

# City of Mill Creek

# Comprehensive Plan

## 2015

Land Use



Parks & Open Space



Housing



Environmental



Capital Facilities

Streetscape



Utilities



Transportation



# Acknowledgements

## City Council

Mayor Pamela Pruitt

Sean Kelly, Council Member

Mayor Pro Tem Brian Holtzclaw

Donna Michelson, Council Member

Mark Bond, Council Member

Mike Todd, Council Member

Vincent Cavaleri, Council Member

## Planning Commission

Stan Eisner, Chair

Ed McNichol, Commissioner

Matthew Nolen, Vice Chair

Jared Mead, Commissioner

Randy Blair, Commissioner

Dennis Teschlog, Commissioner

Daniel Mills, Commissioner

## Parks and Recreation Board

Jim Erlewine, Chair

Gary Harrison, Board Member

David Chapin, Vice Chair

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Gary Harrison, Board Member

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ORDINANCE NO. 2015-802

**AN ORDINANCE OF THE CITY OF MILL CREEK, WASHINGTON,  
AMENDING THE CITY OF MILL CREEK COMPREHENSIVE PLAN IN  
ACCORDANCE WITH AND CONSISTENT WITH THE GROWTH  
MANAGEMENT ACT; AND ESTABLISHING AN EFFECTIVE DATE**

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WHEREAS, pursuant to the requirements of the Washington State Growth Management Act of 1990, RCW Chapter 36.70A (GMA), the City of Mill Creek Comprehensive Plan was adopted on January 28, 1992, following an extensive public participation process that included public workshops, discussion by several citizen committees and boards, and a public hearing before the Mill Creek Planning Commission; and

WHEREAS, on October 25, 1994, the City Council adopted Ordinance 94-338 amending the Comprehensive Plan to bring it into full compliance with the Growth Management Act and reflect current information; and

WHEREAS, RCW 36.70.A.130 mandates that the Comprehensive Plan be subject to continuing evaluation and review by the City, and that the City establish procedures whereby amendments to the Comprehensive Plan are considered by the City Council no more frequently than once every year; and

WHEREAS, on March 14, 1995, the City Council adopted Resolution 95-192 establishing a Comprehensive Plan amendment process in accordance with the provisions of the GMA and the Amendment Criteria section of the Comprehensive Plan; and

WHEREAS, RCW 36.70A.130(5)(a) mandates that cities shall conduct a major review of all Elements in their Comprehensive Plans and determine if updates are necessary, and that said updates shall be adopted in 2015; and

WHEREAS, the City reviewed the Comprehensive Plan and determined that updates were necessary to address demographic trends, availability of developable land, current conditions and ensure consistency with the Countywide Planning Policies; and

WHEREAS, on September 15, 2014, the Wilcox Group, LLC, submitted an application requesting that the zoning designation for property located at 13407 35<sup>th</sup> Avenue S.E. be changed from Low Density Residential to High Density Residential; and

WHEREAS, the Planning Commission reviewed the proposed Comprehensive Plan and Zoning Map amendments proposed by staff and by the Wilcox Group, LLC in work sessions between October 2014 and October 2015; and

WHEREAS, the proposed Comprehensive Plan amendments were prepared in accordance with the Washington State Planning Enabling Legislation (RCW Chapter 35A.63), GMA, RCW 36.70A.040 and 36.70A.120, and the City's Comprehensive Plan policies concerning amendments thereto; and

WHEREAS, on July 23, 2015 and September 30, 2015, the proposed amendments were submitted to the Washington State Department of Commerce for review, as required by RCW 36.70A.106; and

WHEREAS, the City's SEPA responsible official determined that the proposal does not have a probable significant adverse environmental impact, and thus in accordance with WAC 197-11-340(2), a determination of non-significance was issued for the proposed amendments on October 29, 2015; and

WHEREAS, on November 19, 2015, the City held a public open house to solicit public input relative to the proposed amendments; and

WHEREAS, on November 19, 2015, the Planning Commission held a duly noticed public hearing on the amendments to the Comprehensive Plan;

WHEREAS, the Planning Commission heard and considered the staff report and analysis of the proposed amendments, including public comments and testimony, and other material, and found that the proposed amendments (i) have been prepared and considered in accordance and are consistent with GMA and the amendment criteria established within the Comprehensive Plan, and (ii) further the public health, safety, and general welfare; and

WHEREAS, the Planning Commission considered the amendment proposed by Wilcox Group, LLC for property located at 13407 35<sup>th</sup> Avenue S.E. to change the land use and zoning map designations from Low Density Residential (LDR) to High Density Residential (HDR) and determined that a land use and zoning designation of Medium Density Residential (MDR) was appropriate since the site abuts 35<sup>th</sup> Avenue Southeast, is adjacent to other property zoned MDR, and is separated from LDR properties by a significant stream and buffer. Changing the Land Use Map and Zoning Map from LDR to MDR is consistent with GMA and furthers the public health, safety, and general welfare.

WHEREAS, on November 19, 2015, the Planning Commission adopted Resolution No. 2015-162, recommending to the City Council approval of proposed 2015 Comprehensive Plan Amendments; and

WHEREAS, on October 27, November 10, November 24, 2015, the City Council held three study sessions to review the Planning Commission recommendation, proposed amendments, and related information; and

WHEREAS, the City Council finds that the proposed amendments (i) have been considered in accordance and are consistent with GMA and the amendment criteria established within the Comprehensive Plan, (ii) fulfills the mandatory requirement to conduct a major review and update of the Comprehensive Plan pursuant to RCW 36.70A.130(5)(a), and (iii) furthers the public health, safety, and general welfare; and

WHEREAS, the City Council therefore desires to adopt the proposed amendments as recommended by the Planning Commission in Resolution 2015-162;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF MILL CREEK, WASHINGTON, ORDAINS AS FOLLOWS:

Section 1. The City Council, having considered Planning Commission Resolution 2015-162 along with the information in the public record, hereby adopts the foregoing findings and conclusions.

Section 2. The City Council, having considered Planning Commission Resolution 2015-162 along with the information in the public record, hereby adopts the amendments to the Comprehensive Plan and Zoning Map attached as **Exhibit A** to the Ordinance.

Section 3. The City Council directs and authorizes the Community Development Director and City Clerk to take all such other actions as are necessary and appropriate to implement the findings, conclusions and decisions set forth in this Ordinance.

Section 4. If any section, subsection, paragraph, sentence, clause or phrase of this ordinance or its application to any person or situation be declared unconstitutional or invalid for any reason, such decision shall not affect the validity of the remaining portion of this ordinance or its application to any other person or situation. The City Council of the City of Mill Creek hereby declares that it would have adopted this ordinance and each section, subsection, sentence, clause, phrase or portion thereof irrespective of the fact that any one or more sections, subsections, sentences, clauses, phrases or portions be declared invalid or unconstitutional.

Section 5. This Ordinance shall be effective 5 days after passage and publication of a summary that consists of this Ordinance's Title.

Section 6. The City Clerk and/or other entity responsible for codification of this Ordinance are authorized to make necessary corrections to this Ordinance including correction of scrivener's/clerkal errors, references, Ordinance numbering, section/subsection numbering and any references thereto.

Passed in open meeting this 8<sup>th</sup> day of December 2015 by a vote of 7 for, 0 against, and 0 abstaining.

APPROVED:

  
\_\_\_\_\_  
PAM PRUITT, MAYOR

ATTEST/AUTHENTICATED:

  
\_\_\_\_\_  
KELLY CHEELIN, CITY CLERK

APPROVED AS TO FORM:

\_\_\_\_\_  
SHANE MOLONEY, CITY ATTORNEY

FILED WITH THE CITY CLERK: 12/8/15

PASSED BY THE CITY COUNCIL: 12/8/15

PUBLISHED: 12/13/15

EFFECTIVE DATE: 12/18/15

ORDINANCE NO.: 2015-802

**Exhibit A:** Comprehensive Plan Amendments and Zoning Map Amendment

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# CHAPTER I

## INTRODUCTION

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### DEFINITION AND APPLICATION

The City of Mill Creek's Comprehensive Plan is an official public policy document for use by both the public and private sectors of the community. The plan is intended to be a comprehensive guide with policies to be used in making decisions concerning future land uses, establishing urban growth boundaries and city limits, extensions of community services and facilities, locations of future transportation/circulation facilities, parks and open space, designation and protection of environmentally sensitive areas and desirable urban design elements of the City. Several citizen committees and boards helped to formulate this plan and its updates including: the Comprehensive Plan Steering Committee, the City Planning Commission, the Parks and Recreation Board, Town Center Steering Committee, Housing Advisory Committee, the City Council, City staff and the citizenry.

The plan is designed to be comprehensive and general as well as long-range in nature. It is comprehensive in that it encompasses major geographic areas of the City and the functional elements that affect physical development or preservation; general in that it summarizes major policies and proposals; and long-range in that it not only addresses current issues, but also anticipates problems and possibilities for the future. In 1992 the City adopted its first Comprehensive Plan and in 1994 the City adopted the first Comprehensive Plan under the Growth Management Act (GMA). In 2004 the Plan was updated with new growth targets for the next 20 years. The 2015 Comprehensive Plan updates required by the Growth Management Act has again created an opportunity for the City to evaluate its existing goals and policies and determine whether they still represent the vision of the community.

Mill Creek has changed significantly since adoption of the first GMA plan in 1994. Nearly all land available for residential uses has been developed, the Mill Creek Town Center has been completed, and development has begun in the East Gateway Urban Village. Thus, the 2015 Comprehensive Plan focuses on revising the plan elements as follows:

- Updates demographic data for population, employment and housing, and establishes a population growth target for 2040 to respond to the Vision 2040 Regional Growth Strategy adopted in 2008 and the Countywide Planning Policies which include 2035 population and employment growth targets for the City;
- Incorporates the East Gateway Urban Village Subarea Plan into the main planning document;
- Updates existing conditions and identifies future capital facility projects for parks, roads, sidewalks, stormwater facilities and other capital facility improvements;

- Updates transportation inventories and level of service standards and guidelines consistent with Vision 2040; and
- Updates affordable housing policies.

Although the Comprehensive Plan will be used to direct development of regulations which govern land use and development, the Comprehensive Plan will not be used to review development applications except when reference to this Comprehensive Plan is expressly required by an applicable development regulation. The Comprehensive Plan is a policy document, which the City implements through the development regulations and through the City's implementing documents/programs (i.e., budget, Capital Improvement Plan, etc.).

### **RELATIONSHIP OF THE COMPREHENSIVE PLAN TO ZONING AND SUBDIVISION CONTROLS**

As enabled by the 1990 Washington State Growth Management Act, the Comprehensive Plan is a mandatory public policy document adopted by the local legislative body to guide the physical development and conservation of a municipality or county. The implementation of the plan occurs through the application of the zoning and subdivision regulations, Critical Area Regulations, transportation and capital improvement programming and other official controls intended to meet the goals and objectives of the plan.

This Comprehensive Plan has been prepared pursuant to 35A.63 RCW and meets the requirements of the 1990 Washington State Growth Management Act as amended.

### **COMPREHENSIVE PLANNING PROCESS**

The comprehensive planning process creates a blueprint for the logical development of the City and effective means to implement the plan's policies. The process addresses, through a logical sequence, the various land use related factors that must be considered to formulate responsible land use policies and proposals. These factors include the following:

- The establishment of citywide goals;
- The inventory and analysis of land use, housing, population levels, capital facilities, utilities, parks and open space, environmental features and transportation facilities;
- The understanding of issues, both technical and citizen-related;
- The development of public policies/proposals to resolve and/or address the relevant issues;

- The involvement of citizens in the plan and policy-formulation process; and
- The transformation of policies into the land use, transportation, environmental features, parks and open space plan maps and attendant implementation tools.

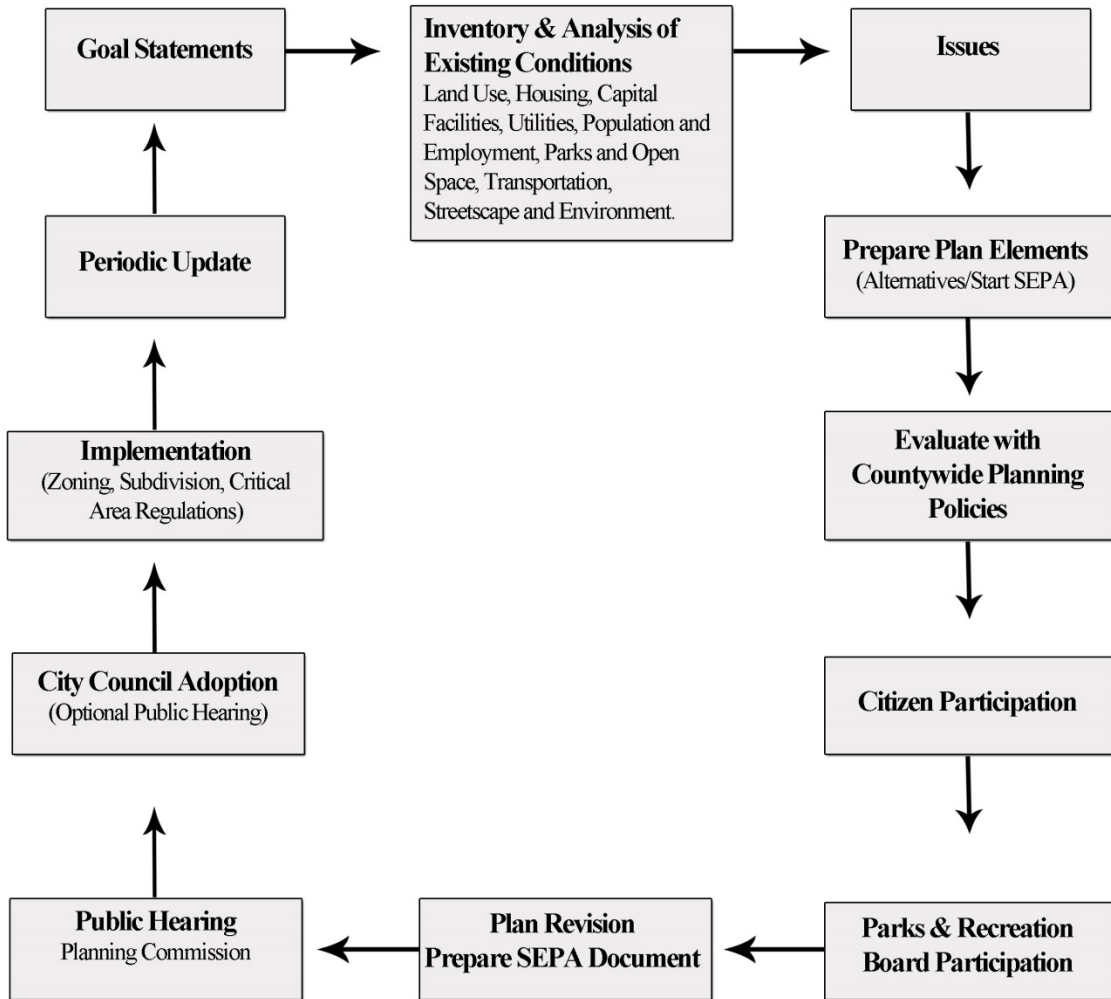
The planning process is continual. It involves not only the formulation of the Comprehensive Plan document, its implementation and the application and use of various regulatory tools, but also continual monitoring and periodic updating. The success of the planning process in the City relies heavily upon the City's ability to keep the major elements of the plan current. Thus, the plan should be updated regularly by the City and such revisions should adhere to the various sequential stages in the planning process.

The chart on the following page illustrates the sequential steps of the planning process.

## **ORGANIZATION**

The Comprehensive Plan document is organized to be consistent with the sequential steps of the planning process, and the required elements of the Growth Management Act. It is intended to present the basic information and data necessary for the preparation of development regulations and plans. Thus, after a brief history of the development of the City, a series of goal statements intended to provide the overall direction of future growth and conservation planning for the City is presented. A brief description of the current population and projections for future expansion are then discussed in the summary of population and employment. Next, the plan elements are presented, which provide the fundamental decision-making tools concerning Land Use, Housing, Capital Facilities, Utilities, Transportation, Streetscape, Environmental Features and Parks and Open Space. The plan elements also include related maps that graphically portray the spatial interpretation of policies.

## City of Mill Creek Comprehensive Planning Process



# **CHAPTER II**

## **CONSISTENCY WITH COUNTYWIDE PLANNING POLICIES**

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### **INTRODUCTION**

The Washington State Growth Management Act (GMA) requires that counties planning under the Act adopt Countywide Planning Policies (CPPs) in cooperation with the cities within the County. The purpose of the CPPs is to establish a framework for developing and adopting coordinated and consistent county and city comprehensive plans. The CPPs also provide direction necessary for coordinated implementation of GMA required Multicounty Planning Policies (MPPs) that are incorporated into Vision 2040, which was adopted by the Puget Sound Regional Council (PSRC) in 2008.

Following the adoption of Vision 2040 by the PSRC, Snohomish County and its cities worked through Snohomish County Tomorrow to update the CPPs to be consistent with the MPPs. The updated CPPs were adopted by the Snohomish County Council in 2011.

The City of Mill Creek's Comprehensive Plan has been evaluated for consistency with the updated Countywide Planning Policies and is substantially consistent with these policies. The following discussion briefly summarizes how the Comprehensive Plan elements are consistent with the Countywide Planning Policies.

### **COUNTYWIDE PLANNING POLICIES**

#### **Joint County and City Planning within Municipal Urban Growth Area (MUGA)**

The Countywide Planning Policies support both GMA and Vision 2040 requirements for joint county and city planning within MUGAs.

The Mill Creek Comprehensive Plan recognizes the need for interjurisdictional planning consistent with the CPP's and Vision 2040. Several of the elements include policies that identify the need to work with surrounding jurisdictions in land use, housing, transportation, economic, capital facility and utility planning.

The Growth Management Act requires jurisdictions planning under the GMA to establish UGAs within which growth can be supported with adequate public facilities. Mill Creek is one of several cities within the Southwest UGA of Snohomish County and the City has designated its own Municipal Urban Growth Area (MUGA) surrounding the current city limits from which annexations to the City can be considered.

The Mill Creek MUGA uses identifiable boundaries such as natural features and roads. The City's MUGA provides sufficient density, developable land, public facilities and

public services to accommodate population and employment growth targets established in the CPPs over the next 20 years. The City's MUGA is recognized in the adopted CPPs.

### **Development Patterns and Orderly Development**

The Countywide Planning Policies address the promotion of contiguous and orderly development and the provision of urban services to achieve livable places that are environmentally sustainable, economically viable and socially responsible for the long-term future.

The Land Use, Capital Facilities and Utilities elements contain policies relating to establishing development patterns and orderly development of land within the City and its MUGA. The Land Use Element identifies the City's MUGA and establishes policies for the provision of urban services and facilities within these areas if they are annexed into the City.

### **Housing**

The Countywide Planning Policies focus on the need to provide a variety of decent, safe and affordable housing opportunities to all segments of the County's population.

The Housing Element of the Comprehensive Plan contains policies that are consistent with the Countywide Planning Policies. The housing policies emphasize the need for the City to work regionally to promote, facilitate and contribute to housing affordability issues in the community. In addition, the policies call for development of a variety of housing types and densities in order to meet the needs of all City residents.

### **Economic Development and Employment**

The Countywide Planning Policies emphasize providing opportunities for continued growth and success of businesses and promoting a balance of jobs-to-housing to support economic activity, encourage local economic opportunities and improve mobility.

The Comprehensive Plan contains strategies intended to promote economic development in the community. The Population and Employment Element ensures consistency with the City's employment and population targets. In addition, the Land Use Element designates commercial, industrial and mixed use areas for development and job provision, while the Housing Element provides policies to allow a variety of housing types for City residents.

### **Transportation**

The Countywide Planning Policies guide transportation planning by the County and cities in the County and provide the basis for regional coordination with the Washington State Department of Transportation and transit agencies. In addition, the CPP's

address the need to provide for transportation systems that support land uses established in the Comprehensive Plan, and establish concurrency standards and agreements for joint mitigation of traffic impacts.

Transportation goals and policies in the Comprehensive Plan address the need to identify and prioritize transportation needs that are incorporated into the seven-year Capital Improvement Plan (CIP) to meet established Level of Service Standards and Guidelines. The policies also address the Growth Management Act requirements of concurrency and Level of Service Standards. The Land Use Element includes policies that are supportive and compatible with public transportation and pedestrian facilities. The Transportation Element includes policies for coordinating with state, regional, and local planning efforts for transportation through the Puget Sound Regional Council to develop and operate a highly efficient, multimodal system that supports the regional growth strategy.

### **Natural Environment**

The Countywide Planning Policies focus on the need to be stewards of the environment and embrace ways to integrate environmental protection with economic and social needs.

The Goals of the City have been updated to include support of the state's climate change initiative. The Environmental Features and Land Use Elements include policies that support the care and preservation of the environment and promote a sustainable economy.

### **Public Services and Facilities**

The Countywide Planning Policies require a review process for siting essential public facilities. The Land Use Element includes a section discussing the siting process for essential public facilities. The Land Use Element also includes policy language promoting collaboration with public agencies and special districts to co-locate essential public facilities.

## **CHAPTER III**

### **HISTORY OF MILL CREEK**

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The City of Mill Creek is a part of a larger vision that has been developing since the 1950's, though its name has varied from that of the home of the Greek gods (Olympus) to the Chinook Indians' idea of open, free and outdoors (Klahanie).

Although there have been settlers and farms in the area for many years, relevant history begins with the purchase in the 1930's by Dr. Garhart of 800 acres, which would later become the major portion of Mill Creek. Dr. Garhart was known as a staunch naturalist who performed extensive inventories of the natural resources of the site and made numerous observations of the wildlife and vegetation. The larger Garhart property was surrounded by several families on smaller tracts (20-60 acres).

Dr. Tony Levitsis, a former Mill Creek City Councilman, tells of the folklore surrounding one such family, the Garletts.

"They owned 50 acres, sold off ten to pay back taxes, and then moved deep into the woods. There they built a cabin on what today is the 13th tee of the Mill Creek Golf Course. Access was over a rugged trail through the property that is now Larry's Smokehouse [14527 Bothell-Everett Highway]. The depression was a lean time; the family raised chickens, pigs, gardened and even did some logging; anything to survive. The family of five lived in a cabin that measured 15 feet square feet and stood about 5 1/2 feet high. It had a crude door, an opening that passed for a window, a wood stove that supplied heat and cooking and a dirt floor, which was later planked over. Water came from a spring in the winter. During the summer the spring dried up and they had to carry water from Penny Creek. The cabin is long gone, replaced by the Laurel subdivision."

One remnant of the efforts of the Garharts, Garletts and other families which still exists is the dam and reservoir constructed in 1935 just east of the intersection of SR 527 and 164th Street S.E. It was then named Wintermutes Corner and is still referred to as such on many maps.

#### **DEVELOPMENT OF MILL CREEK**

The Environmental Impact Statement (EIS) for the Planned Residential Development (PRD) for Mill Creek in 1974 described the development activities as follows:

"In 1965 Northwestern Properties organized a series of partnerships which optioned and controlled approximately 3,000 acres. The principal owner was Mr. Elmer Kerns who purchased his ownership from Garhart on a real estate contract basis. At this time a planned new community, to be called Olympus, was proposed. The Olympus plan was a forerunner of the present proposed new community. Basically,



it differed from the current plans in terms of the land use layout, and also, an overall higher density of uses would have occurred than with the proposed project. The investigations for planning and financing were oriented toward federal participation. In the course of such investigations, the feasibility for obtaining such long-term assistance was diminished and alternate means were sought.

In 1968, Howard T. Harstad, a local consultant, agreed to take over the options and brought in the Morrison-Knudsen interests to supply the required financial backing. At a critical point in the conception of the project one of the principals of the Morrison-Knudsen firm who had personally backed the venture on a corporate level met with a fatal airplane accident. After a subsequent corporate review of the project status, the Morrison-Knudsen firm decided to withdraw their support and concentrate their resources on other ongoing ventures.

After the Morrison-Knudsen financial assistance was withdrawn, Harstad also divested his interest. During this time, the Boise Cascade Company had expressed an interest in taking over the project on a self-sufficient basis. The economic downturn in 1969 and 1970 due to a drastic reduction in aerospace employment caused Boise Cascade to abandon their plans and return control to the Kerns interests.

During the middle of 1973, Tokyu Land Development (Hawaii), Ltd., acquired control of the land through options (1,200 acres  $\pm$ ) and assigned their interest to the United Development Corporation (with the Ohbayashi Corporation) who was at the time conducting planning and engineering studies, which resulted in a comprehensive master plan for the new community."

The consulting firm of Wilsey and Ham was hired in 1973 to prepare a master plan, which was submitted to Snohomish County in January 1974; amendments to the Comprehensive Plan were made in February and March and the contract rezoned was signed in April. The restrictive covenants were signed in 1975.

The contract rezoned by Snohomish County included the overall Master Development Plan. In the next eight years, all nine sector plans would be prepared and accepted. The final sector plan anticipated a citywide total of over 4,600 dwelling units with a population of 12-14,000 when construction was completed.

The Sector Plans were implemented by individual Division of Development Plans and Subdivision Plats.

The City of Mill Creek, then consisting of 1,160 acres, was incorporated in 1983. The primary impetus for incorporation was the desire by the residents to receive a more equitable tax structure and improve police protective services. Being an unincorporated territory served by the Alderwood and Silver Lake water districts, the Everett School District, two fire districts and three telephone exchanges, as well as having a Bothell mailing address, left the area without a community identity. The City Council was elected

and the Planning Commission was appointed. In 1987 the Parks and Recreation Advisory Board was established.

The City of Mill Creek has gone through significant changes since incorporation in 1983. The City has doubled in area as annexations have occurred. Since incorporation, 17 annexations ranging between 2 and 300 acres in size have been approved by the City. As of 2008, the City had a total area of 2,994 acres or 4.68 square miles. As of April 2015, the City's population is estimated to be 19,760.

The majority of the developable land within the City of Mill Creek has now been developed or is under construction. All of the sectors in the original Mill Creek Master Plan have been developed. The Mill Creek Town Center has been completed and has become a vital part of the City's economy and has enhanced the quality of life. The City created a new mixed use subarea called the East Gateway Urban Village and is in the process of developing this area. This development activity implements the City's Land Use Plan to create a vibrant, livable community, where residents can live, work and play.

### **CREATING A NAMESAKE**

In 2000, the City was successful in officially designating a small creek, locally referred to as Smokehouse Creek, as Mill Creek.

The idea for establishing an official name for the creek was generated by the Mill Creek City Council. Because the creek flows through the Town Center site they reasoned, it should be given a name that complements the Town Center and establishes a namesake for the City. After some discussion, it was decided that the creek should be named Mill Creek.

City planners appeared before the State Board of Geographic Names, and in December 2000, the City's request to name the creek Mill Creek was approved.

# **CHAPTER IV**

## **GOAL STATEMENTS**

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### **INTENT**

The Comprehensive Plan is composed of a set of goals, policies and maps that provide an overall community vision and the direction for formulating decisions concerning the physical development of the City and its Municipal Urban Growth Area. The goals represent the primary direction for land use, transportation, environmental protection, and park and recreation decisions that will guide the physical development of the City within a 20-year planning period.

The original goals were developed by seven citizen committees between September 1986 and July 1987, and were intended to guide the development and adoption of the Comprehensive Plan and subsequent development regulations.

- In 1994 these goal statements were updated to ensure consistency with the statewide planning goals set forth in the Growth Management Act.
- In 2004 additional goal statements were added to address the adoption of the Mill Creek East UGA Subarea plan, and to establish a strategy for protecting the Chinook Salmon, which was listed as a threatened species under the Endangered Species Act in 1999.
- In 2008, goal statements were added to address the planning of the East Gateway Urban Village, to establish a City strategy for sustainable development, and to establish a City response to climate change.
- In 2015 goal statements were added to support the state's climate change initiatives, encourage the appropriate mix of land uses to maximize transportation options and minimize vehicle miles traveled, and to recognize that hazard avoidance should be taken into account in developing a Comprehensive Plan.

The Comprehensive Plan goals are separated into the various components of the urban and natural environment and include directives on city image, housing, environmental protection, hazard avoidance/mitigation, residential development, commercial and industrial development, mixed-use development, the Town Center, East Gateway Urban Village, parks and recreation, transportation, transit, economic development, capital facilities and municipal finance, and intergovernmental coordination, property rights and Municipal Urban Growth Area.

## CITY IMAGE

- Maintain the character of Mill Creek as a primarily single-family, detached residential community characterized by distinct residential neighborhoods, vibrant central business/retail commercial districts, high-quality multifamily neighborhoods and an extensive network of neighborhood parks, trails, and open space corridors.
- Create multifamily neighborhoods that are complementary to the high quality and unique suburban residential character of the community.
- Promote respect for nature and sensitive development as fundamental principles of the City. To the greatest extent possible, the natural environment shall be preserved and protected before, during, and after the development process.
- Continue to apply the high-quality standards that characterize the existing commercial and industrial sectors of the community to the non-residential portion of the City. Consider expansion of the commercial base by modifying development regulations to allow efficient redevelopment of commercial properties, annexation, or exercise of influence in adjoining jurisdictions.
- Create a community lifestyle with a balanced mix of family wage jobs and high quality housing that reduces traffic and commute times for residents.
- The community is linked by a system of pleasant and safe pedestrian pathways that connect the residential, recreational, natural and commercial areas of the City. Design future development in such a fashion as to incorporate additional pedestrian and bicycle pathways that connect to the existing public/private pathway network where appropriate, and to incorporate aesthetic streetscapes that include street trees, sitting areas, landscaped medians, and separated sidewalks.
- Major recreation facilities are located within the community. Public and private passive recreation has been woven into the residential, business and open space areas of the City. The unique City design, the greenbelts, and the self-contained neighborhoods contribute to a "sense of community" in the City that shall be furthered as future development and redevelopment occurs.
- The City government is an expression of community-wide pride and participation, and shall continue to strive for creative yet efficient services while maximizing the benefits of City revenues. Encourage future urban growth in areas where adequate facilities and services exist or can be provided for in an efficient manner.

## **HOUSING**

- Plan for affordable housing opportunities for all economic segments of the community.
- Plan for a wide variety of housing choices to accommodate all of the needs of the Mill Creek community.
- Preserve the integrity of existing homes and neighborhoods.

## **ENVIRONMENTAL PROTECTION**

- Promote high standards of environmental protection and mitigation, including sensitive treatment and preservation of the natural environment and critical areas based upon Best Available Science.
- Maintain an attractive and high-quality environment for residential, commercial, and industrial activities through creative design, landscaping, and control of impacts that detract from the environment or create hazards.
- Develop and enforce policies and regulations that protect the Chinook Salmon and other fisheries resources within North Creek and its tributaries.
- Encourage the use of low impact development techniques during land development. Use of these techniques contribute to the reduction of impervious surfaces (e.g., streets, driveways, and roof tops), and have long-term benefits to the health of downstream water bodies such as wetlands and streams.
- Develop policies and administer regulations that sustain the City's environment, economy, and community by minimizing greenhouse gas emissions and by responding and adapting to the impacts of climate change.
- Comply with laws that are adopted as a result of the state's climate change initiatives.
- Continue to be good stewards of the environment by taking appropriate measures to reduce the environmental impacts of future development and City operations.

## **HAZARD AVOIDANCE/MITIGATION**

- Consider manmade risks and the natural environment's capacity to absorb and reduce the impacts of natural hazard events when developing the Comprehensive Plan.

## **RESIDENTIAL DEVELOPMENT**

- Ensure quality housing and a safe, healthful and aesthetically pleasing living environment for all residents of the community.
- Regulate residential development to ensure moderate, well-planned growth, which can be assimilated with minimal disruption and inconvenience to existing residents and facilities.
- Ensure that residential development occurs within a range of densities that preserves the existing housing stock, is compatible with surrounding land uses, and provides for a variety of housing types.
- Create well designed, compact medium and high density residential neighborhoods in appropriate locations, within close proximity to commercial areas that offer facilities, transit, and other urban services.

## **COMMERCIAL AND INDUSTRIAL DEVELOPMENT**

- Actively pursue land for diverse commercial and business development opportunities and encourage economic development that is consistent with the Comprehensive Plan.
- Allocate land for high-quality commercial and industrial uses based on appropriate site characteristics, community need, and adequacy of facilities and services.

## **MIXED-USE DEVELOPMENT**

- In areas where there is access to transit and opportunities for pedestrian activity, encourage compact, well-defined mixed-use neighborhoods with a strong sense of place.
- Mixed-use development shall include high-density residential uses integrated with retail uses, office uses and efficient and safe public open spaces/plazas appropriately sized for the development and the surrounding neighborhoods.
- Design mixed-use development with pedestrian connections and convenient access to transit facilities, resulting in reduced vehicle trips and a more walkable, livable environment.
- Integrate mixed-use development with adjacent existing residential neighborhoods and the natural environment.

- Utilize buffers or other design features to ensure that mixed-use development is compatible with adjacent land uses.
- Encourage development that incorporates green building practices, includes efficient infrastructure design, and provides a variety of housing opportunities and choices available to a range of income levels, family sizes and lifestyles.
- Review the zone districts to determine if mixed use development is appropriate, especially in areas of the City likely to redevelop in the next 20 years.

## **TOWN CENTER**

- Maintain Town Center as a pedestrian friendly and transit oriented destination place.
- Support and encourage a strong identity for the Town Center as an entertainment, retail and dining center.
- Take steps to ensure that the Town Center remains an economically viable and desirable place for the community to shop, dine and gather.
- Incorporate into the Town Center places that provide for the needs of a diverse population of different ages.

## **EAST GATEWAY URBAN VILLAGE**

- Create a well-designed Urban Village that is pedestrian friendly and transit oriented.
- Create a strong identity for the Urban Village that includes a diverse mix of marketable commercial, public, institutional uses and residential densities.
- Create an Urban Village that is compatible with existing commercial development within the City through the use of high quality building materials and architecture, appropriate building scale, pedestrian facilities and public open spaces/plazas.

Incorporate buildings and spaces that facilitate activities that meet the needs of a diverse population of different ages.

- Create an Urban Village that incorporates and complements existing land uses and residential neighborhoods within the planning area and minimizes negative environmental impacts.
- Incorporate medium and high density residential neighborhoods to create a “critical mass” to support commercial services within the Urban Village.

- Provide coordinated, safe and efficient access into and between properties with the Urban Village via an internal public road network with controlled access onto 132nd Street SE and Seattle Hill Road.

## **PARKS AND RECREATION**

- Pursue acquisition of land that meets the recreational needs of the community.
- Develop a park system that complements and enhances Mill Creek's natural resources.
- Provide for the development of high quality, convenient and safe active and passive recreation facilities, which may include a community center, tennis and basketball courts, picnic sites, ball fields, open play areas, and pedestrian and bicycle trails.
- Initiate recreation programs for all ages, including development of a senior services program that addresses the recreational, educational, and social needs of the community's senior citizens.

## **TRANSPORTATION**

- The Mill Creek transportation network shall be multimodal and provide the community with a sense of identity and belonging, and shall incorporate the highest safety standards.
- Orient the Mill Creek transportation network toward pedestrians and ensure that it is accessible to all segments of the population. Design the network to provide convenient and safe bicycle and walking access between housing, recreation, shopping, schools, community facilities, and mass transit access points.
- Segregate local residential traffic from arterial traffic. Screen and protect residential areas from adjacent arterials.
- Ensure that the Mill Creek transportation network is multimodal, coordinated with the Comprehensive Plan, and well integrated with adjoining regional transportation systems.
- Provide employment and residential areas in close proximity to each other to maximize transportation choices and minimize vehicle miles traveled. Mixed-use development is one method to achieve this goal.



## **TRANSIT**

- Encourage local and regional public transportation systems that contribute to the relief of traffic congestion, promote energy conservation, and enhance mobility for the community.
- Establish land uses and urban patterns that support public transportation and promote ridership.
- Improve public transportation service accessibility for elderly, disabled, low and moderate income, youth, and other mobility-disadvantaged people.
- Incorporate public transportation in the design of all major public and private projects.
- Improve circulation in and around the community by promoting alternatives to single-occupant auto use.

## **ECONOMIC DEVELOPMENT**

- Provide for continued economic growth and development in Mill Creek such that the community's unique identity as a planned and attractive community is maintained and nurtured in its business as well as its residential sections.
- Support economic activities that provide for a strong tax base, contribute revenues to the City, and provide for a sufficiently convenient and diverse set of retail businesses to meet the needs of the citizens of the City and its environs.
- Develop implementation programs for economic objectives that will encourage economic growth and protect existing businesses while attracting new businesses and industries.
- Enact energy conservation measures for City operations that will result in a reduction of greenhouse gas emissions.
- Encourage and support climate friendly and sustainable businesses and business practices.

## **CAPITAL FACILITIES AND MUNICIPAL FINANCE**

- Develop, implement and maintain a long-range financial plan for City operations.
- Develop and implement a Capital Facilities Plan to assist in the long-range financial resource planning for public improvements and programs. The plan shall include Level of Service standards and guidelines for various public facilities

and ensure that appropriate services to support development are adequate at the time of occupancy and use.

- Develop financial policies for the City that enable the Council and City Manager to maintain a favorable financial condition.

#### **INTERGOVERNMENTAL COORDINATION**

- Ensure that agencies that have jurisdiction over aspects of Mill Creek development promote the goals of the City. Make known the City's goals and policies and cooperate with other agencies in their implementation.
- Encourage the participation of all citizens, community associations and interest groups in the planning and development decision-making process.
- Cooperate with all other public agencies with jurisdiction in the Mill Creek area to ensure that future growth and development is complementary to Mill Creek standards.

#### **PROPERTY RIGHTS**

- Protect the property rights of land owners from arbitrary and discriminatory action by the City.

#### **MUNICIPAL URBAN GROWTH AREA (MUGA)**

- Plan for development within the City's MUGA, within unincorporated Snohomish County, to be consistent with City development standards so that residential neighborhoods and commercial centers are compatible and complement the existing high quality development within the City of Mill Creek.

# CHAPTER V

## POPULATION AND EMPLOYMENT

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### INTRODUCTION

Population and employment forecasts are the basis for determining the amount and type of land uses and services required to accommodate the anticipated growth in the community. This chapter utilizes demographic information derived from the 2010 U.S. Census and the 2008-2012 American Community Survey 5-Year Estimates for population, housing and employment forecasts, as well as information compiled by the Puget Sound Regional Council (PSRC), the Snohomish County Planning Department, Snohomish County Tomorrow (SCT) and the Washington State Office of Financial Management (OFM).

VISION 2040 was adopted by the Puget Sound Regional Council in 2008. The cities and counties of the Puget Sound region participated in the development of VISION 2040, which is the regional strategy for accommodating the 5 million people expected to live in the region by 2040. The Regional Growth Strategy in VISION 2040 anticipates the distribution of an additional 1,712,000 people to regional geographies in the central Puget Sound region, with most of the growth assigned to metropolitan and core cities. In Snohomish County those cities are Everett, Lynnwood and Bothell.

### POPULATION TARGETS AND CAPACITY

After VISION 2040 was adopted, the next step in the population allocation process was for the four counties and their cities to establish their population and employment targets, which are used in the comprehensive plan updates. In June 2011, the Snohomish County Council adopted Countywide Planning Policies (CPP) establishing population and employment growth targets for each of the cities and the County through the year 2035. The City of Mill Creek can accommodate the adopted CPP growth targets through 2035 within the City of Mill Creek and its MUGA using the existing Comprehensive Plan land use designations and zoning (City and County). The distribution of the population targets, population characteristics and employment targets are discussed in this chapter.

#### *Snohomish County.*

According to the OFM, as of April 1, 2014, the population estimate for all of Snohomish County was 741,000. Including incorporated areas, Snohomish County's population increased from 606,024 in 2000 to 713,335 in 2010, this was the second largest numeric gain in the state with an average annual population growth rate of 1.6%, the fastest rate of growth among the four counties in the central Puget Sound region during the past decade.

Between 2010 and 2014 Snohomish County's population growth slowed to an average annual population growth rate of 1%, with a total population of 741,000 in 2014 (Source:

Snohomish County Tomorrow 2013-2014 Growth Monitoring Report). Snohomish County as a whole has a 2035 population target of 955,281, which is an increase of 238,281 people from 2011 (Source: CPP).

City of Mill Creek MUGA:

By the year 2035, the population within the City’s MUGA is expected to grow to 47,744 from 36,377 in 2011, which accounts for 4.8% of the total County growth. There is more capacity than necessary in the City’s MUGA to accommodate the future growth; thus, growth may exceed the established target.

City of Mill Creek:

According to the OFM, as of April 1, 2014, the population estimate for the City was 18,780. By the year 2035, the population target for the City is 20,196, an increase of 7% over the 2014 population. The City has an excess capacity of 200 people with a total capacity of 20,396 in 2035. The 2035 target represents an additional 1,416 people over the 2014 population. The capacity for population growth could change overtime if amendments are made to the Comprehensive Plan Land Use Map and City Zoning Map.

**TABLE 1**  
**Population Targets & Capacity for the City of Mill Creek and its Municipal Urban Growth Area (MUGA)**

Area	2011 Estimated Population	2014 Estimated OFM Population	2035 Population Targets	2035 Population Capacity	2035 Capacity Surplus or Shortfall (Difference Between Target & Capacity)	Percentage of County Growth Between 2011 and 2035
Snohomish County	717,000	741,000	955,281	N/A	N/A	100%
Unincorporated MUGA	36,377	40,171	53,959	61,484	7,525	4.8%
City of Mill Creek	18,370	18,780	20,196	20,396	200	0.8%

Sources: 2014 OFM, Puget Sound Regional Council and Snohomish County Council, 2011 Adopted CCP, Appendix B, Table 3, and 2012 Buildable Lands Report.

**DEMOGRAPHICS**

Age:

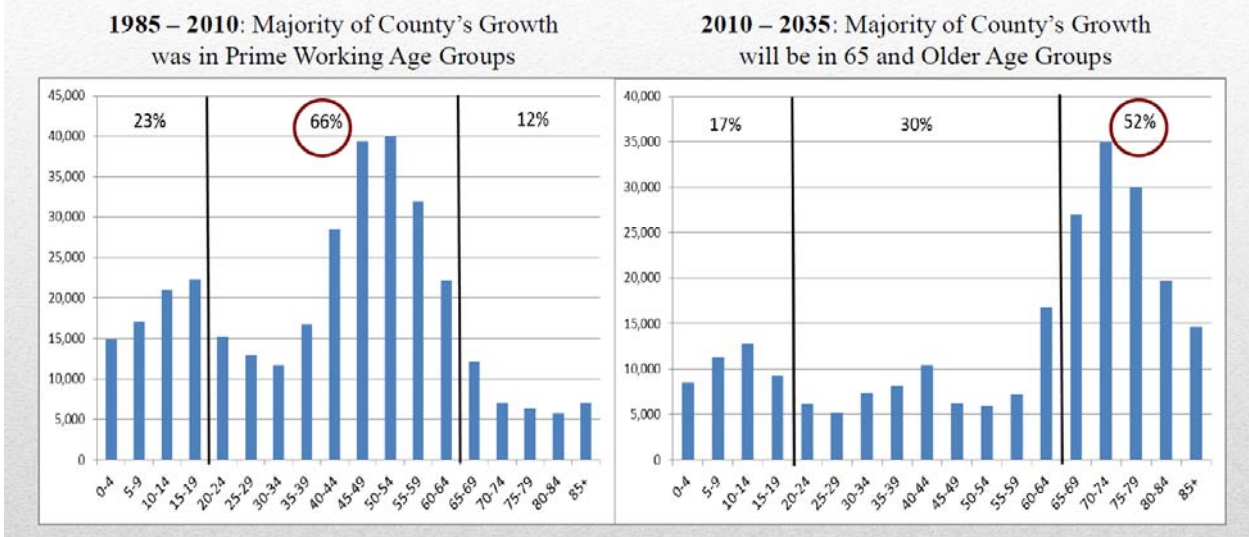
According to the Snohomish County Tomorrow 2013-2014 Growth Monitoring Report, characteristics of population and change in the County to the year 2035 are expected to be considerably different than in the past. The following changes and trends apply to the City as well. A significant aging of the population is projected to occur as the “Baby Boomer” cohort ages into their senior years (71-89). In 2010, approximately 12% of the City’s population was over the age of 65 (Table 3). By 2035 the trends indicate 21% of the population will be over 65. The City will need to consider planning for services and

housing if the senior population desires to age in place and utilize the services within the City. The following lifestyle changes are projected for this age group:

- Higher demand for housing in urban/central residential locations closer to services.
- Less demand for single-family detached housing development and higher demand for multifamily and rental housing.
- More reliance on non-automobile modes of transport.

