

Chapter 3

**Affected Environment, Analysis of
Potential Impacts, and Mitigation Measures**
FINAL ENVIRONMENTAL IMPACT STATEMENT

Chapter 3—Affected Environment, Analysis of Potential Impacts, and Mitigation Measures

3.1 Land Use Patterns, Plans, and Policies

This section describes the affected environment, analyzes potential impacts, and provides recommendations for mitigation measures for land use patterns, plans, and policies. Information about the resulting community character associated with the alternatives also is presented.

3.1.1 Affected Environment

The analysis of the affected area was completed based on field work in the subarea, as well as review of existing data and information, such as the City of Shoreline Comprehensive Plan and other adopted master plans, strategies, and policies. Applicable elements of the City’s Municipal Codes and their relationship to potential action under the subarea plan also have been reviewed.

Station Subarea Context

For development of the 145th Street Station Subarea Plan and environmental analysis purposes, the City of Shoreline Planning Commission determined study area boundaries for land use and mobility with consideration of factors such as topography, the

ability to walk and bike to and from the station, policy direction from Shoreline City Council, access to arterial streets, opportunity sites, environmental assets, and other existing conditions and influences. **Figure 3.1-1** illustrates the two study areas that together comprise the subarea. While this is the focus area for station subarea planning, land use alternatives may extend beyond this area for analysis.

The subarea includes portions of the Parkwood, Ridgecrest, and Briarcrest neighborhoods of Shoreline. Bordering areas include the City of Seattle to the south and the City of Lake Forest Park to the northeast of the subarea.

N-NE 145th Street is the most prominent corridor in the subarea, also functioning as State Route (SR) 523 and the boundary between the City of Seattle and the City of Shoreline. Currently, Seattle owns the eastbound lane, King County owns the westbound lane, and Shoreline begins at the northern edge of the sidewalk.

The subarea generally extends approximately one-half mile north of the 145th corridor, with the western boundary at Meridian Avenue N and the northern boundary at N-NE 155th Street. Alternative 2—Connecting Corridors extends beyond these streets, west to the Aurora Avenue N corridor and north to N-NE 165th Street. This alternative reflects a concept raised during community workshops that in addition to N-NE 145th Street, 5th Avenue NE or N-NE 155th Street could potentially serve as strong connecting corridors in the subarea, lined with mixed use (shops and services at the ground floor with housing above).

Alternatively, the idea of concentrating density in a more compact form around the planned light rail station was another concept that

came out of the community workshop sessions. Alternative 3—Compact Community reflects this approach.

Many participants in the community workshops were interested in improving pedestrian and bicycle connectivity throughout the subarea, as well as enhancing parks, open space, streams, wetlands, and other natural resources. This concept is reflected in the Green Network concept that would be promoted under Alternatives 2 or 3. Alternative 4 reflects a similar concept, but is based on the Off-Corridor Network developed through the 145th Street Corridor Study.

Another idea that shaped development of the Green Network concept was an expressed interest in arranging new redevelopment and housing around key park and open space assets in the subarea. The analogy used to describe this idea was that if parks are the jewels of the neighborhoods, the Green Network could connect them like the chain in a necklace. Denser areas near parks are reflected in two of the action alternatives, Alternative 2—Connecting Corridors and Alternative 3—Compact Community, while Alternative 4—Compact Community Hybrid shows single-family zoning being retained around parks.

Traffic Analysis Zones Used for Planning and Analysis

For purposes of population, housing, and employment projections and transportation planning, traffic analysis zone (TAZ) boundaries in proximity to the subarea also have been referenced in this analysis. Because TAZ boundaries align with census tract boundaries, they are commonly used for planning and analysis

purposes. Refer to Section 3.2 Population, Housing, and Employment and Section 3.3 Multimodal Transportation for additional information and a map of the TAZ boundaries.

Proposed Sound Transit Light Rail Station Facilities

Through a separate environmental process, Sound Transit identified the potential light rail station location. The preferred option for the station location is just to the north of NE 145th Street on the east side of and immediately adjacent to the Interstate 5 (I-5) corridor. A park-and-ride structure, also to be constructed by Sound Transit, potentially would be located also on the east side of I-5, just to the north of the light rail station.

The City of Shoreline supports the station location proposed by Sound Transit, and identifies the location in the City's Comprehensive Plan Land Use Map. **Figures 3.1-2a** through **3.1-2b** show conceptual design plans provided by Sound Transit for the 145th Street light rail station (preferred alternative). These figures show a conceptual level site plan and cross section views of the potential 145th Street light rail station and park-and-ride structure.

A second potential Sound Transit light rail station in Shoreline is planned to be located immediately north of NE 185th Street, adjacent to the east side of I-5. See, Shoreline Comprehensive Plan – 185th Street Station Subarea. The primary connecting routes between the 145th and 185th light rail station subareas include the north-south corridors of 5th Avenue NE, 8th Avenue NE, 10th Avenue NE, and 15th Avenue NE.

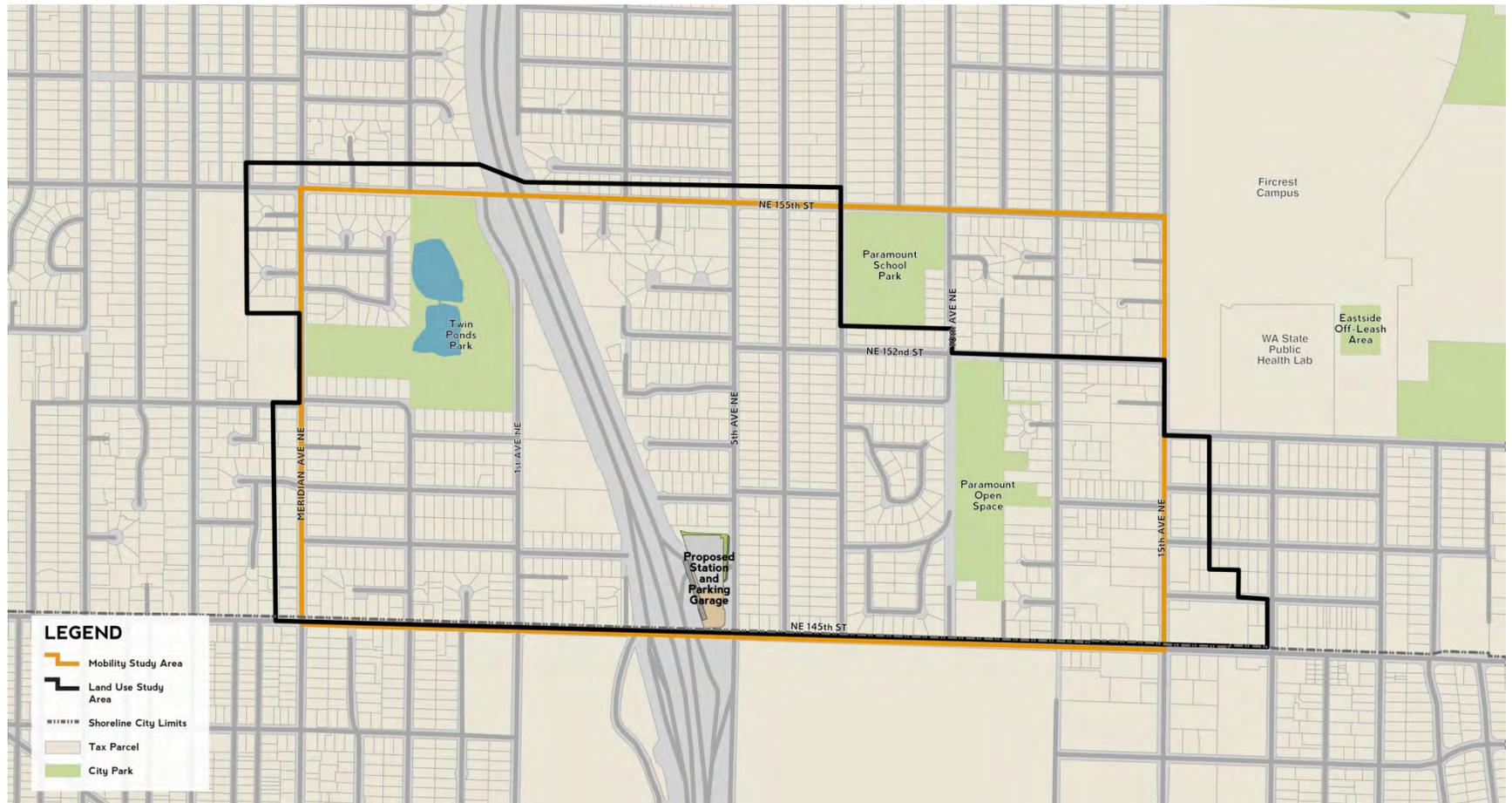
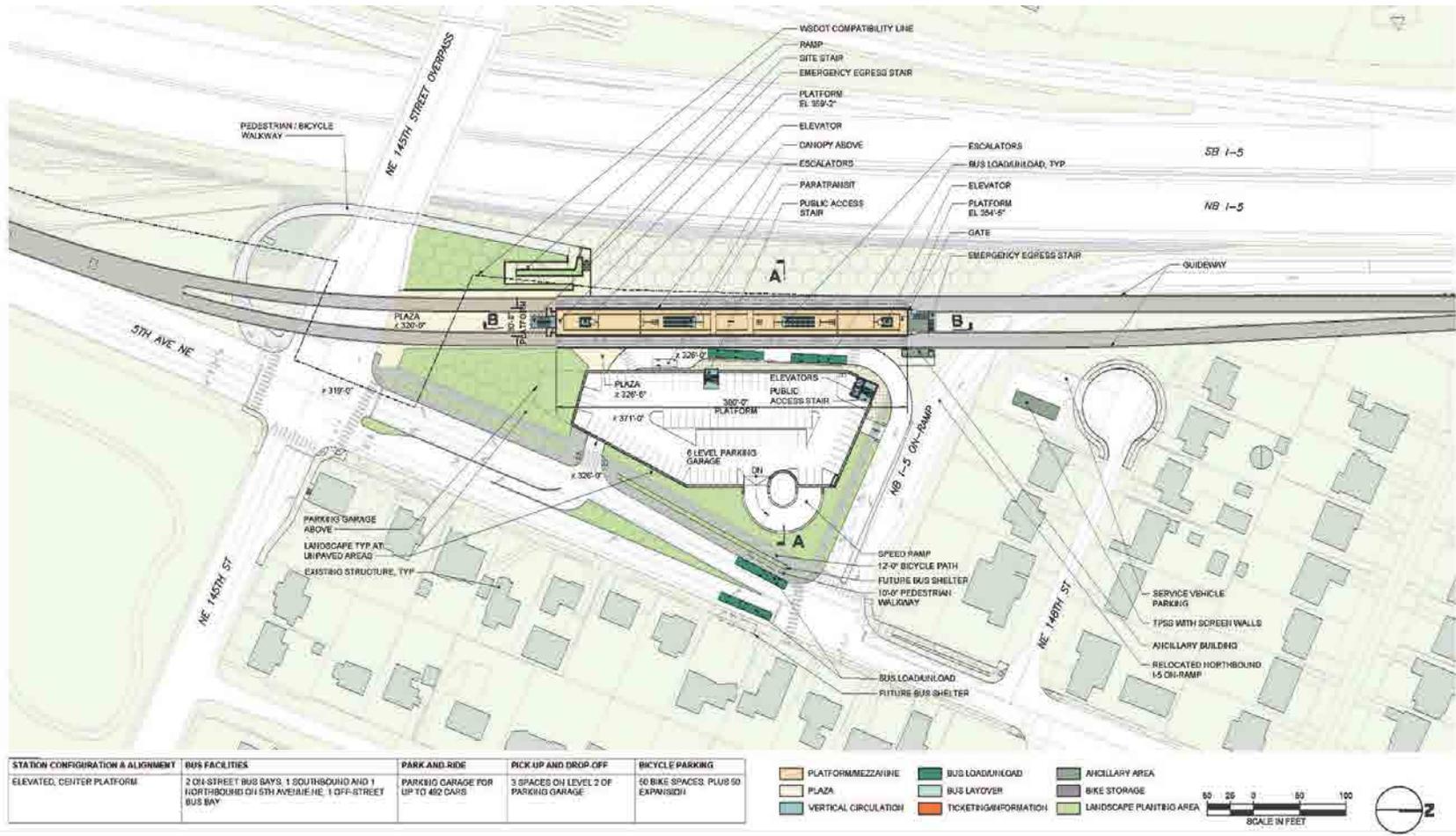


Figure 3.1-1 Land Use (Black) and Mobility (Gold) Study Area Boundaries, which Together Comprise the Subarea



**PREFERRED ALTERNATIVE
NE 145TH STREET STATION
SITE PLAN**

DWG NO. I113-AAP001

SHEET 32 OF 69

REV. NO. _____



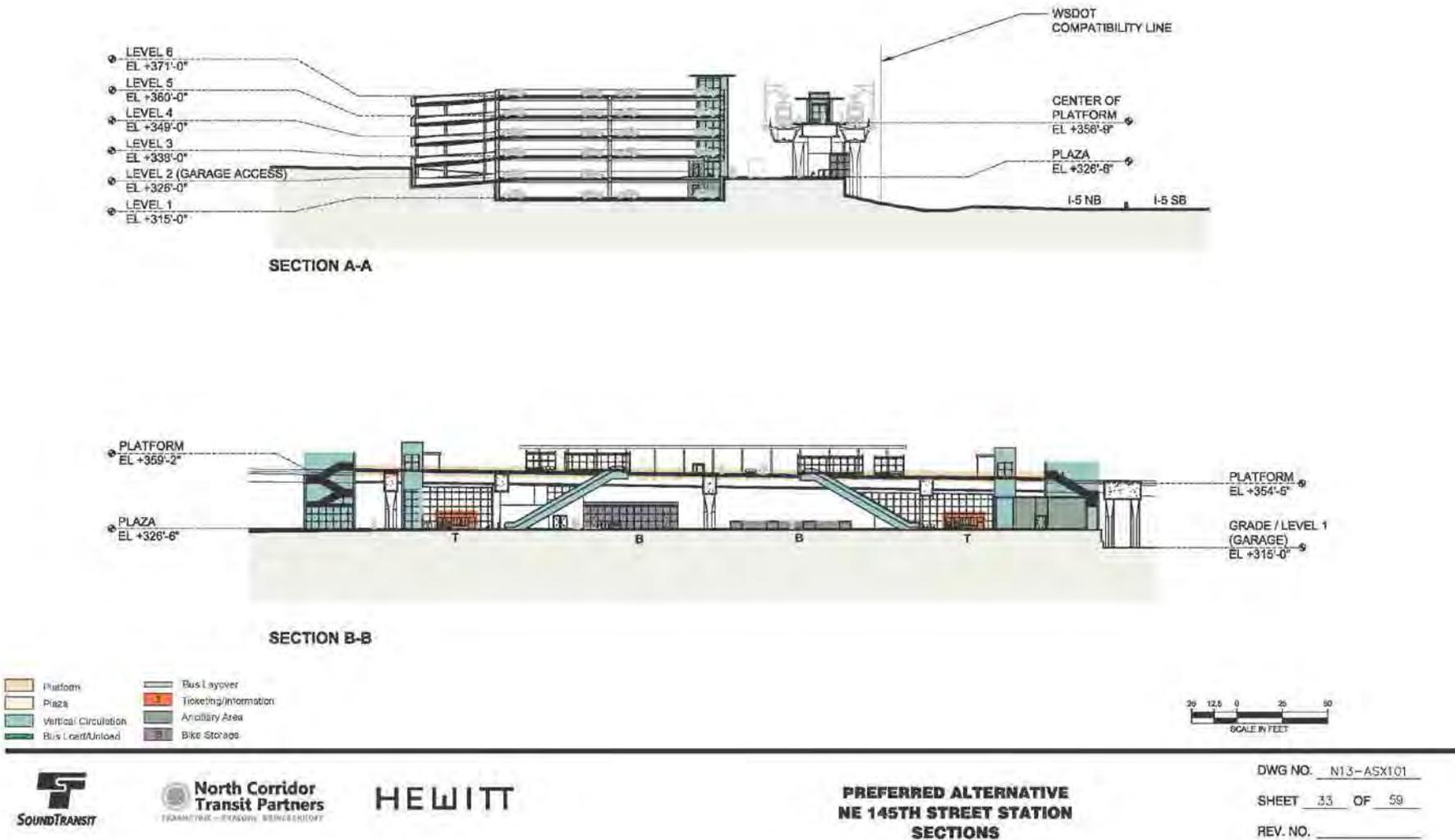


Figure 3.1-2b Sound Transit’s Preferred Alternative Conceptual Design Plans for the 145th Street Station
 (Source: Sound Transit, May 2016)

Past and Present Land Use Patterns in the Subarea

Past and present land use patterns in the subarea are described below and on the following pages, including a summary of the history of settlement of the general community of Shoreline.

History and Settlement of the Area

Early accounts of Shoreline tell how Native Americans traveled along the shores of Puget Sound and local streams collecting swordfern and kinnikinnick at Richmond Beach, and wild cranberries at what are now Ronald Bog and Twin Ponds parks. Controlled fires were set in the Richmond Highlands and North City areas to create meadows for the cultivation of certain wild plants and to provide inviting, open spaces for small game.

