



City of Seattle Seattle Planning Commission

Jerry Finrow, Chair
Barbara Wilson, Executive Director

SEATTLE PLANNING COMMISSION APRIL 12, 2007 APPROVED MEETING MINUTES

Commissioners in Attendance

Jerry Finrow – Chair, Linda Amato, Chris Fiori, Marshall Foster, Mark Johnson, Kay Knapton, Amalia Leighton, M. Michelle Mattox, Tony To

Commissioners Absent

Mahlon Clements, Tom Eanes, Colie Hough-Beck, Martin Kaplan, Kevin McDonald, Kirsten Pennington, Steve Sheehy

Commission Staff

Barbara Wilson-Director, Robin Magonegil-Administrative Specialist

Guests

Bob Powers, SDOT; John Rahaim, DPD

In Attendance

Bob Morgan, Council Central Staff; Jim Holmes, DPD; Paula Rees, Bob Derry, Jeff Thompson, Interbay Neighborhood Association; Michael McGinn, Seattle Great City Initiative.

Please Note: Seattle Planning Commission meeting minutes are not an exact transcript but instead represent key points and the basis of the discussion.

CALL TO ORDER

The meeting was called to order at 3:10 pm by Chair Jerry Finrow.

COMMISSION BUSINESS

▪ **Chairs Report**

Chair Jerry Finrow noted the upcoming meetings and events, including the 3rd Industrial Lands Strategy Workshop scheduled for Tuesday, April 24th.

Chair Finrow noted the success of the last Industrial Lands Strategy Workshop and thanked Commissioners Mahlon Clements and Linda Amato for moderating the first two workshops.

Chair Finrow stated that he and Commissioner Chris Fiori had attended the UDP Committee briefing on the Comprehensive Plan threshold amendments and that they had shared some preliminary

thoughts with the City Council. He thanked and commended Commissioner Fiori for his excellent job presenting the Commission's thoughts to Council.

Chair Finrow announced that the Commission will be holding its annual retreat May 17th at the Port of Seattle Headquarters at Pier 69.

- **Approve March 22, 2007 Minutes**

ACTION: Commissioner Kay Knapton moved to approve the March 22, 2007 minutes. Commissioner Linda Amato seconded the motion. The minutes were unanimously approved.

- **Introduction of New Commissioner**

Chair Finrow welcomed Commissioner Marshall Foster. Chair Finrow asked Commissioner Foster to introduce himself and to talk a little bit about what brings him to the Commission. Commissioner Foster stated that he works for Mithun Architects and Planners and that his training is in Urban Design and City Planning. He noted that, before moving to Seattle, he was working in local government in San Francisco where he spent about 5 years working in City Planning. Commissioner Foster noted that he wanted to be on the Planning Commission because he has a love for local government and he is very excited about the issues that the Commission is working on.

COMMISSION DISCUSSION

- **Planning Commission Review & Action Items**

- **2007 COMPREHENSIVE PLAN AMENDMENTS THRESHOLD RECOMMENDATIONS. Discussion & vote to approve items not approved on March 22**

Amendment G: Amend the Future Land Use Map to redesignate the proposed site of the Nordic Heritage Museum in the Ballard Hub Urban Village from Industrial to Commercial/Mixed Use.

Chair Finrow asked, in regards to amendment G, if there were any disclosures or recusals.

Recusal & Disclosures: Chair Jerry Finrow recused himself due to the fact that he is a financial support of the Nordic Heritage Museum. Chair Finrow left the room.

Director Barbara Wilson noted that as a matter of process that the last step in the process will be to approve recommendations for the two amendments that the Commission did not resolve at the March 22, 2007 meeting. Those recommendations would then be included in the Commission final letter.

Vice-Chair Tony To opened the floor to discussion of this amendment. He stated that he does not know a lot about the area that will be rezoned. Vice-Chair To noted that he believes the reasoning behind the rezone is that there is some consideration in making it mixed use. He added that it is not clear whether the mixed use is commercial, residential, both or what. Vice-Chair To stated that what the Planning Commission stated previously is that they approved this amendment to be studied further

with some considerations. He added that some of these considerations are: that the Ballard residents be included in the process, that the area of study should be broader than just the parcel and that if multi-family is considered then affordable housing should be considered.

