

2044 Comprehensive Plan Update

Scope of Work and Master Schedule

City of Mercer Island, WA



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1 **Scope of Work**

2 **Purpose**

3 The Washington State Growth Management Act (GMA) requires King County and incorporated
4 jurisdictions within King County to update their Comprehensive Plan on or before June 30, 2024. This
5 proposed project to update the 2015 Mercer Island Comprehensive Plan to plan for growth through the
6 year 2044 is intended to satisfy this state requirement.

7
8 At its core, the *Comprehensive Plan* sets forth a vision and establishes goals, policies, and implementation
9 actions for managing and growing into the future. The vision is a statement of how the Comprehensive
10 Plan will guide the City. Comprehensive Plan goals describe what objectives the City will pursue to further
11 the vision. The policies and implementation actions established in the Comprehensive Plan describe what
12 the City will do to achieve its goals and provide crucial guidance for the City in capital improvements,
13 development regulations and other supporting programs and services.

14
15 The Comprehensive Plan considers projected growth during a twenty-year period called a “planning
16 horizon”. Currently, the GMA requires cities and counties to update each respective plan every nine years
17 to extend the planning horizon.

18
19 There are five categories of amendments expected during this periodic Comprehensive Plan update as
20 follows:

- 21
22 1. Amendments required by the GMA;
23
24 2. Amendments required by regional planning documents such as the Puget Sound Regional
25 Council (PSRC) *Vision 2050* and King County Countywide Planning Policies;
26
27 3. Amendments required to extend the planning horizon to the year 2044;
28
29 4. Amendments to reflect City actions since the last update; and
30
31 5. Other amendments as directed by City Council, referred to herein as local choices.

32
33 Within each category, there may be technical and/or policy amendments required. Technical
34 amendments generally provide little to no discretion and focus on necessary data compilation and
35 analysis, often required by state, regional or county agencies. Policy amendments generally are more
36 discretionary as they typically involve local responses to findings highlighted by technical amendments.

37
38 **Strategy**

39 The primary focus of this periodic Comprehensive Plan update is to ensure consistency with technical
40 and/or policy changes by state, regional or county agencies and to incorporate new growth projections to
41 extend the planning horizon to the year 2044. The population growth projection is provided by the
42 Washington State Office of Financial Management (OFM). The expected regional growth in population
43 and employment for the central Puget Sound area is distributed to counties by the Puget Sound Regional
44 Council (PSRC) via the policies established in *Vision 2050*. Forecasted growth is allocated to individual
45 cities within King County via countywide planning policies. Updating growth projections is largely a
46 technical process because the projections have already been set by state, regional, and county efforts.

1 The proposed strategy for this periodic Comprehensive Plan update is largely “surgical” in nature with a
2 few key exceptions. That the City is planning a largely surgical update reflects both the quality of the
3 existing Comprehensive Plan as well as the results of the countywide new growth projections process
4 from 2021. Generally, the existing Comprehensive Plan vision, goals, and policies still align with the results
5 of the new growth projections process, hence the proposed surgical nature of this periodic
6 Comprehensive Plan update to ensure consistency with technical and/or policy changes by state, regional
7 or county agencies.

8
9 The two key exceptions to this surgical strategy that will require more extensive technical and policy work
10 are drafting an Economic Development Element and updating the Housing Element to address the findings
11 and recommendations from the *Housing Needs Assessment*.

12
13 The Economic Development Element will include goals and policies to define the City’s role in economic
14 development. This effort will require additional public outreach to ensure that the Economic Development
15 Element aligns with the City’s vision for economic development through the planning horizon. The
16 expanded scope and public participation plan for the Economic Development Element reflect the broader
17 nature of this effort.

18
19 As a prelude to a Housing Element update, the City will prepare a *Housing Needs Assessment*. The *Housing*
20 *Needs Assessment* is a technical document that defines housing need across all income segments based
21 on housing inventory and projected growth. Goal and policy amendments during the Comprehensive Plan
22 update may be required to address housing needs. If such amendments are needed to address
23 recommendations in the *Housing Needs Assessment*, a process broader than the surgical update may be
24 required. As such, the scope and public participation plan for the Housing Element update allows
25 additional room for goal and policy work in response to the *Housing Needs Assessment*.

