



## SHORELINE PLANNING COMMISSION REGULAR MEETING AGENDA

Thursday, August 3, 2023

Council Chamber – Shoreline City Hall

7:00 p.m. <https://us02web.zoom.us/j/81207267885?pwd=UHhPeWhoblJrNzYyOFhxbG94N2sxUT09>  
253-215-8782 | Webinar ID: 812 0726 7885 Passcode: 611244

*This meeting is conducted in a hybrid manner with both in-person and virtual options to attend.*

	<i>Estimated Time</i>
1. CALL TO ORDER	7:00
2. ROLL CALL	7:01
3. APPROVAL OF THE AGENDA	7:02
4. APPROVAL OF THE MINUTES FROM:	7:03
a. <u>July 20, 2023 – Draft Minutes</u>	
5. GENERAL PUBLIC COMMENT	7:04

*The Planning Commission provides several options for public comment: in person in the Council Chamber; remote via computer or phone; or through written comment. Members of the public may address the Planning Commission during regular meetings for three minutes or less, depending on the number of people wishing to speak. The total public comment period will be no more than 30 minutes. If more than 10 people are signed up to speak, each speaker will be allocated 2 minutes. Please be advised that each speaker's comments are being recorded.*

**The Planning Commission is providing opportunities for public comment by submitting written comment or by joining the meeting webinar (via computer or phone) to provide oral public comment:**



**[Sign-Up for Remote Public Comment](#)** *Pre-registration is required by 6:30 p.m. the night of the meeting.*



**[Submit Written Public Comment](#)** *Written comments will be presented to Council and posted to the website if received by 4:00 p.m. the night of the meeting; otherwise, they will be sent and posted the next day.*

6. STUDY ITEMS	
(a) <u>2024 Comprehensive Plan: Discussion of Middle Housing</u>	7:05
7. UNFINISHED BUSINESS	7:55
8. NEW BUSINESS	7:56
9. REPORTS OF COMMITTEES & COMMISSIONERS/ANNOUNCEMENTS	7:57
10. AGENDA FOR NEXT MEETING: August 17, 2023	7:58
11. ADJOURNMENT	8:00

*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 PUBLIC HEARING**

July 20, 2023  
7:00 P.M.

---

---

**Commissioners Present**

Chair Pro-Tem Leslie Brinson  
Commissioner Janelle Callahan  
Commissioner Mei-shiou Lin  
Commissioner Christopher Mosier

**Staff Present**

Steve Szafran, Senior Planner  
Andrew Bauer, Planning Manager  
Julie Ainsworth-Taylor, Assistant City Attorney  
Carla Hoekzema, Planning Commission Clerk

**Commissioners Absent**

Chair Pam Sager (excused)  
Vice Chair Julius Rwamashongye (excused)  
Commissioner Andy Galuska (excused)

**CALL TO ORDER**

Planning Commission Clerk Carla Hoekzema called the public hearing to order at 7:00 p.m.

**ROLL CALL**

Ms. Hoekzema called the roll.

**ELECTION OF CHAIR PRO-TEM**

Ms. Hoekzema asked for nominations for Chair Pro-Tem since both the Chair and Vice Chair were absent. Commissioner Mosier nominated Commissioner Callahan. There were no other nominations. Commissioner Callahan was unanimously elected Chair Pro-Tem.

**APPROVAL OF AGENDA**

The agenda was accepted as presented.

**APPROVAL OF MINUTES**

The minutes of July 6, 2023 were accepted as presented.

**GENERAL PUBLIC COMMENT**

There were no general public comments.

**PUBLIC HEARING: Transfer of Development Rights Program Development Code Amendment**

The public hearing was opened at 7:02 p.m.

Staff Presentation: Senior Planner Steve Szafran made the staff presentation. He reviewed the definition and purpose of TDRs. He also discussed proposed amendments and options for the Commission to consider:

1. Recommend Council adopt the proposed amendments.
2. Recommend Council not adopt the proposed amendments.
3. Revise the proposed amendments and recommend adoption.

Staff is recommending approval of the proposed TDR program as contained in Attachment A. Staff is also requesting clarifying whether the incentives proposed in the TDR program can be combined with existing incentives in the Development Code.

Public Testimony:

Michael Murphy, King County Department of Natural Resources, Water and Land Resources Division, spoke in favor of the TDR program in Shoreline that would work in concert with King County. He discussed some history between King County and Shoreline with regard to TDR discussions. He explained how TDR is a tool that helps to advance regional conservation. Partnership with cities where they want growth to occur is a very important aspect of TDRs, especially around transit areas. He discussed the mutually beneficial aspect of this program.

Kristi England, Forterra, Chief Governance, Policy and Innovations Officer, commended staff for their work creating a draft TDR code. By adopting these code amendments, the City will be positioned to join the regional TDR program referenced in the staff report. This tool will generate flexible new funding to help pay for infrastructure already identified in the Capital Facilities Plan. The amendments in this draft incorporate Council direction for wanting to use TDR in a way that maximizes the benefit to the City and reflects Shoreline’s policy goals for growth and conservation. The analysis and technical work needed to adopt and implement this program have been largely completed. Forterra, ECONorthwest, and King County have worked closely with the City to put all the pieces in place for the program to succeed. Forterra remains committed to supporting the City’s efforts to pursue the use of this tool to achieve growth that is sustainable, affordable, and creates additional benefits for the community through the conservation of farms and forests that are essential to climate resilience. Forterra strongly encourages the Planning Commission to support these amendments, either in their current form or revised as described in option 3.

Tom McCormick, Shoreline resident, asked that the Planning Commission not rubberstamp what they are hearing from the city staff and consultants. He acknowledged that a TDR program is a great thing for the County because it helps the County achieve its goals of limiting development in rural areas and concentrating it in urban areas. He agreed this is a good thing, but it is not an appropriate thing for the City right now. The City should not adopt this TDR program unless and until it becomes clear that the City needs a way to further incentivize ways to encourage developers to build units to meet the 2044 housing target. Now is not the time. Without the TDR program, the City is already on pace to meet its 2044 housing targets many years ahead of schedule. He asked what is in it for the City. The City already has numerous incentives to encourage developers to build housing units. The incentives are working better than expected. The City is, in fact, growing too rapidly. If anything, he feels the City should be exploring ways to slow down growth. He is not opposed to the TDR program when employed appropriately and at the right time. It is inappropriate at this time.

**MOTION MADE BY COMMISSIONER MOSIER, SECONDED BY COMMISSIONER BRINSON, TO RECOMMEND APPROVAL OF THE TDR PROPOSED AMENDMENTS AS CONTAINED IN ATTACHMENT A.**

Commissioner Mosier said he wished there was another mechanism to conserve property in the County but outside of a public vote for funding, there isn't one. He also supports this because it is a mechanism to get faster housing. He believes that having more people sooner will help with other goals of economic development and infrastructure.

Commissioner Brinson concurred with Commissioner Mosier. She added that managing a TDR is complicated, but she is supportive.

Commissioner Lin spoke in support of the motion because it will help the City get to the density needed.

Chair Pro-Tem Callahan said she also was conflicted but the opportunity for capital improvements is what swayed her. Also, these funds can be matched with other grant money which will further help with funding. She was not sure about the incentives issue.

Commissioner Lin agreed that this will help to improve the facilities and infrastructure since Shoreline is a small city. Regarding incentives, she was in support of combining incentives.

**UPON A ROLL CALL VOTE, THE MOTION PASSED UNANIMOUSLY (4-0).**

**UNFINISHED BUSINESS**

None

**NEW BUSINESS**

None

**REPORTS OF COMMITTEES AND COMMISSIONER ANNOUNCEMENTS**

**DRAFT**

Planning Manager Bauer reported:

- The Council adopted a moratorium on transit bus bases and individual taxi services. This will be in effect for six months and can be extended for an additional six months on the condition that the item is studied further. Council directed staff to begin work on studying these two uses and bringing the matter forward to the Planning Commission for further study and to make a recommendation. The question is generally where these uses are the most appropriate. Staff expects that one of the October meetings will be a first study session for this topic.
- The State Supreme Court issued its order denying the Port Wells development application. With this denial, the application for the urban center that was originally proposed by the developer, BSRE, is officially dead at this point. Any new application would be subject to the current zoning. If the area is ultimately annexed by the City of Woodway or the City of Shoreline, it would be subject to the current development standards. Because of the 2019 interlocal agreement with Woodway and Shoreline, they have the same zoning. Woodway will have the first opportunity for annexation.
- September 7 is scheduled for the annual Planning Commission retreat starting at 5:30 p.m.

City Attorney Ainsworth-Taylor reiterated the Port Wells information.

**AGENDA FOR NEXT MEETING**

Staff reviewed the agenda for the next meeting – August 3, 2023.

**ADJOURNMENT**

The meeting was adjourned at 7:33 p.m.

---

Janelle Callahan  
Chair Pro-Tem, Planning Commission

---

Carla Hoekzema  
Clerk, Planning Commission

**Planning Commission Meeting Date: August 3, 2023**

**Agenda Item: 6a.**

**PLANNING COMMISSION AGENDA ITEM**

CITY OF SHORELINE, WASHINGTON

**AGENDA TITLE: 2024 Comprehensive Plan: Discussion of Middle Housing**

**DEPARTMENT: Planning & Community Development**

**PRESENTED BY: Elise Keim, Senior Planner  
Andrew Bauer, Planning Manager**

**Public Hearing**

**Discussion**

**Study Session**

**Update**

**Recommendation Only**

**Other**

**INTRODUCTION**

One component of the 2024 Comprehensive Plan update is evaluating policies and code amendments to allow middle housing types in low-density residential zones. Parts of this evaluation were funded by a grant from the Washington State Department of Commerce.

The State legislature recently passed House Bill 1110 (HB 1110), the middle housing bill, which requires cities like Shoreline to allow middle housing in low density residential areas by mid-2025. Middle housing was already included within the scope of the 2024 Comprehensive Plan update and this work will be reviewed so that it complies with HB 1110.

Tonight, staff will summarize middle housing public engagement as well as the existing conditions report and policy analysis and is seeking guidance from the Planning Commission on further development of middle housing Comprehensive Plan goals and policies.

**BACKGROUND**

The overall work plan for middle housing (a component of the 2024 Comprehensive Plan update) was presented at the [February 2, 2023](#) Planning Commission meeting.

Middle housing was discussed at the [May 18, 2023](#) Planning Commission meeting. Staff provided an update on engagement activities, an overview of HB 1110, and presented information on form-based regulations. The Commission directed staff to further study how the City could integrate middle housing using form-based regulations with focus on things like building orientation and scale.

Middle housing is a term used to describe types of housing that lie somewhere on the spectrum between detached single-family homes and high-rise apartment buildings. Examples include duplexes, triplexes, fourplexes, cottages, courtyard apartments, and townhomes. These types are typically “house-scale”; that is, the buildings are about the same size and height as detached houses.

## 6a. SR - 2024 Comprehensive Plan: Discussion of Middle Housing



The middle housing work to date includes an Existing Conditions Report which includes a policy analysis and draft revised policies, a Racially Disparate Impacts analysis and public engagement. The Racially Disparate Impacts analysis will be the subject of a future Study Session as it is a broad report and is applicable to the Housing Element of the Comprehensive Plan generally, and not solely applicable to middle housing. This staff report focuses on the middle housing Comprehensive Plan policy analysis which was informed by the Existing Conditions Report as well as public engagement.

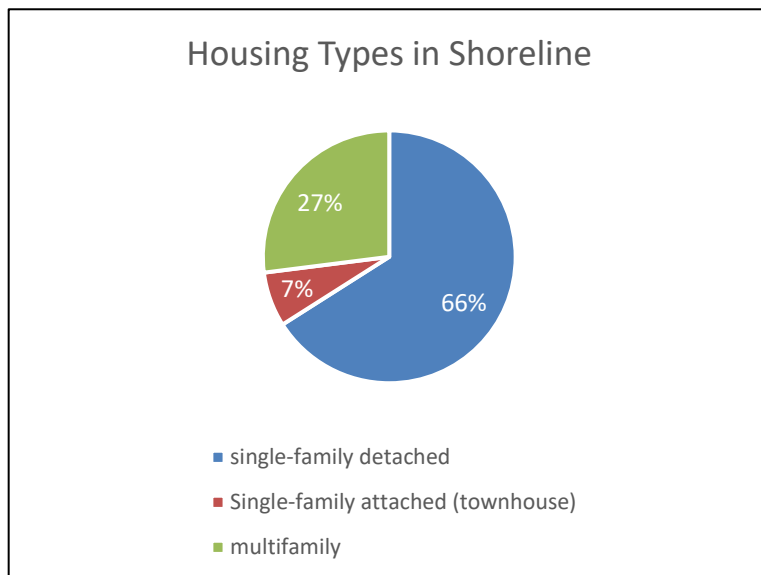
### **Existing Conditions Report**

The Existing Conditions Report (Attachment A) examines Shoreline’s demographics and housing trends. The report notes that housing choices are influenced and guided by location, income and expenditures, and life stages. Shoreline needs to plan for flexibility and variety when considering housing choices so that households can find housing that meets their needs and their budget.

Shoreline’s Development Code includes development regulations for single-family detached development, single-family attached development (townhomes), and multi-family development. These three categories are the predominant forms of housing available in the city. Cottage housing regulations were recently adopted, but have not had time to result in new housing.

There are relatively few examples of “middle housing” in Shoreline. This isn’t surprising as approximately 80% of zoned land in the City is designated for single-family detached residential development. The dominance of low-density residential zoning is reflected in the housing makeup of the City described in the Existing Conditions Report and seen in the graph on the right.

The City does permit townhouses in the medium-density, high-density and MUR-35 and MUR-45 zones. Outside of townhomes, Shoreline has only a few other forms of middle housing including some duplexes and



## **6a. SR - 2024 Comprehensive Plan: Discussion of Middle Housing**

triplexes built in the 1970s and some cottage developments built in the early 2000s. Due to existing zoning restrictions on use and density, middle housing forms are rare in Shoreline.

The Existing Conditions Report also examined Shoreline's residential regulatory environment including development regulations, fees, procedures, and incentives.

### **Development Regulations**

Significant changes to development regulations will be necessary to enable more forms of middle housing in Shoreline. This includes revisions to use tables in SMC 20.40 and revisions to dimensional, density and design standards in SMC 20.50.

Anticipated code changes include at least: permitted uses, density, parking, and building design.

### **Fees**

Adopted permitting fees are anticipated to be easily adapted for middle housing, however, impact fees are likely going to prove challenging to middle housing. Impact fees are assessed on a per-unit basis. A developer in a low-density residential zone may be more likely to build a 3,000 square foot house, which costs less in impact fees than a triplex made up of three 1,000 square foot units which costs more in impact fees. Shoreline should therefore study different models of assessing impact fees for middle housing developments.

### **Procedures**

The permitting process for middle housing is recommended to adhere closely to established residential development permitting procedures. This means approval is granted via a building permit and any design review is done administratively.

### **Incentives**

Shoreline's existing incentive programs focus on green building, affordability, and proximity to transit. Most of the existing incentives like density bonuses, deep green incentive programs and multifamily tax exemptions are either not available in low-density residential zones or are geared more towards large-scale multifamily residential development. These incentives may need to be modified to either apply to low-density residential zones or be modified to make sure one type of housing is not being overly incentivized.

Before making changes to regulations, fees procedures, and incentives; supportive Comprehensive Plan policies must be developed.

### **Public Engagement and Summary**

A public participation plan was created specifically for the middle housing effort. In summary, the following outreach techniques were utilized to inform the public and gather insight and comments on middle housing:

- Interviews with community-based organizations, specifically:
  - Banchemo Disability Partners
  - Black Coffee Northwest
  - Center for Human Services



## 6a. SR - 2024 Comprehensive Plan: Discussion of Middle Housing

- Lake City Partners
- Convening focus groups of interested parties, specifically:
  - Seniors
  - Developers
  - Frontline workers
- A virtual public meeting
- Tabling at community gatherings

A public participation summary was prepared and is attached as Attachment B.

In conducting the public outreach, the City prepared a variety of middle housing related public information materials that was provided in the following formats:

- A middle housing website ([www.shorelinewa.gov/middlehousing](http://www.shorelinewa.gov/middlehousing))
- An article in the [April 2023 edition of Currents](#)
- A virtual public meeting [slide deck](#) introducing community members to both the concept of middle housing and the racial equity analysis
- A [question and answer summary](#) from the virtual public meeting
- An informational brochure about middle housing for tabling events

Key themes from the middle housing public engagement included:

- Affordability – including the ability to purchase and the ability to remain in current housing, for both homeowners and renters.
- Middle housing – this concept is generally supported, though there is still a lot of education and outreach to be done to help familiarize people with the term and the different forms of middle housing. Public engagement participants were largely supportive of all forms of middle housing and recommended the city take a less restrictive approach to middle housing so that people have more housing choices.
- Growth concerns – public engagement participants shared their concerns about anticipated growth including how to keep housing in scale with the neighborhood, how to maintain ample free and convenient parking and how to preserve tree canopy.

The approach to public outreach demonstrated how valuable engagement with community-based organizations can be, including targeted recruitment for focus groups, and getting the word out about public meetings. Although community-based organizations indicated interest in further engagement activities, due to the time constraints of the grant and the capacity of the responsive organizations, further engagement as a part of the middle housing grant was not feasible. As the comprehensive plan effort continues, staff will prioritize working with community-based organizations as an important pillar of the public participation strategy.

### **Middle Housing Policy Analysis and Draft Comprehensive Plan Policies**

In order to enact middle housing regulations consistent with HB 1110, the City must update its Comprehensive Plan. Through the middle housing work, the City has begun an analysis of the Comprehensive Plan Housing and Land Use Elements to evaluate whether there is existing policy support for middle housing and whether any changes to the Comprehensive Plan are necessary.

## 6a. SR - 2024 Comprehensive Plan: Discussion of Middle Housing

A Comprehensive Plan goal is a statement of desired outcomes of the community. While often broadly written, goals should be stated specifically enough so that it is possible to assess whether progress has been made in achieving them.

A Comprehensive Plan policy is an operation action a community will undertake to meet the goals.

Section 6 and Appendix B and C of the Existing Conditions Report evaluated the goals and policies of the Comprehensive Plan Land Use and Housing Elements to determine their level of support for middle housing. Goal and policy recommendations were then made to either revise a policy to make it more direct in its support of middle housing, or new policies were recommended.

The analysis methodology was as follows:

1. Applicable goals and policies in the Housing and Land Use Elements were identified;
2. The goals and policies were evaluated for their support of middle housing;
3. A revised or new goal or policy was drafted with a specific focus on middle housing; and
4. A written rationale for the revision was included identifying how the revision more directly supports middle housing.

The analysis found there is an unclear support for middle housing in the current goals and policies of the Comprehensive Plan.

Below is a table summarizing the scores of the existing land use and housing goals and policies. Scores were assigned based on the goal or policy's level of support for middle housing. Goals and policies were either deemed supportive, approaching, or challenging to middle housing. The full policy analysis including recommended amendments can be found in Attachment A – Appendix B & C.

<b>Score</b>	<b>Housing Goals &amp; Policies</b>	<b>Land Use Goals &amp; Policies</b>
Supporting	10	5
Approaching	10	4
Challenging	2	3

While some language in the Comprehensive Plan lays a good foundation for support of middle housing with goals like:

*“Encourage development of an appropriate mix of housing choices through innovative land use and well-crafted regulations. (Goal H II)”*

Other policies make it clear that the Comprehensive Plan does not mean a mix of housing choices in low density residential zones.

## 6a. SR - 2024 Comprehensive Plan: Discussion of Middle Housing

*“The Low Density Residential land use designation allows single-family detached dwelling units. Other dwelling types, such as duplexes, single-family attached, cottage housing, and accessory dwellings may be allowed under certain conditions. The permitted base density for this designation may not exceed 6 dwelling units per acre. (Policy LU 1)”*

Middle housing is a residential use, appropriately sited in residential zones. Middle housing is of a similar scale to single-family housing in low-density residential zones, but it is built at a greater density than single-family housing. By placing strict density limits on land use designations in the Comprehensive Plan, Shoreline effectively bans middle housing in the majority of the city. Updates to Comprehensive Plan policies are necessary to make it clear that middle housing is appropriate in low-density residential zones.

### **Preliminary Draft Policies Themes**

As part of the policy analysis, draft recommendations of revised policies were prepared which more strongly support middle housing. These preliminary draft goals and policies have been pulled from the existing conditions report and are in Attachment C to this staff report. While the preliminary draft goals and policies are likely to change further, the Commission’s input on these themes will provide direction to staff for ongoing policy development.

The revisions and preliminary draft policies generally adhere to the following themes based on previous direction from the Commission as well as input from public engagement:

- Support an increase in the variety of housing choices throughout the city including in low density residential areas.
  - Both Commission and the public felt that even though HB 1110 requires cities to allow six of nine forms of middle housing, that Shoreline should allow all of them to maximize housing choices.
- Focus efforts on affordability of these housing choices.
  - Affordability of housing was a significant concern expressed during public engagement. Both renters and property owners are feeling the pressures of increased housing costs. Seniors are especially concerned their fixed incomes will not cover housing costs.
- Focus regulations on building form (e.g. standards that determine building scale and orientation) rather than specific uses.
  - Commission indicated support for moving towards a form-based residential development code rather than a use or density-based code.
- Involve the community in efforts around education and regulatory changes.
  - Education will be a significant component of middle housing regulations. There is still unfamiliarity with this topic even with the recent statewide bill. Intentionally involving the community in creating regulations will ensure middle housing works for Shoreline residents.

The draft policies prepared to date are preliminary in nature. They will need to be further examined and refined under the Comprehensive Plan’s lenses of housing, equity and

## **6a. SR - 2024 Comprehensive Plan: Discussion of Middle Housing**

social justice, and climate, as well as adherence to county, region, and statewide policy requirements.

At this time Staff are asking Commission for their input on any additional themes or areas of focus necessary to establish a Comprehensive Plan supportive of middle housing. If Commission have feedback on any specific goals or policies, Staff also welcome that feedback.

The following questions have been prepared to help facilitate a discussion on the direction Staff should take when developing middle housing specific draft goals and policies.

### **Discussion Questions**

1. How would you describe the overall goal (the desired future state) for middle housing in Shoreline?
2. Staff have identified themes to help guide further refinement of middle housing goals and policies: increase variety, focus on affordability, regulate form/scale over use, and community involvement.
  - a. Are any themes missing? Should anything be added or removed?
3. Is there any other guidance you would like to provide Staff as they continue to refine these goals and policies?

### **Next Steps**

The middle housing work done to date will inform and support the 2024 Comprehensive Plan update.

With regards to the middle housing work specifically, the next steps will include:

- Continued community engagement as part of the 2024 Comprehensive Plan update, to inform amendments to the Housing and Land Use Elements and creation of Development Code amendments to implement middle housing.
- Further refinement of Comprehensive Plan policies and creation of draft Development Code amendments for Commission review.

### **Attachments**

Attachment A – Existing Conditions Report – Middle Housing

Attachment B – Public Engagement Summary

Attachment C – Housing and Land Use Policy Evaluation (excerpt from Existing Conditions Report)



**BLUELINE**

# Existing Conditions Report – In Support of Middle Housing

*Date: June 28, 2023*

Prepared for:  
City of Shoreline  
Planning & Community Development Department  
17500 Midvale Avenue N  
Shoreline, WA 98133

Blueline Job No. 22-252  
Prepared by: Caitlin Hepworth, Associate Planner  
Amanda Hunt, Planner II  
Cyrus Oswald, Planner I  
Reviewed by: Andy McAndrews, Director of Planning

TABLE OF CONTENTS

SECTION 1 INTRODUCTION..... 1.1

1.1 Purpose..... 1.1

1.2 Middle Housing Project ..... 1.1

1.3 Relationship to Comprehensive Plan and Housing Action Plan..... 1.2

1.4 Why is Middle Housing being considered?..... 1.4

1.5 Organization of Report ..... 1.5

SECTION 2 “MISSING MIDDLE” HOUSING..... 2.6

2.1 What is “Missing Middle” Housing?..... 2.6

2.2 Types of Middle Housing ..... 2.7

    Duplex..... 2.8

    Triplex ..... 2.9

    Fourplex..... 2.10

    Multiplex..... 2.11

    Live-Work..... 2.12

SECTION 3 DEMOGRAPHICS AND HOUSING TRENDS..... 3.13

3.1 Populations and Households ..... 3.13

3.2 Housing Supply..... 3.15

3.3 Housing Affordability..... 3.16

3.4 Housing and Neighborhood Quality Index ..... 3.19

SECTION 4 SINGLE-FAMILY ZONING ..... 4.1

4.1 Shoreline’s Residential Zones ..... 4.1

4.2 Single-Family General Development Standards ..... 4.3

SECTION 5 STUDY AREA(S)..... 5.1

5.1 Existing Physical Form ..... 5.1

5.2 Residential Scale ..... 5.1

5.3 Proximity to Transit Services and Non-Motorized Transportation Routes ..... 5.2

5.4 Proximity to Amenities..... 5.4

SECTION 6 FEASIBILITY..... 6.1

6.1 Placement considerations of middle housing..... 6.1

6.2 Fee Structures..... 6.10

6.3 Incentives..... 6.11

6.4 Permitting Procedures..... 6.15

6.5 Regulations & Policies ..... 6.17

SECTION 7 NEXT STEPS..... 7.19

SECTION 8 APPENDICES..... 8.21

8.1 Appendix A: Ideal Middle Housing and Existing Residential Standards ..... 8.21

8.2 Appendix B: Middle housing – Housing Element policy analysis..... 8.24

8.3 Appendix C: Middle housing – Land Use Element policy analysis ..... 8.26

8.4 Appendix D: Middle housing – Draft Municipal Code Updates ..... 8.28

**EXHIBITS**

Exhibit 1: Middle Housing Categories ..... 2.7  
Exhibit 2: Households by Household Size (Owner Occupied)..... 3.14  
Exhibit 3: Households by Household Size (Renter Occupied)..... 3.14  
Exhibit 4: Family Type by Presence and Age of Own Children Under 18 Years..... 3.15  
Exhibit 5: Single-Person Households..... 3.15  
Exhibit 6: Distribution of Housing Stock by Unit Type ..... 3.16  
Exhibit 7: Housing Units by Number of Bedrooms ..... 3.16  
Exhibit 8: Shoreline Home Values and HUD AMI 2016 to 2022..... 3.17  
Exhibit 9: Percent Change in Home Values and HUD AMI 2016 to 2022 ..... 3.17  
Exhibit 10: Home Ownership Affordability by Income Bracket ..... 3.18  
Exhibit 11: Rental Housing Affordability by Income Bracket..... 3.18  
Exhibit 12: Housing and Neighborhood Quality Index for Shoreline ..... 3.19  
Exhibit 13: Shoreline’s SFU Exclusionary Zones..... 4.1  
Exhibit 14: Shoreline Zoning Map ..... 4.2  
Exhibit 15: Distribution of Permitted Uses across Residential Zones ..... 4.3  
Exhibit 16: Design Standards of Principal Dwelling Uses..... 4.4  
Exhibit 17: Amenities and Transit in Shoreline ..... 5.7  
Exhibit 18: 2014 Draft Master Bicycle Plan Existing and Proposed Routes Map ..... 5.8  
Exhibit 19: Residential Uses per SMC 20.40.120 ..... 6.16  
Exhibit 20: Policy Evaluation Rubric ..... 6.17

## Section 1 Introduction

### 1.1 PURPOSE

The intent of the *Missing Middle Housing Existing Conditions Report* (ECR) is to consider the appropriateness of adding “Missing Middle<sup>1</sup>” housing types as legal uses in single-family exclusionary zoning districts to reduce the risk of displacement from the Puget Sound region’s housing crisis. In May 2021, the City of Shoreline adopted the *Housing Action Plan* (HAP) describing the current housing conditions for the city and a list of specific recommended housing actions and strategies to enhance accessibility to housing. HAP Action 1.1 is “Missing Middle” housing which would increase the city’s housing supply and variety. Shoreline has limited buildable lands remaining indicating denser forms of housing are needed to meet the needs of existing residents and proactively plan for future residents.

Four types of “Missing Middle” housing are already permitted within single-family exclusionary zones, including cottages/cottage courtyards, duplexes, and townhomes. More forms of middle housing are being considered in single-family zones that are not currently permitted by Shoreline, including:

- Triplex
- Fourplex
- Multiplex
- Live/Work

### 1.2 MIDDLE HOUSING PROJECT

The Washington State Department of Commerce managed the *Middle Housing* Grant program to provide funding to cities or regional groups to take actions that will evaluate permitting middle housing types on at least 30 percent of lots zoned for single-family homes. Shoreline received a full grant award of \$100,000 to study how and where unpermitted forms of middle housing should be placed. Additionally, the grant program requires two critical components: (1) an evaluation of historic housing policies and practices that resulted in racial exclusion and displacement and (2) an identification of how the legacy impacts have shaped the city’s housing and infrastructure investments. The Middle Housing Project can be broken up into five distinctive deliverables:

**Existing Conditions Report:** A report identifying the existing development patterns, policies, and regulatory context surrounding single-family exclusionary zones. Middle housing types are defined and best practices for implementation relating to design, development criteria, and permitting are described.

---

<sup>1</sup> Missing Middle Housing term created by Daniel Parolek/Image © [Opticos Design, Inc.](https://www.opticosdesign.com/)/For more info visit [www.missingmiddlehousing.com](https://www.missingmiddlehousing.com)



**Middle Housing Policy Analysis:** An evaluation of the City’s existing Housing Element goals and policies and their consistency with PSRC<sup>2</sup> and King County Countywide Planning Policies for middle housing and racial equity. This policy analysis is included in the *Existing Conditions Report*.

**Community Engagement:** Public engagement is a pillar of the Middle Housing project. Educational content, focus group meetings, and partnership with community-based organizations will inform how middle housing should be implemented and what housing considerations should be made for vulnerable populations. A final *Public Engagement Summary* will be developed summarizing the results of community engagement.

**Racial Equity Analysis:** Identify historic local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing. Develop policies and regulations to address and begin to undo the impacts of local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.

**Draft Comprehensive Plan Policies and Implementation Concepts:** Development of draft housing element goals and policies, and regulation considerations to enhance the legality and availability of middle housing. The draft policies and implementation concepts are included in the *Existing Conditions Report*.

### 1.3 RELATIONSHIP TO COMPREHENSIVE PLAN AND HOUSING ACTION PLAN

The Comprehensive Plan is a statutory planning document under the Washington Growth Management Act (GMA) requiring a 20-year population growth analysis to evaluate impacts on public infrastructure, services, and community character. Shoreline’s current Comprehensive Plan was adopted by City Council in 2012; however, the plan is periodically updated every 8 years<sup>3</sup>. The periodic update requires an update of the Comprehensive Plan and development regulations to reflect changes in the GMA and to respond to changes in land use and population growth. The City of Shoreline aims to adopt the 2024 Comprehensive Plan periodic update by December 2024.

Cities may also amend their Comprehensive Plan once a year to address changing conditions or emerging issues. Changes that are proposed by the city or the public are compiled as a docket, and the City Council chooses which of the proposed changes will be analyzed. Following a public review process, the City Council votes to accept or deny the amendments.

The Housing Element of the Comprehensive Plan details the current residential housing stock and projects housing needs to support future population targets. The element includes goals and policies that seek to preserve the quality and vitality of a community while creating greater opportunities for housing diversity and affordability.

---

<sup>2</sup> Puget Sound Regional Council

<sup>3</sup> After 2027 a periodic update is due every 10-years from the last adopted periodic update per RCW 36.70A.130.

The Housing Element is largely informed by results from the Housing Action Plan (HAP), which provides a broad overview of Shoreline’s existing housing conditions and residential needs. The HAP can be broken down into three primary components:

1. *Housing Needs Assessment (HNA)*  
An analysis of data on community demographics, existing regulations surrounding housing, and the current housing market data to pinpoint what the community’s housing needs were, what was the housing available in Shoreline, and who could afford housing.
2. *Regulatory Review*  
An evaluation between the HAP’s objectives and the Housing Element’s goals and policies were compared for consistency and effectiveness to determine if there are gaps in how housing is regulated within Shoreline.
3. *Action Plan*  
The HAP evaluated the City’s housing conditions and demographics and developed a list of recommended tools, strategies, and policies to address identified housing needs and priorities specific to Shoreline. Proposed recommendations were designed to encourage more affordable market-rate housing and a larger variety of housing types to meet the community’s demand.

