plan. This is consistent with this criterion.

(vi) Whether the allowed uses are compatible with nearby uses

The amended policies provide that the zoning of existing residential neighborhoods designated Low-Moderate Density by the comprehensive plan should be consistent with the developed density, provided that the density is at least four units per acre. So the zoning applied to existing residential neighborhoods will be compatible with nearby uses.

(vii) For amendments whose purpose is to change the allowed uses, the need for the uses and whether the change would result in the loss of the capacity to meet other needed land uses, especially whether the proposed change complies with the policy providing for no-net loss of housing capacity

The amendments will not change the allowed uses. So this criterion does not apply.

(viii) Whether there has been a change in circumstances that makes the proposed plan designation or policy change appropriate or whether the amendment is needed to remedy a mistake

The City of Redmond was required by the Central Puget Sound Growth Management Hearings Board to amend these policies. This is a change in circumstance, so this criterion is met.

D. Public Comments on the Proposed Amendment

Sam Pace, speaking on behalf of the Seattle-King County Association of Realtors®, said that the Central Puget Sound Growth Management Hearings Board focused on the densities achieved, not the zoned densities. Since the amendments focus on zoned densities they do not cure the legal deficiency which resulted in the board's remand.

E. Staff Response

Mr. Pace is correct, the board's decision on these policies does discuss actual built densities. However, policies LU-30 through LU-34 only apply to zoning decisions. The board's discussion of these policies also addresses zoned densities. They cannot be used to reduce densities through development review or permit conditions because these policies do not apply to development reviews or permit conditions. Language is added to the narrative that precedes them to underline this point. Since the board remanded policies LU-30 through LU-33, we should address what these policies apply to, guiding zoning in areas designated Low-Moderate Density Residential in the comprehensive plan. To do otherwise may result in confusion or the application of these policies to actions to which they do not apply. Other policies in the comprehensive plan give policy direction regarding minimum built densities.

F. Planning Commission Recommendation

The Planning Commission recommends adoption of the amendments for the reasons set out in B, C, and E above. As to the conflicting testimony between staff and the Mr. Pace, the commission finds that policies LU-30 through LU-34 only apply to zoning decisions and will not apply to development review or development conditions regarding built densities. Consequently, the language should address zoned density only to avoid confusion.

15. Change the zones allowed in the Low-Moderate Density Residential Designation and Moderate Density Residential Designation. Delete the Park Zone.

A. Modify Comprehensive Plan Policy LU-118 as follows:

LU-118 The Comprehensive Plan land use map designations in the following table shall be consistent with the zones shown in the corresponding cell.

**Comprehensive Land Use Plan Map
Designation-Zone Consistency Table**

Land Use Plan Map Designation	Consistent Zoning Districts
Agriculture	Agriculture
Rural/Semi-Rural Urban	RA-5
Large Lot Residential	R-1
Low Density Residential	R-2 and R-3
Low-Moderate Density Residential	R-4, R-56, and R-68
Moderate Density Residential	R-89, R-12, and R-18
High Density Residential	R-20, R-30, and Neighborhood Commercial*
Neighborhood Commercial	Neighborhood Commercial*
Commercial	Retail Commercial and General Commercial
City Center	City Center Zoning Districts
Business Park	Business Park and Neighborhood Commercial*
Manufacturing Park	Manufacturing Park, Industry, and Neighborhood Commercial*
Overlake Office/Mixed Use	Overlake Office/Mixed Use and Neighborhood Commercial*
Design Districts	Design District Zones and Neighborhood Commercial (unless prohibited by the policies for the specific Design District)*
Park and Open Space	All zoning districts, including Park . The site must comply with the designation criteria for the appropriate designation and any applicable policies.

* Where allowed by a neighborhood plan or this chapter.

The RA-5 zone may also be applied to property within any designation where the comprehensive plan designation or zoning is undergoing reevaluation.

