Northeast Redevelopment Area (NERA)

City of Burien and Port of Seattle

Redevelopment Plan and Implementation Strategy

April 2010

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HEARTLAND

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Northeast Redevelopment Area (NERA)

1

Introduction

1 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 the NERA) partnered to develop this redevelopment plan to determine the best course for the area's future. A market assessment and a financial analysis to support the redevelopment plan also were completed and helped shape an implementation strategy to guide redevelopment incrementally over the next fifteen years.

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. Figure 1.1, Project Context Map, depicts the NERA. Figure 1.2, Aerial Map, shows conditions in the NERA in 2007 (Note: this is the latest available aerial. It does not reflect more recent changes in land use in the NERA such as completion of the AJAX parking area and demolition of the Lora Lake Apartments and other port-owned, vacant property.)

View of descending aircraft from 12th Place South

Figure 1.1: Project Context Map

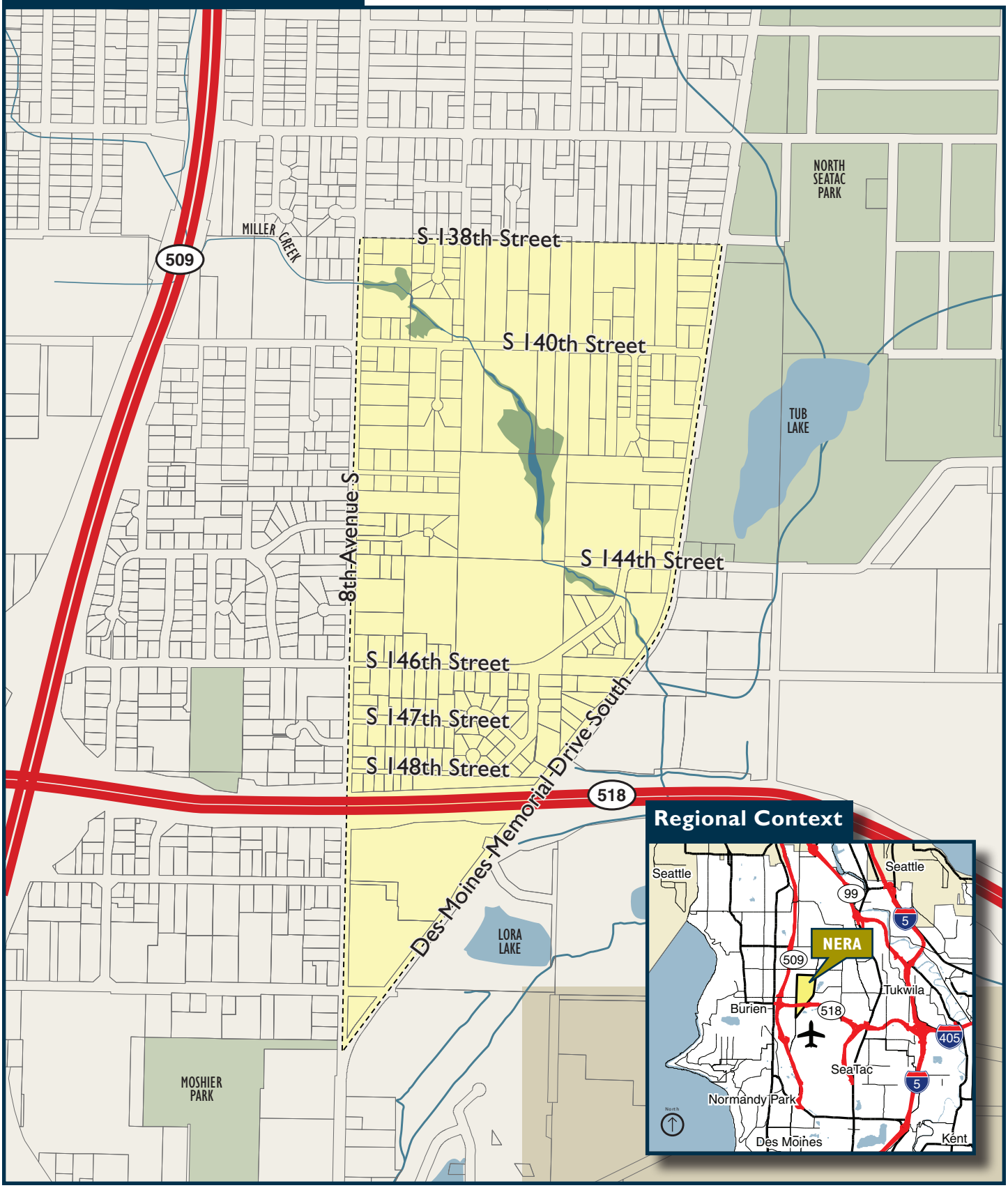


Figure 1.2: Aerial Map

Purpose of the Redevelopment Plan and Implementation Strategy

The City of Burien and the Port of Seattle (owners and operators of Seattle-Tacoma International Airport) 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.

Policy recommendations in the plan will guide long term redevelopment, building on past planning and analysis work. Updated environmental analysis to support comprehensive plan and zoning amendments to implement the new land use plan for the NERA have been important outcomes of the planning process. In addition, the plan provides a flexible framework of redevelopment alternatives and scenarios that can respond to changing market conditions over time.

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 assessment 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 defined and related costs calculated. Evaluation of redevelopment opportunities and detailed financial and economic analysis followed.

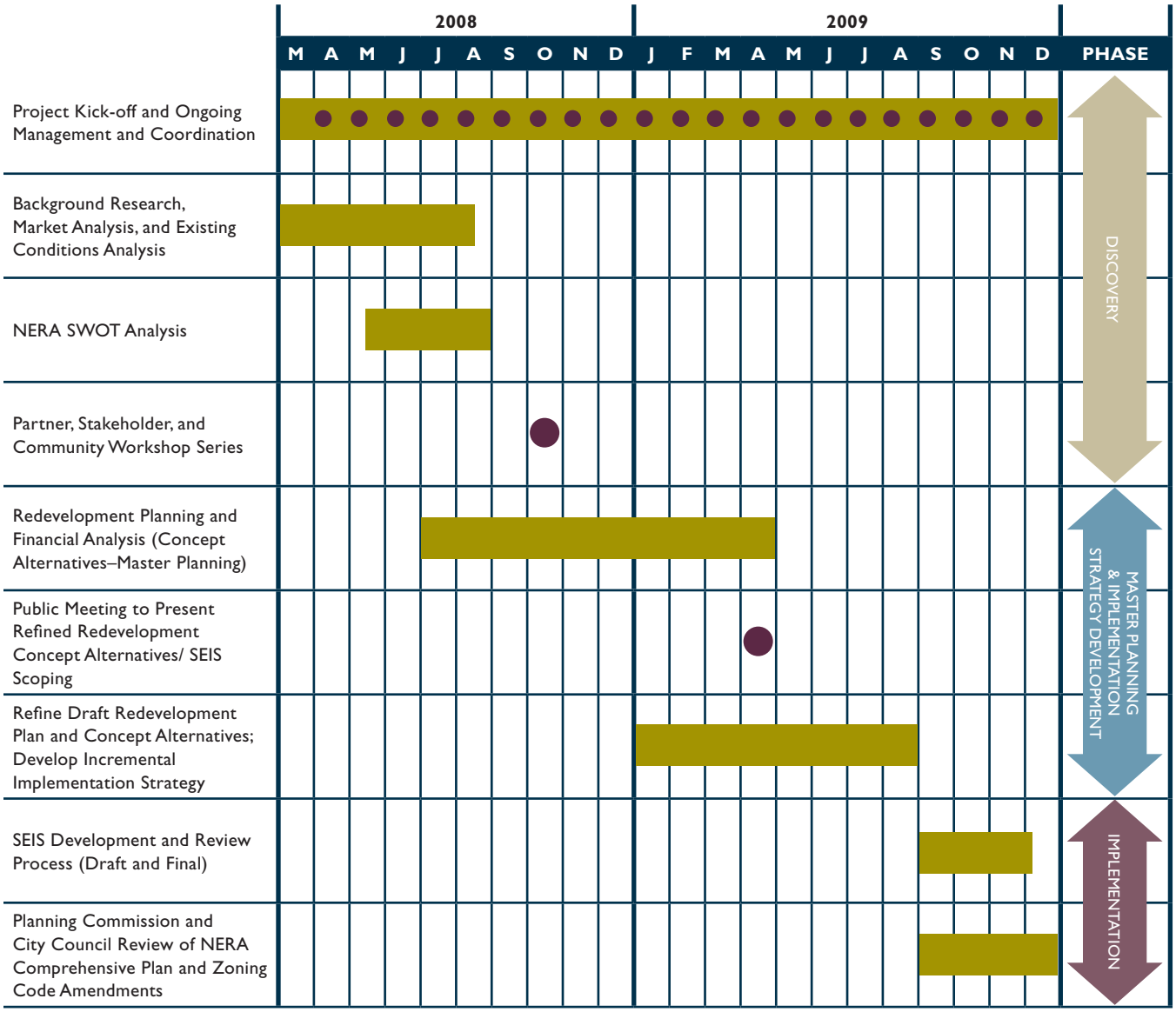
This resulted in the recommendation of a preferred alternative and an implementation strategy that includes several steps to be completed incrementally over the next fifteen years. Development of the plan and strategy involved five major tasks:

- **Task 1:** Ongoing Project Management and Team Coordination
- **Task 2:** Detailed Market and Existing Conditions Analysis
- **Task 3:** NERA Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis and Stakeholder/Public Workshop Series
- **Task 4:** Redevelopment Planning and Financial Analysis (Concept Alternatives/Master Planning)
- **Task 5:** Plan Refinements and Implementation Strategy Development

Figure 1.3 illustrates the study process.

Port of Seattle and City of Burien representatives at a planning workshop session

Figure 1.3: Planning Process and Schedule



Vision and Objectives

A shared vision developed by project partners served as a guiding tool for all parties throughout the planning process. The vision also sets the course for the future of the planning area. As separate public agencies, the City of Burien and Port of Seattle each have separate objectives and mission statements that guide their activities. The development of a shared vision with supporting objectives provided a common foundation for the partners to work from as they jointly planned for the future of the NERA.

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.

Des Moines Memorial Drive and South 140th Street

Supporting Objectives

The NERA Redevelopment Plan and Implementation Strategy will:

- Be realistic and implementable.
- Build upon previous work, including but not limited to:
  - The City of Burien's Comprehensive Plan, Bicycle and Pedestrian Plan, and development regulations
  - The City of Burien's Supplemental Environmental Impact Statement and Planned Action Ordinance for the NERA
  - The New Economic Strategy Triangle (NEST) Study
  - The Miller Creek Basin Plan
  - The Port of Seattle's Airport Comprehensive Development Plan
  - Port of Seattle's agreements with and requirements by the FAA
- Recognize and respond appropriately to potential market forces and dynamics.
- Be flexible and capable of being phased to promote cost-effective and timely decision-making.
- Identify specific tools and resources for implementation by the City of Burien, Port of Seattle, and individual private and public property owners.
- Conform to FAA and airport safety restrictions, land use requirements, and design rules and standards. These include height restrictions, appropriate types of landscaping so as to minimize bird attractants, minimization of glare, and other requirements.

Northeast Redevelopment Area (NERA)

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Summary of Community, Stakeholder and Public Involvement

2 Summary of Community, Stakeholder and Public Involvement

The Importance of Community, Stakeholder and Public Involvement

Involvement of the community, stakeholders, and the public-at-large was an important and integral part of the planning process for the NERA Redevelopment Plan and Implementation Strategy. Community, stakeholder, and public involvement will continue to serve an important and valuable role in the realization of the vision and objectives for the NERA.

The purpose of public involvement and outreach was to engage a broad spectrum of community 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;
- 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.

Public, Community and Stakeholder Involvement Activities

A variety of activities were conducted to engage the public, community representatives, and stakeholders in the NERA planning process. These activities are summarized on the following pages. For a full report on the community and stakeholder involvement process and input received, refer to the Appendix.

Workshop participants sharing ideas and concerns at the October 23, 2008 Community Dialogue Workshop

GETTING THE WORD OUT - DISTRIBUTION OF PROJECT INFORMATION AND OTHER COMMUNICATIONS

A project information sheet was developed early in the planning process and mailed to stakeholders and property owners in the NERA. In addition, articles with project updates and information were published in the June 2008, September 2008, November 2008, March 2009, June 2009 and September 2009 issues of the City of Burien quarterly newsletter. The project information sheet and updates were made available on the City of Burien's website throughout the study process. (A copy of the project information sheet is included with the Community and Stakeholder Involvement Summary Report in the Appendix.) Additionally, a project email address was established and comments received were circulated to the planning team.

October 23, 2008 Community Dialogue Workshop

COMMUNITY DIALOGUE WORKSHOP

October 23, 2008

The results of the existing conditions analysis and the draft redevelopment concepts were presented in a Community Dialogue Workshop held on October 23, 2008. The overall purpose of the October 2008 workshop was to create an open environment where participants could share their opinions and ideas for the future redevelopment of the NERA. Participants were asked to comment on possible opportunities and challenges related to redevelopment, as well as what specific types of uses they would like to see explored for the area.

Each workshop session began with a background presentation that included information about the existing conditions analysis and the opportunities and challenges associated with the NERA, including FAA development restrictions and other requirements. After the presentation, stakeholder groups learned about the redevelopment concept alternatives being considered for the NERA subareas.

Participants were asked to comment on the concept alternatives, as well as to provide their own ideas and input about what they would like to see considered. Participants referred to aerial photo maps displayed on the table during the workshop sessions, which gave them the opportunity to review and comment on subarea concepts, as well as to provide input about potential ideas for transportation improvements and open space enhancements.

Input gained from the stakeholder workshop sessions helped to shape the redevelopment plan and implementation strategy for the NERA, including potential short term and long term actions. Following is a brief summary of the comments and input received at the workshop.

- Implementation of the NERA Redevelopment Plan should result in high quality development that is respectful of neighboring properties.
- Many participants were interested in infrastructure improvements in the NERA, including stormwater management, street improvements, sidewalks, lighting and other public facilities and services.
- There is a strong interest in recreation and open space opportunities associated with the Miller Creek corridor.
- Higher intensity uses should be located east of the Miller Creek corridor, since it serves as a natural buffer due to the topographic divide and dense vegetation.
- Support was expressed for creative use of FAA-restricted land for community-compatible uses such as passive recreation, open space, parking and stormwater facilities.
- There was a strong interest in maximizing redevelopment options for property owners as market influences change over time. Some single family homeowners stated they were planning to stay in their homes for a long time. Some homeowners stated an interest in possibly consolidating with other property owners to create and sell larger parcels for redevelopment.

- There was support for allowing a variety of home-based businesses and lifting the two-acre minimum lot size requirement in order to maximize opportunities for redevelopment for all property owners.

These comments and input provided by the public and stakeholders 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 two redevelopment alternatives. The redevelopment alternatives required amendments to City of Burien comprehensive plan and zoning code. A "no action" alternative that would not require amendments to the existing comprehensive plan and zoning code was also 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 residents stated that they were intending to stay in their homes and may reinvest in their properties.

STAKEHOLDERS MEETINGS

Members of the project team met with various stakeholders throughout the course of the planning process, including:

- 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

These meetings were held with individual stakeholders as well as groups of stakeholders at key points in the planning process. The team presented the results of analysis and early draft redevelopment concepts 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.

PLANNING PARTNERS MEETINGS

In addition to meetings with stakeholder groups and the public, the NERA planning partners, consisting of representatives from the City of Burien and the Port of Seattle, 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.