The *Action Plan* lists “Missing Middle” housing as Action 1.1 and was selected because middle housing is an effective strategy to build more relative affordability, build density, and encourage a greater variety of unit and lot sizes appropriate for young adults, seniors, small families, and people exiting homelessness. The recommendation further states that analysis should be coordinated to develop a unified approach to middle housing legalization and development regulations to ensure that existing single-family residential developments are maintained and blend well with new forms of middle housing. The “Missing Middle” project is the initial step in implementing HAP Action 1.1 setting the stage for the city and its residents to collaborate on development policies and regulations.

The Comprehensive Plan’s Housing Element goals, policies, and objectives will be informed by the data gathered from the HNA, recommended actions from the HAP, and results from the *Missing Middle Housing* project.. Additionally, the project initiates the implementation of HAP Action 1.1 to remove barriers to middle housing and consider which zones are most suitable for middle housing types. The Housing Element will also include policies addressing racially disparate impacts.

Implementation of the HAP Comprehensive Plan policies and all analysis efforts are expected to increase housing diversity to accommodate population growth, provide greater affordability, and begin to undo a legacy of racially disparate impacts, displacement, and exclusion in housing. While the economy ultimately dictates what housing gets built, the city is acting within its realm of control by removing barriers to housing, proactively planning for growth, and working collaboratively with the community, non-governmental organizations (NGOs), and developers to create a harmonious, flexible, and equitable housing climate.

#### 1.4 WHY IS MIDDLE HOUSING BEING CONSIDERED?

Comprehensive Plan Housing Element Goal H-II states that innovative land uses and development regulations encourage the development of an appropriate mix of housing choices. The City's housing stock is primarily single-family detached homes, comprising approximately 67% of all housing units.<sup>4</sup> The middle housing regulations will set forth standards for middle housing development in low density residential neighborhoods to encourage a wider variety of housing styles in the city and implement the Housing Element's goal.

Middle housing regulations are intended to add variety to the housing stock within the existing residential landscape to create more paths to home ownership. Middle housing types typically have three to eight units in a building or on a lot and are typically two to three stories in height.

Middle housing allows individuals to have shelter, privacy, and convenience with the potential additional benefits of lower monthly costs and maintenance needs of a smaller home. Middle housing units vary in floor area based on the type of housing but typically range in size from 700 to 1,300 square feet per unit. Because of their smaller size, middle housing units are most desirable to small households, such as young professionals, single-parent households, and empty-nesters or retirees. Sixty-one percent (61%) of Shoreline's households are small, consisting of one or two people<sup>5</sup>.

---

<sup>4</sup> US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020.

1.5 ORGANIZATION OF REPORT

The Existing Conditions Report is broken up into 10 different sections:

Section	Title	Description
1	Introduction	<i>What is the purpose of the Middle Housing Existing Conditions Report?</i>  Highlights of the five distinctive deliverables and integration procedure into city-wide plans.
2	"Missing Middle" Housing	<i>What is "Missing Middle Housing"?</i>  Definition of "Missing Middle Housing" in context of the City of Shoreline's urban landscape. Includes individual characteristic and visual graphic sheets for triplex, fourplex, multiplex, and live-work housing types.
3	Demographics and Housing Trends	<i>What is the city's current housing demand and marketability? What housing is missing from the existing housing stock?</i>  Presentation of the population, households, housing supply, and housing/neighborhood quality data over the last decade.
4	Single Family Zoning	<i>What is the purpose of low and medium residential zoning districts?</i>  Examination of each residential zoning district and associated development standards for their potential compatibility with middle housing.
5	Study Area(s)	<i>How will middle housing fit in with the development patterns of existing uses?</i>  Analysis of the city's development patterns, the physical form and scale, and where key services and amenities are located, in relationship to residential zones.
6	Feasibility	<i>What are the city's feasible locations for middle housing?</i>  Identification of locations, fee structures, incentives, permitting procedures, regulations, and policies that demonstrate feasible pathways for middle housing development.
7	Next Steps	<i>What are the city's next steps to implement middle housing?</i>  Summarizes the key next steps needed to successfully implement middle housing into low density single family zones.

## Section 2 “Missing Middle” Housing

### 2.1 WHAT IS “MISSING MIDDLE” HOUSING?

The term “Missing Middle” housing was coined by *Opticos Design* to describe the shortage of housing types that do not completely fit the design or character of low-density detached single-family homes or high-density multifamily developments.<sup>5</sup> By creating a mixture of housing types, cities can meet differing income and generational housing needs. Single-family and multifamily homes are on opposing ends of the housing density scale, which is why all other housing types are considered middle housing as shown in Figure 2. Like many cities, Shoreline generally lacks middle housing types that can serve a diversity of income and generational needs. Although single-family attached have been an increasingly popular housing in the city, single-family attached homes only comprise 4% of the city’s housing stock as of 2020.<sup>6</sup>

Middle housing options are also aimed at people who are considered “middle” income. They are some of the most affordable housing types on a cost-per-square-foot basis. In general, middle housing types are more affordable than traditional single-family homes and provide a wider range of design and locational choices than apartment buildings. Middle housing has the potential to add compatible density into established neighborhoods and can grant more households an opportunity to build wealth through home ownership. With more housing variety, the housing stock can meet a greater diversity of household needs.

Exhibit 1: Middle Housing Categories



Source: [Opticos Design](https://www.opticosdesign.com)

<sup>5</sup> Missing Middle Housing term created by Daniel Parolek/Image © [Opticos Design, Inc.](https://www.opticosdesign.com)/For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)

<sup>6</sup> US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020.

# Att. A - Existing Conditions Report - Middle Housing

## MIDDLE HOUSING EXISTING CONDITIONS REPORT

### 2.2 TYPES OF MIDDLE HOUSING

Exhibit 1 summarizes the different forms of middle housing, their defining characteristics, and the city's existing definition of the housing form if it has been adopted.

Exhibit 1: Middle Housing Categories<sup>7</sup>

Housing Category <sup>8</sup>	Descriptive Characteristics	Existing City Definition (if adopted under SMC 20.20)
Duplex*	Small, attached housing units that consist of two dwelling units arranged side-by-side or stacked. Units are typically one or two stories. Each unit has a separate entry to the street. Appears similarly to a small to medium single unit household.	A house containing two individual single-family dwelling units that are separated from each other by one-hour fire wall or floor but not including approved accessory dwelling unit
Triplex	Small to medium attached housing units that consist of three dwelling units generally stacked, rather than arranged side by side. Triplexes are usually three to three- and one-half stories and appear similarly to a townhome.	No adopted definition.
Fourplex	A two-story attached structure with four dwelling units generally stacked, rather than arranged side by side. Two units are on the ground floor and two are above, with a shared or individual entry to the street. The dwelling type appears similarly to a single unit house.	No adopted definition.
Cottage Development*	A group of one to one and a half (1.5) story, detached or attached structure arranged around a shared common open space.	A residential development consisting of a minimum of 2 and a maximum of 24 cottages that comply with cottage development standards.
Townhome*	Small to medium attached structures that consist of two to sixteen dwelling units placed side-by-side. Each unit has their own entryway, and each entryway faces right-of-way. Units are usually two to three stories.	A building containing more than one dwelling unit attached by common vertical wall(s), such as townhouse(s), rowhouse(s), and duplex(es). Single-family attached dwellings shall not have units located one over another.
Multiplex	A single detached structure with five to twelve dwelling units that are arranged side-by-side or stacked. The structure has one shared entry from the right-of-way and has the appearance of a medium to large single-family home.	Multifamily dwellings are separate housing units contained within one building or several buildings within one complex. Multifamily dwellings may have units located above other units. Apartments and mixed-use buildings with apartments are considered multifamily dwellings.
Live-Work	A small to medium sized attached structure that has dwelling units above the ground floor for retail or non-residential use. Live-work units are two to three- and one-half stories and have separate access to the right-of-way from the ground floor use.	A structure or portion of a structure: (1) that combines a residential dwelling with a commercial use in a space for an activity that is allowed in the zone; and (2) where the commercial or manufacturing activity conducted takes place subject to a valid business license associated with the premises.

<sup>7</sup> "Missing Middle Housing", Opticos Design, Inc., For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)

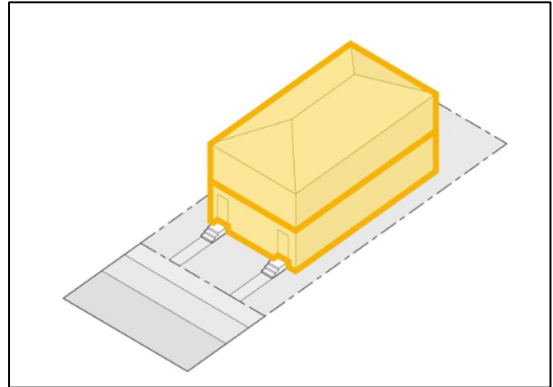
<sup>8</sup> Housing categories with an asterisk (\*) are already permitted within single-family zones and are not considered under this report for implementation.

# DUPLEX

## DESCRIPTION

*What is a Duplex?* A duplex is one structure with two separate units. The units may either stack on top of each other or are side-by-side with a dividing common wall.

- Width, depth, and height similar to single-family home
- Likely to have outdoor green space
- Close proximity to a neighbor



## DEVELOPMENT CONDITIONS

*How is it built?* Allow in areas where additional units permissible may be an incentive. A new zoning district may need to be created to allow two units to be built upon a single lot.

- Do not allow two full-size detached homes on a lot
- Allow second units without increasing multi-unit building heights (avoid out of scale buildings)
- Allow existing building conversion where feasible
- In areas of high property values, set maximum floor area ratio of single family homes lower than a duplex so economics of a duplex are compatible

## AESTHETICS

*What is it intended to look like?*

- Two two-story, large units are common
- Looks like two identical homes
- Entry for both units may face the street
- Shared stoop or porch may be located at the center of the building
- Or, units have their own stoop or porch

Top Right / Bottom Left Source: "Missing Middle Housing", Opticos Design, Inc.,  
For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)

# TRIPLEX

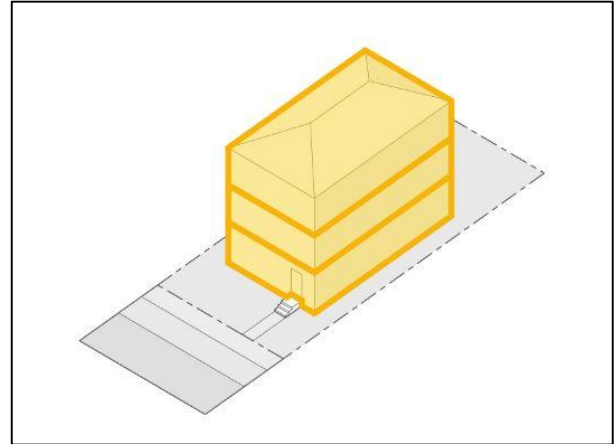
## DESCRIPTION

*What is a Triplex?* A triplex is a building with three separate residential units within one structure.

- Usually in “stacked” style
- Share one or two common walls
- Units have individual living space and address



Top Right / Bottom Left Source:  
“Missing Middle Housing”, Opticos Design, Inc.,  
For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)



## DEVELOPMENT CONDITIONS

*How is it built?* Additional considerations are required for stacked units. The third story could be set back to keep the two-story appearance from street view. Other general considerations include:

- Minimum 30 ft lot (for stacked units)
- What zones could allow a three-story height?
- Locate in single family or commercial corridors with thoughtful consideration of surrounding uses

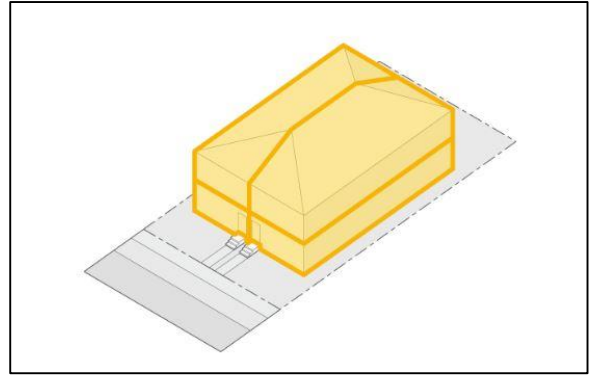
## AESTHETICS

*What is it intended to look like?*

- Small to medium sized structure
- Three to three- and one-half stories
- Similar to townhomes
- Units have individual exterior doors
- Attached garages (rowed units)
- Large windows



# FOURPLEX



## DESCRIPTION

*What is a Fourplex?* A two-story attached structure with four dwelling units. Two units are on the ground floor and two are above, with a shared or individual entry to the street.

- Usually in “stacked” style
- Popular along small lots, renters, and buyers
- Scale often compatible with neighborhoods

## AESTHETICS

*What is it intended to look like?*

- Depth similar to a single-family home
- Dwelling type similar to single unit house
- Three to two and a half stories maximum

## DEVELOPMENT CONDITIONS

*How is it built?* This unit type could be economically viable in single family zones. Suitable for lower intensity development in zones with slightly larger side and rear setbacks. General considerations include:

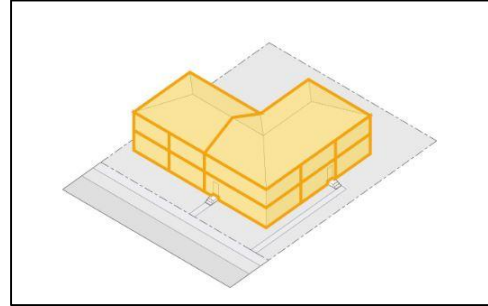
- Minimum 50 ft wide lot
- Building: 45-55 max. width, 50-60 max. depth
- Enable on corner lots
- Do not require private open space
- Increase allowed density in medium-density/ multi-family zones
- Consider exceptions for deeper lots

- Long, shallow units (good for lighting)
- Doors facing street attach to stairs
- Private stoops or porches optional



Top / Bottom Source: “Missing Middle Housing”, Opticos Design, Inc.,  
For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)

# MULTIPLEX



## DESCRIPTION

### *What is a Multiplex?*

A single detached structure with five to twelve dwelling units that are arranged side-by-side and/or stacked. The structure has one shared entry from the right-of-way.

- Also known as a “Mansion Apartment”
- More units = more varieties in physical form
- Dwelling type like medium-large home

## AESTHETICS

### *What is it intended to look like?*

- Form and scale of large estate house
- Wider than they are deep
- Units typically facing street

## DEVELOPMENT CONDITIONS

*How is it built?* Regulation of building width and depth is key. This unit type can be allowed in general Missing Middle zoning, or jurisdictions can create additional zoning that allows 75 ft building widths. General considerations include:

- Lot: 95 - 105 ft max. width, 115 - 135 ft max. depth
- Building: 75 ft max. width, 65 ft max. depth
- On street parking spaces: 4
- Off street parking spaces: 9 – 12
- Typical Unit Sizes: 765 sq. ft
- Units facing rear typically share entry from street with other units



Top / Bottom Source: “Missing Middle Housing”, Opticos Design, Inc.,  
For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)

### LIVE-WORK

#### DESCRIPTION

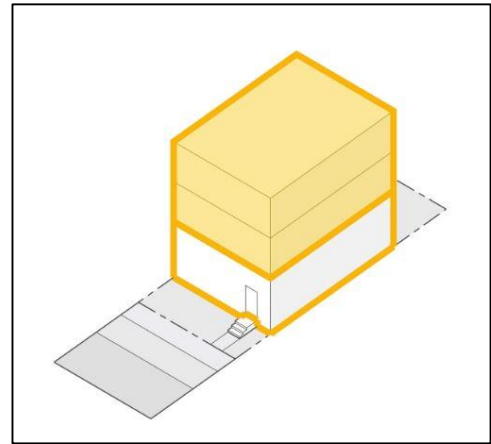
*What is a Live-Work Unit?* A combination of residential dwellings with a commercial use in a space that allows both activities in the zone.

- Also known as a “Flexhouse”
- Integrates units and separate flex space
- Encourages small businesses in neighborhoods
- Transitional type housing

#### AESTHETICS

*What is it intended to look like?*

- Often three stories
- Separate street entries for flex space and units
- Residential units have lockable and direct access
- Wider than they are deep
- Units typically facing street
- Ground floor flex space has taller heights
- Fire separation must be provided
- “Warehouse-like” space is ideal for flex areas



#### DEVELOPMENT CONDITIONS

*How is it built?* Best built in jurisdictions that have zoning for medium-density or multifamily residential. Allow in areas that transition from commercial corridors, main streets, or high-intensity residential into single family neighborhoods.

- Require two-hour fire separation between the flex space and units
- Do not require additional parking for the flex space
- Floor to ceiling heights 10 ft minimum
- Require a shop frontage but allow for up to a 10 ft front setback for a dooryard to provide private transition



Top / Bottom Source: “Missing Middle Housing”, Opticos Design, Inc.,  
For more info visit [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com)

## Section 3 Demographics and Housing Trends

Demographics and housing trends are key pieces of data to consider when evaluating new housing types because they create a lens for the city to understand local housing demand and marketability. Furthermore, understanding the community in terms of age, ethnicity, and background strengthens a city's ability to plan for its residents' housing needs. Combining this understanding with housing trends creates a clearer picture of housing needs in a city.

With a clear picture of community demographics and regional trends, cities can plan for a variety of housing options. Additionally, a variety of housing types are necessary to support "the household life cycle" of residents. Studies show that there is a regular sequence in the tenure, type, and size of units occupied by residents over their lifetime.<sup>9</sup> For example, young single individuals or couples typically occupy small rental units or apartments. As households progress, couples and small families move to larger rental units (such as single-family detached homes) before buying a home. After peak household size is reached in the middle of the life cycle, households begin to reduce their housing consumption by moving to smaller and more affordable forms of housing. While this household life cycle is common it is not a standard experienced by all persons, and local data should be analyzed.

Housing choices are influenced and guided by income and expenditures, as well as life stages. Cities need to plan for flexibility and variety when considering housing choices. When considering middle housing locations and development standards the questions of who will live in middle housing and why they would live in one informs how the regulations should be designed.

### 3.1 POPULATIONS AND HOUSEHOLDS

Shoreline is home to over 58,000 people<sup>12</sup>. While the region is experiencing upward trending population and growth patterns, Shoreline's population has had stable growth with an average growth rate of 1% each year since 2010<sup>10</sup>. The population consists of people identifying as white, non-Hispanic or Latino (66%), followed by Asian, non-Hispanic or Latino (15%), Hispanic or Latino (8%), Black, non-Hispanic or Latino (6%), and two or more races, non-Hispanic or Latino (8%). People identifying as Native American, Pacific Islander, or other races make up a very small percentage of the population.<sup>11</sup>

Households consisting of one or two people are the most prevalent throughout Shoreline, representing around 57% of all households (see *Exhibit 2*). Over the last decade, young adults ages 25 to 34 and older adults ages 65 to 74 are the fastest-growing age brackets in the city<sup>12</sup>. These patterns suggest two things: young adults move to

---

<sup>9</sup> Department of Housing and Urban Development, McCarthy, Kevin. "The Household Life Cycle and Housing Choices," (1976).

<sup>10</sup> Based on Washington OFM Intercensal Estimates, 2010-2020.

<sup>11</sup> US Census Bureau, American Community Survey 5-Year Estimates, Table DP05, 2016-2021.

## Att. A - Existing Conditions Report - Middle Housing

### MIDDLE HOUSING EXISTING CONDITIONS REPORT

Shoreline (rent or buy single-family homes) with the intent to grow their family, and secondly, older adults choose to retire in Shoreline or hold onto their single-family homes.<sup>12</sup>

Exhibit 2: Households by Household Size (Owner Occupied)

Household Size	Number of Households	Percent of Total
1-person	3,026	20%
2-persons	5,657	37%
3-persons	3,059	20%
4-persons	2,194	14%
5-persons	787	5%
6-persons	268	2%
7-or-more persons	113	0.7%
TOTAL	15,104	100%

Source: US Census Bureau, American Community Survey 5-Year Estimates, Table B25009, 2017-2021

Exhibit 3: Households by Household Size (Renter Occupied)

Household Size	Number of Households	Percent of Total
1-person	2,867	39%
2-persons	2,266	31%
3-persons	936	13%
4-persons	896	12%
5-persons	317	4%
6-persons	121	1%
7-or-more persons	3	Less than 0.1%
TOTAL	7,406	100%

Source: US Census Bureau, American Community Survey 5-Year Estimates, Table B25009, 2017-2021.

According to the U.S. Census, a “family” is a household where two or more people are related by birth, marriage, or adoption. This definition causes household census data to be limited, as it does not account for unmarried couples who live together, but the observations of the data are still relevant. As shown in Exhibit 4 below, there are 7,181 married couples that have no children, accounting for 48% of all households in the city. Based on the city’s age distribution, these married couples are likely either empty nesters or young adults without children. There are also 1,356 family households with their own children, but no spouse present. These single-parent households make up 9% of all households in the city.

<sup>12</sup> City of Shoreline, Community Attributes, Inc., BDS Planning and Urban Design, CAST Architecture, “Shoreline Housing Action Plan,” 2021.

Exhibit 4: Family Type by Presence and Age of Own Children Under 18 Years

	Total Family Households	Percent of Total Households
Married-couple family:	11,818	79%
With own children under 18 years:	4,637	31%
No own children under 18 years:	7,181	48%
Other family:	3,054	21%
No spouse present, with own children under 18 years:	1,356	9%
No spouse present, without own children under 18 years:	1,698	11%

Source: US Census Bureau, American Community Survey 5-Year Estimates, Table B11003, 2017-2021.

The next exhibit, Exhibit 5, provides further insight into the makeup of the single-person households that make up 26% of the total households in Shoreline. Of the residential owners living alone, roughly 7%, or 1,726 of them are 65 years or older.

Exhibit 5: Single-Person Households

	Total Family Households	Percent of Total Households
Householder living alone (owner occupied)	3,026	13%
Householder living alone, 65 years and over:	1,726	7%
Householder living alone (renter occupied)	2,867	13%
Householder living alone, 65 years and over:	963	4%

Source: US Census Bureau, American Community Survey 5-Year Estimates, Table B25011, 2017-2021.

### 3.2 HOUSING SUPPLY

As of 2021, Exhibit 6 shows single-family detached units make up the majority (66%) of all housing units in Shoreline followed by units in multifamily buildings with 10 or more units (21%) and single-family attached units (5%). Exhibit 7 displays the distribution of the number of bedrooms within each unit. While 66% of households in Shoreline have only one to three bedrooms, just 14% of units have one or fewer bedrooms. A lack of smaller owner-occupied units compared to the percentage of one or two-person households is noteworthy since smaller units are typically more affordable, especially for smaller households that may be living off one income.

Exhibit 6: Distribution of Housing Stock by Unit Type

Housing Type	Housing Units	Percent of Total
Single-family, detached	15,503	66%
Single-family, attached	1,072	5%
Duplex	353	2%
Multifamily (3 or 4 units)	663	3%
Multifamily (5 to 9 units)	702	3%
Multifamily (10+ units)	4,906	21%
Mobile Homes or Other	84	0%
TOTAL	23,283	100%

Source: US Census Bureau, American Community Survey 5-Year Estimates, Table B25024, 2017-2021.

Exhibit 7: Housing Units by Number of Bedrooms

Number of Bedrooms	Housing Units	Percent of Total
No bedroom (or Studio)	901	4%
1 bedroom	2,246	10%
2 or 3 bedrooms	12,721	56%
4+ bedrooms	6,642	30%
TOTAL	22,510	100%

Source: US Census Bureau, American Community Survey 5-Year Estimates, Table S2504, 2017-2021.

### 3.3 HOUSING AFFORDABILITY

Over the past decade, low for-sale unit availability within the region has created upward pressure on prices, making median-priced homes less affordable. Housing is considered affordable if the household is spending no more than 30% of its income on housing costs; otherwise, the household is deemed cost-burdened. The 2022 median home price of \$822,990 is considered affordable, for approximately 34% of households in Shoreline.<sup>13</sup> For renters, a household must earn at least \$65,000 to afford the city’s median rent of \$1,635. About 36% of households earn less than \$65,000.<sup>14</sup> Data included in Exhibits 10 and 11 is from 2019 census data. Although data is not available for 2022 estimates, the data sufficiently captures the continuing trend of increasing housing prices.<sup>16</sup>

Median home values have risen 84% since 2015, as shown in Exhibit 8. Between 2020 and 2021 alone, the cost of a median-priced home jumped by 19% which is the largest price increase the city has seen since 2017 (17%). Bottom-tier homes is a term used by Zillow for housing units that are in the 5th to 35th percentile of all units by

<sup>13</sup> Although 2021 median home value data is available, the most recent income distribution data for Shoreline is from 2020.

<sup>14</sup> US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020.

<sup>16</sup>2019 HUD CHAS data is representative of the increased median home price in 2022.

# Att. A - Existing Conditions Report - Middle Housing

## MIDDLE HOUSING EXISTING CONDITIONS REPORT

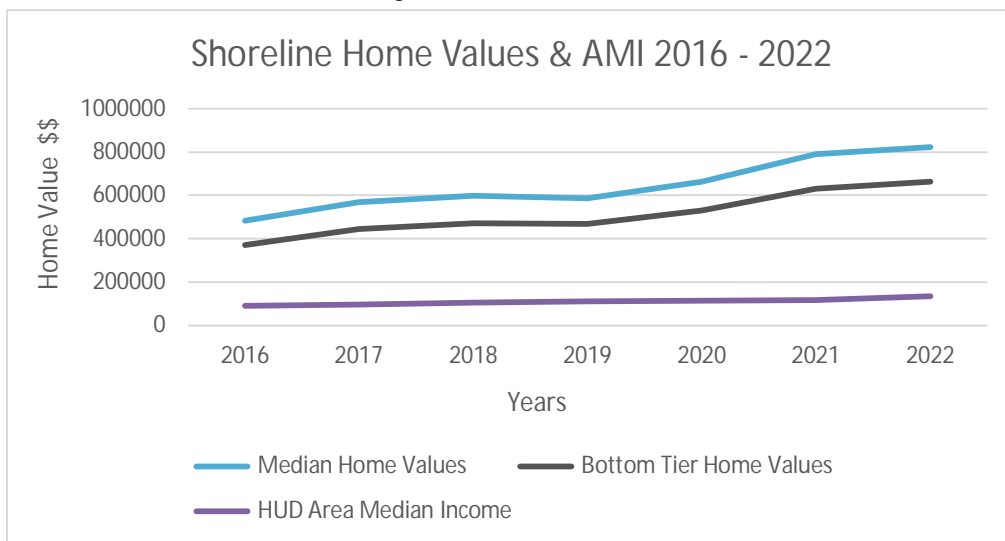
value. The value of bottom-tier homes has risen 90% in Shoreline since 2015. Over the same period, the US Department of Housing and Urban Development (HUD) area median income (AMI) has increased by 29%. HUD uses regional data to determine the AMI for the Seattle-Bellevue, WA HUD Metro Fair Market Rent (FMR) area, which includes Shoreline. As these numbers display, median housing costs have far outpaced regional wage growth, meaning that ownership affordability is getting further and further out of reach.

Exhibit 8: Shoreline Home Values and HUD AMI 2016 to 2022

	2016	2017	2018	2019	2020	2021	2022
Median Home Values	\$483,118	\$567,250	\$597,903	\$586,318	\$662,449	\$789,903	\$822,990
Bottom Tier Home Values	\$371,865	\$444,868	\$471,285	\$467,180	\$528,913	\$629,320	\$664,312
HUD Area Median Income	\$90,300	\$96,000	\$103,400	\$108,600	\$113,300	\$115,700	\$134,600

Source: Zillow, Home Value Index, 2016 - 2022; HUD, Income Limits, 2016 - 2022.

Exhibit 9: Percent Change in Home Values and HUD AMI 2016 to 2022



Source: Zillow, Home Value Index, 2016 - 2022; HUD, Income Limits, 2016 - 2022.

Exhibits 9 and 10 show the available housing supply distributed into the income bracket to which it is affordable, for both owner-occupied and renter-occupied units. This is compared to the number of owner and renter households in each income bracket. HUD deems any household that makes 80% AMI or less as low-income. The city's existing owner-occupied housing supply does not have enough units compared with the number of low-income (50-80% AMI) and very or extremely low-income (<50% AMI) owner households. This means that many lower-income owner households are likely cost-burdened if they earn less than 80% AMI.

As for the renter-occupied housing supply, the demand is met only within the 30% to 80% AMI ranges. The deficits pose two primary issues for households earning either less than 30% AMI or 80% or more AMI household income brackets. Firstly, there is a major deficit of rental units affordable to the lowest income bracket in the city (less than 30% AMI) which is either causing the displacement of extremely low-income



## Att. A - Existing Conditions Report - Middle Housing

### MIDDLE HOUSING EXISTING CONDITIONS REPORT

households and potentially leading to increases in homelessness. Secondly, renter households in the greater than 80% AMI range can find housing that is even affordable to them but is not aligned with their income bracket. There is a lack of high-value rentals which means higher-income households are renting units affordable to households earning 50 to 80% AMI. This causes a trickle effect down the housing line: high-income households have a fountain of options for housing in multiple income brackets but can take away renting opportunities for lower income brackets who have more limited options.

The median cost of a rental unit as of 2019 was \$1,635 and requires an annual income of approximately \$66,000 to be considered affordable. Approximately 64% of Shoreline’s households could afford the cost of a median-priced rental unit. Additionally, there is a deficient of rental units affordable to extremely low-income households (<30% AMI) and moderate- and above median-income households (>80% AMI), as described in Exhibit 11. Deficits in moderate- and above median-income households often cause trickle-down impacts to housing units affordable to other income levels. Higher-income households have more financial power and are more likely to occupy lower-cost units as they wait for units within their income bracket to open up. This reduces options for households earning less than 80% AMI.

Exhibit 10: Home Ownership Affordability by Income Bracket

	Owner Households	Units Affordable to Income Bracket	Surplus/Deficit	Demand Currently Met?
≤50% AMI	2,315	705	-1,610	No
50 to 80% AMI	1,540	1500	-40	No
80 to 100% AMI	1,325	2815	+1,487	Yes
>100% AMI	8,870	10995	+2,035	Yes

Source: HUD, CHAS Data, 2015 – 2019

Exhibit 11: Rental Housing Affordability by Income Bracket

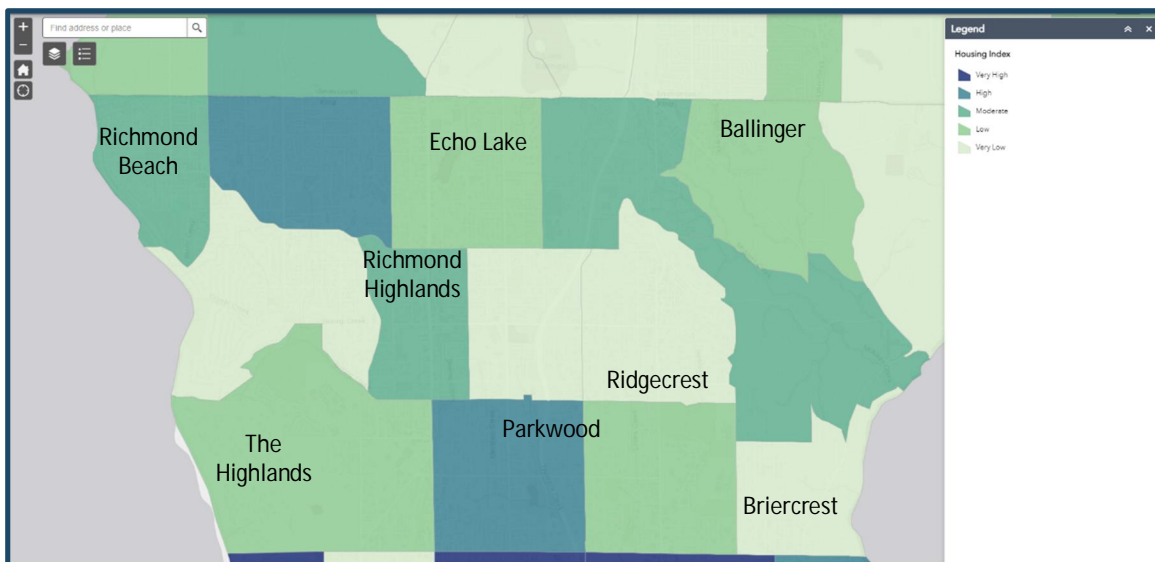
	Renter Households	Units Affordable to Income Bracket	Surplus/Deficit	Demand Currently Met?
≤30% AMI	2,175	1190	-985	No
30 to 50% AMI	1,365	1,560	+195	Yes
50 to 80% AMI	1,205	3145	+1,940	Yes
>80% AMI	3,275	2020	-1,255	No

Source: HUD, CHAS Data, 2015-2019.

