

New or Expanded Elements of the Port of Edmonds Master Plan: East Side

Harbor Square Redevelopment Plan

Commission Approved March 10, 2014

INTRODUCTION

The Harbor Square Redevelopment Plan has been prepared as an amendment to the Port's Master Plan. Its purpose is to provide a framework and solid foundation for the eventual redevelopment of the 11-acre site into an economically feasible, environmentally responsible, and well-designed mixed-use transit-oriented development in the City's Downtown Waterfront District.

In 2011 the Port applied to the City of Edmonds for a Comprehensive Plan Amendment. After extensive review and several public hearings, the Planning Board approved the HSMP with fourteen conditions, and the plan was forwarded to City Council in August 2012. By March of 2013 it was clear the Council would not approve the plan as presented, and the Port withdrew its application. Subsequently, the Council voted to deny the Comprehensive Plan Amendment; see page-12, Epilogue.

Harbor Square is an important component of the Port's overall property holdings and when redeveloped will further the Port's statutory directive of "engaging in economic development programs" to benefit constituents of the Port District as well as the overall Edmonds community. The Harbor Square Redevelopment Plan provides important site planning and design principles to be used for future development plans.

The preparation and adoption of the Plan is in the midst of a multi-phased planning process. Completed, ongoing, and future phases include:

Phase 1 (complete)

Prepared a generalized fiscal impact analysis of site redevelopment scenarios.

Phase 2 (complete)

An extensive outreach program to define the community's preferred use, connections, and design principles for the Harbor Square Redevelopment Plan.

Phase 3 (ongoing)

Port Commissioners will adopt the Redevelopment Plan into the Port Master Plan. Following Planning Board public hearings and action by the Edmonds City Council the Redevelopment Plan, if approved, will be incorporated into the City's Comprehensive Plan.

Phase 4 (Future)

Following approval of the Comprehensive Plan amendment by the Edmonds City Council, The Port will market the project to solicit responsible development interests. With the selection of a developer by the Port, negotiations between the Port and City will occur to address project issues including rezoning of the site, site layout, design issues, impact mitigation and other site development issues. Resolution of project issues will likely occur through the preparation and approval of a rezone and/or development agreement involving the City, the Port and the selected developer. Upon approval of the development agreement by the Edmonds City Council construction documents will be prepared and submitted to the City for review and approval.

Implementation of the Harbor Square Redevelopment Plan is intended to occur over several years, depending on the economic climate, existing lease arrangements and site planning considerations.

REDEVELOPMENT OBJECTIVES AND CONCEPT

The Port has identified opportunities to redevelop the Harbor Square site with a mix of residential, office, and retail uses that promote economic development, environmental responsibility, and a high quality design character. The redevelopment concept includes increased public access opportunities and other amenities that capitalize on the site's waterfront setting and adjacency to Edmonds Marsh. Public benefits include an expanded tax base, increased downtown activity, enhanced connections between downtown and the waterfront, an improved pedestrian environment, promotion of transit oriented development, improved ecology, and increased waterfront view opportunities with public gathering places.

Consistency with Edmonds Comprehensive Plan

This Master Plan is consistent with the City of Edmonds Comprehensive Plan and pursues a number of the Plan's goals and policies. Most of the Comprehensive Plan goals and policies relevant to Harbor Square are located in the Waterfront Activity Center element. Below are some of the goals and policies from that element that guide this master plan. Additionally, the Physical Design Principles included in this Master Plan implement the design-specific Comprehensive Plan policies which are listed in that section. Comprehensive Plan goals and policies are identified in *“italics.”*

Comprehensive Plan Goals

- *Promote downtown Edmonds as a setting for retail, office, entertainment and associated businesses supported by nearby residents and the larger Edmonds community, and as a destination for visitors from throughout the region.*
- *Define the downtown commercial and retail core along streets having the strongest pedestrian links and pedestrian-oriented design elements, while protecting downtown's identity.*
- *Identify supporting arts and mixed use residential and office areas which support and complement downtown retail use areas. Provide for a strong central retail core at residential uses in the area surrounding this retail core area. Emphasize and plan for links between the retail core and these supporting areas.*
- *Develop gateway/entrance areas into downtown which serve complementary purposes (e.g. convenience shopping, community activities).*
- *Explore alternative development opportunities in the waterfront area, such as specifically encouraging arts-related and arts-complementing uses.*