B. Reasons for the Amendments

In the appeal of the comprehensive plan, the Central Puget Sound Growth Management Hearings Board concluded that Redmond did not provide adequate information and analysis to support this amendment and the public did not have an adequate opportunity to comment on the change. The board required the city to provide more information and analysis of the changes and the opportunity for public comment. *See Benaroya et al. v. City of Redmond*, CPSGMHB No. 95-3-0072, 1772-1774 & 1778 (March 25, 1996). This report contains that information and analysis.

The City Council deleted the R-8 zone as a zone that can be allowed in areas the comprehensive plan designates as Low-Moderate Density Residential. The City Council substituted the R-8 zone for the R-9 zone in the Moderate Density Residential Comprehensive Plan Designation. The City

Council provided that the R-5 zone could be applied to properties designated as Low-Moderate Density Residential by the Comprehensive Plan.

These changes were made to maintain the desirable character of the city's residential neighborhoods. While protecting existing neighborhoods, they also had the net effect of reducing the capacity in the Low-Moderate Density Residential and Moderate Density Residential Comprehensive Plan designations. It is not possible to quantify this loss of capacity because staff never applied the R-8 to any areas designated Low-Moderate Density Residential or the R-9 zone to any areas designated Moderate Density Residential. However, this reduction does not affect the target adopted by Redmond because staff never included any R-8 in the Low-Moderate Density Residential Designation or R-9 in the Moderate Density Residential Designation in calculating capacity.

The changes also mean that less opportunities to provide housing affordable to lower middle class and working class families will be available in the Low-Moderate Density Residential Designation. This is somewhat mitigated by the fact that even under the policy recommended by the Planning Commission, not a lot of land designated Low-Moderate Density Residential would have been zoned R-8. Substituting the R-8 zone for the R-9 zone in the Moderate Density Residential Comprehensive Plan Designation also reduced the housing affordable to lower middle class and working class families in that designation.

For those who earn lower incomes, it is unlikely the change to the Low-Moderate Density Residential Designation affected the production of housing affordable to low- and moderate-income households given land costs in Redmond. The R-8 zone is unlikely to be able to provide housing that meets the needs of these households. The substitution of the R-8 zone for the R-9 in the Moderate Density Residential Designation probably did not affect the production of housing affordable to low- and moderate-income persons. This is because the R-9 zone also is not likely to provide housing affordable to low- and moderate-income families.

Parks are allowed in all zones, so a separate park zone is not needed.

C. Compliance with the Comprehensive Plan Amendment Criteria

(i) Consistency with the Growth Management Act, Procedural Criteria, and Countywide Planning Policies

The Growth Management Act urban growth goal, in RCW 36.70A.020(1), encourages development in urban areas where adequate public facilities and services exist or can be provided efficiently. The policies, as amended, further this goal. By maintaining the desirable character of residential areas, new development will be encouraged in existing residential areas with the urban growth area.

The Growth Management Act housing goal, in RCW 36.70A.070(2), provides that comprehensive plans are to encourage the availability of housing affordable to all economic segments of the population and to promote a variety of densities. With the amendments, there are still significant opportunities for affordable housing, including the City Center designation which has zones that allow for densities above 55 housing units per acre. As amended, the policy also provides for a wide range of densities, from 1 unit per acre for sites on steep slopes to eight unit per acre designations to 30 and over 55 units per acre. The area devoted to these higher density designations is not trivial. The City Center designation covers 473 acres. The High Density

Residential Designation, 20 to 30 housing units per acre, covers 422 acres. The Moderate Density Residential Designation, 8, 12, 18 housing units per acre, covers 615 acres.

The Growth Management Act, in RCW 26.70A.070, requires that the “vitality and character of established residential neighborhoods” be ensured. The amendments to the policy help achieve this requirement by ensuring that the zones fit those neighborhoods.

No procedural criteria are implicated by these amendments.

The King County Countywide Planning Policy LU-26 provides that lands within the urban growth area shall be characterized by urban development. All of the amended zones provide for urban densities.

The amended policy is permissive as to whether a Park Zone is required, that is a Park Zone is optional. No comprehensive plan policy, except the one being amended, provides for a Park Zone. So deleting the Park Zone from Policy LU-118 is consistent with the Comprehensive Plan.