3.4 HOUSING AND NEIGHBORHOOD QUALITY INDEX

The Puget Sound Regional Council (PSRC) has developed an opportunity mapping tool to analyze growth and opportunities within census tracts. It identifies whether people living in a census tract have more or less access to opportunities for housing, mobility, employment, education, and health/environment. One of the indices this tool evaluates is the Housing and Neighborhood Quality Index, which represents an assessment of vacancy rates, housing stock conditions, and crime. The PSRC Opportunity Mapping: Interactive Report defines Census tracts that are considered “high” or “very high” as opportunity areas that have relatively more resources than the regional average, while those that are considered “low” or “very low” as areas with relatively fewer resources<sup>15</sup>

Exhibit 12: Housing and Neighborhood Quality Index for Shoreline



Based on Exhibit 12, seven of the eleven census tracts in the City of Shoreline are considered “very low” or “low” for housing and neighborhood quality. This is primarily driven by two factors, the first being housing stock condition. The majority of the housing stock in the city dates back to 1950 to 1980, with a quarter of all homes in the city dating to the 1950s.<sup>17</sup> Much of this older housing stock is in good living condition and represents the unique character of Shoreline. However, some of these neighborhoods lack access to immediate services and amenities, a condition that the PSRC includes in a lower metric for housing and neighborhood quality. Redeveloping abandoned or underutilized properties and improving infrastructure such as sidewalks, planting strips, utilities, and more can revitalize neighborhoods and increase the quality of housing conditions.

---

<sup>15</sup> Puget Sound Regional Council, PSRC Opportunity Mapping, Mar 23, 2022

The second factor contributing to the “very low” or “low” housing and neighborhood quality are vacancy rates.<sup>16</sup> Generally, a low vacancy rate, of approximately 3%, indicates that people want to live in a particular area, whereas a high vacancy rate, above 5%, means the opposite. Neighborhoods with a low housing index may have higher rates of vacancy due to undesirable circumstances, such as lack of transportation, infrastructure, or essential amenities like schools, medical care, and restaurants or shops. In 2020, Shoreline had an overall vacancy rate of around 3.7%, which indicates that the city is a desirable place to live. From the year 2000 to 2018, the total number of vacant units in Shoreline increased from 620 to 760 units.<sup>17</sup> This slight increase in vacant units over the last two decades is a positive benefit for the local housing market and is likely supported by the city’s housing production.<sup>18</sup>

Developing middle housing is one piece of a greater effort to increase housing choices and neighborhood quality by revitalizing the housing stock and continuing to grow the number of available housing units in the city. As land prices increase, middle housing provides an opportunity for infill development to make the most of smaller pieces of land. Additionally, parcels with older single-family homes can be redeveloped with middle housing to diversify the housing stock and increase the number of housing units in a neighborhood to provide additional housing options for residents.

---

<sup>16</sup> The US Census Bureau defines “vacancy rate” as the proportion of homeowner housing inventory which is vacant for sale.

<sup>17</sup> City of Shoreline, Community Attributes, Inc., BDS Planning and Urban Design, CAST Architecture, “Shoreline Housing Action Plan,” 2021.

<sup>18</sup> Covid-19 impacts on vacancy are not captured under the 2020 American Community Survey and are not reflected in this report.

## Section 4 Single-Family Zoning

Zoning is a method of organizing a jurisdiction’s development patterns by uses. This grants a jurisdiction authority to regulate land uses through zoning development standards, such as setbacks, height, landscaping, and density. Residential unit types can be more compatible with certain zones than others; for example, a detached single-family unit would not be appropriate in a high-intensity commercial or industrial zone. The following analysis examines each of the residential zones in Shoreline and their potential compatibility with middle housing. The City’s zoning and development regulations are controlled under the Shoreline Municipal Code [Title 20](#).

### 4.1 SHORELINE’S RESIDENTIAL ZONES

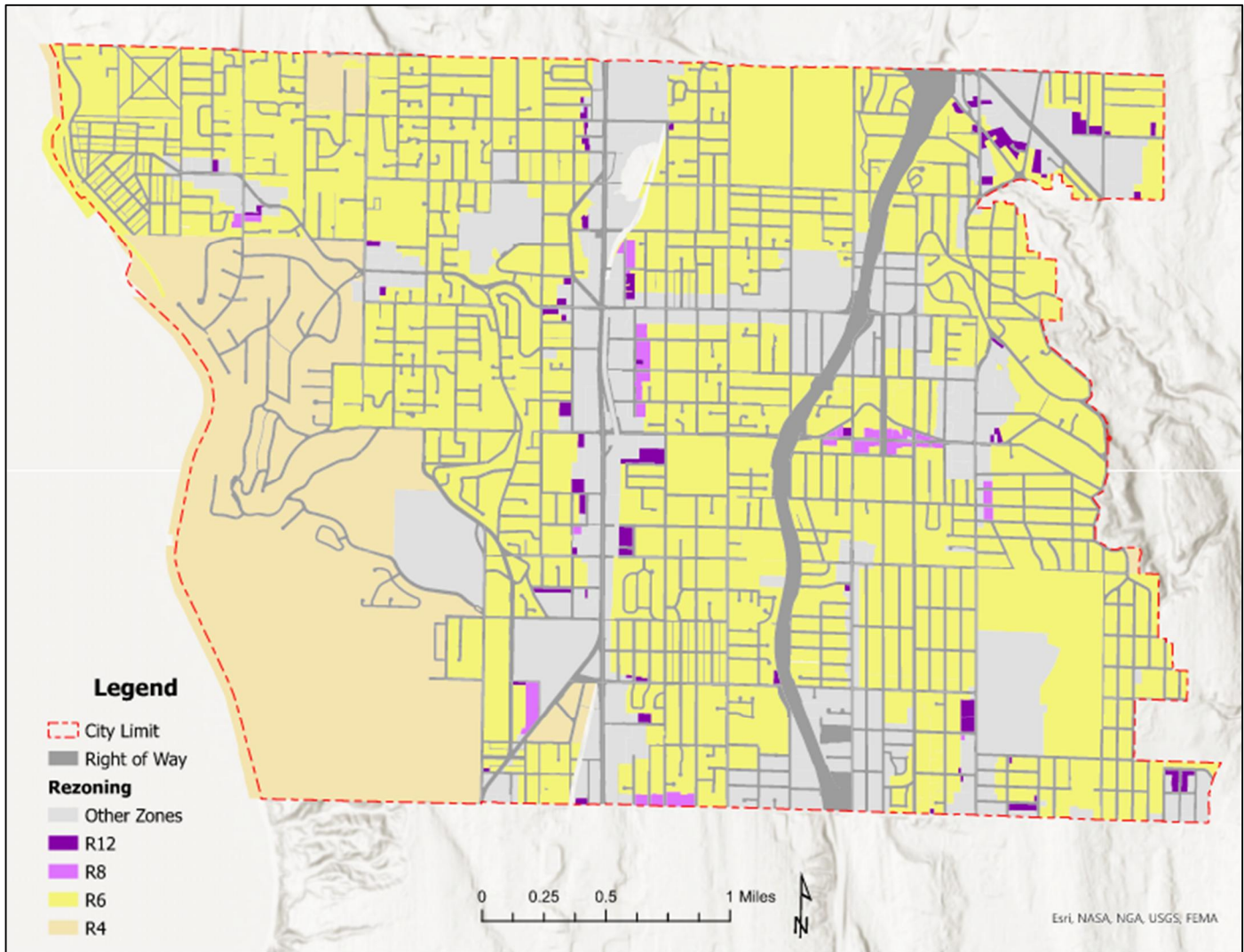
The Comprehensive Plan includes the City’s land use designations, broadly categorized into low, medium, and high-density residential areas. Each land use designation is implemented through the City’s zoning. Shoreline has 20 different zones of which four zones exclusively permit single-family housing<sup>19</sup> described in Exhibit 13 and as shown in Exhibit 14. Low-density zones are intended to permit residential units on larger lots and do not permit commercial uses, while medium-density residential zones have smaller lot size requirements and allow compatible commercial uses. Notably, as described in SMC 20.40.030, triplexes are incorporated in the purpose of Medium Density Residential zones (R-8 and R-12) but are not defined in SMC Chapter 20.20 or included in SMC Table 20.40.120 as an allowed residential use.

Exhibit 13: Shoreline’s SFU Exclusionary Zones

Zone Category	Zone	Purpose
Low Density Residential	R-4	Provide for a mix of predominantly single detached dwelling units and other development types, such as accessory dwelling units and community facilities that are compatible with existing development and neighborhood character.
	R-6	
Medium Density Residential	R-8	Provide for a mix of single-family homes, duplexes, triplexes, townhouses, and community facilities in a manner that provides for additional density at a modest scale.
	R-12	

<sup>19</sup> Zones not included in this analysis are the public health contract zone and two master development plan zones, which are the Campus and Planned Area zones. The Master Planned Developments (MPDs) permit residential development but are not subject to proposed changes because development is regulated under contracts with the City.

Exhibit 14: Shoreline Low and Medium Density District Zoning Map



The residential zones in Shoreline vary by permitted housing type and allowed density. Middle housing should be permitted in an existing residential zone, where it is most compatible with current and allowed land use patterns. Below is a summary of the permitted housing types in each zone:

Exhibit 15: Distribution of Permitted Uses across Residential Zones

Zone Category	Zone	Density	Permitted Housing Types <sup>20</sup>		
			Single Family - Detached	Single Family - Attached	Multifamily
Low Density Residential	R-4	4 du/ac	Permitted	Permitted	Prohibited
	R-6	6 du/ac	Permitted	Permitted	Prohibited
Medium Density Residential	R-8	8 du/ac	Permitted	Permitted	Conditionally Permitted
	R-12	12 du/ac	Permitted	Permitted	Conditionally Permitted

The low-density residential category features the R-4 and R-6 zones. The R-4 zone permits 4 dwelling units per acre, while the R-6 permits 6 dwelling units per acre, and both require a minimum lot size of 7,200 square feet. These zones are intended to primarily provide single-family units with other compatible uses, such as parks or schools. The low-density residential zones permit any residential use (single-family attached, ADUs, and mobile homes) except multifamily. Low-density zones have a lesser development intensity with limited density, height, impervious surface, and building coverage. Due to strict density limits these zones (R-4 and R-6) exclusively permit for single-family homes.

Medium-density categorical zones, R-8 and R-12, permit double the density of housing of the low-density categorical zones with a lower minimum lot size requirement of 2,500 square feet. Shoreline outright permits only single-family units in these zones but conditionally permits multifamily development. While low-density zones have traditionally had greater access to schools and parks, medium-density zones are intended to equally provide access to these services and more, such as transit or commercial centers.

## 4.2 SINGLE-FAMILY GENERAL DEVELOPMENT STANDARDS

Single-family detached homes are the most common housing type in the city with over 16,460 existing units, comprising 67% of the total housing stock.<sup>21</sup> Single-family detached homes are generally a low-density use with larger lot sizes, requiring more land per unit than other dwelling unit types. Single-Family Detached units have limited design standards compared to other dwelling unit types, such as single-family attached or multifamily units. As demonstrated by Exhibit 16, single-family detached units only have design regulations applicable to lighting and fencing requirements while single-family attached, which include townhouses and duplexes, have

<sup>20</sup> Accessory Dwelling Units (ADU's) are permitted in every zone shown in Exhibit 7.

<sup>21</sup> US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020.

# Att. A - Existing Conditions Report - Middle Housing

## EXISTING CONDITIONS REPORT

significantly more design requirements with limited opportunity for departures. More intensive residential uses are typically held to a higher standard of development since the use will house more people and have a larger visual impact.

Exhibit 16: Design Standards of Principal Dwelling Uses

Design Standard	Dwelling Unit Type	
	Single-Family – Detached	Single-Family – Attached
Orientation	None	40% of units shall be located between the front property line and a 25-ft distance from the property line. Front façade shall orient toward ROW.
Articulation	None	A minimum of three of ten variation methods shall be required for each building. Specialized requirements along building facades include fenestration and prohibiting blank walls.
Massing	None	None
Roofing	None	See Building Articulation; changes in rooflines are a method of articulation.
Colors	None	None
Materials	None	If multiple materials are used in a building facade, the visually heavier materials shall be located below the lighter materials. Architectural elements, such as trim, shall be of a color that provides contrast to the surrounding, dominant material colors. Insubstantial materials, such as fiberglass, and materials such as mirrored glass and plywood or T-111 siding are prohibited. Uncoated zinc and copper are prohibited.
Lighting	Light shall be non-glare and shielded to minimize direct illumination of abutting properties and adjacent streets.	Light shall be shielded to prevent light spillage onto adjacent properties. Building entries shall be illuminated with 4FC of light. Pedestrian paths shall be light with 2FC of light.
Outdoor Space	None	50 sq. ft. per unit, minimum 800 sq. ft. of outdoor space per development.
Solid Waste	None	Must be screened from pedestrian view from ROW with fence, wall, or landscaping.
Fences and Screening	Max of 3.5 feet along front property line recommended. Max of 6 feet alongside/rear property lines.	Fences and walls located within the required minimum front yard setback shall be a maximum of 3 feet. The maximum height of fences located along a side and/or rear yard property line shall be 6 feet.

## Section 5 Study Area(s)

Selecting the right locations to permit middle housing is key to successful code implementation. Shoreline has limited undeveloped lands available to accommodate middle housing in the low- and medium-density zones<sup>22</sup>. In those areas where middle housing is permitted, it is imperative that middle housing fits with the scale, aesthetics, and development pattern of existing uses. Consideration should be made for several factors ranging from physical form, compatibility of nearby uses, and proximity to key services and amenities; these factors ultimately determine if middle housing will appropriately integrate with existing development and be implemented successfully.

Single-family zones require on-site parking stalls for residents, similarly, middle housing will need to provide on-site parking stalls for residents. Middle housing codes typically provide less parking for a middle housing unit than a single-family unit. Selecting more walkable zones may be appropriate for middle housing placement to reduce a middle housing resident's dependency on a car. Residents that are located within proximity to key services and transit are more likely to walk or modal share<sup>23</sup>, thereby reducing the number of cars on a roadway.

The following is an analysis describing the city's development patterns, the physical form and scale, and where key services and amenities are located in relationship to residential zones.

### 5.1 EXISTING PHYSICAL FORM

Shoreline has several dense transit-oriented and mixed-use centers. While single-family detached housing units still comprise the majority of all housing units in Shoreline, recent developments have provided more multifamily units and townhouses, with new larger multifamily developments concentrated along Shoreline's east-west arterials and the north/south Highway 99/Aurora Avenue corridor.

The city has several vibrant neighborhood "main streets" that feature a diverse array of shops, restaurants, and services. Shoreline has an expanding network of sidewalks and bike lanes. Its public transportation system is also growing, with two light rail stations planned to open for service in 2024.

### 5.2 RESIDENTIAL SCALE

Shoreline is a collection of neighborhoods, each with their own sense of scale and charm. The 2012 Comprehensive Plan describes the neighborhoods as "attractive, friendly, safe places to live, where residents of

---

<sup>22</sup> Low-density residential zones include R-4, R-6, R-8, and R-12.

<sup>23</sup> Modal share, or modal split, is a transportation planning term used to describe the percentage of travelers using a particular type of transportation compared to the ratio of all trips made. It is also a term used to describe multiple types of transportation being used to reach a destination. For example, if you walk and then take the light rail to the airport, that would be considered a modal split.



all ages, cultural backgrounds, and incomes can enjoy a high quality of life and sense of community.”<sup>24</sup> The minimum lot area for the R-4 and R-6 zones, which are the most prominent in the city, is 7,200 square-feet. Many single-family homes were constructed after the Great Depression and World War II (1930-1945), as demand for housing surged. Large housing developments such as Ridgecrest (NE 165<sup>th</sup> to 155<sup>th</sup> Street and 5<sup>th</sup> to 10<sup>th</sup> Street) were built in the late 1940s. Today, construction from this time represents 35% of the overall housing stock, with 10% of homes dating to the 1940s and 25% dating to the 1950s<sup>25</sup>. Much of the housing stock is characterized by the post-war era and represents architectural styles of that time, such Western Ranch style. These homes were constructed with views in mind as they are low-lying, expansive, dwellings with decorative landscapes on large lots.

### 5.3 PROXIMITY TO TRANSIT SERVICES AND NON-MOTORIZED TRANSPORTATION ROUTES

Middle housing forms are smaller homes and are typically a maximum of 1,300 square-foot per unit.<sup>26</sup> These developments are limited in the amount of parking that can be provided due to lot layouts and open space requirements. Because of the smaller unit size, the assumption is that most residents will be single car households. Fewer parking stalls on site creates a more attractive appearance from the street, but the availability of nearby street parking should be considered. Without an abundance of parking for middle housing residents, proximity to transit and a reduction of automobile reliance is important. When public transit becomes a more convenient mode of transportation than using a personal car, people are more likely to use it. The city is currently served by multiple bus routes managed by three service providers: Sound Transit, Community Transit, and King County Metro. Beginning in 2024, the city will have two Sound Transit light rail stations. Another factor that can reduce reliance on personal automobiles is adjacency to non-motorized transportation routes such as sidewalks or bicycle paths.

#### BUS ROUTES

Sound Transit is the regional transit agency for the Puget Sound area. It provides limited, all-day express bus service in Shoreline with service to Seattle, Mountlake Terrace, Lynnwood, and Everett. Two express bus routes serve the I-5/NE 145th Street freeway station, which serves the North Jackson Park & Ride lot located within Shoreline.

Community Transit is a public transportation service provider offering bus service in Shoreline and primarily operates in Snohomish County. Bus routes are offered to residents and span as far south as Seattle and as far north as Stanwood. There are a limited number of transit stops in Shoreline for Community Transit service; transit stops are located near SR 104 and I-5 corridors. Community Transit provides direct connections to nearby cities, like Edmonds, and commuter connections ranging from downtown Seattle to Everett via Route 512 along the I-5 corridor.

---

<sup>24</sup> City of Shoreline, “Comprehensive Plan”, December 10, 2012.

<sup>25</sup> City of Shoreline, “Housing Action Plan”, May 24, 2021.

<sup>26</sup> Opticos Design, Inc., “Missing Middle Housing”, 2020.

King County Metro is a County sponsored transportation provider offering bus routes that connect Shoreline to Lynnwood, Seattle, and as far south as Renton. The Aurora Village Transit Center is the only Metro bus station in the city and is located at the intersection of Ashworth Avenue N and N 200<sup>th</sup> Street. The transit center is located within the Mixed Business (MB) zone and is surrounded by commercial uses to the north and west, high-density residential units to the south, and low-density residential units to the east. The transit center offers both metro bus service locally and regionally, and RapidRide. Bus stops are located throughout the City, as shown in Exhibit 18, but are primarily on arterial roads such as Aurora Avenue N and NW Richmond Road. Metro Bus stops are not located in the R-4 zone; there is access to transit stops along the R-4 zone's boundaries with the R-6 zone. Transit stops are more frequent on routes that intersect with higher-density residential zones or nonresidential zones, such as the Town Center (TC) or the Mixed Use Residential (MUR) zone.

### LIGHT RAIL

Sound Transit is developing two new light rail stations in Shoreline along the I-5 corridor. The south station is located at the intersection of NE 145<sup>th</sup> Street and 5<sup>th</sup> Avenue NE, and the north station is located at the intersection of NE 185<sup>th</sup> Street and 5<sup>th</sup> Avenue NE. The stations are located within the Mixed Use Residential 70-foot (MUR-70') zone which is categorized as an area that encourages high-density residential and supportive non-residential uses. The light rail stations are designed to be in centrally located areas of the city that offer alternative transportation modes, including walking, biking, or taking a bus. Residents who live within a 10-minute walk or bike ride are more likely to use those modes to get to the station and reduce the number of cars on nearby streets and in parking lots.

### PEDESTRIAN FACILITIES

Exhibit 17 depicts the location of sidewalks in the City's limits in dark red. Sidewalks are available along the arterial roads and the town center. Sidewalks are less available west of the town's center. Typically, sidewalks are available near key services, such as schools, transit centers, parks, and other government services.

Shoreline is home to an older housing stock, as approximately 58% of housing units were developed prior to 1989.<sup>27</sup> Prior to 1989, developers were not required to install sidewalks in residential subdivisions resulting in Shoreline having few sidewalks available within older, single-family neighborhoods. This changed when the State of Washington adopted platting regulations that required considerations for sidewalks.<sup>28</sup> As represented in Exhibit 18, sidewalks are less available in the R-4 zone and limitedly available in the R-6 zone. Areas of the City that have non-residential or post-1989 residential development are likely to have sidewalks available.

### BICYCLE FACILITIES

Bicycle facilities are inclusive of trails, lanes, signage, and dedicated pathways that support bicyclists. Shoreline recently prepared a draft Transportation Management Plan in 2022 with an updated Bicycle Map describing the

---

<sup>27</sup> City of Shoreline, Community Attributes, Inc., BDS Planning and Urban Design, CAST Architecture, "Shoreline Housing Action Plan," 2021.

<sup>28</sup> Title 58.17.060 RCW, (1989).

location of existing and proposed infrastructure. Exhibit 18 is the 2012 Shoreline Transportation Master Plan Bicycle Map.

The Interurban Trail is a designated bicycle path located along the Aurora Avenue corridor spanning from the northern to the southern City limits. The trail is located on lands dedicated as parks, It is located close to residential (R-4 through R-18), Town Center (TC1-TC3), and Mixed Business (MB) zones. Additionally, there are two designated pathways along NE 195<sup>th</sup> Street and Meridian Avenue N, and both pathways are completely surrounded by the R-6 zone.

Designated bike lanes are also found east of Fremont Avenue N along a portion of the roadways. The longest segments of roadways with bike lanes run along 15<sup>th</sup> Avenue NE and N 155<sup>th</sup> Street. The 15<sup>th</sup> Avenue NE bike lane is located between NE 150<sup>th</sup> Street and NE 172<sup>nd</sup> Street, and is immediately accessible to residents in the R-6, R-12, R-24, or Planned Development zone. The N 155<sup>th</sup> Street bike lane is located between Aurora Avenue N and 5<sup>th</sup> Avenue NE, and is immediately accessible to residents in the R-6, Mixed Use Residential (MUR), and Mixed Business (MB) zones. Bike lanes in the low-density residential zones are available along 8<sup>th</sup> Avenue NE and NW Richmond Beach Road. Other bike lanes are available as shown in Exhibit 19, however, these lanes are shorter in length and less connected to other bicycle pathways and are typically surrounded by R-6, MUR, and MB zones.

The Bicycle Map includes a number of new bicycle trails, lanes, and facilities that are proposed to build more connections throughout the city. New facilities are proposed primarily in the low-density residential neighborhoods near parks, such as Shoreview Park and Innis Arden Reserve, and public and private schools that will enable future users to ride bikes to access the city's parks, trails, commercialized areas, and transportation centers. While these future bike lanes will support alternative modes of transportation, these improvements are planned to occur over the next 20 years and are notably not immediately available in the low-density residential zones. Complete buildout of the 2022 Draft Bicycle Plan will support the implementation of middle housing by reducing the demand for parking stalls needed on-site, maximizing impervious surface covered by a structure rather than parking, reducing monthly costs associated with driving, and improving the physical health and well-being of residents.

### 5.4 PROXIMITY TO AMENITIES

In addition to considering proximity to public transit and non-motorized transportation routes, proximity to amenities such as open spaces, public facilities, or commercial areas should also be considered if reducing the need for personal motorized transportation is a concern. Middle housing location in proximity to key services reduces the need for personal motorized transportation. Residents may not utilize public transportation for local trips because it is not perceived as convenient. Specific land uses or facilities may attract non-motorized transportation for nearby services.

This section considers the areas where these amenities are and will be in Shoreline based on the Comprehensive Plan's land use map, which decides where various land uses are allowed. The selected land use designations are shown on Exhibit 18 along with the public transit routes and sidewalks.

#### MIXED-USE AND COMMERCIAL

The City's commercial and mixed-use categorical zones are primarily located along the I-5 corridor and Aurora Avenue North. Proximity to commercial and mixed-use zones should be considered to promote a supportive pedestrian environment that reduces parking needs within middle housing developments. Commercial and

mixed-use zones are typically located adjacent to a residential categorical zone, primarily low-density residential. Shoreline's land use table is located in Chapter 20.40 SMC and describes the full menu of uses permitted in these zones, such as medical offices, hospitals, grocery stores, and general services.

There are a limited number of medical facilities in the City as there are no hospitals in the City. There are two general practitioner clinics including Swedish Richmond Beach Primary Care, which is located off NW Richmond Beach Road, and UW Medicine, which is located off N 205<sup>th</sup> Street; both facilities are located within the commercial categorical zone. Medical offices are located throughout a variety of zones in the City ranging low density residential to mixed-use categorical zones.

Higher density uses should be placed in proximity to grocery stores or zones that permit grocery stores to reduce the number of people driving separately to get groceries. If high-density uses are placed farther away from a grocery store, it would require residents of a separate dwelling unit to make separate identical automotive trips to the store which increases traffic and worsens air quality. Grocery stores are listed under the *General Retail Trade/Services* in the City's Land Use Table in Chapter 20.40 SMC and are permitted in nonresidential zones but are not permitted in any residential exclusive zones. While grocery stores are only permitted in nonresidential zones, they are often adjacent to a low-, medium-, or high-density residential zone, primarily R-6.

### PUBLIC FACILITIES AND INSTITUTION/CAMPUS

Public facilities are owned and operated by government entities, such as government buildings, school facilities, or recycling and transfer stations<sup>29</sup>. Exhibit 17 shows the location of public facility zones in relation to the other categorical zones depicting that these facilities are typically surrounded by low-density residential zones.

Many of the areas shown as public facilities are schools, which are distributed throughout the city but primarily located adjacent to low-density residential areas. Approximately four out of five schools within the City are located in the R-6 zone. The other schools are in other residential zones such as Planned Areas (PA), R-18, and R-48.

Shoreline's City Hall and Police Station are in the Town Center (TC) zone east of Aurora Avenue North, between N 175<sup>th</sup> Street and N 178<sup>th</sup> Street. City Hall is bordered by retail uses to the west and south, high-density residential to the southeast, and low-density uses to the east and north. There are currently five (5) fire stations within the city. Three (3) stations are located in a residential zone, including R-4, MUR-45, and a split-zoned parcel of R-6/R-12. The other two stations are located in the Town Center (TC) and Neighborhood Business (NB) zone. The Fire Department provides lifesaving emergency services and is typically located in a residential zone.

---

<sup>29</sup> Parks are also government facilities but are not included in this subsection because parks are shown as another land use designation on Exhibit 18.

### OPEN SPACE

Access to City parks, trails, and open spaces are key characteristics of residential development. Daily visual or physical interaction and access to nature is proven to improve moods and psychological health<sup>30</sup>. Middle housing should have equitable access to parks, trails, and open spaces similar to low-density residential uses to maintain continuity with the typical design and intent of middle housing developments.

Exhibit 17 demonstrates the land designated for public and private open space. Shoreline's existing parks are primarily in low-density residential zones, specifically R-4 and R-6. Shoreline's largest parks are partially or completely surrounded by R-4 or R-6 zoned parcels. Examples of larger parks include Richmond Beach Saltwater Park, Boeing Creek Park, and Hamlin Park. Smaller parks exist in the R-4 or R-6 zone, like Strandberg Preserve and McCormick Park. Smaller parks are frequently placed near higher intensity zones, such as the Mixed Business (MB) or the Mixed Use Residential (MUR) zones, like Brugger's Bog or Richmond Highlands Park. These smaller parks are also more prevalent along the I-5 corridor.

---

<sup>30</sup> Montgomery, Charles, "Happy City: Transforming Our Lives Through Urban Design". First edition. New York: Farrar, Straus and Giroux. 2013.

Exhibit 17: Amenities and Transit in Shoreline

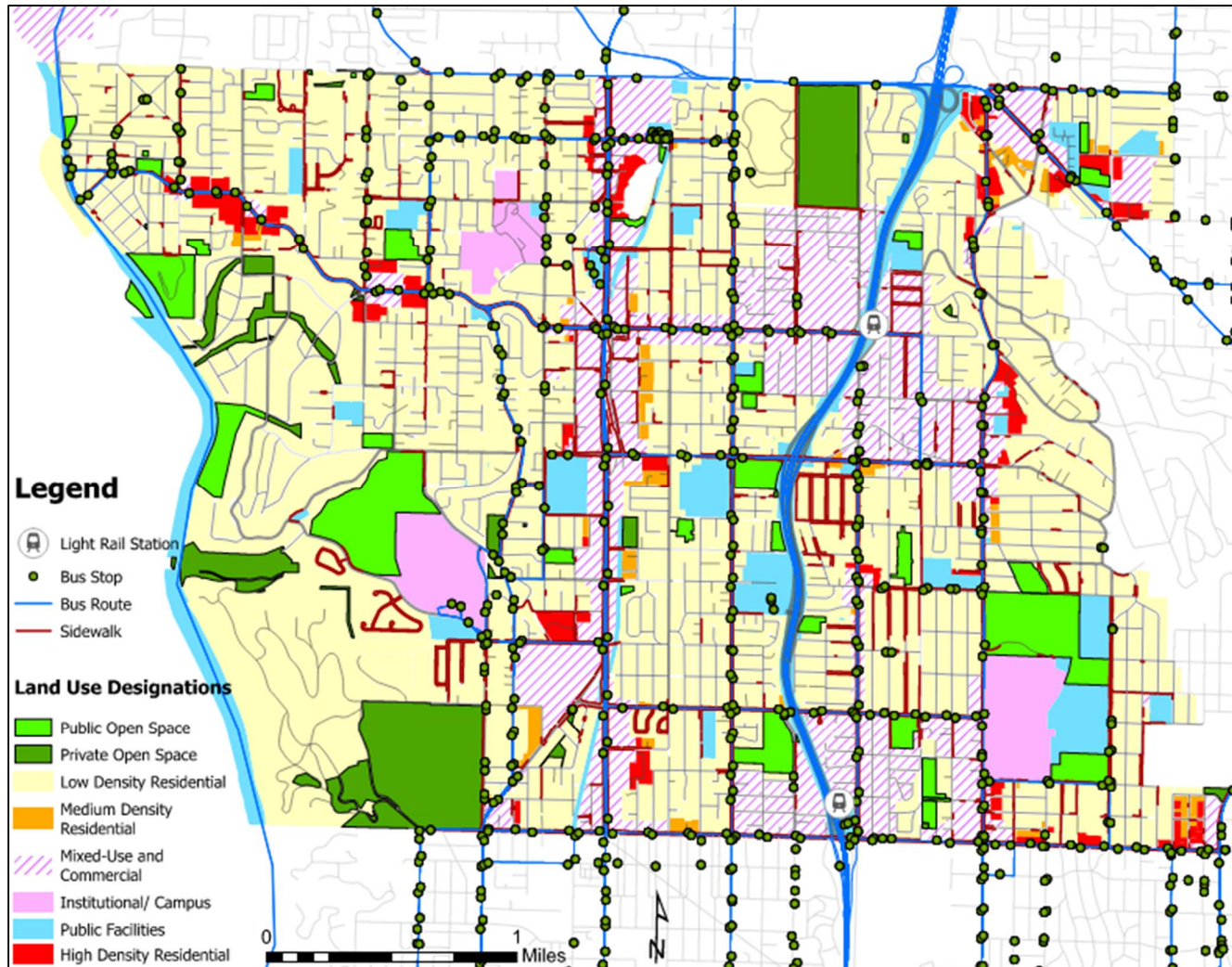
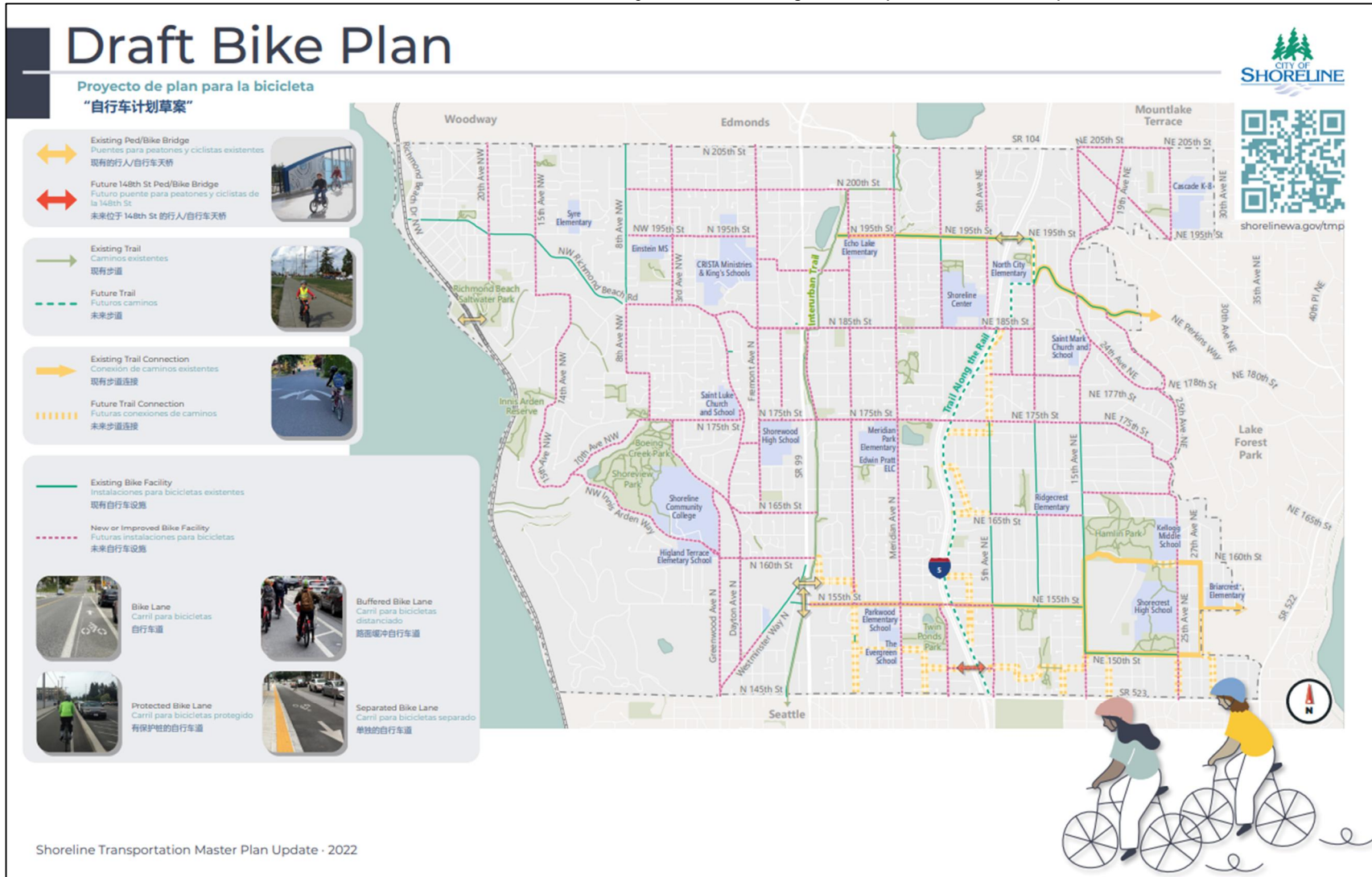


Exhibit 18: 2014 Draft Master Bicycle Plan Existing and Proposed Routes Map



## Section 6 Feasibility

A continued feasibility effort is necessary to identify the appropriate path forward to implementing forms of middle housing in low and medium density zones. Public engagement in the code development and incentive process is needed for a community to buy-in on forms of housing that may be new or different to residents. Each form of middle housing has unique characteristics, placement considerations and constraints, and infrastructure demands that will require further coordination with City departments, utility providers, and transit services that go beyond what is covered in this *Existing Conditions Report*. The following sections describes considerations to the Development Code, permitting process, permitting fees, and potential incentives that target forms of middle housing.

