



MEMORANDUM

Date: October 12, 2011

To: Planning Commission

From: Dorian Collins, Project Planner
Eric Shields, Director

Subject: **TOTEM LAKE – URBAN LAND INSTITUTE (ULI) TECHNICAL ASSISTANCE PANEL REPORT AND POTENTIAL ZONING CODE AMENDMENTS (FILE ZON11-00034)**

RECOMMENDATION

Staff recommends that the Planning Commission:

- Raise questions regarding the potential amendments for Totem Lake during both the discussion with the representatives from the Urban Land Institute (ULI) and the discussion on ground floor commercial uses citywide. Those topics precede this discussion on the meeting agenda.
- Consider the questions posed below regarding the potential amendments to Totem Lake Business District zoning regulations, and provide direction to staff for preparing amendments.

BACKGROUND

At its meeting on September 9th, the Planning Commission reviewed the initial assessment of Totem Lake zoning (see Attachment 1). The assessment presents potential amendments to existing zoning regulations. The assessment is called for in the City Council's approved Totem Lake Work Plan, which identifies actions the City may consider to stimulate revitalization efforts in the Totem Lake business district. The objective for the amendments is to provide greater flexibility and to add or expand incentives to encourage development.

At the meeting, the Planning Commission discussions included the following comments:

- Some members expressed concern that the contemplated amendments were minor "tweaks" that might not be effective in attracting development. Some commissioners wondered how we might evaluate how useful or effective the changes might be, and how impacts from any changes might be assessed.
- Some suggested that the Comprehensive Plan vision for the area should be revisited, or that more significant zoning amendments be considered that might require amendments to the Comprehensive Plan.

- The Commission requested that a representative from the Urban Land Institute Technical Assistance Panel (TAP) provide a presentation of the findings from the panel's July 2011 study of portions of the Totem Lake business district, and be available for questions from the Commission.

In response to these comments, staff notes the following:

- The direction from the City Council for this task is to evaluate potential code amendments that do not require Comprehensive Plan amendments, but would provide incentives and/or remove barriers to development through flexibility in regulations. In many cases, the suggested changes are relatively minor "tweaks", since they must be changes that remain within the existing vision of the Totem Lake Neighborhood Plan ([Totem Lake Neighborhood Plan](#)). The objective for this task is to strive for flexibility. While it may not be possible to measure effectiveness of specific regulatory changes, we can assume that providing more options and fewer restrictions will provide a more welcoming environment for development.
- It is also important that the likely impacts from the amendments remain generally within the scope of impacts identified in the 2004 Comprehensive Plan EIS. For example, a change that would eliminate the floor area ratio (FAR) maximum in the Totem Square area (TL 5 – see Attachment 2) may need to be evaluated in terms of potential changes to vehicle trips, and any resulting change to traffic capacity. Due to traffic level of service standards and concurrency requirements, if significant development were to occur in the Totem Square area before the mall redeveloped or more intensive development occurred elsewhere in Totem Center, the opportunity for further development in the neighborhood's core could be limited. This shift of planned development from inside to outside the core would not be consistent with the vision in the existing Totem Lake Neighborhood Plan.
- The assessment of regulations in Attachment 1 has been revised following the last Planning Commission discussion to limit the scope of the current amendment process to tasks that would not require changes to the Comprehensive Plan. The Totem Lake Work Plan describes a future task that would consider changes to the citywide Comprehensive Plan update in 2013, which could include additional amendments. Where staff has identified potential amendments that may require changes to the Comprehensive Plan, a note that these would be included in a "Phase II" task is provided.
- The draft ULI Technical Assistance Panel final report is not yet available to include with this memo. The Powerpoint presentation used at the panel's presentation to the community in July can be viewed in Attachment 3. One or more representatives from the panel will attend the Planning Commission meeting on October 27th to present the report, and to be available for questions from the Commission. Key recommendations from the preliminary report staff has reviewed are:

- *Keep a long-term perspective.* The panel agreed that the existing planning vision for Totem Lake is appropriate, but that it should be supported by investments in transit capacity and access.
- *Leverage open space assets and trail potential.* The report cites the value of the purchase and future use(s) of the rail corridor in providing additional connectivity through the neighborhood, and as an attraction for future development. The panel also supported the acquisition of Totem Lake itself, and its expansion/redevelopment as a useable park amenity.
- *Think big picture, small steps.* The TAP suggests that the Totem Square area (TL 5) be connected to the trail system and park, and that the approach to development be adjusted to support smaller scale approaches.
- *Work with existing retail strength and institutions too.* The panel acknowledges the unique potential of the Totem Lake Mall in the neighborhood, and reaffirms that the mall remains the best location for new retail development. The value of Evergreen Hospital and related uses is also recognized.

Potential Zoning Code Amendments Assessment

The revisions to the Totem Lake code amendments assessment document are shown in bright pink, and highlighted in yellow. In summary, they include:

- Relax ground floor retail requirements: Staff recommends that this topic be studied with the concurrent citywide study, discussed below. Input from that process will be used to develop amendments to Totem Lake zones that would be consistent with those developed for commercial zones citywide.
- Allow ground floor residential use: Again, staff recommends that this topic be addressed first with the concurrent citywide study.
- Broaden the range of permitted uses: In most cases, these changes would be incorporated into the citywide study. In others, changes to the Comprehensive Plan would be necessary. Staff recommends that any changes that would require changes to the Comprehensive Plan be considered in a subsequent phase of amendments.
- Allow regulations in Chapter 112 to govern for affordable housing requirements. In further study of this issue, staff has concluded that this issue was already addressed through a separate amendment process in 2009.

Question for the Planning Commission:

- *Does the Planning Commission agree with these recommended approaches?*

Additional discussion by and direction from the Planning Commission on specific areas of potential code amendments is requested in the following sections

1. Required review process

Potential Amendment:

- Reduce review process from Design Review Board to Administrative Design Review in some areas.

