



# PLANNING COMMISSION REGULAR MEETING AGENDA

Thursday, May 16, 2019  
7:00 p.m.

Council Chamber · Shoreline City Hall  
17500 Midvale Ave N  
Shoreline, WA 98133

	<u>Estimated Time</u>
<b>1. CALL TO ORDER</b>	7:00
<b>2. ROLL CALL</b>	7:01
<b>3. APPROVAL OF AGENDA</b>	7:03
<b>4. APPROVAL OF MINUTES</b>	7:04
a. <a href="#">May 2, 2019 Draft Minutes</a>	

## **Public Comment and Testimony at Planning Commission**

*During General Public Comment, the Planning Commission will take public comment on any subject which is not specifically scheduled later on the agenda. During Public Hearings and Study Sessions, public testimony/comment occurs after initial questions by the Commission which follows the presentation of each staff report. In all cases, speakers are asked to come to the podium to have their comments recorded, state their first and last name, and city of residence. The Chair has discretion to limit or extend time limitations and the number of people permitted to speak. Generally, individuals may speak for three minutes or less, depending on the number of people wishing to speak. When representing the official position of an agency or City-recognized organization, a speaker will be given 5 minutes. Questions for staff will be directed to staff through the Commission.*

<b>5. GENERAL PUBLIC COMMENT</b>	7:05
<b>6. STUDY ITEMS:</b>	
a. <a href="#">Proposed Development Agreement – Shoreline Place Part II</a>	7:10
<b>7. DIRECTOR’S REPORT</b>	8:40
<b>8. UNFINISHED BUSINESS</b>	8:50
<b>9. NEW BUSINESS</b>	8:51
<b>10. REPORTS OF COMMITTEES &amp;     COMMISSIONERS/ANNOUNCEMENTS</b>	8:52
<b>11. AGENDA FOR June 6, 2019 – Public Hearing</b>	8:53
<b>12. ADJOURNMENT</b>	8:55

*The Planning Commission meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk’s Office at 801-2230 in advance for more information. For TTY telephone service call 546-0457.*

**DRAFT**  
**CITY OF SHORELINE**

**SHORELINE PLANNING COMMISSION**  
**MINUTES OF REGULAR MEETING**

May 2, 2019  
7:00 P.M.

Shoreline City Hall  
Council Chamber

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**Commissioners Present**

Chair Montero  
Vice Chair Mork  
Commissioner Craft  
Commissioner Davis  
Commissioner Lin

**Staff Present**

Rachael Markle, Director, Planning and Community Development  
Paul Cohen, Planning Manager, Planning and Community Development  
Tricia Juhnke, City Engineer  
Terry Daniels, Outside Legal Counsel  
Julie Ainsworth-Taylor, Assistant City Attorney  
Carla Hoekzema, Planning Commission Clerk

**Commissioners Absent**

Commissioner Maul  
Commissioner Malek

**CALL TO ORDER**

Chair Montero called the regular meeting of the Shoreline Planning Commission to order at 7:00 p.m.

**ROLL CALL**

Upon roll call by Ms. Hoekzema the following Commissioners were present: Chair Montero, Vice Chair Mork, and Commissioners Craft, Davis and Lin. Commissioners Maul and Malek were absent.

**APPROVAL OF AGENDA**

The agenda was accepted as presented.

**APPROVAL OF MINUTES**

The minutes of April 4, 2019 were approved as submitted.

**GENERAL PUBLIC COMMENT**

There were no general public comments.

**STUDY ITEM: DEVELOPMENT AGREEMENT – SHORELINE PLACE**

Mr. Cohen reviewed that the City adopted the Development Agreement (DA) process in 2016. Per Revised Code of Washington (RCW) 36.70B.170, it is a Legislative process (Type L) that requires a Planning Commission public hearing and recommendation and City Council discussion and action. The content of a DA identifies development standards that govern, vest and mitigate development over an agreed duration of time. In order to be approved, a DA must provide a public benefit and satisfy six criteria. The purpose of the current proposal is to redevelop an economically blighted shopping center into a mixed-use center with long-term assurances and flexibility for both the property owner (Merlone Geier Partners) and the City.

Mr. Cohen advised that the applicant is proposing to redevelop the 17-acre Sears site using a DA to construct nine buildings with a mix of 1,358 dwelling units, 72,160 square feet of commercial space and a 3.26-acre public open space system in phases over 20 years. The proposed phasing is flexible depending on the market demand, and the proposal will mitigate the impacts via public improvements that are responsive to each phase.

Mr. Cohen reviewed that the City has been laying the groundwork for this type of development for the past 10 years, starting in 2009 with the Vision 2029 Plan, followed by framework goals in the Comprehensive Plan in 2012. The City adopted the Community Renewal Area (CRA) Plan for the subject site in 2013 and issued a Planned Action Ordinance (PAO) for State Environmental Policy Act (SEPA) review for the CRA in 2015. The site was rebranded from “Aurora Square” to “Shoreline Place” in 2015, and the DA process was adopted in 2016. Merlone Geier Partners (MGP) purchased the site in 2017, conducted a community-wide meeting in 2018, and submitted a DA application in 2019. The City issued a CRA Planned Action Determination of Consistency in 2019 showing that the proposal is consistent with the PAO.

Mr. Cohen reviewed the seven main components of the DA as follows:

- **Vesting.** The proposal would vest for a 20-year term on the regulations that were in place on January 4, 2019 when the application was submitted. It would also vest the modifications in the DA and transportation concurrency. Fees (including impact fees), surface water regulations and building codes would not be vested.
- **Supplemental Site Design Guidelines.** These guidelines clarify the Conceptual Plan Design to ensure that the quality of site and open space design is good. Required and optional elements are listed for each of the six areas in the plan: Central Plaza, Community Open Space, Pedestrian Shared Streets, Westminster Way N Connection, Pedestrian-Oriented Design, and Westminster Way N/N 155<sup>th</sup> Street Corner Plaza. For example, the Central Plaza requires programmable open space, integrated seating, pedestrian-scale lighting, varied paving patterns for the paths and plazas, street trees, minimum 1,800 square feet of lawn area, 8-foot wide sidewalks, and public art. One of the optional elements must also be employed (water feature, retail kiosk, outdoor dining area, movable furniture, or deciduous tree canopy).

- **Modifications to Development Standards.** The DA proposes to modify the Development Standards. As proposed:
  - The building height would increase from 70 feet to 80 feet.
  - Primary building entries could be located from internal pedestrian or vehicle access instead of from public streets.
  - Parking lot walkways could be modified from 200 to 265 feet apart.
  - Building façade articulation could be modified from every 35 feet to every 80 feet.
  - The standard parking stall depth could be reduced from 20 feet to 16 or 18 feet, compact stall depth could be reduced from 16 to 15 feet, and compact stall width could be reduced from 8 to 7.5 feet.
  - The 18-inch striped space between parking stalls and landscaped areas could be replaced with adjacent 12-inch paving strips to allow people to get out of their cars without encroaching into the landscaping.
  
- **Public Amenities.** In addition to code required public places and multifamily open space that is private, the agreement includes an open space system with interconnected public access. As proposed:
  - The Westminster Retail Plaza will be a 0.49-acre area adjacent to the entry at N 155<sup>th</sup> Street and Westminster Way N.
  - The Central Plaza (east and west) will be a 0.66-acre area for informal recreation, gathering or public events.
  - The Community Open Space and North and South Promenades will provide 0.9 acres of green park and wide, landscaped walkways as a pedestrian gateway from the more residential areas to commercial areas.
  - The Pedestrian Shared Streets will provide 0.7 acres of streets through the Central Plaza for pedestrians and slow cars to mix or be barricaded for community events such as a farmer's market.
  
- **Transportation Mitigation and Impact Fees.** The proposed DA identifies transportation mitigation and impact fees that require:
  - Off-street improvements to selected intersections and streets.
  - Construction or payment prior to Building Permits per each phase that requires mitigation.
  - Fire, Transportation and Park Impact Fees must be collected with the individual Building Permit application. However, the applicant may request credit for Park Impact Fees for projects that are considered park like open space.
  
- **Public Benefits.** Some of the public benefits associated with the proposed DA include:
  - Fulfillment of the CRA vision of a one-stop shopping and living community.
  - Series of connected, public open spaces.
  - Walkable community.
  - Pedestrian, bicycle and transit facility connections.

- Opportunities for housing, entertainment and retail.
- Designed to provide activity day and evening.
- Upgrades to internal infrastructure.
- Economic Development and tax revenue.

Mr. Cohen reviewed how the proposal meets the criteria that must be satisfied in order for a DA to be approved:

- **Consistent with the Comprehensive and Subarea Plans.** The Staff Report lists all of the relevant Comprehensive Plan Goals and Policies, which strongly support functionality, walkability, quality mixed development, density, public spaces, business-friendly development and economic growth. The Comprehensive Plan also explicitly promotes a vision for mixed uses in Aurora's retail centers, as well as a master planned, sustainable lifestyle center at Aurora Square, which is now Shoreline Place. Lastly, the CRA toolkit promotes options to either publicly or privately master plan Shoreline Place to become a mixed-use development activity area with a lot of pedestrian activity.
- **Innovative and sustainable design.** The design departures are minor modifications that are counterbalanced by numerous other required design standards that must be met. Replacing existing development with development that will use current building, energy, stormwater and development codes will increase the current level of sustainability. In addition, a mixed-use center with closely-connected housing, offices, a college campus, retail, public places and transit is considered sustainable city planning. Development of the subject property may serve as a catalyst for like redevelopment of the remaining CRA.
- **Sufficient transportation infrastructure capacity.** The proposal complies with the Shoreline Municipal Code (SMC) Adequate Streets and Planned Action Ordinance Analysis. It estimated the proposal will result in 160 new automobile trips per peak hour of adjacent street traffic, which is fewer than the Environmental Impact Statement (EIS) projection of 808 trips. No traffic Level of Service (LOS) change is projected until at least 2030, and the project will contribute Transportation Impact Fees (TIF) with Development Permits. It will also contribute mitigation funding for failing intersections at N 160<sup>th</sup> Street/Greenwood Ave/Innis Arden Way and Carlyle/Dayton. It will provide needed bicycle facilities on N 160<sup>th</sup> Street and through Shoreline Place that connect to the Interurban Trail and contribute to the N 155<sup>th</sup> Street/Westminster Way N intersection improvements.
- **Sufficient water, sewer and stormwater capacity.** It has been verified that there is sufficient, water, sewer and stormwater capacity to serve the subject property. Sewer will be reviewed for compliance via Development Permit review, and stormwater will be upgraded to current code with each Development Permit.
- **Designed to minimize conflicts with surrounding R-4, R-6, R-8 and MUR-35' zones.** The transition area requirements in the Development Code would be met where single-family homes (R-6 zone) are directly across N 160<sup>th</sup> Street. Because of the proposed setbacks, no buildings have been proposed adjacent to Westminster Way N across from R-4 zoning. There are no R-8 or MUR-

35' zones surround the site, and the modification for height increase would be outside of the required transition area.

- **Consistent with Critical Areas Standards.** There are no wetlands, floodplains, fish and wildlife habitats, flood hazards, aquifer recharge areas or shoreline management areas on the subject site. However, there are a few isolated, man-made, hazardous slopes that were created to accommodate the Sears parking and building pad. These slopes can be addressed by the Critical Areas Ordinance that would be applied during Development Permit review.

**Jamas Gwilliam, Vice President of Development, MGP**, introduced the members of the design team: Glen Goodman, Vice President of Design and Construction, MGP; Alison Moss, Land Use Council, MGP; Jeff Foster, Architect and Urban Planner, GGLO Design; Mitch Ptacek, Architect and Urban Planner, GGLO; Kris Snider, Principal, Landscape Architect, Hewitt; Mike Read, Principal, Transportation Engineers Northwest; Jeff Chambers, Civil Engineer, PacLand; and Lynsey Burgess, Outreach Consultant, PRR.

Mr. Gwilliam said his experience as a developer suggests the need to connect with the community early in the development process rather than presuming to know what they want. After MGP acquired the property and the purchase was made public, they launched surveys, posted videos of the plans, sent out letters, held open houses, attended community events and established an online and social media presence with the goal of soliciting feedback that could translate into the plan. Prior to the public outreach effort, MGP reached out to the adjacent property owners and met with and communicated consistently with immediately adjacent neighbor to discuss plans and concerns.

