

**PLANNING COMMISSION AGENDA ITEM**

CITY OF SHORELINE, WASHINGTON

**AGENDA TITLE:** 2016 Comprehensive Plan Amendment Public Hearing  
**DEPARTMENT:** Planning & Community Development  
**PRESENTED BY:** Kendra Dedinsky, City of Shoreline Traffic Engineer  
Paul Cohen, Planning Manager  
Steven Szafran, AICP, Senior Planner

- |  |  |  |
|--|--|--|
| <input checked="" type="checkbox"/> Public Hearing | <input type="checkbox"/> Study Session | <input type="checkbox"/> Recommendation Only |
| <input type="checkbox"/> Discussion                | <input type="checkbox"/> Update        | <input type="checkbox"/> Other               |

**INTRODUCTION**

The State Growth Management Act generally limits review of proposed Comprehensive Plan Amendments (CPAs) to no more than once a year. To ensure that the public can view the proposals within a citywide context, the Growth Management Act directs cities to create a docket that lists the amendments to be considered in this “once a year” review process.

The Planning Commission held a study session on November 3<sup>rd</sup> to discuss the proposed Comprehensive Plan amendments listed in the 2016 Comprehensive Plan Docket (**Attachment 1**). At that meeting, planning staff and the City’s Traffic Engineer, Kendra Dedinsky, introduced the proposed Comprehensive Plan amendments and made recommendations on each item.

This staff report, in the analysis section, has been updated to reflect Planning Commission’s direction on each of the amendments as well as staff’s recommendation.

**BACKGROUND**

In June 2016, the City Council established the 2016 Comprehensive Plan Final Docket which included:

1. Amend the Comprehensive Plan for 145<sup>th</sup> Street annexation and all applicable maps.
2. Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the Richmond Beach Traffic Corridor Study as described in Policy PW-9. Based on the outcome of the corridor study, it is expected that proposed amendments would include text changes to the Subarea Plan discussing the study, increasing the vehicle trips per day from a 4,000 trip maximum as described in Policy PW-12 and adding identified mitigation projects and associated funding needed to raise the maximum daily trip count

**Approved By:** Project Manager \_\_\_\_\_ Planning Director \_\_\_\_\_



## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

V/C standard may not be exceeded at any location west of 8<sup>th</sup> Ave NW along Richmond Beach Road. (Applicant: McCormick).

7. Amend the Southeast Neighborhoods Subarea Plan to move policies related to the 145 Street Station Subarea Plan, amend text, and amend the borders of the Southeast Neighborhoods Subarea Plan to avoid overlap with the 145<sup>th</sup> Street Station Subarea Plan.

8. Adopt a volume to capacity ratio (V/C) ratio of 0.65 or lower for Richmond Beach Drive north of NW 196<sup>th</sup> Street, assuming a roadway capacity of 700 vehicles per hour per lane or less for an improved roadway consistent with pedestrian and bike standards and a V/C ratio not to exceed 0.90 on Richmond Beach Road, measured at any point, west of 8<sup>th</sup> Avenue NW assuming a three-lane roadway consistent with the City's Transportation Master Plan and Capital Improvement Plan. The applicable V/C standards shall not be exceeded on either of these road segments.

The 2016 final docket is included as **Attachment 1**.

Prior to the adoption of Ordinance 730 on December 14, 2015, the Council carried over a number of items from the 2015 Docket to the 2016 Docket. Those amendments include:

- Amendment #1: Consider amendments to the Comprehensive Plan related to the 145<sup>th</sup> annexation, including amendments for all applicable maps.
- Amendment #2: Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the Richmond Beach Traffic Corridor Study as described in Policy PW-9. Based on the outcome of the corridor study, it is expected that proposed amendments would include text changes to the Subarea Plan discussing the study, increasing the vehicle trips per day from a 4,000 trip maximum as described in Policy PW-12 and adding identified mitigation projects and associated funding needed to raise the maximum daily trip count while maintaining adopted Levels of Service to the Capital Facilities Element. Also, consider amendments to the Comprehensive Plan that could result from the development of Interlocal Agreements as described in Policy PW-13.
- Amendment #3: Consider amendments to the Comprehensive Plan that address the location of new park space within the light-rail station subareas, explore the establishment of a city-wide park impact fee, and determine a ratio of park space per new resident in the light-rail station subareas, and any other park issues that arise through the light-rail station subarea public process.
- Amendment #4: Study the requirement of adding a volume over capacity ratio of .90 to all Collector Arterial Streets in the City. Any changes to the City's V/C ratio would be reflected in Policy T44 of the Comprehensive Plan. This work for this

Approved By: \_\_\_\_\_ Project Manager \_\_\_\_\_

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

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

proposed amendment will occur as part of the Transportation Master Plan Update.

### 2016 Comprehensive Plan Amendments

Comprehensive Plan Amendments take two forms: Privately-initiated amendments and city-initiated amendments. Pursuant to SMC 20.30.340, all Comprehensive Plan Amendments, except those proposed by City Council, must be submitted by December 1 and there is no fee for general text or map amendments. There are three (3) privately-initiated amendments and five (5) city-initiated amendments.

### ANALYSIS

#### **Amendment #1**

This amendment was carried over from the 2015 Final Docket.

This amendment will amend Policy LU47 which states, "Consider annexation of 145<sup>th</sup> Street adjacent to the existing southern border of the City". The City is currently engaged in the 145<sup>th</sup> Street Corridor Study and is working towards annexation of 145<sup>th</sup> Street.

There are some maps contained in the Comprehensive Plan that do not include 145<sup>th</sup> Street. If the City annexes 145<sup>th</sup> Street, all of the maps in the Comprehensive must be amended to include 145<sup>th</sup> Street as a street within the City of Shoreline.

Consideration of annexation is not scheduled to occur until 2017 or later. The 145<sup>th</sup> Street Corridor Study was completed in April 2016, and Council and staff will need the outcomes of this study to help formulate any potential recommendations or action on annexation of roadway into the City of Shoreline.

#### **Staff Recommendation:**

Staff recommends that this amendment be carried-over and placed on the 2017 Comprehensive Plan Docket with the intent that the item will be studied in 2017.

#### **Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

---

#### **Amendment #2**

This amendment was carried over from the 2015 Final Docket. The amendment reads:

*Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the*

**Approved By:**                      **Project Manager** \_\_\_\_\_                      **Planning Director** \_\_\_\_\_

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

*Richmond Beach Traffic Corridor Study as described in Policy PW-9. Based on the outcome of the corridor study, it is expected that proposed amendments would include text changes to the Subarea Plan discussing the study, increasing the vehicle trips per day from a 4,000 trip maximum as described in Policy PW-12 and adding identified mitigation projects and associated funding needed to raise the maximum daily trip count while maintaining adopted Levels of Service to the Capital Facilities Element. Also, consider amendments to the Comprehensive Plan that could result from the development of Interlocal Agreements as described in Policy PW-13.*

The City anticipated that the Transportation Corridor Study on mitigating adverse impacts from BSRE's proposed development of Point Wells would be completed in 2016. Delays in Snohomish County's review of BSRE's Draft Environmental Impact Statement have delayed the City's review of the DEIS and the completion of the Richmond Beach Traffic Corridor Study as described in the Point Wells Subarea Plan Policy PW-12. Therefore, staff recommends that the same Comprehensive Plan amendment docketed in 2017.

### **Staff Recommendation:**

Staff recommends that this amendment be carried-over and placed on the 2017 Comprehensive Plan Docket.

### **Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

---

### **Amendment #3**

This amendment was carried over from the 2015 Final Docket.

This amendment will add goals and policies to the Parks, Recreation, and Open Space Element of the Comprehensive Plan based on policies identified in the 185<sup>th</sup> Street Light Rail Station Subarea Plan. The City, through analysis contained in the Environmental Impact Statement for the 185<sup>th</sup> Street Station, has identified the need for more parks, recreation, and open space.

The City will work with the Parks Board and the community to determine the process of locating new park space within the subarea, establishing a means to fund new park space such as a park impact fee, determining a ratio of park space per new resident in the subarea, and any other park issues that arise through the public process.

The 185<sup>th</sup> Street Light Rail Station Subarea Plan includes policies for parks, recreation, and open space. The policies are:

**Approved By:**                      **Project Manager** \_\_\_\_\_

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

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

- Investigate potential funding and master planning efforts to reconfigure and consolidate existing City facilities at or adjacent to the Shoreline Center. Analyze potential sites and community needs, and opportunities to enhance existing partnerships, for a new aquatic and community center facility to combine the Shoreline Pool and Spartan Recreation Center services.
- Consider potential acquisition of sites that are ill-suited for redevelopment due to high water table or other site-specific challenge for new public open space or stormwater function.
- Explore a park impact fee or dedication program for acquisition and maintenance of new park or open space or additional improvements to existing parks.

