

AGENDA

South Marymoor Subarea Committee Meeting

June 16, 2015

8:00 am – 10:00 am

Redmond City Hall, Council Conference Room (located on 1st floor, opposite Council Chambers)

Meeting Purpose/Goals: Discuss and consider land use/zoning transition strategies

Attendees:

Staff: Kimberly Dietz, Lori Peckol

Please read: Meeting Summary and Marymoor Subarea Infrastructure Planning Study

Please bring: South Marymoor Committee Principles and South Marymoor Subarea Transition Strategies report

8:00 am – 8:10 **Welcome, Agenda Review, Approval of Meeting Summary**

8:10 – 8:20 **Public Comments**

8:20 – 8:30 **Economics of Transition**
Jim Reed describing current commercial real estate perspectives

8:40 – 8:50 **Land Use and Zoning Transition Overview and Analysis**
Kim Dietz and Lori Peckol continuing overview presentation regarding transition strategies

8:50 – 9:00 **Break**

9:00 – 9:25 **Land Use and Zoning Transition Overview and Analysis continued**
Kim Dietz and Lori Peckol presentation regarding transition analysis

9:25 - 9:55 **Land Use and Zoning Transition Strategies**
Analysis via context of primary criteria

- Phased Redevelopment
- Transition Zones

9:55 – 10:00 am **Next Steps and Adjourn**

- July meeting on 7/28
- August meeting on 8/18

Initial follow up items in preparation for next Committee meeting:

Continue reading the South Marymoor Subarea Transition Strategies report. Consider remaining transition strategies: Performance, Buffer, and Overlay Zoning.

South Marymoor Committee Principles

- The vision for the Marymoor Subarea is for a walkable, denser subarea that features opportunities for living, employment, community gathering, education, shopping, and commuting.
- The vision for this subarea entails the transition of some parts of the neighborhood from employment-oriented uses to multifamily residential.
- Zoning regulations and public investments will facilitate opportunities for housing, employment, community gathering, education, and small-scale shopping.
- Employment growth will be supported near the future light rail station area.
- A transition strategy is required to address the area located south of NE 65th Street (the South Marymoor Subarea).
- The City's nonconforming use regulations are not appropriate for the South Marymoor Subarea.
- Existing uses in the South Marymoor Subarea shall be characterized as transitional versus nonconforming.
- A unique regulatory regime will support the long-term land use vision for South Marymoor Subarea and will allow for continued economic vitality of existing and future manufacturing uses.
- The regime will also encourage the reasonable expansion, modification, and re-leasing of the existing properties over their useful economic life.
- The South Marymoor Committee will provide recommendations on transition regulation options for existing and future manufacturing, industrial and commercial uses.
- The transition regulations options include potential for overlay zoning, alternative regulations, and other innovative zoning techniques that accomplish the policy intent of the Southeast Redmond neighborhood plan.
- The recommendations will be developed in collaboration with the community such as through open houses and online engagement opportunities.
- The final recommendation of the South Marymoor Committee will be provided to the City for review and possible amendment by the 1) Technical Committee, 2) Planning Commission, and 3) City Council.
- The South Marymoor Committee will complete its work by early 2017.
- The City Council will take action on the final recommended regulatory regime by January 1, 2018.

South Marymoor Subarea Transition Strategies: Research Results

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Acknowledgements

Many thanks to long-range planning intern Eric Crowell for researching and drafting this report.

Introduction

In October 2014, the Redmond City Council adopted the Southeast Redmond Neighborhood Plan. Included in the plan is the vision for the Marymoor Subarea: a walkable, denser, subarea with opportunities for living, employment, community gathering, education and shopping. The plan calls for focusing employment growth in the northern portion of the subarea and residential growth in the southern portion. The plan also assumes the transition of land uses over time, particularly in the southern part of the subarea from manufacturing uses into multifamily housing.

Currently, the Marymoor Subarea is predominantly light industrial with some educational, commercial, and religious uses scattered throughout.



Map of subarea planning focus. Source: City of Redmond

South Marymoor is found in the southern portion of the Marymoor Subarea, which itself is located on the western edge of Southeast Redmond, bordered by Marymoor Park to the south and west, SR-520 to the north, and SR-202 and E. Lake Sammamish Parkway to the east.

Due to the different nature of light industrial and multi-family uses, the area will require a transition strategy that supports both existing and new uses, as approximately 700 new homes are planned to be accommodated across South Marymoor Subarea's 18.7 acres.

