



City of Sammamish

DRAFT **DUTHIE HILL
LAND USE STUDY**



June 26, 2015

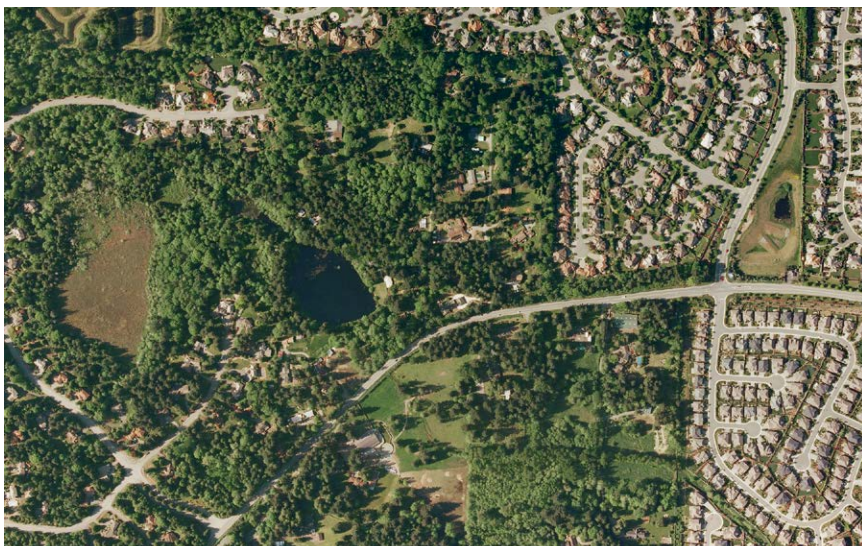


1 Introduction

The Duthie Hill study area is an unincorporated low-density residential area bounded on three sides by the City of Sammamish (see Figure 1). As has been expressed by the City Council, the City of Sammamish is interested in a future annexation of this area and has developed this paper to consider the annexation process. Accordingly, this paper discusses key issues related to a future annexation of the Duthie Hill study area to the City of Sammamish. Two questions are specifically addressed:

- 1 What guidance do adopted King County policies provide regarding annexation of the Duthie Hill area? This section of the paper discusses King County designations for the study area and the process for amending existing designations.
- 2 If the study area were annexed, what land use and zoning designations should be assumed? This paper includes a discussion of Sammamish and King County zoning designations and a review of potential options for comparable zoning designations and potential for changes to designations based on the development pattern, environmental constraints and other factors.

The path to annexation would require re-designation of the Duthie Hill area from rural to urban and expansion of the Sammamish Urban Growth Boundary to include the area. Only following these changes may annexation be considered.



Aerial of
Duthie Hill

Executive Summary

Findings and discussion of this paper are summarized in Table 1, below. For additional details, please see the applicable section of this issue paper.

Table 1 Duthie Hill Land Use Study: Executive Summary

Section	Findings
<p>RECOMMENDATION: Urban Growth Area</p>	<p>In order to proceed with annexation of the Duthie Hill study area, amendments to both the King County Countywide Planning Policies (CPPs) and to the King County Comprehensive Plan would be required, summarized below:</p> <ol style="list-style-type: none"> 1 <i>King County CPPs.</i> An amendment to DP-16 to revise existing criteria or identify a new criterion that would allow expansion of the UGA to encompass Duthie Hill would be required. Appendices to the CPPs would also need to be amended, including Appendix 1 Land Use Map and Appendix 2, Potential Annexation Areas Map. 2 <i>King County Comprehensive Plan.</i> In order to expand the UGA to include the Duthie Hill study area, an amendment to the King County Comprehensive Plan is required. A proposal to expand the King County UGA is considered a major amendment to the Comprehensive Plan. According to the County’s website, the next major amendment cycle is scheduled for 2016.¹
<p>RECOMMENDATION: Zoning Designations</p>	<p>Based on the City’s adopted ordinances 02008-228 and -229, as well as the surrounding zoning designations and development pattern, a future City zoning designation of R-1 is recommended.</p>
<p>BACKGROUND: Study Area</p>	<ul style="list-style-type: none"> » <i>Size:</i> approximately 46 acres » <i>Development pattern:</i> low density residential, about 2/6 acres/units » <i>Surrounding development:</i> low density residential, about 1-4 units/acre in City of Sammamish » <i>Land Use and Zoning Designations: Study Area: King County</i> <ul style="list-style-type: none"> - Comprehensive Plan Designation: Rural, 2.5-10 acres/unit - Zoning Designation: RA-5, 5 acres/unit » <i>Land Use and Zoning Designations: Adjacent Area: City of Sammamish</i> <ul style="list-style-type: none"> - Comprehensive Plan Designation: R-4, 4 units/acre - Zoning Designation: R-4, 4 units/acre » <i>Environmental Constraints:</i> wetland, pond and stream in southwest portion of study area » <i>Access:</i> private road access from SE Duthie Hill Road » <i>Services:</i> variety of special purpose district and County service providers <ul style="list-style-type: none"> - King County Fire District 27: headquartered in Fall City and serves a population of about 7,100 people in a 22-sq. mile area in and surrounding Fall City; staffed by both career and volunteer staff, the District provides 24 hour service; services provided include fire suppression, emergency medical service (EMS), rescue and public safety education. - Sammamish Plateau Water and Sewer District: provides water services to over 17,000 customers and sewer services to nearly 11,000 customers, and serves a total population base of over 54,000 residents; 29 square mile service area includes portions of the cities of Sammamish and Issaquah and areas of unincorporated King County.

¹ <http://www.kingcounty.gov/property/permits/codes/growth/CompPlan/amend.aspx>

2 King County Comprehensive Plan & Countywide Planning Policies

The Washington Growth Management Act (GMA) establishes that counties designate an Urban Growth Area (UGA) within which urban growth shall be encouraged (RCW 36.70A.110). In order to be annexed by a city, areas must be within a designated UGA (RCW 35A.14.005).

