

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

<p>AGENDA TITLE: Southeast Neighborhoods Subarea Plan Public Hearing DEPARTMENT: Planning and Development Services PRESENTED BY: Joseph W. Tovar, FAICP, Director of Planning and Development Services Steve Cohn, Project Manager, Senior Planner Miranda Redinger, Project Manager, Associate Planner</p>

ISSUE STATEMENT/ BACKGROUND:

When the official City Comprehensive Plan Map was adopted by Ordinance 292 on January 7, 2002, several segments were classified as “Special Study Areas” (SSA). This designation was intended to be a place-holder until the areas could be analyzed in further detail to determine a long-range vision for the area.

In June 2008, Council appointed a Citizen’s Advisory Committee (CAC) to create a subarea plan to address long-range planning for those study areas. The CAC met from July, 2008 until November, 2009. They adopted their Subarea Plan Report, complete with background narrative, vision and goals for the subarea, as well as zoning, Comprehensive Plan designation, and policy recommendations, on November 17, 2009. It was presented to the Commission on November 19, 2009.

Staff has condensed the CAC’s report into a format more appropriate for adoption into the Comprehensive Plan. Tonight, members of the public will comment on the report, subarea plan, and maps.

Citizen Advisory Committee Subarea Plan Report

The committee’s recommendations focus on the following areas:

1. Maintaining current Comprehensive Plan designations and zoning for most of the subarea.
2. Creating “Third Places” where neighbors can walk and find items or personal services that serve the nearby residents, such as cafes, book stores, or dry cleaners.
3. Maintaining a place where people of varying income levels can live by providing housing choices.

These recommendations would be accomplished by:

- Creating areas of zoning transition between commercial areas and single-family areas to reduce the impacts of commercial and mixed-use developments on nearby single-family homes.

- Creating incentives for commercial and mixed-use redevelopment in appropriate areas by permitting greater housing density than the current zoning permits on some sites.
- Increasing opportunities for “appropriate infill” and innovative housing styles that would be compatible with existing neighborhood character, such as Accessory Dwelling Units and live/work lofts.
- Increasing opportunities for economic development that would bring more jobs to the area without increases in traffic, such as home-based and incubator businesses.
- Creating incentives to protect and conserve natural resources and existing housing stock through sustainable practices.

The committee also opted to utilize the recently adopted Mixed Use Zone, which would allow for increased densities in exchange for amenities desired by the community. They expanded on the concept and have recommended two additional Mixed Use Zone options, with density ceilings of 12 and 48 dwelling units per acre. The option with the lower unit count is only included on the map accompanying the Minority Report, while the CAC Report recommends application of both the existing MUZ and the 48 du/acre version.

There was discussion about whether and how to guarantee specific zoning designations rather than allowing for the range of potential rezone options currently available through existing Comprehensive Plan designations. For example, a parcel currently designated as HDR could be rezoned at densities ranging from 12 to 48 units per acre. There are options for “locking in” zoning. Staff anticipates that the Commission may want to discuss this topic further.

Minority Report

Five members did not agree with the committee’s recommendations, particularly in regard to the potential number of units allowed if zoning was built out to capacity. They have written a Minority Report that has been submitted to the Planning Commission as Exhibit 3 of this staff report.

The impetus for their recommendation of an alternative to the zoning map and a version of MUZ capped at 12 dwellings/acre stem from assumptions that are different from those of the rest of the committee. One assumption is that commercial development does not occur in mixed-use zones because residential development would always be more profitable. Therefore, if residential zoning capacity is capped at a low number, a mixed-use site is more likely to be developed in commercial uses. The majority of the committee disagreed with that assumption, noting that the existing commercially designated areas (at 145th and 15th Avenue NE and at 145th and Bothell Way) have allowed commercial uses, but not seen new development, even during economic conditions conducive to such.

The Minority Report also posits that traffic congestion along 145th and Bothell Way precludes development of additional units within the subarea; however City Traffic Engineers and the majority of the committee disagreed. The Minority Report includes a map, but it was submitted in a format that could not be replicated in time to be included in the staff report. Staff will supply copies for review at the public hearing.

Staff Recommendation

Staff has condensed the committee's subarea plan report for the purposes of placing it into the Comprehensive Plan. In condensing it, nothing was re-written; the goals and policies are intact, merely reformatted to conform to standard Comprehensive Plan layout. Much of the background narrative has been removed for the same formatting purposes, but will be preserved in the CAC Report so that community members and other interested parties may gain insight into committee discussion and background that they used in decision-making. Staff did not modify the committee's recommended Comprehensive Plan and zoning maps; they are included in the subarea plan recommendation.

Environmental Review

Staff completed requisite environmental analysis of the subarea plan, completing a non-project SEPA checklist (projects will require individual SEPA documentation if they meet the threshold, as part of the review process), and issued a Threshold Determination of Non-Significance (DNS) on January 28, 2010. The comment period will end on February 11.

RECOMMENDATION

Staff recommends that the Commission hear testimony on the committee's report and maps, and if testimony is concluded, begin deliberations. The Commission should not close the public hearing, but keep it open in order to consider additional comments on the Threshold Determination which could arrive through February 11. Staff will include this information, along with responses to Commissioner's questions in the packet for the February 18 meeting.

On February 18, the Commission may open the hearing again and continue deliberations. Staff suggests that no additional testimony (either written or oral) be accepted after February 4 except for the comments on the Threshold Determination and any responses to those comments.

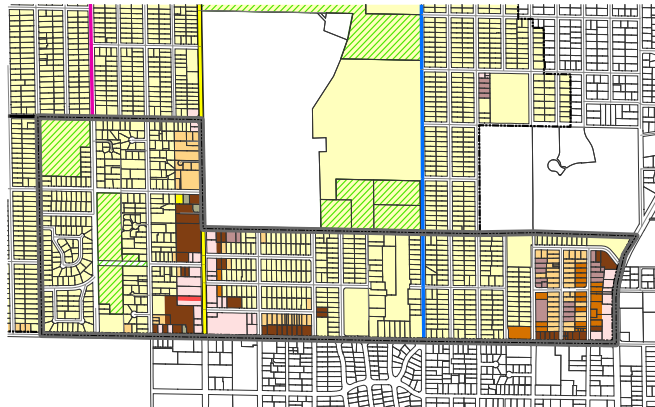
Public Hearing Exhibits

1. Staff's recommended Subarea Plan
2. Citizen Advisory Committee's Subarea Plan Report (without the attachments. The attachments are included in the November 19 packet and are adopted by reference. Copies of the attachments are available in the PDS office or the project web page <http://shorelinewa.gov/index.aspx?page=178>)
3. Minority Report, dated January 27, 2010
4. Public comment dated January 27, 2010

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Southeast Neighborhoods Subarea Plan January 11, 2010



The Southeast Neighborhoods Subarea is bounded on the south by 145th Street, on the west by 8th Avenue, on the north by 155th and 150th Streets, and on the east by Lake City Way. It contains portions of both the Ridgecrest and Briarcrest neighborhoods, and is comprised predominately of single-family households, most of which were constructed after WWII.

When it was annexed, most of the subarea was not assigned Comprehensive Plan designations, but given the place-holder “Special Study Area.” The City of Shoreline worked with a Citizen’s Advisory Committee from July of 2008 until November of 2009 to create a vision and craft policy and zoning recommendations. This subarea plan is a condensed version of their report.

The plan is intended to provide direction for the next 20 years. Many things will change in that time period. By 2030, there will likely be a light rail stop near 145th St. and Interstate 5. New automotive technology may have transformed the fueling, design, and maybe even necessity of cars. Successive generations may have different preferences for building and neighborhood design and amenities. New technologies may spur new industries and the job base and commercial districts will likely grow and evolve.

Yet while contemplating these uncertainties and determining how to incorporate them into the long-range vision for the subarea, the City wants to preserve existing aspects of these neighborhoods. The single-family character, friendly atmosphere, natural amenities, and other characteristics are all of paramount importance. Change may be inevitable, but it can be channeled to provide amenities and improvements and

prevented from negatively affecting the quality of life that is why people choose to live in this part of Shoreline.

Land Use

Goal: To promote smart growth, enhancement of local businesses and amenities, connectivity and transition between uses, and compatibility between potential development and the established residential character of the neighborhoods.



Because the Central Puget Sound region is a desirable place to live, its population is expected to grow over the next 20 years. Shoreline, due to its location and amenities, is likely to grow as well.

In general, the plan preserves the single-family character of the neighborhoods. However, a major focus of the plan is to increase housing choice by encouraging styles of “appropriate” infill development, such as Accessory Dwelling Units and small houses on small lots, rather than zoning large areas for higher density. This way, growth is diffused throughout the area, has minimal visual impact on neighboring houses, and provides extra living space for extended families or rental income.

In addition to encouraging infill development, the subarea plan identifies a few areas where access to transit, business corridors, and park amenities would allow multifamily homes and create areas with commercial and residential uses. To create a transition between single family areas and mixed-use commercial areas, the plan provides for stepping down in zoning intensity from the areas designated for higher density or mixed-use to the single-family core of the neighborhood.

Land Use Policy Recommendations:

LU1: Promote the analysis of impacts to the full range of systems as part of the planning and development process.

LU2: Create incentives to use vegetated buffers between types of land use, in addition to transition zoning or open space.

LU3: Development, as defined in the Comprehensive Plan, should be approached from the perspective of innovative options for increasing density.

LU4: Establish policies and zoning to provide appropriate transitions between existing and proposed development and dissimilar land uses to minimize conflicts relating to solar access, noise, scale, etc.

LU5: Place highest-density housing (mixed-use) on transit lines or in already established commercial zones.

LU6: After updated regulations governing new development and redevelopment have been established, revisit the rules on a regularly scheduled basis for the purpose of enhancing the rules that work and eliminating those that don't work.

