Council Meeting Date: July 23, 2001 **Agenda Item:** 8(b)

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Public Hearing and Adoption of Ordinance No. 281 amending the Comprehensive Plan to add a North City Subarea Plan and Development Code to include the North City Business District for planned action developments
DEPARTMENT:	Planning and Development Services
PRESENTED BY:	Tim Stewart, Director Anna Kolousek, Assistant Director

EXECUTIVE / COUNCIL SUMMARY

The adoption and implementation of the North City Subarea Plan is Goal No. 7 on your Council's 2000 – 2001 Work Plan. To achieve this goal the following documents have been prepared:

1. Ordinance No. 281 that consolidates approval of:
   - North City Subarea Plan (Comprehensive Plan Amendment). This plan has a goal to develop a unique business district along 15th Avenue NE, between NE 172nd and NE 180th Streets, with buildings tight to the sidewalk and housing above the ground floor retail. The tighter streetscape will slow down traffic and create a safer and more pleasant pedestrian environment. In addition to the mixed-use design concept, five demonstration sites with high redevelopment potential were closely examined and schematic designs tested for changes. The recommendations address the broad parameters for a 5 to 15 year transformation of the business district from the existing condition to a mixed-use center with a distinct identity.
   - Amendment to the Development Code, North City Business District (NCBD), regulations and review procedures for qualified planned action developments. Demonstration projects described in the Subarea Plan, served as a basis for changes to the Development Code, NCBD regulations. These regulations will implement the planning concept described in the Subarea Plan.
   - Mitigation section for impacts of changes to 15th Avenue NE.

2. Planned Action Supplemental Environmental Impact Statement (SEIS), intended to improve and integrate the environmental review with the subarea planning process and expedite permitting for projects.

On September 21, 2000, the Planning Commission held a joint workshop with your Council on the Subarea Plan and the NCBD, Development Code regulations, followed immediately by a public hearing. The hearing continued on October 19, 2000, when the

Commission unanimously recommended Council adoption of the North City Subarea Plan and NCBD regulations, subject to three conditions:

1. The elimination of density limitations within the NCBD.
2. The preparation of the Planned Action SEIS for the NCBD (with a plan for neighborhood traffic mitigation).
3. The Capital Improvement Program implementation of the traffic improvements that are proposed for 15th Avenue NE, together with necessary mitigation required for planned actions in the NCBD.

The Planning Commission requested the opportunity to review the Draft SEIS and the proposed mitigation, and if necessary, consider adjustments to their October recommendations.

Your Council reviewed the Planning Commission recommended Subarea Plan and NCBD regulations on January 16, 2001 and directed staff to proceed with the preparation of the Planned Action SEIS.

The draft Planned Action SEIS was released for public review and comments on April 19, 2001. The Planning Commission reviewed this draft SEIS and received public comments during a public hearing on May 3, 2001. At the conclusion of this hearing they recommended to your Council the adoption of the Subarea Plan, NCBD regulations, and mitigation included in a planned action ordinance.

The final Planned Action SEIS was published on June 15, 2001. Based on the public comments and mitigation recommended in the SEIS, staff prepared the proposed planned action Ordinance No. 281.

The purpose of this agenda item is to bring closure to the North City Subarea planning and environmental review process by holding a public hearing on proposed Ordinance No. 281 and provide Council an opportunity to adopt the Ordinance based upon comments received during the hearing.

RECOMMENDATION

Hold a public hearing and adopt Ordinance No. 281 that amends the Comprehensive Plan by adding the North City Subarea Plan; amends the Development Code by adding the North City Business Special District.

Approved By: City Manager City Attorney

BACKGROUND / ANALYSIS

In 1998 the City adopted its first Comprehensive Plan. In order to address the specific needs of various neighborhoods, the Comprehensive Plan calls for creation of subarea plans that provide a finer grain of specificity in zoning and development standards. North City was designated as the first subarea. The goal of the subarea plan was to create a financially feasible plan for the NCBD that also added value to the surrounding neighborhood.

The subarea planning began with the North City charrette. It was an accelerated, collaborative public design process held from June 20 - 24, 2000. Over 130 people attended the charrette that involved participation of North City neighbors, citizens-at-large, business and land owners, local real estate developers, Councilmembers, Planning Commissioners, City staff, and a team of architects, engineers, and economists. These participants represented a very broad cross section of viewpoints and endorsed this project.

After the charrette the North City Subarea Plan draft was released for public review in August 2000. This plan provides a direction to develop a unique business district along 15th Avenue NE, between NE 172nd and NE 180th Streets, with buildings tight to the sidewalk and housing above ground floor retail. The tighter streetscape will slow down traffic and create a safer and more pleasant pedestrian environment. In addition to the mixed-use design concept, five demonstration sites with high redevelopment potential were closely examined and schematic designs tested for changes. The recommendations address the broad parameters for a 5 to 15 year transformation of the business district from the existing condition to a mixed-use center with a distinct identity.

The physical form to engender in the Subarea Plan is pursued in the Development Code - the Special District regulations for NCBD. Their purpose is to calm traffic by visually narrow down the street (bring buildings up to the street), create a clearly defined shopping district with parking areas located behind buildings, shared parking, and combined curb cuts.

In addition to these documents, a market and financial analysis was prepared to investigate the retail and housing potential for NCBD, assess the probability of change, and estimate the magnitude of risk in redevelopment of selected demonstration sites.

On September 21, 2000, your Council held a joint workshop with the Planning Commission, followed-up by a public hearing. The hearing continued on October 19, 2000 (refer to the Planning Commission minutes - Attachment D). After the hearing and deliberations the Commission recommended unanimously to your Council the adoption of North City Subarea Plan (Comprehensive Plan Amendment) and NCBD (Special District regulations of the Development Code), subject to three conditions:

1. Elimination of density limitations within the NCBD.
2. Preparation of the Planned Action EIS for the NCBD (with a plan for neighborhood traffic mitigation).
3. Implementation of proposed traffic improvements for 15th Avenue NE together with necessary mitigation as part of the City's Capital Improvement Program.

The Planning Commission reserved the right to review the Draft EIS and the proposed mitigation, and if necessary, to make adjustments to their October recommendations.

During the January 16, 2001 workshop, your Council reviewed the Commission's recommended North City Subarea Plan and Development Code – NCBD regulations, together with issues that the Commission requested to be further addressed during the preparation of the Planned Action SEIS for the subarea plan. (Please refer to Attachment C for detailed discussion of these issues.)

The draft Planned Action SEIS was released for public review and comments on April 19, 2001. It supplements the EIS prepared for the Comprehensive Plan.

The draft SEIS focused on the potential impacts associated with increased intensity of development and reconfiguration of 15th Avenue NE within the North City Business District (NCBD) zone. Two alternatives (proposed plan and "no action") were reviewed and analyzed in this draft SEIS. The following is a summary of the issues addressed in the draft SEIS:

Increased intensity of development:

The Planning Commission recommended eliminating the restriction on the number of dwelling units in the NBCD, subject to compliance with the proposed development standards specifically tailored for the NBCD.

For the draft SEIS analysis we used the five "demonstration" sites from the North City Subarea Plan to calculate the potential intensity of development. While development of the specific demonstration projects could be proposed as planned action projects by private applicants, planned action projects meeting the criteria of the subarea plan and development regulations could also be proposed on other sites within the NCBD. The total amount of new development expected to occur within the NCBD by 2015 under the planned action regulations is 546 dwelling units and 241,000 square feet of commercial development. This is approximately 60% of the new residential and commercial development that is expected by 2025, under the scenario of a completely redeveloped NCBD. The analysis of the development impacts was presented on pp. 43 - 50 of the draft SEIS.

Environmental review for the North City Subarea Plan is being phased pursuant to provisions of the SEPA rules (WAC 197-11-060(5)). Phasing allows environmental review to focus on issues that are ready for decision during a more or less predictable time period (by 2015), while deferring consideration of those issues for which insufficient information is available. The planned action SEIS addressed impacts associated with redevelopment of parcels within the NCBD and changes to the configuration of 15th Avenue NE for the 2015 scenario.

Traffic mitigation and tapering down 15th Avenue:

Three issues are involved in tapering down 15th Avenue NE:

1. The physical dimension of the rights-of-way or the distance between the future buildings (right-of-way width for travel lanes, street parking, and sidewalks). This is illustrated in the plan as the back of the sidewalk distance of 71 feet (the distance between future buildings that could be constructed without any front yard setback) for "mid-block " areas, and 75 feet for corner areas (a distance of 50 feet from the corner). The actual curb-to-curb distance would be 50 feet, with a 10.5-foot wide sidewalk (including a 4-foot wide strip for landscaping/amenity zone). Note: there is no need to change the physical dimension of the existing rights-of-way (60 - 80 feet). However, there will be a reduction of the distance between buildings from 93 feet (existing) to 71 feet (proposed), due to the elimination of the front yard setback along 15th Avenue NE.

2. The design of traffic lanes, or the operational character of the rights-of-way. Several options for the 15th Avenue NE design of traffic lanes were considered during the charrette. The consensus of the participants was to proceed with the three-lane option - two travel lanes (one in each direction), a center left-turning lane, and parallel parking on both sides of the street. This option best supports the "main street" concept that allows pedestrians to move more easily from one side of the street to the other, without feeling the automobile dominance of the street and is the "proposed action" in the draft SEIS.

3. Potential for cut-through traffic on neighborhood streets: A comprehensive traffic mitigation plan has been prepared as part of the draft SEIS that includes the mitigation for the neighborhood cut-through traffic resulting from the improvements to 15th Avenue NE.

Transportation analysis conducted during the draft SEIS addressed the traffic issues and two mitigation scenarios to accomplish the concept of tapering down 15th Avenue NE. Mitigation scenario one focused only on cut-through neighborhood traffic impacts from tapering of 15th Avenue NE within the NCBD. Mitigation scenario two proposed the same traffic calming measures for the neighborhood cut-through traffic together with further reduction of travel lanes on 15th Avenue NE (south of NE 172nd Street and north of NE 180th Street).

The public review and comment period on the draft SEIS was from April 19 to May 20, 2001. The Planning Commission reviewed the draft SEIS and received public comments during the public hearing on May 3, 2001. At the conclusion of this hearing they recommended to your Council the adoption of the Subarea Plan, NCBD regulations without changes to their October 19, 2000 unanimous recommendation (see Attachment D – Planning Commission minutes of 5/3/01).

The final Planned Action SEIS was published on June 15, 2001. Thirty-one public comments from the May 3, 2001 public hearing and nine comment letters have been discussed in this document. The final SEIS recommends traffic mitigation scenario two as proposed in the draft SEIS. The Public Works Department supports this mitigation

scenario and will present necessary changes to the 2002–2007 Transportation Improvement Program this fall as part of the annual CIP adoption process.

Major benefits of the planned action approach to NCBD are:

1. Significant environmental impacts of developments within NCBD that qualify as planned action (including the changes to 15th Avenue NE) have been disclosed and evaluated prior to adoption of the Subarea Plan. Planned action development proposals will be insulated from potential SEPA appeals and will benefit from a streamlined permit process;
2. Mitigation measures for private development impacts are disclosed as part of the planned action and addressed by the Development Code requirements, instead of through individual project review;
3. Environmental analysis was integrated with the planning process, impacts have been disclosed and reviewed for the proposed 15th Avenue NE improvements and mitigation has been incorporated into Ordinance No. 281.

Ordinance No. 281

This Ordinance proposes to integrate adoption of the Comprehensive Plan Amendment North City Subarea (Exhibit A), with the amendment to the Development Code to add NCBD Special District. NCBD is proposed as a new zoning designation on the official zoning map (Exhibit B). The Development Code amendment (Section 4) focuses more on building types (outside envelopes) than uses within these buildings. The uses will be the same as in the existing Community Business (CB) zone. The caveat is that the buildings must be compatible when they are located in close proximity and should create a mixed-use "main street" environment on 15th Avenue NE between NE 172nd Street and NE 180th Street.

The developments within NCBD may qualify as planned actions and will be reviewed in accordance with the Special District requirements outlined in Chapter 20.90 (Exhibit C).

Section 8 of Ordinance No. 281 specifies mitigation the City must implement in order to initiate the successful redevelopment of NCBD. This mitigation includes:

- Improvements to 15th Avenue NE (Subsection 2).
- Neighborhood cut-through traffic mitigation measures that must be constructed prior to improvements of 15th Avenue NE (Subsection 3). The map included as Attachment F shows the specific locations of traffic mitigation identified in the Ordinance.
- Development of pedestrian/bicycle connectivity plan of the area surrounding NCBD by 2005 (Subsection 4).
- Facilitation of proposed traffic improvements with Metro Transit (Subsections 5 and 6).

These projects will be added to the 2002–2007 Transportation Improvement Program (TIP) during the CIP adoption process in the Fall.

Compliance with the Growth Management Act

The Growth Management Act (GMA) specifies the process for adoption of subarea plans and development code regulations. In accordance with GMA requirements, staff forwarded the draft Subarea Plan and Development Code, NCBD regulations, together with the Planned Action SEIS to the State of Washington, Office of Community Development, Growth Management Program section for review 60 days prior to the City Council action. The State reviewed the documents and complimented the City for the innovative way we have integrated the subarea planning and environmental review. (See Attachment E, letter from the Growth Management Program to Mayor Jepsen.) Their main concern about the City's implementation of the traffic calming and improvements to 15th Avenue NE have been addressed by inclusion of Section 8 into Ordinance No. 281.

RECOMMENDATION

Hold a public hearing and adopt Ordinance No. 281 that amends the Comprehensive Plan by adding the North City Subarea Plan; amends the Development Code by adding the North City Business Special District.

ATTACHMENTS

Attachment A	Ordinance No. 281, amending the Comprehensive Plan to add a North City Subarea Plan (Exhibit A), Zoning Map, and Development Code to include the North City Business District for planned action developments (Exhibit C)
Attachment B	Final SEIS
Attachment C	January 16, 2001 Agenda Item (staff report and minutes)
Attachment D	Planning Commission Minutes
Attachment E	Letter to Mayor Jepsen from Office of Community Development dated 6/18/01
Attachment F	Map of Traffic Mitigation for Neighborhood Streets Outside the NCBD

Copies of North City Subarea Plan (Exhibit A to Ordinance No. 281), and Attachments B, C, and D to this staff report are available for public review in the City Clerk's Office, Planning and Development Services Department, Richmond Beach and Shoreline Libraries, East and West Police Neighborhood Centers.

ATTACHMENT A

ORDINANCE NO. 281

ORDINANCE NO. 281

AN ORDINANCE OF THE CITY OF SHORELINE, WASHINGTON, WHICH AMENDS THE COMPREHENSIVE PLAN BY ADDING THE NORTH CITY SUBAREA PLAN; AMENDS THE DEVELOPMENT CODE CHAPTER 20.40, SECTIONS .020, .050, .120, .130, AND .140 BY ADDING THE NORTH CITY BUSINESS DISTRICT ZONE AS A NEW SPECIAL DISTRICT; AMENDS THE DEVELOPMENT CODE BY ADDING NEW CHAPTER 20.90 THAT ESTABLISHES THE REGULATIONS FOR THE NORTH CITY BUSINESS DISTRICT TOGETHER WITH MITIGATION AND AN EXPEDITED PERMIT REVIEW FOR APPROVAL OF DEVELOPMENT APPLICATIONS THAT MEET PLANNED ACTION CRITERIA; AMENDS THE COMPREHENSIVE PLAN LAND USE MAP BY ESTABLISHING A NEW NORTH CITY BUSINESS DISTRICT SUBAREA; AND CHANGES THE ZONING MAP BY ESTABLISHING A NEW NORTH CITY BUSINESS DISTRICT ZONE.

WHEREAS, the City of Shoreline has adopted a comprehensive plan under the provisions of Chapter 36.70A RCW that includes policies for the creation of a subarea plan for North City; and

WHEREAS, the Washington State Growth Management Act authorizes the preparation of subarea plans; and

WHEREAS, the City of Shoreline has prepared the North City Subarea Plan, conducted a thorough review of the development anticipated within the North City Subarea, and prepared a Supplemental Environmental Impact Statement (SEIS) under the State Environmental Policy Act (SEPA), Chapter 43.21C RCW that considered the impacts of the anticipated development within the North City Business District consistent with the subarea plan, provides for mitigation measures, and other conditions to ensure that future development will not create adverse environmental impacts; and

WHEREAS, the City of Shoreline conducted an extensive public participation and review process for preparation of the proposed Subarea Plan and proposed development regulations that modifies the Development Code; and

WHEREAS, the Planning Commission and City Council conducted public hearings so the public had opportunity to comment on the proposed Subarea Plan and proposed development regulations that modifies the Development Code, SMC Title 20; and

WHEREAS, the provisions of the Regulatory Reform Act (ESHB 1724), as codified in Chapter 36.70B RCW and SEPA provide for the integration of an environmental review with project review to encourage an expedited process for approval of development where substantial planning and environmental review have occurred prior to an application for development approval; and

WHEREAS, the provisions of Chapter 43.21C.031 RCW and the regulations issued thereunder provide for the designation of planned actions within geographic areas that are less extensive than a municipality's jurisdictional boundaries and where substantial comprehensive planning and environmental review have been completed prospectively; and

WHEREAS, the City of Shoreline designates the North City Business District as a special district under the planned action consistent with RCW 43.21.031, WAC 197.11.164 to .172 Shoreline Municipal Code 20.40.050; and

WHEREAS, the City of Shoreline desires to adopt the North City Subarea Plan, North City Business District regulations to implement the Subarea Plan, and incorporate expedited review of land use actions designated as planned actions.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF SHORELINE, WASHINGTON DOES ORDAIN AS FOLLOWS:

Section 1. Findings. The City Council finds that:

1. A subarea plan has been prepared and adopted by the Council under the provisions of the Growth Management Act, Chapter 36.70A RCW, for the North City Subarea, located within the City of Shoreline city limits. The North City Subarea Plan (hereafter "Subarea Plan") amends the City's Comprehensive Plan and provides for the phased redevelopment of 60% of North City Business District parcels by the year 2015 and full redevelopment by year 2025.