King County Comprehensive Plan Land Use Designations

In King County's 2013 Comprehensive Plan, the study area and surrounding area are located in the designated Rural Area. This designation allows for one dwelling unit per two and a half to ten acres² (Figure 2). According to Comprehensive Plan Policy R-303, development patterns in the Rural Area should be able to be sustained by minimal infrastructure improvements such as septic systems and rural roads, cause minimal environmental degradation, and should not lead to a need for urban levels of services. Duthie Hill Park, adjoining SE Duthie Hill Road to the south, is designated as King County Open Space.

In order to be consistent with the GMA and the King County Comprehensive Plan, the Duthie Hill study area would need to be re-designated as part of the City of Sammamish UGA prior to a future annexation.

A 2007 annexation study commissioned by the City³ recommended that the City endorse an amendment to the King County Comprehensive Plan that would extend the UGA boundary to include the study area.

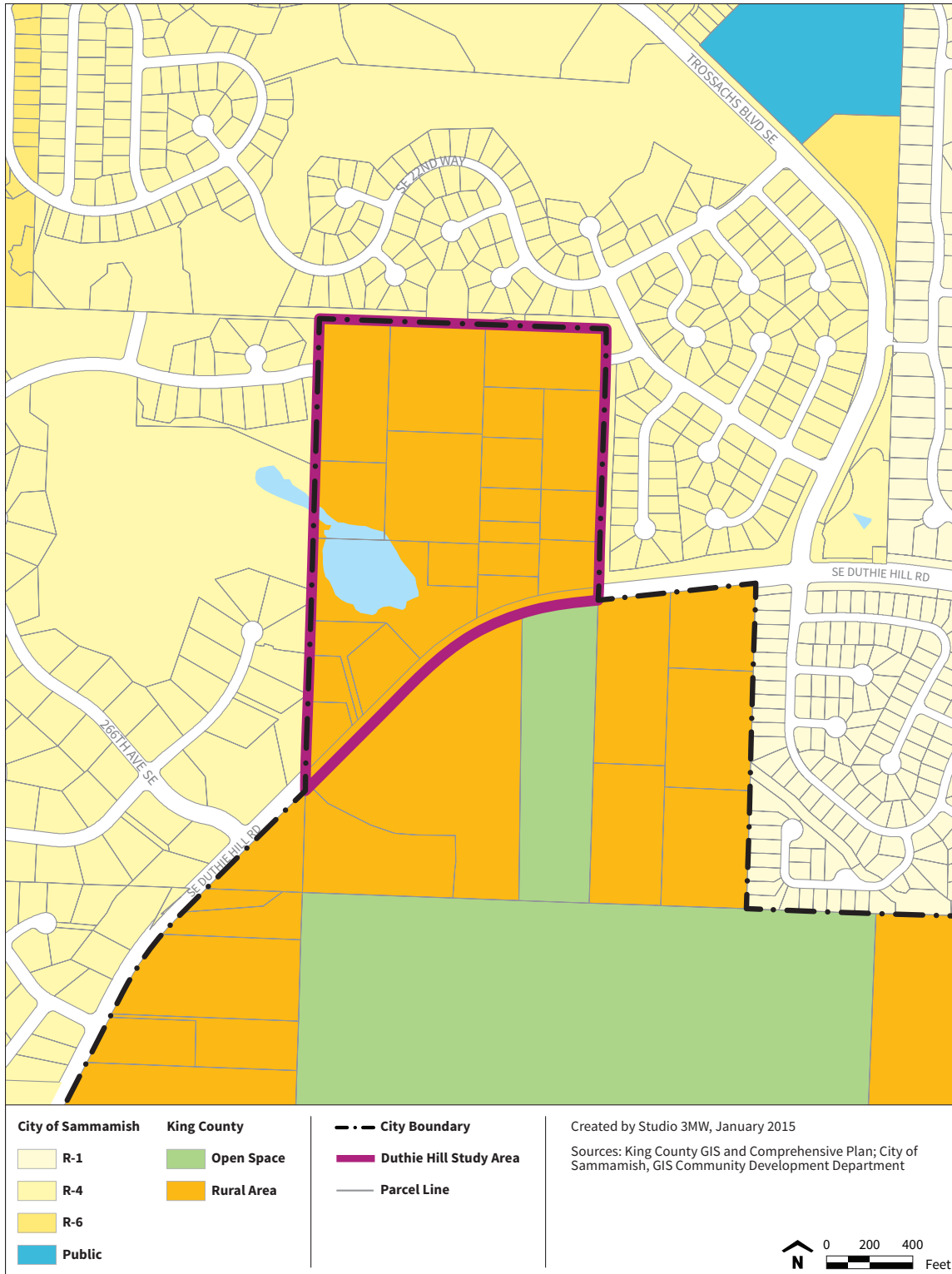
King County Countywide Planning Policies (CPPs)

The Countywide Planning Policies (CPPs) are a series of policies that address growth management issues in King County. Oversight of the CPPs is by the Growth Management Planning Council (GMPC), a body currently consisting of elected officials from King County, Seattle, Bellevue, other cities and towns in King County, special purpose districts, and the Port of Seattle. The GMPC may recommend amendments to the CPPs, which are considered and may be adopted by the King County Council and must be ratified by cities and towns in King County in order to take effect. The 2012 CPPs were adopted by King County and ratified by the cities in 2013. The following summarizes CPP policy guidance for amendments to the UGA and the amendment process to the CPPs.

² King County Comprehensive Plan, policies R-305 through R-309.

³ City of Sammamish and BHC Consultants. *Sammamish Annexation Strategy Study (DRAFT)*. November 2007.