LU7: Consider establishing a neighborhood business zone that would be restricted to non-residential uses, or some other solution to the problem of retail development being overlooked when residential development on the site yields more profit.

LU8: Establish metrics, targets, baselines and a reporting timeframe to measure progress of social, economic and natural capital when evaluating Comprehensive Plan completeness.

LU9: As the housing market and transportation technologies evolve to support more options, establish zoning designations for areas that may be appropriate for car-free zones or reduced parking standards.

LU10: Quality of life for current residents in the subarea should be considered in decision-making processes that involve new development in the community, even though decisions must also take into account overall land use goals and the economic needs of the City as a whole.

Housing

Goal: To promote housing diversity, affordability and adaptability while respecting and maintaining the identified single-family character of the neighborhoods.



The subarea is mostly built out, with very few large tracts of raw land remaining, so most expected growth will occur as infill and/or redevelopment. Given that these options include a wide spectrum of styles and quality, how this housing would fit with the surrounding community posed one of the greatest challenges. Through a visual preference survey, a number of infill development concepts were identified as having good potential for being compatible with the existing neighborhood character. These include: Accessory Dwelling Units (ADU), small houses on small lots, cluster development, duplexes on corner lots, etc. Examples of some of these styles of housing and policy recommendations regarding their incorporation into the neighborhoods are included below.



Housing Policy Recommendations:

H1: Recognize and continue the area’s history of providing affordable yet diverse housing to a variety of residents across the income spectrum.

H2: New housing development that is added in the center of established neighborhoods of the SE Subarea should be consistent with neighborhood character. Lot size to structure ratios and the scale of building are important.

H3: Distribute low-income housing so that it is not all in one place in the neighborhood, prohibiting the development of large, low-income housing groups or units.

H4: Increase housing stock that attracts new families by appealing to a diversity of buyers’ interests, including:

- Energy efficiency
- Parking options
- Density/size/FAR
- Private/shared outdoor open space
- Affordable/quality/sustainable building materials and construction practices
- Multi-family/multi-generational/single family housing options
- Accessory Dwelling Units
- Balance rental and ownership options
- Adaptability

H5: Because existing housing tends to be more affordable than new construction, remodeling and refurbishing current stock should be encouraged over demolition and redevelopment.

H6: Review existing policies and City code on Accessory Dwelling Units and home businesses to promote low-impact density.

- H7: Adopt regulations that would allow “cottage style” housing without compromising quality.
- H8: Encourage “green” building through incentives, fees and /or tax policies.
- H9: Consider adding language to the Development Code to restrict development of “megahouses”.
- H10: Encourage partnerships with non-profit affordable housing providers, land trusts, Community Development Corporations and other organizations whose mission involves increasing the stock of affordable housing.
- H11: Remove obstacles to adult family homes in residential zoning districts.

Transportation

Goal: To promote connectivity, safety, alternative transportation and walkability throughout the subarea’s roadways and trail systems



This subarea faces a number of problems similar to those of other neighborhoods. Certain issues, most notably those related to 145th Street and increasing transit service, cannot be addressed on a subarea level because of complicated jurisdictional and funding logistics. Therefore, this subarea plan focuses on improvements to traffic safety, road treatments, and pedestrian and bicycle networks within the City’s boundaries and purview.

Transportation Policy Recommendations:

- T1: Encourage “walkable” and “bikeable” neighborhoods and intra-area connections through incorporation of safe pedestrian and bicycle corridors.
- T2: Retain, improve, and expand public transit.
- T3: Increase local transit service to economic hubs and schools (in addition to service to downtown Seattle) that focuses on east/west connections.
- T4: Improve automobile traffic flow on major arterial corridors to accommodate increased density.
- T5: Implement traffic calming measures between 145th and 150th Streets as well as other local roadways to improve safety and reduce cut through traffic.
- T6: Implement improvements along 15th Ave. to revitalize business, increase pedestrian and bicycle safety and usability, and add vehicle capacity where necessary.

T7: Work with neighbors to complete more “green street” type projects that will “complete” the street right of way and add pedestrian ways without adding curb-gutter and sidewalk.

T8: Add bus shelters at busy stops.

T9: As part of potential redevelopment of the commercial area on Bothell Way, address the east/west access issues to promote neighborhood connectivity to businesses, while protecting the residential neighborhood from cut-thru traffic.

T10: As part of the update of the Transportation Master Plan, also consider smaller, innovative solutions to reducing automobile dependence, such as circulator busses, car-sharing, bike rentals, etc.

T11: Encourage the City to work with Seattle, King County, Sound Transit, and WSDOT to undertake a corridor study on 145th St. that would result in a plan for the corridor to improve safety, efficiency, and modality for all users. This plan should include adjacent neighborhoods in the process, and should have a proposed funding strategy for implementation.

Parks, Recreation & Open Space

Goal: To preserve, protect and promote creation of public spaces that balance needs for human recreation, animal habitat, and natural vegetative growth



The subarea contains or is adjacent to several of Shoreline’s parks, including Hamlin, South Woods, and Paramount Park and Open Space. The following policies are proposals for implementation by the City as resources permit, recognizing that the Parks Department and Board have their own Master Plan and processes.

Parks, Recreation & Open Space Policy Recommendations:

PR1: Support development of a trail/designated pathway connecting the Interurban trail with Paramount park (upper and lower), Hamlin park, South Woods, and to the Burk-Gilman trail.

PR2: Encourage development of sidewalks, footpaths, green streets, and signage on existing walkways near trail areas.

PR3: Use incentives to encourage development of more open/green space.

PR4: As the population increases, establish target metrics for park space per capita and ensure that parks development and funding keep pace with development.

PR5: For larger-scale developments, establish a standard for proportional area of open space created or green space preserved.

PR6: Add a sign to the entrance on the west side of Paramount Open Space (9th Place NE) and to the east side of the park (12th Avenue NE and NE 148th Street), which are the park's main entrances. Add a sign on the west entrance of the park at 10th Avenue NE and NE 151st Street where the path connects Paramount Open Space with Paramount School Park.

PR7: Upgrade the path over Little's Creek in Paramount Open Space to provide a more permanent solution to the extremely muddy condition during wet weather. The path is a primary connection between the east and west sides of the Ridgecrest neighborhood.

Economic Development

Goal: To promote development of businesses that serve needs of local residents, add to vibrancy and socially-oriented identity of neighborhoods, and provide jobs



The neighborhood supports opportunities for establishment of local gathering places and nodes of business activity where needed goods and services are located within walking distance, and could provide employment opportunities for local residents.

Economic Development Policy Recommendations:

- ED1: Encourage the creation of community gathering places. Create nodes (indoor & outdoor) for gathering and social interaction.
- ED2: Revitalize the local economy by encouraging new business that is beneficial to the community in terms of services, entertainment, and employment.
- ED3: Increase small-scale economic development (e.g., retail, office, service) that employs local people and complements residential character.
- ED4: Increase access to locally-made products and locally grown foods.
- ED5: Inventory and promote the SE Subarea resources and opportunities, such as redevelopment at Shorecrest, Public Health Labs, Fircrest, etc.
- ED6: In accordance with mandates of the Growth Management Act and the Puget Sound Regional Council's recommended standards, be attentive to concurrency requirements regarding job creation relative to development.
- ED7: Encourage community groups to define specific types of commercial, retail and professional businesses to best serve needs of subarea residents.
- ED8: Encourage home-based business within the parameters of the residential zoning to bolster employment without adverse impact to neighborhood character.
- ED9: Attract neighborhood businesses with support from the Economic Development Advisory Committee that could be sustained by the community.

ED10: Continue active participation from the City and the neighboring community in determining most beneficial uses, practices, and mitigation in long-term plans for Fircrest.

ED11: Encourage staff to identify potential Capital Improvement Projects that support the adopted subarea plan vision for business areas in the southeast neighborhoods.

ED12: Modify commercial zoning regulations to require that mixed-use buildings be designed to accommodate ground level commercial uses along arterial street frontages.

Community Design

Goal: To encourage well-planned design of systems and appropriate transitions between different uses so that positive impacts of growth are realized and negative impacts may be minimized



Over the next 20 years, the community wished to maintain a reputation of supporting a diverse population base and providing some of the City's most affordable housing options. Another priority was to retain green and open space so that a variety of wild flora and fauna would also continue to live in the neighborhood. There was widespread support for a thriving business district and alternative forms of housing, as long as they were visually compatible with existing single-family homes. Concentrating on elements of design and transition and articulating standards could provide an effective method to bring the vision to fruition.

Community Design Policy Recommendations:

CD1: Development regulations applicable to the SE Subarea should be predictable and clear, written in a manner that reduces uncertainty for developers, City staff, and the community.

CD2: Development & Land Use designs and patterns should contribute to the vitality of the area as a whole, serving the broader community and immediately adjacent neighbors, using compatibility criteria and incentives to be determined.

CD3: Encourage planning of local "hubs" for provision of services and gathering places.

CD4: Support development of a plan to implement a network of "feeder" pathways/trails (may also be in the form of green streets) to connect neighborhoods to larger, city-wide walkways (such as a potential trail connecting Interurban, Hamlin, Southwoods & Burke-Gilman) and to encourage walkable neighborhoods.

CD5: Encourage redevelopment and revitalization of existing infrastructure (schools, businesses, single and multi-family structures) by providing incentives.

CD6: Community design should be pedestrian-oriented with incentives for development and redevelopment to open new or enhance existing pedestrian access and green spaces.

CD7: Establish rules and incentives that ensure developments are planned in ways that are consistent with the communities' vision of three-pronged sustainability (economic, environmental and social equity).

CD8: Establish density and zoning regulations and design review processes that are flexible enough to allow for creativity in design, but restrictive enough to ensure the protection of the community, especially the immediately adjacent neighbors.

