

# Annexation Element

---

## Background and Analysis

### Purpose and Relationship to GMA

The purpose of the Annexation Element is to identify unincorporated territory on the periphery of the City limits to which Bothell is capable of providing services over the time horizon of this plan, and to provide policy direction for annexation of properties within such territory.

The Growth Management Act does not require an annexation element, but annexation issues comprise an intrinsic component in the establishment of urban growth areas and in planning for areas between cities within the urban growth areas.

The King County countywide planning policies require cities to designate Potential Annexation Areas (PAAs), in collaboration with King County and adjacent counties and cities, and in consultation with residential groups in affected areas. The Snohomish County countywide planning policies authorize cities to designate Municipal Urban Growth Areas (MUGAs). Both PAAs and MUGAs identify currently unincorporated areas which the City has determined to be appropriate for annexation at some point in the future.

### Planning Area Profile

Historically, annexations have played a major role in increasing the City's land area, but not its population. The bulk of the population growth has largely been the result of in-migration. For example, the City's population grew from 8,014 in 1980 to 12,346 in 1990. The vast majority of annexations through 2000 consisted of undeveloped, and thus unpopulated, land. However, annexations have added large numbers of people to the City on occasion. The Canyon Park Annexation was a dramatic aberration, adding almost 10,000 people to the City's population in 1992 as well as 3,840 acres of land.

In terms of land area, the original incorporation of the City in 1909 covered 450.45 acres (0.7 square miles). Between 1909 and 1950 Bothell actually grew smaller, as the Council shortly after incorporation approved a detachment of around 14 acres to transfer to King County responsibility for repairs to the 102<sup>nd</sup> Avenue bridge. Starting in the 1950's, annexations began to increase the size of the City at a fairly rapid rate. **Table AN-1** below summarizes annexation activity for the City of Bothell from the date of incorporation through 2004.

**Table AN-1: Historical summary of annexation activity to the City of Bothell**

Time period	Number of annexations	Number of detachments	Area in acres	Total City population*
1909 Incorporation			450.45	599
1909 - 1950		1	-14.20	1,041
1951 - 1955	9		168.26	1,339
1956 - 1960	20		793.16	2,519
1961 - 1965	12		105.65	3,400
1966 - 1970	6		610.09	5,386
1971 - 1975	17		358.90	6,036
1976 - 1980	13		137.08	7,488
1981 - 1985	17		283.99	8,825
1986 - 1990	15		441.26	12,990
1991 - 1995	18		4,181.20	25,965
1996 - 2000	5		46.50	30,470
2000 - 2004	1		10.60	30,930 (2004)
<b>Totals</b>	<b>133</b>	<b>1</b>	<b>7,572.94</b>	<b>30,930 (2004)</b>

\*Population figures are for the first year following the time period noted.

The majority of annexations have been driven by a desire on the part of property owners to connect to City utilities so as to enable more intensive development of their parcels. However, there appears to be no correlation between the above summary and historical building cycles in the area. Also, there is no definite trend in the direction of annexation activity (north, south, east, or west) or in the size of parcels annexed over time.

## Development of Goals, Policies and Actions

Areas which would logically be served by Bothell at some point in the future via the process of annexation have been identified in both King and Snohomish counties.

In King County, such areas are termed Potential Annexation Areas, or PAAs. A PAA was identified during the development of the original *Imagine Bothell...* Comprehensive Plan in the early 1990's, and has been formally recognized by King County. Bothell's PAA is located to the east, south and west of the current city limits, and also includes unincorporated islands that are surrounded by the city.

The westernmost Bothell PAA boundary originally followed 80<sup>th</sup> Avenue NE north of Bothell Way, but was pulled back to 84<sup>th</sup> Avenue NE (extended) when the territory between 80th and 84th was included in the Kenmore incorporation. Bothell's PAA now comprises 1,018.6 acres.

In contrast to the establishment of PAAs within King County, the development of the 1994 Bothell Comprehensive Plan did not include identification of logical annexation areas in Snohomish County. The reasons for this are two-fold. First, only two years prior to adoption of the original plan, Bothell had completed the Canyon Park annexation, which doubled the area and population of the city and created service delivery challenges with which Bothell was still struggling in 1994. Thus, the idea of taking on more area, even theoretically, was daunting at the time. And second, Bothell and its neighboring Snohomish County cities of Mill Creek, Lynnwood and Brier were all so occupied

completing their plans in 1994 that none of the four jurisdictions could devote the time necessary for the necessary collaborative effort to identify logical annexation areas.

It wasn't until 2000 that such an effort got under way in Snohomish County. The city and county planners in Snohomish County, working together through the Planning Advisory Committee (PAC), developed a process to delineate Municipal Urban Growth Areas, or MUGAs. The process was endorsed by the Snohomish County Tomorrow Steering Committee. In addition to the long-term benefit of determining where each municipality's ultimate city limits would be, establishing MUGA boundaries was seen to have immediate benefits as well:

- Promoting planning which deals with the entire MUGA as a whole, rather than as separate incorporated and unincorporated parts;
- Fostering coordination between Snohomish County and its cities in the planning process;
- Providing an opportunity for each city to influence development activity within the unincorporated portions of its MUGA prior to annexation; and
- Ensuring predictability for residents and businesses in the unincorporated portions of MUGAs as to the municipality that would eventually become their urban services provider.