Figure 2 Current Comprehensive Plan Land Use Designations



UGA Boundaries

In policy DP-1, the King County CPPs state:

All lands within King County are designated as:

- *Urban land within the Urban Growth Area, where new growth is focused and accommodated;*
- *Rural land, where farming, forestry, and other resource uses are protected, and very low-density residential uses, and small-scale non-residential uses are allowed; or*
- *Resource land, where permanent regionally significant agricultural, forestry, and mining lands are preserved.*

As described above, the Duthie Hill study area is designated Rural (CPP Appendix 1).

King County CPPs DP-14 through DP-18 provide specific guidance for UGA amendments. Pertinent to the Duthie Hill study area, DP-16 states that the UGA may be expanded if one of three criteria is met:

- a) A countywide analysis determines that the current Urban Growth Area is insufficient in size and additional land is needed to accommodate the housing and employment growth targets, including institutional and other non-residential uses, and there are no other reasonable measures, such as increasing density or rezoning existing urban land, that would avoid the need to expand the Urban Growth Area; or
- b) A proposed expansion of the Urban Growth Area is accompanied by dedication of permanent open space to the King County Open Space System, where the acreage of the proposed open space
 - 1) is at least four times the acreage of the land added to the Urban Growth Area;
 - 2) is contiguous with the Urban Growth Area with at least a portion of the dedicated open space surrounding the proposed Urban Growth Area expansion; and
 - 3) preserves high quality habitat, critical areas, or unique features that contribute to the band of permanent open space along the edge of the Urban Growth Area; or
- c) The area is currently a King County park being transferred to a city to be maintained as a park in perpetuity or is park land that has been owned by a city since 1994 and is less than thirty acres in size.

Other factors, such as creating a more regular boundary or providing for efficient delivery of public services are not identified as criteria for amendments to the UGA boundary.

Based on CP-16, the Duthie Hill study area does not meet the criteria for a UGA expansion. Sammamish has adequate capacity to meet its 2035 housing and employment growth targets, the City does not own land that would meet the requirements for dedication of permanent open space to King County, and the study area is not a King County Park.

Amendments to the CPPs

CPP Policy G-1, excerpted below, states that the GMPC and King County are the only two entities that can propose amendments to King County's UGA and lays out the process for amendments to the CPPs.

G-1 *Maintain the currency of the Countywide Planning Policies through periodic review and amendment. Initiate and review all amendments at the Growth Management Planning Council through the process described below:*

- a) *Only the Growth Management Planning Council may propose amendments to the Countywide Planning Policies except for amendments to the Urban Growth Area that may also be proposed by King County in accordance with policies DP-15 and DP-16;*
- b) *Growth Management Planning Council recommends amendments to the King County Council for consideration, possible revision, and approval; proposed revisions by the King County Council that are of a substantive nature may be sent to the Growth Management Planning Council for their consideration and revised recommendation based on the proposed revision;*
- c) *A majority vote of the King County Council both constitutes approval of the amendments and ratification on behalf of the residents of Unincorporated King County;*
- d) *After approval and ratification by the King County Council, amendments are forwarded to each city and town for ratification. Amendments cannot be modified during the city ratification process; and*
- e) *Amendments must be ratified within 90 days of King County approval and require affirmation by the county and cities and towns representing at least 70 percent of the county population and 30 percent of those jurisdictions. Ratification is either by an affirmative vote of the city's or town's council or by no action being taken within the ratification period.*

Recommendation

In order to proceed with the annexation, amendments to both the King CPPs and to the King County Comprehensive Plan would be required, summarized below:

- 1 **King County CPPs.** An amendment to DP-16 to revise existing criteria or identify a new criterion that would allow expansion of the UGA to encompass Duthie Hill would be required. The process for amending the CPPs is described above. Appendices to the CPPs would also need to be amended, including Appendix 1 Land Use Map and Appendix 2, Potential Annexation Areas Map.
- 2 **King County Comprehensive Plan.** In order to expand the UGA to include the Duthie Hill study area, an amendment to the King County Comprehensive Plan is required. A proposal to expand

the King County UGA is considered a major amendment to the Comprehensive Plan. According to the County's website, the next major amendment cycle is scheduled for 2016.⁴

3 Existing Zoning Designations

King County

Zoning Designations

The entire study area is zoned RA-5 (Figure 3). This zone allows for a density of one dwelling unit per five acres (King County Code 21A.12.030). Uses that are permitted outright in the RA-5 zone are single family detached homes, trails, arboretums and certain uses related to agriculture, forestry and fish and wildlife management (King County Code 21A.08). Other uses appropriate for this rural area zone are allowable under certain conditions.

South of Duthie Hill Road, the adjacent area is zoned RA-5-P. This zone has the same density standard as the County's RA-5 zone, but has stricter conditions for development (King County Code 21A.04.150).

Surrounding Area

City of Sammamish Comprehensive Plan Land Use Designations

The City of Sammamish Comprehensive Plan land use designation surrounding the study area is R-4. According to Policy LUP-1.3 in the Plan, the R-4 designation has a maximum residential density of four units per acre. The Plan states that the purpose of the R-4 designation is to preserve the character and development patterns in existing single family neighborhoods.⁵ The Draft 2015 Comprehensive Plan recommends continuation of this land use designation in the updated plan.

