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Planning Commission Meeting Date: March 17, 2016

Agenda Item

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## PLANNING COMMISSION AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

**AGENDA TITLE:** Discuss Potential Zoning Scenarios for 145<sup>th</sup> Street Station  
Subarea Plan Final Environmental Impact Statement

**DEPARTMENT:** Planning & Community Development

**PRESENTED BY:** Miranda Redinger, Senior Planner

Public Hearing

Study Session

Recommendation Only

Discussion

Update

Other

### **INTRODUCTION AND BACKGROUND**

The Draft Environmental Impact Statement (Draft EIS) for the 145<sup>th</sup> Street Station Subarea Plan was published on January 17, 2015. The document is available here: <http://www.shorelinewa.gov/government/departments/planning-community-development/planning-projects/light-rail-station-area-planning/deis-145th-st-station-subarea>. The Draft EIS analyzed three potential zoning scenarios for the Subarea, which are included as attachments to this staff report and explained below.

**No Action** (Attachment A) – This scenario is required to be analyzed in the Draft EIS. Note that “No Action” does not mean “no change.” Even if the City retained current zoning, property owners would still be able to maximize existing development capacity, including 35 foot heights in single-family zones, adding Accessory Dwelling Units, etc.

**Connecting Corridors** (Attachment B) – This scenario showcases both 5th Avenue and 155th Street as connecting corridors between station subareas; commercial districts at 165th Street, 15th Avenue, and Aurora Avenue N; and the Community Renewal Area at Aurora Square. Because potential development in this scenario is more spread out, lower density zoning (more area at 35 foot height limit and maximum base height of 65 feet closest to future station) was analyzed compared to the Compact Community scenario.

**Compact Community** (Attachment C) – This scenario does not emphasize corridors and focuses potential growth solely on the area within roughly a ½ mile radius of the future light rail station. Because potential development in this scenario is concentrated, higher density zoning (maximum base height of 85 feet closest to future station) was analyzed in several locations compared to the Connecting Corridors scenario.

**Phased Zoning** During the time that the Connecting Corridor and Compact Community scenarios were being considered, the Commission and Council were also discussing a phased zoning option for the 185<sup>th</sup> Street Station Subarea Plan. The attached two maps (Attachment D and E) represent options to phase zoning for the two 145<sup>th</sup> Street Station Subarea Plan growth scenarios described above.

Approved By:

Project Manager \_\_\_\_\_

Planning Director \_\_\_\_\_

**Phased Connecting Corridors** (Attachment D) – This map represents an option to phase the Connecting Corridors scenario in Attachment B.

**Phased Compact Community** (Attachment E) – This map represents an option to phase the Compact Communities scenario in Attachment C.

On February 5, 2015, the Commission held a public hearing about the potential zoning scenarios analyzed in the Draft EIS. The goal of the public hearing was to get input from the community, discuss and potentially modify zoning scenarios, and select a Preferred Alternative to recommend to Council for further analysis in the Final EIS.

The staff report and attachments for that meeting are available here:  
<http://www.shorelinewa.gov/home/showdocument?id=19425>. The minutes from that meeting are available here:  
<http://www.shorelinewa.gov/Home/ShowDocument?id=19627>.

The public hearing was carried over to February 19, 2015. The staff report and attachments for that meeting are available here:  
<http://www.shorelinewa.gov/home/showdocument?id=19631>. The minutes from that meeting are available here:  
<http://www.shorelinewa.gov/Home/ShowDocument?id=19953>.

Following the public hearing, the Commission recommended that the City Council not recommend any alternative pending completion of the Transportation Corridor Study for NE 145<sup>th</sup> Street; that the City Council keep the public comment period open pending completion of the study; and that no further action be taken on any of the items studied in the Draft EIS until the Corridor Study is complete.

On March 23, 2015, the Council accepted the Commission's recommendation and unanimously voted to delay selection of the Preferred Alternative zoning scenario until completion of the 145<sup>th</sup> Street Corridor Study. The staff report and attachments from that meeting are available here:  
<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2015/staffreport032315-8a.pdf>. The minutes from that meeting are available here:  
<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/Council/Minutes/2015/032315.htm>.

