

# Director's Analysis and Recommendation on the Bitter Lake Hub Urban Village Rezone Proposals

Department of Planning and Development  
July 25, 2014

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## I. Summary

The Department of Planning and Development (DPD) is recommending rezones and Land Use Code amendments to carry out key actions identified by the community during the recent Broadview – Bitter Lake – Haller Lake (BBH) Neighborhood Plan Update (2012). These are intended to:

- Create a walkable dense, mixed-use neighborhood center along the newly reconstructed Linden Ave. N;
- Encourage future development that builds on recent multi-family and mixed-use development along Linden Ave. N;
- Support the neighborhood’s pedestrian and transit orientation around N 135<sup>th</sup> St and Aurora Ave. N.; and
- Strengthen Aurora Ave. N as a regional commercial center and source of jobs, while enhancing its fit with surrounding communities.

The following is a link to the full report of the BBH Neighborhood Plan Update developed by the DPD in 2012 [http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web\\_informational/dpds021322.pdf](http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/dpds021322.pdf).

These amendments are the product of a two year neighborhood plan update process that engaged a broad cross section of the community through hands-on workshops, interactive meetings with community-based organizations, conversations with property owners, questionnaires and other means. All of the proposed rezones are within the current boundaries of the Bitter Lake Hub Urban Village and are within areas designated Commercial/Mixed Use on the Comprehensive Plan’s Future Land Use Map.

This report contains analysis of the proposed rezones using general rezone criteria related to commercial zones. Each rezone is addressed using specific criteria for each new proposed zone. It also describes the intent of the other related Land Use Code amendments. The report provides an assessment of the proposal’s effect on estimated growth and the ability of local infrastructure and services to support development. DPD has conducted an associated environmental analysis (SEPA) and made a determination of non-significance. DPD recommends adoption of the entire package of rezone proposals.

## Zoning and Land Use Recommendations

DPD is recommending a series of rezones and designation of a Pedestrian Street to implement the recent BBH Neighborhood Plan Update recommendations to “Create a vibrant mixed-use Village Center along Linden Ave. N that supports a greater range of neighborhood-serving shops and services and a high quality dense residential housing serving households across a range of incomes.” A separate rezone is intended to provide greater flexibility the commercial uses allowed on a section of Aurora Ave. N that is not well-connected to nearby residential or neighborhood business areas. The following are the key elements of the rezones.

**Rezones.** The proposed rezones include 38 parcels on approximately 40 acres of land, centered on the neighborhood core around Linden Ave. N and N 130<sup>th</sup> St. The proposed rezones also

include two parcels on approximately 1.25 acres of land located on Aurora Ave. N. All of the rezones are shown on pages 5 - 7. The 8 rezone areas are identified as follows:

- Area A: Rezone from Commercial (C2-65) to Commercial (C1-65).
- Area B: Rezone and increase allowable height limits from Commercial (C2-65) to Commercial (C1-85 (4.75)).
- Area C: Increase the allowable height limit from Commercial (C1-65) to Commercial (C1-85 (4.75)).
- Area D: Apply Pedestrian (P) designation and increase allowable heights from Commercial (C1-65) to Commercial (C1P-85 (4.75)). Designate Linden Ave. N as a principal pedestrian street.
- Area E: Apply a Pedestrian (P) designation, rezone and increase allowable height limits from Commercial (C1-65) to Neighborhood Commercial (NC3-85 (4.75)).
- Area F: Rezone and increase allowable heights from Commercial (C1-65) to Neighborhood Commercial (NC3-85 (4.75)).
- Area G: Rezone and increase allowable heights from Commercial (C1-40) to Neighborhood Commercial (NC3-65).
- Area H: Rezone from Commercial (C1-65) to Commercial (C2-65 (3.25)).

**Increase Pedestrian-Oriented.** Apply a Pedestrian (P) designation to parcels on the east side of Linden Ave. N between N 130<sup>th</sup> Street and N 135<sup>th</sup> Street in order to protect and encourage a pedestrian-oriented retail environment. Require development on parcels over 8 acres within a specified area along Linden Ave. N to create a continuous interior connection in order to achieve a bulk and scale that is compatible with surrounding development, and to allow for pedestrian and vehicular circulation.

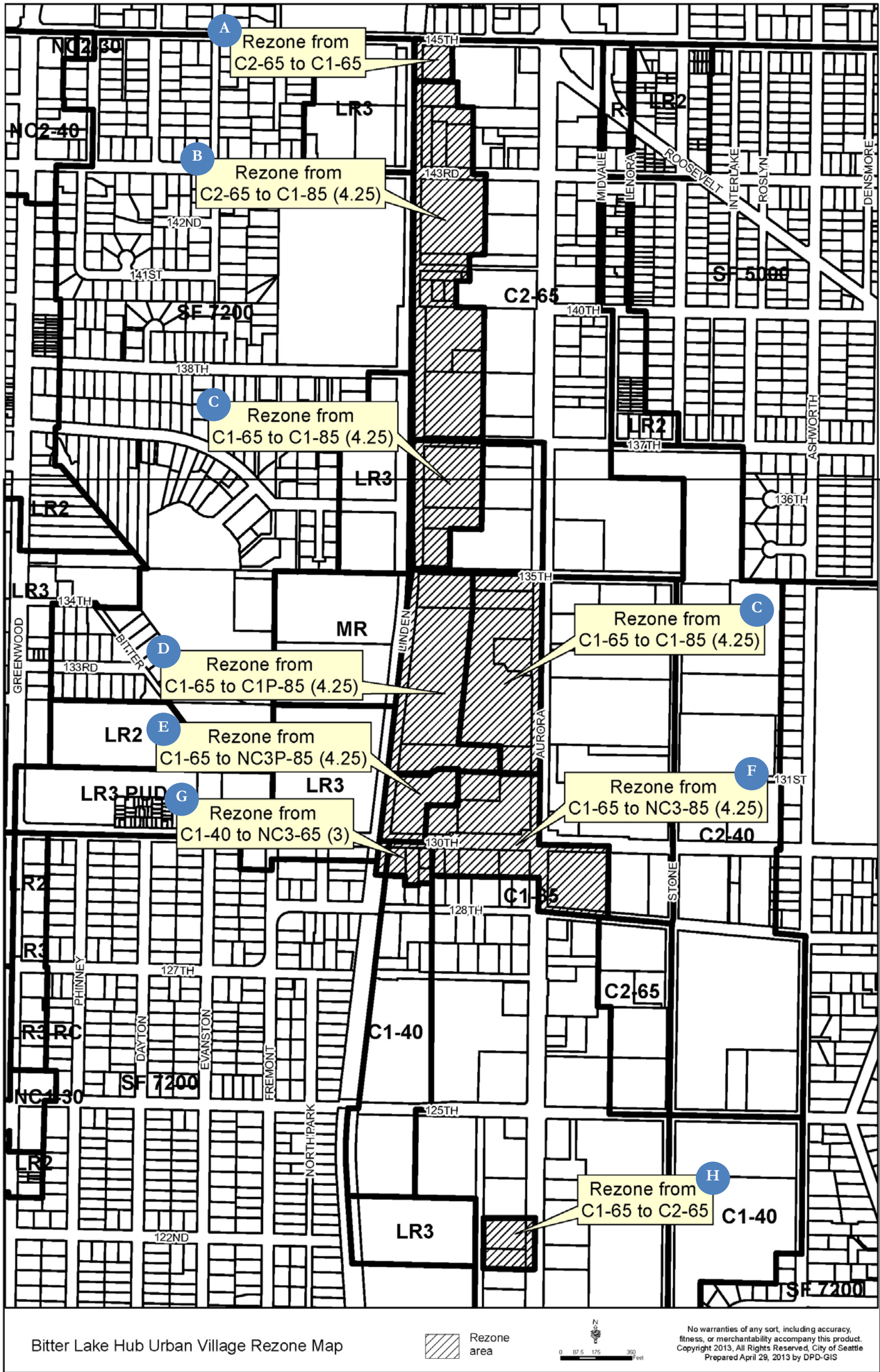
**Revisions to the Land Use Code to Limit Bulk.** Along Linden Ave. N and the continuous interior corridor, apply a 5-foot upper level setbacks on portions of a structure greater than 45 feet to reduce the bulk of structures.

**Revisions to the Land Use Code to Encourage Housing within the Bitter Lake Village.** Permit residential and live-work uses at the street-level in Commercial zones along Linden Ave. N between N 135<sup>th</sup> St. and N 145<sup>th</sup> St.

**Incentive Zoning.** Under this proposal, the extra height and floor area allowed through this rezone could only be obtained by providing affordable housing on site or through a payment in lieu through the incentive provisions described in the Seattle Municipal Code Chapter 23.58A.

**Other Related Code Amendments.** In order to ensure the continuous interior corridor described above is implemented when a parcel is divided, code amendments add references to these requirements in the short plat and subdivisions subsections. The amendments also address numbering issues resulting from adding the Bitter Lake requirements to the code.

