

M E M O R A N D U M

DATE: July 16, 2014

TO: Michael Drollinger, Planning Commission Chair
Members of the Renton Planning Commission

FROM: Angie Mathias, Senior Planner

SUBJECT: **Comprehensive Plan Land Use Element**

ISSUE

The Planning Commission has been reviewing and considering the extent to which the City wishes to proceed in regards to potential revisions to the Land Use Element and land use scheme for the City.

RECOMMENDATION

Move forward with the full range of options to consider consolidating land use designations, consolidating zoning classifications, rezoning some properties to reflect existing conditions, critical areas constraints, or opportunity sites, and creating a new R-6 zone.

DISCUSSION

Staff has presented a number of issue papers to the Planning Commission on potential revisions and approaches to land use as part of the current Comprehensive Plan Update work program. The intent of the presentation of these items was to determine with the Planning Commission the extent to which the City should move forward with revisions to land use. Based on feedback from the Planning Commission, staff recommends proceeding with analysis and consideration of the full range of options. To include:

- Consolidate the land use designations
- Consolidate zoning classifications
- Rezone some properties to reflect:
 - existing conditions
 - critical areas constraints
 - opportunity sites
- Create a new Residential Six Dwelling Units per Acre (R-6) zone

All of these items will be fully analyzed and presented to the Commission for review and consideration. As demonstrated in the issue papers, and in particular the white paper drafted by Berk and Associates, some analysis has been done. However, in many instances further analysis is needed and the items have not been fully considered by the

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Planning Commission. After staff has analyzed and the Planning Commission has reviewed the items, the items will be presented for a public hearing and comment period. Following a public hearing, the Planning Commission will make recommendations.

Included as attachments are:

- Proposed Land Use Consolidation table
- Draft white paper by Berk and Associates titled "Renton Comprehensive Land Use Plan, Land Use Suitability: Renton Land Use and Zoning", May 5, 2014
- Draft development standards table

Proposed Land Use Consolidation

	Current Designation	Current Implementing Zones	Proposed Designation	Proposed Implementing Zones	Comments
	Residential Low Density	RC, R-1, R-4, RMH	Residential Low Density (LD)	RC, R-1, R-4, RMH	This would be the same
	Residential Single Family	R-8	Residential Medium Density (MD)	<ul style="list-style-type: none"> • R-6 • R-8 • RMH 	<ul style="list-style-type: none"> • Renames Residential Single Family to Residential Medium Density • Adds new zone, R-6 • Ensure R-8 zone criteria are appropriate for rezone considerations.
Growth Center Designations and Zones	Residential Medium Density	R-10, R-14, RMH	Residential High Density (HD)	<ul style="list-style-type: none"> • R-10 • R-14 • CN • RMF • RMH • (RMU) • (RMT) 	<ul style="list-style-type: none"> • Renames Residential Medium Density and consolidates Residential Multi Family to Residential High Density • Adds CN (limited scale commercial zone), RMF (multi-family 20 du/acre), and RMT (multi-family 35 du/acre) as implementing zones. • Rezone RMU (75 du/acre) properties with CV (80 du/acre) zone. Ensure allowed land uses are appropriate or establish appropriate limiting criteria. • Need to ensure tight rezone criteria for RMF, RMT, and CN zones. <ul style="list-style-type: none"> ○ <i>RMT zone may be eliminated through South Renton Rezone process, if not criteria needs to be closely evaluated.</i>
	Residential Multi-Family	RMF, RMT, RMU			
	Commercial Neighborhood	CN			
	Commercial Corridor	CA, CO, IL	Commercial & Mixed Use (CMU)	<ul style="list-style-type: none"> • CA • CO • CV (combine CD and CV zone with a new Downtown overlay) • UC (combine UC-N1 & UC-N2 allow 150 du/acre) • (IL) 	<ul style="list-style-type: none"> • New designation combining commercial and mixed use zones. • Zoning criteria need to be very carefully written with consideration for rezone requests. • Combine UC-N1 (85 du/acre) and UC-N2 (150 or 250 du/acre) to UC zone and allow 150 du/acre in combined zone. • Combine CV (80 du/acre with 60 ft height) and CD zones (150 du/acre with 95 ft height) to CV zone • Establish Growth Center Overlays (Downtown and Highlands). With CV zone in Downtown overlay allow 150 du/acre • Rezone RMU (75 du/acre 50 ft height) to CV (80 du/acre & 50 ft or 60 ft if mixed use) zones. Only allow mixed use in certain areas. Delete RMU zone. • Renton Technical College is only IL zoned property in designation, rezone IL and remove IL as implementing zone.
	Center Village	RMF, RMT, RMU, CV, R-14			
	Urban Center North	UC-N1, UC-N2			
Urban Center Downtown	CD, RMU, RMT, CO				
Employment Area Industrial	IL, IM, IH	Employment Area (EA)	<ul style="list-style-type: none"> • CO • IL • IM • IH • RC • (CA) 	<ul style="list-style-type: none"> • Combine the EAV and EAI land use designations. • CO criteria need to be tightened with consideration for rezone requests • Designate CA zoned properties with CMU and delete CA as implementing zone 	
Employment Area Valley	CA, CO, IL, IM, IH, RC				
Commercial Office Residential	COR	Commercial Office Residential (COR)	COR	This would be the same	

12

21

6

19

*Total Comprehensive Plan Designations or Zones



RENTON COMPREHENSIVE LAND USE PLAN

Land Use Suitability: Renton Land Use & Zoning

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1.0 PURPOSE

The City of Renton is preparing its Comprehensive Plan Update for completion by June 2015. A central focus of the Comprehensive Plan is the Land Use Plan. The City has developed three land use concepts:

1. **No Action:** Retain the current Comprehensive Plan Land Use Map and Zones.
2. **Consolidation & Alignment:** Consolidate Comprehensive Plan designations and better align Zones to the Comprehensive Plan land use designations.
3. **“Right Size” Land Use & Zoning:** “Right size” Renton’s Land Use designations and Zones based on the compatibility of current land uses and future growth. There are three options to consider, including:
 - Re-designate the zoning of built out areas to the density of the zone it most closely matches in order to have greater compatibility based on the suitability of density.
 - Re-designate the zoning of built out areas to the density of the zone it most closely matches in order to have greater compatibility based on the suitability of critical areas.
 - Consider rezones for some areas, such as for mixed use along corridors based on opportunity sites (e.g. vacant and redevelopable sites), the character of adjacent lands, and the Comprehensive Plan Vision.

