

AGENDA

PLANNING COMMISSION REGULAR MEETING



Thursday, July 19, 2012
7:00 p.m.

Shoreline City Hall
Council Chamber
17500 Midvale Ave N.

	<u>Estimated Time</u>
1. CALL TO ORDER	7:00 p.m.
2. ROLL CALL	7:01 p.m.
3. APPROVAL OF AGENDA	7:02 p.m.
4. DIRECTOR'S COMMENTS	7:03 p.m.
5. APPROVAL OF MINUTES	7:08 p.m.
A. June 7 Regular Meeting	
B. June 21 Regular Meeting	

Public Comment and Testimony at Planning Commission

During General Public Comment, the Planning Commission will take public comment on any subject which is not specifically scheduled later on the agenda. During Public Hearings and Study Sessions, public testimony/comment occurs after initial questions by the Commission which follows the presentation of each staff report. In all cases, speakers are asked to come to the podium to have their comments recorded, state their first and last name, and city of residence. The Chair has discretion to limit or extend time limitations and the number of people permitted to speak. Generally, individuals may speak for three minutes or less, depending on the number of people wishing to speak. When representing the official position of an agency or City-recognized organization, a speaker will be given 5 minutes.

6. GENERAL PUBLIC COMMENT	7:10 p.m.
7. STUDY ITEMS	7:15 p.m.
A. 2012 Comprehensive Plan Docket - Point Wells Subarea Plan	
• Staff Presentation	
• Public Comment	
8. DIRECTOR'S REPORT	7:45 p.m.
9. NEW BUSINESS	7:50 p.m.
A. Washington State Legislature Updates on Transfer of Development Rights and SEPA Thresholds	
10. REPORTS OF COMMITTEES & COMMISSIONERS/ANNOUNCEMENTS	8:20 p.m.
11. AGENDA FOR August 2	8:25 p.m.
12. ADJOURNMENT	8:30 p.m.

The Planning Commission meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at 801-2230 in advance for more information. For TTY telephone service call 546-0457. For up-to-date information on future agendas call 801-2236.

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CITY OF SHORELINE

SHORELINE PLANNING COMMISSION MINUTES OF REGULAR MEETING

June 7, 2012
7:00 P.M.

Shoreline City Hall
Council Chamber

Commissioners Present

Chair Moss
Vice Chair Esselman
Commissioner Craft
Commissioner Maul
Commissioner Montero
Commissioner Scully
Commissioner Wagner

Staff Present

Rachael Markle, Director, Community & Development Services
Steve Szafran, Associate Planner, Community & Development Services
Miranda Redinger, Associate Planner, Community & Development Services
Jessica Simulcik Smith, Planning Commission Clerk

CALL TO ORDER

Chair Moss called the regular meeting of the Shoreline Planning Commission to order at 7:00 p.m.

ROLL CALL

Upon roll call by the Commission Clerk the following Commissioners were present: Chair Moss, Vice Chair Esselman and Commissioners Craft, Maul, Montero, Scully and Wagner.

APPROVAL OF AGENDA

The agenda was accepted as presented.

DIRECTOR'S COMMENTS

Ms. Markle did not provide any comments during this portion of the meeting.

APPROVAL OF MINUTES

The minutes of May 3, 2012 were approved as submitted.

GENERAL PUBLIC COMMENT

No one in the audience expressed a desire to address the Commission during this portion of the meeting.

STUDY SESSION ON COMPREHENSIVE PLAN MAJOR UPDATE – LAND USE ELEMENT AND MAP

Staff Presentation

Mr. Szafran referred to the background data and supporting analysis, which explains the need for updating the Land Use Element of the Comprehensive Plan and replaces the language related to the City's 1998 vision with the framework goals that were adopted by the City Council in 2009. The tables were updated to reflect existing conditions. He noted that while the State's population grew 14% from 2000 to 2010 and the County's population grew 11%, Shoreline's population actually decreased. He also noted that the City already has the capacity to meet the updated growth targets for homes (5,000) and jobs (5,000). He referred to Table LU-4, which identifies the City's current capacity in multi-family residential designations. He noted that in 2005, the City's capacity in those zones was 551 and today's capacity is about 5,600 as a result of focusing higher densities along high-capacity corridors. Capacity for single-family residential designations has stayed relatively constant. He commented that these numbers lay the groundwork for the new goals and policies identified in the proposed Land Use Element of the Comprehensive Plan.

Ms. Redinger explained that the Land Use Element is all encompassing and ties all other elements of the Comprehensive Plan together. It allows for a more cohesive direction and provides an opportunity to reflect Shoreline's evolution from a first-tier suburban fringe to a more urbanized city with changing amenities and priorities. To illustrate how residential development has occurred in Shoreline compared to other areas in King County, she provided slides of two 107-unit developments that occurred in 2007, one in Shoreline and the other in Snoqualmie. She also provided slides to illustrate how the two sites were previously developed. In Shoreline, only a few trees had to be removed to accommodate the development. In Snoqualmie, the entire site was heavily forested, and development had a much greater impact on the environment. She acknowledged that one option for meeting the regional growth targets is to further develop suburbs along the fringes, losing additional forest and agriculture land and creating a larger carbon footprint as a result of people having to commute to work and other services. However, a more sustainable option is to improve the quality of life in and around the light rail station planning areas to make infill areas where existing infrastructure is already available more attractive for people who will be moving to the region.

Ms. Redinger advised that the new policies outlined in the proposed Land Use Element are intended to implement the City Council's goal of being sustainable in all ways. She said staff is looking for specific direction from the Commission regarding the new policies. She reviewed the new policies as follows:

- Goals LU I and LU II -- Light Rail Stations and Station Areas (Policies LU29 – LU59). Ms. Markle explained that most of the policies were taken verbatim from the City Council's Framework Policies, but some were also taken from the City of Bellevue's policies for light rail station area planning. Policy LU29 talks about employing superior design technique, and Policy LU30 specifically

encourages regional transit providers to work closely with affected neighborhoods in the design of the stations. Policy LU31 encourages funding and planning to construct related improvements in conjunction with the construction of light rail facilities, and Policy LU32 calls out the need to maintain and enhance the safety of Shoreline's streets when incorporating light rail facilities.

Mr. Redinger suggested that, at their joint meeting, the City Council and Commission should specifically discuss whether it is appropriate to place all the framework policies related to station area planning directly into the Comprehensive Plan or if the plan should contain a single policy that refers to all of the applicable framework policies. She said staff is recommending that all the policies be included in the Comprehensive Plan to emphasize the City's desires for the station areas. However, she also reminded the Commission of the City Council's goal to minimize the size of the Comprehensive Plan to make it more user friendly.

- Goal LU XII -- Regional Growth Center. Ms. Redinger said the City's goal is to nominate Shoreline as a regional growth center as defined by the Puget Sound Regional Council (PSRC). Mr. Szafran explained that regional growth centers are located in core cities and are characterized by compact, pedestrian-oriented development with a mix of residential, jobs, retail, services and entertainment. Regional growth centers are the focal points for new growth and are identified to receive a significant portion of the region's population and employment growth. The centers are expected to achieve density sufficient to support high-capacity transit through long-term growth and development over a 20-year planning period. Regional growth centers are the backbone of the transportation network for the four-county region, linking the centers with highly-efficient transportation systems to reduce growth in vehicle miles traveled. He observed that the City has been becoming a regional growth center based on its policies for mixed-use zoning that allow higher densities on the transit corridors, and becoming an official regional growth center would provide more funding opportunities for the City. Ms. Redinger said that including Goal LU XII in the Comprehensive Plan would provide policy direction for staff to pursue the regional growth center status. She specifically invited the Commission to share their thoughts on this issue.
- Goal LU XIII – EcoDistricts. Ms. Redinger said Goal LU XIII calls for establishing EcoDistricts in Shoreline. She recalled that EcoDistricts were the topic of the April 25th Speaker's Series event. Mr. Bennett educated those in attendance about EcoDistricts and provided a tool kit for potential policies and regulations. She said the current proposal is to start small with a general policy about the need to educate the community about what EcoDistricts are (See Policy LU66). She said an EcoDistrict is defined as "a neighborhood committed to sustainability that links green building, smart infrastructure and behavior to meet ambitious sustainability goals over time." Staff anticipates there will be opportunities to implement the EcoDistrict and or LEED Neighborhood concept as part of future station area planning. Ms. Redinger invited the Commission to provide additional direction as to whether or not the City should pursue this option further.
- Land Use Policy LU19 – Campus Land Use. Ms. Redinger said the campus land use refers to the following: Shoreline Community College Campus, CRISTA Ministries Campus, Fircrest Campus, and the Public Health Laboratory Campus. She explained that a detailed description of each of the four campuses was added to the Comprehensive Plan a few years ago. These sites are mapped, and master plans have been adopted for the CRISTA Ministries and the Public Health Laboratory

campuses. Staff anticipates that master plans for the Shoreline Community College and Fircrest campuses will be adopted in the near future. Staff believes it is no longer necessary to provide detailed descriptions of each campus in the Comprehensive Plan. She said that, currently, a Comprehensive Plan amendment is required for any new use on the campuses. Staff feels this provision is too limiting, and they are proposing that new uses can be approved as part of a Master Development Plan Permit. These permits would be reviewed by the Hearing Examiner and public notice would be required, but applicants would not be constrained by the once-a-year Comprehensive Plan amendment process. She asked the Commission to provide specific feedback regarding this policy.

- Goal LU XIV – Siting of Essential Public Facilities. Ms. Redinger explained that the Growth Management Act (GMA) requires the City to develop a process for identifying and siting Essential Public Facilities. She noted that the language in Policies LU71 through LU77 is more regulatory in nature than other language contained in the Land Use Element. Staff is proposing to use the Special Use Permit process, which requires public notification and a public hearing. Specific criteria must be met, and decisions can be heavily conditioned and appealed. She noted that the City already has a Conditional Use Permit process for regulating some types of group homes. The proposed Comprehensive Plan language states that if there is another way to consider a use, the City can use that method.

Ms. Markle reminded the Commission that the City inherited many of their planning policies from King County, and the Comprehensive Plan update provides an opportunity for the City to address inconsistencies or anomalies and provide direction to revise the Development Code to be easier to administer and understand as the City evolves from a suburban to urban area. She explained that amendments to the Comprehensive Plan Land Use Map will lead to changes in the Development Code and Zoning Map. She further explained that Comprehensive Plan designations offer a range of potentially appropriate zones, and zoning designations lock in specific standards. Staff reviewed the proposed changes to the Land Use Policies as follows:

- R-12 zoning in both High-Density Residential (HDR) and Medium-Density Residential (MDR) designations? Mr. Szafran referred to Policies LU12 and LU14 in Attachment A (Policies LU 2 and LU3 in Attachment B), which speak about the medium and high-density designations. He noted that the R-12 zoning designation is included as appropriate for both MDR and HDR Comprehensive Plan designations. He provided a map to illustrate properties that are identified in the Comprehensive Plan as HDR and on the Zoning Map as R-12. He said staff is recommending R-12 as appropriate zoning for MDR and removing it from the HDR category.

Ms. Markle clarified that there are currently 49 properties zoned as R-12, but their Comprehensive Plan designation is HDR. If the Comprehensive Plan is changed so that R-12 is only appropriate for MDR land uses, these 49 parcels would lose their ability to up zone. She referred to the following three options for implementing this new policy:

1. Legislatively rezone the 49 parcels that are zoned R-12 but designated as HDR to achieve the minimum density appropriate for HDR (R-18).

2. Change the Comprehensive Plan designation to MDR to match the zoning. This would decrease the current development potential of the parcels.
3. Change the policy delineating appropriate zoning for the designation, with no corresponding changes to either the Comprehensive Plan designation or Zoning Maps. This would allow property owners to apply for rezones to a higher density over time.

Chair Moss clarified that if the Comprehensive Plan is changed as proposed by staff in Scenario 3, a property owner of property zoned R-12 that is identified in the Comprehensive Plan as MDR would not be allowed to up zone because the maximum density for MDR is R-12. However, a property owner of R-12 zoned property that is identified in the Comprehensive Plan as HDR would be allowed to up zone to R-18 through R-48. She expressed concern that this could be confusing to potential property buyers.

Commissioner Scully said he is unclear why it is a problem to allow R-12 zoning in both HDR and MDR land use designations. Ms. Markle recalled that during a previous Comprehensive Plan update, it was determined that over 800 rezones would have been necessary for the City to amend the Comprehensive Plan so that R-12 zoning was only compatible in the MDR land use designation. To minimize the number of required rezones, the City decided that R-12 zoning would be compatible for both MDR and HDR land use designations. Ms. Redinger added that the current policy created conflict and uncertainty during the Southeast Neighborhoods Subarea Plan process. There were times when the intention was to have a higher zoning designation, but zoning was locked in by the MDR land use designations. She clarified that Scenario 3 would allow property owners to initiate the process as opposed to legislatively rezoning the 49 conflicting properties.

Chair Moss asked staff to clarify their recommendation. Ms. Markle said staff's preference would be to allow R-12 zoning in both MDR and HDR land use designations, allow property owners to rezone parcel-by-parcel, or review each parcel and determine whether the land use designation should be HDR or MDR.

Chair Moss asked if staff would contact each of the 49 property owners before the Commission is asked to make a final decision on this issue. Mr. Szafran agreed that would be necessary if they were to consider changing the land use designation on some properties from HDR to MDR. Chair Moss suggested that staff should communicate with property owners as soon as possible so they have a clear understanding of what is being proposed. She also asked staff to provide colored copies of the map that illustrates properties that are zoned R-12 and designated HDR on the Land Use Map.

Commissioner Craft asked if staff anticipates future problems if the Comprehensive Plan continues to indicate that R-12 zoning is compatible in both HDR and MDR land use designations. Ms. Markle answered no. Ms. Redinger said the change is an opportunity to create a more commonsense approach. However, because the City Council has indicated their desire to adopt the Comprehensive Plan update by the end of 2012, staff is recommending minimal map changes. She explained that more map changes could create more stringent analysis requirements, as well as increase the public process. They must balance how much housekeeping can be done versus the City's available time and resources.

Commissioner Maul summarized that staff is asking for feedback on whether or not R-12 zoning belongs in HDR or MDR land use designations and what should be done with the areas that are currently zoned R-12 but identified on the land use map as HDR. He suggested that the only way to make this decision is by considering how each of the 49 properties would be impacted. Because of time constraints, he recommended that R-12 zoning should remain compatible in both MDR and HDR land use designations, and then each property could be reviewed on an individual basis through the rezone process. Commissioner Scully agreed this would be a cleaner and more efficient process.

Chair Moss pointed out that Option 1 would change the land use designation for all 49 properties to HDR, requiring the City to legislatively rezone each property to the minimum density appropriate for HDR (R-18). She asked if this change would have tax assessment implications. Mr. Szafran answered affirmatively.

- Commercial Zones. Ms. Markle said one of the City Council's goals is to streamline the permitting process to make the City more competitive and the process more predictable. In response to the City Council's direction, staff is working on the Commercial Zone Project, which will reduce the number of zoning categories from seven to four. She recalled that the City had an extensive public process and hired design professionals to help create the Town Center Plan, which contains great design standards that can be appropriately applied to other commercial zones in the City. Staff is proposing the following four zoning categories:
 1. Town Center 1 through 4 (TC 1-4)
 2. Arterial Business (AB), which will include the existing Mixed Use (MUZ) and Industrial (I) zones that allow the same uses and have the same standards.
 3. Community Business (CB), which will include the existing Planned Area 2 (PA2), Community Business (CB) and North City Business District (NCBD). The NCBD standards are very similar to the CB standards after the TC standards are applied.
 4. Neighborhood Business (NB), which will include the existing NB and Office (O) zones.

Ms. Markle explained that, currently, each commercial zoning category has a direct match in the Comprehensive Plan and is sometimes even called by the same name, which creates confusion. The proposal is to alleviate this confusion by using different names for the zoning and Comprehensive Plan designations. For example, there is both a Mixed Use land use designation and a Mixed Use zoning category. Staff is proposing to combine the MU, CB, Regional Business (RB) and NCBD land use designations into just two commercial land use designations: Mixed Use 1 (MU 1) and Mixed Use 2 (MU 2). There would no longer be an MU zoning category. The MU 1 designation would be more intense and applied to properties in the Ballinger area and along Aurora Avenue North. The MU 2 designation would be less intense. The height limit would be the main difference between the two designations. She emphasized that the specific standards for each area would be determined by zoning, which will be addressed as part of the Commercial Zone Project. She said she anticipates that the changes to both the zoning categories and the Comprehensive Plan can move forward simultaneously. The changes in the Comprehensive Plan will set the stage for consolidating the zones into four instead of seven. She provided maps to illustrate how the proposed zoning and land use designations would be applied.

Chair Moss recalled that during the Town Center process, there was a great deal of discussion about building heights, setbacks, and step backs. These issues were resolved through a number of factors. She noted that there are quite a few areas where the proposed Mixed Use 1 designation would abut Low Density Residential (LDR) designations. She particularly referred to property on Dayton Avenue where the Washington State Department of Transportation's office is currently located. Some of these properties are identified as private open space, and the proposed change would increase the density and potentially impact adjacent single-family residential development. Mr. Szafran noted that the Town Center design standards for step backs and setbacks would apply to the underlying zoning that is currently in place on the property. Only the underlying land use designation would change.

Chair Moss recalled that as per the Town Center design and transition standards, commercial development abutting an R-6 and R-8 zones would have to meet additional standards. Ms. Markle clarified that if the proposed change is approved, there would be more protection for adjacent properties by applying the Town Center design and transition standards to all commercial zones, but the density might be increased. The new form-based code would identify bulk and scale requirements, but what is done inside the building would be up to the developer. Mr. Szafran emphasized that the proposed change would alter the names of the land use designations and zoning categories, but it would not result in up zoning.

Ms. Redinger recalled that the major theme throughout the Town Center process was to "protect and connect." Aurora Avenue North is a high-intensity arterial with bus rapid transit and more intense development. The City's goal is to protect and connect the surrounding single-family residential neighborhoods that are located on either side of the arterial.

Ms. Markle commented that, as per the proposal, all height and setback requirements in the existing zones would be maintained. The Commission questioned if maintaining the bulk and setback requirements would be feasible given the new growth projections. Ms. Markle said the more strict bulk and setback standards would be applied to properties in the MU2 designation, which should have a lesser scale than the properties in the MU1 designation.

