

EIS Addendum

**Development Regulations to Implement
the Federal Way Comprehensive Plan**

City of Federal Way

June 1995

Fact Sheet

Proposed Action:

Adoption by the City Council of development regulations and guidelines to implement the Federal Way Comprehensive Plan. The proposal consists of the following elements:

- revisions to the commercial and industrial designations of the Federal Way Zoning Code text, to implement Comprehensive Plan goals, policies and land use designations;
- adoption of a school impact fee ordinance, to help offset the impacts of growth on the Federal way School District; and
- adoption of zoning map amendments for commercial properties to achieve conformance with the land use designations of the Comprehensive Plan.

These regulations comprise the initial step in Federal Way's program to implement the Comprehensive Plan. Other implementing actions will occur in the future.

Location of Proposal:

Federal Way is located in southwestern King County. The Comprehensive Plan will cover a 32-square mile area encompassing the City and adjacent unincorporated areas located within the City's identified potential annexation area.

Action Sponsor & Lead Agency:

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Required Approvals:

Adoption of ordinances by the Federal Way City Council. Review and comment by the Washington Department of Community Development and other state agencies, as required by the Growth Management Act.

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Location of Background Data:

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Comments:

There is no formal comment period for this Addendum.

Cost of Document:

No charge.

City of Federal Way Development Regulations EIS Addendum

I. Summary of Proposed Action

The proposed action which is the subject of this addendum consists of adoption of new and amended land use regulations and design guidelines affecting commercial and industrial development. These regulations comprise the initial step in Federal Way's program to implement its Comprehensive Plan. The proposal consists of the following elements:

1. revisions to the commercial and industrial designations of the Federal Way zoning code, to implement Comprehensive Plan goals, policies and land use designations;
2. adoption of administrative design guidelines for commercial development, to help accomplish the City's goals for urban design;
3. adoption of an school impact fee ordinance, to help offset the impacts of growth on the Federal Way School District; and
4. adoption of zoning map amendments for commercial properties that conform to the land use designations of the Comprehensive Plan.

Other implementing actions will occur in the future, and may consist of adoption of new or amended regulations and programs to further implement the Comprehensive Plan. Elements of this future implementation program are outlined in the Draft EIS for the Federal Way Comprehensive Plan (1993) and discussed later in this document.

II. Comprehensive Planning Process & Environmental Review

The City of Federal Way is developing a Comprehensive Plan and development regulations to guide its growth for the next twenty years. The Plan is being prepared to comply with the requirements of the Growth Management Act; development regulations will implement the plan's policies and land use map. A brief history of the City's planning and environmental review processes is provided below.

Prior Planning Activities

A Draft EIS on the City's Comprehensive Plan was published in November 1993, following two years of planning, data collection and analysis and public involvement. The Draft EIS evaluated the environmental impacts of three land use/planning concepts and transportation strategies, and helped the City identify the trade-offs among alternative visions for the City's future growth. In addition, the Draft EIS also describes how the City intended to use environmental review to help develop its comprehensive plan. The EIS also contained a chapter identifying a wide range of mitigation measures and implementation strategies, including development regulations and incentives.

Land Use, City Center & Transportation Concepts

The Draft EIS considered three city-wide land use and transportation concepts and three alternatives for the City Center. They included a continuation of existing trends and policies, modified to achieve consistency with the GMA (Concept 1); a focus on a high intensity City Center (Concept 2); and a strong City Center with satellite business parks (Concept 3). All alternatives were intended to accommodate growth forecasts by intensifying development (to varying degrees) within the City Center and along and adjacent to Pacific Highway South, and orienting the land use pattern more to pedestrians and high capacity transit. Under all alternatives, the type, mix and density of development would not change significantly through most of the City; the predominant residential character of the City would continue, with modest growth occurring in existing residential areas. There were significant variations, however, in the amount of commercial and industrial uses among the alternatives. These changes would be focused in the City Center (Concepts 2 and 3) and/or in business/office park areas in identified nodes. Different programs of transportation system improvements were identified to support the land use and City Center concepts. The emerging Comprehensive Plan combines elements of Land Use/City Center Concepts 2 and 3.

