



Redmond Zoning Code

Foundational Rewrite 2020-2021, Annual Code Cleanup 2021, and Other Amendments

Project Report

May 24, 2021 Application for Zoning Code Amendment,
LAND-2021-00451, SEPA-2021-00452

July 28, 2021 Legal Review

August 4, 2021 Technical Committee Recommendation

The Planning Commission recommendations to this project are provided in the Planning Commission's Report, approved by the Commission on November 10, 2021

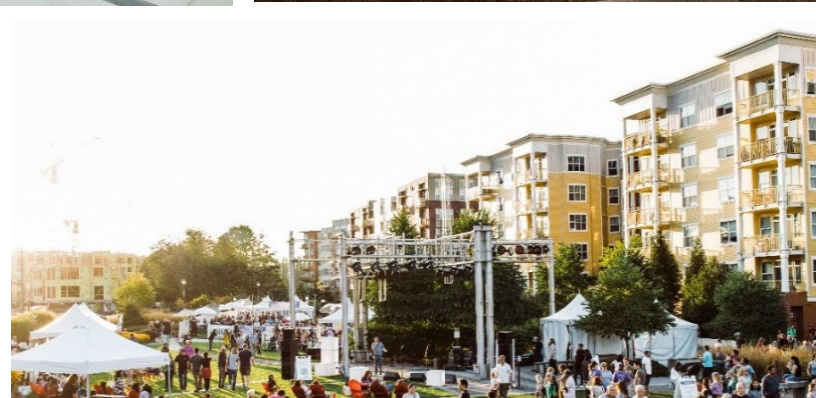
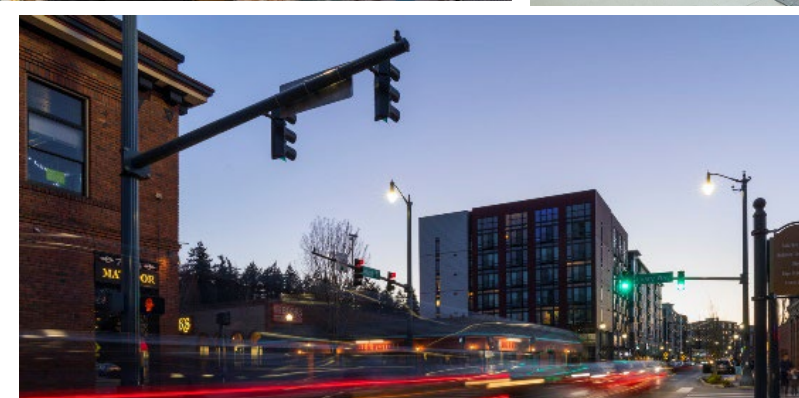


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Overview

This proposal was developed with the purpose of streamlining the City's Zoning Code, strengthening its foundation in support of affordable housing, improving its clarity and conciseness, and enhancing economic development opportunities and flexibility.

Redmond's Zoning Code was rewritten to its current format in 2011. During the ten years since that significant rewriting process, many amendments and revisions occurred. This current multi-phased, multi-year rewrite proposes to address the code as a "living and evolving" document to ensure that it is clear, efficient, and contextually relevant. Particular focus includes establishing a strong regulatory foundation upon which future amendments will be easily incorporated; addressing the City's priorities and strategic direction for equity, vibrancy, and long-term resiliency of the built environment and urban fabric; and to ensure consistency with the City's Comprehensive Plan including its goals, vision, and framework policies.

Individual amendments proposed to the Redmond Zoning Code shall require consistency and concurrence with the Comprehensive Plan.

This proposal addresses several primary components of the 2020-2021 Foundational Rewrite:

- [Component 1](#): Improving the Zoning Code's format and organization including providing a simple, standard style and consistent, predictable content on page 5.
- [Component 2](#): Streamlining and standardizing allowed residential uses by establishing a residential use typology.
- [Component 3](#): Improving and clarifying code provisions for Accessory Dwelling Unit.
- [Component 4](#): Simplifying allowed nonresidential uses including increasing support for diverse and innovative uses in Downtown, Overlake, Willows, SE Redmond, and Marymoor Village.
- [Component 5](#): Strategic code revisions that have been prioritized particularly in alignment with the Mayor's Vision, the Community Strategic Plan, and with the Long-Term Disaster Recovery Plan (COVID-19).
- [Additional Components](#): Addressing the code's definitions and formalizing a maintenance plan.

For efficiency and timeliness during the rewriting of the Zoning Code, other amendments are included within the project's packet and formal review (Type VI) process:

- **Bridge "the Gap" Amendments** in the Overlake and Marymoor Village centers.
- **Annual Code Cleanup** involving minor code corrections and legislative updates.

Involvement and Communication

The project team, comprised of staff, implemented broad stakeholder involvement and communication with the community. Stakeholders, representing the following diverse array of groups, informed the development of conceptual, preliminary draft, and final draft proposals:

City Council
 City Boards & Commissions
 Design Review Board
 OneRedmond – Government Affairs
 Urban & Local Center Developers, Firms & Contractors
 Master Builders
 Code Customers
 Urban Center Businesses
 Citywide Businesses
 Urban Center Property Owners
 Residential Property Owners
 Faith-Based Use Representatives
 Lake Washington School District
 Social and Cultural Organizations
 ARCH
 Neighborhoods
 Community

Additional work to improve the Zoning Code is also underway to enhance alignment with the Transportation Master Plan, Affordable Housing Strategy, and the periodic Comprehensive Plan Update. Proposals addressing these elements are anticipated during subsequent phases of the Zoning Code ReWrite.

Component 1: Formatting and Organization

Amendment Supports City Plans and Priorities

- Community Strategic Plan

Overview

- Amends General Provisions and individual zoning titles and chapters of the Redmond Zoning Code
- Introduces preamble, applicability paragraph, and regulatory wayfinding tool following the Purpose statement of the individual zoning titles and chapters
- Provides a web-based, topic matrix for access to relevant portions of the code

To propose changes to the Code formatting and organization, staff surveyed municipal codes and code improvement procedures to develop an inventory of opportunities. Several codes including Green Bay, Portland, Redwood City, Miami, Detroit, and Lakewood, Washington were reviewed.

