

May 18, 1992

Introduced by: Paul Barden

Proposed No.: 92-384

ORDINANCE NO. **10426**

AN ORDINANCE relating to Comprehensive Planning; amending the Federal Way Community Plan and Area Zoning; and amending Ordinance 7746, as amended and K.C.C. 20.12.180.

PREAMBLE;

For the purpose of effective areawide planning and regulation, the King County council makes the following legislative findings:

The Federal Way Community Plan, adopted on September 2, 1986 by Ordinance 2401, constitutes official county policy for the geographic area defined herein.

King County has studied a portion of the Federal Way community planning area and determined the need to amend the plan pursuant to K.C.C. 20.12.070 - 20.12.080.

The area of study functions as a Neighborhood Center but includes insufficient commercially-zoned land to meet King County Comprehensive Plan goals for size and scope of Neighborhood Centers.

A Mitigated Determination of Non-Significance was issued by the planning division on March 31, 1992.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. Ordinance 7746, as amended and K.C.C. 20.12.180

are hereby amended as follows:

Federal Way Community Plan. A. The Federal Way Community Plan update, attached to Ordinance 7746, as Appendix A, is adopted as an amplification and augmentation of the Comprehensive Plan for King County.

B. The Revised Federal Way Community Plan area zoning, attached to Ordinance 7746 as Appendix B, is adopted as the official zoning control for that portion of unincorporated King County defined therein.

C. The Federal Way Plan Amendment Study at Redondo Beach, attached as Appendix A, is adopted as an amendment to the

1. Federal Way Community Plan and to the Federal Way area zoning
2. as the official zoning control for that portion of
3. unincorporated King County defined therein.

4. INTRODUCED AND READ for the first time this 18th day
5. of May, 1992.

6. PASSED this 15th day of June, 1992

7. KING COUNTY COUNCIL
8. KING COUNTY, WASHINGTON

9. Andrey Luyel
10. Chair

11. ATTEST:

12. Gerald A. Peterson
13. Clerk of the Council

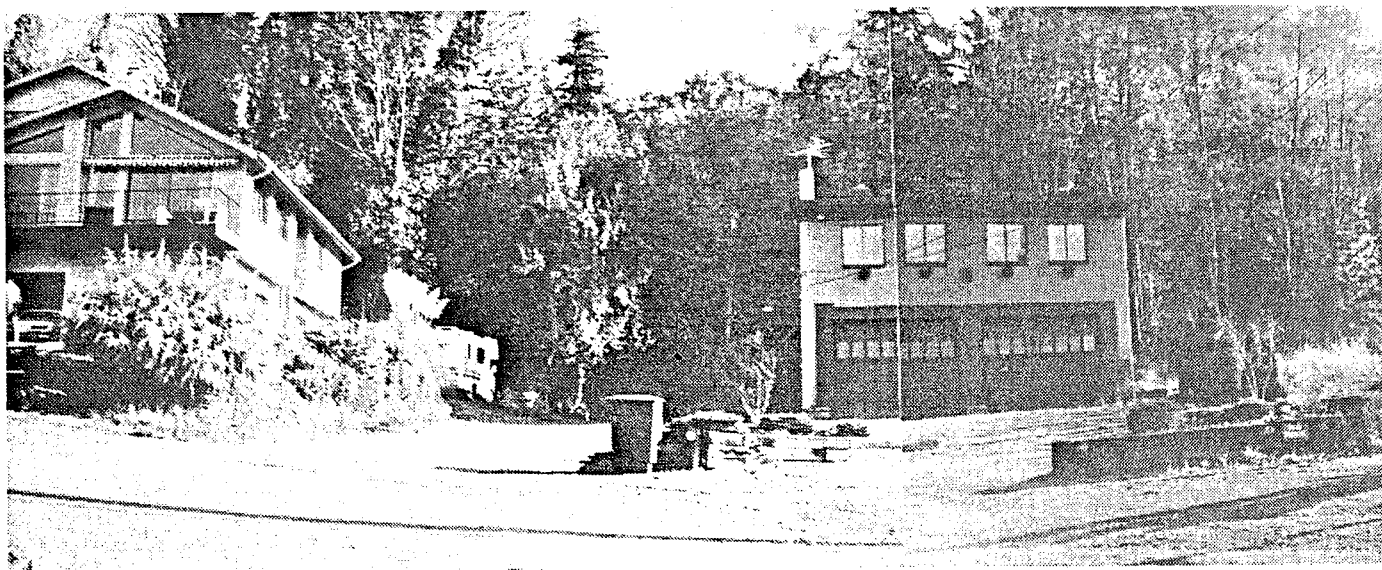
14. APPROVED this 25th day of June, 1992.

15. Chris Hill
16. King County Executive

FEDERAL WAY PLAN AMENDMENT STUDY AT REDONDO BEACH

GENERAL INFORMATION

Motion 8447, approved October 28th, 1992 by the King County Council, directed the Planning and Community Development Division to complete a Community Plan Amendment Study at Redondo Beach. Redondo Beach is located on Puget Sound within the northwest section of the Federal Way Community Planning area (see vicinity map). The Redondo Beach area is surrounded on three sides by hills, creating a dominating moderate to steep slope topography overlooking Puget Sound. Access to and from this popular recreational area is limited by infrequent dial-a-ride bus service and one major point of entry from Redondo Way. Beach drive, a second arterial, was washed out by tidal storms in 1990.



Study site, front view of old firestation building and adjacent property

The study site is a .3 acre parcel of land with an existing concrete block structure once used as a firestation now converted to an apartment upstairs. The ground floor is vacant. Currently the site is zoned RM-1800 (Medium High Density Multifamily). The surrounding neighborhood consists of both multifamily residential and single family residential use. The plan amendment study considers allowing the community post office and a convenience store to locate on the ground floor of the existing building (the old fire station). The upper floor will remain as an apartment. The plan amendment study considers a zoning reclassification to BRN (Mixed Business-Residential, Neighborhood Scale). In Motion 8447, the King County Council notes the need to relocate the existing post office. A petition of 406 signatures expresses support for the post office/convenience store project.

This plan amendment study examines the complex issues surrounding the zoning reclassification and the resulting impacts upon the community of Redondo Beach. The proposed post office/convenience store project would relocate existing postal services, soon to be displaced, and reestablish convenience store service unavailable in the area since 1990. Salty's restaurant owns the property where the contract post office station is currently located at 28210 Beach Drive. The owner of the restaurant plans to demolish the structure that houses the post office in the near future and use the land for restaurant parking space. If the post office is not relocated post office service traditionally provided to local residents since 1904 will be discontinued.

Location: Tax lot 1753 at 28200 9th Avenue South on the corner of South 282nd Street and 10th Avenue South. The site is a .3 acre triangular shaped parcel bounded on the north by the easement for South 282nd St., on the east by a wooded steep slope and the easement for 10th Avenue South, and on the south by Wooten Park. Both easements for South 282nd Street and 10th Ave South will not be completed because of topographic constraints. The site is in Section 32, Township 22, Range 4 (see Neighborhood Center map).

Existing Zoning and Land Use: The site is currently zoned RM-1800, Medium High Density Multifamily. This is the zone designation from the 1986 Federal Way Community Plan. An existing two story structure once used as a firestation has been converted to an upstairs apartment and is vacant on the ground floor.