In the 1880s, the US Government opened the region to homesteading after railroad fever gripped the Northwest. Speculators planned towns in anticipation of the transcontinental railroad route. Among these was Richmond Beach, platted in 1890. The arrival of the Great Northern Railroad in Richmond Beach in 1891 spurred the growth of the small town and increased the pace of development in the wooded uplands.

Construction of the Seattle to Everett Interurban trolley line through Shoreline in 1906, and the paving of the North Trunk Road with bricks in 1913, made travel to and from Shoreline easier, increasing suburban growth. People could live on a large lot, raise much of their own food and still be able to take the Interurban, train, or (beginning in 1914) the bus to work or high school in Seattle. Children could attend one of two local elementary schools, and general stores provided most of the goods that could not be grown at home. Local produce from fruit orchards, chicken farms, and strawberry crops was transported via the Interurban or the train. The Fish family's Queen City Poultry Ranch on Greenwood at

159th was a prosperous chicken farm that attracted many visitors. Ronald Station along the trolley line was located near present-day Park at Town Center.

During the early twentieth century, Shoreline attracted large developments drawn by its rural yet accessible location, including the Highlands and Seattle Golf Club (circa 1908). The Firland Tuberculosis Sanitarium (circa 1911), which is now Crista Ministries, also developed during that era. Commercial centers formed around Interurban stops at Ronald (175th Street and Aurora Avenue N) and Richmond Highlands (185th Street and Aurora Avenue N). Car travel facilitated settlement, which increased considerably by the mid-1920s. Although large tracts of land were divided into smaller lots in the 1910s in anticipation of future development, houses were still scattered.

A precursor to Interstate 5, Highway 99 was constructed to stretch from Mexico to Canada, offering more convenient access than ever before to America's new auto travelers. Originally known as the Pacific Highway, but later named Aurora Speedway and Aurora Avenue, there are conflicting histories of the source of the name "Aurora." Some say the name was meant to honor Aurora, Illinois, the hometown of Dr. Edward Kilbourne, a Fremont founder. Others say the name recognized the highway as a route north, toward the Aurora Borealis. Regardless of how the highway got its name, it changed the face of the area north of Seattle forever, and as more people took to the road in automobiles, there was less use of the old trolley line. The Interurban made its last run in February of 1939. By the late 1930s and early 1940s, commercial development concentrated along Aurora Avenue, which saw steadily increasing use as part of the region's primary north-south travel route. Traffic on 99 swelled, particularly after the closing of the Interurban.

The Great Depression and World War II (1930-1945) slowed the pace of development. Many Shoreline families managed to live off land they had purchased in better times. During World War II, building materials were rationed and housing construction virtually stopped. The only major development in Shoreline during the war was the Naval Hospital (now Fircrest). At its peak in 1945, the hospital housed over 2,000 patients and 600 staff.

With the end of the war came a substantial demand for family housing. The late 1940s saw large housing developments such as Ridgecrest (NE 165th to 155th Streets, 5th to 10th Avenues NE) spring up seemingly overnight. Schools ran on double shifts as families with young children moved into the new homes. In the late 1940s, business leaders and residents began to see Shoreline as a unified region rather than scattered settlements concentrated at Interurban stops and railroad accesses.

In 1944, the name "Shoreline" was used for the first time to describe the school district. Coined by a student at the Lake City Elementary School, it defined a community that went from the Seattle city line to Snohomish county line and from the shore of Puget Sound to the shore of Lake Washington.

Shoreline continued to grow, becoming an attractive place to live in the central Puget Sound region due to the great neighborhoods, schools, parks, and other community features. After it became clear that an additional north-south freeway would be needed to handle the cross-state traffic, Interstate 5 was constructed in the 1960s, with the final segment in Washington state opening on May 14, 1969. With its opening, motorists could travel without stopping from the northern California state line to the Canadian border, and Highway 99 became more of a regional route and alternate travel

way to Interstate 5. The Interstate 5 corridor bisected the community that had become known as Shoreline, and made east-west travel on local roads more difficult.

Although an unincorporated area of King County north of Seattle known as "Shoreline" for decades, the community did not become officially incorporated City until 1995. Today with 55,439 residents (2015 population), Shoreline is Washington's fifteenth largest city.

City of Shoreline Historic Preservation Program

The Shoreline community has an interesting historical background, as summarized above. Recognizing this history and the potential for important historical and cultural resources that warrant preservation, the City of Shoreline supports a historic preservation program that is administered by the King County Landmarks and Heritage Commission.

Historic preservation in Shoreline is guided by the Community Design Element Goal CD IV and policies CD38 through CD45 in the Comprehensive Plan, as well as adopted provisions of Title 15.20 of the Shoreline Municipal Code. The preface and purposes of Title 15.20 based on City Council findings are described as follows.

- A. The protection, enhancement, perpetuation, and use of buildings, sites, districts, structures and objects of historical, cultural, architectural, engineering, geographic, ethnic and archeological significance located in the city of Shoreline are necessary for the prosperity, civic pride and general welfare of the residents of the city.
- B. Such cultural and historic resources are a significant part of the heritage, education and economic base of the city, and

the economic, cultural and aesthetic well-being of the city cannot be maintained or enhanced by disregarding its heritage and by allowing the unnecessary destruction or defacement of such resources.

- C. In the absence of an ordinance encouraging historic preservation and an active program to identify and protect buildings, sites and structures of historical and cultural interest, the City will be unable to ensure present and future generations of residents and visitors a genuine opportunity to appreciate and enjoy the city’s heritage.
- D. The purposes of this chapter (15.20 Historic Preservation of the Shoreline Municipal Code) are to:
 - 1. Designate, preserve, protect, enhance, and perpetuate those sites, buildings, districts, structures and objects which reflect significant elements of the City of Shoreline’s, county’s, state’s and nation’s cultural, aesthetic, social, economic, political, architectural, ethnic, archaeological, engineering, historic, and other heritage;
 - 2. Redesignate two sites in the city of Shoreline, previously designated as historic landmarks by the King County historic preservation commission, as City of Shoreline historic landmarks (**note: because neither of these two sites are in the station subarea, this provision is not applicable**);
 - 3. Foster civic pride in the beauty and accomplishments of the past;

- 4. Stabilize and improve the economic values and vitality of landmarks;
- 5. Protect and enhance the city’s tourist industry by promoting heritage-related tourism;
- 6. Promote the continued use, exhibition and interpretation of significant sites, districts, buildings, structures, and objects for the education, inspiration and welfare of the people of the City of Shoreline;
- 7. Promote and continue incentives for ownership and utilization of landmarks;
- 8. Assist, encourage and provide incentives to public and private owners for preservation, restoration, rehabilitation and use of landmark buildings, sites, districts, structures and objects; and
- 9. Work cooperatively with other jurisdictions to identify, evaluate, and protect historic resources in furtherance of the purposes of this chapter.

Shoreline’s Historic Inventory—In review of the historic inventory compiled by the City of Shoreline in 2013, there are five properties in proximity to the subarea noted as having the potential for eligibility for landmark designation (although not yet designated) as historic landmarks by Shoreline, which coordinated with the King County Landmarks Preservation Program. These five potentially eligible properties are all single family lots with houses and structures built from the period of 1908 to 1939. The inventory identifies one of the properties as the Sheppard Residence built in 1939; others are not identified and appear to be privately owned.

Properties included in the inventory that are potentially eligible for landmark designation may require historic review if alterations or demolition are proposed, but such changes are allowed to inventoried properties. More information about Shoreline history is available at the following websites/webpages:

- City of Shoreline Historic Preservation
<http://www.cityofshoreline.com/government/departments/planning-community-development/planning-projects/historic-preservation>
- Shoreline Historical Museum
<http://shorelinehistoricalmuseum.org/>
- King County Historic Preservation Program
<http://www.kingcounty.gov/property/historic-preservation.aspx>
- 4Culture <http://www.4culture.org/>

Present-Day Land Use Patterns

The subarea today consists primarily of single family neighborhoods zoned as R-6 (residential, six units per acre) and developed at an average density of 3.2 units per acre. In addition to single family residential uses, there are several houses of worship, parks, schools, and school properties within and in proximity to the subarea. For example, just northeast of the subarea a large contiguous area of land contains Hamlin Park, Kellogg Middle School, Shorecrest High School, Washington State Public Health Lab, and Fircrest Campus, although these parcels are owned and operated by various agencies (see Key Sites and Assets in the Subarea for more information).

Most of the neighborhoods in the subarea were developed as single-family housing in the decades following World War II, primarily from the mid- to late 1940s through the 1970s, when the area was part of unincorporated King County. When the neighborhoods were originally developed, street standards did not require sidewalks, and as such, most of the local streets today do not have sidewalks or bike lanes. Surface water management standards also were less intensive than they are today and as such, there are frequently drainage issues in the subarea. Stormwater facilities are generally below the standard now required by the Department of Ecology, and there are very few low impact development facilities such as rain gardens.

The City of Shoreline, incorporated in 1995, now has jurisdiction over this area and works with the community to prioritize capital transportation and infrastructure improvements throughout the city.

Although some improvements have been made in the subarea in recent years, budget constraints have limited the level of street and utility improvements completed to date.

In the coming years, the City intends to leverage the regional investment made to implement light rail and prioritize improvements in the station subarea to serve proposed growth.

Growth and change over the past 50 years in the subarea has been minimal, limited to areas that are zoned to accommodate redevelopment into a mix of residential, commercial, retail, and office uses, such as 15th Avenue NE. Refer to Section 3.2 for a discussion of population, housing, and employment, including

existing conditions, trends, and growth forecasts and targets. While the focus of planning is in the vicinity of the future light rail station, existing commercial/retail and multifamily land uses and zoning in proximity to the NE 145th Street and 15th Avenue NE intersection and along the 15th Avenue NE corridor are within the TAZ boundaries analyzed for population, housing, and employment.

Current Neighborhoods in the Subarea

The subarea includes the following defined Shoreline neighborhoods:

- Parkwood
- Ridgecrest
- Briarcrest (Only a small portion of this neighborhood is within the subarea boundaries, specifically the parcels adjacent to the east of 15th Avenue NE.)

Other neighborhoods in proximity to the subarea include Westminister Triangle, Meridian Park, and North City. **Figure 3.1-3** illustrates the neighborhood area boundaries containing and adjacent to the subarea.

Shoreline's neighborhoods are very engaged in the community and maintain active neighborhood associations. Shoreline's Council of Neighborhoods consists of two representatives from each of the neighborhood associations (including those listed above). The Council of Neighborhoods meets monthly to network, learn about other neighborhood happenings and meet with City

representatives. This two-way communication allows neighborhood associations to provide community input and the City to present information on programs and projects. Brief descriptions, including historical information, for the three primary neighborhoods in proximity to the subarea follow.

Parkwood Neighborhood—Located at the southern edge of Shoreline, the Parkwood Neighborhood extends from N 160th Street to NE 145th Street, and from Aurora Avenue N to Interstate 5. Twin Ponds Park is a key feature of the neighborhood. Twin Ponds Park contains two ponds, recreational facilities, and a natural area with a stream that feeds Thornton Creek. Parkwood lies within the headwaters of the Thornton Creek watershed, a complex system of small streams and peat bogs, where wild cranberries were known to grow. Early accounts of the area mention how Native Americans would visit the area that is now Twin Ponds Park to collect the wild cranberries. The Interurban Trail crosses through the northwest corner of the neighborhood.

The Parkwood Neighborhood, like other neighborhoods of Shoreline, was primarily agriculture and forest with a few residential homes in the early 20th century. Businesses such as wood cutting, grocery, poultry, and fur animal husbandry took place. Extensive peat mining occurred in the Parkwood area as well. Eventually construction of roads such as North Trunk Road (now Aurora Avenue N) led to easier access between the neighborhood and Seattle, increasing the neighborhood's desirability.

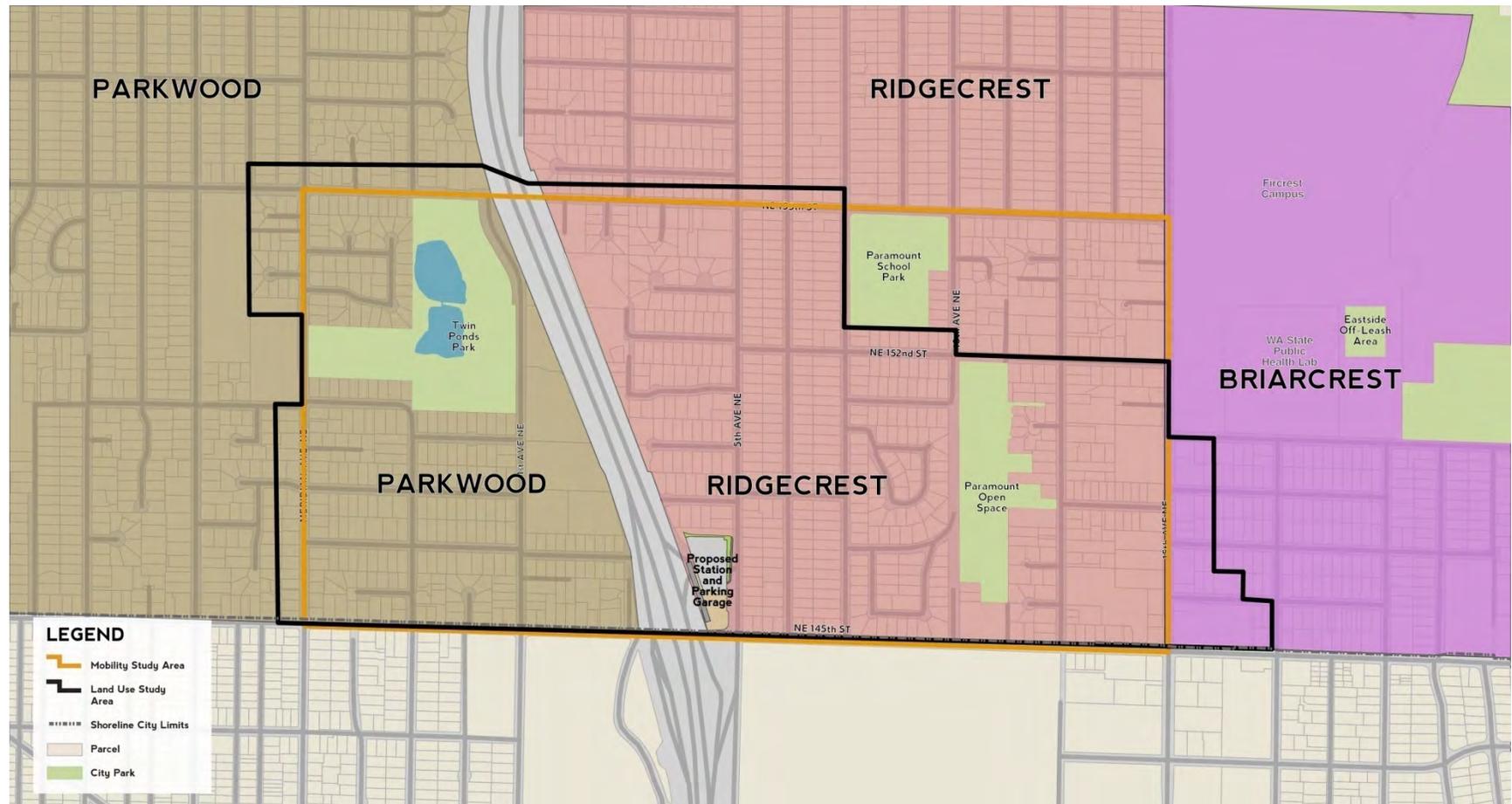


Figure 3.1-3 Existing Neighborhoods in the Vicinity of the 145th Street Station Subarea

The area saw steady increases in population until the Great Depression and during World War II, when housing development slowed. After the war was a different story as families began to migrate to homes in the suburbs. Developers such as the Western

Land Company platted and built homes in the Parkwood area, and other neighborhoods in Shoreline, forming much of the land use character that is still visible today. The area’s population boomed from the 1950s through the 1960s, drawn by its reputation as a

great place to live with high quality schools and parks. Today, the predominant land use in Parkwood still consists of single family homes, with the exception of commercial uses along Aurora Avenue N, and public recreational facilities in Twin Ponds Park. In addition to single family homes, multifamily and assisted living residences also exist in the neighborhood. Parkwood's 2014 population was estimated to be 2,562.

Ridgecrest Neighborhood—Ridgecrest Neighborhood extends from I-5 east to 15th Ave NE, and from the southern boundary of NE 145th Street to the northern boundary of NE 175th Street. The planned light rail station and park-and-ride structure is located in this neighborhood. This neighborhood also represents the largest component of the subarea.

The first major housing development in the neighborhood happened in the mid-1940s, near the end of World War II. Returning soldiers could purchase any one of the 100 houses that were built in 100 days. So many families with school age children moved to the neighborhood that the newly completed Ridgecrest Elementary School had to run double shifts. The majority of the single family housing stock was built in the late 1940s to early 1950s on large lots, set well back from the streets. Although some homes in this neighborhood were built earlier, including a log cabin built in 1933 from trees logged from the property that still stands today. Today, Ridgecrest is a primarily a middle income, working class neighborhood that is both multi-cultural and multi-generational. According to the 2010 US Census, Ridgecrest had 6,116 residents

and 2,175 homes, making it one of the most populated neighborhoods in Shoreline. The neighborhood also has nine houses of worship, and four parks, as well as Shoreline's only theatre and skate park and the oldest operating 7-11 store in the State of Washington.