Link Light Rail will be running to the Overlake area starting in 2023, and pending passage of a Sound Transit 3 ballot measure, it would eventually operate to Downtown Redmond with a stop in the Marymoor Subarea. Thus, the Marymoor Subarea has the potential to become a focal point for transit-oriented development.

This report includes four examples of areas that underwent similar transitions, and describes five land use transition strategies. This report does not make a recommendation; instead, it provides background for the South Marymoor Subarea committee's future discussions.

Examples of Similar Transitions

More information is available on transitions that happen on a larger scale, and so the examples below are from much larger areas. For this report it is not the size or density that is important, but the successes and challenges encountered during the transition and how those might apply in the South Marymoor Subarea.

Battery Park City

Battery Park City in New York City is a noted example of a former industrial area that was turned into a mixed-use neighborhood over the course of half a century.¹ The area was home to 20 neglected piers, and the original idea was to renovate and modernize the location in order to attract shipping companies. After several iterations over a period of decades, a master plan was approved in 1969 that called for significant new housing development,² and construction began in 1980.³ While the nearby terrorist attacks of 9/11 led to the evacuation of the neighborhood⁴ and eventual building vacancy rates of 25 to 75 percent,⁵ Battery Park City is now home to 17,000 residents.⁶



High rises as seen from Nelson A. Rockefeller Park. Source: Wikipedia

While New York City and the South Marymoor Subarea are very different environments, Battery Park City shows how industrial land transitioned into a high-density, mixed use environment.

Roosevelt Island

Not far from Battery Park City is the 147-acre⁷ Roosevelt Island. Originally a home for psychiatric institutions and hospitals,⁸ its redevelopment plan was written in 1969 and the first phase was finished in 1977.⁹ In 2007 its population was estimated to be about 12,000.¹⁰ While the scale is different, the aspect of transition in Southeast Redmond and the South Marymoor Subarea are similar in scope and vision.¹¹



The unique skyline rises above Roosevelt Island, a piece of land 2 miles long and no more than 800 feet wide. Source: The New York Times.

Pearl District

For something more in scale with Southeast Redmond, the Pearl District in Portland, Oregon is a well-known example of an industrial area transitioning to mixed-use residential over a number of decades.

Over time, long-term industrial businesses have been replaced with new residences. Industrial businesses generally need more land than a typical commercial business, and can have impact such as light, noise, and odor impacts, particularly as an area transitions.¹² This is a dynamic that the South Marymoor Subarea will need to carefully consider.

In addition, changed traffic patterns can be an issue as a neighborhood transitions, especially where existing industrial businesses rely on local streets for operations and moving goods.¹³

As of 2001, the City of Portland has decided that creating buffer zones separating industrial zones from developing residential and mixed use areas could help to prevent industrial and non-industrial uses from coming into conflict with each other.¹⁴



The tower of Union Station rises in Portland's Pearl District. Source: Pearl-Help.com

While the Pearl District was once overtly industrial, it differs from the Marymoor Subarea in the sense that it has a very traditional urban layout. Arguably this made the transition to an urban-density multi-family area easier. By contrast the Marymoor area is laid out as a typical suburban industrial and office park district. New multi-family or mixed-use development, at least to start with, will “exist as a pedestrian-friendly island or oasis in a largely auto-dominated setting.”¹⁵ However, this provides an opportunity for the South Marymoor Subarea to become the starting point for a new urban fabric that would be replicated on the surrounding properties.¹⁶

South Lake Union

North of Downtown Seattle, South Lake Union is another example of a transitioning neighborhood. The visual character of the neighborhood has changed dramatically over the past few decades, a similar timeframe in which the South Marymoor Subarea could be expected to transition. In 1998 South Lake Union was characterized by two- to four-story buildings with businesses that had been in place for many years. Today, there has been a major shift to biotechnology, office space, and residential uses, at much higher densities.¹⁷

One of the many strategies for economic development in South Lake Union consists of working with the neighborhood’s chamber of commerce to help existing businesses and organizations maintain their prosperity while working to attract new businesses. This also includes working to reduce how current development and construction projects affect South Lake Union.¹⁸



Examples of multifamily housing in South Lake Union. Source: City of Redmond.

