

Policy Options and Alternatives: Housing

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Policy Consideration: Missing Middle Regulations and Housing Options (H-A)

Topic: Missing Middle Housing

Policy question: Prioritize Housing Action Plan actions or current neighborhood policies?

There is tension between comprehensive plan neighborhood policies and the Housing Action Plan (HAP) regarding attached housing types. Prioritizing the HAP implementation would increase regulatory uniformity and reduce regulatory barriers for missing middle housing.

History

Redmond's Housing Action Plan includes Action 3.1: Amend regulations to broaden housing options by promoting middle housing. "Missing Middle" housing types are often attached dwelling units, like duplexes or triplexes. These differ from detached single-family structures, which have no common or party walls. Attached dwelling units are subject to all land use, density, site requirements and development standards of the underlying zone except for:

1. Minimum lot sizes in some zones
2. Neighborhood restrictions

Minimum Lot Size for attached dwelling units in the R-4, R-5, R-6, and RIN zones are based on a percentage of the minimum average lot size of the underlying zone.

	2-Unit Attached	3-Unit Attached	4-Unit Attached
Percent of the minimum average lot size	150%	200%	250%

Neighborhood Restrictions create additional barriers to attached dwelling units. Not all neighborhoods have additional restrictions and not all neighborhoods have the same types of restrictions. For example, Education Hill limits requires triplexes and quadplexes to be located at least 500 feet from other triplex and quadplex lots. Density limits impact the total potential quantity of multiplexes. Bear Creek, Education Hill, and Southeast Redmond Neighborhoods limit the allowed number of triplexes and quadplexes to not exceed the allowed number of detached single-family dwelling units. Modifying density limits and underlying zoning restrictions would have the effect of allowing more homes per acre.

Trends

Low attached dwelling unit production: Attached dwelling units are allowed in all single-family urban zones. Yet, there were 11,235 single-family detached housing units compared to 132 duplex, triplex, & quadplex attached housing units in 2019. Recent multiplex housing unit production was as follows; 6 (2019), 10 (2018), 0 (2017), 22 (2016), 14 (2015), and 8 (2014).

Stakeholder Feedback

Geographic equity: Expanding housing choices allows diverse people to live in more areas.

Policy Analysis of H-A

H-A: Revise Residential Zone Regulations to Expand Housing Options			
Option	1: Remove and simplify various policy barriers to attached dwelling units, including neighborhood requirements.	2: Remove and simplify various policy barriers to attached dwelling units, excluding neighborhood requirements.	3: Retain existing policy language .
Potential Strategies	<p><u>Remove Underlying Density Restrictions</u>: Allows attached dwelling unit structures to have the same site requirements as single structures to facilitate conversions of existing homes into multiplexes.</p> <p><u>Allow attached dwelling units as an outright use in all single-family urban (R-4 to R-8) zones</u>: Removes the conditional use permit requirement. Expedites and reduces the cost of permitting.</p> <p><u>Remove Neighborhood Restrictions</u>: Streamlines regulatory framework and reduces barriers to attached dwelling units. Includes lot proximity restrictions, housing unit count maximums, density, underlying zone considerations, and more.</p>	<p><u>Remove Underlying Density Restrictions</u>: Allows attached dwelling unit structures to have the same site requirements as single structures to facilitate conversions of existing homes into multiplexes.</p> <p><u>Allow detached dwelling units as an outright use in all single-family urban zones</u>: Removes the conditional use permit requirement. Expedites and reduces the cost of permitting.</p>	No Change.
Equity and Inclusion	Expands housing choices and increases geographic equity. Increases ownership opportunities at lower prices relative to options 2 or 3.	Expands housing choices, but not in neighborhoods. Less geographic equity than option 1.	Preserves existing level of E&I.
Sustainability	More dwelling units in the neighborhoods fosters a more sustainable land use pattern. More people living in the city can reduce length of job commutes, which could reduce greenhouse gas emissions of those households.	Land use pattern is less sustainable than option 1.	Preserves existing level of sustainability.
Resiliency	Increases resiliency by improving housing security for people with less resources.	Fewer homes means that fewer households have housing security.	Preserves existing level of resiliency.
Other Considerations	Fulfills Redmond Housing Action Plan Action 3.1. Amend regulations to broaden housing options by promoting middle housing. Requires updating neighborhood policies that are incompatible.	Neighborhood policies can articulate different housing allowances and goals. This includes some barriers to housing opportunities.	Does not address stakeholder desire to expand housing choices.