Briarcrest Neighborhood—Briarcrest Neighborhood is located in the southeast corner of the city, east of the Ridgecrest neighborhood, and extends to the eastern city limits, adjacent to Lake Forest Park. A large portion of Briarcrest was originally part of the Hamlin homestead acquired by the Hamlin family in 1895. The land was logged and farmed for decades. Much of the land of the original homestead was sold and developed. In 1939 Seattle Trust and Savings Bank donated 8 acres to King County, which became Hamlin Park, one of the oldest parks in King County. Over the years, the park was expanded through land dedications, and an area to the east was acquired by the Shoreline School District. Today, the 80-acre Hamlin Park contains ball fields, public art, picnic areas, and forest.

In addition to Hamlin Park, South Woods Park is another important open space in the neighborhood, consisting of a lowland forest with maintained trails, and pedestrian improvements. In addition to the two parks, predominant land uses within the neighborhood include single family residential homes, Shorecrest High School, Kellogg Middle School, and Acacia Cemetery.

Historic Photos of Shoreline and Subarea Vicinity



Property of Shoreline Historical Museum

The historic image in the upper left, circa 1910, shows the old Interurban Streetcar line looking northwest. The image in the lower left, circa 1925, is the Edward Yenne Grocery store in Ridgecrest. The image in the upper right, circa 1922, is the Carlson Family in their potato field in the Parkwood neighborhood. (Photos courtesy of the Shoreline Historical Society)

NOTE: While some historical scenes are from locations outside the station subarea, they provide context of the history of development of the Shoreline area.



The image in the upper left, circa 1948 shows a flood on Aurora Ave N and 160th St. near the entrance of Coe's Fountain. The image in the lower left, circa 1939, is of the Interurban car on Pershing Bridge. The historic image in the upper right, circa 1915, shows the Fish family house on the Queen City Poultry Ranch. The image in the lower right, circa 1914, is of Mae Newkirk feeding her chickens. (Photos courtesy of the Shoreline Historical Society)

NOTE: While some historical scenes are from locations outside the station subarea, they provide context of the history of development of the Shoreline area.

Existing Conditions in the 145th Street Station Subarea



Looking North to 145th Street and 5th Ave intersection



View of planned light rail station site from 145th Ave & I-5 overpass



North Jackson Park and Ride Entrance at 5th Ave NE



Twin Ponds Park – East Entrance



Twin Ponds Park – North Entrance



Intersection of 5th Ave and 155th St looking south



Southeast corner of South Woods Park



Shorecrest High School



Hamlin Park

Briarcrest is primarily a residential community today with two-thirds of residents living in single family homes and one-third living in apartments and condominiums. The estimated population of the Briarcrest neighborhood was 3,014 people in 2014.

Key Sites and Assets of the Subarea

Twin Ponds Park

Located just across I-5 and slightly to the north of the proposed station is Twin Ponds Park. This park is seen as a key feature, being the only major green-space and recreational area in the subarea west of I-5. The park is irregular in shape and surrounded by primarily single family homes, as well as an assisted living center across the street to the east.

The park was originally referred to as South Central Park by King County. The name was changed to Twin Ponds at some point, likely named after the two ponds that are the dominant feature of the park. In the 1940s and 1950s the property was mined for peat.

Recent improvements to Twin Ponds Park were implemented through a bond approved by voters in 2006. The bond acquired park property and made improvements to its soccer fields. Improvements included installation of synthetic turf to replace a formerly sand field. This also improved surface water quality and drainage. The Twin Ponds Community Garden is an organic P-Patch-style garden in the SE corner of Twin Ponds Park. It consists of 36 10' x 10' raised beds and two 4' x 10' accessible beds. "The Giving Garden" is located in the center of the community garden and is dedicated to growing food for donation to the local food

bank, Hopelink Shoreline. The Giving Garden is run entirely by volunteers. Twin Ponds Park and Twin Ponds Community Garden are owned and operated by the City of Shoreline.

Paramount Open Space and Paramount Park

Paramount Park and Open Space are located about five blocks east of the planned light rail station. Paramount Park is located just to the north of Paramount Open Space. Paramount Open Space is a wooded area available for passive recreation use with soft-surface trails, pond access, and interpretive and plant identification signage. Paramount Park has been improved to accommodate more active recreation and contains baseball/softball fields, restrooms, playground, skate park, a trail that circumnavigates the park, and picnic shelters. The park and open space areas are frequently used by area residents.

Protection of Parks and Open Space Assets

The City of Shoreline fully intends to preserve and protect existing park and open space lands in the subarea. As such, no change in land use is proposed for these areas. In community workshops during the planning process, participants emphasized that parks and open space areas should continue to provide valuable green space to future residents as the subarea redevelops, and some stated that land use alternatives should look to maximize access to these features. Participants also were concerned that the natural resources and habitat areas of the park be sufficiently protected to avoid impacts from population growth and more intensive use over time.

Houses of Worship

There are several houses of worship within the station subarea. These properties are larger in size than the single family parcels

that make up most of the subarea. These properties may maintain their current uses in perpetuity, or they could become potential transit-oriented development sites due to their size and location along arterial and collector streets. If the property owners are willing and interested, portions or all of these sites have the potential to be redeveloped over time, converting all or portions of the site to mixed use with housing (including affordable options). Proposed zoning under the action alternatives studied in this FEIS would accommodate this redevelopment. These properties could either be redeveloped directly by the owners or sold to interested developers in the future at the owners' discretion.

Southeast Neighborhoods Subarea

The Southeast Neighborhoods Subarea is bounded on the south by NE 145th Street, on the west by 8th Avenue NE, on the north by NE 155th and NE 150th Streets, and on the east by Bothell Way. As part of the 2016 Comprehensive Plan docket, the City Council may choose to amend the western boundary of the Southeast Neighborhoods Subarea Plan to “zipper” against the 145th Street Station Subarea Plan. This would prevent inconsistent land use designations in areas of overlap between the two subarea plans. Some policies may also be moved from the Southeast Neighborhoods Subarea Plan to the 145th Street Station Subarea Plan to preserve the work of the citizens who drafted the former plan, but adhere to revised boundaries.

The City of Shoreline developed a subarea plan for the Southeast Neighborhoods, which was adopted in May 2010. The plan was developed several years before the preferred location for the 145th Street light rail station was identified, but makes reference

to a potential future light rail stop in the subarea. Updated land use designations were adopted in the subarea, allowing more medium and high density residential as well as mixed use and community business. Several policies in the plan pertaining to Natural Environment; Land Use; Housing; Transportation; Parks, Recreation & Open Space; Economic Development; and Community Design are relevant to the 145th Street Station Subarea Plan, as summarized in Chapter 2 of this FEIS.

Home-based Businesses and Interest in Converting from Single Family Use

There are a few small neighborhood businesses in the subarea, and an interest in more flexibility to convert single family homes to office and small business use. As with other urbanizing areas, there will be a growing need for more neighborhood services and businesses in the subarea under the action alternatives studied in the FEIS. There is also an increasing trend in teleworking, with more people interested in having home-based businesses and offices. This growing need can be addressed through adjustments to zoning regulations to provide more flexibility to convert single family homes to business and office uses. Refer to discussion later in this section about proposed zoning and development provisions that would accomplish this under the action alternatives.

Aurora Square Community Renewal Area

Aurora Square (now termed Shoreline Place by the City) is a shopping district built in the 1960s at the crossroads of Aurora Avenue N and N 155th Street, outside the subarea, but within the retail service area of existing and future residents of the subarea. The 70-acre site was designated as a Community Renewal Area

(CRA) by Shoreline City Council, recognizing that economic renewal would deliver multifaceted public benefits. A Renewal Plan for the CRA was developed in 2013 and calls for several key actions as part of redevelopment and revitalization of the area. More aspects of this plan are summarized in Chapter 2, but the key opportunity related to the station subarea is proximity and access to the shopping center (in its current form as well as to potential future new uses there) via N-NE 155th Street. Public amenities and infrastructure redevelopment at Aurora Square could be resources for future station subarea residents. For example, a grand public space is envisioned with redevelopment of the shopping center, which could become an important destination for subarea residents.

Also the CRA plan calls for implementation of district energy and eco-district solutions. Infrastructure in N-NE 145th Street and/or N-NE 155th Street built for district energy conveyance could possibly be designed to extend to future customers in the station subarea. Good multimodal connections between Aurora Square and the station subarea will be important as planning, design, and implementation of redevelopment projects proceed. More information about the plan is available at: <http://www.cityofshoreline.com/business/aurora-square-community-renewal-area>.

The Fircrest Campus

The Fircrest Campus is state-owned property that is not in the subarea, but located immediately to the east. Fircrest School, located at the campus, is a state-operated residential habilitation center for individuals with developmental disabilities. The Adult Training Program offers Fircrest residents vocational training and supported employment opportunities.

As with Aurora Square, redevelopment at the Fircrest Campus could offer land uses that are compatible and cohesive with the new redevelopment in the station subarea over time. However, any decisions about potential development on this campus would be up to the State, and entail a master planning process that would include extensive public involvement, and an act of the Legislature. The City is not considering any change in use or zoning regarding Fircrest as part of this subarea process.

Redevelopment Potential Based on Market Analysis and Recent Trends

Redevelopment opportunities in the subarea are based on a specific station subarea market assessment prepared for the City of Shoreline by Leland Consulting Group (August 2014). Available at: <http://www.shorelinewa.gov/home/showdocument?id=17855> Information from Sound Transit's Lynnwood Link Extension Station Area Transit-Oriented Development Potential report (April 2013) also was reviewed. Redevelopment opportunities consider the long-range potential for growth and change in the station subarea consistent with Shoreline's vision and the regional objective to maximize the number of people living and working in proximity to high-capacity transit.

Key findings of the station subarea market assessment completed by Leland Consulting Group include the following.

- An increased demand in multifamily and various types of housing as Shoreline continues to attract residents of varying income levels. While the market assessment prepared by Leland Consulting Group for the 145th Street Station Subarea identified a potential demand for approximately 800 residential units or more through

2035, additional demand for housing could occur during the next twenty years depending on changes in the market, opportunities provided elsewhere, property owners' willingness to redevelop or sell their properties for redevelopment, and other factors. Certainly, the demand for housing would continue beyond twenty years, and may grow higher depending on these factors.

- New demand for retail and commercial services, most likely being pulled into place as part of mixed-use projects. Challenges with this development would be accommodating the growing need for parking associated with these services.
- The office market in the area will most likely not grow significantly because this type of land use is generally attracted to denser areas and transportation nodes.
- Health care facilities, higher or primary education, government facilities, and other uses are also potential candidates for the station subarea, but are not considered market driven.
- The 5th Ave NE corridor has potential to be seen as a "neighborhood boulevard."

The Lynnwood Link Extension Station Area Transit-Oriented Development Potential report completed by Sound Transit in 2013 included a preliminary market assessment of the demand for office space, multifamily housing, retail space, and lodging. The findings of the TOD Development Potential report were

generally consistent with the findings of the subarea market assessment described above.

The Urban Land Institute (ULI), a national professional organization for developers, real estate investors, and land use professionals researches and tracks trends in redevelopment across the nation. In a 2014 forecast of "development prospects," ULI ranked infill housing and urban mixed use redevelopment as the two highest prospects. Retiring baby boom generation and the emerging generation of home buyers and renters (also known as the Millennials or Generation Y) are creating a higher demand for urban infill housing and mixed use.

Based on recent studies by ULI and others, both of these types of consumers are seeking active neighborhoods and in many cases are looking for more compact, connected urban lifestyles. While urban central cities are projected to do well in the coming years based on this demand, places that mix the best of suburban and compact, mixed use qualities may be most desirable. In a recent national survey "American in 2013: Focus on Housing and Community" ULI found that among adults polled (including Baby Boomers and Millennials/Gen Y-ers), the quality of public schools, parks and recreation facilities, walkability, and short distance to work or school all ranked as important or very important.

Shoreline's reputation as a livable community, with good schools, parks, trails, and other amenities, will continue to attract residents in the coming decades. However, the potential timing and pace of redevelopment is difficult to predict given the influences of market forces, property owner interests, the need

to assemble large enough parcels for redevelopment, and many other factors described earlier.

For more information on market analysis and trends, in addition to the 2014 Leland analysis, refer to the report prepared by BAE Urban Economics for the 185th Street Station Subarea Plan, available at:

<http://www.cityofshoreline.com/Home/ShowDocument?id=15704>.

Relationship of the City of Shoreline Comprehensive Plan and Code Provisions to the Subarea Plan

The 145th Street Station Subarea Plan would become an adopted element of the City of Shoreline Comprehensive Plan. The City of Shoreline Comprehensive Plan contains extensive goals and policies that are relevant to the subarea and planned action, including specific framework policies for the light rail station areas and Land Use Element policies that guide station subarea planning. Relevant goals and policies of the Comprehensive Plan, as well as the plan's land use designations, and other applicable provisions are summarized in Chapter 2 of this FEIS. While the proposed changes in land use are consistent with Comprehensive Plan policies, some amendments to the Comprehensive Plan would be required to support implementation of the subarea plan (such as amendments to the land use map and descriptions). The City's Development Code, a section of the Shoreline Municipal Code, includes requirements, standards, and guidelines for zoning and development, including private and public facilities. Specific revisions and updates to the Development Code would be required with adoption of the subarea plan. Since light

rail is a new form of transit service coming to the community with unique opportunities, Development Code revisions have been created to support transit-oriented development opportunities, with new and unique regulations to implement the City's vision for the subarea. Development Code amendments that were adopted as part of the 185th Street Station Subarea Plan would likely apply to the 145th Street Station Subarea Plan. These would introduce new zoning designations and provisions to address building setbacks, architectural step-backs of buildings, building heights, design standards, allowable uses, housing types, transition standards between land uses, parking requirements, and affordable housing provisions within the subarea. These are described in more detail in Section 3.1.3 Mitigation Measures.

3.1.2 Analysis of Potential Impacts

This section of the FEIS analyzes potential impacts related to land use of the four alternatives: Alternative 1—No Action, Alternative 2—Connecting Corridors, Alternative 3—Compact Community, and Alternative 4- Compact Community Hybrid. **Figure 3.1-4 through 3.1-10** later in this section show zoning for these alternatives. Maps showing zoning with and without potential Phase 1 and Phase 2 boundaries are provided for the action alternatives.

The Green Network concept for creating a connected system of pedestrian and bicycle friendly streets, trails, stormwater management and low impact development facilities in public rights of way would be applicable under Alternative 2 or 3. This concept is described in more detail in Section 3.6 of this FEIS. **Figure 3.1-11** shows an illustration of the proposed Green Network concept. **Figure 3.1-12** shows the proposed Off-Corridor

Network identified in the 145th Street Corridor Study, applicable under Alternative 4.

Necessary Plan and Code Amendments

Adoption of any of the action alternatives would require updates to the Shoreline Comprehensive Plan and Shoreline Municipal Code (which includes the Development Code). This is an expected outcome of the subarea planning process, and the City is prepared to make these amendments.

Comprehensive Plan amendments effective upon adoption of the subarea plan would revise the Land Use Map to correspond with zoning designations and adopt policies.

Implementation of any of the three action alternatives would require amendments to the Comprehensive Plan and zoning designations within the subarea. Mixed-Use Residential zoning and other Development Code regulations that were adopted through the 185th Street Station Subarea Plan, which would likely apply to the 145th Street Station Subarea, are described later in this section.

These Development Code regulations include more flexibility for converting single family homes to exclusive business or office use, design and transition standards, and incentives and requirements for green building and affordable housing.

Regulations that allow for development agreements could be applied within the MUR-85', MUR-70', and MUR-65' zones. With a Development Agreement, bonus density/height could be granted by the City with the provision of specific features.

Required elements would include additional affordable housing, structured parking, and deeper levels of green building.

Other development standard amendments address requirements such as height, setbacks, step backs in buildings, architectural treatments, and a variety of other provisions applicable to the MUR-70', MUR-45', and MUR-35' zoning.

Development Code regulations are described under 3.1.3 Mitigation Measures, and will be encompassed within the future Planned Action Ordinance created for the subarea.

Alternative 1—No Action would not amend existing zoning or development standards.

Proposed Zoning Categories and Descriptions

Five potential zoning categories are being studied for the subarea.

- MUR-85': Mixed use residential with 85-foot maximum base building height (applicable to Alternative 3 only)*
- MUR-70': Mixed use residential with 70-foot maximum base building height (applicable to Alternative 4 only)*
- MUR-65': Mixed use residential with 65-foot maximum base building height (applicable to Alternative 2 only)*
- MUR-45': Mixed use residential with 45-foot maximum building height; based on R-48 zoning (applicable to Alternative 2, 3, or 4)

- MUR-35': Mixed use residential with 35-foot maximum building height; based on R-18 zoning (applicable to Alternative 2, 3, or 4)

*Potential exceptions are described later in this section.

