

From: [Debbie Tarry](#)
To: [Chris Roberts](#)
Cc: [Carolyn Wurdeman](#); [Heidi Costello](#); [John Norris](#); [Miranda Redinger](#); [Rachael Markle](#)
Subject: FW: Additional station area questions.
Date: Monday, September 29, 2014 5:25:44 PM
Attachments: [AFFORDABLE HOUSING.docx](#)
[Shoreline N 185th Street Zoning Designation 8 11 14.pdf](#)

Chris –

Sorry we are just getting these to you – I have a second set coming. The answer is a little disjointed, but wanted to get to you.

Attached are Scott Clark Design book that he provided - all the pictures are from projects he is doing in Seattle. So the MUR 85 pictures are projects that would fit into this category and they are being developed in Seattle.

As you will see from the attached designs we are definitely meeting the density goals in the adopted policies. You will see even in MUR 45 – there are densities of from 43 units/acre all the way up to 170 units/acre – depending on the design. Therefore MUR 85 can be higher densities – again depending on design and that there would be retail (potentially on the 1st or 1st/2nd floors). The MUR 35 shows densities ranging from 12 units/acre to 24 units/acre. Ranging from duplexes to row houses.

Debbie Tarry
City Manager
City of Shoreline
17500 Midvale Ave N.
Shoreline, WA 98133

From: Miranda Redinger
Sent: Friday, September 26, 2014 5:13 PM
To: Debbie Tarry
Cc: Rachael Markle; Carolyn Wurdeman; John Norris
Subject: RE: Additional station area questions.

I have pieces of the answer ready, but Rachael may also want to weigh in on other areas that are building 5 over 2, and the question about what lessons the City has learned from existing projects about effects of transition area requirements and dense developments next to single-family.

Mandi has agreed to provide some numbers about potential development capacity if the City were to base zoning solely on LU25 and LU26, and how that compares to the potential zoning scenarios for 145th, as well as how development capacity for each growth scenario compares to the other. We already did that math for 185th (in preparation for a conversation w/ Will before choosing the Preferred Alternative), but it might take some digging to find it again.

Regarding his question about affordable housing, I have attached an excerpt from the September 4

Planning Commission meeting, which provides a detailed overview of proposed incentives and other mechanisms to promote affordable housing.

Regarding his questions about potential form and density in MUR zones, I have attached the work of Scott Clark, the architect who “ground-truthed” regulations under consideration for the 185th Subarea Plan.

We can dial this in on Monday.

Have a great weekend,
Miranda

From: Chris Roberts
Sent: Thursday, September 25, 2014 2:40 PM
To: Debbie Tarry
Cc: Rachael Markle; Carolyn Wurdeman; Miranda Redinger; John Norris
Subject: Additional station area questions.

Debbie,

Thank you for your update. It was a helpful summary of how we got to this point.

I do want to take a close look at our policies surrounding the station areas and how the proposed scenarios fit within those policies.

LU25: Evaluate property within a ½ mile radius of a light rail station for multi-family residential choices (R-18 or greater) that support light rail transit service, non-residential uses, non-motorized transportation improvements, and traffic and parking mitigation.

LU26: Evaluate property within a ¼ mile radius of a light rail station for multi-family residential housing choices (R-48 or greater) that support light rail transit service, non-residential uses, non-motorized transportation improvements, and traffic and parking mitigation.

As you mentioned, MUR 85 would allow for 5 over 2 construction, which is not seen in Shoreline and would be higher than other areas of the City. While this height allows for an additional floor over the 5 over 1 construction, do we have a sense if this construction design is currently used in other parts of the region?

MUR 65 or MUR 70 is what is allowed in Town Center as you mention. This is 5 over 1 construction. Although the proposed development code contemplates form based buildings, based on current projects in the City, would the density in those projects meet our existing policies regarding density in the quarter mile radius surrounding the light rail station. I ask because I believe our R zones are based directly on density rather than building height.

I have a similar question about the MUR 45 zone. What would be the projected density in an MUR 45 project? What would be the predominant style of construction permissible in this proposed zone?

As a clarification, the proposed MUR 35 zone would allow for the same heights that currently exist in an R-6 zone but would potentially allow for a different range of permitted uses and densities?

Finally, two other but related questions.

1) On the basic level, people want projects done and built right. When "bad" projects are allowed to move forward, nobody is happy, especially the surrounding neighbors. What lessons has the City learned from existing projects about the effects of our setbacks, step back requirements and other buffers? Are there ways to consider how a dense development "works" when the project is adjacent to a single family house, even when the underlying zoning might permit a different zone?

2) fundamentally, one of the reasons to permit additional densities around the light rail station is to allow for a range of housing choices (including price points) within the City. As the price to own a single-family residence has increased over the past year and rents have similarly seen increases in the region, what options can the City take to ensure that housing remains affordable for all residents and potential residents? I would like to see the City put together a full list of options for developing a robust affordable housing program, especially for people making less than 50% of the King County medium income. Whether it is an affordable housing impact fee or another proposal outside the box, I think we as a City should work on this component of our housing strategy along with the zoning and development code regulations.

Thanks,

Chris

Chris Roberts, Councilmember
City of Shoreline
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AFFORDABLE HOUSING

Most of these strategies come from King County Housing Development Consortium's (HDC) "Workforce Housing Toolkit" (Attachment A). The City has implemented or is considering almost all of them, plus a few that are not listed in the Toolkit. Below is the summary of these strategies as existing or proposed Development Code regulations or as City actions outside the Development Code. Strategies listed with an "*" are considered the most effective by HDC.

Shoreline's Existing Code Provisions Applicable to the 185th Street Station Subarea

The following existing code provisions do not require affordable housing, nor have they resulted in any built. They indirectly decrease the cost of development by encouraging more housing units on parcels, which may make housing more affordable to develop, but does not necessarily ensure the units developed are affordable for ownership or rent.

- Accessory Dwelling Units (ADU) - As per Section 20.40.210 of the Shoreline Development Code, ADUs are permitted in all zoning designations, subject to requirements such as maximum square footage, resident ownership, and parking. ADUs may contribute to affordable housing because it infills additional units that are 50% the size of the main residence, thereby possibly creating a more affordable option for adult children or aging parents, or a rental revenue stream for the homeowners, for example.
- Micro-Housing- Is currently allowed (Please see attached Administrative Order for details – Attachment B), but has not been explicitly defined in the Development Code. As per SMC 20.40.160, discussed by the Commission on August 7, micro-housing could offer a housing choice at rents that are more affordable and often include utilities. Because micro-housing relies mainly on small unit size to control price, rather than subsidy or incentive, there would be no monitoring requirement to ensure continued affordability. Micro Housing, also called "Apodments" or residential suites, is still an emerging concept in the Puget Sound area. It will be important for the Commission to discuss this concept in order to determine if it is an appropriate housing choice in the 185th Street Station Subarea. Shoreline resident, Liz Poitras provided thought-provoking testimony at the August 25 City Council meeting regarding questions she has about this housing type. Her comments are found in Attachment C.