CD9: Use medium- to low-density, multi-family units as transitional areas from high-density residential or commercial properties to single-family homes.

CD10: Modify the existing R-48 transition regulations to permit a 50 foot height limit (60 feet through a conditional use process) only if the subject site is adjacent to R-24 or R-48 residential zones or commercial zones and not adjacent to residential zones with a density less than R-24.

CD11: Take advantage of city, state, and federal pilot projects whose focus is improvement of the environmental health of the community, such as green streets, innovative housing designs, alternative power generation, etc.

CD12: Establish rules and incentives that ensure actions occur in a manner that is consistent with the community's vision, while still promoting and providing incentives for redevelopment.

CD13: Improve the area around 145th St. and 15th Ave. with place-making treatments, such as lighting, benches, and landscaping, to identify it as a gateway to the City.

Natural Environment

Goal: To provide a healthy and flourishing natural environment for the benefit of both human and wildlife residents, utilizing innovative technology and conservation measures



The community identified a number of natural characteristics that enhanced the quality of life in the neighborhood and were highly valued. These included the extensive tree canopy, vegetative cover, and prevalent wildlife, notably the varied list of bird species. They also acknowledged other existing, natural conditions that could pose

problems in the process of development or redevelopment. These included the high groundwater table, poor soil conditions and infiltration rates which exist on some sites. This section attempts to balance natural capital with development.

Natural Environment Policy Recommendations:

NE1: Create incentives to encourage the use of innovative methods of protecting natural resources (solar power for lighting outside space, green storm water conveyance systems, new recycling options).

NE2: Create incentives to encourage innovative strategies to enhance the natural environment on and around developed sites (green roof and green wall techniques, hedgerow buffers, contiguous green zones through neighborhoods, green storm water conveyance systems).

NE3: When redeveloping a site, encourage incorporation of measures that improve or complement the community's natural assets such as its tree canopy, surface water elements, wildlife habitat, and open space.

NE4: Link green open spaces within subarea and then link them to those outside subarea to create trails.

NE5: Support creation of contiguous ecosystems through a designation of "green corridor," as a public/private partnership.

NE6: Protect and renew ("daylight") streams in the area.

NE7: Create incentives to encourage enhancement and restoration of wildlife habitat on both public and private property through existing programs such as the backyard wildlife habitat stewardship certification program.

NE8: Use green street designs in south Briarcrest to provide more green space for residents in that area and to link residents to an east-west trail that connects the area to other trails such as the Interurban Trail.

NE9: More accurately map the groundwater system and the locations of covered streams in Ridgecrest to allow a better understanding of the hydrology of the area and its wetland characteristics.

NE10: Make greater use of volunteers for habitat restoration by using programs already in place through organizations and agencies such as the Washington State Department of Wildlife and Fisheries.

NE11: As part of the process of revising the City's tree code, create incentives to plan all remodel and new development around substantial trees to preserve tree canopy.

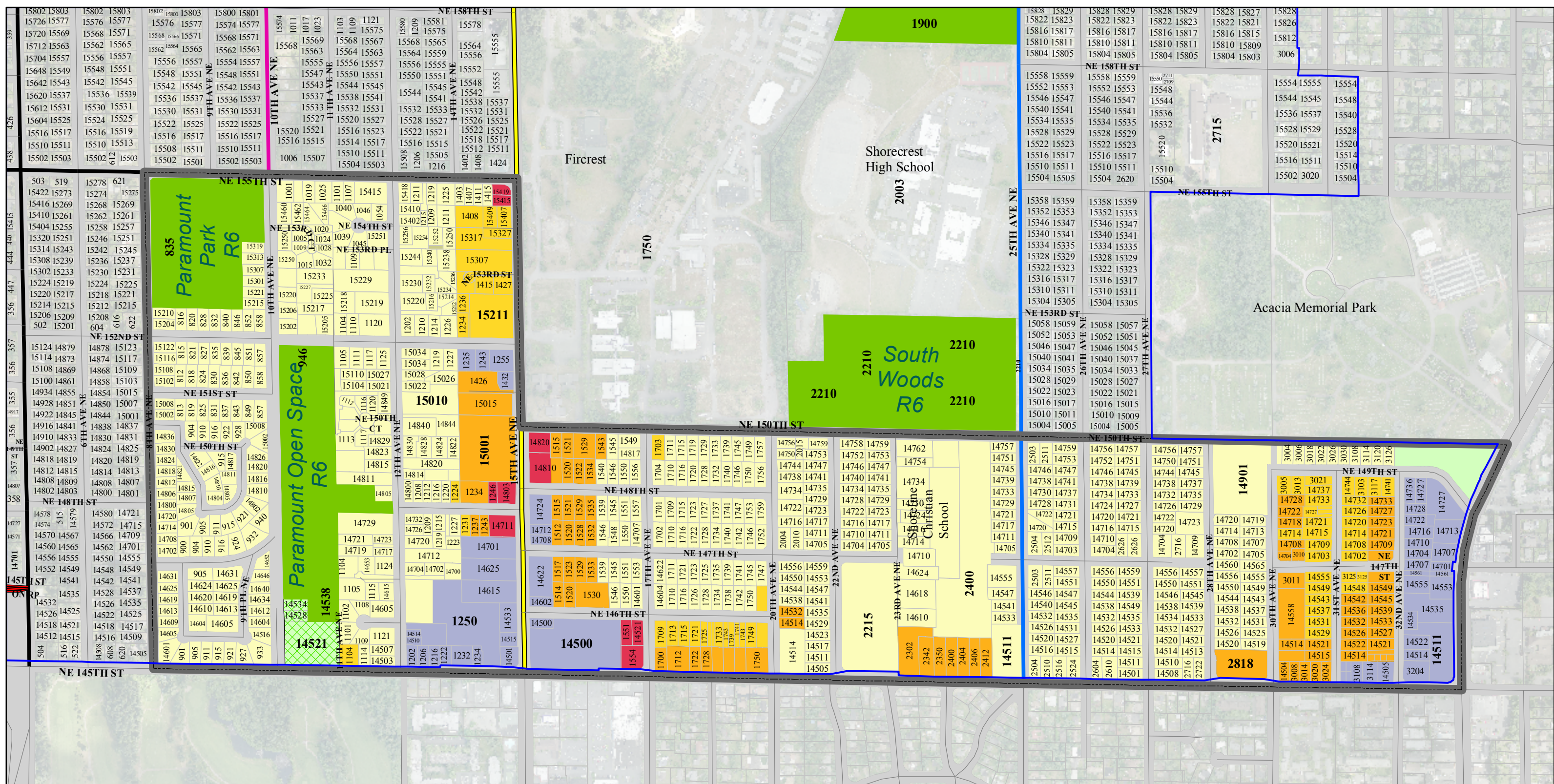
NE12: Retain and establish new trees, open spaces, and green belts.

NE13: Use green buffers of specific buffer area to building height ratio between different land uses, especially where transition zoning is not possible.

NE14: Designate the area between Seattle's Jackson Park and Hamlin Park as a potential "green corridor" to provide a contiguous ecosystem for wildlife.

Appendix A: Zoning and Comprehensive Plan Maps

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Southeast Shoreline

Proposed Land Use Final Option

Comprehensive Plan

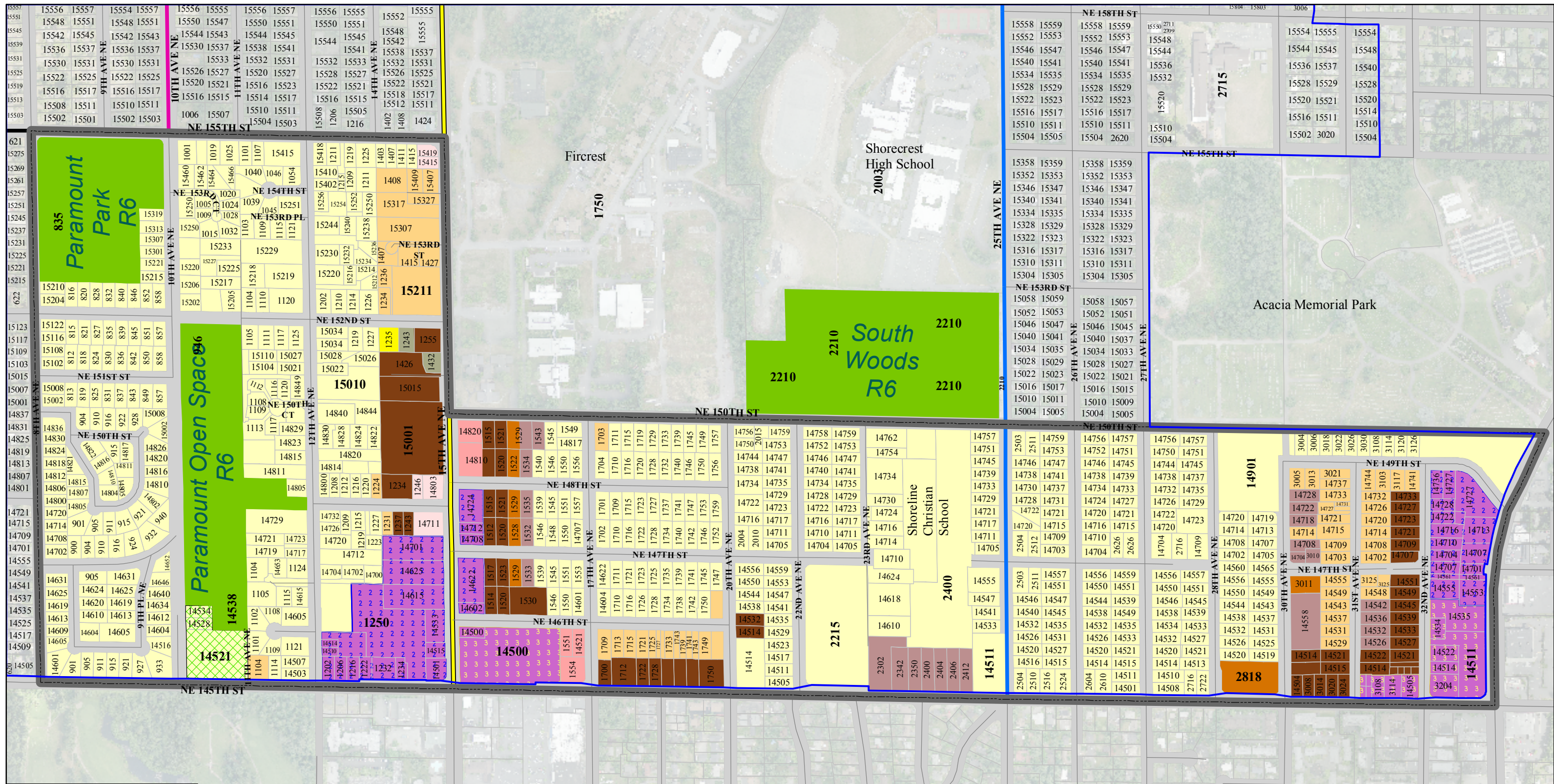
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use
- Community Business