Vision Chapter of the Comprehensive Plan

Continued discussion among Federal Way residents, elected officials and staff led, in April, 1995, to affirmation of a set of framework policies for the City's Comprehensive Plan. This Vision Chapter contains broad policies for growth, economic development, housing, land use, the City Center, and capital facilities. It also includes a conceptual land use map. Using this direction, the City is now completing its Comprehensive Plan and an initial program of implementing regulations. To reflect GMA timing requirements, the Comprehensive Plan is being developed concurrent with development regulations.

Development Regulations

Concurrent with ongoing development of the plan, the City has held a number of forums with developers, business interests and property owners to identify issues or problems with the City's existing zoning regulations. Identified issues generally focused on

commercial and industrial zones in the City Center and in business parks in other areas of the city. These issues were also relevant to the emerging direction of the Comprehensive Plan. With City Council direction, these issues became the focus of the work program for initial implementation measures to implement the Comprehensive Plan.

SEPA Compliance

In May, 1995, the City published a revision to the prior SEPA determination of significance (DS) for the City's Comprehensive Plan. The revision clarifies that the City is using phased environmental review to meet SEPA requirements. The proposed action was revised to include adoption of development regulations along with the Comprehensive Plan.

This Addendum provides additional information about the proposed development regulations and their environmental effects. While some of the development regulations are still being drafted, their direction is sufficiently clear to conduct environmental review. A Final EIS on the Comprehensive Plan and development regulations will be published this summer. It will further evaluate the proposed action and additional elements of the City's overall implementation program.

III. Description of the Proposed Action

This section of the Addendum summarizes proposed regulatory changes, which include limited revisions to the Federal Way Zoning Code text and zoning map to implement the commercial land use designations and policies of the Comprehensive Plan; adoption of commercial development design guidelines; and adoption of a school impact fee ordinance. Zoning changes are limited to commercial and industrial zoning designations; no changes to residential zoning classifications are necessary to implement the Comprehensive Plan.

In general, the proposed zoning revisions are limited in scope and are intended to achieve consistency between zoning and the goals and policies of the Comprehensive Plan. Each element of the proposal is described further below. Future proposals will address other implementation issues.

1. Commercial & Industrial Development Zoning Designations

- **Business Park.** The Business Park zone (similar to the existing Manufacturing Park designation) is intended to permit a mixture of light manufacturing, warehouse/distribution, office and limited retail uses (to serve Business Park uses); all currently permitted uses would continue to be permitted. The new designation would establish standards for the mix, scale and density of office and retail uses. Other changes include reduced minimum lot size for less intensive business park uses from 5

to 2.5 acres or 1.5 acres; more flexible setback requirements, varying with proposed landscaping and drainage design; revised building modulation requirements to permit a choice of options for achieving design objectives; and new design guidelines (summarized below). Height limits would not change (generally 35-50 feet, depending on use). Similarly, bulk requirements and parking ratios would not change significantly from those in the existing Manufacturing Park zone.

- ***City Center Core.*** This designation, one of two that would replace the existing City Center zone, is intended to produce an intensively developed, mid-rise area in the core of the City Center area. Permitted uses would include a mix of office, retail, hotel, civic and residential activities. Pedestrian activity and public transit would be encouraged, as would certain uses and amenities (including street-oriented retail, hotel structured parking and common open space). Proposed zoning changes include reduced parking ratios; modified setback and modulation requirements to encourage pedestrian activity; potential height/bulk increases through a program of incentives and bonuses in exchange for amenities; and design guidelines to ensure quality development.
- ***City Center Frame.*** The City Center Frame would be applied in place of the existing City Center zone in an area adjacent to the City Center Core. The intent of the designation is to support activities in the core with a mix of major convenience retail uses and denser, urban-scale residential buildings. Currently permitted uses would continue; high-density multi-family residential uses would be encouraged. Setback and modulation requirements would be revised and design guidelines added to ensure high quality development.
- ***Professional Office.*** The Professional Office classification would make minor changes to the existing zoning designation. Permitted uses, parking ratios and height and bulk requirements would not be changed. A limited amount of convenience retail and services would be permitted to support planned office uses. Building modulation requirements would be modified as noted in the Business park zone.
- ***Office Park.*** Proposed changes to the Office Park classification would permit a limited amount of retail support services, along with the current mix of office and light manufacturing uses. Currently permitted uses, height and bulk standards and parking ratios would not change. The design options identified for the Business Park zone (i.e., options to building modulation and for setbacks) would also apply.
- ***Community Business.*** Revised standards for the Community Business zone are intended to respond to market demand, improve design quality for development, and help convert Pacific Highway South (over time) into a mixed-use retail area that integrates auto, pedestrian and transit circulation. Permitted uses and height/bulk standards would not be changed. The size and scale of hotels, motels and institutional uses would be limited. Parking ratios would not be changed; the preferred location for parking areas would be moved to the side or rear of buildings, however. As