(ii) Consistency with the Comprehensive Plan policies and designation criteria

The amendment is consistent with the comprehensive plan. The Vision calls for maintaining the character of existing neighborhoods. Framework Policy FV-6 calls for maintaining the character of existing neighborhoods. The preferred land use pattern provides that new residential development should be at densities compatible with existing single-family neighborhoods. The changes to the zones allowed in the Low-Moderate Density Residential Designation will do that. The R-8 zone in the Moderate Density Designation will help provide affordable housing in Redmond. Providing affordable housing is consistent with Redmond Comprehensive Plan Housing Policy FH-3.

(iii) Consistency with the capability of the land, including the prevalence of sensitive areas

The change in the zones allowed in the designations does not directly affect the capability of the land. Land suited for denser zones can be redesignated into higher density designations. The City Council did a few amendments that did reclassify some land into higher density zones.

(iv) Consistency with the preferred growth and development pattern in the Land Use Chapter of the Comprehensive Plan

The preferred land use pattern provides that new residential development should be at densities compatible with existing single-family neighborhoods. The amended policy will help meet these provisions while helping to ensure that affordable housing is provided in Redmond.

(v) Consistency with the capacity of public facilities and services and whether public facilities and services can be provided cost-effectively at the intensity allowed by the designation

The change in the zones allowed in the designations does not directly affect the capability of the public facilities.

(vi) Whether the allowed uses are compatible with nearby uses

The amended policy will increase compatibility with existing nearby uses because the densities will better match existing neighborhoods.

(vii) For amendments whose purpose is to change the allowed uses, the need for the uses and whether the change would result in the loss of the capacity to meet other needed land uses, especially whether the proposed change complies with the policy providing for no-net loss of housing capacity

The amendment does not change the allowed uses.

(viii) Whether there has been a change in circumstances that makes the proposed plan designation or policy change appropriate or whether the amendment is needed to remedy a mistake

The Central Puget Sound Hearings Board remanded this policy back to the city for more analysis and public comment. This constitutes a change in circumstances.

D. Public Comments on the Proposed Amendment

No comments were made on this amendment.

E. Planning Commission Recommendation

The Planning Commission recommends adoption of the amendment for the reasons set out in B and C above.

16. Change the zones allowed in the Low-Moderate Density Residential Designation.

A. Modify Comprehensive Plan Policy LU-123 as follows:

Allowed Uses and Description. The Low-Moderate Density Residential designation permits single-family residential uses, their accessory uses and public and semi-public uses. Base residential densities shall range from four to ~~six~~eight units per gross acre. Detached single-family residences should predominate. Neighborhood plans shall decide whether and under what conditions townhouses, duplexes, threeplexes or fourplexes may be allowed. Until a neighborhood plan addressing this issue is adopted, townhouses, duplexes, threeplexes, and fourplexes may be allowed as conditionally approved uses in new subdivisions when the new subdivisions are visually separated from single-family uses and when the new subdivisions access directly onto a collector or arterial. Duplexes, threeplexes and fourplexes shall have the appearance of the single-family residences in the area. Retirement residences that include housing types different than other allowed types may be allowed through a conditional review process. Higher densities may be allowed in appropriate areas to encourage affordable housing and senior housing. A discretionary process may allow other limited density bonuses.

B. Reasons for the Amendments

The discussion, data, and analysis in Amendment Number 15 also applies to this amendment.

C. Compliance with the Comprehensive Plan Amendment Criteria

The discussion, data, and analysis in Amendment Number 15 also applies to this amendment.

D. Public Comments on the Proposed Amendment

No comments were made on this amendment.

E. Planning Commission Recommendation

The Planning Commission recommends adoption of the amendment for the reasons set out in B and C of Amendment 15 above.

17. Change the zones allowed in the Moderate Density Residential Designation.

A. Modify Comprehensive Plan Policy LU-124 as follows:

Allowed Uses and Description. The Moderate Density Residential designation allows for attached and detached single-family residential uses, multiple-family housing, uses accessory to residences and public and semi-public uses. Residential densities shall range from eightine to 18 units per gross acre. Higher densities may be allowed in appropriate areas to encourage the development of affordable housing and senior housing.