Collaborative stakeholder meeting session with Port of Seattle, City of Burien staff, and City Council members

October 23, 2008 Community Dialogue Workshop

Northeast Redevelopment Area (NERA)

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Existing Conditions Analysis

3 Existing Conditions Analysis

Overview

This stage of work involved a review of relevant plans and studies and analysis of existing conditions in the NERA. Critical areas (wetlands, Miller Creek, topography, vegetation, etc.) land use, transportation, utilities, and stormwater were reviewed, documented, and analyzed. A Critical Areas Report formally delineating the Miller Creek corridor and wetlands also was prepared. Please refer to the Appendix for the full Critical Areas Report.

Review of Relevant Plans and Studies

The team reviewed background planning documents previously developed for the NERA to gain an understanding of the NERA's relationship to other areas in and around the City of Burien, and existing land use and Federal Aviation Administration (FAA) regulations applicable to the area. The following paragraphs summarize past planning efforts and redevelopment studies in the NERA. In addition to these planning documents, the team reviewed several other background reports and information provided by the City of Burien and Port of Seattle to inform the development of a new plan for the NERA.

NORTHEAST SPECIAL PLANNING AREA (NESPA) PLANNED ACTION SEIS, 2002-2003

The Final Supplemental Environmental Impact Statement (SEIS) for the Northeast Special Planning Area (NESPA) analyzed three land use intensity and location alternatives. Alternative 1 included a proposal for more intensive land uses for the entire NERA study area with no residential use proposed. Alternative 2 included a smaller area designated in the 1997 Comprehensive Plan. Alternative 3 proposed no action. The SEIS then evaluated each alternative and identified the potential impacts on earth, water, land, energy, land use, transportation, housing, economics, utilities, noise and glare. The SEIS identified Alternative 1 as the preferred alternative, which included the most intense uses north and east of Miller Creek, moderate uses along SR 518 and less intensive uses along 8th Avenue South. The alternatives outlined in the SEIS provided an understanding of the previous land uses proposed for the area. The document also provided insight as to past policy direction given from the City through the identification of a preferred alternative (Alternative 1, which proposed more intensive land uses over the entire NERA study area). The SEIS adopted as a result of the recommendations of this Redevelopment Plan and Implementation Strategy supersede the previous NESPA Planned Action SEIS.

PREVIOUS SPA-4 PLANNING PROVISIONS APPLICABLE TO THE NERA, ADOPTED IN 2003

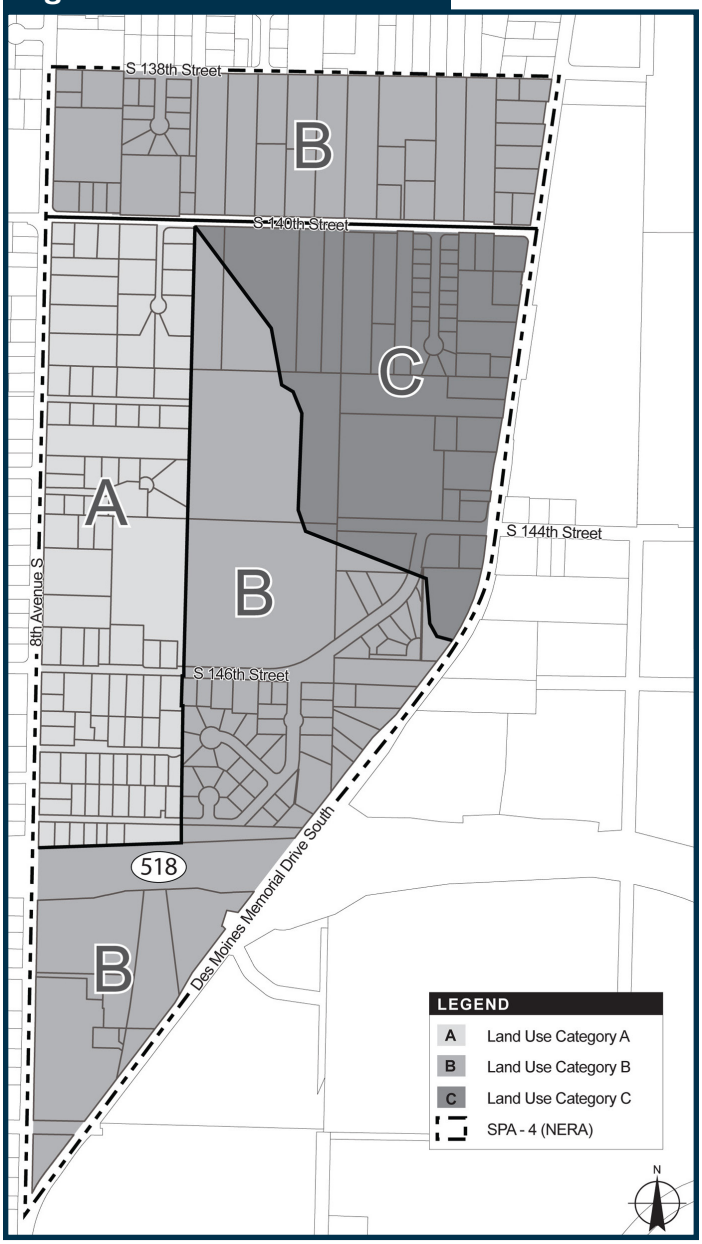
The NERA study area was previously designated by the City of Burien Comprehensive Plan and Zoning Code as Special Planning Area 4 (SPA-4). The SPA-4 designation was an outcome of the preferred alternative in the NESPA Planned Action SEIS summarized above. The Comprehensive Plan policies for SPA-4 provided the policy framework for the associated zoning regulations and design standards. Uses within SPA-4 were required to be airport-compatible, have minimal environmental and land use impacts, and support family-wage jobs. SPA-4 zoning regulations described the allowable uses and differing intensities allowed within three subsections in the NERA: A, B and C. Land use designations ranged from residential to commercial and industrial uses.

The underlying zoning within the NERA included single-family (RS-7,200), multi-family residential (RM-18, RM-24) industrial (I) and intersection commercial (CI). All new development was required to go through a contract rezoning process from the existing underlying zoning to SPA-4 and follow SPA-4 zoning standards. The SPA-4 zoning required a two-acre minimum parcel size on future development proposals, as well as specific design criteria. Refer to Figure 3.1 for a map of the previous SPA-4 land use categories. The 2010 Comprehensive Plan and Zoning Code amendments adopted as a result of the recommendations of this Redevelopment Plan and Implementation Strategy for the NERA supersede the previous SPA-4 provisions. (Refer to the Appendix for recently adopted Comprehensive Plan and Zoning requirements applicable to the NERA.)

SPA-4 SITE DEVELOPMENT REQUIREMENTS, 2002-2008

Internal circulation within SPA-4 was encouraged to be designed to minimize access points and the overall traffic load onto Des Moines Memorial Drive, South 140th Street, and South 144th/South 146th Street. The maximum building height allowed was 30 feet in subsection A and 45 feet in subsection B and C. In all subsections, building height was further restricted by FAA requirements as applicable. There was no established building coverage percentage for development in SPA 4; however, all sites could not exceed the maximum impervious surface coverage of 75 percent. No setbacks were required, unless landscape screening was required. Reviewing these previous land use regulations for the area provided an understanding of current conditions, including obstacles and opportunities for potential redevelopment in the NERA. In addition to the SPA-4 regulations, there was a minimum site area requirement for any new use or development of two acres. This two-acre minimum site area provided a challenge for existing residential property owners looking to subdivide or sell their land for a non-residential use. Updated Comprehensive Plan and Zoning Code provisions adopted in 2010 superseded the previous SPA-4 requirements and removed the two-acre minimum provision.

Figure 3.1: SPA-4 Land Use



NEW ECONOMIC STRATEGY TRIANGLE (NEST) STUDY (2004)

The 2004 New Economic Strategy Triangle (NEST) Study focused on economic viability and the best strategies for property located near Seattle-Tacoma International Airport (Airport) including the NERA and other special planning areas. The information and analysis within the NEST study related to market conditions and demands for development. Review of this study aided in framing the market analysis and land use recommendations of this current redevelopment

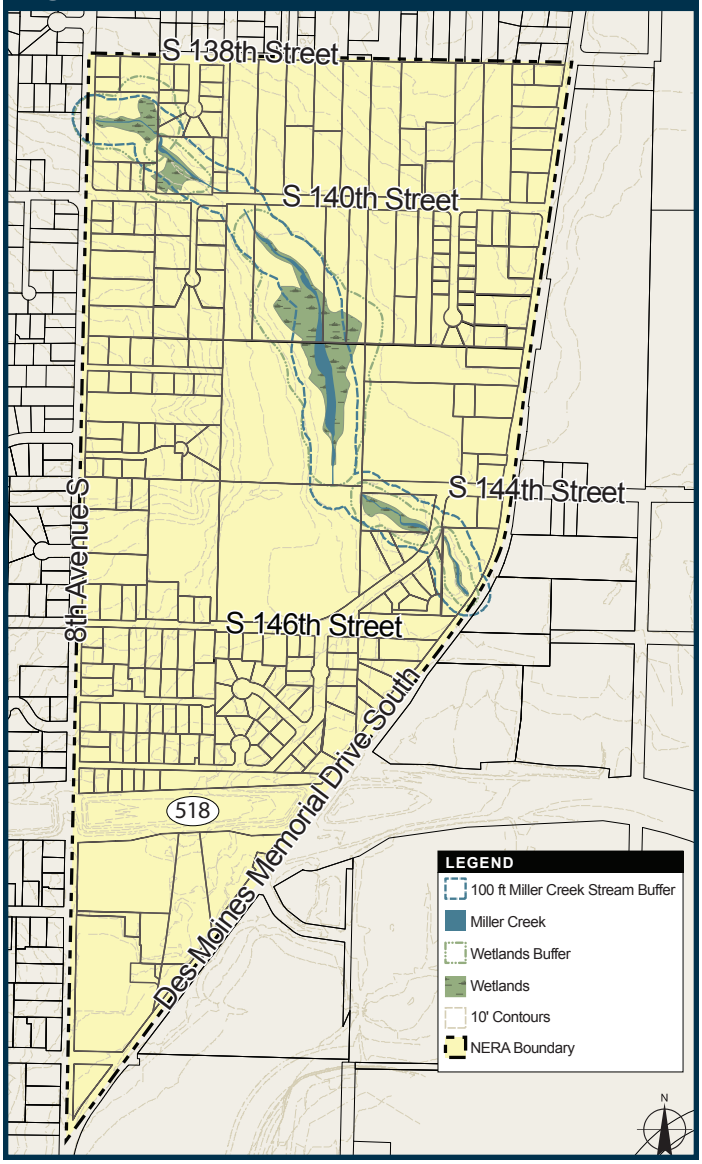
Miller Creek and associated wetlands located in the NERA

plan for the NERA. The market analysis focused on three areas nearest to the Airport deemed most suitable for acquisition and redevelopment. The study concluded that the highest and best use for the special planning areas near the Airport would be product-oriented uses that include manufacturing, logistics, value-added assembly, distribution, and warehousing. The NEST Study concluded that the best redevelopment strategy for the NERA was to accommodate the general industrial market in the near term, while remaining flexible to accommodate the needs of off-airport uses over the long term. The analysis identified potential building sizes, lot coverage, grading, and other site design elements for conversion of these areas to industrial uses.

Natural Conditions and Critical Areas

Much of the NERA has been previously developed. However, there are some areas that remain in a natural condition, including expanses of undeveloped land with mature trees and vegetation. The primary natural feature of the NERA is the West Fork of Miller Creek, which traverses the area diagonally from the northwest to southeast between 8th Avenue South to Des Moines Memorial Drive. A total of five wetlands (shown on Figure 3.2) were delineated by biologists and surveyed within the NERA. The delineation found that these wetlands are associated and hydrologically connected to the West Fork of Miller Creek.

Figure 3.2: NERA Natural Features



The Burien Municipal Code (BMC 19.40.310) provides for permanent protection of wetlands and streams and their buffers by regulation of development and other activities within them. Wetland and stream buffers provide important functions, including protection of the wetlands, water quality improvement, and wildlife habitat. Some uses are allowed within buffers (including trails if the buffer width is extended), and buffer averaging is allowed by the City of Burien. Detailed descriptions of Miller Creek and its associated wetlands within the NERA can be found in the Critical Areas Report included in the Appendix to this report.

In addition to the water resources, the study area consists of rolling terrain with moderate ridges and valleys. Elevations range from 295 to 425 feet above mean sea level. There are intermittent areas of steep slopes that are not suitable for development. A steep topographic bench forms a natural break and buffer between the upper northwest area of the NERA, now primarily residential uses and the lower east, southeast, and south areas of the NERA, where a mix of land uses exist. Figure 3.2 illustrates topography, the Miller Creek corridor, and wetlands in the NERA.

Property Ownership and Land Uses

The NERA consists of a total of approximately 158 acres of land, divided among private property owners, the Port of Seattle, City of Burien, and Highline School District. Public rights-of-way for streets also are included in this area.

Table 3.1: 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%
TOTAL	**158 acres**	**100%**

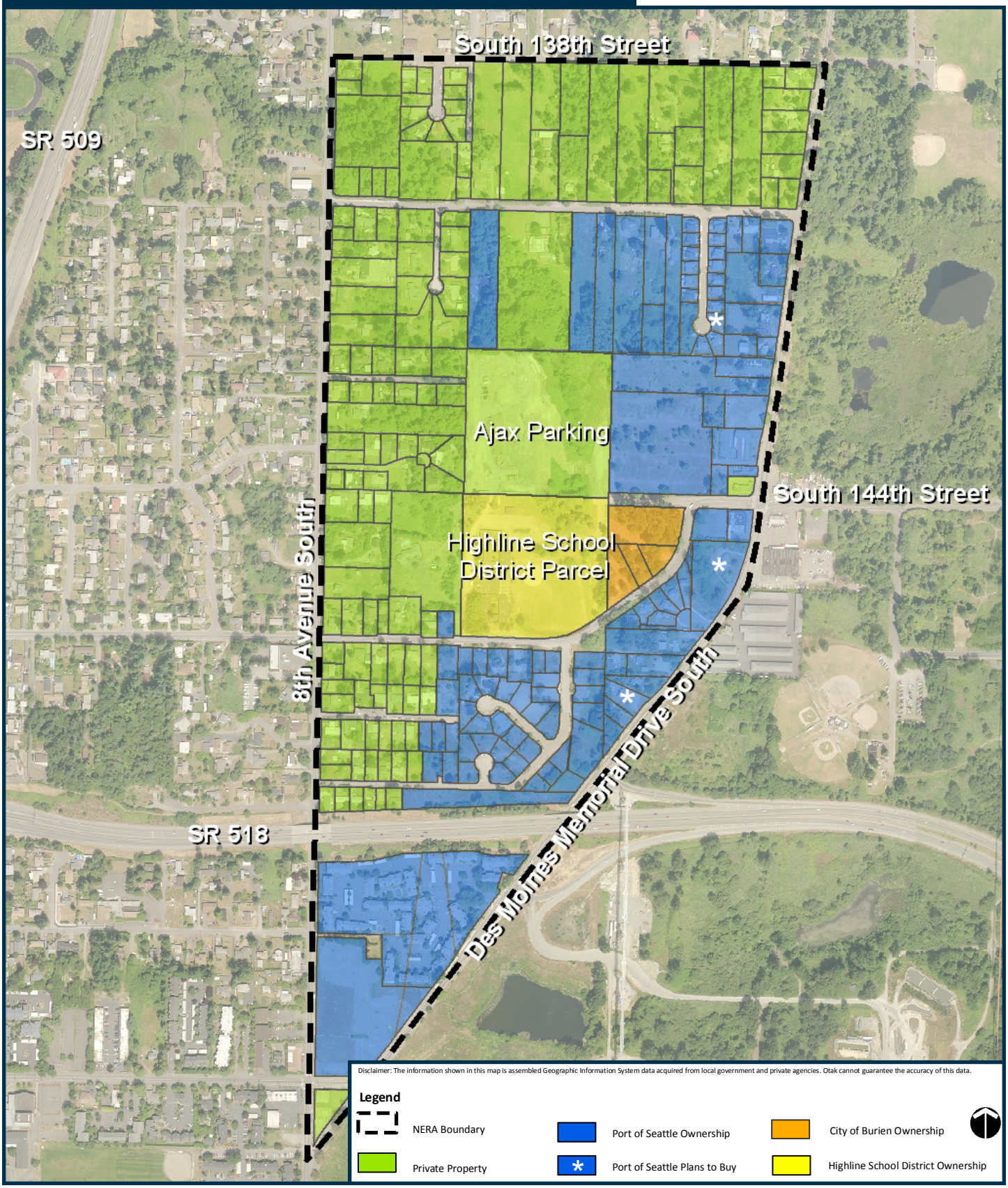
** (Areas are approximate and do not include bordering street ROW area)*

Residential street in NERA

Refer to Figure 3.3 for a map of NERA property ownership. The majority of the land in the NERA (75 acres) consists of privately owned, single-family residences, located primarily in the north and west portions. The 55 acres owned by Port of Seattle is the second largest land ownership in the NERA, located in the east, southeast, and south portions. South of SR 518, the old Lora Lake Apartments site, now owned by the Port of Seattle, is undergoing demolition and environmental clean-up. Other portions of Port-owned parcels that were previously in residential use are also being cleared in preparation for future redevelopment. Much of the Port-owned lands in the NERA are currently not in active use and are poised for redevelopment, with the exception of those areas where there are FAA restrictions on land use. Port-owned properties closest to the third runway are most affected by airport operations and FAA regulations (described in more detail later in this section).