Much of the analytical work for this amendment will occur as part of the Parks, Recreation, and Open Space Master Plan update that will begin in 2016 and most likely be adopted in 2017. The City Manager's 2016 proposed budget includes one-time funding for professional service support to work on these items.

### **Staff Recommendation:**

Staff recommends that this amendment be carried-over and added to the 2017 Comprehensive Plan Docket with the understanding that the PROS Plan will most likely be adopted in 2017.

### **Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

---

### **Amendment #4**

This proposed amendment would add the following language to Transportation Policy T-44:

“Adopt a supplemental level of service for Principal Arterials, and Minor Arterials, and Collector Arterials that limits the volume to capacity (V/C) ratio to 0.90 or lower, provided the V/C ratio on any leg of a Principal, or Minor, or Collector Arterial intersection may be greater than 0.90 if the intersection operates at LOS D or better. These Level of Service standards apply throughout the city unless an alternative LOS standard is identified in the Transportation Element for intersections or road segments, where an alternate level of service has been adopted in a subarea plan, or for Principal, or Minor, or Collector Arterial segments where:

- Widening the roadway cross-section is not feasible, due to significant topographic constraints; or

Approved By: Project Manager \_\_\_\_\_

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

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

- Rechannelization and safety improvements result in acceptable levels of increased congestion in light of the improved operational safety of the roadway.

This amendment was carried over from the 2015 Final Docket. Council directed staff to study this as part of the Transportation Master Plan (TMP) update which will most likely be part of the 2017 Comprehensive Plan Docket.

### **Staff Recommendation:**

Staff does not recommend adoption of this policy amendment. Council directed staff to study this as part of the TMP. The TMP update has not yet begun, however staff has reviewed this proposal in consideration of existing TMP modeling efforts. Expanding the .90 V/C standard to apply to Collector Arterials would have current and future implications on required growth projects to address deficiencies and on our Transportation Impact Fee structure. Although Collector Arterials were not initially included as part of the standard, 2030 modeling was done for all arterials in order to gauge future V/C. The 2030 traffic model developed for the 2011 Transportation Master Plan shows that Fremont Ave N would fail concurrency and therefore, the City would need to plan and estimate costs for a project to increase vehicle capacity. This project would likely require an additional lane in order to increase vehicle capacity. Given that bike lanes are slated for this street, right of way acquisition would likely be needed in order to accommodate the growth project. This would be a high-cost project which would need to be incorporated into the Transportation Impact Fee schedule, increasing costs to developers and to the City. In addition, the project would widen a roadway which may not be consistent with the residents or community's vision for this street. Other Collector Arterial streets are nearing this limit and in future updates, would need to be addressed with additional growth projects, and additional lanes, if the standard was carried forward.

### **Planning Commission Recommendation:**

The Commission had questions about the impact of this amendment. The Commission was concerned about the consequences of recommending denial of this amendment. Specifically, would this amendment limit traffic impacts in the Richmond Beach Neighborhood if development occurs at Point Wells?

Staff explained that the volume over capacity ratio (V/C) is one way to measure traffic on a particular street. If a proposed development adds a significant amount of traffic to the city's streets, that developer can mitigate the trips generated by increasing the capacity of the roadway. This typically occurs by widening the street, thus adding more traffic to a particular neighborhood. The concern here is that the proposed widened roadway will be out of character for the neighborhood.

Another unintended consequence is those Collector Arterial streets that are currently approaching the 0.90 V/C ratios. The City will be responsible for mitigating a Collector Arterial street if that roadway exceeds the 0.90 V/C ratios. Road widening projects are expensive and the City already has seven other growth projects that are identified in the Transportation Master Plan.

**Approved By:** Project Manager \_\_\_\_\_

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

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

Staff recommended to the Commission Amendment #6 is unnecessary because Amendment #8 will address potential traffic impacts in the Richmond Beach Neighborhood by placing a lower V/C ratio to Richmond Beach Drive north of NW 196<sup>th</sup> Street and a provision to limit the V/C ratio west of 8<sup>th</sup> Avenue NW, measured at any point, on Richmond Beach Road.

---

### Amendment #5

This amendment is a clean-up of Land Use Policies 63, 64, 65, 66, and 67 which references two King County Countywide Planning Policies, Policies FW-32 (establish a countywide process for siting essential public facilities) and S-1 (consideration of alternative siting strategies), that are no longer in the Countywide Policies. The proposed amendments also correct references to policies numbers that have changed.

Staff recommends that the following Land Use Policies be updated:

**LU63:** Require land use decisions on essential public facilities meeting the following criteria to be made consistent with the process and criteria set forth in LU65 ~~LU62~~:

- a. The facility meets the Growth Management Act definition of an essential public facility, ref. RCW 36.70A.200(1) now and as amended; or
- b. The facility is on the statewide list maintained by the Office of Financial Management, ref. RCW 36.70A.200(4) or on the countywide list of essential public facilities; and
- c. The facility is not otherwise regulated by the Shoreline Municipal Code (SMC).

**LU64:** Participate in efforts to create an interjurisdictional approach to the siting of countywide or statewide essential public facilities with neighboring jurisdictions as encouraged by ~~Countywide Planning Policies FW-32 (establish a countywide process for siting essential public facilities) and S-1 (consideration of alternative siting strategies)~~. Through participation in this process, seek agreements among jurisdictions to mitigate against the disproportionate financial burden, which may fall on the jurisdiction that becomes the site of a facility of a state-wide, regional, or countywide nature.

~~The essential public facility siting process set forth in LU65 ~~LU62~~ is an interim process. If the CPP FW-32 siting process is adopted through the Growth Management Planning Council (GMPC), the City may modify this process to be consistent with the GMPC recommendations.~~

**LU65:** Use this interim Siting Process to site the essential public facilities described in LU63 ~~LU60~~ in Shoreline. Implement this process through appropriate procedures incorporated into the SMC.

### Interim EPF Siting Process

Approved By: \_\_\_\_\_ Project Manager \_\_\_\_\_

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



## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

1. Use policies LU63 LU60 and LU64 LU61 to determine if a proposed essential public facility serves local, countywide, or statewide public needs.
2. Site EPF through a separate multi-jurisdictional process, if one is available, when the City determines that a proposed essential public facility serves a countywide or statewide need.
3. Require an agency, special district, or organization proposing an essential public facility to provide information about the difficulty of siting the essential public facility, and about the alternative sites considered for location of the proposed essential public facility.
4. Process applications for siting essential public facilities through SMC Section 20.30.330 — Special Use Permit.
5. Address the following criteria in addition to the Special Use Permit decision criteria:
  - a. Consistency with the plan under which the proposing agency, special district or organization operates, if any such plan exists;
  - b. Include conditions or mitigation measures on approval that may be imposed within the scope of the City's authority to mitigate against any environmental, compatibility, public safety or other impacts of the EPF, its location, design, use or operation; and
  - c. The EPF and its location, design, use, and operation must be in compliance with any guidelines, regulations, rules, or statutes governing the EPF as adopted by state law or by any other agency or jurisdiction with authority over the EPF.

**LU66:** After a final siting decision has been made on an essential public facility according to the process described in LU65 LU62, pursue any amenities or incentives offered by the operating agency, or by state law, other rule, or regulation to jurisdictions within which such EPF is located.

**LU67:** For EPF having public safety impacts that cannot be mitigated through the process described in LU64 LU61, the City should participate in any process available to provide comments and suggested conditions to mitigate those public safety impacts to the agency, special district or organization proposing the EPF. If no such process exists, the City should encourage consideration of such comments and conditions through coordination with the agency, special district, or organization proposing the EPF. A mediation process may be the appropriate means of resolving any disagreement about the appropriateness of any mitigating condition requested by the City as a result of the public safety impacts of a proposal.

### **Staff Recommendation:**

Staff recommends that this amendment be approved.

### **Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

**Approved By:** Project Manager \_\_\_\_\_

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

**Amendment #6**

This proposed amendment would add the following language to the Point Wells Subarea Plan Policy PW-12:

In view of the fact that Richmond Beach Drive between NW 199th St. and NW 205th St. is a local road with no opportunities for alternative access to dozens of homes in Shoreline and Woodway, the City designates this as a local street with a maximum capacity of 4,000 vehicle trips per day. Unless and until 1) Snohomish County and/or the owner of the Point Wells Urban Center can provide to the City the Transportation Corridor Study and Mitigation Plan called for in Policy PW-9, and 2) sources of financing for necessary mitigation are committed, the City should not consider reclassifying this road segment. As a separate limitation in addition to the foregoing, the maximum number of new vehicle trips a day entering the City's road network from/to Point Wells shall not exceed the spare capacity of Richmond Beach Road west of 8<sup>th</sup> Avenue NW under the City's .90 V/C standard based on Richmond Beach Road being a 3-lane road (the .90 V/C standard may not be exceeded at any location west of 8<sup>th</sup> Avenue NW along Richmond Beach Road).

