

**AGENDA  
CITY OF SHORELINE PLANNING COMMISSION  
SPECIAL MEETING**

Thursday, April 14, 2005  
7:00 P.M.

Shoreline Conference Center  
Board Room  
18560 – 1st Ave NE

	<u><b>Estimated Time</b></u>
<b>1. CALL TO ORDER</b>	<b>7:00 p.m.</b>
<b>2. ROLL CALL</b>	<b>7:01 p.m.</b>
<b>3. APPROVAL OF AGENDA</b>	<b>7:03 p.m.</b>
<b>4. DIRECTOR'S REPORT</b>	<b>7:04 p.m.</b>
<b>5. APPROVAL OF MINUTES</b> a. No minutes available	<b>7:07 p.m.</b>
<b>6. GENERAL PUBLIC COMMENT</b>	<b>7:08 p.m.</b>

The Planning Commission will take public testimony on any subject which is not of a quasi-judicial nature or specifically scheduled for this agenda. Each member of the public may comment for up to two minutes. However, Item 5 (General Public Comment) will be limited to a maximum period of twenty minutes. Each member of the public may also comment for up to two minutes on action items after each staff report has been presented. The Chair has discretion to limit or extend time limitations and number of people permitted to speak. In all cases, speakers are asked to come to the front of the room to have their comments recorded. Speakers must clearly state their name and address.

<b>7. PUBLIC HEARING</b>	<b>7:15 p.m.</b>
i. Public Hearing on Echo Lake Comprehensive Plan Land Use Map Amendment	
a. Staff Report	
b. Applicant Testimony	
c. Public Testimony or Comment	
d. Close or Continue Public Hearing	
<b>8. COMMISSIONER DELIBERATION</b>	<b>9:00 p.m.</b>
a. 2004-2005 Annual Comprehensive Plan Update Docket (if time allows)	
<b>9. REPORTS OF COMMITTEES AND COMMISSIONERS</b>	<b>9:25 p.m.</b>
<b>10. UNFINISHED BUSINESS</b>	<b>9:28 p.m.</b>
<b>11. NEW BUSINESS</b>	<b>9:30 p.m.</b>
<b>12. ANNOUNCEMENTS</b>	<b>9:32 p.m.</b>
<b>13. AGENDA FOR April 21, 2005</b>	<b>9:34 p.m.</b>
Deliberations on 2004-2005 Annual Comprehensive Plan Update Docket	
<b>14. ADJOURNMENT</b>	<b>9:40 p.m.</b>

The Planning Commission meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at 546-8919 in advance for more information. For TTY telephone service call 546-0457. For up-to-date information on future agendas call 546-2190.

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## Memorandum

**DATE:** April 6, 2005

**TO:** Planning Commission

**FROM:** Kim Lehmberg, Planner

**RE:** Echo Lake Comprehensive Plan amendment &  
Re-zone applications

**CC:** Parties of Record

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At the City Council meeting of March 21, 2005, the Council opted not to pursue the Echo Lake site as a potential site for City Hall. Therefore City Hall is no longer part of the proposal for the Echo Lake project. Further, the SEPA determination for the rezone has been appealed. A joint public hearing for the rezone and SEPA appeal will be held separately from the hearing on the Comprehensive Plan amendment request. The date for the joint hearing has not been determined as of this writing.

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**PLANNING COMMISSION AGENDA ITEM**  
CITY OF SHORELINE, WASHINGTON

**AGENDA TITLE:** Type C Action: Quasi Judicial Public Hearing  
Site-specific Comprehensive Plan Amendment  
Echo Lake Properties, LLC, Located at 19250 Aurora Ave N.  
File #201372

**DEPARTMENT:** Planning and Development Services

**PRESENTED BY:** Tim Stewart, Director  
Kim Lehmborg, Planner II

## **I. PROPOSAL**

The proposal before the Planning Commission is a request for a Comprehensive Plan Amendment. The amendment requested is to change the land use designation of a portion of the property from High Density Residential (HDR) and Public Open Space (PubOS), to Mixed Use (MU). The reason for the change is to facilitate a rezone of a portion of the property from R-48(Residential, 48 units per acre) to Regional Business with Contract Zone (RB-CZ).

This “action” is made up of three parts:

1. Comprehensive Plan Land Use Map Amendment
2. Contract Rezone
3. Appeal of the SEPA determination related to the Contract Rezone

The Commission is tasked with reviewing and developing a recommendation for Council on items 1 and 2 of the above list. The Hearing Examiner is responsible for reviewing and making a determination on item 3. State law requires that the public hearings for items 2 & 3 be consolidated, therefore, the rezone and appeal hearing is scheduled as a joint meeting of the Planning Commission and Hearing Examiner. A public hearing on the Comprehensive Plan Land Use Amendment can occur at any time, and does not have to be consolidated with the rezone and appeal hearing.

On March 31, 2005 the SEPA appellants (those who filed the SEPA appeal), the applicant (Echo Lake Associates), and city staff met with the Hearing Examiner to discuss the appeal and format of the joint meeting. During this pre-hearing conference the appellants stated that there is insufficient time to prepare for an appeal hearing on April 14, and requested an extension. The applicant also requested an extension. All parties agreed to splitting the actions, and proceeding with the Comprehensive Plan Amendment public hearing only (with just Planning Commission) on April 14.

Under the appearance of fairness doctrine, local land use decisions that are not of area wide significance shall be processed as quasi-judicial actions. Because this is an application for a site specific Comprehensive Plan Land Use Amendment, and is not of area-wide significance, it shall be processed per RCW 42.36.010 as a Type C quasi-judicial action.

Type C Actions are reviewed by the Planning Commission, where an Open Record Public Hearing is held and a recommendation for approval or denial is developed. This recommendation is then forwarded to City Council, who is the final decision making authority for Type C Actions.

The existing Comprehensive Plan designations for the parcel are as follows: the western portion of the site (approximately 1.85 acres) is designated as Mixed Use (MU), the eastern portion (approximately 6.1 acres) is designated as High Density Residential (HDR). There is a 50-foot wide strip (approximately 34,773 square feet) along the northern border from Aurora to the interurban trail that is designated Public Open Space (PubOS). The applicant has requested to amend the Comprehensive Plan to designate the entire parcel MU, Mixed Use. A vicinity map showing current Comprehensive Plan designations is attached as **Attachment I**.

Consistent zoning for the MU land use designation ranges from R-8 to R-48, Neighborhood Business, Community Business, Regional Business, or Industrial. The existing zoning of the parcel is consistent with the proposed change in land use designation. The current zoning on the property is split - 2.21 acres of RB and 6.4 acres of R-48. A vicinity map showing existing zoning for the project site and adjacent properties is located in **Attachment II**.

The current Land Use Designation of High Density Residential will not allow rezoning to a commercial designation of Regional Business. The applicant's intent is to rezone the property to RB-CZ, Regional Business with a contract zone for the development of a mixed use project that includes housing, retail and office uses. Ultimate development under the contract zone as proposed would generally not exceed what is allowed under the current zoning. The current zoning of R-48 over most of the parcel precludes commercial development at the scale envisioned by the applicants. For a general idea of the proposal for the contract zone see site plan and section, **Attachment III**.

This report summarizes the issues associated with this project and illustrates how the proposal meets the criteria for site-specific Comprehensive Plan amendment as outlined in the Shoreline Municipal Code (SMC) section 20.30.340(B).

## **II. FINDINGS**

### **1. SITE**

The subject site is generally located at the southern end of Echo Lake, currently occupied by the Holiday Resort trailer park, an abandoned restaurant, a gas station/minimart, and a used car dealership. There are approximately 100 living units which have been described as affordable units, which amounts to approximately 15 units per acre. The main access to the site slopes down from Aurora approximately 15% from the former restaurant and the car dealership toward the trailer park. Near the eastern boundary where the property abuts the interurban trail there is an abrupt 10 – 20 foot grade change up to the trail. There are about 75 significant trees on site.

Echo Lake is classified as a Type II wetland under the City's Development Code. A wetland buffer is required for any redevelopment of the site. The proposal is for a 115-foot buffer, which would be the maximum buffer width for the City's new Critical Area Ordinance, currently under consideration. Because this area must remain open space under the buffer regulations, staff proposes to designate the wetland buffer area on the Comprehensive Plan Map as PrOS, Private Open Space.