Within the central portion of the NERA there are three relatively large areas of land owned by three different parties: a privately owned airport parking facility; the Navos Mental Health Center, which occupies property owned by Highline School District; and a parcel (approximately three acres in size) owned by the City of Burien. The City property is subject to regulatory requirements as a result of stormwater funds used to purchase the property. As such, it is anticipated that stormwater facilities will be developed in this area in the future. Some small commercial sites continue to exist in the NERA, including a convenience store located on Des Moines Memorial Drive and an upholstery shop located at the corner of 8th Avenue South and 152nd Street.

Figure 3.3: NERA Property Ownership as of March 2010



Federal Aviation Administration (FAA) Requirements

FAA restrictions apply to Port-owned portions of the NERA due to its proximity to the Seattle-Tacoma International Airport's new third runway (16R/16L) and airport operations. These restrictions are in place to ensure safety and compatibility of land uses around the airport and were among the key factors in determining the boundaries of properties to be acquired by the Port of Seattle (buy-out program). FAA restrictions, which limit the types of development that can be implemented on Port-owned properties, directly influenced the delineation of the subareas and planning alternatives proposed in this redevelopment plan (see Section 4).

There are varying levels of restriction placed on FAA regulated areas within the NERA depending on their distance from the third runway, their distance from the third runway's flight path, and the source of funds used to purchase the property. This restricted land does not encompass the entire study area, but rather is focused in the south, central, and east portions of the NERA, north of the third runway and applies to Port-owned property only. Regulated areas within the Runway Protection Zone and the Approach Transition Zone are further described in the paragraphs below. Refer to Figure 3.4 for FAA restricted areas in the NERA (shown in red).

THE RUNWAY PROTECTION ZONE

The Runway Protection Zone (RPZ) begins 200 feet north of the end of the third runway. The RPZ is a trapezoidal area that extends 2,500 feet north and is 1,000 feet in width at the base, widening to 1,750 feet in width at its northernmost end. Approximately 7 acres of the NERA is located in the RPZ. (Although most of the RPZ is located in the City of SeaTac, the northwest corner enters the City of Burien.)

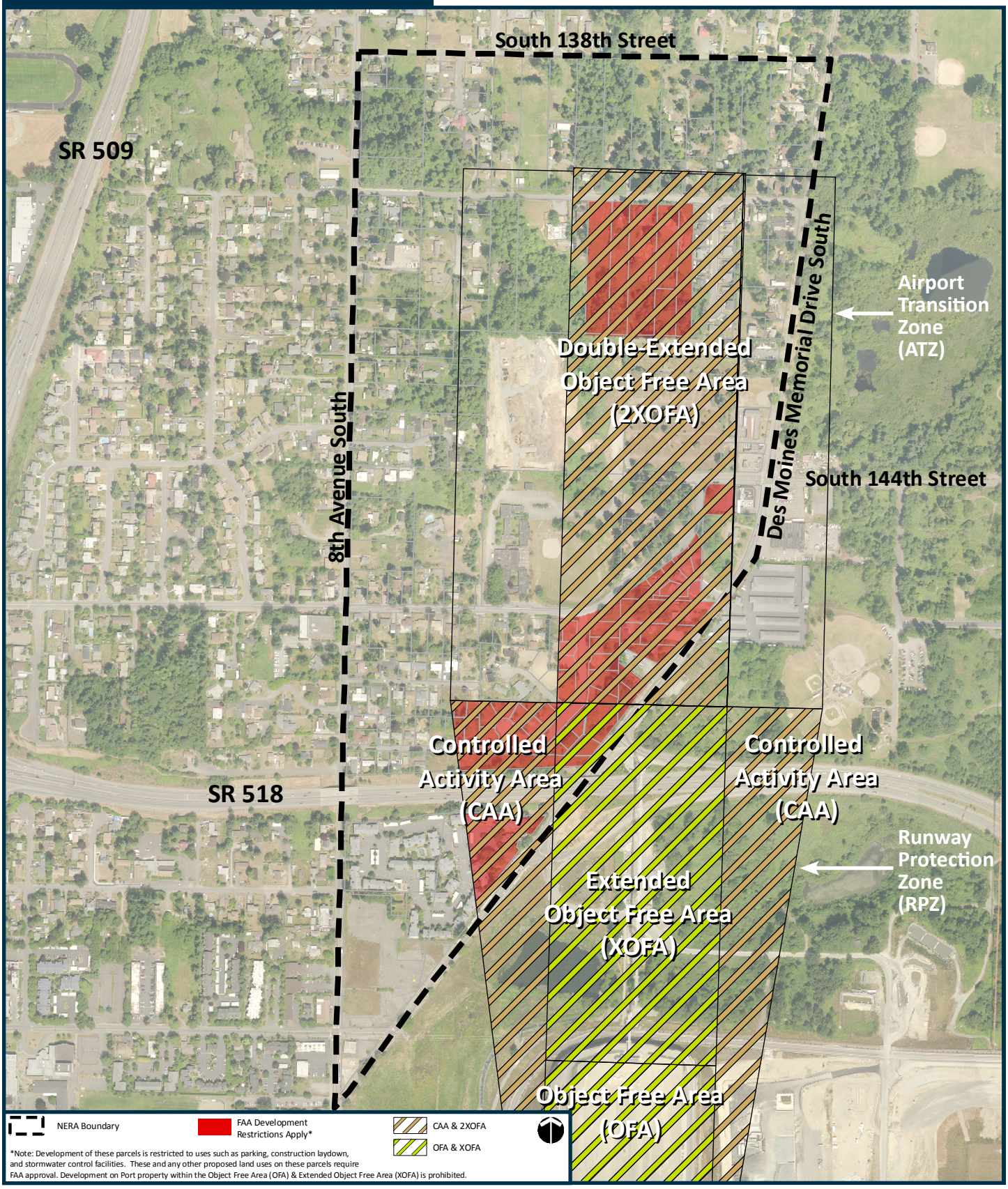
Because the RPZ is designed for the protection of people and property in these areas, land uses within the RPZ are restricted by FAA standards. Land uses specifically prohibited in the RPZ include residences, places of public assembly (e.g., churches, schools, hospitals, office buildings, shopping centers and other uses with similar concentrations of people) and golf courses. The FAA prefers the RPZ be open space, but parking is permitted with FAA approval within the Controlled Activity Area (CAA) of the RPZ. Other uses such as stormwater facilities and construction lay down are also permitted in the CAA if the following criteria are met:

- Does not attract wildlife.
- Is outside of the Runway Object Free Area (OFA) and the central portion of the RPZ. These areas constitute an 800-foot wide area extending along the center line of the runway the full length of the RPZ.
- Does not interfere with navigational aids.
- Is compatible with airport operations.
- Is below Federal Aviation Regulation (FAR) Part 77 Transitional Surfaces.

Top Photo: *Looking north from S. 152nd Street toward vacant property, including the old Lora Lake Apartments site, now owned by the Port of Seattle – this area is directly adjacent to the Runway Protection Zone (RPZ), west of the third runway.*

Bottom Photo: *Example of existing residential uses along S. 140th St.*

Figure 3.4: NERA Aviation Constraints



THE APPROACH TRANSITION ZONE

The Approach Transition Zone (ATZ) is a rectangular extension of the RPZ. Much of the third runway's ATZ is located within the City of Burien. Approximately 60 acres of the 158-acre study area is located in the ATZ. The north boundary of the ATZ is located 2,500 feet north of the north end of the RPZ and is 1,750 feet wide. The ATZ is comprised of an 800-foot-wide Double-Extended Object Free Area through the center of the ATZ extending from the runway's centerline and two 475-foot wide shoulders. The Double-Extended Object Free Area has the same permitted uses and restrictions as the CAA described above. Uses in the shoulders of the ATZ are limited only by the condition that they be compatible with airport operations as described in FAR Part 150 – Noise Sensitive Areas.

The FAA has granted Seattle-Tacoma International Airport several exceptions to the standard Double-Extended Object Free Area restrictions within the NERA. These areas, covering approximately 26 acres in the NERA, are restricted due to the funds used to purchase the properties by the Port of Seattle and are required to remain free of structures. However, certain features such as stormwater facilities, circulation, parking, and passive recreation may be allowed.

Existing Infrastructure

TRANSPORTATION SYSTEM

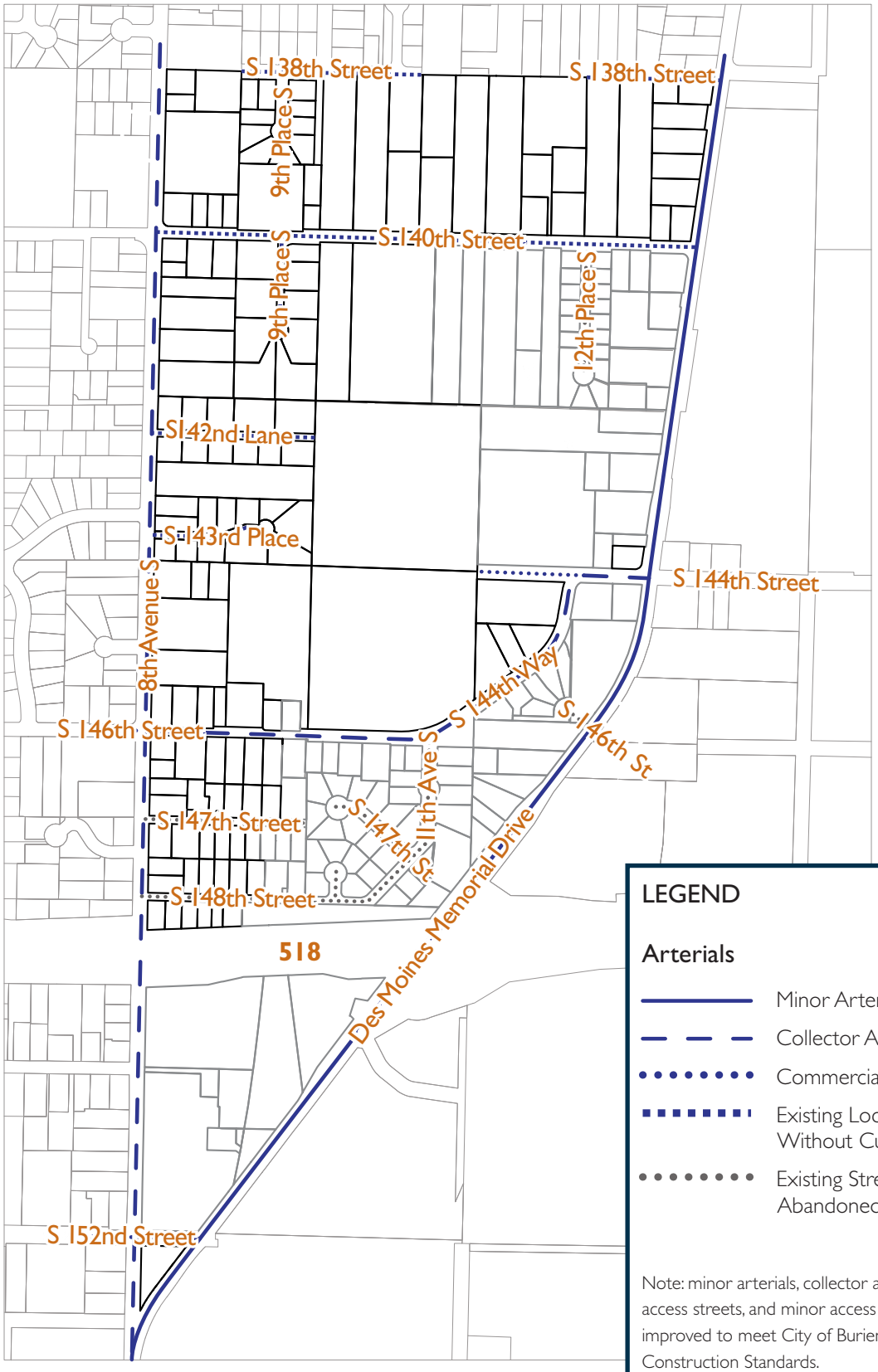
The NERA benefits from its proximity to the regional transportation network, linking it to I-5 and I-405 via SR 518 and SR 509. The NERA is directly and indirectly served by a number of arterial streets that provide connections to these regional freeways and other locations in the metropolitan area. The arterial street network includes South 128th Street, Des Moines Memorial Drive, 8th Avenue South, South 152nd Street, South 156th Street, and South 146th Street. The streets around the perimeter of the NERA are generally in fair to good condition, and those in need of repairs and upgrades have opportunities for expansion due to the availability of adequate right-of-way.

A minor network of streets and cul-de-sacs also exists internally within the NERA. This collector and local street network is not well-connected and should be further expanded as part of redevelopment. Most of the internal streets are minor access or private streets that require upgrades or complete reconstruction to handle additional traffic, especially truck traffic and multi-modal use (pedestrian, bicycle, and transit). Transportation conditions could be improved in this area to provide better direct access off of SR 518 at Des Moines Memorial Drive, as well as to bring streets up to standard for non-residential traffic. Refer to Figure 3.5 for a map of the existing street network and Table 3.2 for existing roadway classifications.

Table 3.2: Existing Roadway Classifications

STREET NAME	CURRENT ROADWAY CLASSIFICATION
Des Moines Memorial Drive South	Arterial
8th Avenue South	Arterial
South 140th Street	Local roadway without curbs
South 144th Street (west of South 144th Way)	Local roadway without curbs
South 148th Street	Local roadway without curbs
South 147th Street (accessed from 8th Avenue)	Local roadway without curbs
10th Place South	Subaccess or Minor Access
South 147th Street (accessed from 11th Avenue)	Subaccess or Minor Access
11th Avenue South	Subcollector
South 146th Street (cul-de-sac)	Subaccess or Minor Access
12th Place South	Subaccess or Minor Access
9th Avenue South	Local roadway without curbs

Figure 3.5: Existing Street Network



The proximity of transit to the site provides important opportunities. The new Tukwila Station (light rail) is located approximately two miles east of the NERA. Future plans call for expanded high capacity transit service between the Tukwila Station and the Burien Transit Center along the SR 518 corridor, adjacent to or through the NERA.

