
Commission Meeting Date: December 5, 2013
Agenda Item: 6(b)

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Update – Light Rail Station Subarea Planning		
DEPARTMENT:	Planning & Community Development		
PRESENTED BY:	Miranda Redinger, Senior Planner Steven Szafran, AICP, Senior Planner		
ACTION:	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Resolution	<input type="checkbox"/> Motion
	<input checked="" type="checkbox"/> Discussion	<input type="checkbox"/> Public Hearing	

INTRODUCTION

Commissioners Maul, Scully, and Craft comprise a subcommittee for station area planning, and have been providing periodic updates to the full Commission to keep them apprised of progress. The last staff update to the full Commission was the public hearing on study area boundaries on July 18. This report and accompanying presentation will update the Commission on developments since that time and next steps.

BACKGROUND**SOUND TRANSIT'S PREFERRED ALTERNATIVE**

On November 21, 2013, the Sound Transit Board identified the preferred alternative for the Lynnwood Link light rail project. The preferred alternative will be described and evaluated in the Final Environmental Impact Statement (EIS) for the project, along with the other alternatives considered.

The preferred alternative in Shoreline includes an alignment along the east side of Interstate 5, with light rail stations at NE 145th Street and NE 185th Street. It includes the following features:

- The rail line and station are elevated at NE 145th Street. At NE 185th Street, the rail line will go under the bridge and the station will be at approximately the same level as Interstate 5.
- Both stations include parking garages with 500 stalls.
- The parking garage at NE 145th Street is located adjacent to the proposed station.
- The parking garage at NE 185th Street is located on the west side of Interstate 5, adjacent to the existing bridge.

Approved By:**Project Manager****Planning Director**

- Pedestrian improvements on the NE 185th Street bridge over Interstate 5 to better connect the parking garage and station.
- The majority of the rail line is at-grade through Shoreline.

Now that the preferred alternative has been announced, staff anticipates beginning work on a second subarea plan early in 2014. Because visioning events, walking tour maps, and the Public and Stakeholder Involvement Plan (PSIP) focused on potential stations at 185th and 145th, the preliminary stages of work for the 145th subarea plan have already been completed and the process for the second station area can resume with Design Dialogue Workshops, possibly in the spring of 2014.

VISIONING EVENTS FOR BOTH STATION AREAS

Below is a timeline of this summer's visioning events:

- Korean Community Visioning Event: July 11
- 145th Station Visioning Event: August 1
- Folks of Modest Means Visioning Event: August 7
- 185SCC Visioning Event: August 22
- City Visioning Event: September 19

Regardless of who hosted, all events followed a similar format in that participants were asked to envision how the station areas may transform over time and what they would like to see with regard to housing, jobs and businesses, recreation and community services, and mobility and transportation. Many attendees submitted comments about the station design, and while Sound Transit will have their own process for decision-making, staff created a separate category to capture that input. All comments received at visioning events are available here:

<http://www.shorelinewa.gov/government/departments/planning-community-development/planning-projects/light-rail-station-area-planning/visioning-workshop-comments>

Generally speaking, comments were similar across various groups and people are supportive of incorporating additional amenities into neighborhoods, especially restaurants, coffee shops, other gathering places, a variety of housing styles, and opportunities for living wage jobs. The need for more public art and community spaces and activities were common themes. Incorporating green building elements into the station designs was also mentioned repeatedly. Concerns focused mainly on how the stations will impact traffic and parking in the neighborhoods, and transitions and compatibility between new, higher intensity uses and existing single family homes.

DESIGN DIALOGUE WORKSHOPS FOR 185TH STATION

The first set of Design Dialogue Workshops for the 185th station took place on November 5th and 6th, and consisted of a series of discussions with stakeholder groups identified in the PSIP, and culminated in a community meeting. The workshops were an opportunity to invite stakeholders to more intimate, focused meetings where members of each group could discuss design elements and issues related to their particular interests and expertise. Notice for the community meeting included an article in

Currents, an announcement on the project web page, postcards mailed to residents within roughly a half-mile radius from the 185th Street station, emails to various distribution lists and ConstantContact groups, and special outreach to impacted groups like commuters. Stakeholder groups invited to individual workshops are listed below.