The “Right Size” alternative focuses on **compatibility** of current land uses and future growth. Compatibility is reviewed based on a suitability analysis of density and critical areas, and a match of current development to the nearest appropriate zone (bump up or down) for greater compatibility.

Based on **opportunity** sites (e.g. vacant and redevelopable sites), the character of adjacent lands, and the Comprehensive Plan vision, this alternative analysis considers if some areas should be rezoned, such as for mixed use along corridors.

The purpose of this white paper is to develop land use and zoning recommendations for the “Right Size” alternative, and to compare all three alternatives regarding how well they meet the Comprehensive Plan Vision, protect environmental features, recognize neighborhood character, allow efficient public services, and maintain the City’s ability to meet its growth targets.

2.0 VISION

Each alternative is compared to the draft updated Vision Statement, excerpted below. The Vision promotes growth focused in the City Center and other mixed use areas as well as single family infill areas.

“Renton - The center of opportunity in the Puget Sound Region where families and businesses thrive.” (Business Plan, and Draft Comprehensive Plan Vision Statement May 2013)

Policies direct future residential and commercial growth to the City Center and to mixed-use areas that already exist throughout the City. Expansion of Renton’s employment and economic base will continue through redevelopment in the City Center and the Valley. The development of small business and industry in Renton will also diversify and strengthen the local economy.

Renton's City Center is located at the hub of commerce and transportation networks and designated as a regional growth center for employment and housing. A revitalized Downtown that functions as a 24-hour living, working, and entertainment area will emerge through planning for a balance of residential, commercial, and office uses with a distinctive, local identity. Development north of Downtown, near the Landing, will contribute to the vitality of the City Center by serving regional needs for shopping, entertainment, housing, and employment.

Outside of the City Center, higher density mixed-use development, allowed in areas currently dominated by strip development, will establish neighborhood scale living, working, and entertainment nodes, such as the Sunset Area of the Renton Highlands. Mixed-use centers and neighborhood nodes will reduce transportation impacts within the City by allowing residents to work and shop close to where they live and provide alternatives to single-occupant vehicle trips.

While new multi-family and mixed-use housing in the City Center and established neighborhood nodes will help to accommodate housing growth, single-family housing stock will grow through infill development. Single-family infill development also allows for the necessary densities to provide services at the edge of the urban area. Renton is proud of the diversity of its population and requires a full range of housing types to accommodate people of different ages, incomes, and ethnic groups. Housing Renton's growing population will require approaches that allow for a variety of housing types, maintain the ability to provide high levels of service, and ensure a high quality of life in Renton's new and established neighborhoods. (Excerpt from Draft Comprehensive Plan Vision Statement May 2013)

3.0 SUITABILITY ANALYSIS METHODS

The Right Size alternative is being developed through a Suitability Analysis according to the following steps. Maps that reflect these steps are included in the Appendix.

- 4. Map Series A, Density Mismatch:** This map series shows parcels in all single family, multifamily and mixed use zones with a mismatch between actual, minimum and maximum densities. Using Exhibit 1 below, the maps highlight areas that are under-performing or over performing in the zoning density range. In RC through R-14 zones the approach is to determine a density at which an area could be considered for a different zone, above or below. In the multifamily and mixed use zones, the approach is based typically on a formula of -20% below minimum or +20% above maximum densities. Areas of potential "bump up" or "bump down" are shown with dash circles and arrows indicating the direction of the change (↓ or ↑). Some locations are shown as an opportunity area (★). Last some areas are highlighted for review, such as RM-F areas that are over-performing (!).
- 5. Map Series B, R-8 Density Achievement and Mismatch:** For the R-8 zone another map series illustrates a color range of achieved densities: <4, 4-6, >6 units per acre, as well as areas that are under or over performing. This map series may show where a new R-6 zone could be an appropriate transition from the R-4 to the R-8 zones, particularly where the existing pattern is set and there is little infill potential that is desired. Areas of potential "bump down" are shown with dash circles and an arrow (↓).
- 6. Map Series C, Zoning and Critical Areas.** This map provides aerials, zoning districts, and critical areas; it helps highlight building patterns.

7. **Map Series D, Opportunity Maps:** This set of maps shows properties with structures 40 years old on non-single family zoned lots, as well as vacant properties in all zones. Additionally, the maps show redevelopable parcels, consisting of multifamily, mixed use, or commercial parcels where the building value is less than 50% of the value of the land. This map helps identify if there could be opportunity sites or areas important for growth capacity in the future.

Exhibit 1. Density Chart used for Mismatch Analysis

Zone	Minimum Density	Maximum Density (Net Acre) with no Bonuses	Achieved Density 2007	Mid-Point Density	Density assumed for Compatibility Analysis	
					Less than or equal to	Equal to or Greater
RC	0	0.1	0.2	0.1	0.1	1.0
R-1	0	1	1.3	0.5	0.3	3.0
R-4	0	4	4.5	2.0	2.0	6.0
R-8	4	8	6.6	6.0	4.0	10.0
R-10	4	10	8.4	7.0	8.0	14.0
R-14	10	14	12.3	12.0	10.0	20.0
RM-U	25	75	84.3	50.0	20.0	90.0
RM-T	14	35	29.0	24.5	11.2	42.0
RM-F	10	20	10.9	15.0	8.0	24.0
CN	0	4	8.2	2.0	2.0	6.0
CV	20	80	78.3	40.0	16.0	96.0
CA	10	60	45.0	35.0	8.0	72.0
CD	25	100	97.8	67.5	20.0	120.0
CO	30	50	53.1	40.0	24.0	60.0
COR	20	85	116.0	52.5	16.0	102.0
UC-N1		150		85.0	16.0	180.0
UC-N2	20	250	58.2	135.0	16.0	300.0

In addition to these map series developed for the suitability analysis, this white paper also considers a mobility/transportation index (**Map E**), location of schools, trails and bikeways (**Map F**), and parks including walkability (**Map G**).

4.0 SUITABILITY & OPPORTUNITY ANALYSIS RESULTS

As described in the Methods section, all parcels in single-family, multi-family, and mixed-use zones were reviewed to compare actual achieved densities with established density thresholds. Properties with achieved densities below the minimum threshold for the applicable zone were considered to be “Under-Performing,” and parcels with achieved densities above the maximum threshold for the applicable zone were considered to be “Over-Performing.” A summary of the acreage and number of parcels classified as under-performing or over-performing by planning area and zone is presented in Exhibit 2. The following sections summarize current land use conditions, key issues, and recommendations.