Comprehensive Plan Policies

- *E.1. Ensure that the downtown waterfront area continues – and builds on – its function as a key identity element for the Edmonds community.*
- *E.5. Extend Downtown westward and connect it to the shoreline by encouraging mixed-use development and pedestrian-oriented amenities and streetscape improvements, particularly along Dayton and Main Streets. Development in this area should draw on historical design elements found in the historic center of Edmonds to ensure an architectural tie throughout the Downtown Area.*
- *E.8. Improve and encourage economic development opportunities by providing space for local businesses and cottage industries and undertaking supporting public improvement projects.*
- *E.9. Enhance shoreline features to include a full spectrum of recreational activities, park settings, natural features (such as the Edmonds Marsh), and marina facilities. Improve public access to the shoreline and link waterfront features by establishing a continuous esplanade along the shoreline. The esplanade will be constructed over time through public improvements and Shoreline Master Program requirements placed on private development.*
- *E.11. Encourage a more active and vital setting for new retail, office, entertainment and associated businesses supported by nearby residents and the larger Edmonds community, downtown commercial activity and visitors from throughout the region.*
- *E.12. Support a mix of uses downtown which includes a variety of housing, commercial, and cultural activities.*

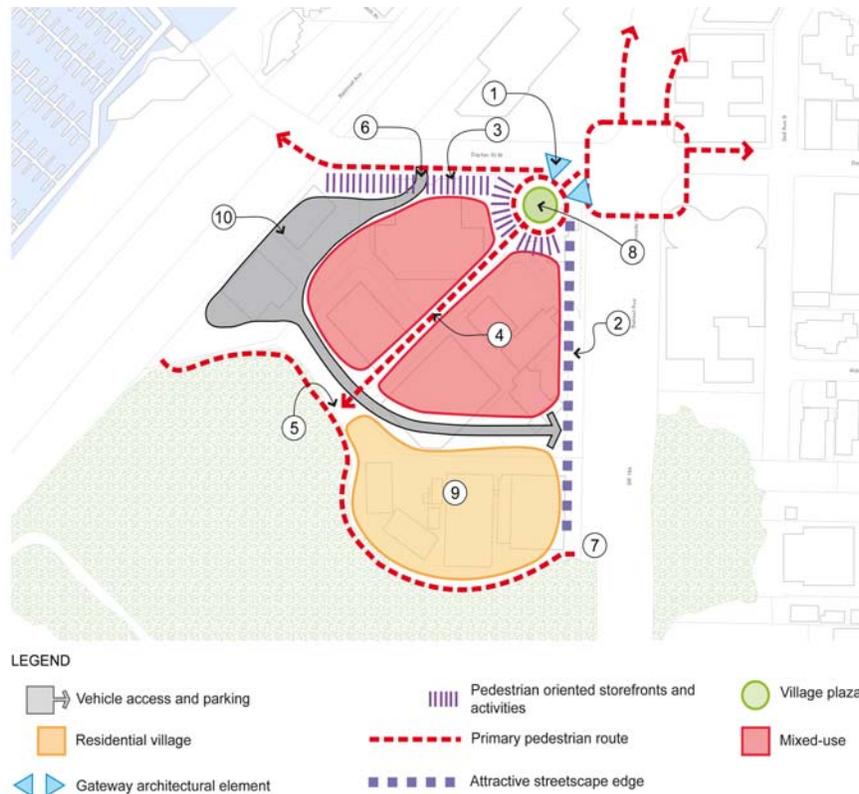
The Comprehensive Plan identifies individual districts within Edmonds Waterfront. Harbor Square is located in the “Downtown Master Plan District” and the Comprehensive Plan describes the intent for this district as quoted below:

