

## TECHNICAL COMMITTEE REPORT

**To:** Planning Commission

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**File Numbers:** Project File No. L090162; SEPA File No. L090163

### Recommended Action:

- Amend the following elements of Redmond's Comprehensive Plan to include updated growth targets for 2022: 1) Goals, Vision and Framework Policy Element, 2) Land Use Element, and 3) Economic Vitality Element.
- Amend TFP Figure 6.2 to add projects, to modify project descriptions and costs for certain projects and to remove projects.
- Amend TFP Figure 6.1 (Revenue Forecasts), Figure 6.3 (Project Map) and related text to reflect changes to Figure 6.2.
- Amend Redmond's Thoroughfare Plan to revise the arterial classification for two streets in Overlake – NE 24<sup>th</sup> Street (from principal to minor) and Bel-Red Road (from minor to principal).

**Reasons the Proposal  
Should be Adopted:**

- Amend Redmond’s Build-out Transportation Plan to add projects that are not expected to be constructed by 2022. Amendments also include moving two projects from the Build-out Plan to the 2022 TFP.
  
- It is consistent with the state Growth Management Act and Countywide Planning Policies for King County that call for planning for estimated growth for the succeeding 20-year period.
- It is needed to reflect updated neighborhood plans and recent and pending development activity.
- It responds appropriately with proposed updates to transportation plans to serve growth that is anticipated to occur between now and 2022 and between 2022 and 2030.
- The TFP projects, when constructed, will promote connectivity and mobility within Redmond and between Redmond and other communities.
  
- It will enable the City to more effectively carry out implementation actions for Redmond’s Comprehensive Plan, including the pending Plan-Based Concurrency regulations.

**I. APPLICANT PROPOSAL**

**A. APPLICANT**

City of Redmond

**B. BACKGROUND AND REASON FOR PROPOSAL**

The proposal would amend Redmond’s Comprehensive Plan and Transportation Master Plan to update the City’s 2022 growth targets and update the list of transportation facilities needed to support future growth. City Council last updated the 2022 employment target in 2006 and updated the 2022 Transportation Facilities Plan in 2007.

### **2022 Growth Targets (Comprehensive Plan Amendment)**

Since staff's completion of a land use capacity analysis in 2002, which informed the existing 2022 growth targets, the City has adopted updates to the neighborhood plans for Downtown, North Redmond and Overlake. Each of these plans included changes to zoning which in turn affect the way land is developed.

In addition, recent and pending activity in the Downtown, North Redmond and Southeast Redmond neighborhoods has been different from the trends used to generate the existing growth targets, prompting staff to take a look back at projected growth in these neighborhoods. For example, based on review of recent and pending development trends for the Downtown, staff is projecting more multi-family development for Downtown through 2022 compared to the existing 2022 growth targets.

Redmond's proposed 2022 growth targets are:

Population: 72,000	Dwellings: 33,500
Employment: 118,000	Commercial floor area: 38 million

Staff briefed the Planning Commission and City Council on the proposed draft growth target updates in April and May 2008, respectively. One difference between the draft and final growth targets is that increases associated with Redmond's close in annexation areas are not included in the final proposed targets but were in the draft targets. Adjustments for annexation areas will occur as the areas are annexed. See Attachment A for proposed amendments.

### **2022 Transportation Facilities Plan (Comprehensive Plan and Transportation Master Plan Amendments)**

Redmond's 2022 Transportation Facilities Plan (TFP) lists the City's high priority projects that can be implemented within forecast revenues by 2022. The proposed amendments to the TFP are needed to support the adopted vision, goals and policies for Redmond's urban centers - Downtown and Overlake, including supporting existing and future development in these locations. Specifically, the City seeks to update the project list to add, modify and remove projects, update transportation project cost estimates for modified projects, update revenue forecasts, and revise related maps and text to reflect the updates. See Attachment B for proposed additions, modifications and deletions to the 2022 TFP.