SEPA Determination: A Mitigated Determination of Non-Significance (MDNS) was issued on March 31, 1992. The list of mitigations is included in the P-suffix conditions. The Mitigated Determination of Non-significance was mailed out to residents within a 500 feet radius of the site and local officials directly impacted by the proposal. The determination was not appealed.

POLICY ANALYSIS

Commercial Policies

The King County Comprehensive Plan (KCCP) designates this area as Urban. The site is within an area which meets the KCCP definition of a Neighborhood Center. C1-401 and C1-402 define the size and scope of Neighborhood Centers.

KCCP #C1-401 Neighborhood Centers should include primarily retail stores and offices designed to provide convenient shopping and other services for nearby residents in Urban Areas. Industrial and heavy commercial uses should be excluded. Neighborhood Centers should include the following mix of uses:

- a. Retail stores and services;
- b. Small scale professional offices; and
- c. Multifamily housing and mixed use developments.

KCCP #CI-402 Neighborhood Centers should be three to six acres, and should be designed to provide shopping for a nearby population of 8,000 to 15,000.

In Redondo Beach existing businesses and services are limited to less than 1 acre of land zoned for commercial use (see Neighborhood Center map). Residential use within the Neighborhood Center consists of approximately 2 acres of land zoned RD-3600 (Low Density Multifamily), 1 acre of land zoned RM-1800 (Medium High Multifamily) and 1 acre of land zoned RM-900 (Maximum Density Multifamily) for a total of 4 acres. A variety of residential densities is the predominant use within the Neighborhood Center. The proposed post office and convenience store would contribute .3 acres of commercial land to the existing business component of the Neighborhood Center, enhancing the range of services provided to Redondo Beach residents. The trade area population for the Neighborhood Center has been conservatively estimated at 4,010.

KCCP #C1-108 King County should encourage a wide range of commercial and industrial development in Urban Activity Centers and Rural Activity Centers, and should provide for small-scale retail stores, offices and services in Community and Neighborhood Centers. Commercial and industrial development should occur primarily in compact centers.

KCCP #PC-105 Neighborhood Centers in Urban Areas should be designed to provide everyday shopping and services to a relatively small, nearby population. Neighborhood Centers should remain small to be compatible with surrounding residential areas, and should be located at frequent enough intervals for convenient access.

The proposed zoning reclassification encourages a wide range of commercial development to provide essential services within a compact area at a compatible neighborhood scale. Locating the post office/convenience store project in the old fire station would expand local services within a focused area as well as retain the existing character of the neighborhood.

KCCP #C1-214 Stores and services should be grouped to encourage pedestrian travel in retail areas; mixed retail/residential use should be encouraged. Other uses may be included within retail groupings when designed to encourage pedestrian travel.

Combining post office and convenience store services within a single building encourages a compact grouping of commercial uses to promote pedestrian travel and reduce traffic congestion.

By virtue of the acreage of commercial and multifamily zoning at Redondo Beach, the 1986 Federal Way Community Plan (FWCP) affirms the designation of this site as a Neighborhood Center. Although the FWCP's original commercial development policies focused on the Central Business District (CBD) some of the policies apply to Neighborhood Centers. The following are FWCP policies relating to commercial development:

FW-#63 Create a balance between streets, parking, pedestrian walks, bikeways and stores to facilitate shopping, pick-up and delivery of goods, getting to and from places of employment and residences and participating in entertainment and cultural activities.

FW-#66 Allow commercial development only within the community and neighborhood centers designated by the updated 1986 Federal Way Community Plan in its land use concept map.

The text following FW #66 states that Neighborhood Centers should meet these criteria:

- * Compatible with adjacent land uses
- * Recognized focal points historically associated with the surrounding community
- * Supported by urban services such as: roads, sidewalks, controlled traffic access, utilities, off-street parking, landscaping, storm drainage control, public transit and police and fire protection. These facilities must sustain the anticipated level of development and minimize the affect upon the surrounding neighborhood, and be located no less than one to three miles from another neighborhood-scale or community-scale center in order to prevent strip development.

The proposed mixed use post office/convenience store project would be compatible with the surrounding multifamily development as the post office/convenience store would be located in a preexisting structure (the old fire station) which has been an integral part of the neighborhood. The proposed project compliments and continues pedestrian circulation of adjacent pedestrian oriented Wooten Park. Utilizing the old firestation presents an opportunity to save one of the last historically significant buildings in Redondo Beach. If the proposed project is not approved the owner has plans to demolish the old fire station.

At the present time Redondo Beach residents travel a distance of 1.3 miles uphill to reach the nearest shopping center in Federal Way. The closest post office is also located in Federal Way at a distance of 3 miles (see Trade Area map). The proposed post office/convenience store would decrease dependency on the automobile for short distance trips

outside the community which contributes to traffic congestion in Federal Way.

Primary access to the site is from South 282nd Street which turns onto Redondo Beach Drive South (one of the main arterials). 8th Avenue South, which includes shoulders for pedestrian travel, and 9th Avenue South also service the site. All essential public services are available onsite.

Residential Policies:

The KCCP calls for residential development that makes efficient use of land and provides a wide variety of affordable housing choices.

KCCP #R-101 King County should encourage and promote a wide range of residential development types and densities in various parts of King County to meet the needs of a diverse population and provide affordable housing choices for all income levels.

KCCP #R-103 King County should encourage most new residential development to occur in Urban Areas, in locations where facilities and services can be provided at the lowest public cost. Urban Areas should have a variety of housing types and prices, including mobile home parks, multifamily development, townhouses and single family development.

The proposed zoning reclassification would focus local services into one location and reserve one affordable housing unit within a historically significant building. If the zoning remained RM-1800 there would be the potential for 6 new multifamily housing units if parking and Sensitive Areas Ordinance requirements could be met, however, there are currently 2 acres of land zoned for multifamily use but developed predominantly at single family densities within the area at this time.

The following FWCP residential housing policy applies to this site:

FW-#1 Encourage maintenance of existing standard dwelling units; rehabilitation or replacement of below-standard dwelling units; and replacement of dilapidated dwelling units.

The proposed BRN-P zoning would retain the existing apartment on the second floor of the old fire station.

Environmental Policies

The KCCP calls for the protection and preservation of environmentally sensitive areas.

E-302 When environmentally sensitive features are discovered through technical review of a development proposal, the need

to protect the sensitive features should be factored into site planning. Development plans should ensure that structures locate on unconstrained portions of the site, and that clustering, if approved, is compatible with surrounding land uses. These considerations may result in a reduction in density from that otherwise allowed by the zoning code.

- E-306 Severe landslide hazard areas should be free of development and roads.
- E-315 Natural surface water storage sites that help regulate stream flows and recharge groundwater should be preserved and their water quality protected.
- E-328 Wetlands important for flood control, drainage, water quality, aquifer recharge, visual or cultural values or habitat functions should be preserved or enhanced.

The King County Sensitive Areas Ordinance ensures that any additional development on this site will be consistent with these policies.

SITE ANALYSIS

Surrounding Zoning and Land Uses

The site is bordered to the north by property zoned RD-3600 (Low Density Multifamily) but developed predominantly as single family residential and the easement for South 282nd street. To the east of the site is a wooded steep slope zoned RD-3600 and the easement for 10th Avenue East. The south portion of the site is bordered by Wooten Park, under development by King County Parks Division as a pedestrian oriented park. Property to the west of the site is a mixture of business and multifamily residential uses zoned BC (Community Business) and RM-1800 (See zoning map).

