

AGENDA

CITY OF SHORELINE PLANNING COMMISSION REGULAR MEETING



**Thursday, January 4, 2007
7:00 p.m.**

**Shoreline Conference Center
18560 1st Ave. NE | Rainier Room**

	<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 REPORT (will likely be moved to follow the Public Hearing)	7:03 p.m.
5. APPROVAL OF MINUTES a. December 14, 2006	7:08 p.m.
6. GENERAL PUBLIC COMMENT	7:10 p.m.
<i>The Planning Commission will take public comment on any subject which is not of a quasi-judicial nature or specifically scheduled for this agenda. Each member of the public may comment for up to two minutes. However, Item 6 (General Public Comment) will be limited to a maximum period of twenty minutes. Each member of the public may also comment for up to two minutes on action items after each staff report has been presented. The Chair has discretion to limit or extend time limitations and number of people permitted to speak. In all cases, speakers are asked to come to the front of the room to have their comments recorded. Speakers must clearly state their name and city of residence.</i>	
7. PUBLIC HEARING <i>Quasi-Judicial Public Hearing</i>	7:15 p.m.
i. Site-Specific Rezone at 18501 Linden Ave. Project #201570	
a. Staff Overview and Presentation of Preliminary Staff Recommendation	
b. Applicant Testimony	
c. Questions by the Commission to Staff and Applicant	
d. Public Testimony or Comment	
e. Presentation of Final Staff Recommendation	
f. Final Questions by the Commission and Commission Deliberation	
g. Closure of the Public Hearing	
h. Vote by Commission to Recommend Approval or Denial or Modification	
8. REPORTS OF COMMITTEES AND COMMISSIONERS	8:15 p.m.
9. UNFINISHED BUSINESS	8:20 p.m.
10. NEW BUSINESS	8:25 p.m.
a. Study Session: Form-Based Codes and Legislative Area Wide Rezones	
11. ANNOUNCEMENTS	8:55 p.m.
12. AGENDA FOR January 18, 2007 Meeting Cancelled	8:59 p.m.
13. ADJOURNMENT	9:00 p.m.

The Planning Commission meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at 546-8919 in advance for more information. For TTY telephone service call 546-0457. For up-to-date information on future agendas call 546-2190.

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CITY OF SHORELINE

SHORELINE PLANNING COMMISSION SUMMARY MINUTES OF REGULAR MEETING

December 14, 2006
7:00 P.M.

Shoreline Conference Center
Mt. Rainier Room

COMMISSIONERS PRESENT

Chair Piro
Commissioner Broili
Commissioner Hall
Commissioner Harris
Commissioner Wagner
Commissioner Pyle
Commissioner McClelland (arrived at 7:05 p.m.)

STAFF PRESENT

Joe Tovar, Director, Planning & Development Services
Steve Cohn, Senior Planner, Planning & Development Services
Paul Cohen, Senior Planner, Planning & Development Services
Jessica Simulcik Smith, Planning Commission Clerk

COMMISSIONERS ABSENT

Commissioner Phisuthikul
Vice Chair Kuboi

CALL TO ORDER

Chair Piro called the regular meeting of the Shoreline Planning Commission to order at 7:03 p.m.

ROLL CALL

Upon roll call by the Commission Clerk, the following Commissioners were present: Chair Piro and Commissioners Broili, Hall, Harris, Wagner and Pyle. Commissioners McClelland arrived at the meeting at 7:05 p.m. and Commissioner Phisuthikul and Vice Chair Kuboi were excused.

APPROVAL OF AGENDA

The agenda was approved as presented.

DIRECTOR'S REPORT

Mr. Tovar provided a document describing the Commission's 2007-2008 anticipated work program. He explained that while the Commission was eager to start working on some of the issues identified on the work program list, they were unable to do so in 2006 because the City Council had not finished sorting through their goals in order to provide direction on how to proceed. However, many of the items are ready to move forward in 2007. He specifically reviewed the following projects:

- **Comprehensive Housing Strategy.** The work on this has already been started, and three Commissioners are participating as members of the committee. It is likely the committee's recommendation to the City Council would include amendments to the Comprehensive Plan and Development Code, which would come before the entire Commission for review. There may also be Capital Budget implications, as well.
- **Town Center.** Work is underway by students from the University of Washington. Their work will be made public in 2007.
- **Environmentally Sustainable Community.** The City Council has indicated this issue is important, and they have allocated funding in the 2007 budget for this purpose. They specifically approved \$100,000 to support the development of an environmentally sustainable strategy. A joint meeting with the Planning Commission and Park Board is scheduled in February to discuss where the emphasis should be and what some of the issues are.
- **Redevelopment of the Fircrest Site.** One of Council's 2007 goals is to consider redevelopment options for the Fircrest Site. Staff has met with representatives of the Department of Social and Health Services (DSHS) to determine if the State has an interest in looking at possible future uses of the Fircrest site. While the State has not expressed a significant interest up to this point, the City Council decided to hasten some more favorable reaction from the State by identifying \$20,000 in the budget to be spent for this purpose. This work would likely involve help from a consultant.
- **Cascade Cities.** The Commission has been considering this topic for a few months, and a presentation was provided to the Planning Commission and Park Board in September. The same presentation will be presented to the City Council in March 2007. Staff has been working out the details of the Shoreline Speaker Series, and it is likely the sessions would start in February and occur about every six weeks.
- **Legislative Area Wide Rezones.** The Planning Commission has discussed this concept previously, and the City Council has expressed an interest, as well. A resolution will be presented to the City Council on January 8, 2007 for review and possible action. The resolution would affirm that the Planning Commission would be the hearing body for legislative items and that they would meet with the Commission at least twice a year in April and October. The City Council would also be asked to provide direction to the Commission on whether or not they want them to examine area wide

legislative rezones to achieve consistency between the Zoning Map and the Comprehensive Plan. Staff plans to solicit the Commission's thoughts about parts of the City that might be good candidates for legislative area wide rezones.

Mr. Tovar summarized that 2007 would be a busy and important year for the Commission. Interesting and important policy issues would come before them for consideration. Staff and consultant resources are now available to complete the necessary work to move forward.

Commissioner Pyle asked if area wide rezones would have to be reported to the Washington State Department of Community Trade & Economic Development (CTED), and if so, what would be involved in this process. He noted that site-specific rezones do not have to go through CTED. Mr. Tovar explained that the City must provide a 60-day notice to CTED for any legislative amendment to the Development Code or Comprehensive Plan. They are not required to send notice to CTED for quasi-judicial rezones because they do not involve amendments to the Development Code.

APPROVAL OF MINUTES

The minutes of November 6, 2006 were approved as presented.

GENERAL PUBLIC COMMENT

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

REPORTS OF COMMITTEES AND COMMISSIONERS

Report by Commissioners on State APA Conference

Commissioner McClelland said she liked the presentation by a representative from the Pierce County Department of Health and a planner from the City of Puyallup regarding the legislature's recent direction to help people be more physically active. They reviewed a demonstration the City of Puyallup is conducting about health and land use and suggested it might be informative to invite them to a Commission Meeting to provide an abbreviated version of what Puyallup has done in terms of connecting places to make it easier to bicycle and walk throughout the City. She said she also enjoyed the presentation about LEED certification (Leadership in Environmental & Energy Design) and "green development".

Chair Piro noted that the health related legislation referred to by Commissioner McClelland came out of the 2006 Legislative Session. It contains two components that are of interest to the City. One is that the City's land use element must address the area of physical activity or active living. Secondly, they must include provisions for a non-motorized element in the City's Transportation Plan. These are both exciting issues to work on as part of the next Comprehensive Plan update.

Mr. Tovar agreed that it would be interesting to hear a presentation about what the City of Puyallup has done in this regard. In addition, the City of Puyallup is very deep into the design and construction of a new city hall. Commissioner McClelland noted they are also developing housing in their downtown as per their vision of having a downtown that is suitable for the commuter rail line. She concluded that Puyallup provides a good model for the concepts the City is trying to implement.

Report by Commissioners Who Participate on the Comprehensive Housing Strategy Team

Commissioner Wagner reported that the Citizen Advisory Committee (CAC), for the Comprehensive Housing Strategy, has held two meetings to date. The first meeting was an introduction, and members of the committee were allowed to share their experiences with various housing options. The second meeting was an open house where the public was asked to brainstorm on selected housing topics. The public who attended the open house indicated their interest in continuing to be involved in the process. The ideas and comments that came out of the open house will be compiled and sent to the CAC members and those who attended the meeting.

Mr. Cohn said the committee discussed issues about affordable housing and the different groups that may need housing in the future, such as the elderly who want options to enable them to stay in their homes or move to another home in Shoreline, college students, young families, etc. They also discussed appropriate locations for multi-family housing in the City. They asked the public general issues, as well as specific questions about their concerns if certain types of housing were to come to their neighborhoods. He said staff's intent is to establish a work program to ensure the committee addresses the major issues identified at the open house. Staff anticipates the committee would complete their work by June or July of 2007. The CAC meets on the second and fourth Tuesdays of each month.

STAFF REPORT

Status Report on Town Center and Central Subarea Plan

Mr. Cohen referred the Commission to the Project Charter for the Town Center Project and explained that the City has hired a consultant with experience in urban planning and design to assist them with ideas and a vision for creating a distinct and cohesive town center for Shoreline. Staff has asked the consultant to do the following:

- Review the Central Shoreline Subarea Report and use the document to influence their recommendation.
- Coordinate the four approved major CIP projects that are taking place in the general area (Aurora Avenue, Interurban Trail, Heritage Park, and City Hall) and develop suggestions on how to connect the projects to make them more distinctive and consistent with the future downtown core.
- Provide suggestions for additional near-future CIP projects the City could take on; continue to coordinate key property owners and developers to facilitate economic development actions.
- Consider how the Town Center Plan could complement other City Council goals, such as the Comprehensive Housing Strategy and Environmentally Sustainable Communities.