Questions: Should micro housing be permitted "out right" or require a Conditional Use permit? What design or development aspects if any, should be regulated differently for micro housing in comparison to apartments (max/min unit size, required storage)? How should parking be determined?

- Form-Based Zoning (no maximum density) - As per SMC 20.50.020, City standards for commercial and mixed-use developments have incorporated more form-based design standards, which dictate dimensions like height and parking requirements, rather than a maximum density. Through the subarea planning process, the City is also considering form-based standards for new zoning designations. Proposed new zoning categories of Mixed Use Residential (MUR)-35, -45, and -85 represent a shift from defining residential designations by a density maximum to a height limit. Controlling density limits through the height and bulk of a building makes requiring affordable units more feasible because it can increase the unit count, which decreases per unit construction costs.
- State Environmental Protection Act (SEPA) Categorical Exemption- Adoption of a Planned Action as part of the Environmental Impact Statement (EIS) for the 185th Street Station Subarea Plan process means that up to the threshold analyzed in the Final EIS, developers do not need to perform their own SEPA analysis, including traffic modeling. This represents a savings in direct and indirect development costs, such as time and risk of appeal for the developer, which could be used to subsidize affordable units.
- Impact Fee Waivers or Reductions- While developers of market rate housing will be required to pay traffic impact fees under recently adopted SMC Title 12, low income housing provided by a non-profit entity, at a cost not to exceed 30% of the income for a household making 60% of the King County median income adjusted for family size, is exempted from this cost.

New Development Code Provisions Proposed through the 185th Street Station Subarea Plan

- Development Agreements*- SMC 20.30.338 of proposed code amendments discussed by the Commission on August 7 introduced the base requirements for development agreements. Development agreements can be used by the City in accordance with State law currently, but the City has not employed this tool to date. Although specific language is being proposed for development agreements as part of the 185th Street Station Subarea Plan, they can be used for developments in other parts of the city (note – this is not a change from current entitlements).

Council, as part of their August 25 decision on the Preferred Alternative zoning scenario for the 185SSSP, chose to analyze School District properties using the Mixed Use Residential- 85 foot height limit (MUR-85) designation rather than Master Use Permit zone (MUP) in the Final EIS. The MUR-85 would be allowed “outright”, but to achieve greater heights and flexibility a developer could apply for a development agreement. Development agreements are a highly effective tool for conditioning projects to provide community amenities like affordable housing in exchange for additional height and density. This process allows consideration of unique, site-specific opportunities. In short, the mechanism for a

developer to achieve heights greater than 85 feet (in MUR-85 zones with a minimum lot size) would be to enter into a development agreement and provide some combination of amenities to be defined.

In response to Council direction, staff revised proposed regulations for Commission consideration. Development agreements may also be the best mechanism to promote considerations such as Net Zero buildings and universal design, which fall under the purview of the building code rather than the zoning code. See Attachment D for examples of development agreements from other jurisdictions.

Although we are proposing the use of a development agreement, there are multiple ways to reach the same end. We could create a new permit type such as a Master Use Permit or amend the Master Development Plan permitting processing to include Station Subareas. The “must have” factors regardless of what method we select are: specific criteria to approve the increase in height and flexibility; a public review process; and the list of amenities desired in exchange for the increased development potential.

Question: Does the Commission have a preference as to the method that would be used to achieve increased densities, heights, and development potential in the MUR-85 zones?

The proposed criteria should show how a development addresses identified City and community values by incorporating elements of Vision 2029, Land Use Element policies 20 through 43, Housing Element goals and policies, Natural Environment Element goals and policies, Economic Development Element goals and policies, and Capital Facility Element goals and policies.

Question: Does the proposed criteria in Attachment E for approval of a Development Agreement in MUR-85 zones accurately reflect the Vision and Goals? What additional criteria should be considered? Do we have the right menu of required amenities?

- Incentive Zoning* - This strategy could be implemented through development agreements by exchanging greater development potential through additional height or density, or reduced parking (for example) in exchange for amenities such as affordable housing. This incentive is currently a proposed code amendment that the Commission discussed on August 7.
- Inclusionary Zoning or Fee-In-Lieu* - This strategy could be instrumental in creating affordable housing or establishing a Housing Trust Fund. The concept is to require developments of a certain size to include a specific percentage of units affordable to households making a defined percentage of the Area Median Income (AMI) for King County, or to pay a fee-in-lieu of such development, which could be dedicated to a Housing Trust Fund. An additional percentage or more

affordability may be negotiated through a development agreement. Some additional staff resources would be necessary to implement and track such a system over time. Attachments F and G are HDC examples from around the country and Washington, and in East King County Cities, respectively.

Questions: Inclusionary- Should a percentage of all multi-family units and mixed use with multiple family units in the MUR-85 zone be required to be affordable? If yes, to what household income level – 60% AMI, 30% AMI or use a sliding scale for incomes 0-60%? What percent of the total units should be required to be affordable – 10%, 20%? Should affordable units be required in any of the other proposed zones?

Fee In Lieu- Should the City consider an option that allows developers to pay a fee in lieu of constructing affordable units? If yes, in which zones should this provision be applied? How should the fee be derived?

- Minimum Densities- As per SMC 20.50.020, discussed by the Commission August 7th, the MUR-85 zoning designation, and possibly MUR-45 and -35 may include minimum densities. The intent is to reserve property closest to the station for the highest density housing options, and also to prevent development of lower density uses in the near term, which would likely be torn down when the market is ready to build taller buildings, thereby causing the neighborhood to undergo transition multiple times. This helps ensure that there is a healthy supply of housing in close proximity to the light rail station and its associated amenities, which may allow residents to forego the cost of owning a car. People living in proximity to light rail may not be able to be completely car-free, but if station subarea residents could average ownership of one vehicle per household, as opposed to two, it could have a significant impact on family budgets and Shoreline's carbon footprint. Draft minimum density provisions are in the proposed code amendments (Attachment E).

Question: What are the Commissioners' thoughts on minimum densities? In which zones or geographic areas in the subarea should minimum densities be applied, if at all? What specifically should the minimum density be in each of the MUR zones?

- Reduced Parking Requirements - In SMC 20.50.400, the City allows reduced parking standards for one bedroom units starting at .75. The ratio can be reduced up to 25% for projects that meet criteria such as proximity to transit. It also allows all affordable housing to have up to a 50% reduction, which could be .37 stalls per unit. Staff is continuing to discuss and revise these standards to create code language that reduces the number of parking spaces required for housing (especially affordable housing) within proximity to light rail, while balancing neighborhood concerns about overflow parking. Staff will provide details about proposed standards at the September 4 meeting.