Policy Consideration: Energy Efficiency and Sustainability Requirements (H-L)

Topic: Other Considerations

Policy question: Prioritize environmental performance of buildings or lower costs of construction?

There is a tension between building performance and construction cost. “Green” building incentives and requirements reduce energy use and associated greenhouse gas emissions.

History

Sustainable design and energy efficiency in the building stock is a vital component of reducing Redmond’s environmental impact. The residential sector represents 16% of all energy consumption in the United States. In 2015, the three largest categories of residential electricity use in the United States were air conditioning (17%), space heating (15%), and water heating (14%).

Trends

Energy efficiency in housing can offset net increase in energy use due to new homes: The U.S. Energy Information Administration reports that the typical U.S. household now uses more air conditioning, appliances, and consumer electronics than ever before. However, average annual site energy use per home has declined. The reasons for this decline include:

1. Improvements in building insulation and materials
2. Improved efficiencies of heating and cooling equipment, water heaters, refrigerators, lighting, and appliances
3. Population migration to regions with lower heating demand

Most new housing units in the City are multifamily structures: Green multifamily code could reduce energy use per housing units.

Green buildings can have a cost premium: Green buildings can cost more than conventional buildings. One study found the “green” cost premium to, generally, be between -0.4% (less than conventional) to 21% (more than conventional)¹.

Stakeholder Feedback

Residential energy efficiency and sustainability needs more City support: Stakeholders emphasized that the City’s environmental goals require a more proactive municipal approach to energy efficient and sustainability. Stakeholders discussed support for both incentives and regulatory requirements.

¹ Dwaikat, L.N. and Ali, K.N. (2016). Green buildings cost premium: a review of empirical evidence. Energy & Buildings, 110, 396-403. doi:10.1016/j.enbuild.2015.11.021

Policy Analysis H-L

H-L: Increase Housing Energy Efficiency and Sustainability			
Option	1: Strengthen policy support for environmentally friendly green building incentives and requirements .	2: Prioritize development cost reduction over green buildings.	3: Maintain current building performance requirements.
Equity and Inclusion	Green building techniques often create healthier spaces. Contributes to reducing environmental injustice.	Compared to option 1, could facilitate development by reducing cost barriers.	Maintains existing building performance and environmental public health impacts.
Sustainability	Directly reduces energy consumption.	Directly reduces energy consumption, but possibly not as much as option 1.	Maintains existing energy consumption.
Resiliency	Reduction in energy consumption helps balance energy grid.	Same as option 1, but to less extent. More resiliency for people through, potentially, higher housing security.	Maintains existing energy consumption and associated grid resilience.
Other Considerations	While green buildings can sometimes be less expensive than conventional construction, that is not always the case. Price premiums can occur due to higher development costs. Cost premiums may be passed onto renters/buyers or may reduce overall housing and commercial opportunities.	Incentives have varying levels of success. Requirements can be more effective in markets with strong demand for development.	
Potential Strategies	<u>Require green building standards AND increase green building incentives:</u> Combining both approaches could yield the most progress towards green building and sustainability goals. <u>Require green building standards OR increase green building incentives:</u> The same potential strategies as above, but with scope to minimize potential impacts to housing supply.	<u>Do not require more rigorous green building standards:</u> The City would not adopt any green building requirements that increase, by an increment to be determined later, the cost of housing. Note: Setting a minimum sustainability standard is in the Climate Emergency Declaration . <u>Explore green building incentives:</u> Incentives could helping offset the cost of the green building premium.	<u>No Change.</u>

Policy Considerations: Manufacturing Land Uses & Jobs (EV-G & EV-H)

Topic: Manufacturing Land Uses & Jobs

Policy question: Strengthen protections for manufacturing land uses and jobs or allow for additional flexibility in manufacturing and industrial areas?