Mr. Cohen referred to the inventory prepared by the consultant to identify things they felt were unique to Shoreline that were worth incorporating into the Town Center Plan. The consultant provided a map showing the regional connections to describe how the area is physically centered in the City. The map points out some key institutions and public facilities in the area, as well. The consultant was quick to note that Shoreline has a significant number of large stands of trees that are located adjacent to and near Aurora. There are also other landscape pieces that could be considered for possible expansion or connected to the town center concept. He said the consultant also identified the design elements that already exist in the area. For example, they looked at the brick road, the Methodist Church, the new fire station, and some of the old gas stations on Aurora Avenue to consider which designs were worth keeping and which were not. They also considered the tree spacing on the Interurban Trail and the local connections for bus stops.

Mr. Cohen said that over the next month, the consultant would develop with some proposed alternatives, with some variations. The public involvement process would start in April, and staff would approach the City Council in March for general direction. It is anticipated the plan would come before the Commission for implementation in early 2008.

Mr. Tovar said that the City Hall Project is a driving factor in the Town Center Plan Project. The City Manager has indicated that, overall, they would like to be in the new City Hall Building in the year 2009. In order to meet that goal, the City Council must make some quick decisions in the first half of 2007 about how they are going to go about designing the building. They must also consider how the City Hall Project relates to the Town Center Plan. They might adopt a resolution that addresses rudimentary site and early design decisions before there is a detailed building design for City Hall. He noted that the public process associated with the City Hall Project has not been firmed up.

Commissioner Hall asked if staff anticipates any modifications to the zoning for the area that would either include or exclude certain uses. Mr. Cohen said part of the process would include the consideration of different ways to look at zoning for this area, such as a form-based code approach, perhaps even changing how land use is reviewed.

Commissioner Hall said that if the City were to go all the way to a form-based code, without worrying about what uses were allowed, they might miss an opportunity to provide strong incentives for bringing in multi-story, mixed-use buildings with first floor retail and residential above. He suggested they at least consider the opportunity for inclusive uses that would not allow one-story strip mall development and would require some type of housing component. Rather than looking just at form, they should also consider some requirements on use. Mr. Cohen explained that the North City Overlay District is a type of form-based code, which provides the City with experience to see what has and has not worked well. The form-based code concept could include a range of options. Mr. Tovar noted that staff has invited Mark Hinshaw to participate in the speaker series on February 6th. He would talk about the form-based code concept and provide examples from other jurisdictions that have used it. Mr. Cohen emphasized that it takes time for cities to implement downtown plans.

Commissioner McClelland cautioned that the City should not get too attached to history as they consider the Town Center Plan. She noted that the mid-century look is popular now, and the City has a lot of this

type of architecture. She said she would like the plan to take advantage of this architectural feature as part of Shoreline's character. She recalled that when Mr. Hinshaw chaired a panel for the Puget Sound Regional Council, he talked about how to celebrate cultural diversity and honor the way that different cultures use space. She suggested that the gathering places should react and respond to the City's cultural diversity. Mr. Hinshaw also suggested they move away from talking about zoning and land use districts and instead, talk more about land development in relationship to the community members and groups.

Commissioner Pyle recalled reading in the Comprehensive Plan that the City's population growth is to be absorbed generally through areas that are zoned mixed-use. However, there is no real specific direction as to how this population would be absorbed in the mixed-use areas. If the City were to allow the Central Shoreline Area to be developed without a mixed-use component, they would not only push out the community element, but also the City's ability to meet the growth targets that are assumed to be absorbed in this location. The City would miss the boat unless they can promote the growth of mixed-use environments that absorb housing, enhance community, and meet the vision that is coming together.

Mr. Cohen agreed that a key component of the Town Center Plan is to build community, but everyone has a different idea about what this should be. He explained that traditional zoning was originally intended to help protect neighborhoods; but as applied it has sometimes instead segregated people and activities. The goal is to become more sophisticated and think outside of the box to encourage mixed-use development. In his experience in reviewing large developments in Shoreline over the past five years, there has been a significant emphasis on multi-family development. The city staff has tried to encourage developers to construct mixed-use projects, with the majority of the development being housing. He said he hopes that implementation of other City goals such as environmentally sustainable communities (Goal 6) and housing strategies (Goal 5) would contribute to and support the Town Center Plan.

Mr. Cohn advised that encouraging mixed-use development might require some changes to the City's current height limit. He recalled hearing from developers that a 75-foot height limit would be necessary in order to make mixed-use development feasible in some markets. Commissioner Hall agreed that height changes should be considered. He pointed out that the City of Mountlake Terrace is currently considering the final adoption of a plan that would allow up to 10 stories along 56th Avenue. He summarized his belief that most of the citizens of Shoreline would rather see 10-story buildings near Aurora Avenue than cottage housing in the single-family residential neighborhoods.

Mr. Tovar noted that Aurora Avenue is probably the only place in the community where taller buildings would be acceptable. He said staff has been talking with developers who are interested in constructing 10-story buildings on Aurora Avenue. In January, he will review with the City Council a staff-initiated legislative rezone for portions of Mile 1 of Aurora Avenue that might be able to accommodate this type of height and density.

Commissioner Broili suggested that it is important to consider the City's relationship to Seattle. They should consider opportunities for taking advantage of this proximity and how it influences what the City can and cannot do in the Central Shoreline Area.

Mr. Tovar said leaders in the suburbs are often reluctant to invoke Seattle as an example because of concerns that the public might think that they want to become too much like Seattle. However, he agreed that there are unique aspects about Seattle that the City could consider and learn from. For example, downtown Lake City provides a good model for what Shoreline might think about for parts of Aurora Avenue. The Seattle neighborhood has retail and mixed uses as well as low to mid-rise buildings along Lake City Way, which traverses a well-established single family area on either side.

Mr. Tovar also advised that the City Council has been very active in looking at regional transportation issues, particularly along Highway 99. If the City envisions Aurora Avenue becoming a major population center, this would provide rationale for creating better bus rapid transit opportunities along the highway. Elected officials from Shoreline participate on the groups that make these decisions, but he doesn't know strongly they've cited the rationale of serving more population and employment in Shoreline's part of the Aurora Corridor. The City could be more aggressive in this regard.

Commissioner Broili explained that he does not advocate mimicking Seattle. Shoreline should be its own entity with its own niche. However, the City's proximity to Seattle offers many opportunities they could capitalize on in terms of employment, niche markets, etc. The City of Shoreline could offer a variety of things that Seattle cannot. Mr. Cohen said there are also people who are interested in moving to Shoreline because of housing costs and schools, and the City could turn this momentum to their advantage. In addition, people are less likely or willing to go into Seattle to shop or work. Mr. Cohn said that if more people are working out of their homes, the City could provide support services to these people in a variety of ways. There are many opportunities for redevelopment along Aurora Avenue if the City takes advantage of different markets.

Mr. Cohen said it would also be important to review how the periphery of the study area, particularly the single-family neighborhoods, would interface with the Town Center area. They must find a way to make the Town Center an amenity for the surrounding neighborhoods, but also protect the neighborhoods from the impacts associated with traffic, etc. They must also assure the residents of the single-family neighborhoods that they would remain protected so they feel less threatened by the town center concept.

Chair Piro referred to previous Planning Commission comments that there has been a lot of disappointment with missed opportunities and the fact that there has not been a plan in place for the Central Shoreline Area. He said he is encouraged to see that the City is working on this plan once again.

PUBLIC COMMENT

There was no one in the audience to comment during this portion of the meeting.

UNFINISHED BUSINESS

There was no unfinished business scheduled on the agenda.

NEW BUSINESS

Chair Piro announced that a social gathering for the Commission has been scheduled for December 21st at his home starting at 7 p.m. He advised he would work with staff to get more information out to each Commissioner via email.

Commissioner Pyle announced that an Urban Ecological Consortium Symposium has been scheduled for January 22, 2007 in Portland, Oregon. The symposium would offer information related to livable communities, and he plans to attend.

AGENDA FOR NEXT MEETING

Mr. Cohn advised that staff originally scheduled a public hearing on a site-specific rezone and a discussion on a proposed Development Code amendment to delete cottage housing on the January 18th agenda. However, because the proponent of the site-specific rezone could not be present on January 18th, the item was moved to the January 4th agenda. The Development Code amendment would only take a short amount of time. Therefore, it might not be necessary to hold the January 18th Meeting. He reviewed that the Planning Commission would meet on January 4th, February 1st, and again on February 6th for the first speaker series presentation. He suggested they run the speaker series on Planning Commission Meeting nights every six weeks.

Commissioner McClelland said the presentation by Alicia Sherman on the Aurora Avenue Project was excellent. It was helpful and a good model for future presentations.

ADJOURNMENT

The meeting was adjourned at 8:15 p.m.

Rocky Piro
Chair, Planning Commission

Jessica Simulcik Smith
Clerk, Planning Commission



MEMORANDUM

TO: Shoreline Planning Commission
FROM: Joe Tovar
SUBJ: Director's Report for January 4, 2007 Meeting
DATE: December 28, 2006

I will be discussing several items at next week's meeting that bear on the Planning Commission's work tasks, priorities, and operations in 2007.

1. Improvements in coordination between the City Attorney's office and planning

In an effort to assure the legal sufficiency of all the City's land use planning activities, I have met with the City Attorney to identify a number of improvements that I would like to implement in 2007. For example, with respect to legislative items such as plan and code text amendments, we will move up the time when we circulate draft proposals to the City Attorney's office for their review. This should have no perceptible impact on the Commission's activities, but will hopefully improve the legal adequacy of such items before they even reach your agendas.