Mr. Gwilliam recalled that, when he was last before the Commission, he made an overly presumptuous statement that the adjacent owners were generally on board with MGP's plans. At that point in time, they had no reason to believe there was anything to the contrary. They had provided information and worked with ROIC and the Washington State Department of Transportation (WSDOT) to address matters between the property owners. In response to questions raised about why MGP did not reach out to individual businesses, Mr. Gwilliam said MGP does not believe it is appropriate to reach out to the tenants of other property owners. Typically, the property owners communicate the intents of adjacent property owners if redevelopment is occurring. Some tenants have reached out to MGP and expressed their excitement in the prospect of the site finally being redeveloped.

Mr. Gwilliam advised that the initial site plan was updated based on feedback from the public, staff and adjacent property owners. The various iterations of the site plan are available on MGP's website. Some of the specific changes include: providing restaurants and shops in an environment that is currently lacking in Shoreline where retail is currently dominated by strip retail along Highway 99; providing additional housing within close proximity of transit and retail amenities, spreading the open space out across all of the phases and tying it into the City's investment at Westminster Way N; maintaining and enhancing the viability of Central Market, and decreasing the amount of retail on the lower level near Pier 1 and Marshalls so that adequate parking ratios can be met on the subject property. They also created a new, more meaningful connection between the upper and lower levels of the property while making sure the existing connection will remain in the meantime. The last two changes noted were in response to comments from RIOC.

Mr. Gwilliam said the most recent version of the site plan was shared on MGP's social media platform in January and received hundreds of positive responses. They received some questions and the occasional opposition, but they felt most were due to a lack of understanding of the City's vision for the CRA. He said that, in addition to the community outreach, MGP met with staff and responded to requests for additional analysis on a multitude of topics and disciplines.

Mr. Gwilliam said the proposed project is a result of the outreach process, along with the market feasibility analysis, the CRA vision, and the PAO. Through the process, MGP confirmed that the mix of uses studied in the preferred alternative in the PAO was not reflective of market demand. He explained that they considered the demand for retail and office and concluded there was not a market for a substantial amount of big-box retail as there is already a significant amount along the Highway 99 Corridor, as well as Northgate and Alderwood Malls. They also found there was limited demand for office space in this type of location off of the freeway. He summarized that the PAO allows for reallocation of square footage as long as the overall trip threshold is complied with, and these changes are reflected in the plan currently before the Commission for review.

Mr. Gwilliam summarized that MGP has invested considerable time and resources in the creation of the conceptual plan, which they believe is a representation of what the market can support at the present time. The City has agreed to certain flexibility provisions because this will be a multi-phase, multi-year project and no one can predict what the exact phasing will need to be for future conditions. He noted that this type of flexibility is standard for DAs in the region. He said MGP's intent is to move forward expeditiously on the retail pads and one or more phases of the residential buildings as soon as possible. Perhaps they can move forward with some of the residential buildings before all or a portion of the Sears building is completely removed. He advised that a tenant is currently leasing space in the Sears building through 2023, and MGP must respect that lease.

**Jeff Foster, Architect and Urban Planner, GGLO Design**, referred to the goals called out in the CRA, which include increasing land efficiency on the site, transforming Westminster Way N, creating an eco-district and a more sustainable way of developing, integrating the development into the context of the neighborhood, creating a vibrant center, reinventing the Sears Building, constructing internal connections within the site, incorporating considerations of the nearby college, building new homes, adding entertainment and exchanging parking for jobs. While focusing on pedestrian circulation, he said the goal is also to connect the project to the Interurban Trail and areas around the site.

Mr. Foster reminded the Commission that there are multiple property owners within the CRA, with cross-access easements over neighboring parcels. The proposed development respects these boundaries and acknowledges the easements. It also proposes some enhancements to them, recognizing that a mutual agreement between property owners will be required, as has been the case in past recorded easements.

Mr. Foster said the objectives of the conceptual site design is to implement the CRA vision, to be consistent with the PAO, to create a walkable mixed-use neighborhood with interconnected open spaces, and to work in the context of the complex ownership of the CRA parcels with an eye towards how the proposed project can contribute and connect to the potential of neighboring properties in the future. He said the proposal gives substantial consideration to the timing of demolition and construction across the

site in the process of redevelopment. There are existing businesses that will need to continue to operate and Shoreline residents will continue to patronize them during the redevelopment process so safe access is needed. In addition to the above ground buildings, a web of utilities run below the site that serve various buildings and provide drainage across the entire property. There are also lease agreements that impact the timing of redevelopment.

Mr. Foster explained that the overall site is divided into separate blocks for phased development, including Block E as the proposed first phase. Later phases of the development would follow, keeping in mind the constructability considerations that he discussed earlier and in response to market conditions that change over time. MGP is also trying to provide flexibility and predictability for future redevelopment.

Mr. Foster explained that Phase I is prominently located at the sites present and future front door. The intent is to activate the corner of N 155<sup>th</sup> Street/Westminster Way N to generate interest and excitement about the site's transformation from the former Aurora Square to Shoreline Place. The existing Central Market parking area would remain, as would the connection from the upper to the lower portions of Sears. The cross-access easements along N 160<sup>th</sup> Street would also remain open. The Sears Catalogue Building at the northwest part of the site would be demolished.

Mr. Foster shared an illustration of the overall program for the development that was categorized by block and includes a summary of the proposed retail and residential spaces, as well as associated parking areas. He noted there would be a little more than 75,000 square feet of retail space (including the existing bank) and 1,358 residential units. The surface parking ratio for the retail uses would be five stalls per 1,000 square feet. Parking to serve the residential units would be located in the garages in the buildings.

Mr. Foster explained that the existing circulation system is disconnected from the surrounding neighborhoods and is bifurcated by the Sears structure. Westminster Way N is currently a thoroughfare, and the pedestrian circulation on site is primarily limited to the sidewalks in front of Central Market and Sears. The proposed redevelopment would establish a logical street grid and more manageable, pedestrian-scale blocks. It would connect to surrounding neighborhood streets and provide pedestrian, vehicle and bicycle circulation throughout the site that connect to Westminster Way N and the Interurban Trail. Some areas in the site will have pedestrian-only circulation. Again, he said the goal is to set the stage for not only the proposed development to be successful, but for adjacent properties to continue the network.

Mr. Foster compared the proposed circulation with what was envisioned during the CRA process and summarized that the sites main entrance at N 155<sup>th</sup> Street and Westminster Way N would be preserved. In addition, N 157<sup>th</sup> Street (along the north edge of the property) would connect to Westminster Way N and N 160<sup>th</sup> Street, and C street would run through the property to connect the north and south sides of the proposed development. While the CRA plan included a curving vehicular path from N 155<sup>th</sup> Street to N 160<sup>th</sup> Street, MGP cannot demolish and build on property it does not own. Instead, they have included N 156<sup>th</sup> Street and B Street, which both connect to N 160<sup>th</sup> Street. They have also included a pedestrian connection between N 160<sup>th</sup> Street and A Street.



Mr. Foster referred to the network of gateways and connected open spaces on the site that create an urban design approach of semi-public and public spaces. He explained that the semi-public spaces will be located in and around the residential buildings. He advised that an earlier version of the proposal had a more centralized approach to open space, but the layering of circulation and open space into a more elaborate and appropriately-scaled neighborhood network knits the site together more effectively and is a more appropriate approach to designing systems at the neighborhood scale. He observed that the open spaces would be connected to each other along a pedestrian-scale spine that is linked to the gateways.

**Mike Read, Principle, Transportation Engineers Northwest**, reviewed that the original CRA was evaluated during an extensive EIS process that included a very detailed and comprehensive Traffic Impact Analysis that looked at a broader area all the way down to the City's shared border with Seattle (N 145<sup>th</sup> Street). He said the focus of his work was on the primary existing and proposed access driveways that immediately serve the site, as well as some additional intersections called out in the CRA. The driveways included in his study were those that directly serve the site, plus those that serve adjacent properties but would be used by the project. He reviewed that three alternatives were studied as part of the EIS for the CRA and PAO:

- Alternative 1 – Do nothing.
- Alternative 2 – Replace some of the existing retail development with 500 apartments, 125,000 square feet of retail, and 125,000 square feet of office space.
- Alternative 3 – Replace an even larger portion of retail development with 1,000 apartments, 250,000 square feet of retail, and 250,000 square feet of office space.

Mr. Read noted that Alternative 3 was adopted for the PAO and resulted in a net increase of over 800 new trips per peak hour of adjacent street traffic. He provided a chart showing how traffic associated with the proposed plan compares with the traffic associated with Alternative 3. He summarized that the proposal would completely remove the Sears complex and replace it with 1,358 apartment units and 72,160 square feet (59,000 retail and 13,000 restaurant) of retail space. The approximately 100 total trips per hour generated by the proposed development is about 12.5% lower than the 800 trips estimated for Alternative 3 and 25% less than Alternative 2.

Mr. Read explained that the trip generation figures were used to evaluate the project's concurrency and consistency in comparison to the overall EIS findings and conclusions. They also performed a traffic impact analysis that looked at the detailed traffic operational delays and vehicle cues at all side access locations on the subject property, including the off-site driveways that would be used by the project. New traffic counts were collected last year, and the data was considered in the context of the new Alexan Project that is currently being built in the Westminster Triangle, WSDOT's expansion plans for moving additional employment to an adjacent site, and a background growth rate of 20 years of historical growth. The intent was to study a worst-case scenario to ensure they met consistency for the transportation system in the context of concurrency and the EIS.

Mr. Reed summarized that the overall result of his study was a determination that the proposal was consistent with the EIS findings and conclusions and that the site access plan would function at reasonable delay and vehicle cues as they exit the site. He advised that the preferred access plan includes five primary driveways:

## 4a. Draft Minutes from Thursday, May 2, 2019

- Driveway 1 at N 160<sup>th</sup> Street is located between the WSDOT property and the Sears complex and will primarily serve WSDOT's lower employee parking lot and enhance and maintain truck service to Central Market, Salvation Army, and other central retailers. It would also serve a small portion of the residential garage in the building denoted as "Block A."
- Driveway 2 in the general location of the existing Sears retail driveway from N 160<sup>th</sup> would be reconfigured and realigned to meet current City standards and to increase pedestrian safety. It would also serve as one of the primary east/west internal circulation roadways and one of the on-street bikeways through the site.
- Driveway 3 is a new proposed driveway that is specifically designed as a truck enter only driveway to serve the Marshall's loading dock on the adjacent retail parcel. The intent is to enhance truck ingress into the existing loading dock and reduce conflicts between large vehicles and other non-motorized modes moving through the site.
- Driveways 4 and 5 are on Westminster Way N and will be improved as part of the City's overall capital improvement project. The objectives of the project are to narrow the roadway, enhance the pedestrian environment and provide some new crossing treatments for pedestrians. The idea is to improve the overall safety and efficiency for both vehicles and pedestrians. There will be some on-street parking along certain segments and an overall narrower roadway.

Mr. Read said an alternative circulation concept would include the same improvements along Westminster Way N and the existing retail driveway from N 160<sup>th</sup> Street would be maintained to serve all of the multiple easement requirements. It would also serve as the primary connection between Westminster Way N and N 160<sup>th</sup> Street.

Mr. Read also noted a few other internal changes to the site. For example, the connection from N 155<sup>th</sup> Street into the site that was envisioned and previously encouraged to provide more cross connections for pedestrians and vehicles would not be included in order to preserve the existing surface parking lot within Block E. He noted that the current access routes and truck entries that serve both Marshalls and the back side of Central Market would be maintained.

Mr. Read said the preferred access plan attempts to maintain and preserve freight mobility on the site. The existing loading docks are not on the subject property, but the proposed plan would improve and enhance truck movements so they are not pushed through the middle of the site. He also pointed out the bikeways proposed throughout the site, which are an important component of the overall CRA. The intent is to connect the Interurban Trail to Shoreline Community College via the subject property. He explained that some of the bikeways would be designated as primary bike routes, and others would be sharrows that are used by both bicycles and vehicles.

Mr. Gwilliam explained that, based on the need for flexibility in order to appropriately develop the site and the fact that MGP is not applying for a Site Development Permit at this time, the City wanted certainty that various components of the conceptual site plan would be built along with the key programmatic elements contained in each portion of the open space system. This resulted in the Supplemental Site

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Design Guidelines, which describe the four required components for each portion of the open space system, lists basic design elements that must be incorporated, and provides a menu of optional design elements from which the developer can select one to implement.

Mr. Gwilliam referred to the conceptual site plan that was included in the DA, which is subject to modification of the two access agreements. There is also an alternative plan that depicts how the project could proceed should an agreement not be reached with adjacent property owners to relocate certain existing access easements along N 160<sup>th</sup> Street or their cooperation to modify the access drive in front of the Central Market to tie into the City's Westminster Way N and N 155<sup>th</sup> Street Intersection Project. He provided a detailed view of how an agreed-upon 8-foot bike and pedestrian path could be implemented on the subject property adjacent to the access easement should there be no change. He summarized that the design team, as well as City staff, believe the new connections identified make the most sense, but they will continue to work with adjacent property owners. Any plans submitted for a Site Development or Building Permit that impact the easements will reflect whatever is agreed upon between private property owners.