2. A Supplemental Environmental Impact Statement (hereafter "SEIS") has been prepared and issued pursuant to Chapter 43.21C RCW in conjunction with the adoption of the Subarea Plan and the special district designated as the North City Business District in the Development Code.

3. The Subarea Plan, North City Business District regulations, and SEIS have addressed all significant environmental impacts associated with planned actions within the North City Business District.

4. The mitigation measures contained in Section 8 of this ordinance together with the City's development regulations and standards for the North City Business District are

adequate to mitigate the significant adverse environmental impacts anticipated by development consistent with the Subarea Plan.

5. The application of the expedited permit review procedures in accordance with Section 9 of this ordinance will benefit the public, adequately protect the environment, and enhance the economic redevelopment of the North City Business District.

6. Public involvement and review of the Subarea Plan, North City Business District regulations, and the SEIS have been extensive and adequate to ensure a substantial relationship to the public interest, health, safety, and welfare.

7. The uses allowed within the North City Business District zone and regulated by the development regulations will implement the Subarea Plan.

Section 2. Amendment; Comprehensive Plan and Land Use Map. The Comprehensive Plan and Land Use Map (Exhibit A) are amended by the addition of the North City Subarea Plan (filed with the City Clerk under Clerk's Receiving # _____).

Section 3. Amendment; Zoning Map. The Official Zoning Map is amended to adopt the North City Business District zone as shown in Exhibit B (filed with the City Clerk under Clerk's Receiving # _____) attached hereto and incorporated by reference herein.

Section 4. Amendment; Development Code. Shoreline Municipal Code section 20.040.020 is amended to read as follows:

20.40.020 Zones and map designations.

The following zoning and map symbols are established as shown in the following table:

ZONING	MAP SYMBOL
RESIDENTIAL	
(Low, Medium, and High Density)	**R–4 through 48 (Numerical designator relating to base density in dwelling units per acre)**
NONRESIDENTIAL	
Neighborhood Business	**NB**
Office	**O**
Community Business	**CB**
Regional Business	**RB**
Industrial	**I**
Special Overlay Districts	**SO**
North City Business District	**NCBD**

Section 5. Amendment; Development Code. SMC section 20.40.050 is amended to read as follows:

20.40.050 Special ~~overlay~~ districts

A. Special Overlay District.

The purpose of the special overlay (SO) district is to apply supplemental regulations as specified in this Code to a development of any site, which is in whole or in part located in a special overlay district. (Chapter 20.80 SMC, Special Districts). Any such development must comply with both the supplemental SO and the underlying zone regulations. (Ord. 238 Ch. IV § 1 (E), 2000).

B. North City Business District (NCBD).

The purpose of the NCBD is to implement the vision contained in the North City Subarea Plan. Any development in the NCBD must comply with the standards specified in Chapter 20.90.

Section 6. Amendment; Development Code. SMC section 20.40.120, 130, and 140 are amended to read as follows:

20.40.120 Residential type uses.

NAICS #	SPECIFIC LAND USE	R4-R6	R8-R12	R18-R48	NB & O	CB & NCBD	RB & I
RESIDENTIAL GENERAL							
	Accessory Dwelling Unit	P-i	P-i	P-i	P-i	P-i	P-i
	Affordable Housing	P-i	P-i	P-i	P-i	P-i	P-i
	Apartment		C	P	P	P	P
	Cottage Housing	C-i	P-i	P-i			
	Duplex	P-i	P	P	P		
	Home Occupation	P-i	P-i	P-i	P-i	P-i	P-i
	Manufactured Home	P-i	P-i	P-i			
	Mobile Home Park	P-i	P-i	P-i			
	Single Family Attached	P-i	P	P	P		
	Single Family Detached	P	P	C	C		
GROUP RESIDENCES							
	Boarding House	C-i	C-i	P-i	P-i	P-i	P-i
	Community Residential Facility-I (Less than 11 residents and staff)	C-i	C-i	P-i	P-i	P-i	P-i
	Community Residential Facility-II			P-i	P-i	P-i	P-i
721310	Dormitory		C-i	P-i	P-i	P-i	P-i
TEMPORARY LODGING							
721191	Bed and Breakfasts	P-i	P-i	P-i	P-i	P-i	P-i
72111	Hotel/Motel					P	P
MISCELLANEOUS							
	Animals, Small, Keeping and Raising	P-i	P-i	P-i	P-i	P-i	P-i

P = Permitted Use **S = Special Use**

C = Conditional Use **-i = Indexed Supplemental Criteria**

20.40.130 Nonresidential uses.

NAICS #	SPECIFIC LAND USE	R4-R6	R8-R12	R18-R48	NB & O	CB & NCBD	RB & I
	RETAIL/SERVICE TYPE						
532	Automotive Rental and Leasing					P	P
81111	Automotive Repair and Service				P	P	P
451	Book and Video Stores/Rental (excludes Adult Use Facilities)			C	P	P	P
513	Broadcasting and Telecommunications						P
812220	Cemetery, Columbarium	C-i	C-i	C-i	P-i	P-i	P-i
	Churches, Synagogue, Temple	C	C	P	P	P	P
	Construction Retail, Freight, Cargo Service						P
	Daycare Facilities	P-i	P-i	P	P	P	P
722	Eating and Drinking Establishments (Excluding Gambling Uses)	C-i	C-i	C-i	P-i	P-i	P-i
812210	Funeral Home/Crematory	C-i	C-i	C-i		P-i	P-i
447	Gasoline Service Stations				P	P	P
	General Retail Trade/Services				P	P	P
811310	Heavy Equipment and Truck Repair						C
481	Helistop			S	S	S	C
485	Individual Transportation and Taxi					C	S
812910	Kennel or Cattery					C-i	P-i
31	Light Manufacturing						S
441	Motor Vehicle and Boat Sales						P
5417	Research, Development and Testing						P
484	Trucking and Courier Service					P-i	P-i
541940	Veterinary Clinics and Hospitals				P-i	P-i	P-i
	Warehousing and Wholesale Trade						P
	Wireless Telecommunication Facility	P-i	P-i	P-i	P-i	P-i	P-i

P = Permitted Use	**S = Special Use**
C = Conditional Use	**-i = Indexed Supplemental Criteria**

20.40.140 Other uses.

NAICS #	SPECIFIC USE	R4-R6	R8-R12	R18-R48	NB & O	CB & NCBD	RB & I
EDUCATION, ENTERTAINMENT, CULTURE, AND RECREATION							
	Adult Use Facilities					P-i	P-i
71312	Amusement Arcade						P
71395	Bowling Center				C	P	P
6113	College and University				S	P	P
56192	Conference Center	C-i	C-i	C-i	P-i	P-i	P-i
6111	Elementary School, Middle/Junior High School	C	C	C			
	Gambling Uses (expansion or intensification of existing nonconforming use only)				S-i	S-i	S-i
71391	Golf Facility	P-i	P-i	P-i			
514120	Library	C	C	C	P	P	P
71211	Museum	C	C	C	P	P	P
	Nightclubs (excludes Adult Use Facilities)					C	P
7111	Outdoor Performance Center						S
	Parks and Trails	P	P	P	P	P	P
	Performing Arts Companies/Theater (excludes Adult Use Facilities)					P-i	P-i
6111	School District Support Facility	C	C	C	C	P	P
6111	Secondary or High School	C	C	C	C	P	P
6116	Specialized Instruction School	C-i	C-i	C-i	P	P	P
71399	Sports/Social Club	C	C	C	C	P	P
6114 (5)	Vocational School	C	C	C	C	P	P
GOVERNMENT							
9221	Court					P-i	P-i
92216	Fire Facility	C-i	C-i	C-i	P-i	P-i	P-i
	Interim Recycling Facility	P-i	P-i	P-i	P-i	P-i	P-i
92212	Police Facility				S	P	P
92	Public Agency or Utility Office	S-i	S-i	S	S	P	P
92	Public Agency or Utility Yard	P-i	P-i	P-i			P-i
221	Utility Facility	C-i	C-i	C-i	P-i	P-i	P-i
HEALTH							
622	Hospital	C-i	C-i	C-i	C-i	P-i	P-i
6215	Medical Lab					P	P
6211	Medical Office/Outpatient Clinic	C-i	C-i	C-i	P	P	P
623	Nursing and Personal Care Facilities			C	C	P	P

REGIONAL							
	School Bus Base	S-i	S-i	S-i	S-i	S-i	S-i
	Transfer Station	S	S	S	S	S	S
	Transit Bus Base	S	S	S	S	S	S
	Transit Park and Ride Lot	S-i	S-i	S-i	P	P	P
	Work Release Facility						S-i

P = Permitted Use	**S = Special Use**
C = Conditional Use	**-i = Indexed Supplemental Criteria**

Section 7. Amendment; Development Code - New Chapter. The new Chapter 20.90, North City Business District, is hereby added to the Development Code, SMC Chapter 20 to read as set forth in Exhibit C, entitled Development Code, Special District: North City Business District, attached hereto and incorporated herein by this reference as if set forth in full.

Section 8. Mitigation. The SEIS lists a number of measures that will be necessary to mitigate for probable significant environmental impacts for certain environmental elements addressed in the document. The following measures are described in the SEIS and will be implemented by the City of Shoreline:

1. The City will work with businesses to minimize potential impacts to businesses and residents affected by construction of street improvements on 15th Avenue NE.
2. Improvements to 15th Avenue NE within the North City Business District (NCBD) shall include the following streetscape design elements:
   a) Lighting.
   b) Landscape treatment.
   c) Street trees and decorative tree grates.
   d) Convenient, safe, frequent, and easy pedestrian crossings.
   e) Special pavement treatment to identify pedestrian crossings.
   f) Special street signage for the North City Business District.
   g) Street furniture.
   h) Undergrounding of utility lines.
3. Prior or concurrent with the beginning of the construction of improvements to 15th Avenue NE the following traffic mitigation to neighborhood streets and to 15th Avenue NE outside the North City Business District shall be required:
   a) Remove centerline striping on 10th Avenue NE except where the centerline is required for safety and evaluate possible reduction of the speed limit.

b) Install a chicane on NE 177th Street between 15th Avenue NE and NE Serpentine Place near the crest of the hill, at approximately 1703 NE 177th Street.

c) Close NE Serpentine Place at NE 177th Street to vehicles with a cul-de-sac, but maintain pedestrian and bicycle connections. Investigate the possibility of providing a pocket park at this location.

d) Install a traffic calming device on NE 177th Street at the closed intersection with NE Serpentine Place. The stop signs currently at this location will no longer be warranted and should be removed.

e) Install traffic circles on NE 168th Street at 16th Avenue NE, 21st Avenue NE and 23rd Avenue NE. The traffic circles at 21st Avenue NE and 23rd Avenue NE may be substituted with a chicane between 21st Avenue NE and 23rd Avenue NE.

f) Remove striping on NE 168th Street in flat areas. Centerline striping to remain between 18th Avenue NE and 15th Avenue NE.

g) Install curb, gutter, and sidewalks along NE 175th Street east of 15th Avenue NE, at a minimum of 100 feet past the intersection with NE Serpentine.

h) Revise the roadway design in the vicinity of 25th Avenue NE and NE 168th Street to guide the primary flow of traffic to remain on the arterial. This may include revisions to the traffic control or restriping the lanes.

i) Restripe 15th Avenue NE to a two or three-lane roadway, with appropriate transitions, turn-pockets, and two-way center left turn lanes, between NE 145th Street and the North City Business District south boundary. The City will work with businesses to maintain safe business access.

j) Restripe 15th Avenue NE to a two or three-lane roadway, with appropriate transitions, turn-pockets, and two-way center left turn lanes, from the North City Business District north boundary to NE 196th Street.

k) Implement a monitoring program to determine the need for secondary mitigation measures. Baseline data from the monitoring prior to the construction of the 15th Avenue NE improvements shall be compared with additional monitoring one and two years after completion of construction. In order to determine levels of cut-through traffic, monitor residential streets surrounding the 15th Avenue NE corridor (including NE 168nd Street, NE 177th Street, 8th Avenue NE, Perkins Way, 10th Avenue NE, and the intersections of NE 165th Street/15th Avenue NE and NE 165th Street/5th Avenue NE). Evaluation of potential impacts of cut-through traffic should be based on the threshold monitoring criteria described in Appendix B of the Draft SEIS, Table A-9.

4. The City of Shoreline should develop a plan for pedestrian/sidewalk/bicycle connectivity of the area surrounding the North City Business District in order to enhance pedestrian safety and encourage non-motorized transportation by the year 2005.

5. The City of Shoreline should work with Metro Transit to incorporate appropriate methods to facilitate speed and reliability of transit on 15th Avenue NE.

6. The City of Shoreline should work with Metro Transit to determine post-construction impacts to transit speed and reliability. The City of Shoreline should develop additional improvements warranted by the results of monitoring as part of the City's annual CIP process.

Section 9. Amendment ; Transportation Improvement Plan. The City of Shoreline 2002-2007 Transportation Improvement Plan shall be revised to include mitigation projects listed in Section 8 of this ordinance and submitted for Council approval before December 31, 2001.

Section 10. Severability. Should any section, subsection, paragraph, sentence, clause, or phrase of this ordinance or its application to any person or situation be declared unconstitutional or invalid for any reason, such decision shall not affect the validity of the remaining portions of this ordinance or its application to any other person or situation.

Section 11. Third Party Liability. This ordinance does not create or otherwise establish or designate any particular class or group of persons who will or should be especially protected or benefited by the terms of these regulations. No provision or term used in these regulations is intended to impose any duty whatsoever upon the City or any of its officers, employees, or agents. Notwithstanding any language used in this ordinance, it is not the intent of this ordinance to create a duty and/or cause of action running to any individual or identifiable person, but rather any duty is intended to run only to the general public.

Section 12. Effective Date and Publication. A summary of this ordinance consisting of the title shall be published in the official newspaper and the ordinance shall take effect five days after publication.

Section 13. Expiration Date. This ordinance shall expire fifteen (15) years from the date of adoption, if not extended following a public hearing.

PASSED BY THE CITY COUNCIL ON _____ __, 2001.

_____

Mayor Scott Jepsen

ATTEST:

_____

Sharon Mattioli, CMC

City Clerk

APPROVED AS TO FORM:

_____

Ian R. Sievers

City Attorney

Date of Publication: _____

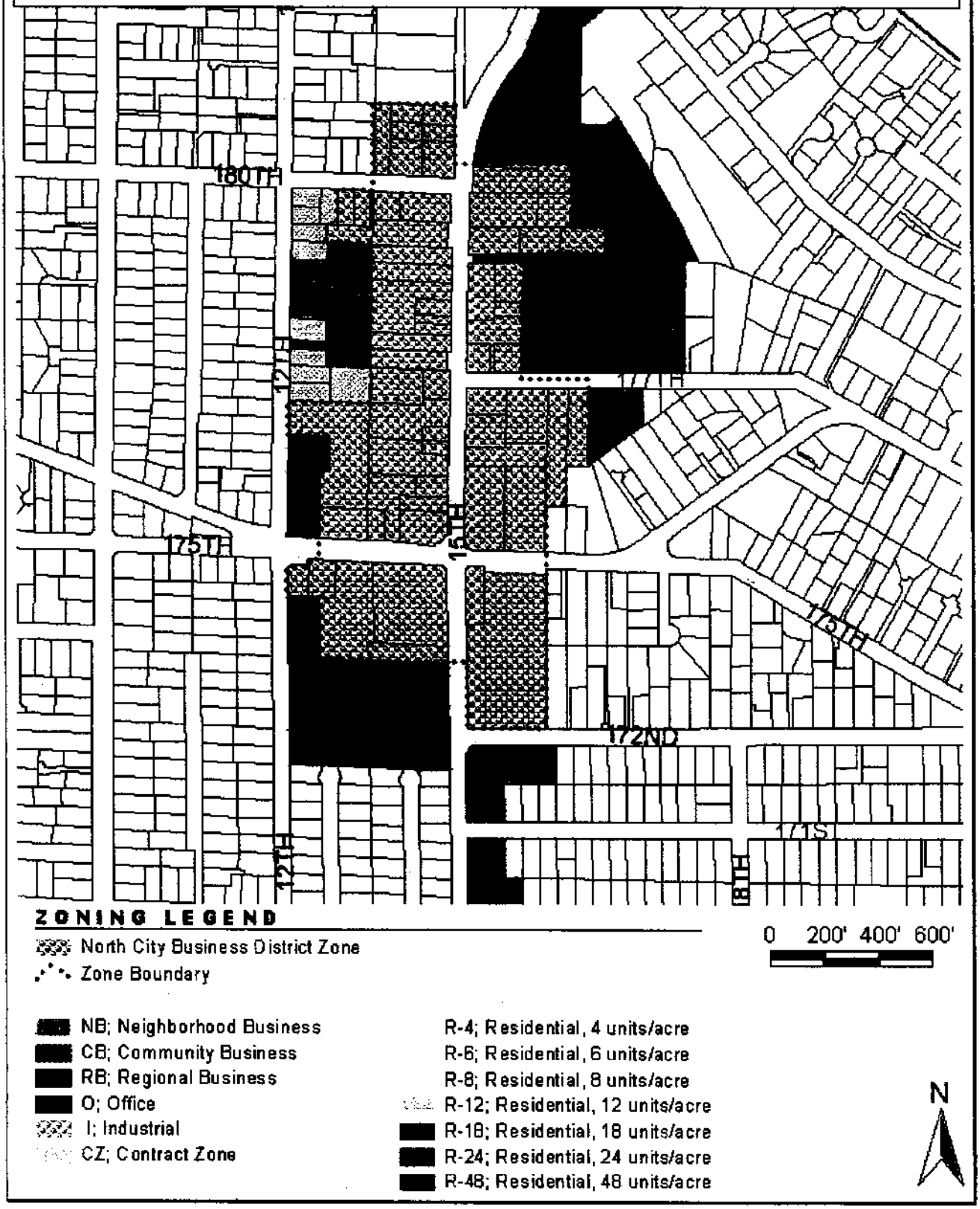
Effective Date: _____

EXHIBIT A

NORTH CITY SUB-AREA PLAN

(in front pocket of Council Packet)

Map 1: North City Business District (NCBD) Zoning



Attachment B

PLANNED ACTION

FINAL
SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT

NORTH CITY SUB-AREA PLAN

(in front pocket of Council Packet)

Exhibit C

DEVELOPMENT CODE

SPECIAL DISTRICT: NORTH CITY BUSINESS DISTRICT

Chapter 20.90

PLANNING COMMISSION RECOMMENDED DRAFT
REVISED MARCH 2001

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20.90.010 Purpose

A. The purpose of this chapter is to establish standards for the North City Business District (NCBD) Zone. These standards will implement the vision contained in the Comprehensive Plan: North City Sub-area and modify and/or supplement the development standards specified in Chapter 20.50 SMC. In the event of a conflict between standards, the standards of this chapter shall prevail. The standards are intended to address the following objectives:

1. Visually narrow roadway and calm traffic through streetscape improvements.

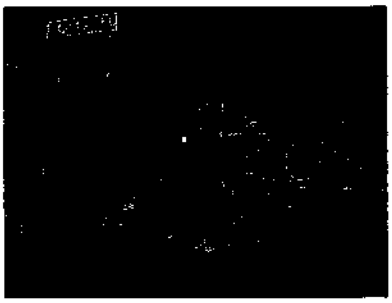
2. Bring buildings up to the street. Create a sense of urban enclosure by placing parking behind buildings.