Rezone Areas



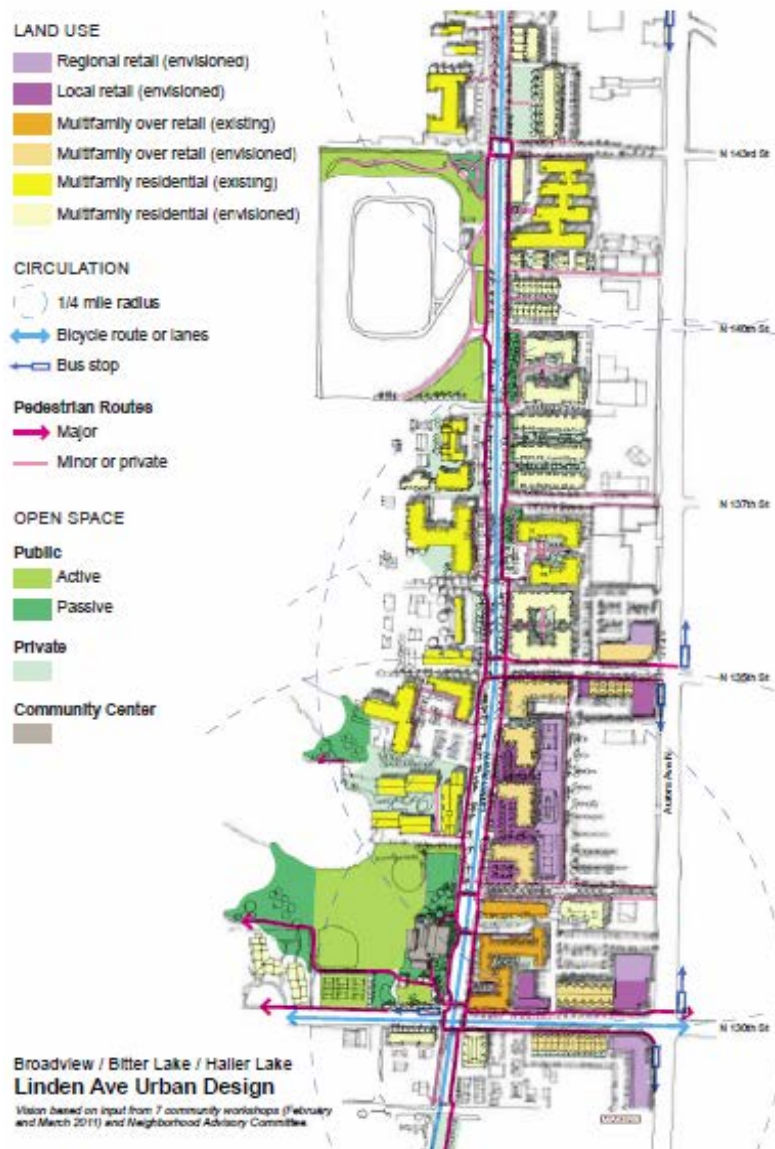
## II. Background

### A. Neighborhood Plan Update Community Engagement.

In the early 1990s, Seattle began a neighborhood planning that involved over 20,000 residents and created plans for 38 Seattle neighborhoods. The Broadview – Bitter Lake – Haller Lake (BBH) communities came together to complete their neighborhood plan in 1999. In September of 2008, the Seattle City Council passed Ordinance 122799 and adopted Resolution 31085 that collectively outlined a process for updating neighborhood plans where needed.

From late 2010 through mid-2012, over 900 attendees representing a cross section of the BBH residents, business owners and community stakeholders engaged with planners at 32 public workshops and meetings to identify priorities for the future of the BBH planning area and the Bitter Lake Hub Urban Village. Reaching a broad range of those who live BBH, including those who have been historically underrepresented in the planning process was a primary objective of the plan update process. From hands-on workshops and smaller scale interactive meetings with community-based organizations, to online updates and questionnaires, the community took advantage of many opportunities to engage and stay involved. The March, 2012 BBH Neighborhood Plan Update summarizes the results of this work.

DPD continued to meet with the BBH Advisory Committee through the summer of 2012 to develop zoning proposals. DPD presented the proposals to the Bitter Lake Community Club and Broadview Community Council during the summer of 2012. During 2012 and 2013, DPD met with the Aurora Merchants Association and its representatives at several points, and met or spoke with the major affected property owners.



## B. Key Update Recommendations

A centerpiece of both the 1999 plan and the update is the goal to create a village center where one can run into neighbors and know the shop owners. Rather than try to create this on Aurora Ave. N, where businesses are oriented to the state route and regional market, the community sees opportunity on Linden – along the historic interurban line and steps away from the old Playland site (now Bitter Lake Community Center and Playfield). Access to RapidRide transit on Aurora Ave. N links people to other neighborhoods, shopping and job centers. It will be a natural gathering place where local residents and people from around north Seattle meet informally or gather for events. The Bitter Lake Community Center and Playfield, as well as new private open spaces, will serve as attractive and well-used recreation spaces. The apartments and condominiums will attract a range of people who enjoy vibrant and convenient urban living. The growth in residents, as well as the proximity to Aurora Ave. N will help support a convenient array of neighborhood-oriented goods and services where one can complete errands or chance upon a friend while having coffee.

Rezones A through G serve to implement Neighborhood Plan objectives for creating a Bitter Lake Village Center

This analysis also proposes a limited rezone on Aurora Ave. N that arose from conversations with property owners during the planning process. These parcels are across an alley from the Evergreen-Washelli cemetery and have limited connections to surrounding residential neighborhoods. The rezone would provide flexibility for redevelopment of two parcels by allowing a broader range of commercial uses.

Rezone H is intended to strengthen Aurora Ave. N as a regional commercial center and source of jobs, while enhancing its fit with surrounding communities.

The following summarizes the plan direction that shapes the rezone proposals in the Director's Analysis and Recommendations.

## C. BBH Comprehensive Plan Goals and Policies

On May 13, 2013, the City Council adopted Ordinance 124177 to amend the Broadview - Bitter Lake – Haller Lake goals and policies contained in the Neighborhood Planning Element of the Comprehensive Plan. The following are relevant BBH policies.

- BL-G12 A hierarchy of vibrant commercial centers: regional (Aurora Ave.); urban village (Linden Ave.); and neighborhood (Greenwood Ave. nodes).
- BL-G13 Create a vibrant mixed-use "town center" along Linden Ave. that supports a greater range of neighborhood- serving shops and services, and high quality dense residential housing serving a wide range of income levels.
- BL-P18 Strengthen Aurora Ave. as a regional commercial center and source of jobs, while enhancing its fit with surrounding communities.
- BL-G3 A community where neighbors are able to comfortably walk and bicycle from residential areas to Aurora Ave. N, other area business districts, schools, parks, churches,

community facilities, and other neighborhood focal points via a connected network of sidewalks, pathways, and bicycle facilities

## D. Neighborhood Plan Update Strategies

The neighborhood plan completed initial steps to set the *general objectives and possible zoning changes* to achieve the plan's vision. DPD developed the final rezone proposals evaluated in this report through exploration of design issues with the Neighborhood Advisory Committee, further conversations with property owners, and analyses prepared by an urban design consultant.

### Walkable Village Center Business

**District:** Along the east side of Linden Ave. N between N 130<sup>th</sup> Street and N 135<sup>th</sup> Street

#### *Land Uses*

- Small shops and services typical to a neighborhood business district such as: restaurants, specialty retail, dry cleaner, cafes/bakery, & pubs
- Residences on upper floors

#### *Relationship of Development to Street*



retail along Linden Ave. N and clustered around a courtyard that is a gathering space and, by connecting through to the east side, links the Village Center to development facing Aurora.



- Shops and services required along building front.
- No setback except for a retail oriented plaza
- No off-street parking in front of building
- No driveway off Linden on N 130th St., except where there are no alternatives

*Potential Zoning and Heights<sup>1</sup>*

- Pedestrian Designation
- Neighborhood Commercial
- Seattle Mixed Use
- Approximately 85' (20' more than currently allowed)

Walkable Residential District: Along the east side of Linden Ave. N between N 135<sup>th</sup> Street and N 145<sup>th</sup> Street.

*Uses*

- Primarily multi-family residential, although small scale retail, office, live/work could be allowed, particularly at intersections.

*Relationship to Street*

- Require attractive street front through measures such as: landscaping, ground related residential units, and courtyard entries and plazas, and minimal setbacks.
- No off-street parking in front yard along Linden Ave. N.
- No driveway, except where there are no alternatives

*Potential Zoning and Heights<sup>1</sup>*

- Mid-rise residential
- Approximately 85' (20' more than currently allowed)

## **IV. 20-Year Growth Estimates**

DPD uses a 20-year growth estimate to assess the potential benefits and impacts of proposed zoning changes. Based on the analysis described below, the proposed zoning changes *could* increase the amount of growth in the Bitter Lake Hub Urban Village over the next 20 years by an additional 180 housing units and 368 jobs.

### **A. Development Capacity**

DPD uses and maintains a development capacity model. This model estimates the amount of new development that could be built in the City by comparing existing land uses, housing units and commercial square feet to what could be built under current or proposed zoning. The difference between potential and existing development yields the capacity for new development. This capacity is measured as the number of housing units, the amount of commercial square feet and the number of potential jobs that could be added.

Development capacity is not a prediction that a certain amount of development will occur in some fixed time period. The capacity estimates do not include a time dimension because they do not

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<sup>1</sup> DPD modified the proposed zoning based on further conversations with property owners, and exploration of design issues with the Neighborhood Advisory Committee and an urban design consultant.

incorporate any direct measurement of demand, which would help determine when parcels would be developed. Many parcels in the city today have zoning that allows for more development than currently exists on them, but not all of them are available or have a demand for development. Consider a single-family house in a commercial zone that is occupied by an owner who has no plans to sell. Some day that land will change hands and the new owner may be more willing to develop the parcel to its full development potential. The rezones proposed for the Bitter Lake Hub Urban Village will increase the residential development capacity there by about 455 housing units, about a 20% increase over the existing capacity of 2,279 units. The proposed rezones will increase the overall employment development capacity there by about 1910 jobs, about a 49% increase over the existing capacity of 3,908 jobs.

## **B. 20-Year Growth Estimates**

The Comprehensive Plan identifies 20-year growth targets for each urban center and urban village. The Comprehensive Plan targets were last adopted in 2004, and for the Bitter Lake Hub Urban Village, the targets anticipated 900 new housing units and 750 new jobs by the year 2024. The most current growth reports<sup>2</sup> indicate that Bitter Lake Hub Urban Village had grown by 997 units and an additional 177 are nearing completion. This represents 147% of the 20 year residential growth estimate in 8½ years. Employment however has declined by 2% with the loss of 90 jobs. The City will be updating growth targets in the Comprehensive Plan in 2015. Growth targets are based partly on a village's development capacity, which is the amount of new housing and new commercial space that adopted zoning would allow.

