



Memorandum

DATE: July 1, 2010

TO: Shoreline Planning Commission

FROM: Joseph W. Tovar, FAICP, Planning and Development Services
Director
Steve Cohn, Senior Planner
Miranda Redinger, Associate Planner

RE: **Southeast Neighborhoods Subarea Plan Implementation Options**

ISSUE STATEMENT/ BACKGROUND:

The City Council adopted the Southeast Neighborhoods Subarea Plan as a Comprehensive Plan Amendment by unanimous vote on May 24, 2010. The next step in the process is to implement recommendations contained within the plan. These generally fall into two categories: zoning options to implement the Comprehensive Plan designations, and Development Code amendments and other actions to implement the Policy Recommendations.

As staff began drafting these options to present to the Commission, we realized that there were several alternate paths or strategies to pursue, each of which would have merits or limitations as zoning tools and likewise have different implications for how much staff time it would take to craft. Because staff needs clear direction about the Planning Commission's preferences, we prepared this staff report to delineate these options and enable your discussion about how to proceed.

Regardless of which option is chosen for the SE Neighborhoods area, the discussion of alternative zoning tools has broad value regarding other items on your work program (e.g., Town Center and Aldercrest). Therefore, staff would also like to have the Commission discuss this subject with Council at the August 2 joint meeting.

Implementing Comprehensive Plan designations

In terms of options for zoning, the CAC and Minority Report each contained a parcel-specific recommendation. Each of these includes a Mixed-Use Zone that, to varying degrees, is less intense than the one created to replace the Regional Business designation city-wide. Because the existing MUZ focuses mainly on elements that would be appropriate for the Aurora corridor, the committee felt it was less well-suited for a residential environment, and thought there should be further restrictions on allowable height and density. The CAC also spent a good amount of time discussing the creation of an R-36 zone, as a step between R-24 and R-48, so that is another option for which staff could draft implementing text.

Several CAC and community members, Planning Commissioners and Councilmembers have also expressed interest in exploring whether Planned Areas would be an appropriate tool for implementing zoning. Since the Comprehensive Plan map adopted by Council delineates discrete sections designated for certain intensity of use, staff could draft zoning language clarifying what would be allowed in each area.

Three Potential Approaches to Implementing Zoning for the SE Shoreline Subarea

There are a number of potential zoning approaches that can be used to implement the recently adopted Subarea Plan.

Option 1. Ensure that the zoning is minimally consistent with the adopted Comprehensive Plan designations on the Subarea Plan Map.

- This would result in a minimal amount of zoning changes, mainly along the edges of the commercial zones on 15th Avenue NE
- There would not be a need to develop any new zoning categories
- It could be implemented with a minimum of staff effort

Option 2 . Use “traditional” zoning as a tool to implement “transition” between the commercial and residential areas in the subarea.

- This would likely entail the creation of new zoning districts—such as R-36 or MUZ-Lite (i.e., a less intense form of MUZ with lower thresholds for height and/or density.)
- It would take additional time to develop because staff would want to evaluate the likelihood that the new zoning category would encourage development; i.e., is a density of 36 du/acre one that has a good likelihood of attracting a type of development that would not otherwise occur at 24 du/acre or some other lesser density?

- An expanded palette of traditional zoning options might be applicable in other parts of the city.

Option 3. Use a combination of traditional zoning (perhaps including expanded zoning) and Planned Areas to be very specific about what types of development could occur in specific areas or on specific sites.

- This would require the creation of one or more planned areas. Depending on the complexity of what is permitted in the planned area, the staff time necessary to create the planned area could vary.
- It is likely that if a planned area (or new zoning) is created, staff would actively discourage additional rezones in later years; though it would be ultimately up to the Council to decide whether to grant a rezone if it is proposed.
- This option could require the most staff time to implement, and possibly the most Commission time as well.
- It is unlikely that there will be another Planned Area in the city exactly like the one(s) to be created for the SE Subarea; however, lessons learned in the creation of one or more (mixed use) Planned Areas in this subarea can be used as a basis for Planned Area development in other parts of the city.

In evaluating the above options, it may be useful to note and discuss pros and cons through use of the checklist below. This will help determine applicability, replicability, and ease of drafting language and implementation.

Subarea Plan Implementation Options	Option 1	Option 2	Option 3
Certainty for applicant <ul style="list-style-type: none"> • Ease of understanding zoning? • Likelihood of future zoning changes? 			
Certainty for surrounding neighbors <ul style="list-style-type: none"> • Ease of understanding zoning? • Likelihood of future zoning changes? 			
Responsive to changing market in future/market viability			

How labor intensive for city staff to develop and administer?

Is this a proven method? Do we have one of these tools? Have others used it successfully?

Does it lend itself to site-specific project evaluation (as in requiring Administrative Design Review by staff or site review process by hearing examiner)?

Is this zoning tool flexible enough to address different local circumstances, problems and public objectives?

Is this tool applicable to other geographic settings (such as off the shelf applications in other parts of city)?