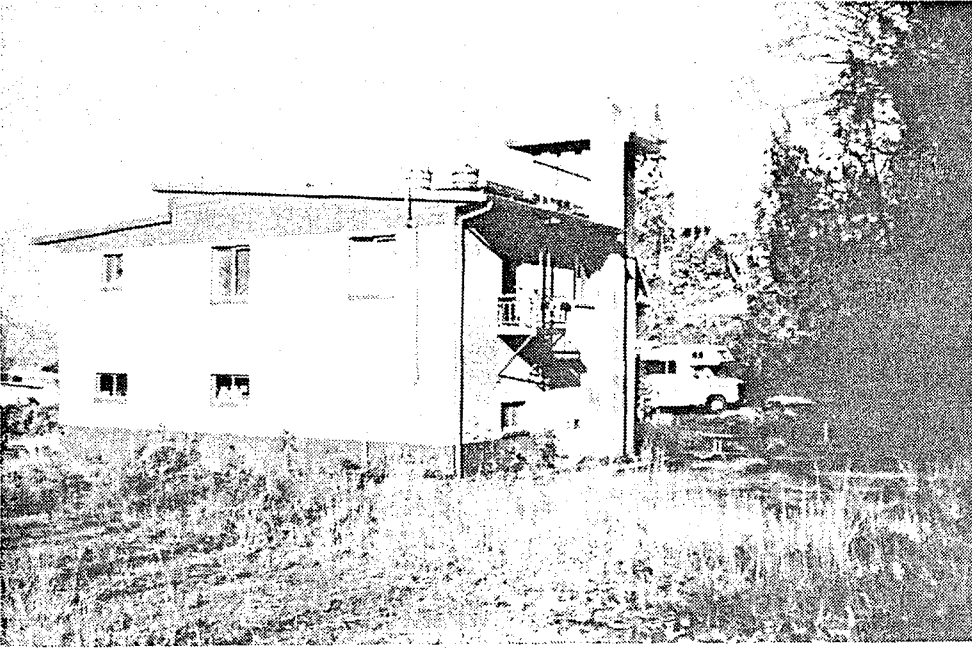
Public Services

The site is within the sewer Local Service Area (LSA). The property is currently serviced by Federal Way Sewer and Water District.

Land Features

There are steep slopes at 40% or greater along South 282nd Street (north of the parcel) and 10th Avenue South. The wooded steep slope on the east portion of the site is vegetated primarily with alder and maple trees with a dense underbrush. Three unclassified streams converge and drain into a culvert on the eastern portion of the property, where a wetland is located. From the culvert an underground pipe drains west and discharges into Puget Sound. Vegetation in the wetland vicinity consists of wet soil plants, tall grass and buttercups. Gravel predominantly covers most of the remaining property which is interspersed with grass (lawn) and shrubs located near the existing

building. The Sensitive Areas Folio indicates landslide and erosion hazard conditions also present on the eastern portion of the site.



Eastern view of site containing sensitive areas located behind firestation building

Streams

Three unclassified streams converge and drain into a culvert on the east portion of the site, where a Class 3 wetland is located. From the culvert an underground pipe drains west and discharges into Puget Sound. The Surface Water Management Division (SWM) has made a preliminary unclassified rating for the streams.

Wetlands

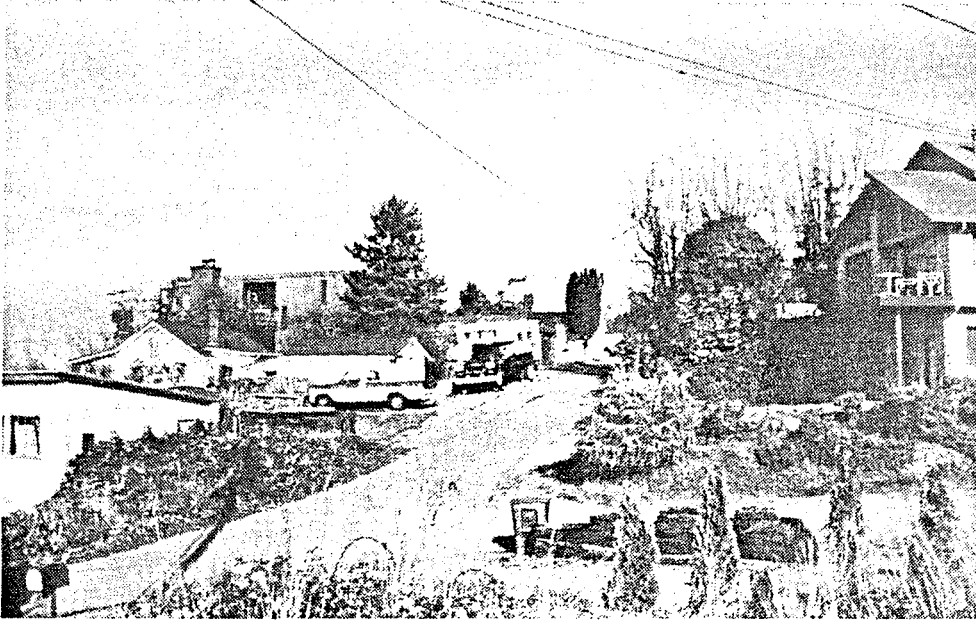
A Class 3 wetland was identified and surveyed by the Building and Land Development Division (BALD) wetland planner. The King County Sensitive Areas Ordinance requires a 25 foot enhanced wetland buffer and 15 feet building setback from the outer edge of the wetland buffer on the eastern portion of the property.

Drainage

There are periodic drainage and flooding problems in the area of South 282nd Street. Community Planning has researched this issue with SWM and determined that if the Plan Amendment is approved, the parking area for the commercial building will cover approximately the same area currently covered with gravel. Therefore, a significant increase in the amount of stormwater runoff is not anticipated. A drainage study and analysis will be required at the time of commercial building permit application for the remodel of the existing fire station. Conditions to address downstream flooding and drainage impacts will be determined at that time.

Traffic

The King County Traffic and Planning Section has determined that 9th Avenue South, one of the primary access roads to the site is substandard, narrow with no shoulders and includes a sharp vertical curve north of the site. They are concerned about pedestrian safety along 9th Avenue South and the effects of increased vehicular traffic in a residential neighborhood with substandard roads. A professional traffic study to analyze the vehicular trip generation and distribution as well as potential pedestrian attraction and distribution along 9th Avenue South should be prepared. Appropriate mitigation measures will be determined after the study has been completed.



Neighborhood view of 9th Avenue

Parking

Six parking spaces are required under the King County Code for the project (4 for the convenience store/post office which includes 1 barrier free space and 2 for the apartment). As the existing space for parking on the property is inadequate it is likely that the property owner will need to secure a road vacation or leasing agreement for 282nd Street prior to building permit application (see parking maps).

Landscaping

The site does not have adequate space to meet King County Code requirements for Type I on-site landscaping which consists of predominantly evergreen plantings including live green trees, at a specific height and width. It is likely the applicant will need to secure a variance from landscaping requirements or provide landscaping off-site in order to obtain approval of the commercial building permit.