Ms. Wilson noted that in addition, based on the last Commission discussion, the proposed SPC position suggests that a regulatory change may allow the proponent the ability to get the larger structure they desire without including a housing component or necessitating a need for a Comprehensive Plan amendment.

Vice-Chair To noted that it is not a really big parcel of land and it is not in the middle of an industrial area. He added that it will be a real asset for the Ballard Community and the museum itself. Vice-Chair noted that his only concern is sustainability and he feels that it is wise how they are considering ways to keep the institution operating.

Commissioner Johnson stated that he was concerned about setting a precedent for rezoning industrial land. Commissioner Amato suggested that the Commissions letter should include a strong statement about our concern about rezoning or redesignating industrial zoned land. Commissioner Fiori stated his concern about the multi modal conflicts that may be created on the transportation routes to industrial zoned land.

ACTION: Commissioner Kay Knapton moved to approve the recommendation to include the Comp Plan Threshold Amendment G for further study (Amendment G: Amend the Future Land Use Map to redesignate the proposed site of the Nordic Heritage Museum in the Ballard Hub Urban Village from Industrial to Commercial/Mixed Use.). Commissioner Mark Johnson seconded the motion. The motion was unanimously approved.

Note for the Record: Chair Finrow returned to the room.

Amendment J: Amend the Future Land Use Map and the Land Use Element to redesignate land (the CEM Property) located on Harbor Avenue SW, adjacent to the northwest side of Terminal 5 in the Duwamish Manufacturing/Industrial Center from Industrial to Commercial/Mixed Use.

Chair Finrow asked, in regards to amendment J if there were any disclosures or recusals.

Recusals & Disclosures: None.

Commissioner Fiori noted that this amendment pertains to an area of land that is currently in the Duwamish Manufacturing Industrial Center that the proponent wants to allow any parcel of ten or more acres in this area to rezone to commercial.

Commissioner Mark Johnson noted that the criteria would allow these rezones as buffer zones.

Ms. Wilson stated that there is an update to this amendment. She noted that she had heard from DPD staff that the proponents had changed their request. Ms. Wilson stated that they have now defined the CEM site specifically and it is no longer open ended.

Chair Finrow noted that previously the Commission had been inclined to suggest that this not be studied.

ACTION: Commissioner Tony To moved that the Commission not approve this amendment (Amendment J: Amend the Future Land Use Map and the Land Use Element to redesignate land (the CEM Property) located on Harbor Avenue SW, adjacent to the northwest side of Terminal 5 in the Duwamish Manufacturing/Industrial Center from Industrial to Commercial/Mixed Use) for further study. Commissioner Kay Knapton seconded the motion. The motion was unanimously approved.

- **ADULT CABARET ORDINANCE: Possible vote to approve Commission Recommendations to City Council**

Recusal & Disclosures: None.

Ms. Wilson reviewed the existing zoning in the Land Use Code for Adult Cabarets. She noted that Councilmember Steinbrueck has offered a new revision to amend the land use code to require buffers and spacing between adult uses. Ms. Wilson stated that she believes much of what has been proposed by Councilmember Steinbrueck comes out of the Planning Commission's report last year. His proposal would retain the existing zoning for adult cabarets but add a buffer of 800 feet from elementary and secondary schools, childcare centers, community centers, public parks and open space uses. Ms. Wilson added that the other recommendation, that came from the Planning Commission and is included, is a spacing requirement between other adult uses. Ms. Wilson noted that there will be a change to the parking requirements for these uses to make them consistent with recent updates to commercial zones.

ACTION: Commissioner Linda Amato moved that the letter be approved. Commissioner M. Michelle Mattox seconded the motion. The motion was unanimously approved.