3. Create a pedestrian shopping district with wider, more continuous sidewalks. Buffer pedestrian zone with on-street parking and street trees. Provide more opportunities for pedestrians to cross.

4. Provide mid-block access to parking. Combine curb cuts.

5. Create opportunities for shared parking behind buildings. Reduce duplication of parking requirements.

6. Encourage redevelopment of the area while preserving the privacy and safety of the abutting existing neighborhoods.



15th Avenue NE looking North

NE 177th Street at 15th Avenue NE looking East

NE 177th Street at 15th Avenue NE looking East

NE 177th Street at 15th Avenue NE looking West

B. Set forth a procedure designating certain land use actions within the boundaries of the geographic area described in the North City Business District Subarea Plan as North City Business District zone as "planned actions" consistent with RCW 43.21.031, WAC 197-11-164 to 172, and City of Shoreline Development Code, 20.30.640.

C. Streamline and expedite land use permit review process for projects that qualify as "planned actions" within the North City Business District. Qualified "planned action" projects shall not require a SEPA threshold determination and shall be reviewed as ministerial decisions by applying the provisions of the Development Code.

D. Combine environmental analysis with land use planning.

E. Ensure that land use actions designated as "planned actions" are appropriately mitigated and conditioned by the provisions of this ordinance and all of the City's development regulations.

20.90.020 North City Business District Zone and Permitted Uses

A. In order to implement the vision of the Comprehensive Plan: North City Sub-area, there is hereby established the North City Business District (NCBD) zone as shown on Map 1 and on the official zoning map.

B. To meet the land use objective of the North City Sub-area Plan for creation of a walkable main street, specific focus areas have been established (see Map 2).

Focus Areas

1. Main Street 1

The pupose of Main Street 1 is to create a focused commercial core with residential or office uses located on the upper stories. Commercial uses are required at the street level fronting on 15th Avenue N.E. The minimum depth of street level commercial uses shall be 20 feet from the front-age line of the structure on 15th Avenue N.E.

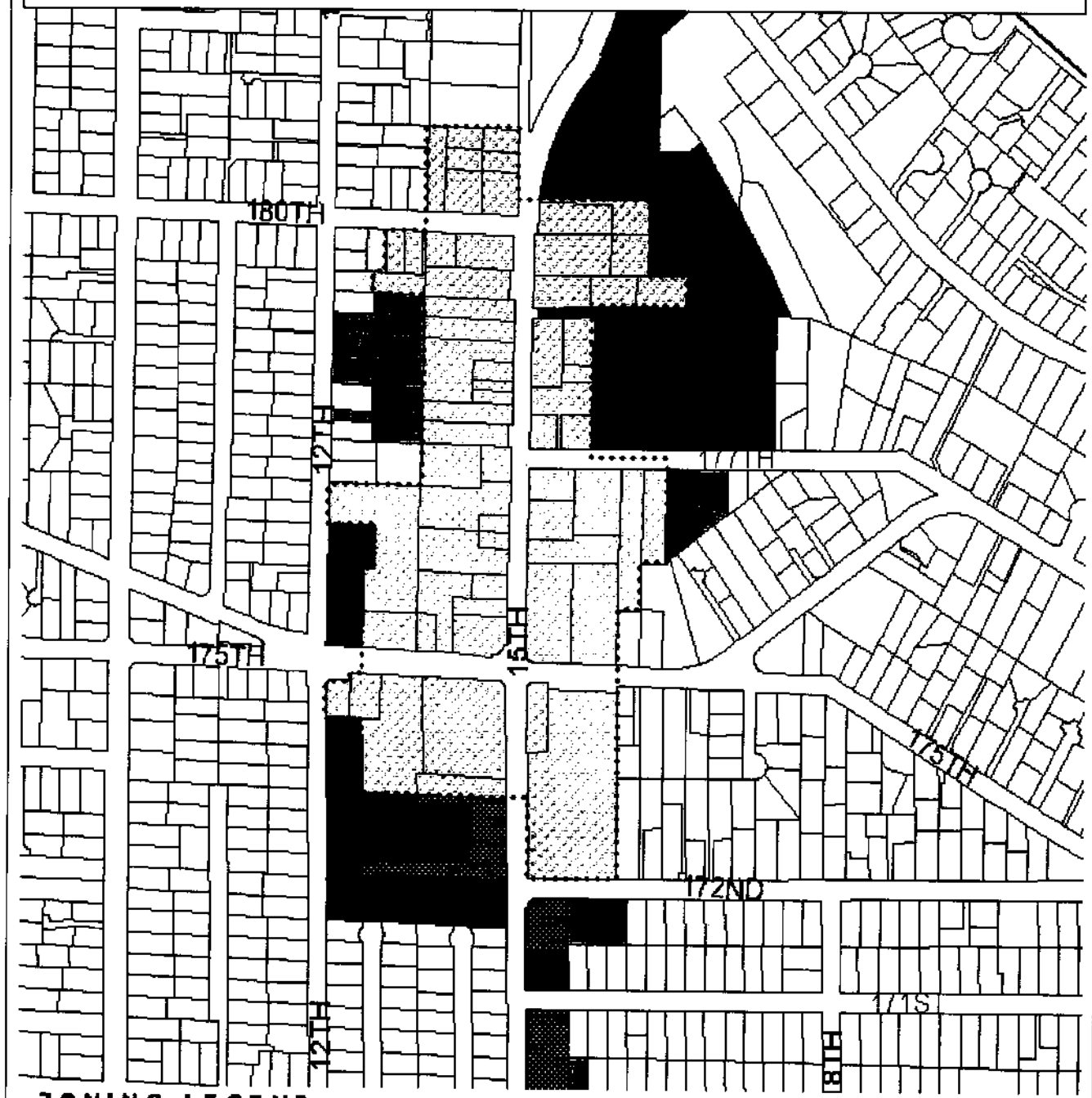
2. Main Street 2

The purpose of Main Street 2 is to provide a mix of retail, office, and residential uses. A mix of housing types including townhouses, condominiums, apartments and commercial uses are permitted at the street level.

C. Land located within the North City Business District zone is subject to regulations of this chapter and Chapter 20.50 SMC. In the event of a conflict between the provisions of this chapter and Chapter 20.50, the provisions of this chapter apply.

D. Permitted uses for the North City Business District zone are specified in Chapter 20.40 SMC.

Map 1: North City Business District (NCBD) Zoning



ZONING LEGEND

North City Business District Zone

Zone Boundary

NB; Neighborhood Business
CB; Community Business
RB; Regional Business
O; Office
I; Industrial
CZ; Contract Zone

R-4; Residential, 4 units/acre
R-6; Residential, 6 units/acre
R-8; Residential, 8 units/acre
R-12; Residential, 12 units/acre
R-18; Residential, 18 units/acre
R-24; Residential, 24 units/acre
R-48; Residential, 48 units/acre

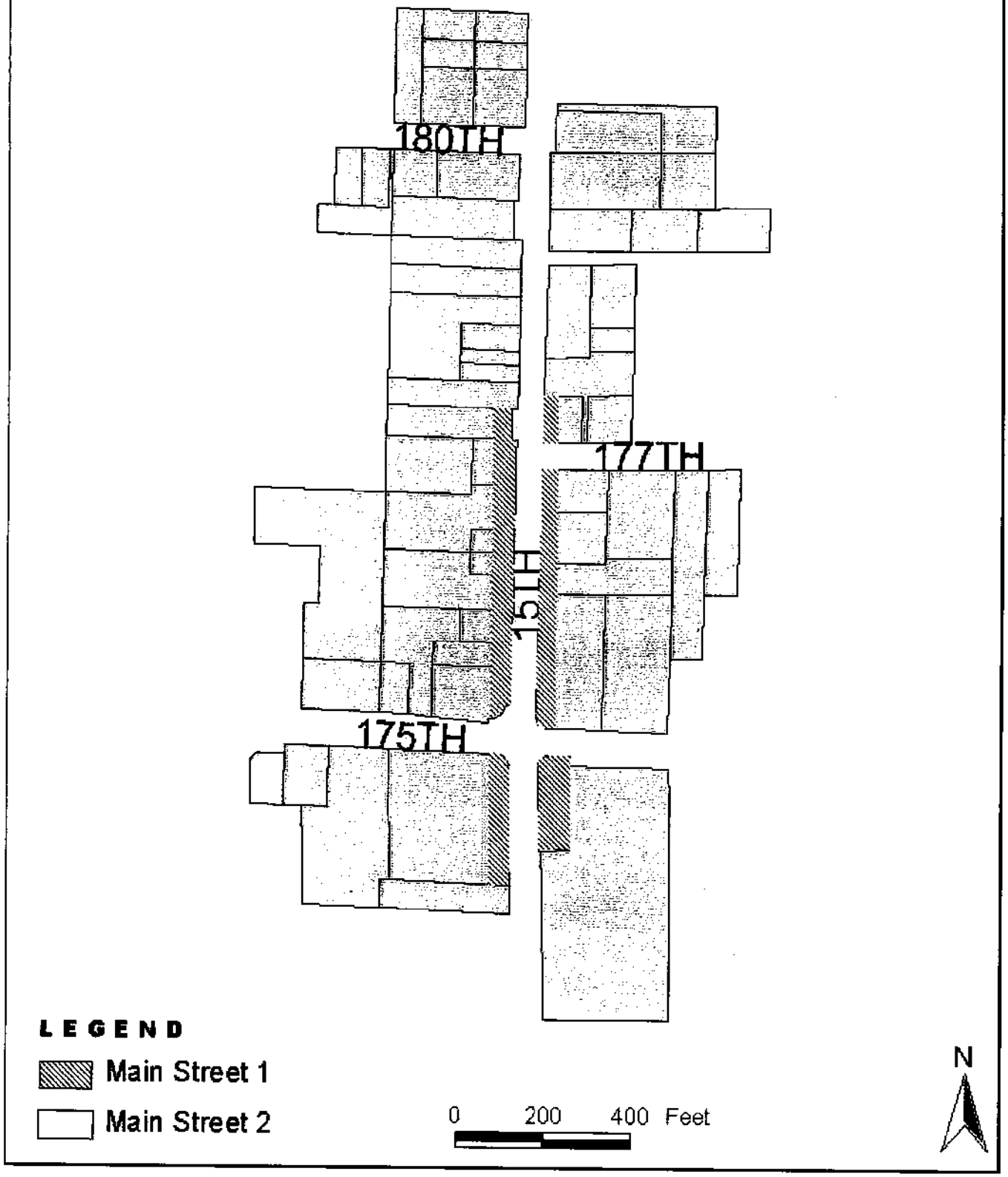
0 200' 400' 600'

N

Special District: North City Sub-Area

4

Map 2: North City Business District (NCBD)



20.90.025 Review and Approval of Planned Action Projects

A. The purpose of this section is to streamline and expedite the development permit review for projects that qualify as planned actions and to ensure that development within the North City Business District complies with the design objectives and standards established in this chapter.

B. Development proposals within the North City Business District are designated to be planned actions if:

1. The development proposal is located within the North City Business District zone; and

2. The significant environmental impacts of the proposal had been adequately addressed in the Supplemental Environmental Impact Statement (hereafter "SEIS") prepared for the North City Subarea Plan; and

3. The development proposal implements the North City Subarea Plan; and

4. The project is not an essential public facility as defined in RCW 36.70A.200; and

5. The thresholds for total development analyzed in the SEIS would not be exceeded.

C. Development permit applications for a planned action shall be subject to a three step ministerial review and decision-making process by the Director. The intent of this process is to ensure that the development will be consistent with the North City Subarea Plan, development standards, and the SEIS.

Step 1. Pre-submittal Concept Review: Applicant presents schematic sketches and general outline of the proposal. This is an opportunity to discuss the design principles that apply to the development proposal. Major problems can be identified before the formal application is made.

Step 2. Application Submittal for a Planned Action: Exterior Building Facades, Site Plan, Landscaping, Parking Plans, and Planned Action Environmental Checklist are required to be submitted for development proposals that wish to qualify as a planned action. The Director shall specify the submittal requirements on a submittal checklist for the planned action development available from the Department. Within the 28 days after the submittal, the director may administratively approve, approve with conditions, or deny in writing the planned action development. The proposed project shall require additional environmental review and mitigation in addition to that set forth in this subchapter if significant adverse environmental impacts were not adequately addressed in the SEIS.

Where the Director determines that an application for development permit does qualify as a planned action, the project permit application shall be processed under the administrative procedures set forth in the City's Development Code, 20.30.040, Ministerial Actions - Type A. Where the Director determines that the application does not qualify as a planned action, it may be processed under appropriate provisions of Chapter 20.30.

Step 3. Building Permit: A building permit is processed as a Type A action.

D. There is no administrative appeal of the administrative determination to approve, conditionally approve, or deny an application for a planned action.

E. Application for a planned action development permit shall not require the issuance of a threshold determination under SEPA, as provided by RCW 43.21C.031, WAC 197-11-172(2)(a) and Chapter 20.30. A planned action approval shall be based upon the environmental analysis contained in the SEIS. The SEIS, mitigation included in this section, together with other City codes, ordinances, and standards, shall provide the framework for the decision by the City to impose conditions on a planned action project. Other environmental documents and studies listed in the SEIS may also be used to assist in analyzing impacts and determining appropriate mitigation conditions.

F. Planned action development proposals shall implement the following measures:

1. Use of shared parking facilities where possible.

2. Prepare a parking management plan to ensure efficient and economic use of parking. The parking management plan shall include at a minimum a program for sharing residential and non-residential spaces, encourage use of transit and other forms of transportation, and provide incentives for Commute Trip Reduction.

3. Include in the project design facilities that support bicycle use; provide bike racks, covered and secured bike storage areas for riders employed on site.

4. Provide public alley easements through designated areas identified in Figure 20.90.80.

5. In order to enhance security throughout the project, the following will be included as part of the site design of any proposed development:

   a. Pathway, buildings, and parking structure lighting shall be designed to enhance security.

   b. During the site plan review, the City's Police Department will be provided with the opportunity to review and comment on the development plans.

   c. Landscape areas will be designed so as not to conceal potential criminal activity around buildings and parking areas.

G. Restricting pedestrian and vehicular access between adjoining parking lots shall be prohibited.

20.90.030 Density

Calculation: The density in terms of total number of dwelling units shall be calculated on project basis in conformance with the standards of this chapter and all applicable sections of the Development Code. There is no maximum or minimum density required.

20.90.40 Dimensional Standards

Table 20.90.040 North City Business District Site Development Standards

STANDARDS	MAIN STREET 1	MAIN STREET 2
Maximum front (street setback)	0 ft. (3) (4)	10 ft. (1) (3) (4)
Minimum side and rear yard setback from non-residential zones	0 ft. (5)	0 ft. (5)
Minimum side and rear yard setback from resisential zones	15 ft.	15 ft.
Base Height	60 ft.	60 ft.
Upper floor setback (transition line) for all portions of a building along street and edges along adjacant residential zones	10 ft. (2) (4)	10 ft. (2) (4)
Maximum impervious surface	85%	85%

Note: Exceptions to the numerical standards in this table are noted in parenthesis and described below.

Exceptions to Table 20.90.040:

(1) *Residential development (excluding mixed use)shall have a minimum 10 feet wide, fully landscaped front yard measured from the back of the sidewalk.*

(2) *Buildings located at corners should serve as gateways to the neighborhood, distinguishable from the rest of the buildings. 60'-0" height shall be allowed without upper floor setbacks on corners. This shall only be done when a corner emphasis is desired. After 50'-0" distance from a corner, building shall comply with upper level setbacks as specified in Table 20.90.040*

(3) *Corner buildings shall be set back by 2'-0" from the street frontage line.*

(4) *Unenclosed balconies on sides of the building that are above the 35' transition line setback shall be permitted to encroach into the 10' setback.*

(5) *Side and rear setbacks for buildings are not required, unless an adjacent building existing at the time of development has windows facing the side or rear. Then any new building shall provide minimum setback of 5'-0".*

20.90.050 Existing Structures

A. All structures that existed prior to the effective date of this ordinance shall be considered conforming. A structure that existed prior to the effective date of this ordinance, and which is damaged or partially destroyed as a result of a catastrophic loss, may be reconstructed to its previous configuration.

