

Summary Response to Public Comments for Costco

By Comment Type

Dated November 19, 2019

NOTE: This is a response to public comments received on the project from April 22, 2019 to November 19, 2019. Any comments received after this date will be provided to the City Council at the public hearing on November 26, 2019. This summary is not indicative of all public comments received and is not the final record nor decision for the project.

All of the public comments received during the timeframe listed above can be found online at the following link: <https://www.lakestevenswa.gov/380/Current-Planning>

Purpose

As a large commercial development, the Costco project has garnered a significant amount of public comment. The following document summarizes common topics and provides general responses related to the comments received. The project consists of several distinct pieces, site plan review, design review, planned action/ SEPA review, binding site plan (subdivision) review and a development agreement. The development agreement will be presented to the City Council for consideration and decision while the permit decision for the site plan review, design review, and the binding site plan will be consolidated into one administrative review and approval by the Planning Director. The formal staff reports and recommendations for both the development agreement and the consolidated administrative land use permits will include findings, analysis and conclusions for the individual items. Additional permits related to the actual construction of public and private improvements will follow as separate applications.

The initial administrative permits deal with the ability of the project to meet defined land uses per Chapter 14.38 LSMC, meet dimensional and landscape standards per Chapter 14.38 LSMC, site plan standards per LSMC 14.16C.105, Design Review LSMC 14.16C.050, future lot configuration and subdivision requirements per Chapter 14.18 LSMC. The analysis and review of these administrative permits are considered non-discretionary permits; that is if the project meets the adopted standards and allowed modifications, the City must approve the project.

The Development Agreement, a legislative application, sets the terms of for future development between Costco and the City for the greater project.

General Environment:

The city's Comprehensive Plan has set a growth strategy to concentrate development in specific growth centers. This strategy has been realized with the adoption of three subarea plans. Each plan evaluated desired land uses and appropriate development patterns for the area. Each plan has been subject to extensive environmental and public review with the adoption of unique environmental impact statements. Topics reviewed included traffic, public improvements, economic development, and potential impacts to the built and natural environment along with appropriate mitigation measures.

In preparation for the commercial and residential growth in this area, the city completed an Environmental Impact Statement (EIS) and Planned Action Ordinance for the 20th Street SE Corridor Subarea Plan that analyzed the environmental impacts of the potential build-out in the southern part of the city that includes a streamlined permitting process. Through the EIS, the city identified potential impacts to the built and natural environment resulting from the implementation of its growth strategy. Through the adoption and enactment of appropriate mitigation measures, the plan addresses long-term environmental and transportation impacts. The transportation improvements needed for economic development of this area have been identified and incorporated in the city's capital facilities plan, including the road projects tied to this project. Impacts to critical areas will be mitigated through a combination of innovative measures (e.g., integrated low impact development techniques and offsite culvert removals/replacements for fish passage), targeted wetland restoration and enhancement measures and purchasing mitigation bank credits.

The project has been designed to minimize environmental impacts to the greatest extent possible and retain public safety and circulation. This is fully documented in the *Alternatives Analysis* for the 404 US Army Corps Permit and the individual reports and studies conducted for traffic, critical areas, stormwater, geotechnical, etc. As part of the analysis, constraints were identified by the applicant's project team and the project specifically tried to avoid these constraints, such as wetlands and streams, the City of Everett waterlines, and areas of steep slopes. After the team identified the initial site layout, the location of improvements was further refined to avoid or minimize wetland impacts. During design, impacts were further reduced wherever possible. Unavoidable impacts to waters of the U.S. will be mitigated as set forth in the *Mitigation Plan* and *Bank Use Plan* for the project.

A list of all environmental documents and reports prepared to date for the project follows. Many of the documents provide a preliminary analysis of issues at a level of detail to provide enough information to make decisions on the initial applications; however final or refined documents and plans will be reviewed with the construction plans. Please note that some of the studies and reports listed in this document are in progress and are subject to revision.

Below is a comprehensive list of the studies, reports and plans prepared for the project:

Non-Project SEPA

- 2012 Draft and Final 20th Street SE Corridor Subarea Plan Environmental Impact Statements (available at <https://www.lakestevenswa.gov/152/Subarea-Planning>)
- Planned Action Ordinance 878, September 24, 2012 (available at <https://www.lakestevenswa.gov/DocumentCenter/View/905/0878---2012-20th-St-Planned-Action>)

Critical Areas

- *Costco Wholesale Lake Stevens – Critical Areas Report*, by Sewall Wetland Consulting, Inc. dated February 18, 2019, revised September 10, 2019
- *Costco Wholesale Lake Stevens – Habitat Report*, by Sewall Wetland Consulting, Inc. dated February 18, 2019
- *Costco Wholesale Lake Stevens – Impacts and Mitigation Report*, by Sewall Wetland Consulting, Inc. dated September 17, 2019, revised November 15, 2019