- Regional Business
- Public Facilities
- Campus
- Special Study Area
- Ballinger Special Study Area
- Briarcrest Special Study Area

- North City Business District
- Paramount Special Study Area
- Private Open Space
- Public Open Space

- City Boundary
- Open Water
- Planning Area
- Outside Shoreline
- Interstate
- Principal Arterial
- Minor Arterial
- Collector Arterial
- Neighborhood Collector
- Local Street
- Park
- Park Expansion
- Unclassified Right of Way
- Tax Parcel





Southeast Shoreline

Proposed Zoning Final Option

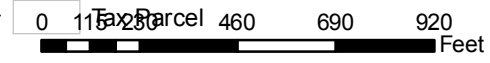
Zoning Designation selection

- R-4; Residential, 4 units/acre
- R-6; Residential, 6 units/acre
- R-8; Residential, 8 units/acre
- R-12; Residential, 12 units/acre
- R-18; Residential, 18 units/acre
- R-24; Residential, 24 units/acre
- R-48; Residential, 48 units/acre
- Mixed Use 3
- Mixed Use 2
- Mixed Use 1
- PA; Planned Area
- C; Campus

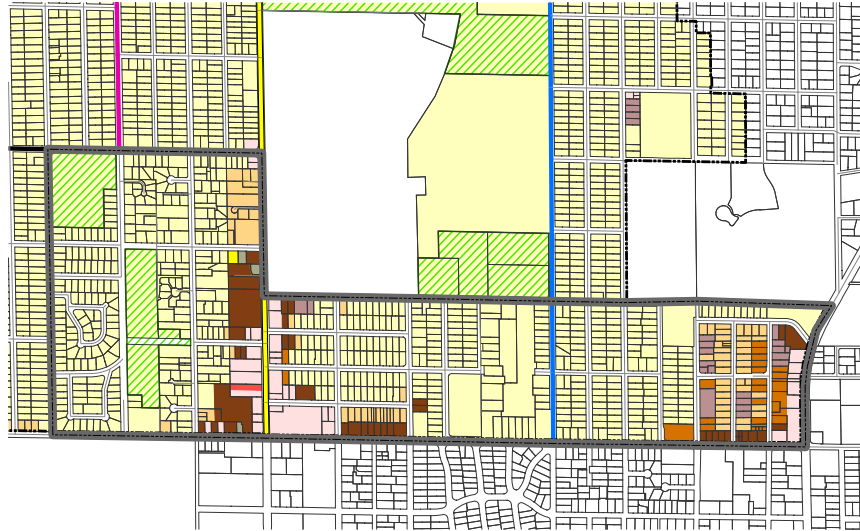
- NCBD: North City Business District
- O; Office
- CB; Community Business
- NB; Neighborhood Business
- I; Industrial
- CZ; Contract Zone

- City Boundary
- Open Water
- Planning Area
- Outside Shoreline
- Interstate
- Minor Arterial
- Collector Arterial
- Neighborhood Collector
- Local Street

- Park
- Park Expansion
- Unclassified Right of Way



Southeast Neighborhoods Subarea Plan Report



developed by the
Citizens' Advisory Committee
with support of the City of Shoreline
Planning and Development Services Department

November 19, 2009



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Special Thanks to...

Citizen Advisory Committee Members:

- Arthur Peach, Chair
- Dick Nicholson, Vice Chair
- Cara McKinnon
- Dennis Lee
- Jeff Mann
- Jennifer Hyatt
- Loretta VanDyke
- Mark Holmes
- Rebecca Tracy
- Scott Solberg
- Sigrid Anne Strom
- Stacy Haiar
- William Bear
- David Pyle (served as Planning Commission liaison and Chair from 7/08-3/09)



With support of...

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- Rachael Markle, Planning and Development Services Dept., Associate Director
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Introduction/Background

When the official City Comprehensive Zoning Map was adopted by Ordinance 292 on January 7, 2002, several segments were designated as Special Study Areas. The designation was intended to be a place-holder until the areas could be analyzed in further detail to determine a long-range vision. Two of these are the Briarcrest Special Study Area and the Paramount Special Study Area (located predominantly in the Ridgecrest neighborhood).

Properties in special study areas have zoning, but do not have accompanying Comprehensive Plan designations; i.e., no long-range vision. The purpose of the Southeast Neighborhoods Subarea Plan was to rectify the lack of direction in the existing Comprehensive Plan Map.

The City of Shoreline formed a Citizen's Advisory Committee (CAC) to work with staff to develop a subarea plan that provided proper study of these areas, proposed a long-range vision, identified infrastructure priorities, implemented appropriate zoning (if different than the current zoning) and informed development of code modifications.

The study area boundaries covered approximately half of the Briarcrest neighborhood and a portion of the Ridgecrest neighborhood, hence the name Southeast Neighborhoods Subarea Plan. Most of this area was defined as a "special study area," except for parcels between 30th Avenue NE and Bothell Way and between 8th and 15th Avenues NE, which already had existing Comprehensive Plan designations.

An initial decision of the committee was to organize the subarea plan with similar elements used in the City of Shoreline's Comprehensive Plan, as follows:

- Land Use
- Housing
- Transportation
- Parks, Recreation and Open Space
- Economic Development
- Community Design
- Natural Environment

Other guiding City documents that informed their decision-making included the Shoreline Environmental Sustainability Strategy, the Comprehensive Housing Strategy, and the Economic Development Strategy. The CAC sought to incorporate recommendations from these long-range strategies and the citizen groups who formulated them into their planning efforts. For example, the Natural Environment category is not included in the current Comprehensive Plan, yet in accordance with principles set forth in the Environmental Sustainability Strategy, the committee felt it important to make recommendations on this topic.

Process

The subarea plan process began with staff touring the neighborhoods with a group of residents in the early spring of 2008 to discuss issues that faced the subarea as well as to identify some defining characteristics. An Open House public meeting was held on March 19, 2008, during which the community was introduced to the subarea plan process and Smart Growth principles, and asked to provide input about their concerns and goals for the area. A second community Open House was held on May 20, 2008, where members of previous Citizen Advisory Committees spoke about their experience, and the public was invited to apply for the Subarea Plan CAC.

Twenty-three citizens ended up applying for the committee and sixteen of these were appointed by City Council on June 16, 2008. The CAC consisted of 16 members, all of whom lived or owned property within the boundaries of the subarea or were a representative of one of the neighborhood organizations or a City commission. The group was equally divided by gender and displayed a representative diversity in length of residence, age, occupation and interests. The committee held their first meeting on July 15, 2008.

Because the committee decided to develop the subarea plan using the same categories as the Comprehensive Plan, they felt it important to have a similar base of background knowledge about each topic. They invited experts (predominantly City staff from appropriate departments) to present logistic and budgetary considerations that they should use to inform their deliberations and recommendations. They heard from Traffic Engineers, the Economic Development Manager, Parks and Public Works Directors, the Wastewater District Manager, and others.

They then began to formulate their recommendations by identifying neighborhood characteristics and an inventory of existing amenities and issues. They created goals and policy recommendations for each categorical element. They made a presentation to City Council on April 6, 2009 to inform them of progress and discuss preliminary proposals. They held an Open House for the community to solicit feedback on June 16, 2009. After considering responses and incorporating suggestions from Council and the neighborhoods, the CAC came to agreement on the goals and policy recommendations and focused on the task of finalizing the zoning map.

In order to finish before the holidays, they decided to increase the frequency of their meetings from bi-weekly to weekly, and also to begin each of the meetings where they would discuss the zoning map with a half-hour public comment period. Through vigorous debate, compromise and democratic processes the committee adopted the Comprehensive Plan and zoning recommendations on November 10 and the Subarea Plan Report, complete on November 17, 2009.

Report of the Citizen’s Advisory Committee:

The CAC Committee Goal:

To recommend a plan for the City of Shoreline Southeast Neighborhoods Subarea that satisfies:

- 1) The desire of residents to preserve and enhance the current quality of life in the subarea neighborhoods; and
- 2) The need to accommodate some increase in residential and business density in the subarea neighborhoods over the next 20 years.

The S.E. Subarea Plan:

Purpose:

- To identify existing problems or issues that require attention from the City;
- To identify what level of increase in residential and business growth might be reasonable and desirable in the subarea over the next 20 years; and
- To identify means of accomplishing changes in density with maximum benefit and minimum harm to the existing quality of life.

Goals:

- To provide a summary of issues that have been identified by residents as currently affecting neighborhood quality of life; and
- To provide recommendations that would create a framework for constructively addressing issues that have been identified or could arise from increases in density.