***Downtown Master Plan.** The properties between SR-104 and the railroad, including Harbor Square, the Edmonds Shopping Center (former Safeway site), and extending past the Commuter Rail parking area up to Main Street. This area is appropriate for design-driven master planned development which provides for a mix of uses and takes advantage of its strategic location between the waterfront and downtown. The location of existing taller buildings on the waterfront, and the site’s situation at the bottom of “the Bowl,” could enable a design that provides for higher buildings outside current view corridors. Any redevelopment in this area should be oriented to the street fronts, and provide pedestrian-friendly walking areas, especially along Dayton and Main Streets. Development design should also not ignore the railroad side of the properties, since this is an area that provides a “first impression” of the city from railroad passengers and visitors to the waterfront. Art work, landscaping, and modulated building design should be used throughout any redevelopment project.*

Planning Principles

The concept diagram on the next page illustrates the planning principles developed during Phase 2 of the planning process. The principles serve as design objectives and form the basis for the Plan Elements.

The design intent as it relates to the uses, building character, circulation and parking, public spaces, and sustainability is defined below.



Principles

1. Create a pedestrian entry and visual gateway at the Highway 104 / Dayton Street intersection which is the key link to downtown Edmonds.
2. Create an attractive street front along Highway 104.
3. Feature pedestrian-friendly facades and uses along Dayton Street W.
4. Establish a pedestrian-friendly esplanade with adjacent activities between the plaza (1) and the marsh.
5. Connect pedestrian walkways to linkages around the marsh.
6. Provide vehicular access into the site from Dayton Street W.
7. Provide direct pedestrian access to the marsh from Hwy 104.
8. Create a pedestrian focus such as a village green or plaza in the center of the redevelopment.
9. Locate residential development in the southeast portion of the site.
10. Locate parking near the western perimeter, next to the railroad, within a parking structure designed to serve the entire redevelopment
11. Architectural character should emphasize a “Northwest Style” compatible with the rest of downtown and feature high quality traditional materials and a variety of colors, forms, and textures.
12. Provide improved vegetation buffers to protect and enhance the Edmonds marsh.
13. Provide for a well-landscaped, Northwest-oriented, small town design theme.

PLAN ELEMENTS

The Port will incorporate the following elements into the redevelopment of Harbor Square through design guidelines or conditions of purchase/sale agreement(s).

Uses and Site Planning

- Create a “village” character with pedestrian gathering spaces.

- Create an attractive street front along SR104 as an entry into downtown, with a pedestrian and visual “gateway” at the SR104/Dayton Street intersection.
- Locate most of the residential development in the southeast corner and southern part of the site in a village setting or well landscaped complex.
- Introduce a mix of uses that complement downtown and that provide optimal tax revenue and other benefits to the City and Port, including pedestrian oriented retail and a residential mix geared toward a range of incomes.

Circulation, Traffic and Parking

- Provide vehicular access from Dayton Street approximately midway between SR104 and the railroad.
- Locate most of the parking near the western perimeter of the site, next to the railroad. Parking could be enclosed in an above ground structure designed to serve the entire site.
- Keep interior streets narrow to slow traffic and put the emphasis on pedestrians.
- Provide for bicycle circulation with shared use trails, bike lanes and/or safe shared lanes on internal streets.

Public Amenities

- Create a pedestrian entry plaza to Harbor Square that invites public use and provides a visual gateway to Edmonds Marsh from the intersection at SR104/Dayton Street. This public entry point will serve as a key link to downtown Edmonds and also create a pedestrian focus such as a village green or public plaza in the center of Harbor Square that provides space for public activities such as concerts, performances, fairs or an outdoor market.
- Establish a pedestrian friendly esplanade with compatible adjacent activities and building facades that extends from the public plaza at the corner of SR104/Dayton Street across Harbor Square to Edmonds Marsh.
- Create a pedestrian focus such as a village green or public plaza in the center of Harbor Square.
- Create active sidewalk/pedestrian areas with retail spaces that open onto the Dayton Street W sidewalk. Small scale pedestrian spaces should be integrated between the development and the streetscape.
- Connect pedestrian walkways to linkages around Edmonds Marsh and to City-wide bike and pedestrian routes. Orient development in a manner that connects Harbor Square to downtown and the waterfront.
- Provide direct pedestrian access to Edmonds Marsh from SR104.
- Provide a civic/cultural/view point/interpretive element within the development as a public benefit.
- Include bicycle connections and facilities (e.g.: storage racks) in circulation and open space planning.