UTILITIES

Water services to the NERA are supplied by King County Water Districts No. 20 and No. 125 via a 24-inch supply main and pump station operated by Seattle Public Utilities (SPU) at the southeast corner of South 146th Street and 8th Avenue South.

Southwest Suburban Sewer District and Valley View Sewer District provide sewer service in the area. Although the entire study area is located within one or the other of these two sewer districts, several parcels in the NERA are not currently connected to the sewer system and dispose of wastewater through individual privately owned and maintained systems.

Electricity service within the NERA is provided by Seattle City Light. From conversations with the agency it has been noted that the northeastern area of Burien is already operating at near capacity. There may not be sufficient capacity for higher intensity uses such as light industrial or commercial in the NERA. As each area within the NERA redevelops, developers will need to coordinate directly with Seattle City Light to determine service requirements and available capacity. Seattle City Light has stated that there is a need for a new substation in the area to accommodate additional capacity.

Des Moines Memorial Drive with adjacent SeaTac Sunset Park Trail

STORMWATER DRAINAGE/STORMWATER MANAGEMENT

Most of the NERA flows to Miller Creek, which has historically had poor water quality. Given this history and recent state regulations, it is anticipated that a high level of water quality treatment will be required as part of redevelopment.

Although neither Burien nor King County has any published maps that show what level of flow control is necessary for NERA, it is likely that development would be subject to conservation flow control requirements for stormwater management and drainage. The existing drainage system is intermittent due to existing inadequate street infrastructure and the lack of drainage infrastructure on private properties. The majority of the NERA currently relies on open ditches, culverts, and infiltration to manage surface runoff.

The City of Burien purchased property in the NERA in anticipation of potential development of a regional stormwater detention and treatment facility that would serve the entire NERA. Regional stormwater facilities could also be developed on FAA-restricted portions of Port-owned properties, contingent upon Port agreement. A conceptual analysis of the feasibility of a potential system of regional facilities was analyzed by Otak and described in the Miller Creek Greenway Concept Report (2010). The conceptual analysis evaluated the potential for creating a series of connected stormwater facilities co-located with public parks and a linear open space with a shared-use trail along the creek corridor. This report is included in the Appendix.

Market Assessment

A market assessment was completed in October 2008 to assess market conditions related to four general land use categories—industrial, office, retail, and residential. The assessment was used to inform financial analysis in support of concept alternatives for redevelopment in the NERA. New residential uses were not contemplated, but an analysis of the area's residential market was conducted to inform economic development strategies that may seek to encourage non-residential uses on land currently in residential use.

Existing stormwater infrastructure in the NERA

SUMMARY & KEY FINDINGS

The market assessment was not intended as a highest-and-best use analysis. The assessment helped to identify redevelopment opportunities and was used along with other existing conditions analysis and stakeholder comments to frame the concept alternatives in this redevelopment plan (Section 4). The assessment also informed development of the implementation strategy (Section 5). Key findings for each of the four land use types are summarized in the following paragraphs.

Industrial

- Regional market fundamentals for industrial/distribution uses are strong due to the geographic location of the NERA. The NERA is well positioned to compete with existing and proposed off-airport industrial space because of its proximity to SR 509 and SR 518, the Seattle-Tacoma International Airport in general, and the on-airport industrial space at the north end of the Airport.
- Industrial land near the Airport is poised to experience continued demand as a result of the regional cargo trade.
- Burien is positioned to take advantage of the trend in industrial users moving south from the Duwamish Industrial Center in Seattle.

Office

- Burien has experienced little new office construction as a secondary suburban office hub and represents a small portion of the region's office supply.
- Current Burien office stock is generally comprised of low-rise Class B space for small users.
- Burien contains a node of medical office space near the Highline Medical Center.
- The NERA could support professional offices, medical offices and other office uses that are not very location-sensitive, but the amount of existing available office space in the market suggests that a professional/medical office complex in NERA would have to differentiate itself from existing product to be viable.
- 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 and is likely oversupplied given the contraction in consumer spending and planned slowdowns in expansions and in many cases, store closures, by national retailers.
- With the exception of automobile dealerships, Burien does not have many retailers that draw from outside the local trade area. Regional retail opportunities may be limited because Burien and the NERA are located within the trade area of Southcenter Mall and regional retailers in Tukwila. However, as the population of the Burien Town Center grows, there may be more demand for some retail opportunities in closer proximity.
- While the retail vacancy rate in Burien is low, the area has experienced negative absorption over the past year (with conversion to other uses).
- Redevelopment projects within downtown are seeking to reformat the Burien retail experience, diversifying the types of retail uses located within walking distance of new mixed use development (residential and employment uses).
- Most of the NERA is not ideal for general or large-format retail given the lack of visibility from major arterials. That said, should large areas of land be assembled (approximately two acres or larger in size), the area could be viable for larger-format retail given the seeming lack of large, appropriately zoned sites in the trade area of Southcenter Mall.
- The Port-owned Lora Lake triangle presents an opportunity for large-format retail given the size of the land assemblage that is accessible and visible from SR 518.

Residential

- The regional residential market is more stable than many others in the nation, but is currently weak due to a contraction of credit, the expansion of which in previous years had fueled rapid price escalations.
- In the short-term, lower home prices and a lack of credit for developers will likely limit new supply.
- Further softening of the housing market could aid redevelopment of existing residential land to non-residential uses.
- Assemblage of small parcels would be critical to facilitating a transition to non-residential uses on existing residential land.

For the full Market Assessment Study please refer to the Appendix.

Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis

Analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) is a strategic planning approach that serves as a useful tool for comparing positive attributes, resources, and possibilities against negative factors and constraints. SWOT analyses are used for a broad variety of purposes, from organizational and corporate management planning to land use, economic, and environmental planning.

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. The SWOT matrix was subsequently refined based on input from the partners, then presented to stakeholders in the

Community Dialogue Workshop for additional input and later finalized. The final SWOT matrix informed the redevelopment alternatives, recommendations and strategies presented later in this report. Analyzing the strengths, weaknesses, opportunities, and threats for the NERA helped to broaden the understanding of the physical, economic, and political opportunities and constraints of the area. The full NERA SWOT Analysis is presented in Table 3.3.

SWOT FACTORS: POSITIVE AND NEGATIVE; INTERNAL AND EXTERNAL

An effective SWOT focuses on identifying the key internal and external factors – both positive and negative – that may either support or hinder the ability to achieve the desired project vision and objectives. The SWOT analysis then leads to the development of specific strategies to address these factors and the relationships between them. The diagram in Figure 3.6 illustrates the relationship of positive, negative, internal and external factors of the SWOT analysis.

ORIENTING THE SWOT ANALYSIS TO NERA VISION AND OBJECTIVES

The SWOT analysis considered the NERA vision and objectives (summarized in Section 1). Cross comparisons are an important part of the analysis. What may represent a strength with respect to one objective may be a weakness for another objective.

- **Strengths:** Positive internal attributes that are helpful for achieving objectives
- **Weaknesses:** Negative internal factors that may present challenges in achieving objectives
- **Opportunities:** Positive external conditions that may reinforce objectives or enable objectives to be achieved
- **Threats:** Negative external influences that may make it difficult to achieve objectives if not mitigated or properly addressed

SWOT MATRIX

The SWOT analysis matrix is presented on the following pages. SWOTs are organized according to these key areas:

- Economic Development and Market Conditions
- Land Use Planning and Policies and Agency Objectives
- Community / Social and Socio-economic Conditions
- Transportation
- Infrastructure and Utilities
- Environmental and Natural Conditions

Figure 3.6: SWOT Analysis Factors

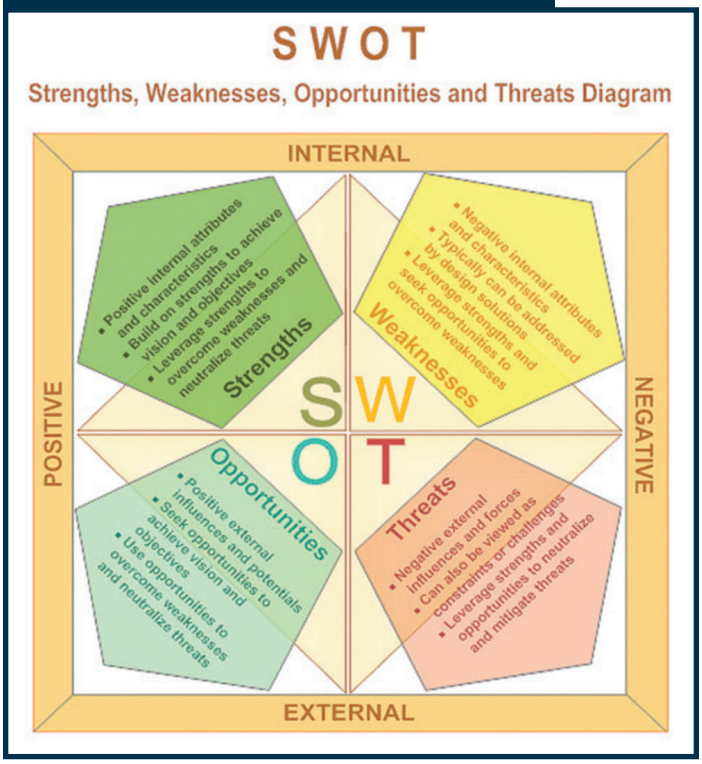


Table 3.3: SWOT Analysis Matrix (continued on the next three pages)

	STRENGTHS	WEAKNESSES
ECONOMIC DEVELOPMENT AND MARKET CONDITIONS	• Large parcel development opportunities (10+ acres) • Proximity to Airport is good for Airport related redevelopment • Good transportation access for most of the NERA • Suitable zoning or rezoning potential to allow a diversity of uses • Good visibility for areas directly north and south of SR 518 • Beneficial proximity to downtown Seattle and major transportation routes	• Parcel assemblage required across residentially zoned properties • Airport related impacts and operations (real and perceived) • Poor visibility for areas not adjacent to SR 518 • Wetlands/creeks constraints on development • Poor access to the west at SR 518/Des Moines Memorial Drive (absence of west half of interchange) • FAA-imposed restrictions • NERA is somewhat isolated from other commercial areas • Internal transportation network is lacking.

LAND USE PLANNING AND POLICIES AND AGENCY OBJECTIVES	• Port of Seattle and City of Burien are working together as partners
	• Mutual recognition of needs/objectives (City and Port)
	• Planning work to date—good foundation to work from
	• Large consolidated Port land ownership
		• Port of Seattle and City of Burien – differing objectives and approaches to redevelopment
		  • Port: airport related uses
		  • City: Tax revenues through compatible uses
		• Constraints and limitations on land uses/design controls
		• Lack of consolidated land outside of Port ownership

COMMUNITY/ SOCIAL AND SOCIO-ECONOMIC	• Burien is going through positive changes; more people in the area • Broad community support for redevelopment in Burien	• Potential incompatibilities between future redevelopment and surrounding residential areas
TRANSPORTATION	• Good basic existing transportation network • Access to I-5 and I-405 and SR 509 via SR 518 • Great connections to downtown Seattle industrial area via SR 518 to SR 509 • 128th Street provides good access to SR 509	• Des Moines Memorial Drive not in condition to support heavy truck traffic • Incomplete SR 518/Des Moines Memorial Drive diamond • 8th Avenue S and S 146th are too steep to be used as major truck routes and also access existing residential neighborhoods • Although 128th provides good access to SR 509, it is a bit circuitous to get there from the NERA

	OPPORTUNITIES	THREATS
ECONOMIC DEVELOPMENT AND MARKET CONDITIONS	• Potential opportunity to create auto mall and free up significant 1st Avenue land area • There is a general lack of large, contiguous parcels for Airport related uses in the region • Potential for increased tax revenues to the City by attracting high sales volume retailers • Increase employment by attracting new employers to City • Weak economy creates less competition for land suited for industrial uses – could provide higher paying jobs than those in service/retail • Interest in completing SR 518 interchange at Des Moines Memorial Drive • Increase in fuel prices leads to increase in land value in the NERA	• Potential community response to higher intensity development • Cost of relocation • High retail vacancy in immediate area • Generally weak economy will potentially adversely affect some near term development opportunities (especially retail and office) • Substantial competition in local trade area from 1st Avenue retailers and from Southcenter (and surrounding area) • Potentially high site work costs on some portions of the NERA compared to other areas (for industrial uses) • Volatility of construction pricing in current market
LAND USE PLANNING AND POLICIES AND AGENCY OBJECTIVES	• The NERA can be a model for other suburban areas in transition • Seattle City Light substation construction may be needed to provide adequate service to NERA for non-residential uses • Can update/amend City policies and zoning to support redevelopment	• Phasing/timing of redevelopment is unpredictable • Timeframe and funding for SR 518 interchange completion (long term prospect) • Changes to adopted City policies will be needed
COMMUNITY/ SOCIAL AND SOCIO-ECONOMIC	• Miller Creek corridor as community amenity/ linear nature park • Pathway connections and opportunities for community open spaces • Redevelopment could generally improve this area of the community and will improve economic conditions	• Potential community opposition to redevelopment scenarios • Potential opposition to specific land uses • Changing political perspectives
TRANSPORTATION	• SR 518 interchange improvements, benefits for Port, City of Burien and City of SeaTac • High-capacity transit (Proposition 1 and funding associated with transit study from Renton to west side—passing through the NERA) • Change of designation for Des Moines Memorial Drive – good truck route grade / improvement for trucks and general access	• SR 518 interchange at Des Moines Memorial Drive timing and funding • Fuel costs and congestion may change the land use needs within the NERA • Lack of funding and intensive competition for funding with other projects

	STRENGTHS	WEAKNESSES
INFRASTRUCTURE AND UTILITIES	• Potentially adequate water capacity available for redevelopment • Potentially adequate sewer capacity available for redevelopment (via sewer main connection) • Most parcels already have electricity, water, gas, and telephone service – which translates to good existing infrastructure • Good working relationship with utility providers	• Lack of existing electrical capacity for uses other than residential • Two service providers for both sewer and water – requires more coordination
ENVIRONMENTAL AND NATURAL CONDITIONS	• Relatively flat slopes on south portions of area lend well to large developable parcels • Medium sloped areas of the NERA can be easily addressed through engineering solutions • Lora Lake Triangle has flatter slopes and good visibility • The existing soils provide the opportunity to reduce size of detention structures required (highly infiltratable) • Existing culverts provide good crossings of Miller Creek	• Creek corridor, wetlands, and buffers reduce developable areas/impede development through the central portion of the site • Topographic constraints on some portions – relatively steep slopes on the northwest and central portions of the site make redevelopment challenging • The existing soils may require higher runoff treatment due to high infiltration characteristics than may normally be required

	OPPORTUNITIES	THREATS
INFRASTRUCTURE AND UTILITIES	• Potential for solar energy access due to unobstructed southern exposure • Green Building opportunities • Possible location for new substation in NERA	• Existing electrical capacity is lacking • Market analysis and feasibility of truck travel along steep travel routes • Capital improvement costs and return on investment for City and future tenants
ENVIRONMENTAL AND NATURAL CONDITIONS	• Miller Creek corridor as community amenity • Wetland and stream buffer flexibility within the code, as well as, unique regulations for NERA (with science to support it) • Opportunities for FAA restricted land as off-site mitigation	• Lora Lake parcel requires additional environmental clean-up due to historic industrial use (study in progress)

Northeast Redevelopment Area (NERA)

4

Redevelopment Plan

4 Redevelopment Plan

Overview

This section describes the proposed redevelopment plan for the NERA and presents a financial analysis of the alternative concepts for redevelopment. Descriptions of the identified redevelopment subareas in the NERA are provided, along with proposed land uses for each subarea and recommendations for transportation and infrastructure improvements to support redevelopment.