These codes were identified for a variety of reasons – some as preferred approaches and others for examples of what would not be preferred. The preferred code formats and organizations include Portland, Oregon, and Green Bay, Wisconsin. Portland’s code, for example, is self-contained with prescriptive portions, while Green Bay’s demonstrates effective use of cross-referencing for simple and efficient navigation.

The Lakewood code also provides a preferred example. This code is self-contained and can be easily navigated. However, it is unclear regarding where certain regulations shall be applied. This is not preferred as it could lead to various difficulties in a development project coming to fruition.

Cities identified for code organization that would not be beneficial to Redmond include Detroit, Michigan and Minneapolis, Minnesota. Both codes are comprised of 40 or more zones, creating challenges for applicants and staff in understanding how to apply regulations respective to zoning designations.

Staff also consulted Universal Design and Accessibility standards to ensure that the code language is equitable, simple, and intuitive, and that the code use requires low physical effort by customers and staff to access what they need. The Lake Washington School District’s Executive Director of Special Services helped staff confirm approaches through which equitable accessibility could be enhanced within the Code’s language, format, and organization.

Objective

For the Redmond Zoning Code to be simplified, effective, and efficient, its rewrite should prioritize clarity, consistency, simplicity, streamlining, and transparency. For the Redmond Zoning Code to be accessible, its rewrite should employ elements of Universal Design and Accessibility.

- **Priority #1:** Consolidate related zoning regulations that are currently located in multiple sections of the code into one section, thus simplifying navigation. For example: open space and landscaping.
- **Priority #2:** Simplify and provide predictability for code customers and staff to implement regulations in development proposals.
- **Priority #3:** Organize and enhance transparency for consistency and thorough code implementation.
- **Priority #4:** Improve accessibility in an equitable manner that provides simplicity, intuitiveness, and a low physical effort for customer and staff use of the Code.

Opportunity

Since 2011, the City Council approved more than 40 updates including site- and topic-specific amendments -- for example: Temporary Uses, Low Impact Development, Marymoor Subarea Plan; and periodic clean up series in 2013, 2015, 2018, 2019, and 2020. In addition, the Technical Committee approved seven updates to the RZC Appendices (RZC 21.02.050 Appendices). Every amendment introduces opportunities as well as risks involving the Zoning Code's operability.

Amendments to development regulations are a normal course of work and required by the Growth Management Act. The "living" and evolving nature of development regulations introduces many opportunities for enhancement to these technical requirements as well as risks for increasing their complexity and for establishing internal and external conflicts. Therefore, it is important to incorporate timely procedures for examining and refining the functionality and operability of the document. The following have been identified as key opportunities during the first and second phase of the Zoning Code Rewrite project. Additional opportunities are also planned as continued process improvement, enhancing the consumers' and staff's experience when implementing the City's vision.

- **Opportunity #1:** Identify and locate requirements for all individual development actions based on zoning designation
- **Opportunity #2:** Provide tools for locating required portions of development regulations
- **Opportunity #3:** Employ Universal Accessibility Standards for Public Service - Written Communication to move, condense, and simplify regulatory narrative.

Opportunity #1 is a low-level investment while Opportunities #2 and #3 are high-level investment due to the time involved in development and the risk of inadvertent omissions and similar errors. Therefore, staff proposes involving only Opportunity #1 and a portion of Opportunity #2 during the first phase of the Rewrite project.

Inventory

During a 2020 interview series, staff identified the following issues involving the code:

- Organization (60 percent of respondents) as staff's most frequent concern

- Clarity, Images and Visuals, Readability, Organization (50 percent of respondents) as priorities for future improvement
- Clarity, Conflicts, Organization, Size, and Surprises (75 percent of respondents) as the most frequent issues raised by code consumers

The following case study of an application for development in the Downtown urban center demonstrates existing conditions of the landscaping and open space requirements:

- **Landscaping**
 - 49 portions, comprising 12 chapters over 4 articles, of the Zoning Code provide requirements within the Downtown
 - Of these, 41 portions of the Zoning Code applied to the case study
- **Open Space**
 - 21 portions, comprising 5 chapters over 3 articles of the Zoning Code provide requirements within the Downtown
 - Of these, 17 portions of the Zoning Code applied to the case study

The image below, an issues matrix excerpt, demonstrates the need for clarity, conciseness, and effective organization of development regulations.

Example:

	Authority	Applicable Requirements	Compliance	Comments	Documents Reviewed
21.32.060 - Ecological Score Requirements					
22	B5	Every landscape plan shall include a minimum of three different techniques to achieve the total score and any one technique cannot exceed a maximum score of 10 points.	Does not Comply		
21.32.080 - Types of Planting					
23	A	The applicant shall indicate on the preliminary landscape plan the types of planting to be provided in each area of the site. The types, arrangement and quantity of plants shall be appropriate to the size and purpose of the area to be planted and shall be based on the applicable use proposed as indicated in table 21.32.080	Complies		
21.32.100 - Irrigation					
24	A	All plants shall receive sufficient water to assure their survival. Planting areas over 500 square feet in size shall be irrigated with automatic systems designed to conserve water. The irrigation requirement may be modified or waived for planting areas with drought tolerant plants as long as it is demonstrated to the Administrator that adequate water will be provided to ensure the plants' survival.	Complies		
25	B	Where automatic irrigation is required, a subsurface irrigation or drip irrigation system shall be provided in accordance with all state and local rules, regulations and ordinances including approved backflow devices. All irrigation systems shall include a rain sensor device. The system shall completely cover all planting areas requiring irrigation.	Complies		
Landscape Standards (Article III, Design Standards)					
21.60.040.C.1 - Citywide Design Standards (Design Concepts, Landscaping, Planting Design, Design Criteria)					
26	b.i	Preserve as much native noninvasive vegetation as possible. Replant developed areas with stands of non-dwarf evergreens in natural and random patterns where possible.	n/a		
27	b.ii	Provide space on-site for active or passive recreational purposes.	Complies		