Generally speaking, parking reductions decrease cost to build housing, which should make units more affordable. Low-income and senior households tend to have lower rates of car ownership, so the argument can be made that reductions for developments serving these populations should not impact parking available in the neighborhood. Some would also argue that parking in general should be reduced near light rail in order to create a transit-supportive community. However, public input to date has shown that there is a broader spectrum of opinions regarding parking than any other topic under consideration, and that overflow parking is a major concern of residents. It is also worth mentioning that there are degrees of “low-income” and “senior” housing, which may have different rates of car ownership. For example, most adults in their 60’s and 70’s still drive, while those in their 80’s and 90’s may not.

Question: Should the City consider reducing required parking “out right” by 25%, 50% or greater within a ¼ mile (or another selected proximity) to the light rail station? Should the existing parking standards and avenues for reductions apply?

- Transit Oriented Development (TOD)- This strategy creates special zoning regulations around transit to promote density, mixed-use, and walkable neighborhoods. One benefit of TOD is that higher density communities with transit nearby tend to reduce housing and transportation costs for lower income families. The proposed 185SSSP intends to support the development of a Transit-Oriented Community.

City Actions in Addition to the Development Code

- Capital Infrastructure Investments- One of the components of the 185SSSP will be a list of prioritized capital projects the City may consider initiating to promote and mitigate for redevelopment of the subarea, including transportation and stormwater infrastructure improvements. Goals of the subarea planning process are to not only identify the most significant and necessary projects to undertake, but also to make them competitive for grant funding from a variety of sources. The City’s investment in infrastructure to support development in the station subarea correlates to cost savings that would benefit both market-rate and affordable housing developers.
- Education and Communication about Affordable Housing Issues - This strategy has been pursued by the City through forums hosted in conjunction with HDC, the “Housing For All” initiative, and materials created during the light rail station subarea planning process. Education and communication about the local need for and benefits of affordable housing can reduce opposition to individual projects.
- Housing Trust Fund* - This recommendation is not included in the HDC Toolkit, but this is one way the City could directly contribute to the creation of affordable housing projects. Without a dedicated funding source, such as a fee-in-lieu

program (mentioned earlier), it is unlikely that the City would be able to support this through the general fund. Administering a Housing Trust Fund and potentially a fee-in-lieu program to finance it would create on-going staffing needs.

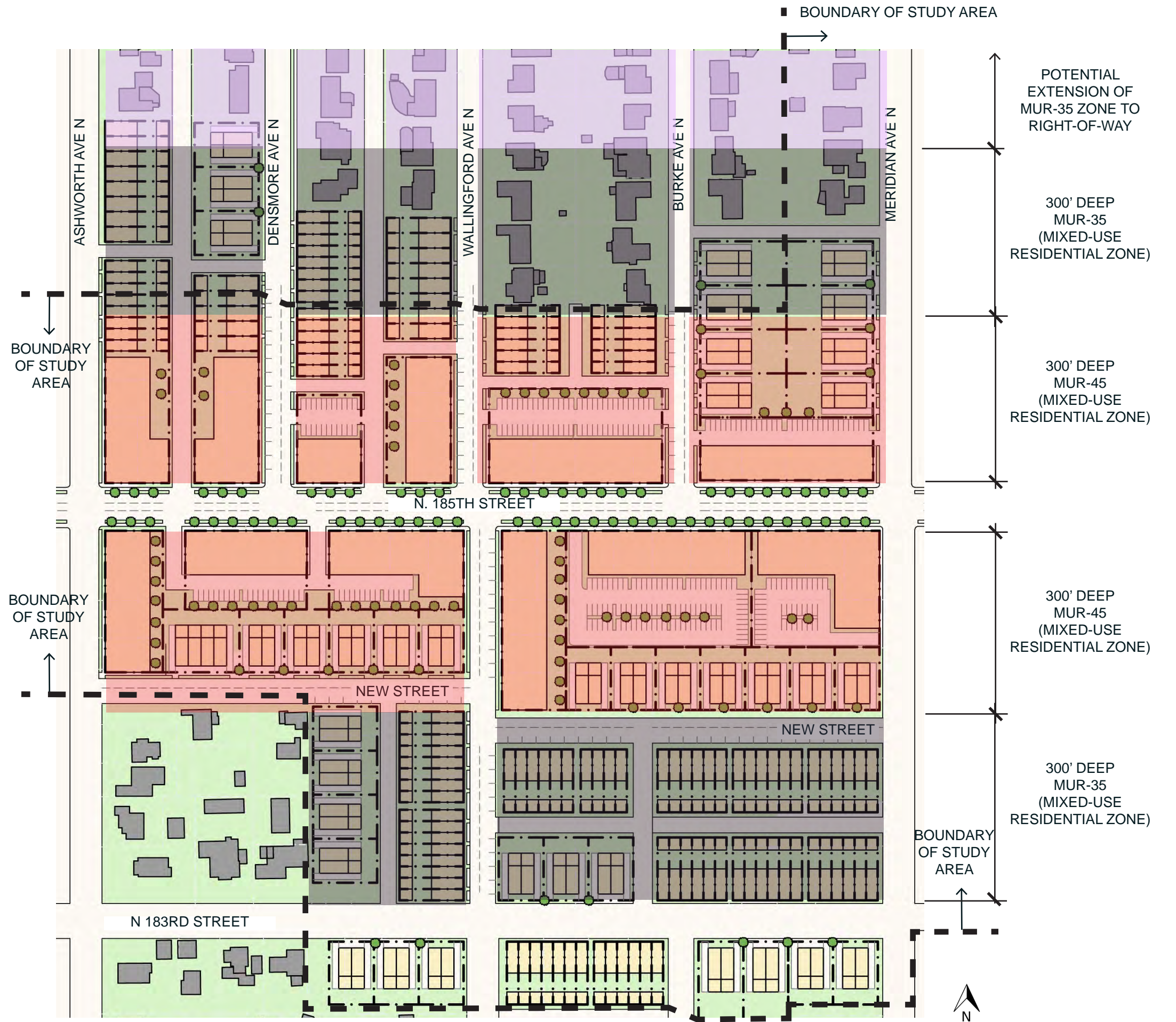
- Property Tax Exemption* - Using PTE, the City has about 100 affordable units built at 80% of AMI in North City. Attachment H is a sample ordinance defining PTE requirements for the Ridgecrest subarea. Staff will likely include a similar ordinance in conjunction with adoption of the 185SSSP. Recommendations in the Subarea Plan could include a requirement for a certain percentage of units to be affordable to households earning 60% or less of AMI.

Question: Does the Commission have a preference on the use of PTEs for affordable housing?