A second more direct improvement will involve the assistance of the City Attorney's office in preparing Findings and Conclusions for quasi-judicial items that the Commission recommends to the City Council. We will have Assistant City Attorney Flannary Collins attending those meetings where the Commission has such items on the agenda. We hope to prepare a draft template of proposed Findings and Conclusions prior to your meeting and Flannary will be available to help refine and customize necessary adjustments during your deliberation.

2. Proposed long-range Planning Work Program

A reading of the minutes from your December 14 meeting shows that we had a pretty extensive discussion of the major tasks ahead for 2007 and a fairly generalized review of timing for these items. We previously reviewed with the Commission the commitments, priorities and directions that were discussed with the City Council back in October – and have since fleshed out the draft resolution for Council to adopt on January 8. I would hope that either the Chair or Vice-Chair would be available to help present the Resolution and its accompanying staff report to the Council. Resolution 254 (Ex. A) and the transmittal staff report (Ex. B) are attached.

Also attached is a more complete version of the "Long-Range Planning Work Program for 2007-2008" (Ex. C). It showing timing and actions for the major public policy initiatives (Goal 5 Comprehensive Housing Strategy; Goal 6 Environmentally Sustainable Communities; Goal 4 Aurora Project; and Goals 2 and 3 regarding Town Center and Ridgecrest plans). These goals are shown on Ex D.

The Work Program chart also shows other key information.

Starting at the top of the chart, we have shown the six scheduled participants in the “Shoreline Speaker Series.” First up will be Mark Hinshaw in February speaking on innovative form-based codes and changing housing needs and forms. Also attached is an article (Ex. E) that Mark wrote in the recent edition of Planning magazine. We follow Mark on about a six-week interval with the other speakers listed. We will heavily publicize this speaker series through Currents, the City’s website, and other media. The public will be invited to these lectures which will also be televised on the City TV channel.

Also shown are the regularly scheduled months for the joint City Council-Planning Commission meetings as well as the timing for various steps or actions on the major planning projects. Note that the latter are shown in gray, however we have shown those steps that involve Planning Commission meetings-of-the-whole with black. Last, we have shown City Council actions/decision points with stars. We will post this “road map to long-range planning” on the City website, and include links to other pages with more detailed information about each topical area.

As you know, three of you serve as members of the Comprehensive Housing Strategy and three of you serve as members of the about-to-be-appointed Aurora ABC Team. These ad hoc groups will be meeting twice monthly for the first six months of 2007. This will provide a lot of excellent planning commission perspective and expertise into those two efforts – but at the expense of a temporarily heavier meeting schedule. To offset this, staff proposes that for this period we step back the frequency of regular planning commission meetings from two a month to one a month. This would appear to allow sufficient agenda time to address the relatively few items (quasi-judicial rezones mostly) that we see on the immediate horizon, avoid burning out the commission or spreading the staff too thin.

Lest the remaining three Commissioners think that they would be left at loose ends, I have another important tasks for them to consider in lieu of the second monthly regular meeting. The “Ridgecrest Subarea Plan” is shown on the calendar, but with no specific steps and dates yet set. We have worked with Tom Boydell, the City’s Economic Development Manager, to retain a UW landscape architecture class to work with staff and an ad hoc advisory committee during winter quarter. The class will sponsor at least two evening meetings, one in January and one in March, as part of their process. I believe it would greatly enrich that process if we could have, say three planning commissioners, to volunteer to join us and a few other neighborhood representatives on those evenings. This ten-week quarter would be, in effect, a pre-planning phase of the Ridgecrest planning effort, similar to the planning student work on Town Center that we briefly reviewed with the Commissioners in December. Later in 2007 we will review the draft concepts for Ridgecrest with the full Planning Commission and Council prior to drafting proposed plan and code amendments for public review later in 2007 or early in 2008.

I look forward to hearing your thoughts and recommendations on all these topics.

Attachments

Ex. A - Resolution 254 for City Council’s January 8, 2007 agenda

Ex. B - Staff report transmitting Resolution 254

Ex. C - Long-Range Planning Work Program for 2007-2008

Ex. D - City Council Goals for 2007-2008

Ex. E - Article by Mark Hinshaw in Planning Magazine

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL, CITY OF SHORELINE, WASHINGTON, RECOGNIZING THE WORK OF THE PLANNING COMMISSION AND PROVIDING DIRECTION REGARDING THE CITY'S PLANNING WORK PROGRAM

WHEREAS, the Shoreline City Council and Planning Commission met jointly on October 30, 2006 to discuss implementation of the City's Planning Work Program, City Council Goals for 2007-2008, various means for public participation and citizen outreach, and other issues of mutual concern; and

WHEREAS, it was a productive meeting, many ideas were discussed, and the City Council offered direction on a number of items; and

WHEREAS, it is the best interests of the public, the Planning Commission, and the City staff that the City Council give clear direction regarding priorities for the Planning Work Program and public participation, affirm the important role of the Planning Commission as the City's land use hearing body, and provide for ongoing communication and coordination between the Council and the Planning Commission;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF SHORELINE, WASHINGTON, HEREBY RESOLVES AS FOLLOWS:

The Shoreline Planning Commission work program for 2007 shall include the following tasks, direction, and understandings.

Section 1. The City Council commits to meeting at least twice annually with the Planning Commission in joint meetings, in April prior to the City Council's retreat, and in October prior to the City's budget process.

Section 2. The City Council affirms that the Planning Commission is the hearing body for both quasi-judicial and legislative rezones. When appropriate, a representative of the Commission will participate in presenting its recommendation to the City Council.

Section 3. The City Council approves the concept of sponsoring a Speaker Series (community conversation) in 2007, directs that these be televised on the City's cable access channel, and that the community at large be alerted to this opportunity through *Currents*, the City website and other appropriate media.

Section 4. The City Council agrees that three members of the Planning Commission shall serve on the Comprehensive Housing Strategy Citizen Advisory Committee as it helps implement Council Goal 5, which is to "Develop a Comprehensive Housing Strategy."

Section 5. The City Council requests that the Planning Commission and Parks Board periodically meet in joint session to provide a sounding board to review and critique the City’ progress in implementing Council Goal 6, which is “To Create an Environmentally Sustainable Community.”

Section 6. The City Council supports the concepts of legislative rezones and form-base codes in order to implement adopted comprehensive plan policies and to improve the timeliness and predictability of the City’s development review process, and asks that the City staff and Planning Commission prepare for Council review a schedule and strategy for utilizing these land use tools.

ADOPTED BY THE CITY COUNCIL ON _____

Mayor

ATTEST:

Council Meeting Date: January 8, 2007

Agenda Item:

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

<p>AGENDA TITLE: Resolution regarding Planning Commission and 2007 Planning Work Program</p> <p>DEPARTMENT: Planning and Development Services</p> <p>PRESENTED BY: Joseph W. Tovar, FAICP Director</p>

PROBLEM/ISSUE STATEMENT:

The City Council met with the Planning Commission in late October of 2006 and held a far-ranging discussion about Commission operations and the 2007 planning work plan, including the portions of the work program that affect the Planning Commission. The proposed resolution reflects that discussion and memorializes the Council's direction, commitments and priorities for the coming year.

FINANCIAL IMPACT:

The financial impact of the Planning Commission and Planning Work Plan items discussed herein have been addressed in the PADS budget that Council adopted for 2007

RECOMMENDATION

Staff recommends that the City Council adopt Resolution ____ recognizing the work of the Planning Commission and providing direction regarding the City's Planning Work Program.

Approved By: City Manager ____ City Attorney ____

INTRODUCTION

The proposed resolution reflects the Council's October 30, 2006 discussion with the Planning Commission and memorializes the Council's direction, commitments and priorities for the coming year.

BACKGROUND

In the past, Council has met infrequently with the Planning Commission. Such ad hoc joint discussions usually were prompted by the need to discuss a controversial, pending issue, which in turn narrowed and constrained the scope of the dialogue. At its annual retreat, the Planning Commission concluded that regularly scheduled joint meetings would facilitate candid communication and improved understanding between the Council and the Commission.

In addition, several issues had also arisen during at Council meetings, partly in response to citizen comments and partly in the course of the City Council's review of Planning Commission recommendations. For example, during the review of quasi-judicial rezones, Council members expressed concern that some members of the public perceived these rezones to be "spot zones" rather than implementation of adopted comprehensive plan policies. Also, in response to a specific query from a citizen, the Council wished to review the question of whether the Commission should be the hearing body for such land use matters, or whether the Council should assume that role.

These and other issues were addressed in a wide-ranging discussion at the joint meeting in October. The Councilmembers and Commissioners shared ideas and experiences, and as a result of the meeting, the Council agreed to meet twice yearly with the Commission to discuss items of mutual interest and to promote communication on issues on a regular basis.

In addition the Council, in its discussion with the Commission, supported the following concepts:

- The Planning Commission is the hearing body for rezones. When appropriate, a representative of the Commission will participate in presenting its recommendation to the City Council.
- The Council and the Commission will co-sponsor a Speaker's Series on planning issues in 2007.
- The Planning Commission and Parks Board will be asked to meet jointly to assist in the implementation of Goal 6, "Creating an environmentally sustainable community".
- The Council supports the concepts of legislative rezones and form-based codes and requests that city staff and the Planning Commission review strategies for their use.

The attached resolution is a more formal re-statement of these concepts and reflects Council direction of some major items for the Commission's 2007 work program.

RECOMMENDATION

Staff recommends that the City Council adopt Resolution _____ recognizing the work of the Planning Commission and providing direction regarding the City's Planning Work Program.