**TABLE 2**  
SNOHOMISH COUNTY

**Percent of Past and Projected County Total Population Growth by Age Group**



Source: Snohomish County Tomorrow Growth Monitoring Report 2013-2014

In addition, another population characteristic trend is the 20-29 age groups, referred to as the “millennials.” This age group is tending to rent longer, enter the labor force later, live in cities and has a lower percentage of vehicle ownership than seen in the past.

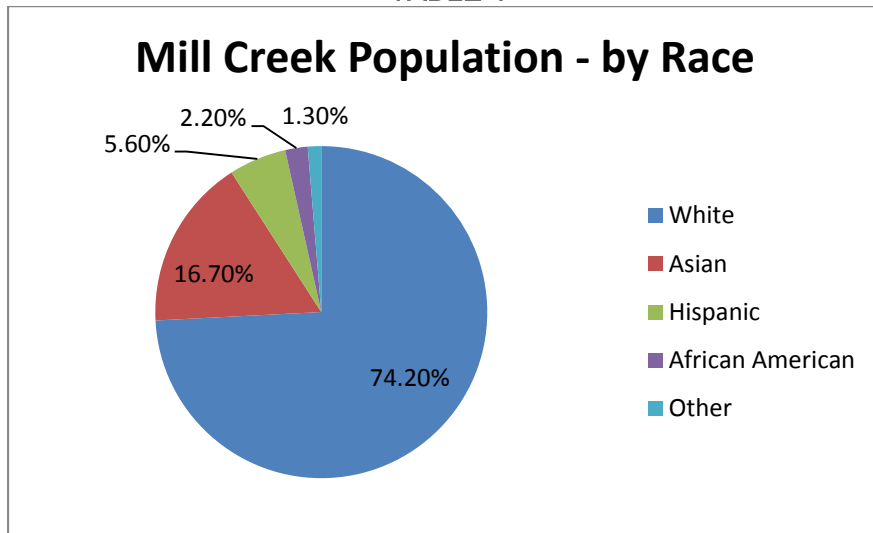
Gender:

According to the U.S. Census, 2008-2012 American Community Survey 5-Year Estimates of Demographic and Housing, males and females comprised almost an equal percentage of the total population of the City of Mill Creek (48 percent male, 52 percent female).

Language and Race:

Approximately 18% of the City’s population is foreign born, with 23% speaking a language other than English at home. In addition, the community is comprised of the following racial make-up: 74.2% classified as white, 16.7% Asian, 5.6% Hispanic, 2.2% African American and 1.3% other.

TABLE 4



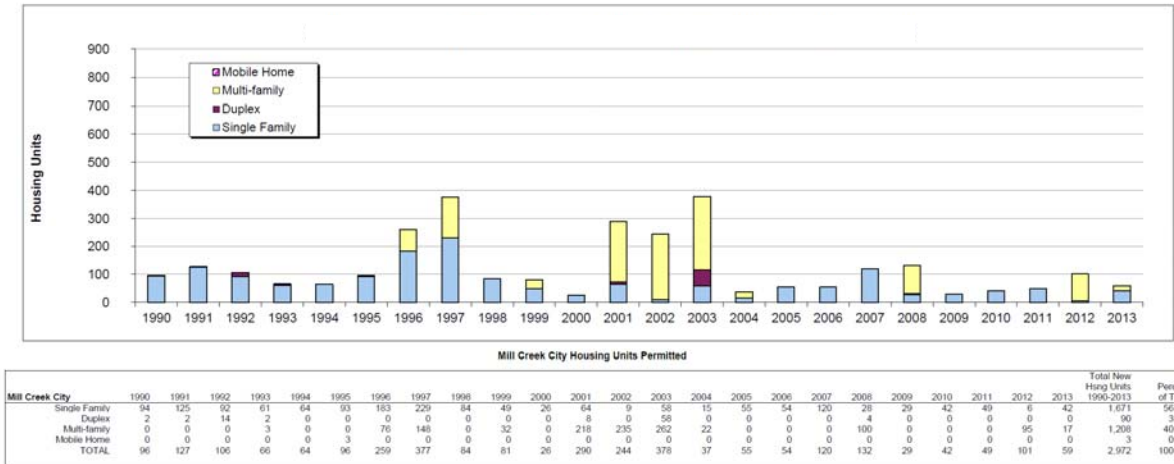
Source: U.S. Census 2010 Updated in 2011

### HOUSEHOLD SIZE AND TYPE

The average family size in Mill Creek is 2.99 individuals, compared to 3.13 for the County. For household size, the average size in the City is 2.4, compared to 2.62 in the County. Renter households in the City are smaller than owner households, with an average size of 1.94 versus 2.65, a significant difference compared to the County overall, where renter households average 2.44 versus 2.71 for owners. In comparing household size data, it was concluded that there are a significant number of single person households pulling down the average.

In 2012 the City conducted a survey of housing units that were either available for occupancy, or under construction. Based upon this survey, as of March 2012, there were a total of 8,094 dwelling units in Mill Creek, including single-family and multifamily units. Of these units, 4,701 are detached single-family units, 857 are attached single-family units and 2,536 are multifamily units. Based on these quantities, 69 percent of the City's housing inventory is made up of attached and detached single-family units. In comparing the market demand and housing stock in the City between 1990 and 2013, single-family units were the primary type of new housing stock constructed from 1990 to 2000, see Table 5. Then in 2001 to 2004 and again in 2008 and 2012 the construction of new multifamily units exceeded that of single-family units.

**TABLE 5**  
**New Housing Units Permitted by Type, 1990-2013, City of Mill Creek**



**EMPLOYMENT TARGETS AND CAPACITY**

*Snohomish County.*

In 2013, according to the Puget Sound Regional Council, Snohomish County was home to 264,844 jobs. Most of the County’s jobs are in the services sector, with 92,846 jobs, followed by manufacturing with 65,116 jobs and then the retail sector with 31,485 jobs.

By industry, manufacturing is the largest employer in the County with 59,827 jobs, followed by health care and social assistance services with 30,320 jobs, and then accommodations and food services with 21,198 jobs.

According to the 2012 American Community Survey 5-Year Estimate approximately 89% of County employed residents commute to work with a mean commute time of 29 minutes, 74% of County residents drive to work alone, and 5% work at home. The most common occupation for County residents is management, business, science and arts occupations with 36%, and sales and office occupations with 25%. The most common industry for County employed residents is educational services and health care with 19% and manufacturing with 16%.

By the year 2035, employment in the County is targeted to grow from 248,990 in 2011 to 396,273 in 2035. The County has capacity for 401,099 jobs, which would allow for an additional 4,826 jobs above the targeted amount for employment opportunities.

*City of Mill Creek MUGA:*

The City’s unincorporated MUGA employment targets are similar to the County as a whole with a 2011 estimate of 4,377, which is targeted to increase to 6,020 by 2035. In the unincorporated MUGA there is capacity for 6,829 jobs, which would allow for an additional 809 jobs above the targeted amount for an additional 809 jobs for employment opportunities close to home for City residents

City of Mill Creek:

In 2013, according to the Puget Sound Regional Council, Mill Creek was home to 6,119 jobs. Like the County, most of the City’s jobs are in the services sector, with 3,589 jobs, followed by the retail sector with 871 jobs. However, unlike the County, the City has a limited manufacturing job base.

By industry, health care and social assistance is the largest local employer with 1,514 jobs, followed by accommodation and food services with 834 jobs. Increasing the number of services and shops within the City supports affordability by minimizing the amount households must spend on transportation, but individuals employed in these industries are likely to be lower paid and may struggle to find affordable housing near their jobs. Increasing jobs in the growing health care industry would provide residents with employment opportunities with higher wage jobs.

There is a significant difference between the jobs located within the City and the jobs held by its residents.

According to the 2012 American Community Survey 5-Year Estimate, approximately 85% of the City’s employed residents commute to work outside the City with a mean commute time of 28 minutes, 73% of City residents drive to work alone, and 7% work at home. The most common occupation for Mill Creek residents is management, business, science and arts occupations with 54%, and sales and office occupations with 23%. The most common industry for employed residents is educational services and health care with 21% and manufacturing with 18%.

The employment target tables in this chapter indicate that Mill Creek will see substantial growth throughout the 2035 planning period. In 2011, the City’s employment estimates are 4,625 and are targeted to increase to 6,310 in 2035. The City has a year 2035 employment capacity of 6,787, which is 477 above the target.

<b>Table 6</b> Employment Targets & Capacity for the City of Mill Creek and its Municipal Urban Growth Area (MUGA)					
Area	2011 Estimated Employment	2035 Employment Targets	2035 Employment Capacity	2035 Capacity Surplus or Shortfall (Difference Between Target & Capacity)	Growth Between 2011 Estimate and 2035 Targets
Snohomish County	248,990	396,273	401,099	4,826	147,283 jobs
Unincorporated MUGA	4,377	6,020	6,829	809	1,643 jobs
City of Mill Creek	4,625	6,310	6,787	477	1,685 jobs

Sources: Puget Sound Regional Council and Snohomish County Council Adopted 2011 CPP Appendix B, Table 4.



# **CHAPTER VI**

## **LAND USE ELEMENT**

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### **INTRODUCTION**

The purpose of the Land Use Element is to present a practical and balanced set of policies to address and/or resolve land use issues within the City of Mill Creek and surrounding Municipal Urban Growth Area (MUGA). The policy statements and locational criteria discussed in this chapter have been developed to influence decision-making within two geographic planning areas - the current city limits and Municipal Urban Growth Area (MUGA).

The Land Use Element first presents a list of land use issues that should be addressed in the coming years. These issues were derived by comparing the results of an inventory and analysis of existing conditions with the intent of the overall goal statements contained in Chapter IV.

Next, a series of locational criteria for the designation of future residential, commercial, business park/industrial, open space and public and institutional land uses are presented. The locational criteria are intended to be utilized in conjunction with associated policy statements when establishing the appropriate land use designation for undeveloped lands in the City and surrounding areas that may be annexed in the future.

The locational criteria are followed by policy statements, which are considered as both general and specific courses of action to follow toward the resolution of land use issues, as well as implementation of the goal statements presented in Chapter IV of this Plan. The Land Use Policies contained herein have been developed to express clear direction and purpose, so that citizens and developers have little doubt as to what the community believes in and stands for. The policies address residential, commercial, industrial and public land use actions and economic development initiatives.

### **THE MUNICIPAL URBAN GROWTH AREA BOUNDARY**

In September 2000, the City embarked on a planning process with eight other cities in Southwest Snohomish County to define the ultimate growth boundaries around each city. Referred to as the Municipal Urban Growth Area (MUGA) process, the goal is for each city to define its ultimate growth boundaries within which the city may extend its own city limits through the approval of annexation requests.

On June 10, 2003, the City Council adopted a MUGA boundary for Mill Creek (see MUGA Boundary Map). Official recognition of each City's MUGA boundaries is intended to be accomplished through the inclusion of the boundaries within the adopted Snohomish County General Policy Plan and the Countywide Planning Policies. The City will work closely with Snohomish County to address planning issues in the MUGA.

In the adopted Countywide Planning Policies, the City of Lynnwood's and the City of Mill Creek's MUGA overlap. The City of Mill Creek's west MUGA boundary is Interstate 5, while the east boundary of Lynnwood's MUGA boundary is Larch Way. When an overlap exists with an adjacent jurisdiction and an agreement cannot be reached regarding a mutually agreeable boundary, either jurisdiction could annex property within the overlapping area. Thus, ultimately, the annexation process established in state law will resolve the overlap issue over time.

Comprehensive Plans of adjacent jurisdictions need to be compatible. The City participates in Snohomish County Tomorrow for interjurisdictional coordination of consistent Comprehensive Plans.

## **FISCAL IMPACTS OF IMPLEMENTING THE MUNICIPAL URBAN GROWTH AREA**

The Growth Management Act (GMA) and the Countywide Planning Policies encourage a fiscal impact analysis of the long-term financial impacts of comprehensive plans, implementation measures, annexations, capital facility investments and private development projects.

The City must carefully evaluate the long-term fiscal impacts of implementing the Comprehensive Plan, private development projects, capital facility improvements and annexations.

## **LAND USE ISSUES**

Based on the inventory and analysis of existing conditions, a summary of land use issues has been prepared for each land use category and includes residential, commercial, business park and public and institutional lands.

### **Residential Land Use Issues**

Future annexation of residential land to the City may not be compatible with existing development standards.

As undeveloped and developed land is annexed into the City, the residential housing mix may be different than the predominant housing mix in the City. The community wishes, however, to enhance and maintain the City as a predominantly single-family residential community while accommodating well-designed densities that will support transit opportunities and commercial land uses.

The residential development patterns originally designed into the Mill Creek Master Plan are representative of a planned residential community that incorporates identifiable residential neighborhoods separated from incompatible uses through the provision of strategically placed open spaces, pedestrian paths, architectural controls and a functional vehicular transportation network.

Several residential neighborhoods in the City were developed under different provisions of the zoning regulations that did not require the same aesthetic considerations as the original Mill Creek Master Plan. These neighborhoods have been developed consistent with traditional zoning standards that provide for minimal open space and standard lot sizes, building heights and yard setbacks.

As other existing developed neighborhoods are annexed to the City, development patterns and standards will differ from the original master planned neighborhoods. Different residential development patterns bring diversity to a city in neighborhood design and provide alternative housing types. The costs and who pays for infrastructure upgrades (e.g., sidewalks, street improvements, neighborhood parks and stormwater facilities) are important considerations to be made by the City when considering annexation proposals.

Given the two distinct types of neighborhood design, an issue to consider is whether to encourage the design of future residential proposals to be consistent with the planned residential development component of the zoning regulations or conventional methods of subdivision design.

### **Commercial Land Use Issues**

There are only a limited number of undeveloped sites designated for commercial use remaining within the City and its MUGA. However, many of the existing developed commercial properties (Community Business (CB) and Business Park (BP) zones) throughout the City are showing some age, have a history of high vacancy rates, and may be ripe for redevelopment sometime in the 20-year planning period. In addition, Community Transit is currently exploring the implementation of Swift 2 on Bothell-Everett Highway between Canyon Park and Paine Field/Boeing. This Bus Rapid Transit line could increase pressure on redevelopment of the commercial properties adjacent to the Swift 2 route. When developed properties redevelop, the City must ensure that these properties are developed with high-quality design standards that reflect the image of the City and are compatible and complementary with surrounding residential and other commercial uses. The City may wish to reevaluate the existing allowable uses to determine if the existing land use designation allows for a mix of uses that satisfy the needs of existing and future residents of the City as well as adding to the tax base revenues for the City.

The City should take steps to ensure that existing commercial developments are retro-fitted to be more transit-oriented and improve pedestrian circulation. As new commercial uses are proposed, the City must continue to strive for well-designed site plans that address efficient access, pedestrian circulation and aesthetically pleasing architecture.

The Town Center Development Plan was adopted by the City Council and is incorporated into the Comprehensive Plan as a part of this Land Use Element. In 2008 the City Council re-designated the commercial corridor along the south side of SR 96, east of 35<sup>th</sup> Avenue SE, from Community Business to Town/Village Center and zoned it

East Gateway Urban Village (EGUV). The policies within this land use element and the EGUV zoning regulations allow residential uses along with a mix of commercial, institutional, and public uses. The EGUV is planned as a mixed-use development that includes a mix of residential, commercial, institutional, and open space designed in a low to mid rise development pattern and organized around a functional street grid. The plan is intended to complement the surrounding existing residential, commercial and institutional uses. Design guidelines have been adopted for the EGUV and, when used in conjunction with MCMC Title 17, serve as development regulations pursuant to RCW 36.70A.030(7). The development regulations will be used to review development proposals within areas designated on the Zoning Map as EGUV. In addition, any Development Agreement established in conjunction with a Binding Site Plan application is required to be consistent with the EGUV Design Guidelines.

Although complete implementation of these plans may take several years and be subject to fluctuations in area-wide office, commercial and residential markets, it is important to maintain consistency with the general goals, policies and development concepts of the plans. In addition, it may be appropriate to monitor the implementation of the plan to make sure it is meeting expectations and adjust development regulations as necessary.

### **Business Park /Office Park Land Use Issues**

The City currently has approximately 155 acres in the Business Park zone district and 13.89 acres in the Office Park zone district. While the land supply is adequate to accommodate the employment growth targets, much of the area along SR 527 south of 164<sup>th</sup> Street SE and on 9<sup>th</sup> Avenue SE is still without adequate utility service and includes extensive environmentally sensitive areas.

With the planning and zoning of adequate business park and office park land, consideration should be given to servicing and attracting business and industrial uses that are appropriately scaled to the community's geographic area of influence, can be served with a full range of urban services, reflect the aesthetic character of the City through good design principles and that can co-exist with environmentally sensitive areas.

The existing business park development along Mill Creek Boulevard occurred without a coordinated circulation plan that connects neighboring uses or provides for easy pedestrian access. Many of these business park sites are aging and may redevelop during the next 20 years. Prior to the redevelopment of these properties, the City may wish to review the existing allowable uses to determine if the current land use designation is appropriate for the future. In addition, upon redevelopment, the site design, compatibility of uses and circulation of vehicles and pedestrians should be carefully planned and coordinated.

## **Public and Institutional Land Use Issues**

In 2014 43 acres of public neighborhood park land served the City's population of 18,870. Based on existing Mill Creek Level of Service (LOS) standards adopted in the Parks and Open Space Element (two acres of neighborhood park/1,000 population), the quantity of neighborhood park land needed for the City equals 38 acres.

Thus, the City has an adequate land supply of neighborhood park land for its 2014 population of 18,870, as well as a 6 acre surplus. Even with the 2035 City population target of 20,196, the City would have adequate neighborhood park facilities to serve the community. However, the MUGA area is significantly lacking in neighborhood parks and in 2014 shows a deficit of 64 acres needed to meet the Level of Service Standard. Without additional neighborhood parks the deficit would grow to 82 acres with the 2035 MUGA population target of 67,940. The City will need to either identify additional neighborhood park land at the time of annexation to meet the Level of Service Standard or adjust the LOS if land is not available or the City does not have funding to acquire and develop additional neighborhood park land.

The City has applied its current policy of requiring park land mitigation for residential developments that have impacts on the park system. The present mitigation policy, however, does not address the significant development impacts of new non-residential development on park lands.

As the City continues to grow, so does the need for expanding public facilities such as the Police Station, Public Works Shop, and City Hall. The City is in the process of making improvements to the City Hall Annex Building to move some of the administrative offices to this building. This will free up space in the original City Hall building to add needed square footage for Police Department functions. In addition, the City is planning to construct a Public Works vehicle storage building on the City-owned, undeveloped Cook property north of the Mill Creek Sports Park.

## **Essential Public Facilities Land Use Issues**

The Growth Management Act requires local jurisdictions to include within their comprehensive plans a process for identifying and siting essential public facilities, and requires the state and county to maintain a list of proposed essential public facilities. Essential public facilities serve regional as well as local needs and because of their perceived impacts, are often difficult to site. The Comprehensive Plan and development regulations are prohibited from precluding the siting of essential public facilities.

While the City cannot prohibit essential public facilities, the City does have the ability to review and place conditions on such facilities through its development regulations. Existing development regulations applicable to essential public facilities require a Conditional Use Permit and require that the City make the following findings prior to approving an essential public facility:

A. The proposed use is harmonious and appropriate in design, character and appearance with the existing or intended character or quality of development in the immediate vicinity of the subject property and with the physical characteristics of the subject property.

B. The proposed use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities.

C. The proposed use will not be materially detrimental to uses or property in the immediate vicinity of the subject property, and will not materially disturb persons in the use and enjoyment of their property.

D. The proposed use will not be materially detrimental to the public health, safety and welfare.

E. The proposed use is in accord with the comprehensive plan.

F. The proposed use complies with this chapter and all other provisions of the development code.

### **Accommodation of Growth Targets Land Use Issues**

As discussed in the Population and Employment Chapter, the Countywide Planning Policies include 2035 population and employment growth targets for the City. The City has defined a MUGA and together with Snohomish County has established land use designations that will accommodate the 2035 population and employment growth target for the unincorporated portion of the MUGA. The same is true for the 2035 growth targets for properties within the city limits (see Chapter V, Population and Employment). The 2012 Snohomish County Buildable Lands Report indicates that the City has sufficient capacity to meet these growth targets with its current Comprehensive Plan Land Use Map designations and implementing zoning regulations; so, no Land Use Map revisions are necessary to accommodate the 2035 growth targets.

In the City, future growth will be guided by the City's Land Use Map and land use policies established in this chapter for residential, commercial, and business park development and for the provision of parks and public uses.

### **LOCATIONAL CRITERIA**

Many of the land use policies relate to the designation of future land uses within the City and MUGA, and as such require the development of systematic criteria to guide both the public and private sectors in the consistent allocation and designation of future uses. A brief discussion of the rationale for the land use designations precedes the description of the locational criteria. All residential densities are expressed in terms of dwelling units per gross acre.

## Residential - Low Density (up to 4 d.u./acre)

### 1. Rationale:

As the City expands outward toward the MUGA boundary, a range of housing types and densities will occupy the developed and vacant land areas deemed appropriate for residential development. With the established goal that the predominant residential land use type in the City continue to be low-density residential, the majority of new residential housing locations will be planned for residential attached and detached housing types.

The existing pattern of low density residential land use development in the City has predominantly occurred east of SR 527. This pattern is anticipated to continue in the future, although the City is nearing build out of land zoned for low density residential uses.

New development should be designed to optimize compatibility with existing low-density residential neighborhoods, transportation facilities and environmental and topographic characteristics.

### 2. Locational Criteria:

The criteria to be utilized in determining the appropriate land areas for the allocation of low-density residential uses is provided below:

- Appropriate land areas shall be served or be capable of being served with a full range of urban services including public sewer and water, fire, police protection and power.
- Land areas that contain a variety of terrain, offering fairly level, rolling and hillside sites, but avoiding steep or irregular sites.
- Close proximity to collector streets with direct connections (i.e., sidewalks and pedestrian facilities) to surrounding neighborhoods, transit, schools and recreational areas. The opportunity should exist for the provision of open space and recreational areas and for the delineation of appropriate neighborhood boundaries, which are bound by but not penetrated by major streets and internally served by a system of local streets fitted to the terrain with due consideration of drainage, sunlight, vegetation, critical areas and views.
- Land areas that are physically adjacent and contiguous to previously developed low and medium density residential detached or attached developments.

## **Residential - Medium Density (Maximum 12 d.u./acre)**

### **1. Rationale:**

The rationale for the provision of medium-density residential is to provide alternative housing types and site designs to the typical single-family detached neighborhood development patterns and to provide for clustered attached housing situated within close proximity to commercial activity areas and transit facilities.

Medium-density residential housing provides an alternative to low-density residential detached development and allows for a mix of housing types. Single-family attached housing also provides an alternative to single-family detached housing. This type of housing is consistent with the goal of remaining a predominately single-family community.

### **2. Locational Criteria:**

Appropriate land areas shall be served or be capable of being served with a full range of urban services, including public sewer and water, fire, police protection and power.

Medium-density residential land areas may be planned within the SR 527 and 35<sup>th</sup> Avenue SE corridors, or adjacent to transit facilities, commercial uses or compatible low-density residential uses.

Other areas appropriate for medium-density residential uses include areas that are situated adjacent to or within close proximity to transportation corridors, transit facilities, recreation facilities and major commercial and employment areas.

## **Residential - High Density (Maximum 24 d.u./acre)**

### **1. Rationale:**

High-density residential developments are a necessary component in the City's housing mix and its contribution toward affordable housing and effective transit planning. The majority of the City's high-density residential housing has been located along the SR 527 corridor. Consistent with the existing development patterns, future high-density residential dwelling units should generally be planned in close proximity to commercial, employment and transit facilities.

### **2. Locational Criteria:**

High-density residential should contain the same locational characteristics as medium-density residential, with the exception of location. High-density residential should be planned along the SR 527 corridor, including the Town Center area, or adjacent to commercial centers and transit facilities.



## **Mixed-Use, High-Density Residential (Maximum 30 d.u./acre)**

### **1. Rationale:**

High-density housing within close walking distance to the Town Center is desirable as a means of extending the neighborhood social realm to the shopping and employment area of the Town Center and reducing the number of vehicular trips. In addition, it is appropriate to encourage a mix of commercial and office uses to be integrated with the residential uses north of the Town Center as a means of extending the employment and retail services to the neighborhood level.

High-density residential with neighborhood commercial and office uses is appropriate north of the Town Center on the west side of the SR 527 corridor and on the east side of SR 527 south of Seattle Hill Road, due to the proximity to the existing commercial and office uses, transit and pedestrian connections.

### **2. Locational Criteria:**

Situating high-density residential uses with neighborhood commercial and office uses within walking distance of the existing and planned office, commercial and employment areas and transit facilities is desirable to minimize vehicular trips. Well-designed, distinctive mixed use developments also function as visual gateways to the City.

## **Commercial - Neighborhood Commercial**

### **1. Rationale:**

The rationale underlying the neighborhood commercial land use designation is to accommodate centrally located and concentrated areas that provide a limited range of retail sales and services to nearby neighborhoods. Uses allowed in neighborhood commercial zones typically include retail sales and services (except automobile sales), professional and personal services, restaurants (other than fast foods) and automotive service stations. High- and medium-density residential uses are generally compatible within neighborhood commercial zones, but should only occur if designed to complement commercial land uses.

### **2. Locational Criteria:**

Areas suitable for neighborhood commercial land use designations should conform with the following criteria:

- Parcels that are served by either collector or arterial streets;
- Parcels that have the same level of utility services as the surrounding neighborhood;

- The designation is situated in a location that is central to, or easily accessible, to residents living in surrounding neighborhoods;
- Parcels that are capable of being physically buffered from surrounding residential properties; and
- Soils are appropriate for construction of neighborhood commercial land uses.

## **Commercial - Community Business**

### **1. Rationale:**

The rationale pertaining to the community business land use designation is to provide for appropriate land areas that provide economic stability for the City through jobs and tax base. The designation intends to provide an appropriate amount of commercial land that is properly sited to take advantage of a safe and efficient transportation network and transit facilities, provides a broad range of goods and services and is compatible with surrounding land use designations and environmentally sensitive areas. The zone also allows for limited multifamily residential as a secondary use.

### **2. Locational Criteria:**

An appropriate amount of land area should be centrally located along the SR 527 and SR 96 corridors in concentrated forms.

Community business designations outside the SR 527 corridor are appropriate where a pattern of higher intensity activity exists or is planned adjacent to and served by major transportation arterials and is consistent with the following locational criteria:

- Accessible by continuous pedestrian pathways, collector and arterial highways and capable of being served by transit facilities;
- Can be served with a full range of urban services;
- Contain sufficient land area to accomplish a clustered retail design as opposed to a lineal or strip commercial design and can accommodate a mixed-use design concept with high-density residential development as secondary uses; and
- Where community business land uses will not result in incompatible or deleterious effects on surrounding non-commercial land uses.

## Commercial - Town/Village Center

### 1. Rationale:

The rationale underlying the Town/Village Center land use designation is to provide areas for an integrated form of development where a vibrant people place can be created. The Mill Creek Town Center and the planned East Gateway Urban Village are designated as Town/Village Center. The Town/Village Center designation provides adequate area for a mix of medium and high density residential, commercial, institutional, and public uses to form an urban community and provide economic stability for the City by providing jobs and a diversified tax base. The designation is placed on properties that take advantage of access from arterial highways and transit facilities as well as being accessible to residents within the surrounding neighborhoods.

In addition to commercial land uses, medium and high density residential, institutional, and public land uses are desirable within the Town/Village Center areas to contribute to the pedestrian activity levels by extending the neighborhood realm into and amongst the commercial areas. In addition, vehicular trips can be reduced by providing various land uses within walking distance from each other.

### 2. Locational Criteria Town/Village Center:

An appropriate amount of land area that is centrally located in the SR 527 and SR 96 corridors in concentrated forms.

Town/Village Center designations are appropriate where a concentrated pattern of higher intensity activity exists or is planned adjacent to and served by major transportation arterials. Designations of Town/Village Center shall be consistent with the following locational criteria:

Land areas that:

- Contain sufficient land area to accommodate a mixed land use pattern including medium and high-density residential development.
- Are located in an area that is central to, or easily accessible, to residents living in surrounding neighborhoods.
- Include parcels that are capable of being physically connected to surrounding properties with vehicular and pedestrian facilities.
- Include sites where commercial, residential and mixed-use land uses will not result in incompatible or deleterious effects on surrounding non-commercial land uses.
- Are capable of being physically buffered from surrounding residential properties.

- Are accessible by continuous pedestrian pathways, collector and arterial highways and capable of being served by transit facilities.
- Can be served with a full range of urban services.

## **Industrial - Business Parks**

### **1. Rationale:**

Manufacturing, assembly, distribution, health services and facilities and wholesale/office activities assume a role in the City's economy by providing jobs and adding to the tax base. To support these types of land uses in the local economy it is necessary to provide for the appropriate amount of land.

The major form of business park land uses should occur in campus style development and on large tracts of land that are planned, developed and operated as integrated facilities. Special attention shall be given to circulation, transit access, parking, utility needs, aesthetics and compatibility between uses both within the business park and with surrounding uses.

The underlying rationale for the business park designation is to provide an appropriate supply of land for a variety of light industrial and office uses that may depend upon close proximity to other industries and are dependent on an urban labor supply. Through the conditional use process, hospitals, health care facilities, retirement and nursing homes, as well as congregate care facilities may be permitted in the business park land use designations as well. In addition, the designation should promote efficient public and private utility and transportation expenditures, and promote compatibility with surrounding non-industrial land uses and environmentally sensitive areas.

### **2. Locational Criteria:**

Areas that are suitable for business park land use designations shall conform to the following criteria:

- Land areas that contain flat topography, have soils with sufficient bearing capacity to support large structures, contain parcels of adequate size to accommodate buffer and parking requirements and allow a number of business/industrial uses to be located on the site.
- The areas should be capable of being served by collector or arterial transportation facilities including transit. Site design should allow employees to easily walk to safe, covered transit facilities located on the abutting arterial roads and to businesses providing customary support, goods and services.

- The land areas should be located where they can take maximum advantage of existing and planned utility systems, including transit, in order to optimize the cost of providing essential public services.

## **Office Park**

### **1. Rationale:**

Office activities assume a significant role in the City's economy and this role is anticipated to continue in the future. To augment the role of this type of employment-based land use in the local economy, it is necessary to provide for the appropriate amount of land use for future office-related uses. The office park development should promote efficient public and private utility and transportation expenditures, and promote compatibility with surrounding non-industrial land uses and environmentally sensitive areas.

### **2. Locational Criteria:**

Special site planning consideration shall be given to circulation, transit, parking, utility needs, pedestrian circulation, aesthetics and compatibility between uses both within the land zoned for office park uses and with surrounding uses.

Areas that are suitable for office park land use designations shall conform to the following criteria:

- Land areas that contain flat topography, have well-drained soils with sufficient bearing capacity to support large structures and contain parcels of adequate size to accommodate buffer and parking requirements.
- The areas should be served by collector or arterial transportation facilities including transit. Site design principles should be applied that allow employees to easily walk to transit facilities and adjacent uses including residential neighborhoods.
- The land areas should be located where uses can maximize existing and planned utility systems, including transit, in order to optimize the cost of providing essential public services.

## **Public - Institutional**

### **1. Rationale:**

Public and institutional land uses are important components of the City, and add immeasurably to the quality of urban life. Public/institutional land uses denote that they are owned by the public and operated for the benefit of the community at large. The demand for more and varied public lands and services increases as the City

expands, population grows and the older facilities become outmoded and living standards and public expectations rise.

The intent of the public and institutional land use designations in the Comprehensive Plan is to supply an appropriate amount of community facility uses and needs to serve the ever increasing demands of the residents. Public and institutional land uses include civic uses, transit facilities, neighborhood and community parks, and public open space. Although privately owned, the community's nature preserve, tot lots and golf course are also included in this major land use designation with their ownership status appropriately noted.

## **2. Locational Criteria:**

### *Civic Facilities*

Civic facilities such as a community center, post office, library and city hall, should be located along the SR 527 corridor or other major commercial and transportation corridor, be easily accessible by transit, pedestrian trails and collector and arterial streets, and be compatible with surrounding land uses.

### *Neighborhood Parks*

Where possible, neighborhood parks should be sited near the center of neighborhoods and within a ¼ to ½ mile walking radius to the neighborhood population groups served. Recreational activities related to neighborhood parks include both passive and active uses. Active uses usually include non-organized sports facilities; i.e., basketball, baseball, soccer, skate boarding, tennis and play equipment, and should be conducted in such a manner as to be compatible with the surrounding residential areas. Passive uses include open play areas, nature trails, greenways and picnic areas.

### *Community Parks*

Community parks should be greater than five acres and preferably range between 5 and 35 acres and include both active and passive uses. Active uses for community parks include organized sports. Community parks should be located on collector or arterial streets that provide easy vehicular access to the residents of the community. Since community parks may be surrounded in part by residential development, active organized sports should be planned in areas that will not detrimentally impact surrounding residences.

### *Open Space - Greenway*

Public Open Space - Greenway uses should be planned in areas where natural amenities such as streams, wetlands, natural vegetation areas and large open spaces can be utilized for pedestrian (hiker/bicycle) linkages and as separators between urban land uses. Such open space/greenways can also be used to buffer potentially incompatible land uses and provide visual quality and identity to neighborhoods throughout the City.

### *Religious Facilities*

Religious facilities should be planned on reasonably level sites, provide adequate parking and landscaping, and be convenient to potential membership.

For religious facilities serving neighborhoods, walking convenience is important; for religious facilities serving the community, accessibility to major collector arterial streets is important. Both neighborhood and community facilities should be located on or near collector arterials and should be compatible with surrounding residential uses.

### *Private Parks and Open Space*

Private open spaces include the existing golf course, nature preserve, tot lots and other open space corridors that are owned and maintained by private property associations. Private tot lots should be located within easy access to surrounding neighborhood residences, while private open spaces should be planned in areas to separate land use incompatibilities and complement the pedestrian trail system.

### *Transit Facilities*

Transit facilities should be located along the SR 527 corridor and on collector and arterial streets conveniently sited near population and employment areas. They should be incorporated into the overall design of the adjacent land use, and be designed to include shelter/weather protection facilities.

## **LAND USE POLICIES**

### **Residential Policies**

#### *Policy 1.01*

Maintain the residential character of the City by providing a range of residential densities while maintaining and enhancing the City as a predominantly single-family residential community.

#### *Policy 1.02*

Continue to implement the original Planned Residential Development master plan adopted by Snohomish County, and by the City upon incorporation, where appropriate. Amendment requests to the original Master Plan land use designations shall be evaluated for consistency with the appropriate land use locational criteria set forth in the Land Use Element.

#### *Policy 1.03*

The City's existing residential development pattern is configured with the higher densities located along the SR 527 corridor, north of the Town Center and south of the Gateway shopping center. Medium to low densities are dispersed to established residential neighborhoods or higher intensity activity areas. If the City expands, continue this pattern of higher densities locating near designated neighborhood centers.

*Policy 1.04*

Ensure that new residential development is compatible with surrounding land uses in height, scale and design and is in character with the high quality of development in the City. Incorporate design guidelines and strategies such as those included in the City's Development Code (Chapter 17.34) into the design of new subdivisions.

*Policy 1.05*

Mixed Use/High-Density residential land uses of up to 24 dwelling units per acre are appropriate between Seattle Hill Road and 173<sup>rd</sup> Street SE on the east side of SR 527 and just south of 146<sup>th</sup> Street SE on the west side of SR 527. Housing types associated with this density category should include multifamily attached housing in the form of condominiums, apartments and townhouses. Single-family attached and detached are also appropriate housing types. Multifamily residential uses planned to front on the primary access road are encouraged to provide office and/or retail uses on the ground floor with residential units above. This mixed-use approach is intended to blend the office and commercial uses into the primary street corridor of surrounding residential neighborhoods. High-density residential developments that include ground floor retail or office uses may achieve a maximum residential density of 30 dwelling units per acre.

*Policy 1.06*

Medium and high density residential development is allowed within the East Gateway Urban Village situated on the south side of the SR 96 corridor east of 35<sup>th</sup> Avenue SE and west of Seattle Hill Road. In the area adjacent to existing low density land uses to the south, residential development should be appropriately scaled to ensure compatibility with the existing residences. High density residential above retail and/or offices uses shall be encouraged in the areas designated on the development plan as mixed-use.

*Policy 1.07*

The current site of the Pacific Topsoils operation, located east of 35<sup>th</sup> Avenue SE is suitable for medium-density residential development. Representative housing types include multifamily attached units, townhouses and single-family units on smaller lots with densities ranging between 5 and 12 dwelling units per acre.

*Policy 1.08*

Provide low-density residential development that does not exceed four (4) units per acre in single-family residential neighborhoods. Single-family detached and attached uses are typical low-density residential housing types.

*Policy 1.09*

Consider establishing future land use designations on properties in the City's MUGA that currently do not have designations.

*Policy 1.10*

Coordinate future development adjacent to 35<sup>th</sup> Avenue SE, Seattle Hill Road, and SR 96 with any planned transportation improvements to the roadways and the Streetscape Element of the Comprehensive Plan.



*Policy 1.11*

Require appropriately sized property buffers along the peripheral boundaries of residential development if the proposed development is a higher density than the existing development. These vegetated areas provide neighborhood and development identity; provide wildlife habitat corridors; provide pedestrian linkage to other residential developments and activity areas and protect residential areas from visual and audible disturbances. Where appropriate, use topographic change and natural areas to separate developments and to reinforce this identity.

Require future residential development to be planned and designed to accomplish an identifiable neighborhood character. Require entrances to residential areas to be clearly identifiable and aesthetically pleasing. Design arterial and collector streets in residential areas to include roadway buffers consistent with the Streetscape Element to provide consistent streetscape character with the existing developed areas of the City. When developing neighborhoods, preserve elements of environmentally sensitive areas, existing vegetation and natural grades, underground utilities, building mass in scale with lot sizes, safe and efficient pedestrian and vehicular circulation and useable open space.

*Policy 1.12*

Require the design of new residential developments to be compatible with similar uses and structures located within the subdivision or development as well as with adjacent developments. Measure compatibility in terms of structural mass, exterior building materials, landscaping and screening, vehicular and pedestrian circulation and similar restrictive covenants where appropriate.

*Policy 1.13*

Locate group homes, congregate care facilities, day care centers and like uses in appropriate areas consistent with the locational criteria so as to be compatible with surrounding residential neighborhoods.

**Commercial and Business/Office Park Policies**

*Policy 2.01*

Identify, zone and reserve an adequate amount of commercial and business park land to provide an adequate supply of the City's commercial and business park land base.

*Policy 2.02*

Scale the size of retail commercial centers to serve the needs of Mill Creek and its MUGA rather than seeking to satisfy larger multi-regional shopping needs.

*Policy 2.03*

Encourage clustered retail commercial development rather than strip commercial development.

*Policy 2.04*

Require light industrial development to be designed in an office park or campus style and actively seek such development.

*Policy 2.05*

The commercial and business park land uses situated at 180th Street SE and SR 527 provide both neighborhood and regional goods and services. Work with WSDOT and Snohomish County to encourage improvement of the frontage and streetscape of both roads. This area represents the southern entrance or gateway to the City's MUGA and as such should be enhanced with roadside landscaping, tasteful signage, pedestrian facilities and aesthetic building facades. If this area remains under the jurisdiction of another governmental entity, negotiate an interlocal agreement to ensure compatible design and development standards.

*Policy 2.06*

Control the design of architectural elements of future commercial and business park development so as to integrate the business community in a common and tasteful theme. Include urban design elements such as efficient pedestrian and vehicular circulation movements; transit opportunities; passive open spaces; underground utilities; and well-designed parking facilities, signage and landscaping.

*Policy 2.07*

Require commercial and business park developments to be compatible with surrounding land uses and in character with the high-quality of development in the City. Screen and buffer residential developments from commercial uses with landscaping. Ensure compliance with City regulations regarding commercial and business park design elements through review by the Design Review Board.

*Policy 2.08*

Require office and business parks to be well-designed and easily accessible to transit, provide for efficient vehicular and pedestrian circulation movements, include adequate open spaces, provide aesthetic controls for future building development and complement the surrounding uses. Require proportional transportation improvements to adjoining road frontages and consistency with the Streetscape Element of the plan as components of site development. Preserve natural features such as North Creek, Penny Creek, ravines and wetlands and integrate into the open space elements of office/business park design.

*Policy 2.09*

In anticipation of the potential redevelopment of the City's Community Business and Business Park designated properties, prepare an analysis of the feasibility and desirability of alternative land uses. If alternative land uses are determined to be feasible and desired by the City, initiate comprehensive plan and zoning regulation amendments as appropriate to implement the desired land uses upon redevelopment of the properties.

## **Town Center Policies**

### *Policy 3.01*

The Town Center site is located generally south of an extension of 149<sup>th</sup> Street SE, west of SR 527 and east of the North Creek Greenway. The Town Center is a well-designed mixed-use development that establishes an extension of the existing commercial area along the SR 527 corridor. Town Center is a pedestrian and transit friendly development, with pedestrian linkages to existing neighborhoods, the original commercial along the SR 527 corridor and the North Creek Trail.

To this end, the Town Center Design Guidelines were adopted by the City Council (originally adopted in 1997, and subsequently amended in 2000 and 2003). The primary goals of the Town Center Design Guidelines are as follows:

- Maintain density and a diverse mix of uses in the center.
- Encourage a Town Center that is strongly pedestrian oriented and transit friendly.
- Preserve a strong identity for the Mill Creek Town Center.
- Maintain places that provide for the needs of a diverse population of different ages.
- Integrate the Town Center with existing commercial development and the surrounding natural environment.

The Design Guidelines control the aesthetic components of the Town Center including site design and site features, landscaping, building architecture, public plazas, streets, sidewalks, parking areas and signage.

Implementation of this policy has occurred through the application of the Planned Community Business zone district, which requires a Master Development Permit for the development of the site.

### *Policy 3.02*

The design of the Town Center reflects a small town character with uses that generally cater to the residents within the City and the MUGA. Require that any new building design, signage, lights and landscaping enhance the character of the Town Center and create an identity for the City of Mill Creek. Public places for people of all ages to gather such as plazas are important components of the Town Center.

## **East Gateway Urban Village Policies**

### *Policy 4.01*

The East Gateway Urban Village is located generally south of 132<sup>nd</sup> Street SE between 35<sup>th</sup> Avenue SE and Seattle Hill Road. The primary goals of the East Gateway Urban Village are as follows:

- Encourage density and a diverse mix of uses in the center.
- Create a strongly pedestrian oriented and transit friendly development.
- Create strong identity for the East Gateway Urban Village.
- Encourage the development of a sustainable neighborhood supported by a diversity of businesses and types of residential development.
- Create a safe and efficient transportation network through the entire site to move goods and services as well as customers, employees, and residents. The transportation network shall have controlled access points onto SR 96 and Seattle Hill Road in accordance with access management policies in the Transportation Element.
- Create places that provide for the needs of a diverse population of different ages.
- Provide for adequate buffers and trails around the perimeter of the East Gateway Urban Village to enhance pedestrian connectivity between uses while minimizing impacts to existing surrounding uses.
- Protect the existing adjacent property uses by developing design guidelines that incorporate design techniques such as limiting light from spilling onto adjacent properties and limiting building heights.

Realization of these goals will occur through the application of the East Gateway Urban Village zone district, which requires a Master Development Permit for the development of the site. One of the requirements of the Master Development Permit is consistency with the Design Guidelines, which will control the aesthetic components of the site design and site features including but not limited to; landscaping, building architecture, public plazas, streets, sidewalks, parking areas and signage.

*Policy 4.02*

Require an urban character in the design of the East Gateway Urban Village with a wide mix of uses that generally cater to the local residents in the City and its MUGA. Coordinate the building design, signage, lights and landscaping to enhance the character of the East Gateway Urban Village. Public places for people of all ages to gather such as a public park, plaza, a village green or square, or a fountain should be the focal point.

*Policy 4.03*

Encourage mixed-use buildings with residences or offices over first floor commercial and orient these buildings toward the public realm of streets and open spaces whenever possible.

*Policy 4.04*

Incorporate a trail system in the design of the East Gateway Urban Village within the buffer that connects the development with the surrounding neighborhood.

*Policy 4.05*

Incorporate dense, high quality housing types at various scales in the East Gateway Urban Village, with up to three stories allowed adjacent to existing residential development outside the East Gateway Urban Village and up to four stories of housing over one-story of ground floor retail/office allowed otherwise.