Issues for discussion: Review by the Design Review Board (DRB) provides an opportunity for greater flexibility and creative design than is possible through administrative design review. The DRB process includes a conceptual design conference, where issues such as building massing and materials, pedestrian and vehicular flow, and landscaping options can be considered.

Administrative design review (ADR) is more prescriptive, since it is guided by specific regulations. As a result, administrative review provides greater predictability for a developer, and is faster, since there is no public process and the review is done concurrently with the building permit review.

The potential amendments listed in Attachment 1 include possible reductions in the review process from DRB to ADR in certain zones. Generally, existing regulations allow ADR for buildings under one story in Totem Lake, and DRB for taller structures. The Planning Commission could consider the following questions in its discussions:

- *Should the process for design review be reduced to ADR in certain zones? For example, in the TL 4 subareas that abut the freeway on the east and west, a change to simplify the process to administrative design review may be appropriate due to the location and the types of uses surrounding the zones. However, where building heights may reach 160 feet in the TL 1 zone in Totem Center, the use of the Design Review Board process may be more effective in implementing the design principles set forth in the Comprehensive Plan aimed at design elements such as compatibility with the residential uses to the north, upper level step-backs and varied rooflines. In this area, a higher threshold for ADR may be appropriate, while retaining the use of the DRB for taller structures.*
- *Are there concerns that should be evaluated with the process change, or other approaches that should be considered?*

2. Permitted uses

Potential amendments:

- Clarify and potentially relax ground floor retail requirements
- Eliminate restriction on ground floor residential uses (as long as required retail space is required)
- Broaden range of permitted uses in some zones (TL 2, 7, 9A, 10A, 10C & 10E)

At the Planning Commission's meeting on October 27th, Jeremy McMahan will introduce the citywide study of ground level commercial use standards currently underway. The study seeks to review the zones where commercial uses are allowed and other uses are restricted on the ground floor of structures, and the rationale or objectives provided for these provisions in the Comprehensive Plan (such as pedestrian character, mobility, tax base, etc.). The goal is to ensure that zoning regulations are clear and consistent across the City's zoning districts.

Staff recommends that the above amendments be considered for Totem Lake zones. However, since the citywide study of ground floor uses will provide information useful to the study of ground floor uses in Totem Lake, staff suggests that proposed amendments for Totem Lake be developed following a general discussion of this issue for all commercial zones.

Question for the Commission:

- *Does the Planning Commission agree with this approach?*

3. Maximum height and Floor Area Ratio (FAR)

Potential amendments:

- Raise or eliminate FARs in some areas
- Standardize heights between most uses within a zone
- Increase height in TL 2 (Totem Lake mall)
- Reduce conditions for achieving greater height in TL 3 (Evergreen Hospital)

Raise or eliminate FARs in some areas

Issues for discussion: Only two zones in Totem Lake use FAR to regulate development. One of these zones is the most intensive TL 1 zone in the Totem Center core, which has both a minimum FAR of 1.0 and a maximum FAR of 2.0 for office use. The zone also requires a minimum residential density of 50 dwelling units per acre, and a maximum FAR of 3.0 for residential use. A height limit of 160' (if conditions are met) is established in this zone.

The second zone that restricts FAR is TL 5 (Totem Square). A maximum FAR of 2.0 is established for development on parcels over 4 acres in this zone, when building height exceeds 45'. No maximum height limit is provided for development that occurs within a conceptual master plan.

The preliminary report from the ULI panel suggests that FAR limits can inhibit development. The report states that in today's flat market, these limits may not be a significant factor, but that the City may need to allow a higher FAR when the market improves. The panel suggests that an alternative, possibly more effective approach for the TL 5 zone may be to consider a negotiated development proposal that provides flexibility on FAR, the street grid, retail requirements and building height.

Revisions to the code amendment assessment call for additional study of alternatives in this area to incorporate these preliminary suggestions from the panel. Changes could include additional flexibility in locations of the internal street grid within TL 5, revisions to or elimination of the current limit on FAR, potentially with the addition of a height limit to control for traffic capacity and ensure impacts remain within the scope of those anticipated under current land use and transportation plans.

Staff recommends that these regulations be studied, and that alternative approaches to the use of FAR limits and requirements for road dedication (TL 5) be studied, and amendments providing for more flexibility be developed.

Question for the Planning Commission:

- *Does the Planning Commission agree with this approach? Are there additional suggestions for study?*

4. Development Standards

Potential amendments:

- Reduce minimum first floor height where retail is allowed/required
- Reduce required step-backs in TL 5
- Reduce required front yards in some zones
- Revise miscellaneous standards

Staff recommends that the first of these potential amendments (first floor height) be studied initially through the citywide analysis of ground floor uses, with input from that process incorporated into the amendments developed for Totem Lake zones. The study of the step backs in TL 5 and front yard in other zones should be fairly straight-forward. The miscellaneous standards identified for study include a wide range of topics, such as:

- The removal of the restriction on the floor area for vehicle showrooms and storage uses at the Totem Lake Mall site,
- Revisions to regulations to acknowledge existing development at the Evergreen Hospital campus,
- Revisions to requirements that development near Totem Lake emphasize the lake as a focal point and
- Reduction or elimination of the 50' buffer between uses in the 405 Corporate Center and residential zones to the south

Attachments

1. Revised Staff Recommended Scope – Totem Lake Zoning Code Amendments
2. Map – Totem Lake Zoning Districts
3. ULI Technical Assistance Panel PowerPoint Presentation
4. Map – Summary of Vision for Totem Lake in TL Neighborhood Plan

cc: File ZON11-00034
Ellen Miller-Wolfe

ASSESSMENT OF TOTEM LAKE ZONING

Summary of Zoning Code Amendments to Consider

Required Review Process

1. Reduce Design Board Review to Administrative Design Review for some uses in some zones.

Permitted Uses - Staff recommends study align with Citywide analysis, and that no amendments to Comprehensive Plan be undertaken at this time.