### 6.1 PLACEMENT CONSIDERATIONS OF MIDDLE HOUSING

When determining the feasibility of developing middle housing in low or medium-density single-family residential zones, thoughtful consideration of the preferred locations determines the ultimate success of legalization. *Where will each unit type best serve the surrounding population?* Height, number of units, building footprint, off-street parking, on-site open space, and driveways are unique to each form of housing. Jurisdictions must consider these differences when developing zoning strategies for housing choice and attainability. *What designs and placement considerations would work best in the City of Shoreline's existing residential zoning districts?* The following analysis identifies location recommendations for each of the studied middle housing types. Placement considerations were taken into account in the draft middle housing code regulations as described in *Appendix D Draft Middle Housing Regulations*.

#### DUPLEX

General placement of duplexes is encouraged in low- or medium-density residential zones because of its compatibility with single-family developments. A duplex can be regulated to have a similar scale and exterior appearance to a single-family unit with the only indication of two households occupying the units being two entryways and two garages/parking areas. A duplex can be one story with smaller units sharing a wall or two stories with larger units stacked.

It is recommended that Shoreline's code allows flexibility in duplex regulations since there is variation in how they can be developed (side by side or stacked). Duplexes are an appropriate method for infill as well, and considerations to allow corner or interior lot development would support duplex development. Some specific location design caveats include the following:

- Lot Sizes: Side-by-side and stacked units have different lot size requirements for development that are not recognized in the Shoreline Municipal Code. Generally, the minimum lot size needed for the development of a side-by-side or stacked duplex is 6,100 square feet. The minimum lot size in R-4 and R-6 zones is 7,200 square feet. The minimum lot size in R-8 is 5,000 square feet and in R-12 it is 2,500 square feet.
- Lot Width: If the duplex is within an alley configuration, the unit type can fit into a lot that is 30 feet wide. R-4, R-6, and R-8 zones all have a minimum lot width of 50-feet while R-12 zones have a minimum lot width of 30-feet.



- Attached Unit: The duplex must be attached to another unit. If duplexes are detached, the bulk and scale of the built form will likely not be compatible with the character of the neighborhood due to size and height.
- Design: Duplexes can be regulated by architectural design requirements and be guided to appear similar to adjacent single-family units. Their low-density appearance can blend well into a single-family neighborhood without significant visual impacts.
- Parking and Access: Parking is encouraged to be placed behind the building, away from the front-facing street. Rear-loaded parking is more feasible on corner lots than interior lots, so flexibility in lot dimensions, lot size, and parking location regulations are needed to ensure success on interior lots. It is ideal to place duplexes on corner lots to have opposite facing entries, parking, and roadway access. Corner lot duplexes can enhance privacy for subject residents.

It is recommended that specific development standards are developed for duplexes to clarify the appropriate minimum requirements for development, which are currently misleading under the current code provisions. The city includes specific development standards and regulations under SMC 20.40.200 *Supplementary Use Criteria*, including standards for “single-family attached” which does include duplex, but also includes townhomes. Updating the criteria to include the term “duplex” streamlines how information is being given to the public and clarifies the development standards for these different forms of housing.

As described in SMC 20.40.030, the medium density residential zone provides a mix of single-family homes, duplexes, triplexes, townhouses, and community facilities. Duplex units are already permitted in Shoreline’s medium density residential zones (R-8 and R-12), however the minimum lot area requirements of the district create misunderstandings or barriers for development. The R-12 zone has a minimum lot area requirement of 2,500sf and it is recommended that duplexes have a minimum lot area of 6,100sf for side-by-side units and 5,700sf for stacked units. Stacked units have a greater height reducing the lot area needed to develop two units. Duplexes should not be permitted on any lot below recommended lot dimensions for each duplex type. It is recommended that Shoreline delineates the two types of duplexes since they will have different lot development needs to be compatible in low and medium density residential districts.

-  
These recommended lot areas take into consideration that duplex units could have a front or rear loaded driveway; additional space is needed on the lot if a front-loaded driveway is necessary. Interior lots are most likely to need a front-loaded driveway.

It is ideal to place duplexes, side by side or stacked, on corner lots to have opposite facing entries along each street. Opposite facing entries enhance a sense of privacy because entryways, parking, and roadway access would be entirely separate for each unit. Corner lot duplexes can also be a visually more compatible appearance in existing lower density residential zones since the structure would have a less intensive appearance with only one entry, garage/parking, and driveway along each street. Interior units should also be allowed with more specialized landscaping requirements to mitigate a front-loaded driveway.

**TRIPLEX**

Triplexes can be placed in the medium-density residential zones without many changes needed to the development standards for R-8 and R-12. It is appropriate to place triplexes, which have a more intensive appearance, near commercial corridors. Special regulations and community support are needed to integrate triplexes into low-density residential zones. While triplexes generally fit the height limitations in the low-density zones, lot dimensions will need to be re-examined to support triplex development. Triplexes have a greater height than width compared to duplexes or single-family homes, and can also be an excellent tool to support lot infill. Similar to duplexes, triplexes can appropriately fit into the existing low- and medium-density districts with some unique considerations, including the following:

- **Lot Area:** Triplexes are typically stacked units and require a smaller lot area than a duplex would. The minimum lot area for a triplex is 5,175sf, which would work in the medium-density (R-8 and R-12) residential zones. Special considerations in the low-density (R-4 and R-6) residential zones would be necessary to allow triplex development.
- **Lot Width:** Since triplexes have only one unit per floor, this form of housing can often fit on lots as narrow as 30 ft wide. An additional 15 feet of lot width is recommended to accommodate a front-loaded driveway. While the code currently includes development standards appropriate for triplexes on existing lots (50 ft minimum width), changes to minimum width requirements in the R-4, R-6, and R-8 zones are recommended to support triplex development on any new short subdivision or subdivision projects to maximize the density benefit of developing a triplex.
- **Density:** Changes to base density requirements may need to be considered. As described in *Appendix A*, the idealized gross density for a triplex dwelling is 20 – 23 dwellings per acre. Per SMC 20.50.020, the base density in R-4 zones is 4 dwellings per acre and 12 dwellings per acre in R-12 zones. To increase opportunities for middle housing, Shoreline should consider allowing density bonuses for the use in zones R-4 through R-12 to meet the full density potential.
- **Design:** Integration in the low-density residential zones may be difficult despite triplexes typically meeting Shoreline’s maximum height regulations for R-4 and R-6. Triplexes are recommended to have a unit size of 1,000 square feet, with a total minimum square footage of at least 3,000 square feet. It is recommended that the top floor unit have a smaller floor area and be setback from the right of way to reduce the visual impact in R-4 and R-6. This technique can help maintain a two-story appearance.
- **Porches:** Front and/or rear porches are encouraged to provide private outdoor space on the front or rear of the building for each unit. Porches usually appear to face the street to reduce privacy concerns from adjacent properties.
- **Parking and Access:** Typically, triplex units have a shared entryway and an internal hallway and staircase leading to each of the upper-level units. Separate attached garages could be considered as an optional requirement for development to allow residents to have storage space and private area for cars or bikes.
- **Open Space:** While triplexes are considered a form of “multifamily dwelling” within the Shoreline Zoning Code, requiring open space would act as a barrier to development and would make the development stand out as “different” from a single-family home. Triplexes that serve three households typically in a residential setting should not be held to the same standards as a more intensive, high-density form of housing like a cottage or multiplex.

Triplexes generally can fit into the existing development standards for the R-4 through R-12 zones with minimal changes to the code needed. Triplexes are recommended for the R-6 through R-12 zones where there is less sensitivity to the addition of a third story, proximity to commercial and public services, and options for transportation. Triplexes are currently not a defined use within the Municipal Code, however, the Medium Density Residential district (R-8 and R-12) recognizes that triplexes would be an appropriate use in SMC 20.40.030(B). A triplex unit is considered to be a “multifamily dwelling” unit under the City’s adopted definitions. As described in *Appendix A*, recommended dimensional and development standards for a triplex align with the dimensional standards of the R-6 and R-12 zones. Multi-family dwellings are currently permitted as conditional uses in those zones. Multifamily dwellings are not currently permitted in the R-4 and R-6 zoning districts. Shoreline should consider revising Table 20.40.120 in SMC Chapter 20.40 to allow triplex dwellings as a permitted use in R-6 through R-12 zones, decrease minimum lot width and area, and develop design standards specific to the use. Such adjustments would support increasing middle housing in the low- and medium-density residential zones. Design standards could be created to ensure that projects fit into the existing architecture and character of existing neighborhoods.

### FOURPLEX

As described in *Missing Middle Housing* by Daniel Parolek, this type is considered the “holy grail of Missing Middle Housing”<sup>31</sup>. A fourplex unit can generate a broad range of densities based on required setbacks, parking access from an alley, and level of parking required. This makes it attractive to builders who are developing small lots. This type is also popular with renters and buyers due to the similar appearance and aesthetic of a single-family home, especially for older renters and buyers that need accessible units as their mobility decreases. This housing type generates medium to high densities, ideally near transit or commercial amenities. Fourplexes can be proposed as either side-by-side units or stacked, however, stacked units are more space efficient because they are built upward.

While this type can be enabled in a range of zoning districts, fourplexes could also be appropriate for the low- and medium-density residential zones. Similarly, to duplexes, fourplexes can be designed to have a similar appearance to single-family homes and can successfully blend into neighborhoods. Some specific location and design considerations include the following:

- Lot Area: Top units are stacked on the lower units; therefore, the building can fit onto a smaller, narrower lot. However, the location of the driveway will determine the minimum lot area and width needed for development. At minimum, a fourplex lot should have a minimum lot area of 6,000 square feet for an alley-loaded lot and 7,800 square feet for a front-loaded lot. Alley-loaded lots will have a lower lot width and area requirement than

---

<sup>31</sup> Parolek, D. G., & Nelson, A. C. (2020). Fourplex Stacked. In *Missing middle housing: Thinking big and building small to respond to today's housing crisis* (p. 123). essay, Island Press.

front loaded lots would. Changes would need to be made to the minimum lot areas for the R-4 and R-6 zone to support the minimum lot area needed for an alley-loaded fourplex. The minimum lot area required for a front-loaded fourplex is already supported in the R-4 through R-12 zones.

- **Lot Width:** Alley loaded fourplexes are desirable and would not require any departure from the minimum lot width requirements for the low- or medium-density residential zones. An alley loaded parking area requires a minimum lot width of 50 feet while a front-loaded driveway requires a width of 60 feet. If side access is required, the code should describe additional lot depth requirements to appropriately accommodate the driveway and parking area without impacting front or rear setbacks.
- **Side-by-Side Units:** Ground floor side-by-side units should be allowed for projects that propose conversions of existing single-family homes. Side-by-side units require more space than stacked units since all units are on the ground floor, and the city should encourage new development to be stacked fourplexes to support infill, reduce impervious surfaces, and encourage efficient use of land. However, utilizing the foundation and structure of an existing single-family home can result in lower construction costs and rental costs for future tenants of side-by-side fourplexes while maintaining the appearance of the existing single-family unit, and should be encouraged wherever possible.
- **Building Height:** Fourplexes should be limited to a maximum height as prescribed by the underlying low- and medium-residential districts. Fourplexes should not exceed two stories to fit into the existing development pattern and reduce visual impacts to neighbors. Stacked fourplexes should only have two units per floor available.
- **Parking and Access:** Stacked fourplexes should be encouraged to be placed on corner lots. It is less economically feasible and inefficient use of lot area to provide driveways and designated parking areas at the rear of the lot, which also creates a visual burden. Relaxed parking regulations should be considered for conversions that allow front- or side-loaded parking stalls.
- **Open Space:** While fourplexes are considered a form of “multifamily dwelling” within the Shoreline Zoning Code, requiring open space would act as a barrier to new development or conversion projects, and would make the development stand out as “different” from a single-family home. Fourplexes that serve four households typically in a residential setting should not be held to the same standards as a more intensive, high-density form of housing like a cottage or multiplex.
- **Lot Coverage:** Fourplexes are typically larger in individual unit and building footprint sizes than triplexes – fourplexes are recommended to have a minimum unit size of 1,200 sf while triplexes are recommended to have a unit size of 1,000 square feet. The minimum anticipated footprint of a fourplex would be 2,400 square feet and would require a minimum lot size of 6,900 sf under the 35% lot coverage maximum applicable to the R-4 and R-6 zones. Both zones should be re-examined to determine what makes more sense, (1) increasing the permissible lot coverage requirements for specific uses, or (2) reducing the minimum lot area requirements.
- **Maximum Hardscape:** Fourplexes also may have more hardscaped surfaces on-site than a typical single-family home as a result of the additional parking requirements. Parking should be encouraged to be along the street. It is recommended fourplexes do not require an on-site driveway and parking lot since it will reduce the area available for units and open space. Rather, parking should be a pull-in option immediately available on-site as accessible from the right-of-way.

Like triplexes, fourplexes are currently not a defined use within the Municipal Code and would most likely fit into the description of the medium density district as described in SMC 20.40.030(B). A fourplex unit is also categorized as a “multifamily dwelling” in Shoreline and does not have any independent development standards. Fourplexes are a more intensive development than triplexes as there is a larger building footprint and additional parking needs, however, visually they can have the same impact as a single-family home. The residential development standards for zones R-4 through R-12 are generally aligned with the bare minimum development standards for a fourplex as described in *Appendix A*, however additional lot coverage and hardscape areas may be necessary to support fourplex development in the R-4 and R-6 zones based on access and parking requirements.

### MULTIPLEX

This type consists of five to twelve stacked units and appears similar to a large estate house, with larger widths than depths. Many existing examples of a multiplex include buildings with two to three floors. Due to the accommodation of more units than the previously discussed types, this type often has the greatest variation in physical form. The multiplex could be allowed in a Medium Density Residential (R-8 through R-12) zone, or jurisdictions may consider creating an additional zoning district that allows maximum structural widths of 75 ft. If an additional zoning district is established to support this type, jurisdictions must create type specific regulations to ensure the structure does not become too big for the site. Some specific location design caveats include the following:

- **Building Size:** A multiplex could result in a large building footprint, taking up valuable land horizontally instead of vertically resulting in constraints to meet parking and open space requirements and limit the number of parcels suitable for development. Regulating the maximum building width and depth is recommended to reduce the ground floor footprint. A maximum building width of 75-feet and depth of 60-feet is recommended, which is an approximately 4,500 square foot footprint.
- **Lot Width and Depth:** Multiplexes have unique needs in relation to minimum lot widths and depths required for development that are more akin to mid-rise apartments in the sense that the underlying zones minimum requirements are not reflective of what the minimum requirements for a multiplex would be. Since a multiplex can be between five to twelve units, building widths and depths would greatly vary and be site-specific. Lot width and depth should not be regulated for this form of housing as it will be driven by the number of units proposed and the associated parking, landscaping, screening, and open space requirements.
- **Placement and Orientation:** Multiplexes should be placed on only corner parcels with reduced front yard setbacks. Units typically face the street or the rear yard and should ideally share an entry to either street. A corner parcel would also support a greater number of opportunities to place the access point.
- **Parking and Access:** Similarly to a fourplex, a multiplex should be encouraged to be placed on corner lots to reduce the visual impacts of a front-loaded driveway and grant the developer an opportunity to select an access point appropriate to the surrounding street typology. Multiplexes require the most flexibility out of all forms of middle housing to encourage since the density range varies from site to site. Direct access from the street

to the parking area is desirable for smaller multiplexes (less than 8 units) if supported by the lot depth as a way to reduce demands for lot area and impervious surface.

- **Building Height:** A multiplex should not exceed two- and one-half stories, or approximately 35 feet, which aligns with the City's existing height provisions in the Medium Density Residential (R-8 and R-12) zone. Additional height allowances would encourage developers to seize opportunities for a mid-rise apartment or condominium complex and would detract from the existing neighborhood's visual character, desired "middle" densities, and demands on infrastructure.
- **Open Space:** Flexibility in how open space requirements are implemented in multiplex projects will impact the feasibility of the project. While the City requires a minimum of 800-square-foot of open space for multifamily projects, requiring this level of open space will be a barrier to development. Instead, developers should be granted space-saving opportunities to provide some open spaces or outdoor spaces. Patios, private balconies, or rooftop terraces should be required to grant residents privatized open spaces without impacting lot areas needed for the building, parking, and driveways. Zones appropriate for multiplexes have lower minimum lot size requirements that may prove difficult to develop into a multiplex, and reducing the ground-level requirements prescribed in the Development Code will reduce burdens on the developer.
- **Lot Coverage:** Maximum lot coverages for multiplexes will exceed the current caps for the Low Density Residential (R-4 and R-6) zones and would be more aligned with existing maximum limits in the Medium Density Residential (R-8 and R-12) and High Density Residential (R-18 through R-48) zones. Lot coverage for a multiplex site would be land between 45% to 65% of lot area and would be a significant departure from the maximum limits in the Low Density Residential (R-4 and R-6) zones of 35%.
- **Maximum Hardscape:** Lot coverage is inherently linked to hardscape since covered structures count toward the hardscape calculation. Projects that design a driveway on-site to the parking area will significantly add hardscape to the site as well, which is why corner lots and a pull-in option from a lower street classification are encouraged. Between lot coverage, access, and parking, hardscapes should be capped at 80% to retain landscaping and screening around the site. Multiplexes in the Medium Density Residential (R-8 and R-12) zones will exceed the maximums within the code and a departure from the zoning code for this use is necessary to reasonably accommodate the use.

Due to the generally larger widths (75 ft) associated with multiplex buildings, this type would be the most feasible in the City's light rail station subareas, High Density Residential (R-18 through R-48) zones, and Medium Density Residential (R-8 and R-12) zone near commercialized nodes. Mixed-use residential zones (MUR) have been adopted to provide voluntary or mandatory affordable housing near the city's light rail station. Per SMC 20.40.046(A), MUR-35', MUR-45', and MUR-70' provide a mix of predominantly multifamily development in appropriate locations with other nonresidential uses that are compatible and complementary. Per SMC 20.40.235, incentives have already been established, such as increased building heights and no density limits, to promote affordable housing in the city. These incentives provide the ideal building width and lot area to support multiplex development. If Shoreline decides to implement multiplex development as affordable housing units, the city may approve multiplex buildings in the light rail station subareas to allow more and larger middle housing buildings in the city.

The ideal size of a multiplex may be too large for consideration in R-4 and R-6 zones. However, an alternative consideration could be to place this type in the Medium Density Residential zones (R-8

and R-12). As described in *Appendix A*, idealized dimensional and development standards for a multiplex align with the city's building height and setback standards in the R-8 and R-12 zone. Shoreline should consider revising Table 20.40.120 in SMC Chapter 20.40 to add an e–emption footnote to require increased minimum lot width and lot area in the Medium Density Residential zones (R-8 and R-12) for multiplex units; with the caveat that this type must meet all other required dimensional standards. In addition, a density bonus to allow 30 – 35 dwelling units per acre should also be considered to meet idealized density standards. Such adjustments and strategic frontage design for a neighborhood setting would support increasing middle housing in the city.

### LIVE-WORK

Also referred to as a “flexhouse”, this type has the flexible use of space within the structure. As described in *Missing Middle Housing* by Daniel Parolek, a flexhouse is a “building that learns”. Residential units are generally stacked on top of the flex space, separated by a firewall. The flex space is intended to serve non-residential uses, such as commercial businesses, allowing the incorporation of small businesses into a neighborhood setting. This type is appropriate for neighborhoods where retail is not yet available. Owners or renters can start a small business, use the space for studio purposes, or rent the space to another business to help pay the mortgage. Typically, only one residential unit would be located within a live-work unit.

This type should rarely be proposed or allowed within a lower-density residential block but rather should be treated as a transitional use. Cities do not typically have zoning to enable this type because it does not fit easily into either commercial or residential zones. It is best applied in areas where a city currently has zones for medium-density or multifamily residential. Jurisdictions should allow this type in areas that transition from commercial corridors, main streets, or higher intensity residential areas in single-family neighborhoods. Some specific location design caveats include the following:

- Flexible Configuration: Flexibility in how a live-work unit is designed will greatly impact the requirements for lot size, depth, and width. There are three primary options developers can choose from:
  - Live-With: A single space looks out over a large contiguous working space with no physical separation of the residential and commercial areas.
  - Live-Near: A workspace is separated from the living space by a wall or floor. The residential portion may more closely resemble a single apartment or townhouse.
  - Live-Nearby: A short walk separates the living portion and the workspace – across the courtyard or green space, to a converted garage or other accessory structure, or up or down an exterior staircase.
- Lot Width, Depth, and Area: A live-work unit has unique lot sizing requirements since parking should be minimized, no driveway should be required, and there would only be one residential unit that could be a studio or two-bedroom apartment. The bare minimum lot area required to reasonably use the site for a single business and a single residential unit is 3,000 square feet. The minimum lot width could be as short as 25-feet which is lower than what is prescribed in any residential zone in the City. A reduced lot width standard is recommended specific for this proposed use to encourage future land

divisions that could generate multiple project types. The minimum lot depth is directly correlated to the minimum width, and it is recommended that no lot depth standards are developed since the lot dimensions will be primarily driven but minimum area and width requirements that will be unique site to site.

- Front Setback and Pedestrian Access: A live-work unit provides both commercial and residential use, with opportunities for the property owner to run a business and live on-site. The commercialized use ideally is accessed immediately from the street frontage. A zero to 10-foot setback is encouraged to create a local or streetside shop aesthetic appropriate for more residential areas.
- Parking and Access: Parking should only be provided for the residential use of the site and not for the ground floor business. Adding parking requirements akin to a mixed-use building can make live-work units infeasible due to the lot size and requirements triggered by commercial uses, such as accessible pathways from the parking stalls, parking lot landscaping, and a greater number of stalls required. Parking is recommended to be accessed from the rear via an alley if available, however, if no rear access is possible then off-site parking should meet the needs of the resident.
- Building Height: Since only one residential unit would be generated by a live-work unit, the maximum building height of 30 feet would meet the current code provisions within all Low and Medium Density Residential (R-4 through R-12) zones.
- Open Space: The site will only provide one residential unit and it is recommended landscaping requirements for the site should be considered akin to requirements of single-family homes. Side and rear yard setbacks will determine the minimum areas needed for landscaping.
- Uses and Performance Standards: Robust performance standards should be developed alongside neighborhood associations to ensure that residents feel there is a predictable nature to new live-work units that reflects local values and needs. Performance standards should be more stringent than the City's general commercial performance standards since the immediate surrounding uses will be more sensitive to noise, smells, dust, and debris than higher-density zones.

Live-work units present a unique opportunity to allow low-impact types of retail or services in residential zones, encouraging walkability and creating supportive commercial "pockets" in typically residential exclusive areas. This proposed use will require ongoing community conversations to dispel misunderstandings of the intentions of this use and affirm what uses residents would support seeing. Corner stores, coffee shops and cafes, or small home-run businesses (i.e. event planning, tutoring, etc.) would be appropriate for the Low and Medium Density Residential (R-4 through R-12) zones. Special consideration of live-work unit permitted uses must be given to gather community support. A live-work unit would be appropriate for the Medium Density Residential (R-8 and R-12) zone, there could be potential opportunities to support small-scale, community-oriented retail uses in the Low Density Residential (R-4 and R-6) zone. "Transition" areas could be identified in the City's maps to specifically outline where live-work units would be beneficial within a proximal distance to a Medium Density Residential (R-8 and R-12) zone.



**6.2 FEE STRUCTURES**

Shoreline’s current fee structure can be broadly broken down into two categories: permit fees and impact fees. Fees are updated annually through a rate study and are adopted by City Council for a calendar year. Permit fees have either a flat rate or an hourly rate. Impact fees are charged on either a per-unit basis for residential development or a per-square-foot basis for commercial development.

*Permit Fees*

Residential developments typically require a building permit, a wastewater permit for new connections, and a right-of-way permit for frontage improvements. Depending on the development there may also be a subdivision permit. In some circumstances, a development may require environmental review, which does not require a separate permit but does add additional fees. The table below lists impact fees at the 2023 rate.

<b>Building Permit Fees</b>
Fees are assessed based on the valuation of the project. Once the valuation has been determined and a base fee applied, an hourly review rate is charged. This method is the same for single-family and multi-family development.
<b>Wastewater Permit Fees</b>
Fees are charged based on an hourly rate, with a minimum fee of 3 hours of review. This method is the same for single-family and multi-family development. If a development has multiple buildings each with it’s own connection to the sewer system, then additional fees apply.
<b>Right-of-way Permit Fees</b>
Fees are charged based on an hourly rate, with a minimum fee of 4-hours of review. This method is the same for single-family and multi-family development.

The existing permit fee structures address single-family detached, accessory dwelling units, commercial and multi-family development, subdivisions including unit-lot subdivisions as well as multiple buildings on one lot. Middle housing could be easily integrated into the existing permit fee structure. For developments that are either more complex, or have more complex codes to comply with, development can take longer resulting in larger fees for development. This is an important consideration when creating development codes. If the codes and necessary processes for establishing middle housing are complex or take a long time, this will result in greater permit fees which may ultimately disincentivize this type of development.

*Impact Fees*

Residential developments are charged impact fees, a one-time fee charged during the permitting process to fund city services including fire, parks, and transportation. At the time of this report, Shoreline does not charge school impact fees.

<b>Fire Impact Fees</b>	
Single-Family: \$2,311.00/unit (includes townhomes)	Multi-Family: \$2,002.00/unit
<b>Park Impact Fees</b>	
Single-Family: \$5,227.00/unit (includes townhouses)	Multi-Family: \$3,428.00/unit
<b>Transportation Impact Fees</b>	
Single-Family: \$8,590.50/unit	Multi-Family: \$5,566.35/unit (includes townhouses)

Impact fees are an area where Shoreline could better consider forms of middle housing. Presently the impact fee schedule does not contemplate middle housing as it is largely not a permitted form of development. Shoreline does allow a form of middle housing: townhomes. Townhomes are considered multi-family for the purposes of transportation impact fees, but single-family for the purposes of park and fire impact fees.

Charging impact fees on a per-unit basis disincentivizes both small single-unit and small multi-unit development. Why would a developer build a 1,000 square foot home when they could build a 3,000 square foot home and the impact fees are the same? Why build a fourplex of 800 square foot units when you could build a 3,200 square foot home and pay less in impact fees? A per-unit approach to impact fees disincentivizes development of small-scale multi-unit buildings. This model of impact fees encourages both units *and* buildings to be built as large as possible since higher sales price for large units and higher volume of units in large buildings will offset the cost of impact fees. A per-unit fee assumes each unit, regardless of size or location, will have the same proportionate impact on city services, which is simply not true.

Shoreline should study different models of assessing impact fees for new development to address the different forms of housing and their proportionate impacts on city services. For example, impact fees could be based on unit square footage, or adjusted based on a development's proximity to transit.

### 6.3 INCENTIVES

Shoreline has approximately 118-acres of vacant or underdeveloped lands in low-density residential zones according to the King County Urban Growth Capacity Report in 2021<sup>32</sup>. The central Puget Sound region is growing, and denser forms of housing are needed to meet the needs of existing residents and proactively plan for future residents. To achieve this increased density, incentives for identifying and developing lots with density capacity is critical. The following section describes existing incentives and notes how they may need to be revised to encourage middle housing and recommended new incentives to support housing supply, diversity, and missing middle housing.

#### EXISTING INCENTIVE OPPORTUNITIES

*Density Bonuses.* Density bonuses are a zoning tool that permits developers to build more housing units, taller buildings, or more floor space than normally allowed in exchange for providing a defined public benefit, such as including affordable units in the development. As discussed in *Section 6.2*, the city could implement density bonuses to allow triplex, fourplex, and multiplex units in low- and medium-density residential zones. The existing density bonus programs such as Deep Green Incentive Program and Affordable Housing are not designed to be implemented in R-4 and R-6 zones. These programs could be adapted to encourage middle housing in low-density residential zones.

---

<sup>32</sup> King County, "2021 King County Urban Growth Capacity Report". Pg. 169. December 14, 2021.

*Fee Waivers or Reductions.* Costs associated with the development process, such as impact fees and building permit fees, can be reduced or eliminated to encourage selected types of development. Shoreline's existing programs are for affordable units (units making 60% or less of the area median income) and the Deep Green Incentive Program. These existing programs could be designed and marketed to address middle housing forms more specifically.

*Flexible Development Regulations.* Existing code provides for flexible development regulations for both green building and affordable housing, however, many of these incentives do not apply in R-4 and R-6 zones. These incentives allow lot size, setbacks, sidewalks, street widths, height, and other development standards to vary from what is otherwise prescribed by the zoning code. These incentives could be revised to include middle housing forms and low-density residential zones.

*Form-Based Zoning.* Shoreline has the start of a form-based zoning code in the MUR zones. This kind of zoning is silent on density and use and instead focuses on the form of the built environment: building size, design, street/ block scale, streetscape, and open space standards, as well as cohesion with surrounding development. This allows a variety of uses to co-locate within a zone. Middle housing could take a similar approach to the MUR zones and focus on form-based regulations over density-based regulations.

*Mixed-Use Development.* Mixed-use developments co-locate two or more types of land uses in a building or project. Through zoning, jurisdictions can foster mixed-use projects, as well as a mix of uses within a planning district, such as residential, commercial, office, civic/institutional, and open space. Shoreline currently allows live-work units in the MUR-35 zone, but no other zones. Permitting this type of development in other residential zones could encourage the establishment of small businesses and create more walkable neighborhoods.

