

AUGUST 2019



# Final Environmental Impact Statement

*for the Town Center Plan*

## 2

## DESCRIPTION OF ALTERNATIVES

### INTRODUCTION

The City of Lake Forest Park previously analyzed three alternatives in the DEIS—one “no action” alternative, known as Alternative 1, and two “action” alternatives, known as Alternatives 2 and 3. The FEIS removes Alternatives 2 and 3 from further consideration and analyzes Alternative 4 along with the no action alternative, Alternative 1.

Regarding the State Environmental Policy Act (SEPA) procedures, WAC 197-11-560 states that possible responses and content in an FEIS include the potential to:

- “(a) Modify alternatives including the proposed action.
- (b) Develop and evaluate alternatives not previously given detailed consideration by the agency.
- (c) Supplement, improve, or modify the analysis.
- (d) Make factual corrections....”

Alternative 4 is presented and analyzed in this FEIS consistent with these parameters.

Alternative 1 and Alternative 4 are described in more detail in this Chapter of the FEIS and analyzed in Chapter 4. Alternative 1—No Action is depicted in Figures 2.2a and 2.2b and Alternative 4 is depicted in Figures 2.3a and 2.3b. Figures 2.2a and 2.3a depict a potential land use scenario for the ground level uses, and Figures 2.2b and 2.3b depict a potential land use scenario for upper levels.

Table 2.1 lists existing planning and land use regulations applicable to Alternative 1—No Action, and Table 2.2 lists land use and redevelopment assumptions for Alternatives 1 and 4.

The analysis previously completed as part of the DEIS related to Alternatives 2 and 3 has been moved to Appendix F.

### ALTERNATIVE 1—NO ACTION

Alternative 1—No Action assumes that a new subarea plan for Town Center (the Town Center Vision/Plan) would not be adopted. No amendments to existing planning and land use provisions in the Lake Forest Park Municipal Code (LFPMC) would occur, and as such any redevelopment or new development at Town Center would be subject to the existing regulatory structure that is currently in place.

***“No Action” does not mean that there would be no changes at Town Center.***

The Town Center Framework Design Guidelines, adopted in 2006 in the LFPMC, specify the number of building stories allowed, and the permitted heights for each floor, depending on use. The Framework Design Guidelines and a supporting matrix tool (used to determine how these provisions should be applied with future development applications) are included as an appendix to this FEIS (see Appendix G).

The EIS analysis assumes for Alternative 1—No Action (no change to current LFPMC provisions) that the bonus height limit would be applied, allowing up to five building levels above grade (also known as four over one 4/1). This assumes that the bonus provisions of the Town Center Framework Design Guidelines would be used and the current base code provisions of Chapter 18.42 of the Lake Forest Park Municipal Code would not apply. The dimensional criteria found in the Guidelines would also apply, which would allow buildings of an estimated height of 60-66 feet.

Since Alternative 1 assumes that the current land use regulations in the LFPMC and the Town Center Framework Design Guidelines would remain in effect, it is important to understand how the Design Guidelines overlay and supersede other provisions in the LFPMC. For example, while the LFPMC allows a 40-foot height maximum for mixed use buildings, the Design Guidelines allow a compliant proposal to have up to five levels (4 over 1), applying bonus provisions. The Design Guidelines also state: ***“Density shall be determined by form rather than prescription. Density will be based upon complying with elements such as Edge Conditions and floor-to-floor heights.”***

The floor-to-floor heights allowed by the Framework Design Guidelines are as follows:

- Grocery 20 feet
- Retail 18 feet
- Office, Live/Work and Service 12 feet
- Residential 10 feet

These use-based height limits result in variable maximum heights for a five-level building under Alternative 1 that could be between an estimated 60 to 66 feet (such as a 20-foot grocery level with four 10-foot residential levels or an 18-foot retail level and four 12-foot live/work or office levels).

### ***Existing Planning and Land Use Regulations Applicable to Alternative 1—No Action and Assumptions for Analysis***

Under Alternative 1—No Action, the current regulatory framework applicable to Town Center would not change. As such, the analysis for this alternative focuses on a potential redevelopment scenario that could occur under the current adopted planning and land use LFPMC provisions applicable to Town Center. The redevelopment scenario assumes some new residential and commercial/retail/mixed-

use development at the site, replacing some of the existing commercial space on the northern portion of the site based on a plan that was informally proposed several years ago by previous owners.

Under Alternative 1—No Action, the City would *not* adopt a new Town Center Vision/Plan, and as such, adoption of the provisions in the 2018 Town Center Vision would not occur and redevelopment would not be guided by updated planning policies and goals that closely align with community perspectives. In addition, there would not be amendments to the Town Center planning and land use regulations (Chapter 18.42 LFPMC) or accompanying design standards and guidelines to illustrate the desired character and design treatments. There would be no specific provisions adopted related to housing affordability, pedestrian-friendly or transit-oriented development, or any other new standards and guidelines. (Under the action alternative, more detailed provisions related to these elements would be adopted to support implementation of the Town Center Vision/Plan.)