Work on the 145<sup>th</sup> Street Corridor Study proceeded, and with adoption of a Preferred Design Concept for preliminary design of the roadway anticipated in April 2016, staff began presenting the Commission with information to consider when revisiting the discussion of potential zoning scenarios for the 145<sup>th</sup> Subarea Plan.

On February 18, 2016, the Commission discussed two technical memorandums that were included as an addendum to the Draft EIS for the 145<sup>th</sup> Subarea Plan. The staff report and attachments for that meeting are available here:  
<http://www.shorelinewa.gov/home/showdocument?id=25139>. The minutes from that meeting are available here:  
<http://www.shorelinewa.gov/Home/ShowDocument?id=25209>.

The main reason for additional study of wetland, stream, and soil conditions for Paramount Open Space and Twin Ponds Park was to provide more detailed answers to many questions and comments submitted during the Draft EIS comment period. The primary question that the “Wetlands and Streams Assessment” memo intended to answer was whether it would be better for the health of the wetlands and ecosystems for properties outside of City park or open space boundaries to retain single-family (R-6) zoning or potentially redevelop under new zoning designations and regulations. The primary question that the memo “Geotechnical Considerations for High Groundwater or Peat Conditions” intended to answer was whether known conditions would preclude redevelopment in accordance with potentially new zoning standards. Although not required, the City is offering a 30-day comment period on this addendum, which closes on March 21. No new comments on the addendum have been received since the March 3 Commission meeting.

On March 3, 2016, the Commission discussed the 145<sup>th</sup> Street Corridor Study, including the draft Preferred Design Concept that has been presented to the community and will be presented to Council on March 21, 2016. The staff report and attachments for the March 3 Commission meeting are available here: <http://www.shorelinewa.gov/home/showdocument?id=25215>. Draft minutes from that meeting are included as part of tonight’s meeting packet.

## **DISCUSSION**

The purpose of tonight’s meeting is to discuss the zoning scenarios analyzed in the Draft EIS for the 145<sup>th</sup> Street Station Subarea Plan and make any revisions that would be presented as part of the April 7 public hearing. Following the public hearing, the Commission may make a recommendation to Council regarding a Preferred Alternative zoning scenario to be analyzed in the Final EIS.

### **Options for Revisions:**

There are several options for how the Commission could amend potential zoning scenarios. Such revisions could be based on information from the Wetlands and Streams Assessment or Geotechnical Considerations for Groundwater or Peat technical memos, the 145<sup>th</sup> Street Corridor Study, regulations adopted as part of the 185<sup>th</sup> Street Station Subarea Plan, public comment submitted over the last year, or new ideas from Commissioners.

### **Wetland, Stream & Soils – Paramount Open Space and Twin Ponds Park**

With regard to the technical memos that were included as an addendum to the Draft EIS, the Commission could decide to amend the potential zoning scenario(s) to exclude land near Paramount Open Space or Twin Ponds Park from rezoning. The Commission could decide to phase zoning based on a timeline or certain conditions being met, or apply a critical areas overlay around these spaces.

Attachment F layers maps from the Wetlands and Streams Assessment over the Compact Community zoning scenario to provide a visual for parcels that could be excluded from rezoning or phased, It is important to note that the Critical Areas Ordinance would apply to parcels with wetlands, streams, or their buffers. It is also

important to note that maps from the Assessment represent field reconnaissance during a dry season of a dry year, not a full delineation, so site-specific analysis will be required to determine whether Critical Areas regulations would apply.

The Commission could also choose to make no changes to potential zoning scenarios based on these technical memos. If the Planning Commission is interested in proposing different zoning scenarios as part of its recommendation to Council, specific zoning to the parcel level will also need to be identified, preferably at the March 17 meeting.

Staff Recommendation: Staff does not have a strong opinion about this issue, but would advise that it is not necessary to change the zoning scenarios based on information in the addendum to the Draft EIS prior to analysis in the Final EIS. The EIS process is required to analyze the greatest potential impacts, but following the evaluation, the Commission may recommend or Council may adopt zoning that is less intense than what was studied.

