



# Northeast Redevelopment Area (NERA)

City of Burien and  
Port of Seattle

## Redevelopment Plan and Implementation Strategy

### EXECUTIVE SUMMARY

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HEARTLAND

# Executive Summary

## Introduction

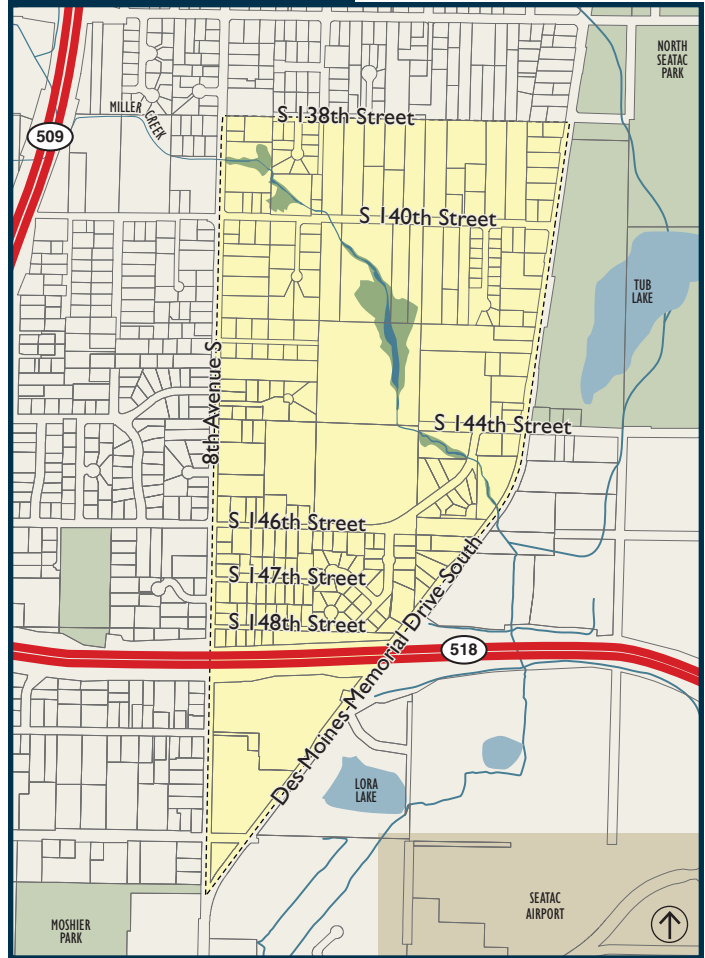
### BACKGROUND

The Northeast Redevelopment Area (NERA) was created in 1997 through the adoption of the City of Burien Comprehensive Plan. The NERA was identified as an area affected by present and future aviation activities at Seattle-Tacoma International Airport. Many of the existing land uses in the NERA became incompatible with airport operations, and a new plan was needed for the area. As a result, the City of Burien and Port of Seattle (a major land owner in NERA and operators of the Airport) partnered to develop this redevelopment plan and implementation strategy for the next fifteen years. The plan was shaped by community input, market and economic analysis, evaluation of existing conditions and master planning.



*View of descending aircraft from 12th Place South within NERA*

### Project Context Map



### PROJECT CONTEXT

The NERA, located within the City of Burien, is bordered by South 138th Street to the north, 8th Avenue South to the west, and Des Moines Memorial Drive South to the east and south. The NERA's location in proximity to Seattle-Tacoma International Airport and major transportation corridors, including State Routes 518 and 509 and Interstates 5 and 405, significantly benefits its redevelopment potential. The Project Context Map above, depicts the NERA.

## PURPOSE OF THE REDEVELOPMENT STRATEGY

The City of Burien (City) and the Port of Seattle (Port) have prepared the NERA Redevelopment Plan and Implementation Strategy to help the City and NERA residents and property owners realize the vision for the area. The plan and strategy will aide NERA property owners in transitioning from the current mixture of vacant, residential, institutional, and small-scale commercial uses to land uses that are compatible with airport operations.

## PLANNING PROCESS

The planning process included an initial “Discovery Phase” of work involving a review of past relevant plans and studies, as well as a general evaluation of existing conditions in the NERA and introductory meetings with NERA property owners and stakeholders. At the close of the Discovery Phase, the scope of work for the full study was prepared. Additional review of background information and existing conditions then occurred, along with critical areas inventory and mapping work. After community workshop sessions were held and additional input was obtained from property owners and stakeholders in the NERA, redevelopment concept alternatives were created. The concept alternatives were developed with consideration of natural and built conditions, as well as Federal Aviation Administration (FAA) restrictions that affect future development on Port-owned property. Transportation and infrastructure improvements to serve the redevelopment were then defined and related costs calculated. Analysis of redevelopment opportunities and detailed financial

and economic analysis followed. This resulted in the recommendation of a preferred alternative and an implementation strategy that includes several steps to be completed incrementally over the next fifteen years.

## VISION AND OVERALL GOAL

Through strategic, incremental redevelopment over time, the NERA in Burien will transform into an area of viable and sustainable airport-compatible land uses. The redevelopment plan and implementation strategy will be responsive to regional market and economic realities, adaptable to the physical and environmental development capacity of the land, respectful of the need for appropriate transitions with adjacent land uses, and consistent with the community’s desires for the area.

## The Importance of Community, Stakeholder and Public Involvement

The purpose of public involvement and outreach was to involve a broad spectrum of community and stakeholder interests and perspectives in the planning process for the redevelopment plan and implementation strategy. Public and stakeholder involvement:

- Brought forth valuable insights and ideas to help shape the redevelopment plan and implementation strategy for the NERA;
- Strengthened community interest in and support for the redevelopment plan and implementation strategy; and
- Fostered partnerships and cooperation to support successful implementation of the vision and objectives for the NERA over the long-term.

## Project Schedule



## COMMUNITY DIALOGUE WORKSHOP OCTOBER 23, 2008

Input gained from the October 2008 stakeholder workshop sessions helped to shape the redevelopment plan and implementation strategy. General comments from the public and stakeholders included support for:

- New development, improved infrastructure and site design respectful of adjacent uses to accommodate development,
- Design and enhancement of a public open space corridor along Miller Creek,
- Revised land use regulations and resources for aiding property owners in potential redevelopment, and
- Flexible land uses that can adapt to the market and property owners interests.

These comments and input helped shape the development of alternatives for the NERA and directly influenced the recommendations for improvements and infrastructure projects identified in this redevelopment plan.

## NERA PUBLIC MEETING AND SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT (SEIS) SCOPING MEETING, APRIL 29, 2009

In April 2009, a public meeting was held to gather comments and input on the latest redevelopment concepts for the NERA. The meeting also served as a public environmental scoping meeting and was facilitated by a hearing examiner. The meeting provided opportunities for participants to submit verbal and written comments on the redevelopment alternatives presented. The two redevelopment alternatives presented required amendments to City of Burien comprehensive plan and zoning provisions. A “no action” alternative that would not require amendments to existing City planning and zoning provisions also was presented. Many participants commented favorably about the potential for new development and industry in the NERA. Some participants expressed concerns about potential environmental impacts such as traffic, noise, and light. Several property owners expressed interest in expanded home-based businesses. Some participants stated that they were intending to stay in their residences and may reinvest in their properties.