Transition Strategies

This section describes several strategies for facilitating land use transition from manufacturing/light industrial to multi-family residential over time. All of these strategies can be modified to accommodate Marymoor-specific conditions. The South Marymoor Subarea committee could also consider combining strategies.

Performance Zoning

Performance zoning is a flexible regulatory approach that, rather than regulate use and activity, sets performance standards that businesses or developments must meet in order to comply. For example, a light industrial business might have certain performance standards related to light, noise, or traffic. As long as the performance standards are met, developments do not have strict requirements as to where they locate. Currently, Washington does not include any communities that entirely use performance zoning as part of their regulatory processes, though some communities in the state overlay performance-based standards on top of a traditional zoning code to create a sort of hybrid system.¹⁹ For example, Redmond has a performance-based system for landscaping standards, and has an optional performance-based system for green building and green infrastructure.

The Urban Land Institute says that zoning based on performance standards allow for more control over density as there is more emphasis on FAR and open space than lot sizes. Redmond uses an FAR approach in most non-residential and mixed-use zones.

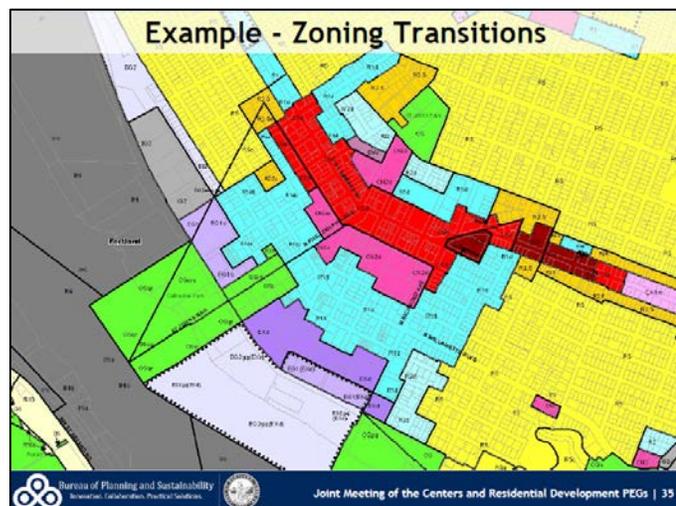
According to the Puget Sound Regional Council, performance zoning does away with the need to apply for conditional uses or variances, both of which can increase the length of development. However, it can increase costs and time and time in other ways, especially when it comes to reviewing permits. Because of this, performance zoning tends to be focused within specific districts.²⁰

Performance zoning could be applied in the South Marymoor Subarea as a way of ensuring that existing and future light industrial and manufacturing businesses operate in a way that maintains a high quality of life for new residents during the transition period. Redmond has existing code standards for light, noise, and traffic that could be evaluated with this strategy.

Transition Zoning

As neighborhoods transition from one use to another over time, it becomes important to be able to support and preserve existing businesses as new land uses are introduced.

In Portland, a presentation at a joint meeting put on by the Bureau of Planning and Sustainability promoted the idea



Source: City of Portland

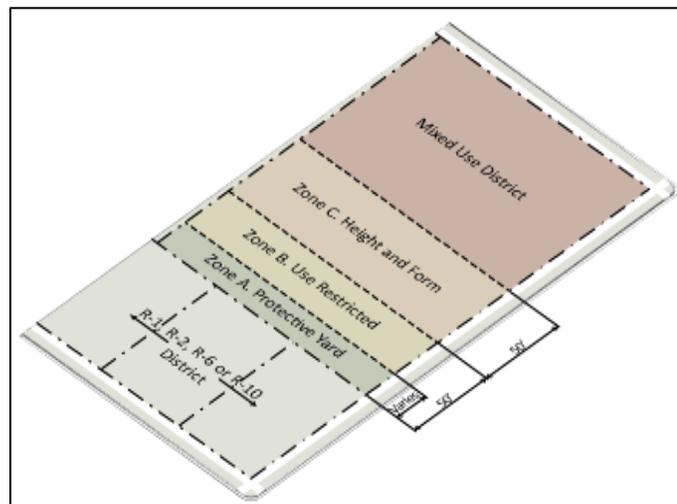
“that new residential and high-density development adjacent to industrial sanctuaries incorporates design elements that soften the transition in land use and protects the viability of long-term industrial operations.”²¹

A study that looked at the potential future use of Kirkland’s industrial land surmised that while many types of retail aren’t appropriate for industrial areas, they could act as effective transition areas between industrial and residential land. In the same way, high density residential can act as a transition between low-density residential and office.²²