To inform their work, the committee identified an Inventory of Neighborhood Characteristics and Issues within the subarea, which are included as Appendix A. This laid the groundwork to focus on what the community could be like over the next twenty years, based on the belief that properly-managed growth may expand the opportunities for current residents and future generations, without negatively impacting the desirable attributes of the subarea and surrounding neighborhoods. The Committee also discussed quality of life values which are reflected below.

Quality of Life Values:

The subarea plan strives to maximize the retention, conservation, and preservation of valued neighborhood characteristics such as:

1. Social capital - friendly, well informed, diverse, participatory neighbors
2. Safety
3. Existing single family/adaptive housing
4. Great parks, wildlife corridors, tree canopy
5. Small local businesses
6. Sense of unique identity and history
7. Quality of students, teachers, schools
8. Quiet

9. Clean air/water
10. Retention of a unique neighborhood identity
11. Core residential character that is single-family homes
12. Thriving/solid social fabric/social networks
13. Sustainable practices that protect quality of life and economic stability
14. Abundant natural environment of trees, vegetation, wildlife, and open spaces
15. Diversity expressed in resident demographics, available housing, and recreational/social opportunities, but complementary to core character of single-family, detached dwellings
16. Business enterprises that mesh well with neighborhood character
17. Attractive, livable, flexible housing

Delineation of the values and issues accomplished two primary objectives. First, clearly-defined issues ensured the committee generally agreed on the problems needing to be addressed, and what values were shared or conflicting within the subarea as represented by the committee. Second, the issues defined the basis for evaluating solutions developed during the process.

They next identified the assumptions under which they were operating. The purposes of this exercise were to gauge whether committee members were of a like mind concerning certain core principles, and so they would not have to reiterate common themes in each section of goals and policy recommendations. They are based on beliefs that the committee felt represent the cultural standards and values of the community at large. They are included here as background.

Operating Assumptions:

1. The subarea plan should facilitate and complement the objectives established by the Comprehensive Plan, and the Housing, Sustainability and Economic Development Strategies.
2. The committee should accept problems that are beyond their control for exactly what they are – problems (i.e., 145th St. traffic), and try to recommend policies and regulations that do not worsen the problem.
3. Property owners have a reasonable expectation that their interests will be considered in future land use actions.
4. Neighborhood character can be preserved and even improved. This could be accomplished through a variety of methods including: design review, proscriptive regulations and/or bulk and height restrictions.
5. Demographic changes (identified in the Comprehensive Housing Strategy, including aging population, fewer couples with children, more singles, etc.) and rising costs will increase demand for housing alternatives that are not the traditional single-family home.
6. Neighborhoods should strive to balance environmental sustainability with social equity and economic development.

7. Small scale retail and personal service uses are appropriate in designated areas to accommodate the everyday needs of nearby residents.
8. The community values its parks and open spaces and will look for opportunities to enhance forest and ecosystem health, with consideration for financial limitations of the City and its residents.
9. Development in Shoreline is likely to continue, so rather than attempt to stop it, the community should prepare by crafting policies and regulations that will mold it into something attractive and amenable to neighbors.
10. Increased density may be acceptable when it provides a benefit to the community.
11. Ensuring that a diverse mix of people can live in the Southeast Neighborhoods Subarea will enhance the area's ongoing vibrancy and quality of life.

The next step in the process was to delve into the specifics of the different categorical elements to determine goals and policy recommendations. The following section of this subarea plan will go through each category considered by the committee to delineate their goals and policy recommendations for each.

The **goals** represent an intermediary step between the identification of existing character, values, issues and assumptions and the development of specific **policy recommendations** that the CAC will direct City staff, Planning Commission and Council to consult when drafting regulatory language to implement their suggestions.

Land Use

Intent: To promote smart growth, enhancement of local businesses and amenities, connectivity and transition between uses, and compatibility between potential development and the established residential character of the neighborhoods.



Relatively little development activity has occurred within the subarea since annexation, but residents repeatedly expressed concern about the potential for such at all forums for public input. One of the key issues addressed during the planning process was to determine locations where new development should be promoted or restricted, with particular emphasis on the role of residential development in the subarea.

Having previously identified issues currently or potentially affecting the subarea, the committee was able to differentiate between those whose solutions could be supported by additional growth and development and those that could negatively impact the residential quality of life as a consequence of such growth and development.

Neighborhood goals of increasing transit service, development of sidewalks and trails, encouragement of sustainable development and affordability components, and establishment of retail businesses and “third places” could all be positive benefits of increased density. Concerns over increased population included impacts to traffic, parking, natural environment, storm-water drainage and the high water table, as well as loss of privacy, peace and neighborhood identity.

The following goals and policy recommendations represent the committee’s attempt to realize the benefits of inevitable population growth over time while mitigating negative impacts to the extent possible.

Land Use Goals:

1. Promote the analysis of impacts to the full range of systems as part of the planning and development process.
2. Encourage mixed use along transit and commercial corridors.
3. Create incentives to use vegetated buffers between types of land use, in addition to transition zoning or open space.
4. Development, as defined in the Comprehensive Plan, should be approached from the perspective of innovative options for increasing density.

Land Use Policy Recommendations:

1. Establish policies and zoning to provide appropriate transitions between existing and proposed development and dissimilar land uses to minimize conflicts relating to solar access, noise, scale, etc.
2. Analyze scenarios of maximum build-out.
3. Place highest-density housing (mixed use) on transit lines or in already established commercial zones.
4. After updated regulations governing new development and redevelopment have been established, revisit the rules on a regularly scheduled basis for the purpose of enhancing the rules that work and eliminating those that don't work.
5. Consider establishing a neighborhood business zone that would be restricted to non-residential uses, or some other solution to the problem of retail development being overlooked when residential development on the site yields more profit.
6. Establish metrics, targets, baselines and a reporting timeframe to measure progress of social, economic and natural capital when evaluating Comprehensive Plan completeness.
7. As the housing market and transportation technologies evolve to support more options, establish zoning designations for areas that may be appropriate for car-free zones or reduced parking standards.
8. Quality of life for current residents in the subarea should be considered in decision-making processes that involve new development in the community, even though decisions must also take into account overall land use goals and the economic needs of the City as a whole.

Housing

Intent: To promote housing diversity, affordability and adaptability while respecting and maintaining the identified single-family character of the neighborhoods.



Recommendation #2 under “Housing Choice and Neighborhood Character Strategies” in the Comprehensive Housing Strategy advises to “Test changes in the comprehensive plan and/or development regulations designed to encourage housing choice through pilot projects in select and limited sites or on a broader scale as a result of

a defined neighborhood subarea planning and design process.” Another charge of the Housing Strategy is to “Use the neighborhood subarea process to identify areas that could support innovative projects and articulate specific compatibility criteria.” Since adoption of the strategy, the SE Neighborhoods Subarea Plan CAC is the first to be able to recommend where and how new or revisited housing styles and code changes may be implemented as pilot projects.

Because the subarea is mostly built out, with very few large tracts of raw land remaining, most expected growth will occur as infill and/or redevelopment. Given that these options include a wide spectrum of styles and quality, how this housing would fit with the surrounding community posed one of the greatest challenges to the committee. There were many discussions about what constituted and how to promote “appropriate” infill development.

One style of development that many committee members felt was incompatible with neighborhood character were large homes commonly referred to as “megahouses.” The definition of the term varies widely. Some define a mega-house simply by its size. Others define it as a structure that is out of proportion to the size of the lot on which it is built or to its neighbors, and often this is expressed in terms of a Floor Area Ratio (FAR). As the Comprehensive Housing Strategy Citizen Advisory Committee also opted to do, the subarea plan CAC declined to make specific recommendations on the subject of “megahouses” until staff, Planning Commission and City Council could look at the matter more thoroughly, research the success of programs and policies implemented by neighboring jurisdictions, create a definition and FAR standards to meet local needs, and look at impacts of the issue city-wide.

As part of their discussion about what styles they felt would be complementary or detrimental to neighborhood character, the committee participated in a visual preference survey, discussed design elements, and examined different housing styles, including Accessory Dwelling Units (ADU), small houses on small lots, cluster development, duplexes on corner lots, etc. Examples of some of these styles of housing are pictured below.





In addition, the examples below are development styles that the committee rated highly in their Visual Preference Survey.



Based on these preferences for particular styles of housing or architectural elements, the following goals and policy recommendations address options that the committee felt would be a good fit in their neighborhoods, and also delineate how to promote compatibility between new styles of development and existing neighborhood character. Staff, Planning Commission and City Council will use these goals and recommendations to develop specific code language to modify requirements for these housing styles. For example, the current Development Code states that in order to build a detached Accessory Dwelling Unit, the lot must be a minimum of 10,000 sq. ft. To make this option available to more families, it may be appropriate to reduce the minimum lot size.

Housing Goals:

1. Recognize and continue the area's history of providing affordable yet diverse housing to a variety of residents across the income spectrum.
2. New housing development that is added in the center of established neighborhoods of the SE Subarea should be consistent with neighborhood character. Lot size to structure ratios and the scale of building are important.
3. Distribute low-income housing so that it is not all in one place in the neighborhood, prohibiting the development of large, low-income housing groups or units.
4. Increase housing stock that attracts new families by appealing to a diversity of buyers' interests, including:
 - Energy efficiency
 - Parking options
 - Density/size/FAR
 - Private/shared outdoor open space
 - Affordable/quality/sustainable building materials and construction practices
 - Multi-family/multi-generational/single family housing options
 - Accessory Dwelling Units
 - Balance rental and ownership options
 - Adaptability
5. Because existing housing tends to be more affordable than new construction, remodeling and refurbishing current stock should be encouraged over demolition and redevelopment.

