



**DEPARTMENT OF COMMUNITY
&
ECONOMIC DEVELOPMENT
M E M O R A N D U M**

DATE: September 10, 2008

TO: Ray Giometti, Planning Commission Chair
Members of the Planning Commission

FROM: Angie Mathias, Associate Planner

SUBJECT: **CPA #2008-M-01, Lake Washington Boulevard**

DESCRIPTION

This map amendment request involves two parcels on Lake Washington Boulevard near Gene Coulon Memorial Park. The existing Comprehensive Plan designation of the southern parcel is Employment Area – Industrial and is zoned Industrial – Heavy (IH). The existing Comprehensive Plan designation of the northern parcel is Commercial Neighborhood (CN) and is zoned Commercial Neighborhood (CN). The combined size of the parcels is approximately 2.8 acres.

The Comprehensive Plan amendment request is for both properties to be redesignated as Urban Center – North (UC-N), with Urban Center – North 2 (UC-N2) zoning. The proposed future use of the combined parcels is one building of condominiums, a hotel in a separate building, and possibly a retail and/or on site services component within the hotel. This proposal would require a Comprehensive Plan amendment to the requested designation in order to be developed.

ISSUE SUMMARY

1. Is it appropriate to extend the UC-N Comprehensive Plan designation and UC-N2 zoning to the requested parcels?
2. What is the City's vision for this area of Lake Washington Boulevard near The Landing and Coulon Park?
3. Is multi-family and/or mixed-use an appropriate use in this area?

ANALYSIS

The proponent of this land use action request has proposed developing two multi-story building that would utilize both parcels. One building is proposed to be a condominium building with between 80 and 100 units. The other building is proposed to be a hotel with between 130 to 150 rooms. It is also proposed that the hotel may include some retail

space and/or some type of on-site services. Parking for the residential building is proposed to be accommodated with a parking garage located under the residential portion of the building. The parking garage would have 80 to 120 parking stalls. Parking for the hotel would be accommodated with surface parking for 80 to 100 vehicles. Assuming the residential portion took approximately half of the site, the residential density of the proposed multi-family development would range from 55.94 dwelling units per acre to 69.93 dwelling units per acre. The assumed future density, based on buildable lands, for the UC-N2 zone is 58.17. The maximum density the zone allows, north of North 8th Street, is 250 dwelling units per acre. However, the zone also specifies that development located on residential/minor collectors is limited to six stories height. This maximum height would lower the actual maximum density achievable on this site.

The subject properties total approximately 2.86 acres (124,691 square feet) with no existing land uses. The following table indicates the uses that exist in this area of Lake Washington Boulevard, and the year any buildings were constructed:

	Existing Use	Year Constructed	Existing Zoning
To the north of the subject site:			
1.	Boulevard Bean, Coffee Shop	2005	CN
2.	Vacant Parcel	n/a	CN
3.	Pinnacle Apartments, 180 units	2001	RM-F
4.	Vacant Parcel	n/a	RM-F
5.	Coulon Estates, 16 units	2001	RM-F
6.	Lake Park Townhomes, 8 units	2007	RM-F
7.	Marina Landing Apartments, 186 units	1986	RM-F
8.	Vacant Parcel	n/a	R-8
9.	Several vacant parcels	n/a	R-8
10.	Several single family homes	1926 – 2007	R-8
11.	Alexan Apartments, 182 units	2000	RM-F
12.	Friends of Youth	1971	R-4
To the east of the subject site:			
1.	Interstate 405	n/a	n/a
To the south of the subject site:			
1.	Several parcels with existing warehouses	1965 – 1972	IH
2.	Lowes	2007	UC-N1
3.	Fry's	2002	UC-N1
4.	The Reserve & Sanctuary Apartments, 880 units	2008	UC-N1
5.	Landing retail development	2007 & 2008	UC-N1
To the west of the subject site:			
1.	Gene Coulon Memorial Park	n/a	R-1
2.	The Bristol Apartments, 383 units	2006 – 2008	UC-N2
3.	Puget Sound Energy, operating facility	1967	UC-N2

4.	Boeing airplane manufacturing	1942	UC-N2
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To the north of the subject properties, the current land use is comprised of predominately large-scale multi-family developments. There are three apartment buildings with more than 180 units. There are also two smaller scale multi-family projects currently being constructed. There is a limited amount of commercial development to the north of these properties; the only commercial use is the Boulevard Bean coffee shop.

