

**CITY OF MONROE  
ORDINANCE NO. 026/2019**

AN ORDINANCE OF THE CITY OF MONROE,  
WASHINGTON, RELATING TO THE 2018 - 2019 ANNUAL  
COMPREHENSIVE PLAN AMENDMENT CYCLE;  
AMENDING THE 2015 – 2035 COMPREHENSIVE PLAN  
FUTURE LAND USE MAP; ADOPTING THE MONROE AND  
SNOHOMISH SCHOOL DISTRICTS' 2018 - 2023 CAPITAL  
FACILITIES PLANS; PROVIDING FOR SEVERABILITY;  
AND ESTABLISHING AN EFFECTIVE DATE

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WHEREAS, the Growth Management Act (Chapter 36.70A RCW) gives authority to cities to update their comprehensive plans once per year so that the cumulative effects of all proposed amendments can be analyzed for consistency and the overall effect on the remainder of the plan; and

WHEREAS, the cumulative effects of all proposed amendments to the comprehensive plan have been analyzed by the City of Monroe; and

WHEREAS, the City complied with all applicable City of Monroe Comprehensive Plan Amendment Procedures found in Chapter 22.74 MMC, Comprehensive Plan Amendments, Title 22 MMC, Unified Development Regulations, and other applicable federal, state, and local regulations; and

WHEREAS, the City provided notice of the proposed Comprehensive Plan Amendments on the City's webpage, through direct mailing, posting, and publication of hearing notices in the Everett Daily Herald; and

WHEREAS, the Monroe Planning Commission held a duly advertised public hearing on October 28, 2019, which was extended to November 11, 2019, to consider the proposed Comprehensive Plan Amendments; and

WHEREAS, the Planning Commission adopted Findings of Fact and Conclusions of Law on November 25, 2019, recommending approval of proposed amendments CPA2018-A and CPA2018-B, School Impact Fees, and denial of proposed amendment CPA2018-01, Monroe School District Site, to the 2015 – 2035 Comprehensive Plan; and

WHEREAS, the City Council reviewed the proposed Monroe Planning Commission recommendations at their November 19, 2020, December 10, 2020, and January 21, 2020, meetings; and

WHEREAS, the Monroe City Council adopts the Findings of Fact and Conclusions of Law included as Exhibit 15 to AB 20-014 to approve the proposed amendments identified by CPA2018-A and CPA2018-B regarding school impact fees; and



WHEREAS, the Monroe City Council remands back to the Planning Commission for further consideration proposed amendment CPA2018-01 to the 2015 – 2035 Comprehensive Plan Future Land Use Map (FLUM); and

WHEREAS, the Monroe City Council, after considering all information received, has determined to adopt proposed amendments CPA2019-A and CPA2019-B, as provided in this ordinance.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF MONROE, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. CPA2018-A and CPA2018-B: School Impact Fees. The Monroe City Council hereby adopts the *Monroe School District No. 103 Capital Facilities Plan 2018 - 2023* and the *Snohomish School District Capital Facilities Plan 2018 - 2023* into the Capital Facilities Element, incorporated by this reference, as if set forth in full.

Section 2. CPA2018-01: Monroe School District Site FLUM Amendment. The Monroe City Council hereby remands back to the Planning Commission for further consideration an amendment to the 2015 – 2035 Comprehensive Plan Future Land Use Map (FLUM), amending the designations of the sites known as Marshall Field and Memorial Stadium, identified by Snohomish County tax parcel numbers 27060100100400, 27060100205100, and 27060100404500, from “Institution” to “Multifamily.”

Section 3. Findings, Conclusions, and Analysis. In support of the decisions concerning the proposed comprehensive plan amendments in this ordinance, the Monroe City Council adopts the above recitals and the Findings of Fact and Conclusions of Law, as provided in Attachment 15 to AB20-014, and incorporated by this reference as if set forth in full.

Section 4. Ordinance to Be Transmitted to Department. Pursuant to RCW 36.70A.106, the City will transmit this ordinance to the Washington State Department of Commerce within ten days after final adoption.

Section 5. Severability. If any section, sentence, clause or phrase of this ordinance or any section of the Monroe Municipal Code adopted or amended hereby should be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance or code section.

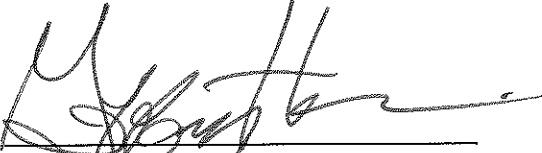
Section 6. Effective Date. This ordinance, being an exercise of a power specifically delegated to the City legislative body, is not subject to referendum and shall take effect five (5) days after passage and publication of an approved summary thereof consisting of the title.