*Policy 4.06*

Incorporate sustainable design principles such as those set forth in Leadership in Energy and Environmental Design (LEED) certification requirements in the design of neighborhoods, buildings, streets and stormwater facilities in the designated East Gateway Urban Village. Said design principles shall focus on pedestrian-scale neighborhoods, a strong relationship of buildings and open space to the public realm of streets, connectivity to surrounding uses, high quality aesthetic design, and compatibility with adjacent uses.

*Policy 4.07*

Provide streets that incorporate pedestrian amenities such as wide sidewalks, street trees, landscaping and buildings that meet the sidewalk with display windows. Provide on-street parking in front of commercial uses, and additional parking behind or below buildings. Require that any parking that is adjacent to the “public realm” be screened. Provide for efficient, safe access and incorporate bike ways and transit stops through the vehicular circulation pattern.

*Policy 4.08*

Require that single-use commercial building footprints be designed to complement the pedestrian and neighborhood character of the Urban Village land use designation.

*Policy 4.09*

Utilize shared access drives for new developments along the central spine road and provide for internal circulation between development to improve traffic flow and reduce potential vehicular conflicts when practical and appropriate.

*Policy 4.10*

Protect single-family neighborhoods that are located adjacent to the East Gateway Urban Village from potential negative environmental impacts by providing adequate vegetated buffers around the perimeter of the East Gateway Urban Village. Incorporate pedestrian trails and provide appropriate pedestrian connections at such locations as 135<sup>th</sup> Place SE and 137<sup>th</sup> Street SE in said buffers.

*Policy 4.11*

Encourage pedestrian-oriented commercial uses to provide opportunities for residents in the City and its MUGA to shop and dine and to provide economic benefits to the City through the generation of sales taxes.

**Annexation Policies**

*Policy 5.01*

Properties within the City's MUGA are eligible for annexation to the City. Evaluate proposed annexations with the City's own adopted annexation review criteria that address the City's ability to serve the area as well as the fiscal impacts to the City.

*Policy 5.02*

Review and provide comments on proposed developments and regulations or plans within the MUGA.

**Essential Public Facilities**

*Policy 6.01*

While the City cannot preclude the siting of essential public facilities, require essential public facilities to be reviewed through the Conditional Use process established in the Mill Creek Municipal Code.

*Policy 6.02*

Require local essential public facilities to minimize environmental impacts, provide amenities or incentives, and minimize public costs.

*Policy 6.03*

Collaborate with public agencies and special districts to identify opportunities for the co-location of local essential public facilities.

**Economic Development Policies**

*Policy 7.01*

Promote and maintain an atmosphere that encourages business to locate in the City and to selectively target desirable types of commercial and/or industrial uses.

*Policy 7.02*

Prepare an economic development element to establish a strategy for promoting and attracting businesses to provide a stable tax base, create employment opportunities, and improve the economic vitality and quality of life in the City.

*Policy 7.03*

Regularly review code requirements to ensure that they are business-friendly while also maintaining the aesthetic values of the community.

*Policy 7.04*

Ensure that permits and licenses are evaluated and processed in a timely manner without reducing the City's adopted environmental and land use standards.

*Policy 7.05*

Encourage capital improvement projects in commercial and business park areas to improve pedestrian and vehicular circulation systems and stimulate more intensive and concentrated activity.

*Policy 7.06*

Develop an equitable tax structure that keeps and attracts businesses while maintaining the City's ability to provide a high level of service for commercial and business park uses.

*Policy 7.07*

Work cooperatively on economic issues with local businesses and industries.

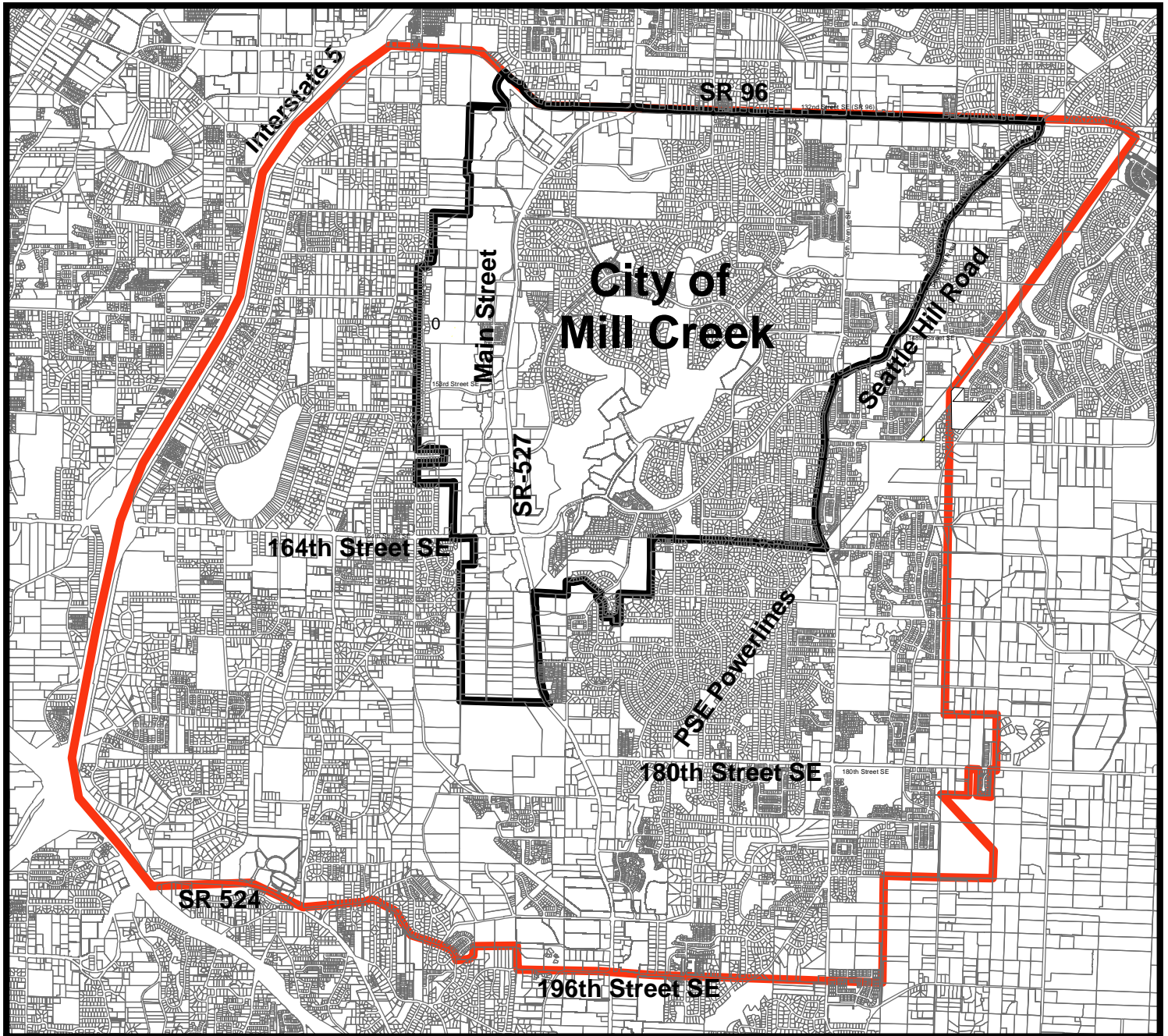
*Policy 7.08*

Develop strategies to promote a diversified and sustainable economy.

*Policy 7.09*

Encourage businesses and business practices that minimize environmental impacts.

# City Limits and MUGA



Council Ord. 2015-802  
Effective December 18, 2015

- City Limits (4.68 SQ. Miles)
- Municipal Urban Growth Area Boundary (MUGA)

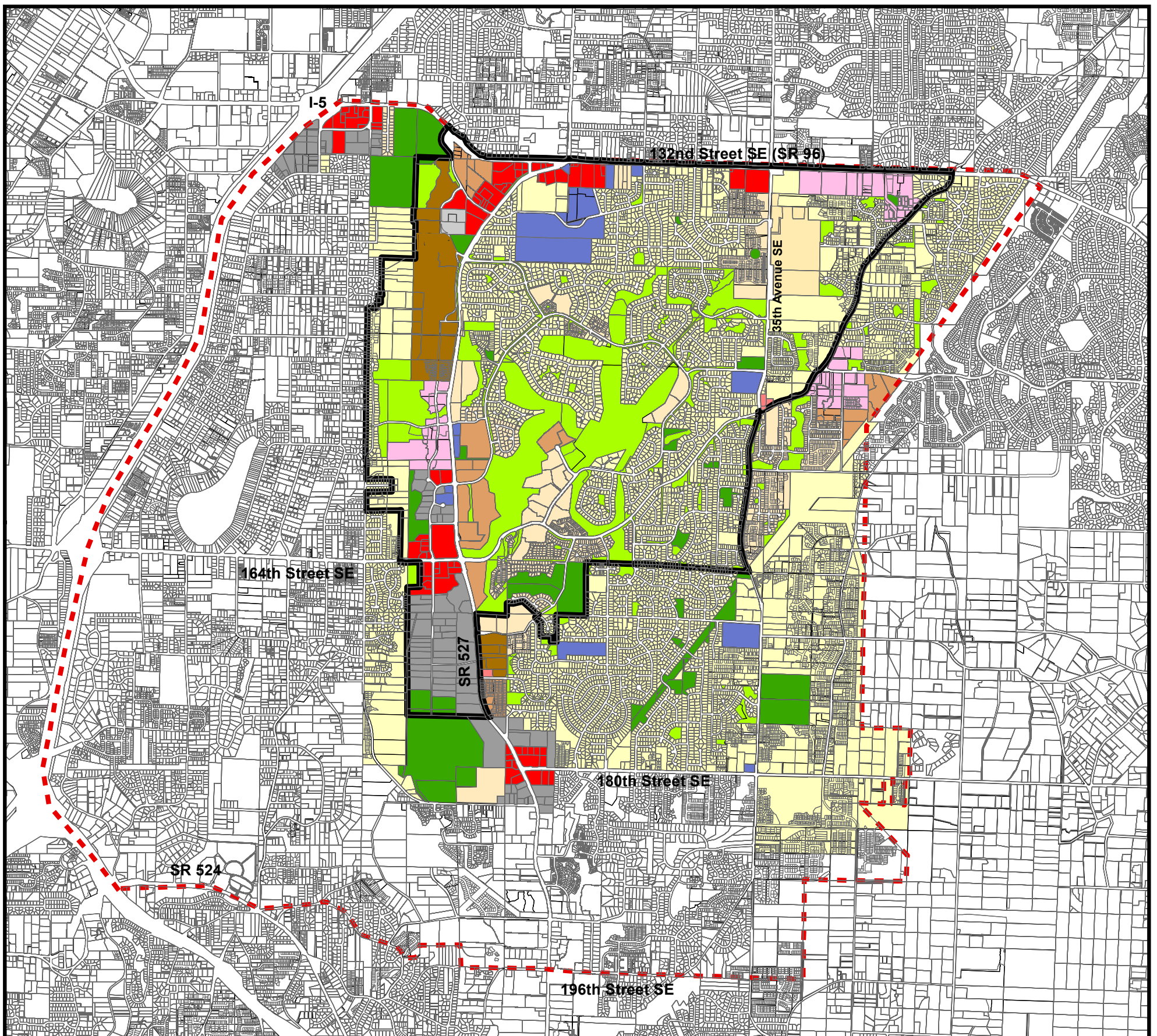


City of Mill Creek  
Department of Community & Economic Development  
15728 Main Street, Mill Creek, WA 98012  
Fax: 425.745.9650 - Phone: 425.745.1891  
[www.cityofmillcreek.com](http://www.cityofmillcreek.com)  
Incorporated in 1983





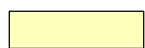
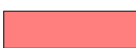












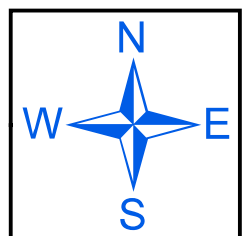
# Land Use Plan



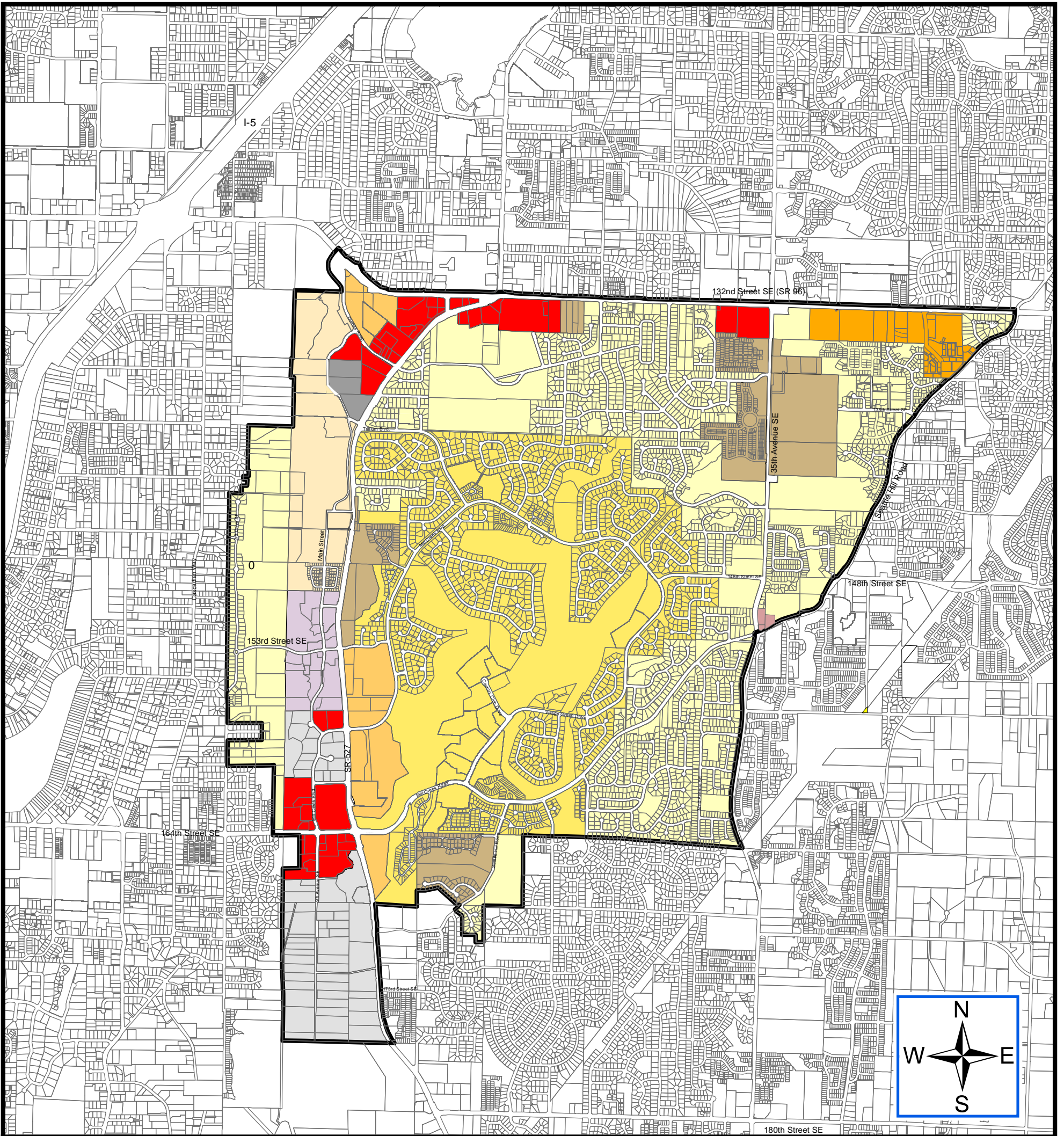
Council Ord. 2015-802  
Effective December 18, 2015

## Land Use Designations




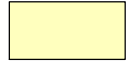



- |  |  |   |                       |
|--|--|---|-----------------------|
|  | Unincorporated Parcels Without City Land Use Designation |  | Community Business    |
|  | Low Density Residential                                  |  | Town/Village Center   |
|  | Medium Density Residential                               |  | Business Park         |
|  | High Density Residential                                 |  | Office Park           |
|  | Mixed Use/High Density Residential                       |  | Public & Quasi Public |
|  | Open Space - Private                                     |   |                       |
|  | Open Space - Public                                      |   |                       |
|  | City Limits  |   |                       |
|  | Municipal Urban Growth Area                              |   |                       |



# Zoning Map



Council Ord. 2015-802  
Effective December 18, 2015

- |  |   |   |                                 |
|--|---|---|---------------------------------|
|  | City Limits                               |  | PCB Planned Community Business  |
|  | Unincorporated Parcels                    |  | CB Community Business           |
|  | LDR Low Density Residential               |  | NB Neighborhood Business        |
|  | PRD 7200 Planned Residential Development  |  | BP Business Park                |
|  | MDR Medium Density Residential            |  | OP Office Park                  |
|  | HDR High Density Residential              |  | EGUV East Gateway Urban Village |
|  | MU/HDR Mixed Use/High Density Residential |   |                                 |

The City of Mill Creek Municipal Code is available online at [www.cityofmillcreek.com](http://www.cityofmillcreek.com)



# **CHAPTER VII**

## **HOUSING ELEMENT**

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### **INTRODUCTION**

The purpose of the Housing Element is to assess the housing status in the City of Mill Creek in regard to its condition, availability and affordability and to develop goals and policies that will ensure that adequate housing is available to future residents of the City. The City recognizes that if housing needs for its residents are addressed, it will contribute to the long-term stability and overall well-being of the community. In planning for the future housing needs of the community, it is essential to maintain the integrity and quality of the existing residential neighborhoods. As well, it is important that the City work on a regional basis to ensure that there is an equitable distribution of housing for all needs and levels of income.

Included in this element is an assessment of existing housing conditions, goals and policies to address the housing needs of the community and strategies to maintain and provide adequate housing in the City of Mill Creek.

Information included in this chapter is based upon the 2010 U.S. Census data generated by Snohomish County and the 2008-2012 American Community Survey (ACS). The chapter also includes information from the County's HO-5 Report, "Housing Characteristics and Needs in Snohomish County," which was adopted in January 2014, as well as the 2012 Buildable Lands Report. These documents provided detailed data and also acted as a general guide to planning for projected housing needs based on buildable land availability. In addition, to help understand existing housing stock and plan for future housing needs at the local level, the City incorporated information from the "Housing Profile for the City of Mill Creek," prepared by the Alliance for Housing Affordability in August 2014, which outlined detailed, local information on existing housing conditions and issues in Mill Creek.

### **GROWTH MANAGEMENT ACT AND COUNTYWIDE PLANNING POLICIES**

The Washington State Growth Management Act requires a Housing Element to be included in the Comprehensive Plan. The housing goal of the GMA is to "Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types and encourage preservation of existing housing stock." At a minimum, the element must address:

- An inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to accommodate projected growth;

- A statement of goals, policies and objectives for the preservation, improvement and development of housing;
- Identification of sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, group homes and foster care facilities; and
- Adequate provisions for existing and projected housing needs of all economic segments of the community.

The City's Comprehensive Plan must be in substantial agreement with the Countywide Planning Policies developed by Snohomish County Tomorrow. These policies provide a framework for the development of the Comprehensive Plan and will help to ensure that the City's Comprehensive Plan will be consistent with the plans of the County and surrounding jurisdictions.

## ISSUES

The median value of housing in the City of Mill Creek is generally higher than the median housing value countywide. Contributing to the higher cost of housing is the price of available, developable land within the City. As housing costs continue to rise and income levels do not keep pace, it will become more difficult for many people to purchase their own homes. While the City does have ample rental units available, they are largely market rate and therefore not easily affordable to the lowest income households.

According to the 2012 ACS data, families with children comprise 31.1% of the households. People over 55 make up 26.2% of the population, and the median age is 39.6 years. Other significant groups include married couples without children, which are 30.8% of the households and people living alone, who make up 28.2% of the households.

The housing needs vary greatly for these population groups. Thus, the challenge for the City is to provide a broad range of housing and other services to meet the needs of its population groups.

In accordance with the Growth Management Act, the City's development regulations allow for a variety of housing including manufactured housing, accessory dwelling units, group homes for special needs populations, multifamily and mixed uses (e.g., residential over retail and/or office).

Providing opportunities for those who work in the City to also live in the City is a goal of the Growth Management Act. Approximately 35 percent of the jobs in the City of Mill Creek and its Municipal Urban Growth Area are lower income jobs. Although local commercial activity has increased in recent years, many of the jobs are still service related, which are generally lower income. Because the cost of housing within

the City and the surrounding area is higher than in other parts of the County, it may be difficult for these workers to find housing in the City.

## **EXISTING CONDITIONS/INVENTORY**

### **Age and Condition of Housing**

Mill Creek is a relatively new City, incorporated in 1983. The City began as a planned residential development, centered around a golf course and a natural area with a trail system. Much of the planned community was developed in unincorporated Snohomish County before the City incorporated. Prior to the construction of this planned community, the area was forested and mostly rural.

In 1990 there were 3,136 housing units within the City of Mill Creek. Of these units, approximately 2,367 were built between 1980 and 1990. According to the 2012 ACS, of the total housing units in the city:

- 2.7% of the units were built before 1970, almost entirely during the 1960s
- 13.9% of the units were built between 1970-1979
- 25.6% of the units were built between 1980-89
- 31% of the units were built between 1990-99
- 26.8% of the units were built in 2000 or later

At the time of the 2012 American Community Survey, there were a total of 7,927 housing units in the City. These numbers are for single-family and multifamily units and include both new construction and annexation of existing residential units.

Because the majority of the houses in Mill Creek are less than 30 years old, the upkeep and maintenance problems associated with older housing do not yet exist within the City. As the housing stock ages, however, this may become an issue. The surrounding Municipal Urban Growth Area (MUGA) contains a mixture of housing types and conditions, although many of the subdivisions were developed at the same time that the planned community of Mill Creek was being developed. Due to the age and generally good condition of the homes in Mill Creek and the MUGA, there is limited potential for redevelopment of the residential areas in the near term.

### **Housing Composition and Household Size**

Mill Creek contains a variety of housing types including single-family detached units, single-family attached units and multifamily units. Ninety-one percent of homeowners live in single-family attached or detached homes, while 80% of renters live in multifamily complexes. Table 1 illustrates household composition by owner- or renter-occupied units within the City of Mill Creek as of 2012.

**Table 1**  
**Household Composition**

Household Type	Quantity (in units)	Percentage of Total
Owner-Occupied Units	4,851	64%
Renter-Occupied Units	2,708	36%
<b>Total Occupied Housing Units</b>	<b>7,559</b>	

Source: Based on the 2012 American Community Survey

In 2012 the average household size in the City was slightly lower than in the County-- 2.42 persons in the City compared to 2.62 persons in the County. Households include families as well as single people, which means there is a significant number of single person households reducing the average household size. Renter households are smaller than owner households with an average size of 1.94 persons versus 2.65. Countywide, renter-occupied households average 2.44 persons versus 2.71 for owner-occupied households.

**Household Income and Housing**

Affordable housing is defined by the U.S. Department of Housing and Urban Development as decent, safe housing that costs no more than 30 percent of a household's gross monthly income for mortgage/rent and utility payments. Households with incomes that fall below the median area income are less likely to be able to afford to purchase their own home or to be able to afford to rent an apartment. In the Puget Sound area, rapid population growth has led to higher demands for housing, which has in turn escalated housing costs and led to a decrease in the availability of affordable housing. With less developable land available and higher costs for materials and labor, the cost of new housing has increased significantly. In addition, incomes have not increased enough to counteract the effects of inflation and rising home prices.

**Median Single-Family Home Value**

Housing in the City of Mill Creek is more expensive than in most other portions of Snohomish County, primarily due to higher land costs. The median sale price of a home in Mill Creek in 2012 was \$335,500 while the median sale price of a home in Snohomish County was \$242,500. The median income in the City was also higher in 2012 in comparison to the median income in the County (\$89,124 compared to \$68,338).

## Distribution of Mill Creek Household Income

Based on the 2012 American Community Survey five-year estimates:

- 814 households, or 11% of Mill Creek’s total, are considered to be extremely low income, earning less than 30% of Area Median Income (AMI),
- 1,015, or 13%, are considered very low income, earning between 30 and 50% of AMI,
- 1,092, or 14%, are considered low income, earning between 50 and 80% of AMI,
- 637, or 8%, are considered moderate income, earning between 89 and 95% AMI.
- 1,099, or 15%, are considered middle income, earning between 95 and 120% AMI
- 2,902, or 38%, are considered above middle income, earning over 120% AMI

## Affordability of Housing in Mill Creek

Maximum affordable rents by income level have been compared against Mill Creek’s average rents by unit size, including utilities, in Table 2. Mill Creek’s average rental units two bedrooms or less in size are affordable to households earning at least 50% Area Median Income (AMI), with rents on the lower end of the range affordable to households earning between 30 and 50% AMI. For larger rental units, average rents require households earn more than 80% AMI, though there are some three and four bedroom units affordable to those earning at least 50% AMI. All five bedroom units in this sample require at least 80% AMI, and there is no evidence of traditional market rate units affordable to households earning less than 30% AMI.

**Table 2**  
**Affordable Rents by Dwelling Size (Including the Cost of Utilities)**

<b>Dwelling Size</b>	<b>Extremely Low Income (&lt;30% AMI)</b>	<b>Very Low Income (30-50% AMI)</b>	<b>Low Income (50-80% AMI)</b>	<b>Average Mill Creek Rent, 2013</b>	<b>Min. Hourly Wage Needed for Average Rent</b>	<b>Rent Range</b>
<b>1 Bedroom</b>	\$487	\$813	\$1,208	\$1,085	\$22.15	\$762-\$1,316
<b>2 Bedroom</b>	\$585	\$976	\$1,450	\$1,309	\$25.17	\$887-\$2,116
<b>3 Bedroom</b>	\$676	\$1,127	\$1,675	\$1,860	\$36	\$1,317-\$2,510
<b>4 Bedroom</b>	\$755	\$1,257	\$1,868	\$2,248	\$43.23	\$1,542-\$3,247
<b>5 Bedroom</b>	\$781	\$1,301	\$1,933	\$2,258	\$43.42	\$2,090-\$2,571

Source: Dupre and Scott, 2013; Housing Authority of Snohomish County, 2014.

Note: Rent limits based on 2013 income limits for Seattle-Bellevue HUD Metro Fair Market Rent Area, which includes Snohomish and King Counties.

### Cost Burdened Households in Mill Creek

Overall, in 2012, 34.9% of Mill Creek’s homeowners and 47.7% of its renters were estimated to be housing cost burdened, devoting more than 30% of their income to housing costs. Cost burden is most challenging for households with low incomes, and households with the lowest incomes are also more likely to be cost burdened. As shown in Table 3, housing cost burden improves dramatically as household income rises in Mill Creek, with a particular improvement about 50% AMI.

**Table 3  
Cost Burden by Income Level and Housing Tenure**

Household Income Level	Renters		Owners	
	Mill Creek	Snohomish County	Mill Creek	Snohomish County
<b>Extremely Low</b>	96%	81%	76%	73%
<b>Very Low</b>	89%	68%	64%	61%
<b>Low</b>	35%	27%	53%	50%
<b>Moderate</b>	15%	15%	54%	44%
<b>Middle</b>	10%	5%	45%	32%

Source: US Census Bureau; American Community Survey, 2008-2012

This means that many households in the City, including both homeowners and renters, are in need of more affordable housing. In addition, many of the people working in the City cannot afford to live within the City. If recent trends continue, including rising housing costs and a forecasted increase in service related jobs, it will become more and more difficult for people employed in the City to afford to live in the City. The strategies included in this element address ways the City can help to influence the provision of affordable housing in the City.

### Subsidized Housing in Mill Creek

In today’s market, a subsidy is often required to reach rent levels affordable to households with the lowest incomes. Mill Creek currently has 424 units of assisted housing, with a range of funding sources and populations served. Table 4 shows the distribution of Mill Creek’s assisted housing units by income level served, including Section 8 Housing Choice Vouchers used in the city administered by both the Housing Authority of Snohomish County and Everett Housing Authority.

**Table 4  
Number of Existing Assisted Dwelling Units by Income Level Served**

<b>Extremely Low Income (&lt;30% AMI)</b>	95
<b>Very Low Income (30-50% AMI)</b>	162
<b>Low Income (50-80% AMI)</b>	167

Source: Housing Authority of Snohomish County, 2014



## **Capacity for Meeting Population and Housing Targets**

The Countywide Planning Policies establish 2035 population targets for individual jurisdictions to use in establishing appropriate land uses within their Comprehensive Plan. For the City of Mill Creek, the 2035 population target established in the Countywide Planning Policies is 20,196.

Utilizing the 2035 population target and taking into account the City's average of 2.37 people per household in 2035 and 2.7% vacancy rate, the Housing Characteristics and Needs in Snohomish County report estimates that a total of 8,756 housing units will be required in Mill Creek. This represents 833 additional units from what existed in 2010. In addition, to meet affordability needs, of those 833 additional units, the report states that 92 would be affordable for households earning under 30% AMI (11%), 92 would be affordable for households earning 31-to 50% AMI (11%), and 142 would be affordable for households earning 51 to 80% AMI (17%).

A land capacity analysis that was done in support of the adopted population growth targets (Exhibit B of the Countywide Planning Policies) showed that the City has capacity to accommodate the assigned 2035 population growth target with existing Comprehensive Plan land use designations and development regulations. However, market forces including the relatively high cost of land and the lack of support services in Mill Creek area will likely result in the identified affordable housing needs not being met. This being the case, the City has been exploring other ways to meet affordable housing needs. One strategy is participation in regional efforts to promote and facilitate affordable housing throughout Snohomish County. Towards that end, the City is a member of the Alliance for Housing Affordability (AHA) an interjurisdictional program initiated by Snohomish County Tomorrow (SCT). The purpose of AHA is to promote and expand information and opportunities for attaining affordable housing, consistent with local needs, in a manner that leverages coordination and resources among jurisdictions in Snohomish County.

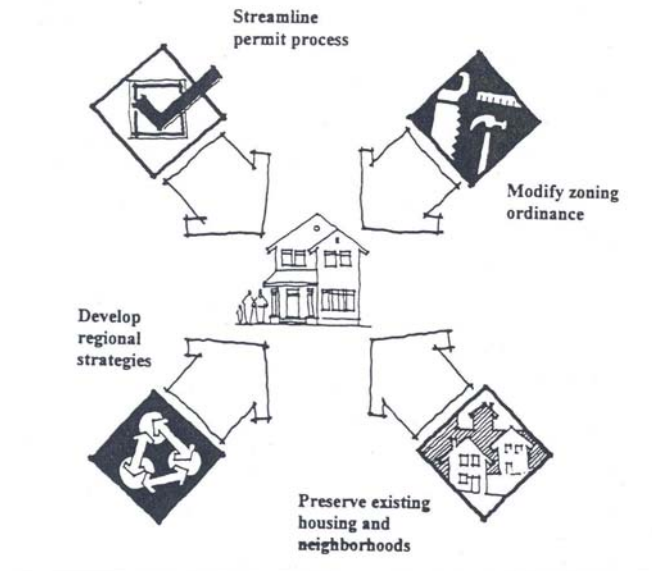
The CPPs also establish population growth targets for the unincorporated portion of its MUGA. The 2035 population target for the unincorporated portion of the City's MUGA is 47,744. Based upon an average of 2.82 people per household in 2035, an analysis of the existing residential units and recently platted properties, in conjunction with the supply of residentially-zoned undeveloped/underdeveloped land within the City's MUGA, shows that there is adequate land available to meet the City of Mill Creek MUGA's 2035 housing supply needs.

## **HOUSING POLICIES**

### *Policy 1.01*

Work with the development community to encourage affordable housing within the City.

**Figure 1**  
**Elements to Create Affordable Housing**



*Policy 1.02*

Cooperate with surrounding jurisdictions and the County to provide housing for all economic segments of the community.

*Policy 1.03*

Work with Snohomish County and other cities and towns in the County to develop a methodology that fairly allocates affordable housing throughout the County.

*Policy 1.04*

Pursue strategies that encourage a variety of housing choices to be developed. Examples of the types of housing that will be considered are accessory dwelling units, congregate care facilities, retirement homes, mixed-use development, multifamily complexes, inclusionary zoning, manufactured housing and home-sharing.

*Policy 1.05*

Strive to accommodate the special needs of various segments of the community including the elderly, developmentally disabled, physically handicapped and others with housing needs. Support the principle that fair and equal access to housing is available to all persons regardless of race, color, religion, gender, sexual orientation, age, national origin, familial status, source of income, or disability.

*Policy 1.06*

Take steps to ensure that development regulations and housing policies will preserve existing residential neighborhoods.

*Policy 1.07*

Consider the effect new regulations will have on existing residential neighborhoods as well as the impact on future construction within the community, prior to enacting changes in the zoning and development codes.

**STRATEGIES**

The following strategies are actions that the City may pursue in order to implement the goals and policies of the element. These strategies may also specify future planning activities for the City.

- Participate in regional discussions on how to plan for adequate affordable housing for very low, low, moderate and middle income households consistent with the Countywide Planning Policies. The City's participation in the Alliance for Housing Affordability provides opportunities to work toward a common, regional goal of a wider variety of housing choices countywide. Participate in the development of any countywide monitoring program that will determine the countywide status of housing.
- As a part of the implementation of the Comprehensive Plan, continue to consider zoning mechanisms and development standards that can increase density in appropriate areas. These mechanisms include compact development, minimum densities for selected residential zone districts, planned residential development, zero lot line development and density bonuses for up-zoning. Most of these mechanisms are available in the City's development regulations and have been used in the SR 527 Corridor Subarea, as well as other areas in the City.
- Continue to include provisions in the zoning code to implement strategies that encourage affordable housing and provide housing for special needs populations such as mixed-use development, congregate care facilities, retirement homes, accessory dwelling units and inclusionary zoning.
- To keep the costs of new housing to a minimum, review the permit process regularly to ensure that it is efficient and does not add significantly to development costs.

# **CHAPTER VIII**

## **CAPITAL FACILITIES PLAN ELEMENT**

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### **INTRODUCTION**

The Capital Facilities Plan Element has been developed in accordance with the Growth Management Act to ensure that there is an adequate level of capital facilities to meet the existing and anticipated development within the City of Mill Creek and its Municipal Urban Growth Area (MUGA).

To accomplish this intent, this chapter provides:

- A description of Level of Service Standards and Guidelines for measuring the adequacy of capital facilities;
- An inventory, capacity analysis and the general location of existing capital facilities;
- A forecast of the need for new and/or expanded capital facilities;
- The proposed locations and capacities of any proposed new or expanded capital facilities; and
- Policies to ensure the timely and efficient provision of capital facilities, including a policy requiring the City to reassess the Land Use Element if probable funding falls short of meeting established Level of Service Standards.

The purpose of this chapter is to identify and prioritize capital facility needs that are incorporated into the seven-year Capital Improvement Plan (CIP), which identifies specific capital projects in the categories of Parks, Transportation, Stormwater and City Facilities. The CIP is adopted as a separate document and identifies specific capital improvement projects and funding sources, including park and traffic impact mitigation fees. The CIP is updated every two years in conjunction with the biennial budget, and is adopted as part of the Capital Facilities Plan Element by reference.

### **CAPITAL FACILITY LEVEL OF SERVICE STANDARDS AND GUIDELINES**

To determine the existing and projected capacity of capital facilities, two different means or tools have been established -- Level of Service Standards and Level of Service Guidelines.

## **Level of Service Standards**

Levels of Service Standards are binding requirements subject to the concept of concurrency under the Growth Management Act. Briefly stated, the Act prohibits jurisdictions from approving a development if the development causes the Level of Service to decline below the minimum standard adopted for a specific capital facility, unless improvements or strategies to accommodate the impacts of development are made concurrent with development. Further, the Act defines "concurrent with development" as the required improvements or strategies in place at the time of development, or a financial commitment in place to complete the improvements or strategy within six years.

The City has chosen to establish Level of Service Standards for local transportation facilities and for neighborhood park facilities. A seven-year Capital Improvement Plan that illustrates the City's commitment and ability to achieve the established Level of Service Standards for these facilities is adopted every other year in conjunction with the biennial budget.

## **Level of Service Guidelines**

Although not required by the Growth Management Act, Level of Service Guidelines are established for other capital facilities provided by the City. Level of Service Guidelines, in contrast to Level of Service Standards, are not subject to concurrency and are used as general recommendations for guiding the design and development of the remaining capital facilities. Several capital facilities subject to the Level of Service Guidelines are funded within the seven-year Capital Improvement Plan.

## **INVENTORY AND CAPACITY ANALYSIS**

City-provided capital facilities addressed in the Capital Facilities Plan Element include the following:

- Parks and Recreation
- Transportation
- Stormwater Management
- City Facilities

Presented below is the existing inventory of city-provided capital facilities, an analysis of their current capacity and findings related to the surplus or deficiency of facilities necessary to accommodate the existing and projected population. The capacity analysis is used later in the element to identify projects needed to maintain the existing Level of Service Standards or Guidelines or alleviate identified deficiencies.

## **Parks and Recreation Facilities**

### **1. Inventory of Existing Facilities:**

The Comprehensive Plan includes a Parks and Open Space Element that addresses in detail the City's parks and recreation inventory. In summary, the City currently owns and operates eleven neighborhood parks and one community park. Neighborhood parks include Buffalo Park, Heron Park, Highlands Park, Nickel Creek Park, Pine Meadow Park, Pine Meadow Park West, Cougar Park, Hillside Park, Library Park, North Pointe Park, and Silver Crest Park. The cumulative area of these parks is 43 acres. This amount becomes the basis for evaluating existing and future Levels of Service for neighborhood parks.

Neighborhood park amenities include children's play equipment, meandering pedestrian paths, basketball and tennis courts, restroom facilities and open play areas. Mill Creek Sports Park is the City's only developed community park. Approximately five acres in size, the park includes a lighted ball field (designed to accommodate Little League baseball, youth softball, and youth soccer), seating, skate park, restroom facilities, tot lot play equipment, and concession stand. The location of these facilities is shown on the Parks and Open Space Map in the Parks and Open Space Element.

The City and County jointly own Tambark Creek Park, which is located in the Tambark Creek corridor (east of 35<sup>th</sup> Avenue SE and north of 180<sup>th</sup> Street SE). The park is outside the city limits but inside the City's Municipal Urban Growth Area (MUGA). The park is 40 acres in size and amenities include an athletic field with synthetic turf and lights, off-leash dog area, picnic shelter, restrooms, children's play equipment, walking trail, and paved parking.

The City also coordinates a recreation program featuring activities for all ages. Most of the activities/classes use the Community Rooms within the City Hall Annex Building; however, the Council Chambers, City parks, and school district facilities are sometimes used.

### **2. Existing Capacity of Parks and Recreation Facilities:**

The capacity of the City's park system can be measured by comparing the park facility inventory with the Level of Service Standard established in the Parks and Open Space Element.

### **3. Level of Service Standard for Neighborhood Parks:**

In the Parks and Open Space Element, the following Level of Service Standard has been established to assess the capacity of the City's neighborhood parks:

The Park and Open Space Level of Service Standard for neighborhood parks is two (2) usable acres of park land for every 1,000 people.

Based upon this Level of Service Standard, 38 acres of neighborhood parks are needed to serve the 2014 population of 18,780. Based on a total of 43 acres of neighborhood park land currently owned by the City, the resulting Level of Service is 2.3 acres per 1,000 people.

Table 1 of the Parks and Open Space Element shows the inventory and capacity of the City's park and recreation system.

#### **4. Finding:**

The Level of Service standard for neighborhood parks serving the 2014 population is currently being exceeded. Where a minimum of 38 acres of neighborhood parks would be required, a total of 43 acres are available.

Looking to the future, the population within the City of Mill Creek and the MUGA is expected to grow to 67,940 by the year 2035. As the City Council approves annexation requests within the MUGA, the City should ensure that adequate land for neighborhood parks is provided consistent with the standard of 2 acres/1,000 residents. Alternatively, Level of Service can be adjusted for areas within the MUGA at the time of annexation if land is not available or the City does not have funding to acquire and develop additional park land.

### **Transportation Facilities**

#### **1. Inventory of Existing Transportation Facilities:**

The Comprehensive Plan's Transportation Element includes a complete inventory and discussion of the City's motorized and non-motorized facilities. As of July 2015, the City owns and maintains approximately 77 lane miles of residential streets, 19 lane miles of collector streets, 10 lane miles of arterial streets for a total of 106 lane miles of roadway. In addition, there are 22 lane miles of state highway within the city limits that are under the jurisdiction and operational control of the Washington State Department of Transportation.

#### **2. Capacity of Existing Transportation Facilities:**

The existing capacity of the City's roadway system can be measured by comparing the 2015 Level of Service to the minimum Level of Service Standards and Guidelines established in the Transportation Element. Consistent with the Highway Capacity Manual, the Level of Service for City streets and Regionally Significant State Highways is determined by measuring the delay at individual intersections and ranges between A and F, where A has the shortest delay and F has the longest delay.

A large percentage of the traffic in the City is due to "pass through" trips. These trips come from people who live outside Mill Creek but commute on the City's roadway

system. Since it is not always feasible to construct a roadway system to handle the maximum traffic volume, the City recognizes that significant delays occur during the peak commuting hours.

In addition, the City has no operational control over the Regionally Significant State Highways, SR 96 and SR 527, which are under the jurisdiction of the Washington State Department of Transportation.

### **3. Level of Service Standards and Guidelines for Transportation Facilities:**

In the Transportation Element, the Level of Service Standards and Guidelines have been established to assess the capacity of transportation facilities in the City of Mill Creek. The Level of Service Standards for City streets, as well as the Level of Service Guidelines for Regionally Significant State Highways, are measured at individual intersections and shall not fall below the established minimum Level of Service Standards.

### **4. Finding:**

As shown in the Transportation Element, the estimated intersection peak hour Level of Service meets the established minimum Level of Service Standard for City streets. However, several intersections on the Regionally Significant State Highways are at or below the minimum Level of Service Guidelines.

As future development impacts the Levels of Service listed in the Transportation Element, transportation facility improvements, mitigation measures and/or other strategies to maintain the Level of Service will be necessary in the Capital Improvement Plan over the 20-year planning period.

## **Stormwater Management Facilities**

The City of Mill Creek adopted a Surface Water Management Program in 1999. This program was established to maintain and improve the City's stormwater facilities and establish an educational program for protecting water quality of streams in Mill Creek.

### **1. Inventory of Existing Stormwater Management Facilities:**

The existing stormwater management facilities that serve the City consist of a combination of both publicly and privately owned and maintained drainage systems. As of July 2015, the City was responsible for maintaining approximately 3,080 catch basins, 49.5 miles of pipe, 30 detention structures and 8 water quality filter vaults.

The City maintains a detailed inventory of the stormwater facilities within the City, which is updated on a regular basis by the City's Surface Water Division as new development occurs. The general locations of the major stormwater facilities are illustrated on the Stormwater Facilities Inventory map.



## 2. Capacity of Existing and New Stormwater Management Facilities:

The capacity of the stormwater management facilities can be determined by comparing the existing facilities with the established Level of Service Standards.

## 3. Stormwater Management Systems Level of Service Standards:

The following Level of Service Standard is to establish design criteria for new stormwater management facilities within the City:

New stormwater management systems must be designed to meet the requirements of the Department of Ecology Stormwater Management Manual for Western Washington currently adopted by the City of Mill Creek.

In addition, the existing stormwater infrastructure system must be inspected and maintained on a regular basis in accordance with the requirements in the current National Pollutant Discharge Elimination System (NPDES) Phase II Municipal Stormwater Permit.

## 4. Finding:

### Stormwater Detention and Water Quality Treatment Systems:

New developments are required to meet the City's Level of Service Standards. However, many of the existing drainage facilities in the City do not provide adequate flow control or water quality treatment for stormwater runoff.

While these facilities do not meet current design standards, retrofitting the detention systems is generally not feasible due to the cost of acquiring the additional property that would be required. Most existing detention facilities would need to be significantly enlarged or reconstructed, which would encroach into established buildings or environmentally sensitive areas.

Water quality retrofits are often more feasible due to the smaller footprint of the new facilities. As part of the Capital Improvement Plan, several projects have been completed to improve runoff treatment at public facilities and on existing roadways.

### Stormwater Infrastructure Maintenance and Operations:

The public stormwater system is aging and nearing the end of the design life. The City has an ongoing inspection and cleaning program to maintain the network of pipe and catch basins, as well as detect illicit discharge locations, and is performing repair and replacement projects as necessary.

As part of the City's Surface Water Utility Program and Capital Improvement Plan, the City is making improvements to existing stormwater facilities wherever possible.