Definition of Subareas

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 could be implemented. Figure 4.1 depicts the proposed NERA subareas, and the subareas are described on the following pages.

Residential uses along South 140th Street

Figure 4.1: NERA Subareas

Navos mental health facility, located in Subarea 2a

SUBAREA 1

Subarea 1 is located south of SR 518 and between Des Moines Memorial Drive South and 8th Avenue South. The area consists of approximately 13 acres and contains vacant parcels mostly owned by the Port of Seattle (Port) including the former Lora Lake Apartments site, a small parcel owned by Seattle City Light, and a small privately-owned business on a triangular piece of property south of South 152nd Street. This subarea is isolated from the other subareas in the NERA by SR 518 right-of-way.

SUBAREA 2

Subarea 2, consisting of 2a and 2b, is located north and generally west of South 146th Street and is approximately 20 acres in size. 2a (approximately 10 acres) is currently in institutional use by Navos, which specializes in mental health assistance. This property is owned by the Highline School District. 2b (approximately 10 acres) is an existing commercial airport parking lot, located north of 2a.

SUBAREA 3

Subarea 3 is located south of 146th Street, and immediately west of Des Moines Memorial Drive. Subarea 3 is approximately 8.7 acres in size and was previously developed with single-family residences. Subarea 3 is highly encumbered by FAA restrictions, primarily due to its location within the Object Free Area. Because of the location just north of the third runway, the Port purchased the land and demolished the single-family homes located in the area. The area is now vacant land with remnants of public rights-of-way and utility connections that once served the former home sites.

SUBAREA 4

Subarea 4 is located directly west of Des Moines Memorial Drive, and consists of approximately 24 acres of land. The area is bisected by the Miller Creek corridor, and was previously developed with a mix of uses including some small scale commercial, institutional, and single-family uses. The Port has purchased, or plans to purchase nearly all of the

Abandoned Port-owned single-family homes in Subarea 4 that have since been demolished

South 140th Street

properties within Subarea 4, and will demolish the structures on parcels they purchase to prepare for redevelopment. Portions of this subarea are encumbered by FAA restrictions, as detailed on Figure 3.4.

SUBAREA 5

Subarea 5 is approximately 25 acres in size and is bounded on the north by South 138th Street, on the east by Des Moines Memorial Drive, on the south by South 140th Street, and on the west by 8th Avenue South. Subarea 5 also includes a one acre parcel located south of South 140th Street, just east of the Miller Creek corridor where a small commercial kennel is operated by the property owner. The remaining properties in Subarea 5 are developed with single-family homes on larger parcels. The Port will not be purchasing any of the properties in Subarea 5.

SUBAREA 6

Subarea 6 includes one acre north of S. 140th Street, and approximately 20.5 acres immediately east of 8th Avenue South. Subarea 6 is developed primarily with single-family residences served by a network of private streets and easements. Subarea 6 is unique in that is sits higher than the rest of the subareas. The topography benches down toward east and south, which separates and buffers Subarea 6 from the other subareas in the NERA.

SUBAREA 7

Subarea 7 is bounded on the south by SR 518, and on the west by 8th Avenue South. Subarea 7 is approximately 15 acres in size, and is divided by South 146th Street. Subarea 7 is fully developed with privately-owned single-family residences. The cul-de-sac street that provides access to these residences extends to the east to a group of former residences (in Subarea 3) that have been purchased by the Port. If Subarea 7 remains in residential use, its character will be distinctly different from the character of Subarea 3 once redeveloped, but the two areas are currently tied together by street access.

Drainage infrastructure along Miller Creek on City of Burien owned property

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, market conditions, and input gathered at planning workshops with NERA stakeholders and the community-at-large. The range of land uses proposed for subareas in the NERA include:

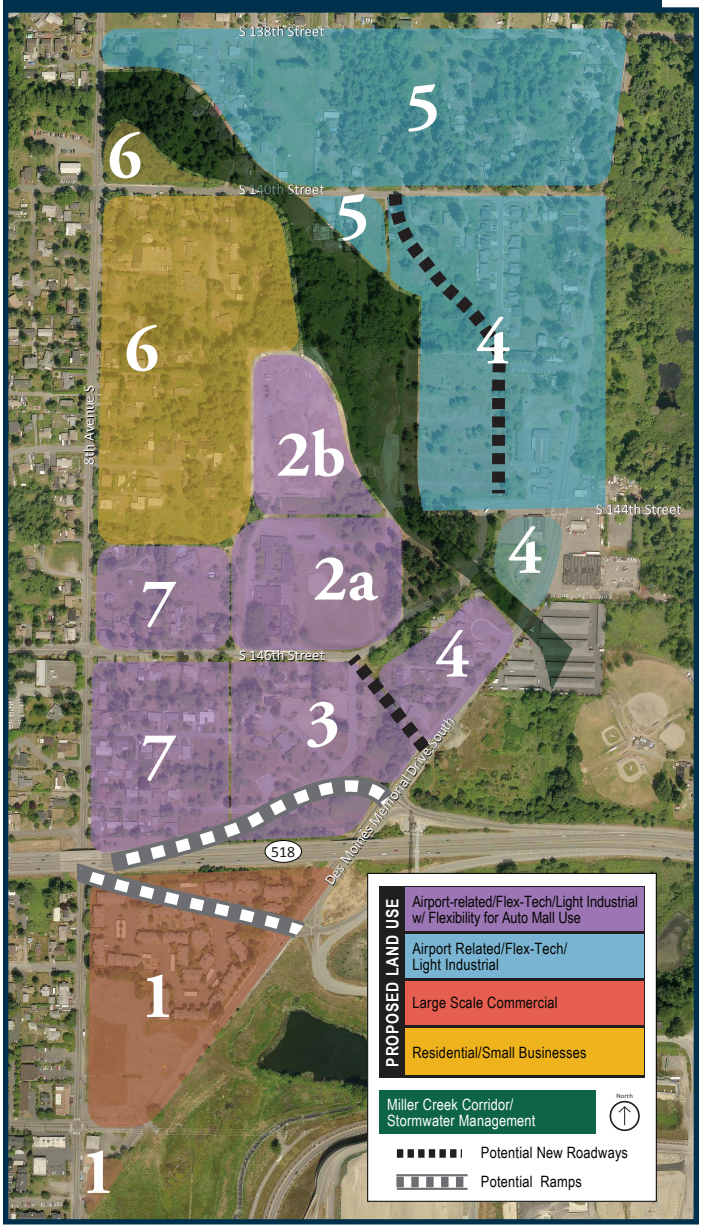
- Light industrial and warehousing
- Flex-tech / flex industrial
- Commercial uses
- Residential and small home-based businesses (Subarea 6 only)

Figures 4.2 and 4.3 illustrate how these proposed land uses could be organized within the defined subareas of the redevelopment plan.

Redevelopment into airport related/airport compatible uses (such as light industrial and warehousing) throughout the majority of the NERA is recommended. Proximity to operations at Seattle-Tacoma International Airport (Airport) is attractive to certain developers for cost and efficiency reasons. Additionally, the location of the NERA, bounded by SR 518 to the south, with connections to SR 509 to the west and I-5 and I-405 to the east strengthens the marketability for airport related uses and other uses that would benefit from the close proximity and access to transportation networks. Proximity and visibility to and from SR 518 may attract certain commercial and retail uses, particularly in the southern portion of the NERA.

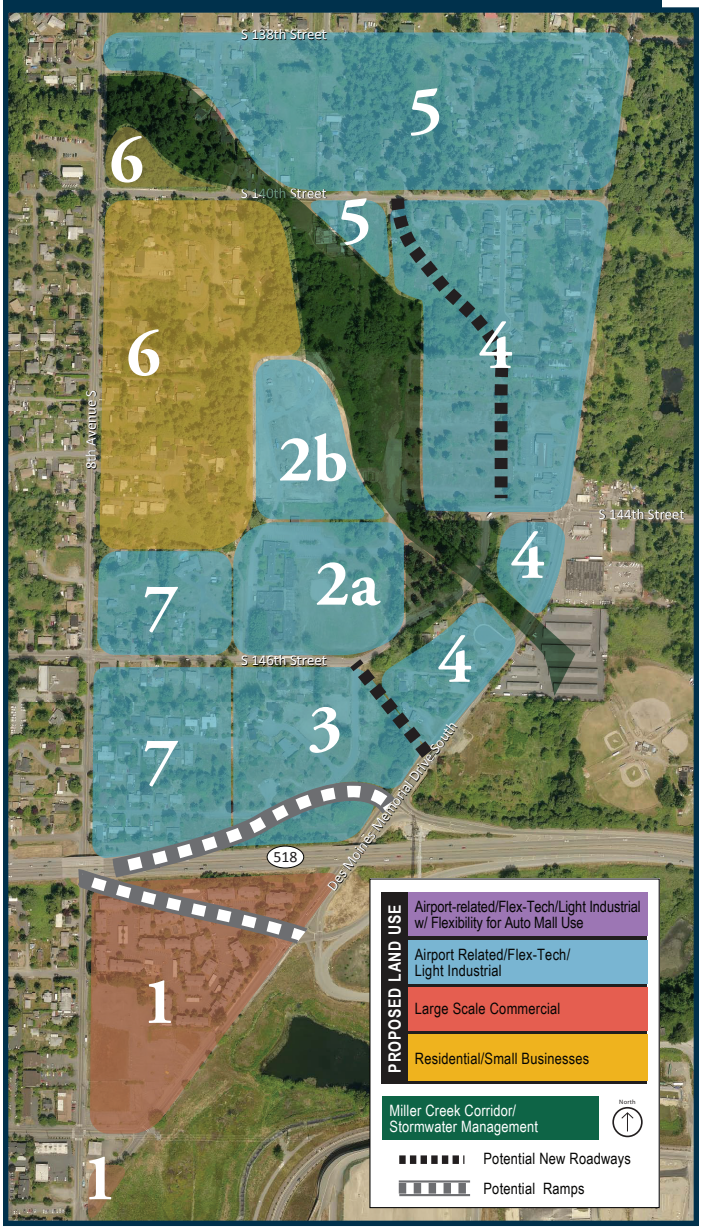
Flex-tech use typically refers to buildings serving tenants where the primary uses are office, light-manufacturing, data center and/or laboratory spaces, with much less emphasis on the warehousing and transportation of goods. Flex-industrial typically refers to buildings serving primarily warehousing or light-industrial manufacturing/ service uses, where office space is an accessory use. For the purposes of the NERA Redevelopment Plan, the term flex-tech/light industrial describes a land use classification that would allow for a wide range of industrial and technological uses, ranging from exclusively airport-related warehousing/transportation-loading operations to high-tech office uses.

Figure 4.2: NERA Subarea Proposed Uses and Improvements - Concept Alt. A



There are opportunities for larger commercial and retail uses, particularly for parcels located in close proximity to SR 518. A couple of examples that have been explored include the potential for a large commercial store on the triangular parcel south of SR 518 and the potential for an auto mall north of SR 518 that could be located in subareas 2, 3, 4 and potentially 7. Smaller retail uses (such as cafes, sandwich shops, etc.) may also

Figure 4.3: NERA Subarea Proposed Uses and Improvements - Concept Alt. B



be appropriate to support the employment uses of the flex-tech/light industrial areas.

Subarea 6 is topographically isolated and accessed separately from the rest of the NERA, and many of the residential homes in this area could remain into the future. As such, retaining residential use in this subarea is recommended, while also allowing flexibility for properties to transition over time. Allowing a variety of home based businesses and offices in this subarea is recommended to give property owners this flexibility.

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 improvements needed to support the proposed uses. Each alternative maximizes the use of developable area in the NERA and provides airport compatible land uses that will serve the needs of the Port and provide revenue and employment opportunities for the community.

Through master planning, physical plans representing each concept alternative were developed showing potential layouts of buildings (footprints), parking, circulation, stormwater facilities, required open space, wetland and creek buffers, and landscaped areas. Redevelopment potential was maximized in these layouts, and infrastructure facilities were sized to fit the maximum gross square footages anticipated under each concept alternative. The master planning efforts provided the opportunity to test actual redevelopment capacity under each concept alternative, which in turn enabled more accurate calculations of transportation and infrastructure improvements and associated cost estimates.

Upgrades to existing streets and utility infrastructure are planned to serve the proposed redevelopment, including expanded internal street circulation that will remove some NERA-related traffic from Des Moines Memorial Drive and distribute traffic more evenly throughout the area.

Expanded sewer, water, stormwater management, electricity and other utilities and services also are planned to serve future redevelopment. Both concept alternatives show land areas reserved for development of a series of regional stormwater detention and treatment facilities and open space areas along the Miller Creek corridor.

Table 4.1 summarizes the features of each concept alternative, including elements that are common to both alternatives. Recommended land uses and improvements are described on the following pages and illustrated in the redevelopment concept plans provided as Figures 4.4 and 4.5.

Table 4.1: 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. 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.

The redevelopment concept plan illustrates 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 in Subareas 2, 3 and 7.

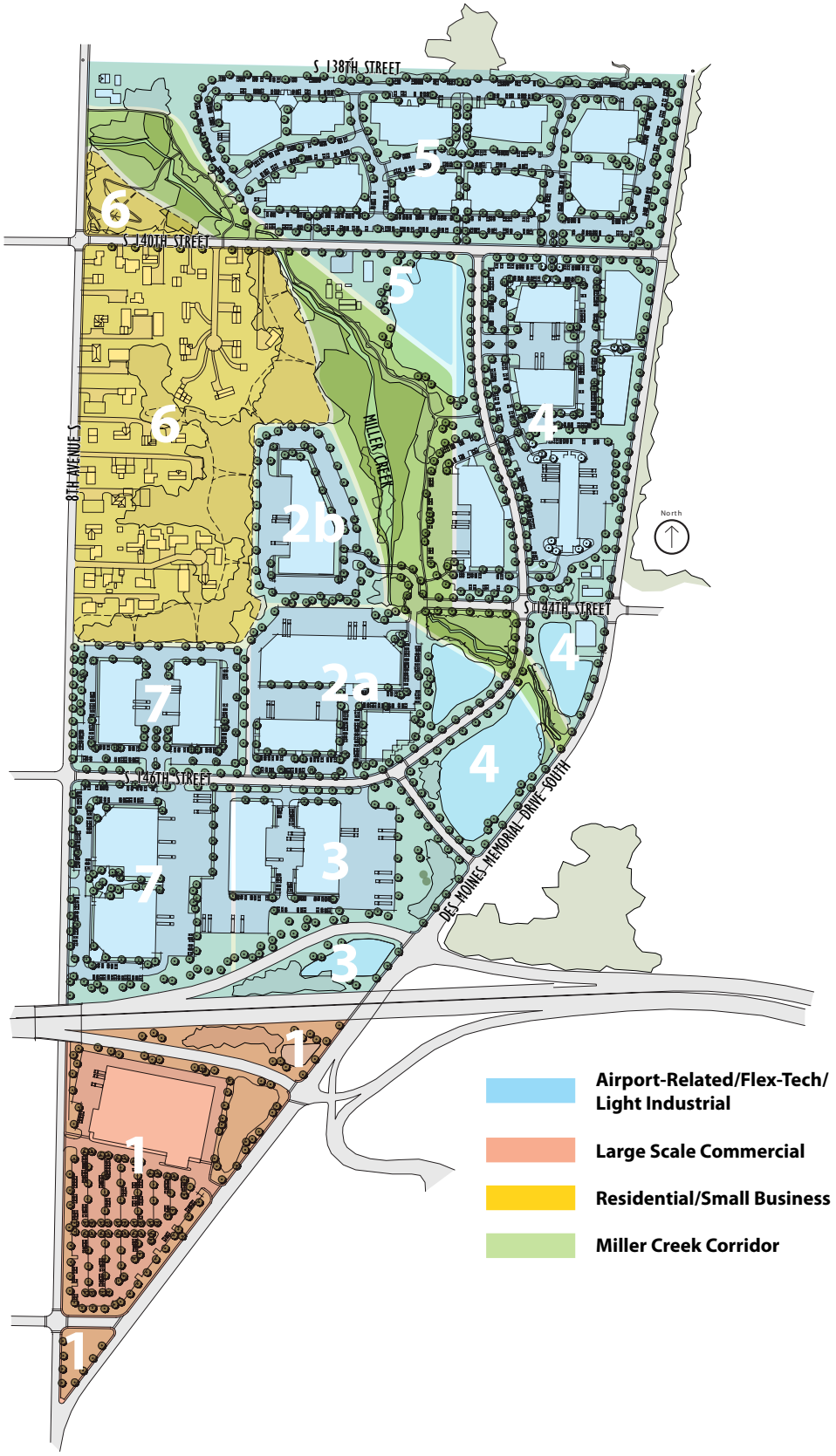
Subareas 2, 3 and 7 have excellent visibility from SR 518 and contain adequate land area to serve multiple new auto sales franchises to locate together. Currently multiple auto retailers are located along 1st Avenue South in Burien, the main north/south arterial in the City. 1st Avenue South provides access to downtown Burien, which is revitalizing into a mixed use urban center with residential, commercial, retail, and employment uses. Allowing the auto dealers to relocate to the NERA would enable the dealerships to expand and modernize their operations. Land available on 1st Avenue South could be reused for other purposes to better serve the mixed use downtown, including community retail, hotels, restaurants, and similar uses.