2. Clarify and potentially relax ground floor retail requirements.
3. Eliminate restriction on ground floor residential uses (as long as required retail space is provided).
4. Broaden range of permitted uses in some zones (TL 2, 7, 9A, 10A, 10C & 10E) – This may require comprehensive plan amendment

5. Continue to require affordable housing, but let Chapter 112 govern- Amendments made in 2009 included revisions to Chapter 112.

Maximum Height and FAR

6. Raise or eliminate maximum Floor Area Ratios in applicable zones (TL 1A, 1B & 5).
7. Standardize permitted heights for most/ all uses at tallest height now permitted within each zone (TL 1B, 6A & B, 8 & 10A-E)
8. Raise maximum height and percentage of floor area allowed at maximum height in TL 2.
9. Reduce conditions for achieving maximum height in TL 3.

Development Standards

10. Reduce minimum first floor height from 15' to 13' in zones where retail is allowed or required. - Staff recommends study align with Citywide analysis.

11. Reduce or eliminate required step-backs from NE 116th St. in TL 5
12. Reduce required front yards in some zones (TL 7, 9A & 10A - E)
13. Revise miscellaneous standards in some zones (TL 3: lot coverage, TL 8: berm & lake orientation & TL 10A: hill preservation & buffer]

EVALUATION OF REGULATIONS BY ZONE (Regulations recommended for review are highlighted in color by categories above)

Regulations of Potential Concern	How Could Regulation Be Amended?	10/27 Recommendation (Revised)	Need Comp Plan Change?
TL 1A - W of Evergreen Hospital & TL 1B – N of Hospital			
2. Maximum FAR: 2.0 for office, 3.0 for residential 4. Maximum 30' for office in TL 1B 5. DRB review required for buildings > 1 story 6. 15' ground floor height required 8. Affordable units required if height exceeds 30'	2. Eliminate or increase 4. Allow offices to exceed 30' 5. Reduce process 6. Reduce to 13' 8. Eliminate	2. Consider 4. Maybe but not 160' 5. Consider ADR for small buildings 6. Consider - 13' is adequate 8. No - in fact, require regardless of height. Let Chapter 112 govern?	2. No 4. No 5. No 6. No 8. Yes if AH not required
TL 2 – Totem Lake Mall			
b. Maximum height 75' – 135' j. Vehicle sales limited to 10,000 sq. ft. showroom k. Limitation on storage uses l. Maximum 5% of floor area may exceed 75' in height	b. Increase height j. Eliminate restriction k. Eliminate restriction l. Increase % that may exceed 75' and/ or increase max. height	b. Consider j. Consider – if c-g above remain & inventory is hidden k. Consider – if c-g above remain & storage is hidden l. Consider	b. No j. No k. No l. No
TL 3A,B,C & D– Evergreen Hospital			
1. Master Plan approved through Process IIB required 2. Maximum height: a. TL 3A & 3B: 75', up to 150' with conditions (including location of transit center) b. TL 3C: 30', up to 60' with conditions c. TL 3D: 65' 3. Maximum lot coverage is 70%, up to 85% if transit center sited.	1. a) Reduce review process b) Simplify plan requirements 2. Simplify conditions for achieving maximum height, including transit center requirement 3. Eliminate transit center requirement	1. a) Consider approval through Process I or DRB b) Consider 2. Consider – tall buildings already built 3. Consider – already built	1. No 2. No 3. No
TL 4A, B & C – Joes area, Fred Meyer area, Subaru used cars area			

Regulations of Potential Concern	How Could Regulation Be Amended?	10/27 Recommendation (Revised)	Need Comp Plan Change?
<ol style="list-style-type: none"> 15' ground floor height required, with exceptions 50% of ground floor must be retail Maximum height is 30'-35' DRB review required for buildings > 1 story 10% of housing units must be affordable 	<ol style="list-style-type: none"> Reduce to 13' - Study concurrently with Citywide study Reduce % or eliminate requirement - Study concurrently with Citywide study Increase height Reduce review process Eliminate requirement 	<ol style="list-style-type: none"> Consider – 13' is adequate Require retail but examine method for establishing amount Consider Consider changing to ADR No – but consider letting Chapter 112 govern 	<ol style="list-style-type: none"> No No No No Yes if AH not required
TL 5 – Totem Sq. area, W of 124th Ave NE			
<ol style="list-style-type: none"> Maximum height steps up from 116th St. to 55' ROW dedication and road development required 15' ground floor height required, with exceptions 30% of ground floor must be retail Maximum height for parcels < 4 acres is 35', with increase up to 45' with ROW dedication DRB review required for buildings > 1 story 10% of housing units must be affordable Residential limited to 10% of ground floor area Unrestricted height if FAR limited to 2.0 Consider recommendations from ULI report - develop implementing amendments 	<ol style="list-style-type: none"> Increase height &/ or reduce step-backs Eliminate or modify requirement. Revise Z.C. plates to provide flexibility for internal connections. Reduce to 13' - Study concurrently with Citywide study Reduce % or eliminate requirement- Study concurrently with Citywide study Increase base or bonus height Reduce review process Eliminate requirement Eliminate (or extend concept to office uses) Increase FAR 	<ol style="list-style-type: none"> No for height – covered by #10h. Consider reducing steps Consider eliminating step-backs No – but Consider whether roads need to be ROWs, and whether alternative approaches could be used to provide flexibility and enable incremental development. Consider – 13' is adequate Require retail but examine method for establishing amount No – unless per #9 below Consider changing to ADR No – but consider letting Chapter 112 govern Consider – may not be needed with #3 above. At least clarify whether 10% includes structured parking Consider alternative regulations, such as unlimited FAR to 5 stories, then FAR limits for taller structures. 	<ol style="list-style-type: none"> No No No Yes if retail not required No No Yes if AH not required No
TL 6A & B – E of 124th Ave NE between Slater & NE 124th St; W of I-405 N of NE 124th St			
<ol style="list-style-type: none"> 15' ground floor height required, with exceptions In 6B, 50% of ground floor area fronting on pedestrian or vehicular routes must be retail Residential limited to 10% of ground floor area within 250' of NE 124th St or 124th Ave NE except specified affordable housing in 6A 10% of housing units must be affordable In 6B, DRB review required for buildings > 1 story Maximum height: <ol style="list-style-type: none"> 35', except 65' for residential mixed use 	<ol style="list-style-type: none"> Reduce to 13' - Study concurrently with Citywide study Reduce % or eliminate requirement - Study concurrently with Citywide study Eliminate (or extend concept to office uses) - Study concurrently with Citywide study Eliminate requirement Reduce review process Increase height 	<ol style="list-style-type: none"> Consider – 13' is adequate Require retail but examine method for establishing Consider – may not need with #2 above. At least clarify whether 10% includes structured parking No – but consider letting Chapter 112 govern Consider changing to ADR Consider allowing 65' regardless of use mix 	<ol style="list-style-type: none"> No Yes if retail not required No Yes if AH not required No No
TL 7 – N of NE 124th St, E of 124th Ave NE			
<ol style="list-style-type: none"> Maximum height is 35' 	<ol style="list-style-type: none"> Increase permitted height 	<ol style="list-style-type: none"> No - don't want too much density away from center. Could consider at west end near lake. 	<ol style="list-style-type: none"> No