## City Facilities

### 1. Inventory of Existing City Facilities:

#### Undeveloped Property:

The City owns approximately 16.5 acres of un- or under-developed property on four different parcels, one on the east side of 35<sup>th</sup> Avenue SE and three located north of the Mill Creek Sports Park complex. The location and area of each property is illustrated in Table 1 and shown on the Major Public Capital Facilities map.

**Table 1  
City of Mill Creek  
Inventory of Undeveloped Properties**

<b>Property and Location</b>	<b>Area (acres)</b>
Cook Property - 13628 North Creek Drive	5.0
Remillard Property - 13615 North Creek Drive	4.55
Dobson Property - 13723 North Creek Drive	4.75
Pacific Topsoils Parcel - approximately 13515 35 <sup>th</sup> Avenue SE	2.2
<b>TOTAL</b>	<b>16.50</b>

#### City Hall:

The City of Mill Creek's City Hall facility consists of a 15,846 square foot structure on a 2.46 acre site at 15728 Main Street. The City's Council Chambers, administrative departments, public works shop and police department are housed within this facility.

#### City Hall Annex:

The City also owns a building adjacent to City Hall that is used as a combination of City administrative offices, storage areas, archives, leased office space, and City recreational / community program functions. This building is 31,842 square feet in size on a 2.02 acre parcel.

### 2. Capacity of Existing City Facilities:

The capacity of City Facilities can be determined by comparing the existing facilities with the established Level of Service Guidelines.

### 3. Level of Service Guidelines:

#### City Facilities

The following Level of Service Guideline is established to assess the capacity of City Facilities:

Adequate facilities should be available for City personnel to perform their various service functions to the satisfaction of the community. This would include administration, community development, public works, engineering, finance, police, recreation programs and meeting facilities. Space for the storage and maintenance of City equipment is also necessary.

At this time, City personnel are performing their service functions at maximum capacity. However, there is additional capacity to accommodate additional services or personnel in the City Hall Annex Building. The City is in the process of making improvements to the City Hall Annex Building to move some of the administrative offices to this building. This will free up space in the original City Hall building to add needed square footage for Police Department functions. In addition, the City is planning to construct a Public Works vehicle storage building on the City-owned, undeveloped Cook property north of the Mill Creek Sports Park.

#### **4. Finding:**

City Hall facilities are operating beyond the established Level of Service Guidelines. The City's acquisition of the 15720 Main Street building was intended to address capacity issues for City operations. Improvements to this building and the construction of a Public Works vehicle storage building will meet the City's needs over the next 20 years.

### **FUTURE NEEDS FOR NEW AND/OR EXPANDED CAPITAL FACILITIES**

Based on the findings presented for the listed capital facilities, this section discusses the new and/or expanded capital facilities needed to alleviate identified deficiencies and meet the demands of future growth.

Every two years, the City prepares and adopts a seven-year Capital Improvement Plan (CIP) identifying capital projects to be completed in this seven-year timeframe. Funding sources are also identified during the CIP planning process.

#### **Parks and Recreation Facilities**

As stated earlier, the City currently exceeds the Level of Service standard for neighborhood parks. However, the area west of SR 527 and north of the Town Center does not have a neighborhood park in close proximity. The Mill Creek Sports Park does provide limited facilities such as the tot play equipment, the picnic tables and the restroom but additional Neighborhood Park elements may be needed.

To address the need for future additional facilities in both community and neighborhood parks, the City has implemented a mitigation program that requires an impact fee to be paid for new residential developments. The money collected with the park mitigation program is used to fund various capital projects that will improve facilities at existing parks, as well as construction of new parks in the future. Use of the park mitigation funds is allocated through the CIP process.

## **Transportation Facilities**

Although the City street system is currently operating at or above the adopted minimum Level of Service Standard, growth from future development will impact the existing LOS. The Regionally Significant State Highways are currently operating below the Level of Service Guidelines in several locations. A listing of potential roadway capacity improvement projects is included in the Transportation Element.

To address the traffic impacts from developments, the City has implemented a traffic mitigation program that requires a fee to be paid for each new trip generated on the major City streets. The City also has an Interlocal Agreement with Snohomish County to collect mitigation fees from County developments in the surrounding area that impact City streets. The money collected with the traffic mitigation program is used to fund various capital projects that will improve the operations, capacity and safety of the affected roadways. Use of the traffic mitigation funds for specific capacity related projects is allocated through the Capital Improvement Plan process.

To protect the existing roadway infrastructure, the Transportation Element also includes a Level of Service Guideline for a Pavement Management System to ensure the timely maintenance of the City's roads. Although not subject to concurrency, several projects implementing the Pavement Management System are funded within the seven-year Capital Improvement Plan.

## **Stormwater Management Facilities**

In 1999, the City established a Surface Water Utility in the City of Mill Creek. The Utility funds the maintenance of publicly owned drainage facilities, inspection of privately owned facilities, public education and illegal discharge information actions. As part of the Capital Improvement Plan and biennium budget processes, capital project needs of the Surface Water Utility are evaluated, selected and utility rates adjusted as necessary.

New developments are required to provide stormwater management facilities that comply with the requirements for Western Washington as established by the Washington State Department of Ecology Stormwater Management Manual currently adopted by the City of Mill Creek.

While not required to meet Level of Service Standards, various stormwater facility retrofit, repair and improvement projects are programmed into the Capital Improvement Plan during the biennial update process.

## **City Facilities**

### **City Hall**

Improvements to the City Hall and City Hall Annex buildings initiated in 2015, as well as the construction of a Public Works vehicle storage building, will meet the City's needs over the next 20 years. Therefore, no additional facilities are planned.

## **FINANCING CAPITAL FACILITIES**

Capital facilities are financed in a number of ways including real estate excise tax, mitigation fees, voluntary contributions or dedications, private development improvements, gas tax and grants. For example, transportation projects are usually funded with traffic mitigation fees, real-estate excise tax and federal and state grants. Park and recreation facilities are generally funded through park mitigation fees, real estate excise tax and recreation grants.

The City updates and adopts a seven-year Capital Improvement Plan (CIP) every two years prior to the biennial budget. This plan identifies specific capital projects in the categories of Parks, Transportation, Stormwater and City Facilities to be constructed over a seven-year planning period. The CIP designates specific funding sources, including park and traffic impact mitigation fees, and is adopted as part of the Capital Facilities Plan Element by reference.

In 2012 the Council modified the previous Capital Facilities Plan (CFP) process with the adoption of Resolution 2012-481, which expanded the CFP to include a 20-year long range plan for projects that are worthwhile but beyond the ability of the City to finance at a specific point in time. This allows the CFP and the Capital Facilities Element of the Comprehensive Plan to include a longer “view” into the future. The intent is to keep the 7-year CFP fiscally constrained, but the 20-year plan does not have that requirement.

In 2014 the Council further modified the Capital Facilities Plan (CFP) process with the adoption of Resolution 2014-513, which changed the CFP to a Capital Improvement Plan (CIP), as well as the internal process by which the CIP is reviewed and approved.

Budget constraints at the state and local level may impact the City’s ability to construct planned capital facilities. As financing options become more limited, the City will have to prioritize capital facility projects through the CIP adoption process.

## **OTHER FACILITIES/SERVICES**

In addition to the City-provided services addressed in this element, the City of Mill Creek and its Municipal Urban Growth Area are served by other public entities that construct or acquire capital facilities. These entities include:

- Sno-Isle Library District (operating the Ralph W. and Winnifred B. Hammit Public Library)
- Everett School District No. 2
- Snohomish County Fire District No. 7
- Snohomish County Emergency Radio Systems (SERS)

The City has no direct control or authority over the entities listed above and cannot provide a detailed capacity and future needs analysis, or a financing plan for their future capital facilities. This being the case, water and sewer facilities are addressed in the Utilities Element of the Comprehensive Plan, and a brief discussion of the services the other entities provide is discussed below. However, no financing plan for these entities is proposed.

### Library

The Ralph W. and Winnifred B. Hammit Public Library consists of a 7,370 square foot structure located on a 1.98 acre site at 15429 Bothell-Everett Highway. Although the library building is owned and maintained by the City, it is operated by Sno-Isle Libraries. Public use of the Mill Creek Library continues to increase. In 2014, door counts averaged 22,500 visits per month. The total circulation of items for 2014 was 647,736, which was the second highest total in the 21 library district. There is an identified need for a new library facility in the area which will be addressed in Sno-Isle Library's facilities plan which is under development.

### Everett School District No. 2

The City of Mill Creek is located within the service area of the Everett School District No. 2. The school district has several facilities that are located within and serve the City. These include:

#### Elementary Schools:

Cedar Wood Elementary School, Mill Creek Elementary School and Woodside Elementary School are located in the MUGA.

#### Heatherwood Middle School:

Heatherwood Middle School is located east of SR 527, off Trillium Boulevard (immediately south of Henry M. Jackson High School).

#### Henry M. Jackson High School:

Henry M. Jackson High School is located east of SR 527, off 138<sup>th</sup> Street SE.

#### Lively Environmental Center:

Lively Environmental Center, located on Seattle Hill Road, is a 22-acre environmental center for children to "learn by doing." This facility includes nature trails, class rooms, a museum, and a salmon hatchery. This facility is primarily a field trip destination for elementary school age students.

According to the 2014-2019 Capital Facilities Plan prepared by the Everett School District, the anticipated enrollment levels will not exceed the existing permanent building capacities at both the middle and high school levels; but will exceed the capacity at the elementary school level. Enrollment is projected to continue to rise gradually through 2019. Portable classrooms are necessary to house students at these facilities.

District-wide student enrollment in the Everett School District is expected to gradually increase over the next six years. Due to significant housing construction activity in the southeast portion of the district, enrollment is actually expected to increase at schools in this area while declining elsewhere in the district. Over the next 20 years, enrollment throughout the district is projected to show significant increases at all levels as population growth is directed to occur within the defined Everett and Mill Creek MUGAs.

To prepare for this and future growth, the district will need to, depending on where the enrollment growth occurs, purchase additional sites for new elementary schools to accommodate the new schools needed by 2035. Much of this new construction is expected to occur in the southeast area of the district.

To meet identified needs, the City and the school district have entered into an interlocal agreement that enables the school district to levy development impact fees to mitigate the impacts of development on school facilities. These fees are used to develop new facilities and provide portable classrooms.

### **Snohomish County Fire District No. 7**

The City currently contracts with Snohomish County Fire District No. 7 for fire protection, suppression and emergency medical services. Areas annexed to the City in the future will also be served by Fire District No. 7.

The district has six stations including the station located at 1020 153<sup>rd</sup> Street SE (Station 76). This station is no more than 4 miles from the farthest point in the City and houses both a fire engine and an emergency medical service unit. The station is staffed 24/7 with 5 personnel, at least one of which is a paramedic.

### **Snohomish County Emergency Radio System**

The City of Mill Creek is party to an interlocal agreement established in 1999 with Snohomish County Emergency Radio Systems (SERS), a public nonprofit corporation. The purpose of SERS is to provide and maintain an 800 megahertz emergency radio system serving cities within Snohomish County. The system was activated in 2005 and replaced the County's VHF system, which used older technology and could not be expanded.

In accordance with RCW 82.46.010, GMA cities with a population over 5,000 are required to identify capital projects funded by the real estate excise tax (REET) in the Capital Facilities Plan Element of their Comprehensive Plans. The City uses REET monies to pay for its participation in SERS.

## **CAPITAL FACILITIES POLICIES**

The following policies have been formulated to ensure that capital facilities are available to meet existing and anticipated demands. Policies relating to parks and recreation and transportation can be found in the Parks and Open Space and Transportation Elements.

Application of the following policies will help to ensure that capital facilities necessary to serve the community will be available.

## **General**

### *Policy 1.01*

Maintain an inventory and monitor the capacity of capital facilities within the City. If it is determined that probable funding will be insufficient to meet the established minimum Level of Service Standards, reassess the Land Use Element and/or reevaluate the established Level of Service Standards.

### *Policy 1.02*

In reviewing proposals to annex property into the City, assess the impacts of the annexation to the adopted Level of Service Standards. The City may consider appropriate mitigation measures to offset any identified impacts to the existing Level of Service as a condition of annexation.

### *Policy 1.03*

Update the seven-year Capital Improvement Plan in conjunction with the biennial budget and identify specific capital improvement projects and funding sources. The budgeting of capital facilities projects shall be consistent with, and help to achieve the goals and policies as set forth in the Comprehensive Plan.

### *Policy 1.04*

Develop and coordinate compatible capital facility construction standards for all service providers in the Municipal Urban Growth Area.

## **Stormwater Management**

### *Policy 2.01*

Continue to operate a stormwater management program to integrate the private facilities with a unified public system to ensure the long-term compliance with State Department of Ecology regulations. Include an educational component whereby City residents are informed of stormwater issues through various outreach methods.

### *Policy 2.02*

Inspect all private and City-owned stormwater systems within the city limits to ensure that they are functioning properly. As a guideline when inspecting stormwater systems, use the Washington State Department of Ecology's Stormwater Management Manual for Western Washington adopted by the City.

### *Policy 2.03*

Clean and maintain City-owned stormwater facilities using the Washington State Department of Ecology's Stormwater Management Manual for Western Washington, adopted by the City, as a guideline. Ensure that privately owned stormwater facilities are maintained in accordance with current City policies and the Surface Water



Management Program. Notify the owners of privately held stormwater facilities of the need to maintain said facilities.

*Policy 2.04*

For new land development proposals and City capital improvement projects, require stormwater management facilities that incorporate detention and water quality treatment facilities, along with specific maintenance and management programs, consistent with the Department of Ecology Stormwater Management Manual for Western Washington adopted by the City.

*Policy 2.05*

To reduce the volume of urban stormwater runoff and its impacts on local and regional water quality, encourage the use of low impact development methods to minimize the impacts of water quantity and quality upon receiving waters.

**City Facilities**

*Policy 3.01*

Monitor the capacity of City Hall to ensure that public services are maintained at a level that is acceptable to the community.

**Schools**

*Policy 4.01*

Require development proponents to mitigate their proportional impacts on public school capital facilities.

**Public Safety**

*Policy 5.01*

As the City grows, ensure that fire and police capital facilities meet the needs of the increased population.

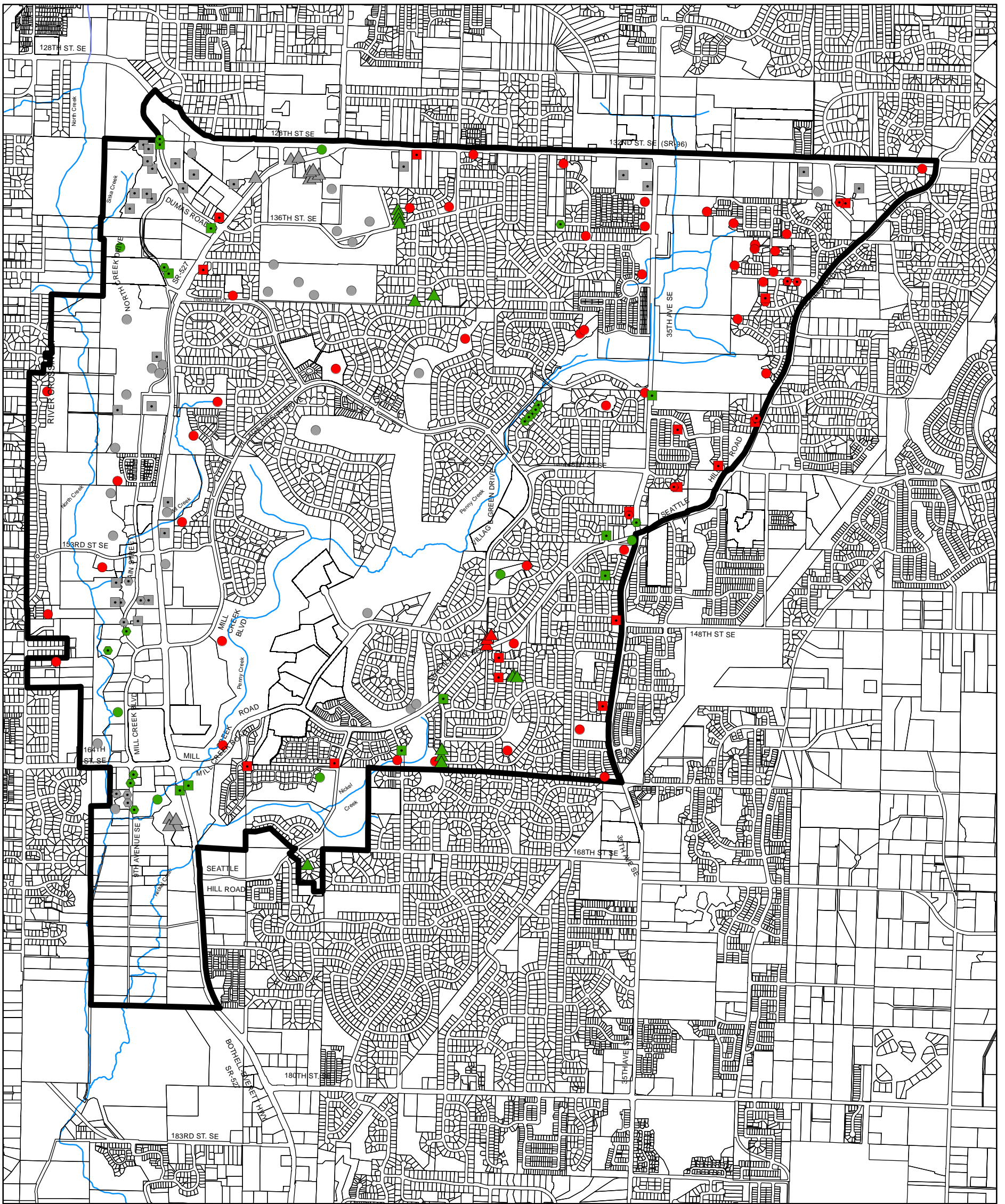
*Policy 5.02*

Provide public safety communications through participation in the Snohomish County Emergency Radio System (SERS). Real Estate Excise Tax (REET) monies may be used to fund the City's participation.

**CONCLUSION**

The Capital Improvement Plan, which is updated every two years, enables the City to meet the adopted minimum Level of Service Standards for capital facilities listed in this plan Element over the seven-year planning period, and paints a realistic picture of what capital facilities are likely to be provided. The element is consistent with the other elements of the Comprehensive Plan. In addition, it is consistent with the Countywide Planning Policies adopted by Snohomish County. Finally, the Capital Improvement Plan meets the mandate of the Growth Management Act as both capital projects and the

# Storm Water Facilities

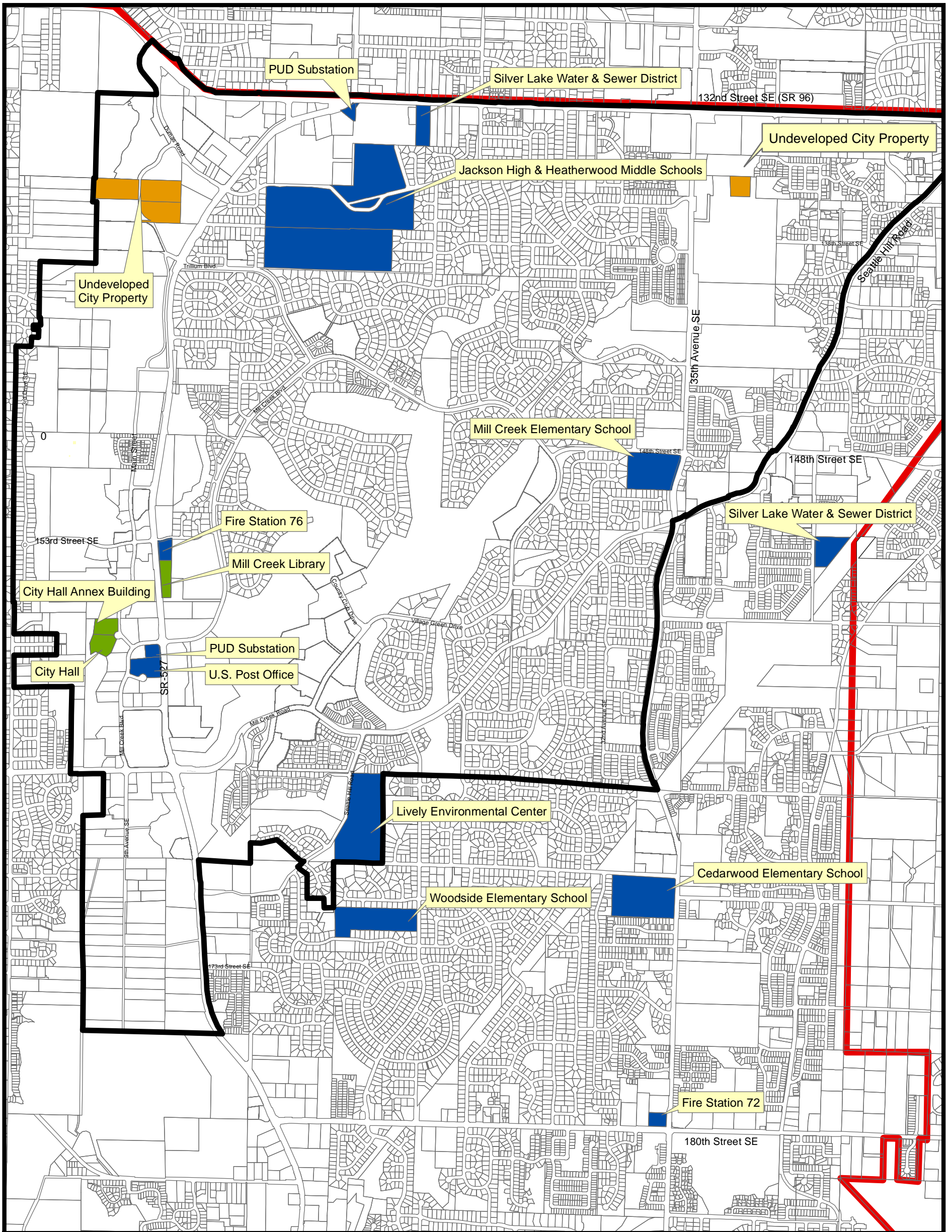


Council Ord. 2015-802  
Effective December 18, 2015

- |                                  |                                 |
|----------------------------------|---------------------------------|
| ● Private HOA Detention Pond     | ● Commercial Detention Pond     |
| ■ Private HOA Detention Vault    | ■ Commercial Detention Vault    |
| ◆ Private HOA Media Filter Vault | ◆ Commercial Media Filter Vault |
| ▲ Private Detention Pipe         | ▲ Commercial Detention Pipe     |
| ● City Detention Pond            | — City Limits                   |
| ■ City Detention Vault           |                                 |
| ◆ City Media Filter Vault        |                                 |
| ▲ City Detention Pipe            |                                 |

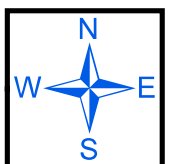


# Major Public Capital Facilities



-  City Limits
-  Municipal Urban Growth Boundary
-  Major Public Capital Facilities - City Owned
-  Major Public Capital Facilities - Owned by Other Agencies
-  Undeveloped City Property

Council Ord. 2015-802  
Effective December 18, 2015



Note: Existing and planned public park facilities are shown on the Parks and Open Space Plan in the Parks and Open Space Element.



# **CHAPTER IX**

## **UTILITIES ELEMENT**

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### **INTRODUCTION**

This element has been developed to identify and address the provision of utility services within the City of Mill Creek and its Municipal Urban Growth Area (MUGA). The inventory and needs analysis is applicable to the area of the City and the MUGA.

The Utilities Element is consistent with the Land Use Element as it confirms that adequate utility facilities are or will be available to support the land uses envisioned in the Land Use Element. In addition, the Utilities Element is consistent with the Countywide Planning Policies (CPPs) adopted by Snohomish County.

This element contains:

- An inventory and capacity analysis of existing utility facilities;
- An assessment of the need for new and/or expanded utilities to serve growth in the existing City and MUGA over the next 20 years as anticipated in the Land Use Element; and
- Policies to ensure the timely and efficient provision and maintenance of utility facilities.

### **DEFINITION OF UTILITIES**

The Procedural Criteria prepared by the state to guide cities in the implementation of the GMA include the following recommended definition of utilities:

*"Utilities or public utilities mean enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water and for the disposal of sewage."*

Thus, the Utilities Element addresses electricity, natural gas, telecommunications, and water and sewer facilities.

## INVENTORY AND CAPACITY ANALYSIS

The inventory and capacity analysis presented in the Utilities Element is intended to provide general information pertaining to the location and capacity of the existing utility service system in the City and its MUGA and the ability of the utility providers to serve the growth anticipated over the next 20 years.

### Electricity

Electric power is provided to the City and its MUGA by the Snohomish County Public Utilities District No. 1 (PUD). The PUD is a component of the Northwest Regional Power Grid, which links regional electric generation facilities to individual utilities (such as the PUD) that distribute electricity to local communities. According to the PUD, there is ample transmission capacity to meet existing demand for both the City and its MUGA.

#### **1. Transmission Facilities:**

Electric power is supplied to Mill Creek and its MUGA through a network of substations tied together by 115,000 volt (115 kV) transmission lines. The Bonneville Power Administration's SnoKing substation, located southeast of the City's MUGA, is a major point of delivery to the PUD transmission system

Two substations are located in the Mill Creek MUGA. The North Creek substation is located in the City of Mill Creek on the southwest corner of the intersection of SR 527 and Mill Creek Boulevard, and is the primary source of electricity for Mill Creek. The Murphy's Corner substation is located on the southeast corner of SR 527 and SR 96. These substations are rated at 28 million volt amps (MVA). The Cascade substation is located outside the City's MUGA and is part of the transmission system that runs through Mill Creek. This substation is located on 132<sup>nd</sup> Street SE, east of the MUGA boundary. In addition, the York substation located near the intersection of 51<sup>st</sup> Avenue SE and 108<sup>th</sup> Street SE on the east side of 51<sup>st</sup> Avenue, as described under the *Future Facility Needs* later in this element, will be energized soon. This substation is rated at 28 MVA and is located within the vicinity of the City's MUGA.

A 115 kV PUD transmission line runs along 132<sup>nd</sup> Street SE, linking the Cascade substation with the Murphy's Corner substation, then south parallel to SR 527 through the North Creek substation to the intersection of SR 527 and 192<sup>nd</sup> Street SE. At this point, the transmission line splits into two lines heading east and west. The easterly transmission line follows a utility right-of-way to the site of a proposed substation (York substation) in the southeastern portion of the City's MUGA and continues east beyond the MUGA boundary.

Seattle City Light owns and operates electrical transmission lines that bisect the eastern portion of the MUGA. This facility has four 230 kV circuits on two tower lines, which deliver the 788-megawatt output of the Skagit hydroelectric plants to the Seattle City Light service area. This facility does not directly provide electricity to the

City and its MUGA. Seattle City Light also operates a substation located at 39<sup>th</sup> Avenue SE and 156<sup>th</sup> Street SE. Electric transmission facilities located within the City and the MUGA are illustrated on the Electrical Utility Map.

Puget Sound Energy (PSE) also operates electrical transmission facilities located within a regional utility corridor running north/south along the east side of the Mill Creek MUGA. This corridor currently contains one 230 kV transmission line and one 115 kV transmission line and serves the energy needs of the areas to the north and south of Snohomish County. Under certain conditions, PSE's transmission line supports the County's distribution grid by providing emergency back-up to Snohomish County PUD's system.

In order to serve the growing need for electricity in the area, it may be necessary to construct and/or purchase new generating resources. Depending on where these resources are located, additional transmission lines may be needed in order to transport the power to the loads (electric customers). These new lines would be located on existing transmission corridors whenever possible. However, additional new rights-of-way and substations may be developed if load growth or system reliability standards dictate the need. The existing transmission corridor could ultimately accommodate a total of two overhead 230 kV transmission lines and one overhead 115 kV transmission line (three total).

## **2. Distribution Facilities:**

Distribution facilities deliver electricity from local substations to the customers. The PUD owns and operates all electric distribution facilities within the City of Mill Creek. These facilities are typically located in the public right-of-way or in adjacent utility easements. In the City of Mill Creek, much of the electrical distribution system is located underground. The under-grounding of utility facilities improves the aesthetics of the community and increases reliability.

Electrical utility capacity is mainly determined by the ability of the generation and transmission facilities to meet the demand generated by the distribution systems. Due to the common nature of electrical distribution facilities and their marginal relationship to the issue of overall system capacity and future growth, electrical distribution facilities are not mapped in the Utilities Element.

## **3. Capacity of Existing Electrical Utility Facilities:**

Snohomish County PUD has indicated that there is adequate capacity to meet the current electrical demands of the existing land uses within the City of Mill Creek and its MUGA. As described under the *Future Facility Needs* later in this element, additional facilities are proposed within the vicinity of the City's MUGA that would add needed capacity and maintain reliable service.

## Natural Gas

Puget Sound Energy (PSE) is regulated by the Washington State Utilities and Transportation Commission (WUTC) to serve Snohomish, King, Pierce, Thurston, Lewis and Kittitas counties. There are natural gas utility facilities located within the vicinity of the City and its MUGA. According to PSE there is ample capacity to serve existing and projected future demand for both the City and MUGA.

### **1. Transmission Facilities:**

Natural gas is supplied to the entire Puget Sound region from the Williams Northwest Pipeline. This transmission pipeline is a connecting link of an international natural gas pipeline network that connects natural gas sources from Canada and the southwest United States to individual natural gas distribution utilities throughout the Western United States.

To provide the City of Mill Creek and adjacent communities with natural gas, PSE builds, operates, and maintains an extensive system consisting of transmission and distribution natural gas mains, odorizing stations, pressure regulation stations, heaters, corrosion protection systems, above ground appurtenances, and metering systems. When PSE takes possession of the gas from its supplier, it is distributed to customers through more than 21,000 miles of PSE-owned natural gas mains and service lines.

PSE receives natural gas transported by Williams Northwest Pipeline's 36" and 30" high pressure transmission mains at pressures ranging from 500 PSIG to 960 PSIG. The custody change and measurement of the natural gas occurs at locations known as Gate Stations. PSE currently has 39 such locations throughout its service territory. This is also typically where the gas is injected with the odorant mercaptan. Since natural gas is naturally odorless, this odorant is used so that leaks can be detected. The Gate Station is not only a place of custody transfer and measurement but is also a common location of pressure reduction through the use of "pressure regulators." Due to state requirements, the pressure is most commonly reduced to levels at or below 250 PSIG. This reduced pressure gas continues throughout PSE's high pressure supply system in steel mains ranging in diameter of 2" to 20" until it reaches various other pressure reducing locations. PSE currently has 755 pressure regulating stations throughout its service territory. These locations consist of Limiting Stations, Heaters, District Regulators, and/or high pressure Meter Set Assemblies.

The most common of these is the intermediate pressure District Regulator. It is at these locations that pressures are reduced to the most common levels ranging from 25 PSIG to 60 PSIG. This reduced pressure gas continues throughout PSE's intermediate pressure distribution system in mains of various materials consisting of polyethylene and wrapped steel that range in diameters from 1-1/4" to 8" (and in a few cases, larger pipe). The gas flows through the intermediate pressure system until it reaches either a low pressure District Regulator or a customer's Meter Set Assembly.

## **2. Distribution Facilities:**

Most gas distribution mains are located in the public right-of-way. Currently within the City of Mill Creek MUGA, PSE operates and maintains: approximately 4 miles of high pressure main, 3 District Regulators, approximately 222 miles of main and 197 miles of service lines. Distribution facilities are not mapped in the Comprehensive Plan as they are commonplace and do not impact the overall capacity of the system.

## **3. Capacity of Existing Natural Gas Utility Facilities/Resources:**

As of January 2015, the City of Mill Creek had 5,918 natural gas customers. PSE has planned for and/or acquired gas supply and pipeline capacity to meet the demand of current customers and anticipated growth for the 20-year planning period.

### **Liquid Petroleum Pipelines**

Olympic Pipeline is a 400-mile interstate pipeline system that includes 12-inch, 14-inch, 16-inch, and 20-inch pipelines. The pipeline runs along a 299-mile corridor from Blaine, Washington to Portland, Oregon. The system transports gasoline, diesel, and jet fuel. One of the transmission lines runs through the northeast corner of the City along the eastern boundary of the East Gateway Urban Village subarea.

### **Water**

Water and sewer services are provided to the City and its MUGA by the Alderwood Water & Wastewater District (Alderwood) and Silver Lake Water & Sewer District (Silver Lake). According to Alderwood and Silver Lake, there is adequate capacity to meet existing demand within the City and its MUGA.

The primary source of supply for the county is the Sultan River/Spada Lake Reservoir/Chaplain Reservoir water works complex operated by the City of Everett. The Everett water works complex includes a water filtration plant at Chaplain Reservoir, which was completed in 1983. All potable water entering the distribution system flows through the filtration plant. The City of Everett has recently completed improvements to the filtration plant, which has a peak capacity of 132 million gallons per day (MGD).



Everett's 2014 Addendum to the 2007 Comprehensive Water Plan indicates that there is adequate water supply to meet the water needs of its wholesale customers, such as Alderwood and Silver Lake, beyond 2060.

## 1. Water Transmission Facilities:

Water is transmitted from the water works complex to the Everett water system by means of four transmission lines located in two transmission corridors. These transmission pipelines transmit water into the City of Everett and Clearview Water Supply Agency (CWSA) reservoirs, from which Alderwood and Silver Lake draw their water.

Both Alderwood and Silver Lake receive some of their water from the CWSA located east of Mill Creek. The CWSA is supplied from the Clearview pipeline, pump station and reservoir. The CWSA system runs north/south through the Snohomish Valley parallel to Highway 9 to an 11 MG reservoir in the Clearview community, which also has reserved site space available for a future 11 MG reservoir.

In the City of Mill Creek and its MUGA, water transmission facilities are part of a regional water delivery system consisting of several reservoirs and transmission mains. The general location of the water transmission facilities is illustrated on the water and sewer Utility Map.

### *Alderwood*

Alderwood receives water from the City of Everett water system via two pump stations and two 36-inch transmission mains that connect to the Alderwood system. The current peak capacity of the pump stations and transmission mains is approximately 72 MGD, including CWSA. Alderwood is comprised of three terminal reservoirs with a combined storage capacity of 76 Million Gallons (MG). In addition, there are three distribution system reservoirs with a combined storage capacity of 10.4 MG. Water is transmitted throughout the district to the local distribution grid through transmission mains that range between 12 and 36 inches. As noted above, Alderwood also receives water from the CWSA.

### *Silver Lake*

Silver Lake receives its water from the Everett system through three master meters located in the north end of the district, four master meters located along the Clearview Pipeline, and a master meter from the Alderwood system located near the Bothell-Everett Highway at 156<sup>th</sup> Street. The district has three storage reservoirs with a combined storage capacity of 16.4 MG. One of the reservoirs, an 8.4 MG capacity tank, is located at 2210 - 132nd Street Southeast. Water is transmitted throughout the district by a local distribution grid with transmission mains that range between 12 and 16 inches in diameter. Silver Lake is a wholesale supply customer of Alderwood and has an agreement with Alderwood for the combined supply of up to 5 MGD delivered to the southwest border of Silver Lake. Master Meter No. 10 (3.5 MGD capacity) initiated flow under this agreement, with plans for a future master meter yet to be sited and built.

## 2. Water Distribution Facilities:

Water distribution facilities are generally located within the public right-of-way and connect the customer to the transmission mains. Since water distribution facilities are commonplace and do not impact the overall capacity of the system, they are not mapped in the Utilities Element.

## 3. Capacity of the Existing Water Transmission System:

### *Alderwood*

According to the 2009 Alderwood Water System Plan, Alderwood currently has an average daily demand of 28.8 MGD and a peak demand of 56.9 MGD. As stated above, current peak capacity is 72 MGD; therefore, there is currently adequate capacity to serve the land uses within the Alderwood Water & Wastewater District.

### *Silver Lake*

According to their 2010 Comprehensive Water Plan, Silver Lake currently has an average daily demand of 5.0 MGD and a peak day demand of 10.5 MGD. With a current storage capacity of 16.4 MG, Silver Lake has the capacity to serve the existing land uses.

## Sanitary Sewer

Sanitary sewage collected within the districts is transmitted via pipelines to waste treatment facilities outside the boundaries of the districts. According to Alderwood and Silver Lake, there is capacity to meet existing demand for both the City and its MUGA.

## 1. Sanitary Sewer Collection Facilities:

### *Alderwood*

Sanitary sewage generated in the Alderwood portion of Mill Creek and its MUGA flows south by gravity via the North Creek Trunk Line to sewage treatment facilities owned and operated by King County. In the Mill Creek MUGA, the North Creek Trunkline consists of a 15- to 24-inch diameter pipeline that generally follows the North Creek corridor, west of the SR 527 corridor. In addition, a major branch of the trunkline consisting of an 18- to 15-inch diameter pipe extends east from the trunkline at 164th Street S.E. along the Penny Creek corridor to approximately 35th Avenue S.E.

The 2009 Alderwood Comprehensive Sewer Plan identified improvements to the North Creek Trunk Line to address capacity issues. However, with a change in ownership of the trunk line to King County, these improvements have been delayed, which may affect available capacity in the Mill Creek area. Alderwood is currently evaluating existing capacity of sanitary sewer facilities in cooperation with King County. If warranted, the District will identify measures to increase capacity.

### *Silver Lake*

Most of the area within the City of Mill Creek and its MUGA served by Silver Lake flows south into the Alderwood district, and into the North Creek Trunkline. For a small area in the northeast corner of the City (east of 35<sup>th</sup> Avenue and north of 169<sup>th</sup> Street and including the Silver Crest neighborhood and the Thomas Lake Shopping Center) flows north to treatment facilities owned and operated by the City of Everett.

## **2. Capacity of Existing Sewage Disposal System:**

### *Alderwood*

Alderwood has an agreement with King County Waste Treatment Division (KCWTD) of the Department of Natural Resources and Parks to dispose of sanitary sewage and industrial waste at KCWTD sewage treatment facilities. In response to increased growth in the Puget Sound region, King County has constructed a new regional wastewater treatment plant located northeast of Woodinville, known as Brightwater. This facility serves portions of King and Snohomish counties and provides additional capacity to serve the Alderwood district.

### *Silver Lake*

The overall capacity of the sewage disposal system is generally determined by the capacity of the downstream treatment facilities. By contract with the City of Everett, Silver Lake has purchased the right to discharge at a peak rate of 11,500 gallons per minute into the City of Everett's south end interceptor. Currently, the district discharges at a peak rate of approximately 4,200 gallons per minute into the Everett facility. Therefore, there is sufficient capacity within the sewage disposal system that flows to the City of Everett facilities. Their existing agreement with Everett is currently being reviewed for renewal with a proposed contract term of 50 years.

## **Telecommunication Services**

Telecommunication is the transmission and reception of digital content by a variety of methods. These can include wired technologies, such as electrical cables and wires, or via light transmissions over optical fibers. Wireless methods can include over-the-air broadcasts, radio waves, cellular networks or other means.

Telecommunication companies are privately owned, publicly regulated, and driven by market forces rather than statutory requirements. Telecommunications include, but are not limited to, landline telephone, mobile voice and data wireless services, internet access, and cable television. In some cases, these telecommunication services will use existing utility corridors within the public rights-of-way (ROW), and can be regulated by the City through a franchise agreement or the ROW permit process.

Telecommunication technologies are changing rapidly and will continue to change during the horizon of this plan. Effective telecommunications services are critical to citizens in several ways. They promote and enhance individual information exchange, contribute to a robust regional economy, and afford numerous public services, including delivery of emergency services, education and opportunities for citizen involvement. In addition, rapidly changing technologies are providing opportunities for alternative work

environments and lifestyles as more people transmit and receive information through the internet.

## **FUTURE FACILITY NEEDS**

### **Electricity**

The PUD has plans to construct the York substation and modify the existing 115 kV transmission and 12 kV distribution lines in the surrounding area to meet the additional demand for electricity generated by growth over the 20-year planning period, and maintain the reliability of the distribution system. The substation site is located at 18409 51<sup>st</sup> Avenue SE, as illustrated on the Electrical Utility Map. In addition, the North Creek substation can be expanded to double the existing capacity if the need arises. Improvements would take place within the existing confines of the site. Thus, the PUD will have adequate capacity to serve the City of Mill Creek and its MUGA over the 20-year planning period.

### **Natural Gas**

To meet the regional and City of Mill Creek natural gas demand, PSE's delivery system is modified every year to: meet natural gas volume and pressure demands for new and/or existing customers, accommodate rights-of-way improvements, and address pipeline integrity issues. The following major construction projects in the City of Mill Creek and its MUGA may be required:

Within approximately five years:

- 6-inch reinforcement in 168th Street SE from 28th Drive SE to 35th Avenue SE.

Within approximately five to ten years:

- 4-inch tie in Meadow Road from 138th Place SE to north of 137th Street SW
- 2-inch tie in 185th Street SE between 10th Drive SE and 11th Drive SE
- 6-inch reinforcement in 35th Avenue SE from 169th Street SE southerly to 180th Street SE
- 6-inch reinforcement in 180th Street SE from 29th Drive SE westerly to Bothell-Everett Hwy
- 8-inch reinforcement in Mill Creek Boulevard from Trillium Boulevard SE to 152nd Street SE

Ongoing system integrity work:

- The replacement of DuPont manufactured polyethylene main and service piping and certain/qualified steel wrapped intermediate pressure main and service piping. There will be ongoing pipe investigations throughout the City to determine

the exact location of any DuPont pipe and qualified steel wrapped pipe to be replaced.

- There will be ongoing investigations throughout the City to determine the location of where gas lines have been cross bored through sewer lines and make subsequent repairs.

## Water

### **1. City of Everett:**

According to Everett's 2014 Addendum to the 2007 Comprehensive Water Plan, there is sufficient capacity to meet the future water needs of Alderwood and Silver Lake beyond 2060. Additional capacity will be needed to meet water demands beyond this time period. The 2014 Plan has two recommendations to improve the overall system capacity to meet future demand through 2060. They are:

- Construction of a cross-tie pipeline between the #2 and #3 transmission lines in the north corridor and the #5 transmission line in the south corridor. The cross-tie pipeline will be located in the Colby Street corridor inside the City of Everett. This project is planned for construction by 2019.
- Expansion of the Water Filter Plant from 132 MGD to 165 MGD by 2036.

### **2. Alderwood:**

The 2015 Alderwood Water System Plan anticipates peak demand to increase to approximately 60 MGD by the year 2035. Alderwood has sufficient capacity through the year 2035 to serve district customers.

### **3. Silver Lake:**

Silver Lake anticipates peak demand to increase to over 12.4 MGD by the year 2030. The District's Comprehensive Water Plan identified improvements to meet the increased demand that included:

- Installation of grid strengthening water main construction projects.
- Construction of additional storage volume of 8 MG at Reservoir No. 4, which was completed in 2007.
- Implementation of Clearview Supply Connections including an additional Master Meter No. 9.
- Establishment of a new water supply agreement with Alderwood and the construction of Master Meter No. 10.
- Modification of Everett Agreements addressing water supply and operational procedures.

#### **4. Conclusion:**

Subject to implementation of the recommendations of Everett's 2014 Addendum to the 2007 Comprehensive Water Plan, including an aggressive conservation program and completion of the improvements as prescribed in the two districts' comprehensive water plans, there will be an adequate capacity to serve the anticipated growth in the districts, including the City of Mill Creek and its MUGA, over the 20-year planning period.

#### **Sanitary Sewer**

Several sewage collection/treatment facilities will need to be constructed or expanded to meet the demand generated by the land uses envisioned by the Land Use Element.

##### **1. Regional Improvements:**

Both KCWTD and City of Everett sewage treatment facilities will require expansion to meet the demand generated by growth. As a result, both KCWTD and the City of Everett have long-range improvement plans to increase capacity to meet projected demands. In addition, KCWTD is constructing the replacement of the North Creek Trunk Line.

##### **2. Conclusion:**

Subject to the construction of programmed sewage collection and treatment facilities, there will be an adequate capacity to serve the growth anticipated within Alderwood and Silver Lake, including the City of Mill Creek and its MUGA, over the 20-year planning period.

#### **Telecommunication Services**

Telecommunication services are privately owned, publically regulated, and are driven more by market forces rather than statutory regulations. Future capacity is demand driven in nature and the capacity to serve is governed by the individual providers ability to finance and place new infrastructure. Thus, no list of needed telecommunication service facilities is provided.

#### **REGIONAL/LOCAL ISSUES**

Following is a discussion of issues associated with the provision of utility services within the City of Mill Creek and its MUGA.

Policies aimed at addressing issues raised in this section and throughout the element are provided later in the Utilities Element.