- *Costco Critical Area Mitigation Plan*, by Sewall Wetland Consulting, Inc. dated September 10, 2019, revised November 8, 2019
- *Mitigation Bank Use Plan Costco Lake Stevens and City of Lake Stevens 24th Street Extension Project NWS* by Sewall Wetland Consulting, Inc. dated January 25, 2019, revised September 10, 2019, revised November 15, 2019
- *Critical Area Exhibits* by Sewall Wetland Consulting, Inc. dated June 6, 2018
- *Costco Lake Stevens & SE 24th Street Extension – Alternatives analysis*, by Sewall Wetland Consulting, Inc. dated February 19, 2019
- *Alternatives Analysis for Costco Wholesale, Lake Stevens* by Sewall Wetland Consulting, Inc. dated October 21, 2019
- *Biological Evaluation*, Cedarock Consultants, Inc., dated August 13, 2019
- *Recommended Culvert Sizing Analysis - Lake Stevens Road at SR-9*, by Cedarock Consultants, Inc., dated March 26, 2019
- *Recommended Culvert Sizing Analysis – Mosher Creek and Tributary*, by Cedarock Consultants, Inc., dated August 14, 2019
- *Wetland and Stream Delineation Report 24th Street Southeast Extension* by The Watershed Company, dated September 7, 2017, revised May 30, 2018
- *Wetland and Stream Delineation for 39.74-Acre Aggregate Property Lake Stevens, WA*, by Altmann Oliver Associates, LLC dated September 21, 2012
- JARPA Application Form and Attachments – completed and signed
- Completed CZM Form
- Pending – Watershed Company Peer Review
- Pending ESA Agency Environmental Permit Review for construction plans

Traffic

- *Costco Lake Stevens Draft Traffic Impact Analysis (TIA)*, by Transportation Solutions, Inc (TSI) dated August 31, 2018
- *Costco Lake Stevens Final Traffic Impact Analysis (TIA)*, by Transportation Solutions, Inc dated October 26, 2018
- *24th Street/South Lake Stevens Road Intersection Control Evaluation (ICE) Draft Report*, by Transportation Solutions, Inc. dated August 2018
- *SR-9, MP 13.80, 24th St SE/ South Lake Stevens Road Intersection Control Evaluation*, by Transportation Solutions, Inc. dated October 2018
- *Costco Lake Stevens Traffic Impact Analysis Simulation Analysis Findings Technical Memorandum*, by Transportation Solutions, Inc dated March 12, 2019, revised August 12, 2019
- *Costco Lake Stevens No Connection from 24th Street SE to S Lake Stevens Road Technical Memorandum*, by Transportation Solutions, Inc dated September 9, 2019
- *Costco Parking Needs Assessment*, by Kittelson & Associates dated May 6, 2019
- *City's Memorandum on S. Lake Stevens Road Alternative Analysis*, dated Sept 30, 2019

Stormwater and Drainage

- *Preliminary Drainage Report for Costco Warehouse, Lake Stevens*, by DOWL Engineering Inc., dated September 18, 2019
- *24th Street Improvement Project Preliminary Stormwater Site Plan*, by Lochner dated January 2018

Geotechnical

- *Geotechnical Engineering Report*, by Terracon Consultants, Inc. dated May 29, 2018
- *Preliminary Geotechnical Report 24th Street SE Extension Lake Stevens, Washington*, by HWA GeoSciences Inc., January 15, 2016
- *Draft Geotechnical Report 24th Street SE Final Design*, HWA GeoSciences Inc. dated October 16, 2017
- *Draft Supplementary Geotechnical Report 24th Street SE Final Design*, by HWA GeoSciences Inc. dated April 12, 2018
- *Draft Geotechnical Report 24th Street SE and 91st Avenue SE Extensions*, by HWA GeoSciences Inc. dated April 9, 2019

Cultural Resources

- *Archaeological Survey and Assessment for the proposed Lake Stevens Costco Wholesale, State Route 9 and 20th Street Southeast*, by Caldera Archaeology dated May 5, 2018

Trees

- *Arborist Report 24th St SE Extensions – Lake Stevens*, by H.W. Lochner, Inc dated November 1st, 2017

Other

- *City of Lake Stevens 24th Street Extension Project Phase I Environmental Site Assessment* by Lochner, dated January 2018

Land Use:

The city's *20th Street SE Corridor Subarea Plan*, adopted in 2012, identified retail nodes along the entire corridor and identified the 20th Street SE/SR-9 intersection specifically as a potential site for a large retail center. The properties southwest of this intersection (including the proposed Costco site) were zoned commercial to promote retail growth in this area with larger parcels available for development. The southwest corner of SR-9 and 20th Street SE is explicitly identified as a location for a retail center that could include big box retail.

Potential land use conflicts between proximate land uses of different intensity are addressed in proposed subarea development regulations and design guidelines and will be mitigated through project review. For example, height and bulk limits and setback requirements in zoning regulations address potential conflicts between commercial and residential land uses. Landscaping requirements will also help to buffer, and screen land uses of dissimilar intensity or scale. Proposed design guidelines provide

approaches to site planning and building design that will reduce a range of potential aesthetic impacts. These techniques are incorporated into subarea development regulations (Chapter 14.38 LSMC) and subarea design guidelines. As proposed, the project meets the dimensional and design standards for the Commercial District.

The city completed a Planned Action Environmental Impact Statement (EIS) that analyzed potential impacts and set thresholds for future development while providing a streamlined permitting process. The plan assumes future growth of 400,000-450,000 gross square feet of retail along the corridor. Being a crossroads for markets with easy connections to I-5 and SR-9, the 20th Street SE Corridor receives considerable pass-through traffic from commuters and will capture destination shopping trips after development from city residents and surrounding secondary markets.

The 20th Street Subarea is also intended to have a complete transportation system that links to the Lake Stevens Center Subarea via 91st Ave SE and 99th Ave SE, connecting commercial, retail, civic, and residential uses. These collector roads will redirect some local trips from the highway. The subarea plan identified the need for multiple routes of travel with clear circulation and access to destinations including parallel east-west circulation routes north and south of 20th St SE (e.g., 24th Street SE). The analysis anticipated the need for an improved intersection where 24th Street SE, South Lake Stevens Road and SR-9 meet. Additionally, the plan calls for constructing 24th Street SE to provide a secondary east-west connector for local vehicle access and development as a multi-use trail street for walking and biking. The construction of 24th St SE would provide a vital link in the southern portion of the city by paralleling 20th St SE; helping to alleviate vehicular trips off 20th St SE.

