

**CITY OF EDMONDS  
PLANNING BOARD MINUTES  
March 8, 2006**

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Chair Freeman called the regular meeting of the Planning Board to order at 7:03 p.m. in the Council Chambers, Public Safety Complex, 250 – 5<sup>th</sup> Avenue North.

**BOARD MEMBERS PRESENT**

Janice Freeman, Chair  
John Dewhirst, Vice Chair  
Jim Young  
Virginia Cassutt  
Judith Works  
Cary Guenther  
Jim Crim  
Don Henderson

**STAFF PRESENT**

Rob Chave, Planning Division Manager  
Duane Bowman, Development Services Director  
Dave Gebert, City Engineer  
Don Fiene, Assistant City Engineer  
Frances White Chapin, Cultural Services Manager  
Noel Miller, Public Works Director  
Brian McIntosh, Parks, Recreation and Cultural Services Dept.  
Dan Clements, Finance Director  
Karin Noyes, Recorder

**READING/APPROVAL OF MINUTES**

**BOARD MEMBER CRIM MOVED THAT THE MINUTES OF FEBRUARY 22, 2006 BE APPROVED AS AMENDED. BOARD MEMBER CASSUTT SECONDED THE MOTION. THE MOTION CARRIED UNANIMOUSLY.**

**ANNOUNCEMENT OF AGENDA**

No changes were made to the agenda.

**AUDIENCE COMMENTS**

**Jim Underhill** reminded the Board that he has spoken to them a number of times about a possible zoning change for his neighborhood from Mixed-Use/Residential to Single-Family Residential. He noted that a petition was forwarded to the Board to identify what the neighbors believe are sound reasons to support the change. Mr. Underhill explained that subsequent to submitting the petition, the neighbors met again to discuss the issue and unanimously agreed to continue with their request with the hope that the issue would be resolved by the Board in the not-to-distant future.

Mr. Underhill advised that at the neighborhood meeting a neighbor provided a copy of the original covenants for the development, which was filed on October 10, 1958 with the Snohomish County Auditor. He recalled that the neighbor's petition pointed out the fact that their neighborhood has always been single-family residential and the intention is that it remain so in the future. Therefore, the zoning should align itself to the facts and history. The covenants support this point by stating that only one dwelling unit is to be allowed on each of the lots in the development.

Mr. Underhill advised that the neighborhood group contacted the Edmonds School District and Stevens Hospital requesting feedback about the impacts their proposal would have to their master plans. He pointed out that the neighborhood is described in both the school district and hospital master plans as a residential area. He reported that the school district responded that they would not be negatively impacted if the neighborhood were zoned single-family residential and that they view the neighborhood's proposal as favorable. The hospital did not provide a response, so the neighborhood assumes they have no significant concerns. He summarized that, generally, the neighborhood has received a positive response to their proposed change.

Mr. Underhill said that as the Board examines the activity zone, itself, they will find it includes six discreet single-family areas scattered throughout. Two of the six are exactly as they were originally developed, with single-family homes. This speaks to the fact that allowances can be made for the City to accept the neighborhood's request, since it would not be inconsistent with what already exists in the activity center.

Mr. Underhill summarized that while the proposal would be a positive change for the neighborhood, it would not alter the City's economic goals or the housing stock for the activity center. However, changing the area from mixed-use to single-family residential would give stability to the neighborhood. In addition, because the neighborhood is located close to Highway 99 and any future development that occurs on 216<sup>th</sup> and 220<sup>th</sup> Streets, the residents of the neighborhood would have an opportunity to support the businesses. He emphasized that their proposal would be consistent with the Comprehensive Plan goal of creating stable neighborhoods, but it would not alter the City's housing stock goals. He concluded by stating that even though the current zoning would allow multi-family residential development to occur, it has not occurred and is not likely to occur in the future. Therefore, the neighborhood has concluded that single-family residential would be the consistent zoning.

Board Member Young asked why the applicant has not submitted a formal application to rezone the properties. Mr. Chave said the neighborhood has chosen not to submit a formal application. Instead, they have asked the Board to consider their request when they review zoning around the hospital and Highway 99. Board Member Young noted that the Board has no obligation to act upon the neighborhood's petition. Mr. Underhill explained that when he first approached the staff regarding the neighborhood's request, he was told that the cost of submitting a formal application would be about \$12,000, and the neighbors do not have the money to pay these costs. Instead, they are asking the Board to consider their petition when they discuss issues regarding the activity center.

**Roger Hertrich** said he believes the City has the ability to make special allowances to ensure that a neighborhood remains a continuous single-family zone. He noted, in fact, that creating stable neighborhoods is a goal of the City's Comprehensive Plan. He asked the Board to listen carefully to the residents of the neighborhood who support the proposed change.

Mr. Hertrich referred to the City's ability to preserve its present look and character, particularly in the downtown area. Right now this effort is being deterred by the non-conforming section of the code, which requires property owners to comply with all of the new codes in order to remodel more than 50 percent of a structure. He pointed out that the City Council has held some discussions regarding the issue of non-conformance, but now the Development Services Director has advised them to wait and address the downtown issues when the overall non-conformance section of the code is reviewed. Mr. Hertrich expressed his belief that the most important thing the Board and City Council could do to continue the existing character and style of Edmonds is to change their non-conforming rules. He particularly noted the parking requirements that often make it impossible for the use of an existing structure in the downtown to change. If the City were to offer allowances or exceptions for parking, the existing structures could be used for other purposes.

#### **PUBLIC HEARING ON PORT OF EDMONDS MASTER PLAN AND STRATEGIC PLAN (FILE NUMBER CDC-05-118)**

**Chris Keuss, Executive Director, Port of Edmonds**, presented the Port's Master Plan and Strategic Plan for the Board's review. He advised that the goal is to eventually adopt the new documents into the City's Comprehensive Plan. He noted that copies of both documents were available to the public at the back table. He explained that the Strategic Plan is intended

**APPROVED**

to be a short-term plan that incorporates the Port's Mission Statement. It also identifies the various tasks that would be completed by the Port in 2005 and 2006. The Master Plan is a long-term, 20-year plan.

