



CITY OF COVINGTON
 Community Development Department
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A-430

COMPREHENSIVE PLAN AMENDMENT APPLICATION

2012 Application Deadline: February 13, 2012

STAFF USE ONLY	Docket Number: <u>CPA 2012-02</u> Application Date: <u>02/09/2012</u> <input checked="" type="checkbox"/> City-initiated <input type="checkbox"/> Privately-initiated
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APPLICANT <input type="checkbox"/> Primary Contact Person Name: <u>Richard Hart</u> Address: <u>City of Covington</u> City/State/Zip: <u>98042</u> Phone: <u>253-628-1110</u> Fax: _____ E-mail Address: _____ Signature: _____

AGENT <input checked="" type="checkbox"/> Primary Contact Person Name: <u>Ann Mueller</u> Address: <u>City of Covington</u> City/State/Zip: <u>Covington, WA 98042</u> Phone: <u>ext. 2224</u> Fax: _____ E-mail Address: _____ Signature: _____

PROPERTY OWNER Name: <u>Non-Site Specific: Proposed Comprehensive Plan text and policy amendments affecting various property owners within the City's UGA</u> Address: _____ City/State/Zip: _____ Phone: _____ Fax: _____

PROPERTY OWNER 2 Name: _____ Address: _____ City/State/Zip: _____ Phone: _____ Fax: _____ E-mail Address: _____ Signature: _____

TYPE OF COMPREHENSIVE PLAN AMENDMENT <input type="checkbox"/> This is a site-specific amendment proposal. Complete site-specific information below. <input checked="" type="checkbox"/> This is a non-site-specific amendment proposal. Complete area-wide/textual amendment information. <input type="checkbox"/> This amendment proposal involves changes to development regulation text and/or tables and/or changes to the zoning map. Complete a separate Application for Development Regulation and/or Zoning Map Amendment.

SITE-SPECIFIC AMENDMENTS

<i>Give street address or, if vacant, indicate lot(s), block, and subdivision OR tax lot number, access street and nearest intersection. If proposal applies to several parcels, list the streets bounding the area.</i> ADDRESS(ES): <u>(N/A)</u> ASSESSOR'S PARCEL NUMBER(S): _____ SITE AREA: _____ LEGAL DESCRIPTION(S): _____ <input type="checkbox"/> PROPOSED CHANGE TO FUTURE LAND USE MAP DESIGNATION: FROM _____ (CURRENT) TO _____ (PROPOSED) <input type="checkbox"/> PROPOSED CHANGE TO OFFICIAL ZONING MAP DESIGNATION: FROM _____ (CURRENT) TO _____ (PROPOSED)

AREA-WIDE & TEXT AMENDMENTS

Chapter and section of comprehensive plan to be amended: Chapter 1.0 Introduction, Chapter 2.0 Land Use, Chapter 7.0 Environmental, Chapter 12 Economic Development

Indicate either conceptual or specific amendatory language. Please be as specific as possible to aid in the evaluation of your proposal. If specific changes are proposed, please indicate current language and proposed language.

Currently, Chapter 1 of the Comprehensive Plan contains a section 1.10 "Criteria for Annexing Unincorporated Areas." Staff is proposing amending this section to reference an Appendix with annexation criteria. This amendment will identify new and more relevant policies and criteria for Covington's City Council to use to evaluate any request received from land owners in the Urban Growth Area (UGA), to be annexed into the City. The aim is to provide clear expectations of what information and findings property owners must provide to be annexed into the city. Furthermore, this amendment will review existing policies in the Land Use, Environmental and Economic Development Elements to determine if they are sufficient or if there are gaps, and new polices are needed.

DESCRIBE HOW PROPOSAL MEETS DECISION CRITERIA

An amendment may be considered for placement on the final docket under any one of the following circumstances. Check the applicable box, and describe in detail how the proposed amendment complies with the criterion. Attach additional sheets as necessary.

If the proposed amendment is site-specific, the subject property is suitable for development in general conformance with adjacent land use and the surrounding development pattern, and with zoning standards under the potential zoning classifications.

State law requires, or a decision of a court or administrative agency has directed such a change.

There exists an obvious technical error in the pertinent comprehensive plan provision.

There is no specific criteria for evaluating annexation requests into the city.

DESCRIBE HOW PROPOSAL MEETS SELECTION / DECISION CRITERIA (CONT'D.)