The housing element of Bellevue’s comprehensive plan refers to the Transition Area Design District which helps to “soften the edge between higher intensity uses to lower intensity uses.”²³ One of its main housing policies calls for making sure that there is a smooth transition between varying densities and uses.²⁴

While zoning transitions are easy to imagine, what’s more difficult to contemplate is the actual transition period of the changing uses within the South Marymoor Subarea. In other words, how can the transition process from light industrial to multi-family be made as smoothly as possible? At some point the neighborhood will be partially industrial/manufacturing and partially residential and that process needs to be coherently laid out in order for both current businesses and new residents to be able to adjust to the changing environment in the South Marymoor Subarea.

In Raleigh's Industrial Mixed Use zone, housing over commercial space is allowed alongside light industrial and manufacturing. This sort of zone can aid in the transition from industrial to mixed-use areas.²⁵ In non-industrial areas, some zones limit uses to things like open space, parking lots or playgrounds. Others strictly limit height and bulk in order to create a transition from one use to another in order to reduce the potential negative impacts of taller buildings.²⁶



Source: City of Raleigh

For a transition occurring over a period of many years, transition zoning may include time- or market-based triggers that are tied to changes in land use regulations. For example, in Overlake, land use regulations are reviewed every five years to determine whether certain transitional business uses should continue to be permitted as market conditions change.

Phased Transition

Perhaps the most important development transition strategy is to plan for construction to occur in a linear manner, expanding away from other completed infill projects. This transition strategy can also be

the most challenging. In other words, development should be concentrated where similar development is occurring, rather than being a patchwork of residential development awkwardly placed between existing industrial uses.²⁷

At a day-to-day timeframe, developers should provide businesses and residents with a construction schedule to help reduce any problems related to heavy construction. Reducing the number of construction workers driving alone can help to mitigate traffic congestion, and staging areas can provide large vehicles with a location to be stored rather than taking up valuable street space.

Noisy activities should be undertaken during the day when most people are at work so that evenings can remain quiet.²⁸ While still very difficult to achieve, in an ideal situation phases of a development could be structured so as to be completed “downwind” from an adjacent area that has already been completed. This can help mitigate not only noise but debris and dust from negatively affecting neighboring businesses or residents. Traffic construction can also be planned in this manner, so that completed projects won’t be negatively affected by it.²⁹

Tying projects to public amenities, such as parks, is another way to phase development properly. This way, buildings won’t be going up haphazardly in undesirable areas, but are focused in areas prospective customers and residents would enjoy.³⁰ The Marymoor Subarea has potential for this sort of phasing—it is northeast of the 640-acre Marymoor Park, King County’s largest and most popular park.³¹ The Lake Washington Institute of Technology is not far from it, and these two destinations could serve as launching points where new development could be initiated.³²

In addition to making it easier on residents, a well-planned phased construction plan can make the overall project a more attractive opportunity for prospective developers and investors. This is especially true when it comes to ensuring that a project or projects won’t be incompatible with others (such as blocking daylight or views).³³ However, this type of phasing could be difficult to sustain if real estate market and funding patterns significantly change between phases.

Buffer Zones

Somewhat related to transition zones are buffer zones. While transition zones create a buffer between conflicting uses, buffer zones tend not to have any sort of use attached to them—they physically space and separate different uses from each other by utilizing landscaping, vegetative screening, and walls.

As Mary McLean reported in a PAS report entitled *Zoning Buffers: Solution or Panacea?* from 1960: “Under the concept of a landscaped buffer, a wholly desirable, noncontroversial use of land is placed between the two conflicting types of districts. The effect of a landscaped buffer is mainly physical: it provides space, obstructs undesirable views, and in other ways reduces the impact of one thing upon another.”³⁴

Visual barriers are produced by buffers. Planted barriers help to reduce noise intensity. Birds, trees, and wind can provide background noise that blocks out unwanted noise. Buffers can also help to block the view of noise sources, and act as barriers that block air pollution, dirt, dust, and litter and provide for better air and water quality.³⁵

Portland, Oregon has a buffer overlay zone which “is used when the base zone standards do not provide adequate separation between residential and nonresidential uses.”³⁶ In the example to the right, in areas with commercial zones, there must be a 10-foot-deep landscaped area separating the commercial zone from the residential zone.³⁷