described above for the Business Park zone, modulation and setback requirements would be revised to provide options for achieving the City's design objectives.

- ***Neighborhood Business.*** The Neighborhood Business zone is intended to allow a mixture of small businesses providing convenience goods and services to adjacent neighborhoods. Proposed zoning text revisions would not change permitted uses, height and bulk requirements or parking ratios, except that some additional small-scale, compatible uses -- such as churches, health clubs and convalescent centers -- would also be allowed. The size of office, commercial and retail uses would be limited to maintain neighborhood scale and compatibility. Modulation and setback requirements would be modified (as identified in the Business Park zone) to provide options for achieving the City's design objectives. New standards are also provided to improve integration of buildings into the surrounding neighborhood and to improve pedestrian access and circulation.

2. Administrative Design Guidelines for Commercial Development

Achieving high quality design is a key concern of the Comprehensive Plan and a major theme in proposed development regulations. Proposed design guidelines for commercial development, which would be applied during administrative review of development applications, are intended to help implement Federal Way's overall design objectives. The design guidelines would apply to all development in all commercial zones, including Business Park, City Center Core, City Center Frame, Professional Office, Office Park, Community Business and Neighborhood Business.

The guidelines address site planning; architectural elements and building materials; height, bulk and scale; landscaping; site improvements; services, storage and building utilities; and circulation for pedestrians and automobiles. They are generally stated as performance standards that allow an applicant flexibility to accomplish stated design goals. Illustrations and examples are provided in the text of the proposed guidelines to help the user understand their intent. Major provisions are briefly summarized below.

Site Planning. These guidelines describe how a proposal should be designed to better relate to various features of a site and elements of the human and natural environment. Topics include:

- site characteristics (including sensitive natural environmental features, topography and views);
- clearly defining building entries;
- encouraging human activity on the street (e.g. through use of plazas, pedestrian furniture, awnings, etc.);

- orienting buildings to help define the street and the building(s), and to promote activity along the street; and
- locating buildings on a site to reflect the surrounding context (e.g. by grouping impact-generating activities and buffering sensitive uses, and creating pedestrian connections to adjacent areas);

Architectural Elements & Building Materials. These guidelines encourage design that reflects the characteristics of the site, the adjacent area and the larger community. Topics addressed include building form and scale, exterior finish materials, and (avoiding) blank walls.

Height, Bulk & Scale. These guidelines are intended to help projects be compatible with the scale and design of the surrounding area, and to accomplish transitions between less intensive uses.

Landscaping. Landscaping guidelines encourage creativity to screen, buffer and separate incompatible uses, enhance a site's open space and buildings, and respond to site conditions. Relating the choice, scale and placement of landscaping to site design and architecture is the key objective.

Site Improvements. Improvement guidelines address paving materials, outdoor furniture and fixtures, such as lighting and signs.

Services, Storage and Building Utilities. This group of guidelines is intended to ensure that loading and storage areas, trash enclosures, utility and mechanical equipment, and lighting are located and designed to be functional and efficient but do not negatively impact adjacent properties.