Regulations of Potential Concern	How Could Regulation Be Amended?	10/27 Recommendation (Revised)	Need Comp Plan Change?
<p>3. Required front yard is 20'</p> <p>4. Retail uses are limited</p> <p>5. Residential-uses-not-permitted-- Consider in PHASE II</p>	<p>3. Reduce front yard to 10'</p> <p>4. Broaden range of permitted retail uses - Study concurrently with Citywide study</p> <p>5. Add-as-permitted-use</p>	<p>3. Consider - would match TL 6A across NE 124th St</p> <p>4. Consider</p> <p>5. Consider-at-west-end-near-lake.</p>	<p>3. No</p> <p>4. Maybe</p> <p>5. Yes</p>
TL 8 – N side of lake			
<p>2. 15' ground floor height required, with exceptions</p> <p>4. Development must emphasize lake as focal point</p> <p>5. Landscape berms required along 120th Ave NE & Totem Lake Way</p> <p>6. DRB review required for buildings > 1 story in west. No required review in east</p> <p>8. Maximum height is 35', except is 65' for mixed use with housing</p> <p>9. 10% of housing units must be affordable</p>	<p>2. Reduce to 13' - Study concurrently with Citywide study</p> <p>4. Eliminate requirement</p> <p>5. Eliminate requirement</p> <p>6. Reduce review process</p> <p>8. Increase height</p> <p>9. Eliminate requirement</p>	<p>2. Consider – 13' is adequate</p> <p>4. Maintain concept but clarify</p> <p>5. Consider – not sure if needed</p> <p>6. Consider changing to ADR</p> <p>8. Consider, but not needed for housing & not best site for office</p> <p>9. No -- but consider letting Chapter-112 govern</p>	<p>2. No</p> <p>4. No</p> <p>5. No</p> <p>6. No</p> <p>8. No</p> <p>9. Yes if AH not required</p>
TL 9A – N of RR tracks, W of 132nd NE			
<p>2. Required front yard is 20'</p> <p>3. Retail-uses-not-allowed, other than banks - Consider in PHASE II</p>	<p>2. Reduce front yard to 10'</p> <p>3. Broaden-range-of-permitted-uses</p>	<p>2. Consider - don't know why 20' is needed</p> <p>3. Consider, but retail not likely</p>	<p>2. No</p> <p>3. Yes</p>
TL 9B – Hillside N of TL 9A -			
TL 10A – I-405 Corporate Center.			
<p>1. Retail-allowed-only-along-NE-124th St - Consider in PHASE II</p> <p>3. Maximum height varies by use and location:</p> <ul style="list-style-type: none"> 35' for retail 25' adjoining a residential zone 35' S of NE 118th and 120th Sts 52' elsewhere <p>4. Required front yard is 20', except 10' for retail</p> <p>5. Development must maintain hill form</p> <p>7. 50' buffer required next to SF residential</p>	<p>1. Allow-retail-elsewhere-in-the-zone</p> <p>3. Increase permitted height</p> <p>4. Reduce front yard to 10'</p> <p>5. Eliminate restriction</p> <p>7. Eliminate restriction</p>	<p>1. Consider-allowing-additional-retail-elsewhere-in-zone</p> <p>3. Consider -could simplify & make allowed height more uniform</p> <p>4. Consider</p> <p>5. Consider</p> <p>7. Consider – apply normal</p>	<p>1. Yes</p> <p>3. No</p> <p>4. No</p> <p>5. No</p> <p>7. No</p>
TL 10B – N of NE 116th St, W of 120th Ave NE			
<p>3. Retail-uses-not-allowed, except retail-storage-- Consider in PHASE II</p> <p>5. Maximum height varies:</p> <ul style="list-style-type: none"> 35' base residential, 45' for commercial is 118th completed 60' for residential if 118th completed <p>6. Required front yard is 20'</p>	<p>3. Allow-more-retail-uses</p> <p>5. Increase permitted height</p> <p>6. Reduce front yard to 10'</p>	<p>3. Consider--perhaps-along-118th-St.</p> <p>5. No for base height. Consider for commercial height if 118th completed</p> <p>6. Consider</p>	<p>3. Yes</p> <p>5. No</p> <p>6. No</p>
TL 10C – S of NE 116th St, W of RR cut			
<p>1. Retail uses not allowed, except banks, commercial recreation and vehicle sales/ service</p> <p>3. Maximum height varies:</p> <ul style="list-style-type: none"> 30' adjoining residential 35' for commercial 	<p>1. Allow more retail uses - Study concurrently with Citywide study (within existing Comp Plan policies)</p> <p>3. Increase permitted height</p>	<p>1. Consider - due to adjacency to NE 116th St. Examine location of commercial recreation use.</p> <p>3. Consider, except adjoining residential.</p>	<p>1. Yes (Consider changes within existing policies only in Phase I)</p> <p>3. No</p>