- Surplus Property Agreements* - This strategy is not included in the HDC Toolkit, but staff believes this may be one the City's best opportunities to promote affordable housing development. Sound Transit will likely acquire property to be used for staging and construction of light rail facilities that will become surplus once the system is operational. Sound Transit's policies include considerations for making agreements with local governments or non-profit housing providers to promote affordable TOD.
- Parcel Assembly* - This strategy is not included in the HDC Toolkit, but it represents an opportunity to aid in development of affordable housing. Staff recently met with Enterprise Community Partners. Enterprise is an advocate for affordable housing and lends funds, finances development, manages and builds affordable housing. When asked what would be the most impactful action the City could take in the station areas to support the provision of affordable housing, their advice to Shoreline is to invest in parcel assembly.

Question: Should parcel assembly be pursued by the City? If so, one option would be to include a policy in the Subarea Plan to investigate this opportunity and potentially establish mechanisms.

- Separate Rehabilitation Building Code - Rather than requiring rehabilitation projects to adhere to codes for current new construction, the City could adopt a separate rehabilitation code for existing buildings, lowering the cost of rehabilitation. This strategy is better suited for adaptive reuse of older commercial buildings and not single family neighborhoods that are redeveloped into multifamily and commercial buildings. To date, the City has flexed the current building code to allow adaptive reuse projects.



■ BOUNDARY OF STUDY AREA

Zoning Designation Diagram

- MUR-45 zone adjacent to N. 185th Street creates density along pedestrian corridor.

MUR- 45
MIXED USE RESIDENTIAL
45' HEIGHT LIMIT

- MUR-35 zone buffers between MUR-45 and lower densities in existing single family zones.

MUR-35
MIXED USE RESIDENTIAL
35' HEIGHT LIMIT

POTENTIAL
EXTENSION OF
MUR-35 ZONE TO
RIGHT-OF-WAY

300' DEEP
MUR-35
(MIXED-USE
RESIDENTIAL ZONE)

300' DEEP
MUR-45
(MIXED-USE
RESIDENTIAL ZONE)

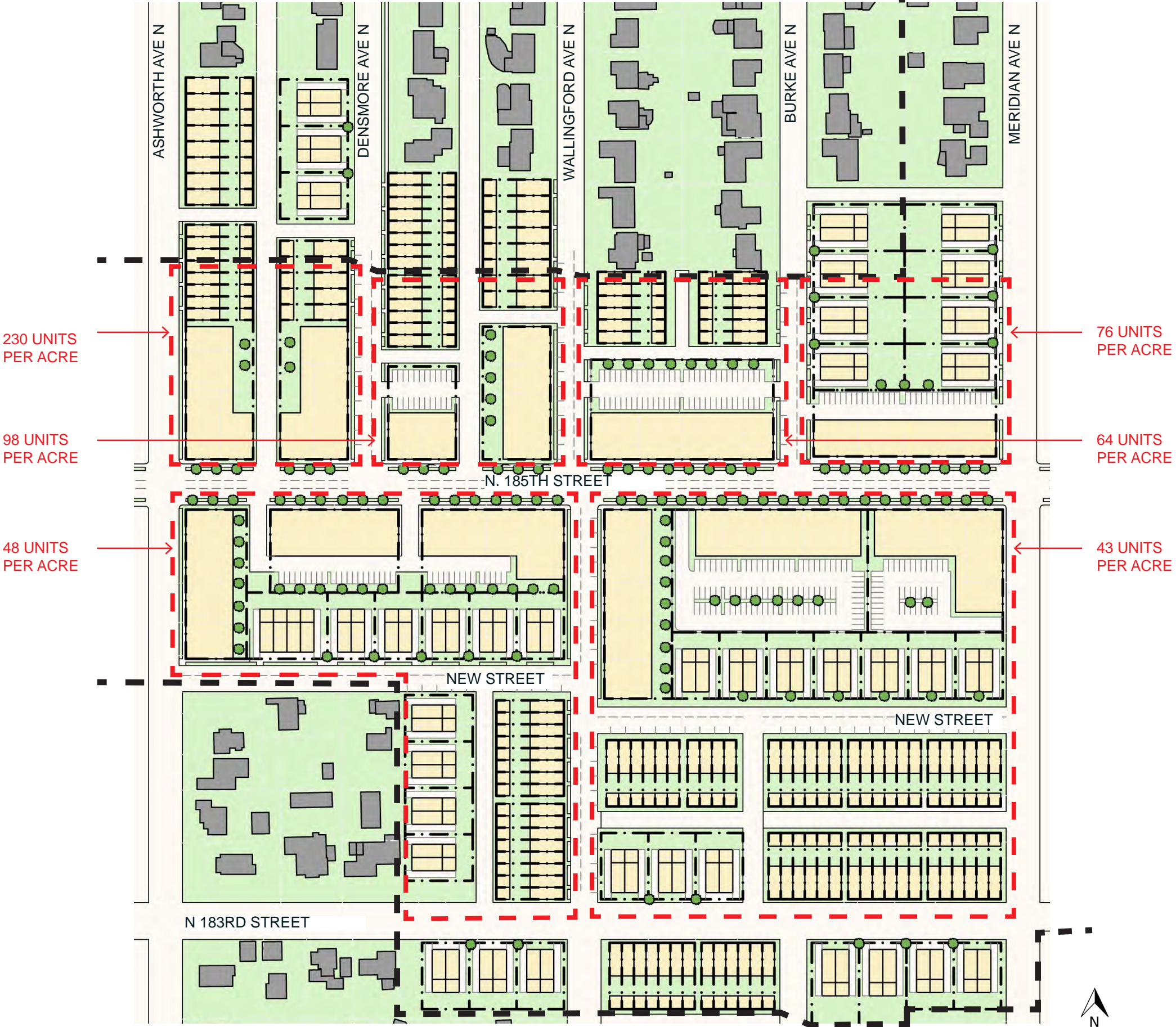
300' DEEP
MUR-45
(MIXED-USE
RESIDENTIAL ZONE)

300' DEEP
MUR-35
(MIXED-USE
RESIDENTIAL ZONE)

Shoreline - N. 185th Street Corridor Zone MUR-45 and MUR-35 Zones

Density Diagram

- Diagram illustrates potential densities that can be achieved with 4-story mixed-use residential buildings along N. 185th Street and 2-3 story row and townhouses located one block off of N. 185th Street.
- Row and Townhouses reduce height of buildings while achieving range of 10-24 units/acre.