Exhibit 2. Density Mismatch By Planning Area and Zone

Planning Area	Zone	Parcels Underperforming		Parcels Overperforming	
		Count	Acreage	Count	Acreage
Benson		864	574.87	391	61.94
	CA	2	0.43	-	-
	R-4	142	173.28	151	17.67
	R-8	618	292.66	177	19.64
	R-10	2	4.29	1	1.73
	R-14	92	99.42	58	9.11
	RM-F	8	4.78	4	13.78
Cedar River		78	53.92	93	24.78
	COR	3	2.38	-	-
	R-4	39	27.09	78	12.40
	R-8	35	13.03	11	1.02
	R-14	1	11.42	1	3.73
	RC	-	-	3	7.62
City Center		384	77.10	235	40.82
	CA	18	3.98	-	-
	CD	97	12.88	5	1.87
	CN	-	-	9	1.20
	R-8	95	37.07	173	18.71
	R-10	-	-	42	6.83
	RM-F	2	0.27	3	10.62
	RM-T	86	10.57	1	0.11
	RM-U	84	11.44	2	1.48
	UC-N1	1	0.11	-	-
	UC-N2	1	0.77	-	-
East Plateau		198	211.70	766	97.29
	CA	2	0.59	-	-
	R-1	5	26.49	-	-
	R-4	103	140.82	740	95.67
	R-8	84	41.63	-	-
	R-10	-	-	17	1.19
	R-14	3	0.36	9	0.43
	RM-F	1	1.81	-	-
Fairwood		-	-	53	8.57
	R-4	-	-	53	8.57

RENTON LAND USE ALTERNATIVES
SUITABILITY ANALYSIS & RECOMMENDATIONS FOR RIGHT SIZE ALTERNATIVE

Planning Area	Zone	Parcels Underperforming		Parcels Overperforming	
		Count	Acreage	Count	Acreage
Highlands		714	306.94	121	66.87
	CA	23	15.16	-	-
	CV	16	17.43	-	-
	R-1	1	4.29	-	-
	R-4	2	15.31	-	-
	R-8	492	196.72	50	7.75
	R-10	1	1.02	40	6.87
	R-14	127	42.78	1	0.17
	RC	-	-	1	0.58
	RM-F	52	14.23	29	51.50
Kennydale		388	194.90	91	13.04
	CA	5	5.13	-	-
	CN	-	-	1	0.32
	R-4	19	18.12	25	3.73
	R-8	361	164.53	42	5.00
	R-10	3	7.12	19	1.52
	RC	-	-	4	2.47
Talbot		376	300.64	111	22.73
	CN	-	-	1	0.25
	R-1	3	22.90	-	-
	R-4	37	59.74	89	11.08
	R-8	308	164.79	18	2.24
	R-10	1	1.60	-	-
	R-14	27	51.61	-	-
	RM-F	-	-	3	9.17
Valley		1	11.62	0	-
	RM-F	1	11.62	-	-
West Hill		194	83.59	49	8.62
	CA	1	0.43	-	-
	CN	-	-	2	0.31
	R-8	164	64.36	37	3.94
	R-10	6	11.31	6	2.14
	R-14	11	5.28	-	-
	RM-F	12	2.20	4	2.23

Benson

The Benson Planning Area is predominantly residential in character, with R-8 and R-4 zoning covering large portions of the planning area as shown in Figure C-1. Much of the property in the Benson Planning Area is under-performing per Figure A-1 and Exhibit 2 especially in the R-8 zone. Achieved R-8 densities are below the level allowed by zoning, including large contiguous areas, illustrated on Figure B-1:

- A. South of SE Carr Road on the west side of 116th Avenue SE** (see ↓ symbol on Figure B-1). This area is zoned R-8 and contains a mixture of achieved densities. Several contiguous blocks exhibit achieved densities below 4 units per acre, indicating that the R-6 or R-4 zone may be appropriate.

Qualitative Capacity and Service Analysis: With little vacant land as shown on Figure D-8, this change to a lower density would not affect growth capacity significantly. This area scores relatively low on the mobility/transportation index (see Figure E). Major roads generally do not have bike lanes or wide shoulders (see Figure F). The area is near Benson Hill Elementary School (see Figure F). Public parks are limited with SE 186th Place Properties nearby (see Figure F), and the area is not considered in a park pedestrian service area (Figure G).

- B. East of 116th Avenue SE between SE 160th Street and SE 170th PI** (see ↓ symbol on Figure B-1). This area is predominantly zoned R-8, but its achieved densities generally fall between 4 and 6 units per acre. Applying a new R-6 zone may be appropriate to increase consistency with the existing land use pattern.

Qualitative Capacity and Service Analysis: This area has some vacant capacity and larger lots in the area northwest of the Cascade Village Shopping Center (see Figures D-8 and B-1), and would require some care in drawing boundaries between the R-6 and R-8 zones to recognize existing character as well as allow for infill development as promoted in the Vision Statement. The area is near Cascade Elementary, Cascade Park, and Tiffany Park, has pedestrian trails and is in a parks pedestrian service area (Figures F and G). It has a low mobility/transportation index score (Figure E).

While most of the Benson Planning Area is performing below the densities allowed by zoning, the area does contain pockets of over-performing development, generally in the form of small, discrete subdivisions.

- C. The area of R-4 zoning in the southeast corner of the planning area** contains several such pockets of over-performing development in discrete subdivisions, and up-zoning may be appropriate in limited areas, as shown on Figure A-1 (see ↑ symbol on Figure A-1).

Qualitative Capacity and Service Analysis: If generally matching the existing higher density area boundaries, increased zoning would not affect growth capacity significantly. This area scores relatively low on the mobility/transportation index (see Figure E). Major roads generally do not have bike lanes or wide shoulders (see Figure F). The area is near Benson Hill Elementary School and Meeker Junior High (see Figure F). Public parks include Soos Creek Park and Trail (see Figure F and G).

Further there are some **locations of RM-F** that are over performing in this neighborhood (shown with ! symbol on Figure A-1). There is also an opportunity site to create a more defined neighborhood center.

- D.** It may be appropriate to consider a zoning code adjustment to the density range in the RM-F zone applicable to this and other planning areas. These multifamily areas tend to be located near commercial centers and major roads, schools, and parks.

- E. Based on past community planning efforts and redevelopable land on Figure D-7, the **Cascade Village Center** with CA and RM-F zoning at 116th Avenue SE and SE Petrovsky Rd could be considered an opportunity site for mixed use zoning to create a more robust center (see ★ symbol on Figure A-1).

