

INTRODUCTION

Draft Introduction

The Comprehensive Planning Process

Why Plan?

Under the mandate of the State Growth Management Act (GMA), it is the City's responsibility to set a vision, develop policies, and adopt regulations needed to guide the redevelopment and growth of Shoreline. The guide for Shoreline's redevelopment and growth is the Comprehensive Plan. The Plan helps preserve and provide the aspects of the community that its citizens value as Shoreline moves into the future: a safe and secure place to live; vital neighborhoods; an economy that provides jobs and services; ways to get around town; schools and higher education opportunities; and good parks and recreation facilities. This Comprehensive Plan is intended to comply with the Washington State Growth Management Act and other state laws that require local governments to plan comprehensively.

What is a Comprehensive Plan?

A comprehensive plan is a broad statement of community values, goals and policies that directs the orderly and coordinated physical development of the City for the next 20 years. It implements the City's vision and fulfills the City's regional responsibilities for growth management. It anticipates change and provides specific guidance for future legislative and administrative actions. It reflects citizen and stakeholder input, technical analyses and the judgment of decision-makers.

The City's Comprehensive Plan is designed to be a functional document. It provides direction for the physical development of Shoreline. It serves as a guideline for designating land uses and infrastructure development, as well as for establishing community services. It provides the basis for the adoption of implementing regulations so that the City may evolve in an orderly fashion.

The Plan has three general characteristics. It is:

1. ***Comprehensive:*** The Plan includes all geographical and functional elements (e.g. transportation systems, utilities) that have a bearing on the community's development.
2. ***Long-Range:*** The Plan looks beyond the present, pressing issues to the possibilities and problems 20 years into the future.
3. ***Flexible:*** The Plan will continue to evolve after it is officially adopted to reflect Shoreline's changing preferences, experiences and concerns. This fine-tuning through annual Plan amendments will ensure that this document continues to reflect community values.

Specifically, the Comprehensive Plan is intended to serve a range of functions and purposes, including:

- *To promote the general welfare.* The Comprehensive Plan serves to promote the general health, safety and welfare of the community. It establishes guidelines for development, facilitates the adequate provision of public services, and encourages appropriate development, based on threshold standards.
- *To encourage coordination.* The coordination of private development, community goals and necessary facilities reduces costs for developers and the community as a whole. The Plan anticipates future development and future needs. It coordinates development and needs with existing and planned public programs, facilities and services.
- *To identify and review City Goals and Policies.* Local governments make policy on a frequent basis. Updating the Comprehensive Plan gives the City the opportunity to determine if the existing goals and policies are still appropriate, to develop new goals and policies, and to state current City practices that should be formalized as policies.
- *To communicate goals and policies.* The Comprehensive Plan contains Shoreline's goals and policies in a written form that is readily accessible. This aids City decision-makers in directing programs and reviewing developments. Written policies assist the public and developers in identifying City requirements. The Plan makes the development process more certain, more efficient, lower in cost, and consistent with community values.

Planning for the future is happening simultaneously at several levels -- regional, countywide, and in local cities and towns. Shoreline's Plan must be consistent with planning policies adopted by the state and regional planning agencies.

Washington State Growth Management Act: Passage of the Growth Management Act (GMA) in 1990 by the State Legislature was a critical step in the development of rational policies to sustain growth in Washington. For the first time in the state's history, all counties and their cities with a certain growth rate were required to plan comprehensively and jointly for the future. Through the GMA, counties and cities will improve mechanisms for managing growth and provide some predictable guidelines for future land use planning decisions. The State has mandated that Shoreline's comprehensive plan be adopted in 1998. Then the City must complete the regulations that implement the policies contained in the Comprehensive Plan.

King County: Countywide Planning Policies and Vision 2020: As part of the comprehensive planning process, the cities and King County have developed a growth management plan known as the Countywide Planning Policies. These policies were designed to help the 34 cities and the county to address growth management in a coordinated manner. The policies were adopted by the King County Council and subsequently ratified by cities, including the City of Shoreline.