If none of the three conditions on p.2 apply, then the proposed amendment must meet *all five* of the following criteria. Please answer the following questions, providing specific details and attaching additional sheets as necessary.

1. Explain how the proposed amendment is appropriately addressed through the comprehensive plan and how it would be a public benefit to the City of Covington (i.e. enhances the public health, safety, and welfare).

These proposed amendments will ensure that there are well thought-out criteria and policies to assist the City Council in their analysis of future requests by property owners to annex into the City of Covington.

2. Proposed amendments that are the same or substantially-similar to an amendment proposed during the last three amendment cycles are not eligible for consideration, except in certain cases due to geographic expansion by the City (see CMC 14.25.040(3)). Has the same or a substantially-similar amendment been proposed during the last three annual amendment cycles? No Yes

If yes, how has geographic expansion necessitated the proposed amendment?

3. Does the proposed amendment raise any policy or land-use issues that are more appropriately addressed by an ongoing work program approved by the City Council? No Yes

Please explain:

The proposed changes to identify and include text and policies that guide how the City Council evaluates requests for annexation will be addressed with new text language and potentially new policies in the Comprehensive Plan—this is included as part of the Planning Commission’s annual 2012 work program.

4. Explain how the proposed amendment addresses significantly changed conditions since the last time the pertinent comprehensive plan map or text was amended. “Significantly changed conditions” are those resulting from unanticipated consequences of an adopted policy, or changed conditions on the subject property or its surrounding area, or changes related to the pertinent comprehensive plan map or text; where such change has implications of a magnitude that need to be addressed for the comprehensive plan to function as an integrated whole.

The last changes to the Comprehensive Plan had no text or policy amendments to address annexation issues.

DESCRIBE HOW PROPOSAL MEETS SELECTION / DECISION CRITERIA (CONT'D.)

5. Explain how the proposed amendment is consistent with:

(a) The vision, goals, and policies of the comprehensive plan, and other goals and policies of the City:

The proposed text and policy amendments will support the City's existing vision and goals to ensure there is orderly and well thought-out growth in the City.

(b) The Countywide Planning Policies, the Growth Management Act, State Environmental Policy Act (SEPA), the Washington Administrative Code, and other applicable state and federal laws.

The proposed changes will be consistent with the King County Countywide Planning Policies, the Growth Management Act, SEPA , and they are intended to ensure the orderly planning and development of land within the City's UGA so as to guide development in an orderly manner for the benefit of the City and its residents.

COSTS & BENEFITS / ADDITIONAL INFORMATION

1. Describe the effects of the proposed amendment in terms of costs and benefits to the public, both monetary and non-monetary.

The proposed text and policy amendments will provide direction to property owners in the UGA and the City Council on the criteria used for evaluating annexation request. The amendment will explain to potential applicants what criteria will be use and what information will be required for the City to make a determination on any amendments. Policies will require an analysis of the population and assessed valuation to determine if the area will be sufficient to allow the area to pay its fair share of the city providing required urban services.

2. Describe and/or attach any studies, research information, or further documentation that will support this proposal.

CERTIFICATION / SIGNATURE

I have reviewed the Comprehensive Plan Amendment Instruction Guide and Timeline, and certify that the information provided on this application is true and correct.

Applicant's/Agent's Signature

Date

Please note: If this is a site-specific amendment proposal, all affected property owners must complete, sign, and have notarized a Property Owner Declaration.

Proposed amendments to Covington's Comprehensive Plan related to annexation.

City of Covington Comprehensive Plan

1.0 INTRODUCTION

1.10 Criteria for Annexing Unincorporated Areas

Annexation of property within the UGA should benefit the City, its residents, and property owners. The City benefits by its increased ability to control new development with City standards, to extend its boundary in a logical manner, to expand its economic and tax base, to provide opportunities for new residential and commercial development that meet the needs of underserved populations, and to gain revenues from areas that enjoy City amenities but do not currently pay fees or taxes to the City. Property owners and new residents gain the ability to participate in local government, which directly impacts their lives and property. They also gain access to local services including police protection, code enforcement, building and land use controls.