The rezones proposed for the Bitter Lake Hub Urban Village will increase the overall housing development capacity there by about 455 housing units, and 1,910 new jobs. A conservative approach to assessing the potential impact of increasing capacity is to assume that the market would yield corresponding increase in development. The amount of growth potentially generated by the rezone would be calculated at the scale of the urban village or center as follows:

**Estimated Additional Growth = Current Growth Target \*  $\frac{\text{Additional Development Capacity}}{\text{Current Development Capacity}}$**

$$180 \text{ Estimated Additional Housing Growth} = 900 * \frac{455}{2,279}$$

$$368 \text{ Estimated Additional Jobs Growth} = 750 * \frac{1,910}{3,908}$$

Increasing the 20-year growth estimate by 20% and 49% respectively *could* mean that over the next 20 years the Bitter Lake Hub Urban Village could expect 180 more housing units and 368 more jobs with the proposed zoning in place than it would see with the current zoning. This *theoretical increase* to the 20-year growth estimate provides the basis for analyzing the level of impacts the neighborhood could experience due to the proposed rezones.

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<sup>2</sup> DPD, *Urban Center / Village Residential Growth Report*, July 23, 2013. *Urban Center / Village Employment Growth Report*, April 1, 2013

**Bitter Lake Hub Urban: Potential Effect of Increased Capacity on Expected Growth**

2024 Growth Estimates	Housing Units	Jobs
Current	900	750
Percent Capacity Increase	20%	49%
Potential Increase in Housing Units and Jobs	180	368
Assumption: The percentage of increase in capacity will be reflected by an equal percentage increase in the growth estimate		

**V. Rezone Analysis**

**A. Current Zoning Overview**

The Bitter Lake Hub Urban Village, as well as the parcels along Linden Ave. N, contain a mix of Commercial (C1 & C2), Midrise (MR) Lowrise (LR2, LR3) and Single-family (SF7200) zoning.

Commercial 1 is an auto-oriented, *primarily retail/service commercial* area that serves surrounding neighborhoods as well as a citywide or regional clientele. Typical land uses include: large supermarkets; building supplies and household goods; auto sales and repairs; and apartments. Development generally includes a variety of commercial building types and site layouts including one-story commercial structures with extensive surface parking, and multi-story office or residential buildings.

Commercial 2 is an auto-oriented, *primarily non-retail commercial* area, characterized by larger lots, surface parking, and a wide range of commercial uses serving community, citywide or regional markets. Typical land uses include: warehouses; wholesale; research and development; and manufacturing uses. Residential use is allowed only through a conditional use process when specific criteria are met. Construction generally includes a variety of building types and site layouts, including single-story warehouse or manufacturing structures with extensive surface parking and loading areas, and multi-story buildings containing office or other non-retail uses. Five large multi-family and mixed use buildings have been constructed or permitted in the C1 and C2 areas along Linden Ave. N during the past ten years. Two of these within C2 zones received conditional use permits.

The multifamily zoning – Midrise (MR-65), Lowrise 2 (LR2) or Lowrise 3 (LR3) provides for a variety of multi-family development generally without street-level commercial uses, though these are allowed in some cases. Midrise zones promote higher density multi-family buildings of up to 85’. The LR3 zone provides for a mix of multi-family housing types in existing multi-family neighborhoods of moderate scale. Development standards promote a mix of small to moderate scale multi-family housing including apartments, townhouses and rowhouses. Heights of up to 45’ can be achieved in LR3. LR2 encourages a mix of small scale to multi-family housing such as townhouses, rowhouses and apartments are. Heights of up to 35’ can be achieved in LR2. Multifamily zones are often designated in areas where they function as a transition between single-family and commercial areas.

## B. Recent Development

Significant growth has occurred along Linden Ave. N that reflects the community's neighborhood plan Vision. As of September 2013, there are 1,229 new apartments on Linden Ave. N since the community completed its plan in 1999. There are another 148 permitted<sup>3</sup>. All of this growth has occurred in Commercial (C1 and C2) zoned areas. There are still a number of sites in the town center along Linden Ave. N that are developed below their potential, and the C2 zoning and some of the associated development standards do not support the desired future character of a more vibrant and diverse mix of shops, restaurants and housing.



The Seattle Department of Transportation (SDOT) responded to the community's vision and recent growth by constructing the Linden Ave. N Complete Street Project to improve Linden Ave. North between N 128<sup>th</sup> and N 145<sup>th</sup> Streets. The project improved pedestrian and bicycle safety; completed the missing Interurban Trail link; improved drainage and area lighting; and redeveloped the corridor into a "Complete Street." King County Metro and SDOT constructed improvements to bring Metro's new bus rapid transit service to Aurora Ave. N. The E Line operates between Shoreline's Aurora Village Transit Center and downtown Seattle, giving riders streamlined service to destinations along the route, including major employers, stores, medical and other services, and residential areas.



**Linden Place includes 751 low-income senior and family apartments in two buildings**

<sup>3</sup> New apartments on Linden Ave since 1999 = 13002 Linden Ave. N Cambridge (451 units) and New Haven (300 units); 14200 Linden Ave. N Tressa Apartments (300 units); and 14002 Linden Ave. N (178 units). Permitted = 13524 Linden Ave. N (148 units)

### C. Comparison of Existing and Proposed Zones

The following charts compare the key land use standards applicable to the existing and proposed zoning designations.

<b>Areas A, B &amp; H: Comparison of C2 &amp; C1 Zones as they apply to the area Linden Ave. N between N 130th and N 145th proposed for Rezone</b>		
	<b>Commercial 2 – 65 (C2-65) Zone</b>	<b>Commercial 1- 65 (C1-65) &amp; Commercial 1- 85 (C1-85) Zone</b>
<b>Density/ FAR<sup>4</sup></b> FAR: Residential-only or nonresidential only	4.25	65' height = 4.25 85' height = 4.5
	4.75	65' height = 4.75 85' height = 6
<b>FAR: Mix of residential land nonresidential uses</b>		
<b>Uses</b>	Nearly all existing uses would be allowed outright in the C2 zone could continue or expand in the C1 zone as the market allows. C1 would allow residential uses outright. C1 would not allow animal shelters and kennels. Future "mini-warehouses would be limited to 40,000 s.f. and warehouses would be limited to 25,000 s.f.	
<b>Parking Quantity</b>	Parking quantity is treated the same in NC and C zones, however, surface parking in Urban Villages is limited to 145 spaces.	
<b>Parking Location and Access</b>	In all affected areas, the C zones are across the street from residential uses and zones. Therefore code requires parking to meet NC requirements and be located below, behind or beside a structure. Parking beside a structure is limited to 60' along street front.	Same
<b>Design Considerations</b>	In all affected areas, the C zones are across the street from residential uses and zones. Therefore buildings must be located toward the sidewalk, allowing vehicle access and parking in less-prominent locations on the lot.	Same  Proposal also requires that portions of buildings above 45' be set back 5' from the street front.

<b>Area E, F and G: Comparison of C1 &amp; NC3 Zones as they apply to the areas on N 130th proposed for Rezone</b>		
	<b>Commercial 1- 65 (C1-65) Zone</b>	<b>Neighborhood Commercial 3 - 65 (NC3-65) and Neighborhood Commercial 3 - 85 (NC3-85)Zone</b>
<b>Density/ FAR</b> FAR: Residential-only or nonresidential only	4.25	65' height = 4.25 85' height = 4.5
	4.75	65' height = 4.75 85' height = 6
<b>FAR: Mix of residential land nonresidential uses</b>		
<b>Uses</b>	Nearly all existing uses would be allowed outright in either the C1 zone or the NC3 zone and could expand as the market allows.	

<sup>4</sup> Floor area ratio" means a ratio expressing the relationship between the amount of gross floor area or chargeable floor area permitted in one or more structures and the area of the lot on which the structure is, or structures are, located.

<b>Area E, F and G: Comparison of C1 &amp; NC3 Zones as they apply to the areas on N 130th proposed for Rezone</b>		
	<ul style="list-style-type: none"> <li>• Office uses would not be limited in size.</li> <li>• Food processing uses would be limited to 25,000 s.f.</li> <li>• “Commercial Sale, Heavy” would be limited to 25,000 s.f. and “Commercial Services, Heavy” would be prohibited</li> <li>• “Light Manufacturing” would be limited to 25,000 s.f. and “Manufacturing General” would be prohibited</li> <li>• “Mini Warehouses” would be limited to 25,000 s.f. and “Outdoor Storage” prohibited</li> </ul> <p>The incorporation of “drive-in lanes” would be more limited in NC3.</p>	
<b>Parking Quantity</b>	Parking quantity is treated the same in NC and C1 zones.	
<b>Parking Location and Access</b>	Parking may be located in front of the building—between the building and the sidewalk.	Parking is generally located below, behind or beside a structure, except where not feasible.
<b>Design Considerations</b>	Generally design of buildings is oriented to vehicles rather than pedestrians	Building design is generally oriented toward the sidewalk, allowing vehicle access and parking in less-prominent locations on the lot.

<b>Areas D &amp; E: Application of Pedestrian Designation</b>		
	<b>Neighborhood Commercial</b>	<b>Pedestrian Designation</b>
<b>Uses</b>	Uses along the Principal Pedestrian Street are limited to pedestrian-oriented nonresidential uses that have the potential to animate the sidewalk environment, such as retail, entertainment, restaurants, and personal services. Drive-in or drive-thru businesses are prohibited.	
<b>Parking Quantity</b>	<p>Depends on land use and location. Surface parking in urban villages is limited to 145 spaces.</p> <p>No parking is required in urban centers, and portions of urban villages with frequent transit service within 1/4 mile.</p>	In areas where parking is required, parking is waived for the first 4,000 to 5,000 square feet of retail businesses.
<b>Parking Location and Access</b>	In all affected areas, the NC zones are across the street from residential uses and zones. Therefore code requires parking to meet NC requirements and be located below, behind or beside a structure. Parking beside a structure is limited to 60’ along street front.	<p>In addition to NC zone standards, surface parking is prohibited adjacent to principal pedestrian streets.</p> <p>Must be from alley or side-street if feasible, otherwise a two-way curbcut on the principal pedestrian street is allowed.</p>
<b>Design Considerations</b>	In all affected areas, the NC zones are across the street from residential uses and zones. Therefore buildings at to be located toward the sidewalk, allowing vehicle access and parking in less-prominent locations on the lot.	<p>Same</p> <p>Proposal also requires that portions of buildings above 45’ be set back 5’ from the street front.</p>

## D. Neighborhood-wide Rezone Criteria

### 1. General Rezone Criteria (SMC 23.34.008)

The table below includes analysis of the broad rezone proposal for all five rezone areas against the general rezone criteria.