Circulation for Pedestrians and Automobiles. These guidelines are intended to help projects design convenient and safe circulation systems. Issues addressed include automobile parking areas and driveways; truck access and loading; pedestrian and bicycle access; design of parking structures; and design considerations for drive-through uses.

3. School Impact Fee Ordinance

The Growth Management Act authorizes imposition of impact fees for schools as a means to offset the needs created by new growth (RCW 82.02). Development projects may be assessed a proportionate share of the cost of new facilities needed to serve the development. The fee must be reasonable related to the impact caused by the development. The City is proposing to assess such fees on behalf of the Federal Way School District (No. 210).

Based on the proposed program, impact fees would be assessed against all residential development. The fee would be based on an annually updated capital facilities plan adopted by the School District and adopted by reference in the Capital Facilities Element of the Federal Way Comprehensive Plan. The capital facilities plan projects student enrollment, facility needs, and costs of constructing such facilities.

The ordinance contains a formula for calculating fees and a fee schedule. Separate fees would be calculated for single-family and multi-family units to reflect their different student generation rates. Exemptions are provided for elderly housing, replacement of structures of the same size and use, and alterations of existing dwelling units where no new units are created. The formula provides credits for anticipated tax revenues that would be generated by the development; and credit for school sites or facilities contributed by a developer.

The fees would be collected one-half at the time of final plat or PUD approval, and the balance when building permits are issued. All fees would be placed in a separate interest-bearing account and must be used or encumbered within 6 years (unless extended by the City because of extraordinary circumstances); any fees not expended pursuant to the requirements of the ordinance would be returned (with interest) to the payor. Refunds will also be granted if the application is not finalized and no impact has resulted to the district.

4. Zoning Map Changes

Proposed zoning map changes are limited to application of the new commercial and industrial zoning designations to properties that are currently zoned for equivalent commercial or industrial uses. For example, properties currently zoned Manufacturing Park would receive the new Business Park designation. The proposed action does not involve a city-wide rezoning and will only result in minor changes to residentially zoned properties to reflect Comprehensive Plan land use designations and existing conditions.

Future Implementing Actions

The proposed development regulations represent the City's initial steps to implement the Comprehensive Plan. They are focused on commercial and industrial development standards and design and school impact fees. Other implementing actions will be identified in City department work programs and will be proposed over the next 12-18 months. Major work items are identified below; most are included in the 1996 work program.

Concurrency Management. A management system will be developed for transportation to test whether project proposals are consistent with adopted levels of service and whether required transportation facilities will be available concurrent with the development.

Consistent with GMA requirements, the system will require that development be denied if it would cause levels of service to decline below adopted standards unless necessary improvements are made.

Phasing. The City's ability to fund identified improvements to achieve adopted levels of service -- particularly for parks and transportation -- is dependent on realization of revenues from a variety of numerous sources, including two \$7.5 million bond issue that will be submitted to the voters in the future. If such funding does not materialize, services will not be adequate to accommodate planned growth until alternative funding sources are identified. Consistent with GMA direction, and as acknowledged in the proposed Comprehensive Plan, if funding falls short, the land use plan and/or levels of service must be reassessed. In these circumstances, growth would be phased or limited to reflect deficiencies in service.

Enhanced Environmental Protection. The City will review and fine-tune its critical areas ordinance to enhance achievement of Comprehensive Plan policies for the natural environment. An initial revision to the City's adopted wetlands regulations is being circulated for review. Other work elements will include ongoing identification of critical areas (wetlands, habitat, steep slopes, aquifer recharge areas); continued study of geohydrologic conditions and review of alternative approaches for protecting aquifer recharge areas; conformance to changes in definitions (e.g. of wetlands) in ESHB 1724; further study of management alternatives for priority habitat; and regulations addressing flood hazard areas and well-head protection.

Annexation Area Planning. Consistent with King County's Comprehensive Plan, the City and County will work cooperatively to plan for land use and services in the City's designated potential annexation area. This planning would occur over approximately two years.