These new zoning designations were developed to support neighborhood-serving businesses and additional housing styles. They represent a change from the current system of defining zoning by density maximums to using height limits instead.

The City updated Code provisions through adoption of the 185th Street Station Subarea Plan to add these zones and define allowed uses; dimensional, design, and transition standards; mandatory requirements; and incentives for desired amenities. Existing single-family homes are protected under all new zoning

designations. Refer to the illustrations at the end of this section depicting potential housing styles that could be built within these zoning categories.

MUR-85'

Mixed-Use Residential—85-foot maximum base height: This zone would allow building heights of 85 feet, generally seven stories tall. Building types would typically be mixed use with residential and/or office uses above commercial or other active use at the ground floor level. This zone would accommodate mixed use with residential and/or office uses above commercial or other active use at the ground floor level. Building types would generally be 5 over 2 (five levels of wood-frame construction over a two level concrete podium base with these two levels typically consisting of active uses and parking).



Existing single-family homes are protected under all new zoning designations.

MUR-70'

Mixed-Use Residential—70-foot maximum base height: This zone would allow building heights of 70 feet, generally five to six stories tall with some flexibility for different roof styles and roof top amenities. This zone would accommodate mixed use with residential and/or office uses above commercial or other active use at the ground floor level. Building types would generally be 5 over 1 (five levels of wood-frame construction over a one level concrete podium at the ground floor level).

MUR-65'

Mixed-Use Residential—65-foot maximum base height: This zone would allow building heights of 65 feet, generally five to six stories tall. This height is less flexible than the 70-foot base height allowable under MUR-70' and would limit some roof styles and roof top amenities. This zone would accommodate mixed use with residential and/or office uses above commercial or other active use at the ground floor level. Building types would generally be 5 over 1 (five levels of wood-frame construction over a one level concrete podium at the ground floor level).

Potential Height Bonus with Development Agreements in MUR-85', MUR-70', and MUR-65' Zones

The Development Code contains provisions for developer agreements that could award additional height/density for projects that provide a mix of required and optional amenities. See additional discussion later in the section regarding development regulations for more information. This would only be applicable to development projects in the MUR-85', MUR-70',

or MUR-65' zones. The next feasible building height for construction after the 5 over 2 or 5 over 1 building type that can be built under any of these base zones requires steel frame construction, which is significantly more expensive, and usually requires at least twelve stories to cover costs. As such, the allowable maximum height for buildings in the MUR-85', MUR-70', or MUR-65' zones with development agreements would be 140 feet, which would allow up to approximately fourteen stories. For purposes of analysis in this FEIS, it was assumed that 25 percent of the properties zoned MUR-85' in Alternative 3, MUR-70' in Alternative 4, and MUR-65' in Alternative 2 would be developed to the 140-foot height at build-out, although this assumption is likely high.

It is anticipated that redevelopment to these building heights could take many years to implement. Redevelopment of this type (supporting building heights of seven stories to fourteen stories with development agreements) would require aggregation of a large number of parcels. Given current market forces, it is likely that density styles more comparable to MUR-45' and MUR-35' would occur more commonly in the next ten to twenty years through infill development, with more intense uses occurring over a longer period of time.

MUR-45'

Mixed-Use Residential—45-foot height limit: The MUR-45' zone would be limited to 45 feet, which equates to a four story building. The MUR-45' zone would allow housing styles such as mixed use buildings with three levels of housing over an active ground floor/commercial level. Buildings such as row houses, townhomes, live/work lofts, professional offices, apartments, etc.

also could be developed in MUR-45'. Single family homes could be converted to commercial and professional office uses along streets classified as arterials.

MUR-35'

Mixed-Use Residential—35-foot height limit: This zone would allow multi-family and single family attached housing styles such as row houses and townhomes. The height limit for this zone is 35 feet, which is the same as single-family R-6 zones, and equates to a 3-story building. MUR-35' also would allow commercial and other active uses along streets identified as arterials. These types of buildings might include live/work lofts, professional offices, and three-story mixed use buildings (two levels of housing over one level of commercial). This also would allow conversion of existing homes to restaurants, yoga studios, optometrist offices, and other uses.

Retention of Existing Zoning Designations

The action alternatives would retain varying portions of the subarea in existing zoning designations. Existing zoning categories in the subarea are listed in Chapter 2. For more information about these zoning designations, refer to the Shoreline Municipal Code: <http://www.codepublishing.com/wa/shoreline/>.

Consistency with Plans and Policies

The Washington State Growth Management Act (GMA) requires participating jurisdictions to conduct capital facilities planning for six and twenty-year planning horizons. The 145th Street Station Subarea Plan will summarize capital facilities improvements that would be needed to support implementation of rezoning (redevelopment) in the station subarea over the next twenty

years. The subarea plan and Planned Action Ordinance will set a growth target that provides a framework for anticipated population, household, and employment growth between 1.5 percent and 2.5 percent annually. By identifying an area for initial focus, capital improvements can be better defined to serve that area.

If growth were to exceed the overall average of 1.5 percent to 2.5 percent and occur more quickly, achieving the twenty year growth target earlier, the City would update capital facilities improvements planning to support additional growth beyond the twenty year target. The City updates its capital facilities plans on a regular basis anyway, and would continue to closely monitor improvement needs in the subarea as growth and change occur over the next twenty years to ensure that sufficient infrastructure (transportation, utilities, etc.) is in place to support redevelopment as it occurs.

Alternative 1—No Action is not consistent with or supportive of the City's adopted Comprehensive Plan or policies of other plans adopted by the City. Alternative 1 also it is not consistent with plans and policies adopted at the regional, state, and federal levels; it is not a viable option for meeting the purpose and need of the planned action.

The First Twenty Years of Implementation under any of the Action Alternatives, with or without Phasing

All three action alternatives are consistent with existing plans and policies. Implementation requirements related to planning and development regulations over the first twenty years would be similar under any of the action alternatives.

The anticipated pace of growth would be similar under any of the action alternatives, but with adoption of phasing boundaries, the area of redevelopment and change through 2033 would be limited to the Phase 1 area of zoning. The remaining portion of the subarea would not be redeveloped until Phase 2 zoning is activated in 2033. The City would need to monitor the level and location of redevelopment in the subarea to ensure consistency with the thresholds set by the planned action and phasing boundaries over time.

Without phasing, redevelopment could occur anywhere within the subarea, adapting to market conditions and the status/availability of individual properties over time. The City would need to monitor the level of redevelopment within the subarea to ensure consistency with planned action thresholds over time.

Alternative 4—Compact Community Hybrid also is consistent with and supportive of adopted plans and policies at the local, regional, state, and federal level. Alternative 4 would result in a similar level of urban development around the light rail station as under Alternative 3, but with less redevelopment adjacent to Twin Ponds Park, Paramount Open Space, and Paramount Park.

Regarding housing opportunities, Alternative 3 would help to achieve some of the City’s policies related to housing more fully than Alternative 2 and Alternative 4 because it would support more higher density housing options at full build-out. Alternative 3 would provide a greater level of diverse housing opportunities (including affordable options) than the other two action alternatives, addressing an important need in Shoreline.

Alternative 4 does not propose MUR-35’ and MUR-45’ zoning adjacent to Twin Ponds and Paramount Parks and Paramount Open Space as proposed under Alternatives 2 and 3 and retains these areas in existing R-6 zoning. Instead, Alternative 4 proposes MUR-35’ and MUR-45’ zoning along the north side of the NE 155th Street corridor, similar to Alternative 2—Connecting Corridors but not previously proposed as part of Alternative 3—Compact Community. This mixed use zoning is further from the planned light rail station location. As such, under Alternative 4, there would be less MUR-35’ and MUR-45’ zoning and less housing and residents overall within a five minute walk from the station.

As discussed in Section 3.2, implementation of any of the three action alternatives would provide opportunities to better balance housing and jobs in Shoreline. Alternative 2 would provide space for more employees at full build-out than Alternatives 3 and 4. Alternative 4 would support more employees than Alternative 3.

Alternative 3—Compact Community is consistent with and supportive of adopted plans and policies at the local, regional, state, and federal level. Alternative 3 would result in more intensive and vibrant urban development around the light rail station and more housing opportunities than under Alternative 2, but about the same as Alternative 4 at full build-out.

Alternative 2—Connecting Corridors is consistent with and supportive of adopted plans and policies at the local, regional, state, and federal level. Alternative 2 spreads the level of potential change out over more geography by lining the 5th Avenue NE and N-NE 155th Street corridors with mixed use zoning (primarily MUR-35’ and MUR-45’). The mixed use along these corridors would

provide more opportunities for neighborhood retail and services over time and would result in more employment opportunities than under Alternative 3. As such, Alternative 2 would help to support some of the City's policies related to economic development more fully than Alternative 3.

Land Use Patterns and Compatibility between Land Uses

Under all alternatives, it is anticipated that the subarea would experience growth and change. Alternative 2—Connecting Corridors would result in the greatest extent of geographic change and the highest level of employment opportunities at full build-out. Alternative 3—Compact Community would result in the highest level of population and housing levels at full build-out. Alternative 4—Compact Community Hybrid would have less housing and residents than Alternatives 2 and 3 and more employees than Alternative 3 (but less employees than Alternative 2). That said, it is anticipated that the pace of change during the first twenty years after adoption would generally be the same with any of the action alternatives (averaging around 1.5 percent to 2.5 percent annually).

Alternative 1—No Action would retain existing zoning. However, **“No Action” does not translate to “No Change” in the subarea.** With the implementation of light rail, there would be greater demand for land uses in proximity to the station, particularly for housing. The current zoning for much of the subarea is R-6. The R-6 zoning allows six dwelling units per acre. The average number of units per acre currently in the subarea is 3.2. As such a substantial number of new housing units (nearly double the current number, not accounting for lot coverage and other restrictions) could be constructed over time in the subarea

under the current zoning. Attached single family homes (such as duplexes, triplexes, and townhouses) and accessory dwelling units (attached or detached, maximum one per lot) are allowed in the R-6 zone if proposed redevelopment meets certain criteria (refer to Shoreline Municipal Code 20.40.510). The current maximum height for buildings in the R-6 zone is 35 feet.

Much of the housing stock in the subarea is reaching an age of 50 to 60 years or more, and some residents have made substantial renovations to their homes or have demolished existing homes to build new ones. This trend likely would continue under Alternative 1. With the anticipated demand for more housing that will occur with light rail, as homesites are redeveloped in the subarea in the future (under Alternative 1—No Action), the community could expect to see either larger and taller single family homes or combinations of various types of attached multiple-unit single family buildings and accessory dwelling units.

Most homes in the subarea are currently one story or two stories in height (approximately 15 to 25 feet high). New residential buildings, including accessory dwelling units, could be constructed to a maximum height of 35 feet (approximately 3 to 3.5 stories). For comparative purposes, throughout north Seattle, there has been significant construction of this type over the last twenty years, which has changed the character of single family neighborhoods.

It is also important to note that redevelopment under Alternative 1—No Action would not be consistent with the adopted vision for the light rail station area as a vibrant, equitable transit-oriented district. Single family redevelopment under Alternative 1—No Action Alternative would provide fewer opportunities for new

affordable housing than proposed under the action alternatives (Alternatives 2, 3, or 4) as well as a significantly lower overall quantity of various types of housing to fit diverse income levels, and substantially less mixed use/neighborhood commercial at street level. Increased housing choice and affordability will be needed to serve the growing demand in the subarea over the long term.

Without zoning changes to require higher densities, single family home development would continue to be the focus in the subarea. Transit-oriented redevelopment opportunities with a variety of housing choices and mixed use development would not occur.

Investments in infrastructure and street improvements in the subarea would be very limited under Alternative 1—No Action compared to the three action alternatives.

The First Twenty Years of Implementation under any of the Action Alternatives, with or without Phasing

It is anticipated that Alternative 2—Connecting Corridors would change land use patterns over a broader geographic extent than Alternative 3—Compact Community over the first twenty years of implementation. Alternative 4—Compact Community Hybrid would result in an extent of geographic change that is less than Alternative 2, but more than Alternative 3.

The MUR-35' and MUR-45' zoning along 5th Avenue NE and 155th Street in Alternative 2 would result in multifamily development that could be designed to be generally compatible with existing land uses in the subarea (building heights of 35 feet and 45 feet

are generally compatible with the current allowed building height of 35 feet over most of the subarea). Setback requirements, landscaping, and design guidelines in City Development Code regulations would help to enhance compatibility.

Alternatives 3 and 4 call for more overall density in the vicinity surrounding the planned light rail station than Alternative 2 calls for. This means that a greater level of change to land use patterns in the area around the planned light rail station could occur over the next twenty years under Alternative 3 than under Alternative 2. That said, market forces may not support the full level of transit-oriented development proposed under the MUR-65', MUR-70', or MUR-85' zoning for decades, and the need to assemble properties to accommodate larger parcels for development of the taller buildings under any of the action alternatives could take many years, slowing the progress of redevelopment.

Due to market forces and parcel sizes, the scale of MUR-35' and MUR-45' redevelopment may occur more commonly in the next ten to twenty years than redevelopment related to the more intensive zoning categories of MUR-65', MUR-70, or MUR-85. Yet, with the proposed Phase 1 and Phase 2 boundaries under any of the action alternatives, less MUR-35' and MUR-45' zoned property will be available for redevelopment through 2033 under the action alternatives.

Alternative 2 proposes the most amount of MUR-35' and MUR-45' zoning, followed by Alternative 4, and Alternative 3. With adoption of phasing boundaries, the level of MUR-35' that could be developed through 2033 would be greatly reduced. If phasing is adopted, Alternative 2 would retain more MUR-35' zoning in

Phase 1 than Alternative 4 and Alternative 3 (which would have the least amount).

Alternative 4—Compact Community Hybrid would create change in a smaller geographic area than under Alternative 2 but more than Alternative 3. Alternative 4 would permit slightly taller buildings at base heights than Alternative 2 but lower than under Alternative 3.

Alternative 4 includes similar transitions in zoning as described above under Alternative 2; however it would retain more area in single family zoning in proximity to the planned light rail station and overall in the subarea, which could result in the potential for more incompatibilities and inconsistencies with redevelopment over time. As with the other action alternatives, potential incompatibilities could be addressed with new development standards applicable to the new zoning categories, but generally these would not be applicable to the residential R-6 zoning.

Due to some residents' interest in retaining single family zoning around Twin Ponds Park, Paramount Open Space, and Paramount Park, Alternative 4 does not include as much MUR-35' and MUR-45' zoning in these areas and instead locates this type of zoning along the north side of NE 155th Street (further from the light rail station). Instead, areas of single family zoning (R-6) would be retained in these areas, and as a result, less housing density and fewer residents would be located within a five minute walking distance of the light rail station than under the other two action alternatives.

Alternative 3—Compact Community would create change in a smaller geographic area than under Alternatives 2 and 4.

However, Alternative 3 would permit taller buildings than Alternatives 2 and 4 via the MUR-85' designation in proximity to the planned light rail station.

Alternative 3 includes the same transitions in zoning as described above under Alternative 2, and it would require the same development standards. As discussed for Alternative 2, the same potential incompatibilities would be expected as the subarea redevelops and the same proposed development standards would be applied under Alternative 3 as under the other action alternatives. Alternative 3 potentially could have less capacity and flexibility to respond to market conditions and property owners' interests than Alternatives 2 and 4 since less land area would be rezoned.

Alternative 2—Connecting Corridors proposes more geographic extent of change than Alternatives 3 and 4. However, less density is proposed in proximity to the planned light rail station with the MUR-65' zoning (vs. MUR-85' in Alternative 3). More retail/commercial use and office use would be expected under Alternative 2 than under Alternatives 3 and 4 based on the extent of mixed use proposed zoning.

The pattern of proposed zoning would result in appropriate transitions between land uses. For example, MUR-45' is typically located between MUR-85' and MUR-35' zoning. MUR-35' zoning is typically located between MUR-45' and single family zoning such as R-6. Even with these provisions, as change occurs throughout the subarea, there could be incompatibilities between new redevelopment and existing homes. The City's development standards provide setbacks, landscaping requirements, and other

provisions to provide buffers between land uses that would help to address these issues.

Potential Built Form, Neighborhood Character, and Building Heights

Each of the three action alternatives proposes a mix of zoning under the MUR-85', MUR-70', MUR-65', MUR-45', and/or MUR-35' categories, along with retaining other existing zoning categories in the subarea. Over many decades the subarea likely would transform from a predominantly single family residential to a mix of housing types and neighborhood-serving retail and uses. While this would be a substantial change, the growth and related change would be expected to occur very gradually, similar to other urbanizing neighborhoods in the region such as Green Lake and Greenwood. Each phase of redevelopment would be evident as it occurs, but the overall level of change would be less perceptible than if it were to occur within a shorter timeframe. Mitigation measures, including a variety of development standards and transitional zoning provisions, are proposed to help buffer existing land uses from new redevelopment in the subarea.

With redevelopment, neighborhood character would change, but the subarea also would see positive enhancements, such as improved streets, intersections, and streetscapes, additional public spaces, parks, trails, and recreation facilities, and community benefits such as sidewalk cafes, public art, plazas, and other amenities.