Pedestrian friendly esplanade extending from public plaza at corner of SR104/Dayton Street across Harbor Square to Edmonds Marsh

Sustainability

Edmonds's Comprehensive Plan includes a Community Sustainability Element with goals and policies to increase the city's sustainability based on three principles: *flexibility* to adapt to changing conditions, a *holistic* approach that integrates multiple actions to address the broad range of issues and a *long term* perspective that extends beyond the typical 20 year GMA time frame. Among the most relevant of this section's policies are: (See pages 19 through 26 in the 2010 Comprehensive Plan).

A.3 Integrate land use plans and implementation tools with transportation, housing, cultural and recreational, and economic development planning so as to form a cohesive and mutually-supporting whole.

B.1 Undertake a multi-modal approach to transportation planning that promotes an integrated system of auto, transit, biking, walking, and other forms of transportation designed to effectively support mobility and access.

B.4 When undertaking transportation planning and service decisions, evaluate and encourage land use patterns and policies that support a sustainable transportation system.

D.3 Explore and employ alternative systems and techniques, such as life-cycle cost analysis, designed to maximize investments and/or reduce ongoing maintenance and facilities costs.

E.4 Land use and regulatory schemes should be designed to encourage and support the ability of local

residents to work, shop, and obtain services locally.

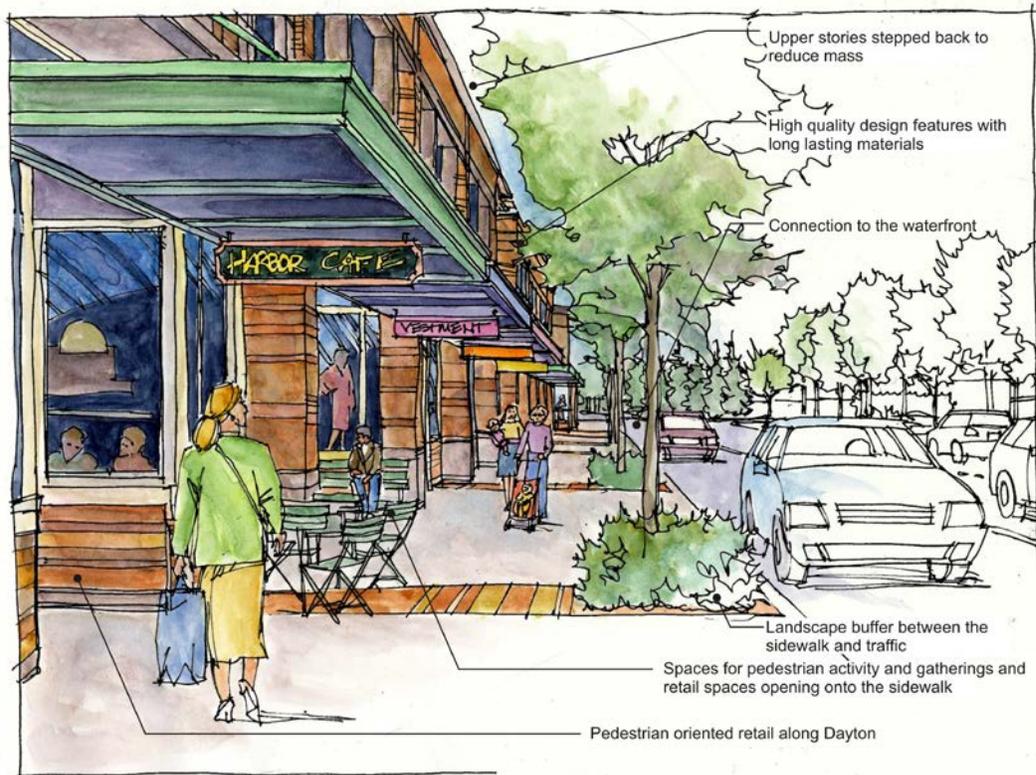
F.2 Recreational opportunities and programming should be integrated holistically into the City's infrastructure and planning process.

G.1 Land use and housing programs should be designed to provide for existing housing needs while providing flexibility to adapt to evolving housing needs and choices.