ADOPTED by the City Council and APPROVED by the Mayor of the City of Monroe, at a regular meeting held this 21<sup>st</sup> day of January, 2020.

First Reading: December 10, 2019  
Final Reading: January 21, 2020  
Published: ~~February 2, 2020~~ January 24, 2020  
Effective: ~~February 7, 2020~~ January 29, 2020

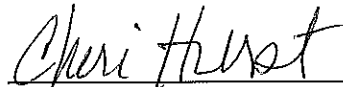
CITY OF MONROE, WASHINGTON:

  
\_\_\_\_\_  
Geoffrey Thomas, Mayor

(SEAL)

ATTEST:

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Cheri Hurst, Authorized Designee  
of the City Clerk  
\_\_\_\_\_  
J. Zachary Lell, City Attorney





**ATTACHMENT 15**

**FINDINGS OF FACT AND CONCLUSIONS OF LAW  
2018 – 2019 Annual Comprehensive Plan Amendment Docket**

**A. GENERAL INFORMATION**

<b>File Number(s):</b>	CPA2018-A, CPA2018-B, and CPA2018-01
<b>Project Summary:</b>	<p>In accordance with Chapter 22.74 MMC, Comprehensive Plan Amendments, the City accepts amendment proposals annually from interested parties. Upon receipt of applications, the City Council holds a public hearing to select those proposed amendments to be placed on a docket for further consideration. The docketed Comprehensive Plan amendment applications are evaluated by the Planning Commission, which forwards to the City Council a recommendation regarding their approval. On the docket for the 2018 – 2019 amendment cycle, there are two City-initiated applications and one citizen-initiated application for the Planning Commission to review. These applications include the following proposals for amendments to the 2015 – 2035 Comprehensive Plan:</p> <p><u>CPA2018-A and CPA2018-B</u> – Two (2) City-initiated requests to adopt the Monroe School District and Snohomish School District Six-Year Capital Facilities Plans</p> <p><u>CPA2018-01</u> – A site-specific, citizen-initiated request to change the land use designation established by the Comprehensive Future Land Use Map (FLUM) and to concurrently rezone property owned by the Monroe School District</p>
<b>Location(s):</b>	<p><u>CPA2018-A and CPA2018-B</u> – These proposed amendments to the 2015 – 2035 City of Monroe Comprehensive Plan are non-project actions that are not site-specific. The amendments do not apply to a specific property or properties, but rather to the entire area within the limits of the City of Monroe.</p> <p><u>CPA2018-01</u> – The Memorial Stadium and Marshall Field site, identified by Snohomish County Assessor’s tax parcel numbers 27060100205100, 27060100100400, and 27060100404500</p>
<b>Staff Contact:</b>	<p>Shana Restall, Principal Planner City of Monroe 806 West Main Street Monroe, WA 98272 (360) 863-4608 srestall@monroewa.gov</p>

**B. BACKGROUND**

The Annual Comprehensive Plan amendment process provides an opportunity for interested parties, including members of the public, to propose revisions to the Comprehensive Plan, and to monitor and evaluate the progress of the implementation strategies and policies incorporated therein. Submitted amendment proposals may:

- Propose new sections, elements, appendices, goals, and/or policies of the plan
- Amend existing sections, elements, appendices, goals, and/or policies of the plan
- Be site-specific
- Correct errors
- Edit language
- Adopt other documents by reference
- Change the Future Land Use Map (FLUM)

The City accepts annual Comprehensive Plan amendment applications continuously. However, amendments proposed by the public after the last working day in July will not be considered until the following amendment cycle. With the exception of a few specific situations, Comprehensive Plan amendments shall be considered by the City no more than once a year. Additionally, all Comprehensive Plan amendment proposals are required to be considered concurrently so that their cumulative impacts can be determined.

## **C. COMPREHENSIVE PLAN AMENDMENT REVIEW PROCESS**

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### **1. Overview**

Chapter 22.74 MMC, Comprehensive Plan Amendments, delineates the procedure for reviewing annual Comprehensive Plan amendment applications. All proposed Comprehensive Plan amendments must be consistent with the 2015 – 2035 Comprehensive Plan, all other City Codes and applicable regulations, and the Washington State Growth Management Act (GMA) in RCW 36.70A. Plan amendments are considered concurrently on an annual basis so that the cumulative effects of all proposed amendments can be analyzed for consistency and the overall effect on the remainder of the Plan. The annual Comprehensive Plan amendment cycle is subject to the requirements for public participation, in accordance with RCW 36.70A.140. The review process shall proceed as described below.