26
27 **Schedule**

28 City Council is scheduled to consider the approval of this project scope, schedule, and public participation
29 plan in March 2022. Once approved, work will immediately commence. Final City Council adoption of
30 the periodic Comprehensive Plan update is proposed for April 2024. Filing of the 2044 Mercer Island
31 Comprehensive Plan to state, regional and county agencies will immediately follow the Comprehensive
32 Plan update adoption. A proposed Master Schedule is provided in Table 1 followed by a summary of tasks
33 and sub tasks.

1 **Table 1. Comprehensive Plan Periodic Review Master Schedule.**

Task #	Task Description	2022												2023												2024					
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
1	Develop a scope of work and public participation plan	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
2	Public Participation	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
3	Consultant contracts	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-2.1*	EDE stakeholder and SME interviews	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-2.2*	EDE Community Vision Workshop	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-2.3*	EDE Vision Survey	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
4	Housing Needs Assessment and Economic Analysis Planning Commission and City Council Briefings	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-2.4*	Economic Development Work Group meeting with stakeholders and SMEs	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-3.1*	Housing Work Group prepares initial list of housing policy responses	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
5	Land Use Element Planning Commission review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
6	Transportation Element Planning Commission Review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-3.2 & 3.3*	Housing Work Group meeting with SMEs to refining draft Housing Element	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-2.5*	Economic Development Work Group meeting with stakeholders to refine the first draft of the EDE	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
7	Housing Element Planning Commission Review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
8	EDE Planning Commission Review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-2.8*	EDE Community Workshop	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
9	Utilities Element Planning Commission Review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
10	Capital Facilities Element Planning Commission Review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J

Task #	Task Description	2022												2023												2024					
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
PP-4.3*	Overall Comprehensive Plan update Community Workshop	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
11	Planning Commission Comprehensive Plan update tune up	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
12	SEPA Review	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
13	Planning Commission Overall Comprehensive Plan update public hearing	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
14	Planning Commission Overall Comprehensive Plan Deliberations	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
15	Planning Commission Comprehensive Plan Update Recommendation	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
16	City Council receives Planning Commission recommendation	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
17	City Council overall Comprehensive Plan update public hearing	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
18	City Council overall Comprehensive Plan update deliberations	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
19	City Council adopts Comprehensive Plan update	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
20	City files adopted Comprehensive Plan update with PSRC, Commerce, and King County	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J

Note: * Tasks labeled "PP" are drawn from the Public Participation Plan. Please see the Public Participation Plan for a description of and numbering for these tasks.

1 **Tasks**

2 **Task 1 – Develop a Scope of Work and Public Participation Plan** **January – March 2022**

3 City staff will prepare a draft scope of work (SOW) and public participation plan (PPP) for the
4 Comprehensive Plan update. The City Council and Planning Commission will provide input on the SOW
5 and PPP before the City Council adopts them by resolution

6 *Deliverable:* A SOW and PPP for the *Comprehensive Plan* update.
7

8 **Task 2 – Public Participation** **Duration of Comprehensive Plan update**

9 Public participation will be integrated throughout the project as established by the PPP developed during
10 Task 1. Public participation strategies will include public comment periods, public meetings, stakeholder
11 and subject matter expert consultations, community workshops, and public hearings. Specific
12 engagement strategies are detailed in the PPP.

13 *Deliverable:* Public participation opportunities throughout the Comprehensive Plan update, see PPP for
14 more detail.
15

16 **Task 3 – Consultant Contracts** **March – April 2022**

17 The City will retain qualified professional consultant services for specific projects during the
18 Comprehensive Plan update. Task 3 will involve preparing and executing contracts for consultants.