Redmond's 2022 TFP exists to fulfill the Growth Management Act requirement to have a "multiyear financing plan based on the needs identified in the comprehensive plan." It describes revenues and costs for projects prioritized in the period until 2022. In general, projects are included in the TFP because they:

1. Address safety and preservation (basic)
2. Support concurrency (first level)
  - Support urban centers
  - Provide connections
  - Support multi-modal corridors
  - Prepare for high capacity transit
3. Secondary criteria
  - Support community character
  - Provide additional capacity
  - Support freight mobility
4. Additional criteria
  - Project is fully funded or committed
  - Agreement with developer or agency
  - Project is partially funded

Source: Transportation Master Plan

The additional and modified projects in the Downtown are primarily a result of or supportive of the recently completed Downtown East-West Corridor Study. Most of the Overlake projects were identified during the Overlake Neighborhood Plan update and adopted as part of the Overlake Master Plan in December 2007. Staff is recommending a subset of the Overlake projects as the highest priority for construction through 2022. The recommended projects also reflect analysis during 2008 by Bellevue and Redmond staff and consultants based on the updated neighborhood plans for Bel-Red and Overlake. This analysis identified the highest priority transportation needs where city borders come together in Bel-Red and Overlake.

Staff recommends removing two projects from the 2022 TFP. The Bel-Red Road/ NE 24<sup>th</sup> Street project would provide an additional southbound right turn (on Bel-Red) and northbound left turn lane (on Bel-Red). It is a current JOINT-BROTS project (both in Redmond and Bellevue) that would not be included in a replacement BROTS document due to the focus on the high priority 148<sup>th</sup> Avenue NE Corridor. The Willows Road/ Redmond Way project is recommended for removal because it has a low benefit and high cost for all traffic including freight. The number of right turns is relatively small and can be reasonably accommodated in the existing outside lane. It was previously identified as a BROTS improvement and would not be included in a replacement agreement.

When the 2022 TFP project list is updated, the City must establish/change cost estimates and revenue forecasts so that the 2022 TFP is internally consistent. Cost estimates for the

new and expanded projects are available from City staff and will be posted on the City's web site.

### **Build-Out Transportation Plan**

The Build-Out Transportation Plan contains the full list of projects needed to complete the City's Transportation Master Plan. Staff recommends moving two projects from the Build-out Plan to the 2022 TFP. These two projects include the first phase of the Redmond Way and Cleveland Street improvements and intersection improvements at 148<sup>th</sup> Avenue NE and NE 24<sup>th</sup> Street.

Staff also recommends adding 15 projects to the Build-Out Plan that are not expected to be constructed by 2022. All but one of these additions were identified during the Overlake Neighborhood Plan update and adopted as part of the Overlake Master Plan in December 2007. The other project includes the second phase of Redmond Way and Cleveland Street improvements.

### **Thoroughfare Plan**

Staff also recommends amending the Thoroughfare Plan to revise the arterial classification for two streets in Overlake – NE 24<sup>th</sup> Street (148<sup>th</sup> Avenue NE to Bel-Red Rd.), principal to minor and Bel-Red Road (from NE 20<sup>th</sup> Street to W. Lake Sammamish Parkway), from minor to principal) to provide consistency between Redmond and Bellevue and to carry out the 2007 Overlake Neighborhood Plan updates.

## **II. RECOMMENDATION**

The Technical Committee recommends amending the Comprehensive Plan and Transportation Master Plan as shown in Exhibits A and B.

## **III. ALTERNATIVES**

1. Endorse the Technical Committee's recommendations as described above.
2. Endorse a portion of the Technical Committee's recommendations.
3. Endorse none of the Technical Committee's recommendations, or an alternative set of recommendations.

## **IV. SUPPORTING ANALYSIS: FACTS AND CONCLUSIONS**

### **A. EXISTING CONDITIONS**

Redmond's existing growth targets call for the City to accommodate an employment total of 106,000 and total commercial space of 34.79 million square feet by 2022.

