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## Acronyms

ADT- Average Daily Trips  
 AQI- Air Quality Index  
 BRT- Bus Rapid Transit  
 CIP- Capital Improvement Program  
 DAHP- Washington State Department of Archaeology and Historic Preservation  
 DEIS- Draft Environmental Impact Statement  
 DNS- Determination of Non-Significance  
 DOE- Washington State Department of Ecology  
 DS- Determination of Significance  
 DSEIS- Draft Supplemental Environmental Impact Statement  
 EIS- Environmental Impact Statement  
 EPA- United States Environmental Protection Agency  
 FAR- Floor Area Ratio  
 FEIS- Final Environmental Impact Statement  
 GIS- Geographic Information System  
 GMA- Growth Management Act  
 KCHPP- King County Historic Preservation Program  
 LOS- Level of Service  
 MUZ- Mixed Use Zone  
 NAAQS- National Ambient Air Quality Standards  
 NPDES- National Pollutant Discharge and Elimination System  
 NRPA- National Recreation and Parks Association  
 PM- Particulate Matter  
 PROS Plan- Parks, Recreation, and Open Space Plan  
 PSCAA- Puget Sound Clean Air Agency  
 PSE- Puget Sound Energy  
 PSRC- Puget Sound Regional Council  
 RCW- Revised Code of Washington  
 ROW- Right-of-way  
 SCL- Seattle City Light  
 SEIS- Supplemental Environmental Impact Statement  
 SEPA- State Environmental Policy Act  
 SMC- Shoreline Municipal Code  
 SPU- Seattle Public Utilities  
 SWMP- Stormwater Management Program  
 TAZ- Traffic Analysis Zone  
 TC- Town Center  
 TDM- Transportation Demand Management  
 TMP- Transportation Master Plan  
 V/C Ratio- Volume to Capacity Ratio  
 WAC- Washington Administrative Code  
 WSDOT- Washington State Department of Transportation

May 10, 2011

**Subject:** City of Shoreline Town Center Subarea Plan, Town Center Code, and Planned Action Ordinance  
Draft Supplemental Environmental Impact Statement

Dear Reader:

The City of Shoreline invites you to comment on the City of Shoreline Town Center Subarea Plan and Planned Action Ordinance Draft Supplemental Environmental Impact Statement (Draft SEIS). The Draft SEIS analyzes the environmental impacts of future land use, transportation, and other features in the Town Center Subarea.

Two alternatives are analyzed in the Draft EIS: the Proposed Alternative includes adoption of a Town Center Subarea Plan and associated development regulations (Town Center Code) and the Planned Action Ordinance; and the No Action Alternative, which is a continuation of the City's current Comprehensive Plan and development regulations applicable to the study area without amendment.

The Proposed Alternative would implement development, design, and street standards that have been developed in hopes of establishing a livable and walkable district. Concepts include a primarily form-based code; design review; neighborhood protection measures for adjacent single family neighborhoods; and new street frontage standards to increase pedestrian activity and public gathering and improve pedestrian safety.

The Proposed Alternative also includes adoption of a Planned Action Ordinance. If adopted pursuant to WAC 197-11-164, the Planned Action Ordinance would indicate that the EIS adequately addresses significant impacts of the Proposal, and that future projects consistent with the analyzed projects and parameters of the Planned Action Ordinance (1,200 residential units, 200,000 square feet of office space, and 200,000 square feet of commercial space) would not require future SEPA threshold determinations.

The evaluation of a No Action Alternative is required by SEPA. This alternative assumes that the Town Center Subarea Plan would not be adopted into the Comprehensive Plan, and would not be implemented with new development regulations.

This Draft SEIS identifies specific environmental impacts and ways to mitigate impacts in advance of development. The following areas are addressed in the Draft SEIS: Land Use and Aesthetics, Air Quality, Parks and Recreation, Cultural and Historic Resources, Utilities, and Transportation.

Agencies, affected tribes, and members of the public are invited to comment on the Draft SEIS. The City of Shoreline will accept written comments from issuance on May 10, 2011 until 5:00 pm on June 9, 2011. Written or emailed comments may be provided to the Responsible Official as follows:

**Responsible Official:** David Levitan, AICP

**Position/Title:** Associate Planner

**Phone:** (206) 801-2554

**Email:** [dlevitan@shorelinewa.gov](mailto:dlevitan@shorelinewa.gov)

**Address:** 17500 Midvale Avenue North, Shoreline, WA 98133

Should you require additional information on the Proposal, please contact Paul Cohen, Project Manager at (206) 801-2551 or [pcohen@shorelinewa.gov](mailto:pcohen@shorelinewa.gov).

## Fact Sheet

### Project Title

City of Shoreline Town Center Subarea Plan, Development Regulations, and Planned Action Ordinance

### Proposed Action

The proposed action would involve the following:

- Adoption of the Town Center Subarea Plan, which would be incorporated into the City of Shoreline Comprehensive Plan;
- Adoption of the Town Center Code development regulations, which would be incorporated as Chapter 20.92 of the City of Shoreline Municipal Code; and
- Adoption of an ordinance designating the Town Center Subarea as a Planned Action for the purpose of State Environmental Policy Act (SEPA) compliance, pursuant to the Revised Code of Washington (RCW) 43.21C.031(2)(a) and Washington Administrative Code (WAC) 197-11-164.

The Subarea Plan includes a vision statement for the Town Center subarea, as well as a list of goals and policies to help achieve that vision. The Town Center Code includes an urban design concept plan (detailing street type designations and through connections), zoning map for the four Town Center Zone districts, and a variety of development, design, safety, and neighborhood protection standards. These standards include permitted uses in each zone, minimum and maximum building heights, streetscapes, parking, landscaping, internal connections, stormwater, green streets, pedestrian and bicycle amenities, traffic calming, and public spaces.