Mr. Keuss briefly reviewed the boundaries and current layout of the Port of Edmonds property. He noted that the Port property is bordered on the south by Marina Beach Park and on the north by Olympic Beach Park. While the fishing pier is located on Port property, it was funded by the State and is maintained by the City through a joint agreement with all three parties. The Port's current capacity accommodates up to 700 boats in the water and 300 boats in the dry storage area. He noted that the breakwater and a portion of the marina extend outside of the Port proper, but the Port currently has a lease with the Department of Natural Resources to remain within this area.

Mr. Keuss announced that, with the exception of the tennis facility and hotel, the Port recently purchased the buildings located on the Harbor Square site through a settlement agreement with Harbor Square Associates. The Port has owned the ground for some time. The purchase is scheduled to close on March 31<sup>st</sup>. The Port Commission recently held a special meeting to discuss the strategic plan for Harbor Square, and they will be reviewing the issue again at the next Commission Meeting. They would likely submit this strategic plan to the City for inclusion in the Port's Master and Strategic Plans that are part of the City's Comprehensive Plan. He emphasized that the Commission does not envision any short-term changes to the existing program, but they are in the process of bringing on board a leasing agent to manage the properties.

Mr. Keuss referred the Board to the Port's Mission Statement, which makes the following points:

- **Operate the Port on behalf of the residents of the Port District.** The Port Commissioners are elected by the Port District Residents, and they firmly believe they must act on their behalf.
- **Be responsible financial stewards.**
- **Be responsible environmental stewards.** Because the Port has a workyard, they must comply with numerous environmental regulations imposed by the State. The Port Commission and staff take pride in being at the forefront of being environmentally responsible.
- **Provide a positive, quality service and facility for the tenants and the boating community.**
- **Play a leadership role in ensuring that the waterfront is a viable and active centerpiece for Edmonds and the Town of Woodway communities.**
- **Provide activities in economic development.** One of the main missions of a port district in the State is to provide economic development within the community.
- **Communicate openly, frequently, and consistently with Port District Residents and tenants.**

Next, Mr. Keuss reviewed the following seven elements of the Port's Master Plan:

- **North Boardwalk Improvements:** The Port has already placed planters, picnic tables and benches along the boardwalk for the public to use and enjoy. In the future they plan to consider opportunities for widening the boardwalk and enclosing the refuse and recycling stations.
- **Mixed-Use Area on the Water Side of Admiral Way:** This area has been designated in the Port's Master Plan for parking, open space, a community facility, or an Edmonds Yacht Club building. The Edmonds Yacht Club has approached the Port with a proposal to construct a building in this location, which would require the elimination of about 20 to 24 parking spaces. The Yacht Club plans to present the results of their feasibility study to the Commission on March 13<sup>th</sup>.
- **Mixed-Use/Parking Area in the Northeast Corner of the Port Property:** This site was identified as an alternative location for the Edmonds Yacht Club building. However, because the club has a water-oriented program, their preference was to locate closer to the water. Possible uses identified for this area include parking, a retail service complex, expansion of the existing workyard or a community facility.
- **Mixed-Use Area Located South of the Workyard:** This area is currently being used as a parking space for the Anthony's Homeport Restaurant staff. However, it could be utilized for a retail marine service complex, parking or storage, expansion of the workyard or a community facility.
- **Dry Stack Expansion Area:** This area is located adjacent to the existing dry stack storage complex. At this time, the Port does not have any plans for expanding the current dry stack operations within the next few years.

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- **Restroom Complex:** The Port believes they have a good opportunity to obtain grant funding to construct a public restroom complex, which would include restrooms, laundry and storage facilities for the public and the guest moorage customers.
- **Public Plaza:** The area proposed as a future public plaza is currently being utilized as a parking area for the Edmonds Yacht Club. The public plaza plans have been submitted to the City for review and the permits have been issued. However, the project bids were double what the Commission anticipated them to be, and they ultimately decided to postpone the project. They have plans to discuss the project again with the staff and project architect later in the year to consider options for reducing the costs and finding outside funding sources. The Commission wants to move forward with this public amenity project as soon as possible.
- **Weather Center:** Within the next few weeks, the Port will install a new weather center in the southern corner of the proposed public plaza site. The new facility would be dedicated on June 2<sup>nd</sup> as part of the Edmonds Waterfront Festival. He explained that the project was initiated by the Edmonds Rotary Club, who approached the Port regarding the possibility of creating a memorial weather station on Port property in honor of Babe Bucklin, a former long-time Rotarian and Port Commissioner. The Rotary Club donated \$5,000 to help fund the project. The center is intended to be of interest to people of all ages. The Port is working with students from the Home School Resource Center of the Edmonds School District, who are designing two information panels explaining weather phenomenon. In addition, the students have created a video that will be shown on one of the three computer monitor at the site. The second monitor would contain 14 to 16 weather data points, collected by equipment located on top of Anthony's Homeport Restaurant. The third monitor would contain several weather related programs, including weather data for a majority of other marinas in Puget Sound. The Port's web cam could also be accessed from the third monitor.

**There was no one in the audience who expressed a desire to address the Board regarding the Port's Master Plan and Strategic Plan. Therefore, the public hearing was closed.**

Vice Chair Dewhirst inquired if the Port has conducted any parking utilization studies in the recent past. Mr. Keuss answered that the Port's last parking study was completed by Perteet Engineering in 1987. The Edmonds Yacht Club has used this study as part of their historical and information background, but they are also working to update the data. When and if the Yacht Club moves forward with their project, they would have to come before the Planning Department staff and the Architectural Design Board for review, and parking could be addressed at that time. Vice Chair Dewhirst expressed his hope that the Port would work to cut down on parking along the waterfront. Mr. Keuss pointed out that one of the goals of the Master Plan is to eliminate parking on the waterside whenever possible.