The existing targets also call for accommodating a total of 30,387 dwellings and 65,700 people by 2022.

The 2005-2022 TFP is a 17 year plan. By the end of 2014 (through the current approved CIP) the planning time horizon will be 9 years along and 60 percent either completed, funded or partially funded.

## **B. COMPLIANCE WITH CRITERIA FOR AMENDMENTS**

Redmond Comprehensive Plan Policies PI-16, LU-24 and LU-9 direct the City to take several considerations, as applicable, into account as part of decisions on proposed amendments to the Comprehensive Plan and Community Development Guide.

Items 1 through 6 apply to all proposed amendments. Items 7 through 10 apply when proposed amendments concern allowed land uses or densities, such as proposed amendments to the Land Use Plan Map, land-use designations, allowed land uses, or zoning map. *Items 7-10 do not concern these amendments, and therefore are not included.*

The following is an analysis of how this proposal complies with the requirements for amendments.

### **1. Consistency with Growth Management Act (GMA), State of Washington Department of Community Trade and Economic Development Procedural Criteria, VISION 2040 or its successor, and the King County Countywide Planning Policies.**

The Growth Management Act requires cities to adopt Comprehensive Plans with land use elements that identify estimates of future growth and transportation elements that include a multi-year project financing plan like the 2022 TFP. The proposal meets the procedural requirements for Comprehensive Plan and development regulation amendments as set out by the Department of Community, Trade, and Economic Development. Redmond's transportation strategy as a whole is consistent with VISION 2040 and Countywide Planning Policies that call for developing a multi-modal transportation system.

### **2. Consistency with Redmond's Comprehensive Plan, including the following sections as applicable:**

#### **a. Consistency with the goals contained in the Goals, Vision and Framework Policy Element.**

*To emphasize choices in housing, transportation, stores and services.*

The proposal supports Redmond’s preferred land use vision by amending the Comprehensive Plan and the 2022 TFP to take into account anticipated growth. The result of the proposal will be a better balance between anticipated transportation demand and planned mobility supply such that the City will be better equipped to accommodate projected growth.

*To maintain a strong and diverse economy, and to provide a business climate that retains and attracts locally owned companies as well as internationally recognized corporations.*

The proposal supports the ability of all types of companies to locate in Redmond by better balancing anticipated transportation facility demand with planned supply.

*To provide convenient, safe and environmentally friendly transportation connections within Redmond, and between Redmond and other communities for people and goods.*

The proposal supports the overall functioning of Redmond’s transportation system, which is geared to provide mobility for those using a variety of travel modes. The proposal provides for needed transportation connections that will serve vehicles, pedestrians, and bicyclists. The particular connections proposed for inclusion in the 2022 TFP have already been reviewed via the Downtown East-West Corridor Study and the Overlake Neighborhood Plan update.

*FW-9 Ensure that the land use pattern accommodates carefully planned levels of development, fits with existing uses, safeguards the environment, reduces sprawl, promotes efficient use of land and provision of services and facilities, encourages an appropriate mix of housing and jobs, and helps maintain Redmond’s sense of community and character.*

The amendments support this policy by continuing to focus growth in Redmond’s two urban centers, encouraging a mix of housing and jobs, and by supporting provision and services and facilities to support planned growth.

***TR-2: Ensure that all transportation programs, facility plans, investments, and performance measures, whether funded or built privately or by a public sector agency, serve to achieve the preferred land use pattern contained in the Land Use Element of the Redmond Comprehensive Plan.***

The amendments support Redmond’s preferred land-use pattern by providing transportation infrastructure appropriate to accommodate future growth.