## **Regional Context of Utility Services**

Utility infrastructure is not generally contained within jurisdictional boundaries. Distribution systems often serve several jurisdictions. For example, electrical transmission systems link individual utilities from Canada to California.

## **"Essential Public Facilities" Designation/Siting Criteria**

Essential public facilities are permitted through the Conditional Use process established in the Mill Creek Municipal Code. The City will use these procedures for the siting of utilities that are deemed essential public facilities.

## **Need for Adequate Land Designated to Permit the Development of New/Expanded Utility Facilities**

Utility providers often have difficulty obtaining sites for their facilities as a result of perceived health and safety concerns, public opposition or geological and geographical difficulties.

## **Need for Policies and Development Regulations that Facilitate the Predictable and Timely Development of Utility Facilities**

To fulfill their public service obligations, utility providers must place and maintain utility facilities when and where needed in a timely fashion. If demand outpaces facility capacity, the consequences (i.e., power outages) could affect large numbers of residential and commercial customers.

## **Utility Corridors - Need for City/Utility Providers Coordination**

Often, several utilities share the same corridor, and in some cases, the same trenches. Installation and maintenance of utility facilities are costly, both to the utilities and the City/public. Utilities are impacted directly by the actual costs of the labor and materials for the work; and the City/public are indirectly affected by the traffic congestion resulting from trenching activities within the right-of-way (reduced level of safety, aggravation and lost time).

## **Need for the Sharing of Planning Information**

Both the City and the utility providers have a need for accurate statistical data to plan for the future. Although the utilities and the City may use different forecasting methodologies, the population and employment forecasts are beneficial to all parties.

## **UTILITY POLICIES**

The following policies have been formulated to address issues raised earlier in the element. Application of the policies will help to ensure that adequate utility facilities,

which are aesthetically acceptable to the community, will be available to serve the growth anticipated in the Land Use Element.

*Policy 1.01*

Approve urban development only in those areas where services are available and are adequate to support the proposed demands without adversely affecting current users.

*Policy 1.02*

Coordinate with other jurisdictions and the utility providers as appropriate to ensure that there is adequate utility system capacity to serve the land uses envisioned in each jurisdiction's comprehensive plan and to identify areas and projects where interjurisdictional cooperation is necessary. This coordination will take place, at a minimum, through the SEPA determination review and comment process and/or any interlocal agreement.

*Policy 1.03*

Provide updates of population, employment and development forecasts to the utility providers and adjacent jurisdictions to use in their long-range facility planning efforts upon request of the provider.

*Policy 1.04*

Pursuant to RCW Chapter 57, review Alderwood and Silver Lake's Water Plan Updates, which are required every six years, to ensure that the water plans' land development patterns and population and employment assumptions are consistent with the policies and assumptions of the City's Comprehensive Plan.

*Policy 1.05*

Process necessary permits and approvals in a fair and timely manner to ensure predictability in the installation of necessary utilities.

*Policy 1.06*

Adopt and maintain development regulations that permit utility facilities in all appropriate zoning districts subject to appropriate public and City review (i.e., SEPA review and/or a Conditional Use Permit).

*Policy 1.07*

Utility facilities designated as "essential public facilities" by the state, county and/or Snohomish County Tomorrow are subject to the Conditional Use permitting process established in the Mill Creek Municipal Code.

*Policy 1.08*

Through coordination with the utility providers and the application of appropriate development regulations, work to ensure that utilities are provided and maintained in a manner that is fiscally and environmentally responsible, aesthetically acceptable to the community and does not pose an undo health risk or nuisance to those who live and work in the community.



*Policy 1.09*

Require development proponents to mitigate their proportional impacts on public utilities to ensure that proportional costs are borne by those responsible for the impact rather than the present City residents and rate payers, and that Levels of Service are not degraded below acceptable levels as a result of proposed developments.

*Policy 1.10*

Where possible and appropriate, require all new utility facilities to be located underground. In addition, require reasonable screening and/or the architecturally compatible design of all new aboveground utility facilities.

*Policy 1.11*

To minimize construction-related disruptions to the public, reduce the cost of utility facilities and prevent excessive deterioration of the roadway surface, promote, where possible, the co-location of new utility distribution and transmission facilities in shared trenches and the coordination of utility construction activity.

*Policy 1.12*

Routinely cooperate with all utilities authorized to provide services within Mill Creek about the schedules for projects within the City's Capital Improvement Program that offer an opportunity to install infrastructure during the construction of City projects.

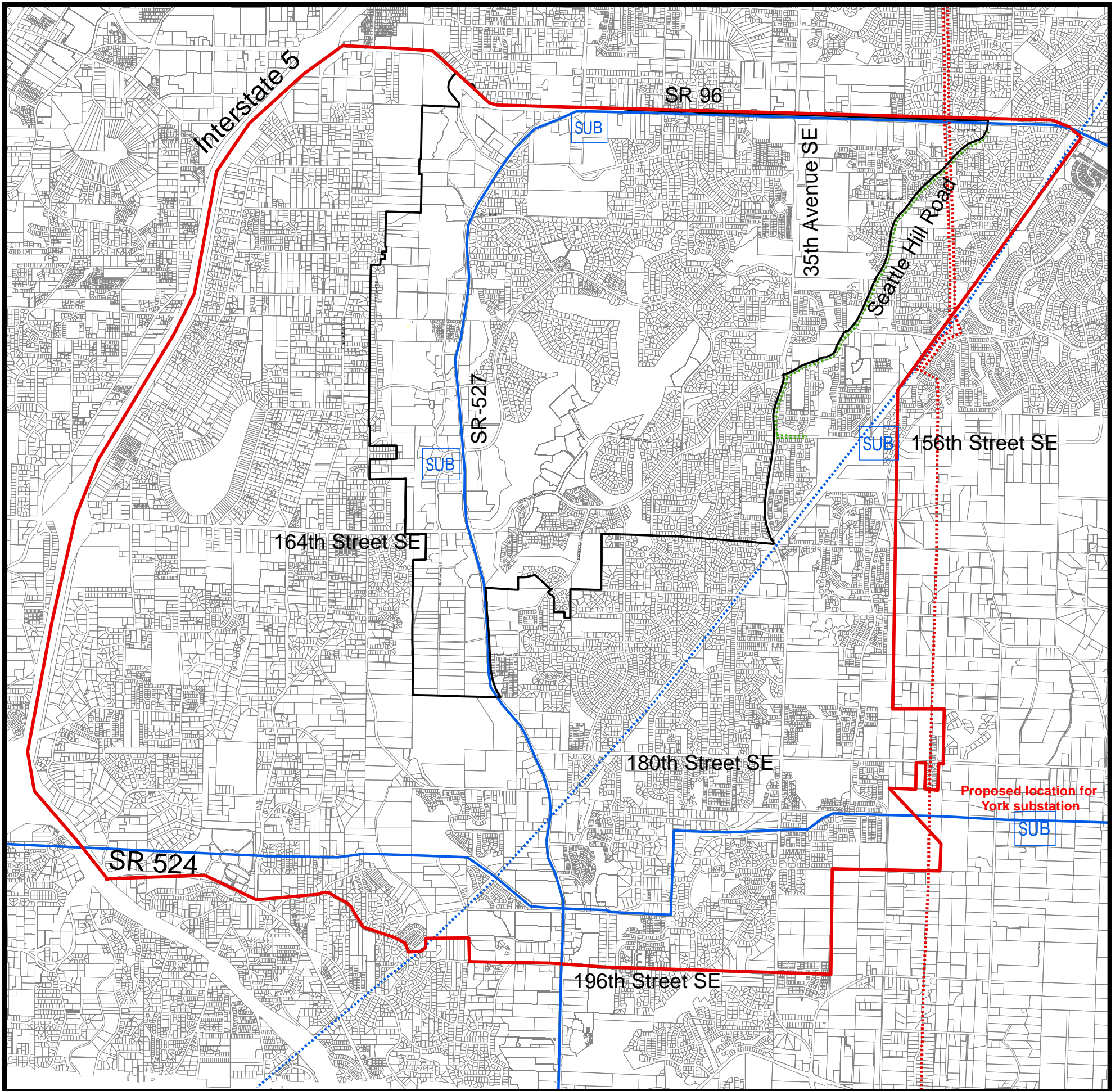
*Policy 1.13*

Encourage telecommunication service providers to engage in long-term planning for telecommunications construction, reconstruction and facility upgrades, including provisions to ensure that the system's capacity, design and equipment will allow users to take advantage of innovative uses, services and technology.







**CONCLUSION**

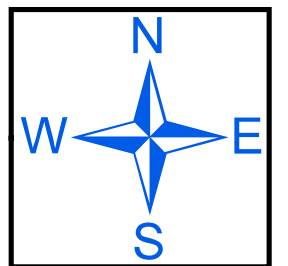
As established within this element, the utility providers have the capacity to meet current demand and have stated their commitment and ability to provide utility facilities adequate to meet anticipated demand generated by growth over the 20-year planning period. In addition, implementation of the above policies will enable the City and utility providers to monitor growth and the capacity of utility facilities within the City of Mill Creek and its MUGA, thereby helping to ensure the provision of required new and expanded utility facilities in a timely and cost effective manner.

# Electrical and Gas Utilities

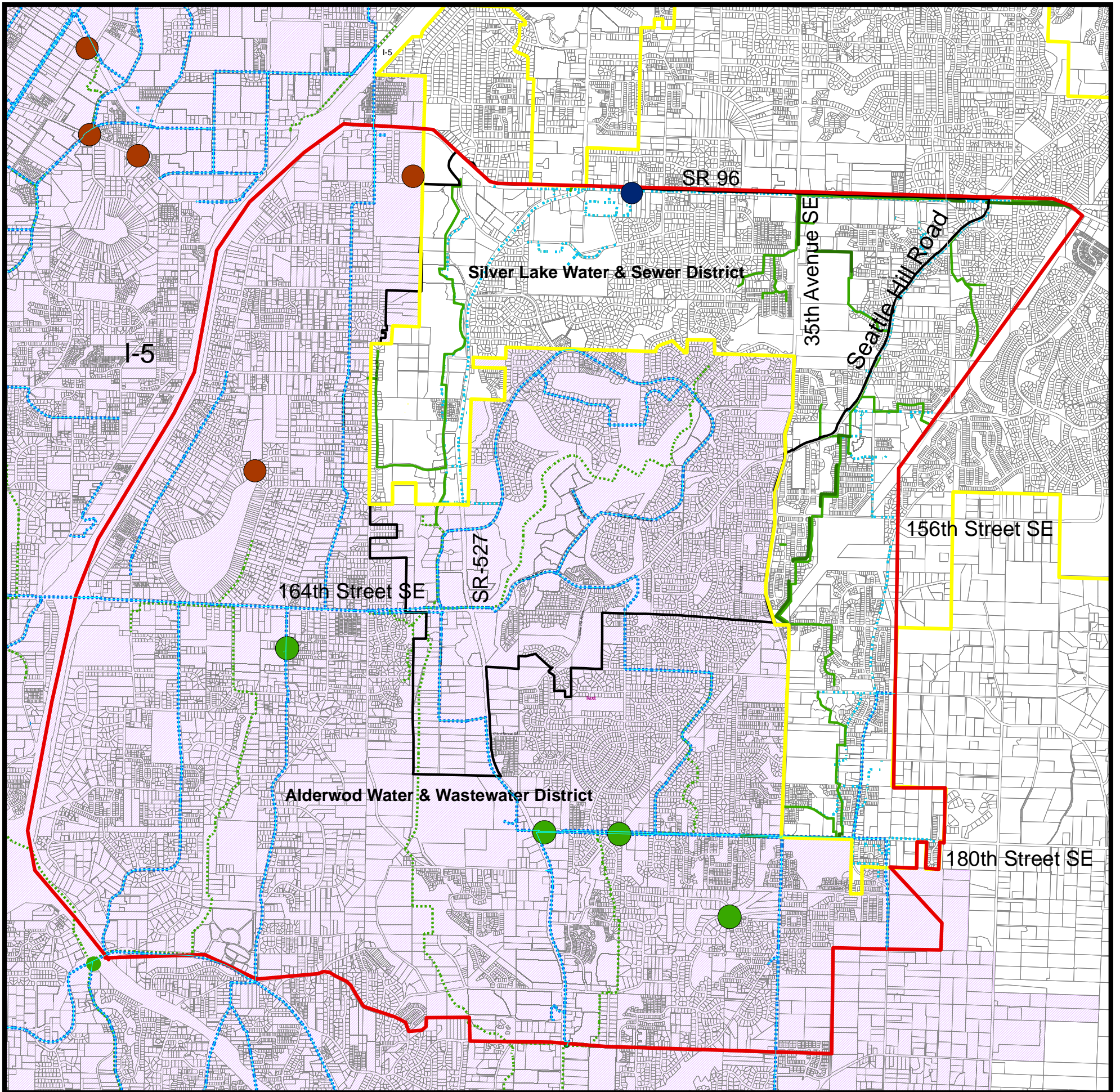


Council Ord. 2015-802  
Effective December 18, 2015












-  City Limits
-  Municipal Urban Growth Area Boundary
-  Electric Transmission Line
-  Gas High Pressure Line
-  115 kV Transmission Line Corridor
-  230 kV Transmission Line Corridor

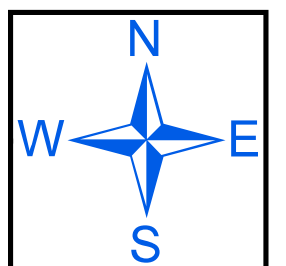


# Water and Sewer Utilities



Council Ord. 2015-802  
Effective December 18, 2015

-  City Limits
-  Municipal Urban Growth Area Boundary
-  Silver Lake Water & Sewer District Service Boundary
-  Pressure Reducing Valve
-  Lift Station
-  Reservoir
-  Sewer Force Main
-  Sewer Gravity Main
-  Water Line 12" and Over
-  Sewer Line 12" and Over
-  Alderwood Water & Sewer District Service Boundary



# CHAPTER X

## TRANSPORTATION ELEMENT

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### INTRODUCTION

The Transportation Element addresses the motorized and non-motorized transportation needs of the City of Mill Creek. The Transportation Element takes into account existing and planned land uses within the City and the Municipal Urban Growth Area, and has been developed in accordance with Countywide Planning Policies.

This element has also been developed consistent with both the *VISION 2040* and *Transportation 2040* regional land use and transportation plans to ensure that the City's transportation system is consistent and contributes toward the regional transportation network. In addition, it enables the City to participate in federal and state funding programs.

The purpose of the Transportation Element is to:

- Provide a long-range forecast of future transportation facilities and services to adequately support the land uses established on the City's Land Use Plan and population forecasts;
- Include policies to ensure that adequate transportation facilities are available to meet anticipated demand;
- Provide an inventory of the City's existing motorized and non-motorized transportation facilities;
- Establish Level of Service Standards and Guidelines to measure the adequacy of those facilities;
- Evaluate the capacity of existing motorized and non-motorized transportation facilities; and
- Identify and prioritize transportation needs that are incorporated into the seven-year Capital Improvement Plan (CIP) to meet established Level of Service Standards and Guidelines.
- The CIP is a separate City document and identifies specific capital improvement projects and funding sources, including impact mitigation fees. The CIP is updated every two years in conjunction with the biennial budget, and is adopted as part of the Transportation Element by reference.

## **GROWTH MANAGEMENT ACT TRANSPORTATION ELEMENT REQUIREMENTS**

The Growth Management Act (GMA) includes mandates as to what must be included within the Transportation Element. In addition to requiring that this element be consistent with the Land Use Element of the Comprehensive Plan, the GMA requires that the element include:

- An inventory of both motorized and non-motorized transportation facilities and services for both City and state owned systems;
- Level of Service (LOS) Standards and Guidelines for motorized and non-motorized facilities;
- Specific actions necessary for local transportation facilities and services to meet the established Level of Service Standards;
- A forecast of traffic for at least 10 years, including land use assumptions;
- A projection of the local and state transportation system needs to meet current and future travel demand;
- Analysis of future funding capabilities to judge needs against resources;
- A multi-year finance strategy that serves as the basis for the seven-year Capital Improvement Plan;
- Intergovernmental coordination and impact assessment; and
- Strategies for reducing travel demand.

The Washington Administrative Code (WAC 365-196-430) also provides guidance on two important requirements of the GMA:

- Consistency between the elements of the County's GMA Comprehensive Plan and comprehensive plans of cities within its borders; and
- Consistency between the land uses established in the Land Use Plan and the transportation improvements identified in the Transportation Element needed to serve the land uses.

This Transportation Element contains all of the GMA required elements.

## **LAND USE ASSUMPTIONS**

Land use assumptions for the Transportation Element include information contained in other elements of the Comprehensive Plan. Key assumptions include:

- Mill Creek is a relatively compact community within the larger urban area of south Snohomish County.
- The traffic volumes on regional arterials that provide easy access for through city traffic will increase at a relatively constant rate that parallels the land development activity. The City is largely built out and volumes generated by new developments within most of the current city limits have stabilized, with the exception of the East Gateway Urban Village area.
- The City's population and employment growth will continue to take place in accordance with the 2040 projections.
- Areas zoned for residential uses in the Land Use Element will continue to develop at the prescribed densities and be the primary land use in those areas.
- Commercial, Business, Office Park and East Gateway Urban Village developments, as well as Parks and Open Space uses, will occur in areas as designated in the Land Use Element and be the primary land uses in those areas.

## **LEVEL OF SERVICE STANDARDS AND GUIDELINES**

To determine the existing and projected capacity of transportation facilities, two different means or tools have been established, Level of Service Standards and Level of Service Guidelines.

### **Level of Service Standards**

Level of Service Standards are binding requirements subject to the concept of concurrency under the Growth Management Act (Act). Briefly stated, the Act prohibits jurisdictions from approving a development if the development causes the Level of Service to decline below the minimum standard adopted for a specific transportation facility, unless improvements or strategies to accommodate the impacts of development are made concurrent with development.

In addition, the Act defines "concurrent with development" as the required improvements or strategies in place at the time of development, or a financial commitment to complete the improvements or strategy within six years. Capacity projects necessary to meet the established Level of Service Standards for transportation facilities are included in the seven-year Capital Improvement Plan, which is adopted every other year in conjunction with the biennial budget.

For other non-land development related transportation items, such as capital improvement or maintenance projects, the LOS standards serve as criteria to be used in planning and implementing appropriate agency actions.

## **Level of Service Guidelines**

Although not required by the Growth Management Act, Level of Service Guidelines are established for other transportation facilities provided by the City. These include regional highways outside the City's jurisdiction, pavement condition, sidewalks, trails, bicycle lanes, and public transit. Level of Service Guidelines, in contrast to Level of Service Standards, are not subject to concurrency and are used as general recommendations for guiding the design and development of the remaining transportation facilities. Capital improvement projects based on the Level of Service Guidelines are also funded within the seven-year Capital Improvement Plan.

## **INVENTORY AND CAPACITY ANALYSIS**

Transportation facilities addressed in the Transportation Element include the following:

- Streets
- Pavement Management
- Sidewalks
- Trails
- Bicycle Lanes
- Transit

Presented below is an inventory of the existing transportation facilities located within the City and an analysis of their current capacity in relation to established Level of Service Standards and Guidelines.

### **Street System**

#### **1. Inventory of Existing Street System Facilities:**

As of 2015, the City owns and maintains approximately 77 lane miles of residential and local streets, 19 lane miles of collector streets and 10 lane miles of arterial streets for a total of 106 lane miles of roadway. A detailed breakdown of this roadway inventory can be found in the City's Pavement Management System. Mill Creek also owns seven traffic signals, which are operated and maintained by Snohomish County.

In addition, there are 22 lane miles of two state highways within the city limits, SR 96 and SR 527, which are under the jurisdiction and operational control of the Washington State Department of Transportation (WSDOT). There are fourteen traffic signals on these two major roadways that are owned, operated and

maintained by WSDOT. If the population of the City reaches 25,000, the operation and maintenance of these signals will become the responsibility of Mill Creek.

The Street Functional Classification Map included in this element illustrates the location and layout of the dedicated public streets and traffic signals within the City, as well as the classification of the arterials and collectors.

Freight routes are an important part of the transportation system. Delivery of goods to residents and businesses supports jobs and the local economy. All of the City collector and arterial streets are classified as freight routes in WSDOT's Freight and Goods Transportation System (FGTS), ranging from a T-2 to a T-4 classification. More detailed information is available on WSDOT's webpage for FGTS.

The Traffic Volume Map portrays 2015 traffic volumes in various locations throughout the City, as well as projected 2040 volumes. The future volumes are based on land use assumptions within the city limits and the surrounding MUGA as stated in the Land Use and Population and Employment Elements.

The traffic growth rate was determined based on regional traffic model outputs from the Puget Sound Regional Council (PSRC). PSRC maintains a traffic model that reflects anticipated land use, economic, and population changes through 2040. Four select roadway links in and around Mill Creek were used to identify how traffic patterns will develop over the next 25 years:

- 1) SR 96, east of I-5
- 2) SR 527, north of Mill Creek Town Center
- 3) 164th Street SE, west of SR 527
- 4) SR 96, east of 35th Avenue SE

PSRC provided data for the 2010 and 2040 forecast years. Using these values, an average annual growth rate was established for each link. The annual growth rates for the select links were 0.44%, 0.38%, 0.32%, and 0.33%, respectively. These values were averaged to obtain a city-wide growth rate that was applied to each intersection: 0.37%. Volumes from the existing conditions model were increased by this annual growth rate for 25 years to obtain 2040 volumes. This resulted in a 9.7% increase in traffic volumes from 2015 data.

## **2. Capacity of Existing Street System Facilities:**

The existing capacity of the City's street system can be measured by comparing the current Level of Service to the established minimum LOS Standards and Guidelines.

## **3. Level of Service Standards and Guidelines for Intersections:**

The established peak hour Level of Service Standard for intersections within the City's jurisdiction range from C to F depending on the roadway classification. This is because a large percentage of the traffic on the City's arterials is from "pass through" trips that come from people who live outside Mill Creek but commute on City streets.



To address traffic impacts from development, the City implemented a traffic mitigation program that requires a fee to be paid for each new PM Peak Hour trip. The City also has an Interlocal Agreement with Snohomish County to collect mitigation fees from County developments in the surrounding MUGA. The money collected with the City and County traffic mitigation programs is used to fund various projects that will improve the capacity and safety of the roadway network.

The Puget Sound Regional Council has designated SR 96 and SR 527 as Regionally Significant State Highways (RSSH), and established that the minimum intersection LOS should be an "E/mitigated". If the LOS falls below "E" on a RSSH, mitigation measures or capacity projects should be implemented to reduce congestion. Typical mitigation strategies include, but are not limited to, access management, traffic signal timing and coordination, or transit service improvements.

However, the City has no operational control over the roadway facilities on the RSSH, which are under the jurisdiction of the WSDOT. In addition, Snohomish County owns and controls the road network in the surrounding MUGA. Ultimately, Mill Creek is subject to a significant amount of traffic it did not create and cannot control. Consequently, the City Level of Service on the RSSH is established as a Guideline rather than a Standard.

There are a limited number of north-south routes to move traffic within the south Snohomish County region, and even fewer east-west routes. Construction of new routes or expansion of existing roadways is severely constrained by existing private property developments and environmental features such as creeks and wetlands. It is not practical for the City to build its way out of congestion, and the only way to improve traffic will be to encourage people to use alternate modes of transportation.

Since it is not always feasible to construct a roadway system to handle the maximum traffic volume, the City recognizes that significant delays occur during the peak commuting hours. Mill Creek coordinates with transit agencies, Snohomish County and WSDOT to improve local bus service and plan capital improvement projects on regionally significant corridors such as the RSSH and 164<sup>th</sup> Street SE.

Following are the peak hour Level of Service Standards and Guidelines for both City-controlled and RSSH intersections. The LOS evaluation is typically during the PM peak hour, but may also be during the AM peak hour for a school, or during a weekend for a development such as a church.

#### Intersection Peak Hour LOS Standards for City Streets

- C for local to local intersections
- D for collector to collector, collector to local and collector to arterial intersections
- E for arterial to local intersections
- F for arterial to arterial intersections

Intersection Peak Hour LOS Guidelines for RSSH

- E/mitigated per Puget Sound Regional Council

Consistent with the current edition of the Federal Highway Capacity Manual, the Level of Service is determined by measuring individual intersections and ranges between A and F, where A has the shortest delay and F has the longest delay. A description of the Level of Service ratings for both signalized and stop controlled intersections is shown in Table 1.

**Table 1  
Definition of Levels of Service**

<b>SIGNALIZED INTERSECTION</b>	
LOS A	Delay < 10 seconds per vehicle.
LOS B	Delay > 10 and < 20 seconds per vehicle.
LOS C	Delay > 20 and < 35 seconds per vehicle.
LOS D	Delay > 35 and < 55 seconds per vehicle.
LOS E	Delay > 55 and < 80 seconds per vehicle.
LOS F	Delay > 80 seconds per vehicle.
<b>STOP CONTROLLED INTERSECTION</b>	
LOS A	Delay < 10 seconds per vehicle.
LOS B	Delay > 10 and < 15 seconds per vehicle.
LOS C	Delay > 15 and < 25 seconds per vehicle.
LOS D	Delay > 25 and < 35 seconds per vehicle.
LOS E	Delay > 35 and < 50 seconds per vehicle.
LOS F	Delay > 50 seconds per vehicle.

**4. Finding:**

As shown in Table 2, the 2015 peak hour Level of Service meets the established minimum Level of Service Standard for City streets. However, several intersections on the RSSH are at or below the minimum Level of Service Guidelines. By 2040, additional intersections on the RSSH and within the City’s jurisdiction are predicted to fall below the established minimum Levels of Service.

Traffic from future development in both the city limits and unincorporated Snohomish County will impact the roadway network’s Levels of Service. Capital improvements, mitigation measures and other strategies will be necessary in the seven-year CIP over the 20-year planning period.

Table 2

Location	Minimum LOS	2015 LOS	2040 LOS
<b>Regionally Significant State Highways (RSSH)</b>			
SR 527 at (Old) Seattle Hill Road	E/mitigated	F	F
SR 527 at 164 <sup>th</sup> Street SE	E/mitigated	F	F
SR 527 at 153 <sup>rd</sup> Street SE	E/mitigated	B	C
SR 527 at Trillium Blvd	E/mitigated	B	B
SR 527 at Dumas Road	E/mitigated	C	D
SR 527 at SR 96	E/mitigated	F	F
SR 96 at Dumas Road	E/mitigated	D	F
SR 96 at 35 <sup>th</sup> Avenue SE	E/mitigated	E	F
SR 96 at 39 <sup>th</sup> Avenue SE	E/mitigated	A	A
<b>City Traffic Signals</b>			
164 <sup>th</sup> Street SE at Mill Creek Blvd	F	F	F
35 <sup>th</sup> Avenue SE at 148 <sup>th</sup> Street SE	D	B	B
35 <sup>th</sup> Avenue SE at Seattle Hill Road (w/SnoCo)	F	F	F
<b>City Stop Controlled Intersections</b>			
Main Street at 153 <sup>rd</sup> Street SE	D	B	C
25 <sup>th</sup> Avenue SE at 136 <sup>th</sup> Street SE	C	A	A
Mill Creek Blvd at 161 <sup>st</sup> Street SE	E	E	F
35 <sup>th</sup> Avenue SE at Silver Crest Drive	D	C	D
Seattle Hill Road at 25 <sup>th</sup> Avenue SE	E	D	D
Seattle Hill Road at 32 <sup>nd</sup> Avenue SE	E	C	C
Village Green Drive at Trillium Blvd	D	B	B
Village Green Drive at 148 <sup>th</sup> Street SE	D	B	B

## Pavement Management System

### 1. Pavement Inventory:

The roadway network is one of the most valuable assets an agency has, and should be maintained in good condition. Pavement does not deteriorate at a linear rate, and the condition will rapidly decline in the last few years of its life span. It is much more cost effective to intervene early and maintain a good roadway in good condition rather than let it fall into disrepair. The cost to rebuild a failed roadway can be 10 times greater than to maintain it with a preservation treatment.

As of 2015, the City owns and maintains approximately 77 lane miles of residential and local streets, 19 lane miles of collector streets and 10 lane miles of arterial streets for a total of 106 lane miles of roadway.

### 2. Adequacy of Existing Pavement Management System:

The adequacy of the pavement management system can be measured by comparing the inventory of facilities with the adopted Level of Service Guidelines.

### 3. Level of Service Guidelines for Pavement Management:

The following Level of Service Guidelines are established for the City's Pavement Management System:

- The City should implement and maintain a pavement management system to inventory, evaluate, prioritize, plan and budget for future pavement preservation needs.
- The City should perform a visual condition rating of the entire roadway network no less than once every three years.
- The City should maintain a minimum average Pavement Condition Index (PCI) rating of 65 for collector and arterial roadways.
- The City should maintain a minimum average Pavement Condition Index (PCI) rating of 70 for local and residential roadways.
- Pavement patching should be done in accordance with City standards.

### 4. Finding:

- The City currently utilizes an online pavement management system that is common to most agencies in the Puget Sound region.
- The City has performed a citywide visual pavement rating in 2012 and 2015.
- As of 2015, the existing average PCI for collector and arterial roadways is 71.
- As of 2015, the existing average PCI for local and residential roadways is 77.

Existing pavement management practices are adequate to meet the established Level of Service Guidelines. However, additional resources and new preservation techniques will be required in the future to maintain the roadway network in good condition.

## Sidewalk System

### 1. Sidewalk System Inventory:

The City has an extensive pedestrian sidewalk system that creates a very walkable community, and consists of approximately 75 miles of public sidewalks and over 1,000 curb ramps. A map of the available pedestrian facilities along major roadways and school routes is shown on the City Sidewalk map.

In addition, public access easements have been secured on privately owned and maintained sidewalks within several residential neighborhoods. These private

facilities that are open to the public provide convenient connections between City sidewalk systems. There are also extensive private sidewalk systems within Mill Creek that are owned and maintained by homeowner associations.

## **2. Adequacy of Existing Sidewalk System:**

The adequacy of the sidewalk system can be measured by comparing the inventory of facilities with the adopted Level of Service Standards and Guidelines.

## **3. Level of Service Standards and Guidelines for Sidewalk Facilities:**

The following Level of Service Standards are established for the City's sidewalk facilities:

- All new public streets shall have sidewalks on both sides in accordance with City design guidelines and construction standards.
- All sidewalks shall comply with the Federal Americans with Disabilities Act (ADA) requirements.

The following Level of Service Guidelines are established for the City's sidewalk facilities:

- All collector and arterial streets should have sidewalks along both sides where practical and appropriate.
- Sidewalks should be transit oriented to encourage alternate modes of transportation and include bus stops where appropriate.
- Existing residential streets should have sidewalks or a designated portion of the roadway for walking, depending on traffic volumes and speeds.

## **4. Finding:**

The City's sidewalk system has been evaluated in relationship to the Level of Service Guidelines and has been found to be generally in compliance. As new development occurs, sidewalks will be constructed to meet the Level of Service Standards.

Existing sidewalks that do not meet current ADA standards will be retrofit to the maximum extent feasible in accordance with the policies, standards and criteria established in the latest version of the City's ADA Transition Plan.

## Trail System

### 1. Trail System Inventory:

Trails differ from sidewalks in that they are not usually within the public right-of-way and are intended to be used by both pedestrians and bicyclists. In addition, they act as alternative transportation corridors connecting users to destination points such as parks, commercial developments and residential areas.

The North Creek Trail is part of a coordinated regional system that will ultimately connect facilities between Snohomish and King Counties. A majority of the trail in Mill Creek has been completed between the McCollum park & ride facility on 128<sup>th</sup> Street SE and the Penny Creek crossing on 9<sup>th</sup> Avenue SE. Portions of the trail utilize sidewalks where the adjacent property was already developed and off-street trail easements were not practical.

In addition, a portion of a secondary spur trail has been constructed on the east side of SR 527, approximately 500 feet south of 164<sup>th</sup> Street SE, and will ultimately connect between SR 527 and 9<sup>th</sup> Avenue SE in the future.

There are also **extensive** trail systems within the City that are owned and maintained by private associations.

### 2. Capacity of Existing Trail System:

The capacity of the City trail system can be measured by comparing the inventory of facilities with the adopted Level of Service Guidelines.

### 3. Level of Service Standards and Guidelines for Trail Facilities:

The following Level of Service Standards are established for the City's trail facilities:

- Trails shall connect public sidewalks, bicycle facilities, parks and other public areas such as urban village centers.
- All trails shall comply with the Federal Americans with Disabilities Act (ADA).
- Trails shall be designed to accommodate bicycle and pedestrian use.

The following Level of Service Guidelines are established for the City's trail facilities:

- Trails should connect between neighborhoods.
- Trails should be located within major open space corridors.

#### **4. Finding:**

The City's trail system has been evaluated in relationship to the Level of Service Guidelines and has been found to be generally in compliance. As new development occurs, consideration will be given to construction of trails to link between existing facilities.

Existing trails that do not meet current ADA standards will be retrofit to the maximum extent feasible in accordance with the policies, standards and criteria established in the latest version of the City's ADA Transition Plan.

### **Bicycle Lane System**

#### **1. Bicycle Lane System Inventory:**

Encouraging alternate modes of transportation such as bicycling can help alleviate traffic congestion and promote healthier lifestyles. Designated striped bicycle lanes narrow the travel lanes to create a traffic calming effect that is intended to slow vehicles. Additional signage and pavement markings can alert drivers to the presence of bicycles and help share the road.

There are approximately 5.2 lane miles of striped bicycle lanes on City arterials with another 9.2 lane miles on state highways. In addition, there are approximately 13 lane miles of widened paved road sections on collector roadways. No residential or local bicycle facilities have been included in this inventory.

A map of the available bicycle facilities in Mill Creek and the surrounding area is shown on the Bicycling and Trail Map, which was prepared by Community Transit.

#### **2. Capacity of the Existing Bicycle Lane System:**

The capacity of the bicycle lane system can be measured by comparing the inventory of facilities with the adopted Level of Service Guidelines.

#### **3. Level of Service Guidelines for Bicycle Lane Facilities:**

The following Level of Service Guidelines are established for the City's bicycle lane facilities:

- Designated striped bicycle lanes should be located along both sides of all state highways, arterials and collectors where practical.
- Bicycle lanes should be provided where possible to interconnect with adjoining jurisdictions' bicycle lanes.

#### **4. Finding:**

Existing bicycle lane facilities on state highways and arterial streets are generally adequate to meet the established Level of Service Guidelines. Areas where the LOS is not met are constrained by available roadway Right-of-Way.

However, no collector roadways currently meet the LOS Guidelines, but instead have wider travel lanes for shared use. On most collector roadways, there is adequate room to include a striped bicycle lane for a portion of the street segment.

### **Transit System**

#### **1. Transit System Inventory:**

The City does not own or operate any transit facilities. Community Transit (CT) provides local and commuter bus service in Snohomish County, while Sound Transit provides regional bus and rail services between King, Pierce and Snohomish counties. Everett Transit provides connecting service to the City of Everett system.

Nearly 75% of the City's population is within 1/4 mile of transit service, and the City has approximately 65 bus stop pads located on arterials and collector roadways. As of September 2015, CT operates three core service routes, one community-based service route, and four commuter service routes within Mill Creek.

These service routes connect to several other transit routes at the park & rides lots at McCollum Park on 128<sup>th</sup> Street SE and Ash Way at 164<sup>th</sup> Street SW. In addition to the two local park & rides, there are several park & pool facilities at private parking lots within the MUGA.

CT also provides Dart paratransit, commute trip reduction, ride matching and van pool services. Since transit routes and schedules are subject to change to meet demand, as well as being out of the City's jurisdiction, detailed information regarding specific routes is not included in this element.

#### **2. Capacity of the Existing Transit System:**

The capacity of the transit system can be measured by comparing the existing service with the adopted Level of Service Guidelines.

#### **3. Level of Service Standards and Guidelines for Transit Service:**

The following Level of Service Standards are established for transit areas:

- Bus stop pads shall be provided for transit system users at designated locations that are safe for both pedestrians and motorists.
- Sidewalks shall be provided for easy and safe access to all transit bus stops.



- All bus stop pads and connecting sidewalks shall comply with the Federal Americans with Disabilities Act (ADA).

The following Level of Service Guidelines are established for transit areas:

- New development should be designed to be transit oriented as appropriate with the land use and zoning. Examples of transit oriented design features include designated carpool and vanpool parking, bike racks or lockers, and bus stop pads with shelters.
- The City should coordinate with transit agencies on both land development and capital improvement projects to provide increased service and facilities where appropriate.

#### 4. Finding:

Adequate transit service exists within the City and the MUGA. Bus stops are located along the state highways and the City's arterial and collector streets, and generally meet the adopted Level of Service Guidelines.

Existing bus stops that do not meet current ADA standards will be retrofit to the maximum extent feasible in accordance with the policies, standards and criteria established in the latest version of the City's ADA Transition Plan.

However, due to the increase in traffic congestion resulting from trips originating from both inside and outside the City, new development and redevelopment projects should be designed to encourage the use of public transit facilities.

#### **FUTURE NEEDS FOR NEW AND/OR EXPANDED FACILITIES**

Based on the findings of the Inventory and Capacity Analysis section, this section discusses the transportation facilities needed to maintain and/or meet the adopted Level of Service Standards and Guidelines over time.

##### **Street System**

From a regional standpoint, the Puget Sound Regional Council has adopted the Transportation 2040 plan to address growth over the next 30 years. While there are still capacity projects planned for the major corridors, much of the focus has shifted to encouraging alternate modes of travel such as transit, light rail, etc.

As previously shown in Table 2, several intersections on the RSSH are currently at or below the minimum Level of Service Guidelines. By 2040, additional intersections on the RSSH and within the City's jurisdiction are predicted to fall below the established minimum Levels of Service.

As of September 2015, WSDOT and Snohomish County are jointly working on the installation of a new "adaptive" signal control system along SR 527 and SR 96. This is a

new Intelligent Transportation System (ITS) technology that should be more immediately responsive to changing traffic conditions, but has not been locally used on a regional highway network.

The RSSH are also on the route selected for the future Swift 2 bus rapid transit (BRT) system that is planned by Community Transit. The Swift 2 route will extend from Paine Field in Everett across the Airport Road / 128<sup>th</sup> Street / SR 96 corridor, and then down SR 527 to the Canyon Park area in Bothell. Both the ITS work and new BRT route qualify as mitigation measures to address the current LOS deficiencies on the RSSH.

However, additional capital improvement projects will be needed in the future to maintain the minimum established Levels of Service, as well as improve congestion and safety, at both City and RSSH intersections. Future capital projects for intersection and roadway improvements should emphasize functional value, and can be considered during the biennial update to the seven-year CIP.

Following is a summary table of some potential capital improvement projects that could be implemented to address noted deficiencies. It should be noted that the estimated costs are only conceptual, and a formal traffic study should be done for some projects to better define the scope of the improvements, costs and benefits.

PROJECT / LOCATION	PROPOSED MODIFICATIONS	ESTIMATED 2021 COST
CITY STREETS AND INTERSECTIONS		
East Gateway Urban Village (EGUV) Spine Road between Seattle Hill Road and 39 <sup>th</sup> Avenue SE	<ul style="list-style-type: none"> <li>Completion of missing links of EGUV spine road system, including ROW acquisition</li> <li>Construction of intersection control improvements at Seattle Hill Road</li> </ul>	\$10,000,000
Seattle Hill Road at 32 <sup>nd</sup> Avenue SE	<ul style="list-style-type: none"> <li>Intersection control improvements</li> </ul>	\$500,000
Seattle Hill Road at 25 <sup>th</sup> Avenue SE	<ul style="list-style-type: none"> <li>Intersection control improvements</li> </ul>	\$500,000
Mill Creek Blvd at 161 <sup>st</sup> Street SE	<ul style="list-style-type: none"> <li>Intersection control improvements</li> </ul>	\$500,000
35 <sup>th</sup> Avenue SE at Silver Crest Drive	<ul style="list-style-type: none"> <li>Intersection control improvements</li> </ul>	\$500,000
35 <sup>th</sup> Avenue SE at Seattle Hill Road (w/SnoCo)	<ul style="list-style-type: none"> <li>Install second NB and SB through lanes on 35<sup>th</sup> Avenue</li> </ul>	\$5,400,000
164 <sup>th</sup> Street SE at Mill Creek Boulevard	<ul style="list-style-type: none"> <li>Install second EB left-turn lane on 164<sup>th</sup> and receiving lane on north leg of intersection, widen MC Blvd up to 161<sup>st</sup> Street SE</li> </ul>	\$6,700,000 <i>Note: Cost assumed bridge widening instead of full replacement</i>
North Creek Drive between Trillium Blvd and Dumas Road	<ul style="list-style-type: none"> <li>Intersection control improvements at Trillium Blvd</li> <li>Install frontage improvements along undeveloped parcels</li> </ul>	\$500,000

PROJECT / LOCATION	PROPOSED MODIFICATIONS	ESTIMATED 2021 COST
<b>REGIONALLY SIGNIFICANT STATE HIGHWAYS (RSSH)</b>		
SR 527 at 164 <sup>th</sup> Street SE	<ul style="list-style-type: none"> <li>Remove property access to north side of 164<sup>th</sup> Street SE</li> <li>Extend EB left-turn storage on 164<sup>th</sup> Street SE</li> <li>Install second SB left-turn lane on SR 527</li> </ul>	\$1,850,000  <i>Note: This would be Phase 2 of the City project completed in 2012</i>
(Old) Seattle Hill Road at SR 527	<ul style="list-style-type: none"> <li>Intersection control improvements</li> </ul>	\$1,000,000
SR 527 at SR 96	<ul style="list-style-type: none"> <li>Install additional EB/WB through lane</li> <li>Install ITS infrastructure to direct traffic to use alternate routes which may include 16<sup>th</sup> Avenue SE or Dumas Road</li> </ul>	\$8,600,000
SR 96 at 35 <sup>th</sup> Avenue SE	<ul style="list-style-type: none"> <li>Install second NB left-turn lane on City (south) leg of intersection</li> <li>Modify 35<sup>th</sup> Ave access point to Thomas Lake shopping center</li> </ul>	\$3,300,000
SR 96 at Dumas Road	<ul style="list-style-type: none"> <li>Install second NB left-turn lane on City (south) leg of intersection</li> </ul>	\$5,200,000

### **Pavement Management System**

The key to successful pavement management is using the right technique on the right road at the right time. There are many options available, or “tools in the toolbox”, to proactively maintain the City’s roadway surfaces in good condition. These include preventative maintenance treatments such as crack sealing, spot repairs, surface preservation treatments like chip and slurry seals, and structural overlays.

The City maintains an ongoing Pavement Preservation Plan (PPP). The PPP is frequently updated based on condition surveys, citizen and Council input, and availability of successful preservation methods. While short and long term paving plans may be flexible, the long term average need to maintain the City’s roadways in good condition is approximately \$1 million per year.

### **Sidewalk System**

The existing sidewalk system is generally adequate to meet the established Level of Service Guidelines for state highways, as well as most City arterial and collector streets. However, sidewalks are missing from many older residential areas, as well as the following major roadways and school routes:

- SR 96 - north side between Dumas Road and 16<sup>th</sup> Avenue SE
- SR 527 - both sides from (Old) Seattle Hill Road to southern city limits

- Mill Creek Road - south side between SR 527 and 15<sup>th</sup> Drive SE
- Mill Creek Boulevard - east side between 164<sup>th</sup> Street SE and 161<sup>st</sup> Street SE
- Village Green Drive - north side between 20<sup>th</sup> Drive SE and the 2400 block
- Village Green Drive - north / west side between 28<sup>th</sup> Drive SE and Country Club Dr
- (Old) Seattle Hill Road - south side between 163<sup>rd</sup> Street SE and the city limits
- North Creek Drive - east / south side between 145<sup>th</sup> Street SE and Trillium Blvd
- North Creek Drive - both sides along the four City / WSDOT owned properties
- 136<sup>th</sup> Street SE - north side between 14<sup>th</sup> Drive SE and the 1900 block
- 136<sup>th</sup> Street SE - south side between 25<sup>th</sup> Avenue SE and the 2400 block
- 25<sup>th</sup> Avenue SE - east side between SR 96 and 136<sup>th</sup> Street SE
- 25<sup>th</sup> Avenue SE - west side between 136<sup>th</sup> Street SE and 139<sup>th</sup> Street SE
- 139<sup>th</sup> Street SE - north side between 25<sup>th</sup> Avenue SE and mid-2600 block
- 139<sup>th</sup> Street SE - both sides between mid-2600 block and 27<sup>th</sup> Drive SE
- 28<sup>th</sup> Drive SE - both sides between Silver Crest Drive and 140<sup>th</sup> Place SE
- Silver Crest Drive - both sides between 27<sup>th</sup> Drive SE and 35<sup>th</sup> Avenue SE

Capital projects to construction additional sidewalk facilities should be considered as part of the biennial update to the seven-year CIP.