The basic criteria for annexations ~~is~~are established by King County. King County policy establishes the framework for ongoing and consistent responses to annexing properties located within the UGA. Polices to guide the annexation process have been adopted in Land Use, Environmental and Economic Development Elements of this Comprehensive Plan. In addition, Appendix T-3 contains specific cCriteria to direct the annexation process. Covington recognizes that the fiscal impact is only one of many criterion to be evaluated, and it must be balanced with other annexation policies such as protection of natural resources and environmentally sensitive areas, provisions of public services and infrastructure and infrastructure, and -helping the City meet its household and employment growth targets. will be developed regarding applicable regulations and development standards; regional mitigation of drainage and traffic problems; extension of streets and utilities; provision of services; consistent treatment of critical areas; public information; and administration.

2.0 Land Use Element

2.8.2 Urban Growth Area and Potential Annexation Areas

LNG 2.0 The City of Covington will designate ~~an~~ UGA and Potential Annexation Area, which will define Covington's planning area and projected city limits for the next 20 years.

LNP 2.1 *UGA boundary shall be coordinated with King County and surrounding jurisdictions, and will reflect the regional growth vision as expressed in Vision 2040 and the Countywide Planning Policies.*

LNP 2.2 *The UGA shall provide enough land to accommodate at least twenty years of projected growth of households and employment.*

LNP 2.3 *Monitor the UGA boundary as build-out occurs and make necessary adjustments in coordination with King County.*

- LNP 2.4 Refine the Potential Annexation Area, working with King County, adjacent cities and jurisdictions, and citizens in Unincorporated King County.
- LNP 2.5 Coordinate future planning and interlocal agreements for Potential Annexation ~~Areas~~Areas (PAA) with the appropriate agencies and jurisdictions. Work with King County to develop an interlocal agreement between the City and County for pending development application in the PAAs to be processed by the County in a manner that is consistent with the City's Comprehensive Plan policies.
- LNP 2.6 Consider only annexations that are within the Potential Annexation Area. Annexations shall be phased to coincide with the ability of the City, ~~public services and districts~~~~districts~~ and utility ~~purveyors~~ serving the area to provide a full range of urban services to areas to be annexed.
- LNP 2.7 Confer with water, sanitary sewer, solid waste, electric, natural gas, telecommunication and other public service providers to ensure their services can support the planned growth in the City and UGA, and meet desired customer service needs while maintaining existing levels of services in the City.
- ~~LNP 2.8~~ LNP 2.7 The City Councils shall not make a decision on any ~~A~~annexation request ~~decisions shall not be made~~ until a cost-benefit analysis is completed and the City Council has had adequate opportunity to review it, ed by the City Council.
- LNP 2.9 Annexation areas should be able to pay its determined fair share of required services and should not have a negative financial impact on the City. Funding of certain facilities and services by property owners and residents of the annexation area may be a requirement of annexation.
- LNP 2.10 Owners of land annexing to the City of Covington shall be subject to their proportionate share of the City's bonded indebtedness.
- LNP 2. ~~11~~8 Designate "Potential Future Annexation Areas" to facilitate long-range planning and decision making consistent with Covington's ~~growth~~long term growth needs.
- LNP 2. ~~12~~9 Actively pursue extensions of the UGA to include both sides of roads to enable roadway corridor improvements to be consistent on both sides of the corridor. Individual annexations should evaluate abutting roadways and intersections to assign responsibility for their construction and maintenance to a single jurisdiction. In some instances it may be appropriate to annex frontage lots on both sides of the road for consistence development.
- LNP 2.13 Individual annexations should have access from a City street or state highway, and should represent a logical and timely expansion of the City's street network. Future street grid systems plans should be considered.
- LNP 2. ~~14~~0 Actively pursue extensions of the Urban Growth Boundary to include City-owned lands.
- LNP 2.15 Identify preferred future land uses in the Comprehensive Plan for the Potential Annexation Areas.
- LNP 2.16 Appropriate zoning districts should be designated for property in an individual annexation proposal; zoning in the annexation area should be consistent with the comprehensive plan land use designations.
- LNP 2.17 Individual annexations should improve environmental quality through identification and protection of open space corridors and critical areas, and the dedication and construction of trail and park systems, where appropriate.
- LNP 2.18 Annexations should serve to square off City boundaries, and not divide lots or neighborhoods. The intent is to ensure practical boundaries in which services and infrastructure can be provided in a logical, effective and efficient manner.

LNP 2.19 Individual annexation areas should be part of the logical, orderly growth of the city and avoid irregular boundaries that create an island, peninsula or bottle-neck of incorporated or unincorporated land.

LNP 2.20 Annexation proposals should include areas that would result in City control over land uses along major entrance corridors to the City.