**b. Consistency with the preferred land-use pattern as described in the Land Use Element.**

*FW-10: Ensure that the land use pattern in Redmond meets the following objectives:...*

- *Focuses and promotes office, housing and retail development in the Downtown and Overlake Urban Centers...*

The proposal provides transportation connections that support Redmond's preferred land-use pattern. The City is proposing these amendments in large for consistency with prior City Council actions, including updated neighborhood plans for the Downtown, North Redmond and Overlake.

The recommended amendment is consistent with Redmond's Comprehensive Plan. Achievement of the Overlake portion of the employment growth target would depend on two other actions. The first action is Bellevue and Redmond agreement on a successor document to the 1999 Bel-Red Overlake Transportation Study Agreement (BROTS). The 1999 agreement maintains a commercial cap of a maximum of 15.4 million square feet that applies to Overlake. The Bel-Red development cap is 12.2 million square feet for the same period. Taking into account existing and pending development, including the Microsoft Development Agreement, the total amount of committed commercial development in Overlake is within approximately 100,000 square feet of the Overlake BROTS cap. Staff from the two cities have drafted a successor document and will brief and seek feedback from Council members from each City in May and June of this year.

The second action would involve a change to zoning capacity for the Overlake Business and Advanced Technology zone consistent with policy N-OV-9 shown below. The upcoming phase 2 amendments for Overlake, scheduled for Planning Commission review in Summer 2009, will include additional provisions for implementation of this policy.

*N-OV-9: Consider allowing a total development capacity of up to 19.9 million square feet of retail, office, research and development, and manufacturing uses within the Overlake Neighborhood through the year 2030. Phase increases in non-residential development capacity in the Overlake Business and Advanced Technology zone over time by linking increases to progress on mode-split goals, improvements to transportation facilities or services, increased residential development in Overlake, and the adequacy of parks, emergency services and other services needed for a daytime population.*

**c. Consistency with Redmond’s community character objectives as described in the Community Character/Historic Preservation Element or elsewhere in the Comprehensive Plan.**

The proposal is not expected to impact Redmond’s community character objectives. The amendment will continue to focus growth in Redmond’s two urban centers, encourage a mix of housing and jobs in the community, and support provision and services and facilities to support planned growth.

**3. Potential general impacts to the natural environment, such as impacts to critical areas and other natural resources.**

In general, impacts of transportation facilities include additional stormwater runoff (assuming facilities are paved with impervious materials). The increased emissions to the air that result from the *use* of transportation facilities are more appropriately attributed to economic growth that necessitates the facilities. Those impacts are taken into account when the City considers general land use plans and specific developments consistent with them.

**4. Potential general impacts to the capacity of public facilities and services. For land-use related amendments, whether public facilities and services can be provided cost-effectively and adequately at the proposed density/intensity.**

Adopting the recommended changes will enable the City to more effectively plan for needed public facilities and services due to projected growth through 2022. The proposed update to Redmond’s 2022 growth targets would result in an approximately 10% increase in population and 11% increase in employment compared to the existing growth targets. Redmond’s plans for facility and service improvements either reflect this growth or will be updated to reflect this growth.

Each of the proposed transportation improvement facilitates improving the overall functioning of Redmond’s transportation network. The City is responsible for maintaining constructed projects.

**5. Potential general economic impacts, such as impacts for business, residents, property owners, or City Government.**

Impacts to business. Updates to the 2022 TFP and Build-out Transportation Plan support Redmond’s preferred land-use pattern, which in turn is designed to support residents and businesses that locate in Redmond by providing a functioning transportation system. Thus, adding needed projects to the 2022 TFP should have a positive impact on the ability of businesses to thrive in Redmond.

Impacts to residents. In a similar fashion, the proposed TFP update is designed to support mobility for current and future residents.

Impacts to property owners. Property owners and developers benefit in that the TFP update would result in a TFP that is more accurately linked to expected growth. Thus, when new development is proposed, property owners and developers will be able to fund TFP projects to ensure that transportation facilities are constructed concurrently with new development.