Based on City growth targets and projections, the City anticipates the Proposed Action could result in the following level of development in the subarea:

- 1,200 new residential units
- 200,000 sf of new office space
- 200,000 sf of new retail space

This Environmental Impact Study (EIS) also includes a general discussion of the three alternatives that have been developed for the proposed Park at Town Center. The Park at Town Center is envisioned as a passive recreational and gathering space along either side of the Interurban Trail (between Aurora Avenue North and Midvale Ave North), running from North 178<sup>th</sup> Street to North 185<sup>th</sup> Street. Following a final public workshop in June 2011, a preferred alternative will be selected and presented to the City Council in July or August 2011, and will be require Council adoption of a separate ordinance and Parks Master Plan. Because the preferred alternative has yet to be selected for the Park at Town Center, the City of Shoreline will be preparing a project-specific SEPA Checklist for the Park at Town Center.

### **No Action Alternative**

The No Action Alternative assumes that the Town Center area would develop according to the existing Comprehensive land use designations and development regulations. As the Park at Town Center is a separate project, it is anticipated that it would still move forward under the No Action Alternative.

### **Supplemental EIS**

This Supplemental Environmental Impact Statement (SEIS) expands on the analysis of the 1998 Comprehensive Plan EIS, 2004 Comprehensive Plan Update SEPA Checklist and DNS, the 2009 Regional Business (RB) Zone SEPA Checklist and DNS, and the 2007 Aurora Corridor Second and Third Mile SEPA Checklist and DNS, with more specific analysis of the Town Center Subarea Planned Action area. Copies of the aforementioned documents are available for review at the City of Shoreline, and were used to scope this EIS. Alternative C/D of the 1998 Comp Plan EIS proposed to accommodate expected future growth along major arterials and transit routes, primarily along Aurora Avenue North, and within the Town Center Subarea.

Development of this SEIS is subject to the procedures outlined in WAC 197-11-620, in addition to the procedures for Planned Actions outlined in WAC 197-11-164.

### **Location**

The Town Center Subarea Plan area is located approximately 10 miles north of downtown Seattle, and is comprised of 79 acres of land on both sides of State Route 99 (Aurora Avenue North) in Shoreline, WA. The area's southern boundary is North 170<sup>th</sup> Street, and the northern boundary is North 188<sup>th</sup> Street. The western boundary is Linden Avenue North (north of 175<sup>th</sup> Street) and properties fronting on Aurora Avenue N (south of North 175<sup>th</sup> Street), and the eastern boundary is primarily Stone Avenue North, except for the areas north of North 185<sup>th</sup> Street and south of North 173<sup>rd</sup> Street, where the eastern boundary is the Seattle City Light (SCL) utility corridor.

### **Proponent**

City of Shoreline

### **Lead Agency**

City of Shoreline

### **Contact Person and Responsible Official**

David Levitan, AICP  
Associate Planner  
17500 Midvale Ave N  
Shoreline, WA 98133

**Required Approvals**

The Proposed Action would require the City of Shoreline City Council to take the following actions:

- Adoption of the Town Center Subarea Plan;
- Adoption of the Town Center Code; and
- Adoption of a Planned Action Ordinance

In addition, the City Council would adopt a separate ordinance approving the Park at Town Center Park Master Plan.

**Date of Draft SEIS Issuance**

May 10, 2011

**Date Comments Due**

June 9, 2011, 5:00 pm

**Public Comment**

Written comments can be mailed, faxed, or emailed to the responsible official as follows:

David Levitan, AICP, Associate Planner

Planning and Development Services

City of Shoreline

17500 Midvale Ave North

Shoreline, WA 98133

[dlevitan@shorelinewa.gov](mailto:dlevitan@shorelinewa.gov)

Fax: 206-546-8761

**Date of Implementation**

Approval is anticipated by August 2011

**Availability/Purchase of the Draft SEIS**

The document is available free of charge on the City of Shoreline's Town Center Subarea Plan website:  
<http://www.shorelinewa.gov/index.aspx?page=180>.

Copies of the Draft SEIS are also available on CD for \$2.00.

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## Chapter 1: Summary

### 1.1 Introduction

This chapter provides a brief summary of information contained in this Planned Action Draft Supplemental Environmental Impact Statement (SEIS). It provides an overview of the alternatives (Proposed Action and No Action), significant impacts, mitigation measures, and unavoidable adverse impacts that could result from the proposed action. This summary is intended to be brief and selective; the reader should consult individual sections of the SEIS for detailed information concerning environmental impacts and mitigation measures of the alternatives.

### 1.2 Planned Action Ordinance

#### 1.2.1 Definition of a Planned Action

The City of Shoreline proposes to designate the Town Center Subarea Plan and Code as a “Planned Action”, pursuant to the State Environmental Policy Act (SEPA) and as defined under WAC 197-11-164 (under RCW 43.21C.031). The Planned Action process allows agencies to complete comprehensive environmental analysis for certain planned areas, such as subarea plans, during the plan-making process, and eliminates the need for site-specific environmental review for future projects at the time of permit application so long as they fall within the Planned Action boundaries and development parameters.

By law, planned actions must:

- be designated by ordinance;
- be located within an Urban Growth Area;
- be consistent with and implement a comprehensive plan or subarea plan;
- not be an essential public facility; and
- have had all potential significant environmental impacts adequately addressed.