(see parking maps). If landscaping is to be provided off-site the applicant will need to obtain a use permit to place required landscaping on King County park land. King County Parks Division will need to approve the landscape plan and plant list.

COMMUNITY NEED FOR SERVICES

Post Office Services

Historically, post office and convenience store services have coexisted in Redondo Beach since 1904. The present contract community post office station located at 28210 Beach Drive (due west of the proposed site) is scheduled to be demolished in the near future. If the post office is not relocated, post office services will be discontinued once the current building is demolished.

If post office services were to be discontinued the residents of Redondo Beach would need to travel a distance of 3 miles up hill to reach the closest post office in Federal Way, a situation that would increase dependency on the automobile for short trips contributing to traffic congestion in Federal Way as well as creating a hardship for those residents unable to drive (see Trade Area map).

Convenience Store

At the present time food store services are unavailable within the community. Residents currently must travel up hill 1.3 miles to reach the nearest shopping facility, Redondo Square, located on South 272nd Street and Pacific Highway (see Trade Area map).

In order to assess the actual need for a convenience store in the area, County staff, assisted by Washington State Department of Revenue personnel, performed the following demand analysis. To estimate demand a conservative trade area was identified which contains 4,010 residents. (see Trade Area map). It should be noted that during summer months the population in this area doubles due to tourists, fishing and recreational activities. It has been estimated that the annual per capita sales at convenience stores for Redondo Beach residents is \$90.72.(1) The given population times the trade area equals a total annual convenience store sales of \$363,787.20 for Redondo Beach residents.

Footnote:

- (1) Washington State Department of Revenue estimate of per capita convenience store sales for 1990 for Des Moines, which has a similar spending profile.

Trade area x per capita sales = Gross Sales
 population
 4,010 (2) x \$90.72 = \$363,787.20

Average sales per square feet = \$202.00 (3)
 for convenience stores

Gross sales divided Average sales # of square feet
 per year by per square feet = of convenience store
 that could be
 supported in Redondo
 Beach

\$363,787.20 divided \$202.00 = 1,800 square feet
 by

The size of the proposed convenience store is approximately 640 square feet, or about 36% of the unmet need in the estimated trade area.

PUBLIC COMMENT

A community meeting regarding the plan amendment study was held on April 20, 1992 at Sacajawea Junior High School in Federal Way. 100 people attended and expressed almost unanimous support for the proposed zoning reclassification. 38 people submitted written comments favoring the change in zoning. There were no additional concerns raised at the meeting that have not been addressed by staff in the P-suffix conditions.

Those commenting raised the following issues, which are summarized below:

Post Office Service: All respondents were highly supportive of relocating post office services to the old fire station site. Many expressed concern over the possibility of losing post office services.

Convenience Store: A majority of replies supported convenience store service which was discontinued in 1990. Many cited the need to expand available services within the community for residents and summer visitors.

Footnotes:

- (2) 1990 Census Tracts and Census Blocks from identified trade area.
- (3) Urban Land Institute, 1984.

Permit Review Process: Several replies indicated that the commercial review process needed to be expedited.

Community Identity: Many residents expressed interest in preserving the old firestation which is of historical significance to the community.

CONCLUSIONS

This area is functioning as a Neighborhood Center as defined by the King County Comprehensive Plan. One of the goals of a Neighborhood Center is to provide easily accessible facilities and services to communities within a focused area. At this time there are few existing services and businesses available to Redondo Beach residents. Many of the buildings once housing businesses in the area have been demolished and replaced with recreational uses (King County fishing pier) or with multifamily development. If the proposed Plan Amendment and zoning reclassification is not approved, the opportunity to provide the necessary mixture of commercial uses required in a Neighborhood Center may be lost. Salty's restaurant will remain as one of the only businesses in Redondo Beach.

A change in zoning from RM-1800 to BRN-P would introduce additional commercial space into the business component of the Neighborhood Center currently predominated by multifamily zoning. There is a sufficient supply of land used for single family that is zoned multifamily within the area, creating the potential for redevelopment of higher density multifamily units offsetting the removal of the RM-1800 zoning. If approved the post office/convenience store project would help provide the necessary commercial mix required by KCCP and FWCP for a Neighborhood Center.

The proposed study site identifies a viable commercial location for a post office/convenience store within Redondo Beach. The existing Redondo Beach Post Office will close in the near future. If the post office is not relocated within Redondo Beach, residents would need to travel a distance of 3 miles uphill to the nearest post office in Federal Way. This would contribute to traffic congestion in Federal Way and create a hardship for residents unable to drive, such as the elderly and handicapped, as only infrequent dial-a-ride bus service is available in Redondo Beach.

Residents of Redondo Beach currently must travel uphill 1.3 miles to reach the nearest shopping facility as food store services are unavailable within the community. More than sufficient demand exists to support the proposed convenience store.

Historically, post office and convenience store services have coexisted in the area since 1904. At one time there were two convenience stores operating within the vicinity of the proposed site. The last one was demolished in 1990. Locating the post office and convenience store together allows residents easy pedestrian access to services within the community.

The site is a .3 acre triangular shaped parcel that is constrained by sensitive areas. Located behind the building within the east portion of the property is a Class 3 wetland and unclassified streams. The required 25' wetland buffer and 15' building setback prohibits parking in this portion of the site. Wetland mitigation and restoration should be required as a mitigation under SEPA.

The zoning needed to accommodate the proposed use requires six parking spaces (4 for the commercial, 1 of the 4 barrier free and 2 for residential). Due to development constraints existing on site the owner will need to obtain the appropriate variances and either a Right-of-Way vacation or leasing agreement for South 282nd Street to accommodate commercial permit requirements of the proposed BRN-P zone. The proposed post office/convenience store maximizes the potential of the old fire station, identified by residents as a historically significant building that should be preserved to retain a sense of community identity.

It is important to preserve the essential services and facilities remaining in this area. Many of the buildings once housing businesses in Redondo Beach have been demolished, and replaced with recreational uses (King County Fishing Pier) or multifamily development.

The proposed mixed use zoning at the site promotes pedestrian friendly access within the Neighborhood Center. It is only a short walking distance to Salty's restaurant and the King County Fishing Pier. Design of the proposed post office/convenience store project would compliment and continue pedestrian circulation to adjacent pedestrian oriented Wooten Park.

RECOMMENDATION

A zoning reclassification to BRN-P with Pre-effective Conditions and SEPA Mitigations on the site is recommended. The zoning change recognizes the shortage of available commercial land and the lack of necessary services for residents within Redondo Beach.

The following development conditions must be met within two years of the effective date of the ordinance approving this plan amendment and reclassification for the zoning to take effect. Recommended Pre-effective Conditions:

1. The applicant shall prepare a professional traffic study which addresses vehicular trip generation and distribution as well as potential pedestrian attraction and distribution. The traffic study may result in development conditions to be required through the commercial building permit.
2. The applicant shall obtain a right-of-way vacation or leasing of South 282nd Street.
3. The applicant shall obtain modification of landscape requirements (KCC 21.52.050) to allow landscaping off-site.

4. The applicant shall obtain a use permit to place required landscaping on King County park land. King County Parks Division shall approve landscape plan and plant list.