Although it is unclear in the current economic climate how the future of the auto industry might evolve, this alternative is preferred by the City of Burien (City) due to the potential positive effects that would be realized throughout the community. Ongoing coordination with auto dealership representatives will be important in working toward implementation of this idea. The dealership representatives will need ongoing guidance and support from the City as they contemplate the considerations related to relocation. Ultimately if the concept of an auto mall does not move forward, other commercial or flex-tech/light industrial uses could be developed in the NERA. Through this redevelopment planning effort, zoning regulations have been recommended and adopted to allow flexibility in use for Subareas 1, 2, 3 and 7 – for either redevelopment as flex-tech/light industrial or commercial use (including auto sales).

Subarea 4, which consists of primarily Port-owned property, could provide one of the first airport-related redevelopment opportunities in the NERA. Subarea 5 could follow, extending the redevelopment character

Figure 4.4: Concept Alternative A

Figure 4.5: Concept Alternative B



of Subarea 4 to the north. Buffering requirements and design guidelines would address potential impacts on residential owners to the north of Subarea 5.

Subarea 6 is unique due to its location, which is separated by topography from the rest of the NERA. This subarea is farthest away from the airport, and current owners have requested the ability to build more housing. Other owners want to sell their properties for non-residential use, or open small businesses. This alternative would allow for both types of uses to occur in a professional/residential mixed use type of zone.

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 Seattle-Tacoma International 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 based on the master planning efforts. Subarea 6 uses are the same under this alternative as under Concept Alternative A.

Transportation and Infrastructure Improvements to Support Redevelopment

Transportation and infrastructure recommendations 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, and other services, and stormwater drainage improvements are recommended to serve the proposed higher intensity uses. Refer to Figures 4.6 and 4.7 for a depiction of proposed transportation and infrastructure improvements to serve the redevelopment plan. Improvement recommendations are described in more detail in the paragraphs below. Additional information can be found in the NERA Draft (October 2009) and Final (November 2009) SEIS documents.

TRANSPORTATION

Streets

Potential street improvements were evaluated based on a review of existing roadway classifications and potential future traffic patterns and loads that may be generated by the proposed land uses. Most streets within and adjacent to the NERA should be improved to serve the new development and additional traffic generated by the new uses. Refer to Figure 4.6 for a depiction of these street improvements and their proximity to each subarea. Refer to Table 4.2 for a list of current and proposed roadway classifications, as well as proposed improvements. Information related to traffic analysis, including trip generation assumptions related to the alternative concepts, can be found in the NERA Draft (October 2009) and Final (November 2009) SEIS documents. Also, please refer to the technical memorandum "Conceptual-Level Transportation and Infrastructure Costs," February 6, 2009, prepared by Otak, Inc.

SR 518 Interchange

While expansion of the interchange of SR 518 and Des Moines Memorial Drive into a full diamond (conceptually shown in the redevelopment plan) from its current half diamond configuration would beneficially improve immediate access opportunities, redevelopment is not contingent upon these improvements. Interchange improvements likely would provide market benefits in attracting development activity to the NERA. Auto dealership representatives have stated that it would be important for the City and WSDOT to be moving forward with planning for these improvements with their consideration of the potential to relocate their operations to the NERA. Because of the regional scale of the project, the financial analysis does not assume a specific cost responsibility for the NERA to implement the interchange improvements.

Transit/Multi-Modal

With increased employment in the NERA, ongoing coordination with regional transit agencies will be important. Local feeder transit routes in the NERA that connect to the nearby light rail station in Tukwila and transit center in downtown Burien should be provided. Installation of sidewalks and bike lanes in accordance with local street improvement standards should occur to facilitate access to transit and promote increased walking and bicycling activity.

WATER

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

Table 4.2: 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

Figure 4.6: Proposed Transportation/Street Improvements Plan

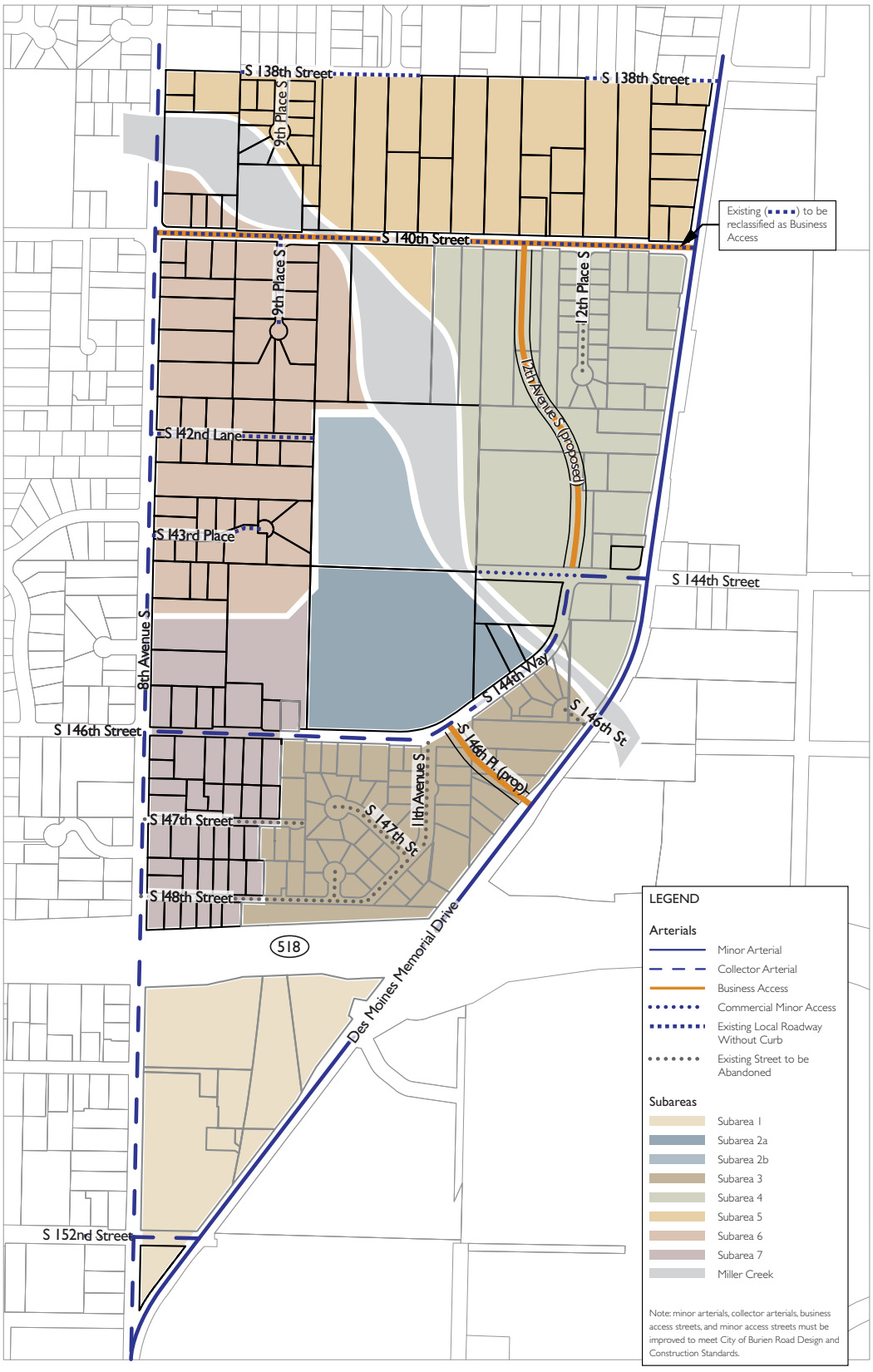
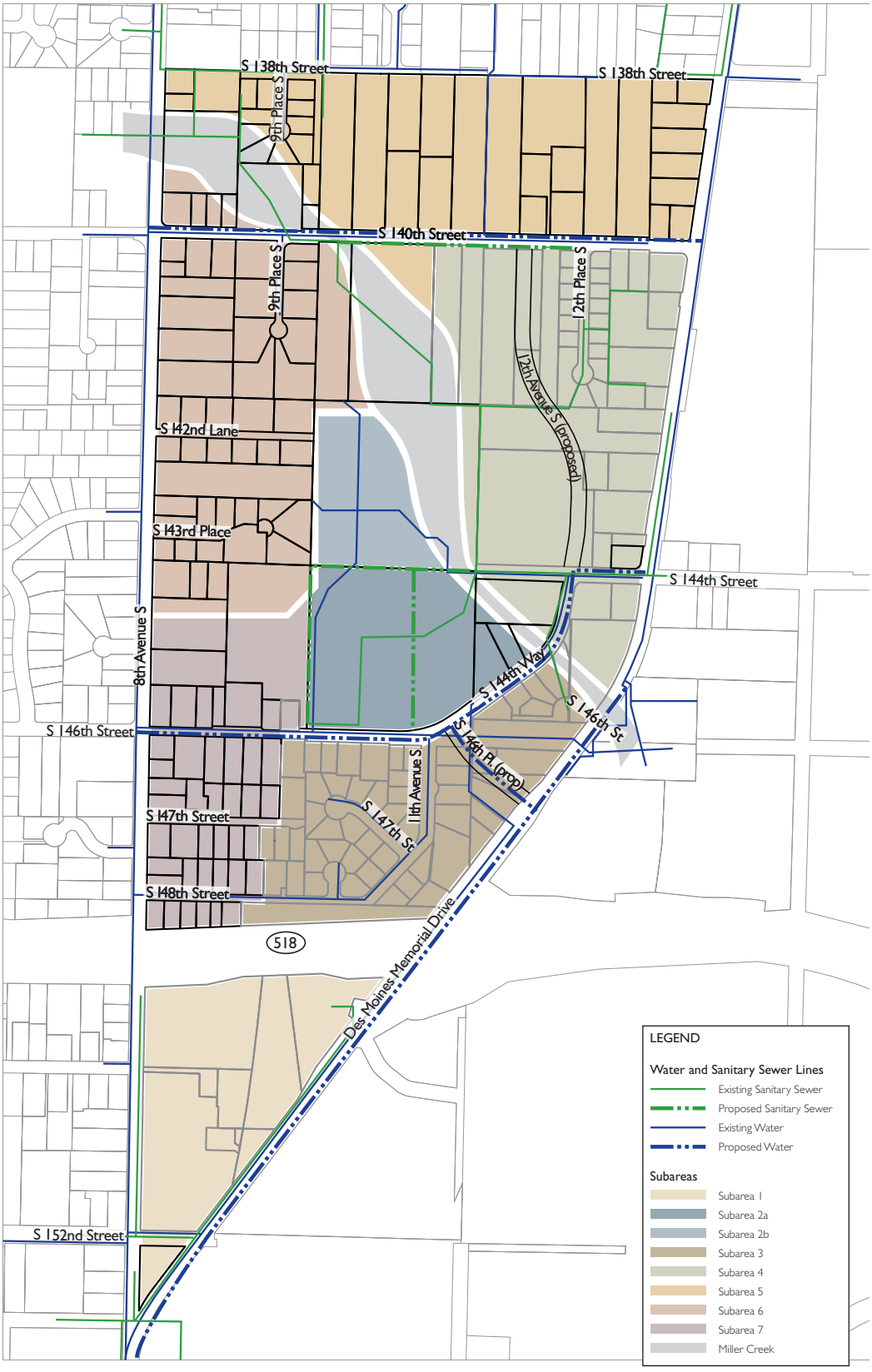


Figure 4.7: Proposed Water and Sanitary Sewer Improvements Plan



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, and service extensions to those areas currently not served by the public system also would be needed. Southwest Suburban Sewer District's Miller Creek Treatment Plant would treat sewage from the NERA. The district has indicated that the treatment plant and the interceptor main line that runs along Miller Creek have adequate capacity to accommodate future development in the NERA. The sewer districts should be consulted early in the development planning process on a project-by-project basis to confirm localized improvement needs.

ELECTRICITY

Seattle City Light has stated that it is obligated to provide service to customers within their service area. However, the agency anticipates that upgrades to their current system, including a potential new substation, would be required to serve the new, more intensive light industrial and commercial uses in the NERA, and these service improvements would take time to plan, design, and construct. Existing power lines within the vicinity of the NERA have generally been sized for residential uses, so these would likely need to be upgraded with future development. Seattle City Light owns property north of Kennedy High School (west of SR 509) that it has reserved for use as a future substation.

Ongoing coordination with Seattle City Light will be important so that distribution capacity can be confirmed as each redevelopment project in the NERA moves forward. The City of Burien plans to work closely with Seattle City Light to plan for and provide the necessary level of electrical service for the NERA.

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. Developers should coordinate with each service provider in the planning stages of projects to confirm service needs.

STORMWATER DRAINAGE FACILITIES

Increased impervious surfaces associated with redevelopment in the NERA would require stormwater management and treatment facilities, including water quality and detention. New development would be required to comply with City of Burien storm drainage requirements, including the King County Surface Water Design Manual requirements adopted by the City.

Stormwater management and treatment could be accommodated on a site-by-site basis as redevelopment proceeds, or through development of a regional facility. The concept of a series of regional (subregional) stormwater facilities linked together throughout the NERA and designed to accommodate runoff from redeveloped sites was analyzed in the Miller Creek Greenway Concept Plan report (see Appendix). In conjunction with the master planning efforts to create the concept alternative plans, potential configurations of stormwater ponds (wetlands) or underground vaulted systems were developed and quantified. The Miller Creek Greenway Concept report also envisioned the co-location of regional stormwater facilities with a linear open space and trail system along the Miller Creek corridor.

Implementing a project that serves multiple purposes related to stormwater management and treatment, creek habitat and ecosystem enhancements, and expanded recreational and nonmotorized transportation opportunities would bring extensive benefits to the NERA, as well as the overall Burien community. Refer to Figures 4.8, 4.9, and 4.10, which illustrate the regional stormwater facilities and the greenway trail concepts in plan and section views.

If funded either partially or entirely through public grants and matching capital budget allocations and partner contributions, implementation of a regional stormwater management project could incentivize redevelopment in the NERA by reducing individual site stormwater facilities costs (which are typically substantial). Even if developers were required to pay a stormwater systems development charge in lieu of onsite facilities to help cover the costs of the regional system, the costs of paying into the system likely would be less than the costs of developing onsite facilities (based on other similar examples in the Puget Sound area).