West of the subject parcels is Interstate 405.

South of the subject parcels is the Landing commercial development, a large scale commercial development that is still under construction but includes: Target, Staples, PetSmart, L.A. Fitness, and many smaller scale commercial retailers and restaurants. It will also include a multi-screen movie theater and apartments with 880 units. Also to the south are Fry's and Lowes big-box style retail stores. The area immediately east of the Fry's and Lowes is comprised of several warehouse buildings.

The Bristol apartments and future development of Southport are located west of the site. It is expected that Southport will develop with approximately 750,000 square feet of office space, a 220-room hotel, and retail interspersed throughout all projects. The Southport proposed projects are vested and may be developed at any time. Gene Coulon Memorial Park is also located to the west of the site. The park is a low intensity land use in regard to physical development, but is an intensely used land use with an estimated 1.5 million visitors per year. Those visitors peak in the summer, but the park is heavily used throughout most of the year with the boat launch and the commercial development of restaurants, Ivars and Kidd Valley.

Roadways and Traffic

Lake Washington Boulevard is a collector arterial street. The 2006 Traffic Count Map indicates that in the area immediately off of Park Avenue North traffic volumes were 10,516 vehicles per day. Further north on Lake Washington Boulevard, traffic volumes were 6,429 vehicles per day.

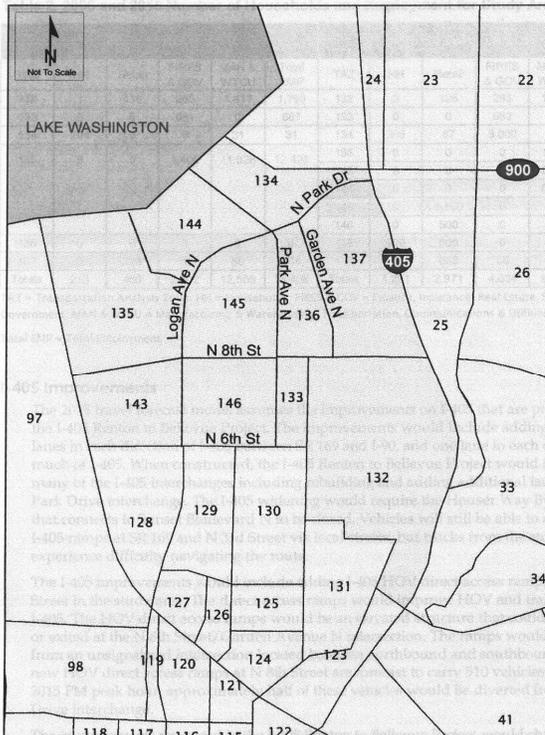
Park Avenue North is a principal arterial. 2006 traffic counts indicated that south of Lake Washington Boulevard there are 23,200 vehicles per day. On Park Avenue North at the Interstate 405 interchange, there were 25,000 vehicles per day.

The City of Renton Transportation Department has just completed a traffic analysis that encompasses the area the subject property is in. This analysis forecasted what the Level of Service (LOS) roadways in the North Renton area will function at in the year 2015. "LOS is an operational analysis rating system commonly used in traffic engineering to measure the effectiveness of the operating conditions of two-lane highways, multi-lane highways, arterials, signalized intersections, and stop-controlled intersections" (City of Renton Website). The Highway Capacity Manual sets the criteria for determining LOS as shown in the table below.

LOS	Signalized Average Delay per Vehicle (in seconds)	Unsignalized Average Delay per Vehicle (seconds)	Description
A	0 – 10	0 – 10	Little or no delay
B	10 – 20	10 – 15	Short delays
C	20 – 35	15 – 25	Moderate delays
D	35 – 55	25 – 35	Long delays
E	55 – 80	35 – 55	Very long delays
F	> 80	> 55	Failure – extreme congestion

This traffic study forecast traffic volumes in the North Renton area in light of changing land use. The area historically has been home to industrial type employers like Boeing and PACCAR. While those employers remain, significant parcels of land are being redeveloped with office, retail, and residential land use. The forecasts for roadway conditions in 2015 factored changes in land use, changes to I-405, as well as, planned and funded City of Renton road projects.