City of Sammamish Zoning Designations

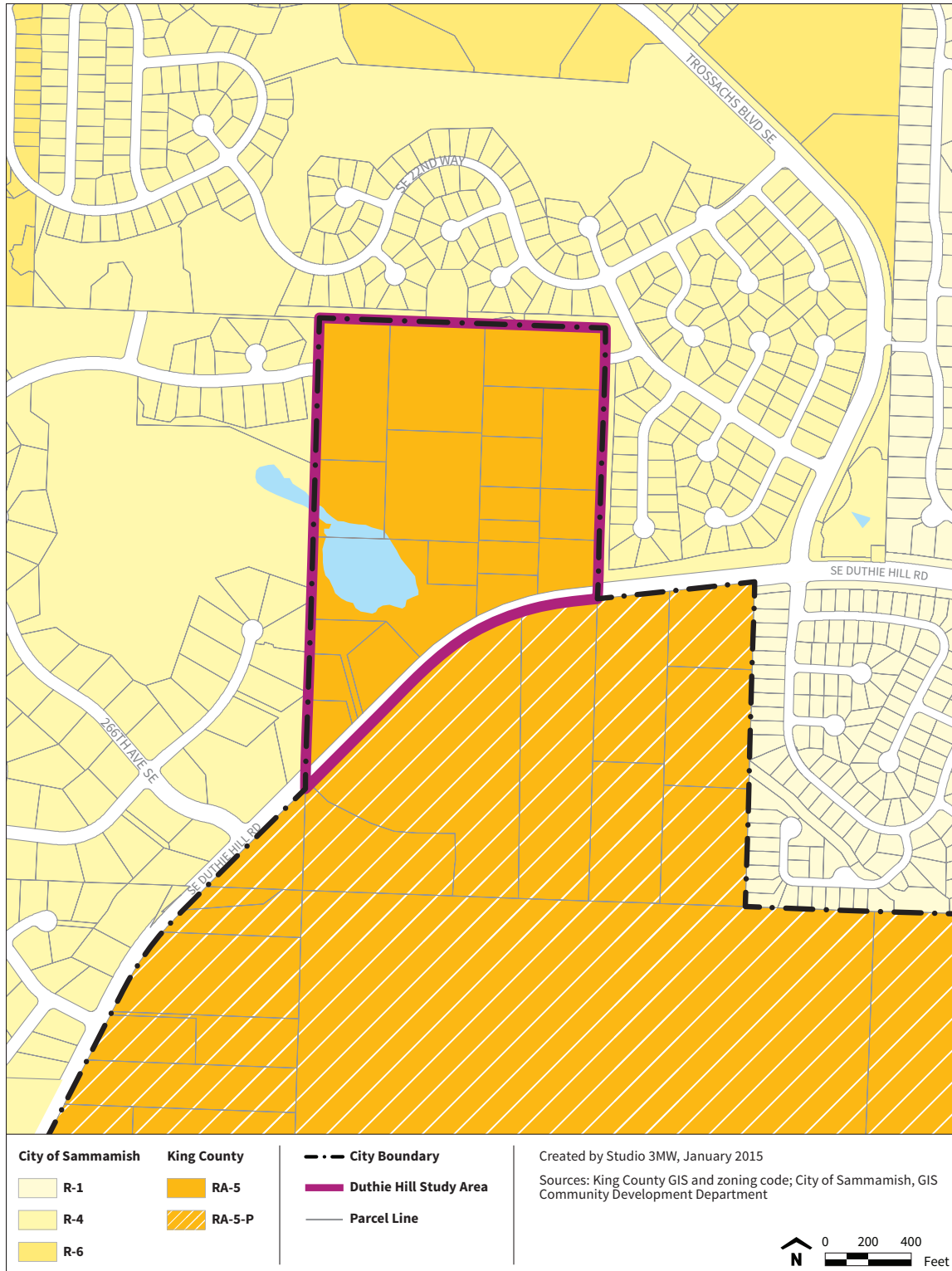
Consistent with the Comprehensive Plan, the City of Sammamish area surrounding the study area is zoned R-4, which allows for a density of four dwelling units per acre (Sammamish Municipal Code 21A.25.030). Permitted uses in this zone includes single family detached homes, home occupations, trails, arboretums, elementary and middle schools, electric vehicle charging stations, rapid charging stations and growing and harvesting crops and forest products (SMC 21A.20). Other uses appropriate in residential areas are allowable under certain conditions.

Please see Section 2, above for a discussion of King County Comprehensive Plan land use designations for the Duthie Hill study area.

⁴ <http://www.kingcounty.gov/property/permits/codes/growth/CompPlan/amend.aspx>.

⁵ 2005 Sammamish Comprehensive Plan, page III-2.

Figure 3 Current Zoning Designations



4 Zoning Review

In April 2008, the City of Sammamish adopted the following ordinances with related to the Duthie Hill area:

- **Ordinance 02008-228** established Potential Annexation Areas and contingent land use designations for several areas adjacent to city boundaries, including the Duthie Hill area. For Duthie Hill, the ordinance assigned a proposed land use designation of R 1-4 and included a note that this PAA is dependent on a King County comprehensive plan amendment.
- **Ordinance 02008-229** established contingent PAA zoning for the same area addressed in Ordinance 02008-228 and proposed a contingent R-1 zoning designation. This ordinance also includes a note that this PAA is dependent on a King County comprehensive plan amendment.

In the future, a City of Sammamish R-1 zoning designation would be consistent with the guidance provided by the two ordinances described above and the existing study area development pattern in the study area. An R-1 zoning designation would also represent the City's most comparable designation to the current King County RA-5 zoning designation.

Recommendation

Based on the City's adopted ordinances 02008-228 and -229, as well as the surrounding zoning designations and development pattern, a future City zoning designation of R-1 is recommended.⁶

5 Study Area Background Information

The Duthie Hill study area consists of approximately 46 acres located in unincorporated King County. The area is bounded on the north, east and west by the City of Sammamish and on the south by SE Duthie Hill Road in unincorporated King County (Figure 1). Access within the study area is provided by three private roads, all of which access from SE Duthie Hill Road.

⁶ As established in Ordinance 02008-228, the land use designation for the Duthie Hill area would be R 1-4. Under this designation either R-1 or R-4 zoning would be consistent with the City's Comprehensive Plan land use designations. Although this report recommends an R-1 zoning designation, consistent with Ordinance 02088-229, the land use designation provides the flexibility for an applicant to request a future rezone to R-4. Any such request would be evaluated by the City's Hearing Examiner, subject to the criteria and procedures established in Sammamish Municipal Code, Title 20.