Housing Policy Recommendations:

1. Review existing policies and City code on Accessory Dwelling Units and home businesses to promote low-impact density.
2. Adopt regulations that would allow "cottage style" housing without compromising quality.
3. Create incentives to remodel and retrofit the current stock of single-family homes.
4. Encourage "green" building through incentives, fees and /or tax policies.
5. Consider adding language to the Development Code to restrict development of "megahouses".
6. Encourage partnerships with non-profit affordable housing providers, land trusts, Community Development Corporations and other organizations whose mission involves increasing the stock of affordable housing.
7. Remove obstacles to adult family homes in residential zoning districts.

The committee opted to not make many changes to designations on the zoning map that would allow greater densities in order to accommodate expected population growth. As an alternative, they recommended revisiting the existing regulations regarding Accessory Dwelling Units as well as the code language developed for cottage housing immediately before its repeal. Staff has slated time to examine existing code language and propose changes to implement committee recommendations on their 2010 work plan.

The committee examined these housing styles, their impacts on surrounding neighborhoods, design standards and other controls that may be established to encourage compatibility with existing character, as well as policies of other cities that encourage their development. They determined that promoting such development could afford the neighborhood opportunities to increase density, thereby becoming more attractive to retail, service and transit development. Other benefits include the tendency of these styles to complement neighborhood character in terms of house size and architectural features, and also to be accommodating to changing family needs, such as aging parents, children unable to afford their own home, or providing rental income.

Another concept the committee discussed on several occasions was “adaptive” housing. The City’s Development Code has no definition for the term, but the basic premise is that an existing house may be modified to accommodate the changing lifestyle needs of its occupants. Such houses are usually single story with simple rooflines that are sited in the front or back third of lot to make remodels or additions easier in the future. They are usually designed to have larger bathrooms and wider hallways and doorways, level entries, and a bedroom and bathroom on the main floor. The goal is not to build in all the expensive amenities, but to make changes easier when they are needed.

Transportation

Intent: To promote connectivity, safety, alternative transportation and walkability throughout the subarea’s roadways and trail systems



After study of this issue and conversations with transportation planners and engineers, the committee realized that they may not be able to affect as much change as desired regarding certain identified problems because of complicated jurisdictional and funding logistics.

One of these areas is N. 145th Street. When Seattle annexed north to N. 145th Street fifty years ago, standard practice was to set the boundary at the center line of the roadway. However, by the time Shoreline incorporated in 1995, state law had changed so that boundaries were set at the edge of the right-of-way. This resulted in a situation where the east-bound lanes of 145th are in Seattle, the west-bound lanes are in

unincorporated King County, and the Shoreline city limits begin at the northern edge of the Right-of-Way. In addition, all of N. 145th St. is a state highway. Because of these considerations, the CAC scaled back their ambitions about improvements on the roadway that would facilitate better pedestrian access, etc.

This was also the case with mass transit service, especially with King County METRO. The neighborhoods were very supportive of increased bus service, additional stops, shelters, etc. However, because METRO funding comes primarily from sales tax revenue, the existing economic situation had caused a significant budget shortfall. The CAC recognized that service levels will continue to be affected primarily by the ebb and flow of economic tides, but opted to include language supporting additional service, and encouraged the City to continue working with METRO to make Shoreline a more transit-friendly community as funding becomes available.

They also chose to focus goals and recommendations regarding potential improvements to traffic safety, road treatments, and pedestrian and bicycle networks within the City's jurisdiction.

Transportation Goals:

1. Encourage “walkable” and “bikeable” neighborhoods and intra-area connections through incorporation of safe pedestrian and bicycle corridors.
2. Retain, improve, and expand public transit.
3. Increase local transit service to economic hubs and schools (in addition to service to downtown Seattle) that focuses on east/west connections.
4. Improve automobile traffic flow on major arterial corridors to accommodate increased density.
5. Implement traffic calming measures between 145th and 150th Streets as well as other local roadways to improve safety and reduce cut through traffic.
6. Implement improvements along 15th Ave. to revitalize business, increase pedestrian and bicycle safety and usability, and add vehicle capacity where necessary.

Transportation Policy Recommendations:

1. Work with neighbors to complete more “green street” type projects that will “complete” the street right of way and add pedestrian ways without adding curb-gutter and sidewalk.
2. Add bus shelters at busy stops.
3. As part of potential redevelopment of the commercial area on Bothell Way, address the east/west access issues to promote neighborhood connectivity to businesses, while protecting the residential neighborhood from cut-thru traffic.
4. As part of the update of the Transportation Master Plan, also consider smaller, innovative solutions to reducing automobile dependence, such as circulator busses, car-sharing, bike rentals, etc.
5. Encourage the City to work with Seattle, King County, Sound Transit, and WSDOT to undertake a corridor study on 145th St. that would result in a plan for the corridor to improve safety, efficiency, and modality for all users. This plan

should include adjacent neighborhoods in the process, and should have a proposed funding strategy for implementation.

Parks, Recreation & Open Space

Intent: To preserve, protect and promote creation of public spaces that balance needs for human recreation, animal habitat, and natural vegetative growth



The subarea contains or is adjacent to several of Shoreline's parks, including Hamlin, South Woods, and Paramount Park and Open Space. The City has improvements to these and other parks planned through their Master Plan and funding from the 2006 Parks Bond. The Parks Board governs initial decision-making and approves scheduled updates to this Master Plan, and a Citizen's Advisory Committee was currently being formed to create its own recommendations for the "trails" component of the plan. Because of this existing structure and timetable for parks planning efforts, the subarea plan CAC submitted the following recommendations to those tasked with Park plan updates, in hopes that they would consider the subarea's vision for local parks in their deliberations.

Parks, Recreation & Open Space Goals:

1. Support development of a trail/designated pathway connecting the Interurban trail with Paramount park (upper and lower), Hamlin park, South Woods, and to the Burk-Gilman trail.
2. Encourage development of sidewalks, footpaths, green streets, and signage on existing walkways near trail areas.
3. Use incentives to encourage development of more open/green space.

Parks, Recreation & Open Space Policy Recommendations:

1. As the population increases, establish target metrics for park space per capita and ensure that parks development and funding keep pace with development.
2. For larger-scale developments, establish a standard for proportional area of open space created or green space preserved.
3. Add a sign to the entrance on the west side of Paramount Open Space (9th Place NE) and to the east side of the park (12th Avenue NE and NE 148th Street) which are the park's main entrances. Add a sign on the west entrance of the park at 10th

Avenue NE and NE 151st Street where the path connects Paramount Open Space with Paramount School Park

4. Upgrade the path over Little's Creek in Paramount Open Space to provide a more permanent solution to the extremely muddy condition during wet weather. The path is a primary connection between the east and west sides of the Ridgecrest neighborhood.

Economic Development

Intent: To promote development of businesses that serve needs of local residents, add to vibrancy and socially-oriented identity of neighborhoods, and provide jobs



During a presentation to the CAC, the City's Economic Development Manager tasked them to consider businesses that they would patronize on a daily basis because once a business has invested in a community, it depends on neighborhood support. He also encouraged the committee to envision plazas and nodes of business activity rather than more traditional retail development. The CAC incorporated these suggestions, placing priority on establishment of neighborhood gathering places, employment opportunities for local residents and compatibility with adjacent residential uses.

Economic Development Goals:

1. Encourage the creation of community gathering places. Create nodes (indoor & outdoor) for gathering and social interaction.
2. Revitalize the local economy by encouraging new business that is beneficial to the community in terms of services, entertainment, and employment.
3. Increase small-scale economic development (e.g., retail, office, service) that employs local people and complements residential character.
4. Re-evaluate regulations with respect to home-based businesses with the intention of encouraging this type of business.
5. Increase access to locally made products and locally grown foods.
6. Inventory and promote the SE Subarea resources and opportunities, such as Shorecrest redevelopment, Public Health Labs, Fircrest, etc.
7. Support small business development within the subarea.
8. In accordance with mandates of the Growth Management Act and the Puget Sound Regional Council's recommended standards, be attentive to concurrency requirements regarding job creation relative to development.
9. Encourage community groups to define specific types of commercial, retail and professional businesses to best serve needs of subarea residents.

Economic Development Policy Recommendations:

1. Encourage home-based business within the parameters of the residential zoning to encourage employment without adverse impact to neighborhood character.
2. Attract neighborhood businesses with support from the Economic Development Advisory Committee that could be sustained by the community.
3. Continue active participation from the City and the neighboring community in determining most beneficial uses, practices, and mitigation in long-term plans for Fircrest.
4. Encourage staff to identify potential Capital Improvement Projects that support the adopted subarea plan vision for business areas in the southeast neighborhoods.
5. Modify commercial zoning regulations to require that mixed use buildings be designed to accommodate ground level commercial uses along arterial street frontages.

Community Design

Intent: To encourage well-planned design of systems and appropriate transitions between different uses so that positive impacts of growth are realized and negative impacts may be minimized



The subject of transitions was often discussed, and committee members felt that in concert with design standards, these could have a significant effect on preserving community values of privacy, and their identity as predominantly single-family neighborhoods, even as the subarea evolved to accommodate successive generations.

Over the next 20 years, they envisioned hubs of retail activity where neighbors could gather, leaving their cars in their driveways in favor of walking or biking for errands. They imagined green corridors for wildlife as well-managed habitat for native species of flora and fauna. They wished to maintain their reputation of supporting a diverse population base and providing some of the City's most affordable housing options. They believed that concentrating on elements of design and articulating standards was an effective method to bring their vision to fruition.