Traffic analyses utilize zones in order to evaluate impacts by area; these are called Traffic Analysis Zones (TAZs). In the subject area, the southern parcel that is zoned IH is located in the same TAZ as the Southport development (TAZ 134). It is reasonable to assume that although both parcels are not in TAZ 134, traffic generated by any land use on the subject parcels will travel through TAZ 134. As an alternative, some drivers may elect to travel north on Lake Washington Boulevard, outside of TAZ 134 and outside of the area covered by this traffic forecast.

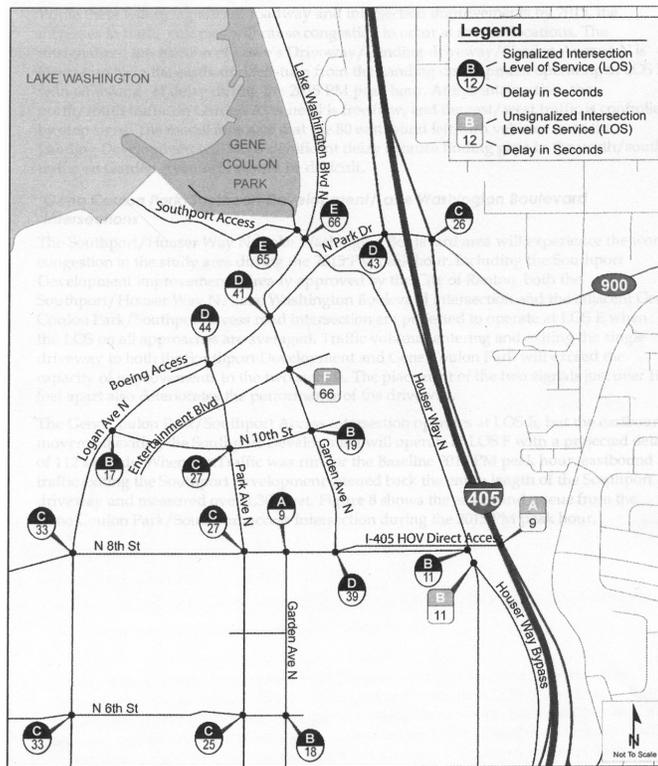


The forecasts for 2015 show significant change for the entire North Renton study area, however TAZ 134 and 136 are expected to experience the most significant change. TAZ 134 is forecast to grow in households from 204 to 388 and most dramatically to grow from 31 to 3,087 jobs.

TAZ	Households		Jobs	
	2006	2015	2006	2015
132	1	3	1,798	1,957
133	0	0	687	682
134	204	388	31	3,087
135	8	0	12,428	1,100
143	n/a	0	n/a	2,000
144	n/a	0	n/a	5,000
145	n/a	0	n/a	1,100
146	n/a	0	n/a	500
136	0	900	0	500
137	0	0	464	794
TOTAL	213	1,291	15,408	16,720

Based on the forecasted growth in TAZ 134, the firm that conducted the traffic analysis recommends “the City of Renton stop approving developments on the Southport site unless a second access is constructed to the site from N Park Drive”. As shown in the map below the two intersections associated with the area of Southport are forecast to function at LOS E. Other intersections in the area are forecast to function at LOS D.

Despite the traffic analysis recommendations and concerns about intersections near the subject parcels being forecast to function at LOS E, staff does not believe that these forecasts should be given great significance in regards to consideration of this Comprehensive Plan Amendment request. There are two primary reasons for this. First, the recommendation of not approving additional development was specific to the Southport site not to the entire area near



Southport or the even the entirety of TAZ 134. Second, the areas of concern raised by the traffic analysis all were surrounding the peak hours of the evening commute times. The morning and midday traffic volumes did not present any concerning forecasts. This Comprehensive Plan amendment request may move forward with the proposed land use of multi-family and hotel. A multi-family development, as well as a hotel would be expected to have traffic patterns that would not necessarily impact the PM commute significantly. However, the subject site may develop with any of the other uses that are allowed in the UC-N2 zone. Without an actual project, the impacts of land use on traffic are impossible to forecast. It is not appropriate to unduly project traffic forecasts on a piece of property that is vacant and has no actual land use being evaluated. Traffic impacts are appropriately evaluated when a project is brought forward to the City.