Staff does not support this amendment as it is already addressed by the City's LOS Standards. While the applicant has pointed out it is not staff's place to recommend changes to the proposed amendment, the City's Capital Improvement Program (CIP) includes a project to restripe Richmond Beach Road in this segment from four lanes to three. This would be the future roadway configuration, which would limit capacity more than it is today. Therefore, the capacity is driven by the future CIP.

**Staff Recommendation:**

Staff recommends that the Commission deny this proposed Comprehensive Plan amendment. This language is redundant as the City's adopted Level of Service standard already implies the above language. In addition, this language is included in Comprehensive Plan Amendment 8 and would again be redundant. Adopting the proposed language may limit any flexibility to make an exception to our adopted standard, regardless of potential benefits or tradeoffs. No other impacts would be expected however staff recommends adopting the language only once, as part of Amendment 8.

**Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

Approved By: Project Manager \_\_\_\_\_

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

**Amendment #7**

This proposed amendment will strike three policies from the Southeast Neighborhoods Subarea Plan that were moved to the 145<sup>th</sup> Street Station Subarea Plan and amend the planning area boundaries of the Southeast Neighborhoods Subarea Plan to align with the 145<sup>th</sup> Street Station Subarea Plan boundaries.

The Southeast Neighborhoods Subarea Plan was adopted in May 2010. It covered an area bounded on the south by 145<sup>th</sup> Street, on the west by 8<sup>th</sup> Avenue, on the north by 155<sup>th</sup> and 150<sup>th</sup> Streets, and on the east by Lake City Way. It contained portions of both the Ridgecrest and Briarcrest neighborhoods. When the Briarcrest neighborhood annexed into the City, most of the area was not assigned Comprehensive Plan designations, but given the place-holder "Special Study Area." The City worked with a Citizen's Advisory Committee from July 2008 until November 2009 to create a vision, craft policy recommendations, and adopt Comprehensive Plan and zoning designations for this area of Shoreline.

There is an area of overlap between the Southeast Neighborhoods Subarea and the 145<sup>th</sup> Street Station Subarea, which creates an inconsistency within the Comprehensive Plan with regard to designations on the Future Land Use Map. The Southeast Neighborhood Subarea Plan uses the standard Comprehensive Plan land use designations (e.g. Low Density Residential, High Density Residential, and Mixed Use 2) while the 145<sup>th</sup> Street Station Subarea Plan uses the station-specific land use designations (e.g. Station Areas 1, 2, and 3).

The GMA (36.70A RCW) states that a Comprehensive Plan is to be an internally consistent document and, therefore, any subarea plan must be consistent with all elements of the Comprehensive Plan, including other subarea plans. The overlap of the proposed 145<sup>th</sup> Street Station Subarea and the Southeast Neighborhood Subarea creates inconsistencies and, therefore, an amendment should occur in order to address the overlap between the two subareas.

Since the boundary of the Southeast Neighborhoods Subarea Plan is being amended, some of the policies contained in that plan would refer to areas no longer within the boundaries of that subarea. Therefore, in order to preserve the work of the Citizen Advisory Committee that created the Southeast Neighborhood Subarea Plan, staff moved policies that refer to Paramount Park, Paramount Open Space, or 15<sup>th</sup> Avenue into the 145<sup>th</sup> Street Station Subarea Plan and must be deleted from the Southeast Neighborhood Subarea Plan. These policies are listed below as they are currently included in the 145<sup>th</sup> Street Station Subarea Plan:

- Transportation Policy 6 - Implement improvements along arterials to revitalize business, increase pedestrian and bicycle safety and usability, and add vehicle capacity where necessary.
  - In the Southeast Neighborhoods Subarea Plan, this policy specifically referred to 15<sup>th</sup> Avenue, but the Planning Commission changed it to

**Approved By:**                      **Project Manager** \_\_\_\_\_                      **Planning Director** \_\_\_\_\_

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

“arterials”, as shown above, because they felt that it applied to other streets in the subarea as well.

- Community Design Policy 13 - Improve the area around 145<sup>th</sup> Street and 15<sup>th</sup> Avenue with place-making treatments, such as lighting, benches, and landscaping, to identify it as a gateway to the city.
- Parks, Recreation, and Open Space Policy 6 - Ensure Twin Ponds and Paramount Open Space Parks’ pedestrian connections from the neighborhood to the 145<sup>th</sup> Street light rail station are designed and constructed to fit the character of the parks.
  - In the Southeast Neighborhoods Subarea Plan, this policy was phased a bit differently: “Redevelop paths in Paramount Open Space to ensure at least one year-round connection between the east and west sides of the Ridgecrest Neighborhood.” A committee of the Parks Board made recommendations to the Planning Commission with regard to Parks and Natural Environment policies, and suggested the language above.

The revised Southeast Neighborhoods Subarea Plan is included as **Attachment 2**.

### **Staff Recommendation:**

Staff recommends that this amendment be approved.

### **Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

---

### **Amendment #8**

This proposed amendment would add a new policy to the Implementation Plan section of the Point Wells Subarea Plan. The proposed language is included in **Attachment 3**. The new language includes:

*Adopt a volume to capacity ratio (V/C) ratio of 0.65 or lower for Richmond Beach Drive north of NW 196<sup>th</sup> Street, assuming a roadway capacity of 700 vehicles per hour per lane or less for an improved roadway consistent with pedestrian and bike standards and a V/C ratio not to exceed 0.90 on Richmond Beach Road, measured at any point, west of 8<sup>th</sup> Avenue NW assuming a three-lane roadway consistent with the City’s Transportation Master Plan and Capital Improvement Plan. The applicable V/C standards shall not be exceeded on either of these road segments.*

The Council discussed the merits of this amendment at their June 13, 2016 meeting. The Council said the Amendment provides the community assurance that the City will study a V/C ratio of .65 or lower for Richmond Beach Drive north of NW 196<sup>th</sup> Street and would not exceed .90 on Richmond Beach Road measured at any point west of 8<sup>th</sup> Ave.

Approved By: \_\_\_\_\_ Project Manager \_\_\_\_\_

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

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

The Council acknowledged that there are no other areas in the City with a V/C ratio lower than .90, but added the amendment adds supplemental protection from traffic moving to and from development from Point Wells on Richmond Beach Drive. The Council commented that a citywide V/C ratio is not necessary and noted there are certain streets that have unique problems that need to be addressed.

*(Mayor Roberts asked if v/c ratios apply to local streets, how the current language in the Comprehensive Plan “4000 Average Daily Trip (ADT)” will be affected, and if there is an overlap between Amendments 17 and 8. Ms. Dedinsky replied that v/c ratios do not apply to local streets, and said the language in the Comprehensive Plan does not need to be changed. She agreed that there is redundancy and an overlap with Amendment 6 and 8, but explained the Amendments work together and highlight the need to enforce a V/C of .90 west of 8<sup>th</sup> Avenue NW).*

### **Staff Recommendation:**

Staff supports the language in the proposed Comprehensive Plan Amendment. Staff believes this supplemental Level of Service standard provides an appropriate limit for the street in consideration of the existing neighborhood and future growth at the Point Wells site. This supplemental LOS standard is generally consistent with the previously established 4000 ADT cap, as well as with the citywide V/C ration set for Principal and Minor Arterials. While a V/C lower than .65 would further constrain trips generated by the Point Wells site, staff has concerns about justification. A V/C lower than .6 is considered Level of Service A. Standard practice when planning transportation facilities is to have a target Level of Service of C or D. It would be difficult to classify a V/C within the category of Level of Service A as failing a traffic concurrency standard.

### **Planning Commission Recommendation:**

The Planning Commission did not have any comments or concerns about this amendment.

---

### **TIMING AND SCHEDULE**

- Council Study Session on Proposed Amendments – November 28, 2016
- Council adoption of the Proposed Docketed Amendments– December 12, 2016

### **RECOMMENDATION**

Staff recommends that the Planning Commission:

1. Carry-over amendments #1, #2, and #3 to the 2017 docket.
2. Approve amendments #5, #7, and #8.
3. Deny amendments #4 and #6.

### **ATTACHMENT**

Approved By: \_\_\_\_\_

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

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

## 6a - PUBLIC HEARING - Comp Plan Amendments - Staff Report

Attachment 1 – 2016 Docket

Attachment 2 – Southeast Neighborhoods Subarea Plan

Attachment 3 – Point Wells Subarea Plan

Approved By:

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

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



## 2016 COMPREHENSIVE PLAN AMENDMENT DOCKET

The State Growth Management Act generally limits the City to amending its Comprehensive Plan once a year and requires that it create a Docket (or list) of the amendments to be reviewed.