Low impact development treatments such as rain gardens and stormwater planters would be envisioned as surface water management solutions. Regarding these positive changes to the

neighborhood, Alternative 2 could result in the most amount of these over time due to the geographic extent of redevelopment proposed compared to Alternatives 3 and 4. Alternative 4 proposes change over more geographic area than Alternative 3, including the area along the north side of NE 155th Street.

Redevelopment of the subarea regardless of the alternative pursued would be subject to compliance with City policies and regulations applicable to the subarea, including historic preservation requirements as applicable.

Alternative 1—No Action would not change existing zoning and as such, the current allowed building height of 35' over most of the subarea would remain. The vast majority of the subarea is currently zoned R-6 (Residential allowing six units per acre), and in the R-6 zone a maximum height of 35 feet is allowed. In other areas of the subarea zoned for community business and multifamily, taller buildings already are allowed under the current Code requirements.

Under Alternative 1 there likely would be a change in character over time to taller, more expensive single family homes. Many current homes are one story to two stories in height. Up to 35-foot-high homes are allowed, so taller homes could be constructed over time. Up to six units per acre are allowed under the current R-6 zoning. Property owners may choose to add more units over time. Accessory dwelling units and/or conversion and reconstruction of homes into duplexes and triplexes would be permissible if certain code requirements are met.

Under Alternative 1—No Action there would be minimal change to built form and neighborhood character. Streets, roadways, and public spaces would remain similar in character over the long term to today's conditions, although traffic congestion station subarea could become a growing problem due to limited roadway and intersection improvements, other than those proposed under the Preferred Concept for the 145th Street Corridor Study or by Sound Transit as part of the development of the light rail station.

The First Twenty Years of Implementation under any of the Action Alternatives, with or without Phasing

Alternative 2—Connecting Corridors could increase building heights over a broader geographic area than Alternative 3—Compact Community or Alternative 4—Compact Community Hybrid over the first twenty years of implementation. Building heights near the planned light rail station would be one story less at base height under Alternative 2 and 4 than under Alternatives 3. This is due to the proposed MUR-85' maximum base height proposed under Alternative 3—Compact Community compared to the MUR-70' maximum base height under Alternative 4 and MUR-65' maximum base height under Alternative 2.

The MUR-35' and MUR-45' zoning proposed along 5th Avenue NE and 155th Street in Alternative 2 and to some extent in Alternative 4 would allow building heights of 35 feet and 45 feet compared to the current allowed building height of 35 feet over most of the subarea. Setback requirements, landscaping, and design guidelines in City Code regulations would help to enhance compatibility.

With the adoption of phasing boundaries, building height changes associated with rezoning would be limited to within the Phase 1

boundary until 2033, when new zoning within the Phase 2 boundary would become available.

With adoption of phasing boundaries, the level of MUR-35' that could be developed through 2033 would be greatly reduced. If phasing is adopted, Alternative 2 would retain more MUR-35' zoning in Phase 1 than Alternative 4 and Alternative 3 (which would have the least amount).

Alternative 4—Compact Community Hybrid proposes MUR-70' zoning, which would allow a maximum base building height of 70' with the potential for bonus height/density of up to 140 feet with development agreements that ensure projects meet special requirements. Elements such as affordable housing, green building standards, and structured parking would be required. Elements such as combined heat and power systems, provision of commercial uses, sidewalk cafes, provision of public open space, and other amenities would be encouraged. Population and household unit calculations in this FEIS assume this would occur over approximately 25 percent of the area zoned MUR-70'.

As with the other action alternatives, if over time the City observes a trend that could lead to more than 25 percent of buildings in height over 70 feet (and greater density), supplemental environmental impact analysis would need to be conducted to evaluate potential impacts and reassess project and program needs before additional development would be permitted.

Market analysis has indicated that there may be minimal demand for mid-rise buildings in the subarea in the foreseeable future. However, over time this demand could grow. Zoning would

preserve a broader range of possibilities for the subarea over the long term.

The MUR-70' zoning would result in a base height of one story lower than under MUR-85' zoning. MUR-70' would be similar in scale to the MUR-65' zoning, but would allow flexibility for roof design and roof top amenities.

Under Alternative 4, there would be less MUR-45' and MUR-35' zoning along the N-NE 155th Street and 5th Avenue NE corridors than under Alternative 2, but more than under Alternative 3, specifically along the north side of NE 155th Street.

Alternative 3—Compact Community proposes MUR-85' zoning, which would allow a maximum base building height of 85' with the potential for bonus height/density of up to 140 feet with development agreements that ensure projects meet special requirements. Population and household unit calculations in this FEIS assume this would occur over approximately 25 percent of the area zoned MUR-85'.

As with Alternative 2, if over time the City observes a trend that could lead to more than 25 percent of buildings in height over 85 feet (and greater density), supplemental environmental impact analysis would need to be conducted to evaluate potential impacts and reassess project and program needs before additional development would be permitted.

Market analysis has indicated that there may be minimal demand for mid-rise buildings in the subarea in the foreseeable future. However, over time this demand could grow. Zoning would

preserve a broader range of possibilities for the subarea over the long term.

Under Alternative 3, there would be less MUR-45' and MUR-35' zoning along the N-NE 155th Street and 5th Avenue NE corridors, and as such building heights along these corridors would be expected to be lower at build-out than under Alternative 2 and to some extent under Alternative 4, particularly along the 5th Avenue NE corridor. With adoption of phasing boundaries, there would be less MUR-35' in Alternative 2 and Alternative 3.

Alternative 2—Connecting Corridors proposes MUR-65' zoning, which would allow a maximum base building height of 65' with the potential for bonus height/density of up to 140 feet with development agreements that ensure projects meet special requirements. The MUR-65' zone is located in proximity to the planned light rail station. This is a lower height than the MUR-85' proposed in this area under Alternative 3.

As with MUR-85' and -70' zones described above, if development projects incorporate characteristics such as green building, additional affordable housing, structured parking, and other amenities, they could have the ability to add bonus height/density to their projects, which could involve increases in height above the 65-foot level (but no greater than 140 feet) in all areas zoned MUR-65'. Each potential development agreement would be a negotiated and public process.

For purposes of this analysis, population and household unit calculations liberally assume this could occur over approximately 25 percent of the area zoned MUR-65'. If over time the City

observes a trend that could lead to more than 25 percent of buildings in height over 65 feet (and greater density), additional environmental analysis would need to be conducted to evaluate potential impacts and reassess project and program needs before additional development would be permitted.

Under Alternative 2 a greater extent of MUR-45' (45-foot maximum height) and MUR-35' (35-foot maximum height) is proposed than under Alternative 3. This means that while some building heights in the vicinity of the light rail station may be lower under Alternative 2 than under Alternative 3, overall throughout the subarea, the height of buildings would increase more, with a focus along the connecting corridors of N-NE 155th Street or 5th Avenue NE.

Extent of Mixed Use Development

Mixed-Use development could occur with MUR-85', MUR-70', MUR-65', MUR-45', or MUR-35'. The ground floor of this type of construction typically includes active uses along the street with parking behind the active uses and below grade. The second level can be housing, office, or commercial use, or in some cases it can be structured parking. This is a common type of construction in the region for mixed use development. Active uses at the street level help to ensure a vibrant, walkable environment and typically include neighborhood retail uses and services.

MUR-45' (four/four and a half building levels above ground) and MUR-35' (three/three and a half building levels above ground) also could include active uses at the street level, and often would consist of various types of low-scale multifamily housing such as row houses, townhomes, live/work lofts, and other types of

attached housing. More mixed use redevelopment also results in more employment opportunities.

Under Alternative 2, more MUR-45' and MUR-35' zoning is proposed than under Alternative 3 or Alternative 4. Alternative 4 proposes more MUR-35' and MUR-45 zoning along NE 155th Street than Alternative 3. As such Alternative 2 would be expected to have more overall mixed use redevelopment at build-out, followed by Alternative 4 and then Alternative 3.

Potential Real Estate Speculation and Long-Term Predictability

Property owners have expressed concerns that real estate investors may be interested in purchasing single family homes and holding them as rentals until the time is right for redevelopment in the future. Many homeowners in both the 185th station subarea and the proposed 145th station subarea have already received letters offering fair market value. This type of speculative buying could occur regardless of whether or not the City was planning to rezone areas surrounding future stations immediately. One reason to implement zoning change sooner rather than later is to provide long-term predictability regarding what type of uses will be allowed where, and ample time for homeowners to become informed about the potential for change and determine their own long-range plans. For those that choose to sell, understanding the long-term potential of the property may allow them to capture additional value.

Graphic Models of Bulk and Height and Illustrative Examples

Alternatives 1, 2, 3, and 4 have been modeled to show the expected built form (housing and mixed use development) that could result from implementation. Illustrations later in this section present simulated 3-D Sketch Up models for each alternative. These models conceptually illustrate the potential building form that could occur with full build-out of each alternative using the SketchUp model technique. The colors shown in the model graphics represent the MUR zoning designations described previously. Photographic examples of the built form/housing types that could be constructed under the new MUR zoning categories also are presented.

Renderings also have been developed to show possible redevelopment concepts for various locations in the subarea and are presented later in this section, along with layout concepts of how potential redevelopment could be configured adjacent to existing streets in the subarea. It should be noted that these illustrations are conceptual and represent a point in time of phased development that could occur over many decades in the future.

3.1.3 Mitigation Measures

Proposed Mitigation Measures

The City intends to amend its Comprehensive Plan to reflect the proposed alternative adopted through the subarea plan, and the City will adopt revisions to the Shoreline Municipal Code, including amendments to zoning provisions and development standards to

support implementation of the subarea plan. These would occur under any of the action alternatives.

Capital project investment would be expected to increase over time to support anticipated growth, and as a result subarea residents would benefit from transportation and infrastructure improvements. The Capital Facilities Element of the Comprehensive Plan also would need to be updated at the next opportunity to reflect priorities for the subarea to support the proposed growth.

With the proposal to adopt a planned action ordinance, redevelopment would be able to proceed through streamlined environmental review as long as it is consistent with the planned action thresholds for growth for the next twenty years. The planned action threshold also provides a checkpoint for monitoring growth and change in the subarea. If more growth occurs than expected, the City would need to reevaluate the environmental analysis in this FEIS and potentially implement additional mitigation measures.

As described earlier in this section of the FEIS and in Chapter 2, there are extensive policies already adopted by the City of Shoreline that would be supported by the subarea plan, regardless of which action alternative is implemented. Policies within the Shoreline Comprehensive Plan; Climate Action Plan; Environmental Sustainability Strategy; Economic Development Strategy; Transportation Master Plan; Parks, Recreation, and Open Space Plan; Surface Water Master Plan; Southeast Neighborhoods Subarea Plan; and other adopted plans would be furthered and supported by redevelopment of the subarea.

Action Alternatives: Alternative 2—Connecting Corridors, Alternative 3—Compact Community, and Alternative 4—Compact Community Hybrid

Retaining and enhancing neighborhood character is important to residents in the station subarea and required by City of Shoreline Comprehensive Plan policies and Shoreline Municipal Code provisions. It will be important that new higher density residential and mixed use land uses in the station subarea provide buffering and transition when located adjacent to single family uses. Some of the transitions would be accomplished through the proposed zoning frameworks as discussed previously. In addition, the City has adopted zoning and related development standards in the Development Code that, if applied to the 145th Street Station Subarea, would lead to improved neighborhood character and compatibility. A brief summary of these provisions is provided below. For the full text of proposed amendments to the Code, refer to the planned action ordinance that will be adopted with the subarea plan.

- **Affordable Housing**—Expanded provisions for MUR zoning have been adopted into the Code to mandate and encourage affordable housing as part of redevelopment projects.
- **Mixed Use Residential and Live/Work**—Provisions related to mixed use residential development including additional requirements related to live/work units encourage a vibrant transit-oriented community with a mix of housing and employment in proximity to the light rail station.
- **Green Building**—Provisions to encourage green building and low impact development. Four star Built Green

certification would be required for all new development within the subarea.

- **Historic Preservation**—While no formally designated historic landmarks exist in the subarea, there are twelve parcels listed in the City’s inventory that are potentially eligible. The mitigation for these potential historic resources would involve a review of historic and cultural resources as part of redevelopment affecting those parcels; however, prescriptive measures to mitigate impacts would need to be developed by the City.
- **Greater Flexibility in Use of and Conversion of Single Family Homes to Business and Office Use**—Code provisions would allow more flexibility for business and office use in existing single family homes and conversion of homes to exclusively business/office use.
- **Light Rail Station and Park-and-Ride Design**—The light rail station project including the station and park-and-ride structure design would be subject to a specific agreement with the City that would establish design and implementation provisions for the light rail facilities. Sound Transit has been gathering public input for the design of the stations and parking structures in Shoreline, and will host three additional public meetings at various stages of project design through 2017. The City hosted an open house in January 2016 to invite residents to participate in Sound Transit’s design process, and will publish information about upcoming meetings as they are scheduled.

- **Community and Social Amenities, Heritage Commemoration, Cultural Opportunities, and Public Art**—As the neighborhood grows and changes gradually over time, there will be an increased demand for community amenities, such as public gathering spaces for events, senior facilities, community meeting rooms, farmers markets, community gardens, interpretation and heritage projects that commemorate Shoreline’s history, public art, and other social cultural opportunities and events.

These experiences for citizens and visitors are encouraged by City of Shoreline policies. The City has adopted regulations associated with the MUR-70’ zone for the 185th Street Station Subarea, which could be applied to the 145th Street Station Subarea, that would require provision of these elements within redevelopment projects. Mitigation measures for parks, recreation, open space are addressed in Section 3.4 of the FEIS. Also, see Section 3.2 for additional discussion of mitigation measures related to Housing Choice and Affordability.

- **Updated Development Standards**—A variety of amendments to development standards have been adopted to reflect the new MUR-35’, 45’, and 70’ zoning categories and to require and encourage specific elements such as:
 - Revised front, rear, and side yard setbacks
 - Standards for transition areas, which include architectural step backs in the building design (“wedding cake” form), and landscaping requirements

- Vehicular access oriented to side and rear rather than to the front along arterials
- Traffic calming measures
- Site and building design standards
- Streetscape improvements and landscaping requirements
- Open space and recreation facilities for residents
- Parking quantity, access, and location standards
- Potential to qualify for reductions in parking requirements in transit-oriented MUR zones based on proximity to transit (once station is operational)
- Shared parking, High-Occupancy and Electric Vehicle parking encouraged
- Vehicle circulation and access
- Improved, lighted, signed pedestrian access
- Bicycle parking facilities
- Lighting to enhance safety and security
- Building orientation to the street and transitions between buildings
- Design of public spaces
- Building façade articulation and compatible architectural form
- Covered access ways
- Preferences for architectural finishes and materials
- Preferences for fencing and walls

- Screening of utilities, mechanical equipment and service areas
- Land clearing and site grading standards
- Tree conservation encouraged with residential redevelopment (but exempt from commercial, MUR-70', and MUR-85' redevelopment)
- Signage requirements
- Integration of public art, planters, water features, and other public amenities

Additional amendments would be required to apply these regulations, or new regulations, to MUR-65' or MUR-85' if those zoning districts were adopted by the City.

Other Recommended Mitigation Measures

Exploring Partnerships—In the near term, the City could explore potential public/private and public/public partnership opportunities in the subarea to help encourage and catalyze redevelopment. These could include working with Sound Transit on the park-and-ride structure and potentially integrating other uses along its street frontage. Partnerships also could include involvement in implementing affordable housing and community uses in the subarea.

Proactive Capital Investments—The City intends to proactively seek funding for transportation and infrastructure improvements in the subarea, which will help to support redevelopment and enhance neighborhood character.

3.1.4 Significant Unavoidable Adverse Impacts

Proposed redevelopment of the subarea under Alternative 2—Connecting Corridors, Alternative 3—Compact Community, or Alternative 4—Compact Community Hybrid would result in substantial changes in neighborhood character over time. Intensification of development and higher buildings would occur incrementally. While the intensity of redevelopment in this area would be substantially greater than existing conditions, the new redevelopment would be consistent with the Shoreline Comprehensive Plan, and other local, regional, state, and federal plans and policies. Additional housing and employment opportunities would be created, and a variety of positive neighborhood benefits would result through redevelopment, including improvements to sidewalk and stormwater infrastructure. Redevelopment would be subject to more stringent codes than existed when the area originally developed.

Implementation of the planned action would set a threshold for development in the subarea based on a twenty-year growth projection that aligns with an expected level of capital improvements and investments to support that level of growth. The City will monitor change and require additional environmental review if change occurs at a more aggressive pace than anticipated.

Keeping in mind that change in the subarea would be expected to occur gradually, it is not anticipated that there would be significant unavoidable adverse impacts that could not be addressed through the mitigation measures discussed above and the City's ongoing proactive monitoring of conditions in the subarea.