Vice Chair Dewhirst suggested that perhaps it would be appropriate for the Board to postpone a recommendation on the Port's proposed Master Plan until the Port Commission has completed their work on a Strategic Plan for the newly acquired Harbor Square buildings. Mr. Keuss explained that when the Commission went through the process of reviewing their Strategic and Master Plans, they did not anticipate the purchase of the Harbor Square buildings. He said he would support a Planning Board decision to postpone their recommendation until after the Commission has completed their work on the Harbor Square Strategic Plan.

Since the Port's Master Plan is intended to be 20-year document, Vice Chair Dewhirst suggested it should not only include the Port's plans for the Harbor Square site, but identify any impacts created by Burlington Northern Railroad's double tracking project. In addition, the relocation of the ferry terminal to the southern boundary of the Port property would also be a major event for the Port and could change their Master Plan in the future. However, the proposed Master Plan does not reference any of these events. Mr. Keuss pointed out that the narrative of the Master Plan includes language that the Port supports the City and Sound Transit in their plans for relocating the ferry landing to the southern border of the Port's property. He added that the Port Commission has gone on record in support of the City and Sound Transit's efforts to make the ferry relocation project happen.

Vice Chair Dewhirst said he would like the Port's Master Plan to identify how the Port's facilities would be impacted by the ferry relocation project. Mr. Keuss pointed out that the Master Plan Map shows the proposed Edmonds Crossing Terminal as a dashed line. It is proposed to go right over the Port's south breakwater. Vice Chair Dewhirst pointed out that the Environmental Impact Statement (EIS) that was completed for the Edmonds Crossing Project identified some of the possible negative impacts to the Port, yet they were not identified in the proposed Master Plan. Mr. Chave explained that the Port

participated in the EIS process as well as the project planning work. The City is just getting into the detailed design phase, where specific impacts would be identified. He said he suspects that since the Port revisits their Master Plan on a frequent basis, they would address the impacts as they are identified. Mr. Keuss agreed. He said the Port realizes there would be impacts (visual and structural), but they have received a commitment from the State that the impacts of the structure should not impact the Port's program requirements. They have also talked about ways to mitigate the visual impacts and the air space over the dry stack storage facility. However, the City is just starting to get into the design phase, which the Port would be heavily involved in.

Board Member Young recalled that the last time Mr. Keuss presented the Port's Master Plan to the Planning Board, he mentioned that the Port was considering options for reconfiguring the slips to accommodate market changes. Mr. Keuss explained that five years ago the Port was looking at their mix of spaces because the trend was and continues to be for larger boats. However, in light of the changes that are taking place at Shilshole and Everett Marinas to provide larger slips, the Port Commission has decided to wait. They anticipate there might be an opportunity for the Port to capture some of the market for the smaller boats that are displaced as a result of redevelopment at other marinas.

Board Member Young asked Mr. Keuss to describe the Port's plans to possibly expand their workyard in the future. Mr. Keuss said the Port does not see a need to expand the workyard facility at this time. However, they have three vendors that work exclusively out of the Port's workyard, and the possibility of expansion in the future would be contingent on vendors marketing their services to other marinas in Puget Sound.

**BOARD MEMBER CASSUTT MOVED THAT THE PLANNING BOARD FORWARD A RECOMMENDATION OF APPROVAL TO THE CITY COUNCIL FOR THE PORT OF EDMONDS MASTER PLAN AND STRATEGIC PLAN (FILE NUMBER CDC-05-118) AS PRESENTED. BOARD MEMBER YOUNG SECONDED THE MOTION. THE MOTION CARRIED UNANIMOUSLY.**

#### **PUBLIC HEARING ON DRAFT PUBLIC STREETScape PLAN (FILE NUMBER CDC-05-101)**

Frances White Chapin, Cultural Services Manager, presented the draft Public Streetscape Plan, which addresses the design of public rights-of-way and is an update of the City's current 2002 version of the Public Urban Design and Street Tree Plan. She explained that, since the original study was done, the City has completed a major update of the Comprehensive Plan, including specific recommendations and new concepts such as the 4<sup>th</sup> Avenue Arts Corridor and the International District on Highway 99. She advised that the Streetscape Plan has been expanded and revised to support and move forward with these concepts. The consultants, CREÄ Affiliates, were tasked with developing four new appendices with specific concepts for future implementation.

Davidya Kasperzyk, CREÄ Affiliates, advised that he and Anindita Mitra, would review the proposed elements for each of the four concepts as follows:

- **International District of Highway 99 (Appendix B)** – The City of Edmonds developed a Highway 99 Enhancement Project Report in 2004 through a series of focus groups and charettes with businesses and citizens. One of the recommendations from this study was the development of a visible “International District Commercial Core” with east/west improvements including the addition of automobile signals at multiple locations, improved pedestrian crossings and character, and the development of cultural elements within the district.

Mr. Kasperzyk advised that the proposed International District Master Plan recommends policies and infrastructure improvements in the following three categories:

- **Landscape Art and Signage** – The appearance of the corridor could be greatly enhanced with landscaping. The trees should be at a scale that befits the breadth and expanse of Highway 99 and the relatively fast pace of traffic. Lower plants would be critical in providing a human scale to the pedestrian environment. The placement of Cobra lighting for traffic and lower lights to illuminate pedestrian paths should reflect this same approach. The plan incorporates art into the streetscape to suggest gateways or as thematic elements that could

become the Edmonds identity. In addition, the plan suggests that sign design could be influenced so that signs could become striking iconic images in the street environment. The plan does not make any specific recommendations regarding circulation, other than to recommend that the pedestrian environment be reviewed for connectivity, lighting, safety and comfort as new development occurs.