### Final 2016 Comprehensive Plan Amendments

1. Amend the Comprehensive Plan for 145<sup>th</sup> Street annexation and all applicable maps.
2. Consider amendments to the Point Wells Subarea Plan and other elements of the Comprehensive Plan that may have applicability to reflect the outcomes of the Richmond Beach Traffic Corridor Study as described in Policy PW-9. Based on the outcome of the corridor study, it is expected that proposed amendments would include text changes to the Subarea Plan discussing the study, increasing the vehicle trips per day from a 4,000 trip maximum as described in Policy PW-12 and adding identified mitigation projects and associated funding needed to raise the maximum daily trip count while maintaining adopted Levels of Service to the Capital Facilities Element. Also, consider amendments to the Comprehensive Plan that could result from the development of Interlocal Agreements as described in Policy PW-13.
3. Consider amendments to the Comprehensive Plan that address the location of new park space within the light-rail station subareas, explore the establishment of a city-wide park impact fee, and determine a ratio of park space per new resident in the light-rail station subareas, and any other park issues that arise through the light-rail station subarea public process.
4. Update Policy T44 to add Collector Arterials to the street classifications that have a LOS standard. The proposed amendment reads:

“Adopt a supplemental level of service for Principal Arterials, ~~and~~ Minor Arterials, and Collector Arterials that limits the volume to capacity (V/C) ratio to 0.90 or lower, provided the V/C ratio on any leg of a Principal, ~~or~~ Minor, or Collector Arterial intersection may be greater than 0.90 if the intersection operates at LOS D or better. These Level of Service standards apply throughout the city unless an alternative LOS standard is identified in the Transportation Element for intersections or road segments, where an alternate level of service has been adopted in a

## 6a - Attachment 1 - Comp Plan Amendments Docket

subarea plan, or for Principal, ~~or~~ Minor, or Collector Arterial segments where:

- Widening the roadway cross-section is not feasible, due to significant topographic constraints; or
- Rechannelization and safety improvements result in acceptable levels of increased congestion in light of the improved operational safety of the roadway. (Applicant: Save Richmond Beach).

5. Update Land Use Policies LU63, LU64, LU65, LU66, and LU67 by correcting references to the King County Countywide Planning Policies regarding the siting of essential Public Facilities.

6. Amend Point Wells Subarea Plan Policy PW-12 to read:

“In view of the fact that Richmond Beach Drive between NW 199th St. and NW 205th St. is a local road with no opportunities for alternative access to dozens of homes in Shoreline and Woodway, the City designates this as a local street with a maximum capacity of 4,000 vehicle trips per day. Unless and until 1) Snohomish County and/or the owner of the Point Wells Urban Center can provide to the City the Transportation Corridor Study and Mitigation Plan called for in Policy PW-9, and 2) sources of financing for necessary mitigation are committed, the City should not consider reclassifying this road segment. As a separate limitation in addition to the foregoing, the maximum number of vehicle trips a day entering the City’s road network from/to Point Wells shall not exceed the spare capacity of Richmond Beach Road west of 8<sup>th</sup> Ave NW under the City’s .90 V/C standard based on Richmond Beach Road being a 3-lane road (the .90 V/C standard may not be exceeded at any location west of 8<sup>th</sup> Ave NW along Richmond Beach Road). (Applicant: McCormick).

7. Amend the Southeast Neighborhoods Subarea Plan to move policies related to the 145 Street Station Subarea Plan, amend text, and amend the borders of the Southeast Neighborhoods Subarea Plan to avoid overlap with the 145<sup>th</sup> Street Station Subarea Plan.

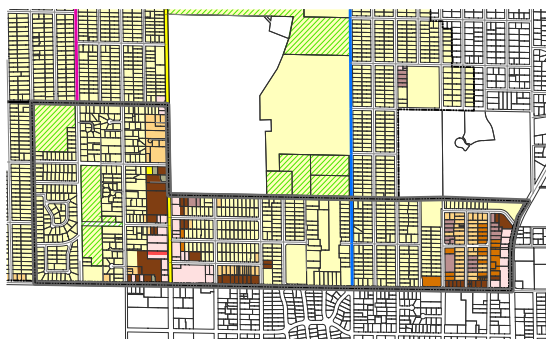
8. Adopt a volume to capacity ratio (V/C) ratio of 0.65 or lower for Richmond Beach Drive north of NW 196<sup>th</sup> Street, assuming a roadway capacity of 700 vehicles per hour per lane or less for an improved roadway consistent with pedestrian and bike standards and a V/C ratio not to exceed 0.90 on Richmond Beach Road, measured at any point, west of 8<sup>th</sup> Avenue NW assuming a three-lane roadway consistent with the City’s Transportation Master Plan and Capital Improvement Plan. The applicable V/C standards shall not be exceeded on either of these road segments.

*Estimated timeframe for Council review/adoption: December 2016.*





## Southeast Neighborhoods Subarea Plan May 24, 2010



The Southeast Neighborhoods Subarea is bounded on the south by 145<sup>th</sup> Street, on the west by 8<sup>th</sup> Avenue, on the north by 155<sup>th</sup> and 150<sup>th</sup> 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.

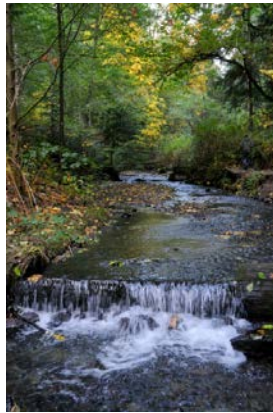
The plan is intended to provide direction for the next 20 years. Many things will change in that time period. By 2030, there will likely be a light rail stop near 145<sup>th</sup> St. and Interstate 5. New automotive technology may have transformed the fueling, design, and maybe even necessity of cars. 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.

### **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 that 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, with attention to wildlife habitat, through development of a "green corridor," as a public/private partnership, including the area between Seattle's Jackson Park, Paramount Park, and Hamlin Park.

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: Develop technical resources for better understanding of overall hydrology, including the locations of covered streams in the subarea, and recommend actions and measures to address existing stormwater drainage problems.

NE10: Create incentives to plan all remodel and new development around substantial trees and groves of trees to preserve tree canopy.

NE11: Retain and establish new trees, open spaces, and green belts.

NE12: Use green buffers of specific buffer area to building height ratio between different land uses, especially where transition zoning is not possible.

### 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 residents by appealing to a diversity of buyers' and renters' 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
- 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: 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.

### **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 145<sup>th</sup> 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 on priority local streets between 145<sup>th</sup> and 150<sup>th</sup> Streets, as well as other local roadways to improve safety and reduce cut through traffic.

~~T6: Implement improvements along 15<sup>th</sup> Ave. to revitalize business, increase pedestrian and bicycle safety and usability, and add vehicle capacity where necessary.~~

T67: 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.

T78: Add bus shelters at busy stops.

T89: 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.

~~T94~~: 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.

~~T104~~: 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. The City has an interest in acquiring lands adjacent to Paramount Park Open Space.

### **Parks, Recreation & Open Space Policy Recommendations:**

PR1: Support development of a trail/designated pathway connecting the Interurban trail and the Burke-Gilman trail with Paramount Park (upper and lower), Hamlin Park, South Woods, and Seattle's Jackson Park.

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

PR5: Provide reasonable signage at main entrances to all parks.

~~PR6: Redevelop paths in Paramount Open Space to ensure at least one-year round 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: Inventory and promote the SE Subarea resources and opportunities, such as redevelopment at Shorecrest, Public Health Labs, and Fircrest.

ED5: Encourage community groups to define specific types of commercial, retail and professional businesses to best serve needs of subarea residents.

ED6: Encourage home-based business within the parameters of the residential zoning to bolster employment without adverse impact to neighborhood character.

ED7: Attract neighborhood businesses with support from the Economic Development Advisory Committee that could be sustained by the community.



ED8: Continue active participation from the City and the neighboring community in determining most beneficial uses, practices, and mitigation in long-term plans for Fircrest.

ED9: Encourage staff to identify potential Capital Improvement Projects that support the adopted subarea plan vision for business areas in the southeast neighborhoods.

ED10: 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.