	Authority	Applicable Requirements	Compliance	Comments	Documents Reviewed
28	b.iii	Provide plantings that provide a clear transition in design between adjacent sites, within a site, and from native vegetation areas. Design foundation plantings to create an effective change from public to private space and from the vertical to horizontal plane at building edges.	Does not Comply		
29	b.iv	Provide planting to soften the visual impact of less desirable development and structures, such as large blank walls, dumpster areas, service areas, and large areas of pavement.	Does not Comply		
30	b.v	Use planting to highlight significant site features and to define site use areas and circulation corridors without interfering with the use of such areas.	Complies		
31	b.vi	Use planting landscaping which minimizes disruption of sight lines along pathways.	Complies		
32	b.vii	Plants and techniques that reduce water consumption are encouraged.	Complies		
33	b.viii	Plants should be selected and arranged according to the following design criteria: A. Variety. Select a variety of plants providing interest, accent, and contrast, using as many native species as possible. B. Consistency. Develop a planting design conforming to the overall project design concept and adjoining properties. C. Appropriateness. Select plants with an awareness of their growth requirements, tolerances, ultimate size, preferences for soil, climate, and sun exposure, and negative impacts. D. Density. Provide adequate plant quantity, size, and spacing to fulfill the functional and design objectives within the stipulated time.	Complies		
21.60.020.J - Citywide Design Standards (Context, Circulation and Connections, Parking Lot and Structured Parking Location and Design)					
34	2.f.iii	Parking structures shall have landscaping around the perimeter which will correspond to that used by the adjacent land uses and activities. Landscaping shall include, but not be limited to, a combination of shade trees, evergreen trees, shrubs, groundcovers, deciduous native and ornamental shrubs, and vines to further screen the structures.	Does not Comply		
21.62.020.F - Downtown Design Standards (Residential Standards, Residential Parking and Access)					
35	7.b.ii	Semi-subterranean parking may be located within five feet of interior property lines when screened with Type II landscape buffers at the perimeter. The base of the parking level visible at any pedestrian walkway shall be finished concrete, painted, or clad in masonry.	Does not Comply		

The identification and relocation of development regulations into a common and predictable structure has significant potential to increase the efficiency and effectiveness of the City's Zoning Code. Though systemic improvements are strongly recommended, smaller and incremental improvements can provide immediate assistance to code consumers and staff while ensure the ongoing accuracy of individual articles, titles, and chapters of the document.

Proposal

Based on the priorities listed above, staff proposes a multi-phased approach for improving the Zoning Code's format and organization. This component also plans for coordination with significant work proposed through other rewrite components.

1. Simplify the code navigation process.

Establish wayfinding mechanisms to assist customers and staff in locating relevant titles, chapters, and sections of the Code. Then, identify and organize code sections in

a logical, simple order that strengthens customer and staff's experience in locating regulations.

2. **Provide a predictable code for confident implementation by users.**

The code as it currently stands has many regulations in places that are not consistent with the organization of other portions of the code. Improvements in this regard provide greater efficiency during project design and permit review, therefore having potential for reducing the general cost of development for code consumers. Predictable code also reflects the intent and purpose of the relevant section, resulting in clear and consistent implementation of the City's goals and vision.

A predictable code also ensures accessibility and inclusion to the code's narrative. Staff shall apply standards and tools that strengthen the codes ease of use and readability as a public document. For example, the following readability statistics, provided by Microsoft Word, will help staff assess individual portions of the code:

Readability Statistics		?	×
Counts			
Words	8,072		
Characters	50,722		
Paragraphs	495		
Sentences	275		
Averages			
Sentences per Paragraph	2.0		
Words per Sentence	20.1		
Characters per Word	5.8		
Readability			
Flesch Reading Ease	17.1		
Flesch-Kincaid Grade Level	15.7		
Passive Sentences	22.9%		

3. **Condense the code into logical sections and omit areas of over-regulation.**

Many of the code's zoning designations and allowed land uses include special regulations that risk delaying or denying applications for development. These special regulations apply in unequal measure and in some instances, without rationale. Reorganizing the code would provide customers greater predictability, supporting transparency and common understanding between users that will streamline the development review process.

4. **Coordinate users guides.**

Establish a standard and elegant approach for including and referencing user guides. In comparison to guides that are currently featured in the Zoning Code, establish an enhanced system through which these and future guides would be developed and made accessible for all. Coordinate with the City's webpage coordinator to increase accessibility and to maintain consistency.

Stakeholder Involvement

Stakeholder involvement occurred during several project milestones and involved a variety of communication tools:

- Conceptual Project Development: direct email, online presentation with question and answer period, Let's Connect forum, two office hours, one-on-one discussions
- Draft Proposed Amendments: direct email, online presentation with question and answer period, Let's Connect forum, three office hours, and proposal testing event
- Boards and Commissions Briefings: Redmond Arts and Culture Commission, Design Redmond Board, Parks and Trails Commission, and Pedestrian and Bicycle Advisory Committee

Regarding the proposed changes to the Zoning Code's format and organization, stakeholders reported favoring the addition of a wayfinding mechanism. Of the alternatives proposed including an iconographic tool, a word-based tool, and a hybrid of icons and words, the stakeholders preferred the hybrid tool.

Stakeholders appreciated the efficiency the wayfinding mechanism provided during technical testing for locating relevant code titles, chapters, and sections.

Stakeholders requested the City to take more advantage of wayfinding mechanisms to support customers versus limiting tools to the more significant and complex topics involved in development planning and review. For example, stakeholders requested the addition of better wayfinding tools to the Accessory Dwelling Unit (ADU) and Home Business regulations.

Component 2: Allowed Residential Uses - Residential Use Typology

Amendment Supports City Plans and Priorities

- Community Strategic Plan
- Comprehensive Plan
- Housing Action Plan
- Environmental Sustainability Action Plan Transportation and Land Use Strategies

Overview

- Expands existing residential typology to include low and medium density housing types
- Provides companion material organized by residential density and housing type for clarity and predictability of development
- Includes informational guides to inform community and developers of complete residential typology

To construct a residential typology, staff surveyed a variety of development regulations and codes to compare and assess alternatives for clarifying and enhancing residential uses and to establish standards. This survey included Bellevue, Kirkland, Issaquah, Bothell, Seattle, Portland, Washington Administrative Code, and Washington State Building Code. Additional sources, in consideration of a typological construct, included Puget Sound Regional Council (Vision 2040), the Michigan Municipal League of Cities, the Congress for New Urbanism, the Form Based Code Institute, the Project for Lean Urbanism, and the Smart Code Applied Transects.