- **Gateways to the International District** – The plan provides a “character study” of complementary elements of an International District Gateway and Art Anchor design that could be implemented to establish the “International District.” He briefly reviewed a concept sketch of what a gateway project might look like. The City received a step grant to fund an artist and special elements to be designed in an area on Highway 99. A good location for this would be at the Intersection of 76<sup>th</sup> Avenue West, where the Ranch 99 and Boohan Plaza’s have been developed across from each other. The current configuration of the intersection is dangerous, and the City’s traffic engineer and the consultant’s landscape architect considered options for making these corners safer. A center median would provide an opportunity for an art anchor, which could be funded by the step grant. Because there is a low point in this area, a consistent style of monument or element in the median would have a significant impact to both sides of the street. He provided a conceptually illustrated plan for an art anchor at the east and west edge of Highway 99 and 76<sup>th</sup> Avenue West.
- **Pedestrian Corners** – As part of the Gateway Identification Plan using Westgate as a prototype, the consultants created a concept for pedestrian friendly corners that could be adapted to the larger scale of Highway 99. The plan suggests that the scale of Highway 99 could be altered and enhanced by smaller scale lighting and iconic art as a repetitive element developed by a commissioned artist. He referred the Board to the Highway 99 Corner Plan that was provided in the draft document. It recommends consistent treatments at each corner and landscape triangles. Because of the high speed of traffic on Highway 99, it is important that the City consider opportunities to make the major and minor corners more pedestrian friendly. This could be done by working with adjacent property owners to provide pedestrian sanctuary space. The Westgate prototype also suggests the use of medians to help control traffic.
- **Gateway Identification Using Westgate as an Example (Appendix C)** – Westgate Corners is a busy arterial crossing of Edmond Way and 100<sup>th</sup> Avenue West. It is characterized by an evolving business district with new development close to the streets, which is denser than businesses from earlier periods. The plan suggests that pedestrian friendly corners should be the priority, starting with the four corners that mark the district. Bollards would be a key feature for both the safety of pedestrians and control of the automobiles turning safely. The City could work with adjacent property owners to provide space for pedestrian sanctuaries at the key intersections.
- **Way-Finding Sign Program in Edmonds (Appendix D)** – The plan recommends that a unified format and image be used for all way-finding signs in Edmonds. The signs should be consolidated to simplify and reduce the number of images on the sign face.
- **Design Concept for Use of Public Space in the 4<sup>th</sup> Avenue Corridor (Appendix E)** – With adoption of the 2005 Downtown/Waterfront Plan, the City identified 4<sup>th</sup> Avenue North as a potential arts corridor. After a host of public meetings regarding 4<sup>th</sup> Avenue, three alternatives were prepared and presented to the public for comment. This effort resulted in what is identified in the plan as the 4<sup>th</sup> Avenue North Concept Master Plan. It suggests emphasizing and preserving the unique characteristics of the street, including the natural topography along its length as well as the views to the Sound. The plan revolves around a focal point at the Edmonds/Sprague Street Intersection, which is a natural dip in the road’s profile. It suggests using streetscape improvements to emphasize the focal point.

Mr. Kasperzyk said plan responds to three distinct characteristics of 4<sup>th</sup> Avenue and recommends the street’s existing character be emphasized in a way that divides the street into three distinct sections: Foyer, Arena and Forecourt. The plan calls for variations in landscaping and lighting in these sections to create interest. However, within the variety of 4<sup>th</sup> Avenue’s three sections, there should be elements within the landscape that unify its length. Some proposals include a single-surface paving treatment and a string of light/art elements.

Mr. Kasperzyk emphasized that integration of art into the public right-of-way would be vital to modeling 4<sup>th</sup> Avenue as an arts corridor leading to the Performing Arts Center. He advised that the three main themes for organizing art along the corridor are:

- **Light the Way:** It would be important to celebrate the role that the corridor plays in connecting destinations. This art gesture would be directional and linear in its organization and intent.
- **Highlight the Destination:** Art in the proposed two grand spaces where 4<sup>th</sup> Avenue bends would not only define the view shed, but would be an important element in marking the space.
- **Mark the Path:** Art would offer many opportunities for visitors to pause and rest in the experience of 4<sup>th</sup> Avenue.

He briefly reviewed each of the proposed plans for the three sections on 4<sup>th</sup> Avenue North as follows:

- **Foyer (Dayton to Bell)** – This section would be anchored by downtown retail uses. The streetscape would be organized around large outdoor rooms for gathering around. Landscape details would be clustered around generous bioswales. The plaza would be marked by a major art gesture, perhaps vertical as well as surface art. Buildings would front the property line with limited setbacks, and entry markers would be placed along Main Street at its intersection with 4<sup>th</sup> Avenue.
- **Arena (Bell to Daley)** – This section would be centered around a stage or arena at Edmonds Street, and the landscape would gradually intensify towards the intersection. The public right-of-way at the Edmonds and Sprague intersection would be realigned into a park. Buildings with historic facades would retain their relationship to the street, while new spaces would be set back. Front yards would merge with the sidewalk realm. New buildings would be mixed-uses with residential space on the upper floors.
- **Forecourt (Daley to 3<sup>rd</sup> Avenue)** – In this section, the front of the Edmonds Performing Arts Center would be redesigned for a dramatic landscape entry that is commemorative in its art deco heritage. It would allow for on-street parallel parking on the north bound side of 4<sup>th</sup> Avenue North, and maintain a minimum width of 8 feet for the sidewalk on the east side of the street.

Mr. Kasperzyk briefly reviewed some of the short-term steps that could be taken in the near future to implement the plan. They include: erecting way-finding elements, installing solar lamps, locating surface art at key locations, placing temporary art on lamp poles, scheduling art events and establishing design guidelines for new construction.

**Roger Hertrich** recalled that in the recent past, the City installed historic lamp poles on 5<sup>th</sup> Avenue at a significant cost. These lamp poles enhance the appearance of the street, and it would be appropriate to extend them to 4<sup>th</sup> Avenue, as well. Mr. Hertrich also pointed out that where buildings are constructed out to the sidewalk and there are fairly narrow rights-of-way, it would be difficult for the City to widen sidewalks as suggested by the plan. He suggested, however, that the City could pay more attention to what obstacles are placed in the sidewalk area to block pedestrian access. Mr. Hertrich said he has long been an advocate of the concept of gathering places in the downtown, particularly in light of all of the planned enhancements for 4<sup>th</sup> Avenue North. However, he suggested the City work to provide more benches in these areas for people to rest.