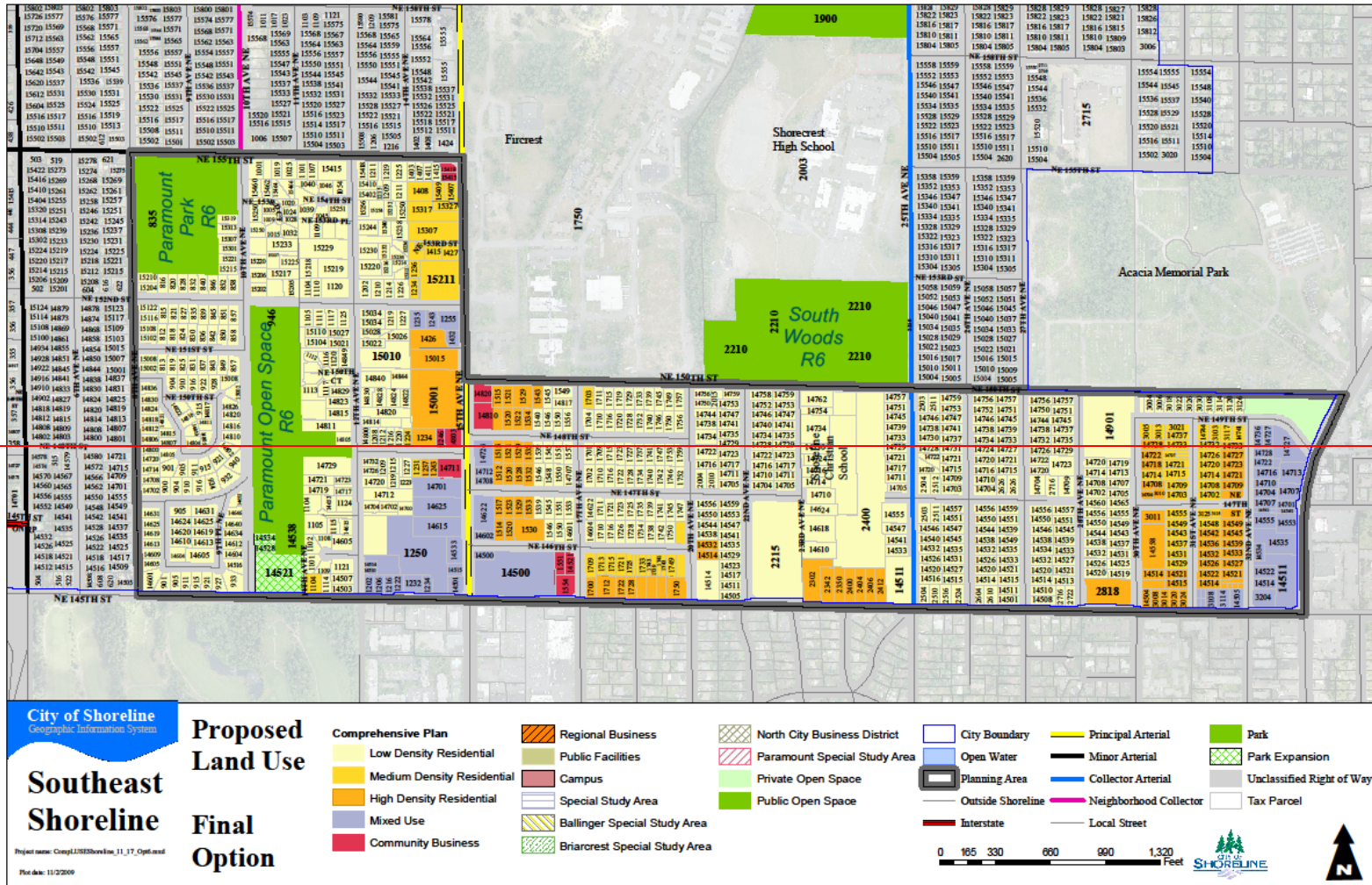
CD11: Take advantage of city, state, and federal pilot projects whose focus is improvement of the environmental health of the community, such as green streets, innovative housing designs, alternative power generation, etc.

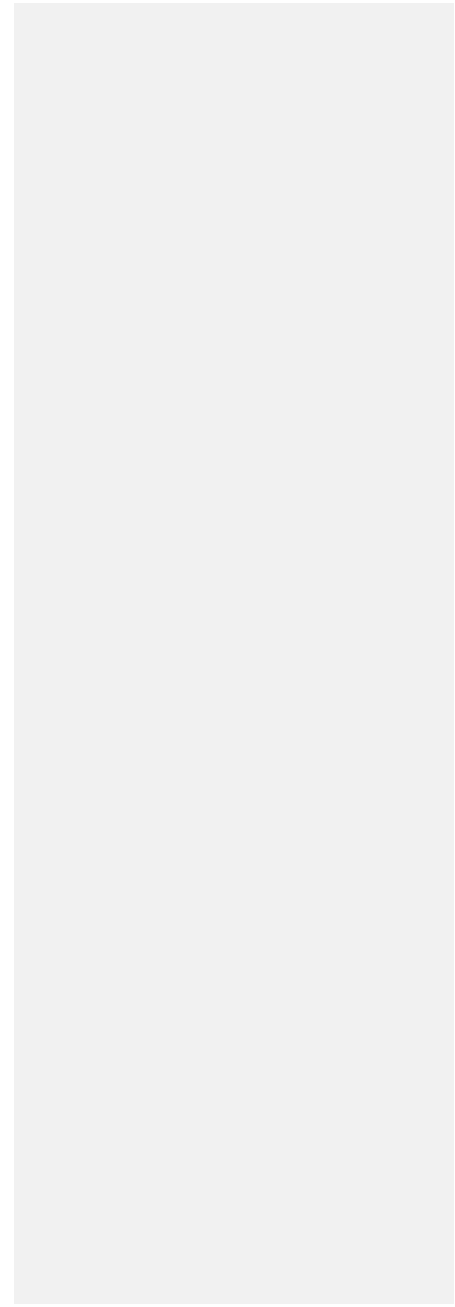
CD12: Establish rules and incentives that ensure actions occur in a manner that is consistent with the community's vision, while still promoting and providing incentives for redevelopment.

~~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.~~

CD13~~14~~: Work with community groups, neighborhoods and outside experts to promote "community gardens" for production of food and recreation.