## MEETINGS WITH STAKEHOLDERS AND PARTNERS

Members of the project team met with various stakeholders throughout the course of the planning process. Meetings were held with individual stakeholders, as well as groups of stakeholders at key points in the planning process. The team presented results of analysis and early draft redevelopment concepts and scenarios to the stakeholders for input. The sessions also provided additional opportunities for stakeholders to communicate and coordinate with each other about various issues and potential redevelopment efforts in the NERA. The stakeholders included:

- Property owners in the NERA (multiple groups and individuals)
- City of Burien Business & Economic Development Partnership (BEDP)
- Representatives from auto dealerships in Burien
- City of Burien staff
- City of Burien City Council members
- City of Burien Planning Commission members
- Port of Seattle staff
- Port of Seattle leadership
- City of SeaTac staff
- Washington State Department of Transportation staff
- Miller Creek Basin planning representative

In addition to meetings with stakeholder groups and the public, the NERA planning partners, consisting of representatives from the City and Port met on a regular basis during the planning process. As the principal planning partners for the project, City and Port representatives helped to guide the study efforts and make decisions at key milestones.



## Existing Conditions in the NERA

This stage of work involved a review of relevant plans and studies completed to date, including existing land use regulations, environmental documents and economic studies. Existing conditions related to natural conditions and critical areas (wetlands, Miller Creek, topography, vegetation, etc.) land use, transportation, utilities, and stormwater were reviewed, documented, and analyzed to obtain a comprehensive understanding of the opportunities and constraints of the area.

### NATURAL CONDITIONS AND CRITICAL AREAS

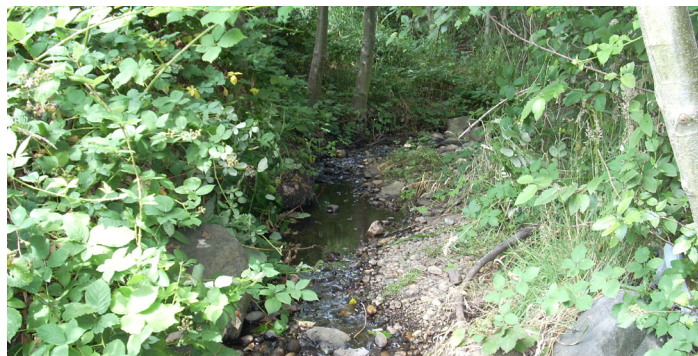
A critical areas report was completed for the NERA to delineate the extent of Miller Creek and its wetlands. This delineation led to a better understanding of the location of the creek, wetlands and their buffers, as well as topographic constraints in the northwest portion of the NERA. This data informed master planning of the concept alternatives and potential buildable areas within the NERA.

### PROPERTY OWNERSHIP AND LAND USES

The NERA consists of a total of approximately 158 acres of land, divided among private and public property owners (Port of Seattle, Highline School District, and City of Burien). Private property, single family residential use accounts for the majority of the NERA. The table below illustrates this breakdown.

Property Ownership Distribution in NERA*		
PROPERTY OWNER	OWNERSHIP AREA (IN ACRES)	PERCENTAGE OF NERA
Private Property Owners	75 acres	47%
City of Burien	2.5 acres	2%
Port of Seattle	55 acres	35%
Highline School District	9 acres	6%
Public Street ROW	16.5 acres	10%
<b>TOTAL</b>	<b>158 acres</b>	<b>100%</b>

\* (Areas are approximate and do not include bordering Street ROW area)



Miller Creek and associated wetlands located in the NERA

### FEDERAL AVIATION ADMINISTRATION (FAA) REQUIREMENTS

Portions of the NERA are subject to varying levels of FAA restrictions, which include areas where no structures are allowed. These restrictions relate to the location and proximity of the NERA to the third runway and funding used to purchase property. Please refer to the full NERA Redevelopment Plan and Implementation Strategy for a more detailed explanation.

### EXISTING INFRASTRUCTURE

#### Transportation System

The NERA is located adjacent to SR 518 and near SR 509, I-5 and I-405, as well as Seattle-Tacoma International Airport. This location provides strategic opportunities for many kinds of airport related businesses and other kinds of industry. However, NERA roadways lack the improvements needed to support freight and other higher intensity uses.

#### Existing Utilities

Utilities within the NERA are also insufficient to accommodate higher intensity land uses. Most notable, Seattle City Light has stated the need for an additional substation in the vicinity of the NERA to accommodate the additional capacity proposed land uses may require.

#### Stormwater Drainage/Management

Stormwater infrastructure in the NERA is intermittent due to inadequate street infrastructure and lack of management on private properties. The City of Burien purchased property within the NERA with stormwater funds and plans to utilize this property to accommodate a regional stormwater facility.

## MARKET ASSESSMENT

A market assessment was completed in October 2008 by Heartland LLC to identify redevelopment opportunities in the NERA. This study, along with existing conditions analysis and stakeholder comments, were used to inform financial analysis in support of concept alternatives for the redevelopment and implementation strategy. Key findings included:

### Industrial

- The NERA is in a desirable location for industrial/distribution uses due to proximity to highways, Airport and seaport.
- Burien could take advantage of the trend in industrial uses moving south from the Duwamish Industrial Center in Seattle.

### Office

- Burien contains a cluster of medical office space near the Highline Medical Center.
- The NERA's size and location may make it desirable for a larger build-to-suit project for a corporate user seeking proximity to the Airport.

### Retail

- The regional retail market has grown very quickly over the years and is likely oversupplied.
- Regional retail opportunities may be limited due to the location of NERA within the trade area of Southcenter Mall and regional retailers in Tukwila. However, demand may increase with the growth of Burien Town Center.
- The Port-owned Lora Lake triangle, presents an opportunity for large-format retail given the size of the land assemblage accessible and visible from SR 518.

### Residential

- Further softening of the housing market could aid redevelopment of existing residential land to non-residential uses.
- Assemblage of small parcels would be critical for facilitating a transition to non-residential uses on existing residential land.

## STRENGTHS,WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT) ANALYSIS

After completing the existing conditions analysis, an initial matrix of SWOTs was compiled and presented to the planning partners (City of Burien and Port of Seattle representatives) for discussion and further refined based on community and stakeholder input. The final SWOT matrix informed the redevelopment concepts, recommendations and strategies. (Please see the matrix at the end of Section 3 in the NERA Redevelopment Plan and Implementation Strategy for further details.)