ROW HOUSE
18 U/A

ROW HOUSE
24 U/A

DENSMORE AVE N

ALLEY- 20' ROW

WALLINGFORD AVE N

BURKE AVE N

N. 185TH STREET

4-STORY
170 U/A

4-STORY
170 U/A

4-STORY
105 U/A

4-STORY
150 U/A

4-STORY
100 U/A

4-STORY
100 U/A

4-STORY
165 U/A

4-STORY
110 U/A

4-STORY
120 U/A

4-STORY
150 U/A

4-STORY
70 U/A

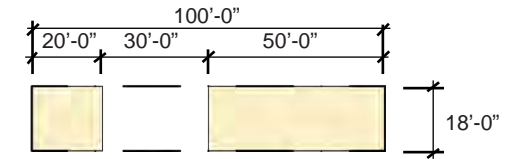
4-STORY
110 U/A

DUPLEX
9 U/A

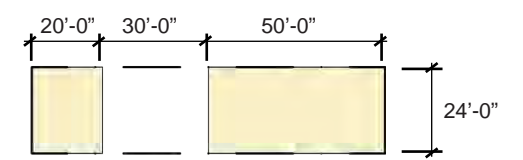
DUPLEX
12 U/A



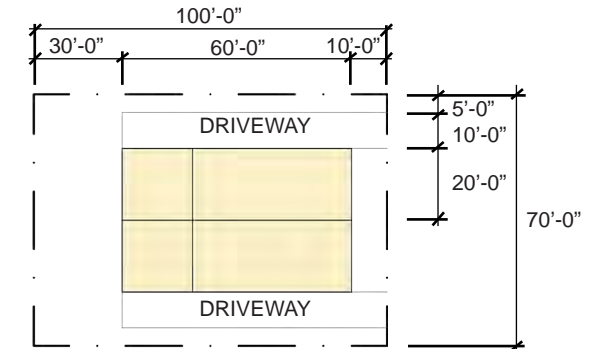
ROW HOUSE - 24 U/A