Mr. Hertrich said he believes medians can be effectively used to control traffic in some situations, but they also create a problem for the business owners because they block the ability for customers to get in and out of a site. He suggested that there is not room for medians on the rights-of-way within the City. He said he is in favor of changing the radius on intersections and business driveways. He noted that, in many cases, sidewalks are built right out to the edge of the lane of traffic. He suggested the City change the standards so cars would be better able to handle their egress. Mr. Hertrich also expressed his dismay that, often times, traffic control boxes are placed at the corner of intersections. These are unattractive and sometimes obstruct view. He suggested that when new traffic lights are installed, the City should place the boxes out of the public view or landscape around them.

**Rob VanTassell** said he lives right next door to the proposed arena on 4<sup>th</sup> Avenue North. He said he was originally skeptical regarding the arts corridor concept; but the vision that came from the planning process appears solid and both he and his wife support it. While he and his neighbors have some concerns about what would happen on 4<sup>th</sup> Avenue North and how the program would be paid for, they believe the issues could be worked out through some adaptive reuse policies and other economic development incentives for the property owners. He encouraged the Board to work with staff and the consultant to continue to develop the plan and find creative ways to fund its implementation.

**APPROVED**

**There was no one else in the audience who desired to address the Board regarding the draft Public Streetscape Plan. Therefore, the public hearing was closed.**

Board Member Henderson said it appears that Edmonds Street would be closed off between 4<sup>th</sup> and 5<sup>th</sup> Avenues to accommodate the proposed new arena. Ms. Mitra explained that early in the process the Edmonds Fire Chief made it clear that the Fire Department must have access to 4<sup>th</sup> and 3<sup>rd</sup> Avenues. She referred to Page 21 of Appendix E, which illustrates different alternatives for managing access from 5<sup>th</sup> Avenue to 4<sup>th</sup> Avenue.

Vice Chair Dewhirst said that while the plan provides good concepts, it should also emphasize the need for night activities. He noted that one of the goals is to entice people to walk 4<sup>th</sup> Avenue North between Main Street and the Performing Arts Center, and the plan should make this clear. Whatever design results from the process must work as well at night as it does during the day. In addition, since the plan is the product of neighborhood meetings, the document should also provide a commitment for the City to continue the public dialogue as the plan is implemented. He commented that the proposed plans for way-finding signs are good and provide a simple way to make them readable.

Vice Chair Dewhirst referred to Appendix C, the Gateway Identification Plan, and asked why they used the Westgate intersection for the study. He suggested that the better location for gateway identification would be where Highway 99 crosses SR-104. He asked if the consultants and staff held any meetings with the merchants and property owners on Highway 99 to produce the plan for the International District. Ms. White Chapin answered that the City's Economic Development Director did contact some of the merchants, and they have been working with her on ideas for the enhancement grant funding the City recently obtained. Staff plans to hold a public meeting in the near future to talk about the grant, and this discussion would incorporate some of the plan's concepts.

Vice Chair Dewhirst said he does not foresee a lot of pedestrian circulation on Highway 99 until the sidewalks are placed further away from the traffic lanes. Getting people across the street would also be difficult. The City made a mistake in putting the sidewalks right next to the travel lanes, given the speed and volume of traffic along the roadway. He questioned if there are alternative ways to design the streetscape along Highway 99 that would either get the sidewalks away from the curb line or put something along the curb line to separate the pedestrians from the traffic. If this issue is not addressed, the plan would not likely be successful. Ms. White Chapin said the Staff Advisory Committee gave the consultants the constraints of the existing sidewalk configuration on Highway 99. They asked them to focus on what could be done with the way the sidewalk currently exists. Vice Chair Dewhirst said he realizes that the new sidewalks would not likely be replaced, but perhaps they could get additional width through agreements with property owners to provide space for separation between the sidewalk and roadway. While this would not happen immediately, it is an option that could be considered as new development occurs.

Board Member Crim agreed that the City made a mistake when the sidewalks were constructed right up to the lane of traffic. While they cannot change the location of the sidewalks, he suggested that the problems should at least be identified in the plan. Chair Freeman said she lived in a community where a solidly built fence was installed along the sidewalk to separate pedestrians from traffic.

Chair Freeman pointed out that the plan addresses items that would be placed within the sidewalk such as trees, benches, etc. However, it does not speak about the removal of unsightly things like telephone poles. She suggested that the plan should address the option of requiring underground utility lines when possible. Ms. White Chapin replied that the Street Tree Section (Appendix A) includes language for underground utilities.

Ms. White Chapin again advised that the staff and consultant would incorporate the Board's comments into the next draft of the plan and bring it back to the Board for final review and recommendation to the City Council.

**The Board took a break at 8:50 p.m. They reconvened at 8:57 p.m.**

**PUBLIC HEARING ON CAPITAL IMPROVEMENT PLAN (CIP) 6-YEAR UPDATE (FILE NUMBER CDC-06-12)**

**APPROVED**

Don Fiene, Assistant City Engineer, advised that the City's Capital Improvement Program (CIP) is intended to be a planning tool and is a requirement of the Growth Management Act (GMA). He said the CIP provides a spreadsheet for nine different funds. He provided an illustration of what a typical spreadsheet looks like and noted that each one contains information about projects and the years they are to be implemented. It also identifies the intended revenues that would be used to pay for them. He announced that a Project Description Book was prepared to provide a detailed description of each of the major projects identified in the nine funds. He provided an example of what a typical project description looks like and noted that the Project Description Book would be accessible via the City's website later in the year.

Mr. Fiene reviewed each of the funds as follows:

- **Fund 112 – Transportation Projects:** Mr. Fiene explained that this fund is for projects such as street overlays and other road improvements like widening, traffic signals, road stabilization, traffic calming, and bicycle ways and walkways. The two major projects associated with this fund include the 220<sup>th</sup> Street Project and the 100<sup>th</sup> Avenue Roadway Stabilization Project.