Comprehensive Plan Purpose and Policies

The Comprehensive Plan purpose for the UC-N designation is in part to “*redevelop industrial land for new office, residential, and commercial uses at a sufficient scale*”. Further, “*this portion of the Urban Center is anticipated to attract large-scale redevelopment greater than that in the Urban Center-Downtown, due to large areas of land available for redevelopment.*” The subject parcels are not particularly large parcels of land relative to the other parcels that have been designated UC-N. There is one parcel of land that is comparable in size to the total size of the subject two parcels. To the west there is a parcel owned by Puget Sound Energy that is 2.4 acres in size. However, it is immediately adjacent to another parcel that is 7.7 acres in size that is also owned by Puget Sound Energy. These commonly owned parcels total approximately 10.1 acres in size, a large land area. The UC-N2 zone development standards require a minimum lot size of 25 acres. However, this can be amended through the site plan review process as stated in RMC 4-9-200.

The purpose statement for UC-N also states that it is expected that new development will, “*include a wider group of uses including remaining industrial activities, new research and development facilities, laboratories, retail integrated into pedestrian-oriented shopping districts, and a range of urban-scale, mixed-use residential, office and commercial uses*”. This site is an appropriate location for these types of uses to occur. It is also expected that “*the combined uses will generate significant tax income for the City and provide jobs to balance the capacity for the more than 5,000 additional households in the Urban Center.*” The subject site is located in an area where it is appropriate to accommodate the types of jobs and households that are envisioned in this statement. It has very convenient access to I-405 and other significant roadways, as well as is convenient to retail and restaurants that employees and residents may use.

Other related UC-N policies include:

- **Policy LU-265.** Support more urban intensity of development (e.g. building height, bulk, landscaping, parking standards) than with land uses in the suburban areas of the City outside the Urban Center.
- **Policy LU-266.** Achieve a mix of uses that improves the City’s tax and employment base.

- **Policy LU-268.** Allow hospitality uses such as hotels, convention, and conference centers.
- **Policy LU-269.** Co-locate uses within a site and/or building in order to promote urban style, mixed-use development.
- **Policy LU-271.** Support uses that sustain minimum Urban Center employment levels of 50 employees per gross acre and residential levels of 15 households per gross acre within the entire Urban Center.
- **Policy LU-272.** Support uses that serve the region, a sub-regional, or citywide market as well as the surrounding neighborhoods.

Zoning Purpose and Policies

The purpose and intent of the UC-N2 zone states that the zone “*allows continued airplane manufacturing and its accessory functions. Upon redevelopment, the UC-N2 zone is anticipated to become the core of the Urban Center – North. New development in the zone is anticipated to create distinctive urban neighborhoods, mixed use employment centers, and significant public open space and amenities. The UC-N2 Zone is distinguished by redevelopment that will be sensitive to and take advantage of proximity to the urban shorelines along Lake Washington and the Cedar River.*”

On the parcels requested to be rezoned to UC-N2, the maximum building height is six stories because the parcel is along a residential collector street. The maximum lot coverage allowed in the UC-N2 zone is 90 percent of the total area or 100 percent if the parking is accommodated in a parking garage or within the building. Setbacks are accordingly only five feet or in many cases zero feet. Additionally, projects in the UC-N2 zone must adhere to Urban Center design regulations for District C.

Other Uses the Requested Zone Allows

It is important to consider all the uses that the requested zone may allow. The proposed project is only a proposal not a project. If the Comprehensive Plan and zoning change are approved the property could be developed with any of the allowed uses within the UC-N2 zone. Attachment A details all uses allowed in the UC-N2 zone. Examples of uses the zone allows outright are: airplane manufacturing and public/private schools. Transit centers, attached dwellings, commercial parking garages, offices, hotels, and retail sales are examples of allowed uses if structured parking is included. When land uses include mixed use and structured parking, allowed uses include: conference centers, indoor recreation facilities, and movie theaters. With Hearing Examiner approval, allowable uses include: indoor sports arenas/exhibition halls/auditoriums, medical institutions, commercial helipads, and large-scale utilities. The UC-N2 zone also allows assembly/packaging operations, light manufacturing laboratories, and research and development laboratories when the are related to airplane manufacturing, biotechnology, life science, information technology, or other high tech industry and if they have structured parking.