**Kris Snider, Principle, Landscape Architecture, Hewitt**, provided an aerial view of the site to give context to the open space system plan. He said the intent is to create a walkable, enjoyable and discoverable pedestrian environment so that everything (new and existing development) feels connected and welcoming. This is done by creating a strong linear pedestrian system that provides connections to the existing center and establishes a new series of open spaces that are linked by a strong pedestrian connection. The idea is to provide a variety of experiences along the east/west link from Westminster Way N to the community open space. Each space should have its own identity so they are memorable in their own right, but as a linked system, and create an overall feeling of being a great place to explore. All of the open spaces face to the south, which is a great advantage.

Mr. Snider explained that they know from experience that retailers drive the quality, experience and excitement of an open space. Therefore, it is important that the Central Plaza open space is adjacent to the retail spaces and that the retail spaces are visible from the parking areas and easily found by people walking through the site. He said the eastern portion of the plaza is larger than the western portion and provides an opportunity for water features, seating, lighting, landscaping, outdoor dining, etc. A shared street connects the plaza areas but it can be closed for large events. He said it is important that the open space is flexible and that connections are provided from the Central Plaza to the residential open spaces. He expressed his belief that the proposed design for the Central Plaza has the right scale and includes all of the baseline elements of trees, landscaping, seating, retail edge, outdoor dining, etc.

At the western end of the property, the Community Open Space will have a different quality, and the intent was to create a soft, parklike feel. The nearly 20-foot grade change will be used as an opportunity to make the space more interesting. Potential elements could include a children's play area and/or a dog area. He noted the nearby pedestrian-scale street and residential promenade in Block A that results in a confluence of the urban and the residential uses coming together in this one space.

Mr. Snider said the shared street (N 156<sup>th</sup> Street) that connects the Central Plaza and the Community Open Space will not have a curb and its paving material would be similar to the walking surface, likely a concrete

paving pattern so it does not feel like a road. The intent is to give vehicles a cue to slow down and respect pedestrians. It also empowers pedestrians to feel more comfortable crossing the street.

Mr. Snider described the proposed plan for public space on the east side of the subject property which accesses from Westminster Way N. He reminded them of the changes that will be made to the roadway to slow traffic down and provide safer pedestrian access. The sidewalk edge will be lushly planted to provide protection from the street, and there is enough space to stretch out the stairs. The idea is to connect the high point to the low point via a lush, beautiful, landscaped experience.

Mr. Snider said the Westminster Way N/N 155<sup>th</sup> Street Corner Plaza will be the main vehicular entry into the project and will be completed as part of Phase 1. The idea is to create a welcoming experience for vehicles, bicycles and pedestrians and invite people to come and enjoy the amenities provided on the property. There will be a view from the corner through the retail development to the residential development in the back, which will encourage people to explore.

Mr. Gwilliam explained that because MGP is proposing to provide about 3 acres of open space compared to the required 0.3 acres, they asked the City to consider offering credit for the open space against any Park Impact Fees they would be required to pay. The thought was that, if programmed and sized in an amount that was satisfactory to the City, the spaces would function as public open space and park space. The credits would help offset the additional costs associated with construction of enhanced open space. He said the Parks Department agreed that only three of the areas would be considered for the credit, so long as they meet a minimum size requirement and provide all of the items in the list of requirements. The first open space requirement would be met by the Community Open Space that must provide dedicated surface parking space for a play area, dog park or both and other gathering space elements. Another open space requirement would be met by the Central Plaza that will be required to allow for a farmer's market, music performances, water feature, public art, etc. The last open space will be met by the Westminster Way N Corner Plaza that must have a signature art feature.

Mr. Gwilliam concluded that MGP is excited about the project and has assembled a best-in-class design team to put the plan together. The DA is not the end of the journey, but it is an important milestone. The Commission's recommendation of approval at the next meeting will be a critical part of the process.

Commissioner Davis requested confirmation that B and C Streets will accommodate vehicular traffic, and Mr. Gwilliam answered affirmatively. She also asked if vehicles would be allowed to cross over the public open space south of C Street. Mr. Gwilliam answered that the shaded components where N 156<sup>th</sup> Street meets C Street provides the connection that is required as a condition of approval. Commissioner Davis asked if there would be pedestrian access on both sides of B and C Streets, and Mr. Gwilliam answered that there would be 8-foot sidewalks with parallel parking.

Chair Montero asked if the trip counts include the existing businesses. Mr. Read said the data for the "no action" alternative includes everything currently within the CRA. Chair Montero asked if the driveway that currently serves the businesses on N 160<sup>th</sup> Street would be eliminated, and Mr. Read answered that it would stay.

Commissioner Lin asked how the future loading areas and service routes for the new retail spaces would be configured. Mr. Gwilliam said the retail would be shallow spaces that service and load from the front. Commissioner Lin voiced concern that this would be in conflict with the public open spaces. Mr. Gwilliam said this is a fairly common approach in these types of retail centers. Any future Building Permit would have to demonstrate specifically where the buildings would load from.

Commissioner Lin asked if the City has a frontage requirement for public open spaces. She noted that the proposed open space would be tucked away by the long driveway coming in from the public street. Mr. Gwilliam said this space will be dedicated as a park space and eligible for park credits and an adjacent surface parking lot will be dedicated to serve this park. The park is intended to be an urban setting, which is a little different context than a typical community space. Mr. Cohen said the City does have a requirement for public open spaces associated with commercial development, and the proposal meets that requirement and provides additional open space, too.

Chair Montero reviewed the rules and procedures for public comments and then opened the floor for public comments.

**Robert Doran, Head of Development, ROIC, San Diego**, said ROIC owns the properties adjacent to the MGP property where Central Market, Marshall's, Pier 1 and the lower shops are located. He reported that ROIC has been meeting with MGP on a monthly basis for the past nine months, and they have engaged consultant services at a considerable expense as they have attempted to work towards a mutually-agreeable proposal. Just recently, they were taken aback to learn that MGP presented preliminary plans in March. They have since received a small portion of the documents that were presented to the Commission and read the minutes from the March meeting where MGP portrayed that other owners were supportive, which is not the case. While ROIC wants to reach that point, there are still issues that need to be resolved before the proposal moves forward. There are self-serving items that MGP needs from ROIC to benefit their project and allow them to build more units, and ROIC is okay with that as long as the proposed improvements benefit the center and its tenants.

Mr. Doran said the DA, as currently written, is a bad deal for the City, tenants, neighbors and Shoreline Place property owners. The agreement does not place a time limit on the developer to take down the Sears box. ROIC is concerned that the structure will remain an abandoned building or be leased to the general contractors who are developing the 1,500 residential units around it. He said ROIC has raised this concern with City staff a number of times over the past year, and they have agreed it is an issue for the City, as well. However, there seems to be no commitment to add timeframes into the DA that requires the building to be taken down. He recalled that ROIC bid on the Sears property, and their proposal included the immediate removal of the structure so the entire site could be redeveloped. ROIC hopes the Commission's recommendation will include a timeframe for taking down the Sears box.

Mr. Doran said circulation is also a concern as the different aspects of the project are phased in since the development will bifurcate two properties. The clear access that currently exists between the Central Market and the lower retail spaces will be eliminated to accommodate a massive residential complex between the two properties. While the proposed C Street will solve a lot of problems, it won't be constructed until the Sears Building is removed. The plan shows good solutions, but ROIC is concerned that they will never come to fruition. He requested that approval of the DA be delayed to allow time for

ROIC and the other property owners to work further with MGP to address the outstanding issues. They are getting closer, but additional work is needed before ROIC can support the proposal.

**Mark Taylor, MG2 Architects, Seattle**, said he was brought on board to look at how the proposal would impact the parcels owned by ROIC. He has reviewed the CRA and supports the goals and aspirations outlined in the document. However, it is important to understand that the properties within the CRA are under numerous ownerships, with utility and access easements crisscrossing between the parcels. It is also important to acknowledge how the phased construction approach will impact the current businesses on adjacent properties. He provided a drawing showing the existing circulation and pointed out that the current direct access from Westminster Way N to the lower parcels would be cut off by MGP's proposed Phase 1 development. Many of the problems would be alleviated by the proposed C Street connection, but access to the lower parcel would be compromised in the interim. The CRA mentions how easy parking and access would be, but it is important to acknowledge that both parking and access would be compromised for a long period of time based on the proposed phased approach.

Mr. Taylor pointed out that, as per the current proposal, two additional curb cuts would be needed on N 160<sup>th</sup> Street. He expressed his belief that through ROIC and MGP collaborating together, they can come up with an even better, more robust development plan for the entire block that will provide an even greater community benefit. He recognized this would take time, and he requested that the Commission postpone their recommendation to allow for this additional collaboration to occur.

Mr. Taylor said he has given some thought as to how the ROIC property can begin to interact with the MGP property, and the C Street connection will be critical to fostering access between the upper and lower parcels. He emphasized that the lower parcel at the intersection of N 160<sup>th</sup> Street and Aurora Avenue N is a gateway to the entire district, and there is an opportunity for MGP and ROIC to collaborate together to expand upon the concepts that have already been discussed in the proposed plan. He summarized that ROIC supports redevelopment of the site but feels there is an opportunity to make something better through additional collaboration.

**Jeremy Eckert, Local Counsel for ROIC, Seattle**, commended the City of Shoreline for both the CRA and the PAO, which are great milestones for planning. Unfortunately, the proposal before them is inconsistent in many ways with the Shoreline Place Plan. The vision for Shoreline Place calls for a one-stop, convenient shopping solution that provides dining, night life and healthy lifestyle options, and the primary emphasis of the CRA is to trade surface parking for jobs. The PAO calls for 1,000 residences, 250,000 square feet of retail, and 250,000 square feet of office. MGP's proposal calls for 135.8% of the residential number and provides just 30% of the proposed retail and 0% of the planned office. He recalled that, at their March meeting, the Commissioners noted that a comment letter was received asking that office space be included, and a Commissioner asked if there was room within the plan to add office space. However, it is not included in the current proposal. He observed that the current proposal flips the PAO on its head, focusing on residential instead of a place to gather. While the applicant has talked a lot about the open spaces, there has been no discussion about what the 80-foot tall residential buildings will look like.

Mr. Eckert said the CRA calls for the "reinvention of the Sears Building." However, there is no teeth in the proposed DA to require the applicant to do anything with this building. In addition, the CRA calls for

the construction of direct internal circulation and for the C Street connection. The applicant has submitted two plans for internal circulation, but there is nothing in the DA that would bind the developer to choose one over the other. One definitely is not a consistent roadway through and the other requires more study. Retailers are concerned that there is no consistent plan for what circulation will look like during the buildout of multiple phases over a 20-year DA.

Mr. Eckert asked the Commission to slow the process down and get the DA right. ROIC wants to continue to work with the applicant to make the plan work, and he asked them to postpone the May 16<sup>th</sup> public hearing and schedule another study session a month from now so the two parties have time to confer. If they decide to move forward with the hearing on May 16<sup>th</sup>, he proposed that the DA be amended to require demolition of the Sears Building as part of Phase 1 and construction of C Street as part of Phase 2. A third amendment would require a redevelopment plan to ensure development is consistent with the CRA. He concluded that the proposed plan is wonderful, and they want it to work. But more collaboration is needed to ensure its optimal success.

**Dorrie Johnson, Mill Creek**, said she was present to speak on behalf of her clients, Central Market and Town and Country. She said they have been watching the project closely and have received good information from the City. She has also had an opportunity to speak with an MGP representative to learn more about the project. Their main concerns are related to parking and access. She noted that a cross access and parking easement through the Sears property will expire within the next year and will not be renewed. She asked how access and parking would be provided to Central Market customers throughout the various phases of the proposed project. She likes the proposal and believes Central Market will be an amenity to the new development, but she is also concerned that C Street would not be constructed until a later phase. She said she would like more information about where the staging areas will be located during the various phases of construction and asked where customers for the retail spaces in Building C and D would park. She is also curious about whether or not the proposed parking ratio would be increased if some of the space in the C and D buildings is constructed for restaurant uses. She asked if live/work units would be required as part of the proposal. She concluded that parking is the life bread of how a grocery store operates, and there must be enough in order for the store to be successful. She said she would like an opportunity to participate in future conversations. The property is complex, and only half of the Central Market Building is owned by ROIC. She questioned if the other property owner has been brought into the conversation.