Criterion	Met?	Analysis, BBH-wide
<i>In urban centers and urban villages the zoned capacity for the center or village taken as a whole shall be no less than one hundred twenty-five percent (125%) of the growth targets adopted in the Comprehensive Plan for that center or village. (SMC 23.34.008.A.1)</i>	Yes	The proposal increases the development capacity available in the neighborhood, thus, this criterion is met.
<i>For the area within the urban village boundary of hub urban villages and for residential urban villages taken as a whole the zoned capacity shall not be less than the densities established in the Urban Village Element of the Comprehensive Plan. (SMC 23.34.008.A.2)</i>	Yes	The proposal increases the development capacity available in the neighborhood, thus, this criterion is met.
<i>The most appropriate zone designation shall be that for which the provisions for designation of the zone type and the locational criteria for the specific zone match the characteristics of the area to be rezoned better than any other zone designation. (SMC 23.34.008.B)</i>	Mixed	A specific analysis of each individual rezone in relationship to criteria for the specific zones is provided in the Zone Specific Criteria section. The intent of some rezones is to encourage change to a desired character of development rather than retain the existing character.
<i>Previous and potential zoning changes both in and around the area proposed for rezone shall be examined. (SMC 23.34.008.C)</i>	Yes	Previous and potential zoning changes were examined, and were not found to conflict with this proposal. During the early 1980s, this area was rezoned from Manufacturing to Commercial 1 and Commercial 2. During this period changes were made that encouraged multi-family development across Linden Ave. N.
<i>Council adopted neighborhood plans that apply to the area proposed for rezone shall be taken into consideration.(SMC 23.34.008.D.2)</i>	Yes	The proposals are consistent with the 1999 Broadview – Bitter Lake – Haller Lake Neighborhood Plan and 2012 Update. See page 9 for a listing of applicable neighborhood plan goals and strategies.
<i>Where a neighborhood plan establishes policies expressly adopted for the purpose of guiding future rezones, but does not provide for rezones of particular sites or areas, rezones shall be in conformance with the rezone policies of such neighborhood plan. (SMC 23.34.008.D.3)</i>	Yes	The proposed rezones conform to the Broadview - Bitter Lake – Haller Lake goals and policies BL-G12, BL-G13, BL-P18 and BL-G3 A as amended by Ordinance 124177 and contained in the Neighborhood Planning Element of the Comprehensive Plan.
<i>The impact of more intensive zones on less intensive zones or industrial and commercial zones on other zones shall be minimized by the use of transitions or buffers, if possible. A</i>	Yes	The rezone proposal locates more intensive Commercial and Neighborhood Commercial zones in the neighborhood core between Linden Ave. N, and Aurora Ave. N, and along N 130 <sup>th</sup> Street.

Criterion	Met?	Analysis, BBH-wide
<i>gradual transition between zoning categories, including height limits, is preferred. Physical buffers may provide an effective separation between different uses and intensities of development. (SMC 23.34.008.E.1)</i>		The wide right-of-way, 100' – 140' in most areas, provides a buffer and transition between more intensive zones on the east side of Linden Ave. N and the residentially zoned areas on the west side. Existing, lower-density zones provide a transition between the rezones and single-family zones.
<i>Physical buffers may provide an effective separation between different uses and intensities of development. (SMC 23.34.008.E.2)</i>	Yes	The proposed rezones consider and use the available physical buffers such as roads, parks and reservoirs.
<i>Boundaries between commercial and residential areas shall generally be established so that commercial uses face each other across the street on which they are located, and face away from adjacent residential areas. An exception may be made when physical buffers can provide a more effective separation between uses (SMC 23.34.008.E.3).</i>	Yes	The wide Linden Ave. right-of way, 100' – 140' in most areas, creates a substantial buffer between the rezone areas and west side. The proposal to rezone from C2 to C1 will create better transitions between the Commercial areas on the east side and Residential zones on the west. Between N 130 <sup>th</sup> Street and N 135 <sup>th</sup> Street on the east side of Linden Ave. N, the proposals would promote pedestrian-friendly street environment, and encourage residential development on upper floors. The proposal would reduce the size of warehouses north of N 137 <sup>th</sup> St and would allow residential uses on the ground floor north of N 135 <sup>th</sup> St. The proposal also adds a 5-foot setback from the street for all portions of a structure above 45 feet. The proposed rezones on N 130 <sup>th</sup> Street will result in Neighborhood Commercial (NC) zoned lots facing each other along this street.
<i>In general, height limits greater than forty (40) feet should be limited to urban villages. (SMC 23.34.008.E.4).</i>	Yes	All existing and proposed height limits in the affected areas are above 40', and are within the Bitter Lake Hub Urban Village.
<i>Negative &amp; positive impacts on the area, including factors such as housing (particularly low-income housing), public services, environmental factors (noise, air &amp; water, flora &amp; fauna, odor, glare &amp; shadows, energy), pedestrian safety, manufacturing activity, employment activity, architectural or historic character, shoreline review, public access and recreation, should be examined. (SMC 23.34.008.E.4.1).</i>	Yes	<p>The rezone proposal supports slightly more intensive mixed-use (residential and commercial) and multi-family structures. It is very unlikely that existing multi-family development, mostly developed within the past 10 years would be redeveloped. Several of these recent buildings have used tax credits and therefore will be available at affordable rents for many years.</p> <p>All of the affected sites have been developed at some point or are vacant, disturbed sites so impacts on natural systems are limited. Commercial zoning has been retained to allow for continued and new employment generating uses, while promoting additional residential uses over time.</p> <p>The proposed height increases could result in minor additional negative impacts such as increase in shadowing by higher structures, and some minor increase in local traffic. Minor negative impacts</p>



Criterion	Met?	Analysis, BBH-wide
		<p>described above would be offset by positive impacts. For instance, new development could enhance vegetative cover and drainage by complying with Seattle's Green Factor and Drainage Code.</p> <p>Development resulting from the proposed zoning would increase pedestrian-focused retail activity; enhance the neighborhood's existing employment opportunities; increase housing opportunities and diversify the area's housing stock; improve pedestrian safety by improving circulation within new, large-scale development; and allow new residences and businesses in close proximity to the RapidRide service so as to offer increased opportunities to use transit.</p>
<p><i>Development which can reasonably be anticipated based on the proposed development potential shall not exceed the service capacities which can reasonably be anticipated in the area, including street access, street capacity, transit service, parking capacity, utility and sewer capacity. (SMC 23.34.008.E.4.1).</i></p>	<p>Yes</p>	<p>The Bitter Lake urban village is served by a state highway and several arterial roadways, RapidRide and local bus service, as well as existing utility infrastructure. The Linden Ave. N Complete Street project vastly improves bicycle and pedestrian facilities and drainage in the immediate vicinity. New sidewalks are also funded for N 143<sup>rd</sup> Street and N 135<sup>th</sup> Street. Where needed, recent development has been able to upgrade utility capacity.</p> <p>As with most commercial and multi-family areas, on-street parking is limited compared to potential demand. Off-street commercial parking minimums are established by use. There are no parking minimums for residential uses within urban villages and near streets with frequent transit service. Recent mixed-use and residential developments have provided parking for tenants, customers and guests. Application of a P Designation in this C1 zoned area will not trigger the parking exceptions that would otherwise accompany a designation in a NC zone.</p>
<p><i>Evidence of changed circumstances shall be taken into consideration in reviewing proposed rezones, but is not required to demonstrate the appropriateness of a proposed rezone. Consideration of changed circumstances shall be limited to elements or conditions included in the criteria for the relevant zone and/or overlay designations in this chapter. (SMC 23.34.008.G).</i></p>	<p>Yes</p>	<p>The addition of RapidRide and reconstruction of Linden Ave. N to improve pedestrian and bicycle safety; completion of the Interurban Trail link; and improved drainage and lighting significantly change the character of the area.</p> <p><b>Areas A and B:</b> This area has been the location of general commercial uses such as excavating company, auto dealership, fuel sales. Over the past ten years, there are 1,228 new apartments on Linden Ave. N. and another 148 permitted. The rezone and height increase are intended to make it easier to build dense residential development without prohibiting ongoing commercial uses.</p> <p><b>Area C:</b> The New Haven (low income senior) and Cambridge (low income family), at the south end of Linden Ave. N has created a new character of dense</p>

Criterion	Met?	Analysis, BBH-wide
		<p>development with active street-level uses that supports a Pedestrian designation and are generally consistent with Commercial and Neighborhood Commercial designations.</p> <p><b>Areas D &amp; E:</b> Several properties that were formerly auto sales and services are for sale. The nearby construction of the New Haven and Cambridge apartments has set a new tone for development where dense, mixed-use buildings are built to the street lot line, and contain uses that support an active pedestrian environment. The new Metro RapidRide bus service began in 2014. This area is transforming into a pedestrian shopping area that supports a Neighborhood Commercial zoning.</p> <p><b>Area F:</b> Recent demolition of a motel on one of the rezone sites has changed the character of the area.</p>
<i>If the area is located in or adjacent to a critical area, the effect of the rezone on the critical area shall be considered. (SMC 23.34.008.I).</i>	Yes	No impacts to critical areas are expected to result from the rezone proposal. The area is already an intensely developed urban environment and is mostly flat.
<p><b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the areas generally meet the rezone criteria and therefore that the areas are appropriate for proposed rezones.</p>		

## 2. Criteria for Height Limits of Proposed Zones (SMC 23.34.009)

The table below includes analysis of the proposals to increase the allowed heights from 65' to 85' for rezone Areas A, B, C and D, and from 40' to 65' in Area E using criteria for setting height limits.