- Group 1- Chamber of Commerce leaders and local business owners
- Group 2- Local and Regional Environmental Groups, including Solar Shoreline, Diggin' Shoreline, Futurewise, etc.
- Group 3- Transportation Advocates, including FeetFirst, Cascade Bicycle Club, members of Transportation Master Plan pedestrian and bicycle committee, etc.
- Group 4- Large Property Owners, including Seattle City Light, Shoreline School District Staff, and churches
- Group 5- Youth Ambassadors from local high schools
- Group 6- 185th Station Citizen Committee and Neighborhood Association leaders from Echo Lake, Meridian Park, and North City
- Group 7- Affordable Housing Advocates, including King County Housing Development Consortium, Hopelink, Compass, etc.
- Group 8- Urban Land Institute Multi-family Product Council

Some of the groups were well attended; some were not. The affordable housing advocate workshop was actually held during the regular North King County workgroup meeting the following week. Overall, staff estimates that approximately 150 people attended either a small group or community workshop.

Project consultants from OTAK recorded comments and drew sketches to capture input from the workshops, and the initial compilation of comments is included as Attachment A. A more formal report is forthcoming, which will include drawings and a higher level synopsis. Overall, neighbors, alternative transportation and affordable housing advocates, environmental organizations, and youth shared many innovative ideas for the future of complete communities near light rail. However, the developer focus group was less optimistic that this vision would be realized because of the lack of interstate access, citing that this would be less attractive to larger retailers and employers.

Tonight's presentation will feature slides from the Design Dialogue workshop, including examples of innovative design from other cities and SketchUp mass modeling done for other station areas. Over the next few months, the consultant team will build computer models of various scenarios to present at a follow-up workshop series, tentatively scheduled for February 19th and 20th, 2014 at City Hall. The intent is to identify preferred alternatives that will be analyzed during the City's Draft Environmental Impact Statement (DEIS) and eventually codified through zoning and development regulations. The community meeting on February 20th will likely also serve an official opportunity to comment on scoping for the DEIS.

INNOVATIVE PUBLIC INVOLVEMENT TOOL

Staff and OTAK developed interactive walking tour maps around the potential NE 185th and 145th Street light rail stations. The walking tour takes the user around a guided route through the station subareas, shows pictures of existing features, and asks questions related to envisioning how the area may change over time. The hard-copy versions are available at sign boards at each station location, and the digital version has pop-up boxes containing the pictures, questions, and a comment box. Staff believes this is an innovative and unique public involvement tool, which also supports the City's Healthy City initiative. These will be adapted over time to solicit input during various stages of the process.

Walking tour maps may be found at the following links:

185th- <http://shorelinewa.gov/index.aspx?page=1055>.