**Krista Tenney, Shoreline**, said she can walk to Central Market, which is an incredible experience. She supports the market and other stalwart businesses in the area. She recalled that before the Central Market came, the property was an urban blight. Having the market bring a vision of what a community place can be has been wonderful. She supports redevelopment and has hope that additional collaboration can resolve the remaining issues. She said she was hoping that the retail spaces would be developed before the apartments, and she was also hoping that the plan would include opportunities to gather inside, recognizing that it rains a lot. She would like the Sears building to be removed and redeveloped before more apartments are put in. Apartments are already being constructed at Shoreline Community College, as well as a mixed development across from the subject property on Westminster Way N. She questioned how much additional traffic would be created by 1,300 more residential units. She reminded the Commission that Westminster Way N goes all the way up to N 145<sup>th</sup> Street and the intersection is already very challenging. The more people you put on the road, the harder it will be for people going south on

Greenwood Avenue to get from the stop sign to the light. Lastly, she asked how people would get in and out of the apartments identified as Buildings A and B.

**Jeanne Parrent, Shoreline**, said she lives in the Forestville Condominiums, and her balcony faces the Sears Building. In general, she is excited about the proposal, but she is apprehensive about the number of apartments proposed along the N 160<sup>th</sup> Street corridor and the impact that the additional traffic will have on the street. She commented that, with the current plan, a lot of the residential development will be along N 160<sup>th</sup> Street and pedestrians will still have to get up the steep grade to access the more interesting retail spaces. She said she would also like to see nicer community-oriented spaces, similar to Third Place Books in Lake Forest Park, included as part of the project. There is also a great opportunity to bring an electric car rental business to the area. She acknowledged that creating good ecological and community spaces will not bring in as much money as a residential development, but she encouraged them to explore these additional opportunities as part of the proposed plan.

**Trevor Rainwater, Shoreline**, said he lives on N 160<sup>th</sup> Street and does amateur astronomy. He questioned if any studies have been done to identify whether or not the proposed project would increase the amount of light and noise pollution. He said he understands that traffic will increase as the density is increased, and he is okay with that because his house is set back off the street. However, while he enjoys night life, he doesn't want it in his backyard.

Commissioner Craft asked for clarification from the applicant about the sequence of events over the 20-year horizon of the proposed DA. **Glenn Goodman, Vice President of Design and Construction, MGP**, explained that the biggest obstacle is the existing Sears Building, which is 3-stories and 300,000 square feet. The building is occupied by the Sears Outlet and another short-term lease tenant. They look at the building as a way to generate some income during the process of planning for redevelopment and entitlement. It might be possible to develop some areas earlier, such as the E1 and E2 Buildings that are located at the gateway to the development. It might also be possible to develop the A1 and A2 Buildings earlier because the space is already open. He agreed that the C Street access is very important and included in the CRA vision and they are exploring the possibility of keeping the Sears Building operational for the next few years and still construct C Street and the D1 and D2 residential Buildings. Providing this access from the N 155<sup>th</sup> Street intersection to the ROIC property sooner would be a win for everyone.

Commissioner Craft requested more information about the number of parking spaces that would be provided per unit. Mr. Gwilliam responded that the amount of parking required will be determined at the Building Permit stage, but it will comply with code and meet market demand. All of the residential parking will be located under the buildings, and there will be no vehicular access through the promenade.

Commissioner Craft said he understands that community open space would be provided in the middle area around the retail spaces, but Boeing Creek Park would be significantly impacted by the additional 1,358 residential units. Currently, Boeing Creek Park is an old growth park that would likely be heavily used by the residents of the project. He suggested it would be beneficial to the overall plan and provide a great benefit to the community if the applicant were to take this situation under consideration. Mr. Gwilliam said that specific park has not come up in conversations with staff. However, even if all of the requested credits are granted, MGP would still pay over \$2 million in Park Impact Fees. Those dollars can be used



for Boeing Creek Park and other parks impacted by the project. Again, Commissioner Craft asked the applicant to specifically consider the impacts to Boeing Creek Park as a result of the development.

Vice Chair Mork asked why the applicant is only requesting 10 feet of additional height. Mr. Gwilliam said the request is based on construction types and the grade change across the property. Typically, 5-over-2 or 5-over-1 construction has a maximum height of 75 feet, with the ability to have some architectural appurtenances. MGP does not believe there is sufficient demand in the current market to compensate for the cost of other types of construction used for taller buildings. Vice Chair Mork asked if the applicant would provide rooftop space for the tenants to use, and Mr. Gwilliam answered that there would be rooftop space available on top of the parking podiums. He said some of MGP's multifamily partners incorporate rooftop decks, balconies, etc. as additional amenity space, and the City's code requires multifamily open space.

Vice Chair Mork recalled that stormwater was a concern when the CRA was adopted. She asked the applicant to explain the proposal to handle stormwater. **Jeff Chambers, Civil Engineer, PacLand**, explained that, with the exception of ROIC's small level of detention in front of Central Market, there is currently no major on-site detention. The project will comply with the code in place at the time of Building Permit application. The current code mandates low-impact design, and the Department of Ecology's proposed update will make the requirements even stricter. The current plan is that each parcel would handle its own stormwater, and they are assuming the bulk of the water will be infiltrated. Vice Chair Mork asked if stormwater management would be discussed in greater detail as part of a Building Permit application, and Mr. Cohen answered affirmatively.

Mr. Cohen referred to the earlier question about building height and explained that building height is measured from the top of the rooftop. Rooftop equipment and appurtenances are not included in the calculation, but have their own separate height limits. The applicant has asked for 80 feet, but depending on the grade change, staff is not sure the additional height will be necessary.

Commissioner Davis asked if the applicant's market study is available for public review. Mr. Cohen said the market study was provided in the Staff Report for the March 7<sup>th</sup> meeting and provides details about how the applicant is approaching the balance between retail, commercial and residential. Mr. Gwilliam agreed to address this issue on MGPs website. Mr. Cohen pointed out that the March 7<sup>th</sup> Staff Report is available on the Planning Commission's webpage, as well.

Commissioner Davis commented that the project is large and will not have a significant threshold, other than code, to meet for sustainable design. She asked the applicant to share MGP's plans for sustainable design features for the site and how it will go above and beyond the code minimum. Mr. Gwilliam said MGP provided a detailed memorandum when the City was considering adding additional LEED requirements. Mr. Foster added that Mr. Chambers already addressed a lot of the civil aspects of design, and stormwater design will probably provide the most benefit. The proposal also increases density in already urbanized areas rather than outside the urban growth boundary. The proposed location, with its proximity to Bus Rapid Transit (BRT) service and jobs in the greater developed area, is a great place for density. This urban design offers a sustainable approach without moving to systems like LEED or other proprietary measurement systems. Mr. Gwilliam added that, from a sustainability standpoint, redevelopment would be a great improvement over the current condition.

Commissioner Lin asked how much more pervious surface would be provided on the site than what currently exists. She asked if the majority of the runoff reduction would come from less pavement. Mr. Chambers explained that, other than the Sears Building, the majority of the site is developed as a parking lot, which produces pollution-generating runoff that gets treated. He estimated the proposed project would result in an 80% reduction in pollution-generating surfaces, and the amount of impervious area would be reduced by about 20%. Currently, there is no on-site stormwater control and/or treatment. The pollution-generating surfaces run into the storm system, combining into Boeing Creek and running down to the Sound. There is a huge opportunity for each development to incorporate stormwater elements within the community spaces between the buildings.

Chair Montero asked MGP to share information about the five shared-roadway projects they have done elsewhere. He said he assumes that the bank development would remain on Block F. Mr. Gwilliam confirmed his assumption.

Vice Chair Mork asked the applicant to respond to the adjacent property owner's request for more time. Mr. Gwilliam responded that the majority of their questions have already been raised by the City and Commission and will be addressed through the Site Development Permit process. No projects will be approved or easements granted without approval from adjacent property owners. Issues related to private property owners are separate matters that will be dealt with among the property owners. They need to be addressed before construction, but they don't need to be addressed before the framework for development is established, which is what the DA does. There have not been any other DAs in Shoreline, and the concept is fairly unique because it primarily applies to large, multi-phased projects of this nature. MGP does not believe there is a need to slow the process down. They clearly understand the issues that have been pointed out, and they have solutions. They will continue to reach out to ROIC.

Vice Chair Mork reviewed that the Commission heard concerns about traffic impacts on streets that were not identified as being areas of concern in the original CRA. She asked if the City has considered impacts to Greenwood Ave. and N 145<sup>th</sup> Street. Ms. Juhnke said the Traffic Engineer worked closely with Mr. Read to identify the impacted intersections, and that is how they identified the contributions to both Innis Arden/N 160<sup>th</sup> Street/Greenwood Ave. and Carlyle Hill/Dayton intersections. Some of the surrounding intersections were addressed as part of the traffic analysis, and she agreed to forward the traffic analysis to the Commission and specifically respond to whether or not the Greenwood Ave/Westminster Way N and Greenwood Ave/N 145<sup>th</sup> Street intersections were part of the analysis.

Commissioner Davis expressed her belief that moving quickly on a development this large also requires a larger-scale look at impacts that will involve more than just adjacent intersections and properties. She would like the proposal to consider potential impacts to parks and intersections outside of the CRA. If the site sells quickly, development could move forward quickly. While this is exciting, she wants to make sure the City does its due diligence upfront.

Vice Chair Mork said she is very interested in addressing the subject property's impact on Boeing Creek from stormwater, but she hasn't heard any definitive solutions other than the City's code would be followed. This response doesn't really address her concern since all of the codes would be followed regardless of how the site is redeveloped.

**DRAFT**

Commissioner Lin voiced concern that only one pedestrian crossing would be provided on N 160<sup>th</sup> Street, which is a long stretch of street. She observed that cars travel quite fast down N 160<sup>th</sup> Street and the grade change creates some sight distance issues. Mr. Gwilliam referred to Sections 7c and 7d of the DA, which discusses MGP's requirement to re-channelize N 160<sup>th</sup> Street, including the addition of a rapid flashing beacon pedestrian crossing. The proposed pedestrian crossing is located per the City Traffic Engineer's recommendation.

Commissioner Davis asked why the City is not requiring the DA to include a timeline for the Sears Building demolition. Mr. Daniels said it is up to the City to make a decision on demolition timing after considering the merits of the question. The City has a strong interest in seeing it demolished as quickly as possible, and he doesn't know what more the proponent can say with regard to their desire. The Commission can recommend to the City Council that there be a timeline associated with the Sears Building demolition, and that type of recommendation will likely engender more conversation between the applicant and the Commission and then with the City Council who will make the ultimate decision.

Chair Montero said his understanding is the applicant has certain constraints due to existing leases that remain in effect through 2023. Mr. Gwilliam said MGP is studying the option of tearing down at least a portion of the building to allow Block D to move forward on an earlier schedule. He said the issue is a matter of flexibility and understanding all of the implications associated with the building's demolition. There are negatives to having a hole in the ground for an extended period of time, and it is difficult to lease out a large number of units at the same time. Tearing the building down and putting a fence around the area for a long period of time would be a worse situation.

The Commissioners agreed that another study session is needed prior to a public hearing so the Commission can receive additional clarity from staff. Mr. Cohen said staff would provide a response to each of the questions raised by the Commissioners prior to their continued discussion on May 16<sup>th</sup>. He encouraged them to submit additional questions to him, as well. A public hearing could potentially be scheduled for June 6<sup>th</sup>.

**DIRECTOR'S REPORT**

Director Markle did not have any items to report.

**UNFINISHED BUSINESS**

There was no unfinished business.

**NEW BUSINESS**

There was no new business.

**REPORTS OF COMMITTEES AND COMMISSIONERS/ANNOUNCEMENTS**

Vice Chair Mork reported that she would set up another meeting for the subcommittee to review the Commission Bylaws.

**AGENDA FOR NEXT MEETING**

The May 16<sup>th</sup> agenda will include a continued study session on the Shoreline Place Development Agreement Proposal.

**ADJOURNMENT**

The meeting was adjourned at 9:26 p.m.

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William Montero  
Chair, Planning Commission

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Carla Hoekzema  
Clerk, Planning Commission

## 6a. Staff Report - Proposed DA for Shoreline Place

Planning Commission Meeting Date: May 16, 2019

Agenda Item: 6a.