Community Design Goals:

1. Development regulations applicable to the SE Subarea should be predictable and clear, with regulations written in a manner that reduces uncertainty for developers, City staff, and the community.
2. Development & Land Use designs and patterns should contribute to the vitality of the area as a whole, serving the broader community and immediately adjacent neighbors, using compatibility criteria and incentives to be determined.
3. Encourage planning of local “hubs” for provision of services and gathering places.
4. Support development of a plan to implement a network of “feeder” pathways/trails (may also be in the form of green streets) to connect neighborhoods to larger, city-wide walkways (such as a potential trail connecting Interurban, Hamlin, Southwoods & Burke-Gilman) and to encourage walkable neighborhoods.
5. Encourage redevelopment and revitalization of existing infrastructure (schools, businesses, single and multi-family structures) by providing incentives.
6. Community design should be pedestrian-oriented with incentives for development and redevelopment to open new or enhance existing pedestrian access and green spaces.

Community Design Policy Recommendations:

1. Establish rules and incentives that ensure developments are planned in ways that are consistent with the communities’ vision of three-pronged sustainability (economic, environmental and social equity).
2. Establish density and zoning regulations and design review processes that are flexible enough to allow for creativity in design but restrictive enough to ensure the protection of the community, especially the immediately adjacent neighbors.
3. Use medium- to low-density, multi-family units as transitional areas from high-density residential or commercial properties to single-family homes.
4. Modify the existing R-48 transition regulations to permit a 50 foot height limit (60 feet through a conditional use process) only if the subject site is adjacent to R-24 or R-48 residential zones or commercial zones and not adjacent to residential zones with a density less than R-24.
5. Take advantage of city, state, and federal pilot projects whose focus is improvement of the environmental health of the community, such as green streets, innovative housing designs, alternative power, etc.
6. Establish rules and incentives that ensure actions occur in a manner that is consistent with the community’s vision, while still promoting and providing incentives for redevelopment.
7. Improve the area around 145th St. and 15th Ave. with place-making treatments, such as lighting, benches, and landscaping, to identify it as a gateway to the City.

Natural Environment

Intent: To provide a healthy and flourishing natural environment for the benefit of both human and wildlife residents, utilizing innovative technology and conservation measures



In their inventory, CAC members identified several natural characteristics that they felt enhanced the quality of life in the subarea and should therefore be protected, including the extensive tree canopy, vegetative cover, and prevalent wildlife, notably the varied list of bird species. They also identified other existing, natural conditions that they felt could pose problems if development was allowed to progress without consideration of impacts to such things as the high groundwater table, poor soil conditions and infiltration rates. The goal of this section is to attempt to balance natural capital with development.

Natural Environment Goals:

1. Create incentives to encourage the use of innovative methods of protecting natural resources (solar power for lighting outside space, green storm water conveyance systems, new recycling options).
2. Create incentives to encourage innovative strategies to enhance the natural environment on and around developed sites (green roof and green wall techniques, hedgerow buffers, contiguous green zones through neighborhoods, green storm water conveyance systems).
3. When redeveloping a site, encourage incorporation of measures that improve or complement the community's natural assets such as its tree canopy, surface water elements, wildlife habitat, and open space.
4. Link green open spaces within subarea and then link them to those outside subarea to create trails.
5. Support creation of contiguous ecosystems through a designation of "green corridor," as a public/private partnership.
6. Protect and renew ("daylight") streams in the area.

7. Create incentives to encourage enhancement and restoration of wildlife habitat on both public and private property through existing programs such as the backyard wildlife habitat stewardship certification program.
8. Use green street designs in south Briarcrest to provide more green space for residents in that area and to link residents to an east-west trail that connects the area to other trails such as the Interurban Trail.
9. More accurately map the groundwater system and the locations of covered streams in Ridgecrest to allow a better understanding of the hydrology of the area and its wetland characteristics.
10. Make greater use of volunteers for habitat restoration by using programs already in place through organizations and agencies such as the Washington State Department of Wildlife and Fisheries.

Natural Environment Policy Recommendations:

1. As part of the process of revising the City's tree code, create incentives to plan all remodel and new development around substantial trees to preserve tree canopy.
2. Retain and establish new trees, open spaces, and green belts.
3. Use green buffers of specific buffer area to building height ratio between different land uses, especially where transition zoning is not possible.
4. Designate the area between Seattle's Jackson Park and Hamlin park as a potential "green corridor" to provide a contiguous ecosystem for wildlife.

Zoning Map

See Appendix B for Comprehensive Plan and Zoning Maps

The committee opted to recommend few zoning changes throughout the subarea in order to preserve the single-family character of the neighborhoods. However, they recognized that because the region is a desirable place to live, its population is expected to grow over the next 20 years. Shoreline, due to its location and amenities, is likely to grow as well.

The Growth Management Act requires that the state forecast a population projection for the next twenty years and that cities and counties zone to accommodate their share of the anticipated population and job growth. Shoreline's growth target for that 20 year timeframe is 5,000 households. Since the subarea comprises about 3% of the City's total square footage, the committee assumed that its share of the growth was 3% and one of its considerations was to identify appropriate areas to locate an additional 150 households in the next couple decades. The committee understood that targets are fluid and will probably change over time, and that the subarea will not necessarily be expected to absorb that percentage of growth. Specific numbers were assumed as reference points in postulating various scenarios.

The committee held a number of lively discussions over a period of several weeks focusing on areas to encourage development and how to achieve transition from more intense to less intense zones. On several issues the committee votes were close, on some

issues there were tie votes. Committee discussion and voting totals are reflected in the summary meeting minutes at <http://shorelinewa.gov/index.aspx?page=178>.

As mentioned in the Housing element of this report, the committee's main focus was to increase housing choice by encouraging styles of "appropriate" infill development, such as Accessory Dwelling Units and small houses on small lots, rather than zoning larger areas for higher density. This way, growth is diffused throughout the area, has minimal visual impact on neighboring houses, and provides extra living space for extended families or rental income.

In addition to encouraging infill development, the committee identified a few areas where access to transit, business corridors, and park amenities would allow for the potential to increase density and create mixed use areas. One of these locations is the intersection of 145th St. and 15th Ave. The committee discussed that this intersection may be an ideal location for a "hub" or "node" of activities, businesses and gathering places. After the City Council adopted a Mixed Use Zoning category through Ordinance 560 on October 26, 2009 that would allow a range of densities and height limits based on what amenities were included, the committee decided to assign that zoning designation to the parcel on the eastern side of the intersection, where Goodwill is currently located. They also assigned the MUZ designation to the far southeast corner of the subarea.

They also recommended a variation of the MUZ designation that offers less flexibility, and therefore more certainty for neighbors about maximum density and height, because it does not include additional incentives for green building, open space, public art or an affordability component. This zone would be capped at a density of 48 dwelling units per acre and 35 feet in height. The committee's recommendation was for this designation to be applied to most of the area on the western side of the intersection between 145th St. and 15th Ave., as well as along the east side of 15th Ave. between 146th and 148th Streets.

Under the Growth Management Act, Shoreline has also been assigned a target of 5,000 new jobs, so the committee strove to provide opportunities for business development. This was the impetus for the committee's recommendation of the development of a third category of Mixed Use Zoning, which caps residential density at 12 dwelling units per acre. This designation was meant to encourage a mix of neighboring uses, rather than different uses in a single building. The intent of the committee member who proposed it was to preserve land for commercial and office development by severely restricting residential capacity, while still allowing for the creation of live/work lofts, etc. Though this option was discussed at several meetings the Committee ultimately did not choose to apply it to the subarea.

Transition zoning was also a recurring topic of discussion, and the committee recommended stepping down in zoning intensity from the areas designated for Mixed Use to the single-family core of the neighborhood. This is represented on the zoning map in the area east of 15th Ave., where zoning transitions from Mixed Use to R48 to R24 to R18 to R6. Zoning transition was also used in the southeast corner of the subarea, with

the most intensive use along the intersection of 145th St. and Bothell Way, and transitioning down in terms of intensity of use to both the north and the west.

Final Thoughts & Next Steps:

The committee was very cognizant of the fact that this subarea plan was meant for the next 20 years. They recognized that many things will change in that time period. By 2029, there will likely be a light rail stop near 145th St. and Interstate 5. New automotive technology may have transformed the fueling, design, and maybe even necessity of cars. Successive generations may have different preferences for building and neighborhood design and amenities. New technologies may spur new industries and the job base and commercial districts will likely grow and evolve.

Yet while contemplating these uncertainties and determining how to incorporate them into the long-range vision for the subarea, the committee also focused on the aspects of their neighborhoods that they want to preserve. The single-family character, friendly atmosphere, natural amenities, and other characteristics mentioned in Appendix A were all of paramount importance and considered in nearly every discussion. The goal of the citizens on this advisory committee was to attempt to control inevitable change, to use it to gain amenities and improvements they seek, but to keep it from negatively affecting the quality of life that they treasure and the character of the neighborhoods that they call home.

This concludes their report. It will be revised into a more succinct form in order to be presented to the Planning Commission, who may offer their own changes before making a recommendation to the City Council. The Council will undergo their own review before they finalize the subarea plan and adopt it as part of the Comprehensive Plan.

Minority Report for the Southeast Neighborhoods Subarea Plan

Submitted to the City of Shoreline Planning Commission
January 27, 2010

Submitted by the following members of the
Southeast Neighborhoods Subarea Plan Citizens' Advisory Committee:
Bill Bear (Briarcrest)
Dennis Lee (Briarcrest)
Cara McKinnon (Briarcrest)
Sigrid Anne Strom (Ridgecrest)
Loretta Van Dyke (Briarcrest)

1. Introduction

“If you can create livable, inclusive, and equitable neighborhoods, then other goals, such as sustainability, transit access, and growth management will fall in place – or at least can be addressed more successfully.” (PowerPoint® presentation, “Supporting Walkable Neighborhood Business Districts,” Gregory Easton, 2009)

The southeast Shoreline subarea already has “livable, inclusive, and equitable neighborhoods.” We don’t have to create them. And we don’t want to destroy what we already have. Instead, it’s a question of further enhancing the quality of life in the neighborhoods and of resolving specific issues related to increasing residential and commercial density in Briarcrest and Ridgecrest.