### **2. Amendment Review Procedures**

#### **a. Phase I - Selection of Amendments to be Considered**

- Applications Forwarded by Staff: City of Monroe staff submits to the City Council all proposed amendments received prior to the last working day in July, along with an analysis of the proposed amendment in relation to the selection criteria and the application checklist.
- Public Hearing for Docket Selection: The City Council holds a public hearing to select those proposed amendments that should be considered for further review.
- Modifications: The City Council may modify a proposed amendment during the selection process.
- Schedule for Review: When selecting the proposed amendments to be considered, the City Council will adopt a schedule for completion of the review and amendment adoption process.

#### **b. Phase II - Review and Action for Selected Amendments**

- Staff Review: For each amendment selected by Council for the amendment cycle, staff will prepare a written analysis.
- Environmental Review: Review under SEPA shall be conducted and a threshold determination issued.
- Planning Commission Review: The Planning Commission shall conduct one or more public hearings to solicit comments; develop language for definitions, policies, and goals; and provide recommendations for proposed amendments.
- Criteria for Recommendation of Approval: The Planning Commission shall use the following criteria in considering whether or not to recommend approval, or approval with modification, of the proposed Comprehensive Plan amendments:



- a) Each amendment:
  - 1) Shall not adversely affect public health, safety, or welfare in any significant way;
  - 2) Shall be consistent with the overall goals and intent of the comprehensive plan, as amended by the proposals;
  - 3) Shall be in compliance with the Growth Management Act and other State and Federal laws; and
  - 4) Must be weighed in light of cumulative effects of other amendments being considered.
- b) In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:
  - 1) The proposed amendment addresses needs or changing circumstances of the City as a whole, or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances;
  - 2) Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts;
  - 3) Is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations;
  - 4) Is compatible with neighboring land uses and surrounding neighborhoods, if applicable; and
  - 5) Is consistent with other plan elements as amended by the proposals.
- c) Any compelling reasons relied upon to justify adopting an amendment without meeting the above criteria must be specified in the ordinance adopting the amendment. When an amendment to the Comprehensive Plan also requires a subsequent rezone or amendment to the development regulations both may be considered concurrently.
- v. Concurrent Land Use Applications: When an amendment to the Comprehensive Plan also requires a subsequent rezone or amendment to the development regulations both may be considered concurrently.
- vi. Council Public Hearing and Notice: The City Council will review the recommendation of the Planning Commission and may hold a public hearing for the purpose of receiving public comment regarding the merits of proposed amendment(s).
- vii. Council Action: Upon receipt of a recommendation from the Planning Commission, the City Council shall adopt, adopt as modified, deny, or remand the application(s) to the Planning Commission for further consideration.
- viii. Map Revisions: If the City Council approves a change to the Comprehensive Plan that changes the land use designation of parcels within the Urban Growth Area, the City Council shall adopt an ordinance that amends the Comprehensive Plan Land Use Map and authorizes the Mayor to sign the revised map.
- ix. Revocation: The Comprehensive Plan amendment may be reversed by the City Council outside of the regular amendment period, upon finding of any of the following:
  - a) The approval was obtained by fraud or other intentional or misleading representation;
  - b) The amendment is being implemented contrary to the intended purpose of the amendment or other provisions of the comprehensive plan and City ordinances; or
  - c) The amendment is being implemented in a manner that is detrimental to the public health or safety.
- x. Transmittal to State – Proposed Amendments: City staff shall transmit a copy of each proposed amendment of the Plan to the State of Washington Department of

Commerce at least sixty (60) days prior to the expected date of final Council action on proposed amendments.

- xi. Transmittal to State – Adopted Amendments: Staff will transmit a copy of all adopted amendments to the Department of Commerce within ten (10) days after the adoption by the Council.

**c. Appeals**

Per MMC Table 22.84.060(B)(2): Decision-Making and Appeal Authorities, the Council's decision is the City's final action on the proposed Comprehensive Plan amendments. The decision may be appealed to the Growth Management Hearings Board.

**D. FINDINGS OF FACT AND CONCLUSIONS OF LAW**

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The 2018 – 2019 Comprehensive Plan docket includes two City-initiated and one citizen-initiated proposals:

- Application CPA2018-A  
City-initiated amendment to the 2015 – 2035 Comprehensive Plan to adopt the Monroe School District Capital Facilities Plan 2018-2023 and incorporate the CFP into the Capital Facilities Element of the Comprehensive Plan.
- Application CPA2018-B  
City-initiated amendment to the 2015 – 2035 Comprehensive Plan to adopt the Snohomish School District Capital Facilities Plan 2018-2023 and incorporate the CFP into the Capital Facilities Element of the Comprehensive Plan.
- Application CPA2018-01  
Citizen-initiated amendment to the 2015 – 2035 Comprehensive Plan and concurrent rezone to allow other land use options on property owned by the Monroe School District.