Regulations of Potential Concern	How Could Regulation Be Amended?	10/27 Recommendation (Revised)	Need Comp Plan Change?
<ul style="list-style-type: none"> 55' for residential 4. Required front yard is 20'	4. Reduce front yard to 10'	4. Consider	4. No
TL 10D – S of 116th St, W of RR tracks			
1. Retail uses not allowed, except banks 3. Maximum height varies: <ul style="list-style-type: none"> 30' adjoining residential 35' for industrial 65' for residential 65'-80' for office and high tech 4. Required front yard is 20'	1. Allow more retail uses - Study concurrently with Citywide study (within existing Comp Plan policies) 3. Increase permitted height 4. Reduce front yard to 10'	1. Not good retail location, but retail in existing buildings would be OK. Examine permitted location of commercial recreation use. 3. No – but could simplify & even reduce height or establish a maximum FAR to focus greater development elsewhere in Totem Lake 4. Consider	1. Yes (Consider changes within existing policies only in Phase I) 3. No 4. No
TL 10E – S of NE 116th St, between RR & I-405			
1. Retail uses not allowed, except banks 3. Maximum height varies: <ul style="list-style-type: none"> a. 30' adjoining residential for industrial b. 35' for industrial if not adjoining residential c. 65' for residential d. 65'-80' for office and high tech 4. Required front yard is 20'	1. Allow more retail uses - Study concurrently with Citywide study (within existing Comp Plan policies) 3. Increase permitted height 4. Reduce front yard to 10'	1. Consider, given access to and visibility from I-405. Retail in existing buildings would be OK. 3. No but could simplify or even reduce height or establish maximum FAR to focus greater development elsewhere in T Lake 4. Consider	1. Yes (Consider changes within existing policies only in Phase I) 3. No 4. No
TL 11 – S of NE 124th St, around Heron-field wetland			
This is a residential zone and is not applicable to this assessment.			

Potential Amendments to Other Zoning Code Chapters

Amend Chapter 90 to allow mitigation for wetland fill through projects elsewhere in the drainage basin (in-kind or fee in lieu).

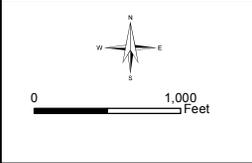
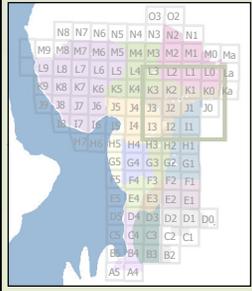
Potential Comprehensive Plan Amendments - PHASE II

1. Identify and create policies for specific opportunity sites.
2. Evaluate use restrictions in TL 10 zones. Consider allowing more retail within existing buildings.
3. Update status of transportation projects
4. Should TL 9A be changed to TL 7?
5. Update Evergreen Hospital policies
6. ID more specific park and plaza locations
7. Broaden height incentives for uses other than residential
8. ID desired road and pedestrian grids in plan.
9. Improve graphics – better maps and add some renderings of desired character
10. Format so that subsections stand out better
11. Add provisions for BNRR