145th- <http://shorelinewa.gov/index.aspx?page=1080>

NEXT STEPS

- On November 25, Council adopted the 2014 budget, which included a line item to develop a subarea plan for the 145th station. Staff is revising the RFP and intends to initiate the consultant selection process early in the year. The subarea plan for 145th will be similar to the one for 185th, but will reflect distinctions between the two station areas. Notably, large parcels near 185th are identified as “opportunity sites” that are more likely to change over time, while near 145th, large parcels are often identified as “environmental assets” and therefore not likely to change, but may support increased density nearby. Staff anticipates that the market demand will be greater for the subarea near the 145th station based on the interstate interchange. Another significant element that will be unique to the 145th plan will be a study of the potential for district energy.
- Staff will continue to work with the 185SCC and the newly forming citizen's committee for the 145th station. 185SCC's meetings take place at City Hall from 7:30-8:30 p.m. on the first Monday of the month. The committee for 145th has scheduled a meeting at City Hall from 7:00-8:30 p.m. on Tuesday, December 10th.
- Review of technical reports: Sub-consultants at Fehr & Peers and BAE Urban Economics have submitted drafts of an Existing Conditions Transportation Analysis and a Market Assessment Report, respectively. Staff will review these documents and work with OTAK to prepare final drafts for public release.
- Meeting with the School Board and City Council: Staff will present the results of visioning exercises and the Design Dialogue Workshops as they relate to School Board Property at their December 9th regular meeting. Staff will make a similar presentation to Council on January 6th and most likely attend their retreat on February 8th to solicit additional feedback and direction regarding alternatives to be analyzed through the DEIS.
- 185th Station Subarea Design Dialogue Workshops, Part II: Described above and tentatively scheduled for February 19th and 20th.
- DEIS Scoping: Also likely to take place at the February 20th Design Dialogue Workshop.

RESOURCE/FINANCIAL IMPACT

No direct financial or resource impacts are anticipated as a result of this update.

RECOMMENDATION

No action is required at this time.

ATTACHMENT A: Compiled comments from November Design Dialogue Workshops

Environmental

- Priority for transit access in neighborhood
- N-S transit connection is strong, E-W connection is poor
- Future development should include progressive/innovative development or infrastructure (e.g. solar power, water catchment, stormwater facilities)
- Challenge with the existing SF character – may be difficult to transition to mixed use/denser neighborhoods
- Aging in place
- LU needs to include basic neighborhood services: grocery stores, third places, medical services, etc.
- Interface with Solar Shoreline and Chamber
- Need voices from community (feedback, engagement, collaboration) to influence station design
- Very important to get business voice in the mix
- What are the environmental considerations at 185th Street Station? (street/stormwater facilities, solar, etc. or specific sites/demonstration)
- What about commuter bus loop in Shoreline? Transit connections within the area is poor even though connections to other cities to the north and south are robust
- Possible ped/bike connection through dead ends and cul-de-sacs?
- Rideshare in Shoreline – Expanding north of 145th and space at Park-and-Ride
- 10 year capital project ideas:
 - Bike share BTW P&R and city hall
 - Public art in Rotary Park
 - Rain Gardens/swales
 - Improvements to encourage townhouses
 - Living building/pilot ordinances
 - Visitor Center
- 185th Street corridor is critical for redevelopment
- Difficult to identify the center/heart of the city – it's unclear
- Edmonds has a great downtown for example
- What about other recreational opportunities? Urban camping?

Youth

- Parental safety concern – lighting and well-located
- Internal/neighborhood bus shuttle system
- Cost of fares
- Access to grocery stores, restaurants, hospital, medical facilities
- Small neighborhood services within community
- Priority in having activities and uses around
- Jobs/work may not be present in Shoreline exclusively
- Mall/commercial activity – entertainment
- Shoreline as a residential community
- Specific youth center
- Shoreline assets: schools, parks, interesting streets, safe, community feel, wi-fi could be beneficial
- How to ensure safety with increase population? – Own car as safety, less people
- Independence is important
- Taller buildings around LRT makes sense
- May not want large buildings next to SF homes
- Maintenance and wear of LRT station
- What about a better Orca card that could serve multiple agencies or modes?
- Better bike facilities and incentives for biking needed
- Edmonds ferry as an example – what if there were retail next to the station?
- What about a downtown area like Edmonds? (Shoreline doesn't really have a center.)
- Incentive card
- Bicycling isn't really popular with students – some may rather bus or drive.
- Theme trains/buses