Criterion	Met?	Analysis
<i>Height limits for commercial zones shall be consistent with the type and scale of development intended for each zone classification. The demand for permitted goods and services and the potential for displacement of preferred uses shall be considered. (SMC 23.34.009.A)</i>	Yes	<p>The highest proposed height of 85 feet in the rezone Areas B, C, D &amp; F is 20 feet higher than currently allowed height in the neighborhood. The 85 foot zone is proposed to be located in areas where a significant amount of land is under-developed or lacking in retail and service uses. Recent mixed-use development has been six to seven stories. The increase in height is consistent with the scale of mixed use development found within urban villages and centers, and the type of construction using five stories of frame construction over two stories of cement construction. The proposed height of 65 in Area E is in scale with recent development across the street.</p> <p>This recommendation is also consistent with the Bitter Lake Hub Urban Village Neighborhood Plan and Update, which call for additional mixed-use development in this area.</p>

Criterion	Met?	Analysis
<p><i>Height limits shall reinforce the natural topography of the area and its surroundings, and the likelihood of view blockage shall be considered. (SMC 23.34.009.B)</i></p>	<p>Mixed</p>	<p>The area is at the edge of a subtle ridge that slopes from a high point to the north, northwest of the Bitter Lake Reservoir, to the south, west and east.</p> <p>Current building height limits in the area range from about 35' to 65' and the upper floors of taller buildings may have territorial views in this direction including views of Mount Rainier. Existing 65' and proposed 85' height limits respond to the geography and the street grid by locating the tallest heights generally along the ridge that follows Linden Ave. N toward the intersection of Aurora Ave. N and N 130<sup>th</sup> Street.</p> <p>The existing height limit of 65' has the potential to limit views from private properties in areas to the north and west of the rezone areas. While some views from private and public properties may be impacted by future development that benefit from additional height afforded by the proposed 85' zone, it is not anticipated that view impacts would be significantly greater than might be expected from development permissible under the existing 65' height limit. The overall sloping character and the location of the highest allowed heights on a ridge reduce these impacts.</p>
<p><i>The height limits established by current zoning in the area shall be given consideration. In general, permitted height limits shall be compatible with the predominant height and scale of existing development, particularly where existing development is a good measure of the area's overall development potential. Height limits for an area shall be compatible with actual and zoned heights in surrounding areas. (SMC 23.34.009.C)</i></p>	<p>Yes</p>	<p>Heights are proposed to increase throughout most of the proposed rezone areas. The existing context consists of a diverse mix of 65-70' multi-family and mixed-use buildings, moderate 40' multi-family buildings, and 20 – 30' commercial buildings. The commercial buildings are generally built considerably below the existing development potential.</p> <p>An 85' height limit proposed in rezone Areas B-F is compatible with recent six to seven-story development. A number of properties are for sale and/or likely to redevelop in the near future. These will likely use the allowed heights thereby establishing a future context of 65' - 85' building heights in the rezone area. The site in rezone Area C, where Rite Aid is located, is 10' below the height of Linden Ave. N. This change in elevation would effectively reduce the height at Linden Ave. N.</p> <p>DPD is proposing standards applicable to this site that would modify the bulk of structures. A required continuous interior circulation in Area C would moderate the size of development and facilitate access between the site interior and adjacent streets. Proposed five-foot setbacks to portions of buildings above 45 feet would also reduce the bulk of development in the rezone areas along the east side of Linden Ave. N.</p>

Criterion	Met?	Analysis
<i>A gradual transition in height and scale and level of activity between zones shall be provided unless major physical buffers are present. (SMC 23.34.009.D.2.)</i>	Yes	The proposed height increase adheres to the traditional zoning model, in which taller and/or more intensive (commercial) zones transition to moderately intensive commercial and (multifamily) zones and then to less intensive (single-family) zones.
<i>Particular attention shall be given to height recommendations in business district plans or neighborhood plans adopted by the City Council subsequent to the adoption of the 1985 Land Use Map. (SMC 23.34.009.E.)</i>	Yes	The proposed increase in height limits is a recommendation developed during the extensive community engagement that occurred during the BBH Neighborhood Plan Update Village Neighborhood Plan.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the areas generally meet the criteria and therefore the proposed allowed heights are appropriate.		

## E. Zone-specific Rezone Criteria

This section of the report includes analysis for each of the proposed individual rezones according to the specific functional and locational criteria for the proposed zoning designation. According to the rezone criteria in 23.34.008, the characteristics of the area proposed for rezone should match the locational criteria of the proposed zone better than any other zoning designation.



### Change Zoning from Commercial 2 (C2) to Commercial 1 (C1)

Area A is limited to one site with a relatively new building containing commercial sales, offices uses. Rezone Area A is across Linden Ave. N from smaller scale multifamily zoned sites that include apartments and condominiums developed between 1978 and 1990. A rezone from C2 to C1 allows the continuation of most commercial uses as well as a transition to residential uses when the market and property owners support it.

#### Function and Locational Criteria for Commercial 1 (C1) Zones (SMC 23.34.080)

Criterion	Met?	Analysis
<i>A. Function. To provide for an auto-oriented, primarily retail/service commercial area that serves surrounding neighborhoods and the larger community, citywide, or regional clientele.</i>	Yes	The parcel affected by the rezone is in an area that is transitioning from more intensive and auto-oriented commercial uses to a mix of commercial and high-density residential uses. Rezoning from Commercial 2 to Commercial 1 would continue to allow most commercial uses to continue, <u>and</u> allow multi-family residential development.
<i>B. Locational Criteria. A Commercial 1 zone designation is most appropriate on land that is generally characterized by the following conditions:</i>		

Criterion	Met?	Analysis
1. Outside of urban centers and urban villages or, within urban centers or urban villages, having a C1 designation and either abutting a state highway, or in use as a shopping mall;	Mixed	The area is within the Bitter Lake Hub Urban Village, but abuts existing C1 and C2 designated sites. The sites are either on Aurora Ave. N (SR 99), or Linden Ave N and N 145 <sup>th</sup> street, both are arterials.
2. Retail activity in existing commercial areas;	Mixed	The site is a mix of commercial uses.
3. Readily accessible from a principal arterial;	Yes	The site has ready access to Linden Ave. N & N 145 <sup>th</sup> St. (arterials) or Aurora Ave. N (SR 99).
4. Presence of edges that buffer residential or commercial areas of lesser intensity, such as changes in street layout or platting pattern;	Yes	Linden Ave. N right-of-way varies from 100' to 140' wide and offers a substantial buffer to residentially zoned site on the west side of the street.
5. Predominance of parcels of 20,000 square feet or larger;	Yes	The affected site is 26,400 s.f.
6. Limited pedestrian and transit access.	Mixed	The area has traditionally had limited pedestrian facilities, but the recently completed Linden Ave. N project will provide pedestrian access. Transit access is available on Aurora Ave. N.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the C1 zone and this zone is a better match for the area than any other zone.		

**B** **Change Zoning from Commercial 2 (C2) to Commercial 1 (C1) and Increase Allowed Heights from 65' to 85'**

Area B is across Linden Ave. N from the Bitter Lake Reservoir and three multifamily zoned sites that include 300 apartments and condominiums developed between 1978 and 1990. It is to the north of several other large residential developments. Area B includes a mix of car sales and service, general commercial sales, offices and residential uses. In the past few years the City has approved Conditional Use Permits to allow construction of 478<sup>5</sup> multifamily residential units in two buildings within this area. Rezone from C2 to C1 allows the continuation of most commercial uses as well as a transition to residential uses when the market and property owners support it.

The rezones in Area B would create two split-zoned sites. These sites have frontage on both Aurora Ave. N and Linden Ave. N. As discussed previously, the neighborhood plan envisions very different character on these streets. Furthermore, the width of these parcels and development pattern in the area suggests that there is sufficient room to create developments that respond to the different character and zoning.

<sup>5</sup> 14200 Linden Ave. N Tressa Apartments (300 units); and 14002 Linden Ave. N (178 units)

**Function and Locational Criteria for Commercial 1 (C1) Zones (SMC 23.34.080)**

Criterion	Met?	Analysis
<i>A. Function. To provide for an auto-oriented, primarily retail/service commercial area that serves surrounding neighborhoods and the larger community, citywide, or regional clientele.</i>	Yes	The parcels affected by the rezone are in an area that is transitioning from more intensive and auto-oriented commercial uses to a mix of commercial and high-density residential uses. Rezoning from Commercial 2 to Commercial 1 would continue to allow most commercial uses to continue, <u>and</u> allow multi-family residential development.
<i>B. Locational Criteria. A Commercial 1 zone designation is most appropriate on land that is generally characterized by the following conditions:</i>		
<i>1. Outside of urban centers and urban villages or, within urban centers or urban villages, having a C1 designation and either abutting a state highway, or in use as a shopping mall;</i>	Mixed	The area is within the Bitter Lake Hub Urban Village, and abuts existing C1 and C2 designated sites. The sites are either on Linden Ave N an arterial, or Aurora Ave. N (SR 99).
<i>2. Retail activity in existing commercial areas;</i>	No	The sites are a mix of multi-family apartments, and commercial uses including commercial sales and warehousing, auto sales, and services.
<i>3. Readily accessible from a principal arterial;</i>	Yes	The sites have ready access to either Linden Ave N (arterial) or Aurora Ave. N (SR 99).
<i>4. Presence of edges that buffer residential or commercial areas of lesser intensity, such as changes in street layout or platting pattern;</i>	Yes	Linden Ave. N right-of-way varies from 100' to 140' wide and offers a substantial buffer to residentially zoned site on the west side of the street.
<i>5. Predominance of parcels of 20,000 square feet or larger;</i>	Mixed	The 15 affected parcels are an average 36,858 s. f. Nine of them are below 20,000 s. f. However, five of the smaller parcels have already been assembled and developed as a 178 unit apartment building.
<i>6. Limited pedestrian and transit access.</i>	Mixed	The area has historically had limited pedestrian facilities, but the recently completed Linden Ave. N project now provides pedestrian access along that street. There continues to be less east/west pedestrian access due to long n/s blocks and a lack of sidewalks on some streets. Transit access is available on Aurora Ave. N.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the C1 zone and this zone is a better match for the area than any other zone.		

**C**

**Increase Allowed Heights from 65' to 85'**

This rezone is only for height. The change in allowed heights from 65' to 85' is evaluated on pages 20 - 22.

**D Add a Pedestrian Designation and Increase Allowed Heights from 65' to 85'**

The Pedestrian designation is proposed for the following rezone areas Area D and E along Linden Ave. N between N 130<sup>th</sup> and N 135<sup>th</sup> Streets.