Existing Development Pattern

Study Area

According to data from the King County Department of Assessments, the study area contains twenty parcels ranging in size from 0.62 acres to 6.29 acres. Average parcel size is roughly 2.30 acres, with four parcels greater than five acres and 13 parcels less than two acres. The study area is developed as a low density residential area, see Figure 4 and Figure 5. Residential density is estimated at approximately 0.39 units per acre, or approximately one housing unit for every 2.6 acres. The area has extensive tree cover.

Surrounding Area

To the east, north and west, the study area is surrounded by single family residential development in the City of Sammamish. The Trossachs subdivision bounds the study area to the east and north and is characterized by low density single family development on a typical lot size of about one-quarter acre. The High Country subdivision borders the study area to the west and is characterized by low density residential development on a typical lot size of about three-quarter acre. The High Country subdivision also contains an open space parcel containing approximately 28.5 acres. This parcel is owned by the City of Sammamish and adjoins the study area west boundary.



Trossachs Subdivision

The study area is bounded by unincorporated King County to the south. Adjacent land includes large lot single family residential parcels ranging in size from roughly two and a half acres to 16 acres, and a portion of King County's Duthie Hill Park including a trail access area and parking lot.

Residences in Study Area



Image Source: King County Parcel Viewer

Figure 4 Existing Land Use

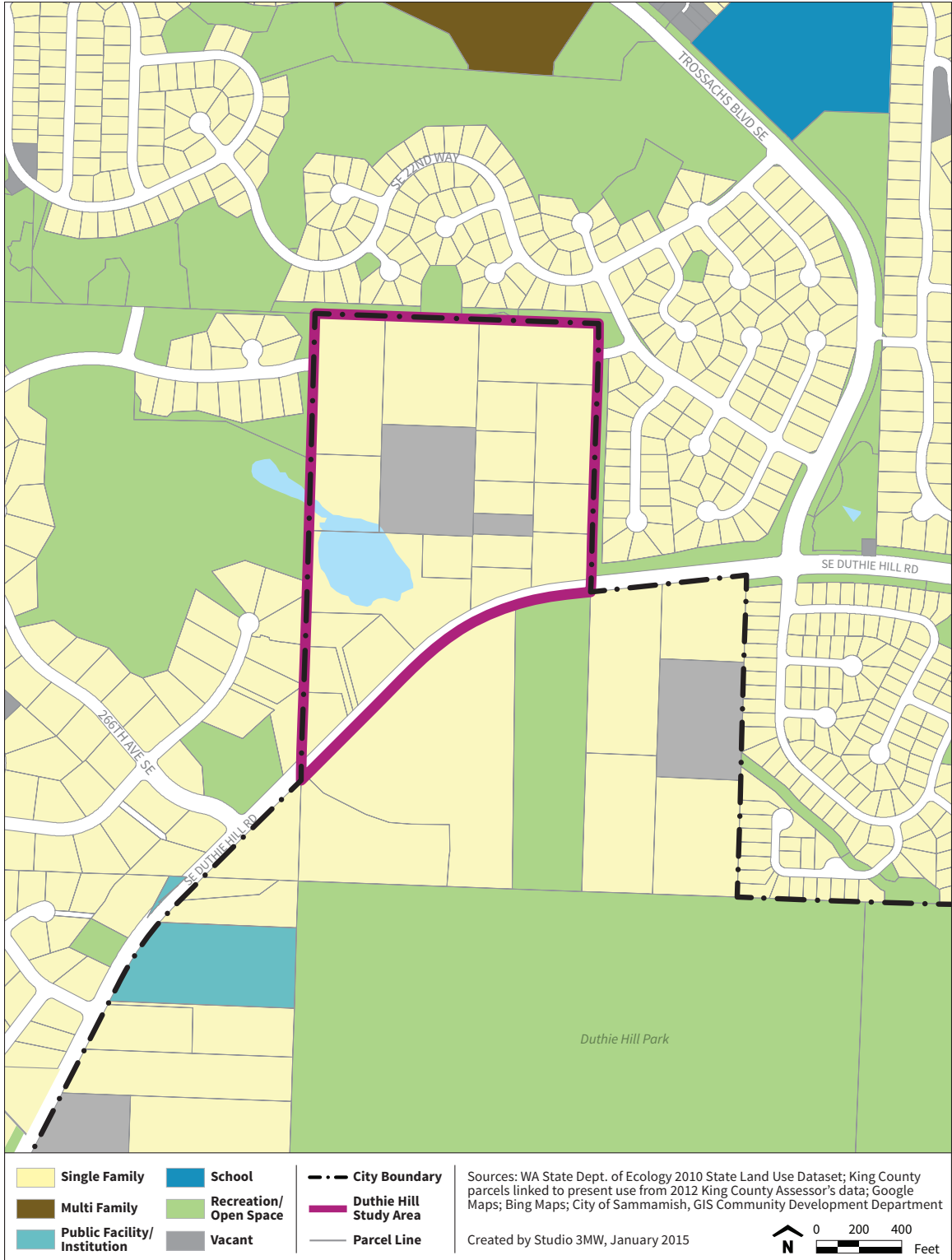
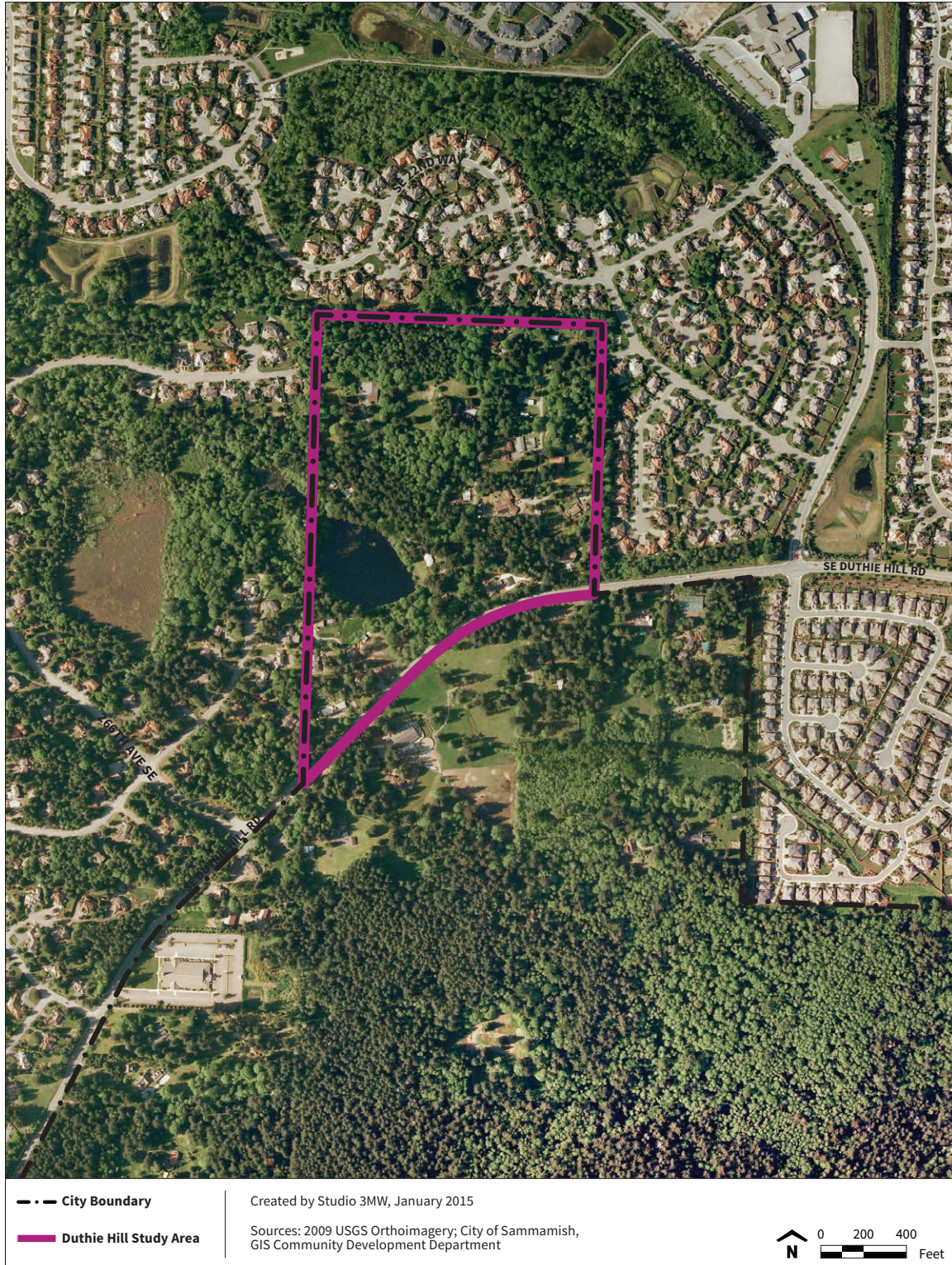