The Planned Action analyzed in this SEIS meets all of these criteria. As such, the environmental review and mitigation measures included in this document cover all future projects that fall within the parameters of the Planned Action, as defined and adopted in the Planned Action Ordinance (see Section 1.2.2).



### 1.2.2 Adoption of the Planned Action Ordinance and Planned Action EIS

According to WAC 197-11-168, the ordinance adopting the planned action shall:

- Describe the types of projects the Planned Action applies to;
- Specifically find that the environmental impacts of the planned action proposal have been identified and adequately addressed in this SEIS; and
- Identify any specific mitigation measures that must be included for the proposal to qualify as a planned action.

As mentioned in the Fact Sheet, this SEIS evaluates the potential environmental impacts that could result from future development projects that are:

- 1) located within the Town Center subarea boundaries;
- 2) consistent with the Town Center Subarea Plan and Town Center Code development regulations; and
- 3) fall within the following development thresholds:
  - a) 1,200 net new residential units
  - b) 200,000 square feet (sf) of net new office space
  - c) 200,000 square sf of net new retail space

When a future development project within the Town Center Subarea is proposed, the City must verify that the proposal is the type of project contemplated in the planned action ordinance, and that the probable adverse environmental impacts of the planned action project have been adequately addressed in this SEIS. If the proposal meets this test, no SEPA threshold determination or further environmental review would be required at the project level. The City may, however, require additional environmental review and mitigation if significant adverse environmental impacts were not adequately addressed in the planned action EIS, or if the proposal does not qualify as a planned action. Should future development in the subarea exceed the development thresholds referenced above, or have potential environmental impacts that the City determines have not been addressed in this document, the City of Shoreline would have the opportunity to complete additional SEPA environmental review, and revise this SEIS and the Planned Action Ordinance.

## 1.3 Proposed Action and Alternatives

### 1.3.1 Location

The Town Center Subarea Plan area is located approximately 10 miles north of downtown Seattle, and is comprised of 79 acres of land on both sides of State Route 99 (Aurora Avenue North) in Shoreline, WA. The area's southern boundary is North 170<sup>th</sup> Street, and the northern boundary is North 188<sup>th</sup> Street. The western boundary is Linden Avenue North (north of 175<sup>th</sup> Street) and properties fronting on Aurora Avenue N (south of North 175<sup>th</sup> Street), and the eastern boundary is generally Stone Avenue North, except for the areas north of North 185<sup>th</sup> Street and south of North 173<sup>rd</sup> Street, where the eastern boundary is the Seattle City Light (SCL) utility corridor. See Figure 1-1 for specific boundaries.



Figure 1-1: Town Center Boundaries

### 1.3.2 Proposed Action

As detailed in the Fact Sheet, the proposed action consists of three major elements:

- 1) Adoption of the Town Center Subarea Plan, which would be incorporated into the City of Shoreline Comprehensive Plan.
- 2) Adoption of the Town Center Code development regulations, which would be incorporated as Chapter 20.92 of the City of Shoreline Municipal Code. Development standards that are not addressed in Chapter 20.92 would be supplemented by the development standards in Title 20 of the Shoreline Municipal Code (SMC). In the event of a conflict between standards, the standards of Chapter 20.92 would prevail.
- 3) Adoption of an ordinance designating the Town Center Subarea as a Planned Action for the purpose of SEPA compliance, pursuant to the Revised Code of Washington (RCW) 43.21C.031(2)(a) and Washington Administrative Code (WAC) 197-11-164.

Based on City growth targets and projections over the next twenty years (5,000 new housing units and 5,000 new jobs), the City anticipates the Proposed Action could result in the following level of development in the subarea:

- 1,200 net new residential units
- 200,000 sf of net new office space
- 200,000 sf of net new retail space

Environmental analysis in this SEIS is limited to these development parameters. Should future projects in the subarea exceed these levels, additional environmental analysis would be needed, either for the individual project or as an addendum or supplement to this EIS.

#### *Town Center Subarea Plan*

The Town Center Subarea Plan envisions the Town Center in 2030 as “the vibrant cultural and civic heart of the City with a rich mix of housing and shopping options, thriving businesses, and public spaces for gatherings and events”, which “stands out as a unique and inviting regional destination while gracefully fitting in within its surrounding landscape and neighborhoods”. The plan envisions green open spaces, enclosed plazas, internal streets and pathways that break up large blocks and make them more walkable, underground and rear parking, storefronts opening onto parks, plazas, and wide sidewalks, and mixed use buildings with ground-floor and corner retail.

The Town Center’s focus on walkability and gateway treatments are intended to create a “sense of place” that distinguishes it from other auto-oriented regions in the City and region. Building heights would be expected to range from one to three stories within transition areas adjacent to single-family residential areas along Linden and Stone Avenues N, to four-six story mixed-use structures along Midvale Avenue N and Firlands Way N, and up to six stories along sections of Aurora Avenue N.

How to fully achieve this vision is spelled out in a list of 4 goals and 26 policies that are included in the Town Center Subarea Plan, and are discussed in further detail in Section 2.3.