Mr. Fiene displayed a pie chart to illustrate the impact of Initiative 776 on Fund 112. He pointed out that the City lost 46 percent of their recurring revenues for transportation projects, which equates to about \$380,000 in 2006. Now there is a significant funding gap that must be taken care of, and the City is currently falling behind on implementing the goals and objectives identified in the Transportation Plan.

Mr. Fiene recalled that he previously reported that the City is currently on a 70-year overlay program. At the request of the Board, he prepared an inventory of the existing roadway conditions. While there are few streets that are in severe condition, the next category (poor) includes a large number of roads. He pointed out that if roads fall into severe disrepair, the City would have to rebuild them at four times the cost of an overlay.

Mr. Fiene said the Board also asked him to sum up what the local funding gap would be based on an optimum program to meet the goals of the Comprehensive Plan. He explained that in order to provide the optimum program, the City would need about \$834,000 in local dollars and \$566,000 from grant funding for a total amount of \$1.4 million per year. He pointed out that because Fund 112 has insufficient funds, the City would be severely limited on the number of grants they could apply for.

Mr. Fiene explained that at the 2005 City Council Retreat, the engineering staff presented a financing plan to meet the City's future needs. As a result of this effort, the City Council did adopt a traffic impact fee program and they increased their utility transfers as of 2005. However, he noted that while the City does receive transfer funds from the Edmonds Water and Sewer District, they do not receive any from the Olympic View Water and Sewer District. Mr. Fiene advised that the State provides an additional \$56,000 for Fund 112 as a result of the new gas tax that was recently approved by the voters, but this would only pay for about one third of a mile of overlays.

Mr. Fiene reminded the Board that in 2005 they recommended denial of the proposed CIP based on the fact that funding was inadequate to meet the goals of the Comprehensive Plan. The City Council approved the 2005 CIP with some language that reiterates its goals and objectives and that they are committed to seeking a funding source to achieve the goals and objectives identified in the Comprehensive Plan. No significant changes have been made to funding for Fund 112, so there continues to be a serious shortfall. The City Council is still waiting to see if the State Legislature will take action to resolve the problem.

- **Fund 113 – Multi-Modal Edmonds Crossing Project**
- **Fund 116 – Building Maintenance:** Mr. Fiene explained that there are insufficient funds available in Fund 116, too. However, the public works director is seeking for additional funding from the general fund to make up for some of this shortfall.

- **Fund 125 – Parks, Open Space, Recreation and Beautification:** Mr. Fiene reminded the Board of their request that a chart be provided to illustrate the revenues in Fund 125. The chart prepared by staff shows the 2006 revenues increased at current inflation, budgeted revenues and the actual revenues that are greater than budget revenues. He concluded that Fund 125 is in good shape right now.
- **Fund 126 – Parks Acquisition:** Mr. Fiene emphasized that REET Funding in this account can only be used for park acquisition. In addition, the fund also receives a significant amount of grant money.
- **Fund 412 – Combined Utility:** Mr. Fiene reported that a rate study was recently conducted by the City and they are projecting some minor increases, primarily in the water and storm utility funds.
- **Fund 412-100 – Water Utility:** Mr. Fiene advised that the projects funded by this account are identified in the Comprehensive Water Plan and include improving fire flow, replacing deteriorated pipes, and making storage and control improvements.
- **Fund 412-200 – Storm Utility:** Mr. Fiene reviewed that the projects funded by this account are identified in the Comprehensive Storm Water Plan. They include addressing capacity problems, completing maintenance projects, and addressing environmental concerns.
- **Fund 412-300 – Sewer Utility:** Mr. Fiene advised that projects funded by this account are identified in the 2000 Storm Water Comprehensive Plan, which will be updated in 2006 to become a more proactive program. The Comprehensive Plan priorities include addressing maintenance issues, environmental issues and capacity problems.
- **Fund 414 – Wastewater Treatment Plant** – The funds in this account are used to replace worn machinery and controls for the wastewater treatment plant, improve and replace flow meters, repair outfall lines, and repair influent trunk lines.

In summary, Mr. Fiene reviewed that many transportation projects have been cut as a result of the serious funding shortfall. Fund 116 relies heavily on grant funding to meet project needs, and the Public Works Director has submitted a proposal that would allow them to draw money from the general fund. However, the City Council must approve the change. The other funds appear to be meeting the City's needs and are in good shape. Mr. Fiene reported that staff provided a briefing on the 2006 CIP to the City Council on February 8<sup>th</sup>, and all of the various fund managers were present to answer questions. He asked that the Board recommend approval of the 2006 CIP as presented.

**Barbara Chase** said she is one of the many pedestrians living in Edmonds. She noted that pedestrian walkways seem to be a recurring theme in the Board's discussions regarding the CIP. Rather than only providing sidewalks on busy streets, she suggested it would be helpful to have sidewalks throughout the City. There has been much talk about children with obesity problems and people not being able to get out and walk, and there is no where for people to walk safely in some areas of the City. She suggested that the City consider funding additional sidewalks as a recreational program, using parks funding. The City is like one big park, with wonderful views and trees, but it is not safe to walk. She suggested that the City should have a goal of providing safe sidewalks to get from one end of the City to the other.

**James Weaver** proposed a new project that would provide a connection for bicycles and pedestrians from Pioneer Way to Main Street. He noted that there is currently an ad hoc trail in this location that is dreadfully inadequate most times of the year. This would be a wonderful connection from Yost Park to Main Street, and possibly even to Pine Ridge Park. After talking with City staff, it is apparent that if it done in the right way, the connection could become a secondary access for emergency vehicles to reach Shell Park during snow times, as well. In conclusion, Mr. Weaver pointed out that bicycle lanes provide a wonderful buffer between sidewalks and streets without a huge cost.

**Don Krieman** said he is the chair of the Citizens Advisory Transportation Committee. He introduced the members of the committee. He reported that when the group was formed, they spent a lot of time educating themselves about the City's budget process. They prepared a report to the City Council telling them how important road maintenance and sidewalks are. However, there was no will on behalf of the City Council to resolve the problem, and there continues to be no money

available for transportation. He said the committee does not anticipate any State solutions coming forward in the near future, so the City Council must consider options to resolve the problem now, rather than waiting for the State.