### **2. NEIGHBORHOOD**

The project site is located in the Echo Lake Neighborhood. Access to the property is gained from Aurora Ave. N (State Highway) and N. 192<sup>nd</sup> Street (a residential street). To the north of the RB-zoned portion of the site is high density development and zoning. There is a small strip of lakeside single-family development abutting the far northeastern corner of the property which is zoned R-6, Residential, 6 units per acre. Along the eastern border of the site runs the interurban trail, and beyond that is single-family development and zoning. The Metro Transit Center is a short distance up the trail to the north. To the west is commercial development along Aurora; across Aurora is the Metro Park and Ride facility. The parcel to the southwest of the site is commercially developed and is zoned I, Industrial. To the southeast is single-family development with low to medium density zoning.

### **3. PUBLIC PROCESS AND COMMENTS**

The application process for this project began on August 20, 2004 when the first of two pre-application meetings was held with the applicant and city staff. The applicant then held three neighborhood meetings; the last one being on December 8, 2004. The formal application was submitted to the City on December 30, 2004. The application was determined complete on January 14, 2005. A public notice of application was posted at the site, advertisements were placed in the Seattle Times and Shoreline Enterprise, and notices were mailed to property owners within 500 feet of the sites on January 20, 2005. This notice solicited public comments on the proposal and preliminary SEPA Threshold Determination. Fourteen letters and one phone call were received during the public comment period. Many additional letters have been received since the close of the comment period. Copies of these letters are being provided to the Planning Commission under separate cover as **Attachment IV**. They may be viewed at the Planning & Development Services Department; copies are available upon request.

Issues commented upon included adequacy of infrastructure, the Echo Lake and wetland environment, a piped watercourse under the project site, displacement of low-income housing units, historic preservation, traffic impacts, privacy issues and vermin abatement. This report does not attempt to address issues that are associated with the rezone and SEPA appeal actions; they will be discussed in a separate report for the combined public hearing with Planning Commission and the Hearing Examiner.

A Notice of Public Hearing with SEPA Threshold Determination was mailed to the property owners within 500 feet of the project site, as well as the parties of record, on February 9, 2005. An electronic copy of this notice was sent on February 10, 2005 to those parties of record who provided only their e-mail addresses. The site was posted and the notice was published in the Seattle Times and Shoreline Enterprise. A corrected notice was sent February 15<sup>th</sup>. The original notice contained an error regarding the appeal information. The staff report prepared for the March 3<sup>rd</sup> public hearing was sent to the Planning Commission and parties of record on February 25<sup>th</sup>, 2005.

The SEPA Threshold Determination was appealed on March 2, 2005. The appeal is being heard by the Hearing Examiner at the joint public hearing for the rezone, tentatively scheduled for May 4<sup>th</sup> and 5<sup>th</sup>.

#### **4. ENVIRONMENTAL REVIEW**

This project was originally submitted as a combined site-specific Comprehensive Plan Amendment and Rezone, with a contract zone. Staff had reviewed the project under SEPA and issued a threshold Mitigated Determination of Non-significance. This threshold determination was appealed, which will be heard at a later hearing. The SEPA determination for the 2004-2005 Annual Comprehensive Plan Amendment Docket (of which this action is a part) will be combined with the SEPA determination for the 2003-2004 Comprehensive Plan Major Update. This SEPA determination will be complete prior to Council adoption of the two dockets.

#### **5. CRITERIA**

Comprehensive Plan Amendments are subject to criteria listed in Section 20.30.340(B) of the SMC. The criteria are listed below, with a brief discussion of how the request meets the criteria.

*The reader should note that policies from both the Adopted 1998 Comp Plan and the updated November 2004 Planning Commission Recommended Comprehensive Plan Draft were used when considering this proposal for Comprehensive Plan land use change. References to the version referenced is included with the policy analysis*

- 1. The amendment is consistent with the Growth Management Act and not inconsistent with the Countywide Planning Policies, and the other provisions of the Comprehensive Plan and City policies.**

The proposed amendment is consistent with the Growth Management Act (GMA), which envisions increased commercial and residential densities on properties within established urban areas that already have adequate public facilities. The development proposed for this property is served by existing utilities, Aurora Ave. N. and a regional transit center, and the Interurban Trail. The site is currently underdeveloped with respect to its high-density residential zoning designation (current development is at a density of only 15 units per acre).

This amendment is not inconsistent with the Growth Management Act in that the proposal will provide for approximately the same number of housing units as are currently allowed by zone. Regional Business zoning allows for high density residential development.

There are numerous Comprehensive Plan goals and policies that provide support for the proposed amendment. Both the adopted 1998 goals and policies and the proposed Planning Commission recommended 2004 updates were analyzed. See **Attachment V-A** for a listing of existing goals and policies, and **Attachment V-B** for a listing of the proposed 2004 Comprehensive Plan goals and policies.

The proposal is consistent with Comprehensive Plan Land Use Element Policy LU7 (this policy is the same in both the 1998 Adopted Comprehensive Plan & November 2004 Planning Commission Recommended Comprehensive Plan Draft) that establishes the process for Comprehensive Plan amendments as follows:

**LU 7:** Ensure that the Shoreline City Council can amend the Comprehensive Plan once a year, as established in the Growth Management Act, through an amendment process that includes:

- a detailed statement of what is proposed to be changed and why;
- a statement of anticipated impacts from the change and issues presented;
- a demonstration of why existing Comprehensive Plan guidance should not continue in effect or why existing criteria no longer apply;
- a statement of how the amendment complies with GMA goals, Countywide planning policies, City vision, and the State Environmental Policy Act (SEPA);
- a statement of how functional plans and capital improvement programs support the change;
- public review of the recommended change, necessary implementation, and alternatives to the change; and

- Planning Commission review and recommendation based on findings of fact.

The application for site-specific Comprehensive Plan amendment was advertised to the public in January 2005, and in this advertisement the proposal was clearly identified. The staff report produced for the March 3, 2005 Planning Commission Public Hearing, plus application materials submitted, contain detailed statement of the proposal and information related to how the proposal is in compliance with applicable planning regulations. The anticipated impacts and issues have also been presented therein.

The current Comprehensive Plan guidance will not be substantially changed by this proposal, as the general layout of the commercial and residential uses will likely remain similar under the contract zone as to what currently exists. The reason for the change is to allow a more unified development without having to “step around” different zoning lines on a single site.

The Comprehensive Plan identifies different areas of the City where growth would likely occur and could be accommodated. A Comprehensive Plan Land Use map was adopted, and in some areas of the City allowed densities and intensity of uses to be increased. In many instances this change occurred in areas that had previously developed at a much lower intensity (as is the case of the subject parcel) and more dense development was anticipated in the future when the underutilized parcels were redeveloped.

The RB zoning district allows unlimited residential density. The proposed contract zone would not result in substantially fewer housing units than would be allowed under the current zoning, thus none of the housing goals or policies would be undermined by the change.

The proposal is consistent with both Growth Management Act and County-wide planning policies, in that it seeks to create an infill, mixed use development within urban growth limits that has access to regional transportation facilities (in accordance with Countywide Planning Policies LU28 and LU69). The Mixed Use designation allows for zoning of commercial districts that allow high density residential development, thus it would not have a negative effect on the City's ability to meet housing or employment targets set by the Comprehensive Plan, GMA and County planning policies. Promoting redevelopment of the site will improve water quality to the critical area by treating and detaining run-off into the lake, and by cleaning up existing soil contamination on the site (Countywide Planning Policies CA9 and CA10).

Additional Countywide Planning Policies (CCP's) that relate to the proposal:

**CPP - FW-12(a)** All jurisdictions within King County share the responsibility to accommodate the 20-year population projection and job forecast. The population projection shall

be assigned to the four subareas of King County (Sea-Shore, East, South and the Rural Cities) proportionate with the share of projected employment growth. Anticipated growth shall be allocated pursuant to the following objectives:

- a. To ensure efficient use of land within the UGA by directing growth to Urban Centers and Activity Centers;
- b. To limit development in the Rural Areas;
- c. To protect designated resource lands;
- d. To ensure efficient use of infrastructure;
- e. To improve the jobs/housing balance on a subarea basis;
- f. To promote a land use pattern that can be served by public transportation and other alternatives to the single occupancy vehicle; and
- g. To provide sufficient opportunities for growth within the jurisdictions.