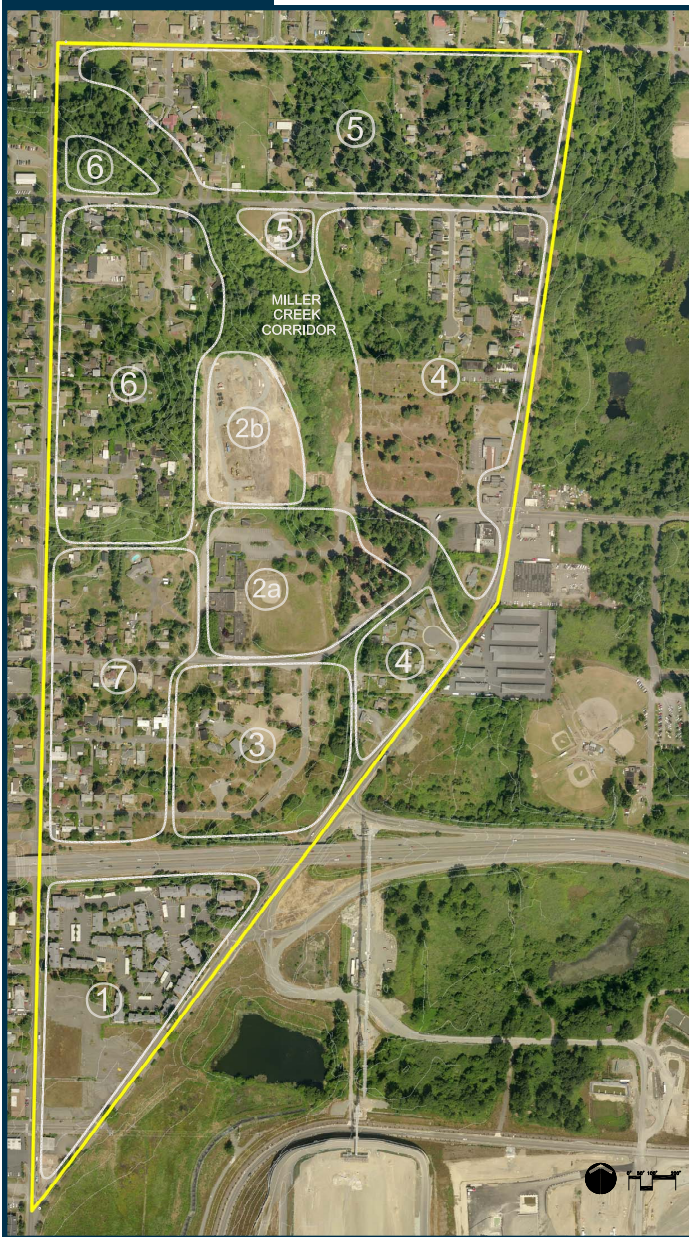
*Des Moines Memorial Drive with adjacent SeaTac Sunset Park Trail*



## Redevelopment Plan

As a first step in creating the redevelopment plan, seven subareas were defined based on ownership patterns, applicable FAA restrictions, topography and natural features, the transportation network, and utility services. The subareas represent the logical locations for redevelopment where concurrent projects might happen simultaneously and where similar types of land uses would be implemented. Subareas are numbered 1 through 7 and are depicted in the figure below.

### NERA Subareas



## DETERMINING POTENTIAL LAND USES FOR THE SUBAREAS

Proposed land uses for the subareas of the NERA Redevelopment Plan were determined based on evaluation of existing conditions, uses allowed within FAA-restricted areas, analysis of market conditions, and input gathered at planning workshops with NERA stakeholders and the community-at-large. The range of land use proposed for subareas in the NERA include:

- Light industrial and warehousing
- Flex-tech / flex industrial
- Commercial uses
- Residential and small home-based businesses (Subarea 6 only)



*South 140th Street*

## REDEVELOPMENT CONCEPT ALTERNATIVES

Two primary concepts for redevelopment, incorporating the range of land uses described above, emerged from the planning process. These concept alternatives share many similarities in proposed uses and infrastructure improvements needed to support those proposed uses. Each alternative maximizes the use of developable area in the NERA through strategic use of restricted land and provides airport compatible land uses that will serve the needs of the Port and provide revenue for the City and employment opportunities for the community.

Upgrades to existing streets and utility infrastructure are planned to serve the proposed redevelopment in both concept alternatives, including expanded internal street circulation that will remove some NERA-related traffic from Des Moines Memorial Drive and upgrades to existing water, sewer, storm and street infrastructure.

## Concept Alternative Elements and Features

ELEMENTS	CONCEPT ALTERNATIVE A	CONCEPT ALTERNATIVE B	COMMON TO BOTH
Flex-tech / light industrial uses in Subareas 1, 2, 3, 4, 5, and 7 with commercial uses (including auto malls) allowed in Subareas 1, 2, 3, and 7	✓		
Flex-tech / light industrial uses in Subareas 1, 2, 3, 4, 5 and 7 with no large commercial uses (only small employment supportive retail uses), with the exception of Subarea 1 (commercial use proposed)		✓	
New internal circulation and street improvements/connections			✓
Regional stormwater facilities			✓
Miller Creek Greenway (community open space and shared-use trail corridor)			✓
Campus like development with trees and landscaping			✓
City of Burien gateway opportunities (landscaping and sign at south corner of the NERA and potentially other locations)			✓
Residential use (Subarea 6 only) with flexibility for home based businesses and offices			✓
Exploration with WSDOT as to the potential for new access ramps at SR 518 and Des Moines Memorial Drive			✓

### REDEVELOPMENT CONCEPT ALTERNATIVE A

Concept Alternative A would involve redevelopment of 137 acres of the NERA, with the exception of the Miller Creek corridor and associated wetlands and steep slopes, as well as areas subject to FAA restrictions. Master planning indicates that approximately 1.227 million gross square feet of redevelopment potential could be accommodated under Concept Alternative A, with a mix of flex-tech/light industrial uses in Subareas 4 and 5 and the potential for commercial uses (such as an auto mall) in the southern portion of the NERA in Subareas 1, 2, 3, and 7.

Subarea 6 is unique due to its location, which is separated by topography from the rest of the NERA. Recommendations for Subarea 6, in both concept alternatives, look to maintain the character of the community while allowing for increased opportunities for their properties. Both concept alternatives would provide for the construction of new residential uses (where property sizes allow) and a wider range of uses to occur in a professional/residential mixed use type of zone. This combination of increased opportunity for investment and/or economic use, as well as the option to build new single-family residences, address comments and interests from the public and community stakeholders related to this subarea.

The redevelopment concept alternative plan illustrates potential future building footprints for flex-tech/light industrial use throughout Subareas 4 and 5, a large commercial project in Subarea 1, and auto mall type buildings and associated parking in Subareas 2, 3 and 7.

### REDEVELOPMENT CONCEPT ALTERNATIVE B

Concept Alternative B is similar to Concept Alternative A, but does not propose large commercial uses in Subareas 2, 3, and 7. Only flex-tech/light industrial uses would be allowed in Subareas 2, 3, 4, 5 and 7, with the exception of small-scale employment supportive retail uses. The flex-tech/light industrial uses would benefit from their location in close proximity to SR 518 and near Airport operations. Subarea 1 is proposed for redevelopment into large commercial (as under Concept Alternative A) due to visibility and access to and from SR 518. Under Concept Alternative B, approximately 1.359 million gross square feet of flex-tech/light industrial and commercial (Subarea 1) businesses could be accommodated. These proposed uses and potential future building footprints are represented on the redevelopment concept alternative plan on the next page.



## Concept Alternative A





## INFRASTRUCTURE IMPROVEMENTS TO SUPPORT REDEVELOPMENT

### Transportation

Transportation and infrastructure needs would be very similar under both concept alternatives, which propose similar intensities of land uses throughout the seven subareas (approximately 1.227 to 1.359 million gross square feet of commercial/retail, industrial and flex-tech businesses). New street connections, upgrades to

existing streets, increased power, water, sewer, stormwater drainage and other improvements are planned to serve the proposed higher intensity uses. Refer to table below for a list of recommended transportation and infrastructure improvements to serve the redevelopment plan.