ATTACHMENT

Resolution No. _____

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Long-Range Planning Work Program for 2007-2008

Speaker Series

Mark Hinshaw Urban Form FEB 8	Tom Van Schrader Storm Water APR 6	Ron Sher New Retail MAY 31	Dan Burden Walkability JULY 12	Jim Potter Mixed Use SEP 6	Nancy Eklund PubHealth NOV 1
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Legend

- Planning Commission Meetings
- Action
- Council Adoption

	2007												2008											
Joint Council/Planning Commission Meetings	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec

Comprehensive Housing Strategy	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Citizen Advisory Committee																								
Council check-in points																								
Public meeting(s)																								
Council adopts CH Strategy									★															
Council considers Implementation as part of Budget											★													★
Staff prepares possible Plan and Code Amendments																								
Plan and Code Amendments heard by PC																								
Council adoption of Plan and Code Amendments																								

Environmentally Sustainable Community Strategy	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Staff work w/consultants																								
P.Commission/Park Board Review																								
Council check-in points																								
Staff prepares final draft of ESC Strategy																								
Public meeting(s)																								
Council adopts ESC Strategy												★												
Staff prepares possible Plan and Code Amendments																								
Plan and Code Amendments heard by PC																								
Council adoption of Plan and Code Amendments																								
Council considers implementation as part of Budget																								★

Town Center	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Staff prepares TC concepts																								
Council check-in points																								
Public Involvement																								
Council adopts Strategic Points for TC					★																			
Staff prepares Land Use Concepts for TC																								
Council check-in points																								
Plan and Code amendments heard by PC																								
Council adoption of Plan and Code Amendments																								
Council considers implementation as part of Budget																								★

Aurora Project	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
ABC Team Meetings																								
Council Decision regarding Alternatives							★																	

Ridgecrest Subarea Plan	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec

Briarcrest Subarea Plan and Zoning	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec

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CITY COUNCIL WORK PLAN

2007-2008

Goal No. 1

Complete the projects approved in the 2006 Parks Bond

Goal No. 2

Implement the Economic Development Strategic Plan

Goal No. 3

Implement an affordable civic center/city hall project

Goal No. 4

Complete the Aurora improvements from 165th to 205th Streets including, but not limited to, sidewalks, drainage and transit

Goal No. 5

Develop a comprehensive housing strategy



Goal No. 6

Create an "environmentally sustainable community"

Goal No. 7

Provide safe and affordable transportation options to support land use plans including walking, bicycling, transit and vehicular options

Goal No. 8

Develop a Fircrest master plan in partnership with the state

Goal No. 9

Increase emergency preparedness training and education

Goal No. 10

Increase opportunities for all residents, including our youth, to get more involved in neighborhood safety and improvement programs

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December 2006

Re-Forming Regulations

What it takes to encourage downtown housing.

By Mark Hinshaw, FAICP

Downtown housing is popular in many cities — but in some places it just can't get built.

It's not the market that's at fault. It's the regulations.



A few years ago, I reviewed a land-use code that contained more than 100 pages, including endless lists of permitted and conditional uses, special districts, tables, charts, cross-references, definitions, and other minutiae. Some cities require city council hearings for certain projects. Others require onerous permit fees, impact fees, long processing times, or special reviews.

What sensible developer would try to tackle that mess in order to build housing units downtown?

If we are to recast downtowns as places for new investment, we must clean up or even clean out outdated, unnecessary, or burdensome regulations. Regulations can and should be simple and easy to read — even by people unschooled in the arcane language of zoning. An architect-translator shouldn't be needed.

Regulations should set the bar, and set it high, so that good developers can feel confident that their investment is protected. This was one of the original purposes of zoning: to protect land values.

Developers don't mind standards. It is uncertainty in the decision-making process that upsets them most.

One piece of a strategic package

Far too many cities are under the mistaken impression that by merely adopting a plan or changing a code, they will automatically attract new development. But most developers seek out communities with a solid financial commitment, not just lip service. New regulations and standards must be a part of an overall set of strategies that include capital improvements, tax incentives, and tools such as tax increment financing.

It's especially important for cities to help assemble property. Cities that have seen immediate results in their downtowns have used the acquisition and resale of strategic parcels to jump-start new development.

Many cities have also provided structured parking as a part of new development. This step alone has often made the difference between a feasible project and a stalled one. Cities have to be willing to spend money up front in order to realize long-term enhanced tax revenues.

A good attitude

In most communities, single-family subdivisions, strip malls, and office parks are allowed by right at the edge of town, so the cards are stacked in favor of outward, lateral development.

But some jurisdictions are determined to make it easier to develop downtown because infrastructure there is more cost-effective and transit service can be supported; the tax base benefits as a result. These cities realize that low-rise, dispersed, outward development does not pay its own way.

Bellevue, Washington, has used traffic calculations to show that urban residential development can be assessed relatively low impact fees compared to the fees imposed on outlying development.

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Tacoma, Washington, has reduced its long downtown code to about 10 succinct pages. The city is so committed to collaboration and smooth permitting that it offers to refund permit fees if the process takes more than the allotted time. No fees have been returned to date.

Portland, Oregon, has a centralized permit counter that allows coordinated, expedited processing. San Diego fast-tracks urban residential projects through the permitting system. Some jurisdictions have assigned staff members to assist in the development process; they serve as central coordinators and advocates, ensuring that the process has as few snags as possible.

Creating urban residential districts

When cities started exploring the notion of urban, mixed use development in the early 1980s, the regulatory response was often to create mixed use districts, which allow both residential and commercial development. However, property owners pegged the value of their land to commercial use and that meant the land was priced too high for residential uses. As a result, few, if any, residential developments were built without a subsidy.

A more effective approach is to create districts in which a mix of uses can occur, but to weight the potential development in favor of residential uses. This approach clearly signals the city's intent and keeps land prices in line with normal ratios of land cost to unit cost for residential development. It also prevents landowners from speculating that someone will cash them out to build an office tower.

Sometimes cities must rezone an area to realign property values. Often the land supply then shifts towards residential use. Some property owners have resisted this step by opposing what they call "downzoning," but in many cases they have been able to sell their properties faster.

An ironic twist is that in many cities, downtown residential development is now out-bidding office development. As the economy shifts away from concentrations of high-rise office towers (in a sense, the factories of the late 20th century), land is becoming more valuable for residential use. This is seen in both new development and in the adaptive reuse of older, formerly Class B and Class C office buildings into apartments, condominiums, and hotels.

Finally, most downtown residents look for places with a true neighborhood ambiance: quiet at night, neighborliness, local shops, services, cafes, and eyes on the street. Accordingly, cities need to carve out districts that are predominantly residential but allow an abundance of other uses as well.

Simplifying codes

Land-use codes need not be elaborate and convoluted. The length of existing codes is due, in part, to detailed lists of uses, but design standards add verbiage as well. Portrayed in code form, design standards seem drained of their intent, as if it were possible to quantify good design.

Instead, cities should boil down quantitative requirements to a bare minimum and put provisions that address the quality of development in a separate document — one that is adopted into the municipal code by reference so it has the force of law. Essentially, the hard-core code for a downtown needs only the following elements:

Uses. Because it is the nature of downtowns to embrace virtually any type of function, the code should not list permitted, conditional, and special land uses. If properly crafted, design standards can mitigate the effects of most uses, so long as they are fully contained within structures. And if the downtown has been planned in a way that identifies infrastructure needs, individual uses should not have to prove that they can be accommodated.

Instead, a city could create a short list of uses that should be excluded from downtown. Heavy industry is one likely category, as are open storage lots and maximum security prisons. This short list of prohibited uses should, ideally, fit into less than a single page of text.

Floor area ratio. Advocates of form-based codes have begun to recommend eliminating FAR (floor area ratio) calculations in favor of bulk and dimensional standards. While this approach may be valid in low-

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rise areas, it is not logical in high-density, high-rise, mixed use downtown districts. This blanket dismissal of a completely appropriate tool is misguided for several reasons.

First, developers use FAR as an indicator of the development potential of a site. It is a simple calculation that they can do without an architect's help. The calculation offers a degree of predictability and certainty. It allows for mixing uses by specifying the outer limit of intensity but not specific densities, as the tool of dwelling units per acre does.

In fact, density as expressed in dwelling units per acre has a built-in incentive to create larger units. There is no advantage to building smaller units, since the yield is identical. With FAR, the developer decides the size and mixture of units: the smaller the units (hence the more affordable), the more units can be built.

Form-based codes seek to attain a degree of uniformity in urban form by using dimensional standards. But uniformity is antithetical to vital, diverse downtowns, which thrive on variety in form, height, style, and appearance. FAR allows an almost infinite range of building forms, from low-rise structures to towers. It allows development to be a function of parcel size and therefore automatically produces variety.

FAR also allows a jurisdiction to weight development intensity in favor of certain uses, such as housing.

FARs can be used with a bonus system that rewards developers for including certain amenities. They might be granted additional height and bulk for offering day care, or a neighborhood meeting room, or public art, or a public facility like a branch library.

FARs can be also used to encourage historic preservation by allowing a transfer of FAR to other sites. The owner of the historic structure is compensated, and no public funds need be involved, as this can be a purely private transaction.

The FAR system, along with bonuses, has been used in larger cities for several decades. It is a well-established method that has met the test of court challenges. As a way of regulating downtown growth and development, FAR is now being used in mid-sized and smaller communities. It continues to be a helpful and appropriate regulatory technique.

Height. Nothing agitates neighborhood groups more than the prospect of a "tall" building in their vicinity. But height is relative. I once worked with a community where a controversy raged over whether to allow downtown building height to be increased from 30 feet to 33 feet — a difference of *three* feet! Many vocal citizens feared that the increased height would allow "high rises." Entire public meetings were devoted to this issue. That city is still locked in verbal warfare today.