The following SEPA mitigations are attached to the zoning change as P-suffix conditions:

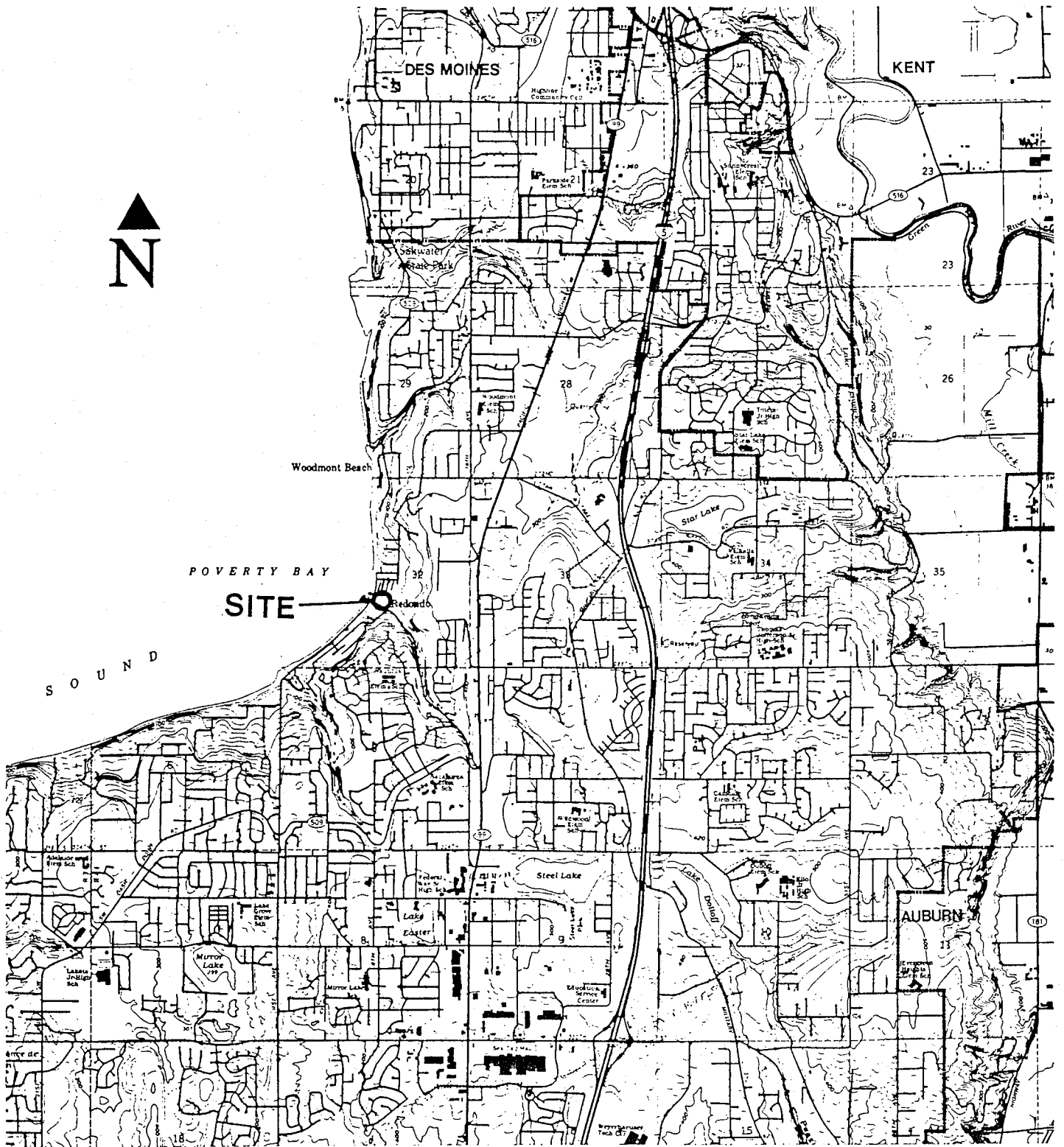
1. Applicant shall submit a wetland mitigation and restoration plan in accordance with King County requirements and consistent with the provisions of King County Code 21.54.040 (D) which shall be reviewed and approved by King County Building and Land Development Division prior to permit issuance.

2. Parking lot lighting shall be located and designed to ensure that adjacent residential areas are not illuminated.

3. Only the following signage is permitted: One permanent sign flushmounted or painted on the building not to exceed 12 square feet.

4. Provide recycling space on site consistent with Table F-5 of Recyclable Materials and Solid Waste Storage. The size and location of the space shall be noted on the permit site plan.

5. Provide barrier free pedestrian access to adjacent Wooten Park through the Type I landscape buffer. Access needs to be a minimum of 44" wide and the maximum slope allowable is 2%.