There is a tension between protecting manufacturing land uses and jobs and increasing use flexibility in manufacturing in industrial areas, which face pressure to change and redevelop.

History

Manufacturing, particularly aerospace-related advanced manufacturing, is one of Redmond's key business clusters. Manufacturing and industrial land uses make up 6.7% of Redmond's total land use, 8.3% of jobs in Redmond, and 10% of jobs in the Puget Sound region. Manufacturing jobs declined more than other Redmond jobs sectors, at 14 percent (1,273 jobs) between 1995 and 2019.

	1995 Redmond Jobs	1995 % of total Redmond Jobs	2019 Redmond Jobs	2019 % of total Redmond jobs	Change in Jobs	% Change over time
Manufacturing	9,226	19.5%	7,953	8.3%	(1,273)	-14%
TOTAL REDMOND JOBS	47,405	100%	95,501	100%	48,096	101%

Manufacturing and industrial zoning helps keep prices for industrial land and buildings lower than land and buildings in commercial and mixed-use zones. This makes land and buildings in such zones attractive for investment speculation for non-industrial uses. In zones where manufacturing and industrial uses compete with commercial, office, and residential uses, the latter can command higher rent, making it harder for industrial businesses to be profitable or new businesses to locate there.

Trends

Manufacturing Locations: The Willows Road corridor includes light manufacturing and the Southeast Redmond area is home to manufacturing, research and development, light industry, wholesale, assembly, and distribution businesses.

Types of Manufacturing & Industrial Uses: Redmond continues to attract high tech businesses with a growing research and development and technology manufacturing base that support these businesses. Additionally, there has been a trend to see these spaces be utilized by beer and wine tasting rooms, and a desire for more boutique uses such as artisan work and sales space.

Stakeholder Feedback

Providing for flexibility: "Makers spaces"; co-working warehousing; limited retail; and 'just in time' manufacturing support small-business, tech-friendly practices, and builds resiliency. Plan for flexible spaces for office, manufacturing, and retail to be ready for changes in the market.

Living wage jobs: Manufacturing jobs are living wage, middle income jobs. From one stakeholder: "The city not only needs to maintain the accommodating zoning but also create an environment that supports manufacturing. This ripples into transportation, ease of commuting, permitted adjacent uses, environmental, etc."

Analysis

EV-G Maintain Manufacturing Land Uses & Jobs			
EV-H - Review policies for “Artisan and Craft ” businesses that blend light manufacturing and retail zones and support makers spaces.			
Option	1: Strengthen policy protections for manufacturing land uses and jobs to prevent encroachment from other development demands and pressure.	2: Allow for more use flexibility within the Manufacturing Park land use designation or change the land use designation for some areas currently designated Manufacturing Park , to allow more supporting, accessory, and complementary uses.	3. Maintain existing policies for Manufacturing and Industrial land uses.
Potential Strategies			
Potential Strategies	<ul style="list-style-type: none"> • <u>Pursue Industrial Center Designation in SE Redmond</u>: Demonstrates commitment to ongoing manufacturing and industrial land uses and makes the area more competitive for transportation funding from PSRC and King County. • <u>Limit Non-Industrial Uses</u>: Uses policies and implementing regulations, such as size restrictions for office and retail uses in certain zones; refines definitions for consistency with emerging trends & best practices; outright prohibition of certain uses & conditional uses to preserve land uses. • <u>Business Assistance for Key Industries</u>: Uses incentives such as economic development loan programs and business assistance services that target emerging industries. 	<ul style="list-style-type: none"> • <u>Adjust Manufacturing Park policies</u>: Maintains intent of these areas while allowing for additional uses that are supportive of emerging industry trends and needs of artisan or craft enterprises. • <u>Flexibility Near Transit</u>: Adds opportunities for more flexibility in manufacturing areas near frequent transit (TOD areas). • <u>Limit Non-Industrial Uses Through Regulation</u>: Uses policies and implementing regulations, such as size restrictions for office and retail uses in certain zones; refines definitions for consistency with emerging trends & best practices; outright prohibition of certain uses & conditional uses to preserve land uses. • <u>Expand Mixed Use Land Use Designations</u>: Let the market determine the best use for the lands that are currently designated for manufacturing. 	<ul style="list-style-type: none"> • <u>No Change</u>: Maintains existing policies for manufacturing and industrial land uses.
Themes Analysis			
Equity & Inclusion	Better preserves legacy businesses and living-wage jobs Keeps price/sq foot manageable for manufacturing	Provides for flexibility that supports emerging, existing, small-, women-, and BIPOC-owned businesses Land for manufacturing uses may become less affordable as broader uses are allowed	Preserves existing land uses and living wage jobs as far as the market will allow
Sustainability	May impede redevelopment to uses favored by market forces alone	May support 10-minute communities	