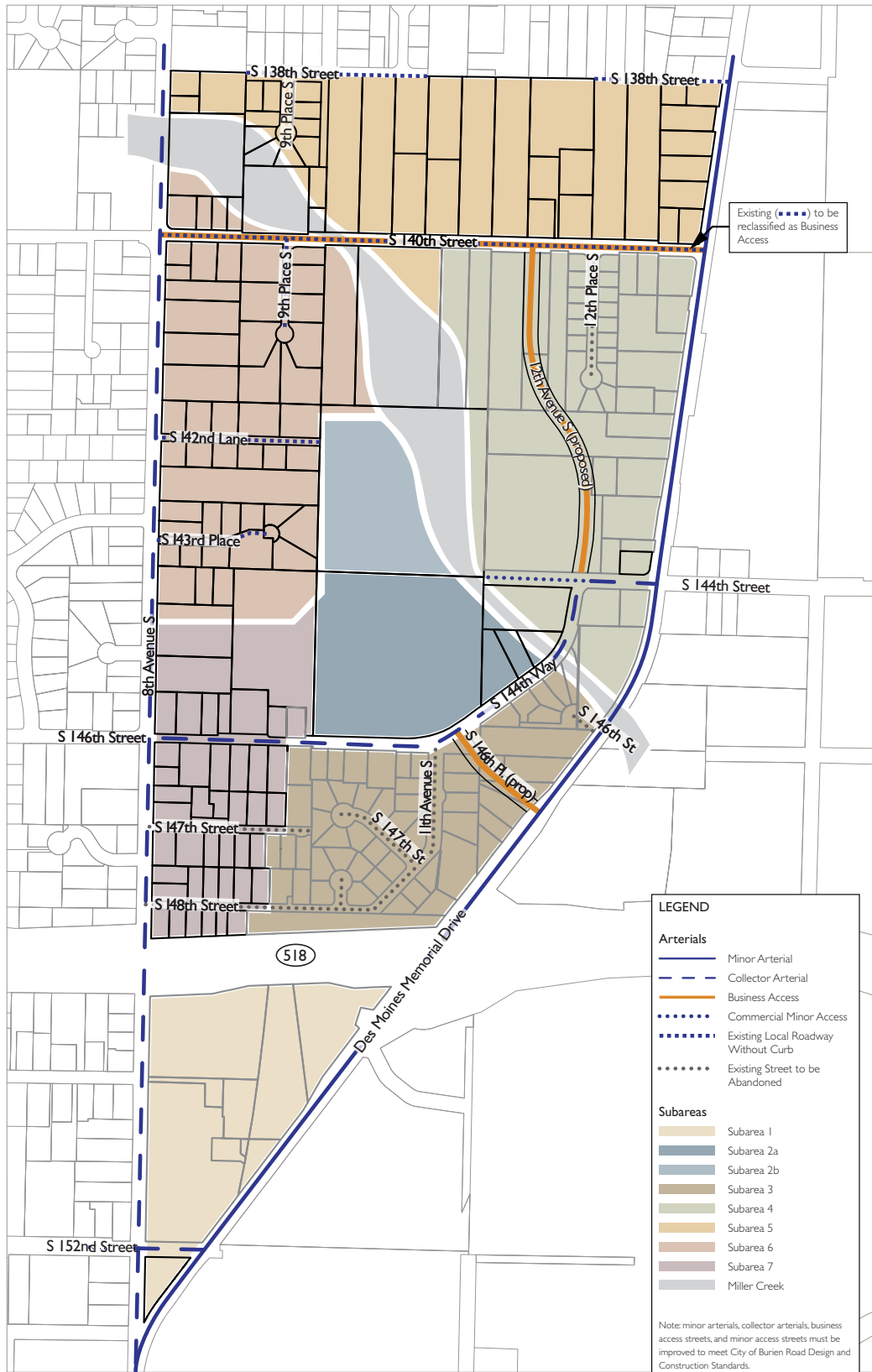
### Water

The existing public water supply and delivery system will need to be upgraded to serve NERA

### NERA Roadway Classifications and Proposed Modifications

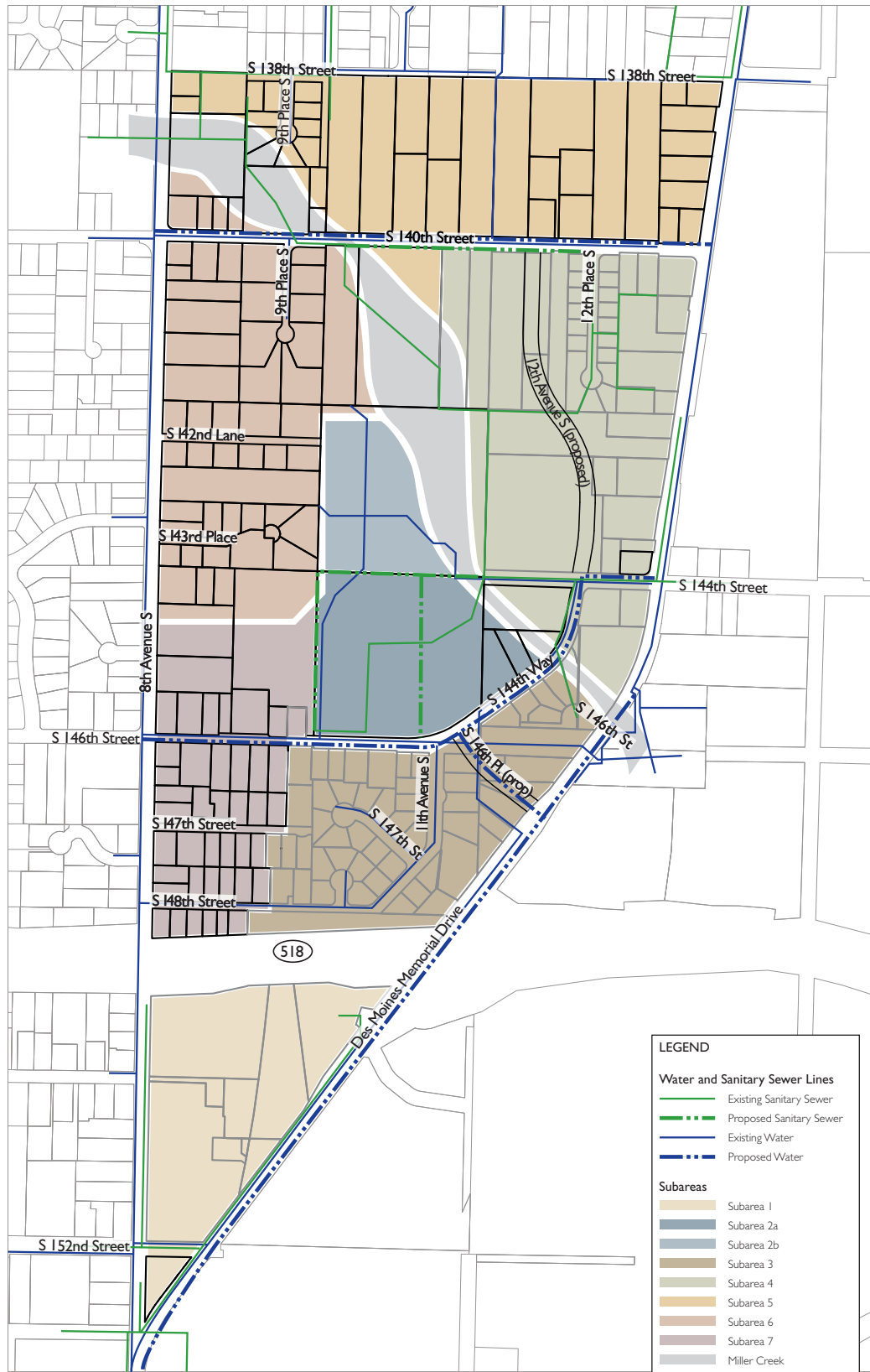
STREET NAME	CURRENT ROADWAY CLASSIFICATION	PROPOSED ROADWAY CLASSIFICATION	PROPOSED MODIFICATIONS
South 146th Place (new proposed street connection)	n/a	Business Access	New Street
12th Avenue South (new proposed street connection)	n/a	Business Access	New Street
South 140th Street	Local roadway without curbs	Business Access	Upgrades/widening to include curb, gutter, and sidewalks
South 144th Street (west of South 144th Way)	Local roadway without curbs	Commercial Minor Access	Upgrades/widening to include curb, gutter, and sidewalks
South 148th Street	Local roadway without curbs	n/a	To Be Abandoned
South 147th Street (accessed from 8th Avenue)	Local roadway without curbs	n/a	To Be Abandoned
10th Place South	Subaccess or Minor Access	n/a	To Be Abandoned
South 147th Street (accessed from 11th Avenue)	Subaccess or Minor Access	n/a	To Be Abandoned
11th Avenue South	Subcollector	n/a	To Be Abandoned
South 146th Street (cul-de-sac)	Subaccess or Minor Access	n/a	To Be Abandoned
12th Place South	Subaccess or Minor Access	n/a	To Be Abandoned
9th Avenue South	Local roadway without curbs	n/a	To Be Abandoned
8th Avenue South	Arterial	No change	Upgrade to include curb and gutter and pedestrian and bicycle facilities and improvements to minor intersections (already a City of Burien planned project)
8th Avenue South and South 146th Street Intersection	Arterial/Local	Arterial/Business Access	Install traffic signal when warranted and intersection improvements (already planned by City of Burien)
Des Moines Memorial Drive, between South 136th and South 156th Streets	Arterial	No change	Widening, refuge/merge lane (already in City of SeaTac's 2009-2018 TIP)
Des Moines Memorial Drive and South 140th Street Intersection	Arterial/Local	Arterial/Business Access	Capacity improvements, turning lanes and a traffic signal when warranted
Des Moines Memorial Drive and 8th Avenue South Intersection	Arterial/Arterial	No change	Install traffic signal
SR 518 Westbound Off Ramp at Des Moines Memorial Drive	Highway/Arterial	No change	Install traffic signal