B. Structures that are enlarged, intensified, increased or altered in excess of 50% of the value of the existing structure shall comply with the development standards. The value of the structure shall be deemed to be the value at the time a development application is submitted, excluding the value of tenant improvements.

20.90.060 Street Frontage Standards

A. Residential uses shall be allowed at ground level in Main Street 2, subject to the following:

1. Residential buildings must be set back from back of sidewalk 10'-0" (front yard setback).

2. The first floor of residential buildings shall be one hour fire rating construction and 12'-0" in height from finished floor to finished ceiling.

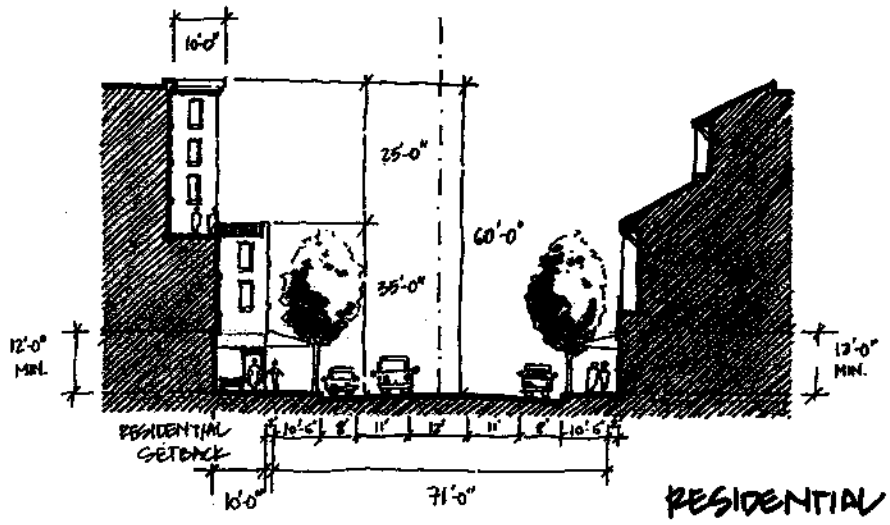


Figure 20.90.060 (A): Residential Street Frontage Standards.

B. Building facades shall occupy 100% of street frontage in the North City Business District zone. This street frontage requirement may be reduced to 80% if the development creates plazas or courtyards and/or allows for alley access to parking in the rear with a separate pedestrian walkway.

C. All buildings shall have their principal building pedestrian entrance on the street frontage line. The entrance doors shall be recessed from the facade by a minimum of 3 feet.

D. Surface parking lots, loading docks, and service areas shall not be permitted along the frontage line on 15th Avenue N.E.

E. Encroachments into Sidewalk

1. Special features may project up to six (6) feet into the sidewalk, providing that they are a minimum seven (7) feet above the sidewalk and providing that they do not interfere with trees, utilities, transit shelters or other street furnishings. Examples include blade signs and awnings.

2. Street furniture and similar encroachments are allowed to occupy two (2) feet of the sidewalk providing that they do not interfere with trees, utilities, transit shelters or other street furnishings. Examples include bay windows, planters, trash receptacles, tables, and benches.

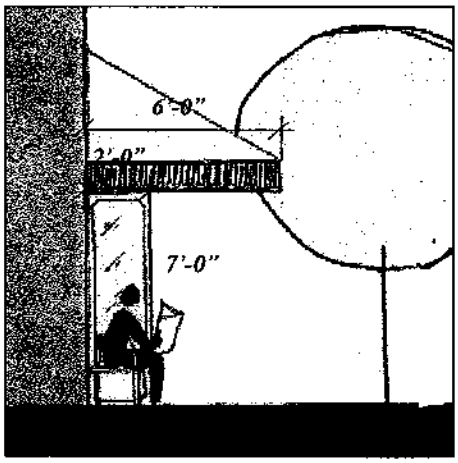


Figure 20.90.060 (E): Examples of Encroachments into the sidewalk.

20.90.070 Street Corner Standards

A. Buildings located at corners shall serve as gateways to the neighborhood distinguishable from the rest of the buildings. 60'-0" height shall be allowed without upper floor setbacks on corners. After 50'-0" distance from a corner, building shall comply with upper level setbacks as specified in Section 20.90.060 (A) (1).

B. Corner buildings shall be set back by 2'-0" from the street frontage line for a linear distance of 50'-0" measured from a corner along the street frontage. After 50'-0" distance from a corner, this 2'-0" setback from the street frontage line may be eliminated. Buildings on corner lots shall be oriented to the corner. Corner entries and/or architectural treatment shall be used to emphasize the corner location.

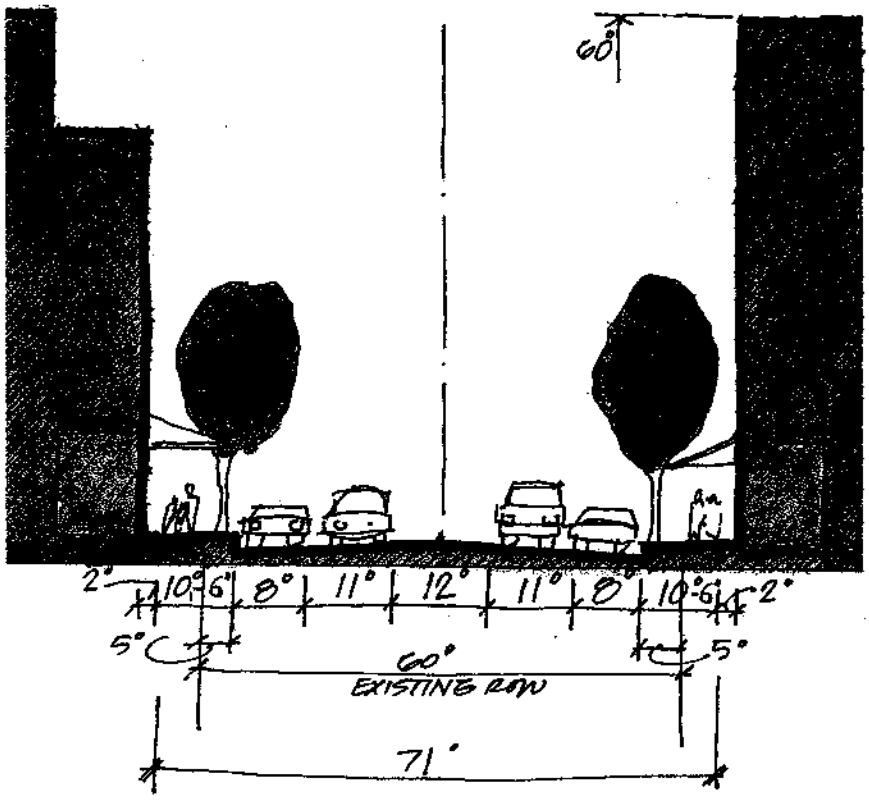


Figure 20.90.070 (B): Corner buildings shall be set back by 2'-0".

SW corner of 15th Avenue NE and NE 180th Street.

SE corner of 15th Avenue NE and NE 177th Street.

Figures 20.90.070 (B): Examples of corner treatment.

20.90.080 Parking, Access, and Circulation

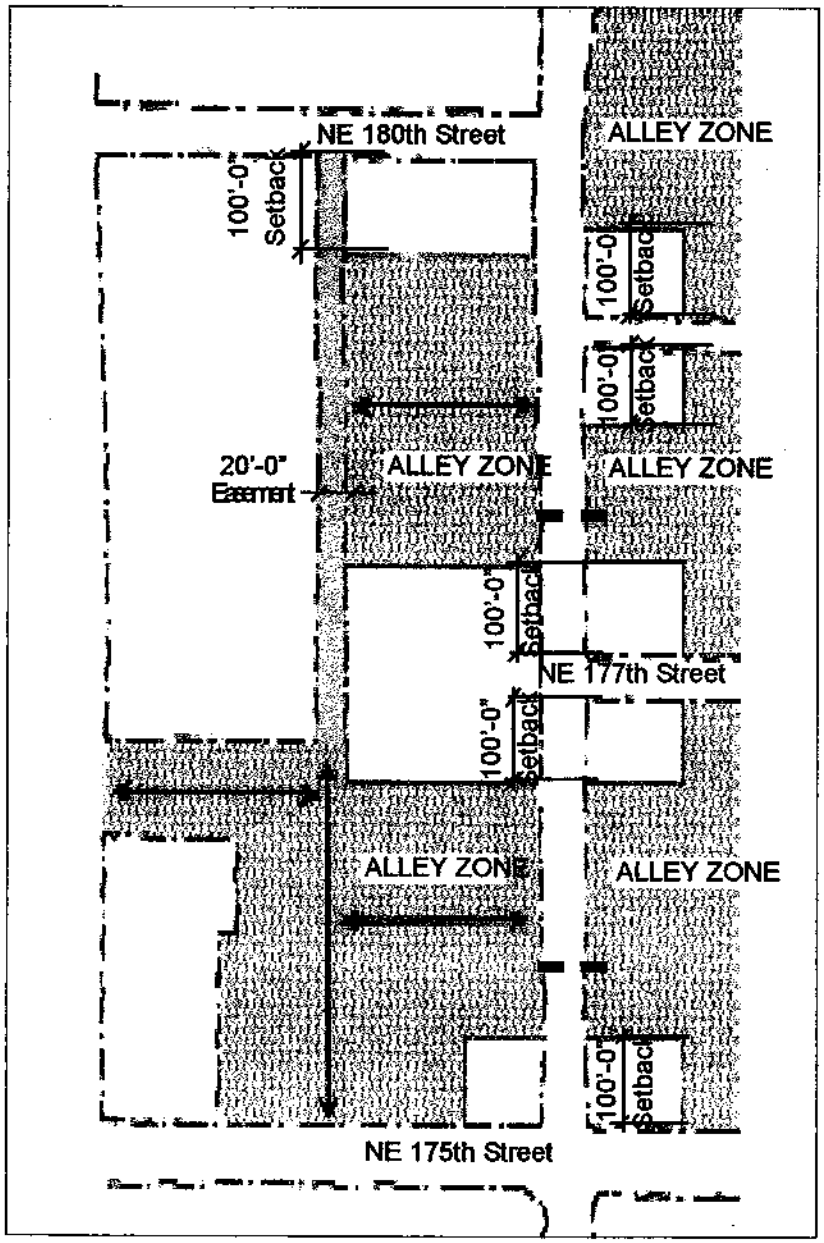


Figure 20.90.80: Schematic design of circulation, access, alleys, and parking along 15th Avenue N.E.

A. **Alleys.** A system of alleys and access lanes should provide easy access to buildings and parking lots located in the rear of the properties behind the buildings facing 15th Avenue N.E. This alley system is a secondary circulation system that helps avoid too many curb cuts on 15th Avenue N.E. Curb cuts would disrupt the desired pedestrian main street character.

In Figure 20.90.080 only a portion of the alley system is specifically located to allow for maximum flexibilty for an alley system within the alley zone.

This system prohibits alleys or access lanes within 100 ft. from an intersection and 50 ft. from a pedestrian crosswalk.

Also this alley system should provide pedestrian linkages through mid-blocks and between properties. Lighting shall be provided for pedestrian safety.

B. **Parking Location.** All surface parking lots shall be located behind buildings.

C. **Required Parking Spaces.**
Residential: Minimum 1 space/ dwelling unit (regardless of number of bedrooms).
Commercial: Minimum 1 space/500 sq. ft. gross floor area.

D. **Parking Access.** The number of parking lot entrances, driveways, and curb cuts shall be minimized.

E. All applicable standards of Chapter 20.50, Subsection 6 (Sections 20.50.380 through 20.50.520) shall apply.

20.90.090 Signs

A. Table of Dimensional Standards

	Free Standing Signs (Only monument signs permitted.)	Building Mounted Signs	Projecting Signs (Blade)	Entrance & Exit Signs
Maximum Sign Area	25 sq. ft.	25 sq. ft.	12 sq. ft.	4 sq. ft.
Maximum Height	42 inches	Not to extend above the building parapet, eave line or the roof of the building or above the window sill of the second floor, whichever is less.		42 inches
Maximum Number Permitted	1 per street frontage	1 per each business		1 per street frontage

B. Prohibited signs (see Sec. 20.50.550).

C. Window signs are permitted to occupy a maximum 25% of the total window area.

D. Street numbers shall be installed on all buildings and will not be counted towards the permitted sign area.

E. Site specific standards, nonconforming temporary and exempt signs (see Sections 20.50.560 through 20.50.610).

20.90.110 Landscaping

All applicable standards of Sections 20.50.450 through 20.50.520 shall apply.

20.90.120 Lighting

A. Lighting should use minimum wattage metal halide or color corrected sodium light sources which give more "natural" light. Non-color corrected low pressure sodium and mercury vapor light sources are prohibited.

B. All building entrances should be well lit to provide inviting access and safety.

C. Building-mounted lights and display window lights should contribute to lighting of walkways in pedestrian areas.

D. Parking area light fixtures should be designed to confine emitted light to the parking area. Post height should not exceed sixteen feet (16').

E. Back-lit or internally lit vinyl awnings are prohibited.

F. Neon lighting may be used as a lighting element, provided that the tubes are concealed and are an integral part of the building design. Neon tubes used to outline the building are prohibited.

ATTACHMENT C

JANUARY 16, 2001 AGENDA ITEM
(Staff Report and Minutes)

Council Meeting Date: January 16, 2001 **Agenda Item:** 6(a)

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	North City Sub-area Plan –Status Report
DEPARTMENT:	Planning and Development Services
PRESENTED BY:	Timothy Stewart, Director Anna Kolousek, Assistant Director

EXECUTIVE / COUNCIL SUMMARY

The purpose of this staff report is to inform your Council about the Planning Commission recommendations regarding the North City Sub-area Plan, the preparation of the environmental documents for this plan, and the strategies for implementation.

The implementation of the North City Sub-area Plan is Goal No.7 on your Council's 2000 – 2001 Work Plan. On September 21, 2000, during the joint workshop with the Planning Commission, your Council and the Commission discussed the North City Sub-area Plan draft (see Attachment A). Following this workshop the Commission held a public hearing, continued their discussion, and on October 19, 2000, unanimously recommended to your Council the adoption of the plan, subject to the following recommendations:

1. Eliminate the density limitations within the Main Street Overlay Zones.
2. Develop traffic mitigation measures as part of the SEPA (State Environmental Policy Act) Planned Action Ordinance and ensure that the neighborhood streets will not be impacted by the potential cut-through traffic resulting from the redesign of 15th Avenue NE.
3. Advance the Capital Improvement Program for 2001 to begin implementation of the traffic improvements that are proposed for the 15th Avenue NE overlay zones together with the necessary mitigation that will be required by the Planned Action EIS Ordinance.

The Planning Commission reserved their rights to review the Draft EIS (Environmental Impact Statement) together with the proposed mitigation, and if necessary, to make adjustments to their October recommendations.

RECOMMENDATION

No Council action is required at this time. Staff welcomes Council questions, comments, and seeks your concurrence with the Planning Commission recommendations.

Approved By: City Manager LB City Attorney N/A

BACKGROUND / ANALYSIS

The North City Sub-area Plan draft consists of two documents:

- Comprehensive Plan Amendment – North City Sub-area (Attachment A)
- Special District - North City Sub-area, supplement to the Development Code (Attachment B).

The market and financial analysis, based on the demonstration projects illustrated in the Sub-area Plan draft, was presented to your Council during the joint workshop on September 21, 2000. The purpose of the market and financial analysis is to provide estimates of the financial feasibility for redevelopment of specific demonstration projects in accordance with the proposed plan.

After the joint workshop with your Council, the Planning Commission held a public hearing on the draft plan, discussed it and asked staff to address the following issues:

Issue #1 - Density for the Main Street Overlay Zones

The overriding objective of the North City Sub-area Plan is to encourage new development proposals that fit with the design concept illustrated in the plan. This concept proposes a pedestrian oriented "main street", with medium-rise buildings located tightly to the sidewalk, and housing located above ground floor retail. Two Overlay Main Street Zones are proposed in the plan. Zone 1 would require retail at ground floor level; while Zone 2 would allow residential units on the ground floor. The accompanying market and financial analysis suggests that achieving this concept may be financially risky without adequate residential density to support new retail uses.

Staff and Planning Commission recommend eliminating the restriction on the number of dwelling units in both Overlay Zones, subject to compliance with the Special District, Main Street Overlay Zones development standards. Elimination of the density limit (48 dwelling units/acre) will allow the project proponents to establish the most economical distribution of spaces and dwelling units within a building envelope. (For example, there could be more one-bedroom dwelling units within the same size building.) Please note, that the building size ("bulk") is regulated through height, impervious surface, parking, and design standards specified in the Development Code, adopted in June 2000. The proposed addition to the Development Code, the Special District: North City Sub-area, includes new development standards, specifically tailored for the 15th Avenue NE. The new standards include elimination of setback requirements for commercial buildings, requirements for stepping back upper-levels of the building facade, treatment of corners, permitted encroachments into rights-of-way, signs, alley access, parking, and circulation.

Issue #2 – Traffic, Tapering Down 15th Avenue NE

There are two issues involved in tapering down 15th Avenue, which will impact the future redevelopment of properties in accordance with the proposed vision:

1. The physical dimension of the rights-of-way, or the distance between the future buildings (right-of-way width for travel lanes, street parking, and sidewalks). This is illustrated in the plan as the back of the sidewalk distance of 71 feet (distance between future buildings that could be constructed without any front yard setback) for "mid-block " areas and 75 feet for corner areas (distance of 50 feet from the corner). The actual curb-to-curb distance would be 50 feet, with a 10.5-foot wide sidewalk (including a 4-foot wide strip for landscaping/amenity zone). The plan eliminates the requirement for a 10-foot front yard (street) setback for commercial buildings along 15th Avenue NE, within the Main Street Overlay Zones. The existing curb-to-curb distance is 60 feet, with a 6.5-foot wide sidewalk on each side of the street, and required a 10-foot setback for all buildings, total distance between future buildings of 93 feet. The existing right-of way ranges between 60 and 80 feet.