Highlands

The Highlands Planning Area contains a mix of zoning districts, though it is primarily residential in character. Multi-family, mixed use, commercial and light industrial zones are grouped along major road corridors, such as NE 4th Street and NE Sunset Boulevard. R-8 zoning forms the core of the residential areas in the Highlands, with smaller areas of R-10 and R-14 zoning located in proximity to commercial and mixed-use nodes. While the planning area contains a large number of parcels who's achieved density is below the minimum density of the applicable zone, these are generally scattered throughout the planning area, with few contiguous concentrations of underperforming property. One notable exception to this trend is the R-14 district in the Sunset area, where most of the residential property does not meet the minimum density for the zone, primarily due to historic development patterns of single family and multiplexes that often are 40 years or greater in age. Recent planning efforts in this area are anticipated to promote the gradual conversion of housing in this area to higher densities.

The Highlands Planning Area also contains several areas of R-8 zoning where application of a new R-6 zone may be appropriate due to achieved densities in the range of 4-6 units per acre. As illustrated on Figure B-2, these areas include:

- F. **West of Duvall Avenue NE and south of NE 24th Street** (see ↓ symbol on Figure B-2). Little of this area is vacant and a change of zoning would not likely affect growth capacity. This area has access to Glencoe Park and is near May Creek Park, and is in a park pedestrian area (see Appendices F and G). A bike lane extends along Duvall Avenue NE (Figure F). It is near Sierra Heights Elementary School. It is in a lower mobility/transportation index area (Figure E).
- G. **East of Union Avenue NE and south of SE 2nd PI** (see ↓ symbol on Figure B-2). The area is largely developed except for a steep slope open space, and a change in zoning would not affect growth capacity meaningfully (Figure D-10). The area has access to Heritage Park, and is in a park pedestrian area (see Figures F and G). Wide shoulders or curb lanes are available for bicycling. This area too is in a lower mobility/transportation index area (Figure E).

As with the Benson Community Planning Area, there are some multifamily properties in the Highlands area that are over performing, and a zoning code adjustment to the density range in the **RM-F zone** could be reasonable (shown with ! symbol on Figure A-2).

Talbot

The Talbot Planning Area contains predominantly residential zoning, with commercial areas and higher-density residential concentrated along SE Carr Road. R-8 zoning makes up the bulk of residential zoning in the planning area, and a large portion of these properties have achieved densities below the minimum density established by the zoning district (see Exhibit 2). Although under-performing parcels are widespread in the Talbot Planning Area, they are often intermixed with properties performing within the established density ranges for the applicable zone.

The planning area contains few concentrations of under-performing properties; however, a limited amount of the R-8 zoning district may be appropriate for rezoning to R-6 due to achieved densities in the range of 4-6 units per acre, as illustrated on Figure B-3:

H. Talbot Hill, Benson Drive S, and Panther Creek Area (see ↓ symbol on Figure B-3). This area is constrained by the Panther Creek wetlands on the west. Many lots were platted at a density of 4-6 units per acre and there is little vacant land that is not committed as a public open space (Figure D-8). The area has access to Thomas Teasdale Park and Talbot Hill Elementary School (Figures F and G). It is in a moderate mobility/transportation index area (Figure E), and in a park pedestrian access area (Map G).

As with other planning areas, there is an **RM-F property** near S Carr Road and Benson Drive S that is over performing (shown with ! symbol on Figure A-3).

City Center

The City Center Planning Area contains a broad mix of zoning districts, including commercial, industrial, residential, and mixed-use zones. Achieved densities in residential and mixed-use areas vary widely. The R-8 and R-10 zones northeast of the Cedar River contain pockets of over-performing parcels, which were studied in a prior neighborhood plan for North Renton and are not identified for change.

- I. The RM-U zone southwest of the Cedar River contains a concentration of under-performing properties that could potentially be rezoned to increase compatibility (illustrated on Figure A-4). This area, generally bounded by SR-167 on the west, I-405 on the south and east, and S 2nd Street on the north, contains the majority of the under-performing properties in the City Center.
 - 1. The RM-U properties south of Houser Way could be considered for R-14. (see ↓ symbol on Figure A-4)
 - 2. North of Houser Way S some CD properties could be considered for another multifamily zone that is a closer match to existing density, particularly if the RM-U density range is adjusted as described above (see ↓ symbol on Figure A-4).

Qualitative Capacity and Service Analysis: In the CD zone, changes to redevelopable properties (Figure D-6) should be carefully considered to avoid changes to growth capacity. The CD and RM-U areas are in the “high opportunity” mobility/transportation index (Map E), and are in proximity to the Burnett Linear Park (Maps F and G). Renton High School and the Performing Arts Center are in walking distance. Walkability is high throughout the neighborhood.

Cedar River

The Cedar River Planning Area is primarily characterized by Resource Conservation zoning with limited residential development, though several subdivisions are located adjacent to the Cedar River and SR-169, which parallels the river through this area. As illustrated in Figure A-5, the Cedar River Planning Area contains some properties with achieved densities below the minimum for their zoning district, mostly concentrated in the eastern end of the planning area in the R-8 and R-4 zones. Two large properties north of Royal Hills Drive SE, zoned R-14 and currently developed for condominiums, are also classified as under-performing.

- J. **SR 169 at Eastern City Limits and SR 169** (see ↓ symbol on Figure B-5). An under-performing area that also exhibits densities closer to R-6 lies in the eastern extent of the city limits and could be considered for a new R-6 designation.

Qualitative Capacity and Service Analysis: This area is built out and growth capacity would not change; there are steep slopes abutting to the south (See Figures D-5 and B-5). The area is served by the Cedar River trail extending along SR 169 (Map F). The area is considered to be in a high mobility/transportation index area (see Map E).

- K. Over-performing properties do not account for a large portion of the land in the Cedar River Planning Area, but Figure A-5 shows a concentration of over-performing parcels in a subdivision on the **north side of SR-169 near Maplewood Park** (see ↑ symbol on Figure A-5). This neighborhood is zoned R-4, and rezoning to R-6 or R-8 may be appropriate to increase compatibility with the existing land use pattern.

Qualitative Capacity and Service Analysis: This area is built out and growth capacity would not change (See Figure D-5). The area is served by the Maplewood Roadside Park, and a regional trail extends along SR 169. It is adjacent to the Maplewood Golf Course (Figures F and G). Within the pocket neighborhood the area is walkable, and it is considered in a high mobility/transportation index area (Figure E).

Kennydale

The Kennydale Planning Area is primarily residential in character, featuring many older single-family homes west of I-405 with Lake Washington views. Some commercial zoning is present in the northern end of the planning area along I-405 and near the junction of I-405 with N 30th Street. The bulk of the planning area consists of R-8 zoning, and achieved densities are mixed. While Kennydale contains a large number of properties with achieved densities below the minimum for the zoning district, they are spread across the area and often intermixed with properties that meet or exceed the density standards.