**CPP - ED-6** Local jurisdictions plans shall include policies that actively support the retention and expansion of the economic base of the multi-County region. Local jurisdictions and the County shall work cooperatively on a regional basis and invite private sector participation to evaluate the trends, opportunities and weaknesses of the existing economy and to analyze the economic needs of key industries. Local jurisdictions comprehensive plans shall include policies intended to foster:

- a. The development and retention of those businesses and industries which export their goods and services outside the region. These businesses and industries are critical to the economic strength and diversification of the economy; and
- b. A business climate which is supportive of business formation, expansion, and retention and recognizes the importance of small businesses in creating new jobs.

Furthermore, the proposal also meets the vision statements and framework goals that are part of the adopted 1998 Comprehensive Plan (and subsequently included unedited in the November 2004 Planning Commission recommended Comprehensive Plan Update). The Framework Goals that support this proposal include:

**FG1:** Accommodate anticipated levels of growth and enhance the quality of life within the City of Shoreline

**FG2:** Promote quality building and development that is compatible with the surrounding environment.

**FG4:** Pursue a strong and diverse economy and assure economic development that complements neighborhood character.

Adequate utilities, infrastructure and transit exist in the area. Notice of this application was sent to all utilities serving the area and no comments were received. Additionally, water and sewer availability certificates were submitted as part of the application requirements. These certificates indicate adequate capacity that would support the change in designation. Frontage improvements will also be required for redevelopment of the site, both along Aurora Ave. N. and N. 192<sup>nd</sup> Street as part of the site development permit. These improvements will include sidewalk, curb and gutter. Public review and comment are discussed above.

**2. The amendment addresses changing circumstances, changing community values, incorporates a sub area plan consistent with the Comprehensive Plan vision or corrects information contained in the Comprehensive Plan.**

The Comprehensive Plan Land Use map was adopted shortly after the City's incorporation in 1995, where the city accepted the land use designations that King County had adopted. The subject property was designated HDR, High Density Residential under King County and at the City's incorporation. It was split-zoned as it currently is (R-48 and RB). During the 2001 Comprehensive Plan/Zoning Reconciliation process, that portion of the lot that was zoned Regional Business was changed to a MU, Mixed Use designation to reflect the zoning and the use of the property. Since the remainder of the property contained housing (a trailer park) and was zoned residential (R-48), the High Density Residential designation was not changed.

The existing split-designations and zoning of the property discourages it to be developed in a cohesive and well-planned manner. This is inconsistent with the overall policy objective of the Comprehensive Plan. The amendment, with the accompanying contract rezone, will allow for a cohesive, vibrant mixed-use development and will allow an under-utilized property to be redeveloped according to the City's current development regulations. There is no current or proposed sub-area plan for this area.

This proposal represents a unique opportunity to develop a large parcel with a "signature project" that will address nearly all of the elements of the Comprehensive Plan. It will help diversify housing opportunities for Shoreline residents by providing condominiums and apartments ranging from market-rate to middle-low income seniors. It will provide open space as wetland buffer, and connect with existing recreation and transit opportunities provided by the Interurban Trail. It will create a new mixed-use center that includes office, retail, restaurants, recreation, open space, housing and senior housing. It takes advantage of excellent multi-modal transportation options ranging from automobile access to Highway 99, bus service from the Park & Ride transit

center kitty-corner from the property, and pedestrian/bicycle Interurban Trail adjacent to the parcel on the east, which connects to the Metro Transit center on N. 200<sup>th</sup> St.

**3. The amendment will benefit the community as a whole, will not adversely affect community facilities, the public health, safety or general welfare.**

The amendment to the plan will benefit the community as a whole in that it will potentially allow future housing units and commercial expansion and the addition of new jobs, thereby helping the City achieve its job target growth of 2,618 new jobs by 2022. Furthermore, the proposal supports several of the economic development goals identified in the Comprehensive Plan, as listed on **Attachment V**.

The proposed amendment allows for a better, more effective development of the property than would currently be possible under the split-zoning and land use designations. The redevelopment of a parcel that is in transition and in declining condition, and additional housing, employment, and commercial opportunities will benefit the entire community while not adversely affecting public health, safety, or general welfare.

## **IV. CONCLUSIONS**

- 1. Consistency-** The proposed reclassification for the subject property is consistent with the Washington State Growth Management Act, the City of Shoreline Comprehensive Plan (both existing and with the proposed changes), and the City of Shoreline Development Code.
- 2. Compatibility-** The proposed change is consistent with existing zoning and future expected land uses in the area.
- 3. Housing / Employment Targets-** The project does not negatively impact the City of Shoreline's ability to meet housing or employment targets as established by King County to meet requirements of the Growth Management Act.
- 4. Environmental Review-** The SEPA determination for the 2004-2005 Annual Comprehensive Plan Amendment Docket (of which this action is a part) will be combined with the SEPA determination for the 2003-2004 Comprehensive Plan Major Update. This SEPA determination will be complete prior to Council adoption of the two dockets.

## **V. PLANNING COMMISSION ROLE AND OPTIONS**

As this is a Type C action, the Planning Commission is required to conduct a Public Hearing on the proposal. The Commission should consider the application and any public testimony and develop a recommendation for site-specific comprehensive plan land use change approval or denial. The City Council will then consider this recommendation prior to their final adoption of the application.

Planning Commission has the following options for the application:

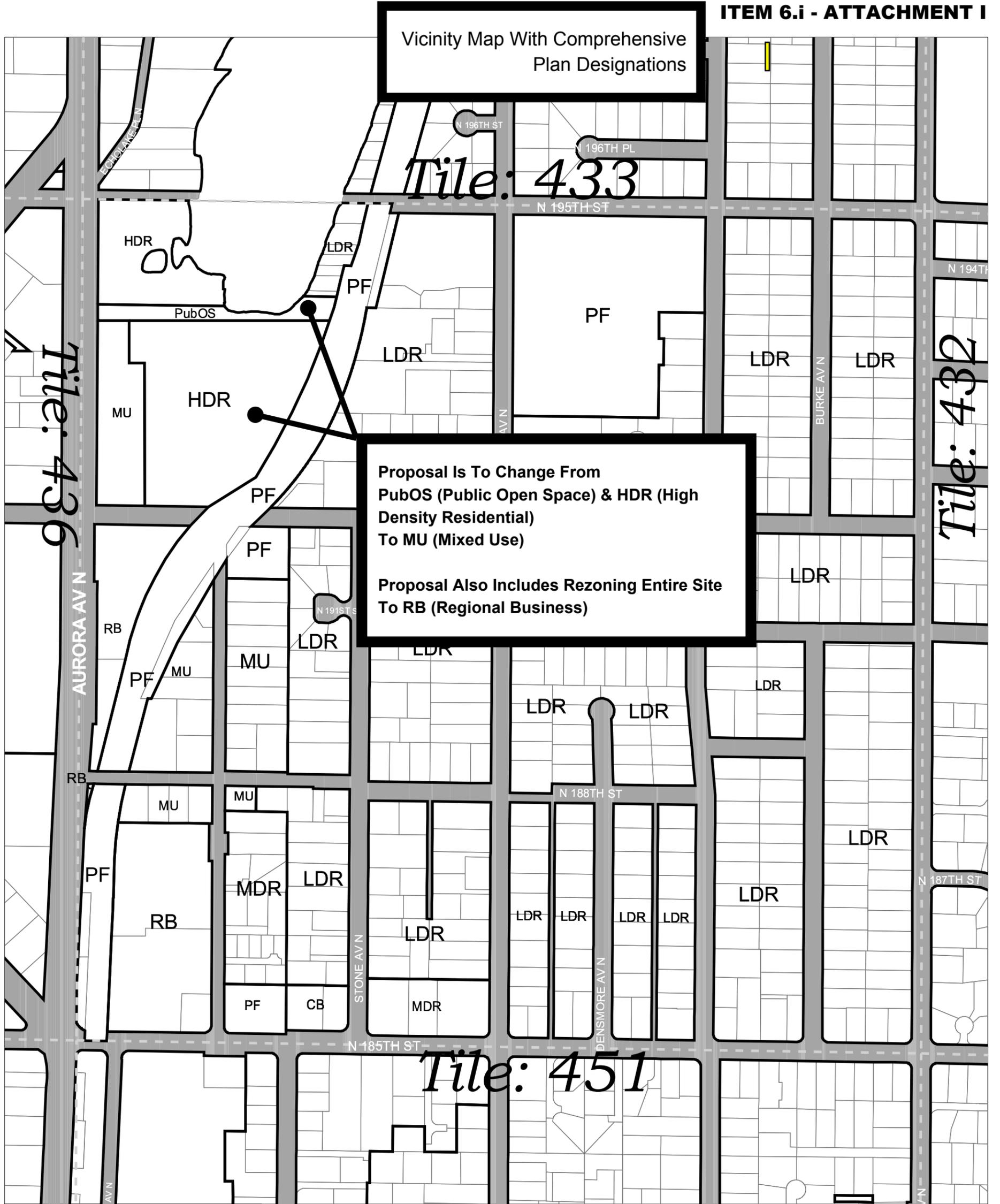
1. Recommend approval to change the land use designation as recommended by staff for parcel number 2222900040, based on the findings presented in this staff report. See **Attachment VI** for a copy of the draft findings.
2. Recommend approval to change the land use designation as proposed by applicant for parcel number 2222900040, based on findings.
3. Recommend denial of the amendment based on specific findings made by the Planning Commission.
4. Recommend changes to the proposal based on findings made by the Planning Commission.

