Planning Commission Recommendation

The Planning Commission considered proposed amendments to the Annexation Element on February 19 and March 5, 2014, and March 11, 2015 (as part of an integrated review of all major Plan elements) and on April 1, 2015 recommended the following amendments.

Proposed new language is underlined; language proposed to be deleted is lined through. Iterations of proposed amendments are accompanied by the source and date of the change from the original proposal (e.g., Planning Commission, or PC for short, 5/21/14).

Proposed amendments to the Imagine Bothell... Comprehensive Plan for the 2015 Periodic Update are presented in the format of the existing Plan, which was conceived primarily as a paper document. Insofar as the public has indicated a preference for online access to the Plan, staff contemplates some reformatting once the Update is completed, including added images and links, to optimize the usefulness of the Plan as an electronic document. No substantive changes to text or illustrations would be made in such a reformatting. The Plan will remain available as a paper document as well.

Annexation Element

The following Background and Analysis heading is unnecessary and is thus proposed to be deleted.

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.
Planning Commission Recommendation

Staff originally proposed an amendment to reflect the increased emphasis on designation of potential annexation areas in the Multi-County Policies and the King and Snohomish County countywide planning policies since this element of the Imagine Bothell… Plan was last updated in 2004.

PC 2/19/14 - The Commission and staff concurred that while it’s important to be able to demonstrate compliance with the King County and Snohomish County Countywide Planning Policies (CPPs), this GMA requirement can be met in an appendix to the Plan, rather than in the Plan itself, where it diminishes readability and contributes to the bulk of the document. The originally proposed section has thus been removed: it will be reproduced in the GMA compliance analysis staff will prepare and submit to the Puget Sound Regional Council as part of the certification process following approval of the Plan update.

PC 2/19/14 - The Commission asked staff to consider re-organizing the Annexation element. Staff has looked at the organization of the element after deletion of the countywide planning policies analysis, and finds that it follows a logical progression: 1) Purpose and Relationship to GMA; 2) Planning Area Profile; and 3) Development of Goals, Policies and Actions. Staff believes that any further reorganization would diminish comprehension, rather than help it.

PC 3/5/14 - The Commission concurred in maintaining the existing organization of the element.

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.

The following proposed amendments are warranted to update the existing Planning Area Profile and Development of Goals, Policies and Actions sections.

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.

The 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 the responsibility for repairs to the 102nd Avenue bridge. Starting in the 1950's, annexations began to increase the size of the City at a fairly rapid rate, although most of these were of undeveloped land and thus did not add large amounts of population right away. By the 1990's most unincorporated land around Bothell was developed, and annexations since then have brought substantial numbers of "instant" City residents. In particular, the Canyon Park Annexation in 1992 increased the area of the City by around six square miles and the population by around 10,000 persons. And in 2014 the City simultaneously annexed its remaining nine designated potential annexation areas in King County, adding a total of about 1.5 square miles and over 6,000 residents to Bothell. Table AN-1 below summarizes annexation activity for the City of Bothell from the date of incorporation through 2014.
Planning Commission Recommendation

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

<table>
<thead>
<tr>
<th>Time period</th>
<th>Number of annexations</th>
<th>Number of detachments</th>
<th>Area in acres</th>
<th>Total cumulative City population*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1909 Incorporation</td>
<td></td>
<td></td>
<td>450.45</td>
<td>599</td>
</tr>
<tr>
<td>1909 - 1950</td>
<td>9</td>
<td>-14.20</td>
<td>1,041</td>
<td></td>
</tr>
<tr>
<td>1951 - 1955</td>
<td>20</td>
<td>168.26</td>
<td>1,339</td>
<td></td>
</tr>
<tr>
<td>1956 - 1960</td>
<td>12</td>
<td>793.16</td>
<td>2,519</td>
<td></td>
</tr>
<tr>
<td>1961 - 1965</td>
<td>6</td>
<td>105.65</td>
<td>3,400</td>
<td></td>
</tr>
<tr>
<td>1966 - 1970</td>
<td>6</td>
<td>610.09</td>
<td>5,386</td>
<td></td>
</tr>
<tr>
<td>1971 - 1975</td>
<td>17</td>
<td>358.90</td>
<td>6,036</td>
<td></td>
</tr>
<tr>
<td>1976 - 1980</td>
<td>13</td>
<td>137.08</td>
<td>7,488</td>
<td></td>
</tr>
<tr>
<td>1981 - 1985</td>
<td>17</td>
<td>283.99</td>
<td>8,825</td>
<td></td>
</tr>
<tr>
<td>1986 - 1990</td>
<td>15</td>
<td>441.26</td>
<td>12,990</td>
<td></td>
</tr>
<tr>
<td>1996 - 2000</td>
<td>5</td>
<td>46.50</td>
<td>30,470</td>
<td></td>
</tr>
<tr>
<td>20010 - 20054</td>
<td>1</td>
<td>10.60</td>
<td>30,930 (2004)</td>
<td></td>
</tr>
<tr>
<td>2006 - 2010</td>
<td>10</td>
<td>1,015.9</td>
<td>41,630</td>
<td></td>
</tr>
<tr>
<td>2011 - 2014</td>
<td>1</td>
<td>8,588.84</td>
<td>41,630 (2014)</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>143.133</td>
<td>1</td>
<td>30,930 (2004)</td>
<td></td>
</tr>
</tbody>
</table>

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

The majority of annexations up until 1990 were 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. Since then, the impetus for annexation has been the desire for City services, such as law enforcement, street maintenance, storm water management and land use planning. 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

In the 1990’s, to satisfy the requirements of the Growth Management Act and the King County and Snohomish County CPPs, the City of Bothell, in consultation with King County, Snohomish County, and the cities of Brier, Lynnwood, Mill Creek, Woodinville, Kirkland and Kenmore, identified 11 unincorporated areas to which Bothell would be the most logical provider of urban services. These potential annexation areas were formally designated in the Imagine Bothell... Plan and the King County and Snohomish County CPPs. Such potential annexation areas are abbreviated as PAAs in the KCCPPs and are termed Municipal Urban Growth Areas, or MUGAs, in the SCCPPs.