In another community, a rapidly maturing suburb, activist neighborhood groups challenged a high rise in a case that took five years and ended up in the state's supreme court. They claimed that taller buildings would destroy the "rural" character of the community. Ultimately, the court denied the project by overturning the city's code; the city recrafted it to allow for development on a more sympathetic scale. Several mid-rise, but nonetheless high-density, developments have been built since that court decision.

Of course, it can be argued that once a city allows high-rise, multistory buildings, it makes no difference whether they are 14 stories or 40 stories. But to some people, it does. In the early 1990s, voters in both San Francisco and Seattle handily passed initiatives that placed limits on the height of downtown towers.

It would be smart for cities to coordinate the height limits imposed by zoning with important "break points" in the building code. Now that many cities are adopting the International Building Code, this should be easier to accomplish.

Forty to 50 feet in height is a threshold for wood frame construction. Another break point is 75 feet, because above that true high-rise construction codes are triggered. Once in the high-rise category, there is a minor change at around 160 feet, but beyond that there are no significant thresholds — although other rationales may make sense.

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For many years, the city of Philadelphia did not allow buildings to exceed the height of the statue of William Penn atop city hall. Washington, D.C., uses the height of the Capitol dome as the maximum.

San Francisco limits the height of buildings that could potentially shadow certain parks. Seattle and other cities require setbacks on buildings over a specified height along designated view corridors to ensure that a key aspect of community character is protected.

Vancouver, British Columbia, has advanced a regulatory concept that allows for greater height if the bulk of a building (as expressed in floor plate size) is decreased. In the last five years, Vancouver has seen the emergence of a distinctive, pencil-like residential tower — very slender (with floor plates less than 7,000 square feet), but very tall. Ostensibly, this concept allows for views between buildings (Vancouver also has a tower spacing distance regulation) and a development pattern in which very tall towers are surrounded by an "understory" of row houses. The combination of sleek, glassy towers with sidewalk-hugging homes is not only striking but adds immeasurably to the city's sense of street life.

Parking. For better or worse, parking supply drives the form and location of development. Developers depend on adequate parking to get financing, and cities carefully review and monitor parking lots and structures.

Over the last two decades, Robert Cervero of the University of California at Berkeley has researched the effect of parking on development and behavior. He suggests that cities should use parking ratios strategically to create compact, transit-oriented development. He advocates maximum parking standards rather than minimums. His studies show that it is possible to change commuting patterns by limiting the parking supply, even in suburbs.

As it happens, downtowns with constrained parking supply — and relatively high parking fees — often enjoy greater retail activity. That is because people will choose to park once and then walk to multiple destinations. Or they will elect to use transit. There is nothing like a direct hit to the wallet to alter human behavior.

Design standards and guidelines

Good design standards and guidelines are important to the character and quality of downtown development, but they should not be prescriptive. Each design standard and guideline should state an intention, so that various solutions may be evaluated against it.

Just as the basic regulations should concentrate on a short list of subjects, so should design standards. If they are too long and complicated, developers can be discouraged. Some will be small, local firms that are not necessarily familiar with the state of the art in regulations.

Standards should be written in plain English with short, declarative sentences. If technical terms are used, they should be defined in a glossary. The overall attitude expressed by the standards should be to inspire people to do good work, not merely to toe the line on numerical details. If numbers are used at all, they should be expressed in ranges, to allow for built-in flexibility.

Within downtown settings, standards and guidelines should generally focus on the street-level environment — the setting that has the most impact on the public. The upper levels of buildings can be left to the private sector, except in cases where rooflines affect the skyline. In that case, a few standards can address shape, lighting, and the need to conceal communications or mechanical equipment.

Factors to concentrate on in the design standards:

The base. The base of a building may include commercial uses, parking, or both — although in general, parking should not be allowed to abut the sidewalk without an intervening use. It is important that the base contribute positively to the experience at street level — and not just directly in front of the building, but as seen from across the street and down the block.

Many cities subject the base to "set-to" lines or maximum setback lines. In some locations, additional

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sidewalk width is desired — although it is possible to go overboard with this requirement. Rarely does sidewalk width need to exceed 20 feet. In most cases, a width of 14 to 16 feet is perfectly adequate for pedestrians. Needlessly wide sidewalks can seem vacant most of the time.

What is the appropriate height of the base? This figure might be based on the long-standing historic pattern of local development, allowing newer buildings to better fit into their context. Often downtowns have an understory of buildings that are in the range of two to six stories. Alternatively, the base height could be related to the street width. Most downtown streets are 60 to 90 feet wide; a ratio of 1:1 (wall height to width of street) seems comfortable.

Streetscape envelope: the horizontal dimen-

sion. A linear envelope of space hugs a building's lower, outer edge, fronting the adjacent sidewalks. This envelope is about 15 feet tall and 15 feet wide. This is the public realm, and it contains a host of elements that address sociability, safety, and visual appeal.

Street wall: the vertical dimension. The most important aspect of the wall that abuts the sidewalk is the richness of visual interest. Blank walls are deadly in any downtown.

Blank-walled parking structures are the worst offenders. No parking garage should be permitted to present a windowless wall or an open bay of parking to the street. Ideally, there should be shops at sidewalk level; at a minimum, retail space can be inserted into the corners, which are not efficient for parking, anyway.

Retail and services also can play a key role in enlivening the street wall. And when retail uses don't make sense, a city can require other features, such as murals, display panels, bas-relief, patterned masonry, and lighting.

Street-level housing can also enhance downtown streets. Vancouver requires street-level row houses in certain areas. They must be set back several feet to allow for shallow planting areas, steps, and stoops, and they are raised several feet for privacy. One can be walking along the street in Vancouver and suddenly be aware of a family eating breakfast a few feet away.

This semiprivate "front yard" is a classic device seen in older cities such as Boston, Philadelphia, and Baltimore. Other cities should find ways to encourage them in downtown neighborhoods.

Mark Hinshaw is director of urban design at LMN Architects in Seattle. This article is excerpted from True Urbanism, to be published by APA's Planners Press in 2007. Hinshaw will be a featured speaker in a Planning-sponsored session at APA's 2007 National Planning Conference in Philadelphia.

Sidebar: They're in the Loop

Images: Top — Livable streets like this one in Bellingham, Washington, need lively retail frontage. Photo courtesy LMN Architects.

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PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Type C Action: Rezone Application #201570 for two parcels generally located at 18501 and 18511 Linden Ave N from R-48 (Residential 48 dwelling units/acre) and Office (O) to Regional Business (RB).

DEPARTMENT: Planning and Development Services

PRESENTED BY: Steven Szafran, Planner II

I. PROPOSAL

The applicant, James Alan Salon, applied for a rezone to modify the existing zoning category for a 6,648 square foot parcel zoned R-48 and a 7,079 square foot parcel zoned Office located at 18511 and 18501 Linden Ave N. This application before the Planning Commission is a request to *change the zoning designation from R-48 (Residential - 48 dwelling units per acre) and Office (O) to RB (Regional Business)*. The applicant is not proposing any development plans at this time. A site plan showing the site configuration of the proposal (existing site conditions) is included as **Attachment 1**. A vicinity map showing existing zoning for the project site and adjacent properties is located in **Attachment 2**. The parcels have Comprehensive Plan Land Use designations of Community Business and Mixed Use. (**Attachment 3** illustrates the comprehensive plan land use designations of the surrounding vicinity).

Staff is proposing that the parcels be rezoned to Community Business (CB). Staff's rationale for its recommendation is presented in the Findings section. The applicant has verbally conveyed to staff that he is comfortable with staff's recommendation.

Under the Appearance of Fairness Doctrine, local land use decisions that are not of areawide significance shall be processed as quasi-judicial actions. Because this is a Site Specific Zone Change it shall be processed per RCW 42.36.010 as a Type C quasi-judicial action.

This report summarizes the issues associated with this project and discusses whether the proposal meets the criteria for rezone outlined in the Shoreline Municipal Code and the goals of the Comprehensive Plan. Type C Actions are reviewed by the Planning Commission, where an Open Record Public Hearing is held and a recommendation for approval or denial is developed. The recommendation is then forwarded to City Council, which is the final decision making authority for Type C Actions.

II. FINDINGS

1. SITE

The subject sites are located on the northwest corner of N 185th Street and Linden Avenue North. As indicated previously the sites are zoned Office and R-48 and have a land use designation of Community Business and Mixed Use, respectively.

The corner parcel is developed with the James Alan Salon and the parcel directly north is developed with one single-family residence. Together, the parcels measure 13,727 square feet in area (approximately .3 acres). The sites are generally flat and there are two significant trees.

Access to the salon is from a commercial driveway off of N 185th Street and the single-family home is accessed from a residential driveway off of Linden Avenue N (**Attachment 1**). If the site is redeveloped, access will most likely be from N. 185th Street.

Parking requirements for the site are based on use. Currently the James Alan site has sufficient parking for the salon. When a development proposal is submitted to the City, parking will be calculated using the square footage of any new structures. The Shoreline Development Code specifies 1 parking space for every 300 square feet accessible to the public for office/commercial uses. Along with the required amount of parking, the applicant will have to provide parking lot landscaping as well.

A traffic study will be required if P.M. Peak Hour Trips exceed 20. Since no development proposal is being submitted at this time, a traffic study will not be required. When a proposal for development is submitted to the City, the structure will be evaluated for traffic impacts at that time.

2. NEIGHBORHOOD

The project site is located in the Hillwood Neighborhood. Access to the property is gained from N 185th Street, a street that is classified as a Minor Arterial and Linden Ave. N., a street that is classified as a local street.