The addition in Area D of a Pedestrian designation would create two “split-zoned” sites. These sites have frontage on both Aurora Ave. N and Linden Ave. N. As discussed previously, the neighborhood plan envisions very different character on these streets. Limiting the Pedestrian Designation to the western portion of the sites, closer to Linden Ave. N, would allow the eastern portions of these sites to include drive-through uses. Additionally, the width and size of these parcels and development pattern in the area suggests that there is sufficient room to create developments that respond to the different character and zoning.

**Function and Locational Criteria for Pedestrian Designation (SMC 23.34.086.B)**

Criterion	Met?	Analysis
<i>A. Function. To preserve or encourage an intensely retail and pedestrian-oriented shopping district where non-auto modes of transportation to and within the district are strongly favored, and the following characteristics can be achieved: (SMC 23.84.086)</i>	Yes	The planned Village Center of the Bitter Lake Hub Urban Village is an area where City policy and the neighborhood plan call for a neighborhood-serving and pedestrian-oriented shopping district.
<i>1. A variety of retail/service activities along the street front;</i>	Yes	This portion of Linden Ave. N is intended to be a variety of retail services, building on the character of the new development at the northeast corner of Linden Ave. N and N 130 <sup>th</sup> Street.
<i>2. Large number of shops and services per block;</i>	Yes	There are already a large number of shops and services in the vicinity, however many of them cater to more regional customers and are oriented toward Aurora Ave. N. The area proposed for the Pedestrian designation is intended to be a neighborhood serving business district oriented toward Linden Ave. N.
<i>3. Commercial frontage uninterrupted by housing or auto-oriented uses;</i>	Mixed	The area is envisioned to redevelop, and create more walkable environment. However, the block is approximately 1,200 long; equivalent to three downtown blocks. While the area proposed for rezone can generally achieve uninterrupted commercial frontage, the proposed amendments to development standards encourage the provision of a continuous interior corridor that would intersect with the frontage in order to facilitate access between the interior of the site and adjacent streets. Additionally, the portion of the area where the Cambridge Apartment is located has ground-related housing with stoops that contribute to a positive pedestrian environment.

Criterion	Met?	Analysis
4. <i>Pedestrian interest and activity;</i>	Mixed	There is currently a lot of pedestrian activity generated by the nearby apartments and park. The designation is intended to expand the pedestrian-oriented character of the east side of Linden Ave. N to create a neighborhood center for the Bitter Lake Hub Urban Village. The Linden Ave. N frontage will also draw on pedestrian who may initially arrive to the area by car and visit more than one shop after parking.
5. <i>Minimal pedestrian-auto conflicts.</i>	Yes	SDOT recently reconstructed the blocks proposed for the Pedestrian designation to provide sidewalks and there are a limited number of curb cuts across the sidewalk zone.
<i>B. Locational Criteria. Pedestrian-designated zones are most appropriate on land that is generally characterized by the following conditions:</i>		
1. <i>Pedestrian district surrounded by residential areas and/or major activity centers; or a commercial node in an urban center or urban village;</i>	Yes	The area is a regional commercial node in the Bitter Lake Hub Urban Village that is surrounded by dense residential development. The designation is intended to assist with developing a neighborhood serving shopping district.
2. <i>NC zoned areas on both sides of an arterial, or NC zoned block faces across an arterial from a park, major institution, or other activity center;</i>	Mixed	The affected area of Linden Ave. N is an arterial. A portion is across the street from Bitter Lake Park.  The Land Use Code requires street-level commercial across from residential zones to perform like NC zoning. Consequently, while the affected area is zoned C1, it is required to perform as NC. Therefore adding the P designation is aligned with the existing requirements.
3. <i>Excellent access for pedestrians, transit, and bicyclists.</i>	Yes	The area has well-developed sidewalks and streetscapes for pedestrians, and has a newly installed cycle track. It has good existing bus service and is be served by RapidRide transit service.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the Pedestrian designation and therefore is appropriate for the proposed Pedestrian designation.		



**Change Existing Commercial (C1 zoning) to Neighborhood Commercial with a Pedestrian Designation and Increase Allowed Heights from 65' to 85' (NC3P-85')**

**Function and Locational Criteria for the Neighborhood Commercial Designation (23.34.078)**

Criterion	Met?	Analysis
<i>A. Function. To support or encourage a pedestrian-oriented shopping district that serves the surrounding neighborhood and a larger community, citywide, or regional clientele; that provides comparison shopping for a wide range of retail goods and services; that incorporates offices, business support services, and residences that are compatible with the retail character of the area; and where the following characteristics can be achieved: (SMC 23.34.072.A)</i>	Yes	The affected site and surrounding areas contain a mix of commercial, residential and park uses that serve the surrounding neighborhood and larger community. The rezone area includes a new 6-story mixed-use structure that is consistent with this zoning. The rezone is intended reflect this development.
<i>1. [can achieve] a variety of sizes and types of retail and other commercial businesses at street level; (SMC 23.34.072.A.1)</i>	Yes	The rezone area includes a new 6-story mixed-use structure that includes a diversity of commercial businesses at street level and is consistent with this zoning. The rezone is intended reflect this development.
<i>2. [can achieve] continuous storefronts or residences built to the front lot line; (SMC 23.34.072.A.2)</i>	Yes	The existing development at the northeast corner of N 130 <sup>th</sup> Street and Linden Ave. N is built to the lot line and provides continuous storefronts. The configuration of the roadway, sidewalks, and topography are conducive to development of adjacent sites in a manner that fronts on the street at the front property line.
<i>3. [can achieve] intense pedestrian activity; (SMC 23.34.072.A.3)</i>	Yes	Currently, a variety of businesses, several Metro bus stops, the Bitter Lake Community Center, and numerous residential developments in the neighborhood help to create significant pedestrian activity. The recent implementation of bus RapidRide by King County Metro will further increase pedestrian activity in the area.
<i>4. [can achieve] Shoppers can drive to the area, but walk around from store to store; (SMC 23.34.072.A.4)</i>	Yes	A variety of stores are located near one another in adjacent blocks allowing shoppers to walk from store to store. There is on-street parking along Linden Ave. N and several off-street lots.
<i>5. [can achieve] transit is an important means of access. (SMC 23.34.072.A.5)</i>	Yes	Excellent transit opportunities exist in the neighborhood, including Metro routes that operate primarily along the area's principal arterials. The 345 connects the area to Greenwood Ave. N and Northgate. The 358 Express bus and future RapidRide line provide frequent connections along Aurora Ave. N and to downtown.
<i>B. Locational Criteria. A Neighborhood Commercial 3 zone designation is most appropriate on land that is generally characterized by the following conditions: (SMC 23.34.072.B)</i>		
<i>1.The primary business district in an urban center or hub urban village; (SMC 23.34.072.B.1)</i>	Yes	The area is in the primary business district located within the Bitter Lake Hub Urban Village.

Criterion	Met?	Analysis
2. Served by principal arterial; (SMC 23.34.072.B.2)	Yes	Principal arterials nearby include N 130 <sup>th</sup> St. and Aurora Ave. N, a state highway (SR 99).
3. Separated from low-density residential areas by physical edges, less-intense commercial areas or more-intense residential areas; (SMC 23.34.072.B.3)	Yes	The proposed NC3 zone would be separated from low-density residential areas by other Commercial (C1) and Lowrise zones.
4. Excellent transit service. (SMC 23.34.072.B.4)	yes	Excellent transit opportunities exist in the neighborhood including the 345 that connects the area to Greenwood Ave. and Northgate transit center and the 358 Express to downtown. Bus RapidRide is planned to serve the area in 2014.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the NC3 zone and this zone is a better match for the area than any other zone.		

**Function and Locational Criteria for Pedestrian Designation (SMC 23.34.086.B)**

Criterion	Met?	Analysis
A. Function. To preserve or encourage an intensely retail and pedestrian-oriented shopping district where non-auto modes of transportation to and within the district are strongly favored, and the following characteristics can be achieved: (SMC 23.84.086)	Yes	The planned Village Center of the Bitter Lake Hub Urban Village is an area where City policy and the neighborhood plan call for an intensely retail and pedestrian-oriented shopping district. Non-auto modes of transportation are strongly favored for the area adjacent to the RapidRide station.
1. A variety of retail/service activities along the street front;	Yes	This site is already developed with a variety of retail services.
2. Large number of shops and services per block;	Yes	The area is intended to be a neighborhood serving business district.
3. Commercial frontage uninterrupted by housing or auto-oriented uses;	Mixed	The site is already developed with substantial commercial frontage, and has no auto-related uses. There is a portion of a building with housing at street-level, however this is built to the street and creates an attractive walking environment.
4. Pedestrian interest and activity;	Mixed	There is currently a lot of pedestrian activity generated by the nearby apartments and park. The designation is intended to expand the pedestrian-oriented character of the east side of Linden Ave. N to create a neighborhood center for the Urban Village.
5. Minimal pedestrian-auto conflicts.	Yes	SDOT recently reconstructed the blocks proposed for the Pedestrian designation to provide sidewalks and there are a limited number of curb cuts across the sidewalk zone.

Criterion	Met?	Analysis
<i>B. Locational Criteria. Pedestrian-designated zones are most appropriate on land that is generally characterized by the following conditions:</i>		
<i>1. Pedestrian district surrounded by residential areas and/or major activity centers; or a commercial node in an urban center or urban village;</i>	Yes	The designation reflects existing development and is intended to assist with developing a neighborhood serving shopping district.
<i>2. NC zoned areas on both sides of an arterial, or NC zoned block faces across an arterial from a park, major institution, or other activity center;</i>	Yes	The affected area is proposed for rezone to NC, and is on an arterial. It is across the street from Bitter Lake Park. To the south it will be across from NC zoning.
<i>3. Excellent access for pedestrians, transit, and bicyclists.</i>	Yes	The area has well-developed sidewalks and has a newly installed cycle track. It has good existing bus service and will be soon served by RapidRide.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the Pedestrian designation and therefore is appropriate for the proposed Pedestrian designation.		