### *Town Center Code*

The Town Center Code has been developed based on the goals and policies included in the Town Center Subarea Plan, with the hopes of developing the “vibrant cultural and civic heart of the City” described above. Further discussion of the Town Center Code is included in Section 2.3. However, some of the major components of the Code include:

- Four distinct zoning districts, with a transition overlay for areas adjacent to single family residential to provide suitable transitions between more and less intense uses;
- An increased emphasis on building form, rather than building use. Building height and setback requirements remain, but residential density requirements (dwelling units per acre) no longer exist;
- No minimum building size;
- A maximum beginning height of 35 feet (stepping up to 70 feet), landscape buffers, and limited vehicular access in residential transition overlays;
- Expanded public space, landscaping, lighting, and street frontage requirements;
- Greater unobstructed sidewalk requirements, including 10 feet for storefront streets, eight feet for green link streets, and seven feet for boulevards streets, all with additional five foot amenity zones;
- Requirements for street parking and bulbouts on both sides of storefront and green link streets, for projects located near block ends or pedestrian crossings;
- Sitting walls or benches for storefront streets, to encourage public gathering;
- Limitations on surface parking along street frontages, and the potential for parking reduction through established criteria;
- High visibility corners, with specific development and design standards;
- Lot Through-connection and walkway requirements, to encourage connections to nearby properties, streets, trails, and transit, and between single family neighborhoods and Town Center;
- Building façade, modulation, and articulation design requirements;
- Sign standards that are more appropriate for pedestrian-oriented streets;
- Restoration of the brick road that is currently underneath Firlands Way, if feasible. If not, design a street that slows traffic and improves the pedestrian experience; and
- Design Review to apply design standards to new projects.

While the Plan and Code have goals, policies, and standards for roadway improvements to Midvale Ave N, Firlands Way N, the potential vacation of N. 182<sup>nd</sup> Street, and the extension of N. 180<sup>th</sup> Street, the Planned Action does not identify any specific timetable or funding mechanism to achieve these improvements. The cross-sections discussed are currently being incorporated into the City of Shoreline’s Transportation Master Plan (TMP) Update, which is anticipated to be completed in late 2011. The TMP, as well as the City’s Capital Improvement Program (CIP), will help prioritize future projects, and will be influenced by the size and scope of redevelopment projects in the subarea.

### *The Park at Town Center*

Consistent with Policy TC-19 of the Town Center Subarea Plan, the City of Shoreline is currently working with the public to develop a new linear, passive recreational and gathering space on either side of the Interurban Trail, known as the Park at Town Center, between approximately N 178<sup>th</sup> Street and N 185<sup>th</sup> Street. Based on public input, three park alternatives have been developed. While this EIS document discusses some of the common themes and characteristics within the Recreation Section, it notes that a project-specific SEPA Checklist will be required once an alternative has been selected. Should an alternative be selected and adopted prior to adoption of the Subarea Plan, the City shall update the Final EIS (FEIS) document to identify the preferred alternative. The Park will also require adoption of a separate ordinance and Park Master Plan.

#### 1.3.3 No Action Alternative

Major features of the No Action Alternative are summarized below:

**Land Use:** The No Action Alternative would retain the existing Comprehensive Plan and zoning designations for the study area. There are currently a variety of zoning designations in the study area, including Mixed Use Zone (MUZ), Industrial, Community Business, and residential zones that range in density from 6 to 48 units per acre (R-6 to R-48). Maximum building heights range from 30 feet (35 feet with a pitched roof) in the single family residential zones, to 65 feet in the Mixed Use Zone (when incentives such as green building practices, affordable housing, and mixed-use projects are met). There is a minimum building height of 35 feet in the MUZ zone.

**Transportation and Streetscape:** As mentioned, the Transportation Master Plan for the City of Shoreline is currently being updated. As part of that plan, the City is developing cross-sections for the streets within the subarea. These cross-sections are expected to be the same for both the Proposed and No Action Alternatives as far as number of travel lanes, widths, and bicycle lanes. As such, the look of the streets from “curb to curb” would be expected to be the same in both alternatives. However, the proposed improvements and standards beyond the curbs, such as bulbouts, street parking, and requirements for wider sidewalks and public plazas, would not be part of the No Action Alternative. In addition, streetscape improvements in the study area may be identified as a lower priority under the No Action Alternative, as the Town Center Subarea Plan identifies the City Council’s commitment to creating a compact, walkable neighborhood where one currently does not exist.

**The Park at Town Center:** It is anticipated that the Park at Town Center would develop in a similar manner under the No Action Alternative. The Proposed Action does, however, include more detailed standards and analysis of how to connect the park to the surrounding Town Center area.

#### 1.4 Prior Planning and Environmental Review

The City of Shoreline adopted a Comprehensive Plan complying with the Growth Management Act (GMA) in 1998. The Comprehensive Plan is intended to guide growth and development within the City for a twenty year period. As required by the GMA, the Comprehensive Plan is the guiding document for growth and development in the City of Shoreline, and must include the following elements: land use, housing, transportation, capital facilities, and utilities.

The City of Shoreline issued a Draft EIS (DEIS) for the 1998 Comprehensive Plan in November 1997, and adopted the FEIS in November 1998. The EIS identified and documented potential significant adverse environmental impacts and mitigation measures associated with a number of plan alternatives. The supplemental analysis in the Town Center Draft SEIS is based largely on Alternative C/D of the November 1997 Comprehensive Plan DEIS, which was one of three alternatives analyzed. Alternative C/D assumed that most growth in the City of Shoreline would be focused in selected "activity centers" within the City, with the primary area being along the central portion of the Aurora Corridor. The portion of Aurora Ave N between N 175<sup>th</sup> St and N 185<sup>th</sup> St is described as a central business area that "could be redeveloped with a wide variety of commercial uses and intensive residential uses", with higher density housing encouraged one block off Aurora Avenue on both sides (Linden and Midvale Avenues N) between N 175<sup>th</sup> St and N 185<sup>th</sup> St.

In 2001, the City completed the Central Shoreline Subarea Plan Report, which included 5 year and 25 year visions for the Aurora Corridor and included a first draft of potential development standards. This plan included a number of similar goals and policies to the Proposed Action, but was never adopted by the City Council.