MMC 22.74.040(D), Criteria for Recommendation of Approval, provides the following criteria for review of a docketed Comprehensive Plan amendment proposal. When deciding whether or not to approve the proposed Comprehensive Plan amendments, the City Council shall review the applications for consistency with the following criteria:

1. *Each amendment:*
  - a. *Shall not adversely affect public health, safety, or welfare in any significant way.*
  - b. *Shall be consistent with the overall goals and intent of the comprehensive plan as amended by the proposals.*
  - c. *Shall comply with the Growth Management Act and other State and Federal laws; and*
  - d. *Must be weighed in light of cumulative effects of other amendments being considered.*
2. *In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:*
  - a. *Addresses needs or changing circumstances of the City as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.*
  - b. *Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.*
  - c. *Is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.*
  - d. *Is compatible with neighboring land uses and surrounding neighborhoods, if applicable; and*
  - e. *Is consistent with other plan elements as amended by the proposals.*

The following **Findings of Fact** have been made about the proposed comprehensive plan amendments, and the resulting **Conclusions of Law** were established from the Findings of Fact:

1. **CPA2018–A:** City-Initiated Comprehensive Plan Amendment to Adopt the Monroe School District's Capital Facilities Plan
  - a. **Description:** The application proposes an amendment to the 2015 - 2035 Comprehensive Plan to adopt the 2018 – 2023 Monroe School District Capital Facilities Plan. As the Monroe School District adopts a Capital Facilities Plan biennially, the City must revise its Comprehensive Plan every two years to adopt the School District's Capital Facilities Plan by reference. These are essentially comprehensive plan "housekeeping" amendments required of the City.
  - b. **Analysis for Consistency with Approval Criteria per MMC 22.74.040(D):** For an analysis, please see section 2.b. below.
  
2. **CPA2018–B:** City-Initiated Comprehensive Plan Amendment to Adopt the Snohomish School District's Capital Facilities Plan
  - a. **Description:** The application proposes an amendment to the 2015 - 2035 Comprehensive Plan to adopt the 2018 – 2023 Snohomish School District Capital Facilities Plan. As the Snohomish School District adopts a Capital Facilities Plan biennially, the City must revise its Comprehensive Plan every two years to adopt the School District's Capital Facilities Plan by reference. These are essentially comprehensive plan "housekeeping" amendments required of the City.
  - b. **Analysis for Consistency with Approval Criteria per MMC 22.74.040(D):** The applications described above (CPA2018-A and CPA 2018-B) are for the same comprehensive plan amendment from two separate agencies. Therefore, the following analysis is applicable to both proposals.
    - i. **Each amendment shall not adversely affect public health, safety, or welfare in any significant way.**
      - a) **Findings of Fact:** The proposed amendments adopt the School Districts' Capital Facilities Plans by reference and updates the City's fee schedule to reflect the amendments. The amendments have neither a direct relation to nor an impact public health, safety, and/or welfare.
      - b) **Conclusions of Law:** The City Council concludes the proposed amendment will not adversely affect public health, safety, or welfare in any significant way.
    - ii. **Each amendment shall be consistent with the overall goals and intent of the comprehensive plan, as amended by the proposals.**
      - a) **Findings of Fact:** The Capital Facilities Element of the 2015 - 2035 Comprehensive Plan incorporates both the Monroe and Snohomish School Districts' CFPs by reference. The Vision and Policy Framework in Chapter 2 of the Plan contains specific goal and policy statements including:
        - i) P.106: Require development proponents to mitigate service and utility impacts, ensuring that proportional costs are borne by new development rather than present residents and ratepayers, and that level of service standards are not degraded.
        - ii) P.107: Develop and adopt new, or refine existing GMA compliant impact fees as part of financing public facilities, balancing between impact fees and other sources of public funds.
      - b) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan is consistent with the overall goals and intent of the comprehensive plan, as amended by the proposals.
    - iii. **Each amendment shall comply with the Growth Management Act and other State and Federal laws.**
      - a) **Findings of Fact:** Of the fourteen Planning Goals in RCW 36.70A.020, the proposals address the following:

- Urban Growth
- Reduce Sprawl
- Economic Development
- Citizen Participation and Coordination
- Public Facilities and Services

The proposals facilitate the collection of the School Districts' current impact fees, as authorized by RCW 82.02.050(5)(a):

*Impact fees may be collected and spent only for the public facilities defined in RCW 82.02.090 which are addressed by a capital facilities plan element of a comprehensive land use plan adopted pursuant to the provisions of RCW 36.70A.070 or the provisions for comprehensive plan adoption contained in Chapter 36.70, 35.63, or 35A.63 RCW...*

Pursuant to RCW 82.02.050(5)(a), the City of Monroe adopted Ordinance 1205, which established the authority to collect school impact fees and created a school mitigation program under GMA. Provisions for impact fees must be in the Comprehensive Plan's Capital Facilities Element to allow for their collection. The proposed Comprehensive Plan amendments would permit this to occur. The proposed amendments are in compliance with the Growth Management Act and other State and Federal laws.