Objective

For the Zoning Code's residential uses to be simplified, they should provide clarity and align with the City's future growth pattern.

- **Priority #1:** Group the number of residential uses into broad, clearly defined categories
- **Priority #2:** Provide for a diversity of housing types to increase opportunities for people to live in Redmond during all stages of life
- **Priority #3:** Provide a result that is simple and predictable for customers and staff to understand and implement

Opportunity

While the City anticipates shifts in the growing community, consistency with state and regional plans for these changes will reduce barriers and proactively meet demands for a dynamic range of housing needs. This proposal anticipates many changes regarding housing types during the 2050 planning period and in response to the City's Housing Action Plan including the following key opportunities:

- **Opportunity #1:** Flexibility, supporting a wide variety of housing types ensures equitable choices for all current and future resident, during all stages of life, and reduces the barrier to entry
- **Opportunity #2:** Redmond's diverse and increasing population requires a range of options within which to flourish
- **Opportunity #3:** Clarity and consistency in navigating the Redmond Zoning Code empowers the community

Inventory

The following recommendations were identified as having the greatest potential for meeting the priorities and maintaining the key opportunities:

- **Expanded Use Allowance:** A comparison of Redmond's current allowed residential uses against other municipal codes identified the need for restructuring code provisions into a Residential Use Typology. By creating opportunities for an expanded set of residential uses, our growing population will have access to housing types that meet a wider set of needs across a gradient of densities. Using the example of Seattle's Low-Rise Multifamily Zones, this information can be organized within one page: zones, city-wide use categories, zone-based uses within the category, definition of uses, and conditions or restrictions. This method represents a minor step to deviate from the current code's complex organization.

Implementation of this approach involves a *low level* of operational investment.

Example:

- (Citywide) Residential
- (Zone-based) Low Density Residential Zones
- (Zone-based) May include the following: Cottage Housing, Rowhouse, Townhouse, Apartments.
- (Conditional or Restricted Uses) "Accessory Dwelling Units (ADUs) are allowed with single-family dwelling units, rowhouses, and townhouses in LR zones." (Seattle)
- Ensure alignment with Building Code: The International Building Code provides ten use categories, including Residential Group R; with which residential uses shall reference for clarity. This effort includes collaboration with the Building and Fire divisions.

- **R-1:** occupancies containing *sleeping units* where occupants are primarily *transient* in nature.
- **R-2:** Occupancies containing *sleeping units* or more than two *dwelling units* where occupants are primarily permanent in nature.
- **R-3:** Occupancies where the occupants are primarily permanent in nature, given certain occupant limits.
- **R-4:** Occupancy shall include buildings or structures for between 5 and 16 persons, excluding staff, who receive *custodial care*.

Similarly, the level of operational investment for this approach is *low* based on the Building division's standard use of the International Building Code including for changes of use within developed floor area. As with the approaches described above, conditional and restricted uses would be addressed individually.

Proposal

Staff proposes solutions that represent the objectives, priorities, and opportunities describe above, providing additional information and phases.

1. **Eliminate redundant uses and align definitions.**

Confirm and update the current primary use categories for alignment with the adopted Building Code and for coordination with the Trip Generation Manual (ITE). Using the combination of the Building Code and Trip Generation Manual, identify a limited number of inclusive secondary use categories.

2. **Construct citywide residential use typology.**

Develop clear and concise guidance for new housing types along a residential continuum, restructuring current residential uses to encompass an expanded set of options that will better represent the needs of a growing population.

3. **Clarify and broaden use categories that encompass a variety of relevant uses, ultimately streamlining the planning and decision processes for the community and City staff.**

Provide clear and broad purpose statements and land use definitions for 1) Residential uses across density levels, 2) Assisted Living Facilities, and 3) Lodging Uses.

4. **Create customer-oriented visual guides** that carefully illustrate the differences between residential uses, the value they bring to our community, and the steps needed for customers to achieve successful development.

Stakeholder Involvement

Stakeholder involvement occurred during several project milestones and involved a variety of communication tools:

- Conceptual Project Development: direct email, online presentation with question and answer period, Let's Connect forum, two office hours, one-on-one discussions
- Draft Proposed Amendments: direct email, online presentation with question and answer period, Let's Connect forum, three office hours, and proposal testing event

- Boards and Commissions Briefings: Redmond Arts and Culture Commission, Design Redmond Board, Parks and Trails Commission, and Pedestrian and Bicycle Advisory Committee

Stakeholders described their support for a typological focus and addition of new typologies for residential development. They also appreciated the City's emphasis on missing-middle housing, looking forward to implementation of the Housing Action Plan's policy and code recommendations.

Component 3: Accessory Dwelling Units (ADU)

Amendment Supports City Plans and Priorities

- Comprehensive Plan
- Housing Action Plan
- Environmental Sustainability Action Plan's Housing Options Strategy

Also Supports

- SB-5235: Increasing housing unit inventory by removing arbitrary limits on housing options

Overview

- Simplifies and clarifies opportunity for property owners to include accessory dwelling units
- Provides informational guides to inform community, property owners, and developers of regulatory components
- Incorporates state laws omitting occupancy requirements for long-term rental of accessory dwelling units

Input from customers as well as the City's Housing Action Plan and recent legislation raised awareness of the need for refinements to the City's Accessory Dwelling Unit (ADU) regulations and operating procedures. Staff surveyed a variety of jurisdictions to assess alternatives for code refinement and for supportive information such as brochures and user guides. This proposal includes amendments to regulations made necessary by recent state legislation and in response to customer comments.

Opportunity

Broaden and clarify the variety of housing types, including accessory dwelling units, while maintaining the same planned densities identified in the Comprehensive Plan.

- Opportunity #1: Establish a clear and concise typology that depicts a broad range of housing types, including ADUs, that can be constructed.
- Opportunity #2: Improve the provisions for ADUs, supporting customers' needs and the readability (accessibility) of the code.
- Opportunity #3: Incorporate recent state legislation removing owner occupancy requirements for long-term ADU rentals.