### **Trail System**

A majority of the North Creek Trail has been completed within the city limits. Until the trail is completed between the Penny Creek crossing on 9<sup>th</sup> Avenue SE and North Creek Park, the low traffic volume allows the trail function to be met by sharing the existing paved roadway area. A capital project to complete the North Creek trail along 9<sup>th</sup> Avenue SE should be considered during the biennial update to the seven-year CIP.

### **Bicycle Lane System**

The existing bicycle lane facilities are generally adequate to meet the established Level of Service Guidelines for state highways and arterial streets. However, designated striped bike lanes are missing from the following major roadways and school routes:

- SR 96 between Dumas Road and SR 527

- 164<sup>th</sup> Street SE between Mill Creek Boulevard and SR 527
- Mill Creek Road between SR 527 and Village Green Drive
- Seattle Hill Road between Mill Creek Road and the city limits
- All collector roadways
- 148<sup>th</sup> Street SE between Village Green Drive and 35<sup>th</sup> Avenue SE
- 136<sup>th</sup> Street SE between SR 527 and 25<sup>th</sup> Avenue SE
- 25<sup>th</sup> Avenue SE between SR 96 and 139<sup>th</sup> Street SE
- 139<sup>th</sup> Street SE / Silver Crest Drive between 25<sup>th</sup> Avenue SE and 35<sup>th</sup> Avenue SE

Capital projects to construct additional bicycle lane facilities should be considered as part of the biennial update to the seven-year CIP.

### **Transit System**

*Transportation 2040*, updated by PSRC in June 2015, is a transportation action plan for King, Pierce, Snohomish and Kitsap counties. This plan identifies service and facility improvements for the entire region, many of which will occur in south Snohomish County and benefit Mill Creek. Community Transit is also required to annually adopt a six-year transit development plan, and approved its first long range transit plan in 2011.

Some of the significant regional transit projects include expanded commuter and local bus service, implementation of bus rapid transit (BRT) service along the SR 96, SR 527, 164<sup>th</sup> Street and Seattle Hill Road corridors, and the completion of the Sound Transit light rail system between Lynnwood and the City of Everett.

### **TRANSPORTATION DEMAND MANAGEMENT**

The City does not currently have an existing formal Transportation Demand Management (TDM) program. However, traffic from future developments in both the city limits and unincorporated Snohomish County will impact the roadway network Levels of Service. Interagency coordination and implementing new TDM strategies such as Community Transit's "Curb the Congestion" program will likely be necessary over the next 20-year planning period.

### **FUNDING CAPABILITY**

In general, capital improvement projects can be financed in a number of ways, including real estate excise tax (REET), property tax, mitigation fees, surface water fees, gas tax, grants, bonds and private developer construction. City transportation projects are typically funded with traffic mitigation fees and REET, along with some grants and loans.

In addition to Mill Creek's capability to generate revenue, budget constraints at the state and federal level may also impact the City's ability to construct planned capital improvements. As financing options become more limited, the City will have to prioritize capital improvement projects through the biennial CIP process.

The scope of ongoing scalable projects, such as the Pavement Preservation Plan, can be adjusted to fit the available funding. However, deferring maintenance or capital projects will usually result in higher long term costs. Additional sources of dedicated revenue could also be pursued, such as a transportation benefit district.

To address the traffic impacts from development, the City has implemented a traffic mitigation program that requires a fee to be paid for each new PM Peak Hour trip. The City also has an Interlocal Agreement with Snohomish County to collect mitigation fees from County developments in the surrounding area that impact City streets. The money collected with the City and County traffic mitigation programs is used to fund various projects that will improve the capacity and safety of the roadway network.

## **MULTIYEAR FINANCING PLAN**

All transportation projects that require funding through the City are identified in Mill Creek's Capital Improvement Program (CIP), as well as the Transportation Improvement Program (TIP). The City updates and adopts the CIP and TIP every two years prior to the biennial budget process.

### **Six - Year Transportation Improvement Program (TIP)**

The TIP is a mandatory transportation project planning tool prepared by the City and used by the state and the Metropolitan Planning Organization (MPO) in estimating the region's state and federal transportation funding needs. The designated MPO for Mill Creek is the Puget Sound Regional Council (PSRC).

PSRC is charged with evaluating transportation projects with established criteria, assisting in the coordination of transportation projects between jurisdictions, projecting long-range transportation financing needs and distributing state and federal funds. For a City transportation project to be eligible for federal and/or state funding, it must be included in the six-year TIP.

### **Seven -Year Capital Improvement Plan (CIP)**

The CIP is the financial tool used to identify all capital improvement projects planned by the City within the next seven years. All transportation projects, as well as parks, stormwater and City facility projects, are included in the seven-year CIP. In addition to identifying the projects and their estimated cost, the funding source must be identified. Project costs cannot exceed the resources available to fund the projects. The current CIP is adopted as part of the Transportation Element by reference.

In 2012 the Council modified the previous Capital Facilities Plan (CFP) process with the adoption of Resolution 2012-481, which expanded the CFP to include a 20-year long range plan. This allowed the CFP and the Capital Facilities Element of the Comprehensive Plan to include a longer “view” into the future for projects that are worthwhile but beyond the ability of the City to finance at that time. The intent was to keep the 7-year CFP fiscally constrained, but the 20-year plan did not have that requirement.

In 2014 the Council further modified the Capital Facilities Plan process with the adoption of Resolution 2014-513, which changed the CFP to a Capital Improvement Plan (CIP), as well as the internal process by which the CIP is reviewed and approved.

Although the TIP and CIP identify anticipated funding sources, some of these funding sources are subject to competitive processes and are dependent upon circumstances out of the City's control. In the event of a shortfall in the revenues necessary to maintain the established LOS Standards, the City will be required to consider some combination of the following alternatives:

- Reevaluate the zoning designations within the Land Use Element to determine if changes are necessary to meet the Level of Service Standards.
- Reevaluate the established Level of Service Standards to determine if they are feasible and realistic.
- Seek other methods of funding. This could include a new local improvement or transportation benefit district (LID or TBD), a government loan or bond, or reassigning funds from a lower priority project.
- Explore other methods to meet the Level of Service Standards other than a capital improvement project. This could include coordinating with transit agencies for additional service, partnering with other agencies to use Intelligent Transportation Systems technology, or implementing new Transportation Demand Management strategies.

## **INTERGOVERNMENTAL COORDINATION**

Mill Creek has two state highways within the city limits, specifically SR 96 and SR 527. In accordance with the adopted April 2013 guideline “City Streets as Part of State Highways,” WSDOT has jurisdiction over the roadway components between the curbs, including the operation and maintenance of all traffic signals, channelization (striping) and pavement repairs. The City has jurisdiction over the portion of the right-of-way behind the curb, as well as franchise and utility permitting. However, the City is also responsible for landscaping and drainage maintenance, as well as snow and ice control.

Outside the state highways and city limits, the roadway network surrounding Mill Creek is within unincorporated Snohomish County. The County also operates and maintains the City’s seven traffic signals, and provides roadway maintenance services such as annual roadway restriping and pavement repairs / preservation work.

The City maintains a good working relationship with Community Transit, WSDOT and County staff. Mill Creek solicits comments from outside agencies for private land development applications as part of the Technical Review Committee process. On the reciprocal side, County development projects within a defined impact area are sent to City staff for comments as well.

For example, on a private land development project with frontage on a state highway or County road, the City would approve the number and location of access point(s), and WSDOT or the County would approve how it operates, such as right-in, right-out or full turn movements. Any new traffic signals or intersection improvements proposed on a state highway would have to meet WSDOT design criteria and warrants.

Agency personnel also frequently coordinate and partner on capital projects that cross jurisdictional lines or could impact the surrounding roadway network. Examples include the proposed Swift 2 bus rapid transit line, County road widening projects along the city limit boundaries, intersection improvements on state highways, and pavement preservation work.

Several Interlocal Agreements either already exist for maintenance mutual aid, land development review and capital project coordination, and other specific ILA's can be approved as needed.

## **TRANSPORTATION POLICIES**

The following policies have been formulated to ensure that adequate transportation facilities are available to meet existing and anticipated demands.

### **General Safety/Maintenance**

#### *Policy 1.01*

Design roadways, sidewalks, trails, designated bicycle areas and other areas of public circulation to provide a high level of safety and mobility.

#### *Policy 1.02*

Prioritize and schedule safety and capacity improvement projects within the City's seven-year Capital Improvement Plan.

#### *Policy 1.03*

Provide lighting for all sidewalks, trails, roadway classifications, intersections and crosswalk locations in accordance with the City standards.

#### *Policy 1.04*

Maintain and operate transportation systems to provide safe, efficient, and reliable movement of people, goods, and services.



*Policy 1.05*

Protect the investment in the existing system and lower overall life-cycle costs through effective maintenance and preservation programs.

*Policy 1.06*

Reduce the need for new capital improvements through investments in Intelligent Transportation System technology, demand management strategies and operational activities that improve the efficiency of the current infrastructure.

*Policy 1.07*

Make transportation investments that emphasize functional value, as well as improve economic and living conditions so that industries and skilled workers continue to be retained and attracted to the region.

*Policy 1.08*

Protect the transportation system against disaster, develop prevention and recovery strategies, and plan for coordinated responses.

**Level of Service Standards/Guidelines**

*Policy 2.01*

Pursuant to the Growth Management Act, maintain an inventory of the City's transportation facilities and establish appropriate Level of Service Guidelines and Standards.

*Policy 2.02*

Pursuant to the Growth Management Act, new development that would result in lowering the Level of Service Standards below established minimums will not be approved unless transportation improvements or strategies necessary to maintain the LOS Standard are in place concurrent with the development, or a financial commitment to provide those improvements within six years is secured.

*Policy 2.03*

Pursuant to the Growth Management Act, if probable funding will be insufficient to meet the established Level of Service Standards for transportation facilities, reassess the Land Use Element and/or the Level of Service Standards and adjust as necessary.

*Policy 2.04*

Periodically evaluate the street classifications of the roadway network to reflect current use patterns and establish appropriate Levels of Service.

## **Street System**

### *Policy 3.01*

Strategically expand capacity and increase efficiency of the transportation system to support local businesses, move goods, services, and people to and within the urban growth area. Focus on investments that produce the greatest net benefits to people and minimize the environmental impacts of transportation.

### *Policy 3.02*

Design, construct, and operate transportation facilities to serve all users safely and conveniently, including motorists, pedestrians, bicyclists, and transit users, while accommodating the movement of freight and goods, as suitable to each facility's function and context as determined by the appropriate jurisdictions.

### *Policy 3.03*

Design and operate the City's roadway network in accordance with the current editions of appropriate regulatory manuals for geometric design, stormwater and traffic control devices.

### *Policy 3.04*

Regulate access onto all roadways by street classification. All access points shall be designed and located to minimize traffic flow disruptions, reduce potential vehicular conflicts, provide for internal circulation and meet appropriate design standards.

### *Policy 3.05*

Reduce congestion on regionally significant arterial corridors by coordinating with appropriate jurisdictional agencies to implement Intelligent Transportation Systems (ITS), capital improvements that are cost beneficial and additional transit services.

### *Policy 3.06*

Improve public street connectivity and change use patterns to provide alternate traffic circulation routes, as well as enhance walking, bicycling and transit use.

### *Policy 3.07*

Consider the use of alternate intersection controls, where appropriate, such as roundabouts instead of standard traffic signal systems.

### *Policy 3.08*

Implement traffic calming features where warranted to mitigate for negative traffic impacts in commercial and residential areas.

## **Sidewalk, Trail, and Bicycle Lane Systems**

### *Policy 4.01*

Provide pedestrian circulation with public sidewalks throughout the commercial areas and residential neighborhoods. Locate sidewalks in new developments on both sides of all roadways and connected with other public and/or private trail systems.

*Policy 4.02*

Where practical, separate sidewalks on public streets with a planting strip to increase the safety and comfort of travel and avoid potential conflicts with vehicular movements. Include a serpentine or meandering configuration where practical to improve the aesthetic character of the streetscape and locate sidewalks in a way that promotes public safety.

*Policy 4.03*

Comply with the Federal American Disability Act (ADA), current City ADA Transition Plan and appropriate design standards for all sidewalks, intersection corners, crosswalks and trails.

*Policy 4.04*

Designate bicycle lanes on all arterial and collector roadways where practical to encourage alternate modes of travel and provide traffic calming effects.

*Policy 4.05*

Ensure that sidewalks are "transit oriented" and located to connect neighborhoods to transit stops with pedestrian boarding pads where appropriate.

*Policy 4.06*

Design trails to accommodate bicycle and pedestrian use and locate them within major open space corridors.

*Policy 4.07*

Promote and incorporate bicycle and pedestrian travel as important modes of transportation by providing facilities and reliable connections.

**Transit Policies**

*Policy 5.01*

To improve transportation systems, work cooperatively with other appropriate jurisdictions and transit agencies when warranted and as appropriate to implement transportation demand management programs such as "Curb the Congestion."

*Policy 5.02*

Require the provision of public transportation facilities in or adjacent to public and private developments with a safe and convenient means for pedestrian access to the facilities. Provide bus pullouts, transit shelters, benches and barrier-free access on arterials and collectors at locations agreed upon by transit agencies and the City.

*Policy 5.03*

Emphasize transportation investments that provide and encourage alternatives to single-occupancy vehicle travel and increase travel options, especially to and within centers and along corridors connecting centers.

*Policy 5.04*

Develop land use patterns that facilitate multi-purpose trips, and minimize the number and length of vehicle trips and encourage higher density/intensity land uses near required transit facilities and along public transportation corridors.

*Policy 5.05*

Coordinate with transit agencies for all City capital improvement projects and land development review processes to ensure that adequate transit facilities are provided and appropriate design standards are met.

*Policy 5.06*

Prioritize investments in transportation facilities and services in the urban growth area that support pedestrian and transit oriented densities and development.

*Policy 5.07*

Prioritize investments in transportation facilities and services in the urban center areas that support compact, pedestrian- and transit-oriented densities and development.

*Policy 5.08*

Emphasize transportation investments that provide and encourage alternatives to single-occupancy vehicle travel and increase travel options, especially to and within centers and along corridors connecting centers.

**Intergovernmental Coordination**

*Policy 6.01*

Participate in land use and traffic circulation planning with the appropriate agencies involved in the regional transportation planning programs as identified in VISION 2040 and Transportation 2040.

*Policy 6.02*

Maintain reciprocal agreements with the surrounding jurisdictions to be apprised of any potential impacts to the City's transportation system and to adequately mitigate such impacts.

*Policy 6.03*

Coordinate with surrounding jurisdictions to ensure consistency among local and regional transportation plans.

*Policy 6.04*

Coordinate the planning, design, and financing of transportation facility improvements with the transportation and land use plans of neighboring jurisdictions in order to identify opportunities to maximize benefits with limited financial resources.

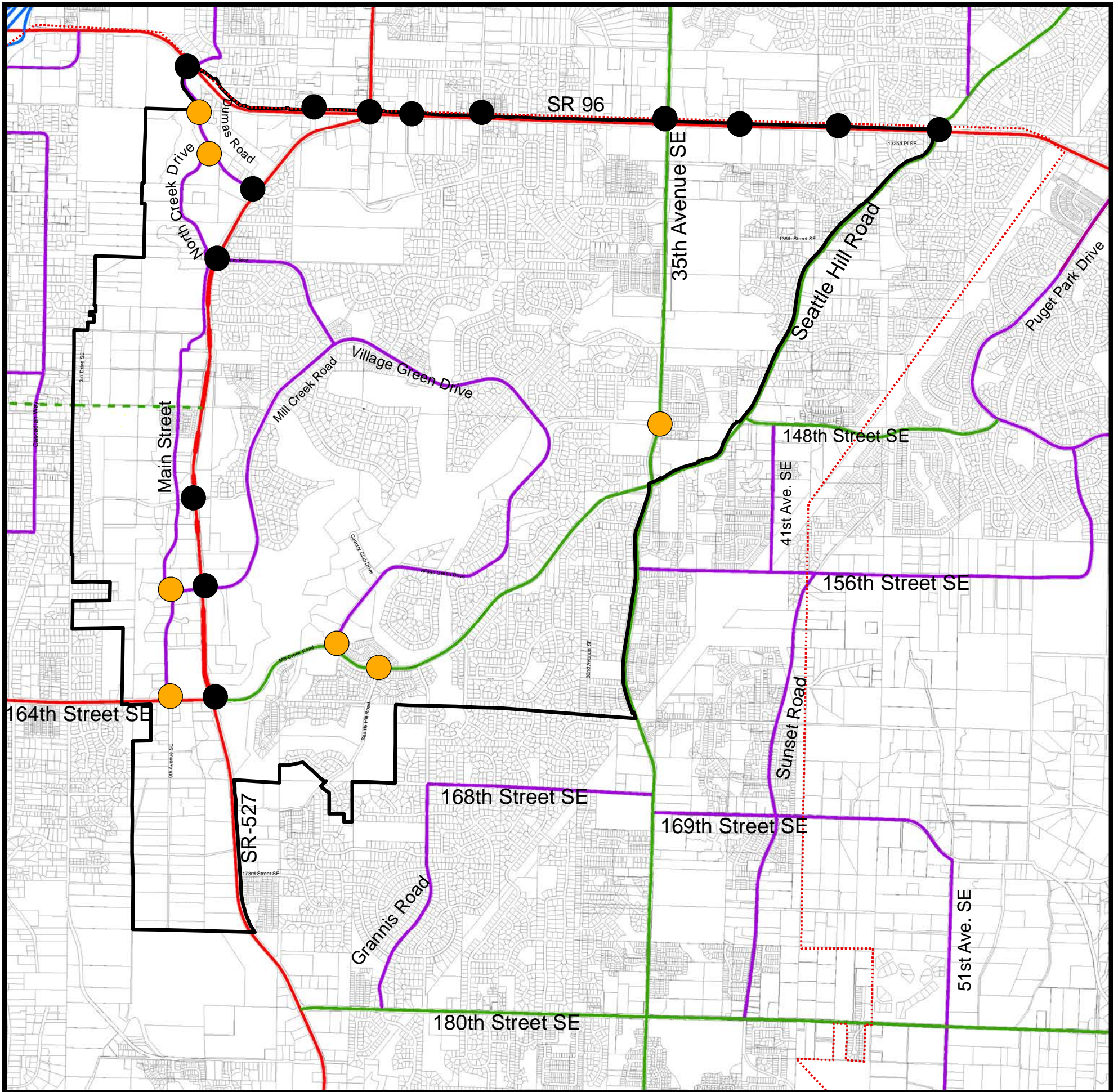
*Policy 6.05*

Coordinate state, regional, and local planning efforts for transportation through the Puget Sound Regional Council to develop and operate a highly efficient, multimodal system that supports the regional growth strategy.

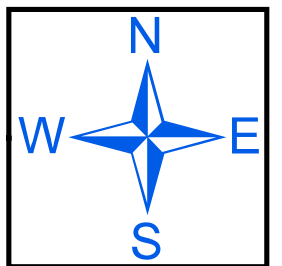
*Policy 6.05*








Promote coordination among transportation providers and local governments to ensure that joint and mixed use developments are designed in a way that improves overall mobility and accessibility to and within such development.

# Street Functional Classifications

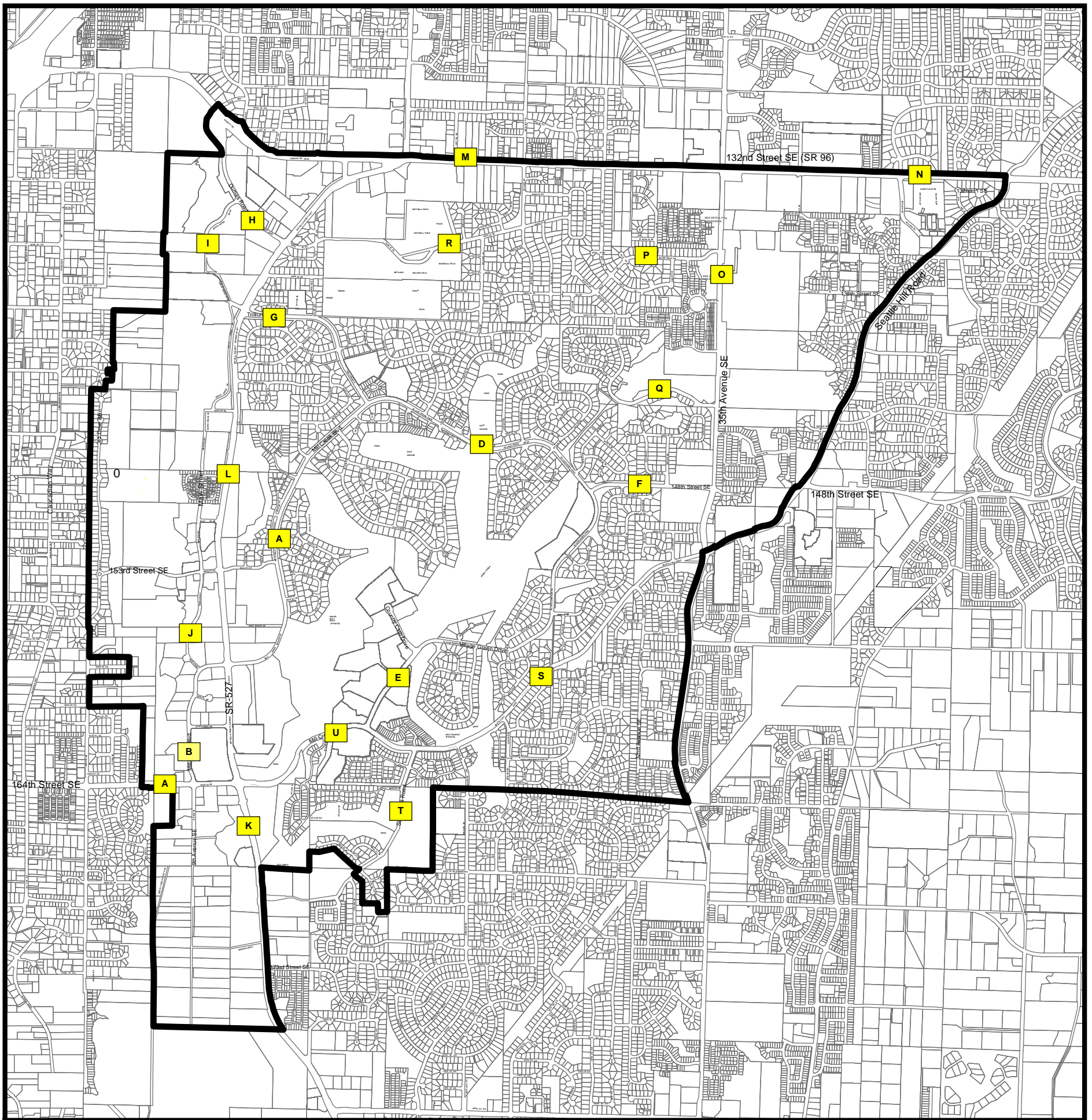


Council Ord. 2015-802  
Effective December 18, 2015



-  City Limits
-  Municipal Urban Growth Area
-  Major Arterial
-  Minor Arterial
-  Collector
-  City Traffic Signal
-  WSDOT Traffic Signal

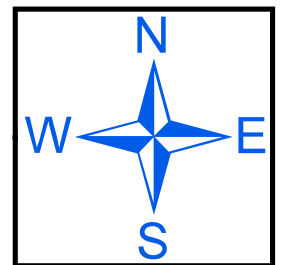
# Traffic Volumes



 City Limits

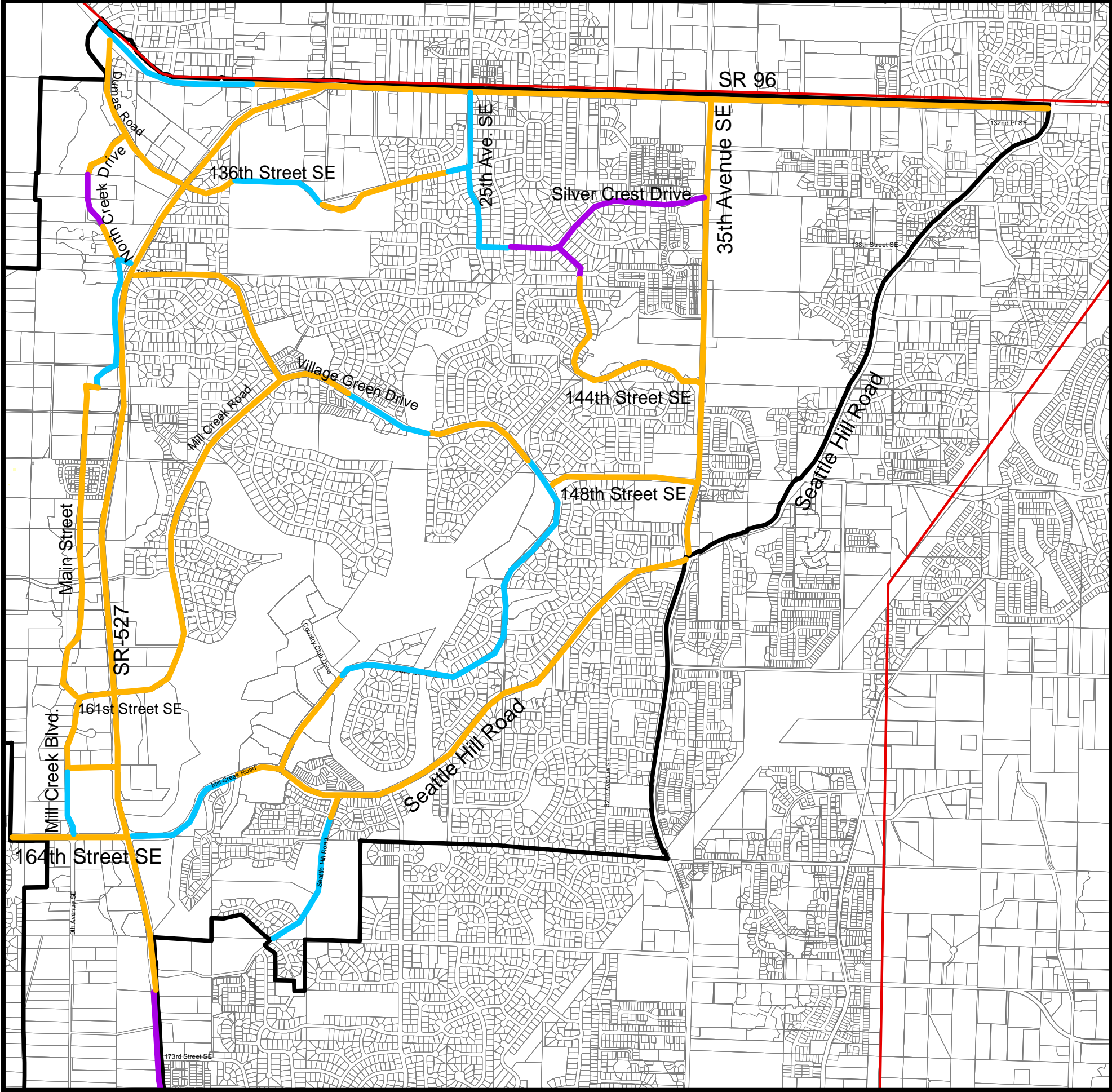
Council Ord. 2015-802  
Effective December 18, 2015

Location Identification	Location Description	2015 ADT	2040 ADT*
A	164 <sup>th</sup> Street SE, west of Mill Creek Blvd	36,750	40,300
B	Mill Creek Blvd, between 164 <sup>th</sup> St and SR 527	11,925	13,100
C	Mill Creek Blvd, between SR 527 and Trillium Blvd	4,550	5,000
D	Village Green Drive, between Trillium Blvd and 148 <sup>th</sup> St	5,025	5,500
E	Village Green Drive, between 148 <sup>th</sup> Street and Mill Creek Rd	4,825	5,300
F	148 <sup>th</sup> Street SE, between Village Green Drive and 35 <sup>th</sup> Ave	4,700	5,150
G	Trillium Blvd, between SR 527 and Mill Creek Blvd	4,650	5,100
H	Dumas Road, between North Creek Drive and SR 527	11,350	12,450
I	North Creek Drive, between Dumas Road and Trillium Blvd	2,450	2,700
J	Main Street, between Mill Creek Blvd and 153 <sup>rd</sup> St	6,175	6,775
K	SR 527, south of 164 <sup>th</sup> St	36,650	40,200
L	SR 527, north of 151 <sup>st</sup> St	29,400	32,250
M	SR 96, east of 21 <sup>st</sup> Ave	35,450	38,900
N	SR 96, east of 44 <sup>th</sup> Ave	33,750	37,000
O	35 <sup>th</sup> Ave SE, south of Silver Crest Drive	14,775	16,200
P	Silver Crest Drive, west of 35 <sup>th</sup> Ave	1,400	1,550
Q	144 <sup>th</sup> Street SE, west of 35 <sup>th</sup> Ave	925	1,025
R	136 <sup>th</sup> Street SE at Jackson High School	3,425	3,775
S	Seattle Hill Road, east of 25 <sup>th</sup> Ave	12,850	14,100
T	[Old] Seattle Hill Road, south of 164 <sup>th</sup> St	675	750
U	Mill Creek Road, between SR 527 and Village Green Drive	17,025	18,675








\*Assumed an average 0.37% annual growth rate from PSRC forecast data

# City Sidewalks Along Major Roads & School Routes



Council Ord. 2015-802  
Effective December 18, 2015

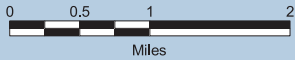
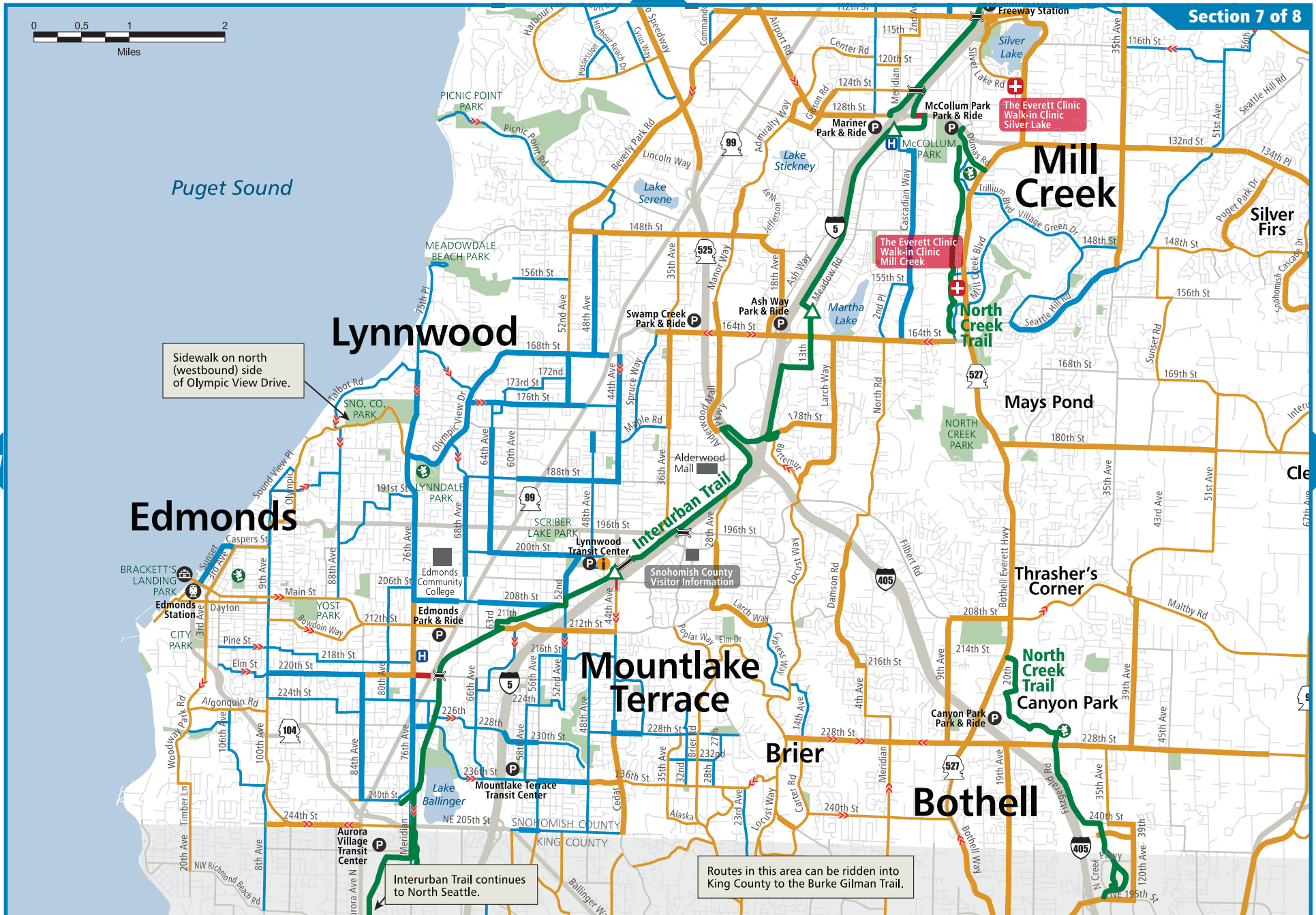
-  City Limits
-  Municipal Urban Growth Area
-  Sidewalk on Both Sides
-  Sidewalks on One Side
-  No Sidewalk on Either Side





# SNOHOMISH COUNTY AREA BICYCLING & TRAIL MAP

For complete map, visit [www.communitytransit.org/bikes](http://www.communitytransit.org/bikes)



Section 7 of 8

Sidewalk on north (westbound) side of Olympic View Drive.

Interurban Trail continues to North Seattle.

Routes in this area can be ridden into King County to the Burke Gilman Trail.

- |  |   |  |   |   |  |
|--|---|--|---|---|--|
| <p><b>Low Speed Roadway (30 mph or less)</b></p> <ul style="list-style-type: none"> <li><span style="color: blue;">—</span> with shoulder or bike lane</li> <li><span style="color: blue;">—</span> no shoulder</li> </ul> | <p><b>Commonly Used Roadway (35+ mph)</b></p> <ul style="list-style-type: none"> <li><span style="color: orange;">—</span> with shoulder or bike lane</li> <li><span style="color: orange;">—</span> no shoulder</li> </ul> | <p><b>Bicycle/Pedestrian Trail</b></p> <ul style="list-style-type: none"> <li><span style="color: green;">—</span> Paved Trail</li> <li><span style="color: green;">—</span> Unpaved Trail</li> <li><span style="color: green;">—</span> Future Trail</li> </ul> | <ul style="list-style-type: none"> <li><span style="color: red;">—</span> Caution Area</li> <li><span style="color: red;">▲</span> Trail Head</li> <li><span style="color: red;">▲</span> Steep Grade (arrow indicates uphill)</li> <li><span style="color: red;">X</span> Bike/Pedestrian Under or Overpass</li> </ul> | <ul style="list-style-type: none"> <li> Ferry Terminal</li> <li> Park &amp; Ride / Transit Center</li> <li> Train Station</li> <li> Transit Information Center</li> </ul> | <ul style="list-style-type: none"> <li> Campground</li> <li> Hospital</li> <li> Walk-in Clinic</li> <li> Park</li> <li> Skatepark</li> </ul> |
|--|---|--|---|---|--|

# **CHAPTER XI**

## **STREETSCAPE ELEMENT**

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### **INTRODUCTION**

The City of Mill Creek has applied streetscape standards since 1992 to establish roadway buffers and cutting preserves along collector and arterial streets throughout the City. The application of these standards has contributed greatly to the attractive appearance of streets throughout the City and created a safer pedestrian environment for Mill Creek residents.

The purpose of the Streetscape Element is to establish general policies and design guidelines for the aesthetic improvements within and adjacent to the City's major street right-of-ways and City entrances. The Streetscape Policies are intended to guide the treatment of roadway buffers, provide a visual buffer between development and the street, create a comfortable street space for vehicles and pedestrians, maintain continuity of the City's unique natural design concepts and preserve existing natural vegetation where appropriate.

### **STREETSCAPE ISSUES**

As the City of Mill Creek and the region as a whole continue to develop, existing roads will have to be upgraded to carry more traffic, providing the opportunity to improve the design and appearance of such roads and streets. The addition of tastefully designed medians, landscaping, screening and buffers adds to the appearance of the streets as well as protecting residences from roadway noises.

Impervious surfaces, such as roadways, contribute to the amount of stormwater runoff that flows into area streams. This can be minimized by planting landscaping along roadways that slows the flow of the water and allows it the opportunity to filter into the soil rather than to run off onto paved surfaces.

Infrastructure damage (i.e., damage to sidewalks and roads caused by tree roots) has increased significantly in recent years and is having a financial impact on the City.

### **STREETSCAPE POLICIES**

This section of the Streetscape Element contains policies to be applied to arterial and collector streets identified on the Street Functional Classification Map in the Transportation Element. A typical section drawing has been prepared for arterial and collector streets (Figures XI-1 and XI-2) indicating number of lanes, sidewalk widths and locations, street tree locations, medians and turn lanes. These illustrations are intended to be used as the basis for implementing development regulations / standard plans,

which specify the required design elements for City road projects as well as road improvements made in conjunction with private development.

The following policies are broad objectives that will be implemented through specific standards incorporated into the City's development regulations / Design and Construction Standard Plans. Where specific standards are required by the policies, modifications to such standards are allowable through the variance procedures and criteria established in the City's Development Code.

## **General Policies**

### *Policy 1.01*

Incorporate applicable elements of the typical Streetscape Plans depicted on Figures XI-1 and XI-2 in development proposals and capital facility projects for road improvements adjacent to arterial and collector streets during the design and construction of the affected roadway section. Dedicate additional right-of-way along collectors and arterials where necessary to achieve the planned street section.

### *Policy 1.02*

Incorporate specific Streetscape Standards into the development regulations / Design and Construction Standard Plans in order to provide exact requirements for improvement and construction of the City's collector and arterial street network.

### *Policy 1.03*

Upon annexation to the City, apply the Streetscape Element policies to roads classified as arterials and collectors in the County. With future updates of the Comprehensive Plan, update the City's Street Functional Classification Map in the Transportation Element to include any annexed arterial and collector streets.

## **Right-of Way Policies**

### *Policy 2.01*

Provide landscaping within the street right-of-way consisting primarily of deciduous street trees, shrubs and sod and/or groundcover. Desirable street trees are those that are well suited to the urban environment, create a canopy as they mature, do not require excessive maintenance, and do not damage nearby sidewalks and other infrastructure. Proposed street tree species must be on the approved street tree list, or approved by the City's Design Review Board.

### *Policy 2.02*

Provide landscaped planting areas within the right-of-way or roadway buffer on both sides of the street between the curb and sidewalk, where possible and practical.

### *Policy 2.03*

Provide landscaped medians in the center of collector and arterial street right-of-ways where practical and appropriate. Suitable locations include areas where adequate right-of-way is available, where access to existing and future local collector and neighborhood

streets will not be impaired, where they create a sense of entry into neighborhoods or commercial areas and where traffic calming would be beneficial.

*Policy 2.04*

Ensure that sight distance requirements are met for street trees and landscaping as set forth in the current edition of the AASHTO policy manual for Geometric Design of Highways and Streets.

*Policy 2.05*

Ensure that sidewalks conform to all applicable city standards and are installed as depicted in the development regulations / Design and Construction Standard Plans.

*Policy 2.06*

Ensure that appropriate right-of-way widths and roadway functional elements are included in the street cross section as set forth in the adopted City Roadway Functional Classification standards.

**Roadway Buffer Policies**

*Policy 3.01*

Provide roadway buffers to protect existing stands of healthy significant trees and understory vegetation, separate pedestrian activity from the street and enhance these buffers with appropriate vegetation where the existing vegetative stands are of poor quality or non-existent. Wider roadway buffers are appropriate in residential zones. Specific roadway buffers widths are established in the development regulations.

*Policy 3.02*

In residential and commercial areas where screening is desired, retain existing vegetation within roadway buffers, and allow removal only if significant trees are diseased or hazardous as determined by a certified arborist, or if invasive vegetation is present. In commercial districts, selective removal of vegetation is allowed to promote visibility of commercial uses.

*Policy 3.03*

Landscape treatment of the roadway buffers can include one or more of the following forms, depending on the presence and condition of existing vegetation, adjacent uses (e.g., residential versus commercial), and the landscape treatment of existing buffers in the immediate area. In general, buffers in residential areas should provide greater screening and privacy from roadways and utilize treatments that are more natural in appearance. In commercial areas, landscaping should utilize a more formal treatment.

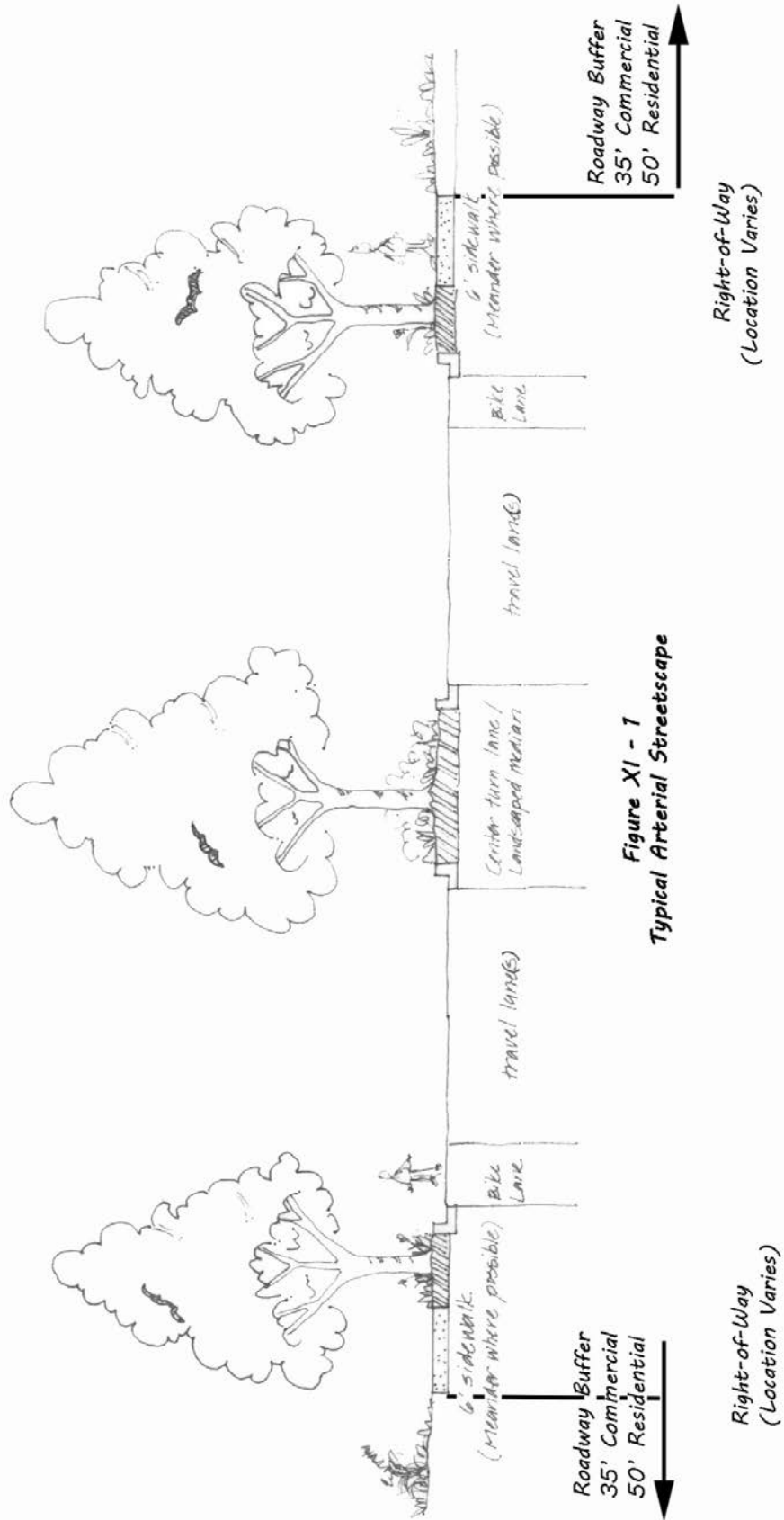
**Native Growth:** Includes the retention and preservation of existing topography and undisturbed vegetation. Existing vegetation may be enhanced with native species where edges have been disturbed by construction, or to achieve a consistent density of plant materials throughout the buffer.