## Proposed Transportation/Street Improvements Plan





## Proposed Water and Sanitary Sewer Improvements Plan



redevelopment, primarily due to the need for increased fire flows. This could be accomplished during the same timeframe as roadway improvements, as is typically done. Coordination with King County Water District 20 and Water District 125 will be important as redevelopment projects in the NERA move forward. These districts are already planning for potential upgrades in the vicinity of the NERA to serve the potential intensified uses. Costs for supply and delivery system upgrades typically would be borne by developers on a project-by-project basis.

### Sewer

Although Southwest Suburban Sewer District and Valley View Sewer District both provide service to the area, some portions of the NERA are not currently served by the public sanitary sewer system. Existing sewer pipes throughout the area that are currently sized for residential use would need to be upgraded, as well as service extensions to those areas currently not served by the public system.

### Electricity

The capability of Seattle City Light to meet electrical demands of the NERA is limited by the capacity of the existing system. Existing power lines within the vicinity of the NERA have generally been sized for residential uses, so these will likely need to be upgraded with future development and a new substation may be needed.

### Solid Waste, Natural Gas, and Telecommunications

Solid waste management (Waste Management Inc.), natural gas (Puget Sound Energy), telecommunications (various providers) and other services are currently available in the vicinity of NERA, but likely would need to be expanded and upgraded on a localized, project-by-project basis as redevelopment occurs.

### Stormwater Drainage Facilities

Increased impervious surfaces associated with redevelopment in the NERA will require stormwater management and treatment facilities, including water quality and detention. A system of regional stormwater facilities, co-located with open space and a shared-use trail along the Miller Creek corridor, is proposed. Implementation of this project will reduce costs to NERA developers and provide benefits to the overall community.

## REDEVELOPMENT OPPORTUNITY AND FINANCIAL ANALYSIS

Redevelopment opportunity is driven by a number of factors that influence both the values and costs associated with redevelopment. Stated simply, the value for the new use of property must be higher than the value of the existing land use to compel parties to take actions needed for redevelopment to occur. Factors influencing the financial implications of redevelopment of the NERA include:

- Ownership/Assemblage
- Visibility/Access
- Transportation and Infrastructure Costs
- Encumbrances
- Land Basis (Existing Land Values)
- Density of Residential Uses
- Port Ownership

### Miller Creek Greenway Concept Plan



In light of these factors, a general assessment of redevelopment opportunities was completed for the defined subareas. Opportunities for redevelopment in Subareas 1, 2, 3, 4, 5, and 7 were evaluated and assigned a range from a “high” to a “low” degree of redevelopment potential. The results are displayed in the table below.

Please note that Subarea 6 was not included in the assessment due to the anticipation that the area will remain in primarily residential use for at least the next ten years, with some transitioning into home based businesses. Subarea 2b encompasses the AJAX parking facility, which currently represents an effective use of the site, and as such it was not included. However, if Subarea 2b did become redeveloped, the results would be anticipated to be similar to those projected for Subarea 2a.



8th Avenue South

### Summary of Redevelopment Potential by Subarea

SUBAREA	1	2A	3	4	5	7
Proposed Use	Retail	Auto Mall/ Flex-Tech	Auto Mall/ Flex-Tech	Flex-Tech	Flex-Tech	Auto Mall/ Flex-Tech
Redevelopment Potential:						
a. Ownership/Assemblage	High	Moderate	High	High	Moderate	Low
b. Visibility/Access	High	Moderate	High	High	Moderate	Moderate
c. Infrastructure	Low	Moderate	Low	Low	Moderate	Low
d. Encumbrances	High	High	Low	Moderate	High	High
e. Land Basis	High	Moderate	High	High	Moderate	Low
<b>Overall Redevelopment Potential</b>	<b>High</b>	<b>Moderate to High</b>	<b>Moderate to High</b>	<b>Moderate to High</b>	<b>Moderate</b>	<b>Low to Moderate</b>

As can be seen in the table, Subareas 1, 2a, 3, and 4 seem to have the best opportunities for near-term redevelopment showing a moderate to high level of opportunity. All four of these subareas are predominantly in public ownership; the Port of Seattle owns the majority of Subareas 1, 3 and 4, while the Highline School District owns Subarea 2a. Subarea 4 and 5 opportunities for redevelopment are influenced by a number of factors including exact level of infrastructure costs, the trajectory of values for existing uses, the assumed future land use and the willingness of land owners to sell or redevelop.

Finally, Subarea 7 has the least potential for redevelopment, with fractured ownership and relatively high land basis being major barriers to redevelopment.