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

**AGENDA TITLE:** Proposed Development Agreement – Redevelopment of Sears Site at Shoreline Place  
**DEPARTMENT:** Planning & Community Development  
**PRESENTED BY:** Paul Cohen, PCD Planning Manager  
Rachael Markle, PCD Director  
Terry Danysh, Outside Counsel  
Merlone Geier Partners, Applicant

Public Hearing

Study Session

Recommendation Only

Discussion

Update

Other

#### Introduction and Background

The City has encouraged the redevelopment of Aurora Square almost since its incorporation in 1995. Over the years, City consultants and Economic Development Managers have worked with the property owners to improve the site, stimulate job creation, and increase community services and retail choices. In 2013, the City approved the Aurora Square Community Renewal Area Plan (CRA Plan) <http://www.shorelinewa.gov/home/showdocument?id=14245> as a vision for private and public redevelopment of the site<sup>1</sup>.

In support of the CRA Plan, Merlone Geier Partners (MGP) proposes to create a 17-acre mixed use center in the middle of the entire 70-acre Aurora Square, an area now referred to as Shoreline Place, for people to live, shop, and gather. The proposed redevelopment will bring a 1960s mall into the present with an urban designed setting that creates a more pedestrian-centered experience that includes residential units with new mixed use and integrated retail, under-building parking, private and public open space, and easier connections between the variety of uses and users. This type of redevelopment is anticipated to draw people from the surrounding community into Shoreline Place.

The redevelopment includes removal of the existing Sears building; developing seven (7) multi-family buildings providing 1,358 residential units, and two (2) commercial buildings adding 72,160 square feet of new space; public and private open space; and street, intersection, and bike lane improvements. The redevelopment will also provide various improvements to public infrastructure, including streets and utilities, along with facilitating better access to transit and 2.75 acres of publicly accessible park-like facilities.

On January 4, 2019, MGP's Development Agreement application was submitted and complete.

<sup>1</sup> The CRA Plan can also be found as Attachment C to the May 2<sup>nd</sup> Planning Commission Staff Report.

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

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

Planning Director 

## 6a. Staff Report - Proposed DA for Shoreline Place

### March 7, 2019 Planning Commission Study Session

At the March 7 Planning Commission meeting, staff introduced the intent and process of a Development Agreement approval and Merlone Geier Partnership (MGP) introduced themselves as the applicant and presented the Conceptual Design Submittal for the redevelopment of the Sears site at Shoreline Place. A link is provided to obtain more information about the March 7 Planning Commission meeting including the Staff Report: <http://www.shorelinewa.gov/Home/Components/Calendar/Event/13990/182?toggle=allpast> and a link to the meeting video recording page: [http://shoreline.granicus.com/MediaPlayer.php?view\\_id=9&clip\\_id=924](http://shoreline.granicus.com/MediaPlayer.php?view_id=9&clip_id=924)

### May 2, 2019 Planning Commission Study Session

At the May 2nd Planning Commission meeting, staff presented the draft Development Agreement and the review criteria that the Planning Commission will use in their recommendations for the proposed Development Agreement to the City Council. MGP presented various aspects of the proposed Development Agreement. At that meeting, public comment was heard followed by questions and comments from the Planning Commission. The Planning Commission decided to reschedule the Public Hearing on the Development Agreement from May 16 to June 6. Staff agreed to compile the questions and issues from the May 2 meeting for further discussion at the May 16 meeting. The Planning Commission was asked to submit additional questions to staff by Tuesday, May 7. Responses and information will be provided for the questions listed below at or before the May 16 meeting. A link is provided to obtain more information about the May 2 Planning Commission meeting including the Staff Report: <http://www.shorelinewa.gov/Home/Components/Calendar/Event/13998/182?toggle=allpast> and a link to the meeting video recording page: [http://shoreline.granicus.com/MediaPlayer.php?view\\_id=9&clip\\_id=944](http://shoreline.granicus.com/MediaPlayer.php?view_id=9&clip_id=944).

## Discussion

### Questions/Comments from the May 2 Planning Commission Meeting

1. Was the intersection of Greenwood Ave N and N 145th Street included in the City's analysis of impacted intersections for the Aurora Square CRA? Did MGP analyze this intersection as part of the proposed Development Agreement? If yes, what did the analysis reveal.

*Response: The intersection of Greenwood Ave N/N 145<sup>th</sup> St as well as Greenwood Ave N/Westminster Way were both studied as part of the City's CRA EIS. They were further considered in Merlone Geier's consistency analysis and separately studied by the Shoreline Community College. As such there are comprehensive forecasts for traffic volumes and performance for the intersection. The analysis for Greenwood Ave N/N 145<sup>th</sup> shows that it will operate at Level of Service (LOS) E, which is worse than the City's threshold (See SMC 20.60.140*

*<https://www.codepublishing.com/WA/Shoreline/#!/Shoreline20/Shoreline2060.html> Adequate streets – Attachment A) allowing for D or better, however the intersection is not subject to Shoreline standards as it is owned and operated by the City of Seattle. Based on the City of Seattle's traffic standard (provided in Transportation Figure A-11 of Seattle's Comprehensive Plan – Attachment B), the increase in traffic from CRA*

## 6a. Staff Report - Proposed DA for Shoreline Place

*projects is not anticipated to exceed the standard for this intersection and therefore there is no basis for mitigation.*

*For the intersection of Greenwood Ave N/Westminster Way, the intersection as a whole is projected to operate at a LOS C into the future. While users of this intersection traveling southbound may experience delay today and into the future, in evaluating the intersection LOS, all legs are considered in the average and therefore it performs well under the threshold. There is no current code trigger to require mitigation based on a single approach delay. Furthermore, decreasing the delay for that approach may carry the unintended consequence of inviting more rerouted trips that would otherwise use Dayton Ave N down the lower classification street which is an undesirable outcome.*

2. How was the proposed crosswalk on N 160th St between Linden Avenue N. and Aurora Avenue N. determined? How will it function? Should there be additional crosswalks due to the current and anticipated traffic and speeds traveled on 160<sup>th</sup> St?

*Response:*

- a. Legal crossings will still exist at all intersections; there is no impetus for formalizing a crossing to the west at Evanston Ave N as it only serves a handful of single-family homes. In addition, residents of this location would be able to use the planned crossing that would be constructed by Merlone Geier just east, to access CRA amenities. Linden Ave N may be a place to formalize a crossing in the future, however is fairly close to the signalized crossing at Aurora Ave N, and to what will be the new midblock to the west. Consolidating crossings to the degree possible is often better in gaining compliance and safety between driver and pedestrian interaction; if drivers see frequent pedestrians at a highly used crossing they are more likely to anticipate it and stop as opposed to a more dispersed model of crossing. There are additional challenges regarding the roadway configuration between Linden Ave N and Aurora Ave N as a transition between the 4 lane and future 3 lane section would need to occur in this segment. The City would coordinate changes or crossing improvements in this area with any future redevelopment of the ROIC property.*
- b. Regarding the sight distance/topography and vehicle speeds on N 160<sup>th</sup> Street, as engineering Right of Way improvement plans are developed that change or establish new access points, sight lines and grades will be evaluated and vetted in accordance with engineering standards. With the conversion of the roadway from 4 lanes to 3 lanes, speeding behavior would be expected to decrease significantly.*

3. How does the proposed Shoreline Place development compare to other commercial centers such as University Village, Northgate, Lake Forest Park, Gateway Plaza, Alderwood Mall, and Dockside Green regarding the comparison of land area to commercial space and the commercial square footage to residential units/square footage ratios?

*Response: More clarification on this question would be helpful. None of these properties currently have multifamily and each are different retail formats (Dockside Green in Vancouver, BC the only exception with multifamily). To the extent that each*

## 6a. Staff Report - Proposed DA for Shoreline Place

could be redeveloped, and some are seeking approvals, each would do so within their respective market context reflective of adjacent uses, densities, proximity to transit, demographics, competition, etc. MGP will come to the May 16<sup>th</sup> Planning Commission meeting with some information regarding each of these projects to aid in further discussion.

4. What makes a pedestrian-shared street or “Woonerf” different than a standard street where pedestrians and cars are separated?

*Response: The City recently adopted standards in the Shoreline Engineering and Design Manual (EDM) <http://www.shorelinewa.gov/home/showdocument?id=42690> Section 12.10 Woonerf – Attachment C. The EDM describes a woonerf (also known as a home zone, living street, or shared street) as a street that facilitates pedestrian, bicycle, and vehicular traffic within a shared space. Woonerfs typically lack separate pavement and include a variety of surface treatments, bollards, street lighting, and landscaping to define a shared space. The National Association of City Transportation Officials Urban Street Design Guide includes a description of a shared street and design recommendations. Please refer to Urban Street Design Guide – Shared Street <https://nacto.org/publication/urban-street-design-guide/streets/residential-shared-street/> (Attachment D) for more information. MGP also provided a photo montage of woofnerfs in Attachment E.*

5. Explain/demonstrate how each building is proposed to be parked and how the buildings will be accessed.

*Response: Please refer to the proposed Development Agreement Conceptual Guide Plan <http://www.shorelinewa.gov/home/showdocument?id=43646> Submittal pages 38-39 and 47-84 to see the parking and access proposed for each building; and the Development Program Overall Table on page 11 for parking quantities.<sup>2</sup>*

6. Prior to Sears closing, pedestrians could go through Sears using the escalator to access the ROIC properties to the North. Will the proposed pedestrian access be a steep climb or gradual?

*Response: The on-site pedestrian access as proposed by MGP is gradual and accessible. For more details please refer to the proposed Development Agreement Conceptual Guide Plan <http://www.shorelinewa.gov/home/showdocument?id=43646> submittal page 117 (site grading plan). The grades for the access throughout the MGP site are as follows:*

- i. Internal N 156<sup>th</sup> Street (Woonerf Street) and N 157<sup>th</sup> Street are proposed as essentially flat (2% slope).*
- ii. The public frontage path along NE 160<sup>th</sup> Street will be 5% or less as specified in the Development Agreement.*
- iii. “B Street” and “C Street” will be designed at between 5%-8% grade.*

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<sup>2</sup> The Conceptual Guide Plan can also be found in Attachment E Exhibit D of the May 2 Planning Commission staff report.



## 6a. Staff Report - Proposed DA for Shoreline Place

- iv. See pp 32 of Conceptual Guide Plan <http://www.shorelinewa.gov/home/showdocument?id=43646> submittal for accessible pedestrian site entry gateways.

7. Does the proposed MGP development include live/work units?

*Response: No.*

8. Explain/show how the heights of buildings proposed in the Development Agreement relate to surrounding properties.

*Response: Please see Conceptual Guide Plan <http://www.shorelinewa.gov/home/showdocument?id=43646> submittal pages 47-62 for an overview of the proposed buildings, building massing perspectives and sun and shadow analysis by block in relation to surrounding properties; and pages 109-110 for cross sections of how the proposed ROW improvements along 160<sup>th</sup> interface with existing and proposed development.*

**Question 9-17 will be provided before or as part of the May 16<sup>th</sup> presentation to the Planning Commission and the public. Any questions answered prior to the May 16<sup>th</sup> Planning Commission will be posted on the May 16 Planning Commission Meeting Page**

<http://www.shorelinewa.gov/Home/Components/Calendar/Event/14000/182>.

9. Were impacts on surrounding city parks studied as part of the CRA Plan? What are the anticipated impacts on surrounding city parks from increased use by new residents and visitors from the proposed MGP development?

10. What are the pros and cons of demolishing the Sears building sooner versus later?

11. What stormwater quality improvements can be made beyond the current requirements?

12. What are the pros and cons of a flexible, 20-year, phasing plan?

13. Will vehicular, bike and pedestrian access be maintained throughout the site as the MGP property develops in phases?

14. Is Central Market's parking impacted by the proposed development on the MGP property?

15. What is MGP proposing to do beyond Code minimums to make the development more sustainable?

16. What amount of impervious surface and pollution generating surface is being reduced as part of the proposed MGP development?

## 6a. Staff Report - Proposed DA for Shoreline Place

17. What will be the light, glare, and noise impacts from the proposed development on the adjoining neighborhoods?

Because of the short turn-around time to ready the answers to these questions, they will be explained in more detail at the May 16 meeting.

### Staff Recommendations

The May 16, 2019 meeting is a study session and no action is required. Staff recommends that the Planning Commission use this meeting to:

- Hear presentation from staff and the applicant regarding responses to questions and comments posed at the May 2 Planning Commission meeting
- Invite the public to comment on the proposed Development Agreement;
- Ask clarifying questions and provide feedback about the proposed Development Agreement to staff and MGP; and
- Provide direction to staff and MGP as to any additional information the Planning Commission might need to formulate a recommendation to City Council following the Public Hearing on June 6, 2019.