G.2 Housing should be viewed as a community resource, providing opportunities for residents to choose to stay in the community as their needs and resources evolve and change over time.

The Harbor Square Master Plan responds to these policies in several ways. The multi-functional uses proposed for the site and the connections to downtown and the waterfront called for in Master Plan's Planning Principles reflect the objectives of policies A.3 and E.4. Proximity and connections to bus, rail and ferry service respond to the transportation policies, especially B.1 and B.4. The Master Plan provisions directly below include an emphasis on green building and green infrastructure solution as called for in Policy D.3 and the integrated pedestrian and bicycle scheme and supporting principles as well as provision for the athletic club and the march boardwalk address Policy F.2's call for integrated recreational opportunities. Finally, the Master Plan encourages a residential type and setting unique in Edmonds. Below are additional provisions to Edmonds' sustainability objectives.

- Incorporate into individual buildings and the overall site redevelopment both low energy and low water consumption techniques, as well as other strategies to minimize carbon footprint.
- Employ alternative systems and techniques, such as life-cycle cost analysis, designed to maximize investments and/or reduce ongoing maintenance and facilities costs.
- Provide improved natural vegetated buffers and building setbacks to protect and enhance Edmonds Marsh.
- Incorporate low impact development (LID) elements, such as pervious pavements and rain gardens to reduce undesirable run-off.
- Contribute to daylighting Willow Creek and improving the site's ecological value.



Dayton Street sidewalk character

Physical Design Criteria

In order to direct the development of Harbor Square in an orderly manner to create a unified and attractive complex, the Port of Edmonds will establish design standards or guidelines that direct the design of individual buildings and spaces. The standards or guidelines will be used along with other zoning code and municipal code regulations to review projects within Harbor Square. The criteria are intended to be consistent with and implement the following goals and policies in Edmonds Comprehensive Plan Downtown Waterfront Activity Center element:

- *E.14. Encourage opportunities for new development and redevelopment which reinforce Edmonds' attractive, small town pedestrian oriented character. Provide incentives to encourage adaptive reuse as an alternative to redevelopment of historic structures in order to preserve these resources. These historic structures are a key component of the small town character of Edmonds and its economic viability. Height limits that reinforce and require pedestrian-scale development are an important part of this quality of life, and should be implemented through zoning regulations and design guidelines.*
- *E.17. Provide pedestrian-oriented amenities for citizens and visitors throughout the downtown waterfront area, including such things as:*
 - *Weather protection,*
 - *Street trees and flower baskets,*
 - *Street furniture,*
 - *Public art and art integrated into private developments,*
 - *Pocket parks,*

- *Signage and other way-finding devices,*
- *Restrooms.*
- *E.18. Strive for the elimination of overhead wires and poles whenever possible.*
- *E.19. Coordinate new building design with old structure restoration and renovation.*
- *E.20. Develop sign regulations that support the pedestrian character of downtown, encouraging signage to assist in locating businesses and public and cultural facilities while discouraging obtrusive and garish signage which detracts from downtown pedestrian and cultural amenities.*
- *E.21. Provide lighting for streets and public areas that is designed to promote comfort, security, and aesthetic beauty.*
- *E.22. Building design should discourage automobile access and curb cuts that interfere with pedestrian activity and break up the streetscape. Encourage the use of alley entrances and courtyards to beautify the back alleys in the commercial and mixed use areas in the downtown area.*