19 *Deliverable:* Consultant contracts for work during the Comprehensive Plan update.
20

21 **Task 4 – Housing Needs Assessment and Economic Analysis Planning Commission** **June 2022**
22 **and City Council Briefings**

23 The City will prepare two technical reports that provide data on housing and the Mercer Island economy.
24 First, the City will produce a *Housing Needs Assessment* (HNA). The HNA is a document detailing the
25 expected housing needs in the City throughout the planning period based on the forecasted growth,
26 existing housing stock, and land use assumptions in the Comprehensive Plan. The GMA requires the City
27 to plan for accommodating the projected growth through the planning horizon, including housing needs
28 for people across all income levels. The HNA will help the City ensure that the Comprehensive Plan
29 accounts for the projected growth in housing. The Planning Commission will be briefed on the HNA before
30 progressing to work on the Housing Element later in the Comprehensive Plan update.

31 In addition to the HNA, the City will produce an Economic Analysis of the local economy. The Economic
32 Analysis will provide data that current economic conditions and expected growth during the planning
33 period. The information in this technical report will underpin the later work on the Economic
34 Development Element.

35 *Deliverable:* A final draft of the *Housing Needs Assessment* and *Economic Analysis*.
36

37 **Task 5 – Land Use Element Planning Commission Review** **July – October 2022**

38 New growth projections will be incorporated into the Land Use Element of the Comprehensive Plan.
39 Incorporating the new growth projections will be a technical update of the Land Use Element, with
40 minimal changes to goals and policies. No changes to land use designations are expected. Assumptions
about growth inform the other updates of the Comprehensive Plan and so the work on the Land Use

1 Element should be completed early in the periodic review. The Planning Commission will review and
2 prepare a public hearing draft of the updated Land Use Element in the early stages of the Comprehensive
3 Plan update.

4
5 *Deliverable:* A public hearing draft of the Land Use Element.
6

Task 6 – Transportation Element Planning Commission Review **July – October 2022**

7 The GMA requires that the Comprehensive Plan be internally consistent, using the same assumptions
8 about growth throughout all Comprehensive Plan elements. Updating the growth projections in the
9 Comprehensive Plan will require updates to the Transportation Element. These updates will largely be
10 technical amendments to ensure that expectations about transportation demand are consistent with
11 assumptions about growth elsewhere in the Comprehensive Plan. The Planning Commission will review
12 the amendments to the Transportation Element necessary to update the growth projections and maintain
13 internal consistency.

14
15 *Deliverable:* A public hearing draft of the Transportation Element.
16

Task 7 – Housing Element Planning Commission Review **October – December 2022**

17 The findings in the HNA will likely require updates to the goals, policies, and programs established in the
18 Housing Element. The Planning Commission will review the HNA findings and recommend updates to the
19 Housing Element as needed. The updates to the Housing Element are one aspect of the Comprehensive
20 Plan update where substantive amendments to goals and policies are expected.

21
22 *Deliverable:* A public hearing draft of the Housing Element.
23

Task 8 – Economic Development Element Planning Commission Review **January – April 2023**

24 An Economic Development Element establishes goals and policies that provide for economic vitality in the
25 City through the planning horizon. The Comprehensive Plan does not currently have an Economic
26 Development Element; adopting one during the update is a local choice. Preparing an Economic
27 Development Element is an aspect of the Comprehensive Plan update where significant public
28 participation will be required to ensure that the goals and policies of the element reflect the collective
29 vision of a vital economy on the island. The Planning Commission will review the proposed Economic
30 Development Element during the latter half of the Comprehensive Plan update project.

31
32 *Deliverable:* a public hearing draft of the Economic Development Element.
33

Task 9 – Utilities Element Planning Commission Review **March – June 2023**

34 The GMA requires a Utilities Element that ensures utility capacity will keep pace with the projected
35 growth. The Utilities Element includes an inventory of facilities that will need to be consistent with the
36 new growth projections. Work on the Utilities Element will include an update of the utilities inventory
37 and assessment of future needs. The Planning Commission will review the amendments to the Utilities
38 Element necessary to update the growth projections and maintain internal consistency.