*No Maximum Densities.* Eliminating maximum densities is a zoning approach for multifamily and mixed-use districts. For this type of zoning, jurisdictions focus on the height, bulk, and design of buildings in a zoning district instead of a maximum dwelling unit per acre requirement. This incentive is related to form-based zoning. In Shoreline's MUR zones, there is no maximum density, development is instead regulated by physical limitations like height and parking. Middle housing could take a similar approach in residential zones and remain silent on maximum density, and instead focus on form.

*Parking Reductions.* Parking is frequently cited as the limiting factor in residential and commercial construction by developers. Reducing parking standards can help prevent excessive parking requirements that add to the cost of housing. Jurisdictions can better match residential parking standards with demand by studying neighborhood and resident characteristics, including existing and planned transit access. Shoreline's current parking reduction incentives are primarily focused around major transit stops or otherwise require a parking study and parking management plan or green building requirements. These incentives primarily target large multifamily projects and not infill development like middle housing. Creating parking reduction incentives that are targeted at middle housing would be a powerful incentive for this kind of development.

*Multifamily Tax Exemption.* Under state law, cities may exempt multifamily housing from property taxes in urban centers with insufficient residential opportunities. Multifamily housing means a building or group of buildings with four or more dwelling units. The city defines a

residential target area or areas within an urban center; approved project sites are exempt from ad valorem property taxation on the residential improvement value for a period of eight or 12 years. To encourage middle housing throughout the city, Shoreline could expand these property tax exemption areas to capture more residentially zoned properties that could be developed with middle housing.

### INCENTIVE RECOMMENDATIONS FOR MIDDLE HOUSING

*Pre-approved Design Plans.* Pre-approved design plans refer to any individual, company, or non-profit with a catalog of housing design plans that have already been reviewed and approved by a jurisdiction. Pre-approved plans still require construction permit review, however, the level of review and the timeline for approval is significantly reduced as city staff would focus attention on the site plan's conformance with a Zoning Code, Public Works Standards, and utility connection requirements. Pre-approved plans reduce the cost of individual homeowners or developers' permitting costs and create a more predictable timeline for construction. The cost savings could then be passed down to a buyer or renter. The City of Seattle currently offers a pre-approved Accessory Dwelling Unit (ADU) program.

*Conversion Grant Program.* Single-family homes, depending on their size and layout, can be converted into a duplex or fourplex with minimal exterior changes to the building and address community concerns about maintaining the visual cohesion of a single-family neighborhood with the benefit of offering additional dwelling units. A conversion grant program would be a tax or fee-based program that would collect funds for grant opportunities for individual owners to convert their existing single-family homes into a form of middle housing. Conversions would save costs on permitting, construction, and materials that could be passed down to a renter while empowering existing property owners to earn passive income as landlords.

*Credit Enhancement.* Credit enhancement refers to the backing of a loan or bond for an affordable housing project by a local government. This makes the investment more attractive to a bank or bond investor, therefore lowering the interest rate. The cost savings are then transferred back to the affordable housing developer.

- *Infill Development.* Infill development refers to any new development occurring on vacant or under-used parcels in already built-up areas. It can also include the redevelopment of existing properties to make more efficient use of the land. Generally, infill increases neighborhood density and the ratio of the improvement-to-land value of the property. Below are a couple of specific infill incentive opportunities the City may evaluate:
  - *Infill Mapping and Fee Reductions.* Infill development for middle housing could be encouraged through fee reductions for high priority areas. High priority areas for infill should map out specific parcels or areas in the city that would qualify for a permit or impact fee reduction. The map should call out the level of density desired (High, Medium, Low) and should be directly linked to a corresponding fee reduction. Impact fee reductions should only be offered if desired areas for infill development are adjacent to more commercialized and within the Medium

Residential zones (R-8 through R-12) where there is likely greater infrastructural capacity for additional housing units.

Fee reductions in the Low Residential zone (R-4 through R-6) should not be considered since there is likely lower infrastructure capacity. However, an alternative payment timeline could be proposed for desired infill projects and housing types that allow smaller developers or homeowners to pay impact fees within a 2-year period from permit issuance. Impact fees are a barrier for smaller developers more likely to build forms of middle housing or convert single-family homes into middle housing.

- *Flexible Development Regulations.* Flexible regulatory requirements for development could be offered in specific areas or parcels identified by the city as desirable for greater density. Parking or open space reductions could be offered in areas ripe for infill and adjacent to alternative transportation (transit or trails) areas or parks and open spaces. If developments are immediately adjacent to these services, there is a lesser need for privatized parking or open space.
- *Technical Assistance and Education.* Technical assistance could be offered for identified infill projects at a reduced or no cost to encourage developers or individual property owners to redevelop underutilized parcels. The City could offer free pre-applications meetings, on-call advising to active projects, and public education campaigns that help dispel myths about infill or middle housing. Free services could reduce the number of permit review iterations and public comments.

*Local Programs to Help Build Missing Middle Housing.* HB 2343 (laws of 2020) amended the list of potential actions in RCW 36.70A.600 to include the development of a local program that offers homeowners a combination of financing, design, permitting, or construction support to build ADUs or to convert a single-family home into a duplex, triplex or fourplex where those housing types are authorized.

*Lot Size Averaging.* Lot size averaging allows the size of individual lots within a development to vary from the zoned maximum density, provided that the average lot size in the development meets that maximum. Housing can then be developed on lots smaller than otherwise permitted in a zone, allowing for greater densities in some areas and more housing choices throughout the development.

*Enforce Minimum Densities.* Minimum densities are a key feature of zoning, but development may occur at intensities much lower than the intent of the zone (e.g., development occurs at four dwelling units/acre when maximum zoning allows for 10 DU/acre). Supplemental minimum densities can be used by jurisdictions to require more efficient use of available residential-zoned land and to ensure sufficient residential capacity to accommodate growth. While Shoreline has minimum densities in all zones, they are not equally enforced. Strengthening the code to remove opportunities for departures from minimum densities would require property owners to create more housing units.

*Reduce Minimum Lot Sizes.* Reducing minimum lot sizes is a key strategy to make efficient use of public infrastructure and increase affordability. It increases a community's land capacity by

allowing a greater number of dwelling units, particularly in areas close to transit and other amenities.

*Strategic Marketing of Housing Incentives.* Provide informational materials so homeowners and developers can easily review density bonuses and other incentives to promote middle housing. Collaborate and prepare informational materials with the Economic Development Director to encourage small business support programs for establishment of live/work units.

*Change Impact Fee Structure.* Impact fees based on the number of units disincentivize development of small-scale multi-unit buildings and encourage building units as large as possible since higher prices help mitigate impact fees. A fee structure based on unit size, as an example, could incentivize the construction of smaller, more affordable units.

## 6.4 PERMITTING PROCEDURES

### EXISTING

As previously described in *Section 4 Single Family Zoning*, low-density zones are intended to permit residential units on larger lots and do not permit commercial uses, while medium residential zones have smaller lot size requirements and allow compatible commercial uses. The Low Density Residential (R-4 and R-6) and Medium Density Residential (R-8 and R-12) zones are exclusive to attached or detached single family homes and no other forms of middle housing are permitted in these zones at the time of this report. Notably, triplexes permitted in the Medium Density Residential zones (R8 – R12) but are not currently legal under the Shoreline Municipal Code.

Below is the Residential Use Table provided under SMC 20.40.120. Affordable Housing and Single Family Attached Dwellings (duplexes) are currently allowed in the Low Density Residential (R-4 and R-6) and Medium Density Residential (R-8 and R-12) zones with an approved building permit from the city. Multifamily is currently allowed in the R-8 and R-12 zones with an approved conditional use permit (CUP), but not in the R4-R6 zone. In order to allow incorporation of missing middle housing in low and/or medium density zones, the city should consider revising the Shoreline Municipal Code to incorporate excluded types into the existing building permit application and CUP application processes.

Exhibit 19: Residential Uses per SMC 20.40.120

Table 20.40.120 Residential Uses

NAICS #	SPECIFIC LAND USE	R4-R6	R8-R12	R18-R48	TC-4	NB	CB	MB	TC-1, 2 & 3
<b>RESIDENTIAL GENERAL</b>									
	Accessory Dwelling Unit	P-i	P-i	P-i	P-i	P-i	P-i	P-i	P-i
	Affordable Housing	P-i	P-i	P-i	P-i	P-i	P-i	P-i	P-i
	Home Occupation	P-i	P-i	P-i	P-i	P-i	P-i	P-i	P-i
	Manufactured Home	P-i	P-i	P-i	P-i				
	Mobile Home Park	P-i	P-i	P-i	P-i				
	Multifamily		C	P	P	P	P-i	P	P
	Single-Family Attached	P-i	P	P	P	P			
	Single-Family Detached	P	P	P	P				

Source: Shoreline Municipal Code (SMC 20.40.120)

**RECOMMENDATIONS**

*Triplex and Fourplex.* Out of the discussed middle housing types, the triplex and fourplex have the lowest intensity dimensional standards. Both generally align with the dimensional standards of the R-8 and R-12 zones. The triplex and fourplex types could be adopted into the “multifamily” residential general uses, or distinguished as their own separate residential use, and allowed in the R-4 through R-12 zones under a P-I permitting procedure. P-I, as described in SMC Table 20.40.120 Residential Uses, means an outright permitted use with indexed supplemental criteria.

With the outright permitted status, the triplex and fourplex could be processed under a building permit application (per SMC 20.30.040) with associated building permit fees (see *Section 6.3 Fee Structures*). Allowing these types to be permitted under a Building Permit - Type A Action would decrease target time limits for decisions, streamline the overall permit review process, and allow middle housing to be developed in a more time-efficient manner. Expanding the range of uses permitted under the building permit application would also allow a range of developers to be able to afford the application fees for these types of structures, increasing accessibility to small and big developers.

*Multiplex and Live-Work.* As discussed in *Section 6.2 Placement Considerations of Middle Housing*, these types have higher intensity uses and larger overall dimensional requirements. Therefore, these types of middle housing are not appropriate in all zones. Allowance in a low-density residential zone like R-4 or R-6 may have specific location requirements, like being located on an arterial street or a transit route. Although a multiplex does not have incorporated commercial uses, the lot area, lot width, and unit capacity are at least twice as much as a triplex or fourplex unit. A multiplex will therefore require a larger lot with higher density capacity. To allow these types of middle housing, specific design criteria should be required for approval.

Live-work units are currently only allowed in the MUR-35' zone (SMC 20.40.436) congruent with an approved building permit from the city. The mixed-use residential zones provide for multi-family development, commercial uses, retail, and other compatible uses within the light rail station subareas. If this type were to be considered in the medium-density residential zone (R-8 and R-12), additional considerations about location, and design and conditions should be implemented in the permit process.

Multiplex and Live-Work types are expected to have higher impacts than the triplex or fourplex design. Both types are also expected to have more complex utility, sewer, stormwater, landscaping, and frontage improvement designs.

The city should consider revising the Shoreline Municipal Code to incorporate these middle housing types with careful consideration of location and design standards while keeping procedural requirements as close to single-family residential development permitting as possible.

**6.5 REGULATIONS & POLICIES**

As required under the *Middle Housing Grant*, consideration of the city's existing Housing and Land Use element policies is required to determine what level of changes are necessary to support the development of middle housing. Please see the policy analysis in *Appendix B and Appendix C*. Each evaluated goal and policy received an evaluation score of S (Supporting), A (Approaching), or C (Challenge) in Appendix B and C. Policies that were not applicable to middle housing or the intent of the *Middle Housing Grant* were not included in the policy analysis. The scores inform how policies can be revised to better support the development of middle housing. Exhibit 21 below is an example of the evaluation rubric template utilized by the City.

Exhibit 20: Policy Evaluation Rubric

Criteria	Evaluation
The policy is valid and supports middle housing. The policy is needed and addresses identified middle housing development.	<b>S</b> Supportive
The policy can support development of middle housing but may be insufficient or does not address middle housing specifically.	<b>A</b> Approaching
The policy may challenge the jurisdiction's ability to support middle housing development. The policy's benefits and burdens should be reviewed to optimize the ability to meet the policy's objectives.	<b>C</b> Challenge

The Housing Element is where the primary focus on comprehensive plan policy analysis was conducted in relation to the scope of the *Middle Housing Project*. As described in *Appendix B Housing Policy Analysis*, there are a number of policies that somewhat support the implementation of middle housing. Recommended policy changes are primarily related to reducing vague language, expanding policies to recognize or include middle housing, and revising policies to become more actionable. Please see *Appendix B* for the recommended changes to the Housing Element policies. Middle housing is not completely addressed by the current Comprehensive Plan



Land Use Element policies, however, there is language that should be revised to address regulatory barriers within the element that challenge the implementation of middle housing into residential zones. Please see *Appendix C Land Use Policy Analysis* for the recommended changes to Land Use Element policies that address middle housing and residential zones or uses. Additional policies were crafted to more clearly support steps needed to implement middle housing as shown in *Appendix B* and *Appendix C*.

### REGIONAL POLICY REQUIREMENTS AND HB 1110

As part of the 2024 Comprehensive Plan update process, the City is required to revise element goals and policies to be consistent and aligned with regional planning agencies. Shoreline will be required to demonstrate consistency with the 2020 Puget Sound Regional Council (PSRC) Vision 2050<sup>33</sup> policies and 2021 King County Countywide Planning Policies<sup>34</sup>. In the 2023 Washington State legislative session, a new bill impacting how middle housing can be integrated into low-density single-family zones was passed. This bill is known as House Bill 1110 (HB 1110) and requires all cities within a county that has a large city with a population of at least 275,000 to permit a minimum of two housing units per lot on all lots zoned for primarily residential use. Shoreline is required to adhere to the new land use requirements prescribed by HB1110. At the time of this report's drafting, HB 1110 had not yet been passed, however, as a result of HB1110 there are anticipated changes to the regional policies that will support certain forms of middle housing throughout low-density residential zones that go beyond the recommendations in this report. New regional policies were not available at the time of this report but will be addressed by the City of Shoreline during the Comprehensive Plan update.

---

<sup>33</sup> Puget Sound Regional Council, "VISION 2050: A Plan For the Central Puget Sound Region". October 29, 2020. <https://www.psrc.org/sites/default/files/2022-11/vision-2050-plan.pdf>

<sup>34</sup> King County, "2021 King County Countywide Planning Policies". December 21, 2021. [https://kingcounty.gov/en/-/media/depts/executive/performance-strategy-budget/regional-planning/CPPs/2021\\_CPPs-Adopted\\_and\\_Ratified.ashx](https://kingcounty.gov/en/-/media/depts/executive/performance-strategy-budget/regional-planning/CPPs/2021_CPPs-Adopted_and_Ratified.ashx)

## Section 7      Next Steps

Based on the demographics of Shoreline, middle housing will be a desirable housing choice for individuals, small families, and older adults who are looking to downsize. In alignment with the City's Comprehensive Plan Housing Element Goal H II, development regulations for middle housing will encourage development of an appropriate mix of housing choices through innovative land use and well-crafted regulations. As public participation proceeds, the community, Planning Commission and City Council, have the opportunity to evaluate where and how middle housing should be developed.

The next step in evaluating middle housing legalization is engaging the public, community organizations, and developers to solicit feedback on how to better craft the Development Code regulations, implement middle housing, and effectively encourage middle housing development. The purpose of engagement is to both educate the public on proposed changes to their community and to collaborate on policies and solutions encouraging a variety of housing types that meet the community's identified housing needs.

Engagement is an opportunity to establish a common vision for how middle housing will integrate into the existing Shoreline community and develop a uniform community understanding of the purpose and benefits of middle housing. Public engagement as a part of the Middle Housing grant effort will occur between January and April 2023 and will be guided by the *Public Participation Plan*, which identifies key stakeholders, public interest groups, and community members, and how to effectively elicit participation from them in the development of middle housing regulations. The *Public Participation Plan* identifies the following strategies to educate and collect public feedback on the project: Stakeholder Focus Groups, Community Organization Meetings, public meeting, and informational handouts. Public engagement is expected to continue after the grant effort concludes as part of the City's Comprehensive Plan update.

- **Utility Capacity Study:** A utility capacity study is a vital step toward introducing middle housing to lower density residential zones. High density and commercial zones have historically been considered the areas of a city with greater capacity for water, sewer, stormwater, and electric utilities. Introducing middle housing into lower density zones may create a service-capacity issue that becomes a development barrier. A study is needed to understand the full capacity and availability of necessary utilities in the Low and Medium Density Residential (R4-R18) zones to appropriately understand what forms of middle housing are the most suitable for existing utilities and develop a phasing plan to upsize utilities for other forms of middle housing to eventually be introduced.
- **Use Feasibility Studies:** This Existing Conditions Report is intended to be general in nature, however each middle housing type should warrant a specialized feasibility study that analyzes the need for changes to the Future Land Use Map and Zoning Map, required code changes to align uses to zones, and engage with residents and the developer community to ensure drafted regulations are appropriate, usable, and encourage development.
- **Priority Infill Mapping for Middle Housing:** A mapping tool should be created to identify which areas of the city are considered a high priority area for middle housing infill development. The mapping tool can be used to support middle housing design driven deviations, identify where specific incentive programs should be implemented, and act as a tool of communication. Transparency for developers and residents alike in where middle housing is primarily encouraged to be developed will reduce barriers to development by providing transparency on infill incentive applicability and eligible lots.

- **Fee Rate Study:** A fee rate study is recommended to evaluate opportunities for fee reductions, options for rate calculation, and permitting costs. The study should be completed in tandem with the utility capacity study, comprehensive plan update, and the transportation improvement plan to determine what options there are to incentivize middle housing.
- **Development Barriers:** Private developers, large and small, can feel left out of the code development process despite being the ones driving development. There should be more opportunities for developers to work alongside city staff to identify major barriers to development of these forms of middle housing early in the code writing process.

The Existing Conditions Report, additional studies, and engagement results will directly inform how the initial draft of middle housing regulations will be written. Middle housing regulations will be drafted and reviewed for consistency with the City's adopted plans and regulations and professional recommendations, as well as state regulations and guidance. The draft regulations will be presented at Planning Commission and a separate City Council meeting for formal review, public comments, and final adoption.

Section 8 Appendices

8.1 APPENDIX A: IDEAL MIDDLE HOUSING AND EXISTING RESIDENTIAL STANDARDS

A dimensional analysis of middle housing in Shoreline zoning districts is captured in the tables below. Table 1 is the “idealized” dimensional and development standards for middle housing, as described in *Missing Middle Housing* by Daniel Parolek. “Idealized” refers to the optimal conditions to increase middle housing to the furthest extent possible while retaining reasonable development standards that conform to surrounding properties and uses. The “idealized” standards are meant to be guiding examples but are not strict requirements for middle housing development. Tables 2 and 3 are existing dimensional requirements provided in the Shoreline Municipal Code.

Table 1- Idealized Middle Housing Standards

Idealized Standards	Duplex	Triplex	Fourplex	Multiplex	Live-Work
<i>Number of Units</i>	2	3	4	12	1
<i>Net Density (du/acre)</i>	16-25	25 - 31	22 - 29	37 - 48	15
<i>Gross Density (du/acre)</i>	13-18	20 - 23	18 - 22	30 - 35	11
<i>Lot Width (ft)</i>	35-45	Min. 30 40 - 45	50 - 60	95 - 105	25
<i>Lot Area (sq. ft)</i>	3,500-5,625	4,200 – 5,175	6,000 – 7,000	10,925 – 14,175	3,000
<i>Front Setback (ft)</i>	15	15	15	15	10
<i>Side Setback (ft)</i>	5	5	5	5	0
<i>Building Height (ft)</i>	21	30	21	28	38
<i>Unit Size (sq. ft)</i>	1,008	1,008	1,200	765	1,750

# Att. A - Existing Conditions Report - Middle Housing

## EXISTING CONDITIONS REPORT

Table 2- Mixed Residential Use Zone Standards (Per SMC 20.50.020)

STANDARDS	MUR-35'	MUR-45'	MUR-70'
Base Density: Dwelling Units/Acre	N/A	N/A	N/A
Min. Density	12 du/ac (17)	18 du/ac	48 du/ac
Min. Lot Width (2)	N/A	N/A	N/A
Min. Lot Area (2)	N/A	N/A	N/A
Min. Front Yard Setback (2) (3)	0 ft if located on an arterial street 10 ft on nonarterial street 22 ft if located on 145th Street (15)	15 ft if located on 185th Street (15) 0 ft if located on an arterial street 10 ft on nonarterial street 22 ft if located on 145th Street (15)	15 ft if located on 185th Street (15) 22 ft if located on 145th Street (15) 0 ft if located on all other streets
Min. Rear Yard Setback (2) (4) (5)	5 ft	5 ft	5 ft (20)
Min. Side Yard Setback (2) (4) (5)	5 ft	5 ft	5 ft (20)
Base Height (9) (16)	35 ft	45 ft	70 ft (11) (12) (13)
Max. Building Coverage (2) (6)	N/A	N/A	N/A
Max. Hardscape (2) (6)	85%	90%	90%

# Att. A - Existing Conditions Report - Middle Housing

## EXISTING CONDITIONS REPORT

Table 3- Residential Zone Dimensional Requirements (Per SMC 20.50.020)

Residential Zones								
STANDARDS	R-4	R-6	R-8	R-12	R-18	R-24	R-48	TC-4
Base Density: Dwelling Units/Acre	4 du/ac	6 du/ac (7)	8 du/ac	12 du/ac	18 du/ac	24 du/ac	48 du/ac	Based on bldg. bulk limits
Min. Density	4 du/ac	4 du/ac	4 du/ac	6 du/ac	8 du/ac	10 du/ac	12 du/ac	Based on bldg. bulk limits
Min. Lot Width (2)	50 ft	50 ft	50 ft	30 ft	30 ft	30 ft	30 ft	N/A
Min. Lot Area (2) (13)	7,200 sq ft	7,200 sq ft	5,000 sq ft	2,500 sq ft	2,500 sq ft	2,500 sq ft	2,500 sq ft	N/A
Min. Front Yard Setback (2) (3) (14)	20 ft	20 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft
Min. Rear Yard Setback (2) (4) (5)	15 ft	15 ft	5 ft	5 ft	5 ft	5 ft	5 ft	5 ft
Min. Side Yard Setback (2) (4) (5)	5 ft min.	5 ft min.	5 ft	5 ft	5 ft	5 ft	5 ft	5 ft
Base Height (9)	30 ft (35 ft with pitched roof)	30 ft (35 ft with pitched roof)	35 ft	35 ft	35 ft (40 ft with pitched roof)	35 ft (40 ft with pitched roof) (16)	35 ft (40 ft with pitched roof) (8) (16)	35 ft (16)
Max. Building Coverage (2) (6)	35%	35%	45%	55%	60%	70%	70%	N/A
Max. Hardscape (2) (6)	45%	50%	65%	75%	85%	85%	90%	90%

8.2 APPENDIX B: MIDDLE HOUSING – HOUSING ELEMENT POLICY ANALYSIS

[This page is intended to be blank]

## Att. A - Existing Conditions Report - Middle Housing

Appendix B: 2012 Housing Element Goals and Policies Evaluation					
Housing Policy	Topic	Evaluation Score	Evaluation (Why?)	Revision or New Policy	Rationale
Goal H I Provide sufficient development capacity to accommodate the 20 year growth forecast and promote other goals, such as creating demand for transit and local businesses through increased residential density along arterials; and improved infrastructure, like sidewalks and stormwater treatment, through redevelopment.	New Development	A	This goal approaches supporting middle housing policy by aiming to meet state growth forecasts and providing adequate infrastructure to serve existing and new households within a service area. This goal only approaches supporting Middle housing programs by not explicitly encouraging Medium density styles of housing.	Revised Goal (H I): <i>Provide sufficient development capacity to meet 2044 regional growth and address other housing goals, such as creating demand for transit and local businesses through increased residential density along arterials; and improved infrastructure, like sidewalks and stormwater treatment, through redevelopment and the encouragement of medium density residential development</i>	The policy does not explicitly challenge the feasibility of middle housing, and by adding the broad language to encourage medium density
Goal H II Encourage development of an appropriate mix of housing choices through innovative land use and well-crafted regulations.	New Development	S	This goal is supportive of middle housing by supporting the appropriate mix of housing choices, which includes Middle housing.	Revised Goal (Goal H II): <i>Encourage development of a wider variety of housing types at all affordability levels through innovative land use, well-crafted regulations, and development incentives.</i>	Changed "an appropriate mix of housing choices" to "a wider variety of housing types" to described the goal's intent more accurately and to distribute the benefits of the policy more equitably. This policy is already very aligned with Middle housing goals.
Goal H III Preserve and develop housing throughout the city that addresses the needs of all economic segments of the community, including underserved populations, such as households making less than 30% of Area Median Income.	New Development	S	This goal supports Middle housing policy by encouraging development for all economic segments of the community, and specifically identifying households making less than 30% of Area Median Income. Identifying this income bracket will help guide the subsequent policies that specifically address affordable housing production in encouraging housing production at this income bracket.	No recommended revisions	
Goal H IV "Protect and connect" residential neighborhoods so they retain identity and character, yet provide amenities that enhance quality of life.	Amenity Access	C	This goal may represent a challenge to Shoreline's ability to create middle housing by creating a rational to maintain the status quo development regulations. While Middle housing can be created using clever development regulations that maintain existing housing character, the increase in density and redevelopment pressure can also change the neighborhood identify.	Revised Goal (G H IV): <i>"Protect and connect" residential neighborhoods so they retain identity and character, yet provide amenities and housing variety that enhance quality of life and provide housing affordable for all income levels.</i>	Language to preserve the neighborhood identify and character was left in place, while clarifying that these qualities should not come at the expense of housing variety or affordability.
Goal H V Integrate new development with consideration to design and scale that complements existing neighborhoods, and provides effective transitions between different uses and intensities.	Design Standards	S	This goal supports Middle housing policy by encouraging development that spans different design types and scales. Integrating middle housing developments which fit with current neighborhood scale and design is a key tenant of middle housing.	No recommended revisions	
Goal H VIII Implement recommendations outlined in the Comprehensive Housing Strategy.	Planning Process	A	Many of the housing Affordability strategies allude to middle housing themes, such as variety of housing types, affordability to different income levels, and increased density, but it never mentions middle housing	It is recommended that a policies are added to the Comprehensive Housing Strategy to explicitly support more Middle housing types if the Comprehensive Housing Strategy is updated	If the Comprehensive Housing Strategy is updated, adding more middle housing types to recommended zoning allowances would better support middle housing goals. For instance, Housing Choice and Neighborhood Character Strategy 4 could be revised as follows: "Explore the possibility of creating an urban density residential zoning category that would permit small lot development of, attached single-family home, duplex, triplex, quadplex, or townhouse developments with a design component"



## Att. A - Existing Conditions Report - Middle Housing

H1 Encourage a variety of residential design alternatives that increase housing choice.	Design Standards	S	This policy supports middle housing by encouraging a variety of residential design alternatives. Having an alternative menu of permitted residential designs, such as middle housing types, will provide housing for different family sizes and incomes. However, language of this policy is unclear as "residential design alternatives" is not defined and the desired location of these alternative designs is not specified.	New Policy (To replace H1): Allow and incentivize a wider variety of housing types at all affordability levels in all residential areas.	Changed "encourage a variety of residential design alternatives" to "allow and incentivize a wider variety of housing types at all affordability levels" to describe the policy intent more accurately and to distribute the benefits of the policy more equitably. The housing market and developers are inclined to build affordable housing when they receive value and profit from the project. The word "incentivize" is included to encourage the city to offset value lost when developers integrate affordability (i.e., grants available to affordable housing developers, density bonuses, etc.)
H3 Encourage infill development on vacant or underutilized sites.	New Development	A	This policy is not inherently in opposition to Middle housing, but it does not support it dramatically. Middle housing can be a method for infill development, but encouraging middle housing as infill development would take more focus and special attention.	Policy Revision (H3): <i>Encourage infill development on vacant or underutilized sites</i> while maintaining the scale and form of buildings in established residential neighborhoods through adoption of context sensitive regulations.	The new policy provides a building design solution to infill development, allowing new development to create additional density while not changing the character of neighborhoods.
H4 Consider housing cost and supply implications of proposed regulations and procedures.	Planning Process	A	This policy encourages additional processes toward evaluating the potential of increasing home prices of a neighborhood, or allowing specific types of units within a neighborhood, before implementing regulations and procedures. The goal of creating middle housing is to increase the number of housing units available to people in the middle of the income ladder, and careful consideration that existing units which already fulfill this goal will not be threatened by policy changes should be taken before changes are made.	Policy Revision (H4): <i>Consider housing cost and supply implications of proposed regulations and procedures</i> to ensure implementation results in the intention of policy.	The revised policy language acknowledges the effect the private side of development has on the housing landscape more completely.
H5 Promote working partnerships with public and private groups to plan and develop a range of housing choices.	Planning Process	S	This policy helps the city coordinate housing development with housing developers with the goal of increasing the range of housing choices available. Encouraging these partnerships should create development procedures which are agreeable to both parties, private and public.	Policy Revision (H5): <i>Promote working partnerships with public, private, and community groups to plan and develop a range of housing choices.</i>	The revised policy seeks to include community groups in the planning process to help increase the alignment between desired housing types and development processes.
H6 Consider regulations that would allow cottage housing in residential areas, and revise the Development Code to allow and create standards for a wider variety of housing types.	New Development	S	Allowing cottage housing in residential areas may provide more affordable housing options for low-income households. Although allowing a wider variety of housing types feels secondary to allowing cottage housing and is repetitive of H1, this also supports the intention of creating more Middle Housing. Recent passage of legislation allowing cottage housing in some residential zones may also require a change in policy.	Policy Revision (H6): <i>Continue to allow and monitor cottage housing in residential areas, and revise the Development Code to allow and create standards for a wider variety of housing types.</i>	The policy has been changed to account for the recent permitance of cottage housing. The second half has been deleted to account for the overlap with H1
H7 Create meaningful incentives to facilitate development of affordable housing in both residential and commercial zones, including consideration of exemptions from certain development standards in instances where strict application would make incentives infeasible.	Affordable Housing Incentives	A	Creating incentive schemas which appropriately encourage community desire housing development is a key component of middle housing, but this policy seems more geared towards development standard exemptions to encourage affordable housing	Policy Revision (H7): <i>Create meaningful incentives to facilitate development of affordable housing and Middle housing types in both residential and commercial zones, including consideration of exemptions from certain development standards in instances where strict application would make incentives infeasible.</i>	This policy revision explicitly includes middle housing in the types of housing which should be considered for exemption from development standards and receive meaningful incentives.
H8 Explore a variety and combination of incentives to encourage market rate and non-profit developers to build more units with deeper levels of affordability.	Affordable Housing Incentives	C	This policy is too broad to support any middle housing goals. "Deeper levels of affordability" is unclear, and could be interpreted in multiple ways. Revisions to this policy should be made to clarify the intent.	Revised Policy (H8): <i>Explore a variety and combination of incentives to encourage market rate and non-profit developers to build units affordable to extremely low, very low, low income, and moderate income groups.</i>	Revising this policy to specify what "deeper levels of affordability" means should create a more actionable policy. By adding specific, and commonly accepted, income levels the city can evaluate if they are encouraging and creating the right amount of housing to fulfill the intention of this policy.