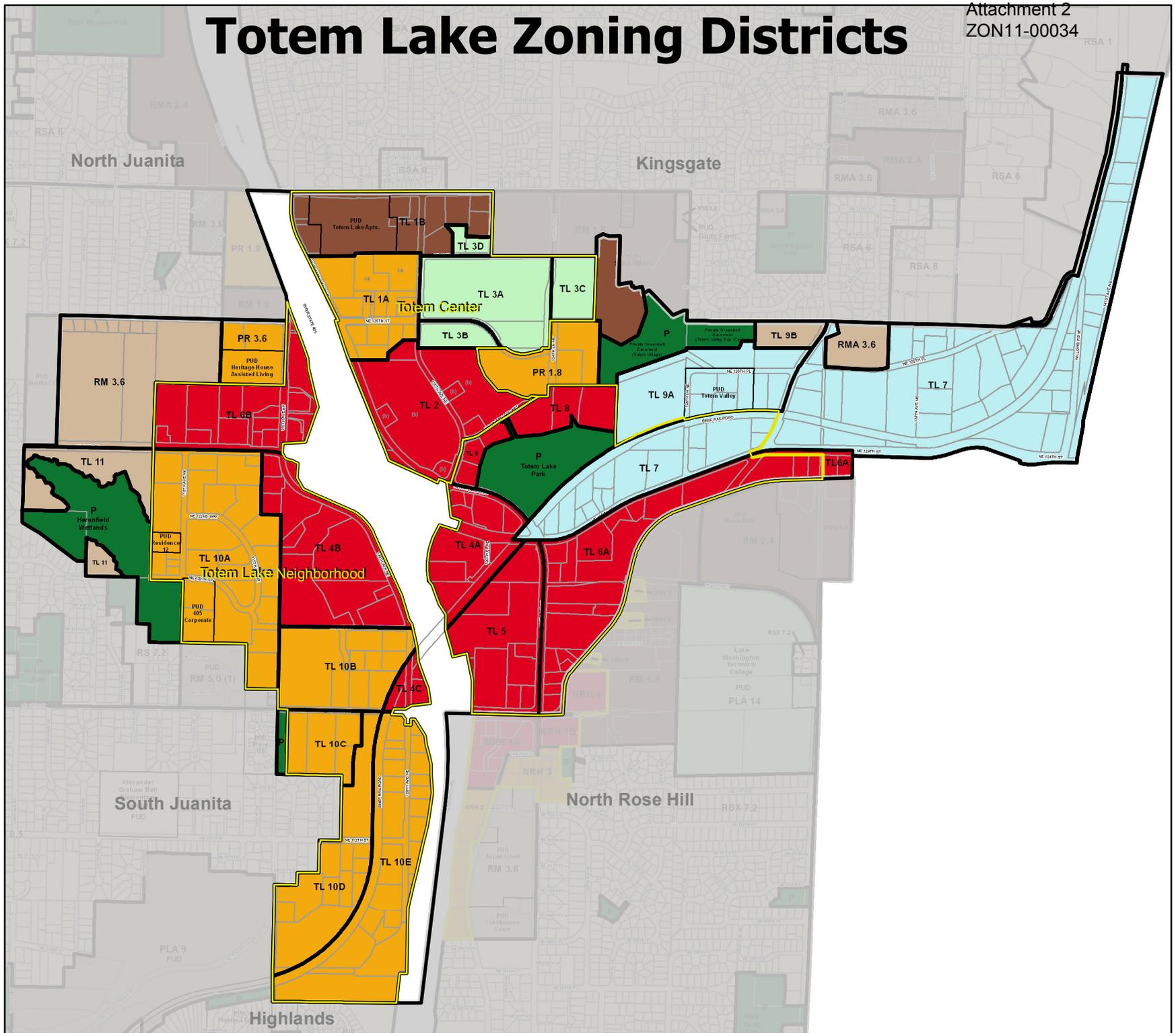
Totem Lake Zoning Districts

Attachment 2
ZON11-00034

-  Design Districts
-  Commercial
-  Industrial
-  Light Manufacturing Park
-  Office
-  High Density Residential
-  Medium Density Residential
-  Low Density Residential
-  Institutions
-  Park/Open Space



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City of Kirkland Technical Assistance Panel



Totem Lake Business District Redevelopment

Technical Assistance Panel

July 20, 2011

City of Kirkland Technical Assistance Panel

Panelists

Al Levine, *Panel Chair, Seattle Housing Authority*

Christopher Bitter, *University of Washington - College of Built Environments*

Chris Cole, *Sher Partners*

Grace Crunican, *Crunican Consulting*

Susie Detmer, *Cushman & Wakefield*

Chris Fiori, *Heartland*

Scott Matthews, *Vulcan Inc.*

Kerry Nicholson, *ULI Seattle Chair, Legacy Partners*

Pete Stone, *Trinity Real Estate*



City of Kirkland Technical Assistance Panel

City of Kirkland

Ellen Miller-Wolfe

Eric Shields

Kurt Triplett

Support Team

Clair Enlow, *Freelance Journalist*

Kelly Mann, *ULI Seattle*

Miguel Solano, *University of Washington*

Karli Taubeneck, *ULI Seattle*



City of Kirkland Technical Assistance Panel

Introduction

The City of Kirkland's objective for the ULI Technical Assistance Panel (TAP) is to obtain practical advice on methods to achieve the vision of transforming the Totem Lake Business District into a high-density, mixed-use Urban Center.



City of Kirkland Technical Assistance Panel

Overview

The overall vision and intent for Totem Lake is close to the mark, but completing it will take time. Be flexible in thinking and responsive to the market. Impatience is not a good thing to have now.

City of Kirkland Technical Assistance Panel

Market Segments: Retail

- *This is a very desirable market for particular types of retail. Regional demand is excellent.*
- *Look for “medium box” and second-tier anchors in the next 10 years. Rents at \$15/sf are not high enough for construction now.*
- *Not a market for fashion tenants. Development capital focused on urban areas.*
- *Lunch spots can expand, but sit-down must wait for cinema.*
- *General grocery will not work. “The freeway is a raging river.” Grocery is a 180 degree market.*
- *Rents unlikely to support new development in near future, especially with structured parking.*

City of Kirkland Technical Assistance Panel

Market Segments: Residential

- *Development is now center-city oriented.*
- *This market is very cost-sensitive; this area must compete on price.*
- *Capitalize on access to employment centers, and transit to Bellevue.*
- *Amenities such as trails and open space are critical.*
- *Southwest quadrant offers potential for residential development due to trail access.*
- *Difficult to envision anything over 5-6 stories.*

City of Kirkland Technical Assistance Panel

Market Segments: Office

- *Office market is soft. Development unlikely in near term.*
- *Pros: proximity to executive housing along Lake Washington, competes well against Bothell and Woodinville.*
- *Cons: in Bellevue's shadow.*
- *Encourage expansion of the hospital, the current largest employer.*
- *Near term development would likely demand surface parking—probably for 4.0/1000 sf ratio “commodity office.”*

City of Kirkland Technical Assistance Panel

1) Scale of Development

Consistent with the Urban Center vision, zoning regulations allow high intensity development to be designed with an urban form and be served by an urban level of infrastructure.

Question A:

Is this type of development realistic in the foreseeable future, given regional economic conditions?

- The current economic environment has stalled the desired transformation of suburban hubs into higher-density forms of development.
- Less likely today. Rents will not support higher-density development in suburban markets.
- The vision may be realistic in the long term but must be coupled with transit capacity improvements to reach full potential. Need to prioritize transit investment in this corridor.

City of Kirkland Technical Assistance Panel

1) Scale of Development

Question B:

Are there appropriate intermediate forms of development that would support and preserve options for long term urban development?

- The mall and the hospital are critical for success for the entire district.
- City resources need to make the Totem Lake Mall work.
- Continue to support the growth of the hospital and ancillary uses, including medical office and assisted living uses.
- The mall development is the most transformational and should be the first focus.
- Secondly, outside the mall, focus on one quadrant and within a quadrant, a smaller scale development to act as a catalyst for future development.
- Invest in place making and transformational projects such as the trail, a Totem Lake revitalization plan, and connectivity.