In short, the city and its urban growth area are required to provide urban services and infrastructure to house and employ the population growth allocated to it from the state and Snohomish County. The city has prepared for this growth via its deliberate and focused growth strategy embodied in the Comprehensive Plan and supplemental documents including subarea planning. As such, the city is Growth Management Act compliant and has provided a plan to construct public facilities and services in concurrence with land development, recognizing the economic needs of the community and providing meaningful environmental protection.

Traffic:

Background

The Project is located at the northwest corner of SR 9 and South Lake Stevens Road. The *20th St SE Corridor Subarea Plan and EIS* identify specific improvements to the road network that are necessary as a result of growth and which were assumed in the transportation analysis to maintain the level of service for the corridor. These include widening of 20th Street SE (under design as a separate project); construction of a new 24th Street SE, paralleling 20th Street SE, between Cavalero Road and the intersection of SR-9 and South Lake Stevens Road, and construction of a roundabout or installation of a signal at this new intersection; extension of 91st Avenue SE between 20th Street SE and 24th Street SE; and conversion of 79th Avenue SE to a public road between 20th Street SE and 24th Street SE (under design as a separate project).

Pursuant to Chapters 35.77 and 47.26 RCW the City prepared and adopted its 2014-2019 Transportation Improvement Plan (TIP), consistent with the Capital Facilities Element of the City's Comprehensive Plan,

which includes two new road connections: 91st Avenue SE from 20th Street SE to 24th Street SE and 24th Street SE from 91st Avenue SE to State Route 9 (SR9).

The project will include the construction of two new public road sections; 91st Ave SE and 24th St SE, and a realigned South Lake Stevens Road. A new roundabout as identified in the city’s *20th St SE Corridor Subarea Plan*, will be constructed at the intersection of SR-9 and 24th St SE/South Lake Stevens Road. Extensive coordination on the design of the roads has occurred with the City of Everett, Snohomish County and WSDOT.

Traffic Analysis

The final traffic impact analysis report from TSI dated October 26, 2018 documents the traffic impacts associated with the development of the project and identifies traffic impacts from the project and outlines potential improvements to address those impacts. This traffic analysis forecasts and evaluated future conditions through year 2025. The project is proposed to generate approximately 799 new PM peak hour trips. The initial design of the roadway improvements has included significant coordination between Costco, the City, Tulalip Tribes, US Army Corps of Engineers, WA State Department of Transportation (WSDOT), City of Everett and Snohomish County.

With the completion of the projects identified in the city’s capital facilities plan as part of this project, the transportation system will operate within the adopted levels of service for the 20th St SE Corridor.

Table 1: From TSI's Traffic Impact Analysis, dated Oct 2018, Page 28, Table 10.

Intersection	Control	LOS	Delay	PM Vol
79th Ave/20th St	Signal	B	25.4	2,230
83rd Ave/20th St	Signal	A	7.3	2,113
91st Ave/20th St	Signal	A	16.7	2,386
SR 9/20th St	Signal	C	51.7	3,926
99th Ave/20th St	Signal	A	9.2	1,776
S Lk Stevens Rd/20th St	Signal	B	16.9	2,003
Corridor LOS		C		25.3

Furthermore, the roads will meet the concerns of the various agencies. Roads have been designed to minimize direct impacts to wetlands, retain appropriate transitions between local and state roads, ensure safe traffic flow between city and county roads, and protect the City of Everett waterline.

The applicant submitted several traffic studies and reports for the project and has undergone and is still conducting extensive coordination with several agencies including the city, Snohomish County, and WSDOT. Please see pages 2-4 of this document for a list of all the transportation studies/reports prepared for the project to date.

As detailed in the traffic analysis, With-Project and its associated mitigated improvements for all study intersections are forecast to operate within the City of Lake Stevens, WSDOT and Snohomish County Standards and LOS, except for the intersection of SR 9 at the US 2 eastbound ramps.

Without the Project, SR 9 at the US 2 westbound on-ramp and Bunk Foss Road is forecast to operate at LOS E. With the Project intersection delay is computed to increase by 9.3 seconds and the intersection is

forecast to continue to operate at LOS E. With the Project, SR 9 at the US 2 eastbound ramps is forecast to operate at LOS E. With the Project intersection delay is computed to increase by 12.8 seconds from without-Project conditions. Costco is coordinating with WSDOT on potential impacts and appropriate mitigation as needed to SR 9 at the US 2 westbound off-ramp and Bunk Foss Road.

The traffic analysis did not include the US 2, SR 204, and 20th St SE intersection. The design and construction of these intersections are being analyzed by WSDOT under the project title “SR-9/SR-204 Intersection Improvement, Stage 1, 2, and 3.” Projects are funded by Connect Washington. Stage 1 was constructed in summer of 2019. Stage 2 is planned for construction in summer of 2020. Stage 3 is planned for construction in summer of 2021.

The proposed roundabout on SR 9 at 24th Street SE and S Lake Stevens Road is forecast to continue to operate at LOS B. Like without-Project conditions, with-Project conditions at this intersection meet the WSDOT LOS thresholds and are consistent with the conclusions from the ICE report.

With the project, S. Lake Stevens Road at 24th Street SE is evaluated as a signalized intersection to support access to both the project (west access) and continued access to S Lake Stevens Road. The signal is forecast to operate at LOS B and meets the City of Lake Stevens LOS threshold.

Proposed Improvements

The following street improvements are consistent with the City of Lake Stevens 20th Street SE Corridor Subarea Plan.