## Att. A - Existing Conditions Report - Middle Housing

H14 Provide updated information to residents on affordable housing opportunities and first-time home ownership programs.	Community Engagement	A	Establishing public outreach and education of available programs will help community members utilize the resources available to them. This policy, in tandem with policies which encourage affordable ownership middle housing options, should encourage community interest in middle housing options. Language should be added to this policy to encourage the dispersion of information related to middle housing.	Revised Policy (H14): <i>Provide updated information to residents on affordable housing opportunities, middle housing options, and first-time home ownership programs.</i>	Added language related to middle housing options to inform the community of the full spectrum of housing available to them. Fostering greater interest in this housing type may also increase pressure on developers to create middle housing types.
H15 Identify and promote use of surplus public and quasi-publicly owned land for housing affordable to low- and moderate-income households.	New Development	S	Donating surplus public land to developers who will create housing affordable to low and moderate income households should encourage the development of low income and moderate income housing, including middle housing types. Ensuring that the correct land is allocated to the correct developer or project will be key to providing the correct amount of each housing type.	Revised Policy (H-12): <i>Identify, inventory, and promote use of surplus public and quasi-publicly owned land for housing affordable to low- and moderate-income households.</i>	This policy can be improved by adding the term "inventory". It will be important for the City to create an inventory of surplus land feasible for low and moderate income housing development. A regularly updated inventory will keep the city informed of development opportunities, and create a shareable marketing tool to educate developers on buildable lands in Shoreline.
H20 Pursue public-private partnerships to preserve existing affordable housing stock and develop additional units.	Public and Private	A	Public and private efforts can help to preserve existing affordable housing inventory and allow residents to stay in housing they can afford. Changing some of the language in this policy can also help preserve housing stock affordable to residents with low or moderate income. Previous policies found in this plan already encourage coordination between the public and private sphere to develop additional units, thus this second focus is redundant.	Revised Policy (H20): <i>Pursue public-private partnerships to preserve existing affordable housing stock affordable to all income levels. <del>and develop additional units.</del></i>	Developing additional housing units is already encouraged in other policies throughout this plan. Reducing this redundancy will help clarify the housing element. Including language to preserve housing at all income levels will help expand the benefits of this policy to more Shoreline residents. .
H23 Assure that site, landscaping, building, and design regulations create effective transitions between different land uses and densities.	Design Standards	A	Middle housing can provide the transition between low density residential areas and high density or commercially zoned areas in the city. This policy can help support the creation of more middle housing by using middle housing as a transition between these land uses and densities. However, by not mentioning middle housing it approaches supporting this housing type rather than fully supporting it.	Revised Policy (H23): <i>Assure that site, landscaping, building, housing types, and design regulations create effective transitions between different land uses and densities.</i>	By adding housing types as a method to create transition between different land uses and densities, the city supports using middle housing types to create transition between different housing densities.
H24 Explore the feasibility of implementing alternative neighborhood design concepts into the City's regulations.	Housing Diversity	A	This policy is broad and unclear, but depending on the neighborhood design concepts chosen and codified by the city, it could encourage the proliferation of missing middle housing. Using form based code could encourage the proliferation of middle housing by incentivizing medium density housing in the form and scale appropriate to the neighborhood at hand.	Revised Policy (H24): <i>Explore the feasibility of implementing <del>alternative neighborhood design concepts</del> or form based code into the City's regulations.</i>	Added form based code as a concept for the city to explore along with neighborhood design concepts. Form based code can help provide more middle housing by regulating density by bulk instead of regulating density outright.
H28 Improve coordination among the County and other jurisdictions, housing and service providers, and funders to identify, promote, and implement local and regional strategies that increase housing opportunities.	Coordination	A	Cross jurisdictional coordination allows jurisdictions of similar sizes and needs to pool resources, share solutions, and address shared issues. This is generally supportive of creating increased housing opportunities, but it does not explicitly recommend creating variety of housing types which are affordable to all income levels. Coordination across jurisdictional boundaries help the city serve it's community by creating consistent housing across jurisdictional boundaries.	Revised Policy (H28): <i>Improve coordination among King and Snohomish County and other surrounding jurisdictions, housing and service providers, and funders to identify housing needs, and implement local and regional strategies that create appropriate housing supply and variety.</i>	Added "housing supply variety" to encourage the development of more levels of affordability as opposed to just more opportunities. Creating housing that caters to resident's financial assets is just as important as creating enough housing. Note that
H30 Collaborate with King and Snohomish Counties, other neighboring jurisdictions, and the King County Housing Authority and Housing Development Consortium to assess housing needs, create affordable housing opportunities, and coordinate funding.	Coordination	S	This policy is approaching supporting middle housing, but is partially redundant to housing policy H28. To create policies which are internally more consistent, it is recommended that these two policies are separated.	Revised Policy (H30): <i>Collaborate with <del>King and Snohomish Counties, other neighboring jurisdictions, and</del> the King County Housing Authority, Housing Development Consortium, and other housing organizations to assess housing needs, create affordable housing opportunities, and coordinate funding.</i>	Removing language related to coordination with the county removes redundancies between this policy and policy H28. Separating these policies clarifies each of their intentions.

## Att. A - Existing Conditions Report - Middle Housing

<p>H31 Partner with private and not-for-profit developers, social and health service agencies, funding institutions, and all levels of government to identify and address regional housing needs.</p>	<p>Public and Private</p>	<p>S</p>	<p>Working with other entities relevant to Shoreline's community can help ensure that regional housing needs are fully understood and addressed. This housing policy supports middle housing by bringing in developers, health service agencies, and all governmental levels into the housing needs conversation.</p>	<p>Revised Policy (H31): <i>Partner with private and not-for-profit developers, social and health service agencies, funding institutions, community groups, and all levels of government to identify and address regional housing needs.</i></p>	<p>Adding Community groups fills out the other stakeholders which should be partnered with to more completely identify and address regional housing needs. Community groups can be a very valuable asset in understanding the housing situation, and policy should reflect this.</p>
<p>H32 Work to increase the availability of public and private resources on a regional level for affordable housing and prevention of homelessness, including factors related to cost-burdened households, like availability of transit, food, health services, employment, and education.</p>	<p>Public and Private</p>	<p>S</p>	<p>Public and private efforts can help preserve existing affordable housing inventory and create a broader base of resources for the city to work with when addressing housing related issues such as those listed.</p>	<p>Revised Policy (H32): <i>Work to increase the availability of public and private resources on a regional level for affordable housing and prevention of homelessness, including factors related to cost-burdened households, like availability of transit, food, health services, employment, education, and housing variety.</i></p>	<p>The addition of housing variety as a factor which relates to cost burden increases this policy's support for middle housing. Coordination of public and private resources should include coordination on this topic.</p>
<p><i>New Policy</i></p>	<p>Community Engagement</p>	<p>S</p>	<p>Public education is a necessary effort to dispel misunderstandings and myths surrounding forms of housing that are considered "new" or "different" in communities that historically have been single family residential and apartment exclusive communities.</p>	<p><i>Educate the public about community benefits of middle housing in order to promote acceptance of local proposals.</i></p>	

8.3 APPENDIX C: MIDDLE HOUSING – LAND USE ELEMENT POLICY ANALYSIS

[This page is intended to be blank]

## Att. A - Existing Conditions Report - Middle Housing

### Appendix C: 2012 Land Use Element Goals and Policies (Sections 1-3) Evaluation

Land Use Policy	Topic	Evaluation Score	Evaluation (Why?)	Revision or New Policy	Rationale
Goal LU I Encourage development that creates a variety of housing, shopping, entertainment, recreation, gathering spaces, employment, and services that are accessible to neighborhoods.	Compatible Land Uses	S	This policy focuses on supporting a diversity of uses in proximity to neighborhoods. There could be clearer support for a variety of housing types by emphasizing that middle housing should be primarily within the vicinity of commercial, municipal, or transit services.	Revised Goal LU I: Encourage development that creates <i>and supports</i> a variety of <i>compatible</i> housing forms, shopping, entertainment, recreation, gathering spaces, employment, and services that are accessible to <i>residents throughout the City</i> .	This goal is an opportunity to clarify where the city would encourage a variety of compatible land uses should be in proximity to certain forms of housing and clarify some of the language that currently exists in the policy.
Goal LU II Establish land use patterns that promote walking, biking and using transit to access goods, services, education, employment, recreation.	Accessibility	S	Middle housing would be supported by alternative modes of transportation and uses within a proximal distance since parking is anticipated to be a major component of future code development work. When considering where middle housing should go, proximity to these supportive facilities should support lower parking requirements and demands for both the residential and non-residential uses.  Supportive policies to this goal should specifically calls out middle housing as an effective land use to enhancing accessibility to services. .	No recommended revisions.	Forms of middle housing are intended to be more dense which causes concerns for parking. A Citywide effort to support more neighborhood residential uses, access to transit, and availability of community services and spaces will reduce traffic and parking demands while supporting physical wellbeing.
Goal LU V Enhance the character, quality, and function of existing residential neighborhoods while accommodating anticipated growth.	Residential Character	A	The policy is intended to support maintaining the existing nature of residential zones in the city but recognizes that change is needed to address population growth.  This policy overall is approaching support of middle housing while walking a fine line of being a challenge. The policy recognizes that growth must be accommodated in areas that occupy the greatest percentage of land in the City. The policy could be clarified to explicitly include middle housing.  This policy can also be read as a challenge to middle housing. With the passing of HB1110 and a desire to integrate more forms of middle housing throughout the low and medium residential districts, the City should not support maintaining the exact character of communities.	Revised Goal LUV: Enhance the quality and function of residential zones while accommodating for anticipated growth by <i>supporting compatible forms of middle housing that increase the efficiency of land while blending into the existing character of neighborhoods</i> .	Language in this policy is indicative of maintaining residential zones while accommodating growth but does not provide a focused goal or solution to build policies around. Policy also can be read as supporting additional growth in higher density or mixed use areas, rather than spreading growth equitably throughout zones permitting residential uses.
LU1 The Low Density Residential land use designation allows single-family detached dwelling units. Other dwelling types, such as duplexes, single-family attached, cottage housing, and accessory dwellings may be allowed under certain conditions. The permitted base density for this designation may not exceed 6 dwelling units per acre.	Residential Development	C	The policy supports maintaining the existing density caps of the Low Density Residential District. Explicit density caps within the policy directly impact the type of housing that could be built within the zone. Developers will need to build more units to be financially able to support construction of middle housing forms. Additionally, the policy explicitly states only certain forms of housing can be built within the district, however cottages, duplexes and townhomes could not be constructed with the current density cap, be financially feasible, and be an efficient use of land all at the same time.	Revised LU1: The Low Density Residential <i>District allows primarily residential uses and encourage a diversity of compatible housing types</i> .	The policy includes explicit language regulating the density and types of housing units within the Low Density Residential District (R-4 and R-6) and is a direct challenge to the minimum densities needed to support a duplex (at least 11 units/acre).
LU2 The Medium Density Residential land use designation allows single-family dwelling units, duplexes, triplexes, zero lot line houses, townhouses, and cottage housing. Apartments and professional offices may be allowed under certain conditions. The permitted base density for this designation may not exceed 12 dwelling units per acre.	Residential Development	C	The policy supports maintaining the existing density caps of the Medium Density Residential District. Explicit density caps within the policy directly impact the type of housing that could be built within the zone. Developers will need to build more units to be financially able to support construction of middle housing forms. Additionally, the policy explicitly states only certain forms of housing can be built within the district, however triplexes, multiplexes (apartments), and cottages could not be constructed with the current density cap, be financially feasible, and be an efficient use of land all at the same time.	Revised LU2: The Medium Density Residential <i>District allows primarily residential uses and commercial uses in proximity to transit</i> .	The policy includes explicit language regulating the density and types of housing units within the Medium Density Residential District (R-8 and R-12) and is a direct challenge to the minimum densities needed to support a triplex (at least 20 units/acre).

## Att. A - Existing Conditions Report - Middle Housing

LU4 Allow clustering of residential units to preserve open space and reduce surface water run-off.	Residential Development	S	Residential clustering supports a greater density of residential units which can equate to middle housing. Policy should be more explicit to include clustering and middle housing.	Revised LU4: Allow clustering of residential units <i>and denser forms of middle housing</i> to preserve open space <i>and natural features while</i> reducing stormwater run-off.	Policy is indicative of supporting middle housing and recommended revision is only focused on more clear language. "Residential clustering" is a specific term used to described small lot development of single family homes. Adding language to specifically call out middle housing will achieve the ultimate intent of the policy to create more dense housing forms - both through clustering and middle housing.
LU5 Develop regulations to maintain and increase Shoreline's urban tree canopy with the goal of encouraging tree retention and protection while also increasing housing opportunities and choice.	Infill	A	There is a lack of specificity in where or what the housing opportunities are or would be. Clearer language on the location should be the focus of this policy as it relates to middle housing and racial equity. Denser zones in the city have lesser tree standards and less trees as a result of development. In comparison, lower density and primarily residential areas have more trees. There is a lack of proportionality in where the urban canopy exists and where future efforts should be focused on "building up". Higher density areas should not have disproportionate health and climate change impacts. Denser housing means more people and requires proportional number of trees in the urban canopy.	Revised LU5: Develop regulations to maintain and increase Shoreline's urban tree canopy with the goal of encouraging tree retention and protection <i>while reducing health and climate change disparities between different neighborhood districts, households, and housing typologies.</i>	The intention of the code is primarily rooted in protecting existing trees and building up the urban canopy, however language should clearly indicate that equity in canopy coverage should be a consideration since there is likely greater canopy coverage within lower density districts with primarily single family homes over medium density and greater zones that more readily offer middle and high density housing types.
LU6 Review and update infill standards and procedures that promote quality development, and consider the existing neighborhood.	Infill	S	Since most of the lands in the city have been developed and there are limited number of undeveloped acres, infill incentives are a supportive measure that creates more financial feasibility encouraging the development of middle housing forms throughout the city.	No recommended revisions.	Infill incentives should be crafted to be inclusive and supportive of middle housing development over other forms of development, where appropriate, in practice rather than policy.
LU8 Promote small-scale commercial activity areas within neighborhoods that encourage walkability, and provide opportunities for employment and "third places".	Residential Nodes	A	The <i>Existing Conditions Report</i> supports the placement of middle housing in walkable areas near amenities as a method of creating a "buffer" between commercial and residential uses. Adding greater density near "commercial neighborhood nodes" can encourage walkability, support local businesses, and successfully blend nodes and middle housing into existing neighborhoods. Forms of middle housing are inherently "commercial" or "mixed use", such as a <i>multiflex or live-work unit</i> .	Revised LU8: Promote small-scale <i>commercial and mixed use</i> activity areas within residential neighborhoods that encourage walkability, <i>provide opportunities for appropriate middle housing uses near commercial nodes</i> , and provide opportunities for employment and "third places".	This goal is an opportunity to clarify where the city would encourage a variety of compatible land uses should be in proximity to certain forms of housing and clarify some of the language that currently exists in the policy.
LU9 Provide, through land use regulation, the potential for a broad range of housing choices and levels of affordability to meet the changing needs of a diverse community.	Housing Diversity	S	The intent of this policy is to support a diversity of housing forms that meet different housing needs, household types, and create a range of affordability levels throughout the city. The policy recognizes that different forms of housing will result in different affordability levels.	Provide through land use regulation the potential for a broad range of housing choices and levels of affordability <i>through the city</i> to meet the changing needs of a diverse community.	Middle housing is one solution to closing the gap on who can afford to purchase or rent a housing unit within the City. Policy recommendation should focus on clarifying where housing choices and affordable options should be located - which should be equitably throughout the city's zones permitting residential uses.
LU16 Reduce impacts to single-family neighborhoods adjacent to mixed-use and commercial land uses with regard to traffic, noise, and glare through design standards and other development criteria.	Residential Character	C	The policy is exclusively intended to support single family zones and properties rather than residential uses in general, which would universally benefit from enhanced design standards, development criteria, and performance standards adjacent to more intensive land uses. Single family residential zones would be the least likely impacted by commercial uses since commercial uses are less likely to be permitted in the Low Density Residential District (R-4 and R-6). Policy should be more inclusive of reducing impacts to residential uses in general.	Revised LU15: <i>Minimize</i> impacts to <i>residential uses</i> adjacent to mixed use and commercial land uses through design standards, <i>performance standards</i> , and other development criteria.	Policy is only supportive to single-family residential uses and zones rather than housing units in general. While it is not a barrier to middle housing, it does effectively prioritize only single-family uses and may indicate any new development or use more dense or intense than a single-family unit would be considered impactful.
LU17 Encourage the assembly and redevelopment of key, underdeveloped parcels through incentives and public/private partnerships	Infill	A	The key word in this statement is "underdeveloped". While this policy can be read as generally supporting infill development through incentives and partnerships, it can be indicative of greater collaboration to support development of desired middle housing uses in key areas. As recommended in the <i>Existing Conditions Report</i> , this policy would benefit from an accompanying map identifying key underdeveloped parcels the City would support granting incentive options for.	Revised LU16: Encourage the assembly and redevelopment of key, underdeveloped parcels <i>as described in the future Priority Infill Map for Middle Housing</i> , that support desired land uses, such as <i>middle housing or affordable housing</i> , through incentives, public/private partnerships, and <i>collaboration of development regulations with developers and residents.</i>	Policy can be crafted to be more impactful than it is currently written in supporting infill and middle housing. Transparency and availability of maps that distinguish where incentives can be applied supports developer investment into properties the City wants to see redeveloped into middle housing and provide developer financial confidence in the project.
New Policy	Infill	S	In conjunction with LU17, the City should create a policy that recommends an Infill / Incentive map specific to areas desired for middle housing and transparency in available incentives that ultimately reduce developer cost, increase developer interest and confidence, but also provides transparency to residents.	<i>Develop a priority infill incentive map for middle housing to support efficient infill projects that meet community housing and affordability needs.</i>	
New Policy	Utility Capacity	S	As described in the <i>Existing Conditions Report</i> , a utility study to understand the current and projected capacity demands for middle housing is necessary in zones historically single family residential exclusive.	<i>Conduct a utility study for stormwater capacity in the Low and Medium Density Residential District to evaluate the appropriateness of permitting and accommodating forms of middle housing.</i>	A utility study helps address community concerns about utility service capacity and associated impacts, inspiring greater confidence in middle housing projects.

## Att. A - Existing Conditions Report - Middle Housing

New Policy	Utility Capacity	S	As described in the <i>Existing Conditions Report</i> , a utility study to understand the current and projected capacity demands for middle housing is necessary in zones historically single family residential exclusive.	Collaborate with public and private utility purveyors to conduct a utility study for water, sewer, electric, and gas utility capacities in the <i>Low and Medium Density Residential District</i> to evaluate the <i>appropriateness of permitting and accommodating forms of middle housing</i> .	A utility study helps address community concerns about utility service capacity and associated impacts, inspiring greater confidence in middle housing projects.
New Policy	Residential Character	S	Residents have repeatedly expressed concerns regarding middle housing impacts to residential character and aesthetic. As such, it may be beneficial to re-vision how the city implements the Development Code to prioritize design and use performance over a proposed use and associated density to maintain cherished components of existing neighborhoods.	<i>Explore the feasibility of a form-based code approach for historically residential zones.</i>	

8.4 APPENDIX D: MIDDLE HOUSING – DRAFT MUNICIPAL CODE UPDATES

**SMC Chapter 20.40 Zoning and Use Provisions**

SMC 20.40.120 Residential Use Table

NAICS #	SPECIFIC LAND USE	R4-R6	R8-R12	R18-R48	TC-4	NB	CB	MB	TC-1, 2 & 3
<b>RESIDENTIAL GENERAL</b>									
	Accessory Dwelling Unit	P-i	P-i	P-i	P-i	P-i	P-i	P-i	P-i
	Affordable Housing	P-i	P-i	P-i	P-i	P-i	P-i	P-i	P-i
	Duplex	P	P						
	Fourplex	P	P						
	Home Occupation	P-i	P-i	P-i	P-i	P-i	P-i	P-i	P-i
	Live/Work		P-i						
	Manufactured Home	P-i	P-i	P-i	P-i				
	Mobile Home Park	P-i	P-i	P-i	P-i				
	Multifamily		C	P	P	P	P-i	P	P
	Multiplex		P-i						
	Single-Family Attached	P-i	P	P	P	P			
	Single-Family Detached	P	P	P	P				
	Triplex	P	P						

**Supplemental Use Criteria**

SMC 20.40.436 Live/Work

Live/work developments are permitted along arterials in R-8 and R-12 zones or if the lot abuts a commercial zoning designation. Live/work developments in R-8 and R-12 zones are further subject to the standards of SMC 20.50 Subchapter X Middle Housing.

SMC 20.40.466 Multiplex

Multiplex developments are permitted along arterials in R-8 and R-12 zones, or on corner lots of any street classification in R-8 and R-12 zones. Multiplex developments are further subject to the standards of SMC 20.50. Subchapter X Middle Housing.

Page Break

**SMC Chapter 20.50 General Development Standards**

**SMC Table 20.50.020 (1)**

Residential Zones								
STANDARDS	R-4	R-6	R-8	R-12	R-18	R-24	R-48	TC-4
Base Density: Dwelling Units/Acre	4 du/ac (21)	6 du/ac (7) (21)	8 du/ac (21)	12 du/ac (21)	18 du/ac	24 du/ac	48 du/ac	Based on bldg. bulk limits
Min. Density	4 du/ac	4 du/ac	4 du/ac	6 du/ac	8 du/ac	10 du/ac	12 du/ac	Based on bldg. bulk limits
Min. Lot Width (2)	50 ft	50 ft	50 ft	30 ft	30 ft	30 ft	30 ft	N/A



# Att. A - Existing Conditions Report - Middle Housing

## EXISTING CONDITIONS REPORT

Min. Lot Area (2) (13)	7,200 sq ft	7,200 sq ft	5,000 sq ft	2,500 sq ft	2,500 sq ft	2,500 sq ft	2,500 sq ft	N/A
Min. Front Yard Setback (2) (3) (14)	20 ft	20 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft
Min. Rear Yard Setback (2) (4) (5)	15 ft	15 ft	5 ft	5 ft	5 ft	5 ft	5 ft	5 ft
Min. Side Yard Setback (2) (4) (5)	5 ft min.	5 ft min.	5 ft	5 ft	5 ft	5 ft	5 ft	5 ft
Base Height (9)	30 ft (35 ft with pitched roof)	30 ft (35 ft with pitched roof)	35 ft	35 ft	35 ft (40 ft with pitched roof)	35 ft (40 ft with pitched roof) (16)	35 ft (40 ft with pitched roof) (8) (16)	35 ft (16)
Max. Building Coverage (2) (6)	35% (22)	35% (22)	45%	55%	60%	70%	70%	N/A
Max. Hardscape (2) (6)	45% (22)	50% (22)	65%	75%	85%	85%	90%	90%

Exceptions to Table 20.50.020(1) and Table 20.50.020(2):

*This section has been edited to include references to middle housing developments.*

...

(5) For developments consisting of three or more dwellings located on a single parcel, the building setback shall be 15 feet along any property line abutting R-4 or R-6 zones. Please see SMC 20.50.160. This standard shall not apply to middle housing developments.

...

(21) Middle housing developments are not subject to base density requirements of the underlying zone but shall meet the design standards of SMC 20.50 Subchapter X: Middle Housing

(22) Fourplexes in the R-4 and R-6 zone can increase the total building coverage and hardscape by 10%.

### **SMC 20.50.390 Minimum Off-Street Parking Requirements – Standards**

*This section has been edited to include the parking requirements for middle housing developments.*

Table 20.50.390A – General Residential Parking Standards

RESIDENTIAL USE	MINIMUM SPACES REQUIRED
Single-family detached:	2.0 per dwelling unit.
Single-family attached:	2.0 per dwelling unit. 1.0 per dwelling unit in the MUR zones.
Multifamily dwelling:	
Studio units:	0.75 per dwelling unit
One-bedroom units:	0.75 per dwelling unit
Two-bedroom plus units:	1.5 per dwelling unit
Accessory dwelling units:	1.0 per dwelling unit
Mobile home park:	2.0 per dwelling unit

Middle Housing Development	1.0 per unit if more than ½ mile from a major transit stop 0 per unit if within ½ mile of a major transit stop
----------------------------	---

**SMC 20.50 Subchapter X Middle Housing**

Purpose:

The purpose of this subchapter is to establish standards for middle housing developments in R-4, R-6, R-8 and R-12 zones. All middle housing developments shall meet the dimensional and design standards contained in this subchapter. Standards that are not addressed in this subchapter will be supplemented by the standards in SMC 20.40.300 and the remainder of Chapter SMC 20.50. In the event of a conflict, the standards of this subchapter shall prevail. The purposes of this subchapter are as follows:

- A. To increase the supply and variety of housing choices available in the city to better meet the needs of residents, especially those in smaller households.
- B. To encourage development of attractive infill residential communities that are compatible with other forms of low-density residential uses.
- C. To encourage site design which maximizes the preservation of existing large trees in order to provide habitat for wildlife, protect biodiversity, and enhance the environmental quality of the development.
- D. To encourage adaptive reuse of existing residential developments and conversion of existing units to forms of middle housing.

Middle Housing Dimensional Standards

<u>Middle Housing Forms (1)</u>					
<u>STANDARDS</u>	<u>Duplex</u>	<u>Triplex</u>	<u>Fourplex</u>	<u>Multiplex</u>	<u>Live/Work</u>
<u>Lot Standards</u>					
<u>Min. Lot Width</u>	<u>30 ft</u>	<u>45 ft</u>	<u>50 ft</u>	<u>N/A(2)</u>	<u>30 ft</u>
<u>Min. Lot Depth</u>	<u>100 ft</u>	<u>100 ft</u>	<u>120 ft</u>	<u>N/A(2)</u>	<u>100 ft</u>
<u>Max. Building Coverage</u>	<u>Underlying zone</u>	<u>Underlying zone</u>	<u>Underlying zone (3)</u>	<u>Underlying zone</u>	<u>Underlying zone</u>
<u>Max. Hardscape</u>	<u>Underlying zone</u>	<u>Underlying zone</u>	<u>Underlying zone (3)</u>	<u>Underlying zone</u>	<u>Underlying zone</u>
<u>Setbacks</u>					
<u>Min. Front Yard Setback</u>	<u>15 ft</u>	<u>15 ft</u>	<u>15 ft</u>	<u>10 ft</u>	<u>10 ft</u>
<u>Min. Rear Yard Setback</u>	<u>15 ft</u>	<u>15 ft</u>	<u>15 ft</u>	<u>15 ft</u>	<u>5 ft</u>
<u>Min. Side Yard Setback</u>	<u>5 ft</u>	<u>5 ft</u>	<u>5 ft</u>	<u>5 ft</u>	<u>5 ft</u>
<u>Building Footprint</u>					
<u>Max. Building Width</u>	<u>38 ft</u>	<u>38 ft</u>	<u>38 ft</u>	<u>75 ft</u>	<u>30 ft</u>
<u>Max. Building Depth</u>	<u>48 ft</u>	<u>48 ft</u>	<u>48 ft</u>	<u>85 ft</u>	<u>85 ft</u>
<u>Height</u>					
<u>To Highest Eave/Parapet</u>	<u>22 ft</u>	<u>22 ft</u>	<u>22 ft</u>	<u>24 ft</u>	<u>38 ft</u>
<u>Base Height</u>	<u>35 ft</u>	<u>35 ft</u>	<u>35 ft</u>	<u>35 ft</u>	<u>40 ft</u>

1. All standards for middle housing forms can be modified if the development proposal is for conversion of an existing unit or units.
2. Multiplex lot standards vary based on number of units proposed and are driven by the associated parking, landscaping and building width and depth.

3. Fourplexes in the R-4 and R-6 zones can increase the total building coverage and hardscape by 10%.

Middle Housing Design Standards

Parking Location

Parking shall be located to minimize visual impact on the site while limiting the amount of hardscape devoted to vehicles. Parking shall be screened from public view and shall not visually dominate the site frontage. One required parking stall per middle housing development may be located on the street if street parking is available directly abutting the development site.

The priority order of the location of parking access shall be as follows:

- A. Parking shall be located in the rear of the development if accessed by an alley;
- B. Parking shall be located on the side or rear of the development if accessed by a private driveway, or arterial, or non-arterial street;
- C. If accessing from the street and the site has multiple frontages, the frontage with the lowest street classification shall be the primary access point;
- D. The applicant may request a waiver from the Director with a demonstration that the parking area is not feasible and that parking shall be screened from public view.

Entryway Orientation

If the building is utilizing shared entries, the entry shall face the street.

If the building is utilizing multiple entries, at least one unit entry shall face the street.



---

**City of Shoreline**  
**Middle Housing Initiative**  
**Public Participation Summary Report**

June 2023

---

Contents

Contents ..... 2

Introduction..... 3

Public Participation Goals..... 3

Key Audiences ..... 3

Activities ..... 4

    1. Community-Based Organization Interviews ..... 4

    2. Focus Groups ..... 6

    3. Virtual public meeting ..... 9

    4. Comprehensive Plan Online Open House and Survey: Housing questions ..... 10

Final reflections and take-aways ..... 15

Appendix A ..... 16

## Att. B - Middle Housing - Public Engagement Summary

### Introduction

In response to a regional housing shortage and rising costs of living, the City of Shoreline is exploring ways to increase its supply, variety, and affordability of housing options. The City of Shoreline is currently studying how to change our policies and codes so we can offer a range of housing options for all our residents in the future. This work is funded through a grant from the Washington State Department of Commerce (Commerce). The initiative is part of a larger effort to update the City's Comprehensive Plan and is in step with housing legislation at the state level.

As the City studies changing housing policies, Shoreline conducted a public participation effort with community members and community-based organizations to better understand the housing priorities and challenges facing the community. The public participation effort focused specifically on learning from populations that have been either excluded or disparately impacted by past and current housing policies.

The following summary details the public engagement activities that were carried out between January and June 2023 and outlines key insights that will help inform City housing policy.

### Public Participation Goals

The following goals frame the Middle Housing Initiative's public participation strategy and align with the goals from the Public Participation Plan for the Comprehensive Plan update.

- Ensure members of the Shoreline community understand the purpose, scope, and schedule of the middle housing initiative.
- Ensure members of the Shoreline community have meaningful opportunities to participate in the development of the middle housing initiative and understand how their input will shape City decision-making.
- Ensure the City of Shoreline has the right information and context to inform the middle housing initiative through an equity lens and advance the larger equity and social justice goals of the City.

### Key Audiences

The City's decisions about middle housing will affect current and future Shoreline residents. In accordance with Resolution No. 401, which declared Shoreline to be an inviting, equitable, and safe community for all, and Resolution No. 467, which declared the City's commitment to building an anti-racist community, Shoreline stated that it seeks to actively "...undo all the ways racism is maintained in individual, institutional, and structural levels by changing policies, behaviors, and beliefs."

During the engagement process, the project team aimed to elevate the voices of communities that have been historically disproportionately negatively impacted by decisions related to urban planning, zoning, housing, and other policies. These key audiences included:

- People who identify as Black, Indigenous or People of Color
- People who speak a language other than English at home
- People living with incomes below City and County averages
- People facing housing insecurity
- Youth

Other audiences included people who own residential property, people who rent residential property, residential property managers, and residential developers.

## Att. B - Middle Housing - Public Engagement Summary

### Activities

The project team conducted a public participation process that identified the community's issues, concerns, and suggestions through four distinct efforts:

1. Community-Based Organizations (CBO) interviews
2. Focus groups
3. Virtual public meeting
4. Online survey (Part of the Comprehensive Plan update, included questions about housing)

The project team also created public-facing materials including a website, informational presentations, and brochures. To support consistency across all outreach efforts internal messaging documents and discussion guides were also created.

#### 1. Community-Based Organization Interviews

Throughout the second quarter of 2023, the project team cultivated relationships with CBOs. The project team met with four CBOs to gather input and insights about the issue of housing from a community perspective and to work through trusted entities to try to involve community members that may not otherwise have a voice in the conversation. These interviews were held virtually. In addition to informing the City's decisions about future housing policies, regulations, and codes, the project team sought to spark further collaboration for future engagement efforts with these community-based organizations. Summaries of CBO interviews are available in Appendix A.

#### *CBO Identification*

The project team and the City staff from various departments worked together to identify potential organizations and ensure that the appropriate organizations and individuals were contacted, fostering effective coordination throughout the process. Potential CBOs were identified and prioritized based upon their missions and constituencies represented, as well as their alignment with Commerce's guidelines for CBO compensation eligibility.

**Table 1: Organizations contacted for interviews**

Organization name	Organization Description
Black Coffee NW/Grounded	Black-owned business with youth program serving primarily black youth in Shoreline and throughout North King County, offering school tutoring, mental health therapy, workforce training, career planning, and more.
Canopy Scholars	Provides tutoring and STEM programs to students who have emigrated from Central America, Eritrea, and Ethiopia
Camp United We Stand	Sanctioned transitional encampment operating in North King County
Banchemo Disability Partners	Comprehensive support and case management services for adults who have developmental disabilities
Center for Human Services	A community-based nonprofit youth and family services agency
Hopelink	Service provider for homeless and low-income families, children, seniors, and people with disabilities in King and Snohomish counties

## Att. B - Middle Housing - Public Engagement Summary

Lake City Partners	Homeless service provider including case management & outreach
North Urban Human Services Alliance	A Coalition of service providers in North King County
Compass Housing Alliance/Ronald Commons	Low-income housing provider

The project team contacted the organizations through email, explaining the project and inviting them to attend an interview. The project team did not receive responses from several of the organizations.

**Table 2: Organizations interviewed**

Organization name	Interview date
Black Coffee NW/Grouped	April 13, 2023
Banchero Disability Partners	April 12, 2023
Center for Human Services	April 12, 2023
Lake City Partners	April 10, 2023

In further discussions with the CBOs, the project team explored additional ways the CBOs would like to be involved in the middle housing process. Although all CBOs expressed an interest in continuing a relationship with the City and co-creating future involvement opportunities, the organizations were not able to carry out additional activities due to project completion deadlines related to the Commerce grant conditions.