- L. The issue driving future development in the Kennydale Planning Area is the attractiveness of the **residential areas north of N 28th Street and west of I-405**. High property values have prompted a trend of constructing larger homes on relatively small lots and subdividing larger lots to build as many homes as possible. This gradual transition has slowly altered the character of the neighborhood.

Given the market attractiveness, infill could continue. Revisions to development regulations regarding short plats may be appropriate, though no rezoning is recommended in this area. For example, the definition of net density in RMC 4-11 provides a measurement rule of rounding up when the calculation is 0.5 or greater. This approach could be changed to either remove rounding for developments of two lot short plats, or to increase the rounding thresholds for short plats. See Section 5.0 for more information.

Qualitative Capacity and Service Analysis: The area is served by Gene Coulon Park and Kennydale Beach Park, as well as a trail along Lake Washington Boulevard. The area is walkable, and it is considered in a high mobility/transportation index area (Figure E). Kennydale Elementary and Kennydale Lions Park lie in upper Kennydale (Figures F and G).

Valley

The Valley Planning Area is primarily zoned for industrial and commercial uses. As such, achieved residential density in this area was not a focus of this study.

West Hill

Most of the West Hill Planning Area lies within Renton's unincorporated Urban Growth Area. The easternmost portion of the planning area lies within city limits and consists primarily of R-8 and R-10 zoning. Much of the property zoned R-8 has not achieved the minimum density for that zone (see Figure A-8). However, it is suggested that this area be considered more comprehensively for zoning adjustments when the full neighborhood is annexed.

Fairwood

The Fairwood Planning Area lies almost entirely in Renton's unincorporated Urban Growth Area. Only a small area in the northwest corner, as illustrated in Figure A-9, lies within the current city limits. This area is entirely zoned R-4, and most of these properties have achieved densities beyond the maximum for that zone. However, the lot pattern indicates that many of these lots have been clustered to preserve open space; the gross density of the entire subdivision would be lower than that of the individual lots. No modifications to zoning in this planning area are recommended as part of this study.

East Plateau

The East Plateau Planning Area lies partially within Renton city limits and partially in the City's unincorporated Urban Growth Area, and most of the incorporated areas are zoned R-4 and R-8. The development pattern in this area is heavily influenced by the prior application of King County zoning; much of the existing development was permitted prior to annexation by Renton, and development did not necessarily occur in a manner consistent with the City's vision which identifies a low density residential transition area from the more urban parts of Renton to the edge of the Urban Growth Boundary. As a result, the East Plateau includes a number of areas, primarily in the R-4 zoning districts, that have achieved densities above the maximum allowed by current zoning. This is symptomatic of a larger issue of consistency between the King County zoning regulations applied in Renton's unincorporated Urban Growth Areas and the zoning applied within the adjacent incorporated areas. The City's concern is illustrated in the existing land use policy below:

Policy LU-148. Encourage larger lot single-family development in areas providing a transition to the Urban Growth Boundary and King County Rural Designation. The City should discourage more intensive platting patterns in these areas.

The City of Renton plans to continue coordination with King County in an effort to improve consistency in the future. The East Plateau Planning Area is illustrated in Figures A-10 and B-10.

5.0 "RIGHT SIZE" ZONING CODE OPTIONS

R-6 Zone

The City's zoning scheme includes R-1, R-4, R-8, R-10, and R-14 zones as well as multifamily zones. The suitability analysis illustrates a large amount of lots in the 4-6 units per acre range that could fit into an R-6 zone if created.

The use of the R-8 zone was intended to promote smaller lot single family development to help achieve the City's objective of a single family and multifamily balance outside of centers:

Objective H-A: Maintain a balance in the number of single-family and multi-family housing units outside of the urban center, through adequately zoned capacity.

First time homebuyer housing stock and quality single family stock in general are important. At the same time, community character and suitability are other factors to consider as to whether to create a new R-6 zone. An example purpose statement for a new R-6 zone follows:

RESIDENTIAL-6 DU/ACRE (R-6):

The Residential-6 Dwelling Units Per Net Acre Zone (R-4) is established to promote urban single family residential neighborhoods serviceable by urban utilities and designed to promote connectivity, walkability, recreation, and

environmental quality. It is intended to implement the [Single Family / Residential Medium Density] Land Use Comprehensive Plan designation. The Residential-6 Dwelling Units Per Net Acre Zone (R-6) will allow a maximum density of six (6) dwelling units per net acre. The R-6 designation serves as a transition between lower density residential zones and higher density residential zones, and provides opportunities for moderate density homes. "Small lot clusters" are allowed on sites where open space amenities are created, when superior in design and siting than that which would normally otherwise occur, and to encourage provision of efficient sewer services.

R-8 Zone, Short Plat Rounding

In zones where infill has been successful per the City's vision, there may be some tension in the manner the homes have been built, such as if the lots or lot widths, building scale, or footprint of homes do not match the predominant character of a neighborhood. Revisions to development regulations regarding short plats could help solve the concern.

The definition of net density in RMC 4-11 provides a measurement rule of rounding up when the calculation is 0.5 or greater.

DENSITY, NET: A calculation of the number of housing units and/or lots that would be allowed on a property after critical areas, i.e., very high landslide hazard areas, protected slopes (except evaluate on a case-by-case basis those protected slopes created by previous development), wetlands, Class 1 to 4 streams and lakes, or floodways, and public rights-of-way and legally recorded private access easements are subtracted from the gross area (gross acres minus streets and critical areas multiplied by allowable housing units per acre). Required critical area buffers, streams that have been daylighted including restored riparian and aquatic areas, public and private alleys, and trails, shall not be subtracted from gross acres for the purpose of net density calculations. All fractions which result from net density calculations shall be truncated at two (2) numbers past the decimal (e.g., 4.5678 becomes 4.56). Calculations for minimum or maximum density which result in a fraction that is 0.50 or greater shall be rounded up to the nearest whole number. Those density calculations resulting in a fraction that is less than 0.50 shall be rounded down to the nearest whole number.

This definition could be changed to either remove rounding for developments of two lot short plats, or to increase the rounding thresholds for short plats generally. If measurement rules become more complex it would be appropriate to move the measurement rules out of the definition and into another part of the zoning code.