1. 24th Street SE

- 24th Street SE will be completed from SR 9 to 91st Ave SE. 24th Street SE will be a three-lane roadway, with a multi-use path and landscaping strip along the north side of 24th Street SE.
- The west access off 24th Street SE was evaluated with stop-sign and signal control and both configurations show the access operating at LOS D. Per the TIA prepared by TSI, signal control is not required for the project build-out, however a signal is anticipated to better support project access at South Lake Stevens Road and 24th Street SE. A signalized access is recommended with left turn lanes on all approaches of 150 feet, eastbound and westbound, 100 feet northbound, and with 200 feet of capacity southbound from the site.
- Vehicle queues on 24th Street SE are not forecasted to impede traffic flow between the signalized intersections at SR 9 and at this access and South Lake Stevens Road.
- The east access off 24th Street SE is a right-in/right-out access with a direct route to the fueling station. Impacts at this site access are negligible with the project.

2. 91st Ave SE

- 91st Ave SE will include a modified intersection at 20th Street SE to accommodate the new south leg.
- 91st Ave SE will be extended south of 20th Street SE to 24th Street SE continuing the north/south collector planned between Lake Stevens Center and the 20th Street SE Corridor.
- The south leg of 91st Ave SE will have a dedicated northbound left-turn lane, a through lane, and a dedicated right turn lane at 20th Street SE. This configuration will accommodate future turning movements onto 20th St SE.

- The north access off 91st Ave SE is a primary access and includes two outbound lanes. 91st Ave SE is recommended to be striped for a 150-foot left turn lane into the site. The site access is forecast to operate at LOS B with the Project.
 - The south access off 91st Ave SE provides truck access to the back of the warehouse. Impacts at this access site are negligible with the project.
3. South Lake Stevens Road
 - A section of South Lake Stevens Road will be vacated west of SR 9, and be terminated as a hammerhead. In coordination with Snohomish County, a new section of South Lake Stevens road has been designed and will be constructed to connect to 24th Street SE.
 - During the review process, this new section connecting the city's and Snohomish County's portions of the road was redesigned at the request of Snohomish County to accommodate better traffic control.
 - The redesign considered the impacts to wetlands and traffic circulation. The design meets both jurisdiction's standards, and the analysis of AM impacts at intersections.
 - The re-alignment has a slight increase to wetland impacts and creates more connectivity to Wetland D restoration/enhancement efforts. Final analysis will be part of the construction plan review as a separate permit.
 4. SR9 and 24th Street SE / South Lake Stevens Road intersection.
 - The 20th Street SE Corridor Plan identified the need for an intersection to facilitate better traffic control and provide connectivity on both sides of SR-9.
 - Multiple configurations were evaluated including restricted access, a signalized intersection and a roundabout. The TSI report evaluated each alternative for function compatibility with the local level of service and potential impacts to the state highway.
 - In coordination with WSDOT, a multi-lane roundabout was the preferred intersection.
 5. Costco is coordinating with WSDOT on potential impacts and appropriate mitigation as needed to SR 9 at the US 2 westbound on-ramp and Bunk Foss Road.
 6. On-site parking will be provided by the applicant to support the site, consistent with City of Lake Stevens code requirements.

Design and Connectivity

24th St. SE and 91st Ave SE were initially designed based on the city's EDDS standards and the 20th St SE Corridor Subarea Plan. The road designs were revised however to minimize impacts to adjacent wetlands by eliminating the planter strip and sidewalk on the south side of 24th St SE and the west side of 91st Ave SE. A ten-foot wide multi-use path and five-foot wide planter strip with trees will be constructed on the north side of 24th St SE and the east side of 91st Ave SE. A sidewalk connection will also be constructed on the northeast corner of the roundabout to effectively link the S. Lake Stevens Road multi-use pathway (when fully constructed) across SR-9 through the site and up 91st Ave SE to connect to future pedestrian connections on 20th St SE and 91st Ave SE.

These road and sidewalk improvements are consistent with the City of Lake Stevens 20th Street SE Corridor Subarea Plan. Following construction, portions of the project will be dedicated to the city for public purpose as outlined in the development agreement. Slight modifications of the preliminary plans and reports may change as the design progresses. Final construction plans will be submitted for review under a separate application.

Traffic Impact Fees

To mitigate for traffic impacts, the development of the site requires the payment of traffic impact fees pursuant to Chapter 14.112 LSMC. The applicant will construct road improvements as part of the project. The applicant's construction of off-site improvements will receive credits against their traffic impact fees per LSMC 14.112.090. The costs of construction for portions of the off-site improvements shall be an offset against the amount of transportation mitigation impact fees otherwise due as identified in the development agreement. Traffic impact fee credits include the existing single-family home being removed from the site.

Wetlands/Streams:

The project contains seven (7) wetlands. Approximately 1.89 acres of wetland areas would be impacted for both the development of the Costco Facility and associated road infrastructure (primarily the construction of 24th Street SE). The wetlands are discussed in the *Critical Areas Report* by Sewall Wetland Consulting, Inc. Wetland mitigation for the project's wetland impacts includes a combination of on-site wetland creation and enhancement, off-site improvements to a tributary of Mosher Creek, and participation in a wetland mitigation bank. This mitigation strategy arose from discussions with the City of Lake Stevens, the US Army Corps of Engineers (USACE), adjacent property owners, and the Tulalip Tribes with the goal of protecting fish habitat in Mosher Creek and the tributary. The applicant sent the JARPA application to the USACE and the DOE. As part of the JARPA process, the USACE consults with numerous other agencies on the application including but not limited to the US Environmental Protection Agency, US Fish & Wildlife, National Marine Fisheries Service and other federal, tribal, state, and local agencies.