### Next Steps

The Public Hearing has been re-noticed for June 6, 2019 at which the Planning Commission will deliberate and make its recommendation to the City Council. Staff anticipates the Development Agreement will be discussed by City Council on July 15, with potential action taken on August 5.

### Attachments

<b>Attachment A</b>	SMC 20.60.140 Adequate streets
<b>Attachment B</b>	City of Seattle's traffic standard (provided in Transportation Figure A-11 of Seattle's Comprehensive Plan)
<b>Attachment C</b>	Shoreline Engineering & Design Manual Section 12.10 Woonerf
<b>Attachment D</b>	Urban Street Design Guide
<b>Attachment E</b>	Woonerf Photo Montage

**Shoreline Municipal Code Title 20 Subchapter 4.**

**Streets and Access**

**20.60.140 Adequate streets.**

The purpose of this chapter is to set forth specific standards providing for the City's compliance with the concurrency requirements of the State Growth Management Act (GMA), Chapter [36.70A](#) RCW. The GMA requires that adequate transportation capacity is provided concurrently with development to handle the increased traffic projected to result from growth and development in the City. The purpose of this chapter is to ensure that the City's transportation system shall be adequate to serve the future development at the time the development is available for occupancy without decreasing current service levels below established minimum standards.

A. **Level of Service.** The level of service standard that the City has selected as the basis for measuring concurrency is as follows:

1. LOS D at signalized intersections on arterial streets and at unsignalized intersecting arterials;  
and
2. A volume to capacity (V/C) ratio of 0.90 or lower for principal and minor arterials.

The V/C ratio on one leg of an intersection may exceed 0.90 when the intersection operates at LOS D or better.

These level of service standards apply throughout the City unless an alternative level of service for a particular street or streets has been adopted in the Comprehensive Plan Transportation Element.

3. Pedestrian and bicycle LOS within the Station Subareas shall be LOS D or better.

Pedestrian level of service (LOS) shall be evaluated for each direction along all arterial streets within a quarter mile radius of the light rail station. Pedestrian LOS for sidewalks shall be evaluated using Steps 6 and 7 from the Highway Capacity Manual (HCM) 2010, Chapter 17. In the absence of sidewalks, pedestrian LOS shall be determined using Exhibit 17-4 from the HCM. Each link within the quarter mile radius shall be evaluated. For questions regarding link boundaries, contact the City Traffic Engineer.

B. **Development Proposal Requirements.** All new proposals for development that would generate 20 or more new trips during the p.m. peak hour must submit a transportation impact analysis prepared by the applicant in accordance with the standards established in the City's Engineering Development Manual at

**Proposed DA for Shoreline Place - Att. A - SMC 20.60.140 Adequate Streets  
Attachment A**

the time of application. The estimate of the number of trips for a development shall be consistent with the most recent edition of the Trip Generation Manual, published by the Institute of Traffic Engineers.

1. The traffic impact analysis shall include, at a minimum, an analysis of the following:
  - a. An analysis of origin/destination trip distribution proposed;
  - b. The identification of any intersection that would receive the addition of 20 or more trips during the p.m. peak hour; and
  - c. An analysis demonstrating how impacted intersections could accommodate the additional trips and maintain the LOS standard.
2. If the traffic impact analysis identifies one or more intersections at which the adopted LOS standards are exceeded, the applicant shall mitigate the impacts in order to achieve and maintain the adopted LOS standard.

C. **Concurrency Requirement.** The City shall not issue a building permit until:

1. A concurrency test has been conducted and passed; or
2. The building permit has been determined to be one of the following that are exempt from the concurrency test:
  - a. Alteration or replacement of an existing residential structure that does not create an additional dwelling unit or change the type of dwelling unit.
  - b. Alteration or replacement of an existing nonresidential structure that does not expand the usable space or change the existing land use as defined in the land use categories as set forth in the impact fee analysis land use tables.
  - c. Miscellaneous improvements that do not generate increased need for public facilities, including, but not limited to, fences, walls, residential swimming pools, and signs.
  - d. Demolition or moving of a structure.
  - e. Any building permit for development that creates no additional impacts, insignificant and/or temporary additional impacts on any transportation facility, including, but not limited to:

- i. Home occupations that do not generate any additional demand for transportation facilities;
  - ii. Special events permits;
  - iii. Temporary structures not exceeding a total of 30 days.
- f. Any building permit issued to development that is vested to receive a building permit pursuant to RCW [19.27.095](#).

**D. Available Capacity for Concurrency.**

1. The City shall determine the available capacity for concurrency as of the effective date of the ordinance codified in this section and record it in the concurrency trip capacity balance sheet.
2. The City shall update the available capacity in the concurrency trip capacity balance sheet within 12 months of any of the events listed below:
  - a. Update or amendment of the City's transportation element as it relates to concurrency management.
  - b. Total traffic volume increases by 30 percent compared to traffic volume at the time the concurrency trip capacity balance sheet was created, or was updated with new data from the traffic model.
  - c. More than 50 percent of the available capacity in the most recent calculation of available capacity has been reserved as a result of concurrency tests conducted by the City.
3. If none of the events listed in subsection (D)(2) of this section occurs within seven years of the most recent calculation of the available capacity, the City will update the available capacity recorded in the concurrency trip capacity balance sheet.
4. Each update of available capacity in the concurrency trip capacity balance sheet shall carry forward the reservations of capacity for any building permits for development that has not been completed prior to the update of available capacity.
5. In order to monitor the cumulative effect of exemptions from the concurrency test on the available capacity, the City shall adjust the available capacity in the concurrency trip capacity balance sheet to record the number of p.m. peak hour trips generated by exempt building permits in

the same manner as though a concurrency test had been performed for the exempt building permits.

**E. Concurrency Test.**

1. Each applicant for a building permit that is not exempt from the concurrency test as provided in subsection (C)(2) of this section shall submit the type of development to be constructed pursuant to the building permit, the number of square feet of each type of development, and the number of dwelling units.

2. The City shall perform a concurrency test for each application for a building permit that is not exempt from the concurrency test.

3. The concurrency test is passed if the number of trips from an applicant's proposed development is equal to or less than available capacity in the concurrency trip capacity balance sheet that has been adjusted to subtract reserved trips. If the concurrency test is passed the City shall record the concurrency test results in the concurrency trip capacity balance sheet in order to reduce the available capacity by the number of trips that will be generated by the applicant's development. The reservation of capacity shall be valid for the same time as the building permit for which it was reserved.

4. The concurrency test is not passed if the number of trips from an applicant's proposed development is greater than available capacity after it has been adjusted to subtract reserved trips. If the concurrency test is not passed, the applicant may select one of the following options:

- a. Amend the application to reduce the number of trips generated by the proposed development; or
- b. Provide system improvements or strategies that increase the City-wide available capacity by enough trips so that the application will pass the concurrency test; or
- c. Appeal the denial of the application for a concurrency test, pursuant to the provisions of subsection H of this section.

5. The City shall conduct concurrency tests for multiple applications impacting the same portions of the transportation network/intersection chronologically in accord with the date each application was deemed complete pursuant to SMC [20.30.110](#).

6. A concurrency test, and any results, shall be administrative actions of the City that are categorically exempt from the State Environmental Policy Act.

**F. Reservation of Availability Capacity Results of Concurrency Test.**

1. Upon passage of a concurrency test, the City shall reserve capacity on behalf of the applicant in the concurrency trip capacity balance sheet.

2. A reservation of available capacity shall be valid for the same period as the approved building permit for which it was made, and may be extended according to the same terms and conditions as the underlying building permit.

3. A reservation of available capacity is valid only for the uses and intensities authorized for the building permit for which it is issued. Any change in use or intensity is subject to an additional concurrency test of the incremental increase in impact on transportation facilities.

4. A reservation of available capacity is nontransferable to another parcel of land or development proposal. A reservation of available capacity may be transferred to a subsequent purchaser of the land for the same uses and intensities.

5. A reservation of available capacity shall expire if the underlying building permit expires, the application or permit is withdrawn by the applicant, the permit is revoked by the City, application approval is denied by the City, or the determination of completeness expires.

**G. Fees.**

1. The City shall charge each applicant for a building permit that is not exempt from this section a concurrency test fee in an amount to be established by resolution by the City Council.

2. The City shall charge a processing fee to any individual that requests an informal analysis of capacity if the requested analysis requires substantially the same research as a concurrency test. The amount of the processing fee shall be the same as the concurrency test fee authorized by subsection (G)(1) of this section.

3. The fees authorized in subsection (G)(1) or (G)(2) of this section shall not be refundable, shall not be waived, and shall not be credited against any other fee.

**H. Appeals.** Determinations and decisions by the Director that are appealed by an applicant shall follow the procedures of Chapter [20.30](#) SMC for an Administrative Decision – Type B.

**Proposed DA for Shoreline Place - Att. A - SMC 20.60.140 Adequate Streets  
Attachment A**

I. **Authority.** The Director of Public Works, or his/her designee, shall be responsible for implementing and enforcing the concurrency requirements of this chapter. The Director of the Department of Public Works is authorized to adopt guidelines for the administration of concurrency, which may include the adoption of procedural rules to clarify or implement the provisions of this section. (Ord. 731 § 1 (Exh. A), 2015; Ord. 689 § 1 (Exh. A), 2014; Ord. 615 § 3, 2011; Ord. 581 § 1 (Exh. 1), 2010; Ord. 559 § 1, 2009; Ord. 238 Ch. VI § 4(A), 2000).



Transportation Figure A-10 is a map illustrating the location of 42 screenlines. Thirty of these screenlines are part of the City's evaluative system for level of service (LOS) performance and correspond to the screenlines in Transportation Figure A-11. Twelve other screenlines (labeled as A1 - A12 on Transportation Figure A-10) focus geographically on Seattle's urban centers.

A screenline methodology is favored because it addresses the broader geographic impacts of development and travel patterns. The methodology recognizes that no single intersection or arterial operates in isolation. Motorists have choices, and they select particular routes based on a wide variety of factors such as avoiding blocking conditions, and minimizing travel times. Accordingly, this analytic methodology focuses on a "traffic-shed" where the screenlines measure groups of arterials among which drivers logically can choose to travel.

Transportation Figure A-11 lists for each screenline the current conditions and modeled traffic results for the evening peak hour in year 2035, in comparison to the LOS standard for each screenline. The standards are expressed as vehicle-to-capacity (v/c) ratios of 1.0 or 1.20, which indicates a level of use equivalent to 100 percent or 120 percent of rated roadway capacity, measured during peak commute times.

With the anticipated implementation of the Comprehensive Plan, the future transportation and circulation conditions in the 2035 evening peak hour at all of the screenlines will not exceed the City's adopted LOS standards for peak hour congestion.

This Plan includes policies to improve transit service and related transit capital facilities, as well as to improve non-motorized transportation facilities, to provide ways for people to avoid the traffic congestion inherent in dense urban centers and urban village areas.

These results are evaluated in more detail below.

- The forecasted screenline v/c ratios for the year 2035 evening peak hour range from 0.38 to 1.19.
- Future peak hour traffic conditions will continue to reflect patterns similar to today, with the

heaviest congestion at bridge locations including the Ballard Bridge (v/c = 1.19 northbound), the West Seattle Freeway and Spokane St. bridges (collectively a v/c = 1.15 westbound), the University and Montlake Bridges (collectively a v/c = 0.96 northbound and 1.06 southbound), and the Aurora Bridge (v/c = 0.94 northbound and 0.82 southbound).

- Congestion is also projected to increase in other locations as well. This is due to growth or, in some cases, related to future planned road improvements addressing automobiles and bicycles. With respect to the latter factor, this analysis makes conservative assumptions about potential loss of automobile travel lanes. As part of future projects such as bicycle-serving "cycle tracks," a determination would be made contemporaneous with that project whether and how automobile travel lanes would be diminished. This caveat applies to all references below to future bicycle projects.
- Volumes on Aurora Ave N, Lake City Way N, Greenwood Ave N, and 3rd Ave NW near the north city limits will continue to be heavy during evening commutes, and will contribute to conditions that approach or slightly exceed the rated capacity level by 2035. (Screenlines 1.11, 1.13).
- Volumes on MLK Jr. Way S., Rainier Ave S., and Renton Ave S. near the south city limits will continue to grow, and will contribute to greater use of capacity in the southbound peak direction, approaching the rated capacity level by 2035. (Screenline 4.11).
- Southbound volumes toward southeast Seattle measured at S. Jackson St. and at S. Spokane St will contribute to conditions that reach a v/c ratio of approximately 0.90, or using about 90 percent of rated capacity by 2035. This partly reflects the potential for changes in capacity related to future possible bicycle improvements (Screenlines 9.13 and 10.12). See above caveat about future bicycle improvements.