- **Briefing: Update on Alaskan Way Viaduct**
 - Bob Powers, Major Projects Director, Seattle Department of Transportation

Bob Powers introduced himself to the Commission. He walked the Commission through the latest on the Viaduct. Mr. Powers reviewed the 6 early projects that SDOT will be working on in regards to the Viaduct and Seawall. They are:

1. Stabilize viaduct footings at columns 93 and 94. Increase frequency of viaduct inspections. Consider further load restrictions.
2. Relocate two transmission lines and five feeder lines from viaduct to Western and First Avenue.
3. Add lighting, fire suppression, emergency egress, and ventilation systems. Build detour routes.
4. Earthquake strengthening in area of competent soil from Lenora to Battery Street Tunnel.
5. Build new SR 99 from Holgate to Royal Brougham. Includes Atlantic and Royal Brougham grade separation, detour routs, and temporary connections.
6. Improve arterials, bus lanes, signals, trip information, TDM programs, and transit to help manage traffic during early construction work.

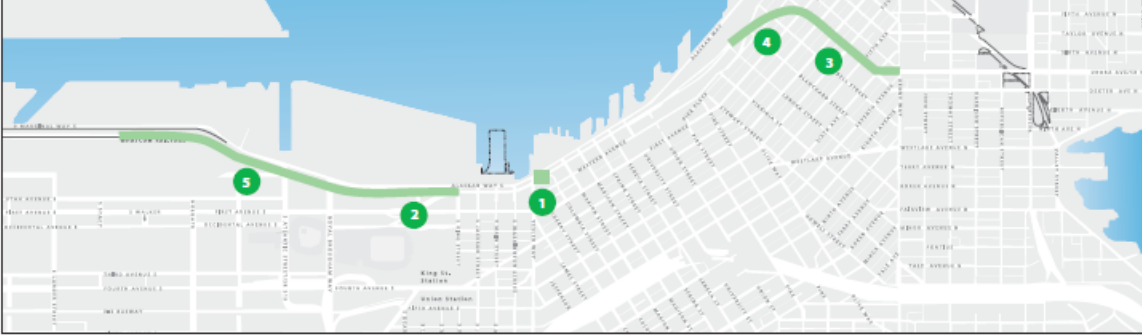


The Alaskan Way Viaduct & Seawall Replacement Project

03.07

Moving Forward: SR 99 Early Safety and Mobility Projects

<p>1. Viaduct Safety Repair Project between Columbia and Yesler</p> <p>Stabilize viaduct footings at columns 93 and 94. Increase frequency of viaduct inspections. Consider further load restrictions.</p> <p>Design Complete: 2007 Construction Start: 2007 Construction End: 2008</p>	<p>2. Electrical Line Relocation Project</p> <p>Relocate two transmission lines and five feeder lines from viaduct to Western and First Avenue.</p> <p>Design Complete: 2007 Construction Start: 2008 Construction End: 2009</p>	<p>3. Battery Street Tunnel Fire and Life Safety Upgrade Project</p> <p>Add lighting, fire suppression, emergency egress, and ventilation systems. Build detour routes and temporary connections.</p> <p>Design Complete: 2008 Construction Start: 2008 Construction End: 2010</p>	<p>4. Earthquake Upgrade Project from Lenora to Battery Street Tunnel</p> <p>Earthquake strengthening in area of competent soil from Lenora to Battery Street Tunnel.</p> <p>Design Complete: 2008 Construction Start: 2008 Construction End: 2010</p>	<p>5. Viaduct Removal from Holgate to King Street Project</p> <p>Build new SR 99 from Holgate to Royal Brougham. Includes Atlantic and Royal Brougham grade separation, detour routes, and temporary connections.</p> <p>Design Complete: 2008 Construction Start: 2009 Construction End: 2012</p>	<p>6. Initial Transit Enhancements and Other Improvements</p> <p>Improve arterials, bus lanes, signals, trip information, TDM programs, and transit to help manage traffic during early construction work.</p> <p>Design: Ongoing Construction: As Needed</p>
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<p>Costs</p> <p>Costs for early projects are estimated to be \$915 million. These costs and the construction schedules are preliminary estimates and will need to be verified.</p>	<p>Ongoing Work by WSDOT</p> <p>Develop and implement plans to minimize construction disruption to businesses, residents, and the traveling public.</p>
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Commissioner Mark Johnson asked if the solutions had been worked out for the Atlantic Street and Royal Brougham connections as far as trying to complete the connection to 99. Mr. Powers stated that was two separate projects. He noted that the 519 project is still moving forward and the other one, 10C, has to be reworked as it was more geared toward a preferred alternative.