<p>Resiliency</p>	<p>Provides clarity and long-term reassurance to manufacturing businesses</p>	<p>Flexibility can provide for unforeseen changes in the market</p> <p>Provides retail options to expand viability for manufacturing businesses such as pottery, small batch food, tasting rooms</p> <p>May move away from traditional manufacturing & industrial jobs, increasing the diversity of job types</p>	
<p>Other Considerations</p>	<p>Protection of these land uses would direct non-industrial uses to other areas of the city</p>		

Policy Options and Alternatives: Transportation

POLICY CONSIDERATION: FUNDING PRIORITIES FOR NEW MOBILITY PROGRAMS AND PROJECTS (TR-B, TR-H, TR-L) 2

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Policy Consideration: Funding Priorities for New Mobility Programs and Projects (TR-B, TR-H, TR-L)

Topics: Improve Travel Choices and Mobility; Orient around Light Rail

Policy question: How should Redmond prioritize new mobility investments?

There is a tension in transportation policy considerations on this topic. Different policy considerations call for prioritizing investments that:

- Improve access to light rail (TR-B)
- Complete modal networks (TR-H)
- Enhance safety, accessibility (TR-L)

Some investments could advance multiple priorities.

History

The City used the following criteria to prioritize investments when creating the 2013 Transportation Master Plan:

Basic Needs

Safety
Maintenance
Natural Environment

Vision

Centers
Neighborhood Connections
Travel Choices
Priority Corridors
Prepare for High Capacity Transit

Community Character
Mobility for People, Goods, and Services
System Integration
Leveraged Funding

The criteria used in 2013 resulted in a long-range investment plan that was, by dollar value: 55% multimodal, 24% nonmotorized, 11% preservation, 9% vehicular, and 1% transit. (The plan does not break-down investments according to strategies or priorities.) In Downtown the plan focused on completing the street grid. In Overlake it focused on connecting to light rail, transforming 152nd Ave NE in Overlake Village, and mitigating congestion. Elsewhere it focused on creating new multimodal connections and mitigating congestion.

Trends

City investments prioritized using the above criteria have contributed to the following trends (see more at Redmond.gov/TMP):

- Connectivity is improving in Downtown and Overlake
- Network completion is increasing for all modes
- Transit ridership has been steady at around 10,000 rides/day
- The number of traffic-related injuries has declined
- Pavement quality is deteriorating

Stakeholder Feedback

We have heard that community members value investments that advance any or all these priorities. When asked to rank strategies to achieve the transportation vision, questionnaire respondents ranked strategies as follows:

1. Improve travel choices and mobility (TR-H and TR-L are part of this strategy)
2. Maintain transportation infrastructure

3. Orient around light rail (TR-B is part of this strategy)
4. Enhance freight and service mobility

Policy consideration TR-L, concerning safety and accessibility, was added in response to feedback from multiple stakeholders, including multiple City Councilmembers. In addition, over half of transportation projects suggested by community members included a safety component.

We also heard that these considerations must: account for partnerships, pursue innovative financial solutions, and new technology solutions; protect vulnerable users and improve neighborhood options; support the local bus network and first/last mile solutions; and prioritize multimodal options.