Consistent with Commerce guidelines, the project team requested that participating CBOs sign a Memorandum of Understanding to receive compensation. Each CBO was compensated \$75 for their time and expertise for the interviews.

### *CBO Interviews: Key Findings and Suggestions*

The project team provided notes and interview summaries to the Middle Housing technical consultant team for in-depth analysis. Common themes included:

#### **Key Findings**

- *Affordability and other barriers:* Affordability poses a significant challenge for low-income individuals, including those relying on social security income and Section 8 vouchers, leading to a shortage of affordable housing options and inadequate policies to address this issue.
- *Racial disparities and safe spaces:* The existence of racial disparities underscores the importance of creating safe spaces where people of color feel secure and supported in their housing choices.
- *Middle housing and independent living:* There is a need for greater understanding among the public of “middle housing” as a term. Middle housing was generally viewed as offering integrated and independent living options for individuals with disabilities and other diverse populations.
- *Displacement and outreach:* Displacement is a pressing problem influenced by economic, cultural, and historical factors, highlighting the importance of outreach efforts to address housing challenges and support marginalized communities.



## Att. B - Middle Housing - Public Engagement Summary

### Key Suggestions

- *Funding and affordable housing:* Increase funding for housing programs to support transition and integration for people with low incomes and/or those with disabilities to provide more affordable housing options, which can include middle housing.
- *Accessibility and inclusive design:* Ensure that housing structures are ADA-compliant, incorporating features such as elevators and horizontal living to meet the needs of individuals with disabilities. Encourage the development of smaller housing complexes, like duplexes, to foster community integration for people from vulnerable populations.
- *Equity and anti-discrimination:* Address affordability barriers, acknowledge the historical legacy of redlining and wealth concentration, and combat discrimination in housing. Increase access to housing opportunities by addressing policy barriers and enhancing transparency in the process.
- *Engagement and outreach:* Collaborate with community organizations to reach marginalized populations and ensure their inclusion in housing discussions. Explore alternative housing solutions and provide comprehensive support services for stable and sober housing. Develop anti-racism training programs, consider the unique needs of the aging population, and prioritize outreach efforts to non-English speaking communities.

### 2. Focus Groups

The project team facilitated focus groups to gather input from clearly defined audiences to help inform the middle housing initiative’s racial equity analysis and proposed policies.

#### *Format and recruitment*

Based upon a combination of factors, such as Shoreline’s projected growth and population changes, populations at risk of displacement, and people with certain lived experiences or subject matter expertise, the project team established specific characteristics of focus group participants for the four focus groups.

	Intended audience	Format	Date/Time
Group 1	Developers/real estate professionals	Virtual	May 3, 2023 8:30 – 10 a.m.
Group 2	Older adults	In person	May 9, 2023 1 – 2 p.m.
Group 3	Renters (focus on young adults)	Virtual	May 4, 2023 5:30 – 7 p.m.
Group 4	People in essential worker-type professions	Virtual	May 9, 2023 5:30 – 7 p.m.

The format of each focus group meeting varied depending on the intended audience, but followed a similar structure, which:

- Sought to recruit a group of 10-15 participants
- Involved a facilitated 90-minute-long meeting
- Presented educational information about housing, middle housing, and Shoreline’s middle housing initiative and Comprehensive Plan update
- Established a set of ground rules for discussion
- Asked participants a similar set of questions

## Att. B - Middle Housing - Public Engagement Summary

Recruitment varied by intended audience, as noted in the table below.

	Intended audience	Recruitment
Group 1	Developers/real estate professionals	Existing City database of developer and real estate-related contacts
Group 2	Older adults	Promoted by Shoreline-Lake Forest Park Senior Center
Group 3	Renters (focus on young adults)	Promoted broadly through the City’s website, social media, direct staff contacts, and other communications channels.  To ensure that the voices of key populations would be prioritized, interested individuals completed a screening form to be considered for the focus group. The form asked about demographic characteristics, profession/student, and connection to Shoreline. Utilizing City funds, the City offered \$75 gift cards to participants.
Group 4	People in essential worker-type professions	

Virtual focus groups were held using Zoom, and participants were able to mute/unmute themselves and could opt to have their videos on or off. To encourage interaction and discussion, the facilitator asked participants to use the raise hand feature and/or unmute themselves to speak, urged participants to keep their cameras on if possible, and encouraged the use of the chat to make written comments.

### *Focus group proceedings*

The focus groups highlighted significant housing obstacles, including affordability and limited diversity in housing options and locations. Participants identified disparities in access and opportunities for housing, the need for safe and inclusive spaces, the importance of establishing a central gathering area or plaza in Shoreline, and the significance of coordinating with upcoming projects, such as the Link Light Rail stations.

### **Focus Group 1: Developers/ Real Estate Professionals**

#### *Overview*

Nine people registered for this virtual focus group and seven participants attended, all of whom identified themselves as working in residential development, real estate, or property management in Shoreline. Most also lived or had lived in or nearby Shoreline. This group’s familiarity with specific aspects of housing led to a much more technical discussion than in the other groups and covered topics, such as current housing policies, regulations, codes, or permitting procedures that affect the housing situation in Shoreline, as well as policy or code changes related to middle housing.

#### *Key Input*

- Collaboration between developers, landlords, and owners/renters is important for finding housing solutions that benefit everyone.
- Addressing tree ordinances and Unit Lot Subdivision Ordinances is necessary to facilitate development on certain properties.
- Balancing density for middle housing while preserving single-family homes requires strategic planning.
- Identifying and resolving barriers to housing access is crucial for implementing policy changes and promoting middle housing.

## **Att. B - Middle Housing - Public Engagement Summary**

- Single-family home zoning contributes to racial disparities, while middle housing can diversify communities and foster a sense of belonging.
- Diverse housing options lead to a healthy city and promote wealth building through homeownership.
- Developers are attracted to Shoreline due to the City's responsiveness to their concerns.
- Compliance with evolving housing laws and policies can be challenging for developers.
- Zoning policies still hinder the construction of cottage-style homes despite recent updates.
- Well-intended policies by the City can sometimes hinder building density.

### **Focus Group 2: Older Adults**

#### *Overview*

This in-person focus group took place at the Shoreline-Lake Forest Park Senior Center during programming and involved 14 participants. All participants identified as living in Shoreline, with the exception of one person who said they work in Shoreline. Many participants stated that they had lived in Shoreline for more than 15 years, though a few participants were relatively new to the community. A few people shared that they felt displaced from Seattle, having been priced out and relocated to Shoreline. The topics covered concerns about price and types of housing, ideas about a sense of community, other concerns happening in the area, and preferences for housing changes.

#### *Key input*

##### Concerns

- Understanding policy decision-making process.
- Financial support for seniors in light of increased taxes and property assessment fees.
- Development concentrated on the east side of the city / east of Aurora Ave.
- Ensuring appropriate and aesthetically pleasing development.
- Lack of city-wide measures to address displacement of seniors.
- Fostering a sense of belonging and community in light of increased development around light rail stations.
- Role of homeowner associations in implementing zoning changes.

##### Preferences

- Creating vibrant, multigenerational neighborhoods.
- Ensure access to essential services across Shoreline.
- Prioritize spaces, layouts, and the inclusion of courtyards and green spaces in zoning and building plans.
- Use the term "low cost" instead of "affordable" for clarity.

### **Focus Group 3: Renters, with a focus on young adults**

#### *Overview*

For many reasons, the project team had suspicions about the legitimacy of the interested participants who completed the screening form, but couldn't confirm the discrepancies and decided to proceed with inviting some twenty participants to the focus group. As soon as the focus group meeting commenced, it was apparent that none of the participants were who they claimed to be in the screening form and that they did not have a legitimate connection to Shoreline nor interest in contributing input about the topic. Therefore, the results from this focus group will not be included in this summary or considered by the City. Throughout the Comprehensive Plan update the City will need to revise its approach to reaching this demographic.

## Att. B - Middle Housing - Public Engagement Summary

### Focus Group 4: People in essential worker-type professions

#### Overview

The project team invited 10 people to participate in this focus group, but only two participants attended. Both participants identified as living and working in Shoreline, either currently or in the recent past. The participants covered a range of topics, including the barriers to affordable and available housing in Shoreline, potential benefits and drawbacks to middle housing, and important characteristics for future housing in the city.

#### Key input

- High housing costs and lack of diversity in the community lead to displacement in Shoreline.
- The majority of Shoreline is zoned for single-family homes, limiting affordability and housing diversity.
- Historical redlining impacts the current housing situation in Shoreline.
- Middle housing offers options and community spaces, but concerns remain about its exclusivity.
- Long-term policies are needed to address generational wealth and foster affordability and diversity in the community.
- This topic should be considered beyond looking at housing and include schools, programs, places of worship, and grocery stores.
- Ideal middle housing locations are near light rail stations and walkable amenities.
- Careful design and integration with single-family homes are important for middle housing.
- Building city infrastructure is crucial to avoid further disconnection in Shoreline.

### 3. Virtual public meeting

Held on Wednesday, May 24, 2023 from 5:30 – 7 p.m., the project team facilitated a virtual public meeting to:

- Inform community members about middle housing and how it relates to the Comprehensive Plan.
- Vet data about racially disparate impacts, displacement, and exclusion in housing with people’s lived experiences
- Listen to concerns, priorities and needs of community members about housing in Shoreline.
- Answer questions about housing from community members.
- Encourage feedback and collaboration for the duration of the project.

#### Format and promotion

The virtual public meeting was held using Zoom, and meeting attendees were able to mute/unmute themselves and could opt to have their videos on or off. To encourage interaction and discussion, the facilitator asked participants to use the raise hand feature and/or unmute themselves to speak, urged participants to keep their cameras on if possible, and encouraged the use of the chat to make written comments.

The meeting involved an educational presentation about housing and middle housing and multiple opportunities for attendees to ask questions and provide input through the interactive online tool, Mentimeter, and facilitated question and answer segments.

The event was promoted to a broad audience, focusing on people who live, work, or have other connections to the Shoreline community.

**Table 5. Promotion Strategies**

Action	Results
Social Media	City platforms (Facebook, Twitter). One tweet received 145 impressions and 1 retweet. (other info??)
Direct contact	The project team sent direct emails to interested parties, CBO contacts, and focus group registrants/participants.

## Att. B - Middle Housing - Public Engagement Summary

Meeting attendees were asked to register through Eventbrite to receive instructions on how to join the meeting, and the City posted the Zoom link on the City's webpage. Thirty-seven people registered in Eventbrite, and 28 attended the virtual meeting.

### *Virtual Public Meeting Key Findings and Suggestions*

#### **Key Findings**

- *Displacement and exclusion:* The discussion touched on different types of displacement and exclusion. The importance of addressing racial disparities, creating inclusive spaces, and preserving cultural institutions was emphasized. Meeting attendees recognized the need for equity-focused analyses and provided input on the preliminary racial equity analysis and displacement risk analysis findings presented by the project team. On the topic of cultural displacement several participants noted Shoreline lacks strong cultural institutions. One attendee theorized that when households are at risk of displacement they are less likely to invest time and effort into the community.
- *Housing for All Income Levels:* Meeting attendees emphasized the need for housing options for all income levels, including those below 30 percent of the Area Median Income (AMI), and urged Shoreline to create housing opportunities that cater to a wide range of incomes.
- *Outreach and communication:* Meeting attendees emphasized the importance of promoting and communicating about these meetings to various community organizations, such as PTAs, to allowing for broader participation and input from Shoreline residents in these important decisions.

#### **Key Suggestions**

- *Middle housing design:* Meeting attendees expressed a preference for duplexes and townhouses among the different forms of middle housing discussed. They agreed that allowing all forms of middle housing should be considered, as the City is required to allow at least six of the nine forms. Several participants noted Shoreline needs more housing options, not fewer.
- *Neighborhood design and alternatives:* Meeting attendees expressed appreciation for the integrity and unique character of Shoreline's neighborhoods, while also exploring alternatives to the traditional monoculture of the single-family home lot structure through courtyards, apartments, and cottages. They highlighted the potential of underutilized lots, especially those located near transit, as opportunities for creative housing solutions.
- *Housing policy ideas:* Meeting attendees suggested several housing policy ideas to reduce displacement risk, including encouraging a wider variety of housing options, maintaining the scale of buildings in residential neighborhoods, helping established homeowners modify their properties to allow additional units through remodels or additions, improving regulations and programs for housing stability, supporting down payment assistance and tenant education programs, and exploring property tax deferral options.
- *Parking and policy considerations:* The role of parking in middle housing policy was discussed, with mention of state requirements and the City's need to seek clarifications to ensure compliance.

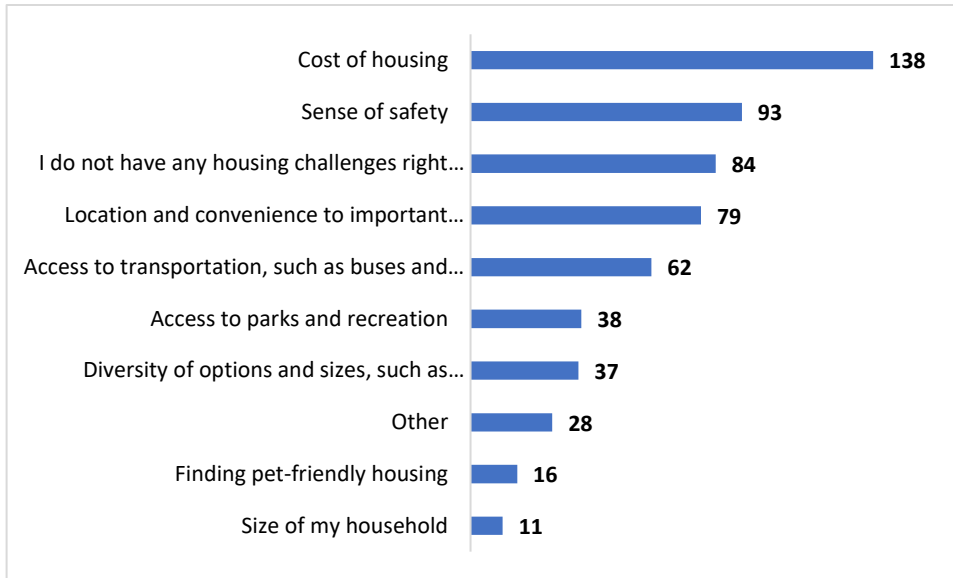
#### 4. Comprehensive Plan Online Open House and Survey: Housing questions

Running parallel to the Middle Housing initiative engagement, Shoreline's Comprehensive Plan conducted an online open house and survey from April 1 to May 10. The aim was to educate the public about the Comprehensive Plan and gather their input and ideas to guide the Comprehensive Planning process in 2023-2024. The survey included specific questions related to housing, which contribute additional data to the Middle Housing initiative.

## Att. B - Middle Housing - Public Engagement Summary

The survey was composed of 3 questions specific to housing in the City of Shoreline. The following information includes the questions and answers from the survey.

### Q7: What are the biggest housing challenges for you in Shoreline? (select all that apply)



What are the biggest housing challenges for you in Shoreline	Tally
Cost of housing	138
Sense of safety	93
I do not have any housing challenges right now	84
Location and convenience to important things like schools, work or groceries	79
Access to transportation, such as buses and light rail	62
Access to parks and recreation	38
Diversity of options and sizes, such as apartments, townhomes, and houses	37
Other	28
Finding pet-friendly housing	16
Size of my household	11

**Respondents: 275**

Similar to previous questions, most respondents who provided “other” responses emphasized elements that are captured in the concepts above or closely related topically. Specific recurring themes included:

- **Affordable housing and housing options for aging:** Discussions about the need for affordable homes suitable for aging populations, concerns about stairs in townhomes and small condos, and the desire for whole floor or corner units for privacy.
- **Neighborhood development and density:** Concerns about excessive apartment development, the loss of green space and single-family home access, and the impact of density on the neighborhood's character.
- **Property taxes and financial concerns:** Concern about rising property taxes, challenges in paying taxes on a fixed income, and concerns about the financial burden of possible tax increases.

## Att. B - Middle Housing - Public Engagement Summary

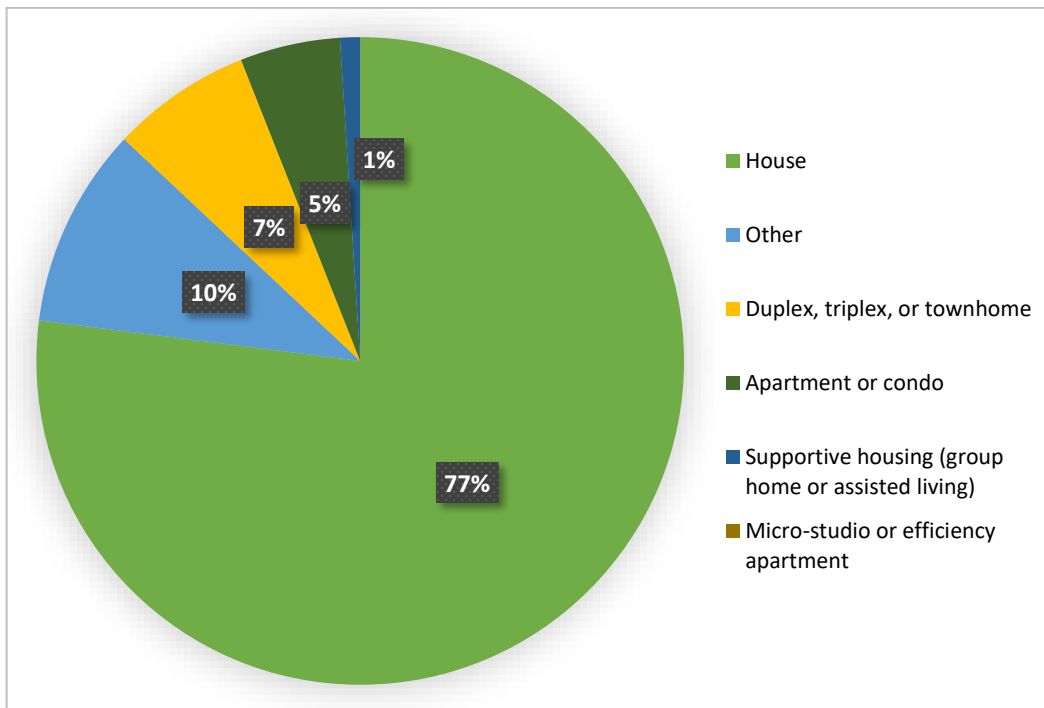
- **Infrastructure and walkability:** Comments about the need for sidewalks, bike and pedestrian facilities, and improved walkability to schools, parks, and businesses.

### Sample comments regarding housing challenges:

*“Walkability around my neighborhood, to school, to parks, and to businesses. There are almost no sidewalks to any of these places in Richmond Beach, so I fear for my children’s safety.”*

*“Tax increase due to rezoning. Restrictions to make improvements to current home due to rezoning. My family has been advised not to replace/repair anything non-essential because it is throwing money away on a lost cause.”*

### Q8. What type of housing would work best for you in the next five years or so? (select one)



Answer	Tally	%
House	206	77%
Other	15	10%
Duplex, triplex, or townhome	26	7%
Apartment or condo	18	5%
Supportive housing (group home or assisted living)	2	1%
Micro-studio or efficiency apartment	0	--

**Respondents: 276**

A summary of comments from respondents who provided “Other” comments includes:

- **Housing preferences and options:** Desires for apartments or condos with green spaces, including trees and areas for vegetable gardens. Interest in duplexes, triplexes, townhomes, and cottage homes.

## Att. B - Middle Housing - Public Engagement Summary

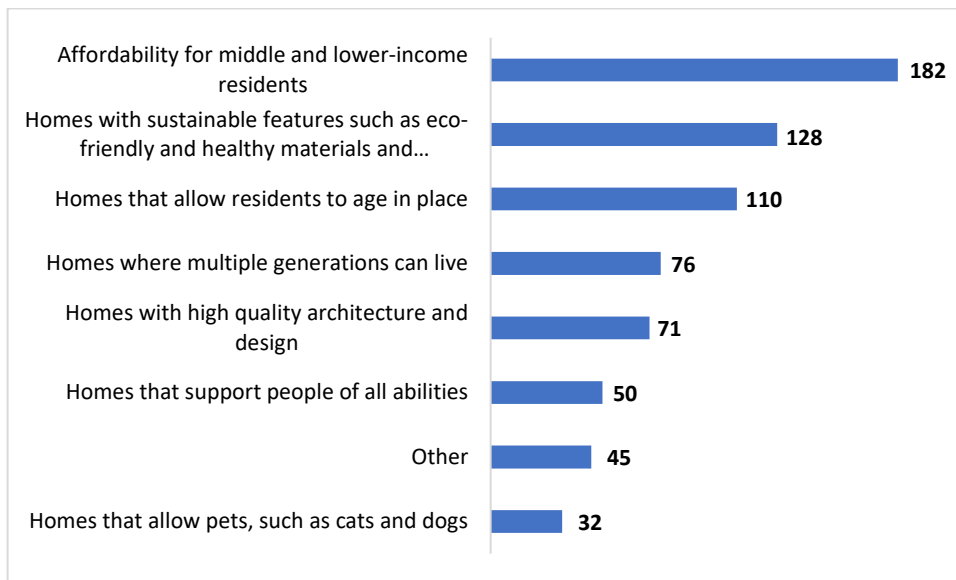
- **Multifamily or multi-generational housing:** Consideration of multi-home compounds for extended family living on one parcel.
- **Current home ownership:** Statements expressing ownership of existing homes and desire to remain in them.
- **Future housing needs and considerations:** Recognition of the importance of providing diverse housing options for future residents and concerns about the potential strain on schools due to rapid apartment complex expansion.

**Sample comments regarding types of housing and suitability:**

*“Housing complex where my grown kids or parents can live near or with us in a multi home compound. As housing gets too expensive for my kids to have their own house, I am beginning to think of options where they could have a house on my property.”*

*“It's not just about me, it's about anyone who may even consider Shoreline who is not even taking this survey. You need all the housing options available because we don't know the needs of the future residents who aren't even here yet.”*

**Q9. What are the most important characteristics for future housing in Shoreline? (select your top three)**



Answer	Tally
Affordability for middle and lower-income residents	182
Homes with sustainable features such as eco-friendly and healthy materials and renewable utilities	128
Homes that allow residents to age in place	110
Homes where multiple generations can live	76
Homes with high quality architecture and design	71
Homes that support people of all abilities	50



## Att. B - Middle Housing - Public Engagement Summary

Other	45
Homes that allow pets, such as cats and dogs	32

**Respondents: 276**

Similar to other questions, most respondents who provided “other” responses emphasized elements that are captured in the concepts above or closely related topically. Specific recurring themes included:

- **Access to nature and green spaces:** Desire for apartments or homes with green spaces, trees, yards, and areas for gardening. Preservation of existing trees and incorporation of nature in housing design.
- **Housing diversity and density:** Interest in a range of housing types, including single-family homes, apartments, condos, duplexes, triplexes, and townhomes. Many people expressed concerns about overcrowding and the impact of increased density on neighborhoods.
- **Proximity to amenities and services:** Preference for housing located near parks, dining options, shopping areas, public transportation, and community facilities. Emphasis on walkability, bike-friendly infrastructure, and access to essential needs.
- **Affordability and property taxes:** Requests for lower property taxes, rent control, affordability for middle and lower-income residents, and consideration for residents on fixed incomes.

### Sample comments regarding characteristics of housing:

*“I'm surprised there aren't any options about the LOCATION of housing in Shoreline. Such as proximity to convenient/frequent public transportation, safe bicycle infrastructure, and walkable neighborhoods that provide small business opportunities. Also, ideally INCREASED distance from dangerous/polluted/noisy state highways (99, 145th) and I-5. This would be a priority for my family over subjective aesthetics and “healthy materials”.*

*“Housing designed and constructed to maintain the natural environment including significant existing trees. Choose to build 3-4 units per lot not 5-6.”*

*“Property tax reduction and tax credit for home offices which is the greenest commute possible.”*

### Ideas wall

Another engagement option on the online open house was an “ideas wall”, where people could post ideas and others could comment, upvote, or downvote the ideas. Visitors posted 153 total comments on the ideas wall, with the Housing category receiving 48 posts, the most out of the six categories. These comments highlight key themes related to housing.

- *Affordable housing and housing crisis:* Concerns about the cost of housing, the need for affordable options, and the impact of housing policies on displacement and accessibility.
- *Density and zoning:* Discussions around the need for zoning changes to accommodate different housing types, promote diversity, and create vibrant neighborhoods.
- *Community amenities:* Calls for the inclusion of amenities such as grocery stores, small businesses, restaurants, and local services in new developments.
- *Environmental impact and tree preservation:* Concerns about the destruction of mature trees, the impact of new construction on the environment, and the importance of preserving green spaces.
- *Senior housing and property taxes:* Discussions about the need for policies to support seniors in staying in their homes, including income requirements for property tax exemptions and subsidies for housing.

The housing-related posts to the ideas wall that garnered the most support include:

## Att. B - Middle Housing - Public Engagement Summary

*“Encourage ADU to keep original houses intact. Raise the income requirements for seniors to get a break on property taxes so we are not forced to sell”*

16 upvotes | 3 downvotes

*“Affordable housing. We are in the middle of a housing crisis. Washington state needs 2 million new homes in the next 20 years, most of those low-income and most in King county. We need beautiful, affordable homes near transit, retail and parks. “*

13 upvotes | 0 downvotes

*“We need zoning changes that allow for more “flats”-- single story apartments that are more accessible to seniors and people with mobility challenges. The 3 story townhouses that are popular to build right now are great for increasing the density of housing, but are only appropriate for young people without disabilities. Particularly are light rail and the transit hubs, having more accessible housing options will be a huge boon to aging in place.”*

12 upvotes | 0 downvotes

### Final reflections and take-aways

Input shared by community members varied, but there were several common themes that emerged across all audiences:

- Affordability was a concern across all audiences and income levels, in terms of ability to purchase, as well as ability to remain in homes, both for homeowners and renters.
- Most people had a favorable view of the City overall and expressed support for the concept of more housing options in more locations.
- Beyond affordability, other commonly voiced concerns about middle housing included how to keep housing community-focused or neighborhood-scale, parking, access to amenities and mobility, and potential loss of tree canopy.
- Most participants also acknowledged the legacy of racial exclusion in housing in the community and that its effects remain present today.

Reflecting upon the engagement strategy, time was a constraint in the ability to more deeply engage with CBOs, despite the availability of compensation. However, the CBOs offered many ideas for collaboration and remain interested in future opportunities as part of the Comprehensive Plan.

Targeted recruitment for the focus groups was effective; however, a fully ‘open public call’ led to a lack of legitimacy for one focus group and to diminished participation for another. This suggests the importance of working through trusted advocates, such as the school district and community groups, to recruit individuals in the future.

In terms of communications, utilizing *Currents*, the City’s month magazine distributed to all residents, continues to be an effective way to share information with community members, as does working through community groups and their respective communications channels.

Appendix A

CBO interview summaries

- i. Banchemo Disability Partners
- ii. Black Coffee NW/Grouped
- iii. Center for Health Services
- iv. Lake City Partners

### Middle Housing CBO Listening Session, Weds., April 12, 2023

Interviewee: Carol Salter, ED; [Banchemo Disability Partners](#)

Facilitators: Tyler Vasquez (S&A), Frana Milan (S&A)

#### Key Themes

- Affordability is a significant barrier to housing, especially for low-income people who rely on social security income and Section 8 vouchers to pay rent.
- Current housing policies and regulations do not adequately address the issue of affordable housing, and there is a shortage of housing options in general, particularly for people with disabilities.
- Racial disparities exist, and there is a need for places where people of color feel safe.
- There is a lack of understanding of "middle housing" as a term, but there is a need for more integrated and independent living options for people with disabilities.
- Building codes and developments need to be ADA compliant and should feature elevators and horizontal living for people with mobility issues. Smaller complexes can encourage community integration and education.

#### Key suggestions

- Increase funding for programs that help with housing transition and integration,
  - Ex: homeless veterans program in Oregon that pays for deposits and part of the monthly rent for a year.
- Provide more affordable housing options, including middle housing, to address the shortage of housing for low-income people and individuals with disabilities waiting for supportive living services.
- Ensure that housing structures are ADA-compliant and meet the needs of individuals with disabilities, including providing elevators and horizontal living.
- Encourage smaller housing complexes, such as duplexes, to foster a sense of community and integration.
- Address security concerns in housing complexes with vulnerable populations, such as individuals with disabilities, through the installation of security systems.
- Ensure that decision-making committees for housing policies and regulations include people with disabilities, in line with the principle of "nothing for us without us."

#### Details

Carol Salter (Executive Director); Banchemo Disability Partners

Banchemo Disability Partners' mission is to provide supportive living services for people with intellectual and developmental disabilities through healthy and safe integration into the community. Currently serving 35 adults. The organization operates an apartment complex around 137<sup>th</sup> and Aurora and one in Shoreline behind the Goodwill at 145<sup>th</sup> and 15<sup>th</sup>. They also place clients at other apartment complexes. Their offerings include programming and supporting clients to participate in programming like arts, exercise, and Shoreline Community College.

**Outreach suggestions**

- Banchemo has a client advisory council that meets every two months, and a representative from the City of Shoreline could attend to gather feedback and distribute information.
- Banchemo is willing to host and distribute project information at their office, and their staff, who speak 33 languages, may have unique housing needs that could be taken into consideration in the planning process.

### Middle Housing CBO Listening Session, Thurs, April 13, 2023

**Interviewee:** Darnesha Weary, Black Coffee NW and Grounded

**Facilitators:** Tyler Vasquez (S&A), Frana Milan (S&A)

#### Key themes

- Affordable housing is a major challenge due to prohibitive move-in costs and the legacy of redlining affecting equitable access to housing opportunities.
- Lack of awareness of affordable housing options and how to apply for them is a common issue.
- Displacement is a significant problem, with economic and cultural factors contributing to it.
- Middle housing has potential benefits, but more housing options are needed to accommodate different types of families.

#### Key Suggestions

- For developers: Offer flexibility to tenants who are unable to make rent payments, allowing them to work off balances or break leases without punishment.
- Address affordability barriers for a range of incomes, acknowledging the legacy of redlining and historical wealth concentration, and addressing discrimination in housing.
- Increase access to housing opportunities by addressing barriers in current policies and regulations and increasing transparency in the process.
- Address risk factors that cause displacement, such as economic, physical, and cultural factors, and take actions to prevent foreclosures, evictions, and loss of affordable units.

#### Details

Darnesha Weary, Owner (Black Coffee NW)/ Interim Executive Director (Grounded)

Grounded is the non-profit arm of Black Coffee NW. The organization serves youth ages 8-24, primarily Black and other youth of color. They are one of the only Black-run organizations in the area. Their current focus is on youth mental health, offering counseling, small group work, therapeutic creative spaces, and job readiness training. Participants learn about being a barista and/or engage in a social justice curriculum that involves a practical element. One cohort organized a fall festival for kids with different abilities. They also have a youth-created podcast and offer community meeting space.

#### Outreach suggestions

- Consider organizing a community event to discuss the future of housing in Shoreline, inviting a diverse group of stakeholders including unhoused individuals, people looking for housing, and developers.
- Explore opportunities for youth involvement in planning and leading the event, potentially engaging seniors and college-aged individuals.
- Utilize social media platforms like Instagram and TikTok to engage with the community and promote the event. Consider posting questions to prompt engagement and participation.
- Consider promoting the event at a physical location, such as a local coffee shop, to reach individuals who may not be active on social media.

## **Middle Housing CBO Listening Session; Weds., April 12, 2023**

**Interviewee:** Beratta Gomillion, [Center for Human Services](#)

**Facilitators:** Tyler Vasquez (S&A), Frana Milan (S&A)

### **Key Themes**

- Affordability is a major issue in Shoreline's housing market, causing clients to move to even more northern areas, such as Snohomish County.
- Undocumented individuals and those without citizenship face language access barriers when seeking affordable housing.
- Single family homes may not be a viable housing option for families who live intergenerationally.
- Outreach efforts to hard-to-reach individuals and communities are crucial for addressing housing issues, including those stemming from white supremacy culture and racism.

### **Key Suggestions**

- Collaborate with community organizations to create a comprehensive outreach plan to reach individuals and communities that are hard to reach and ensure their inclusion in the discussion.
- Explore alternative housing solutions, such as tiny houses or other small-scale housing options, to address the challenges of accessing stable and sober housing and long waiting lists.
- Develop anti-racism training and education programs to address the role of white supremacy culture and racism in housing issues, involving everyone in the community in the process.
- Consider the unique needs of the aging population and individuals with limited mobility when designing physical structures and ensure accessibility to transportation

### **Details**

Beratta Gomillion (Executive Director); Center for Human Services

CHS provides behavioral health and family support, such as mental health, substance use treatment, and wrap-around services for families (WiSE). There are two sites in Shoreline and four other sites outside of Shoreline. Family services also include parenting/family education and referrals for services.