Des Moines Memorial Drive South at SR 518



## Implementation Strategy

As the City of Burien (City) and Port of Seattle (Port) continue to work together as partners to promote redevelopment opportunities and guide redevelopment, there are a number of ongoing actions to be completed. These actions include the redevelopment projects that the Port and City may be involved in, as well as the administrative actions and infrastructure projects to support redevelopment. These are summarized below and on the following pages.

### Activities and Priorities for Redevelopment

The following activities and priorities are recommended to facilitate redevelopment in the NERA. Anticipated responsibilities of the City, Port, and others are stated with each element listed.

1. **Support and implement adopted planning and zoning provisions and entitlements for all subareas within NERA.** There may be some areas of administrative flexibility and expedited reviews that the City can offer to help the redevelopment process move ahead more smoothly and rapidly. As a property owner/developer, the Port has the responsibility to comply with the planning and zoning requirements, as well as to convey these to potential tenants.
2. **Confirm in more detail potential transportation and infrastructure costs for those portions of the NERA that have near-term redevelopment potential.** Prior to pursuing funding from third-party entities, City staff should review and confirm in more detail required standards, and transportation and infrastructure projects needed to support redevelopment for those subareas with near-term potential. These include Subareas 1, 2, 3, and 4. It will be important to confirm in as much detail as possible the specific street and utility improvement requirements surrounding and within the NERA with City of Burien and City of SeaTac staff. City staff representatives should also confirm what portions of proposed transportation and infrastructure projects are already included in capital and transportation improvement plans (while at the same time identifying potential third party funding sources for these projects).



*South 140th Street*



*Example of flex-tech land use*



3. **Continue to investigate and confirm if the auto-mall is a viable concept.** The City will need to continue to provide leadership to move this opportunity forward, coordinating with auto dealership representatives, as well as private property owners in Subareas 2, 3 and potential 7 (including Highline School District representatives). If the redevelopment opportunity can move ahead, Subareas 2 and 3 will have significant redevelopment potential absent third-party investment in the near-term. Property assemblage opportunities in the vicinity of Subarea 7 also will need to be confirmed.

If an auto mall is not viable, an alternative commercial use with similar revenue generating potential should be identified. Otherwise, the City will need to significantly reduce transportation and infrastructure costs of redevelopment and/or receive third party funding in the near-term to reduce costs for flex-tech/light industrial redevelopment to make it more viable in this location. Or redevelopment may need to wait until sometime in the future when flex-tech/light industrial developers can afford to pay more for land.

4. **As an alternative to number 3 above, redevelop Subarea 3 exclusively.** At some point in time, should the Highline School District not be interested in selling/leasing land in Subarea 2, Subarea 3 may be viable on its own for a small flex-tech/light industrial development site rather than as part of a larger site. (That said, an assemblage consisting of Subareas 2 and 3 would produce a more optimal adjacency for either a moderately sized flex-tech/light industrial campus development or a small auto mall.)
5. **Consider actions that will help to move Subareas 7 and 6 forward.** Subarea 7 likely will require a great deal of subsidy from third parties to redevelop regardless of potential redevelopment use. Realistically, there are limited commercial uses that would justify the expense and effort required for redevelopment in Subarea 7 in the near term. A large auto mall that requires all land in Subareas 2, 3 and 7 would be one of these. While the land value equation is unlikely to be positive under any circumstances in Subarea 7, other financial and non-financial benefits to the City might justify the redevelopment. The City should continue to support private property



*Examples of Auto Mall land use*

owners in discovering redevelopment opportunities, coordinating with their neighbors and brokers for possible assemblages, and other activities to help Subarea 7 redevelop with or without the auto mall project. This same level of support will be needed to assist property owners in Subarea 6 as they consider opportunities to develop new residential uses and home-based businesses.

6. **Continue to provide support for assemblage of property in Subarea 5.** City support to private properties seeking to assemble with others and sell for redevelopment is warranted. Such support might entail keeping lines of communication between landowner, and the City and Port, and facilitating the understanding of new entitlement and development standards.
7. **The City and the Port should target funding for transportation and infrastructure improvements from third parties that can best catalyze redevelopment.** The following points provide guidance for choosing where to make public investments. Funding should be actively pursued and secured from a variety of local, regional, state and federal sources. While the City would serve as the lead in many of these pursuits, the Port's role as a key partner in the NERA and as a property owner/developer can

support the process. The Port may be able to assemble funding for improvement projects that relate directly to their property needs for redevelopment.

a. *Choose investment areas that are closest to being economically viable at present.*

In particular, this includes Subarea 1, poised for commercial redevelopment once environmental remediation activities are completed; Subareas 2, 3 (and potentially 7 if the auto mall moves toward implementation); and Subarea 4 given the large Port ownership and moderate to high potential for redevelopment there.

b. *The Port's redevelopment of Subarea 4 could help validate the market in support of redevelopment in Subarea 5.* Transportation and infrastructure funding improvements to serve Subarea 5 should be targeted next after those needed for Subareas 1, 2, 3 and 4. It should be noted that the Port does not intend to assemble additional land in Subarea 5. However, redevelopment in Subarea 4 could serve to catalyze redevelopment in Subarea 5. Both the Port and the City should support private property owners in Subarea 5 to help move them in the direction of the land uses prescribed in this redevelopment plan.

c. *Secure public funding for the regional stormwater facility concurrent with Miller Creek Greenway improvements to significantly reduce costs for individual site developers in the NERA.* The co-located regional stormwater facilities and Miller Creek corridor enhancements (with the proposed public open space and shared use trail) have the potential to benefit both NERA developers and the Burien community. Creating an area-wide amenity that also would be attractive to future developers should be a high priority. Incremental funding should be pursued to take this project through further planning, modeling, design, and implementation, as conceptualized in the Miller Creek Greenway Concept Report (see Appendix).

d. *Secure funding for and implement specific investments that are most visible to potential investors and developers and required for redevelopment.* This may include improvements to

Des Moines Memorial Drive (in coordination with the City of Seatac) and the southern first phase of 8th Avenue South, as well as projects that help to re-brand the area as different from competitive areas, such as perimeter landscaping treatments and/or gateway and signing improvements.

e. *Choose investment targets, for which funding is most available.* Look for opportunities to fund projects through existing grants and special discretionary programs at the state and federal levels. Look for creative opportunities to fund projects, or portions of projects that can be matched by other grants, such as seeking funding for creek rehabilitation and native vegetation restoration that can be matched by funding for trail improvements.



Examples of residential structures supporting professional office uses



## Potential Catalyst Projects In the NERA

Catalyst opportunities include private redevelopment projects, as well as public transportation and infrastructure improvement projects that will encourage broader redevelopment and job creation within the NERA, creating a climate for investment. Potential catalyst projects include:

### TRANSPORTATION AND INFRASTRUCTURE PROJECTS

- Regional Stormwater Facility/Miller Creek Corridor Enhancements
- 8th Avenue South Improvements, Phase 1
- Development of the Internal Street Network (146th/144th/12th)
- Des Moines Memorial Drive South Improvements, Phase 1

### REDEVELOPMENT PROJECTS

- Redevelopment of Subarea 1
- Redevelopment of Subarea 4
- Redevelopment of Subareas 2 and 3 (and potentially 7)
- 

## Recommended Administrative and Organizational Actions

Administrative and organizational actions encompass a number of activities that are needed to keep the NERA redevelopment plan moving forward. Each anticipated action is described in more detail below and also included in the Incremental Implementation Strategy chart on page 19. Many of these activities need to be initiated within the next year, and many will be ongoing through the life of redevelopment in the NERA, as noted below. Refer to the table on page 19 for the recommended timeframes for these action items.