The only allowed use that raises concern to staff is freestanding retail sales. The site is not a location where it is appropriate for such a use. The development that has been occurring at The Landing is where the focus of retail in the UC-N2 zone is intended to occur. Small-scale retail that would be part of a larger mixed-use development would be

appropriate, but to allow freestanding large scale retail would detract from the concentration of uses located centrally within The Landing and at Fry's and Lowe's. Uses at the subject location that are fairly high intensity and scale are appropriate, but if the UC-N designation were to be extended to these parcels it would be as fulfillment of the vision for the area *"to create distinctive urban neighborhoods, mixed use employment centers, and significant public open space and amenities"*.

Comprehensive Plan and Zoning Alternatives

The alternative to approving the requested Comprehensive Plan change and concurrent rezone is to keep the designations the same, or recommend a change to an alternative zone. The existing zones for these parcels are Commercial Neighborhood (CN) and Industrial Heavy (IH). The Comprehensive Plan designations are Commercial Neighborhood (CN) and Employment Area Industrial (EAI).

The intent of the **Commercial Neighborhood** (CN) designation is to provide small scale, low-intensity commercial areas located within neighborhoods that serve the needs of people living within the immediate area. The Commercial Neighborhood designation is implemented with Commercial Neighborhood zoning. Commercial Neighborhood areas do not typically have high volumes of pass-through traffic. Commercial Neighborhood allows uses that are small in scale and have limited volume of business. Typically, CN businesses are expected to generate low vehicular traffic and require a small amount of on-site parking.

Examples of CN uses are eating and drinking establishments (excluding drive-through, fast food service); general, medical, and dental offices with size restrictions; retail; and on-site services. Allowed retail uses are flower/plant and floral supplies; mini-marts; craft products and craft supplies; gift shops; and specialty markets. On-site services are establishments primarily engaged in providing individual or professional services within the place of business, such as beauty and barber shops; retail laundry, including coin-operated; garment alterations and shoe repair; photography, photo studios, and photo processing; pet grooming; personal accountants; entertainment media rental or other indoor rental services; and repair of personal or household items. Excluded services include vehicle repair; fitness centers; adult retail sales; dry cleaning; service and social organizations; and off-site services. Residential development is allowed in Commercial Neighborhood, when it is on upper levels at a density of four units per structure with allowed Commercial Neighborhood use on the ground floor.

The maximum building height in the CN zone is 35-foot. The maximum lot coverage allowed in the CN zone is 65 percent of the total lot area, or 75 percent if the parking is accommodated in a parking garage or within the building. Setbacks are 10 feet, 15 feet, and in some cases 0 feet (if the property does not abut a residentially zoned parcel).

The **Industrial Heavy** (IH) zone is one of the implementing zones of the Employment Area – Industrial Comprehensive Plan designation. The intent of the Employment Area – Industrial designation *"to provide continued opportunity for manufacturing and industrial uses that create a strong employment base in the City."* The Comprehensive Plan has a discussion section for this land use designation, it states that: *"Industries need good access*

in areas with low traffic volumes. As the City becomes more urban, they need assurance that incompatible uses will not be allowed that could eventually force them to relocate. Other uses, especially residential, also want to ensure that industries do not impact their neighborhoods with noise, traffic, and other nuisances and hazards”.

The uses allowed in the IH zone are substantially more intensive than uses allowed in the CN zone. Uses that are permitted outright include: vehicle sales and rental, car washes, fuel dealers, railroad yards, tow truck operations/auto impoundment yards, truck terminals, and waste recycling and transfer facilities. A big box retail store would be allowed provided it met the Design District C design criteria. Uses that require Hearing Examiner approval include: K – 12 schools, religious institutions, a cemetery, horticultural nurseries, automobile wrecking yard, and sewage disposal and treatment plants. The IH zone does not allow residential development.

There are no height restrictions on buildings in the IH zone. The setbacks for the IH zone in the location of this parcel are 15 feet, and since the IH zoned parcel abuts a CN zoned parcel, the rear and side yards must be 20 feet. There is no maximum lot coverage area for the IH zone.

CAPACITY ANALYSIS

The table below indicates the capacity of the subject parcels based on Buildable Lands methodology. The first two columns are the existing zones on the parcels, the third column indicates the capacity those parcels have if they are rezoned to the requested zone of UC-N2.