- Potential acquisition of 145th Street Corridor. Ms. Markle said the City Council has discussed logistical considerations, costs and benefits of potentially acquiring the 145th Street Corridor. Because this acquisition would require an annexation, the area has been identified on the Land Use Map as a Potential Annexation Area.
- Public Facilities. Ms. Markle advised that, over time, the Public Facilities (PF) designation may not make sense. When a public facility is sold, it cannot be used for any other type of use. One option is to identify a land use designation for each of the public facilities that fits the underlying zoning. A separate map could also be prepared to identify all public facilities.
- Special Study Areas. Ms. Markle said staff recommends that the Ballinger Special Study Area be removed and replaced with a land use designation that matches the existing zoning. This project is not on the City's work program, and the proposed change will provide clarity for property owners and those who may be interested in purchasing property regarding the development potential of the

land. The change will also provide certainty for residential neighbors about what uses and structures will be allowed. Staff also recommends that the Highlands Special Study Area be removed and revert to LDR. She said staff has contacted the Highlands to verify the status of this area. They were contemplating dividing and selling the property, but it now appears they intend to make it a reserve. If that is the case, no special study would be needed. She said the Ballinger Commons Apartments are also identified on the current land use map as a Special Study Area. The property is zoned R-6, but is developed as multi-family residential. It was discussed that this is a potential location for high-density residential zoning, but no proposal for the area has come forward. Because the property could be addressed as part of the station area planning effort, staff is recommending that the Special Study Area designation be removed. While a special study of the Cedarbrook School property may be worthwhile, it has not been identified on the City's work plan. Staff is recommending that this study area be removed, as well. This will help simplify the map.

Ms. Redinger referred to the colored version of the Comprehensive Plan Map, which is identified as Attachment F. This map illustrates the large areas that are currently designated as Special Study Areas. The Commission asked staff to confirm that the special study area located northeast of North City is, in fact, the Cedarbrook School.

Commissioner Maul asked for clarification of the potential 145th Street Corridor acquisition. Ms. Markle explained that the eastbound lane from the center lane south belongs to the City of Seattle. The westbound lane from the center line to the end of the sidewalk in Shoreline belongs to King County. The sidewalk marks the boundary of the City of Shoreline. She explained that this proposal was an outgrowth of the Southeast Neighborhood Subarea Plan, which recommended that the City begin discussions with Seattle and King County about potential acquisition. These discussions are in progress, and staff made a presentation to the City Council in February. Chair Moss said the multi-jurisdictional ownership creates a host of issues, given that the street is the northern most reach of the City of Seattle and no other properties in the area are under King County's jurisdiction.

Chair Moss asked if there are other potential annexation areas that border the City besides 145th Street and Point Wells. Ms. Markle said two parcels in the Highlands have expressed a desire to annex into Shoreline, but they are located in the City of Seattle. There are no other unincorporated areas.

Vice Chair Esselman commented that neighborhoods tend to grow around public facilities, particularly schools. She cautioned against replacing the Public Facility designation with designations that are consistent with the underlying zoning. This would eliminate the City's ability to give special attention to proposed future redevelopment. Mr. Szafran explained that the current Public Facilities designation requires the new owner to obtain a Comprehensive Plan amendment to change the designation of a former public facility site. Vice Chair Esselman said that redeveloping a public facility site into residential units could have a significant impact on a neighborhood. Mr. Szafran agreed that requiring a Comprehensive Plan amendment when the use of a public facility is changed would provide an opportunity for the public to be involved in determining what is best for the area.

Commissioner Montero asked if the property where the railroad tracks are located is public space or if it is owned by Burlington Northern Santa Fe. He noted that it is identified on the land use map as Public

Facility. Mr. Szafran said that, similar to roadways, the railroad tracks are considered Essential Public Facilities.

Public Comment

Tom Jamieson, Shoreline, suggested that the Commissioners' legacy will rest on what they say and do regarding Point Wells and the Seattle Public Utility (SPU) acquisition. He said he believes the two items are related. He recalled that on January 23rd, the City Council had an update on the SPU acquisition (Goal LU VII), and the first SPU Acquisition Steering Committee meeting was held the very next day. On February 8th, the steering committee met and announced that engineering separation and operating differences would be discussed in the next meeting. The minutes of the February 8th meeting were still not available when the steering committee met again on February 22nd to extensively discuss major alternatives for separating the SPU system along 145th Street. He expressed concern that the Commission and staff spent only a short time discussing the 145th Street future annexation area. The same thing happened when the City Council discussed the 145th Street annexation. The SPU acquisition provides extensive discussion about main work that would be necessary on 145th Street, yet it was not mentioned in either conversation. He said it is important for the Commission to keep the comprehensive aspect of the "big picture items" in mind and figure out how they relate to each other.

Review of Draft Land Use Element Goals and Policies

Commissioner Wagner suggested that language should be added to the Land Use Element to emphasize the importance of connections throughout the City to the Interurban Trail. She reminded the Commission of their previous discussions about height and density, and they have heard a range of ideas about what would be appropriate along Aurora Avenue North. She suggested the Commission seek the right answer to this question rather than the politically safe answer, and then the public could be invited to respond. She said that with the existing RB zoning, density would be unlimited and constrained only by the size of the envelope. Some members of the public have strongly suggested that densities greater than R-48 should be prohibited because they are not specifically allowed in the Comprehensive Plan. She suggested the Commission should address this issue, as well. Mr. Markle said staff is thoroughly reviewing past Comprehensive Plan analysis related to density to make sure that all steps, including environmental review, have been completed. If staff finds the analysis is insufficient, additional analysis would be done as part of the Comprehensive Plan update. She noted that the concept has been thoroughly analyzed as part of the Town Center Plan, and it has also been analyzed in the Transportation Master Plan. Staff is also looking for any additional analysis that has been done since 1980.

Commissioner Craft referred to the second sentence in the second paragraph of the Introduction, which makes reference to protecting existing neighborhoods. He observed that much of the language in the Land Use Element will affect neighborhoods, and using words such as "protect" and "save" will limit the City's ability. He suggested that words such as "respect" would allow the City to implement concepts such as transit-oriented development, light rail, and higher densities on urban corridors while still respecting established neighborhoods. The remainder of the Commission concurred.

Chair Moss referred to Comment “r1” at the top of Page 27 of the Staff Report. She asked staff to respond as to whether the draft Land Use Element addresses and is consistent with all the requirements of the Growth Management Act.

Commissioner Scully referred to Goal LU I in Attachment B (Goal LU I in Attachment A) which references transit-supportive development. He suggested that rather than using different terms throughout the element to describe this concept, it would be better to use a consistent term. He noted that “equitable transit communities” and “transit-oriented development” are other possibilities. Chair Moss said the correct term in the industry is “equitable transit communities.” It is not just about development or about transit; it is also about respecting the neighborhood.

Chair Moss said Goal LU I in Attachment B (Goal LU I in Attachment A) uses the phrase “within a ½ mile walk of future light rail stations.” She questioned if this term is meant to imply walking distance or radius. Ms. Redinger said the GIS analyst said the term is meant to imply a radius, which is appropriate and less confusing for this conceptual level. However, the map may be refined to identify the actual walking distance. Chair Moss noted that potential station areas are identified in primarily low-density residential zones. These stations may require significant changes to street configuration, etc. She said it is important to use distance terms consistently throughout the Comprehensive Plan, and using the term “radius” would be much clearer. Ms. Redinger referred to comments the City received from the King County Public Health Department, which suggests that the element talk about a ½-mile walking radius and a 2-mile biking radius.

Commissioner Craft cautioned that using terms such as “neighborhood scale” (Goal LU VI in Attachment B and Goal LU IV in Attachment A) could prevent full development in the areas that are now proposed for higher densities. Ms. Markle said the concept could be more accurately described as “a 20-minute neighborhood” where all necessary services are available within a 20-minute walk from residential neighborhoods. She invited the Commission to share their ideas for more accurately describing this concept.

Commissioner Maul observed that Goals LU IV and LU VI in Attachment B (Goals LU III and LU IV in Attachment A) appear to be more global oriented, and the remaining goals are more specific. He suggested that the global-oriented goals should be placed first. Ms. Redinger agreed.

Chair Moss suggested that the two paragraphs in Goal LU I in Attachment B (Goal LU I in Attachment A) could be combined to read, “Create plans and implementation strategies that advance the City’s Vision 2029 to ensure transit-supportive development occurs within a ½ mile radius of future light rail.” She expressed her belief that Vision 2029 is a good reference document. She said the last part of the second paragraph is not necessary because there are already framework policies for station areas. Ms. Markle said the City Council has not provided clear direction about when station area planning should begin. The intent is that Goal LU I will encourage the City Council to provide this additional direction.

Commissioner Wagner asked what is meant by “clean green industry” as it is used in Goal LU XI in Attachment B (Goal LU X in Attachment A). Does this term refer to uses such as light manufacturing of solar panels that would not create waste. Mr. Szafran agreed that is the intent. Ms. Redinger said the

Commission will address the concept of “clean green industry” as part of their continued review of the Economic Development Element. She agreed that a definition should be provided.

Chair Moss asked what is meant by “behavior” as it is used in Goal LU XIII in Attachment B (Goal LU XII in Attachment A). Ms. Markle said this refers to changing individual behaviors in ways that are very sustainable, such as rain gardens, rain barrels, gray water systems, etc. Mr. Szafran added that it also involves sharing information between utilities to create efficiencies that do not currently exist. Ms. Redinger encouraged Commissioners who were unable to attend the speaker’s series regarding EcoDistricts to watch the video recording. She noted that one main component of EcoDistricts is that neighborhoods are required to form a legal entity with binding goals and targets to track progress.

Commissioner Scully said that while EcoDistricts are an admirable goal, he is not ready to support the concept as a City goal. While he does not have a problem with people voluntarily creating EcoDistricts, he is concerned about a City goal that would require people to join this particular philosophy on a mandatory level. The Commission agreed to discuss this concept further at their joint meeting with the City Council.

Commissioner Scully referred to Policy LU1 in Attachment B (Policy LU9 in Attachment A) and recalled that Seattle eliminated R-4 and R-6 densities a long time ago, and he suggested the Commission consider whether it is appropriate for the City to do the same. For a developing City, low-density residential should be R-6 and R-8 and medium-density residential should be R-12 and up.

Commissioner Maul also referred to Policy LU1 in Attachment B (Policy LU9 in Attachment A) and pointed out that R-4 and R-6 zoning could not really be considered “compact.” He noted that an R-6 lot would be 7,200 square feet in size. He expressed his belief that the “compact” development concept is intended to encourage more density than the R-4 and R-6 approach. Mr. Szafran said one option would be to eliminate the language that lists the appropriate zoning categories for each designation. He recalled there was a lot of controversy the last time this concept was discussed several years ago.

Chair Moss observed that the first paragraph of Policy LUI in Attachment B (Policy LU9 in Attachment A) appears to be a description of the LDR land use designation rather than an actual policy. She asked if the Growth Management Act requires the City to include descriptions of each of the land use designations in the Comprehensive Plan or if this language could be placed in the supporting analysis instead. Once again, she reminded the Commission of the City Council’s directive to make the Comprehensive Plan as compact, clear and predictable as possible. Mr. Szafran said he has used the language in Policy LU1 on numerous occasions when analyzing rezone applications. Ms. Redinger said she also used the language in Policy LU1 during the Southeast Neighborhood Subarea Plan process. Mr. Szafran cautioned that criteria for arguing the appropriateness of a rezone application must come from the Comprehensive Plan policies. Chair Moss clarified that she is not recommending that the policy (second paragraph) be eliminated, but the first paragraph is more of a general overview as opposed to real policy. She suggested that the first paragraph could be rewritten with policy language rather than descriptive language.

Chair Moss referenced staff’s question related to Policy LU11 in Attachment A (eliminated in Attachment B) about whether the Commission wants to add policy language to support or modify

existing code language related to accessory dwelling units (ADUs). She expressed her belief that creating policy language related to ADU's would be consistent with the City's desire to absorb more population and address the needs of their aging population. She noted that this issue has been raised numerous times over the past two years. Ms. Redinger clarified that existing standards were recently amended to make ADU's allowable in every zone. She invited Commissioners to share their thoughts on additional Comprehensive Plan language that could further direct development code regulations to make ADU's more accessible. Ms. Markle pointed out that the City has received conflicting messages related to ADU standards. Some want the standards to be more restrictive and others would like them to be less restrictive. The Commission agreed to discuss this issue further with the City Council.

Commissioner Montero referenced Policy LU3 in Attachment B (Policy LU14 in Attachment A) and suggested that "campus areas" should also be included in the first sentence. To avoid having to rezone properties, Chair Moss asked staff to review the map to identify whether any properties near campuses are currently zoned HDR.

Chair Moss observed that the word "pedestrian" as used in Policy LU7 in Attachment B (First Policy LUXX in Attachment A) appears to be used as an adjective as opposed to a person. She asked staff to consider a better word for this policy.

Commissioner Craft suggested that Policy LU12 in Attachment B (Policy LU19 in Attachment A) should be changed to more accurately describe the mixed-use concept.

Chair Moss referred to staff's question about moving Policy LU21 in Attachment A (Policy LU13 in Attachment B) to the Economic Development Element. The Commission did not express a preference either way.

Chair Moss requested feedback from the Commission regarding staff's question of whether it would be appropriate to move away from incentives. (See Policy LU22 in Attachment A). She expressed her belief that carefully-designed and well-crafted incentives can be helpful in a number of areas. The City had similar conversations when discussing the Southeast Neighborhoods Subarea Plan. She cautioned that while she would hate to throw out all incentives, they should be mindful of the bigger picture. Commissioner Wagner concurred but emphasized that the incentives should be commensurate with the benefits received.

Chair Moss referred to Policies LU29 and LU30 in Attachment B (Policies LUXX in Attachment A) and suggested the heading of the section should be changed to "high-capacity transit" to include all bus rapid transit opportunities rather than specifically calling out station area locations.

Chair Moss pointed out that the word "and" should be changed to "an" in Policy LU28 in Attachment B (Policy LU57 in Attachment A). Commissioner Maul asked staff to explain how this policy would be implemented. Ms. Markle responded that the City has not annexed an area for quite some time, so she is not quite certain exactly how the policy would be applied. However, the intent is that property owners in annexed areas would be taxed for benefits from infrastructure that the remainder of the citizenry is already paying for.

Chair Moss referred to Policy LU38 in Attachment B (Policy LXXX on Page 44 of Attachment A) and asked if the list was intended to be all inclusive or examples of potential participants. She suggested that “transit agencies” should be replaced with “public agencies.”

Commissioner Maul observed that Policies LU34, LU35, LU41, LU42, and LU43 in Attachment B appear to be very similar and make the same point. He agreed to forward his concerns to staff in writing. Ms. Markle explained that the policies were adopted by the City Council. However, the Commission could suggest changes for the City Council to consider. The Commission agreed to discuss this issue further with the City Council.

Chair Moss questioned the use of “shall” in Policy LU63 in Attachments A and B. She noted that “shall” is a strong word for the Commission to consider for a long-term document when they have not had an opportunity to review the King County Right-Sized Parking Initiative. She recommended that “shall” be changed to “may.”

Ms. Markle pointed out that Item 5 in Policy LU 74 in Attachment B (Policy LU C in Attachment A) should be amended by replacing “conditional use permit” with “special use permit.”

Review of Land Use Element Supporting Analysis

Chair Moss referred to Table LU-1 and asked how the total acreage decreased from 7,474 to 7,192. Mr. Szafran said staff believes the new number is more accurate to reflect real property within the City.

Mr. Szafran referenced Table LU-3 and noted that the net acres of land in the “5-7 du/acre” column should actually be 291.2. The numbers in the other columns are corrected as presented.

Chair Moss asked what is meant by “group homes” as used in the second paragraph under “Essential Public Facilities.” Mr. Szafran answered that the term refers to group homes that are larger in scale.

DIRECTOR’S REPORT

Ms. Markle did not have any items to report to the Commission.

NEW BUSINESS

Prepare for Upcoming Joint Meeting with City Council

Chair Moss announced that a joint Planning Commission/City Council dinner meeting has been scheduled for July 9th to discuss items related to the Comprehensive Plan update. In order to create more dialogue during the one-hour meeting, she suggested that a subcommittee of Commissioners be appointed to identify potential topics for discussion.

Ms. Redinger announced that the Commission has reviewed all nine elements of the Comprehensive Plan at least once. Staff can identify the remaining big picture questions as they work to integrate the Commissioner’s comments into each of the elements. She suggested the subcommittee could review

and prioritize the list prepared by staff. She also suggested that, rather than a lengthy staff presentation, a more detailed staff report could be provided to bring the City Council up to date on where the Commission is on each element. This would allow more time for the Commission and City Council to discuss priority items.

Commissioner Wagner said she supports the approach outlined by staff, but she cautioned that there would not likely be time to cover more than just a few items. Therefore, it is important to focus on the topics that require additional direction from the City Council. She suggested that the first topic of discussion should be “station area planning.”

Commissioner Wagner, Vice Chair Esselman and Commissioner Craft agreed to meet as a subcommittee to identify agenda topics for the July 9th joint meeting, starting with the list provided by staff. It was noted that the agenda would be forwarded to the City Council prior to the Commission’s next meeting. However, they agreed to review the draft agenda for the joint meeting at their June 21st meeting. Commissioners were invited to forward their thoughts on potential agenda items to staff.

REPORTS OF COMMITTEES AND COMMISSIONERS/ANNOUNCEMENTS

None of the Commissioners provided reports or announcements.

AGENDA FOR NEXT MEETING

Chair Moss advised that the Commission will review the Shoreline Master Program and Economic Development Elements of the Comprehensive Plan at their June 21st meeting. They will also prepare for their joint meeting with the City Council.

ADJOURNMENT

The meeting was adjourned at 9:20 p.m.

Donna Moss
Chair, Planning Commission

Jessica Simulcik Smith
Clerk, Planning Commission

TIME STAMP
June 7, 2012

CALL TO ORDER:

ROLL CALL:

APPROVAL OF AGENDA:

DIRECTOR'S COMMENTS: 0:53

APPROVAL OF MINUTES: 1:10

GENERAL PUBLIC COMMENT: 2:59

STUDY SESSION ON COMPREHENSIVE PLAN MAJOR UPDATE – LAND USE ELEMENT AND MAP:

Staff Presentation: 3:20

Public Comment: 1:08:00

Review of Draft Land Use Element Goals and Policies: 1:12:15

Review of Land Use Element Supportive Analysis: 2:01:57

DIRECTOR'S REPORT: 2:04:40

NEW BUSINESS

Prepare for Upcoming Joint Meeting with City Council: 2:04:52

REPORTS OF COMMITTEES AND COMMISSIONERS/ANNOUNCEMENTS: 2:19:52

AGENDA FOR NEXT MEETING: 2:16:00

ADJOURNMENT

DRAFT

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CITY OF SHORELINE

SHORELINE PLANNING COMMISSION MINUTES OF REGULAR MEETING

June 21, 2012
7:00 P.M.

Shoreline City Hall
Council Chamber

Commissioners Present

Chair Moss
Vice Chair Esselman
Commissioner Craft
Commissioner Maul
Commissioner Montero
Commissioner Scully
Commissioner Wagner

Staff Present

Rachael Markle, Director, Community and Development Services
Steve Szafran, Associate Planner, Community & Development Services
Miranda Redinger, Associate Planner, Community & Development Services
Dan Eernisse, Economic Development Manager
Lelenia Martrau, Economic Development Intern
Jessica Simulcik Smith, Planning Commission Clerk
Jonathan Morris Winters

CALL TO ORDER

Chair Moss called the regular meeting of the Shoreline Planning Commission to order at 7:00 p.m.