Figure 5 Aerial Map



Environmental Features

As shown in Figure 6, the southwest portion of the study area contains a stream, a wetland, and a pond that is encompassed within the wetland. The wetland was inventoried by King County in 1981 as the Patterson Creek 23 wetland. The classification of the Patterson Creek 23 wetland is unknown and would require a wetland study to determine. However, this wetland is closely associated with two off-site, known Category I wetlands that contain bog ecosystems. These off-site wetlands are located within a tract that is owned by the City of Sammamish and were inventoried by King County in 1981 as the Patterson Creek 18 and Patterson Creek 24 wetlands. Depending on the characteristics of the Patterson Creek 23 wetland's connectivity with the two off-site Category I wetlands, this wetland may also be classified as a Category I wetland.

According to the King County Code (21A.24.325(B)), outside of the Urban Growth Area, a 190-foot buffer is required beyond the boundaries of Category I wetlands that contain a bog when a moderate impact use is proposed (moderate impact includes residential uses on sites zoned rural residential) and a 250-foot buffer is required when a high impact use is proposed (high impact includes active recreation use, non-residential uses on residentially zoned property, commercial or industrial uses). The County requires a 215-foot buffer beyond wetlands such as these when located inside an Urban Growth Area (21A.24.325(A)). Within Sammamish's incorporated boundaries, a 215-foot buffer would be required beyond the boundaries of a Category I wetland that includes a bog ecosystem.

Whether or not the Patterson Creek 23 wetland is determined to be the same wetland category as the adjoining Patterson Creek 18 and Patterson Creek 24 wetland areas, applicable wetland buffer requirements appear to extend into the southwestern portion of the Duthie Hill study area beyond wetland boundaries.

The Patterson Creek 23 wetland, in addition to the offsite Patterson Creek 18 and Patterson Creek 24 wetlands, also appear to be the headwaters for an unclassified tributary to Patterson Creek. As this tributary stream is unclassified, the buffer requirements beyond the stream's boundaries are unknown, but are expected to be encompassed with the surrounding Patterson Creek 23 wetland and associated buffer requirements. There are no mapped floodplains, designated steep slopes or landslide prone areas in the study area.