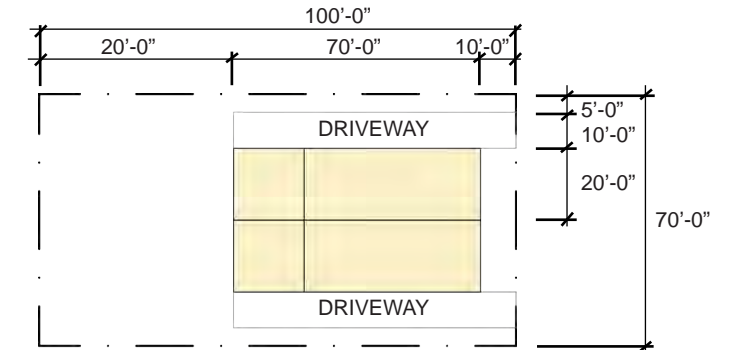
ROW HOUSE - 18 U/A

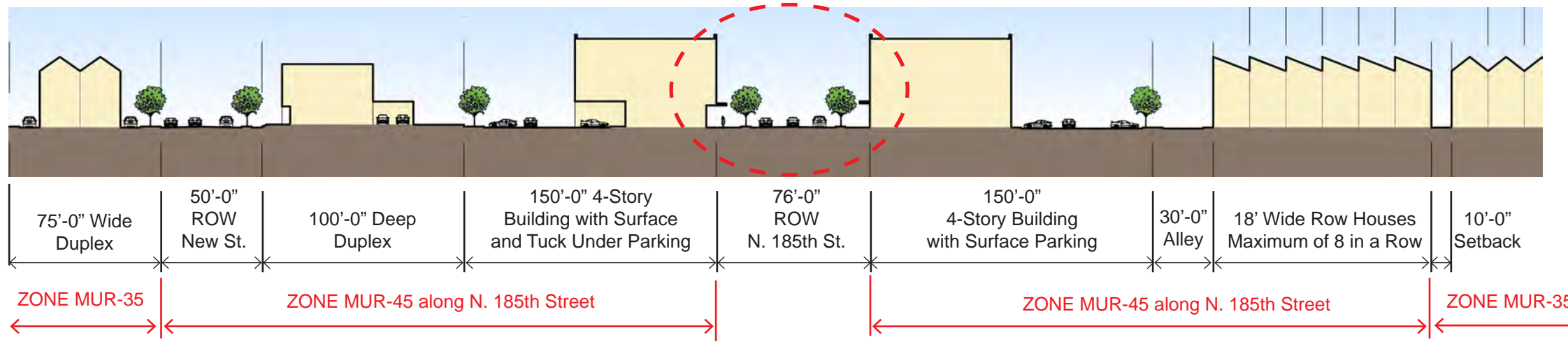


DUPLEX - 12 U/A



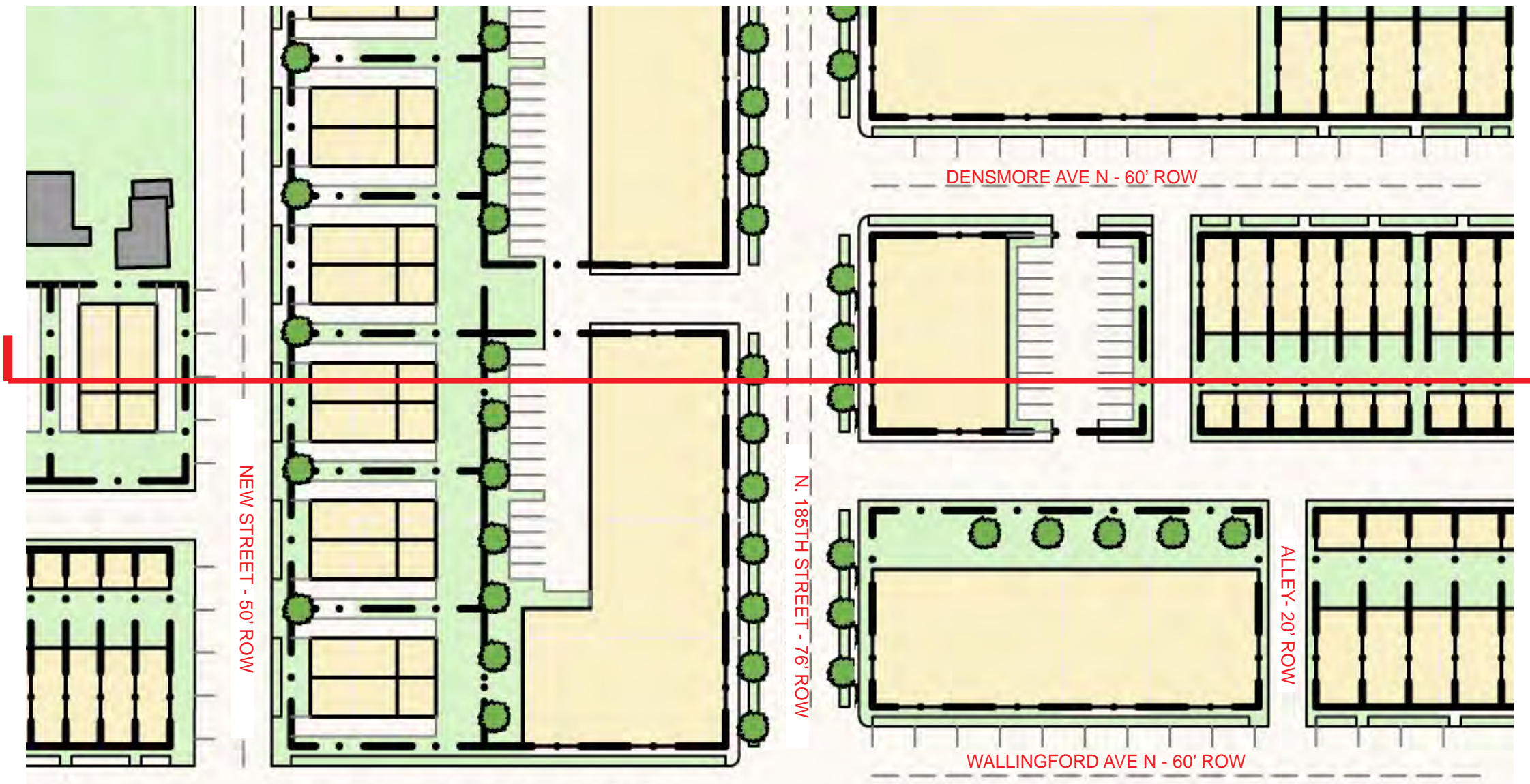
DUPLEX - 9 U/A



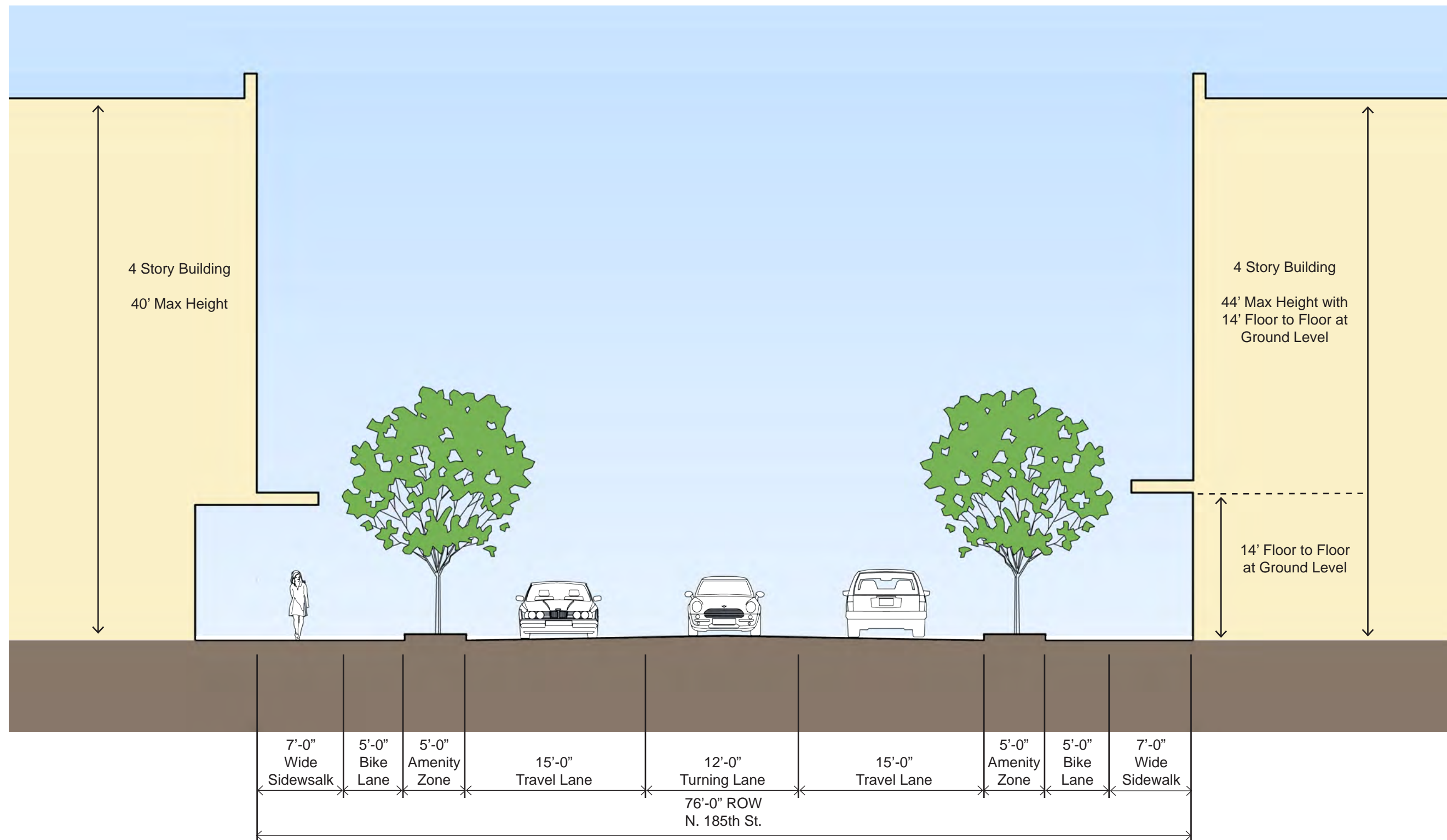


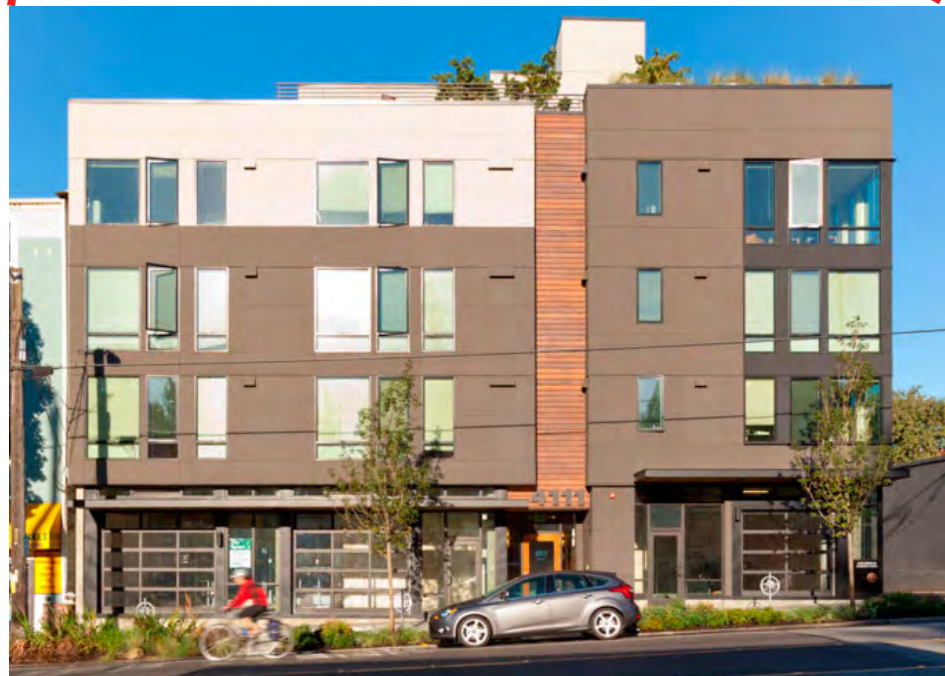
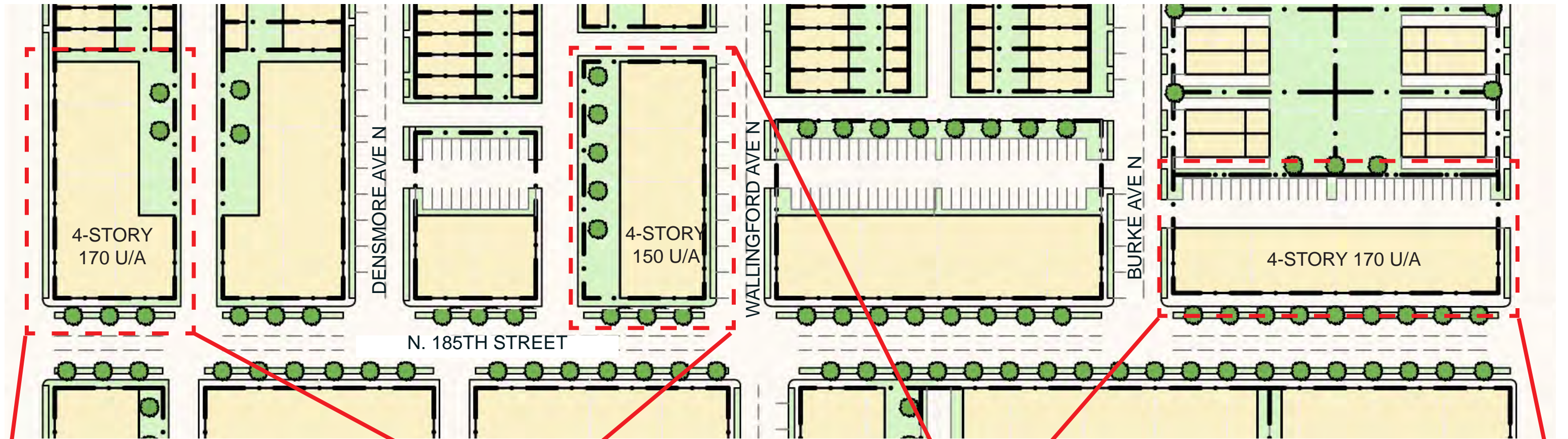
Section Diagram

- MUR-45 zone adjacent to N. 185th Street creates density along pedestrian corridor.
- MUR-35 zone buffers between MUR-45 and lower densities in existing single family zones.