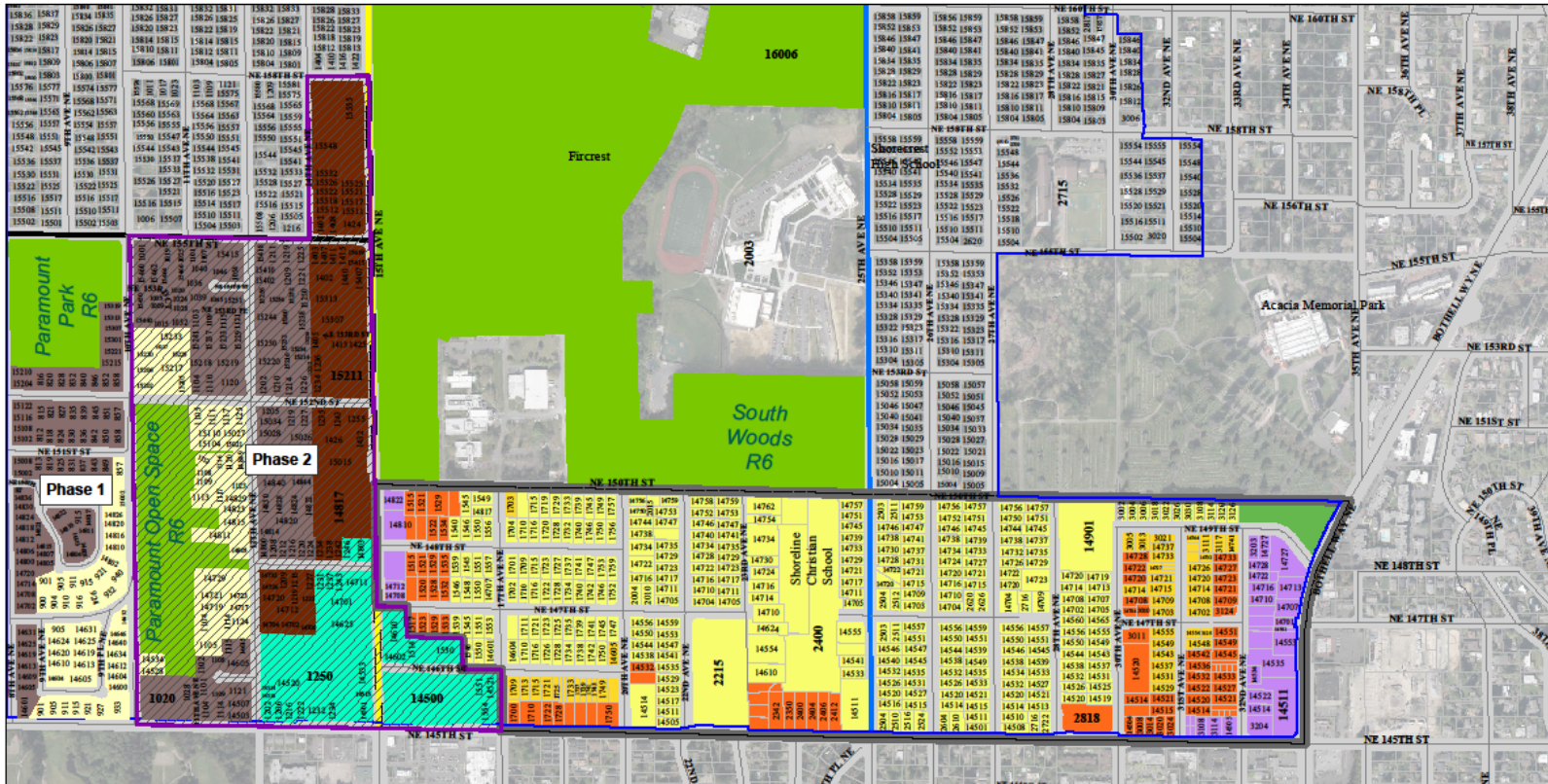
Appendix A: Comprehensive Plan Map







Field Code Changed



**City of Shoreline**  
Comprehensive Subarea System

**Southeast Shoreline**

Project name: ZoningSEShoreline\_1117\_Proposed.mxd  
Plot date: 10/19/2016

**Proposed Land Use**

**Final Option**

- |                            |                                |                      |                           |
|----------------------------|--------------------------------|----------------------|---------------------------|
| <b>Comprehensive Plan</b>  | <b>Zoning Designation</b>      | <b>Planning Area</b> | <b>Park</b>               |
| Low Density Residential    | MUR-70; Mixed Use Residential  | Outside Shoreline    | Park Expansion            |
| Medium Density Residential | MUR-45; Mixed Use Residential  | Principal Arterial   | Unclassified Right of Way |
| High Density Residential   | MUR-35; Mixed Use Residential  | Minor Arterial       | Tax Parcel                |
| Mixed Use                  | R-6; Residential, 6 units/acre | Collector Arterial   | <b>Phase Designation</b>  |
| Private Open Space         | City Boundary                  | Local Street         | Phase 2                   |



# Subarea Plan 2 – Point Wells

## *Geographic and Historical Context*

Point Wells is an unincorporated island of approximately 100 acres in the southwesternmost corner of Snohomish County. It is bordered on the west by Puget Sound, on the east by the Town of Woodway, and on the south by the town of Woodway and the City of Shoreline (see Fig. 1). It is an “island” of unincorporated Snohomish County because this land is not contiguous with any other portion of unincorporated Snohomish County. The island is bisected roughly north-south by the Burlington Northern Railroad (B.N.R.R.) right-of-way.

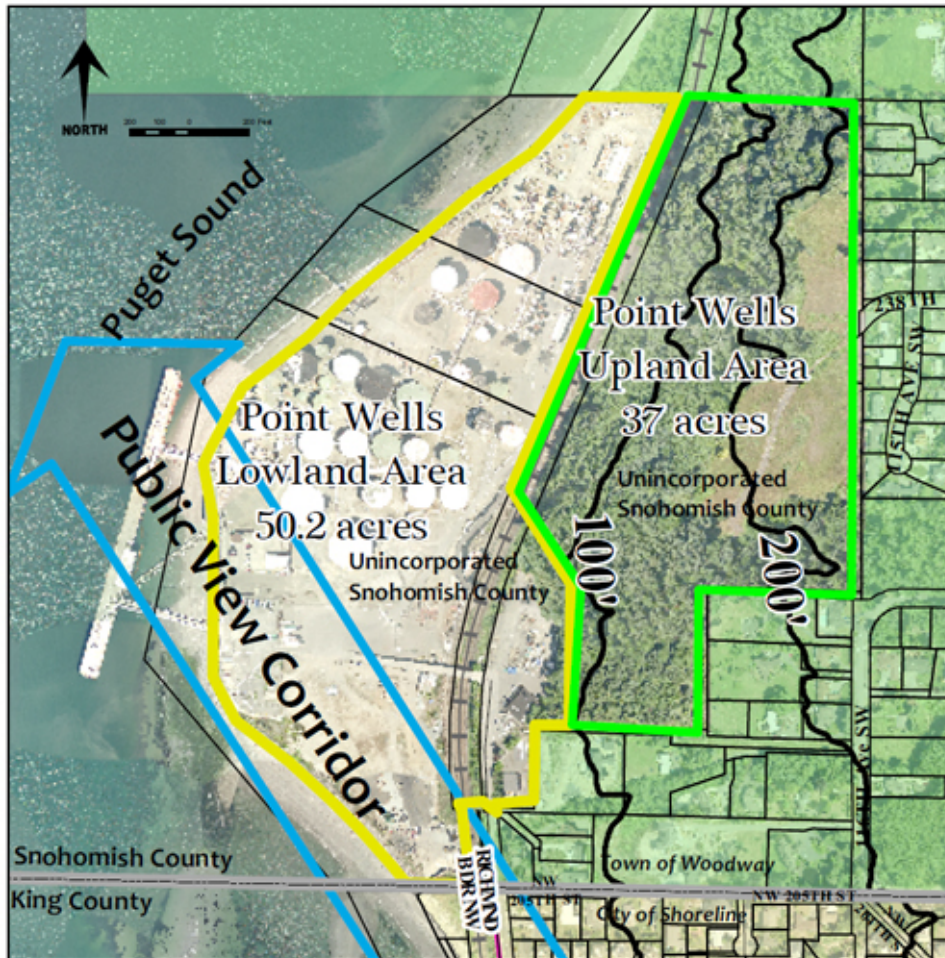


Figure 1 – Point Wells unincorporated island



## 6a - Attachment 3 Point Wells Subarea Plan

The lowland area of this unincorporated island (see Fig. 2) is approximately 50 acres in size. The only vehicular access to the lowland portion is to Richmond Beach Road and the regional road network via the City of Shoreline.



**Figure 2 – Upland and Lowland Areas at Point Wells**

The upland area of the Point Wells Island (see Fig. 2) is approximately 37 acres in size. The upland does not have access to Richmond Beach Drive due to very steep environmentally sensitive slopes that separate the upland portion from the lowland portion. However, the upland portion does have potential easterly access through the Town of Woodway via 238<sup>th</sup> St. SW.

All of the Point Wells Island was previously designated by the City of Shoreline as a "Potential Annexation Area" (PAA). The Town of Woodway, and Snohomish County, have previously identified all of the Point Wells unincorporated island as within the Woodway "Municipal Urban Growth Area" (MUGA). The Washington State Court of Appeals, in a 2004 decision, determined that the overlap of Shoreline's PAA and Woodway's MUGA does not violate the provisions of the Growth Management Act.

### **Snohomish County's designation of Point Wells as an "Urban Center"**

In April of 2009, the Shoreline City Council adopted Resolution 285 which opposed the pending Snohomish County designation of Point Wells as an "Urban Center." The resolution cited the likely excessive impacts of up to 3,500 dwelling units on Shoreline streets, parks, schools, and libraries. The City submitted several comment letters to the County Council detailing the reasons for the City's opposition, reiterating the City's support for a mixed use development of a more reasonable scale at Point Wells, and pointed out that an "Urban Center" designation would be inconsistent with provisions of the County's plan as well as the Growth Management Act.

### **Designation of a Future Service and Annexation Area (FSAA) at Point Wells**

After a review of the topography and access options for Point Wells, the City of Shoreline no longer wishes to include the upland portion of this unincorporated island within its designated urban growth area. Because of the upland portion's geographic proximity and potential for direct vehicular access to the Town of Woodway, the City of Shoreline concludes that the upland portion should be exclusively within the Town of Woodway's future urban growth area. Any people living in future developments in the upland portion of the Point Wells Island would feel a part of the Woodway community because they would share parks, schools, and other associations facilitated by a shared street grid.

Applying the same rationale to the lowland portion of the Point Wells Island, the City of Shoreline wishes to reiterate and clarify its policies. These lands all presently connect to the regional road network only via Richmond Beach Drive and Richmond Beach Road in the City of Shoreline. Therefore future re-development of the lowland area would be most efficiently, effectively, and equitably provided by the City of Shoreline and its public safety partners, the Shoreline Fire Department and Shoreline Police Department.

At such future time that the lowland portion of the Point Wells Island annexes to the City of Shoreline, the urban services and facilities necessary to support mixed use urban development would be provided in an efficient and equitable manner. These would include police from the Shoreline police department and emergency medical services and fire protection from the Shoreline Fire Department. In addition, the City would be responsible for development permit processing, code enforcement, parks, recreation and cultural services, and public works roads maintenance.