ROLL CALL

Upon roll call by the Commission Clerk the following Commissioners were present: Chair Moss, Vice Chair Esselman and Commissioners Craft, Maul, Montero, Scully and Wagner.

APPROVAL OF AGENDA

The Commission approved the updated agenda as presented.

DIRECTOR'S COMMENTS

Ms. Markle announced that the Town Center Plan recently received the Governor's Smart Community Award. She congratulated the Commission for the work they did on the plan.

Ms. Markle also announced that the City Council adopted the tree code amendments on June 18th. They approved two specific amendments to the Commission's recommendation: First, they removed the provision that prohibited clearing and grading for the sake of preparation of a property for sale. In addition, they clarified that the Director would have authority to waive maintenance bonding for single-

family sites by changing the word “may” to “shall.” She advised that the fee ordinance for “tree only” clearing and grading permits would go forward soon. The City Council has asked the staff and Planning Commission to develop criteria for determining when a tree is hazardous and how claims can be disputed.

Ms. Markle reported that the first open house regarding commercial design standard was successfully held on June 20th. The approximately 16 business owners and community members in attendance had a great discussion and seemed to understand the proposal. They provided good questions and ideas.

APPROVAL OF MINUTES

The minutes of May 17, 2012 were approved as amended.

GENERAL PUBLIC COMMENT

No one in the audience indicated a desire to address the Commission during this portion of the meeting.

STUDY SESSION ON COMPREHENSIVE PLAN MAJOR UPDATE – SHORELINE MASTER PROGRAM AND ECONOMIC DEVELOPMENT ELEMENTS

Staff Presentation on Economic Development Element

Jonathan Morrison Winters briefly reviewed what is included in the Economic Development Supporting Analysis. He explained that since the Commission’s last review of the analysis, the data was updated using the 2010 Census and other available data bases. The tables that were confusing, duplicative or too detailed were eliminated and/or clarified. A discussion about Jobs/Housing balance was added, and four peer cities were selected for comparison based on size (population and employment).

Mr. Morrison Winters referred to Table ED-1, which provides a general sense of demographics and household income compared to King County and the region. He noted that the median age in Shoreline is higher compared to the region, but the percentage of population in the labor force is roughly similar. Household income in Shoreline is higher than the region, but lower than King County as a whole.

Next, Mr. Morrison Winters advised that the data was updated in Table ED-4, which provides information about employment trends. He highlighted that the majority of the private sector employment in Shoreline is in retail and services, which account for 62% of the jobs. The service sector employment grew the fastest in the last decade (2000-2010). The warehouse, transportation and utilities sector declined the most, but it is important to note there are not a lot of jobs in this sector. He said total employment increased over the past decade, but the increase was slower than the previous five years. He referred to a graph showing the trend for each sector over time. He noted the large gap between the service sector and other employment sectors. He advised that the largest service sectors in Shoreline are health care and social assistance, followed by administrative and support services and accommodations and food services.

Mr. Morrison Winters said that he considered not only population, but the total number of jobs, when selecting comparative cities in order to get a good idea of the strengths and weaknesses of the economy. The selected cities (Tukwila, Marysville, Kirkland and Lynnwood) are located within the metropolitan divisions of King and Snohomish County because the economies are more similar. He explained that when comparing cities, the balance of jobs and housing is important to ensure the most efficient use of the transportation network, to allow individuals to live close to where they work, to guide zoning and economic development decisions, and to provide more local opportunities to support place-making strategies and expand the tax base. He referred to Table ED-7, which shows the jobs/housing balance in Shoreline compared to the peer cities and the two counties. He also referred to Table ED-8, which shows trends in retail sales for Shoreline and the peer cities, and Table ED-9, which shows trends in assessed valuation for Shoreline and the peer cities.

Mr. Morrison Winters said the analysis identifies the following key considerations that are apparent from the data.

- Based on existing data and current projections, Shoreline's population growth has been and will continue to be slower than growth rates in King County and the region.
- Over the past decade, the population has stabilized and employment has continued to grow slowly.
- There are only 0.72 local jobs for every housing unit in the City at this time, which highlights the need for job growth in the City.
- Compared to the peer cities in King County, Shoreline has a relatively low revenue base. This is consistent with what has occurred over the past 10 years.
- While growth in assessed valuation has not kept pace with peer cities or King County as a whole, it has continued to grow at a moderate pace (6.7% annually) over the past decade.
- Although growth has been moderate, retail sales growth has outpaced growth in King County and most peer cities.

Commissioner Wagner asked staff to summarize potential policies that could help fix and encourage economic development. Mr. Morrison Winters answered that place-making strategies and policies are the key to addressing economic development. Mr. Eernisse added that the City can encourage infrastructure creation and implement policies that make development cost less for developers. The City also has the power to control rents by creating synergy that drives rents up. Making the City a better place to live by improving safety, providing park activities, etc. can encourage economic development. He summarized that the Aurora Corridor improvements have been noted throughout the region, and this investment enables the City to attract developers. He summarized that the City can promote economic development by creating policies that make places in the City more attractive, such as the Town Center Subarea Plan.

Commissioner Scully pointed out that the analysis applies the methodology that Shoreline is an island and everything is within its boundaries. However, the circles for those living near the boundaries of the City extend beyond the City limits. He asked if the analysis considers commute distances outside of Shoreline's boundaries. Mr. Morrison Winters answered that he used the City limits as the level of analysis and did not consider other potential boundaries.

Chair Moss asked why the tables are not consistent when comparing Shoreline's numbers to both King and Snohomish County numbers. Mr. Morrison Winters answered that some data came from sources that only included King County, so he was unable to include numbers for Snohomish County as a whole. However, he was fortunate enough to get numbers for all the peer cities. He said he would review the tables to determine if additional data could be provided.

Public Comment on Economic Development Element

Tom Jamieson, Shoreline, asked that as the Commissioners discuss the Economic Development Element, they publicly affirm property rights and their commitment to safeguarding them. He suggested that rather than allowing property rights to be negotiated and traded, they should be used to constrain. He commented that each person is born into the world alone, and it is a natural thing for people to try to overcome this by bonding with others. With every statement they make to one another, they test their own understanding of the world as they see it. As they talk to other people, their values are either challenged or confirmed. It is very important for people to express their values at every opportunity or they risk losing them forever. One value for him is property rights. He sees property rights abused regularly by government in the interest of something noble. Rather than looking at additional policies to enact, the City should look hard at how to get out of the way and let private enterprise fix the problem. It is not the City's problem to fix.

Planning Commission Discussion

Ms. Redinger advised that the policies from the Economic Development Strategic Plan have been incorporated into the analysis. The comments and recommendations provided by the Commission previously were also incorporated. The Commission reviewed the updated Economic Development Element (Attachment A) and provided the following comments:

- Chair Moss asked if **Goal ED-VII** is intended to apply to commercial/retail mixed-use development, or all buildings in general, including residential. Mr. Eernisse said it is intended to apply to all buildings, including residential. The thought is that multi-story buildings offer a more efficient use of land.
- Commissioner Wagner asked staff to explain what "curing economically blighted areas in Shoreline" (**Policy ED6**) would entail. She particularly asked if this concept would involve a City-funded partnership. Mr. Eernisse answered that no specific program has been proposed at this time, but staff has discussed the potential of creating a program that would allow the City Council to identify and establish a plan that is consistent with State law for addressing economically blighted areas through a public hearing process. Commissioner Wagner asked how many potential locations would be relevant in Shoreline. Mr. Eernisse answered that the policy would only apply to a handful of areas.
- Commissioner Craft asked if more language is necessary in **Policy 39** to clarify what is meant by the term "dense nodes." Ms. Markle said this new concept is used not only in the Economic Development Element, but in the Land Use and Housing Elements, as well. As the City matures, the goal is to move from a suburban fringe to a more urban, self-sustaining city.

- Commissioner Scully asked for clarification of the word, “trendsetters” as used in **Policy ED5** and how the City would attract them. Mr. Eernisse said the word refers to social fashion and/or fads and is not meant to be particularly objective. The intent is to encourage the slice of humanity that Shoreline has, but is not known for. The Commission agreed to change “trendsetters” to “innovators.” The Commission also discussed whether it would be appropriate to include “families with school-aged children” in **Policy 5** or if it should be a separate policy. Mr. Eernisse explained that Shoreline was developed based on strong schools, but the school population is currently shrinking. The thought was to put strategies in place to attract families with school-aged children. The Commission discussed whether or not “attracting families with school-aged children” should become a separate policy. It was noted that while there is some overlap, the strategies for attracting families with school-aged children are different than those for attracting artists and trendsetters. Mr. Eernisse clarified that the City’s goal is to create a vibrant, multi-layered society that includes diverse populations such as innovators, artists, families with school-aged children, active seniors, etc.
- Vice Chair Esselman referred to **Policy ED25** and said the term “shopping centers” implies a certain image that may not be consistent with what is intended. She suggested a better term would be “retail centers.”
- Chair Moss questioned if **Policy ED20** should apply to all businesses rather than just existing businesses. The Commission agreed to delete the word “existing.”
- Chair Moss asked what is meant by the term “creating cachet” as used in Item A of **Policy ED26**. Mr. Eernisse said this is the best word he could come up with to describe the kind of thing that is currently taking place at South Lake Union, Fremont and Ballard. He said that, in the investment community, nothing can change with the landscape except the enthusiasm that is created by one or two developments. It has to do with the “best factor.”
- Chair Moss suggested that Item D of **Policy ED26** should be expanded to read serving businesses in the community.” Mr. Eernisse said this concept is expanded upon further in the Economic Development Strategic Plan. The City’s current quick-start program (business services such as workshops, educational programs, counseling, etc.) is targeted at but is not exclusive to Shoreline businesses. They have found that by serving businesses broadly, they have created a segway for businesses outside the area to do business in Shoreline. He noted that nearly half the licensed businesses are located outside of Shoreline but do business in Shoreline. The Commission agreed to retain the current, more inclusive language.
- Chair Moss referred to Item H of **Policy ED28** and pointed out that the City has already launched a farmer’s market. While she agreed it should be called out in the element as something they want to keep, perhaps it should be relocated to a different section. The Commission agreed to eliminate this item.

- Commissioner Craft asked Item K in **Policy ED28** is intended to imply that the City would contribute to enhancing the college by allowing for different types of zoning. Mr. Eernisse suggested that this item should be changed to “supporting educational institutions” so it is more inclusive. The Commission concurred. Ms. Redinger recalled the Commission’s earlier review of the Land Use Element when they discussed master plans and whether or not campuses could incorporate new uses. She suggested that part of the City’s role could be to change the master plan process to allow new uses such as dormitories.

Next, the Commission reviewed the Economic Development Supporting Analysis (Attachment C) and made the following comments:

- Chair Moss suggested that the third line from the bottom of Page 1 should be changed to read, “Employers and business starts that create more and/or better jobs.” Mr. Eernisse agreed that would be more accurate. Ms. Redinger suggested that “better” should be replaced with “living-wage.” The Commission concurred.
- Chair Moss reminded staff of her earlier request to update the tables to include numbers from both King and Snohomish Counties, if data is available. If data is not available, she suggested a footnote should be added to explain that the information is not available. Mr. Morrison Winters agreed to check each table and update them if data is available.

Staff Presentation on Shoreline Master Program (SMP) Element

Ms. Redinger announced that the City Council unanimously adopted the 227-page Shoreline Master Program (SMP) on May 29th, and the document will be forwarded to the Department of Ecology (DOE) as soon as the 37-page submittal checklist has been completed. Once submitted, the DOE will have six months to review the document and send it back to the City for potential changes and implementation. She provided a brief overview of the SMP, noting that it contains goals, policies and regulations.

Commission Discussion on Shoreline Master Program (SMP) Element

Chair Moss noted that many of the policies in the SMP Element did not seem as action oriented as other policies in the Comprehensive Plan. Ms. Redinger responded that the policies were taken directly from the SMP that was recently approved by the City Council.

Chair Moss observed that much of the first few pages of the element provide a broad introduction to the SMP and the process that was used to update the document. She suggested that perhaps this information could be moved out of the Comprehensive Plan and into the supporting analysis. She reminded the Commission of the City’s goal of keeping the Comprehensive Plan focused on policies and goals, and placing the other informational items in the supporting analysis. The two documents should complement each other. The Commission and staff concurred that the language pertaining to the process of updating the SMP should be moved to the supporting analysis.

Ms. Redinger explained that there has been some evolution as staff tries to figure out the best way to arrange the Comprehensive Plan and its appendices. She said the original plan was to separate the

analysis section from the goals and policies. However, as staff has considered formatting and creating a template to make the documents more graphically interesting, they are moving towards integrating elements of the analysis sections into the appropriate policy statements in the Comprehensive Plan by using call out boxes or side bars that provide hyperlinks to specific information that is contained in the supporting analysis. The Commission concurred that this approach would allow the City to condense the actual Comprehensive Plan language, while providing easy access to the applicable supporting analysis.

Chair Moss suggested that some portions of **Policy 71** are statements rather than policies, and they could be more appropriately placed in the supporting analysis. She also suggested that **Policies 73 and 74** could be combined. Ms. Redinger recalled that the aquaculture section is a hybrid of the language that was recommended by the Muckleshoot Tribe and the Department of Ecology (DOE). Once again, she advised that each of the policies came directly from the SMP. Chair Moss commented that if the Commission were to change the policies contained in the SMP Element, they would be inconsistent with the policies contained in the actual SMP that was adopted by the City Council. She agreed to send her additional comments regarding the SMP policies to staff to determine if changes would be appropriate or not. Ms. Redinger said she would seek input from the City Attorney regarding the Commission's ability to amend the policy language.

Chair Moss referred to the comment in the Staff Report regarding staff's meeting with the City Attorney to discuss logistics related to the Comprehensive Plan format, environmental analysis and adoption procedures. The City Attorney's recommendation is to retain the formatting of the current document, which includes a goals and policies section for each element, as well as an analysis section followed by an element containing various subarea plans. He further recommended that the Commission should feel free to comment on the language or content of the analysis sections, which would be included in the subject matter of the public hearing. She noted that the City Attorney's guidance applies to all elements of the Comprehensive Plan, recognizing that the policies in the Transportation Master Plan, Shoreline Master Program and Parks and Recreation Master Plan would not be changed.

DIRECTOR'S REPORT

Ms. Markle reported that she spoke with Chair Moss about whether or not the Land Use Element should be brought back before the Commission in August for additional review because there are still some "big picture questions" that have not been resolved. The Commission could review this element at the same time they review the Community Design and Housing Elements to make sure all concepts are covered but not duplicated. They could also answer the remaining "big picture questions." Commissioner Maul agreed there are items related to the Land Use Element that need additional Commission discussion. The remainder of the Commission concurred.

NEW BUSINESS

Prepare for Upcoming Joint-Meeting with City Council

Commissioner Wagner reported that because there would only be a limited amount of time for dialogue with the City Council at the joint meeting, a subcommittee of Commissioners met to review the

remaining “big picture questions” related to the Comprehensive Plan as outlined in the Staff Report. They identified the following main topics and subtopics:

- Station Area Planning for Light Rail
 - The City should make a commitment to have two locations within the City.
 - The City needs to act decisively and adjust zoning in those areas.
 - They should take a proactive approach to place the City in a stronger position to control the outcome.
 - Stationary planning should be added to the Planning Commission’s work plan as a specific and discreet topic.

- Height and density
 - Height and density should not be restricted based solely on numeric limits.
 - Height and density should be constrained by design guidelines to result in the attributes they want.
 - The height and density discussion is likely a big picture topic for incorporation into the Comprehensive Plan update, and City Council direction is important to guide the discussion.
 - If the Commission believes that a form-based zoning approach is appropriate, they should articulate their reasoning to the City Council.
 - In the past, fear over height and density has stymied potentially great economic revitalization opportunities.

Commissioner Maul agreed that the Commission and City Council would have only limited time for discussion. He stressed the importance of obtaining clear direction from the City Council regarding station area planning. If the City does not make a commitment to the two locations, the opportunity could be lost. From both economic viability and community standpoints, the idea of having two stops for light rail would be great for the City’s long-term goals. He encouraged the Commission, as a whole, to make an argument to the City Council that this is an immediate issue to address and City Council guidance is necessary. Vice Chair Esselman commented that placing station area planning on the Planning Commission’s work program sends a message to the region that Shoreline is serious and proactive.

Chair Moss recalled that the Commission requested direction from the City Council regarding station area planning at their last joint meeting, and the City Council felt it was too soon to move forward. She noted that staff has become involved in various activities related to station area planning, but the issue must be added to the Commission’s work plan, as well. While she does not believe it is necessary to identify the specific station area locations in the Comprehensive Plan at this time, the City should be ready to move forward with more specific station area planning as soon as the draft Environmental Impact Statement (EIS) is available and the specific locations have been identified. Commissioner Wagner acknowledged that the Comprehensive Plan would have to be updated again once the EIS is final, but the current update should provide some indication of what the station areas would look like even though the final locations have not been identified.

Chair Moss said the North Corridor Task Force, which she participates on, is developing broad framework policies for station areas, and the City could use the task force’s resources to update their

own Comprehensive Plan as appropriate. She emphasized the need to get this topic on the Commission's work program as soon as possible.

The Commission reviewed the Staff Report for the joint meeting, which provides information about the Commission's recent discussions and identifies the remaining "big picture questions" the Commission is seeking input and direction on from the City Council. Ms. Redinger recognized that the Commission and City Council would not have time to cover all the items identified in the Staff Report. The more detailed report was intended to provide enough background information to the City Council to eliminate the need for a lengthy staff presentation at the joint meeting. Because time would be limited, the Commission agreed it would be appropriate to identify priority items for discussion.

Mr. Eernisse referred to the recent zoning and development code changes Mountlake Terrace has implemented to accommodate the density necessary to attract light rail stations at both 220th Street and 236th Street. They have changed their zoning and design standards to encourage commercial, mixed-use, and corporate headquarters type development in the areas surrounding the proposed station locations. They actually created an entirely new zone (freeway tourist), which has nearly unlimited height restrictions as long as development is consistent with the design standards laid out by the City. They are looking to create a robust commercial corridor from 205th Street, to the entrance of the Gateway Plaza and on to 236th Street and 56th Avenue. He summarized that their goal is to lay the groundwork to support their request for two light rail stations in their city, which they believe will enhance both their commercial and residential properties.

Mr. Eernisse said it is important for the City Council to understand the danger of waiting to do additional station area planning just because Sound Transit's preliminary plans show two stops in Shoreline. The station locations could easily change, especially if the City does not show an adequate commitment to providing for the two stops that are currently being considered for Shoreline.