Mr. Krieman pointed out that Edmonds is supposed to be pedestrian and bicycle friendly, but that is not the direction they are currently heading. He explained that when sidewalks were constructed in his neighborhood nine years ago, it changed the dynamics because kids were able to walk to school and ride their bikes safely. He pointed out that the current sidewalks in the downtown are in poor shape, and the City doesn't have funding to make improvements. He agreed that rights-of-way for pedestrians and bicycles should be considered parks projects. The Parks Department also identified sidewalks as an element of their Comprehensive Plan. If the park fund is healthy, the City Council should consider using some of this money to construct sidewalks. He pointed out that 2005 was a record year for REET Funding, and he asked the Board to recommend the City Council transfer these additional funds to Fund 112. They should also recommend that the Olympic View Water and Sewer District provide funding to pay for overlays on the roads they tear up.

Board Member Young asked if the Citizen Advisory Transportation Committee presented their report to the City Council. Mr. Krieman answered that they forwarded the City Council a list of things that could be done, but they did not provide a formal presentation to the City Council. They have decided to work on projects where they can have more impact because they are tired of bringing the issue to the City Council's attention when they receive very little response.

**The public portion of the hearing was closed.**

Board Member Works pointed out that the State Legislature would close their session on March 9<sup>th</sup>. She asked if they have done anything to help local cities resolve their funding problems. Mr. Fiene answered that staff does not anticipate any solutions from the State Legislature in the near future.

Dan Clements, Finance Director, advised that the RTED program was recently approved by the legislature. Board Member Young pointed out that RTED funds can only be applied to regional transportation projects, so it would not help the City resolve their local transportation funding shortfalls.

Mr. Clements clarified that Fund 112 is not the only one experiencing financial problems. Similar problems exist with the entire City's infrastructure. He advised that just this week, the City employees lost their phones and networks because a switch had not been maintained. The public works fund has a lot of problems, as well. He explained that part of the reason the City Council and mayor made their recommendation to wait for the State Legislature was they didn't want to rob one fund to pay for something else. He pointed out that funding is a statewide problem for all jurisdictions. There has been some discussion about putting forth a voter approved levy lid lift in 2006, and the City Council has also discussed the possibility of using future excess REET funds for transportation projects.

Vice Chair Dewhirst asked how far behind Fund 116 is. Noel Miller answered that they are currently spending everything they can to keep going. They have explained Fund 116's dire situation to the City Council, and they have agreed that they must do the projects identified by staff. However, it is now a matter of coming up with the necessary funding. At this time, they have not reached a final decision about where the needed revenue for Fund 116 would come from. In order to meet the program needs, an additional \$150,000 would be necessary each year.

Mr. Clements again emphasized that the City has financial needs in many areas and the City Council must balance these needs. None of the City Council Members deny that transportation is very important, but it is also a costly item for the City. Realistically, he said the State Legislature should have done something to fill the local funding gap years ago, but they have not made any progress, either.

Vice Chair Dewhirst asked what the revenue from utility taxes are used for. Mr. Clements said this revenue goes into the general fund. Vice Chair Dewhirst asked if the Board could make a recommendation to the City Council that utility taxes be raised to the six percent level, and the additional funds be earmarked for Fund 116. Mr. Clements answered that this would be possible, but the City Council has not considered the option.

Board Member Young summarized that both the Engineering Department staff and Public Works Department staff have pointed out that a certain level of funding is needed each year to meet the Comprehensive Plan policies. However, this funding is not available, and the City Council must figure out what to do about the problem. He said he does not believe that waiting for the State Legislature to resolve the problem is appropriate. Steps should have been taken by now to resolve the problem.

Chair Freeman asked why the Board should recommend approval of the CIP, when the proposed funding would be inadequate to meet the goals of the Comprehensive Plan. Board Member Young explained that the Growth Management Act requires that the City have an approved CIP. While the proposed CIP represents the staff's best strategy for doing projects within the funding constraints. Mr. Chave added that capital expenditures each year must be consistent with the approved CIP. Staff is hoping the financial situation will get back on track to allow the City to meet the goals and objectives of the Transportation Plan. If that is not possible, then the City should revisit the plan and make the necessary changes. Mr. Fiene said staff recommends approval of the proposed CIP. Staff has identified the projects that are most important and the best plan given the fiscal constraints.

Board Member Henderson pointed out that the 2006 and 2008 CIP identifies funding for improvements at the intersection of 76<sup>th</sup> Avenue and Highway 99. He suggested that these improvements should be coordinated with the Highway 99 Plan which calls for an art anchor in this location. Mr. Fiene explained that the Traffic Engineer attempted to obtain grant funding for improvements to this intersection, but the application was not successful. Since the project is dependent on grant funding, it would have to be delayed. The proposed plan would have improved pedestrian movement and cut down on traffic accidents. The staff will likely consider more alternatives to address the problem.

Board Member Crim said he understands that the City is in a tough financial situation, but he questioned if there are things the City could be doing to generate more revenue. If so, the Board should point this out to the City Council. The City Council must work towards resolving the problem as soon as possible. Mr. Clements said he believes the Planning Board and the City Council are on the same page when it comes to funding capital needs. However, this has not translated into action. He said there are things that could be done, and next Tuesday the City Council Finance Committee would be meeting to discuss the potential of offering Broadband Communication Services in the City. They are hoping to lease out this fiber and get a portion of the data capacity. The City foresees a reduction in revenue as residents and businesses go to a different kind of telephone system that does not result in utility tax revenue.

Mr. Clements summarized that the most significant topic at the City Council's recent retreat was economic development. The City is not experiencing any economic growth. He informed the City Council that the economy is hot right now in the region, and he is concerned about the lack of retail activity taking place in the City of Edmonds. Board Member Crim pointed out that land use and economic development go hand in hand, and staff and consultants have pointed this out on numerous occasions. However, it does not appear the message is getting through to the City Council for action to take place.