	IH	CN	UC-N2
Parcel Size	.89	1.97	2.8
Assumed F.A.R.	.22	.15	1.05
Anticipated Commercial Sq Ft	7,599	11,585	65,881
Assumed Sq Ft Per Employee	700	400	400
Jobs Capacity	11	29	165
Anticipated Housing Units	0	0	60

With the current zoning it is expected that the parcels would develop with projects that could provide a total 40 jobs and no housing units. Although the CN zone allows for limited residential development (four units per building) it was not assigned a capacity in the last Buildable Lands assessment.

Application of the Buildable Lands methodology to the combined parcels with a UC-N2 zoning demonstrates a much different development scenario. The Buildable Lands methodology assumes that in the UC-N2 zone projects develop with mixed uses. It assumes that approximately 58 percent of a project will be a commercial use and the remaining 42 percent will be residential. The methodology indicates that with UC-N2

zoning the parcel has the capacity to develop with projects that would provide 165 jobs and 60 housing units.

COMPREHENSIVE PLAN COMPLIANCE

The proposed Comprehensive Plan amendment of the two parcels located on Lake Washington Boulevard from Commercial Neighborhood and Industrial Heavy to Urban Center North must meet at least one criteria in RMC 4-9-020G. This criteria requires that it be found that:

- 1) The request supports the vision embodied in the Comprehensive Plan, or
- 2) The request supports the adopted business plan goals established by the City Council, or
- 3) The request eliminates conflicts with existing elements or policies, or
- 4) The request amends the Comprehensive Plan to accommodate new policy directives of the City Council.

This proposal meets the first criterion, that the change supports the vision embodied in the Comprehensive Plan. The adopted Comprehensive Plan land use element goals seek to “*promote new development and neighborhoods*” that “*are walkable places where people can live, shop, play, and get to work without always having to drive*” (goal 7b).

ZONING CONCURRENCY: This concurrent rezone from CN and IH complies with the decision criteria for rezones in RMC 4-9-180. This criteria requires that it be found that:

- 1) The proposed amendment meets the review criteria in RMC 4-9-020G; and
- 2) The property is potentially classified for the proposed zone being requested pursuant to the policies set forth in the Comprehensive Plan; and
- 3) At least one of the following circumstances applies:
 - a) The subject reclassification was not specifically considered at the time of the last area land use analysis and area zoning; or
 - b) Since the most recent land use analysis or the area zoning of the subject property, authorized public improvements, permitted private development or other circumstances affecting the subject property have undergone significant and material change.

This request meets all of the required zoning change criteria above. Criteria number one is met because it supports the vision embodied in the Comprehensive Plan as outlined previously. Number two is met because these parcels meet the policies of the proposed Land Use designation of UC-N as explained in the analysis section. Number three is met

through subpart b; this area of Lake Washington Boulevard and the area immediately to the south has experienced significant and material change due permitted private development at the Landing, Southport, and other multi-family projects. This request is compliant with the Comprehensive Plan and the proposed zoning is consistent with the adopted policies for the UC-N2 land use designation.

CONCLUSION

Analysis of the subject parcels indicates that the existing zoning (CN and IH) of the parcels is not appropriate given the changed conditions of the surrounding area. Much of the land to the north has been developed under Residential Multi-Family (RMF) zone with substantial multi-family buildings. Also, the land immediately to the west has developed with substantial multi-family buildings. The CN zone is a significantly lower intensity land use than the existing and vested projects that are in the area. Conversely, the IH zone is a higher intensity land use that allows many land uses that would not be very desirable given the existing conditions, such as Gene Coulon Memorial Park. The parcel that is zoned IH is somewhat physically removed from the substantial residential development at The Bristol apartments, but it is in close proximity to that neighborhood. The parcel is vacant, but it could be assumed that if it were to develop with a land use that is typical in the heavy industrial zone, it would have impacts of noise, traffic, and/or other nuisances and hazards on the surrounding area.

Staff recommends that the Comprehensive Plan designation and zoning of the subject parcels be redesignated as Urban Center North with Urban Center North 2 zoning. The area the parcels are located in is evolving to an urban neighborhood with mixed-use buildings and significant public open space and amenities at Coulon Park. These parcels fit into and contribute to that urban neighborhood area. It is important that the parcels develop in a way that contributes to the neighborhood while not detracting from the larger area where retail development has been concentrated. Therefore, staff also recommends that through the use of notes, the area east of Lake Washington Boulevard and north of North Park Drive not be permitted to develop with freestanding retail sales uses. This would not limit retail sales from being incorporated into a larger mixed-use building.