## **VI. STAFF RECOMMENDATION**

Staff recommends approval of a site-specific Comprehensive Plan amendment to change that portion of the land use designation from High Density Residential (HDR) to Mixed Use (MU), and to designate the wetland buffer as Private Open Space (PrOS) for parcel number 2222900040, located at 19250 Aurora Ave. N. See **Attachment VII** for staff-recommended designation map.

## **ATTACHMENTS**

- Attachment I: Vicinity Map with Comprehensive Plan Designations
- Attachment II: Vicinity Map with Zoning Designations
- Attachment III: Site Plan and Site Section
  - III-A Site Plan
  - III-B Site Section
- Attachment IV: Public Comment Letters (under separate cover)
- Attachment V: V-A: Current Comprehensive Plan Goals & Policies
  - V-B: Proposed 2004 Comprehensive Plan Goals and Policies
- Attachment VI: Staff Draft of Planning Commission Findings
- Attachment VII: Staff Recommended Comprehensive Plan Designations.



**SHORELINE**

GEOGRAPHIC INFORMATION SERVICES

**City of Shoreline Comprehensive Plan**

Official Map Adopted by City Council on Jan 7, 2002 By Ordinance No. 292

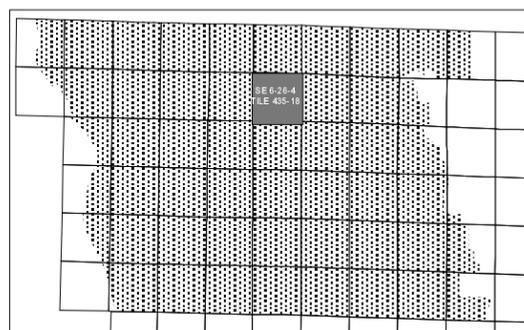
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**Legend**

- LDR** Low Density Residential
- MDR** Medium Density Residential
- HDR** High Density Residential
- MU** Mixed Use
- CB** Community Business
- RB** Regional Business
- PF** Public Facility
- SFI** Single Family Institution
- PubOS** Public Open Space
- ProS** Private Open Space
- SSA** Special Study Area
- NCBD** North City Business District
- BaSSA** Ballinger Special Study Area
- BrSSA** Briarcrest Special Study Area
- PSSA** Paramount Special Study Area

- Map Index Line
- Parcel Line
- Comprehensive Plan Land Use District Boundary
- City Boundary
- Unclassified ROW (Street name shown for info only)

**Map Index Locator**



0 100 200 300 400 Feet

City of Shoreline GIS. Cadastral, Ortho Photo, building outlines, contour data copyrighted by City of Seattle, 1998. All rights reserved.

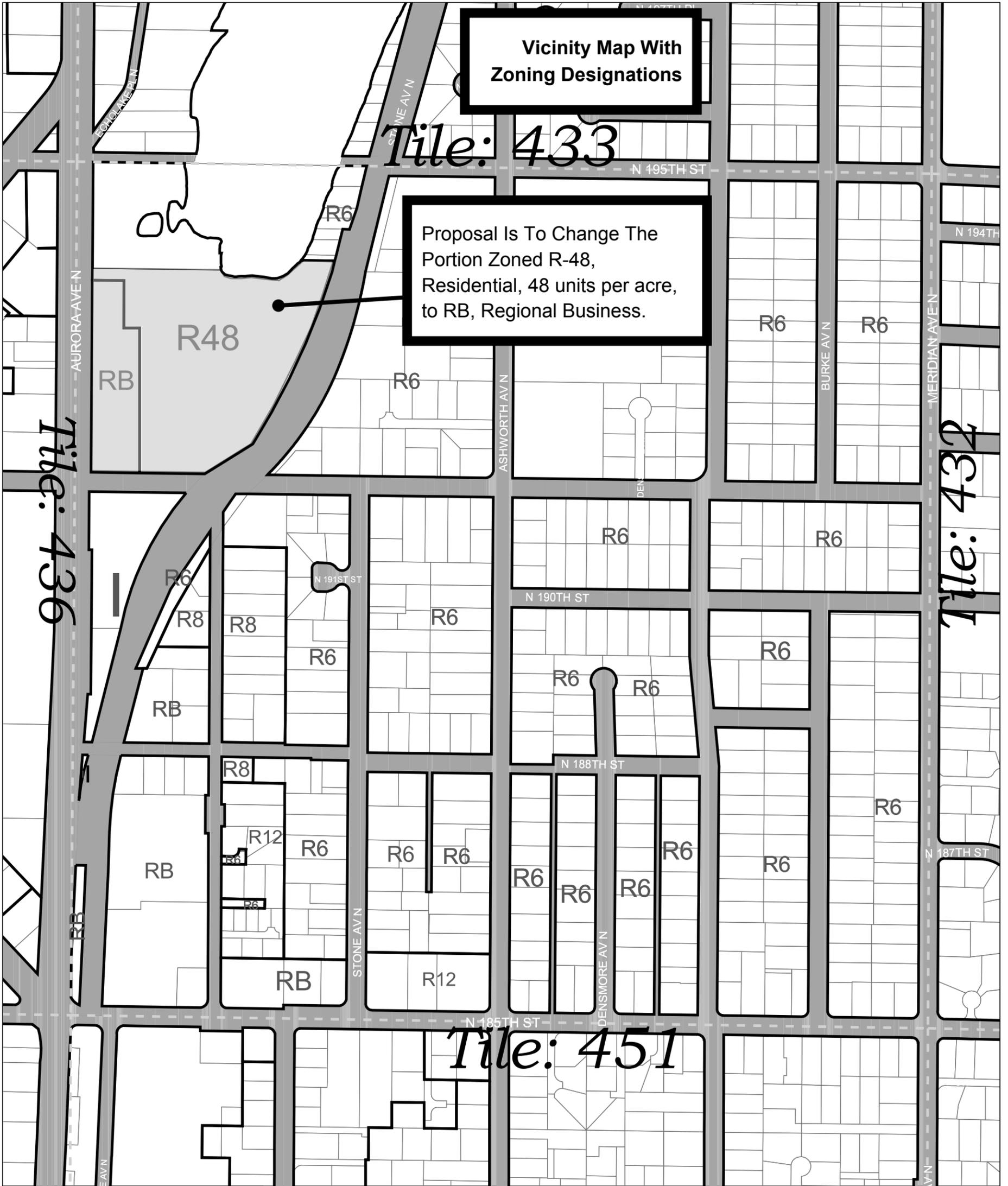
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Vicinity Map With Zoning Designations

Tile: 433

Proposal Is To Change The Portion Zoned R-48, Residential, 48 units per acre, to RB, Regional Business.