More specifically, the proposed mitigation for the proposed 1.89 acres of wetland impacts will include the three following mitigation measures (as shown on the *Critical Areas Mitigation Plan* and in the *Mitigation Plan* by Sewall Wetland Consulting, Inc.):

1. Creation of approximately 0.88 acres of Category II wetland along Wetland D.
2. Removal of three fish barrier culverts off-site to a Mosher Creek Tributary, and the replacement of three culverts with fish passable culverts. The existing substandard culvert along the east side of SR 9 will also be replaced with a box culvert which will be fish passable.
3. Purchase of approximately 1.746 credits in the Snohomish Mitigation bank to mitigate the remaining wetland impacts.

Tentatively, the city has received support and participation on the wetland mitigation strategy from the landowners south of the site (where the off-site culverts are slated for removal/replacement). The next step will be to execute a temporary construction easement and mitigation easement with these landowners.

Wetland D is a headwater to a small tributary to Mosher Creek. Maintaining the overall size, hydrologic inputs and connection to the tributary from this wetland is highly desirable. Wetland D is a Category II wetland and City Code requires a 3:1 ratio for Category II wetland impacts. The applicant is proposing on-site wetland creation and enhancement as mitigation and the remainder of wetland impact will be mitigated through wetland mitigation bank credits. This allows enhancement of fish habitat to benefit the downstream tributary.

In addition, Costco will employ innovative site design using low impact stormwater techniques as an additional mitigation measure that includes directing clean roof runoff back to critical areas to maintain site hydrology and constructing a series of swales and rain gardens throughout its parking lot. The applicant's proposed mitigation will maintain water quality and quantity per the 2014 Department of Ecology (DOE) Stormwater Management Manual for Western Washington (Stormwater Manual) that was designed to be protective of salmonids. A final wetland mitigation plan will be submitted with the 100% construction drawings under a separate permit. Please see pages 2-4 of this document for a list of all the critical area studies and reports prepared for the project to date.

The applicant is preserving stream and wetland functions by the removal/replacement of six culverts along the unnamed tributary, creation/enhancement of Wetland D area and removing a house, garbage, and failing septic system that are currently contributing to degraded water quality in Wetlands A and D. Remaining and enhanced critical areas will be placed in Native Growth Protection Areas.

The applicant also has prepared a Biological Evaluation (BE) that addresses potential impacts to endangered species under the federal Endangered Species Act, Magnuson-Stevens Fishery Conservation and Management Act, and the 1996 Sustainable Fisheries Act. The applicant also prepared two Recommended Culvert Sizing Analyses that addressed fish passage for the SR-9 Roundabout and Mosher Creek tributary. The BE demonstrated that there are no endangered species documented on the project site and that the nearest documented presence of endangered salmonid species is approximately one mile away. As stated previously, best available science is a concept that is incorporated into local development regulations (particularly critical areas regulations) and comprehensive plans. The city utilized best available science when it adopted its GMA-compliant development regulations. Similarly, best available science is incorporated into the Department of Ecology's stormwater and wetland regulations and into the Department of Fish and Wildlife's fish passage design recommendations.

The Watershed Company will conduct a peer review of Costco's critical area studies before final drafts are submitted. This will provide an impartial third-party review of Costco's consultant's studies against city, state, and federal regulations pertaining to critical areas. A report from Watershed will be available by the city prior to the public hearing on the project on November 26, 2019. In addition, ESA will perform an audit of agency permits required to ensure they meet all state and federal standards.

Water Resources:

Regarding stormwater, the applicant submitted a Preliminary Stormwater Drainage Report prepared by DOWL Engineering, Inc., with its binding site plan application. The project's stormwater facilities are being designed to the 2014 DOE Stormwater Manual. DOE developed the Stormwater Manual with a strong emphasis on protecting salmon and considering low impact development techniques. The Stormwater Manual places a high priority on maintaining peak flows and flow durations at predevelopment levels. The Preliminary Stormwater Drainage Report will be revised in coordination with the critical area's evaluations and low impact development design decisions and will inform the Final Stormwater Drainage Report. A Final Drainage Report meeting all city and state requirements, including a LID feasibility analysis, will be provided by the applicant prior to the issuance of a construction permit.

The following stormwater improvements are proposed for the project and are included in the preliminary stormwater drainage report:

- Flow control for the entire Costco site and the new roadways will be mitigated with the new regional stormwater pond constructed on the south side of 24th Street SE. The pond will outfall to Mosher Creek.
- Enhanced water quality treatment will be provided by facilities located on-site and along the new roadways. Treatment facilities will be DOE approved BMPs. Stormwater runoff will be treated prior to discharging to the detention pond.
- Low Impact Development (LID) will be included in the project as much as feasible based on-site constraints. Rain gardens are proposed in the warehouse parking lot to provide LID water quality treatment.
- Groundwater flowing north to south will be collected on the north side of the site, conveyed under the site and discharged to wetlands on the south side of 24th Street SE to maintain the existing hydrology.
- Existing wetlands on the south side of 24th Street SE will be maintained and enhanced by the project. A portion of clean roof runoff will be discharged to the wetlands to mitigate for contributing predeveloped surface runoff.
- An oil water separator will be provided for the fuel station which will discharge to the sanitary sewer system.
- A soil amendment BMP will be used in the proposed landscaping.

In addition, as stated above, Costco will employ innovative site design using low impact stormwater techniques as an additional mitigation measure that includes directing clean roof run-off back to critical areas to maintain site hydrology and constructing a series of swales and rain gardens throughout its parking lot.

Procedural:

As part of the development project, several applications have been submitted to the city for onsite and offsite improvements. Each application has a slightly different review process; however, the decision-making for the site plan review, design review and binding site plan applications and associated deviations will be consolidated pursuant to LSMC 14.16A.220(g) under a single consolidated administrative decision. The City Council will hold a public hearing and issue a decision for the Development Agreement as a Type VI Legislative Action. The following permits and actions have been or will be considered for consolidated city approval.