Surrounding Zoning

The zoning of the parcels immediately north of the subject parcels are R-18 and developed with a public utility building, single-family homes and condominiums. To the west are parcels zoned R-12 and are in the process of developing with townhomes. To the south, across N 185th Street, is a fire station, offices zoned R-12, R-18 and Office and the Fred Meyer shopping center zoned RB. To the east, across Linden Avenue N is a mix of uses including retail, office and apartments zoned RB, Office and R-48.

Surrounding Comprehensive Plan Land Use Designations

Parcels to the north and east are all designated for Mixed Use. The Mixed Use land use designation includes R-8 through R-48 residential zoning and all commercial and

industrial zoning. Parcels to the west are designated Medium Density Residential and parcels to the south are designated Community Business which allows R-12 through R-48 and Office, Neighborhood Business, Community Business and Regional Business. The zoning classifications and Comprehensive Plan Land Use designations for the project sites and immediate vicinity are illustrated in **Attachments 2 and 3**.

3. TIMING AND AUTHORITY

The application process for this project began on June 19th, 2006, when a pre-application meeting was held with the applicant and City staff. The applicant held the requisite neighborhood meeting on July 31st, 2006. The application was determined complete on September 14th, 2006. A Public Notice of Application was posted at the site, advertisements were placed in the Seattle Times and Shoreline Enterprise, and notices were mailed to property owners within 500 feet of the site on September 21st, 2006. The Notice of Public Hearing and SEPA Determination was posted at the site, advertisements were placed in the Seattle Times and Shoreline Enterprise, and notices were mailed to property owners within 500 feet of the site on October 12th, 2006.

Comments were received at the neighborhood meeting and during the public comment period. The comments are included in **Attachment 4** and discussed as part of Criteria #4 (below).

Rezone applications shall be evaluated by the five criteria outlined in Section 20.30.320 (B) of the Shoreline Municipal Code (SMC). The City Council may approve an application for rezone of property if the five decision criteria are met.

5. CRITERIA

The following discussion addresses whether the proposal meets or does not meet the decision criteria listed in Section 20.30.320(B) of the SMC.

Criteria 1: The rezone is consistent with the Comprehensive Plan.

The Comprehensive Plan land use map identifies the subject parcels as *Community Business* and *Mixed Use*. One parcel is developed with one single family home and the other is developed with a salon. The salon is consistent with the *Community Business* land use designation in use though not in building intensity. The single-family home is not consistent with the goals and policies of the *Mixed Use* land use category.

The following are zoning category definitions for the Shoreline Development Code (20.40.040).

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

Regional Business: The purpose of the regional business (RB) and industrial (I) zones is to provide for the location of integrated complexes made up of business and office uses serving regional market areas with significant employment opportunities.

The MU (Mixed Use) designation has no uniquely equivalent zoning designation. Below is the Comprehensive Plan description of the MU district:

“The mixed use designation applies to a number of stable or developing areas and to the potential annexation area at Point Wells. This designation is intended to encourage the development of pedestrian oriented places, with architectural interest, that integrate a wide variety of retail, office, and service uses with residential uses.”

Although the proposed Regional Business zoning is permitted by the *Community Business* and *Mixed Use* Comprehensive Plan land use designations, staff believes that it would result in greater development intensity and use than is appropriate in this area, an area of transition between the commercial area of Aurora and the residential neighborhoods to the west. Therefore staff is recommending CB (Community Business) zoning on both sites.

The following table summarizes the bulk requirements for the current zoning and the potential Regional Business zoning. (Note: The following standards apply to new construction.

Standard	RB(Applicant Proposed)	Office (Current)	R-48 (Current)
Front Yard Setback	10' (0 if improved)	10' (0 if improved)	10' (0 if improved)
Side Yard Setback	15'	10'	5'
Rear Yard Setback	15'	10'	5'
Building Coverage	N/A	N/A	70%
Max Impervious Surface	90%	85%	90%
Height	65'	35'(50' for mixed-use)	50'
Density (residential development)	No Maximum	24 du/ac	48 du/ac

The following table summarizes the bulk requirements for the requested RB zoning and the recommended alternative of Community Business.

Standard	RB (Proposed)	CB (Recommended)
Front Yard Setback	10' (0 if improved)	10' (0 if improved)
Side Yard Setback	15'	10'
Rear Yard Setback	N/A	N/A
Building Coverage	N/A	N/A
Max Impervious Surface	90%	85%
Height	65'	60'
Density	No Maximum	48 du/ac

Both the Regional Business and Community Business zoning designations may be appropriate for the site in order to achieve the following goals of the Comprehensive Plan, including:

Goal LU I: Ensure that the land use pattern of the City encourages needed, diverse, and creative development, protects existing uses, safeguards the environment, reduces sprawl, promotes efficient use of land, encourages alternative modes of transportation and helps maintain Shoreline's sense of community.

Goal LU V: To assure that a mix of uses, such as services, office, retail, and residential, are allowed either in low intensity buildings placed side by side or within the same building in designated areas, on arterials, or within close walking distance of high frequency transit, serving a neighborhood commercial and residential function.

The proposed rezone will allow commercial, residential or a mix of both uses on the two subject parcels. The two parcels are located adjacent to N 185th Street, a Collector Arterial, and 600 feet east of the Aurora Corridor. One of the parcels currently offers services to the Shoreline community (James Alan Salon) while the other will most likely serve that purpose in the future.

The proposed zone change complies with both the Comprehensive Plan designations of Community Business and Mixed Use. Practically, there are minor differences between the requested Regional Business and Community Business zoning in terms of permitted uses, but the use differences are important. The Regional Business category permits more intense land uses such as Warehousing, Kennels, Construction Retail and Auto Rental and allows unlimited residential density.

CD 48: Develop attractive, functional, and cohesive commercial areas that are harmonious with adjacent neighborhoods, by considering the impacts of the land use, building scale, views and through-traffic.

The following table outlines the differences among the likely development possibilities in the following zoning categories:

	RB	CB	NB	O	R-48
Floor Area Ratio	.5	.5	.4	.4	.4
Max Height	65 ft	60 ft	50 ft	50 ft	50 ft
Max DU's/ Acre	No Max	48	24	24	48
Likely Bldg Sq. Ftg	41,818	34,848	22,303	22,303	22,303
Likely Bldg footprint	6,970	6,970	5,576	5,576	0
Total Units	35	15	8	8	15
Site Area	13,727	13,727	13,727	13,727	13,727
Likely no. of parking stalls	76	45	30	30	22

With Community Business zoning, the height and density of the subject parcels would more compatible with what currently exists in the neighborhood. The requested Regional Business zoning category could result in structures that are taller and bulkier, and do not fit as well with other buildings in the area, even after nearby properties are redeveloped. Development under Community Business zoning would be more harmonious with adjacent land uses.

Criteria 2: The rezone will not adversely affect the public health, safety or general welfare.

Staff concludes that a rezone to Community Business will not adversely affect the public health, safety or general welfare of the surrounding neighborhood and community. The James Alan Salon has been part of this community for many years without any ill effects. The rezoning would allow the expansion of the use onto the parcel directly north of the salon. Since the parcels are currently zoned for business (O) and high-density residential (R-48), more intense development can occur on the subject parcels whether the rezone is approved or not.

This area has seen changes recently. Four townhomes have been approved directly to the west of the subject parcels (732 N. 185th). In addition, a demolition permit for a single-family home was approved in preparation for additional townhome units (742 N. 185th).

Criteria 3: The rezone is warranted in order to achieve consistency with the Comprehensive Plan.

The sites' Comprehensive Plan land use designations are *Community Business* and *Mixed Use*. Consistent zoning designations for these land uses include R-8 through R-48 and all commercial zoning categories. The subject parcels are currently zoned Office and R-48. Right now, one site is developed with a single-family house at a density of 6.6 dwelling units an acre, which is underdeveloped under the R-48 zoning category. The other site is the James Alan Salon zoned for Office uses (retail and personal services are allowed under the Office zoning category). The application to change the zoning of the parcels to Regional Business was made for future expansion of the salon and potentially developing a mixed-use building in the future.

The current zoning in the immediate vicinity of the project includes R-6, R-12, R-18, Office and Regional Business. The uses in the area include single-family houses, townhomes/condos, a fire station, offices, a bank and shopping centers.

Staff has recommended that Community Business be the approved zoning. Linden Ave N is a dividing line between more intense commercial uses that front along Aurora Ave N and lower intensity commercial, single-family and multi-family uses that exist west of Linden Ave N. Staff's proposal of Community Business would allow a wide range of commercial uses and achieve approximately 15 new dwelling units if the property develops for multi-family uses.

Criteria 4: The rezone will not be materially detrimental to uses or property in the immediate vicinity of the subject rezone.

At this time the proposed rezone appears to have minimal negative impacts to the properties in the immediate vicinity. The property owner plans to expand the existing salon onto the property to the north.

Concerns have been raised by adjacent neighbors concerning appropriateness of the commercial zoning, increased traffic and parking, and pedestrian safety. The following summary addresses each of these.

Appropriateness of Commercial Zoning

Staff received comments that this area, west of Linden Ave N, was not planned for commercial uses. Historically, this has been true, but the Comprehensive Plan has identified this area as being appropriate for mixed use development which permits a variety of uses—single-family and multifamily uses, offices, and retail businesses.

The City adopted the Comprehensive Plan and designated certain areas as areas where a mix of uses should occur. The subject parcel is in one of those areas. Commercial zoning is appropriate under the Mixed Use and Community Business land use designation. A Community Business zoning designation will result in new structures that will be compatible with existing densities, uses, and building heights.

Traffic/Parking

At this time, the applicant is proposing to rezone the parcels with no new changes to the site.

Currently the James Alan Salon has 9 parking spaces where 8 are required under the Shoreline Development Code. Depending on the uses of any new future structures, adequate parking requirements must be met.