LNP 2.21 Urban development within a Potential Annexation Area should not occur without annexation; unless there is an interlocal agreement with King County defining land use, zoning, annexation phasing, urban services, street and other design standards and impact mitigation requirements.

LNP 2.22 Prior to annexation assure an orderly transfer of all review authority for development applications pending review in King County to the City. Where possible, joint development review should occur. An interlocal agreement should be considered between the City and County for pending development applications in annexed areas are processed by the County on behalf of the City, but with City review to ensure to the extent possible that land develops under the City of Covington's Comprehensive Plan policies.

LNP 2.23 Annexation requests should not be supported when the action would facilitate vested development proposals that are inconsistent with City standards, regulations and policies, unless waiving that requirement would achieve other City goals.

LNP 2.24 Shoreline Master Program environmental designations, including those for associated wetlands, should be established during the annexation process.

7.0 ENVIRONMENTAL ELEMENT

7.5.1 Incentives, Planning and Regulations

EVP 1.14 Assign zoning designations which will protect natural resources and environmentally sensitive areas to any additional land annexed to the City

12.0 ECONOMIC DEVELOPMENT ELEMENT

12.5.5 Commercial & Mixed Use Development

EDP 5.3 Focus retail and related commercial development to achieve downtown build-out, provide for convenience oriented neighborhood retail, and encourage mixed use development with planned annexation areas to fully serve the needs of trade area residents and businesses.

12.5.6 Employment Development

EDP 6.3 Require property owners in planned annexation areas to engage in collaborative public-private land use and infrastructure planning for high quality master planned development.

12.5.7 Land Use & Economic Development

EDP 7.2 In cooperation with King County; provide for UGA expansion and annexation of areas most suited to meet 20-year commercial and employment land needs of the City of Covington.

City of Covington Comprehensive Plan

Appendix T-3

Annexation Process Criteria

Site-specific considerations such as critical areas, zoning, the efficient and cost effective delivery of services and/or extending infrastructure, and the concerns of adjacent residents, cities and King County should be consider by the City prior to the annexation of any Potential Annexation Areas. When evaluating annexation proposals, the following criteria will be given consideration. Review criteria are intended as guidance rather than standards.

- 1) A fiscal impact assessment shall be conducted of the costs to provide services and/or extend infrastructure and of the tax revenues that would be generated in each area proposed for annexation.
- 2) Revenues gained by the City through annexation should be at least equal to the additional costs incurred by the City or service providers for urban services and infrastructure to the area requesting annexation. The probability of substantial future financial benefit to the city should be considered when deciding on annexation proposals. Where reasonable, newly annexed areas shall be required to assume a proportionate share of the city's outstanding bonded indebtedness at the time of annexation. Reasonableness shall be determined by the City Council using the following criteria:
 - a. Whether and the degree to which the area to be annexed will benefit from the improvements funded by the bonded indebtedness;
 - b. The obligation of property owners within the area to be annexed to pay other outstanding bonded indebtedness for special district improvements, and the extent of that financial burden;
 - c. Whether other financial obligations (such as LID's) will be placed on property owners upon annexation, and the extent of those obligations;
 - d. The desirability to the city of annexing the area under consideration.
- 3) Individual annexation requests whose physical location would promote "leap frog" annexation, resulting in noncontiguous City limits, islands or bottle necks of unincorporated land, will not be considered. The City shall discourage annexations that would result in irregular City boundaries. Annexations shall include the largest practicable area contiguous to City limits that still result in logical City boundaries.
- 4) Annexations should be expanded if they include areas surrounded by the City on three or more sides or if they include properties with recorded covenants to annex.
- 1)5)The City shall only approve annexations that lie completely within the UGA and whose proposed zoning are consistent with the City's Comprehensive Plan. The land use designations specified in the Comprehensive Plan shall be used as guidance by the Planning Commission in determining the recommended zoning classification. If there is no Comprehensive Plan land use designation, then the zoning designation Residential -4 should be placed on the annexed property until such

time as a subarea plan it undertaken to appropriately identify new Comprehensive Plan and zoning designations. The land use designations, as determined by the City Council through their acceptance of the annexation, shall remain on the annexed properties for three years following annexation.