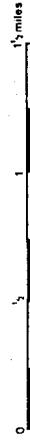
Vicinity Map

Federal Way Plan Amendment Study at Redondo Beach



A: Redondo Square
closest shopping 1.3 miles from site

B: Federal Way Post Office
3 miles from site

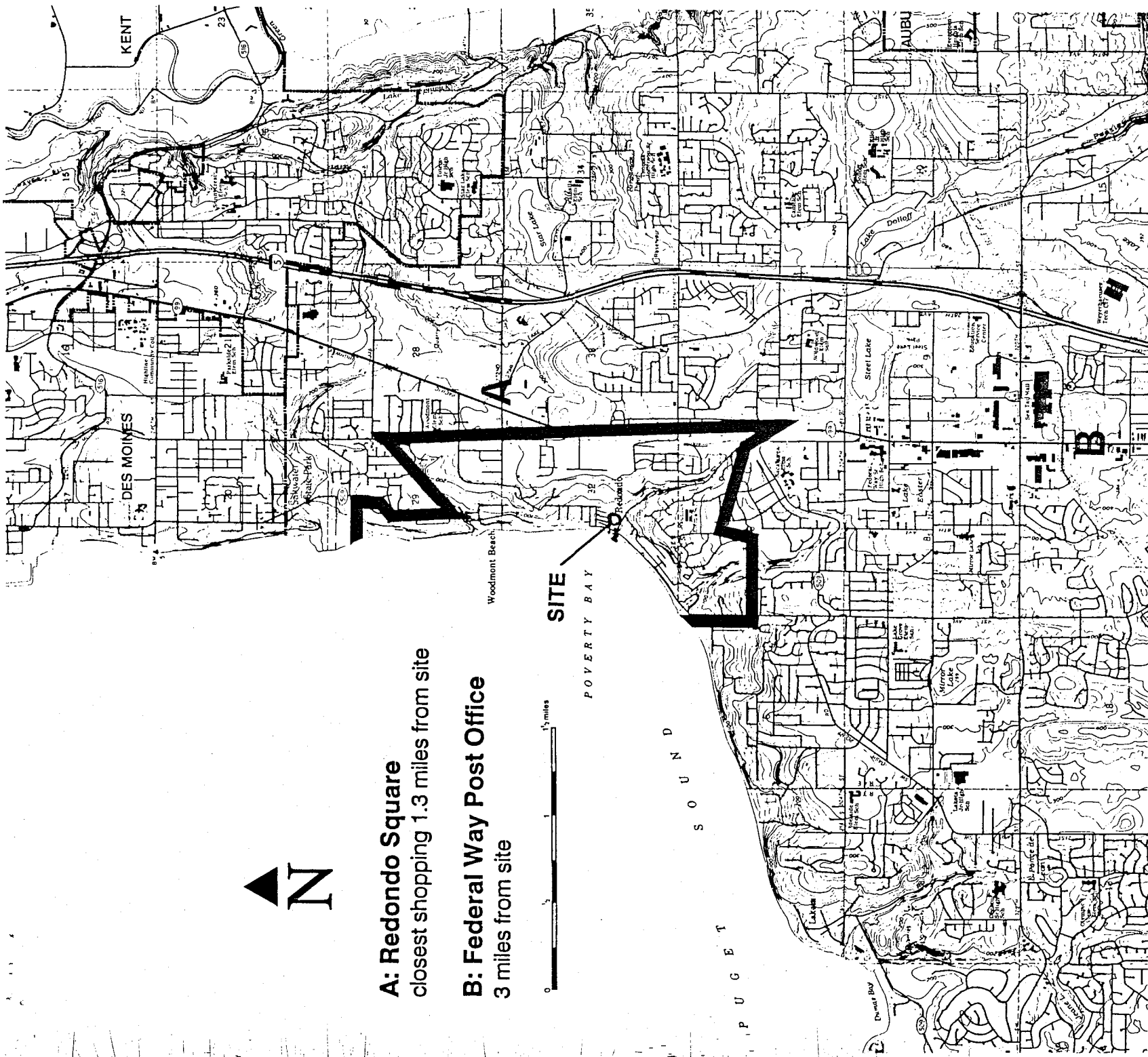


SITE

POVERTY BAY

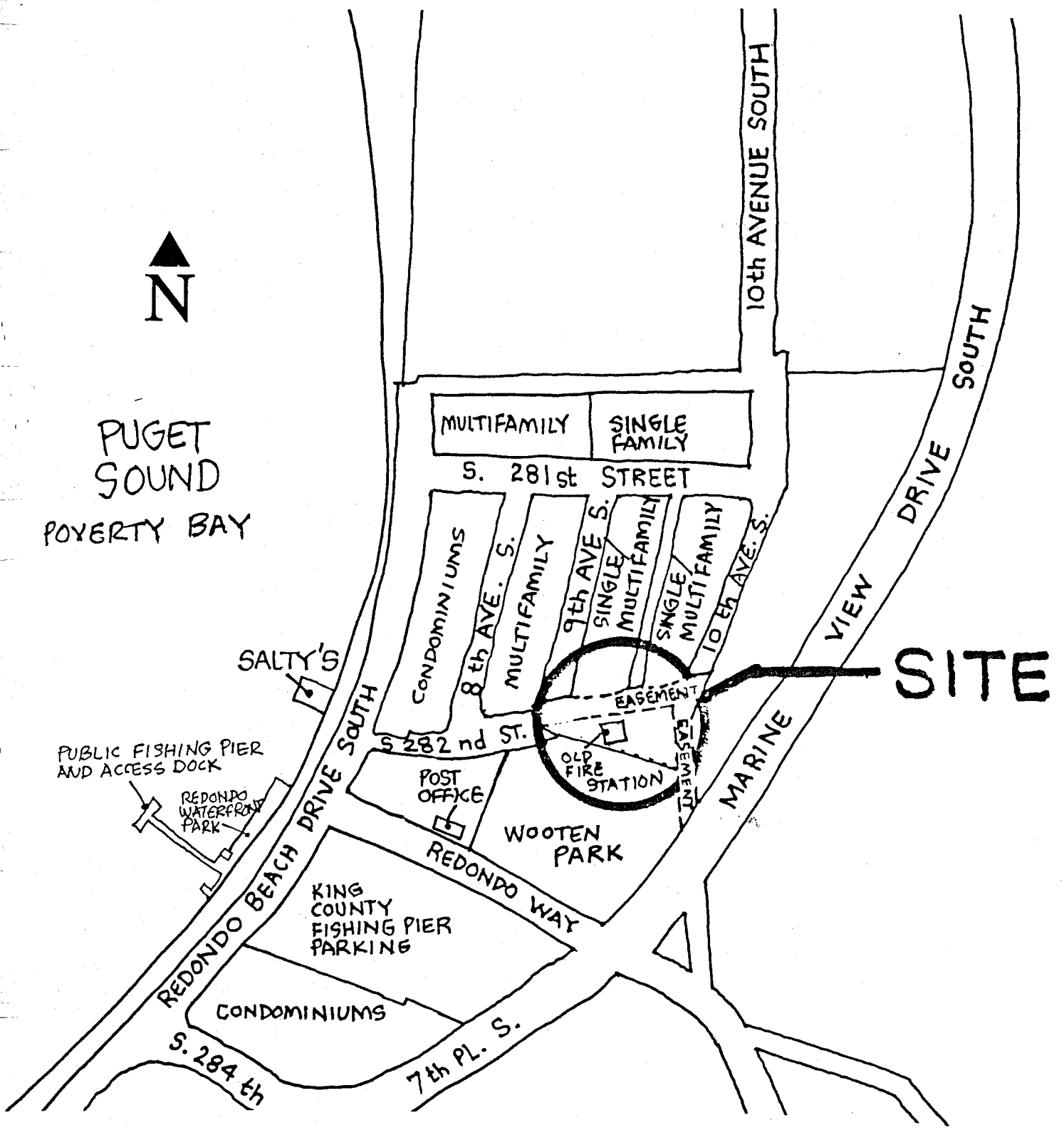
S O U N D

P U G E T



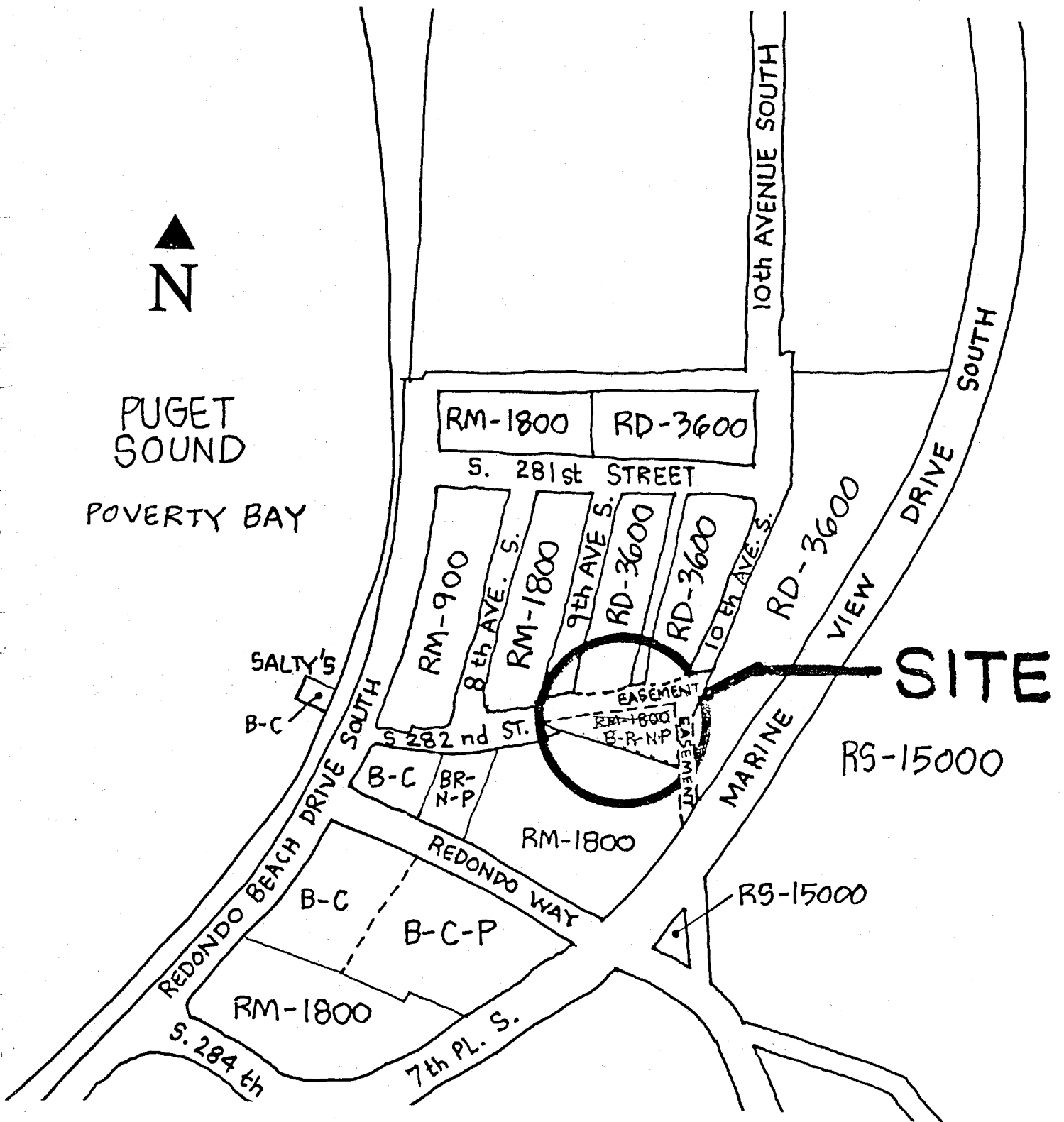
Trade Area

Federal Way Plan Amendment Study at Redondo Beach



Redondo Beach Neighborhood Center

Federal Way Plan Amendment Study at Redondo Beach

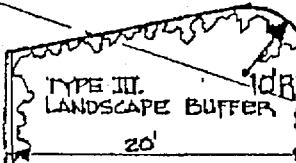


Zoning

Federal Way Plan Amendment Study at Redondo Beach

10426 I

9TH



10' TYPE I LANDSCAPE SCREEN

10' TYPE I LANDSCAPE SCREEN

RESIDENTIAL PARKING STALLS

10' RADIUS

25' SETBACK FROM WETLANDS

8.5' (TYP. OF'S)

11'

7'