**F** **Change Commercial (C1 zoning) to Neighborhood Commercial (NC3)**

**Function and Locational Criteria for the Neighborhood Commercial Designation (23.34.078)**

Criterion	Met?	Analysis
<i>A. Function. To support or encourage a pedestrian-oriented shopping district that serves the surrounding neighborhood and a larger community, citywide, or regional clientele; that provides comparison shopping for a wide range of retail goods and services; that incorporates offices, business support services, and residences that are compatible with the retail character of the area; and where the following characteristics can be achieved: (SMC 23.34.072.A)</i>	Yes	The affected area and surrounding areas contain a mix of commercial uses that serve neighborhood and regional clientele. The affected area includes a number of retail businesses, small offices and commercial services that would likely expand over time under proposed zoning to serve more local clientele.  The rezone area is adjacent to a new 6-story mixed-use structure. The rezone is intended to encourage further pedestrian-friendly redevelopment.
<i>1. [can achieve] a variety of sizes and types of retail and other commercial businesses at street level; (SMC 23.34.072.A.1)</i>	Yes	The area includes a wide variety of parcel sizes that can accommodate a diversity of commercial businesses at street level.
<i>2. [can achieve] continuous storefronts or residences built to the front lot line; (SMC 23.34.072.A.2)</i>	Yes	Most existing development has parking in front of the buildings. Recent development at the northeast corner of N 130 <sup>th</sup> Street and Linden Ave. N is built to the lot line. The configuration of the roadway, sidewalks, and topography are conducive to further redevelopment that fronts on the street at the front property line.

Criterion	Met?	Analysis
3. <i>[can achieve] intense pedestrian activity; (SMC 23.34.072.A.3)</i>	Yes	Currently, a variety of businesses, several existing Metro bus stops, the Bitter Lake Community Center, and numerous residential developments in the neighborhood help to create significant pedestrian activity. The future implementation of bus RapidRide by King County Metro will further increase pedestrian activity in the area.
4. <i>[can achieve] Shoppers can drive to the area, but walk around from store to store; (SMC 23.34.072.A.4)</i>	Yes	A variety of stores are located near one another in adjacent blocks allowing shoppers to walk from store to store. There is on-street parking along Linden Ave. N and several off-street lots.
5. <i>[can achieve] transit is an important means of access. (SMC 23.34.072.A.5)</i>	Yes	Excellent transit opportunities exist in the neighborhood, including Metro routes that operate primarily along the area's principal arterials. The 345 connects the area to Greenwood Ave. N and Northgate. The 358 Express bus and future RapidRide line provide frequent connections along Aurora Ave. N and to downtown.
<i>B. Locational Criteria. A Neighborhood Commercial 3 zone designation is most appropriate on land that is generally characterized by the following conditions: (SMC 23.34.072.B)</i>		
1. <i>The primary business district in an urban center or hub urban village; (SMC 23.34.072.B.1)</i>	Yes	The area is in the primary business district located within the Bitter Lake Hub Urban Village.
2. <i>Served by principal arterial; (SMC 23.34.072.B.2)</i>	Yes	Principal arterials nearby include N 130 <sup>th</sup> St. and Aurora Ave. N, a state highway (SR 99).
3. <i>Separated from low-density residential areas by physical edges, less-intense commercial areas or more-intense residential areas; (SMC 23.34.072.B.3)</i>	Yes	As proposed, the NC3 zone would be entirely separated from low-density residential areas by existing Commercial (C1) zones.
4. <i>Excellent transit service. (SMC 23.34.072.B.4)</i>	Yes	Excellent transit exists in the neighborhood including the 345 that connects the area to Greenwood Ave. and Northgate transit center and the 358 Express to downtown. Bus RapidRide will serve the area in 2014.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the NC3 zone and this zone is a better match for the area than any other zone.		



**Change Commercial (C1 zoning) to Neighborhood Commercial (NC3)**

**Function and Locational Criteria for the Neighborhood Commercial Designation (23.34.078)**

Criterion	Met?	Analysis
<i>A. Function. To support or encourage a pedestrian-oriented shopping district that serves the surrounding neighborhood and a larger community, citywide, or regional clientele; that provides comparison shopping for a wide range of retail goods and services; that incorporates offices, business support services, and residences that are compatible with the retail character of the area; and where the following characteristics can be achieved: (SMC 23.34.072.A)</i>	Yes	The affected area includes a number of small businesses, offices and multi-family residences that would likely expand over time under proposed zoning to serve more local clientele.  The rezone area is across the street from a new 6-story mixed-use structure. The rezone is intended to encourage further pedestrian-friendly redevelopment.
<i>1. [can achieve] a variety of sizes and types of retail and other commercial businesses at street level; (SMC 23.34.072.A.1)</i>	Yes	The area includes a wide variety of parcel sizes that can accommodate a diversity of commercial businesses at street level.
<i>2. [can achieve] continuous storefronts or residences built to the front lot line; (SMC 23.34.072.A.2)</i>	Yes	Most existing development has parking in front of the buildings. Recent development at the northeast corner of N 130 <sup>th</sup> Street and Linden Ave. N is built to the lot line. The configuration of the roadway, sidewalks, and topography are conducive to further redevelopment that fronts on the street at the front property line.
<i>3. [can achieve] intense pedestrian activity; (SMC 23.34.072.A.3)</i>	Yes	Currently, a variety of businesses, several existing Metro bus stops, the Bitter Lake Community Center, and numerous residential developments in the neighborhood help to create significant pedestrian activity. The future implementation of bus RapidRide by King County Metro will further increase pedestrian activity in the area.
<i>4. [can achieve] Shoppers can drive to the area, but walk around from store to store; (SMC 23.34.072.A.4)</i>	Yes	A variety of stores are located near one another in adjacent blocks allowing shoppers to walk from store to store. There is on-street parking along Linden Ave. N and several off-street lots.
<i>5. [can achieve] transit is an important means of access. (SMC 23.34.072.A.5)</i>	Yes	Excellent transit exists in the neighborhood, including Metro routes that operate primarily along the area's principal arterials. The 345 connects the area to Greenwood Ave. N and Northgate. The 358 Express bus and future RapidRide provides frequent and express connections along Aurora Ave. N and to downtown.
<i>B. Locational Criteria. A Neighborhood Commercial 3 zone designation is most appropriate on land that is generally characterized by the following conditions: (SMC 23.34.072.B)</i>		
<i>1. The primary business district in an urban center or hub urban village; (SMC 23.34.072.B.1)</i>	Yes	The area is in the primary business district located within the Bitter Lake Hub Urban Village.

Criterion	Met?	Analysis
2. Served by principal arterial; (SMC 23.34.072.B.2)	Yes	Principal arterials nearby include N 130 <sup>th</sup> St. and Aurora Ave. N, a state highway (SR 99).
3. Separated from low-density residential areas by physical edges, less-intense commercial areas or more-intense residential areas; (SMC 23.34.072.B.3)	Yes	As proposed, the NC3 zone would be entirely separated from low-density residential areas by lowrise or Commercial (C1) zones.
4. Excellent transit service. (SMC 23.34.072.B.4)	Yes	Excellent transit opportunities exist in the neighborhood including the 345 that connects the area to Greenwood Ave. and Northgate transit center and the 358 Express to downtown. Bus RapidRide is planned to serve the area beginning in 2014.
<b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the NC3 zone and this zone is a better match for the area than any other zone.		



## Change Zoning from Commercial 1 (C1) to Commercial 2 (C2)

### Function and Locational Criteria for Commercial 2 (C2) zones (SMC 23.34.082)

Criterion	Met?	Analysis
A. Function. To provide for an auto-oriented, primarily non-retail commercial area that provides a wide range of commercial activities serving a community, citywide, or regional function, including uses such as manufacturing and warehousing that are less appropriate in more-retail-oriented commercial areas.	Yes	Rezone Area H is on Aurora Ave. N, south of the intersection with N 125 <sup>th</sup> Street. It's location on Aurora Ave. N positions this site to serve citywide and regional demand for commercial services arriving by car. The separation from residential and other retail areas means that it is less desirable for local retail, and can accommodate manufacturing and warehousing uses that less suitable closer to residences.
B. Locational Criteria. A Commercial 2 zone designation is most appropriate on land that is generally characterized by the following conditions:		
1. Outside of urban centers and urban villages or, within urban centers or urban villages, having a C2 designation and abutting a state highway;	Yes	Rezone Area H is located in the Bitter Lake Hub Urban Village, and on Aurora Ave. N (State Route 99).
2. Existing commercial areas characterized by heavy, non-retail commercial activity;	Yes	The rezone site includes a vacant parcel and a parcel containing a motel constructed in 1962. Uses in the area include the Large Evergreen-Washelli Cemetery (west), a towing lot, auto repair, pawn shop, and vehicle emissions inspection station (east across SR 99), car tire sales (north), and a small motels (on rezone site and south)
3. Readily accessible from a principal arterial;	Yes	The rezone area is readily accessible from Aurora Ave. N, an arterial and state route.

Criterion	Met?	Analysis
4. Possibly adjacent to manufacturing/industrial zones;	No	There are no industrial/manufacturing zones in the immediate area.
5. Presence of edges that buffer residential or commercial areas of lesser intensity, such as changes in street layout or platting pattern;	Yes	The Evergreen-Washelli cemetery is directly to the west, providing a lengthy separation for the rezone area from residential uses. Commercial 1 zoned parcels are to the north, south and east.
6. Predominance of parcels of 30,000 square feet or larger;	Mixed	One of the parcels is 31,500 square feet and the other is 21,000 square feet. It is possible that these parcels would be aggregated into one development.
7. Limited pedestrian and transit access.	Yes	There are no sidewalks on this section of Aurora Ave. N. When sidewalks are constructed (as recommended in the plan), this rezone area will have limited connections to surrounding areas do to the presence of Evergreen-Washelli cemetery and the lack of cross-streets. The nearest intersections or signalized crossings on Aurora Ave N are 500' to the north and 1,175' to the south. While there is good transit on Aurora Ave. N., the nearest east/west transit connections are at N 130 <sup>th</sup> Street (to the north) and N 105 <sup>th</sup> Street (to the south).
<p><b>Conclusion:</b> DPD has weighed and balanced these criteria together, and determines that the area generally meets the function and locational criteria of the C2 zone and this zone is a better match for the area than any other zone.</p>		

## F. Potential Effects of a Zone Changes on Existing and Future Development and Businesses

The three main concerns expressed by property owners are: 1) the extent to which changing zoning from the current auto-oriented C1 zone to add a Pedestrian designation or change to a NC3 zone will affect the ability of *existing businesses* to continue to operate at their current location; 2) to what extent will the changes affect the marketability of their property for other potential *future businesses*; and 3) the potential effect on taxes.