**Proposed DA for Shoreline Place - Att. B - City of Seattle's Traffic Standard**

A

T-A20

Seattle's Comprehensive Plan | *Toward a Sustainable Seattle*

Transportation Figure A-11  
**Level of Service:**  
**Screenline Volume-to-Capacity (V/C) Ratios**

transportation appendix

Level-of-Service Screenline No.	Screenline Location	Span of Streets	LOS Standard	2013 PM Peak		2035 PM Peak	
				Dir.	V/C Ratios	Dir.	V/C Ratios
1.11	North City Limit	3rd Ave NW to Aurora Ave N	1.20	NB	0.70	NB	1.03
				SB	0.57	SB	0.80
1.12	North City Limit	Meridian Ave N to 15th Ave NE	1.20	NB	0.41	NB	0.76
				SB	0.32	SB	0.61
1.13	North City Limit	30th Ave NE to Lake City Way NE	1.20	NB	0.73	NB	0.96
				SB	0.63	SB	0.83
2	Magnolia	Magnolia Bridge to W. Emerson Place	1.00	EB	0.53	EB	0.56
				WB	0.55	WB	0.56
3.11	Duwamish River	West Seattle Freeway and S. Spokane St	1.20	EB	0.61	EB	0.69
				WB	0.87	WB	1.15
3.12	Duwamish River	1st Ave S and 16th Ave S	1.20	EB	0.35	EB	0.38
				WB	0.52	WB	0.55
4.11	South City Limit	M L King Jr Way to Rainier Ave S	1.00	NB	0.47	NB	0.57
				SB	0.63	SB	0.98
4.12	South City Limit	Marine View Drive SW to Myers Way S	1.00	NB	0.37	NB	0.56
				SB	0.42	SB	0.72
4.13	South City Limit	SR 99 to Airport Way S	1.00	NB	0.41	NB	0.58
				SB	0.45	SB	0.73
5.11	Ship Canal	Ballard Bridge	1.20	NB	0.99	NB	1.19
				SB	0.52	SB	0.72
5.12	Ship Canal	Fremont Bridge	1.20	NB	0.71	NB	0.79
				SB	0.54	SB	0.71
5.13	Ship Canal	Aurora Ave N Bridge	1.20	NB	0.81	NB	0.94
				SB	0.62	SB	0.82
5.16	Ship Canal	University and Montlake Bridges	1.20	NB	0.80	NB	0.96
				SB	0.87	SB	1.06
6.11	South of NW 80th St	Seaview Ave NW to 15th Ave NW	1.00	NB	0.45	NB	0.52
				SB	0.43	SB	0.49
6.12	South of NW 80th St	8th Ave NW to Greenwood Ave N	1.00	NB	0.66	NB	0.87
				SB	0.49	SB	0.77
6.13	South of NE 80th St	Linden Ave N to 1st Ave NE	1.00	NB	0.44	NB	0.55
				SB	0.27	SB	0.41
6.14	South of NE 80th St	5th Ave NE to 15th Ave NE	1.00	NB	0.65	NB	0.76
					0.53	SB	0.67

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**Proposed DA for Shoreline Place - Att. B - City of Seattle's Traffic Standard**

Transportation Figure A-11 (Continued)  
**Level of Service:**  
**Screenline Volume-to-Capacity (V/C) Ratios**

Level-of-Service Screenline No.	Screenline Location	Segment	LOS Standard	2013 PM Peak		2035 PM Peak	
				Dir.	V/C Ratios	Dir.	V/C Ratios
6.15	South of NE 80th St	20th Ave NE to Sand Point Way NE	1.00	NB	0.49	NB	0.64
				SB	0.47	SB	0.58
7.11	West of Aurora Ave N	Fremont Pl N to N 65th St	1.00	EB	0.48	EB	0.55
				WB	0.58	WB	0.66
7.12	West of Aurora Ave N	N 80th St to N 145th St	1.00	EB	0.50	EB	0.56
				WB	0.57	WB	0.66
8	South of Lake Union	Valley Street to Denny Way	1.20	EB	0.78	EB	0.92
				WB	0.78	WB	0.83
9.11	South of Spokane St	Beach Dr SW to W Marginal Way SW	1.00	NB	0.51	NB	0.59
				SB	0.58	SB	0.71
9.12	South of Spokane St	E Marginal Way S to Airport Way S	1.00	NB	0.47	NB	0.60
				SB	0.52	SB	0.71
9.13	South of Spokane St	15th Ave S to Rainier Ave S	1.00	NB	0.45	NB	0.67
				SB	0.58	SB	0.89
10.11	South of S Jackson St	Alaskan Way S to 4th Ave S	1.00	NB	0.56	NB	0.64
				SB	0.65	SB	0.84
10.12	South of S Jackson St	12th Ave S to Lakeside Ave S	1.00	NB	0.48	NB	0.74
				SB	0.58	SB	0.91
12.12	East of CBD	S Jackson St to Howell St	1.20	EB	0.35	EB	0.39
				WB	0.45	WB	0.52
13.11	East of I-5	NE Northgate Way to NE 145th St	1.00	EB	0.71	EB	0.84
				WB	0.59	WB	0.78
13.12	East of I-5	NE 65th St to NE 80th St	1.00	EB	0.44	EB	0.50
				WB	0.41	WB	0.53
13.13	East of I-5	NE Pacific St to NE Ravenna Blvd	1.00	EB	0.55	EB	0.62
				WB	0.54	WB	0.67
A1	North of Seneca St	1st Ave to 6th Ave	NA	NB	0.55	NB	0.67
					0.40	SB	0.59
A2	North of Blanchard	Elliott Ave to Westlake Ave	NA	NB	0.43	NB	0.55
				SB	0.36	SB	0.52
A3	East of 9th Ave	Lenora St to Pike St	NA	EB	0.36	EB	0.44
				WB	0.32	WB	0.43
A4	South of Mercer St	Elliott Ave W to Aurora Ave N	NA	NB	0.78	NB	0.93
					0.51	SB	0.78

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Transportation Figure A-11 (Continued)  
**Level of Service:**  
**Screenline Volume-to-Capacity (V/C) Ratios**

Level-of-Service Screenline No.	Screenline Location	Segment	LOS Standard	2013 PM Peak		2035 PM Peak	
				Dir.	V/C Ratios	Dir.	V/C Ratios
A5	East of 5th Ave N	Denny Way to Valley St	NA	EB	0.39	EB	0.55
				WB	0.40	WB	0.48
A6	North of Pine St	Melrose Ave E to 15th Ave E	NA	NB	0.45	NB	0.53
				SB	0.50	SB	0.63
A7	North of James St – E Cherry St	Boren Ave to 14th Ave	NA	NB	0.62	NB	0.72
				SB	0.57	SB	0.78
A8	West of Broadway	Yesler Way to E Roy St	NA	EB	0.50	EB	0.57
				WB	0.60	WB	0.71
A9	South of NE 45th St	7th Ave NE to Montlake Blvd NE	NA	NB	0.70	NB	0.79
				SB	0.70	SB	0.75
A10	East of 15th Ave NE	NE 45th St to NE 52nd St	NA	EB	0.52	EB	0.54
				WB	0.46	WB	0.53
A11	South of Northgate Way (N/NE 110th St)	N Northgate Way to Roosevelt Way NE	NA	NB	0.50	NB	0.66
				SB	0.49	SB	0.61
A12	East of 1st Ave NE	NE 100th St to NE Northgate Way	NA	EB	0.48	EB	0.61
					0.62	WB	0.88

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Results for areas around Seattle's six urban centers are summarized as follows.

**Downtown:** Screenlines 10.11, 12.12, A1, A2, and A3 pass through or along the edge of the Downtown Urban Center, some encompassing north-south avenues, and some encompassing east-west streets. Higher v/c ratios reflect higher future volumes on most avenues and streets, and increased congestion. However, for all five of these screenlines, the future v/c ratios will remain below 1.0 in 2035 with Comprehensive Plan implementation and thus meet LOS standards.

**Uptown:** For the Uptown Urban Center, screenline A4 is an east-west screenline south of Mercer St extending as far west as Elliott Ave W and east to include Aurora Ave N, while screenline A5 is drawn north-south between 5th Ave N. and Taylor Ave N. The predicted increase in congestion, reaching above a v/c ratio of 0.90 for northbound traffic, relates to major traffic volumes on Elliott Ave W, Aurora Ave N.

It also relates to a possible reduction in capacity on 5th Ave N if bicycle improvements reduce lanes for motorized vehicle travel. Measures of east-west travel congestion will worsen but remain well below a 1.0 v/c ratio; improvements enabling a two-way Mercer Street add capacity in the westbound direction.

**South Lake Union:** For the South Lake Union Urban Center, Screenline 8 is drawn north-south at Fairview Ave N. Volumes will continue to increase, and road improvements will continue to occur for a number of years into this planning period. The v/c ratios for both directions along this screenline will decline by 2035, with higher evening congestion levels in the eastbound direction reflected by a v/c ratio of 0.93. However, the ratio will remain below the 1.20 LOS standard for this screenline.

**First Hill/Capitol Hill:** Screenlines A6, A7, and A8 are drawn through the First Hill/ Capitol Hill Urban Center. Screenline 12.12 is on the west edge of

the First Hill/Capitol Hill Urban Center adjacent to Downtown. For all four of these screenlines, the year 2035 v/c ratios under the Comprehensive Plan will remain well below the 1.20 LOS standard that applies to Screenline 12.12. Although the findings for Screenline A7 and A8 illustrate a somewhat elevated congestion level in all directions in the area between Boren Ave and 14th Ave by 2035, near James Street, and for travel east-west across Broadway, these areas are currently often congested at peak hours.

**University District:** For the University District Urban Center, screenlines 5.16 and 13.13 cover the south and west boundaries of the Urban Center, while screenline A9 passes east-west through the Center and screenline A10 is drawn north-south through the Center. Higher v/c ratios suggest higher volumes and a degree of increased congestion by 2035. However, the year 2035 v/c ratios will be below 1.0 for all four of these screenlines in the peak commuting directions. At the University and Montlake Bridges, evening peak hour volumes will continue to be high, and the southbound volumes on the University Bridge are projected to exceed the northbound volumes. This may reflect the diverse range of destinations of University employees and students. Given the pass-through nature of many evening commuters, the projected volumes for Roosevelt Way NE and Montlake Blvd. NE would continue to be high and grow slightly by 2035.

**Northgate:** For the Northgate Urban Center, screenline A11 is drawn east-west just south of Northgate Way, while screenline A12 passes north-south just east of 1st Ave NE. Screenline 13.11 also measures east-west traffic crossing 5th Ave NE. The year 2035 v/c ratios for these three screenlines will worsen but remain below 1.0. The measures of east-west traffic both indicate increasing congestion that will reach v/c ratio levels of approximately 0.8 to 0.9, meaning much of the available capacity will be used by 2035. The analysis also shows relatively high volumes west of I-5, for westbound Northgate Way and for both directions of Meridian Ave N.

**State highway level of service standards**

There are two different types of State highways with segments in Seattle with two different Level of Service standards. The larger facilities are "Highways of Statewide Significance" (HSS), These are I-5, I-90, SR 99, SR 509, SR 519, SR 520, and SR 522. Highways of Statewide Significance include, at a minimum, interstate highways and other principal arterials needed to connect major communities in the state.

For all the HSS, the State defines a level of service standard of "D." RCW 36.70A.070(6)(a)(iii)(C) provides that local jurisdictions' Comprehensive Plans should indicate LOS for state-owned facilities, but specifies that local concurrency requirements do not apply to the HSS routes. Including LOS standards for HSS is a communication and coordination tool in local plans, so that the State of Washington has a current understanding of performance on their facilities. Accordingly, the State legislation that designates HSS also directs the State Transportation Commission to give higher priority for correcting identified deficiencies on highways of statewide significance.

Non-HSS facilities (also called "Highways of Regional Significance") in Seattle are SR 513, SR 523, and SR 99 (only those portions south of S Holden St). These highways are monitored by the Puget Sound Regional Council for regional planning purposes. For these highways the Level of Service standard is "E/mitigated."

**state-funded highway improvements & local improvements to State highways**

The City of Seattle will continue to coordinate with the Washington State Department of Transportation (WSDOT) for consistency in plans and projects. Transportation Figure A-12 shows the known anticipated major projects for the metropolitan area that will address State highways and facilities including ferries, and an indication of project status as applicable today and/or into the future until 2035.