39
40 *Deliverable:* A public hearing draft of the Utilities Element.
41

Task 10 – Capital Facilities Element Planning Commission Review **March – June 2023**

42 The GMA requires a Capital Facilities Element that ensures capital facility capacity keeps pace with the
43 projected growth. The Capital Facilities Element includes an inventory and level of service (LOS) analysis

1 of facilities to ensure that capital facility LOS keeps pace with projected growth. The Planning Commission
2 will review the amendments to the Capital Facilities Element necessary to update the growth projections
3 and maintain internal consistency.

4
5 *Deliverable:* A public hearing draft of the Capital Facilities Element.
6

Task 11 – Planning Commission Comprehensive Plan Update Tune Up July 2023

7 The Planning Commission will review the overall Comprehensive Plan update and consider the feedback
8 received during the community workshop. More information about the community workshop is provided
9 in the PPP. This review will allow the Planning Commission to incorporate public input in advance of their
10 public hearing.

11
12 *Deliverable:* A public hearing draft of the overall *Comprehensive Plan* update.
13

Task 12 – SEPA Review August – September 2023

14 The City is required to review potential environmental impacts under the State Environmental Policy Act
15 (SEPA). Prior to adopting the Comprehensive Plan update, the City must issue a SEPA determination. The
16 SEPA determination will be issued after the Planning Commission has prepared a public hearing draft of
17 amendments to the Comprehensive Plan and before the Planning Commission holds a public hearing.

18
19 *Deliverable:* A SEPA determination covering the amendments proposed with the Comprehensive Plan
20 update.
21

Task 13 – Planning Commission Public Hearing September 2023

22 Prior to making a recommendation to the City Council, the Planning Commission will hold a public hearing
23 on the Comprehensive Plan update.

24
25 *Deliverable:* Public input regarding the Comprehensive Plan update for the Planning Commission.
26

Task 14 – Planning Commission Deliberations October – November 2023

27 Prior to making a recommendation to the City Council, the Planning Commission will consider the input
28 received during the public hearing on the Comprehensive Plan update.

29
30 *Deliverable:* Public input regarding the Comprehensive Plan update for the Planning Commission.
31

Task 15 – Planning Commission Comprehensive Plan Update Recommendation November 2023

32 Making a recommendation to the City Council on the Comprehensive Plan update is the final action the
33 Planning Commission will take on the periodic review.

34
35 *Deliverable:* the Planning Commission recommendation to the City Council regarding the Comprehensive
36 Plan update.
37

Task 16 – City Council Receives Planning Commission Recommendation January 2024

38 The City Council will be briefed on the Planning Commission recommendation for the overall
39 Comprehensive Plan update. This briefing will prepare the City Council to hold a public hearing on the
40 proposed amendments.
41

1 *Deliverable:* A first draft of an ordinance to adopt the Comprehensive Plan update.

2

Task 17 – City Council Public Hearing

February 2024

3 Once the Planning Commission makes a recommendation to the City Council, the Council will consider the
4 recommendation during a public hearing. The public hearing can take place over the course of several
5 City Council Meetings. The City Council will adopt the Comprehensive Plan update by ordinance following
6 the public hearing.

7

8 *Deliverable:* Public input on the Comprehensive Plan update.

9

Task 18 – City Council Deliberations

March – April 2024

10 Prior to adopting the Comprehensive Plan update, the City Council will consider the input received during
11 the public hearing on the Comprehensive Plan update.

12

13 *Deliverable:* A refined ordinance to adopt the Comprehensive Plan update.

14

Task 19 – City Council Adopts the Comprehensive Plan Update

April 2024

15 The City Council will adopt the 2024 Comprehensive Plan update by ordinance following a public hearing.
16 The target date for adoption is April 2024.

17

18 *Deliverable:* 2044 Comprehensive Plan Update adoption by ordinance.

19

**Task 20 – City Files Adopted *Comprehensive Plan* Update With PSRC, Commerce, and
King County**

May 2024

20 The City Council will adopt the 2024 Comprehensive Plan update by ordinance following a public hearing.
21 The target date for adoption is April 2024.

22

23 *Deliverable:* Certification of the 2044 Comprehensive Plan Update.