   Staff and Planning Commission recommend no change to the physical dimension of the rights-of-way (60 feet). However, there will be reduction of the distance between future buildings from 93 feet (existing) to 71 feet (proposed), due to the elimination of the front yard setback.

2. The design of traffic lanes, or the operational character of the rights-of-way. Several options for the 15th Avenue NE design of traffic lanes were considered during the charrette. The consensus of the participants was to proceed with the three-lane option - two travel lanes (one in each direction), center left-turning lane, and parallel parking on both sides of the street. This option best supports the "main street" concept that allows pedestrians to move more easily from one side of the street to the other, without feeling the automobile dominance of the street. The street width designated for cars would be narrower, cars would move more slowly, and the buildings and sidewalks (instead of cars) would dominate the street scene.

   Traffic analysis will be conducted during the preparation of the EIS for the draft plan. EIS will address the traffic issues and mitigation necessary to accomplish this concept.

   Staff believes that the proposed three-lane concept for 15th Avenue NE is an important part of the North City Sub-area Plan and the vision for the North City Business District. Even if the traffic analysis, developed during the EIS process, demonstrates that the three-lane concept would not work from the operational point of view, the physical dimension of the rights-of way, 71 feet distance between the buildings, does not need to change. The design of the traffic lanes (and the sidewalk) within the rights-of-way may be modified as part of the traffic mitigation and may include other options. For example, the parking lane could be converted to a traffic or bus lane, perhaps only in peak traffic periods. Or, the existing four travel lanes could be retained with some modifications to the parking and sidewalk layout.

Staff and the Commissioners recommend no changes to the draft plan, however, if the EIS presents a need for operational changes, the Planning Commission reserved the right to review them prior to City Council action on the plan (and the SEPA Planned Action Ordinance).

Issue #3 – Potential for Cut-through Traffic on Neighborhood Streets

Planning and Development Services and Public Works Department staff are working on a comprehensive traffic mitigation plan that will be prepared as part of the EIS and the SEPA Planned Action Ordinance. The mitigation plan may include alternate route signage, traffic signals, traffic circles, curb extensions, some one-way streets, construction of alleys, pedestrian and bike pathways, and traffic calming devices. The close proximity of different uses (residential, retail, offices) will enhance the opportunity for pedestrian and bike trips, instead of relying exclusively on automobiles. Making walking and bicycling more attractive to residents may reduce the necessity of some automobile trips. Traffic calming will create a safer environment for pedestrians and bicyclists by encouraging reduced traffic speeds.

Public Works Department included the traffic mitigation plan in the Capital Improvements Program (CIP).

Issue #4 - Strategies to Support the Redevelopment in North City Consistent with the Plan Vision

1. Planned Action SEPA

The North City Sub-area Plan Environmental Impact Statement (EIS) will be a Planned Action EIS (RCW 43.21C.031(2)(a). The Planned Action EIS will meet all requirements of SEPA and at the same time provide a substantive incentive to development projects that comply with the North City Sub-area Plan. The incentives include:

- Environmental review of these projects will consist only of compliance with the SEPA Planned Action Ordinance.
- These projects will be reviewed under Type A review procedure.
- More certainty for permit review for these projects.
- Reduced cost of review.
- Shorter permit review times.

The public also will benefit from this process:

- All impacts of development considered in this plan will be disclosed and evaluated prior to the adoption of the Sub-area Plan.
- Mitigation measures for development impacts will be part of the SEPA Planned Action Ordinance; they will be reviewed and adopted together with the Sub-area Plan.
- Mitigation will be implemented in accordance with the mitigation schedule, instead of piecemeal, on a project-by-project basis.

The threshold determination and scoping notice and scoping were distributed and published on October 3, 2000. We did not receive any comments on the scoping notice.

2. Advance the Capital Improvement Program (CIP) with Emphasis on 15th Avenue NE

The City Council allocated in CIP for year 2001 the sum of $900,000 for environmental review and design of the traffic improvements for the 15th Avenue NE together with the necessary mitigation that will be required by the Planned Action EIS Ordinance, such as cut-through traffic on neighborhood streets. The total allocation for the North City improvements in the approved CIP is $5,450,00.

3. Economic Development Program

Our Economic Development Coordinator will work on a variety of strategies to position North City as a desirable location for successful development. The strategies may include:

- Additional improvements to the permit review process and avoiding unnecessary delays for proposals consistent with the plan.
- Facilitate transit oriented development and work with the transit agencies to improve bus connections between the business district and surrounding areas.
- Identify small, neighborhood oriented businesses and assist them with the development needs and marketing efforts.
- Assist with parcel assembly for coordinated development proposals that meet the criteria identified in the program.
- If necessary, assist with business relocation.

Planning Commission Action

On October 19, the Planning Commission, based on public input, recommended unanimously to the City Council the adoption of the North City Sub-area Plan (Comprehensive Plan Amendment and the Development Code, Special District), subject to the following:

1. Eliminate the density limitations within the Main Street Overlay Zones.
2. Develop traffic mitigation measures as part of the SEPA Planned Action Ordinance and insure that the neighborhood streets will not be impacted by the potential cut-through traffic resulting from the redesign of 15th Avenue NE.
3. Advance the Capital Improvement Program for 2001 to begin implementation of the traffic improvements that are proposed for 15th Avenue NE overlay zones together with the necessary mitigation that will be required by the Planned Action EIS Ordinance.

The Planning Commission reserved their right to review the Draft EIS together with the proposed mitigation, and if necessary, to make adjustments to their October recommendation.

Next Steps

The following is a summary of the next steps and timelines for the North City Sub-area Plan and the Planned Action SEPA.

	Timelines	
Steps	**North City Sub-area Plan**	**SEPA Planned Action**
Preparation of the Draft EIS		December 2000 through February 2001
Public Review and Comments on the DEIS		March 2001
Preparation of the Final EIS, Planned Action SEPA Ordinance, the draft North City Sub-area Plan, and the Code documents for the City Council Action	April, May 2001	April, May 2001
City Council Action on the Planned Action SEPA Ordinance, the Comp. Plan: North City Sub-area Plan, and the Development Code: Special District	June 2001	June 2001

RECOMMENDATION

No Council action is required at this time. Staff welcomes Council questions, comments, and seeks your concurrence with the Planning Commission recommendations.

ATTACHMENTS

Attachment A: Comprehensive Plan Amendment – North City Sub-area Plan
Attachment B: Development Code, Special District: North City Sub-area
Attachment C: Planning Commission Minutes of September 21 and October 19

Copies of Attachments A and B are available for public review in the City Clerk's Office, Planning and Development Services Department, Richmond Beach and Shoreline Libraries, East and West Police Neighborhood Centers. A computer CD that contains copies of Attachments A and B are available from the Planning and Development Services Department and on the City's web site.

CITY OF SHORELINE

SHORELINE CITY COUNCIL
SUMMARY MINUTES OF WORKSHOP MEETING

Monday, January 16, 2001 Shoreline Conference Center
6:30 p.m. Mt. Rainier Room

PRESENT: Mayor Jepsen, Deputy Mayor Hansen, Councilmembers Gustafson, Lee, Montgomery and Ransom

ABSENT: Councilmember Grossman

1. CALL TO ORDER

The meeting was called to order at 6:30 p.m. by Mayor Jepsen, who presided.

2. FLAG SALUTE/ROLL CALL

Mayor Jepsen led the flag salute. Upon roll by the City Clerk, all Councilmembers were present, with the exceptions of Councilmembers Lee and Ransom, who arrived later in the meeting, and Councilmember Grossman.

Councilmember Gustafson moved to excuse Councilmember Grossman. Deputy Mayor Hansen seconded the motion, which carried unanimously.

3. CITY MANAGER'S REPORT AND FUTURE AGENDAS

Interim City Manager Larry Bauman reported that King County Metro plans to restore Richmond Beach and Ridgecrest bus service cut in response to Initiative 695. He said the Council of Neighborhoods will be asked for feedback on specific route changes, and then Council will discuss this item at its March 12 meeting.

4. COUNCIL REPORTS

Councilmember Gustafson mentioned the Youth Summit on February 3 and hoped there would be Council representation there. He also mentioned a meeting regarding the future of human services in the north end on Wednesday, January 31. He said he would attend and invited other Councilmembers to do so.

Councilmember Montgomery said she attended KOMO's "Town Hall" on Sunday night, along with Shoreline residents Walt Hagen and Ken Howe. She said Mr. Howe mentioned the possibility of a monorail on the Interurban Trail right-of-way.

Mayor Jepsen noted speaking about the state of the City at the Shoreline Chamber of Commerce.

5. PUBLIC COMMENT

(a) Ken Howe, 745 N 184th Street, addressed three topics: 1) his advice to the Sound Transit Board that there is room for a monorail in the 100-foot Seattle City Light right-of-way; 2) the Aurora Village Transit Center, which is owned by Metro and which he feels should be studied before the 192nd Street Park and Ride for a Transit Oriented Development (TOD); and 3) factual errors in the Comprehensive Plan—he noted the statement in the Housing Element that half of the housing units built before 1939 are in the Richmond Beach area, and he said this figure is actually less than 20 percent. He asked that such errors be corrected.

(b) Don Gilbertson, 16727 5th Avenue NE, asked if Councilmembers had received his petition regarding street trees. He reiterated his testimony last week that no one from the City has met with him face-to-face on his property regarding the problems created by the street trees on 5th Avenue between 167th and 170th Streets. He said he also represents his neighbor on this problem, and he protested the lack of City response.

(c) Clark Elster, 1720 NE 177th Street, informed Council that a depression is forming under 192nd Street just west of Meridian Avenue.

Mayor Jepsen commented that Council is committed to locating the TOD at the 192nd Street Park and Ride site.

Mr. Bauman pointed out that several staff members have spoken with Mr. Gilbertson about his concerns and considerable time has been spent analyzing this situation. Mr. Bauman confirmed that the City needs a comprehensive tree replacement program in order to fairly and appropriately begin replacing the street trees that are causing problems.

Mayor Jepsen commented that Deputy Mayor Hansen had noticed another depression on 200th Street Mr. Bauman said both problems have been rectified.

Councilmember Lee arrived at 6:55 p.m.

6. WORKSHOP ITEMS

(d) North City Sub-Area Plan Update

Tim Stewart, Director of Planning and Development Services, explained that four major issues crystallized at the Planning Commission's discussion of the North City Sub-area Plan: 1) residential densities; 2) traffic and reducing the four travel lanes on 15th Avenue NE to three; 3) mitigation of cut-through traffic and development of a State

Environmental Policy Act (SEPA) Planned Action Ordinance; and 4) integrating this effort into the economic development program.

Anna Kolousek, Assistant Director of Planning and Development Services, reviewed the two documents before Council tonight: a Comprehensive Plan amendment called the "North City Sub-Area Plan;" and a Development Code amendment creating a special district for North City. She described the goal of the plan to create a "Main Street" along 15th Avenue NE between 172nd Street and 180th Street by moving the buildings closer to the street and permitting retail and residential uses to be denser than currently allowed under the Development Code. Parking will be located behind the buildings, possibly with additional residential units above the parking lots.

Continuing, Ms. Kolousek described the two overlay zones to be created within the Main Street district. Zone #1 would require retail to be located on the first floor. Zone #2 would allow either residential units or retail on the first floor. She said the Planning Commission reviewed this concept and recommended the elimination of the density limitations in both zones. The reasoning was that it is actually the bulk of the buildings, rather than the number of units, that affects the character of the area. The bulk of the buildings would not change in the proposed Main Street zones. Building height would remain capped at 60 feet. Additional standards are proposed to make development more compatible with the surrounding area, but it would be left to the market to determine the number of units in the building. Ms. Kolousek then described the supplemental design standards in the amendment to the Development Code.

Turning to traffic considerations, Ms. Kolousek said there are two issues to be considered. No change is recommended to the physical dimension of the rights-of-way on 15th Avenue NE. However, there will be reduction of the distance between future buildings due to the elimination of the front yard setback. It is also recommended that 15th Avenue NE be tapered down to three lanes, with two travel lanes (one in each direction), center left-turning lane, and parallel parking on both sides of the street.

Noting that this design could create more potential for cut-through traffic, Ms. Kolousek said that as part of the SEPA Planned Action Ordinance, a mitigation plan for the entire North City area will be developed. The State allows such an approach in growth areas. It will be carefully designed to enhance opportunities for pedestrians and bicycles and to reduce the number of necessary car trips within the neighborhood. She pointed out that the Council has already acted to allocate over $5 million for improvements to 15th Avenue NE.

Ms. Kolousek said development is slowed by the amount of time required by the plan review process. The Planned Action SEPA review will be based on providing detailed environmental analysis for a build-out in 2015 of the demonstration projects that are in the sub-area plan. The analysis will consider traffic, land use, and all the other items that are reviewed in a draft environmental impact statement (EIS). She said that once this Planned Action SEPA review is completed, any developer who complies with the plan would be able to apply for a building permit without the Type B permit review process.

This would reduce review time and therefore save money for the developer. She emphasized that the mitigation measures will be prepared in advance and approved by Council as part of the Planned Action Ordinance and the Final EIS.

Ms. Kolousek reviewed the next steps in the process, noting that staff is working on the EIS, which will be completed in March. After public review, some changes to the sub-area plan may be necessary. The EIS and the Planned Action Ordinance will be prepared simultaneously and brought to Council in June 2001.

Mayor Jepsen called for public comment.

(a) Gretchen Atkinson, President of the North City Business Association, said the Business Association is very pleased with the proposal and is looking forward to further development of North City.

(b) Rob Mateko, 17127 15th Avenue NE, representing Anderson Community, was concerned that the Anderson driveway is at the edge of the development area. He pointed out the number of emergency vehicles that use this driveway and hoped this would be taken into account.

(c) Dennis Lee, 14547 26th NE, said this is a fine plan; however, he was concerned that it is business-driven. He wanted to be sure residents are not left out of the planning.

(d) Walt Hagen, 711 N 193rd Street, was concerned about narrowing 15th Avenue NE. He was glad to hear that cut-through traffic will be mitigated. He emphasized that traffic congestion is a major problem for Shoreline. He didn't want to see a plan that generates more traffic congestion.

(e) Charlotte Haines, Chair of the North City Neighborhood Association, responded to the comment about informing North City residents. She described neighborhood mailings. She said people are very excited about this plan because it will upgrade the entire area. It will allow more businesses that residents won't have to drive to, which is particularly important as the population ages.

Councilmember Ransom arrived at 7:29 p.m.

Mayor Jepsen spoke in support of the Planned Action SEPA. He said this approach helps the region balance growth goals and concerns from the community. This process allows planning for the worst-case scenario so that as development occurs, the City has already addressed what will happen. The challenge is to make sure as many people as possible get involved as early in the process as possible. He said an effort has been made by the Business Association and the Neighborhood Association to do that and will undoubtedly continue.

Ms. Kolousek confirmed for Mayor Jepsen that the mixed use requirement in Zone #1 will not be eliminated by the proposal. He wished to ensure that the recommendation does not dilute the intent to get mixed use development.

Responding to Mayor Jepsen, Ms. Kolousek said construction on 15th Avenue NE should begin in 2002.

Noting the Planning Commission did a very good job of asking the right questions, Councilmember Montgomery supported their recommended changes. She also commented that although her initial response to narrowing 15th NE to three lanes was negative, she has been surprised at how well the three lanes have worked on 185th Street.

Councilmember Lee commented on the amount of cut-through traffic already occurring through neighborhoods. She wished to ensure that the mitigation is adequate and advised researching what other communities, such as Everett, have done.

Mayor Jepsen raised the issue of traffic enforcement in neighborhoods, noting that early on, the Council decided that Shoreline should not become a "speed trap" like Lake Forest Park or Woodway. This policy has not been revisited, while the City has grown in its radar-enforcement capacity. He asked that a discussion on traffic enforcement be scheduled to determine whether Council wishes to see policy changes.

Noting he did not wish to minimize the problem of cut-through traffic, Deputy Mayor Hansen asserted there are no "good" north-south cut-through routes in North City.

Ms. Kolousek confirmed for Councilmember Gustafson that the recommendation from the Planning Commission was unanimous. He said he had concerns about density and traffic, but he would await the EIS to "fill in the holes." He asked where the City is in its growth management goal of adding 1,600 to 2,400 housing units and how the elimination of the density limitations in North City will impact this.

Mr. Stewart said staff is working on evaluating how many units have been produced since incorporation and the potential for growth in the future. He said one of the elements of the analysis is how development opportunities in North City and elsewhere may provide for much higher densities than anticipated in the Comprehensive Plan. The Comprehensive Plan provided for the addition of 66 units per year in the next 20 years. Under the proposal, ten times as many units might be added without impacting the adjoining neighborhood. This raises questions about whether all the conversions to higher densities in some neighborhoods are really needed. One area that staff is looking at is the one-lot deep high-density residential zoning that goes down 15th Avenue NE. Mr. Stewart said the Planning Commission will wrestle with this issue in the spring. He concluded that currently the City is just about on target, producing between 80 and 100 new units per year. However, new targets will be coming out shortly based on the 2000 Census. These will be a challenge not only for Shoreline, but for the entire region.

Councilmember Gustafson said he was excited about the North City plan because it may allow the City to protect the integrity of the neighborhoods and still accommodate growth management goals.

Mr. Stewart said "firmer" numbers will become available through the environmental analysis.

Councilmember Ransom said everyone he has talked with has been supportive of the proposal. He was also impressed by the unanimity on the Planning Commission. Therefore, he had no concerns about the proposal.

Mayor Jepsen summarized that everyone supports the plan and is looking forward to seeing the results of the environmental review and the Planned Action Ordinance.