The City subsequently entered into interlocal agreements with both counties to provide for the orderly transition of services in the event of annexation. Additionally, the city entered into service transition interlocal agreements with the two King County fire districts (16 and 36) which served the City’s potential annexation areas in King County.

As of the 2015 Periodic Update, all but one of these 11 areas have been annexed. One of the two areas comprising the MUGA in Snohomish County was annexed effective December, 2012. The nine King County potential annexation areas were annexed simultaneously effective February, 2014: Bothell has now annexed out to its Planning Area boundaries in King County. The remaining potential annexation area
Planning Commission Recommendation

comprises 3,608 acres of unincorporated Snohomish County territory, wrapping around the Bothell city limits to the west, north and east. Two citizen efforts to annex this area in its entirety failed, in 2011 and 2012. It is likely that this area will annex incrementally, neighborhood by neighborhood, over the coming years, as property owners seek access to City services.

The City does not anticipate designating any additional potential annexation areas prior to the next Periodic Update, which would occur in 2023. The only circumstances under which this might be warranted would be if Snohomish County were to expand the Southwest County Urban Growth Area to the east, or if Brier, Lynnwood or Mill Creek were to desire to abandon portions of their designated potential annexation areas adjacent to Bothell’s planning area.

Bothell’s designated potential annexation area, comprising the City’s remaining MUGA in Snohomish County, is depicted in Figure AN-1. This element’s Goals, Policies and Actions provide direction for the eventual annexation of the MUGA, and reinforce the importance of maintaining interlocal agreements already in place.

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 80th Avenue NE north of Bothell Way, but was pulled back to 84th 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.
The following proposed amendments to the Annexation Goals, Policies and Actions reflect the completion of interlocal agreements with King and Snohomish counties and the fact that all of the King County potential annexation areas have been annexed. Proposed new Policy AN-P9 looks ahead to the possibility of expanding the City’s MUGA under certain circumstances.

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.

Staff 3/5/14 - Staff has added a reference to the Potential Annexation Area map, Figure AN-1, to policy AN-P2 below. It’s already referenced under Development of Goals, Policies and Actions, but it needs to be in a policy as well.

PC 3/5/14 - The Commission concurred.

AN-P2
Within the urban growth area, promote annexation of the City’s designated Municipal Urban Growth Area (MUGA) in Snohomish County, as depicted in Figure AN-1, Potential Annexation Area, consistent with the Snohomish County Countywide Planning Policies and in conformance with state annexation law and the Growth Management Act. 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;
Planning Commission Recommendation

The following proposed amendment reflects the fact that all remaining unincorporated islands were annexed in the 2012 and 2014 annexations: no islands currently exist within the Planning Area, nor, under state law, could any be created in the future.

3. Whether the annexation would eliminate an unincorporated island or could be expanded to eliminate an unincorporated island;

34. Whether the annexation would follow logical boundaries, such as streets, waterways, or substantial topographic changes;

45. Whether the annexation would eliminate an irregularity or irregularities in the City's boundaries, thereby improving service delivery; and

56. The relative costs to serve the proposed annexation versus the revenue to be derived from the annexation.

AN-P4 Maintain and update as warranted Pursue interlocal agreements with King and Snohomish Counties providing which would provide the transition of services within potential annexation areas, including collaborative sub-area and neighborhood planning within the Municipal Urban Growth Area and the Potential Annexation Area.

The following proposed deletion is warranted because sub-section 1 is already addressed by City regulations, and sub-section 2 has been determined unfeasible by Snohomish County.

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-P56 Ensure that annexations are processed in accordance with State annexation laws in a timely and efficient manner.

AN-P67 Plan the extension of City services throughout the City's Planning Area so as to prevent "leapfrog" development from occurring.

AN-P78 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-P8 Support proposed annexations by providing objective information concerning City services via open houses; the City website and newsletter; in-person, telephone and e-mail communications; and other means.
Planning Commission Recommendation

AN-P9 Should Snohomish County expand the Southwest County Urban Growth Area or a city adjacent to Bothell seek to reduce its MUGA, evaluate whether a commensurate non-overlapping expansion of the Bothell MUGA is warranted, based on the ability of the City to serve the expanded area at that time or in the future.

The following has been accomplished.

AN-P9 Annex all unincorporated islands within the City.

Actions

Actions AN-A1 through A4 and A7 have all been accomplished, and thus may be deleted.

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-A15 When an annexation is proposed, survey property owners in the surrounding area to determine if the annexation might be expanded, provided that 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 processing annexations meeting with annexation proponents. Support proposed annexations by providing objective information concerning City services via open houses; the City website and newsletter; in-person, telephone and e-mail communications; and other means.

AN-A26 In addition to supporting specific proposed annexations, continue to provide general information about annexation to unincorporated residents throughout the Planning Area, on a systematic basis, through open houses, mail-outs, the City newsletter or website, or 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.
Imagine Bothell...Comprehensive Plan
2015 Periodic Plan and Code Update

Figure AN-1
Potential Annexation Area