The Commission discussed the appropriate timing for Comprehensive Plan changes related to station area planning. Commissioner Maul suggested that it may be appropriate to move forward with the map changes as part of the current Comprehensive Plan update. Chair Moss cautioned against proposing map changes that would create a lot of public concern before Sound Transit has completed the draft EIS for the proposed station locations. She suggested that the map changes could be considered as part of the 2013 Comprehensive Plan amendments. At this time, she suggested it would be appropriate for the Comprehensive Plan to indicate the City's commitment for two stations and outline what they envision the station areas would look like. However, the Comprehensive Plan should not identify specific station locations at this time. She reminded the Commission that Sound Transit is responsible for completing the environmental analysis for all station locations. Commissioner Scully agreed that the Comprehensive Plan policies related to station area planning should remain generic at this time to avoid unnecessary concern from all property owners within a ½ mile of the I-5 Corridor. The policies could be refined when more information from Sound Transit is available.

Ms. Redinger reminded the Commission of the City Council's goal to adopt the Comprehensive Plan update by the end of 2012. Including significant map changes would require a significant public involvement process and time is limited. In addition, the City has a very limited budget for the Comprehensive Plan process and must do a substantial EIS for several components. The City's goal is

to allow Sound Transit to do as much of the environmental analysis associated with station area planning as possible. If the Commission recommends moving forward with extensive map changes as part of the current update, they will need to petition the City Council for more funding for environmental review and more time to have a robust public involvement process. She suggested the best approach would be to establish general policy statements for station area planning that can guide a robust community involvement process in 2013 for the necessary map changes to implement the policies.

Ms. Markle advised that staff talked with representatives from Sound Transit months ago about how zoning changes to accommodate future light rail stations would impact decisions regarding station locations. Sound Transit indicated that in order for zoning changes to impact their decision, they would have to be in place by June of 2012. Zoning changes that occur after June will not be addressed as part of the environmental analysis. She summarized that the City has done all they can at this time in terms of zoning changes that will impact Sound Transit's decision-making process.

Ms. Markle requested additional information from the Commission regarding their discussion with the City Council about height, bulk, density and design standards. She said the current intent is to create form-based commercial design standards, which some incorrectly interpret to mean unlimited densities. She clarified that rather than establishing specific density limitations, density would be limited by bulk and height restrictions. She advised that at public meetings, the project manager for the commercial design standards has been advising that the City does not anticipate any changes to the current height and bulk requirements for each zone. If the Commission anticipates they will recommend increased height limits, it is important to discuss this change with the City Council as soon as possible and get the word out to the community.

Commissioner Craft said the need to advocate for two stations is based on simple geometry. If high-capacity north/south transit opportunities are available on Aurora Avenue North and Interstate 5, adding two Sound Transit stations in Shoreline would provide the necessary east/west connections to create a more robust system (a box).

Ms. Markle reminded the Commission that the purpose of comprehensive planning can be to set the City up for future Development Code amendments. When creating specific zoning standards for light rail stations, the City could point to specific Comprehensive Plan policies. She commented that the framework goals related to station area planning are general, and the Commission could recommend additional policies to further guide future zoning standards.

Ms. Markle indicated that the Staff Report was reorganized based on the Commission's discussion. The Commission agreed that the priority discussions would be:

- Develop and communicate policies regarding Shoreline's commitment to light rail station area planning prior to finalization of station locations.
- Direction relating to potentially increasing height and/or density, and enhancing design standards for commercial, mixed-use and high-density residential areas.
- Potential housing development code revision packet.
- Land Use – Is Shoreline Ready to pursue becoming designated as a Puget Sound Regional Council (PSRC) Regional Growth Center?

Chair Moss and Commissioner Wagner agreed to meet with Ms. Markle to discuss how the Commission's topics of discussion would be presented to the City Council at the joint meeting.

REPORTS OF COMMITTEES AND COMMISSIONERS/ANNOUNCEMENTS

None of the Commissioners provided reports or announcements during this portion of the meeting.

AGENDA FOR NEXT MEETING

Mr. Szafran announced that the July 5th regular meeting was cancelled. At the July 19th meeting, the Commission will discuss possible amendments to the Point Wells Subarea Plan.

ADJOURNMENT

The meeting was adjourned at 9:02 p.m.

Donna Moss
Chair, Planning Commission

Jessica Simulcik Smith
Clerk, Planning Commission

DRAFT

TIME STAMP
June 21, 2012

CALL TO ORDER:

ROLL CALL:

APPROVAL OF AGENDA: 0:47

DIRECTOR'S COMMENTS: 1:00

APPROVAL OF MINUTES: 3:36

GENERAL PUBLIC COMMENT: 4:35

STUDY SESSION ON COMPREHENSIVE PLAN MAJOR UPDATE – SHORELINE MASTER PROGRAM ELEMENT AND ECONOMIC DEVELOPMENT ELEMENT

Staff Presentation of Economic Development Element: 5:15

Public Comment on Economic Development Element: 23:20

Commission Discussion on Economic Development Element: 27:29

Staff Presentation on SMP Element: 49:33

Commission Discussion on SMP Element: 53:00

DIRECTOR'S REPORT: 1:07:59

NEW BUSINESS

Prepare for Upcoming Joint Meeting with City Council: 1:09:55

REPORTS OF COMMITTEES AND COMMISSIONERS/ANNOUNCEMENTS: 2:00:55

AGENDA FOR NEXT MEETING: 2:00:58

ADJOURNMENT

DRAFT

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Comprehensive Plan Update, Point Wells Subarea Plan
DEPARTMENT: Planning & Community Development
PRESENTED BY: Steven Szafran, AICP, Associate Planner
Rachael Markle, AICP, Director P&CD

- | | | |
|---|---|--|
| <input type="checkbox"/> Public Hearing | <input checked="" type="checkbox"/> Study Session | <input type="checkbox"/> Recommendation Only |
| <input type="checkbox"/> Discussion | <input type="checkbox"/> Update | <input type="checkbox"/> Other |

INTRODUCTION & BACKGROUND

Planning staff presented the 2012 Comprehensive Plan Amendment Docket to the Planning Commission on January 5, 2012. The proposed docket included 6 amendments with four of the amendments directly related to the Point Wells Subarea Plan. Council ultimately approved two of those requests for inclusion on the docket, which are before you tonight.

The Shoreline City Council adopted Resolution 285 which opposed the Snohomish County designation of Point Wells as an "Urban Center". In response to Snohomish County's actions; The Shoreline City Council adopted The Point Wells Subarea Plan on April 19, 2010. Prior to the Subarea Plan, Point Wells was designated as a Potential Annexation Area (PAA) on Shoreline's Comprehensive Plan Land Use Designation Map. The town of Woodway, and Snohomish County, has previously identified the entire Point Wells unincorporated island as within the Woodway "Municipal Urban Growth Area" (MUGA).

DISCUSSION

The Save Richmond Beach group proposed four Comprehensive Plan Amendments that apply to the Point Wells Subarea Plan. The Council voted to include two of the four Comprehensive Plan Amendments proposed by Save Richmond Beach on this year's docket (**Attachment A**). The first amendment adds language to the Point Wells Subarea Plan concerning alternative access through Woodway, impacts to other roadways throughout Richmond Beach if secondary access is provided, and coordinating with Edmonds and Woodway to improve north-south mobility. The proposed text changes are shown in **Attachment B**.

The second amendment will add Point Wells to the seismic hazards section of the Natural Environment Supporting Analysis. Point Wells is identified as having a high susceptibility to liquefaction on the Snohomish County Liquefaction Susceptibility Map. This amendment will identify Point Wells into the seismic hazard section of the Comprehensive Plan. Proposed language is located in **Attachment C**

Note: the other two amendments that were not docketed proposed to: 1) Implement an annual limit on water connections and require a popular vote for sewer capacity increases; and 2)

Approved By:

Project Manager 

Planning Director 

Require a higher Level of Service (LOS) standard for intersections in the Richmond Beach Neighborhood.

Staff does not believe the proposed changes to the Point Wells Subarea Plan will cause any significant impacts. In fact, if north-south access is provided, traffic pressures may be relieved on the primary access point of Richmond Beach Road. When and if a Corridor study is completed and an implementation plan is submitted to the City, staff will evaluate the impacts to the roadway system at that time.

NEXT STEPS

After tonight's discussion, Staff will provide any additional research and make any necessary changes. The Point Wells Subarea Plan will be joined with the rest of the Comprehensive Plan elements that Commission has already reviewed and will be back before the Commission in the fall in its final form.

After all elements have been discussed, staff will continue to incorporate Commissioner and public comments, solicit additional review and revision from internal and external stakeholders, draft narrative for introductions and other background information, perform environmental analysis, create a formatted template, update requisite maps, and compile a Draft Comprehensive Plan document for Commission to discuss. Staff aims to have a functional draft ready by September, but intends to bring forward policies that could potentially be incorporated into various elements for Commission review in August. This will likely be necessary because much of the discussion to date has dealt specifically with introducing each element and staff recommendations on material to be deleted, which allowed for only general direction to be provided regarding policies that should be incorporated.

If you have questions or comments prior to the meeting, please contact Steve Szafran at (206) 801-2512 or by email at sszafran@shorelinewa.gov.

ATTACHMENTS

Attachment A- Council Docketed Save Richmond Beach Amendments

Attachment B - Point Wells Subarea Plan

Attachment C- Comprehensive Plan Natural Environment Supporting Analysis



Item 7.A - Attachment A
**COMPREHENSIVE PLAN—GENERAL
AMENDMENT APPLICATION**

Planning & Community Development

Amendment proposals may be submitted at any time, however if it is not submitted prior to the deadline for consideration during that annual amendment cycle, ending the last business day in December, the amendment proposal will not be considered until the next annual amendment cycle.

Please attach additional pages to this form, as needed.

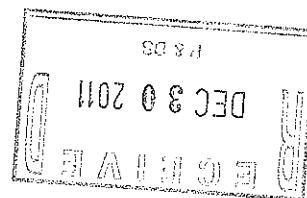
A. Contact Information

If the proposal is from a group please provide a contact name.

Applicant: Save Richmond Beach (contact Caycee Holt)

Mailing Address: PO Box 60191, Shoreline, WA 98177

Telephone: (206) 356 - 5356 **Fax:** () - - **E-mail:** info@saverichmondbeach.org



-
- B. Proposed General Amendment** – This can be either conceptual: a thought or idea; or specific changes to wording in the Comprehensive Plan, but please be as specific as possible so that your proposal can be adequately considered. If specific wording changes are proposed please use underline to indicate proposed additions and ~~strikethrough~~ to indicate proposed deletions. **Please note that each proposed amendment requires a separate application.**

The City of Shoreline has designated Point Wells as a Potential Annexation Area and a Future Service and Annexation Area. Point Wells is identified as having a high susceptibility to liquefaction on the Snohomish County Liquefaction Susceptibility Map, but the City Comprehensive plan does not include Point Wells in the Land Use Element when discussing potential seismic hazards.

See the attached document for the requested changes.

- C. Reference Element of the Shoreline Comprehensive Plan (required) and page number (if applicable)** – (e.g. Land Use, Transportation, Capital Facilities, Housing, etc.)

The suggested change is an amendment to the Shoreline Comprehensive Plan, Land Use Element Supporting Analysis, Natural Environment section, Seismic Hazards subsection on page 101 and Appendix 1, 1998 Shoreline Master Plan Goals and Policies, Residential Development Element, page 358.

**Comprehensive Plan Land Use Supporting Analysis, Natural Environment section,
page 101**

Seismic Hazards

Seismic hazard areas are those areas subject to severe risk of earthquake damage as a result of settlement or soil liquefaction. These conditions occur in areas underlain by soils with low cohesion and density, usually in association with a shallow groundwater table. When shaken by an earthquake, certain soils lose their ability to support a load. Some soils will actually flow like a fluid; this process is called liquefaction. Loss of soil strength can also result in failure of the ground surface and damage to structures supported in or on the soil. Loose, water-saturated materials are the most susceptible to ground failure due to earthquakes.

One area of identified seismic hazard is located along Puget Sound in Richmond Beach Saltwater Park. In this area, park structures and the Burlington Northern railroad tracks may be at risk. The other seismic hazard area is located along McAleer Creek between NE 196th Street and NE 205th Street. Roads, single-family residences, and other public and private improvements may be affected in this area. A small area near 24th Avenue NE is susceptible to both landslides and seismic hazards.

An additional area of identified seismic hazard is located in a potential annexation area at Point Wells. In this area, which is rated at the highest risk for liquefaction, Burlington Northern railroad tracks, petroleum storage facilities, and the Brightwater sewer outfall facilities may be at risk as well as planned future residential and commercial structures and other public and private improvements. Access to the western portion of the area is via a bridge over the Burlington Northern railroad tracks and a major seismic event could affect the bridge and thus limit emergency response to the area.

Comprehensive Plan Shoreline Master Program Goals and Policies, Residential Development Element, page 358

SM50: Residential development ~~shall~~ should be prohibited in seismic and landslide hazard areas or environmentally unique and fragile areas unless environmental considerations and essential emergency services to ensure public safety are in place concurrent with development.

7



Item 7.A - Attachment A
**COMPREHENSIVE PLAN—GENERAL
AMENDMENT APPLICATION**

Planning & Community Development

Amendment proposals may be submitted at any time, however if it is not submitted prior to the deadline for consideration during that annual amendment cycle, ending the last business day in December, the amendment proposal will not be considered until the next annual amendment cycle.

Please attach additional pages to this form, as needed.

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If the proposal is from a group please provide a contact name.

Applicant: Save Richmond Beach (contact Caycee Holt)

Mailing Address: PO Box 60191, Shoreline, WA 98177

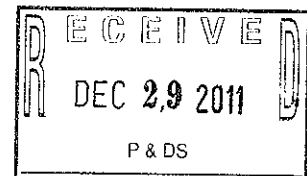
Telephone: (206) 356 - 5356 **Fax:** () - - **E-mail:** info@saverichmondbeach.org

B. Proposed General Amendment – This can be either conceptual: a thought or idea; or specific changes to wording in the Comprehensive Plan, but please be as specific as possible so that your proposal can be adequately considered. If specific wording changes are proposed please use underline to indicate proposed additions and ~~strikethrough~~ to indicate proposed deletions. **Please note that each proposed amendment requires a separate application.**

The Point Wells Subarea plan neglects to consider the likely scenario that a road is opened through Wood way; this would result in a much different set of transportation impacts. We believe the transportation corridor study required by the Subarea plan must include an analysis of the impacts in the event that this should occur. See attached document for the requested changes.

C. Reference Element of the Shoreline Comprehensive Plan (required) and page number (if applicable) – (e.g. Land Use, Transportation, Capital Facilities, Housing, etc.)

The suggested changes are an amendment to the Shoreline Comprehensive Plan, Point Wells Subarea Plan pages 264, 265 and 266 in the Transportation Corridor Study and Mitigation section.



17500 Midvale Avenue North, Shoreline, Washington 98133-4905

Telephone (206) 801-2500 Fax (206) 801-2788 pcd@shorelinewa.gov

The Development Code (Title 20) is located at mrsc.org

Transportation Corridor Study and Mitigation

A traffic and safety analysis performed by the City in the summer of 2009 evaluated the nature and magnitude of impacts likely to accrue from the development of Point Wells as an "Urban Center" under Snohomish County zoning, as well as development scenarios *Subarea Plan Element* assuming lesser orders of magnitude. This background information provided a basis for the City to conclude that, prior to the approval of any specific development project at Point Wells, the applicant for any development permit at Point Wells should fund, and the City oversee, the preparation of a detailed Transportation Corridor Study.

Corridor Study

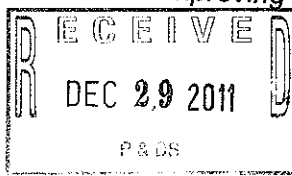
The Transportation Corridor Study and Implementation Plan should include an evaluation of projected impacts on vehicular flow and levels of service at every intersection and road segment in the corridor. The Study should also look at potential alternative access scenarios through Woodway in the event a secondary access road is opened. The Study should also evaluate and identify expanded bicycle and pedestrian safety and mobility investments, and identify "context sensitive design" treatments as appropriate for intersections, road segments, block faces, crosswalks and walkways in the study area with emphasis on Richmond Beach Road and Richmond Beach Drive and other routes such as 20th Ave. NW that may be impacted if a secondary road is opened through Woodway.

Implementation Plan

The corridor study would be a step in the development of such a plan. The scope of the implementation plan should include a multimodal approach to mobility and accessibility to and from Point Wells, as well as detailed planning for investments and services to improve multimodal travel for adjacent communities between Point Wells and I-5. This could well include an integrated approach to accessing Point Wells, the Richmond Beach neighborhood, and Richmond Highlands with the Bus Rapid Transit system along Aurora Avenue, the I-5 corridor itself - focusing on the interchanges at N. 205th and N. 175th, as well as the Sound Transit light rail stations serving Shoreline.

While the analysis of vehicle flows is appropriate as part of the study, the solutions should provide alternatives to vehicle travel to and from Point Wells - as well as more transportation choices than those that currently exist today for the Richmond Beach neighborhood and adjacent communities.

Policy PW-9 To enable appropriate traffic mitigation of future development at Point Wells, the developer should fund the preparation of a Transportation Corridor Study as the first phase of a Transportation Implementation Plan, under the direction of the City, with input and participation of Woodway, Edmonds, Snohomish County and WSDOT. The Study and Transportation Implementation Plan should identify, engineer, and provide schematic design and costs for intersection, roadway, walkway and other public investments needed to maintain or improve vehicular, transit, bicycle and pedestrian safety and flow on all road segments and intersections between SR 104, N 175th Street, and I-5 with particular attention focused on Richmond Beach Drive and Richmond Beach Road. Road segments that would be impacted by an alternate secondary access through Woodway should also be analyzed, which would include 20th Ave NW, 23rd Place, and 204th. The Study and Transportation Plan should identify needed investments and services, including design and financing, for multimodal solutions to improving mobility and accessibility



within the Richmond Beach neighborhood and adjacent communities, including but not limited to investments on Richmond Beach Drive and Richmond Beach Road.

Policy PW-10 The needed mitigation improvements identified in the Transportation Corridor Study and Implementation Plan should be built and operational concurrent with the occupancy of the phases of development at Point Wells.

Richmond Beach Road and Richmond Beach Drive provide the only vehicular access to Point Wells at the time of this update. Therefore, it is critical that identified impacts be effectively mitigated as a *Subarea Plan Element* condition of development approval. It is also vital that the traffic generated from Point Wells be limited to preserve safety and the quality of residential neighborhoods along this road corridor. In the event that secondary vehicular access is obtained through Woodway to the Point Wells site, the mitigation and improvements of the impacts to those additional road segments must also occur concurrent with the phased development.