**SHORELINE**

GEOGRAPHIC INFORMATION SERVICES

**City of Shoreline Zoning**

Official Map Adopted by City Council on Jan 7, 2002 by Ordinance No. 292

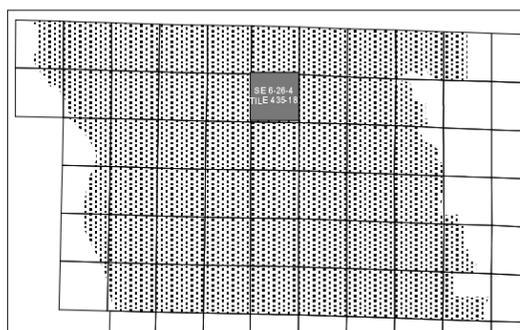
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**Legend**

- R4** Residential, 4 units/acre
- R6** Residential, 6 units/acre
- R8** Residential, 8 units/acre
- R12** Residential, 12 units/acre
- R18** Residential, 18 units/acre
- R24** Residential, 24 units/acre
- R48** Residential, 48 units/acre
- O** Office
- NB** Neighborhood Business
- CB** Community Business
- NCBD** North City Business District
- RB** Regional Business
- I** Industrial
- CZ** Contract Zone

- Map Index Line
- Parcel Line
- Zone District Boundary
- - - City Boundary
- Unclassified ROW  
(Street name shown for info only)

**Map Index Locator**

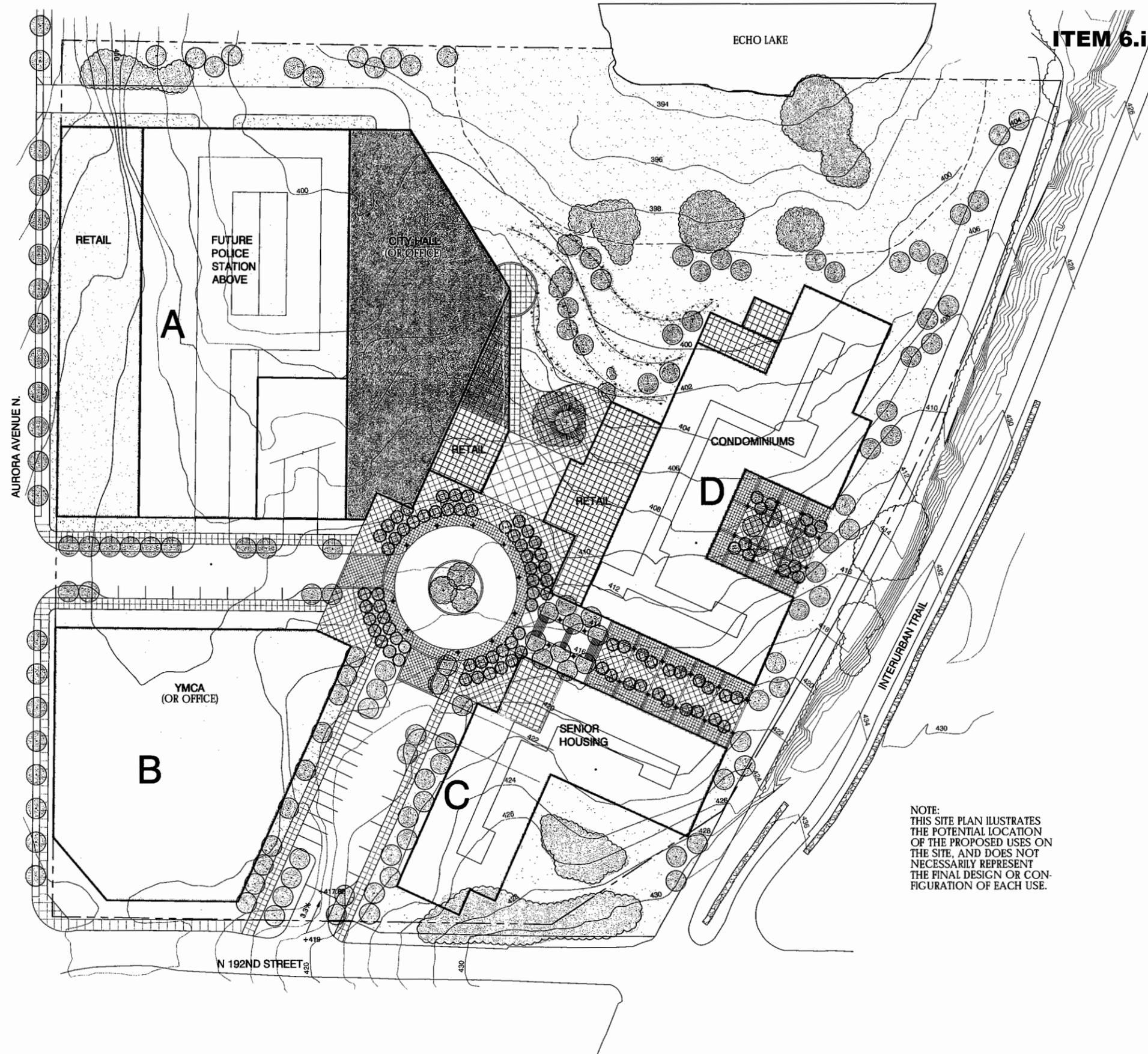


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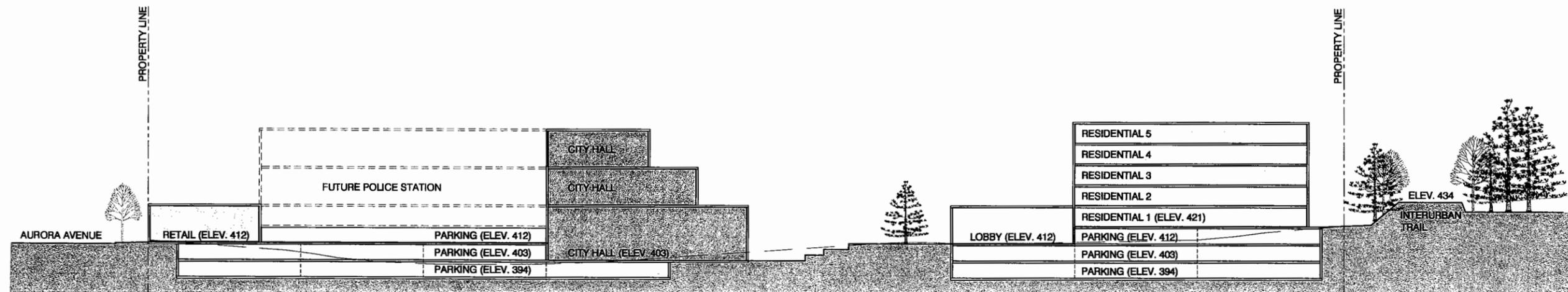


NOTE:  
 THIS SITE PLAN ILLUSTRATES  
 THE POTENTIAL LOCATION  
 OF THE PROPOSED USES ON  
 THE SITE, AND DOES NOT  
 NECESSARILY REPRESENT  
 THE FINAL DESIGN OR CON-  
 FIGURATION OF EACH USE.

RECEIVED  
 DEC 30 2004  
 P & DS

ILLUSTRATIVE SITE PLAN

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NOTE:  
THIS SECTION ILLUSTRATES  
THE POTENTIAL LOCATION  
OF THE PROPOSED USES ON  
THE SITE, AND DOES NOT  
NECESSARILY REPRESENT  
THE FINAL DESIGN OR CON-  
FIGURATION OF EACH USE.

RECEIVED  
DEC 30 2004  
P & DS

SITE SECTION (Looking North)

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**PUBLIC COMMENT LETTERS**

Due to the large volume of public comment letters, they are being presented to the Planning Commission under separate cover. They are available for review at the Planning & Development Services Department: 1110 N. 175<sup>th</sup> St., Shoreline., Suite 107. Copies are available for a fee. If you have questions, please call or e-mail Kim Lehmborg at (206) 546-3542 or [k.lehmborg@ci.shoreline.wa.us](mailto:k.lehmborg@ci.shoreline.wa.us).

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**1998 COMPREHENSIVE PLAN GOALS & POLICIES**

**Land Use Element**

Goal LU I: To assure that the land use pattern of the City encourages needed, diverse, and creative development, protects existing uses, safeguards the environment, reduces sprawl, promotes efficient use of land, encourages alternative modes of transportation and helps to maintain Shoreline's sense of community.

Goal LU II: To have adequate residential land and encourage a variety of quality housing opportunities and appropriate infrastructure suitable for the needs of Shoreline's present and future residents.

Goal LU IV: To assure that a mix of uses, such as service, office, retail, and residential, are allowed either in low intensity buildings placed side by side or within the same building in designated areas, on arterials, or within close walking distance of transit, serving a neighborhood commercial and residential function.

Goal LU V: Ensure that adequate land is designated for community-serving, and regional-serving commercial areas and that these areas are aesthetically pleasing and have long term economic vitality.

Goal LU VII: To increase the vitality and economic development in the North City and Aurora business areas through a public/private effort.