- Design Review LUA2019-0081 – Design Review is a Type I administrative permit. No public notice is required unless tied to another higher land use application. Notice was provided on June 5, 2019. A Public Meeting was held on July 11, 2019 pursuant to Interim Ordinance No. 1055, due to the Design Review component. At the Public Meeting, the Public had the opportunity to discuss other facets of the project, not limited to only design comments, with the professional experts and available city staff.
- Site Plan LUA2019-0080 – Site Plan review is a Type II administrative permit which requires public notice. Public Notice was provided on June 5, 2019. The site plan review is provided in conjunction with other land use approvals to review the proposed location of the store, parking, utility infrastructure, roads and other site features for compliance with city codes and state regulations.

- Binding Site Plan LUA2019-0156 – Binding Site Plan review is a Type II administrative permit which requires public notice. Public Notice was provided on October 2, 2019. The Binding Site is being reviewed as a commercial subdivision that lays out specific parcels and tracts for private development, future roads, utility tracts and protected areas. Associated preliminary reports for stormwater management, transportation and critical areas among others are reviewed concurrently to ensure all required improvements can be constructed per the city’s municipal code and state regulations.

Development Agreement LUA2019-0178 – Development Agreements are Type VI legislative permits which require public notice per Chapter 14.16B. LSMC – Part VI. Public Notice was provided on November 5, 2019. The Notice of the Public Hearing provided on November 5, 2019 was above and beyond the requirements per LSMC 14.16B.630 including direct mailings and posting the site, to ensure that adequate public notice was provided for pending decisions of the combined approvals. Development Agreements are reviewed pursuant to the criteria found in LSMC 14.16C.055. Per LSMC 14.16C.055(c)(2), development agreements shall follow the procedures established in Chapters 14.16A and 14.16B for a Type VI review except no review by the Planning Commission is required.

The city provided public notice of the project actions in accordance with LSMC 14.16A.225(a)(4), whereby no proceeding of any procedure established in this chapter shall be found to be invalid for failure to provide mailed notice as required in this section as long as the other methods of notice have met their respective requirements and there was a good faith attempt to comply with the mailed notice requirements. The city also utilized the planning goals of RCW 36.70A.020 in the development and adoption its comprehensive plans and development regulations, including that of the 20th St SE Corridor Subarea Plan.

SEPA Review

The Costco Property is within the area described in City Ordinance No. 878, which approved a SEPA Planned Action for the City’s 20th Street SE Corridor Subarea, pursuant to RCW 43.21C.031. The Planned Action Ordinance and supporting documentation addressed the environmental impacts associated with development within the 20th Street SE Corridor Subarea in order to facilitate and expedite the environmental review of future individual development projects. The development of Costco is an implementing project for purposes of the Planned Action Ordinance.

For this project there are a series of four related actions requiring a phased SEPA approach as allowed under WAC 197-11-060 and WAC 197-11-776 to evaluate general matters in broader environmental documents (Subarea Plan and Planned Action), with subsequent narrower documents concentrating solely on the issues specific to the later analysis (24th Street SE and SR9 Intersection):

- Construction of the Costco Warehouse and related infrastructure improvements.
- Construction of the public roads of 91st Ave SE and S. Lake Stevens Road Connector.
- Construction of 24th St SE.
- Construction of the roundabout on SR-9.

1) The Costco property is within the Lake Stevens 20th Street SE Corridor Subarea for which a Planned Action EIS exists as allowed in WAC 197-11-164 through 172. Planned Action Certifications were issued for the Costco project and related public road improvements as part of the initial review of

the Site Plan and Design Review based on consistency with LSMC 14.38.120 and Ordinance No. 878. The Planned Action Ordinance Certification covers the future building permit for the store, associated road improvements, binding site plan and development agreement. The city issued a Planned Action Certification for the Costco project on June 6, 2019.

- 2) The city issued a Planned Action Certification, as allowed in WAC 197-11-164 through 172, to construct the public roads of 91st Ave SE and the S. Lake Stevens Road Connector on April 22, 2019. This project is consistent with the Lake Stevens Comprehensive Plan and the Capital Improvement Plan for the city. These roads were identified in the 20th St. SE Corridor Subarea EIS as additional improvements needed to the road network that are necessary as a result of growth and which were assumed in the transportation analysis.
- 3) As 24th Street SE was not included in the Planned Action Ordinance, a separate SEPA threshold determination (MDNS) was issued on April 22, 2019 as an early action for road improvements. As an early action to review potential cumulative impacts the MDNS notice stands as the Notice of Application and decision per LSMC 14.16B.430 for a combined notice and comment period. The MDNS was not appealed and stands as issued. Pursuant to WAC 197-11-510 and Chapter 16 LSMC, the MDNS notice was provided according to standard procedures.
- 4) The City in conjunction with WSDOT will conduct SEPA review on the SR9 Roundabout and issue a separate threshold determination. WSDOT has indicated the potential need for the project to go through the NEPA process due to the required federal 404 permit from the US Army Corps of Engineers. The City in conjunction with WSDOT and Costco will prepare NEPA documentation as necessary for impacts from the Development to satisfy any requirements of related to the Individual Army Corps Permit. Thus, these environmental determinations will be forthcoming after thorough state and federal agency review of the proposed project.