Historically, mobility and accessibility in Richmond Beach and adjacent communities has been dominated by the single occupancy vehicle. Provision of bicycle and pedestrian facilities has been limited because retrofitting an existing road network with these facilities is an expensive undertaking. The Richmond Beach Road corridor is served by limited Metro bus service and is beyond a reasonable walking distance from potential development within Point Wells. Though rail service to a station in Richmond Beach was evaluated by Sound Transit, no service is envisioned in the transit agency's adopted 20 year plan. Improved transit, bicycle and pedestrian mobility is a long-term policy objective, but the majority of trips in the area will likely continue to be by automobiles utilizing the road network. The City's traffic study completed in 2009 shows that if more than 8,250 vehicle trips a day enter the City's road network from Point Wells, it would result in a level of service "F" or worse at a number of City intersections. This would be an unacceptable impact.

Policy PW-11 The City should address opportunities to improve mobility, accessibility, and multimodal east-west movement in the Richmond Beach Road Corridor between Puget Sound and I-5 as part of the update of the city-wide Transportation Management Plan. The City should also work with neighboring jurisdictions Woodway and Edmonds to improve North-South mobility. These opportunities should be pursued in a manner that reduces existing single occupancy vehicle trips in the corridor.

Policy PW-12 In view of the fact that Richmond Beach Drive between NW 199th St. and NW 205th St. is a local road with no opportunities for alternative access to dozens of homes in Shoreline and Woodway, the City designates this as a local street with a maximum capacity of 4,000 vehicle trips per day. Unless and until 1) Snohomish County and/or the owner of the Point Wells Urban Center can provide to the City the Transportation Corridor Study and Mitigation Plan called for in Policy PW-9, and 2) sources of financing for necessary mitigation are committed, the City should not consider reclassifying this road segment.

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Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.



Point Wells Subarea Plan

Geographic and Historical Context

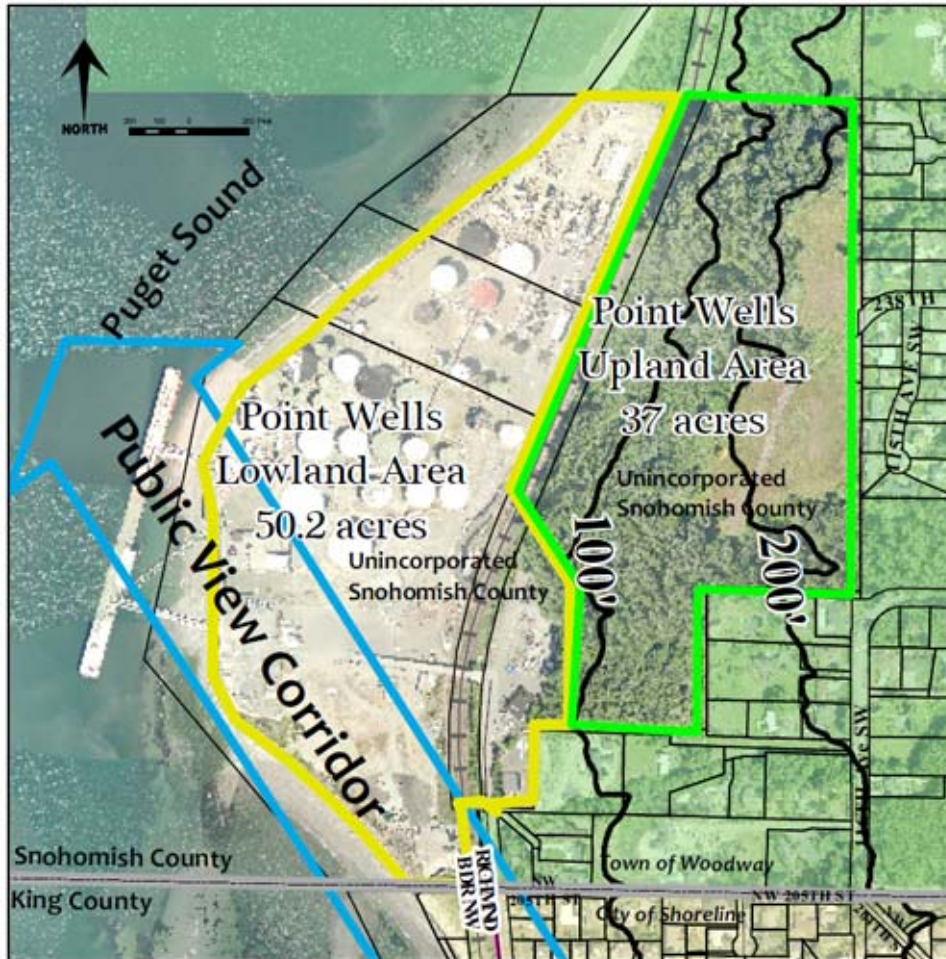
Point Wells is an unincorporated island of approximately 100 acres in the southwesternmost corner of Snohomish County. It is bordered on the west by Puget Sound, on the east by the Town of Woodway, and on the south by the town of Woodway and the City of Shoreline (see Fig. 1). It is an “island” of unincorporated Snohomish County because this land is not contiguous with any other portion of unincorporated Snohomish County. The island is bisected roughly north-south by the Burlington Northern Railroad (B.N.R.R.) right-of-way.

Figure 1 – Point Wells unincorporated island



Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

The lowland area of this unincorporated island (see Fig. 2) is approximately 50 acres in size. The



only vehicular access to the lowland portion is to Richmond Beach Road and the regional road network via the City of Shoreline.

Figure 2 – Upland and Lowland Areas at Point Wells

The upland area of the Point Wells Island (see Fig. 2) is approximately 37 acres in size. The upland does not have access to Richmond Beach Drive due to very steep environmentally sensitive slopes that separate the upland portion from the lowland portion. However, the upland portion does have potential easterly access through the Town of Woodway via 238th St. SW.

All of the Point Wells Island was previously designated by the City of Shoreline as a “Potential Annexation Area” (PAA). The Town of Woodway, and Snohomish County, have previously identified all of the Point Wells unincorporated island as within the Woodway “Municipal Urban Growth Area” (MUGA). The Washington State Court of Appeals, in a 2004 decision, determined that the overlap of Shoreline’s PAA and Woodway’s MUGA does not violate the provisions of the Growth Management Act.

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Snohomish County’s designation of Point Wells as an “Urban Center”

In April of 2009, the Shoreline City Council adopted Resolution 285 which opposed the pending Snohomish County designation of Point Wells as an “Urban Center.” The resolution cited the likely excessive impacts of up to 3,500 dwelling units on Shoreline streets, parks, schools, and libraries. The City submitted several comment letters to the County Council detailing the reasons for the City’s opposition, reiterating the City’s support for a mixed use development of a more reasonable scale at Point Wells, and pointed out that an “Urban Center” designation would be inconsistent with provisions of the County’s plan as well as the Growth Management Act.

Designation of a Future Service and Annexation Area (FSAA) at Point Wells

After a review of the topography and access options for Point Wells, the City of Shoreline no longer wishes to include the upland portion of this unincorporated island within its designated urban growth area. Because of the upland portion’s geographic proximity and potential for direct vehicular access to the Town of Woodway, the City of Shoreline concludes that the upland portion should be exclusively within the Town of Woodway’s future urban growth area. Any people living in future developments in the upland portion of the Point Wells Island would feel a part of the Woodway community because they would share parks, schools, and other associations facilitated by a shared street grid.

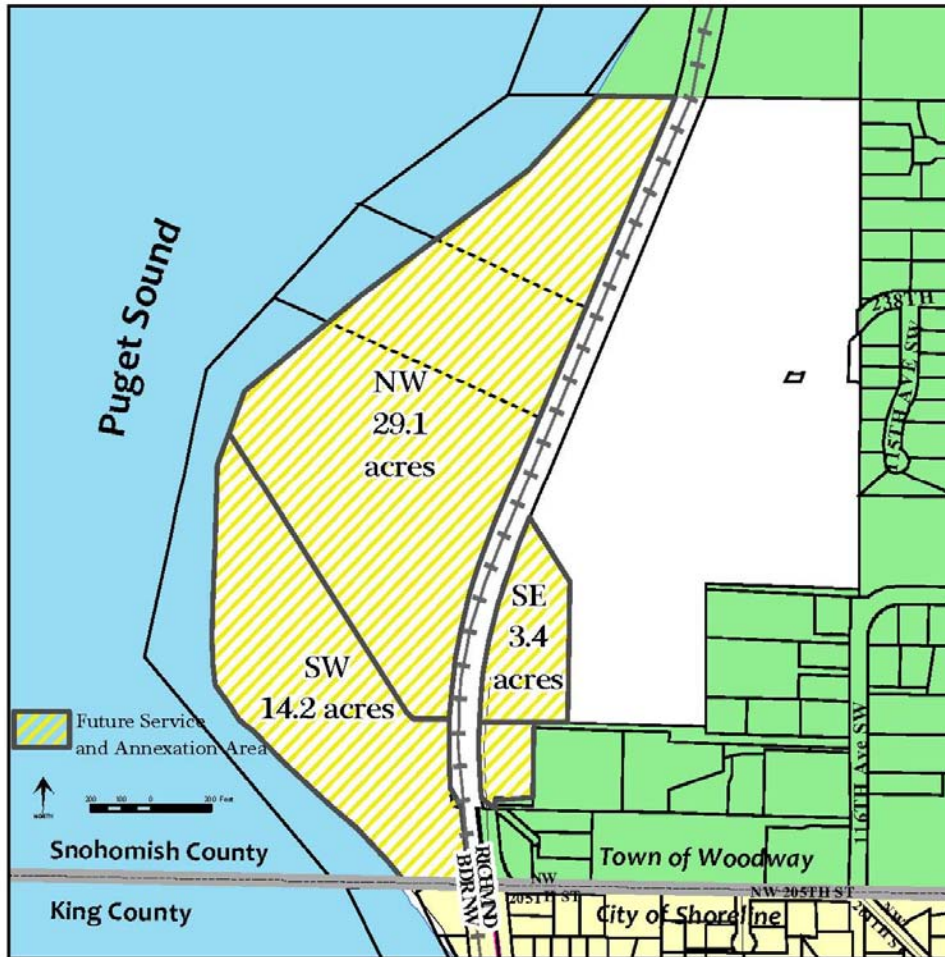
Applying the same rationale to the lowland portion of the Point Wells Island, the City of Shoreline wishes to reiterate and clarify its policies. These lands all presently connect to the regional road network only via Richmond Beach Drive and Richmond Beach Road in the City of Shoreline. Therefore future re-development of the lowland area would be most efficiently, effectively, and equitably provided by the City of Shoreline and its public safety partners, the Shoreline Fire Department and Shoreline Police Department.

At such future time that the lowland portion of the Point Wells Island annexes to the City of Shoreline, the urban services and facilities necessary to support mixed use urban development would be provided in an efficient and equitable manner. These would include police from the Shoreline police department and emergency medical services and fire protection from the Shoreline Fire Department. In addition, the City would be responsible for development permit processing, code enforcement, parks, recreation and cultural services, and public works roads maintenance.

Future residents of the lowland portion of Point Wells would become a part of the Richmond Beach community by virtue of the shared parks, schools, libraries, shopping districts and road grid. As citizens of the City of Shoreline, they would be able to participate in the civic life of this “community of shared interests,” including the City’s Parks Board, Library Board, Planning Commission, or other advisory committees, and City Council.

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Policy PW-1 The Lowland Portion of the Point Wells Island, as shown on Figure 3, is designated



as the City of Shoreline’s proposed future service and annexation area (FSAA)

Fig. 3 – City of Shoreline Future Service and Annexation Area

A Future Vision for Point Wells

The Subarea Plan, intended to be a 20-year plan document, envisions a Point Wells development that could take longer than 20 years to become fully realized. Because of the time horizon of the plan and future development, the City, in its decision-making, should consider the long-term costs of near-term actions and make choices that reflect a long-term perspective.

The City’s vision for Point Wells is a world class environmentally sustainable community, both in site development and architecture. The redevelopment of the site should be predicated on remediation of the contaminated soil, and the restoration of streams and native plant regimes appropriate to the shoreline setting. New site design and improvements should incorporate low impact and climate friendly practices such as alternative energy sources, vegetated roofs, rainwater harvesting, rain gardens, bioswales, solar and wind technologies. Development at Point Wells should exhibit the highest quality of sustainable architecture, striving for gold or platinum LEED (Leadership in Energy and Environmental Design) certification.

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Policy PW-2 The Vision for Point Wells is an environmentally sustainable mixed-use community that is a model of environmental restoration, low-impact and climate-friendly sustainable development practices, and which provides extensive public access to the Puget Sound with a variety of trails, parks, public and semi-public spaces.

Point Wells also represents a major opportunity to create a new subarea consistent with City objectives for economic development, housing choice, and waterfront public access and recreation. With almost 3,000 linear feet of waterfront, and sweeping 180 degree public views from Admiralty Inlet off Whidbey Island to Rolling Bay on Bainbridge Island, this site has unparalleled opportunity for public access, environmental restoration, education, and recreation oriented to Puget Sound.

The City's vision for Point Wells includes a mix of land uses, including residential, commercial, and recreational. The City recognizes that the site may be suited to a wide range of residential uses (e.g., market rate housing, senior housing, special needs housing, hotels, extended stay, etc.) as well as a range of commercial uses (e.g., office, retail, restaurant). Rather than proscribe the number or type of residential units, or the floor area of various types of commercial uses, the City prefers that flexibility be left to the developer to respond to market realities. However, whatever use mix is proposed must demonstrate that it conforms to adopted parking requirements, site design and building form policies cited below.

There are at least three distinct sub-areas within the FSAA, identified on Fig. 3 with the notations NW, SW, and SE. Because of their proximity to the single family neighborhoods to the east and south, maximum building heights in the SW and SE areas should be lower than in the NW subarea. Because of the large difference in elevation between the NW subarea and lands east of the railroad tracks, much taller buildings could be placed in this area without significantly impairing public views. Building placement in this area should avoid obstruction of the public view corridor shown on Fig. 2. The appropriate number, placement and size of taller buildings in NW subarea should be determined through the development permit and environmental review process.

The portion of the Puget Sound shoreline in the SW subarea is the most environmentally sensitive area and a candidate for habitat restoration. This area has sandy substrate, supports some beach grass and other herbaceous vegetation, and contains a fair amount of driftwood. This area should be a priority for open space and restoration including elimination of invasive plants, re-establishing native riparian and backshore vegetation.

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Policy PW-3 Use and development of and near the Puget Sound shoreline and aquatic lands at Point Wells should be carefully designed and implemented to minimize impacts and achieve long-term sustainable systems. New bulkheads or over-water structures should not be permitted and the detrimental effects of existing bulkheads should be reduced through removal of bulkheads or alternative, more natural stabilization techniques.

Any improvements in the westernmost 200 feet (within the jurisdiction of the Shoreline Management Act) of the NW and SW subareas should be limited to walkways and public use or park areas. Outside that shoreline area, buildings should be located and configured to maintain as much openness and public views across the site as possible, with taller structures limited to the central and easterly portions.

Policy PW-4 A public access trail should be provided and appropriate signage installed along the entire Puget Sound shoreline of the NW and SW subareas and secured with an appropriate public access easement document.

The relatively lowland area west of the tracks (between 10 and 20 feet above sea level) is abutted east of the tracks by a heavily forested slope. See Fig. 1. The slope rises steeply (15% to 25% grades) from the railroad tracks to the top of the slope, which is at approximately elevation 200. See Figure 2. The tree line at the top of the slope consists of mature trees from 50 to 100 feet in height, which further obscure public views of Point Wells from the portions of Woodway above elevation 200.

Policy PW-5 New structures in the NW subarea should rise no higher than elevation 200.

New buildings east of the railroad tracks would be much closer to existing single family homes in Woodway and Richmond Beach. To reflect this proximity, buildings of a smaller scale are appropriate.

Policy PW-6 New structures in the SE Subarea should rise no higher than six stories.

In order to promote maximum openness on the site and prevent bulky buildings, the City should consider innovative regulations such as design standards and guidelines, building floor plate maxima, requiring a minimum separation between taller structures and the protection of public view corridors. Public views from city rights-of-way in the Richmond Beach neighborhood are a major part of the area's character, and provide a sense of place, openness, beauty and orientation. A prominent public view corridor across the lowland area, shown in Fig. 2, affords a public view from Richmond Beach Drive northwest to Admiralty Inlet and Whidbey Island. Placement and size of structures at Point Wells should be located and configured so as not obstruct this important public view corridor.

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Policy PW-7 *The public view from Richmond Beach Drive in Shoreline to Admiralty Inlet should be protected by a public view corridor across the southwest portion of the NW and SW subareas.*

Policy PW-8 *New structures in the NW subarea should be developed in a series of slender towers separated by public view corridors.*

Transportation Corridor Study and Mitigation

A traffic and safety analysis performed by the City in the summer of 2009 evaluated the nature and magnitude of impacts likely to accrue from the development of Point Wells as an “Urban Center” under Snohomish County zoning, as well as development scenarios assuming lesser orders of magnitude. This background information provided a basis for the City to conclude that, prior to the approval of any specific development project at Point Wells, the applicant for any development permit at Point Wells should fund, and the City oversee, the preparation of a detailed Transportation Corridor Study.

Corridor Study

The Transportation Corridor Study and Implementation Plan should include an evaluation of projected impacts on vehicular flow and levels of service at every intersection and road segment in the corridor. The Study should also look at potential alternative access scenarios through Woodway in the event a secondary access road is opened. The Study should also evaluate and identify expanded bicycle and pedestrian safety and mobility investments, and identify “context sensitive design” treatments as appropriate for intersections, road segments, block faces, crosswalks and walkways in the study area with emphasis on Richmond Beach Road and Richmond Beach Drive and other routes such as 20th Avenue NW that may be impacted is a secondary road is opened through Woodway.

Implementation Plan

The corridor study would be a step in the development of such a plan. The scope of the implementation plan should include a multimodal approach to mobility and accessibility to and from Point Wells, as well as detailed planning for investments and services to improve multimodal travel for adjacent communities between Point Wells and I-5. This could well include an integrated approach to accessing Point Wells, the Richmond Beach neighborhood, and Richmond Highlands with the Bus Rapid Transit system along Aurora Avenue, the I-5 corridor itself - focusing on the interchanges at N. 205th and N. 175th, as well as the Sound Transit light rail stations serving Shoreline.

While the analysis of vehicle flows is appropriate as part of the study, the solutions should provide alternatives to vehicle travel to and from Point Wells - as well as more transportation choices than those that currently exist today for the Richmond Beach neighborhood and adjacent communities.