(b) Water Service Report

Kristoff Bauer, Interim Assistant City Manager, and David Parkinson of CH2MHill, recalled that the five options Council originally heard for water service in Shoreline have been narrowed down to three: 1) supporting the Shoreline Water District's (District's) efforts to annex the west side of the City, served by Seattle Public Utilities (SPU), to its system; 2) assumption of the District's system; or 3) acquiring both service systems and serving all of Shoreline through a City utility. Tonight staff is recommending some policy positions that will serve as the basis for completion of the analysis of these options.

Continuing, Mr. Bauer said the key policy decisions are in three areas: 1) cooperation with Lake Forest Park (25 percent of the District's customers live in Lake Forest Park); 2) long-term water supply; and 3) rates and financial management decisions.

With regard to Lake Forest Park customers, Mr. Bauer said the recommendations are based on how Shoreline would have liked to be treated by SPU. They would give the Lake Forest Park City Council some authority over policy decisions about how services are provided and how rates are set in its area.

Discussing the other two issues, Mr. Parkinson said staff recommends following the current District policy of attempting to negotiate a long-term water supply contract when the current contract with the City of Seattle expires in 2012. In terms of rates and financial management, he focused on capital improvement issues. He said the analysis is based on the District's Capital Improvement Program (CIP) and Water Plan rate model. He described the key assumptions of the analysis. Then he reviewed four alternative comparisons for projected capital project costs. The District's CIP contains extensive budget allocations for water supply projects and water system replacement/expansion projects. By scaling back the water supply projects and modifying the pipe replacement program, the District's CIP can be reduced by 22 percent. He noted that the reduced pipe replacement option is based on the concept that some of the pipe scheduled for

ATTACHMENT D

PLANNING COMMISSION MINUTES OF 9/21/00, 10/19/00, 5/3/01

These Minutes Approved
October 19, 2000

CITY OF SHORELINE

SHORELINE PLANNING COMMISSION
SUMMARY MINUTES
SPECIAL JOINT WORKSHOP WITH CITY COUNCIL

September 21, 2000
6:30 P.M.

Shoreline Conference Center
Board Room

PRESENT
Chair Gabbert
Commissioner Maloney
Commissioner Doennebrink
Commissioner Marx
Commissioner Doering
Commissioner Harris
Commissioner Monroe
Commissioner McClelland

ABSENT
Vice Chair McAuliffe (Excused)

STAFF PRESENT
Tim Stewart, Director, Planning & Development Services
Anna Kolousek, Assistant Director, Planning & Development Services
Rachael Markle, Senior Planner, Planning & Development Services
Kirk McKinley, Planning Manager, Planning & Development Services
Bill Conner, Director, Public Works
Sarah Bohlen, Transportation Planner, Planning & Development Svcs.
Andrea Spencer, Planner, Planning & Development Services
Paul Cornish, Capital Projects Manager, Public Works
Joanne Dillon, Management Analyst, Planning & Development Svcs.
Brian Krueger, Technical Asst., Planning & Development Services
Lanie Curry, Planning Commission Clerk

Councilmembers Present
Mayor Scott Jepson
Councilmember Ransom
Councilmember Gustafson
Councilmember Montgomery
Councilmember Lee

Chair Gabbert described the process that would be followed for both the work session and the regular meeting.

1. North City Sub-Area Plan

Mr. Stewart provided background information regarding the North City Sub-Area Planning process which was led by Anna Kolousek with participation from various staff members.

Ms. Kolousek said that the North City Sub-Area Plan is a result of the design charette that was conducted in June. The major purpose of the Sub-Area plan was to provide a planning framework that would be unique to the North City area. Another purpose was to preserve the privacy and safety of the existing neighborhoods. Many of the citizens who attended the charette were very concerned about the spill-over affect to the surrounding neighborhoods. The third purpose of the plan was to provide incentives to encourage redevelopment, particularly in the business area concentrated on 15th Ave NE. Lastly, the plan was intended to provide a design direction for the development and improvements along 15th Ave NE between 172nd and 180th Streets.

Ms. Kolousek said the first document before the Commission and Council is the amendment to the Comprehensive Plan. The second document includes special district development standards for the newly adopted Development Code. Included in the attachments is a prepared financial and Market Analysis to show some of the demonstrated projects and test their viability. Ms. Kolousek said the redevelopment concept of the plan is structured around what has been determined to be walkable distances to the business district. These walkable distances create four distinguished neighborhood units that are approximately one half mile from the heart of the business district. Ms. Kolousek said that within the heart of the business district, the plan proposes to create an interesting and safe walking street that is surrounded by a mix of office, retail and residential development. The street, itself, would be narrowed to three lanes. Traffic would have to slow down significantly to allow for public interaction.

Ms. Kolousek said that a market consultant reviewed the potential feasibility of this area. The Market Analysis showed that the aggregate potential income, within the two-mile radius, is $2 billion. This translates into a potential of $800 million in consumer spending per year. The results indicate that there is clearly a potential for over 100,000 square feet of new retail space between 172nd and 180th Streets. However, she noted that the current rental rates do not support new construction. The plan identifies two options. The City can continue with the status quo until sufficient disinvestment retires the poor performing properties existing today and allows redevelopment of larger, low-density, auto-oriented uses. The other option would be to capture higher volumes by bringing the local potential into the higher density development of more retail oriented uses. Capturing the surrounding spending and achieving the higher rental rates requires several actions to improve the existing environment, and that is the aim and vision of the proposed plan.

Ms. Kolousek explained that the Comprehensive Plan portion of the document presents two schemes. The five-year scheme includes the following demonstration sites (the corner of 180th and 15th Ave NE, immediately across from 177th Street, across from the Shoreline Water District, and the post office and Safeway sites located south of 175th Street). The property owners of these sites were heavily involved in the design cherette. The 15-year scheme involves the stretch of 15th Ave NE between 175th and 180th Streets, which would be surrounded by mixed-use development with parking located behind the buildings and accessible from the alleys. There would only be limited access from 15th Ave NE. This scheme would create a type of "main street" development with retail on the ground floor and residential units above.

Ms. Kolousek said the North City Sub-Area plan also presents options for creating more pedestrian friendly streets. Page 25 of the North City Sub-Area Plan Draft shows the concept of changing the existing four-lane street with limited street parking, sporadic sidewalks and numerous access points into a three-lane street with a left turn lane, wider sidewalks on both sides and pedestrian crossings at key points. The engineer provided a diagram to illustrate both the existing and proposed street alignment. The concept also considers the surrounding residential areas. She noted that one of the purposes of the plan is to encourage people to walk into the business area, but the present street system does not encourage pedestrian interaction. The consultant indicated that the streets should be made more pedestrian friendly and traffic on surrounding streets should be designed to discourage fast moving traffic.

Ms. Kolousek reviewed the designs proposed in the Plan for each demonstration site. The plan proposes that the North City district be identified as a special district in the Development Code. This would involve two overlay zones. Zone 1 (located from approximately 175th to 177th Streets) would not allow residential units on the ground floor. The ground floor would have to be occupied by 100 percent retail uses. There would be no required setbacks for buildings located in this zone. The same setback standards for retail uses would apply to Zone 2, as well. However, Zone 2 would allow residential units to be located on the ground floor. The code would require that these units be setback 10 feet from the sidewalk to allow for a residential type of access. The plan also recommends that there be a vertical setback along the street for taller buildings so that shadow and tunnel affects do not impact adjacent properties. To emphasize the corners, buildings within 50 feet of the street corners would be allowed a greater height with no setback requirements, but upper stories on properties more than 50 feet from the corner would have a required setback.

Ms. Kolousek referenced Table 1, and asked that Planning Commission and City Council consider the option of allowing a density bonus in order to make projects in this area more feasible. She concluded that redevelopment potential exists. Based on the financial analysis, the plan seems to provide a realistic concept. The City is concurrently preparing the traffic study to analyze what could happen if the street is constrained to three lanes. At the same time, they are preparing a planned action SEPA review. Once the SEPA review is complete, there will be no need for developers to go through additional SEPA review if their proposed project is consistent with the plan.

Commissioner Doennebrink inquired what the current rental rates are in the North City area. Ms. Kolousek answered that the rental rates are about $15 per square foot. Mr. Stewart noted that Page 5 of the North City Sub-Area Plan Draft identifies the current rates and the rates that would be needed to support retail uses. The conclusion was that retail would be financially feasible at triple rent of $17 to $18 per foot ($22 to $23 gross per square foot).

Councilmember Lee said there are many different opinions regarding mixed retail and residential uses. She noticed that in areas of Bellevue and Redmond, for example, property owners are still having trouble filling their spaces. She inquired if studies have concluded that this type of development is successful in cities. Mr. Stewart agreed that is one of the risks the City is facing, but the market study concluded that the area could support mixed-use development.

Commissioner Harris pointed towards downtown Ballard which is in a "dying phase." It seems that the key to the plan's success is the 1,500 more housing units that are identified. The trend seems to be towards the big block stores such as Costco. He likes the proposed plan, but it appears to be risky.

Commissioner Doering inquired what the average income of the area is. She said she is concerned about whether or not the people living in the area will be able to afford the units. Mr. Stewart referred to Page 8 of the Market Feasibility Study, which is the data that was used to calculate feasibility and whether or not mixed-use development would work. The team considered the revenue stream and the realistic construction costs of development, and the conclusion was that it appears to be feasible.

Councilmember Montgomery agreed that if 15th NE is narrowed to three lanes it would make a beautiful roadway, but it could create a traffic boondoggle that would cause people to avoid doing business in the area. Mr. Stewart referred to Page 16 of the North City Sub-Area Plan Draft, which illustrates, through the use of a schematic diagram, the impacts associated with a narrower road. If they constrain 15th NE, the cars would be pushed somewhere else. Cutting through the neighborhoods is unacceptable. The other alternative would be to push the traffic on to large arterial streets. The consultant guessed that perhaps as much as 40 percent of the traffic during peak hour on 15th NE has origins and destinations outside of the City. That is the target population that they want to constrain or reduce.

Commissioner Maloney suggested that by identifying as many as 1,500 units for this area, it seems to make a statement to the Growth Management Board that the City can readily accept more of the population growth than they have presently agreed to take. Mr. Stewart said that based on economics or demographics, the consultant is suggesting that there is a market for 1,500 units. This is not being recommended as a target for North City. The intent is to demonstrate the strength of the market to individual site developers. Ms. Kolousek noted that this figure would not become part of the actual plan. It is only identified in the Market Analysis, which will be an appendix to the plan.

Councilmember Gustafson inquired if the ESA listing would have a significant impact on the cost of construction or review. Mr. Stewart explained that most of the property included in the plan is already impervious surface. For example, a change from a parking lot to a building would not increase the amount of impervious surface. The drainage area for North City is in a depressed basin, which goes into a detention basin right off of 15th NE next to the bus barn. Water quality issues in North City are going to be much easier to deal with than some of the other areas of the City.

Mayor Jepson said it seems grandiose to think that there would be 1,500 residential units constructed in the City in the short term. He supports mixed-uses in this area. He said his largest concern is how this plan will be implemented. He referenced Page 5 of the North City Sub-Area Plan Draft which lists specific actions, and said he would like this process to result in a more articulate set of strategic actions with phasing or time frames and responsibilities identified. The City, as a public agency, needs to understand their role in assisting the implementation.

Mayor Jepson referred to opportunities for tax abatement. He noted that in redevelopment around the country, tax abatement is a big issue. The City's percentage of the property tax is so small that it would not be a significant waiver. If the City wants to spur economic development and long-term sustainability, they should approach the other jurisdictions to see if they support this type of approach.

Commissioner Monroe said that there are certain types of land uses that would not generate a cash flow substantial enough to pay the rents that are necessary. The types of businesses that are encouraged in this area need to be able to generate sufficient cash flow to make the rents realistic. Also, they must consider the types of ambiance they need to attract people to the area to spend money.

Commissioner Marx pointed out that on Page 15 of the North City Sub-Area Plan Draft there is a typographical error. The amount of sidewalk should be 50 feet and not 75 feet.

Commissioner McClelland suggested that there may be many people living within walking distance, but there is no guarantee that they would come to the area to shop. She suggested that a more in-depth market study should be done to identify the people who are living in the area and match their needs with the types of services and businesses that are constructed. She concluded that retail businesses cannot succeed without housing opportunities. The Market Analysis should be much deeper before they ask the merchants to invest more money into development and improvements. But she agreed that the proposed plan is an excellent step in the right direction.

Councilmember Ransom said his main concern is the Market Analysis. He pointed out that the North City area is the poorest in the district. The residence of three of the four areas identified in the plan are lower income. The study indicates that the average family income in the area would be $60,000 per year by today's standards. The reality is more likely $40,000 per year. That means the whole marketability for the area is grossly over estimated. A 1,000 square foot home, based on the study, would be $170,000. There would be a completely different clientele living in the new homes than the people living in the residential areas now. He suggested that this may end up displacing the current residents.

Ms. Kolousek commented that the Leland Consulting Group is one of the most reliable firms in the region. They have done extensive work for jurisdictions throughout the area.

The Commission continued to discuss the issue raised by Councilmember Ransom regarding the demographics of the people who live in the area now, and those who would move in if the proposed mixed-use development is implemented.

The meeting was adjourned at 7:50 p.m.

Marlin J. Gabbert
Chair, Planning Commission

Lanie Curry
Clerk, Planning Commission

These Minutes Approved
November 2, 2000

CITY OF SHORELINE

SHORELINE PLANNING COMMISSION
SUMMARY MINUTES OF REGULAR MEETING

October 19, 2000
7:00 P.M.

Shoreline Conference Center
Board Room

PRESENT
Chair Gabbert
Commissioner Maloney
Commissioner Doennebrink
Commissioner Marx
Commissioner Doering
Commissioner Harris
Commissioner Monroe
Commissioner McClelland

STAFF PRESENT
Tim Stewart, Director, Planning & Development Services
Anna Kolousek, Assistant Director, Planning & Development Services
Kirk McKinley, Planning Manager, Planning & Development Services
Rachael Markle, Senior Planner, Planning & Development Services
Lanie Curry, Planning Commission Clerk

ABSENT
Vice Chair McAuliffe

1. CALL TO ORDER

The regular meeting was called to order at 7:00 p.m. by Chair Gabbert.

2. ROLL CALL

Upon roll call by the Commission Clerk, the following Commissioners were present: Chair Gabbert, Commissioners Doering, Doennebrink, McClelland, Harris, Marx, Maloney and Monroe. Vice Chair McAuliffe was excused.

3. APPROVAL OF AGENDA

The Commission unanimously approved the agenda as proposed.

4. APPROVAL OF MINUTES

COMMISSIONER MALONEY MOVED TO ACCEPT THE MINUTES OF OCTOBER 5, 2000 AS SUBMITTED. COMMISSIONER MARX SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

COMMISSIONER MALONEY MOVED TO ACCEPT THE MINUTES OF SEPTEMBER 21, 2000 AS CORRECTED. COMMISSIONER DOENNEBRINK SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

5. PUBLIC COMMENT

Daniel Mann, 17920 Stone Avenue North, Shoreline, commented regarding the Aurora Avenue project. He encouraged the Commission to carefully review the project plan and solicit comments from the business owners who are concerned about the "stroke" of the current plan that is being developed. He concluded that there are a number of merchants who are supportive of change and improvements, but they feel that the present configuration of the plan is too large. They feel that the proposed continuous medians would be very detrimental to the business owners.

Mr. McKinley said that staff has scheduled a long work item on the Commission's November 2 agenda to walk them through the Aurora Avenue project process from the Comprehensive Plan and the citizens advisory task force to the decision by the Council on August 23, 1999. They will also address the next steps in the process and the questions and concerns that were raised at the open house.

6. REPORTS OF COMMISSIONERS

Commissioner Monroe said he was impressed with the recent public open house, and a number of citizens have expressed that this was a good opportunity for the public to discuss issues with the Commission and staff on an informal basis. He recommended that these meetings be held at least twice a year.

Commissioner Monroe noted that at the open house, several members of the public asked why the Planning Commission has not held a hearing on the currently proposed Aurora Corridor Plan. He concluded that by not holding a hearing on the different permutation of the Aurora Corridor Plan, the City is, in fact, denying the citizens their first amendment rights. He stated that a paramount law in design is that "form follows function." He questioned what the function of a 12-foot wide sidewalk would be other than to destroy dozens of valuable tax paying businesses.

Commissioner Doennebrink said that he, too, heard a lot of comments about the Aurora Corridor Plan at the open house. He has also noticed a lot of advertisements about the issue. He suggested that what is being advertised is not necessarily what the citizens advisory group approved. He agreed that the public should be given the opportunity to comment regarding the proposed plan.

Commissioner McClelland requested that when the Aurora Corridor Plan is discussed on November 2, staff provide information about which pieces of the plan are still negotiable and which are not.

Commissioner Maloney asked that the following issues be addressed on November 2:

- For the last several weeks, he has surveyed traffic at various locations and hours on Aurora Avenue (pedestrian, bus and car). He concluded that he does not believe that there is a bus problem on Aurora at this time. He is, therefore, totally confused about why they are planning to devote two lanes to buses. The problem is cars.
- It is not sensible to consider significant projects without furnishing responsible cost estimates at the time the alternatives are being considered.
- There is almost no foot traffic on Aurora Avenue, except in the vicinity of Shorewood High School. He cannot believe that building a 12-foot wide sidewalk would encourage massive foot traffic.
- It is important to identify the cost of the sidewalks. He noted that Shoreline already has one of the highest tax rates in the state, and he is hesitant to spend large amounts of money on projects when no justification has been provided.
- Who is going to maintain the landscaping that is placed in the proposed medians? What is the cost associated with the maintenance of the landscaping?
- Every alternative must be pursued to make the project sufficiently flexible so that businesses are not impaired by the project.

Commissioner McClelland added that she would like more information regarding business relocation. She would like to understand the City's provisions for displacement and relocation, etc.