The current provisions in LFPMC and the application of provisions of the Town Center Framework Design Guidelines that encourage mixed use development and activate bonus height can be challenging to interpret and apply. One of the purposes for potential amendments to the LFPMC under Alternative 4 would be to further clarify and simplify the required planning and land use regulations in the base LFPMC code chapter to better guide Town Center development. Development of specific design standards and guidelines could also be considered to provide more detail about the desired character of redevelopment at the Town Center.





There would be no major expansion of civic or community space at Town Center under this alternative. The level of overall site improvements would be focused on only those areas that are redeveloped with minimal additions of new social gathering spaces and amenities (and these would primarily be focused around the area of new residential development).

### **ALTERNATIVE 4**

Alternative 4 explores a potential development scenario for the Lake Forest Park Town Center, for which building form would align with current LFPMC requirements applicable to the Town Center (four levels above grade as the baseline allowed height and up to a maximum of five levels above grade with bonus height/density activated). However, to implement Alternative 4, some modifications to existing LFPMC provisions would be required.

Alternative 4 differs from Alternative 1, No Action in the following ways:

- Alternative 4 assumes a cap on the amount of residential density that could be developed – maximum of 700 dwelling units; the current LFPMC does not limit density (prescribed on the basis of form).
- Alternative 4 studies the provision of a set amount of public open space internal to the site with redevelopment; two acres total located in four different areas of the site (0.5 acre minimum in each location).
- Alternative 4 studies greater setbacks along Lyon Creek.

- Alternative 4 studies a menu of amenities that could be provided to activate the bonus height/density provisions of the code and recommends that a specific list of amenities and formula for application be developed).

All of these actions would require amendments to the LFPMC, and as such, Alternative 4 requires “action” (and is therefore different than the “no action” alternative of Alternative 1). Setting a density limit of 700 units for residential use and providing specific baseline requirements for open space and Lyon Creek setbacks as baseline requirements would require amendments to the LFPMC. Clarifying a specific formula and selection of amenities for activation of the bonus level (up to five levels total above grade) would also require amendments to the LFPMC.

Alternative 4 assumes the same 60- to 66-foot height limitation (with the bonus level/fifth floor activated) as under Alternative 1.

The assumed planning horizon (anticipated time period for implementation of either the no action or action alternative) is 20 years for purposes of analysis in this EIS. It should be noted that redevelopment would most likely occur in phases over that horizon, coordinated with existing long-term lease agreements at Town Center. However, specific phasing and the amount of redevelopment that might occur in each phase is not known. This EIS illustrates some potential scenarios for phasing, but in actuality, phasing would be determined based on property owners’ plans, market conditions, and other factors.

## CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

**Table 2.1 Existing Planning and Land Use Regulations Applicable to Alternative 1—No Action**

	<b>Current Town Center (TC) Zoning, Chapter 18.42 LFP MC (without Design Guidelines)</b>	<b>2005 Town Center Framework Design Guidelines—Baseline</b>	<b>2005 Bonus Guidelines</b>
<b>Uses</b>	General commercial and low density residential (but see rows below for density changes under Design Guidelines and Bonus Guidelines)	Mixed-use (horizontal or vertical) and must include Residential as a component of the overall site redevelopment	Same as baseline guidelines
<b>Height Limits—Residential/Mixed-use</b>	40-foot height	48 to 54-foot height (four levels total/3 over 1)	60- to 66-foot height (2005 baseline guidelines plus one additional bonus level for five levels total/4 over 1)
<b>Height Limits—Commercial</b>	30-foot height	See mixed-use height limit	See mixed-use bonus height
<b>Floor Heights</b>	No specific standards	Grocery 20 feet  Retail 18 feet  Office, Live/Work, Service 12 feet  Residential 10 feet	Same
<b>Density—Residential</b>	Maximum of 7 dwelling units per acre	Density shall be determined by form and other provisions related to setbacks, heights, etc.	Baseline standards plus one additional level
<b>Density—Commercial</b>	Individual non-residential uses of less than 60,000 GSF allowed with Building Permit; individual, non-residential uses between 60,000 and 100,000 GSF allowed through Conditional Use Permit	No single store footprint should exceed 60,000 GSF	Same as baseline guidelines

## CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

**Table 2.1 Existing Planning and Land Use Regulations Applicable to Alternative 1—No Action (Cont'd.)**

	<b>Current Town Center (TC) Zoning, Chapter 18.42 LFP MC</b>	<b>2005 Town Center Framework Design Guidelines—Baseline</b>	<b>2005 Bonus Guidelines</b>
<b>Setbacks and Edge Conditions</b>	20-foot front, side, and rear yard setbacks for all property lines, including individually owned parcels	Buildings adjacent to public realm in either public or private ownership should incorporate 12- to 16-foot setback of the 3 <sup>rd</sup> floor regardless of use	Same as baseline guidelines
<b>Open Space</b>	Existing footprint of buildings, structures, and pavement can be retained in redevelopment (underlying Critical Areas ordinance provision)  Land coverage per lot provision in 18.42.080 does not align with current conditions or allowed density and redevelopment envelope	Enhance Lyon Creek and habitat  Provide 15,000 SF of contiguous flexible open space with 7,500 SF of this as flexible interior open space (Third Place Commons concept)  Provide numerous seating opportunities along pedestrian ways and “eyes on” design of surrounding buildings and spaces to public realm	Baseline standards with increase in size of indoor and outdoor open space areas and added public amenities (water features, public art, etc.)
<b>Site Interior Design and Pedestrian Connectivity</b>	No specific standards	Create visual connections between all public realm spaces and buildings  Provide 200-250-foot grid of pedestrian walkways and “pedestrian first” design and east-west connection along Lyon Creek on site  Enhanced pedestrian connection on Ballinger Way (separated from street where reasonably achievable)	Same as baseline guidelines

## CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

**Table 2.1 Existing Planning and Land Use Regulations Applicable to Alternative 1—No Action (Cont'd.)**

	<b>Current Town Center (TC) Zoning, Chapter 18.42 LFP MC</b>	<b>2005 Town Center Framework Design Guidelines—Baseline</b>	<b>2005 Bonus Guidelines</b>
<b>Bicycle</b>	No specific standards	Provide clear route of travel between crosswalk to Burke Gilman Trail and through site  Provide weather protected bike racks/storage within multi-family residential areas and at bus stops	Same as baseline guidelines
<b>Transit</b>	No specific standards	Provide well-lit pedestrian ways to bus shelters and provide information kiosks on site	Same as baseline guidelines
<b>Vehicular Routes</b>	Other provisions of the LFP MC and basic engineering standards apply	Lengthen distance between access points and internal drive aisles  Traffic calming/design to deter short cutting of intersections	Same as baseline guidelines
<b>Parking—Residential</b>	1.5 spaces per unit	Alternative off-street parking ratios and feasibility of shared parking to be considered	Baseline standards with increased underground/below grade parking
<b>Parking--Commercial</b>	5 spaces per 1,000 GSF	Same as above	Same as above
<b>Sustainability/Green Building</b>	Building and Energy Code provisions	LEED, Built Green, and Green Globes provisions	Additional LEED, Built Green, and Green Globes provisions
<b>Incentives for Redevelopment</b>	10-foot height increase for mixed-use buildings	(1) Additional height and density—see above; (2) Proactive permitting process; (3) design flexibility; (4) market-based standards	Same as baseline guidelines; potential to add another level/more density with amenities and compliance with edge conditions and other standards



### **Multi-Family Unit Size Assumptions**

For both Alternative 1 and Alternative 4 conceptual planning scenarios, multi-family development was assumed to fit a formula of sizes typical of the market and more fitting to suburban characteristics. Referencing multiple sources of information and statistics, the following are typical unit sizes in the Puget Sound regional market and based on market assumptions, the following percentages of unit sizes are assumed for the EIS calculations:

- 10 percent studios at 450 to 550 SF
- 40 percent 1 BDR units at 650 to 750 SF
- 40 percent 2 BDR units at 850 to 950 SF
- 10 percent 3 BDR units at 1,000 to 1,200 SF

This calculates to an average unit size of approximately 800 square feet. A gross of 1,000 square feet per unit is assumed to provide additional space in buildings for circulation, mechanical systems, and other elements. These sizes were assumed in the layout of the conceptual site planning scenarios presented in the EIS.

### **Alternatives Presented—Just One Potential Approach**

The planning scenarios shown for Alternative 1 and Alternative 4 each represent just one potential scenario of how redevelopment could occur under the current planning and land use provisions of the LFPMC. There are many different possibilities of how the site could be redeveloped, and change could occur anywhere on the site (not necessarily just the northern portion of the site as proposed and analyzed under this scenario). Changes in urban form and a greater level of intensity of redevelopment could occur across the Town Center planning area under the current planning and land use regulations.

It is estimated that approximately 700 multi-family units or potentially more could be built under Alternative 1 within the allowed building height of 60 to 66 feet, assuming bonus height provisions are applied. Under a more intensive redevelopment scenario, the level of potential effects of Alternative 1 could exceed those of Alternative 4 for various elements of the environment (given that Alternative 4 multi-family redevelopment would be capped at 700 units and Alternative 1 assumes existing planning and land use provisions would remain unaltered, with density prescribed by form and not quantity).