Policy PW-9 *To enable appropriate traffic mitigation of future development at Point Wells, the developer should fund the preparation of a Transportation Corridor Study as the first phase of a Transportation Implementation Plan, under the direction of the City, with input and participation of Woodway, Edmonds, Snohomish County and WSDOT.*

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

The Study and Transportation Implementation Plan should identify, engineer, and provide schematic design and costs for intersection, roadway, walkway and other public investments needed to maintain or improve vehicular, transit, bicycle and pedestrian safety and flow on all road segments and intersections between SR 104, N 175th Street, and I-5 with particular attention focused on Richmond Beach Drive and Richmond Beach Road. Road segments that would be impacted by an alternate secondary access through Woodway should also be analyzed, which would include 20th Avenue NW, 23rd Place, and NW 204th Street. The Study and Transportation Plan should identify needed investments and services, including design and financing, for multimodal solutions to improving mobility and accessibility within the Richmond Beach neighborhood and adjacent communities, including but not limited to investments on Richmond Beach Drive and Richmond Beach Road.

Note: This attachments contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Policy PW-10 The needed mitigation improvements identified in the Transportation Corridor Study and Implementation Plan should be built and operational concurrent with the occupancy of the phases of development at Point Wells.

Richmond Beach Road and Richmond Beach Drive provide the only vehicular access to Point Wells at this time. Therefore, it is critical that identified impacts be effectively mitigated as a condition of development approval. It is also vital that the scale of traffic generated from Point Wells be limited to preserve safety and the quality of residential neighborhoods along this road corridor. In the event that secondary vehicular access is obtained through Woodway to the Point Wells site, the mitigation and improvements of the impacts to those additional road segments must also occur concurrent with the phased development.

Historically, mobility and accessibility in Richmond Beach and adjacent communities has been dominated by the single occupancy vehicle. Provision of bicycle and pedestrian facilities has been limited because retrofitting an existing road network with these facilities is an expensive undertaking. The Richmond Beach Road corridor is served by a single Metro route and, though rail service to a station in Richmond Beach was evaluated by Sound Transit, no service is envisioned in the transit agency's adopted 20 year plan. Though improved transit, bicycle and pedestrian mobility is a long-term policy objective, the majority of trips in the area will likely continue to be by automobiles utilizing the road network. The City's traffic study completed in 2009 shows that if more than 8,250 vehicle trips a day enter the City's road network from Point Wells, it would result in a level of service "F" or worse at a number of City intersections. This would be an unacceptable impact.

Policy PW-11 The City should address opportunities to improve mobility, accessibility, and multimodal east-west movement in the Richmond Beach Road Corridor between Puget Sound and I-5 as part of the update of the citywide Transportation Management Plan. The City should also work with neighboring jurisdictions Woodway and Edmonds to improve North-South mobility. These opportunities should be pursued in a manner that reduces existing single occupancy vehicle trips in the corridor.

Policy PW-12 The maximum daily traffic that the City should permit emanating from or entering into Point Wells may not exceed 8,250 vehicle trips per day, nor reduce the City's adopted level of service standards for the Corridor at the time of application for development permits at Point Wells.

Note: This attachment contains the Point Wells Subarea Plan in its entirety. The sections proposed for amendment are denoted as underlined text.

Interjurisdictional Coordination

The City should work with the Town of Woodway and Edmonds to identify ways in which potential future development in the lowland portion of Point Wells could be configured or mitigated to reduce potential impacts on Woodway. There is no practical primary vehicular access to the lowland part of Point Wells other than via Richmond Beach Road. However, the City should work with property owners and Woodway to provide a bicycle and pedestrian route between Woodway and Point Wells.

The Growth Management Act states that cities, rather than county governments, are the preferred providers of urban governmental services. Because urban governmental services and facilities in Shoreline are much closer to Point Wells than are similar services and facilities located in Snohomish County, it is most efficient for the City to provide those services.

Working with its public safety partners, Shoreline Fire Department and Shoreline Police Department, the City should invite Snohomish County to discuss an interlocal agreement to address the timing and methods to transition local governmental responsibilities for Point Wells from the County to the City. Included in these discussions should be responsibilities for permitting and inspection of future development at Point Wells, and possible sharing of permitting or other local government revenues to provide an orderly transition.

Policy PW-13 The City should work with the Town of Woodway, City of Edmonds and Snohomish County toward adoption of interlocal agreements to address the issues of land use, construction management of, urban service delivery to, and local governance of Point Wells. A joint SEPA lead-agency or other interlocal agreement with the County could assign to the City the responsibility for determining the scope, parameters, and technical review for the transportation component of the County's Environmental Impact Statement prepared for a future project at Point Wells. Under such agreement, this environmental analysis, funded by the permit applicant, could satisfy the policy objectives of the Transportation Corridor Study and Implementation Plan referenced at PW-10.

Policy PW-14 In the event that development permit applications are processed by Snohomish County, the City should use the policies in this Subarea Plan as guidance for identifying required mitigations through the SEPA process and for recommending changes or additional permit conditions to achieve greater consistency with the City's adopted policies.

Note: This attachments contains the Natural Environment Supporting Analysis in its entirety. The sections proposed for amendment are denoted as underlined text.

Natural Environment Element Supporting Analysis

Background and Context

Shoreline's environment is comprised of both natural and built features. Puget Sound vistas, mature trees, natural vegetation, streams, wetlands, lakes, and tidelands are just some of the aspects of the natural environment that Shoreline citizens value. The relationships between these features, development, and natural processes, and the quality of the resulting environment, have profound impacts on the quality of life in Shoreline. Shoreline is not a pristine landscape, but the very name of the City reflects the importance of the natural environment to the community identity. Preserving the quality of the environment depends on government, business, and individual decisions, and coordinated actions to minimize the adverse environmental impacts that can occur during development or redevelopment and daily life.

Environmental Conditions

Shoreline is a community that developed mostly as a suburban residential area with an associated mix of commercial centers, parks, schools, and natural areas. Natural areas are comprised of the Puget Sound shoreline, bluffs, steep slopes, ravines, natural reserves, wetlands, streams, lakes, native growth easements, and stands of mature trees. These areas are found on both private property and public property, such as larger single family residential lots and City parks.

Portions of Shoreline contain the following environmentally critical areas: geological hazard areas, flood hazard areas, streams, wetlands, and fish and wildlife habitat conservation areas. The City does not contain any known critical aquifer recharge areas that supply potable water. Drinking water comes from surface systems that originate in the Cascade Mountains and are operated by the Shoreline Water District and the City of Seattle, predominantly from the Tolt River.

Shoreline has adopted regulations to protect environmentally critical areas in the City. These regulations are referred to as the Critical Areas Regulations and are located in Chapter 20.80 of the Shoreline Municipal Code. These regulations are periodically reviewed and updated in accordance with state mandates.

The City has a current Hazard Mitigation Plan as required by the Federal Administration Management Agency (FEMA). An analysis of the environmental hazards that may impact the City of Shoreline are addressed in detail in that plan. Some of that analysis is referred to in the appropriate hazard areas below.

Geologic Hazards and Frequently Flooded Areas

Continental glaciers extended many times into central Puget Sound over the past two million years depositing layers of silt-clay, gravel and till in a rolling plateau known as the Seattle drift plain. The City is located on this plateau which drops irregularly to Puget Sound and Lake Washington through a series of basins formed by small streams that flow through the area. A number of steep bluffs are located along the shores of Puget Sound within The Highlands and Innis Arden neighborhoods. The size of these bluffs diminishes in the Richmond Beach neighborhood. Hazards, including landslides and mudslides, have occurred along these steep bluffs. Steep bluffs are also found along the eastern edges of the City. The majority of the remaining areas of the City are located on a rolling plateau with a north/south topographical orientation. Development on or adjacent to severe slopes and highly erodible soils can have a negative impact on slope stability.

Soil type, vegetative cover, presence of ground water, and degree of slope affect the suitability of a site for development. The City is predominately covered with the Alderwood series of soils (U.S. Geological Survey Maps). Alderwood soils have drainage problems during periods of heavy seasonal rainfall. Erosion can be severe and accelerated if vegetation (including trees) and forest litter, which protects the soils from rain, are removed for development. The City of Shoreline contains geologic hazard areas prone to landslide, seismic, and erosion hazards. Most of these hazard areas are located on the bluffs along Puget Sound or adjacent to streams.

Landslide Hazards

Many of the bluffs along Puget Sound consist of severe slopes and isolated glacial deposits that are susceptible to landslides. These unstable slopes are a major hazard to people, structures, and other land uses and improvements (such as railroad tracks). The identification of areas susceptible to landslides is necessary to effectively regulate grading, building, foundation design, housing density, drainage and to implement other regulations to reduce or eliminate the risk of property damage and personal injury.

The City contains areas that are susceptible to landslides. Within the City these areas include the bluffs and stream ravines along Puget Sound, the Boeing Creek ravine and the hillsides along McAleer Creek.

Seismic Hazards

Seismic hazard areas are those areas subject to severe risk of earthquake damage as a result of settlement or soil liquefaction. These conditions occur in areas underlain by soils with low cohesion and density, usually in association with a shallow groundwater table. When shaken by an earthquake, certain soils lose their ability to support a load. Some soils will actually flow like a fluid; this process is called liquefaction. Loss of soil strength can also result in failure of the ground surface and damage to structures supported in or on the soil. Loose, water-saturated materials are the most susceptible to ground failure due to earthquakes.

One area of identified seismic hazard is located along Puget Sound in Richmond Beach Saltwater Park. In this area, park structures and the Burlington Northern railroad tracks may be at risk. The other seismic hazard area is located along McAleer Creek between NE 196th Street and NE 205th Street. Roads, single-family residences, and other public and private

improvements may be affected in this area. A small area near 24th Avenue NE is susceptible to both landslides and seismic hazards.

An additional area of identified seismic hazard is located in a potential annexation area at Point Wells. This area is rated at high risk for liquefaction susceptibility on the Snohomish County Liquefaction Susceptibility Map. The area contains the Burlington Northern railroad tracks, petroleum storage facilities, and the Brightwater sewer outfall facilities may be at risk as well as future residential and commercial structures and other public and private improvements. Access to the western portion of the area is via a bridge over the Burlington Northern railroad tracks and a major seismic event could affect the bridge and thus limit emergency response to the area.

Erosion Hazards/Sedimentation

Erosion is a natural process where rain, running water, and wind loosen and eliminate or reduce soil coverage and deposit it elsewhere. Of these natural forces, erosion by rain and running water is by far the most common within the Puget Sound region. The susceptibility of any soil type to erosion depends upon the physical and chemical characteristics of the soil, its protective vegetative cover, slope length and gradient, intensity of rainfall, and the velocity of water runoff. During storms, water runoff saturates the upper layers of till and sand-gravel. When the water migrates to the less permeable layer of silt-clay below the layer of sand-gravel it begins to flow laterally toward Puget Sound or Lake Washington. Erosion and slides occur as the sand-gravel layer washes away or slides on top of the slippery silt-clay layer. Runoff also erodes topsoil, which contributes to the erosion and landslide hazards.

The City contains areas that are prone to erosion activity. These areas include the bluffs along Puget Sound, the Boeing Creek ravine, and the hillsides along McAleer Creek, near the eastern boundary of the City. Erosion hazards also include hillsides in the Richmond Beach neighborhood, the vicinity of Paramount Park, east of Holyrood Cemetery, and the vicinity of Hamlin Park and Shorecrest High School. A large portion of the Boeing Creek Basin, which includes Shoreview Park, is both an erosion hazard area and a landslide area. Other small erosion hazard areas are variously located within the City.

Potential geologic hazard areas are shown on Figure LU-2 at the end of this section.

Flood Hazard Areas

Flood hazard areas are those areas within the regulatory floodplain which include the floodway, channel migration zones, riparian habitat zones, and special flood hazard areas. Floodplains have been mapped on Flood Insurance Rate Maps (FIRM) prepared by FEMA. Within Shoreline, only limited areas adjacent to Thornton and Boeing creeks, Ronald Bog and the Puget Sound Shoreline have been designated as potential floodplains. In addition to floodplains, unmapped spot flooding occurs during storm events in various areas in the City that lack adequate drainage.

Vegetation Protection

Residents characterize the City of Shoreline as a wooded community; this is often cited as a key reason for locating in the area. Large evergreen trees can be seen rising above residential neighborhoods, on hilltops, and even on the periphery of Aurora Avenue. As the

City has become more urbanized, the area covered by native ground cover and/or shaded by native trees has been vastly reduced.

Forested open space, wetlands, and native vegetation found on steep slopes and larger residential lots are important resources that should be preserved. Trees help stabilize soils on steep slopes and act as barriers to wind and sound. Plants replenish the soil with nutrients and generate oxygen and clean pollutants from the air. Native vegetation provides habitat for wildlife; the native vegetation found near creeks, lakes, and saltwater areas offer habitats for many migrating and resident birds and other wildlife. Less developed wooded areas and City parks also provide habitats for many birds and mammals. Wetlands and riparian vegetation provide surface water storage and help clean surface water of pollutants and sediment.

Aerial photos show that the community is a mosaic of various types of vegetation. The largest, most contiguous areas of native vegetation in Shoreline are primarily found in City parks, publicly owned open space, privately owned open space (such as the Boeing Creek area of The Highlands and the reserves in Innis Arden) and designated critical areas (such as steep slopes along the Puget Sound shoreline). These areas include the highest quality wildlife habitat found in the City. However, areas of less intensive residential development also contain mature trees and other native vegetation which provide secondary wildlife habitat and substantially contribute to the quality of life in our City. Native vegetation in residential areas that may be subdivided or otherwise more intensely developed is at the greatest risk of being lost.

Habitat Protection

The process of urbanization can result in the conversion of wildlife habitat to other uses. The loss of certain types of habitat can have significant, adverse effects on the health of certain species. Fish and wildlife habitat conservation areas are those that are necessary for maintaining species within their natural geographic distribution so that isolated subpopulations are not created. Designated habitats include those areas associated with species that state or federal agencies have designated as endangered, threatened, sensitive, or candidate species, anadromous fish habitat, waterfowl and raptor nests, heron rookeries and designated habitats of local importance.

Currently in the Puget Sound, the bald eagle and Chinook salmon are listed as threatened species by the federal government under the Endangered Species Act. The Washington Department of Fish and Wildlife indicates bald eagle territory in the Richmond Beach and Point Wells areas. WDFW maps and the City's stream inventory indicate the presence of Chinook salmon in portions (including sections outside of the City) of McAleer Creek, Thornton Creek and Boeing Creek. Other sources have indicated the presence of fish in other streams within the City, although the full extent of fish habitat has not been confirmed. To help restore healthy salmon runs, local governments and the State government must work proactively to address salmon habitat protection and restoration.

The Washington Department of Fish and Wildlife (WDFW) has developed the Priority Habitats and Species (PHS) Program to help preserve the best and most important habitats and provide for the life requirements of fish and wildlife. Priority species are fish and wildlife species that require protective measures and/or management guidelines to ensure their perpetuation. Priority habitats are habitat types with unique or significant value to many species. The WDFW has documented the locations of priority habitats and species within

the City. These PHS areas include wetlands, anadromous fish habitat, riparian areas, bald eagle territory, urban natural open space, habitat for a priority bird species, and the point location of a priority bird species siting. These areas combined comprise less than 5% of the total land area of the City and are often found within existing City parks, public open space, and designated private open space

The City has developed a geographic information system (GIS) that includes detailed maps of PHS areas based on data provided by the WDFW and other mapping resources. WDFW provides management recommendations for priority species and habitats that are intended to assist landowners, users, and managers in conducting land-use activities in a manner that incorporates the needs of fish and wildlife. Management recommendations are developed through a comprehensive review and synthesis of the best scientific information available. The City has reviewed the PHS management recommendations developed by WDFW for species identified in Shoreline and used them to guide the development of critical areas regulations that fit the existing conditions and limitations of our relatively urbanized environment.

Streams and Water Resources

Wetlands

Wetlands perform valuable functions that include surface and flood water storage, water quality improvement, groundwater exchange, stream base flow augmentation, and biological habitat support. A review of background information, including aerial photos from 1992, identified 17 individual wetlands within the City. These wetlands range from the large estuarine system (a mixture of salt and fresh waters) adjacent to Puget Sound, to lakes and small excavated ponds. With the exception of the Puget Sound estuarine system, all wetlands in the City are palustrine systems (freshwater). The largest palustrine system is Echo Lake located in the north-central portion of the City. Other large wetlands include ponds within Ronald Bog Park, Twin Ponds Park, Paramount Park, and the Seattle Country Club, as well as numerous undocumented wetlands of .5 acres or less. Most wetlands in the City are relatively isolated systems and are surrounded by development.

Under the Shoreline Municipal Code, wetlands are designated using a tiered classification system (from Type I to Type IV) based on size, vegetative complexity, and the presence of threatened or endangered species. No wetlands in the City have received a Class I rating. All wetlands, regardless of size, are regulated under the Shoreline Municipal Code. When a development is proposed on a site with known or suspected wetlands, a wetland evaluation is required to verify and classify wetlands and delineate boundaries and buffer areas.

All of the documented wetlands within the City have experienced some level of disturbance as a result of development and human activity. Disturbances have included major alterations such as wetland excavation, fill or water impoundment. Some wetland areas occur within parks that receive constant use by people, threatening the wetlands with impacts of human activity, such as trash and trampling of vegetation.

Lakes

There are four lakes in the City of Shoreline: Echo Lake, Ronald Bog, Hidden Lake and Twin Ponds. Like most small urban lakes, Shoreline's lakes contain pollutants and contaminated runoff, including fertilizers and pesticides from lawns and gardens; oils, greases, and heavy metals from vehicles; and fecal coliform bacteria. The quality of the water in the lakes is a

concern to many residents and City staff. Ronald Bog and Twin Ponds were historically bogs that were dredged. As urban development in the City has occurred, the process by which the nutrient level and vegetation in these lakes increases has accelerated. Ronald Bog and Twin Ponds will eventually revert to bogs.

Hidden Lake is currently used as a sediment storage facility and has been significantly altered to accommodate this function. King County completely reconstructed this feature by removing the sediment eroded from sites further upstream in the basin. Hidden Lake has served as a sink for this sediment and has protected the water quality and potential fish habitat in the lower reaches of Boeing Creek. Sedimentation will continue to impact Hidden Lake unless action is taken to stabilize the upper reaches of Boeing Creek and/or reduce run-off rates in the upper reaches of the basin. If future stabilization of Boeing Creek includes changes to the channel, the habitat values associated with the upper reaches of the Creek could be reduced. Some community members would like to see Hidden Lake restored to a more natural condition. However, this could limit the ability of the City to continue to use this feature for and could increase sedimentation and habitat degradation in the lower reaches of Boeing Creek.

The City anticipates preparing a master plan for Shoreview Park. This plan will guide the City as it acts to close and rehabilitate user created trails and access points to Hidden Lake and establish public access in a suitable location(s). This will reduce erosion and sedimentation in and around this location. The City is also working with King County in an effort to remove barriers to fish passage along the lower reaches of Boeing Creek. The restoration of viable fish habitat may make the protection of the lower reaches of the Creek from sedimentation (a role played by Hidden Lake) a higher priority.