Inventory

Though the code includes opportunity for a wide variety of housing types, a typology can enhance the understanding of the housing types and where they can be constructed.

- ADUs are currently allowed per the code
- Parking is currently required for ADUs unless the site is near frequent transit
- Owner occupancy is currently required

- A mathematical calculation and site characteristics determine the maximum allowed size of the ADU

Implementation of this approach involves a *low level* of operational investment.

Example:

- Currently, the following portion of the zoning code determines the possible maximum allowed size of the ADU and has resulted in frequent questions:

RZC 21.08.220.C..3., Size/Scale

- a. The total square footage of a detached ADU shall not exceed 40 percent of the total square footage of the primary dwelling unit and the accessory dwelling unit combined, excluding any garage area, and in no case shall it exceed 1,000 square feet.
- b. In no case shall the ADU exceed 1,500 square feet in total area. If an ADU occupies an entire single floor, the Technical Committee may allow for an increase in the allowed size of the ADU in order to efficiently use all of the floor area, so long as all other standards of this section are met.

With minor adjustments to the code and improvements to informational material, staff anticipates an increase in support for the development of this type of housing. ADUs are identified in the City's Housing Action Plan as a missing-middle housing type.

Proposal

Staff proposes a series of improvements that are anticipated to increase opportunities for and significantly reduce challenges that prevent development of accessory dwelling units throughout the City.

1. Clarify the code.

Amend portions of the code that lack clarity regarding accessory dwelling units in comparison to other residential uses.

- Refine the definition(s) of accessory dwelling units to address the full range of their common configurations including internal to the existing primary structure, addition to primary structure, and detached structure.

2. Streamline regulations and procedures.

Update regulatory requirements and standard operating procedures that can increase time and cost for customers.

- Relocate and organize relevant code into a single, common section; and
- Simplify the calculation for applicants to measure the maximum allowed size of accessory dwellings.

3. Align with Legislative Updates.

Remove arbitrary limits on housing options in alignment with Engrossed Substitute Senate Bill 5235, passed on April 14, 2021, an act relating to increasing housing unit inventory.

4. Identify Authority and Conditions for Waiver.

Opportunity for the Code Administrator to waive certain requirements when conditions are unsuitable, or alternatives are preferred.

5. Develop clear and concise informational material.

Provide brochures and other print and digital information to guide customers in their feasibility review and development of accessory dwelling units. Also develop a permit type that allows for tracking and standardized reporting of these units.

Staff will continue to monitor the priority actions identified by the City's Housing Action Plan and the State's legislative agenda to propose and incorporate additional improvements during subsequent phases of the Zoning Code ReWrite.

Stakeholder Involvement

Stakeholder involvement occurred during several project milestones and involved a variety of communication tools:

- Conceptual Project Development: direct email, online presentation with question and answer period, Let's Connect forum, two office hours, one-on-one discussions
- Draft Proposed Amendments: direct email, online presentation with question and answer period, Let's Connect forum, three office hours, and proposal testing event
- Boards and Commissions Briefings: Redmond Arts and Culture Commission, Design Redmond Board, Parks and Trails Commission, and Pedestrian and Bicycle Advisory Committee

Several stakeholders described their support for improvements to the Accessory Dwelling Unit regulations and informational material. They appreciated the changes to occupancy requirements that eliminate owner occupancy in the primary or accessory unit for long-term (over 12 months) rentals.

Component 4: Simplifying Allowed/Permitted Nonresidential Uses

Amendment Supports City Plans and Priorities

- Community Strategic Plan
- Long Term Recovery Plan (COVID-19 pandemic)
- Environmental Sustainability Action Plan's 10 Minute Community and Walkable Built Environment Strategies

Also Supports

- City Council and Planning Commission request to clarify representation of Redmond's diverse community in definitions, regulations, and narrative regarding faith-based uses

Overview

- Simplifies and reduces the number of land use categories related to nonresidential uses
- Introduces flexibility for businesses to locate and grow within Redmond
- Introduces artisanal manufacturing for hybrid light manufacturing, sales, display, and service of craft products when conducive to urban centers
- Amends religious use definition, regulations, and narrative to reflect community diversity and inclusion

To consider and compare enhancement to the City's codified nonresidential uses, staff surveyed codes and code improvement procedures to develop an inventory of opportunities. The primary focus of this component is simplifying the Zoning Code and creating economic development flexibility. Several codes including King County, Seattle, Portland, New York, Redwood City, Palo Alto, San Diego, Bellevue, Kirkland, Issaquah, Everett, and Lakewood were reviewed. Additional examples of code improvement procedures were assessed including Puget Sound Regional Council (Vision 2040), the Michigan Municipal League of Cities, the Congress for New Urbanism, the Form Based Code Institute, the Project for Lean Urbanism, and the Smart Code Applied Transects.

Objective

For the allowed uses in the Redmond Zoning Code to be simplified, they should address a wide variety of aspects for doing business and the following priorities:

- **Priority #1:** Condense the number of allowed uses into broader, less specific groupings
- **Priority #2:** Provide flexibility and opportunity for economic development in an evolving and emerging city
- **Priority #3:** Ensure an outcome that is clear and predictable on behalf of the Redmond community and staff
- **Priority #4:** Clearly outline limitations and restrictions, as necessary.
- **Priority #5:** Ensure consistency with the Comprehensive Plan policies, comprehensive land use, and vision for individual zoning designations across the city.