Commission Fiori asked in regards to project 5, if that interchange is solely serving Terminal 46. Mr. Powers responded that it was not. He added that it has a lot to do with the mobility for the entire corridor.

Commissioner Amalia Leighton questioned the status of the Seawall replacement. Mr. Powers replied that right now the Seawall is part of the central waterfront dilemma and it is a challenge for them to make sure that gets addressed.

Commissioner Marshall Foster asked if it is possible to truly embrace all potential options including a surface option when moving forward with projects 4 & 5. Mr. Powers responded that he does not believe so right now. He added that it all will be looked at and that none of these projects have been anywhere near 30% designed. Mr. Powers continued that, according to the plans that came out in January, could work with a tunnel, an elevated and a surface option.

Commissioner Fiori asked what they see the detour routes being in regard to project 3. Mr. Powers answered that it could be Broad to Elliott, or even Broad to Alaskan and then back up. He added that it has yet to be determined.

Commissioner Amato wondered why the projects did not just get packaged as a preferred alternative. Mr. Powers stated that he thought the Feds would have a different take on this. Commissioner Amato asked why they could not simply change the purpose and need statement. She added that could be done very easily. Mr. Powers noted that the Feds have wondered how they are separating this out.

Chair Finrow asked if there would be any closures then when they do project 1. Mr. Powers answered that he did not believe so. Chair Finrow asked about closures with Project 2 and Mr. Powers responded that there would probably be some minor closures on Alaskan Way.

Chair Finrow asked about the strategy for the 1 mile centerpiece. He asked if Mr. Powers could give just a little more insight as to how the process planning is going. Mr. Powers stated that there is not a whole lot being done and is just starting to get rolling. Chair Finrow asked if Mr. Powers could come back in a few months and update the Commission on this on the decision-making process for the central waterfront piece.

Commissioner Tony To asked about the time frame for completing the project. Mr. Powers replied that there have been a couple of dates that have been put out there. 2019 was the date for the elevated, 2016/2017 for the hybrid, and 2012 was the date the Governor stated the viaduct would begin coming down.

Chair Finrow mentioned that it would be good to know the time frame for these projects being approved and coming forward.

Commissioner Foster asked what is being assumed about lane capacity in regards to projects 4 & 5. Mr. Powers answered that whatever gets built has to be alternate neutral and lane capacity is one of those issues.

▪ **Planning Director Report**

- John Rahaim, Department of Planning and Development, City Planning

John Rahaim reported on Industrial Lands work. He noted that DPD has received nothing but good feedback about both of the workshops so far. He noted that one highlight for him was the discussion about how much commercial property development Seattle allows in our industrial areas. He added that Portland's limitation is 3,000 square feet and Seattle's is around 70,000 square feet. Mr. Rahaim stated that this has really suppressed land values to the point that Portland is getting substantial industrial growth.

Mr. Rahaim noted that the goal is to have some specific recommendations on the Comprehensive Plan changes to Council by August and these meetings have really helped them. He added that they have also peaked the Mayor's office interest on this issue and they are already throwing ideas at DPD.

Chair Finrow noted that at the second meeting several folks mentioned the Kent Valley and how it relates to Seattle. He stated he would also like to know more about the area such as how it is growing and developing. Mr. Rahaim responded that the issue of industrial land is a regional sprawl issue. He

added that he did not really have an answer for that. Ms. Wilson noted that, in the next workshop, where there will be folks from PSRC and the Port and that might bring more insight to the question.

Commissioner To asked if we are also looking at the zoning of the industrial lands. Mr. Rahaim replied that is the logical follow up to this work.

Commissioner Fiori stated that the most poignant comment that he picked up had to do with transportation. He wondered if that is an area that we need to explore. Mr. Rahaim stated that transportation is so integral to industrial lands that it has to be addressed. He added that the Comp Plan deals with this but the next step for DPD is Land Use Code issues and that is where they are limited in this effort regarding the Industrial Lands Strategy. Commissioner Fiori noted that transportation issues can be looked at through the lens of land use in working to ensure that Seattle protects the 5 critical assets that were outlined by the port and others at the last session.