Board Member Young expressed his belief that building and road maintenance are basic needs that must be met by the City. The City Council must do whatever they can to provide the necessary revenue for this to occur. While the City Council has recognized this need, they have not taken action. He suggested that perhaps two CIP's should be formulated. One showing the projects that could be completed based on the current revenue stream and another one showing the projects that could be accomplished if the levy lid was lifted by the voters. He expressed his concern it would take years for economic development, alone, to address the problem. Economic development should not be relied upon for basic street and building maintenance.

Chair Freeman asked if the City Council has discussed the option of breaking down the barriers for the various funds and deciding what is most important for the City. If they can't get the basic road work done, perhaps they should take funding from something else. She summarized that in the Board's opinion, the City Council is not coming to grips with reality. Mr. Clements explained that as a government, the City must maintain their various funds, which can only be used for certain things. While the City Council could change their policy regarding the distribution of REET Funding, Mr. Clements pointed out that many people in the City feel that parks should be a major priority. Board Member Crim suggested that the residents must be educated to understand their choices, given the funding available at this time.

Board Member Works asked if the City Council has discussed the option of reallocating the surplus REET funds. Mr. Clements answered that the City Council has not discussed the option of changing their policy regarding the distribution of REET funding. However, the extra revenue has not been budgeted yet. The Board could recommend the City Council consider this option.

Mr. Chave summarized that it is important the City not place themselves in a position where they do not have an approved CIP. The Board can recommend changes regarding funding options, but they need to recommend adoption of the CIP eventually. If not, many capital projects would be put in jeopardy.

Mr. Bowman agreed with Mr. Chave that the Board should forward a recommendation of approval to the City Council at some point. However, they could make additional recommendations regarding potential funding options. The City Council is concerned about how to deal with this problem because staff continually brings the issue before them. If the City Council considers the option of lifting the levy lid, the 6-Year CIP would be a critical document in this process.

Rather than recommending approval of the CIP now, Vice Chair Dewhirst suggested the Board postpone their recommendation until they have more time to formulate a list of recommendations for the City Council to consider. Mr. Bowman explained that the City Council could continue the scheduled public hearing to allow the Board additional time to digest the issues that have been raised. The Board agreed that they would like more time to formulate a recommendation to the City Council.

Brian McIntosh said the use of REET funding has been discussed by the City Council previously in 2000 and 2004. They have discussed whether the REET funds could be used to address shortfalls in other funds. Both times the City Council reaffirmed that the REET funds should be used for park projects, only. While the situation has changed over the past few years, and the City has collected more dollars than anticipated, there are still constituents who support the use of REET funds for park acquisition and improvements only. He cautioned that this issue could become very political. Vice Chair Dewhirst agreed that much of this issue is political. While the decision would be difficult, perhaps there is some compromise that would allow the REET funds to be used for projects in public rights-of-way that are related to parks, such as sidewalks leading to parks or connecting parks with sidewalks. This would at least satisfy both parks and transportation needs to some degree. Mr. McIntosh explained that the Parks Department has been working with the Engineering Department to identify situations of this type. The Comprehensive Parks and Recreation Plan has gray areas regarding trails and sidewalks. However, the plan will be redone in the near future, and he would like to encourage linkages throughout the community.

Vice Chair Dewhirst pointed out that plans for the 4<sup>th</sup> Avenue North Corridor could be considered a type of linear park that could be developed using park funds. He urged the staff to be more creative to get projects of this type done. Mr. Fiene pointed out that Attachment A recommends that a certain percentage of the REET funds be dedicated to pedestrian projects since sidewalks have been identified in the Comprehensive Parks and Recreation Plan. The Engineering Department staff has been discussing this concept with the Parks Department staff. He noted that a City Council Member has requested that Attachment A be brought back before the City Council for further consideration.

Mr. Clements said he would send the Board members a list of things that the staff has been working on for possible funding scenarios. The Board agreed that this list would be helpful.

### **REVIEW OF EXTENDED AGENDA**

Chair Freeman announced that a Planning Board Retreat has been scheduled for April 12<sup>th</sup>. They could continue their discussion regarding the CIP at that time.

Mr. Chave advised that the City Council has scheduled a public hearing on March 21<sup>st</sup> regarding the downtown issues, so there may be some topics for the Board to discuss at their retreat.

Board Member Henderson reminded the Board that they have not yet heard back from the City Council regarding priorities for the year. If they haven't heard something by the retreat, he suggested that the Board discuss how they want to move

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forward. Mr. Chave reported that the City Council discussed their intention to move forward with the design guidelines, and this would require additional Planning Board work.

Board Member Crim asked that staff provide the Board Members with a copy of the latest edition of the Design Guidelines. Mr. Chave reported that the Architectural Design Board made recommendations to the City Council on March 7<sup>th</sup>. The City Council has scheduled a hearing on March 21<sup>st</sup>, where they will focus on the role of the Architectural Design Board and where design review should occur in the process. Mr. Chave said he would provide a copy of the draft design guidelines in the Board Members' boxes. He said he would also try to provide a copy of the draft City Council Minutes from the March 7<sup>th</sup> meeting.

#### **PLANNING BOARD CHAIR COMMENTS**

Chair Freeman did not provide any comments during this portion of the meeting.

#### **PLANNING BOARD MEMBER COMMENTS**

Board Member Works referred the Board to an editorial in the *SNOHOMISH COUNTY SECTION OF THE SEATTLE TIMES* regarding economic development. It was written by Council Member Plunkett and talks about the City's Department of Economic Development. She clarified that the department only consists of the one person, the Economic Development Director.

Board Member Henderson clarified that in addition to discussing the CIP at their retreat, the Board also agreed to discuss the issue at their next meeting. Mr. Chave advised that the update on the Shoreline Master Program work plan and the update on the process and goals for rewriting the Edmonds Community Development Code would be postponed to a future meeting.

Vice Chair Dewhirst suggested that he and Chair Freeman draft a letter to the City Council regarding the proposed CIP. This letter could be reviewed and adjusted by the Board at their next meeting.

#### **ADJOURNMENT**

The meeting was adjourned at 10:25 p.m.

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