**Natural Plantings:** Includes the retention of suitable existing vegetation (healthy, non-invasive) supplemented with areas of new vegetation selected to complement the existing vegetation, including trees, shrubs, groundcover and sod. The use of native plants is encouraged to achieve a more informal planting scheme. Minor changes to existing topography may be made to achieve a naturalized planting scheme, while avoiding impacts to the driplines of existing significant trees.

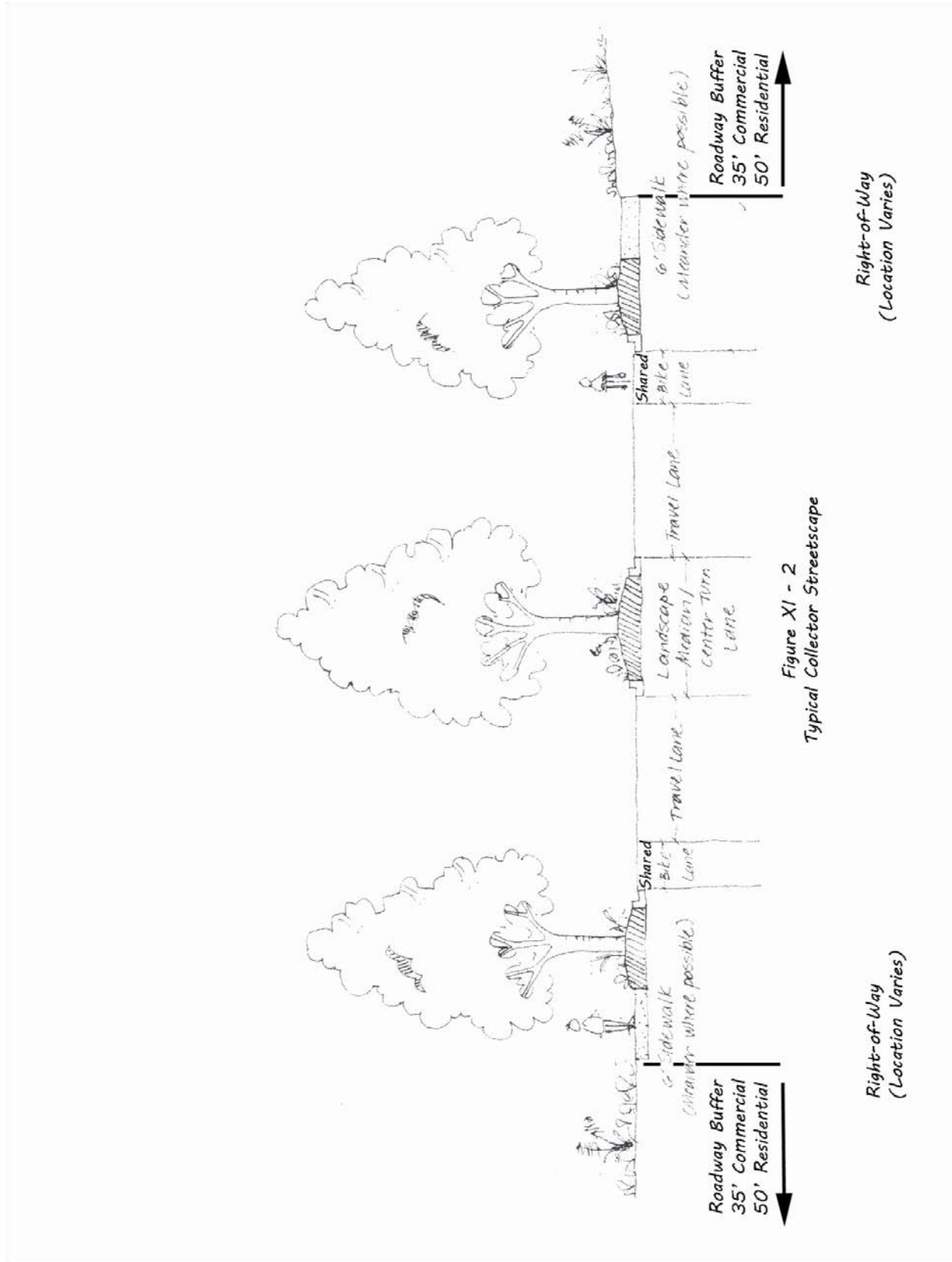
**Formal Plantings:** Includes the removal of the majority of natural vegetation, grading and planting with trees, shrubs, groundcover and sod to achieve a more formal/manicured appearance. Roadway buffers adjacent to commercial land uses and the entrances to residential developments are examples where formal plantings may be appropriate. In this landscape scheme, plant materials can consist of more formal, ornamental species.

*Policy 3.04*

Use appropriate landscaping and retaining structures where there is a significant grade change in the land adjacent to the street.



**Figure XI - 1**  
**Typical Arterial Streetscape**



# **CHAPTER XII**

## **ENVIRONMENTAL FEATURES ELEMENT**

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### **INTRODUCTION**

Mill Creek originally developed in the 1970s as a planned residential community in a natural setting. Neighborhoods were built around an extensive system of open space corridors and a golf course, and the City was surrounded by undeveloped land. The retention of natural areas such as wetlands and stream corridors contribute greatly to the quality of life in Mill Creek.

The Puget Sound region has seen significant growth in the last several years. With the advent of Growth Management in the early 1990s, development focused within established Urban Growth Areas. Urban development within Mill Creek and its Municipal Urban Growth Area increases pressure upon the natural environment.

The listings of Chinook salmon and steelhead as a threatened species under the Federal Endangered Species Act, as well as the state requirement for jurisdictions to incorporate Best Available Science into their environmentally critical areas regulations, has brought increased attention to the impacts of development upon natural systems. In the face of increased growth and the need to comply with these and other environmental regulations, Mill Creek is faced with new challenges to achieve a balanced relationship between development and protection of the natural environment.

The overall purpose of the Environmental Features Element is to provide policy guidance for the long-term preservation of environmentally critical areas and how the built environment should co-exist with the natural environment. The policies, established later in this chapter, are based upon an analysis of existing environmental features and conditions, environmental and regulatory issues and community values regarding the protection of the City's environmental resources using Best Available Science. Understanding of existing conditions provides the basis for identifying key environmental issues that can then be addressed through policies that target general and specific areas of environmental resource protection, which are then implemented through development regulations

### **ENVIRONMENTAL RESOURCES**

#### **Inventory of Environmentally Critical Areas**

This section identifies existing environmentally critical areas, and provides a description of existing conditions. Sources of information in developing this inventory include a stream map, wetland delineations prepared in conjunction with private development proposals, National Wetland Inventory maps, the Snohomish County Stream and Wetlands Survey (August 1986), the Natural Resources Conservation Service Soil Survey of Snohomish



County (July 1983) and the Flood Insurance Rate Maps generated by the Federal Emergency Management Agency (November 1999). In conjunction with the 2004 Comprehensive Plan update, the City's wetland consultant verified the wetland boundaries established in Snohomish County's wetland survey.

Environmentally critical areas are displayed on the Wetlands, Steep Slopes, Floodplains and Aquifer Recharge Areas maps. These maps are intended to show the general location of known environmentally critical areas; site-specific identification and delineation is required at the time of a project proposal.

It should be noted that the City of Mill Creek does not contain any shorelines of the state as defined by RCW 90.58.030, and thus, is not required to adopt a Shoreline Management Plan.

### **Wetlands**

Wetlands of various sizes occur within Mill Creek and its MUGA and many of the larger wetlands are depicted on the Wetlands map. Some of these large wetland systems include those associated with the riparian habitats of North Creek, Penny Creek, Tambark Creek and Nickel Creek. Of these systems, the North Creek wetlands are the most extensive, running from the northern city limits to the southern city limits and beyond. In places, the wetlands are several hundred feet in width and dominated by forested vegetation.

Other wetlands include those associated with Sitka Creek and Mill Creek. Numerous depressional and slope wetlands of varying size are situated throughout the City. The peat substrate, bog-like wetland systems in the vicinity of Thomas Lake along 35<sup>th</sup> Avenue SE are fairly unique; relatively few such wetlands occur in Snohomish County.

The 2003 Wetland Assessment indicates varying conditions of wetlands within Mill Creek. While some wetlands were found to be in good condition, others were found to be significantly degraded. The reasons for these varying conditions ranged from past agricultural activities (including grazing) to fragmentation, to increased surface water runoff resulting from urban development and the attendant loss of natural vegetation.

### **Streams and Drainage Ways**

The City of Mill Creek lies within the Sammamish River watershed, which is comprised predominantly of the North Creek basin and a small portion of the Little Bear Creek basin. There are seven primary sub-basins that make up the drainage area of Mill Creek and its MUGA including North Creek, Penny Creek, Tambark Creek, Mill Creek, Silver Creek, Swamp Creek and Nickel Creek. A small portion of the Little Bear Creek sub-basin is located within the eastern portion of the MUGA.

### North Creek

Of the five streams within the City, North Creek is the largest with respect to volume and channel width. Originating in Everett, North Creek runs the full extent of the City from the north end to the south end, and then flowing south until it merges with the Sammamish River in the City of Bothell. North Creek contains steelhead and provides spawning and rearing habitat for Chinook salmon both of which have been identified as threatened species under the Federal Endangered Species Act. Other salmon species such as Coho salmon and Sockeye salmon also occur in North Creek. Together with its associated wetlands, North Creek comprises a significant riparian system of both local and regional importance. As development has occurred along the North Creek corridor, conservation easements have been granted to the City to permanently protect this valuable resource.

### Penny Creek

Penny Creek originates outside the City, flowing from the north to Thomas Lake, and then running in a westerly direction through the golf course and underneath SR 527 before merging with North Creek. Many of the upper reaches of Penny Creek are absent of riparian vegetation as a result of past development activity. Like North Creek, Penny Creek supports salmonid species including Coho salmon, steelhead and Sockeye salmon.

### Nickel Creek

Nickel Creek is a salmon-bearing stream that originates within the City of Mill Creek in the vicinity of the Chatham Park development. Nickel Creek is tributary to North Creek, and has undisturbed riparian vegetation along the majority of the creek.

### Mill Creek

Mill Creek is a minor tributary of North Creek and originates east of SR 527. Mill Creek was informally referred to as Smokehouse Creek for a number of years, but in 2001 was officially named Mill Creek by the State Board of Geographic Names. Coho salmon are likely to be present in Mill Creek.

The upper reaches of Mill Creek have been disturbed by past development activities, but the lower portion (beginning at the senior housing development located at 14905 Bothell-Everett Highway) is undisturbed.

### Sitka Creek

Sitka Creek is another minor tributary of North Creek, originating near the City's northern boundary near McCollum Park. The creek and its associated wetlands have experienced little pressure from development until recently, with the construction of several residential projects nearby. In an effort to preserve the pristine character of Sitka Creek, these developments have utilized stormwater facilities designed to minimize impacts upon the creek.

### Tambark Creek

Tambark Creek originates south of Thomas Lake and flows south, crossing under 180<sup>th</sup> Street SE, then flowing westward into Silver Creek.

### Fish and Wildlife

Development within Mill Creek and surrounding areas has significantly reduced available habitat for fish and wildlife. The loss of forested areas that once dominated the landscape has resulted in the loss of habitat for birds and animals, and has accelerated the volume and rate at which runoff enters streams and rivers. This runoff transports pollutants and sediments into streams, which degrade stream conditions that support fish and other aquatic species. The loss of vegetation adjacent to streams increases in-stream temperatures and eliminates available woody debris, which are essential ingredients of a healthy stream system.

Because Mill Creek residents place a high value upon the natural environment, many areas have been preserved as the City has developed. Riparian corridors, such as the North Creek, Penny Creek and Tambark Creek corridors, as well as the extensive network of open space throughout the City, provide excellent habitat and movement corridors for birds, fish and mammals. Herons are often seen flying along the North Creek Greenway, and red-tailed hawks and bald eagles can be seen soaring above the North Creek Park located just south of Mill Creek.

### Groundwater Resources/Aquifer Recharge Areas

Groundwater is present throughout Mill Creek, though a comprehensive study has not been conducted to determine the location and depth of groundwater. The groundwater regime is important because of its role in discharging surface water into wetlands and streams, and in maintaining stream base flows during dry periods. Groundwater also supports aquifers for domestic drinking supplies. The majority of Mill Creek is now supplied with water from a public water system, although a small number of residents rely on private wells for their supply of potable water.

Aquifer recharge areas function as large underground “reservoirs” of water that provide water to wells for domestic use. Snohomish County has identified certain aquifers as critical aquifers because they provide the primary source of drinking water for most of the County residents. Based upon an inventory conducted by Snohomish County in 2003, there are some low to moderate aquifer sensitivity areas present within the city limits.

### **GEOLOGIC HAZARD AREAS**

Geologic hazard areas include those areas that are susceptible to erosion or landslides. These areas have been identified on the Steep Slopes map, and occur primarily north of Nickel Creek (south of Seattle Hill Road), on the west and south sides of Dumas Road and west of North Creek. According to the Snohomish County Soil Survey, these areas exhibit steep slopes and contain soil types that are prone to erosion or slippage.

## **ENVIRONMENTAL ISSUES**

### **Stormwater Management**

#### *Water Quality*

Sedimentation in North Creek and its tributaries and associated wetlands results from stormwater run-off, inadequate erosion control measures, inappropriate grading practices and other non-point source discharges. Sediments have an adverse impact on water quality in the streams and may result in continued degradation of habitat for salmon and aquatic vegetation. Along with sediment, stormwater run-off carries other pollutants that have an adverse impact on water quality in wetlands and streams.

With continued development in the North Creek watershed, the amount of impervious surface is increased. Paved surfaces and compacted soils do not allow water to infiltrate, which interrupts the natural hydrologic cycle. Without proper stormwater mitigation measures, this leads to increased stream flows and possible flooding, scouring of stream channels, deposition of sediment and loss of aquatic habitat.

#### *Regional Issues*

Streams and wetlands do not recognize jurisdictional boundaries. Decreased water quality and increased volumes and frequencies of surface water can have significant and cumulative impacts on downstream water bodies. In particular, North Creek is tributary to the Sammamish River, which provides habit for several species of salmon.

Mill Creek recognizes the importance of regional coordination in developing strategies to protect threatened and endangered species. To this end, the City is participating in Watershed Resource Inventory Area (WRIA 8) with other jurisdictions within the WRIA for the purpose of salmon recovery. The City participates on a regional level and is responsible for addressing long-term watershed planning and conservation for watershed basins within the City and the MUGA.

### **Groundwater Protection**

Ongoing development decreases the amount of pervious ground that is essential for the infiltration of precipitation into a water table or aquifer. The interruption of this natural process may impact the recharge of wetlands and aquifers through groundwater transport and reduce base flows. Further, impervious areas generate a higher volume of pollutant-laden stormwater, which can impact the quality of water within streams, wetlands and aquifers.

The area just north of the intersection of Seattle Hill Road and 35<sup>th</sup> Ave. SE, along with the majority of the southeastern MUGA are located within a Sole Source Aquifer for the Cross Valley Water District. Thus, land developments in this area should take measures to reduce impervious areas. Stormwater systems for these developments should be designed to minimize impacts to groundwater resources serving the Cross Valley Water District.

## **Wetland Preservation**

A wetland can be associated with and adjacent to a stream or lake, may be located in a depression or may occur due to seepage along a slope. Wetlands serve several very important purposes such as protecting water quality, recharging groundwater, storing stormwater and attenuating floods, and providing habitat for wildlife. Naturally occurring wetlands are threatened by development in the Mill Creek area.

In 2001 the state legislature adopted rules requiring that jurisdictions update their Critical Area Regulations using Best Available Science. The City of Mill Creek has adopted regulations to protect wetlands that are based upon the Best Available Science.

## **Stream Preservation**

Similar to wetlands, streams within Mill Creek are threatened by development. Streams provide habitat for fish and other aquatic species. Riparian corridors provide habitat and movement corridors for birds and mammals. The loss of vegetative cover and increased impervious areas increases the volume, rate and velocity of stormwater runoff, and transports sediment and pollutants into streams, impacting streams and the species that use those waters for spawning, rearing and migration.

## **Endangered Species Protection**

With the federal listings of Chinook salmon and steelhead under the Endangered Species Act, the City faces increased responsibility for balancing economic growth with protection of the natural environment. Development of a comprehensive strategy is key to achieving this balance. Such a strategy must take into account several factors such as the long-term economic goals of the City, current development patterns and practices, integration of the Best Available Science rules into the City's Critical Area Regulations, and the City's commitment to a regional strategy for resource protection.

The restoration and maintenance of salmonid habitat is another key component of a comprehensive strategy. Opportunities for restoration are largely driven by the availability of state or federal funds for such purposes. If funds are not available to implement restoration projects, the City can focus on community-wide education and the preservation of remaining resources.

## **Erosion Control**

Slopes over 15 percent may have severe limitations for development and slopes over 40 percent are generally considered unsuitable for development. Vegetated slopes left in their natural state are less susceptible to erosion than unvegetated slopes, provide valuable wildlife habitat and act as buffers for an associated stream or wetland.

## **Aesthetic Values**

Significant stands of trees in the City lend an aesthetically pleasing image to the City's landscape as well as providing valuable habitat for wildlife. Additionally, vegetated areas provide erosion control along steep slopes and act as buffers along stream banks. As more trees and vegetation are removed, the potential for run-off and erosion adding sediment and pollutants to wetlands and streams will increase.

As more vegetated areas are developed, valuable habitat is lost, decreasing the potential for wildlife to continue to live in the natural areas of the City. The loss of natural vegetation also diminishes the wooded setting that characterizes Mill Creek and contributes to the quality of life for Mill Creek residents.

## **Air Quality**

Air quality may continue to deteriorate so long as land development continues and the population in the area increases. Factors contributing to poor air quality include suspended particulates from woodstoves and fireplaces, construction activities and increased exhaust fumes from the higher volumes of traffic. Suspended air pollutants gather in valleys and topographic depressions during certain times of the year causing an increase in carbon monoxide and particulate levels.

## **Noise**

Noise pollution may continue to increase as growth occurs and the population increases. The primary source of noise pollution is from increased traffic traveling through the City. Noise is a form of pollution that has direct and harmful effects upon the public's health and welfare and adversely affects the livability, peace and comfort of the residents and community as a whole. Like many forms of pollution, noise is both a local and regional issue.

## **ENVIRONMENTAL POLICIES**

### **Water Management Resource Policies**

#### *Policy 1.01*

Encourage land developments to use low impact development techniques, where feasible, to minimize the amount of impervious surface dedicated to streets, driveways and roofs. Use of these techniques will help reduce the amount of stormwater runoff and provide greater protection of surface and groundwater resources.

*Policy 1.02*

Ensure that land developments include stormwater facilities that meet the requirements of the Department of Ecology Stormwater Management Manual adopted by the City.

*Policy 1.03*

Continue efforts with regional coalitions, Snohomish County and other jurisdictions to promote erosion and stormwater control measures, reduce pollution and improve water quality within the City and MUGA.

*Policy 1.04*

Educate residents about water quality and quantity management issues including the initiation of Best Management Practices for residential neighborhoods situated adjacent to wetlands, streams and other watercourses.

**Wetland and Stream Preservation Policies**

*Policy 2.01*

Ensure that land development activities avoid straightening, channelizing, and rerouting existing drainage courses. Ensure that structures and impervious surfaces are set back from streams and wetlands so that riparian vegetation and wetland buffers are maintained in a naturally vegetated condition.

*Policy 2.02*

Protect wetlands, streams and associated buffers in their natural state to preserve wildlife habitat, maintain hydrologic functions, and protect water quality and quantity. Alteration of wetlands and streams and their buffers through clearing, grading, draining and/or filling is discouraged.

*Policy 2.03*

Ensure that buffer widths for streams and wetlands are the minimum width necessary to protect the integrity, function and value of the resource and are based upon Best Available Science rules adopted by the state of Washington (RCW 36.70A.172 and WAC 365-195, part 9).

*Policy 2.04*

Allow alteration of wetlands and streams only after it has been demonstrated that no design alternative exists to afford reasonable economic use of the property and when compensatory mitigation is provided that adequately compensates the hydrologic functions, water quality functions and lost wildlife habitat. Proposals to alter wetlands and streams shall reflect and incorporate the Best Available Science.

*Policy 2.05*

Protect streams, wetlands, and their associated buffers in perpetuity through the use of tracts, conservation easements or other means to achieve permanent protection.

*Policy 2.06*

Clearly identify wetlands and other watercourses on development site plans and City Critical Areas Maps.

*Policy 2.07*

Seek opportunities to enhance and restore wetland, stream and wildlife habitat areas within the City and MUGA.

**Fish and Wildlife/Habitat Policies**

*Policy 3.01*

Protect fish and wildlife habitat through the development of a land use plan and development regulations that are sensitive to valuable habitat areas.

*Policy 3.02*

Restore and maintain the habitat upon which federally-listed threatened or endangered species rely.

*Policy 3.03*

Implement Critical Area Regulations that consider the presence of species that are listed as threatened or endangered under the Endangered Species Act.

*Policy 3.04*

Implement Critical Area Regulations based upon Best Available Science rules adopted by the state of Washington.

*Policy 3.05*

Work cooperatively with regional and local jurisdictions to implement a comprehensive, science-based recovery plan for federally-listed threatened or endangered species.

*Policy 3.06*

Educate residents on issues pertaining to fish and wildlife and the protection of habitat of threatened populations.

**Erosion Control Policies**

*Policy 4.01*

Ensure that land clearing, grading and filling practices minimize soil erosion and sedimentation into streams, wetlands and other watercourses. Ensure that all required temporary and permanent erosion control measures are adequately installed to control water runoff prior to, during and after land clearing or disturbance activities.

*Policy 4.02*

Discourage land development proposed on slopes over 15 percent. Consider development on slopes between 15 - 40 percent provided that specific site engineering can demonstrate that subsequent development is safe and will not adversely affect drainage



courses, vegetation or slope stability. Prohibit development on slopes 40 percent or greater, and establish minimum setbacks to protect slope stability.

### **Aesthetic Values Policies**

#### *Policy 5.01*

Protect the City's image, which is characterized by an abundance of natural vegetation indigenous to the northwest, by encouraging new development to provide landscaping that emphasizes the use of native plant materials (including drought resistant species), provides a unified design element, achieves compatibility between varied uses and provides attractive entrances into the City.

#### *Policy 5.02*

Preserve natural vegetation that significantly contributes to the aesthetic values of the City and adds to the natural scenic views. Require all new developments to establish roadway buffers / cutting preserves adjacent to arterial and collector streets consistent with the City subdivision regulations. Three types of cutting preserves are provided to achieve diversity in landscape treatment: undisturbed native growth; natural planting; and formal (see definition in Streetscape Element, Policy 3.03).

#### *Policy 5.03*

Preserve and/or establish vegetated buffer zones between developments and watercourses to protect the integrity of the aquatic systems, to enhance water quality and to ensure adequate habitat for fish and wildlife.

#### *Policy 5.04*

Preserve wooded areas in critical areas/buffers and roadway buffers to ensure adequate habitat for wildlife.

#### *Policy 5.05*

Support private and public efforts to obtain conservation easements in areas with significant vegetated backdrops, scenic vistas and wildlife habitat areas.

### **Air Quality Policies**

#### *Policy 6.01*

Participate with regional transit and other transportation agencies to promote and encourage carpooling and other public transportation programs that result in improved air quality in the North Creek Basin.

#### *Policy 6.02*

Require all construction activities to initiate and follow "Best Management Practices" to reduce dust and suspended particulates during the construction process. Ensure that all construction related dust and dirt remain on-site.

*Policy 6.03*

Participate in and coordinate with the Puget Sound Air Pollution Control Authority to ensure that all wood stoves installed for use in new homes meet the applicable U.S. Environmental Protection Agency and state standards.

*Policy 6.04*

Encourage the Puget Sound Air Pollution Control Agency to establish a monitoring station within the North Creek Drainage Basin to ensure that the air quality remains within the accepted standards.

**Noise Policies**

*Policy 7.01*

Ensure that excessive noise does not impair the permitted land use activities in residential, commercial and industrial zoning districts.

*Policy 7.02*

Consider implementing reasonable and effective noise mitigation measures for arterial road improvements in residential areas if the existing or projected noise levels exceed City adopted standards.

*Policy 7.03*

Work with state and county agencies to mitigate highway and arterial noise, while addressing aesthetic concerns.

*Policy 7.04*

Evaluate the benefit of measures designed to mitigate arterial noise, specifically noise walls, along with impacts on the pedestrian environment and character of the neighborhood.

*Policy 7.05*

Evaluate noise impacts when reviewing measures designed to keep traffic volumes and speeds within reasonable limits on collectors and arterials.

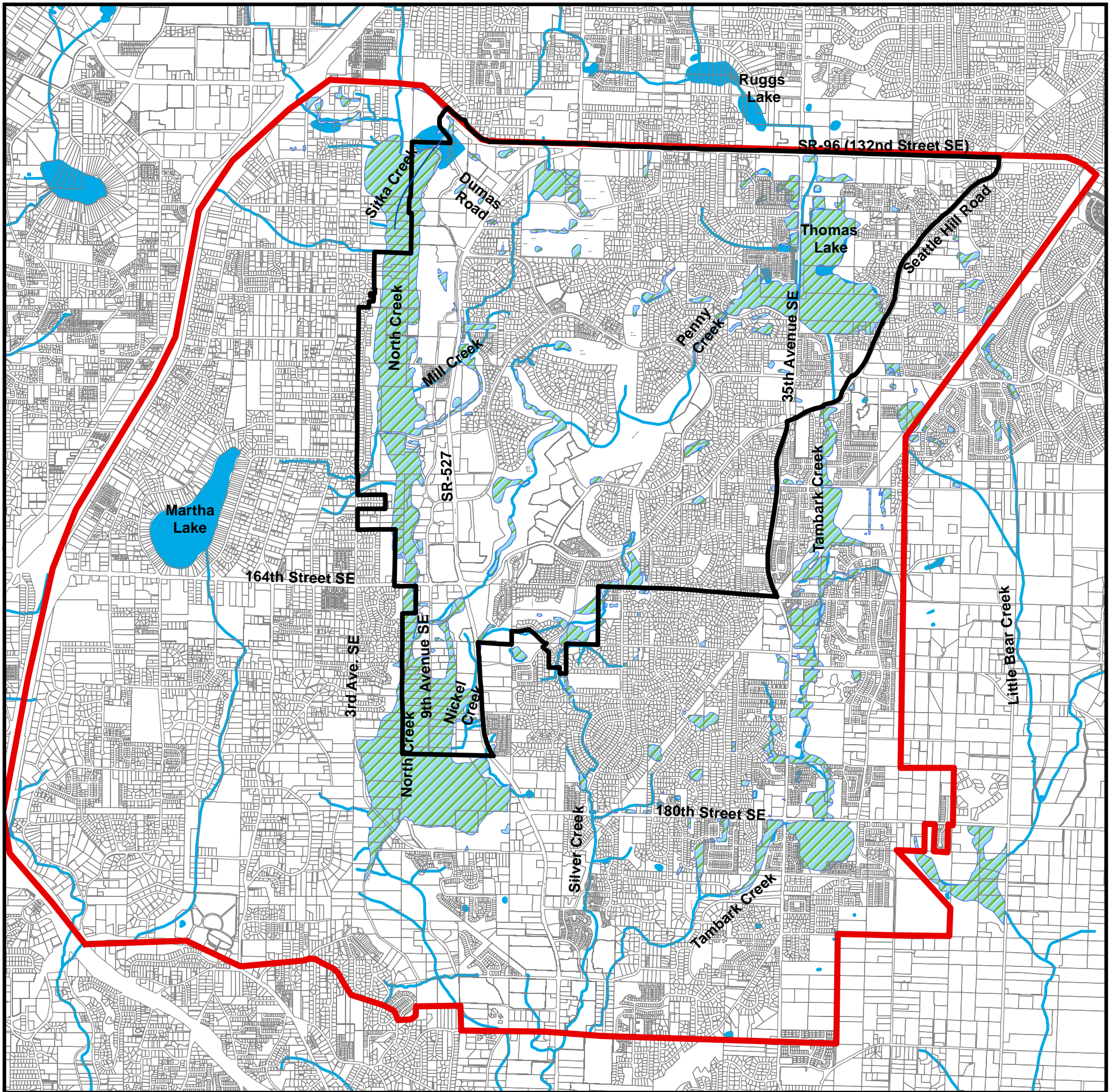
*Policy 7.06*

Require new residential development to include traffic noise abatement design and materials where necessary to minimize noise impacts from arterials.



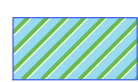


*Policy 7.07*

Ensure that landscaping within required roadway buffers and cutting preserves within residential neighborhoods take noise levels of adjacent streets into consideration. Where noise levels exceed City standards, ensure that landscaping includes vegetation that attenuates noise impacts.

# Wetlands & Water Features



Council Ord. 2015-802  
Effective December 18, 2015

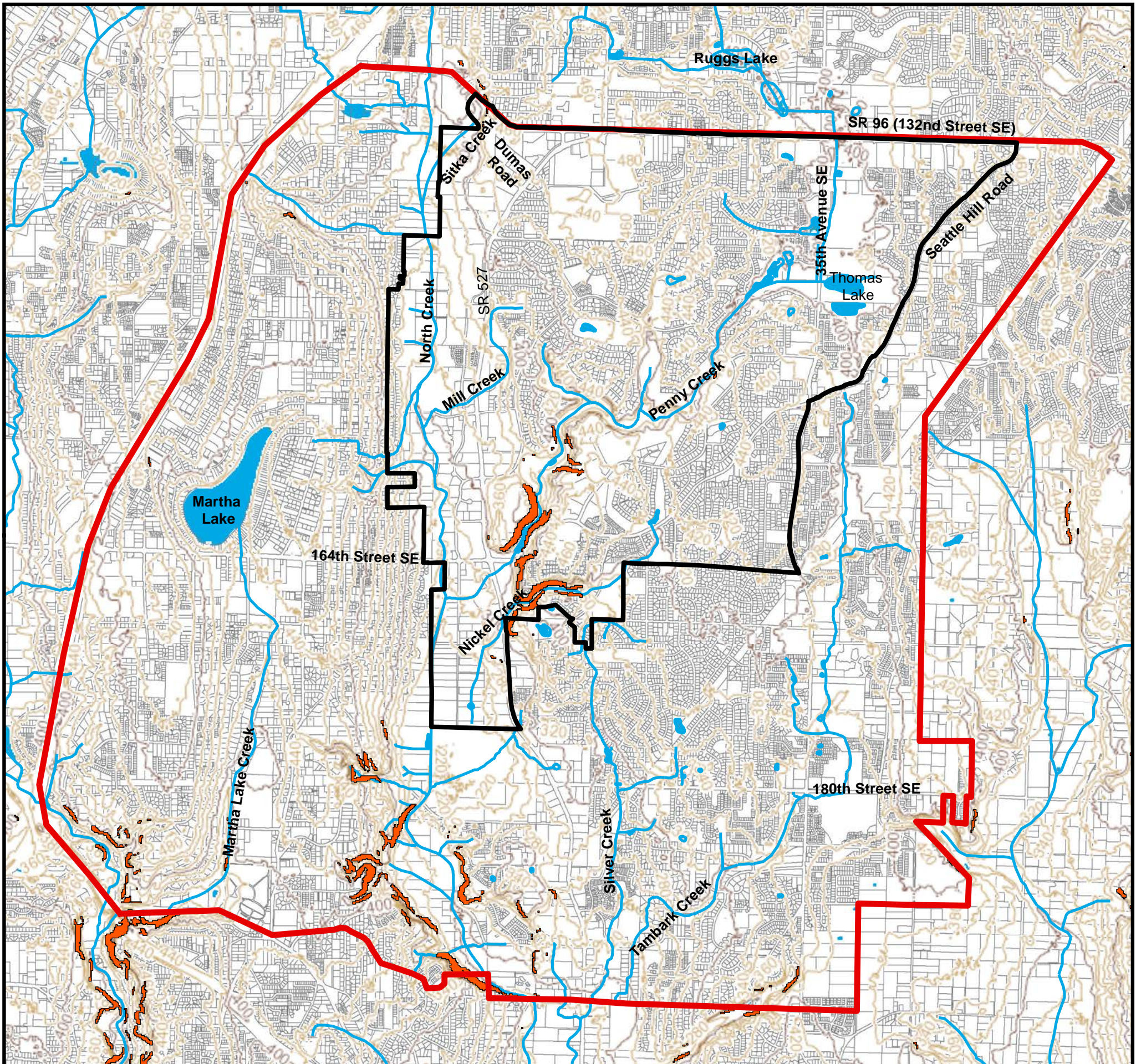
-  City Limits
-  Municipal Urban Growth Area Boundary
-  Wetland
-  Waterbody
-  Watercourse






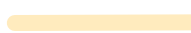
Disclaimer: Wetlands shown are approximate in location and also shown for historical reference. A site specific wetland delineation is required prior to development per MCMC 18.06. GIS data (maps) are produced by the City of Mill Creek for general information purposes. No representation or guarantee is made concerning the accuracy, currency, or completeness of the information provided.

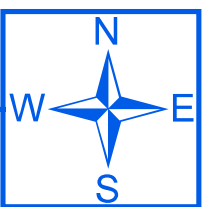


# Steep Slopes



Council Ord. 2015-802  
Effective December 18, 2015

-  City Limits
-  Municipal Urban Growth Area
-  Steep Slopes
-  20 Foot Contour



Disclaimer: Steep slopes shown are approximate in location. A site specific geotechnical study is required prior to development per MCMC 18.06. Contour data is obtained from Snohomish County and derived from LiDAR-based elevation models. GIS data (maps) are produced by the City of Mill Creek for general information purposes. No representation or guarantee is made concerning the accuracy, currency, or completeness of the information provided.



# **CHAPTER XIII**

## **PARKS AND OPEN SPACE ELEMENT**

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### **INTRODUCTION**

Parks and recreational facilities are important components of the City and add immeasurably to the quality of life. Generally considered the counterparts of residential, commercial and industrial development, these lands are typically owned by the public and operated for the benefit of the community at large. The intent of the Parks and Open Space Element is to present goals and policies to guide acquisition, development and implementation of the City's Parks and Open Space program. The content and format of this element is in accordance with the Comprehensive Plan criteria of the Washington State Recreation and Conservation Office to ensure eligibility to apply for grants administered by that agency.

This element is also developed in accordance with the Washington State Growth Management Act (GMA). Pursuant to the GMA, jurisdictions are required to adopt "mandatory" Comprehensive Plan elements. A Parks and Recreation Element is one of the elements required by the GMA. As an element of the Comprehensive Plan, the Parks and Open Space Element must be consistent with the other elements of the plan. Specifically, proposed park facilities and the Level of Service (LOS) standards set forth in this element must be consistent with the Land Use Element and the capital project funding levels adopted in the Capital Facilities Plan Element of the Comprehensive Plan.

The GMA also requires jurisdictions to identify lands that may be useful for public purposes. This element identifies the general location of properties that may be suitable for public park and open space uses on the Parks and Open Space Map. The parks and open space facilities identified in this element are also identified on the Land Use Element map and are addressed in the Capital Facilities Plan Element.

### **PARKS AND OPEN SPACE PLAN**

The Parks and Open Space Plan contains the Level of Service (LOS) Standards and Facility Guidelines for parks and open space facilities, a list of existing, needed and proposed facilities, implementation strategies, and the Plan Maps. Information contained in the goals and policies provide the basis for the development of the park and recreation LOS Standards and Facility Guidelines, as well as the proposed facilities illustrated on the Parks and Open Space Map.

## **Parks and Open Space Facilities Description**

To guide the designation of planned parks and open space facilities, the following facility descriptions are presented. The descriptions have been tailored to the Municipal Urban Growth Area (MUGA) using nationally recognized criteria from the National Recreation and Parks Association (NRPA). The descriptions are intended to be general in their application, but should be considered by the City and private development community in the siting and designing of park and open space uses.

### **1. Regional Parks:**

Regional parks should contain a minimum of 50 acres and should ideally serve a population based on the standard of seven acres per 1,000 persons. Regional park facilities should contain both active and passive uses and siting requirements similar to those established for community parks.

Because of the large size, cost and service area of regional parks, multi-jurisdictional cooperation is often necessary for acquiring, developing and maintaining a regional park facility. In addition, opportunities exist for including additional public facilities such as schools, transit facilities, a performing arts center, a community center, regional drainage facilities, wildlife preserves and other uses considered compatible with the general scope or theme of a regional park.

### **2. Community Parks:**

Community parks should range between 5 and 35 acres and should ideally serve a population based on a standard of between five and eight acres per 1,000 persons. The desired service area for community parks is a one- to two-mile radius of several neighborhoods that would contain a population of up to 15,000 residents. In areas that lack sufficient park facilities, community parks will serve a much larger area and population. Community parks should provide opportunities for both active and passive recreation activities, and be large enough to provide room for organized sports such as soccer and baseball fields, a recreation center, basketball and tennis courts, a trail system, swimming pool and/or a group-use shelter.

Community parks should be within close proximity of the community served and be located on collector or arterial streets that provide easy vehicular access to the residents of the community. Since community parks may be surrounded in part by residential development, active organized sports should be planned in areas and/or in a manner that will not detrimentally impact surrounding residences. Community park needs can also be served by facilities owned by other public agencies, such as a school district, as long as the public has the right to utilize the facilities. Adequate provision for parking is required since many people would travel to the park by automobile.

Like regional parks, the relatively large size, high cost and extended service area of a community park often require multi-jurisdictional cooperation for the acquisition, development and maintenance of a community park facility.

### **3. Neighborhood Parks:**

Where possible, neighborhood parks should be sited near the center and within a 1/4 to 1/2 mile walking radius to the neighborhood population groups served. In areas that lack sufficient recreational facilities, neighborhood parks will serve a much larger area. Recreational activities related to neighborhood parks include both passive and active uses, as well as multi-purpose facilities designed to serve the needs of the adjacent neighborhood. Active uses usually include non-organized sports facilities (i.e., basketball, tennis and play equipment) and should be conducted in such a manner as to be compatible to the surrounding residential areas. Passive uses include public gathering areas, public plazas, open play areas, nature trails and picnic areas. Restroom facilities should be provided in neighborhood parks.

Neighborhood parks should emphasize convenient and safe access by pedestrians and bicyclists. These parks should generally be one to five acres in size and serve a population consistent with the NRPA standard of two acres per 1,000 persons. Adequate space for open play fields and play equipment should be emphasized, and on street parking areas should be limited in size. During peak use times, on-street parking is necessary to serve the needs of park users that drive to the park.

### **4. Open Space - Greenway:**

Public/private open space/greenway areas including streams and wetland buffers, natural vegetation areas and large open spaces can be utilized for passive recreation purposes and pedestrian (hiker/biker) linkages. Open spaces/greenways can also be used to buffer potentially incompatible land uses.

### **5. Private "Mini-Parks" and Open Space:**

Private open spaces would include the golf course, nature preserve, tot lots, and mini-parks. Tot lots should be located within easy accessibility to surrounding neighborhood residences or within commercial centers. Passive open spaces such as natural preserves and greenbelts should be planned in areas to separate incompatibilities and provide for pedestrian and wildlife corridors.

### **6. Pedestrian Facilities**

Pedestrian facilities provide linkages between neighborhoods, parks, schools, transit facilities and commercial areas. Within the context of this element, pedestrian facilities include both multi-use facilities such as the North Creek Trail and on-street sidewalks. Future pedestrian facilities, whether constructed by the City or private developer, should provide connections to the existing public pedestrian facilities system and/or activity areas such as parks, schools, transit, and shopping. Pedestrian facilities are sometimes located on private property with easements granted to the public to allow access.

## **Parks and Open Space Level of Service Standards and Facility Guidelines**

The purpose of this section is to establish the criteria and standards for the amount, size, and type of park facilities needed for the population. The parks and open space needs have been separated into two categories, "Level of Service (LOS) standards" and "Facility Guidelines."

The adopted public park and recreation facility LOS Standards and Guidelines for the City of Mill Creek and its Municipal Urban Growth Area (MUGA) are used to evaluate existing facilities as well as projected facility needs for the planning period (2035). A brief description of these standards and guidelines is contained below.

### 1. LOS Standards:

The LOS Standards are applicable to the City and are intended to reflect the recreation facilities required to serve the anticipated population of the City and immediate surroundings, as well as the City's ability to provide those facilities.

LOS Standards are subject to the concurrency requirements adopted by the City of Mill Creek consistent with the provisions of the Growth Management Act. Future development proposals and annexations will be analyzed to determine their impact on the parks and open space facilities. Implementation strategies for obtaining the facilities necessary to meet the adopted LOS Standards are contained later in this element. In addition, the Capital Facilities Plan Element contains a financing plan for park facilities needed to meet the adopted LOS Standards and is thereby consistent with this element.

#### *Neighborhood Parks*

The City of Mill Creek has determined that the Parks and Open Space Level of Service (LOS) Standards for neighborhood parks is two (2) usable acres of park land for every 1,000 citizens. In applying this standard, the term "usable park land" can be defined as land area suitable (e.g., not dominated by wetlands, steep, slopes or other critical areas) for active and passive recreation uses. Based upon criteria established by the National Recreation and Parks Association, active uses within neighborhood parks include non-organized facilities such as basketball, tennis and play equipment. Passive uses include open play areas, picnic areas and nature trails.

The City currently has 43 acres of neighborhood parks with a corresponding Level of Service Standard of 2.3 acres/1,000 persons. A majority of the existing city limits is well served with neighborhood parks; however, there is a gap in the northwest corner of the City. Thus, additional neighborhood park facilities to serve this neighborhood are discussed under Proposed Facilities.

In the long run, the City will need to identify an additional 82 acres of neighborhood park land to meet the Level of Service Standard for the targeted 2035 population (67,940) within Mill Creek and its MUGA or adjust the LOS for areas in the MUGA at



the time of annexation if land is not available or the City does not have funding to acquire and develop additional park land.

## **2. Facility Guidelines:**

Facility guidelines are to be used by the City in guiding the design and development of community parks, and in working with other jurisdictions or public agencies to encourage park and open space acquisition and facilities development within the City's Municipal Urban Growth Area (MUGA). Facility Guidelines, unlike LOS Standards, are not intended to be used as design criteria for calculating the exact capacity of individual parks and are not subject to the concurrency requirement. In addition, the Facility Guidelines should not overshadow the role that good quality facilities, regular maintenance and good programming play in the provision of a well-balanced park and recreation system.

The City has adopted a Facility Guideline for community parks (3 acres/1,000 population). Although these facilities are not subject to concurrency at this time, the City recognizes the need for these facilities in the Mill Creek vicinity. If adequate funding sources are identified through the annual Capital Improvement Plan process, the Parks and Open Space Element may be amended to classify these facilities as an LOS Standard, subject to concurrency.

Regional Parks use similar siting criteria and provide some of the same amenities as Community Parks such as ball fields, play equipment, restrooms, picnic tables and trails. Therefore, it is appropriate to use a portion of the Regional Park acreage in meeting the Level of Service Guidelines for Community Parks. There are two regional parks within the MUGA: McCollum Park and North Creek Park. In response to a question in the 2015 Park Needs Survey regarding usage of these two parks, 65% of the survey respondents, who are also Mill Creek residents, stated that they use McCollum Park and 35% indicated that they use North Creek Park.

The following criteria were established to identify an appropriate percentage of the regional park acreage to use in evaluating how the Regional Parks are meeting LOS Guidelines for Community Parks: location, amenities offered, area served, need of residents, and actual usage. Both parks are located within the MUGA adjacent to the city limits and offer play equipment, restrooms, picnic tables and trails. It was determined that 35% of the acreage from North Creek Park is meeting the City's Community Park needs and, given the higher actual usage and the additional amenities offered at McCollum Park, 50% of the acreage is meeting the City's Community Park needs.

Table 1 below provides an assessment of how the City meets or does not meet the adopted Level of Service Standards/Guidelines for neighborhood and community parks.