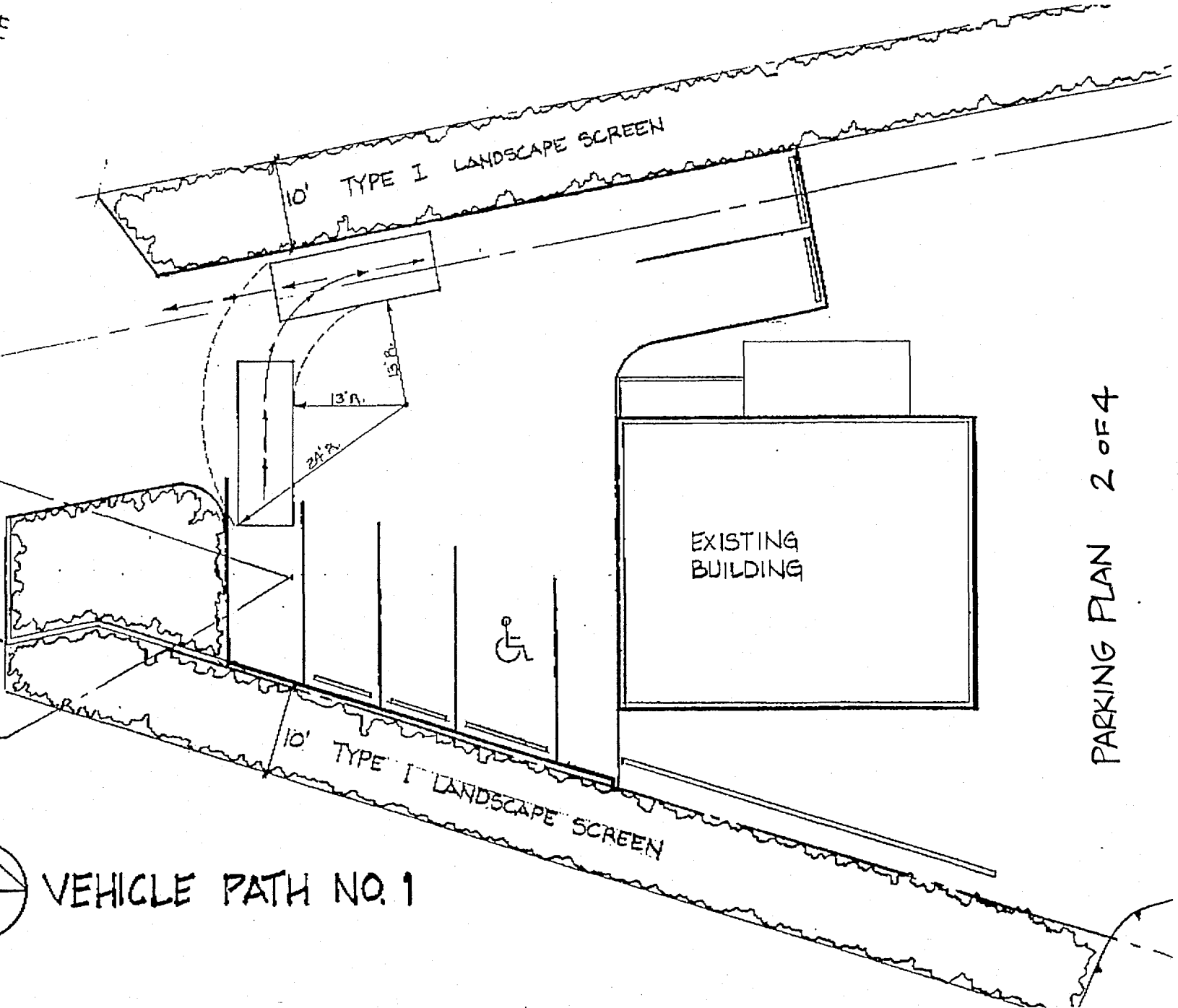


EXISTING BUILDING

PARKING PLAN 1 OF 4

10426

9TH



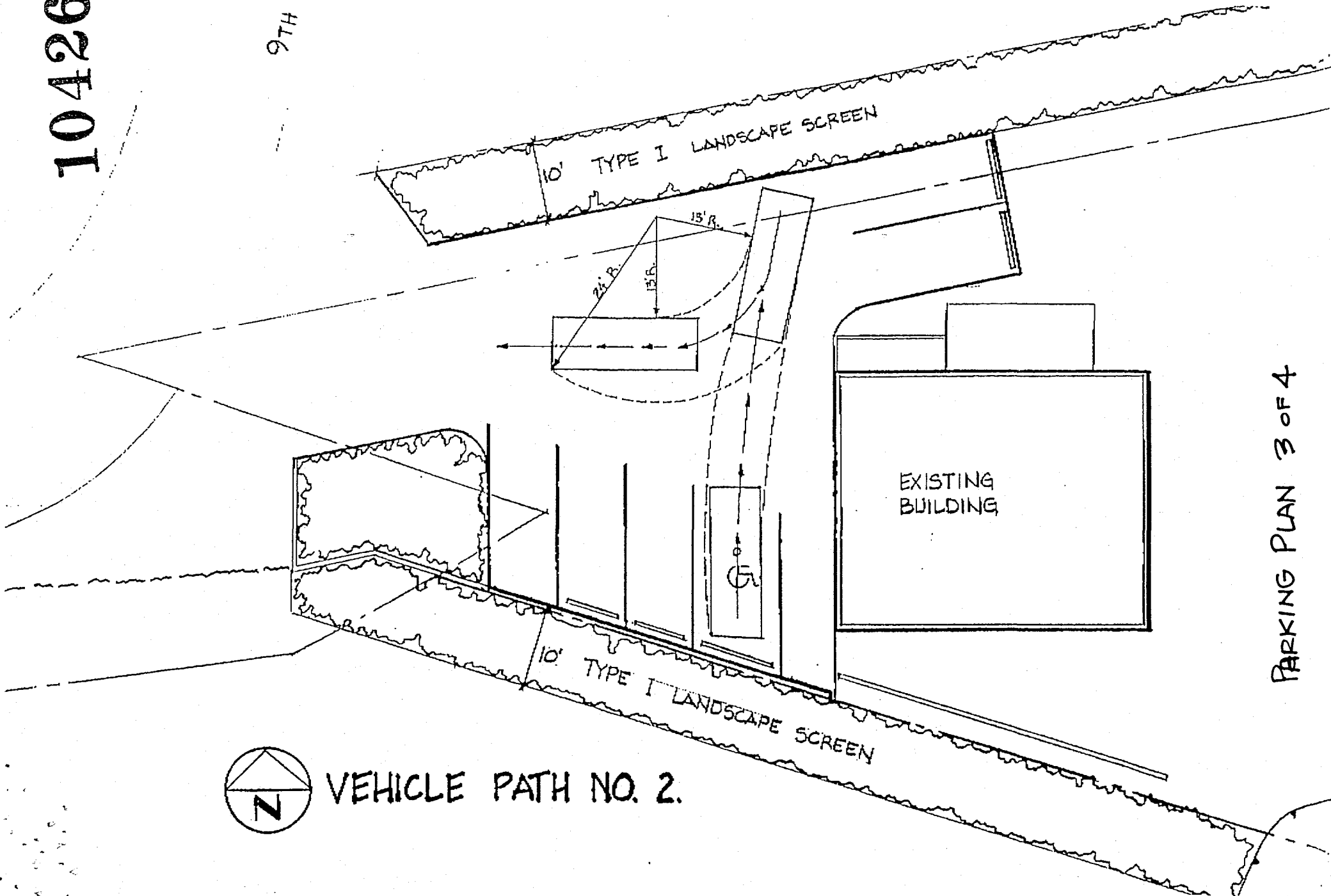
VEHICLE PATH NO. 1

PARKING PLAN 2 OF 4

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104261

9TH



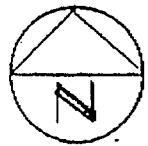
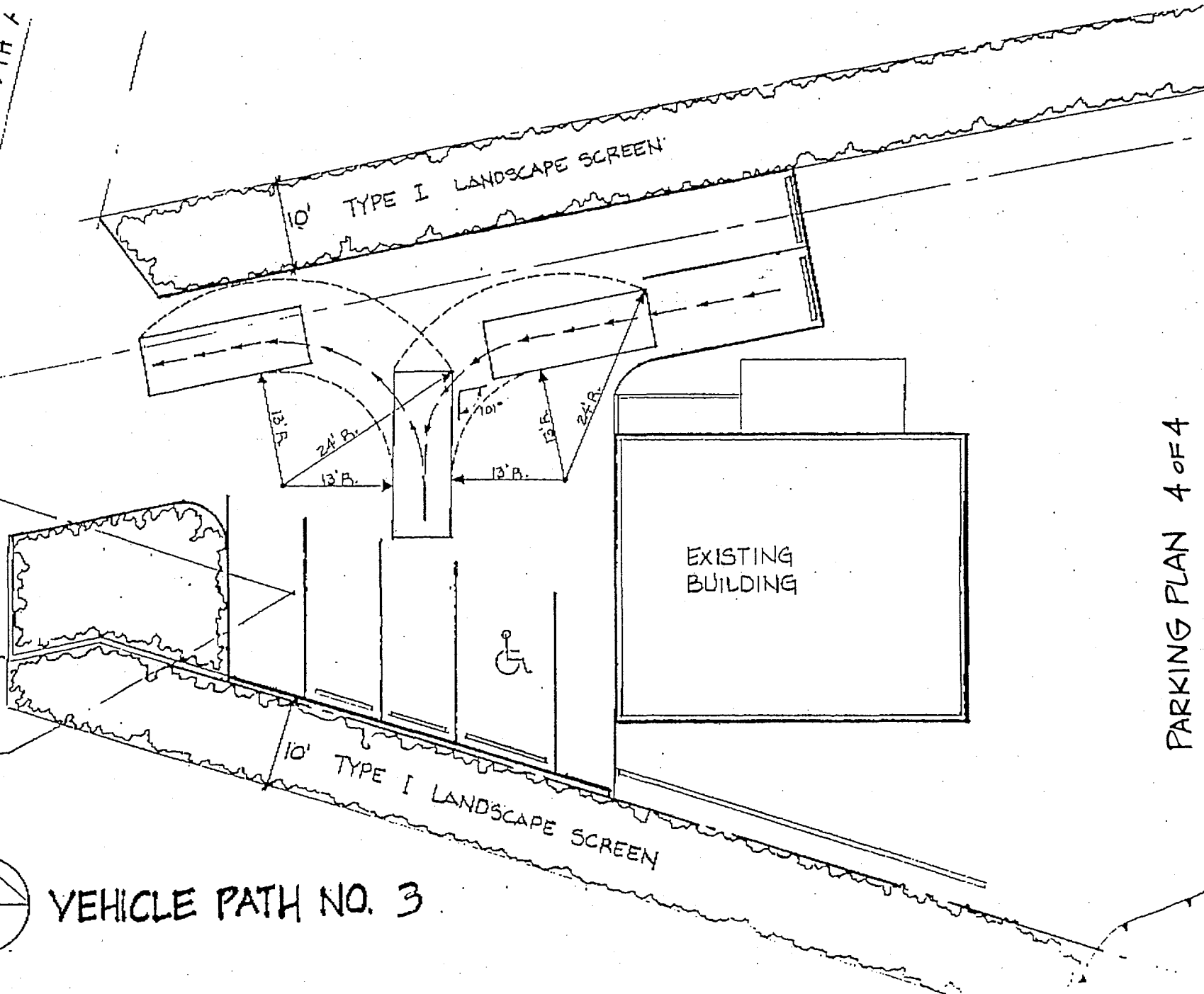
PARKING PLAN 3 OF 4



VEHICLE PATH NO. 2.

10426 |

9TH A



VEHICLE PATH NO. 3

PARKING PLAN 4 OF 4