### **145<sup>th</sup> Street Corridor Study**

With regard to the 145<sup>th</sup> Street Corridor Study, the Commission could consider phasing zoning immediately adjacent to 145<sup>th</sup> Street. Alternatively, the Commission could choose to make no changes to potential zoning scenarios based on the Corridor Study.

As discussed at the March 3 meeting, one of the primary reasons that additional work on the 145<sup>th</sup> Street Subarea Plan was postponed until completion of the 145<sup>th</sup> Street Corridor Study was to analyze whether land uses considered for the subarea would cause traffic problems along the corridor or at intersections that could not be mitigated. The 145<sup>th</sup> Street Corridor Study analyzed projected growth through 2035 and confirmed that improvements envisioned in the Preferred Design Concept for the roadway could support zoning studied. Until these improvements are made, the City will rely on other means to ensure concurrency, namely that developers must analyze traffic impacts and pay for improvements if their project would cause failure in the Level of Service. The 145<sup>th</sup> Street Corridor Study did not address conditions beyond 2035, but the Preferred Design Concept has additional capacity, and Transportation Planners and Traffic Engineers anticipate that new technologies and behavioral change over the next several decades will shift the mode split so that the majority of trips are not generated by single-occupancy vehicles.

If the Planning Commission is interested in proposing different zoning scenarios as part of its recommendation to Council, specific zoning to the parcel level will also need to be identified, preferably at the March 17 meeting.

Staff Recommendation: Staff does not recommend any changes to the zoning scenarios proposed in Attachments B & C based on the 145<sup>th</sup> Street Corridor Study.

For Future Consideration: The Commission may want to determine a setback along the corridor within the boundaries of the 145<sup>th</sup> Street Subarea (as was the case with 185<sup>th</sup> Street), but this amendment would take place during future discussions about regulations, so this is not something that would be reflected in potential zoning scenarios. Therefore, staff does not think it is necessary to revise zoning scenarios

prior to analysis in the Final EIS based on analysis in the 145<sup>th</sup> Street Corridor Study. Staff feels that changing the setbacks within the subarea as part of the regulations will prevent new buildings from encroaching into this area.

Staff would also recommend that the potential zoning scenarios be amended to replace the “Green Network” concept with the updated “Off-Corridor Bike Network” map from the 145<sup>th</sup> Street Corridor Study, both of which were included in the March 3 meeting packet, and are attached to this staff report as Attachments G and H, respectively.

### **Regulations adopted through 185<sup>th</sup> Street Station Subarea Plan**

The Commission may want to consider amending potential zoning scenarios to include Mixed-Use Residential- 70 foot height (MUR-70') as opposed to MUR-65' or MUR-85' heights, which were analyzed in the 145<sup>th</sup> Street Station Subarea Plan Draft EIS. Note that each of these zoning designations would likely mean six or seven story buildings because under current building codes that is as tall as may be constructed using concrete and wood. The additional fifteen feet allowed under MUR-85' was recommended by an architect who examined draft regulations in order to provide for a gazebo on a green roof or similar structure. Buildings exceeding the seven story height would be required to use steel, and the added cost of construction means that a project would be unlikely to make economic sense without allowing for additional stories. This is the reason that in regulations adopted for the 185<sup>th</sup> Street Station Subarea Plan, a development agreement for the MUR-70' zone could allow height limits up to 140 feet in exchange for additional affordable housing, green building features, and other amenities.

Staff Recommendation: Staff does not have a strong opinion about this issue because it would not substantially affect the height of buildings for the reasons mentioned above. The primary motivation to change zoning in either scenario to MUR-70' would be because regulations for this zone were already adopted through the 185<sup>th</sup> Street Station Subarea Plan. However, if the Commission feels that the 145<sup>th</sup> Street Station Subarea would benefit from regulations different than what was adopted for the 185<sup>th</sup> Street Station Subarea and is interested in drafting such regulations, which would be fine as well. Should the Commission prefer to analyze MUR-85' in the Final EIS, they would still have the option to recommend a lower height limit later in the process.