Opportunity

The focus of economic development is anticipated to evolve significantly as Redmond, along with the Puget Sound region, grows in population and employment opportunities, and increases its connection with the global community. This proposal recognizes a variety of changes taking place during the 2050 planning period including the following key opportunities:

- **Opportunity #1:** Flexibility in economic development supports a wide array of business types and sizes
- **Opportunity #2:** Innovation, seen in history, requires an open foundation upon which to build
- **Opportunity #3:** A rich diversity of uses strengthens community resiliency

Inventory

The following recommendations were identified as having the greatest potential for meeting the priorities and maintaining the key objectives:

- **Internal Knowledge and Resources:** A comparison of the current matrix of allowed nonresidential uses to the current land use inventory (GIS) identified citywide use categories, primary use categories, secondary uses addressed in general purpose statements by zone, and specialty uses addressed as conditional or restricted uses by zone. Using the example of Redwood City, this information can be organized over one page: zones and design districts, primary use categories, definition of uses, and conditions or restrictions. This method represents a minor step, deviating from the current code's organization, also in similar manner as Palo Alto and San Diego.
- Implementation of this approach involves the *lowest level* of operational investment.
 - Example:
 - (Citywide) Wireless Communication Facilities, Local Utilities
 - (Primary) Education, Public Administration, Health Care, and other Institutions
 - (Secondary) Grade School, Colleges and Universities, Technical Trade School
 - (Specialty) Secure Community Transition Facility

Note: Some refinement of allowed uses by zoning designation might be necessary. For example, local utilities are not permitted in all zones and may have been inadvertently omitted. Some use categories and classes are regulated by the state and must maintain consistency of terminology, allowances, and restrictions.

- **Commercial Focus:** The New York Department of Labor (DOL) completed a Storefront Sector study of vacancies throughout New York City. This approach would be applied within the commercial and mixed-use portions of the Urban Centers while maintaining the allowed uses currently defined for other nonresidential zoning designations. The study addressed three

primary categories of storefronts: 1) dry retail, 2) food and beverage, and 3) services. These were further analyzed through the DOL's employment classifications of

- Full-Service Restaurant
 - Limited-Service Restaurant
 - Food & Beverage Store
 - Other Dry Retail Store
 - Clothing & Accessory Store
 - Health & Person Care Store
 - General Merchandise Store
 - Personal Care
 - Other Services
 - Bar
- **Land Based Classification Standards (LBCS):** The current list of allowed uses that are supported within the Zoning Code are based on Land Based Classification Standards. These are accepted by American Planning Association and recognized by the Institute of Transportation Engineers (ITE). However, the standards differ from the state and local building codes occupancy classes that are also codified in the Washington Administrative Code. Staff realized opportunities for improved alignment and informational crosswalks based on a comparison of the City's land use categories, zoning designations, allowed use categories and classes, building code occupancy classes, and business licensing's NAICS codes.

This realignment is tested against a 2019 proposal by BluSurf – a local, independent wakeboard manufacturer and merchant. BluSurf's small-scale manufacturing could align with Other Services while the in-person and on-line sales component aligns with General Merchandise Store.

Considerations

The following approaches were considered for simplicity and a lower level of investment during the first phase of the ReWrite.

- **Align with Building Code:** The Congress for New Urbanism recommends a variety of steps including alignment with the International Building Code. The Washington State Building Code provides ten use categories through which the allowed uses would be categorized and for which purpose statements would describe the variety of uses allowed within each category.
 - Assembly
 - Business

- E. Educational
- F. Factory
- H. High-Hazard
- Institutional
- M. Mercantile
- R. Residential
- S. Storage
- U. Utility and Miscellaneous
- Similarly, the level of operational investment for this approach is *low* based on the Building division's standard use of the International Building Code including for changes of use within developed floor area. As with the approaches described above, conditional and restricted uses would be addressed individually.



- **Main Streets and Urban Centers:** The Congress for New Urbanism also recommends a very broad approach for uses located along main streets and in downtown (urban center) areas. This ensures a vibrant array of businesses and high number of pedestrian environments. Recognizing that uses change over time, uses such as commercial, office, lodging, residential, civic, institutional, and artisanal manufacturing would be encouraged through code provisions. This approach involves a *moderate* amount of operational investment including access to educational resources for customers and staff.
- **Lean Code:** The most significant deviation from the existing Zoning Code and *highest level* of operational investment is through a lean approach. This involves five steps that can be addressed independently, in a phased approach, or in combination with the approaches described above.
 1. Allow residential uses on ground floors in urban centers. Limit this approach to secondary and lower classification streets to maintain the Main Street commercial character of Cleveland Street, Leary Way, and Redmond Way. Require that ground floor residential uses support flexibility such as conversion to commercial in the future.
 2. Allow, but do not require, mixed use in Urban Centers. Limit this approach to a third street typology similar to step #1.
 3. Allow non-hazardous, small-scale, and artisanal workspaces.
 4. Expand home occupation and live/work allowances.
 5. Reduce all requirements, where feasible, for change of use such as for concurrency, new parking, and impact fees.

Proposal

Allowed uses are also one of the more customer-facing aspects of the Zoning Code and should remain flexible and on frequent basis, adapt to economic conditions and trends. Staff proposes a multi-phased solution that borrows actions from the approaches describe above. During the 2020-2021 Foundational ReWrite, staff is proposing items 1 and 2 below. Items 3 and 4 are

proposed in part and will be additionally pursued in future updates such as in coordination with Redmond 2050.

1. **Eliminate redundant uses.**

Streamline the current uses by eliminating those that have similarities to other uses.

2. **Identify citywide, primary use categories, use classes, and use-based activities.**

Confirm and update the current primary use categories for alignment with the adopted Building Code and with the Trip Generation Manual (ITE). Using the combination of the Building Code and Trip Generation Manual, identify a limited number of inclusive secondary use categories. Clarify authority and conditions through which placement of uses may also occur such as for hybrid and flex commercial and office uses.

3. **Broaden Main Street, Urban and Local Center uses, and opportunities to live, work, and play near light rail stations.**

Develop a clear yet broad purpose statement and land use definition for 1) Main Streets of Cleveland Street, Leary Way, and Redmond Way; 2) Urban Centers of Downtown and Overlake; 3) Local Center of Marymoor Village; and 4) light rail station areas.

4. **Enhance diversity of uses based on Lean Code.**

Allow flex-space (residential and nonresidential) uses at ground floors based on street typology. Allow non-hazardous, small-scale, and artisanal workspaces along Main Streets and based on other street typologies. Expand opportunities for home occupation and live/work units in Urban and Local Centers.