Shoreline - N. 185th Street Corridor Section Diagram through MUR-45 & MUR-35 Zones





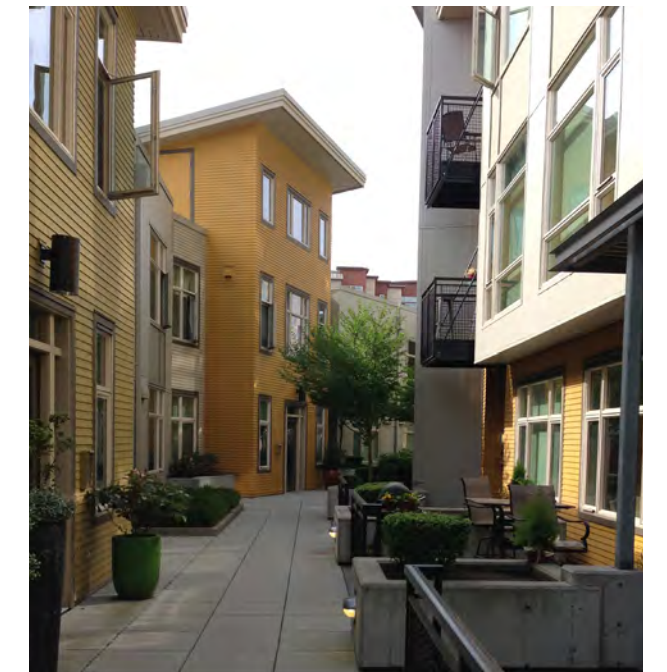
4-Story with Below Grade Parking
Ground Floor Commercial Space/Residential Above



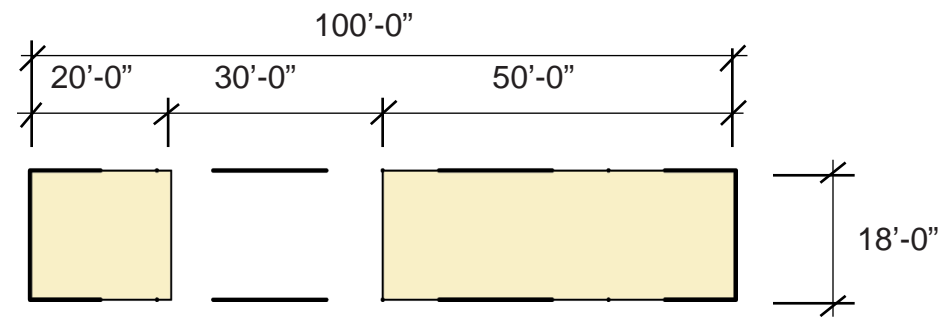
3-Story Lofts with Below Grade Parking
Ground Floor Live/Work with Residential Above



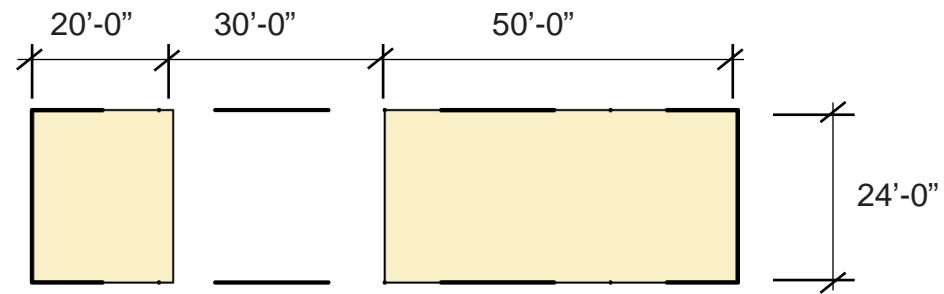
4-Story with Below Grade Parking
Ground Floor Live/Work with Residential Above