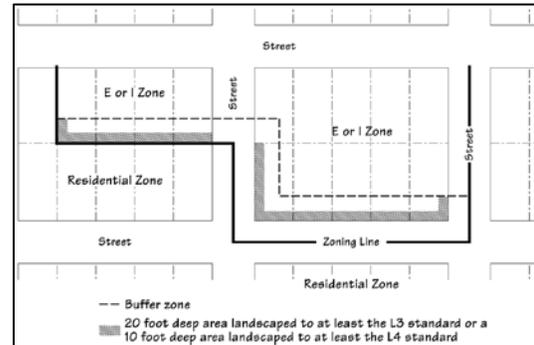
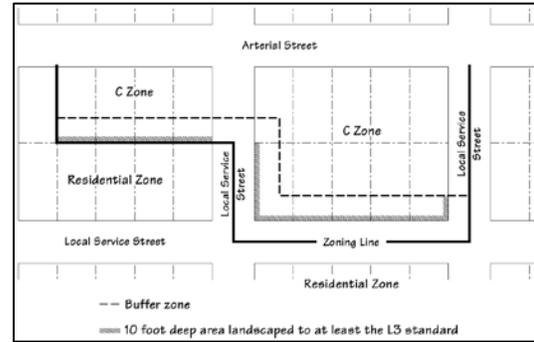
In the next example, employment and industrial zones require either a 20-foot buffer landscaped to L3 (high screen)³⁸ or a 10-foot buffer landscaped to L4 (high wall).³⁹

In a similar vein, Raleigh has three types of what it calls "protective yards" that vary in width and the number of required shrubs and trees every 100 feet. Other than landscaping, only fences and walls are allowed.⁴⁰

In the South Marymoor Subarea, this treatment may or may not be effective between adjacent properties developing at different times such as over several years. As well, it is often that residents develop a strong affinity with vegetated areas and would not want them removed to accommodate newer residential development.

Overlay Districts

An overlay district is a zoning district where additional zoning rules or allowances are provided on top of the existing zoning regulations in the area.⁴¹



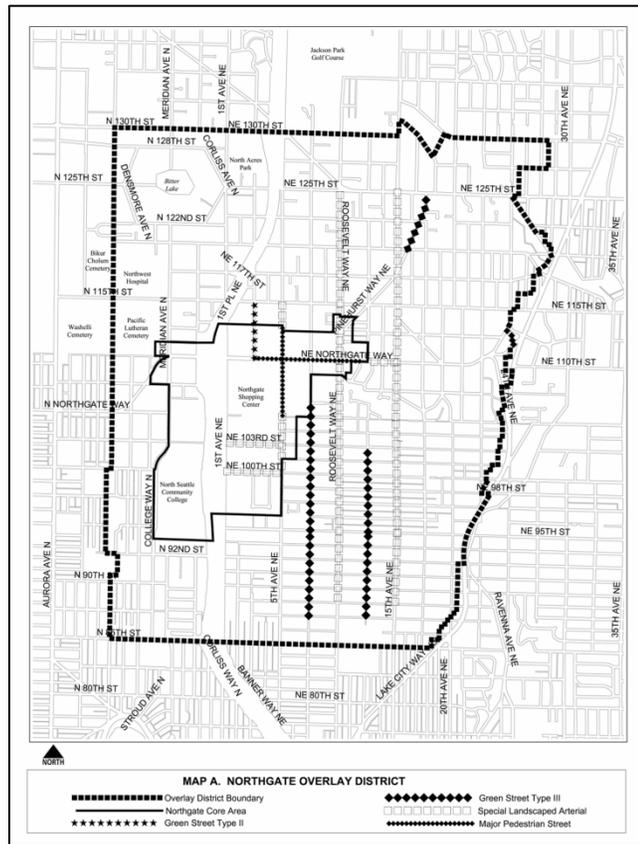
Sources: City of Portland (top and middle); City of Raleigh (bottom)

For example, the overlay district in the Northgate Urban Center in Seattle was created in order to produce a commercial-friendly, walkable community that at the same time is respectful of the more suburban nature of the nearby residential neighborhoods. According to the City of Seattle, “To promote compatibility between different types and intensities of development located within and along the boundary of the Northgate Overlay District, a transition shall be provided between zones where different intensities of development may occur.”

