
Planning Commission Meeting Date: September 3, 2009

**PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON**

APPLICATION NUMBER: 301602

AGENDA TITLE: Public Hearing on LOS Development Code Amendment

PRESENTED BY: Joseph W. Tovar, FAICP, Director PDS, *JWT*
Steven Szafran, AICP, Associate Planner *SS*

I. INTRODUCTION

At your next meeting you will hold a public hearing on the LOS Development Code regulations. Staff discussed this with the Commission at the August 6 meeting.

II. BACKGROUND

The Growth Management Act allows each local jurisdiction to choose a Level of Service (LOS) method and standards. Level of Service is a quantitative measure used to measure the performance of the City's transportation system. Shoreline's LOS generally describes levels of traffic congestion at signalized and unsignalized intersections in an urban area. The level of service standard is one of the cornerstones of Shoreline's Transportation Element. Two important criteria to be applied for selecting a LOS methodology are 1) whether it is easy to for the public to understand and for the staff to administer and 2) whether it is technically/legally proven.

Prior to the adoption of the City's 2005 Transportation Master Plan (TMP), the City used an "areawide intersection averaging" method to determine the Level of Service. When the TMP was adopted, the City determined that a different standard was appropriate, concluding that the problem with the previous LOS approach of the area-wide intersection averaging method was that the public as well as the policy makers did not gain a clear understanding of the implications of averaged LOS findings. As the result, it would be difficult to establish effective policies to address the issue of transportation concurrency in the city. In the Plan, the City adopted LOS E to best balance levels of congestion, the cost of added capacity and the need to minimize diversion of traffic onto neighborhood streets.

Transportation Policy T13 states the LOS method and standard:

Adopt LOS E at the signalized intersections on the arterials within the City as the level of service standards for evaluating planning level concurrency and reviewing traffic impacts of developments, excluding the Highways of Statewide Significance (Aurora Avenue N and Ballinger Way NE). The level of service shall be calculated with the delay method described in the Transportation Research Board's Highway Capacity Manual 2000 or its updated versions.

When the City Council adopted the 2005 Comprehensive Plan update, the City failed to update Development Code Section 20.60.140 which still makes reference to the archaic volume to capacity ratio methodology for calculating level of service. The proposed Development Code change described below will correct this oversight and make our Code consistent with the more recently adopted 2005 TMP update.

III. PLANNING COMMISSION STUDY SESSION

At the August 6 study session, Planning Commission questioned why this amendment was going forward now when the City is in the process of updating the Transportation Master Plan. Also, the Commission made comments regarding taking a multi-modal approach to traffic that focuses on movement of people rather than the movement of vehicles and translating that approach into new treatments of LOS standards.

Staff agrees that new and innovative approaches must be employed in the Transportation Master Plan update. However, the Development Code must be changed immediately to remove the conflict and inconsistency between the City's development regulations and Comprehensive Plan policy for adopting a LOS E at signalized intersection on Arterial Streets.

IV. PROCESS

- This Development Code Amendment was initiated by staff in June 2009.
- The Planning Commission held a study session on August 6, 2009.
- A Notice of Application with SEPA was posted and advertised on August 19, 2009. No comments were received as of the date the staff report was written.
- The City anticipates issuing a SEPA Determination of Nonsignificance the week of September 7, 2009.

V. CRITERIA FOR EVALUATING PROPOSAL

The Planning Commission may recommend approval or approval with modifications a proposal for the text of the Land Use Code if the amendment meets the following three decision criteria (Staff analysis is in *italics*):

1. The amendment is in accordance with the Comprehensive Plan.

The current language in 20.60.140 is inconsistent with the 2005 Transportation Master Plan and Comprehensive Plan Policy T-13 that was adopted by Council on June 13, 2005.

2. The amendment will not adversely affect the public health, safety or general welfare.

Through the SEPA process for the 2005 Comprehensive Plan update, the City determined that Policy T13 would not have an adverse effect on public health, safety, or general welfare. Since the regulation is the direct implementation of the policy, the regulation will not have an adverse impact either.

3. The amendment is not contrary to the best interest of the citizens and property owners of the City of Shoreline.

Having regulations that conflict with the City's Plan will cause delay and unpredictability in the permitting process. It is in the interest of the citizens and property owners of Shoreline to have regulations that are consistent with the City's most recent policies.

VI. STAFF RECOMMENDATION

Staff concludes that this proposal merits approval because it meets the criteria listed in 20.30.350.

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

VII. ATTACHMENTS

1. Section 20.60.140 in Legislative Format

20.60.140 Adequate streets.

The intent of this subchapter is to ensure that public streets maintain an adequate Level of Service (LOS) as new development occurs. The level of service standard that the City has selected is a LOS E standard at signalized intersections on Arterial Streets zonal average system, which is the basis for measuring concurrency. The City has been divided into five geographical areas, and LOS Standards are adopted for each zone. The zones are described in the following Table:

LOS Zone	Zone Name	Adopted LOS Standard
1	West of Aurora Corridor	D
2	Aurora Corridor to I-5	D
3	I-5 to East City Limits	D
4	Aurora Avenue Corridor	E
5	Annexation Area A	E

~~Note: A map of the LOS Zones is located in the Transportation Element of the Shoreline Comprehensive Plan.~~

A. Development Proposal Requirements. All new proposals for development that would generate 20 or more trips during the p.m. peak hour must submit a traffic study at the time of application. The estimate of the number of trips a development shall be consistent with the most recent edition of the Trip Generation Manual, published by the Institute of Traffic Engineers. The traffic study shall include at a minimum:

1. An analysis of origin/destination trip distribution proposed;
2. The identification of any intersection that would receive the addition of 20 or more trips during the p.m. peak hour; and
3. An analysis demonstrating how impacted intersections could accommodate the additional trips and maintain the ~~zonal~~ LOS standard.

B. Development Approval Conditions. A development proposal that will have a direct traffic impact on a roadway or intersection that exceeds the adopted LOS standard ~~for the zone~~ shall not be approved unless:

1. The applicant agrees to fund improvements needed to attain the LOS standard;
2. The applicant achieves the LOS Standard by phasing the project or using transportation demand management (TDM) techniques to reduce the number of peak hour trips generated by the project;
3. The roadway or intersection has already been improved to its ultimate roadway section and the applicant agrees to use TDM incentives and/or phase the development proposal as determined by the City of Shoreline. (Ord. 238 Ch. VI § 4(A), 2000).