Large Property Owners

- **Must consider impacts on property values. School district's interest must be supported by residents in both cities.**
- **Uses on this property should be consistent with long-term leases and in interest with school district's goals.**
- **Must consider how potential redevelopment will be financially solvent. Revenue should support development. Lease is strongest leverage.**
- **District's interested in maintaining holding for future needs**
- **Shoreline center may be potential for TOD, but may need to be preserved. Must consider what will happen to tenants/development on property.**
- **Access is important, must have stadium on site**
- **Amenities should not be specific to parcels**
- **Church shares parking with Shoreline center – Park-and-Ride may not be practical.**
- **Church-owned property used as rentals. May be potential for up-zoning and greater revenues.**
- **Mobility and disabled access is very important to consider. ADA requirements may not be stringent enough – Grades, signal timing, width should be considered. Safety is critical.**
- **More affordable housing is needed. Opportunity next to LRT.**
- **Need more ways to get to LRT station beyond driving, walking, and biking.**
- **Universal design is critical.**
- **Neighborhood should have more community-centric shapes (e.g. community rooms, classes, gathering spaces, wedding venues, etc.)**

185CC

- **Shoreline Center**
 - **Could handle taller buildings?**
 - **Senior housing**
 - **P-patches**
 - **Office/commercial/medical**
 - **Parking can be tight**
 - **Group population with necessary services**
- **What about water features/public space and art/gathering/educational – center point.**
- **Bridge could be public art**
- **Murals/Tiles? Use color – space and art for all ages**
- **Park along 8th**
- **SCL parcel for redevelopment and park space**
- **Seniors may not be able to walk – may want to look at other alternatives**
- **Could be higher on 185th and moderate on 10th**
- **Artist live/work – consider affordability on pedestrian corridors (180th, 8th, 10th)**
- **180th as a natural connection**
- **Park space in SCL ROW**
- **No parking in SCL ROW**
- **180th/10th as a connector – north city and station area**
- **Stairway up motorcycle hill**
- **Consolidation of Shoreline center**
- **Retain stadium, fields, and pool**
- **From 10th to station >>>>low to high buildings**
- **Cut-through traffic if 185th goes through**
- **Perkins as cut-through (try to stop cars on Perkins)**
- **Lid over freeway instead of 185th bridge (could include businesses or park)**
- **Retail in/on parking garage**
- **Start development in block surrounded by Shoreline center**
- **Retail adjacent to station park/green space**
- **Mixed-use on SCL Square – Acts as transition**
- **Height is OK if transition is provided (3 over 1)**
- **Retain NC School as a school – use excess property as something else**
- **185th Corridor – townhomes, retail, denser**
- **195th ped bridge – Shoreline colors, identity**
- **Station should match Shoreline’s identity**
- **Encourage development to keep taxes lower**
- **Quality landscaping**
- **How to control Perkins Way and LFP traffic going to station**

- SW improvements on 10th and 12th – No sidewalks
- Sidewalks are a big priority
- 8th as an opportunity for ped/sidewalks
- Need “day time” residents too – not just bedroom community
- Public service job center; non-profits; medical
- Traffic/cut through – 188th
 - N/S connections to station (e.g. Meridian Park to station)
 - Establish unique identity for station area – distinguish from Town Center train dictating when change begins.
 - Transportation loop – bus/trolley
 - Perkins problems – what is the alternative?
- Traffic concerns: 185th Aurora to station to Perkins – east
- Parking garage on west – built into ROW bank – GOOD
- Open space and other uses in garage
- All about connections – North City. What about tunneling 185th thru to LFP?
- 185th – good separation between bikes, peds, and traffic – like separate bike tracks. Do we have enough space?
- Important to let property owners know about increased setbacks (185th)
- Bus frequent
- Change from SF: denser in 20 yrs.
- Focused at Town Center – Station
- Human at street scale imp.
- 2 towers E/W I-5 to frame “entry” to Shoreline – zone here for this and leverage
- Reevaluate North City schools
- Family friendly units.