It allows far higher density than the area surrounding the overlay zone. At the same time it mandates setbacks as the streetscape adjusts from less intense to more intense development.⁴²

Portland utilizes many different kinds of overlay zones. One in particular that may be of significance to the South Marymoor Subarea is the Alternative Design Density overlay zone, which aims to promote the development of vacant land, especially when that results in higher density residential uses. Density bonuses are available for developers who opt to go through a particular design approval process.⁴³

An overlay district essentially serves as a means to implement additional types of zoning to an area. For example, the South Marymoor Subarea could use overlay zoning to introduce multi-family residential development to the neighborhood.



Northgate Overlay District. Source: City of Seattle

Conclusion

The Marymoor Subarea will undergo significant change in the coming decades. South Marymoor in particular will transition from largely low-rise, light industrial buildings to taller multi-family buildings that will support a livable and walkable neighborhood.

In the meantime, the City and the community will need to act proactively to foster a positive business and living environment for those working in the area and for those who become new residential neighbors. Therefore, the question and challenge for consideration is how existing businesses and new housing can co-exist during the transition period and ensure quality of life for those who work and for those who live in the South Marymoor Subarea.

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DRAFT Analysis of Land Use and Zoning Transition Strategies

South Marymoor Subarea — South of NE 65th Street

June 12, 2015

<i>Transition Strategy</i>	<i>Benefits</i>	<i>Concerns</i>	<i>Notes</i>
<p>Performance Zoning – Performance zoning is a flexible regulatory approach that, rather than regulate use and activity, sets performance standards that businesses or developments must meet in order to comply.</p>	<ul style="list-style-type: none"> • Use regulations can be more flexible 	<ul style="list-style-type: none"> • Site, building and operational requirements for existing and new development may need to be more stringent to meet performance standards • Likely to conflict with achieving the vision for this subarea since it is based on achieving development of residential land use over time 	<ul style="list-style-type: none"> • This and other transition strategies would include the need for an assessment of business operations, particularly if residential is sited immediately adjacent
<p>Transition Zones – Transition zones employ land use and zoning to provide transition between uses that might not otherwise be compatible when siting adjacent to one another.</p>	<ul style="list-style-type: none"> • May support better compatibility between land uses of different intensities and types 	<ul style="list-style-type: none"> • Applicability to this subarea and support for the vision is not clear since vision is for development over time of residential uses at a roughly similar density. Could be established as zones that are phased out over time though that can be difficult for property owners, businesses and the City. • Could require a great deal of space to effectively transition between uses of different intensities • Would require subdividing the subarea into additional and smaller zones. 	

DRAFT Analysis of Land Use and Zoning Transition Strategies

South Marymoor Subarea — South of NE 65th Street

June 12, 2015

<i>Transition Strategy</i>	<i>Benefits</i>	<i>Concerns</i>	<i>Notes</i>
<p>Transitional Uses – Transitional uses would establish code-based allowances for legal nonconforming uses.</p>	<ul style="list-style-type: none"> • Responsive to changing conditions (like in Overlake) • Flexible • Relatively easy to administer • Balances vision and economic realities 	<ul style="list-style-type: none"> • Potential to delay achieving the vision for this subarea • Intent is that transitional uses do not continue indefinitely and ultimately will become legal nonconforming uses; may be difficult to ensure that property owners and tenants are aware of this 	
<p>Phased Redevelopment – Phased redevelopment implements a plan for construction to occur in a linear manner, beginning in a portion of an area and then, over time, expanding away from the completed infill projects.</p>	<ul style="list-style-type: none"> • Transition is orderly concerning uses and infrastructure • May support better compatibility between land uses of different intensities and types 	<ul style="list-style-type: none"> • Market variability • Unable to pre-determine order in which property owners are likely to propose redevelopment • Likely to be difficult to implement • Potential for moderate delay in achieving the vision for this subarea 	<ul style="list-style-type: none"> • Determine starting point(s) for the transition to take place or interest from owners to begin implementation