Policy Analysis TR-B, TR-H, TR-L

TR-B, TR-H, TR-L: Funding Priorities for New Mobility			
Option	<u>Distribute Funding Across Priorities</u> Give equal weight to the priorities identified in policy considerations, with investments that advance multiple priorities rising to the top. (1)	<u>Target Funding to Safety and Comfort</u> Like option 1 but prioritize high-comfort/low-stress facilities (part of TR-L) even if it takes longer to achieve other priorities. (2)	<u>Target Funding to Light Rail Access</u> Like option 1 but prioritize investments that improve access to light rail (TR-B) even if it takes longer to achieve other priorities. (3)
Potential Strategies	Use policy considerations to develop project ranking criteria that have equal weights among community priorities	Like option 1, but give greater weight to criteria related to facility comfort or stress	Like option 1, but give greater weight to criteria related to improving access to light rail
Equity and Inclusion	Equity and inclusion, together with all other Redmond 2050 themes, is a proposed ranking criterion, with the objective of developing a pro-equity and inclusion investment plan.	Relative to option 1, this option is likely to result in fewer facilities completed (potentially less geographic equity), but those that are completed (e.g. protected bicycle lanes) may be attractive to a broader population in terms of age and ability.	Relative to option 1, this option prioritizes access to high-quality transit, improving equity and inclusion.
Sustainability	Sustainability, together with all other Redmond 2050 themes, is a proposed ranking criterion, with the objective of developing a pro-sustainability investment plan.	Relative to option 1, this option pulls in different directions: it is likely to result in fewer nonmotorized facilities completed because they are likely to be more costly, but those that are completed may be attractive to more users.	Relative to option 1, this option may shift mode share toward transit, improving environmental sustainability.
Resiliency	Resiliency, together with all other Redmond 2050 themes, is a proposed ranking criterion, with the objective of developing a pro-resiliency investment plan.	Similar to option 1.	Relative to option 1, this option may improve resiliency by making the light rail system easier to reach during disruptive circumstances when other modes are not available.
Safety	Safety, together with all Redmond 2050 themes, is a proposed ranking criterion, with the objective of developing a pro-safety investment plan.	Relative to option 1, this option would prioritize investments that have fewer opportunities for modal conflicts, but fewer may be completed because they are likely to be more costly.	Similar to option 1.
Other Considerations			

Policy Consideration: Balancing Transportation Investments (TR-E, TR-G, TR-H)

Topics: Maintain Transportation Infrastructure; Improve Travel Choices and Mobility

Policy question: How should Redmond balance maintaining the transportation system as it has with investing in new mobility improvements?

There is a tension in transportation policy considerations on this topic. Policy considerations call for new investments to improve mobility (several, including TR-H), while also investing in regular maintenance to preserve the system we have (TR-E, TR-G).

History

Capital program. Redmond relies on a broad mix of revenue sources to fund its transportation capital program. The 2013 Transportation Facilities Plan (TFP) is funded with the revenue sources shown in the pie chart at right. Sources earmarked for transportation, including developer contributions, impact fees, business taxes, grants, motor vehicle excise tax, and real estate excise tax, contribute the majority of TFP funding.

Operations and maintenance. Operations and maintenance activities, like pavement and sidewalk repair, rely on general fund dollars that compete with many other priorities like public safety, parks, and other general government operations.