Streams and Creeks

Numerous small stream and creeks are found within or adjacent to the City of Shoreline. Many of these streams have been placed in culverts, channels, or otherwise altered and degraded. Boeing Creek flows to the Puget Sound and drains an area which includes Shoreview Park. Thornton Creek originates in Ronald Bog, near the geographic center of the City, flows to Twin Ponds, crosses the City limits, and emerges as an open channel in the City of Seattle's Jackson Park Golf Course. McAleer Creek flows in the southeasterly direction and passes through the northeast corner of the City and into Lake Forest Park. Lyon Creek flows in a similar direction just outside of the City. Other features include small and unnamed creeks which flow into the Puget Sound in the Richmond Beach, Innis Arden, and Highlands neighborhoods.

Large portions of the watersheds drained by creeks in the City have been paved or otherwise developed. This development dramatically increases the volume of water in the creeks during storm surges and reduces in-stream flows during drier periods of the year. This combination of more intense storm surges and overall lower flows causes numerous environmental problems, including: increased bank erosion, scouring and deepening of the stream channel, reduced water quality, sedimentation of gravels, damage to stream-side vegetation, and reduction or elimination of habitat for wildlife, fish, and the insects that fish feed on.

McAleer Creek and Thornton Creek and an area of Puget Sound adjacent to Richmond Beach are currently on the Washington State list of water features that do not meet water quality standards due to high levels of fecal coliform, and in some locations for dissolved

oxygen and temperature. It is believed that Boeing Creek does not meet State standards for sediment. Creeks continue to be damaged as a result of large quantities of stormwater as well as by pollutants it may contain.

Groundwater

Groundwater aquifers are used for supplying water to lakes, wetlands, and streams during the dry season and for a few private wells that supply water for irrigation and possibly drinking water in a few isolated instances. Wetlands and lakes are thought to be the main groundwater recharge areas in the City.

Water Quality and Drainage

Drainage in the City consists of nine separate drainage basins: Lyons Creek, McAleer Creek, Thornton Creek, Boeing Creek, West Lake Washington, Bitter Lake, Seattle Golf Club and two separate areas of the Middle Puget Sound Basin (north and south). Along the west half of the City, the Boeing Creek Basin empties directly into Puget Sound. The Middle Puget Sound basins drain into Puget Sound via small creeks and surface water systems. The McAleer Creek Basin in the northeastern portion of the City drains into Echo Lake and Lake Ballinger and eventually into Lake Washington. The approximate eastern half of the City from Interstate 5 drains to Lake Washington via Thornton Creek. The Ballinger area drains to Lake Washington via Lyon Creek. Small portions of the City at the north and northeastern edges drain into Lake Washington through small creeks and surface water systems.

Drainage facilities in the City consist of a combination of conveyance pipes, ditches, and stream channels. Much of the development in the City took place in the 1940s and 1950s, prior to the implementation of stormwater mitigation regulations in the 1970s.

Many natural creek systems have been stabilized or reconstructed to repair and prevent slope erosion or bank failures. However, water quality mitigation measures have not been adequate to protect natural waterways. Consequently, the water quality of the lakes and streams in the City has been negatively impacted by the large volumes of polluted runoff that they regularly receive. Although open vegetated drainage ways are generally the preferred option from a water quality standpoint, the construction of curbs, gutters, and sidewalks may be appropriate in areas with urban densities, high vehicular traffic, schools, parks, bus stops, shopping or employment concentrations.

Surface water and wetland areas are shown on Figure LU-3 at the end of this section.

Air Quality

One of the basic characteristics of a livable city is clean air. Numerous federal, state, regional, and local agencies enact and enforce legislation to protect air quality. Good air quality in Shoreline, and in the region, requires controlling emissions from all sources, including: internal combustion engines, industrial operations, indoor and outdoor burning, and wind-borne particles from land clearing and development. In the Puget Sound region, vehicle emissions are the primary source of air pollution. Local and regional components must be integrated in a comprehensive strategy designed to improve air quality through transportation system improvements, vehicle emissions reductions, and demand management strategies.

Air quality is measured by the concentration of chemical compounds and particulate matter in the air outside of buildings. Air that contains carbon monoxide, ozone, and particulate matter can degrade the health of humans, animals, and plants. Human health risks from poor air quality range in severity from headaches and dizziness to cancer, respiratory disease, and other serious illnesses, to premature death. Potential ecological impacts include damage to trees and other types of vegetation. Quality of life concerns include degradation of visibility and deposition of soot and other particulate matter on homes and other property.

The City seeks long-term strategies to address air quality problems, not only on the local level, but in the context of the entire Puget Sound Basin with coordination and major direction from the Puget Sound Clean Air Agency.

Sustainability

What other information should we include for sustainability? We probably don't want to overload with background information, but it is appropriate to discuss our recent and upcoming efforts, such as:

- Cleanscapes programs
- Indicator Tracking website
- City Hall
- Backyard Habitat certification
- Uses of funds from EECBG
- Tree canopy study

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Comprehensive Plan Update and TDR; Update on SEPA Thresholds
DEPARTMENT: Planning & Community Development
PRESENTED BY: Steven Szafran, AICP, Associate Planner
Rachael Markle, AICP, Director P&CD

- | | | |
|--|--|--|
| <input type="checkbox"/> Public Hearing | <input type="checkbox"/> Study Session | <input type="checkbox"/> Recommendation Only |
| <input checked="" type="checkbox"/> Discussion | <input type="checkbox"/> Update | <input type="checkbox"/> Other |

INTRODUCTION & BACKGROUND

There have been recent changes to State Law that are relevant to Shoreline's Comprehensive Plan Update. Staff believes having a discussion on these topics may guide policy in the Natural Environment and Land Use elements of the Comprehensive Plan. The two topics are Transfer of Developments Rights (TDR) and SEPA thresholds.

1. In 2011, the Washington State Legislature passed the Landscape Conservation and Local Infrastructure Program. This law creates a voluntary infrastructure financing tool for eligible cities (one of them being Shoreline) that is predicated upon accepting transferrable development rights from designated natural resource and some rural lands.
2. Effective July 10, 2012, the Washington State Legislature passed ESSB 6406 which requires The Department of Ecology to evaluate the rule based categorical exemptions to SEPA, as well as update the Environmental Checklist. Basically, the Legislature established the baseline for the categorical exemptions at the upper end of the range that was developed by the Department of Ecology using its rulemaking authority.

DISCUSSION

SEPA

The State Environmental Policy Act (SEPA) adopted in 1971 applies to decisions by every state and local agency within Washington, including: proposals for construction projects; and nonproject actions such as a policy, plan, or program. Generally, before an action can be taken by an agency to regulate, finance, license or otherwise approve an activity environmental impacts must be evaluated by the lead agency. However, SEPA rules contain exemptions called "categorically exemption" actions that have been determined to not result in significant impacts to the quality of the environment. Categorically exempt actions do not require environmental review under SEPA.

In the bill, the legislature recognized that the SEPA rules should be revisited "in light of the increased environmental protections in place under chapters 36.70A and 90.58 RCW, and other laws" (RCW 36.70A is the Growth Management Act and RCW 90.58 is the Shoreline

Approved By:

Project Manager 

Planning Director 

Management Act). The City has also adopted and updated its regulations for Critical Areas based on Best Available Science since the State Environmental Policy Act was originally adopted. The City of Shoreline has been using the lowest (most restrictive) thresholds with one exception for landfill and excavation for exemption prior to the new legislation. The Council increased the threshold for landfill and excavation in 2002. The thresholds for exemption were:

- A. The construction or location of any residential structures of four dwelling units.
- B. The construction of an office, school, commercial, recreational, service or storage building with 4,000 square feet of gross floor area and with associated parking facilities designed for 20 automobiles.
- C. The construction of a parking lot designed for 20 automobiles.
- D. Any landfill or excavation of 500 cubic yards throughout the total lifetime of the fill or excavation; any fill or excavation classified as a Class I, II, or III forest practice under RCW 76.09.050 or regulations there under.

The Legislature updated the exemptions through ESSB 6406 to the highest categorical exempt level currently authorized under WAC 197-11-800. The following language is directly from WAC (197-11-800-(1)(c).

Cities, towns or counties may raise the exempt levels to the maximum specified below by implementing ordinance or resolution. Such levels shall be specified in the agency's SEPA procedures (WAC 197-11-904) and sent to the department of ecology. A newly established exempt level shall be supported by local conditions, including zoning or other land use plans or regulations. An agency may adopt a system of several exempt levels (such as different levels for different geographic areas). The maximum exempt level for the exemptions in (1)(b) of this section shall be, respectively:

- 1. The construction or location of any residential structures of **20** dwelling units.
- 2. The construction of an office, school, commercial, recreational, service or storage building with **12,000** square feet of gross floor area and with associated parking facilities designed for **40** automobiles.
- 3. The construction of a parking lot designed for **40** automobiles.
- 4. Any landfill or excavation of 500 cubic yards throughout the total lifetime of the fill or excavation; any fill or excavation classified as a Class I, II, or III forest practice under RCW 76.09.050 or regulations there under.

ESSB 6406 further states that until the Department of Ecology completes the rule making with a deadline of December 31, 2013, a city or county may apply the highest categorical exemption levels authorized under WAC 197-11-800 to any action, **regardless** if the city or county with jurisdiction has exercised its authority to raise the exemption levels above the established minimums, **unless** the city or county with jurisdiction **passes an ordinance or resolution that lowers** the exemption levels to a level below the allowed maximum but not less than the default minimum levels detailed in WAC 197-11-800. The rules will automatically go into effect for the City on July 10, 2012. If Council wants to keep SEPA thresholds at their current levels, then the

Council will have to pass an ordinance to lower SEPA thresholds from what was adopted at the State level. If the Council chooses to lower SEPA thresholds, the Commission will be part of the public process for that action. Even though the City is not required to amend the Development Code to apply the new increased State SEPA threshold exemptions, staff will be recommending that the Council consider amending the Development Code to match these exemptions to reduce confusion about what exemption threshold will be applying.

Transfer of Development Rights

The Landscape Conservation and Local Infrastructure Program (LCLIP) (RCW 39.108) was enacted into law during the 2011 session of the Washington State Legislature. Between July 2011 and March 2012, the Puget Sound Regional Council worked with King County to identify the total number of development rights available on eligible lands and to allocate them to eligible cities. The City of Shoreline was allocated 231 transferrable development rights.

A transferable development right (TDR) means a right to develop one or more residential units in a sending area (qualifying areas outside of urban growth boundary) that can be sold and transferred to a developer (most likely) to use in a receiving area (qualifying areas located inside the urban growth boundary). TDRs are used to protect land from development by voluntarily removing the development rights from a sending area and transferring them to receiving areas for the purpose of increasing development density or intensity. The LCLIP is an incentive to developers by allowing a developer to buy increased density or more building area that would be over and above what would be allowed under the current zoning requirements. For example; if an area around a future light rail station calls for a three story building with 100,000 square feet of gross floor area, the developer may buy TDR's to increase the building to four stories with a gross floor area of 200,000 square feet. The developer would have to buy the TDR's from the property owner of the sending area and the City would have to agree to increased develop within the established district. The cost of the TDR is negotiated between the developer and the property owner in the sending area.

The LCLIP is a potential new revenue stream for the city. The City of Shoreline would collect all of the property tax that would have otherwise gone to the County for the units transferred from sending areas to Shoreline as a receiving area. The funds from the taxes are supposed to be used to fund district infrastructure projects. Infrastructure projects may include sidewalks, stormwater facilities, parks, open space, or any other amenities that are necessary to support a residential or mixed-use community.

The City's Comprehensive Plan has had policies that support the use of TDR's beginning back in 1998. The current proposal is to take those policies out of the Comprehensive Plan because TDR's are not something that had ever been used in the City. Considering new legislation by the State, the Commission may want to discuss adding back policies about TDR's or may want to add TDR's into another element of the Comprehensive Plan such as Economic Development or Natural Environment.

NEXT STEPS

After all elements have been discussed, staff will continue to incorporate Commissioner and public comments, solicit additional review and revision from internal and external stakeholders, draft narrative for introductions and other background information, perform environmental analysis, create a formatted template, update requisite maps, and compile a Draft Comprehensive Plan document for Commission to discuss. Staff aims to have a functional draft ready by September, but intends to bring forward policies that could potentially be incorporated into various elements for Commission review in August. This will likely be necessary because

much of the discussion to date has dealt specifically with introducing each element and staff recommendations on material to be deleted, which allowed for only general direction to be provided regarding policies that should be incorporated.

If you have questions or comments prior to the meeting, please contact Steven Szafran, AICP at (206) 801-2512 or by email at sszafran@shorelinewa.gov or Miranda Redinger at (206) 801-2513 or by email at mredinger@shorelinewa.gov.

ATTACHMENTS

Attachment A- Summary of 2012 SEPA Legislation

Attachment B- Regional Allocation of Transferable Development Rights

Summary of 2012 SEPA Legislation

There has been significant discussion regarding SEPA legislation for the past couple of years. This year's session resulted in a push for Ecology to update the statewide SEPA rules (WAC 197-11) to better reflect local land-use planning and development regulations. There were two bills passed by the end of the 2012 special session. The first is SB 6406, which mandates SEPA rule update and changes several provisions of the statute. The second was SB 6082 which addresses the need for SEPA to better address impacts to agricultural resource lands.

SEPA Provisions in SB 6406 2012 Session Law

Effective date: July 10, 2012

[Excerpt of SEPA provisions in Part 3 of SB 6406 \(PDF\)](#)

1. **Rulemaking:** New rulemaking requirements for the Department of Ecology are summarized on the [SEPA Rulemaking webpage](#) and specified in Section 301 of the bill. Note that this section expires on July 31, 2014.
2. **Flexible exemption thresholds for minor new construction projects:** Section 301(2)(d) includes the following language, which is applicable only in the interim period before rule making is complete:

“Until the completion of the rule making required under this section, a city or county may apply the highest categorical exemption levels authorized under WAC 197-11-800 to any action, regardless if the city or county with jurisdiction has exercised its authority to raise the exemption levels above the established minimums, unless the city or county with jurisdiction passes an ordinance or resolution that lowers the exemption levels to a level below the allowed maximum but not less than the default minimum levels detailed in WAC 197-11-800.”
3. **Planned actions:** Section 303 moves and revises the language in 43.21c.031 related to planned actions. The types of development that may qualify as a planned action are expanded to include essential public facilities that are associated with a residential, office, school, commercial, recreational, service, or industrial development. Public notice and hearing requirements are delineated for proposed planned action ordinances.

4. **Infill exemption:** Section 304 expands the application of the infill exemption in RCW 43.21c.229. Currently, the types of development eligible for the exemption are residential and mixed use (residential along with other uses, such as commercial). Section 304(1)(a) states that the types of development eligible for the exemption (via local adoption of a SEPA infill exemption ordinance or resolution) are residential, mixed use, and commercial up to 65,000 sq. ft –but not including retail businesses. The EIS requirement is also not limited to the entire comprehensive plan but can include only the area under consideration for the exemption. An additional exemption criterion is also added that requires a case-by-case determination that “specific probable adverse environmental impacts” of the specific projects are addressed by current regulations and plans.
5. **Non-project actions exempt from SEPA review:** Section 307 identifies that adoption of the following local ordinances are exempt from SEPA review:
- Development regulations required to ensure consistency with an adopted comprehensive plan or shoreline master program. The program or plan must have included an analysis of development regulation impacts in its previous SEPA review.
 - Amendments to development regulations that, upon implementation of a project action, will provide increased environmental protection, and includes one of the following:
 - Increased protections for critical areas, such as enhanced buffers or setbacks;
 - Increased vegetation retention or decreased impervious surface areas in shoreline jurisdiction; and
 - Increased vegetation retention or decreased impervious surface areas in critical areas;
 - Amendments to building, energy and electrical codes of local government adopted to ensure consistency with minimum standards contained in state law.
6. **Environmental Checklist flexibility:** Section 308 provides new flexibility for pre-answering questions on the SEPA checklist. The lead agency “may identify within the checklist provided to applicants instances where questions on the checklist are adequately covered by a locally adopted ordinance,

development regulation, land use plan, or other legal authority.” This is intended to reduce redundancy and improve clarify regarding existing development regulations (ex. reference adopted school impact fees as addressing this Checklist issue.) The bill has several specific conditions regarding implementation of this new flexibility:

- Lead agency must still “consider whether the action has an impact on the particular element or elements of the environment in question” and “explain how the proposed project satisfies the underlying local legal authority.”
 - An applicant may still provide answers to any questions on the checklist.
 - Lead agency cannot “ignore or delete a question on the checklist.”
 - This provision does not alter the standard for when an environmental impact statement is required, change appeal provisions or modify rules on determining lead agency.
7. **The Growth Management Planning and Environmental Review Fund (PERF) is amended in Sections 309 and 310** to allow the PERF to make loans and grants to local governments for programmatic SEPA review. The amendment includes additional evaluation criteria when awarding grants and loans from the fund. Specifically “environmental review that addresses the impacts of increased density or intensity of comprehensive plans, subarea plans, or receiving areas designated by a city or town under the regional transfer of development rights program” can be given preference when included in a proposal for funding.
8. **Miscellaneous clarifications:** Sections 311 and 312 are minor language changes related to the rule development section of the SEPA statute -RCW 43.21C.110.

Agricultural Resource Lands and the SEPA Checklist

A [new section is added to the SEPA statute](#) to emphasize the importance of protecting and preserving agricultural lands. Ecology is directed to consider an administrative rule change to the checklist form in order to “ensure consideration of potential impacts to agricultural lands of long-term commercial significance . . . the review and update shall ensure that the checklist is adequate to allow for consideration of impacts on adjacent agricultural properties, drainage patterns, agricultural soils, and normal agricultural operations.

Ecology plans to incorporate this subject of rule review and amendment into the 2013 rulemaking process specified in SB 6406 ([see Ecology's SEPA Rulemaking page](#)).



Regional Allocation of Transferable Development Rights per Revised Code of Washington Chapter 39.108.070

The *Landscape Conservation and Local Infrastructure Program* (RCW 39.108) was enacted into law during the 2011 session of the Washington State legislature. This program provides a voluntary infrastructure financing tool for eligible cities that is predicated upon accepting transferable development rights (TDRs) from designated natural resource and some rural lands.

Between July 2011 and March 2012, the Puget Sound Regional Council worked with eligible counties – King, Pierce, and Snohomish – to identify the total number of development rights available on eligible lands and to allocate them to eligible cities. This work was guided by the Puget Sound Regional Council's Growth Management Policy Board and planning staff from eligible cities and counties.

At its March 22, 2012 meeting, the Executive Board of the Puget Sound Regional Council adopted the Regional Allocation of Transferable Development Rights. This includes allocations for 38 eligible cities.

Shown on the following pages are the regional allocations and allocation methodology.

I. Regional Allocation of Transferable Development Rights

Adopted: March 22 2012

Per the requirements of Chapter 39.108.070 Revised Code of Washington, the Executive Board of the Puget Sound Regional Council adopts the following regional allocation of eligible transferable developments for eligible cities within eligible counties.