Implementing Policy Recommendations

The Subarea Plan lists a wide variety of policy recommendations from the CAC. Some were meant for potential integration into the Transportation, Surface Water, and Parks Master Plans. Some were meant to inform revision of the Development Code, possibly as pilot projects or code language specifically for use in the subarea, possibly for city-wide application.

Before staff begins additional research and writing policy language, we would appreciate some direction about which specific recommendations we should pursue and whether it is the preference of decision-makers that we focus on pilot scenarios for the subarea or a broader scope that would apply city-wide.

Possible Development Code Implementation Strategies, paraphrased from the Subarea Plan, include:

- Develop processes to encourage “green” buildings, technologies, transitional elements, and energy, transportation and stormwater conveyance systems (NE1, NE2, NE8, NE9, NE12, LU2, LU4, H8, T1, T7, CD11)
 - The interdepartmental Green Team tasked with implementing the Sustainability Strategy is working on several of these tasks. The Planning Department now mandates Low Impact Development, is creating design standards for transition elements, and is

collaborating with Environmental Services on a green building program. Public Works is working on a green streets demonstration project and incorporating natural stormwater features into the second mile of Aurora.

- Develop processes to preserve tree canopy, water quality, habitat, and open space during the development process (NE3, NE10, NE11, PR3)
 - The Planning Department is currently rewriting the tree regulations and recently received grant funding to undertake an inventory of existing canopy.
- Develop connectivity within neighborhoods to natural and business amenities (PR1, PR2, PR6, ED1, CD4, CD6)
 - The Transportation Master Plan (TMP), currently being updated, will identify pedestrian and bicycle connections and create priorities for funding development of trails to achieve this goal.
- Promote backyard habitat and stewardship programs (NE4, NE5, NE7)
 - The Green Team is compiling literature about native plants to enhance backyard ecosystems, natural lawn care, salmon-friendly gardening, and other useful information and will make it publicly available online and possibly host a lecture series.
- Establish metrics, targets, baselines and a reporting timeframe to measure progress on achieving all levels of sustainability (LU8, PR4, CD7)
 - The Green Team is working on an indicator tracking system, which will set baselines for and track such metrics, so progress can be measured or additional resources can be identified.
- Devise strategies to wean ourselves from automobile and oil dependence (LU9, T2, T3, T8, T10)
 - Bus Rapid Transit is coming to Aurora, light rail is coming to Shoreline at some point, and the TMP will designate and prioritize development of paths for non-motorized travel.
- Establish partnerships to achieve goals (H9, T11, CD14)
 - Planning and Human Services staff are participating in conversations with local churches, non-profit housing developers and others to implement the Comprehensive Housing Strategy and will host a forum to bring more interested parties to the table. Public Works is initiating conversations with King County, Seattle and the State about 145th. Community Services staff is working with neighborhoods and helping to fund community gardens.

- Encourage housing affordability and a variety of styles that are compatible with neighborhood character (H1, H2, H3, H4, H6)
 - See previous bullets about partnerships and design standards.
- Create incentives to encourage remodeling and reuse of existing housing stock and institutional buildings over demolition, including design options that allow residents to “age in place” (H5, CD5)
 - Planning staff will have attended a meeting about “Aging in Place” on June 29 and can hopefully provide more detail about potential options.
- Reinststitute the “cottage housing” code, making sure to include controls for quality and compatibility (H7)
 - This is not currently on a work plan, but could be incorporated at Council direction.
- Implement measures to reduce speeds and cut-through traffic in neighborhoods as well as improve flow to accommodate increased density (T4, T5, T6, T9)
 - Public Works staff has completed a Neighborhood Traffic Study, complete with a schedule for implementation as well as for revisiting the plan.
- Encourage economic development beneficial to the neighborhood in terms of services and jobs (ED2, ED3, ED5, ED6, ED7, ED9, CD3)
 - A main focus of discussion regarding planned areas and zoning for the identified potential commercial “nodes” at the intersections of 145th St. and 15th Ave. and 145th St. and Bothell Way will be the potential effects on economic development.
- Implement design standards and place-making treatments (ED10, CD2, CD13)
 - These are currently being developed for the Town Center Subarea Plan and could be utilized in the SE Neighborhoods as well.

After analyzing the above list in conjunction with items already included on staff work plans, it appears that the major gap involves revitalizing the “cottage housing” code. However, if CAC members, Commissioners or Councilmembers identify other policy recommendations they have strong preference for or wish to be addressed more thoroughly, it would be helpful to identify those. It also seems that most of the initiatives listed above would apply city-wide, so if there are pilot projects that should be considered specifically for the subarea, it would be beneficial to identify those as well.

RECOMMENDATION

Staff suggests that the Planning Commission recommend a preferred implementation strategy for Subarea Plan zoning and Development Code options to the City Council, so they may direct further staff work.