Stakeholder Involvement

Stakeholder involvement occurred during several project milestones and involved a variety of communication tools:

- Conceptual Project Development: direct email, online presentation with question and answer period, Let's Connect forum, two office hours, one-on-one discussions
- Draft Proposed Amendments: direct email, online presentation with question and answer period, Let's Connect forum, three office hours, and proposal testing event
- Boards and Commissions Briefings: Redmond Arts and Culture Commission, Design Redmond Board, Parks and Trails Commission, and Pedestrian and Bicycle Advisory Committee

Stakeholders supported the proposed simplification and flexibility for allowed nonresidential uses throughout the City. They requested additional specificity to be included in the proposed allowed-use crosswalk table that intends to assist customers in associating new uses and terminology with former uses and terminology. Particularly, stakeholders were concerned with the proposed approach for home businesses being removed from the allowed use table and its incorporation into residential uses. They agreed that a footnote would support awareness and wayfinding regarding this accessory "activity" to residential uses.

Component 5: Strategic Revisions

Amendment Supports City Plans and Priorities

- Community Strategic Plan
- Long Term Recovery Plan (COVID-19 pandemic)
- Environmental Sustainability Action Plan's Unbundled Parking, Parking Minimums, and Non-Single Occupancy Vehicle (SOV) Usage
- Temporary Construction Dewatering (TCD) Policy Analysis Project strategy
- National Pollutant Discharge Elimination System (NPDES) Permit

Also Supports

- HP-1754: Concerning the hosting of homeless by faith-based organizations.

Overview

- Amends Administrative Design Flexibility to include additional opportunities for Design Review Board to support design flexibility within the purpose and intent of individual zoning designations
- Amends and clarifies Temporary Use Permits to facilitate actions of Redmond's Long-Term Recovery Plan
- Simplifies Floor Area Ratios in the Overlake neighborhood and Marymoor Design Districts
- Clarifies allowance of previously approved parking standards to remain effective to established buildings and site in the Downtown, Overlake, and Marymoor Village when the occupancy or ownership changes
- Amends the Town Center zoning incentive schedule to align with the Comprehensive Plan, Housing Action Plan, and the Community Strategic Plan regarding siting transit-oriented development near light rail station areas

The pandemic has put Redmond in unprecedented times. As part of the city's COVID recovery plan some code changes are being prioritized. Swift, predictable responses to inquiries from developers, business owners and community members are necessary to Redmond's recovery effort. Code revisions to those regulations that staff and applicants have identified as most confusing are being prioritized for simplification as well as building a regulatory framework that assists business recovery while maintaining public health and safety. These codes will be assessed for alignment with the Mayor's vision and the Community Strategic Plan to ensure revisions are not merely reactionary to the pandemic, but help further the City's commitment to livability, sustainability, equity, and resiliency.

Objective

Prioritize strategic changes to codes that frequently cause confusion among internal staff, developers, and community members. Areas of focus include clarifying process and authority, promoting economic recovery and simplifying standards to encourage appropriate development in urban



centers. These changes will be made to make the code more streamlined, efficient, aligned with the Community Strategic Plan, and to realize time and cost savings for both the city and applicants.

Proposal

Amendments to the Redmond Zoning Code include:

1. **Administrative Design Flexibility:** Clarifying process and authority for administrative design flexibility and modifications.
2. **Temporary Use Permit:** Promoting economic recovery through simple, promptly issued temporary use permits necessary to assist businesses while maintaining public health and safety. Incorporating HP-1754 regarding the hosting of homeless by faith-based organizations.
3. **Floor Area Ratio:** Encouraging continued development in identified urban centers by simplifying complex floor area ratio development standards.
4. **Parking Standards for Established and Older Structures:** Clarifying that previously approved parking ratios as well as parking patterns for older structures could remain as established during changes to uses, tenants, and ownership. Supporting the ongoing viability of business operations and leasing in the event of partial site and/or building condemnations.
5. **Town Center (TWNC) Zone Incentives:** Updating incentive provisions associated with the Redmond Town Center and advancing Comprehensive Plan policies in support of transit-oriented development (TOD) and housing goals.

Other Components: Annual Code Cleanup, Bridge Amendments to Overlake and Marymoor Design Districts, General Process, Definitions, and a Zoning Code Maintenance Plan

Annual Code Cleanup

Amendment Supports City Plans and Priorities

- Comprehensive Plan
- Community Strategic Plan
- Housing Action Plan
- Economic Development
- Transportation Master Plan
- Environmental Sustainability Action Plan strategies as identified within the Annual Code Cleanup report

Overview

- Amends the Overlake neighborhood and Marymoor Design District incentive schedule to reflect the exhaustion of previously established incentives and to advance City goals and priorities through development incentives that align with Comprehensive Plan, Housing Action Plan, and the Community Strategic Plan
- Amends building and site design for consistency with the City's Standard Details and Specifications regarding building overhangs
- Introduces additional opportunity for building height transfer to reduce impacts of temporary construction dewatering and subterranean parking structures to areas of high ground water

The City processes minor amendments to the Zoning Code to maintain the code's accuracy, functionality, and for consistency with federal, state, and local laws. This regular course of work involves amendments that are minor in substance and varied in its scope from year to year. Previous amendments of this nature occurred periodically in 2013, 2015, and 2018, then annually thereafter.

Topics proposed for minor amendments during 2021 are listed in the following table:

Topic	Correction Purpose
Reduced Parking Near Frequent Transit per RCW 36.70A.620	Consistency with state law
Sign Code Cross-Reference and Corrections	Clarification of cross-reference and corrections of typographical errors
Overlake Street Tree List	Clarification of reference to supporting document and program
Sidewalks in Easements	Clarification and confirmation of existing regulations
Town Center (TWNC) Development Agreement Code Clarification	Corrections reflecting expired development agreement

Topic	Correction Purpose
Alter/Alteration Definition	Clarification for consistency with adopting ordinance

Bridge Amendments to Overlake and Marymoor Design Districts

Amendment Supports City Plans and Priorities

- Community Strategic Plan
- Economic Development
- Long-Term Recovery Plan from COVID-19 Pandemic
- Housing Action Plan
- Environmental Sustainability Action Plan Green Building, Climate Emergency Declaration, Green Space Access/PARCC Plan Implementation, and Temporary Construction Dewatering strategies
- Temporary Construction Dewatering (TCD) Policy Analysis Project strategy
- National Pollutant Discharge Elimination System (NPDES) Permit

The Bridge amendment package is primarily focused on the City's growing urban center of Overlake (OV) and the newer neighborhood of the Marymoor Village (MDD).