Taken together, the Countywide Planning Policies try to balance issues related to growth, economics, land use and the environment. Specific objectives of the Countywide Planning Policies include:

- Implementation of Urban Growth Areas
- Promotion of contiguous and orderly development
- Siting of public capital facilities
- Establishing transportation facilities and strategies
- Creating affordable housing plans and criteria
- Ensuring favorable employment and economic conditions in the County

In addition, Shoreline's Plan must be guided by the growth policies of Vision 2020, the regional plan developed by the Puget Sound Regional Council. Vision 2020 calls for directing future growth into existing urban centers and serving those centers with a regional transit system.

Who Plans?

Shoreline residents, business owners, City decision-makers and staff work together to shape the future of the their community through the development of the Comprehensive Plan. The planning process provides an opportunity for individual citizens to contribute by attending community meetings to identify how they plan; by providing input through surveys, meetings and public hearings; or by serving on boards or commissions that function as citizen advisors to the City Council. Through this process issues of concern are identified, as are solutions, compromises, and trade-offs.

The primary responsibility for formulating the Comprehensive Plan rests with the Planning Commission which is a citizens' committee appointed by the City Council. The Commission conducts a public process for Plan review by holding meetings and public hearings. After considering information and comments presented by individual citizens, Comprehensive Plan Advisory Committees (CPACs), and community organizations, the Commission makes its recommendations on the Plan to the City Council.

During the past two and one-half years, as citizens and City staff have been working to create the City's first Comprehensive Plan, they have attempted to describe how Shoreline sees itself today and tomorrow. Such knowledge is crucial because, at its heart, a comprehensive plan should affirm a community's values and reflect its vision of a desired future.

The way a community sees itself helps to determine land use patterns, how people get around, what community characteristics are preserved, and what numbers of additional people and types of businesses it will welcome. For example, rapid growth can create a host of pressures on a city, from skyrocketing land prices to an influx of new residents and businesses which place a strain on public services. It also poses new challenges of how to balance environmental protection and quality of life with economic development and housing opportunities for all. No growth can result in economic and financial stagnation, governmental inability to take advantage of opportunities, and an inability to react sufficiently to disasters.

During this extensive public dialogue, residents and businesses have described how they view their City today and tomorrow and what they like and don't like about Shoreline. From this discussion has emerged an agreement on qualities and values shared by most Shoreline citizens. These shared qualities and values have helped to guide the City's planning efforts to manage the future course of its growth.

The Planning Commission's Recommended Comprehensive Plan builds upon those findings. Its policies give planning direction and intent that support a vision of Shoreline 20 years from now as a healthy and dynamic suburban community framed within a rich natural setting. It's a vision of the future in which Shoreline's natural assets - its trees, streams, lakes and Puget Sound - have been preserved and, in some cases, enhanced. Commercial, office and light industrial uses - the focus of Shoreline's employment, service, retail and entertainment activities - have protected wetlands and streams on-site and have attractive landscaping in balance with the City's natural assets. Its residential neighborhoods are attractive, safe places to live that reinforce Shoreline's sense of community and high quality of life.

The responsibility for adopting the Comprehensive Plan rests with the City Council. The Council considers the Planning Commission's recommendations and makes revisions as it sees fit. The Council then adopts the Plan. The Council is also responsible for adopting tools to implement the plan including the City's budget, development regulations and programs.

Once the Comprehensive Plan is adopted, all of the City's decisions must be consistent with it. Used this way, the Comprehensive Plan minimizes conflict in decision-making and promotes coordination among programs and regulations.

What is in The Plan?

This introductory chapter addresses the Comprehensive Planning Process and background information about the City of Shoreline. The remaining chapters address specific topics, or elements, such as land use, housing, parks and recreation, environmental protection, economic development, and transportation. Each element has three basic components: (1) a statement or series of statements that describes the overall intent of the element; (2) an overview of the background and context and existing conditions for the element; and (3) a list of goals and policies for the element that, when implemented, will contribute to achievement of the Plan's Framework Goals.

This ~~draft~~ Comprehensive Plan recognizes the complexities involved in addressing balancing the community vision with the need to address many of the issues associated with growth, such as increased traffic congestion, the need for affordable housing and revitalization of the City's commercial core areas. It recognizes that tradeoffs must be made to balance the costs with the gains, that flexibility is necessary to adapt to changing conditions and that at all times the Plan must reflect the long-term goals of the people living and working here.

What Geographic Area Does the Plan Cover?