For example, the Kenmore Municipal Code applies the following more strict rounding standards for short plats to avoid the uncharacteristic lot patterns in established neighborhoods but at the same time to allow limited infill development:

- E. When density calculations result in a fraction, the permitted number of lots derived from short subdivisions of four or fewer lots shall be rounded as follows:*
- 1. For a short subdivision resulting in less than two lots (base density) as described in subsection A of this section, fractions of 0.85 shall be rounded up to the nearest whole number and fractions below 0.85 shall be rounded down.*
 - 2. For a short subdivision resulting in more than two but less than three lots (base density) as described in subsection A of this section, fractions of 0.75 shall be rounded up to the nearest whole number and fractions below 0.75 shall be rounded down.*

3. For a short subdivision resulting in more than three lots but less than four lots (base density) as described in subsection A of this section, fractions of 0.60 shall be rounded up to the nearest whole number and fractions below 0.60 shall be rounded down.

If short plat density is less a concern and compatibility at the streetscape is a greater concern, adjustments of lot widths or lot coverage could also be appropriate.

RM-F Zone Adjustments

The RM-F zone permits a range of densities from 10 to 20 units per acre (minimum and maximum without bonuses). Many RM-F properties throughout the planning areas are over-performing at 24 or more units per acre; this would mean the properties are nonconforming to zoning.

The density range of 10-20 units per acre is typically associated with garden apartments – typically walk up apartments with setbacks. Densities in the upper 20 units per acre are at the point of being able to accommodate underbuilding parking.

The City’s multifamily and mixed use densities are laid out in Exhibit 3 below and illustrate there is a lack of multifamily zones outside of centers that allow densities in the 20-60 units per acre range; only the CA zone allows for this level of density. The RM-F zone could be amended to allow for densities greater than 20 units per acre if designed for compatibility with adjacent lower densities zones such as upper story setbacks, open space amenities, etc. and if the development takes access from major roads. It should be noted that the RM-F zone is often co-located next to CA zoning and a consistent density range could be appropriate. A policy question is whether such densities in the RM-F zone would dilute the effectiveness of development in the centers or would affect any potential mixed use development in the CA zone; however the RM-F sites are largely built out and not likely to change in the near future.

Exhibit 3. Range of Multifamily and Mixed Use Densities

Zone	Minimum Density	Maximum Density (Net Acre) with no Bonuses	Mid-Point Density
R-14	10	14	12.0
RM-U	25	75	50.0
RM-T	14	35	24.5
RM-F	10	20	15.0
CN	0	4	2.0
CV	20	80	40.0
CA	10	60	35.0
CD	25	100	67.5
CO	30	50	40.0
COR	20	85	52.5
UC-N1	20	150	85.0
UC-N2	20	250	135.0

Source: Renton Municipal Code, BERK Consulting 2014

6.0 OTHER LAND USE ALTERNATIVES

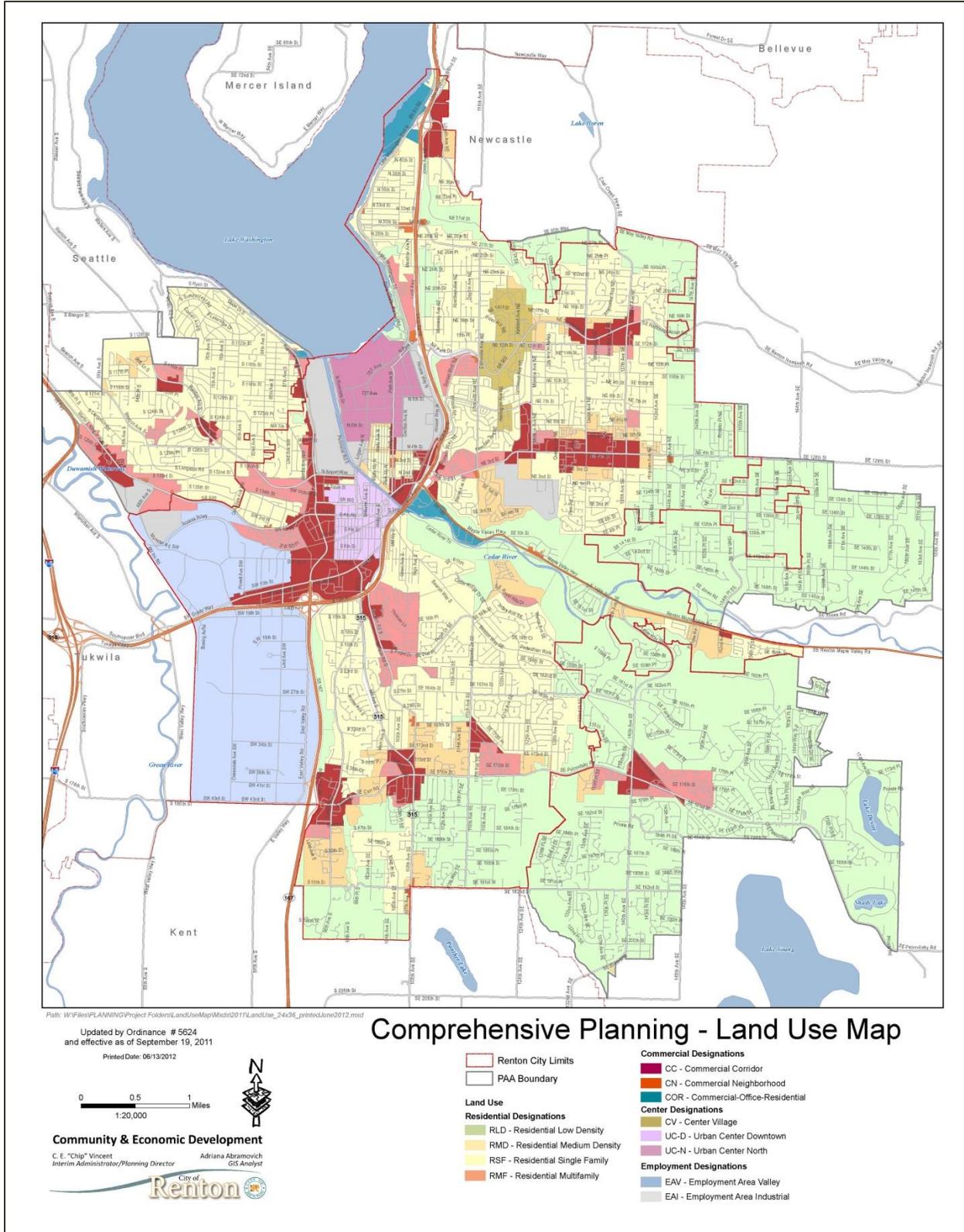
Sections 1.0 through 5.0 focus on the “Right Size” Land Use and Zoning Option. This section describes the other two options under consideration for the Comprehensive Plan Update.