- b) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan complies with the Growth Management Act and other State and Federal laws.

**iv. Each amendment must be weighed in light of cumulative effects of other amendments being considered.**

- a) **Findings of Fact:** All proposed amendments on the 2018 – 2019 Comprehensive Plan amendment cycle docket have been noticed and reviewed concurrently. All of the proposed amendments have been weighed in light of their potential cumulative effects.
- b) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan was weighed in light of cumulative effects of other amendments being considered.

**v. In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:**

- a) **Each amendment addresses needs or changing circumstances of the City as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.**
- i) **Findings of Fact:** The proposed amendments would allow for the collection of the current impact fee amount, which is presently inconsistent with the City's adopted fee amount.
- ii) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive addresses needs or changing circumstances of the City as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.

**b) Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.**

- i) **Findings of Fact:** Regarding file no. CPA2018-A, the Monroe School District conducted a review of the proposal under SEPA and issued a Determination of Non-Significance (DNS) on June 26, 2018. The Snohomish School District conducted a review of file no. CPA2018-B under SEPA and issued a

Determination of Non-Significance (DNS) on June 27, 2018. The proposed amendments meet the requirements of MMC Chapter 20.04 MMC, RCW43.21C, and Chapter 197-11 WAC.

ii) **Conclusions of Law:** The City Council concludes that potential environmental impacts from the proposed amendment to the Comprehensive Plan have been disclosed and/or measures have been included that reduce possible adverse impacts.

c) **Each amendment is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.**

i) **Findings of Fact:** These proposals are consistent with growth projections that were the basis of the comprehensive plan. Every net new residential unit incurs impact fees. The Comprehensive Plan assumes a future residential capacity at build-out. The School Districts use the calculated capacity to approximate future revenue from impact fees. The proposal would not change the growth projections.

ii) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan amendment is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.

d) **Each amendment is compatible with neighboring land uses and surrounding neighborhoods, if applicable.**

i) **Findings of Fact:** The proposed amendments are not site-specific. This does not apply.

ii) **Conclusions of Law:** The proposed amendments are not site-specific. This does not apply.

e) **Each amendment is consistent with other plan elements, as amended by the proposals.**

i) **Findings of Fact:** The proposed amendments will not amend other Comprehensive Plan elements. Furthermore, the proposed amendments will bring the Plan into compliance with both the Monroe and Snohomish School Districts' Capital Facilities Plans.

ii) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Is consistent with other plan elements, as amended by the proposals.

3. **CPA2018-01:** Citizen-Initiated Comprehensive Plan Amendment from the Monroe School District for an Amendment to the Comprehensive Plan Future Land Use Map (FLUM) and Concurrent Rezone (File No. RZ2018-01)

a. **Description:** The Monroe School District is proposing an amendment to the 2015 – 2035 Comprehensive Plan Future Land Use Map (FLUM) to change the designation of the site known as Marshall Field and Memorial Stadium (Snohomish County tax parcel numbers 27060100100400, 27060100205100, and 27060100404500) from an “Institution” designation to a “Multifamily” designation. Concurrent with the proposed comprehensive plan amendment, the applicant submitted a rezone request to change the site’s zoning from “Institutional (IN)” to “Multifamily Residential (R25).”

**Project Site Land Use and Zoning Information**

Existing Land Use	Comprehensive Plan FLUM Designation(s)	Zoning District
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	Existing	Proposed	Existing	Proposed
Recreation Facilities (Marshall Field / Memorial Stadium)	Institutional	Multifamily	Institutional (IN)	Multifamily Residential (R25)

The subject site is approximately 12.41 acres in area, is situated in the vicinity of N. Kelsey Street and West Columbia Street, and is currently accessed from West Columbia Street. The subject properties are largely surrounded by single-family residential uses with St. Mary of the Valley church to the west and Sky Valley Educational Center to the east. The site is largely vacant and was formerly used as a sports fields for the Monroe School District. However, according to the District, the site is no longer used for formal education programs, and does not lend itself to future school facilities. The District does not use the site for school athletic programs of other school program uses.

**b. Analysis for Consistency with Approval Criteria per MMC 22.74.040(D):**

**i. *Each amendment shall not adversely affect public health, safety, or welfare in any significant way.***

- a) **Applicant Response:** The proposed Comprehensive Plan Amendment would not adversely affect public health, safety, or welfare in any significant way. It is consistent with the overall goals and intent of the Comprehensive Plan. It is in compliance with the Growth Management Act and other State and Federal laws. When weighed in light of cumulative effects of other amendments being considered, the proposal continues to provide a benefit to the Monroe School District and the City of Monroe.