- 6) Consider individual annexation proposals based on an analysis and evaluation of the following:
- a. Urban levels of public services shall be provided at the City's adopted level of services standard(i.e. police and fire, schools, parks, open space, trails and recreation, transportation, storm water, sewer, water and other general government services);
 - b. The proposed annexation shall follow logical boundaries, such as streets, waterways, ridges, park property, trails, opens space corridors ~~for~~ substantial topographical changes;
 - c. The proposed annexation should include or exclude an entire neighborhood. The proposal should not divide portions of the neighborhood between City and County jurisdictions;
 - d. Critical Areas shall be identified, surveyed and appropriately protected consistent with the goals and policies of the Comprehensive Plan. Consider inclusion of open space corridors, either as greenbelts, trail corridors or urban separators, between the City and adjacent jurisdictions.
 - e. Consideration should be given to the availability of land within the city for the uses which would be developed upon annexation, encouraging infilling of existing undeveloped areas before extending services which allow similar development in peripheral areas unless there is a benefit to the community at large.
 - f. Evaluate proposed annexations to ensure that development enabled by the annexation is consistent with policies of the comprehensive plan specifically including population and employment growth targets.

Information and Studies Required

To adequately assess the merits of annexation proposals, the following information should be gathered, analyzed and presented to the City upon application for annexation.

1. Site Analysis. Necessary facts including existing conditions; acreage; number of residential units; businesses; industries; estimated population; street mileage, paved and unpaved; assessed valuations; existing utility services; existing parks and playgrounds; schools and public buildings; and Critical Area Study
2. Maps. Preparation of maps to show existing and proposed city boundaries relative to the urban service area, general land use patterns, existing and proposed land use designations, critical area surveys, existing major trunk water mains and proposed extensions, existing sewer interceptors and proposed extensions, existing streets, and existing public areas, such as playgrounds and schools.

3. Infrastructure Review. Existing public services should be inventoried and evaluated. Affected public service districts and utility purveyors should be conferred with to assess the impact of the annexation on their facilities.
4. Urban Services Needs. Urban services, such as water services, sanitary sewers, stormwater utilities, garbage disposal, streets, street lighting, police and fire protection, hospital, planning, building inspection, library, park, open space and recreational facilities and services should all be analyzed for the need for major capital improvements as well as annual operating needs. These needs should be considered in the city's determination and incorporated into the city or utility purveyor's capital improvement program if the proposed annexation is implemented. The city will work cooperatively with those public service districts and utility purveyors to determine the most rational and cost-effective means for providing urban level services to newly annexed areas and proposed land uses, on both a short and a long term basis, within parameters allowed in state statutes. The methods of providing such services to annexed areas should be described and their costs determined.
5. Special Issues. Any special circumstances created by the proposed annexation area should be discussed. This may include infrastructure, public health or public safety problems which the city may or may not be able to cost-effectively resolve, and potential impacts to the city due to development within proposed annexation areas at the expense of other developable areas within the city.
6. Fiscal Impact Analysis.
 - a. Service Requirement Costs. Estimated service requirements from the City, public service districts and utility purveyors, should be converted into financial requirements to determine the cost of extending or improving services and/or infrastructure to accommodate the proposed land uses. Needs and costs should be estimated for 5 years from the time of annexation, projecting a rate of growth which would also be used for projecting revenue estimates. Considerations of service costs should include:
 - i. Police protection: additional personnel, equipment, office space;
 - ii. Fire protection: additional personnel, equipment, hydrants, fire stations;
 - iii. Public services and private utilities: additional street lighting, road maintenance and construction, storm drainage, water and sewer construction and maintenance (including line replacement, pump stations);
 - iv. Parks and recreation: additional park acreage, trails, recreational programs, new facilities;
 - v. Other governmental services such as: library, planning, building inspection, social service programs.
 - b. Estimate of Revenues. An estimate of potential revenues to accrue from the area should be made, and projected over a 5 year period. Existing methods of raising revenue that the city now has should be applied to the area being considered for annexation. These would include property taxes, state shared revenues, sales taxes, federal revenue sharing, business and occupation taxes, utility taxes, inspection and license fees, planning and zoning charges.

c. Cost-Revenue Analysis. The anticipated revenues should be compared with anticipated costs, including both projected additional annual operating expenses and major capital expenses. The cost-revenue analysis should be projected for 5 years in order to gain an understanding of the impact which development of the newly annexed area would have.

7. Community Identity. The nature of the area proposed for annexation relative to surrounding unincorporated areas as well as to adjacent city areas should be considered as well.