The Comprehensive Plan covers an area of approximately 12 square miles including the City of Shoreline and its Potential Annexation Areas: one in the Ballinger Way area (commonly referred to as Annexation Area A-3 and A-2) the Point Wells property near the northwest section of the City, and unincorporated areas in the Ballinger Way area near the northeast section of the City (commonly referred to as Annexation Areas A-2 and A-3).

How is the Plan Implemented?

Adopting a Comprehensive Plan is the first step toward realizing the City's vision. The vision is achieved as the Plan is implemented. Shoreline's implementation program will be comprised of a combination of short-term and long-term actions. Some of the short-term actions include: (1) amendment of existing regulations such as the Land Use Code and Traffic Standards Code; (2) creation of new regulations; and (3) approval of land development actions that match the Plan's land use designations. Long-term actions include: subarea planning; monitoring, evaluating, and amending the Plan as conditions change; and developing a capital investment program that allocates resources consistent with the direction envisioned in the Plan.

Periodically a Plan must be reviewed to ensure it reflects the best available information, current community views, and changing circumstances. For this reason, the Growth Management Act requires that plans must be subject to continuing evaluation and review. The Growth Management Act requires that a local government can only amend a comprehensive plan once a year, except in emergencies, to avoid piecemeal erosion of the plan's integrity. An annual monitoring report and annual amendment process will be used to meet these requirements and provide the opportunity for continuing refinements of the Comprehensive Plan.

Shoreline: A Community Profile

The City of Shoreline is located in the northwestern corner of King County along the shores of Puget Sound. Shoreline is generally bounded by the City of Lake Forest Park to the east, the City of Seattle to the south, Puget Sound to the west, and Snohomish County to the north (including the Cities of Mountlake Terrace and Edmonds, and the Town of Woodway).

[Note to reader: The discussion of Annexation Areas now appears on pages 12 and 13]

Annexation Areas

~~Annexation Area A-2: Annexation Area A-2 is located along the northwest corner of the City of Lake Forest Park boundary, lying east of 19th Avenue NE and generally south of 203rd. A-2 includes the Ballinger Terrace housing complex, Brugger's Bog Park and the Aldercrest School site and these generally form the northern boundary of the annexation area. This area has been formally proposed for annexation to the City of Lake Forest Park and an election will be held in September, 1998 to determine if this area will become a part of the City of Lake Forest Park. Until annexation issues are resolved in Area A-2, the City of Shoreline will continue to include this as a potential annexation area. A-2 has an estimated population of 1,000.~~

~~Annexation Area A-3: Annexation Area A-3 is located near the northeast corner of the City of Shoreline and covers all incorporated territory not included in Annexation Area A-2. It includes most of the Ballinger Way commercial area, adjacent multifamily buildings and single family neighborhoods to the east, south and southeast. This area has been formally proposed for annexation to the City of Shoreline and an election will be held in September, 1998 to determine if this area will become a part of the City of Shoreline. Population in A-3 is estimated at 1,450.~~

~~Point Wells: Point Wells is a 100-acre industrial site owned by the Chevron Corporation. It is located immediately north of the northwest corner of the City of Shoreline, in the south westernmost corner of Snohomish County. The Point Wells property has served as a petroleum product (gasoline and diesel fuel) marketing and distribution center for approximately 60 or more years. Presently portions of the site are being assessed by Chevron to determine the requirements for any necessary hazardous waste clean up effort. The remaining flat portions of the site are used for an asphalt plant while the hilly portions are heavily vegetated and undeveloped. The City is in conversation with the Chevron Corporation to determine the level of corporate interest in annexation to Shoreline.~~

See Figure 1-1 at the end of this chapter.

Shoreline Yesterday

Initially, Native American peoples populated the Shoreline area. In the 1880s, railroad fever gripped the Northwest spurring growth of the Euro-American population. Small sawmill operations located at many of the lakes and small farms dotted the logged-off land.

During the early twentieth century Shoreline attracted development because of its rural, yet accessible location. While large tracts of land in Shoreline were divided

into smaller lots in the 1910s in anticipation of future development, houses tended to be scattered rather than concentrated in specific subdivisions.

By the late 1930s, commercial development began to concentrate along Aurora Avenue. Commercial uses combined with the road's function as part of the growing region's primary north-south travel route- US Highway 99- led to greatly increased traffic.