The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

Impacts on environmental elements, including public health, safety, or welfare, and the compatibility and consistency with the overall goals and intent of the Comprehensive Plan, would be reviewed in conjunction with the review of environmental impacts of any future subsequent land-use proposal.

- b) **Findings of Fact:** If the proposed amendment and concurrent rezone are approved by the City, multifamily residential development is anticipated on the subject site. The construction of high-density, multifamily dwelling units on a site that is presently underutilized will increase transportation demands. Although traffic volumes would increase, the traffic analysis submitted to the City by the applicant maintains that roads would still operate at an acceptable level of service. The subject site is fully served with utilities, and any anticipated increase in demand is likely to fall within the capacity range for the City's sanitary sewer, water, and stormwater systems. Nevertheless, the potential increase in population density within the area of the proposal may generate a greater need for public safety services, which are not likely to be increased or expanded prior to development of the site.
- c) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan will not adversely affect public health, safety, or welfare in any significant way.

**ii. *Each amendment shall be consistent with the overall goals and intent of the comprehensive plan as amended by the proposals.***

- a) **Applicant Response:** The proposed Comprehensive Plan Amendment would not adversely affect public health, safety, or welfare in any significant way. It is consistent with the overall goals and intent of the Comprehensive Plan. It is in compliance with the Growth Management Act and other State and Federal laws. When weighed in light of cumulative effects of other amendments being

considered, the proposal continues to provide a benefit to the Monroe School District and the City of Monroe.

The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

Impacts on environmental elements, including public health, safety, or welfare, and the compatibility and consistency with the overall goals and intent of the Comprehensive Plan, would be reviewed in conjunction with the review of environmental impacts of any future subsequent land-use proposal.

- b) **Findings of Fact:** The proposed amendment has the possibility of providing up to 288-296 multifamily dwelling units to the City. Where the residential housing stock is 75-percent single family, the proposal is consistent with Goal 5 of the comprehensive plan by providing for a wide range of housing types for all Monroe residents.
- c) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan is consistent with the overall goals and intent of the comprehensive plan as amended by the proposals.

**iii. Each amendment shall comply with the Growth Management Act and other State and Federal laws.**

- a) **Applicant Response:** The proposed Comprehensive Plan Amendment would not adversely affect public health, safety, or welfare in any significant way. It is consistent with the overall goals and intent of the Comprehensive Plan. It is in compliance with the Growth Management Act and other State and Federal laws. When weighed in light of cumulative effects of other amendments being considered, the proposal continues to provide a benefit to the Monroe School District and the City of Monroe.

The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

Impacts on environmental elements, including public health, safety, or welfare, and the compatibility and consistency with the overall goals and intent of the Comprehensive Plan, would be reviewed in conjunction with the review of environmental impacts of any future subsequent land-use proposal.

- b) **Findings of Fact:** RCW 36.70A.020, Planning Goals, establishes objectives under the Growth Management Act to guide the development and adoption of comprehensive plans and development regulations. The Monroe School District proposal identified by file no. CPA2018-01 potentially advances the following GMA objectives:
  - i) **RCW 36.70A.020 – Planning Goal # 1: Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.**
  - ii) **RCW 36.70A.020 – Planning Goal # 2: Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.**
  - iii) **RCW 36.70A.020 – Planning Goal # 4: Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.**
- c) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan complies with the Growth Management Act and other State and Federal laws.

**iv. Each amendment must be weighed in light of cumulative effects of other amendments being considered.**

**a) Applicant Response:** The proposed Comprehensive Plan Amendment would not adversely affect public health, safety, or welfare in any significant way. It is consistent with the overall goals and intent of the Comprehensive Plan. It is in compliance with the Growth Management Act and other State and Federal laws. When weighed in light of cumulative effects of other amendments being considered, the proposal continues to provide a benefit to the Monroe School District and the City of Monroe.

The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

Impacts on environmental elements, including public health, safety, or welfare, and the compatibility and consistency with the overall goals and intent of the Comprehensive Plan, would be reviewed in conjunction with the review of environmental impacts of any future subsequent land-use proposal.

**b) Findings of Fact:** All proposed amendments on the 2018 – 2019 Comprehensive Plan amendment cycle docket have been noticed and reviewed concurrently. All of the proposed amendments have been weighed in light of their potential cumulative effects.

**c) Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan was weighed in light of cumulative effects of other amendments being considered.