Permit Processing Timelines & Regulatory Reform. The City will readopt its permit processing timelines as required by state law. It will also evaluate and implement the requirements of 1995 regulatory reform legislation (ESHB 1724) session as they may affect environmental review and development permit processing.

Impact Fees. As part of its ongoing capital facility planning, the City will evaluate the use of impact fees as a means to fund a portion of future needs for parks and transportation improvements. Such programs would be constructed

Shoreline Master Program. The City will reevaluate its Shoreline Master Program (SMP), and revise it as necessary to ensure consistency with the land use plan. The SMP will also be updated to reflect the requirements of ESHB 1724, including changes in definitions.

Residential Zoning Classifications. The Comprehensive Plan will not make significant changes to the amount, nature or location of residential land uses. Similarly, changes to

residential zoning classifications, standards and mapped zones will not be significant. Minor changes may be proposed to ensure achievement of design goals, land use compatibility and consistency with Comprehensive Plan residential land use designations.

Subdivision Ordinance. The City will review its subdivision code to ensure that standards and procedures are consistent with the Comprehensive Plan and with the direction of regulatory reform legislation (ESHB 1724).

IV. Environmental Information

Federal Way is following a process of phased environmental review to revise its Comprehensive Plan and development regulations to meet the requirements of the Growth Management Act. This EIS Addendum has been prepared consistent with the State Environmental policy Act (SEPA) and applicable rules (WAC 197-11) for review and use by agencies, interested citizens and public officials. Elements of phased environmental review and the scope of the addendum are described further below.

Non-Project Documents. Environmental Impact Statements (EISs) on comprehensive plans, development regulations and similar programs are referred to in the state SEPA Rules as "non-project" or programmatic documents (WAC 197-11-704). Their purpose is to help the public and decision makers identify and evaluate the environmental effects of alternative policies, implementing approaches and similar choices related to community growth. While plans and regulations do not directly result in alteration of the physical environment, they do provide a framework within which future growth and development - - and resulting environmental impacts -- will occur. The Draft EIS and this Addendum are non-project in nature.

Phased Review. Environmental review can be phased or sequenced so it more closely mirrors the steps and information that occur in developing a comprehensive plan and implementing program (WAC 197-11-060(5)). Phased review is intended to help the public and decision makers focus on issues or portions of issues that are ready for decision while postponing action and environmental review on other aspects that are not ready for decision or where information is lacking. The proposed development regulations and this Addendum are part of phased review for the City's comprehensive planning process.

Prior Environmental Documents. The Draft EIS (Federal Way, 1993) for the Comprehensive Plan evaluated the environmental impacts associated with three land use and transportation alternatives. It also discussed a wide range of mitigation measures and implementing actions to address identified impacts. Plan policies will be developed using the information in the Draft EIS and recent (April, 1995) direction on the plan vision and land use map provided by the City Council. The preferred alternative combines elements of Land Use and City Center Concepts 2 and 3 evaluated in the Draft EIS for the Comprehensive Plan. Its impacts are, therefore, within the range of impacts evaluated in the Draft EIS.

Scope of EIS Addendum. According to the SEPA Rules, an addendum provides new information about a proposal or impacts evaluated in a prior environmental document but does not substantially change the prior analysis (WAC 197-11-600(4)(c)). This addendum has been prepared to provide additional information about the content of Federal Way's initial actions to implement the Comprehensive Plan. Following review of existing environmental documents, the Addendum does not identify new impacts or significantly change the prior analysis.

The Comprehensive Plan's land use map and policies are intended to accomplish GMA-mandated responsibilities and to mitigate the impacts of future growth. The proposed development regulations are intended to implement the Comprehensive Plan. In general, environmental impacts associated with regulations adopted to be consistent with and to implement the plan will be the same as the effects of the plan's land use map and policies. The effects of alternative land uses and land use patterns were evaluated in the Draft EIS for the Comprehensive Plan. To the extent that the proposed action is consistent with and implements the designations of the Comprehensive Plan, therefore it will mitigate previously identified impacts, particularly for land use, aesthetics and transportation. No additional or new significant impacts beyond those identified in the Draft EIS will occur.