**Table 1  
Level of Service Standards/Guidelines for Neighborhood and Community Parks**

	Existing Facilities	2014		2035		
		City Population 18,780 MUGA Population 58,591 <sup>1</sup>	Facilities Needed	Surplus / (Deficit)	Targeted City Population 20,196 Targeted MUGA Population 67,940 <sup>1</sup>	Facilities Needed
<b>Neighborhood Park - LOS Standard 2 Acres per 1,000 Population</b>						
City	43	38	6	40	3	
MUGA	53	117	(64)	136	(83)	
<b>Community Park - LOS Guidelines 3 Acres per 1,000 Population</b>						
City	15 <sup>2</sup>	56	(41)	61	(46)	
MUGA	147 <sup>3</sup>	176	(29)	204	(57)	

Source for Population and Targeted Population: Snohomish County Tomorrow 2013-2014 Growth Monitoring Report

- <sup>1</sup> MUGA Population includes both City of Mill Creek population and the population in the unincorporated MUGA area combined.
- <sup>2</sup> The existing community park facilities for the City include Mill Creek Sports Park, ¼ of Tambark Creek Community Park (which is based on the City's 25% ownership of the park).
- <sup>3</sup> The existing community park facilities for the MUGA include Mill Creek Sports Park, 50% of McCollum Park 35% of North Creek Park, Tambark Creek Park, Martha Lake Park, and Martha Lake Airport Park.

### **Existing Parks, Pedestrian Facilities, and Open Space Inventory**

#### **1. Regional Parks:**

##### **McCollum Park**

McCollum Park consists of 78 acres and is located just west of Dumas Road on the south side of SR 96. The park has an outdoor swimming pool, picnic facilities, BMX track, play equipment, trails, open play fields and houses the Washington State University Extension Facilities and the Adopt-A-Stream Foundation, which features a trout stream exhibit. In evaluating the Level of Service for Community Parks, 50% of the McCollum Park acreage was used to determine the current Community Park acreage provided in the MUGA.

##### **North Creek Park**

North Creek Park is located south of Mill Creek city limits and is owned and maintained by Snohomish County. This park is approximately 80 acres in size and is predominantly wetland and provides habitat for a wide variety of wildlife. Improvements include play equipment, a boardwalk with interpretive signs, picnic tables, restroom facilities, and parking. In evaluating the Level of Service for Community Parks, 35% of the North Creek Park acreage was used to determine the current Community Park acreage provided in the MUGA.

## 2. Community Parks

### Mill Creek Sports Park

This park, located at Trillium Boulevard and SR 527, is 4.8 acres in size and includes a lighted, all-weather surface ball field (designed to accommodate Little League baseball, youth softball, and youth soccer), a skateboard park, restroom facilities, concession stand, tot lot, and parking.

### Tambark Creek Park

The City and County jointly own Tambark Creek Park, which is a 40-acre parcel located in the Tambark Creek corridor (east of 35<sup>th</sup> Avenue SE and north of 180<sup>th</sup> Street SE), outside of the city limits, but inside the City's Municipal Urban Growth Area (MUGA). Facilities include a restroom and picnic shelter; children's playground; off-leash dog area; trails; all-weather surface, lighted, baseball and soccer fields; and a parking area.

### Martha Lake Park

Snohomish County owns and maintains this 6-acre park that is adjacent to Martha Lake. The park is east of Interstate 5 and north of 164<sup>th</sup> Street SE. The park includes three fishing docks, lake access/beach including a swimming area with handicapped access, a playground, picnic tables and shelters, restroom, parking and a wetland boardwalk.

### Martha Lake Airport Park

This former airfield is located just north of Martha Lake and east of Interstate 5. The site is 28.76 acres in size and includes two soccer fields, a Little League baseball field, skate park, playground, two picnic shelters, public art, walking trails and parking. A portion of the site is undeveloped. The County is planning to develop the remainder of the site in the future.

## 3. Neighborhood Parks

The City currently has eleven neighborhood parks within the city limits, and there is one neighborhood park in unincorporated Snohomish County within the City's MUGA. A brief description of each neighborhood park facility follows:

### Buffalo Park

Buffalo Park consists of 1.25 acres and is located in the East Gateway Urban Village subarea at the intersection of 44<sup>th</sup> Avenue and the spine road. Amenities include a restroom and picnic shelter, play equipment, traditional swings (including an ADA swing) and a disc swing, an ADA accessible spinner toy, benches, open grassy play area and a Bocce Ball court.

### Heron Park

Heron Park consists of 3.8 acres and is located at the northeast corner of Village Green Drive and 155<sup>th</sup> Street SE. Amenities include a picnic shelter, restroom facilities, a playground with a play structure, picnic tables, a tennis court, walking

paths and a two-acre passive use area with a path surrounding a wetland/detention pond.

#### Highlands Park

Highlands Park consists of 3.5 acres and is located within the Highlands neighborhood on Highlands Boulevard SE. Amenities include restroom facilities, a playground with a play structure, swings, picnic tables, a tennis court, a basketball court and walking paths.

#### Library Park

Library Park consists of 1.2 acres and is located adjacent to the Hammit Public Library on the east side of SR 527 at 156th Street SE. Amenities include a playground with a play structure, picnic tables, stage area, benches and a walking path. A Veterans monument and a Sustainable Demonstration Garden are also located at Library Park.

#### Nickel Creek Park

Nickel Creek Park consists of 19.75 acres and is located along the Nickel Creek corridor west of Seattle Hill Road. Amenities include a playground with play structure, a half basketball court, swings, and picnic tables.

#### Pine Meadow Park

Pine Meadow Park consists of 4.5 acres and is located south of 158th Street SE, on the west side of 35<sup>th</sup> Avenue SE. Amenities include restroom facilities, playground with play structure, picnic shelter, a half basketball court and grassy play area.

#### Pine Meadow Park West

Pine Meadow Park West consists of 1.5 acres of mostly wooded property located on the west side of 32<sup>nd</sup> Avenue SE at approximately 155<sup>th</sup> Place SE. The park is not developed but is planned for a trail and a picnic area.

#### Cougar Park

Cougar Park consists of 5 acres and is located at 32<sup>nd</sup> Drive SE and 148<sup>th</sup> Street SE. Improvements include restroom facilities, playground, play structure, climbing rock, cable ride, picnic shelter, and open grass play area.

#### Hillside Park

Hillside Park consists of 1.2 acres and is located within the Vineyards at Mill Creek subdivision on 12<sup>th</sup> Avenue SE. Amenities include a playground, play structure, picnic tables, and half basketball court.

#### Silver Creek Park

Snohomish County owns and maintains this 10.11-acre park that is accessed via 180th Street SE and 20th Drive SE, just south of the City of Mill Creek. This property was donated to Snohomish County for park and open space purposes in 1979 and 1987. Silver Creek Park features a gentle rolling meadow and stream corridor site, portions of which are under the Seattle City Light Transmissions line right-of-way.

Amenities include walking trails, bridges, children's play areas, and a riparian corridor interpretation.

#### Silver Crest Park

Silver Crest Park is .61 acres in size and is located within the Silver Crest subdivision on 28<sup>th</sup> Drive SE. Amenities include a full basketball court, playground, picnic tables, and a grassy play area.

#### North Pointe Park

North Pointe Park is 1 acre in size and was dedicated to the City as a part of the development of the North Pointe subdivision. The park has not been officially named. It is currently only developed as an open grass play area with landscape beds; however, potential future amenities include restroom facilities, playground, play structure, and picnic tables.

Table 2, on page 10, contains a summary of recreation amenities available within the public parks located within the City of Mill Creek and its MUGA as described above.

#### **4. Pedestrian Facilities**

The City of Mill Creek and its MUGA have an extensive system of sidewalks and public and private trails. Many of the trails located in the original City core are private trails located in neighborhoods and these trails provide connections to public trails and sidewalks. An inventory of primary public trails and sidewalks is included in the Transportation Element.

#### **5. Public Open Space Facilities/Corridors:**

##### Seattle City Light Transmission Line Right-of-Way

Located in unincorporated Snohomish County south of the city limits, these properties include the Olympus Meadows and the Transmission Line/Misty Manor properties. This linear open space is situated mainly under the Seattle City Light transmission line corridor. A pedestrian trail utilizes an existing service road.

##### Rhody Ridge Arboretum

Rhody Ridge Arboretum is owned by Snohomish County, is 11 acres in size, and features a botanical garden. The property is located at 17427 Clover Road south of 164<sup>th</sup> Street and just west of the city limits. The facility is a private/life estate facility. Tours are available by appointment only.

#### **Condition of Parks, Pedestrian and Open Space Facilities**

The City of Mill Creek maintains all of its park, trail/pedestrian, and open space facilities on a regular basis. Existing facilities are in good condition and are routinely inspected for safety compliance.

**Table 2**

**Summary of Recreation Facilities within Public Parks Located within Mill Creek and the MUGA**

	Restrooms	Picnic Shelter	Picnic Tables	Play Equipment	Swings	Climbing Rock	Cable Ride	Open Grass Play Area	Tennis Court	Basketball Court	Soccer Field	Baseball/Little League Field	Concession Stand	Trails / Boardwalk	Swimming Pool	Off-Leash Dog Area	Lake/Fishing Dock	Skateboard Park	Bocce Ball Court	BMX Track
<b>Neighborhood Parks</b>																				
Buffalo Park	X	X	X	X	X			X											X	
Heron Park	X	X	X	X	X			X	X					X						
Highlands Park	X		X	X	X			X	X	X				X						
Library Park			X	X				X												
Nickel Creek Park			X	X	X			X		X										
Pine Meadow Park	X	X	X	X				X		X										
Cougar Park	X	X	X	X		X	X	X												
Hillside Park			X	X				X		X										
Silver Creek Park				X										X						
Silver Crest Park			X	X				X		X										
North Pointe Park								X												
<b>Community Parks</b>																				
Mill Creek Sports Park	X		X	X							X	X	X						X	
Martha Lake Airfield	X	X	X	X							X	X							X	
Martha Lake Park	X	X	X	X				X						X			X			
Tambark Creek Park	X	X	X	X							X	X		X		X				
<b>Regional Parks</b>																				
McCullum Park	X	X	X	X				X			X	X		X	X					X
North Creek Park	X	X	X	X										X						

## Public Participation

The City implemented a Public Participation Plan for the 2015 Comprehensive Plan update in order to encourage early and continuous public involvement in the update of the Comprehensive Plan. Methods to encourage public involvement included: a dedicated webpage on the City's website, consistent and regular notification to interested parties throughout the process, an online survey specifically designed to obtain input regarding Parks and Open Space issues, Planning Commission Work Sessions which were open to the public, Open Houses to solicit public comments, and a Public Hearing before the Planning Commission. Information obtained from the ongoing Public Participation effort was utilized to confirm that the goals and policies in the Parks and Open Space Element continue to reflect the community's vision. A summary of the results of the online survey is available for review on the City's website.

## Proposed Facilities

Through application of the adopted parks and open space goals and policies, the following public park and recreation facilities are needed to serve the population within the City of Mill Creek MUGA:

- Expansion of/or additional community park facilities, including ball fields;
- A recreation/community center;
- Additional neighborhood parks and/or park facilities;
- Trails for hiking, bicycling and jogging (see the Transportation Element for a description); and
- Mini-parks.

In order to help meet the Level of Service Standards and Facility Guidelines during the planning period, several parks, trail/pedestrian, and open space facilities were identified. These facilities are designated on the Parks and Open Space map.

The general locations of these facilities (not in priority order) include the following:

### **1. Open Space:**

- Thomas Lake open space corridor - east of 35<sup>th</sup> Avenue SE and south of 132<sup>nd</sup> Street SE. As development occurs in this area, a meandering sidewalk and/or trails through the buffer will be encouraged where appropriate, which will tie into the existing sidewalk system.

### **2. Community Parks:**

- SR 527 Subarea (expansion of Mill Creek Sports Park)

- Joint use of Everett School District Facilities for organized sports.

### 3. Neighborhood Parks:

- SR 527 Subarea (if feasible, include a neighborhood park component with the expansion of Mill Creek Sports Park).

### 4. Mini-parks:

Within each new residential development not within a one-half mile of an existing or planned neighborhood park.

### 5. Pedestrian Facilities:

The majority of the North Creek Trail has been constructed in conjunction with residential development in the SR 527 Subarea and the Mill Creek Town Center. The final section along 9<sup>th</sup> Avenue SE between 164<sup>th</sup> Street SE and North Creek Park is planned for future construction, primarily by private developers in conjunction with land development. City participation in completion of the trail may also be appropriate if funding sources can be identified.

A perimeter trail is proposed along the eastern, southern and western edge of the East Gateway Urban Village subarea.

Additional discussion of the proposed pedestrian facilities is contained in the Transportation Element.

## Implementation Strategies

The implementation of the proposals within the Parks and Recreation Plan requires the acquisition and development of public park facilities by the City as well as other jurisdictions. The preservation of open space corridors can also occur through the dedication of conservation easements and/or setting aside, in perpetuity, critical areas and buffers in protected tracts on private and public property.

As noted earlier, the City currently exceeds the Level of Service Standard for neighborhood parks. While this standard is being met for the City's overall population, the existing facilities are not easily accessed by the residential population located west of SR 527. Thus, the following implementation strategies include development of additional neighborhood park facilities west of SR 527, as well as additional community park facilities, open space greenways and pedestrian paths. The funding for development of neighborhood and community park facilities will occur primarily through the City's Capital Improvement Plan, together with applications for other grant opportunities.



**1. Community Parks:**

The City has taken steps to provide community park facilities for City and MUGA residents. Construction of the Mill Creek Sports Park was completed in January 2004. This park is located in the SR 527 Subarea and contains a lighted active use field, concession stand, restrooms, skate park and parking. In 2008, the City purchased 10 acres of property adjacent to the Mill Creek Sports Park. All or a portion of this property could be used to expand the Mill Creek Sports Park.

Additional community park facilities are needed to fulfill the active park needs of the residents of the entire City and MUGA. Thus, the development of community park land is a high priority. The City may act independently and/or participate with other jurisdictions or agencies to acquire and/or develop a site, as well as pursue an agreement as to the role of the City and other jurisdictions or agencies in designing, constructing, enhancing programming and maintaining the improvements and programs that would be available to the public. Mitigation fees assessed on adjacent developments and contributions from other developments in the community will assist in the acquisition and development of the property. Once the City determines the type, amount, and source of resources that will be required, the financial commitments will need to be included in the Capital Facilities Plan Element.

**2. Neighborhood Parks:**

The City has an overall level of service of 2.3 acres of neighborhood park per thousand population. While this exceeds the required level of service, the area west of SR 527 does not have a designated neighborhood park.

The 1998 SR 527 Corridor Subarea Plan assumed a population target of 3,852 new residents in the Subarea, with a corresponding need for 7.7 acres of neighborhood park. Because of the residential development within this Subarea, there is an immediate need for neighborhood park facilities to meet the recreational needs of the residents within this area. The need for neighborhood park facilities was partially met with the construction of the Mill Creek Sports Park, which functions primarily as a community park but does contain a small tot lot and picnic tables. Additional neighborhood park elements could be provided on City property to serve the needs of nearby residents.

The following neighborhood park projects are of high priority for development:

*North Pointe Neighborhood Park*

A one-acre park in the North Pointe development, located west of 35<sup>th</sup> Avenue SE, at 138<sup>th</sup> Place SE will be developed in accordance with a park site development plan to be reviewed and approved by the City Council with input from the immediate neighborhood and the Parks and Recreation Board. Funding for improvements to this park is included in the seven-year Capital Improvement Plan.

### SR 527 Corridor Neighborhood Park

Neighborhood park elements to serve the western portion of the community should be developed. These neighborhood park elements could be developed in conjunction with the expansion of the Sports Park. An important feature in the development of a western neighborhood park is to provide safe and efficient access to existing neighborhoods east of SR 527 as well as to the Mill Creek Town Center, the North Creek Trail and the Sports Park. Improvements will be implemented consistent with a park site development plan to be reviewed and approved by the City Council with input from the immediate neighborhood and the Parks and Recreation Board.

### **3. Mini Parks:**

Individual, small tot lot parks within residential developments may be privately developed, owned and maintained by homeowners' associations. Mini parks located in areas that are accessible to the general public may be either privately or publicly developed, owned and maintained.

## **GOALS AND POLICIES**

Seven general goal statements are provided below, representing the direction that the City and residents should assume in pursuing and, where appropriate, participating in the acquisition and development of additional park lands available for use by City residents. Under each general goal are specific policies that identify courses of action to implement the goal. These goals and policies are based on those originally prepared by the Citizen Advisory Committee in 1988, and updated in 1992, based upon review and approval by the Parks and Recreation Board and the Planning Commission. In 2005, 2009, and 2015 the City conducted needs assessment surveys to verify the applicability of these goals and policies. Based on results obtained from the surveys, the goals and policies contained in the following section are still applicable.

### **Goal A: Natural Resources Protection**

**Develop the City's park and open space system to complement and enhance Mill Creek's natural resources.**

Utilize the park and open space system to emphasize and protect the environmental qualities and natural amenities within the City.

Greenbelts and open space can help to buffer incompatible land uses from each other, emphasize the entryways to and edges of the City, enhance property values and tax bases, create a more comfortable environment in the City and strengthen the civic pride and identity of the City with the natural environment.

#### *Policy 1.01*

Promote increased public awareness of natural resources within the City and its MUGA, and the value of these resources to the community. This can be accomplished through a

variety of methods including the installation of interpretive signage along nature trails, designating wildlife habitat areas, providing observation points or nesting boxes. Where parks include natural areas such as wetlands, streams and wildlife habitat, these elements should be incorporated into the park design and identified with interpretive signage to foster understanding of the natural environment.

Pursue opportunities for cooperation with the Lively Environmental Center operated by the Everett School District No. 2.

*Policy 1.02*

Encourage the retention of natural vegetation around park perimeters consistent with the planned use and safety of the park.

Include vegetative buffers in development and park design where appropriate to define park boundaries, provide visual relief, and reduce perceived noise and visual intrusion and buffer recreation activities from incompatible uses.

*Policy 1.03*

Continue to develop and implement a long-term open space and parks acquisition, dedication, development and management program.

Encourage areas of open space to be set aside as an important component of private developments as well as the park and recreation system. These areas serve to protect unstable slopes or sensitive areas, enhance water quality or wetlands, preserve wildlife habitat or migration routes, provide visual relief, enhance the streetscape along City streets, reduce noise levels or provide other site amenities. Open space areas shall emphasize the protection of designated greenways such as North Creek and its tributaries, as well as large wetland features such as Thomas Lake and North Creek Park.

Active recreation use of these open space areas may not be appropriate in all cases, and passive recreation use should be secondary to the other functions they serve.

**Goal B: Park Safety and Convenience**

**Pursue and, where appropriate, participate in the acquisition and development of parks that are both convenient and safe.**

Incorporate a variety of park types and sizes, including mini-parks, neighborhood parks and community parks that are easily accessible to the population they are intended to serve. Safety (e.g., natural surveillance for crime reduction and well-designed play equipment to reduce the risk of injuries) should be a prime consideration in designing and developing parks.

### *Policy 2.01*

Encourage safety as a prime consideration in the design and development of park and recreation facilities, park designs, facilities and fixtures by incorporating measures that reduce the exposure of users to unsafe conditions. Utilize fixtures that are able to withstand wear while remaining safe and functional. Appropriately-placed landscaping enhances natural surveillance to reduce the risk of crime. The ability of the City to maintain the facilities in a safe condition is a consideration in design development and equipment selection.

### *Policy 2.02*

Incorporate adequate on-site and off-site parking for vehicles and bicycles according to the function, type, size and location of the park facility. This should include consideration of the access, size and turning radii of maintenance or emergency vehicles that might be required at the site and the traffic volumes experienced on the adjacent roadway.

### *Policy 2.03*

Park and facility designs shall meet the requirements of the Americans with Disabilities Act (ADA) by incorporating designated spaces for barrier-free parking, curb cuts, hard surface trails, low gradient ramps and inclines, recreational equipment, plumbing fixtures and any other improvements required by the Act that ensure that parks are accessible to all persons.

### *Policy 2.04*

When considering the acquisition of park land, consider sites that are easily accessed off of collector or arterials streets, and can also be safely reached by pedestrians and cyclists.

Locate park and recreation facilities along or near proposed or existing bicycle and pedestrian trails to provide convenient access within the park's service area. Where possible, community parks and athletic facilities should be located so that they are accessible from the North Creek Trail, as well as pedestrian and bicycle facilities along nearby roads. Adequate provision for access by bicyclists and pedestrians could promote healthy lifestyles, reduce overall traffic volumes within the commercial and residential areas of Mill Creek, and could limit the need to devote scarce recreational resources to parking.

Provide spur trails connecting these recreation facilities directly to regional trails.

### *Policy 2.05*

Site, design and develop park and recreation facilities with consideration given to the long-term maintenance, operation and renovation or replacement costs.

## Goal C: Parks and Recreation Programming

**Develop the City's recreational programs to serve the needs of all ages.**

Provide programming and facilitate educational and skills classes to serve the diverse age groups and interests of Mill Creek residents. Take advantage of both public and private facilities and resources within the community.

### *Policy 3.01*

Develop a parks and recreation program that offers a broad range of courses to enhance the quality of life for Mill Creek residents.

Ensure that the selection and quality of program offerings is consistent with area residents' willingness to support them. The offerings should make use of park facilities, natural areas and environmental education opportunities within Mill Creek.

### *Policy 3.02*

Develop and maintain a list of both public and private recreational facilities and programs in the area that are generally available to the public to ensure a balanced recreational system.

The parks and recreation program shall take into consideration recreational offerings provided by Snohomish County and other public and private recreation providers in the area to identify programming needs and define the different roles played by the public and private sectors. In order to keep abreast of changing population needs and community characteristics, program evaluations and surveys of community interests should be conducted periodically.

### *Policy 3.03*

Develop a cooperative relationship with Snohomish County, the state, the City of Everett, Everett School District and neighboring communities. The City shall identify ways in which its recreation goals, needs and resources complement or overlap with those of other jurisdictions, agencies and recreation providers in the area.

Cooperation with other jurisdictions is especially important in relationship to regional recreation facilities, such as McCollum Park and North Creek Park, which serve the population of a broad area including Mill Creek, Bothell, Everett and unincorporated Snohomish County.

#### *Policy 3.04*

Identify additional opportunities for cooperating with the Everett School District No. 2, the Northshore School District, the Edmonds School District and the Mukilteo School District No. 6 to increase the use of park facilities by the local schools and increase the use of schools for active recreation use and programming by the City of Mill Creek. Potential opportunities may include the City utilizing park mitigation funds to improve facilities owned by other public entities that meet identified park needs subject to the public having the right to utilize said facilities.

Cooperative use of schools during afternoons, evenings and the summer could reduce the costs to both the City and the school district of maintaining and operating separate facilities.

#### **Goal D: Park Uses and Types of Facilities**

**Encourage the development of active and passive recreational facilities in future neighborhood, community and regional parks within the Municipal Urban Growth Area (MUGA).**

#### *Policy 4.01*

Emphasize the provision of opportunities for active recreation activities since there is currently a deficit of these opportunities. Public facilities for which there is a special need include adult and youth softball/baseball and full size soccer fields, tennis courts, volleyball courts, a multiple-use recreation/ community center with gym, bicycle trails, and jogging or fitness trails. The Mill Creek Sports Park, completed in January 2004, includes a skateboard park, modified soccer field and Little League field. These facilities help fulfill the need for active recreation activities in the City; however, additional facilities would be needed to meet the recreation needs of the community.

These and other recreation facilities should be provided considering public need using the Level of Service (LOS) Standards and Facility Guidelines for recreation and park facilities as adopted in this element and funding available to the City. These LOS Standards and Facility Guidelines should be reviewed and, if necessary, revised as a part of the Comprehensive Plan update process to incorporate the changes in the supply of public and private recreation opportunities and in the needs of the population.

#### **Goal E: Acquisition and Development of Future Parks**

**Pursue and, where appropriate, participate in acquisition of public lands to meet the recreational needs of the community in order to provide high quality and convenient recreation facilities and to provide for the City's anticipated growth.**

This Parks and Open Space Element, together with the Capital Facilities Plan Element and the Land Use Element of the Comprehensive Plan, will direct and coordinate the acquisition, development and expansion of a public park and recreation system, coordinated with existing private facilities, to serve the diverse needs and interests of people living within the community. The park system will provide accessible park lands

and open space for both active and passive recreation activities; natural reserves and areas with developed recreation facilities; pedestrian and bicycle trails; and opportunities for educational and leisure programming.

Funding for system acquisition and development of open space, parks and recreation areas will depend both on the residents' willingness to pay for them (e.g., through voter approved bonds or property taxes) and on funding from the following potential sources:

- Application to the Washington State Recreation and Conservation Office for participation in the Grant-In-Aid Program of matching monies;
- Dedication of land to the City through the processes of annexation and subdivision;
- Dedication and/or purchase of conservation easements or development rights;
- Revenues from the Real Estate Excise Tax (REET);
- Direct purchase from private parties utilizing General Fund resources;
- Park impact fees through the subdivision permitting process, including voluntary contribution or development agreements between the City and private sectors;
- Acquisition and development with other jurisdictions or service districts;
- Land trades for other public property and implementation of impact fees for park improvements;
- Private donation of property to the City as a gift; and
- Funds available through the creation of and/or participation with a Metropolitan Park District or Recreation Service Area.

*Policy 5.01*

Require residential developers to contribute to the park and recreation system to offset the impact of proposed residential projects upon the City's parks and recreation system.

Contributions to the City can take many forms including donation of land, dedication of conservation or access easements or development rights, payment of mitigation fees to the City, direct funding or development of park and recreation facilities and provisions for public use.

*Policy 5.02*

Commercial developers may also be required to contribute to the park and recreation system if a commercial or mixed-use development creates by itself or cumulatively a demand for said facilities.

*Policy 5.03*

Require appropriate dedications to the planned park system during the subdivision and/or the development permit process. In addition, mitigation for identified adverse impacts to the City's park system will be required under SEPA, GMA concurrency or the development impact ordinances.

Ensure that the development code contains regulations to guide land or impact fee contributions to the park and recreation system. Contributions of land will be dedicated to the City or held in common ownership for specific park purposes. The identified impact fees will be paid to a park and open space account to provide for park acquisition or facility development at appropriate locations within the community.

Utilize the City's SEPA ordinance, GMA concurrency ordinance and mitigation ordinance, as appropriate, to identify the impacts of annexation, subdivision, multifamily or commercial development and the associated increases in population on park and recreation facilities and programs within Mill Creek. Where adverse environmental impacts upon the park and recreation system are anticipated, require project mitigation measures. The formulas for recreation mitigation are based upon the City's LOS Standards and Facility Guidelines for parks and recreation facilities.

*Policy 5.04*

Develop a well dispersed system of mini-parks to serve the needs of community residents, primarily provided through participation by developers and the private sector.

Mini-parks may be public or private facilities and shall be located within neighborhoods, residential areas or planned unit developments, in close proximity to apartment complexes, townhouse developments, housing for the elderly and commercial centers. These parks should support active and/or passive recreation activities depending upon the specific needs of the local residents. Parking areas generally would not be necessary for these facilities.

*Policy 5.05*

In addition to acquiring land to develop community parks, the City may fulfill community park needs by securing public access to facilities that meet community park needs owned by other public jurisdictions or agencies.

*Policy 5.06*

The City may use community park mitigation funds to fund facilities that meet community park needs owned by other jurisdictions or agencies as long as the City secures the right for public access and use of these facilities.



*Policy 5.07*

To ensure quality development of future parks that meet the needs of the residents within the City and complement the character of the community, a park master plan will be prepared for each park site, with input from the community and the Parks and Recreation Board. Following preparation of the proposed park master plan, the Hearing Examiner will hold a public hearing on the Conditional Use Permit for the park plan. Following action by the Hearing Examiner, the Design Review Board will review the final landscape plans, as well as any signage and/or structures for compatibility with the surrounding neighborhood and the community as a whole.

*Policy 5.08*

In reviewing proposals to annex developed property lacking adequate public park and recreation facilities to the City, the City may consider appropriate mitigation measures to offset impacts to the existing and planned public park system as a condition of annexation. If land is not available or the City does not have funding to acquire and develop additional park land, adjusting the LOS for areas in the MUGA could be considered.

*Policy 5.09*

Periodically evaluate the City's Level of Service Standards and Facility Guidelines for parks and recreation facilities to ensure that they continue to reflect the community's needs and the City's ability to provide such facilities.

**Goal F: City Park Identification and Public Use**

**Clearly identify City park facilities as facilities that are open for use by the general public.**

*Policy 6.01*

Design City park facilities to be welcoming to the public. In addition, utilize appropriate signage to clearly identify City of Mill Creek park facilities.

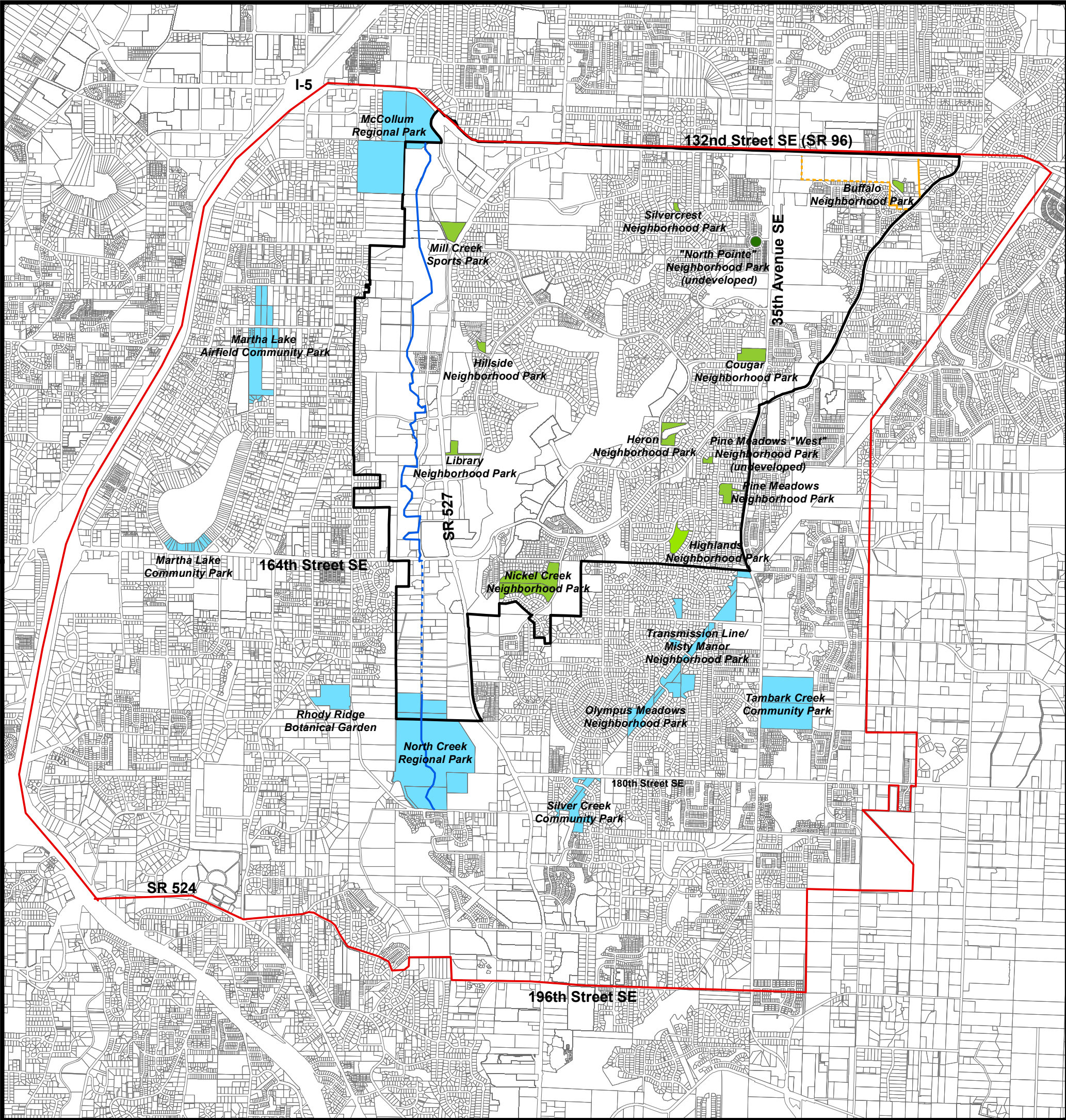
**Goal G: Private Open Space**

**Provide adequate private open space within residential developments to meet the recreational and health and safety needs of the occupants.**





*Policy 7.01*

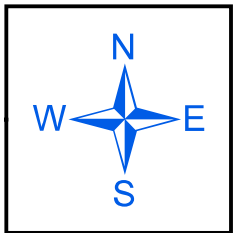
Provide useable private open space in residential developments sufficient for the health and enjoyment of its occupants. The amount of private open space required shall be based upon standards and criteria that take into account the specific needs of the occupants of the development, including, but not limited to, such factors as healthful environment, recreational needs, proximity to public recreational facilities, gross land area of the development, the zone district in which the development is located, and the expected density of the development.

# Parks and Trails



Council Ord. 2015-802  
Effective December 18, 2015

-  City Limits
-  Municipal Urban Growth Area
-  Tambark Creek Community Park
-  City Parks
-  County Parks
-  North Creek Trail
-  East Gateway Urban Village Trail



# CHAPTER XIV

## GLOSSARY

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<b>Access Management</b>	The placement of vehicular access points from private property to the public right-of-way in a manner that attempts to minimize access conflicts and congestion on the public roadway. Typical implementation measures would include limiting the number of access points, requiring a minimum distance between access points, and requiring vehicular access between adjacent properties that have similar and/or compatible uses.
<b>Accessory Dwelling Unit</b>	An accessory dwelling unit is a second dwelling unit that is subordinate to and located on the same lot as a principal residence and includes provisions for independent cooking, living, sanitation, and sleeping. Accessory dwelling units may be either attached to a principal single-family residence or an accessory building, and may not be subdivided or segregated in ownership from the principal residence.
<b>Affordable Housing</b>	Housing where the occupant is paying no more than 30 percent of gross income for gross housing costs, including utility costs.
<b>Area Median Income</b>	The measure of median income used in this document is that of the Seattle-Bellevue HUD Metro Fair Market Rent Area (HFMA). This measure is used in administering the Section 8 voucher program in Snohomish County.
<b>Best Available Science</b>	Best Available Science is a state mandated concept that requires cities to identify and consider objective and reliable scientific information when developing policies and development regulations that are intended to protect the functions and values of critical areas. Chapter <a href="#">365-195 WAC</a> , as that Chapter may be amended or re-codified, establishes rules that help to identify and include Best Available Science in newly adopted policies and regulations.
<b>Capital Facilities</b>	Capital facilities are publicly owned assets such as real estate, structures, or equipment with a value of at least \$25,000 and an expected useful life of at least ten years. For the purposes of the Capital Facilities Plan Element, capital facilities include: park and recreation facilities, transportation facilities (roads and sidewalks), stormwater management facilities and civic facilities (City Hall & Library).

<b>Capital Improvement Plan</b>	The Capital Improvement Plan is a financing tool used by the City to identify all capital projects anticipated to be undertaken by the City within the next seven years. The Capital Improvement Plan includes each project's estimated cost and the funding source. Project cost cannot exceed the resources available to fund the project. The seven-year Capital Improvement Plan is a component of the Capital Facilities Plan Element.
<b>Civic Facilities</b>	Public uses owned by the City, County or special purpose governments and operated for the use of the general public. Civic facilities include the city hall, library, parks, police and fire department buildings, schools and transit facilities.
<b>Collector Roadway</b>	A roadway that collects traffic from residential neighborhoods and business areas and concentrates the volume to a controlled point intersection. This type of roadway primarily services residential areas but can also serve commercial and industrial areas. Property access is limited.
<b>Community Business</b>	A zone district that serves the City's general needs for professional and personal services, cultural and entertainment uses, retail establishments, stacked housing, government and public open spaces.
<b>Community Park</b>	A park that is intended to serve the entire City with a combination of active and passive recreation uses. The size of community parks range between 5 and 35 acres.
<b>Comprehensive Plan</b>	The official public document used by both the public and private sectors of the City to guide in the decision-making process related to the future use, conservation and re-use of land in the City and surrounding area.
<b>Critical Areas</b>	Critical areas are areas or ecosystems protected by state law and defined in RCW 36.70A.030, as that section may be amended or re-codified. Generally critical areas include aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, and wetlands.
<b>Fair Share Methodology</b>	The fair share methodology is a method developed by Snohomish County and its cities to equitably distribute low and low-moderate income housing among the cities and unincorporated county. It is intended to ensure that concentrations of low-income housing do not continue to adversely impact a few areas in the county.
<b>Goals</b>	The public statements of direction, mission and purpose that are the foundation from which land use, transportation, environmental, design and parks and open space policies and

proposals have been constructed. The goals are the driving force behind the development and conservation concepts that the City is planning.

**Growth Management Act**

The legislative act enacted by the 51st legislature in the 1990 session related to the management of growth in the state's most populated counties and cities. The Growth Management Act requires comprehensive plans, regulations consistent with said plans, required plan elements, the definition and regulation of critical areas and established deadlines in which all comprehensive plans must be prepared and implemented.

**Inclusionary Zoning**

Inclusionary zoning is a technique applied to new housing developments in which a certain portion of the units being constructed are set aside to be affordable to low- and moderate-income home buyers. This technique may be applied to both rental and owned units, and single-family or multifamily housing projects.

**Income Levels**

Income levels as defined by the Department of Housing and Urban Development (HUD) and that are used in planning for housing needs:

**Extremely Low-Income** Households whose income is below 30 percent of the area median income.

**Very Low-Income** Households whose income is between 31 and 50 percent of the area median income.

**Low-Income** Households whose income is between 51 and 80 percent of the area median income.

**Moderate-Income** Households whose income is between 81 and 95 percent of the area median income.

**Middle-Income** Households whose income is between 95 and 120 percent of the area median income.

**Industrial/Business Parks**

An area of land planned and zoned for industrial and office uses, controlled by a landowner, to be developed as a single entity for a number of office and industrially-related uses, the plan for which does not correspond in lot size, bulk or open space to the regulations established in any one industrial or office zone district.

**Issues**

Statements of concern, interest or conflict that are addressed, affirmed or resolved through the implementation of policies or proposals.

<b>Land Use Plan</b>	A component of the Land Use Element of the Comprehensive Plan that portrays the future use of land in the City and surrounding area. It illustrates the spatial location of land uses for residential, commercial, industrial, open space and institutional uses.
<b>Major Arterial</b>	A roadway that carries large volumes of commuter traffic from a source to a destination. This type of roadway is the main stream of a roadway network and is designed for capacity, speed and limited access. Property access is restricted whenever possible.
<b>Manufactured Housing</b>	A manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.
<b>Mini-Parks</b>	Designated open spaces intended for passive recreational use and designed to serve only a limited number of users generated by the specific land use development. Mini-park sizes are usually less than one acre.
<b>Minor Arterial</b>	A roadway that carries concentrated area volumes between a source point to a major arterial. This type of roadway is similar to a major arterial, but generally has lower capacity, speed and more direct access points. Property access is restricted whenever possible.
<b>Municipal Urban Growth Area (MUGA)</b>	The geographic area that encompasses the existing corporate limits of the City and the area outside such limits that can be provided with a full range of urban level services to accommodate urban densities for a 20-year time period. The Municipal Urban Growth Area contains land that the City may consider including in its corporate limits through the process of annexation.
<b>Neighborhood Commercial</b>	A concentrated form of commercial development intended to serve the surrounding neighborhoods with a broad range of convenience goods and services. The size, design, uses and activity levels are carefully monitored to ensure compatibility with the surrounding residential neighborhood areas.
<b>Neighborhood Park</b>	A park situated near the center of a residential neighborhood intended to serve the surrounding area with a combination of active and passive uses that are compatible with the uses of the neighborhood. Neighborhood parks should be located within ¼ to ½ mile walking radius to the neighborhoods served since the primary mode of accessibility is walking or bicycling.
<b>Planned Unit</b>	A form of development usually characterized by a unified site design for a number of housing units, clustering buildings and

<b>Development (PUD)</b>	providing common open space, density increases and a mix of building types and land uses. It permits the planning of a project and the calculation of densities over the entire development, rather than on an individual lot-by-lot basis. It also refers to a process, mainly revolving around site-plan review, in which public officials have considerable involvement in determining the nature of the development. While PUD has most commonly been used for housing development, it also is frequently applied to other forms of development such as shopping centers, industrial and office parks and to mixed-use developments which may be any combination, depending on local ordinance.
<b>Planning Process</b>	The sequential procedure of developing a comprehensive plan including the formulation of goals, policies, proposals and implementation actions to attain the goals and vision of the plan.
<b>Policies</b>	Official public statements of specific courses of action to follow in order to address, affirm or resolve an issue and move toward the attainment of stated goals.
<b>Positive Drainage</b>	Stormwater runoff that drains from a specific site to a natural or manmade detention facility.
<b>Regional Park</b>	Regional parks are intended to serve a wider population than community parks and are usually at least 50 acres in size. Regional park facilities should contain both active and passive uses. Because of the large size, a regional park may also contain additional public facilities such as a performing arts center, regional drainage facility, wildlife preserve and other uses considered compatible with the theme of the regional park.
<b>Residential Roadway</b>	A roadway whose primary function is to allow traffic direct access to individual properties. This type of roadway serves residential areas only with low volumes and speed. Direct property access is allowed.
<b>Riparian Vegetation</b>	Vegetation growing on the banks and adjacent terrestrial environments of bodies of fresh water and surface-emergent aquifers. This type of vegetation supports a much more diverse biological community than do adjacent terrestrial habitats and serve more valuable functions which include (1) providing a source of forage and refuge for wildlife adjacent to water bodies, (2) acting as a sediment trap, (3) helping to regulate water temperature, (4) reducing shoreline and riverbank erosion, (5) reducing the severity of flooding and (6) providing valuable recreational sites and other amenities.

<b>Roadway Buffer / Cutting Preserve</b>	A greenbelt lying outside of and adjacent to the right-of-way line of collector and arterial roadways. Roadway buffers /cutting preserves are usually in separate, designated tracts and depicted on the face of a plat or binding site plan.
<b>Shall</b>	The use of the term "shall" means an action is mandatory or imperative.
<b>Should</b>	The use of the term "should" means an action is permissive or discretionary.
<b>Special Needs Housing</b>	Affordable housing for persons that require special assistance or supportive care to subsist or achieve independent living, including but not limited to persons that are frail, elderly, developmentally disabled, chronically mentally ill, physically handicapped, homeless, persons participating in substance abuse programs, persons with AIDS and youth at risk.
<b>Stormwater Detention System</b>	A stormwater storage facility which collects the upstream runoff, provides temporary storage, and controls the release volume to the downstream conveyance system. The design concept is to delay the upstream volumes to avoid overcharging the down stream conveyance system during peak runoff. Typical detention system types are large underground pipes or open dry ponds.
<b>Stormwater Storage Facility</b>	Any combination or arrangement of detention and retention facilities in a stormwater conveyance system.
<b>Streetscape</b>	The public rights-of-way of City streets and adjacent private lands that contain street-related facilities such as landscaping, signage, street furniture, vehicular and pedestrian ways and building frontages and situated within the general corridor of the street.
<b>Subdivision</b>	The division or redivision of land into five or more lots, tracts, parcels, sites or divisions for the purpose of sale, lease or transfer of ownership.
<b>Transit Facilities</b>	Public transit improvements owned by a public transit authority and operated to serve the mass transit needs of the general public. Examples of transit facilities include park and ride lots, van pool lots, bus transfer stations and bus pull-outs.
<b>Transit Oriented</b>	Describes physical improvements to property that are characterized by site design features intended to encourage public transportation and other Transportation Demand Management measures as an alternative to the private single occupant vehicle. Examples include: bus pullouts, transit shelters, designated car/van pool parking areas, sidewalks/ pedestrian paths and limited parking.



<b>Transportation Demand Management (TDM)</b>	Strategies aimed at changing travel behavior rather than expanding the physical transportation network to meet travel demand. Examples include changing work hours, ridesharing programs, parking policies and telecommuting.
<b>Utilities/Public Utilities</b>	Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution and processing facilities through more or less permanent connections between the plant of the serving entity and the premises of the customer. These include the systems for the delivery of natural gas, electricity, telecommunications services and water and for the disposal of sewage.
<b>Vegetative Buffer</b>	A linear strip of land in private or public ownership situated between land use developments that provide definition to individual developments and screening between developments through the preservation of significant natural vegetation or the installation of new vegetation.
<b>Wetland(s)</b>	Areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate conversion of wetlands, if permitted by the county or City.
<b>Zero Lot Lines</b>	A development technique in which the setback requirements for one or more sides of the lot are omitted so that buildings are allowed to abut property lines. This design technique creates more usable space on individual lots and is an effective way of protecting solar access.
<b>Zoning</b>	Zoning is the basic means of land use control available to a local government. Zoning divides the community into districts (zones) and imposes different land use controls on each district, specifying the allowed uses of land and buildings, the intensity or density of such uses, and the bulk of buildings on the land.