Top: SE Duthie Hill Road
Bottom: Private road access

Access

Access to the study area is provided by SE Duthie Hill Road and by three private roads that extend north from SE Duthie Hill Rd into the study area: 268th Pl SE, 270th Ave SE and 271st Ave SE (Figure 7). The private roads are gravel surfaced and approximately 10-foot wide. The SE Duthie Hill Road frontage along the study area is approximately 0.3 miles long and under the jurisdiction of King County. East and west of the study area, SE Duthie Hill Road is within the jurisdiction of the City of Sammamish.

Figure 6 Environmental Constraints

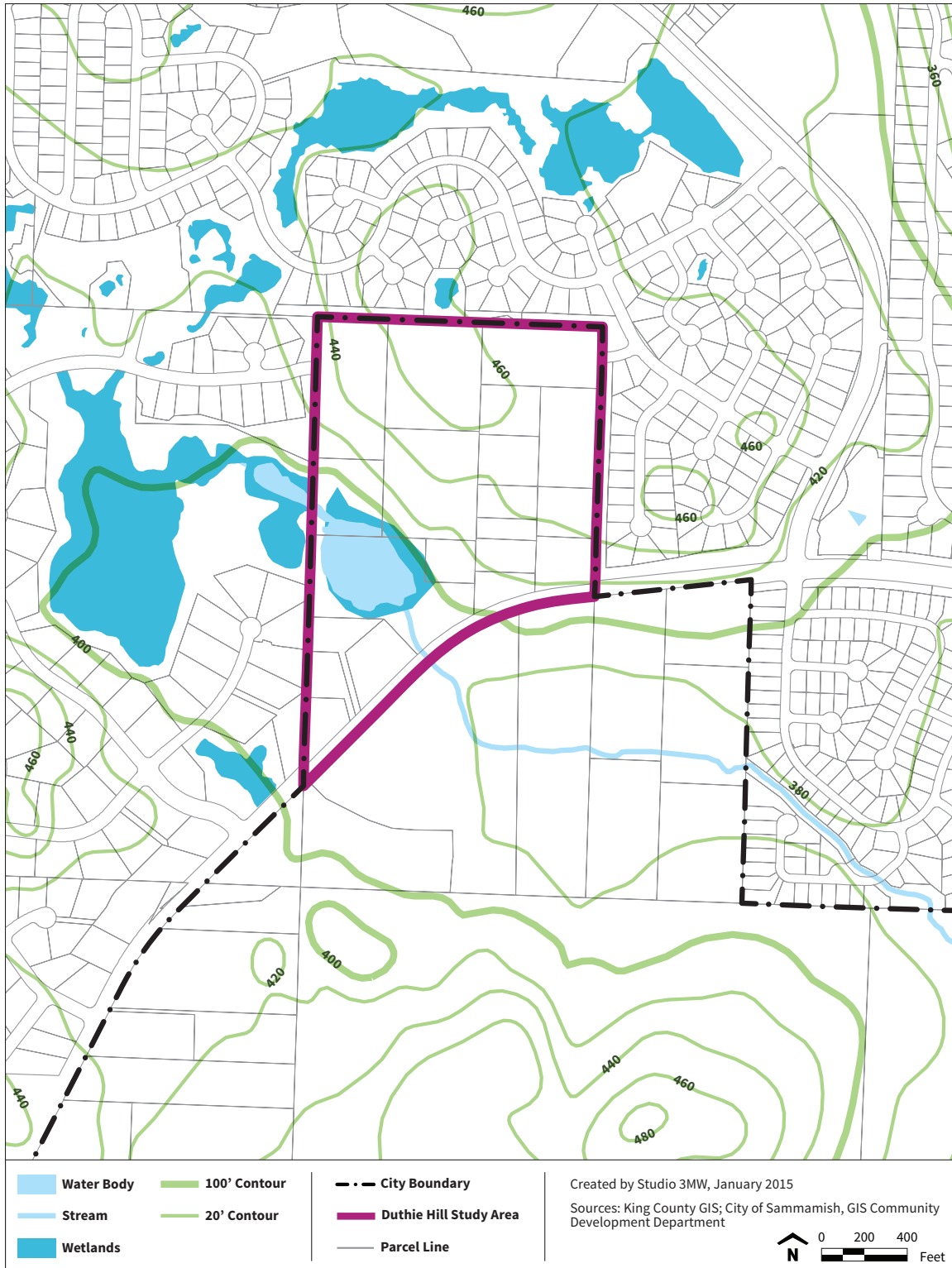
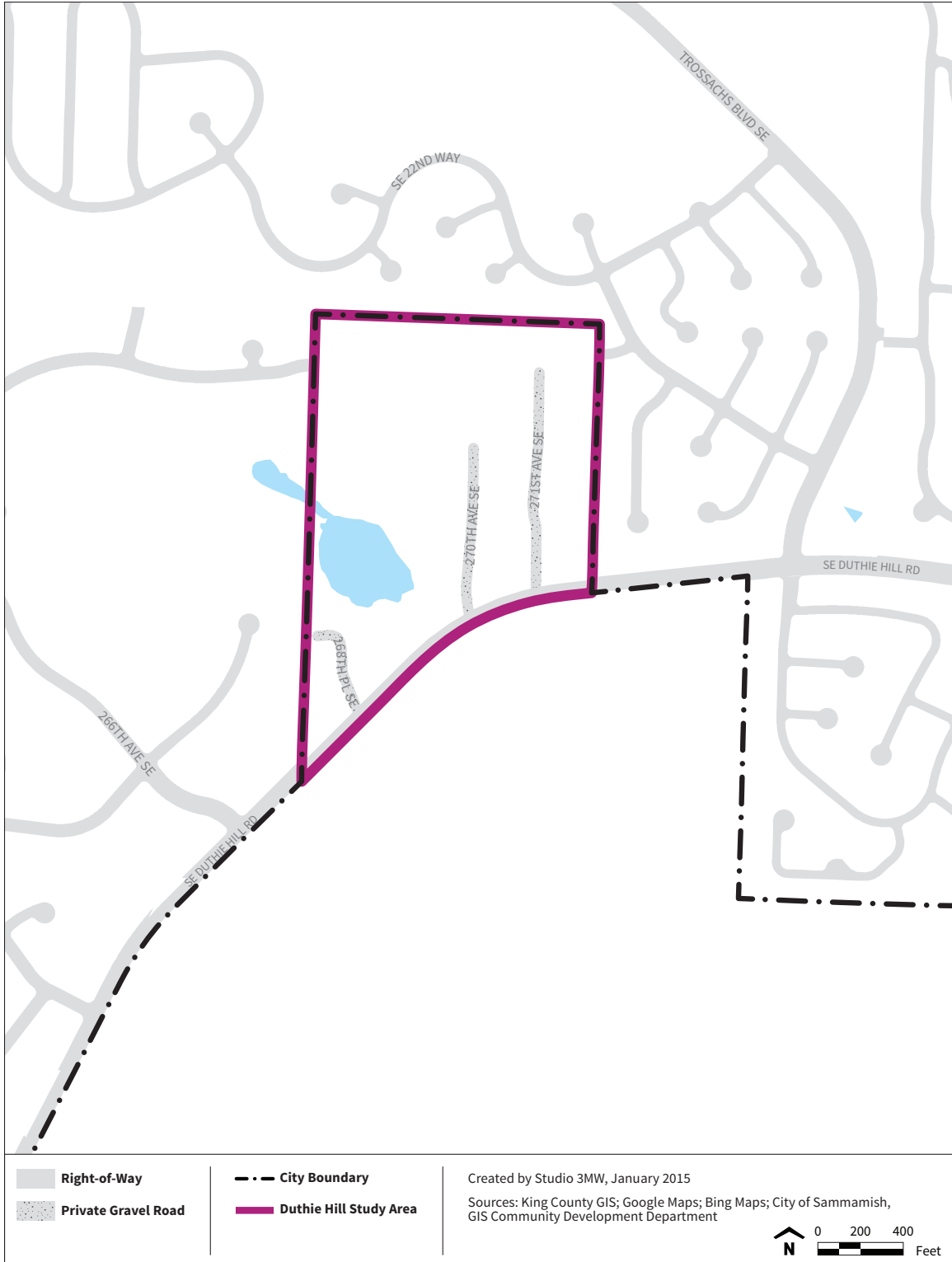