**v. In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:**

**a) Each amendment addresses needs or changing circumstances of the City as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.**

**i) Applicant Response:** The City is currently in the process of bringing development regulations into compliance with the land use designation in the adopted 2015-2035 Comprehensive Plan. The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

The "Multifamily" zoning designation would provide a range of density between 12 and 25 dwelling units per acre where the infrastructure can support the density, and be consistent with the surrounding developments. The Subject Site is in an area of high-density multifamily development.

The proposed Comprehensive Plan Amendment addresses the needs and changing circumstances of the City as a whole because the Monroe School District is a public service provider. The District is the provider of public school education service within the City and has determined this Docket Request is necessary. The District routinely evaluates their facilities and properties for long-term viability and to evaluate necessity. The Subject Site is no longer serving the program needs of students in the District. It was therefore decided to pursue a plan for the future use of the site for a non-school use.

**ii) Findings of Fact:** As discussed above, 75-percent of the residential housing stock in the City is single family. New multifamily residential development is essential to establishing diversity in housing types, which would make Monroe more accessible to a wider segment of the population. The School District's proposal has the potential to mitigate these concerns.

2018 – 2019 Comprehensive Plan Amendment Docket



iii) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan addresses needs or changing circumstances of the City as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.

**b) Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.**

i) **Applicant Response:** The proposed Comprehensive Plan Amendment is a non-project action. The Monroe School District prepared a SEPA Environmental Checklist, which discusses the anticipated potential environmental impacts. Project-level environmental impacts would be reviewed in conjunction with the review of any future subsequent land-use proposal.

ii) **Findings of Fact:** As each proposed amendment on the 2018 – 2019 Comprehensive Plan amendment docket must be weighed in light of cumulative effects of the other amendments being considered, the City conducted a review under the State Environmental Policy Act (SEPA) to identify potential environmental impacts in the aggregate. However, as discussed above, SEPA review on CPA2018-A and 2018-B was conducted by their respective applicants, the Monroe School District and the Snohomish School District, acting as lead agencies. Consequently, this comprehensive plan amendment proposal from the Monroe School District for a concurrent FLUM amendment and rezone, identified by file no. CPA2018-01, was the only docket proposal identified on the Determination of Nonsignificance, issued July 3, 2019. The deadline for both submitting public comments and appealing the DNS was July 17, 2019. As stated in the applicant's response above, any potential project-related environmental impacts will be addressed at the time of permit review. During the SEPA DNS concurrent comment and appeal period, no appeals were received. However, written comments were received from the following parties:

- Ashley Floyd (email received 7/16/2019)
- Randall Trivett (email received 7/16/2019)
- Amy Martin (email received 7/17/2019)

iii) **Conclusions of Law:** The City Council concludes that potential environmental impacts from the proposed amendment to the Comprehensive Plan have been disclosed and/or measures have been included that reduce possible adverse impacts.

**c) Each amendment is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.**

i) **Applicant Response:** The proposed Docket Request would be consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations. Granting the appropriate non-school designation (multifamily) adds buildable land for high-density residential infill in the City, which is consistent with the Housing, Land Use Assumptions, which rely on land use strategies to accommodate the City's housing unit needs through 2035. Some objectives include:

- Encouraging infill opportunities within existing City limits
- Encouraging the provision of diverse housing types in all areas of Monroe
- Encouraging housing growth near existing services, including park facilities

The request is necessitated because of changing circumstances as the sport fields are no longer useful or viable for the Monroe School District. In order to

consider a future surplus of the properties, the Comprehensive Plan designation and zoning for the Subject Site need to be for non-school use. That action would provide increased residential (multifamily) infill land within the City, thereby meeting the goals of the Comprehensive Plan.

The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

- ii) **Findings of Fact:** The comprehensive plan amendment application and associated rezone propose to change the future land use designation and zoning of the subject properties to accommodate multifamily residential development. At present, the site is zoned Institutional, which generally does not allow for residential development.

To ensure consistency with the Future Land Use Map (FLUM) designations that were adopted as part of the City's state-mandated periodic update of the Comprehensive Plan in 2015, the zoning of many properties within the City, including the subject site, changed when the Unified Development Regulations (UDR) went into effect on May 1, 2019. Prior to the 2015 update, the property had been designated by the FLUM as Public Facilities School (PFS), and was compatibly zoned Public Open Space (PS). However, the FLUM changed substantially during the 2015 Comprehensive Plan update. The future land use of the subject properties was designated as Institutional. When the UDR was adopted, an Institutional zone was created. Consequently, upon adoption of the UDR, all properties designated as Institutional by the 2015 FLUM were zoned Institutional for consistency with the adopted Comprehensive Plan.