In June 2005, the City of Shoreline adopted its state-mandated update to the Comprehensive Plan. As part of the process, the City completed a SEPA Environmental Checklist, and issued a Threshold Determination of Non-Significance (DNS). The City is beginning work on its next Comprehensive plan Update, which is anticipated to be adopted by the City Council by the end of 2012. An EIS will be prepared as part of the 2012 update.

In addition to the 1998 Comprehensive Plan EIS, the Town Center Subarea SEPA Checklist relied heavily on the SEPA Checklist and Technical Discipline Reports prepared for the Aurora Corridor Improvement Project, N 165<sup>th</sup> Street-N 205<sup>th</sup> Street, which was prepared in November 2007 and resulted in the issuance of a DNS on November 21, 2007. The study area for the Aurora Corridor project largely overlapped with the boundaries of Town Center. While focused primarily on the potential environmental impacts that could result from the redevelopment of the Aurora Avenue Corridor, these documents were used to scope this proposal's EIS, and ultimately helped focus the discussion to issues related to land use, aesthetics, transportation, utilities, historic resources, recreation, and air quality.

In 2007, the City Council developed the following policies to establish the framework for development of the land use, capital facility and programmatic aspects of the Town Center Subarea Plan.

- FW-1: Articulate a community vision for the town center as an early step in the development of detailed provisions for the subarea.
- FW-2: Establish a study area boundary to provide context for evaluating the opportunities and potential impacts from future development of commercial and mixed uses along Aurora Ave. N.
- FW-3: Engage Shoreline residents and businesses in detailed design processes for a ) a park site on both sides of the Interurban Trail and b) Midvale Ave N.
- FW-4: Design roadway, transit and pedestrian facilities consistent with the City's preferred "Flexible alternative" for Aurora Avenue between N. 165<sup>th</sup> St. and N. 205<sup>th</sup> St.
- FW-5: Prepare a program of civic directional or 'way finding ' signage and evaluate refinements to city sign regulations to reflect the emerging function and visual character of Aurora Avenue.

### 1.5 Supplemental EIS

As noted, this Supplemental EIS focuses on potential impacts associated with development envisioned in, and consistent with, the Town Center Subarea Plan and Development Code. It supplements the analysis of the 1998 Comprehensive Plan EIS and 2005 Comprehensive Plan Update DNS with more specific analysis of the Town Center. Environmental analysis from the 2007 Aurora Corridor Improvement Project, N 165<sup>th</sup> Street-N 205<sup>th</sup> Street SEPA Checklist and DNS and the 2009 Regional Business SEPA Checklist and DNS were also used to help scope the topics with potential environmental impacts in this document, as the Town Center Subarea largely overlaps with the Aurora Corridor Project and the former RB zoning along Aurora Avenue N.

The 1998 Comprehensive Plan EIS evaluated a number of alternatives for the long range vision of the City, with the eventual adopted alternative (Alternative H) being developed from a combination of elements from a number of different alternatives. As part of the evaluation of alternatives, the City looked at one alternative (Alternative C/D) that sought to accommodate expected future growth along major arterials and transit routes, primarily along Aurora Avenue North, and within the Town Center Subarea.

## 1.6 Summary of Potential Impacts and Mitigation Measures

### *Land Use and Aesthetics*

#### Impacts Common to Both Alternatives

Future commercial and residential redevelopment under either alternative is anticipated to result in slightly taller and denser developments than what currently exist in the Subarea. Although the mass and scale of the discussed redevelopment is already permitted by the current zoning (No Action Alternative) and would be consistent with the proposed Town Center zoning (Proposed Action), redevelopment could result in a change in land use and visual character in the subarea, as compared to the primarily one and two-story strip retail uses in the region. Adjacent single family neighborhoods have expressed concern regarding the potential impacts that could result from increased development in the Town Center Subarea.

#### Mitigation Measures Incorporated into the Proposed Action

As detailed in Sections 2.3 and 3.1, the Town Center Code was developed to create a visually appealing, mixed-use center neighborhood within the City of Shoreline, while at the same time protecting adjacent single family residential neighborhoods from any potential impacts that could result from redevelopment in the area. The Town Center Subarea Plan and Development Code include a number of standards and provisions regarding mass, scale, setbacks, site access, and landscaping that were developed to help protect and respect adjacent neighborhoods, and would require administrative design review and traffic studies for most projects. The emphasis on services, public spaces, and walkability will make Town Center accessible for the surrounding single family neighborhoods to use as amenities. In addition, the City held numerous public meetings and workshops over several years to gather input and hear concerns from nearby businesses and residents. As such, adoption of the Town Center Code and Subarea Plan would mitigate any potential adverse impacts related to land use and aesthetics.

#### Mitigation Measures Incorporated into No Action Alternative

Although not as detailed or comprehensive as those included in the Proposed Action, Section 20.50 of the Shoreline Municipal Code provides a number of development and design standards, most notably for the MUZ zone, that were developed to create transitions between the envisioned higher density residential and commercial uses within the Town Center and the adjacent single family neighborhoods. Administrative design review is already required for projects within the MUZ. However, it does not presently include the detailed design standards contained in the proposed Town Center Code. Both the existing zoning and proposed Town Center Code require setbacks for large buildings adjacent to residential zones. Although to a lesser degree as the Proposed Action, the current code should mitigate any potential adverse impacts.



*Historic Resources***Impacts Common to Both Alternatives**

There are two properties within the Town Center Subarea that have been determined to have historic significance: the Auto Cabins at 17203 Aurora Avenue N, and the North Trunk (Red Brick) Road. Under either alternative, it is possible that redevelopment activities could result in demolition or alteration of these historic resources. The Auto Cabins are currently owned by a private property owner, while most of the Red Brick Road north of N 175<sup>th</sup> Street is owned by the City of Shoreline.