Figure 7 Road Access



Traffic Analysis

In order to evaluate traffic volumes for the Duthie Hill area resulting from a change from rural to urban, the City’s traffic model was utilized to project future traffic volumes. These results assume 14 new residential units within the Duthie Hill area based on contingent R-1 zoning as adopted by the City Council or 55 new residential units based on R-4 zoning. Table 2 and Table 3 below show traffic volume results with and without a 25th St connection for the year 2020 pipeline condition and the year 2035 condition for both the R-1 and R-4 scenarios. These numbers also assume no capacity improvements to Duthie Hill Road. The results of the model run indicate that most of the new traffic along SE 25th is traffic that would have used Trossachs Blvd to Duthie Hill Road, but would be likely to use SE 25th instead. The new connection helps reduce traffic on SE Duthie Hill Rd, 266th Ave SE, and SE Issaquah-Beaver Lake Rd, but traffic increases on neighborhood Streets such as SE 25th St , SE 27th St, 261st Ave SE, and E Beaver Lake Dr SE.

Table 2 Traffic Volumes with Development under R-1 Zoning

	Year	Duthie Hill Road Avg. Daily Volumes	SE 25th Street Avg. Daily Volumes
<i>With SE 25th High Country & Trossachs Connection</i>	2020	14,070	410
	2035	17,470	1,290
<i>With No SE 25th High Country & Trossachs Connection</i>	2020	14,350	0
	2035	18,300	0

Source: City of Sammamish, 2015.

Table 3 Traffic Volumes with Development under R-4 Zoning

	Year	Duthie Hill Road Avg. Daily Volumes	SE 25th Street Avg. Daily Volumes
<i>With SE 25th High Country & Trossachs Connection</i>	2020	14,490	480
	2035	18,080	1,290
<i>With No SE 25th High Country & Trossachs Connection</i>	2020	14,790	0
	2035	18,720	0

Source: City of Sammamish, 2015.

This analysis does not assume any traffic calming measures (TCM) along SE 25th Street. Installation of TCM may be used to reduce the total number of cars using the roadway, since cut-through traffic is often discouraged. There are a number of tools available, including some or all of the following:

- Traffic circles
- Chicanes
- Medians
- Signage and striping
- Speed humps and speed tables. These are typically used as a last resort due to residents' preferences and impact of delay on emergency vehicles.

Utilities and Public Services

The study area is served by many of the same utility and public service providers as the City of Sammamish (Table 4). The electric, natural gas, telecommunications, solid waste, water, sewer and school service providers are the same for the study area and the City. Service providers are listed in Table 4, below.

Table 4 Utility and Public Service Providers for the Study Area and the City

Service	Duthie Hill Study Area	City of Sammamish
Electricity & Natural Gas	Puget Sound Energy	Puget Sound Energy
Telecommunications	Multiple providers	Multiple providers
Solid Waste	Republic Services	Republic Services
Water & Sewer	Sammamish Plateau Water & Sewer District*	Sammamish Plateau Water & Sewer District
Stormwater	King County	City of Sammamish
Schools	Issaquah School District	Issaquah School District Lake Washington School District Snoqualmie Valley School District
Fire	King County Fire Protection District No. 27	Eastside Fire and Rescue District
Police	King County Sheriff	City of Sammamish (on contract with King County Sheriff)

* Although located in the Sammamish Plateau Water and Sewer District service area, homes rely on private wells and septic systems.

6 References

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