### **Public Comment**

With regard to public comment submitted during the February 2015 public hearings or since that time, the Commission may want to consider a variety of options. A number of comments requested that single-family zoning be left intact in parts or all of the subarea, or that zoning be phased or overlaid. The Commission will want to weigh these requests against local, regional, and statewide benefits of creating higher-density nodes of mixed land use near high capacity transit. Based on these considerations, the Commission may recommend changing boundaries of potential zoning, phasing or overlaying zoning, or other options.

The Commission may wish to note comments received from individual property owners that express a preference for being rezoned or not. This is especially important in situations where properties are included in one of the zoning scenarios (Connecting Corridors), but not the other (Compact Community). The City has received comments

from people within these areas who would like to be included in a rezone and those that would not.

Attachment I is a compilation of all comments received during the February 5, 2015 and February 19, 2015 public hearing. This two-day public hearing was for the entire Draft EIS, including zoning scenarios. Staff does not recommend any specific deviations from the zoning as proposed in attachments A & B.

Staff recommendation: Staff is interested in discussing pros and cons of potential revisions during the meeting if the Commission identifies specific parcels for consideration.

**Questions for Discussion:**

Some examples of the types of questions that the Commission may wish to discuss include:

- What are the pros and cons of the Connecting Corridor versus the Compact Community scenarios? Does the Commission have a preference between the scenarios?
- Would the Commission like to recommend changes to either or both of the zoning scenarios based on the technical memos that represent the addendum to the Draft EIS?
- Would the Commission like to recommend changes to either or both of the zoning scenarios based on the 145<sup>th</sup> Street Corridor Study?
- Should the “Green Network” shown on the Connecting Corridor and Compact Community scenarios be replaced by the “Off-Corridor Bike Network” map developed through the Corridor Study?
- Would the Commission like to recommend changes to either or both of the zoning scenarios with regard to changing boundaries, zoning designations, phasing, or overlaying?
- What should be the most intense zoning designation analyzed for either or both of the zoning scenarios- MUR-70’, MUR-65’, MUR-85’, or something different?
- Should development agreements like those adopted as part of the 185<sup>th</sup> Street Station Subarea Plan be an option for the 145<sup>th</sup> Street Station Subarea Plan?
- Does the Commission need any additional information before making a recommendation about the Preferred Alternative zoning scenario to Council following the April 7 public hearing?

## TIMING AND SCHEDULE

- **March 17-** Planning Commission meeting: Discuss potential zoning scenarios analyzed in Draft EIS (Connecting Corridors and Compact Community) and any modifications based on technical memos, Corridor Study, public comment, adopted regulations, or other reasons
  - **April 7-** Planning Commission **PUBLIC HEARING:** Discuss potential zoning scenarios and recommend Preferred Alternative to Council
  - **May 2-** Council meeting: Discuss Commission recommendation and select Preferred Alternative for further analysis in Final EIS
  - **May-June:** Consultant and staff team creates Final EIS
  - **July 7-** Planning Commission meeting\*: Discuss Final EIS
  - **July 21-** Planning Commission meeting\*: Discuss Subarea Plan
  - **August 4-** Planning Commission meeting\*: Discuss Planned Action and adopting ordinances
  - **August 18-** Planning Commission **PUBLIC HEARING\*:** Discuss Subarea Plan package and make recommendation to Council
  - **September 12-** Council meeting: Study Session on Subarea Plan package
  - **September 26-** Council meeting: Council adopts Subarea Plan package
- \*Requesting that Commissioners confirm availability*

## RECOMMENDATION

No action is required at this time. However, staff would appreciate direction regarding revisions to potential zoning scenarios to prepare for the April 7 public hearing.

## ATTACHMENTS

- Attachment A: No Action current zoning scenario
- Attachment B: Connecting Corridors potential zoning scenario
- Attachment C: Compact Community potential zoning scenario
- Attachment D: Connecting Corridors potential phased zoning scenario
- Attachment E: Compact Community potential phased zoning scenario
- Attachment F: Potential Critical Area Overlay map
- Attachment G: "Green Network" map
- Attachment H: "Off-Corridor Bike Network" map
- Attachment I: Comments received during February 2015 public hearing