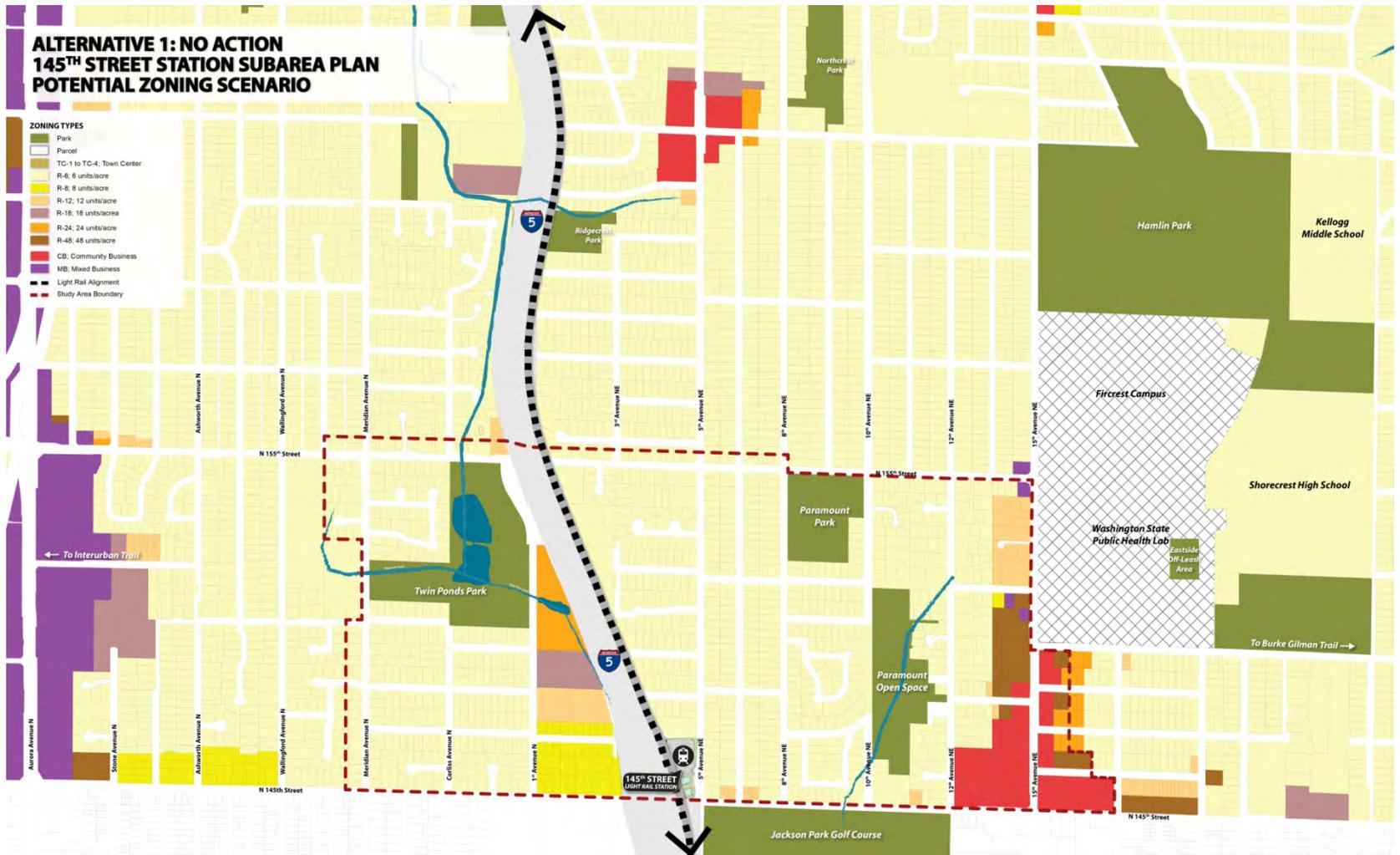


Figure 3.1-4 Alternative 1—No Action (Existing Zoning is Shown in the Map)

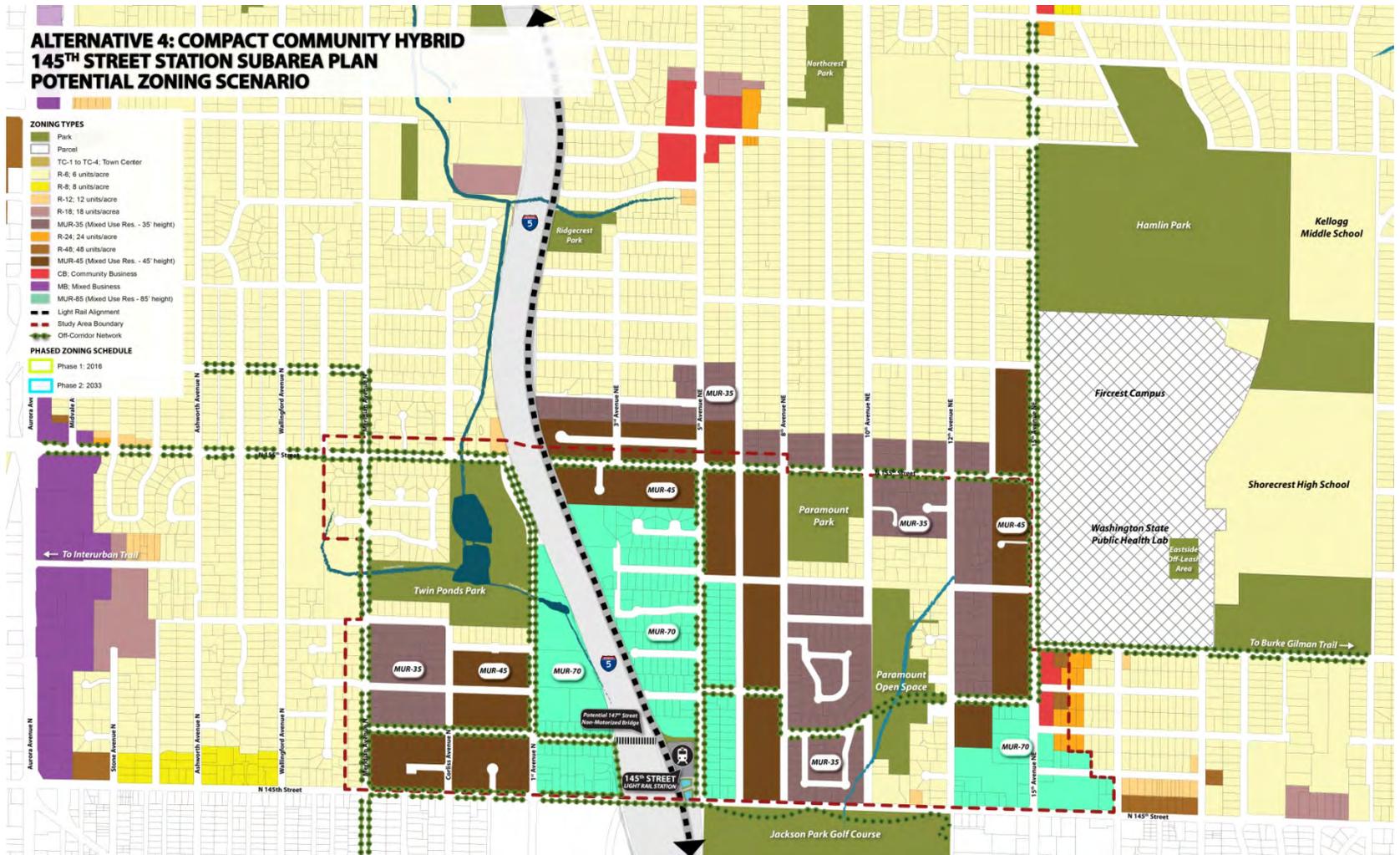


Figure 3.1-5 Alternative 4—Compact Community Hybrid

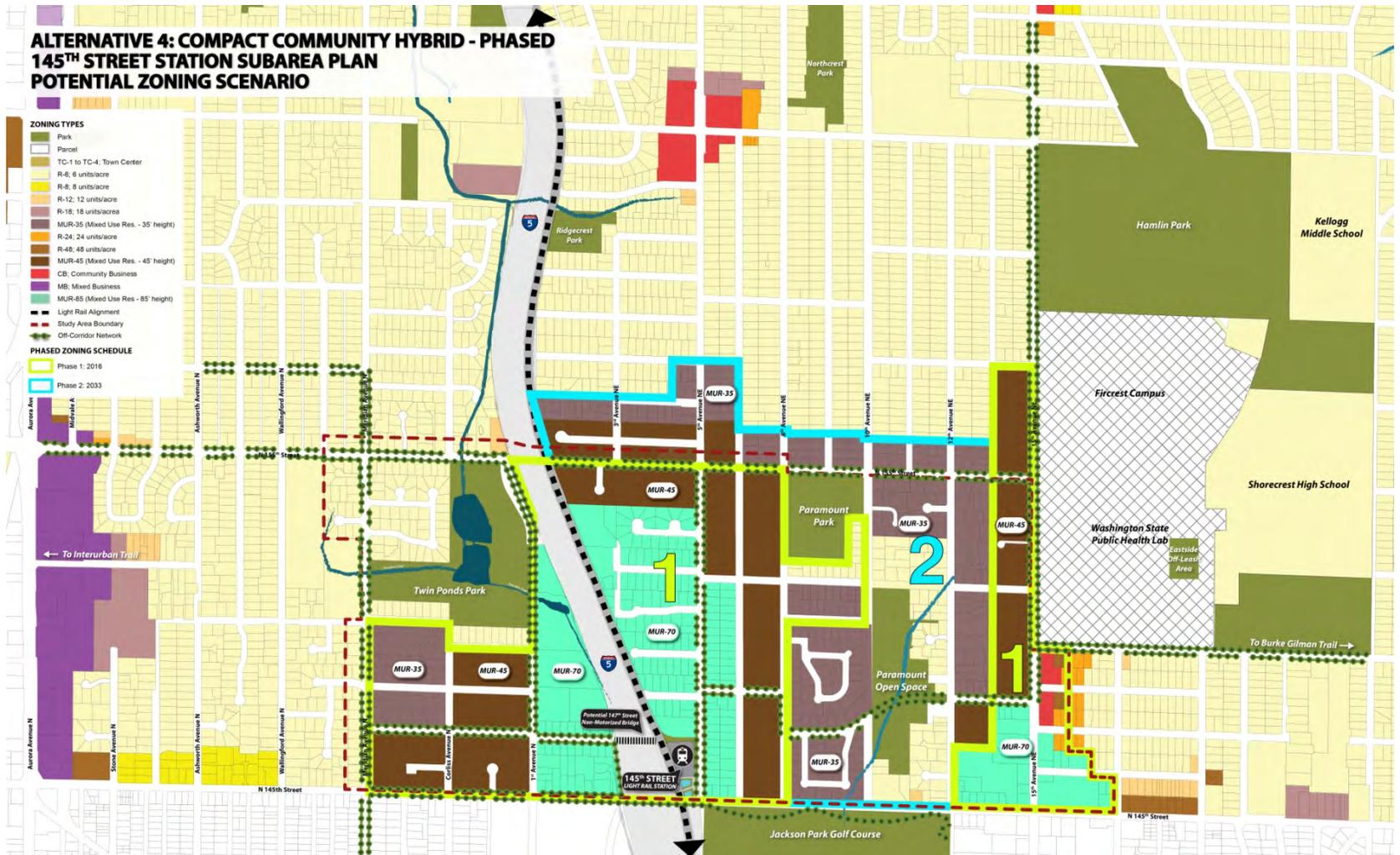


Figure 3.1-6 Alternative 4—Compact Community Hybrid with Potential Phase 1 and Phase 2 Boundaries

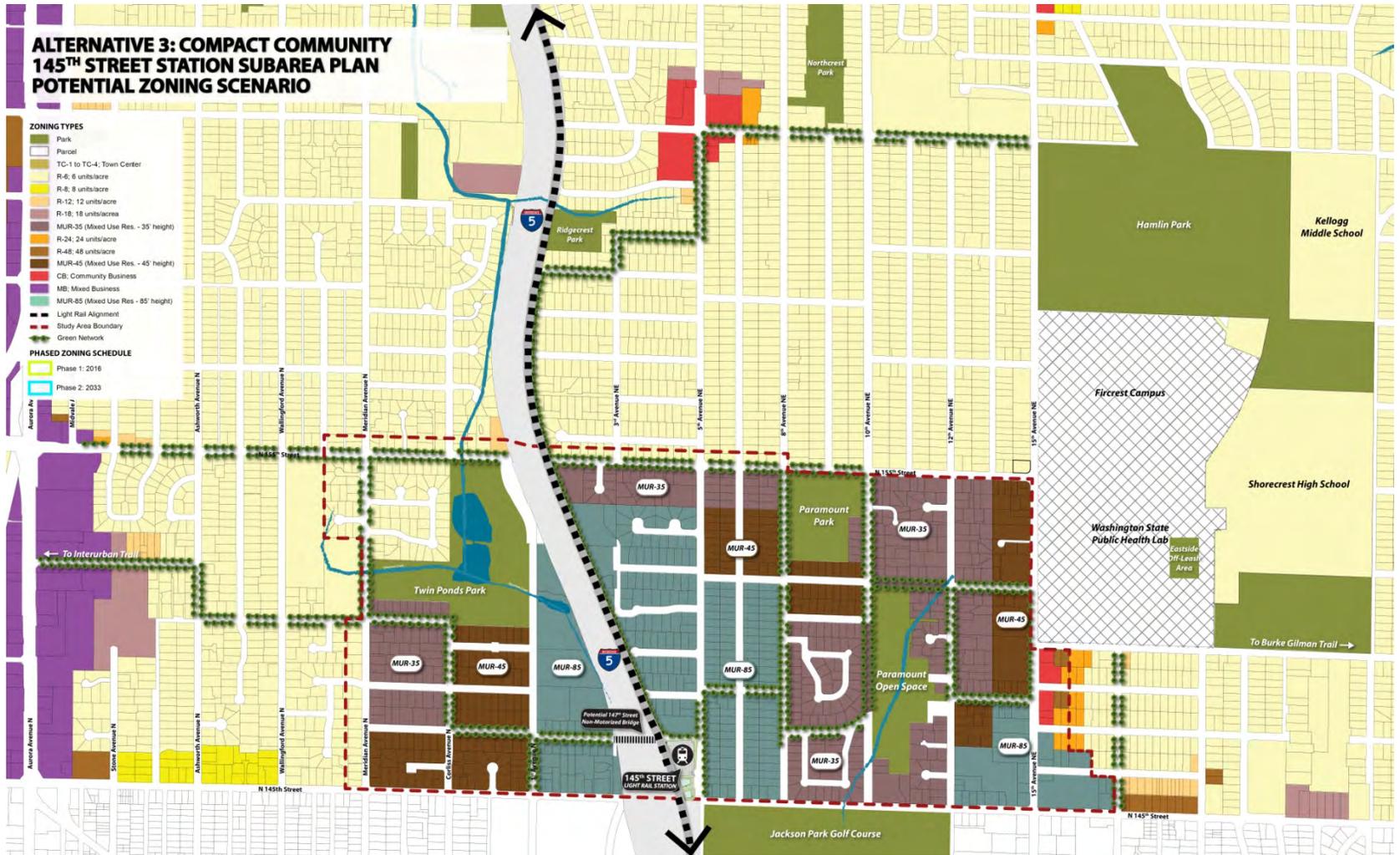


Figure 3.1-7 Alternative 3—Compact Community

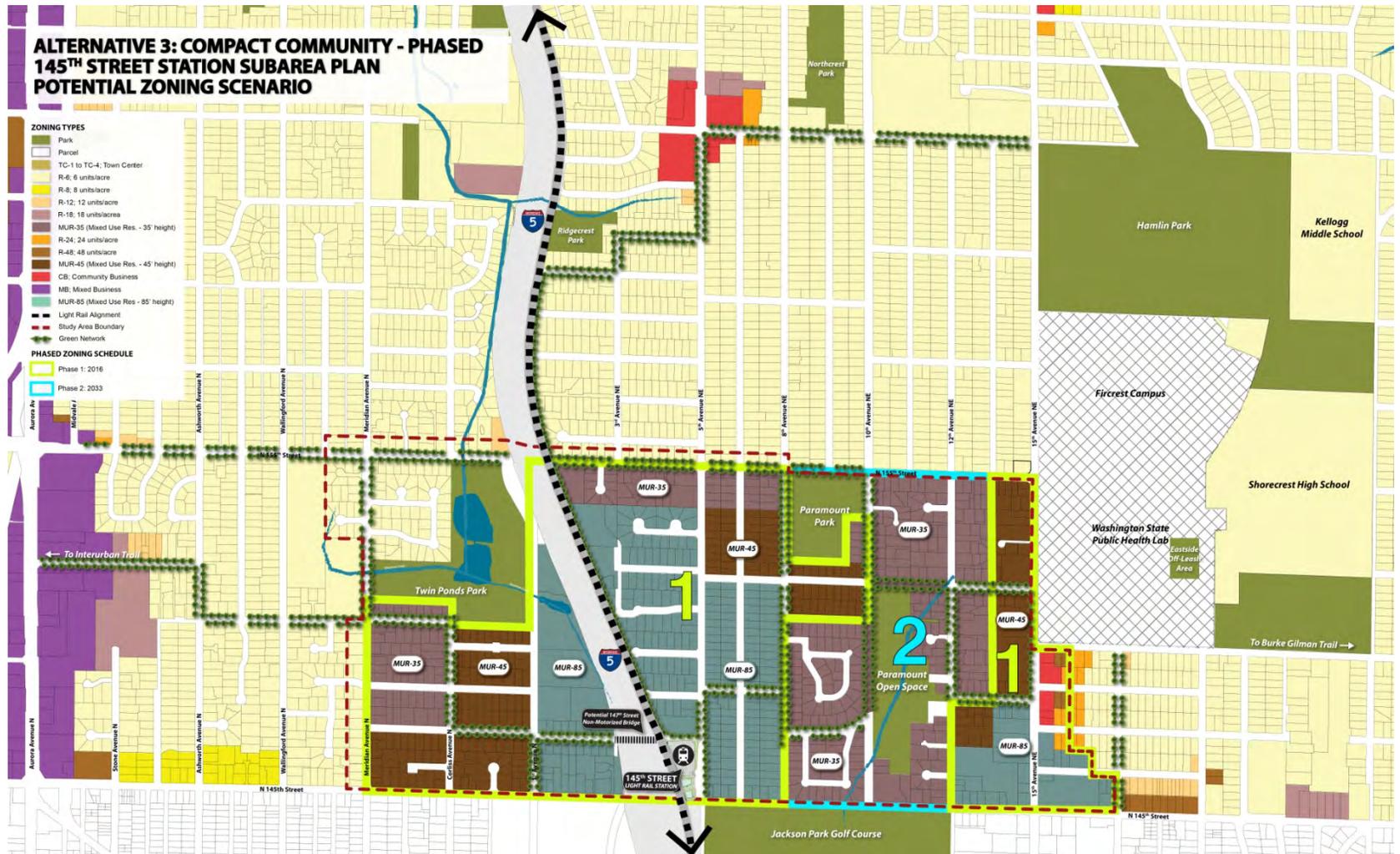


Figure 3.1-8 Alternative 3—Compact Community with Potential Phase 1 and Phase 2 Boundaries