In the following sections of the report, we address some of the major concerns we still have with the CAC Southeast Neighborhoods Subarea Plan.

2. Subarea plan compliance with the City of Shoreline plans and initiatives

Although the recommended goals and policies in the committee report generally support the stated goals of the City of Shoreline Comprehensive Plan, goals of other city-wide plans and initiatives, and the Comprehensive Plan Framework Goals (FGs), the committee’s zoning map does not support these other City goals. The report itself also does not specifically examine light rail impacts in any detail nor the potential impact of changes in use of the Fircrest site on the subarea (FG1, FG2). It does not address adequately the concept of a “diverse economy” (FG4). And it does not address adequately how a large increase in density in this subarea could be mitigated in a manner that would “enhance the quality of life” in the subarea (FG1).

3. The discrepancy between the subarea plan report and zoning map

Density on committee’s zoning map (700-900 new units) is not only much higher than the City’s original target (150 new units), it reflects neither the intent of the goals and policies in the report with regard to respecting the existing neighborhood character nor the recommended goals and policies for mitigating the negative impacts of development.

Taking into account the current percentages for the subarea (3.6% of the city’s total geographical area and 5.3% of the city’s total population), the proposed increase in *total* city population over the next 20 years (5,000), and the average occupancy rate (2.2 residents/unit), the total number of new residents should be 180 (3.6% x 5000 residents). This translates into 82 new units (180 residents/2.2 residents per unit).

Given that the current percentage of city population is higher than the percentage of geographical area in the city and that the current City target for density increase in the subarea is 150 units, it seems obvious that adding 700-900 new units in the subarea is overkill. This also doesn’t take into account issues of retaining neighborhood character and mitigating the negative impacts of such development. In addition, the zoning map

does not reflect the Growth Management Act provision that “...encourage[s] the preservation of existing housing stock.”

The new zoning map included with this Minority Report modifies zoning changes in the subarea to provide more opportunity for meaningful job growth, as discussed elsewhere in this report, and to more closely adhere to realistic density targets.

4. Impacts not considered in the subarea plan

- Critical interfaces with adjacent municipalities and the effects of these interfaces on the subarea, which is bordered by the City of Seattle on the south side of both neighborhoods and by the City of Lake Forest Park to the east and north of Briarcrest

Coordination between adjacent municipalities with respect to land use is a state requirement.

- Potential changes in land use on the large, state-administered tract that borders the subarea to the north of Briarcrest and to the east of Ridgecrest (Public Health Laboratories and Fircrest)

What happens with this tract of land will have a major impact on both neighborhoods in terms of traffic, population density, environmental conditions, and more. The issue is definitely on the minds of residents adjacent to the area. The subarea should have a say regarding the City of Shoreline’s input to the state on this issue. The potential cumulative impacts of development on both the Fircrest site and in the subarea need to be addressed.

- Potential impacts of a light rail transit station on I-5 at N.E. 145th Street

The committee was aware of plans to create such a transit station but did not evaluate the potential impacts in any detail, particularly with respect to Ridgecrest.

- The diverse needs of a low-income population

Low-income populations are not homogeneous populations and cannot be served by a one-size-fits-all solution, namely warehousing them in large, multi-unit residences. Consider the diverse needs of the following low-income residents: the unemployed; the working poor; single moms and dads; grandparent(s) raising grandchild(ren); disabled adults; older residents surviving on social security; persons taking care of parents or a disabled child; students; young adults just getting started in the working world; many people just starting a business (not necessarily retail); most artists, writers, and musicians; and people who choose to live cheaply so they can do other things with their time and money. Having many different housing options available throughout the neighborhoods, as they are now, is preferred so that these residents are incorporated into the social fabric of the neighborhoods.

5. Troubling assumptions

- Reliance on regional mass transit systems and “walkable” neighborhoods will get people out of their cars and, thus, reduce our carbon footprint.

Not necessarily. Regional mass transit systems function mostly as a service for commuters who are going to jobs, school, or major shopping venues. They don't even begin to serve the needs of people who are just trying to get across town to shop for groceries.

Improved walkability within neighborhoods is certainly desirable, as much for social and health reasons as for environmental reasons. However, unless the entire range of services required by residents can be met so that people have the options they prefer (for example, QFC vs. Whole Foods), they will still get in their cars and drive to their preferred choices of service providers. Attempting to meet all these needs locally also means huge increases in density that would destroy the very essence of the two neighborhoods in the subarea.

What is missing on the part of the City of Shoreline is a focus on creating an *innovative* system of intra-city mass transit options that would benefit the entire city. Such a system would allow people to visit businesses, entertainment locales, recreational facilities, and other resources and also get to places of employment anywhere in the city without having to drive. It would also allow the City to free up acres of commercial space that are currently occupied by ugly, financially unproductive, environmentally unsound parking lots.

- Mixed-use development in the subarea will generate the numbers of jobs that the subarea and City need.

Probably not. Mixed-use development tends to focus on retail jobs, most of which are minimum-wage service sector jobs. It also tends to favor residential density at the expense of other commercial enterprises that could provide more economic diversity and generate livable wage jobs. Two examples of the kind of employer we have in mind are the Public Health Laboratories and the Veterinary Surgery Clinic in Briarcrest.

6. Recommendation for a new zoning category

To better address the economic need for more livable wage jobs in the subarea, we are proposing a new land use designation called Economic Zone (EZ). It would limit residential development to R12 and building height to 35 feet to keep leasing costs or building costs within the reach of most businesses. It would allow a focus on creating more commercial diversity and, hence, more diversity in the job base, i.e., not as much focus on just retail space that depends on foot traffic to survive. It would allow more commercial development in the subarea without such a drastic impact on the existing character of the neighborhood—but with the potential to attract more businesses that could provide livable wage jobs.

We have provided an example of how this new land use category could be incorporated in the subarea plan on the accompanying Minority Report zoning map.

7. A vision for the neighborhoods

The residents of this southeast Shoreline subarea:

- Place a high value on the affordable, mostly single-family housing options that are available to them.
- Place a high value on the natural environment in which they live, with its abundance of trees, native vegetation, and wildlife.
- Place a high value on the rich social networks that exist in the neighborhoods.

All of these factors create a very stable, very “livable” area that residents fiercely defend and seek to protect. Although many residents are cognizant of the need for more jobs in the area and also want to add some local business services and amenities that are now missing, they are not in favor of creating businesses or recreational options at the expense of the livable environment they now enjoy. They are also not in favor of adding residential density that destroys the existing social fabric of the neighborhoods.

So the pertinent question is how do we retain the qualities that make this subarea such a desirable place to live and still accommodate necessary increases in density as the city grows.

We might start with planning that focuses on the real needs of people and to do that, it might be useful to consider why single family homes are so desirable to most people. Some possible positive qualities are privacy, direct access to the outdoors, areas close to the residence where children can play safely, space for personal hobbies, space for pets, no noise from neighbors overhead or immediately adjacent to the living space, adequate facilities for household work (for example, a utility sink), adequate storage space, storage appropriate for the various household functions and for recreational and hobby equipment, windows that open to let in fresh air, views of trees and vegetation from the windows, space for gardening or sports activities, and so forth. Human beings really need to be able to “live” in a home, as opposed to just sleeping and eating there. The vision then is to extend the positive qualities of a single-family home in an innovative way to other residential options.

Next, it might be useful to consider the possibility of not segregating the natural environment from the built environment. Instead of limiting the benefits of parks to self-contained wild areas and recreational open space, extend these benefits into all areas of the neighborhood. Create a park-like setting for the entire subarea, no matter what the land use or built environment may be within the area.

With these qualities in place, it would be easier to protect the social fabric of the area, especially if other amenities are added that increase the possibility of positive social interaction between residents. These positive interactions are what build the social networks that create stable neighborhoods.

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Subject: Upcoming Planning Commission public hearing on Southeast Neighborhoods Subarea Plan

From: Jan Stewart [mailto:stewartjr_5@hotmail.com]

Sent: Wednesday, January 27, 2010 4:34 PM

To: Miranda Redinger

January 27, 2010

To the City of Shoreline, Planning Commission

RE: Southeast Subarea Plan recommendations made by Citizens' Advisory Committee

For more than 18 years I have lived in the southern part of Ridgecrest near Paramount Park Open Space. This is in the southwest corner of the SE Subarea currently in the planning process. I have followed the progress of the citizen committee and have attended some of their meetings. I have read the report and find much in it that I think is well thought out and worthwhile, and am very appreciative of the committee's hard work and dedication to our neighborhoods.

I do have some fundamental concerns, however.

I strongly believe that planning in this part of Shoreline simply cannot be done without including the NE 145th corridor. I realize this is a multi-jurisdictional issue and as such may be very complicated to sort out. I also know there is a recommendation in the committee's report to get the jurisdictions together and that the committee really had no control over this issue. But if we don't take this on now, when we're planning for density in the neighborhoods along 145th, then when? It makes no sense at all to plan for density without dealing with such an important east/west corridor as NE 145th.

To further complicate things, we have all heard that a light-rail station hub is planned for NE 145h and I-5. This will certainly bring with it huge impacts to not only the entire NE 145th corridor, but also to the part of the SE Subarea where my neighbors and I live. Does this mean we'll be doing another subarea plan later? It seems unlikely that Shoreline's planners are not currently working on this. If they are working on this, then we all need to know what's going on and how it ties in with our neighborhoods and this SE Subarea plan.

I would also like to associate myself with the comments made by some of the committee members in their dissent statement last November. When I read the committee's completed report, I was fully expecting to understand how the recommendations translated to the zoning maps. I did not see the correlation. I think this issue must be resolved; without context, it is impossible to see the zoning recommendations as anything other than arbitrary.

Sincerely,

Jan Stewart
Ridgecrest Neighborhood
Shoreline