The Comprehensive Plan assumes a future residential capacity at build-out. Residential capacity calculations for the 2012 buildable lands analysis were predicated on the zoning in place at the time. As detailed above, the subject property was zoned Public Open Space (PS) at the time of the buildable lands inventory. Therefore, the properties were not included in the evaluation of the City's residential capacity to accommodate growth. Any residential development in an area that did not previously permit such residential land uses will presumably result in an increase in population capacity.

Approving the proposed Comprehensive Plan amendment will add buildable land for high-density residential infill in the City, as consistent with the Housing and Land Use Elements. The City has capacity to accommodate a greater population than is established by its growth targets. This is generally a nonissue for larger cities that have sufficient resources to take on additional growth. Nevertheless, it can prove problematic for cities like Monroe that are unable to offer similar benefits, such as greater connectivity to high-capacity transit. The Puget Sound Regional Council's draft Vision 2050 plan concentrates most projected growth along major transportation routes such as Interstate 5. It is likely that small cities, such as Monroe, will not be expected to take on the same amount as population growth. Under these circumstances, the allocated growth targets for Monroe are to be considered more of a ceiling than a floor.

- iii) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.

***d) Each amendment is compatible with neighboring land uses and surrounding neighborhoods, if applicable.***

- i) **Applicant Response:** The proposed Docket Request is to provide future consistency with neighboring land uses and surrounding neighborhoods. The City is currently in the process of bringing development regulations into compliance with the land use designation in the adopted 2015-2035 Comprehensive Plan. The “Multifamily” zoning designation would provide a range of density between 12 and 25 dwelling units per acre where the infrastructure can support the density, and be consistent with the surrounding developments.

The sports fields no longer serve the programming needs of school students in the Monroe School District. Preliminary evaluation shows adequate levels of service for area utilities, and public facilities and services to serve the Subject Site with development similar to the surrounding area (multifamily). Approval of the Docket Request would provide future flexibility to the District, a public service provider, and follows the timing and regulations of the City planning processes.

- ii) **Findings of Fact:** The proposal put forth by the Monroe School District is to amend the 2015 – 2035 Comprehensive Plan Future Land Use Map to change the land use designation of the subject site from an “Institution” designation to a “Multifamily” designation. Concurrent with the proposed comprehensive plan amendment, the applicant submitted a rezone request to change the site’s zoning from “Institutional (IN)” to “Multifamily Residential (R25).” Information regarding adjoining land uses and zoning districts is provided in the following table:

**Land Uses and Zoning Districts Adjoining the Project Site**

Direction from Site	Existing Land Use(s)	Comprehensive Plan FLUM Designation(s)	Zoning District(s)
North	<ul style="list-style-type: none"> <li>• Multifamily residences</li> <li>• Single-family residences</li> </ul>	<ul style="list-style-type: none"> <li>• Multifamily</li> </ul>	<ul style="list-style-type: none"> <li>• Multifamily Residential (R25)</li> </ul>
East	<ul style="list-style-type: none"> <li>• N. Kelsey St. right-of-way</li> <li>• Sky Valley Education Center (across N. Kelsey St.)</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional</li> <li>• Multifamily</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional (IN)</li> <li>• Multifamily Residential (R25)</li> </ul>
South	<ul style="list-style-type: none"> <li>• Single-family residences</li> <li>• W. Columbia St. right-of-way</li> </ul>	<ul style="list-style-type: none"> <li>• High Density Single-Family Residential</li> <li>• Institutional</li> <li>• Multifamily</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional (IN)</li> <li>• Multifamily Residential (R25)</li> <li>• Single-Family Residential – 15 Units per Acre (R15)</li> </ul>
West	<ul style="list-style-type: none"> <li>• St. Mary of the Valley Church</li> <li>• Single-family residences</li> </ul>	<ul style="list-style-type: none"> <li>• High Density Single-Family Residential</li> <li>• Institutional</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional (IN)</li> <li>• Single-Family Residential – 15 Units per Acre (R15)</li> </ul>

As indicated by the table above, the proposed comprehensive plan amendment appears to be compatible with neighboring land uses.

- iii) **Conclusions of Law:** The City Council concludes the proposed amendment to the Comprehensive Plan is compatible with neighboring land uses and surrounding neighborhoods.

**e) Each amendment is consistent with other plan elements, as amended by the proposals.**

- i) **Applicant Response:** The proposed request would allow potential development consistent with the 2015-2035 Comprehensive Plan and land use densities consistent with GMA requirements.

- ii) **Findings of Fact:** The proposed Docket Request is consistent with the overall intent of the Comprehensive Plan as demonstrated within the application packet (including attachments and appendices), the SEPA Environmental Checklist and the Monroe School District’s Capital Facilities Plan.

iii) **Conclusions of Law**: The City Council concludes the proposed amendment to the Comprehensive Plan is consistent with other plan elements, as amended by the proposals.