Changes to zoning would allow all existing commercial uses and structures to remain. For example, the Rite Aid/Grocery Outlet development, the largest commercial development in the affected area, would be allowed as multipurpose retail sales under both zoning scenarios and could expand. However uses that would be restricted in size or prohibited, such as warehousing, could remain but would be limited in area or could not expand if already at or over the maximum size limit of 25,000 s.f.

Auto service uses and outdoor sales are allowed in both the C1 or NC3 zones. One existing development/use may become non-

NC zones contain neighborhood-oriented and pedestrian-friendly design standards for new development.

Most businesses in the affected areas of the Bitter Lake Urban could continue to operate and could expand with the proposed zoning changes.

conforming under the proposal to rezone from Commercial 2 to Commercial 1 in Area B. The “European Soaps” building is a 93,130 s.f., containing a soap warehouse and roofing material sales company. These uses could continue, but expanding the warehouse component may not be allowed as it is limited to 25,000 s.f. per business establishment.

Discussions with King County Tax Assessor assigned to this area of the City indicated that tax assessments considered a number of factors, and it was not possible to determine the specific effects of the proposed zoning changes.

## VI. Development Standards Analysis

### A. Revisions to the Land use Code to Limit Bulk

This proposal applies new development standards to mitigate the potential bulk of structures, and on very long lots apply development standards that promote pedestrian and vehicular access. The recommended development standards include:

- Require development on parcels over 8 acres within a specified area along Linden Ave. N to create a continuous interior connection in order to achieve a bulk and scale that is compatible with surrounding development, and to allow for internal pedestrian and vehicular circulation.
- Require a 5-foot setback on portions of a development greater than 45 feet in height on Commercial-zoned sites abutting Linden Ave. N and the continuous interior corridor required for parcels over 8 acres on Linden Ave N.

### B. Revisions to the Land Use Code to Encourage Housing

The following table outlines each of the changes to development standards proposed by this legislation and the purpose for each. Together, with the proposed rezones, these development standards are intended to create an environment that supports the vision of the neighborhood plan and update to create a town center that is pedestrian-oriented, vibrant, and livable.

Code Section	Description and Analysis of proposed change
<p><b>SMC 23.47A.005.C Residential uses at street level</b></p> <p>Permit residential and live-work uses at the street-level in Commercial zones along Linden Ave. N between N 135<sup>th</sup> St. &amp; N 145<sup>th</sup> St. to allow developers to choose where retail is viable or where a more residential character is desired.</p>	<p>The 1999 Broadview – Bitter Lake – Haller Lake Plan did not support allowing Single Purpose Residential development. Consequently the code requires that, In all NC and C1 zones, residential uses may occupy, in the aggregate, no more than 20 percent of the street-level, street-facing façade.</p> <p>Most of the existing development along Linden Ave. N, north of N 135<sup>th</sup> Street, is single purpose residential, with some ground floor common uses and offices. Through the neighborhood plan update, the community supported revising the code to promote a more consistent residential character and allow street-level residential uses.</p>
<p><b>23.47A.009.C: Standards Applicable to Specific Areas</b></p> <p>Describes specific development standards for parcels in area a large area block surrounded by</p>	<p><u>Interior Corridor</u></p> <p>The internal corridor would provide continuous linkage between the major adjacent streets and the interior of the area. The subsection describes allowed encroachments, overhangs, allowances for parking, other design standards, and how the corridor should be accomplished through incremental development. A</p>



Code Section	Description and Analysis of proposed change
N 135th St. N 130th St., Linden Ave. N and Aurora Ave. N, as area C and D on the rezoning maps on page 6. Require development on one large site to include an interior corridor connecting Linden Ave. N and Aurora Ave. N.	minimum single 6-foot-wide sidewalk would be required through the corridor. The standards were calculated to allow a scale of development consistent with what could be achieved if the site had been laid out with streets similar to the surrounding blocks, consistent with the vision for this future town center area. These standards promote pedestrian access between the interior of the site and Linden Ave. N and Aurora Ave north where transit is located. Without these standards, the buildings and parking lots that, given the scale of the block, this would be very monolithic and impact the desired pedestrian-oriented feel.  <u>Upper-level Setback</u> The subsection requires five-foot building setback for portions of a structure over above 45 feet in height along Linden Ave. N and the interior corridor. These setbacks help to bring light to the street and reduce the perceived bulk of adjacent buildings to create a more pedestrian friendly environment.

## VII. Application of Incentive Zoning

Chapter 23.58A in the Land Use Code establishes a mechanism for the provision of affordable housing through incentive zoning. Under the provisions of Chapter 23.58A, the City can require that additional floor area beyond current zoning be allowed contingent on the provision of certain public benefits by the developer. Zoning contingent on the provision of public benefits is notated on zoning maps by indicating a base Floor Area Ratio (FAR<sup>6</sup>) in parentheses after the zoning designation. All extra floor area above this base FAR requires the provision of public benefits per Chapter 23.58A.

Under this proposal, the extra floor area allowed through these rezones and height increases could only be obtained by providing affordable housing through the incentive provisions described Chapter 23.58A. Affordable housing benefits can be achieved by providing affordable housing on-site or off-site, or through payment in-lieu. Future development using the additional floor area allowed through this rezone would be required to comply with incentive zoning provisions in place at the time of permitting. The percentage of floor area to be provided as affordable housing varies depending on the specific income levels the housing will serve.

	Original FAR	Base FAR	Total FAR Available
<b>Original Designations: C1-65, C2-65</b>	<b>Proposed: C1-85 (4.75), NC3-85 (4.75)</b>		
Total permitted for a single-purpose structure containing only residential or non-residential use.	4.25	4.25	4.5
Total permitted for any single use within a mixed-use structure.	4.25	4.25	4.5
Total permitted for all uses within a mixed-use structure containing residential and non-residential uses.	4.75	4.75	6
<b>Original Designation: C1-40</b>	<b>Proposed: NC3-65 (3.25)</b>		
	Original FAR	Base FAR	Total FAR Available

<sup>6</sup> For example, the area zone LR3 is being rezoned to SM/R 55/75 (2.0). The maximum FAR in LR3 is 2.0. The new SM/R 55/75 (2.0) designations indicates that while the zoning is SM/R55/75 any floor area that exceeds an FAR of 2.0 must be obtained by providing public benefits through the incentive zoning program.

	<b>Original FAR</b>	<b>Base FAR</b>	<b>Total FAR Available</b>
Total permitted for a single-purpose structure containing only residential or non-residential use.	3	3	4.25
Total permitted for any single use within a mixed-use structure.	n/a	3	4.25
Total permitted for all uses within a mixed-use structure containing residential and non-residential uses.	3.25	3.25	4.75

The BBH Neighborhood Plan supports housing that is affordable to a range of incomes. The goals and policies recommend in the 2012 neighborhood plan update include the following relevant policies and strategies:

**Housing Related Comprehensive Plan Goals and Policies for Bitter Lake Urban Village**

- BL-P16 Plan for Broadview-Bitter Lake-Haller Lake’s growing age, household, and ethnic diversity so that a range of affordable housing types are made available to a variety of residents including individuals, couples, and families of varying ages within the urban village.
- BL-G13 Create a vibrant mixed-use “town center” along Linden Ave. that supports a greater range of neighborhood-serving shops and services, and high quality dense residential housing serving a wide range of income levels.
- BL-G16 Support a resilient community rich in different ages, incomes and household types.

**Strategies**

- Encourage and/or require mix of home prices and sizes through active use of incentives, direct City funding, and surplus property programs.
- Work to distribute housing types and costs so as to foster healthy neighborhoods and strong business districts.
- Promote development of market rate housing (including family-oriented) in the Linden Village Center area in order to have a mix of household types and incomes.
- Seek opportunities for workforce and moderate to low-income development in the vicinity of future bus rapid transit stations.
- Apply Comprehensive Plan affordable housing targets to the Urban Village and periodically evaluate progress. Set affordable housing objectives and use incentives, direct City funding, and programs to meet them.

Under the Bitter Lake Urban Village zoning proposal, proposed floor area increases are generally small in proportion to existing allowed floor area. Base FARs under new zoning may be sufficient to allow substantial development without using incentive provisions. Furthermore, market rents for new construction in North Seattle as reported by real estate economic consultants Community Attribute Inc. are somewhat comparable with rent limits (80% of AMI) that apply to

any units produced in accordance with incentive zoning requirements for affordable housing. Based on these conditions, it is anticipated that making additional development potential contingent on provision of affordable housing will not have significant economic impacts on development in the area.

<b>2013 Rent Limits for On-Site Bonus Housing (City of Seattle Office of Housing)</b>	
<b>Unit Size</b>	<b>80% AMI</b>
<b>Studio</b>	\$1,214
<b>1 Bedroom</b>	\$1,301
<b>2 Bedroom</b>	\$1,562
<b>3 Bedroom</b>	\$1,804
<b>4 Bedroom</b>	\$2,012
<b>North Seattle Multifamily Rental Rates, 2010 or newer (Source: Dupre + Scott, 2011)</b>	
<b>Average</b>	<b>1,464</b>

DPD recommends therefore recommends that that the bonus provisions additional floor area capacity under the current rezone proposal be contingent on the provision of affordable housing under Seattle Municipal Code Chapter 23.58A.

### **VIII. Recommendation**

DPD recommends adoption of the proposed rezone and text amendments. This proposal will help implement that goals and policies of the Broadview – Bitter Lake – Haller Lake 1999 Neighborhood Plan, the strategies in the 2012 Update, and the Comprehensive Plan goals and policies by directing growth to the Bitter Lake Village Center in a manner that will foster a vibrant neighborhood core a range of housing, neighborhood-focused shops and services, and public gathering spaces.