While the City is not currently aware of any plans to redevelop the Auto Cabins property, the Red Brick Road north of Walgreens is located within the area proposed for the Park at Town Center. The City of Shoreline is currently evaluating three alternatives for the proposed park, and based on public input will make a recommendation to the City Council sometime in Summer 2011. Two of the three park alternatives currently being evaluated- "Shoreline on the Move" and "Shoreline Center Stage"- would result in some alteration to the Red Brick Road.

**Mitigation Measures Common to Both Alternatives**

The proposed Park at Town Center will require a project-specific SEPA Checklist. In completing that checklist, the City of Shoreline SEPA Responsible Official has determined that any park alternative that proposes to remove or alter portions of the Red Brick Road will trigger a SEPA Determination of Significance (DS) and preparation of an Environmental Impact Statement (EIS).

Development activities that would result in the demolition of alteration of any structure or property listed on the City of Shoreline's Historical Resources Inventory shall be reviewed by City staff, and forwarded on to King County Historic Preservation Program staff for their review and recommendation. Should any structures within the Town Center Subarea be granted historic landmark designation, any alterations shall be subject to review by the King County Heritage and Landmarks Commission and King County Design Review Committee.

## *Transportation*

### Impacts Common to Both Alternatives

While not projected to exceed accepted level-of-service (LOS) standards, development consistent with the growth assumptions for the Town Center Subarea has the potential to result in additional vehicular traffic that could adversely impact the subarea's street system via cut-through traffic to adjacent neighborhoods.

Projected increases in vehicular traffic, coupled with the increased amount of pedestrian, bicycle, and transit use that typically accompany mixed-use development, has the potential to increase conflicts among the various users of Town Center.

### Impacts for Proposed Action

The Town Center Code proposes to reduce the number of required parking spaces for residential, commercial, and office uses. This has the potential to result in spillover parking into the surrounding single family residential neighborhoods. Upon reducing the parking requirements in the North City Subarea District, the City of Shoreline experienced an increase in service requests and complaints related to spillover parking.

### Mitigation Measures for No Action Alternative

Current Traffic Study Guidelines (SMC 20.60.140) for the City of Shoreline require that any development proposal that would generate 20 or more (net) PM peak hour trips to complete and submit a traffic study. Any large-scale redevelopment project within the Town Center subarea is likely to trigger this requirement.

### Mitigation Measures for Proposed Action

Section 20.92.040 of the Town Center Code requires that all developments shall complete a traffic study and implement mitigation measures to mitigate potential cut-through traffic or parking impacts to single-family neighborhoods. These could include traffic calming measures identified in the various Neighborhood Traffic Action Plans (NTAP's), partial street closures, and other topics addressed in the required traffic study.

Should spillover parking continue to be a problem following implementation of traffic calming measures, surrounding neighborhoods may pursue the City's Residential Parking Zone (RPZ) program, which requires permits to park in certain areas of the City. The RPZ program has identified proximity to a business district as an appropriate reason for implementing permit parking.

*Significant and Unavoidable Impacts*

With implementation of the above mitigation measures, the Town Center Subarea project would not be expected to result in any significant and unavoidable adverse impacts.

## Chapter 2: Description of the Alternatives

### 2.1 Introduction

Two alternatives have been identified and will be evaluated in this Draft SEIS. The first alternative is the Proposed Action, and involves adoption of the Town Center Subarea Plan and Development Code (SMC Chapter 20.92), as detailed in Chapter 1.3.2. The second alternative is the No Action Alternative, and involves maintaining the existing zoning and Comprehensive Plan land use designation and development regulations for Town Center area, as detailed in Chapter 1.3.3.

This chapter will provide an overview and history of the Town Center Subarea Plan and Town Center Code, and include details on how the Proposed Action differs from the No Action Alternative. Readers will notice that the growth target and traffic assumptions, as well as the street cross-sections, are the same for both alternatives. This is because both alternatives are based on the City's Transportation Master Plan (TMP) Preferred Alternative (further analysis and discussion is included in Chapters 3 and 8). The primary differences between the two alternatives will be in the design and development standards and requirements used to guide future development in the subarea, and the adopted Comprehensive Plan goals and policies in place to support these standards.

### 2.2 Project History and Background

Developing a Town Center has been a perennial topic for the City of Shoreline since before its incorporation in 1995. In 1996, the City Council identified the Town Center Subarea as a commercial and civic center in their Visioning Map. In 1998, the community identified the general area around N 175<sup>th</sup> Street and Aurora Avenue N as the "Heart of Shoreline". In 2003, the Planning Commission recommended a report supporting a plan for Central Shoreline. In 2007, the City Council approved 13 Strategic Points to service as a guide for development and improvements in Town Center until a plan (part of the Proposed Action) was adopted. Later in 2007, the City Council adopted Phase 1 of the Town Center Plan, which replaced the 13 strategic points with 5 Town Center framework goals for the Comprehensive Plan (discussed in Chapter 1 of this SEIS).

The City Council identified community input as an integral part of any plan for the Town Center Subarea, and directed staff to hold a number of meetings and workshops so that residents and businesses could provide their input. Between 2008 and 2010, the City held one design workshop, three city-wide meetings, two surveys (with 245 respondents each), a walking tour, four meetings with the adjoining neighborhoods, two meetings with Stone and Linden Avenue neighbors, and a speaker series on related planning topics, and invited two planning classes from the University of Washington to study Town Center, and shared the results with the public. In addition, the City met with representatives of Forward Shoreline, Chamber of Commerce, Economic Development

Committee, car dealerships, Top Foods, Fred Meyer, Aurora Rents, Ronald Methodist Church, Shoreline School District, Highland Ice Arena, and Interurban Building.