Pedestrian Safety

There are existing sidewalks along N 185th Street adjacent to the applicant's property. No sidewalks exist along Linden Ave N. Development on one or both of the properties will require sidewalks be installed the length of the applicant's property along Linden Ave N. In addition to the sidewalks, there is a traffic signal with crosswalks at the intersection of Linden Ave N and N 185th Street.

Criteria 5: The rezone has merit and value for the community.

The proposed rezone will allow a commercial use that has been located in Shoreline for a number of years expand to meet the changing needs of the community. A bigger building will employ more people, provide more services to the residents of Shoreline, provide adequate parking, and potentially add to the housing stock of the City.

This rezone provides an opportunity to accommodate more jobs and multi-family dwelling units in an area not immediately adjacent to existing single-family neighborhoods and in close proximity to services and transportation.

In summary, staff concludes that the proposed zoning change will benefit the community.

III. CONCLUSIONS

- 1. Consistency-** The proposed reclassification for the subject properties is consistent with the Washington State Growth Management Act, the City of Shoreline Comprehensive Plan, and the City of Shoreline Development Code.
- 2. Compatibility-** The proposed and recommended zoning is consistent with existing and future land use patterns identified in the Comprehensive Plan.
- 3. Housing / Employment Targets-** The current residential density of 6.6 dwelling units per acre on one of the sites indicates the site is underutilized per the density guidelines listed in the Comprehensive Plan for the *Mixed Use* land use designation. By changing the zoning to Community Business, the proposal can the City of Shoreline in meeting employment targets as well as housing targets established by King County to meet requirements of the Growth Management Act.
- 4. Environmental Review-** It has been determined that per WAC 197.11.600 (2) the SEPA obligations for analyzing impacts of the proposed rezone are fulfilled by previous environmental documents on file with the City. The FEIS prepared for the

City of Shoreline's Comprehensive Plan, dated November 9, 1998, and is incorporated by reference to satisfy the procedural requirements of SEPA.

- 5. Infrastructure Availability-** There appears to be adequate infrastructure improvements available in the project vicinity. This includes adequate storm, water, and sewer capacity for the future development.

IV. PROPOSED PLANNING COMMISSION FINDINGS AND DETERMINATIONS

Summary-

Following the public hearing and deliberation on the request to change the zoning designation of two parcels totaling 13,727 square feet at 18501 and 18511 Linden Ave N, the City of Shoreline Planning Commission has determined that the request is in compliance with City codes and not detrimental to the health, safety, or welfare of the City of Shoreline, and therefore recommends approval of such action.

I. FINDINGS OF FACT

Project Description-

- 1.1 Rezone the subject parcels from Office (O) and R-48 (Residential 48 units per acre) to Community Business on 18501 and 18511 Linden Ave n for future development opportunities.
- 1.2 Site Address: 18501 and 18511 Linden Avenue N.
- 1.3 Parcel Number: 7283900302 and 7283900303
- 1.4 Zoning: Office and R-48
- 1.5 The property at 18501 Linden Ave N has a land use designation of *Community Business* and the property at 18511 Linden Ave N has a land use designation of *Mixed Use* identified on the City of Shoreline's Comprehensive Plan Land Use Map. Community Business zoning is consistent with the Community Business and Mixed Use land use designations.

Procedural History-

- 2.1 Public hearing held by the Planning Commission: January 4th, 2007
- 2.2 Notice of Public Hearing and SEPA Determination of Nonsignificance: October 12th, 2006
- 2.3 End of 14 day Public Comment Period: October 5th, 2006
- 2.4 Notice of Application with Optional DNS: September 21st, 2006
- 2.5 Complete Application Date: September 21st, 2006
- 2.6 Application Date: August 31st, 2006
- 2.7 Neighborhood meeting Date: July 31st, 2006

Public Comment-

The following individuals participated in Neighborhood Meetings:

Four people attended the required Neighborhood Meeting. General comments included wanting to see more redevelopment and mixed-use buildings and wanting more condos in the area.

Written Comments have been received from:

Two letters were received in response to the standard notice procedures for this application and included concerns about ample customer parking, traffic, pedestrian safety, commercial zoning on the west side of Linden and commercial uses in a residential area.

SEPA Determination-

The optional DNS process for local project review, as specified in WAC 197-11-355, was used. City staff determined that the proposal will not have a probable significant adverse impact on the environment and that an environmental impact statement is not required under RCW 43.21C.030 (2) (c). A notice of determination of non-significance was issued on October 12th, 2006.

Consistency –

Site Rezone:

The application has been evaluated and found to be consistent with the five criteria listed in Shoreline Municipal Code Section 20.30.320 (B).

A recommendation to approve the Rezone does not constitute approval for any development proposal. Applicable permits shall be obtained prior to construction. Permit applications shall show compliance with the 1998 King County Storm Water Design Manual and Title 20 of the Shoreline Municipal Code (SMC). Applicable sections of the SMC include but are not limited to the following: Dimensional and Density Standards 20.50.010, Tree Conservation 20.50.290, Surface and Stormwater Management 20.60.060, and Streets and Access 20.60.140 and any conditions of the Rezone.

V. PLANNING COMMISSION ROLE AND OPTIONS

As this is a Type C action, the Planning Commission is required to conduct a Public Hearing on the proposal. The Commission should consider the application and any public testimony and develop a recommendation for rezone approval or denial. The City Council will then consider this recommendation prior to their final adoption of the application.

The Planning Commission has the following options for the application:

1. Adopt staff's recommendation to rezone the 18501 and 18511 Linden Avenue N (parcel numbers 7283900303 and 7283900303) from Office and R-48 to Community Business based on findings presented in this staff report.
2. Adopt the applicant's proposal to rezone the sites from Office and R-48 to Regional Business based on specific findings of the Planning Commission,
3. Recommend denial of the rezone application. The existing Office and R-48 zoning remains based on specific findings made by the Planning Commission.

VI. PRELIMINARY STAFF RECOMMENDATION

Staff recommends that the Planning Commission move to recommend to the City Council that Community Business zoning be adopted for the properties located at 18501 and 18511 Linden Ave N. (parcel numbers 7283900303 and 7283900303). Enter into findings based on the information presented in this staff report that this proposal meets the decision criteria for the reclassification of property as outlined in the Shoreline Municipal Code Section 20.30.320.

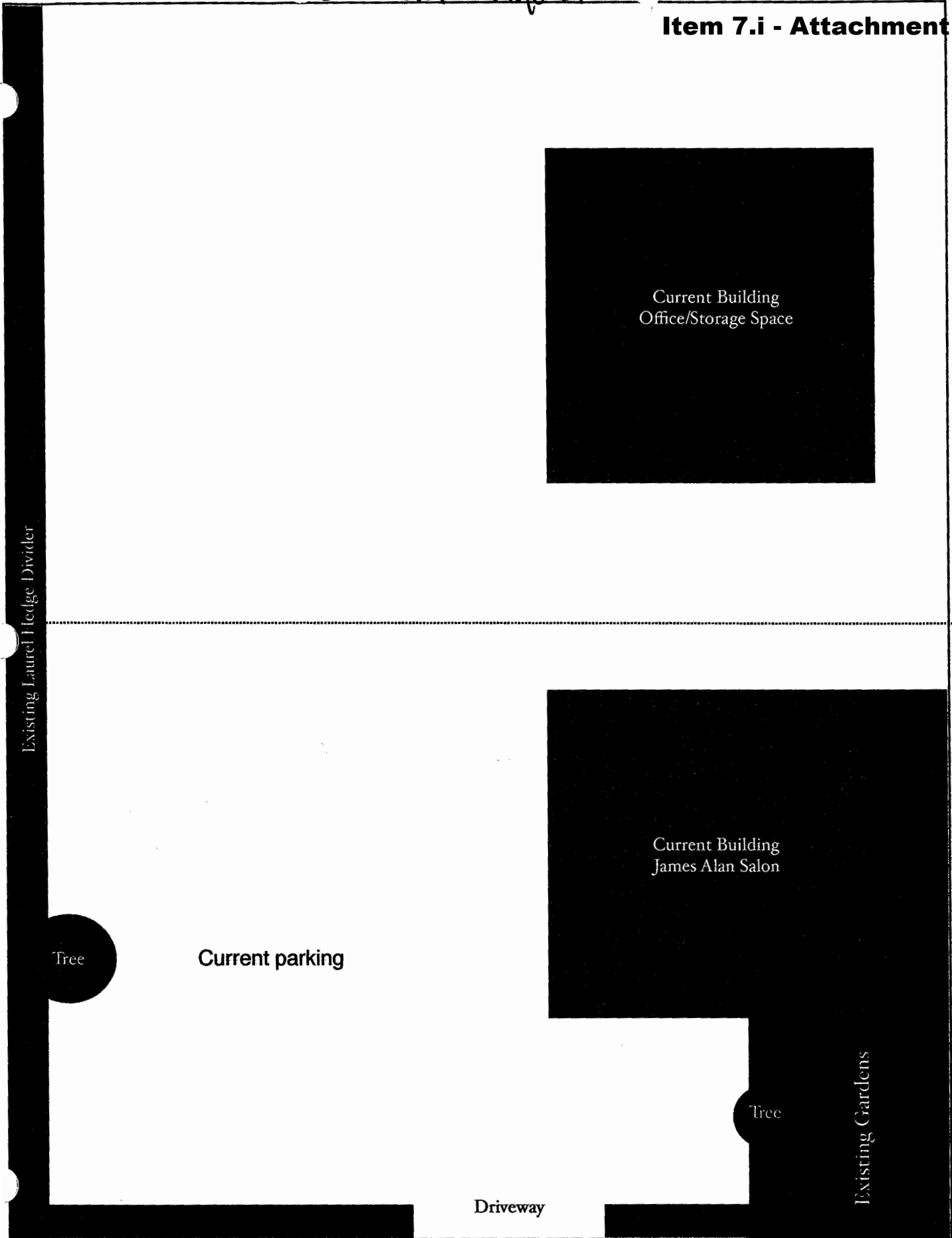
VII. ATTACHMENTS

- Attachment 1: Existing Condition Site Plan
- Attachment 2: Vicinity Map with Zoning Designations
- Attachment 3: Vicinity Map with Comprehensive Plan Designations
- Attachment 4: Public Comment Letters