Pursuant to RCW 36.70B.170(3)(c), the development agreement addresses the mitigation measures, development conditions, and other requirements under Chapter 43.21C RCW applicable to the development. Pursuant to RCW 43.21C.240(2) & (3), the City finds that the mitigation measures in the Agreement and the analyses and mitigation required by other local, state, and federal laws and regulations provide adequate analysis of, and mitigation for, the identified adverse environmental impacts of the development. As also set forth in the proposed development agreement, the city may require further SEPA review and mitigation only to the extent that an implementing entitlement approval or requested modification meets the following conditions:

- i. The City concludes that a requested entitlement application is likely to cause unmitigated, significant, adverse environmental impacts that have not been previously analyzed in the Planned Action process or other SEPA environmental documents; or
- ii. The City concludes, pursuant to WAC 197-11-600(3)(B), that substantial changes have been made to the development proposal that are likely to have significant, adverse impacts that have not been previously analyzed in the Planned Action process or other SEPA environmental documents; or
- iii. As otherwise required by RCW 43.21C.440 and WAC 197-11-169 and WAC 197-11-172.

As stated prior, the public roads of 91st Ave SE and 24th St SE have been intended to be constructed since 2012 as set forth in the city's transportation element, 20th St SE Corridor Subarea Plan, and the city's 6-year TIP. When the Costco project started, the city was already moving these road construction

projects forward whether Costco or another development occurred. As such, the city issued both the SEPA MDNS for 24th St SE and the Planned Action Certifications for 91st Ave SE and the S. Lake Stevens Road Connector as early actions for the road improvements. As coordination with Costco progressed, development of the site, city roads, and improvements to SR-9 became codependent and the responsibility for permitting, construction, ownership and maintenance became complicated. Agreements are proposed to identify and clearly define the responsibilities as described above.

Nothing in WAC 197-11-310 prevents a lead agency, when it is a project proponent or is funding a project, from conducting its review under SEPA or from allowing appeals of procedural determinations prior to submitting a project permit application. The threshold determination shall be made as close as possible to the time an agency has developed a proposal per WAC 197-11-310. Per WAC 197-11-330, an agency may issue a determination on a project once an evaluation of the checklist has been completed. The city issued the determination for 24th St SE as per WAC 197-11-330 and a 14-day public comment period on the MDNS was provided in accordance with WAC 197-11-502(3).

Noise:

Development related noise, including construction, traffic, and use was evaluated and anticipated with the 20th St SE Corridor EIS. Noise impacts were also analyzed in the SEPA checklist completed for the project. Noise is regulated under Sections 9.56 and 14.44.210 of the city's municipal code.

Typical construction noise will be generated during the construction phase of the project. Noise levels are expected to comply with applicable City regulations. Upon completion, noise from the site will be similar to noise generated by other similarly sized retail developments.

Air Quality:

Potential impacts to air were evaluated and anticipated with the 20th St SE Corridor EIS. Air impacts were also analyzed in the SEPA checklist completed for the project. Air quality is regulated under Sections 14.44.240 of the city's municipal code.

Typical construction exhaust and dust will be generated during the construction phase of the project. Once construction is complete, emissions will be those typically found at a retail development. Construction contractors will be required to comply with all relevant federal, state, and local air quality rules. In addition, implementation of best management practices will also reduce emissions related to the construction phase of future projects.

Light:

Lighting from new development was evaluated and anticipated with the 20th St SE Corridor EIS. Light impacts were analyzed in the SEPA checklist completed for the project. In addition, city code requires analysis of lighting design per LSMC 14.38.080, 14.60.400 and 410. All fixtures will be directed downward or shielded to minimize light spill over onto adjacent property. The applicant provided a lighting photometric plan sheet as part of the site plan and design review submittals to demonstrate compliance with code. The applicant is requesting a deviation from LSMC 14.38.080(c) and the city staff report for the site plan and design review analyzes and makes a recommendation of the request.

Economics:

The city of Lake Stevens adopted its initial GMA Comprehensive Plan to address growth in the city and its Urban Growth Areas (UGA) in 1994. The first major update to the Lake Stevens Comprehensive Plan occurred in 2006, which highlighted the city's changing status from small community to a growing city. The 2006 plan identified specific growth centers as the focus for the plan and recommended developing subarea plans for each growth center including Downtown Lake Stevens, 20th Street SE Corridor (AKA South Lake), Lake Stevens Center (AKA Frontier Village) and the Hartford Road Industrial Area. The city adopted subarea plans for the Lake Stevens Center and 20th Street SE Corridor in 2012 and Downtown Lake Stevens in 2018.

The 2035 Lake Stevens Comprehensive Plan update addresses the applicable GMA elements as specific chapters and considers optional elements related to conservation, solar energy, recreation and subarea plans in individual chapters. The plan also considers the role of regional planning under VISION 2040 and countywide planning in the development of specific goals and policies as the city considers anticipated land use forecasts and growth targets for the next 20 years.

The city's vision for economic development follows,

“Lake Stevens will embrace a sustainable local economy by supporting a varied job sector for residents, promoting excellent shopping and service options, providing a stable and predictable permitting process and fostering accountable government oversight of public funds.”

Available, suitable land is the key issue limiting the potential for the city to meet its fiscal needs through land in the existing UGA. Based on the locational requirements of the land use types discussed above and the city's growth strategy, limited land within city limits is available to accommodate growth in new land uses needed to achieve the city's fiscal objectives. The Lake Stevens Center and the 20th Street SE Corridor provide the greatest opportunity.

Primary Goals from the Comprehensive Plan that relate to Economic Development include:

- Goal 6.1: Improve the city's economic conditions for a healthy vibrant, and sustainable community with a high quality of life.
- Goal 6.2: Manage commercial growth in centers.
- Goal 6.3: Enhance retail and personal services growth to address the community's needs and expand the city's retail sales tax base.
- Goal 6.4: Support employment growth in the city.
- Goal 6.7: Provide a predictable development atmosphere.
- Goal 6.8: Support businesses and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.