- The first amendment realigns the development incentive packages found in RZC 21.12.170 OV Incentive Program and RZC 21.13.220 MDD Incentive Program to better meet the growing demands of affordable housing, sustainability, and economic vitality.
- The second portion of this amendment package proposes to amend RZC 21.12.100 OV Building Height that regulates Overlake building heights. The amendment relates to subterranean parking and shallow groundwater and their relationship to the maximum height allowed within Overlake. Portions of the Overlake neighborhood experience shallow groundwater tables that do not contribute to the City's drinking water supply. This geologic condition makes subterranean parking less feasible. This results in the need for above-ground parking structures that effectively reduce the amount of floor area that could otherwise be devoted to occupiable (non-parking) space. A structure's height is directly impacted by the placement of required parking within the project site.
- The last portion of this amendment package rectifies an unintentional conflict in the code between the allowance for building modulations over rights-of-way (RZC 21.62.030.E.2.c.iii Overlake Village Zones Supplemental Design Standards - Design of Large Buildings) and City's Standard Specifications for Road, Bridge, and Municipal Construction. The proposed amendment would align the code and the street standards by not allowing building modulations to encroach into the right-of-way.

General Process, Definitions, and a Zoning Code Maintenance Plan

Amendment Supports City Plans and Priorities

- Comprehensive Plan
- Community Strategic Plan

Additional amendments are proposed for the general improvement and recognition of the “living nature” of the City’s development regulations. A focus of continuous process improvement allows the City to address regulatory issues, demands, and goals on an as-needed basis. This strengthens customer service for external and internal consumers of the Zoning Code.

Development regulations also provide a foundation for economic development. Their accuracy, efficiency, and effectiveness help foster and maintain a supportive environment for people to do business in Redmond including:

- New business formation (startup/entrepreneurial);
- Preservation and development of business resiliency (legacy);
- Relocation of businesses in Redmond;
- Growth and adaption for businesses in fixed and new Redmond locations; and
- Innovations (business models).

The following highlight improvements proposed during the 2020-2021 Foundational ReWrite – the first of several phases that will advance the City’s focus on continuous process improvement:

- **General Process:** Addressing minor administrative process gaps will result in significant time and cost savings, benefitting both the customer and the City. For example, deviations from certain code provision are currently considered by the Code Administrator, Director of Public Works, or the City Council. However, the code does not provide a formal process that ensures consistency, predictability, and transparency for the applicant. Similarly, formality would be developed for Administrative Interpretations – including internal and public requests, Technical Committee decisions on amendments to the RZC Appendix, and clarifications to permit procedures such as Technical Committee’s extension for Certificates of Appropriateness Level I and II.
- **Definitions:** Strengthening the code’s definitions includes developing a guide to acronyms, standardizing use of references, and ensuring clarity and consistency of terminology. The code has been parsed into individual words for careful and thorough analysis, currently underway. Definitions are proposed to incorporate regulated standards when possible. These involve definitions set forth in the Revised Code of Washington and Washington Administrative Code. Terminology defined in other codes such as the International Building Code, technical manuals and other guiding documents that have been adopted or approved for City use would also be referenced. When industry standards are not established, the *Webster’s Third New International Dictionary of the English Language, Unabridged, copyright 1986* would be adopted as the secondary source for providing clarity.
- **Zoning Code Maintenance Plan:** Developing maintenance protocols supports long-term viability of the City’s investment in the code’s foundational rewrite. The protocols will reflect new standards and regulations described herein and ensure ongoing implementation of the format and organization established during the rewrite. A similar approach had been recently adopted for managing the City’s Cultural Resources Management Plan, providing example of the scope and scale of a code-based maintenance program. Standardizing clarity and consistency in the code’s format, organization, and style along with expectations for its maintenance would help the staff involved in drafting regulations and amendments to regulations avoid inadvertently “breaking” the code in the future. Another primary aspect of

the maintenance plan will be “health” checks at regularly planned intervals. During these, staff or a consultant will examine and provide recommendations for improving:

- The code’s functionality, consistency, and transparency;
- It’s relationship to the Comprehensive Plan; and
- Development Service’s administrative and operational procedures.

Execution Strategy

Staff proposes the following strategy for engaging stakeholders in consideration of and for providing feedback to the Foundational Rewrite proposals:

- Zoning Code formatting and organization,
- Streamlining and standardizing allowed residential uses,
- Improving and clarifying Accessory Dwelling Unit code provisions, and
- Simplifying allowed nonresidential uses.

Communication and Stakeholder/Community Involvement				
Stakeholder	Estimated Timing	Venue	Project Team Members	Authorizer
Long Range Planning, Housing, and Human Services	Ongoing	Teams Meeting, Technical Testing, Redmond 2050, Housing Action Plan	Sarah Pyle, Kim Dietz, Cameron Zapata	Sarah Pyle, Jeff Churchill, Brooke Buckingham, Beckye Frey
CDI and Pre-Tech	Ongoing	Weekly CDI Team Meeting, Pre-Tech Meeting, Technical Testing	Kim Dietz, All Team	Sarah Pyle
Planning Leadership	Decision and Communication Milestones	Weekly 4P, Briefings	Kim Dietz, Team Members	Sarah Pyle
3P	Decision Milestones	Weekly 3P	Sarah Pyle, Kim Dietz	Carol Helland
Communications Team	Ongoing	Teams	Kim Dietz	Jill Smith

City Boards and Commissions	Project Review Milestones	Boards and Commissions Meetings	Sarah Pyle, Kim Dietz	Carol Helland
City Council Committee of the Whole (P2W)	Project Action and Review Milestones	City Council Meeting Venue	Sarah Pyle, Kim Dietz	Carol Helland
Business and Organizations	Project Communication Milestones	OneRedmond, Project Webpage, Direct Email, City ENews and Social Media, Teams, Webinar, Let's Connect Redmond, Office Hours, Technical Testing, One-on-One	Kim Dietz, Jill Smith	Mayor, Carol Helland, Lisa Maher, Sarah Pyle
Community	Project Communication Milestones	Project Webpage, City ENews and Social Media	Kim Dietz, Jill Smith,	Mayor, Carol Helland, Sarah Pyle

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