Table 1: Allocation for Cities Meeting Eligibility Threshold in 2011

<i>City</i>	<i>Allocation</i>	<i>City</i>	<i>Allocation</i>
Arlington	273	Marysville	593
Auburn	596	Mercer Island	92
Bellevue	1,081	Mill Creek	92
Bothell	365	Monroe	212
Burien	273	Mountlake Terrace	92
Covington	92	Mukilteo	92
Des Moines	213	Puyallup	364
Edmonds	189	Redmond	587
Everett	1,491	Renton	849
Federal Way	444	Sammamish	215
Issaquah	452	SeaTac	561
Kenmore	213	Seattle	3,440
Kent	519	Shoreline	231
Kirkland	501	Tacoma	1,843
Lake Stevens	252	Tukwila	405
Lakewood	370	University Place	232
Lynnwood	461	Woodinville	218
Maple Valley	92		

Table 2: Allocation for Cities Targeted to Meet Eligibility Threshold in the Plan Horizon

Note: These allocations will take effect *when* the city meets eligibility threshold.

<i>City</i>	<i>Allocation</i>	<i>City</i>	<i>Allocation</i>
Bonney Lake	176	Sumner	236
Fife	166		

II. Regional Allocation Methodology, per RCW 39.108.070

Overview

In the 2011 legislative session, the Washington State Legislature passed and the Governor signed Engrossed Substitute Senate Bill 5253 – the Landscape Conservation and Local Infrastructure Program (LCLIP). The program, now codified in RCW 39.108, provides a voluntary infrastructure financing tool that is predicated upon a jurisdiction accepting transferable development rights (TDRs) from natural resource and rural lands.

RCW 39.108.030 to .050 require eligible counties to calculate and report to the Puget Sound Regional Council the total number of development rights that may be available on eligible natural resource and rural lands. RCW 39.108.070 then requires the Puget Sound Regional Council to regionally allocateⁱ among eligible receiving cities the total number of development rights reported by eligible counties.

Each receiving city allocated share is to be determined by the Puget Sound Regional Council, in consultation with eligible counties and receiving cities, based on growth targets, determined by established growth management processes, and other relevant factors as determined by the Puget Sound Regional Council in conjunction with the counties and receiving cities. The allocation is to be reported to the cities and to the Washington State Department of Commerce on or before March 1, 2012.

A. Determination of Eligible Counties and Cities

RCW 39.108.010 – Definitions, Subsection 2 states:

Eligible county means any county that borders Puget Sound, that has a population of six hundred thousand or more, and that has an established program for transfer of development rights.

Based on the statute, PSRC has determined the eligible counties to be as follows:

- King County
- Pierce County
- Snohomish County

RCW 39.108.010 – Definitions, Subsection 16 states:

Receiving city means any incorporated city with population plus employment equal to twenty-two thousand five hundred or greater within an eligible county.

[Neither this section of the statute, nor any others, provides a date by which the city must meet the eligibility threshold.] Based on this, allocations are provided for all cities that meet the eligibility threshold as of the effective date of the bill (July 2011) as well as to cities targeted to meet the eligibility threshold within their growth targets planning horizon.ⁱⁱ

The "growth targets planning horizon eligible cities," include Fife, Bonney Lake, and Sumner. These cities will be eligible to accept the allocations and use the LCLIP tool when they meet the threshold. With all cities included, PSRC determined the eligible receiving citiesⁱⁱⁱ to be as shown in the following table.

Table 3: List of LCLIP Eligible Receiving Cities

<i>City</i>	<i>Current Year</i>		<i>Horizon Year</i>	
	<i>Population and Employment</i>		<i>Population and Employment^{iv}</i>	
	<i>Total</i>	<i>Eligible?</i>	<i>Total</i>	<i>Eligible?</i>
Arlington	26,096	✓	44,552	
Auburn	109,180	✓	150,620	
Bellevue	253,766	✓	327,093	
Bonney Lake	21,175	x	26,429	✓
Bothell	60,191	✓	83,920	
Burien	43,023	✓	74,687	
Covington	22,646	✓	25,071	
Des Moines	35,466	✓	45,428	
Edmonds	52,463	✓	60,231	
Everett	191,890	✓	318,625	
Federal Way	119,871	✓	149,973	
Fife	20,774	x	26,390	✓
Issaquah	48,158	✓	74,190	
Kenmore	24,633	✓	34,417	
Kent	153,909	✓	214,822	
Kirkland	83,362	✓	152,757	
Lake Stevens	31,090	✓	47,386	
Lakewood	83,995	✓	105,697	
Lynnwood	61,019	✓	97,797	
Maple Valley	26,558	✓	29,865	
Marysville	70,433	✓	117,698	
Mercer Island	30,155	✓	32,857	
Mill Creek	23,572	✓	26,100	
Monroe	24,940	✓	37,660	
Mountlake Terrace	28,026	✓	32,140	
Mukilteo	29,602	✓	32,843	
Puyallup	61,181	✓	80,121	
Redmond	136,050	✓	179,055	
Renton	144,094	✓	202,976	
Sammamish	46,141	✓	56,588	
SeaTac	52,530	✓	98,008	
Seattle	1,114,923	✓	1,374,937	
Shoreline	72,475	✓	82,177	
Sumner	18,889	x	29,669	✓

City	Current Year		Horizon Year	
	Population and Employment		Population and Employment ^{iv}	
	Total	Eligible?	Total	Eligible?
Tacoma	309,093	✓	436,821	
Tukwila	64,943	✓	92,253	
University Place	37,594	✓	47,972	
Woodinville	23,743	✓	33,384	

B. County Calculation of Available Transferable Development Rights

RCW 39.108.030 to .050 define the parameters by which the eligible counties designate TDR "sending areas" and calculate and report the theoretically available TDRs that may be available. Section .030 states that the county must designate all agricultural and forest land of long-term commercial significance within its jurisdiction as sending areas for conservation under the eligible county's program. Section .050 allows up to 1,500 TDRs on rural lands to be included if a county has met certain conservation and planning thresholds; as of the date of the calculation, only King County meets these thresholds.

Sections .030 to .050 further requires that counties calculate the number of TDRs available through base zoning and/or the county's TDR program, plus any TDRs already publicly or privately held but not redeemed. The counties were to report the number of TDRs to PSRC by September 2011.

The counties worked collaboratively through the Regional TDR Alliance^v to develop a generally consistent methodology that took into account the following factors:

- zone type (agriculture, forest, rural),
- allowed development rights under base zoning (# of units allowed under zoning),
- program multipliers (allowed TDRs in county TDR programs that could exceed units allowed under zoning)
- removal of publicly owned parcels (unless eligible under county TDR programs),
- removal of parcels that are already protected under known conservation easements,
- removal of parcels without development potential because of size thresholds,
- determination of remaining development potential and net acreage on parcels with existing units (i.e., the number of additional units that could be built on the remaining net undeveloped acreage)
- inclusion of publicly and privately held TDRs, and
- inclusion of rural TDRs, where eligible.

Each of the counties used this calculation methodology, although minor differences remained given the differences in each of the county's zoning, resource land designation criteria, land development pattern, and TDR programs. Based on the consistent methodology, the following table shows the number of theoretically available TDRs that were reported to PSRC by the three eligible counties.

Table 4: County Calculation and Reporting on Available Transferable Development Rights

	<i>Number of TDRs</i>	<i>Sending Area Acreage</i>	<i>Share of TDRs</i>	<i>Share of Acreage</i>	<i>Percentage as Share of:</i>
King County	7,643	270,783	31.0%	33.4%	<i>Region</i>
Agricultural	2,313	24,143	30.3%	8.9%	<i>County</i>
Forest	2,259	99,829	29.6%	36.9%	<i>County</i>
TDR Bank	1,053	93,802	13.8%	34.6%	<i>County</i>
Privately held	518	45,509	6.8%	16.8%	<i>County</i>
Rural	1,500	7,500	19.6%	2.8%	<i>County</i>
Pierce County	5,371	230,507	21.8%	28.4%	<i>Region</i>
Agricultural	2,614	10,951	48.7%	4.8%	<i>County</i>
Forest	2,757	219,556	51.3%	95.2%	<i>County</i>
Snohomish County	11,619	310,245	47.2%	38.2%	<i>Region</i>
Agricultural	7,165	56,469	61.7%	18.2%	<i>County</i>
Forest	4,427	253,430	38.1%	81.7%	<i>County</i>
Local Forest	10	281	0.1%	0.1%	<i>County</i>
Privately held	17	65	0.1%	0.0%	<i>County</i>
Region	24,633	811,535	100.0%	100.0%	<i>Region</i>
Agricultural	12,092	91,563	49.1%	11.3%	<i>Region</i>
Forest	9,453	573,096	38.4%	70.6%	<i>Region</i>
Banked + Private	1,588	139,376	6.4%	17.2%	<i>Region</i>
Rural	1,500	7,500	6.1%	0.9%	<i>Region</i>

C. Compilation of Growth Targets

PSRC is required to regionally allocate the total number of eligible development rights based on "growth targets...and other relevant factors" to eligible cities. Initial discussion with stakeholders in the fall of 2011 resulted general agreement to use growth targets and take a narrow technical approach, rather than to incorporate other relevant factors. Based on this, PSRC worked with the eligible counties to compile their growth targets and develop a consistent, normalized set of population and employment figures.

In Pierce and King counties, growth targets were recently updated to align with VISION 2040 and were therefore ready for use (note: however, final technical adjustments were still being made during the fall of 2011; these adjustments were completed in February 2012 – *see footnote viii*).

In Snohomish County, growth targets were last adopted in 2006 (planning for the year 2025), and interim information was made available in 2010 titled *Vision 2040 Preliminary Growth Distribution Working Paper* in (planning for the year 2035). The targets in the working paper provide a preliminary, unofficial breakdown of possible post-2025 population and employment growth based on the VISION 2040 regional growth strategy. Beginning in October, PSRC worked with the membership of Snohomish County Tomorrow planning group to determine whether to use the adopted 2025 numbers or the 2035 numbers. In November, the Snohomish

County Tomorrow Policy Advisory Committee made a consensus recommendation that the 2035 numbers be used for the regional allocation process.

Having determined which targets to use for the eligible counties, PSRC staff made a number of technical revisions in order to create one consistent set of growth targets. Revisions included conversions from housing targets to population targets (in King County), consistent employment categories (in Pierce County), and consistent target horizon years (among all counties).

The resulting measure, *Average Annual Targeted Levels of Population and Employment Growth per City*,^{vi} was applied to the total number of available TDRs (24,633) reported by the counties. Using this approach, if a jurisdiction is targeted to receive 5% of total regional growth, the jurisdiction was allocated 5% of total regional TDRs. The resulting initial draft TDR Allocations were published in December 2011; these were finalized in February 2011 to reflect the final King County residential targets.^{vii}

D. Inclusion of "Other Relevant Factors"

After the initial draft allocations were released, PSRC continued to work with stakeholders regarding the inclusion of "other relevant factors." A number of potential factors were considered^{viii} in the period between January 2011 and February 2012. Shown below are the factors considered and the general agreement on whether to use or reject each one.

Table 5: Description and Conclusions Regarding Other Relevant Factors

<i>Factor</i>	<i>Conclusion</i>
General Agreement to Use	
Allocation to "planned" eligible cities	Allocate to cities that meet threshold based on growth targets. This allows three cities in Pierce County that were close to the eligibility threshold to use LCLIP <u>when</u> they reach the threshold. This broadens the number of eligible cities in Pierce County from 4 to 7, which slightly reduces other cities allocations. This factor is consistent with the statute that requires that PSRC allocate the total number of available TDRs to eligible cities but does not specify a date for eligibility.
Use a county sending-area "market discount factor"	This factor reduces the county calculation of TDRs by 25% and reflects the facts that not all landowners will participate and that county unincorporated lands will absorb a portion of the theoretically available TDRs. The market reduction factor reduces the total number of county reported TDRs for allocation from 24,633 to 18,576 . This factor is consistent with county practices under Buildable Lands (an analogous process of quantifying development potential) and consistent with the statute which requires counties to calculate the total number of TDRs "that may" be available.
Capped minimum allocation	Allocate .005% of the total number of TDRs to cities that had allocations below .005%. With the Sending Area Market Discount Factor noted above, the capped minimum is 92 TDRs. This ensures that cities that capture the county property tax increment support a meaningful level of conservation through TDR. This factor is consistent with the "other relevant factors" language in the statute.

Table 5 – continued

General Agreement to Reject	
<i>Factor</i>	<i>Conclusion</i>
<ul style="list-style-type: none"> - County recalculations using base zoning - County recalculations to remove "smaller" parcels - Minimum allocation + share of remainder - Using "surplus capacity beyond the target" - Retain original proposal (with final King County targets) - Using a within-county calculation and allocation method 	These factors were rejected based on a variety of technical, legal, or policy considerations.

The net effect of the three Other Relevant Factors (i.e., the "planned" eligible cities, the .005% capped minimum allocation, and the sending area 25% market reduction factor) is shown in the following table. Also shown is a comparison to the revised final growth target-based allocations.

Table 6: Net Effect of Supported Other Relevant Factors

	<i>Final Target Allocations (2011 Eligible Cities)</i>	<i>All Supported Other Relevant Factors (All Cities)</i>	<i>Difference (# change)</i>	<i>Difference (% change)</i>
Arlington	295	273	(-22)	-8%
Auburn	824	596	(-228)	-28%
Bellevue	1,617	1,081	(-536)	-33%
Bonney Lake	-	176	-	-
Bothell	447	365	(-81)	-18%
Burien	296	273	(-23)	-8%
Covington	83	92	9	11%
Des Moines	197	213	16	8%
Edmonds	158	189	31	20%
Everett	2,287	1,491	(-797)	-35%
Federal Way	575	444	(-131)	-23%
Fife	-	166	-	-
Issaquah	588	452	(-136)	-23%
Kenmore	197	213	16	8%
Kent	699	519	(-179)	-26%
Kirkland	669	501	(-168)	-25%
Lake Stevens	260	252	(-9)	-3%
Lakewood	453	370	(-84)	-18%
Lynnwood	604	461	(-142)	-24%
Maple Valley	108	92	(-16)	-15%
Marysville	819	593	(-226)	-28%
Mercer Island	73	92	19	26%
Mill Creek	50	92	42	85%
Monroe	196	212	16	8%
Mountlake Terrace	88	92	5	5%

	<i>Final Target Allocations (2011 Eligible Cities)</i>	<i>All Supported Other Relevant Factors (All Cities)</i>	<i>Difference (# change)</i>	<i>Difference (% change)</i>
Mukilteo	78	92	15	19%
Puyallup	445	364	(-81)	-18%
Redmond	809	587	(-222)	-27%
Renton	1,238	849	(-389)	-31%
Sammamish	200	215	15	7%
SeaTac	767	561	(-206)	-27%
Seattle	5,475	3,440	(-2,036)	-37%
Shoreline	227	231	4	2%
Sumner	-	236	-	-
Tacoma	2,864	1,843	(-1,021)	-36%
Tukwila	512	405	(-107)	-21%
University Place	228	232	4	2%
Woodinville	206	218	12	6%
All Cities Totals	24,633	18,576	(-6,635)	-25%

Based on the figures shown in Table 6, these three factors (shown in the column "All Supported Other Relevant Factors") are included in the proposed Final Allocation of Transferable Development Rights. The proposed Final Allocations are shown in Tables 1 and 2.

E. Adoption Process

At its March 8 meeting, the Growth Management Policy Board made a consensus recommendation that the Executive Board adopt the *Regional Allocation of Transferable Development Rights*. At its March 22, 2012 meeting, the Executive Board adopted the regional allocations.

F. Support for Revisiting Allocations in 2017

The regional TDR allocation is based upon a number of factors that are fixed in time – the number of theoretically available TDRs from eligible sending area lands under existing county TDR programs, the number of eligible cities that meet the population and employment threshold within the planning horizon, and the first round of growth targets adopted in the central Puget Sound region to begin to align with the VISION 2040 regional growth strategy.

Given that each of these factors will change, and given the complexity of this new theoretically market-based tool, there was general support among the stakeholders in PSRC's LCLIP process for revisiting the county calculations and regional allocations. This work would likely be done in 2017, after the next round of comprehensive plans are updated.

G. Sources and Notes:

- ⁱ Revised Code of Washington 39.108, sections .070, .005 (2)(b), .010 (17)(18)(20), .030, .090 (7)
- ⁱⁱ Sources for county Growth Targets:
- *King County: Countywide Planning Policies Table LU-1 Adopted 2011 Targets.*
 - *Pierce County: County Council Ordinance 2011-36, Exhibit A, Table 1 and Table 3.*
 - *Snohomish County: Vision 2040 Preliminary Growth Distribution Working Paper, Attachment 4*
- ⁱⁱⁱ Notes for 2011 Eligible Cities:
- a) *For the 2011 eligible cities, eligibility is based on 2011 Population Data from the Office of Financial Management (per RCW 39.108 (9) and 2010 Employment Data (per RCW 39.108 (3)) from the Economic Services Department, as adjusted and geo-coded by PSRC.*
 - b) *RCW 39.108 (3) states that employment data is to be based on Office of Financial Management (OFM) records. However, official employment data is not provided by OFM, but rather by the Economic Services Department.*
 - c) *PSRC has used 2010 employment figures. The 2011 employment figures will not be available until after the statutory reporting date.*
- ^{iv} See footnote iii for county Growth Target sources.
- ^v Members of the Regional TDR Alliance include: King County, Kitsap County, Pierce County, Snohomish County, Forterra, the Washington State Department of Commerce, and the Puget Sound Regional Council. Given that Kitsap County and its cities are not eligible under RCW 39.108, Kitsap County has not been actively involved in the LCLIP discussions.
- ^{vi} See footnote iii. Additionally, Local growth targets under GMA are structured differently in each of the three eligible counties. Working with the counties, PSRC created a consistent set of targets through three primary conversion and adjustments:
- a) *Convert to equivalent population and employment values. King County population targets were developed from adopted housing targets using conversion factors provided by county staff. Pierce County's total employment targets were converted to "adjusted employment" (using a conversion factor published in the adopted targets package) to create consistency.*
 - b) *Using the population and employment values at common planning horizons, create a standardized measure: Average Annual Targeted Levels of Population + Employment Growth per City.*
- ^{vii} During this December 2011 to February 2012 period, PSRC finalized the King County city residential targets to address persons-per-household assumptions, annexations and other technical issues. Based on these adjustments, growth shifted among King County cities. The overall amount of growth in these cities (i.e., growth shifted from ineligible unincorporated King County to eligible King County cities) is higher than what was provided in December 2011 by about 17,000 residents. This slightly increases King County cities' share of total TDRs. No changes were made to King County employment targets, and no changes were made to Pierce or Snohomish counties employment or populations targets.
- ^{viii} PSRC held four meetings in the period between January and February 2012 with the eligible cities and counties and the Regional TDR Alliance.