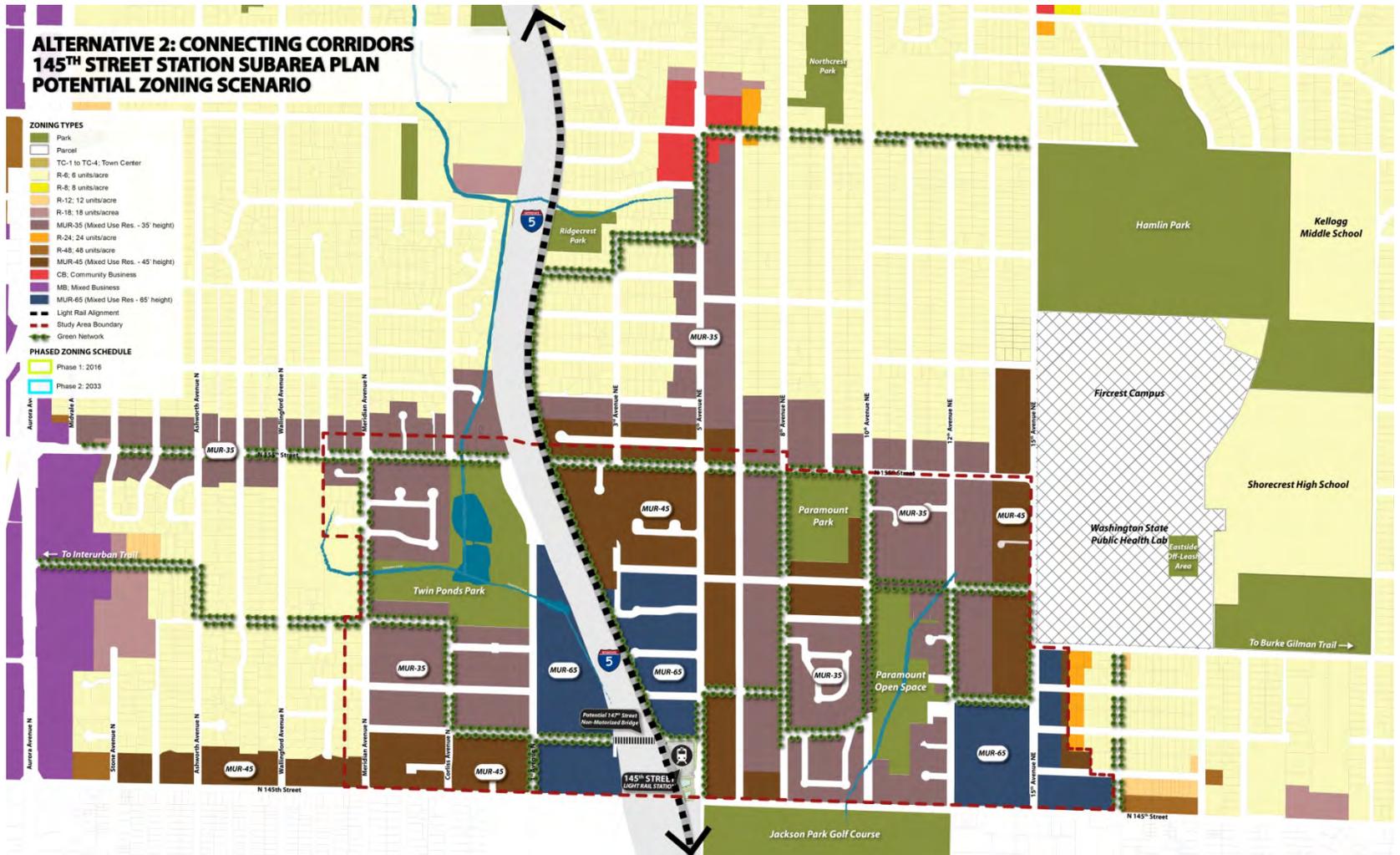


Figure 3.1-9 Alternative 2—Connecting Corridors

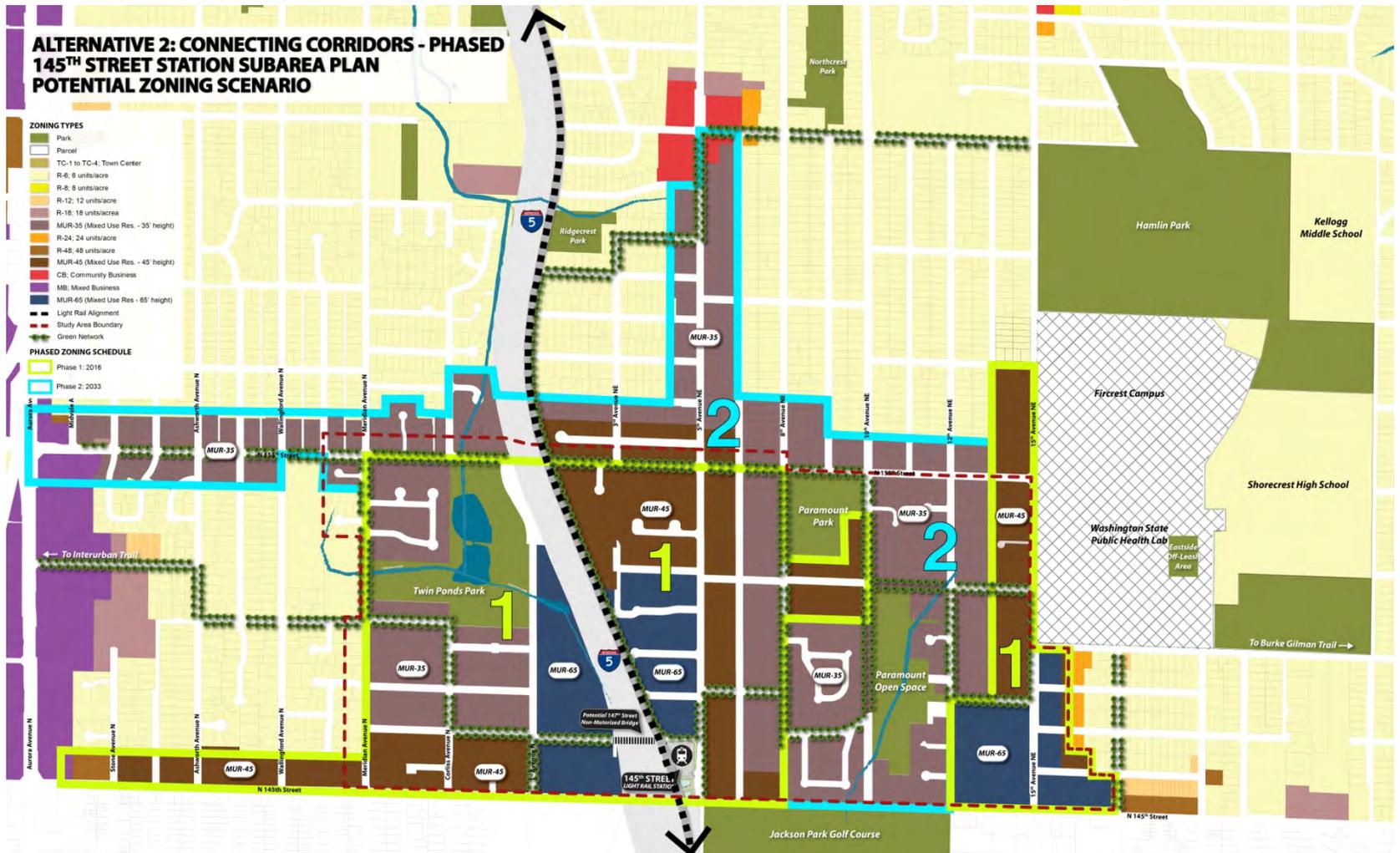


Figure 3.1-10 Alternative 2—Connecting Corridors with Potential Phase 1 and Phase 2 Boundaries

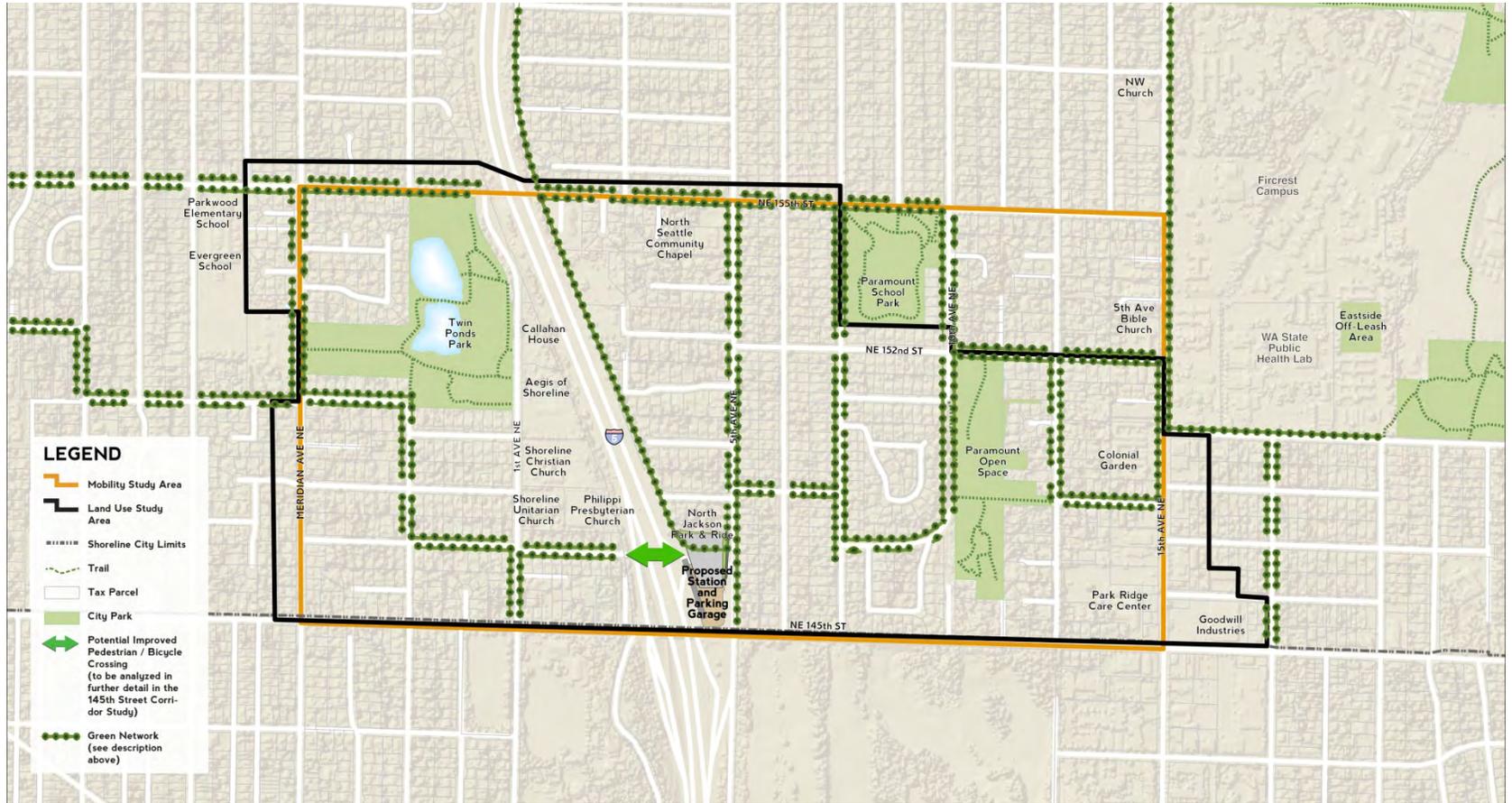


Figure 3.1-11 The Green Network Concept—Proposed Under Alternatives 2 and 3

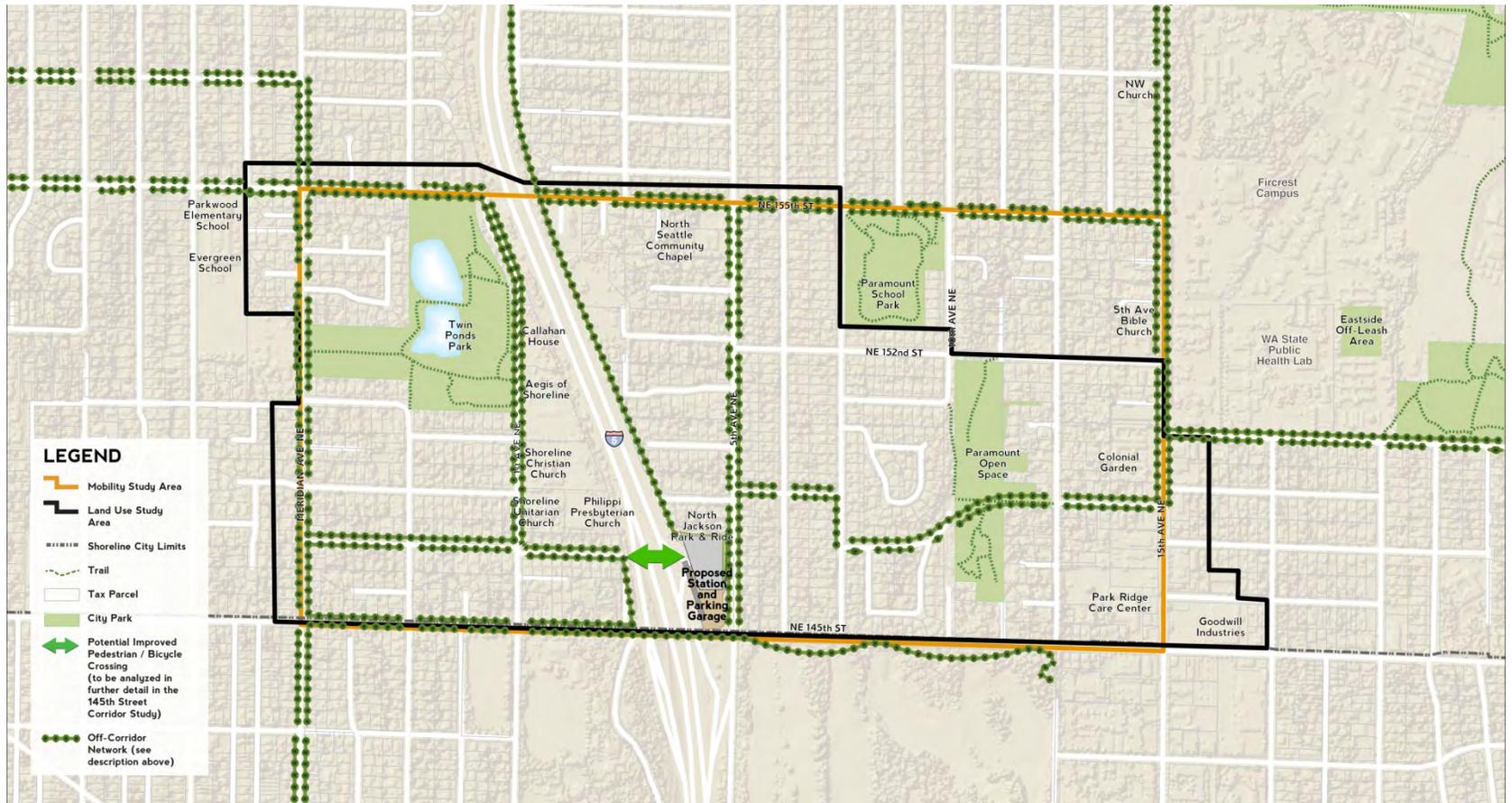
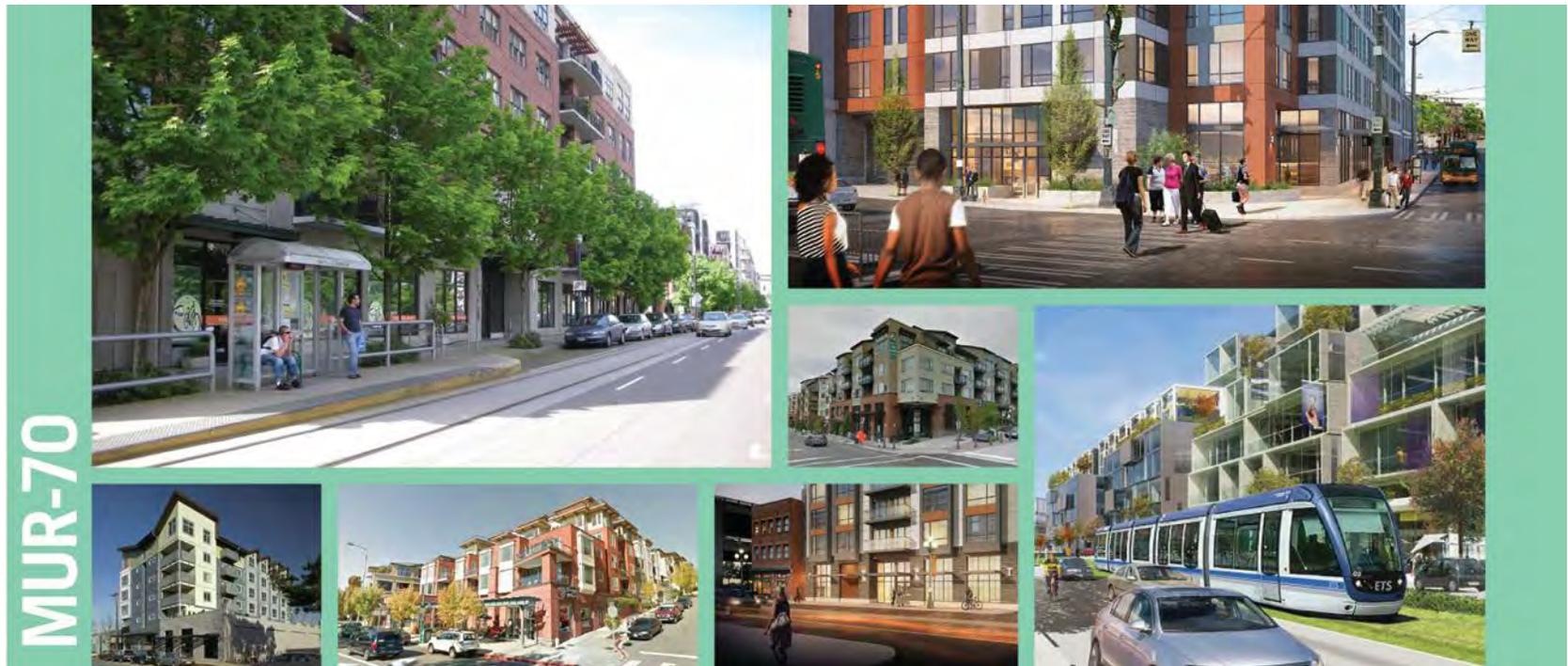