Current Comprehensive Plan Land Use Map and Zoning

This alternative is a “no action” alternative and retains the present scheme. Land Use designations consist of 12 categories in a pattern transitioning from the eastern Urban Growth Boundary at a lower residential density to a typical urban single family designation to commercial corridors, dense urban mixed use neighborhoods, and employment centers. See Exhibit 4.

Implementing zoning is complex with 21 commercial, industrial, mixed use, single family and multifamily categories. See Exhibit 5.

Exhibit 4. Current Comprehensive Land Use Map

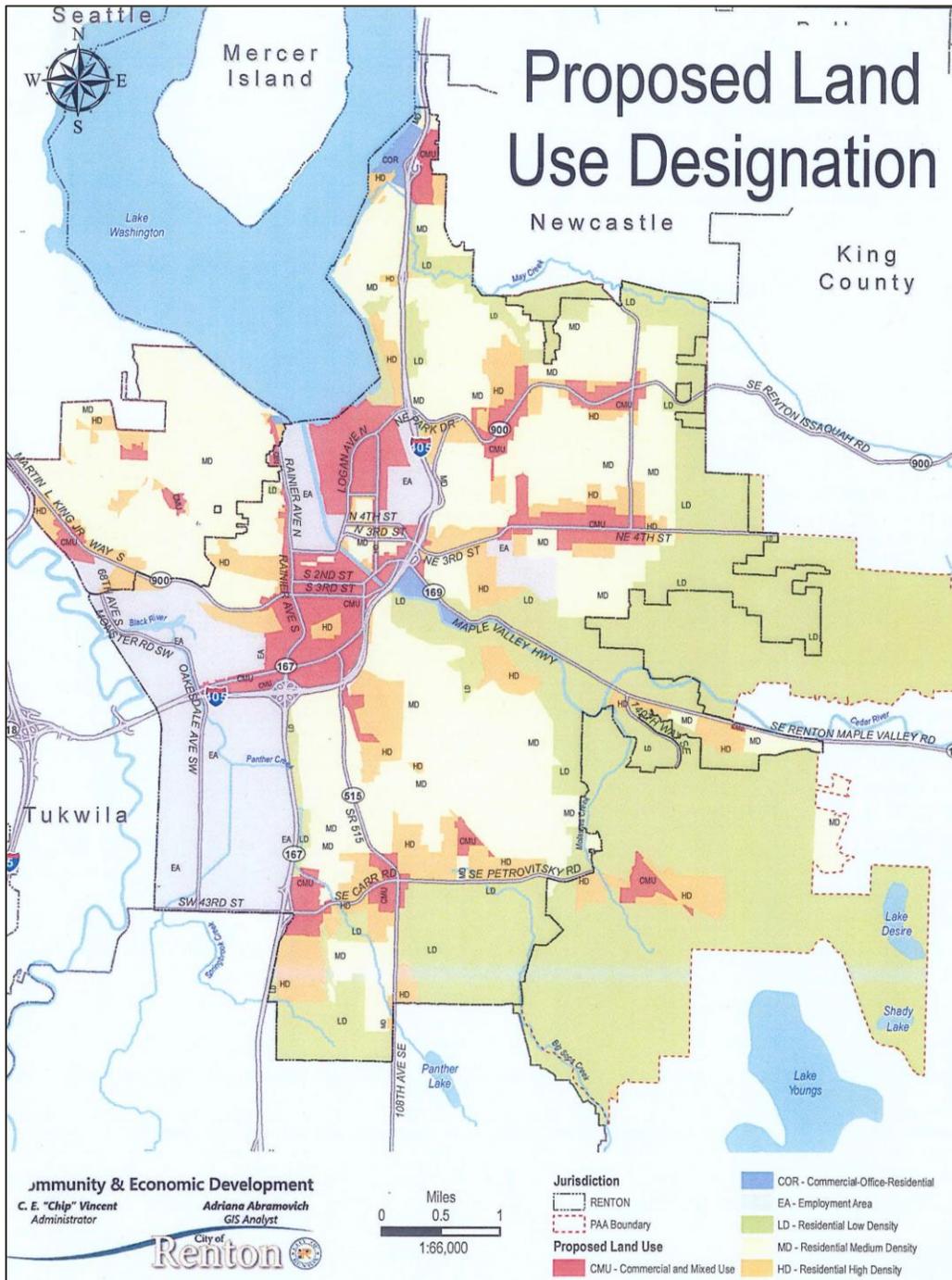


Source: City of Renton 2014

Consolidation & Alignment: Land Use and Zoning Consolidation Alternative

A second land use option under consideration is one that simplifies, consolidates and reduces the land use designations from 12 to 6, principally by consolidating the residential high density designations, mixed use designations, and employment areas into fewer categories. See **Error! Not a valid bookmark self-reference.** Implementing zoning would consist of about 19 districts.

Exhibit 6. Consolidation and Alignment Land Use Map



Source: City of Renton 2014

7.0 EVALUATION CRITERIA

This section evaluates each alternative according to compatibility criteria listed below and in Exhibit 7:

- Consistency with Comprehensive Plan Vision (see Section 2.0),
- Protect natural environment features,
- Recognize neighborhood character,
- Ensure efficiency of services (e.g. transportation, public services), and
- Maintain ability to meet growth targets/try to avoid reductions in land capacity (no net loss approach),
- Maintain a low density residential pattern along UGA boundary,
- Recognize recent subarea planning efforts: Sunset Area, Landing & North Renton, and others,
- Allow for effective implementation of the Comprehensive Plan and Zoning.

Exhibit 7 shows a broad level of comparison of the three alternatives and the criteria. All alternatives meet the community vision and support neighborhood plans, protect natural features, maintain a low density pattern along the UGA boundary, and promote growth supporting efficient services. Generally Options 2 and 3 best meet the criteria overall, with Option 2 maximizing plan implementation through streamlining of land use and zoning categories, and Option 3 maximizing the recognition of neighborhood character.

Exhibit 7. Alternative Criteria Evaluation Matrix

Criteria	1. Current Plan	2. Consolidation & Alignment	3. Compatibility & Opportunity	Notes
Consistency with Comprehensive Plan Vision	●	●	●+	All alternatives meet the vision for centers, corridors, and single family infill. Option 3 improves compatibility and quality of life.
Protect natural environment features	●	●	●+	All alternatives would implement critical area regulations and apply Resource Conservation zoning in many steep slope and stream corridors. Option 3 further reduces density near wetlands and steep slopes in Talbot.
Recognize neighborhood character	○	○	+	Option 3 focus is on compatibility of development with neighborhood character.
Ensure efficiency of services (e.g. transportation, public services)	●	●	●	All alternatives maintain urban growth patterns and support capital plans.
Maintain ability to meet growth targets	●	●	●	Option 3 areas of change would include areas of increased or decreased urban densities based on existing development patterns, and limit changes in developable areas to avoid changes in capacity.

