

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: 2019 Comprehensive Plan Amendment Discussion #2
DEPARTMENT: Planning & Community Development
PRESENTED BY: Steven Szafran, AICP, Senior Planner
Nora Gierloff, Planning Manager

Public Hearing
 Discussion

Study Session
 Update

Recommendation Or
 Other

INTRODUCTION

This is the second Planning Commission discussion for the proposed 2019 Comprehensive Plan Amendments (**Attachment A**). At the first Planning Commission meeting on August 1, the Commission discussed the three potential Comprehensive Plan Amendments and directed staff to answer questions on amendment #2.

Tonight's discussion will provide a recap of the discussion on August 1 and staff will provide the Commission answers for Commission's question on amendment #2.

The State Growth Management Act, chapter 36.70A RCW, limits review of proposed Comprehensive Plan Amendments (CPAs) to once a year with limited exceptions. To ensure that the public can view the proposals within a citywide context, the Growth Management Act directs cities to create a docket that lists the CPAs to be considered in this "once a year" review process.

BACKGROUND

The proposed docket for the 2019 CPAs were introduced to the Commission on February 7, 2019. The staff report and attachments can be found here:
<http://www.shorelinewa.gov/home/showdocument?id=42358>.

The Council discussed the proposed docket on March 18, 2019. The staff report and attachments can be found here:
<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2019/staffreport031819-8a.pdf>.

The Council adopted the Final Docket on April 15, 2019. The staff report and attachments can be found here:

Approved By:

Project Manager



for

Planning Director



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<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2019/staffreport041519-8a.pdf>.

The Council reconsidered the Final Docket on June 3, 2019 to remove Amendment #3 which was amending the Fircrest Land Use Designation and Concurrent Rezone of a portion of the Fircrest Campus. The staff report and attachments can be found here: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2019/staffreport060319-8c.pdf>.

The Commission discussed the proposed 2019 Comprehensive Plan Amendments on August 1. The staff report and attachments can be found here: <http://www.shorelinewa.gov/home/showdocument?id=44644>.

In the below analysis section, staff responded to the Commission's questions and comments regarding the three proposed Comprehensive Plan Amendments. Staff has included Commission's question/comments, staff's response to those questions, and recommendations/changes to the specific amendment.

2019 CPA DOCKET ANALYSIS

Amendment #1

Change the Land Use Designation from Medium Density Residential to Mixed-Use 2 and change the Zoning from Residential, 8 units/acre (R-8) to Community Business (CB) of two parcels at 1510 and 1517 NE 170th Street.

Description:

This is a privately-initiated amendment that seeks to change the Land Use Designation and zoning of two parcels located at 1517 and 1510 NE 170th Street from Medium Density Residential (MDR) to Mixed-Use 2 (MU2) and rezone the property from Residential, 8 units/acre (R-8) to Community Business (CB) to be consistent with the requested change to the land use designation.

The applicants for this amendment, Joseph and Melissa Irons, have been operating a remodeling and construction services office at 1510 NE 170th Street since 2008, however the use is not allowed in R-8 zoning. They have elected to request a Comprehensive Plan amendment to change the land use from Medium Residential to Mixed-Use 2 and a concurrent rezone from R-8 to Community Business with the goal of allowing continued operation of the business at this location. The applicants have also purchased the property at 1517 NE 170th Street (directly across the street from 1510 NE 170th St.) with the intent of using the site for residential dwellings and storage, including vehicles for Irons Brothers Construction. This site is also zoned R-8, and the applicants are including this property in their request. The site is located between existing commercial uses that front 15th Avenue NE to the west and a single-family neighborhood to the east.

Commission Comment:

At the August 1st meeting, staff presented the Commission with alternatives to the applicant's requested land use designation and rezone amendment. One of those

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options was for staff to analyze a Comprehensive Plan Amendment to High-Density Residential and a concurrent rezone to R-18. Staff explained that a rezone to R-18 meets the goals and policies of the Comprehensive Plan and is a logical transition from the Community Business zoning to the west and the single-family uses to the east.

The Commission commented that the rezone to R-18 will not accommodate the applicant's business without significant changes and the request is not something the Commission would recommend to Council.