### 2.3 Action Alternative (Proposed Action)

#### *Town Center Subarea Plan*

As discussed in Section 1.3.2, the Town Center Subarea Plan Vision Statement envisions the Town Center in 2030 as “the vibrant cultural and civic heart of the City with a rich mix of housing and shopping options, thriving businesses, and public spaces for gatherings and events”, which “stands out as a unique and inviting regional destination while gracefully fitting in within its surrounding landscape and neighborhoods”. The plan envisions green open spaces, enclosed plazas, internal streets and pathways that break up large blocks and make them more walkable, underground and rear parking, storefronts opening onto parks, plazas, and wide sidewalks, and mixed use buildings with ground-floor and corner retail.

Building heights would be expected to range from one to three stories within transition areas adjacent to single-family residential areas along Linden and Stone Avenues N; four and five story mixed-used structures along Midvale Avenue N and Firlands Way N; and up to six stories along sections of Aurora Avenue N. To create a better pedestrian environment, buildings along streets such as Firlands Way N and Midvale Ave N would be located at the back of sidewalk, bringing storefronts closer to the street and resulting in a more vibrant business and street environment.

A major focus of the Vision Statement is the creation and expansion of pedestrian, bicycle, and transit connections to the surrounding neighborhoods and region, reducing the dependence on automobiles and making the area accessible to users of all transportation modalities. The Plan also emphasizes the importance of energy efficiency and implementing natural stormwater solutions. Such efforts are seen as a large part of the City’s commitment to the three E’s of sustainability—environmental quality, economic vitality and social equity.

How to achieve this vision is spelled out in a list of 4 goals and 26 policies that are included in the Town Center Subarea Plan. A few of the major goals and policies of the plan include:

- An urban form, mix of land uses (commercial, residential, and civic), and walkability that distinguishes it from more commercially dominated and auto-oriented portions of the Aurora Corridor and allows residents to work, shop, and eat near where they live, with a hierarchy of Boulevard, Storefront, and Greenlink streets to serve different mobility and access roles within Town Center.
- Gateway treatments, such as signs and landscaping, that announce one’s arrival to Town Center, as well as directional wayfinding signage to help residents and visitors navigate the area;

- Encourage the removal of the partial intersection at N 182<sup>nd</sup> St and Aurora Ave N, and its replacement with a fully signalized mid-block intersection at N 180<sup>th</sup> St, should redevelopment of adjacent parcels allow it;
- Reconfigure Midvale Avenue N (between N. 175<sup>th</sup> St and N 182<sup>nd</sup> St) and Firlands Way N as low speed, pedestrian friendly lanes with back in angle parking and wide sidewalks to support mixed use development and a vibrant streetscape;
- Develop the Park at Town Center as a passive open space for public gathering, celebrations, and link it to the City Hall Civic Center;
- Encourage structured parking and minimize surface parking;
- Recognize the importance of historic preservation, education, and interpretation;
- Develop a form-based development code; and
- Adopt Town Center design standards and design review procedures.

#### *Town Center Code*

The Town Center Code has been developed based on the goals and policies included in the Town Center Subarea Plan, with the hopes of developing the “vibrant cultural and civic heart of the City” described above. Some of the major components of the Code, which are also discussed in Section 1.3.2, include:

- Four distinct zoning districts, including a specific medium density district along Stone Avenue N and a transition overlay for all other areas adjacent to single family residential, created to provide suitable transitions between more and less intense uses. The maximum height in these areas begins at 35 feet, which is the same as the existing Zoning Code;
- An increased emphasis on building form, rather than building use. Building height and setback requirements remain, but residential density requirements no longer exist.
- Expanded public space, landscaping, lighting, and street frontage requirements;
- Greater unobstructed sidewalk requirements, including 10 feet for storefront streets, eight feet for green link streets, and seven feet for boulevard streets, all with additional five foot amenity zones;
- Requirements for street parking and bulbouts on both sides of storefront and green link street for projects located near block ends or pedestrian crossings;
- Sitting walls or benches for storefront streets, to encourage public gathering;
- Limitations on surface parking along street frontages, and the potential for parking reductions through established criteria;
- High visibility corners, with specific development and design standards;
- Lot Through-connection and walkway requirements, to encourage pedestrian connections between single family neighborhoods and Town Center;
- Building façade, modulation, and articulation design requirements;
- Restoration of the brick road that is currently underneath Firlands Way N, if feasible. If not, design a street that slows traffic and improves the pedestrian experience; and
- Design Review.

The Town Center Code has been developed to focus more on regulating the form and character of development, and less on land uses and densities. As such, it does not include the lengthy uses tables that are found in most conventional zoning codes, and instead identifies a short list of permitted and prohibited uses. The first part of the Town Center Code (Sections 20.92.020 and 20.92.030) addresses the purpose, land uses and dimensional standards that would be permitted within the subarea. Administrative Design Review would be required for any permit involving the construction of a new building or addition equaling at least 10,000 square feet in floor area.

While permitted uses are largely based on form, the Town Center Code recognizes that areas along Aurora Avenue N should not look exactly the same as those adjacent to single family residential neighborhoods on Stone or Linden Avenues. As a result, the zoning has been divided into the following four districts (Figure 2-1) to further distinguish their land uses, development dimensions, and design standards.