Goal LU VIII: To redirect the changes in the Aurora Corridor from a commercial strip to distinct centers with variety, activity, and interest by:

- balancing vehicular, transit, and pedestrian needs
- creating a "sense of place" and improving image
- protecting neighborhoods
- encouraging businesses to thrive
- using a strategy based on sound market principles

**Policies**

LU2: Encourage attractive, stable, high quality residential and commercial neighborhoods with an appropriate variety of housing, shopping, employment and services...

LU23: Ensure land is designated to accommodate a variety of types and styles of residences adequate to meet the growth of 1,600-2,400 new housing units and the future needs of Shoreline citizens.

LU35: The Mixed Use designation applies to a number of stable or developing areas... This designation is intended to encourage the development of

## **ITEM 6.i - ATTACHMENT V-A**

pedestrian oriented places, with architectural interest, that integrate a wide variety of retail, office and service uses with residential uses. Appropriate zoning designations for the area include ... Regional Business...

LU45: Pursue opportunities to improve the City's image by creating a sense of place on the Aurora Corridor for doing business and attracting retail activity.

LU 50: Encourage the redevelopment of key, underused parcels through incentives and public/private partnerships.

LU51: Initiate opportunities to build a showcase development as an example and template for future development.

LU52: Encourage a mix of residential and commercial development throughout the Corridor.

LU53: Encourage a broad mix of uses in close proximity to create retail synergy and activity.

LU57: The Interurban Trail should provide cross-town access, enhance the Corridor, connect to other trails, walkways, and sidewalks, accommodate and consider other public facilities and civic improvements, and buffer private property.

LU59: Provide opportunities and amenities for higher density residential communities to form within or adjacent to the Aurora Corridor in harmony with the surrounding neighborhoods.

LU60: Assist with land assembly, redesign rights-of-way to improve intersections and assemble property for redevelopment.

LU66: Pursue methods to consolidate developable lands in order to facilitate economic revitalization.

### **Housing Element**

Goal H I: Provide sufficient development capacity to accommodate the 20 year growth forecast in an appropriate mix of housing types by promoting the creative and innovative use of land designated for residential and commercial use.

### **Policies**

H2: Provide incentives to encourage residential development in commercial zones as a support to commercial areas.

H6: Encourage compatible infill development on vacant or underutilized sites.

**Economic Development Element**

Goal ED IV: To improve the City's role to facilitate and initiate economic development opportunities.

Policies

ED5: Increase and improve the City's job base allowing people to work and shop in the community

ED10: Recognize the Aurora Corridor as the economic core of the City with potential for revitalization, providing services, jobs, opportunities, and becoming an activity center for Shoreline.

ED16: Promote optimum development of commercial property.

ED18: Encourage a mix of businesses that complement each other and provide variety to the community to create activity and economic momentum.

ED26: Ensure that sufficient land use and zoning provisions support businesses.

**Environmental Element**

Policy EN8: Environmentally critical areas may be designated as open space and should be conserved and protected from loss or degradation wherever practicable.

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### 2004 PROPOSED COMPREHENSIVE PLAN GOALS & POLICIES

**Goal LU I:** Ensure that the land use pattern of the City encourages needed, diverse, and creative development, protects existing uses, safeguards the environment, reduces sprawl, promotes efficient use of land, encourages alternative modes of transportation and helps to maintain Shoreline's sense of community.

**Goal LU2:** Encourage attractive, stable, high quality residential and commercial neighborhoods that provide a variety of housing, shopping, employment and services.

**Goal LU IV:** Ensure that mixed use development is encouraged in designated areas on arterials, or within close walking distance of transit.

**Goal LU V:** Ensure that adequate land is designated for commercial areas that serve community and regional based markets and that these areas are aesthetically pleasing and have long term economic vitality.

**Goal LU VII:** Increase the vitality and economic development in the North City and Aurora Corridor business areas through a public/private effort.

**Goal LU VIII:** Change the Aurora Corridor from a commercial strip to distinct centers with variety, activity, and interest by:

- balancing vehicular, transit, and pedestrian needs
- creating a "sense of place" and improving image for each center
- protecting neighborhoods
- encouraging thriving businesses
- using sound market principles

**Goal LU IX:** Increase the City's role in economic development for the Aurora Corridor.

#### Policies

**Policy LU2:** Encourage attractive, stable, high quality residential and commercial neighborhoods that provide a variety of housing, shopping, employment and services.

**LU23:** Ensure that land is designated to accommodate a variety of types and styles of housing units adequate to meet the future needs of Shoreline citizens.

**LU35:** The Mixed Use designation applies to a number of stable or developing areas and to the potential annexation area at Point Wells. This designation is intended to encourage the development of pedestrian oriented places, with architectural interest, that integrate a wide variety of retail, office and service uses with residential uses.

Appropriate zoning designations for the area include, Neighborhood Business, Community Business, Office, Regional Business, Industrial, R-8, R-12, R-18, R-24 and/or R-28.

**LU45:** Pursue opportunities to improve the City's image by creating a sense of place on

the Aurora Corridor for doing business and attracting retail activity.

**LU47:** Include parks and open space in the Aurora Corridor plan.

**LU50:** Encourage the redevelopment of key, underused parcels through incentives and public/private partnerships.

**LU51:** Create opportunities to stimulate development of a “showcase” example and template for future development.

**LU52:** Encourage a mix of residential and commercial development in close proximity to create retail synergy and activity.

**LU57:** The Interurban Trail should provide cross-town access, enhance the Corridor, connect to other trails, walkways, and sidewalks, accommodate and consider other public facilities and civic improvements, and buffer private property.

**LU59:** Provide opportunities and amenities for higher density residential communities to form within or adjacent to the Aurora Corridor in harmony with the surrounding neighborhoods.

**LU60:** Assist with land assembly and redesign rights-of-way to improve intersections for redevelopment.

**LU66:** Pursue methods to consolidate developable lands in order to facilitate economic revitalization.

**Housing Element**

**Goal H I:** Provide sufficient development capacity to accommodate the 20 year growth forecast in an appropriate mix of housing types by promoting the creative and innovative use of land designated for residential and commercial use.

**H2:** Provide incentives to encourage residential development in commercial zones as a support to commercial areas.

**H6:** Encourage infill development on vacant or underutilized sites to be compatible with existing housing types.

**Economic Development Element**

**Goal ED IV:** Improve the City’s role to facilitate and initiate economic development opportunities.

**Policies**

**ED5:** Increase and improve the City’s job base, allowing people to work and shop in the community.

**ED10:** Recognize the Aurora Corridor as the economic core of the City with potential for

## **ITEM 6.i - ATTACHMENT V-B**

revitalization, providing services, jobs, opportunities, and becoming an activity center for Shoreline.

**ED18:** Encourage a mix of businesses that complement each other and provide variety to the community to create activity and economic momentum.

### **Environmental Element**

**EN8:** Environmentally critical areas may be designated as open space and should be conserved and protected from loss or degradation wherever practicable.

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**DRAFT FINDINGS AND DETERMINATION  
OF THE CITY OF SHORELINE PLANNING COMMISSION**

Site Specific Comprehensive Plan Amendment

**Summary-**

Following the public hearing and deliberation on the request to change the Comprehensive Plan Land Use designation for a parcel located at 19250 Aurora Ave. N., at the south end of Echo Lake, from High Density Residential (HDR) to Mixed Use (MU), the City of Shoreline Planning Commission has determined that the request is in compliance with City codes and not detrimental to the health, safety, or welfare of the City of Shoreline, and therefore recommends approval of such action.

**I. FINDINGS OF FACT**

**1. Project Description-**

1.1 Change the Comprehensive Plan land use designation for the subject parcel from High Density Residential (HDR) to Mixed Use (MU) and Private Open Space (PrOS) to facilitate a re-zone from R-48, Residential, 48 units per acre to RB, Regional Business

1.2 Location: 19250 Aurora Ave. N.

1.3 Parcel Number: 2222900040

1.4 a.) The existing Comprehensive Plan designations for the parcel are as follows: the western portion of the site (approximately 1.85 acres) is designated as Mixed Use (MU), the eastern portion (approximately 6.1 acres) is designated as High Density Residential (HDR). There is a 50-foot wide strip (approximately 34,773 square feet) along the northern border from Aurora to the interurban trail that is designated Public Open Space (PubOS). Consistent zoning with this designation ranges from R-12 to R-48.

b.) The proposal would change the land use designation of the entire parcel to Mixed Use (MU). Consistent zoning for the MU land use designation ranges from R-8 to R-48, Neighborhood Business, Community Business, Regional Business, or Industrial. The existing zoning of the parcel is consistent with the proposed change in land use designation, a rezone proposal to change this zoning to RB is pending.