Large Spanish-speaking client base, but there are some 20 other language communities represented. Most clients are living with low incomes and/or have high needs; they are part of a population for whom it is difficult to get access to and/or afford the level of services that they need.

### **Outreach Suggestions**

- Host focus groups in Spanish with staff as interpreters; consider hosting engagement activities at CHS locations in Shoreline.
- Conduct listening session at group therapy sessions for substance use and behavioral health clients.
- Provide information in languages spoken by staff and clients.

## Att. B - Middle Housing - Public Engagement Summary

### Middle Housing CBO Interview: Lake City Partners

Interview time: Monday, April 10, 2023 | 3:30 p.m.

Name: William Towey, Executive Director (he/him)

Email: william@lakecitypartners.org

Add to contact list? Yes

#### Follow up items

- William will send list of staff languages, list of disabilities of their clients.
- S&A will follow up with:
  - Interview notes for William's review/approval
  - Info regarding compensation/MOU
  - Ideas for potential additional collaboration

#### About your organization:

William, the Executive Director of Lake City Partners (LCP), is new to Shoreline but brings extensive experience working on housing issues. He has been working with Pierce County on similar issues before. Lake City Partners is an organization that has been working towards ending homelessness for the past 15 years. They have a team of 40 employees that provide outreach, day center, and enhanced shelter services. The organization is focused on the journey of unsheltered to housed, with less emphasis on housing construction.

The enhanced shelter at Aurora can accommodate up to 60 people and provides non-congregate, wrap-around services to help individuals overcome challenges. Lake City Partners' outreach efforts begin with individuals in basic survival mode and emphasize building relationships. The day center is a drop-in facility that offers hygiene and cooking services, as well as a safe space for further engagement. Lake City Partners' services extend to north of NE 65th Street in Seattle and across north King County.

#### About Housing

- Enhanced shelter offers up to two years of residency and helps residents connect to key services, such as medical care, identification and paperwork assistance, criminal justice system resolution, and substance use disorder treatment.
- Community dissatisfaction with housing policy.
- Lake City has a 30-day rolling census of 200 people, with hundreds across north King County.
- Affordability is the primary challenge for seniors with low income; even \$800 rent is a significant challenge.
- Focus on connecting people to housing vouchers and 30-50% AMI opportunities.
- Single Room Occupancy (SRO) opportunities with a six-person housing restriction within the city to promote community connection and maintain family relationships.



## **Att. B - Middle Housing - Public Engagement Summary**

- Hope to help people exit the program after two years. Two-year mark is a requirement for "emergency shelter" designation under state law.
- Various factors contribute to displacement, including job loss, high housing costs, redevelopment, and familial change. Homelessness looks different depending on the definition used, and people living with family may still be considered homeless.
- LCP primarily focuses on adult services but may serve some family units depending on availability and family makeup. Clients are typically English-speaking, BIPOC, and permanent residents/citizens, and many have substance use disorder and behavioral health challenges.
- People seek safe and affordable housing options, with \$600-800 rent being preferable. Some are unable to participate fully in the workforce due to age or health circumstances.
- Enhanced shelter features shared spaces but not congregate living. Hotel conversions are a successful housing option.
- "1/3 model" divides clients into three categories: (1) seniors who only have age-appropriate health issues and low fixed income, (2) those with active addiction, particularly challenging with fentanyl, and (3) those with significant behavioral health challenges who require permanent support.

### **About Engagement**

- Consider engagement opportunities during the Comp Plan to work with residents at the Oaks and help empower them to build agency.
- Add William to the general mailing list and share notes with him.
- Some questions and recommendations:
  - Ensure the Comp Plan works for central to very low-income community members.
  - Develop specific messaging and engagement opportunities for these community members. Meeting them where they are and having a well-thought-out plan is crucial.

# Att. C - Housing and Land Use Policy Evaluation

Attachment C: Housing Element Goals and Policies Evaluation			
Existing Housing Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
<p>Goal H I Provide sufficient development capacity to accommodate the 20 year growth forecast and promote other goals, such as creating demand for transit and local businesses through increased residential density along arterials; and improved infrastructure, like sidewalks and stormwater treatment, through redevelopment.</p>	<p>This goal approaches supporting middle housing policy by aiming to meet state growth forecasts and providing adequate infrastructure to serve existing and new households within a service area. This goal only approaches supporting Middle housing programs by not explicitly encouraging Medium density styles of housing.</p>	<p>Revised Goal (H I): Provide sufficient development capacity to <del>accommodate the 20 year growth forecast</del> <u>meet 2044 regional growth</u> and <del>promote</del> <u>address</u> other <u>housing</u> goals, such as creating demand for transit and local businesses through increased residential density along arterials; and improved infrastructure, like sidewalks and stormwater treatment, through redevelopment <u>and the encouragement of medium density residential development</u></p>	<p>The policy does not explicitly challenge the feasibility of middle housing, and by adding the broad language to encourage medium density</p>
<p>Goal H II Encourage development of an appropriate mix of housing choices through innovative land use and well-crafted regulations.</p>	<p>This goal is supportive of middle housing by supporting the appropriate mix of housing choices, which includes Middle housing.</p>	<p>Revised Goal (Goal H II): Encourage development of <del>an appropriate mix</del> <u>a wider variety</u> of housing <del>choices</del> <u>types</u> <del>at all affordability levels</del>, through innovative land use, <del>and</del> well-crafted regulations, <u>and development incentives</u>.</p>	<p>Changed "an appropriate mix of housing choices" to "a wider variety of housing types" to described the goal's intent more accurately and to distribute the benefits of the policy more equitably. This policy is already very aligned with Middle housing goals.</p>
<p>Goal H III Preserve and develop housing throughout the city that addresses the needs of all economic segments of the community, including underserved populations, such as households making less than 30% of Area Median Income.</p>	<p>This goal supports Middle housing policy by encouraging development for all economic segments of the community, and specifically identifying households making less than 30% of Area Median Income. Identifying this income bracket will help guide the subsequent policies that specifically address affordable housing production in encouraging housing production at this income bracket.</p>	<p>No recommended revisions</p>	
<p>Goal H IV "Protect and connect" residential neighborhoods so they retain identity and character, yet provide amenities that enhance quality of life.</p>	<p>This goal may represent a challenge to Shoreline's ability to create middle housing by creating a rational to maintain the status quo development regulations. While Middle housing can be created using clever development regulations that maintain existing housing character, the increase in density and redevelopment pressure can also change the neighborhood identify.</p>	<p>Revised Goal (G H IV): "Protect and connect" residential neighborhoods so they retain identity and character, yet provide amenities <u>and housing variety</u> that enhance quality of life <u>and provide housing affordable for all income levels</u>.</p>	<p>Language to preserve the neighborhood identify and character was left in place, while clarifying that these qualities should not come at the expense of housing variety or affordability.</p>
<p>Goal H V Integrate new development with consideration to design and scale that complements existing neighborhoods, and provides effective transitions between different uses and intensities.</p>	<p>This goal supports Middle housing policy by encouraging development that spans different design types and scales. Integrating middle housing developments which fit with current neighborhood scale and design is a key tenant of middle housing.</p>	<p>No recommended revisions</p>	

# Att. C - Housing and Land Use Policy Evaluation

Attachment C: Housing Element Goals and Policies Evaluation			
Existing Housing Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
Goal H VIII Implement recommendations outlined in the Comprehensive Housing Strategy.	Many of the housing Affordability strategies allude to middle housing themes, such as variety of housing types, affordability to different income levels, and increased density, but it never mentions middle housing	It is recommended that a policies are added to the Comprehensive Housing Strategy to explicitly support more Middle housing types if the Comprehensive Housing Strategy is updated	If the Comprehensive Housing Strategy is updated, adding more middle housing types to recommended zoning allowances would better support middle housing goals. For instance, Housing Choice and Neighborhood Character Strategy 4 could be revised as follows: "Explore the possibility of creating an urban density residential zoning category that would permit small lot development <del>or</del> , attached single-family home, <i>duplex</i> , <i>triplex</i> , <i>quadplex</i> , or townhouse developments with a design component"
H1 Encourage a variety of residential design alternatives that increase housing choice.	This policy supports middle housing by encouraging a variety of residential design alternatives. Having an alternative menu of permitted residential designs, such as middle housing types, will provide housing for different family sizes and incomes. However, language of this policy is unclear as "residential design alternatives" is not defined and the desired location of these alternative designs is not specified.	New Policy (To replace H1): <del>Encourage a variety of residential design alternatives that increase housing choice.</del> <u>Allow and incentivize a wider variety of housing types at all affordability levels in all residential areas.</u>	Changed "encourage a variety of residential design alternatives" to "allow and incentivize a wider variety of housing types at all affordability levels" to describe the policy intent more accurately and to distribute the benefits of the policy more equitably. The housing market and developers are inclined to build affordable housing when they receive value and profit from the project. The word "incentivize" is included to encourage the city to offset value lost when developers integrate affordability (i.e., grants available to affordable housing developers, density bonuses, etc.)
H3 Encourage infill development on vacant or underutilized sites.	This policy is not inherently in opposition to Middle housing, but it does not support it dramatically. Middle housing can be a method for infill development, but encouraging middle housing as infill development would take more focus and special attention.	Policy Revision (H3): Encourage infill development on vacant or underutilized sites <u>while maintaining the scale and form of buildings in established residential neighborhoods through adoption of context-sensitive regulations.</u>	The new policy provides a building design solution to infill development, allowing new development to create additional density while not changing the character of neighborhoods.
H4 Consider housing cost and supply implications of proposed regulations and procedures.	This policy encourages additional processes toward evaluating the potential of increasing home prices of a neighborhood, or allowing specific types of units within a neighborhood, before implementing regulations and procedures. The goal of creating middle housing is to increase the number of housing units available to people in the middle of the income ladder, and careful consideration that existing units which already fulfill this goal will not be threatened by policy changes should be taken before changes are made.	Policy Revision (H4): Consider housing cost and supply implications of proposed regulations and procedures <u>to ensure implementation results in the intention of policy.</u>	The revised policy language acknowledges the effect the private side of development has on the housing landscape more completely.

# Att. C - Housing and Land Use Policy Evaluation

Attachment C: Housing Element Goals and Policies Evaluation			
Existing Housing Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
H5 Promote working partnerships with public and private groups to plan and develop a range of housing choices.	This policy helps the city coordinate housing development with housing developers with the goal of increasing the range of housing choices available. Encouraging these partnerships should create development procedures which are agreeable to both parties, private and public.	Policy Revision (H5): Promote working partnerships with public, private, <u>and community</u> groups to plan and develop a range of housing choices.	The revised policy seeks to include community groups in the planning process to help increase the alignment between desired housing types and development processes.
H6 Consider regulations that would allow cottage housing in residential areas, and revise the Development Code to allow and create standards for a wider variety of housing types.	Allowing cottage housing in residential areas may provide more affordable housing options for low-income households. Although allowing a wider variety of housing types feels secondary to allowing cottage housing and is repetitive of H1, this also supports the intention of creating more Middle Housing. Recent passage of legislation allowing cottage housing in some residential zones may also require a change in policy.	Policy Revision (H6): <del>Consider regulations that would allow cottage housing in residential areas, and revise the Development Code to allow and create standards for a wider variety of housing types.</del> <u>Continue to allow and monitor cottage housing in residential areas.</u>	The policy has been changed to account for the recent permittance of cottage housing. The second half has been deleted to account for the overlap with H1
H7 Create meaningful incentives to facilitate development of affordable housing in both residential and commercial zones, including consideration of exemptions from certain development standards in instances where strict application would make incentives infeasible.	Creating incentive schemas which appropriately encourage community desire housing development is a key component of middle housing, but this policy seems more geared towards development standard exemptions to encourage affordable housing.	Policy Revision (H7): Create meaningful incentives to facilitate development of affordable housing <u>and Middle housing types</u> in both residential and commercial zones, including consideration of exemptions from certain development standards in instances where strict application would make incentives infeasible.	This policy revision explicitly includes middle housing in the types of housing which should be considered for exemption from development standards and receive meaningful incentives.
H8 Explore a variety and combination of incentives to encourage market rate and non-profit developers to build more units with deeper levels of affordability.	This policy is too broad to support any middle housing goals. "Deeper levels of affordability" is unclear, and could be interpreted in multiple ways. Revisions to this policy should be made to clarify the intent.	Revised Policy (H8): Explore a variety and combination of incentives to encourage market rate and non-profit developers to build <del>more</del> <u>units with deeper levels of affordability, units affordable to extremely low, very low, low income, and moderate income groups.</u>	Revising this policy to specify what "deeper levels of affordability" means should create a more actionable policy. By adding specific, and commonly accepted, income levels the city can evaluate if they are encouraging and creating the right amount of housing to fulfill the intention of this policy.
H14 Provide updated information to residents on affordable housing opportunities and first-time home ownership programs.	Establishing public outreach and education of available programs will help community members utilize the resources available to them. This policy, in tandem with policies which encourage affordable ownership middle housing options, should encourage community interest in middle housing options. Language should be added to this policy to encourage the dispersion of information related to middle housing.	Revised Policy (H14): Provide updated information to residents on affordable housing opportunities, <u>middle housing options</u> , and first-time home ownership programs.	Added language related to middle housing options to inform the community of the full spectrum of housing available to them. Fostering greater interest in this housing type may also increase pressure on developers to create middle housing types.

# Att. C - Housing and Land Use Policy Evaluation

Attachment C: Housing Element Goals and Policies Evaluation			
Existing Housing Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
H15 Identify and promote use of surplus public and quasi-publicly owned land for housing affordable to low- and moderate-income households.	Donating surplus public land to developers who will create housing affordable to low and moderate income households should encourage the development of low income and moderate income housing, including middle housing types. Ensuring that the correct land is allocated to the correct developer or project will be key to providing the correct amount of each housing type.	Revised Policy (H-12): Identify, <u>inventory</u> , and promote use of surplus public and quasi-publicly owned land for housing affordable to low- and moderate-income households.	This policy can be improved by adding the term "inventory". It will be important for the City to create an inventory of surplus land feasible for low and moderate income housing development. A regularly updated inventory will keep the city informed of development opportunities, and create a shareable marketing tool to educate developers on buildable lands in Shoreline.
H20 Pursue public-private partnerships to preserve existing affordable housing stock and develop additional units.	Public and private efforts can help to preserve existing affordable housing inventory and allow residents to stay in housing they can afford. Changing some of the language in this policy can also help preserve housing stock affordable to residents with low or moderate income. Previous policies found in this plan already encourage coordination between the public and private sphere to develop additional units, thus this second focus is redundant.	Revised Policy (H20): Pursue public-private partnerships to preserve existing affordable housing stock <u>affordable to all income levels.</u> <del>and develop additional units.</del>	Developing additional housing units is already encouraged in other policies throughout this plan. Reducing this redundancy will help clarify the housing element. Including language to preserve housing at all income levels will help expand the benefits of this policy to more Shoreline residents. .
H23 Assure that site, landscaping, building, and design regulations create effective transitions between different land uses and densities.	Middle housing can provide the transition between low density residential areas and high density or commercially zoned areas in the city. This policy can help support the creation of more middle housing by using middle housing as a transition between these land uses and densities. However, by not mentioning middle housing it approaches supporting this housing type rather than fully supporting it.	Revised Policy (H23): Assure that site, landscaping, building, <u>housing types</u> , and design regulations create effective transitions between different land uses and densities.	By adding housing types as a method to create transition between different land uses and densities, the city supports using middle housing types to create transition between different housing densities.
H24 Explore the feasibility of implementing alternative neighborhood design concepts into the City's regulations.	This policy is broad and unclear, but depending on the neighborhood design concepts chosen and codified by the city, it could encourage the proliferation of missing middle housing. Using form based code could encourage the proliferation of middle housing by incentivizing medium density housing in the form and scale appropriate to the neighborhood at hand.	Revised Policy (H24): Explore the feasibility of implementing <del>alternative</del> neighborhood design concepts <u>or form based code</u> into the City's regulations.	Added form based code as a concept for the city to explore along with neighborhood design concepts. Form based code can help provide more middle housing by regulating density by bulk instead of regulating density outright.

# Att. C - Housing and Land Use Policy Evaluation

Attachment C: Housing Element Goals and Policies Evaluation			
Existing Housing Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
H28 Improve coordination among the County and other jurisdictions, housing and service providers, and funders to identify, promote, and implement local and regional strategies that increase housing opportunities.	Cross jurisdictional coordination allows jurisdictions of similar sizes and needs to pool resources, share solutions, and address shared issues. This is generally supportive of creating increased housing opportunities, but it does not explicitly recommend creating variety of housing types which are affordable to all income levels. Coordination across jurisdictional boundaries help the city serve it's community by creating consistent housing across jurisdictional boundaries.	Revised Policy (H28): Improve coordination among <del>the County King and Snohomish</del> County and other <u>surrounding</u> jurisdictions, housing and service providers, and funders to identify, <del>promote housing needs,</del> and implement local and regional strategies that <del>increase housing opportunities</del> <u>create appropriate housing supply and variety.</u>	Added "housing supply variety" to encourage the development of more levels of affordability as opposed to just more opportunities. Creating housing that caters to resident's financial assets is just as important as creating enough housing. Note that
H30 Collaborate with King and Snohomish Counties, other neighboring jurisdictions, and the King County Housing Authority and Housing Development Consortium to assess housing needs, create affordable housing opportunities, and coordinate funding.	This policy is approaching supporting middle housing, but is partially redundant to housing policy H28. To create policies which are internally more consistent, it is recommended that these two policies are separated.	Revised Policy (H30): Collaborate with <del>King and Snohomish Counties, other neighboring jurisdictions, and</del> the King County Housing Authority, Housing Development Consortium, <u>and other housing organizations</u> to assess housing needs, create affordable housing opportunities, and coordinate funding.	Removing language related to coordination with the county removes redundancies between this policy and policy H28. Separating these policies clarifies each of their intentions.
H31 Partner with private and not-for-profit developers, social and health service agencies, funding institutions, and all levels of government to identify and address regional housing needs.	Working with other entities relevant to Shoreline's community can help ensure that regional housing needs are fully understood and addressed. This housing policy supports middle housing by bringing in developers, health service agencies, and all governmental levels into the housing needs conversation.	Revised Policy (H31): Partner with private and not-for-profit developers, social and health service agencies, funding institutions, <u>community groups</u> , and all levels of government to identify and address regional housing needs.	Adding Community groups fills out the other stakeholders which should be partnered with to more completely identify and address regional housing needs. Community groups can be a very valuable asset in understanding the housing situation, and policy should reflect this.
H32 Work to increase the availability of public and private resources on a regional level for affordable housing and prevention of homelessness, including factors related to cost-burdened households, like availability of transit, food, health services, employment, and education.	Public and private efforts can help preserve existing affordable housing inventory and create a broader base of resources for the city to work with when addressing housing related issues such as those listed.	Revised Policy (H32): Work to increase the availability of public and private resources on a regional level for affordable housing and prevention of homelessness, including factors related to cost-burdened households, like availability of transit, food, health services, employment, education, <u>and housing variety.</u>	The addition of housing variety as a factor which relates to cost burden increases this policy's support for middle housing. Coordination of public and private resources should include coordination on this topic.
New Policy		<u>Educate the public about community benefits of middle housing in order to promote acceptance of local proposals.</u>	Public education is a necessary effort to dispel misunderstandings and myths surrounding forms of housing that are considered "new" or "different" in communities that historically have been single family residential and apartment exclusive communities.

# Att. C - Housing and Land Use Policy Evaluation

## Attachment C: Land Use Element Goals and Policies Evaluation

Existing Land Use Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
<p>Goal LU I Encourage development that creates a variety of housing, shopping, entertainment, recreation, gathering spaces, employment, and services that are accessible to neighborhoods.</p>	<p>This policy focuses on supporting a diversity of uses in proximity to neighborhoods. There could be clearer support for a variety of housing types by emphasizing that middle housing should be primarily within the vicinity of commercial, municipal, or transit services.</p>	<p>Revised Goal LUI: Encourage development that creates <u>and supports</u> a variety of <u>compatible</u> housing <u>forms</u>, shopping, entertainment, recreation, gathering spaces, employment, and services that are accessible to <u>neighborhoods residents throughout the City.</u></p>	<p>This goal is an opportunity to clarify where the city would encourage a variety of compatible land uses should be in proximity to certain forms of housing and clarify some of the language that currently exists in the policy.</p>
<p>Goal LUII Establish land use patterns that promote walking, biking and using transit to access goods, services, education, employment, recreation.</p>	<p>Middle housing would be supported by alternative modes of transportation and uses within a proximal distance since parking is anticipated to be a major component of future code development work. When considering where middle housing should go, proximity to these supportive facilities should support lower parking requirements and demands for both the residential and non-residential uses.</p> <p>Supportive policies to this goal should specifically calls out middle housing as an effective land use to enhancing accessibility to services. .</p>	<p>No recommended revisions.</p>	<p>Forms of middle housing are intended to be more dense which causes concerns for parking. A Citywide effort to support more neighborhood residential uses, access to transit, and availability of community services and spaces will reduce traffic and parking demands while supporting physical wellbeing.</p>
<p>Goal LU V Enhance the character, quality, and function of existing residential neighborhoods while accommodating anticipated growth.</p>	<p>The policy is intended to support maintaining the existing nature of residential zones in the city but recognizes that change is needed to address population growth.</p> <p>This policy overall is approaching support of middle housing while walking a fine line of being a challenge. The policy recognizes that growth must be accommodated in areas that occupy the greatest percentage of land in the City. The policy could be clarified to explicitly include middle housing.</p> <p>This policy can also be read as a challenge to middle housing. With the passing of HB1110 and a desire to integrate more forms of middle housing throughout the low and medium residential districts, the City should not support maintaining the exact character of communities.</p>	<p>Revised Goal LUV: Enhance the quality and function of residential <u>neighborhoods zones</u> while accommodating <u>for</u> anticipated growth <u>by supporting compatible forms of middle housing that increase the efficiency of land while blending into the existing character of neighborhoods.</u></p>	<p>Language in this policy is indicative of maintaining residential zones while accommodating growth but does not provide a focused goal or solution to build policies around. Policy also can be read as supporting additional growth in higher density or mixed use areas, rather than spreading growth equitably throughout zones permitting residential uses.</p>
<p>LU1 The Low Density Residential land use designation allows single-family detached dwelling units. Other dwelling types, such as duplexes, single-family attached, cottage housing, and accessory dwellings may be allowed under certain conditions. The permitted base density for this designation may not exceed 6 dwelling units per acre.</p>	<p>The policy supports maintaining the existing density caps of the Low Density Residential District. Explicit density caps within the policy directly impact the type of housing that could be built within the zone. Developers will need to build more units to be financially able to support construction of middle housing forms. Additionally, the policy explicitly states only certain forms of housing can be built within the district, however cottages, duplexes and townhomes could not be constructed with the current density cap, be financially feasible, and be an efficient use of land all at the same time.</p>	<p>Revised LU1: The Low Density Residential <del>land use designation allows single-family detached dwelling units. Other dwelling types, such as duplexes, single-family attached, cottage housing, and accessory dwellings may be allowed under certain conditions. The permitted base density for this designation may not exceed 6 dwelling units per acre.</del> <u>District allows primarily residential uses and encourage a diversity of compatible housing types.</u></p>	<p>The policy includes explicit language regulating the density and types of housing units within the Low Density Residential District (R-4 and R-6) and is a direct challenge to the minimum densities needed to support a duplex (at least 11 units/acre).</p>

# Att. C - Housing and Land Use Policy Evaluation

## Attachment C: Land Use Element Goals and Policies Evaluation

Existing Land Use Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
<p>LU2 The Medium Density Residential land use designation allows single-family dwelling units, duplexes, triplexes, zero lot line houses, townhouses, and cottage housing. Apartments and professional offices may be allowed under certain conditions. The permitted base density for this designation may not exceed 12 dwelling units per acre.</p>	<p>The policy supports maintaining the existing density caps of the Medium Density Residential District. Explicit density caps within the policy directly impact the type of housing that could be built within the zone. Developers will need to build more units to be financially able to support construction of middle housing forms. Additionally, the policy explicitly states only certain forms of housing can be built within the district, however triplexes, multiplexes (apartments), and cottages could not be constructed with the current density cap, be financially feasible, and be an efficient use of land all at the same time.</p>	<p>Revised LU2: The Medium Density Residential <del>land use designation allows single-family dwelling units, duplexes, triplexes, zero lot line houses, townhouses, and cottage housing. Apartments and professional offices may be allowed under certain conditions. The permitted base density for this designation may not exceed 12 dwelling units per acre.</del> District allows primarily residential uses and commercial uses in proximity to transit.</p>	<p>The policy includes explicit language regulating the density and types of housing units within the Medium Density Residential District (R-8 and R-12) and is a direct challenge to the minimum densities needed to support a triplex (at least 20 units/acre).</p>
<p>LU4 Allow clustering of residential units to preserve open space and reduce surface water run-off.</p>	<p>Residential clustering supports a greater density of residential units which can equate to middle housing. Policy should be more explicit to include clustering and middle housing.</p>	<p>Revised LU4: Allow clustering of residential units <u>and denser forms of middle housing</u> to preserve open space <u>and natural features</u> while <del>and reduce surface water</del> <u>reducing stormwater</u> run-off.</p>	<p>Policy is indicative of supporting middle housing and recommended revision is only focused on more clear language. "Residential clustering" is a specific term used to described small lot development of single family homes. Adding language to specifically call out middle housing will achieve the ultimate intent of the policy to create more dense housing forms - both through clustering and middle housing.</p>
<p>LU5 Develop regulations to maintain and increase Shoreline's urban tree canopy with the goal of encouraging tree retention and protection while also increasing housing opportunities and choice.</p>	<p>There is a lack of specificity in where or what the housing opportunities are or would be. Clearer language on the location should be the focus of this policy as it relates to middle housing and racial equity. Denser zones in the city have lesser tree standards and less trees as a result of development. In comparison, lower density and primarily residential areas have more trees. There is a lack of proportionality in where the urban canopy exists and where future efforts should be focused on "building up". Higher density areas should not have disproportionate health and climate change impacts. Denser housing means more people and requires proportional number of trees in the urban canopy.</p>	<p>Revised LU5: Develop regulations to maintain and increase Shoreline's urban tree canopy with the goal of encouraging tree retention and protection <del>while also increasing housing opportunities and choice</del> <u>while reducing health and climate change disparities between different neighborhood districts, households, and housing typologies.</u></p>	<p>The intention of the code is primarily rooted in protecting existing trees and building up the urban canopy, however language should clearly indicate that equity in canopy coverage should be a consideration since there is likely greater canopy coverage within lower density districts with primarily single family homes over medium density and greater zones that more readily offer middle and high density housing types.</p>
<p>LU6 Review and update infill standards and procedures that promote quality development, and consider the existing neighborhood.</p>	<p>Since most of the lands in the city have been developed and there are limited number of undeveloped acres, infill incentives are a supportive measure that creates more financial feasibility encouraging the development of middle housing forms throughout the city.</p>	<p>No recommended revisions.</p>	<p>Infill incentives should be crafted to be inclusive and supportive of middle housing development over other forms of development, where appropriate, in practice rather than policy.</p>
<p>LU8 Promote small-scale commercial activity areas within neighborhoods that encourage walkability, and provide opportunities for employment and "third places".</p>	<p>The <i>Existing Conditions Report</i> supports the placement of middle housing in walkable areas near amenities as a method of creating a "buffer" between commercial and residential uses. Adding greater density near "commercial neighborhood nodes" can encourage walkability, support local businesses, and successfully blend nodes and middle housing into existing neighborhoods. Forms of middle housing are inherently "commercial" or "mixed use", such as a multiplex or live-work unit.</p>	<p>Revised LU8: Promote small-scale commercial <u>and mixed use</u> activity areas within <u>residential</u> neighborhoods that encourage walkability, <u>provide opportunities for appropriate middle housing uses near commercial nodes</u>, and provide opportunities for employment and "third places".</p>	<p>This goal is an opportunity to clarify where the city would encourage a variety of compatible land uses should be in proximity to certain forms of housing and clarify some of the language that currently exists in the policy.</p>



# Att. C - Housing and Land Use Policy Evaluation

## Attachment C: Land Use Element Goals and Policies Evaluation

Existing Land Use Goal/Policy	Evaluation	Revision or New Goal/Policy	Revision Rationale
LU9 Provide, through land use regulation, the potential for a broad range of housing choices and levels of affordability to meet the changing needs of a diverse community.	The intent of this policy is to support a diversity of housing forms that meet different housing needs, household types, and create a range of affordability levels throughout the city. The policy recognizes that different forms of housing will result in different affordability levels.	Provide through land use regulation the potential for a broad range of housing choices and levels of affordability <u>throughout the city</u> to meet the changing needs of a diverse community.	Middle housing is one solution to closing the gap on who can afford to purchase or rent a housing unit within the City. Policy recommendation should focus on clarifying where housing choices and affordable options should be located - which should be equitably throughout the city's zones permitting residential uses.
LU16 Reduce impacts to single-family neighborhoods adjacent to mixed-use and commercial land uses with regard to traffic, noise, and glare through design standards and other development criteria.	The policy is exclusively intended to support single family zones and properties rather than residential uses in general, which would universally benefit from enhanced design standards, development criteria, and performance standards adjacent to more intensive land uses. Single family residential zones would be the least likely impacted by commercial uses since commercial uses are less likely to be permitted in the Low Density Residential District (R-4 and R-6). Policy should be more inclusive of reducing impacts to residential uses in general.	Revised LU15: <del>Reduce-Minimize</del> impacts to <del>single-family neighborhoods</del> <u>residential uses</u> adjacent to mixed use and commercial land uses <del>with regard to traffic, noise, and glare</del> through design standards, <u>performance standards</u> , and other development criteria.	Policy is only supportive to single-family residential uses and zones rather than housing units in general. While it is not a barrier to middle housing, it does effectively prioritize only single-family uses and may indicate any new development or use more dense or intense than a single-family unit would be considered impactful.
LU17 Encourage the assembly and redevelopment of key, underdeveloped parcels through incentives and public/private partnerships	The key word in this statement is "underdeveloped". While this policy can be read as generally supporting infill development through incentives and partnerships, it can be indicative of greater collaboration to support development of desired middle housing uses in key areas. As recommended in the <i>Existing Conditions Report</i> , this policy would benefit from an accompanying map identifying key underdeveloped parcels the City would support granting incentive options for.	Revised LU16: Encourage the assembly and redevelopment of key, underdeveloped parcels <u>as described in the future Priority Infill Map for Middle Housing, that support desired land uses, such as middle housing or affordable housing</u> , through incentives, public/private partnerships, <u>and collaboration of development regulations with developers and residents.</u>	Policy can be crafted to be more impactful than it is currently written in supporting infill and middle housing. Transparency and availability of maps that distinguish where incentives can be applied supports developer investment into properties the City wants to see redeveloped into middle housing and provide developer financial confidence in the project.
New Policy		<u>Develop a priority infill incentive map for middle housing to support efficient infill projects that meet community housing and affordability needs.</u>	In conjunction with LU17, the City should create a policy that recommends an Infill / Incentive map specific to areas desired for middle housing and transparency in available incentives that ultimately reduce developer cost, increase developer interest and confidence, but also provides transparency to residents.
New Policy	As described in the <i>Existing Conditions Report</i> , a utility study to understand the current and projected capacity demands for middle housing is necessary in zones historically single family residential exclusive.	<u>Conduct a utility study for stormwater capacity in the Low and Medium Density Residential District to evaluate the appropriateness of permitting and accommodating forms of middle housing.</u>	A utility study helps address community concerns about utility service capacity and associated impacts, inspiring greater confidence in middle housing projects.
New Policy	As described in the <i>Existing Conditions Report</i> , a utility study to understand the current and projected capacity demands for middle housing is necessary in zones historically single family residential exclusive.	<u>Collaborate with public and private utility purveyors to conduct a utility study for water, sewer, electric, and gas utility capacities in the Low and Medium Density Residential District to evaluate the appropriateness of permitting and accommodating forms of middle housing.</u>	A utility study helps address community concerns about utility service capacity and associated impacts, inspiring greater confidence in middle housing projects.
New Policy		<u>Explore the feasibility of a form-based code approach for historically residential zones.</u>	Residents have repeatedly expressed concerns regarding middle housing impacts to residential character and aesthetic. As such, it may be beneficial to re-vision how the city implements the Development Code to prioritize design and use performance over a proposed use and associated density to maintain cherished components of existing neighborhoods.