City of Kirkland Technical Assistance Panel

2) Transportation Improvements

The study area is bisected by arterial streets carrying high traffic volumes and creating large blocks. Plans call for a limited number of traffic capacity improvements, improving street connections and breaking up blocks with internal street grids. Greater reliance on transit service is anticipated. City funds for transportation improvements are limited.

Question A:

Given limited funds, what are the best ways of maintaining vehicular access while improving walkability and transit use?

- Arterial capacity is generally sufficient; wayfinding may be needed.
- Connectivity to employment bases is critical.
- Grid system: If City is anxious to break super blocks into street grids, it should consider this on its own. Grids are good, but creating these is a burden on development that would prolong the lack of development in the area. Thus, City can decide to incentivize to assist a developer to put in street grids. Be patient or call it the "Rip Van Winkle quadrant."
- Potential flyer stop: some addition to 405 as a pullover for buses from expressways on 116th. Similar to Montlake station on 520.

City of Kirkland Technical Assistance Panel

2) Transportation Improvements

Question B:

Are there suggested ways to improve the connectivity among the four quadrants of the TLBD formed by the intersection of I-405 and NE 124th Street?

- Purchase and develop the railroad ROW, which would connect 3 of the 4 quadrants. This is the cheapest solution with significant connection value.
- Create walkway and amenities through the Totem Lake Park connecting to Totem Lake Mall.
- Not realistic to expect a lot of walking across quadrants.
- Need to integrate the north/south quadrants, especially on the east of 405.

City of Kirkland Technical Assistance Panel

3) Burlington Northern Railroad right of way

The unused railroad right-of-way (ROW) cuts through the TLBD and extends southward through Kirkland to the City of Bellevue. The ROW is now owned by the Port of Seattle, but acquisition by either Kirkland or King County is a possibility. There is particular interest in developing a pedestrian and bicycle trail, and the ROW could also be used for future regional rail transit.

Question:

Would acquisition and development of the railroad ROW be considered an asset to attract development? How could the City maximize this potential?

- Yes, acquiring and developing the railroad ROW is a key asset to attract development.
- To maximize the ROW's potential, one idea is to allow alternative transportation users such as electric vehicles, scooters, Segways, etc. to use the trail.
- There is potential to brand Kirkland as progressive on transportation.
- This will attract office employees and commuters to use the trail to access retail and recreation.

City of Kirkland Technical Assistance Panel

4) Amenities

The City seeks to make the TLBD a more pedestrian-oriented people place. To do so, a mix of well-designed parks, plazas and open spaces is desired. As an example, a master plan for Totem Lake and the areas that surround it is expected to get underway following the ULI TAP.

Question:

What investments in amenities could the City make that would be most effective in attracting new development?

- Trail: acquire and improve ROW, leverage connections
- Totem Lake: "Go big or go home."
- Potential streetscape improvement on new streets.
- Daylighting is least attractive of potential investments.



City of Kirkland Technical Assistance Panel

5) Totem Lake and surrounding properties

Totem Lake is a significant natural open space that could be an amenity, but is inaccessible and not very visible. Surrounding properties are subject to strict environmental regulations. Water exiting the west side of the lake is currently piped to the west side of I-405 where it becomes a tributary of Juanita Creek.

Question A:

Is the lake a potential amenity to attract development?

- Yes, it can help modestly. The amount of money spent on it needs to be balanced against the amount of value it will create.
- Not a game changer, but a branding strategy.



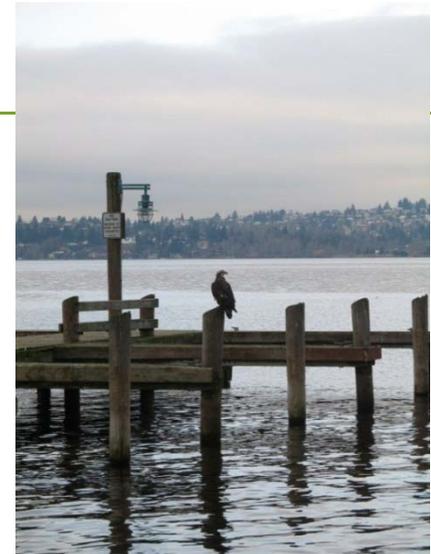
City of Kirkland Technical Assistance Panel

5) Totem Lake and surrounding properties

Question B:

Would improvement of the lake as a nature park be an asset?

- Yes, creating an upland, active park could be good for the City at large.
- Placemaking is important; opportunity for an oasis along the trail.



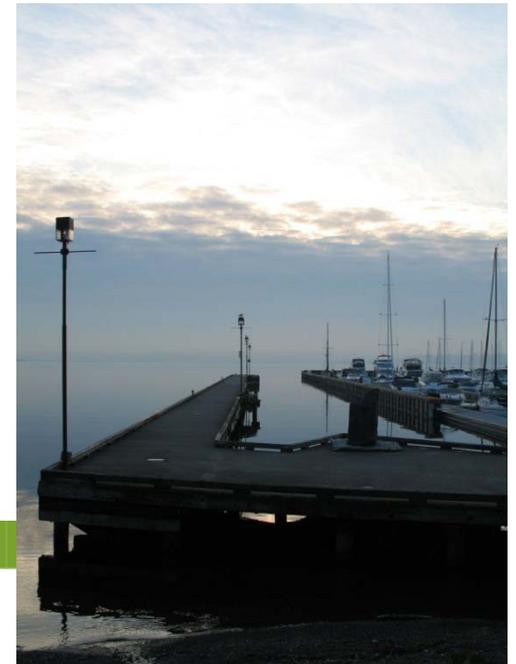
City of Kirkland Technical Assistance Panel

5) Totem Lake and surrounding properties

Question C:

Would day-lighting of the stream be desirable?