TRANSPORTATION AND INFRASTRUCTURE DEVELOPMENT ANALYSIS

The overall costs associated with transportation and infrastructure development to serve redevelopment in the NERA as described above were estimated at a planning level, apportioned to each subarea, and factored into the financial analysis presented in this section of the report. Refer to the Appendix for the technical memorandum "Conceptual-Level Transportation and Infrastructure Costs," February 6, 2009, prepared by Otak, Inc.

Typically, developers might be required to cover these costs on a project-by-project basis. To help expedite and incentivize redevelopment activity in the NERA by reducing costs of individual site development, the City of Burien and Port of Seattle could work together to pursue funding for NERA-wide transportation and infrastructure projects. As one example, the Miller Creek Greenway project, with co-located stormwater facilities, creek enhancements, open space/recreational facilities and trail connections, would be an excellent catalyst partnership project due the multiple benefits it would provide to the NERA and the community.

South 140th Street

Roadside ditch drainage

Figure 4.8: Miller Creek Greenway Concept Plan

Figure 4.9: Cross Section Showing Shared Use Trail and Viewpoint

Figure 4.10: Cross Section Showing Bridge Over Miller Creek

Redevelopment Feasibility and Financial Analysis

Assessment of redevelopment opportunities and financial analysis were the concluding steps in the redevelopment planning process, which influenced the selection of a preferred alternative and the recommendations in the Implementation Strategy presented in Section 5. To recap the steps leading up to the redevelopment opportunity and financial analysis, first the market assessment, completed as part of the existing conditions analysis, provided a basis for what types of uses might be likely to locate to the NERA. Redevelopment concept alternatives were then developed to reflect these uses in the form of physical plans showing potential configuration of buildings, parking, circulation, and other infrastructure improvements. Cost estimates for site development and infrastructure improvements associated with the concept alternatives were then prepared. With the completion of these steps, it was time to assess redevelopment opportunities for the proposed subareas and concurrently evaluate the financial implications of redevelopment, factoring in the estimated costs of redevelopment. The results are summarized below and on the following pages.

REDEVELOPMENT FEASIBILITY

Redevelopment feasibility 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.[1] Factors influencing the financial implications of redevelopment of the NERA include the following.

Ownership/Assemblage—Land that is owned by a single entity is usually more easily redeveloped than land that is owned by many parties with disparate interests. While a single party may not be willing to sell or lease land for redevelopment for fair market value, a sale/lease is much more likely to occur than when multiple parties must reach consensus, all other factors being equal.

Visibility/Access—The level of visibility from major streets and roadways and the level of access via existing or planned streets are important to commercial redevelopment opportunities and affect both property value and redevelopment costs.

Transportation and Infrastructure Costs—Topography (grading required for site development) and the level of transportation and infrastructure improvements needed are the key determinants of costs of redevelopment. With large scale flex-tech/light industrial buildings, the amount of site grading (cut and fill) and associated costs required to create level site areas has a major impact on the feasibility of land development.

Encumbrances—Some areas within the NERA are encumbered by either FAA restrictions on land uses due to proximity to Seattle-Tacoma International Airport runways and Miller Creek and wetlands buffers. Areas without such restrictions have more redevelopment potential than those with such limitations.

Land Basis (Existing Land Values)—Land with higher existing values based on current uses will be less likely to transition to new uses than those with lower existing values, all other factors being equal. In the context of NERA, the amount of land basis is determined by the following factors:

- ***Density of Residential Uses:*** Subareas with higher ratios of home values to lot sizes have a relatively high land basis. Put another way, homes with small lots have a relatively higher land basis.
- ***Port Ownership:*** To the extent that the land acquired by the Port for the mitigation of impacts from the third-runway project can be thought of as "sunk costs" needed for the completion of a prior capital project, the land basis for these properties can be considered zero. That is to say, the Port likely is motivated to lease or develop the land (so long as the future revenues justify the infrastructure costs) regardless of what might have been paid for the land in the past. Key assumptions are that the current income stream from the land is negligible and development would serve the Port's "triple bottom line" objectives as stated in its mission.

[1]See Heartland's technical memorandum, "Financial Analysis Summary for the Burien NERA Strategy Report," dated June 29, 2009, in the Appendix for a more detailed discussion of factors contributing to redevelopment opportunities.

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 Table 4.3 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

Table 4.3: 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. Encumberances	High	High	Low	Medium	High	High
e. Land Basis	High	Moderate	High	High	Moderate	Low
Overall Redevelopment Potential	**High**	**Moderate to High**	**Moderate to High**	**Moderate to High**	**Moderate**	**Low to Moderate**

As can be seen in Table 4.3, 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. A summary of the factors influencing redevelopment potential in each subarea is provided below.

Subarea 1:

- The property is almost entirely owned by the Port of Seattle.
- The land is located between Des Moines Memorial Drive, 8th Avenue South, and SR 518, giving the site relatively strong visibility and accessibility. Access would be even better if the SR 518 interchange at Des Moines Memorial Drive were to be completed to the full diamond configuration.
- The area is low to moderately sloping, requiring some grading, but not extensive earthwork. The area has existing sewer connections. Improvements to Des Moines Memorial Drive would be needed, and the property may be expected to pay a portion of the cost of improving a water main serving the

NERA that is anticipated in the redevelopment plan. Stormwater improvements would be required onsite.

- The Port's land basis in the property is assumed to be zero.
- Assuming redevelopment costs are less than the collective discounted value of future revenue streams from the land, combined with non-financial values the Port ascribes to that put the land into higher value uses, the site has high redevelopment potential.

Subarea 2a:

- The property in this subarea is almost entirely owned by the Highline School District.
- The area is located along South 146th Street in the center of the NERA and has no visibility from Des Moines Memorial Drive. The redevelopment plan anticipates an improved connection to Des Moines Memorial Drive in the future, which would greatly enhance access.
- The land is fairly flat, but would require some grading. The site would require sewer and water improvements and upgrades to South 146th Street. Stormwater management could either be covered through onsite development or accommodated by regional stormwater facilities.
- Light industrial zoning results in a land basis that is not very high.
- Redevelopment potential and timing is contingent upon when/if the School District is willing to sell and redevelop the site. (This analysis assumes the School District would be willing to sell and redevelop within the next three to five years.)

Subarea 3:

- The property is almost entirely owned by the Port of Seattle.
- The area is located south of South 146th Street and north of SR 518 and has some freeway visibility.
- The land is fairly flat, but does not have existing sewer service. The site would also share in the cost of an upgraded water main in South 146th Street along with improvement of the right-of-way.
- The subarea is greatly affected by FAA development restrictions, which affect the level of redevelopment potential but not the feasibility of areas that can be developed.
- The Port's land basis in the property is assumed to be zero.
- The land has high redevelopment potential if the redeveloped land value in this location is high enough to justify the infrastructure costs. This is more likely to occur in the case of an auto mall or other commercial use rather than for flex-tech/ light industrial uses in this location.

Subarea 4:

- The property is almost entirely owned by the Port of Seattle.
- The subarea is located along Des Moines Memorial Drive and has very good access and visibility.
- The land is fairly flat, and presently has sewer service. The site would share in the cost of upgrading the water main, sewer lines and street improvements.
- FAA restrictions and creek and wetlands buffers affect the amount of redevelopment possible on the site but do not severely impact redevelopment feasibility.
- The Port's land basis in the property is assumed to be zero.
- The land has marginal redevelopment potential unless costs can be lowered or assumed land rents for new users become higher than expected.

Des Moines Memorial Drive South at SR 518

Subarea 5:

- The area has reasonable access for flex-tech/light industrial uses, assuming South 140th Street is improved to support truck access.
- The area is owned by a large number of individual landowners, but several assemblages of land, especially in the eastern portion of the subarea, already exist or are being discussed.
- The land has considerable sloping terrain for a flex-tech/light industrial site, which could be a major impediment to redevelopment for that range of uses. Less intensive, campus-style site development, as shown in the redevelopment concept alternatives, would help to mitigate this issue. Most of the site does not have sewer service. Water mains and South 140th Street need to be improved.
- Creek and wetlands buffers occur in the western portion of the site but do not severely impact redevelopment potential or feasibility.
- The land basis in the existing residential houses is somewhat mitigated by the large average lot size in the area, which results in an imputed "as is" land value that suggests redevelopment at some time in the near future is possible.
- The land has marginal economics for redevelopment potential presently, but the proximity to Subarea 4, South of 140th Street, may expedite redevelopment of this subarea (since Subarea 4 is more likely to redevelop before Subarea 5).

Subarea 7:

- The area is owned by a large number of individual landowners.
- The area has reasonable access along 8th Avenue South, and also has some visibility from SR 518.
- The land is relatively flat in some areas but other areas would require a substantial amount of grading. A portion of the site does not have sewer service. South 146th Street would need to be improved, both in terms of improvements at-grade and water service upgrades.
- The site is not impacted by either FAA restrictions or creek/wetland buffers.
- The land basis in the existing residential properties is fairly high relative to residual land values for either auto mall (or other commercial) or flex-tech/light industrial users, although the auto mall redevelopment scenario would result in better economic feasibility.
- Overall though, the economics of redevelopment in this area are challenging and assemblage of land in the area could be difficult.
- Several residents within and adjacent to this area have expressed an interest in retaining residential use, while others here have expressed an interest in selling and redeveloping their properties (mixed interest).

Intersection of 11th Avenue South and South 144th Street

FINANCIAL ANALYSIS AND CAPITAL INVESTMENT PLANNING

This financial analysis can be used to assess the relative merits of investments across subareas, which in turn can inform ongoing decisions by the City of Burien and the Port of Seattle regarding capital investment planning and funding of projects to support and incentivize redevelopment in the NERA.

As indicated in the table on the following page, the relationship between residual land value and land basis was used to estimate redevelopment potential in each subarea, assuming all estimated infrastructure cost are borne by the land rather than third parties. Subareas with the greatest difference between residual

land value and land basis are assumed to be the most redevelopable. Those with the greatest gaps between land basis and residual land value are assumed to be the least redevelopable. (For more detailed analysis related to land value impacts associated with the proposed development, refer to the NERA Supplemental Environmental Impact Statement, 2009.)

As can be seen on the tables on the following page, differences exist between the redevelopment feasibility in the two concept alternatives. In Concept Alternative A, with proposed commercial uses (such as an auto mall), Subareas 1, 2 and 3 would likely be feasible without third party investment. However, in the Concept Alternative B, only Subarea 1 is likely feasible absent third party funding. The differences lie in Subarea 2 and Subarea 3, which switch between auto mall uses and flex/industrial uses in the two alternatives. This indicates that, holding infrastructure costs constant, an unsubsidized auto mall or other type of commercial redevelopment is probably more viable than an unsubsidized flex/industrial redevelopment use in these locations.

In addition, to this base case scenario, the financial analysis considered the potential scenarios involving a third-party entity[2] (e.g. city, regional, state, or federal government funds and grant programs, etc.) bearing some portion of the development costs, rather than all costs being solely borne by private developers. The base case scenario along with the alternative scenarios are summarized as follows. (Note: all costs are in 2009 dollars.)

- ***High Developer Responsibility Scenario***
  (Base Case) All infrastructure costs ($45.6 million) across the NERA would be borne by the land (and the associated private developers).
- ***Moderate Developer Responsibility Scenario***
  A third-party would pay for a portion of the transportation and infrastructure costs (such as half-street improvements, water main improvements and a portion of the regional stormwater facility), and the land would bear the balance of the costs. Approximately $10 million of the $46 million in infrastructure costs would be paid for by a third-party. The public sector cost share could be apportioned in a variety of ways, and could be flexible depending on funding opportunities that may arise in the next few years.
- ***Low Developer Responsibility Scenario***
  The land would bear only the costs of site work (i.e, demo, grading and site preparation). The remaining transportation and infrastructure costs (approximately $34 million of the $46 million) would be paid for by a third-party.

The analysis revealed that the levels of investment assumed in the Moderate Developer Responsibility Scenario would be likely to have a substantial effect on redevelopment potential for Subarea 4 in both alternatives, as a marginally negative gap in values becomes a positive surplus in both redevelopment alternatives. While redevelopment in Subareas 2 and 3 would be viable under Concept Alternative A (the commercial/auto mall alternative), a moderate level of investment would not be likely to spur redevelopment in these subareas under Concept Alternative B. Finally, the moderate level of investment would have little effect on the development feasibility for Subarea 5 or Subarea 7 in either alterative.

The higher level of public investment assumed under the Low Developer Responsibility Scenario would be likely to have a positive effect on the redevelopment potential of Subarea 2 and Subarea 3 in Concept Alternative B (all flex-tech/light industrial). There would be little or no effect on redevelopment potential for Subarea 5 under both alternatives. Subarea 7 would likely still be economically challenged over the near term despite the higher level investment under either concept alternative (auto mall or flex-tech land uses in the location).

Under the High Developer Responsibility Scenario, redevelopment potential may not be feasible in Subareas 4, 5, and 7 absent public investment support under Concept Alternative A. Under Concept Alternative B, redevelopment in Subareas 2, 3, 4, 5, and 7 may not be feasible under the High Developer Responsibility Scenario.

As a result of this analysis and a review of the technical memorandum outlining anticipated transportation and infrastructure improvements needed to serve the NERA (see Appendix), the City of Burien, coordinating

[2] The alternative third-party investment scenarios assume that the investments will be targeted towards specific infrastructure items across the NERA. An Alternative approach would be to target resources to specific sub-areas in most need of financial support.

closely with the Port of Seattle, should develop a specific funding and capital investment program to cover a portion of the transportation and infrastructure improvements to support NERA redevelopment. As part of the program, the City should identify which infrastructure improvements could be added to the City's capital improvements plan and transportation improvements plan (and confirm those that are already in the City's improvement plans).

The City should also identify other projects that it may be willing to take the lead on in pursuing public funding and grants. Other projects could be identified as partnership opportunities between the City and the Port, or as solely Port responsibilities. The Port serves in a dual role as both property owner/developer as well as an overall agency partner vested in long-term planning of the NERA. Together the City and Port may be able to jointly apply for various public funding grants and opportunities, making a stronger case for the funding needed than if only one of the two agencies applied.