With the end of World War II came a tremendous demand for family housing. The late 1940s saw large housing developments such as Ridgecrest (NorthN.E. 165th Street to NorthN.E. 155th Street, 5th Avenue NorthN.E. to 10th Avenue NorthN.E.) spring up seemingly overnight. Schools ran on double shifts as families with young children moved into new homes. Business leaders and residents began to see Shoreline as a unified region.

The Shoreline area grew rapidly through the 1950s and 1960s. Population stabilized in the 1970s and actually slightly decreased between 1970 and 1980. Since 1980 when the community had a population of 43,100, the Shoreline area has been growing at an annual rate of about 100 households per year. This growth trend is expected to continue for the next 20 years, primarily because Shoreline is an attractive community, with good schools and convenient access to many job centers in King and Snohomish Counties.

In January of 1992, a citizen effort called "Vision Shoreline" organized to promote incorporation of Shoreline as a city. In September of 1994, the incorporation of Shoreline was approved by an overwhelming majority of voters. Following the election, a "Transition Team" was formed to organize the incorporation effort. This effort was successful and Shoreline officially incorporated on August 31, 1995.

Shoreline Today

Over the years, Shoreline has become a community distinguished by strong neighborhoods, excellent schools and parks. It is home to approximately 50,000 people in 13 organized neighborhoods. The City is now substantially developed with less than 10% of its total area (about 11 square miles) remaining vacant or available for use. Shoreline is primarily residential in character and over 70% of the households are single-family homes. Commercial development stretches along Aurora Avenue with other neighborhood centers located at intersections of primary arterials such as NorthN. 175th Street at 15th Avenue NorthN.E. and NorthN. 185th Street at 8th Avenue NorthW.. There is limited industrial development. There is a substantial number of institutional, public or tax exempt uses, including cemeteries, schools, public services and churches. Significant lands are devoted to open space, including regional parks, the Boeing creek ravine, and the Seattle Golf Course.

Shorelines

The City of Shoreline has several shorelines. Puget Sound, the primary shoreline, extends the length of the western edge of the City. It is the City's only shoreline

of statewide significance, as defined by the Washington State Shorelines Management Act. The City regulates these shorelines as a part of the Comprehensive Plan process. Designations are intended to reflect the character of land adjacent to the shorelines and guide and regulate development in these areas. The Washington State Department of Ecology reaffirms regulations, as determined by local governments, for shorelines of statewide significance.

In addition, the City has several lakes and ponds including Echo Lake, Ronald Bog and Twin Ponds. Finally, there are several creeks and streams that run through Shoreline and the potential annexation areas. City regulations may also be set for these shorelines. The State does not have to affirm these regulations, but our regulations need to be consistent with State laws.

Demographics

The 1990 census showed that approximately 87% of the City's residents are of Caucasian-European origin with 9% of Asian or Pacific Island decent. Of the remaining 4% of the City's residents, about 1.5% are of African American descent, 1% are of Native American descent and 1% are listed as 'Other' which is primarily composed of persons of mixed descent or who do not identify with racial categories. The total number of residents of Hispanic identity is approximately 2% of the City's population. The foreign-born population in Shoreline increased by 2,366 people between 1980 and 1990. This trend indicates that Shoreline is becoming increasingly racially diverse.

The median age of community residents is 36 years old. As a predominantly post-World War II suburb, most of Shoreline's original residents moved into the community as young households in the 1940s, 1950s and 1960s. Forty to fifty years later, many of these households have now "aged in place". During the 1980s, the population over 65 years old increased from 10% to 14% of the population, an increase of nearly 40%. During this same period, the number of young adults decreased, indicating that young adults are leaving the community.

Note: A full Demographic Portrait for the City of Shoreline is available from the Shoreline Planning and Community Development Department.

Housing

As of April 1997, approximately 76% of the dwelling units in Shoreline were single family homes. Twenty-two-and-a-half percent of Shoreline's households were duplex, triplex or multiple family units and 1.5% were mobile home or other (typically trailers or motels).

Employment

Approximately 14,000 jobs existed in the City at incorporation. Of these jobs, approximately 40% were in the service sector, 29% were in the education and government sector, 27% were in the retail sector and 4% were in the manufacturing, wholesale, transportation, communications and utilities sectors.