Trends

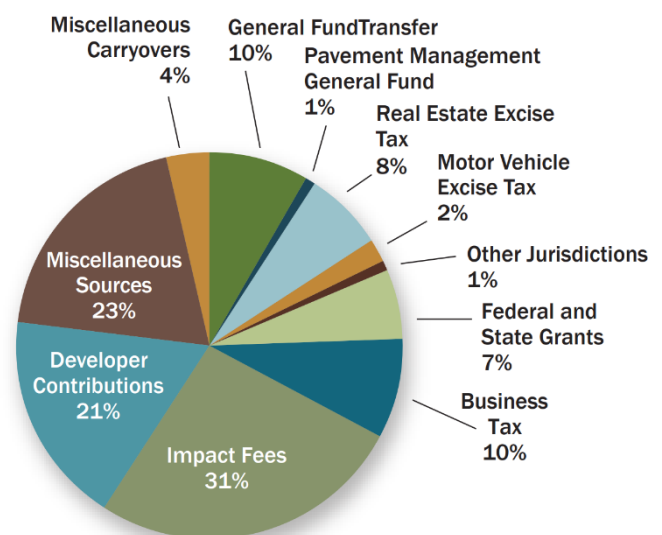
Capital program. Redmond is about 8.5 years into the 18-year, 2013-2030 TFP; that is, about 47% of the planning period has elapsed. In that time projects worth 35% of total TFP value are complete, projects worth 54% of the total TFP are in design or construction, and the remaining 11% are in planning or not started.^{1,2}

Operations and maintenance. The pavement condition index (PCI), a key indicator of system maintenance, has trended downward for nearly 20 years, dipping below the critical threshold of 70 (out of 100), beyond which repairs commonly triple or quadruple in cost.

Stakeholder Feedback

Building and maintaining a transportation system that gets people where they want to go consistently features prominently in community questionnaires. For example, as part of the Redmond 2050 Pains and Gains community questionnaire, respondents cited Redmond's clean and well-maintained infrastructure fourth among all "Gains". The top "Pain" was that traffic is increasing and the number of vehicles makes trips take longer. In the City's 2019 statistically valid phone survey, traffic ranked as the most important problem by far.

FIGURE 1 - TFP FUNDING



¹ Projects and programs removed since 2013 are not counted here.

² Based on 2013 TFP cost estimate.

Policy Analysis TR-E, TR-G, TR-H

TR-E, TR-G, TR-H: Balancing Transportation Investments		
Option	<u>System Maintenance Option</u> Prioritize use of “flexible” revenue sources for maintaining existing assets (1)	<u>System Expansion and Improvement Option</u> Prioritize use of “flexible” revenue sources for completing new mobility improvements (2)
Potential Strategies	Invest flexible revenue sources (those not earmarked for certain types of investments) into maintenance. Note that flexible sources typically in high demand <i>because</i> they are flexible.	Invest flexible revenue sources (those not earmarked for certain types of investments) into new mobility improvements. Note that flexible sources typically in high demand <i>because</i> they are flexible.
Equity and Inclusion	Benefits users of existing transportation network relative to option 2.	Benefits users of new connections relative to option 1. These connections will tend to be multimodal, positively impacting a broader economic cross section of the population.
Sustainability	<ul style="list-style-type: none"> • May slow completion of new transportation infrastructure, potentially slowing growth in vehicle travel demand and associated environmental impacts. • Likely to slow completion of mode-shifting projects and associated environmental benefits. • Maintains economic benefits of existing infrastructure. • Slower growth of system maintenance costs relative to option 2. • Regular maintenance would tend to reduce the frequency of major rehabilitations and associated costs. 	<ul style="list-style-type: none"> • Faster completion of new transportation infrastructure, potentially increasing growth in vehicle travel demand and associated environmental impacts • Likely to accelerate completion of mode-shifting projects and associated environmental benefits. • System expansions may unlock economic opportunity by providing new access. • Faster growth of system maintenance costs relative to option 1.
Resiliency	<ul style="list-style-type: none"> • Improves resiliency of existing infrastructure more quickly relative to option 2. • Slows ability to complete projects, some of which would add redundancy and mode diversification to system. 	<ul style="list-style-type: none"> • Improves resiliency of existing infrastructure more slowly relative to option 1. • Speeds ability to complete projects, some of which would add redundancy and mode diversification to system.
Safety	<ul style="list-style-type: none"> • Improves safety of existing infrastructure more quickly relative to option 2. • Slows ability to complete projects, some of which would have safety components. 	<ul style="list-style-type: none"> • Speeds ability to complete projects, some of which would have safety components.
Other Considerations	<ul style="list-style-type: none"> • Some revenue sources cannot be used for maintenance or preservation (impact fees, e.g.) 	Same as option 1.