Example of flex-tech / business park type of development

Table 4.4: Concept Alternative A

PROJECTED REDEVELOPMENT VALUES AND COSTS BY SUBAREA (MILLIONS)						
SUBAREA	**1**	**2A**	**3**	**4**	**5**	**7**
Proposed Use	Retail	Auto Mall	Auto Mall	Flex-Tech	Flex-Tech	Auto Mall
Estimated Finished Land Value	$17.9	$8.9	$7.0	$13.6	$14.9	$13.3
Fully Loaded Costs*	$9.1	$5.2	$6.6	$14.4	$8.8	$10.5
Residual Value	**$8.8**	**$3.7**	**$0.4**	**($0.8)**	**$6.1**	**$2.8**
Land Basis	**$0.0**	**$2.3**	**$0.0**	**$0.0**	**$11.2**	**$12.7**
Surplus (Gap) - Fully Loaded Costs	**$8.8**	**$1.4**	**$0.4**	**($0.8)**	**($5.1)**	**($9.9)**
LEVEL OF COST CONTRIBUTION BY THIRD-PARTY INVESTMENT SCENARIO						
Third-Party Contribution						
High Dev. Responsibility	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0
Moderate Dev. Responsibility	$2.9	$0.8	$0.7	$2.5	$1.2	$2.2
Low Dev. Responsibility	$6.3	$3.6	$3.8	$8.7	$5.1	$6.4
AFFECT ON REDEVELOPMENT FEASIBILITY BY THIRD-PARTY INVESTMENT SCENARIO						
Moderate Dev. Responsibility (Lower Public Investment)						
Previous Gap	N/A	N/A	N/A	($0.8)	($5.1)	($9.9)
New Surplus/(Gap)				$1.7	($3.9)	($7.7)
Made Feasible by Investment?	**Already Feasible without Investment**			**Yes**	**No**	**No**
Low Dev. Responsibility (Higher Public Investment)						
Previous Gap	N/A	N/A	N/A	($0.8)	($5.1)	($9.9)
New Surplus/(Gap)				$7.9	$0.0	($3.5)
Made Feasible by Investment?	**Already Feasible without Investment**			**Yes**	**Uncertain**	**No**

Table 4.5: Concept Alternative B

PROJECTED REDEVELOPMENT VALUES AND COSTS BY SUBAREA (MILLIONS)						
SUBAREA	**1**	**2A**	**3**	**4**	**5**	**7**
Proposed Use	Retail	Flex-Tech	Flex-Tech	Flex-Tech	Flex-Tech	Flex-Tech
Estimated Finished Land Value	$17.9	$6.1	$4.6	$13.6	$14.9	$9.1
Fully Loaded Costs*	$9.1	$5.2	$6.6	$14.4	$8.8	$10.5
Residual Value	**$8.8**	**$0.9**	**($2.0)**	**($0.8)**	**$6.1**	**($1.4)**
Land Basis	**$0.0**	**$2.3**	**$0.0**	**$0.0**	**$11.2**	**$12.7**
Surplus (Gap) - Fully Loaded Costs	**$8.8**	**($1.4)**	**($2.0)**	**($0.8)**	**($5.1)**	**($14.1)**
LEVEL OF COST CONTRIBUTION BY THIRD-PARTY INVESTMENT SCENARIO						
Third-Party Contribution						
High Dev. Responsibility	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0
Moderate Dev. Responsibility	$2.9	$0.8	$0.7	$2.5	$1.2	$2.2
Low Dev. Responsibility	$6.3	$3.6	$3.8	$8.7	$5.1	$6.4
AFFECT ON REDEVELOPMENT FEASIBILITY BY THIRD-PARTY INVESTMENT SCENARIO						
Moderate Dev. Responsibility (Lower Public Investment)						
Previous Gap	N/A	($1.4)	($2.0)	($0.8)	($5.1)	($14.1)
New Surplus/(Gap)		($0.6)	($1.3)	$1.7	($3.9)	($11.9)
Made Feasible by Investment?	**Already Feasible**	**No**	**No**	**Yes**	**No**	**No**
Low Dev. Responsibility (Higher Public Investment)						
Previous Gap	N/A	($1.4)	($2.0)	($0.8)	($5.1)	($14.1)
New Surplus/(Gap)		$2.2	$1.8	$7.9	$0.0	($7.7)
Made Feasible by Investment?	**Already Feasible**	**Yes**	**Yes**	**Yes**	**Uncertain**	**No**

Potential Economic Base, Employment and Fiscal Implications

Over the long-term redevelopment horizon for the NERA, positive economic and fiscal impacts to the City, other taxing jurisdictions and the community would be expected to resulting in public revenues that exceed public costs.

ECONOMIC AND FISCAL IMPACT ANALYSIS

A fiscal impacts analysis was completed to assess the cost to support the improvements against the projected annual revenue using the discounted cash flow approach. The economic and fiscal impact analysis was completed as an independent assignment and therefore did not include estimates for capital improvements needed for the three alternatives, nor does the analysis assume the parties responsible for funding them. Typically, the responsibility for such costs is negotiated between the City, other jurisdictions, and developers initiating redevelopment. As discussed above, these transportation and infrastructure costs will be substantial, and could become a barrier to timely implementation of full build-out redevelopment in the NERA. As such, a key recommendation of this report is development of a capital investment and funding program to cover a major portion of the transportation and infrastructure costs.

The results of the economic and fiscal analysis associated with the two concept alternatives are depicted in Tables 4.6 and 4.7. The full build-out stabilized year comparison shows that redevelopment of the area based on Concept Alternatives A or B would provide substantial economic activity in the community and net revenues for the City.

Because Concept Alternative A allows more commercial/retail, including potential auto sales uses, than Concept

Table 4.6: Summary of Projected Economic Impacts

ECONOMIC VARIABLE	CONCEPT ALTERNATIVE A (WITH AUTO MALL)	CONCEPT ALTERNATIVE A (OTHER COMMERCIAL/ RETAIL)	CONCEPT ALTERNATIVE B
Employment	1,944	2,793	3,171
Business Income	$222,868,740	$268,709,950	$362,704,988
Retail Sales	$34,358,790	$80,200,000	$16,620,000
Utility Expenses	$2,886,000	$3,753,250	$3,324,000
General Retail (gsf)	0	0	0
Office (gsf)	0	0	0
Large Comm. Retail (gsf)	114,000	501,500	0
Auto Mall (gsf)	163,000	0	0
Flex Tech (gsf)	546,000	546,000	606,000
Airport Industrial (gsf)	180,000	180,000	753,000
Total Building Space	1,003,000	1,227,500	1,359,000

Source: Heartland LLC

Alternative B, positive economic returns to the City are projected to be higher under A than under B.

The net fiscal gains come from additions to the tax base of the City through significant increases in assessed value, business and occupation tax, utility taxes, and retail sales tax. The costs to provide City services to the area were estimated to be similar under the two alternatives. The estimates of the current revenues that are generated by the area indicate that the revenues do not exceed the estimated current costs to serve the area. This result is consistent with typical results for similar situations. The net revenue estimates for Concept Alternative A exceed those for Concept Alternative B.

As a general rule, with many potential exceptions for specific cities, single family land uses tend not to "pay for themselves;" multi-family land uses tend to "break-even;" and commercial/industrial areas tend to be net revenue generators (i.e., tax revenues tend to exceed the City's costs to provide services).

The long-term economic and fiscal impacts will be realized by the City and the other local jurisdictions once an alternative is fully implemented. The amount of redevelopment and the pace at which redevelopment occurs will respond to regional market pressures particular to the market for airport-related transportation space as well as regional flex-industrial space. This absorption process (to attain the "full build-out") could vary from ten to twenty years depending on market, site, and location factors after the regulatory changes are made, as well as such factors as the amount of property acquired, relocation, demolition, infrastructure construction and the start of development.

Table 4.7: Summary of Fiscal Impacts on the City of Burien

ECONOMIC VARIABLE	CONCEPT ALTERNATIVE A (WITH AUTO MALL)	CONCEPT ALTERNATIVE A (OTHER COMMERCIAL/ RETAIL)	CONCEPT ALTERNATIVE B
Employment	1,944	2,793	3,171
Annual Net Fiscal Return	$846,143	$918,315	$524,756
Present Value of the Stream of Net Fiscal Returns (15-year time period)*	$8,782,680	$9,531,795	$5,446,786

Source: Heartland LLC

*Note: *The present value is that value at the current time of the stream of annual revenue into the future. Assumptions were made that the interest rate for discounting this revenue stream back to the current time is 5%, approximately the City's cost of borrowing funds. The fifteen-year time period was somewhat arbitrary but typical for an investment analysis in real estate. The "net fiscal return" includes annual estimates of tax revenues associated with the new economic activity to the City less the estimated costs of providing public services to the area.*

EMPLOYMENT IMPACTS

The employment that could be accommodated in the NERA is between 14 percent (Concept Alternative A) to 23 percent (Concept Alternative B) of the employment growth forecast by the Puget Sound Regional Council (PSRC) to occur from 2010-2030 in the areas of Highline, Burien, Des Moines, and SeaTac (which includes forecast employment at the airport). The forecasting models of the PSRC typically do not include redevelopment areas like the NERA until the conversion of this land has occurred.

No assumption is made that this is "new" employment. The indirect/induced employment that would occur, (and is typically estimated by the use of employment multipliers), is also not included in these estimates of economic impact. Burien is a very small part of the regional (and Washington State's) economy. It is likely that the indirect and induced employment and other economic impacts will be experienced outside the City. This is a conservative assumption.

OTHER POTENTIAL ECONOMIC BENEFITS AND RETURNS

There are many other potential economic benefits and returns to the community besides those that are described and listed in the tables above. These would be expected to occur under either of the alternatives. The anticipated non-quantitative economic benefits and returns include the following.

- Policy driven infill development and more intense development of urban land
- Concentration of employment opportunities in areas with existing infrastructure
- Improvement of the City's jobs/housing balance
- Change in, and diversification of, the City's economic base
- Statewide indirect effects
- Leverage off of the airport operations and activity for local economic improvement
- Burien's economic role in the region would be enhanced
- The local economy would be more diverse, with an increase in non-retail employment and businesses
- Tax revenues would be available for use in other parts of the City

Furthermore, the following observations identified in earlier studies are still valid in considering potential economic results that could be realized in Burien and the surrounding region as a result of implementing the NERA redevelopment plan, as described below.

Image – Currently the City is not a recognized part of the regional South King County real estate market. There are no substantial commercial and industrial lands and space available for businesses in the City. Implementing the redevelopment plan would provide a substantial inventory of land and buildings to contain new economic activity.

Diversity – Most communities wish to have a diverse economic base so that when there are cycles and/or patterns of economic activity they are somewhat protected and their tax base is able to grow from several industries. The tax base for Burien is limited to its own area; it is developed/built out and the existing base of property is aging. Currently the tax base rests on residential areas, and retail, especially car dealerships. The redevelopment of the NERA would diversify the tax base and provide significant additions for the City and other local jurisdictions including the school district.

Multiplier Effects – The indirect/induced effects from secondary rounds of economic activity (the so-called multiplier effects) have not been calculated. Much of this effect would be experienced outside of the City, in the rest of the region, state, nation, or internationally. No assumption is made that this is new economic activity. It could just as well be current economic activity that moved out of other areas to be close to the airport or for other reasons. Still, some beneficial effects would be expected.

Ownership and Financing Options – The plan will set the pattern for future land use that would be allowed for landowners and developers, including the Port of Seattle or private investment firms. There are various options for ownership and financing redevelopment that could unfold over time that could affect the actual amounts of economic and fiscal returns to the community.

The fiscal impact of land ownership could have a major impact on the City and other taxing jurisdictions. Land held by public agencies is not subject to property taxes, but public services are still required – potentially at an increased level depending on land use.

Redevelopment Timing and Roles – The use, ownership, and utilization intentions of the landowners, as well as market factors could affect the implementation of any plan for the area. There are several combinations of ways that the redevelopment plan could be implemented. There are several roles that may be taken by the City, the Port, current landowners, and private developers or firms as implementation unfolds.

The various options for the potential redevelopment of the area, including the various roles for the City (such as identifying and securing grant funding for infrastructure projects), could change the economic returns to the community and rate at which the project area redevelops. Even with new zoning in place, it is possible that a portion of the NERA may lie "fallow" absent substantial "third-party" funding. This could occur depending on the actions of the property owners, including the Port. Significant portions of the redeveloped area would be left for uses that do not generate the economic and fiscal returns that have been estimated.

Example flex-tech type development in the region

The Preferred Alternative and Comprehensive Plan and Zoning Amendments

Based on the assessment of redevelopment opportunities and potential financial and fiscal projections, Concept Alternative A was deemed to be the preferred alternative for redevelopment. Concept Alternative A was found to be consistent with the City of Burien's vision, goals, and policies for the NERA, as well as the Port of Seattle's vision, goals, and policies for airport-compatible development on Port-owned properties. While Concept Alternative A was generally consistent with adopted City policies, specific amendments to the Comprehensive Plan and Zoning Code were required to implement the specific uses proposed, along with environmental impact analysis to identify potential impacts associated with implementing the amendments.

Since the completion of the initial Draft NERA Redevelopment Plan and Implementation Strategy, a supplemental environmental impact statement (SEIS) was prepared to further evaluate potential impacts associated with the two redevelopment alternatives as well as a no action alternative that would retain the NERA in the current SPA-4 comprehensive plan and zoning classification. Concept Alternative A (identified as Alternative 1) was identified as the preferred alternative in the SEIS. Based on the results of the SEIS environmental impact analysis, input from the community and NERA stakeholders, and the recommendations of this report, the Burien Planning Commission and City Council approved Concept Alternative A/Alternative 1 as the preferred alternative and adopted comprehensive plan and zoning amendments to implement the alternative.

The preferred concept alternative is illustrated in Figures 4.11, 4.12, 4.13, 4.14, and 4.15 on the following pages.

Refer to the draft and final SEIS for more information related to the completed land use and zoning analysis. Development allowances associated with new zoning classifications of AI-1 (Airport Industrial allowing flex-tech/light industrial OR commercial/retail uses), AI-2 (Airport Industrial allowing flex-tech/light industrial uses), and PR (Professional Residential allowing residential use and home-based businesses and office uses in Subarea 6), are provided in the Appendix.

Figure 4.11: Preferred Option–Concept Alternative A

Figure 4.12: Concept Alternative B

Figure 4.13: Auto Mall Concept Sketch

Figure 4.14: Flex-tech Concept Sketch

Figure 4.15: Miller Creek Corridor Enhancements Concept Sketch

Northeast Redevelopment Area (NERA)

5

Implementation Strategy

5 Implementation Strategy

Overview

An effective plan should always be accompanied by an implementation strategy—a program that provides guidance for carrying out the plan and serves as a true "chart for change." This section includes a strategy for carrying out the plan and ultimately realizing the vision for the NERA by following some specific steps and working to complete actions and projects incrementally over time. Recognizing that not all recommendations and actions identified in this plan can be completed at once, the incremental implementation strategy provides recommended priorities and timeframes for completion of actions and projects.

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.

Example of flex-tech land use

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).

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 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.

Examples of Auto Mall land use

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

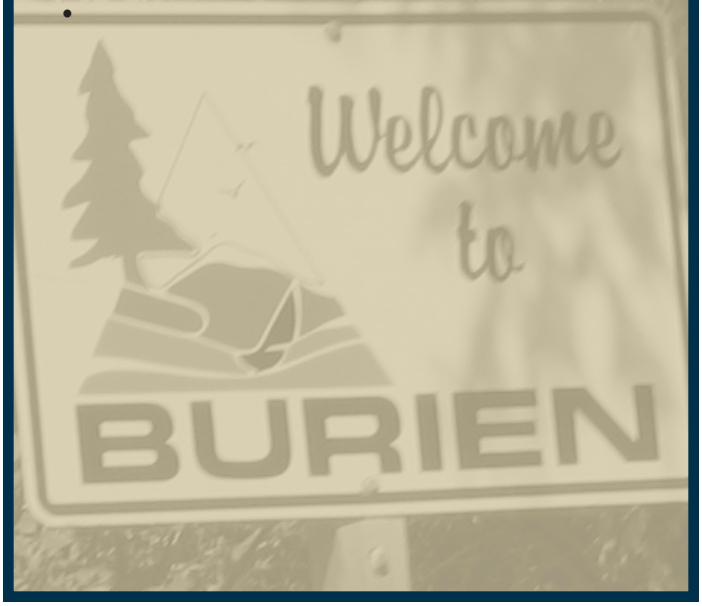
Catalyst opportunities include private redevelopment projects, as well as public transportation and infrastructure improvement projects that will encourage broader redevelopment and job creation within the NERA, creating a climate for investment. Potential catalyst projects include:

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 61. 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 Table 5.1 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 (see Table 5.1). (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

Table 5.1: Incremental Implementation Strategy: Administrative/Organizational Actions

RECOMMENDED ACTIONS Administrative/Organizational	Lead Agency		Implementation Schedule (years)		
	Port	City	1	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 60). Refer to Table 5.2 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 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)

Example of flex-industrial land use

- **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 1and 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.

Table 5.2: Incremental Implementation Strategy: Infrastructure Projects

RECOMMENDED ACTIONS Transportation and Infrastructure		Lead Agency		Implementation Schedule (years)		
		Port	City	1	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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