24

25

Element-Specific Subtasks

There are specific tasks that will be associated with the update of each Comprehensive Plan Element. Table 3 shows the element-specific subtasks that make up the Comprehensive Plan update. The majority of these subtasks are required by state, regional, and King County planning policies. Some element-specific subtasks are local choices. Some of the local choice subtasks have been added to the scope of work by other actions such as the Annual Docket or recently adopted development code changes. Local choice subtasks are highlighted in green in Table 3.

Table 2. Comprehensive Plan Element-Specific Subtasks.

Land Use Element		
Subtask Number	Task Description	Required or Local Choice
LU-1	Revise Land Use Element Section III to incorporate new growth projections	Required
LU-2	Add policy to Land Use Element Goal 18 to adopt the City Stormwater Management Plan by reference	Required
LU-3	Update capacity discussion in Land Use Element Section III to incorporate forecasted growth in population and employment.	Required
LU-4	Update Figure TC-1 with new map, relocate figure to be under Goal 2. Include policy referencing Figure TC-1	Local Choice
LU-5	Review Town Center policies under Goal 2 to be consistent with the 2021 commercial use requirements update, including 'no net loss' of commercial land in Town Center policy.	Local Choice
LU-6	Add policy(s) to Land Use Element Goal 14 regarding preserving existing commercial use square footage in Town Center.	Local Choice
LU-7	Adopt Climate Action Plan by reference in Land Use Element Section V, Goal 28	Local Choice
LU-8	Review and, if necessary, amend climate change policies in response to the Climate Action Plan	Local Choice
LU-9	Revise symbology of Figure 1 Land Use Map to optimize the map for web viewing	Local Choice
LU-10	Review Land Use Goals and Policies for consistency with planning actions taken since the previous update.	Local Choice
LU-11	Add a goal and policy(s) regarding the creation of a parks zone to the Land Use Element.	Local Choice
Housing Element		
Subtask Number	Task Description	Required or Local Choice
H-1	Develop a Housing Needs Assessment (HNA)	Required
H-2	Update Housing Element Section II to reflect the 2044 growth projections	Required
H-3	Adopt policies under Housing Element Goal 3 articulating the existing affordable housing program(s) in the City.	Required
H-4	Add policy under Housing Element Goal 1 explaining that manufactured housing is not regulated differently than site-built housing	Required
H-5	Review Housing policies for potential changes needed based on the HNA results	Required
H-6	Ensure Housing Element is consistent with SHB 1220	Required

Transportation Element

Subtask Number	Task Description	Required or Local Choice
T-1	Ensure that the 10-year traffic forecast is consistent with growth projections	Required
T-2	Update Transportation Element Section V to ensure future funding capability will be consistent with current conditions and growth projections	Required
T-3	Ensure that the multiyear transportation financing plan is consistent with updated growth projections	Required
T-4	Update the transportation inventory	Required
T-5	Add policy under Transportation Element Goal 12 to adopt the Pedestrian and Bicycle Facilities Plan by reference	Local Choice
T-6	Add policy under Transportation Element Goal 12 that establishes a timeline for reviewing the Pedestrian and Bicycle Facilities Plan	Local Choice
T-7	Amend Town Center intersections list in Transportation Element Section III Table 1	Local Choice
T-8	Adopt the streetscape manual by reference	Local Choice

Utilities Element

Subtask Number	Task Description	Required or Local Choice
U-1	Ensure that utility capacity is consistent with growth projections	Required

Capital Facilities Element

Subtask Number	Task Description	Required or Local Choice
CF-1	Update the Capital Facilities Inventory	Required
CF-2	Ensure that capital facilities inventory, LOS, and projection of future needs are consistent with adopted growth projections	Required
CF-3	Add impact fee policies describing what impact fees pay for	Required

Economic Development Element

Subtask Number	Task Description	Required or Local Choice
EDE-1	Conduct an Economic Analysis	Local Choice
EDE-2	Develop an Economic Development Element	Local Choice
EDE-2	Ensure the Economic Development Element is consistent with projected growth	Required

Parks, Recreation, and Open Space Element

Subtask Number	Task Description	Required or Local Choice
PRO-1	Adopt a Parks, Recreation, and Open Space Element that adopts the Parks, Recreation, and Open Space Plan by reference	Required