- TC-1 Aurora Southwest – The most permissive of the four districts, this district allows the same uses, and has the same development standards, as the TC-2 district (discussed below), as well as being the only district where vehicle sales, leasing, and servicing are permitted.
- TC-2 Aurora – With frontage on Aurora, 175<sup>th</sup>, and 185<sup>th</sup>, this district emphasizes commercial development, with some residential uses and pedestrian activity internal to the blocks that front primarily along Boulevard streets (such as parcels that extend from Aurora through to Linden). The maximum building height is 70 feet, with 0' front, side, and rear yard setbacks allowed for properties adjacent to nonresidential zones, and 15' side and rear yard setbacks required from residential zones.
- TC-3 Firlands/Midvale – This district emphasizes residential development, with some commercial development and pedestrian activity envisioned, primarily along Storefront Streets (those streets with building frontages at the back of sidewalk; see Chapter 8.1.1). The maximum building height and setbacks are the same as for the TC-1 and TC-2 districts.
- TC-4 Stone Avenue – This district focuses on medium density residential development as a means to protect adjacent single family residential neighborhoods. As such, there is a 15' front yard setback, and 5' side and rear yard setbacks from both residential and nonresidential zones, and a maximum building height of 35' (the same as permitted under existing single family residential zoning).
- Transition Overlay – This overlay adds building height restrictions and landscape screening between the Town Center and adjacent single family neighborhoods. The overlay is aimed primarily at providing an adequate transition and buffer between the Town Center and surrounding single family neighborhoods, and as such requires 20' side and rear yard setbacks for parcels adjacent to low density residential zones (R-4 and R-6), and 15' setbacks from medium and high density residential zones (R-8 through R-48).

A further discussion of building height, most notably height step-back requirements, is included under the Neighborhood Protection section.

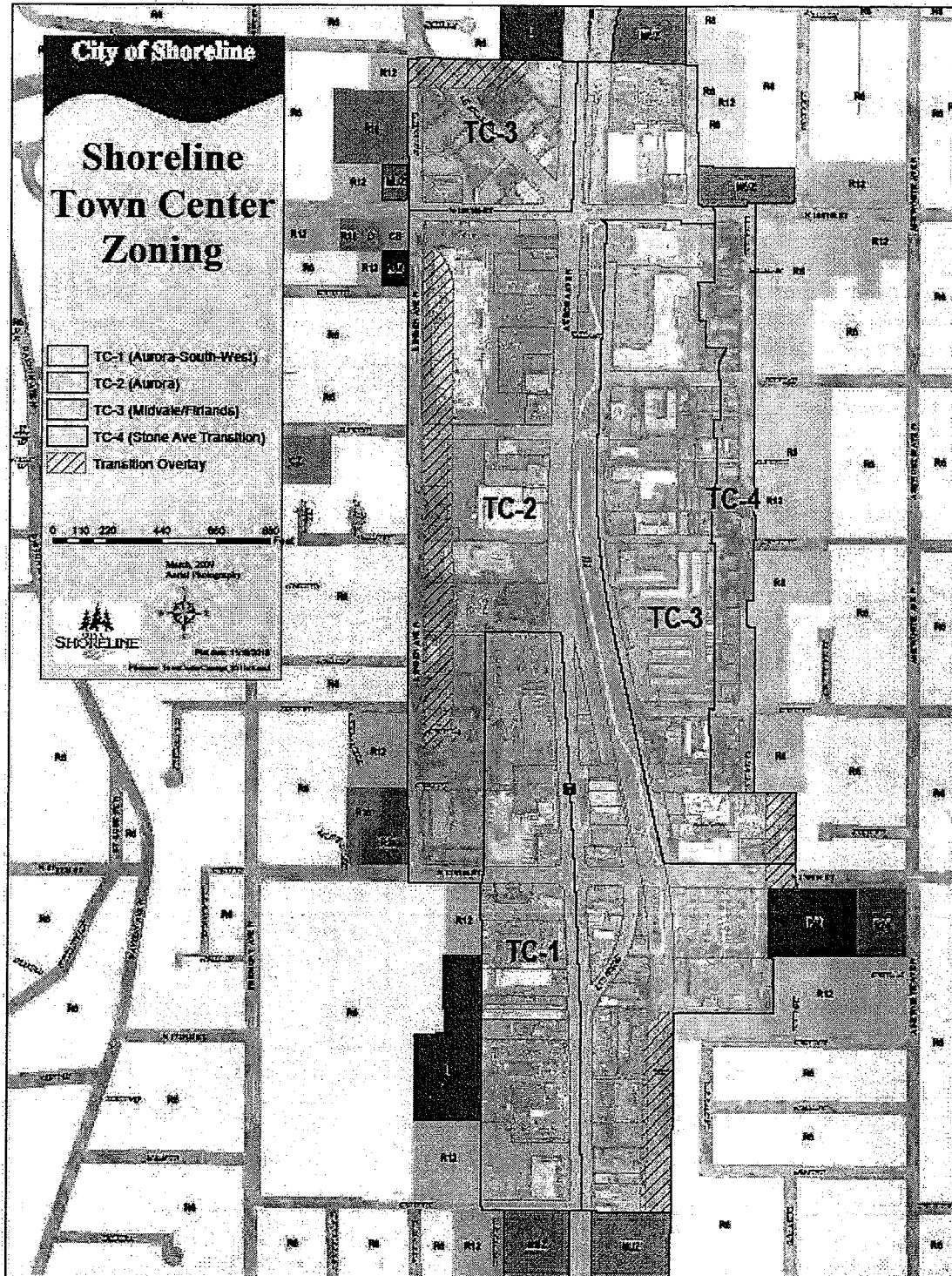


Figure 2-1: Proposed Town Center Zoning