- **Establish Interagency NERA Implementation Committee and Set Regular Meeting Schedule**  
The City and Port should establish an official interagency committee with designated representatives from each agency assigned to focus on implementation. It is recommended that this committee meet regularly (perhaps either quarterly or half-yearly) to coordinate on general progress on the redevelopment plan. Other property owners and stakeholders should be invited to participate as appropriate including the City of Seatac, WSDOT, and others. Other meetings focused on specific project and funding efforts may be needed in addition to these regular coordination meetings. This should be an ongoing action item throughout the life of NERA redevelopment. (Co-leads: City and Port)
- **Comprehensive Plan and Zoning/SEIS Update**  
The City of Burien is responsible for updating the Comprehensive Plan and Zoning provisions to support the redevelopment plan and SEIS update. This has already occurred (one action of the implementation strategy that is complete). The City should continue to monitor regulatory activities as projects redevelop in the NERA to determine if there are any additional needs for amendments in the future. (Lead: City)
- **Develop Specific Funding and Capital Investment Program for the NERA**  
Given the results of the financial analysis presented in Section 4, City and Port funding support for

transportation and infrastructure improvements in the NERA will help to induce redevelopment by reducing costs for private developers. The City will need to lead the development of this program by first confirming what improvement projects need to be added to the current capital improvement plan (CIP) and transportation improvement plan (TIP). Some of the current projects listed may need to be revised or refined based on the work of this redevelopment plan. Another component to this action item is identifying potential funding sources for the needed improvements. There may be certain projects that the Port actively participates in as a developer in the NERA, such as the regional stormwater facilities project and the proposed internal circulation improvements (South 144th Street/South 146th Street/12th Avenue South), and other projects.

The NERA specific funding and capital investment program should be completed within the next year. Throughout the life of redevelopment in the NERA, this program should be reviewed and updated annually. (Lead: City with strong support and participation from the Port)

- **Amend CIP and TIP to prioritize for NERA Improvements**

Based on the funding and capital program developed by the City in partnership with the Port, the City should amend its CIP and TIP to include projects to support NERA redevelopment and prioritize those projects as feasible given other City needs. Project timing and prioritization should follow the recommended timelines in this Implementation Strategy. (Lead: City)

- **Coordinate with WSDOT on the SR 518 Interchange/Traffic Analysis**

WSDOT has been studying the potential to expand the SR 518 interchange at Des Moines Memorial Drive to a full diamond configuration. The City and the Port should continue to coordinate with WSDOT on this analysis and decision-making related to interchange improvements. The City and Port could conduct independent analyses as may be needed to demonstrate the need for the interchange. The interchange project provides broader regional and community benefits that go beyond the

## Incremental Implementation Strategy: Administrative/Organizational Actions

RECOMMENDED ACTIONS Administrative/Organizational	Lead Agency		Implementation Schedule (years)		
	Port	City	I	2-6	7-10+
Establish Interagency NERA Implementation Committee and Set Regular Meetings	◆	◆	■		
Complete Environmental Work on Port-owned Properties	◆		■		
Comprehensive Plan and Zoning Updates/SEIS Update		◆	■		
Develop Specific Funding and Capital Investment Program for the NERA	◆	◆	■		
Amend CIP and TIP to prioritize for NERA Improvements (specific projects listed below)		◆	■		
Coordinate with WSDOT on SR 518 Interchange/Traffic Analysis	◆	◆	■		
Continue to Coordinate with Burien Auto Dealers		◆	■		
Coordinate with Highline School District on Redevelopment Plans		◆	■		
Ongoing Discussions Regarding Flexibility in FAA Restrictions	◆		■		
Market and Promote Redevelopment Opportunities Associated with the NERA	◆	◆	■		
Property Owner Assistance (Related to Land Assembly and Redevelopment Potential)		◆	■		
Regulatory Assistance and Areas of Administrative Flexibility to Support Developers		◆	■		



potential benefits to the NERA. Given the financial challenges facing NERA redevelopment and the need for extensive other infrastructure improvements to serve the area, the NERA should not be burdened with the interchange improvement costs. The project should be placed on the state transportation improvement program and funded through regional, state, and/or federal funds. (Co-leads: City and Port)

- **Continue to Coordinate with Burien Auto Dealers**

The City should continue to coordinate with representatives from the auto dealerships in Burien to further investigate and confirm the potential for relocation into a new auto mall in the NERA. This action item should be closely coordinated with ongoing discussions with the Highline School District. (Lead: City)

- **Continue to Coordinate with Highline School District**

The City should continue to coordinate with representatives from the Highline School District on their redevelopment plans. Since this site is shown for potential auto mall redevelopment, this coordination should also consider the implications of ongoing discussions with auto dealership representatives. (Lead: City)

- **Ongoing Discussions Regarding Flexibility in FAA Restrictions**

The Port should continue the dialogue with the FAA regarding potential flexibility in allowed uses in those areas of the NERA restricted as a result of how they were purchased. (Lead: Port)

- **Market and Promote Redevelopment Opportunities Associated with the NERA**

Representatives from the City and the Port should continue to market and promote redevelopment opportunities in the NERA to potential developers. This will be an ongoing action item throughout the life of redevelopment in the NERA. (Lead: While the City would be the primary lead for this action item through its economic development program, the Port would be involved in marketing and promotions to potential developers and tenants of their properties.)

- **Property Owner Assistance**

The City should continue to coordinate with and provide assistance to private property owners in the NERA to strengthen awareness of redevelopment options and to put property owners in touch with others who may be willing to assemble parcels for sale. City staff time to support ongoing NERA redevelopment efforts should be programmed into annual budgeting and planning. This will be an ongoing action item. (Lead: City)

- **Regulatory Assistance and Areas of Administrative Flexibility to Support Developers**

The City should continue to provide regulatory guidance to developers (and potential developers) to inform them of special conditions in the NERA and areas of administrative flexibility. The City should provide support to facilitate and expedite redevelopment permitting and approvals as feasible. This will be an ongoing action item. (Lead: City)



*Example of business park perimeter landscaping in SeaTac area*

## Recommended Infrastructure Projects

Infrastructure projects include transportation, stormwater, and utility improvements that are recommended to support NERA redevelopment, including potential catalyst projects. Completion of several projects within the next six years should help to draw interest to the NERA and encourage private investment and redevelopment. Several catalyst projects have been identified that include both public and private investments that could spur redevelopment in the NERA in the short term (see page 22). Refer to the table on page 22 for the recommended timeframes for these projects, which align with the recommended timeframes for redevelopment of the various subareas in the NERA discussed earlier in this section. Lead responsibilities for each project are indicated, along with planning-level cost estimates (in 2009 dollars). Estimated costs include construction, as well as design, environmental/permitting, and administrative costs. Refer to the Transportation and Infrastructure Technical Memorandum in the Appendix for additional detail related to these projects.