DRAFT Analysis of Land Use and Zoning Transition Strategies

South Marymoor Subarea — South of NE 65th Street

June 12, 2015

<i>Transition Strategy</i>	<i>Benefits</i>	<i>Concerns</i>	<i>Notes</i>
<p>Use of Buffers – Buffers tend not to have any sort of use attached to them—they physically space and separate different uses from each other by utilizing landscaping, vegetative screening, and walls.</p>	<ul style="list-style-type: none"> • If buffers are established permanently, they could serve dual purposes such as for stormwater management and quality and as open space. • Improved land use compatibility • Enhanced neighborhood character • Market driven • Supports achieving the vision for this subarea • Provides opportunity for combining with other land use and zoning transition strategies 	<ul style="list-style-type: none"> • Buffers could be perceived by people who live or work in the area as permanent • Achieving appropriate buffer size and depth to be effective while balancing space needs with other needs for space • Could be less attractive to property owner / developer • Implementing temporary buffers, while possible, could be challenging 	<ul style="list-style-type: none"> • Consideration for sites to implement permanent buffers
<p>Overlay Zoning – Overlay zoning is a portion of an underlying zone where additional zoning rules or allowances are provided on top of the existing zoning regulations in the area.</p>	<ul style="list-style-type: none"> • Relatively easy to administer • Market driven 	<ul style="list-style-type: none"> • Likely to delay achieving the vision for this subarea • Increased potential for land use conflicts and associated complaints • Likely would be difficult to achieve a cohesive and attractive neighborhood consistent with the vision 	<ul style="list-style-type: none"> • Addition of residential to current allowed uses

Marymoor Subarea Infrastructure Planning Study

Summary, June 16, 2015

Study Purpose

The purpose of the Marymoor Subarea Infrastructure Planning Study is to support the vision for the subarea by:

- Creating an infrastructure plan that includes the types, conceptual design for, and conceptual locations of transportation, water/sewer, stormwater and park and trail infrastructure needed to serve future growth.
- Developing a transit-oriented development concept, affordable housing strategy, and other recommendations for development regulations that are aligned with infrastructure needs and implement the adopted vision.

City staff have negotiated a consultant agreement with HDR, Inc. to assist the City in completing the infrastructure planning study. That agreement is subject to City Council approval and is on the City Council's June 16, 2015 agenda for action.

Desired Outcome

The desired outcome is an infrastructure plan and land use strategies, parts of which are adopted into the Comprehensive Plan and/or Zoning Code, as well as the Stormwater Technical Notebook and Standard Specifications and Details, that are consistent with the vision and that provide clear guidance to City staff and property owners and developers as the City processes redevelopment applications and makes capital investment decisions.

South Marymoor Subarea Committee Participation

The South Marymoor Subarea Committee is invited to participate in the infrastructure planning study in two ways:

1. Two committee members or others from the South Marymoor Subarea will be part of a stakeholder group that will meet about twice during the study process
2. All members are invited to participate in all public engagement opportunities throughout the planning study.

Key Scope Items

Transportation Network

The City will develop a preferred transportation network to serve planned land use mix and intensities as described in neighborhood plan documents. This work will include a street and pathway network, intersection design for all intersections, a non-motorized circulation plan, and cross-section and plan-view graphics showing surface and subsurface infrastructure.

Water/Wastewater Network

The City will develop a water and wastewater infrastructure plan to serve planned growth, including infrastructure like pipes and pump stations.

Stormwater Strategy

A green stormwater infrastructure (GSI) based stormwater plan for the Marymoor Subarea will be developed, with integration of stormwater, public realm, transportation networks and private development. The plan will maximize use of infiltration facilities and include strategies to address high groundwater issues / flooding near Marymoor Park and adjacent properties.

Cost Estimates

The City will develop planning-level cost estimates for all future infrastructure elements.

Phasing Plan

The City will develop a logical infrastructure phasing plan that aligns with anticipated land use changes and investments by others, such as Sound Transit. The phasing plan is expected to identify what land use, transportation or other triggers would cause a phase to move forward.

Transit-oriented Development Concept

To the extent time and staff expertise permit, the City will develop a transit-oriented development concept for the area adjacent to the future light rail station. It would include the following elements: preferred residential/non-residential land use mix, general location and intensity of different land uses, and circulation and open space concepts, including integration with light rail station as currently conceived or recommending modifications to existing light rail station plans.

Affordable Housing Strategy

The City, working with A Regional Coalition for Housing (ARCH), will develop an affordable housing strategy that will be integrated into the Redmond Zoning Code.

Economic Analysis

Heartland, the City's real estate economics consultant, will analyze the combined economic impacts of likely zoning increases, infrastructure needs, and the affordable housing strategy. The analysis will help the City prepare a package of Zoning Code amendments to implement the Southeast Redmond Neighborhood Plan.