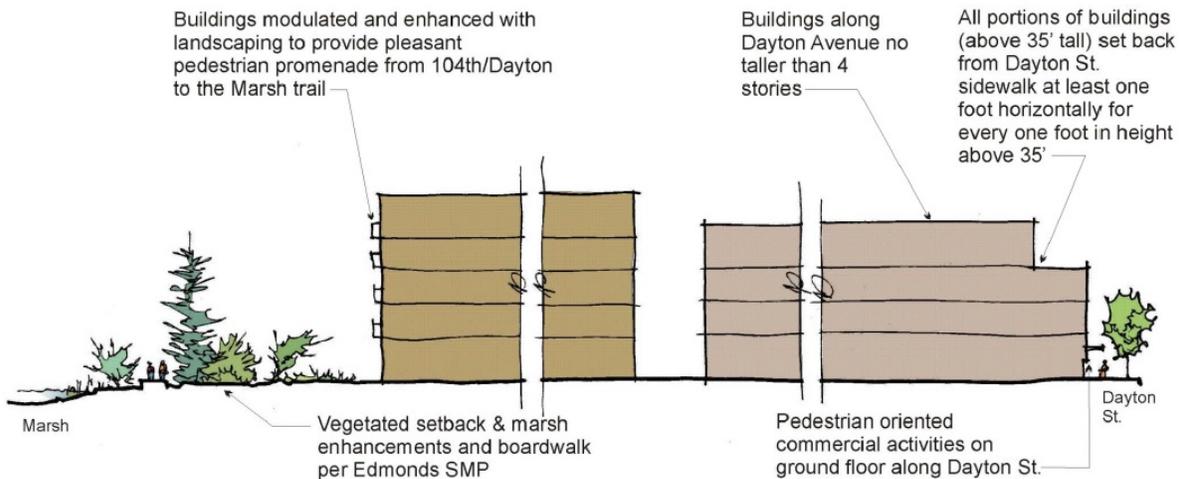
The criteria described below present the general objectives and parameters that the standards or guidelines will implement.

The physical design criteria for Harbor Square are necessarily general in nature because a specific lay-out for the complex will depend on development considerations and opportunities at the time. As noted above, they are intended to provide general guidance rather than serve as immutable standards. See site development objectives the Uses and Site Planning, Circulation and Traffic, and Public amenities sections.

Height and Bulk

Buildings should be no higher than 55' above grade except for 1) roof-top equipment and other appurtenances that are not visible from ground level and do not block significant views, and 2) special architectural features such as a tower, sculpture, etc.

All structures above 35' in height should not diminish the "human scale" experience of pedestrians on Dayton Street or decrease sunlight on the street. To that end, all buildings over 35' should be set back at least 1' horizontally away from Dayton Street for every 1' in height above 35' above grade. (This results in no significant additional sun shading or perception of a taller building by a pedestrian on Dayton.) The schematic section below illustrates these relationships.



SCHEMATIC SECTION THROUGH HARBOR SQUARE LOOKING WEST
 Illustrating basic building height and setback requirements

Furthermore, the “average building height” of all buildings on the Harbor Square site, taken as a whole shall not exceed 45’. The means of calculating “average building height” shall be as stated in the notes at the end of this Master Plan.

Setbacks and Ecological Enhancements Along Edmonds Marsh

All development within shoreline jurisdiction is subject to the provisions of Edmonds Shoreline Master Program (SMP). Therefore, new buildings and development, including clearing, grading parking areas, etc. will comply with the SMP. Additionally, the Port is committed to improving the ecological health of the marsh and will ensure that new development along the marsh will increase ecological functions. Envisioned improvements include: on-site storm water improvements per the City’s Storm Water Management regulations (which will improve water quality), vegetation plantings (buffers), and a nature viewing boardwalk.

Small Scale buildings

All buildings should employ horizontal and vertical articulation and other architectural methods to maintain the small scale of Downtown Edmonds. Articulation means placing emphasis on architectural elements such as windows, balconies, façade modulation, rooflines, etc. to visually break down the façade of a building into smaller pieces. Modulation is the stepping back or projecting forward of portions of a building façade as a means of breaking up the building’s apparent bulk.

In general, the articulation should be designed to reduce the scale of buildings so that the horizontal module is no greater than 60’ in width. These preliminary dimensional provisions are intended to respond to Downtown Edmonds’ historic 60’ lot pattern and traditional architecture.

Buildings over 35’ in height should be horizontally articulated with upper story setbacks, different materials or window patterns on different stories, balconies, canopies or other means.

Street Orientation

- Dayton Street Frontage

The ground floor of buildings fronting on Dayton Street should feature “pedestrian oriented facades” and “pedestrian oriented uses”. A “pedestrian oriented façade” is one with transparent windows or window displays along most of the façade front, pedestrian weather protection, signs oriented to the pedestrian rather than to the automobile passenger, a prominent building entry and other amenities such as building details, lighting, street furniture, etc. A “pedestrian oriented use” is a use that emphasizes human activity on the street such as retail shops, eating and drinking establishments, personal services and service oriented offices, etc.