Most of these jobs are located along Aurora Avenue, however, other employment clusters include the Shoreline Community College, the Fircrest Campus and neighborhood business centers in North City, Richmond Village, 5th Avenue Northeast N.E. and Northeast N.E. 165th Street, and 15th Avenue Northeast N.E. and Northeast N.E. 145th Street. Less obvious places of employment are home occupations, or people working out of their homes.

The Aurora Corridor is expected to develop with uses that will add 1,400 to 2,600 new jobs over the next twenty years. Under the land use proposed, a range of 1,600 to 2,400 residential units could be developed over the next 20 years in Shoreline's Planning Area (including the Annexation Areas), which means there is potential for the City to house the workers it anticipates, if housing remains affordable.

According to regional growth forecasts, the number of jobs in the City is expected to grow at a rate approximately parallel with the projected population growth rate. However, Metropolitan King County, in allocating employment growth, did not allocate any new jobs to Shoreline. The City's estimate of capacity for jobs, based on the projected land uses, calls for an additional ~~5,270~~ 4,635 jobs over 1995 levels. By the year 2015 employment within the City limits is anticipated to total ~~20,450~~ 19,815 jobs, divided as follows:

Office: ~~7,300~~ 7,300 jobs
 Retail: ~~9,140~~ 9,140 jobs
 Industrial: ~~680~~ 680 jobs
 Other: ~~3,330~~ 3,330 jobs

Several factors constraining substantial commercial development and, therefore, job growth in Shoreline are the limited number of large tracts of developable land available for more commercial or industrial uses and the City's image as a place to locate businesses.

Major employers within the community include:

- Sears
- Marshall's
- Fred Meyer
- Costco
- GTE Northwest
- Compass Alliance
- Home Depot
- CRISTA Ministries
- Shoreline School District
- Costco Fircrest
- Shoreline Community College
- City of Shoreline
- WSDOT

In 1990, 24,000 City residents over age 16 were employed in the region, most in the service sector. The amount in other sectors in descending order were, retail trade, manufacturing, government and education and wholesale, transportation, communications and utilities. Approximately 3.5% of the City's residents were unemployed in 1990.

Neighborhoods

Upon incorporation, the City supported the concept of neighborhood organizations. Twelve neighborhood organizations were recognized or organized by the City, and one was added later through annexation. The following is a short description of each neighborhood. ~~Please refer to Figure 1-1 at the end of this chapter for the locations of the neighborhoods.~~

Briarcrest: The area commonly referred to as Briarcrest (or Annexation Area B) was annexed into the City of Shoreline in February of 1997. This area is east of the Ridgecrest neighborhood and extends to the western City limits of Lake Forest Park.

Echo Lake: Echo Lake is the central natural landmark of this neighborhood located on the northern edge of the City and bounded by Aurora Avenue, Northeast N.E. 185th Street and I-5.

Highland Terrace: This neighborhood is located just to the east of the Highlands neighborhood and Shoreline Community College. It is also bounded by the Seattle Golf Club, Westminster Way and Aurora Avenue.

Hillwood: The Hillwood community is located along the northern edge of the City between Aurora Avenue and the Richmond Beach neighborhood north of Northeast N. 185th Street and N.W. Richmond Beach Road and south of N.W. 205th Street.

Innis Arden: This neighborhood was developed in the 1940s and the neighborhood organization has been in existence since that time. Bordered in part by Shoreview Park, it is located on the western edge of the City along Puget Sound.

Meridian Park: Meridian Park contains portions of the historic Ronald community dating back to the early 1900s. It is located at the core of Shoreline and is bounded by Northeast N.E. 185th Street, I-5, North N. 160th Street and Aurora Avenue.

North City: Founded around the late 1930s and early 1940s, this neighborhood is located in the northeastern portion of Shoreline and is bounded by I-5, Northeast N.E. 175th Street and the eastern edge of the City.

Parkwood: Parkwood is located along the southern edge of the City between Aurora Avenue and I-5. This neighborhood dates back to the early part of the century.

Richmond Beach: This area was settled in the late 1800s and is located in the Northwest corner of the City along Puget Sound.

Richmond Highlands: The Richmond Highlands neighborhood was first settled around the turn of the century. Bordered by North N. 185th Street, Aurora Avenue,

~~North~~N. 165th Street and the Innis Arden neighborhood, the area is located in the core of Shoreline.