Future residents of the lowland portion of Point Wells would become a part of the Richmond Beach community by virtue of the shared parks, schools, libraries, shopping districts and road grid. As citizens of the City of Shoreline, they would be able to participate in the civic life of this "community of shared interests," including the City's Parks Board, Library Board, Planning Commission, or other advisory committees, and City Council.



*Policy PW-1* The Lowland Portion of the Point Wells Island, as shown on Figure 3, is designated as the City of Shoreline's proposed future service and annexation area (FSAA)

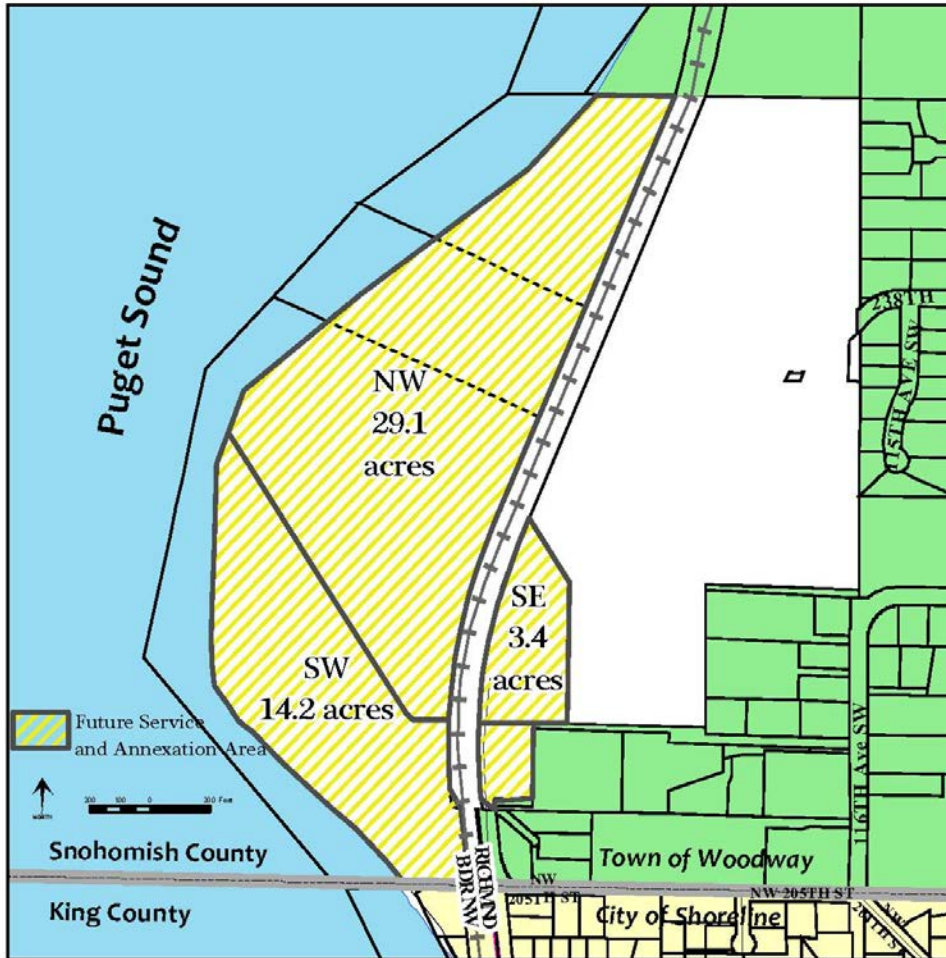


Fig. 3 – City of Shoreline Future Service and Annexation Area

## A Future Vision for Point Wells

The Subarea Plan, intended to be a 20-year plan document, envisions a Point Wells development that could take longer than 20 years to become fully realized. Because of the time horizon of the plan and future development, the City, in its decision-making, should consider the long-term costs of near-term actions and make choices that reflect a long-term perspective.

The City's vision for Point Wells is a world class environmentally sustainable community, both in site development and architecture. The redevelopment of the site should be predicated on remediation of the contaminated soil, and the restoration of streams and native plant regimes appropriate to the shoreline setting. New site design and improvements should incorporate low impact and climate friendly practices such as

## 6a - Attachment 3 Point Wells Subarea Plan

alternative energy sources, vegetated roofs, rainwater harvesting, rain gardens, bioswales, solar and wind technologies. Development at Point Wells should exhibit the highest quality of sustainable architecture, striving for gold or platinum LEED (Leadership in Energy and Environmental Design) certification.

*Policy PW-2 The Vision for Point Wells is an environmentally sustainable mixed-use community that is a model of environmental restoration, low-impact and climate-friendly sustainable development practices, and which provides extensive public access to the Puget Sound with a variety of trails, parks, public and semi-public spaces.*

Point Wells also represents a major opportunity to create a new subarea consistent with City objectives for economic development, housing choice, and waterfront public access and recreation. With almost 3,000 linear feet of waterfront, and sweeping 180 degree public views from Admiralty Inlet off Whidbey Island to Rolling Bay on Bainbridge Island, this site has unparalleled opportunity for public access, environmental restoration, education, and recreation oriented to Puget Sound.

The City's vision for Point Wells includes a mix of land uses, including residential, commercial, and recreational. The City recognizes that the site may be suited to a wide range of residential uses (e.g., market rate housing, senior housing, special needs housing, hotels, extended stay, etc.) as well as a range of commercial uses (e.g., office, retail, restaurant). Rather than proscribe the number or type of residential units, or the floor area of various types of commercial uses, the City prefers that flexibility be left to the developer to respond to market realities. However, whatever use mix is proposed must demonstrate that it conforms to adopted parking requirements, site design and building form policies cited below.

There are at least three distinct sub-areas within the FSAA, identified on Fig. 3 with the notations NW, SW, and SE. Because of their proximity to the single family neighborhoods to the east and south, maximum building heights in the SW and SE areas should be lower than in the NW subarea. Because of the large difference in elevation between the NW subarea and lands east of the railroad tracks, much taller buildings could be placed in this area without significantly impairing public views. Building placement in this area should avoid obstruction of the public view corridor shown on Fig. 2. The appropriate number, placement and size of taller buildings in NW subarea should be determined through the development permit and environmental review process.

The portion of the Puget Sound shoreline in the SW subarea is the most environmentally sensitive area and a candidate for habitat restoration. This area has sandy substrate, supports some beach grass and other herbaceous vegetation, and contains a fair amount of driftwood. This area should be a priority for open space and restoration including elimination of invasive plants, re-establishing native riparian and backshore vegetation.

*Policy PW-3 Use and development of and near the Puget Sound shoreline and aquatic lands at Point Wells should be carefully designed and implemented to minimize impacts and achieve long-term sustainable systems. New bulkheads or over-water structures should not be permitted and the detrimental effects of existing bulkheads should be reduced through removal of bulkheads or alternative, more natural stabilization techniques.*

## 6a - Attachment 3 Point Wells Subarea Plan

Any improvements in the westernmost 200 feet (within the jurisdiction of the Shoreline Management Act) of the NW and SW subareas should be limited to walkways and public use or park areas. Outside that shoreline area, buildings should be located and configured to maintain as much openness and public views across the site as possible, with taller structures limited to the central and easterly portions.

*Policy PW-4 A public access trail should be provided and appropriate signage installed along the entire Puget Sound shoreline of the NW and SW subareas and secured with an appropriate public access easement document.*

The relatively lowland area west of the tracks (between 10 and 20 feet above sea level) is abutted east of the tracks by a heavily forested slope. See Fig. 1. The slope rises steeply (15% to 25% grades) from the railroad tracks to the top of the slope, which is at approximately elevation 200. See Figure 2. The tree line at the top of the slope consists of mature trees from 50 to 100 feet in height, which further obscures public views of Point Wells from the portions of Woodway above elevation 200.

*Policy PW-5 New structures in the NW subarea should rise no higher than elevation 200.*

New buildings east of the railroad tracks would be much closer to existing single family homes in Woodway and Richmond Beach. To reflect this proximity, buildings of a smaller scale are appropriate.

*Policy PW-6 New structures in the SE Subarea should rise no higher than six stories.*

In order to promote maximum openness on the site and prevent bulky buildings, the City should consider innovative regulations such as design standards and guidelines, building floor plate maxima, requiring a minimum separation between taller structures and the protection of public view corridors. Public views from city rights-of-way in the Richmond Beach neighborhood are a major part of the area's character, and provide a sense of place, openness, beauty and orientation. A prominent public view corridor across the lowland area, shown in Fig. 2, affords a public view from Richmond Beach Drive northwest to Admiralty Inlet and Whidbey Island. Placement and size of structures at Point Wells should be located and configured so as not obstruct this important public view corridor.