Figure 3.1-12 Off-Corridor Network—Identified in the 145th Corridor Study and Proposed Under Alternative 4



Example Housing and Mixed Use Building Styles-MUR-85' Zoning Designation



Example Housing and Mixed Use Building Styles-MUR-70' Zoning Designation



Example Housing and Mixed Use Building Styles-MUR-65' Zoning Designation



Example Housing and Mixed Use Building Styles-MUR-45' Zoning Designation



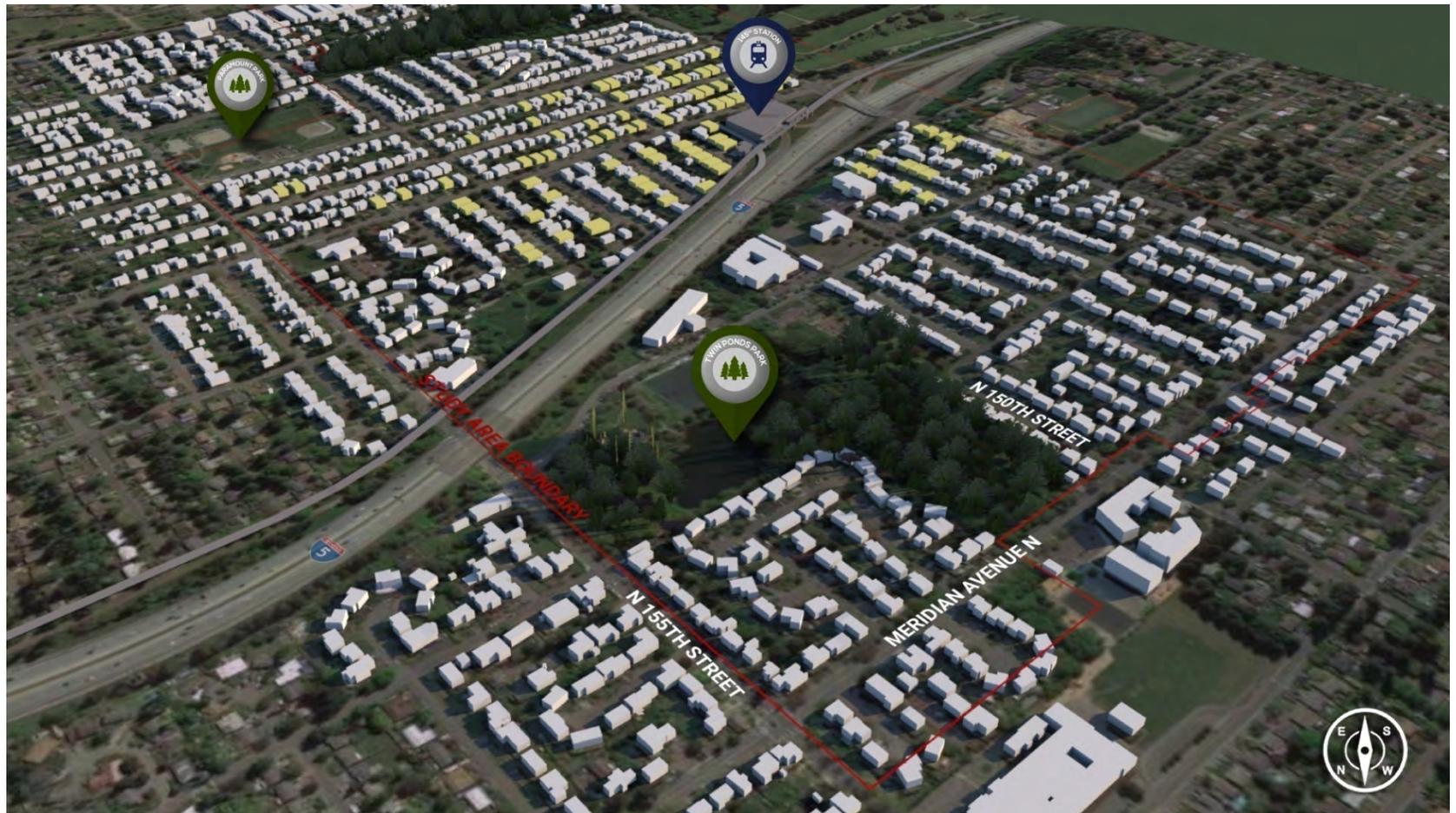
Example Housing and Mixed Use Building Styles-MUR-35' Zoning Designation



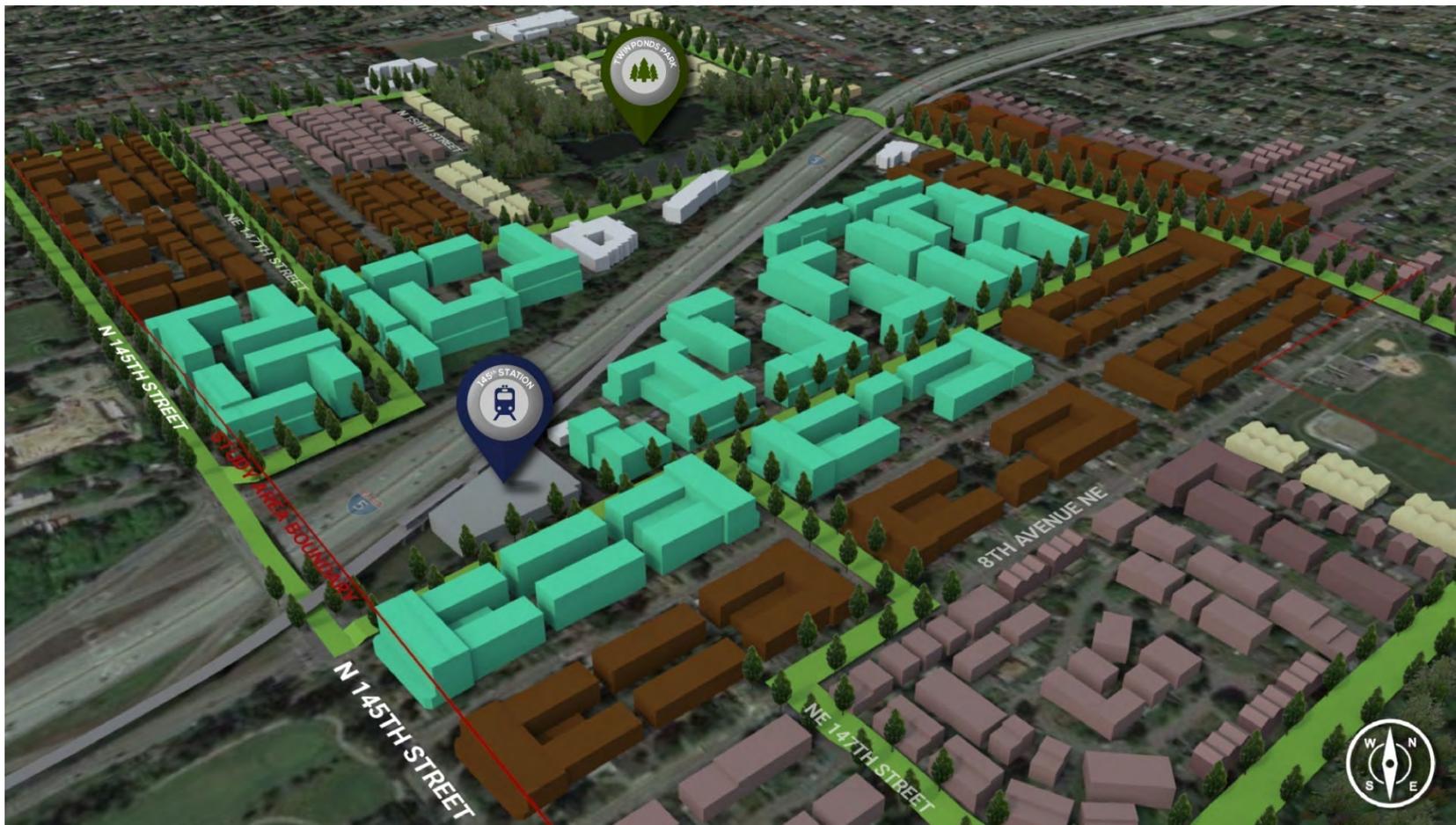
Sketch-Up Model View for Alternative 1—No Action, Looking Northwest toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 1—No Action, Looking Northeast toward the Potential Light Rail Station



Sketch-Up Model View for Alternative 1—No Action, Looking Southeast toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 4—Compact Community Hybrid, Looking Northwest toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 4—Compact Community Hybrid, Looking Northeast toward the Potential Light Rail Station



Sketch-Up Model View for Alternative 4—Compact Community Hybrid, Looking Southeast toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 3—Compact Community, Looking Northwest toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 3—Compact Community, Looking Northeast toward the Planned Light Rail Station



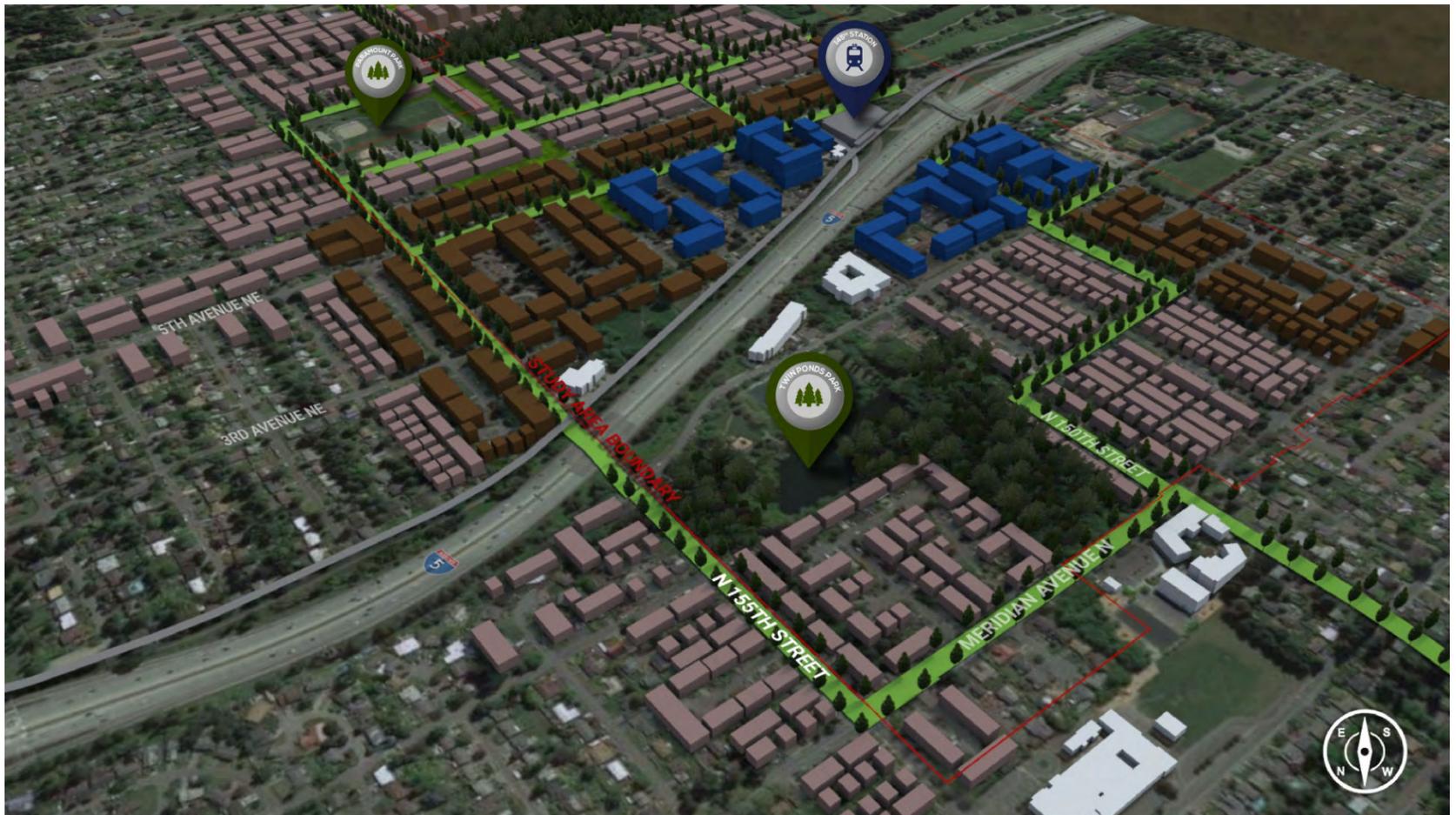
Sketch-Up Model View for Alternative 3—Compact Community, Looking Southeast toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 2—Connecting Corridors, Looking Northwest toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 2—Connecting Corridors, Looking Northeast toward the Planned Light Rail Station



Sketch-Up Model View for Alternative 2—Connecting Corridors, Looking Southeast toward the Planned Light Rail Station



Conceptual possibility for redevelopment and improvements in the vicinity of 5th Avenue NE and NE 149th Street, looking southwest (showing MUR-85', MUR-70', or MUR-65' at corner, under Alternative 3, 4, or 2, respectively)



Conceptual possibility for redevelopment and improvements along 5th Avenue NE (showing MUR-45' and MUR-35' applicable under either Alternative 4 or 2)



Conceptual illustration of the possibility of redevelopment in the background of the community gardens at Twin Ponds Park, looking southeast (with MUR-45' adjacent to park and MUR-85' near I-5, applicable under Alternative 3—Compact Community)



Conceptual illustration of possible redevelopment surrounding the Paramount School Park site with MUR-35' and MUR-45' in proximity to site, applicable under Alternative 2, 3, or 4



Conceptual illustration of possible MUR-35' residential development near Paramount Open Space and including stormwater planters along street as part of the Green Network concept

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