These are the primary projects in the city and broader metropolitan area that will affect the functioning of portions of the State highway system



**Shoreline Engineering and Design Manual**

**12.10. Woonerf**

A woonerf (also known as a home zone, living street, or shared street) is a street that facilitates pedestrian, bicycle, and vehicular traffic within a shared space. Woonerfs typically lack separate pavement and include a variety of surface treatments, bollards, street lighting, and landscaping to define a shared space.

Woonerfs can be private or public and are intended to be designed to meet the needs of the immediate community. The following standards are generalized and provide a starting point for woonerf design. Each woonerf is a unique shared space.

Woonerfs designs should achieve the following objectives:

- A. Shared pedestrian, vehicular, and bicycle traffic;
- B. Safe transitions for between woonerfs and standard facilities;
- C. Traffic calming measures, such as sitting areas, planters, parking spaces, and bollards; and
- D. ADA-compliant access.

Woonerf design requirements include the following:

A. Entrance/Exit:

- 1. The international woonerf sign is required at all entrances and exits. Informational signs may be placed under the international woonerf sign.
- 2. Traffic calming measures may be required at entrances and exits.

B. Designated Spaces:

- 1. The design shall not give the impression of a roadway and sidewalk.
- 2. To designate pedestrian-only spaces, the use of bollards, landscaping, and other protection are encouraged. Curbs are not allowed.
- 3. Parking and/or loading spaces are acceptable. Parking spaces shall be distinguished by pavement markings, surface treatments, or other means.

C. Surface Treatments:

- 1. The use of a variety of surface treatments is encouraged.

D. Other Amenities:

- 1. All pedestrian furniture shall be protected by bollards.

2. Pedestrian-scale lighting is required consistent with Section 7.9, Illumination.

E. The Applicant shall coordinate with the Shoreline Fire Department to ensure adequate access is provided for emergency services.



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## Residential Shared Street

Low-volume residential streets, especially in older cities, often have narrow or crumbling sidewalks. Many of these streets operate de facto as shared spaces, in which children play and people walk, sharing the roadway with drivers.

Depending on the street’s volume and role in the traffic network, these streets have the potential to be redesigned and enhanced as shared streets. Shared streets can meet the desires of adjacent residents and function foremost as a public space for recreation, socializing, and leisure.

*The street illustrated below depicts a 20-foot shared way within a 30-foot right-of-way.*

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([https://nacto.org/wp-content/themes/sink\\_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/residential-shared-1.jpg](https://nacto.org/wp-content/themes/sink_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/residential-shared-1.jpg))

## Existing



Before



After



Alternative



Alternative

Street furniture, including bollards, benches, planters, and bicycle parking, can help define a shared space, subtly delineating the traveled way from the pedestrian-only space.

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([https://nacto.org/wp-content/themes/sink\\_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/carousel//SantaMonica\\_unknown\\_2.jpg](https://nacto.org/wp-content/themes/sink_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/carousel//SantaMonica_unknown_2.jpg))

## Existing Conditions

The residential street in the illustration above is common in neighborhoods with low traffic volumes. Here, the configuration of the street network has formed a street segment that functions naturally as a space for children to play and residents to use the road as a gathering place.

+ More Info

Many cities that grew before the advent of the automobile have streets that serve naturally as shared spaces. Cities considering the implementation of a shared space should consider the adoption of a specific definition of a shared street in their city code. The cities of Seattle and Cambridge, MA have both officially incorporated a definition of shared street into their city code.

Note: many low-volume residential streets in the United States were designed without sidewalks. Most of these streets have limited access and low volumes, allowing them to operate informally as shared spaces. Cities should aim to maintain low speeds and volumes on these streets, reinforcing their shared nature through materials and targeted design enhancements.

+ More Info

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It is important to note that while many low-volume residential streets were designed without sidewalks and may function as shared streets, shared street conversions necessitate a conscious redesign rather than the addition of regulatory signage only. Sidewalks should be added when upgrading substandard neighborhood streets.

### Recommendations

1 Textured or pervious (./pervious-pavement) pavements that are flush with the curb reinforce the pedestrian-priority nature of the street. Special pavements, especially unit pavers, may be subject to additional maintenance costs and should be selected based on regional climate and long-term durability. Selection of snowplow-compatible materials is recommended for colder climates. Drainage channels should be provided either at the center of the street or along the flush curb, depending on underground utilities and other existing conditions.

2 Street furniture, including bollards, benches, planters, and bicycle parking, can help define a shared space, subtly delineating the traveled way from the pedestrian-only space.<sup>1</sup>

3 A shared street sign should be used at the entrance to a shared street. In some cases, a modified YIELD TO PEDESTRIANS sign (MUTCD 2B-2) may be added to reinforce the conversion in early stages.

#### + More Info

Shared streets should generally be designed to operate intuitively as shared spaces without the need of signage. Signage serves to educate the public in the early stages of a conversion. Residential shared street signage often depicts children playing to make motorists aware that they are entering a low speed area.



([https://nacto.org/wp-content/themes/sink\\_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/Woonerf\\_sign.png](https://nacto.org/wp-content/themes/sink_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/Woonerf_sign.png))

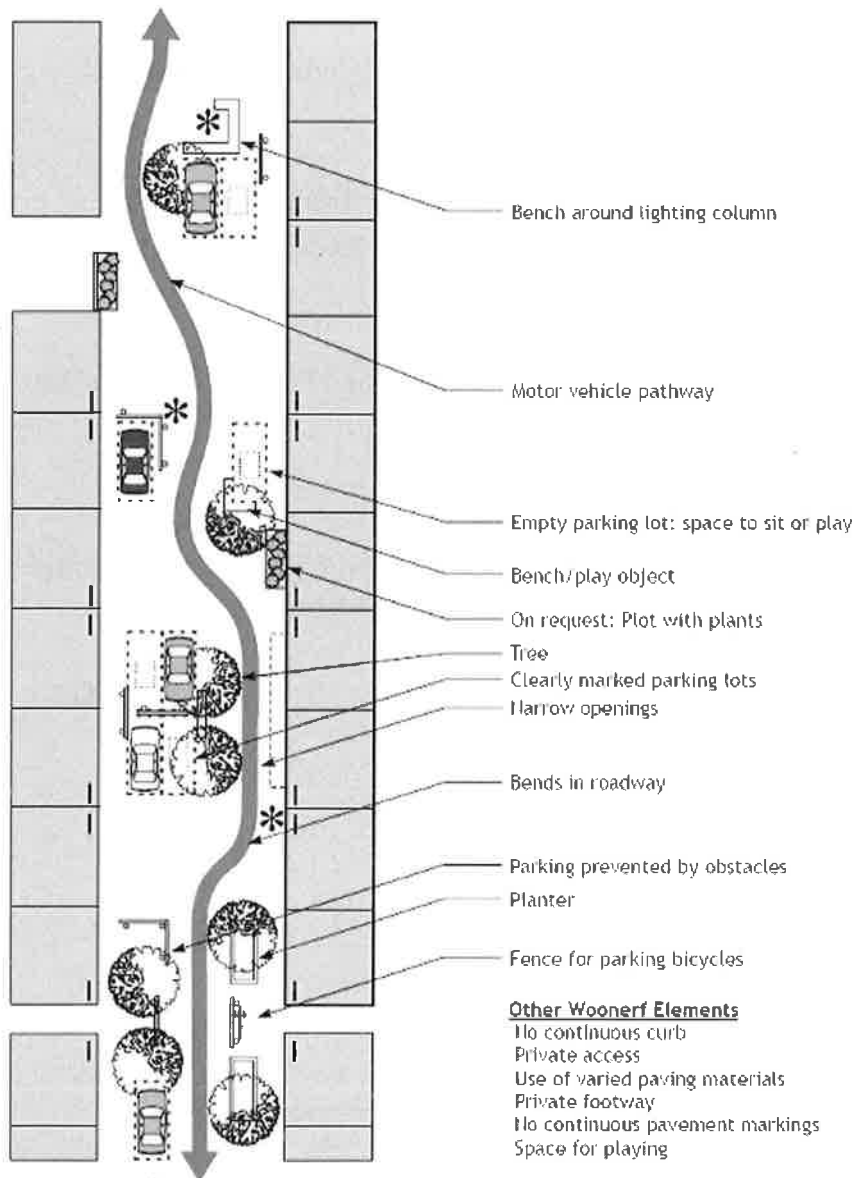
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Provide tactile warning strips at the entrance to all shared spaces. Warning strips should alert drivers and pedestrians.<sup>2</sup>

4 Shared streets generally permit 4 motorists and bicyclists to operate in a 2-way fashion. Narrower shared streets may be made 1-way for motorists, though 2-way bicycle traffic should still be permitted. Certain restrictions and regulations may apply to vehicles on a shared street. Designers should strive to make these behaviors implicit through the design details of the street itself.

5 On wider shared streets, staggered blocks of landscaping, head-in parking, back-in angled parking, or perpendicular parking can be used to create a chicane (./chicane) effect.<sup>3</sup> In some cases, parking may be permitted directly adjacent to properties in a residential environment. Bollards, paving materials, and street furniture help to define parking spaces and to delineate private from public space.

+ More Info



(<https://nacto.org/wp->

content/themes/sink\_nacto/views/design-guides/retrofit/urban-street-design-guide/images/residential-shared-street/woonerf\_plan.gif) Credit: FHWA

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Where necessary, traffic volumes can be decreased through network design and traffic calming as part of a conversion.

Depending on right-of-way, designers may consider providing a 3–5-foot clear path, protected from traffic. The clear path may be defined using planters, bollards, and street furniture, as well as detectable warning strips or textured pavers. For narrower shared streets and alleys, use of a clear path is discouraged.

## Footnotes

### + More Info

1. Winthrop Street and Palmer Street in Cambridge, MA use benches and bollards to provide rough delineation along the traveled way portion of a shared street.
2. Warning strips enable a visually impaired individual to recognize that he or she is entering a space that may include vehicles.  
 “Shared Use Path Accessibility Guidelines”  
 (/docs/usdg/shared\_use\_path\_accessibility\_guidelines\_federal\_register.pdf),”  
 Federal Register Vol. 76, No. 59 (2011), 17069–17070.
3. Chicanes can be created through physical elements (street furniture, trees) or visual elements (pavers), but should not impede pedestrian travel through a shared street.  
 San Francisco Better Streets Plan  
 (/docs/usdg/better\_streets\_plan\_san\_francisco.pdf) (San Francisco: City of San Francisco: 2012), 86.

Green Alley

(<https://nacto.org/publication/urban-street-design-guide/streets/green-alley/>)

Commercial Alley

(<https://nacto.org/publication/urban-street-design-guide/streets/commercial-alley/>)

Adapted from the Urban Street Design Guide, published by Island Press.

## References

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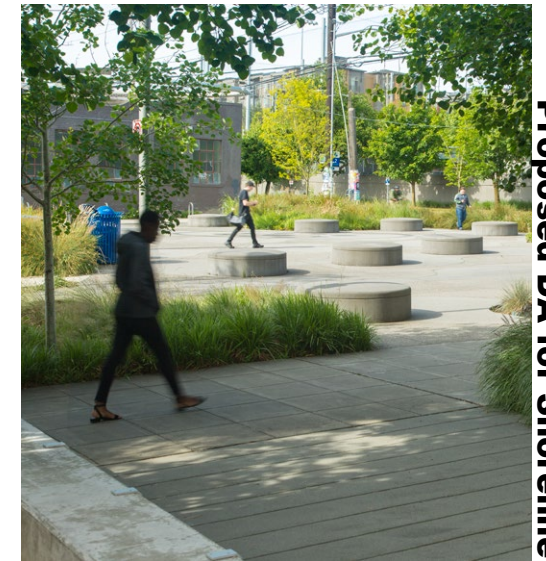
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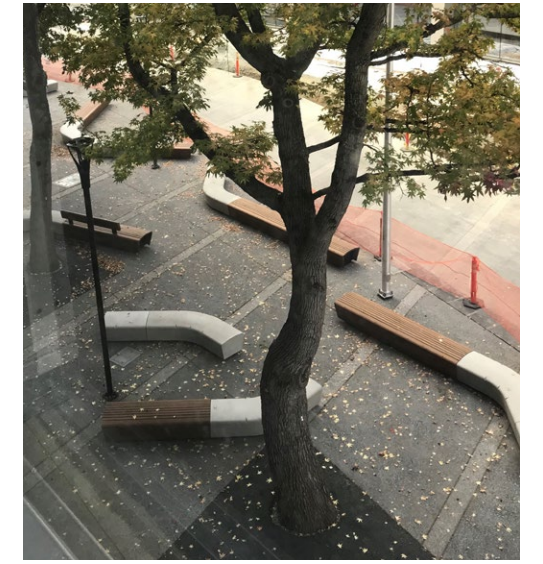
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