*Policy PW-7 The public view from Richmond Beach Drive in Shoreline to Admiralty Inlet should be protected by a public view corridor across the southwest portion of the NW and SW subareas.*

*Policy PW-8 New structures in the NW subarea should be developed in a series of slender towers separated by public view corridors.*

## Transportation Corridor Study and Mitigation

A traffic and safety analysis performed by the City in the summer of 2009 evaluated the nature and magnitude of impacts likely to accrue from the development of Point Wells as an "Urban Center" under Snohomish County zoning, as well as development scenarios

## 6a - Attachment 3 Point Wells Subarea Plan

assuming lesser orders of magnitude. This background information provided a basis for the City to conclude that, prior to the approval of any specific development project at Point Wells, the applicant for any development permit at Point Wells should fund, and the City oversee, the preparation of a detailed Transportation Corridor Study.

### **Corridor Study**

The Transportation Corridor Study and Implementation Plan should include an evaluation of projected impacts on vehicular flow and levels of service at every intersection and road segment in the corridor. If a potential alternative access scenario is identified, it should be added to the corridor study. The Study should also evaluate and identify expanded bicycle and pedestrian safety and mobility investments, and identify “context sensitive design” treatments as appropriate for intersections, road segments, block faces, crosswalks and walkways in the study area with emphasis on Richmond Beach Road and Richmond Beach Drive and other routes such as 20<sup>th</sup> Ave. NW, 23<sup>rd</sup> Place NW, NW 204<sup>th</sup> Street and other streets that may be impacted if a secondary road is opened through Woodway.

### **Implementation Plan**

The corridor study would be a step in the development of such a plan. The scope of the implementation plan should include a multimodal approach to mobility and accessibility to and from Point Wells, as well as detailed planning for investments and services to improve multimodal travel for adjacent communities between Point Wells and I-5. This could well include an integrated approach to accessing Point Wells, the Richmond Beach neighborhood, and Richmond Highlands with the Bus Rapid Transit system along Aurora Avenue, the I-5 corridor itself - focusing on the interchanges at N. 205<sup>th</sup> and N. 175<sup>th</sup>, as well as the Sound Transit light rail stations serving Shoreline.

While the analysis of vehicle flows is appropriate as part of the study, the solutions should provide alternatives to vehicle travel to and from Point Wells - as well as more transportation choices than those that currently exist today for the Richmond Beach neighborhood and adjacent communities.

*Policy PW-9 To enable appropriate traffic mitigation of future development at Point Wells, the developer should fund the preparation of a Transportation Corridor Study as the first phase of a Transportation Implementation Plan, under the direction of the City, with input and participation of Woodway, Edmonds, Snohomish County and WSDOT. The Study and Transportation Implementation Plan should identify, engineer, and provide schematic design and costs for intersection, roadway, walkway and other public investments needed to maintain or improve vehicular, transit, bicycle and pedestrian safety and flow on all road segments and intersections between SR 104, N 175<sup>th</sup> Street, and I-5 with particular attention focused on Richmond Beach Drive and Richmond Beach Road. Road segments that would be impacted by an alternate secondary access through Woodway should also be analyzed, which would include 20<sup>th</sup> Avenue NW, 23<sup>rd</sup> Place NW and NW 204<sup>th</sup> Street. The Study and Transportation Plan should identify needed investments and services, including design and financing, for multimodal solutions to improving mobility and accessibility within the Richmond Beach neighborhood and adjacent communities, including but not limited to investments on Richmond Beach Drive and Richmond Beach Road.*

## 6a - Attachment 3 Point Wells Subarea Plan

*Policy PW-10 The needed mitigation improvements identified in the Transportation Corridor Study and Implementation Plan should be built and operational concurrent with the occupancy of the phases of development at Point Wells.*

Richmond Beach Road and Richmond Beach Drive provide the only vehicular access to Point Wells at this time. Therefore, it is critical that identified impacts be effectively mitigated as a condition of development approval. It is also vital that the traffic generated from Point Wells be limited to preserve safety and the quality of residential neighborhoods along this road corridor. In the event that secondary vehicular access is obtained through Woodway to the Point Wells site, the mitigation and improvements of the impacts to those additional road segments must also occur concurrent with the phased development.

Historically, mobility and accessibility in Richmond Beach and adjacent communities has been dominated by the single occupancy vehicle. Provision of bicycle and pedestrian facilities has been limited because retrofitting an existing road network with these facilities is an expensive undertaking. The Richmond Beach Road corridor is served by limited Metro bus service and is beyond a reasonable walking distance from potential development within Point Wells. Though rail service to a station in Richmond Beach was evaluated by Sound Transit, no service is envisioned in the transit agency's adopted 20 year plan. Improved transit, bicycle and pedestrian mobility is a long-term policy objective, but the majority of trips in the area will likely continue to be by automobiles utilizing the road network. The City's traffic study completed in 2009 shows that if more than 8,250 vehicle trips a day enter the City's road network from Point Wells, it would result in a level of service "F" or worse at a number of City intersections. This would be an unacceptable impact.

*Policy PW-11 The City should address opportunities to improve mobility, accessibility, and multimodal east-west movement in the Richmond Beach Road Corridor between Puget Sound and I-5 as part of the update of the city-wide Transportation Management Plan. The City should also work with neighboring jurisdictions Woodway and Edmonds to improve north-south mobility. These opportunities should be pursued in a manner that reduces existing single occupancy vehicle trips in the corridor.*

*Policy PW-12 In view of the fact that Richmond Beach Drive between NW 199th St. and NW 205th St. is a local road with no opportunities for alternative access to dozens of homes in Shoreline and Woodway, the City designates this as a local street with a maximum capacity of 4,000 vehicle trips per day. Unless and until 1) Snohomish County and/or the owner of the Point Wells Urban Center can provide to the City the Transportation Corridor Study and Mitigation Plan called for in Policy PW-9, and 2) sources of financing for necessary mitigation are committed, the City should not consider reclassifying this road segment. As a separate limitation in addition to the foregoing, the maximum number of new vehicle trips a day entering the City's road network from/to Point Wells shall not exceed the spare capacity of Richmond Beach Road west of 8<sup>th</sup> Avenue NW under the City's .90 V/C standard based on Richmond Beach Road being a 3-lane road (the .90 V/C standard may not be exceeded at any location west of 8<sup>th</sup> Avenue NW along Richmond Beach Road).*

*Policy PW-13 The City should adopt a volume to capacity ratio (V/C) ratio of 0.65 or lower for Richmond Beach Drive north of NW 196<sup>th</sup> Street, assuming a roadway capacity of 700 vehicles per hour per lane or less for an improved roadway consistent with pedestrian and bike standards and a V/C ratio not to exceed 0.90 on*

## 6a - Attachment 3 Point Wells Subarea Plan

Richmond Beach Road, measured at any point, west of 8<sup>th</sup> Avenue NW assuming a three-lane roadway consistent with the City's Transportation Master Plan and Capital Improvement Plan. The applicable V/C standards shall not be exceeded on either of these road segments.

### Interjurisdictional Coordination

The City should work with the Town of Woodway and Edmonds to identify ways in which potential future development in the lowland portion of Point Wells could be configured or mitigated to reduce potential impacts on Woodway. There is no practical primary vehicular access to the lowland part of Point Wells other than via Richmond Beach Road. However, the City should work with property owners and Woodway to provide a bicycle and pedestrian route between Woodway and Point Wells.

The Growth Management Act states that cities, rather than county governments, are the preferred providers of urban governmental services. Because urban governmental services and facilities in Shoreline are much closer to Point Wells than are similar services and facilities located in Snohomish County, it is most efficient for the City to provide those services.

Working with its public safety partners, Shoreline Fire Department and Shoreline Police Department, the City should invite Snohomish County to discuss an interlocal agreement to address the timing and methods to transition local governmental responsibilities for Point Wells from the County to the City. Included in these discussions should be responsibilities for permitting and inspection of future development at Point Wells, and possible sharing of permitting or other local government revenues to provide an orderly transition.

*Policy PW-14 13 The City should work with the Town of Woodway, City of Edmonds, Snohomish County, and all other service providers toward adoption of interlocal agreements to address the issues of land use, construction management of, urban service delivery to, and local governance of Point Wells. A joint SEPA lead-agency or other interlocal agreement with the County could assign to the City the responsibility for determining the scope, parameters, and technical review for the transportation component of the County's Environmental Impact Statement prepared for a future project at Point Wells. Under such agreement, this environmental analysis, funded by the permit applicant, could satisfy the policy objectives of the Transportation Corridor Study and Implementation Plan referenced at PW-10.*

*Policy PW-15 14 In the event that development permit applications are processed by Snohomish County, the City should use the policies in this Subarea Plan as guidance for identifying required mitigations through the SEPA process and for recommending changes or additional permit conditions to achieve greater consistency with the City's adopted policies.*