Impacts to City government. The City will incur costs associated with providing facilities and services to serve additional growth through 2022. The City will incur long-term maintenance costs associated with street upkeep, and would benefit to the extent that the improvements facilitate successful private enterprise.

- 6. For issues that have been considered within the last four annual updates, whether there has been a change in circumstances that makes the proposed amendment appropriate or whether the amendment is needed to remedy a mistake.**

The City last updated its 2022 growth targets in 2006 and the 2022 TFP in 2007. Since then, the City's projected land uses and transportation priorities have changed, and so updates are again needed to maintain consistency between anticipated growth and proposed transportation facilities to accommodate that growth.

## **V. SUMMARY**

- The proposed amendments to the Comprehensive Plan and Transportation Master Plan support Redmond's adopted land-use pattern and transportation policies and respond to anticipated future growth.

## **VI. AUTHORITY AND ENVIRONMENTAL, PUBLIC AND AGENCY REVIEW**

### **A. Process to Amend the Redmond Community Development Guide**

RCDG Sections 20F.30.15 and 20F.30.55 require that amendments to the Comprehensive Plan and Redmond Community Development Guide be reviewed under the Type VI process. Under this process, the Planning Commission conducts a study session(s), an open record hearing(s) on the proposed amendment, and makes a recommendation to the City Council. The City Council is the decision-making body for this process.

**B. Subject Matter Jurisdiction**

The Redmond Planning Commission and the Redmond City Council have subject matter jurisdiction to hear and decide whether to adopt the proposed Comprehensive Plan amendments.

**C. Washington State Environmental Policy Act (SEPA)**

A SEPA determination of non-significance for this amendment will be issued on May 26, 2009.

**D. 60-Day State Agency Review**

State agencies will be sent 60-day notice of this proposed amendment on May 26, 2009.

**E. Public Involvement**

City staff sought input on the proposed amendments in April 2009. Staff met with members of the Greater Redmond Chamber of Commerce at the Government Affairs Committee meeting on April 21, 2009 and the Chamber's Board of Trustees on April 30, 2009. Staff also contacted other major stakeholders in the community regarding the proposed amendment.

Among the comments Chamber members provided during these meetings was a request that staff look for opportunities to reduce project costs and funding needs. Staff proposes using a variety of techniques to reduce project costs and funding needs, including:

- Project phasing: Staff recommends that key improvements for the Downtown and Overlake, such as the Redmond Way-Cleveland Street projects and improvements to 152<sup>nd</sup> Avenue NE, be carried out in phases to reduce project costs through 2022.
- Ongoing review of project costs, benefits and fit with City goals: Staff's recommendation includes removing projects from the TFP that were identified several years ago but based on updated analysis, are expected to provide low benefit relative to cost.
- Public-private partnerships: Staff regularly seeks opportunities to partner with the private sector to carry out transportation projects. The NE 36<sup>th</sup> Street Bridge is a good example.
- Grant opportunities: Staff also regularly applies for grants for transportation projects. Currently, staff is seeking grant funding for the Redmond Way and Cleveland street improvements.

The public also has opportunities to comment on the proposed amendments through the Planning Commission review process and its public hearing, scheduled for June 10, 2009. Public notice was published in the Seattle Times on May 20, 2009.

**F. Appeals**

RCDG 20F.30.55 identifies Development Guide Amendments as a Type VI permit. Final action is held by the City Council. The action of the City Council on a Type VI proposal may be appealed by filing a petition with the Growth Management Hearing Board pursuant to the board's requirements.

**VII. LIST OF EXHIBITS**

**Exhibit A: Staff recommended changes to Redmond's Comprehensive Plan**

**Exhibit B: Staff recommended changes to Redmond's Transportation Master Plan**

**Exhibit C: SEPA Checklist and Threshold Determination**

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Robert G. Odle, Planning Director

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Date

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William J. Campbell, Public Works Director

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Date

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