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Current layout

Item 7.i - Attachment 1



18511 Linden Ave N

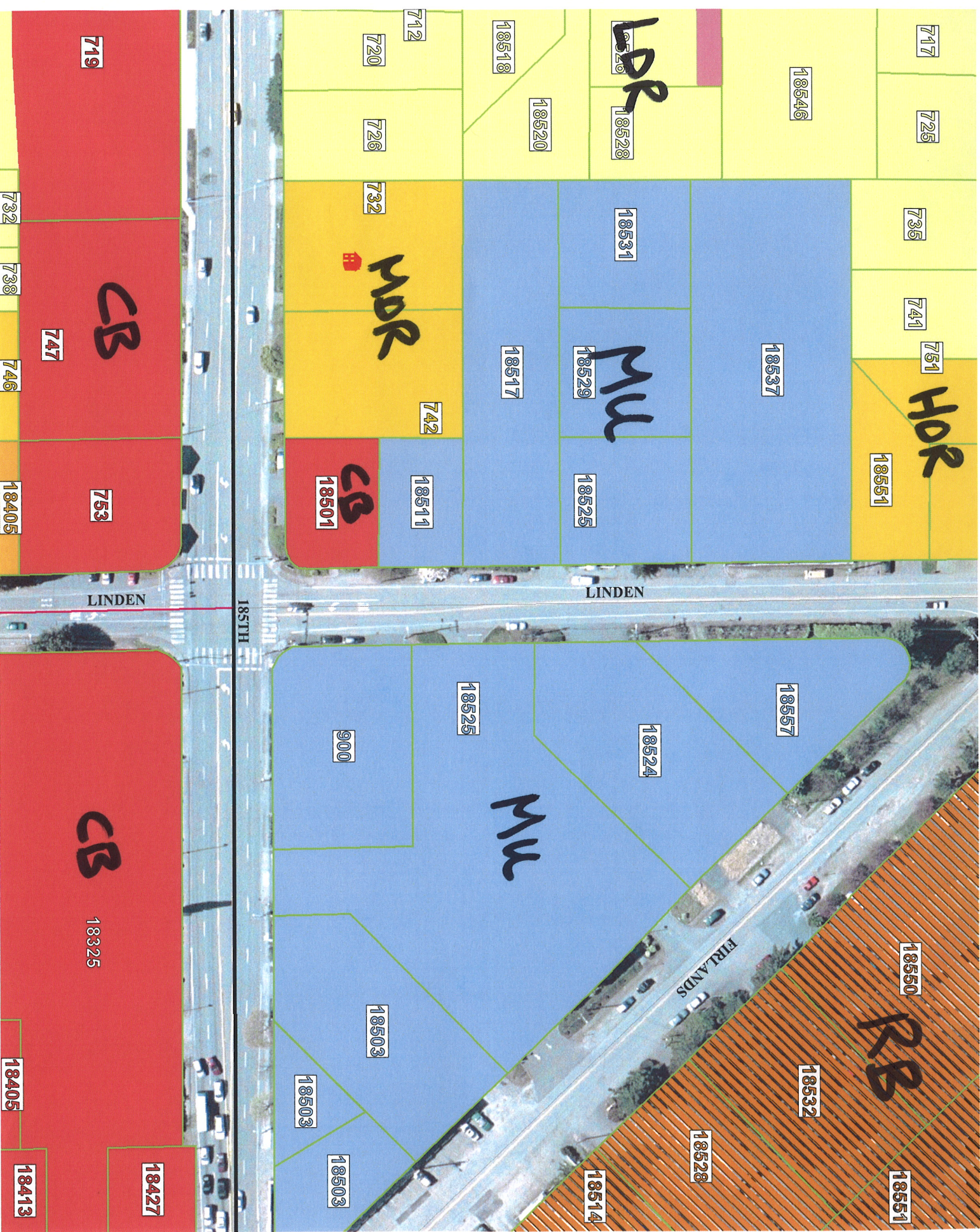
18501 Linden Ave N

Existing Frontage Improvements

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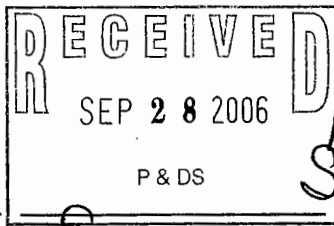
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Name	Address	Comments
CHRISTOPHER JOHNS	638 NW 181 COURT	LIKE TO SEE SOME MULTI-USE SO I CAN LIST THE CONDOS
Cayce Johns	638 NW 181 Court	hi matthew!
Jeanne Menger	1832 N 190 th Shoreline WA 98133	We like the concept of improving the corner of 155 th + Linden. We would like to see property rezoned
LARRY MONGER	1832 N190 TH SHORELINE WA 98133	I LIKE THE REZONE PLAN.

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Item 7.i - Attachment 4

18546 Fremont Ave. North
Shakeline, Washington
98133-3821

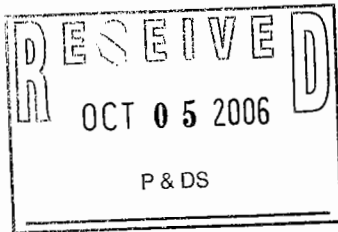
Mr. Steven Szafran
Planning and Development Services
17544 Midvale Avenue N.
Shakeline, Washington, 98133-4921

Dear Sir[s]:

Project number #201570 has several concerns for one who lives around the corner from 18501 and 18511 Linden Ave. N. :

1. Traffic : the new rezone promises heavy increases around this (small) corner of automobile traffic
2. Parking : will the new commercial businesses have adequate parking?

Currently there is only on-street parking which heavily impacts homeowners and the Jukela apartments already.



Item 7.i - Attachment 4

October 3, 2006

Planning and Development Services
17544 Midvale Avenue N.
Shoreline, WA 98133

Dear Steven Szafran and Planning Department:

The rezone application #201570 should not be granted by your department. The Shoreline Comprehensive plan will be adversely effected by this proposed rezone. The comp. plan has clear borders for the classification of "regional business". The west side of Linden Avenue was never intended to be rezoned into this category as I understand the intent of RB zoning described in the comp. plan. Residential properties face Linden Avenue on the west side. New residences have been constructed on 182nd just west of Linden Avenue. Linden is the clear dividing line between residential and regional business uses such as Fred Meyer. The dental office on 182nd is zoned for that location due to the contamination from the auto maintenance and fuel business that was located on that site historically. It is my understanding that residential property use was not appropriate on that site due to long term contamination of the soil. On the west side of Linden Avenue the phone utility station now belonging to Verizon has been the only commercial historic use besides the more recent hair salon office on 185th. By observation alone city planners will see that the primary property use on the west side of Linden Avenue from 175th to 188th is residential.

MU
&
CB

- S. of 185th
CP of LDR!

? -> COMP PLAN?

As I understand it a form of staged zoning west of Aurora would direct future development. To my recollection the Comprehensive Plan has not been amended to change this direction. The current designation (R48) at the proposed project location follows the step down zoning plan. Other apartments exist on the west side of Linden. The two locations 18501 and 18511 appear to be too small for the concept of regional business. The current office use is barely appropriate because employees' parking blocks pedestrian access to the west side of Linden Avenue during business hours at the James Alan Salon. If the current business cannot provide adequate parking how does the city believe that adequate parking will be available at the zoning of regional business?

- WE DON'T HAVE MIN. PARCEL SIZES

YES THEY DO. NEED 8, HAVE 9

A LOCAL STREET

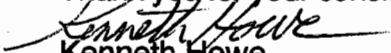
Linden Avenue is not designated an arterial so the 18511 Linden property should not be accepted as part of this proposal. Regional business is located on arterials everywhere else in Shoreline. With Aurora designated as the arterial there is no need to change the designation of Linden Avenue that ends at 175th to an arterial. The street is already stressed with cut through traffic avoiding Aurora and extra vehicles from apartments located along the street. Linden Avenue is a unique location in the city because R-6 zoning exists on the west side and RB is designated on the east side. Locations like this require sensitive planning not "spot zoning". If city planners will observe the relationship of residential and business use along 45th street through Wallingford in Seattle they will see what is necessary in Shoreline. The rear of business locations such as the Wallingford Center, QFC, and The Guild 45th theater are across the street from residences and small apartments. Traffic circles on the residential streets restrict the business traffic to 45th. The west side of Linden Avenue is not the appropriate location for any expansion of RB zoning.

The need for an expansion of RB zoning does not seem to be justified. The Aurora corridor has many properties available for development or redevelopment. The Discount Tire store on 200th and Aurora is evidence that new commercial ventures can still find locations on Aurora. In the notice sent to my home from your office no justification was given

for this rezone application. When the fire station moved near our home a detailed justification was given to our neighborhood of why that location was necessary for public safety. My understanding of the Shoreline Comprehensive plan is that zoning changes are not granted just because an owner has thought of a more profitable use for his property. The entire purpose for zoning and comprehensive planning appears to be overturned in this application.

I strongly urge the planning department and planning commission to deny this application. The precedent set by approving this "spot zoning" proposal is something that most citizens would not agree to if they knew this was occurring in their neighborhood.

Thank you for your consideration,


Kenneth Howe
745 N. 184th Street
Shoreline, WA 98133