Ridgecrest: Ridgecrest started developing around the end of World War II and is located in the southeastern corner of the City. It is roughly bordered by I-5, ~~North~~N.E. 15th Street, ~~North~~N.E. 175th Street and ~~North~~N.E. 145th Street.

The Highlands: Designed by the Olmstead Brothers, this neighborhood dates back to 1910. It is located overlooking Puget Sound on the western edge of the City.

Westminster Triangle: This area is located at the southern gateway to the City along Westminster Way and Aurora Avenue.

Commercial Areas

The Aurora Corridor is a major north-south state route (Highway 99) corridor that runs through Shoreline. Highway 99 is one of three north-south state routes in the region and is also the primary non-freeway transportation corridor in the City of Shoreline.

The Aurora Avenue corridor has been primarily a commercial strip for 30 years, containing a wide variety of retail and service uses serving local and regional markets. Office uses are scattered throughout the corridor while residential uses (e.g. apartments, condos, mobile homes and small pockets of single-family homes) are limited to the areas along or near Aurora Avenue.

A number of institutional uses, public uses and government uses are located in or near the Aurora Corridor. These uses include Shoreline Community College, CRISTA Schools, the fire station, the City of Shoreline municipal offices, the Shoreline Sewer District, Shoreline Historical Museum, Washington State Department of Transportation, and METRO facilities (e.g. bus transfer center, park/ride lot).

The Seattle City Light right-of-way (running the length of Aurora from ~~North~~N. 145th to ~~North~~N. 205th) is ~~now~~ primarily used to carry electric power over high voltage lines. It has the potential to be a significant open space asset to the region and to the Corridor. Portions of this right-of-way also contain structures, parking, materials storage, and other uses associated with the primarily commercial uses along Aurora. The right-of-way is also an important buffer between residential neighborhoods and other uses of the corridor. The Seattle City Light right-of-way has the potential to be a significant open space asset and non-motorized transportation facility for the corridor, the City, and the region.

Other commercial areas include North City, Ridgecrest, and Richmond Beach. The North City business district is located on 15th Avenue ~~North~~N.E. between ~~North~~N. 170th and ~~North~~N. 185th Streets. This district serves the local community and neighboring communities. The Hillwood/-Richmond Beach commercial area is

located on ~~Northwest~~N.W. 185th Street and 8th Avenue ~~Northwest~~N.W.. It serves the City's northwest neighborhoods including Hillwood, Richmond Beach, Richmond Highlands, and Innis Arden. The Ridgecrest Business District is located at 145th Avenue ~~Northwest~~N.E. between 15th Avenue and Lake City Way ~~Northwest~~N.E.. It serves the City's southeast neighborhoods including Ridgecrest and Briarcrest.

Community Institutions

Located on an 80-acre site on 15th Avenue ~~Northwest~~N.E. and ~~Northwest~~N.E. 155th Street, the Fircrest Campus is Shoreline's largest public institution. It is owned by several state agencies that administer the site (in part as trust lands) for the State of Washington. Presently, Fircrest School, located on the campus, is home to approximately 300 developmentally disabled citizens and is run by the Department of Social and Health Services (DSHS). Other separate campus uses include the Washington State Department of Health laboratories; Food Lifeline (a food bank); several other social service agencies; the North Rehabilitation Facility, a King County facility for alcohol and drug offenders; and Washington State Patrol offices.

The City also has a significant number of private institutions including the Northwest School for Hearing Impaired Children, Shoreline Center, CRISTA Ministries, as well as several private elementary and secondary schools, churches and other religious facilities, group homes and cemeteries.

[Note to reader: The discussion of Annexation Areas originally appeared on page 6.]

Annexation Areas

Annexation Area A-2: Annexation Area A-2 is located along the northwest corner of the City of Lake Forest Park boundary, lying east of 19th Avenue NE and generally south of 203rd. A-2 includes the Ballinger Terrace housing complex, Brugger's Bog Park and the Aldercrest School site and these generally form the northern boundary of the annexation area. This area has been formally proposed for annexation to the City of Lake Forest Park and an election will be held in September, 1998 to determine if this area will become a part of the City of Lake Forest Park. Until annexation issues are resolved in Area A-2, the City of Shoreline will continue to include this as a potential annexation area. A-2 has an estimated population of 1,000.

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