Buildings fronting on Dayton Street should either front directly on the street or be separated by a pedestrian oriented space such as a plaza, garden, outdoor seating area, etc. The sidewalk should be at least 15’ wide.

- SR 104 Frontage

The site frontage along SR 104 should feature either pedestrian oriented facades or attractive landscaping sufficient to screen the majority of building facades and all parking areas. There should be a pedestrian path along the entire SR 104 frontage. If WSDOT is amenable, the Port should enter into an agreement with WSDOT to improve the SR 104 ROW on the west side of the roadway to provide a much better streetscape, development edge and entry into downtown. Improvements should include street trees, landscaping, and if appropriate, a shared use (bike/pedestrian) trail.

Architectural Character

Provide for a well landscaped, Northwest oriented, small-town development character.

Site Design and Landscaping

Use green space that relates to and complements the adjacent uses.

Use landscaping to create buffers between sidewalks and adjacent roadways.

Notes

Average Building Height” shall be calculated by:

1. *First, multiply the foot print of each building on the Harbor Square site (as defined in the Harbor Square Master Plan) times the height (as defined in Edmonds Zoning Code) of the respective building. (See conditions below for buildings with multiple heights). This calculation will yield the volume for each building.*
2. *Then, adding together the products calculated in step 1 (building volumes) and dividing that sum by the sum of all building footprints on the Harbor Square site.*

Provided that:

- *Existing and proposed buildings will be included in the calculations.*

- *Where the height of a building varies from portion to another (e.g.: one wing of a building is 3 stories in height and another wing is 5 stories high) then the building volume (height x footprint) of each building shall be calculated separately. The height of buildings with pitched roofs shall be calculated separately. The height of buildings with pitched roofs shall be calculated as the average of the height of the ridge and the lower eave.*
- *For phased development where a portion of the site is developed, the maximum average building height for an early phase may exceed 45' if the average height of all buildings on site is less than 45' for all subsequent phases.*

EPILOGUE: In 2012 the Port made an application to the City of Edmonds for a Comprehensive Plan Amendment to approve and adopt the Port's Harbor Square Master Plan into the City's Comp Plan as the first step in a multi-phase entitlement process. The Port's draft plan was approved by the Planning Board with a number of conditions acceptable to the Port. However, after a lengthy review process before City Council, the Port withdrew its application, and after several months of continued deliberation it was summarily rejected by Council. Thus, the formal Harbor Square Master Plan as described previously herein has not been entitled to move forward to a Development Agreement and has not been put into effect. It remains a viable concept with broad community support. It has been adopted and approved by the Port Commission. However, until such time as the City Council may invite a more reasonable outcome, the future plan for Harbor Square redevelopment will hold in abeyance.

Meanwhile, the Harbor Square Master Plan remains an integral element of the Port's Strategic Plan with the following important qualifiers.

- 1.) ***In order to protect this public asset, ensure the Port's investment, and enable future redevelopment to "highest and best use" as contemplated by the Port's Harbor Square Master Plan, the Port Commission has adopted a policy to protect the full bundle of property rights pertaining to continued ownership of the land and physical assets of property heretofore referred to as Harbor Square. These existing property rights are constrained by the obligations contained in the current Contract Re-Zone, the City's current Comprehensive Plan, and the City's Shoreline Master Plan including existing marsh setbacks and buffers as provided.***
- 2.) ***Over the interim period, defined as the next 5 – 20 years, the Port's strategic plan for Harbor Square will consist of five basic elements:***
 - a. ***Maximize occupancy in accordance with market conditions***
 - b. ***Retention of existing tenants***
 - c. ***Actively market and recruit new tenants***
 - d. ***Maintain Harbor Square to the highest standard consistent with its character and market demand***
 - e. ***Re-invest and re-capitalize physical assets and site infrastructure as necessary***
- 3.) ***During that period, the Port will be amenable to considering other opportunities, including but not limited to public-private partnerships, incremental redevelopment, and/or selling the physical assets to private investor(s) while retaining ownership of the land.***