- Con: it's a political quagmire. Also, this is right along 405.
- Pro: Make a green, wet corridor. Green makes it livable.
- Daylighting will not have a major bearing on development.
- Tie it into flood control strategy; if it helps City on that, then do it.
- Thoughtfully weigh this; learn from Thornton Creek.



City of Kirkland Technical Assistance Panel

5) Totem Lake and surrounding properties

Question D:

What can the City do to maximize the potential of the lake?

- Acquire adjoining parcels under the right circumstances.
- Walking corridors, playfields, dog walking.
- Recognize financial constraints here; acquiring these properties may cost a great deal. Wrap this effort into the trail. Rails to trails offers access to federal funds.
- Invest in design vision to explore possibilities, build support, etc.
- Can this lake/park be an amenity for the City at large? Thus, the costs can be spread across many stakeholders.
- Investigate expansion of Totem Lake as stormwater detention area/recreation area for Mall and sector 2.



City of Kirkland Technical Assistance Panel

5) Totem Lake and surrounding properties

Question E:

What kinds of development are appropriate surrounding the lake?

- Residential on property between ROW and NE 124th.
- Purchase land for lake access and park activities. This creates an entry to the park.



City of Kirkland Technical Assistance Panel

6) Area West of 124th Avenue NE

The area lying between 124th Avenue NE and I-405 has been envisioned as a future urban village, with upper story office or residential used, ground floor retail uses, and an internal street grid. Regulations for this area are structured to limit the height of buildings unless certain internal streets are improved and a master plan is approved for an area of at least 4 acres. Floor area ratio limits are established to limit traffic on a constrained street network.

Question A:

Is this a realistic vision? Is it reasonable to insist on ground floor retail given the retail focus at Totem Lake Mall?

- Realistic vision in the long term, but not the near term.
- Retail demand is market-driven. Do not insist on ground floor retail. Developers will include retail if it makes economic sense.
- You can require that ground floor space be built with higher ceilings and other infrastructure to accommodate future conversion to retail.
- Be flexible on your definition of retail to include services, financial, and medical/dental uses.
- Consider relaxing the 4 acre requirement to allow smaller, incremental development near-term that is still compatible with the greater vision.

City of Kirkland Technical Assistance Panel

6) Area West of 124th Avenue NE

Question B:

Are regulations tying permitted height to land aggregation and improvement of an internal street grid appropriate?

- We don't believe zoning is the best mechanism in today's market to reach your goals.
- For example, the street grid concept is a desirable urban design approach, but is economically difficult to achieve today.

City of Kirkland Technical Assistance Panel

6) Area West of 124th Avenue NE

Question C:

Are FAR limits (2.0) a serious inhibition to redevelopment?

- Yes, FAR limits are a serious inhibition.
- If market improves, City will need a higher FAR. It is not an inhibition now; keep it in your back pocket.

City of Kirkland Technical Assistance Panel

6) Area West of 124th Avenue NE

Question D:

Are there better ways to promote desired redevelopment?

- We suggest the City facilitate a negotiated development proposal that provides flexibility on FAR, street grid, retail, height, etc. that could more realistically meet market reality.

City of Kirkland Technical Assistance Panel

Executive Summary

- *Trail: Invest in the railroad ROW trail to serve as catalyst and major connector.*
- *Lake: "Go big or go home." Invest in a vision to win support.*
- *Transportation: Let centers develop before investing in major transportation changes.*
- *Multi-family: Relax requirements for retail in multi-family development.*
 - *"First, do no harm": Concentrate retail in the mall.*
- *Retail: "The freeway might as well be a raging river."*

City of Kirkland Technical Assistance Panel

Many thanks to:

- *The City of Kirkland for presenting this exciting opportunity to help maximize the potential for its Totem Lake Business District*
- *Our esteemed panelists for contributing their time, energy, and expertise*
- *Our volunteers and support team for keeping us on track and informed throughout this process*

It could not have happened without each of you!

City of Kirkland Technical Assistance Panel



*ULI's mission is to provide leadership in the responsible use of land
and in creating and sustaining thriving communities worldwide.*



Totem Lake Urban Center Planned Land Use and Vision

- Intensive Mixed Use/ Multi-family
- 160' Building Height
- New Street Grid to Break-up "Superblocks"

- Evergreen Hospital:**
- Continued Growth
 - 150' Building Height
 - Includes Transit Center

- Totem Lake Mall:**
- Redevelopment as Intensive Ped-Oriented, Retail/ Mixed Use Center
 - 75 to 135' Building Height

Enhance Public Amenities Along the Lake

- Totem Lake West:**
- Redevelop Mixed Use Housing Above Retail

Abandoned Railroad Right-of-way:

- Develop as Trail and Possible Light Rail

- Parmac:**
- Transition to Office/ Business Center
 - 80' Building Height

Lake Washington Tech College

Redevelop To Mixed Use with Housing Above Retail

- Totem Square:**
- More Intensive Redevelopment
 - Greater Building Height
 - New Street Grid to Break-up "Superblocks"

LAND USE CODES

- C - COMMERCIAL
- IND - INDUSTRIAL
- LMP - LIGHT MANUFACTURING PARK
- TOD - TRANSIT-ORIENTED DEVELOPMENT
- O - OFFICE
- O/MF - OFFICE/MULTI-FAMILY
- HDR - HIGH DENSITY RESIDENTIAL
- MDR - MEDIUM DENSITY RESIDENTIAL
- LDR - LOW DENSITY RESIDENTIAL
- I - INSTITUTIONS
- P - PARK/ OPEN SPACE
- BP - BUSINESS PARK
- RH - ROSE HILL BUSINESS DISTRICT
- NRH - N. ROSE HILL BUSINESS DISTRICT
- JBD - JUANITA BUSINESS DISTRICT



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