Commissioner McClelland thanked the City for supporting the Commission's participation in the American Planning Association (APA), and for allowing three Commissioners to attend the recent conference. She noted that Carol Swain, a Planning Commissioner for Bellevue, Nebraska, travels the country speaking to Commissions regarding ethics. She suggested that perhaps the City could invite her to make a presentation before the Shoreline Planning Commission. The Commission concluded that Commissioner McClelland, Commissioner Monroe, Chair Gabbert and the staff members who attended the conference each provide a brief synopsis on the sessions that they attended. The presentation would take place at the Commission's regular meeting on November 16, 2000.

7. STAFF REPORTS

a. North City Sub-Area Plan Response

Ms. Kolousek recalled that at the last hearing on the North City Sub-Area Plan, the Commission asked staff to address a number of issues.

Ms. Kolousek said that staff is recommending that the restriction on the number of dwelling units in the commercial business zone be eliminated subject to compliance with the North City Plan and special district street overlay zones. She advised that at this time there are two commercial zones on the Main Street. The regional business zone has no density limitations, but the majority of the area is zoned commercial business. Commercial business allows a maximum of 48 dwelling units per acre, but an unlimited amount of business and office space. Because there is a 60-foot height limitation, standards for facade modulation, setback requirements for upper stories, etc., the building will look the same from the outside regardless of what is within the building envelope. The financial analysis indicates that 60 dwelling units would be feasible in the same amount of space that is currently limited to 48. Therefore, staff is recommending that the area within the overlay zone be density free. If a developer complies with all of the standards identified in the code, they could choose the interior design of the building and how many dwelling units would be constructed.

Ms. Kolousek said the Commission expressed concern about the necessary design standards. She stated that the design standards for the North City Sub-Area Plan would supplement the design standards already identified in the Development Code which was recently approved by the Commission and Council. She referred to Pages 154 to 168 of the new Development Code which provide illustrations of the design standards. She reviewed each of the illustrations and standards which address setbacks, building entries, street facades, corners, etc. She clarified that these standards apply to all development in the City. The proposed sub-area plan would supplement the development standards with site-specific standards for the main street overlay zone. These standards identify and address the priorities discussed by the public at the design charette such as corner buildings, building coverage, vertical setbacks, ground floor clearance for residential units, sidewalk encroachment and size. She concluded that the additional standards are appropriate as proposed.

Commissioner Monroe noted that the City is already concerned about traffic on 15th Avenue NE and some of the ancillary streets, yet they are proposing to place a lot more residential units in the area. This will increase the number of automobiles using the streets. Ms. Kolousek explained that 1,500 additional units are proposed for a four-mile radius. Within the two-mile radius the plan proposes up to 785 dwelling units between 1999 and 2004. The financial analysis indicates that the business area could serve up to a four-mile radius. They are not saying that the 1,500 people would move within the 2-mile radius. Commissioner Monroe said that if they are going to encourage an increase of up to 1,500 residential units and encourage these people to shop in the North City area, they need to address the traffic. Ms. Kolousek agreed that traffic is a significant issue which she would address later on.

Chair Gabbert suggested that they need to clarify the actual number of dwelling units that are anticipated. Commissioner McClelland questioned how many acres are included in the sub-area plan. Mr. McKinley answered that the four development sites in the plan add up to about 9 acres total.

Commissioner McClelland inquired about the net increase in population associated with the proposed plan. She questioned why the City feels a need to create an opportunity to invite 1,500 more people to the City in a nine-acre confined area. Mr. Stewart clarified that the Shoreline Comprehensive Plan has a 20-year target of 1,600 to 2,400 new units, starting in 1998. The City has an obligation to meet this target, which calculates into 100 dwelling units per year. The big policy debate is where to place this additional population. One option is to reduce the lot sizes and allow short platting to occur in all existing neighborhoods. However, the City adopted the policy of increasing the lot size to 7,200 square feet minimum throughout all neighborhoods and then finding other opportunities for more intensive development. The North City area is one of the neighborhoods that articulated an interest in increasing their density. It is hoped that this plan would provide a model for other developments of this type throughout the City. He added that after the 2000 census standards are released the growth numbers will be reallocated. The City's projected increase, as identified in the Comprehensive Plan, may need to be adjusted.

Mr. Stewart clarified that the market analysis indicated that there was sufficient market in North City's general catchment area of four miles to support 1,500 units. It does not really matter what the target is if the demand is not present, as well. This area has a strong market and could easily accommodate 200 dwelling units in the first phase of the plan.

The Commission continued to discuss the 1,500 units that were identified in the market analysis. Staff provided further clarification of the market analysis. They also discussed the pros and cons and feasibility of building smaller condominiums and apartments verses single-family homes. Ms. Kolousek particularly referred to Page 23 of the sub area plan (the market analysis), which indicates the past trends in household growth and projected growth for the two-mile radius. It also identifies the number of units that could potentially be developed within the four-mile radius based on the past trends.

Commissioner McClelland questioned whether the City would be willing to offer a break to a developer who finds that he cannot feasibly meet all of the design standards. She said that if the plan is to be successful, it is imperative that the City does not equivocate on design under any circumstances. Chair Gabbert said that he did three mixed-use developments in Seattle during a time when they were just putting their mixed-use ordinance into affect. The City of Seattle was not willing to give or take to make the projects feasible. He suggested that the City should allow some flexibility so the developer is not locked into a specific density number, but he agreed that the parameters of the design code should not be weakened. Mr. Stewart agreed that it is critical that design standards are established to remove the risks associated with change.

Mr. Stewart clarified that staff recommends that no density limit be established. The density would be determined by the mass and bulk of the building allowed. This would give the developer flexibility to determine the appropriate size and number of residential units necessary to make the project feasible. The City will have to consider the potential impacts of the plan to the environment as part of the Planned Action Environmental Impact Statement (EIS).

Regarding the impact to schools, Mr. Stewart pointed out that the Comprehensive Plan already states that schools will have to absorb the impacts associated with 1,600 to 2,400 more dwelling units. However, this issue and other site-specific impacts of development to the local network and abutting neighborhoods will be considered as part of the environmental review. As part of the environmental review, the City will consider whether there is sufficient utility capability to accommodate the potential growth associated with the plan. Mr. Stewart added that the EIS would identify the maximum build out and any mitigation that is necessary. However, what is actually built on the site will be based on what the market can support. Commissioner Maloney stated that if the utility capacity is not sufficient and cannot be mitigated, then the densities cannot rise above the capabilities of the infrastructure. Mr. Stewart agreed and said the purpose of the EIS is to establish those limits and identify mitigation measures. Commissioner Harris concluded that if the utility capacity is not sufficient, the developer would be required to mitigate the issue.

Mr. Stewart said one of the City's strategies (Page 18 of Staff Report) is to do a Planned Action EIS on an area basis to clear up the issues of concerns. The City is, basically, providing a subsidy to the developers. The City feels this is a valuable investment because it will encourage the redevelopment of North City.

Ms. Kolousek said it is a disappointing that most of the Commissioners did not attend the design charette. Many of the questions that are being raised were answered during the charette process.

Ms. Kolousek referred to the traffic study, which was divided into two sections: 15th Avenue and traffic on the adjacent streets. The necessary physical dimension of the right-of-way to accommodate the traffic volumes, pedestrian access and parking was determined to be 71 feet from the building façade on one side of the street to the building façade on the other side. She specifically referred to Page 20 of Part 1 of the sub-area plan, and said the physical right-of-way is currently 73 feet, but in most instances the sidewalk is not present. The right-of-way would be two-feet greater for corner lots.

Ms. Kolousek said the preferred option for the plan is to put two lanes of traffic (one each direction, and one turning lane in the center) and parallel parking and wider sidewalks on each side, but this will all be done within the same building setbacks that currently exist. This option, along with other options, will be analyzed and tested during the Planned Action EIS review.

Ms. Kolousek said that the traffic is already impacting the surrounding neighborhoods. Many citizens commented on this issue during the charette, and the recommendation in the plan is to mitigate the traffic on the adjacent streets. They are asking for a mitigation plan, as part of the SEPA review, for the traffic on the adjacent streets. This would ensure that the impacts of the traffic changes would not significantly affect the neighborhoods. Staff is proposing that this information be available by March or April of 2001. (Page 30 of the staff report).

Ms. Kolousek said that parking was also discussed as part of the charette. Almost every business has at least one access driveway and some have two. The current number of parking spaces possible is 60, but if the driveways were eliminated and access is provided from the alleys behind the buildings the number of parking stalls on the street could be doubled.

Chair Gabbert said that at the charette they discussed parallel verses diagonal parking to maximize parking opportunities. He inquired if the Commission would have the ability and flexibility to reconsider the configuration of the street and parking after the plan is approved and forwarded for the environmental impact review. Ms. Kolousek said that none of the traffic engineers could provide data that would support diagonal parking in the area. Commissioner Doering said that Colby Avenue in Everett has diagonal parking, and there are many safety issues associated with it, including safety for bicycles. Chair Gabbert inquired if diagonal parking would be considered as part of the EIS review. Mr. Stewart said the fundamental goal of the plan, at build out, is to maximize shared parking opportunities. He concluded that the investor has the burden of making sure that the parking demand is satisfied. A successful project needs to have adequate parking.

Ms. Kolousek said the number one strategy for implementation of the plan is the completion of a Planned Action SEPA Review (Page 18 of the Staff Report), which would provide a certain degree of incentive to the developers who comply exactly with the plan. Plans that do not comply with all of the standards will be required to go through the regular development code process (neighborhood meeting, SEPA review, notification, public hearings, etc.). Plans that do comply with the standards will be able to skip this process. The Planned Action SEPA would evaluate each of the demonstration sites as proposed based on maximum potential build out. This SEPA review should be completed and released to the public and Commission for review by the end of January. If the data supports the EIS, then a final EIS will be presented to the Council together with the plan.

Ms. Kolousek said the staff is recommending an advance to the Capital Improvement Program for 2001 so that resources can be allocated to identify mitigation measures for the adjacent streets and develop designs for the sidewalks and traffic improvements proposed to satisfy the traffic flow. Also, the plan proposes that the City hire a new Economic Development Coordinator to market the area, improve the building permit review process, facilitate the transit oriented development and work with transit to improve bus connections, etc.

Ms. Kolousek concluded that staff recommends the Commission recommend approval of the proposed sub area plan and code, that a Planned Action SEPA be completed by the City, and that the Council advance the 2001 CIP to mitigate the traffic impacts associated with the plan.

8. UNFINISHED BUSINESS

a. Type L Action: North City Sub-Area Plan

Commissioner Doering inquired if there are guidelines, as part of the SEPA review, for the types of businesses that will support a community such as that being proposed. Ms. Kolousek replied that economic issues are not addressed as part of a SEPA review. However, Mr. Stewart added that the SEPA review would analyze the types of land uses that would provide services to the neighborhoods to make sure that there would not be a significant adverse impact. Ms. Kolousek described the Planned Action SEPA review process.

Commissioner Maloney questioned if it would be more sensible to collect all of the facts and complete the Planned Action SEPA review before voting to approve the plan. Ms. Kolousek said they have discussed this issue with the EIS consultant and other jurisdictions and both felt it was better to have a plan to analyze. The footprints are analyzed in the Comprehensive Plan, but the mitigation for the full development would be the major part of the SEPA review. The mitigation will be stated in the ordinance and would not change the plan. She said staff does not foresee that the design standards for the building would be changed, nor would the design of the built environment change. The exception is the mitigation of the adjacent road and the infrastructure underneath.

Commissioner Maloney suggested that Environmental Impact Statements are not pure documents. They are written to order according to the needs of the customer. If the writer of the EIS is given a plan, then he will try to make the EIS fit the plan. But, if he does not have a plan to consider, there is a better chance of getting a more objective EIS. Ms. Kolousek disagreed. She said the State does not allow an EIS to justify a plan. It allows the EIS to mitigate the impacts of the plan. She said the City could immediately recommend adoption of the plan and adoption of the Comprehensive Plan EIS by reference. Every expert from SEPA advised the City to do that. The Comprehensive Plan land use designation would not change. The planned action would refine the Comprehensive Plan data so that they do not have to require a SEPA review on a project-by-project basis. The other option would be to adopt the plan and then ask each individual developer to complete a separate SEPA review.

Commissioner Maloney said that he is not against the City seeking a blanket SEPA determination, but he is concerned that the determination will not be objective. Chair Gabbert explained one of his personal experiences with the SEPA review process. He concluded that the SEPA review process is effective in dealing with the mitigation measures. Mr. Stewart agreed, and stated that SEPA determinations are open to public challenge. He referenced Page 30 of the Staff Report and reviewed the proposed process for the Planned Action SEPA review and adoption of the ordinance. Staff is asking the Commission to take action on the proposed plan now. The City is about to embark upon a very large and expensive SEPA review within the next few weeks. Before he can commit the City's money to that effort, he needs to be confident that the Commission will support the plan. He clarified, however, that the Commission's support can be subject to environmental impacts and the City's ability to mitigate. The recommendation and approval would not be forwarded to the Council until after the detailed environmental work is done. If the data from the EIS shows that they are unable to mitigate the traffic issues, the Commission would have the ability to take appropriate action before the plan is forwarded to the Council.

Mr. Stewart said that the City is in the process of developing a budget for 2001. There is going to be a proposal for millions of dollars in capital improvements devoted to this effort starting next year. It is important that problems with the plan are identified before the staff seeks money for implementation.

Commissioner Monroe said that before he could feel comfortable recommending the plan, he needs to understand the costs of mitigating the primary and secondary impacts that are identified in the SEPA review.

Commissioner McClelland said she helped with a sub area plan for Factoria ten years ago, and they are just now starting to implement the plans for bringing the buildings out to the sidewalk. This plan was regarded as an outlandish concept at the time. She said she would like to keep the plan in the context of a vision of the possibilities that could happen. It may take twenty years to implement. She said she doesn't want to get bogged down with too much detail because details would be addressed as part of the EIS review. She suggested the Commission should offer their support of the plan as recommended by staff.

Commissioner McClelland recalled that when the Commission met with the Council, many indicated that they would like to have more and stronger financial information. If the EIS won't include a more detailed economic analysis, she questioned where the City would obtain this data? Mr. Stewart said it was the consensus of the staff that they have probably gone as far from a public point of view as they can with the market analysis. The next market studies have got to be done by the private sector and by their lenders. Staff's intent was to clear up the permit and capital improvement issues, and then rely upon the private sector to consider the fiscal issues.

Commissioner McClelland said that she supports the Planned Action EIS, but she hopes that the traffic improvements are not contingent upon approval of the plan. Anything that can be done to improve pedestrian and bicycle circulation should be a stand-alone priority. Cut-through traffic should also be addressed whether or not the plan is approved. Mr. Stewart agreed, and said the intent of the plan is to make the post development traffic situation better than what currently exists.

Commissioner Maloney said he likes the plan, but he is concerned about how they can increase the number of local cars, reduce the number of traffic lanes and still say the traffic situation will be improved. Mr. Stewart said that it appears that as much as 40 percent of the traffic on 15th Ave NE is cut-through traffic. Eliminating this traffic on 15th Ave NE will alleviate much of this problem.

COMMISSIONER MALONEY MOVED TO EXTEND THE MEETING TO 9:45 P.M. COMMISSIONER MARX SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

Commissioner Harris suggested that whether the plan is implemented or not would be totally based on the economy. The City doesn't know what the economy will be like in the future. He said he agrees with Commissioner Maloney's concerns regarding traffic and parking. He agrees that the economy is responsible for public patterns. He does not feel that the City can change the way people operate just by creating a plan. He supports the plan if it can be built in the proposed configuration. He added, however, that the North City business district is viable in its current configuration. He noted several very successful businesses that are located in this area.

Commissioner Doennebrink said that he, too, likes the plan, but he supports Commissioner Maloney's concerns regarding traffic. He referred to the traffic count data that was collected in 1999. There is over 1,000 cars going through that street during peak hours. Where would this traffic be rerouted?

Commissioner Marx said the Commission is obligated to provide alternatives to driving. The Commission should ask the City Council to invest some money on a flyer stop at N 185th and I-5 from the HOV lane. This would significantly improve the City's opportunity to get some Sound Transit service. Mr. McKinley said that the Commission recommended to the Council, as part of the Comprehensive Plan, that either a flyer stop or direct access ramps at N 185th be considered. He agreed that this concept would be appropriately addressed as part of the North City Sub-Area Plan.

Commissioner Maloney inquired if the vote on the plan could be postponed until after the EIS is prepared. Instead, the Commission could express that they like the plan. Commissioner Marx suggested that the Commission should vote on the plan, but not forward it to the Council until after the SEPA results are available. Mr. Stewart said that the proposed process does not include a vote by the Council until after the Planning Commission has had the opportunity to review the EIS. Council approval of the plan and the Planned Action EIS must take place concurrently.

Commissioner Maloney asked staff to state, for the record, that if the Commission doesn't like what the EIS says, they can vote against the plan or make changes. Mr. Stewart answered affirmatively. The Commission will have the ability to adjust, amend or change their recommendation to the Council following the publication of the draft EIS.

COMMISSIONER MARX MOVED TO ACCEPT THE STAFF'S RECOMMENDATION FOR THE NORTH CITY SUB-AREA PLAN WITH THE ADDITION THAT THE STAFF ALSO CONSIDER A TRANSIT FLYER STOP AT N 185TH AS A POTENTIAL MITIGATION MEASURE. COMMISSIONER DOERING SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

b. Open House Discussion

The Commission did not have time to discuss this item.

9. NEW BUSINESS

There was no new business scheduled on the agenda.

10. AGENDA FOR THE NEXT MEETING

The Commission did not discuss this item.

11. ADJOURNMENT

The meeting was adjourned at 9:45 p.m.

Marlin J. Gabbert
Chair, Planning Commission

Lanie Curry
Clerk, Planning Commission

These Minutes Approved
May 17, 2001

CITY OF SHORELINE

SHORELINE PLANNING COMMISSION
SUMMARY MINUTES OF REGULAR MEETING

May 3, 2001
7:00 P.M.