**2. Procedural History-**

2.1 Public hearing held by the Planning Commission: April 14, 2005

2.2 SEPA Determination for the rezone appealed March 2, 2005

- 2.3 Notice of Public Hearing and SEPA Threshold Determination: February 15, 2005.
- 2.4 End of 14 day Public Comment Period: February 4, 2005
- 2.5 Notice of Application & Preliminary SEPA Threshold Determination for combined action:\* January 20, 2005
- 2.6 Complete Application Date: January 14, 2005
- 2.7 Application Date: December 30, 2004
- 2.8 Neighborhood meeting Date: December 8, 2004
- 2.9 Pre-Application Meeting Date: August 20, 2004

\*Original application was for a combined site-specific Comprehensive Plan Amendment and Re-zone. The actions were separated after an appeal of the SEPA determination and scheduling conflicts.

### **3 Public Comment-**

*A complete listing of participants and parties of record will be inserted after the public hearing is completed.*

### **4 SEPA Determination-**

The SEPA determination for the 2004-2005 Annual Comprehensive Plan Amendment Docket (of which this action is a part) will be combined with the SEPA determination for the 2003-2004 Comprehensive Plan Major Update. This SEPA determination will be complete prior to Council adoption of the two dockets.

### **5. Consistency-**

- 5.1 The application has been evaluated and found to be consistent with the three Site Specific Comprehensive Plan Amendment criteria listed in Shoreline Municipal Code Section 20.30.340 (B).
- 5.2 This Comprehensive Plan amendment does not constitute approval for any development proposal. Applicable permits shall be obtained prior to construction. Permit applications shall show compliance with the regulations that are in place at the time of permit submittal. This may include compliance with but not limited to the 1998 King County Storm Water Design Manual and Title 20 of the Shoreline Municipal Code (SMC). Applicable sections of the SMC include but are not limited to the following: Dimensional and Density Standards 20.50.010, Tree Conservation 20.50.290, Surface and Stormwater Management 20.60.060, and Streets and Access 20.60.140.

## II. CONCLUSIONS

*Policies from both the Adopted 1998 Comp Plan and the updated November 2004 Planning Commission Recommended Comprehensive Plan Draft were used when considering this proposal for Comprehensive Plan land use change.*

- 1. The amendment is consistent with the Growth Management Act and not inconsistent with the Countywide Planning Policies, and the other provisions of the Comprehensive Plan and City policies.**

The proposed amendment is consistent with the Growth Management Act (GMA), which envisions increased commercial and residential densities on properties within established urban areas that already have adequate public facilities. The development proposed for this property is served by existing utilities, Aurora Ave. N. and a regional transit center, and the Interurban Trail. The site is currently underdeveloped with respect to its high-density residential zoning designation (current development is at a density of only 15 units per acre).

This amendment is not inconsistent with the Growth Management Act in that the proposal will provide for approximately the same number of housing units as are currently allowed by zone. Regional Business zoning allows for high density residential development.

There are numerous Comprehensive Plan goals and policies that provide support for the proposed amendment. Both the adopted 1998 goals and policies and the proposed Planning Commission recommended 2004 updates were analyzed.

*Attachments V-A and V-B of the staff report for the April 14, 2005 public hearing contains additional listings of compatible goals and policies. These may be inserted after the Planning Commission deliberations, along with any other policies the Commission may deem appropriate.*

The proposal is consistent with Comprehensive Plan Land Use Element Policy LU7 (this policy is the same in both the 1998 Adopted Comprehensive Plan & November 2004 Planning Commission Recommended Comprehensive Plan Draft) that establishes the process for Comprehensive Plan amendments as follows:

**LU 7:** Ensure that the Shoreline City Council can amend the Comprehensive Plan once a year, as established in the Growth Management Act, through an amendment process that includes:

- a detailed statement of what is proposed to be changed and why;

- a statement of anticipated impacts from the change and issues presented;
- a demonstration of why existing Comprehensive Plan guidance should not continue in effect or why existing criteria no longer apply;
- a statement of how the amendment complies with GMA goals, Countywide planning policies, City vision, and the State Environmental Policy Act (SEPA);
- a statement of how functional plans and capital improvement programs support the change;
- public review of the recommended change, necessary implementation, and alternatives to the change; and
- Planning Commission review and recommendation based on findings of fact.

The application for site-specific Comprehensive Plan amendment was advertised to the public in January 2005, and in this advertisement the proposal was clearly identified. The staff report produced for the March 3, 2005 Planning Commission Public Hearing, plus application materials submitted, contain detailed statement of the proposal and information related to how the proposal is in compliance with applicable planning regulations. The anticipated impacts and issues have also been presented therein.

The current Comprehensive Plan guidance will not be substantially changed by this proposal, as the general layout of the commercial and residential uses will likely remain similar under the contract zone as to what currently exists. The reason for the change is to allow a more unified development without having to “step around” different zoning lines on a single site.

The Comprehensive Plan identifies different areas of the City where growth would likely occur and could be accommodated. A Comprehensive Plan Land Use map was adopted, and in some areas of the City allowed densities and intensity of uses to be increased. In many instances this change occurred in areas that had previously developed at a much lower intensity (as is the case of the subject parcel) and more dense development was anticipated in the future when the underutilized parcels were redeveloped.

The RB zoning district allows unlimited residential density. The proposed contract zone would not result in substantially fewer housing units than would be allowed under the current zoning, thus none of the housing goals or policies would be undermined by the change.

The proposal is consistent with both Growth Management Act and County-wide planning policies, in that it seeks to create an infill, mixed use development within urban growth limits that has access to regional transportation facilities (in accordance with Countywide Planning Policies LU28 and LU69). The Mixed Use designation allows for zoning of commercial districts that allow high density residential development, thus it would not have a negative effect on the City's ability to meet housing or employment targets set by the Comprehensive Plan, GMA and County planning policies. Promoting redevelopment of the site will improve water quality to the critical area by treating and detaining run-off into the lake, and by cleaning up existing soil contamination on the site (Countywide Planning Policies CA9 and CA10).

Additional Countywide Planning Policies (CCP's) that relate to the proposal:

**CPP - FW-12(a)** All jurisdictions within King County share the responsibility to accommodate the 20-year population projection and job forecast. The population projection shall be assigned to the four subareas of King County (Sea-Shore, East, South and the Rural Cities) proportionate with the share of projected employment growth. Anticipated growth shall be allocated pursuant to the following objectives:

- a. To ensure efficient use of land within the UGA by directing growth to Urban Centers and Activity Centers;
- b. To limit development in the Rural Areas;
- c. To protect designated resource lands;
- d. To ensure efficient use of infrastructure;
- e. To improve the jobs/housing balance on a subarea basis;
- f. To promote a land use pattern that can be served by public transportation and other alternatives to the single occupancy vehicle; and
- g. To provide sufficient opportunities for growth within the jurisdictions.

**CPP - ED-6** Local jurisdictions plans shall include policies that actively support the retention and expansion of the economic base of the multi-County region. Local jurisdictions and the County shall work cooperatively on a regional basis and invite private sector participation to evaluate the trends, opportunities and weaknesses of the

existing economy and to analyze the economic needs of key industries. Local jurisdictions comprehensive plans shall include policies intended to foster:

- a. The development and retention of those businesses and industries which export their goods and services outside the region. These businesses and industries are critical to the economic strength and diversification of the economy; and
- b. A business climate which is supportive of business formation, expansion, and retention and recognizes the importance of small businesses in creating new jobs.

Furthermore, the proposal also meets the vision statements and framework goals that are part of the adopted 1998 Comprehensive Plan (and subsequently included unedited in the November 2004 Planning Commission recommended Comprehensive Plan Update). The Framework Goals that support this proposal include:

**FG1:** Accommodate anticipated levels of growth and enhance the quality of life within the City of Shoreline

**FG2:** Promote quality building and development that is compatible with the surrounding environment.

**FG4:** Pursue a strong and diverse economy and assure economic development that complements neighborhood character.

Adequate utilities, infrastructure and transit exist in the area. Notice of this application was sent to all utilities serving the area and no comments were received. Additionally, water and sewer availability certificates were submitted as part of the application requirements. These certificates indicate adequate capacity that would support the change in designation. Frontage improvements will also be required for redevelopment of the site, both along Aurora Ave. N. and N. 192<sup>nd</sup> Street as part of the site development permit. These improvements will include sidewalk, curb and gutter. Public review and comment are discussed above.