Real Estate/Developers

- Begin with end goal in mind – e.g. expanded ROW on 185th
- 185th St Corridor is a very large space – pace of purchasing is important
- Over-zoning may lead to unintentionally land banking
- Should focus on narrower areas – what is critical to developing a place
- Shoreline has an opportunity to develop denser low-rise development (cottage, duplex, row house)
- Density should be 3 or 4 blocks from station elevations. Changes will be a major barrier to North City
- Concern that 185th has no freeway access – not ideal for major commercial/retail
- Parcel aggregation is difficult and utility improvements are not as robust as Aurora – development may not be preferable compared to Aurora
- Draw for developers may just be the station
- May be more realistic to consider 50 unit developments
- 185th station is at an edge
- Look at Pearl District as an example – first had townhomes and small apartments, then built up neighborhood with changes to zoning incentive. Progress was incremental.
- What if we had more creativity – in development? Take away parking requirements and have height and FAR, or no height, flexible commercial or live/work space. Could support townhomes or other types
- Older houses in area
- Could also make small parks with zoning changes to create denser pockets that are interesting or surprising
- Family-oriented development – schools are an asset
- Timeframe may be dependent on light rail
- Should build on amenities here. Will be difficult to draw new populations.
- Potentially large dead zone with parking structures, freeway overpass, and Shoreline Center. CM should work with ST for programming. Frontage should be considered.
- S 200th station as example (Seatac)
- Think about narrowing initial area and target effort to that area as an early win.
- Place to start a family. Capitalize on schools. Main market for new residents will be Seattle singles that pair up and move to suburbs to start family.
- Develop a personality or drawing point in the area: lakes, creeks, views.
- Live/work structure: zero lot lines, must have business license, must have foot traffic, privacy issues...expensive loss for developers.
- What about an alternative process or pilot project that is creative and deviate from standards?
- What if City kick started a small development near station

- **Potential 4 stories around station. Townhouses behind large enough to create a neighborhood.**

Housing

- **Incentives to spark market rate apts then add affordable housing OR:**
- **Start with affordable as the catalyst project**
- **Partner with school district**
- **Expand park to encourage development**
- **King County Greenbridge as example**
- **Not mixed-use to lower cost – residential only**
- **Lessen parking requirements**
- **Partner with market rate developers**
- **City as co-developers – start with infrastructure**
- **Use best practices (City of Seattle Inclusionary Zoning Study)**
- **Long-term lease works if 75-100 years**
- **Pilot sites where rules are flexible**
- **Seed money, pre-development funding – traction for other funding**
- **Master planning by City. BART – City maintained ownership, leases long-term. Removes cost of land from equation.**
- **Community health center**

Transportation

- Connection between town center and new LRT station – development, transportation network infrastructure will be connector on 185th.
- LU around station should be considerate of different areas surrounding (town center, North City).
- 185th will be a more important corridor for LRT access.
- What about connections from 185th to 10th as a corridor.
- Should have core around big opportunity sites rather than be fragmented.
- Should services be located along east/15th and semi-dense residential around LRT? What is the appropriate allocation?
- Shoreline center is a good opportunity for dense and AWC redevelopment.
- Separated bike lanes on 185th? Or pull lanes onto less trafficked streets? Separate lanes are critical. Difference between speeds is important.
- Bike facilities should consider speed and pedestrian activity (e.g. textures and colors in shared multi-modal facility may not be appropriate based on environment, but may be good for mixed-use, slower area.)
- 185th tight ROW, primary transit corridor – must address conflict between multiple modes. May need to acquire additional ROW.
- Multi-generational uses in recreational facilities.
- Connect North City to park/trail.
- Development opportunities will vary by rider activity – will riders dwell for coffee or will riders walk to commercial activity on the way home? Commercial development should be designed around this.
- Medium-low intensity may be good BTW Shoreline center and North City.
- Not as a transportation corridor, but as an area with lower-rise, where residents can walk to either end of 185th.
- What about a circulator/frequent bus routes in neighborhood?