B. Reasons for the Amendments

The discussion, data, and analysis in Amendment Number 15 also applies to this amendment.

C. Compliance with the Comprehensive Plan Amendment Criteria

The discussion, data, and analysis in Amendment Number 15 also applies to this amendment.

D. Public Comments on the Proposed Amendment

No comments were made on this amendment.

E. Planning Commission Recommendation

The Planning Commission recommends adoption of the amendment for the reasons set out in B and C of Amendment 15 above.

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PARKS & RECREATION POLICIES FOR COMPREHENSIVE PLAN

P illustrates the existing inventory of parks and facilities; it calculates the current need and deficiencies for 1996. Additionally, it illustrates the projected needs in acres or

number of facilities within the Redmond City Limits by the Year 2012.

Table P
Summary of Park and Facility Needs within Redmond City Limits
(City Owned Facilities)

Area or Facility	Existing Inventory	Current Need	Current Deficiency	Year 2012 Demand ¹	Additional Need
Parks and Areas					
Neighborhood Parks	39.20 Ac	0 Ac	0 Ac	56.55 Ac	17.35 Ac
Community Parks ²	122.20 Ac	0 Ac	0 Ac	169.65Ac	47.45 Ac
Resource Parks					
Special Use Areas	130.67 Ac	0 Ac	0 Ac	141.38 Ac	15.11 Ac
Natural Open Space ³	145.46 Ac	0 Ac	0 Ac	141.38Ac	0 Ac
Beautification Areas	13.51 Ac	0 Ac	0 Ac	16.97 Ac	3.46 Ac
Total	451.04 Ac			525.92 Ac	83.37 Ac
Facility					
Regulation Baseball Fields Game Grade (GG)	1 Field	6 Fields	5 Fields	9 Fields	8 Fields
Youth Baseball Fields (GG)	5 Fields	10 Fields	5 Fields	14 Fields	9 Fields
Adult Softball Fields (GG)	3 Fields	8 Fields	5 Fields	11 Fields	8 Fields
Soccer Fields (GG)	2 Fields	13 Fields	11 Fields	19 Fields	17 Fields
Tennis Courts	11 Courts	14 Courts	3 Courts	20 Courts	9 Courts
Pathways and Trails ⁴	9.54 Miles	14.01 Miles	4.47 Miles	19.79 Miles	10.25 Miles
Gymnasiums	0 Gyms	4 Gyms	4 Gyms	6 Gyms	6 Gyms
Swimming Pools ⁵	1 Pool	2 Pools	1 Pool		
Children's Play Areas	11 Play A.	0 Play A.	0 Play A.	15 Play A.	4 Play A.