Commissioner Foster stated that something that is really interesting about this Industrial Land discussion is the connection to skilled labor, jobs, what type of positions are created by these types of users and he wondered if the City has looked at the difference between these larger-scaled versus the type of users that would go into a multi-story industrial building. Ms. Wilson stated that the City has looked at that but she was not sure if they had done analysis on what the job base would look like for new emerging industries that would potentially come into Seattle based on any changes that might be made to the current land use policies.

Mr. Rahaim noted that there is this perception that when you look at the Duwamish it is questioned why it is not developed and that it is under utilized industrial land. He added that there is a tremendous amount of usage down there and that this is a messaging problem.

Commissioner Mark Johnson agreed and stated that the statistics show is how low the vacancy rates are in the industrial lands. He added that a lot of what we are dealing with is reactive in how we protect the land we have. Commissioner Johnson wondered if we could get further in the thinking and figure out what are the kinds of industries this region could support and what we could be doing to target those industries.

Mr. Rahaim then discussed the issue of workforce housing noting that workforce housing is a huge issue in the City with one issue being incentives. He added that the clear direction they have gotten from the Mayor and the Council is that is pretty standard and that any time they do some up zoning there has to be some affordable housing incentive built into it. He acknowledged the work the Commission has done on this topic and stated that the Commission's research and recommendations has added a lot of value to the discussion. He looks forward to continuing to work with the Commission on the issue of workforce housing and commended the effort and work of the Commission.

Mr. Rahaim noted that in regards to neighborhood planning they are trying to have a discussion about what they might do to update the plans. He stated there is not a direction for how to proceed yet and they are currently discussing what the process might look like. He added that they are considering things like the level of growth in the area, major investments in transportation etc. to determine how which neighborhood plans may need to be reopened as opposed to those that might just need a small amount of tweaking. Mr. Rahaim stated that there should be some level of consistency in all neighborhood plans and because that did not happen it has caused some problems. He added that

there is some very strong consensus that if we do this that there has to be very consistent format to this plans.

Chair Finrow noted that if DPD pulls together a group that is looking at process the Planning Commission would be glad to provide a couple of members to be a part of this. Mr. Rahaim acknowledges that the Planning Commission played a major role in the initial Neighborhood Planning work and has continued to be a vital steward to neighborhood plans. He stated that the City will look to the Planning Commission for their advice for moving forward.

Commissioner To noted that there were a lot of elements in different neighborhood plans that were more vision orientated. He added that the connections between transportation and some of these urban growth management type issues are becoming more impending and urgent. Commissioner To suggested that maybe there should be focused on areas where there are more connections to different elements that will make more efficient planning and accommodation of growth management and the comprehensive plan.

Chair Finrow noted that this may speak to the question of consistency of approach. He added that if we start to link transportation and housing together we might end up with better results.

Mr. Rahaim mentioned some of the other issues that are going to be on DPD's work plan. He added that they will be working on the University District and partner with Sound Transit and the University District on a planning effort. Mr. Rahaim noted that they will probably be doing some work on Aurora North and looking at that corridor. He added that they will also be doing some work on major institutions zoning.

▪ **Planning Commission Review & Action Items (Continued)**

- **DRAVUS REZONE: Review Draft of Commission Recommendations**

Recusal & Disclosures: None.

PUBLIC COMMENT

Chair Finrow noted that he would exercise his prerogative as Chair and move public comment up on the agenda. He noted that Jeff Thompson from the Interbay Neighborhood Association has signed up to speak to the issue of the Dravus rezone

Jeff Thompson from the Interbay Neighborhood Association noted that what they are working on in the Interbay area threads into many issues that are involved in the city planning. He noted that in the Interbay area there is a number of small local owned businesses. Mr. Thompson stated that he felt there were some issues that should be clarified. He added that when they looked at things that could enhance the neighborhood the idea of adding density came about as they were looking at means to assist in promoting the improvement of streets that don't exist, infrastructure that isn't there, and to create an environment that enhances their small businesses. Mr. Thompson stated that there is broad support for development of the area in the most sophisticated way. He added that he feels that it is important to keep at the root of it that this neighborhood is an industrially based place that seeks the

diversity of these other uses to enhance that industry. Mr. Thompson noted they support workforce housing but that they are concerned that if in the end it is taxed to create low income housing and makes the workforce housing more expensive than that is counter productive. Mr. Thompson finished by stating that over half of the area is empty and that is part of the reason they have gone through the process of getting a plan together.