**2. The amendment addresses changing circumstances, changing community values, incorporates a sub area plan consistent with the Comprehensive Plan vision or corrects information contained in the Comprehensive Plan.**

The Comprehensive Plan Land Use map was adopted shortly after the City's incorporation in 1995, where the city accepted the land use designations that King County had adopted. The subject property was designated HDR, High Density Residential under King County and at the City's incorporation. It was split-zoned as it currently is (R-48 and RB). During the 2001 Comprehensive Plan/Zoning Reconciliation

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process, that portion of the lot that was zoned Regional Business was changed to a MU, Mixed Use designation to reflect the zoning and the use of the property. Since the remainder of the property contained housing (a trailer park) and was zoned residential (R-48), the High Density Residential designation was not changed.

The existing split-designations and zoning of the property discourages it to be developed in a cohesive and well-planned manner. This is inconsistent with the overall policy objective of the Comprehensive Plan. The amendment, with the accompanying contract rezone, will allow for a cohesive, vibrant mixed-use development and will allow an under-utilized property to be redeveloped according to the City's current development regulations. There is no current or proposed sub-area plan for this area.

This proposal represents a unique opportunity to develop a large parcel with a "signature project" that will address nearly all of the elements of the Comprehensive Plan. It will help diversify housing opportunities for Shoreline residents by providing condominiums and apartments ranging from market-rate to middle-low income seniors. It will provide open space as wetland buffer, and connect with existing recreation and transit opportunities provided by the Interurban Trail. It will create a new mixed-use center that includes office, retail, restaurants, recreation, open space, housing and senior housing. It takes advantage of excellent multi-modal transportation options ranging from automobile access to Highway 99, bus service from the Park & Ride transit center kitty-corner from the property, and pedestrian/bicycle Interurban Trail adjacent to the parcel on the east, which connects to the Metro Transit center on N. 200<sup>th</sup> St.

**3. The amendment will benefit the community as a whole, will not adversely affect community facilities, the public health, safety or general welfare.**

The amendment to the plan will benefit the community as a whole in that it will potentially allow future housing units and commercial expansion and the addition of new jobs, thereby helping the City achieve its job target growth of 2,618 new jobs by 2022. Furthermore, the proposal supports several of the economic development goals identified in the Comprehensive Plan.

*Attachments V-A and V-B of the staff report for the April 14, 2005 public hearing contains additional listings of compatible goals and policies. These may be inserted after the Planning Commission deliberations, along with any other policies the Commission may deem appropriate.*

The proposed amendment allows for a better, more effective development of the property than would currently be possible under the split-zoning and land use designations. The redevelopment of a parcel that is in transition and in declining condition, and additional housing, employment, and commercial opportunities will benefit the entire community while not adversely affective public health, safety, or general welfare.

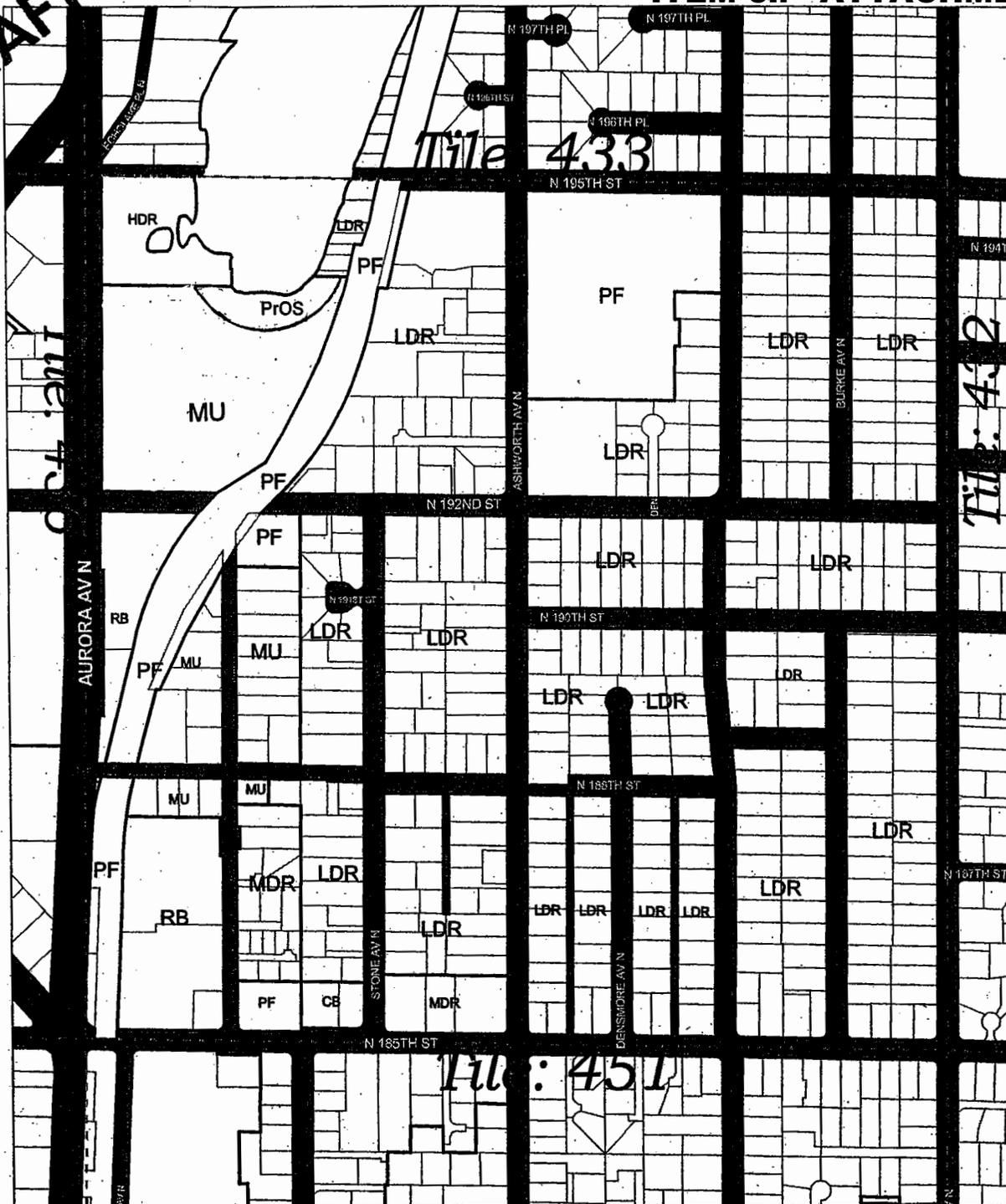
**III. RECOMMENDATION**

Based on the Findings, the Planning Commission recommends approval of application #201372; a site specific Comprehensive Plan amendment to change the land use designation from **High Density Residential to Mixed Use, and to change the location, size and designation of the area currently designated Public Open Space, and designate it Private Open Space** for parcel #2222900040.

**City of Shoreline Planning Commission**

\_\_\_\_\_ Date: \_\_\_\_\_  
Chairperson

DRAFT

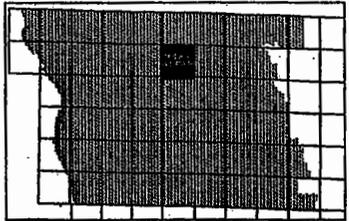


**SHORELINE**  
 GEOGRAPHIC INFORMATION SERVICES  
**City of Shoreline  
 Comprehensive  
 Plan**  
 Official Map Adopted by  
 City Council on Jan 7, 2002  
 By Ordinance No. 292  
 18  
**TILE435**  
**SE 6-26-4**

- Legend**
- LDR** Low Density Residential
  - MDR** Medium Density Residential
  - HDR** High Density Residential
  - MU** Mixed Use
  - CB** Community Business
  - RB** Regional Business
  - PF** Public Facility
  - SFI** Single Family Institution
  - PubOS** Public Open Space
  - ProS** Private Open Space
  - SSA** Special Study Area
  - NCBD** North City Business District
  - BaSSA** Bellinger Special Study Area
  - BrSSA** Briarcrest Special Study Area
  - PSSA** Paramount Special Study Area

- - - Map Index Line
- Parcel Line
- Comprehensive Plan Land Use District Boundary
- City Boundary
- Unclassified ROW (Road names shown for info only)

**Map Index Locator**



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