

*Imagine Bothell. . .*

# Annexation Element

# Annexation Element

---

## Background and Analysis

### **Purpose, and relationship to GMA**

The purpose of the Annexation Element is to identify unincorporated territory on the periphery of the City limits to which Bothell is capable of providing services over the time horizon of this plan, and to provide policy direction for annexation of properties within such territory.

The Growth Management Act does not require an annexation element, but annexation issues comprise an intrinsic component in the establishment of urban growth areas and in planning for areas between cities within the urban growth areas.

The King County countywide planning policies require cities to designate potential annexation areas, in collaboration with King County and adjacent counties and cities, and in consultation with residential groups in affected areas. The Snohomish County countywide planning policies do not require the designation of potential annexation areas. However, the policies provide for interjurisdictional planning of unincorporated areas adjacent to cities, and it is the City's intention that such planning include the identification and delineation of potential annexation areas. These efforts are currently under way.

### **Profile of the Planning Area**

The dramatic and rapid growth experienced by Bothell in recent years reflects that of the region in general. The population of the State of Washington increased from 4,132,156 to 4,887,941—an 18 percent increase—for the period 1980 to 1990, while the Seattle Metropolitan Area (SMA) went from 2.2 million to 2.6 million over the same time period, which also represents an 18 percent increase. This compares to a 10 percent increase for the United States overall for the decade. Over half of Washington State's increase in population between 1980 and 1990 occurred within the Seattle SMA (Bureau of the Census). Bothell experienced a 55 percent increase in population during this same time period, from a population of 7,943 in 1980 to 12,345 in 1990.

Historically, annexations have played a major role in increasing the City's land area, but not its population. The bulk of the population growth noted above has been the result of in-migration, although annexations have added large numbers of people to the City on occasion. For example, the Hollyhills annexation in 1970 added over 500 people and the Juliette/Fireside/Charlotte annexation in 1990 added over 200, but these are exceptions to the rule. The vast majority of annexations through 1991 consisted of undeveloped, and thus unpopulated, land. The Canyon Park Annexation was a dramatic aberration, adding almost 10,000 people to the City's population in 1992 as well as 3,840 acres of land.

In terms of land area, the original incorporation of the City in 1909 covered 450.45 acres (.7 square miles). Annexation activity was minimal until the 1950's, at which time annexations began to increase the size of the City at a fairly rapid

## Profile of the Planning Area (continued)



rate. Table AN-1 below summarizes annexation activity for the City of Bothell from the date of incorporation through 1992.

**Table AN-1  
Historical Summary of Annexation  
Activity to the City of Bothell**

Time Period	Number of Annexations	Number of Detachments	Area in Acres	Total City Population*
1909 Incorporation			450.45	599
1909 - 1950	0	1	-14.20	1,041
1951 - 1955	9		168.26	1,339
1956 - 1960	20		793.16	2,519
1961 - 1965	12		105.65	3,400
1966 - 1970	6		610.09	5,386
1971 - 1975	17		358.90	6,036
1976 - 1980	13		137.08	7,488
1981 - 1985	17		283.99	8,825
1986 - 1990	15		441.26	12,990
1991 - 1992	11		4,087.90	24,153
TOTALS	120	1	7,422.35	24,153

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

The majority of annexations have been driven by a desire on the part of property owners to connect to City utilities so as to enable more intensive development of their parcels. However, there appears to be no correlation between the above summary and historical building cycles in the area. Also, there is no definite trend in the direction of annexation activity (north, south, east, or west) or in the size of parcels annexed over time.

From a policy standpoint, annexation activity prior to 1989 was initiated almost exclusively by individual property owners who were seeking City services for development purposes. This attitude was reflected in the 1971 Bothell Comprehensive Plan, which addresses annexation only briefly. This "third-party" approach towards annexation changed in 1989 when the Bothell City Council decided to make annexation its highest priority for 1990. The Council saw a need to diversify the City's tax base, which had been primarily residential up until then, and to have more direct control over changing land uses in the unincorporated areas adjacent to the City. Accordingly, the Council adopted a strategy that would outline and implement a formal annexation program which is reflected in the goals, policies and actions in this Element.

## Development of Goals, Policies and Actions

As related above, planning efforts are under way in King and Snohomish Counties which will designate potential annexation areas for cities within the urban growth areas of each county. Pending completion of these tasks, the City has designated in this comprehensive plan only those potential annexation areas of the minimum size necessary to achieve regular boundaries for efficient and effective delivery of urban services. This decision was made to ensure the timely completion of the plan in accordance with GMA requirements.

The City expects the above-described tasks to result in significant modifications of the potential annexation areas designated in this plan. These are likely to include substantial additions to the PAAs designated herein, and may include some reductions as well, as a result of negotiations with neighboring cities or citizen input.

There are a number of unincorporated areas of particular interest to Bothell which are not designated as potential annexation areas in this plan. These include the territory north of Bothell, between Bothell and Mill Creek; the territory west of Bothell within Snohomish County, between Bothell and Brier; and the territory west of Bothell within King County, comprising the Kenmore, Moorlands, Inglewood and Uplake areas, between Bothell and Lake Forest Park.