COMMISSION DISCUSSION

Chair Finrow reminded the Commission that the last time Dravus had been discussed there was a lot of focus on building heights. He added that the Commission had encouraged DPD to think strategically about increases in height and density in the places that make sense in the City. Chair Finrow noted that they also discussed being interested in knowing more about the incentive zoning that was involved in the Dravus rezone proposal.

Ms. Wilson noted that we are discussing preliminary recommendations today and that there will not be a vote. She added that the proposal has not even been completed and that DPD is still working on the details of the incentive zoning for public benefits. Ms. Wilson stated that this should be done soon. She noted that the key components of DPD's recommendations include the overlay zone, which changes the zoning to Seattle Mixed; a change in height; the inclusion of addition height for affordable workforce housing; the neighborhood character piece that includes a covenant to protect the industrial nature of the surrounding area; the proposal for public benefits and the proposal for an LID.

Ms. Wilson noted that the Commission had a pretty significant discussion about this last time with Jim Holmes from DPD mentioning that this is a departure from the urban village strategy. Ms. Wilson noted that in places where it is not an urban village they might want to think about some criteria where higher density would make sense. Ms. Wilson stated that point one on the recommendations really gets at the City's Growth Management strategy.

Ms. Wilson called attention to the key points and proposed Planning Commission positions on these points. She noted the urban center/growth management discussion was a long one and centered on the Commissioners' general consensus that heights in the City could be dramatically increased in some areas in order to accommodate very large expected jobs and housing growth. She noted that the Commission has been generally concerned about the impact of growth on housing affordability, pressure to concert important industrial zoned land, and the pressure to rezone single family areas.

Ms. Wilson noted that the second part touched more on the height limits in the proposal. She added that the Commission's general consensus was that increasing heights in some areas of the city was a good idea. She noted that there was a lot of discussion on the architectural form and what height limits provide the best incentive zoning package. She noted the appropriate height for the rezone at Dravus was one point in which there was not consensus on the Commission.

Chair Finrow asked Jim Holmes from DPD to comment on this matter. Mr. Holmes stated that Seattle Mixed is one of the height limit categories that can be applied to the Seattle Mixed zone, and that as a zone intending to encourage mixed use development, the height of 125 feet is consistent with the function of the zone - but not necessarily at this location.

Ms. Wilson stated that the other key points that they have outlined are the public benefits and the LID. She added that the point the Commission made stated that the LID and incentive zoning package are key components that the Commission believes are necessary to make this proposal acceptable. Ms.

Wilson noted that the final point gets at the impacts to neighborhood character and that protects industrial uses by requiring the residential covenant agreement. She added that the Commission supported that idea and that they felt that was one step in helping to maintain the integrity of the industrial area.

Commissioner To stated that it is very clear to him, in viewing the Comprehensive Plan, that the current definition for public benefits does not go beyond the low income threshold. He added that there seems to be a definitional problem and that one is not exclusive of the other. Commissioner To stated that it depends on the job and that he would rather look at the range of jobs and providing opportunity for as wide a range of jobs as possible to make the maximize the intent of the rezone. Ms. Wilson clarified that what is currently in the Comprehensive Plan about public benefits does not preclude workforce housing. She added that what is being proposed could potentially more narrowly define how funding could be used. Ms. Wilson stated that what the Commission's letter states is that the Comp Plan should not be changed to preclude workforce housing as an option for public benefits and that could be drawn out more if necessary.

Commissioner Foster stated that there is a connection that could be made in the Comp Plan by adding the language that came out of the HNUC with this emerging industrial lands strategy.

Commissioner Fiori proposed some changes on the height and suggested that one of the issues they might want to tackle is the aversion to height relative to density in relation to several neighborhoods.

Mr. Finrow thanked everyone for the discussion and asked Ms. Wilson to send out the working document for further discussion. He stated that the Commission would continue to formulate its position on this matter. He asked if there was any additional public comment on any other matters. There was no additional public comment

ADJOURNMENT

Chair Finrow adjourned the meeting at 5:36 pm.