Shoreline Conference Center
Board Room

PRESENT
Chair Gabbert
Vice Chair Doennebrink
Commissioner Maloney
Commissioner Marx
Commissioner Doering
Commissioner Harris
Commissioner McAuliffe
Commissioner McClelland

STAFF PRESENT
Tim Stewart, Director, Planning & Development Services
Anna Kolousek, Assistant Director Planning & Development Services
Rachael Markle, Senior Planner, Planning & Development Services
Gabe Snedeker, SEPA Responsible Official
Jan Briggs, Economic Development Coordinator
Bill Conner, Public Works Director
Chuck Purnell, City Engineer, Public Works
Lanie Curry, Planning Commission Clerk

ABSENT
Commissioner Monroe

1. CALL TO ORDER

The regular meeting was called to order at 7:00 p.m. by Chair Gabbert.

2. ROLL CALL

Upon roll call by the Commission Clerk, the following Commissioners were present: Chair Gabbert, Vice Chair Doennebrink, Commissioners Doering, McAuliffe, Marx, Maloney, Harris and McClelland. Commissioner Monroe was excused.

3. APPROVAL OF AGENDA

Chair Gabbert reviewed the different agenda format. He asked that those people wishing to speak during the meeting should sign up on the appropriate list. He noted that Item 7 on the agenda is a staff conducted public hearing. The Commission would recess their meeting and allow the staff to conduct the administrative public hearing on the Draft Environmental Impact Statement for the North City Sub Area Plan. After the public comment has been accepted, the Commission would reconvene their meeting at which time they may discuss the issue further or postpone the issue to the next meeting.

The Commission approved the agenda as proposed.

4. APPROVAL OF MINUTES

[redacted]

5. PUBLIC COMMENT

There was no one in the audience who desired to address the Commission during this portion of the meeting.

6. REPORTS OF COMMISSIONERS

There were no reports from the Commissioners during this portion of the meeting.

7. STAFF REPORTS

a. Public Hearing on Draft Supplemental Environmental Impact Statement (EIS) for the North City Sub Area Plan.

Chair Gabbert advised that the Commission held a public hearing on the North City Sub Area Plan and made a recommendation to the Council that it be approved subject to the following three conditions: eliminate the density limitations, develop traffic mitigation and address cut-through traffic. The Commission also reserved the right to have additional input after the Environmental Impact Statement (EIS) was submitted. Staff has accommodated this request by conducting a public hearing during the Commission's regular meeting time.

[redacted]

The Commission reconvened to their regular session at 8:25 p.m.

8. UNFINISHED BUSINESS

a. Commission Discussion Regarding North City Sub Area Plan

Vice Chair Doennebrink noted the "transverse diverter" identified on the plan at roughly 170th and 10th NE. He noted that there is a metro bus that goes up that street, and at some point in time emergency and delivery vehicles will use this street as well. He questioned why a transverse diverter was chosen instead of some type of traffic circle, etc.

Mr. Purnell described how a transverse diverter would work. The intent of the device is to push traffic that is trying to turn onto 10th NE back onto 15th NE, making it more difficult for people to use 10th as a route to get around 15th. A traffic circle would not prohibit the use of 10th as a cut-through street, which is one of the goals identified in the plan. Vice Chair Doennebrink suggested that there may be better options to accomplish this goal.

Vice Chair Doennebrink inquired whether driveway consolidation and access management issues were considered as part of the Plan. Ms. Kolousek answered that they were not considered as a mitigation, they are required as part of the development standards. The elimination of driveways will improve the traffic flow on 15th NE.

Vice Chair Doennebrink questioned regarding the level of service at intersections as described on Pages 82 and 86 of the Staff Report. Is it correct to assume that as people choose other routes, the level of service will improve? Ms. Kolousek answered affirmatively. Vice Chair Doennebrink inquired if underground utilities would be required as part of the plan. Ms. Kolousek answered that they would be required within the business district.

Vice Chair Doennebrink inquired if there is any possibility that the plan could extend past 180th NE. Ms. Kolousek answered that the second litigation scenario proposes to go past 180th NE to the north. She said this is definitely a possibility.

Commissioner McClelland said it seems they are talking about cut-through traffic in a vacuum. She questioned whether or not there has been any discussion about origin, destination and trip distribution to identify where the people are coming from and going. Ms. Kolousek said this information is located in the appendix of the traffic analysis. Commissioner McClelland said that in addition to the information that was identified through the modeling process, she would like to know where the traffic starts and ends. Ms. Kolousek said the model provided input, which was taken from the regional models, and this includes the destinations. The numbers were translated into area traffic analysis logs identifying the origination and destination of the traffic. Commissioner McClelland said this is a regional, larger scale model, but they need to also have a local plan to identify where the traffic is coming from and where they are going. They need to have a local plan to realistically divert the traffic.

Commissioner McClelland said she does not think traffic calming will address the neighborhoods' concerns. It will slow down through traffic, but unless they carefully study the origin and destination of the traffic, they will not be able to significantly eliminate cut through traffic. Mr. Purnell advised that staff added more detail than what was provided in the regional model in regards to the specific land uses that are anticipated. However, it is difficult to determine the origin and destination of vehicles. A lot of fieldwork has been done to locate the problem areas, and a lot of thought was put into the issue of mitigation.

Commissioner McClelland asked that traffic mitigation be done right away. She also questioned whether the sidewalks that are proposed are too narrow. Ms. Kolousek answered that in the locations where no street trees are located, the sidewalks are 10½ feet wide. Street trees are usually placed between 20 to 30 feet apart, but she noted that the sidewalk and landscaping designs have not been completed at this point.

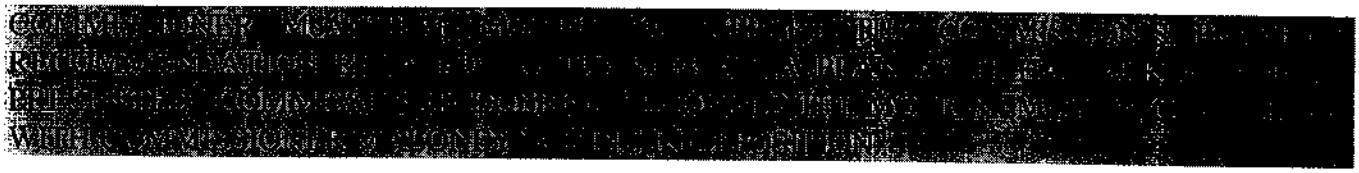
Commissioner Doering suggested that since the North City area is located in between the Burke Gilman Trail and the Interurban Trail, bicycle accommodations should be considered. She recalled that Commissioner Marx had previously brought up the concept of public transportation and a flyer stop coming off at 185th to help accommodate North City traffic. She questioned whether this has been discussed with public transit. Ms. Kolousek said that the traffic group has discussed this issue. Mr. Purnell added that the flyer stop at 185th is a good idea, but the influence of the North City project would not generate a significant amount of traffic in that particular spot. He said staff is continuing to work on this issue with the State Department of Transportation.

Chair Gabbert inquired if the Commission would like to raise any issues for reconsideration related to the North City Sub Area Plan in light of the Draft Supplemental Environmental Impact Statement.

Commissioner Maloney said he feels that the traffic problems in the North City Area are being dealt with admirably, but they are being sent to adjacent areas. He said this is not an adequate solution to the traffic situation. In that respect, he did not feel the EIS was adequate. Chair Gabbert inquired if Commissioner Maloney would like to reconsider the design of 15th NW. Commissioner Maloney felt that traffic is an integral part of the sub area plan, and the City cannot solve the traffic problems in North City by sending it next door. There is no adequate solution being proposed. By reducing the number of lanes on 15th NE, the traffic that is presently there will be forced to go somewhere else. This will impact the adjacent neighborhoods.

Commissioner McClelland agreed with Commissioner Maloney and said that the ideal solution would be to route this traffic to I-5, using the larger streets that are intended for commuter traffic. Mr. Purnell said the model indicated the biggest change in the distribution of PM traffic at 145th and 15th NE, where more trips head towards I-5, Lake City Way and Aurora Avenue. There are a lot of through trips on 15th NE, and that is the real reason for the high volumes of traffic at this time. Obviously, they want people to stay on the arterial road systems that are designed for high volumes of traffic. They did not see a significant change on 5th NE, which currently gets traffic from I-5.

Mr. Purnell said the City has converted some roadways from four to three lanes, and they have found that they hold the same capacity of traffic with fewer accidents, given the types of residential conditions that exist in Shoreline. This same observation has been confirmed across the country.



9. NEW BUSINESS

There was no new business scheduled on the agenda.

10. AGENDA FOR NEXT MEETING

Chair Gabbert advised that a public hearing on the Amendments to the Comprehensive Plan, Land Use Map and Zoning Map is scheduled for May 17.

Commissioner Marx said she was surprised that there were so few Comprehensive Plan Amendments. Perhaps they should consider revising the form to make it easier for the public to submit proposals for amendments in the future. She said she would be happy to work with staff on this project.

Commissioner Marx said she heard from a citizen that there was a proposal to build cottage houses with attached garages in Shoreline. Ms. Markle said she has had requests for cottage housing with attached garages, but the development code clearly states that this is not allowed.

Commissioner Marx said that at Fremont and 198th there is one lot that has added another house on the site. Ms. Kolousek said that an accessory dwelling unit is allowed on the property if it meets the density and size requirements. Also, if you meet the density requirements, a second home is allowed on single-family lots.

11. ADJOURNMENT

Marlin J. Gabbert
Chair, Planning Commission

Lanie Curry
Clerk, Planning Commission

STATE OF WASHINGTON
OFFICE OF COMMUNITY DEVELOPMENT
906 Columbia St. SW • PO Box 48350 • Olympia, Washington 98504-8350 • (360) 725-2800

June 18, 2001

The Honorable Scott Jepsen
Mayor of Shoreline
17544 Midvale Avenue North
Shoreline, Washington 98133-4921

Dear Mayor Jepsen:

Thank you for submitting the draft comprehensive plan amendment, draft development code and draft supplemental environmental impact statement (DSEIS) for the North City Subarea Plan, and the 2001 comprehensive plan and development code amendments for the City of Shoreline. We are reviewing these documents as a package due to their relationship to each other in accommodating future population growth. We recognize the substantial investment of time, energy, and resources that these documents represent. This letter summarizes our comments and recommendations on these items.

We especially liked the following:

- We commend you for making your comprehensive plan and development regulations consistent with each other and the Growth Management Act. We were initially concerned with the loss of housing units these amendments produced, but are pleased that the city is trying to replace these units and increase the city's necessary housing supply in the North City Subarea.

- The North City Subarea Plan, Comprehensive Plan Amendment, and DSEIS represent a lot of good work. Your plan outlines the development of a mixed-use center and pedestrian-friendly "Main Street" concept. The development code for the area is clear, the demonstration projects are useful in testing the code, and the pro-formas assist in showing project feasibility. Your initiative in reconfiguring 15th Avenue NE and updating stormwater facilities is a good investment to stimulate redevelopment in the area. The Capital Facilities Element of your next comprehensive plan amendment should indicate when this reconstruction will occur and how it will be funded.

- The Planned Action is an innovative way to approach State Environmental Policy Act (SEPA) requirements and support economic development objectives. The development of a detailed environmental impact statement at the subarea plan level will assist in expediting the permit process at the project level by addressing environmental impacts, laying out the acceptable project types and the expectations for mitigation measures before a project is proposed. We encourage you to be proactive in stimulating redevelopment and vigilant in making sure that projects conform to your needs, and in monitoring the plan development.

We have concerns about some elements of this proposed planned action:

- In your DSEIS, many elements are assumed to be adequately addressed in the comprehensive plan environmental impact statement. We suggest that you carefully evaluate your DSEIS to ensure that

the analysis is detailed enough to preclude examination at the project level. Information about capital services, in particular, may need more detail at the neighborhood level. In general, we are satisfied that the planned action will increase environmental quality in the area.

- Transportation issues seem to be well studied and addressed in the DSEIS. Mitigation requirements for the expected increase in traffic include area-wide traffic calming, pedestrian improvements, street trees, and most importantly, the reconfiguration of 15th Avenue NE, the central feature of your Main Street concept. The plan states that the city will be responsible for reconfiguring 15th Avenue NE, but needs to show who is responsible for implementing the other transportation mitigation features and when these will occur.

- We are also concerned about the supply of affordable housing within the City of Shoreline. Adding many more flats and townhouses in the planned action area appears to be providing a wider range of housing choices for Shoreline residents. It is still difficult to tell from the DSEIS how housing supply will meet the needs of various economic segments of the population. The final environmental impact statement of your 1998 comprehensive plan states that in order to meet affordable housing goals established for King County, the city could encourage a certain percentage of each multi-family development to be affordable. City-wide permissive policies for accessory dwelling units, cottage housing, and multi-family units in commercial areas will help to encourage a wider range of housing choices. Future work on your comprehensive plan needs to more clearly show the specific housing needs of various economic groups in your city and identify a clearer strategy on how their needs will be met.

We hope that more detail in these areas will be included in the ordinance designating the Planned Action and the associated comprehensive plan amendment.

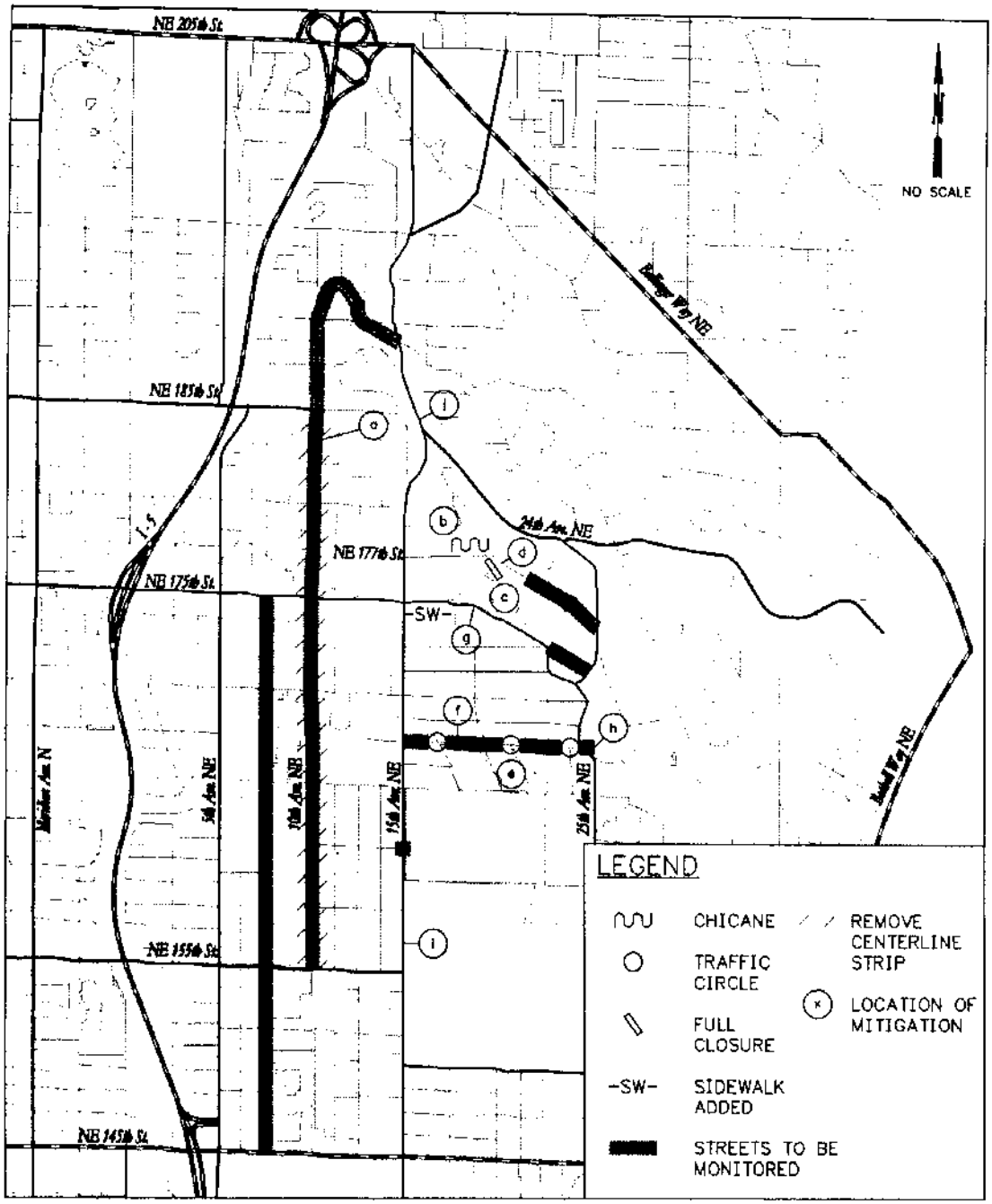
Congratulations to you and your staff for the good work these documents represent. If you have any questions or concerns about our comments or any other growth management issues, please call me at (360) 725-3000 or Ike Nwanko at (360) 725-3056. We extend our continued support to the City of Shoreline in achieving the goals of growth management.

Sincerely,

Anne Fritzel
Growth Management Planner
Growth Management Program

AF:lw

cc: Anna Koloušek, Project Manager and Assistant Director, Planning and Development Services, City of Shoreline
Rachael Markle, Senior Planner, Planning and Development Services, City of Shoreline
Gabe Snedeker, SEPA Responsible Official, Planning and Development Services, City of Shoreline
Stephanie Warden, Manager, Growth Management Program, King County
Cynthia Moffat, Policy Analyst, Office of Budget and Strategic Planning, King County
Ike Nwanko, Program Manager, Washington State Office of Community Development



CITY OF SHORELINE

Ordinance No. 281
Traffic Mitigation for Neighborhood Streets
Outside the North City Business District