GG: Game Grade

1 Based on a population of 56,550 persons.

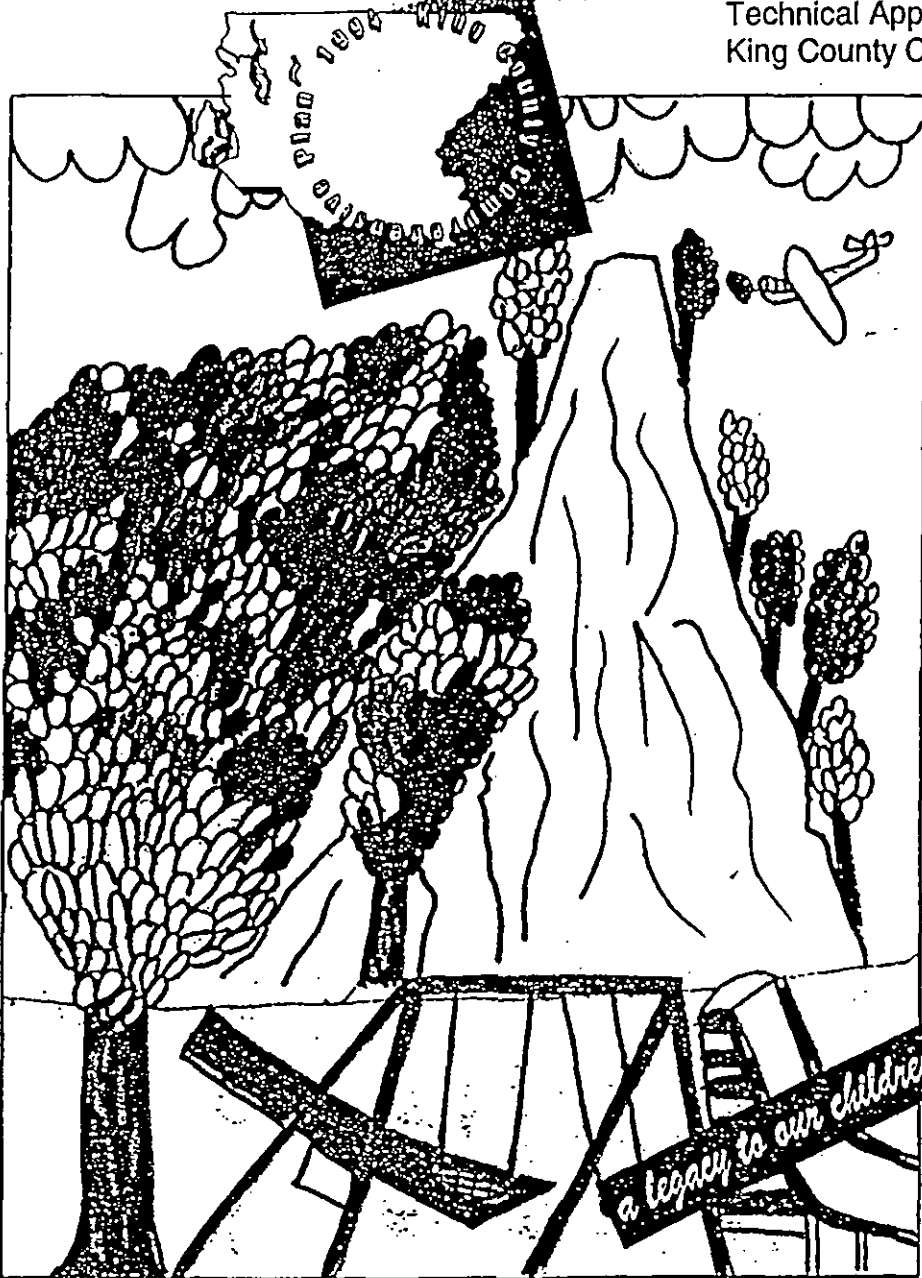
2 All of funded acres are included for Avondale Community Park in the "Existing Inventory"

3 Excludes Watershed Preserve acreage

4 Excludes Watershed Preserve trails. Based on Consultant recommended level of service of .35 mile per 1000 population.

5 Calculations for swimming pool needs are based on Redmond's impact and planning area population of 176,500. The Redmond Pool, owned and managed by King County is included in the inventory.

Choices for the future



1994 King County Comprehensive Plan
Technical Appendices

Volume 2

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King County Department of Development
and Environmental Services

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Ordinance No. 1905

GOV DOCS

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Table 4
Range of Household Projections
Based on Household Sizes³⁶

	Target 2012	Change 1992 - 2012
I. Low household growth assumption		
Population	1,857,600	293,100
less grp qtrs -	30,000	--
Pop. in Households	1,827,600	293,100
H'hold size	2.40	--
Total Households	761,500	<u>126,500</u>
II. Mid-range growth assumption		
Population	1,857,600	293,100
less grp qtrs -	30,000	--
Pop. in Households	1,827,600	293,100
H'hold size	2.20	--
Total Households	830,700	<u>195,700</u>
III. High household growth assumption		
Population	1,857,600	293,100
less grp qtrs -	30,000	--
Pop. in Households	1,827,600	293,100
H'hold size	2.00	--
Total Households	913,800	<u>278,800</u>

³⁶ Total population includes population in households (occupied housing units) and population in group quarters (institutions, dormitories, nursing homes).

Group quarters population has been nearly constant for many years, and is assumed to remain constant at 30,000 persons through 2012.

The population in households, divided by household size, gives number of households.