The analysis of Alternative 1 in the EIS assumes the quantity of 700 dwelling units associated with the potential redevelopment scenario because this is a reasonable baseline of use to assume. The site plan analyzed under Alternative 1 is based on an actual proposal from ten years ago that did not move forward due to the economic recession. Evaluating this redevelopment scenario also provides the opportunity to understand how redevelopment could potentially be phased over time at the Town Center.

### **Sound Transit ST3 Implementation**

Alternative 1 and Alternative 4 both assume implementation of Sound Transit ST3 program elements, including a bus rapid transit station pair in the Bothell Way NE/SR 522 right-of-way adjacent to Town Center and a park and ride parking structure with a minimum of 300 spaces for commuter use.

## CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

**Table 2.2 Land Use and Redevelopment Assumptions Related to Alternatives**

TYPES OF LAND USES AND SPACES	Existing Conditions	Potential Redevelopment Scenarios Analyzed	
		Alt. 1 - No Action	Alt. 4 <sup>3</sup>
<b>Non-Residential Gross Square Footage (GSF):</b>			
Commercial/Retail Space	185,000	175,000 to 185,000 <sup>1</sup>	175,000 to 185,000 <sup>1</sup>
Medical/Dental Office	24,000	24,000 <sup>2</sup>	24,000 <sup>2</sup>
Bank	3,031	3,031	0 <sup>4</sup>
Windermere Real Estate Office Building <sup>5</sup>	8,000	8,000	8,000
Starbucks Coffee <sup>5</sup>	2,500	2,500	2,500
Arco Gas Station <sup>5</sup>	10 pumps	10 pumps	10 pumps
<b>Residential/Multi-Family Housing (Units):</b>		700 or more <sup>1</sup>	Up to 700 <sup>1 and 5</sup>
<b>Commuter Park and Ride Structure (Shared Use Assumed for Off-Commute Hours/Weekends)</b>	0	300 Spaces for Commuters <sup>10</sup>	300 Spaces for Commuters <sup>10</sup>
<b>Civic Space and Public Uses (GSF):</b>			
City Hall	20,000	20,000	32,000 <sup>6</sup>
Indoor Civic/Community Space/Space for Public Meetings and Events	10,000 <sup>7</sup>	10,000 <sup>7</sup>	20,000 <sup>8</sup>
Northshore Fire Station 57	8,000	8,000	8,000 <sup>9</sup>
King County Library LFP Branch	5,965	5,965	5,965 <sup>9</sup>

**Table Notes:**

- 1 This GSF and multi-family unit count represent only one potential redevelopment scenario. More or less GSF of commercial/retail, multi-family, or medical/dental office square footage could be developed than this under current planning and land use regulations.
- 2 Assumes professional, medical/dental office and other uses in the professional office complex potentially could relocate on site with development of new park and ride structure.
- 3 Assumes the current Town Center commercial/retail complex could redevelop incrementally in phases over time; current medical/office space also would redevelop into new park and ride structure, and medical/dental office use could occur in other locations on site.
- 4 Assumes bank site could be redeveloped/could be relocated to a new space on site.
- 5 Assumes residential density would be capped at 700 units maximum.
- 6 Assumes City Hall and Lake Forest Park Police would expand on site to meet higher service demand.
- 7 Approximate size of current Third Place Commons area; separated in table for reference but counted as part of the topline commercial space under existing conditions and in Alternative 1 and as part of civic space in Alternatives 4.
- 8 Assumes new expanded indoor commons/community space; preserving the function of Third Place Commons and providing additional meeting facilities and multi-generational services.
- 9 Fire and emergency services and facilities, as well as potentially library and other human services would need to increase to meet higher service demand; may require additional GSF/facilities (to be determined as growth occurs). Note while listed separately for reference purposes, the analysis assumes the library space is part of the topline commercial space number.
- 10 Sound Transit ST3 Program calls for 300 spaces in a commuter parking structure; more spaces could be added, particularly in partnership with other property owners at Town Center
- 11 The current occupied GSF of the Town Center shopping complex and professional office complex is approximately 225,000 GSF, including Third Place Commons (10,000 GSF), the library (5,965), professional office complex (25,000). See analysis in Chapter 4.

CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

Figure 2.2a Conceptual Planning Scenario for Alternative 1—No Action—Ground Level Uses





# CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

Figure 2.2b Conceptual Planning Scenario for Alternative 1—No Action—Uses of Levels Above Ground





Figure 2.3a Conceptual Planning Scenario for Alternative 4—Ground Level Uses





# CHAPTER 2.0 DESCRIPTION OF ALTERNATIVES

Figure 2.3b Conceptual Planning Scenario for Alternative 4— Uses of Levels Above Ground





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