- **Removal of Existing Buildings on Port-owned Property/Preparations for Redevelopment**  
This work is already in process by the Port and will be completed in the near term as part of the buy-out program. (Lead: Port)
- **Regional Stormwater Facility/Miller Creek Corridor Enhancements**  
The Miller Creek corridor enhancement and co-located stormwater, park/open space, and trail facilities project would bring benefits to the NERA and the broader Burien community. Creek rehabilitation and environmental enhancements could be included as part of the project, which would create a combination of stormwater ponds/wetlands, vaults and low impact development features to treat and manage the NERA stormwater. The estimated costs for this project are approximately \$2.5 million for the linear park and shared-use trail development (including a foot bridge over Miller Creek), \$2 million for creek corridor rehabilitation and wetland enhancements, and an estimated range of \$7 million to \$22



*Example of flex-industrial land use*

million for the stormwater facilities depending on the type of facility and the level of low impact development that can be achieved in the NERA (above ground facilities are less expensive; vaults are more expensive). These costs do not include facilities to serve Subarea 6, which would be retained in residential use. The project could be phased to align with redevelopment activity over time. (Lead: City with strong partnership involvement and support from the Port)

- **8th Avenue South**  
Improvements would bring 8th Avenue South up to its full arterial classification with sidewalks, and bike lanes, curb, gutter and stormwater facilities, along with capacity improvements at some intersections. The project could be constructed in one phase or up to three phases. Improvements extending up to South 140th Street will help to improve circulation options for NERA development in Subareas 4 and 5 (even though Subarea 6 would remain in residential use). The estimated cost is \$9.7 million for the full length of improvements adjacent to the NERA. (Lead: City with support/involvement from the Port and potentially other NERA property owners. The length along Subarea 1 could become part of the costs of redevelopment of that site under Port responsibility.)
- **Des Moines Memorial Drive South**  
Improvements would bring Des Moines Memorial Drive South up to its full arterial classification with sidewalks, and bike lanes, curb, gutter and stormwater facilities, along with capacity improvements at some intersections. The project could be constructed in one or two phases. Improvements extending up to South 140th Street will help to improve circulation options for NERA development in Subareas 4 and

5. The estimated cost is \$7.3 million for the full length of improvements adjacent to the NERA. (Lead: The street is in City of SeaTac jurisdiction, but the City of Burien and Port of Seattle will need to coordinate closely with SeaTac representatives to move this project forward. The lengths along Subareas 1 and 4 could become part of the costs of redevelopment of these sites under Port responsibility.)

- **South 140th Street**

Improvements would include installation of sidewalks, and bike lanes, curb, gutter and stormwater facilities. The project could be constructed in conjunction with a phase of work on 8th Avenue South or Des Moines Memorial Drive South. The estimated cost is \$3.7 million for the full length of improvements within the NERA.

## Incremental Implementation Strategy: Infrastructure Projects

RECOMMENDED ACTIONS Transportation and Infrastructure		Lead Agency		Implementation Schedule (years)		
		Port	City	I	2-6	7-10+
Removal of Existing Buildings on Port-owned Property/Prepare for Redevelopment		◆				
Regional Stormwater Facility and Miller Creek Greenway Enhancements	Pursue/Secure Funding	◆	◆			
	Place Improvements on CIP		◆			
	Conceptual Design/Preliminary Engineering		◆			
	Final Design/Permitting/Construction (Phase 1)		◆			
	Final Design/Permitting/Construction (Phase 2)		◆			
	Final Design/Permitting/Construction (Future Phases)		◆			
8th Avenue South	Confirm Project on CIP/Redefine if Necessary/Secure Funding	●	◆			
	Conceptual Design/Preliminary Engineering		◆			
	Final Design/Permitting/Construction (Phase 1)		◆			
	Final Design/Permitting/Construction (Phase 2)		◆			
	Final Design/Permitting/Construction (Phase 3)		◆			
Des Moines Memorial Drive South	Confirm Project on CIP/Redefine if Necessary/Secure Funding	●	◆			
	Conceptual Design/Preliminary Engineering		◆			
	Final Design/Permitting/Construction (Phase 1)		◆			
	Final Design/Permitting/Construction (Phase 2)		◆			
South 140th Street	Confirm Project on CIP/Redefine if Necessary/Secure Funding	●	◆			
	Conceptual Design/Preliminary Engineering		◆			
	Final Design/Permitting/Construction		◆			
South 146th Street/ 12th Avenue South/ South 144th Street	Confirm Project on CIP/Secure Funding	●	◆			
	Conceptual Design/Preliminary Engineering	●	◆			
	Final Design/Permitting/Construction	●	◆			
South 152nd Street	Confirm Project on CIP/Redefine if Necessary/Secure Funding	●	◆			
	Conceptual Design/Preliminary Engineering		◆			
	Final Design/Permitting/Construction		◆			
Add Sewer, Water, and Electricity Upgrades in Combination with Street Projects		●	◆			

● Port partnership/involvement is important even though the City would be the lead.



(Lead: City with support/involvement from the Port and potentially other NERA property owners)

- **South 144th Street/South 146th Way and 144th Way/12th Avenue South**

This project would involve development of the internal street network in the NERA, including improvements to existing streets and development of new streets to serve redevelopment, as well as sidewalks, and bike lanes, curb, gutter and stormwater facilities. The project could be phased/segmented in line with redevelopment activity. The total estimated cost is \$6.6 million. (Lead: City with support/involvement from the Port and potentially other NERA property owners. 12th Avenue South is part of Subarea 4 and could become part of the costs of redevelopment of that site under Port responsibility.)

- **South 152nd Street**

This is a small street segment that could be improved in conjunction with the 8th Avenue South project and/or redevelopment in Subarea 1. Improvements such as sidewalks, and bike lanes, curb, gutter and stormwater facilities are needed. This project includes potential reconfiguring the merge point of Des Moines Memorial Drive South and 8th Avenue South to enhance safety, along with capacity improvements at some intersections. The estimated cost is approximately \$.5 million. (Lead: City with support/involvement from the Port as part of redevelopment of Subarea 1)

- **Utility Improvements**

Upgrades to water mains and sewer lines are needed, and could be constructed concurrently with the above street projects. Estimated costs are approximately \$6 million for the water and sewer upgrades necessary to serve the NERA. Power/electricity, natural gas, and telecommunications services would be the responsibility of individual site redevelopment projects, with the exception of the electrical substation Seattle City Light states is needed to serve the area. The cost for this substation would be too prohibitive to redevelopment and, as such would need to be funded through other sources. (Lead: City with strong support/involvement from the Port)

## Next Steps

Securing funding for projects and redevelopment will be one of the first next steps for both agencies to focus on. Various federal and state grants could be pursued, along with municipal funding strategies (bonds, tax increment funding, etc.) to implement these projects. The City and Port as joint applicants for some funding sources may make the projects more competitive.

The City and Port should focus on the activities and priorities described earlier, as well as potential catalyst projects. Adjustments to roles and responsibilities may also be needed based on further discussions. On an ongoing basis, the City and Port should review progress made on the incremental implementation strategy and make adjustments to priorities as may be needed.

## Conclusion

This plan has identified near term redevelopment opportunities and specific projects and recommendations that need to be completed to support redevelopment. As the City and the Port move forward with the recommendations in the plan, action items identified in the implementation strategy should be carried out and reassessed incrementally. Phasing administrative actions and infrastructure projects in logical and achievable stages will help to facilitate successful implementation.



*Another example of flex-tech / flex-industrial type land use*



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