ATTACHMENTS

Attachment 1: Shoreline Zoning Categories

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Shoreline's Current Zoning Designations and what they mean (from the Shoreline Development Code)

20.40.020 Zones and map designations.

ZONING MAP	SYMBOL
<i>RESIDENTIAL</i>	
(Low, Medium, and High Density)	R-4 through 48 (Numerical designator relating to base density in dwelling units per acre)
<i>NONRESIDENTIAL</i>	
Neighborhood Business	NB
Office O	
Community Business	CB
Mixed-Use Zone	MUZ
Industrial	I
Campus	CCZ, FCZ, PHZ, SCZ ¹
Special Overlay Districts	SO
North City Business District	NCBD
Planned Area	PLA

¹ CCZ refers to the CRISTA Campus; FCZ refers to the Fircrest Campus; PHZ refers to the Public Health Laboratory Campus; and SCZ refers to Shoreline Community College Campus.

20.40.030 Residential zones.

A. The purpose of low density residential, R-4 and R-6 zones, is to provide for a mix of predominantly single detached dwelling units and other development types, such as accessory dwelling units and community facilities that are compatible with existing development and neighborhood character.

B. The purpose of medium density residential, R-8 and R-12 zones, is to provide for a mix of single-family homes, duplexes, triplexes, townhouses, and community facilities in a manner that provides for additional density at a modest scale.

C. The purpose of high density residential, R-18, R-24, R-36 and R-48 zones, is to provide for a mix of predominantly apartment and townhouse dwelling units and other compatible uses.

20.40.040 Nonresidential zones.

A. The purpose of the neighborhood business (NB) and the office (O) zones is to allow for low intensity office, business and service uses located on or with convenient access to arterial streets. In addition these zones serve to accommodate medium and higher density residential,

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townhouses, mixed use types of development, while serving as a buffer between higher intensity uses and residential zones.

B. The purpose of the community business zone (CB) is to provide location for a wide variety of business activities, such as convenience and comparison retail, personal services for local service, and to allow for apartments and higher intensity mixed use developments.

C. The purpose of the mixed-use zone (MUZ) is to encourage the development of vertical and/or horizontal mixed-use buildings or developments primarily along the Aurora and Ballinger corridors. The MUZ uses unique standards to encourage amenities such as public gathering spaces, sustainable buildings, electric vehicle recharging stations, affordable housing, and parking management plans as a trade-off for increased building height and residential density.

D. The purpose of the industrial (I) zone is to provide for the location of integrated complexes made up of business and office uses serving regional market areas with significant employment opportunities. Such zones require accessibility to regional transportation corridors. Development of higher buildings and mixed uses that are supportive of transit are encouraged in these zones. (Ord. 560 § 3 (Exh. A), 2009; Ord. 238 Ch. IV § 1(D), 2000).

20.40.045 Campus zones.

A. The purpose of the campus zone is to provide for the location of charitable, educational, health, rehabilitative or other institutions and ancillary or compatible uses to the primary institutions located on the same site.

B. Specific areas have been established to implement the appropriate objective of each different campus zone as follows:

1. **CRISTA Campus Zone (CCZ).** CRISTA Ministries is an approximately 55-acre campus that provides such services and uses as education, senior care and housing, broadcasting, headquarters for humanitarian missions, relief and aid to those in need and specialized camps.

2. **Fircrest Campus Zone (FCZ).** The Fircrest Campus is an approximately 83-acre site with existing uses that include the Fircrest School, a state-operated residential habilitation center and two not-for-profit tenants.

3. **Public Health Laboratory Zone (PHZ).** The Public Health Laboratory is an approximately seven-acre campus that provides diagnostic and analytical services for the assessment and monitoring of infectious, communicable, genetic and chronic diseases and environmental health concerns for the State of Washington.

4. **Shoreline Community College Campus Zone (SCZ).** Shoreline Community College is an approximately 79-acre state-operated community college. The college provides academic, professional, technical and workforce training programs, continuing education and community involvement programs to meet the lifelong learning needs of the community.

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C. All development within campus zones shall be governed by a master development plan reviewed pursuant to SMC [20.30.060](#) and [20.30.353](#). (Ord. 507 § 4, 2008).

20.40.050 Special districts.

A. **Special Overlay District.** The purpose of the special overlay (SO) district is to apply supplemental regulations as specified in this Code to a development of any site, which is in whole or in part located in a special overlay district (Chapter [20.100](#) SMC, Special Districts). Any such development must comply with both the supplemental SO and the underlying zone regulations.

B. **Subarea Plan District.** The purpose of a subarea plan district is to implement an adopted subarea plan using regulations tailored to meet the specific goals and policies established in the Comprehensive Plan for the subarea.

1. **North City Business District (NCBD).** The purpose of the NCBD is to implement the vision contained in the North City Subarea Plan. Any development in the NCBD must comply with the standards specified in Chapter [20.90](#) SMC.

C. **Planned Area (PLA).** The purpose of the PLA is to allow unique zones with regulations tailored to the specific circumstances, public priorities, or opportunities of a particular area that may not be appropriate in a city-wide land use district.