Criteria	1. Current Plan	2. Consolidation & Alignment	3. Compatibility & Opportunity	Notes
Maintain low density residential pattern along UGA boundary	●	●	●+	All alternatives maintain a low density pattern in eastern Renton. Option 3 further addresses a lower density in the eastern Cedar River planning area.
Recognize recent subarea planning efforts	●	●	●	All options are intended to implement recent subarea planning efforts. Option 3 maintains plans for North Renton and Low Density Residential on the UGA boundary even where densities could suggest otherwise.
Allows for effective implementation of the plan and zoning	○	+	●+	Option 2 simplifies implementation of land use designations and zoning. Option 3 more effectively matches local character and fine tunes the zoning code to promote compatibility.

⊕ = Improves implementation of criteria ● = Meets criteria ○ = Partially meets criteria □ = Does not meet criteria

Options 1 and 2 would generally retain present zoning and would not affect growth capacities. A final evaluation of Option 3 “Right Size” alternative assesses at a gross level the potential effect of zoning changes on growth capacity (potential additions and subtractions of growth). More detailed analysis would be appropriate once boundaries of zoning changes are identified.

Option 3 Compatibility & Opportunity Potential Effect on Growth Capacity

Zone	Bump Up Effect on Capacity	Bump Down Effect on Capacity	Opportunity Sites
RC	--	--	--
R-1	--	--	--
R-4	Benson and Cedar River ⇔ - small, few vacant areas	--	--
R-8	--	↓small if drawing boundaries to avoid larger lots & vacant areas	--
R-10	--	--	--
R-14	--	--	--
RM-U	--	↓-moderate – if applying R-14.	--
RM-T	--	--	--
RM-F	⇔	--	↑
CN	--	--	--
CV	--	--	--
CA	--	--	↑- Depending on approach to center
CD	--	↓-moderate – if applying new RM-F range.	--
CO	--	--	--
COR	--	--	--
UC-N1	--	--	--
UC-N2	--	--	--

↑ = Increases capacity ⇔ = Neutral capacity ↓ = Decreases capacity -- = No change

8.0 NEXT STEPS

This white paper identifies potential areas of incompatibility and areas of map or code changes to improve compatibility and consistency, better recognizing neighborhood character.

Once the broader recommendations regarding the Right Size alternative are vetted with City staff and the Planning Commission, more specific land use and zoning map and code changes can be developed for consideration by the Planning Commission and City Council.

	RC	R-1	R-4	R-6	R-8	R-10	R-14
Minimum Lot Area	10 acres 10 acres	1 acre 1 acre	8,000 sq. ft. 9,000 sq. ft.	7,000 sq. ft.	4,500 sq. ft. (1+ acre parcels) 5,000 sq. ft. (less than 1 acre parcels) 5,000 sq. ft.	None 4,000 sq. ft.	None 3,000 sq. ft.
Minimum Lot Width	150 ft. 150 ft.	75 ft. 100 ft.	70 ft. 70 ft.	60 ft.	50 ft. 50 ft.	None 40 ft.	None 30 ft.
Minimum Lot Width (corner lots)	175 ft. 175 ft.	85 ft. 85 ft.	80 ft. 80 ft.	70 ft.	60 ft. 60 ft.	None 50 ft.	None 40 ft.
Minimum Lot Depth	200 ft. 300 ft.	85 ft. 200 ft.	80 ft. 100 ft.	90 ft.	65 ft. 80 ft.	None 70 ft.	None 60 ft.
Front Setback	30 ft. 30 ft.	30 ft. 30 ft.	30 ft. 30 ft.	25 ft.	Alley Loaded Garages: 10 ft. Front Loaded Garages: 15 ft. Alley Loaded Garages: 15 ft. Front Loaded Garages: 20 ft.	10 ft., except garages/carpport is 15 ft. Alley Loaded Garages: 15 ft. Front Loaded Garages: 20 ft.	10 ft., except garages/carpport is 15 ft. Alley Loaded Garages: 10 ft. Front Loaded Garages: 20 ft.
Rear Setback	35 ft. 35 ft.	25 ft. 30 ft.	25 ft. 25 ft.	25 ft.	20 ft. 20 ft.	12 ft. 15 ft.	12 ft. 10 ft.
Side Setback	25 ft. 25 ft.	15 ft. 15 ft.	5 ft. 10 ft.	7.5 ft.	5 ft. 5 ft.	Detached Units: 4 ft. Attached Units: 4 ft. for unattached side(s), 0 ft. for the attached side(s) No change	Detached Units: 4 ft. Attached Units: 4 ft. for unattached side(s), 0 ft. for the attached side(s) No change
Side Setback (along a Street)	30 ft. 30 ft.	20 ft. 30 ft.	20 ft. 30 ft.	25 ft.	15 ft. 15 ft.	10 ft., except garage/carpport shall be 15 ft. 15 ft.	10 ft., except garage/carpport shall be 15 ft. 15 ft.
Maximum Height	30 ft. 30 ft.	30 ft. 30 ft.	30 ft. 30 ft.	30 ft. 30 ft.	30 ft. 30 ft.	30 ft. 30 ft.	Residential: 30 ft. Commercial: 20 ft. No Change

	RC	R-1	R-4	R-6	R-8	R-10	R-14
Maximum Building Coverage (including Primary and Accessory)	Lots 5 acres or more: 2%. An additional 5% may be used for agri. buildings Lots 10,000 sq ft to 5 acres: 15%. On lots greater than 1 acre, an additional 5% may be used for agri. building. Lots 10,000 sq ft or less: 35% 10%	20% 20%	5,000+ sq. ft. lots: 35% or 2,500 sq. ft., whichever is greater Less than 5,000 sq. ft.: 50% 35%	40%	5,000+ sq. ft. lots: 35% or 2,500 sq. ft., whichever is greater Less than 5,000 sq. ft.: 50% 45%	None 55%	None 60%
Maximum Impervious Surface Area	Lots 5 acres or more: 20%. Lots 10,000 sq ft to 5 acres: 55%. For each additional 10,000 sq ft increase in lot size, the impervious coverage shall be decreased by 1.75% to a minimum 20% for a 5 acre lot. Lots 10,000 sq ft or less: 55% 15%	30% 30%	55% 50%	55%	75% 60%	Detached Units: 75% Attached Units: 65% 70%	85% 75%