Staff Analysis:

Staff agrees that a Comprehensive Plan Amendment to change the land use designation from MDR to HDR and a current rezone from R-8 to R-18 will not serve the applicant since a contractor's office with equipment storage outdoors would not be allowed under the provisions of a Conditional Use Permit. If approved by Council, the land use designation changes and rezone to R-18 will allow the applicant to conduct an office use out of the subject location (1510 NE 170th Street) with the approval of a Conditional Use Permit. The applicant would then need to make accommodations for equipment and outdoor storage at a separate location zoned for those types of uses.

Based on the direction provided by the Planning Commission at the August 1st meeting, Staff will not present this option to the Commission at the public hearing on October 3. The City Council will have the option to discuss an alternative land use and zoning change if they determine it is warranted.

Staff Recommendation:

There is no staff recommendation currently since this meeting is for the Commission to study the item. Staff will bring back a recommendation at the Public Hearing on October 3.

Amendment #2

Update Natural Environment Goal V to set local goals to reduce greenhouse gas (GHG) emissions in support of the Paris Climate Accord threshold to limit global warming to less than 1.5° C above pre-industrial levels.

Description:

This is a privately-initiated amendment to amend Natural Environment Goal V, which currently states:

Protect clean air and the climate for present and future generations through reduction of greenhouse gas emissions, and promotion of efficient and effective solutions for transportation, clean industries, and development.

The proposal submitted by the applicant below would amend Natural Environment Goal V to read:

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Protect clean air and the climate for present and future generations through ~~reduction of~~ by limiting greenhouse gas emissions to 1.5° C of global warming above pre-industrial levels, and promotion of efficient and effective solutions for transportation, clean industries, and development.

Staff recommends rephrasing the language slightly to be clearer that greenhouse gas emissions (GHG) themselves are not to be limited to a number of degrees, but that reducing local GHG emissions is the most effective contribution to the attempt to limit catastrophic levels of global warming. The staff proposal is as follows:

Protect clean air and the climate for present and future generations through significant reduction of greenhouse gas emissions, to support Paris Climate Accord targets of limiting global warming to less than 1.5° C above pre-industrial levels. Local reduction targets will also and promotion of efficient and effective solutions for transportation, clean industries, and development.

Commission Question:

The Commission requested additional information about this proposed amendment. Specifically, the Commission wanted to know what the implications are of recommending the proposed amendment language. Specifically, what are the cost/work load implications of adopting a 1.5°C limit as opposed to a 2°C limit.

It will take an enormous effort to meet either the 1.5°C or 2°C limit on global warming. Per a report from [the UW Climate Impacts Group \(page 7\)](#), “Limiting warming to 1.5°C can only be achieved if action is taken to reduce global CO₂ emissions by about 45% from 2010 levels by 2030 and to ‘net zero’ by around 2050.” That report outlines the need for both steep, near-term reductions in emissions and significant CO₂ removal – or negative emissions – after about 2050.

The City’s current goal to reduce [greenhouse gas emissions 80% by 2050](#), compared to a 2009 baseline, is based on the 2°C limit. The City’s ability to meet that goal requires both local actions/resources and regional, state and national standards/actions/resources. For example, the [Washington Clean Energy Transformation Act](#) signed by the Governor this spring will play an important role in helping communities access energy sources with fewer carbon emissions. For reference, from 2009 to 2016 – the date of our last GHG emissions inventory – Shoreline community emissions decreased by 2%.

The City does not currently have an analysis of what local actions or costs would be associated with the proposal below. However, the City is planning to complete a GHG emissions inventory in 2021 (using 2020 data), followed by an update to the [2015 Carbon Wedge Analysis](#) and the [2013 Climate Action Plan](#) for the City (both to be completed in 2021/2022). Staff anticipates that we’ll have a good sense of actions and potential costs at the conclusion of that work.

If Commission recommends approval and Council adopts this policy, here is how implementation will occur:

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- Because Council adopted a greenhouse gas (GHG) reduction target of 25% by 2020 through the 2013 Climate Action Plan (CAP), the City (specifically the new Environmental Services Coordinator) will perform an analysis in 2021. This GHG Emissions Inventory will determine how the City is doing on meeting current targets. The City is not currently on track to meet the 2020 target, but by 2030 some of the initiatives of recent years, including green building mandates and incentives, a new Aquatics Center, and light rail service will start to move the needle significantly.
- Following the 2021 GHG Emissions Inventory, the City will update the Climate Action Plan. Updating the CAP will include an analysis of how conditions have changed since 2013, incorporating the latest science and relevant (supportive and unsupportive) federal and state initiatives. Recommendations will focus on how to best evolve and meet the targets.
- Targets set in 2013 were based on limiting *global* warming to below 2°C (3.6°F), which was considered at the time to be the threshold for preventing the most catastrophic effects of the climate crisis. More recent scientific consensus is that the threshold is more like 1.5°C (2.7°F).
- The 2021 CAP update is the primary mechanism through which the new Comprehensive Plan policy would be analyzed and recommendations for implementation would be developed, prioritized, and adopted. Staff has just begun working on the update to the City's Comprehensive Plan with the completion of the Buildable Lands Analysis and review of the Puget Sound Regional Council's Draft VISION 2050. The City is on track for updating the Comprehensive Plan by June 2023.
- While the CAP offers recommendations, the City worked with Climate Solutions in 2015 to develop a Carbon Wedge Analysis (CWA), which provided a more in-depth understanding of exactly how to meet the targets. It is possible that the City will update the CWA following the update of the CAP.

Staff Analysis:

The update and implementation of the Climate Action Plan, Green House Gas Emission Inventory, Carbon Wedge Analysis, and Comprehensive Plan are currently in the City's work plan.

Staff Recommendation:

There is no staff recommendation currently since this meeting is for Commission study of the item. Staff will bring back a formal recommendation at the public hearing on October 3.

Amendment #3

Amend Comprehensive Plan Policy LU2 to allow for professional offices in the R-8 and R-12 zones.

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Description:

This amendment is related to Amendment #1. Initially, the applicants of Amendment #1 were given three options that potentially could allow for permitting an existing office, showroom, and remodeling and construction business at their current location. Option #2 on the City issued letter to the applicant on October 25, 2018 included applying for a General Comprehensive Plan Amendment to change LU2, a Residential Land Use Policy in the Land Use Element of the City’s Comprehensive Plan to allow for professional office uses. The Policy could be amended as follows:

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.

SMC 20.20.040 defines a “Professional Office” as: An office used as a place of business by licensed professionals, or persons in other generally recognized professions, which use training or knowledge of a technical, scientific or other academic discipline as opposed to manual skills, and which does not involve outside storage or fabrication, or on-site sale or transfer of commodity.

A concurrent amendment to SMC Table 20.40.130 Nonresidential Uses to permit a professional office in the R-8 and R-12 zoning districts subject to approval of a Conditional Use Permit would also be needed. Allowing a professional office in the R-8 and R-12 zone would match the permitting requirements for the same use in the R-18 to R-48 zones.

Table 20.40.130 Nonresidential Uses

NAICS #	SPECIFIC LAND USE	R4-R6	R8-R12	R18-R48	TC-4	NB	CB	MB	TC-1, 2 & 3
	RETAIL/SERVICE								
	Professional Office		C	C	C	P	P	P	P

Commission Comment:

The Commission commented that this amendment is unwarranted, it does not solve the need of the applicant, and will cause disruption throughout Shoreline’s neighborhoods. The Commission noted that the City currently allows home-based businesses and that home occupations allow residents the flexibility to run offices with less impact to the surrounding neighborhood than a traditional office will. The Commission also expressed concern that land intended for residential use will be converted to office use since it is often less expensive to buy residential land.

Staff Analysis:

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Staff agrees with Commission and has not made any changes to the proposed amendment.

Staff Recommendation:

There is no staff recommendation currently since this meeting is for Commission study of the item. Staff will bring back a formal recommendation at the public hearing on October 3.

TIMING AND SCHEDULE

The Commission will hold a public hearing and forward a recommendation to City Council on October 3.

RECOMMENDATION

There is no staff recommendation currently since this meeting is for Commission study of the item. Staff will bring back a formal recommendation at the public hearing on October 3.

ATTACHMENT

Attachment A – 2019 Comprehensive Plan Docket



2019 COMPREHENSIVE PLAN AMENDMENT DOCKET

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

Final 2019 Comprehensive Plan Amendments

1. Change the Land Use Designation from Medium Density Residential to Mixed-Use 2 and change the Zoning from Residential, 8 units/acre (R-8) to Community Business (CB) of Two Parcels at 1510 and 1517 NE 170th Street.
2. Update Natural Environment Goal V by limiting greenhouse gas emissions to 1.5° C of global warming above pre-industrial levels.
3. Amend Comprehensive Plan Policy LU2 to allow for professional offices in the R-8 and R-12 zones.

Estimated timeframe for Council review/adoption: November 2019.