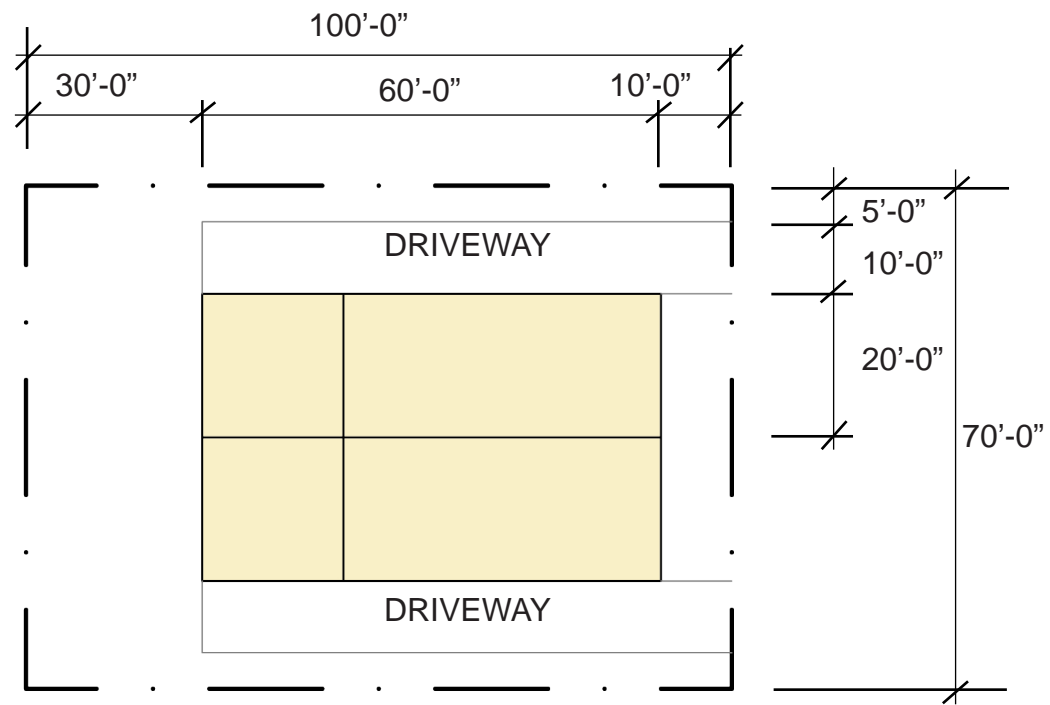
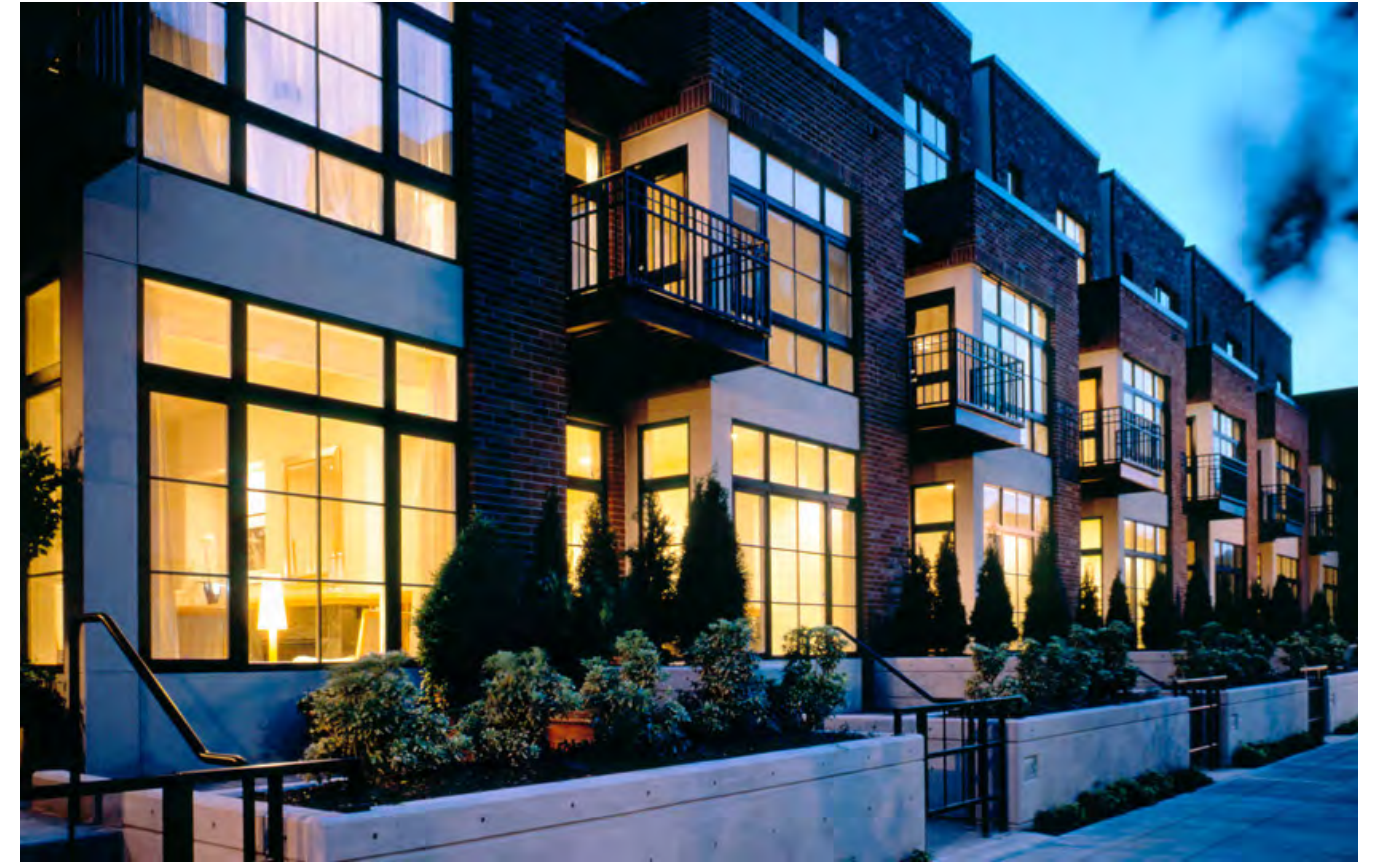
3-Story Residential Buildings with Surface or Below Grade Parking located behind or to the side of buildings



ROW HOUSE - 24 U/A



ROW HOUSE - 18 U/A



DUPLEX - 12 U/A





Shoreline - N. 185th Street Corridor Building Examples in Zone MUR-85 (Mixed-Use Residential with 85' Height Limit)