In 2003 the Bothell City Council adopted partial MUGA boundaries. The MUGA followed agreed-upon boundaries with Lynnwood and Mill Creek to the northwest and north, and the existing Southwest Snohomish County Urban Growth Area boundary to the east. As of the end of 2004, the only unresolved boundary was between Bothell and Brier. It is expected that this boundary will be resolved in 2005.

A logical next step beyond the delineation of PAA and MUGA boundaries is the development of interlocal agreements with King and Snohomish counties, respectively, to address planning, permitting and infrastructure responsibilities within the unincorporated portions of the Bothell Planning Area prior to annexation. In the late 1990's work was begun on such an agreement with King County, but was suspended due to other Council priorities. The Bothell City Council in September, 2004, passed a resolution supporting exploration of MUGA interlocal agreements with Snohomish County. Completion of these agreements has been made a high priority for 2005 and 2006.

Interlocal agreements as described above would only apply until such time as properties covered by the agreements annexed to Bothell, since Bothell's Comprehensive Plan policies and development regulations would apply from annexation forward. Interest in annexation to Bothell has been growing, particularly within the MUGA: as a consequence, the City plans in 2005 to conduct an annexation fiscal analysis to determine the comparative revenues and expenditures which might be associated with annexation of all or portions of Bothell's PAA and MUGA.

Both the City's Potential Annexation Area and its Municipal Urban Growth Area as it exists at the end of 2004 are depicted in **Figure AN-1**. This element's Goals, Policies and Actions reflect these areas, and provide for joint planning efforts with the Counties within those areas. In addition, the policies address pre-annexation development standards within the areas.

# Annexation

## Goals, Policies and Actions

---

### Goal

AN-G1 To continue to extend cost-effective high quality municipal services, via the process of annexation, throughout the unincorporated portions of the City's adopted Planning Area.

### Policies

AN-P1 The City shall neither propose to annex nor accept requests to annex unincorporated territory located outside the urban growth area.

AN-P2 Within the urban growth area, collaborate with adjacent cities and King and Snohomish Counties and consult with affected residents in the designation of a Municipal Urban Growth Area (MUGA) and a Potential Annexation Area (PAA). The City's Municipal Urban Growth Area and Potential Annexation Area shall be specific to Bothell and should not overlap another city's Municipal Urban Growth Area or Potential Annexation Area.

AN-P3 Evaluate proposed annexations within the Municipal Urban Growth Area and Potential Annexation Area based on the following criteria:

1. The ability of the City to provide public services at a level equal to or better than that available from current service providers;
2. The ability of the City to provide public services at the City's adopted levels of service;
3. Whether the annexation would eliminate an unincorporated island or could be expanded to eliminate an unincorporated island;
4. Whether the annexation would follow logical boundaries, such as streets, waterways, or substantial topographic changes;
5. Whether the annexation would eliminate an irregularity or irregularities in the City's boundaries, thereby improving service delivery;
6. The relative costs to serve the proposed annexation versus the revenue to be derived from the annexation.

AN-P4 Pursue interlocal agreements with King and Snohomish Counties which would provide for collaborative sub-area and neighborhood planning within the Municipal Urban Growth Area and the Potential Annexation Area.

- AN-P5 Pursue interlocal agreements with King and Snohomish Counties which would provide the following concerning annexation:
1. Where Bothell is the logical provider of utilities, undeveloped unincorporated land which is adjacent to the City boundary shall be required to annex to the City at the time development is proposed in order to receive the full range of urban services. The extension of City services to an area shall not occur without that area first annexing to the City.
  2. Undeveloped unincorporated land which is located within the potential annexation area but is not adjacent to the City boundary and is not practical to annex may be developed subject to compliance with City plan designations, implementing zoning and other development standards, and mitigation requirements.
- AN-P6 Ensure that annexations are processed in accordance with State annexation laws in a timely and efficient manner.
- AN-P7 Plan the extension of City services throughout the City's Planning Area so as to prevent "leapfrog" development from occurring.
- AN-P8 Seek to expand the area of annexation proposals when such an expansion would serve to make city boundaries more regular or where the area to be served is a logical extension of city service capabilities and is within a defined potential annexation area.
- AN-P9 Annex all unincorporated islands within the City.

## Actions

- AN-A1 Complete agreements with surrounding cities and King and Snohomish Counties delineating a Potential Annexation Area in King County and a Municipal Urban Growth Area in Snohomish County.
- AN-A2 Complete interlocal agreements with King and Snohomish Counties regarding collaborative joint planning within the City's Potential Annexation Area and Municipal Urban Growth Area.
- AN-A3 Complete interlocal agreements with King and Snohomish Counties regarding development within the Potential Annexation Area and the Municipal Urban Growth Area.
- AN-A4 Conduct an annexation fiscal analysis within the Potential Annexation Area and Municipal Urban Growth Area to help prioritize future annexations.
- AN-A5 Survey the area surrounding property proposed for annexation in an effort to expand the annexation when the survey can be accomplished within the time constraints set by State annexation laws for meeting with annexation proponents.

- AN-A6 Continue to provide information about annexation to residents throughout the Planning Area, on a systematic basis, through open houses, mailouts, the City Newsletter, website and other means.
- AN-A7 Continue to annex unincorporated islands within the City using the resolution method as provided by State law, and as staff resources permit.