When participating jurisdictions reach agreement on final potential annexation area boundaries, this Comprehensive Plan will be amended accordingly.

In delineating the potential annexation areas designated in this plan, several factors were taken into consideration:

- Ability to provide city services;
- The presence or lack of open spaces which might function as urban separators;
- Achievement of logical, regular boundaries;
- Boundaries of surrounding municipalities;
- Postal service area boundaries;
- School district boundaries;
- Water, sewer and fire district boundaries;
- Community identification.

This element also includes goals, policies and actions to provide a systematic approach to annexations within the potential annexation area. These goals, policies and actions originated from roundtable discussions involving the Planning Commission and interested citizens.

---

# Annexation Goals, Policies and Actions

## Goal

AN-G1 To continue to extend cost-effective high quality municipal services, via the process of annexation, throughout the unincorporated portions of the City's adopted Planning Area.

## Policies

AN-P1 The City shall neither propose to annex nor accept requests to annex unincorporated territory located outside the urban growth area.

AN-P2 Within the urban growth area, collaborate with adjacent cities and King and Snohomish Counties and consult with affected residents in the designation of potential annexation areas. The City's potential annexation area shall be specific to Bothell and shall not overlap another city's potential annexation area.

Pending completion of interlocal potential annexation agreements with King and Snohomish Counties and surrounding municipalities, the Planning Area has been delineated to include only those proposed potential annexation areas which would "square off", or eliminate irregularities in, the current City boundaries. These potential annexation areas are depicted in **Figure AN-1**. If other potential annexation areas are added, the Comprehensive Plan will be amended accordingly.

AN-P3 Evaluate proposed annexations within the potential annexation area based on the following criteria:

1. The ability of the City to provide public services at a level equal to or better than that available from current service providers;
2. The ability of the City to provide public services at the City's adopted levels of service;
3. Whether the annexation would eliminate an unincorporated island or could be expanded to eliminate an unincorporated island;
4. Whether the annexation would follow logical boundaries, such as streets, waterways, or substantial topographic changes;
5. Whether the annexation would eliminate an irregularity or irregularities in the City's boundaries, thereby improving service delivery;
6. The relative costs to serve the proposed annexation versus the revenue to be derived from the annexation (a negative net



## Policies

(continued)

revenue projection by itself should not be considered grounds for disapproval).

- AN-P4 Pursue interlocal agreements with King and Snohomish Counties which would provide the following concerning annexation:
1. Unincorporated, undeveloped land which is adjacent to the City boundary shall be required to annex to the City at the time development is proposed in order to receive the full range of urban services. The extension of City services to an area shall not occur without that area first annexing to the City.
  2. Unincorporated undeveloped land which is located within the potential annexation area but is not adjacent to the City boundary and is not practical to annex may be developed subject to compliance with City plan designations, implementing zoning and other development standards, and mitigation requirements.
- AN-P5 Ensure that annexations are processed in accordance with State annexation laws in a timely and efficient manner.
- AN-P6 Plan the extension of City services throughout the City's Planning Area so as to prevent "leapfrog" development from occurring.
- AN-P7 Seek to expand the area of annexation proposals when such an expansion would serve to make city boundaries more regular or where the area to be served is a logical extension of city service capabilities and is within a defined potential annexation area.
- AN-P8 Annex all unincorporated islands within the City.

## Actions

- AN-A1 Complete potential annexation area agreements with surrounding cities and King and Snohomish Counties.
- AN-A2 Complete interlocal agreements with King and Snohomish Counties regarding development within potential annexation areas.
- AN-A3 Add names and addresses of all property owners within potential annexation areas, and residents and business owners if different from property owners, to the Bothell Bylines mailing list.
- AN-A4 Conduct periodic annexation information open houses at locations within the potential annexation areas.
- AN-A5 Update and refine, on an ongoing basis, the City's Annexation brochure and other informational resources relating to annexation.
- AN-A6 Implement a standardized, user-friendly computer program for conducting fiscal feasibility studies to determine the economic impact of proposed annexations.
- AN-A7 Devise and implement a method for visually tracking the status of ongoing annexations.

## Actions

(continued)

- AN-A8 Develop a priority list of annexations based on the development potential of land within the Planning Area. Annexations processed at the request of property owners will be prioritized as they are received.
- AN-A9 Pursue legislative action to facilitate the annexation of unincorporated islands of County territory within the City.
- AN-A10 Survey the area surrounding property proposed for annexation in an effort to expand the annexation when the survey can be accomplished within the time constraints set by State annexation laws for meeting with annexation proponents.
- AN-A11 Explore the possibility of providing information about annexation to residents throughout the Planning Area, on a systematic basis, through open houses, mailouts, the City Newsletter, and other means.
- AN-A12 Canvass all property owners within unincorporated islands and provide with information on Bothell City services. Initiate annexation where support for annexation exists.