The 20th Street SE Corridor Subarea Plan in Section II specifically discusses economic development within the subarea that follow the general goals in the Comprehensive Plan. The subarea plan specifically calls out the need to attract a variety of different sized employers and capture “retail leakage” of retail goods. Other objectives described in the plan and demonstrated in the proposed Costco development include:

- Promote the addition of significant retail and office space in multiple retail/mixed-use nodes.

- Establish a program of road, circulation and transit improvements.
Emphasize high quality design standards.

Public Services:

The need for public service in the area in accordance with new development was evaluated in the *20th Street SE Corridor Subarea EIS*. All development will be required to comply with adopted development regulations related to emergency access, fire suppression systems, and school and park impact mitigation fees. Subarea development regulations and subarea design guidelines also include incentives that encourage the provision of public spaces in new development, and address site and building lighting to ensure security.

Utilities:

The project includes several significant infrastructure improvements for stormwater, water and sewer. The applicant provided preliminary civil plans with the site plan application.

Sewer- A regional sewer lift station is proposed in the southwest corner of the site, that would provide sanitary sewer capacity to serve the immediate 30 acres, in addition to providing sewer capacity to other residential and commercial properties. Sewer line will be constructed in 91st Ave SE and 24th Ave SE and, in coordination with the Lake Stevens Sewer District, be extended east across SR-9 to allow future sewer capacity in the area. In association with the lift station, there will also be a gravity force main and gravity line that will flow down to the lift station and be pumped up to 20th St SE where it will be connected to the city's existing sewer lines. The most significant advantage to constructing a regional sewer lift station is reducing the number of septic drain fields and providing the ability for future development or replacement projects into the sanitary sewer system.

Water- The project is proposing the extension of water mains down 91st Ave SE and along 24th St SE. The applicant has been coordinating with Snohomish County PUD in the extension and location of these lines.

Everett - The city has been coordinating with the City of Everett on the crossing of 91st Ave SE over their underground water pipelines. As a result, an approximate 150-foot long portion of the pipelines will be replaced at this location to mitigate impacts from the construction to the water supply and ensure long-term viability of the lines.

Electric- The applicant has been coordinating with Snohomish County PUD in providing electric facilities to serve the site.

Garbage Service- Costco is proposing consolidated solid waste, compactor, and loading areas, in the southwest corner of site. The location is located near 91st Ave SE but will be screened by a 15-foot-wide landscape bed. Costco's approach for dealing with garbage is to use compactors that are entirely enclosed and filled via chutes from inside the building. Trucks will pick them up and return them. No garbage will be visible to the public.

Trees/Aesthetics:

The applicant is proposing to remove 1,814 trees (per the American Forest Management Report dated March 27, 2018). Per the city's replacement requirements at a 3:1 ratio, the applicant is required to

replace 5,442 trees. The applicant is proposing to replace 1,714 trees on site and 540 trees within the SR-9 right-of-way. The remainder of replacement trees (3,188) will be provided off site or by the city's in-lieu fund.

The project's site plan and landscape plan show landscape buffers as required by the city's municipal code located along the side and rear property lines and adjacent to the existing residential homes along 93rd Ave SE. The project is providing landscaping and trees throughout the site and parking lot and is including rain gardens in the site design.

The applicant has provided exterior elevations of the proposed building through the city's design review process to ensure compatibility with the city's adopted design guidelines for the 20th St Subarea. Subarea-specific design guidelines will ensure that future development achieves a cohesive visual character and high-quality site planning, building design, lighting and signage.

Soils/Geotechnical:

The applicant provided a Geotechnical Engineering Report, by Terracon Consultants, Inc. dated May 29, 2018 that included the results of subsurface exploration and geotechnical engineering services performed by the consultant for the project site.

The summary from this report is that peat was encountered at eight locations around the wetland areas in the southeast quarter of the site to depths ranging from about 2 to 8 feet. Fat clay was encountered below the peat in two explorations near the southeast corner of the site to a depth about 10 feet below ground surface. Groundwater was encountered at most exploration locations at shallow depths – believed to be localized zones of perched groundwater. For earthwork for the site, the report had the following recommendations:

- Remove soft and unsuitable soil, including peat and high plasticity clay.
- Onsite soil can be used for structural fill.
- Onsite soil is moisture sensitive.
- Winterize the building pad per 2016 Costco Wholesale Development Requirements:
 - Place 12-inch minimum thickness compacted soil cover blanket or cut at least 12-inches high.
 - Mixing of 3 to 5 percent portland cement into the upper 12 inches below subgrade elevation to improve resistance to softening and lower permeability of subgrade surface.

The report included additional recommendations regarding below grade structures, retaining walls, foundations, pavements and seismic considerations and corrosivity.

The City of Lake Stevens' consultant HWA GeoSciences (HWA), prepared a preliminary geotechnical report for the 24th Street SE Extension in 2016. Terracon reviewed this report and incorporated information from the test pit logs into their geotechnical characterization.

HWA also prepared a report in 2019 for the proposed 91st Avenue SE Extension Project. The focus of this report was on the design and analysis of the embankment crossing the City of Everett transmission lines using lightweight cellular concrete as backfill.

The applicant has explored site redesigns to reduce wetland impacts via the Alternatives Analysis for the US Army Corps permit. The applicant is required to follow the guidance of Department of Ecology's 2012 Stormwater Management Manual for Western Washington, and Water Quality Standards for Groundwaters of the State of Washington. Specifically, Vol IV of the DOE manual addresses the required BMPs (Best Management Practice) for Source Control, such as Gas stations.